CitySpace
Planning Cape Town

CAPE TOWN SPATIAL DEVELOPMENT FRAMEWORK

STATUTORY REPORT

CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

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ACRONYMS AND ABBREVIATIONS

TERM	DEFINITION
ASGISA	Accelerated and Shared Growth Initiative of South Africa
ACSA	Airports Company South Africa
ATNS	Air Traffic Navigation Services
BRT	Bus Rapid Transit
BNG	Breaking New Ground
CBA	Critical Biodiversity Area
CBD	Central Business District
CDS	City Development Strategy
CESA	Critical Ecological Support Area
CMA	Cape Metropolitan Area
CoCT	City of Cape Town
CPD	City Parks Department
CPPNE	Cape Peninsula Protected Natural Environment
CTIA	Cape Town International Airport
CTSDF	Cape Town Spatial Development Framework
CTZS	Cape Town Zoning Scheme
DMR	Department of Mineral Resources
DOE	Department of Energy
DoT	National Department of Transport
DEA&DP	Western Cape Department of Environmental Affairs and Development Planning
DFA	Development Facilitation Act (No 67 of 1995)
du/ha	dwelling units per hectare
EA	Economic Area
ED	Economic Development Department
EESPCO	Economic Environment and Spatial Planning Portfolio Committee
EIA	Environmental Impact Assessment
EIMZ	Environmental Impact Management Zone
EIP	Environmental Implementation Plan
EMP	Environmental Management Plan (in terms of Section 11 of NEMA)
EMF	Environmental Management Framework
EMT	Executive Management Team
ERMD	Environmental Resource Management Department
GDP	Gross Domestic Product
GIS	Geographic Information System
HSD	Human Settlements Directorate
HWC	Heritage Western Cape
ICMA	Integrated Coastal Management Act (No 24 of 2008)
IMEP	Integrated Metropolitan Environmental Policy (2001)
ICT	Information Communication Technology
IDP	Integrated Development Plan (in terms of the MSA)
IDZ	Industrial Development Zone
IEM	Integrated Environmental Management
IPTN	Integrated Public Transport Network
IRT	Integrated Rapid Transit
ITP	Integrated Transport Plan
KNEP	Koeberg Nuclear Emergency Plan
KNPS	Koeberg Nuclear Power Station
LGTA	Local Government Transition Act (No 61 of 1995)
LUMS	Land Use Management System
LUPO	Land Use Planning Ordinance (No 15 of 1985)

TERM	DEFINITION
MOSS	Metropolitan Open Space System
MSA	Municipal Systems Act (No 32 of 2000)
MSDF	Metropolitan Spatial Development Framework (Redraft 2001)
NEMA	National Environmental Management Act (No 107 of 1998)
NEMBA	National Environmental Management Biodiversity Act (Act 10 of 2004)
NGO	non-governmental organisation
NLTA	National Land Transport Act (No 5 of 2009)
NHRA	National Heritage Resources Act (No 25 of 1999)
NMT	Non-Motorised Transport
NNR	National Nuclear Regulator
NPA	National Ports Authority
NSDP	National Spatial Development Perspective
OECD	Organisation for Economic Cooperation and Development
OESA	Other Ecological Support Area
P&BDM	Plannnig and Building Development Managment Department
PAZ	Precautionary Action zone
PEPCO	Planning and Environment Portfolio Committee
PGWC	Provincial Government Western Cape
PGDS	Provincial Growth and Development Strategy
PIIF	Public Infrastructure Investment Framework
POS	Public Open Space
PRASA	Passenger Rail Agency of South Africa
PSDF	Provincial Spatial Development Framework (2009)
PTP	Public Transport Plan
SANDF	South African National Defence Force
SANRAL	South African National Roads Agency Ltd
SANPARKS	South African National Parks
SAHRA	South African Heritage Resources Agency
SDF	Spatial Development Framework
SDP	Spatial Development Plan
SEA	Strategic Environmental Assessment
SIA	Strategic Impact Assessment (in terms of the MSA)
SMME	Small, Medium and Micro Enterprises
SPC	Spatial Planning Category
SPUD	Spatial and Urban Design Department
SOE	State Owned Enterprises
SR	Scenic Route
S&RD	Sports and Recreation Department
TPC	Town-Planning Compliant
TMNP	Table Mountain National Park
TR&S	Transport, Roads and Stormwater Department
UDZ	Urban Development Zone (in terms of Income Tax Act No 58 of 1962)
UPZ	Urgent Protective Action Zone
USD	Utility Services Directorate
VPADD	Voluntary Proactive Deal Driven
VPUU	Violence Prevention through Urban Upgrading Programme
WSUD	Water-Sensitive Urban Design
WWTW	wastewater treatment works

TERMS AND DEFINITIONS

TERM	DEFINITION
Accessibility grid	The grid of structuring routes (development and activity routes and activity streets) that facilitates convenient public transport access and multidirectional movement between the district and other parts of the city and within the district.
Aquifer	Area identified as reflecting physical extent of water-bearing layer of soil, sand, gravel or rock that will yield significant usable quantities of water.
Biodiversity	Biological wealth of a specified geographic region: including the different marine, aquatic and terrestrial ecosystems, communities of organisms within these, and their component species, number and genetic variation.
Biodiversity network	The map of protected and critical biodiversity areas (including natural vegetation remnants and wetlands) for the city, based on the fine-scale systematic conservation plan, in accordance with the legal requirements.
Bioregion	A geographic region or area containing whole or nested ecosystems and that is characterised by its landforms, vegetation cover, human culture and history; and is declared by the Minister in terms of NEMBA (Act 10 of 2004).
Bioregional plan	A legislated biodiversity plan, aimed at assisting with the management and conservation of South Africa's biological diversity, declared in terms of Chapter 3 of NEMBA (Act 10 of 2004). The aim of the plan is to provide a map of biodiversity priorities with accompanying land-use decision making guidelines.
Civic precinct	Concentration of public facilities (e.g. schools, clinics, hospitals, parks, city hall, courthouses, post offices, etc.) located in close proximity.
Coastal Edge	Demarcated area around the coast, primarily to protect coastal resources, and to avoid hazards and financial risks pertaining to areas at risk of flooding.
Coastal edge management zone	Management zone between the sea and the Coastal Edge.
Coastal node	Concentrated development at a specific coastal location.
Coastal processes	Natural processes of erosion and accretion, dune migration, and beach sediment dynamics.
Critical Biodiversity Area	Critical Biodiversity Areas are terrestrial and aquatic features in the landscape that are critical for conserving biodiversity and maintaining ecosystem functioning, and that are required to meet biodiversity targets (for biodiversity patterns and ecological process features).
Critical Ecological Support Area	Natural and rural areas with biodiversity importance which are essential for management consolidation, connectivity and viability of biodiversity in CBAs and protected areas. These are not essential for meeting biodiversity targets but play an important role in supporting the ecological functioning of CBAs and/or in delivering ecosystem services.

TERM	DEFINITION
Cultural landscape	Sites and landscapes of historical significance, areas of scenic beauty and places of spiritual and/or cultural importance.
Densification	Increased use of space, both horizontally and vertically, within existing residential areas/properties and new developments, accompanied by an increased number of units and/or population threshold.
Destination place	A place that forms a significant landmark or area of attraction and is part of the unique identity of Cape Town.
Development corridor	Development corridors are broad areas of high-intensity urban development focused predominantly on activity /development routes serviced by mass rapid public transport services (i.e. rail or BRT).
Development edge	A demarcated edge line defining the outer limits of urban development for a determined period of time; there are two types of edge lines, namely Urban Edge lines and Coastal Edge lines, – the former being a medium- to long-term edge line, where the line has been demarcated in a position to phase urban growth appropriately, or to protect natural resources.
Ecological buffer	Strip of land adjacent to a watercourse, wetland or vlei, required for the protection and enhancement of aquatic and riparian ecosystem integrity and functioning.
Ecological footprint	Total extent of the impact of the city's operations (metabolism) on the natural environment.
Ecological services	Services that indirectly accrue from the natural environment, and do not have direct market values, such as flood attenuation, natural drainage and erosion prevention, wastewater management through biological treatment, air quality management and filtration, carbon sequestration, and biodegradable waste disposal.
Gap housing	Housing for households with a monthly income of between R3 500 and R10 000, who fall outside the government housing subsidy income limit of R3 500 per month, and find it difficult to access housing in the private market.
Gross base density	Average density of all land within the built area of the city or some other defined parcel of land.
Floodline	A line on a map depicting water levels likely to be reached by a flood having a specified recurrence interval.
Fair share	Equitable distribution.
Heritage resource	Any place or object of cultural significance; according to the NHRA, unique, non-renewable and precious locations; includes sites and landscapes of historical significance, areas of scenic beauty, and places of spiritual and/or cultural importance.
Incremental densification	Small-scale densification that is almost invisible, e.g. subdivisions and second dwellings.
Land redistribution	Land redistribution to the landless poor, labour tenants, farm workers, and emerging farmers for residential and productive uses to increase livelihoods and improve quality of life.

TERM	DEFINITION
Land reform	Encompasses three interrelated components, namely land restitution, land tenure and land redistribution.
Land use intensification	Refers to achieving a greater spectrum of mixed uses (commercial, industrial and residential) through the increased use of space, both horizontally and vertically, within existing areas or properties and new developments, accompanied by an increased number of units and/or population thresholds, in accessible, high-opportunity locations.
Mixed land use	Area of existing or proposed horizontal and/or vertical integration of suitable and compatible residential and non-residential land uses within the same area or on the same parcel of land; implies contextually appropriate intensity of land uses that should facilitate efficient public transport and a vibrant local urban environment.
Metropolitan open space system	Interconnected and managed open space network that supports interactions between social, economic and ecological activities, sustaining and enhancing both ecological processes and human settlements; includes natural areas and active and passive recreation areas such as sports fields, parks, and squares but also cemeteries, detention ponds, servitudes, river corridors and road reserves to promote interconnection and multi-use.
Mobility	The ease with which people can travel with minimal delay on a route.
Multifunctional	The combination of different yet compatible functions within one physical framework to serve a variety of social and community groups; allow for a wider range of facilities that reinforce one another in close proximity, offering greater access to potential users. Differentiation in activity may be physical (different activities on different floors or premises of the same building) or in time (using the same facility for different activities, but at different times).
New development area	An area earmarked for future development.
Non-motorised transport	Transport modes that are not motorised, e.g. walking and cycling.
Nodal development	Significant and concentrated development in terms of scale, location, impact, diversity and agglomeration of functions (facilities, services and economic activities).
Noxious Industry	Industry that is potentially harmful or injurious to the health of living things.
Package of plans	Consisting of an integrated set of hierarchical plans showing the link between strategy and implementation, which may include a development framework, precinct plans, subdivision plans and building plans.
Priority action zones	A location requiring intervention/action by the City, other spheres of government and state owned enterprises. The interventions may take a variety of forms e.g. dealing with "crime and grime", investing in bulk infrastructure and social facilities, improvements to the quality of the built environment and the introduction of development incentives

TERM	DEFINITION
Public open space	Land zoned as open space, and accessible to the general public
Public transport interchange	Supports the transfer of public transport users between modes (rail/bus/taxi) but also functions to support economic activity.
Risk Activity/ Noxious Industry	These comprise hazardous and noxious land uses in terms of smell, product, waste or other objectionable consequences of operation, or ones that carry a high risk in the event of fire or accident.
Rural living estates	Extensive land units (ranging in size) located inside the urban edge.
Smallholdings	Extensive land units (ranging in size) located outside the urban edge.
Strip development	Mixed-use development usually located along activity routes and activity streets and some developmental routes.
Subsidised housing	Housing supplied in terms of the National Department of Housing's housing subsidy scheme.
Urban development	Buildings and infrastructure with a residential purpose as well as offices, shops, community facilities and other associated buildings, infrastructure and public open space necessary to provide for proper functioning of urban areas and amenity and recreation. The term 'urban development' includes golf estates, vineyard estates with a residential component, equestrian estates with a residential component, rural living estates, eco-estates, gated communities and regional shopping centres. Urban development excludes noxious industry and generally excludes land for industrial purposes. However, service trades that are compatible with mixed-use development and that generate a low impact on surrounding urban uses may be permissible if the nature and type of industry is deemed to form an integral part of an area demarcated for urban development purposes.
Urban Edge management zone	Zone or buffer area on either side of the Urban Edge, where land uses are to be managed to protect the integrity of the urban edge line.
Urban footprint	The total extent of existing urban development.
Urban Development Zone	The Urban Development Zone is an area demarcated in accordance with the Income Tax Act (No 58 of 1962) as amended by the Revenues Laws Amendment Act (No 45 of 2003). In terms of this incentive, taxpayers who construct, improve or purchase a building or part of a building from a developer within this area will be allowed to claim for a reduction in taxable income.
Urban restructuring zone	A well located area where the National Housing Department subsidy, as defined in terms of the Social Housing Act (No 16 of 2008) , applies.
Water-sensitive urban design	Minimises disruption of the natural water cycle by reducing runoff, attenuating flooding, and treating runoff before discharge into the receiving waters, whilst at the same time increasing the amenity value of water systems, and reducing the cost of water infrastructure.
Zoning scheme	A scheme consisting of scheme regulations and a register with (or without) a zoning map.

1 INTRODUCTION

Planning for the future begins with an understanding of the way things are right now: the place, the people and the social, economic and environmental forces underlying the trends that are shaping Cape Town's development.

City change and growth are inevitable, and development pressures are a given. Nevertheless, a city with foresight and insight can guide and manage public and private development to ensure the best possible outcome for its inhabitants. This best possible outcome includes the protection and enhancement of the city's key economic, social and environmental resources and assets, and the extension of these economic, social and environmental opportunities to everyone in the city.

The overall intention of the Cape Town Spatial Development Framework (CTSDF) is to guide and manage urban growth, and to balance competing land use demands, by putting in place a long-term, logical development path that will shape the spatial form and structure of Cape Town. In the context of climate change and resource depletion, including finite oil resources, the future growth path needs to underline the importance of sustainable future growth. This proposed development path must be flexible and adaptive, and therefore does not include fixed deadlines and timetables, as economic, environmental and social forces are unpredictable, and it is impossible to determine accurately how fast the city will grow. The proposals set out below may take decades to realise, and will need to be reviewed from time to time to ensure that they remain relevant, realistic and informed by changing dynamics and local, national and global events.

'City' vs. 'city'

The CTSDF refers to the City of Cape Town municipality as 'the City', and to the municipal area as 'the city'.

Table 1.1 summarises the content of the CTSDF. It starts by providing an overview of the contextual factors that need to be addressed. It then discusses the desired future Cape Town, and outlines the principles that will guide the choices that need to be made, the strategic interventions that are required, and the policies and implementation strategies that will be used to steer development towards the desired outcome.

1.1 Purpose of the Spatial Development Framework

The CTSDF is a long-term (±20-year) plan to manage growth and change in Cape Town. It:

- provides a long-term vision of the desired spatial form and structure of Cape Town;
- aligns the City's spatial development goals, strategies and policies with relevant national and provincial spatial principles, strategies and policies;
- guides the proposals contained in the more detailed District Spatial Development Plans (SDPs) which cover a shorter planning time frame (10 + years), and the preparation of Local Spatial Plans;
- helps spatially coordinate, prioritise and align public investment in the City's five-year Integrated Development Plan (IDP);
- directs private investment by identifying areas that are suitable for urban development, areas where the impacts of development need to be managed, and areas that are not suited for urban development;
- identifies strategies to prevent indiscriminate loss and degradation of critical biodiversity areas, and to ensure the necessary level of protection for the remaining areas;
- provides policy guidance to direct decision making on the nature, form, scale and location of urban development, land use change, infrastructure development, disaster mitigation and environmental resource protection; and
- will not create any land use or building rights, nor exempt anyone from their rights and obligations in terms of the zoning scheme or any other legislation.

1.2 Strategic starting points

1.2.1 Cape Town 2040 Vision

The future spatial (re)organisation and development of Cape Town needs to be guided by a vision of the city we are hoping to realise in the longer term. The vision's role is to provide shared purpose and direction as well as inspiration and motivation for decision makers, leaders and residents of Cape Town to work together to attain it. The draft vision for Cape Town that the City is putting

Table 1.1: The content of the CTSDF

CAPE TOWN NOW	FUTURE CAPE TOWN	HOW WE PLAN TO GET THERE
• Strategy & policy context • Drivers of development • Trends • Spatial implications	• Vision • Spatial development goal	• Spatial principles • Spatial strategies • Spatial building blocks • Policy statements and development guidelines • Implementation approach

forward for consideration by the citizens of Cape Town as part of the public engagement process for Cape Town's long-term City Development Strategy is as follows:

To, by 2040, turn Cape Town into one of the world's greatest cities in which to live and learn, work, invest and discover – a place of possibility and innovation, with a diverse urban community and all the opportunities and amenities of city life, within a natural environment that supports economic vibrancy and inspires a sense of belonging in all.

1.2.2 Spatial Development Goals

From a spatial perspective, the City aims to achieve this vision through creating a sustainable and equitable city.

Sustainability is the capacity to sustain or support indefinitely. In the city context, it means offering an economic future to our children and to our children's children, while ensuring the preservation of the city's unique biodiversity and cultural heritage, and, at the same time, meeting the sustenance needs of current residents. Sustainability must therefore address service and infrastructure provision as much as it must address biodiversity protection.

To achieve a sustainable economy, we need inclusive and equitable shared economic growth to turn around local poverty and reduce the growing income gap between rich and poor. Better-quality green and public open spaces, such as the city's biodiversity network and coastal areas, and well-maintained, City-owned attractions and tourism precincts will enhance people's quality of life, and contribute to investment and tourism. In addition, the source of inputs and destination of outputs, including goods, ecological services, products and waste, need to be considered in order to achieve the goal of environmental sustainability. A sustainable society implies that basic services, amenities and education must be available to everyone. The City needs to promote greater equity of access to these, improve the quality of living environments, and reduce the levels of crime. The City has a responsibility to achieve institutional sustainability through planning development and making wise investment decisions that directly contribute to a sustainable future for Cape Town and its residents.

Equity refers to life equality, meaning that people have access to a broadly similar range of opportunities, resources and amenities, and that the public good prevails over private, sectional interests. A city that works for every resident, especially the poor, children, the disabled and the elderly, is more likely to be an equitable city.

For Cape Town to be sustainable, the City needs to embrace sustainability in all its daily operations, and employ sustainability and equity principles in all its planning and decision making. Spatial planning is an important way in which the City is able to do so, by mapping the desired patterns of living and investment, and managing current and future development in an integrated fashion.

1.2.3 Spatial Development Principles

The following principles flow from national legislation (particularly the Development Facilitation Act, (Act 67 of 1995)), and international and national best practice for successful city planning and management.

- The public good should prevail over private interests.
- All residents should have equal protection and benefits, and no unfair discrimination should be allowed.
- Work harmoniously with nature, reduce the city's ecological footprint, and introduce sustainable disaster risk reduction measures.
- Adopt a precautionary approach to the use of resources, switch to sustainable patterns of resource use, and mitigate negative development impacts.
- Encourage local, national and international connectivity.
- Improve urban efficiency, and align planned growth with infrastructure provision.
- Offer maximum access to the city's opportunities, resources and amenities, and redress spatial imbalances in this regard as far as possible.
- Be responsive to the basic needs of communities by providing a stronger link between regulatory processes (zoning schemes) and spatial plans and policies.
- Create safe, high-quality living environments that accommodate a range of lifestyles and offer a vibrant mix of land uses.
- Promote cross-sectoral planning, budgeting and growth management approaches.

1.3 Towards a rationalised, policy-driven land use management system

The City's current planning framework comprises outdated plans with inconsistent status and conflicting development objectives. The City is updating and rationalising all aspects of the current planning framework, guided by the Municipal Systems Act (MSA) (Act 32 of 2000), new draft national planning law, the Provincial Spatial Development Framework (PSDF) (2009) and the Provincial Government of the Western Cape's law reform project, which is reviewing the Land Use Planning Ordinance (LUPO) (No 15 of 1985).

These initiatives promote a more responsive, flexible and policy-driven approach to land use management, in which a broader range of instruments and policies set the guidelines against which all land use decision making takes place. The CTSDF will become one of the tools for evaluating applications for new or enhanced land use rights.

The intention is to put in place a land use management framework that is flexible and promotes consistent and predictable decision making.

It is envisaged that the updated land use management system (LUMS) will:

- integrate existing, separate and diverse land use management systems, policies and approaches into a single, harmonious system with a clear hierarchy of plans;
- achieve a closer link between zoning control and forward spatial planning;
- put in place policies and guidelines to guide predictable and informed discretionary decision making within the regulatory framework;
- be based on standardised and uniform business processes, procedures and systems, to ensure legal compliance and administrative efficiency;
- be user-friendly and easily accessible to City officials and external users; and
- include mechanisms to monitor compliance with policies, and the prioritisation of public investment in terms of the CTSDF and District SDPs or related plans.

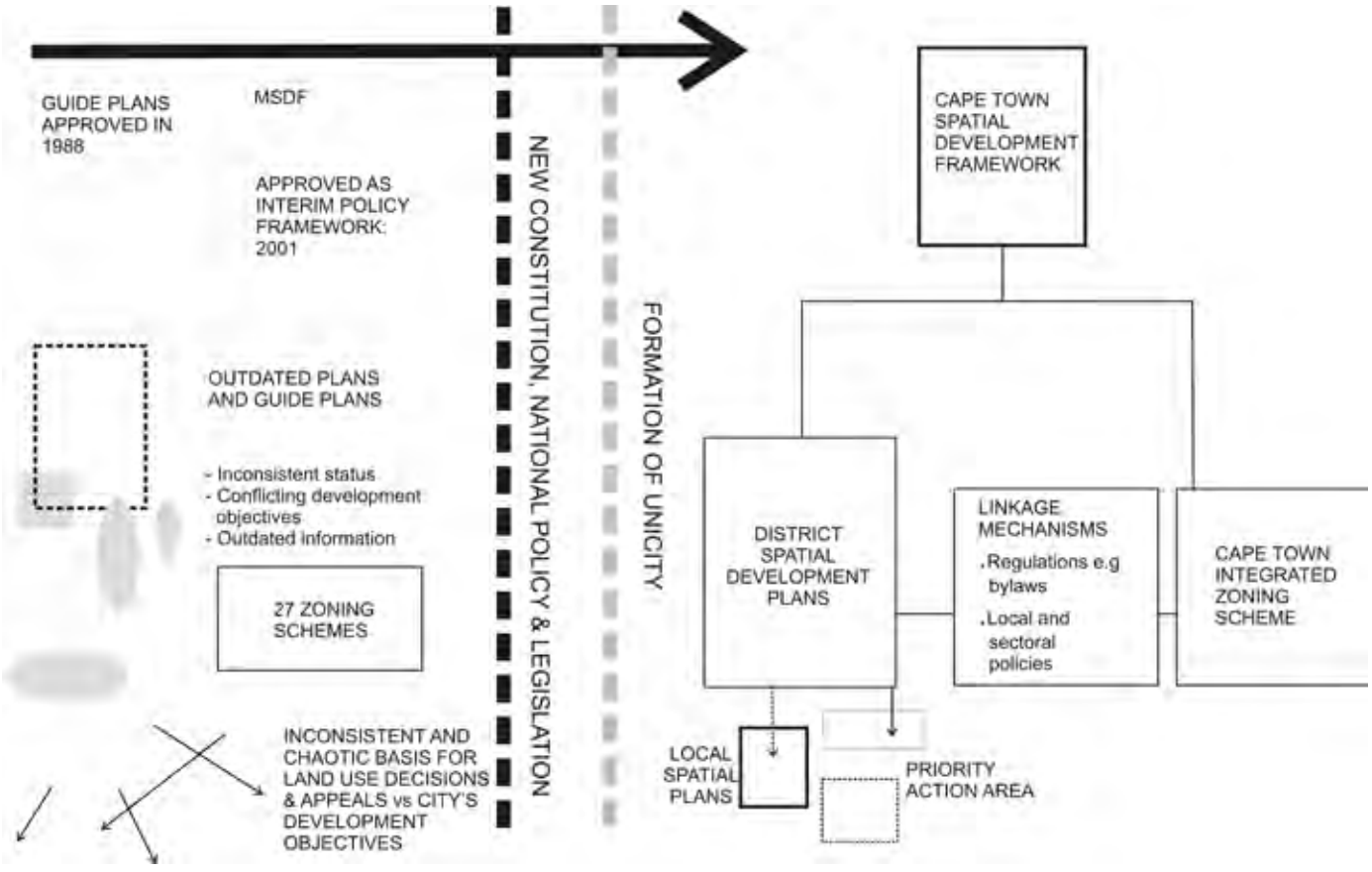


Figure 1.1: Existing situation and future land use management system

The Cape Town Zoning Scheme (CTZS)

Zoning is a method of development management that designates property for a particular development or use category or zone. Within each zone, there are provisions and rules setting out the purposes for which property may be used, and the manner in which it may be developed. In addition, zoning should work in conjunction with, and be linked to, policy plans and other tools in the LUMS, to enable Council to proactively manage land and development in the city, and in so doing, implement the vision set out in the CTSDF, District SDPs and local area or sector plans. The CTZS introduces new planning techniques in the form of the overlay zoning category, whereby policy guidelines (such as those contained in the CTSDF) may be translated into development rules after following a prescribed process.

An overlay zone will apply in addition to the base zone of a property. An overlay zone may be imposed if it complies with the rules set out in the CTZS, and, as the City aims to establish a policy-driven LUMS, it must as far as possible be preceded by local planning policies initiated at district plan level in the first instance. In addition, it may not be introduced for the purposes of promoting, causing or facilitating social exclusion and separation. It is important to note that the introduction of overlay zones is not an inevitable consequence of local area planning initiatives identified through the District SDPs, but needs to be considered carefully, based on the strength of individual motivation of the need for (more or less restrictive) development rules, in addition to the underlying zone or base-zone requirements. Overlay zones are a tool that would be employed on an exceptional basis, when it is critical and strategic that actual land use rights are managed to achieve the vision for Cape Town.

The hierarchy and role of plans, policies and guidelines that form the cornerstone of the rationalised, policy-driven LUMS are outlined in Table 1.2. It is envisaged that the CTSDF and District SDPs will replace, or lead to the withdrawal of, selected metropolitan and submetropolitan-scale spatial plans. The affected plans are listed in Appendix A. Central to the policy-rationalisation effort will be the retention of a number of local development plans and policies that continue to provide detailed direction to development in parts of the metropolitan area. These will be reviewed over time and supplemented by new local plans in areas that are selected as priorities for local area planning.

Table 1.2: Hierarchy of spatial plans and policies

SPATIAL PLAN/ POLICY	PURPOSE	WHAT IT IS REPLACING OR ADDING TO	WHO APPROVES	LEGISLATION OR POLICY THAT GUIDES APPROVAL
CTSDF	Long-term (20+ years) citywide spatial structuring elements and plans, and overarching policy framework.	Guide Plans, Metropolitan Spatial Development Frameworks and subregional plans approved in terms of section 4(6) of LUPO.	PGWC Council	MSA LUPO (section 4(6)) NHRA World Heritage Act
District SDP	Medium-term (10+ years) district-level spatial development plans which indicate proposed land uses in new development areas, urban restructuring and upgrade interventions.	District and local structure plans approved in terms of section 4(6) and 4(10) of LUPO.	Council	LUPO (section 4(10)) – provision on the lapsing of structure plans after a specified time frame; NHRA, World Heritage Act City's system of delegations
Local Spatial Plans	Detailed SDF related to, for example, the management of land uses, and detailed local-level planning such as density plan	District and local structure plans approved in terms of section 4(6) and 4(10) of LUPO.	Council	LUPO (section 4(10)) City's system of delegations NHRA
Strategy/policy documents	Detailed issue/land-use-specific policy parameters that should determine land use decisions, such as densification, urban edge, guesthouse and bed-and-breakfast (B&B) policy.	Will replace or complement existing policies.	Economic, Environment and Spatial Planning Portfolio Committee (EESPCO) and/or Council	City's system of delegations
Development guidelines	Detailed guidelines that should inform land use decisions, such as fire protection guidelines and urban design guidelines (for example tall buildings guidelines).	Will replace or complement existing guidelines.	EESPCO (if it does not affect other sectors) Council, if other sectors are affected	City's system of delegations

1.4 Legal status of the Cape Town Spatial Development Framework

The CTSDF has had a dual approval process: as part of the IDP, in terms of the Municipal Systems Act (Act 32 of 2000), and also as a Land Use Planning Ordinance (No 15 of 1985, section 4(6)) structure plan.

The CTSDF was approved by Council as a sectoral component of the IDP in terms of the MSA on 8 June 2011.

The CTSDF replaces two guide plans, being the Peninsula and the Hottentots Holland Basin Plans, and portions of the Atlantis and Environs Plan. All three plans were promulgated in terms of the Physical Planning Act (Act 88 of 1967), and have been approved as Urban Structure Plans in terms of LUPO.

The CTSDF also replaces certain approved and awaiting-approval section 4(6) LUPO structure plans, and downgrades certain other existing approved local-scale plans, from section 4(6) to section 4(10) of LUPO structure plans (so that a clear hierarchy of plans can be implemented), as listed in appendix A.

In terms of section 5(3) of LUPO, a structure plan shall not confer or take away any right in respect of land. Therefore, the statutory approval of the CTSDF does not confer new development rights, or limit development rights. No guidelines, policies or any other provisions in respect of land use that result from the CTSDF shall create any rights, or exempt anyone from their obligations in terms of any other legislation.

The statutory components of the CTSDF in terms of section 4(6) of LUPO will include:

(1) Chapter 5: Strategies, Policy Statements and Policy Guidelines (see highlighted columns only)
(2) Chapter 6: The Cape Town Spatial Development Framework and accompanying Map 6.1: The Cape Town SDF

The request for an amendment of the CTSDF will therefore only relate to cases in which the competent authority deems that there is a conflict between a development proposal and the statutory components of the CTSDF (refer points (1) and (2) above). The other maps, figures and text in the CTSDF are included for illustrative purposes and are intended to broaden the general understanding of the CTSDF and to act as informants to the interpretation of the statutory components of the CTSDF. The preparation of spatial plans and the assessment of development applications must therefore be guided by due consideration of these informants when interpreting the statutory components of the CTSDF.

In cases where an amendment of the CTSDF is approved, a simultaneous amendment to the District SDP will be deemed to have been effected.

As legally required in terms of the NHRA, the City has compiled an inventory of the heritage resources that fall within its area of jurisdiction, and has submitted this inventory to the relevant provincial heritage resources authority.

The CTSDF will be implemented in accordance with the consistency principle that applies to the plans and policies of different spheres of government, and within the local sphere of government. In terms of the consistency principle, lower-order spatial plans and policies must be consistent with higher-order spatial plans and policies. The CTSDF, approved as a structure plan in terms of section 4(6) of LUPO and Section 34 of MSA, is deemed to be consistent with the Provincial Spatial Development Framework. Should the provisions of plans of a lower order in the hierarchy (including District SDPs and existing local-scale structure plans) be deemed to be inconsistent with the CTSDF, the CTSDF will take precedence.

A register of amendments to the statutory components of the CTSDF is to be kept by the competent authority, and this register is to be reflected in Appendix G of the CTSDF.

Determining policy compliance and measuring consistency between plans

In line with the consistency principle and hierarchical system of plans, a development proposal (or proposal contained in a lower-order framework plan) must be measured for consistency against the statutory components of the PSDF and the CTSDF.

The findings of such an assessment must be weighed as follows:

(1) The statutory designation and/or text of the PSDF and/or CTSDF provides for the proposal (and is generally in line with land development proposals);
(2) The statutory designation and/or text of the PSDF and/ or CTSDF does not explicitly provide for the proposal; but on the other hand, the proposal is not necessarily clearly in conflict with the intent and purpose of the designation and/or text concerned;
(3) The proposal is in conflict with the statutory designation and/or text of the PSDF and/ or CTSDF

These three findings lead to different planning and procedural outcomes:

- In the case of (1), the proposal is deemed to be consistent and evaluated further;
- In the case of (2), a consistency ruling must be made. If it is positive, the development proposal can be further evaluated or considered;
- In the case of (3), consideration may be given to amending the framework or plan against which the proposal was measured as provided for in terms of section 3(4)(b) of the Municipal Planning and Performance Management Regulations of MSA and section 4(7) of LUPO (or subsequent provisions in legislation that may replace it). The amendment of the affected framework or plan should occur prior to or simultaneous with any other applications in terms of LUPO. Should this amendment not be approved in terms of both LUPO and the MSA, the proposal is not supported and may not go ahead.

1.5 Overview of the Cape Town Spatial Development Framework preparation process

The process for compiling a Metropolitan Spatial Development Framework (MSDF, 1996) – as a long-term spatial plan to guide the growth of metropolitan Cape Town – was initiated in response to perceived inadequacies in the Guide Plans (now known as Urban Structure Plans) for Cape Town. However, this was never formalised by statute; instead, the then Cape Metropolitan Council adopted an interim MSDF redraft as policy in 2001.

In 2005, the City reviewed the successes and failures of the previous MSDF and metropolitan spatial planning initiatives, and identified the development trends facing Cape Town.

In 2006, the City embarked on a process of preparing Future Cape Town, an internal document that put forward proposals regarding the strategic direction of the CTSDF. Following this, a strategic impact assessment (SIA) of the environmental and heritage impacts of the Future Cape Town strategy document was undertaken, and District SDPs incorporating environmental management frameworks (EMFs) were prepared for the City's eight planning districts.

The CTSDF and District SDP planning exercise also included a 2006 review of the content and status of all local, district and metropolitan area-wide plans and policies. The CTSDF promotes the spatial integration and restructuring of the Cape Town metropolitan area and aims to replace the outdated set of Guide Plans, which are no longer considered to meet the city's development requirements.

A rigorous and inclusive public engagement process was critical for the successful preparation of the CTSDF and District SDPs, to secure PGWC's approval, as well as for the withdrawal of the outdated structure plans. The public participation process comprised three phases:

Phase 1: The purpose was to launch the process, elicit the views of the public and other stakeholders on the development issues facing Cape Town, and identify the principles and goals that were applicable to the preparation of the CTSDF and District SDPs.

Phase 2: The draft CTSDF Technical Report was advertised for public comment, with the purpose of discussing the citywide spatial concept and policy statements, proposals contained in the District SDPs, and draft development edge and densification policies.

The revised CTSDF and the public participation report were submitted to PGWC for provisional inspection at the conclusion of Phase 2. PGWC indicated their general satisfaction with the content of the CTSDF and the public participation process, and confirmed that the City could proceed with the third and final round of public participation.

Phase 3: The Final Draft CTSDF which incorporated the findings of subsequent, more in-depth studies and comments received from the public as part of phase 2 was advertised for comment and public hearings were held in January 2011. The in-depth studies included the Evaluation of Developable Land within the Urban Edge, the Analysis of Cape Town's Space Economy, and medium- to long-term growth options work.

This document is based on the outcome of the Phase 3 public participation process and is the approved CTSDF document.

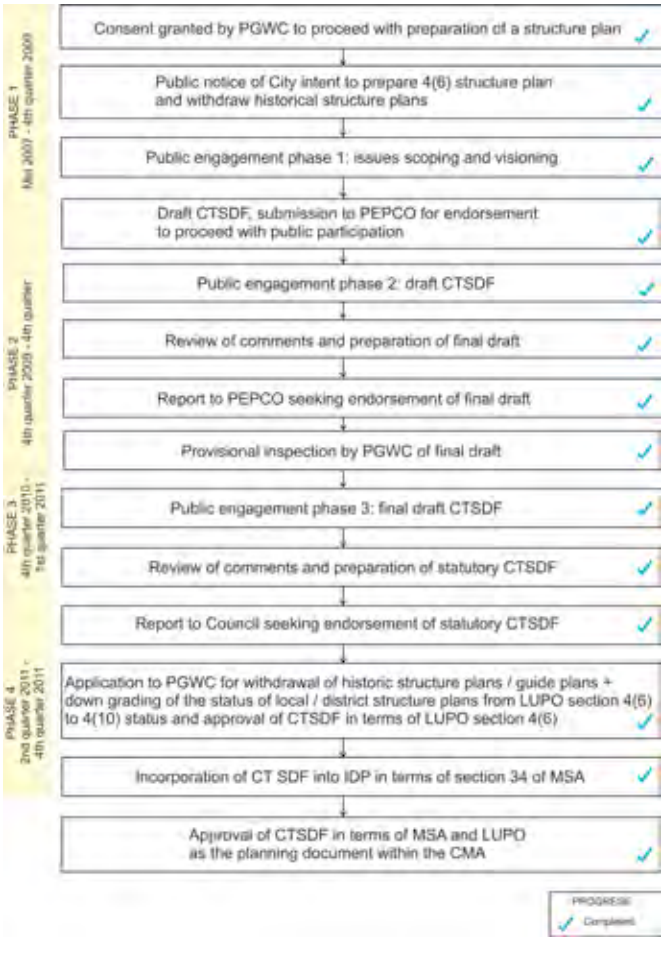


Figure 1.2: Procedural steps followed in terms of the MSA and LUPO in the preparation of the CTSDF

2 DEVELOPMENT AND POLICY CONTEXT

2.1 Global development context

Worldwide, cities are associated with large numbers of people, resources, services and infrastructure, and are therefore the drivers of, or gateways to national and international economies. Cities are also part of, and affected by, the cyclical performance of global, regional and national economies, and must take global economic influences into account when planning for sustained growth and resilience. Globalisation is encouraging cities across the world to adopt a city-region approach in order to strengthen their global positioning and support their development. South Africa's global position as the southern gateway to Africa has the potential to increase investment in Cape Town and drive sectors of the regional economy.

The complex patterns of cities are partly a result of urbanisation, which is considered to be a major phenomenon in the developing world in this century. The developing world forms the locus of this rural/urban demographic transformation, and relies on the massive economic, social, political and cultural opportunities that cities have to offer.

Cities are also required to deal with the rising threats of climate change and dwindling resources. These constraints mean that cities that do not plan adequately will face higher costs to residents, a decline in welfare, and reduced economic competitiveness. Preparations for these circumstances typically require decades of forward-thinking development guidance.

Cape Town is still a developing city; it is therefore also required to manage high levels of poverty and unemployment, and service and infrastructure backlogs, while recognising the interdependencies between ecological and economic sustainability, and emphasising the importance of natural assets in providing a range of ecosystem services. It is not the only city that has to deal with these challenges. Many developing cities are not able to deliver the most basic infrastructure and services required for healthy, safe living environments.

These challenges will undoubtedly have a profound impact on the form and functioning of cities in the future, raising questions about (i) the sustainability of the economic and spatial structure of cities; (ii) the balance between formal and informal development processes; and (iii) how urbanisation is accommodated.

2.2 Legislative context

The CTSDF must align with the following key legislation:

The Constitution of the Republic of South Africa (Act 108 of 1996)

The Constitution sets out the rights and duties of the citizens of South Africa and defines the structure and the responsibilities of the spheres of government, including local government: namely, to promote social and economic development of the community.

The Municipal Systems Act (MSA) (Act 32 of 2000)

The MSA requires the preparation of an IDP, of which an SDF is a component. The requirements of an SDF are listed in the Local Government: Municipal Planning and Performance Regulations (2001), and include the following longer-term, medium-term and shorter-term products:

- A citywide, longer-term spatial plan/policy/strategy, guiding the direction, nature and extent of longer-term growth and development
- Guidelines for the LUMS
- A Public Infrastructure Investment Framework (PIIF), indicating the spatial locations towards which investment will be directed
- A strategic impact assessment (SIA), evaluating the impact of the citywide and/or district-level plans

The citywide, longer-term spatial plan and SIA are the primary focus of this report.

The MSA prescribes a much stronger link between spatial plans (forward planning) and land use management. However, it does not prescribe a process or requirements in this regard. The National Department of Rural Development and Land Reform has recognised this shortcoming, and is preparing a new national planning law that will replace all the existing land use regulatory laws in the country, giving effect to the provisions of the MSA.

In terms of the MSA, the CTSDF (as part of the IDP) prevails over any other plan as defined in Section 1 of the Physical Planning Act (Act 125 of 1991).

The PIIF is an integral component of the long-term CTSDF and proposed 15-year growth management plan; and informs the preparation of the IDP. The PIIF must be regularly reviewed. The future land use and development projections contained in the CTSDF and District SDPs are critical informants of the PIIF review.

In terms of the MSA, the IDP is the principal planning instrument, which guides and informs all planning and development. The CTSDF is a cross-sectoral plan of the IDP. As a cross-sectoral plan, the CTSDF must inform and be informed by a cross-sectoral, citywide strategy to direct and coordinate public investment spatially through the five-year IDP.

The Development Facilitation Act (DFA) (Act 67 of 1995)

Chapter 1 of the DFA, which applies to the Western Cape, prescribes development principles for all land development, and is therefore of particular relevance to the CTSDF. According to the DFA, land development should:

- perform positively in terms of convenience, equitability, efficiency and attractiveness;
- be focused on the promotion of sustainable economic growth, facilitating higher densities in appropriate locations, and thereby containing sprawl. The creation of people-scaled development and good public spaces as well as land use, spatial and social integration should be core objectives of land development;

- work harmoniously with nature, avoiding hazards, respecting natural uniqueness, and recognising ecological interdependencies. Land development should be based on designing with nature, promoting ecological sustainability, respecting natural landscapes, and creating a sense of place;
- accelerate the pace of development (overcoming line function fragmentation and conflict resolution); and
- promote security of tenure (individual ownership, collective ownership, and rental or communal ownership).

The National Environmental Management Act (NEMA) (Act 107 of 1998)

NEMA requires that its principles be applied by municipalities and used to guide Environmental Impact Assessments (EIAs) and prepare Environmental Management Frameworks (EMFs). The key principles require environmentally, socially and economically sustainable development; the protection of natural resources, and the maintenance of natural systems; equitable access to resources; and environmental management that puts people and their needs first. NEMA requires that the City supports international agreements. This is of particular importance as Cape Town has two World Heritage Sites, an extensive coastline and is situated within the Cape Floral Kingdom.

The National Environmental Management Biodiversity Act (NEMBA) (Act 10 of 2004)

Among other outcomes, NEMBA seeks to provide for the management and conservation of biological diversity within South Africa. To do this, the Act has introduced several new legislated planning tools to assist with the management and conservation of South Africa's biological diversity. These include the declaration of 'bioregions' and the publication of 'bioregional plans'. These are provided for in Chapter 3 of NEMBA.

Section 48(2) of NEMBA stipulates that any organ of state must prepare an Environmental Implementation Plan or Environmental Management Plan in terms of Section 11 of NEMA. In addition, a municipality, which must adopt an IDP in terms of the MSA, must:

(a) align its plan with any applicable bioregional plan;
(b) incorporate into that plan those provisions of a bioregional plan that specifically apply to it; and
(c) demonstrate in its plan how any applicable bioregional plan may be implemented by the organ of state or municipality.

NEMBA also provides for other mechanisms for managing and conserving biodiversity, such as the listing of ecosystems that are threatened or in need of protection to ensure the maintenance of their ecological integrity, and the listing of species that are threatened or in need of protection to ensure their survival in the wild.

The National Heritage Resources Act (NHRA) (Act 25 of 1999)

The NHRA and the Provincial Heritage Regulations (PN 336, October 2002; PN 298, August 2003) promulgated in terms thereof empower local authorities, on certain conditions, to formulate by-laws for managing local heritage resources or other higher-order heritage resources where a responsibility may be delegated. There are numerous sections in the NHRA that state clearly what a local authority shall, must or may do to protect valuable heritage resources.

This includes an obligation to identify or audit heritage resources and heritage areas across the metropolitan area at the time of preparing a Spatial Plan, and to make provision in a City bylaw or zoning scheme for the protection and management of the heritage sites. The City manages an ongoing Heritage Inventory and has formulated a Heritage Overlay Zone in terms of the proposed Cape Town Zoning Scheme.

The National Land Transport Act (NLTA) (Act 5 of 2009)

The NLTA replaces the National Land Transport Transition Act (Act 22 of 2000). This legislation drives the preparation of the City's annual Integrated Transport Plan (ITP), which in turn provides input from a transport and roads perspective for the City's IDP. A key focus area of the NLTA is the integration of land development and land use with transport planning (section 31). The NLTA also provides the institutional structure within which the responsibilities of national, provincial and local government are defined. According to the NLTA, the City, in its capacity as a planning authority, is responsible for a host of functions relating to the preparation of transport policy and plans, financial planning and the implementation and management of intermodal transport networks.

The Land Use Planning Ordinance (LUPO) (No 15 of 1985)

LUPO regulates development in the Western Cape, and provides for matters incidental thereto. Section 4(6) of LUPO makes provision for the preparation and submission of structure plans to the provincial authority, for approval. The general purpose of a structure plan is to lay down guidelines for the future development of the area to which it relates (including urban renewal, urban design and the preparation of development plans), in such a way as will most effectively promote the order of the area as well as the general welfare of the community concerned. The legal status and approval process for the CTSDF are described in Sections 1.4 and 1.5 of this document.

2.3 Strategy and policy context

A broad range of national and provincial strategies and policies need to shape the CTSDF. Some of the most significant strategies and policies are the following:

The Accelerated and Shared Growth Initiative for South Africa (ASGISA) (2006)

National Government initially set itself the target of halving poverty and unemployment by 2014. To meet this target, an average growth rate of 6% of gross domestic product (GDP) is required. In light of current global economic volatility, Government has had to revise these targets, but remains committed to ASGISA's objectives. Infrastructure programmes, sector investment strategies, skills and education initiatives, second-economy interventions, and macro-economic and public administration adjustments are the vehicles by which it hopes to attain its targets.

The National Strategy for Sustainable Development and Action Plan 2010–2014 (draft 2010)

This strategy provides the roadmap for the development path that needs to be followed in South Africa in order to achieve the vision of a sustainable society. It is intended to provide guidance to public- and private-sector organisations for their own long-term planning, and to the development of sector or subject-specific strategies and action plans, which must all be consistent with the National Strategy for Sustainable Development.

Three key elements have been identified to shift South Africa onto a new development path. These are:

- Directing the development path towards sustainability;
- Changing behaviour, values and attitudes; and
- Restructuring the governance system, and building capacity.

The National Climate Change Response Strategy (2004)

The strategies outlined in this document are designed to address issues that have been identified as priorities for dealing with climate change in South Africa. Whereas the national strategy must recognise international realities, including the growing pressure for quantified commitments of some kind by developing countries (including South Africa), this must be seen within the context of the present economic realities of the country, and the inequitable distribution of global wealth. Thus, the point of departure reflected in this strategy is the achievement of national and sustainable development objectives, while also responding to climate change.

The National Spatial Development Perspective (NSDP) (2006)

The NSDP highlights the challenge of urbanisation for cities, especially metropolitan cities, and seeks to direct social and infrastructure investment spatially between the three spheres of government. On a national scale, it advocates capital investment in areas of growth and potential, with an emphasis on providing basic services, access to social services and human resource development in areas of need and less potential.

Future settlement and economic development opportunities are directed towards growth centres (such as Cape Town), and the activity corridors that link the growth centres.

The Comprehensive Plan for Development of Sustainable Human Settlements (Breaking New Ground) (BNG) (2004)

BNG was introduced in 2004 to address poverty and underdevelopment, and to improve the quality of life of the poorest communities. To achieve this, BNG introduced a number of new programmes to enhance the process of social cohesion and allow municipalities to play a far greater role in creating sustainable human settlements. Municipalities are to take the lead in moving away from a supply-driven framework towards a more demand-driven process. Municipalities are further required to facilitate economic and spatial restructuring through negotiating the location of different housing typologies, developing social and economic infrastructure, and promoting densification and integration.

The Western Cape Growth and Development Strategy (PGDS) (2008)

The development vision put forward by the PGDS is a sustainable "Home for All". Through broadening economic participation, investing in 'connectivity infrastructures', improving public transport and non-motorised transport (NMT) systems, creating integrated living environments, introducing social interventions, and improving governance, the PGDS aims to achieve shared growth and integrated development.

The Western Cape Spatial Development Framework (PSDF) (2009)

The Western Cape Provincial Spatial Development Framework (PSDF) was approved as a structure plan in terms of Section 4(6) of LUPO on 24 June 2009. The PSDF was compiled with the intention of:

- acting as the spatial component of the PGDS;
- guiding municipal IDPs and SDFs;
- coordinating inter-municipal development objectives;
- prioritising and aligning the investment and infrastructure plans of other provincial departments, as well as the plans and programmes of national departments and parastatals in the province;
- providing clear signals to the private sector about desired development directions, and increasing predictability in the development environment; and
- redressing the spatial legacy of apartheid.

As its starting point the PSDF has the goal of sustainable development, and defines the three pillars of sustainability as:

- environmental integrity;
- social equity; and
- economic efficiency.

The PSDF seeks to protect environmental assets, manage urbanisation and the pressures it places on natural resources and infrastructure, address economic and social divisions within the cities and towns of the Western Cape, and provide a policy context for urban development and the improvement of living conditions in (and the quality of) the urban environment.

It also introduces an interim Urban Edge to be applied throughout the city until such time as a medium-term Urban Edge is approved as part of a CTSDF.

The Strategic Framework for a City Development Strategy (CDS) (draft 2010)

The primary objectives of the CDS are to formulate a shared, long-term 30-year/2040 vision for Cape Town; and to establish consensus on the strategic focus areas required to guide the overall development direction of the City to achieve its 2040 vision. The CDS identifies a number of key issues, formulates a long-term vision, and proposes a set of strategic thrusts or interventions based on causal relationships between strategic interventions and anticipated outcomes. On this basis, the strategic thrusts and key interventions proposed by the CDS primarily relate to:

- economic competitiveness;
- a focus on the natural environment;
- consideration of future city form; and
- social development considerations.

The CDS is not an implementation plan, but instead intends to provide the basis for a coordinated framework for compiling sectoral programmes, actions, budgets and policies to support the City's vision, setting out a long-term strategic direction to address development complexity, and informing short-term decision making and public investment prioritisation through the City's five-year IDP.

City sector strategies

The City's sector strategies must be aligned in order to guide the prioritisation of public investment and enable sector-based departments to direct operational and capital budgets in a coordinated manner. A summary of high-level objectives of the City's sector policies and their relation to the CTSDF strategies can be found in Appendix B.

The CTSDF has been informed by (and, in turn, informs) the following corporate and sector-level policies and strategies of the City:

- Strategic Framework for a City Development Strategy (draft 2010)
- Fifteen-year Growth Management Plan (to be drafted)
- Economic Development Strategy (draft 2011)
- Integrated Transport Plan 2006–2011 and 2011 Draft Review
- Five-year Integrated Housing Plan (2009/10–2013/14)
- Integrated Metropolitan Environmental Policy (2001)
- Cultural Heritage Strategy (2005)
- Cape Town Energy and Climate Change Strategy (2006)
- Integrated Waste Management Policy
- Management of Urban Stormwater Impacts Policy (2009)
- Floodplain and River Corridor Management Policy (2009)
- Infrastructure Master Plans (Electricity Business Plan, Water Services Development Plan, Wastewater Treatment Works Plan and Stormwater Master Plans)
- Municipal Asset Management Plan
- Operational Improvement Plan
- Municipal Disaster Risk Management Framework (2006)
- Tourism Development Framework (2005)
- Responsible Tourism Policy and Action Plan (2009)
- Cape Town Densification Strategy (draft 2010)
- Cape Town Development Edges Policy (draft 2010)

Figure 2.1: Cape Town Spatial Development Framework informant policies and strategies

3 DRIVERS OF URBAN GROWTH

3.1 Key drivers of urban growth in Cape Town

As a fast-growing metropolitan area in South Africa, Cape Town is faced with a number of developmental challenges and trends, which inform the way the city grows and functions. These challenges and trends can be best understood by examining the key drivers of future growth and development in the city – urbanisation and economic growth – as well as the influences and constraints imposed by the natural environment. This section will examine these key drivers and constraints, the main trends underpinning each of them, and their implications for spatial forward planning. It should be noted that a shift in any of these implies a different future growth scenario. Therefore, the section concludes with various future growth scenarios based on changes in the key drivers behind growth, as well as their implications for spatial planning.

1 City of Cape Town (2011) Overview of Demographic and Socio-economic Characteristics of Cape Town, Strategic Development Information and GIS Department.
2 Ibid.
3 Ibid.
4 Dorrington, R (2005) Projection of the Population of the City of Cape Town 2001–2021 and Dorrington, R (2000) Projection of the Population of the Cape Metropolitan Area 1996–2031.
5 City of Cape Town (2011) Overview of Demographic and Socio-economic Characteristics of Cape Town, Strategic Development Information and GIS Department.

3.1.1 Urbanisation

Population growth

Cape Town is experiencing rapid urbanisation as a result of both natural growth and in-migration. The city's population expanded by 36,4% between 1999 and 2007,[1] and growth in 2010 was estimated at 3% per annum.[2] Similar to other metropolitan cities in South Africa, it is expected that urbanisation will remain an important trend for a number of years. The city's population is expected to continue to grow significantly each year, both from natural growth (although at a slower rate, with fertility levels declining) as well as from in-migration. The largest unknown variable in future growth projections is the nature and extent of in-migration, both internal and transnational. The estimated population for Cape Town in 2010 is 3,7 million;[3] this could increase to close to five million people by 2030. Figure 3.1 illustrates different population growth scenarios as projected by the 'Dorrington reports'.[4]

Urbanisation is a positive global phenomenon that allows for the development of productive, urban-based, modern economies, and is associated with sustained improvements in standards of living. However, it also brings challenges such as congestion, crime, informality and inadequate living conditions. It is thus important that the negative aspects of urbanisation are managed while the benefits of urban living (including greater economic, educational, health, social and cultural opportunities) are maximised and made accessible to all communities. If planned for and managed, urbanisation can contribute towards the building of an economically, environmentally and socially sustainable city.

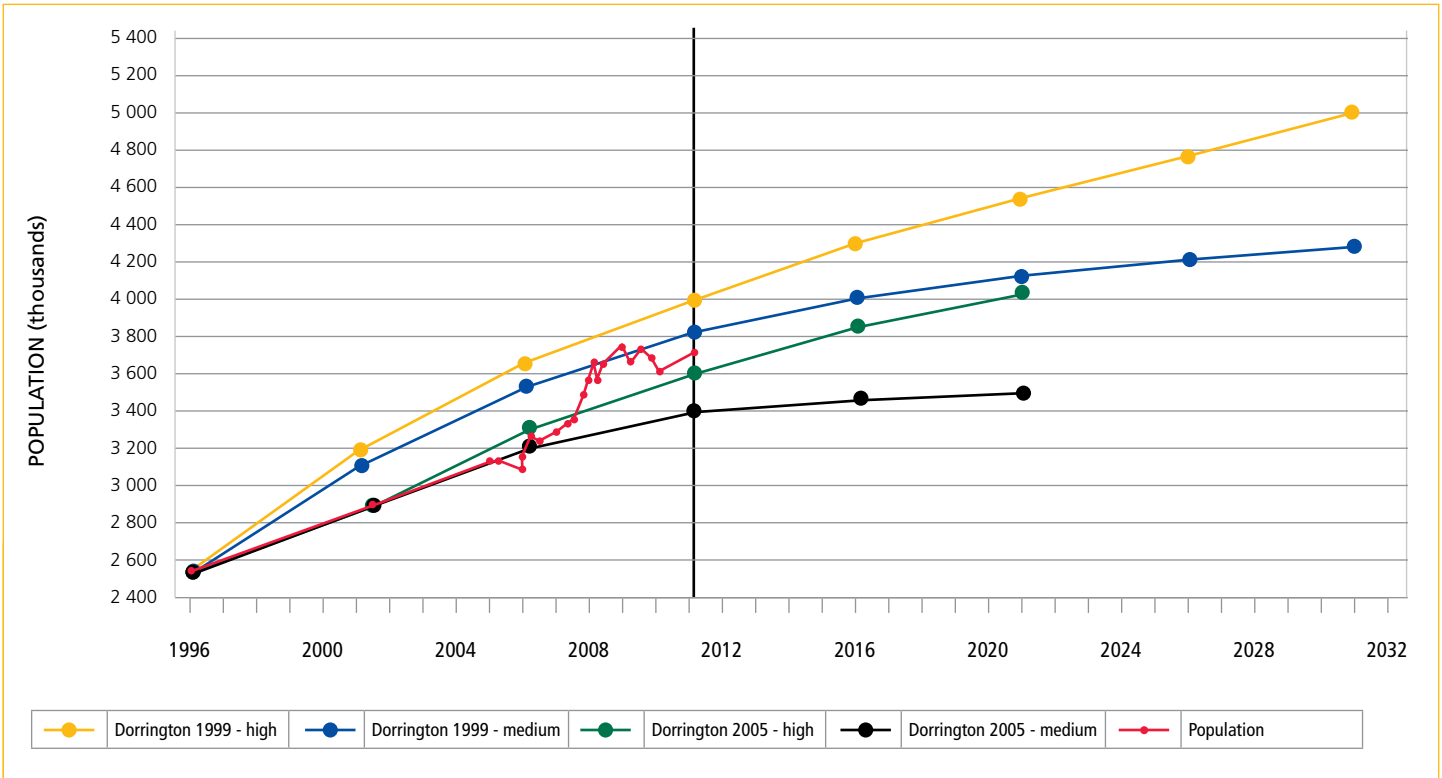


Figure 3.1: Cape Town population trends and projections: 1996–2031[5]

Socio-economic profile of the population

The city's working-age population (aged 15 to 64 years) has increased proportionately since 1996, while that of youth (aged 0 to 14 years) has decreased. This means that a large proportion of the city's inhabitants are young people looking for employment opportunities.[6] In addition, the majority of people migrating into the city are poor people from rural areas and smaller towns. This socio-economic trend creates a significant expectation of the economy to provide employment opportunities, as well as of the local authority to provide infrastructure, services, and access to land and housing.

Average household size has been decreasing slowly, from 3,92 in 1996 to 3,72 in 2001, but levelled out to 3,75 in 2009.[7] Smaller households reflect not only lower fertility rates, but also the gradual atomisation of traditional African and nuclear family structures. The latter renders households more vulnerable to systematic deprivation (e.g. intermittent employment) and external shocks (e.g. contracting HIV).

6 Ibid.
7 Ibid.
8 Turok, I, Sinclair-Smith, K & Shand, M (2010) The Distribution of the Residential Population across the City of Cape Town, 2001, Environment and Planning A, vol 42, p2295.
9 City of Cape Town (2010) Evaluation of Developable Land within the Urban Edge (draft)
10 City of Cape Town (2011) Five-Year Integrated Housing Plan 2011/12-2015/6 (draft)
11 Ibid.
12 Ibid.

Residential growth rate

Residential growth can be divided into three submarkets: private sector, government-subsidised housing and informal sector. The private sector has been delivering approximately 6 000 to 9 400 dwelling units per annum in Cape Town over the past number of years.[9] Given current credit constraints and the recessionary economic climate, this delivery rate is likely to decrease in years to come.

The City has delivered a total of 33 200 subsidised housing opportunities since 2007, or 8 300 units per annum.[10] This is below the delivery rate required to keep up with new household formation and in-migration, let alone to catch up on the housing backlog currently estimated at approximately 380 000 units. Potential shifts in housing policy towards managed land settlement and/or increases in the subsidy funding allocated to Cape Town could have a substantial impact on the number of housing opportunities delivered and the demand for land.[11]

The number of households living in informal settlements has grown at a steady rate, while the number of families living in backyard shacks is estimated at 140 000.[12] High densities in existing informal settlements and the inadequate delivery of subsidised housing could result in the development of new informal settlements in the years to come (see Figure 3.3).

The biggest component of housing delivery was new greenfield development, predominantly on the periphery of the city. However, there is an indication that this trend may be changing, as more and more brownfield sites are developed at higher densities, especially in the low- to middle-income markets. The growing population presents an opportunity for private-sector and social housing to be mixed within densification corridors.

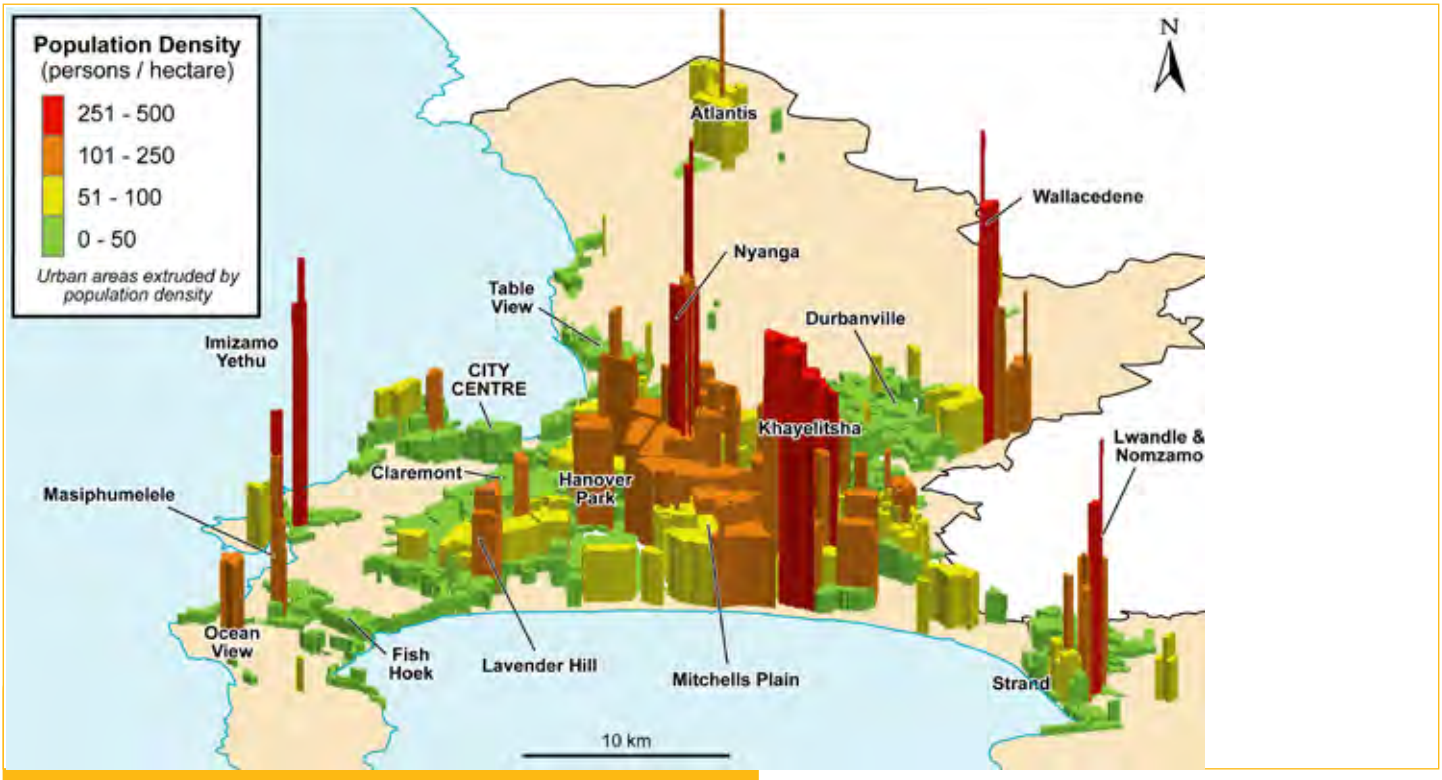


Figure 3.2: Population density[8]

Location and form of past growth

The inequitable and inefficient city form of the former apartheid regime is still entrenched in Cape Town. Existing and past growth in Cape Town has been characterised by greenfield, medium- to higher-income residential developments located on the periphery of the city, for example Parklands, Kraaifontein, Somerset West and Strand (see Figure 3.4). This kind of development has happened without consideration to socio-economic integration or functionality. The densities associated with these developments remain too low to contribute to more efficient public transport and infrastructure provision.[14]

The highest concentrations of new subsidised housing have been in peripheral areas, such as Somerset West, Delft, Blue Downs, Macassar, Du Noon, Bloekombos, Wallacedene and Mitchells Plain. In the Metro Southeast (Khayelitsha, Mitchells Plain and surrounds), developments have largely focused on the upgrade and de-densification of informal settlements. Lower-income and subsidised-housing developments have been similarly mono-functional, and generally do not display the qualities of an integrated human settlement.

Public facilities are unequally distributed throughout the city, with many areas characterised by an undersupply of social infrastructure.

Informal dwelling growth and the establishment of backyard dwellings occur largely in the Metro Southeast, as well as in areas where subsidised housing has been delivered.

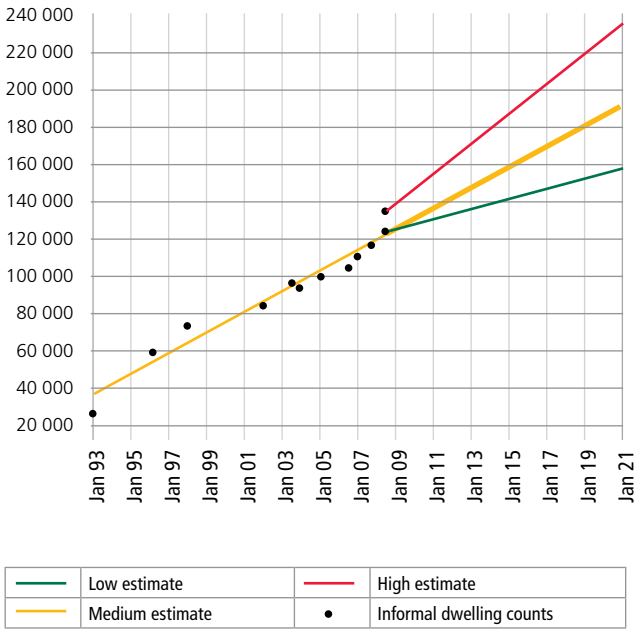


Figure 3.3: Existing informal dwellings in Cape Town, and different growth scenarios[13]

Infrastructure supply and maintenance

The provision of new infrastructure services to greenfield developments has taken place at the expense of the maintenance and upgrade of infrastructure services in existing urban areas.

The City has now reached a point at which it can no longer disregard the urgent need for infrastructure maintenance and upgrades in its older urban areas (see Map 3.1 indicating infrastructure[16] risk areas). The High Risk Electricity and High Risk Wastewater categories are concentrated along a band stretching from the Cape Town central business district (CBD) to Bellville. This area is well serviced by rail. When the necessary service infrastructure upgrades are undertaken, this area will have a high development/land use intensification potential.

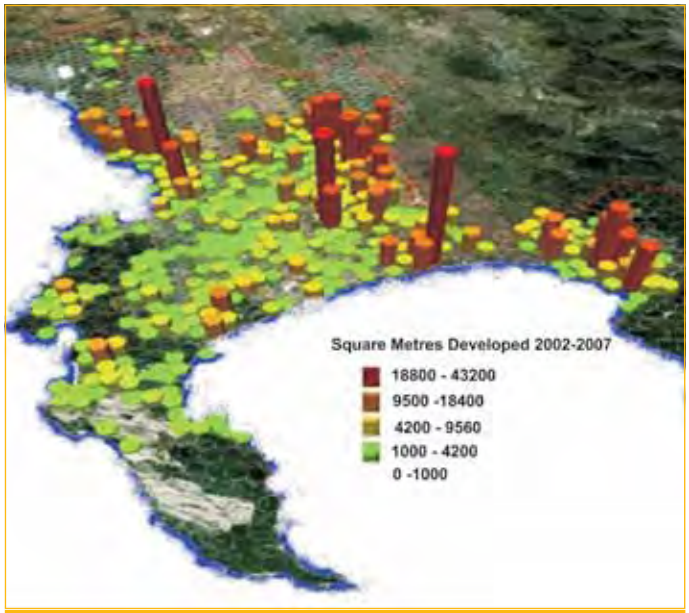
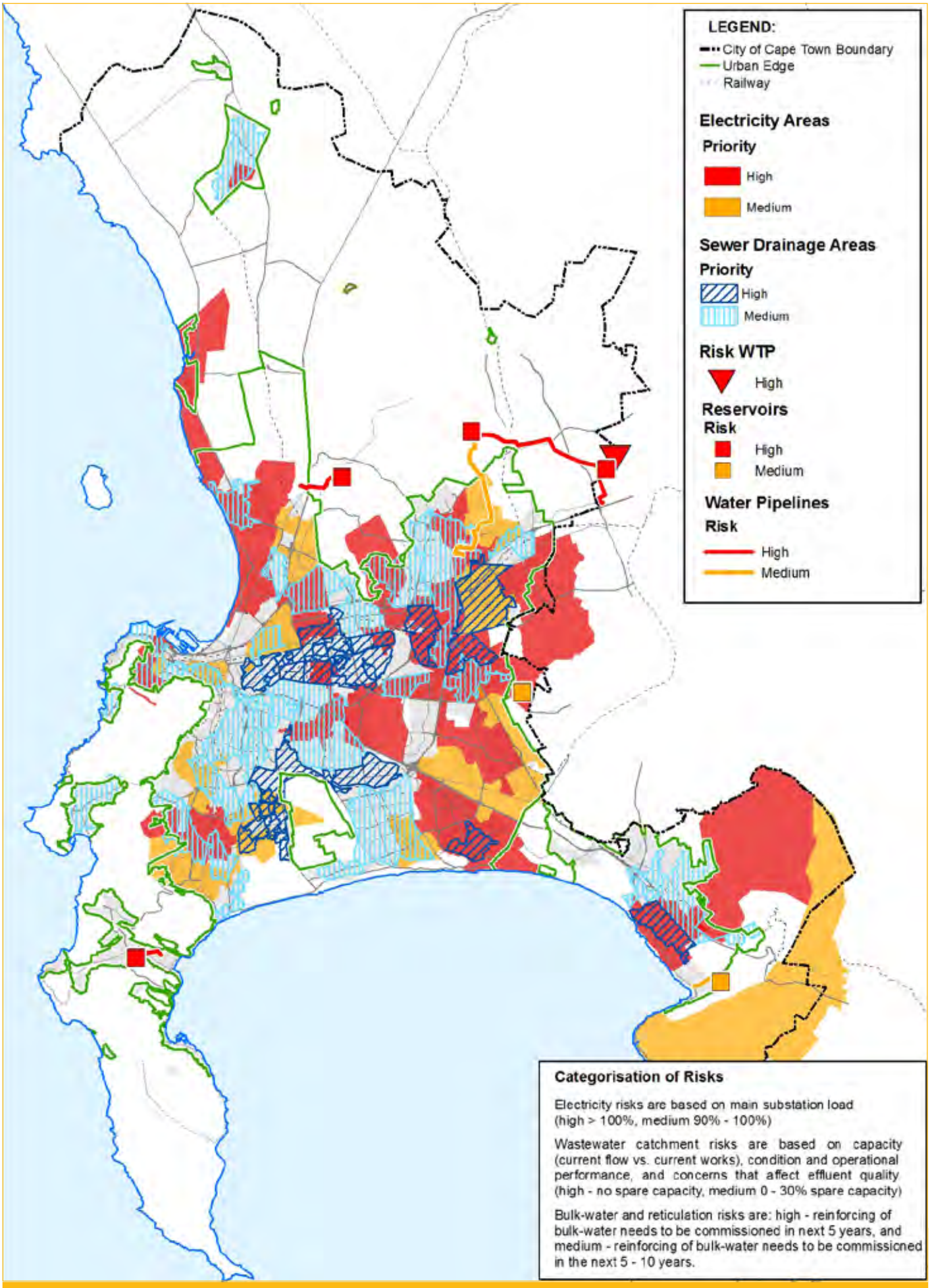


Figure 3.4: Location of new residential growth within Cape Town: 2002–2007[15]

13 City of Cape Town (2010) Evaluation of Developable Land within the Urban Edge (draft).
14 City of Cape Town (2010) Densification Policy (draft)
15 City of Cape Town (2010)
16 Risk relating to transport infrastructure not included in Map 3.1



Map 3.1 Major infrastructure risk areas within development areas

Availability of land

The spatial extent of the city has increased rapidly, by an estimated 650 hectares per annum,[17] though there are signs of the rate of land consumption slowing. The current pattern of urban development will consume most of the land suited to urban development in the next 50 to 60 years, and agricultural and biodiversity resources will be threatened (see Figure 3.5). The City delimited an urban edge in order to phase and manage the development of land suitable to urban development over the medium to long term. Figure 3.6 illustrates that the amount of land beyond the existing urban edge is not significantly more than that inside the urban edge. This is based on estimates for land that is both suitable for and available for development. The availability of land and the rate of land consumption in the city, coupled with the projected population growth scenarios in Figure 3.1, illustrate the extent of the scarcity of land as a resource.

Another factor that limits land availability is the presence of hazardous land uses within the municipal area. The Koeberg Nuclear Power Station and the Cape Town International Airport, as well as a number of large landfill sites, consume a substantial amount of land; not only for their operation, but also in buffering areas where potentially hazardous land uses limit residential and other uses.

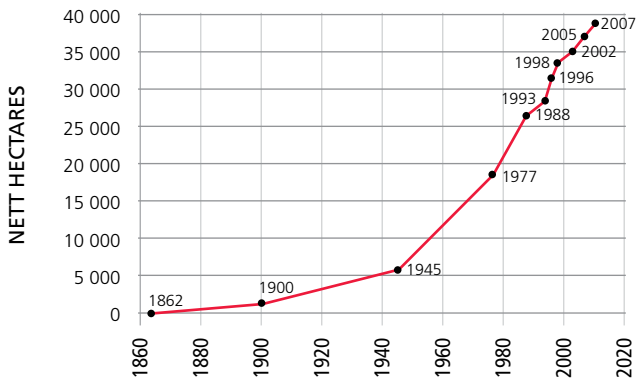


Figure 3.5: City growth[18]

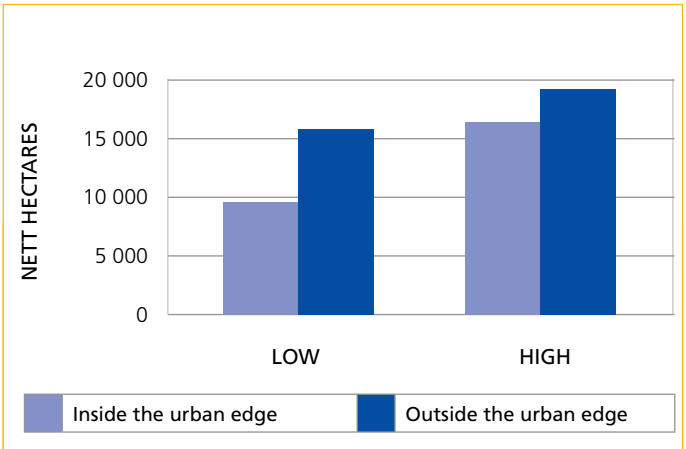


Figure 3.6: Developable land available in the Cape Town municipal area[19]

3.1.2 Natural and cultural environment and resource capacity

Biodiversity

Critical biodiversity areas, wetlands, watercourses and agricultural areas are being lost or degraded by uncontrolled urban encroachment and pollution, and need to be actively protected. The ecological goods and services they provide are being severely compromised. The growing demand for greenfield development places natural resources under threat, and contributes to the degradation of natural assets, many of which form the basis of the tourism economy and what makes Cape Town a desirable place to live. The loss of open space and surface connectivity between wetlands, rivers and the surrounding land has had a major impact on the biodiversity value and ecological functioning of freshwater ecosystems. The city also contains parts of the proclaimed Cape Floral Kingdom and two World Heritage sites.

Water supply

Cape Town shares its water sources with neighbouring towns as well as the agricultural sector. The recently completed Berg River Dam has increased the volume of water available to the region – however, it is estimated that it will only cater for the demand up to between 2016 and 2019. Water demand management is essential to ensure that existing resources are used efficiently and to delay the need for new water sources. Water from groundwater sources (especially the Table Mountain Group Aquifer, located to the east of the Cape Fold Mountains), water recycling, and sea water desalination are potential ways of accommodating future water demand.

Water and air quality

Cape Town's rivers and coastal waters have deteriorated significantly during recent years, mainly due to increased human intervention and development pressure on or close to these resources. Increased urbanisation and a fast-growing population, many of whom are settling informally in close proximity to the city's valuable natural assets, are contributing to the declining quality of water resources. At the same time, an ever-growing dependency on fossil fuels (especially by road-based transport) increases air pollution and the associated 'brown haze' phenomenon.

Climate change

While the increase in CO_2 emissions is a global phenomenon, its impacts are local and will vary across South Africa. An increase in the average annual temperature of at least 1 °C is expected by 2050, with the potential of a 3 to 5 °C increase by 2100.[20] It is also anticipated that there will be an increase in the severity and frequency of natural events such as storms and flooding, as Cape Town's rainfall patterns are likely to change. Current research suggests that there may be an increase in summer rain and thunderstorms within the city, followed by prolonged periods of drought.

17 City of Cape Town (2010) Evaluation of Developable Land within the Urban Edge (draft).
18 Ibid.
19 Ibid.
20 Provincial Government of the Western Cape (2008) Western Cape Climate Change Response Strategy and Action Plan.

The anticipated effect of sea-level rise as a consequence of climate change means that many areas throughout the city may become high flood-risk areas as a result of the increase in intensity of storm surges and river flooding. There are numerous instances of inappropriately located development, resulting in exposure to flood risks, as well as instances where the development itself has caused a change in the flood regime, either increasing river velocity or flood levels.

Though the nature, scale and time frames of climate change are unclear, other anticipated effects include:[21]

- an increase in conditions that promote wildfires (hotter, drier and windier conditions);
- reduced rainfall in the western portion of the Western Cape (resultant reduction in water supply);
- decreased soil moisture resulting from less rain and higher temperatures;
- temperature impacts on agricultural activities; and
- a possible increase in the presence of disease vectors (such as malaria) in areas that were previously relatively disease-vector-free.

In view of these anticipated effects of climate change, as well as the heavy rains and flooding experienced during the last five years, the City needs to plan for and prioritise Disaster Risk Management efficiently, in anticipation of these natural events.

Hydrological and hydraulic impacts

Through development and the associated hardening of surfaces (such as the paving of lawns and construction of carports), hydrological catchment areas are becoming increasingly impervious to water, resulting in increasing stormwater runoff and flood risks in certain catchment areas.

Energy supply and consumption

The demand for electricity provision increases at a faster rate than the population growth rate of the city, and, with limited supply, it becomes more expensive to sustain present and expected rates of consumption. In addition, electricity supply is largely reliant on unsustainable, resource-intensive and polluting fossil fuels.

Peak oil

The city is heavily reliant on private vehicles and fossil fuels and is thus highly vulnerable to increased energy prices associated with peak oil. The average ratio of private vehicle use to public transport is approximately 48:52.[22]

Road networks are becoming increasingly congested as the number of private vehicles grows exponentially and freight movement becomes more road-based. Public transport in Cape Town is characterised by its declining quality in terms of service infrastructure, reliability and frequency. Cape Town's public transport services are financially unsustainable, mainly due to severe public financial constraints as well as a range of institutional problems relating to the provision of public transport, not least of which is the absence of capital investment in the rail network. There is also a lack of coordination between the different spheres of government regarding the different areas of responsibility for capital funding of public transport; while the Integrated Rapid Transit (IRT) system will provide a trunk and feeder/distribution service controlled by the City, rail remains a national responsibility, and taxi and bus services are provincial responsibilities. The spatial form and structure of the city further constrains movement. The spatial fragmentation of Cape Town's urban areas and low population densities do not create viable thresholds for the successful operation of an integrated public transport system. Furthermore, the radial development of public transport linkages has historically emphasised east-west movement, but fails to adequately recognise the more recent north-south movement patterns.

Food security

The loss of productive agricultural land to urban development threatens food security in the city. This, together with the risk posed by peak oil, further contributes to food insecurity, especially in light of the loss of well-located agricultural land closer to urban markets.

Heritage and cultural resources

The city's multi-faceted history is threatened as more and more cultural and heritage resources come under pressure for redevelopment. Cultural, heritage and natural assets (such as Groot Constantia, Robben Island and Kirstenbosch Botanical Gardens) contribute to the city's status as a popular tourist destination, and are important in terms of celebrating diverse cultures and creating a sense of belonging.

3.1.3 The economy

City within a region

The economy does not operate within municipal boundaries. Cape Town's economy is interdependent with that of the province, and more specifically, the cities and towns that are within a 50 km radius of Cape Town. A territorial review conducted in 2008 by the OECD defines a broad area (including Saldanha, Malmesbury, Paarl, Stellenbosch and Hermanus) as the city's functional region. Key regional economic interdependencies include a commuting labour force, shared consumer catchment area, transport infrastructure, and a second port located at Saldanha, as well as the agricultural and tourism areas surrounding the city.[23]

As the regional market is relatively small in global terms, linkages to national and international markets are important for city firms. These connections and the efficiency of the port, airport and other city logistics systems are thus critical for economic growth. External freight movement is dominated by land-based freight to and from Gauteng. Approximately ten times more freight enters or leaves the city along the N1 corridor than along the N2 or N7 corridors.

Key strategic regional infrastructure is located within the Cape

21 Ibid.
22 City of Cape Town (2010) Integrated Transport Plan 2006-2011.
23 City of Cape Town (2010) Analysis of the Cape Town Spatial Economy (draft)

Town Functional Region. The Cape Town Port is set to undergo a major expansion following many years of underinvestment. Its counterpart at Saldanha, which has the potential to be a catalyst for further large-scale industrial development, may need to develop in a way that complements Cape Town's port in the longer term.

Other major regional infrastructure in Cape Town includes Cape Town International Airport (CTIA). As the airport becomes busier and expands its capacity, the demand it places on infrastructural land-side support systems is increasing, and its environmental health implications for surrounding land uses may become cause for concern. For these reasons, plans for further expansion of the airport on the existing site are being discussed with Airports Company South Africa (ACSA). The formulation of longer-term plans for the development of a system of airports in Cape Town is becoming essential.

Sector trends

The drivers of Cape Town's space economy are not only individual industries and firms, but also the spatial concentrations of business relationships in industry clusters and the value chains that link these. In general, the city's economy is shifting towards services and value-added manufacturing that is clean and can be accommodated in mixed-use areas. The location preferences of Cape Town's economic subsectors can be summarised as follows:[24]

- Tourism and hospitality: Access to well-located accommodation, entertainment, natural amenities, cultural attractions, transport and visitor information services
- Business and financial services: Corporate offices, large warehouse structures, business process outsourcing
- Media, film and knowledge industries: Small office space and small workshop/design spaces, proximity/clustering, affinity groups
- Warehousing, distribution, freight logistics: Highway, major road and intermodal terminal access
- Trade (wholesale and retail): Transport/consumer access, market visibility, customer density and buying power
- Food and agro-processing: Proximity to agro-processing input and output markets and transport logistics
- Industrial/manufacturing: Ground-based, large, secure sites with good exposure and freight and client access (links to major road networks, parking, turning areas), in which clustering can occur
- Office: Flexible, secure, accessible, often stand-alone premises that are close to suburbs, clients and services
- Retail: Points of high accessibility, visibility and security, that facilitate agglomeration

The finance, insurance and business services sector is clustered in the CBD and other large commercial centres, including Bellville/Tygervalley, Century City and Claremont/Newlands. The overall growth pattern is that of further concentration in these areas. Further analysis shows that insurance and financial services are mainly clustered in large centres, while the business services sector is more dispersed.

The wholesale and retail sector is more concentrated in the northern suburbs, where incomes are relatively high. High-value residential development has also fuelled strong growth along the West Coast and in Somerset West. Small businesses, especially in the retail sector, have suffered from the dramatic growth in shopping malls; these have become more common, to the detriment of smaller retailers. Economic growth in the Metro Southeast has mainly been confined to the retail sector. Shopping malls have been developed in Gugulethu, Mitchells Plain, Khayelitsha and Athlone/Vanguard.

Manufacturing is shifting from central industrial areas to more peripheral areas, which offer cheaper land and less congestion. This shift is being driven by relocations as well as by new growth. Manufacturing is generally found to be declining in centrally located industrial areas, where it is being displaced by wholesale and retail as well as finance, insurance and business services sector activities.

A greater number of vacant industrial sites are available in peripheral locations. New industrial development has occurred primarily in more peripheral areas, such as Somerset West, Saxenburg Park (Blackheath), Killarney Gardens and Capricorn Park, while most central areas are now fully developed.[25]

The economy in space

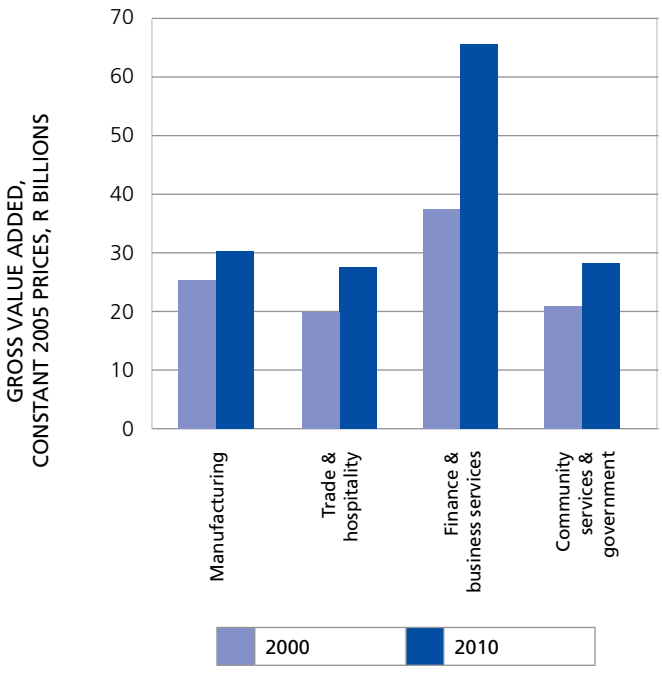


Figure 3.7: Cape Town's top value-adding sectors[26]

24 City of Cape Town (2010) Cape Town Medium & Long-term Growth Concepts (draft)
25 Ibid.
26 City of Cape Town (2011) Cape Town's Economy: A Brief Overview

Cape Town has a functional and growing CBD. Although a large number of businesses relocated to suburban nodes, the CBD has since recovered, and currently attracts significant investment, having been bolstered by World Cup-related investment. The area has also benefited from an active Central City Improvement District partnership.

Cape Town's CBD remains the city's premier business, tourism and cultural centre, but is growing at a much slower rate than nodes such as Tygervalley and Century City. The Bellville CBD has been affected by the shift of A-grade office accommodation and high-end retail activity to Tygervalley. It remains the second most important concentration of service sector activities and public institutions (such as Home Affairs), although parts of it are in need of an upgrade. Despite large sums of government capital investment in infrastructure and facilities during the last two decades, private investors have continued to avoid the southeastern areas of the city, such as Philippi, Khayelitsha and Delft.

Cape Town has both nodal and linear elements to its spatial-economic structure. Linear elements or 'urban corridors' include Voortrekker Road, Durban Road in the Tygervalley area, and Main Road running through the southern suburbs. However, Figure 3.8 shows that the pattern of economic activity is more nodal than linear.

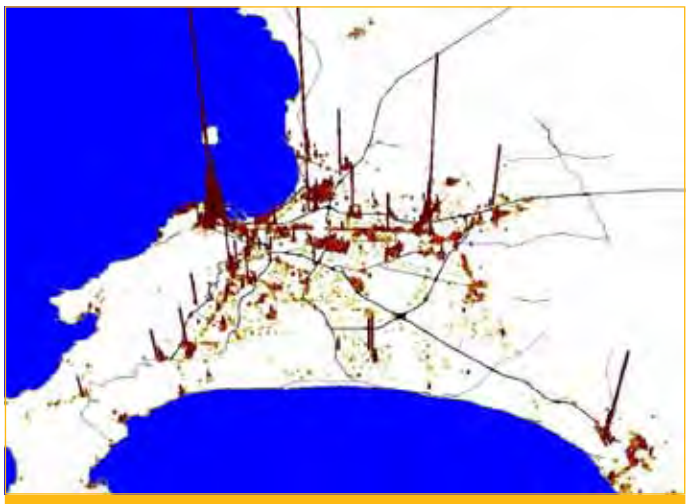


Figure 3.8: Distribution of economic activity, based on company turnover [27]

Informal economy

Formal urban areas are generally not supportive of the informal sector and small businesses. Formal residential and business areas are highly regulated, and provide few opportunities for the informal sector. Therefore, the informal sector is excluded from the main wealth of the city, and largely confined to the overtraded low-income areas. It is essential that the informal sector and small business are supported through innovative management practices.

Employment

Unemployment and the mismatch between available and needed skills remain the key economic challenges in the city. Population densities are highest in the metro southeast, where more than a third of the city's population is concentrated (see Figure 3.2). This is the least economically developed part of the city, accounting for only a fraction of the total formal economy, and the area where most of the city's poor live. Consequently, a large portion of the city's workforce commute long distances to employment centres. This is highly inefficient and has substantial economic and social costs. This starkly unequal pattern has been reinforced in the post-apartheid era by rapid population growth and in-migration in the southeast, and is contributing to the widening gap between rich and poor in the city.

Formal employment is largely concentrated in a broad band between the Cape Town and Bellville CBDs. Other significant concentrations are in the southern suburbs and, to a lesser extent, along the West Coast. The manufacturing, construction, wholesale and retail, community and personal services sectors (including government) provide the most employment opportunities (see Figure 3.9). The informal sector employs 11% of the labour force, while employment in private households (including domestic workers) accounts for 7% of Cape Town jobs.

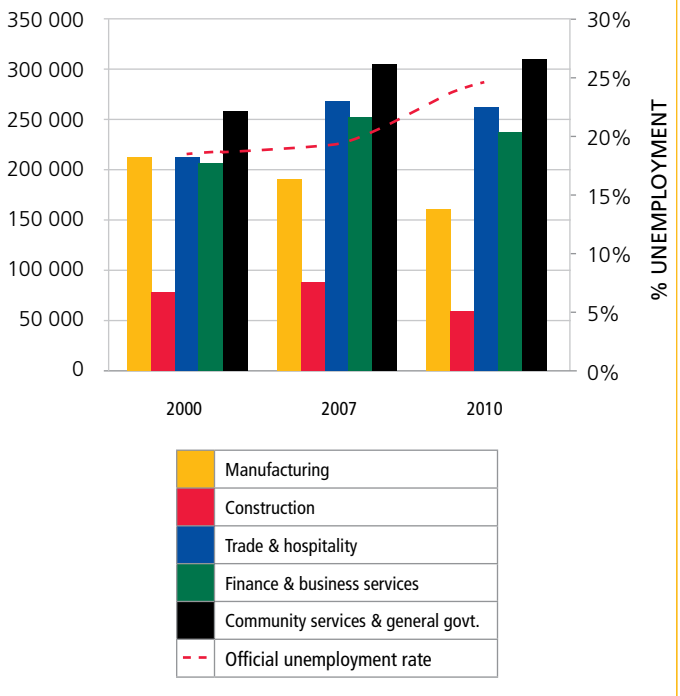


Figure 3.9: Employment by sector[28]

27 City of Cape Town (2010) Analysis of the Cape Town Spatial Economy (draft)
28 Quantec Database.

It is expected that a great proportion of unemployment will be absorbed by the small, medium and micro-enterprise (SMME) sector, and the City should therefore ensure that it supports the development of this sector.[29]

3.2 Spatial growth scenarios

Scenarios are creative devices used to shed light on the impact of today's strategic decisions on future outcomes. Four possible scenarios for future growth in Cape Town have been developed, based on different population and economic growth rates (see Figure 3.10).

The city is presently positioned somewhere between the 'high population growth and low economic growth' and "low economic growth quadrants. Economic growth is relatively slow, and resources for accommodating population growth and in-migration are limited, resulting in increasing levels of informal development.

A 'high economic growth' scenario coupled with a low population growth rate will ensure that the city is well resourced. This scenario is also likely to result in smaller household sizes. 'High economic and population growth' is likely to result in urban sprawl if not actively managed.

Different scenarios will require different strategic choices and land use management decision making. In respect of the different scenarios, the current projections suggest that the population will continue to increase, which will result in an increasing demand for land and resources. No matter whether this situation is coupled with a fast or slow growing economy, it is essential that the city manages growth appropriately, prevents sprawl, and exploits opportunities created by economic growth appropriately.

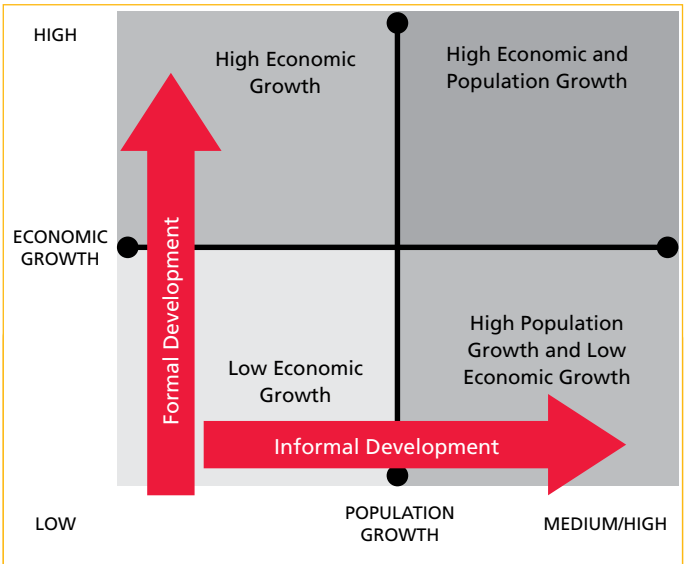


Figure 3.10: City growth scenarios

29 City of Cape Town (2010) Analysis of the Cape Town Spatial Economy (draft)

3.3 Implications for spatial planning

The interplay of the urban growth drivers reviewed in the preceding section has spatial implications for the way in which future spatial planning takes place in the city (see Map 3.2). The following section provides a summary of these implications for forward planning.

3.3.1 Urbanisation

Further urbanisation is inevitable, and it is critical that this anticipated growth is planned for in a sustainable way in order to maximise benefits for people, the environment and the economy. City policies should be pro-poor and accommodate newly urbanised communities and the urban poor. An approach accommodating new growth needs to ensure a city dynamic that is resilient and can adapt to changing local and global circumstances.

Cape Town remains characterised by social exclusion, and needs to integrate different income levels and create environments that provide a greater mix of land uses. The City must therefore promote integrated settlement patterns in existing and new residential areas to accommodate Cape Town's growing population and to redress social and land use fragmentation.

Recognising that informal development will remain part of Cape Town's urban fabric for the foreseeable future, the City must find ways of accommodating formal and informal development processes in a creative and positive way.
Given the legacy of apartheid, the transformation of townships and informal settlements into integrated residential neighbourhoods will not take place without a well-formulated plan of action supported by public investment. The City must therefore prioritise incrementally improving the living conditions and sense of citizenship of the most marginalised residents of Cape Town, the homeless and the poorly housed.

The availability and accessibility of basic services, social facilities and public open spaces to everyone form the cornerstone of an inclusive city. The City needs to promote equal opportunities, improve the quality of living environments, and reduce crime.

3.3.2 The economy

A lack of employment-generating opportunities, specifically in areas with large population concentrations, remains the key challenge to the city's economically active population. In order to address inequalities, the City must promote inclusive, shared economic growth and development, support the informal economy, and improve people's access to economic opportunities and urban amenities. The City must direct public investment towards and encourage private investment in marginalised areas, and focus on improving public transport systems.

The City must ensure that it remains competitive, and capitalises on existing and developing sectoral comparative advantages. Spatial planning will have a limited impact on economic growth and development, unless the key drivers of growth are understood and land and infrastructure are made available to guide and support economic investment as well as to facilitate specialisation in desirable city locations.

The City must adopt an integrated approach to land use planning, economic development and transport operations. It must align public transport service provision with a logical spatial structure, which is supportive of land use intensification and a concentration of economic and employment-generating land uses.

The integration of land use and transport planning must be promoted, with one of the objectives being the identification and formation of activity nodes of varying intensities within rail and other transport corridors.

The development of regional infrastructure is critical in order to sustain the economy and enhance logistics and freight distribution. The City must therefore support the rationalisation, upgrade and development of port systems, airports and freight movement.

There is an urgent need for expansion and improvement of rail infrastructure in light of increased transport costs resulting from peak oil and its benefits in terms of reduced impact on road networks.

3.3.3 The natural environment

It is important that all forward spatial planning initiatives recognise that Cape Town's natural environment and the uniqueness and amenity that it offers are critical components of the city's competitive advantage and its service sector-based economy. The protection of the city's natural environment is therefore not purely a conservation effort, but also a way of ensuring continued investment in the city.

To put Cape Town on a more sustainable growth path, the impacts of urban development on biodiversity and the city's natural and ecological services must be managed. New urban development should be directed towards locations where its impact on critical biodiversity areas, water bodies and agricultural areas will be minimised. The value of maintaining well-functioning ecological systems must be recognised.

In order to reduce the City's unsustainable rate of land consumption, a more compact and efficient form of urban development must be promoted.

The City must contain Cape Town's development footprint in order to protect natural, rural and heritage assets with development edges, and promote densification in appropriate locations, in order to encourage more sustainable use of resources, improve economies of scale, and increase thresholds required for public transport.

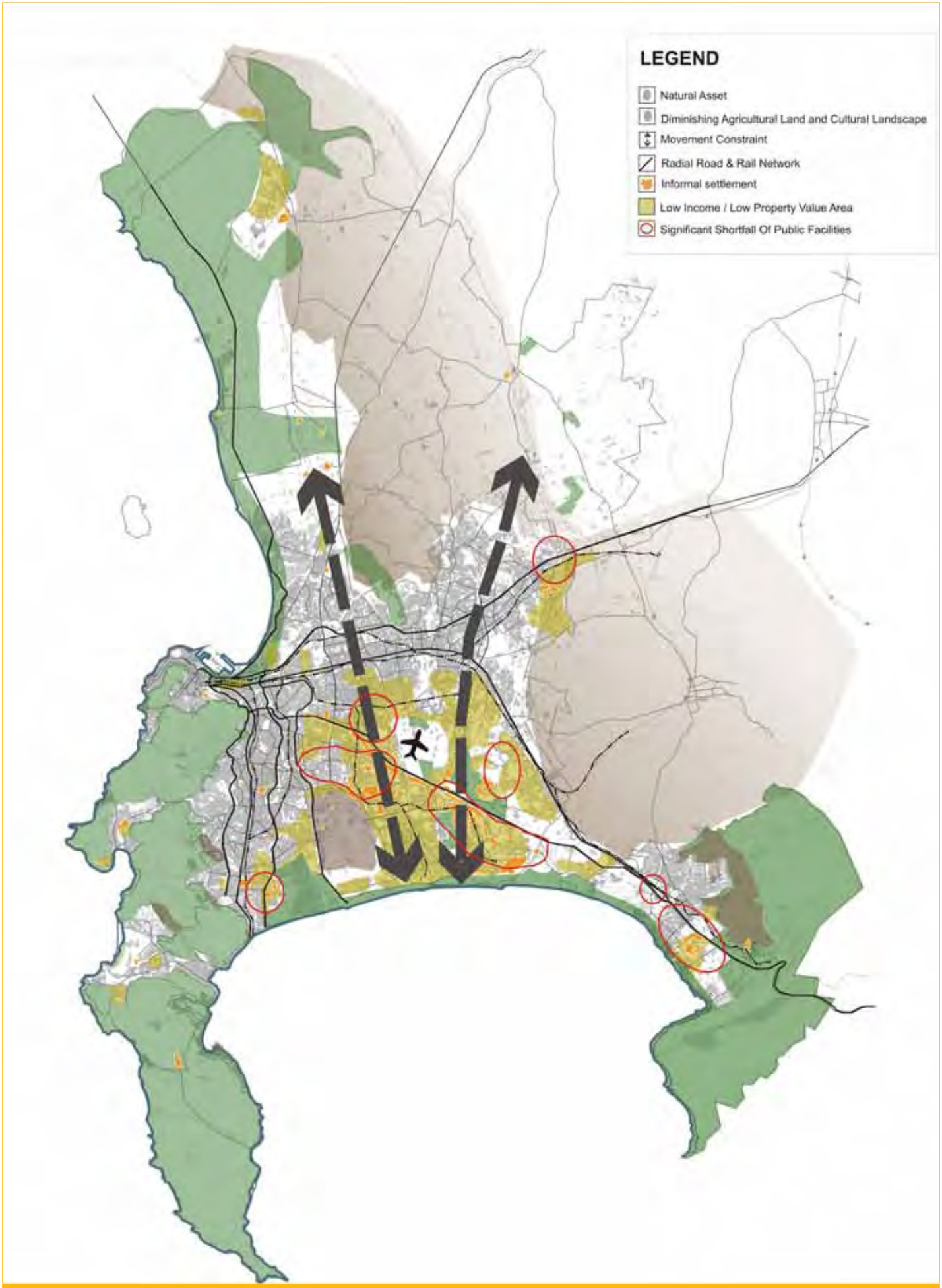
The development of areas suited for urban development must be facilitated in order to avoid development in hazardous areas.

The planning of new development areas in Cape Town should be informed by existing infrastructure capacity, as well as by the City's infrastructure planning.

3.4 Identifying spatial structuring elements

From the abovementioned conclusions it becomes clear that the City will need to identify a long-term metropolitan spatial structure within which it can formulate strategies and interventions to achieve a desired city form and function. Based on the analysis of key drivers of growth in Cape Town and their spatial implications, the following are considered to be the spatial structuring elements from which to plan a more sustainable city:

- Adopting an approach to urban growth that promotes a city that is resilient and adaptive;
- Recognising that the City functions within a broader region;
- Protecting natural assets and biological diversity;
- Planning for a multidirectional accessibility grid that facilitates more equitable access to urban economic opportunities;
- Identifying areas of land use intensification that encourage the concentration of economic activities in more accessible locations;
- Putting in place urban growth informants that will manage the city's growth and form in a more sustainable and beneficial way; and
- Protecting and enhancing the city's collection of unique cultural landscapes and recreational assets, which face intense development pressure. These assets include major tourist destinations and some of the most sought-after environments in the country.



Map 3.2 Spatial implications of urban growth drivers and trends

4 LONG-TERM METROPOLITAN SPATIAL STRUCTURE

The long-term metropolitan spatial structure envisioned for Cape Town is based on a system of interrelated structuring elements that have been developed to provide overall direction to the future spatial form, structure and development of the city. The identification and active promotion of structuring elements is fundamental to the implementation of Cape Town's 2040 vision and spatial development goals.

4.1 Resilience and adaptability

In the long term, Cape Town's sustainability and prosperity will be determined by the city's ability to respond to change – rapid urbanisation, contrasting wealth and poverty, high unemployment, infrastructure and service backlogs, resource scarcity, depleting oil reserves, energy and water supply constraints, and climate change. The spatial organisation of Cape Town will therefore need to be resilient and adaptable, and the City will constantly have to balance competing agendas for the provision of basic needs, social services and utilities against the stimulation of economic development and employment, the management of city growth, and the protection of environmental resources and systems.

New growth must be directed towards appropriate locations, and the spatial structure of the city must be flexible so as to adapt appropriately to market trends, such as shifts in the demand for industrial, commercial and residential property. Conversely, the market must be incentivised to respond to the spatial structuring elements and policy directives identified by the CTSDF. To maximise gains, while strategically protecting natural resources, this symbiotic relationship will need to be mutually beneficial. The City must therefore be simultaneously proactive and precautionary in the way it prepares for change and manages competing land use demands.

4.2 A city within a region

Cape Town should not become a sprawling conurbation that absorbs all the surrounding towns in its growth path in an unplanned and uncoordinated manner. It is important to understand that the future of Cape Town and the futures of its neighbours are interdependent. The diverse identities, functions and growth opportunities of the towns and rural settlements surrounding Cape Town (such as Stellenbosch, Malmesbury, Klapmuts and Paarl) must be preserved and their functional interrelationships recognised, respected and enhanced (Figure 4.1 conceptually indicates the functional interrelationships between Cape Town and its surrounding towns).

Coordinated planning, budgeting and management of the region's infrastructural development and water, energy and biodiversity resources are critical. In addition, greater coordination is required to enhance the region's tourism assets, cultural and natural character, and the economic positioning of the cities and towns in relation to each other as well as collectively, within a provincial, national and global context.

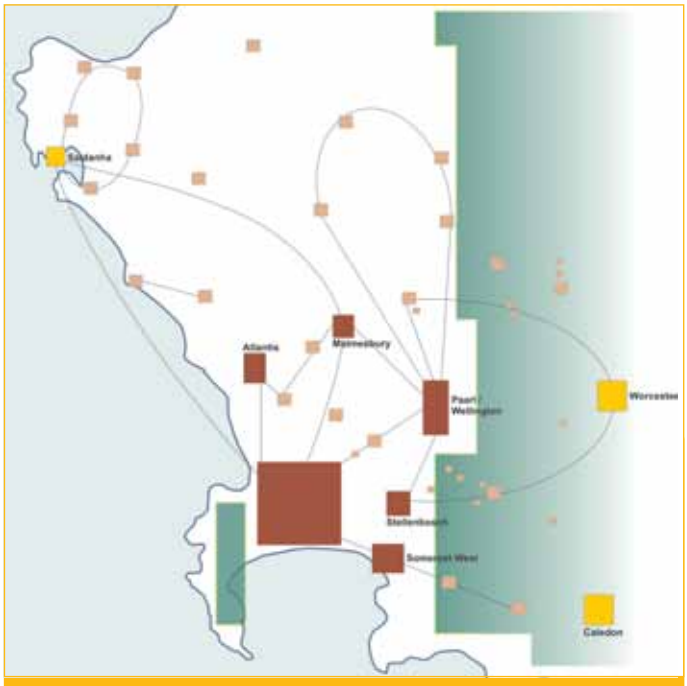


Figure 4.1: A city within a region

Figure 4.2: Conceptual representation of Cape Town's natural assets

4.3 Natural assets

Cape Town's natural assets and biological diversity are part of what makes the city a unique and desirable place in which to live, work and play. Because people derive benefits from the natural environment in a number of direct and indirect ways, natural assets play an important role in shaping where and how the city develops. The recreational functionality and functional integrity and connectivity of ecosystems must be improved, and an interlinking network of linear parks with foot and cycle paths should be established to facilitate easy movement of fauna and flora. Urban development must respect the presence, role and function of natural assets, and should make the most of the possible benefits residents and visitors can derive from them.

Figure 4.2 conceptually identifies the natural assets that merit protection in the longer term, and/or where the impacts of development need to be carefully managed. At a metropolitan level, natural assets include the following:

- Biodiversity conservation areas, ecological support areas, and other natural vegetation. These could include terrestrial as well as freshwater aquatic habitats, such as the city's extensive network of rivers and wetlands;
- Coastal areas and beaches;
- High-potential and unique agricultural land, as well as areas of significant agricultural value;
- Sites and landscapes with scenic, recreation or placemaking qualities.

4.4 The multidirectional accessibility grid

Cape Town must have a movement system that provides all Capetonians with convenient and affordable access to the city's employment opportunities, resources and amenities. The movement system must be public transport-orientated and provide an equitable pattern of access, so that all people can reach a broadly similar range of opportunities and facilities in the city.

As Cape Town is a developing port city, historical investment in its movement system has been of a predominantly radial nature. As discussed in Chapter 3, Cape Town's spatial structure has evolved into a number of spatially discrete and concentrated, developed and developing areas, exhibiting characteristics of an emerging polycentric city. These areas are connected by a higher-order road network, which has begun to represent elements of a loosely defined grid system.

In order to establish a more equitable pattern of access, the grid system should be encouraged to develop into a hierarchical, multidirectional, open-ended, legible 'accessibility grid' to facilitate efficient multidirectional movement. This must occur on a citywide basis, between districts, and locally between suburbs (see Figure 4.3).

Figure 4.3: Conceptual representation of Cape Town's multidirectional accessibility grid

The concept of an accessibility grid is guided by a recognition that the need to travel is a derived demand and a function of the land use distribution that supports the grid. From a spatial planning perspective, transport routes are thus recognised primarily as conduits of economic opportunity, and secondly as movers of people, goods and services.

The notion of accessibility is considered to be an overarching concept comprising of three interconnected functions, namely land use proximity, transport network connectivity, and system performance. The accessibility grid identifies routes – from a land use and public transport perspective – which are characterised by higher levels of accessibility (and hence a concentration of urban development and public transport services). In this conception, the competing objectives of accessibility and mobility must be balanced to ensure optimum system performance. Segments of the accessibility grid may therefore be more suited to performing a mobility function rather than an accessibility function.

At a metropolitan scale, two route types (which are key elements of the primary accessibility grid) are identified:

- Activity routes: Activity routes are characterised by strip and/or nodal urban development along sections of the route. Activity routes are generally supported by a mix of land uses and higher density urban development. They are characterised by direct access and interrupted movement flows, especially at bus and taxi stops and traffic lights.
- Development routes: Development routes have a greater mobility function than activity routes. Mixed land use and higher-density development tend to be nodal, with access provided at intersections and generally linked to parallel and connecting side routes. Development routes may include short stretches of activity route-type development.

Figures 4.4 and 4.5 provide a graphic representation of a mature activity route and development route.

The route designation does not replace the City's Hierarchical Road Network Classification system, nor is it intended to run in parallel as a duplicate classification system. Appendix C(ii) describes the relationship between the CTSDF route designations and the DoT, the PSDF and the City's Hierarchial Road Network Classification System.

The primary accessibility grid is supported by a system of mobility links which play a key role in reinforcing urban structure, and include the following:

- Connectors: Connector routes connect different areas of the city and are typically characterised by high volumes of fast-moving traffic. In some instances, direct access to abutting land uses and residential properties is provided along connector routes.
- Urban freeways: Urban freeways fulfil a mobility function, and do not permit direct access to abutting land uses. The high connectivity provided by direct freeway/expressway connections tends to attract manufacturing, warehousing, major retail and industrial land uses. These opportunities tend to be realised around key intersections/off-ramps and on roads running parallel or linked to urban freeways.
- The rail network: The rail network provides for mobility over longer trip distances. The stations supporting the rail service are primary points of accessibility, particularly when associated with areas of high road-based accessibility, and can generally support intense concentrations of activity and medium to high land use densities.

The hierarchical, multidirectional accessibility grid envisaged for Cape Town lays the foundation for the routing and service design of an Integrated Public Transport Network (IPTN) intended to place over 85% of the city's population within 1 km of a high-quality public transport system.

Figure 4.4: Mature activity route

Figure 4.5: Mature development route

The IPTN will inform a hierarchy of public transport services relating to the accessibility grid, including the following:

- A rail service that provides a high-performance, high-volume and safe public transport service, which will be the preferred mode for long-distance commuters. Conceptually, this service should be provided at 8-16 km intervals on a city-wide to district level - forming part of the primary tier of the accessibility grid.
- A road-based trunk service, provided by articulated and standard buses on dedicated and semi-dedicated right-of-way infrastructure, that offers an 18-hour frequent and rapid service along major metropolitan and district-level roads, and along development and activity routes – forming part of the primary tier of the accessibility grid.
- A community (feeder and distribution) service, at 4-8 km intervals, provided by standard buses and smaller vehicles, that feeds into the trunk bus and rail services. The community service will operate at a district to inter-suburb scale, along district-level activity routes and streets – forming the secondary tier of the accessibility grid.
- Pedestrian and cycle lanes should be provided along public transport routes and around public transport stops, stations and interchanges to facilitate safe and convenient access to public transport services – forming the tertiary and quaternary tier of the accessibility grid.

Figure 4.6 shows the conceptual alignment of public transport with the accessibility grid, notionally indicating the points of highest accessibility at key intersections. The highest points of accessibility and opportunity are at the intersections of the routes that make up the accessibility grid, which are supported by the public transport system. At a conceptual level, intersections are also the most appropriate points of modal change (such as from rail to bus/taxi).

4.5 Areas of land use intensification

In order to address the negative spatial implications arising from the growth drivers and development trends identified in Chapter 3, it is of critical importance that property and development economics, land use, and transport are considered in an integrated manner. Land use intensification must be encouraged on and adjacent to the accessibility grid, particularly the primary accessibility grid (corridors and routes) to establish the thresholds required for sustainable, cost-effective, efficient public transport and generate accessible economic opportunities.

> The process of land use intensification refers to achieving a greater spectrum of mixed uses (commercial, industrial and residential) through the increased use of space, both horizontally and vertically, within existing areas or properties and new developments, accompanied by an increased number of units and/or population thresholds, in accessible, high-opportunity locations.

The spatial organisation of development in areas of land use intensification can take a variety of forms, including development corridors, strip development, urban nodes and civic precincts.

Development corridors

Development corridors are broad areas of high-intensity urban development centred around activity and development routes. They are characterised by a dynamic, mutually supporting relationship between land use and the supporting movement system. Development corridors are generally supported by a hierarchy of transport services that function as an integrated system to facilitate ease of movement for private and public transport users. Corridor development is focused predominantly on activity / development routes serviced by mass rapid public transport services (i.e. rail or bus rapid transport (BRT)); however, the system of routes may serve different functions, with some routes combining route functionality in terms of accessibility and mobility.

The concentration of intense bands of high-density urban development reduces overall trip lengths and improves access to opportunities, offering a means of conveniently integrating communities with service provision, and fulfilling a range of economic and social needs.

Development corridors attract different levels and types of private investment, which generate different types of formal and informal economic and social opportunities. The areas of intensification are usually characterised by strip or nodal development located within development corridors on activity routes.

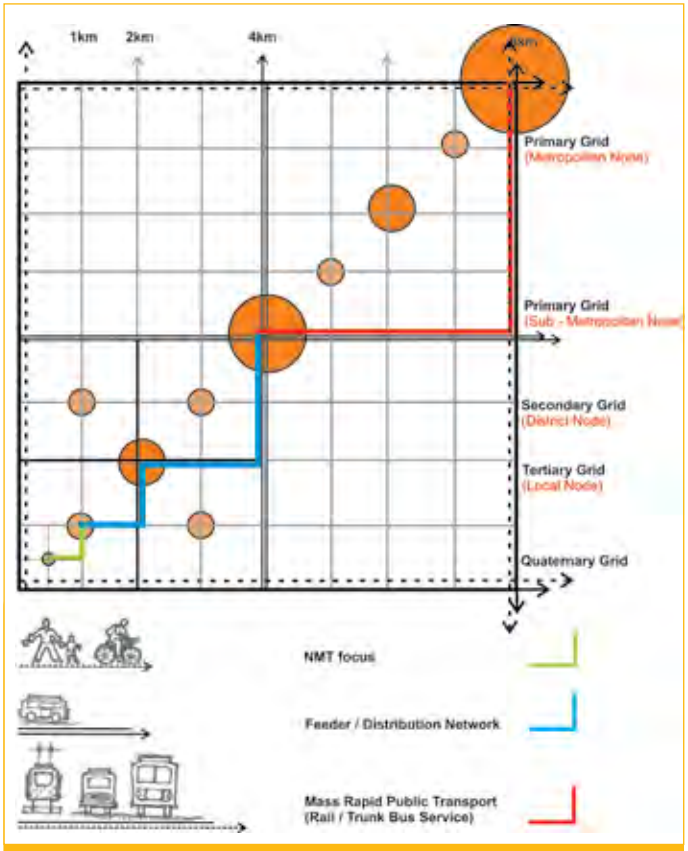


Figure 4.6: Conceptual alignment of public transport with the accessibility grid

Figure 4.7: Conceptual representation of areas of land use intensification, metropolitan and submetropolitan nodes

However, corridors are not necessarily comprised of wall-to-wall development and mixed land uses, and the form, scale and intensity of land use along their length may vary over short distances.

Figure 4.8 shows the basic elements of development corridors, including activity routes, passenger rail, stations, modal interchanges and freeways/expressways. The combined operational capacity of the public and private transportation system supports a mix of land uses, and enables the development of medium and high levels of land use intensity.

Cape Town is characterised by corridor-type development at varying stages of maturity, with some corridors being more established than others. Within the city, it is possible to identify four corridors of existing and potential metropolitan significance (see figure 4.7).

The western corridor is structured by the historical land use pattern established by the Main road and railway from Simon's Town, northwards to Cape Town CBD, and extending up along the West Coast. The southern portion of this corridor is fairly mature and well serviced, providing good opportunities for high-density mixed-use development, while the northern portion of the corridor is still developing. It is reinforced by the M3 and N7 freeways.

The southern corridor provides an important structural linkage between the established Claremont/Wynberg area, the Metro Southeast sector, and the Strand/Somerset West area. Although the southern corridor currently functions as an intermediate link, it attracts significant volumes of movement along its length. Despite previous planning attempts to encourage investment, for most of its length the southern corridor is a developing corridor that has attracted limited 'formal' investment, but significant informal activity and trading. However, the spatial positioning of the southern corridor, with its linkages to north-south routes, has the potential for future development that will benefit the space economy of the metropolitan area as a whole. The R300 and segments of the N2 support the southern corridor.

The eastern corridor is an important citywide structuring element, providing a direct linkage from Mitchells Plain/Khayelitsha to Bellville/Kraaifontein. For most of its length, the eastern corridor is a developing corridor. Substantial infrastructural investment in the form of road/rail (i.e. the proposed Blue Downs rail link and the R300 freeway extension) and other service infrastructure is required to support the future growth and development of the eastern corridor. The Blue Downs rail link is essential to improve access to socio-economic opportunities between the Metro Southeast sector and the urban core corridor.

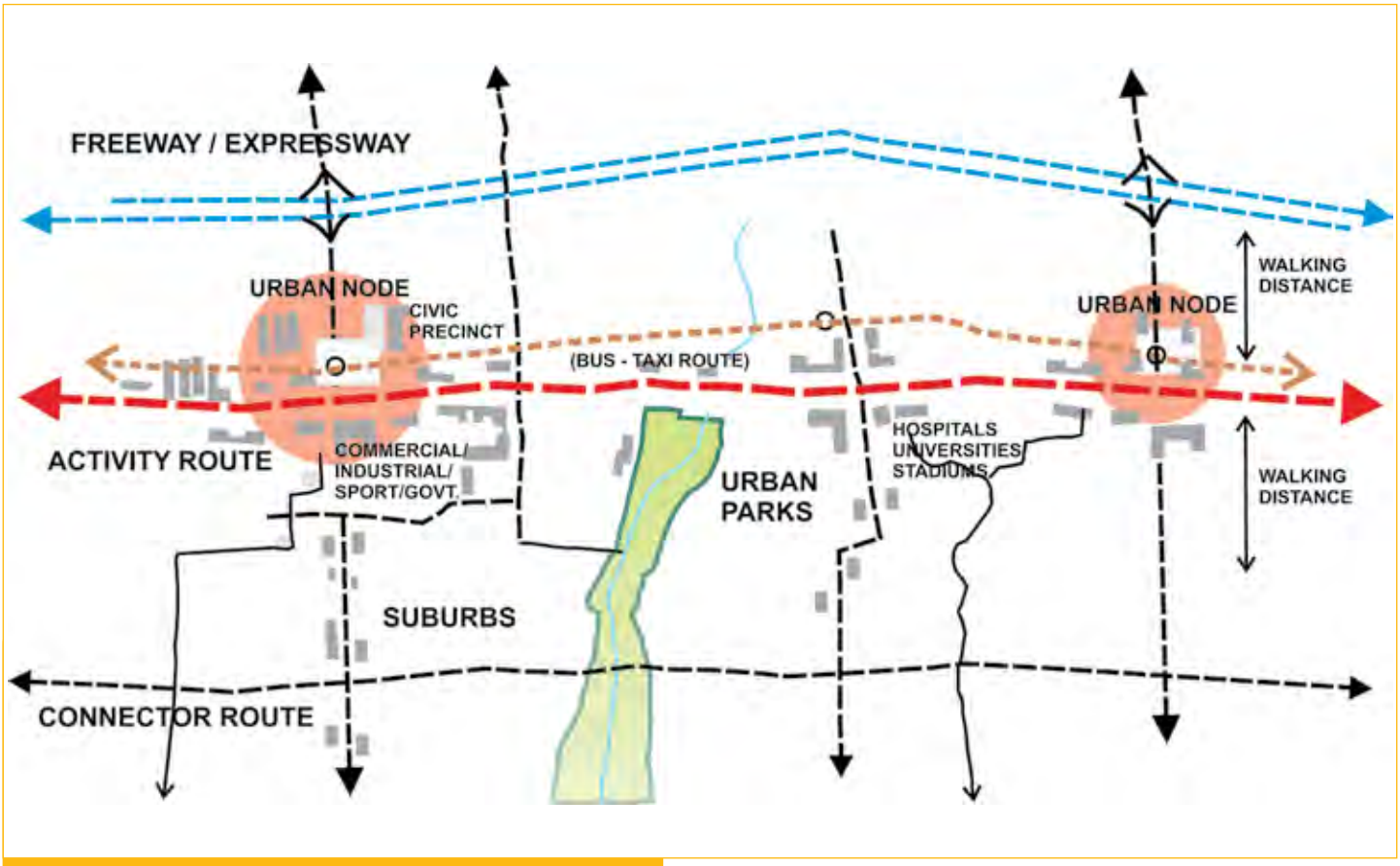


Figure 4.8: Concept of a development corridor

The urban core corridor is the most accessible and mature corridor in the city. The urban core is concentrated along a broad band from Cape Town CBD to Bellville CBD, attracting a range of investment and development opportunities along its length, and accommodating a significant percentage of the city's employment opportunities – with the potential to grow and intensify this role. Although Cape Town CBD and Bellville CBD exhibit different attraction levels, and movement between them is not of equal magnitude, these nodes play a pivotal role in the existing economic structure of the city and the development of the urban core area between them. The urban core is located in the physical centre of the municipal area, and therefore has the potential to balance the spatial distribution of economic activity, 'integrating' the southern and northern parts of the city. Figure 4.9 shows conceptually the urban core corridor in relation to the economic activity that it supports.

Strip development

Strip development generally comprises mixed uses (commercial, industrial and residential), and is often located along portions of activity routes/streets and development routes. Depending on the intensity of development, the width of the strip could range from half a street block to two or more blocks. The mix of activity along these strips may vary, with some areas having a stronger commercial/retail focus, while others may be characterised by dense residential development.

Urban nodes

Urban nodes are characterised by the intensity, mix and clustering of activities or land uses (including commercial and business development and associated employment opportunities and higher-order services) at points of maximum accessibility, exposure, convenience and urban opportunity.

Table 4.1: The alignment and hierarchy of the accessibility grid with areas of intensification.

ACCESSIBILITY GRID	SPAN	ASSOCIATED NODAL DEVELOPMENT	SCALE OF OPERATION	AREAS OF LAND USE INTENSIFICATION
Primary	8-16km	Metropolitan node	Citywide	Corridor/strip development/ urban nodes/civic precinct
Primary	4-8km	Sub-metropolitan node	Regional	Corridor/strip development/ urban nodes/civic precinct
Secondary	2-4km	District node	Inter-district significance	Strip development/ urban nodes/civic precinct
Tertiary	1-2km	Local node	Inter-suburb	Usually urban nodes/civic precinct
Quaternary	0,5-1km	Neighbourhood centre	Suburb	Usually nodal

Figure 4.9: The urban core corridor shown on Cape Town's distribution of economic activity (based on 2005 Regional Service Council data indicating company turnover)[31]

Urban nodes are identified as areas within the city suitable for further land use intensification, clustering and reinforcing economic land uses, public services and high-density residential development. The generative capacity of an urban node is generally a function of the mix of land uses that it supports and its position in the accessibility grid (see table 4.1). The role and function of urban nodes are differentiated in terms of scale (metropolitan, sub metropolitan, district, local) based upon its structural position within the accessibility grid and the intensity and mix of land use it supports.

Civic precincts

Social facilities and public institutions should be clustered in civic precincts, at points of highest accessibility (the intersections of the grid). The hierarchy of the civic precincts will be determined by the hierarchy of the accessibility grid (see Table 4.1). The civic precincts that are of citywide significance are generally located at the intersections of the primary grid, such as Bellville and Wynberg. The civic precinct should be a focus of public investment, and will create opportunities for private-sector investment in commercial, mixed-use and higher-density residential development. From a spatial structuring perspective, civic precincts will therefore be closely associated with urban nodes.

31 City of Cape Town (2010) Analysis of the Cape Town Spatial Economy (Draft).

4.6 Urban growth management informants

The spatial growth of the city will be managed through the use of development edges, and the identification of the future growth direction of the city. Two types of development edges will be used to manage urban development: the Urban Edge and the Coastal Edge.

The Urban Edge is a medium- to long-term edge line, where the line has been demarcated in such a position as to phase urban growth appropriately, or to protect natural resources. Spatial growth in the medium term (10–15 years) should be prioritised within the Urban Edge. In the longer term (15–50 years), the City will need to provide more undeveloped land for urban development, and the edge line will be adjusted on the basis of the city's growth direction(s) (see figure 4.10).

The Coastal Edge has been established to avoid hazards and mitigate natural disasters, protect coastal resources and ecological processes, and maintain the coastline as a public amenity (see figure 4.11).

The growth directions indicate the location of large-scale future urban development opportunities. The identification of the north-eastern and north-western city growth directions is informed by the scale of land suitable for urban development within the municipal boundary, based on topography, biodiversity and natural resources, valuable agricultural areas, heritage sites, cultural features and significant landscapes (see figure 4.12).

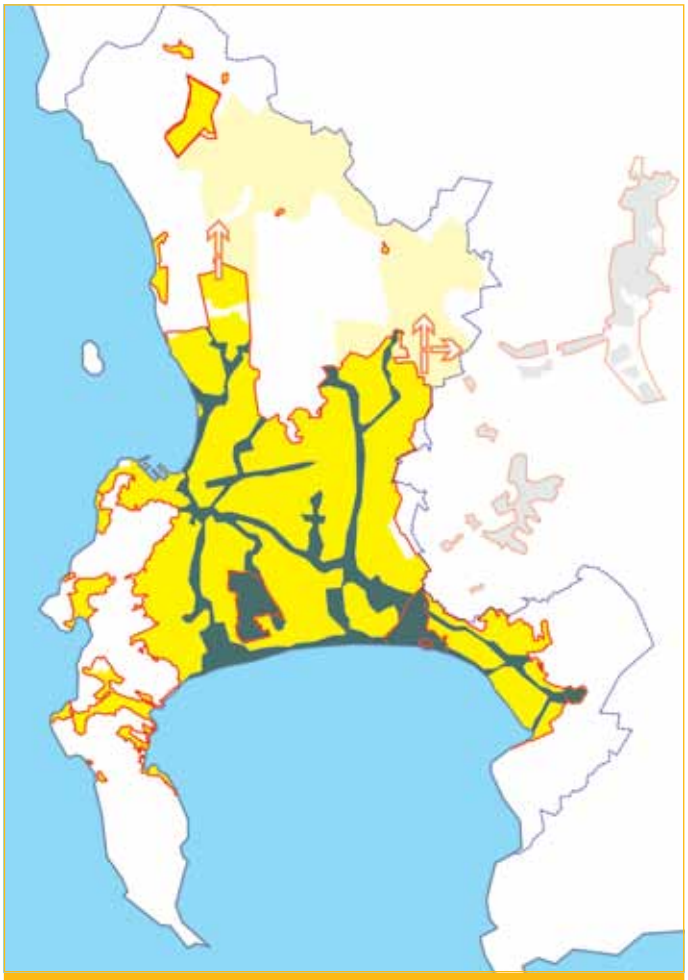


Figure 4.12: Conceptual representation of Cape Town's development edges and growth direction(s)

Figure 4.10 Illustrates the urban edge concept

Figure 4.11 Illustrates the coastal edge concept

4.7 Destination places

A destination place is a node, landmark or location that forms a significant point or area of attraction, and is part of the unique identity of Cape Town. High-order destinations are very well-known public places, while at a local level, destination places can include public spaces such as squares, parks and sports facilities.

Table 4.2: Types of destination places

DESTINATION PLACE	EXAMPLES
Nature-based	Table Mountain, Cape Point, Tygerberg Hills,
Built/heritage-based	Kalk Bay Harbour, Winelands, V&A Waterfront
Coastal-based	Strandfontein, Tableview, Gordon's Bay
Special cultural landscape	Constantia, Durbanville, Somerset West

A graphic illustration of some of the city's destination places is provided in Figures 4.14 and 4.15.

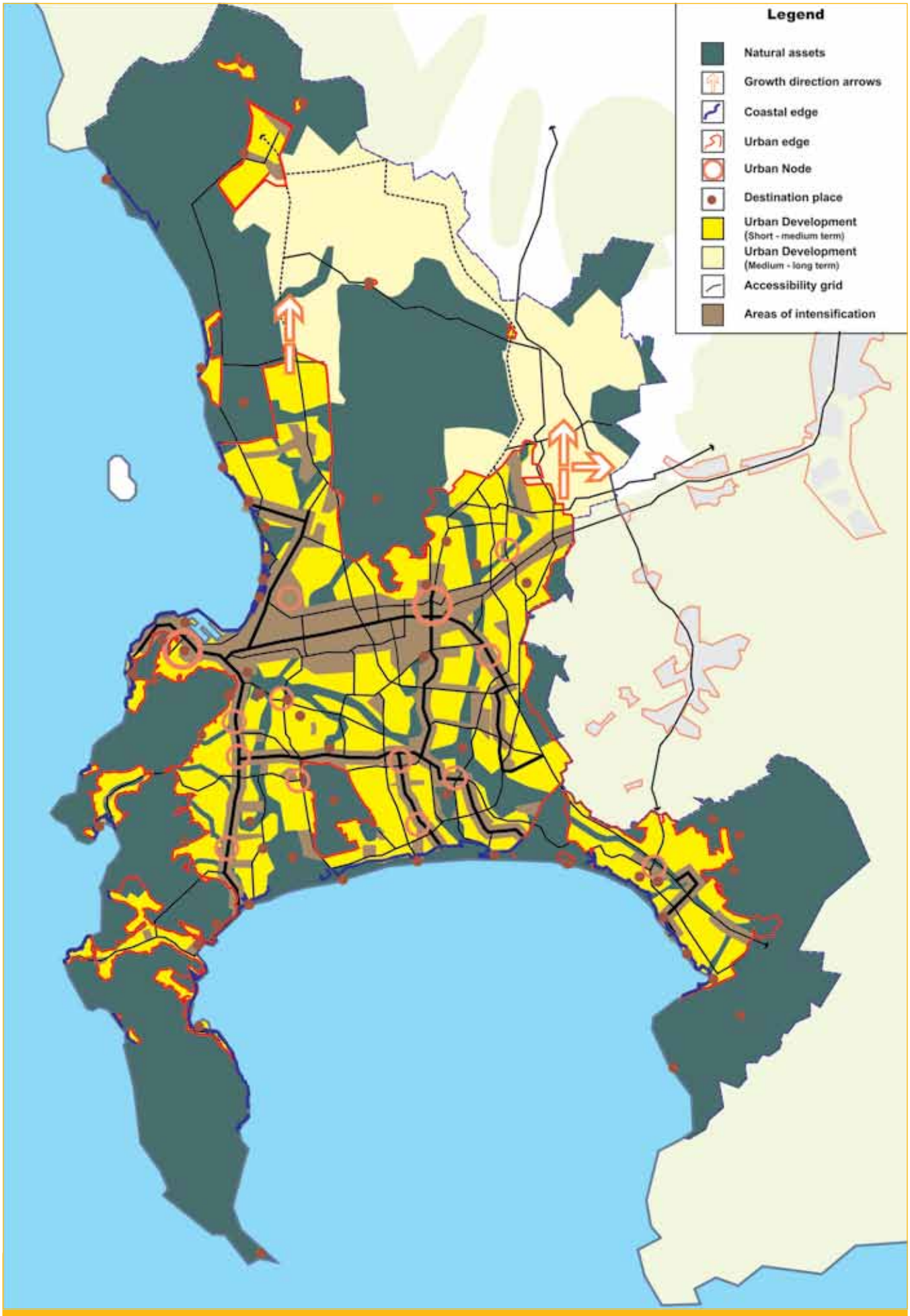
4.8 Synthesis: Conceptual framework

The conceptual framework combines the structural elements discussed in this chapter and provides a long term (50 year) growth vision of the conceptual spatial structure for Cape Town (see Map 4.1). The conceptual framework is included for illustrative purposes, notionally indicating how the city will relate to its hinterland and surrounding system of towns. It is not considered possible to accurately forecast long-term growth and development patterns due to the high levels of uncertainty regarding the pace of growth and impacts of climate change, peak oil and potential resource scarcity. The city's growth directions are therefore indicated notionally in the form of arrows.

Figure 4.13: Conceptual representation of Cape Town's destination places

Figure 4.14: Durbanville winelands

Figure 4.15: False Bay coastal node



Map 4.1: Conceptual development framework

5 STRATEGIES, POLICY STATEMENTS AND POLICY GUIDELINES

This chapter establishes strategies, policy statements and policy guidelines that are intended to ensure that land use is managed consistently in line with the City's 2040 vision and spatial goals, and contributes to the achievement of the long-term metropolitan spatial structure.

The following key strategies have been identified:

Key Strategy 1: Plan for employment, and improve access to economic opportunities

Key Strategy 2: Manage urban growth, and create a balance between urban development and environmental protection

Key Strategy 3: Build an inclusive, integrated, vibrant city

The key strategies, together with the spatial structuring elements outlined in Chapter 4, will guide the preparation of sector plans, lower-order spatial plans, detailed policies, guidelines and implementation plans, and will be used to assess development applications. The policy guidelines will also be used by PGWC to assess appeals lodged in terms of section 44 of LUPO against decisions taken by the City. Property developers should therefore take the key strategies, policies and policy guidelines into account when submitting development applications, while public-sector decision-makers should be guided by them when considering such applications.

The key strategies are summarised below, followed by a detailed explanation of each of the substrategies and policies informing each key strategy.

As indicated in section 1.4 of this report, the statutory components of the CTSDF in terms of section 4(6) of LUPO and section 34 of MSA includethe following:

(1) Chapter 5: Strategies, Policy Statements and Policy Guidelines (see highlighted columns only);
(2) Chapter 6: The Cape Town Spatial Development Framework and accompanying Map 6.1: The Cape Town SDF

A request for an amendment of the CTSDF will therefore only relate to cases in which the competent authority deems that there is a conflict between a development proposal and the statutory components of the CTSDF (refer points (1) and (2) above). The other maps, figures and text in the CTSDF are included for illustrative purposes, and are intended to broaden the general interpretation of the CTSDF and act as informants to the interpretation of the statutory components of the CTSDF. The preparation of spatial plans and the assessment of development applications must therefore be guided by due consideration of these informants when interpreting the statutory components of the CTSDF.

Until the CTSDF is updated, any relevant plans, policies and legislation that have been updated, replaced or superseded need to be considered to aid the interpretation of the CTSDF strategies, policies and policy guidelines.

5.1 Key strategy 1: Plan for employment, and improve access to economic opportunities

The City will plan for employment and support economic growth by responding appropriately to the spatial needs and requirements of the economic sectors that are attracted to and function within Cape Town. Land use policies, mechanisms and economic incentives will be introduced to promote shared, inclusive economic growth. To correct spatial imbalances, the City will support employment generating development in locations accessible to areas such as the Metro Southeast and Atlantis. The City will also use public investment and public interventions to generate market opportunities for investment and job creation in these areas.

Perhaps most importantly, the City is prioritising investment in the improvement of its public transport systems and transport linkages, in order to facilitate more convenient and affordable access to employment opportunities, natural resources and social amenities. In support of these investments, the CTSDF has adopted an integrated approach towards land use, economic development and transport planning.

Economic development (both formal and informal) and higher-density forms of residential development will be encouraged to locate in areas well served by public transport. This will increase the efficiency of the city's public transport systems, and ensure that the city's opportunities become more accessible.

Lastly, recognising the importance of regional, national and international connectivity, the City will engage with the relevant authorities to ensure that the city's function within the Western Cape is strengthened through sustained investment in strategic infrastructure such as Cape Town's airport, port, transport and logistics systems and the installation of broadband networks.

The substrategies and land use policies that will be used to plan for employment and improve access to economic opportunities are outlined below.

SUBSTRATEGY	POLICY NO.	POLICY STATEMENT
Promote inclusive, shared economic growth and development	P1	Maintain and enhance the features of Cape Town that attract investors, visitors and skilled labour
	P2	Support investors through improved information, cross-sectoral planning and removal of red tape
	P3	Introduce land use policies and mechanisms that will support the development of small business (both informal and formal)
	P4	Encourage area specialisation and the development of a diverse, mutually supportive system of economic areas
	P5	Encourage the use of available economic incentives
	P6	Promote regional economic planning
Address spatial economic imbalances	P7	Unlock employment-generating opportunities within the Metro Southeast and Atlantis
	P8	Support private-sector development initiatives in locations that are easily accessible from the Metro Southeast
	P9	Improve public transport links between the Metro Southeast and the main economic nodes of the city
Establish an integrated, city-wide public transport system that supports the accessibility grid	P10	Create a hierarchy of integrated public transport services related to the accessibility grid
	P11	Ensure that new urban development is supported by appropriate public transport infrastructure and services
	P12	Lobby for the introduction and/or expansion of passenger rail services
	P13	Include walking and cycling as essential components of land use planning
	P14	Introduce parking policies to encourage use of the most context-specific and appropriate modal travel choice
Integrate land use, economic and transport planning	P15	Reinforce and enhance metropolitan development corridors
	P16	Encourage medium to higher-density forms of urban development to locate on or adjacent to activity routes, development routes and activity streets
Support the rationalisation, upgrade and/or development of economic gateways, and manage land uses around them appropriately	P17	Support the development of an integrated system of airports and appropriate surrounding land uses
	P18	Create and manage a functional interface between ports/harbours and their surrounding areas

5.1.1 Promote inclusive, shared economic growth and development

PROMOTE INCLUSIVE, SHARED ECONOMIC GROWTH AND DEVELOPMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 1 Maintain and enhance the features of Cape Town that attract investors, visitors and skilled labour	Support the positioning of Cape Town as a global innovation and creativity centre, and the economic vision as contained in the City's Economic Development Strategy. Cape Town's land use management practices should ensure that the city's inherent economic opportunities are protected and enhanced (i.e. the scenic beauty and attractive built and natural environment of the city). In addition, the City should ensure that strategic economic infrastructure is in place; tourist attractions are protected and enhanced, and that the development of, and synergy between, high-quality schools, universities and other institutions of higher learning are appropriately supported.	P1.1 Protect and enhance Cape Town's scenic beauty, coastline, biological diversity and other natural assets. P1.2 Protect and enhance Cape Town's heritage, cultural and tourism assets.	• National Environmental Management Act (No 107 of 1998) • National Environmental Management: Biodiversity Act (No 10 of 2004) • National Heritage Resources Act (No 25 of 1999) • City's Economic Development Strategy (draft 2011) • City's Cultural Heritage Strategy (2005) • City's Tourism Development Framework (2005) • City's Integrated Metropolitan Environmental Policy (2001)
Policy 2 Support investors through improved information, cross-sectoral planning and removal of red tape	The City will facilitate private investment by: • providing improved strategic information and planning; • establishing partnerships with the private sector and other economic agencies; • proactively supporting the development of prioritised economic areas; and • supporting the roll-out of broadband technology and promoting the use of this technology. Specific action(s) • Prepare and regularly update an Economic Areas Plan (EA Plan) (see Table 5.1). • Streamline land use planning processes, including integration with environmental and heritage processes / improve support and advice related to land-use management policies and processing of / procedures for development applications.		• City's Economic Areas Plan (to be prepared) • City's Economic Development Strategy (draft 2011)
Policy 3 Introduce land use policies and mechanisms that will support the development of small businesses (both informal and formal)	The City will support the development of small businesses (both formal and informal) by: • introducing appropriate land use management policies and mechanisms; • developing policy and design guidelines for large commercial developments that support the development of small businesses; • ensuring that sufficient, well-located and appropriately designed formal and informal trading facilities are provided in formal economic areas as well as other suitable public assembly points, such as transport interchanges, public spaces, parking areas and road reserves (where appropriate); and • ensuring the availability of an appropriate range of well-priced City-owned land (through lease or sale) for informal and small business use.	P3.1 Encourage large commercial developments to: • make provision for trading spaces for small businesses (formal and informal); • consider a mixed package of land use rights to leverage the provision of informal trading space and facilities in private developments; and • establish a functional and accessible, pedestrian-friendly interface between formal and informal activities. P3.2 Local plans and urban upgrading initiatives in commercial areas should be encouraged to accommodate the needs of the informal sector i.e. through appropriate urban design.	• City's Economic Development Strategy (draft 2011) • City's Informal Trading Policy and Management Framework (2004) • City's Informal Trading Bylaw (2009)

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

PROMOTE INCLUSIVE, SHARED ECONOMIC GROWTH AND DEVELOPMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 4 Encourage area specialisation and the development of a diverse, mutually supportive system of economic areas	The City will recognise the importance of providing a range of economic environments, and support the development of differentiated economic areas performing specialised (and not necessarily competing) roles by: • supporting the further intensification of business services, financial, information and technology, office and retail functions in Bellville CBD / Tygervalley and prioritising the revitalisation of the Voortrekker Road area; • supporting the development of a Bellville improvement district; • planning for sustainable growth of the Cape Town CBD within the limits presented by its location and the assets and resources that make it an attractive investment location; • supporting the clustering of economic sectors, such as tourism, finance and business services, conferencing and information and communications technologies in the Cape Town CBD, and creative industries in the central city's 'east city' precinct; and • encouraging the development of submetro and district urban nodes as high-order retail and service areas.	P4.1 Encourage land use intensification within metropolitan, sub-metropolitan, district and local nodes in line with applicable policies, the relevant zoning scheme and the District SDPs.	• City's Densification Policy (draft 2010) • City's Economic Areas Plan (to be prepared)
Policy 5 Encourage the use of available economic incentives	The City will facilitate the effective use of available economic incentives by: • Expanding Urban Development Zone (UDZ) areas in line with national policy; • Investigating methods of fast tracking development applications located within UDZs; • directing development towards UDZ areas; • monitoring the use of UDZ incentives; • ensuring awareness of economic incentives; • investigating the feasibility for the introduction of other spatially-based incentive schemes; and • supporting the establishment of an Industrial Development Zone (IDZ) in the region. Specific action(s) • Expand the Urban Development Zone and actively promote the incentive.	P5.1 Support appropriate development in the UDZ areas, and encourage private-sector developers to utilise the UDZ tax incentive.	• Income Tax Act (No 58 of 1962) • Revenues Laws Amendment Act (No 45 of 2003)
Policy 6 Promote regional economic planning	The City will proactively support initiatives aimed at enhancing the economic competitiveness of the city region by engaging with PGWC, neighbouring municipalities, parastatals and civic organisations on issues of cross border significance including: • coordinating major regional transport and economic infrastructure; • protecting regional assets including agricultural land, cultural landscapes, tourism attractions and biodiversity areas; • marketing and area promotion; and • lobbying National Government on regional issues, including infrastructural investment. Specific action(s) • Ensure that appropriate institutional structures are in place to align cross-border economic development strategies and investment plans.		

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

Table 5.1: Guidelines for the preparation of an Economic Areas Plan

The Economic Areas Plan (EA Plan) should provide strategic information on economic areas where commercial and industrial activities occur at significant scale. It should:

- identify the characteristics of significant economic areas (type of activities, development dynamics/trends, level of development, and scale of operation);
- identify the management issues and principles related to each economic area in terms of development dynamics, infrastructure capacity issues and other urban planning considerations;
- assess which areas can best accommodate the city's future growth sectors;
- identify business support mechanisms to encourage economic growth and development (land use measures, financial mechanisms and procedural improvements);
- enhance opportunities for economic specialisation by determining industry-specific infrastructure requirements; and
- prioritise public intervention and investment.

5.1.2 Address spatial economic imbalances

ADDRESS SPATIAL ECONOMIC IMBALANCES			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 7 **Unlock employment-generating opportunities within the Metro Southeast and Atlantis**	The City will use public investment and public interventions to generate market opportunities for investment and job creation to select locations in the Metro Southeast. To be effective, a limited number of locations will be targeted for coordinated public intervention programmes comprising of: • increased security; • area management and maintenance; • infrastructural upgrades; and • landscaping and other improvements to the physical environment. The City will support the: • design and implementation of local area economic development programmes initiated by the City, NGOs and the private sector; and • implementation of approved urban renewal programmes. **Some of the priority areas are:** • Khayelitsha CBD; • Mitchells Plain town centre; • Philippi node; • Philippi industrial area; • Atlantis town centre; and • Atlantis industrial area. **Some of the priority coastal nodes are:** • Monwabisi; • Kapteinsklip; and • Strandfontein • Silverstroomstrand. (See Map 5.2)	P7.1 Support economic development, and the development of public facilities, institutions, government and non-governmental organisation (NGO) offices in prioritised urban nodes and industrial areas (where appropriate). P7.2 Ensure that informal-sector and small businesses are not excluded from formal economic development. P7.3 Support mixed-use development in proposed coastal nodes, where appropriate.	

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ADDRESS SPATIAL ECONOMIC IMBALANCES			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 8 Support private-sector development initiatives in locations that are easily accessible from the Metro Southeast	The City will encourage employment-generating opportunities in locations accessible to the Metro Southeast, through the sale/lease of land, and land use and procedural measures. Some of the priority areas are: • the Belcon site; • areas surrounding CTIA; • Bellville CBD; • Athlone CBD; • Gatesville; • Kenilworth; • Vanguard Drive/N7 (south of the N1); • Macassar (inside of the urban edge); • Heartlands; and • Symphony Way/Modderdam. (See Map 5.2)	P8.1 Support mixed-use development on portions of the Belcon site that are not required for freight logistics, transfers and distribution-related uses, to ensure the optimum use of the Belcon site. P8.2 Encourage land uses with direct economic interdependencies/relations to the CTIA, to locate in close proximity to the CTIA to support the creation of a logistics/industrial node (where appropriate). P8.3 Encourage the intensification of land uses and urban renewal in the Bellville CBD. P8.4 Recognise economic opportunities along Vanguard Drive/N7 south of the N1, while maintaining the mobility function of this route. P8.5 Support the development of employment-generating land uses on suitable land adjacent to the N2 in the Macassar subregion (inside of the urban edge), and on the Heartlands (AECI) site in the Strand.	
Policy 9 Improve public transport links between the Metro Southeast and the main economic nodes of the city	The City will improve transport linkages and shorten commuting times between the Metro Southeast and main employment areas by: • lobbying the Passenger Rail Agency of South Africa (PRASA) to expand and improve the frequency and quality of rail-based transport; • lobbying for Integrated Rapid Transit (IRT) services to be prioritised from the Metro Southeast to Bellville; and • lobbying for the improvement of transport linkages between the Metro Southeast and Southern Suburbs, including Landsdowne/ Wetton Road. Specific action(s) • Engage with the relevant authorities to prioritise between passenger rail and IRT public transport services.		• City's Integrated Transport Plan 2006-2011 and Review (draft 2011) • City's Rail Framework (draft 2011) • Metrorail Western Cape Regional Rail Plan Update (draft 2009) • City's Integrated Rapid Transit Business Plan for Phase 1A (2010)

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

5.1.3 Establish an integrated, citywide public transport system that supports the accessibility grid

ESTABLISH AN INTEGRATED, CITYWIDE PUBLIC TRANSPORT SYSTEM THAT SUPPORTS THE ACCESSIBILITY GRID			
POLICY STATEMENT	**WHAT THIS MEANS/REQUIRES**	**POLICY GUIDELINES**	**RELATED LEGIS. / POLICIES**
Policy 10 **Create a hierarchy of integrated public transport services related to the accessibility grid**	An integrated public transport network (IPTN) should be established across the city, comprising a hierarchy of public transport services. The IPTN should place over 85% of the population within 1 km of a high-quality public transport system comprising of: • a rail service that provides a high-volume transit service; • a trunk service provided by articulated and standard buses on dedicated and semi-dedicated right-of-way infrastructure that offers an 18-hour frequent and rapid service; • a community (feeder and distribution) service provided by standard buses and smaller vehicles, which feed into the rapid bus and rail service; and • pedestrian and cycle lanes along public transport routes and around public transport stops, stations and interchanges to facilitate safe and convenient access to public transport services. The City will support the IPTN with appropriate land use policies and strategies by: • managing the demand for travel through the introduction of voluntary, regulatory and pricing mechanisms; • routing public transport services according to the public transport route alignment spatial planning principles (see Table 5.2); • ensuring safe and convenient movement between modes at transport interchanges; • promoting the provision of park and ride and bicycle storage facilities linked to public transport interchanges; and • introducing and maintaining quality landscaped public spaces and facilities in IPTN reserves and on adjacent land, at a standard that is attractive, safe and secure for users.	P10.1 Regulate land uses in a manner that integrates and supports the IPTN, to maximise utilisation of the network and minimise travel distance and time. P10.2 Encourage land use intensification and an appropriate mix of land uses to develop: • along identified activity routes, development routes and activity streets; • at identified nodes; • at key intersections, stations and modal interchanges, especially where opportunities for commercial and other employment-generating land uses exist; in line with applicable policies, the relevant zoning scheme and the District SDPs. P10.3 Consider reductions in parking requirements in areas deemed to be well served by public transport in line with applicable policies, the relevant zoning scheme and the District SDPs.	• National Land Transport Act (No 5 of 2009) • National Public Transport Strategy and Action Plan (2007) • Western Cape Provincial Land Transport Framework (draft 2011) • City's Integrated Transport Plan 2006-2011 and Review (draft 2011) • City's Rail Framework (draft 2011) • Metrorail Western Cape Regional Rail Plan Update (draft 2009) • City's Integrated Rapid Transit Business Plan for Phase 1A (2010) • City's Non-Motorised Transport Policy and Strategy (2005) • City's Densification Policy (draft 2010) • City's Parking Policy (draft 2011) • City's Travel Demand Management Strategy (2006)
Policy 11 **Ensure that new urban development is supported by appropriate public transport infrastructure and services**	The City should ensure that: • a proactive planning process is undertaken to manage urban growth and coordinate urban expansion with public transport services/ improvements that are integrated with existing development areas; and • the provision of and access to public transport is adequately taken into consideration in the assessment of development applications.	P11.1 Consider the ability of development layouts to facilitate public transport provision, and encourage road structures that provide logical and accessible public transport routes. P11.2 The availability of adequate public transport services is an important consideration in the assessment of development applications. P11.3 When assessing development applications, ensure that the form and scale of land use responds appropriately (in terms of density and land use mix) to existing and proposed public transport routes and station locations.	• City's Integrated Transport Plan 2006-2011 and Review (draft 2011)

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Table 5.2: Public transport route alignment: Spatial planning principles

The following spatial planning considerations should inform public transport routing alignments to ensure that maximum development intensity can be achieved along identified routes and around selected stations.

1. Ensure consistency with spatial planning policy.
2. Ensure that the land use potential along public transport routes can be maximised in terms of residential density and mixed-use intensification.
3. Take long-term growth potential into account when determining short to medium-term public transport routes.
4. Assess public transport route potential for city restructuring.

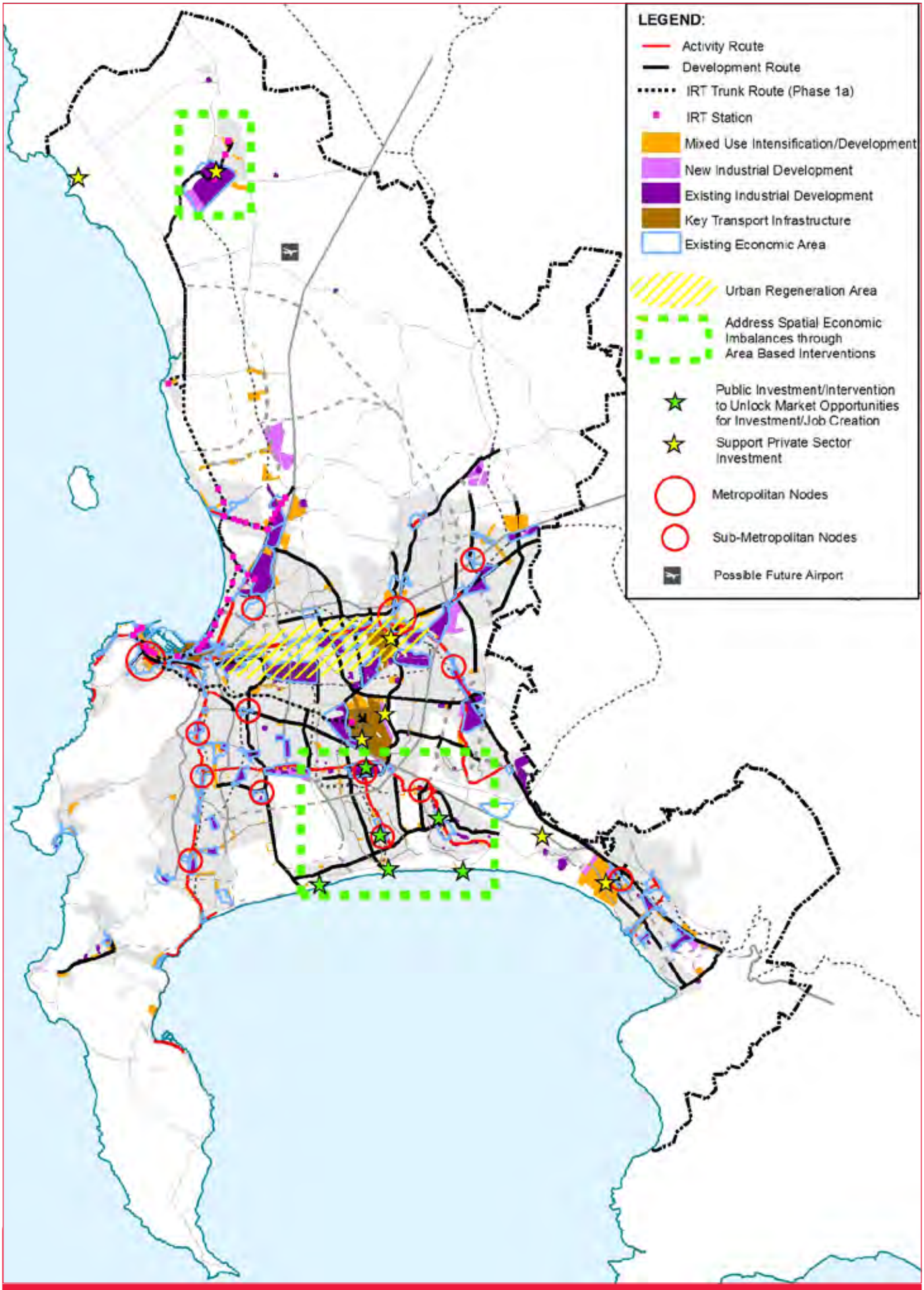
Based on these spatial planning principles, public transport services should:

- reinforce the city's envisaged long-term spatial structure, and contribute towards establishing a multidirectional, grid-based movement system;
- accommodate multi-directional origin-to-destination travel patterns; and facilitate efficient transportation between different economic locations/nodes in the city;
- be used as a tool to restructure the city and integrate previously disadvantaged areas by improving access to economic areas;
- consider the ability of land uses to respond to the flows/opportunities created along public transport routes and at identified station locations;
- reinforce/complement existing nodal and corridor development along and adjacent to development routes, activity routes and activity streets, where the public transport service is fulfilling an accessibility function; and
- take a long-term perspective in transport modelling scenarios, and consider growth projections for identified new development areas, especially in the city's growth path.

ESTABLISH AN INTEGRATED, CITYWIDE PUBLIC TRANSPORT SYSTEM THAT SUPPORTS THE ACCESSIBILITY GRID			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 12 Lobby for the introduction and/ or expansion of passenger rail services	New passenger rail services should be introduced and/or existing services expanded as passenger volumes increase. Prioritised rail investments include: • a new passenger rail link from Khayelitsha via Blue Downs to Kuils River; • an improved passenger service on the Malmesbury railway line, with services between Fisantekraal and Kraaifontein as the first phase; and • a new passenger service on the Atlantis railway line, with services between Du Noon and Cape Town as the first phase. (See Map 5.1) Specific action(s) • The City will engage with PRASA to prioritise improvements to the passenger rail service.		• City's Integrated Transport Plan 2006-2011 and Review (draft 2011) • City's Rail Framework (draft 2011) • Metrorail Western Cape Regional Rail Plan Update (draft 2009)

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

Map 5.1: Route designation: Land use functionality



Map 5.2: Economic activity

Policy 13 Include walking and cycling as essential components of land use planning	The City will make walking and cycling in Cape Town an attractive modal choice by ensuring that safe and well maintained NMT infrastructure and facilities are provided.	P13.1 When assessing development applications, NMT infrastructure should be considered as an essential component of the IPTN, and prioritised in the following locations: • along routes with high pedestrian and cycle volumes; • around public transport interchanges (bus and rail) and public facilities, such as schools, clinics, hospitals and parks; • along activity routes and activity streets, along development routes, in civic precincts, and in urban and coastal nodes; and • where there are sufficiently high pedestrian volumes to warrant the closure of roads, and the creation of pedestrian zones on a permanent basis (such as St George's Mall), and on a temporary basis (such as the fan walk to Cape Town Stadium).	• City's Non-Motorised Transport Policy and Strategy (2005)
Policy 14 Introduce parking policies to encourage use of the most context-specific and appropriate modal travel choice	The City will introduce parking policies that: • address the provision, management, control, enforcement and pricing of parking; • set standards to influence vehicle usage to promote public transport; and • manage parking supply by introducing parking ratios based on the available modes of public transport (proximity, frequency, quality), spatial planning objectives (nodes, corridors, routes) and socio-economic characteristics (car ownership levels).	P14.1 Parking provision should be guided by the standards prescribed in the CTZS. Departures from the CTZS should be guided by the City's Parking Policy. P14.2 Consider reductions in parking requirements in urban nodes, mixed use areas, development corridors, activity routes, development routes, activity streets and other areas deemed to be well served by public transport in line with the relevant zoning scheme, the District SDPs and other applicable policies. P14.3 Encourage building design that provides a landscaped/active street level interface where the provision of ground floor parking cannot be avoided. P14.4 Exploit opportunities for underutilised parking areas to be used as park-and-ride facilities where accessible to public transport services. P14.5 Encourage the design of parking areas to be sufficiently flexible to allow for conversion of parking areas to alternative uses over time. P14.6 All parking areas and transport depots should comply with water-sensitive urban design (WSUD) principles.	• Cape Town Zoning Scheme (draft 2010) • City's Parking Policy (draft 2011) • City's Management of Urban Stormwater Impacts policy (2009)

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5.1.4 Integrate land use, economic and transport planning

INTEGRATE LAND USE, ECONOMIC AND TRANSPORT PLANNING			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 15 Reinforce and enhance metropolitan development corridors	The City will support the development of metropolitan development corridors by: • investigating land use, procedural and financial incentives; • unlocking the development potential of vacant and partially developed land through proactive rezoning and / or instituting processes required to remove restrictive conditions of title; • prioritising coordinated investment in public transport infrastructure (appropriate mode for trunk services, adequate community service and NMT) and operational capacity commensurate with the desired land use densities; and • increasing investor and property owner confidence in well-located but declining areas through: - improved urban management; - prioritising public investment in infrastructure, transport and the public environment; - identifying, designing and developing essential infrastructure and social amenities; and - creating an interlinked public open space system and enhancing the network of parks. (See Figures 4.7-4.9) Specific action(s) • Lobby for the initiation of a process to support / revitalise declining areas of the urban core corridor, including Bellville CBD, Parow, Maitland, Epping. • Lobby the relevant authorities to prioritise investment in public transport services to support the eastern corridor between Mitchells Plain / Khayelitsha and Bellville.	P15.1 Support the intensification of land uses in appropriate locations along metropolitan development corridors in line with the relevant zoning scheme, the District SDPs and other applicable policies. P15.2 Appropriately support trip attracting and trip generating land uses along development corridors to encourage multidirectional movement patterns. P15.3 Consider reductions in parking requirements in line with the relevant zoning scheme, the District SDPs and other applicable policies.	• Western Cape Road Access Guidelines (2001) • City's Road Network Hierarchical Classification (2010) • City's Densification Policy (draft 2010) • City's Parking Policy (draft 2011) • City's Economic Areas Plan (to be prepared)
Policy 16 Encourage medium to higher-density forms of urban development to locate on or adjacent to activity routes, development routes and activity streets	The City will support the development of activity routes, development routes and activity streets. The route designations are intended to be recognised as an informant for land use planning and development in recognition of: • the higher levels of accessibility provided by the accessibility grid; • the land use distribution, mix and intensity along particular routes; and • the structural positioning of routes within the urban fabric and the perceived long term potential and general desirability for development along a particular route. (See Map 5.1 and Table 5.3) The City will encourage economic activity to locate in established economic areas, especially in identified nodes. The development of major new 'off grid' economic activities should be avoided.	P16.1 Encourage mixed land-use intensification on or adjacent to activity routes, development routes and activity streets and around nodes, high order stations and modal interchanges in line with the relevant zoning scheme, the District SDPs and other applicable policies. P16.2 Consider reductions in parking requirements in line with the relevant zoning scheme, the District SDPs and other applicable policies. P16.3 Discourage major economic development (such as district-metro scale retail centres and business complexes) that are not located on or immediately adjacent to activity routes, development routes and activity streets and outside of established urban nodes.	• Western Cape Road Access Guidelines (2001) • City's Road Network Hierarchical Classification (2010) • City's Densification Policy (draft 2010) • City's Parking Policy (draft 2011) • City's Economic Areas Plan (to be prepared)

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Table 5.3: Route designations

The route designation indicated on Map 5.1 does not replace the City's Hierarchical Road Network Classification system, nor is it intended to run in parallel as a duplicate classification system. Appendix C(ii) describes the relationship between the CTSDF route designations and the National Department of Transport, the PSDF and the City's hierachial road network classification system.

It is anticipated that the CTSDF route designation indicating land use functionality will encourage an appropriate level of development and more intense mixed land uses to locate on or adjacent to the accessibility grid. This will contribute towards establishing the thresholds required for sustainable and cost effective public transport. It is important to note that opportunities along routes can also be linked to parallel streets and side roads in line with applicable policies, the relevant zoning scheme, and district and local plans. Routes exhibit different characters, and do not represent a uniform mix and density of land uses along their length. It is for these reasons that the route designations are indicated as a conceptual designation on the CTSDF (Map 6.1).

5.1.5 Support the rationalisation, upgrade and/or development of economic gateways, and manage land uses around them appropriately

SUPPORT THE RATIONALISATION, UPGRADE AND/OR DEVELOPMENT OF ECONOMIC GATEWAYS, AND MANAGE LAND USES AROUND THEM APPROPRIATELY			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 17 Support the development of an integrated system of airports and appropriate surrounding land uses	Medium to long-term aviation planning will be guided by the following considerations: • an integrated system of airports should be developed to serve Cape Town's commercial and general aviation requirements; and • the metropolitan area requires an integrated airspace management approach. (See Map 5.1) Required engagements • National Department of Transport, Provincial Government of the Western Cape (DEA&DP, Department of Transport and Public Works), South African Civil Aviation Authority, Airports Company South Africa (ACSA), Air Traffic Navigation Services (ATNS) and the South African National Defence Force (SANDF).	P17.1 The CTIA will continue to provide the national and international aviation function to a limit that is determined by its impact on surrounding land uses (noise impacts) and the capacity of land-side support systems (road infrastructure, public transport infrastructure and service provision, utility services and stormwater management). P17.2 All general aviation from Fisantekraal and other general aviation sites in the greater Cape Town metropolitan area should be relocated to a more suitable location, possibly the proposed airport south of Atlantis. P17.3 Manage land uses around the site identified for the potential new/additional airport south of Atlantis on the assumption that it may be needed in the long term as a general and/or national and international civil aviation airport.	• National Land Transport Act (No 5 of 2009) • White Paper on National Policy on Airports and Airspace Management (1997) • National Airports Development Plan (draft 2007) • City's Integrated Transport Plan 2006-2011 and Review (draft 2011) • City's Tourism Development Framework (2005) • City's Economic Development Strategy (draft 2011)

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SUPPORT THE RATIONALISATION, UPGRADE AND/OR DEVELOPMENT OF ECONOMIC GATEWAYS, AND MANAGE LAND USES AROUND THEM APPROPRIATELY			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 18 Create and manage a functional interface between ports/ harbours and their surrounding areas	The City will: • engage with the National Ports Authority (NPA) about its long-term plans for the development of the Cape Town and Saldanha ports, and consider the economic, land use and transport implications this has for Cape Town and surrounding areas; • engage with other relevant authorities about the management of, and long-term planning for, harbours and ports to establish a shared view, and, collaborate on joint planning required to integrate land use, port, freight, rail and pipeline planning over the medium to long term; • encourage the increased use of rail for the transport of freight into and out of the Port of Cape Town to relieve the congestion and inefficiencies associated with road based freight; • identify and, where appropriate, retain sidings, sites and routes (both existing and potential), which could be critical for the movement of freight; and • engage with Transnet with respect to long-term planning for strategically owned sites, including, but not limited to, the Transnet marshalling yards (Belcon), Culemborg, and Kraaicon. Required engagements • National Department of Public Works, Transnet, Department of Environmental Affairs, SA Navy, and Victoria and Alfred Waterfront Specific action(s) • Assist the Department of Transport, Roads and Stormwater to prepare a freight management plan.	P18.1 Ensure that future development around the Port of Cape Town and the Belcon site is managed appropriately to avoid unnecessarily compromising freight logistics and distribution. P18.2 Encourage an appropriate interface to develop between the port and adjacent land uses, particularly on the Culemborg site.	• National Land Transport Act (No 5 of 2009) • National Ports Act (No 12 of 2005) • National Ports Development Plan (2003)

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5.2 Key strategy 2: Manage urban growth, and create a balance between urban development and environmental protection

The City will manage the future growth and development of Cape Town in a way that balances growth, human benefit and the environment, and addresses the impacts of climate change on livelihoods, urban infrastructure and biodiversity.

The CTSDF seeks to assist property developers to make informed investment decisions and develop in appropriate locations, by identifying the areas that are most suited to urban development, and those that should be avoided for environmental reasons or for the hazards or risks they create for residents. It highlights the importance of cross-sectoral forward planning and the spatial alignment of interventions, and provides broad guidelines for the phasing of the growth of the city. It recommends that cross-sectoral growth management plans such as the IDP and proposed 15-year Growth Management Plan be used to guide the city's growth and development, and provide information on the City's bulk infrastructure delivery plans.

To manage the urbanisation challenges and pressures facing Cape Town, the City plans to accommodate incremental responses to the need for secure tenure and housing, and to build bridges between informal and formal development processes.

Housing delivery approaches such as managed land settlement, site-and-service, starter housing, in situ upgrading of informal settlements, and the servicing and formalisation of front and backyard dwellings are to be supported where appropriate, and included in a single land use management system.

The CTSDF proposes that the future form of urban development should be more compact and that higher densities be encouraged in targeted locations in order to promote the more sustainable use of resources, support the development of a low-carbon city, and make more effective and efficient use of existing infrastructure, public transport systems, social facilities and amenities.

Lastly, it is advocated that development impacts on natural resources be appropriately managed. The biodiversity network, aquatic network and agricultural areas to be protected must be taken into consideration when planning for new development, and national biodiversity targets should be pursued. More efficient use needs to be made of non-renewable resources, and the protection and maintenance of existing surface water and groundwater resources and the sustainable sourcing and use of existing and future water supplies are critical. Alternative sources of energy also need to be investigated, and the City needs to encourage the use of green technology and the development of energy-efficient buildings.

The substrategies and land use policy guidelines that will be used to manage urban growth and create a balance between urban development and environmental protection are outlined below.

SUBSTRATEGY	POLICY NO.	POLICY STATEMENT
Facilitate urban development	P19	Support property developers by identifying the locations potentially suited to urban development
	P20	Facilitate urban development and direct the phasing of urban growth though the deliberate and integrated use of planning, infrastructure provision, and the regulatory and fiscal authority of all spheres of government
Support incremental development processes	P21	Put in place a LUMS that supports a stepped approach to housing and tenure, and the development of a single property market
Encourage a more compact form of development	P22	Promote appropriate land use intensification
	P23	Contain the development footprint of the city, and protect natural, rural, urban and heritage assets with development edges: Urban and Coastal Edge
Appropriately protect the citizens of Cape Town from hazardous areas/activities	P24	Direct urban growth away from hazardous areas or activities
Appropriately manage urban development impacts on natural resources and critical biodiversity networks	P25	Increase efforts to protect and enhance biodiversity networks at all levels of government
	P26	Reduce the impact of urban development on river systems, wetlands, aquifers, and aquifer recharge areas and discharge areas
	P27	Manage urban development along the coast in a sustainable and precautionary manner
	P28	Protect valuable agricultural areas, existing farmed areas and horticultural areas from urban encroachment, and support urban agriculture
	P29	Adopt a proactive planning approach to mining resource management
Make efficient use of non-renewable resources	P30	Promote a culture of sustainable development and living
Protect and enhance the city's rural environment	P31	Prevent urban development from intruding into the rural environment
	P32	Support appropriate development and activities in rural areas, and in and around unique and culturally significant rural settlements
	P33	Rationalise and proactively manage smallholdings
	P34	Develop and manage rural gateways

5.2.1 Facilitate urban development

FACILITATE URBAN DEVELOPMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS./POLICIES
Policy 19 Support property developers by identifying the locations potentially suited to urban development	Map 5.3 indicates the undeveloped/ partially developed areas potentially suited to urban development in the short to medium term, and areas towards which development could be directed in the longer term (15 to 50 years) if the need arises and the infrastructure is in place to sustain such growth. Private and public-sector developers need to note these locations when purchasing land and planning developments.		• National Environmental Management Act (No 107 of 1998) • National Heritage Resources Act (No 25 of 1999)
Policy 20 Facilitate urban development and direct the phasing of urban growth through the deliberate and integrated use of planning, infrastructure provision, and the regulatory and fiscal authority of all spheres of government	For growth to be directed and managed appropriately: • the phasing of urban development should be guided by: - the long-term CDS and CTSDF; - spatial planning and infrastructure imperatives and logics, as articulated in a medium-term cross-sectoral growth management plan (to be drafted) and 5-year IDP; - the City's capital budget prioritisation criteria; and - bulk take-up of land within the urban edge; • future urban expansion should be bulk infrastructure led within a set framework to address the shelter and tenure needs of the lower-income market, balanced by an appropriate mix of land uses and income groups to facilitate the creation of sustainable settlements and livelihoods; and • cross-sectoral growth management planning within the City and broader functional region must ensure that infrastructure planning and investment aligns with the agreed phasing of development. The appropriate institutional arrangements must be put in place to facilitate this. Specific action(s) • Prepare a 15-year Growth Management Plan to guide public investment in utility services, housing and economic and social development. • Put the appropriate institutional structure(s) in place to manage the city's growth and facilitate the alignment of cross border growth management strategies.	P20.1 Use Map 5.3 to help determine when it would be appropriate to develop a particular area. P20.2 Urban growth in Cape Town should be guided as follows: • in the short term (<5 years), the outward expansion of the existing urban footprint should be restricted to address existing infrastructure capacity constraints and current maintenance challenges; • in the medium term (<15 years), new urban development should ideally take place within the existing urban edge; and • higher densities and a greater mix of land uses must be promoted in appropriate locations within the urban edge and be guided by the District SDP and local plans and the Cape Town Densification Policy (Draft 2010).	• Municipal Systems Act (No 32 of 2000) • City Development Strategy (draft 2010) • City's Cape Town Densification Policy (draft 2010) • City's Integrated Development Plans • City's 15-year growth management plan (to be drafted) • City's Cape Town Densification Policy (draft 2010)

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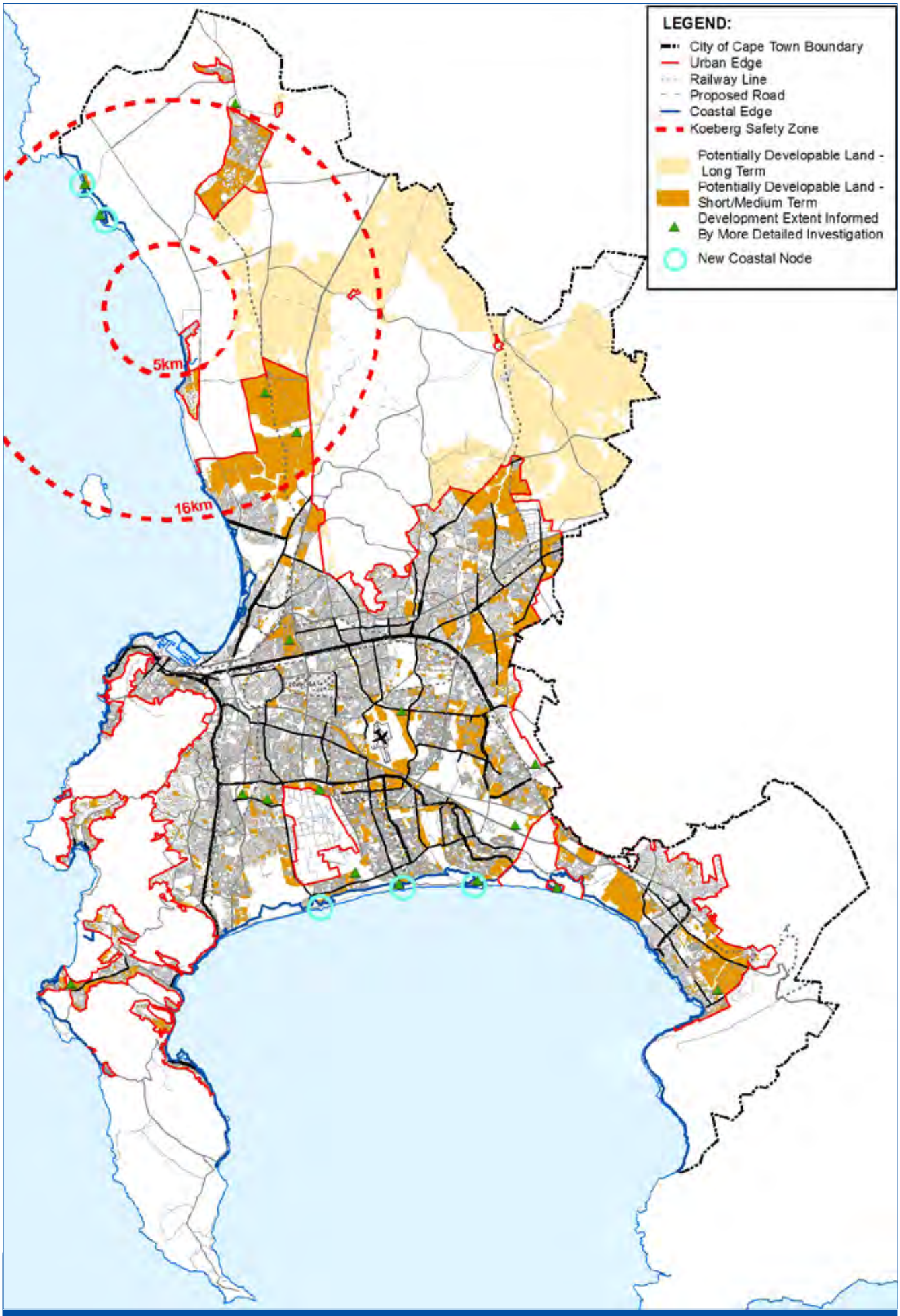


Map 5.3: Areas potentially suited to urban development

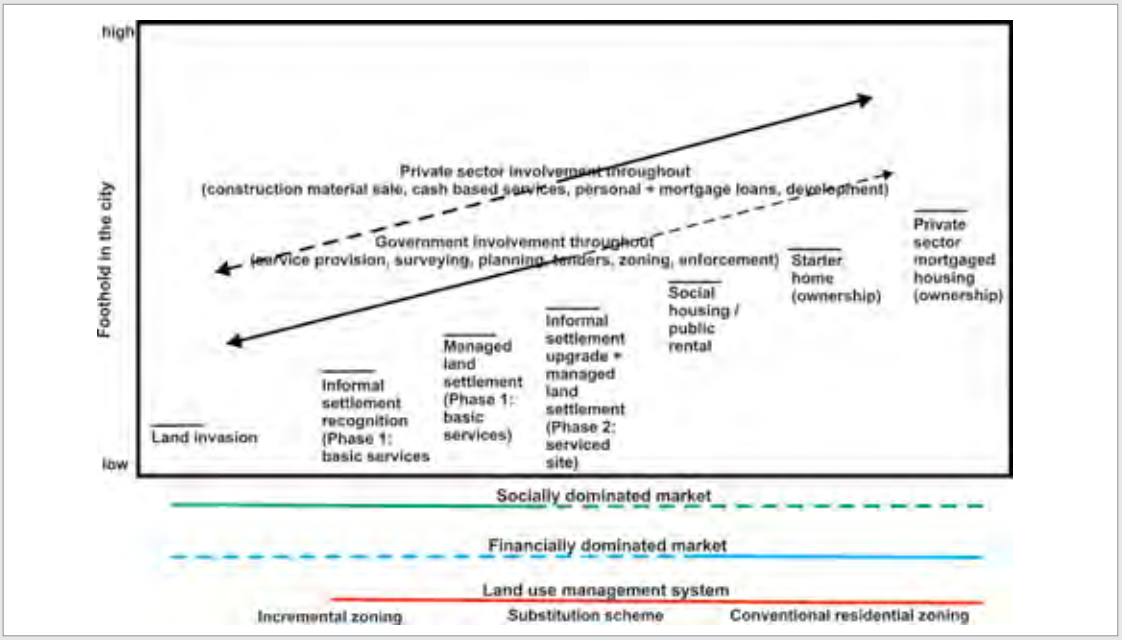
5.2.2 Support incremental development processes

SUPPORT INCREMENTAL DEVELOPMENT PROCESSES			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
Policy 21 Put in place a LUMS that supports a stepped approach to housing and tenure, and the development of a single property market	Given the scale of the challenges facing the city, it is recognised that creative formal and incremental development options that accommodate informal development are needed. The implications are that: • managed land settlement, site-and-service, starter housing and in situ upgrades of informal settlements are likely to become more prevalent; • the formalisation of front and backyard dwellings, where sustainable, will be required; and • the likely development of second dwellings should be taken into account when servicing new areas and positioning houses on individual erven. Specific action(s) • The City needs to develop a more in-depth understanding of the diverse formal and informal land markets (as illustrated in Table 5.4). • The City should lobby provincial and national departments responsible for planning law reform to apply the abovementioned approach in planning law reform processes.	P21.1 When assessing development applications related to incremental development, consideration should be given to how the layout/ development could be converted into a formal residential area. Examples include housing extensions and vehicle access and parking provisions.	• Cape Town Zoning Scheme (draft 2010)

Table 5.4: Diverse urban land markets

The incremental improvement of living conditions in informal settlements, site-and-service and starter housing schemes should be supported by a stepped tenure system and LUMS. This system should build bridges between informal and formal development processes, and create the conditions necessary for the poor to improve their living conditions incrementally and, over time, access mortgage finance from private-sector financial institutions. In addition, it should facilitate the improvement of informal/incremental residential areas, and make it possible for property owners in these areas to realise the formal market value of their properties.

The figure below identifies some of the critical 'rungs' (submarkets) on the housing and tenure ladder that need to be supported by a stepped LUMS. The design of a tenure system and LUMS that can accommodate these steps will require a more in-depth understanding of how the different submarkets operate, followed by the development of more nuanced policy interventions.



Source: Based on diagram prepared by Urban Land Mark (2007)

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5.2.3 Encourage a more compact form of development

ENCOURAGE A MORE COMPACT FORM OF DEVELOPMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
Policy 22 Promote appropriate land use intensification	In line with the PSDF (2009), the City aims to achieve a minimum, average gross base density of 25 dwelling units/ha in the next 20–30 years, and will aim for a higher gross base density thereafter. The City will support land use intensification in all areas. However, importantly, a 'one size fits all' approach will not guide density decisions. Higher levels of densification will be encouraged at specific spatial locations. Small-scale incremental densification will be considered across the city, where appropriate and feasible in terms of infrastructure availability. The new CTZS must support all forms of land use intensification. Informal settlements and subsidised housing areas that are too densely settled to make their upgrade feasible may necessitate the relocation of some households to alternative sites and/ or the use of creative design and financing solutions.	P22.1 The intensification of all types of land uses, not just residential land uses, should be encouraged, and a better mix of land uses should be supported within the framework of P22.2 below. P22.2 The determination of the appropriate location, height, scale, form and orientation of a higher-density development in a particular location should be guided by the following: • generic considerations related to the suitability of the area for land use intensification, such as surrounding land use character, access to public transport, proximity to places of employment, services and community/ social facilities, proximity to public open space, and infrastructure availability (existing and planned); • the applicable policy frameworks, namely the CTSDF, District SDPs and local spatial plans, density plans, urban design and architectural guidelines; • the spatial locations targeted for different types of densification (see Table 5.5); and • contextual informants related to the development application and its immediate surroundings, such as the natural environment, land use, built and heritage character, sense of place, infrastructure availability and capacity, and socio-economic considerations, should determine the densities appropriate to the specific location. P22.3 Cape Town as a city is not defined by its urban or built skyline, and it is not intended for this to be the case in future. The mountain skylines and views of the sea are the defining elements that make Cape Town unique, and views of them must continue to be protected from inappropriate built form through, for instance, the application of the Tall Buildings Policy, when approved. P22.4 A variety of erf and dwelling sizes should be promoted within any one area. On smaller erven, the urban rather than suburban model of development should be encouraged. An urban design framework/plan should be required to guide the densification of larger properties, especially those greater than one hectare.	• National Heritage Resources Act (No 25 of 1999) • Provincial Spatial Development Framework (2009) • Cape Town Zoning Scheme (draft 2010) • City's Cape Town Densification Policy (draft 2010) • City's Tall Buildings Policy (draft 2011)

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Table 5.5: Areas/locations targeted for different types of densification

TYPE	AREAS TO BE TARGETED	SPECIFIC LOCATIONS
Incremental suburban	All single-residential zoned areas	All locations, as permitted by the zoning scheme
Affordable housing	Specific residential areas or parts thereof	Within areas of focused public-sector investment, such as subsidised housing areas more specifically, higher densities should be within areas related to spatial structuring elements
Spatial structuring elements	Development route	Targeted at appropriate points, namely: • points of direct access; • transport intersections/interchanges; • places of intense mixed-use development; and • next to/part of commercial complexes.
	Activity route	Along the route, especially at: • public transport stops/stations; • route intersections; • mixed-use areas; and • commercial nodes.
	Activity street	Along the route, especially at: • public transport stops/stations; • route intersections; • mixed-use areas; and • commercial nodes.
	Rail/IRT corridor	Land surrounding IRT/rail stations, especially prioritised rail stations
	Metropolitan and sub-metropolitan nodes	Generally within and abutting the defined node or business district, especially those areas that are of a mixed-use/multifunctional nature, radiating outwards from the most accessible point
	District and local urban nodes	Densification should be targeted within and abutting the identified economic areas (nodes, corridors, transport interchanges, employment areas, business/retail complexes)
	Metropolitan, district and local parks	Generally fronting onto the park to improve surveillance and security, and create a sense of enclosure
	Amenity/attraction areas – special urban, natural and coastal places; urban edge management zones	Areas that do not negatively affect on natural/coastal processes and built/heritage environmental resources

ENCOURAGE A MORE COMPACT FORM OF DEVELOPMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
Policy 23 Contain the development footprint of the city and protect natural, rural, urban and heritage assets with development edges: Urban and Coastal Edge	The PSDF (2009) requires that the City delineate a "medium term Urban Edge" as part of the CTSDF approved in terms of Section 4(6) of the LUPO (No 15 of 1985). The Urban Edge shown on the maps in Section 5 and on Map 6.1 has been delineated in accordance with PSDF requirements and constitutes the "medium term Urban Edge". Furthermore, the Intergrated Coastal Management Act (ICMA) (No 24 of 2010) requires that local authorities regulate human activities within, or that affect the "coastal zone". A Coastal Edge has been identified to delineate the "coastal zone".	P23.1 Proactive amendments to the Urban Edge should be City-led and based on the criteria and guidelines outlined in Table 5.6, forward planning and/or City initiated five-yearly Urban Edge reviews. Avoid the negative impacts associated with piecemeal decision making. P23.2 No urban development should be encouraged beyond the urban edge unless exceptional and unique circumstances exist. The guidelines and criteria outlined in Table 5.6 must guide decision making. It should be noted that the term "urban development" includes, amongst other things, golf estates, vineyard estates with a residential component, equestrian estates with a residential component, rural living estates, eco-estates, gated communities, regional shopping centres and offices.	• Provincial Spatial Development Framework (2009) • National Environmental Management: Integrated Coastal Management Act (No 24 of 2010) • Environmental Authorisation (listing Notice 3(2) of the National Environmental Management Act: Environmental Impact Assessment Regulations (2010)) • City's Development Edges Policy: Urban and Coastal Edge (draft 2010) • City's Urban Edge Plan: Atlantis, Mamre, Pella, Philadelphia and Klipheuwel (2008) • City's Urban Edge Reports: Northern Metro, Helderberg, Peninsula and Melkbosstrand (2001) • Delineation of the Proposed Coastal Protection Zone (draft 2009) • Coastal Protection Zone Management Bylaw (draft 2011) • City's Urban Edge Guidelines Manual (2005)

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ENCOURAGE A MORE COMPACT FORM OF DEVELOPMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
	Specific action(s) • Align and update the Council approved (2001) land use guidelines for the Urban Edge management zones on either side of the Urban Edge shown on Map 6.1. • Finalise Coastal Protection Zone Management By Law to manage land uses within the Coastal Protection Zone (i.e. on the sea side of the Coastal Edge) • Draft Coastal Development Framework. • Review the alignment of the Urban Edge around Core 1 and Core 2 sites currently located inside the Urban Edge (see Map 6.1) as part of the next five yearly review of the Urban Edge alignment.	P23.3 Management of land uses within the Urban Edge and Coastal Edge management zones should be guided by the Urban Edge policy applicable to a specific area (e.g. Northern Metro, Helderberg, Peninsula and Melkbosstrand Urban Edge Reports (2001 to be updated), the Urban Edge Guidelines Manual (2004) and Coastal Protection Zone Management Bylaw, when approved.	

Table 5.6: Criteria and guidelines for the review of the development edges

- A City-led, proactive review of portions of the Urban Edge line must take place a minimum of every five years or more frequently if the City deems it necessary. Amendments must be guided by the generic delineation criteria for development edges and policies and the guidelines in this table. They must also be guided by the City's urban growth management strategies, development trends, the availability of bulk infrastructure inside and outside the Urban Edge, new information related to, for example, natural, cultural and heritage resources, and the take-up of land inside the Urban Edge.
- The Urban Edge is aimed at managing uncontrolled horizontal spatial expansion so that effective and efficient use is made of undeveloped land and existing infrastructure within the existing urban edge. Decision making must therefore be consistent with achieving a more compact metropolitan urban form, whilst noting the land and zoning limitations within the current urban footprint, coupled with the need to address the complexities of the less formal areas and urbanisation within the city, as well as the various environmentally sensitive areas within the existing footprint that limit internal expansion. Amendments should be a logical extension of the Urban Edge, and based on the City's forward planning imperatives and the City's desired phasing of development.
- As a general guideline, where the Urban Edge line has been accurately delineated to protect natural resources (core bioregional spatial planning categories) it should not be amended.
- The Coastal Edge has made provision for development opportunities at strategically located new coastal nodes such as Silwerstroomstrand, Strandfontein, Mnandi and Monwabisi. Provision is made for the refinement of the Coastal Edge in these areas once feasibility studies have been undertaken, by allowing a limited 'margin of leeway'.
- Valuable view corridors, undeveloped ridge lines, heritage assets and existing vistas should not be compromised by any development proposal or cumulative impact of development proposals. The proportion of urban development up the slope of a prominent hill or mountain should not degrade its aesthetic/ visual value.
- The existence of soils with a low agricultural potential is not a sufficient condition to consider amending the urban edge.
- A development application's alignment with the areas identified as potentially suitable for urban development in Cape Town's growth path does not justify support for an Urban Edge amendment.
- Reactive amendments to the Urban Edge, requiring bulk infrastructure investment not forming part of the City's infrastructure investment plans cannot be approved without absolute clarity and approval of both the cost of installing the infrastructure and the impact of the development on the City's operating costs. It should however also be noted that the availability of bulk infrastructure or the ability to provide infrastructure by a private developer does not justify support for an Urban Edge amendment.
- The cumulative impact of all known proposed developments should be considered together, within the context of the City's overall infrastructure plans to ensure that bulk infrastructure capacity available for developments within the Urban Edge is not allocated to developments outside the Urban Edge
- The Urban Edge line should not be compromised while development opportunities for similar property markets still exist within the immediate surrounding urban areas (approximately a 5 km radius).
- Given the popularity of Cape Town as an area of immigration, coupled with the scale and nature of the demand for government-subsidised and gap housing (and the potential shortage and cost of land available for this type of housing), the City recognises that, where it is a logical extension to existing urban development in terms of the CTSDF, IDP and 15 year Growth Management Plan (to be drafted), a proactive amendment of the Urban Edge may be required to accommodate the needs of this market. It also recognises that feasible development applications, that propose that at least 50% of the net residential area be targeted at households qualifying for the National Department of Human Settlement's housing subsidies as well as housing serving the gap market, and are a logical extension to existing urban development in the growth paths in terms of the CTSDF, IDP and 15 Year Growth Management Plan (to be drafted) merit support and justify an amendment to the Urban Edge. In this instance, the approval of the project should be linked to a signed, written agreement between the developer in question and the City's Housing Department regarding: (i) the number of households that will qualify for the housing subsidy, and the number of houses to be built for the gap market; (ii) the provisions made for the proposed subsidised units on the City's three-year capital budget; and (iii) the requisite infrastructure.
- The desired long-term urban form, land uses and densities in the future growth path of the City must be taken into account in current decision-making.
- Precedent will not be used as a criterion for development application assessment.
- The positive, unique character of an area must be retained where an amendment to the urban edge is proposed.
- Consideration should be given to the availability of public transport.

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5.2.4 Appropriately protect the citizens of Cape Town from hazardous areas/activities

APPROPRIATELY PROTECT THE CITIZENS OF CAPE TOWN FROM HAZARDOUS AREAS/ACTIVITIES			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
Policy 24 Direct urban growth away from hazardous areas/activities	Hazardous areas are either already determined through proclamations or specialist studies, or will be determined as a requirement of a development application process, where appropriate (see Map 5.4). In the medium to long term, the City would like to reduce the development impediments and safety risks associated with Koeberg Nuclear Power Station (KNPS). Specific action(s) • The City, in conjunction with Eskom Holdings SOC Limited and the PGWC, must update the Integrated Koeberg Nuclear Emergency Plan (KNEP) as required. • The City, in conjunction with Eskom Holdings SOC Limited and the PGWC, must continue to optimise, with a view to sustainability, the requirements in respect of the KNEP. • The City must review and update the town planning assessment criteria (November, 2006) to ensure that the processing and assessment of development applications within the KNPS emergency planning zones does not compromise the effective implementation of the KNEP.	P24.1 No inappropriate urban development should be permitted in mining blasting zones, servitudes (power lines, road, rail, etc.), heavy/noxious industrial zones, solid waste disposal and wastewater treatment sites and transfer sites, in cemeteries or areas subject to regular flooding or flood risk, or related buffer areas. Existing developments in the above areas may require mitigation measures and limits on the enhancement of development rights. P24.2 All urban development that takes place in the vicinity of the CTIA and other airports within the metropolitan area must be within the framework of restrictions on the use of land in the noise cones of airports as well as any applicable height restrictions imposed on development in the vicinity of airports. (Note that Map 5.4 indicates the existing airport noise cones. Future runway realignment and/or the construction of new runways may, subject to obtaining the necessary approvals, cause a shift in the airport noise cones). P24.3 Avoid development at or close to an airport or airfield that is incompatible with any existing or potential future aviation rights P24.4 All development within KNPS exclusion zones (5km and 16km radius) must comply with the development controls in Table 5.7. P24.5 Any new nuclear power station being developed in Cape Town must be located on the Eskom Holdings SOC Limited controlled area at the Koeberg site, and its exclusion zones must be smaller or equal to the existing KNPS's 5km exclusion zone (the PAZ).	• National Nuclear Regulator Act (No 47 of 1999) • National 'Regulations on the Development in the Formal Emergency Planning Zone of the Koeberg Nuclear Power Station (Draft 2011) • Western Cape 'Noise Control Regulations' (Provincial Notice 627 of 1998) • Integrated Koeberg Nuclear Emergency Plan (latest approved version) • City's Floodplain and River Corridor Management Plan (2009) • City's Veld Fire Related Planning Guidelines (2005)

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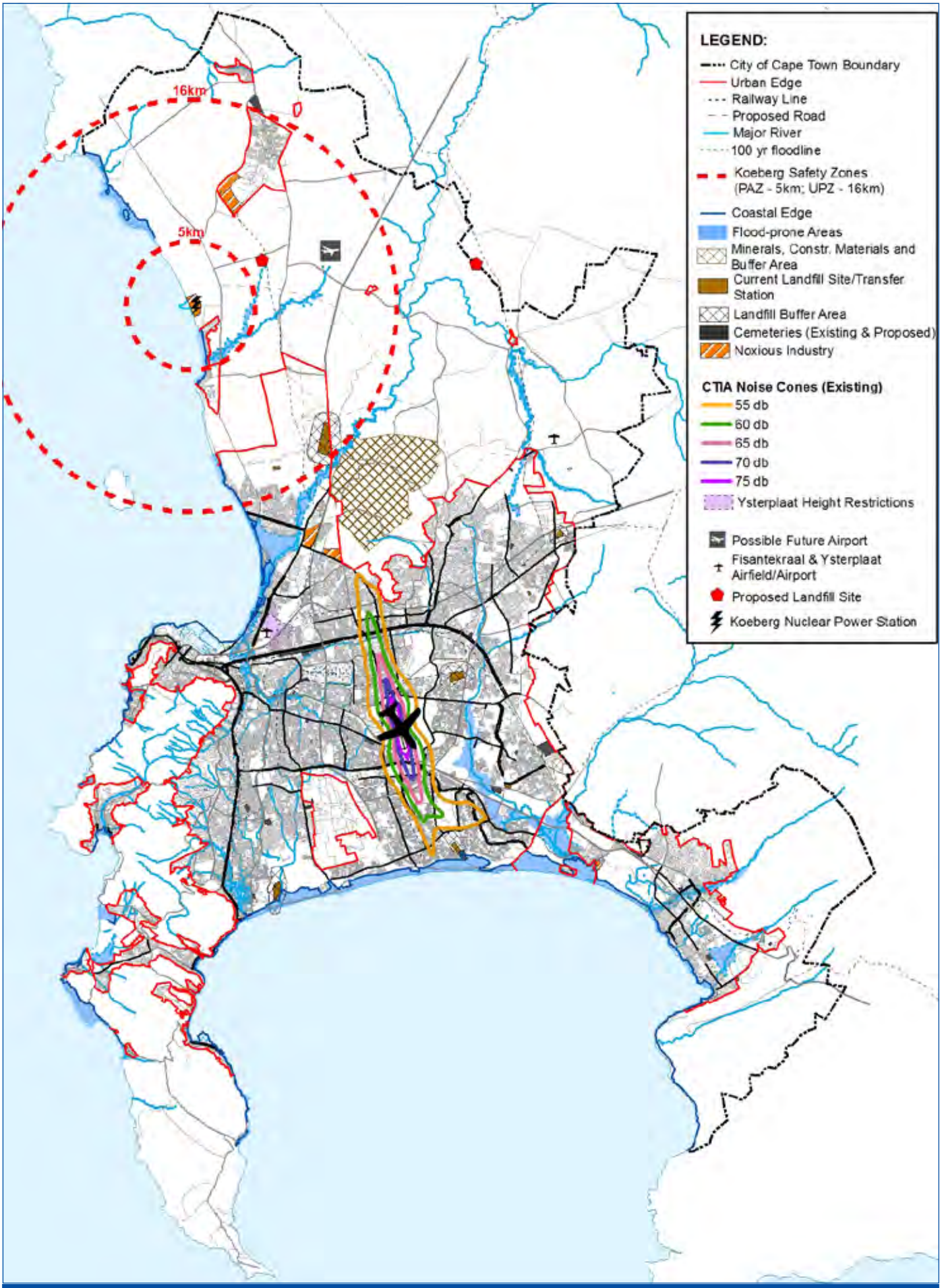

Map 5.4: Major land extensive precautionary areas

Table 5.7: Development controls on development surrounding Koeberg Nuclear Power Station (KNPS)

All urban development within the KNPS Precautionary Action Zone (PAZ) (area within a 5 km radius of the Koeberg nuclear reactors (X = -52727.4000, Y = -3727966.6500)) and Urgent Protective action planning Zone (UPZ) (area within a 5 km – 16km radius of the Koeberg nuclear reactors (X = -52727.4000, Y = -3727966.6500))[31] must conform to the following restrictions necessary to ensure the viability of the Koeberg Nuclear Emergency Plan (KNEP):

- No new development is permissible within the PAZ (as defined above) other than development that is directly related to the siting, construction, operation and decommissioning of the KNPS or that is a result of the exercising of existing zoning rights. On this basis, no application for enhanced development rights (rezoning, subdivision, departure from land use, or Council's consent, including application for a guesthouse or second dwelling) that will increase the transient or permanent resident population, and that is not directly related to the siting, construction, operation and decommissioning of the KNPS, can be approved. Furthermore, the projected population within the PAZ must be evacuated within four hours from the time that an evacuation order is given, as demonstrated by means of a traffic evacuation model approved by Council and acceptable to the National Nuclear Regulator (NNR).
- New development within the UPZ (as defined above) may only be approved subject to demonstration that the proposed development will not compromise the adequacy of disaster management infrastructure required to ensure the effective implementation of the KNEP (version approved by the NNR). Specifically, within the UPZ area, an evacuation time of 16 hours of the projected population, within any 67,5° sector, must be demonstrated by means of a traffic (evacuation) model approved by Council and acceptable to the NNR. The evacuation time must be measured from the time that the evacuation order is given.

These development controls will be superseded by the National 'Regulations on Development in the Formal Emergency Planning Zone of the KNPS, when approved.

5.2.5 Appropriately manage urban development impacts on natural resources and critical biodiversity networks

Table 5.8: Environmental impact management zones (see Appendix E)

At a more detailed level of planning, each of the eight District SDPs identifies and describes the environmental constraints, opportunities and management priorities in that district. The implications of these constraints and opportunities for making land use and environmental authorisation decisions will be described in terms of environmental impact management zones (EIMZs). These include the following areas:

- Hydrological zone rivers, estuaries and wetlands
- Coastal and dune zone
- Conservation and biodiversity priority zone
- Cultural and recreational resources zone
- Urban uses and utilities zone
- Natural economic resources zone

Within each EIMZ, undesirable activities or land uses will be identified, as well as the types of activities that could be desirable, but first need to undergo an environmental assessment process to assess their impacts. (See Appendix E)

31 WG584 Transverse Mercator

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APPROPRIATELY MANAGE URBAN DEVELOPMENT IMPACTS ON NATURAL RESOURCES AND CRITICAL BIODIVERSITY NETWORKS			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 25 Increase efforts to protect and enhance biodiversity networks at all levels of government	The City will lead by example by protecting and enhancing its biodiversity (see map 5.5) for current and future generations by: • seeking to meet national biodiversity targets; • seeking innovative solutions for achieving biodiversity conservation in critical biodiversity areas where development rights already exist; • introducing a critical biodiversity network overlay zone through the CTZS, once approved; • proclaiming valuable biodiversity areas as contract nature reserves, based on the following criteria: - priority areas adjacent to or linking existing statutory reserves; - areas of a sufficient size to be self-contained ecosystems or water catchments; and - critically important and threatened sites; • supporting the consolidation of Table Mountain National Park as custodian of the Peninsula mountain chain and associated conservation land; and • addressing the management and eradication of alien and invasive fauna and flora through appropriate mechanisms. Specific action(s) • Prepare a Bioregional Plan In accordance with NEMBA (Act 10 of 2004)	P25.1 Carefully assess the impact of proposed development on critical biodiversity areas and endangered species, and make decisions related to the city's biodiversity network based on the development guidelines in the relevant District SDP, other relevant policies and the most up-to-date mapping of the city's biodiversity network. P25.2 Support the consolidation of existing conservation areas and protected areas. P25.3 Biodiversity areas should be connected (where possible) and existing linkages protected, maintained and improved.	• National Environmental Management Act (No 107 of 1998) • National Environmental Management: Biodiversity Act (No 10 of 2004) • Environmental Authorisation (listing Notice 3(2) of the National Environmental Management Act: Environmental Impact Assessment Regulations (2010)) • Table Mountain National Park Contextual Development Framework (including Policy, Strategic Management Plan and Heritage Resources Management Plan)(2001)
Policy 26 Reduce the impact of urban development on river systems, wetlands, aquifers, aquifer recharge areas and discharge areas	The City will ensure that the water flow regimes and quality of river systems and wetlands, as well as their ability to support their natural flora and fauna, are not unduly compromised, by: • identifying adequate floodlines and ecological buffers/setback lines to permit the full range of flow regimes and flood attenuation, and protect the integrity and functioning of adjacent aquatic ecosystems; • identifying adequate measures to reduce impacts such as quality impairment and erosion to all receiving surface and groundwater systems; • promote the sustainable use and sourcing of water supply; • mapping all aquifer recharge areas; and • policing of illegal water extraction. (see Map 5.6)	P26.1 All land use management decisions should be guided by the development guidelines in the relevant District SDP. P26.2 Land use management decisions should take the following WSUD principles into account: • maintain the natural hydrological behaviours of catchments; • protect water quality of surface and groundwater systems; • minimise demand on the potable water supply system; • minimise sewage discharges into the natural environment; and • integrate water with the landscape to enhance visual, social, cultural and ecological values. P26.3 Development should not compromise the freshwater ecosystems, especially high productivity aquifers and their ability to be utilised as water sources.	• National Water Act (No 36 of 1998) • Water Services Act (No 108 of 1997) • National Environmental Management Act (No 107 of 1998) • National Environmental Management: Biodiversity Act (Act 10 of 2004) • City's Floodplain and River Corridor Management Plan (2009) • City's Management of Stormwater Impacts Policy (2009) • City's catchment and river specific management plans

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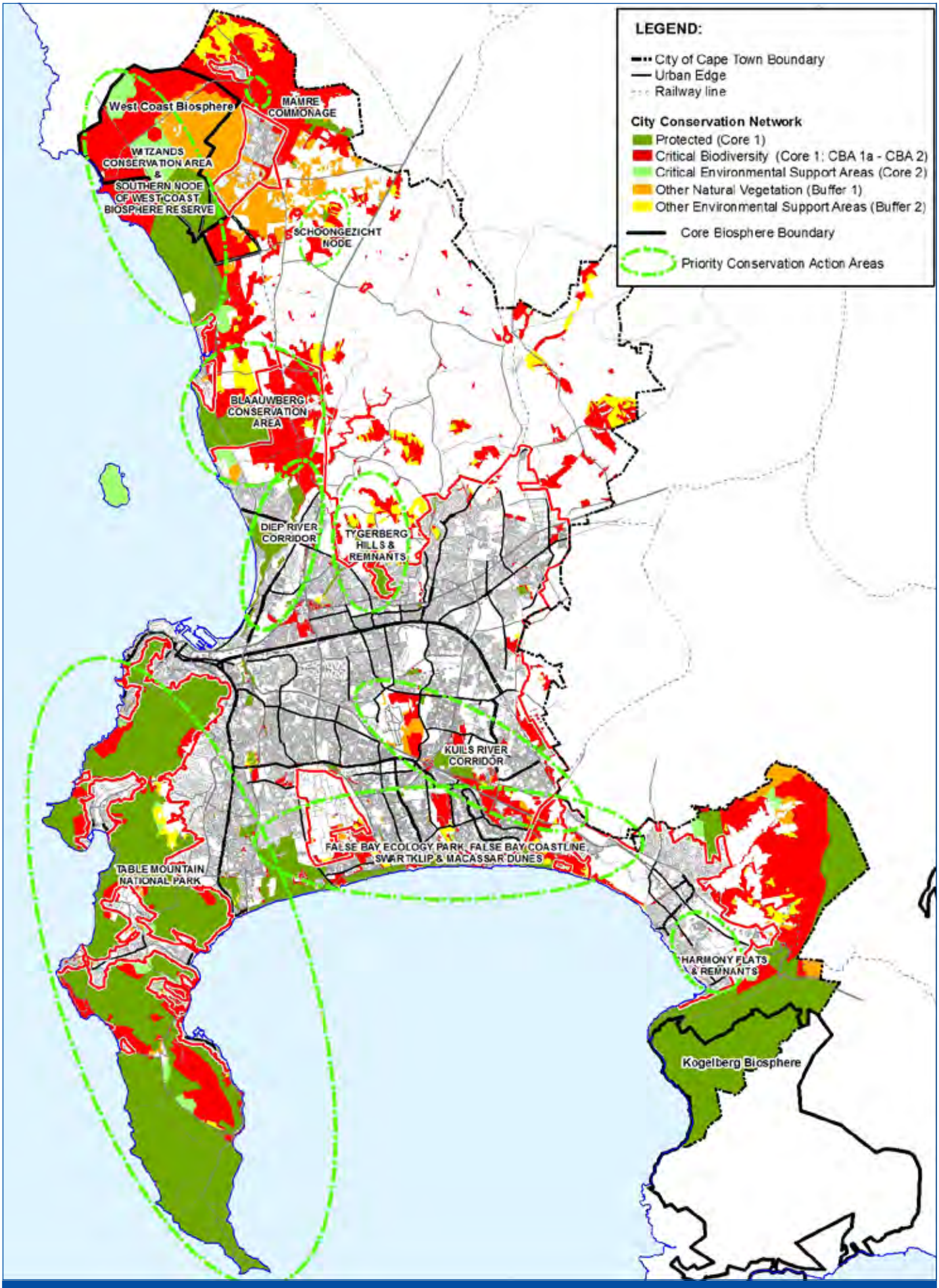
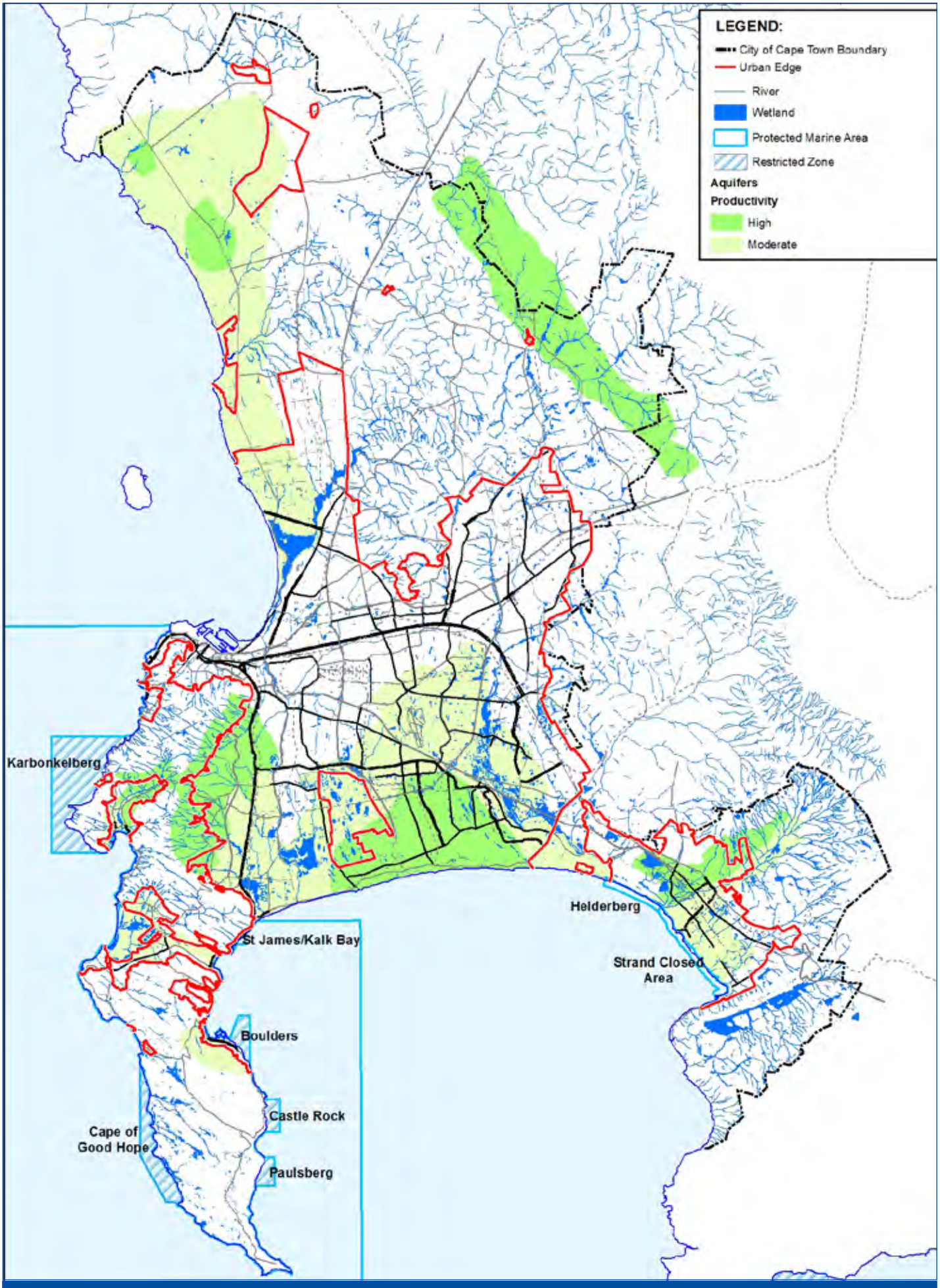


Map 5.5: Biodiversity network



Map 5.6: Aquatic network

APPROPRIATELY MANAGE URBAN DEVELOPMENT IMPACTS ON NATURAL RESOURCES AND CRITICAL BIODIVERSITY NETWORKS			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 27 Manage urban development along the coast in a sustainable and precautionary manner	In accordance with the ICMA (No 24 of 2009) the City will manage coastal development in a way that enables natural systems to function sustainably, reduces flood risk, and makes responsible use of the economic and social benefits of the coastal area. The City will support the development of mixed land uses in the proposed new coastal nodes: Silwerstroomstrand; Strandfontein; Mnandi; and Monwabisi. The actual footprint of development within these nodes will be determined through more detailed studies/plans. Specific actions • Prepare local spatial plans for Silwerstroomstrand, Strandfontein, Mnandi and Monwabisi and facilitate their implementation.	P27.1 All land use management decisions should be guided by the development guidelines in the relevant District SDP and other relevant guidelines and also in terms of the Coastal Protection Management Zone By Law when approved. P27.2 When assessing development applications along the coast the areas potentially affected by climate change and sea-level rise, and adjacent to river outlets should be taken into account (see Map 5.4). P27.3 Promote nodal rather than continuous strip development in areas identified for urban development along the coast. P27.4 Use relevant coastal (see policy P27.2) and land use guidelines to assess all land-based activities associated with aquaculture.	• National Environmental Managment: Integrated Coastal Management Act (No 24 of 2010) • Coastal Zone Management Bylaw (draft 2011) • City's Development Edges Policy: Urban and Coastal Edge (draft 2010) • Coastal Development Guidance for Cape Town's Coastline into the Future (draft 2007) • City's catchment and river specific management plans
Policy 28 Protect valuable agricultural areas, existing farmed areas and horticultural areas from urban encroachment, and support urban agriculture	Agricultural areas are essential for food security in Cape Town. To promote food security, and help mitigate food price increases, the City should therefore: • consider having 'high-potential and unique agricultural areas' (see Map 5.7) declared as agricultural/cultural landscapes by the highest appropriate level of authority; • investigate ways in which all agricultural areas of significant value (see Map 5.7) could receive local protection (over and above the urban edge). Options include environmental or heritage overlay zones applied through the relevant zoning regulations; • investigate and encourage the development of opportunities for expanded urban agriculture, particularly in areas where this can link to other economic activities, and provide livelihoods to 'vulnerable communities and provide for direct household consumption; and • inside and outside the urban edge proactively prepare and implement action/management plans that prevent urban encroachment and unlawful land use in agricultural areas, minimise negative impacts of urban development on farmed land and manage use of water and other natural resources. Specific action(s) • Investigate the feasibility of 'high-potential and unique agricultural areas' being declared agricultural/cultural landscapes. • Schaapkraal Urban Edge Investigation. • Actively police the development of non-conforming land uses, especially in the Philippi Horticultural Area.	P 28.1 All land use management decisions should be guided by the development guidelines in the relevant District SDP. P28.2 The section of the Philippi Horticultural Area that is excluded from urban development by the urban edge should be retained for horticultural purposes and the exploitation of silica in the long term. P28.3 Discourage the further subdivision of land in the Philippi Horticultural Area below what is permitted by the zoning and no further township development should be considered. P28.4 Discourage development that undermines agricultural activity in Philippi and Constantia, Lourensford and Durbanville winelands/cultural landscapes.	• Subdivision of Agricultural Land Act (No 70 of 1970) • National Heritage Resources Act (No 25 of 1999) • Cape Town Zoning Scheme (draft 2010) • City's Integrated Metropolitan Environmental Policy (2001) • City's Philippi Horticultural Area Management Plan (2002)

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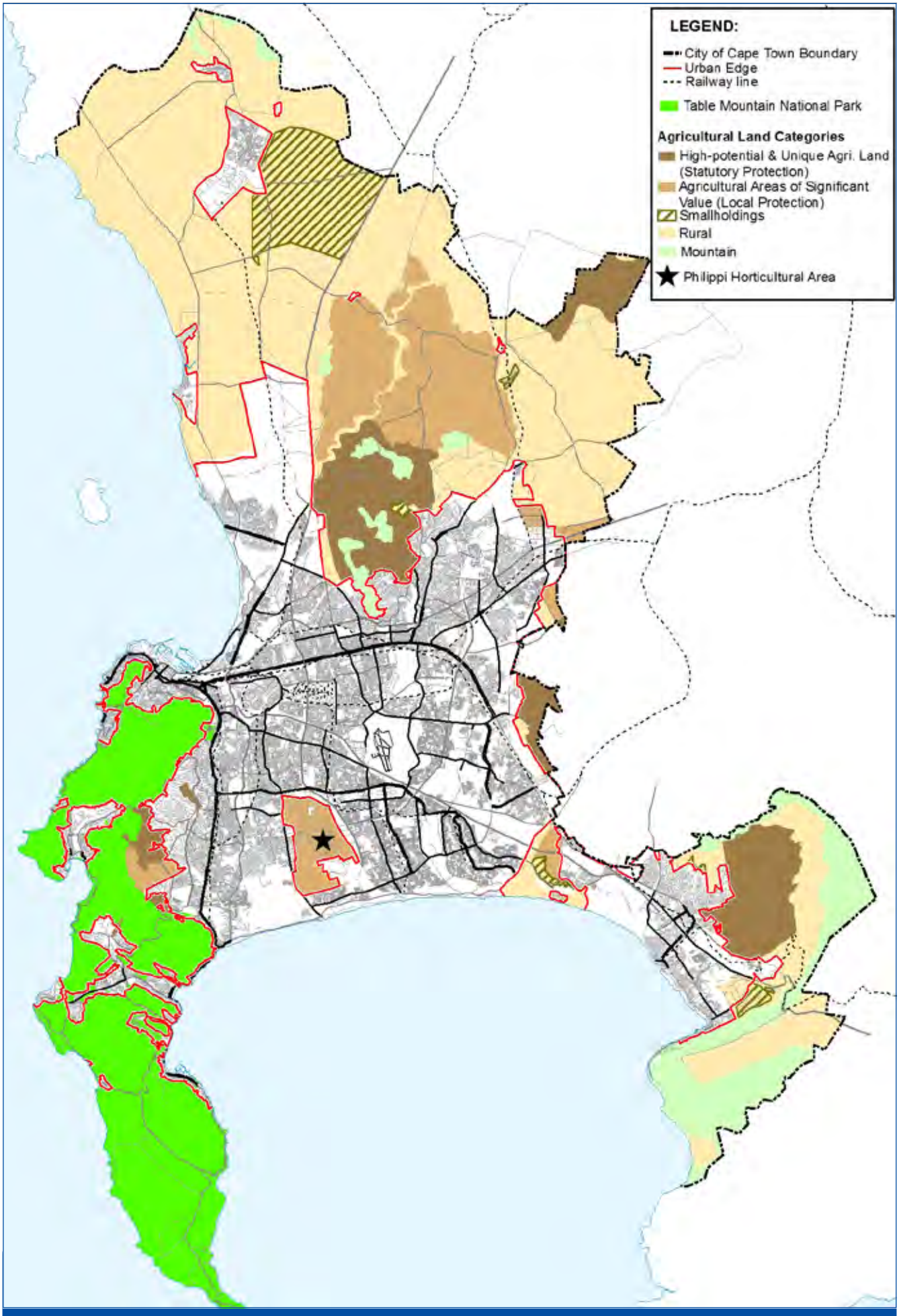

Map 5.7: Agricultural areas to be protected

APPROPRIATELY MANAGE URBAN DEVELOPMENT IMPACTS ON NATURAL RESOURCES AND CRITICAL BIODIVERSITY NETWORKS			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. / POLICIES
Policy 29 Adopt a proactive planning approach to mining resource management	The City should: • proactively manage current and future development areas to ensure that sand mining resources are, where appropriate, exploited prior to development commencing; and • assist the Department of Mineral Resources (DMR) to close down all illegal mining operations.	P29.1 Protect important mining resource areas, such as rock and stone mining, as well as specific mineral deposits and surrounding their buffer zones to permit future extraction. Only uses related to the extraction of materials and farming should be considered in the extraction areas. P29.2 All land use authorisations in mineral extraction areas should be informed by the development guidelines in the relevant District SDP.	

5.2.6 Make efficient use of non-renewable resources

MAKE EFFICIENT USE OF NON-RENEWABLE RESOURCES			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
Policy 30 Promote a culture of sustainable development and living	The City should: • encourage the public and private sector to utilise sustainable practices and technologies that assist in reducing carbon emissions, reduce energy and water demand, promote public transport and support the recycling of water and waste materials; • adopt an integrated approach to energy and water demand management; and • introduce and/or support the introduction and implementation of development by laws and policies on sustainable resource use. Specific action(s) • Prepare Resource Efficient Development Policy.	P30.1 Consider passive solar design principles when assessing building plans and layouts i.e. consider the maintenance of interior thermal comfort throughout the sun's daily and annual cycles whilst reducing the requirement for active heating and cooling systems. P30.2 Promote green buildings in line with relevant guidelines.	• National Building Regulations and Building Standards Act (No 103 of 1977) • Green Building Guidelines (Draft 2008)

5.2.7 Protect and enhance the city's rural environment

Definition of 'rural environment'

A geographic area within which a range and diversity of rural-associated activities are accommodated outside the Urban Edge. All of these activities are essentially of a rural character, function and form, and include agriculture, community commonages, conservation, agro-tourism and eco-tourism, and bulk infrastructure and facilities serving the rural area, or bulk infrastructure serving the urban areas.

PROTECT AND ENHANCE THE CITY'S RURAL ENVIRONMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
Policy 31 Prevent urban development from intruding into the rural environment		P31.1 Residential, commercial, business and industrial land uses, golf estates, eco-estates, and rural living, vineyard and equestrian estates with a residential component are considered to be urban development, and should be limited to the areas inside the Urban Edge.	• Provincial Spatial Development Framework: Rural Land Use Planning and Management Guidelines (2009)

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PROTECT AND ENHANCE THE CITY'S RURAL ENVIRONMENT			
POLICY STATEMENT	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS. /POLICIES
Policy 32 Support appropriate development and activities in rural areas, and in and around unique and culturally significant rural settlements	Strategic planning intervention is required to protect and enhance rural settlements, such as Pella, Mamre, Philadelphia and Klipheuwel. Interventions include the following: • use urban edges to shape these settlements' growth in the short to medium term; • identify and implement guidelines for maintaining and enhancing each settlement's sense of place and character; and • facilitate the development of economic activities that counteract the 'dormitory' nature of these settlements, such as heritage tourism, eco-tourism, intensive agricultural opportunities adjacent to the settlements (including land reform and commonage options), and agro-industry. Specific action(s) • On prominent slopes determine a maximum contour height higher than which any built form will not be permitted in District SDPs and/or local plans. This refers specifically to land outside the Urban Edge but may also refer to land inside the Urban Edge. In determining the maximum contour level for built form no as-of-right building or zoning rights will be removed, the intention being only to concentrate built form on the lower slopes of an erf.	P32.1 Appropriate development in rural areas, i.e. beyond the Urban Edge, includes: • development associated with farming activities, such as worker housing, sheds, wineries, market gardening tunnels and, in certain areas, agro-industrial activities (such as chicken batteries) and small-scale farming; • more general development related to rural landscapes, such as tourism, nurseries, mining and recreational activities (equestrian, shooting, mountain and quad-biking, landing strips and cycle routes); and • essential municipal infrastructure, such as wastewater treatment works, solid waste disposal sites, power generation sites, water treatment sites and cemeteries. The siting of this infrastructure should be carefully considered, and impact on rural landscapes should be minimised. P32.2 Critical land use and built form considerations are developments' prominence, potential negative visual impact on the rural landscape, service requirements, vehicular traffic generation and the scale, form and location of each development in its landscape context.	• Provincial Spatial Development Framework: Rural Land Use Planning and Management Guidelines (2009) • City's Urban Edge Plan: Atlantis, Mamre, Pella, Philadelphia and Klipheuwel (draft 2008) • City's Development Edges Policy: Urban and Coastal Edge (draft 2010) • City's Integrated Metropolitan Environmental Policy (2001)
Policy 33 Rationalise and proactively manage smallholdings	• Maintain the character of existing smallholding areas outside the urban edge. • Find creative ways to use rates and service charges to support rural activities within smallholding areas.	P33.1 Do not establish any more smallholdings outside the Urban Edge. P33.2 Prevent the intrusion of non-conforming land uses. P33.3 The minimum subdivision size in smallholding areas must adhere to zoning, District SDPs and local plans.	• Provincial Spatial Development Framework: Rural Land Use Planning and Management Guidelines (2009)
Policy 34 Develop and manage rural gateways	The City should recognise existing major gateways (see Map 5.8) and identify additional gateways. The management of some gateways, for example on the N1, requires cross-border collaboration. Specific action(s) • Prepare an N1 gateway management plan. • Prepare urban design and landscape frameworks for each gateway area.	P34.1 The intrinsic characteristics that give the gateways their sense of place should determine the appropriate mix, scale and location of activities surrounding them.	• Scenic Drives Network Management Plan (Vol. 3, 2003)

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5.3 Key strategy 3: Build an inclusive, integrated and vibrant city

The City intends to build an inclusive, integrated and vibrant city that addresses the legacies of apartheid by rectifying the existing imbalances in the distribution of different types of residential development and avoiding creating new imbalances. The transformation of townships and informal settlements into economically and socially integrated neighbourhoods and the encouragement of public/private partnerships to diversify housing delivery are considered to be integral to this process.

Proactive support of publicly led land reform and new housing delivery is to be achieved through the identification of land and publicly led housing delivery programmes.

The CTSDF promotes a greater mix of land uses, people and/or densities, and the adequate and equitable provision of social facilities, recreational space and public institutions, in order to achieve integrated settlement patterns. However, any changes to land use or built form in existing residential areas are not intended to detract from the character of those areas.

Cape Town's heritage resources, cultural landscapes, scenic routes and destination places that are fundamental to this city's unique sense of place are to be identified, conserved and managed in accordance with statutory requirements, including the NHRA. Cape Town's diverse historical legacies are to be celebrated and reinforced through appropriate management of urban form, architectural design, signage and artwork.

SUBSTRATEGY	POLICY NO.	POLICY STATEMENT
Transform the apartheid city	P35	Redress existing imbalances in the distribution of different types of residential development, and avoid creating new imbalances
	P36	Transform townships and informal settlements into economically and socially integrated neighbourhoods
	P37	Encourage public/private partnerships to develop integrated human settlements and diversify housing delivery
Proactively support publicly led land reform and new housing delivery	P38	Identify land for land reform and publicly led housing delivery programmes
Encourage integrated settlement patterns	P39	Generally support development, rezoning, subdivision and similar applications that promote a greater mix of land uses, people and/or densities
	P40	Ensure that land uses and built form within predominantly residential areas support the daily functioning of those areas and contribute to their overall character and well-being
	P41	Ensure that development proposals provide an adequate and equitable distribution of social facilities, recreational space and public institutions
Enhance the unique sense of place and quality of the built form of Cape Town	P42	Promote good contextual urban design fit, and ordering of the relationship between people, urban space and the environment (built and natural)
Enhance the value of heritage resources and scenic routes	P43	Identify, conserve and manage heritage resources, including cultural landscapes
	P44	Ensure access to and provide information about, public heritage resources
	P45	Create an enabling environment for urban regeneration that allows buildings and sites of historical and architectural significance to make a positive contribution to the economy and quality of urban life
	P46	Celebrate and reinforce Cape Town's diverse historical legacies through urban form, architectural design, signage and, where appropriate, artwork
	P47	Provide positive spaces for cultural and social ceremonies and life-related events
	P48	Carefully manage land uses and interventions along identified scenic routes, and in places of scenic and visual quality
	P49	Identify additional scenic routes
Promote accessible, citywide destination places	P50	Develop high-quality, accessible destinations and public spaces in newly developed and neglected areas

5.3.1 Transform the apartheid city

TRANSFORM THE APARTHEID CITY			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS / POLICIES
Policy 35 Redress existing imbalances in the distribution of different types of residential development, and avoid creating new imbalances	This implies that the City should: • promote a greater mix of market-driven, gap and subsidised housing developments in as many neighbourhoods as possible; • avoid making decisions regarding the affordability of land for subsidised, rental, social and gap housing programmes and projects on the basis of price alone. The short-term and long-term capital and recurrent operating costs/ savings incurred by the beneficiaries and the relevant City departments must be factored into the calculation of the price of land development; • support increased ownership mobility between former 'township' areas and formal suburbs that are well located in terms of employment and amenity opportunities; • adopt a spatial fair-share approach to the identification of land and/or housing opportunities for subsidised and gap housing; • where appropriate, use publicly and SOE-owned infill sites to help reconfigure the distribution of land uses and people; and • increase low-income earners' access to affordable housing that is located close to the city's economic opportunities.	P35.1 Avoid very large concentrations of poor people, similar to those in the Metro Southeast, in new growth areas. P35.2 Support the development of social housing in Urban Restructuring Zones. P35.3 Promote a range of size, type and cost of housing opportunities, in appropriate locations in new development areas and along development corridors, activity/development routes and activity streets, with good access to economic opportunities, public transport and social facilities.	• Social Housing Act (Act 16 of 2008) • Upgrading of Land Tenure Rights Act (Act 112 of 1991)
Policy 36 Transform townships and informal settlements into economically and socially integrated neighbourhoods	Given the legacy of apartheid, the transformation of townships and informal settlements will not take place overnight, nor will it take place without a well-formulated plan of action supported by public investment. Priority should be given to incrementally improving the living conditions and sense of citizenship of the most marginalised residents of Cape Town, the homeless and the poorly housed. Interventions in support of this strategy should: • seek to bring jobs closer to these settlements; • improve the public, natural and cultural environment; • ensure access to essential social services, and address critical social facility shortfalls; • maintain, improve and expand the level of infrastructure, services and facilities on an ongoing basis. Where informal settlements are located on land that, for health and safety reasons, is not suited to development, support the identification and development of alternative land where residents could be settled; • develop minimum standard guidelines that are acceptable to both informal settlement communities as well as infrastructure service providers; and • support the Violence Prevention through Urban Upgrading Programme (VPUU). Specific action(s) Support the preparation of a cross-sectoral informal settlements upgrade plan.	P36.1 Support the upgrade of existing informal settlements that are located on land suited to urban development. P36.2 Where densities are too high to facilitate the upgrade of an area, support the de-densification of the settlements, and assist with the identification and development of alternative land where residents could be settled.	• City's Cultural Heritage Strategy (2005)

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TRANSFORM THE APARTHEID CITY			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS / POLICIES
Policy 37 Encourage public/ private partnerships to develop integrated human settlements and diversify housing delivery	Identify publicly owned land that can be used for housing projects, which will be executed in partnership with the private sector. Projects should provide for socio-economically integrated communities in a ratio of income distribution similar to that of the municipality as a whole. Housing should be made available on both a freehold and a rental basis.	P37.1 Consider a package of mixed land use rights to leverage the provision of affordable/gap housing in private developments.	• Comprehensive Plan for Development of Sustainable Human Settlements (2004)

5.3.2 Proactively support publicly led land reform and new housing delivery

The Land Reform Programme

National Government's Land Reform Programme is supported by the City's Land Reform Policy, and encompasses three interrelated components, namely land restitution, tenure and redistribution.

(i) **Land restitution:** The process whereby persons or communities dispossessed of land after 19 June 1913 as a result of past discriminatory laws and practices, have their land restored to them, or receive just and equitable redress.

(ii) **Land tenure:** The purpose of the tenure programme is to provide marginalised groups with security of tenure and/or guide and regulate their relocation.

(iii) **Land redistribution:** The purpose of land redistribution is to redistribute land to the landless poor, labour tenants, farm workers and emerging farmers for residential and productive uses, and to improve their livelihoods and quality of life.

PROACTIVELY SUPPORT PUBLICLY LED LAND REFORM AND NEW HOUSING DELIVERY			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS/ POLICIES
Policy 38 Identify land for land reform and publicly led housing delivery programmes	The City will support land reform and housing delivery programmes by: • maintaining and updating its undeveloped and partially developed land database, and improving information on state-owned land; • identifying land that can be investigated in the short to medium term for a range of publicly led housing delivery programmes in district and select local area planning frameworks, based on the criteria outlined in Table 5.9; • identifying land that the City should 'bank' for the delivery of housing in the medium to long term; and • identifying commonages and land suited to a broad range of farming activities as a means of supporting agriculture-related land reform. The identification of land for agricultural purposes will be guided by Table 5.10. Specific action(s) • Maintain and update the undeveloped and partially developed land database. • Identify potential housing sites that merit further investigation in the District SDPs and select local area plans.		• Restitution of Land Rights Act (No 22 of 1994) • Land Reform Programme (1994) • White Paper on South African Land Policy (1997) • Comprehensive Rural Development Programme (2010) • Comprehensive Plan for Development of Sustainable Human Settlements (2004) • Distribution and Transfer of Certain State Land Act (No 119 of 1993)

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

Table 5.9: Criteria to be used to guide the identification of land for subsidised and gap housing

PRINCIPLE	SUBCOMPONENTS
Contain urban sprawl, and protect the urban edge	The land identified should: • contribute to the development of a more compact city; and • maximise the use of existing infrastructure and service capacity.
Facilitate urban integration, and promote the establishment of viable communities	The land identified should: • be concentrated in small parcels rather than the scale of concentration in the Metro Southeast and Atlantis; • be in close proximity to existing economic, social and public transport opportunities; • support a mutually beneficial mix of social, residential, recreational, commercial and employment opportunities; and • promote a relatively even spread of housing opportunities across the growth corridors and, to the extent that it is possible, within the developed footprint of the city.
Facilitate a range of housing options and delivery approaches	The land identified should: • be suited to the development of new settlements, the upgrade and de-densification of existing informal settlements, high-density housing, rental accommodation, and the release of land to the homeless. Note that the size of the housing project and type of delivery agent influence its economic viability.
Be suited to housing development	The identified land should: • encourage environmentally sustainable land development practices and processes; • not lead to the loss of, or have a damaging impact on, natural, cultural, scenic and built assets that merit longer-term protection; and • ensure healthy, safe living conditions.
Take the beneficiaries' economic and social well-being into account	• When identifying land and providing infrastructure and shelter for the homeless and poorly housed, it is important to take beneficiaries' livelihood strategies and social support networks into account.

Table 5.10: Framework to be used to guide the identification of land for urban agriculture

CATEGORIES/SCALE OF FARMING		TYPE OF ACTIVITY	LOCATION				
			Urban	Small-holding/ large erven	Peri-urban (inside urban edge)	Rural	Locational Factors
Commercial (large-scale and medium-scale)	Commercial production	Plant production	✓	✓	✓	✓	• Availability and affordability of water. • Advantageous if flat. • Good soils required for plant production.
		Animal husbandry	✗	✓	✓	✓	
Small-scale/ emerging farming	Livelihood production	Plant production	✓	✓	✓	✓	• Close to where people live. • Availability and affordability of water. • Advantageous if flat. • Good soils required for plant production.
		Animal husbandry	✗	✓	✓	✓	
Commonages (Publicly-owned and Publicly-managed)	Livelihood production	Animal husbandry	✗	✓	✓	✓	• Extensive grazing/pasture. • Close to where people live. • Availability and affordability of water. • Advantageous if flat. • Good soils required for plant production.
		Plant production	✓	✓	✓	✓	
Community gardens/allotments (publicly owned and managed)	Livelihood production	Plant production	✓	✓	✓	✓	• Close to where people live. • Availability and affordability of water. • Advantageous if flat. • Good soils required for plant production.
Community kraals (publicly owned and managed)	Livelihood production	Animal husbandry	✗	✓	✓	✓	• Outside urban area, and away from major transportation corridors and national roads, but as close as possible to residential area. • Work on minimum-grazing principle.
Aquaculture		Place-specific	✓	✓	✓	✓	• Availability and affordability of water and advantageous if flat.
Trading of produce and live animals		Place-specific	✓	✓	✓	✓	• Accessibility in terms of transport routes and pedestrian routes. • Demarcated trading areas.

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

5.3.3 Encourage integrated settlement patterns

ENCOURAGE INTEGRATED SETTLEMENT PATTERNS			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS /POLICIES
Policy 39 Generally support development, rezoning, subdivision and similar applications that promote a greater mix of land uses, people and/or densities	The City will strive to: • facilitate a greater mix of people and land uses; • promote good access to economic opportunities, public institutions, social facilities and public transport; • encourage developments that provide a range of housing options to different housing markets; • locate economic activities closer to low-income residential areas; and • locate housing closer to work opportunities.	P39.1 Support a mix of land uses and higher-density residential development (compliant with area-specific policy frameworks) in appropriate locations in new development areas and along activity routes, development routes and activity streets. P39.2 Carefully consider the impact of developments on the environmental, heritage or scenic characteristics and sense of place of an area.	• Cape Town Zoning Scheme (draft 2010) • City's Densification Policy (draft 2010)
Policy 40 Ensure that land uses and built form within predominantly residential areas support the daily functioning of those areas, and contribute to their overall character and well-being	With careful design and good urban management, many activities can be located within or near predominantly residential areas. Examples of complementary land uses include local corner or spaza shops, live-work units and early childhood development facilities. Examples of land uses likely to be incompatible with predominantly residential areas include: • certain industries, particularly noxious and land-extensive industries; • activities associated with the auto repair industry, such as panel beaters; • shebeens and liquor outlets; • activities that require storage of significant amounts of hazardous materials; • activities that attract unacceptably high traffic volumes; and • activities that create unacceptably high levels of noise, particularly, but not only, outside of normal business hours, such as night clubs.	P40.1 Carefully consider the compatibility of land uses when assessing rezoning and other applications in predominantly residential areas and at the interfaces of these areas with mixed use nodes and higher land use intensity areas. P40.2 Support the incremental formalisation or regularisation of appropriate economic activities.	

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

Definition of 'mixed land use'

Mixed land use refers to the horizontal and vertical integration of suitable and compatible residential and non-residential land uses within the same area or on the same parcel of land.

The importance of social facilities, public institutions and public open spaces

Social facilities, public institutions and public open spaces provide an essential collective support system for the urban population. In an environment of resource constraints, a focus on the communal facilities and public places of urban life could have a significant impact on people's living conditions.

ENCOURAGE INTEGRATED SETTLEMENT PATTERNS			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS /POLICIES
Policy 41 Ensure that development proposals provide an adequate and equitable distribution of social facilities, recreational space and public institutions	The City and other spheres of government and bodies responsible for the provision of social facilities, recreational spaces and public institutions should: • ensure that adequate provision is made for social facilities, recreational spaces and public institutions when commenting on development applications; • create a balance between addressing critical backlogs, and addressing the needs of new development areas; • prepare medium-term plans and budgets for the acquisition of land and the development of facilities; • provide fewer facilities of a better quality where resources are too scarce to accommodate all requirements; and • spatially distribute social facilities, recreational spaces and public institutions according to a hierarchy of types (see Appendix F). Specific action(s) The City must develop policies and guidelines to guide the provision and distribution of social facilities, recreational spaces and public institutions (Refer Table 5.11 and 5.12)	P41.1 Compatible social facilities, recreational spaces and public institutions of a similar scale/threshold, travel mode and distance should be clustered together in civic precincts to reinforce one another, increase their convenience of use, and increase safety and security. P41.2 Encourage the multi-functional use of social facilities, places for cultural practices, recreational spaces and public institutions. P41.3 The requirement to provide 1.8ha of POS /1000 persons will remain consistent with Provincial Circular LG/PB.15/1986 until the City has prepared a recreational open space operational policy or unless this circular is updated by PG:WC. In the interim, Table 5.11 and Table 5.12 will guide the provision, distribution and design of social facilities and recreational spaces.	• Western Cape Land Use Planning Ordinance (No 15 of 1985)and associated regulations • Guidelines for Human Settlement Planning and Design (2000) • City's Cultural Heritage Strategy (2005) • City's Coast to Coast Greenway (1982) • City's Floodplain and River Corridor Management Policy (2009)

Table 5.11: Detailed plans, policies and guidelines to guide the provision and distribution of social facilities, recreational spaces and public institutions

The plans, policies and guidelines related to the provision and distribution of social facilities, recreational spaces and public institutions should include:

- District SDPs that notionally distribute the metropolitan and district-significant civic precincts and recreational spaces;
- Local area development/social facility, recreational space and public institution plans, showing the distribution of recreational spaces, social facilities and appropriate public institutions;
- A recreational space operational policy to determine the provision and distribution of public open space (POS) and guide the City's interactions with developers, and payments in lieu of the provision of recreational spaces; and
- Design guidelines to enhance the quality and performance of recreational open space.

The abovementioned plans, policies and guidelines should be informed by the Summary Guidelines and Standards for the Planning of City of Cape Town Social Facilities and Recreational Spaces (see Appendix F)

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

Table 5.12: Guidelines for the provision and design of recreational spaces

The City must prepare a recreational open space operational policy and a comprehensive set of design guidelines for the provision of recreational spaces. In the interim, all developments must take note of the following guidelines:

Provision of recreational spaces

- Ensure that development proposals provide recreational space that is usable, affordable to develop (for use as a park), freely accessible to the public, integrated with surrounding urban development, and not made up of poorly located, shaped or sized leftover bits of land.
- There should be some form of POS, whether a 'pocket park', playground or beach, within 200–750 m of all residents.
- Access to metropolitan and district multifunctional parks and sports and recreational complexes should be within 5 km of the majority of households in an area and preferably be accessible by public transport or cycling.
- Access to significant district and metropolitan open spaces via public transport and NMT should be planned for.
- In higher-density areas (where the net density is greater than 50 dwelling units per hectare), the emphasis should be on qualitative requirements for recreational space rather than quantitative requirements, and provision must focus on accessibility rather than provision per person.

Design guidelines for recreational spaces to create distinctive identities and enhance the quality and performance of recreational spaces, especially spaces along rivers and within the coastal zone.

- All urban developments adjacent to the POS should front onto the space in an active and meaningful way. Where appropriate or strategic, encourage mixed-use development, such as cafés, hotels, bed-and-breakfasts and residential developments, adjacent to natural features, such as rivers (outside of the floodplain).
- Encourage appropriate high-density development around urban recreational spaces to improve use, surveillance and security.
- Encourage the location of open spaces in well-utilised areas with high volumes of pedestrians to promote safety and use.
- Guard against the permanent overshadowing of recreational spaces by inappropriately tall buildings.
- Promote safe, well-lit parking areas at access points to public and natural open spaces.
- Promote the development of a system of continuous cycle and pedestrian paths across the city.
- Pursue multifunctional, innovative and flexible recreational space planning and design that adapts to changing circumstances, demand patterns and requirements.
- Be more creative in the provision of places for burial, memorial and cultural-rite purposes.
- Underutilised or dangerous areas in the city should be used creatively to establish safe, dignified and meaningful open spaces.
- Planning and design of recreational spaces should create a positive and unique sense of place, where possible.
- Maintain and upgrade POSs according to a management plan.
- Encourage tree planting, including appropriate indigenous, ornamental and fruit trees, and urban greening.
- Identify, protect and enhance historically significant parks, planting avenues and landscaping.
- Promote the multipurpose use of stormwater retention/detention ponds.
- Incorporate locally indigenous landscaping to create awareness of our natural heritage, instill pride in our communities, and reduce maintenance requirements.

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

5.3.4 Enhance the unique sense of place and quality of the built form of Cape Town

ENHANCE THE UNIQUE SENSE OF PLACE AND QUALITY OF THE BUILT FORM OF CAPE TOWN			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS / POLICIES
Policy 42 Promote good contextual urban design fit, and ordering of the relationship between people, urban space and the environment (built and natural)	The City should prepare urban design policies, with supporting guidelines, which should inform the design of contextually appropriate, well structured and aesthetically appealing settlements, and promote the existing or desired sense of place. Such policies are necessary to interpret and translate the CTSDF and District SDPs spatial vision as well as other policy or strategy imperatives (such as heritage management, sustainable development, climate change, energy efficiency) into tangible measures for assessing good and appropriate design. Specific action(s) • Compile and obtain approval for Urban Design Policies. • Provide training to Planning and Building Development Management officials in district offices on how to interpret and apply the policy directives and guidelines.	P42.1 Consider and apply the urban design guidelines when assessing private development applications and formulating development conditions, and also when designing public buildings and precincts. P42.2 Consider using the package-of-plans approach for larger developments.	

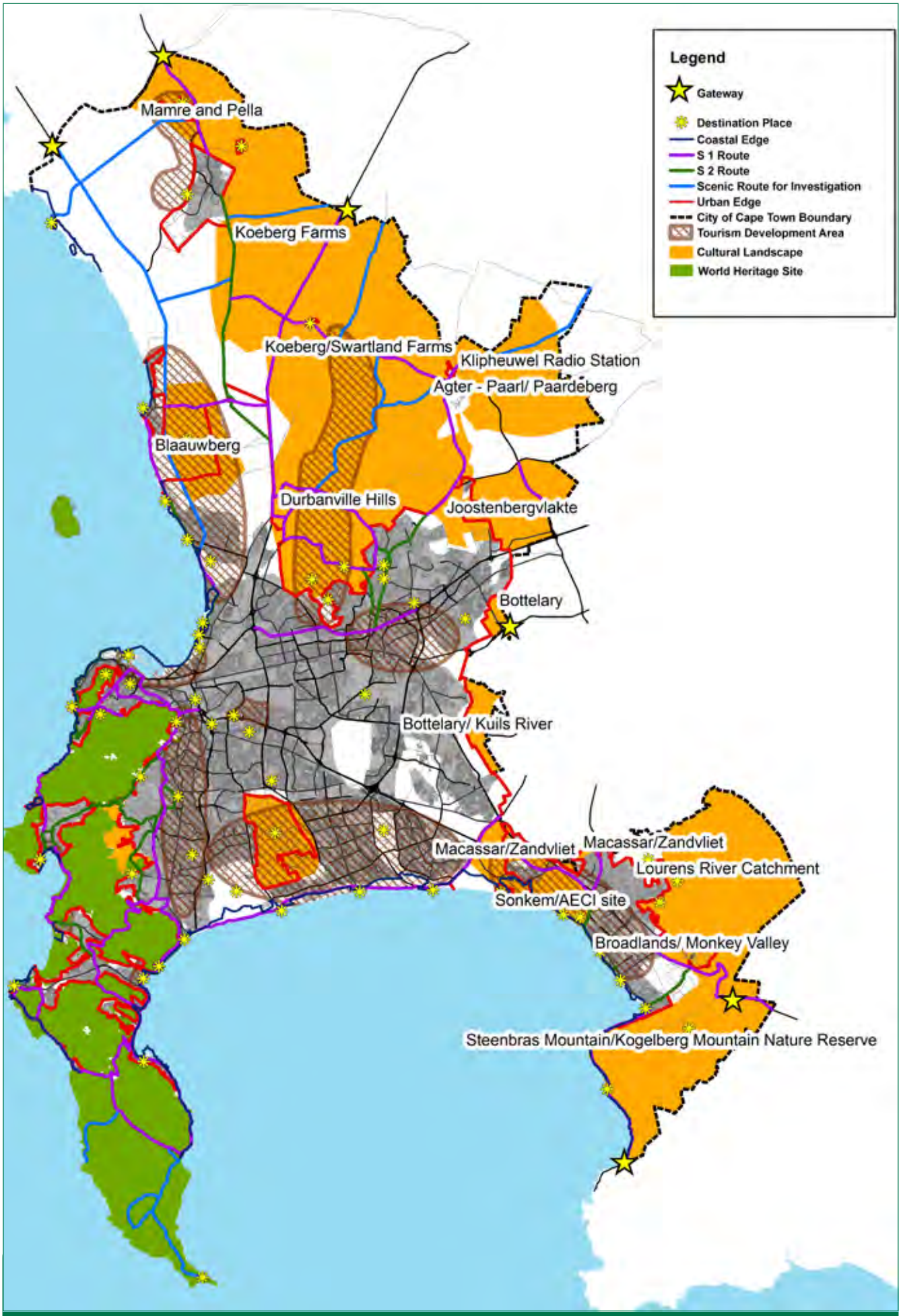
5.3.5 Enhance the value of heritage resources and scenic routes

Why are heritage resources important?

Heritage resources are important, because they link society through memory to a sense of social and individual identity. They belong to, and represent, all the people of Cape Town. While they may be place-specific and culture-specific, the value of respect for the past is universal. Heritage has the power to affirm diverse cultures and contribute to nation building (City's Cultural Heritage Strategy (2005)).

ENHANCE THE VALUE OF HERITAGE RESOURCES AND SCENIC ROUTES			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICYGUIDELINES	RELATED LEGIS / POLICIES
Policy 43 Identify, conserve and manage heritage resources, including cultural landscapes.	The City will: • on an ongoing basis identify, compile, map and grade heritage resources within the municipal area into an inventory. Such resources may include objects, structures, streetscapes, settlements, historic and symbolic sites, natural and cultural landscapes, and significant plantings. This register should be publicly available; • protect, enhance and manage heritage resources (including buildings, areas and landscapes) of local significance (Grade lll) in terms of the requirements of the NHRA (including sections 30 and 31); • coordinate the management of heritage resources with policy and implementation strategies of the relevant heritage resources authorities at national, provincial and local levels; • afford appropriate statutory protection to heritage resources, and administer and implement an effective system of heritage resource management, which is periodically audited and updated; and • enhance heritage resources through project interventions and incentives.	P43.1 When making planning and development decisions that affect heritage resources: • consider the relevance of social and landscape contexts; • ensure that heritage resources are conserved in their authentic state as far as practically possible, to reflect their historical and cultural value; • acknowledge the significance of scale when making conservation-related decisions and evaluating heritage resources within broader contexts; • wherever appropriate, ensure that a place's character (tangible and intangible) is protected based on its context and scale (rather than protecting the character of individual sites and/or objects only);	• National Heritage Resources Act (No 25 of 1999) • City's Cultural Heritage Strategy (2005) • City's Integrated Metropolitan Environmental Policy (2001) • City's Responsible Tourism Policy and Action Plan (2009) • World Heritage Convention Act (No 49 of 1999)

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.



Map 5.8: Destination places, scenic routes, tourism development areas, significant cultural landscapes, world heritage sites & gateways

ENHANCE THE VALUE OF HERITAGE RESOURCES AND SCENIC ROUTES			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICYGUIDELINES	RELATED LEGIS / POLICIES
	Specific action(s) • Update and maintain the City's Heritage Asset Inventory. • Identify cultural landscapes and sites where an Environmental Overlay Zone and/or Heritage Overlay Zone should be introduced. Examples of such areas include Philippi, Constantia, Lourensford, Durbanville, Mamre, Philadelphia, and Eerste River.	• where possible, ensure that new developments in historic precincts are of an appropriate scale and in an appropriate architectural 'language' (massing, articulation and texture); and • ensure that advertising, roadways, pavements, colonnades, landscaping and tree planting respect the character of historic buildings and precincts, as far as practically possible.	
Policy 44 Ensure access to, and provide information about, public heritage resources	• The City will ensure that access and viewing points are appropriately marked and interpreted for public understanding. • Promote the marketing of public heritage resources.	P44.1 When assessing development applications, encourage the creation of views of heritage sites where no general access is provided.	• National Heritage Resources Act (No 25 of 1999)
Policy 45 Create an enabling environment for urban regeneration that allows buildings and sites of historical and architectural significance to make a positive contribution to the economy and quality of urban life		P45.1 Encourage investment in the adaptive reuse of historical sites, facilitate integration between the conservation and adaptive reuse of heritage buildings, and promote urban regeneration strategies. P45.2 Discourage the demolition or inappropriate alteration of historical sites.	• National Heritage Resources Act (No 25 of 1999)
Policy 46 Celebrate and reinforce Cape Town's diverse historical legacies through urban form, architectural design, signage and, where appropriate, artwork	The City will: • emphasise under-represented social, cultural, spatial or spiritual legacies, and those of which there is no remaining physical evidence, such as slavery; and • identify, protect and commemorate artefacts, structures and places from the precolonial, colonial, postcolonial and struggle eras.		• National Heritage Resources Act (No 25 of 1999) • City's Responsible Tourism Policy and Action Plan (2009) • City's Cultural Heritage Strategy (2005)
Policy 47 Provide positive spaces for cultural and social ceremonies and life-related events	The City will identify and, where appropriate, provide land and/or facilities for cultural and social ceremonies and life-related events, in consultation with the relevant communities and interest groups, and with consideration of aspects such as budget requirements, compatibility with surrounding uses, future planning and land ownership.	P47.1 Encourage the provision of positive spaces for cultural and social ceremonies and life-related events, including initiation sites. P47.2 Recognise and develop places of memory, particularly associated with struggle and under-represented heritage. P47.3 Acknowledge and plan for cultural practices (e.g. initiation sites).	• National Heritage Resources Act (No 25 of 1999)

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

ENHANCE THE VALUE OF HERITAGE RESOURCES AND SCENIC ROUTES			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICYGUIDELINES	RELATED LEGIS / POLICIES
Policy 48 Carefully manage land uses and interventions along identified scenic routes, and in places of scenic and visual quality	The City will: • not permit further deterioration of the scenic visual quality along scenic drives and routes; • enhance the scenic experience, wherever possible, by removing moveable obstructions (e.g. alien vegetation); • compile a comprehensive set of guidelines for managing land uses and interventions (e.g. signage, outdoor advertising and cellular masts) and general visual impacts along scenic routes. In the interim, all developments must take note of the Scenic Drive Network Management Plan (Vol 3, 2003); and • where appropriate, encourage adjoining municipalities to define and manage cross-border scenic routes within their administrative areas. Specific action(s) • Develop more detailed guidelines for managing land uses and other interventions along scenic routes. • Where appropriate, use overlay zones as per the CTZS, to protect and enhance valuable scenic routes.	P48.1 Land use management decisions must protect and enhance the scenic visual quality along scenic drives and routes and other places of scenic and visual quality (Refer Table 5.13). P48.2 All land use management decisions should be guided by the Scenic Drive Network Management Plan (Vol 3, 2003) or subsequently approved Management Plan/s.	• City's Scenic Drive Network Management Plan (2003) • City's Outdoor Advertising and Signage Bylaw (2001) • Cellular Telecommunication Infrastructure Policy (2002)
Policy 49 Identify additional scenic routes	As the city develops, it may be necessary to identify additional scenic routes, using the criteria outlined in the Scenic Drives Network – Volume 1: Study Report (1998). Specific action(s) • Review and update the Scenic Drives Network – Volume 1: Study Report (1998).		

Scenic routes (SRs)

Scenic routes are public roads that traverse areas of outstanding scenic quality or that provide a view of scenic areas. Scenic routes facilitate appreciation of Cape Town's natural, built and cultural heritage, and in themselves have become attractions – they are memorable gateways into and out of the city. The tourism and recreational potential of the metropolitan area is enhanced by the user's scenic experience and understanding. The following two types of scenic routes have been identified on Map 5.8:

- SR1 routes are limited-access routes that traverse areas of high scenic quality (such as Chapman's Peak).
- SR2 routes traverse areas of high scenic quality, and are frequently accessed (such as Hout Bay Main Road).

Table 5.13: Scenic route land use management guidelines:

The scenic route land use management guidelines include the following:

- All development and other interventions within the scenic envelope as well as the scenic corridor shall be subject to the approved policies and guidelines for scenic drives/routes. These conditions should be reinforced through District SDPs, local spatial plans and zoning regulations.
- All future buildings, roads and infrastructure, including power lines, alongside designated scenic routes, or that can be seen from scenic routes, should be positioned and designed according to relevant guidelines.
- Pipelines, transmission lines and telecommunications masts should be aligned with existing and proposed transport (road and/or rail) corridors, rather than along point-to-point cross-country routes (provided that this does not affect cultural and scenic landscapes).

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

5.3.6 Promote accessible, citywide destination places

PROMOTE ACCESSIBLE, CITYWIDE DESTINATION PLACES			
POLICY STATEMENTS	WHAT THIS MEANS/REQUIRES	POLICY GUIDELINES	RELATED LEGIS /POLICIES
Policy 50 Develop high-quality, accessible destinations and public spaces in newly developed and neglected areas	Develop unused or underused opportunities, and create opportunities in areas that are underserved by places of high amenity/cultural value. The identification of new destination places should be informed by the criteria in Table 5.14. New destinations' quality should exemplify and complement existing places, such as Groot Constantia, Cape Point, Kirstenbosch, the V&A Waterfront and the Sea Point Promenade, and should unlock recreational, tourism and economic opportunities. Prioritise the creation and improvement of multifunctional public spaces in previously disadvantaged areas and underserved areas. Specific action(s) Identify underutilised opportunities to be investigated: • Athlone Power Station • Durbanville and Somerset West winelands • Mamre Mission Station • Driftsands-Swartklip Park • West Coast and False Bay coastal nodes • Princess Vlei • Sand Industria • Struggle sites (e.g. Langa Pass office) • Sites associated with slavery • Silwerstroomstrand • Strand Jetty Precinct	P50.1 Land use management decisions must protect and enhance existing and potential destination places, including access to these places. P50.2 Identified heritage places that are also potential destination places, must be appropriately protected and developed.	

Table 5.14: Criteria for the identification of destination places

Use the following criteria to identify destination places:

- Should contain or act as gateways to elements of natural/scenic beauty, relate to a site/landscape/event of historical/cultural/natural significance, and/or display significant innovation/creativity in built form
- Must be a permanent/fixed feature in Cape Town
- Must be either an established place that is well used by a community, or a place that facilitates access to a previously underutilised, inaccessible or neglected area of significance
- Location should generate recreational, tourism and economic opportunities, especially in disadvantaged areas
- New destination places should be targeted in underserved areas
- Must allow safe and equal access to all members of the public

Note: The date of endorsement/approval of City policies has been used rather than the date of their production, and legislation and policies referred to in the CTSDF will be superseded by future revisions and updates.

6 THE CAPE TOWN SPATIAL DEVELOPMENT FRAMEWORK

The urban structure plans (i.e. old Guide Plans) that were approved in the 1980s established a spatial structure that has since served as a binding framework, regulating the development of Cape Town. In order to replace the urban structure plans, the CTSDF is required to be of a similar level of detail, to provide spatial direction to the city's future growth and development.

The 'structure plan' approach to managing the process of urban development demarcates land uses that spatially depict the suitability of land use activities. However, urban development processes are dynamic, and require flexibility to respond to change within the established urban structure. The land use classification system established by the CTSDF is therefore intentionally broad in order to reduce unnecessary amendments, and to retain a level of flexibility within the parameters of the defined urban structure. Local area guidance will be provided by District SDPs and local area planning frameworks approved at a lower level of planning status. As discussed in section 1.4, the CTSDF shall not confer or take away any rights in respect of land.

The Urban and Coastal Edge – as well as major land-extensive precautionary areas – have been generated on a geographic information system, which will reduce the need for consistency rulings. All other components are notional, and consistency rulings will be guided by the process described in section 1.4.

The Cape Town Spatial Development Framework (see Map 6.1) comprises:

- Spatial Planning Categories (SPCs);
- Transport infrastructure;
- Major land-extensive precautionary areas;
- Development edges; and
- Conceptual designation(s).

6.1 Spatial Planning Categories (SPCs)

The CTSDF land use classification system is consistent with the bioregional planning framework adopted by the PSDF (2009). The SPCs specify the inherent land use suitability of the city's environmental, cultural and urban landscapes. The relationship between SPCs, the biodiversity network and the Metropolitan Open Space System (MOSS) is shown in Appendix C(i).

Table 6.1: Spatial Planning Categories (SPCs)

SPATIAL PLANNING CATEGORIES		RELEVANT POLICIES[32]
Core 1	Statutory conservation areas (biodiversity areas that are formally protected and managed); critical biodiversity areas; conservation priority zones; critical, irreplaceable and restorable biodiversity sites; public conservation areas and private conservation areas.	P1, P25-27
Core 2	Ecological corridors; critical ecological support areas; significant coastal and dune protection zones; major river corridors and water bodies, excluding wastewater treatment works.	P1, P25-27
Buffer 1	Rural areas, game and livestock farming areas, and other natural vegetation areas that do not form part of the core areas, but are recognised as areas that could provide opportunities to establish biodiversity offsets. Essential utility service infrastructure may be accommodated in buffer 1 areas.	P24-27, P32, P33
Buffer 2	Other ecological support areas, transformed game and livestock farming areas, and rural areas that do not form part of core 1 or core 2 areas. Essential utility service infrastructure, cemeteries outside the urban edge, and areas zoned public open space may be accommodated in buffer 2 areas.	P25-27
High-potential and unique agricultural land	High-potential and unique agricultural land worthy of long-term protection given unique production, cultural and heritage attributes. Essential utility service infrastructure may be accommodated in high-potential and unique agricultural areas.	P25, P28, P31-33
Agricultural areas of significant value	Agricultural areas of significant value given (1) existing use; (2) potential and emerging agricultural use due to new cultivation technology, availability of irrigation water, new varieties and crop types, and the realisation of terroir qualities; and (3) food security. Essential utility service infrastructure may be accommodated in agricultural areas of significant value.	P25, P28, P31-33
Smallholdings	Extensive land units (ranging in size) located outside the Urban Edge. Essential utility service infrastructure may be accommodated in smallholding areas.	P32-34
Urban development	Buildings and infrastructure with a residential purpose as well as offices, shops, community facilities and other associated buildings, infrastructure and public open space necessary to provide for proper functioning of urban areas, and amenity and recreation. The term 'urban development' includes golf estates, vineyard estates with a residential component, equestrian estates with a residential component, rural living estates, eco-estates, gated communities and regional shopping centres. Urban development excludes noxious industry, and generally excludes land for industrial purposes. However, service trades that generate a low impact on surrounding urban uses may be permissible if the nature and type of service trade are deemed to form an integral part of an area demarcated for urban development purposes.	P1-P50
Industrial development	Permits all forms of industrial land uses, except noxious industries. Allowance is made for limited forms of non-industrial activity, such as a factory shop, service station, and motor repair garage, but these activities should not compromise the general use of the industrial area.	P4, P5, P7, P8, 16
Noxious industry	Comprises hazardous and noxious land uses in terms of smell, product, waste or other objectionable consequences of operation, or that carries a high risk in the event of fire or accident. Land uses surrounding risk industry sites should be carefully managed.	P4, P5, P7, P8, P16

32 This list is not exhaustive.

6.2 Transport infrastructure

Railway lines, railway stations, IRT trunk routes and IRT trunk stations are identified on Map 6.1.

Table 6.2: Transport infrastructure

TRANSPORT INFRASTRUCTURE		RELEVANT POLICIES[33]
Railway lines and stations	Existing, planned and priority railway lines are indicated in the CTSDF. The rail network provides for mobility over longer trip distances. The hierarchy of stations supporting the rail service are primary points of accessibility, particularly when associated with areas of high road-based accessibility, and can potentially support intense concentrations of activity and medium to high land use densities. Rail corridors and areas surrounding railway stations are generally suitable for a wide range of urban development uses at medium to high densities. Generally, the classification of a station in terms of its typology should inform the form and scale of development within and surrounding the station precinct.	P9-P18
IRT (trunk routes) and stations	IRT trunk routes provide mobility through access-controlled right-of-way infrastructure and public transport high-occupancy vehicle priority lanes. The hierarchy of stations supporting the IRT service are primary points of accessibility, particularly when associated with areas of high road based accessibility, and can potentially support intense concentrations of activity and medium to high land use densities. IRT corridors and areas surrounding IRT trunk stations are generally suitable for a range of urban development uses at medium to high densities. Generally, the classification of a station in terms of its typology should inform the form and scale of development within and surrounding the station precinct.	P9-P18

6.3 Major land-extensive precautionary areas

Major land-extensive precautionary areas surround land uses that, by their nature, generate objectionable consequences. These areas are generally defined at a cadastral level, and are likely to present a form of risk to development or activities. Although this may not exclude any underlying use (e.g. urban development), the risks related to the identified precautionary areas may place certain restrictions on development (i.e. in terms of use, density or form).

Table 6.3: Major land-extensive precautionary areas

MAJOR LAND-EXTENSIVE PRECAUTIONARY AREAS		RELEVANT POLICIES[34]
CTIA noise cones	Noise contour lines are produced from a series of mathematical equations that simulate aircraft noise levels. Noise contours assist with planning and protecting the public against noise. Urban development in the vicinity of the CTIA must be within the framework of restrictions imposed upon the use of land within the CTIA noise zones. Future runway realignment and/or runway construction may, subject to obtaining the necessary approvals, cause a shift in the airport noise cones.	P24
KNPS exclusion zones	Precautionary Action Zone (PAZ): The area within 5 km from the point (X = -2727.4000, Y = -3727966.6500)[35] that is the midpoint of the reactor buildings. Urgent Protective Action Zone (UPZ): The area from the PAZ (5 km) boundary to 16 km from the point (X = -52727.4000, Y = -3727966.6500)[36] that is the midpoint of the reactor buildings. Formal emergency planning zone: The area within 16 km from the point (X = -52727.4000, Y = -3727966.6500)[37] that is the midpoint of the reactor buildings. Refer to the development controls in Table 5.7 associated with the KNPS exclusion zones. These development controls will be superseded by national 'Regulations on Development in the Formal Emergency Planning Zone of KNPS, when approved.	P24
Utility service infrastructure	Utility service infrastructure includes, but is not limited to, wastewater treatment works, landfill sites and transfer stations. Essential infrastructure may be accommodated in buffer 1, buffer 2, agricultural and smallholding areas. Buffer areas surrounding utility service infrastructure, which by its operation generates objectionable consequences, must be carefully managed.	P24

33 This list is not exhaustive.
34 This list is not exhaustive.
35 WGS84 Transverse Mercator.
36 WGS84 Transverse Mercator.
37 WGS84 Transverse Mercator.

6.4 Development edges

Development edges are demarcated lines defining the outer limits of urban development for a determined period of time. Two types of edge lines have been identified on Map 6.1, namely the Urban Edge line and the Coastal Edge line. The urban edge shown on Map 6.1 constitutes the 'medium term Urban Edge' (PSDF, 2009).

Table 6.4: Development edges

DEVELOPMENT EDGES		RELEVANT POLICIES[38]
Urban Edge	The Urban Edge is a medium to long-term edge line, demarcated in such a position as to phase urban growth appropriately, or to protect natural resources.	P22, P23, P25, P26, P28, P33
Coastal Edge	Demarcated area around the coast in such a position as to limit urban development, primarily to protect coastal resources, and avoid hazards and financial risks pertaining to areas at risk of flooding.	P22, P23, P25-27

6.5 Conceptual designation(s)

The conceptual designations identified by the CTSDF have significance for guiding and informing urban development, but are not precisely geographically defined (or exclusive) areas, but rather conceptually indicated. The conceptual designations have been identified at a broad metropolitan scale. Land use management decision making and urban form should be determined through more detailed district and local-level planning to ensure that the future form of growth and development is contextually appropriate, supported by the necessary infrastructure, and does not generate unacceptable or undesirable impacts on surrounding land uses.

Route designation: Land use functionality

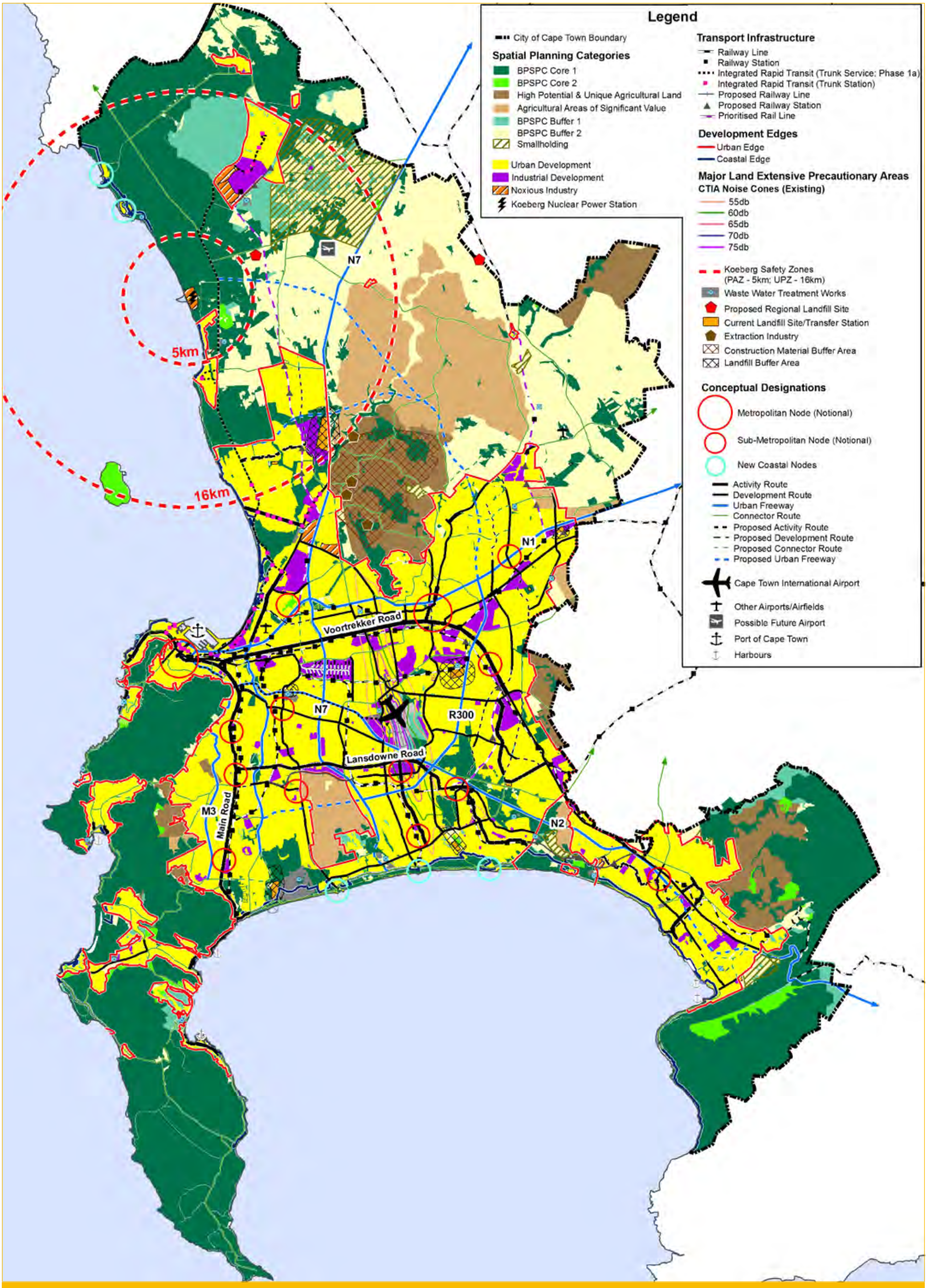
The route designation does not replace the City's Hierarchical Road Network Classification system, nor is it intended to run in parallel as a duplicate classification system. Appendix C(ii) describes the relationship between the CTSDF route designations and the DoT, the PSDF and the City's Hierarchial Road Network Classification system.

Table 6.5: Conceptual designations

CONCEPTUAL DESIGNATION(S)		RELEVANT POLICIES[39]
Urban nodes	Urban nodes are characterised by the intensity, mix and clustering of urban activities or land use at points of maximum accessibility, exposure, convenience and urban opportunity. The role and function of urban nodes are differentiated in terms of scale (metropolitan, submetropolitan, district, local).	P3-P5, P7, P8, P10, P15, P16, P22, P39, P40
New coastal nodes	New coastal nodes are typically also destination-type places that are areas of attraction on the coast – some of which have not been cadastrally defined and require more detailed planning. Coastal nodes are usually associated with forms of development that support their function as a point of attraction, without detracting from it. Coastal nodes make responsible use of the social and economic benefits of the coast, and have been identified in locations that allow natural systems to function sustainably and are protected from flood risk. In these areas, public access to the coast must be preserved.	P1, P7, P23, P27, P48, 50
Activity routes	Activity routes are characterised by strip and/or nodal urban development along sections of the route. Activity routes are generally supported by a mix of land uses and higher-density urban development. They are characterised by direct access and interrupted movement flows, especially at bus and taxi stops and traffic lights.	P3-6, P8, P10, P11, P13-16, P35, P39
Development routes	Development routes have a greater mobility function than activity routes. Mixed land uses and higher-density development tend to be nodal, with access provided at intersections, and are generally linked to parallel and connecting side routes. Development routes may include short stretches of activity route-type development.	P3-6, P8, P10, P11, P13-16, P35, P39
Urban freeways	Urban freeways fulfil a mobility function, and do not permit direct access to abutting land uses. The high connectivity provided by direct freeway/expressway connections tends to attract manufacturing, warehousing, major retail and industrial land uses. These opportunities tend to be realised around key intersections or off-ramps, and on roads running parallel or linked to freeways.	P6, P8, P10, P14-16
Connector routes	Connector routes connect different areas of the city, and are typically characterised by high volumes of fast-moving traffic. In some instances, direct access to abutting land uses and residential properties is provided along connector routes.	P8, P10, P14-16

38 This list is not exhaustive.

39 This list is not exhaustive.



Map 6.1: Cape Town Spatial Development Framework

7 THE WAY FORWARD

To ensure the practical application of the spatial principles, concepts, strategies and policies outlined in the CTSDF, a multifaceted implementation strategy, which includes the following actions, is required:

- Put the building blocks of the policy-driven land use management system (LUMS) in place.
- Review of the CTSDF and related policies.
- Prepare a 15-year Growth Management Plan.

7.1 Put the building blocks of the policy-driven land use management system in place

The primary building blocks of the LUMS that the City is introducing are the CTSDF, District SDPs and the new CTZS. The approval of the CTSDF as a structure plan in terms of section 4(6) of LUPO and section 34 of the MSA is the first step in the implementation of this LUMS.

Other necessary actions relate to the development and/or refinement of plans, policies and systems, namely:

- implementation and continued improvement of the CTZS;
- further rationalisation of plans and policies and/or the drafting of new plans and policies (see section 7.1.1);
- design and introduction of uniform and improved workflows, procedures, correspondence and systems to ensure legal compliance and improve administrative efficiency;
- setting up of a web-based information system; and
- introducing a system to monitor development applications' compliance with the plans and policies, and the implementation of the CTSDF and related plans via the IDP.

7.1.1 Tasks arising out of the policy statements and their prioritisation

Table 7.1 summarises the necessary in-depth studies, new policies and workstreams of citywide significance arising out of the policy statements and guidelines. Given the resource shortages within the City, it is important that the Strategy and Planning Directorate has clear criteria for the identification and prioritisation of further work of citywide significance.

The criteria proposed below are based on the Framework for the Selection and Prioritisation of Areas for Local Area Planning Initiatives, approved by the City's Planning and Environment Portfolio Committee (PEPCO) in April 2010.

Any further policy/study should:

- focus on meeting critical information needs/gaps;
- have been referred to in the CTSDF policy statements or other PEPCO-approved policies;
- respond to 'significant' planning challenges that are of citywide significance;
- support the reinforcement and alignment of strategies, policies and programmes of the Spatial Planning and Urban Design Department and related departments;
- promote the equitable allocation of planning resources in 'high-impact' locations or on high-impact issues;
- contribute to resource and administrative efficiency as well as successful implementation; and
- put in place tools that will improve the quality of decision-making.

Table 7.1: Schedule of in-depth studies and actions arising out of the policy statements

STRATEGY	POL REF.	TASK	RESP. CITY DEPT.	SUPPORTING CITY DEPTS/ DIRECTORATE
Plan for employment and improve access to economic opportunities	2	Streamline land use planning processes and integration with heritage and environmental processes	P&BDM	ERMD and SPUD
	2	Prepare and regularly update an Economic Areas Plan	SPUD	ED, USD, TR&S and P&BDM
	5	Expand the Urban Development Zones and actively promote the incentive	SPUD	ED, P&BDM and HSD
	6	Ensure the appropriate institutional structures are in place to promote regional economic planning	EMT	ED and SPUD
	9	Engage relevant authorities around the alignment and prioritisation of the IRT and rail network investment in the Metro Southeast	TR&S	SPUD
	12	Engage with PRASA to prioritise improvements to the passenger rail service	TR&S	
	15	Lobby relevant authorities to reinforce and enhance identified declining areas in the urban core corridor and the eastern corridor	ED, TR&S, USD	SPUD
	15	Lobby relevant authorities to prioritise investment in public transport services in the eastern corridor	TR&S	SPUD
	17	Engage the National Department of Transport, PGWC, South African Civil Aviation Authority, Airports Company South Africa, Air Traffic Navigation Services and South African National Defence Force regarding the development of an integrated system of airports	SPUD	TR&S
	18	Engage with National Departments of Public Works and Environmental Affairs, SA Navy, Transnet and Victoria and Alfred Waterfront regarding the interface between the harbour and surrounding areas	SPUD	TR&S, P&BDM, USD
	18	Assist TR&S with the preparation of a freight management plan	TR&S	SPUD

STRATEGY	POL REF.	TASK	RESP. CITY DEPT.	SUPPORTING CITY DEPTS/ DIRECTORATE
Manage urban growth, and create a balance between urban development and environmental protection	20	Prepare a 15-Year Growth Management Plan	EMT	USD, TR&S and SPUD
	20	Put appropriate institutional mechanisms in place to align cross-border spatial planning and growth management	EMT	USD, TR&S and SPUD
	21	Studies which broaden City's understanding of formal and informal property markets	SPUD	HSD and P&BDM
	21	Lobby provincial and national departments responsible for planning reform to support a stepped approach to housing and tenure and the development of a single property market	P&BDM	SPUD
	23	Align and update the Council approved land use guidelines for Urban Edge management zones (2001) on either side of the Urban Edge	SPUD	P&BDM and ERMD
	23	Finalise the Coastal Protection Zone Management Bylaw	ERMD and P&BDM	SPUD
	23	Coastal Development Framework	SPUD	ERMD and P&BDM
	24	Update relevant components of the Koeberg Nuclear Emergency Plan	DM	SPUD, P&BDM and TR&S
	24	Review and update the Koeberg town planning assessment criteria	P&BM	SPUD and DM
	25	Prepare a Bio-regional Plan in accordance with NEMBA (Act 10 of 2004)	ERMD	SPUD and P&BDM
	27	Prepare local spatial plans for Silwerstroomstrand, Mnandi and Monwabisi, and facilitate their implementation	SPUD	ERMD and P&BDM
	28	Investigate the feasibility of "high potential and unique agricultural areas" being declared agricultural/cultural landscapes	ERMD	SPUD and P&BDM
	28	Police non-conforming uses in the Philippi horticultural area	P&BDM	
	29	Schaapkraal Urban Edge Review	SPUD	P&BDM , ERMD, TR&S and USD
	30	Prepare Resource Efficient Development Policy	P&BDM	ERMD, SPUD and USD
	32	Determine a maximum contour height, higher than which any built form will not be permitted in District SDP and/or local plans	SPUD	P&BDM
	34	Prepare an N1 Corridor Development Plan in collaboration with surrounding municipalities (to be led by PGWC's DEA&DP)	SPUD	TR&S and USD
	34	Prepare urban design and landscape framework for urban gateways	SPUD	P&BDM and ERMD
Build an inclusive, vibrant, integrated city	36	Support the preparation of a cross-sectoral informal settlements upgrading plan	HSD	SPUD
	38	Maintain and update the undeveloped and partially developed land database	SPUD	
	38	Identify potential housing sites that merit further investigation in District SDPs and appropriate local plans	SPUD	P&BDM, HSD and ERMD
	41	Prepare policies and guidelines for the provision and distribution of social facilities, recreational spaces and public institutions.	P&BDM	SPUD, CPD and S&RD
	42	Compile and obtain approval for the Urban Design Policy	SPUD	
	42	Provide training to P&BDM officials regarding use of the Urban Design Policy	SPUD	P&BDM
	43	Update and maintain the City's Heritage Asset Inventory	ERMD	SPUD and P&BDM
	43	Identify cultural landscapes and sites where an Environmental Overlay Zone and/or Heritage Overlay Zone (when approved) should be introduced	ERMD	SPUD and P&BDM
	48	Develop more detailed guidelines for managing land uses and other interventions along scenic routes	SPUD	P&BDM and ERMD
	49	Review and update the Scenic Drives Network – Vol 1 & 3 Study Report (1998)	SPUD	P&BDM and ERMD

LIST OF ACRONYMS			
CPD	City Parks Department	PGWC	Provincial Government Western Cape
DEA&DP	Department of Environment and Development Planning (PG:WC)	S&RD	Sports and Recreation Department
ED	Economic Department	SPUD	Spatial Planning and Urban Design Department
ERMD	Environmental Resource Management Department	TR&S	Transport, Roads and Stormwater
HSD	Human Settlements Directorate	USD	Utility Services Directorate
P&BDM	Planning and Building Development Management		

7.2 Review of the Cape Town Spatial Development Framework and related policies

The dynamic nature of urban development requires that the policies, guidelines and development edges laid down in the CTSDF must be reviewed from time to time and, if necessary, adjusted to ensure they remain relevant and appropriate. Section 4 (8) of LUPO (No. 15 of 1985) requires that the CTSDF be reviewed a minimum of every ten years, or more frequently if deemed necessary. Section 34 of the MSA (No 32 of 2000) requires that the IDP (which includes the CTSDF) be reviewed annually.

The reviews should take the following into account:

- changing local, national and global dynamics;
- the impacts of climate change, peak oil and other major events;
- population, residential and economic growth trends;
- new and updated information related to, for instance, natural resources and infrastructure provision;
- ongoing heritage auditing, identification and inventories; and
- performance against approved measurements.

In terms of the CTSDF and Development Edges Policy: Urban and Coastal Edges (draft 2010), the City has committed itself to City-led five-yearly reviews of the Urban Edge. The criteria for reviewing the Urban Edge, and the procedure that will be followed, are outlined in the aforementioned policy.

7.3 Prepare a 15-Year Growth Management Plan

For the City to meet the commitments outlined in the CDS, the CTSDF and sector-based policies, plans and budgets need to be aligned. While the IDP provides a platform for cross-sectoral planning, budgeting and implementation on a five-year basis, it needs to be supported by a 15-year Growth Management Plan that provides a medium-term link between the CDS, CTSDF and medium-term sectoral plans/master plans and strategic and asset maintenance investment priorities. This Growth Management Plan should align investment locations, and establish clear targets and programmes for capital expenditure. It should be reviewed annually when the IDP is reviewed. For the Growth Management Plan to be effective, it needs to be developed in collaboration with all spheres of government, surrounding municipalities, the private sector and communities.

The objectives of the Growth Management Plan should be to:

- identify and spatially depict sector-linked interventions and investment;
- harmonise spatial and infrastructure forward planning;
- determine the preferred phasing of the city's spatial development;
- identify infrastructure hot spots, where enhancement of development rights may need to be limited in the short to medium term, and establish monitoring mechanisms to review their status;
- prioritise and align the priority action areas spatially and sectorally;
- identify the cross-sectoral programme and project-level planning and budgeting required to support the implementation of the prioritised action areas;
- identify the policies, economic, administrative/regulatory and financial measures, and/or institutional arrangements that need to be investigated or introduced to support implementation related to the priority action areas;
- align the City's budget spatially and cross-sectorally; and
- align the City's capital budget with that of surrounding municipalities and spheres of government.

Definition of a 'priority action' area

A priority action area is a location requiring intervention or action by the City, other spheres of government, and state-owned enterprises. The interventions may take a variety of forms, e.g. dealing with 'crime and grime', investing in bulk infrastructure and social facilities, improvements to the quality of the built environment, or the introduction of development incentives.

During the preparation of the CTSDF, a number of short to medium-term priority action areas of metropolitan significance were identified. They need to be supplemented with the priority action areas identified in the District SDPs, aligned with sector-based strategic and asset maintenance investment priorities, and prioritised through the IDP and 15-year growth management plan.

The priority action areas identified are based on current available information and plans, and are therefore likely to change over time. The Spatial Planning and Urban Design Department will, as part of the annual IDP review process, assess the progress made in the priority action areas, and amend and/or add to them.

The priority action areas have been grouped as follows, and are outlined in detail below:

- Transport
- Housing and infrastructure
- Social
- Economic
- Environmental

Phased implementation of the integrated rapid transit system

It is envisaged that the IRT system will be rolled out in phases over the next 15 to 20 years, with the initial focus on implementing Phase 1A by June 2013, to match funding availability, and the remainder of Phase 1 by 2015. Phase 1 focuses on the central city and the West Coast (Table View/ Du Noon, as far as Atlantis and Mamre). Phase 2 is intended to address the substantial public transport needs of the Metro Southeast, including Khayelitsha and Mitchells Plain. Phases 3 and 4 include the Durbanville and Delft/Helderberg areas respectively, as shown on Map 7.1 (IRT business plan, 2010).

Table 7.2: Transport priority action areas (see Map 7.1)

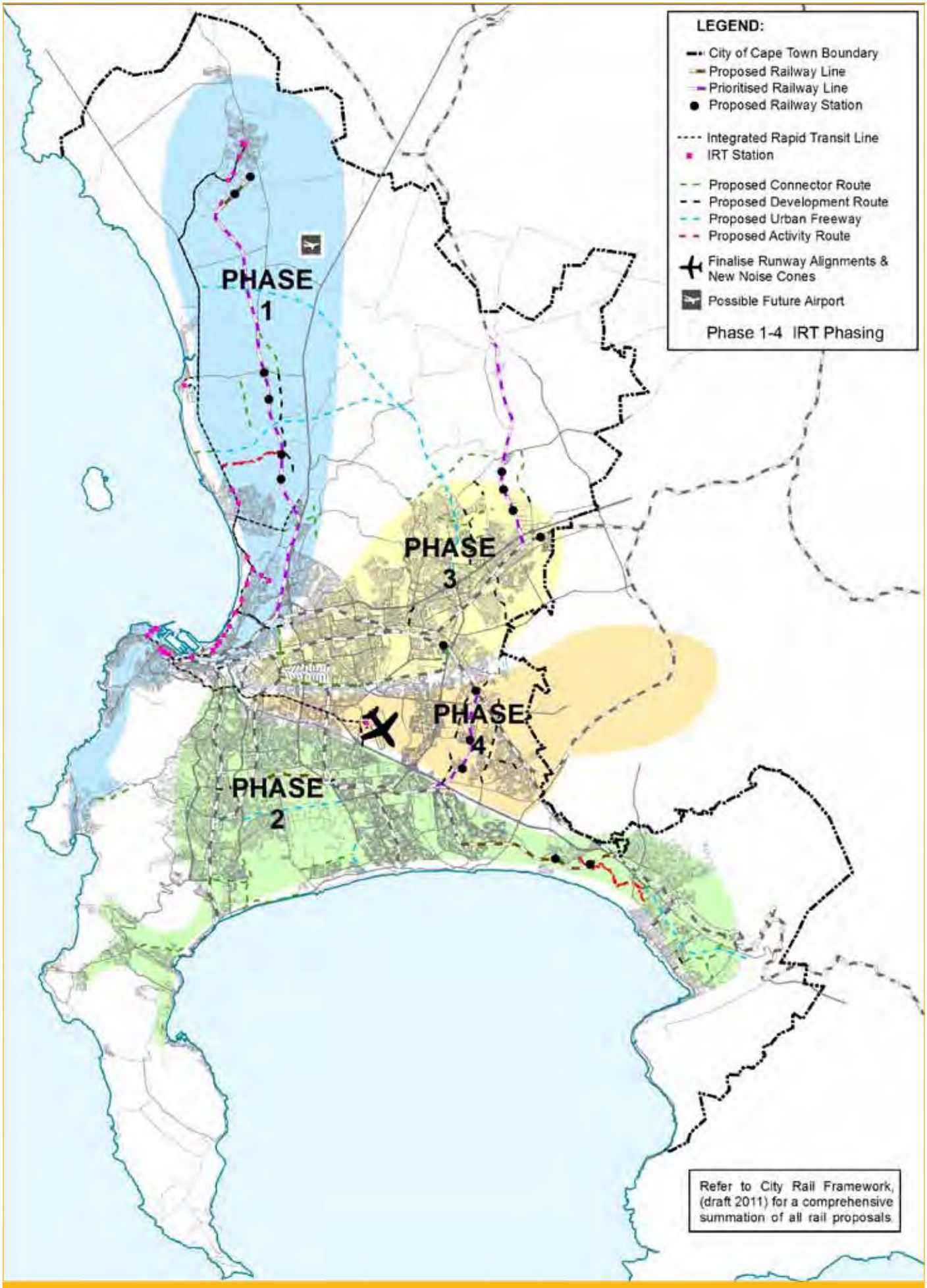
INTERVENTION	LOCATIONS
Roads	See Map 7.1
IRT	Phase 1 – Phase 4
New rail link (when demand is sufficient)	Khayelitsha to Bellville
Introduction of passenger rail (when demand is sufficient)	Kraaifontein to Malmesbury (improved level of service), Windemere to Parklands passenger rail
Intensified mixed-use development surrounding IRT stations	All IRT stations, where feasible. Scale and form of development to be informed by the hierarchy of station typologies.
Mixed-use development surrounding prioritised rail stations	Scale and form of development to be informed by the hierarchy of station typologies. Public sector prioritisation to be determined through existing Joint Planning and Development Committee, which includes representatives of PRASA/Intersite and the City.

Table 7.3: Economic priority action areas

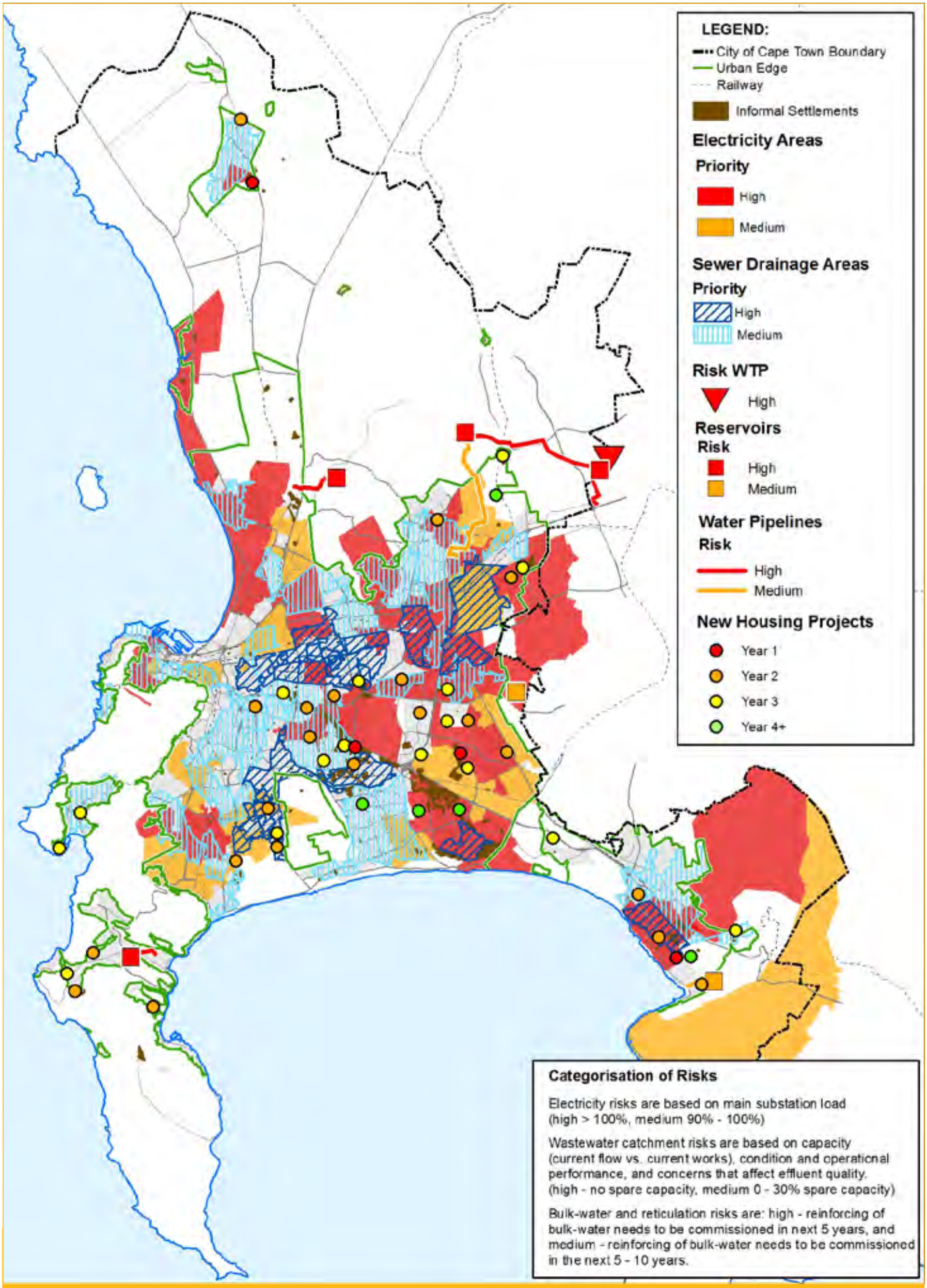
INTERVENTION	LOCATIONS
Private sector to be encouraged	Bellville CBD, vicinity of CTIA and Belcon, inside the urban edge along N2 adjacent to Macassar and Heartlands in the Strand. Also see Economic Areas Plan (to be drafted).
Public-sector investment to attract private-sector investment	Metropolitan Southeast and Atlantis, and government-subsidised housing areas more generally. In the short term, Khayelitsha CBD, Mitchells Plain town centre, Philippi industrial area and surrounds, and the Atlantis industrial area are a priority (See Map 5.2). Also see Economic Areas Plan (to be drafted).
Metro-significant mixed-use coastal nodes	Monwabisi, Kapteinsklip, Mnandi, Strandfontein, Silwerstroomstrand, Strand, Muizenberg and Table View to Blouberg. (See Map 5.2)
Strategic state-owned sites –planning/ public intervention	Swartklip/Armscor, Stikland Hospital, Belcon, Culemborg, Blaauwberg Conservation Area, False Bay coastline (especially Monwabisi, Kapteinsklip and Strandfontein, the False Bay walkway), Silwerstroomstrand and erf 1117
Major investment in economic gateways	Cape Town harbour, CTIA, Transnet's freight hub (Belcon), Saldanha-to-Cape Town oil pipeline
Tourism development areas	Blaauwberg (Atlantis), Blaauwberg (Milnerton – Bloubergstrand), City Bowl, Rondebosch/Westlake, Cape Flats and Metro Souteast, Peninsula (Houtbay – Kommetjie), Peninsula (Muizenberg – Simon's Town), Cape Point, Helderberg Basin, Tygerberg/Oostenberg and Durbanville (see Map 5.8)
Tourism/visual gateways	Municipal boundary and R27, N7, R44 and N2 (Sir Lowry's Pass) (See Map 5.8)

Table 7.4: Housing and infrastructure priority action areas (see Map 7.2).

INTERVENTION	LOCATIONS
Proposed housing projects	See Map 7.2
Informal settlements upgrading	See Map 7.2
New development areas inside the urban edge	See Map 5.3
Wastewater treatment works – current risks and draft capacity shortfalls for planned urban development inside the urban edge	See Map 7.2 for current risks. The additional capacity required at the various wastewater treatment works to accommodate urban development on the land inside the urban edge is Athlone (50 ML/day), Bellville (2 ML/day over and above current extension), Borcherds Quarry (3 ML/day), Fisantekraal (24 ML/day over and above the Phase 1 development); Green Point sea outfall (6 ML/day), Hout Bay sea outfall (2,2 ML/day), Macassar (12 ML/day), Mitchells Plain (4,0 ML/day), Potsdam (45 ML/day); Scottsdene (2 ML/day), Wesfleur (8 ML/day), Wildevoëlvlei (1 ML/day), Zandvliet (36 ML/day over and above current extensions)
Bulk-water supply – water treatment plants, reservoirs and pipelines required to accommodate urban growth	See Map 7.2
Electricity supply	See Map 7.2
Critical asset maintenance and upgrade areas	To be determined by the Infrastructure Maintenance Plan (draft)
Climate change mitigation areas	Existing road, railway lines, electricity, wastewater and water-related infrastructure, developed areas located on the seaside of the coastal edge line, and in the areas prone to flooding in the longer term



Map 7.1: Transport & roads priority action areas



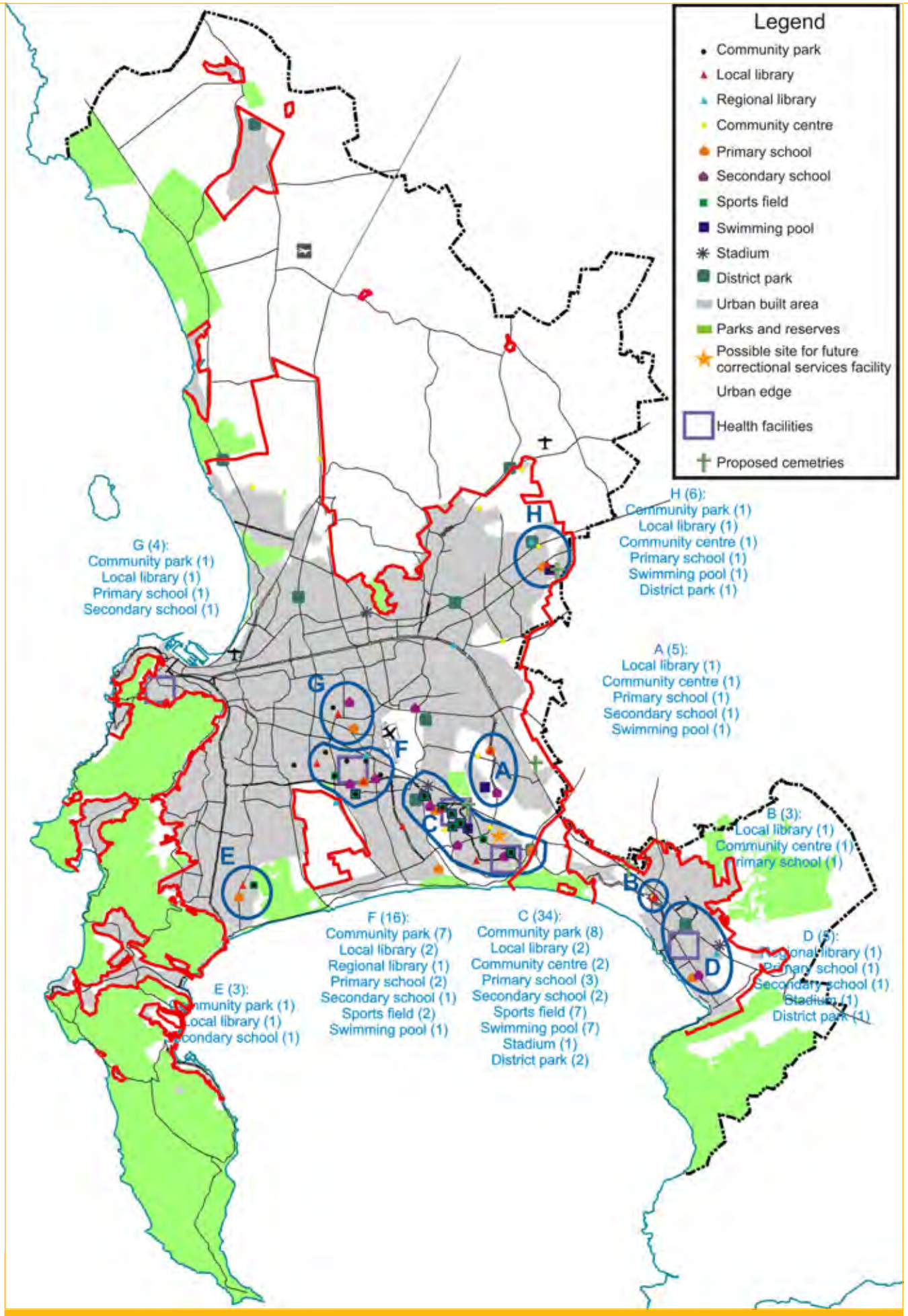
Map 7.2: Infrastructure and housing priority action areas

Table 7.5: Environmental priority action areas

INTERVENTION	LOCATIONS
Cultural and heritage landscape protection	Philippi, Constantia, Lourensford, Durbanville, Mamre, Philadelphia and Eerste River (see Map 5.8).
Biodiversity network (Bionet)	See Map 5.5. Included are South Bionet (Cape Peninsula Protected Natural Environment and area surrounding Table Mountain National Park); West Coast Bionet (southern core of Cape West Coast Biosphere Reserve, Mamre commonage, and the link to Pella, Witzands and Blaauwberg Conservation Areas, including Vissershok and Schoongezicht nodes); False Bay Coastline Bionet (False Bay Ecology Park, False Bay coastal strip to Macassar Dunes, Swartklip and the Kuils River corridor); Central Bionet (Tygerberg Hills remnants north and east of Tygerberg Nature Reserve); East Bionet (Harmony Flats and surrounding remnants); Citywide Bionet (priority City, provincial and national government-owned land on the Bionet)
Increased policing of non-conforming land uses in smallholding and farming areas	Philippi Horticultural Area, Botfontein smallholdings, Klein Dassenberg smallholdings (see Map 5.7) and the high potential and unique agricultural areas in Somerset West, Durbanville Hills and Constantia Valley.

Table 7.6: Social priority action areas (see Map 7.3)

FACILITY	E ON MAP	F ON MAP	G ON MAP	H ON MAP	C ON MAP	D ON MAP	B ON MAP	A ON MAP
District park				1	2	1		
Community park	1	7	1	1	8			
Regional library		1				1		
Local library	1	2	1	1	2		1	1
Community centre				1	2		1	1
Primary school		2	1	1	3	1	1	1
Secondary school	1	1	1		2	1		1
Sports fields		2			7			
Swimming Pool		1		1	7			1
Stadium					1	1		
Health facilities	See Map 7.3							
Correctional facility	See Map 7.3							
Cemeteries	See Map 7.3							
Recreation in the natural environment	All City-managed and/or supported nature reserves, e.g. Tygerberg Hills, Blaauwberg Conservation Area and TMNP							



Map 7.3: Social facilities & recreational open space priority action areas

APPENDIX A

List of planning documents to be withdrawn

It is the City of Cape Town's intention that the Cape Town Spatial Development Framework (CTSDF) and the eight District Spatial Development Plans (DSDPs) will replace and/or downgrade the status of the following plans:

A. Urban Structure Plans (previously Guide Plans)

Guide plans that were promulgated in terms of the Physical Planning Act (Act 88 of 1967), which are recognised as urban structure plans in terms of section 37 of the Physical Planning Act (Act 125 of 1991) and the Land Use Planning Ordinance (No. 15 of 1985). The competent authority will be asked to withdraw these plans on approval of the CTSDF.

- Guide Plan for the Cape Metropolitan Area: Peninsula (1988)
- Guide Plan for the Cape Metropolitan Area: Hottentots Holland Basin (1988)
- Portions of the Atlantis and Environs Guide Plan (1981)

B. Approved Structure Plans

These are historic (five years or older) structure plans approved in terms of section 4(6) of the Land Use Planning Ordinance (No. 15 of 1985). The competent authority will be asked to withdraw these plans upon approval of the CTSDF, and Council will then approve them as structure plans in terms of section 4(10) of the Land Use Planning Ordinance (No. 15 of 1985).

- Lansdowne Road Philippi Structure Plan (1995)
- Imhoff's Gift Local Structure Plan (1989)
- Sir Lowry's Pass Structure Plan (1997)
- Gordon's Bay Structure Plan (1989)
- De Grendel Structure Plan (1989)
- Goodwood Structure Plan (1988)
- Lower Kuils River: Blue Downs Local Structure Plan (1987)
- Weltevreden Valley Local Structure Plan (1986)
- Table View North Structure Plan (1991)
- Lower Kuils River Area Urban Structure Plan (1986)
- Benede-Kuils River: Rotterdamgebied Plaaslike Struktuurplan (1987)
- Gaylee Kleinvlei Eersterivier Struktuurplan (1989)

C. Draft structure plans

Structure plans that have been prepared for approval, but have not been statutorily approved, will be recalled.

- Helderberg Subregional Structure Plan (2000)
- Somerset West Structure Plan (2000)
- Kommetjie-Ocean View and Environs Local Structure Plan (2000)
- Fish Hoek Valley Local Structure Plan (1999)
- Southern South Peninsula Local Structure Plan (2005)
- Macassar Structure Plan (2002)

APPENDIX B

Summary of related sector legislation, policies and studies that have informed the SIA and CTSDF

- Table B.1 summarises the vision statements of key sectoral policies and their relation to the objectives of the CTSDF.
- Table B.2 lists the national and provincial legislation and other informants to the preparation of the Strategic Impact Assessment (SIA) and CTSDF, and their current legal status.
- Table B.3 lists the City's related sector policies, informants to the SIA and key infrastructure plans that support the implementation of the CTSDF policies.
- Table B.4 lists relevant in-depth spatial studies that informed the preparation of the SIA and CTSDF.

Table B.1: Relation of sector policies to the CTSDF strategies and policies

CITY SECTOR POLICIES	STRATEGY 1: PLAN FOR EMPLOYMENT, AND IMPROVE ACCESS TO ECONOMIC OPPORTUNITIES	STRATEGY 2: MANAGE URBAN GROWTH, AND CREATE A BALANCE BETWEEN URBAN DEVELOPMENT AND ENVIRONMENTAL PROTECTION	STRATEGY 3: BUILD AN INCLUSIVE, INTEGRATED, VIBRANT CITY
A Strategic Framework for a City Development Strategy for Cape Town (2010 Draft)	• Strengthen and identify economic attractors for a competitive growth economy, sustainable livelihoods and growing prosperity.	• Develop a compact and efficient urban form	• Enhance Cape Town's quality of life and facilitate social inclusion and cultural integration • Protect, honour and leverage the city's natural heritage.
Integrated Transport Plan 2006-2011 ITP Review (2011 Draft)	• Align plans for different transport modes as well as between transport, land use and economic opportunities. • Promote a good quality public transport system that provides mobility for the economically disadvantaged. • Promote good quality road and street infrastructure to support a good quality public transport system.	• Densification and urban edge policies aimed at the development of a more compact city that allows for adequate public transport thresholds. • Promote travel demand-management measures, limiting private car usage and improving road safety. • Protect the environment from pollution through reduced vehicle emissions. • Promote the use of reduced energy technologies in the maintenance of road and street networks.	• Align transport and land use planning to bring about a land use pattern in which the necessity for travel, especially by car, is minimised. • Promote sustainable travel patterns by encouraging walking, cycling and the use of public transport.
Economic Development Strategy (2011 Draft)	• Implement area-based interventions, such as development corridors, with integrated transport, land use and services including local economic development opportunities. • Position Cape Town as a globally competitive city through quality infrastructure. • Target interventions and local development in the informal settlements to enhance access to economic opportunities and address poverty and unemployment.	• Optimise the tourism potential of Cape Town's tangible and intangible heritage assets while ensuring that natural areas are conserved, and waste and pollution minimised. • Promote appropriate coastal development in line with guidelines to maximise economic value of the coast, while ensuring that natural areas remain undisturbed. • Promote densification in appropriate areas in order to reduce travel time, promote local economic development, and reduce costs of delivering services.	• Integrate 'sustainable livelihoods' approach with human settlement planning, including water and energy efficiency, and urban agriculture for food security and small business development.
Five-Year Integrated Housing Plan 2009/10–2013/14	• Plan holistically for economic, social, and physical wellbeing of residential communities.	• Support a greater use of available infill land in existing urban areas – both open tracts located within its jurisdiction, and well-located pockets within the urban core – to facilitate informal area upgrades and standalone housing projects as a step towards land tenure. • Support a balance between quantity and quality of housing and appropriately dense urban forms.	• Identify a range of housing delivery options that couples national housing programmes with an incremental delivery approach to provide initial basic services to some communities and permanent homes to others.

CITY SECTOR POLICIES	STRATEGY 1: PLAN FOR EMPLOYMENT, AND IMPROVE ACCESS TO ECONOMIC OPPORTUNITIES	STRATEGY 2: MANAGE URBAN GROWTH, AND CREATE A BALANCE BETWEEN URBAN DEVELOPMENT AND ENVIRONMENTAL PROTECTION	STRATEGY 3: BUILD AN INCLUSIVE, INTEGRATED, VIBRANT CITY
Integrated Metropolitan Environmental Policy (2001)	• Maximise the benefits of environmental assets while minimising environmental costs. • Commit to working towards a public transport system that is safe, accessible and affordable. • Minimise the need to travel and promote the use of public transport as the preferred mode of passenger travel. • Promote appropriate transportation systems which reduce environmental impacts while increasing mobility for all. • Recognise the interdependence of economic development, poverty and environment. • Support economic development strategies and initiatives that promote global competitiveness, provide jobs, reduce poverty and improve living and business environments.	• Promote clean, healthy, safe and efficient living environments, which take communities, their needs and the surrounding environment into account. • Recognise the need to manage uncontrolled urban expansion, which threatens the resources of the City of Cape Town and leads to unwanted social, environmental and economic costs, by working towards creating a more compact metropolitan area • Recognise that an effective Metropolitan Open Space System (MOSS) is essential for the protection of biodiversity in the City of Cape Town and for ensuring access to recreational opportunities for all. • Ensure that the principles and approaches of sustainable development are applied in the planning and delivery of infrastructure.	• Recognise the rich cultural history of Cape Town. • Include cultural values, sites and landscapes of historic significance, areas of scenic beauty and places of spiritual importance in planning and decision-making. • Emphasise the upgrade of the living environments of the urban poor.
Cultural Heritage Strategy (2005)	• Growth and development are essential to the economic life of a city and its inhabitants. Heritage management should seek to work within and guide development, to protect heritage resources and to support economic growth. • Heritage resources are valuable economic resources, especially with respect to tourism. Attractive, adaptive reuse of historic buildings, applied sensitively, can encourage investment and support economic growth, while conserving and enhancing the unique character of the city. • To be effective, heritage decisions should be integrated with economic, environmental and planning processes.	• Heritage resource management needs to be sustainable to ensure success. To ensure a sustainable heritage environment, management should balance demands placed on the environment by people and commercial activities, without reducing the capacity of the environment to provide for itself and for future generations. • The restoration and appropriate reuse of historic structures are a possible catalyst in the urban regeneration of Cape Town. The management of heritage sites and structures is most successful when integrated with general conservation and development strategies for urban regeneration.	• Citizens should enjoy rights of access to public heritage resources as part of the common legacy of the historic city. Access to heritage resources should not be restricted on the grounds of gender, disability or race. • The City will ensure that the heritage environment is enriched by the cultural diversity of the communities of Cape Town through the encouragement of events and traditions, and the commemoration and conservation of heritage sites and structures that represent the histories of many communities. • The city and its surrounding areas represent a unique and dramatic natural and cultural landscape. Within this landscape, a wide variety of cultural landscapes can be identified, which differ in scale and nature. They provide evidence of the city's history over time, and contribute to a sense of place and identity. They provide dynamic reference points and positive instruments for growth and change.
Municipal Disaster Risk Management Framework (2006)	• Ensure effective and appropriate disaster response and recovery within the municipal area by averting or reducing potential impact in respect of personal injury, health, loss of life and property. • Implement uniform approach to dissemination of early warnings.	• Ensure effective and appropriate disaster response and recovery within the municipal area by averting or reducing the potential impact in respect of infrastructure and the environment. • Implement uniform approach to dissemination of early warnings.	• Ensure all disaster risk management stakeholders within the municipal area develop and implement integrated disaster risk management plans and risk reduction programmes. • Implement rehabilitation and reconstruction strategies following a disaster, in an integrated and developmental manner.

CITY SECTOR POLICIES	STRATEGY 1: PLAN FOR EMPLOYMENT, AND IMPROVE ACCESS TO ECONOMIC OPPORTUNITIES	STRATEGY 2: MANAGE URBAN GROWTH, AND CREATE A BALANCE BETWEEN URBAN DEVELOPMENT AND ENVIRONMENTAL PROTECTION	STRATEGY 3: BUILD AN INCLUSIVE, INTEGRATED, VIBRANT CITY
Tourism Development Framework (2005) and Responsible Tourism Policy and Action Plan (2009)	• Establish the basis for economically sustainable tourism that contributes to poverty alleviation, economic empowerment, job creation, business development and skills development.	• Establish the basis for environmentally sustainable tourism, including minimisation of resource consumption and the conservation of natural resources.	• Establish the basis for socially and culturally sustainable tourism that enhances and protects the value of local lifestyles and heritage tourism.
Water Services Development Plan 2011/11-2013/14 (2010)	• Planning for and by all stakeholder departments should be integrated. Economical provision of services where and when it is needed makes city growth possible.	• Reduce pollution by improving the quality of effluent water, which conserves the amenity and health of water ecosystems.	• Servicing strategy and ladder of service levels strive to provide water and sanitation to all households, from the emergency level to the basic level to full permanent and sustainable services.

Table B.2: Relevant National and Provincial legislation and policies

STRATEGIES/POLICIES/GUIDELINES	STATUS
Climate Change Strategy and Action Plan for the Western Cape	Adopted by Provincial Government of the Western Cape (PGWC) 2008
Coastal Zone Policy (Department of Environmental Affairs &and Development Planning/DEA&DP)	Draft 2007
Comprehensive Plan for Development of Sustainable Human Settlements ('Breaking New Ground')	Approved by Cabinet in 2004
Comprehensive Rural Development Programme	Adopted in 2010
Conservation of Agricultural Resources Act	Act 43 of 1983
Constitution of Republic of South Africa	Act 108 of 1996
Department of Water Affairs and Forestry (DWAF) Guideline for the Assessment, Planning and Management of Groundwater Resources in South Africa	Adopted 2008
Development Facilitation Act	Act 67 of 1995
Distribution and Transfer of Certain State Land Act	Act 119 of 1993
Guideline for Involving Biodiversity Specialists in EIA Processes (DEA&DP)	Adopted by PGWC 2005
Guideline for Involving Economists in EIA Processes (DEA&DP)	Adopted by PGWC 2005
Guideline for Involving Heritage Specialists in EIA Processes (DEA&DP)	Adopted by PGWC 2005
Guideline for Involving Hydrogeologist Specialists in EIA Processes (DEA&DP)	Adopted by PGWC 2005
Guideline for Involving Visual and Aesthetic Specialists in EIA Processes (DEA&DP)	Adopted by PGWC 2005
Guideline for the Management of Development on Mountains, Hills and Ridges of the Western Cape (DEA&DP)	Approved by Minister 2001
Guidelines for Human Settlement Planning and Design ("The Red Book"). Compiled by Council for Scientific and Industrial Research under patronage of Department of Housing.	Published 2000
Income Tax Act	Act 58 of 1962
Integrated Coastal Management Programme for the Western Cape	Draft 2004
Koeberg Nuclear Emergency Plan	Approved by National Nuclear Regulator 2010
Land Redistribution Policy for Agricultural Development	Adopted 2000
Land Reform Programme	Adopted in 1994
Land Use Planning Ordinance (Western Cape)	Ordinance 15 of 1985
Metrorail Western Cape Regional Rail Plan Update	Draft 2009
Mineral and Petroleum Resources Development Act	Act 28 of 2002
Municipal Systems Act	Act 32 of 2000
National Airport Development Plan	Draft 2007
National Building Regulations and Building Standards Act	Act 103 of 1977
National Climate Change Response Strategy	Adopted in 2004
National Environmental Management Act	Act 107 of 1998
National Environmental Management: Air Quality Act	Act 39 of 2004
National Environmental Management: Biodiversity Act	Act 10 of 2004

STRATEGIES/POLICIES/GUIDELINES	STATUS
National Environmental Management: Integrated Coastal Management Act	Act 24 of 2008
National Environmental Management: Protected Areas Act	Act 57 of 2003
National Heritage Resources Act	Act 25 of 1999
National Land Transport Act	Act 5 of 2009
National Nuclear Regulator Act	Act 47 of 1999
National Policy on the Protection of High Potential and Unique Agricultural Land	Adopted in 2006
National Ports Act	Act 12 of 2005
National Ports Development Plan	Prepared by Department of Transport in 2003
National Public Transport Strategy and Action Plan	Approved by Cabinet 2007
National Strategy for Sustainable Development and Action Plan 2010-2014	Draft published 2010
National Water Act	Act 36 of 1998
Physical Planning Act	Act 88 of 1967, recognised as urban structure plans in terms of section 37 of Act 125 of 1991
Provincial Growth and Development Strategy	Adopted by PGWC 2008
Regulations for Development around Koeberg Nuclear Power Station (Department of Energy)	Draft published 2010
Restitution of Land Rights Act	Act 22 of 1994
Revenues Laws Amendment Act	Act 45 of 2003
Road Access Guidelines	Approved by PGWC in 2001
Rural Land Use Planning and Management Guidelines (as part of Western Cape Provincial Spatial Development Framework)	Approved by PGWC in 2009
Social Housing Act	Act 16 of 2008
Strategic Plan for South African Agriculture	Adopted 2001
Subdivision of Agricultural Land Act	Act 70 of 1970
Sustainable Utilisation of Agricultural Resources Bill	Draft 2003
Table Mountain National Park Contextual Development Framework (including Policy, Strategic Management Plan and Heritage Resources Management Plan)	Approved by South African National Parks Board in 2008
Upgrading of Land Tenure Rights Act	Act 112 of 1991
Waste Management Series, Second Edition (DWAF) ,	Adopted 1998
Waste Management Series, Third Edition (DWAF)	Adopted 2005
Water Services Act	Act 108 of 1997
Western Cape Provincial Land Transport Framework	Draft 2011
Western Cape Provincial Spatial Development Framework	Approved as Urban Structure Plan 2009
Western Cape Regulations relating to Noise Control	Draft 2007
White Paper for Sustainable Coastal Development in South Africa	Approved by the Department of Environmental Affairs and Tourism 2000
White Paper on National Policy on Airports and Airspace Management (Department of Transport)	Published 1997
White Paper on South African Land Policy (Department of Land Affairs)	Published 1997

Table B.3: The current legal status of the City's related sector policies and key infrastructure plans

STRATEGIES/POLICIES/GUIDELINES	STATUS
Biodiversity Network Report: Latest update entitled "Biodiversity Network C-Plan and Marxan Analysis: 2009 Methods and Results"	Approved by Mayoral Committee 2006
Air Pollution Control Bylaw	Approved by Council 2001
Air Quality Management Plan	Approved by Mayoral Committee 2005
Biodiversity Strategy	Approved by Council 2003
Bylaw Related to Streets, Public Places and the Prevention of Nuisances	Approved by Council 2007
Cape Town Zoning Scheme	Draft endorsed by Council 2010, awaiting PGWC approval 2011
Cellular Telecommunication Infrastructure Policy	Approved by Council 2002
City Development Strategy	Draft 2010
Coastal Development Guidance for Cape Town's Coastline into the Future	Draft 2007
Coastal Protection Zone Management Bylaw	Draft endorsed by PEPCO March 2009, revision under way
Cultural Heritage Strategy	Approved by Mayoral Committee 2005
Delineation of the Proposed Coastal Protection Zone	Draft 2009
Densification Policy	Draft endorsed by Planning and Environment Portfolio Committee (PEPCO) 2010
Development Edges Policy: Urban and Coastal Edges	Draft 2010
Economic Development Strategy	Draft 2011
Electricity Business Plan	Approved by Electricity Services Dept. 2010

STRATEGIES/POLICIES/GUIDELINES	STATUS
Energy and Climate Change Strategy	Approved by Mayoral Committee 2006
Energy Efficient Water Heating Bylaw	Draft 2010
Floodplain and River Corridor Management Policy	Approved by Council 2009
Green Building Guidelines	Draft 2008
Helderberg Urban Edge Study	Approved by Council 2001
Informal Trading Bylaw	Approved by Council 2009
Informal Trading Policy and Management Framework	Adopted by Mayoral Committee 2004
Integrated Metropolitan Environmental Policy	Approved by Council 2001
Integrated Rapid Transit Business Plan for Phase 1A	Approved by Council 2010
Integrated Transport Plan 2006-11	Approved by PGWC 2010
Integrated Transport Plan Review	Draft 2011
Integrated Waste Management Policy	Approved by Council 2006
Local Biodiversity and Action Plan	Approved by Council 2009
Management of Urban Stormwater Impacts Policy (2009)	Approved by Council 2009
Melkbosstrand Urban Edge Study	Approved by Council 2001
Mining Structure Plan	Draft 2000
Municipal Disaster Risk Management Plan	Framework prepared in 2006
Non-Motorised Programme Report and Concept Network	Approved by Council 2010
Non-Motorised Transport Policy and Strategy	Approved by Council 2005
Northern Metro Urban Edge Report	Approved by Council 2001
Outdoor Advertising and Signage Bylaw	Approved by Council 2001
Parking Policy	Draft 2011
Peninsula Urban Edge Study	Approved by Council 2001
Philippi Horticultural Area Management Plan	2002
Rail Framework (as part of Integrated Transport Plan)	Draft 20110
Responsible Tourism Policy and Action Plan	Approved by Council 2009
Road Network Hierarchical Classification	Approved by Council 2010
Scenic Drives Network Management Plan	Approved by Council 2003
Structure Plan for Mining	Approved by Council 2002
Summary Guidelines and Standards for the Planning of Social Facilities and Recreational Spaces	Draft 2011
Table Mountain National Park Contextual Development Framework (including Policy, Strategic Management Plan and Heritage Resources Management Plan)	Approved by Portfolio Committee 2001
Tall Buildings Policy	Draft 2011
Tourism Development Framework	Approved by Council 2005
Urban Agricultural Policy	Approved by Mayoral Committee 2006
Urban Edge Guidelines Manual	Endorsed by PEPCO 2005, submitted to Council March 2009
Urban Edge Plan: Atlantis, Mamre, Pella, Philadelphia and Klipheuwel	Draft 2008
Urban Edge Review Proposals	Endorsed by PEPCO 2008, public comments to be elicited
Veld Fire Related Planning Guidelines	Endorsed by PEPCO 2005, submitted to Council March 2009
Wastewater Treatment Works Master Plan	Being prepared
Water Quality Plan	Being prepared
Water Services Development Plan 2008/09-2012/13	Approved by Council 2008

Table B.4: Schedule of the in-depth spatial studies that have informed the preparation of the SIA

IN-DEPTH STUDIES UNDERTAKEN BY THE CITY	
1	Agricultural Land Study prepared by Setplan-DJ Environmental Consultants Joint Venture (2006)
2	Agricultural Land Review prepared by iKapa Environplan, Setplan – DJ Environmental Consultants Joint venture in association with Agri Informatics and Prof. T. Kleynhans (2008)
3	Airport Systems Study (1999)
4	Analysis of the Spatial Economy of Cape Town (draft 2010)
5	Blaauwberg District Spatial Development Plan (2009)
6	Cape Flats District Spatial Development Plan (2009)
7	Cape Town Spatial Growth Model (draft 2008)
8	City of Cape Town Cost Surface Model Volumes 1 and 2, Brendan McGill (2008)
9	CMOSS : An Open Space Strategy for the City of Cape Town (draft 2005)
10	CMOSS Phase II: Mapping – Overall Project and Summary Report (2003)
11	Coastal Development Guidance for Cape Town's Coastline into the Future (2007))
12	Evaluation of Urban Development Zones (UDZ) Phase I Report, City of Cape Town (draft 2010)
13	Helderberg District Spatial Development Plan (2010)
14	Khayelitsha and Mitchell's Plain District Spatial Development Plan (2010)
15	MSDF Review: Phase 1 Spatial Analysis of Trends and Implications (City of Cape Town with support of Prof. V. Watson) (2003)
16	Northern District Spatial Development Plan (2010)
17	Planning for Future Cape Town, City of Cape Town (2006)
18	Residential Growth Monitoring System (UGMS) for the City of Cape Town, iWebtec, 2008
19	Southern District Spatial Development Plan (2010)
20	Spatial Alignment of the Capital Budget, City of Cape Town presentation (2008)
21	Summary Guidelines and Standards for the Spatial Planning of City of Cape Town Social Facilities and Recreational Spaces, CSIR (2010)
22	Table Bay District Spatial Development Plan (2010)
23	Tygerberg District Spatial Development Plan (2010)
24	Spatial Analysis of Private Investment Patterns in Cape Town – Wesgro Investment Data (2008)
25	Evaluation of Developable Land within the Urban Edge (2010)

APPENDIX C(I)

Relationship between MOSS, CBA and the Provincial Bioregional Planning Categories

The relationship between the PSDF bioregional spatial planning categories, the biodiversity network and the MOSS is shown in figure C.1 below Map 5.5 Biodiversity Network and Map 6.1 The Cape Town SDF show the interpretation of the PSDF categories for the metropolitan area. While the PSDF and critical biodiversity area categories specifically address biodiversity, the MOSS aims to establish, consolidate and extend a continuous, linked, natural and developed open space system, as well as to manage the use of natural open spaces and their interface with the built environment.

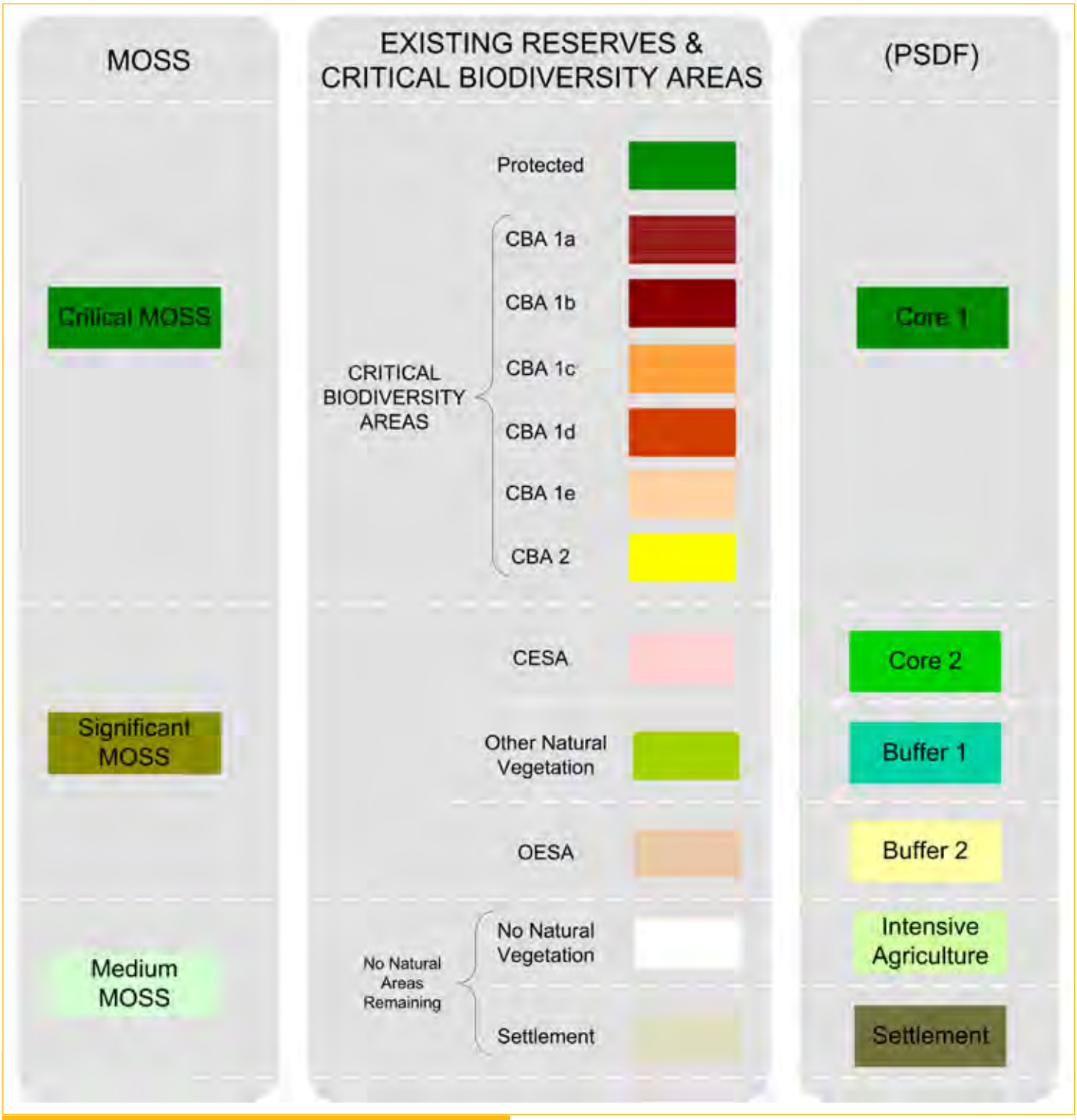


Figure C.1: Bioregional categories, existing reserves and critical biodiversity areas, and MOSS

APPENDIX C(II)

Relationship between the CTSDF route designation, the National Department of Transport road classification system, the PSDF (2009) and the City's hierarchical road network classification system

The relationship between the CTSDF route designation and the National Department of Transport (DoT) road classification system, the PSDF (2009) and the City's hierarchical road network classification system is described in Table C.1, providing a general indication of the relationship between different road classification systems and their land use functionality.

The route designation does not replace the City's hierarchical road network classification system, nor is it intended to run in parallel as a duplicate classification system. The City's hierarchical road network classification system will continue to determine road network planning, classification and the mobility and accessibility functions. The City's hierarchical road network classification system, together with the Road Access Guidelines (PGWC, 2001), will continue to manage competing demands between mobility and accessibility in the evaluation of development applications to change or enhance land use rights.

Table C.1: CTSDF route designation relationship with the National Department of Transport road classification system, the PSDF (2009) and the City's hierarchical road network classification system

ROUTE DESIGNATION	ROAD CLASSIFICATION		
Cape Town Spatial Development Framework	Department of Transport (DoT)	Provincial Spatial Development Framework (2009)	City of Cape Town Road Network Hierarchical Classification System
ACTIVITY ROUTE	Predominantly Class 2 to 4 roads	Predominantly main roads	Predominantly secondary arterials
DEVELOPMENT ROUTE	Predominantly Class 2 or 3 roads	Predominantly trunk roads	Predominantly primary arterials
CONNECTOR ROUTE	Predominantly Class 2 to 4 transport routes	Predominantly national roads, divisional roads	Predominantly expressways, primary and secondary arterials
URBAN FREEWAY	Class 1	National roads	Freeway

It is anticipated that the CTSDF route designation indicating land use functionality will encourage an appropriate level of development and more intense mixed land uses to locate on, or adjacent to, the accessibility grid. Opportunities along designated routes can also be linked to parallel streets and side roads in line with applicable policies, the relevant zoning scheme, District SDPs, and applicable local plans. This will contribute towards establishing the thresholds required for sustainable and cost effective public transport.

Routes exhibit different characters and do not represent a uniform mix and density of land uses along their length. It is for these reasons that the route designations are indicated as a conceptual designation on the Cape Town Spatial Development Framework (Map 6.1).

The process of land use intensification along designated routes must be evaluated at a more detailed local level of planning to inform land use management decision-making and the processing of development applications – to consider, for example, the nature of access roads, additional traffic impacts, parking requirements and the level of service (LOS) provided by public transport services. This is necessary to protect the mobility and operational integrity of road networks, and to ensure that land use intensification is informed by the operational capacity of particular routes and the public transport services by which they are supported.

APPENDIX D

Strategic Impact Assessment summary

Table D.1: Strategic Impact Assessment (SIA) of the CTSDF

STRATEGIC ISSUES	EXISTING TRENDS AND IMPLICATIONS	POLICY AND STRATEGY RESPONSES	STRATEGIC IMPACTS OF THE CTSDF	POSSIBLE INDICATORS
Population and city growth	Rate of urban growth, population growth and demand	Contain and direct new growth towards suitable areas and sustainable forms	New development areas	Extent of urban sprawl
	Urban sprawl and a spread-out city	Densification and Urban Edge	Identification of potential densification areas and limits to urban sprawl	Number and location of approved building plans, rezonings and subdivisions
Natural environmental and resource capacity	Loss of biodiversity	Biodiversity strategy: biodiversity network and implementation framework	Clarification of national biodiversity targets; integration of conservation planning principles with growth management	Percentage of endangered and critically endangered biodiversity remaining
	Poor-quality open spaces	Develop a quality metropolitan open space system (MOSS)	Linked, multifunctional open space system	Quality, quantity and accessibility of green space per capita
	Risks and impacts of global climate change	Climate change mitigation and adaptation strategies	Identification of vulnerable areas and activities to inform mitigation actions	Per capita CO_2 emissions; Coastal Protection Zone/ Coastal Edge
	Loss of agricultural, rural and smallholding areas	Identify and protect priority agricultural resource areas; Urban Edge; protection of heritage resources including cultural landscapes	Productive agricultural, tourism, heritage and mineral resources are protected	Extent of urban sprawl, heritage inventory updated and integrated with forward planning and land use controls.
Spatial limits to growth	Infrastructure backlogs	Prepare 15-year Growth Management Plan	Promote compact, directed urban growth within urban edge	Residential density, urban edge amendments
	Constraints and development boundaries to future growth	Agricultural land review; biodiversity network; Urban Edge; major precautionary areas	Managed, compact growth directed away from natural assets and hazards.	Urban edge amendments
	Impact of urban growth on rivers, wetlands and aquifers	Minimise urban development impacts on natural resource areas and corridors	Policies on floodlines, aquifers and river corridors inform land use management	Conformance with District SDPs
Accessibility and movement systems	Radial transport network limits growth	Citywide public transport that supports the accessibility grid	Hierarchy of integrated public transport services	Modal split: public/ private transport split; decreasing congestion
	Public transport failing to meet demand	Densification and urban edge strategies Integrated Transport Plan (ITP)	Compact city; implementation of the ITP – spatial implications	Population within 1 km of public transport; increasing patronage of public transport
Spatial economy	Spatial economic marginalisation	Identification of economic core and linkages to address spatial economic imbalances. Promotion of small businesses.	Economic Areas Plan	Job creation accessible to or within the Metro Southeast
	Informal economy has few opportunities compared to formal economy	Inclusive and shared economic growth by directing the location and form of development to promote informal sector opportunities; integrated public transport and land use planning	Informal trading facilities provided in appropriate areas; sale or lease of City land for informal trading and small business use	Number of new trading sites and leases to informal traders
	Economic resources – agriculture, tourism, heritage and mineral resources	Contain and direct new growth in and towards suitable areas and sustainable forms	Protection of tourism and heritage resource areas; identification of new tourism, heritage, nature and cultural resources, and the upgrade of certain strategic tourism precincts and resources; identification of strategic and accessible mineral resources	Number of tourism-generated jobs; location of mining applications received/approved

Table D.2: Environmental impact management tools

PLANNING STAGE ('PACKAGE OF PLANS')	INTEGRATED ENVIRONMENTAL MANAGEMENT (IEM) TOOL	SCOPE, CONTENTS AND FOCUS
Cape Town SDF	Strategic Impact Assessment (SIA)	Situation analysis, sustainability assessment (issues, strategies, objectives and indicators)
District SDP	Environmental Management Framework (EMF)	Environmental attributes and priorities; identification of geographical areas and activities in an area/activity suitability matrix; desired state of the environment.
Project planning	Environmental assessment and authorisation (environmental impact assessment (EIA) or environmental assessment (EA))	Scope issues, impacts and alternatives; assessment of impacts and mitigation for decision making
Implementation	Environmental Management Plan	Specifications for mitigation of impacts and site management
Operation	Environmental Management System	Systematic management of environmental aspects; checking and correcting actions
Reporting	Sustainability report; auditing	Focus on agreed sustainability indicators; compliance with relevant standards and procedures

APPENDIX E

Overview of Environmental Impact Management Zones

Environmental Impact Management Zones (EIMZs) will be identified in the District SDPs. An overview of the identified EIMZs follows, with references to the relevant CTSDF policy statements.[40]

Table E.1: Overview of EIMZs

	CTSDF POLICIES P25-P27	CTSDF POLICIES P25-P27	CTSDF POLICIES P25-P27	CTSDF POLICIES P42-P50	CTSDF POLICIES P28-P29, 31-P34	CTSDF POLICIES P11, P20, P24
EIMZ	Hydrological zone	Coastal and dune zone	Conservation and biodiversity priority zone	Cultural and recreational resources zone	Economic resources zone	Urban uses and utilities zone
ENVIRONMENTAL ATTRIBUTES	**Flood risk areas** 1: 20-year floodline 1 : 50-year floodline 1 : 100-year floodline **Rivers and wetlands** • Rivers and associated buffer areas • Wetlands and associated buffer areas **Aquifers** • Highly productive aquifers • Moderately productive aquifers	**Coastal protection areas** • Coastal protection zone • Coastal flood risk areas **Dune areas** • Sensitive dune fields	**Conservation and biodiversity areas** • Conservation areas • Critical biodiversity area 1 • Critical biodiversity area 2 • Critical ecological support areas • Other natural vegetation	**Cultural and heritage areas** • Cultural landscapes • Potential archaeological sites • Other significant heritage resource areas • Scenic routes **Public open spaces** • Structuring open spaces	**High-potential agricultural areas** • High-potential and unique agricultural land worthy of statutory or long-term protection • Agricultural areas of significant value given existing, or potential and emerging use • Other agricultural areas • Smallholdings and agricultural areas **Mineral extraction areas** • Priority mineral resource areas	**Landfill exclusion areas** • Landfill sites and buffer zones **Industrial and commercial areas** • Industrial areas • Commercial areas **Infrastructure and utilities areas** • Infrastructure servitudes, including wastewater treatment works (WWTWs)

40 Policy list not exhaustive, and all policies should be checked for reference.

APPENDIX F

Summary of the draft guidelines and standards for the planning of City of Cape Town social facilities and recreational spaces

Table F.1: Matrix of potential clustering of social facilities and recreational spaces

COMPATIBLE FACILITIES	Library	Primary school	Secondary school	Tertiary education/trade school	Community hall	Indoor sports hall	Sports stadium	Local sports field, incl. multipurpose outdoor courts	Parks: Community	Parks: District	Parks: Metropolitan	Swimming pool	Urban agriculture	Cemetery	Primary health care centre	L1 hospital	Police station	Fire station	Initiation site	Religious centre	Nature conservation
Library	■	•	•	•	•				•						•					•	
Primary school	•	■	•		•			•	•	•		•	•		•					•	
Secondary school	•	•	■	•	•		•	•		•	•	•	•		•					•	
Tertiary education/tradeschool	•		•	■	•	•	•	•		•	•	•	•		•						
Community hall	•	•	•	•	■	•	•	•	•	•	•	•	•		•			•	•	•	
Indoor sports hall				•	•	■	•	•		•	•	•			•						
Sports stadium			•	•	•	•	■	•		•	•	•									
Local sports field, incl. multipurpose outdoor courts		•	•	•	•	•	•	■	•	•	•	•									
Parks: Community	•	•			•			•	■	•	•		•		•			•	•	•	•
Parks: District		•	•	•	•	•	•	•	•	■		•	•		•			•			•
Parks: Metropolitan			•	•	•	•	•	•	•		■	•	•					•			•
Swimming pool		•	•	•	•	•	•	•		•	•	■						•			
Urban agriculture		•	•	•	•				•	•	•		■		•						•
Cemetery														■		•	•	•			•
Primary health care centre	•	•	•	•	•	•			•	•			•		■	•					
L1 hospital															•	■		•			
Police station																	■	•			
Fire station																•	•	■			
Initiation site																			■		•
Religious centre	•	•	•		•				•											■	
Nature conservation									•	•	•		•	•							■

Table F.2: Facility thresholds and their potential locations

FACILITY	TYPICAL POPULATION THRESHOLD (NO. OF PEOPLE)	NEIGHBOURHOOD NODE (LOCAL CLUSTER/ SPECIAL PLACE)	DISTRICT NODE	SUB-METROPOLITAN NODE	SPORTS AND PARKS PRECINCT MULTIFUNCTIONAL SPORTS, RECREATION AND PARK COMPLEX	
					NEIGHBOURHOOD/ DISTRICT	SUB-METRO/ METRO
Early Childhood Development Centre	1 000 – 2 000	•	•	•		
Centres of excellence	20 000	•	•	•		
Worship centre	3 000 – 6 000	•	•	•		
Local sports field	3 000	•			•	
Neighbourhood park	3 000 – 6 000	•			•	
Urban agriculture	Varied	•	•		•	
Local market	5 000	•			•	
Primary school	5 500	•	•	•		
Post office	10 000	•	•	•		
Neighbourhood sports complex	10 000	•			•	
Secondary school	12 500	•	•	•	•	
Community park	20 000		•	•	•	•
ICT access point	20 000		•	•		
Home Affairs/other govt. institutions - district office	20 000		•			
Community centre	30 000		•	•	•	
Library	40 000		•	•		
Health clinic	40 000		•	•		
Home Affairs/other govt. institutions - local service point	40 000		•	•		
Small museum	50 000		•	•	•	
Performing arts centre	50 000		•	•		
Home for the aged	50 000	•	•			
Hospice/health centre	50 000	•	•			
District sports complex	50 000			•	•	
District park	50 000			•	•	
Children's home	60 000	•	•			
Community health centre	60 000 – 120 000		•	•		
Police station	60 000		•	•		
Magistrate's court	-		•			
Prisons and places of safety	-					
Initiation site	-					
Cemetery	100 000					•
Tertiary institution (not university)	100 000			•		•
Fire station	100 000		•	•		
Metropolitan sports complex	120 000			•		•
Regional park	120 000			•		•
Civic centre/city hall	200 000			•		
Home Affairs/other govt. institutions – regional office	200 000			•		

Table F.3: Matrix of functional potential for multiple use of social facilities

POTENTIAL SECONDARY FUNCTION → / PRIMARY FUNCTION OF THE FACILITY ↓	Place to study	Meetings/social – small group	Gatherings – large group	Pension pay-out	Adult training facility	Counselling centre	Municipal information sessions	Religious services	Prayer meetings	Home Affairs (periodic)	Social Welfare (periodic)	Child Welfare (periodic)	Feeding scheme	Legal aid	Overflow sport for schools	Inter-school events
Library	•	•		•	•	•	•		•					•		
Community centre	•	•	•	•	•	•	•	•	•	•	•	•	•	•		
Worship centre		•	•			•	•	•	•				•	•		
School	•	•			•	•	•	•	•			•	•			
Sports hall			•		•	•	•	•							•	•
Sports stadium			•				•	•							•	•
Local sports field															•	•
Multipurpose outdoor court(s)															•	•
Nature conservation																
Primary health care centre		•				•	•				•	•	•	•		

APPENDIX G

Record of amendments

This document is subject to amendment, and such amendments must be recorded in the table below.

REFERENCE NUMBER	DATE OF AMENDMENT	PROPERTY DESCRIPTION	DETAILS OF AMENDMENT

APPROVED

2012

CITY OF CAPE TOWN | ISIXEKO SASEKAPA | STAD KAAPSTAD

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