

# Cape Town Central Business District Local Spatial Development Framework

## Contextual Analysis

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Volume 1 (Version 1.1)  
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CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD

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**To note: For Glossary and Terminology annexure refer to Vol2.**

# 1 Introduction

## 1.1 Background to the CBD recovery programme

The City of Cape Town's CBD Recovery Programme was launched to respond to the effects of the Covid-19 pandemic and its associated lockdown of approximately 2 years. The devastating impacts on the regional economy as well as the Cape Town CBD local economy has been well publicised. In July 2021 the Executive Management Team (EMT) approved the Programme plan for the CBD Recovery Programme (CRP), with the overall programme split into three sub-programmes:

1. Precinct Management and Tactical Urbanism;
2. Transition Planning for the CBD;
3. Strategic Land release and development (with a focus on the Foreshore area).

The aim of the CBD recovery and transition programme is to bring together the combined efforts and resources of the public and private sectors in order to bring about positive changes within the CBD. The ultimate goal is to safeguard and maintain existing investments while also creating new opportunities for future investments, which will transition the city to be more liveable, inclusive and resilient.

As described in the 2022-2027 Integrated Development Plan (IDP), the CBD recovery and transition project is focused on quality precinct management, boosting mixed-use development, and supplying residential opportunities, including affordable accommodation. This will include the redevelopment and conversion of office space into residential and mixed-use activity, associated improvements to public spaces, streets and community facilities, as well as investment in bulk infrastructure.

Moreover, Cape Town's CBD has lacked an approved

spatial forward planning and land use guiding document for almost 2 decades, which has had the effect of general inconsistencies in the way the CBD has been shaped by urban development practices over time.

With anticipated corrections in macro-economic conditions and recovery and stabilisation initiatives of programme 1 now maturing, it is now appropriate to shift towards the medium to long term "transition planning" towards economic prosperity. **The CBD transition plan adopts a local spatial development framework (LSDF) process as the most appropriate vehicle to achieve this goal.**

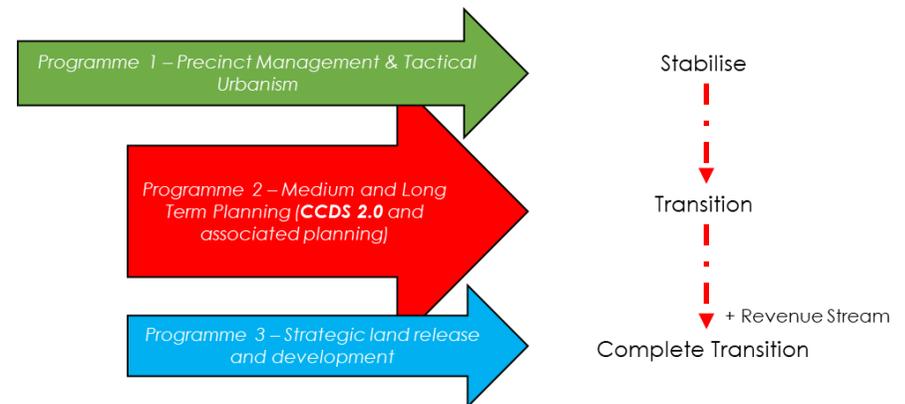


Figure 1-1: The alignment between the three sub-programmes under the CBD recovery programme

While SPE: Urban Planning & Design will be coordinating the medium-to-long term "Transition Planning" for the CBD, the successful delivery and implementation of the plan and its recommendations will be a transversal effort across all respective directorates and line departments. A programme charter was presented to the CBD LSDF project management team to ensure that transversal support, commitment, and accountability are received from respective line departments around agreed terms of reference.

## 1.2 Objective of the LSDF

With the approval of the MSDF and Table Bay District SDF, it is appropriate to begin with local area planning and design efforts aimed at facilitating the transition of the CBD. To achieve this objective, a document outlining concepts and recommendations on spatial initiatives in support of economic and social recovery had to be produced. This document would serve as a planning and design-based input, providing strategic guidance and a comprehensive spatial synthesis for the CBD.

The LSDF is a policy document that outlines the vision, goals, and strategies for spatial planning, development control, and infrastructure provision. It sets out guidelines and regulations for land use, density, transportation, public spaces, and other aspects of urban design. It also takes into account social, economic, and environmental factors to ensure the well-being of the community and the overall liveability of the area. The LSDF provides a framework for decision-making, informs development proposals, and guides future investments to shape the desired spatial form and character of the area.

Given the action-oriented requirements of the CBD transition plan, the LSDF process supports the formulation of a programme of implementation actions (or implementation framework) based on a detailed understanding of contextual opportunities and constraints, to leverage a private sector investment towards the realisation of the transition of the CBD.

## 1.3 Locality, Study area and structural make-up

### 1.3.1 Study area

The extent of the study area covers primarily the core CBD metropolitan node and measures approximately 384 hectares. This area is bound by Helen Suzman/KW De Klerk Boulevard to the North, Nelson Mandela Boulevard/Sir Lowry Road/Tennant Street/De Villiers Street/Roeland Street to the East, Mill Street/Orange Street/Buitensingel Street to the South, and Buitengracht Street/Strand Street/Boundary Road to the West, see figure 1-2.



### 1.3.2 Structural make-up

The Cape Town CBD study area is subdivided into defined character precincts, based largely on the precincts defined in the original Central City Development Strategy (CCDS). These are:

1. De Waterkant (No.5)
2. Convention District (No.6)
3. Mid City (No.7)
4. Company Gardens-Government Precinct (No.8)
5. East Foreshore (No.9)
6. East City (No.11)
7. Lower Gardens (No.17)

These precincts will be referenced as such throughout the document, while the contextual reading thereof will be detailed within the synthesis segment of the document.

Precinct boundaries had to be stiff to synchronize with the character areas in the original Central City Development Strategy (2011). Where necessary, the boundaries were adjusted to better respond to new planning frameworks, such as the Bo-Kaap LSDF and the Gateway Precinct development programme. Additional adjustments may still be made to include the area on the mountain side of Buitensingel Road (No8).

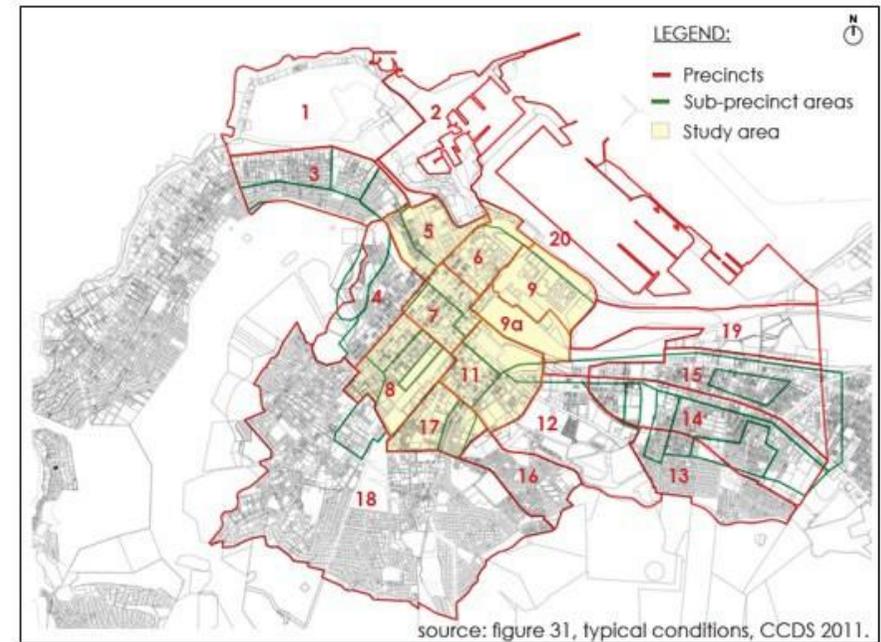


Figure 1.3: CBD character precincts (CCDS, 2011)

### 1.4 Stated objectives of the CBD transition plan

The programme stated objectives for the CBD transition plan to achieve are the following:

1. Understand the current and future **context and functionality** of the CBD from various perspectives.
2. Plan for the transition to a more **liveable CBD** with a **resilient mix of uses**, that will be **attractive to invest in** and inclusive to live in.

3. Support the **economic recovery** of the Cape Town CBD through the formulation of a **medium-to-long-term spatial framework** to guide future development and investment according to a defined urban structure.
4. Re-imagine the role and function of the CBD by formulating an overall **vision and development strategy** which is appropriate to the context of the CBD environment and is aligned to the Sustainable Development Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable by 2030.
5. Formulate a complementary **programme of implementation actions** based on a detailed understanding of opportunities and constraints to leverage a private sector investment response towards economic recovery and long-term prosperity.

### 1.5 LSDF Methodology/Process plan

The scope of the CBD LSDF comprises 6 components which are represented thematically by figure 1-4. These components are:

1. Inception (intended work plan fulfilled by a signed programme charter).
2. Sectoral Baseline studies (Setting up the evidence base).
3. Contextual Analysis (A synthesised contextual narrative).
4. Urban transition concept (Vision and conceptual ideas).
5. Development Framework (strategy-based guidelines).
6. Implementation Framework (prioritized programme of interventions).

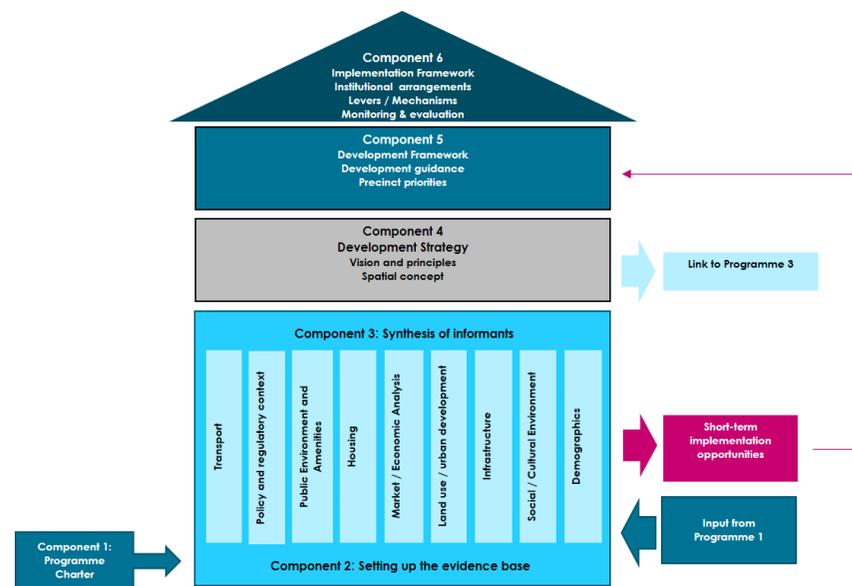


Figure 1-4: Thematic representation of the 6 components of the CBD LSDF

The contextual analysis (component 3 of the project) offers a more comprehensive and holistic understanding of the spatial properties of the study area, and serves as the evidence base with which to make qualified proposals regarding the future spatial development of the CBD environment. Accordingly, this draft contextual analysis document:

1. Reviews the policy and strategic context that informs local area planning for the CBD.
2. Provides a comprehensive sectoral baseline analysis overview to inform planning and design proposals to be contained within the LSDF.

3. Provides a synthesised contextual narrative, urban structure and macro level opportunities and constraints for the CBD based on the analysis undertaken.
4. Presents a precinct-scaled character analysis and opportunities to be considered.

## 2 Policy and Strategy Integration

From 2010 to present, a substantial amount of approved and draft policy work has been undertaken to support coherent planning in the CBD. This section summarises the starting points from existing policies and draft policies and expands on what is required from an updated CBD LSDF. The Policy analysis can be categorised as follows:

<b>Existing approved land Use guidance to be expressed in more detail.</b>	<ol style="list-style-type: none"> <li>1. Table Bay Sub-District 2 Development Guidelines.</li> <li>2. District Six LSDF</li> </ol>
<b>Draft land use policy needing review and approval status</b>	<ol style="list-style-type: none"> <li>1. Draft CCDS 2011 and DGLUM</li> <li>2. Draft CCDS Urban Design Guidelines 2022</li> <li>3. Foreshore Gateway Precinct, 2021</li> <li>4. Draft Fringe Urban Design Framework</li> </ol>
<b>Policy objectives needing further expression and detail in City wide or local area planning policy.</b>	<ol style="list-style-type: none"> <li>1. Climate Change Strategy and Action Plan</li> <li>2. Inclusionary Housing</li> <li>3. Public Space and Facilities</li> <li>4. Heritage Provisions</li> <li>5. Urban Design Policy</li> </ol>
<b>Adopted land use policy needing review and clarity for to allow development objectives to be achieved.</b>	<ol style="list-style-type: none"> <li>1. Tall Buildings Policy</li> <li>2. Scenic Drives Policy</li> </ol>

Table 2-1: Policy framework influencing the CBD LSDF

These departure points are explained in more detail in the chapter that follows.

Some policy recommendations from preliminary work on a revised CCDS (2022) that the LSDF should take forward:

1. Demarcate the spatial location and applicability of guidelines provided in the LSDF;
2. Key public sector investment priorities, including spending on public transport and the public realm;
3. Prepare a building height plan, that in three dimensions illustrates the desired skyline for the central city and promulgate this plan as the official regulation for building height in the central city based on CCDS interim proposals.

### 2.1 Existing approved land use guidance requiring more detail

#### 2.1.1 Table Bay District Plan Land Use Guidance

The Table Bay District Plan was adopted by Council in 2023 and provides high level land use guidelines to assist decision makers with considering the long-term strategic direction of the City. These guidelines need detailed local interpretation and sub-district guidelines within the District plan to take this further.

Table 2-2 identifies sub-district guideline planning objectives needing further local area planning clarity to inform decisions around the future growth and development of the CBD.

The goal of the LSDF is to progressively remove obstacles to meeting the overarching objectives and to determine how best the urban environment can be reimaged to achieve these.

The MSDF and DSDf provide broad density guidelines for nodes, corridors and new development areas. As a higher order metropolitan node, higher net densities greater than >600 net or >75 gross are supported.

However, this guideline needs to be moderated by urban design and heritage considerations. Therefore, a CBD LSDF needs to determine a range of appropriate heights in relation to:

1. views from and to key landmarks, and public spaces;
2. interface with sensitive heritage buildings;
3. interface with residential areas.

The Table Bay District Plan also includes general guidelines for cultural and heritage resources as well as specific guidelines for the CBD and Central City HPOZ, which should be the basis for further detailed built form and land use provisions to be developed in the LSDF.

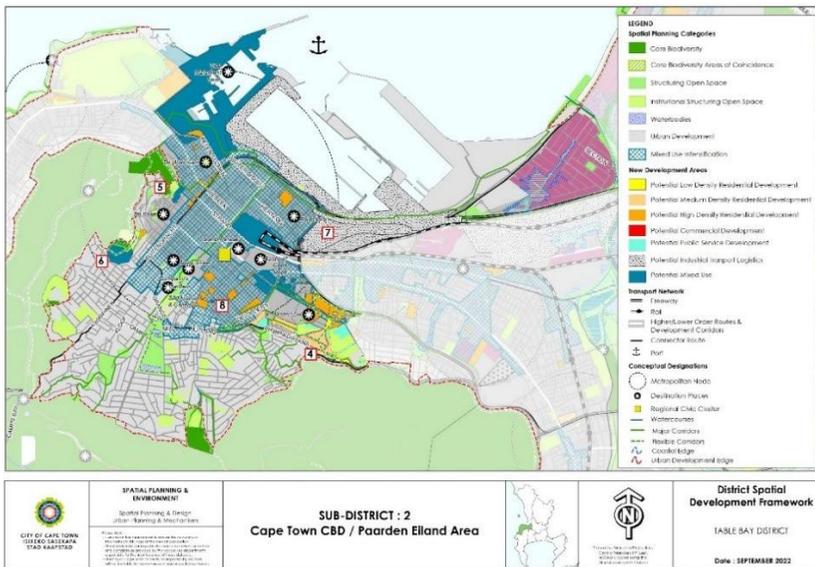


Figure 2-1 Table Bay DSDf, Sub-District 2 Map; Table 2-2: Table Bay DSDf - extract of sub-district development guidance influencing the CBD LSDF

Sub District Guideline Objectives:	What is needed in a CBD LSDF?
<p><b>Land Use and Character</b></p> <ol style="list-style-type: none"> <li>1. Ensure appropriate built form and land use to achieve a quality environment.</li> <li>2. Facilitate further development in the northern Foreshore area</li> <li>3. Promote more inclusive land use</li> <li>4. Protect the character defining elements of Heritage Protection Overlay Zone areas</li> </ol>	<ol style="list-style-type: none"> <li>1. Specific mechanisms to support inclusionary housing.</li> <li>2. Support necessary regulatory reform to realise mixed use intensification in appropriate locations.</li> <li>3. Identify spatial location of services for people experiencing homelessness. As well as needed service levels of facilities such as safe spaces, ablution areas and public space management.</li> <li>4. Identify interface conditions for new developments.</li> <li>5. Refine built environment conservation priority areas and redevelopment priority areas.</li> <li>6. Define good practice in additions to heritage buildings.</li> <li>7. Identify priority areas for restoring heritage features, e.g. colonnades, shopfronts and entrances.</li> </ol>

Sub District Guideline Objectives:		What is needed in a CBD LSDF?
<b>Movement</b>	<ol style="list-style-type: none"> <li>1. Encourage land use intensification along public transport routes, along IRT routes and around stations.</li> <li>2. Protect and enhance the network of NMT routes and facilitate increased accessibility and use</li> <li>3. Decrease the amount of floor space utilised for parking purposes and encourage the development of parking areas that can be retrofitted for other uses in the future.</li> </ol>	<ol style="list-style-type: none"> <li>1. As the CBD is a trip attractor, more trip generation in the form of residential properties can be developed.</li> <li>2. Give further detail to areas where intensification is most desirable and can be encouraged, e.g. station deck and Foreshore.</li> <li>3. Define parking strategies and movement through detailed transport planning - refer to section 3.2.</li> </ol>
<b>Open Space</b>	<ol style="list-style-type: none"> <li>1. Protect green links and open space system.</li> <li>2. Provide sensitive gateways to Table Mountain.</li> <li>3. Prevent deterioration of the natural environment and public open spaces.</li> </ol>	<ol style="list-style-type: none"> <li>1. Determine which view corridors are priority and consider the impact of different development scenarios on the public environment. Retain or enhance views to Signal hill, Table Mountain and Ocean from key public spaces.</li> <li>2. Identify spaces for recreational opportunity.</li> <li>3. Identify spaces for landscaping interventions.</li> </ol>

Sub District Guideline Objectives:		What is needed in a CBD LSDF?
<b>Open Space</b>		<ol style="list-style-type: none"> <li>4. Opportunity areas for storytelling and memory.</li> <li>5. Explore methods to improve transit access and ridership to TMNP.</li> <li>6. Develop a landscape framework plan that the private sector can respond to as development occurs over time.</li> <li>7. Reconcile the on-grade parking solutions and requirements for quality public open space.</li> </ol>
<b>Civic Precincts/Destination Places</b>	<ol style="list-style-type: none"> <li>1. Encourage a vibrant and pedestrian-friendly central city.</li> <li>2. Improve and enhance Cape Town's CBD as a civic precinct.</li> <li>3. Ensure increasing residential density coincides with the provision of public services and public open space.</li> <li>4. Protect the visual and amenity value of the area as a destination place and enhance public spaces.</li> </ol>	<ol style="list-style-type: none"> <li>1. Encourage the redevelopment of underdeveloped land or buildings into vibrant precincts.</li> <li>2. Mechanisms for private sector contributions to public space to be developed.</li> <li>3. Target locations where environment can be enhanced for the biggest impact e.g. Long/Kloof street, Grand Parade, Heerengracht/Adderly fountain, Company Gardens, Public squares.</li> </ol>

### 2.1.2 District Six LSDF

There is an overlap in the study area between the District Six LSDF and the CBD LSDF. The guidance for these areas therefore needs to be aligned. The CBD guidance can however provide more detail as needed. The detailed spatial ideas and guidance East City precinct in the District Six LSDF are as follows:

#### Spatial Ideas:

1. Harrington Square as a defining public space.
2. Ensure continuous active links between the CBD and District Six.
3. Sheltered space for Clinic users and students within this precinct to be considered in the design of future developments.

#### Design Guidelines:

- a) Restitution areas within this precinct are along Canterbury Street, taller buildings of 6-8 storeys or higher can be accommodated in this area.
- b) Mixed market and social housing types may be appropriate on private land or in later phases when verified claimants have been accommodated and in consultation with stakeholders.
- c) Tenant Street and Sir Lowry Road are also appropriate for higher density urban development, 8 stories and higher.
- d) Treatment of intersections from Constitution Street and New Hanover Street to Darling Street to promote safe crossing for NMT users.
- e) Long Market Street to contain signage and interpretations symbolising its connection between District Six and the Bo Kaap.
- f) Lower order streets and pedestrian links to be improved with landscaping and street furniture

- g) Positive interfaces between new developments and McKenzie Park space.
- h) Support street trade and market space in public spaces in this area, in association with other retail and commercial activity.

### 2.1.3 Tall Buildings Policy (2013)

Tall Buildings Policy Council Approved in May 2013 marks its ten-year anniversary as a policy mechanism to guide land development decision-making pertaining to Tall Buildings i.e. buildings that are greater than 50meters in height.

The policy at the time of drafting did not include a review mechanism to adapt to the change in regulatory and policy context; however, properties zoned General Business 7 and Mixed Use 3 permissible development rights allow for a maximum height of 60 meters. The consequent uptake of permissible land use rights within these sub-zones triggers policy compliance in the uptake of permissible development rights and contributing to protracted land use submission processes and red tape.

The key challenges of using the Tall Buildings Policy:

1. The Tall Building Policy (2013) lacks teeth. The City does not manage to leverage the additional 'bulk ask', for spatial public realm benefits.
2. Policy statement (PS 10) seeks energy efficiency which is not measurable / enforceable, without referring to a standard e.g. improving on SANS10400, XA or achieving an accreditation (EDGE, Green star etc)
3. Policy Objective 8 should be reviewed – the 3 parts of the building, may be conceptually limiting, and in less able hands can encourage outdated design responses.
4. Chapter 9 speaks of the institutional arrangements to implement the Policy which have not taken shape to our best

knowledge. The chapter identified a trans-disciplinary Design Panel, appointed by the Executive Director, as an ad hoc committee. Echoing the Urban Design Policy review, there is a need for a review panel on such complex projects that have a design focus, early on in the project phase. In other words, the City should not adopt a punitive approach (MPT). Referring to a panel of industry stalwarts should also neutralise architectural preferences and opinions.

5. The specialist studies are treated as a tick box exercise. By way of example, Consulting wind engineers often assess the application and design and state that the building does not adversely affect the current wind patterns. There is no engineering counterpart to refute the studies.
6. Instead of asking for additional information from each applicant, it is warranted to do precinct scale studies as part the baseline/visioning. Depending on the height(s) being proposed, it is recommended that a visual impact is to be undertaken (PSP) for a few scenarios, say high, medium and low impact scenarios. Such studies would assess the view profile of the built form in relation to the mountain and coastline, from key points. For consideration, far vistas 1) Blaauwberg coastline /key public space(s) 2) boat arrival & helicopter view (promotional /televised) view; 3) medium vistas - Signal Hill, Phillip Kgosana, Kloof Nek, Tafelberg Road; 4) Scenic drive – 10-80km/h along the freeways 5) pedestrian scale view - CBD view corridors e.g. Adderley, Buitengracht, from Somerset, 6) to/from key public spaces (incl. tourist destination frames 7) from key public spaces in surrounding neighbourhoods on the upper slopes, Bokaap etc. From the Foreshore Freeway work underway, 90m could be the entry point for bulk that may be required. An evidence-based defence for the height upper limited, 90-140m plus, etc. is needed (e.g. based on bioclimatic factors).

## 2.2 Draft land use policy needing review and approval status

### 2.2.1 Draft CCDS 2011 and DGLUM

The CCDS (2011) identified specific character areas in the Central City, laying the framework for differentiated guidelines, but also laying the foundation for an overlay zone "coding":

A1: Mixed Use Corridor with Business/Industrial behind;

A2: Mixed Use Corridor Flanked by single residential and blocks of flats;

A3: Mixed Use Corridor Flanked by historical residential;

A4: Higher density residential flanked by mixed use fine grain with strong heritage character;

B1: Retail strip flanked by business/industrial;

B2: Retail strip in predominantly fine grained, historic residential mix of single residential & blocks of flats;

C1: Mixed use development fronting onto large and significant green public open space;

C2: Residential abutting mountain edge;

D: Intense mixed use fine grain with heritage character;

E: Tall tower blocks, contemporary and historic architecture on old city grid;

F: Mixed use contemporary with commercial and civic focus;

G1: Institutional and civic dominated, medium heights, mixed use with strong heritage component;

G2: Medium to tall mixed use with strong public transport focus.

While many provisions and analysis of the DGLUM are outdated, the recommendations and guidelines need further analysis.

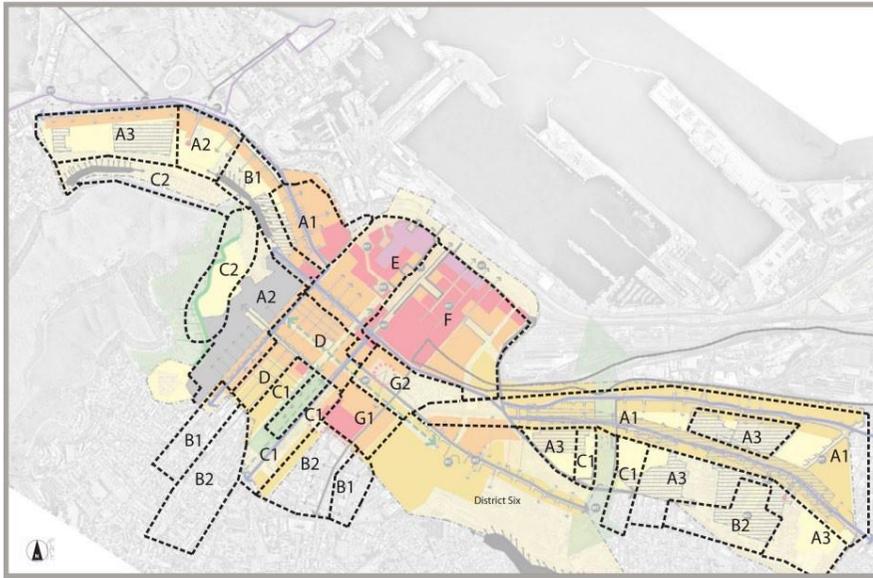


Figure 2-2: Land use coded character precincts (Source: CCDS, 2011)

The Development Guidelines for Land Use Management report forms one component of the Central City Development Strategy for the regeneration of the inner city.

The purpose of the report is to translate existing development “visions, aims and frameworks” into guidelines that will ultimately provide guidance to decision making within public and private developments. The guidelines aim to support existing approved policies and frameworks and are a means to translate it into site and precinct level guidance to development applications.

The issues identified and guidelines provided for includes: land use, height, residential density, bulk, grain, building lines and setbacks, ground and 1<sup>st</sup> floor street frontages, entrances and carriageway crossings, heritage context.

Principles contained in the DGLUM have been carried forward in the 2023 District Plan and will be interrogated and reviewed further for the CBD study area to inform character and interface conditions and significant elements to conserve, such as streetscapes, views and visual links.

Some of these principles include:

1. Maximum flexibility in land use mix;
2. Increased height / development intensity along public transport corridors;
3. Increase residential density along public transport routes;
4. Increase business potential along public transport routes Increase residential thresholds of support adjacent to public transport routes;
5. Retain fine grained fabric along corridors (limit large scale consolidation) and protect fine grain residential character of historic fabric behind;
6. Retain continuity of street façade, especially in heritage areas and ensure passive surveillance of streets;
7. Promote active street frontages along major public transport routes;
8. Avoid disruption of pedestrian movement on sidewalks by excessive vehicular access;
9. Retain historical fabric of heritage value.

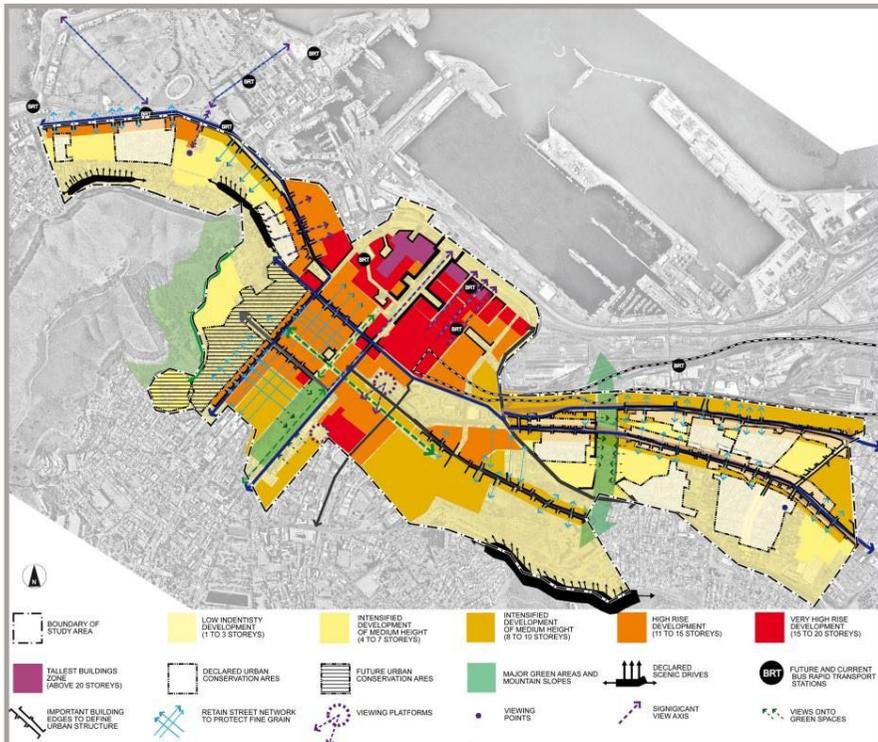


Figure 2-3: Development intensities map (Source: CCDS, 2011)

The CCDS (2011) document is comprehensive, however it is outdated. Some development trends, which have come to the fore during a few pre-application discussions over the last few years, indicate, at least anecdotally, the divergence of trends and the CCDS's intentions. Even at the time of drafting the original CCDS (2011), it was becoming common for redevelopment proposals to take up the full bulk rights allocated to sites. Within the last few years with heights upwards of the earlier Modernist foreshore towers, which were between 90- 100-120m, now with proposals upwards of 120m, 135 and maximum at 145m to date. These developments

trends will be unpacked further in chapter 3.7 – Land use and development trends.

There are anomalies within the study area which should be avoided (both historical and more recent cases). By way of example, Surveyor General's office Plein Street, Garden Centre, 4 Dorp Street (101m). In addition, bulky buildings that do not follow topography, are also out of place (E.g. Boulevard, ETV Roeland etc.).

### 2.2.2 Foreshore Gateway Precinct, 2021

The Foreshore Gateway Precinct breaks with the perceived outer limit of the West City along Buitengracht as the proposal tries to maximise land release for affordable residential led development. This 'extension' of the traditional CBD area, with building heights mirroring those existing along the east of Buitengracht, is to be interrogated during the LSDF process. The Gateway catalytic land development program presents *the strongest opportunity for inner city affordable housing delivery at scale*. This is supported, noting compromises and anomalies that are arguably still at odds with the intentions expressed in the Tall Building Policy (2013) and CCDS (2011), where clustering of tall buildings towards the foreshore is envisioned.

By way of example, the 60m spire concept at Gallows Hill is isolated. When looking away from CBD/ Convention Centre precinct, along, the proposed towers provide the wrong visual cues, as one leaves the City. This professional opinion may well be contested by alternative, Part of the proposal infringes on Lion's Head view, at pedestrian level, as the scheme mediates from 86m to 25m, as one moves towards Lion's Head.

The scheme also proposes repurposing the MyCiTi depot as part of the public realm network around the V&A Waterfront. Consensus

needs to be gained around some of these issues as part of the transport planning phase of the LSDF.

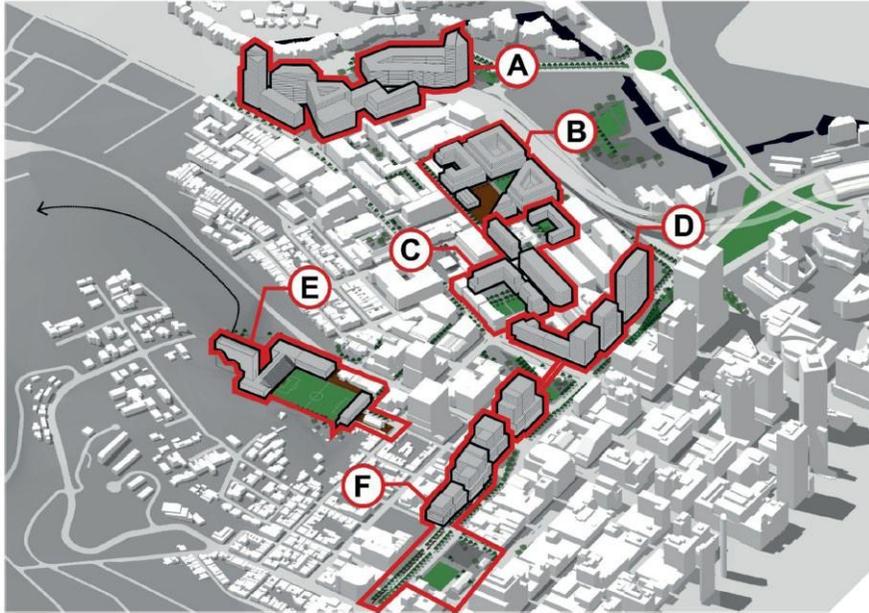


Figure 2-4: Foreshore Gateway Development parcels (Gateway Urban Design Framework, 2021)

### 2.2.3 Draft Fringe Urban Design Framework

The Fringe draft urban design framework provides design guidelines for the eastern edge of the CBD/Inner City. The design guidelines are broad and are meant to “illustrate the general development parameters for the potential development opportunity sites identified”.

#### Area Design Guidelines:

1. Building Heights and Setbacks: should maintain the character of the street.
2. Building Typologies: maintaining current/relevant building typologies for renewal/redevelopment of existing and new buildings.
3. Building Uses: aim is to develop mix uses, except for areas that are small to counter for. It is important to note that different uses will be more dominant in one area than another.
4. Street Frontage: defines external faces of a building/street, defines building relationships to street and pedestrian activity/engagement.

### 2.2.4 Draft CBD Urban Design Concept and Guidelines 2022.

The CBD urban design concept intended to provide spatial planning and land use guidance to inform the CBD transition and through the identification and prioritisation of series of short- and long-term interventions, as well as land use and urban design guidance for development decision making. Proposals were framed around the following principles:

1. "People Oriented Design which is design that puts people before cars".
2. "Walkability where design supports walking as the preferred mode of travel, creating desirable locations to live, work, play and invest."
3. "Integrated Natural Systems - where design conserves and enhances the health of natural systems - landscape, water, to mitigate the impacts of climate change."
4. "Urban typologies - where design promotes high Intensity Mixed Use Urban Places that are liveable for all who use them".

5. "Enhanced local identity where design is sensitive to and inclusive of the cultures, traditions and society of each place."

The rapid review of the CCDS 2.0 precluded key informants such as market intelligence and technical analysis and testing (mainly transport-related) and included limited reference to heritage informants. As a result, these proposals were framed as "provocations" to be incorporated into a more comprehensive planning process, such as the CBD Transition Plan.



Figure 2-5: Cape Town CBD urban design concept, 2022

The 2022 draft urban design concept (The CCDS v2 heat map) proposes height restrictions in relation to contours. This method should be refined in the next phase against heritage resources, streetscape and precinct character & specific desirable view corridors, and bioclimatic considerations noting that the methodology should be supported in principle. Refer to extract below.

#### 2.2.5 Extract from CCDS v2 draft 2022: "Great height should be controlled/ fully evaluated when:

1. the building would cast a shadow over public spaces for more than 4 daylight hours in winter
2. the site is within "x"m<sup>1</sup> of an identified heritage resource
3. the site directly abuts low rise fine-grained heritage areas
4. views of key landscape features would be obscured from identified key public spaces
5. Great height should be limited on the slopes of the City Bowl as follows:
  - 5.1. maximum of 38m above base level/ NGL between the 20m and 30m contour lines
  - 5.2. maximum of 30m above base level/ NGL above the 30m contour line."

<sup>1</sup> Distance from heritage resource to be specified in the Cape Town CBD LSDF (Vol.2)

## 2.3 Emerging guidelines that need further expression in planning the CBD

### 2.3.1 Inclusionary Housing

The MSDF identifies the CBD as one of the areas where measures to improve affordability are needed and inclusionary housing measures in policy should apply.

Currently inclusionary housing is implemented through:

1. The Municipal Planning By Law application process. At present, the CBD Overlay Zone (LAO/4) incentivises additional floor area bonuses (30%) if 30% of a development's floor area is used for flats. However, there the incentive does not target affordable housing household income brackets. Therefore, inclusionary housing provision is based purely on soft negotiations, which are very difficult to achieve successful outcomes;
2. The Municipal Planning Tribunal, through objections by activists. This civil lobbyist strategy has proven to be the most effective tool to support the negotiation of positive outcomes regarding inclusionary housing; and
3. Land release for state assisted affordable housing programme- which in the inner City includes Social and Gap housing.

#### Constraints

1. Land use application objections and MPT process takes considerable amount of time with most outcomes indicating the requirement for inclusionary housing being overturned through the appeals process. The appeals process outcome more often than not preventing the inclusionary housing from forming part of the development in the end. The net effect of such protracted processes is that the cost per unit carries a higher holding cost,

which may even push the unit price above the originally targeted residential submarket;

2. Inclusionary housing policy required – this will take time to conclude (drafting, financial modelling, interdepartmental coordination, political buy in, public participation, promulgation, institutional arrangements and time to/ capacitation toward implementation);
3. Protracted affordable housing land release programme;
4. Development economics has resulted in two of the developments in the CBD that were conditioned to provide a component of affordable housing, not being constructed.

## 3 Contextual analysis

### 3.1 Socio-economic overview

The impacts of COVID have been tough on most CBDs around the globe, and the citizens of these cities have had to bear the harsh realities that have come with these impacts. These realities have tested the resilience of the central city. The first challenge of the LSDF is to understand what the current target market of the CBD is, before understanding of the causal relationship between the strategic policies, their implementation on the ground, and their impact on the livelihoods of the people targeted, including the systems they interact with daily.

A large amount of dependency is placed on the census data and the input it provides for the CBD. At the time of conducting this analysis the 2022 Census data was not yet available. This baseline analysis represents a composite of various desktop socio-economic studies that have recently been done for the Central City (influence) area to supplement the demographic analysis conducted for the Table Bay DSD in 2020. For the purposes of this analysis the 2011 Central City area was reviewed as the wider influence area for the Cape Town CBD.

#### 3.1.1 Demographic overview

In terms of population growth, the Central City area had a population of 68 202 and 28 092 households in 2022, representing an **average household size of 2.4**. The Central City represents 22% of the Table Bay District population and 1.4% of the total population of Cape Town. The primary study area, being the Cape Town City Centre and the Foreshore had a population of 6 718 in 2022, which is a **19% growth from 2011**. The number of households was 1 809 in 2022,

a 7% growth since 2011. 74% of the Central City population between the age of 20-34, with 58% of CBD population being in the same age bracket. This can be attributed to the critical mass of students and young professionals residing in the area to be spatially proximate to education and employment opportunities respectively.

In contemporary Cape Town, population growth and human and economic activity are driving the demand for urban space. Affordability is a primary determinant of location and informs the interaction between people, activities, and land uses. The rate of new household formation outpaces that of population growth, and despite an increase in literacy rates, youth unemployment remains high at 47.3% in 2020 (compared to 45.2% in 2019). Prior to COVID-19, Cape Town already had high household poverty (monetary) rates. In 2014, 25.9% of Cape Town households earned R3, 500 or less; this decreased to 22.6% in 2019 before increasing to 28.0% in 2020. In terms of the MSDF definitional of household affordability (household income of R22 500/month or less), approximately **49% of households within the central city area fall below the affordable household submarket** threshold.

The CBD's economic attractiveness and concentrations formal and informal economic opportunities will always attract the city's urban poor/homeless in search of opportunities. According to the City of Cape Town safe spaces project, a total of **6175** homeless persons were counted in Cape Town (2018/19), with **871 homeless enumerated within the Central City area**. Wards 115 and 77 (making up the CBD study area) make up a combined total of 1 051 homeless people (17% of Cape Town's homeless population in 2018/19).

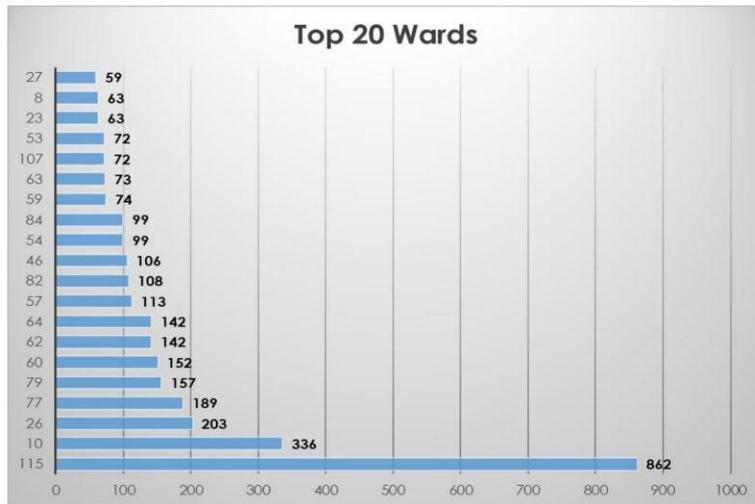


Figure 3-1: Count of homeless people by ward (Source: CCT Safe spaces project)

The Cape Town economy contracted by 6.8%, the worst decline in economic output ever recorded. The global economy has started to improve, but recovery was more gradual than originally thought since global growth declined by 3.1% (IMF, 2021) and 3.3% in 2022. The global GDP growth outlook for 2023 is 2.7%, followed by a slight uplift to 2.9% in 2024 (OECD, 2023). The rather muted global growth outlook provides a partial view to the macroeconomic context to attracting investment to places like the Cape Town CBD.

The South African Gini Coefficient average from 2010 to 2020 was around 0.64, pointing to the country being one of the most unequal countries in the world, but the Table Bay area, including the CBD, is lower than the metro average, sitting at about 0.58. Removing suburbs of lower socio-economic status such as Langa and Facreton from the equation would lower this average even further.

Informal employment can absorb a limited number of workers following recent significant job losses in the labour market. Approximately 552 000 residents are unemployed (Q2 2021), and the 'strict' rate of unemployment within the City is estimated to be 27.6%, the highest level on record. Despite this severe challenge, Cape Town's unemployment rate remains significantly lower than the National average unemployment rate (32.7% at Q4 2022). Approximately 61% of the Central City population is economically active, while **only 5% of the area is unemployed**. This emphasises the enormous role of the CBD as an absorber of Cape Town's labour force.

Area	Pop 2022	No Households
City of Cape Town	4 746 480	1 344 720
Table Bay	303 966	100 457
Primary Study Area (CBD/Foreshore)	<b>6 718 (+19% since 2011)</b>	<b>1 809 (+7% since 2011)</b>
Secondary Study Area (Central City areas)	68 202 (22% of TB District; 1,4% of the city)	28 092 (28% of TB District; 2,1% of the city)

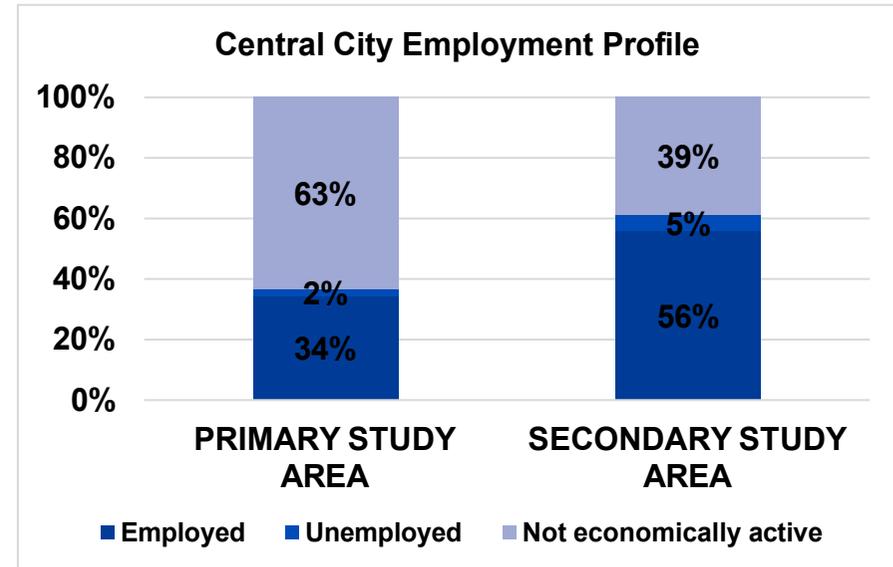
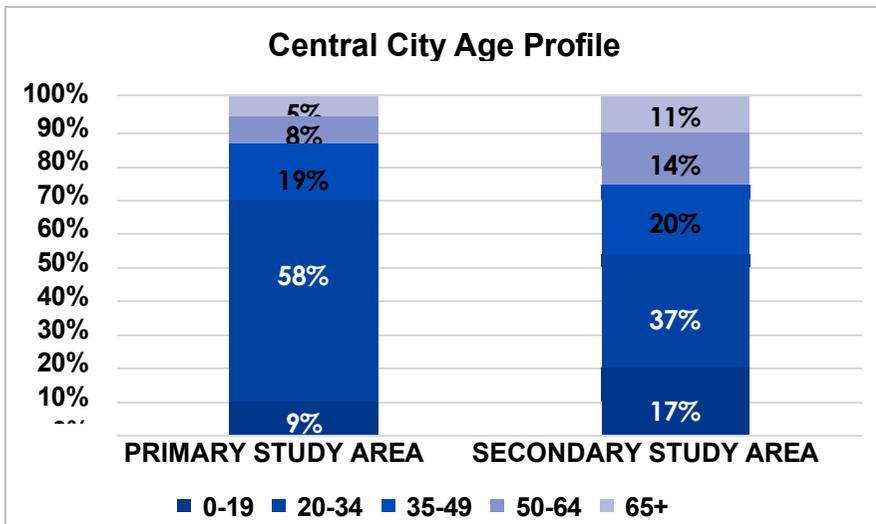
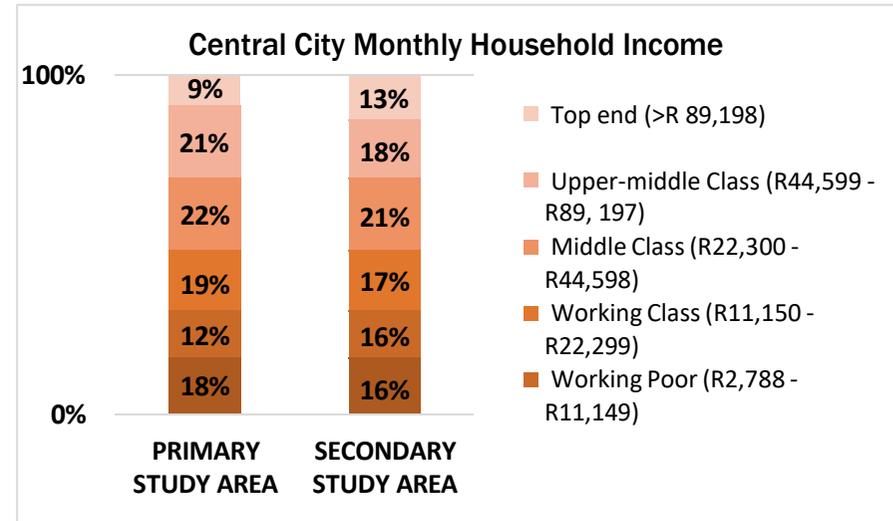


Figure 3-2: Socio-economic trends for the Central City area (Source: Foreshore Freeways socio-economic analysis, 2023)

Area	LSM	Dwelling Type	Period of Ownership Trends- Existing Owners	Period of Ownership Trends New Owners	Age of Owners	Transfers (past 12 months)
Cape Town Central	LSM 10 High	<ul style="list-style-type: none"> <li>97,86% Sectional Title Units</li> </ul>	<ul style="list-style-type: none"> <li>35% (11 years or more)</li> <li>13% (8 -10 years)</li> <li>23% (5 -7 years)</li> <li><b>29% (&lt; 5 years)</b></li> </ul>	<ul style="list-style-type: none"> <li>17% (11 years or more)</li> <li>10% (8 -10 years)</li> <li>14% (5 -7 years)</li> <li><b>60% (&lt; 5 years)</b></li> </ul>	<ul style="list-style-type: none"> <li>9% (18 -35)</li> <li><b>38% (36 - 49)</b></li> <li><b>35% (50 - 64)</b></li> <li>18% (&gt;65)</li> </ul>	359 (Mean Sale Price R1.8 million)
Foreshore	LSM 10 High	<ul style="list-style-type: none"> <li>97,81% Sectional Title Units</li> </ul>	<ul style="list-style-type: none"> <li>20% (11 years or more)</li> <li>13% (8 -10 years)</li> <li>17% (5 -7 years)</li> <li><b>25% (&lt; 5 years)</b></li> </ul>	<ul style="list-style-type: none"> <li>35% (11 years or more)</li> <li>0% (8 -10 years)</li> <li>18% (5 -7 years)</li> <li><b>47% (&lt; 5 years)</b></li> </ul>	<ul style="list-style-type: none"> <li>9% (18 -35)</li> <li>24% (36 - 49)</li> <li><b>48% (50 - 64)</b></li> <li>19% (&gt;65)</li> </ul>	16

Table 3-1: socio-economic vs property tenure trends

1. Cape Town CBD attracts the highest LSM groups.
2. 60% and 47% of new property owners acquired in the last 5 years in the CBD and Foreshore areas respectively.
3. 73% and 72% of property owners are above 36 years of age in the CBD and Foreshore areas respectively, which contrasts with the demographic profile of residents being under the age of 35.

### 3.1.2 Summary of findings

Understanding the drivers of urban change is important for urban planning, design and service provision as these drivers affect the development of urban nodes and their appropriateness for the people who dwell in such areas. The above demographic overview has revealed the following salient trends:

1. Population: The population in the CBD grew by 19% between 2011 and 2022, with only slim growth in household formation. From these growth rates one can deduce that there remains high demand to be located in Cape Town CBD, mainly from 1-2 person households. Although one could argue that space limitations suppress absorption of households of larger sizes.
2. Approximately 74% of the Central City population is under the age of 35, while 73% of residential property owners are over the age of 35. Tenure status of residents dwelling within the CBD is predominantly rental based.
3. About 49% of households earn less than R22 500/month. Beyond property ownership, it is extremely difficult to find affordable rental accommodation within the Central City.
4. Only 34% of the study area is economically active. Yet, unemployment within the Central City is extremely low at 5%. The CBD continues to be a significant absorber of Cape Town's local and regional labour force.
5. About 60% of new property owners in the CBD have acquired property in the last 5 years. The investment/income based residential property market dominates over the owner-occupier market. The rate of "semigration" from other parts of the country could be a strong contributor to this trend.

### 3.1.3 Implications for planning the CBD

From a policy perspective as a response, there is a need to focus directly on the relationship between people, housing, and the economy. This means that responses should target:

1. Economic growth and employment generating opportunities to raise the socio-economic status of households to be able to boost affordability challenges.
2. Housing demand in terms of general provision and addressing the backlogs while also dealing with informality and homelessness. It is important to facilitate supply to all residential submarkets.
3. Provision of services and social amenities or ensuring viable access to already existing services and amenities.
4. The CBD itself remains predominantly a young adult-oriented environment. Therefore, the provision of facilities and amenities will continue to be framed around this demographic. However, as the residential population increases within the CBD, there will no doubt be a necessary shift towards additional social facilities.
5. The City in partnership with other Government departments and social NGOs, will need to expand spaces for vulnerable people to seek shelter in and around the CBD.

The CBD can benefit from intensifying underdeveloped and underutilized land parcels as a direct response to the above focus points. In addition, encouraging people working in the CBD to live within the CBD could unlock additional opportunities for vibrancy and activation of land use outside of the traditional workweek and related hours.

## 3.2 Transport

Cape Town's CBD is in the process of transitioning into a modernized mixed-use and people-centred metropolitan node. The fundamental basis of the restructuring is an inner-city transport system (ICTP), as it gives structure to how people move to and from, and interact within the CBD, thereby informing public space and land use.

Previous spatial planning initiatives stalled due to the lack of an integrated transport strategy. The primary objective is to develop the analytical basis necessary to conceptualize an updated transport strategy, which will inform a suite of transport-based implementation actions that will give effect to the CBD (urban) transition. New and innovative thinking requires a departure from conventional methods of interpreting transport needs and travel demand.

### 3.2.1 Analysis overview

The City of Cape Town's vision for its CIP (2023–2028) is: “All people have efficient **access** to a range of **opportunities** in a manner that is **sustainable** and provides **dignity**.” This vision for 2050 aligns the 5-year CIP to the new term of office IDP (2022-2027), which has 2 transport objectives:

A sustainable transport system that is integrated, efficient and provides safe and affordable travel options for all; and  
Safe and quality roads for pedestrians, cyclists and vehicles.

It aims to promote sustainable travel patterns by encouraging walking, cycling, and the use of public transport; managing the road network to optimise the current road space; and promoting the principles of universal access in the design and construction of transport infrastructure.

The objective is to amalgamate the various plans that have been prepared for the region into a unified document that coincides with the vision and objectives while recognizing today's transportation needs and urban fabric.

The CBD transport baseline analysis is summarised according to the following categories:

1. Road infrastructure
2. Travel demand
3. Public transport
4. Non-motorised transport
5. Freight, logistics & tourism

### 3.2.2 Transport infrastructure

The CBD is framed by a well-defined hierarchical movement system. Road access to the CBD from the rest of the city is gained primarily via Table Bay Boulevard (N1), Nelson Mandela Boulevard (N2) and Philip Kgosana Drive, as well as several other minor arterial routes. Helen Suzman Boulevard is the primary arterial from the west of the study area, supported by a parallel system of minor arterials.

The **Foreshore Freeway**, despite its challenges of creating a sterile Foreshore environment, has an important bypass function towards the Atlantic Seaboard, the V&A Waterfront and the upper City bowl (90% of overall traffic accommodated by the elevated freeways is destined for these areas). Excessive congestion is experienced at the entrance to the V&A and the Cruise terminal which impact on departure delays. Two-way flows range between 7 000 and 8 000 vehicles/hour from 7am to 7pm, thus signalling a constant demand for 12 hours of the day. Without the capacity of this infrastructure, the traffic volumes it currently carries would need to be accommodated by the at-grade street network of the CBD. Its removal would cause gridlock and would significantly compromise the public amenity value of the existing public realm of the CBD. Ultimately the resolution

on a future transport solution for the Foreshore Freeways will be a precondition for other restructuring opportunities within the CBD.

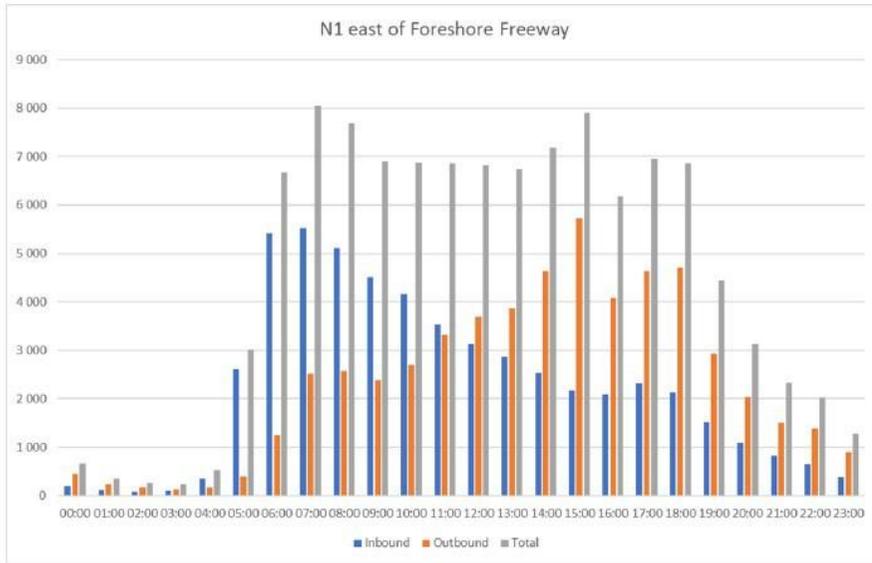


Figure 3-3: Hourly distribution of traffic flows east of the Foreshore Freeways

Hertzog / Hans Strijdom and Strand Streets play an important arterial function throughout the city. However, there remains scope within the lower order road network structure to create more complete streets by rationalising blacktop space in favour of accommodating additional sidewalk space, cycle lanes or landscaping within these reserves.

The **Church Street Interchange** is prioritised to undergo major upgrades to allow for improved circulation of traffic along Table Bay Boulevard. The port, being a significant generator and attractor of freight cargo, stands to gain significant operational efficiencies through improved circulation of freight transport through the inner city. The implementation of this infrastructure project will allow for

improved access to Culemborg West from the interchange, thereby negating the need for freight vehicles to use Christiaan Barnard Avenue through the Harbour Arch precinct.

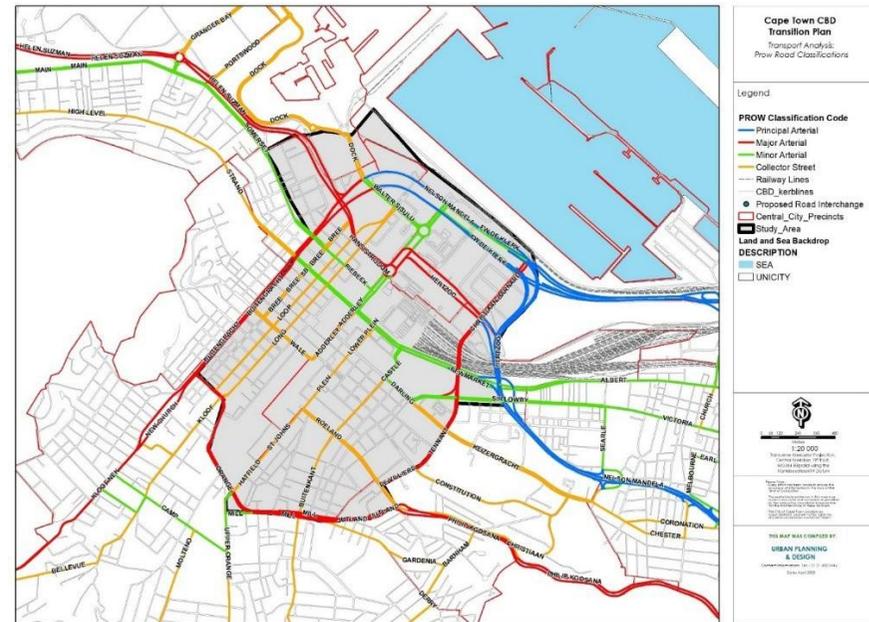


Figure 3-4: Public Right of Way providing structure to the CBD

### 3.2.3 Travel Demand

Based on available data in 2022, a total of **513 536 Capetonians travelled to the CBD** on a daily basis. As of September 2022 it is estimated that a total of **155 410 public transport users** commuted into Cape Town CBD while there were **358 126 private travellers** (daily private occupants of 1.4 Occupants per vehicle). This translates into a 30:70 modal split between public and private transport to the CBD.

It is estimated that there are approximately 3800 on-street parking & 23 359 off-street bays (2018), amounting to over **27 000 parking bays in the CBD**. Using an average parking coverage of 11,5m<sup>2</sup> and 25% added for circulation space, it can be estimated that the total floor area reserved for vehicle parking is approximately 47,5 Ha of space within the study area.

Using information analysed from a survey of e-hailing trips in July 2022 over a Monday-to-Friday period, it was calculated that an average of **81 303 E-hailing trips** in a 5-day weekly cycle are connected with the CBD, with 27% ending and 73% starting at the CBD. The average distance of trips starting in the City Centre (or outbound trips) was 6,4km while the median outbound trip distance was 3,6km. The most frequently recorded outbound trip distance was approximately 2,5km. The average distance of trips ending in the City Centre (or inbound trips) was 12,1km while the median inbound trip distance was 9,9km. The most frequently recorded inbound trip distance was approximately 9,6km. It can be argued that within a radius of 10km from Cape Town CBD, e-hailing provides a supplementary transport service and potentially even competes directly with other modes of transport due to its attractiveness as a door-to-door service.

While parking provision remains an asset in support of economic activity, it is equally important to acknowledge that the accommodation of cars at ground level sterilises the public realm of opportunities for human activity. Therefore, it is important to embed principles, strategies and policy statements around parking within the CBD. By way of example, on-street surface parking should be discouraged and actively rationalised where possible, and instead, should be accommodated on-site.

The above should be coupled with travel demand management interventions needed to regulate vehicular traffic into the CBD. The largest proportion of the study area is covered by either the CBD Overlay Zone or the PT2 Parking Area, which allows for zero parking minimums. There has traditionally been little appetite to effect parking maximums in Cape Town. This is most likely a non-starter given

the state of current public transport provision. However, should this change, the CBD would be a primary candidate for such an intervention.

### 3.2.4 Public Transport

A total of **155 410 daily inbound public transport trips** is estimated, with the Cape Town Station receiving approximately 50 000 rail passengers per day. **Public transport modal split (2022) stands at 32% rail vs 68% road based public transport** or NMT. This represents an 18% reduction in rail capacity and/or demand from 2012 statistics.

While Metrorail is currently in the process of incrementally re-instating rail services, only a limited schedule (service) is currently provided, which has not attracted historic commuter volumes. Nevertheless, the updated EMME Model assumes a return to 2012 rail ridership levels over the medium term, which would then correlate with a return to  $\pm 620\,000$  rail passenger trips across the metro, of which approximately 35% or 220 000 commuters would be destined for the CBD.

The CBD enjoys superior local and trunk MyCiTi service. However, ridership is stunted by competing with localised e-hailing services (faster). However, this lack of competition can be attributed primarily to insufficient critical mass of people moving within the CBD. This could potentially be remedied by, inter alia, additional local populations within the CBD. Additionally, the resolution of road-based public transport having to compete with the general traffic in the direction of the Metro-Southeast would have a substantial improvement in competitiveness of the N2 Express service and could increase the current 9% share of public transport service.

Cape Town Rail Station is a terminal Station which anchors several other public transport modes, including minibus taxis, long-distance rail and Golden Arrow Bus Service. While the MyCiTi Trunk Station at the Civic Centre is located slightly further afield. The Station Precinct is in need of a full urban design and transport review in order to

properly integrate its functionality, but also to maximise its development footprint. The City is in the process of initiating an appointment to produce a development framework for the Inner City Transport Hub.



Figure 3-5: Study area of the Inner-City Public Transport Hub

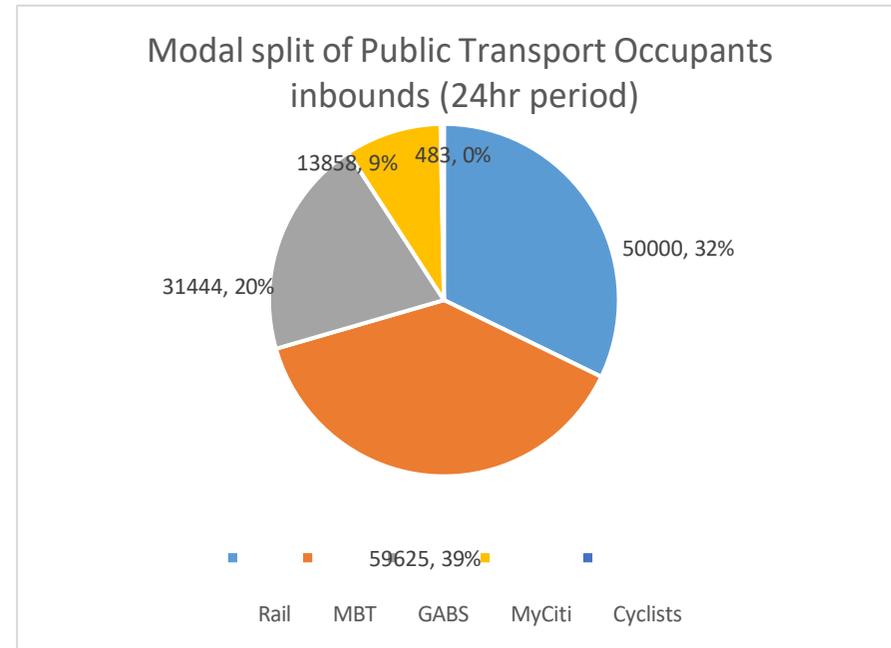


Figure 3-6: Public transport modal split as of September 2022

### 3.2.5 Non-motorised transport

The storyline of pedestrian interventions started several decades ago, anchored by spaces such as Saint George's Mall, Government Avenue through the Company Gardens. However, the pedestrianisation of the CBD really gained momentum in support of the 2010 FIFA World Cup. Key interventions included:

1. Improvements between Cape Town Station and the V&A Waterfront – including crossing at Buitengracht / Coen Steytler Avenue.
2. Waterkant Street pedestrianisation towards Somerset Road.
3. Ebenezer Road upgrade.
4. Conversion of segments of Shortmarket and Longmarket Streets to pedestrian streets.

Since then, there have been several NMT upgrades which have either been completed or are in various stages of implementation in line with the 2017 NMT Network Plan. The most notable of these were:

Phase	Area of focus
Phase 2 (2014-2017)	Upgrades to the mid-City and Foreshore areas
Phase 3 (2017-2021):	Upgrades to the East City precinct 1. NMT interventions around City Hall 2. Pedestrian sidewalk upgrades along Tenant Street and Kaizersgracht Road
Phase 4 (2022-2024)	1. NMT improvements to Main Road Woodstock, Salt River and Observatory (possible extension into Darling Street)

Table 3-2: NMT Network Plan phasing and area of focus

Pedestrian conflict Zones within the CBD usually overlap with high order arterial routes that either serve as road access gateways to the CBD or distribute traffic around the CBD. Other pedestrian hotspots are oriented around Cape Town Station entrances as well as the MyCiTi civic centre trunk station on Hertzog Boulevard.

The future pedestrianisation of the CBD depends on advancements in the rollout of the City's IPTN network coupled with resolution of large-scale infrastructure projects such as the Foreshore Freeways. However, there are several potential NMT projects that could be pursued in the short term. These include:

1. Complete pedestrianisation of Longmarket Street from Buitengracht Street to Tenant Street (thereby improving east-west pedestrian links from District Six to BoKaap through the CBD).
2. Somerset Street: Introduction of a median as a place of refuge for pedestrians to cross the road safely. Additional traffic calming measures are also proposed, such as an additional (signalised) pedestrian crossing at the intersection

of Little Street and Somerset Road to facilitate movement between the proposed MyCiTi Square and Battery Park. The outbound lanes towards the Atlantic Seaboard are to be narrowed in favour of wider pedestrian sidewalk space. Further reductions to a single carriageway road will hasten the need to implement the Foreshore Freeway transport solution.

3. Pedestrian improvements to Riebeeck Street.
4. Pedestrian improvements to Old Marine Drive between Cape Town Station and the Civic Centre.
5. Pedestrian improvements from the Station Deck towards the Grand Parade.
6. Investigation into the full or partial pedestrianisation of Long Street.
7. Investigate the conversion of Darling Street into a transit mall.
8. Adopting a "complete streets" approach to Harrington Street (full and partial pedestrianisation interventions in parallel with Buitenkant Street).
9. NMT improvements to Adderley/Strand intersection.

The Gateway Precinct, being the most advanced in terms of design, has put forward a series of streetscape improvement proposals for programming according to a public environment strategy. These include:

1. The full pedestrianisation of Hudson Street to link the Salesians College to the Bo-Kaap and the Quarry Site.
2. Partial pedestrianisation of Chiappini, Prestwich, Alfred and Napier Streets.

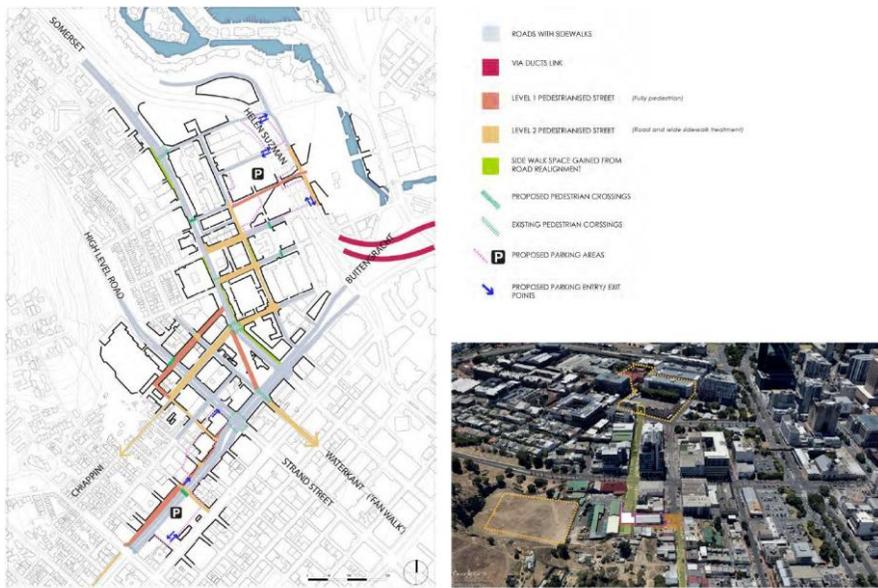


Figure 3-7: Gateway Precinct NMT proposals linked to the public structure

Phase 5 of the NMT Network Plan is due to be implemented from 2025, with 18 projects currently in the scoping phase. This process should be targeted to include NMT interventions that are prioritised by the CBD LSDF.

Facilitation of cycling to and within the CBD remains quite challenging, primarily because of the geographical position of the City Bowl and the steep elevation on the slopes of Table Mountain. Notwithstanding these physical challenges, there remains potential to improve cycling as a mode of transport.

Primary cycling routes into the CBD are:

1. West Coast bicycle lane through Culemborg, is an existing shared class 2 cycling route which runs parallel with the MyCiti trunk route to Blaauwberg. This route is fully grade separated and provides direct NMT access to the CBD. However, its isolation and lack of land use activity along its length has made it a public safety risk. This needs to be resolved through Transnet's Culemborg Back-of-Port development project. It would also be beneficial to extend this high order cycle route through the CBD to connect with facilities in the Atlantic Seaboard.
2. Albert Road is an existing shared class 2 cycling route which provides cycle access into Strand Street from Woodstock and Salt River. This route is not grade separated, which reduces its overall desirability for cyclists. Anecdotal perspectives expressed a lack of safety due to conflict with general traffic and difficult enforcement of parking. Increasing overall cycling volumes to and within the CBD will be contingent on improvements to design and quality of peripheral NMT routes such as this one.

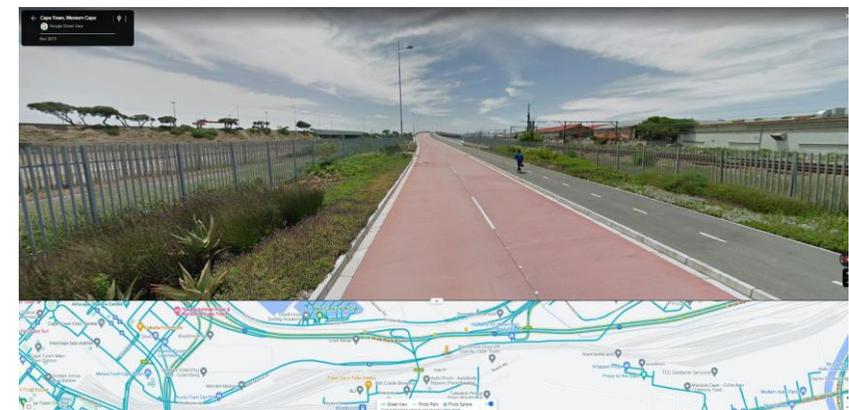


Figure 3-8: Blaauwberg grade separated cycle lane with no land use activation

- Somerset Road is an existing shared class 2 cycling route, which provides access to grade 1 separated facilities at Greenpoint Park and the Sea Point Promenade along the Atlantic Seaboard. The section of Somerset Road from Buitenbracht Road to Ebenezer Road is a challenging section due to the limited cross section, which is fixed due to significant heritage buildings along its length. It is hoped that implementation of the Foreshore Freeways solution would allow for this section of Somerset to take on a more pedestrianised (complete street) character. Engagements during the Gateway Precinct project revealed potential to introduce a median to create a safer pedestrian environment. Below is a view of the 2018 scheme, which indicates a reduced blacktop in favour of a central median and NMT facilities.

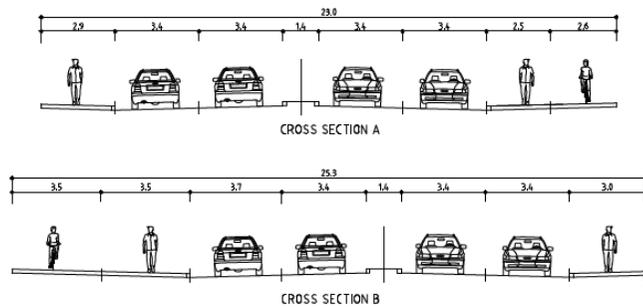


Figure 3-9: Somerset Road Scheme cross section

- Dock Road through the V&A Waterfront Precinct is identified as an existing class 3 route. This route serves as a useful bypass route to Eastern Somerset Road above, where cyclists can either continue into the Waterfront or connect with Somerset using Ebenezer Road. What is problematic however, is the access point into Dock Road from the Foreshore Precinct.

Internal cycling routes within the CBD:

#### 1. East-west

- Riebeeck Street – Waterkant Street not ideal to share with Pedestrians (slower speeds). Riebeeck Street is a more favourable cross-section for cycling but currently has no cycling facilities.
- Hertzog Boulevard – an existing shared class 2 route, which provides continuity for the West Coast cycling route.
- Strand Street – provides continuity through the CBD from Albert Road. Connects back to Somerset Road via Bree Street. Identified as a proposed class 3 cycling route.
- Sir Lowry Road/Darling Street – links Adderley Street to District Six via Darling/Kaizersgracht Roads. Identified as a proposed class 4 cycling route.

#### 2. North-south

- Bree Street – identified as an existing class 3 cycle route from Walter Sisulu Avenue to Strand Street, and a proposed route up to Buitensingel Street. Bree Street can be described as one of the most 'Complete Streets'<sup>1</sup> in the city CBD, since there is space within its cross section for pedestrians, cyclists, vehicle traffic, as well as parking. Bree Street should be considered as a model streetscape to be expanded elsewhere in the CBD. It would be worth investigating measures to

<sup>1</sup> Complete Street Networks are planned, designed, and operated with all users in mind. They connect breaks in pedestrian priority with appropriate public realm upgrades within the urban streetscape. [Complete Streets Overview – City of Toronto](#)

create slower streets in the CBD to facilitate these activations, where appropriate (e.g. woonerf streets).

- 2.2. Adderley/Heerengracht Street – Heerengracht Road between Walter Sisulu Avenue and Riebeeck Street is identified as an existing class 2 cycle route through the lower and central CBD, changing to a class one proposed shared cycle route along Government Avenue. This route is the highest order cycle route through the CBD. There is an opportunity to partially extend this alignment into the Foreshore in line with the creation of a future destination place.

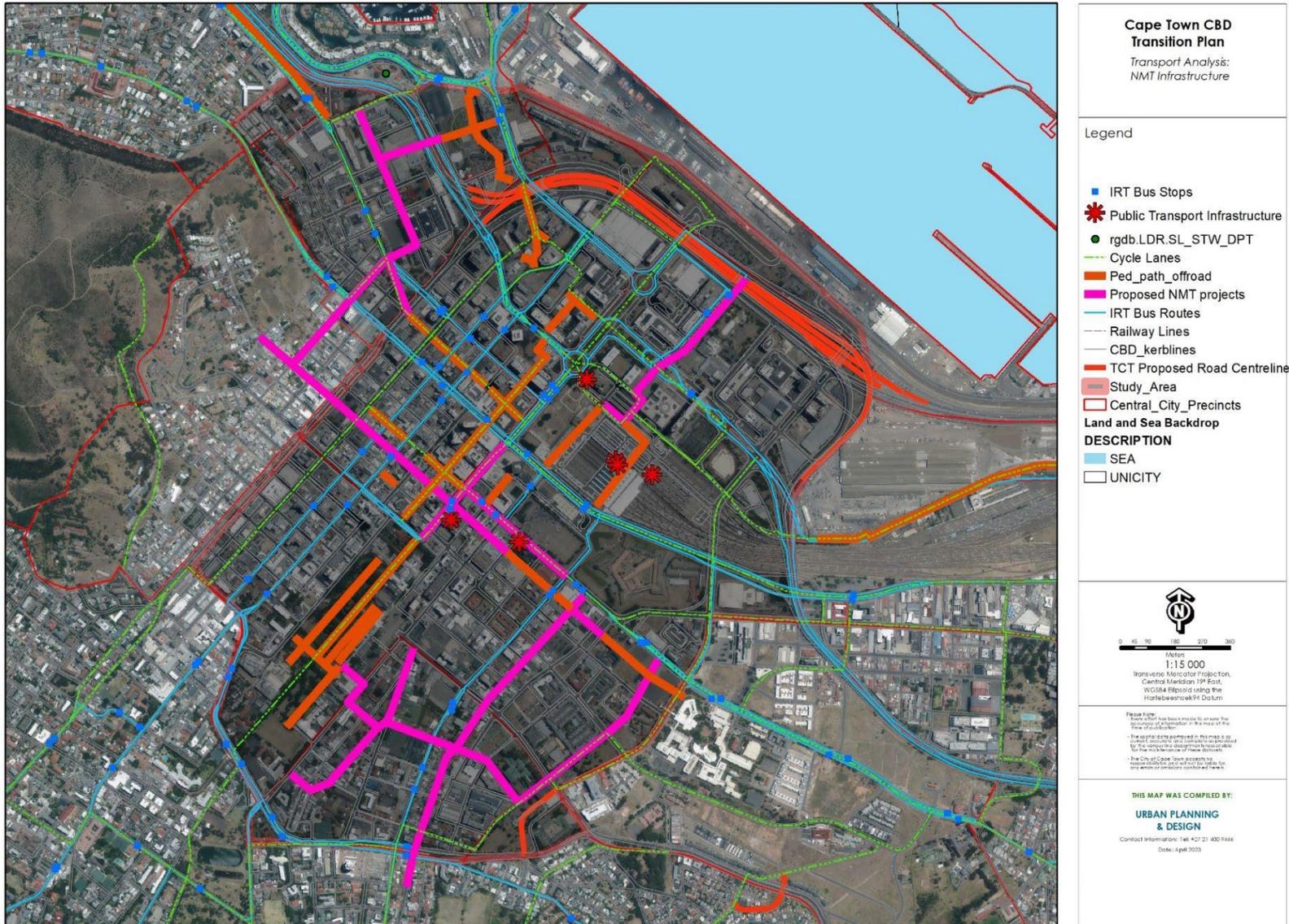


Figure 3-10: CBD existing and proposed NMT (grade separated) linkages

### 3.2.6 Freight, Logistics & Tourism

Cape Town Port is a key gateway to the global maritime economy, and conversely it attracts significant activity towards Cape Town in terms of freight & logistical activity as well as maritime tourism. Transnet National Ports Authority (TNPA) has released its draft Port Development Framework Plan (PDFP): 2022 update.

The draft PDFP emphasises TNPA's priority to ensure that there is capacity ahead of demand through provision of appropriate port infrastructure. As such the retention of berth capacity at the port is essential. The strategic position of the port development framework is built on strengthening competitive advantage, regional economic growth potential and service orientation (vs operations). With this in mind, there have been a series of updates to the PDFP that have potentially far-reaching implications for Cape Town CBD:

1. Where previously the Transnet-owned Culemborg West and Parden Eiland Sites were outside the Port limits, these sites have now been included as 'New Development Areas.' This suggests that these areas are to be actively used for back-of- port functionality in the short to medium term. The appropriate transition from the Cape Town CBD into Culemborg, and interfaces along the existing MyCiTi and bicycle alignment through the precinct, is a primary concern for the CBD LSDF.
2. The Port has prioritised the expansion of maritime commercial activity to improve cruise/tourism-related activities. It is hoped that this signals the re-establishment of TNPA's People's Port initiative with the projected increase in tourism that the City is likely to experience. Approximately 1 45 000 cruise ship passengers and 42 000 crew arrived at Cape Town Cruise Terminal between October 2022 and May 2023. This was the

first season where 3 ships docked simultaneously on 5 different occasions. The estimated arrivals for the current period (Oct 2023 – May 2024) are expected to be in the region of 90 200 guests and 38 000 crew<sup>2</sup>.

3. The South Arm Berth at TNPA House has changed from Maritime engineering to 'New Development Area'. It is understood from engagements with TNPA that this change would facilitate the implementation of more commercial opportunities as well as a reduction in the demand for freight vehicle traffic through this quay. This change in spatial designation would enable a more people-oriented interface with the Waterfront precinct with a potential new destination place. Thus, reinforcing the notion of 'meeting the sea'. This can be interpreted as an acknowledgement that a future eastward transition of port core functions would be both efficient for port capacity and beneficial for growth of the CBD.

Tourist-related transport facilities originating in or near the CBD include:

1. The **Ceres Rail Company station**, located at the Harbour Bridge Hotel a short distance away from the Cape Town Cruise Terminal. This attraction, which provides rail tours to the Elgin Market near Grabouw, is rather hidden away and could be celebrated more with better exposure and accessibility.
2. The **City Sightseeing tourist bus** system operates from the V&A Waterfront and Long Street tour offices. The central city bus loop (Red Route) connects the areas along the Atlantic Seaboard with the CBD. The Red Route also provides direct access to the Table Mountain lower cable station. The Cape Peninsula loop (Blue Route) connects tourist destinations as far south as Constantia and Hout Bay with the CBD.

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<sup>2</sup> Information sourced from Cruise Cape Town (Wesgro) as at 23 June 2023.

3. The **Old City historic Tram route** system was decommissioned in the mid-to-late 20<sup>th</sup> century. However, there are still remnants of tracks dotted along the historic tram routes within the CBD. It has long been debated as to whether the old tram should be reinstated (or at least part thereof). However, this idea has not been explored in much detail.
4. The **Table Mountain Cableway** at Kloof Nek. The parking challenges along Table Mountain Road for visitors to Table Mountain and the lack of a comprehensive transport plan to link Lions head to the lower cable car station and the CBD by public transport, is a challenge to tourism development.

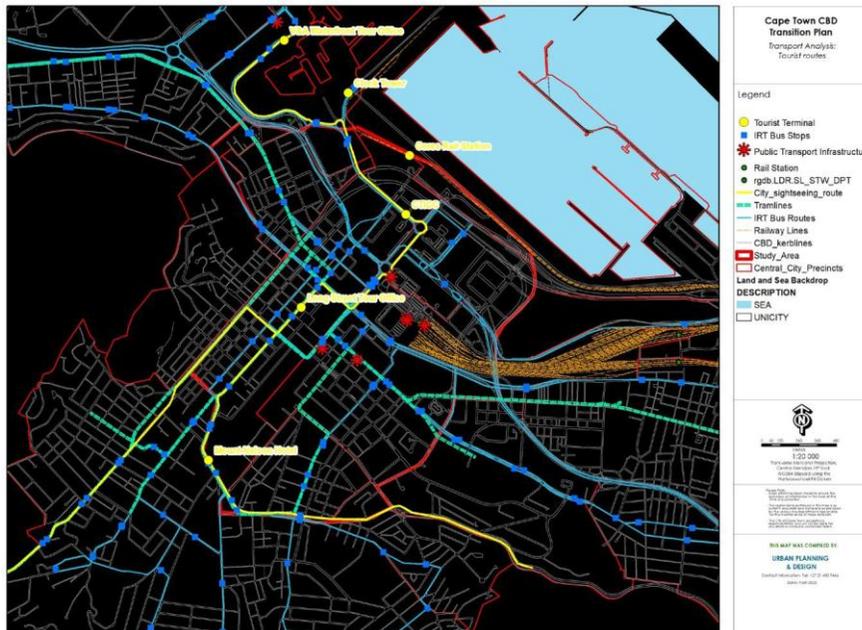


Figure 3-11: Tourist transport routes overlaid with the public transport network

### 3.2.7 Implications for planning of the CBD

The following salient points have emerged from the above transport baseline analysis:

1. Public transport services within the CBD are not likely to be increased above existing service levels. Increasing public transport ridership levels in the CBD are fundamentally dependent on improvements or expansion of the broader integrated public transport network across the city. This includes rail capacity improvements as planned, as well as increasing accessibility to and from the CBD such as providing an advantage to outbound road-based public transport over general traffic.
2. The CBD is primarily for people, with vehicular traffic serving a subservient roles. As such, there needs to be more space for social interaction, trade, recreation, exercise and vibrancy within the public realm. The LSDF should facilitate spatial restructuring of the CBD to maximise walkability, with complete streetscapes for all modes of transport.
3. Spatial proximity within the context of the CBD means maximising residential opportunities for as wide a range of people as possible, ensure physical accessibility at a localised scale. In this regard the delivery of residential accommodation opportunities with broad ranging affordability goals should be seen as a primary objective.
4. Density and diversity have, and will continue to be the basis for efficient, compact city living. Recent innovations in the property market have started to indicate that the provision of a diverse mix of uses and services has become the new normal for development in the CBD.
5. The City of Cape Town's carbon neutrality goals need to have been realised by 2050. Reducing the city's overall carbon footprint by prioritising public transport over private vehicles will become more urgent as time progresses. The first few steps should be to reclaim public spaces from vehicles using such spaces for parking.

### 3.3 Public Realm & Facilities

The CBD has had several iterations of planning and design frameworks which have attempted to put in place a coherent public structure with which to guide public and private sector investment and development responses. The 2006 urban design framework plan received the greatest traction due to political will to drive the restructuring of the CBD in preparation for the 2010 FIFA World Cup.

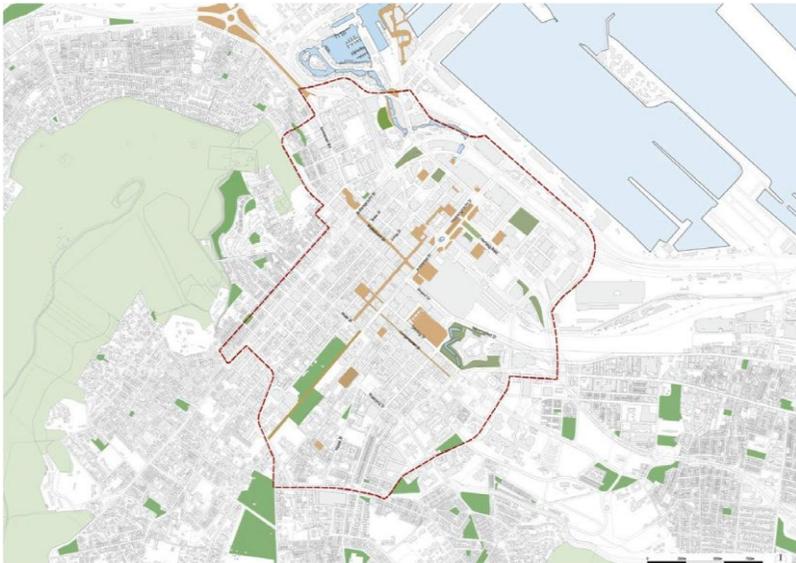


Figure 3-12: Public space structure of the CBD at present

Despite the gains of these past iterations of public initiatives and interventions over the years, the CBD public realm at human scale remains relatively limited. The Central City Urban Design Concept (2022), a precursor to the CBD Transition LSDF process, proposed the latest iteration of a public structure which anchored various place making interventions for a “people-oriented” public realm.

#### 3.3.1 Qualitative Public Realm Assessment

This public realm evaluation builds on this concept by focusing on the qualitative assessment of public spaces and linkages in terms of their overall condition and urban design contribution (to place-making).

A list of existing spaces and linkages were derived from prior and planned work or identified problematic sites within the study area (refer to figure 3-13). The approach, while not comprehensive and a work in progress, manages to distil the existing public realm clearly and effectively into targeted priority interventions.

The outcome of a cumulative scoring process plotted assessed sites on a project priority graph (refer to figure 3-14), with low results reflecting poor quality public space provision (scores between 36-59% for maintenance and urban design characteristics) and therefore high priority for intervention.

# Project List

- Existing Spaces:**
  1. Christiaan Barnard Street Gateway
  2. Hertzog Boulevard Gateway
  3. Salazar Square
  4. Roggebaai Square
  5. Pier Place
  6. Heerengracht Fountains Precinct
  7. Jetty Square
  8. North Wharf Square
  9. St. Andrews Square
  10. Thibault Square
  11. St. George's Mall
  12. Grand Parade
  13. Greenmarket Square
  14. Riebeeck Square
  15. Church Square
  16. Parliament Square
  17. Dunkley Square
  18. Harrington Square
- Linkage Projects:**
  19. Adderley & Strand Str. Intersection
  20. Long Street (Orange to Strand Str.)
  21. Longmarket Str.
  22. Buitenkant Str. (Darling to Mill Str.)
- Future Projects (N/A):**
  23. Old & New Hanover Str.
  24. Good Hope Centre
  25. Foreshore Freeway Precinct
  26. Heritage Park (District 6)
  27. Quarry Site Precinct
  28. Buitengracht Gateway

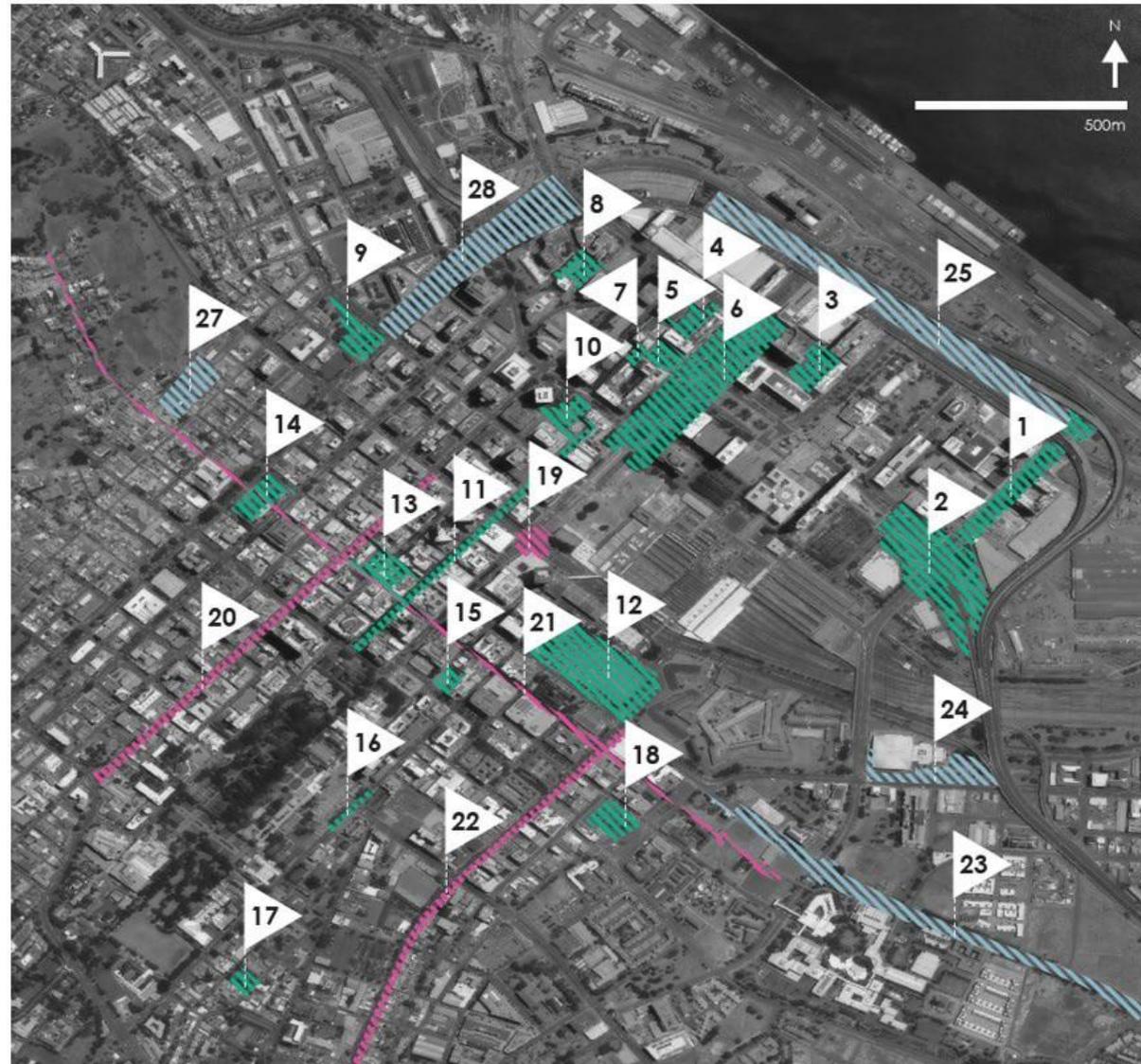


Figure 3-13: Public spaces and linkages assessed

# Project Priority Graph

The percentage scores, based on the data gathered on the quality of the Urban Design and Maintenance Components, provide the following overview:

- Urban Design Score
- Maintenance Condition Score
- ▼ Potential Priority Projects
- ▼ Potential Critical Projects

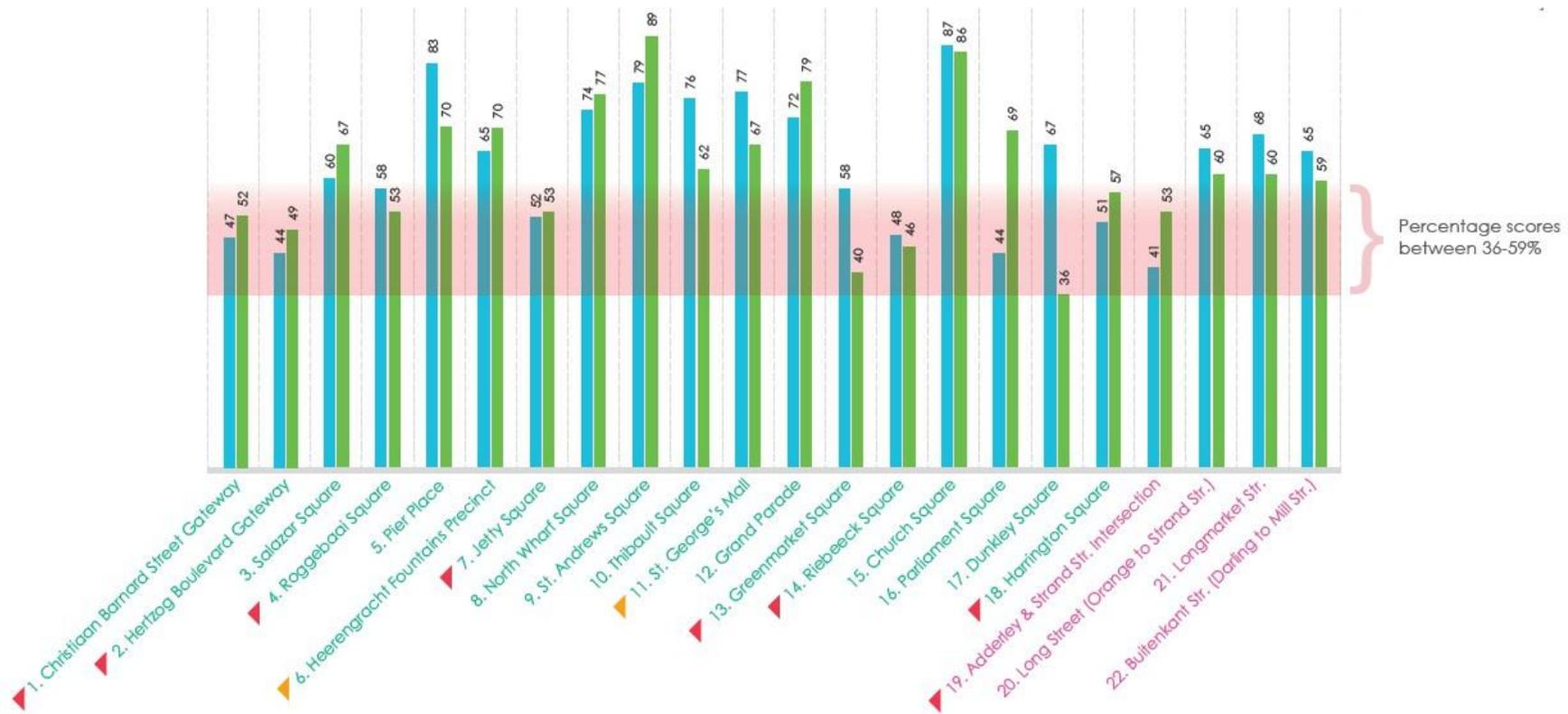


Figure 3-14 Public space assessment priority graph

### 3.3.2 Summary of findings

Overall, there are several generic issues that are common to most spaces within the CBD. These include:

1. Public spaces generally dominated by vehicles (parking). In most cases these spaces are not functional as public spaces even though they are zoned or reserved as such;
2. There has been a gradual decline in the overall condition of existing spaces, necessitating varying degrees of maintenance requirements;
3. With limited exceptions, spaces appear rather monotonous in character, often lacking in vibrancy. These spaces would benefit from some sort of activation or street art;
4. Undeveloped or unmanaged spaces are overridden by vagrancy;
5. Identified public spaces would benefit from better landscaping, lighting, greening and street furniture.

### 3.3.3 Priority public spaces projects

Based on the defined scoring method, the following spaces were identified for intervention:

1. Christiaan Barnard Street Gateway (1)
2. Hertzog Boulevard Gateway (2)
3. Roggebaai Square (4)
4. Jetty Square (7)
5. Greenmarket Square (13)
6. Riebeeck Square (14)
7. Harrington Square (18)
8. Adderley & Strand Street Intersection (19)

In addition to the above, the Heerengracht Fountains Precinct and St. George's mall link were identified as critical projects due to their status as structure-giving spaces as well as heightened use and footfall.

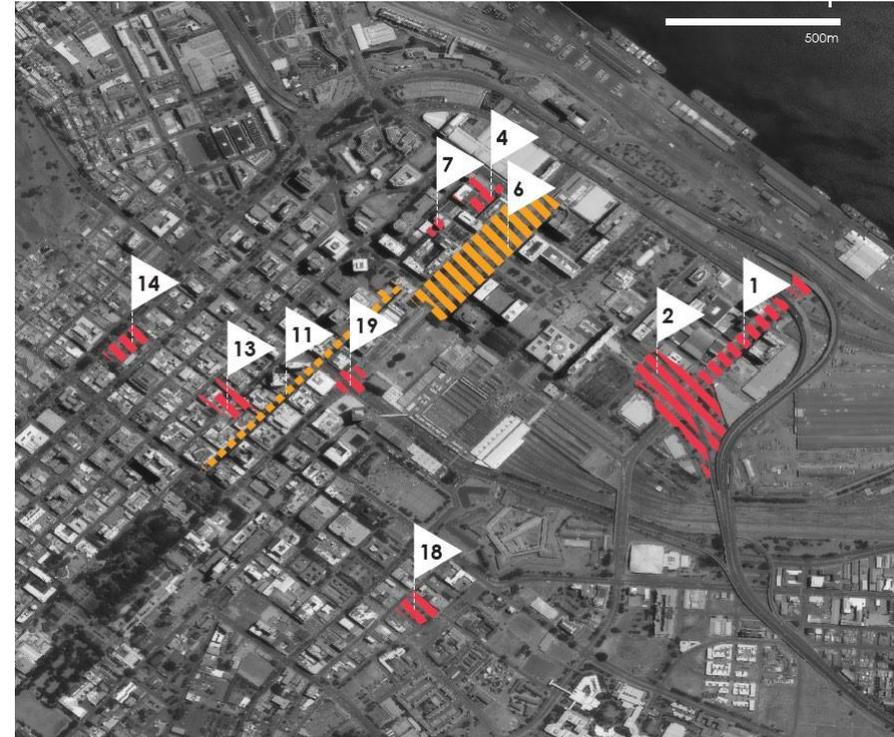


Figure 3-15: Prioritised public spaces and linkages needing intervention

### 3.3.4 Additional areas to be analysed

The above prioritised list of projects is not an exhaustive list, and will be subject to refinement with the assessment of additional spaces and linkages.

#### Spaces

1. Kaisersgracht/Hanover Street (District Six) (23)
2. Good Hope Centre streetscape interface (24)
3. Foreshore Freeway Precinct (25)
4. Heritage Park (District Six) (27)
5. Quarry Site Precinct (BoKaap) (28)
6. Buitengracht Gateway (29)
7. Civic Square (between the Civic Centre and The Towers)

#### Linkages

1. Riebeeck Street (29)
2. Harrington Street (30)

### 3.3.5 Public facilities

The Table Bay DSDF designates Cape Town CBD as a Level 1 Regional Civic Node due to its clustering of a multitude of higher order and lower order facilities and institutions. These include Parliament, Cape High Courts, home affairs offices, regional parks and sports facilities, convention centres, regional libraries, city halls and theatres, district hospitals, municipal offices as well as other national and provincial facilities, etc.

The broader study area also includes tertiary education institutions such as Cape Town College, Cape Peninsula University of Technology (CPUT), And University of Cape Town's School of Fine Arts, Drama and English Language Centre (Hiddingh Campus). Slightly further afield, CPUT's Granger Bay Campus is home to the Cape Town Hotel School, the Maritime Engineering Department and its Survival Centre.

The concentration of museums, provincial and national monuments, galleries, exhibition centres and cultural sites are major contributors to the social and historical character of the CBD.

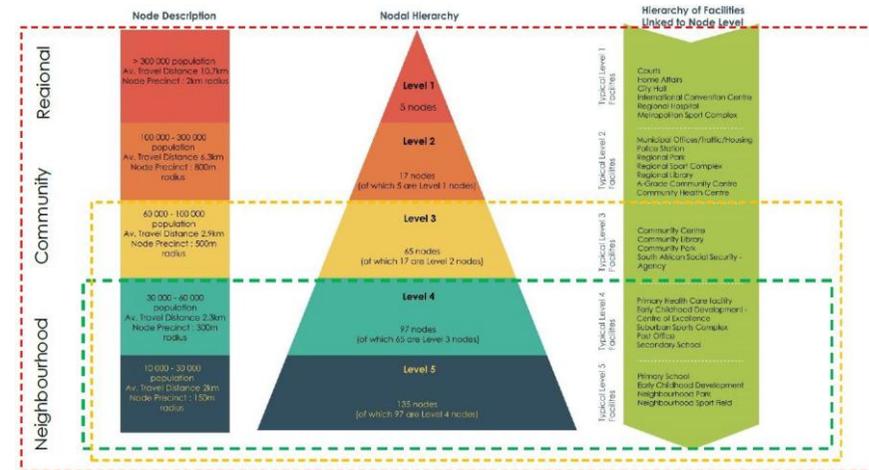


Figure 3-16: Nodal cluster categorisation (Source: Table Bay DSDF, 2023)

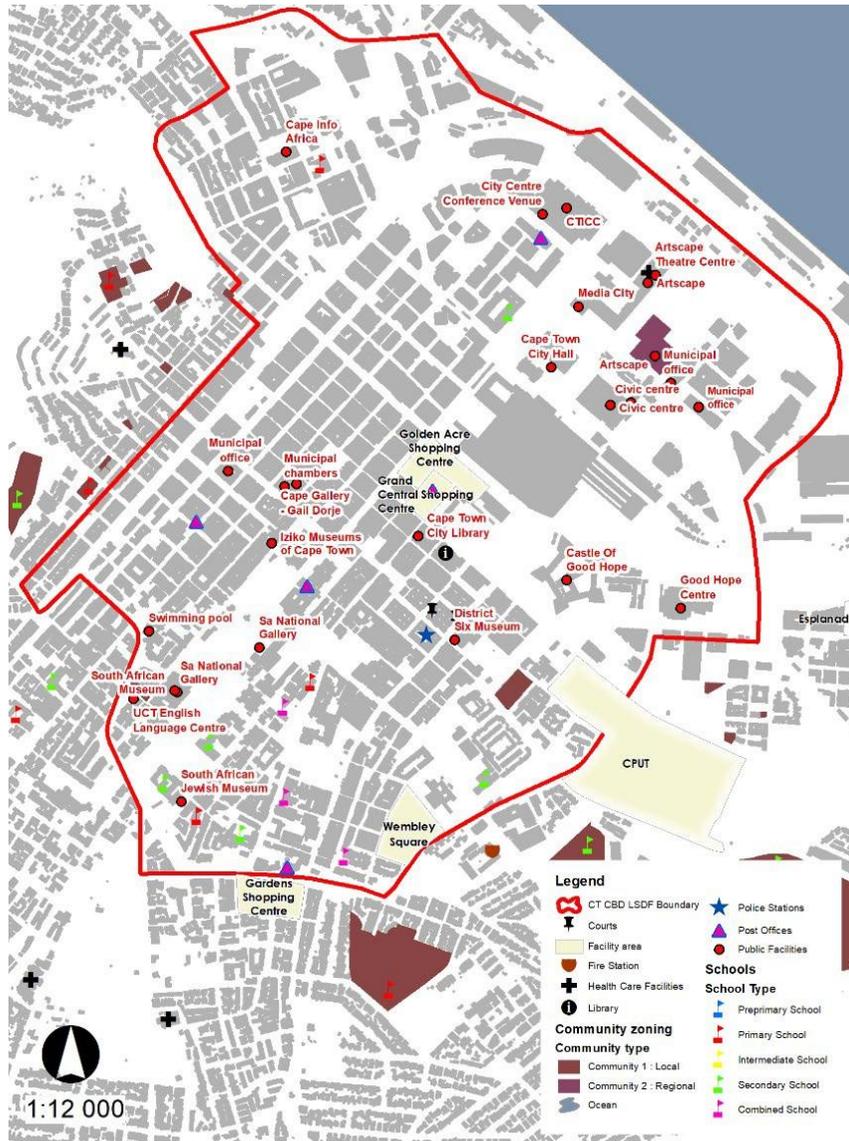


Figure 3-17: The spread of public facilities throughout the CBD

Several civic cluster areas can be defined within the study area:

1. The Roggebaai Civic Cluster;
2. The Government Cluster around Dorp Street including the Parliamentary Precinct, south of Wale Street;
3. The Cultural Precinct, concentrated around the Company Gardens;
4. Grand Central Precinct, from the Grand Parade and City Hall to the Department of Home Affairs;
5. The Lower Gardens cultural and education precinct, which accommodates several primary and secondary schools.

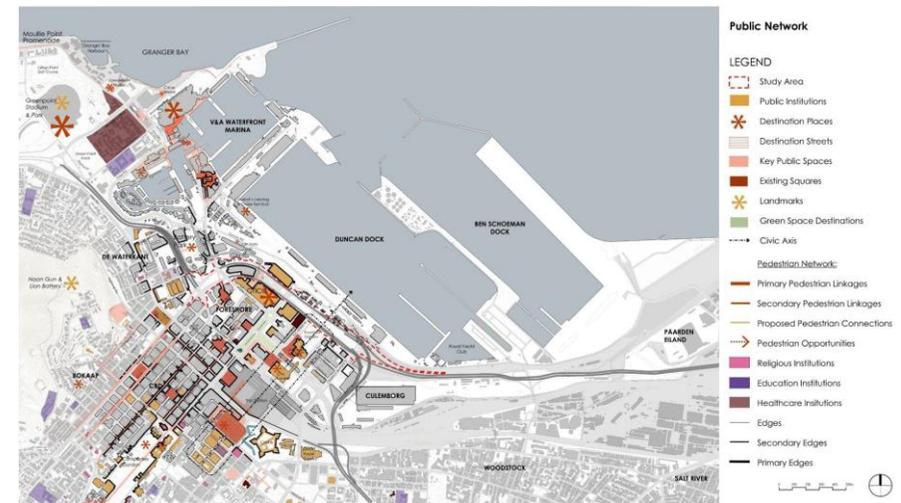


Figure 3-18: The civic axis structuring element extending from the City Centre across Cape Town Station to the Foreshore

Public facilities and institutions observations to-date:

1. The introduction of institutions like Curro Foreshore indicates that demand is growing for education facilities in the CBD.
2. The Provincial Government office footprint at Dorp Street is being considered for rationalisation due to the vast downscaling of space required post Covid. It is probably that a significant amount of space can be converted to mixed use affordable residential.
3. National Public Works & Infrastructure is in the process of consolidating its lease portfolio within the Central City at the Customs House site, which will add significant vacancy within the CBD.
4. Through the Founders Garden Precinct, the Artscape Theatre forecourt will also be redeveloped to accommodate the ZipZap Circus.

### 3.3.6 Tourism and Heritage Routes and Destinations

The following routes are based on the City of Cape Town heritage pamphlet No 17: Slave Heritage Walks and the two iconic annual carnivals held in Cape Town. This is only a small selection of the potential heritage tourism routes within the CBD. The CBD is the oldest portion of the City of Cape Town and despite not being well preserved in terms of first world countries, it still is a major tourism destination and the quality of its natural and cultural heritage forms a large part of that draw.

1. Cape Town Carnival Route
2. Kaapse Klopse – Cape Town Minstrel Carnival route
3. Military Walk
4. Slave Walk
5. Burials Walk
6. Mountain Walk

The destinations map includes popular and historical facilities that are mostly visited and marketed for visiting in and around the CBD.

Figure 3-19: The tourism and heritage routes and their stops.

Cape Town Carnival Route	
<i>Inspired by the Rio Carnival, the Cape Town Carnival has been strutting its stuff along the Green Point Fan Walk for the last 15 years</i>	
22	Walk includes Old Tram Lines at <b>Prestwich Memorial</b> via Somerset Road.
48	Then <b>Old Burial Grounds</b> to the right
49	<b>Gallows Hill</b> and the Green Point Stadium Precinct ( <b>Granger Bay Boulevard Circle</b> ).
Kaapse Klopse – Cape Town Minstrel Carnival route	
<i>The Cape Town Minstrel carnival has its roots in the celebration of the emancipation of slaves. Traditionally this celebration was held on 2 January (Tweede Nuwejaar). Tweede Nuwejaar was a public holiday in the Cape Province until about the mid 1990s.</i>	
N/A	Troupes assemble in District 6 (site of Group Areas Forced Removals)
N/A	Walk along the Hanover Street (previously Keizergracht) down Darling Street
1, 37	Pass the <b>Castle</b> and <b>Grand Parade</b> towards Adderley Street, then moving up Wale Street
7, 39	Pass the <b>Slave Lodge</b> , the <b>Company's Garden</b> to Bo-Kaap.
Military Walk	
<i>For most of the 18th century, the shoreline of Table Bay was lined with fortifications</i>	
1	This walk starts at the <b>Castle</b> .
36	<b>CT Central Library</b> (the old Drill Hall) opposite the Grand Parade.
37, 38	As one walks past the <b>Grand Parade</b> , the footprint of the <b>old Fort</b> marked out in the paving.
25	At Chiappini Street, turn right and then right into Hospital Street. This block is the site of the <b>old Somerset Hospital</b> , the first civil hospital.
26	From Napier Street, turn right, under the flyover and the remains of the <b>Amsterdam Battery</b> lies ahead.
33, 31	Via the Ebenezer /Dock Rd circle, walk or drive to <b>Clock Tower Precinct (Chavonnes Battery Museum - Fort Wynyard)</b>
Slave Walk	
<i>The Slave Walk starts at the Castle (the original 'harbour' of the settlement at the Cape in the 17th century) and ends at the V&amp;A Waterfront (the new 'Table Bay harbour' constructed in the 1860s). Enslaved people were brought to the Cape from Africa and the East and formed the backbone of the labour force at the Cape.</i>	
1	This walk starts at the <b>Castle</b> .
2	Up Buitenkant Street till Longmarket Street is the <b>Desmond and Leah Tutu Foundation</b> .
3, 4	<b>Dé Homecoming Centre &amp; District Six Museum</b> on the corner of Buitenkant and Albert Street.
5	On the middle man of Spin Street, a marker commemorates the location of the so-called <b>Slave Tree</b> .
6	Opposite is <b>Church Square</b> with its <b>Slave Memorial</b> .
7	Continue along Spin Street/Bureau Street with the <b>Slave Lodge</b> to your left.
8	The <b>Groote Kerk</b> will be to your right.
9	Up Wale Street, turn right into <b>St George's Pedestrian Mall</b> & turn left into Longmarket street, pass the <b>Old Town House</b> .
10	Cross through <b>Greenmarket Square</b> to Shortmarket Street and turn left towards Long Street.
14	Turn right and find the <b>SA Missionary Church/Het Zending Gesicht Museum</b> just past Hout Street.
17, 18	Via Bree Street pass <b>Heritage Square</b> and Riebeeek Square, with <b>St Stephen's Church</b> .
19	Follow Buitengracht Street to intersection with Strand- here is the <b>Lutheran Church complex</b> .
22	On Waterkant Street, follow the Fanwalk across Buitengracht Street to the <b>Prestwich Memorial</b> .
23	From Chiappini Street continue down Prestwich Street towards the V&A Waterfront. To your left is <b>Salesian Institute</b>
27	At the intersection of Bennet and Ebenezer Street, is the site of the <b>old SA Missionary Church burial ground</b> .
28	At intersection of Ebenezer Street with Somerset Road- the left is the site of the <b>old Ebenezer Street cemetery- to V&amp;A</b>
Mountain Walk	
<i>Cape Town is a special place with a close relationship between the mountain and the sea.</i>	
50	Start at the <b>Trafalgar Flower Market</b>
7, 53	Walk up Adderley street towards the mountain, pass the <b>Slave Lodge</b> to the entrance of <b>Government Ave</b>
39	Follow Government Avenue through the <b>Company's Garden</b> to where it links with Orange Street.
62	The <b>Mount Nelson hotel</b> is ahead of you, Cross Orange Street, and turn left.
N/A	At Hof Street turn right and follow the road past the old City reservoirs, head left into Camp Street to De Waal Park. The <b>Molleno Reservoir</b> is situated to the north of De Waal Park.
N/A	Turn right and face the mountain. Follow Upper Buitenkant into Gorge Road, past St Cyprians School (previously <b>Nootgedacht Farm</b> ) and the <b>Kramat of Tuan Sayed Abdul Malik</b> .
N/A	At the top of Gorge Street is <b>Van Riebeeek Park</b> : the start of the <b>Table Mountain National Park</b> .
N/A	Follow the road through the park, right. This will take you to the start of the <b>Hoerikwagga Trail</b> and the <b>old Municipal Wash houses</b> .
Burial Walk	
<i>For most of the 17th and 18th century, the only official religion (and therefore burial grounds) were those belonging to the Dutch Reformed Church. The Groote Kerk and its original cemetery, extended from the walls of the Slave Lodge to Darling Street. Freedom of religion was proclaimed at the Cape in 1804 and in the first half of the 19th century burial grounds for the different religious denominations were granted.</i>	
N/A	This walk starts at the <b>Tanu Baru</b> and continues down Dawes Street to Church Street, past the <b>Shafee Mosque</b> on the corner of Chiappini Street.
22	Turn right into Chiappini Street and left into Wale Street, walking past the iconic Bo-Kaap houses. Take the route left into Rose Street, across Strand Street, into Hudson Street and St Andrews Square and the <b>Prestwich Memorial</b>
48	You are now in the <b>Green Point Burial area</b> .
N/A	The walk ends at the site of the <b>old Javanese burial ground</b>

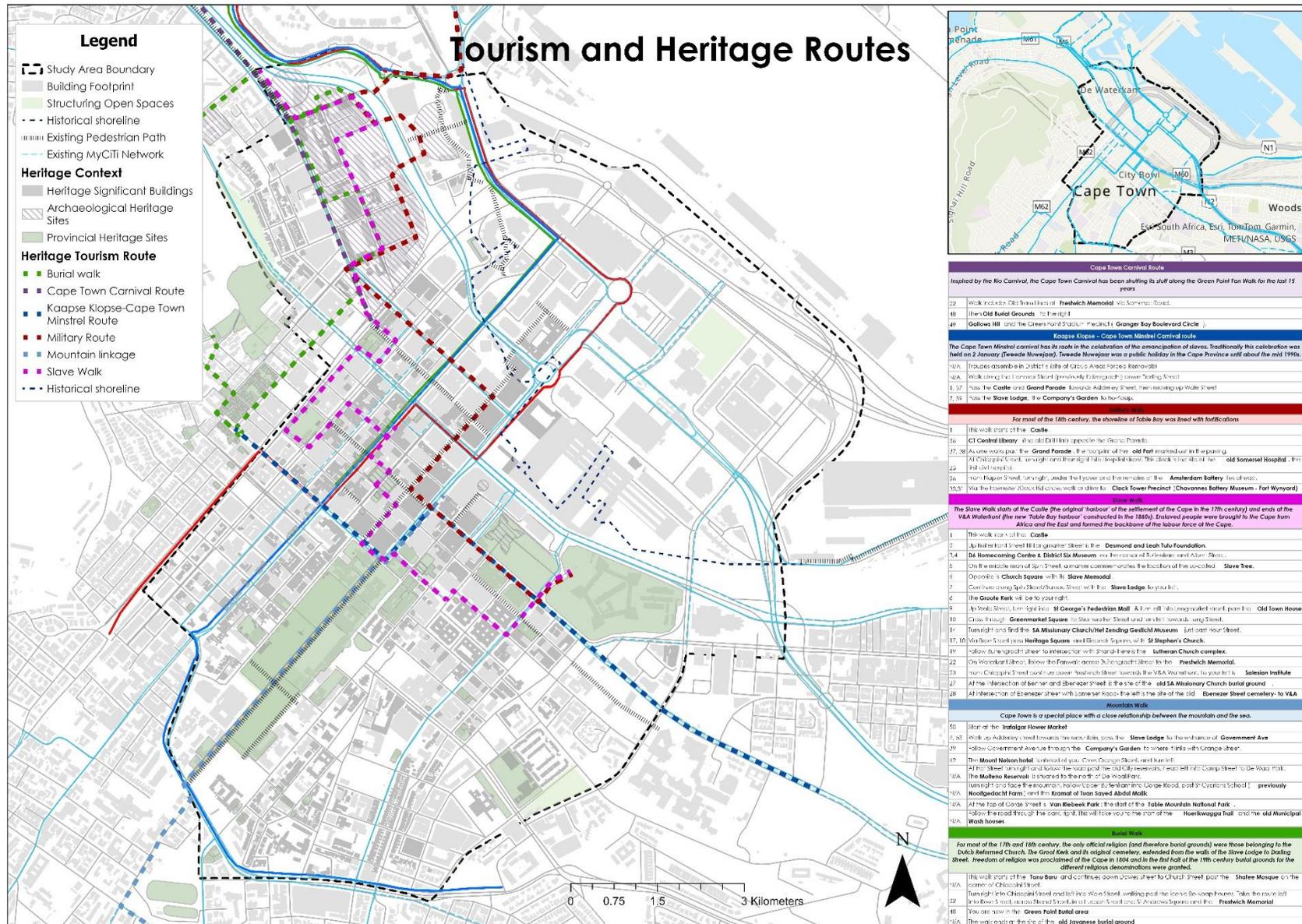


Figure 3-20: The spread of heritage and tourism routes throughout the CBD

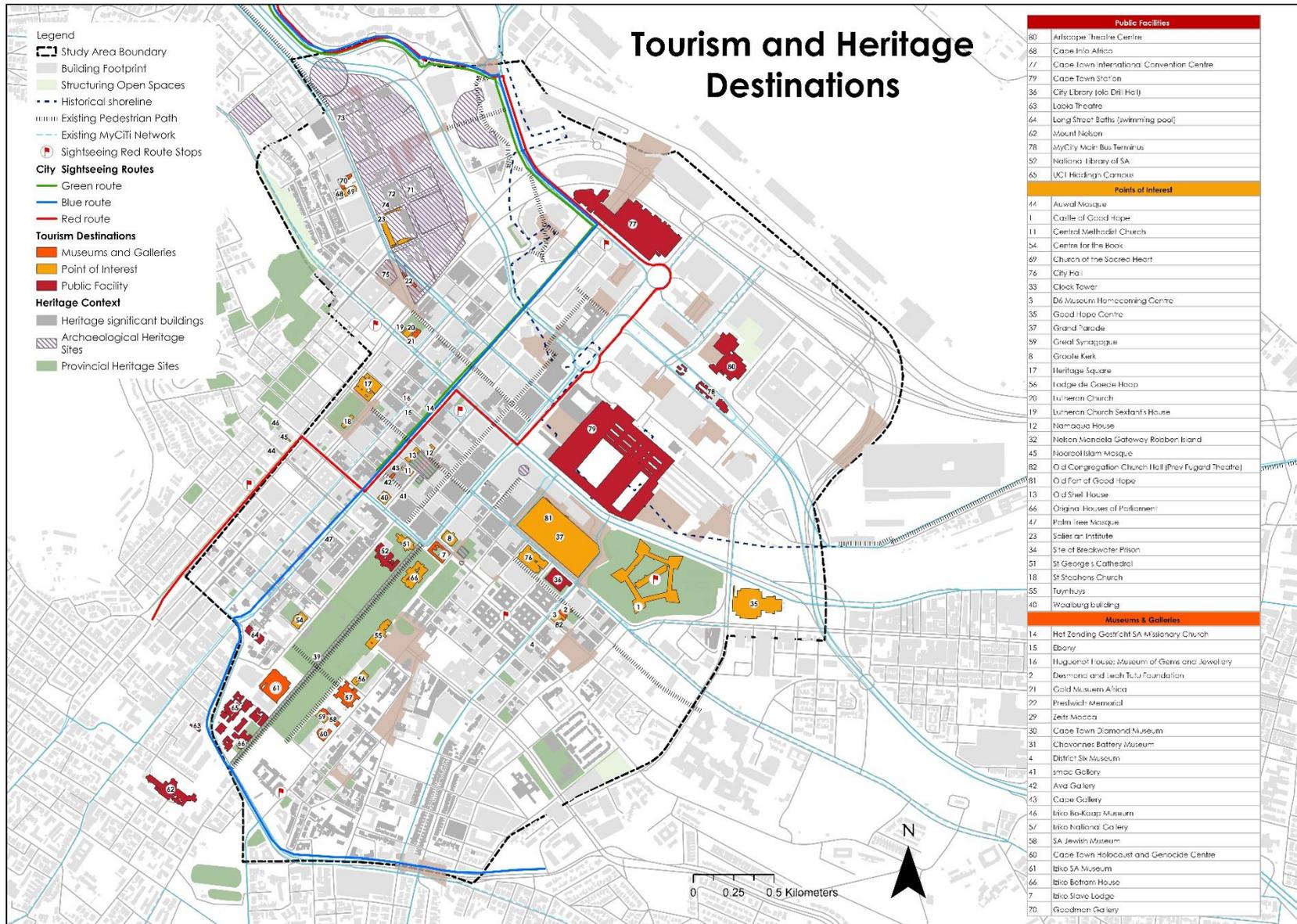


Figure 3-21: The spread of heritage and tourism facilities throughout the CBD

## 3.4 Economy

Cape Town is trying to leverage its global competitive advantage by reinforcing resilience and identifying interlinkages and connections through circular economies and the green economy, as this will inform local economic development. This section unpacks key business sectors that have contributed positively to the economic performance of the CBD.

### 3.4.1 Business profile

The business profile of the CBD has continued to grow despite the pandemic. While the CCID area does not constitute the full extent of the CBD area, the business breakdown provided by the CCID: State of the Central City report (2021) can be regarded as a good barometer for the economic growth of the CBD.

The core of the CBD comprised a total of 2 981 businesses in 2021, an increase of 4,7% from 2020. 39% of businesses are retail & entertainment entities, which constitutes an increase in business footprint of 3,3%.

Of the 17 economic sectors within the CT CBD, 14 sectors grew. Aside from retail, the sectors: legal services, medical practices and financial services were the top performing sectors in association with the CBD's role as a metropolitan node. The two poorest performing sectors which experienced negative growth were the education & resources and Property & Real Estate sectors.

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<sup>3</sup> <https://www.theunconventionalroute.com/cape-town-digital-nomads/>

### 3.4.2 The visitor economy

While the visitor economy was under immense strain during the pandemic lockdown, a bounce back was clearly noticeable as travel bans were lifted. However, tourism growth has not reached pre-Covid numbers.

There are up to 60 hotels of varying grades in the CBD. 70% of residential units within the CBD are either hotel managed or Airbnb, with the remaining 30% either rented or owner-occupied. The expected recovery of visitor economy by 2023/2024 will likely place upward pressure on residential rental growth.

Co-workspaces fared well owing to hybrid work models and the City of Cape Town's promotion of the "digital nomad". Cape Town has Southern California-esque weather, world-class bang-for-your-buck food, drink, and accommodation, an easy-to-integrate-into culture, and enough outdoor adventure to keep (you) busy for years.<sup>3</sup> In fact, Cape Town was ranked best African destination for digital nomads from a study sample of over 25 000 Instagram posts.<sup>4</sup> The following was identified as the biggest drawbacks to Cape Town CBD's attractiveness for digital nomads:

1. Loadshedding The Foreshore up to Strand Street is exempted from Loadshedding, and therefore;
2. Safety, especially at night;
3. Internet infrastructure (affected by loadshedding).

### 3.4.3 Business Process Outsourcing

Cape Town's business process outsourcing sector (call centres) has been flourishing, contributing significantly to the absorption of first-time employment seekers, and to activation of the night-time

<sup>4</sup> <https://www.capetownetc.com/cape-town/cape-town-ranked-best-african-destination-for-digital-nomads/>

economy (+18 000 employed by 25 call centres; 12 operating after 18h00 and employing over 14 500 people).

### 3.4.4 Events

South Africa hosted 103 international MICE Events (Meetings, Incentives, Conferences and Events) in 2019 with 48 (47%) of these held in Cape Town. Cape Town CBD dominates the hotel meeting and conferencing space. With relaxations of travel restrictions, the growth in events travel increased rapidly. Bookings in excess of 100 events secured by CTICC in March 2022, reflect the significant bounce back that the events economy has had.

### 3.4.5 Film industry

Film industry shoots increasing by 44% to 600 film shoots in 2021; at 4 000 trips in 2020 and 900 trips in 2021 Cape Town remains well below the average Pre-Covid 10 000 “film travel” trips (CCID, 2021). Film density within the Cape Region is the also the highest within the Central City area. One of the key recommendations from the Western Cape Film and Media Sector Study (2017) was that increased production infrastructure would increase production growth in the province. To this end, the City of Cape Town’s Strategic Assets Department has taken the decision to redevelop the Good Hope Centre as a premier film production studio with a view to expansion of the film industry.<sup>5</sup>

<sup>5</sup> A feasibility study conducted in 2022 by Pegasys and Zutari recommended the targeting of a film studio hub for the Goodhope Centre.

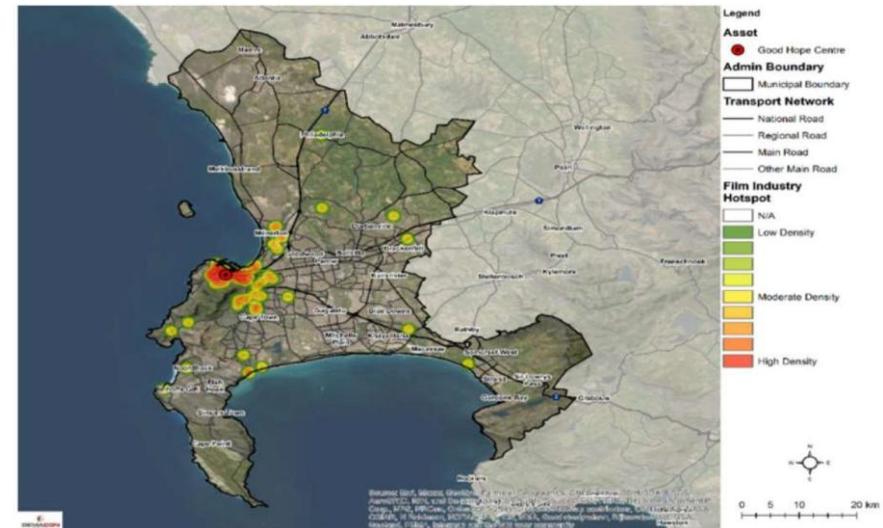


Figure 3-22: Film industry hotspots within the Cape Metro Region

### 3.4.6 Nighttime Economy

Internationally the night-time economy is increasingly being identified **as an opportunity to generate urban renewal, economic activity, and employment.** While the nighttime economy offers potential opportunities, these come with unique challenges between 6pm and 6am, which cities have generally failed to pay enough attention to. These include the potential negative and positive externalities that the sector produces, the specific social dimensions associated with the NTE and the challenges of providing infrastructure and urban management beyond traditional working hours (the night-time economy incorporates broad economic

activities that go beyond a narrow view of the NTE only focussed on leisure activities). The primary challenges in this regard include:

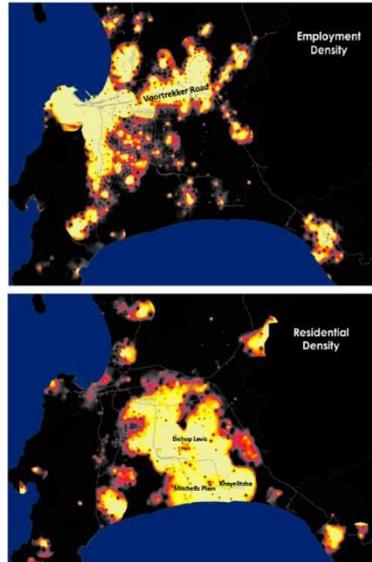
1. **Safety and security;** safety and security whereby far the most significant concerns highlighted by both sets of respondents. They further stressed that there could not be a thriving NTE if people are not safe in the CBD.
2. **Law enforcement and security:** respondents were unified in stressing that safety concerns in the CBD at night are related directly to the lack of law enforcement in the area. Many respondents stressed that the lack of visible policing had created an unsafe environment in the CBD.
3. **Environmental pollution:** this includes noise and light pollution, which is spatially linked to night-time entertainment activities. As the CBD's residential profile grows this will become increasingly more challenging to manage.
4. **Criminal elements** in the absence of a strong law enforcement presence that is both empowered and resourced, a more sinister element has pervaded the city centre after dark. The most reported crime by business and stakeholder interviews were theft, pickpocketing, and drug dealing. These criminal elements have also created an environment which makes it difficult to run businesses in the Cape Town NTE.
5. **Homelessness, begging and social development:** Many respondents discussed the challenges presented by homelessness and begging. Notably, the issues of public disorder, harassment, and aggressive begging by impoverished people in the CBD at night was the most problematic aspect of homelessness by stakeholders in business.

### 3.5 Property market

Pre-Covid the Cape Town CBD was predominantly of a monofunctional commercial land use character, which outclassed residential development. This land use bias produced what we know as the tidal effect of labour force movement between work and residence, with the net effect of congestion, inefficient city functionality and exclusionary land markets. The Covid19 Pandemic lockdown exposed the lack of resilience in the CBD's monofunctional land use agglomeration, resulting in flat-lined demand for traditional office, which potentially isn't likely to return for the foreseeable future or in the way that was previously delivered.

More recent developments in and around the Central City have seen a resurgence of residential. However, supply has been limited to upper/luxury submarkets, with little filtration into lower submarkets.

The following overview summarises the state of the property market based on a desktop evaluation of existing documentation and information sources.



#### 3.5.1 Commercial/Office

As of 2021 the CBD had approximately 1 038 707m<sup>2</sup> of leasable office space. The CBD commercial activity suffered a catastrophic failure during the Covid19 Pandemic Lockdown, which sustained elevated office vacancies suppressing rentals and gradual reduction in corporate footprints.

While the CBD accounts for the largest share of office space, it comes second to Century City and is marginally ahead of the Waterfront in terms of P-grade office space. As of 2021, Cape Town CBD's office vacancy rate was marginally higher (16,1%) than the national average, owing to its commercial space dominance. However, vacancies in 2022 have dropped to 13,3% due to conversions from office to residential/mixed uses<sup>6</sup>. Office rentals also performing poorly against more decentralised nodes (e.g. Century City, Claremont) with landlords focusing more on tenant retention together with reimagining or repurposing vacant space.

As a result, the medium-term outlook for new office space is likely to be subdued for the next 5-7 years. Furthermore, the sentiment from socio-economic research conducted as part of the Gateway Precinct development was that natural (office) vacancy would most likely be reached in ±13 years.

To compound matters, the coming relocation of Amazon to its new head office (who will have a majority stake in 150 000m<sup>2</sup> of new office space) at the River Club precinct in the next 18 months, will leave a significant office void in the CBD.

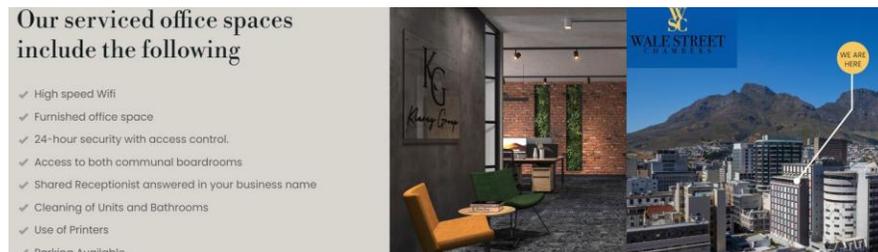
Also worth bearing in mind for the outer years is the National Public Works & Infrastructure Department's intention to consolidate their lease portfolio of ±90 000m<sup>2</sup> (predominately located within the CBD) at the Customs House building on the Foreshore. It is understood that

<sup>6</sup> Vacancy rates sourced from the CCID, State of the Central City 2021 and 2022 reports. These figures will have to be reviewed with more recent information as it becomes available.

a detailed feasibility study is to be initiated by Infrastructure South Africa in July 2023.

While the above presents a rather bleak outlook, there have also been noteworthy trends such as a higher density of smaller commercial firms taking up space in place of larger corporate firms<sup>7</sup>. Significant innovations in commercial space provision, within the context of mixed-use developments, both new and conversions. These include:

1. Growing coworking space incorporated within residential and hospitality buildings as a response to hybrid working models and the City of Cape Town's promotion of the "digital nomad economy" (E.g. The Cube Workspace, 24 Hans Strijdom Avenue); and
2. Introduction of serviced sectional title offices with managed common facilities (e.g. Wale Street Chambers)



### 3.5.2 Retail

39% of businesses located within the CCID footprint are retail & entertainment entities. The retail segment grew by 3,3% in 2021 (year-on-year).

<sup>7</sup> This observation was shared by the CCID at a meeting in April 2023 as part of the Foreshore Precinct Scoping Study.

Demand for retail activity is heavily dependent on critical mass of residential stock. Therefore, it is anticipated that further growth in retail offerings will be recorded as of 2022 in accordance with growth in the residential market. The Golden Acre, the CBD's largest retail centre, was directly fed by pedestrian foot traffic, which was funnelled directly from Cape Town Rail Station and taxi rank into the mall at ground level and above ground (via a sky bridge over Strand Street). Reduced rail capacity would have directly affected retail performance. Although the growth in taxi traffic may have cushioned this blow to some degree.

The CCID cited logistics (loading and deliveries) as problematic for retail and hospitality activities within the CBD.

### 3.5.3 Residential

The Core CBD attracts a demographic of predominantly young professionals without dependents (i.e. not pitched for family living). According to the CCID 2021 dipstick survey (445 respondents) the largest proportion of respondents (36%) are 25-36 years old. The CBD target market is relatively diverse (37% from outside the Western Cape; 30% Capetonian; and 20% from abroad).

New residential additions recorded for the area within the CCID reflected approximately 5800 units in 2021, representing a +17% annual growth during the height of the Pandemic. It is estimated that as of April 2023 there are currently 6 900 residential units across the 80 residential buildings within the CBD study area. Given the planned number of buildings under construction, it is estimated that the CBD will be home to between 8 500 and 9 000 residential units by 2024.<sup>8</sup> This excludes future phases of the Harbour Arch Precinct and planned

<sup>8</sup> Information collected and analysed on Urban Econ for the Foreshore Precinct Scoping Study (May 2023).

developments west of Buitengracht Street. Most of the current residential supply has been delivered in the Foreshore precinct, while the Government (Upper) Precinct registered 54,1% of sales in 2021.

The City of Cape Town's land use model<sup>9</sup> baseline for 2018 recorded 8 327 residential dwelling units within the study area. When factoring in the residential growth in the CCID bounds captured above, it can be estimated that **there are approximately 10 215 residential units within the CBD in 2023**, potentially rising to 11 815 units in 2024. This represents an annual residential delivery rate of 12,4% (2018-2024).

The average sale price for apartments in the CBD was R1 850 000 at 803 sales. In 2022 the average sale price decreased to R1 600 000 with sales skyrocketing to 2 522 sales, an increase of 214%. It is unclear what proportion of this constitutes resales or delayed sales. However, this puts into sharp focus the level of activity within the CBD.

There is also high demand for student housing as demonstrated by ERIS with its mixed-use development at Cape Town Station with over 3000 student residential beds. Recently the NPWI also sold land adjacent to CPUT in the East City Precinct, presumably for student housing.

**A total (theoretical) unmet residential demand of 17 000 - 21 650 residential units is estimated for the period up to 2040<sup>10</sup>.** However, 80% of this demand sits in affordable housing submarkets (i.e. below R22 000/month household income). This leaves considerable scope for public and privately driven affordable housing (and student housing) to be delivered. The City of Cape Town's Gateway Precinct inner city development programme proposes to capture upwards of 20% of this demand. This still leaves a sizable affordable housing demand unserved.

<sup>9</sup> The City of Cape Town's Land Use Model baseline is in the process of being updated based on 2023 building development management activity extracted from DAMS. The residential and non-residential baselines will be updated once this information becomes available.

Household affordability: At a median residential price point of R1,7m (2021), the monthly household payment required is R16 350, 30% of a R55 000 gross monthly income. This is nearly 3 times higher than the average household affordability range in Cape Town (R5 691), thus rendering residential property in the CBD unaffordable for more than 90% of the population.

Rental affordability: As of 31 October 2022, there were 85 apartments listed in the CBD at a median rental asking price of R13 900 (Property24). While the median apartment size was 64m<sup>2</sup> at R228 R/m<sup>2</sup>, the most frequently returned apartment size was 30m<sup>2</sup> at R361/m<sup>2</sup>. Using this average rate/m<sup>2</sup> the max amount of space the average HH would be able to afford to rent in the CBD would be a 22m<sup>2</sup> apartment. Only 4 properties of this size or lower were listed at the time of analysis.

Property conversions: It remains a question as to how much built stock has been converted from 100% commercial to mixed use residential. Need to understand conversion potential. According to the Gateway socio-economic study, it is claimed that approximately one third of commercial built stock is designed in a manner which is convertible. Nevertheless, the majority share of the CT CBD's R5,71 billion property investment in 2021 (planned, under construction and completed) was of a mixed-use nature.



<sup>10</sup> This range was determined by two separate market demand studies conducted by PDG and HR&A, which were conducted within a year of each other.

### **3.5.4 Implications for local area planning**

Cape Town CBD's property market is performing well after its steadily recovery from Covid-19. There appears to be high confidence from developers looking to target non-traditional commercial typologies and a diverse mix of uses. Concluding remarks from this desktop analysis are as follows:

1. Residential will be the mainstay for the foreseeable future. However, maintaining a relative level of affordable (rental) stock will be critical. Unsurprisingly, this should be the core motivator when the city leverages its available land holdings for urban development.
2. The City's growth will be dependent on the ability to move people to and from, through and within the CBD with relative ease. While this is true for all land uses, it is especially important to ensure maximum accessibility for commercial development in order to maintain investment attractiveness for the CBD. In this regard, it is essential to boost public transport solutions, critical mobility and walkability infrastructure.
3. Exponential growth in CBD residential development will place pressure on supporting infrastructure and public realm but will boost thresholds to drive other economic land uses, such as the nighttime economy and could even reinvigorate the office market (albeit in non-traditional ways).
4. The challenge will be to harness market energy positively for broader public benefit rather than previous practices which were exclusionary by nature.

### 3.6 Heritage

The CBD is a complex environment facing intense development pressure and the need for increased residential and commercial opportunities. While at the same time requiring the protection of its unique townscape, character and setting (mountain-framed backdrop and its relation to the bay) which are important planning informants.

A portion of the Central City Heritage Protection Overlay Zone (HPOZ) is included in the study area, along with the Maynard and Wandel Streets HPOZ areas. The HPOZ is a statutory tool for heritage management at the local authority level as well as a regulatory measure which can establish, contribute to or protect the amenity and aesthetic enjoyment of the place/environs. The purpose of the HPOZ provisions is to prevent the consequence of permitting development that might otherwise damage the significance of the heritage place or area. Establishing a development vision for the CBD through cross-sectoral agreement is crucial, as it forms the foundation for drafting specific provisions for the HPOZ in the City's Development Management Scheme (DMS).

#### 3.6.1 Analysis overview

The CBD's unique spatial and scenic qualities can facilitate growth and development if properly considered and incorporated into a process of character-led planning. Encouraging good city form and design, based on protecting and enhancing Cape Town's unique character, requires clear definition of heritage informants, delineation of spatial fixes, and drafting of development guidelines as part of a transversal policy development process.

The LSDF must balance development pressure, residential and commercial opportunities, and protecting the unique townscape character and setting to ensure the CBD remains a metropolitan asset with a distinctive sense of place and identity. The various informants that contribute to the narrative of the place have been captured in the synthesis map and includes heritage resources,

townscape elements and intangible aspects related to the identification of areas of forced removals. The baseline analysis will inform an implementation plan to identify heritage-related interventions to improve and recover the CBD post-Covid.

SPATIAL STRATEGY 2: MANAGE URBAN GROWTH, AND CREATE A BALANCE BETWEEN URBAN DEVELOPMENT, FOOD SECURITY AND ENVIRONMENTAL PROTECTION			AFFICABILITY IN STA			
SUB-STRATEGY	POLICY NO.	POLICY STATEMENT	UIC	IGC	DGA	CNA
Enhance the city's unique assets, value of heritage resources, scenic routes and destination places.	P11	Identify, conserve and manage heritage resources and cultural landscapes. <i>Map/table reference: map 5f</i>	✓	✓	✓	✓
	P12	Provide for cultural and social practices and events to promote spatial justice and spatial integration. <i>Map/table reference: Map 5f and 5g</i>	✓	✓		
	P13	Protect and enhance scenic route sightlines and places of scenic value, including destination places. <i>Map/table reference: Map 5g</i>	✓	✓	✓	✓
	P14	Provide efficient access to destination places where potential exists, especially in or near areas of high social need, in support of economic inclusivity and spatial integration. <i>Map/table reference: Map 5g</i>	✓	✓		✓

Table 3-3: MSDF policy intent relative to unique assets, heritage resources, scenic routes and destination places

#### 3.6.2 Heritage management

The NHRA introduces a system for heritage resources management across the three tiers (spheres) of governance. The system of grading distinguishes between Grade I (National), Grade II (Provincial) and Grade III (Local) heritage resources. It is worth noting that the NHRA describes all grade III resources as heritage resources worthy of conservation. Common practice subdivides Grade III into IIIA, IIIB and IIIC, as described below:

**Grade IIIA** (significant at metro/region level): Heritage resources that have a high intrinsic significance.

**Grade IIIB** (significant at neighbourhood/suburb level): Heritage resources that have considerable intrinsic significance.

**Grade IIIC** (Significant at streetscape level): Heritage resources that have significance within their immediate context.

**Grade IIIC/IV** (Some significance): Buildings that are older than 60 years but have been altered to such an extent that their heritage value has been greatly diminished. See grading map below, indicating identified heritage significance in the study area.

The late 1970s saw the introduction of discretionary provisions to protect the urban quality of the historic townscape in Cape Town in the form of the then Urban Conservation Areas, the current HPOZs. As a legal mechanism for managing city form, the HPOZ should shape and limit bulk rights where necessary to protect character and significance. To date formalised, up to date detailed guidelines to manage impact on the heritage character and attributes and the townscape of the Central City HPOZ have not been developed as part of the DMS, as provided for by the MPBL. This LSDF is to form the contextual basis for such an approach in order to provide certainty to both the public and private sector with regard to development decision-making.

### 3.6.3 Summary of findings

1. CBD includes the historic core of the city, which has the oldest remaining built fabric and the highest concentration of heritage resources.
2. Unique townscape, grain, and scale—this character and identity contributes to a distinctive sense of place.
3. This requires protection but is also an asset, with a certain 'imageability' for which Cape Town is widely known.
4. Management considerations should include the streamlining of development approval processes based on an agreed upon development intent/ vision.

5. Ensure appropriate built-form and land use guidance to achieve a quality environment and good city form and design which enhances its character-defining features.
6. The current desirability of the CBD as investment area can partly be ascribed to its particular character, resulting from past heritage and environmental protections. It is therefore vital to determine how to retain that which is special while encouraging appropriate redevelopment and infill in other less sensitive areas. (This could result in additional protections for identified places but also the potential rationalisation of the HPOZ boundary).

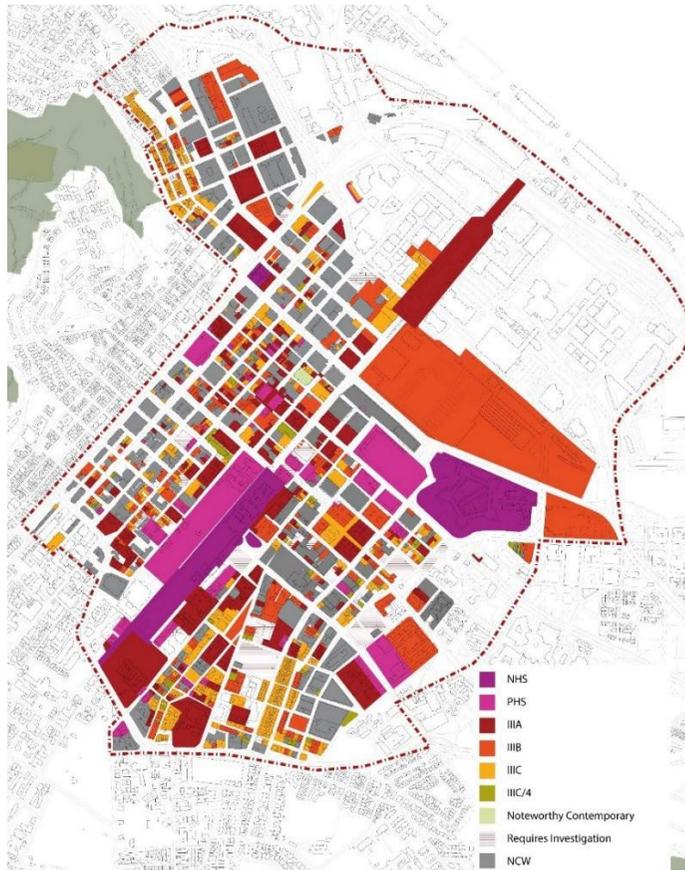


Figure 3-24: Heritage significance (grading)

### 3.6.4 Implications for planning of the CBD

The CBD includes significant heritage buildings and places dating back to the early urban settlement. These buildings, streets, open spaces, and vistas are central to the city's identity and economic generators through commercial uses, tourism, and industry.

However, the HPOZ also exists in a context with seemingly competing planning intentions. This includes the Cape Town CBD Local Area Overlay (LAO/4), Urban Development Zone and a potential Incentive Overlay Zone (implications still to be clarified).

Cape Town Central City should be a place that embodies the heart and soul of Cape Town. Outcomes of this strategy should include the CBD being a place that is welcoming to all. A place that is sensitive to the history and memory of Cape Town's people and communities, where the City's heritage is valued and protected. A place where diversity is celebrated, with Cape Town and South African art, design, and architecture visible.

#### Opportunities

1. Opportunity to build on the character, identity, and townscape of CBD as an asset for further growth and development. (See heritage and townscape indicators diagram).
2. Opportunity to rationalise HPOZ and apply NHRA intentions regarding heritage management at the local level.
3. Opportunity for substantial public realm improvements.
4. Opportunity to define and enhance the unique identity of precincts and to identify special areas which requires specific management parameters.
5. Foreshore as an area appropriate for intensified development.

#### Constraints

1. Heritage resources influence potential built-form responses.
2. Loss of heritage resources and eroded character over time
3. lack of certainty in decision-making; inconsistency in built form changes and inappropriate development outcomes.
4. Heritage management procedural aspects (but LSDF an opportunity by providing more certainty to outcomes and streamlining process).

Lastly, based on the heritage significance of the precinct as well as proposals put forward in previous studies, the following development guidelines and informants must be taken into account in further policy development stages:

1. Protect heritage buildings and enhance their setting where new insertions or alterations in their vicinity are proposed. Specific guidelines and parameters required.
2. Alterations of and additions to buildings should not result in a loss of heritage value or contextual quality.
3. The built fabric should encourage walking by improving the pedestrian experience, uniqueness of the CBD and streetscape quality through active interfaces.

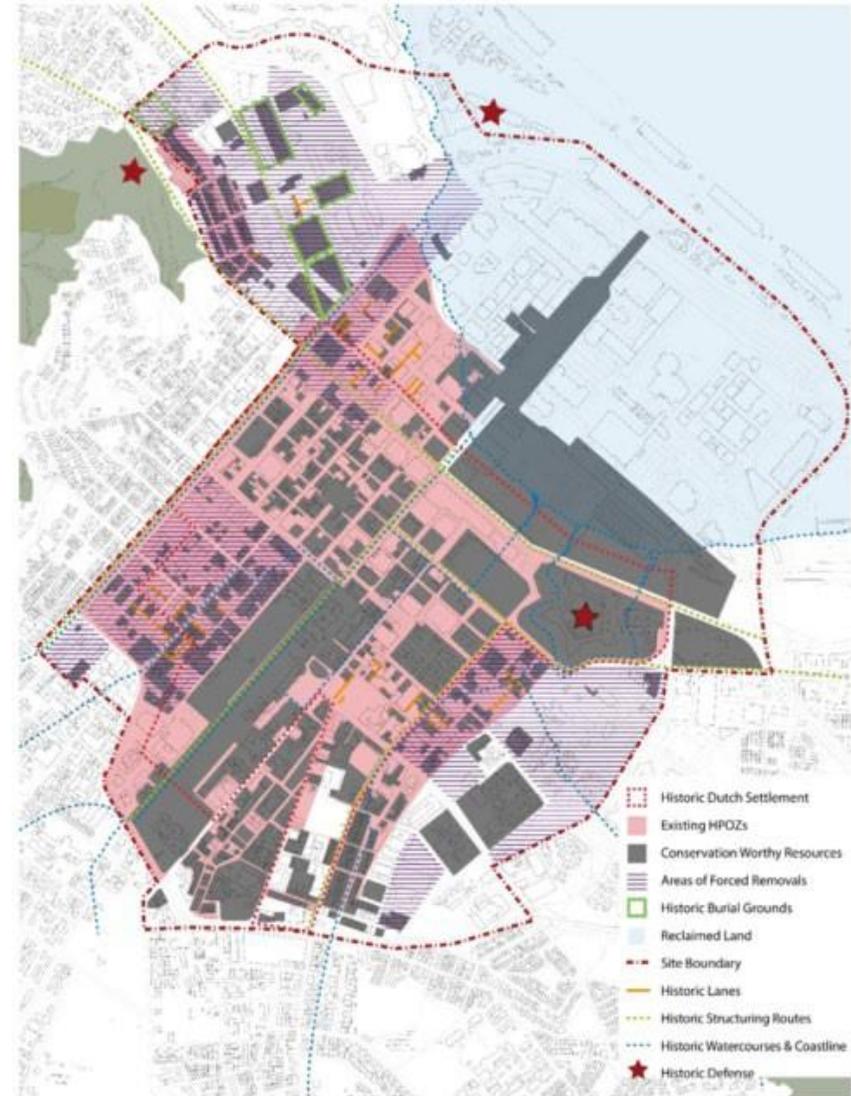


Figure 3-25: Heritage synthesis map

### 3.7 Land Use and Development

This section begins to compile a land use and development profile of the CBD. It sets the land use baseline with which to inform for land use proposals and estimates, thereby structuring the investment responses of other public services and infrastructure.

#### 3.7.1 Land Use Make-up

The CBD offers a diverse mix of environments, with its retail strip featuring historic fine-grained texture and an emphasis on heritage preservation, creating a unique blend of history and modernity. The CBD is a vibrant and intense mixed-use development area with historic residential areas, light industrial spaces, and expansive green public open space, adding a touch of natural beauty to the urban fabric. There is a general lack of green space in the mid- and northern sections, and the NMT cycle route is limited to the north-western section. Major NMT routes follow a northeast-to-southwest axis, making it challenging to create a cohesive urban environment.

Public realm, movement, and greenery are themes that were investigated to aid in understanding the desirability of the Cape Town CBD. V&A Waterfront, CTICC, Cape Peninsula University of Technology, Artscape, and Cape Town Civic Centre are deemed as major attractors of people to the CBD. In addition, a grading system was used, with green being most attractive and red less desirable.

Zoning does not always reflect use, e.g., a utility zone for a public square that is used similarly to a park. Land use rights need to align with future visions.

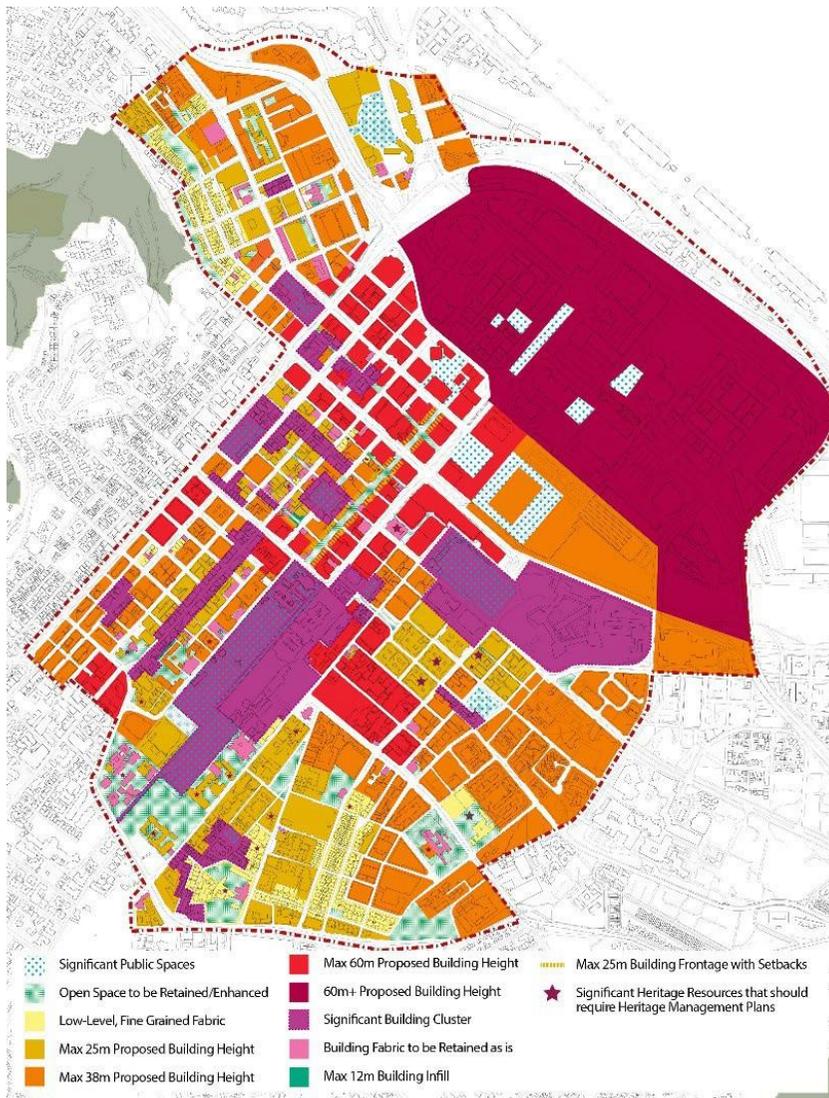


Figure 3-26: CBD heritage and townscape indicators

### 3.7.2 Zoning profile

#### Base zoning

The zoning profile of the CBD is almost exclusively composed of General Business (GB) 7 and Mixed Use (MU) 3 sub-zones. In areas more peripheral to the core a combination of MU2 and General Residential (GR) 4 subzones can be observed. The base zoning therefore provides for permissible floor factors of up to 12 in certain areas and maximum permissible heights ranging from 25m to 60m.

GB7 zoning represents the subzone of highest intensity-built form in the Municipal Planning Bylaw: Development Management Scheme (2015). In spatial terms it is almost exclusively clustered within the Cape Town CBD, with some limited exceptions such as Table View Beachfront, and Bellville CBD. GB7 is therefore synonymous with the creation of CBD-type urban environments within designated Metropolitan nodes.

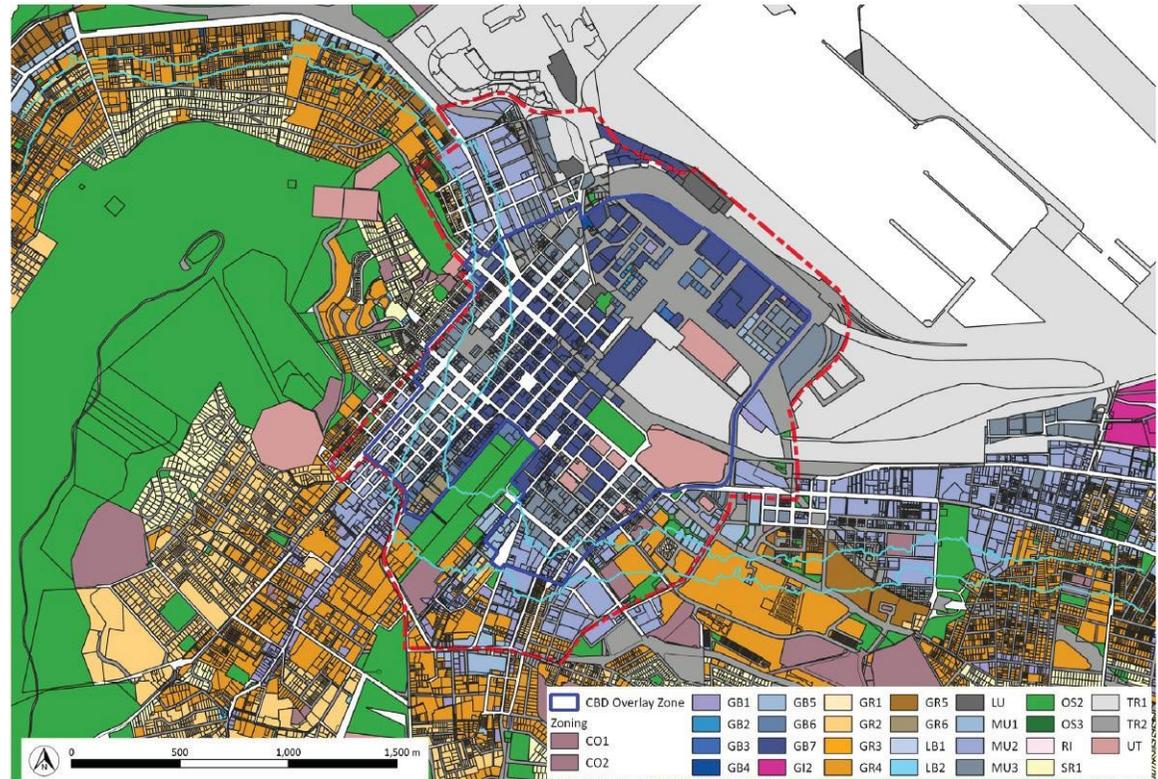


Figure 3-27: CBD base zoning with overlay zone boundary

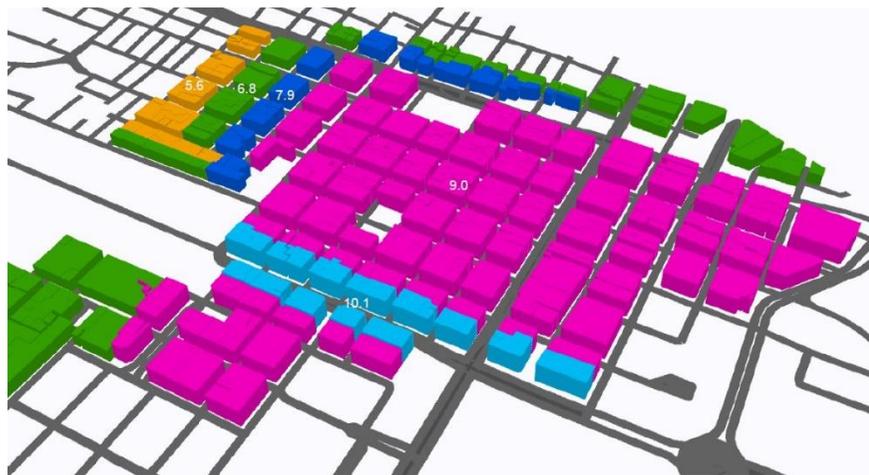
#### CBD Overlay Zone (LAO/4)

Notwithstanding the abovementioned base zoning, the CBD overlay zone overrides these with specific zoning parameters.

Under the old Cape Town zoning schemes the CBD overlay zone distribution of floor factors aimed to create a graduated City form, with the highest floor factor allowable being 10.1 (along Adderley Street). This then conflicts with the base GB7 zoning which has a permissible floor factor of 12.0.

This current limitation was originally meant to be an increase floor space to promote high intensity development. But due to zoning adjustments in the DMS and changing land values, the overlay has now become an administrative “dinosaur” with the nett effect of increasing red tape.

As observed in figure 3-27, most of the CBD overlay limits floor space to 9.0, however, most of that area is GB7, which inherently has a floor factor of 12.0. Therefore, floor space departures are required. There is no floor factor limitation however, in the Roggebaai subarea of the CBD overlay (DMS Item 187(8)).



### CAPE TOWN CBD OVERLAY FLOOR FACTORS

Figure 3-28: CBD overlay zone spatially distributed floor factor limits

Further the maximum height allowable is 60m, in terms of GB7. However, as the trend of developments suggests, developers of properties within the CBD typically want to build tall. The outdated 60m height limit and overlay floor space parameters are seen as stumbling blocks, necessitating **lengthy departure application processes** which have the knock-on effect of added holding costs which raise the cost of putting a unit/m<sup>2</sup> GLA onto the market. Figure 3-25 below depicts a 3D scene of the CBD built form protruding through a 60m height plane parallel to natural ground level. As can be observed, the number of buildings approved at +100m in height is evidence that the regulatory environment is not fit for purpose to facilitate market demand.

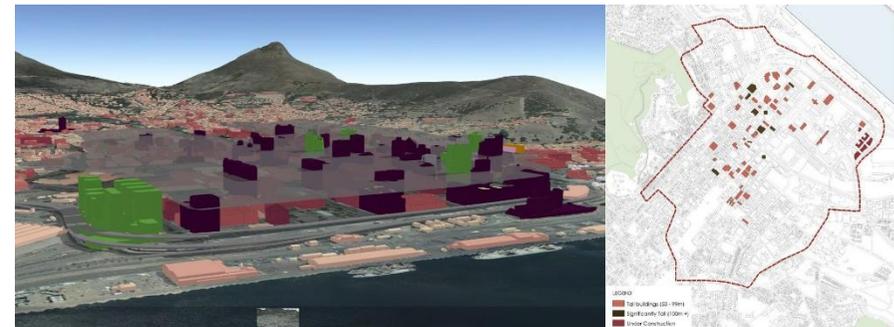


Figure 3-29: CBD overlay zone 60m height limit plane

The CBD overlay holds certain noteworthy parameters designed to increase or reduce certain development outcomes, such as:

- 1 Zero Parking minimums – developments in the CBD need not provide on-site parking within the CBD. This reform has now been superseded by the Public Transport (PT 1 and 2) Parking Areas,

which cover the same area. Despite these advancements in parking permissions, the majority of developments have significant components of parking structured within developments, thus affecting development envelopes to increase in height.

- 2 30% floor area bonus; 30% floor area used for flats – this provision was added in order to stimulate the provision of residential units within the CBD. Activating this provision for redevelopment projects has been largely dependent in bulk and height departures, which is counterintuitive to the facilitation intent of overlay zone. The only benefit to the added process step has been the creation of an opportunity to negotiate social good outcomes with the developer, such as a quantum of affordable housing to be included. However, this not an ideal situation and requires a more sustainable solution.
- 3 Street centreline setbacks not applicable for GB, GR or Mixed use- this allows for the take up of rights on fine-grained street blocks erven. This sometimes conflicts with proposed developments affecting heritage buildings where setbacks are encouraged.

This disconnect between the outdated overlay and the current development rules of GB7 zoning creates a situation where a property adjacent to the overlay would have a higher allowable floor factor than a property within the overlay. The issue of the HPOZ potentially involving additional built form requirements within the overlay zone also creates further complications at application stage. See Figure 3-30 adjacent.

The maximum height allowable is 60m, which is a challenge for developers owning GB7 Erven who typically want to build tall. A change in the floor factor ratio and height limits applicable to the CBD Overlay is necessary.

Overlay zones apply to a large area that is not cohesive in character. The need for better-defined character areas and detailed guidelines that will inform localised design responses is vital.



Figure 3-30: Existing HPOZ area (indicated in orange) in relation to the Cape Town CBD Local Area Overlay Zone boundary (in green).

### 3.7.3 Built Form and Development Trends

While it is often stated that the CBD is homogenous in its built form characteristics, there are observable differences in the built form at precinct scale.

The CCDS DGLUM 2012 height heat map was developed to reflect an intended policy position that supports a graduated CBD skyline. This approach is strongly influenced by historical character, heritage and the natural setting of the City Bowl in rationalising where and how bulk can be taken up.

It is argued that the height assignments were too static and not adaptable to changing city centre growth demands. The DGLUM study was never approved as policy and therefore had a limited impact in influencing built form. An updated building form assessment was carried out by Environment & Heritage Management Branch in consultation with the Urban Design Branch as an informant to the CBD LSDF. Height limits should consider topography, heritage, streetscape character, setting and bioclimatic conditions, Critical contours and topography should be informants, as investigated and proposed in the Central City urban design concept.

The proposed height informant spatially targets important heritage fixes and fine-grained clusters to be retained. While the principle of a graduated skyline is still supported, the approach towards height ranges remains up for debate since this has proved over the past

decade to be unsustainable. The LSDF will need to adopt a more strategic approach to this challenge while putting in place a framework aimed at maintaining good city form as a responsible publicly led planning approach.

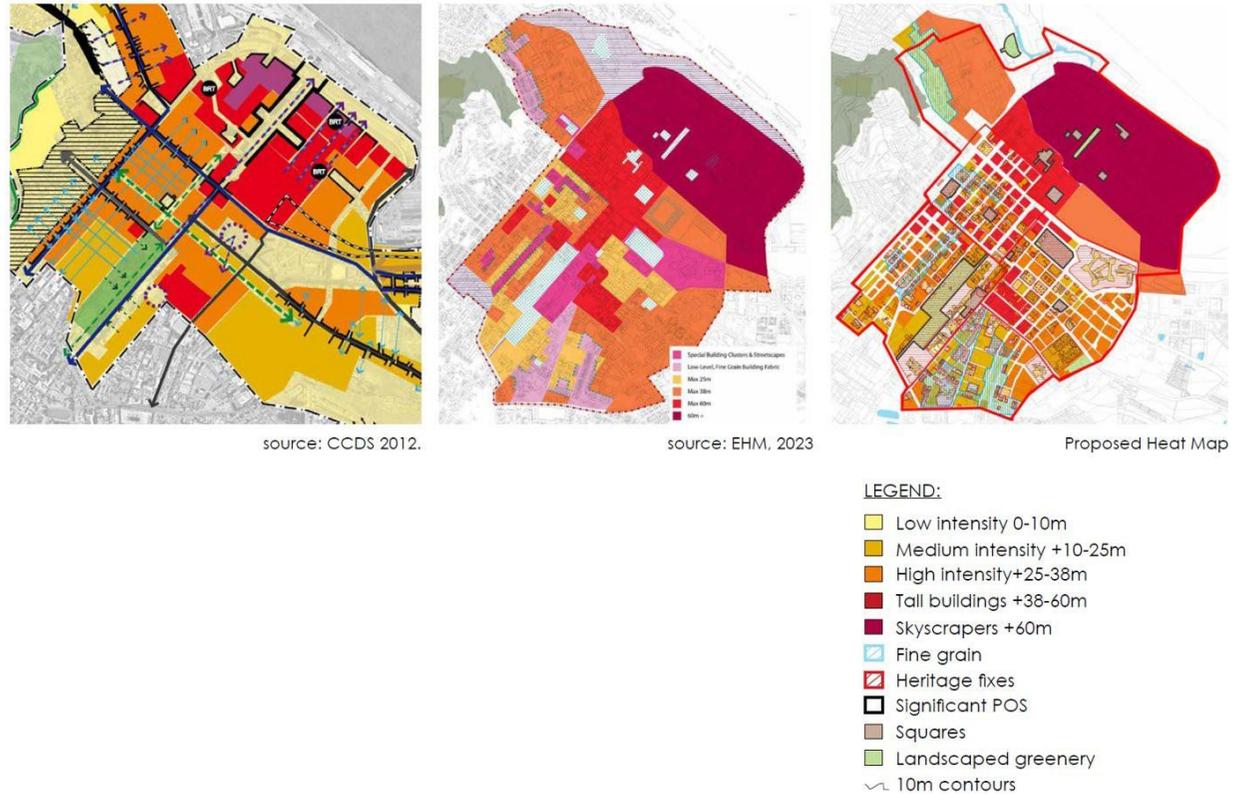


Figure 3-31: Consolidated built form context map

Table 3-4: consolidates a series of known buildings that have either been developed or are in the pipeline, with notable variances from the 2012 CCDS height guidance.

Precinct & site	CCDS 2012, height	CCDS 2011, character/conditions	Variances & Observations
<b>Mid-City</b>			
Corner 36 Strand street & Adderley	+20 storeys (+60m)	E: Tall Tower blocks contemporary and historic architecture: F Mixed use contemporary	Current conversion of existing building underway, noting underutilisation of site that reinforces the Modernist planning at this intersection and will continue to alienate pedestrians at Strand/Add corner
Adderley Standard Bank	11-15 storeys (30-45m)	D: Intense mixed use and fine grain	Recent Pre-app- looking for 60m plus to <b>100m</b> but still vague.
80 Strand Street	11-15 storeys (30-45m)	E: Tall Tower blocks contemporary and historic architecture	Design proposal for a tower building of 54m height/approx. 18 storeys. Various setbacks at different heights on targeted interfaces.
The Barracks 50 Bree Street	+20 storeys (+60m)	E: Tall Tower blocks contemporary and historic architecture	Full restoration of the historic warehouse building; addition of a modern extension of residential apartments above.
Zero2one building	+20 storeys (+60m)	E: Tall Tower blocks contemporary and historic architecture: F Mixed use contemporary	Proposed residential building of <b>142m</b> and 44 floors. Status is now cancelled.
<b>Convention Precinct</b>			
Site D "Wharf" Street Tower (Southern Sun)	20 storeys plus (+60m)	F: Mixed use contemporary with commercial and civic focus	<b>125m</b> , glazed twisting form. Note sale agreement (2016) had amount for hard and soft landscaping and civic art.
5 Walter Sisulu., "W Hotel" (Old Communicare)	15-20 storeys (45-60m)	F: Mixed use contemporary with commercial and civic focus	To permit <b>145m</b> in lieu of 60m height. Site width too small and underground parking ramp will compromise public realm in/around Roggebaai Place square. Mixed use serviced apartments, crown under resolved, - "slab block", obstructive right of way servitude to basement- site too narrow.
Boxwood, 9 Lower Burg, Riebeeck and Waterkant (Shell house and Ovenstone)	11-15 storeys (30-45m)	E: Tall Tower blocks contemporary and historic architecture	Existing conversion, 31 storeys, "appendages" and public realm improvements.
Erf 177009 & Erf 1512, Cape Town (Corner Bree and Prestwich)	11-15 storeys (30-45m)	E: Tall Tower blocks contemporary and historic architecture	approx. <b>120m</b> , no pre-app records.

Precinct & site	CCDS 2012, height	CCDS 2011, character/conditions	Variations & Observations
<b>Company Gardens</b>			
198 loop street – old Madame Zingara site	8-10 storeys (25-30m)	D: Intense mixed-use grain with heritage character	HWC decision to demolish; MPT/appeal - <b>72m</b> , in an area calling for less in this part of the city.
<b>East Foreshore</b>			
1 Adderley, Transnet site - Marine Drive,	15-20 storeys (45-60m)	G2: Medium to tall mixed use with strong public transport focus	Interest was expressed to develop the site. (2020) the treed character will be compromised, will need to respond to adjacent to Paul Sauer.
Founders Garden	20 storeys (+60m)	F: Mixed use contemporary with commercial and civic focus	<b>60m</b> and <b>70m</b> towers. Erosion of recreation space or perceived public open space. e.g. Artscape complex to include zip-zap circus partly introducing into public realm, also intention to activate the public realm.
<b>EAST CITY</b>			
1 Spindle (Spin Street)	11-15 storeys (30-45m)		
1 Harrington	8-10 storeys (25-30m)	G1: Institutional civic dominated medium heights, mixed use strong heritage component	10 storeys, limited Long market intervention could have been enhanced
Roodehek area & surrounds, Upper Buitenkant	Out of scope	B2 is characterised as retail strip in predominantly fine grained, historic residential mix of single residential & blocks of flats;	
ERF 177651-42 – 48 Commercial street		G1: Institutional civic dominated medium heights, mixed use strong heritage component	60 m plus
<b>BO</b>			
100 Buitengracht	11-15 storeys (30-45m)	Bokaap A2 mixed use flanked by blocks of flats	

Table 3-4: Building development observations & variations across identified CBD precincts

### 3.7.4 Land Use Model (2040)

The City of Cape Town's 2040 land use model baseline and future growth estimates to 2040 is seen as the foundation for the planning and delivery of services (transport, services and social infrastructure). The 2040 Land Use model growth estimates (demand) for additional formal residential dwellings in the Central City area is 11 570 new units, and **11 253 new residential units estimated within the CBD study area by 2040**. This represents just short of 4% of the citywide formal residential growth estimated accommodated in the CBD. Given the projected residential delivery by 2024 in section 3.5.3 of this report, the projected growth in the CBD up until 2040 would already have been surpassed by more than 500 additional units. This growth shows how resilient the CBD has been in the face of changing economic headwinds.

At the time of completion, the LUM2040 did not include the anticipated yields of several large-scale developments, of which there is greater clarity now. These include the Gateway Precinct, latter phases of the Harbour Arch precinct development, the Founders Gardens precinct, etc. Future development proposals for the Foreshore Freeways precinct (anticipated to be generated within the coming 12 months) will also need to be factored in for the future land use end state.

A total (theoretical) unmet residential demand of 17 000 - 21 650 new residential units spread across market and affordable income brackets is estimated for the period up to 2040<sup>11</sup>. It can therefore be deduced that **the Land Use Model 2040 growth estimates are vastly conservative for the Cape Town CBD and can easily be increased by up to 300% (± 22 500 new residential units)**. This translates into the CBD potentially needing to accommodate between 40 000 - 50 000 more people by 2040.

<sup>11</sup> This range was determined by two separate market demand studies conducted by PDG and HR&A, which were conducted within a year of each other.

Growth estimates for additional non-residential floor area are 86 665m<sup>2</sup> (8,6%) of new retail space, 268 235m<sup>2</sup> (18,1%) of new office space, and 294 397m<sup>2</sup> (8,1%) of new industrial space. The estimated growth in industrial land can be attributed to the planned intensification of back-of-port activity at Culemborg, which is included in the same spatial unit as the Harbour Arch Precinct.

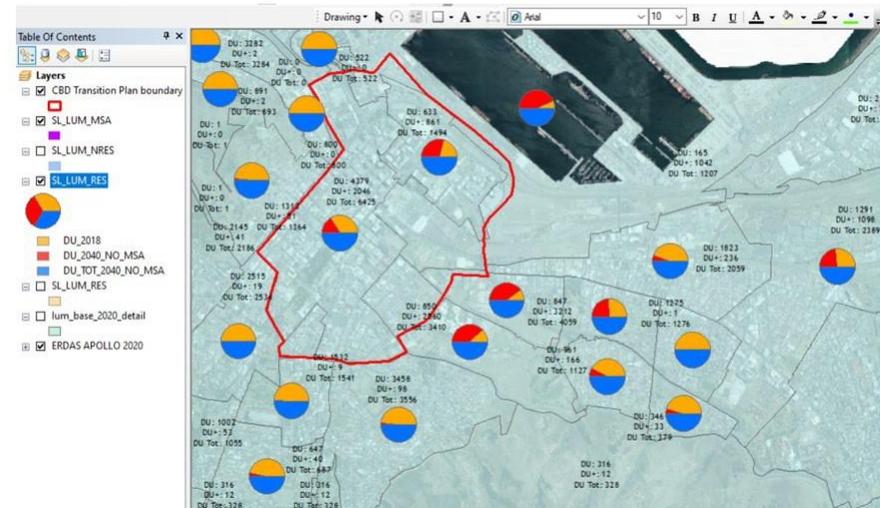


Figure 3-32: An extract from the 2040 Land Use Model

### 3.7.5 Publicly owned land and development

A substantial proportion of land within the CBD falls under the ownership of various Government entities. The City of Cape Town's Undeveloped & Partially Developed Land Inventory (UPDLI) captures public land assets which are inefficiently utilised with varying degrees of optimisation potential.



Figure 3-33: Central City new development areas

Table 3-5: below Provides a summary of public sector development projects in the immediate vicinity of the CBD. There are currently 4 165 publicly driven housing opportunities in the planning pipeline across local, provincial and national government.

The map above denotes the current new development areas (NDAs) reflected in the Table Bay DSD (2023). However, every development opportunity is not reflected here. The full extent of available development will be updated through the LSDF process as new information becomes available.

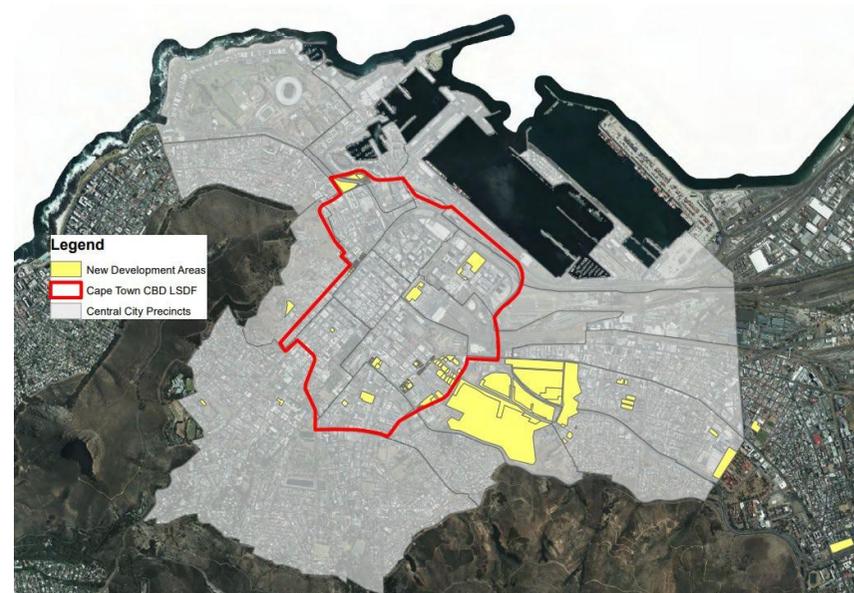


Figure 3-34: Extract for the Central City area (UPDLI, April 2022)

<b>Government entity</b>	<b>Site description</b>	<b>Nature of development</b>	<b>Extent</b>	<b>Yield</b>	<b>Status</b>
City of Cape Town	Newmarket Street	Social housing project (mixed market social)		507	Council approval
	Fruit & Veg Site	Social housing project (mixed market)		178	Council approval
	Foreshore Gateway Precinct Blocks 1-32	Residentially led mixed market social housing development	39260m <sup>2</sup> (3.9Ha)	3480	Implementation (various land use applications)
	CTICC 2 Tower	Commercial extension to the CTICC 2 building	1810m <sup>2</sup>		Council approval for public auction. Pre-submission
	Foreshore Freeways Precinct	Land use opportunity leveraged dependent on the implementation of a preferred transport solution for the Foreshore Freeway viaducts.			Scoping
Western Cape Province	Foreshore East sites Rem. Erf 154 & Erf 155, Roggebaai	Martin Hammerschlagt Way GB7 Zoning	3974,6m <sup>2</sup>	±706	Disposal advertisement; HS expression of interest submitted
	Prestwich Precinct Erven 734 & Rem. Erf 738,	MU3/GB7 Zoned erven, ideally positioned for residentially-led development as part of the Foreshore Gateway Precinct development programme.	8457m <sup>2</sup>	±1080	Disposal advertisement; HS expression of interest submitted (01.06.2023)
	Founder's Gardens Erf 282, Roggebaai	High density mixed Use, mixed market social housing		1785/ 5500m <sup>2</sup> office	Land Use application approved
	Somerset Hospital Precinct				
NPWI	Customs House Erf 14734 and others	Redevelopment of Customs House: Existing: 54000m <sup>2</sup> Office to be retained & refurbished; additional proposal of 95 000m <sup>2</sup> GLA office Aim of consolidating NPWI lease portfolio at this location	20645m <sup>2</sup>	149 000m <sup>2</sup>	Feasibility study initiated
PRASA CRES	Cape Town Train Lodge	Ptn. of Erf 148638, Old Marine Drive, Cape Town	±4300m <sup>2</sup>		RFP Process – advertised (April 2021)

Government entity	Site description	Nature of development	Extent	Yield	Status
Transnet Corporate		What is the plan for Erf 14821 (Ford motor showroom)?			
	Woodstock Station Precinct	Ptn. of Erf 161460, Grey Street Woodstock (Mixed Market)	±2000m <sup>2</sup>		RFP Process – advertised (April 2021)
	Albert Rd/triangle	Ptn of Erf 148638, C/o Grey and Albert Road, Woodstock (Mixed Market)	±2800m <sup>2</sup>		RFP Process – advertised (April 2021)
	Woodstock Industria	Various erven, Railway Street – Mascani Industrial	±5000m <sup>2</sup>		RFP Process – advertised (April 2021)
	Port of Cape Town (TNPA House)	Integrated Mixed use Waterfront development			
	TNPA – Berth A	Integrated Mixed use Waterfront development	?		
	No.1 Adderley Street (Paul Sauer) Erf 174216	Mixed use conversion of a heritage building; includes surface parking managed by third party) (43% occupation)	18143m <sup>2</sup>		Phase 1 Priority RFP process; heritage assessment completed
	Culemborg	Industrial redevelopment for back-of-port activity (transitional interface with the CBD is NB)	282770m <sup>2</sup> (28,3Ha)		Transnet to Advise Included in Port limits
	DPW/Foreshore Precinct interface 1. Harbour Bridge site (Rem. Erf 166674) 2. Customs House link strip (Erf 172543) Joint leased office complex (Rem. Erf 10256)	Precinct approach to the development of the port interface with the CBD	1. 6663m <sup>2</sup> 2. 7721m <sup>2</sup> 3. 24264m <sup>2</sup>		Phase 2A – co-planning with essential partners
	Rem. Erf 10256, Roggebaai (Part of the original Port registered erf	Existing vehicle sales showroom	9627m <sup>2</sup>		

Table 3-5: Summary of public sector development projects in the immediate vicinity of the CBD

### 3.7.6 Urban density

The MSDF and DSDF differentiated intensification guidance for Metropolitan nodes such as the Cape Town CBD is an average of +75 du/ha gross across the node and +400du/Ha nett density. For illustrative purposes the Harbour Arch mixed use development precinct will reach 442 du/ha nett when fully developed.

As of 2018 the density profile of the CBD was 21 du/ha gross, whereas the 2023/24 density anticipated is 31 du/ha gross. The density profile of the CBD grew by 47% over this last 5–6-year period. The current estimated net density profile of the CBD, using 28% of the CBD extent, is 109 du/ha Nett.

Despite the growth in density over the last decade, there remains a significant difference between the current state and the desired future density state for the CBD metro node. Through the city and public land portfolio, the City should be aggressively promoting residentially led development of a high-density nature.

<b>CBD Metro node</b>	
No. of units (2018 GV)	8 327
No. of units (2023/24)	11 815
Total site extent (Ha)	384
Gross density (du/Ha)	31
<b>Nett (28% of site extent) – 108Ha</b>	<b>109</b>

Table 3-6: Overall density profile for the Cape Town CBD

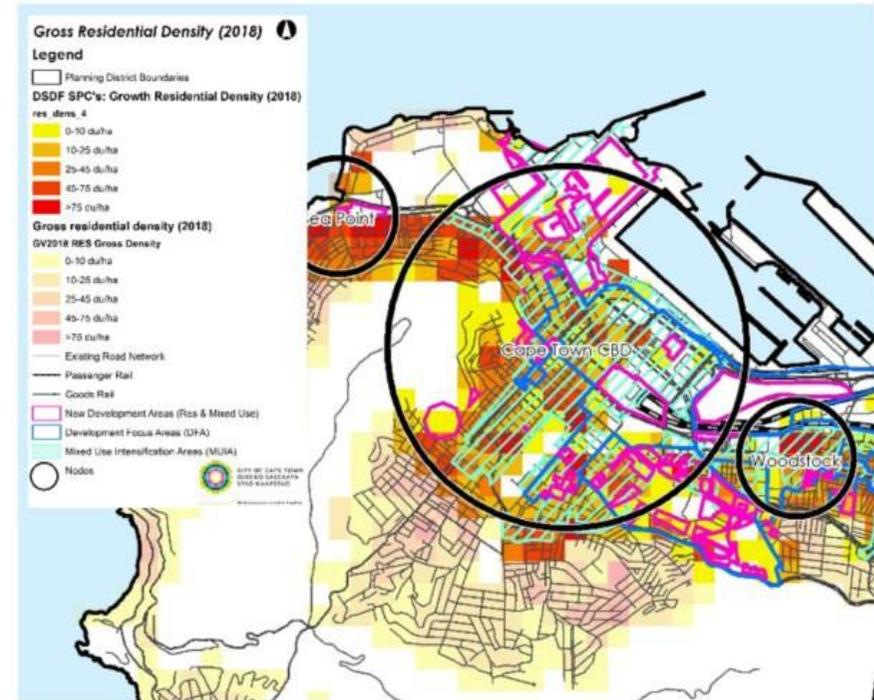


Figure 3-35: Growth in residential density (gross)

### 3.8 Urban condition: Precinct management

Precinct management associates itself with the public (good and benefit), infrastructure (maintenance and desirability), and resources (human and financial) in order to be fully effective. The CBD must have a well-developed property market for commercial nodes to remain relevant and avoid or reverse decline. The outcomes thereof can be immediate or long-term, depending on the initiative being implemented. In all aspects, Precinct Management requires partnership in order to be successful.

The COVID-19 pandemic and subsequent lockdown restrictions affected the economy of Cape Town tremendously. As a result, various plans and interventions were made to address several facets of the economic crisis. The Inclusive Economic Growth Strategy (IEGS) of Cape Town, which contains various interventions to address this crisis, has been a key informant in terms of instituting the medium- to long-term economic recovery of Cape Town.

This section analyses the functionality of the CBD in relation to the management of the public realm. The intent is to enhance existing interventions and provide new objectives for the revitalization of the CBD.

#### 3.8.1 Analysis overview

Much of the City's precinct management initiatives are largely associated with the day-to-day service delivery mandate of a municipality, with little consideration given to the wider perspective, functionality, and integration of services within an urban area.

Precinct management within the Cape Town CBD is largely associated with the work done by Special Rating Areas (SRAs) such as the Central City (CCID), Greenpoint (GID) and Oranjekloof (OKID) Improvement Districts, Garden neighbourhood watch, Sub-council 16 and line departments within the City.

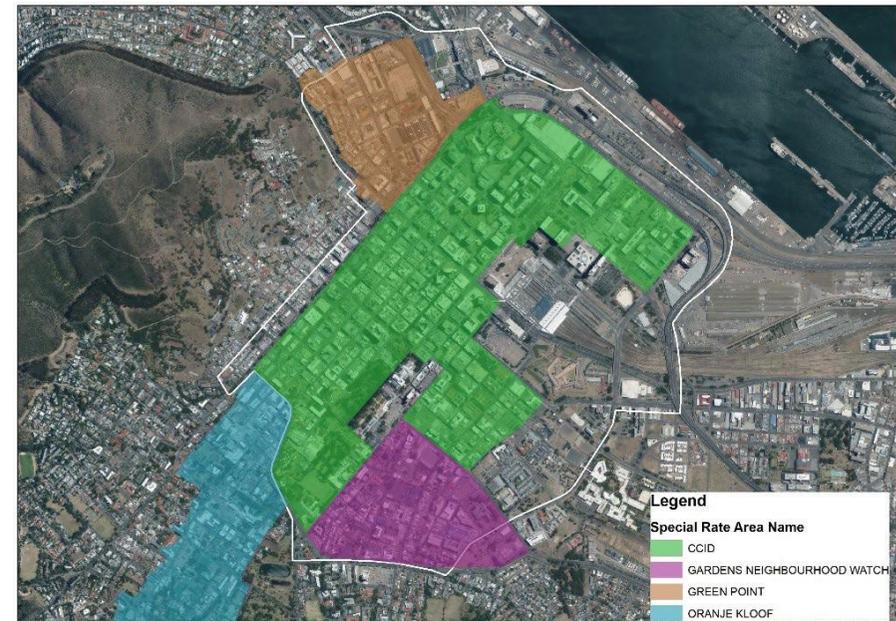


Figure 3-36: Cape Town Special Rating Areas and neighbourhood watch

Important to note, the Gardens Neighbourhood Watch (GNW) is not classified as a special rated area (SRA) yet due to some shortcomings pertaining to being registered as an SRA. The services provided by the GNW are similar to those of the other Improvement Districts operating in the CBD and has a distinct focus on community building.

Sub-council sixteen, as part of the CBD Recovery Programme, identified a number of short-term, immediate interventions during its inception. Collaborative efforts with the Urban Regeneration Department of the City produced a number of workstreams in order to bring the central back to its former state. These interventions include the following:

WORKSTREAM	IMMEDIATE ACTIONS	NEXT STEPS/CHALLENGES
Precinct Management "Getting the basics right"	Dedicated City Sweepers (day and night)	Address COVID-19 related capacity challenges.
	Repair/Replace/Install additional - green bins	Address COVID-19 related capacity challenges.
	Enforcement of illegal dumping	Focus on illegal dumping through coordinated Joint Ops and work on improving cooperation from shops in CBD.
	Painting of traffic lines / parking bays	Procure & implement in Nov 2020 – Jan 2021
	High Pressure hosing of public spaces e.g. Green Market Square	Breakdowns & turnaround for repairs 2 x new Street Washer vehicles allocated to CBD
	Painting of bollards, electrical boxes, and other infrastructure	Schedule & Implement.
	Replacement of bollards	COVID-19 related capacity challenges Obtain additional funding.
Precinct Management "Getting the basics right"	Improving Street Lighting in CBD / public spaces	Determine the most appropriate solution (replace globes/ upgrade/ install additional) Implement.
	Tree planting – request for irrigation of 40+ tree wells.	Identify location, determine feasibility (water source) Request funding via Adjustments Budget process.

WORKSTREAM	IMMEDIATE ACTIONS	NEXT STEPS/CHALLENGES
Precinct Management "Getting the basics right"		Implement Feb/March 2020 on
	Painting of Informal Reading bays	Schedule for implementation
	Social challenges requiring urgent attention 1. Work based rehabilitation initiative 2. Education outreach Programme around anti-social behavior (bins, aggressive begging etc.)	PID approved Commence recruitment a.s.a.p. Consider tapping into Public Employment Programme. Proposal submitted to national treasury with focus on opportunities for homeless people - which has been approved
Precinct Management "Getting the basics right"	More 'boots on the ground' through; 1. Improved coordination and integration of efforts 2. Address staffing requirements through deployments (day & night shifts) 3. enforcement coverage, Traffic Wardens required, dedicated DPU staff, general enforcement & solid waste enforcement).	Safety Sub- workstream to give urgent attention in consultation with Safety & Security Directorate
		Provision of Public Ablutions AND find a temporary solution
Partnership and Eco-system collaboration	Establishment of Work streams Monthly meetings of Steering Committee Communication Strategy Removal of "Stay at Home" Messaging – in progress Overall Programme Management	

Table 3-7: CBD Immediate Actions

These interventions also included a number of cross cutting measures to 'stop the bleeding' signalled by the pandemic. These include work undertaken by the following work streams:

Occupational Density	<ul style="list-style-type: none"> <li>- Survey to determine intent from commercial tenants in the CBD</li> <li>- Workshop with property owners to discuss needs and options</li> <li>- Fast-track land-use and building plan applications</li> <li>- Investigate land / buildings available for affordable housing</li> </ul>
Regulatory Reform to reduce RED Tape	<ul style="list-style-type: none"> <li>- Implement initiatives to make it easier for businesses to operate</li> <li>- Temporary reduction in tariffs where possible</li> <li>- Activate Tables and Chairs</li> <li>- Parklets – Utilise under-used parking areas for economic activations</li> </ul>
Activities, Events and other footfall attracting initiatives.	<ul style="list-style-type: none"> <li>• Mayoral Walk About (Mid October)</li> <li>• Busker Program (Mid Oct - Jan)</li> <li>• Pop-up Markets (Mid Oct - Jan)</li> <li>• City Events Weekly (Mid Oct - Jan): <ul style="list-style-type: none"> <li>❖ Greenmarket Square, Heritage Square, St. Georges Mall</li> <li>❖ Food Trucks, Music &amp; Entertainment, Street Sports</li> <li>❖ External Events: <ul style="list-style-type: none"> <li>❖ Suidooster Fees (Nov &amp; Dec)</li> <li>❖ RedBull: (Nov &amp; Dec)</li> <li>❖ Free Cycle on a Sunday (Nov, Jan)</li> <li>❖ Jazz in the City (Nov – Jan)</li> <li>❖ Museum Nights (Righting History)</li> <li>❖ Special Events: <ul style="list-style-type: none"> <li>❖ Light The City</li> <li>❖ CT Summer Market</li> </ul> </li> </ul> </li> </ul> </li> </ul>
Partnership and Eco-system collaboration	<ul style="list-style-type: none"> <li>• Establishment of Work streams</li> <li>• Monthly meetings of Steering Committee</li> <li>• Communication Strategy</li> <li>• Removal of "Stay at Home" Messaging – in progress</li> <li>• Overall Programme Management</li> </ul>

Table 3-8: Cross cutting interventions

Further analysis of the CBD led to the investigation of other interventions and operations taking place in the CBD as it pertains to urban management. These include the following which are referenced in Figure 3-37.

#### Non-viable land management

The property holding branch manages non-viable property holdings, mostly via lease applications, as they are not interventions that contribute to business ease or economic growth. The figure below displays the locations of these non-viable sites, which are mainly concentrated in the following locations:

1. Buitengracht street;
2. Long – Bree street;
3. Canterbury street; and
4. Maynard Street.

#### Parklets

Information on parklet applications that are currently in process was provided and four applications have been shared to date. These applications are associated with city-owned land parcels (parking lots) that are being leased out to the public on temporary basis for various uses and events These include:

1. Riebeek (Bree Street);
2. Long Street;
3. Buitenkant;
4. c/o Strand & Bree.

#### Informal Trading

Information on the trading activities taking place within the CBD was sourced. The trading location spatial data only shows approved/gazetted sites, of which there are **382 formal trading bays**. However, there are noteworthy gaps in the data, such as: trading bays along Lower Long Street, new areas on the Grand Parade, Cape Town Station, etc.). These have been brought to the attention

of the data custodian and will be rectified over the duration of the LSDF process. The Economic Growth Directorate are in the process of finalising the City's Informal Trading Plan for the CBD, which will inform informal trading going forward.

There are currently no storage facilities available for the traders on the parade, and they are expected to pay for overnight storage elsewhere. Some traders are currently leasing storage space from a facility in the Grand Central retail centre, which may expire shortly. Information on the storage of goods by other traders operating within the City is not publicly available.

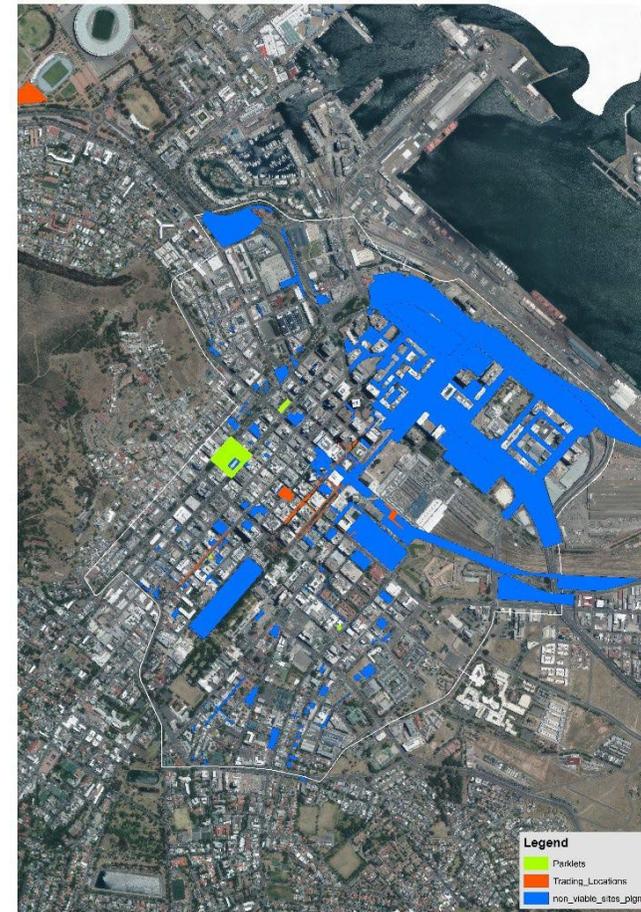


Figure 3-37: CBD Operational interventions

### Social Development

The Safe Spaces initiative was established in consultation with the street people of Cape Town. The initiative provides shelter to the homeless; the first safe space was opened in June 2018 under the Culemborg Bridge in Foreshore. This overnight shelter made provision for 230 people to spend the night, access ablution facilities, and

securely store their belongings. The second safe space is situated in Green Point. The use of these spaces is voluntary and provides social services; there are also rehabilitation programmes available to enable vulnerable people to be reintegrated into society.

Safety and Security partnerships

The City of Cape Town, South African Police Services, the Western Cape Government, CCID, gardens watch (GW), and other partner NGOs undertake several safety and security projects with the intent achieving:

1. Crime prevention;
2. Relationship management;
3. Awareness;
4. Providing public assistance;
5. Managing personnel;
6. Assisting with events.

The CCID is a major partner in safety and security services, with 59% of its annual budget and a total of 309 security officers dedicated to this area of operations.

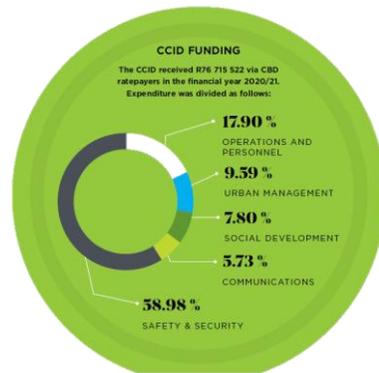


Figure 3-38: Proportional split of the CCID annual budget

Service requests

Using the City of Cape Town services requests drilldown tool, it was found that 5 957 service requests were logged for the Cape Town City Centre suburb over the past year. The most frequently logged requests are for blocked sewers (505), streetlights out (461), no power (428), and defective road/footways/kerbs (310). Spatially, the most problematic area appears to be the Grand Parade area.

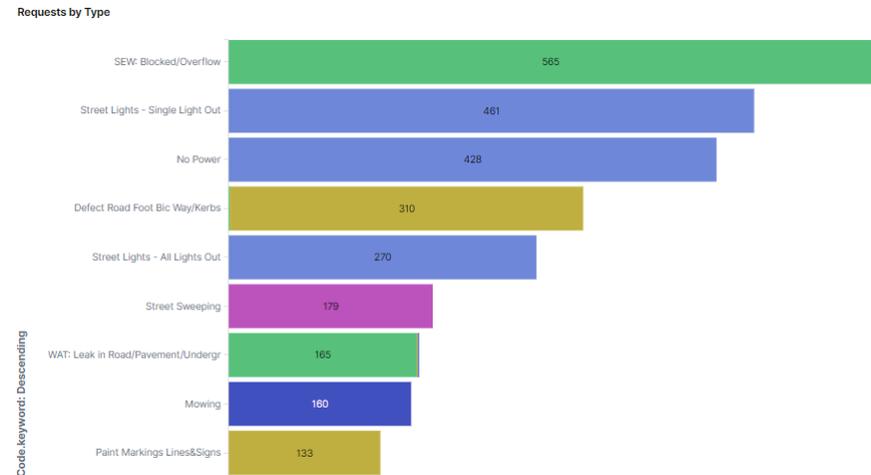


Figure 3-39: Distribution of service requests by type

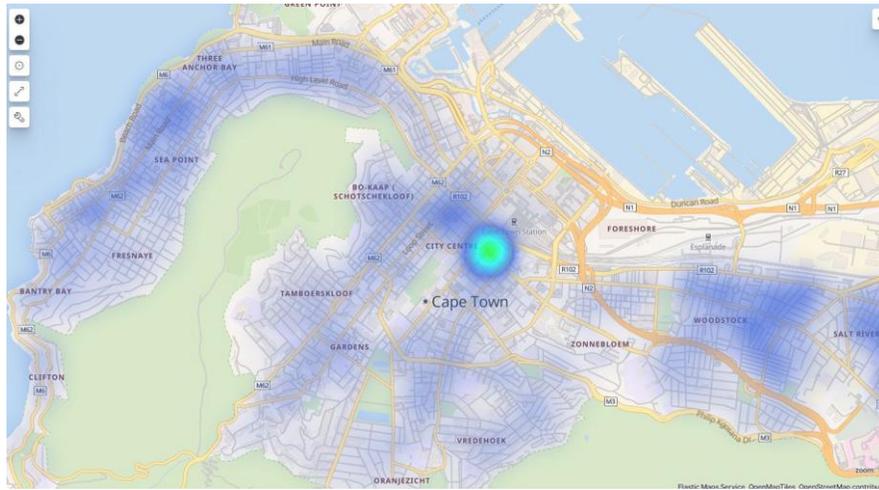


Figure 3-40: Spatial concentration of service requests across the Central City area

### 3.8.2 Implications for planning of the CBD

In summary, the following thematic precinct management informants should be considered through the planning process.

Precinct themes	Planning informants
Population	<ul style="list-style-type: none"> <li>Young, growing population which provides a sense of vibrancy and heightened activity day and night.</li> <li>Growing population increase operational and maintenance burden for the area for longer periods of the day.</li> </ul>
Resourcing	<ul style="list-style-type: none"> <li>Prominent property market supporting a strong SRA formation: Greenpoint &amp; CCID and Gardens Neighbourhood Watch</li> <li>Public sector resources in short supply, necessary to partner.</li> </ul>
Communications	<ul style="list-style-type: none"> <li>Cape Town CBD is strongly marketed as a destination place. My information around trends can be released to the market (supplement CCID reporting).</li> </ul>
Safety and security	<ul style="list-style-type: none"> <li>Maintaining perception of safety is paramount for the investment attractiveness. The safety of officials is also paramount.</li> </ul>
Social vulnerability	<ul style="list-style-type: none"> <li>The 'safe spaces' programme has been highly successful. However, there is a shortage of available space.</li> </ul>
Public realm & facilities	<ul style="list-style-type: none"> <li>Unmanaged public land is highly susceptible to land invasion.</li> <li>Problematic management of public Ablutions.</li> </ul>
Informal trading	<ul style="list-style-type: none"> <li>Lack of storage space for traders.</li> <li>Not all informal trade space is captured spatially.</li> </ul>
Areas of informality	<ul style="list-style-type: none"> <li>Increasing number of homeless individuals on City owned land.</li> <li>Not all Areas of informality captured spatially.</li> <li>Buy-in to Safe Space initiative lacklustre.</li> </ul>

Table 3-9: Thematic summary of precinct management informants

### 3.9 Infrastructure

#### 3.9.1 Starting point/problem statement

Infrastructure is crucial for productivity, competitiveness, and improving the quality of life in Cape Town. It serves as a direct 'input' for businesses and residents, relying on dependable service delivery for basic services. The demand for these services has increased significantly in recent decades, emphasizing the importance of well-maintained, high-quality, and effective infrastructure for the economy, environment, society, and continued development. Infrastructure systems are essential for building resilient societies and renewing the city's fabric, promoting long-term sustainable growth. In light of this, it is critical for the City to focus on the ways in which infrastructure delivery can best support Cape Town's recovery from recent shocks.

By translating the above within a CBD context, infrastructure provides building blocks, providing a positive response to the economy and citizens, and maintaining the CBD as a key destination place internationally. This is reflected across various City strategies, including the spatial planning framework. The infrastructure storyline for the CBD Transition Plan aims to address the following questions across the respective sectors, considering the 2040 land use model projections to guide the augmentation of the CBD's infrastructure capacity/supply.

1. What is the 2023 confirmed capacity status of the CBD?
2. What are the challenges within the CBD?
3. What are the projects/programmes that influence the CBD, and for what purposes?
4. What are the recent projects that have been completed which influenced the CBD, and for what reasons?
5. What are the long-term objectives/interventions in augmenting supply?

Important to note, particularly with regards to augmenting bulk capacities, is that while capital infrastructure projects may not necessarily be located within the CBD, it is important to understand which infrastructure systems and its future projects contribute to the CBD as an 'area of benefit.'

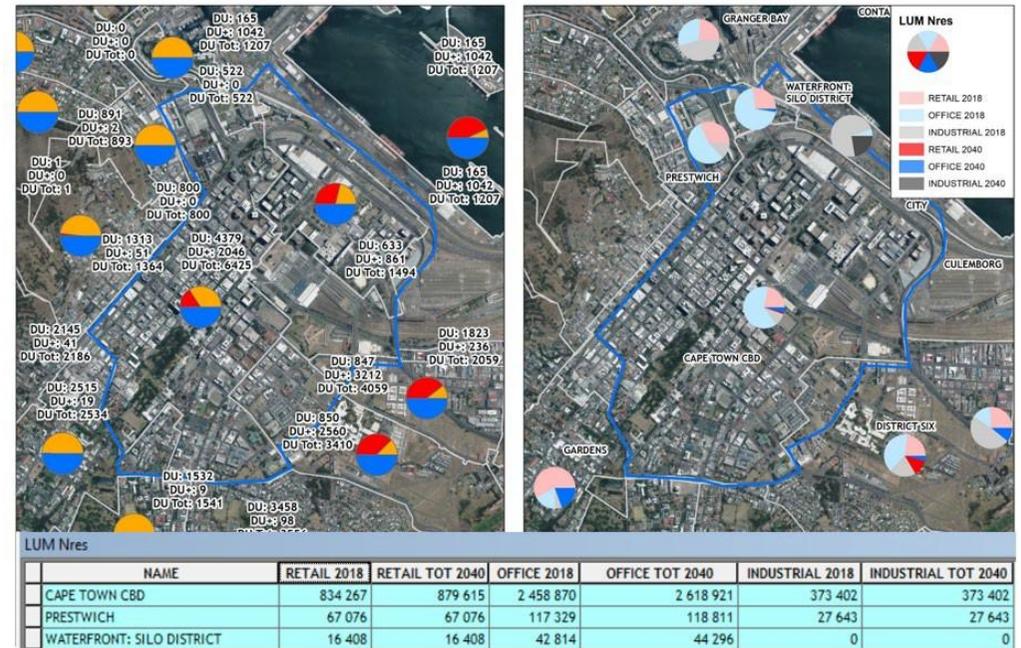


Figure 3-41: LUM 2040 assumptions for residential (left) and non-residential (right)

### 3.9.2 Water and Sanitation

#### Bulk water & Reticulation

Bulk water is managed on a much larger scale and does not have any bearing on the study area from an infrastructure perspective. However, an assessment is currently under way to identify the upgrade and refurbishment requirements of the City's bulk and reticulation water reservoirs. Bulk storage capacity is sufficient to meet the city's water demands throughout the week. The majority of the pipelines in the City's bulk supply system have flow velocities within acceptable limits. Furthermore, region 2, which includes the Cape Town CBD, has the least amount of strained networks (Table 3-10). In 2022, the City has also undertaken a Pipe Replacement priority assessment, and from the analysis, the condition of the network within the study area is considered acceptable.

Region	Infrastructure type	Km constrained
Region 1	Bulk supply conveyance	5,70
Region 2		3,80
Region 3		19,40
Region 4		18,90

Table 3-10: Flow of bulk network constraints

#### Reservoirs

A total of 19 of the City's reticulation reservoirs experience capacity constraints as they have less than 48 hours of storage capacity for their distribution areas, but this does not have any impact on the CBD.

Infrastructure name	Infrastructure type	Challenge
Wynberg large reservoir (SPM), Wynberg small reservoir (CMC), Verwoerd High, Verwoerd Low, Upper Mountainside, Macassar, Bakkerskloof, Strand reservoir, Kleinvlei, Philadelphia Small, Philadelphia Large, Suikerbossie, Hout Bay, Hout Bay Hts/Bay, View/Sentinel, Swaanswyk Upper, Brakkloof, Da Gama Park Top, Kogelfontein	Bulk and reticulation water reservoir	<48-hour storage

Table 3-11: Constrained water reservoirs

#### Water treatment plants

The City's 12 water treatment plants have a total design capacity of 1655 Ml/d. However, actual usable peak capacity is about 1422 Ml/d due to the age of the infrastructure and other constraints. These constraints will be factored into the Bulk Water master plan as well as the timing and phasing of future infrastructure builds and upgrades. The master plan will include a plan for how these water treatment plants are going to be returned to full capacity.

Infrastructure name	Infrastructure type	Design capacity	Operational capacity	Peak demand	Surplus capacity
Ml/d					
Wemmershoek	Water treatment plant	270	210	270	0
Constantia Nek		3	3	3	0
Brooklands		5	4	5	0
Witzands		14	6	14	0
Albion Spring		4	3	4	0
Silverstroom		3	3	2,7	0,3
Faure (hillside to the north of Faure)		500	400	351	49
Voëlvlei		273	160	198	38
Steenbras		150	110	130	20
Kloof Nek		18	18	5,2	12,8
Blackheath		420	360	400	40

Table 3-10: Capacity of the City's water treatment plants

### 3.9.3 Water Strategy

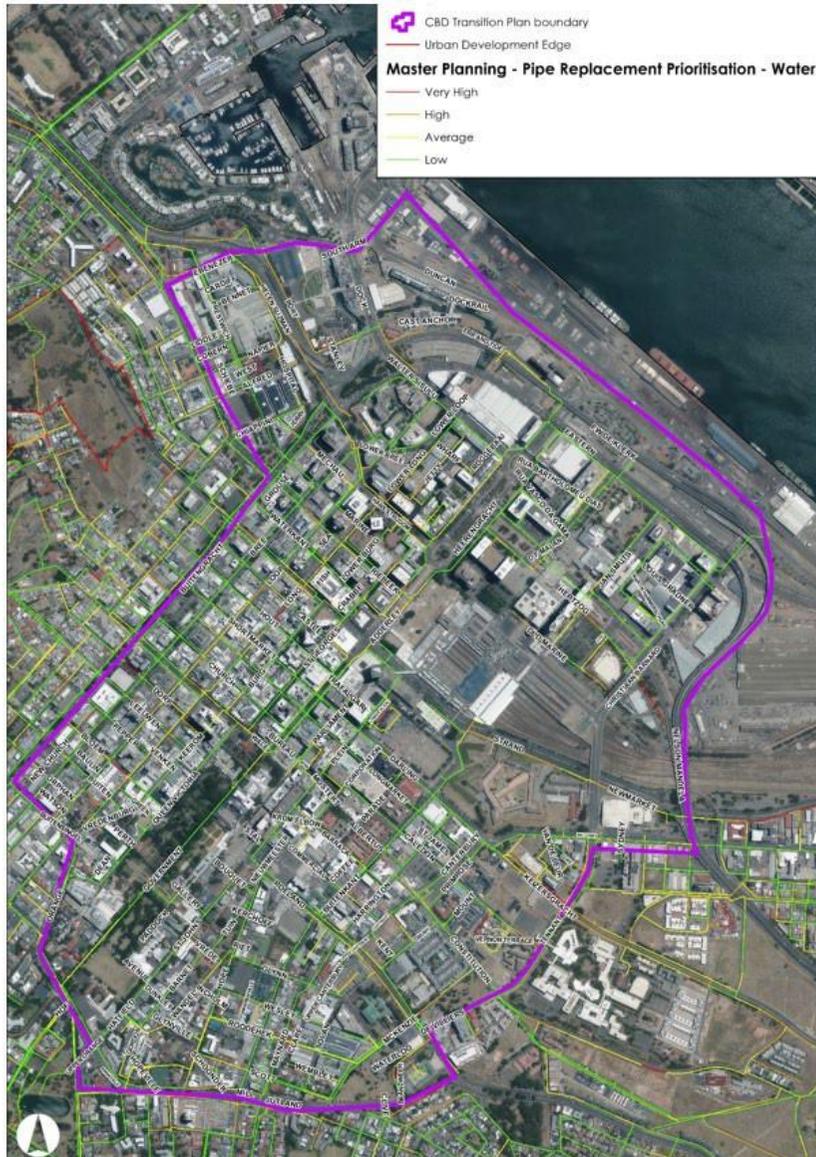


Figure 3-42: Pipe replacement prioritisation

The City of Cape Town is aiming to increase resilience and reduce future water restrictions by developing diverse water supplies. This includes two desalination plants along the Atlantic Seaboard, groundwater from the Table Mountain Group Aquifer and Cape Flats Aquifer, and the reuse of treated effluent from Zandvliet WWTW. The City is committed to building an affordable new capacity of 300 million litres per day over the next 10 years, ensuring adaptability and robustness. The 10-year programme includes using treated wastewater to recharge the Cape Flats Aquifer and blend it with treated water from the Faure water treatment plant. This aligns with the City's goal of creating a water-sensitive city that maximizes urban water cycle integration, builds resilience, and protects Cape Town's natural ecosystems.



Figure 3-43: Scale and timing of new water programme

### 3.9.4 Stormwater Catchment and Management

Catchment and stormwater management infrastructure is vital to addressing public safety and improving the water quality in Cape Town's waterways. Each of the City's 21 catchments requires its own stormwater master plan to effectively manage flooding and pollution and inform the Water and Sanitation Directorate's capital planning needs into the future.

Forecast increases in the frequency and severity of major weather events put Cape Town at increased risk of flooding. This necessitates adequate stormwater master planning so that the City can develop appropriate infrastructure interventions in stormwater management. A programme has been developed to allow for the procurement of stormwater master plans for each catchment by 2029. This is subject to the availability of appropriate funds.

The lack of sufficient stormwater master planning makes it challenging to present an adequate future analysis of infrastructure requirements. However, there are a number of flooding management and pollution abatement projects on the 10-year horizon that will positively impact the Diep River, Kuils River, Lourens River, Soet River, Vygiekraal River, Spaanschemat River, and Prinskasteel River.

While no direct implications are identified for the Cape Town CBD, it is important to understand the stormwater network and the infrastructure supporting the CBD (Figure 3-44). Part and parcel of the solution to addressing flooding within the CBD is to ensure sufficient green infrastructure/public open spaces to provide retention of excessive water runoff, especially within the context of climate change and unpredicted rainfalls.

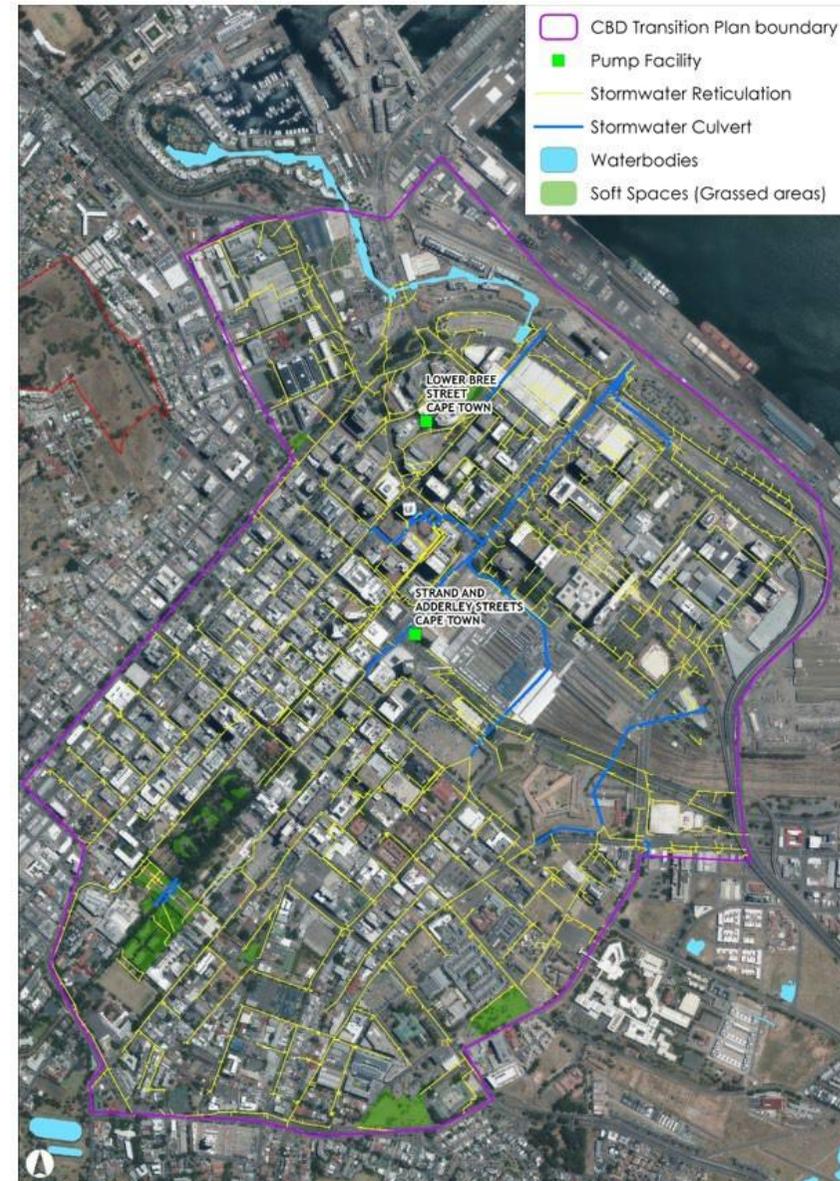


Figure 3-44: Stormwater reticulation and drainage

## 4 Synthesis of informants

The purpose of this chapter is to synthesise the sectoral baseline analysis from chapter 3 into a contextual narrative for the CBD. The **contextual narrative** serves as the current storyline of the study area based on the salient, cross-cutting issues identified in the analysis phase of the project. The narrative is complemented by a synthesised **macro scaled urban structure** for the study area.

Finally, a **precinct-scaled character analysis** is conducted for seven (7) character precincts identified in chapter 1.3.2 of this document. The character analysis is synthesised into a series of **opportunities and constraints** to be considered by the LSDF.

### 4.1 Contextual narrative for the CBD

As a starting point, several initial spatial issues have been identified that need to be addressed in order to realize the urban transition goals of the CBD LSDF:

1. **Land Use Model baseline and growth ask.** The demand for urban growth within Cape Town CBD has been radically affected by the pandemic. Market forecasting for the CBD conducted as part of the Foreshore Gateway Precinct has determined that the outlook for new commercial space is likely to be subdued for approximately 7 years on account of elevated vacancy rates. The predominant sentiment is that mixed use residential conversions and redevelopments will continue to drive the CBD's property market in the medium term. The residential growth forecast in the City's 2040 land use model will need to be carefully interrogated as the new residential demand profile for the CBD will drive public investment from city line departments such as transport interventions, services infrastructure, and public facilities.

However, it would appear that residential growth estimates for the CBD are highly conservative and can easily be increased by up to 300% (22 506 new residential units). This new demand translates into the CBD potentially needing to accommodate between 40 000 and 50 000 more people by 2040. Ultimately, this demand will take a specific urban form, which needs to be facilitated or managed appropriately through spatial and land use policy and regulation.

2. **Accommodating demand inclusively.** The CBD's property market has proved to be resilient and adaptable, displaying a high level of investor confidence. This confidence has driven growth of the Cape Town CBD population at a steady pace, specifically among young professional demographics. However, affordability remains a significant challenge for over 70% of the target market and property generally out of reach for 90% of Cape Town's households. While the rental market serves as the predominant absorber for end users, there remains insufficient supply to accommodate demand for long term rentals. With over 70% of CBD residential accommodation stock targeting the hospitality industry, the growth in the visitor economy will no doubt suppress long-term letting even more.
3. **Finding a healthy balance between built environment character and the investment demand.** The economic attractiveness of the CBD is underpinned by its unique setting and character. This uniqueness and attractiveness is one of the primary contributors to the CBD retaining its agglomeration of business activity, and by extension, its dominant share of wage earners compared with the rest of the metropole. This critical mass of employment opportunities is what drives demand for residential proximity to

the CBD, and in turn, is what drives underlying land value. Property developers in the CBD are having to maximize on available bulk in order to derive sufficient viability to deliver development, in certain cases necessitating land use departures. The effectiveness of the existing and historically established CBD Local Area Overlay and the overlapping HPOZ, to efficiently regulate development processes, is frequently being called into question. The LSDF will endeavour to pinpoint the land use regulatory improvements required to facilitate development while implementing smarter heritage protection guidelines for heritage resources and clusters of real significance. Additionally, the LSDF must make recommendations to embed fine grained urban design guidance into a future amended CBD Overlay Zone. Ultimately height and bulk regulation in certain areas is less important and less sustainable than upholding principles of good design.

4. **City-wide connectivity vs spatial proximity.** Cape Town CBD economic agglomerations will continue to command the market share of wage earners, thus driving demand for residential as well as favourable access from other parts of the city. The accessibility of the CBD to the rest of the city is fundamentally linked to the continued operation of mass public transport. The Comprehensive Integrated Transport Plan 2018-2023 promotes the triple accessibility concept of Physical Mobility, Digital Connectivity and Spatial Proximity as equally weighted objectives. However, physical mobility has declined on numerous levels, most notably rail, but also a reduction in road-based services. Furthermore, the effects of the pandemic have hyper-inflated the importance of digital connectivity. However, there are significant disparities in digital access based on differences in affordability levels. Changes to the CBD on their own cannot influence the City's public transport challenges. These will need to be rolled out through the City's Integrated Public Transport

Network. However, a combined focus on land use intensification, affordable housing, compact city living and public realm improvements promotes accessibility through enhanced spatial proximity.

5. **Restructuring the use of the public realm (for the pedestrian).** The CBD is already a highly pedestrianised environment. To this end, the pedestrianisation of the CBD started several years ago, with numerous projects, such as Waterkant Street, segments of Longmarket Street and non-motorised transport infrastructure facilitating movement between the CBD and the Waterfront precinct. Despite this superior public transport infrastructure and walkability, the CBD is still dominated by vehicles. While full transformation is dependent on broader mobility interventions such as the Foreshore Freeways transport solution as catalysts, short term restructuring opportunities to remove vehicles from public streetscapes do exist. More interesting public spaces with greening are also needed to provide places of relief from the intensely urbanised built form, especially where significant residential supply has been provided.
6. **A liveable environment is an investable environment.** Apart from the uniqueness of the setting and concentration of economic activity, the impact of good private and public precinct management has arguably been the primary contributor to investment confidence in the CBD. The continued attractiveness of the CBD serves as a strong anchor to the visitor economy, with approximately 70% of all residential accommodation stock within the CBD used either for short-term letting or hotel accommodation (CCID, 2023). Furthermore, it is understood that Cape Town Cruise terminal has scheduled approximately 20 000

new tourist arrivals in 2023. This will place demands on the public realm, public transport, precinct management services and ultimately land use to accommodate the demand. The CBD's economic attractiveness and concentrations formal and informal economic opportunities will always attract the city's urban poor/homeless in search of opportunities. In line with previous successes, more 'Safe Spaces' are required to accommodate the CBD's vulnerable population.

## 4.2 Synthesised Urban Structure

An emerging urban structure for the CBD has been extracted through the process of linking public spaces, landscape elements, facilities, institutions and built form.

The following spatial themes investigated at macro scale are:

1. Public realm
2. Access & mobility
3. Heritage
4. Greenery
5. Landscape view lines

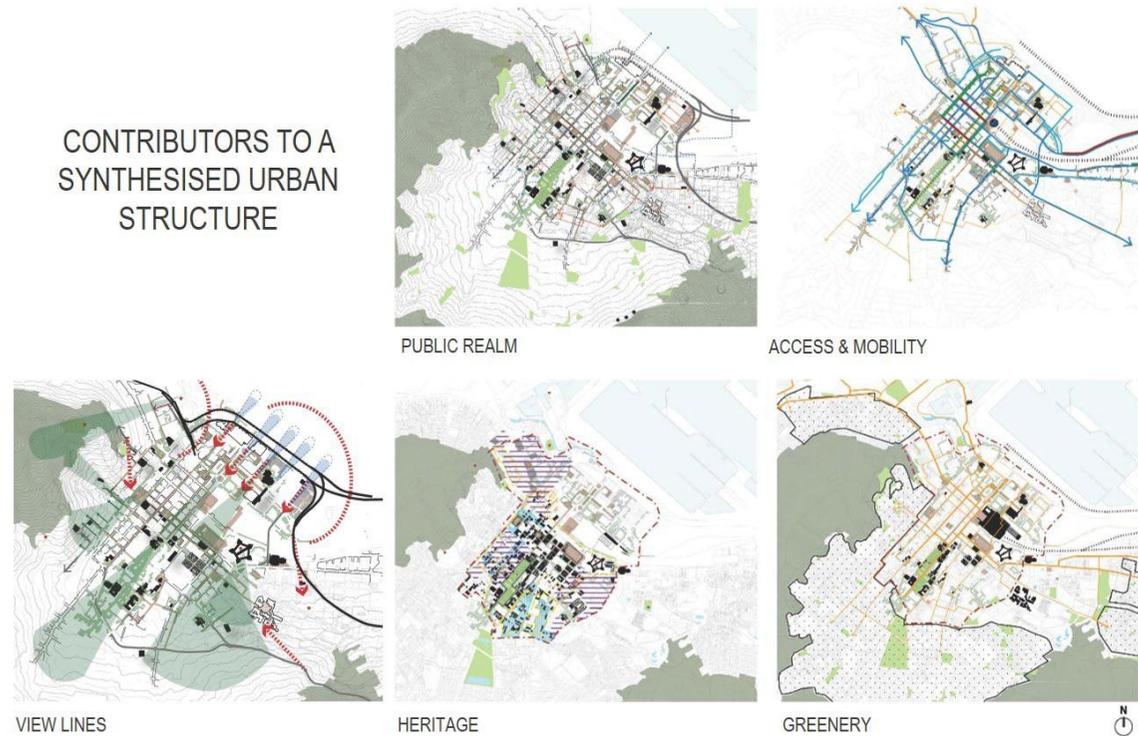


Figure 4-1: Spatial themes which contribute to a synthesised urban structure

#### 4.2.1 Greenery (The natural context)

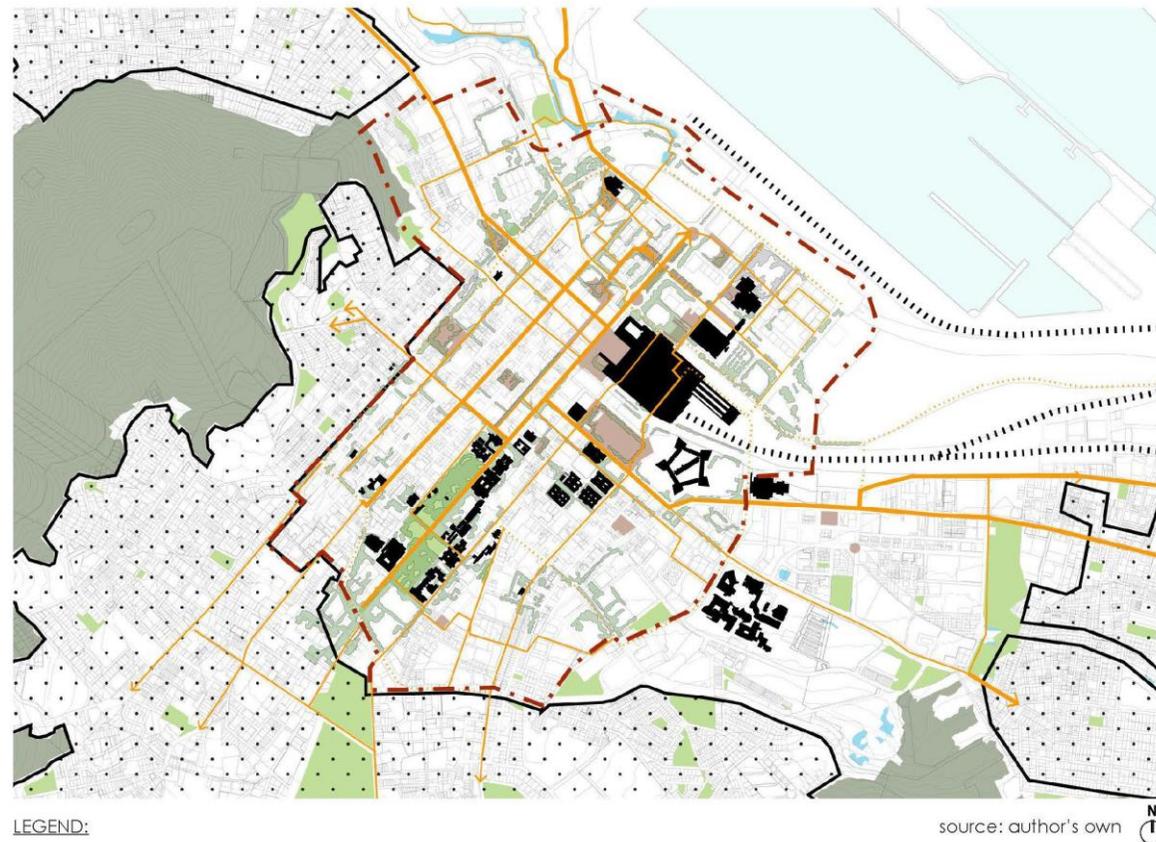
The City Bowl is primarily structured around its natural setting and the various natural destination places dotted around the study area, supplemented by urban greenery. This includes public green space, sports precincts, tree canopies, and suburban greenery.

The mountain to the sea provides the anchor points for a north/south green infrastructure axis, reinforced by:

1. the Molteno Reservoir system,
2. De Waal Park,
3. the Company gardens,
4. St. George's Mall
5. Adderley Street
6. The Heerengracht

The Company Gardens is the most important historic "green" element of structure, which has adapted to the city over time. It is also the most densely landscaped region in the study area. Lateral linkages into the space, while navigable through the city streetscape, are not as well defined as they could be.

The legibility of this axis starts to weaken at the interfaces of the Foreshore with the Port. This is exacerbated by the severe lack of green public space in the Mid City and Foreshore. The Foreshore area has a strong tree canopy coverage.



LEGEND:

- |                              |                  |                       |
|------------------------------|------------------|-----------------------|
| --- Precinct boundary        | ■ Heritage fixes | ■ Public green space  |
| — Primary Pedestrian Route   | ⋮ Railway        | ■ Vegetation          |
| — Secondary Pedestrian Route | ■ Water bodies   | ⋈ Visible tree canopy |
| — Tertiary Pedestrian Route  | ■ Public Squares | ⋈ Tree canopy erasure |

Figure 4-2: natural and engineered greenery

#### 4.2.2 Mobility & access

The high order mobility system allows for adequate movement to, through and within the CBD, and provides the foundation for the high level of public amenity offered by the system of lower order streetscapes. While the lower order movement system is arguably over-developed. Further road rationalisation opportunities exist to gradually reclaim the public realm from the mobility network.

Pedestrian movement radiates from the public transport hub and bus stops in all directions. There is much scope for an improved pedestrian experience around the hub. Certain movement axes will also need to be reinforced over time. These include:

1. Lateral linkages through the Foreshore Precinct, especially for pedestrians and cyclists;
2. Strengthening the alignment between the Eastern Foreshore and the East City/Zonnebloem areas (through CT Station and Christiaan Barnard Street);
3. Improving lateral linkages to and through the Company Gardens from both Bo-Kaap and Lower Gardens.

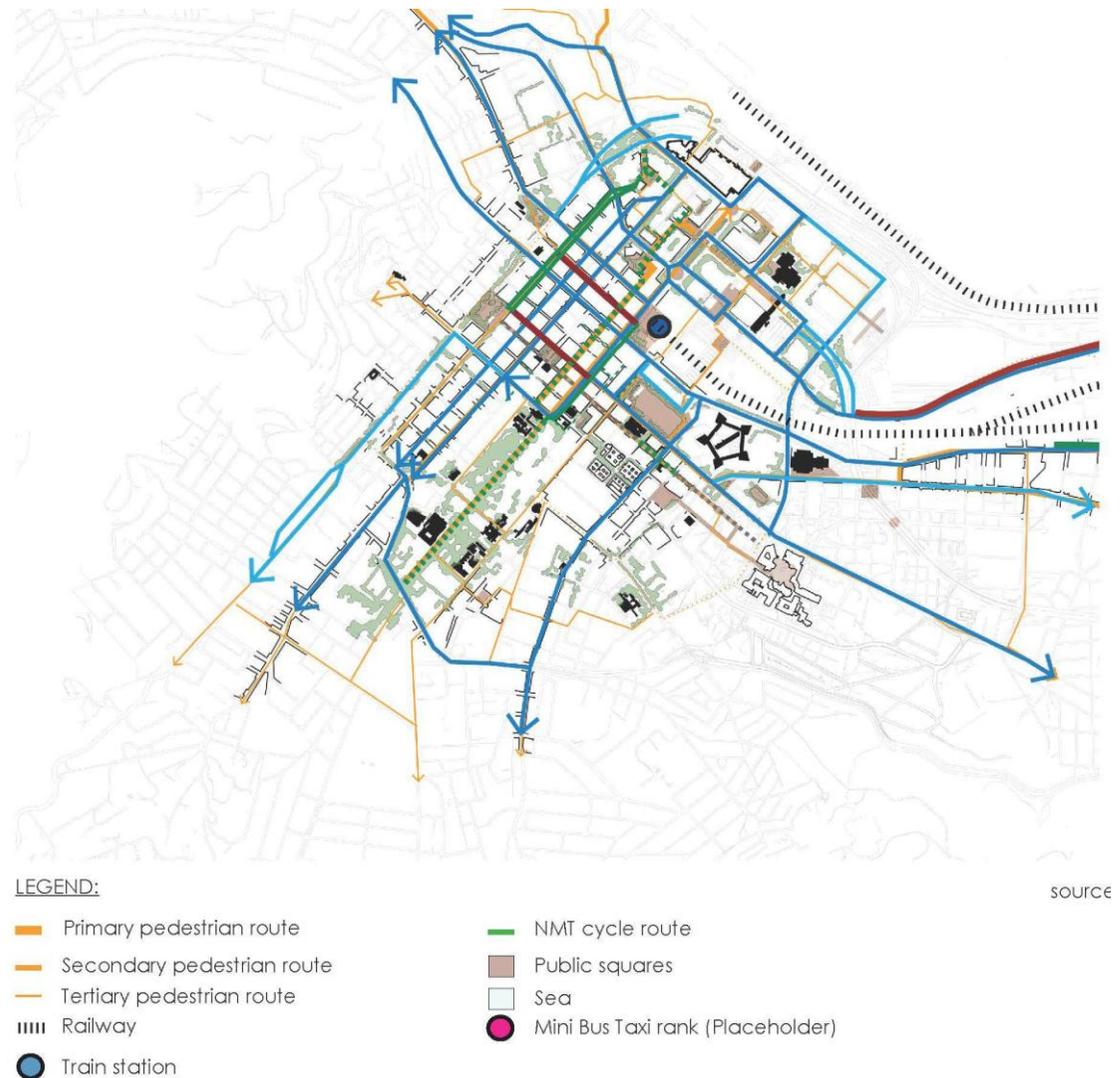
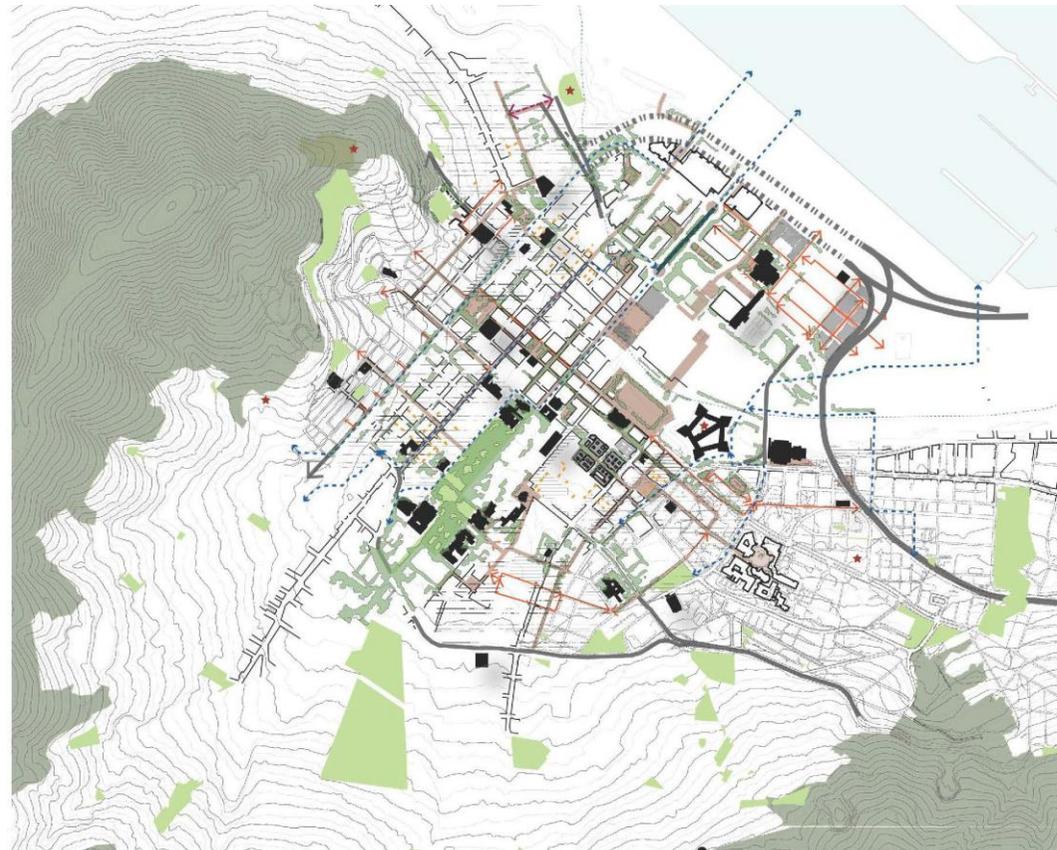


Figure 4-3: Mobility & access structure

### 4.2.3 Public Realm

The Cape Town CBD public realm is already highly desirable in comparison to the vast majority of the rest of the city. Despite this, there are noteworthy challenges in the way of the study area reaching its fullest potential:

1. In its current form, the public realm is not fully conducive to the expected increase in residential accommodation within the CBD;
2. There is a tangible difference in the scale and feel of the urban fabric of the Foreshore in comparison to the historic core;
3. Government land holdings / facilities / institutions represent some of the most entrenched barriers and/or public realm challenges;
4. There is a severe lack of usable public space within the mid and northern sections of the study area.
5. Several existing public spaces prioritise parking over human activity;



LEGEND:

source

- |                     |  |
|---------------------|--|
| — Precinct boundary | Public green space                         |
| — Interface         | Public facility (library/ Museum/ Archive) |
| Vegetation          | Water bodies                               |
| Public Squares      | Visible tree canopy                        |

Figure 4-4: CBD existing public realm structure

#### 4.2.4 Landscape View Lines

The scenic beauty and attractiveness is accentuated by the variety of City Bowl landscape view lines of the Table Mountain profile as well as the Table Bay coastline from elevated locations and principal/major arterials entering and exiting the study area.

Ground level views to/from key public spaces & heritage resources should serve as a primary informant to the shaping of the built form of the CBD.

The network of higher order north/south streetscapes serve as view corridors from the mountain to the sea.

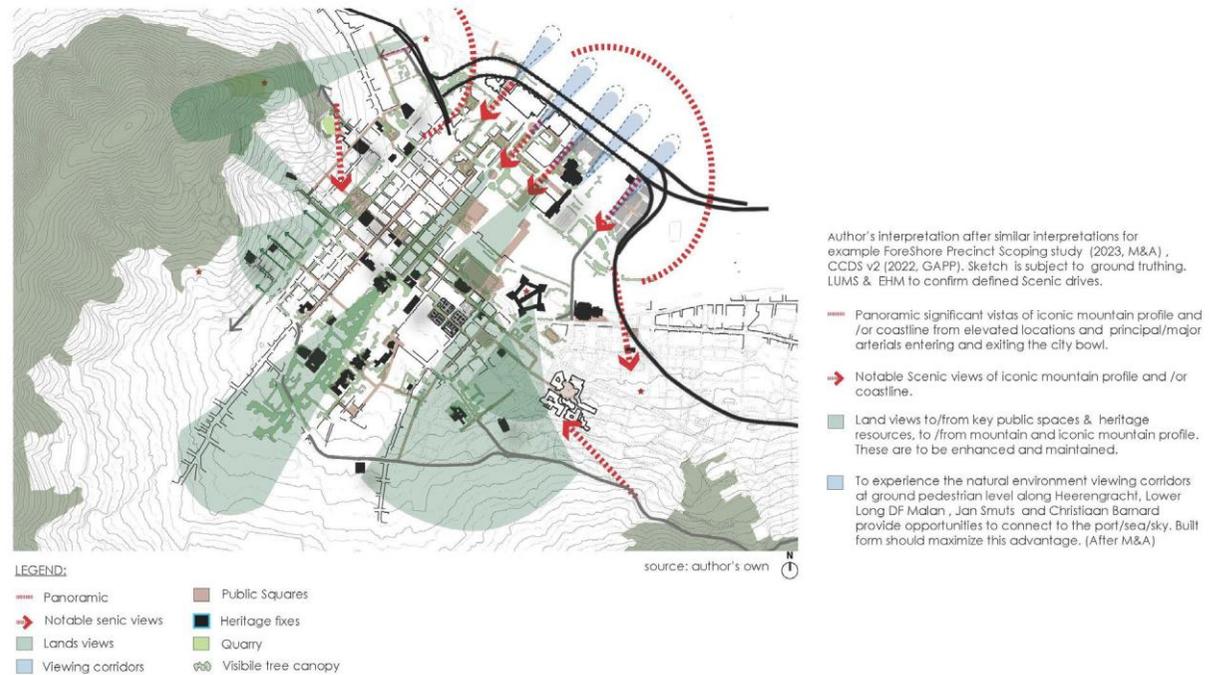


Figure 4-5: City bowl landscape view lines

#### 4.2.5 Heritage

The heritage significance of the built environment and the unique CBD setting will serve as an important element of structure going forward.

The majority of the heritage fabric is dispersed through the CBD, with the exception of the Foreshore area, which has a younger development history compared to the historic heart (south of Strand Street). Therefore, it is reasonable to assume that the Foreshore could absorb the majority of new development bulk. However, the historic CBD remains highly desirable from a development perspective and requires appropriate management to ensure the protection of distinctive architecture, urban grain, scale and streetscapes.

Heritage resources are finite and cannot be replicated once lost. While buildings of heritage status still receive varying degrees of protection by virtue of their grading, it is necessary for built environment clusters of heritage significance as well as overall precinct character to be defined and protected. Interfaces between development and these identified clusters and important heritage resources will need to be carefully considered.

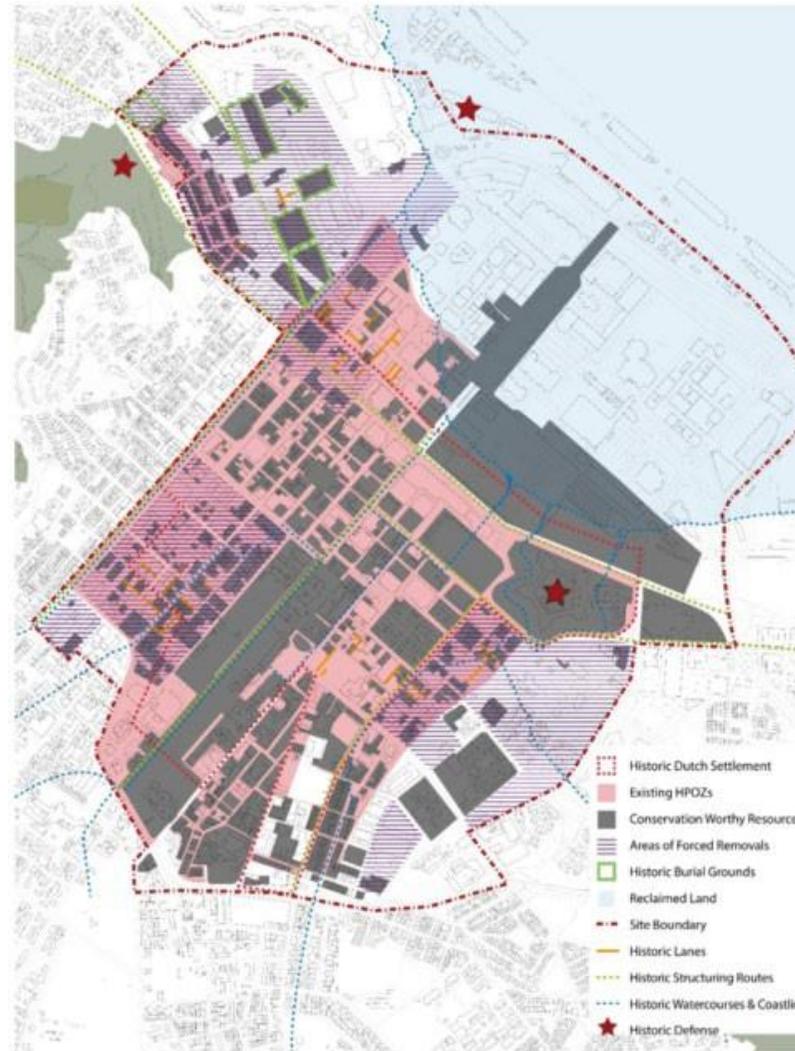


Figure 4-6: Structuring heritage clusters and assets

#### 4.2.6 Macro level constraints and opportunities

The constraints map synthesises the current understanding of the contextual analysis into the several key challenges. These are the physical constraints which limit the ability of the CBD to expand beyond its historical or physical boundaries:

- 1 Transport infrastructure: vector systems that segregate, divide and sterilise parts of the urban landscape, include motor ways such as the Foreshore Freeway, Nelson Mandela Boulevard and Helen Suzman Drive;
- 2 The port harbour is a necessary component of economic infrastructure. However, it has severed the CBD's historic connection with the coastline and water's edge;
- 3 Anomalies: Super block buildings (station, civic centre, golden Acre, current CPUT Campus, etc.) dating from the late 1950s-1970s, or buildings historically developed which pre-date newer city policies – are often ill suited as precedents;
- 4 Early forced removals & Apartheid spatial planning: Ad hoc planning and severed east-west connection between inner city suburbs and between the CBD;
- 5 The public open spaces within the city is mostly a vehicle-dominated environment, especially spaces consisting of hard landscaping.

In addition to the above constraints, the significant challenge for the public sector is that of transforming public landholdings, institutions, facilities and gateways into resources that add greater value to the public structure and amenity value of the CBD, rather than diminish it by serving as barriers or management burdens.

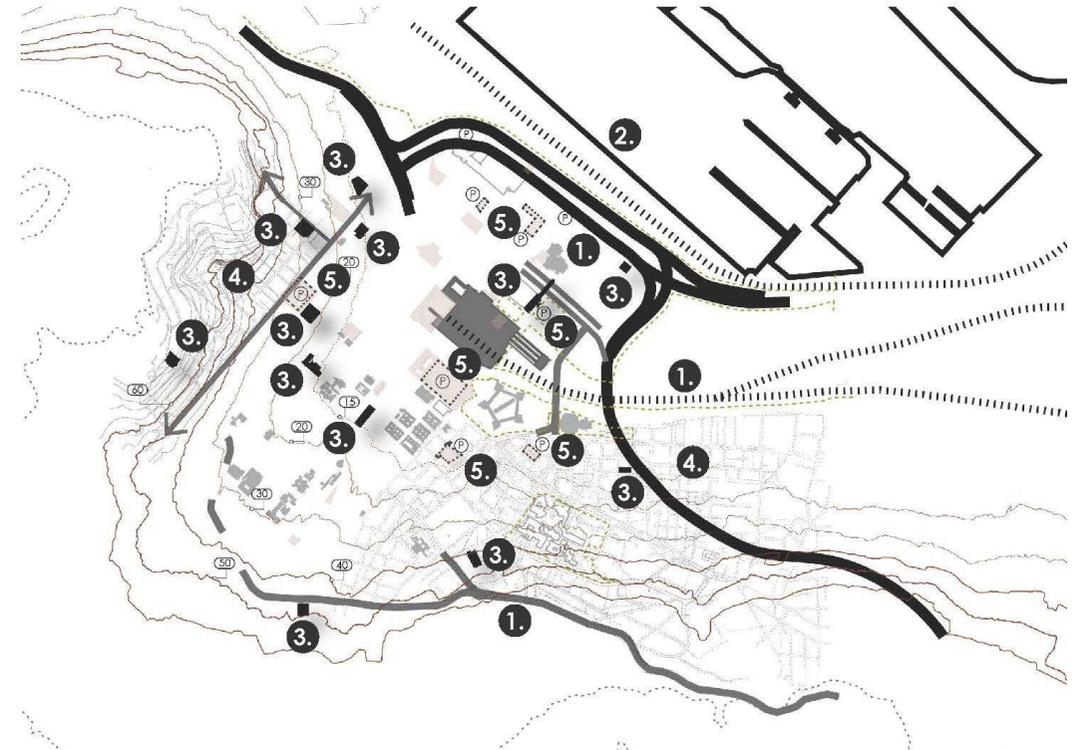


Figure 4-7: CBD macro level spatial constraints

As development in the CBD intensifies and housing supply increases, it will grow the demand for amenities, public facilities and services, public space and pedestrian interventions. The following spatial restructuring opportunities are offered in support of the spatial transformation of the CBD into a more people-centred urban environment:

1. Explore alternative modes of public transport: trams, cycling and commuter ferry;
2. Reimagining the Foreshore & city's connection to the water's edge: the outcome of the Foreshore Freeway scoping study should inform the mobility and 'public good' solution – potentially creating a new public link along the Eastern Foreshore;
3. Urban revision of anomalies: intervention to address lack of integration and interface with the public realm;
4. Public open space upgrades and improvements around public facilities, including night shelters and spaces of vulnerability;
5. West city extents-CBD-East city extents: historical connections that impacted and severed the urban fabric. Use restructuring interventions to catalyse opportunity to reconnect the CBD with proximate areas which have been cut off (e.g. De Waterkant; The V&A Waterfront Silo and Canal Precincts; Zonnebloem / District Six; Woodstock and potentially Culemborg);
6. Grouping the public realm: Reinforce the primary public realm axis through the CBD with appropriate public space interventions, linked by a network of NMT routes to serve the rising demand for inner city housing;
7. Promote the creation of new green recreation space(s) in the vicinity of the foreshore;
8. Promote restructuring and optimisation opportunities that transform the Inner-City Public Transport Hub into a desirable destination place;

9. Recognition of the sense of place and character-defining elements of the CBD and enhancing these by contextually appropriate redevelopment.

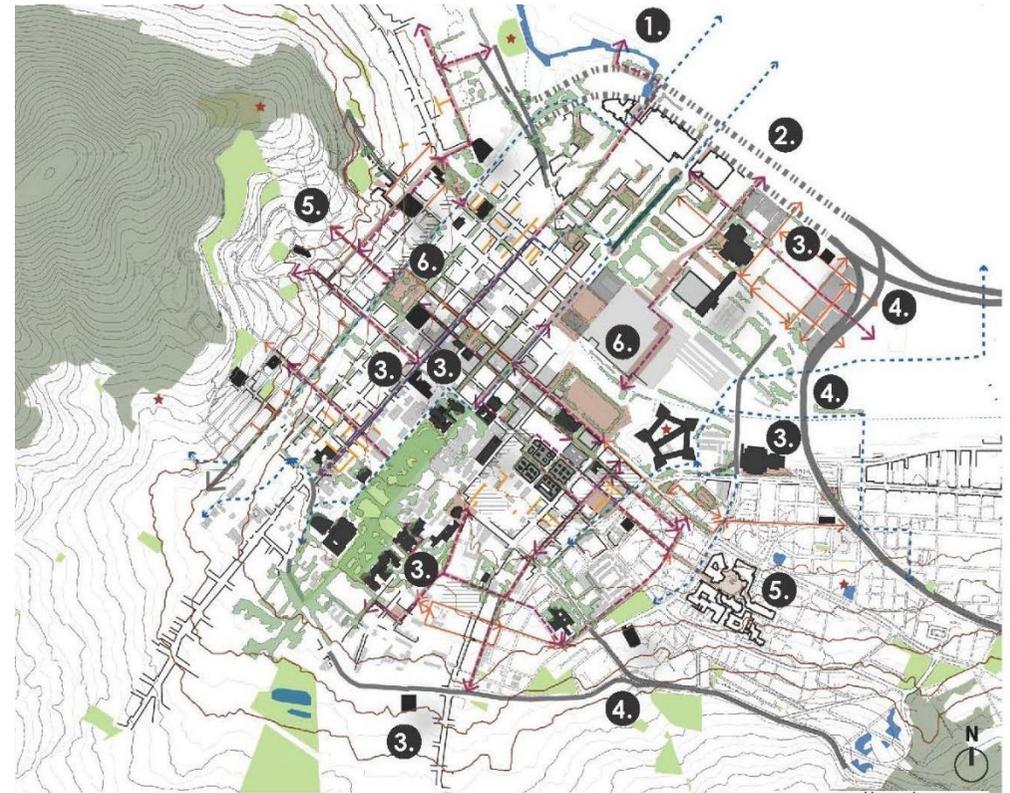


Figure 4-8: CBD spatial restructuring opportunities

### 4.3 Precinct synthesis

The synthesis of development characteristics is summarised for targeted precincts as follows:

1. **De Waterkant (5):** Coarse grained light industrial/ commercial uses, warehousing, workshops, and institutions to the east abutting a mixed-use public transport corridor. Historic fine- grained residential fabric along the mountain edge.
2. **Foreshore 6&9:** Characterised by high bulk building typologies. Has absorbed most of the high intensity development. Needs finer grained development that responds positively to the public realm.
3. **Mid-City (7):** Mostly fine-grain mixed use with strong heritage character. Large footprint tower blocks along Strand Street.
4. **Government/ Gardens (8):** Mostly fine grain mixed use with strong heritage character. Transitional intensity gradients on the edges.
5. **Station Precinct (10):** Largely under-utilised transit gateway with some peripheral retail. Station forecourt rationalised to accommodate mixed use student housing.
6. **East City (11):** Western and northern edges contain majority heritage fabric. Large potential to rationalise vacant land for medium - high density residential development.
7. **Lower Gardens (17):** Large pockets of historical fine grained residential fabric. East edge to absorb medium intensity bulk & medium intensity for remaining infill.

Precinct scaled character assessment is currently a work-in-progress. At the time of drafting, assessments for the Mid-City, Government-Gardens, East City and Lower Gardens precincts were prioritised. The remaining De Waterkant/Gateway, Foreshore/Convention Districts and Cape Town Station precincts, are less resolved and require further work.

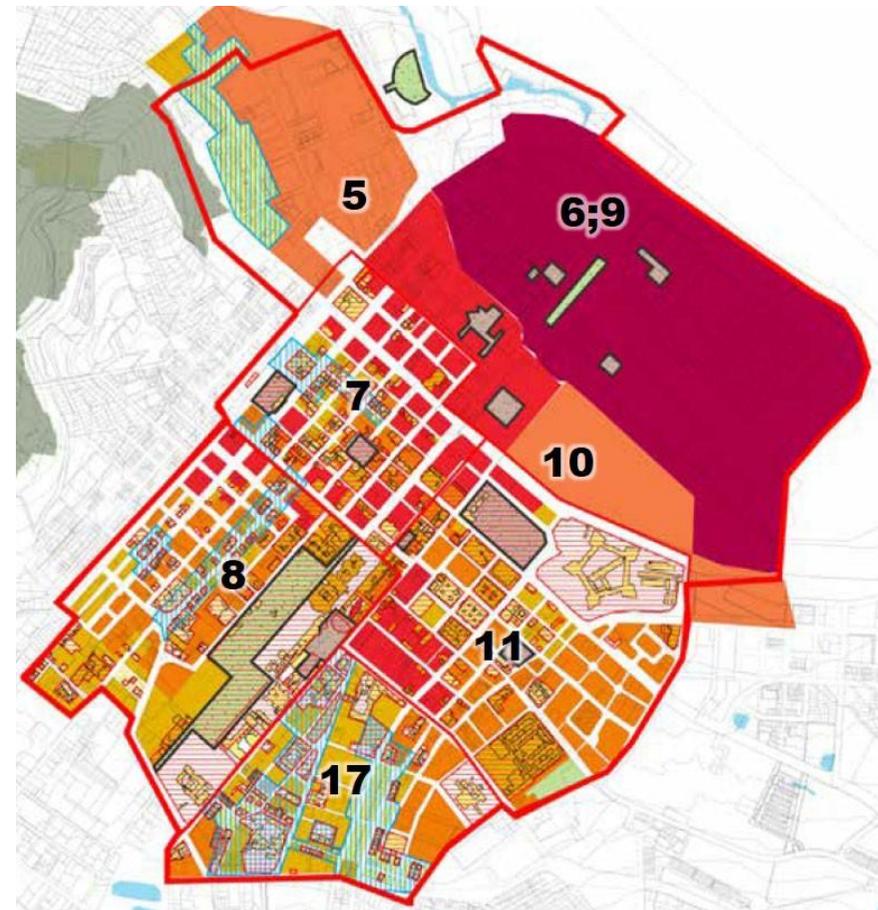


Figure 4-9: CBD study area divided into character precincts:

### 4.3.1 Mid City (No.7)

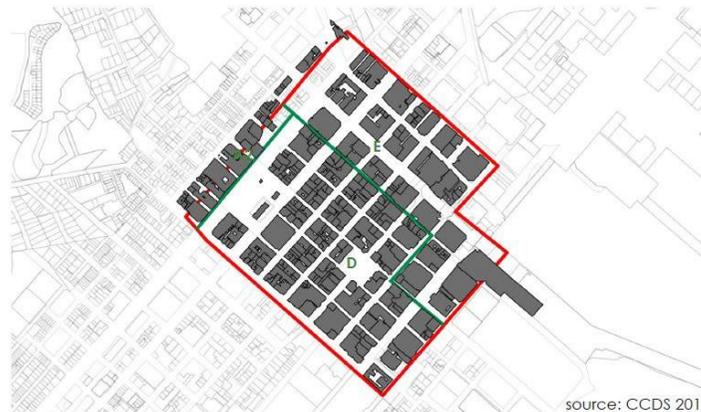
#### Description & character assessment

The Mid-City is the geographic and historic core of the CBD and is situated between Wale and Riebeeck Streets. The Mid-City is separated from BoKaap by Buitengracht Street. It is an intensely developed mixed use area of fine-grained urban fabric with heritage character, with concentrations of hotels, restaurants and activated retail street fronts maximised. Block sizes are typically 60m x 60m.

Despite the scale of development, the condition at ground level feels rather intimate due to tight streetscape widths. Places like Greenmarket square, Heritage Square overlooking Riebeeck Square, pedestrian-prioritised sections of Shortmarket Street and St Georges Mall are popular visitor destinations due to their vibrant, pedestrian friendly design.



### Character



#### LEGEND:

- Precincts
- Sub-precinct areas
- Cadastrals
- Building Foot-print

The precinct's name is a reference to its location within the CBD area.  
**Sub-character regions:**

- A2 is characterised as mixed use corridor flanked by single residential and blocks of flats;
- D is characterised as intense mixed use fine grain with heritage character;
- E is characterised as tall tower blocks, contemporary and historic architecture on old city grid;



Figure 4-10: Mid City character assessment

### Public structure

The Mid City is characterised by a tight grid-like structure, which defines its superior permeability.

Mobility-based structuring elements include:

1. Adderley Street
2. Bree Street
3. Buitengracht Street
4. Wale Street
5. Strand Street
6. Riebeeck Street (structural link into Greenpoint).

Adderley Street, Cape Town's historic central axis which is the symbolic link between the mountain and the sea, bounds the precinct to the east. This axis, which continues along the Company Gardens to the harbour area, was the original shaping force and defining structure of development in Cape Town.

Pedestrian-scaled structuring elements include:

1. St. Georges Mall
2. Church Street
3. Shortmarket Street
4. Long Street
5. Waterkant Street
6. Greenmarket Square
7. Riebeeck Square

### Public network



#### LEGEND:

Precinct boundary	Public Squares	Education facility
Railway	Public green space	Health care facility
Interface	Public facility (library/ Museum/ Archive)	Water bodies
Vegetation	Place of Worship	

Figure 4-11: Mid City structure/network

There remains opportunity to rationalise the lower order movement system for improvement of the public realm. The Mid City could benefit from additional quality public space. The starting point must be the reclamation of Riebeeck Square as a public space.

### Heritage assessment

The precinct is the heart of the historic core of Cape Town with numerous heritage buildings and prominent open spaces of heritage value – Greenmarket Square and Riebeeck Square.

These tie into the well-functioning broader pedestrian network, with Longmarket Street being the only cross link between the Bo-Kaap and District Six areas.

Built form comprises medium-rise buildings interspersed with finer grained low rise heritage fabric. There are also larger heritage buildings in the district such as the distinctive Art Deco buildings around Greenmarket Square.

Other special streetscapes, where there is a concentration of heritage fabric, pedestrian activity and positive built interfaces, include Hout Street, Shortmarket Street, Waterkant and Bree Street opposite Heritage Square. These potentially merit specific protection.

Taller buildings are generally positioned below Strand Street, with a few exceptions such as the Cape Sun and the Reserve Bank building, which have intruded into the fine-grained fabric of the historic core.

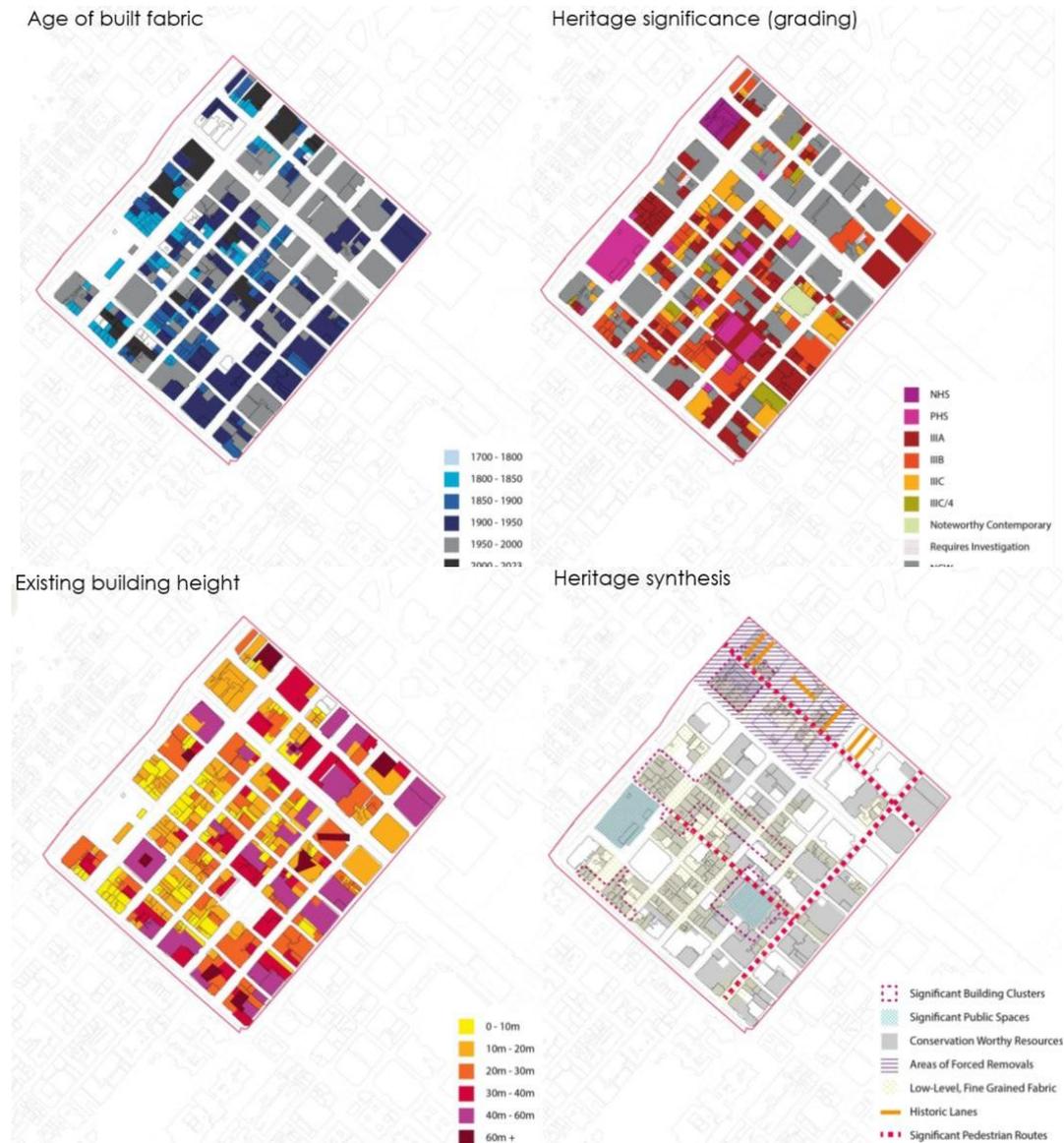


Figure 4-12: Mid City Heritage Assessment

Section through precinct looking north, showing impact of potential building heights.

The elevational image of the built form along Bree Street, opposite Riebeeck Square and Heritage Square, illustrates the distinctive grain and scale which should be protected. The notional height datum lines indicate potential built form, where such additions are not impacting on heritage buildings or located within identified significant building clusters.

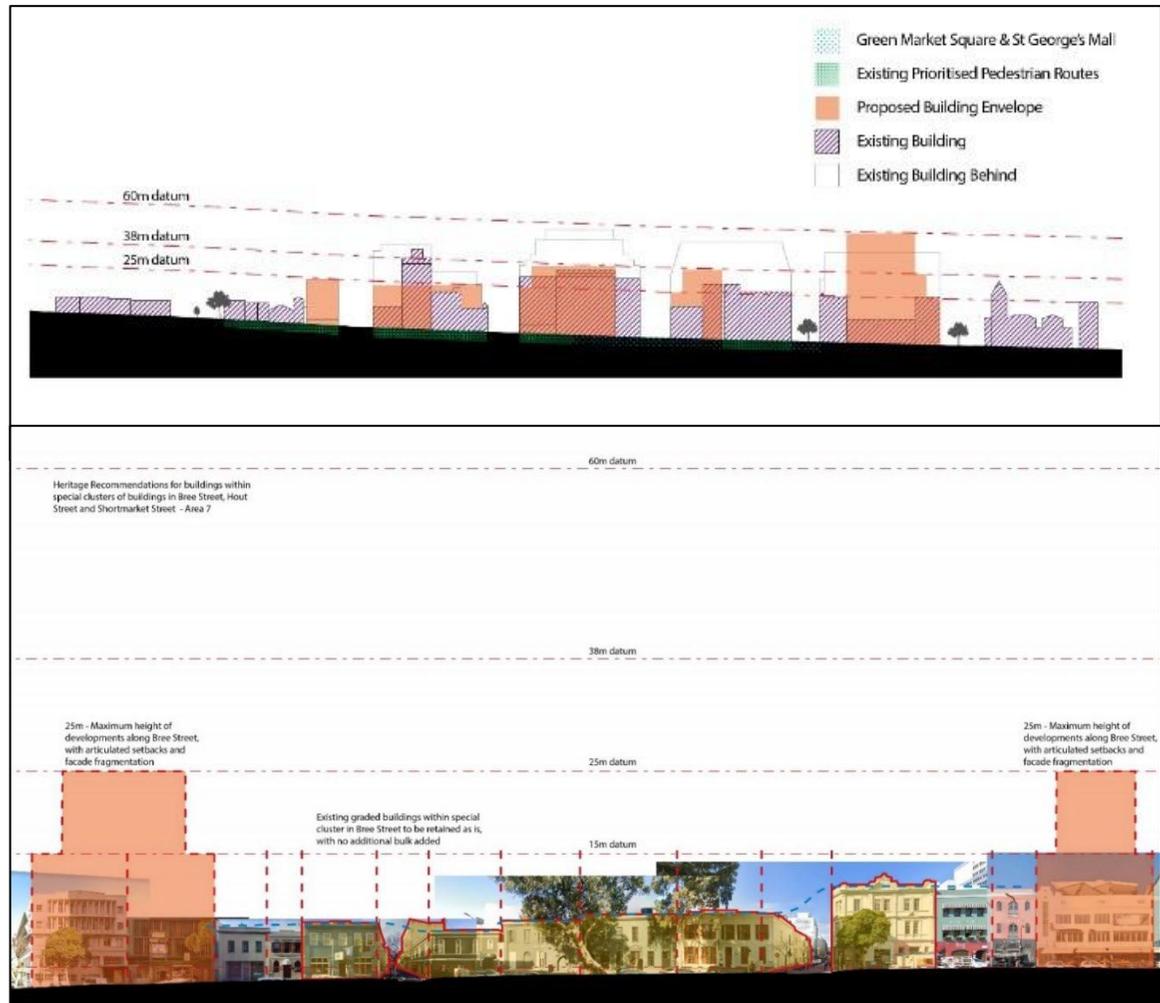


Figure 4-13: Built Form elevations through the Mid-City precinct

## Urban interfaces

Besides existing pedestrian malls (St. George' Mall, Church Street and Waterkant Street), interfaces along Bree Street, Long Street, Shortmarket Street stand out as particularly positively activated.

Adderley Street, while positively activated, is of an intensity and accommodating pedestrian volumes that demands constant movement, with limited time to pause/view one's surroundings.

## Interface



**Interpretation:**  
Public buses and min bus taxis are the dominant forms of public transport.

**Deduction:**  
Current bus stops and mini bus taxis ranks are important destinations points for the public. Transit routes between these destinations, specifically between each precinct area is important and aligns with the city's spatial hierarchy.

GRADING	LOCATE	PURPOSE	ACTIVITY	RHYTHM	
 95 Loop St	Screen	Infront of services & private realm	Hide/ Screen private realm & services	Walking, running & cycling	Screen 0-2 doors 100m
 8 Darling St	move	On side streets	Less important interfaces where less activity is necessary	Walking, running & cycling	Move 2-5 doors 100m
 19 Adderley St	Pause/View	On side streets, mobility routes between stations	Expose the semi-public realm & activities	Standing, Looking	Pause/ view 10-14 doors 100m
 11 Adderley St	Enter/exit	Articulated on corners on activity streets at pedestrian crossings	Connects private & public, creates activity	Crossing a threshold, standing	Enter/ exit N/A
 38 Long St	exchange/interact	Activity streets close to stations along important NMT routes	Transition or temporary zone, creates activity	Talking, buying, selling	Exchange, interact 15-20 doors 100m
 120 Bree St	stop/interact/gather	Near bus stops & public spaces	Enclosure creates comfort for stopping or staying	Sitting, standing, talking, lying down	stop/ stay N/A

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Figure 4-14: Urban Interfaces in Mid City

### Development desirability

Typically, the type of development encouraged in the Mid-City would be of a scale limited to 11-15 storeys (approximately 45m high). This guideline was proposed but not approved.

There have been several developments which have steadily pushed to new height limits. These have mainly taken place along Strand Street, with super tall building developments proposed (but not developed as yet) towards Adderley Street as well as Buitengracht/Bree Streets.

This pressure is understandable given its interface with the Convention District (seaside of Strand Street).

Recently, there have also been enquiries for development proposals of ±100m buildings Along Adderley Street, where the Overlay Zone makes allowances for floor factors of 9.0.

The negative impact of consolidations to encompass an entire street block is evident in the bulk and form of the Old Chris Barnard hospital. This results in a loss of fine urban grain and articulation at street level. These effects should be avoided as far as possible.

### Development trends

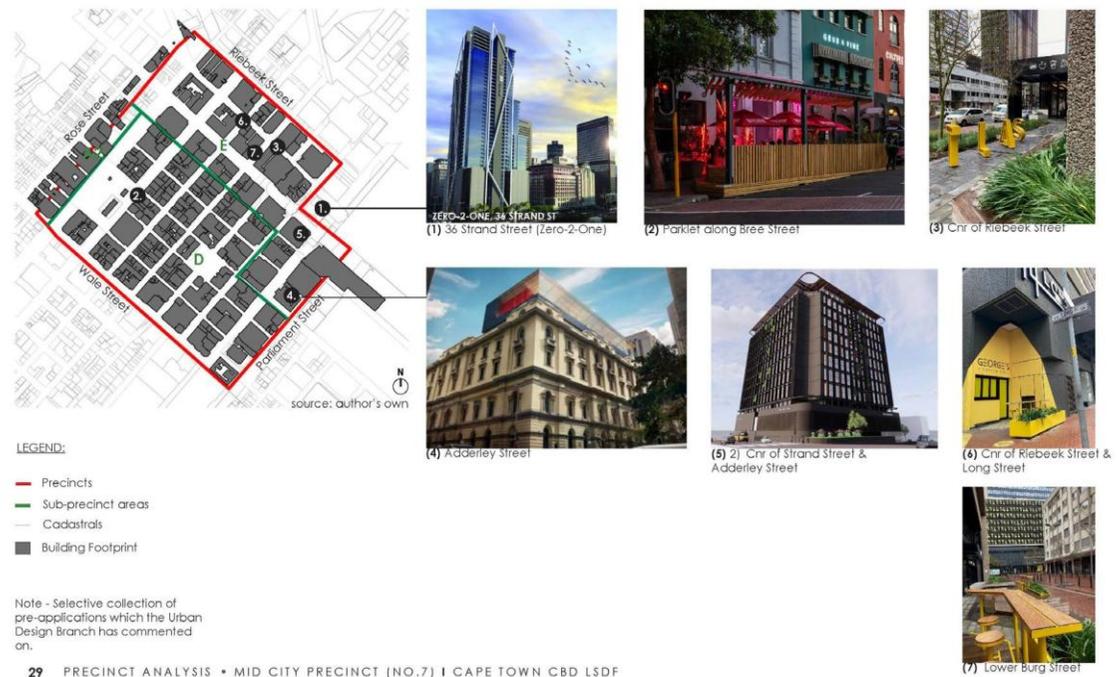


Figure 4-14: Desirable development for Mid City

## Opportunities / informants

1. Opportunity to promote better freedom of movement by returning historic CBD public open spaces from parking/cars to people.
2. North/South link to & from CBD/Bo-Kaap/coastline.
3. East-West link to & from Bo-Kaap to Company Gardens (i.e. Longmarket Street). Integrating with Strand Street Quarry site.
4. Continue and connect bicycle & NMT safe grade-separated facilities.
5. Investigate & develop Long Street Road closure for fully/partially pedestrianised street (day/night).
6. Integrate Buitengracht development parcels as per Tall Building Policy, with associated public realm improvements and linkages to green open space.
7. Upgrade St. George's Mall. Investigate raised pedestrian table at Strand Street.
8. Investigate Adderley-Wale-Darling Streets as a transit mall.
9. Implement pedestrian safe crossing at c/o Strand & Adderley Streets. New development proposals to respond to gateway site and pedestrian context.
10. Development: Investigate ways for new development to integrate harmoniously with historic grain and fabric through precinct/sub-precinct scale guidance.

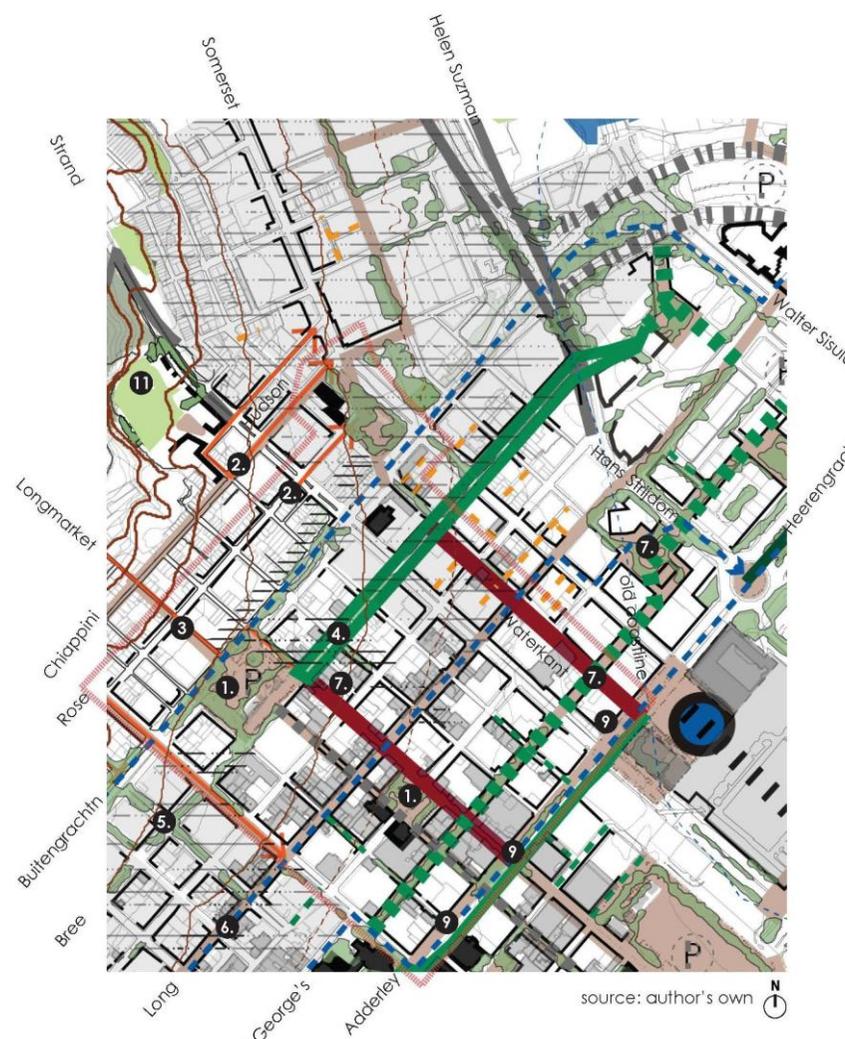


Figure 4-15: Development Opportunities/Informants for Mid City



## Public structure

Key elements of structure:

1. The Company Gardens – one of the highest order public spaces in Cape Town.
2. Long Street – Structuring route of high continuity from the Foreshore through to Orange/Buitensingel Streets, with intense daytime and nighttime activity along its length.
3. Bree Street – Similar structuring route to Long street, but with different land use characteristics along its length.
4. Bloem Street – of lesser order but structurally links BoKaap to the Company Gardens.

## Public network



### LEGEND:

— Precinct boundary	Place of Worship
Railway	Public facility (library/ Museum/ Archive)
— Interface	Public green space
■ Vegetation	Public Squares

Figure 4-17: Company Gardens Key Structuring Elements

### Heritage assessment

The precinct forms part of the historic core of the city; its heritage and institutional sites strongly influence its character and identity. It includes a number of formally declared provincial heritage sites, as well as a range of local heritage resources, concentrated between New Church Street and Queen Victoria Street, with numerous buildings from the 19<sup>th</sup> and early 20<sup>th</sup> century.

The precinct includes distinctive fine-grained built form and clusters of buildings and streetscapes of unique character such as Long Street (between Wale and Buitensingel) and portions of Bree (between Pepper Street and Buitensingel) and Wale Street. These are characterised by cohesive arrangements of historic buildings of high architectural value and landscaping. Some areas in the precinct are dominated by monolithic and over scaled developments, including public buildings.

These intrusions into the characteristic built fabric in cases result in hostile street and pedestrian environments and create an inappropriate setting to the remaining heritage buildings. Views of Table Mountain from various vantage points contribute to the spatial experience. The upwards slope towards the north-west and the spatial relationship with the Bo-Kaap are further informants.

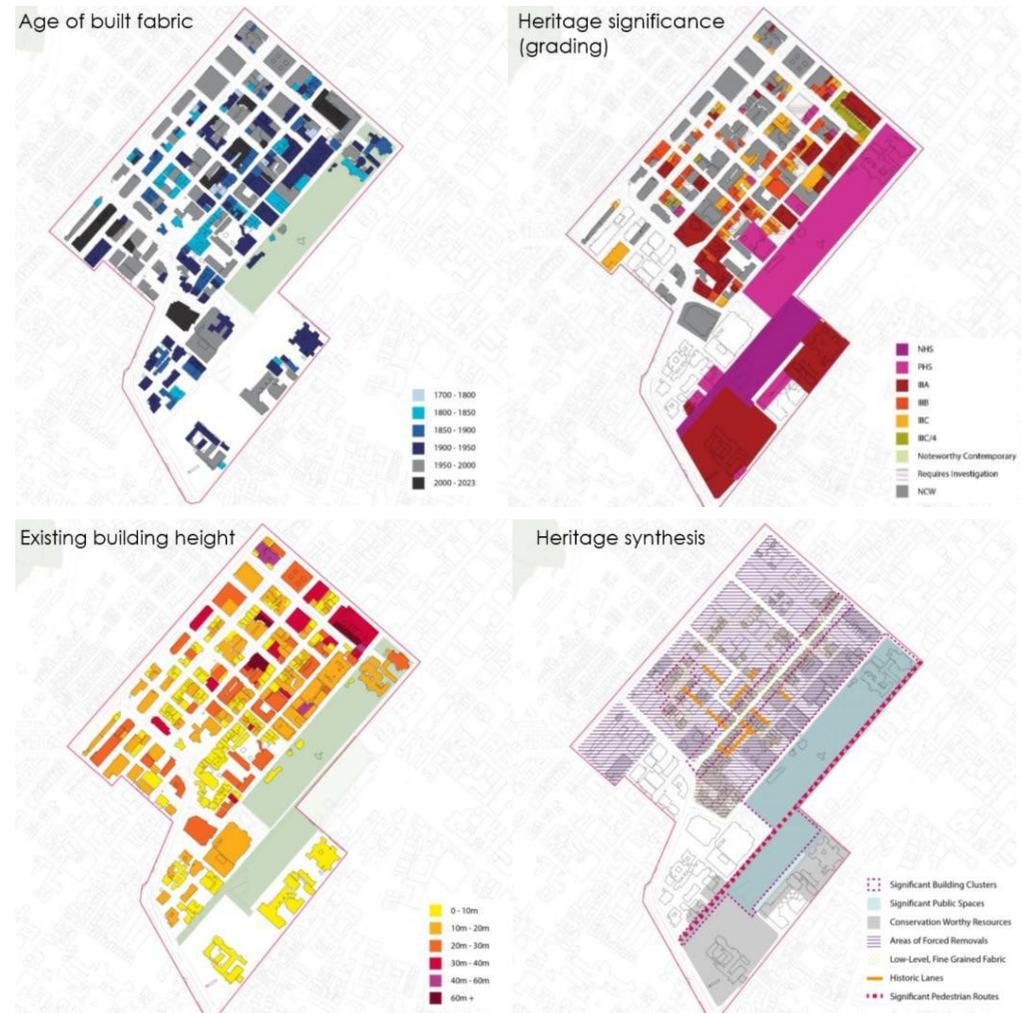


Figure 4-18: Company Gardens Heritage Assessment

Assessment of potential built form along special area of Long Street

Assessment of potential built form along special area of Bree Street

Section through Buitengracht Street looking north-east, illustrating the spatial relationship between CBD and Bo-Kaap.

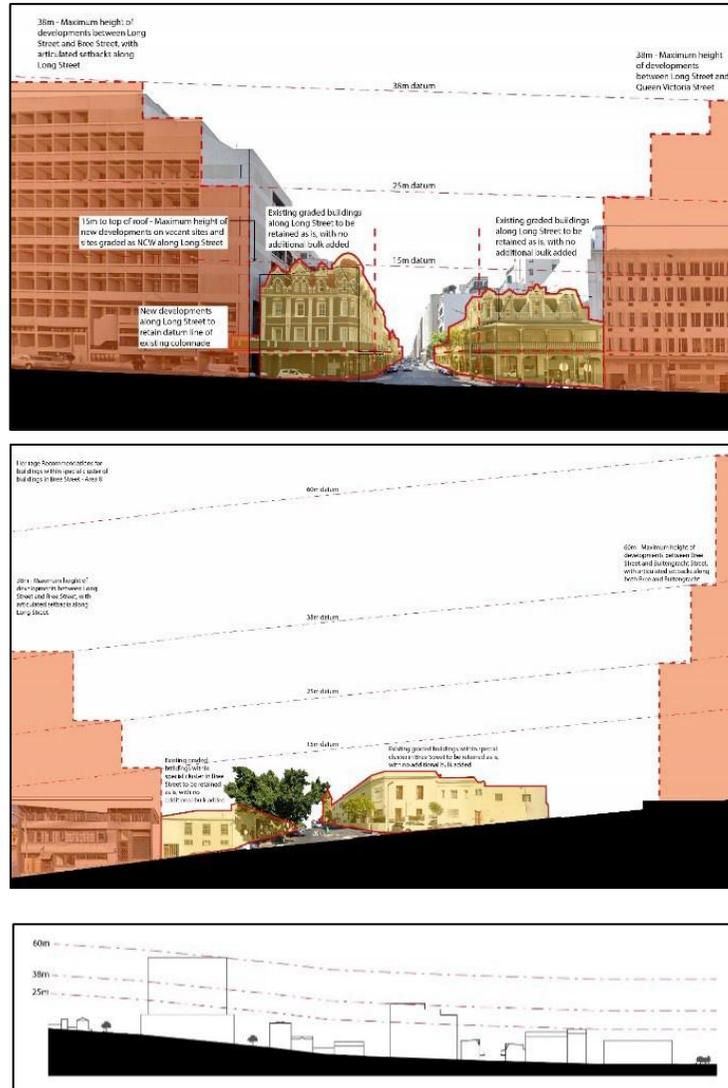


Figure 4-19: Built form elevations through the Government Precinct

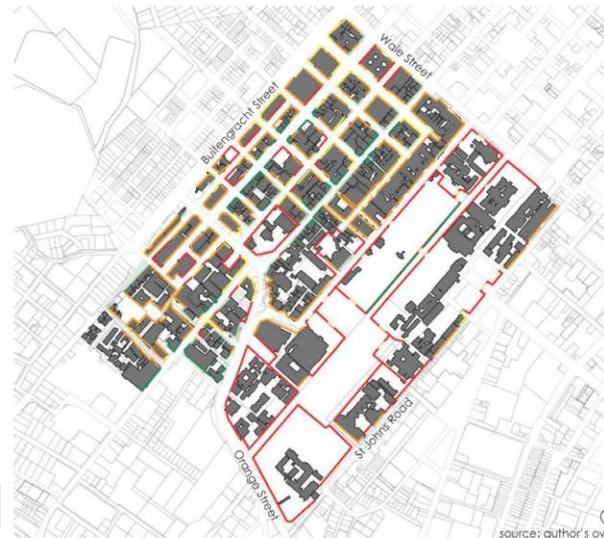
Urban interfaces

Long Street stands out as the most activated streetscape within this precinct. This is owed to positive street frontages at a rhythm which allows for stopping, interacting and socialising throughout the day and night. Sidewalk widths could be widened to accommodate more intense human interaction.

The south-western segment of Bree Street is another positive street interface.

Lateral streetscapes (e.g. Buiten, Pepper, Bloem, Leeuwen Streets) are more movement oriented, with less important building facades.

**Interface**



Interpretation:  
Public buses and min bus taxis are the dominant forms of public transport.

Deduction:  
Current bus stops and mini bus taxis ranks are important destinations points for the public. Transit routes between these destinations, specifically between each precinct area is important and aligns with the city's spatial heirarchy.

source: author's own

13 PRECINCT ANALYSIS • COMPANY GARDENS PRECINCT (NO.17) CAPE TOWN LSDF

GRADING	LOCATE	PURPOSE	ACTIVITY	RHYTHM
 152 Bree St	Screen	Infront of services & private realm	Hide/Screen private realm & services	Walking, running & cycling Screen 0-2 doors 100m
 Bloem St	move	On side streets	Less important interfaces where less activity is necessary	Walking, running & cycling Move 2-5 doors 100m
 Bloem St	Pause/View	On side streets, mobility routes between stations	Expose the semi-public realm & activities	Standing, Looking Pause/ view 10-14 doors 100m
 15 Wale St	Enter/exit	Articulated on corners on activity streets at pedestrian crossings	Connects private & public, creates activity	Crossing a threshold, standing Enter/ exit N/A
 301 Long st	Active Interface	Activity streets close to stations along important NMT routes	Transition or temporary zone, creates activity	Talking, buying, selling Exchange, interact 15-20 doors 100m
 73 Kloof St	stop/stay interface	Near bus stops & public spaces	Enclosure creates comfort for stopping or staying	Sitting, standing, talking, lying down stop/ stay +gather N/A

Figure 4-20: Urban Interfaces in Company Gardens

### Development desirability

The most important character areas from a built form perspective are properties abutting Long Street and Upper Bree Street.

Development approval of the old Madam Zingara building on 198 Loop Street at a height of 72m, which goes against the grain of the sentiment towards mid-rise intensification areas within this part of the precinct.

It is argued that the development intent captured in figure 4-21 should rather be inverted to allow for more intense forms of development along Loop and Keerom Streets.

### Development trends



#### LEGEND:

- Precincts
- Sub-precinct areas
- Cadastrals
- Building Footprint

Note - Selective collection of pre-applications which the Urban Design Branch has commented on.



(1) 11 Dorp Street



(2) 142 Bree Street (Fynbos)



(3) 48 Church Street



(4) Cnr of Loop Street & Bulten Street



(5) Vredenburg Lane Street

Figure 4-21: Desirable Development in Company Gardens

## Opportunities / Informants

1. Consider an integrated solution for Upper Buitengracht parcels of land for redevelopment / public realm interface upgrades.
2. Consider North/South linkages to & from CBD / Bo-Kaap / V&A / coastline.
3. East/West link to & from Bo-kaap to CBD, improve heritage lanes & access:
  - 3.1 East- west link to & from Bo-kaap to Company Gardens (Ie: Bloem Street);
  - 3.2 Historic Lanes/ Alleys: Vredenburg Lane, Green St, Bloem St, Veken St, Orphan Lane & servitude between buildings.
4. Continue and connect bicycle & NMT safe grade-separated facilities (Bree Street).
5. Investigate & develop Bree Street into a 'complete street', as per character areas, allowing for 'friction,' slow car speeds. for multiple user/s, & 24-hour economy, Upper Bree Street heritage cluster to be treated sensitively.
6. Investigate & develop Long Street road closure (or sections thereof) as a fully/partially pedestrianised street (day/night), allowing for 'friction', low car speeds. for multiple user/s, & 24-hour economy, removing private vehicular cars, slow speeds.
7. Investigate Adderley-Wale-Darling as a transit Mall.
8. Development: Precinct development should take cognisance of heritage, local fabric and grain within this part of the CBD. Built form to adapt and respond to existing heritage clusters esp. Bree St & Long St.

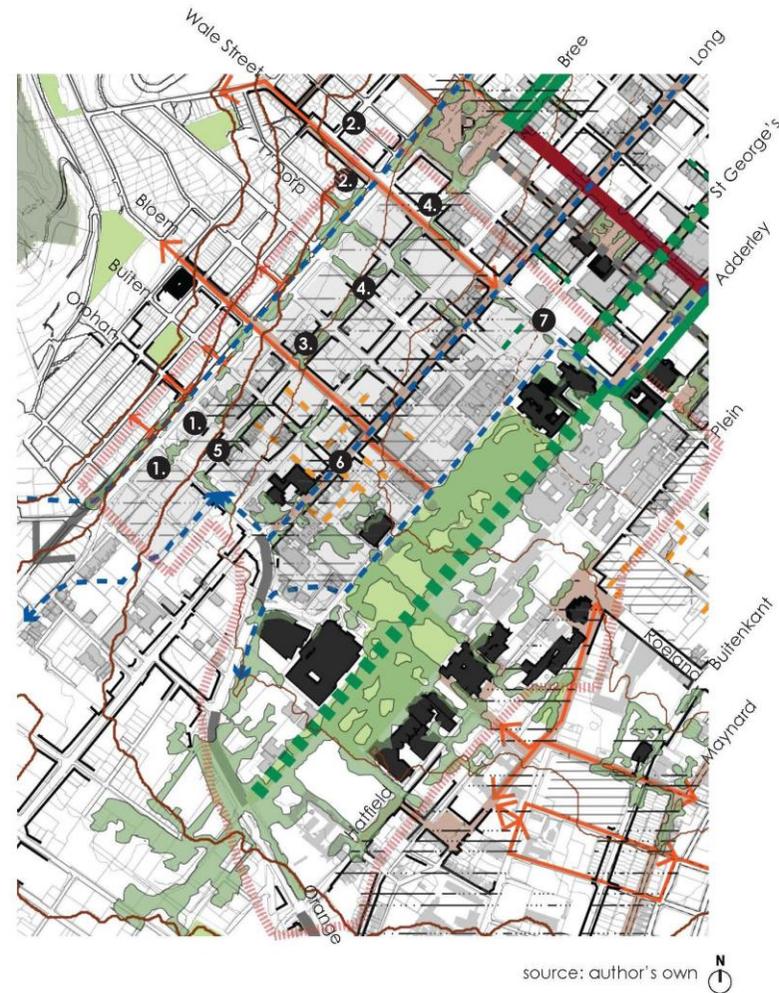


Figure 4-22: Development Opportunities/Informants for Company Gardens

### 4.3.3 East City (No.11)

#### Description & character assessment

This precinct is dominated by the city's most prominent historic public space, the Grand Parade, together with the adjacent Castle of Good Hope. A range of National, Provincial and City departments publicly own 40% of the buildings within the East City. The presence of a large number of public services, including home affairs, the magistrate's courts, central police station city library, museums and cultural facilities lend the area a strong civic character and bring a wide cross section of people to the precinct. The high percentage of older, lower rental buildings has attracted a strong creative industry sector to the area with a high concentration of built environment professionals locating here. This area is the transition zone between CBD proper and residentially focussed District Six.

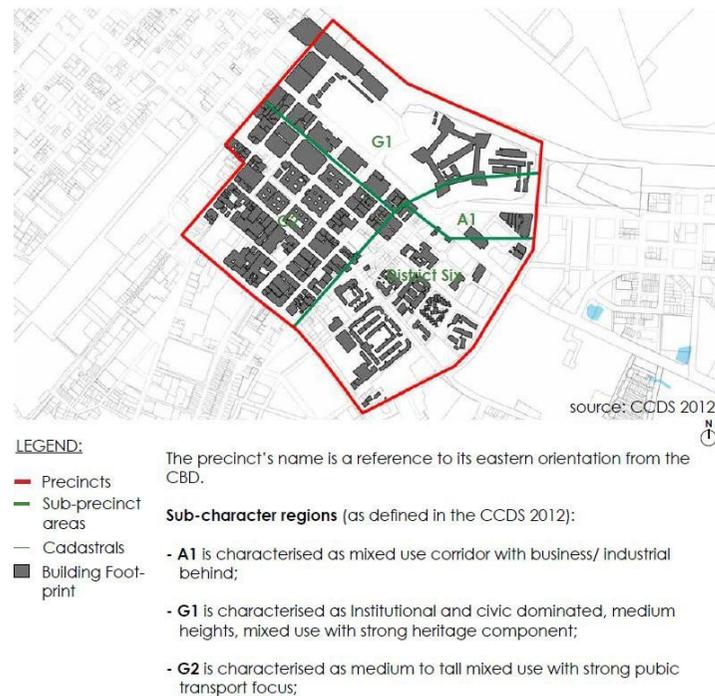


Figure 4-23: East City Character Assessment

### Public structure

The public structure is defined by the high order cluster of facilities and national monuments, namely The Castle, Grand Parade, City Hall and Central Library. This civic axis extends eastwards along Longmarket Street towards the Cape Peninsula University of Technology (CPUT).

Key elements of structure:

1. Darling/Kaizersgracht Street
2. Sir Lowry Road
3. Plein Street
4. Buitenkant Street
5. Canterbury Street
6. Longmarket Street
7. McKenzie Park (lower)



#### LEGEND:

— Precinct boundary	Public Squares	Education facility
----- Railway	Public green space	Health care facility
— Interface	Public facility (library/ Museum/ Archive)	Water bodies
— Vegetation	Place of Worship	

Figure 4-24: East City's Key Structuring Elements

### Heritage Assessment

The area forms part of the historic city and comprises a number of buildings of declared heritage significance. Buitenkant Street is the original edge to the historic core of the city, while the remainder of the precinct to the east forms part of the original District Six area.

Important buildings include the Castle of Good Hope, the City Hall and the Drill Hall, the Houses of Parliament as well as the SA National Gallery and the District Six Museum. Important public spaces adjoin the above buildings; Grande Parade is of civic significance accommodating major events and gatherings in the City.

Church Square adjoining the Groote Kerk is also a feature of the precinct. The precinct is characterised by 19<sup>th</sup> and early 20<sup>th</sup> century buildings. Graded resources, including iconic sites and structures of provincial and national significance, are dispersed throughout the precinct.

Taller buildings are concentrated along Adderley and Plein Streets with the majority of the precinct being between 10 and 30m height. Special building clusters and streetscapes include pockets around Church Square and Harrington Square along Albertus Street and the Grand Parade precinct. There are also some historic lanes, although these are generally enclosed and of poor urban quality.



Figure 4-25: East City Heritage Assessment

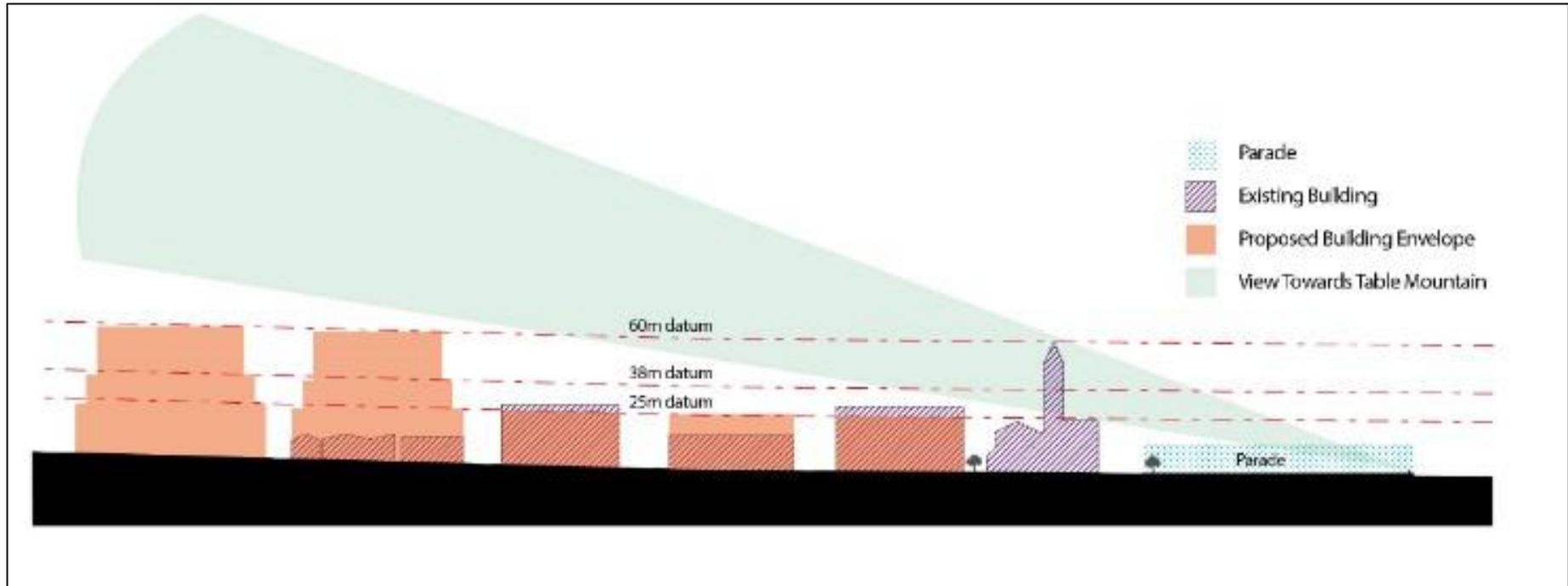


Figure 4-26: Section through Grand Parade showing impact of potential building scale on significant view

## Urban Interfaces

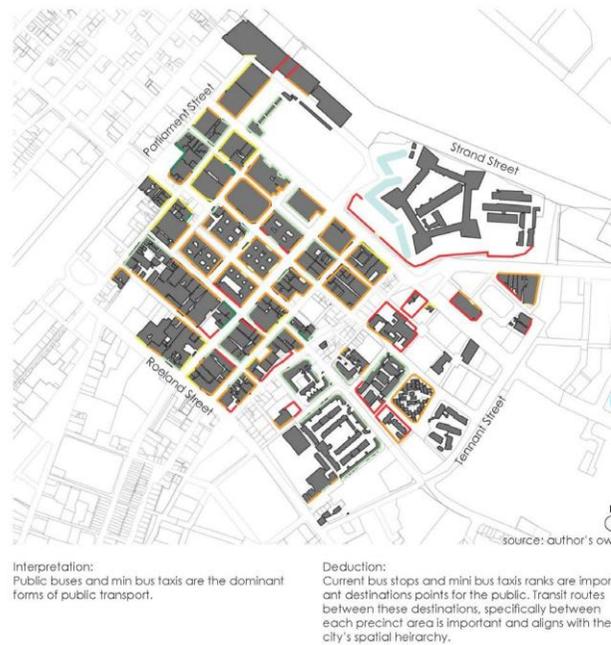
The dominant types of interfaces are that of movement, which suggests a transitory type of activity. This is specifically evident between Plein Street and the Canterbury Road scheme.

Screening interface types correlate with public institutional buildings such as the police station and magistrate's court.

Interfaces along Parliament, Plein, Harrington Streets are more activity oriented with a higher frequency of entrance doors and fenestration.

Edges around Harrington Square are rather muted at present. Through public space improvement into a proper public square, these edges should be actively promoted to respond with more intensified interfaces treatments.

## Interface



23 PRECINCT ANALYSIS • EAST CITY PRECINCT (NO.11) | CAPE TOWN CBD LSDF

	GRADING	LOCATE	PURPOSE	ACTIVITY	RHYTHM
	Screen	Infront of services & private realm	Hide/ Screen private realm & services	Walking, running & cycling	Screen 0-2 doors 100m
	move	On side streets	Less important interfaces where less activity is necessary	Walking, running & cycling	Move 2-5 doors 100m
	Pause/View	On side streets, mobility routes between stations	Expose the semi-public realm & activities	Standing, Looking	Pause/ view 10-14 doors 100m
	Enter/exit	Articulated on corners on activity streets at pedestrian crossings	Connects private & public, creates activity	Crossing a threshold, standing	Enter/ exit N/A
	Transition/stop	Activity streets close to stations along important NMT routes	Transition or temporary zone, creates activity	Talking, buying, selling	Exchange, interact 15-20 doors 100m
	stop/stay	Near bus stops & public spaces	Enclosure creates comfort for stopping or staying	Sitting, standing, talking, lying down	stop/ stay N/A

Figure 4-27: Urban Interfaces in East City

Development desirability

East City precinct has experienced varying levels of investment into redevelopment or refurbishment of existing buildings. Sub-area G2 has seen instances of tall buildings on small footprints in and around Commercial Street. Whereas the section towards Darling Street comprises a critical mass of Government / institutional buildings, which has not seen much change in the way of development.

The sub-area stretching into District Six from Buitenkant Street to Tenant Street has experienced notable regeneration over a sustained period. More recently, there have been instances of higher intensity redevelopments and mixes of old with new, or light steel structures built upon existing concrete frames.

**Development trends**



- LEGEND:**
- Precincts
  - Sub-precinct areas
  - Cadastrals
  - Building Footprint

Note - Selective collection of pre-applications which the Urban Design Branch has commented on.

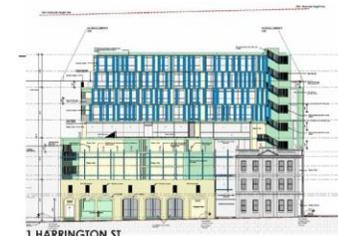


Figure 4-28: Desirable Development in Company East City

### Opportunities / informants

1. Key Historic Public Open Space: Investigate Darling into Adderley transit mall, pedestrian movement, reconciliation of parking, view lines to guide public space improvements.
2. Public Realm interventions for streets and squares:
  - 2.1 Pipeline public realm upgrades for strategic and significant sites, e.g: Parliament Precinct as a 'bookend' site, The Castle, etc.;
  - 2.2 Pedestrian prioritisation & visual cues: Extend Church Square across Spin Street;
  - 2.3 Strengthen pedestrian links between Grand Parade and Harrington Square. Investigate 'complete streets' approach for length of Harrington and surrounds;
  - 2.4 Complete Longmarket Street Pedestrianisation;
  - 2.5 Improve NMT& pedestrian experience under 'treed canopy' via Spin/ Mostert to East City through government sub precinct;
  - 2.6 Improve NMT experience along higher order roads (e.g Buitenkant & Tennant). Seek pedestrian prioritisation (complete streets) in parallel street systems ( e.g Harrington & DeVilliers).
3. Development: Propose redevelopment for Nieuwmeester Parking with basement parking.
4. Public Open Space: Return CBD public open spaces from parking/ cars to people.
5. Development: Investigate/action public land suitable for affordable/ inclusionary housing.
6. Development: Investigate east city development potential alongside 'heatmap' & heritage 'indicators'/ Ensure new proposals transition to historic grain and fabric. Prepare precinct /sub precinct scale guidance.

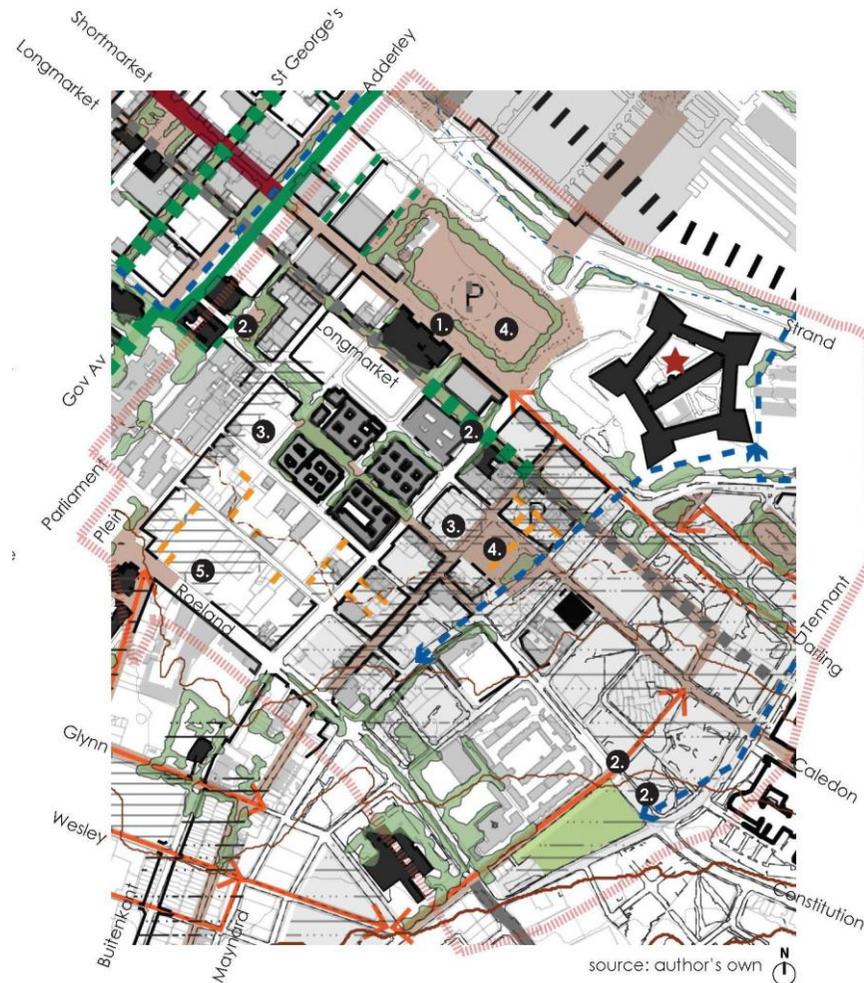


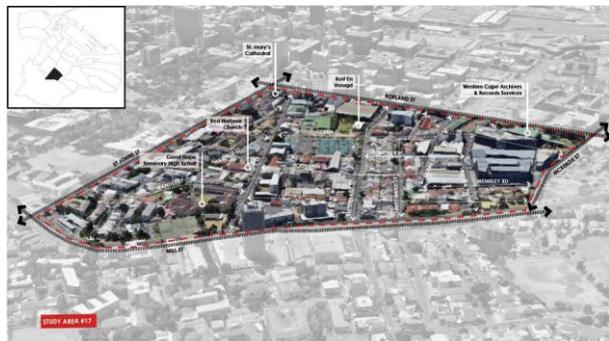
Figure 4-29: Development Opportunities/Informants for East City

### 4.3.4 Lower Gardens (No.17)

#### Description & character assessment

The lower Gardens precinct can be characterised as a transitional area between the high intensity CBD core and more suburban development typologies on the mountain side of Mill Street. The area comprises a diverse array sub-character areas from:

1. Historical clusters and typologies between St. Johns and Hope Streets;
2. Course-grained mid-rise built form and Government garage functions between Hope and Buitenkant Streets;
3. Fine-grained suburban residential typologies east of Buitenkant Street, wrapping around the Wembley Square business/light industrial cluster.



### Character



#### LEGEND:

- Precincts
- Sub-precinct areas
- Cadastrals
- Building Footprint

The precinct's name is a reference to its location relative to the Company Gardens.

#### Sub-character regions:

- B1 is characterised as retail strips flanked by business/ light industrial;
- B2 is characterised as retail strip in predominantly fine grained, historic residential mix of single residential & blocks of flats;



Figure 4-30: Lower Gardens Character Assessment

### Public structure

Buitenkant Street is the primary structuring element within the Lower Gardens Precinct, which is anchored to the south by Gardens Centre.

Key elements of structure:

1. Glynne/Vrede Streets
2. McKenzie Street
3. McKenzie Park (upper)
4. Roeland Street
5. Buitenkant Street

The lower order public structure linking into this precinct from the Company Gardens is not necessarily as well defined. However, there is potential to emphasize one of several lateral routes between Dunkley Square to the west and Wembley Square to the west.

### Public network



#### LEGEND:

— Precinct boundary	Public Squares	Education facility
Railway	Public green space	Health care facility
— Interface	Public facility (library/ Museum/ Archive)	Water bodies
■ Vegetation	Place of Worship	

Figure 4-31: Lower Gardens Key Structuring Elements

### Heritage assessment

The precinct contains extensive parcels of 19<sup>th</sup> and early 20<sup>th</sup> century fabric. Graded heritage resources are mainly located in the Wandel Street and Maynard Street HPOZ, which makes up about half of the precinct. The remainder of the precinct offers redevelopment opportunities.

The precinct is predominantly low-rise with a majority of 1-3 storey buildings inside the HPOZ areas. This contrasts strongly with bulkier redevelopments towards the east including mixed use parcels like Wembley Square and light industrial/ commercial uses on larger blocks.

Prominent heritage clusters and distinctive streetscapes are located in the vicinity of Gordon, Wandel and Glynville Streets, including Dunkley Square. The fine-grained low-rise built form of Maynard and Buitenkant Streets represents a distinctive character. This is however at risk of redevelopment as well as poor street interfaces due to parking and security requirements.

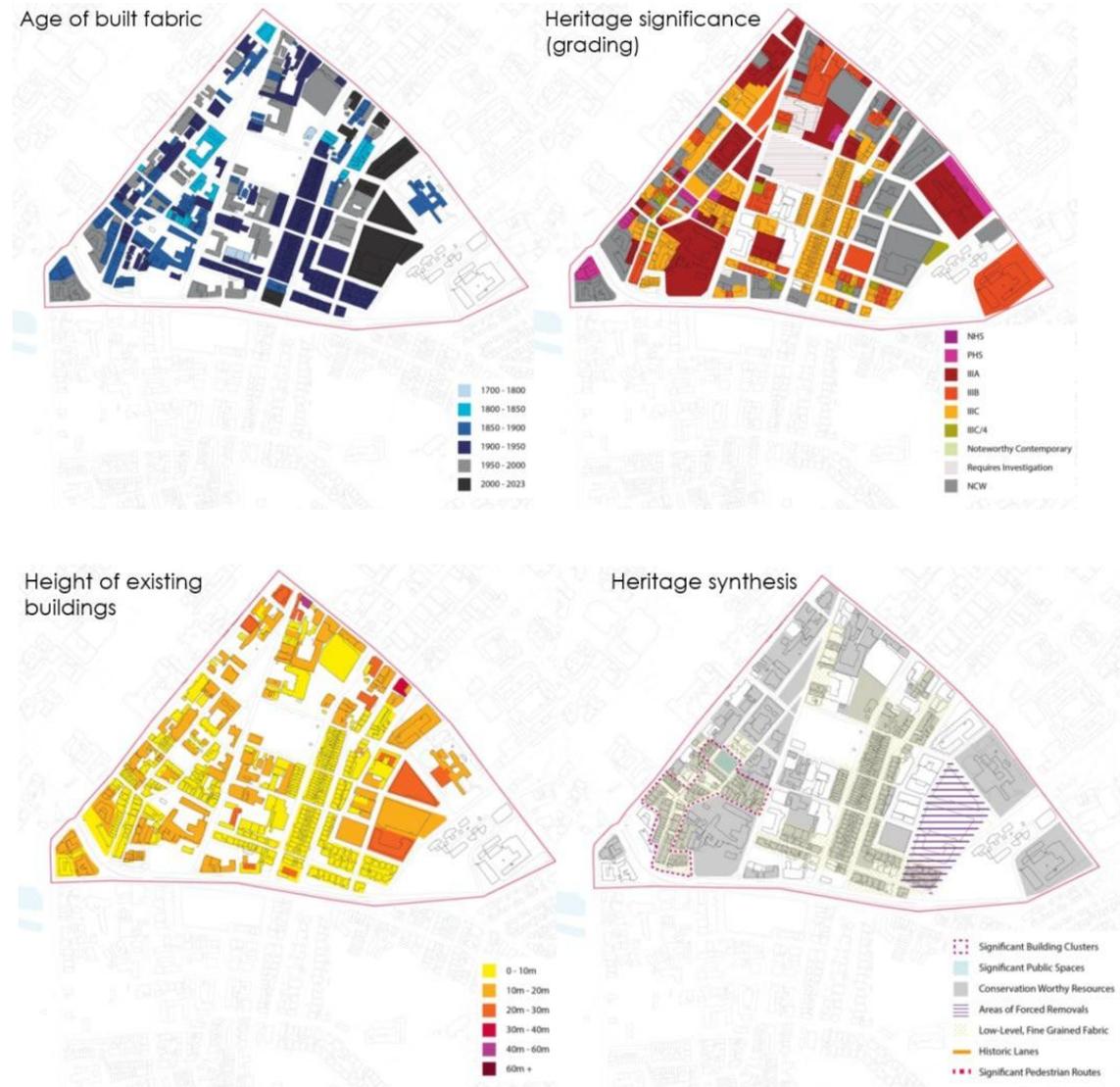


Figure 4-32: Lower Gardens Heritage Assessment

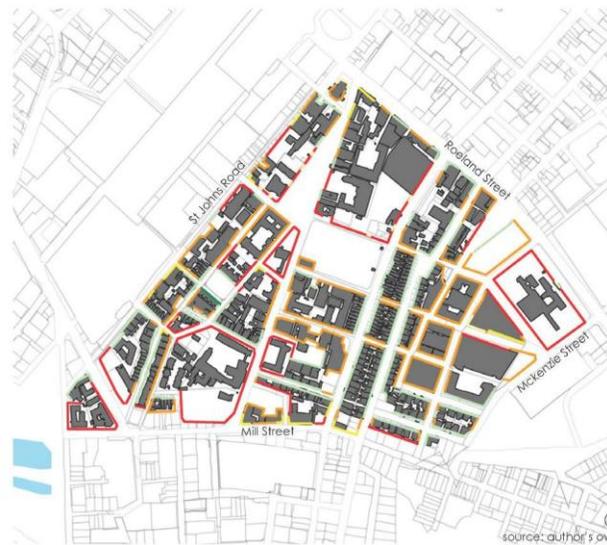
Urban interfaces

Harrington and Maynard Streets, together with Wandel Street and surrounds, stand out as the most positive, activity-oriented streetscapes.

There does not appear to be any lateral (east-west) streetscape that stands out as performing as a local structuring route. In certain instances, there are entire street edges with blank facades that do not respond to the public realm.

There is potential for public realm improvements to catalyse a change in interface condition through redevelopment of the urban form.

**Interface:**



**Interpretation:**  
Public buses and minibus taxis are the dominant forms of public transport.

**Deduction:**  
Current bus stops and minibus taxis ranks are important destinations points for the public. Transit routes between these destinations, specifically between each precinct area is important and aligns with the city's spatial hierarchy.

18 PRECINCT ANALYSIS • LOWER GARDENS PRECINCT (NO.17) | CAPE TOWN LSDF

	GRADING	LOCATE	PURPOSE	ACTIVITY	RHYTHM
60 Wesley St	Scene	Infront of services & private realm	Hide/ Screen private realm & services	Walking, running & cycling	Screen 0-2 doors 100m
15 Solan Rd	mass	On side streets	Less important interfaces where less activity is necessary	Walking, running & cycling	Move 2-5 doors 100m
105 Hatfield St	Passive view	On side streets, mobility routes between stations	Expose the semi-public realm & activities	Standing, Locking	Pause/ view 10-14 doors 100m
30 Wesley St	Entrifront	Articulated on corners on activity streets at pedestrian crossings	Connects private & public, creates activity	Crossing a threshold, standing	Enter/ exit N/A
7 Glynnville St	Exchange interface	Activity streets close to stations along important NMT routes	Transition or temporary zone, creates activity	Talking, buying, selling	Exchange, interact 15-20 doors 100m
9 Wandel St	Stop/stop ambient	Near bus stops & public spaces	Enclosure creates comfort for stopping or staying	Sitting, standing, talking, lying down	stop/ stay +gather N/A

Figure 4-33: Urban Interfaces in Lower Gardens

### Development desirability

The Lower Gardens Precinct is characterised by a modest to medium scaled development profile. Development pressure has most likely been subdued by high heritage value-built fabric to the east of Hope Street.

Street blocks on either side of Buitenkant Street may be targeted for medium to high rise intensification in the coming years as the market searches for the next areas of value.

Semi-industrial blocks on large stands in the vicinity of Wembley Square may also be targeted for redevelopment.

### Development trends



#### LEGEND:

- Precincts
  - Sub-precinct areas
  - Cadastrals
  - Building Footprint
- Note - Selective collection of pre-applications which the Urban Design Branch has commented on.



(1) 3 Roodehek Street



(2) 2 Roodehek Street

Figure 4-34: Development Trends/ Profile in Company East City

### Opportunities / informants

1. Development opportunities: Investigate east city development potential alongside 'heatmap' and heritage indicators. Prepare precinct /sub precinct scale guidance in each case.
2. Enhance & existing fine grain along Buitenkant Street; and surrounds, keep multiple access points to properties to ensure 'friction' and safeguard as an activity street.
3. Improve public realm interfaces around key institutions:
  - 2.1 Cape Town Holocaust & Genocide Centre;
  - 2.2 South African Jewish Museum;
  - 2.3 Upgrades for strategic and significant sites e.g. Parliament square as a 'bookend' site.
4. Propose Public Realm interventions for streets and squares, rationalising parking at a city scale.
5. Pedestrian prioritisation and complete street approach surrounding new dev parcels (Glynn, Wesley):
  - 5.1 Investigate 'complete streets' approach for length of Harrington into Maynard;
  - 5.2 Improve safety and NMT & pedestrian e/w experience with overlooking features into side streets;
  - 5.3 Improve NMT experience along higher order roads (e.g. Buitenkant & Tennant).
6. Ensure upgrades to public spaces & local parks.
7. General: Investigate east city development potential alongside 'heatmap' & heritage HPOZ indicators. Ensure new proposals transition to historic grain and fabric. Prepare precinct /sub precinct scale guidance.



Figure 4-35: Development Opportunities/Informants for Lower Gardens

#### **4.3.5 De Waterkant / Gateway Precinct (No.5)**

##### Description & character assessment

De Waterkant is a historic settlement of primary residential land use also catering to the visitor economy by virtue of its central location. The built form consists of high-density; two-three story mixed use residential fabric. The Loader Street Urban Conservation area forms the western edge of the precinct. This section maintains a fine-grained network of streets and pedestrian lanes overlooked by a fine-grained built fabric.

The section east of Somerset Road forms the Prestwich area consisting of slightly higher rise mixed-use development blocks and a substantial portfolio of public land and buildings. The Prestwich area is significant from a cultural heritage perspective due to the built fabric being located above historic burial grounds. This will be a risk for every development throughout the Prestwich area.

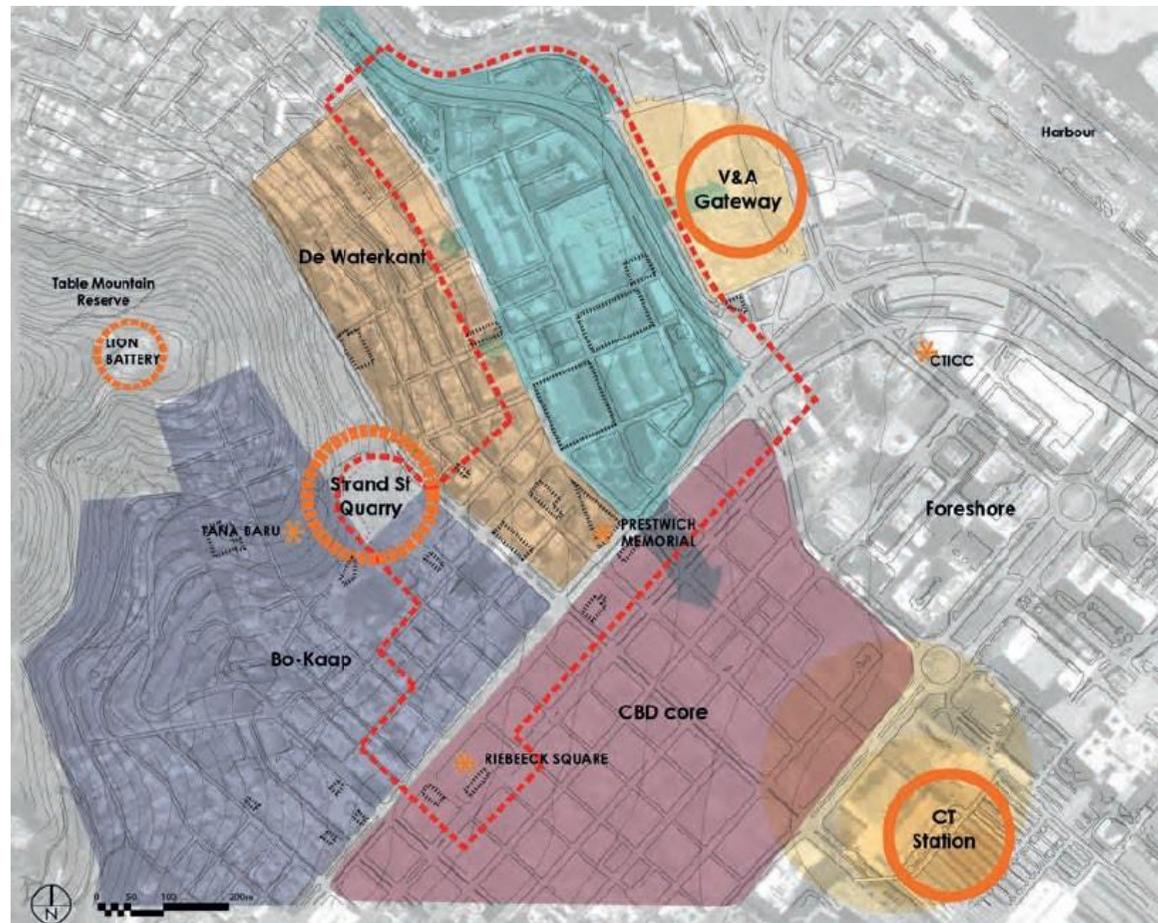


Figure 4-36: Distinction between character areas making up the Gateway precinct

### Public structure

This section of the study area is defined by several high order East/West structuring routes:

1. Helen Suzman Drive
2. Somerset Road
3. Strand/Highlevel Road

At present, all three of these routes share mobility functions to varying degrees. However, the role of Somerset Road as an urban corridor requires elevation.

Waterkant Street plays the role of a supplementary activity street, with positive interfaces created by business frontages along its length until its intersection with Dixon Street.

Ebenezer Road is the primary vehicle access route under Helen Suzman Drive, while Bennett Street is a secondary connector. While Alfred Street does not presently provide access to Port Road, the public road reserve still exists should this be desirable. Napier and Chiappini Streets are noteworthy lateral public structuring routes connecting across Somerset Road. The latter provides access through Bo-Kaap to Wale Street.

The Gateway precinct is anchored by the civic/education cluster and the Cape Quarter mixed use node to the east and west of Somerset Road respectively.

### Public network



#### LEGEND:

— Precinct boundary	Public Squares	Education facility
--- Railway	Public green space	Health care facility
— Interface	Public facility (library/ Museum/ Archive)	Water bodies
Vegetation	Place of Worship	

Figure 4-37: Gateway Precinct Key Structuring Elements

### Heritage assessment

The area contains numerous heritage resources and distinctive streetscapes and architecture. Prominent heritage buildings and sites include St Andrews Square with its church and the Prestwich Memorial/ ossuary; Salesians Institute, Prestwich Street Primary School, Sacred Heart Catholic Church and some retained fabric incorporated into the Cape Quarter developments.

The fine-grained low-rise fabric located in the Loader Street HPOZ is a distinctive component of De Waterkant. This contrasts with the larger development blocks towards the east. The remainder of the precinct is of a low-medium rise character with heights ranging between 20-30m. There is a single taller structure, positioned along the Buitengracht street corridor. Various parts of the precinct could potentially be historic burial grounds.



Heritage significance (grading)



Existing building height



Heritage synthesis

### Development desirability

Development in the Gateway precinct is largely public sector-driven through the City of Cape Town's Catalytic Land Development Programme, of which several City-owned land parcels are already being packaged in support of mixed market affordable housing development. PGDW is also in the process of programming its Prestwich Soil Lab site for development.

There is pressure for higher intensities than would otherwise be considered in order to create economies of scale for viable affordable housing projects. Concessions between heritage and urban design positions have been negotiated in order to gain support, with the condition that improvements to the public realm and interfaces are made through the process.

From a private sector perspective, development can be characterised as targeting the high end to luxury residential market.

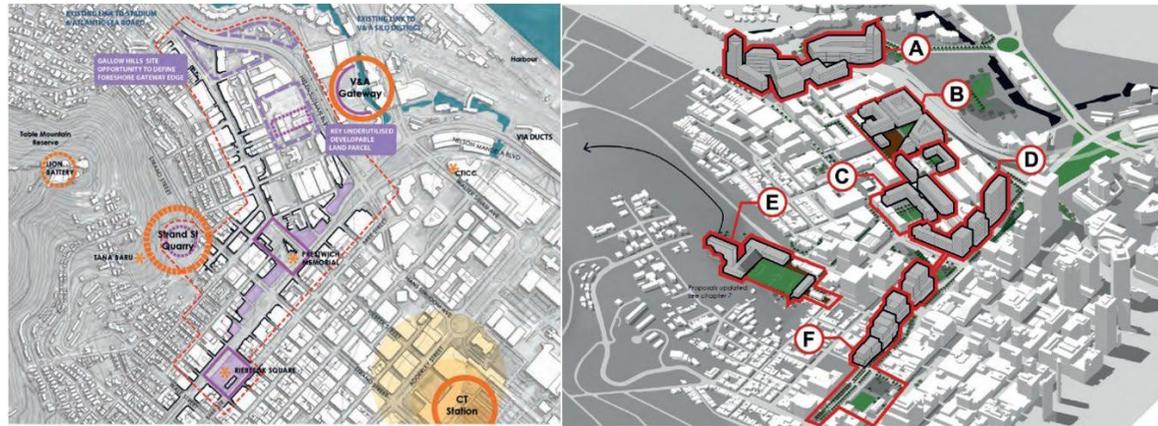


Figure 38: The City's portfolio of pipelined properties in the Gateway precinct



Figure 39: Private luxury residential apartments currently being marketed in De Waterkant (Source: <https://thevalour.co.za/>)

## Opportunities / informants

1. Consolidate traffic destined for locations along the Atlantic Seaboard on Helen Suzman Drive through the implementation of the Foreshore Freeway transport solution.
2. Opportunity to boost pedestrian functionality along urban corridors through pedestrian space reclamation and positive street interface.
3. Investigate opportunities to define a hierarchy of opportunities to define a hierarchy of human scaled lower order public routes to connect Bo-Kaap and Strand Street Quarry with the Waterfront at Battery Park (e.g. Chiappini/ Napier/ Bennett Streets).
4. Potential intensification of the Napier Street civic cluster (Prestwich Primary School, The Haven Night Shelter and Napier Park).
5. Affordable housing development opportunities:
  - 5.1 Land development opportunities along the rationalised Buitengracht reserve;
  - 5.2 PGWC Soil Lab site;
  - 5.3 Gallows Hill site.
6. Prestwich MyCiTi depot site holds opportunity for redevelopment should public transport operations not require.
7. Enhance view corridors along Strand/High Level Road by carefully considering the scale of new development.

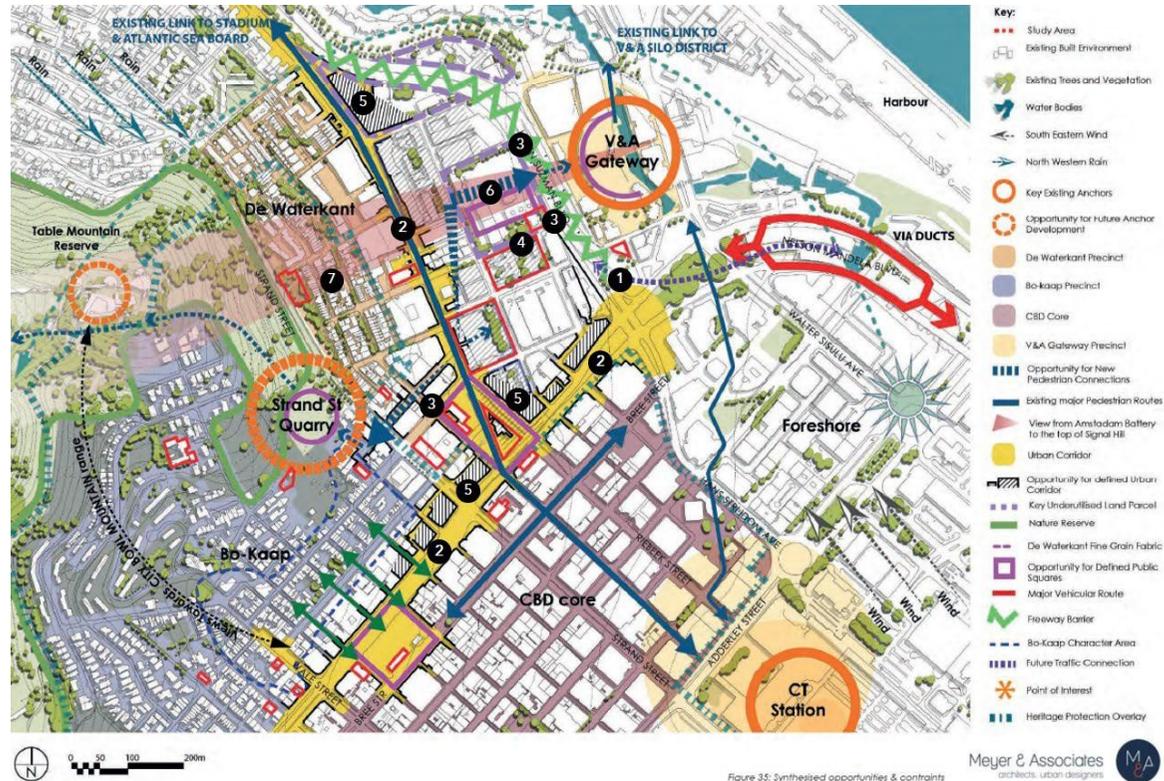


Figure 4-40: Development Opportunities/Informants for Lower Gardens



### Public Structure

The Convention District and Eastern Foreshore precincts are bound by the landside boundary of Cape Town Port and Cape Town Station precinct / Riebeeck Street on the Mountainside.

Key high order structuring routes include:

1. FW De Klerk Boulevard (elevated freeways)
2. Hertzog Boulevard
3. Heerengracht Boulevard
4. Hans Strijdom Avenue
5. Walter Sisulu Avenue
6. Christiaan Barnard Avenue

While the Freeways, form part of the city's primary vehicular-based mobility system, they also create division and act as barriers to the natural extension of the CBD to the water's edge.

This precinct is anchored by a strong civic axis of the Cape Town Civic Centre, Artscape Theatre/Founders Garden, and Chris Barnard Hospital, which aligns with the Cape Town Station, Grand Parade and City Hall. This axis is supplemented by the CTICC and Customs House node to the northwest of the precinct.

A well-defined pedestrian route can be identified between Cape Town Station and PTI and the Waterfront Soli Precinct at Dock Road.

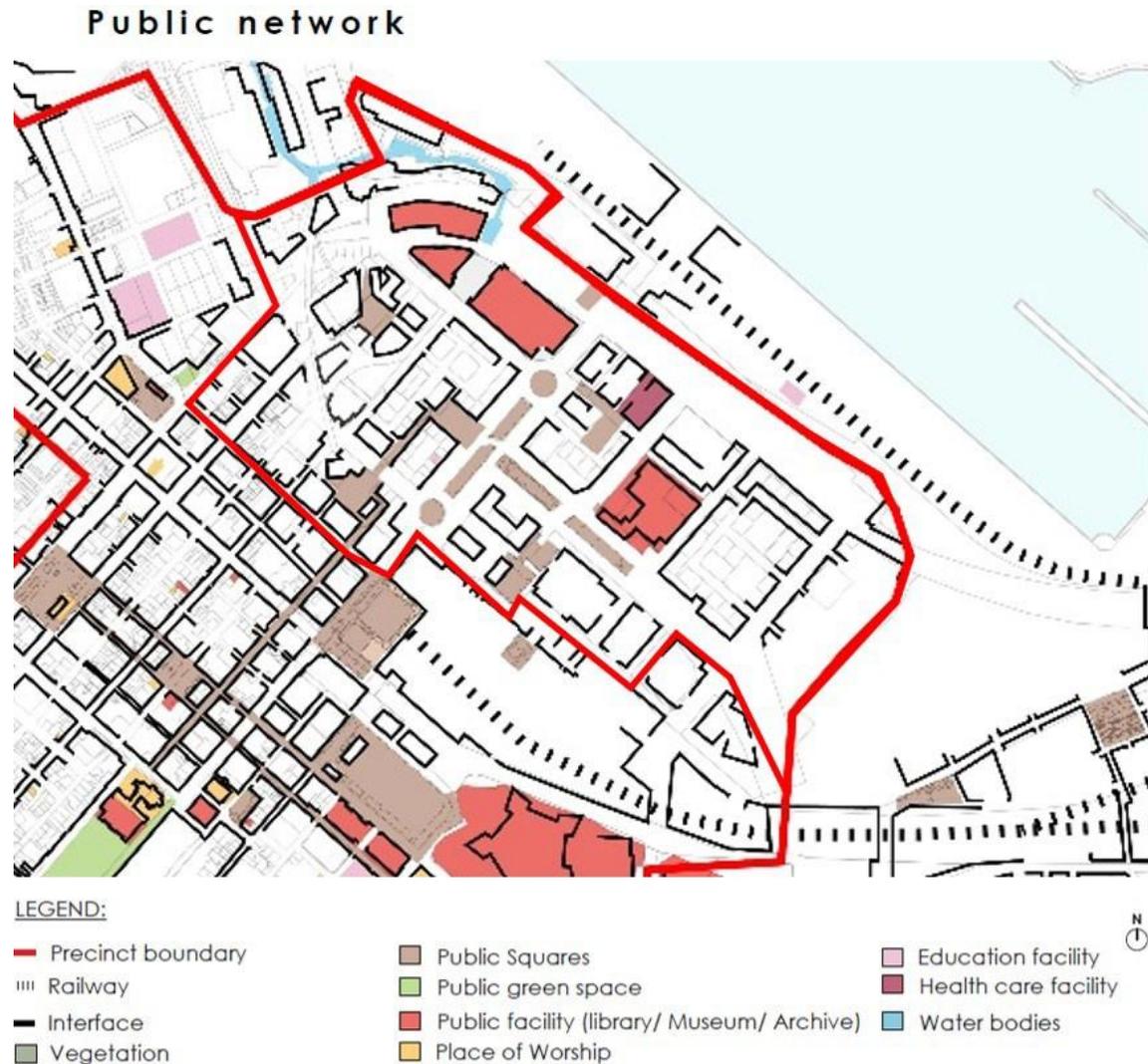


Figure 4-42: Gateway Precinct Key Structuring Routes

## Heritage assessment

### Convention District

This area forms part of the reclaimed foreshore land and as such contains fewer heritage resources. There are a number of remnant 19th and early 20th century buildings in the area between Buitengracht and Loop Street, and some Modernist Mid-Century buildings grouped along along Fountains Circle and Heerengracht. Building heights are some of the highest in the CBD. This has impacted on the CBD skyline as well as views across the city. Further intensification requires careful consideration in this regard.



Figure 4-43: Convention District Heritage Assessment

## Eastern Foreshore

This area forms part of the reclaimed foreshore land and as such represents limited heritage value. The Adderley / Heerengracht Street axis is a key structuring element linking the historic city grid and the Foreshore. The spatial link between the mountain and the sea and between the Company's Gardens central axis and the city remains the shaping force and defining idea of the development of Cape Town.

This shaft of space has been extended from Adderley Street onto the Foreshore. The built form of the precinct to a large extent defines the skyline of the CBD and as such has a strong influence on its overall character and identity. Intensified built form impacts on the visual connection between the mountain and the sea and view corridors should be protected. Existing building height is generally in excess of 40m, which is considered appropriate for this area.

The public realm is however in need of substantial improvement to mitigate wind conditions and the hostile pedestrian environment created by monolithic structures with sterile street interfaces.



Figure 4-44: Eastern Foreshore Heritage Assessment

## Opportunities/informants

1. Opportunity for enhanced CBD public amenity by implementing the Foreshore Freeways transport solution.
2. Reinforce the public link into the Waterfront Silo Precinct and Port Cruise Liner Terminal.
3. Opportunity to create a new linear destination place along the Northern Foreshore.
4. Partner with the Department NPWI in optimising the Customs House site.
5. Partner with Transnet in optimising the Paul Sauer precinct, potentially to enhance the public realm surrounding Cape Town Station.
6. Public open space opportunities:
  - 6.1 Opportunity to create a new green public open space;
  - 6.2 Support the City's enhancement of the Heerengracht Fountains public amenity;
  - 6.3 Civic square;
  - 6.4 Salazar Square;
  - 6.5 Founders Garden.
7. Investigate the conversion of the Riebeeck Street into a complete street, continuing Somerset Road into Cape Town Station forecourt.

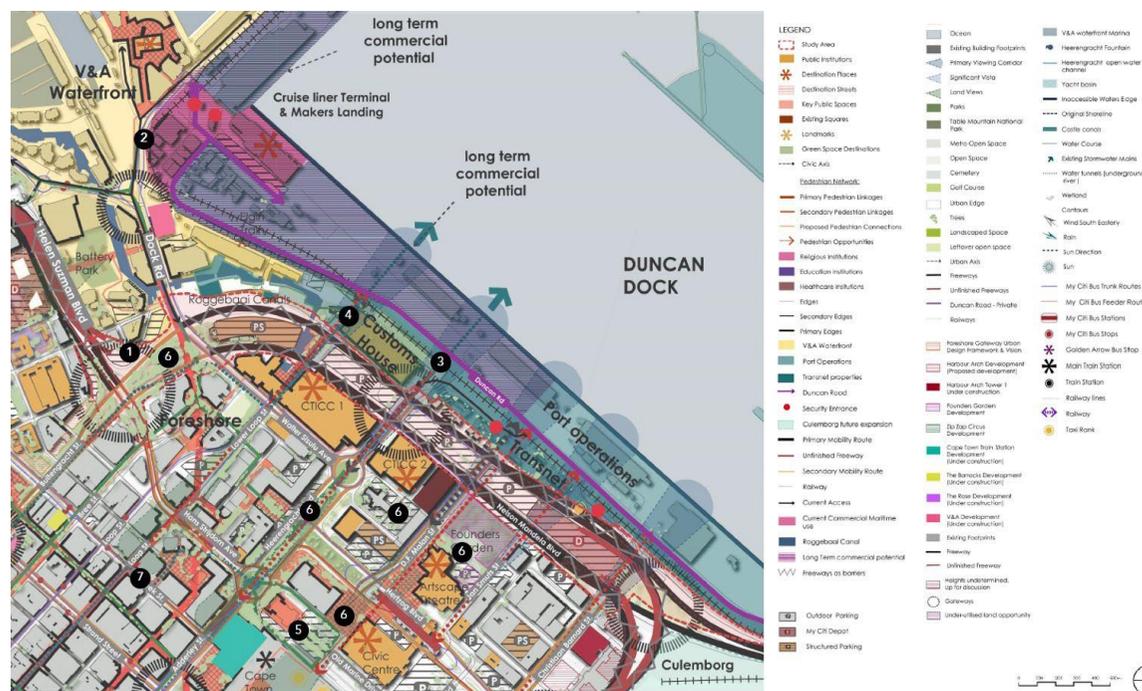


Figure 4-45: Development Opportunities/Informants for Convention District and Foreshore East