



CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD

# MSDF and 8 x DSDFs-EMFs TECHNICAL REVIEW 2021/22

## WHAT HAS CHANGED?

Urban Planning and Design Department  
Metropolitan Spatial Planning & Growth Management Unit (MSP&GM) & District Spatial Planning & Mechanisms  
Presentation for Sub Council Activity Days & Public Meetings June – Jul 2022

Making progress possible. **Together.**

# Presentation structure

## **PART A: Introduction (slide 3-6)**

- Scales of planning/ linkages between MSDF and DSDF
- Review process to date
- Call for public comment / How to comment

## **PART B: MSDF: What has changed content (slide 7 -30)**

- Navigating through the document
- High level changes
  - *Vision and spatial strategy*
  - *MSDF directive and investment rationale (STA)*
  - *Urban development edge (UDE)*
  - *Land use compliance mapping (maps 5a-5g)*
  - *Nodes and corridors*
  - *Implementation*
  - *Policy statements/ guidelines*

## **PART C: DSDF/EMF: What has changed**

- Separate presentation

# Scales of planning

Documents  
for public  
comment



INCREASING LEVEL  
OF DETAIL

**Metropolitan  
(City of Cape Town)**

**8 Districts**

**Local**

**Precinct**

**Site Development Plan**

**MUNICIPAL**



INTEGRATED SUSTAINABLE PLANNING

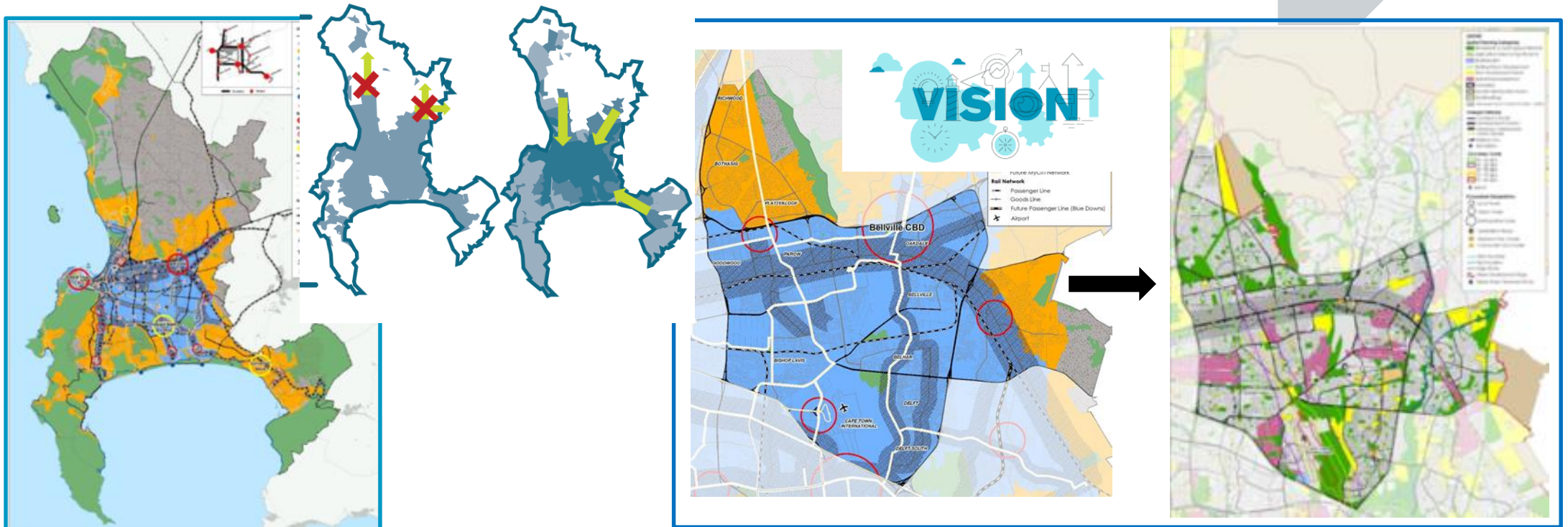
# Linkages between MSDF and DSDF

## MSDF

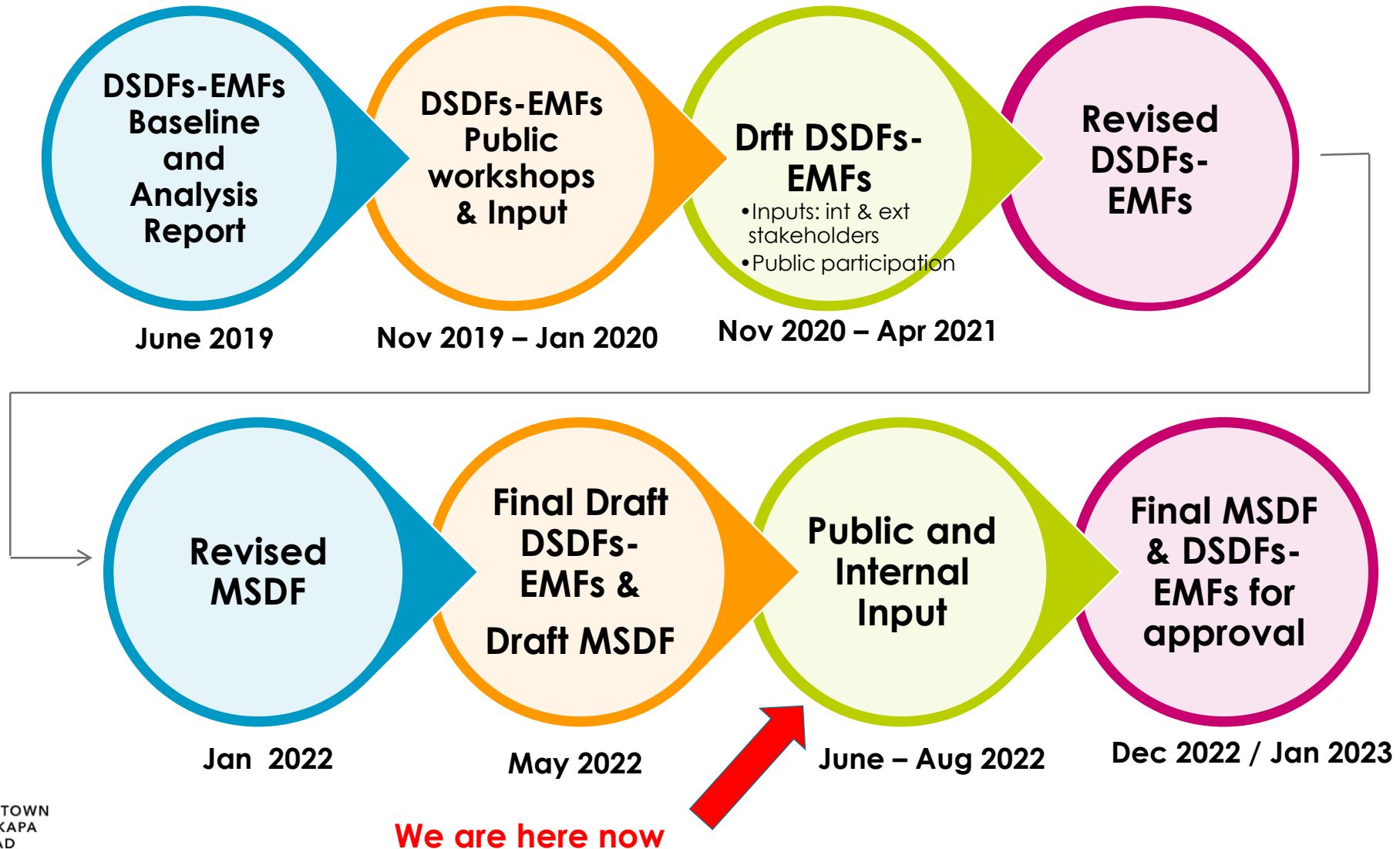
- Sets overall spatial **vision and direction**
- Sets **policy objectives and desired outcomes**

## DSDF (8 within the City of Cape Town)

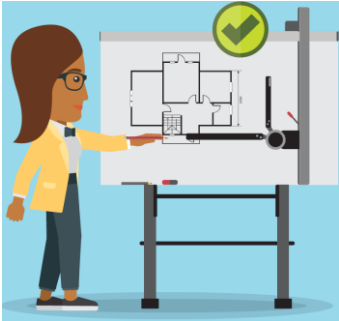
- Translates vision and policy objectives into **district level spatial planning categories (SPC)** in order to provide more detailed development guidance



# Overview of MSDF and DSDF review process



# How to comment: 6 June to 30 Aug 2022



## Have your say pages



Contain:

1. Documents & Executive Summary
2. High resolution maps
3. Map Guidebook
4. News paper advertisements
5. Route to electronic Comment form for submissions
6. Schedule for Sub Council activity days (24) – when available
7. Public meeting virtual for those previously registered in HYS Page
8. Inter-governmental Steering Committee (MSDF)
9. Focus Groups (MSDF) x3
10. Media releases at start of process & when meeting schedule available

## MSDF

[www.capetown.gov.za/  
MSDF](http://www.capetown.gov.za/MSDF)

### 4 videos

- **What is spatial planning?**
- **Densification**
- **Human Settlements**
- **Environment**

Printed route:

[www.youtube.com/c/CityofCapeTown021](http://www.youtube.com/c/CityofCapeTown021)

Digital route: <https://bit.ly/CCT-SDFVideos>

## 8x integrated DSDFs & EMFs

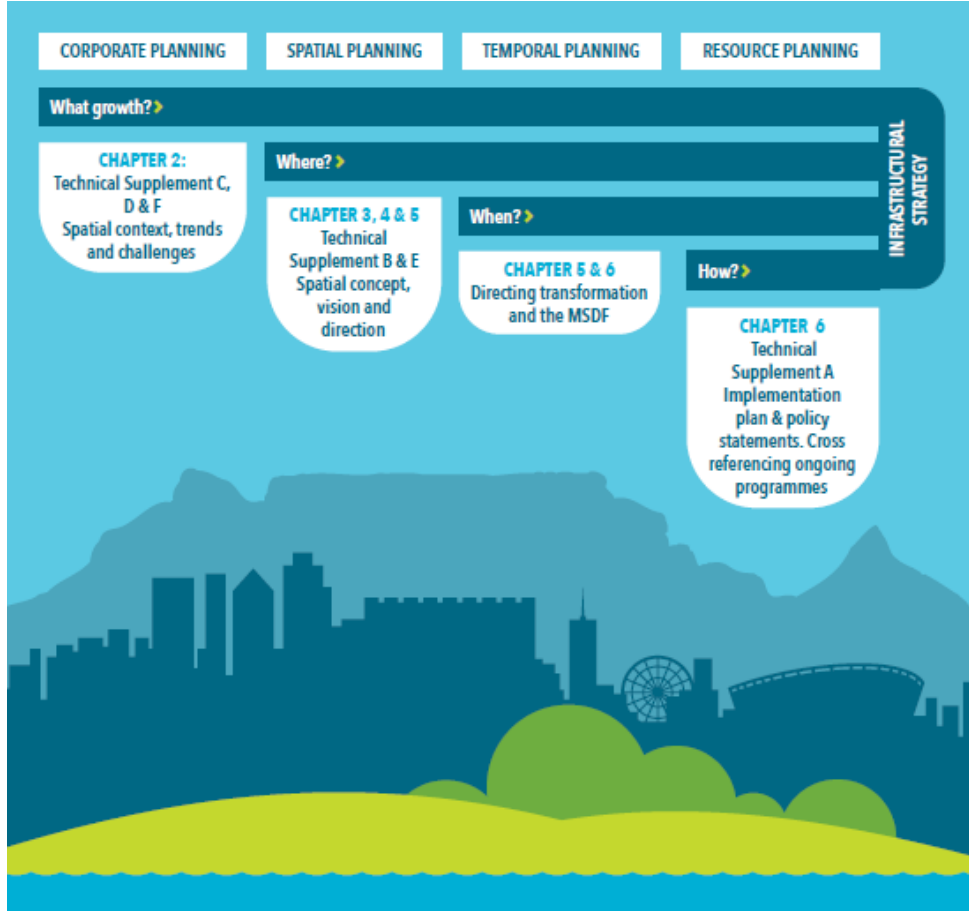
[www.capetown.gov.za/  
DSDF](http://www.capetown.gov.za/DSDF)



## **Part B:**

# **MSDF : What has changed content**

# Navigating through the document



**MSDF comprises of two volumes**

## Volume I: MSDF Chapters 1 - 6 & Policy guidelines

### Structure of main body of main document:

- Chapter 1: Introduction
- Chapter 2: Spatial context, challenges and opportunities
- Chapter 3: Spatial vision and concept
- Chapter 4: Directing spatial transformation
- Chapter 5: The spatial development framework
- Chapter 6: Implementation
- Technical Supplement A: MSDF policy guidelines

**Tried to keep <150 p**  
**Short sharp visual**  
**Exactly similar concepts**  
**and locations of DSDF**  
**Extract from Annual IPDF**  
**Report**

## Volume II: Technical Supplements

### Technical Supplements (Separate document):

- Technical Supplement B: Land use intensification
- Technical Supplement C: Regulatory requirements and informants
- Technical Supplement D: National & Provincial planning informants
- Technical Supplement E: Nodal classification, corridor intervention & IZ
- Technical Supplement F: Overview of the dynamics of urban change
- Terms and definitions

**Technical data**  
**Concepts**

# Technical review as opposed to the complete re-write

April 2018 Council-approved, SPLUMA compliant MSDF foundations were retained.

Supplemented with Sustainable Development Goals, New IDP & Other Council-approved policy's spatial implications

## MSDF vision and spatial strategies

### A CITY OF HOPE: A City committed to:

- Working in partnership with the private and public sector;
- Address spatial injustice, inequality and avoids the creation of new structural imbalances in the delivery of services, availability of economic and residential opportunities; and
- Meet sustainability obligations and proactively responds to social, economic, climate and resource shocks and stresses



### Spatial strategy 1: Plan for inclusive economic growth and improve access to economic opportunities

- Promote inclusive, sustainable, shared economic growth and development
- Integrate land use, economic activities and transport planning, that support the sustainable operation of the public transport network

### Spatial strategy 2: Manage urban growth, create a balance between urban development, food security & environmental protection

- Enhance the city's unique assets, value of heritage resources, scenic routes and destination places
- Facilitate land development to enhance the city's energy independence and efficiency by investing in renewable energy
- Appropriately protect the citizens of Cape Town from risk areas and activities
- Appropriately manage land development impacts on natural resources such as
- Agricultural Areas of Significance and Critical Natural Assets

### Spatial strategy 3: Build an inclusive, integrated, vibrant and healthy city

- Encourage integrated settlement patterns
- Continue to transform the apartheid city



# Spatial Transformation Areas: directives and investment rationale

## 5. MSDF INVESTMENT RATIONALE

### SPATIAL TRANSFORMATION AREAS (STA)



Urban Inner Core  
≈ 'Blue Turtle'



Incremental Growth  
& Consolidation  
Areas

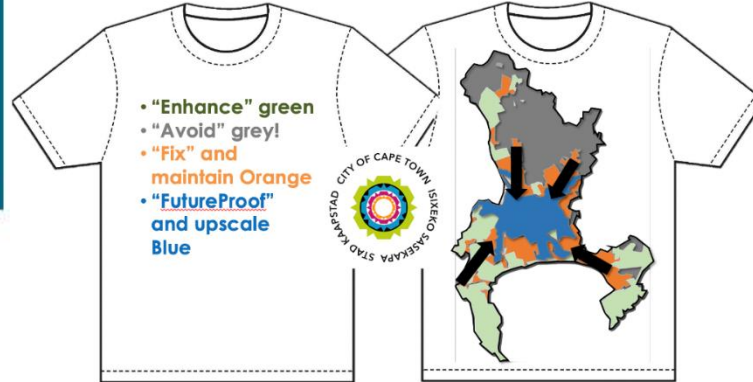




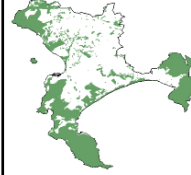

Discouraged Growth  
Areas



Critical Natural Assets

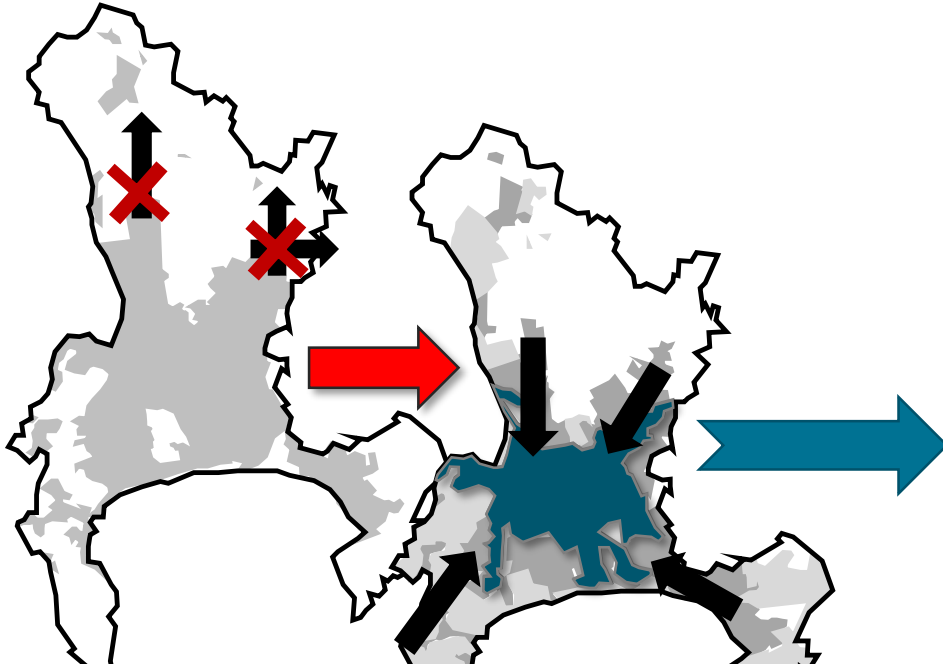
### Spatial Prioritisation and Investment Framework



STA	Where it is	Guiding principle	Description and investment rationale
Urban Inner Core		Future-proof and upscale	This includes the majority of the city's existing industrial and commercial nodes, the airport, ports and primary freight infrastructure, and Integrated Public Transport Network (IPTN). The City will prioritise these areas for investment and co-investment with the aim of spatially transforming, integrating and intensifying the city form.
Incremental Growth & Consolidation Areas		Fix and maintain	These are areas where the City and public sector are committed to servicing existing communities and where new development will be subject to infrastructure capacity.
Critical Natural Assets		Enhance	These are areas that contribute significantly to the City's future resilience and/or have protection status in law. They include a number of protected environments and conservation areas outside the Urban Inner Core or Incremental Growth and Consolidation Areas. The City and public sector are committed to service, protect, enhance and extend Critical Natural Assets.
Discouraged Growth Areas		Avoid	The City will not invest in Discouraged Growth Areas, which include protected areas based on natural and agricultural assets, areas with a lack of social and physical infrastructure and areas that do not contribute to spatial transformation, inward growth or the premise of transit-oriented development.

# MSDF 2012

Inward growth

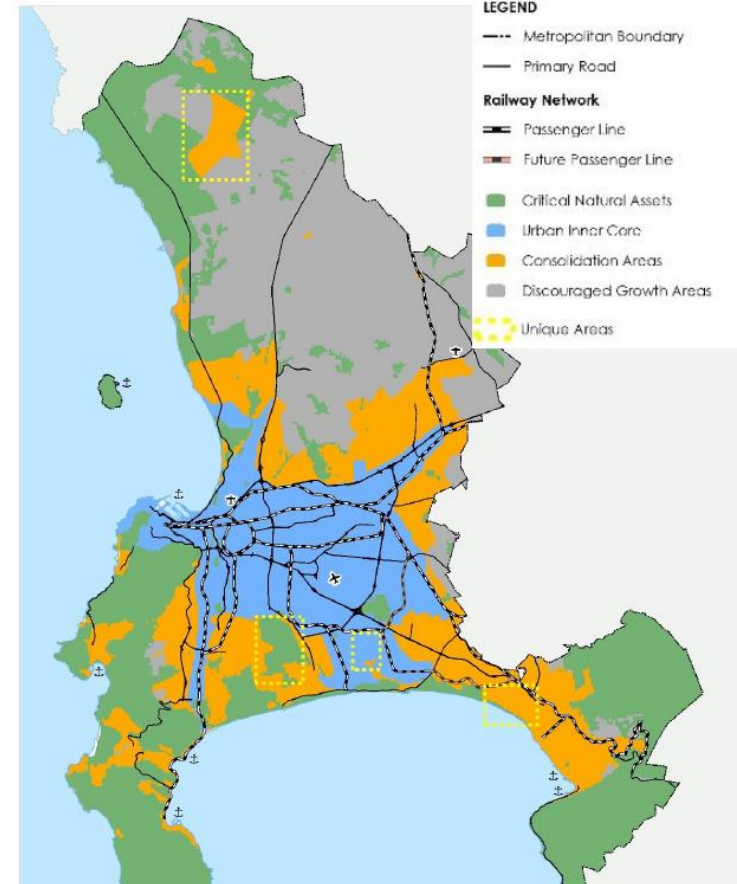


MSDF approach seeks to:

1. **Curb urban sprawl** and peripheral, segregated development in favour of inclusive integrated development.
2. **Support fiscal prudence and lower carbon emissions** from a more efficient urban form and function.
3. **Clearly identify “no go” & risk areas** with a view to protect the City’s critical natural areas and assets.
4. **Maximise the Intensity and Diversity** (I=higher residential density & non-residential bulk) (D=more mix of residential & non-residential). Of latent **land use rights** and vacant land **within the existing urban footprint**.

# 2018

Spatial Transformation Areas (STAs) = Investment Areas

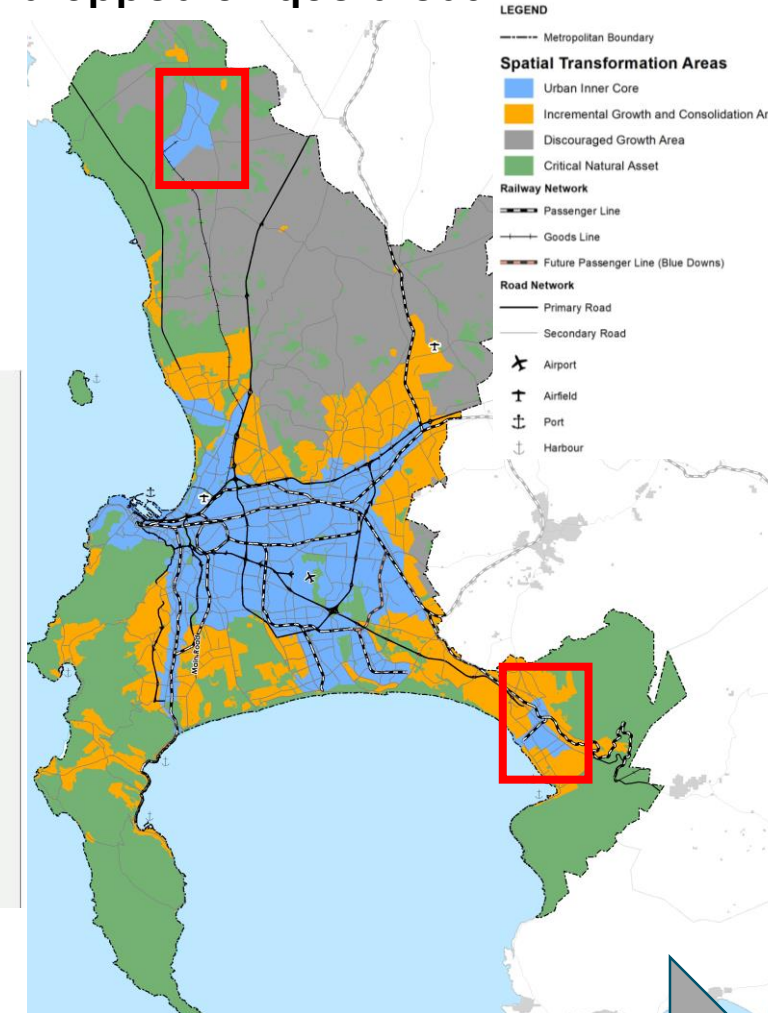


Spatial transformation premise: **access** to more opportunities for more people.

To achieve this, city focus is on **inward growth and investment** to support dense, diverse and transit oriented land uses.

# 2021/22

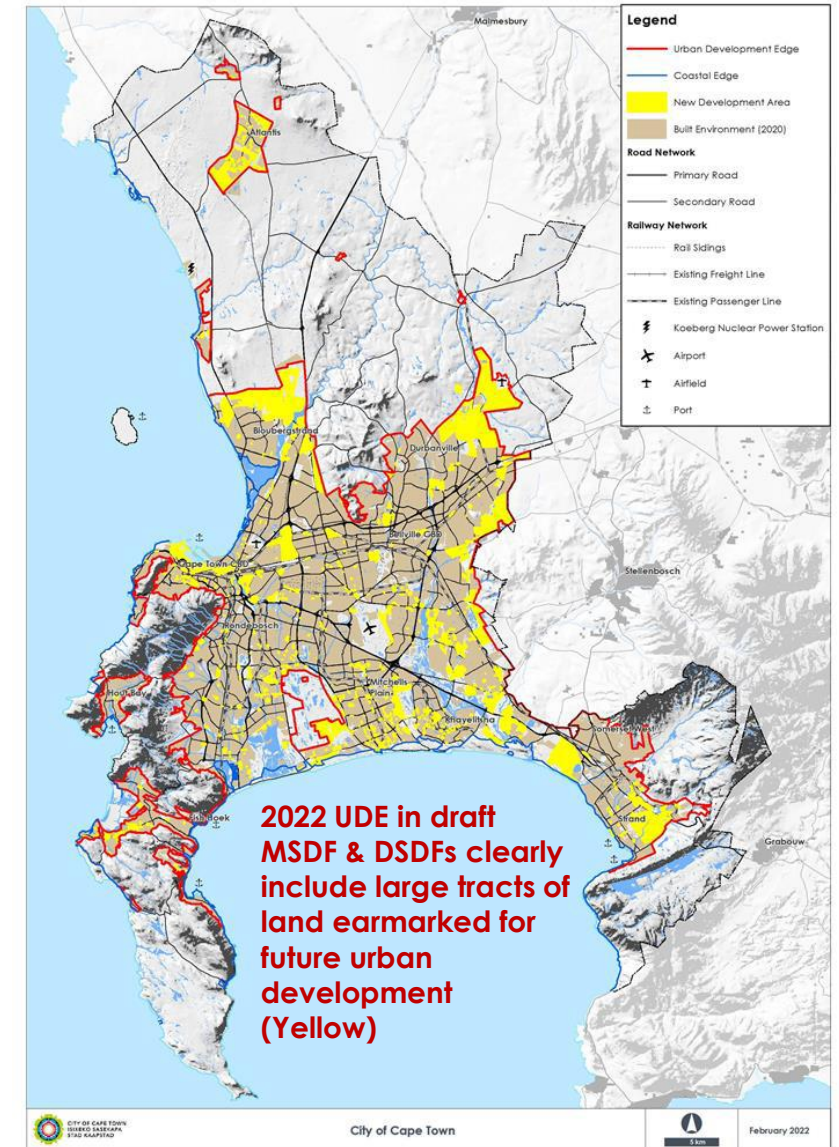
**Expanded** STAs = Investment Areas, dropped unique areas



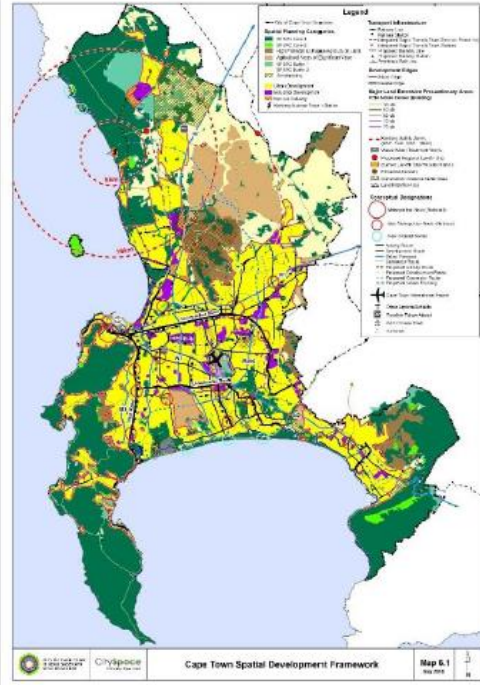
**Retained the INWARD GROWTH Vision**

# Re-introduce Urban Development Edge (UDE) Line & guidelines

1. UDE is urban sprawl management tool / help with management of uncontrolled horizontal spatial expansion of conventional development and suburban growth.
2. 2012 UDE line replaced by 4 ha grids, delineating the Discouraged Growth Area.
3. A major challenge: 2018 MSDF grids were “grey areas” making it difficult for consistency, clarity and certainty for regulatory and investment decision making, the goals of policy for ease of business.
4. UDE aims to discourage certain land uses but do not prevent all land uses outside the UDE.
5. Development applications can still be submitted outside the UDE, but although the policy does not support it, site-specific motivations need to be included in the application. The process is the a bit more complicated.
6. Specialist studies will be required if Areas of Agricultural Significance or Biodiversity Layers are triggered.
7. Circulation and advertising is required to authorities interested in the protection of agricultural land, including the Western Cape Government via LUPA and the National Government via Act 70 of 70.
8. Developer will have to explain connection to City's bulk and link services and cost implications should be considered.
9. The City will not spend or allocate any national or provincial government grant subsidies in the DGA.



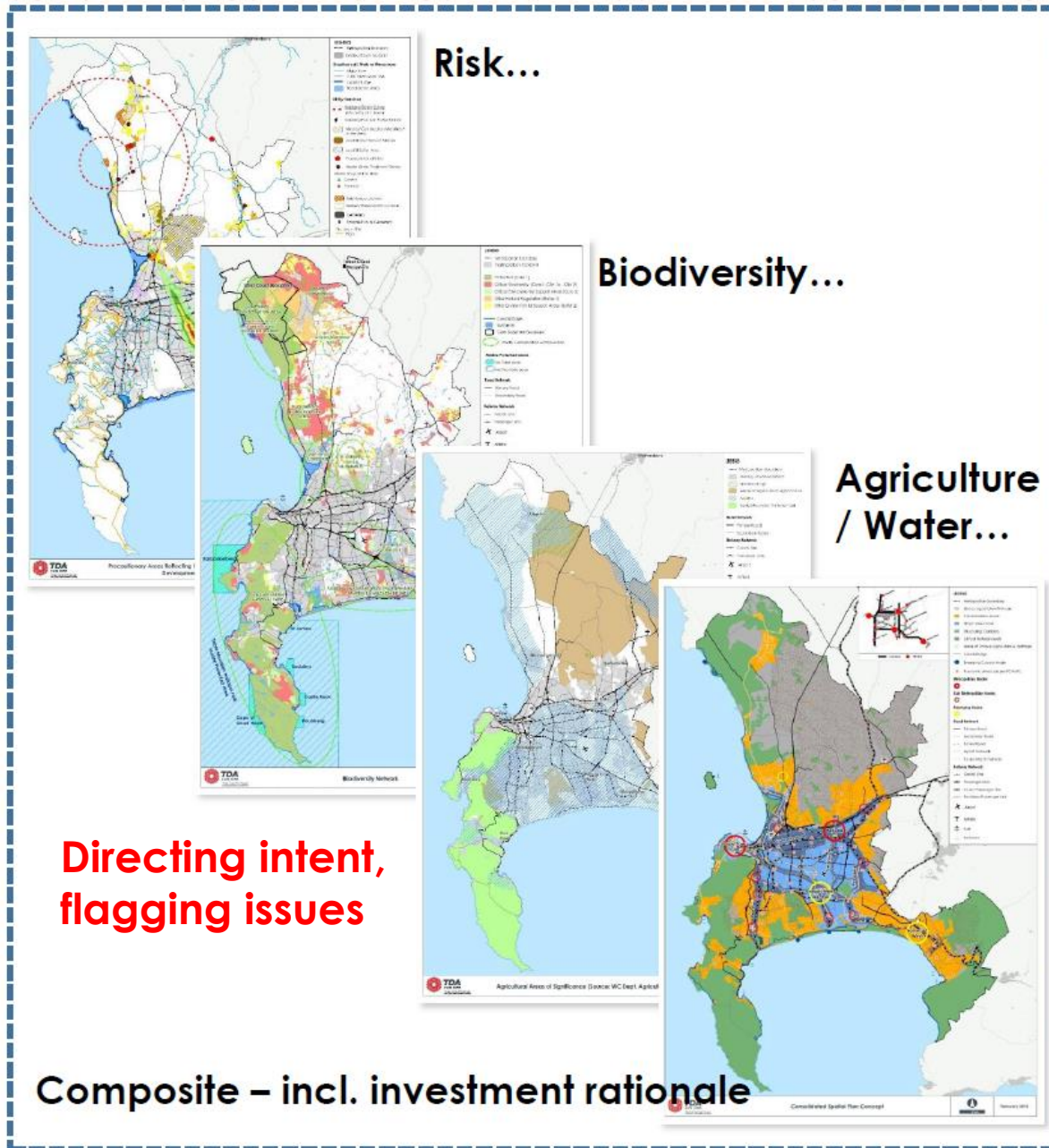
# MSDF 2012



Land use  
compliance  
mapping



# 2018



Directing intent,  
flagging issues

Composite – incl. investment rationale

## Changes: How the document

### ➤ Is used

1. From a largely prescriptive tool to a facilitative tool
2. From argued merits / demerits of certain land uses (Spatial Planning Categories – SPCs) to flagging issues/ redirecting to other internal and external departments
3. Strong investment directing focus
4. Strong risk alert focus

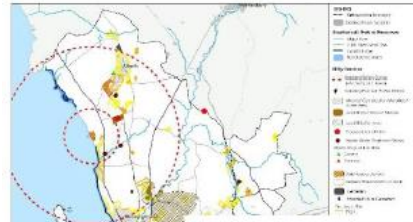
### ➤ Reflects spatial interpretation of other approved policies

1. Spatial Targeting areas (for planning & investment)
2. Incorporate density elements from approved 2012 Densification Policy
3. Social Facility Planning research
4. Infrastructure capacity concerns
5. TOD development and Public Transport Plans

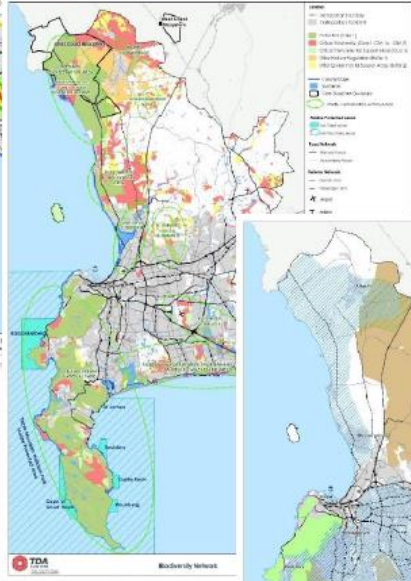
# MSDF 2018

# VS

# 2022



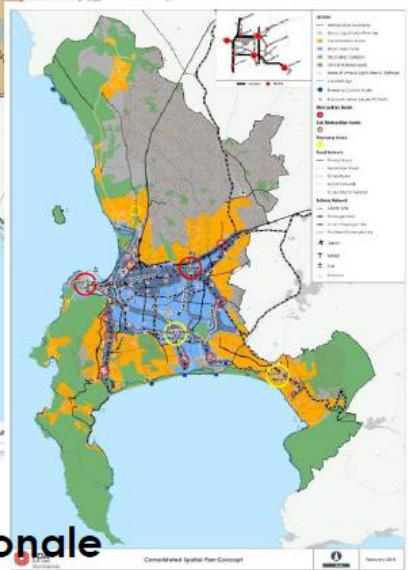
Risk...



Biodiversity...



Agriculture / Water...



Nested maps

Composite – incl. investment rationale

Flagging potential risks, highlighting fewer requirement + redirecting to key departments. Facilitation of implementation + Bring awareness re risk areas

Updated Risks ...

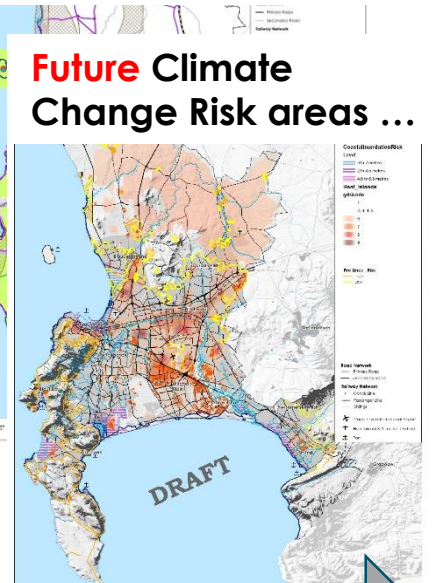
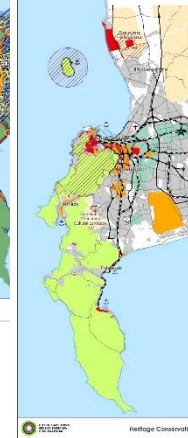
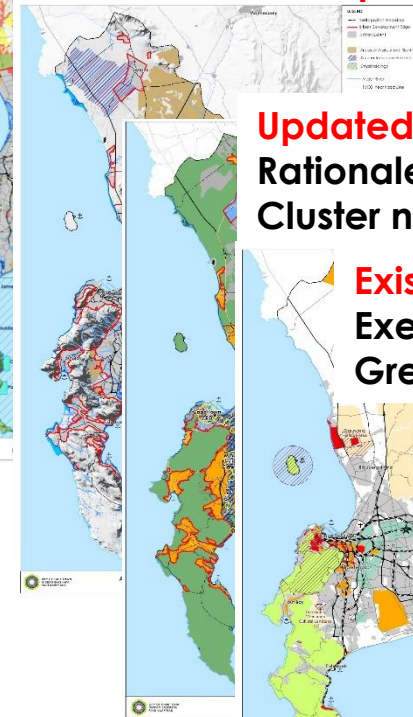
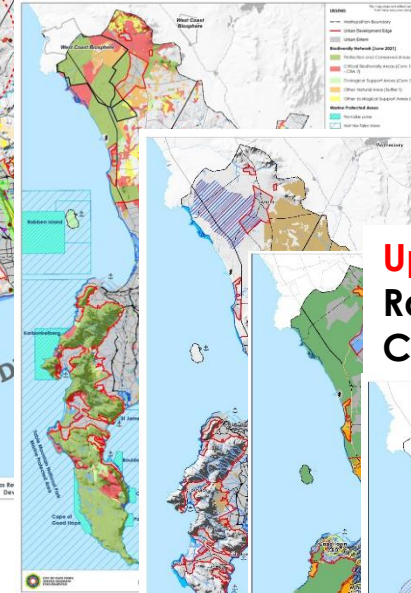
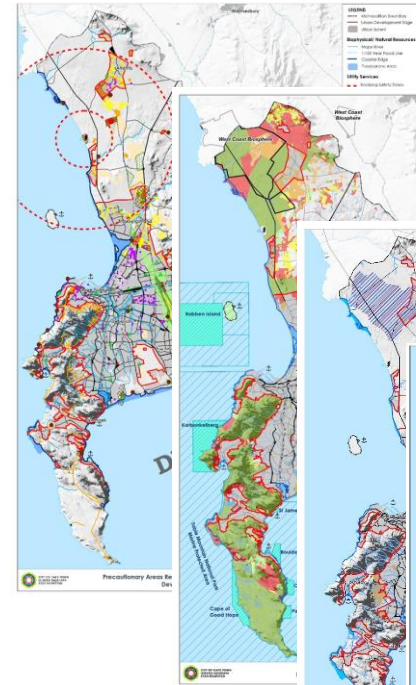
Updated Biodiversity ...

Updated Agriculture & Water ...

Updated Composite Investment Rationale, Economic & Civic Cluster nodes + corridors ...

Existing Heritage & Future Exemption areas + Tourism & Green Infrastructure ...

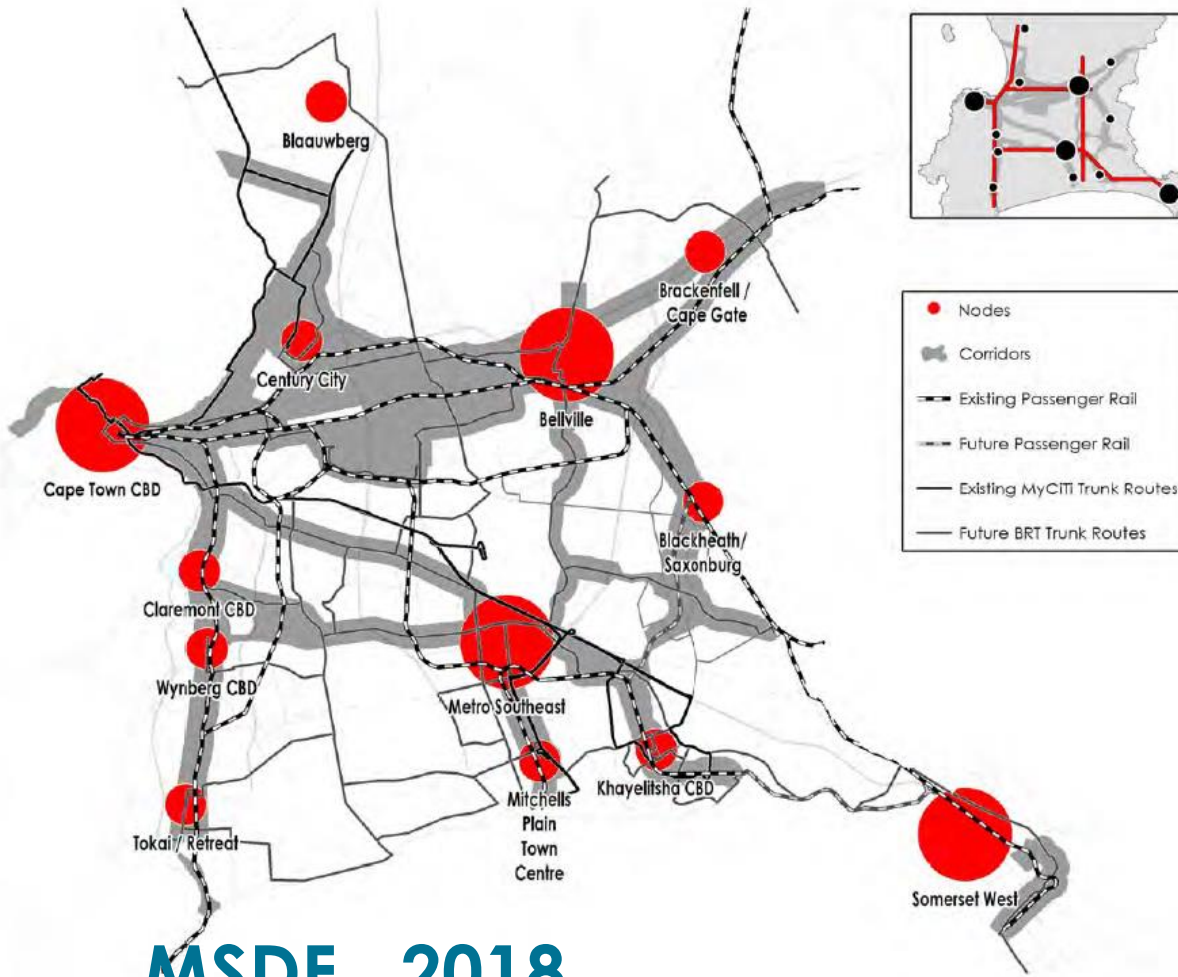
Future Climate Change Risk areas ...



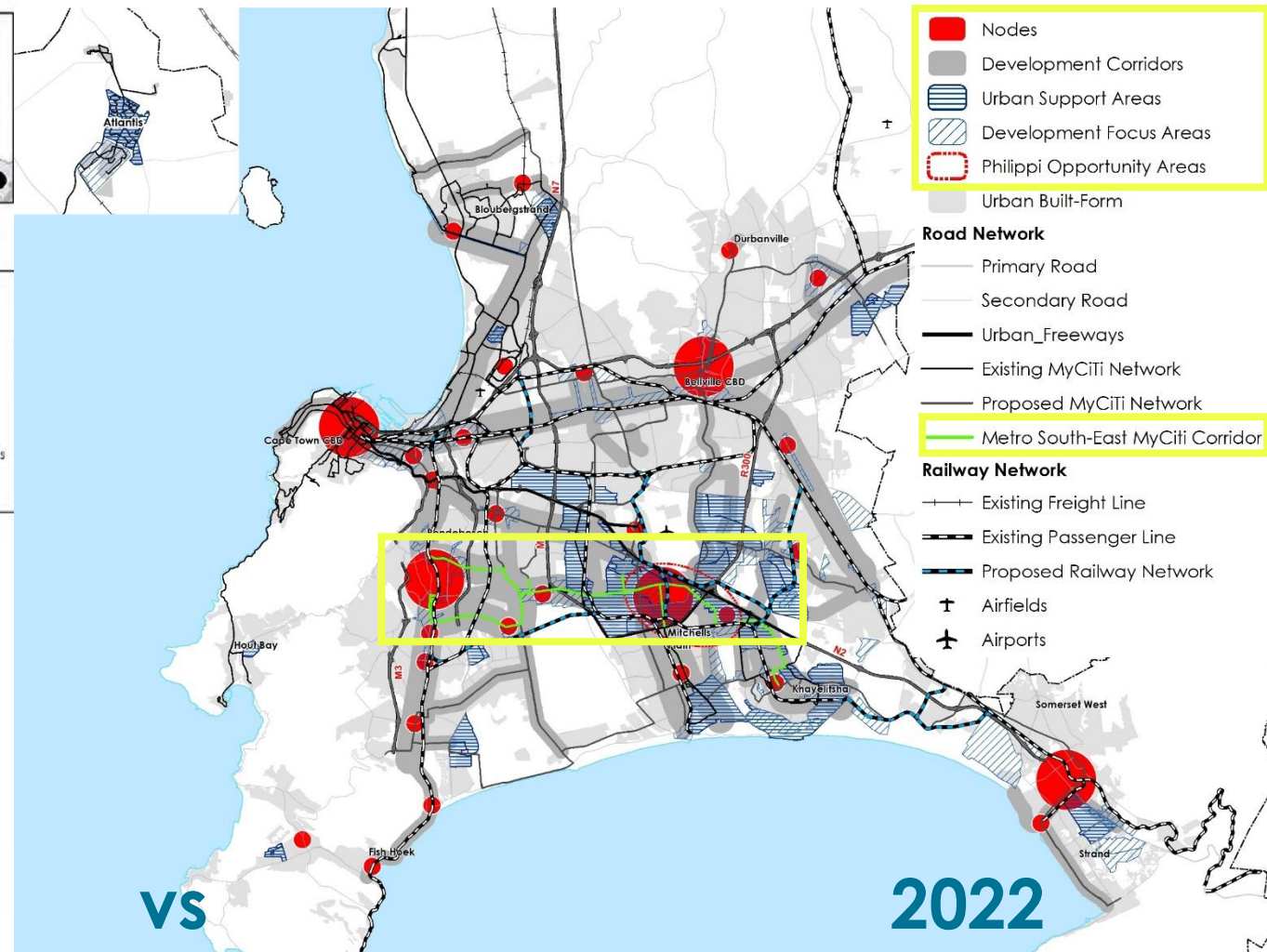
same

# Reviewed individual components of structuring elements with DSDF

## Corridors, Nodes, Road Network (With Urban Mobility & Development Management)



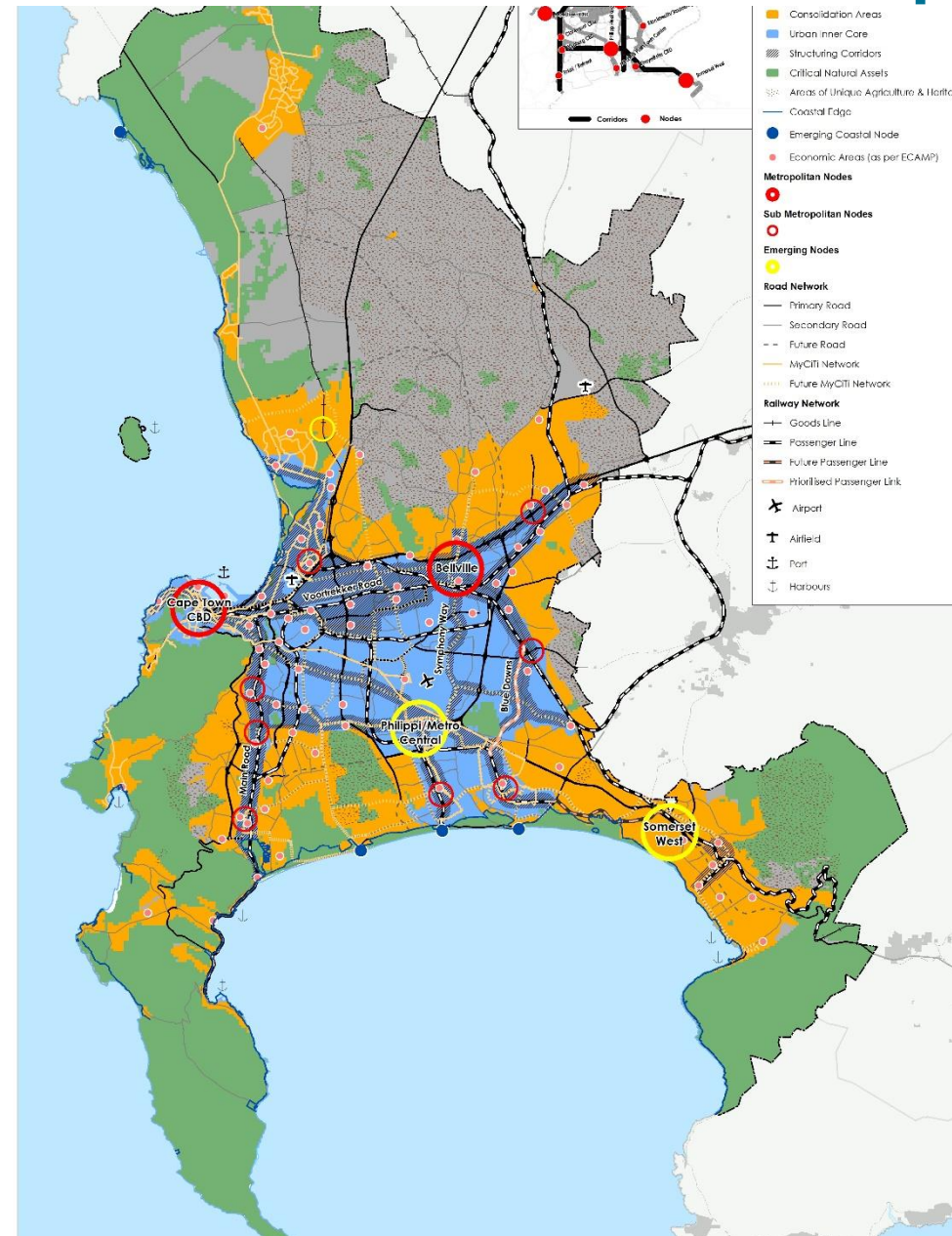
2018



vs

2022

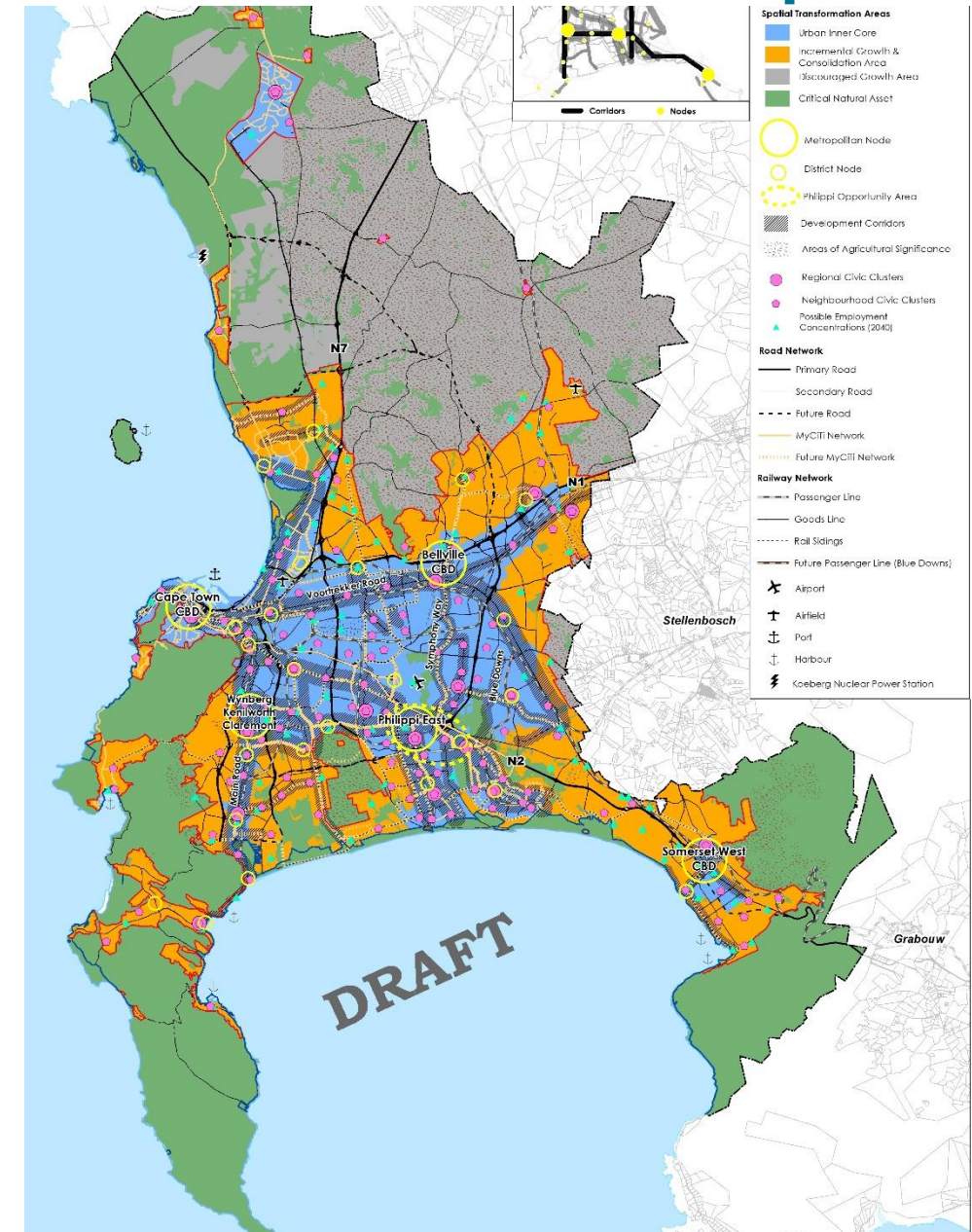
# Reviewed individual components with DSDF team and external input



MSDF 2018

## Updated:

1. Regional context
2. Formally protected areas (**Critical Natural Areas**)
3. **Urban Inner Core** & **Incremental and Consolidation areas**
4. **Coastal & Urban** Development Edges
5. **Areas of Agricultural significance** with Prov Dept of Agriculture
6. Future roads and rail
7. **Economic areas** from Land Use Model 2020/40 input
8. Thorough re-evaluation of **corridors & nodes**
9. **Civic clusters** and nodes from Comm Fac Planning process (incl 2040 modelling)
10. Inserted **Urban Development Edge** from DSDFs and pro-actively grew the IGCAs to accommodate land needs.



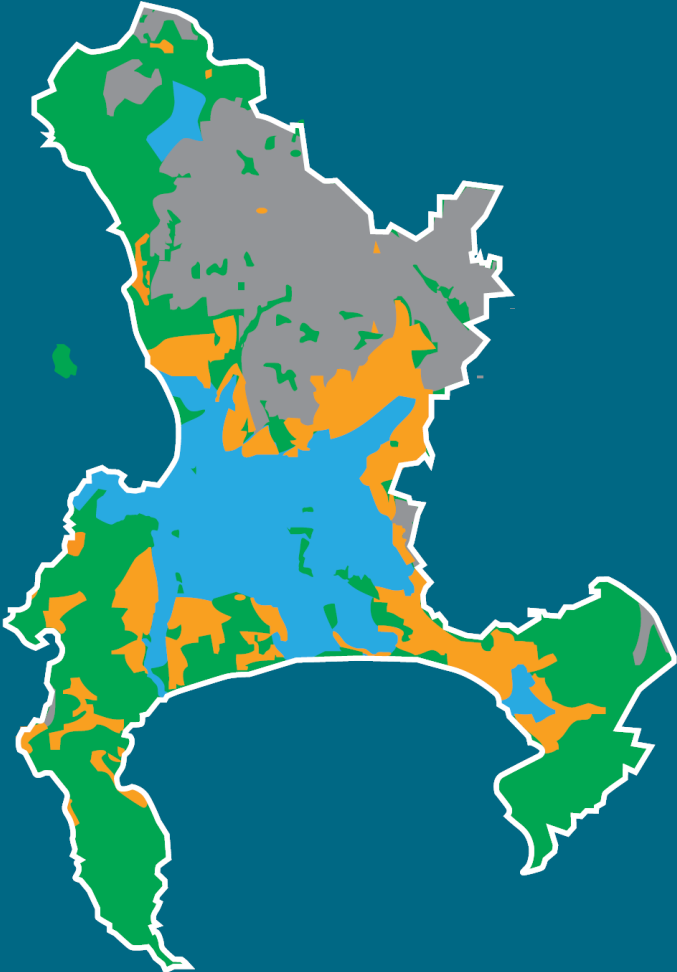


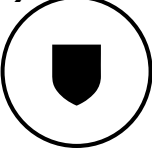



2022

Land Use Planning Guidelines  
MSDF 2012

vs Investment Rationale  
2018

<<similar>> 2021/22

SPATIAL TRANSFORMATION AREA	INVESTMENT PARTNERSHIP	INVESTMENT PRIORITY	PUBLIC EXPENDITURE	GRANT PRIORITISATION	PRIVATE SECTOR OPPORTUNITIES
<div>Urban Inner Core (UIC)</div> <div></div>	<div>Public sector investment priority</div> <div>Areas of <b>co-investment</b> between public and private sector (development charges + City budget allocations cover capital and operational cost of infrastructure)</div>	<div>Future proofing of UIC through bulk infrastructure prioritisation.</div> <div>Cross-sectoral collaboration , maintenance and upgrade of bulk engineering infrastructure and social infrastructure</div>			
<div>Incremental Growth and Consolidation (IGA)</div> <div></div>	<div>Public sector investment priority</div> <div>Areas of <b>co-investment</b> between public and private sector</div>	<div>Serving existing developments and communities</div> <div>Subject to capacity or existing inclusion in utilities master planning when serving proposed development</div>			
<div>Discouraged Growth Area (DGA)</div> <div></div>					
<div>Critical Natural Assets (CNA)</div> <div></div>					

# Implementation Chapter <<updated, expanded & cross referenced with IDP>> 2021/22

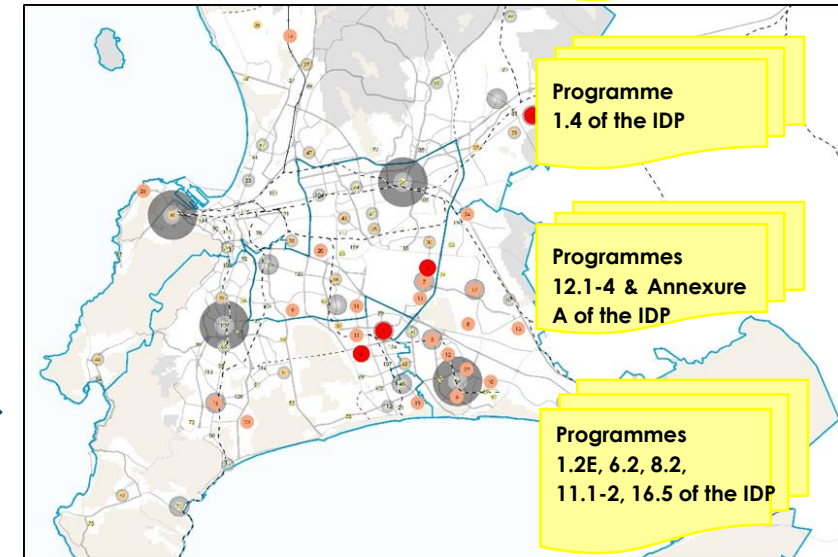
1. Human Settlement Strategy (HSS) (May, 2021) and associated Human Settlements Sector Plan (2022)
  - Consolidated Land Pipeline and Release Programme (CLP)
  - Micro-developer and additional dwelling improvement Programmes
2. Catalytic Land Development Programme (CLDP)
3. CBD Recovery Programme
4. Integrated Public Transport Network (IPTN)
5. Community Facilities and Health
6. Local Spatial Development Frameworks (LSDFs)/ Local Area Planning Initiatives (LAPIs)/ Precinct Planning as well as Urban Management Programme
7. Regulatory Reform and Incentives Programmes



Programme  
1.5 & Annexure A  
of the IDP

Programmes  
2.1, 8.1 of the IDP

Programme  
1.4 and Annexure  
A of the IDP



Programme  
1.4 of the IDP

Programmes  
12.1-4 & Annexure  
A of the IDP

Programmes  
1.2E, 6.2, 8.2,  
11.1-2, 16.5 of the IDP

Programmes  
1.4, 11.2, 15.1, 16.1, 16.4,  
16.7 of the IDP

Programmes  
7.1, 8.1, 15.1 of the IDP

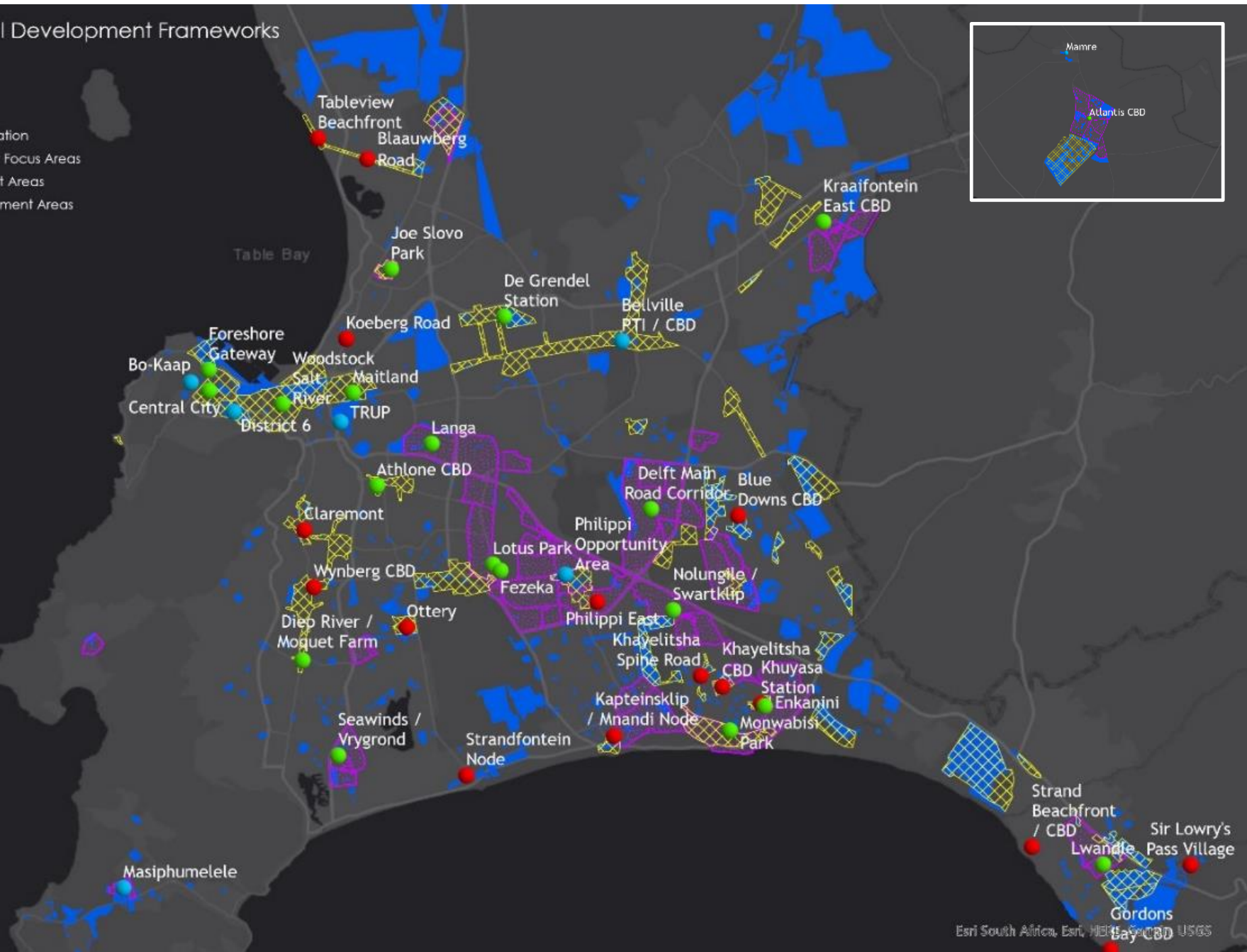
# Implementation Chapter: LSDF/ Local Area Planning ongoing

<<new>>

## Local Spatial Development Frameworks

### Status

- Draft
- In Progress
- Pipeline / Initiation
- Development Focus Areas
- Urban Support Areas
- New Development Areas



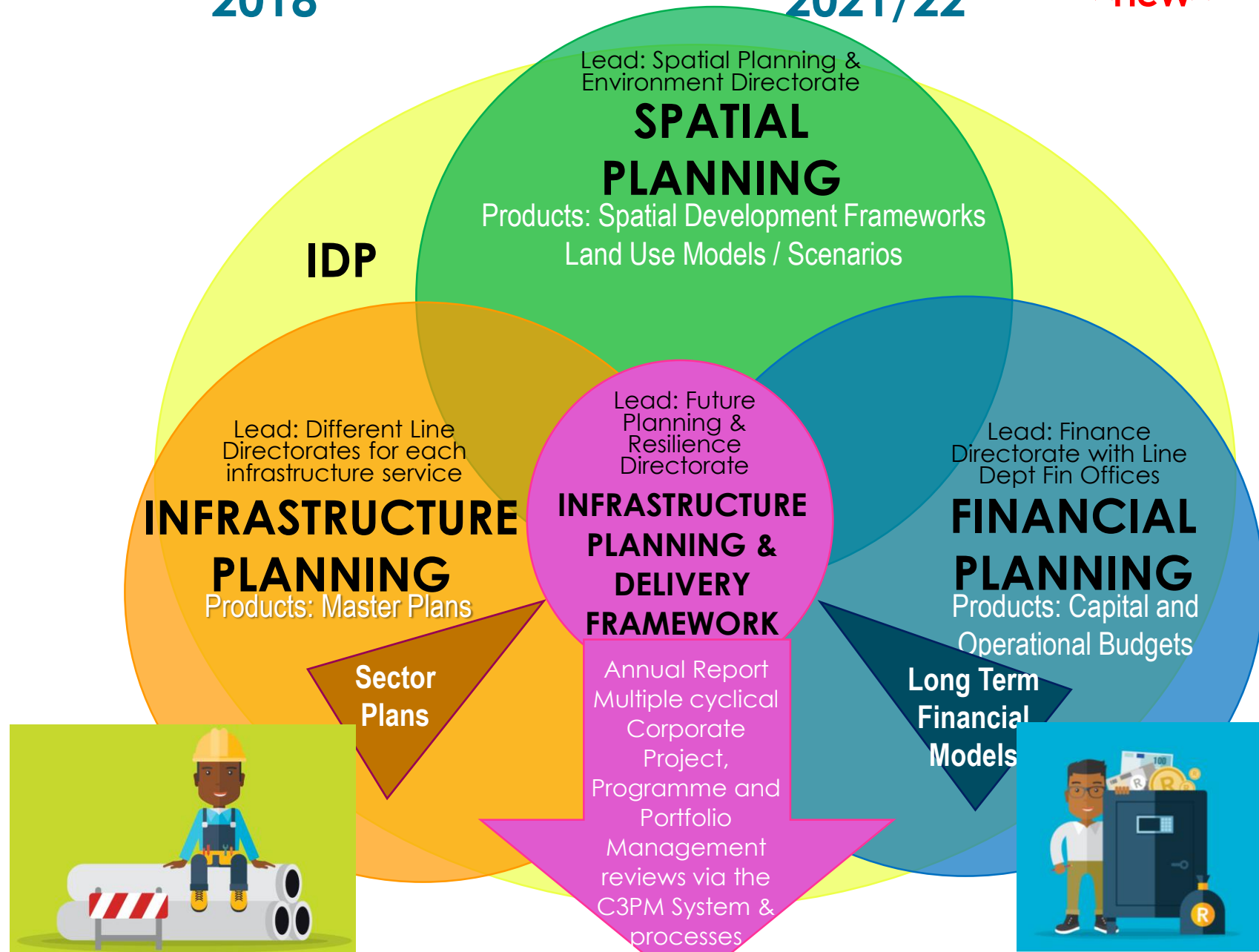
# Systems integration @ Spatial, Engineering & Financial Planning

MSDF 2012

2018

2021/22

<<new>>



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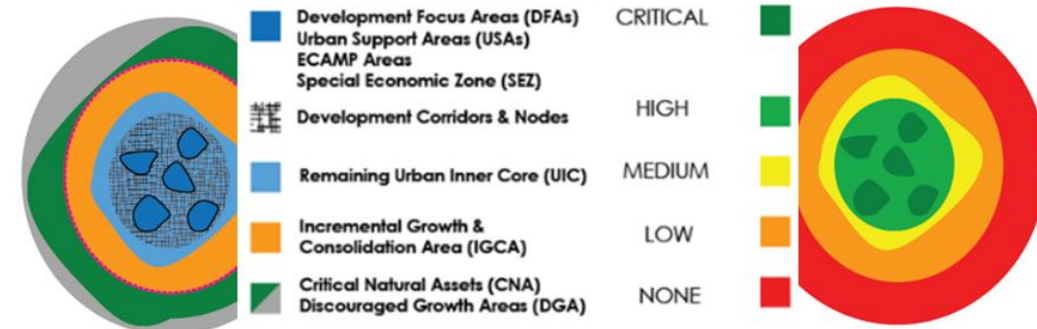
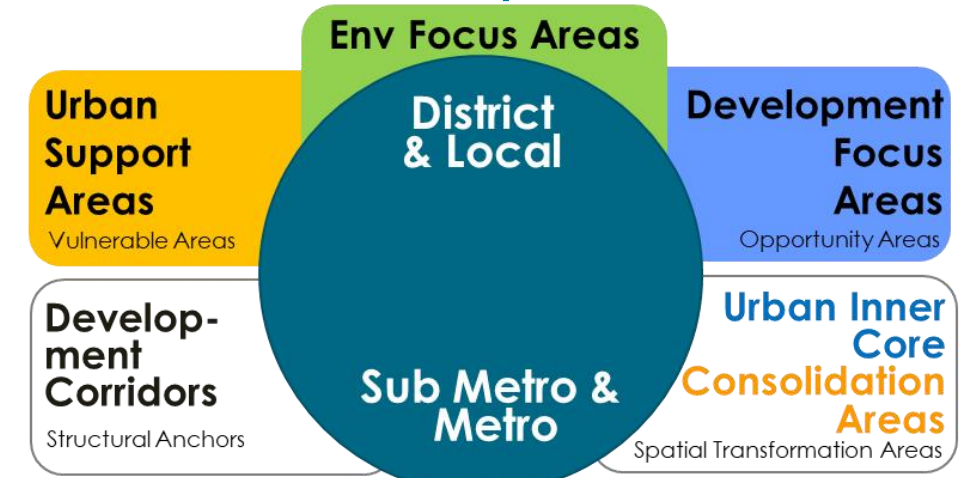
# Systems integration @ Spatial, Engineering & Financial Planning

MSDF 2012

2018

2021/22

<<new>>



# Infrastructure Capacity Mapping and Programme & Project lists

MSDF 2012

2018

2021/22

<<new>>

High level reference without engineering project description

High level reference without engineering project description.

Per sector: capacity maps with high level project description

- Electricity
- Water & Sanitation
- Stormwater
- Waste

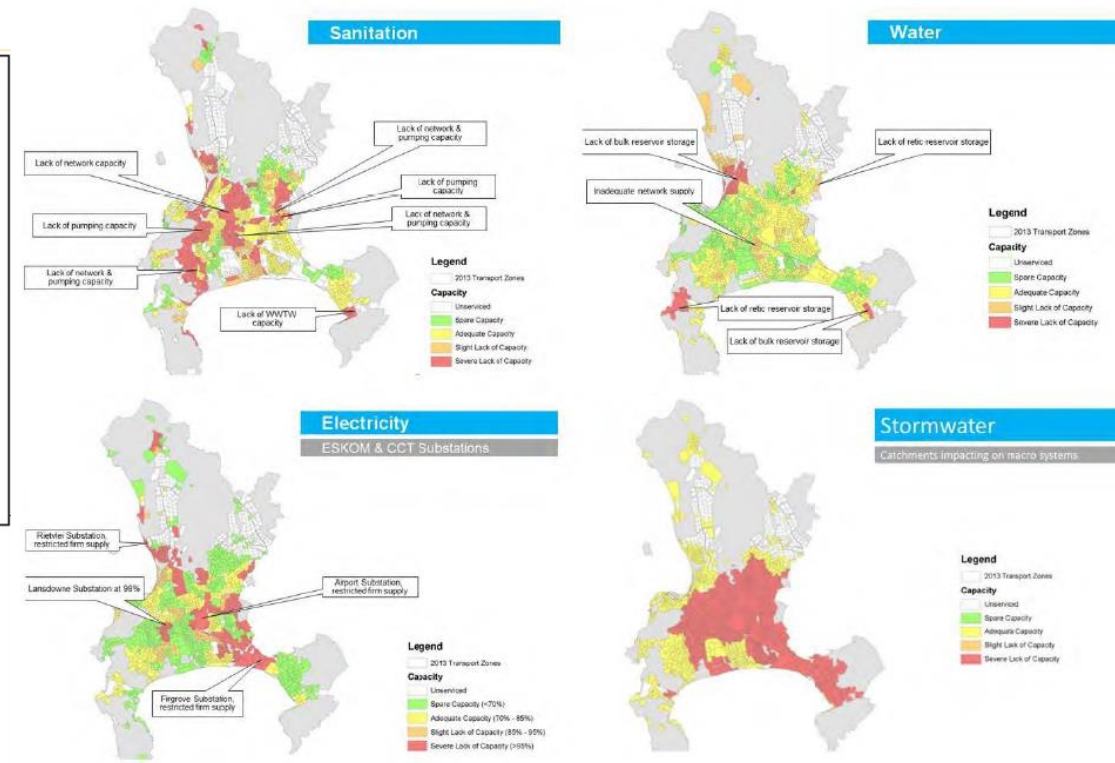
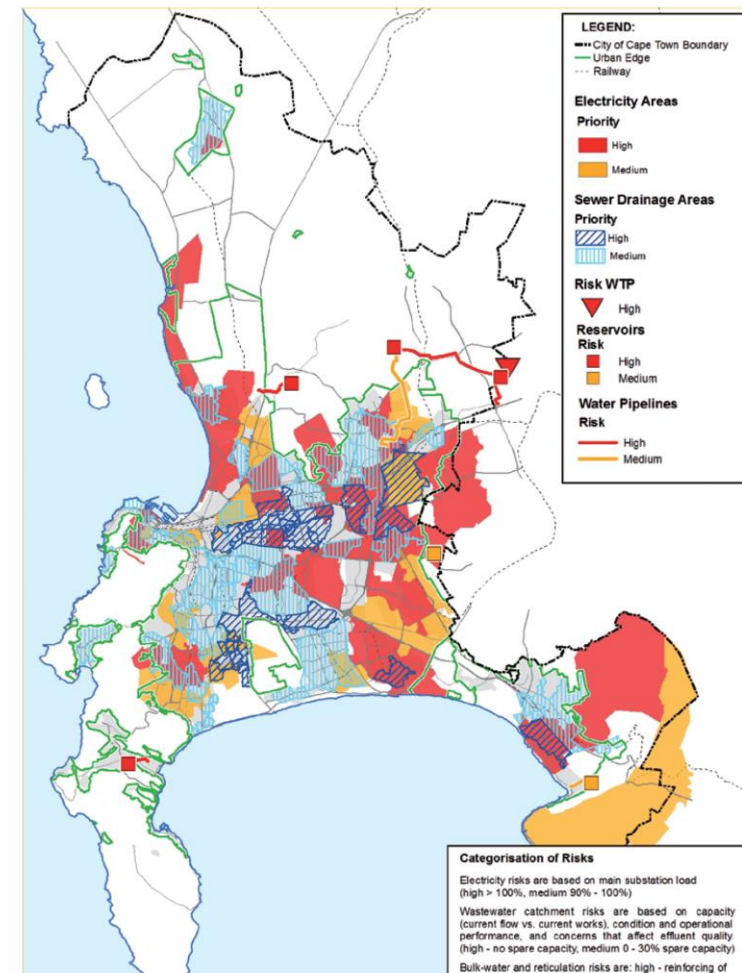
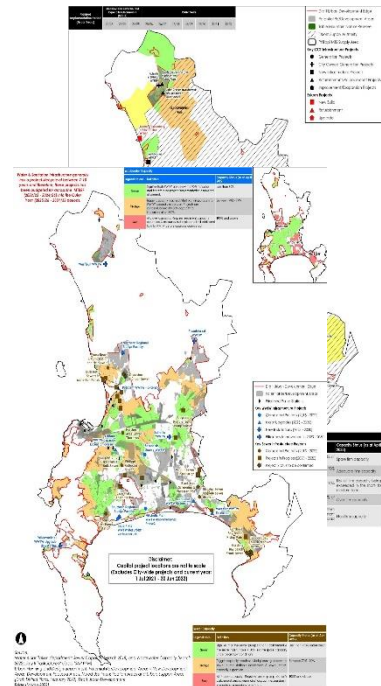


Diagram 14: Infrastructure capacity per utility service (source: MTIF)

But 2017-18 MTIF completed (Medium Term Infrastructure Investment Framework) – costing 3 land use models



# Infrastructure capacity, renewal & project priorities from sector plans

## Sector: Electricity

### Sector description

Generation

Distribution:

- New infrastructure projects
- Refurbishment/Replacement projects
- Improvement/Expansion projects

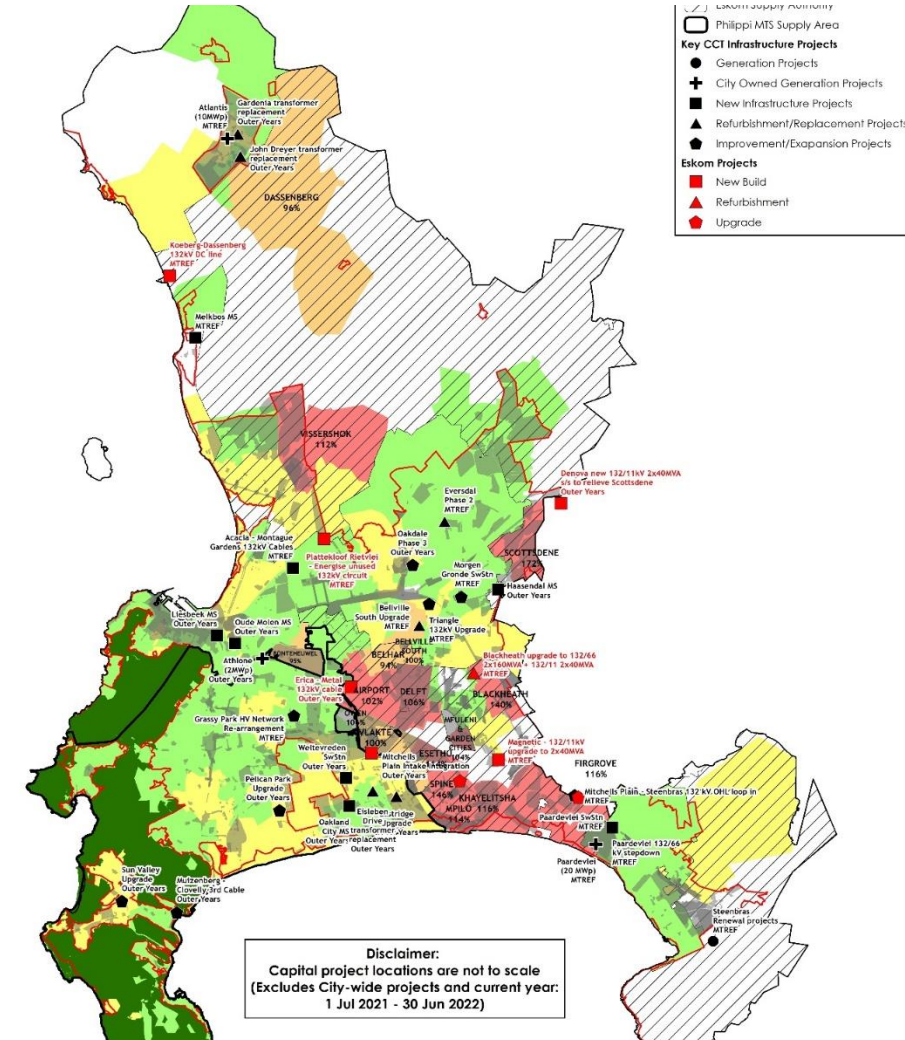
Electrification

Municipal Energy Efficiency Programme

Other special mentions: Philippi MTS Supply Area

Programmes  
2.1, 3.1-3.2, 4.1  
of the IDP

<<new>>



Electricity Firm Capacity		
Legend colour	Definition	Capacity Status (as at April 2022)
Green	Electrical peak demand in 2020 was less than 70% of firm network capacity	Spare firm capacity
Yellow	Electrical peak demand in 2020 was between 70% and 90% of firm network capacity	Adequate firm capacity
Orange	Electrical peak demand in 2020 was between 90% and 100% of firm network capacity	Risk of firm capacity being exceeded in the short- to medium-term.
Red	Electrical peak demand in 2020 was over 100% of firm network capacity	Over-firm capacity
White	The network is only designed for the normal system (N-0) condition. During a single system component failure electricity will be interrupted to the load supplied.	
		Non-firm capacity



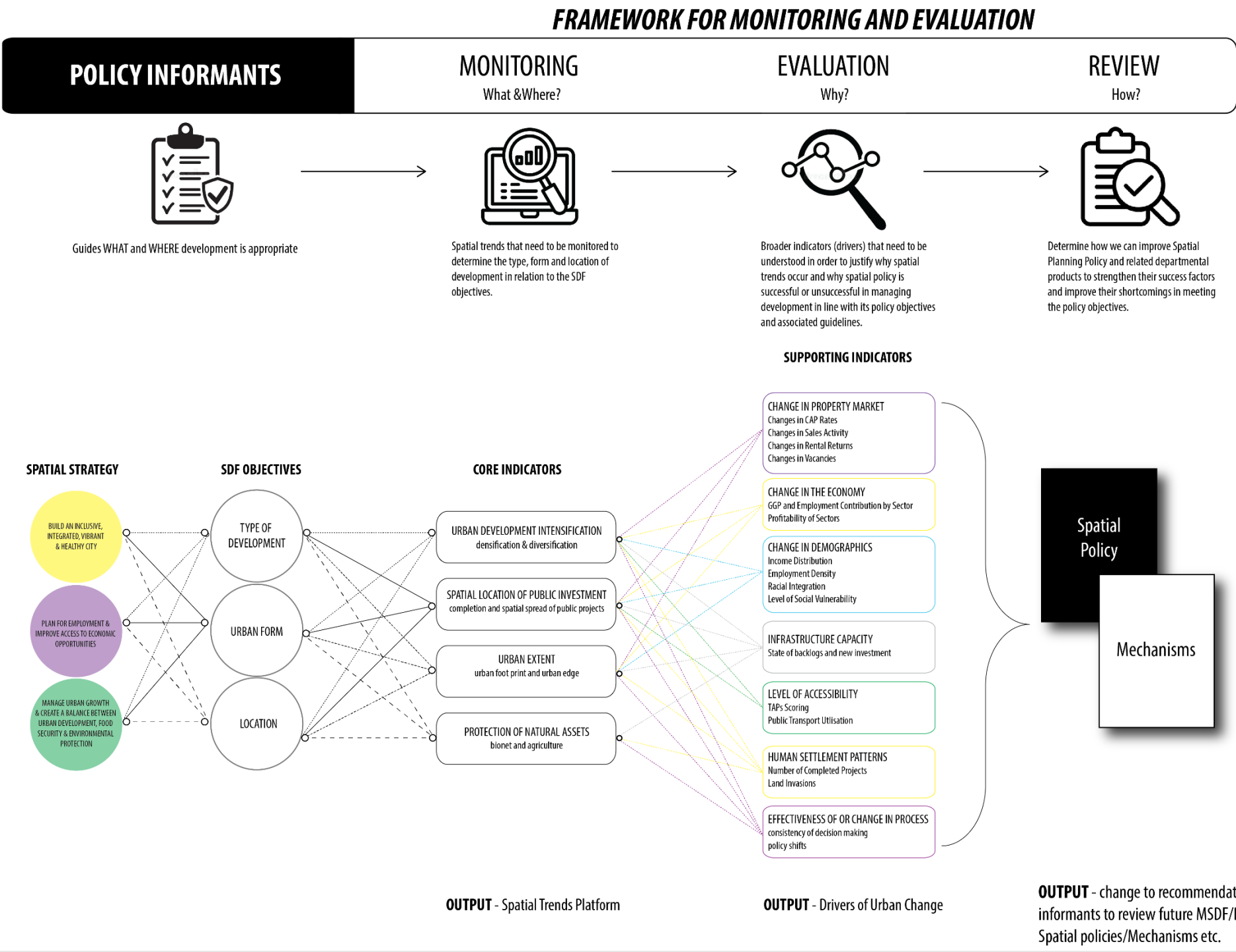






# Monitoring & evaluations framework / Spatial Trends Framework between MSDF & DSDF

<<new>>



# Policy statements

The 2022 MSDF policy statements have been updated reduced to reflect the following:

1. Changes and updates informed by the technical amendments from the District SDFs, the Municipal Planning By-law (MPB-L) and other recently approved City policies and strategies.
2. Policies that have not yet been approved, but are well advanced in terms of public engagement and technical rigour, and will play a part in ensuring the outcomes of the MSDF.
3. Strategic intent for applicants and case officers.
4. Implementation and investment guidance for the public sector.
5. Included indication of spatial layers to be used for land use application consistency with the MSDF (Table A1).
6. The implementation of the three spatial strategies.
7. Aligned to SDG (Table A3, A5 and A7) , SPLUMA development principles and IDP objectives Diagram A2, and spatially reflected in Map 5a-g.
8. Each policy now has spatial reference linked to it Table A2.

MSDF 2018 had 42 & 4 key maps  
MSDF 2022 has 26 & 7 key maps

<<new>> Localised Sustainable Development Goals



Spatial Planning & Land Use Management Act requirements



# Policy statements <<significantly reduced and condensed>>

## Compliance guidelines clear

Land use changes / land development proposals classified as <u>inconsistent and requiring a deviation</u> from key layers below	Key legislation MSDF and I
Agricultural Areas of Significance (Map 5c)	Subdivision Lance Act
Areas designated within Core 1 Biodiversity (Map 5b) and <u>not</u> identified as a New Development Area (NDA) in the District SDFs <sup>6</sup>	NEMA, Bior
Areas designated as Discouraged Growth Area / Critical Natural Areas (Map 5d)	SPLUMA, LL Rural Deve Guidelines
Areas beyond the Urban Development Edge (Map 5d)	SPLUMA, LL Rural Guide
Areas situated seaward of the Coastal Edge (Map 5a,d)	Integrated Managem
Under the 1:50 year flood line (Map 5a)	Floodplain Managem
Within the 65dBA noise contour lines (Map 5a)	SANS, MPB lines (Map 5a)
0-5km around Koeberg Nuclear Power Station (Map 5a)	Section 15f
Any outright contradictions to Policy Statements 1-26	MSDF
Rezoning away from G11 and G12 zonings if not identified as a mixed-use intensification area in the District SDFs <sup>6</sup>	LUPA Secti SDFs

## Navigation tables clear

Table A2: Navigating through Strategies and

### Spatial strategy 1: Plan for inclusive economic opportunities

Sub-strategy	Policy No	Policy (strategic intent)
1.1 Promote inclusive, sustainable, shared economic growth and development	1	Plan for the alignment of infrastructure certainty for private and public sector investment.
	2	Support and encourage the uptake of infrastructure through the uptake of infrastructure.
	3	Introduce land use changes that will support the businesses and less formal).
	4	Prioritise and promote the uptake of infrastructure through innovation ensure the private and well-performing.
	5	Promote Cape diversified and consolidated regional development.
	6	Plan for, and promote the uptake of transport network.

## Less policy statements and more clear

### SPATIAL STRATEGY 1: PLAN FOR INCLUSIVE ECONOMIC GROWTH AND IMPROVE ACCESS TO ECONOMIC OPPORTUNITIES

Sub-strategy 1.1: Prioritise inclusive economic growth and development  
Sub-strategy 1.2: Integrate land use, economic and infrastructure for the sustainable operation of the public transport network

Associated SDGs	SDG Targets
 <b>SDG 8:</b> Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	<b>Target 8.3:</b> Promote development-oriented policies that support productive activities, decent job entrepreneurship, creative and innovation, and encourage the formalisation and growth of micro and medium-sized enterprises, including through access to financial services.
 <b>SDG 9:</b> Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation	<b>Target 9.a:</b> Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries.
 <b>SDG 11:</b>	<b>Target 11.2:</b> By 2030,...

## Strategy vs Implementation intent

Table A4: Spatial Strategy 1: Policy Guidelines, Strategic and Implementation Intent

SPATIAL STRATEGY 1: PLAN FOR INCLUSIVE ECONOMIC GROWTH AND IMPROVE ACCESS TO ECONOMIC OPPORTUNITIES	
Sub-strategy 1.1: Promote inclusive, sustainable, shared economic growth and development	
<b>Policy 1:</b> Plan for the alignment, sequencing and implementation of infrastructure programs to secure confidence and certainty for private and public sector investment.	
<b>Strategic intent</b>	<b>P1.1</b> Plan for the implementation of proactive budgeting and upgrading of bulk, link and reticulation networks supporting the Spatial Transformation Areas (STAs) investment rationale, Sector Plans and Infrastructure Planning & Delivery Framework.  <b>P1.2</b> Encourage land development decisions that are aligned with phased delivery of bulk engineering infrastructure programs to secure and improve market confidence and certainty for private and public sector investment.
<b>Policy 2:</b> Support and encourage investment (public & private) through the uptake of available incentives to encourage and facilitate economic growth.	
<b>Strategic intent</b>	<b>P2.1</b> Encourage decision making that directs appropriate investment in support of the following three available financial incentives to maximise employment benefits by supporting inward investment in well-located nodes: <ul style="list-style-type: none"><li>Urban Development Zone (UDZs) <a href="#">Income Tax Act 58 of 1962</a></li><li>Special Economic Zone (SEZs) Special Economic Zones Act, Act No. 16 of 2014</li><li>Manufacturing Investment Incentives Policy</li></ul>
<b>Implementation intent</b>	<b>P2.2</b> Leverage development potential through spatially targeted mechanisms within the DMS, such as overlay and base zones, heritage exemption zones, and UDZ incentives to support inward inclusive growth

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vs

2021/22  
<<updated & reduced>>

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## Executive summary

1 as part of Volume I  
+  
5 as part of Volume II



## Executive summary

<<new>> **Map Guidebook**  
(Navigating between MSDF & DSDF Maps)



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# THANK YOU | DANKIE | ENKOSI

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