WHAT DO YOU THINK?

Tell us what you think about the ideas in the draft District Plans by writing to:
Spatial Planning and Urban Design Department
PO Box 4511, Cape Town, 8000
futurecapetown@capetown.gov.za

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Public participation process

<table>
<thead>
<tr>
<th>2007/2008</th>
<th>2008</th>
<th>2009 (We are here)</th>
<th>2010</th>
<th>APPROVAL</th>
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</thead>
<tbody>
<tr>
<td>Advertising and registration of interested and affected parties</td>
<td>1st PUBLIC CONSULTATION Awareness, vision and principle issues</td>
<td>2nd PUBLIC CONSULTATION Content of SDF</td>
<td>3rd PUBLIC CONSULTATION Final draft of SDF</td>
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1. INTRODUCTION

WHAT IS THE DISTRICT SPATIAL DEVELOPMENT PLAN (SDP)?

A district Spatial Development Plan (SDP) is a framework of policies and plans that will guide the physical development of a district (in the same way that the City Spatial Development Framework will guide development of the City). The SDP, along with the City SDF and local plans will be used by the City to assess applications submitted by property developers to:

- guide significant changes in land use; and
- guiding public investment in infrastructure (such as roads, clinics and sports fields).

WHAT IS AN ENVIRONMENTAL MANAGEMENT FRAMEWORK?

An Environmental Management Framework (EMF) guides decision-making in terms of Environmental Impact Assessment (EIA) regulations. An EMF identifies:

- the environmental characteristics of an area;
- the environmental management priorities for a district;
- constraints and opportunities for development activities as influenced by the characteristics of the natural and socio-economic environments as well as development pressures or trends; and
- the kinds of activities that would be undesirable in a district or a part of a district.

The EMF forms a component of the SDP and thus informs land use decision-making.

WHAT WILL A SDP/EMF DO?

An SDP/EMF will guide the City’s decisions regarding:

- Environmental Impact Management (EIM) Zones – where urban development should not be promoted or should be limited in order to avoid/mitigate environmental impact.
- New development areas – where direction is given to the location and form of new development.
- Urban restructuring and upgrading – where direction is given to major changes in land use in existing urban areas as well as to significant public investment in infrastructure, facilities and public space.

HOW DOES A DISTRICT SDP RELATE TO OTHER SPATIAL PLANS FOR THE AREA?

District plans are aligned with higher level plans such as the City and provincial SDF. Existing spatial plans for the district have been reviewed and several interventions will occur, namely:

- Superseded policy plans: Several district scale spatial planning frameworks are out of date and will be superseded by the district plan (e.g. Metro South East Structure Plan).
- Retaining relevant plans: A number of local area plans will continue to operate within the framework of the district plan, although where contradictions occur, the district plan will take precedence.

HOW DOES THE DISTRICT SDP RELATE TO THE ZONING SCHEME?
The district plan does not give or take away zoning rights. This can only occur through a land use process (e.g. rezoning) in terms of the appropriate legislation.

The district plan does, however, provide a guide when decisions regarding land use and zoning are made. The SDP may also identify areas for further detailed planning work which can provide a detailed level of guidance to land use processes.
2. THE CONTEXT

SNAPSHOT: KHAYELITSHA MITCHELLS PLAIN DISTRICT

Area: This district, most of which has developed since 1970, is bounded by the N2 and Lansdowne to the north, Weltevreden Road to the west, the coastline to the south and Baden Powell Drive and the Macassar Dunes to the south-east. Cape Town International Airport is located to the north and has a significant noise impact.

Nature: The district has a diverse natural environment which includes the coastline, coastal cliffs and the associated embryonic dune environment called the Swartklip Dunes (where endangered Cape Flats Dune Strandveld is dominant), and the Cape Flats Aquifer which underlies most of the district (including its river environment east of Khayelitsha and its wetlands in low-lying areas).

People: The 719 512 residents of the area (24% of the city population) are the most youthful in the City (29% of the City’s youth).

Living: Approximately 43% of homes in the district are informal and are located mainly in Khayelitsha and Philippi. Mitchells Plain is dominated by formal dwellings. The district reflects some of the highest residential densities in the City, particularly the informal settlements in and around Site C in Khayelitsha (many of these settlements lack access to basic services).

Working: Unemployment is high (38%) and a significant proportion of employed residents commute long distances outside the district. Informal trading around transport interchanges is an important feature of the local economy.

Health and safety: Prevalence of TB and HIV is high (Khayelitsha reflects twice the national average infection rate) and socio-economic conditions contribute to the spread of communicable diseases. Levels of crime are also high, and public open spaces are not safe.

WHAT ISSUES SHOULD THE SPATIAL PLAN CONSIDER?

Priorities within this district are improving health, employment levels and safety, and decreasing crime. The spatial plan cannot comprehensively address these issues but can contribute to creating better living, working and recreational environments.

Key issues are:

- Overcoming the spatial constraints to economic development.
- Addressing the spatial concerns related to rapid settlement growth pressure.
- Providing direction for better access to safe, quality public spaces, accessible public facilities and city-level places of amenity.

WHERE DO THE OPPORTUNITIES LIE?

Within and linked to the district, various spatial opportunities exist that if exploited can contribute to addressing developmental challenges.

Spatial opportunities that will contribute to addressing the issues include:

- Areas of economic potential such as:
  - the transport interchanges and station areas;
  - coastal nodes, the Philippi Industrial Area; and
  - generators close to the district such as the airport.
- Reinforcing and improving movement links to areas of opportunity within and beyond the district.
- Areas for new settlement growth include infill sites within and beyond the district.
- The programme to upgrade informal settlements.
- Existing public infrastructure clusters.
- Coastal resort nodes providing possibilities for “meeting the coast”.
- The linear open space system.
3. THE VISION

The draft spatial vision for the district is:

“The connected district with its heartbeat around its rail stations, its soul in its safe dignified parks and living rooms and its new coastal face shining to its residents and visitors from the City and beyond.”

The residents of the district have contributed to the spatial vision by articulating their views on the future development of the area:

- Access to natural areas such as Kirstenbosch is difficult … natural areas and amenities close to disadvantaged communities should be encouraged.
- Make open spaces safer … include opportunities for urban agriculture … burial sites and initiation schools.
- There needs to be massive investment and improvements to public transport services … greater linkage between job opportunities and residential development.
- Employment opportunities should be closely linked to residential development so that people do not need to travel far from where they live.
- Integrated development … land for churches, schools and clinics … not just housing development.
- Better linkage to the coast … and benefits from tourism.

These will be built on through further engagement.

WHAT SPATIAL STRATEGIES WILL ACHIEVE THE VISION?

Five strategic directions or building blocks will provide shape and give order to areas of Cape Town and the District.

The first building block is the METROPOLITAN OPEN SPACE SYSTEM (MOSS) aimed at retaining and enhancing key nature areas (such as the coastal and Kuils River river systems), ensuring opportunities for urban agriculture in suitable areas, and providing a system of parks and sports fields which are increasingly accessible to residents in the district.

The second building block is an ACCESSIBILITY GRID consisting of a primary and secondary grid, forming the basis for city-wide and inter-district public transport routes and a tertiary grid forming the basis for local public and non-motorised transport routes.

The primary grid includes the north-south road and rail spines in Khayelitsha and Mitchells Plain and their connection west, north and eastwards to the rest of Cape Town. The focus is on completion of the grid to improve access, giving priority to non-motorised and public transport.

The third building block is a system of ECONOMIC OPPORTUNITY ZONES (including intense economic activities) and CIVIC CLUSTERS (including quality public space and social facilities). These are located on the ACCESSIBILITY GRID, meaning that opportunities are closer to public transport and people. Higher order OPPORTUNITY ZONES relate to the more
exposed, central and connected locations on the primary/secondary accessibility grid such as the Khayelitsha Business District, Mitchells Plain Town Centre, Nolungile Centre and Philippi Industria.

**The fourth building block** is a system of *EDGES* that avoid development in unsuitable areas and manage the growth of the area. The most significant edge in this district is the coastal edge which directs growth towards key nodal points along the coastline while respecting key natural informants.

**The fifth building block** is a system of *DESTINATION PLACES* which will provide improved and new high-quality public places for residents and visitors to the area to enjoy. Destination places in the district are focussed on meeting the coast with an improved set of leisure, living and supporting economic development opportunities.
4. THE PLAN

WHICH ENVIRONMENTAL ATTRIBUTES SHOULD BE TAKEN INTO ACCOUNT IN PLANNING AND DECISION MAKING?

Five Environmental Impact Management (EIM) zone plans respond to this question. The EIM zones are based on the environmental attributes of the district. Attached to these zones is an indication of suitable types of activities (ranging from undesirable activities to those that may not have a significant impact) as well as guidelines for the management of these activities.

EIM ZONE 1: CONSERVATION, ECOSYSTEM PRIORTY AND FLOOD RISK AREAS

EIM Zone 1 includes areas within the flood risk/flood fringe (Kuils River system), areas subject to coastal inundation and erosion risk (including sensitive coastal dunes along the False Bay coastline), and conservation priority areas (including protected environments such as Wolfgat and areas of significant biodiversity value such as the Kuils River wetlands).

Low-impact activities such as passive recreation and conservation are generally suitable in this zone. Certain activities (such as tourism accommodation) may be suitable in some areas provided mitigation measures are in place. However, activities that significantly transform these environments or may result in pollution are generally undesirable.

EIM ZONE 2: COASTAL PROTECTION ZONE AND DUNES

EIM Zone 2: The Coastal Protection Zone is delineated by the coastal edge line which is determined by a number of parameters, including sea level rise, storm surge, biodiversity, coastal access and other coastal processes.

In District F development in this zone will require sensitivity towards coastal processes and is best suited to defined nodal areas.
EIM ZONE 3: SOCIAL, CULTURAL AND HERITAGE AREAS

EIM Zone 3 includes areas with social or cultural significance such as cemeteries, initiation sites and scenic drives, as well as parks and recreation areas.

Suitable activities here require sensitivity and a priority is to encourage activities that enhance the safety of public spaces by making sure new development fronts onto and defines these spaces.

EIM ZONE 4: ECONOMIC RESOURCE AREAS

EIM Zone 4 includes agricultural and mineral extraction areas. These areas are limited, although a priority is to develop urban agriculture. Urban agriculture is a suitable activity in relation to open space, including servitudes and storm water networks, where conservation value is limited and where there is limited impact on public access or active recreational use. The EIM zones identify areas where sand mining is likely to be undesirable, although provision is made for sand mining in potentially suitable areas (including those subject to existing mining activity) subject to the appropriate authorisation and management plans.

EIM ZONE 5: URBAN USES AND UTILITIES

EIM Zone 5 identifies utilities and uses that are suitable or unsuitable within the urban fabric, including commercial, industrial and certain utility areas (e.g. area impacted by airport noise contour). Uses that do not have a significant impact will inform future exclusions to the set of listed activities.
4. THE PLAN

WHICH AREAS SHOULD BE DEVELOPED AND WHAT FORM SHOULD THIS TAKE?

The New Development Areas Plan identifies significant areas for new urban development on undeveloped land and proposes a form that supports the vision and is aimed at reinforcing the spatial building blocks for the area.

Philippi

The Philippi industrial area (1) offers significant opportunity for new urban development within a zone of economic opportunity. While much of the land within the 65db noise contour should be developed for general industrial purposes, the plan encourages mixed-use activity on undeveloped land abutting Stock Road and Lansdowne Road. New mixed-use development, including commercial development and medium-density housing is encouraged within the Stock Road precinct (2). Other areas for new development include Farm 693 ptn 10 (3) and Erf 3482 (4), with the latter reflecting opportunity for mixed-use development around the Stock Road Station.

Mitchells Plain

Larger areas for development include sites along the R300 (5) where significant new medium-density housing is proposed, and Erf 776 and 2323 (6), where mixed-use development and public facilities should activate the southern side of the station, reinforced by housing development. New development around the Kaeptinsklik Station (7) and Mnandi resort (8) is proposed to support the idea of meeting the coast and encourage a vibrant coastal settlement connected to an intensely developed station precinct.

Khayelitsha

Significant infill development opportunities are confined to Washington Square (9) where a mix of urban development is proposed; the OR Tambo precinct (10) at Mew Way along the N2 where a new mixed use and sporting precinct is proposed; the Khayelitsha Business District, (11) where a range of urban uses are proposed to reinforce this centre; and a selection of undeveloped sites around Kuyasa Station (12) proposed for residential, mixed and public facility uses. Beyond this, new development should be accommodated at the Monwabisi resort and environs (13) as this will contribute to new economic and living opportunities in a high-quality public environment.

Swartlip

Parts of the Swartklip site (14) are proposed for new urban development along with new linkages to promote integration with the surrounding areas. Exposed locations along Swartklip and Spine Road, as well as south of Nolungile Station, should be most intensively developed. Mixed-use activity (including commercial and potential general industrial use) will create new employment opportunities in the district. Higher-medium density housing will reinforce the structuring of public transport routes with lower densities, creating a positive interface onto the central core nature area.
4. THE PLAN

WHAT NEEDS TO CHANGE IN EXISTING AREAS TO MAKE THEM WORK BETTER?

The Urban Restructuring and Upgrading Plan responds to this question. It promotes significant changes in land use in particular areas and identifies areas where major upgrading and investment is required.

Open space system

Consolidated investment at existing high-order sports complexes and new parks within the open space system will provide better access to a range of recreational opportunities. A new metropolitan park and conservation area should be considered on the Swartklip site (1), as well as new district parks associated with the open space system and clusters of schools (2).

Transport infrastructure

In order to complete the accessibility grid, several new road links should be constructed over time to improve access to the broader city and within the district. Higher-order routes to improve access include completion of the Mew Way/Saxdowns Road link (3) and the extension of Sheffield Road (4) across the horticultural area to Ottery. A number of district-level route links are proposed to complete local accessibility networks. A new rail station near Sweet Home (5) is proposed, in addition to those being developed as part of the Khayelitsha Rail line extension (6). Routes should accommodate greater levels of urban development and better support public and non-motorised transport. These include development routes such as Spine Road and activity routes such as Lansdowne Road, AZ Berman and Bonga Drive, which should support more intense land uses fronting onto the routes and a system of local activity streets.

Intensification and major land-use change

To promote development within economic opportunity zones, several strategic sites are identified where intensification of land use and a greater mix of uses should occur. These include new development areas such as the Swartklip site (7), Kaptainskilp/Mnandi (8) and Monwabisi (9), as well as urban areas that should accommodate greater intensity and diversity in land use, such as areas along Lansdowne Road (10), Stock Road (11), at the Old Cement Factory site (12) and the existing Mitchells Plain Town Centre (13).

Although dedensification of certain settlements is required, densification is proposed in a number of areas to bring people closer to opportunities and public transport. Subject to an assessment process, these areas include blocks abutting development and activity routes and areas around civic clusters within opportunity zones.

Public facilities and public space

Urban and civic upgrade areas have been identified where investment should be directed towards public space and/or facilities. Investment will have the biggest impact at economic opportunity zones and civic clusters such as Lentegeur Station (14), the Khayelitsha Business District (15), along Stock Road and Nolungile Station (16). Investment in the public environment should be prioritised to enhance the sense of place of destination places, including the coastal nodes and nature areas within the Swartklip site. This should extend to district-level public links to these places.

Public housing: informal settlement upgrade

Informal settlement upgrade is a priority. The City has a constitutional obligation to provide basic services to residents. In addition and where possible in terms of human safety considerations, informal settlements will be upgraded incrementally to permanent settlement areas, as dignified neighbourhoods with associated social and economic opportunities. Local area plans will guide this process.
4. THE PLAN: THE FULL PICTURE

The composite district Spatial Development Plan combines new development area and urban restructuring proposals with informants drawn from the environmental management framework’s EIM zones. It therefore serves to synthesise and resolve land use proposals. The following proposals are reflected in the plan:

- **Natural open space:** This includes major areas to be conserved as natural open space comprising existing protected areas; elements of the biodiversity network which should be subject to protection and which form key components of a linked network of natural open space as well as flood-prone areas, river courses, wetlands and associated buffers; areas within the coastal protection zone and sensitive dune fields. These areas include the False Bay coastal system, the north-south link to the Swartklip site and the Kuils River system.

- **Open space:** This includes open space which could be used for a range of social, recreational, cultural and economic activities and utility services. The focus is on promoting continuities in the system, maximising diversity in its use and punctuating the system with an equitable spread of metro and district-level parks and sports complexes.

- **Land use transport network:** The plan reflects new route links to complete the accessibility network contributing to improved transport links with the rest of the City and within the district. Increased intensity of land use is proposed along key activity routes (Bonga/Lwandle/Walter Sisulu Drive, Lansdowne Road through Philippi and AZ Berman/Stock Road), at points along development routes (Lansdowne Road in Khayelitsha, Spine Road, New Eisleben). This will form the backbone of the trunk or line haul road-based public transport network, as well as in relation to accessible modal interchanges. A greater mix of land use activity should also be considered along local activity routes and other structuring routes in support of feeder road-based public transport services.

- **Urban development:** These areas should be considered for a wide variety of urban uses which could include housing development, public open spaces, community facilities local business development (where appropriate), but should not include noxious industrial uses. Several uses are specifically differentiated within the broad urban development category.
  - Mixed-use intensification: These areas (which contribute to realising the concept of economic opportunity zones) should be promoted as the focus for intense urban development, accommodating a mix of space-intensive uses. This is proposed in areas that are accessible and reinforce the public transport network and system of structuring routes. Major opportunities relate to the business districts or town centres, the core of the Philippi industrial area and opportunities in relation to the Swartklip site.
  - General Industrial development: These areas should be the focus of general industrial development. Areas for these purposes focus on infilling of existing industrial areas with the Philippi industrial area being the main opportunity in this district.

- **Urban/civic precincts:** These areas should be the focus of public investment in public and social facilities, contributing to clusters of complementary uses and quality public spaces which improve the urban environment. These are associated with intense urban environments, located close to public transport where commercial and high-density residential activity is encouraged. Higher-order urban civic precincts include the Stock Road Station area, Nolungile Station area, the Mitchells Plain Town Centre and the Khayelitsha Business District. These are complemented by a local system of clusters.

- **Destination places:** A set of destination places are identified in this district with core proposals relating to:
  - Realising development opportunities with regard to the coastal destination places (Mnandi and Monwabisi nodes) and focussing investment in a manner that enhances their special qualities and provides a new level of amenity.
Promoting the natural and recreational role of portion of the Swartklip site and a new natural destination place (along with the redevelopment of other portions of the site).

- Mineral extraction areas: Main mineral extraction areas within the district include permitted areas within the Macassar Dunes (and areas identified for such purposes within the Macassar Dunes Management Plan). In the short to medium term, existing impacted areas of the Swartklip site could be considered for mining activity as well as areas that can be mined out prior to construction of new urban development. Further mining activity should only occur subject to relevant environmental processes as well as an application for land use authorisation and is generally not supported within urban development areas or the open space system.

- Urban and coastal edge: The coastal edge is defined in order to protect coastal ecological processes and makes allowance for nodal development at the key coastal nodes (at Monwabisi and Mnandi).

- Noise contours: No residential development, public facilities (hospitals, clinics or schools) should be considered within the 65db noise contour.
Key:

Major land use designations

- Mixed-use intensification: Mixed use and high-density residential development
- New urban infill: New urban development with the opportunity for a range of urban uses, excluding noxious industry
- New industrial development: General industrial development
- Urban development: Urban development with the opportunity for a range of urban uses, excluding noxious industry
- Risk industry: Noxious industry or industry that carries high risk
- Industrial development: General industrial development
- Natural open space: Nature areas
- Open space: Public open space use
5. IMPLEMENTING THE PLAN

WHERE ARE THE PRIORITIES AND WHAT IS THE PLAN OF ACTION?

Several priority local planning and investment areas will be identified in order to implement the plan. Input from public engagement is an essential part of this process. These inputs will be balanced with the need to be strategic in focussing on projects with the maximum impact and highest alignment with the spatial strategies of the City SDF and District SDP and programmed with due regard for resources available to undertake projects.

Based on the technical review and inputs to date several planning and investment focus areas have been identified, including:

- preliminary local planning areas where further planning is required to guide local land use change or define capital investment interventions; and
- capital investment action areas both in the short, medium and longer term.

These are included in Annexure A and will be amended, prioritised and programmed with inputs from the engagement process on the draft SDP.

It should be noted that capital investment will occur across the district on a range of public facilities, infrastructure and services (roads, bulk services, etc). The focus on action areas is therefore not comprehensive but strategic, focussing on areas where multi-sectoral intervention is needed to ensure high-impact restructuring and upgrading within the district.

HOW WILL THE PLAN GUIDE DECISION-MAKING REGARDING DEVELOPMENT APPLICATIONS?

While the SDP/EMF will guide areas for future planning and capital investment, it also forms part of a package of policies that will guide land use and environmental decision-making. As part of the implementation of the plan, decision support tools are proposed to simplify access to information for decision makers in the public and private sector.
Annexure A: Preliminary local area planning projects matrix

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<th>Responsibility</th>
<th>Timeframe</th>
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