

# GORDON'S BAY DEVELOPMENT AREA

## Local Spatial Development Framework



Urban Planning and Design  
June 2024: Volume 2 - Final LSDF Technical Report



CITY OF CAPE TOWN  
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# 01

## INTRODUCTION

A local spatial development framework (LSDF) formulates a vision for the desired end state of an area. A LSDF aims to guide development by setting context based policies and guidelines for decision-making and actions.

This report entails a LSDF for the Gordon's Bay development area (GBDA). The LSDF was prepared in response to the lack of clear guidance in relation to vast tracks of vacant land within the study area. The LSDF adopts a spatial planning approach that acknowledges the unique value of the GBDA, whilst keeping in mind the influence and impact on its wider context.

*Note: The LSDF will assist in the coordination of existing and future development activities. It should, however, be noted that a LSDF alone cannot solve all the issues experienced within the study area or replace any existing planning or management practices currently operating therein. Moreover, a LSDF does not give or take away rights.*



## 1.1. Background

The study area is one of the largest parcels of vacant land within the City of Cape Town's urban edge.

The Human Settlements Directorate purchased sizable portions of land north of the Sir Lowry's Pass River in what is commonly called the Vlakteplaas area and intends to develop it for residential development.

Pressure from private developers is also increasing significantly to develop properties south of the Sir Lowry's Pass River, in an area that is commonly known as Firlands.

It is anticipated that the areas that include Vlakteplaas and Firlands, commonly called the Gordon's Bay Development Area (GBDA\*), (referred to as the "Study Area") will soon experience even more pressure for development once the Sir Lowry's Pass River has been upgraded. This is because

the Sir Lowry's Pass River passes through this area and most of the land is currently within a flood prone area. The extent of potential development in the area depends on the upgrading of the Sir Lowry's Pass River corridor. This process is currently underway and once it is finalised, there will be immense pressure to develop the land.

The Vlakteplaas sites were identified as an opportunity for publicly assisted housing. In light of the demand for available vacant land within the urban edge and the City's housing backlog, the development of this area is important at a City wide scale.

The Helderberg District Spatial Development Framework (hereinafter referred to as the "District Plan") identified the need for community facilities and open space to be addressed as part of the development of this area. There will be a significant requirement for public facilities such as schools, clinics, libraries and open space due to the sheer extent of the Study Area and the proposed residential developments envision for the area.

Currently, there are no structuring elements within the area which can inform the strategic placement of public facilities. Having pre-determined structuring elements in place to guide public investment and ensure public access to such public investments could assist in ensuring a maximum return on public investments and in creating a more equitable urban environment.

Apart from the guidelines in the District Plan and the City of Cape Town Municipal Spatial Development Framework (MSDF), there are no applicable policy or guidelines for the area. The Helderberg District plan identifies the need for a local spatial development framework and urban design guidelines to be formulated to guide future development.

The provision of a development framework for the study area in the form of a Local Spatial Development Framework (LSDF), is extremely important to guide the development of the area



that is in line Integrated Development Plan (IDP) 2022-2027, MSDF, 2023 and the District Plan, 2023.

The area is to be prioritized due to the understanding of the potential impacts of the existing N2/ future T2, and several important road connections (such as the Vlakteplaas link and the extension of Gustrouw Road) which are required to ensure there is an efficient movement network.

The above mentioned pressures gave rise to the need to guide future development in the area to ensure that it takes place in a co-ordinated and planned manner.



Figure 1: Images of the study area

## 1.2. Project Objectives

The objectives of the GBDA LSDF are to contextualise existing policy for the area and provide land use and urban form guidelines for future development. Therefore, the GBDA LSDF will provide policy direction for the nature and form of development which guide land use and environmental decisions with a focus on the value of the site and on the area. The LSDFs may identify contextual strategic public and private investment initiatives and development priorities.

The objectives aim to guide decision makers and provide a long term vision that will improve the spatial structure and functioning of the area. These broad objectives are:

1. To provide policy alignment for the area and incorporate changes in City policies, strategies and plans e.g., Integrated Public Transport Network, Cape Town MSDF and Draft DSDF, etc.;
2. To reflect changes in the development context e.g. including population growth, economic trends, development trends, etc.;
3. To provide policy clarity regarding the development vision for the Gordon's Bay area that has become a pressing matter;
4. To protect and enhance the rich and unique characteristics of the area; and

5. To provide policy guidance and direction for land use and other related decision making.

## 1.3. Status of a LSDF

According to the City of Cape Town Municipal Planning By-Law, Section 12 empowers the City to prepare a LSDF for a specified geographic area within the City. This LSDF may include an implementation plan, must align and give further effect by means of more detailed local planning to the higher order spatial planning policy.

No development may be inconsistent with the LSDF, except where specific site circumstances justify in which case the applicant must describe the inconsistency, s16. A record of all future deviations must be included, s22.

If there is any conflict between the LSDF and the MSDF then the MSDF prevails, s9.

The LSDF does not give or take away any right but provides guidance as an input to future development decisions, s16.

## 1.4. Terms of Reference

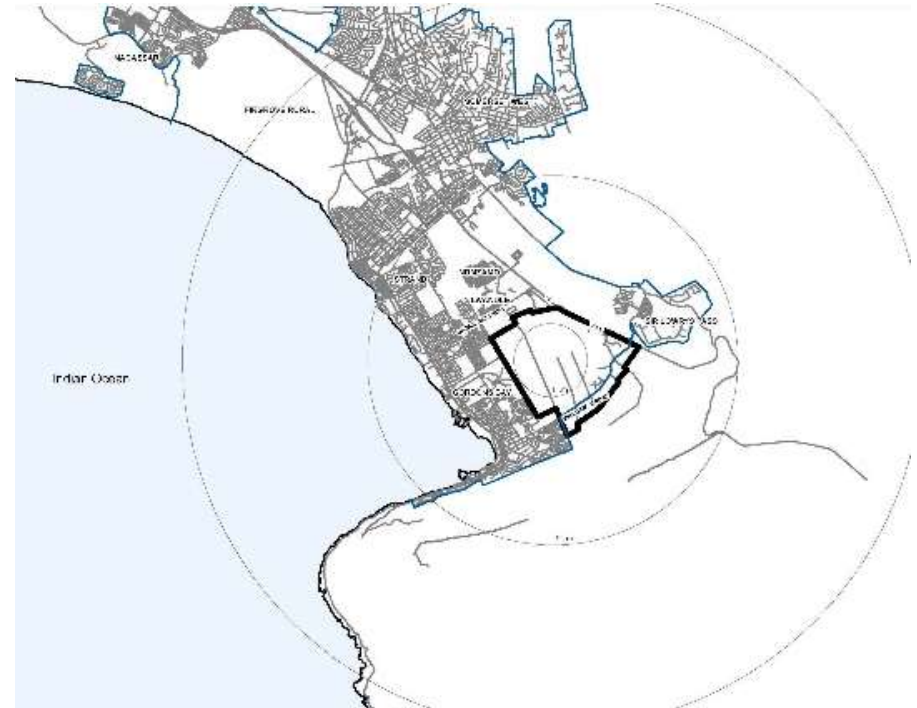
According to the Municipal Planning By-Law, the LSDF must:

- a. Align with and give further effect to the municipal spatial development frameworks;
- b. Identify and depict on a map current and future significant elements which give structure or spatial order to a settlement including road circulation networks, public transport systems, public open spaces, public facilities, and external engineering services
- c. Provide land use management guidelines that relate to –
  - i. Desirable land use patterns;
  - ii. Appropriate development densities and urban form;
  - iii. Provision of public open space and public facilities;
  - iv. Environmentally sensitive areas; and
  - v. High potential agricultural land;
- d. Provide a spatial representation to support spatial restructuring and integration within the district by indicating –
  - i. Areas where public and private development should be prioritised and facilitated;
  - ii. Areas where strategic intervention is required to enable desired changes to land use or urban form;
  - iii. Locations of future publicly-funded housing developments;
  - iv. Key infrastructure requirements to enable development of areas that have been prioritised;
- e. Support the municipal spatial development framework by depicting spatially the co-ordination, alignment and integration of relevant sectoral plans or policies of city departments."
- f. Describe how the LSDF aligns with the MSDF and relevant strategies of the city; and
- g. Summarise the processes for the public consultation (including responses to the comments received) and the drafting of the LSDF. (s11, s12 and s13).

In addition to the above, standard components of an SDF, the GBDA LSDF will:

- a. Prepare a situational analysis report for the Study Area;
- b. Prepare a spatial development framework with proposals to guide the future development of the Study Area. This will include, amongst others:
  - Urban structuring proposals identifying key urban elements and principles to guide the future development of the area. The urban structuring proposals will be key to the spatial development strategy;
  - A delineation the developable areas that could be made available for urban development, subject to infrastructure considerations, and the non-developable areas that should

- and or agricultural purposes;
- An indication of land uses to be created through the implementation of the development proposals;
- Proposals to guide the location of future community facilities and a land acquisition strategy;
- An indication of the anticipated densities for various pockets of land and an estimation of the potential yield of residential units.
- Urban design guidelines, principles and proposals to respond to potential areas of concern within the study area;
- Land use policy guidelines;
  - An implementation and prioritisation framework for the use by relevant departments e.g. In the prioritising provision of and upgrading of bulk services infrastructure or land acquisition; and
  - An IDP relevant projects list to facilitate the implementation of the LSDF.



### Figure 3: Locality map



## 1.5. LSDF Mandate & Methodology

The LSDF is currently in the drafting process and undergoing public engagements. The first public engagement was postponed to the 19 July 2023 due to last minute failed communication efforts. The mandate and process can be seen from Figure 4 below. Therefore, the LSDF is at phase 1 and 2: the initiation, issues, and vision for the report. For phase 1 actions are a sub-council report and to advertise the initiation process. At phase 2, the output actions are to locate and record data (from background research as well as public engagement), partake in stakeholder engagements and workshops (with both the public and the City of Cape Town).

The LSDF Guidelines Report serves as Volume 2 of a suite of documents. Volume 1 reflects a baseline study of the study area. The information gathered in the baseline study provided a platform to catapult from when formulating the LSDF. In addition to this, there will have been numerous forms of engagements with various stakeholders, site visits and public participatory activities, which shaped the outcome of this spatial policy.

It is important to note that while the draft report is in progress and unforeseen delays occur, the report is be updated regularly according to public engagement comments. This occurs at all phases of drafting the LSDF report.

The project is divided into the following five phases:

### **Phase 1: Initiation Phase**

This phase covers setting up of the Project Management Team (PMT)\* and Project Steering Committee (PSC)\* and obtaining the necessary administrative and political approvals to initiate the project.

### **Phase 2: Start Up and Situational Analysis**

This phase includes the initial public notification; the preparation and sign off of the Situational Analysis report that documents the status quo; and the policy and planning frameworks for the LSDF.

### **Phase 3: Concepts and draft LSDF**

During this phase the conceptual frameworks are prepared through interactive workshops with the community and officials and a draft LSDF is formulated.

### **Phase 4: Public Engagement and Final LSDF**

The administrative and political endorsement is obtained to formally advertise the draft LSDF during Phase 4. The draft LSDF is advertised and the comments that are obtained are incorporated into the final LSDF.

### Phase 5: Approval

During this phase the LSDF is taken through the necessary Council approval processes for final statutory approval in terms of the By-Law.

The methodology for the preparation of the LSDF that includes the processes from initiation to approval is depicted in figure below.

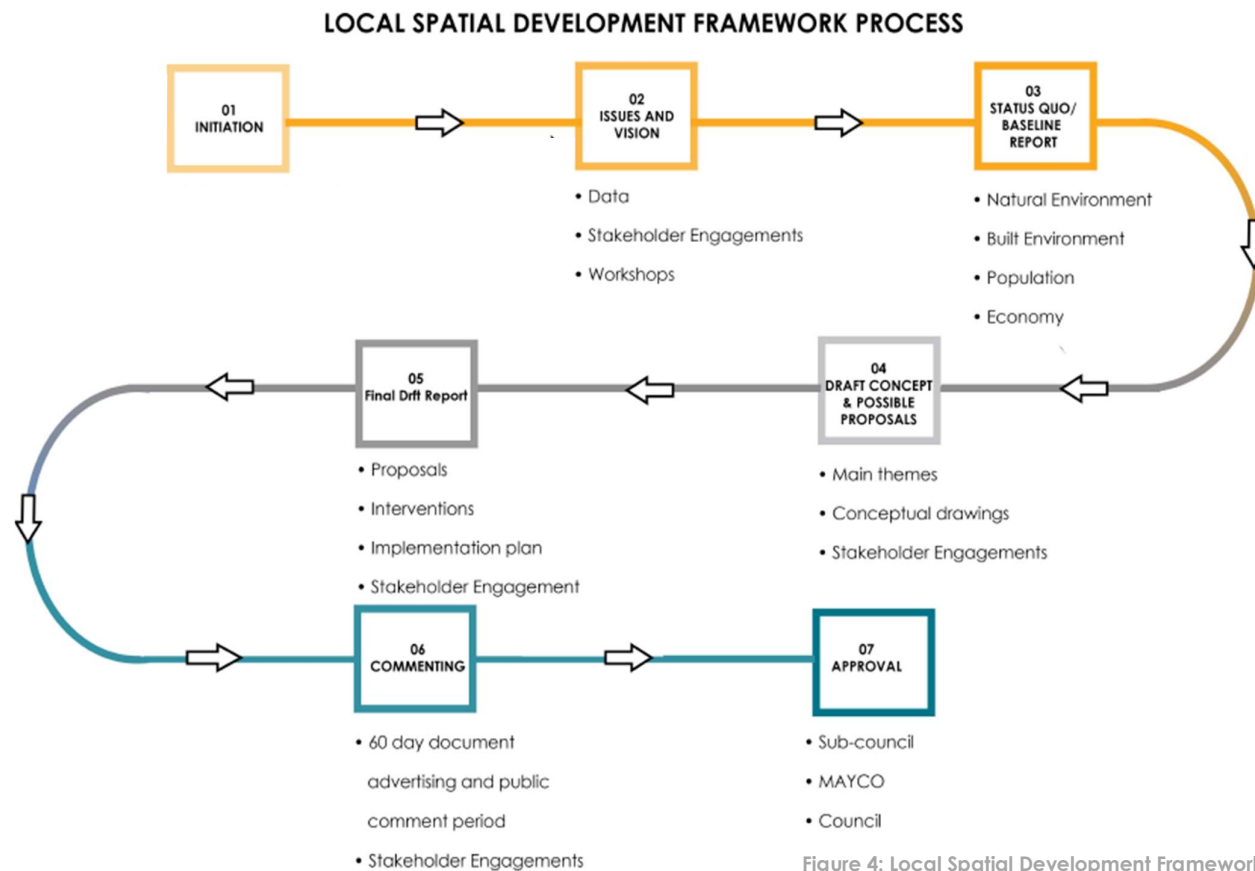


Figure 4: Local Spatial Development Framework process

The report is divided into two main sections, namely the Situational Analysis and the Spatial Development Framework (that includes the Implementation Framework) and Sections.

The Situational Analysis Report was prepared as a result of interviews with a number of officials covering the different relevant disciplines.

The result of the Situational Analysis report will be presented to a workshop of officials and circulated for comment. The comments will then be incorporated into the final Situational Analysis Report.

The next phase, after the Situational Analysis phase, will be the preparation of the spatial development framework.

The spatial development framework, once prepared, will also be presented to the officials where after their comments will be sought and incorporated into a final draft report.

The report is structured according to the two overall sections mentioned above, namely the Situational Analysis and the Spatial Development Framework and Strategies (including implementation and prioritisation plan).

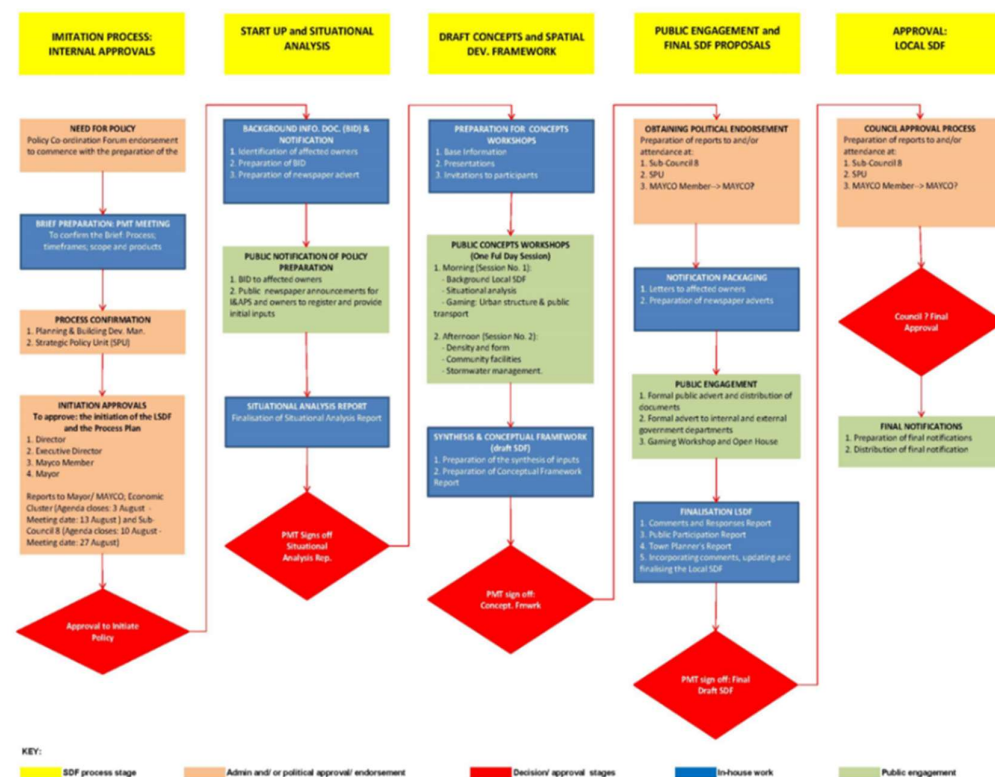


Figure 5: LSDf Report Structure

## 1.7. Decision Support Criteria and Vision

It is imperative that alignment and consistency between the Spatial Development Framework (SDF), Municipal Spatial Development Framework (MSDF), District Spatial Development Framework (DSDF) and the Local Spatial Development Framework (LSDF) be maintained. This alignment ensures that the plans and policies at different spheres of government are consistent with the spatial vision for the Helderberg District, which is as follows:

‘A district that is defined by its pristine natural assets and a spectrum of social, economic and cultural opportunities. A district that encourages appropriate land use intensification within core areas, such as the Paardevlei Precinct, in order to accelerate economic growth, create vibrant hubs and moreover, sustain the livelihoods of its inhabitants. A district that maximises connectivity for all by minimising the distance between places of residence, work, leisure and public facilities. A district that offers a range of high standard healthcare facilities and also one which serves as a great place for leisure pursuits.

The raw beauty of the district is displayed through its stretch of coastal land, array of mountainous regions and its greenbelt network. These

natural components are managed efficiently, and where appropriate, enhanced in order to catalyse the tourism sector, enable the establishment of new businesses and promote job employment.’

By alignment and consistency of the broader structuring elements, spatial development goals, key spatial developments including interventions are pursued according to the desired need in the area. With this, the City aims to produce spatial progress which is appropriate and sustainable for Gordon's Bay and the rest of Cape Town at large: its people, culture, economy and environment.



## 1.8. Considering development guidelines:

### 1.8.1. Amendments and deviations

The Municipal Planning By-Law (MPB-L) Section 99(2), outlines the criteria for deciding an application. While the MSDF is the principal spatial policy tool for evaluating applications, the District Plan is one of the relevant considerations when deciding an application as outlined in section 99(2).

### 1.8.2. Consistency principle

The Local Spatial Development Framework will be implemented in accordance with the consistency principle that applies to the plans and policies of different spheres of government. In terms of the consistency principle, lower-order spatial plans and policies must be consistent with higher-order spatial plans and policies.

Based on this principle, should the provisions of the LSDF and any related lower order/local plan be deemed to be inconsistent with the District Plan, the District Plan will take precedence.

### 1.8.3. Considering the development guidelines for a site (Assessing an Application)

Assessing a development proposal (in an application) for policy consistency in relation to the GBDA LSDF requires first a policy consistency assessment in relation to the (higher order) MSDF and the Helderberg District Plan.

When considering the policy compliance and policy consistency of a proposed development of a site in relation to the District Plan, consideration **must** be given to the following:

- a) The LSDF Map (Figure 49);
- b) The development guidelines in Chapters 5 and 6.

Non-alignment (i.e. not provided for or in conflict) with the spatial designations applicable to any particular site on either of the above maps or when evaluated in terms of the spatial development guidelines applicable to that spatial designations or the district or the sub-district guidelines, will trigger a policy (GBDA LSDF) non-compliance or inconsistency and will require the application in terms of Section 16 of the MPBL.

When a development application is provided for in policy (i.e. on the above maps and guidelines) or not in conflict with the policy can it be considered compliant or deemed to be consistent with the LSDF.

## 1.9. Process and Outcomes

The LSDF Guidelines Report serves as Volume 2 of a suite of documents. Volume 1 reflects a baseline study of the study area. The information gathered in the baseline study provided a platform to catapult from when formulating the LSDF. In addition to this, there have been numerous forms of engagements with various stakeholders, site visits and public participatory activities, which shaped the outcome of this spatial policy.

The LSDF process unfolded through the following phases →



Figure 6: Process timeline

## 1.10. Public Engagements

The process of developing the LSDF required numerous engagement processes and collaborative workshops with a variety of stakeholders and interested and affected parties (I&APs). The engagement processes presented an opportunity for spatial practitioners and members of the public to share knowledge of the area.

There were various forms of engagements which took place. These include the following:

- Initiation Meeting held on 19 July 2023;
- Issues and visioning workshop held on 22 August 2023
- Baseline presentation and Concept Planning Workshop held on 11 October 2023.
- Open House Session on 24 February 2024
- Open House Session on 08 March 2024

The workshops provided community members to provide much needed and value insight into the key issues facing the community on a daily basis. Attendees were grouped where they were able to voice and write down what they identified as key issues affecting the community at present.



Figure 7: Images from the Public Engagements held



Figure 8: Images of participants engaging in the various exercises held during the public engagements



Figure 9: Images of participants engaging in the various exercises held during the public engagements



Figure 10: Images of participants engaging in group discussions held during the public engagements



Figure 11: Images of participants engaging in the concept planning workshop held during the public engagements



## 1.11. Study Area

### Locality

The Study Area, measuring approximately 660ha in extent, is located in the Helderberg District, south west of the Broadlands Road and the N2 Freeway intersection in Gordon's Bay.

The Study Area is generally bounded by the following elements:

- North: Industrial sites south of Broadlands Road between the extension of the existing and proposed future N2 Freeway;
- East: The existing N2 Freeway (TR2);
- South: Generally, the plots abutting the southern boundary of Sir Lowry's Pass Road (Main Road 108); and
- West: Blouboos Road that links the Study Area from Anchorage Park, Fairview Golf Estate and Sercor Park to Sir Lowry's Pass and the existing N2.



Figure 12: Study Area Map







# 02

## CONTEXTUAL ANALYSIS

The section below provides a summary analysis of the policy informants and key implications identified during the baseline analysis phase of the process.

### 2.1. Legislative and Policy Informants

The LSDF is developed within the context of a range of legislative and policy informants that give guidance to development in the study area. Primary of these include the following:

- National Development Plan (2030);
- Western Cape Provincial Spatial Development Framework, WC PSDF (2014);
- National Environmental Management Act (NEMA);
- National Heritage Act;
- Municipal Planning By-Law (MPBL, 2015);
- Integrated Development Plan (IDP, 2022);

- Transit Orientated Development Strategic Framework (TODSF)

In terms of high level spatial planning guidance for the Gordon's Bay Development Area, the Municipal Spatial Development Framework (MSDF) (2023) and Helderberg District Plan (2023) provide area policy guidance which informs all considerations of development within the study area.

### 2.1.1. Municipal Spatial Development Framework, 2023

The MSDF (2023) is a long-term ( $\pm 20$  year) plan to manage growth and change in Cape Town. In terms of this plan, Gordon's Bay Development Area is located within the Incremental Growth and Consolidated area of the City.

"Incremental Growth and Consolidation Areas are areas where the City is committed to conserving existing and new communities. New development subject to capacity bulk engineering infrastructure."

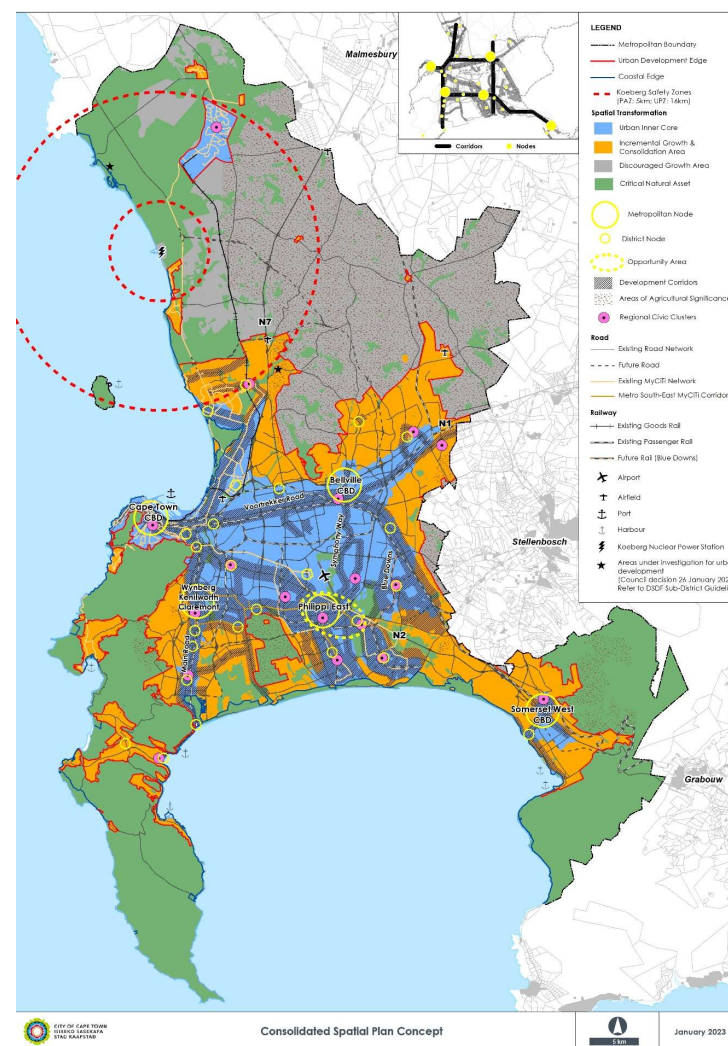


Figure 13: MSDF Consolidated Spatial Plan

## 2.1.2. Helderberg District Plan, 2023

The Helderberg District Plan (2023) provides broad guidance for land use and environmental decision making within the district. The district is broken down further into six geographical sub-districts. The study area falls within Sub-district 4: Gordon's Bay sub-district in the Helderberg District. More detailed site-by-site guidance is provided for each sub-district.

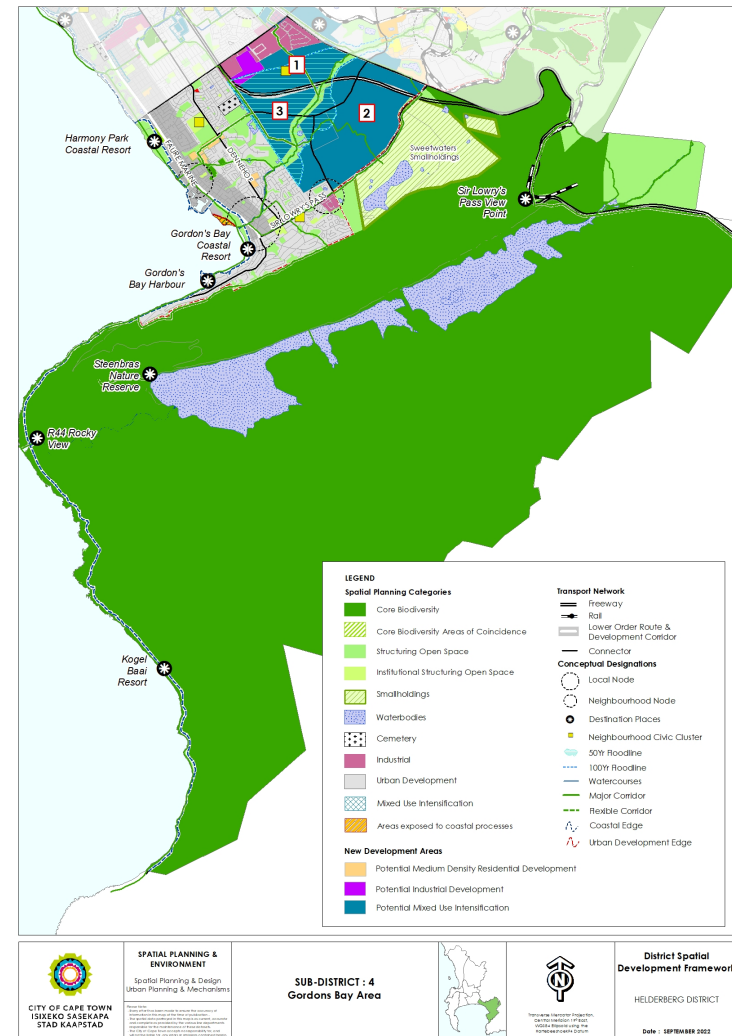


Figure 14: Sub-district 4 Gordon's Bay Area Map



The Helderberg District Plan contains the following objectives which are application to the study area:

- Promote intensification of mixed land use developments inclusive of employment generating opportunities.
- Promote the development of high-density residential development on portions of Vlakteplaas to accommodate public assisted housing.
- Promote intensification of mixed land uses to ensure appropriate interface with existing residential area.
- Ensure a positive interface between the proposed urban development and the Sir Lowry's Pass River Corridor.
- Maintain and improve the quality of existing structuring open spaces within the residential areas.
- Ensure a positive interface between urban development and structuring open spaces.
- Support densification on properties interfacing with the biodiversity corridor.
- Support mixed-use development in the form of medium to high density residential, business and retail developments.
- Promote an appropriate interface between these mixed-use areas and the adjacent Sweetwaters Smallholdings through the use of sensitive design informed by local level guidance and plans, where applicable.

- Support tourism development on properties abutting the Sir Lowry's Pass road situated on the eastern side of the road as well as along the eastern boundary of the urban edge, to prevent urban development from sprawling beyond the urban development edge to the smallholding area of Sweetwaters as well as to maintain the character of the scenic route.

### 2.1.3. Package of Plans

The following infographics portrays the various (spatial) package-of-plans that inform the LSDF. This term can be defined as the hierarchy of plans specified in terms of the provisions in item 136 of the Development Management Scheme, and applies to areas generally referred to as special planning areas.

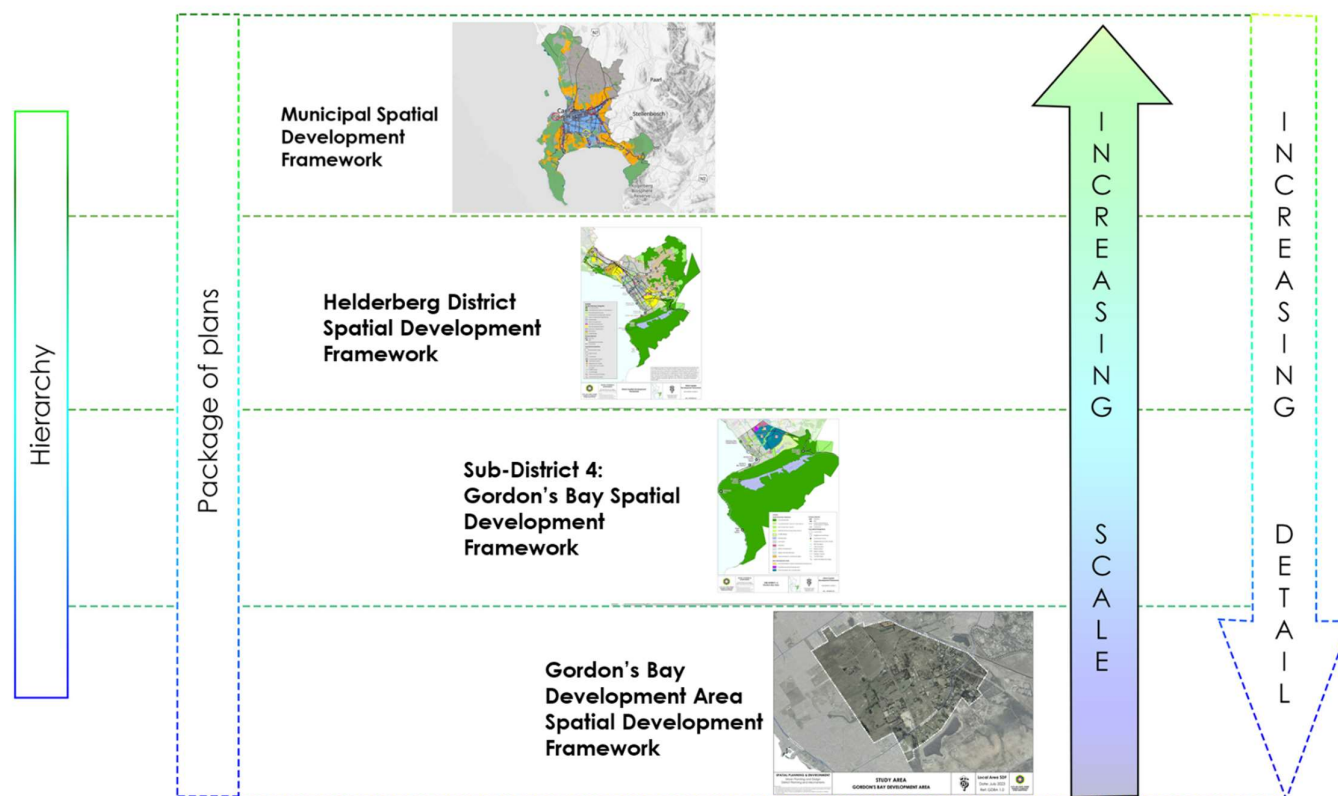


Figure 15: Package of Plans

## 2.1.4. Summary of Implications

The following section provides a summary of the key issues and implications highlighted and explored in Vol 1.

Table 1: Summary of Implications

| Bio-Physical | Key Issues                           | Implications                                                                                                                                                                                                                                                                                                                                                                                                   |
|--------------|--------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|              | Water Course                         | Pronounced/unpronounced water sources to be considered in future development to avoid and minimise negative effects of flooding. Development should also prepare for flooding                                                                                                                                                                                                                                  |
|              | Riverine Environment                 | Avoid Developments backing onto river environments as they become areas for anti-social behaviour and crime.                                                                                                                                                                                                                                                                                                   |
|              | Sensitive Biodiversity               | <ul style="list-style-type: none"> <li>Gustrouw Road and abutting the proposed Bloubos Road, in the Firlands Areas, is potentially impacted by critically endangered vegetation</li> <li>Critically Biodiversity Areas (CBAs) require at least a basic assessment in terms of the environmental legislation prior to any development in that area.</li> <li>Development to be biodiversity friendly</li> </ul> |
|              | Sir Lowry's Pass Road - scenic drive | <ul style="list-style-type: none"> <li>Requires that view sheds and receptors be protected and the interfaces along it be given special treatment.</li> <li>The nature of the smallholdings area, including the unique scenic interface along Sir Lowry's Pass Road, and the gateway areas also requires special attention.</li> </ul>                                                                         |

|                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                        |
|--------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Built Environment</b> | <p>N2 and Major Routes</p> <ul style="list-style-type: none"> <li>The proposed N2 will bisect the GBDA causing a barrier, in most places, as access to the N2 is limited to the N2 - Sir Lowry's Pass Road intersection in the GBDA.</li> <li>Similarly, the future construction of the other Class 2 and 3 routes (e.g. Bloubos Road) will also create barrier effects and are likely to result in high-speed vehicular movement in the GBDA.</li> </ul> | <ul style="list-style-type: none"> <li>Careful and sensitive location of community facilities to avoid the need to cross the above and other major routes will be important to reduce potential accidents along these routes.</li> </ul>                                                                                                                                               |
|                          | <p>Limited Publically Owned Land</p>                                                                                                                                                                                                                                                                                                                                                                                                                      | <ul style="list-style-type: none"> <li>The implication of the ownership pattern is that only the land north of the proposed N2 and west of the Sir Lowry's Pass River, is in public ownership and could be available to accommodate community facilities.</li> <li>Provide land for facilities to accommodate the needs of any future development south of the proposed N2.</li> </ul> |



|  |                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|--|------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | <p>Sewage Treatment</p> <p>The Gordon's Bay Sewerage Works has reached its capacity.</p> | <ul style="list-style-type: none"> <li>• The Sir Lowry's Pass area requires a new outfall sewer relief</li> <li>• Sewerage capacity constraints to be addressed while new development in the area takes place.</li> <li>• Gordon's Bay sewage treatment works will be de-commissioned and all sewage will be treated at the Macassar Treatment works, the upgrade thereof will be completed in 2028.</li> </ul>                                                                                                                                                      |
|  | Housing needs                                                                            | <ul style="list-style-type: none"> <li>• Greater investment and research from Human Settlements for the vacant and underutilised areas</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                    |
|  | Servitudes                                                                               | <ul style="list-style-type: none"> <li>• The GBDA is impacted by a number of electrical servitudes, ranging from a 400KV north-south overhead powerline that will require at least a 55m wide buffer to 66KV and 11KV overhead lines that require at least 22m and 18m servitudes, respectively.</li> <li>• The latter criss-cross the south eastern portion of the GBDA and may require realignment to maximise the development potential of the land.</li> <li>• Main pipelines and right of way access should be protected as they transverse the GBDA</li> </ul> |
|  | Public Transport                                                                         | <ul style="list-style-type: none"> <li>• As a result of poor public transport connectivity The LSDF would have to provide a connectivity network for the GBDA alongside development plans</li> </ul>                                                                                                                                                                                                                                                                                                                                                                 |

|  |                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|--|----------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | Need for Land for Community Facilities | <ul style="list-style-type: none"> <li>• Manage the incremental development of smaller pockets of privately owned land should be clear so that the related social facilities needs are adequately addressed given the net cumulative effect of these development.</li> </ul> <p>Provide the necessary community facilities to the study area</p> <ul style="list-style-type: none"> <li>• Regional library (1);</li> <li>• Primary schools ( 8);</li> <li>• Secondary school (7);</li> <li>• Stadium / regional sport facility (1);</li> <li>• Community facilities (9);</li> <li>• Recreational facilities (14);</li> <li>• Community Health Centre (CHC*)(1); and</li> <li>• Primary Health Clinics (PHC*)(2).</li> </ul> |
|--|----------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

# 03

## SYNTHESIS OF KEY ISSUES

This synthesis chapter considers the development imperatives within the Gordon's Bay Development Area in meeting the spatial development objectives of the City and considering the public input.

### 3.1. SWOT Analysis

The following SWOT analysis, which aimed to identify the strengths, weaknesses, opportunities and threats, was completed through a workshop held with community members.

### 3.1.1. Strengths

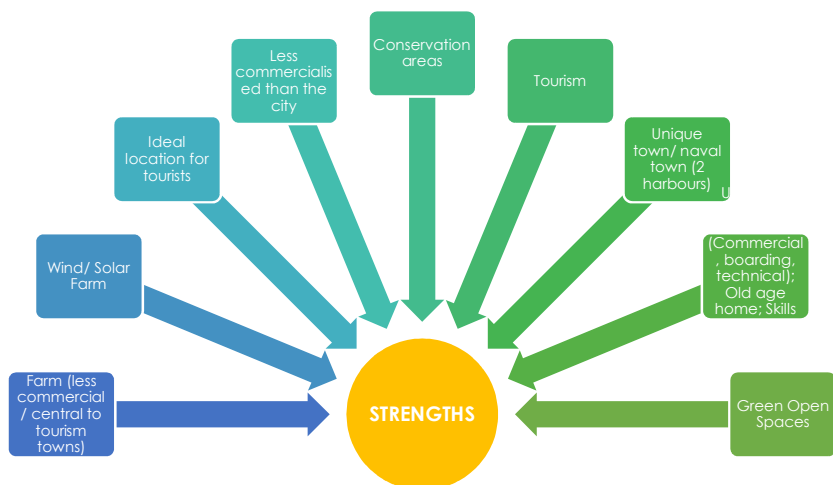


Figure 16: Summary of strengths

### 3.1.2. Weaknesses

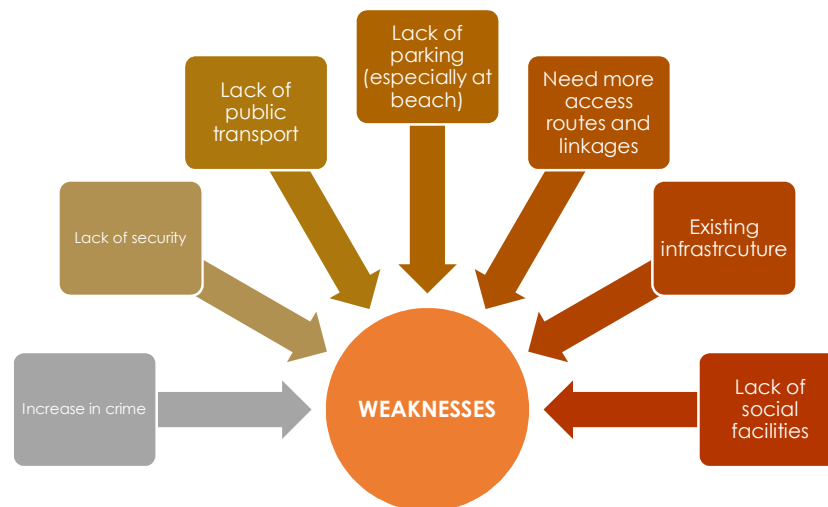


Figure 17: Summary of Weaknesses



### 3.1.3. Opportunities

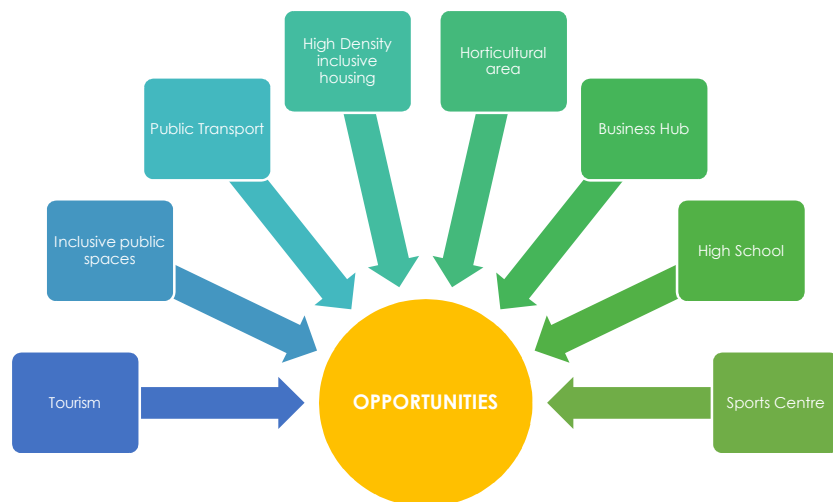


Figure 18: Summary of Opportunities

### 3.1.4 Threats

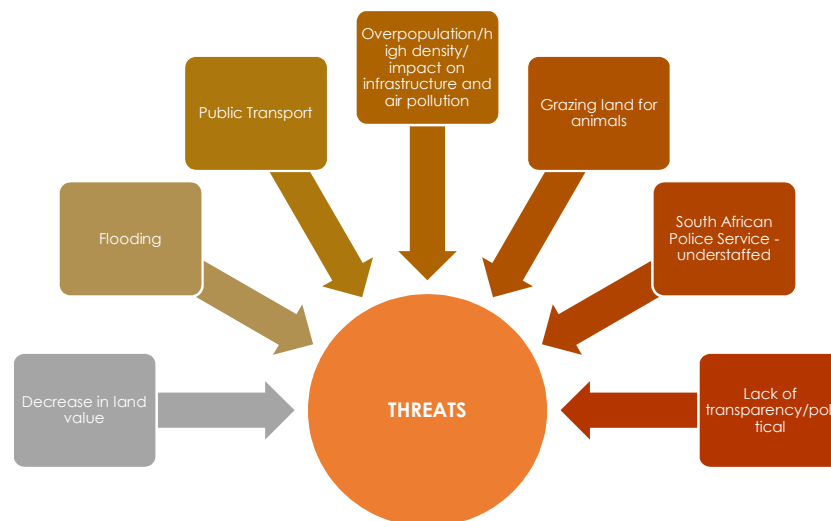


Figure 19: Summary of Threats

## 3.2. Key Issues

After analysing the SWOT analysis and comments received from the public through multiple public participation sessions, the following key issues were summarised below:

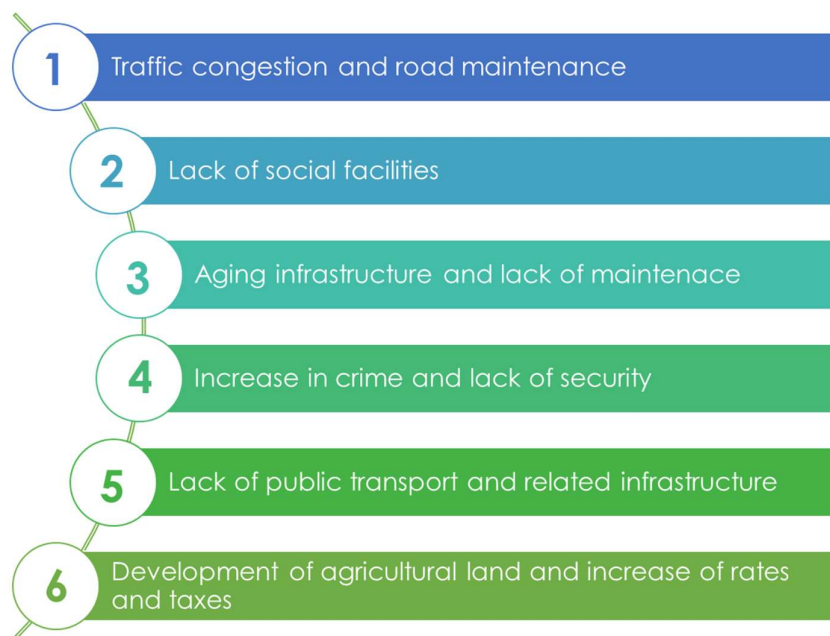


Figure 20: Summary of Key Issues

The following key issues were identified and were elaborated on below:

### 3.2.1. Water courses

A number of natural water courses, pronounced or not, should be considered in the future development scheme to avoid potential flooding and negative impacts on its ecological functioning from the surrounding developments. These include the Sir Lowry's Pass River and the mountain streams that traverse GBDA, flowing into the Sir Lowry's Pass River.

The 1:50 year floodline of the Sir Lowry's Pass River restricts urban development for most of the area north of the river and some areas south of it.

A number of farm/ detention dams are also scattered throughout the GBDA. These dams as well as the streams flowing into and from these should be protected to preserve its ecological functioning and the water quality.

A stormwater master plan for the broader area was completed and its recommendations need to be considered in the LSDF.

### 3.2.2. Riverine environment

Developments backing onto river environments are problematic in that they become areas for anti-social behaviour and crime.

### 3.2.3. Sensitive biodiversity

Areas in the south-western corner, towards Gustrouw Road and abutting the proposed Bloubos Road, as well as in the Firlands area, are potentially impacted by critically endangered vegetation.

These mentioned areas are designated as Critically Biodiversity Areas (CBAs) and will require at least a basic assessment in terms of the environmental legislation prior to any development in that area.

### 3.2.4. Proposed N2 and major routes

The proposed N2 will bisect the GBDA causing a barrier, in most places, as access to the N2 is limited to the N2 - Sir Lowry's Pass Road intersection in the GBDA.

Similarly, the future construction of the other Class 2 and 3 routes (e.g. Bloubos Road) will also create barrier effects and are likely to result in high speed vehicular movement in the GBDA.

The careful and sensitive location of community facilities to avoid the need to cross the above and other major routes will be important to reduce potential accidents along these routes.

Developments abutting the above routes are also likely to be subject to high noise levels emanating from the vehicles driving at high speeds along these routes.

### 3.2.5. Limited publicly owned land

The implication of the ownership pattern is that only the land north of the proposed N2 is in public ownership and could be available to accommodate community facilities.

As a consequence a solution is required to provide land for facilities to accommodate the needs of any future development south of the proposed N2.

### 3.2.6. Need for land for community facilities

The location of the facilities in relation to the community that they serve and ways to manage the incremental development of smaller pockets of privately owned land should be clear so that the related social facilities needs are adequately addressed given the net cumulative effect of these development.

The GBDA, if fully developed based on the DSDF densities, will have to provide for the following facilities. This excludes the need for facilities for the surrounding area, some of which may have to be provided in the GBDA, given the general shortage of state owned land in the sub-region:

- Regional library (1);
- Primary schools ( 8);
- Secondary school (7);
- Stadium / regional sport facility (1);
- Community facilities (9);
- Recreational facilities (14);
- Community Health Centre (CHC\*)(1); and
- Primary Health Clinics (PHC\*) (2).

The GBDA may have to provide some educational facilities given the need for two schools (a primary and secondary) for which land has not been acquired yet.

### 3.2.7. Sir Lowry's Pass Road - scenic drive

Sir Lowry's Pass Road is a scenic drive that requires that view sheds and receptors be protected and the interfaces along it be given special treatment.

The nature of the smallholdings area, including the unique scenic interface along Sir Lowry's Pass Road, and the gateway areas also requires special attention.

### 3.2.8 Sewage treatment

The Gordon's Bay Sewerage Works (which will be de-commissioned) has reached its capacity. The Sir Lowry's Pass area requires a new outfall sewer relief.

### 3.2.9 Housing needs

There is a huge housing need in the greater Helderberg area. The housing need for the district is estimated at more than 17 000 units.

### 3.2.10. Servitudes

The GBDA is impacted by a number of electrical servitudes, ranging from a 400KV north-south overhead powerline that will require at least a 55m wide buffer to 66KV and 11KV overhead lines that require at least 22m and 18m servitudes, respectively.

The latter criss-cross the south eastern portion of the GBDA and may require realignment to maximise the development potential of the land.

There are also other servitudes, e.g. the Steenbras main pipeline and right of way access that should be protected as they traverse the GBDA.

### **3.2.11. Public Transport**

There is no public transport in neither the GBDA nor in the abutting residential areas. It is likely that only a reduced Bus Rapid Transit (BRT\*) service will be introduced that will convey passengers to the railway station. However, this idea must still be confirmed as a project for the near future.

The LSDF would have to provide a network for this to be able to be implemented in the GBDA in the future.



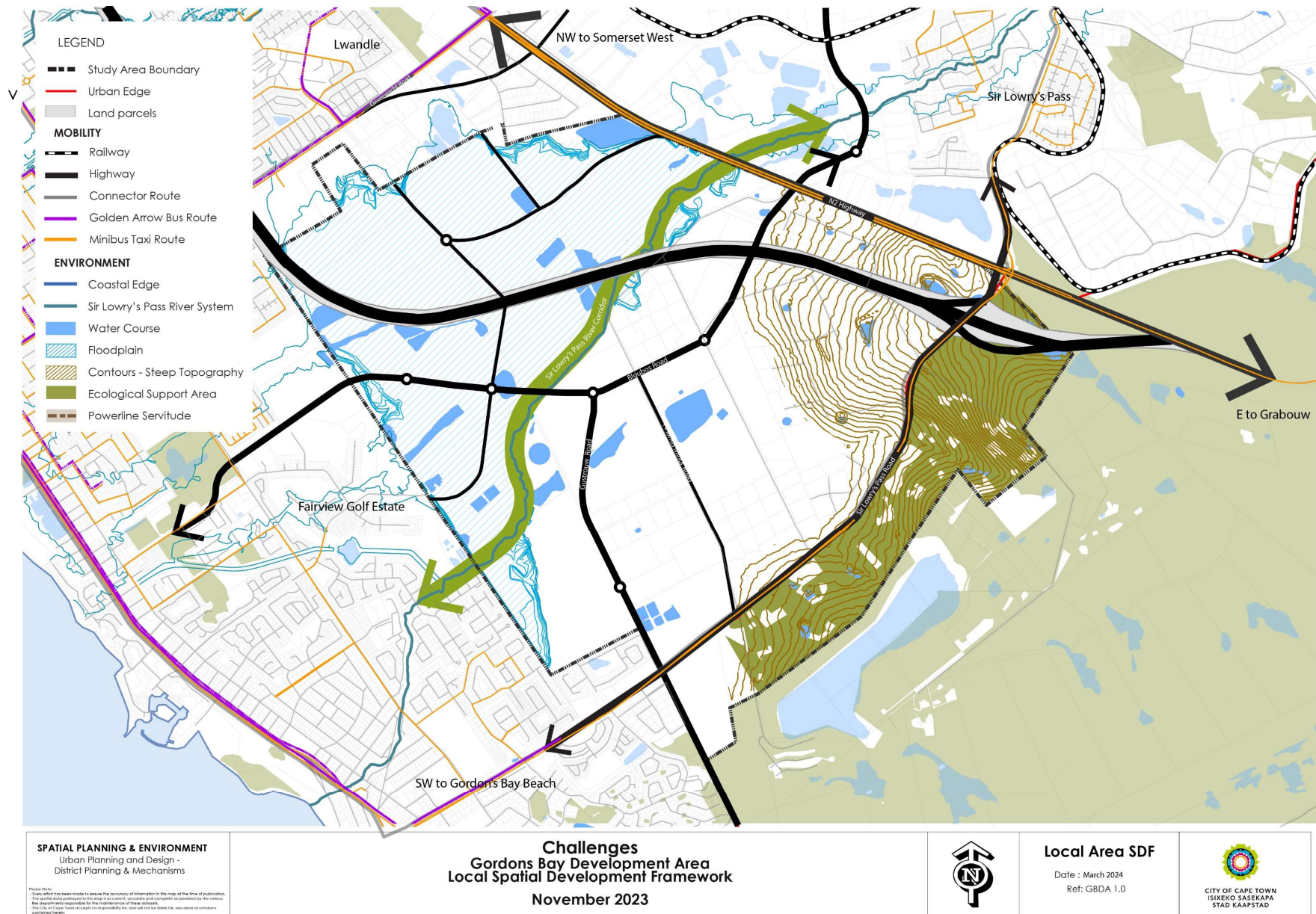


Figure 21: Challenges

## 3.3. Key Opportunities

The following key opportunities were identified and were elaborated on below:

### 3.3.1. Vacant and underutilised land

The land in the GBDA represents one of the largest concentrations of vacant or underutilised land within the urban edge. This landholding presents a unique opportunity, given the necessary guidance, ahead of time, as it is proposed through this SDF, to create development that is in line with principles of good city form that will enable the creation of sustainable livelihood and settlements.

Given the low density nature of the GBDA, the LSDF will identify opportunities for sensible densification and the provision of community facilities to service the community of the area.

### 3.3.2. Sir Lowry's Pass River

The Sir Lowry's Pass River passes through the GBDA thereby not only creating a barrier to integrated development but also a scenic natural feature, as a major natural asset for the area. Developments abutting the river have an added benefit due to the access to the river.

The river and streams, if public access along it is allowed, will provide mountain to sea access through the GBDA.

### 3.3.3. Containment of the 1:50 year floodplain

The 1:50 year river floodplain that currently limits development, given its restrictions, will be reduced significantly thereby making more than 360ha of land that was previously undevelopable, now developable. The above is due to the reclamation of land as a result of the "canalisation" of the Sir Lowry's Pass River.

### 3.3.4. NMT Planning

The identification of Class 2 and Class 3 cycle and pedestrian routes through the GBDA, based on the City Wide NMT strategy, will help those who do not have access to private or public transportation.

The fact that a number of roads still have to be built in the area provides an opportunity for the design of the most optimum NMT network.

### 3.3.5. Improved movement network

A number of road proposals are well advanced in their planning and some are even in their construction implementation phases. These will make developments in the GBDA more accessible.

This network allows for the development areas to be reduced in size to create smaller functional units.

### 3.3.5. Mixed use and commercial development

The N2 Freeway will be realigned to pass through the GBDA. The advantage of this is the potential additional patronage due to the vehicular movements that have been redirected into the GBDA. Commercial opportunities located at the N2 – Sir Lowry's Pass intersection will undoubtedly be able to benefit from this realigned traffic that will enter the GBDA at the mentioned intersection.

The reclassifying of the road network will also lead to potentially additional vehicles through the area, as the TR2/ Sir Lowry's Pass Road, will function as the new R44.

The above main routes, along their lengths, excluding the N2, and at their intersections are likely to present opportunities for higher density and mixed use developments given the nodal nature of concentrated movement that will be generated at those locations.

The above road network improvements will lead to greater opportunities for properties along the Sir Lowry's Pass Road.

Not only will the scenic value of the Sir Lowry's Pass Road continue to stimulate tourist related activities but the additional traffic may increase the viability of some types of tourist related activities along this route. There is already pressure for a greater scope of these types

of land uses to be permitted along this route. [\* this should maybe form part of the proposals]

### 3.3.6. City owned land

The City of Cape Town purchased a significant amount of land, unfortunately limited to the northern side of the Sir Lowry's Pass River only, to facilitate the development of state funded housing and community facilities in the area.



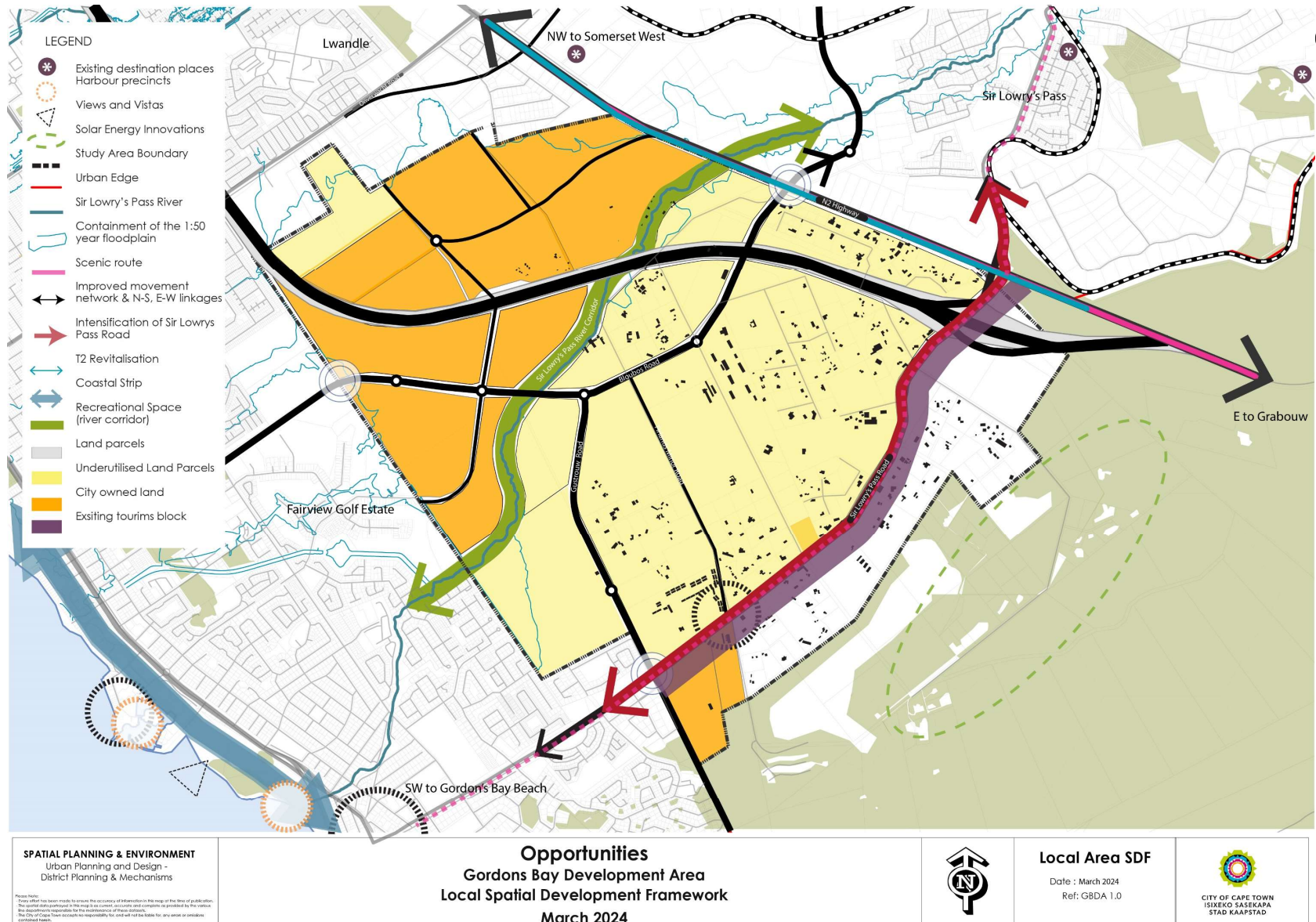


Figure 22: Opportunities







# 04

## CONCEPTUAL FRAMEWORK

The section below aims to provide a vision, spatial objectives and strategies for the study area to follow as a road map directing development, transformation and investment within Gordon's Bay Development Area (GBDA), as well as the specific strategic goals and objectives to be achieved in order to successfully arrive at this vision for the area.

### 4.1. Vision Statement



*"Gordon's Bay Development Area is a uniquely characterised area of high land value within the City. The area has the potential to be developed in a fully functioning and sustainable precinct within the Helderberg District which provides and caters to the needs of the community and the surroundings within the District. Gordon's Bay Development area plays a significant role to accommodate a variety of land uses which include residential, mixed use development, industrial and agriculture."*

The GBDA is at the intersection of the N2 and Sir Lowry's Pass road, the latter will be classified as the R44 connecting Stellenbosch, Paarl and Wellington to Betty's Bay, Kleinmond, etc. It is estimated that both these routes will carry major traffic volumes. This major intersection creates the ability for the site to accommodate major regional land uses linked to industry and commerce.

## 4.2. Strategy Alignment

### 4.2.1. City's Integrated Development Plan and Municipal Spatial Development Framework – Three Spatial Strategies

The Spatial Objectives draw from the IDP, MSDF and the District SDF Key Spatial Strategies and their associated policies. The Key Strategies overall are:-

- **Spatial strategy 1:** Building an inclusive, integrated, vibrant city;
- **Spatial strategy 2:** Manage urban growth, and create a balance between urban development and environmental protection;
- **Spatial strategy 3:** Plan for employment, and improve access to economic opportunities.

The description of these strategies and the role of Gordon's Bay in realising them follows.

#### 4.2.1.1. Spatial strategy 1

##### Building an inclusive, integrated and vibrant city

The City is intent on building a more inclusive, integrated and vibrant city that addresses the legacies of apartheid. Key commitments are to address existing imbalances in the distribution of different types of

residential development and avoid the creation of new structural imbalances in the delivery of services. The desired outcomes are a greater mix of income groups, land uses, population density, and the adequate and equitable provision of social facilities, recreational spaces and public institutions.

The development of the Gordon's Bay Development Area is perhaps one of the clearest manifestations of this strategy nationally. The areas' development potential that exists within the study area and surrounds is exponential and will provide much need amendments and employment opportunities to the surrounding communities.

This means that ways to integrate the development externally with the surrounding area and internally between the various precincts must be proposed and enhanced.

Ways to overcome barriers like the N2 Freeway, Sir Lowry's Pass River and the other major routes as well as the inability of people to reach vital destinations should be proposed. Some of these solutions for the GBDA may include the construction of bridges at the appropriate

locations and providing facilities and employment opportunities within walking distance of residential areas.

Socio-economic integration via inclusionary housing projects (i.e. that provide for a range of income groups) and mixed use developments are other ways to create a vibrant and inclusive city.

Main Spatial Ideas:

- Encourage integrated settlement patterns by ensuring good mobility, adequate provision of green space and space for recreation and provision of public facilities in association with housing delivery.
- Proactively support publicly led land reform and new housing delivery by supporting the National Government housing delivery programme.
- Support innovation in state housing delivery by enabling and engaging on the delivery of housing.
- Address spatial economic imbalances by enabling opportunities for people be economically active area of the City.
- Develop high-quality public spaces, priority and clustered social facilities and open spaces in accessible locations.
- Support tourism, and enhance the sense of place through the acknowledgement and enhancement of destination places, heritage resources and scenic routes.

#### 4.2.1.2. Spatial strategy 2

Manage urban growth, and create a balance between urban development and environmental protection

The City actively promotes an efficient urban form, which treats land as a precious resource, maximizes resilience and access to food, social amenities and economic opportunities and minimizes exposure to hazards and risks. Through this form, it wants to achieve developmental outcomes such as more sustainable use of land and natural resources, lower carbon emissions, more efficient use of infrastructure; effective and efficient public transport systems and social amenities. The City's environmental assets are seen as integral to the management of water resources and fundamental to the health and wellbeing of communities and their protection and enhancement is prioritized.

The pressures of urbanisation need to be balanced with the need to protect the environmental assets of the GBDA. These assets include the Sir Lowry's Pass River; natural streams and wetlands; scenic routes; sensitive heritage gateways; and any sensitive vegetation.

#### Main Spatial Ideas:

- Encourage a more compact form of development by increasing densities where possible.
- Make efficient use of non-renewable resources, in particular, water and storm water which can be captured for sustainable landscaping.
- Appropriately manage the development impacts on natural resources and improve the profile of assets through a green infrastructure approach where appropriate.
- Appropriately protect Cape Town's residents from high-risk areas, activities and events and build community resilience where possible

#### **4.2.1.3. Spatial strategy 3:**

##### Plan for employment, and improve access to economic opportunities

Cape Town's current and future spatial form and function supports or inhibits the city's immediate and longer-term economic prospects. The extent to which Cape Town realizes its spatial development goals is directly linked to its ability to sustain employment-generating economic growth in the medium term and to reduce accessibility costs for the urban poor.

This strategy encourages both formal and informal economic development in accessible locations, to derive the greatest benefit from these opportunities for the widest spectrum of individuals.

This means that the LSDF must maximise the opportunities for economic development along the movement corridors and at key nodal areas.

GDBA is well situated to take advantage of a location next to the most diverse and economically active area of the city. This means that it is important to ensure accessibility and connection with the economic activity in the East City and CBD. Tying into this will improve returning residents' opportunities to access jobs, while also creating potential for a thriving local business environment.

Urban management strategies could be employed to make sure the area maintains a similar level of safety, cleanliness and amenity as the CBD so that it can also attract investment that will impact the area positively.

Urban management coupled with support for development of buildings offering a range of business and street front retail spaces provides opportunity for SMME's to locate close to the CBD and benefit positively from this proximity.

The public transit system could assist in creating opportunities for trade at points of accessibility, including transitory and street trade.



The potential of the Gordon's Bay Development Area is to tie in with the economic advantages of CBD proximity is impacted by the economic and social shocks brought about by the COVID-19 pandemic, therefore CBD recovery initiatives must be a key focus of development, to support economic growth in the broader area and increase the likelihood of job opportunities for Gordon's Bay Development Area residents.

#### Main Spatial Ideas:

- Maximise location and economic advantages by encouraging and enabling space for trade and a variety of businesses, including small, medium and micro enterprises.
- Protect employment-generating areas and ensure broad urban management.
- Improve access to economic opportunities.
- Optimise public transport and improve non-motorised transport.
- Promote a more sustainable economy.
- Support the informal economy and small business growth.
- Support the retention and re-establishment of jobs and economic activity during and post the Covid-19 crisis.
- Support the development of economic activity in the special places and entry points into Gordon's Bay

Development Area and ensure that these are active, safe spaces for community enjoyment.

## 4.4. Design Principles

Design Principles are developed as broad defining principles which form the basis for and are themes that would be considered during the development of the Concept. The principles that would govern the development of the GBDA Framework Plan are as follows:

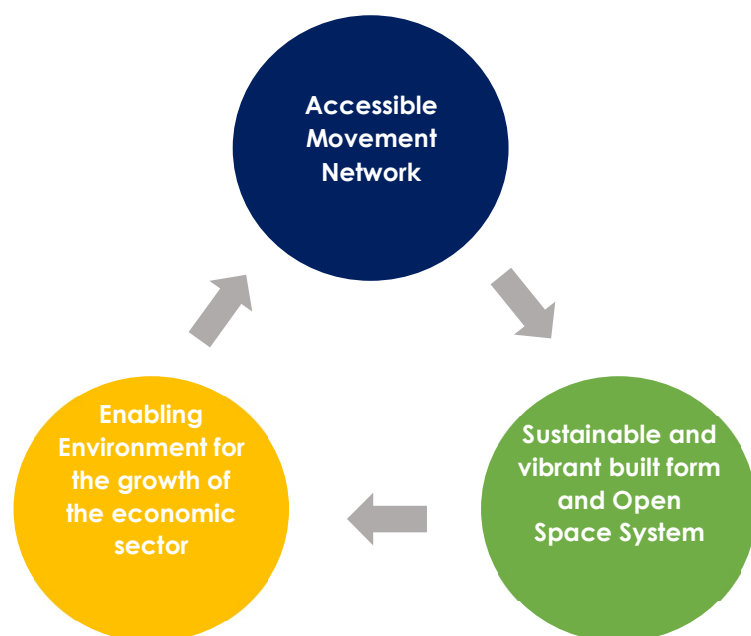


Figure 23: Design Principles

### 4.4.1. Accessible Movement Network

Urban Design and architecture should facilitate ease of movement by foot, public transport or private car, and convenient access to a diverse range of amenities. Pedestrian movement should be prioritised over vehicular movement. Landmarks and the creation of “visual thoroughfares” will aid orientation and make it easy for residents and visitors to find their way around the area. Connections should be made across and between precincts.

### 4.4.2. Sustainable and Vibrant Built form and Open Space System

This concept refers to the Solids and Voids of the area. The “Solids” refers to the built form while the “voids” refers to the open spaces between them which essential becomes the Public Open Spaces.

Building typologies that will accommodate future changes in use, lifestyle or economic circumstances are imperative. The architecture must be designed to change and grow along with the changing needs of the people that live in, work in or use it.

The Public Realm should be prioritised as focus and catalyst for development. It is the public realm that holds the key to the alleviation of poverty through the provision of opportunities for exchange of trade, information and social interaction.

It is the Public Realm through which an environment can be built shaped around the needs of human interaction, bringing people together to share our common humanity, offering a variety of opportunities and choices.

### 4.4.3 Enabling Environment for the Growth of the Economic Sector

For projects to be developable and well cared for, they must be economically viable, well managed and maintained. This means understanding the market considerations of developers and investors, ensuring long-term commitment from the community and the local authority, defining appropriate delivery mechanisms and seeing this as part of the design process.

## 4.3. Strategic Objectives for GBDA

The following strategic goals have been derived to achieve the vision for the study area.

- Objective 1.** To create a well-managed urban growth and dignified living environment;
- Objective 2.** To maximise economic opportunities and spaces for economic development;
- Objective 3.** To ensure the public realm and spaces area functional, sustainable and inclusive;
- Objective 4.** To ensure accessibility and connectivity: integration of movement systems;
- Objective 5.** To conserve and protect the natural environment.

### OBJECTIVE 1: To create a well-managed urban growth and dignified living environment

The area currently has a main development route, the existing N2 or the proposed T2, which is undefined within the development area. However, this development route will act as one of the main access points of entry/exit of the area. There are a mix of land uses which currently envisioned to take place along this development route.

The GBDA has the potential to provide a variety of employment, residential and social opportunities for existing surrounding communities and those who intend on living in this area.

**OBJECTIVE 2: To maximise economic opportunities and spaces for economic development**

Due to the lack of a well-defined Central Business District within the study area and various retailers, and businesses, the economy of the area is underdeveloped. The majority of the money earned is spent in surrounding towns to purchase goods and services.

Therefore, there is a need to create a strong economy to allow for businesses to thrive and to create employment opportunities for residents and surrounding residents within the District through various forms of employment opportunities.

**OBJECTIVE 3: To ensure the public realm and spaces area functional, sustainable and inclusive**

The area lacks basic social facilities and open spaces and therefore, there is a lack of social cohesion, beautification and a sense of legibility and identification within the area. The area does not provide social facilities and a sense of being.

There is a need to create a sense of place to encourage and promote the area for business, living and tourism.

**OBJECTIVE 4: To ensure accessibility and connectivity: integration of movement systems**

The road infrastructure within the precinct and linking to surrounding/neighbouring towns needs to be established to make the area attractive for business and people.

The linkages of people to various social amenities, facilities and areas of economic opportunities is of major importance and significance for an area and its people to thrive.

**OBJECTIVE 5: To .conserve and protect the natural environment**

The area has significant natural assets and river systems that make the area attractive for residents and tourists. These natural assets and river systems need to be protect due their existing and future value. These should be used to their full potential from a landscape and beautification perspective.

Table 2: Strategic Objectives and Key Interventions

| Principle                                                                                                                      | Objective                                                                                               | Strategy/ key interventions                                                                                                               | Impact                                                                                                                     |
|--------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|
| Movement and Connectivity<br>                 | To ensure that all precincts of the study area and the nodes are connected through vehicular linkages   | Promote key linkages of streets and roads.                                                                                                | Convenient movement of people between work and residential to social and retail amenities                                  |
|                                                                                                                                | To Alleviate traffic congestion.                                                                        | Ensure the realignment of the N2 and the development of the internal road network.                                                        | Users will be able to travel within the study area and to surrounding areas without traffic congestion and ease of access. |
|                                                                                                                                | To ensure that there are safe pedestrian linkages created                                               | Demarcate pedestrian linkages routes and the creation of NMT routes.                                                                      | More pedestrian movement and access.                                                                                       |
| Economic Stimulation/Revenue Enhancement<br> | To create stronger relationships and partnerships between Business, Informal Traders and Private Sector | Establish Business Improvement Districts (BID's);<br>Establish By-Laws;<br>Sheltered Trading Facilities                                   | More investor Confidence                                                                                                   |
|                                                                                                                                | To increase the revenue collected by the municipality                                                   | Revenue enhancement strategy                                                                                                              | Additional funding to implement projects                                                                                   |
| Built Form/Urban Quality<br>                | To facilitate the Development of underdeveloped properties.                                             | Lobby for the release of State Land for development to enhance and benefit the community;<br>Promote densification within the study area. | Proper utilization of land;<br>Additional people within the study area;                                                    |



|                                                                                                                         |                                                                           |                                                                                                                           |                                                                  |
|-------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------|
|                                                                                                                         | To improve the physical appearance and enhance the character of the area. | Prepare a detailed Urban Design Plan;<br>Enforce design codes; and<br>Install Street Lights (Solar).                      | Increased Investor confidence.                                   |
|                                                                                                                         | To ensure that properties are not developed in isolation.                 | Prepare a precinct plan for the Firlands area east of the Sir Lowry's Pass River.                                         | Increase investor confidence;<br>Increase development potential. |
| <i>Beautification/Public Space</i><br> | To protect the natural assets within the study area and its surroundings  | Establish parks for community recreation;<br>Investigate the development of passive open space within the river corridor. | Improved and Protected natural environment.                      |
|                                                                                                                         | To create public space                                                    | Preparation of a Landscaping Plan;<br>Introduction of street furniture;                                                   | Great public appeal; Increased investor confidence               |

## 4.4. SCENARIO PLANNING

When developing possible scenarios, there are a few aspects to keep in mind with regard to future development. Proposals for the study area should not only benefit those who directly live, work or play in the area, but rather all residents of the greater/broader area. It should also be conducive for lower income residents, should they desire, to relocate closer to or within the Gordon's Bay Development area and to access affordable accommodation. It should allow them the opportunity to improve their standard of living.

To be objective, scenarios have to be developed to test the different options for future planning of the area. The following scenarios provide a view into possible development scenario options for the Gordon's Bay Development Area.

### 4.4.1. Scenario 1: Uncontrolled and unmanaged growth

This scenario looks at the existing land use and growth of the study area without proper planning and management regulations in place. If such a scenario is to continue, it would lead to continuous haphazard and uncontrolled development/s. The following outcomes would continue to rise from such development/s:

- Uncontrolled and hazard growth of residential development that cannot be contained and may never be, escalating to that of a high density and would not be contained within a defined urban edge boundary which will then creep into the natural conservation area destroying the precious natural environment;
- Light to heavy and noxious industrial activity also being located haphazardly and perhaps within residential areas which would be harmful to the residential environment;
- Uncontrolled informal trading throughout the study area leading to litter and informal structures being erected;
- Limited to NO traffic management which would lead to congestion in business areas and surrounds;
- Haphazard development of business, retail and office activity and development which may be scattered and would not be higher density.

- Building on unsuitable or within unstable area such as environmental sensitive areas or on steep slopes.

#### 4.4.2. Scenario 2: Planned and directed growth and development

Planned and managed development is the scenario which allows for a clear plan for the proper regulation to manage development within the Gordon's Bay Development Area. This scenario allows for development to be concentrated in specific areas and discouraged in other areas. Such activities where the application of this concept is essential is the location of Industrial activity. Noxious industry for example lets out harmful fumes and thus should be contained in specific areas.

This scenario allows for controlling the movement of traffic to ensure that the best possible movement option occurs for vehicular movement and more importantly, pedestrian movement. The following outcomes would arise from managed development:

- Variety of users operating in a space of harmony
- Optimal use of Public Open Space
- Reduced crime levels
- CBD Management structure in place
- Efficiency of services
- Sustainability

This is the preferred Scenario to be developed within the Gordon's Bay Development Area and was used to formulate the concept developed in the section below.

### 4.5 Concept

The concept was formulated based on the above mentioned Scenario 2, taking into consideration the SWOT analysis, key issues and key opportunities identified.

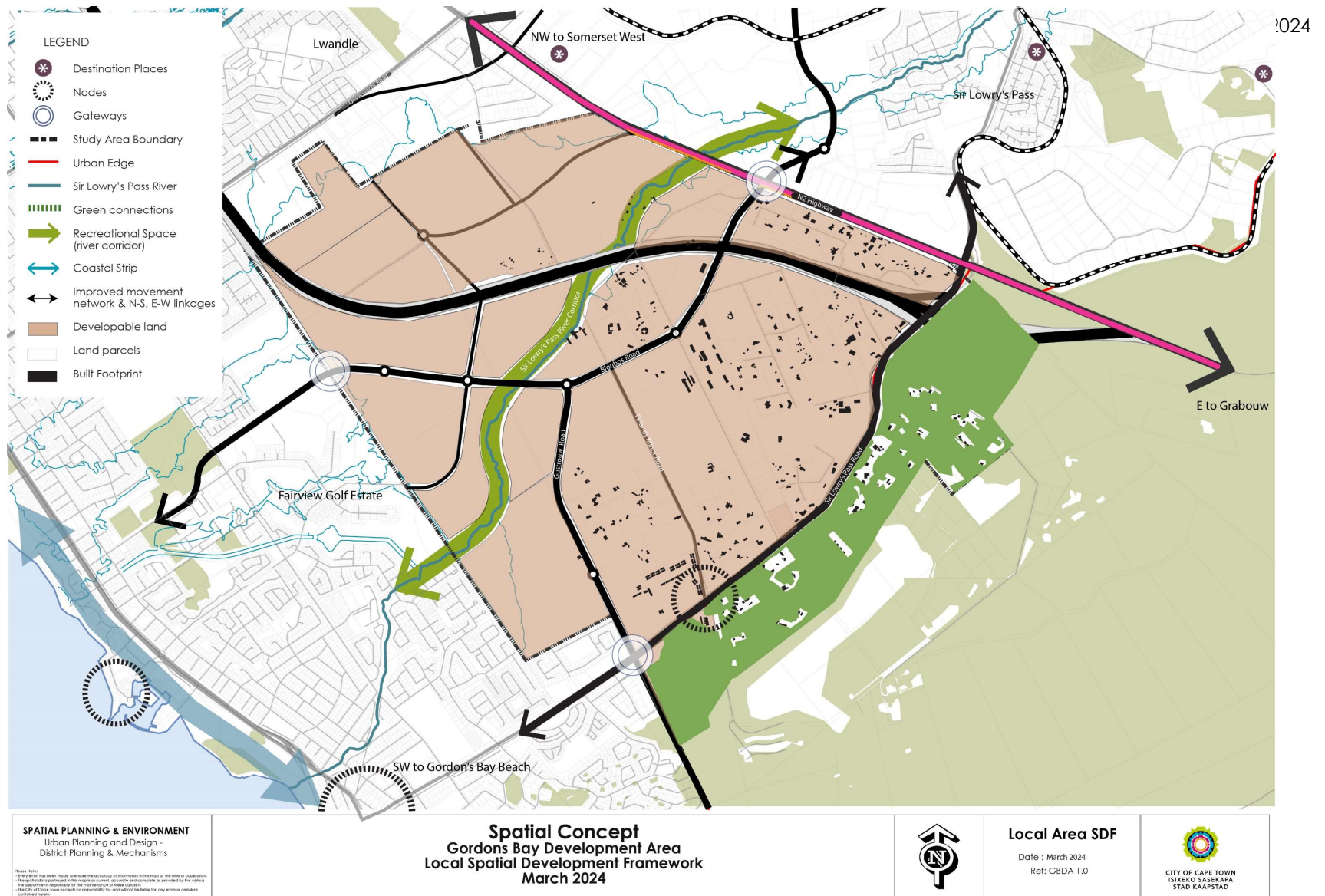


Figure 24: Spatial Concept





# 05

## SPATIAL DEVELOPMENT FRAMEWORK

The section below provides a background into how the concept for the study area was developed looking at a summary of the key issues and opportunities that exist within the area.

### 5.1. The Role of GBDA

The site, being more than 600 ha, can play a significant role in providing for various needs in the Helderberg area.

The LSDF will need to guide any future development to ensure that it takes place in a co-ordinated and planned manner given the need:

- To guide the development of this approximately 660ha of land contained in the GBDA the most notable of this being the

sizable portions of land north of the Sir Lowry's Pass River in what is commonly called the Vlakteplaas area. This land was recently purchased by the City of Cape Town Human Settlements directorate with the intention to develop it for residential development;

- The canalisation of the Sir Lowry's Pass River resulting in the narrowing of the floodplain. The above will lead to the increase in developable land, given their "new location", above the floodplain.

- For direction to the location and roll out of needed community facilities; and
- To integrate development with the planned construction of major movements routes through the GBDA, e.g. Future N2, Gustrouw Road, Bloubos Road, "Vlakteplaas Link Road", Lemoenboom/ St Andrews' Link Road, etc.



## 5.2. Spatial Elements

A detailed spatial framework was designed which allows for a variety of land uses in a managed and contained manner. It aims to manage the development of the area while aiming to increase densities rather than sparsely dispersed activities. The introduction of mixed use development will promote the accessibility of a variety of land uses within a centralised space.

Pedestrian movement would be key in this area as this grouping of individuals will form the bulk of the users within specific areas in the area and providing a vibrant public realm for them would be essential.

Spatial Structuring Elements are practical, town planning tools to be used to help shape the GBDA in line with the MSDF and District Plan as well as the development goals and design principles discussed above. The following spatial structuring elements are proposed to guide the development of the framework:

- Corridors
- Gateways
- Nodes
- Public Space
- Built Form
- Movement and Accessibility

### 5.2.1. Nodes

Nodes are identified as areas of activity and where people are concentrated. Nodes are often formed at intersections and areas where activity and movement is concentrated. The intensity of nodes can be discussed as major and minor, where major nodes are the first priority activity areas and minor nodes are the less intense activity spots.

Table 3: Nodes

| Type  | Nodes                                                                                        |
|-------|----------------------------------------------------------------------------------------------|
| Major | <ul style="list-style-type: none"> <li>• Sir Lowry's Pass Drive/ Gustrow Road</li> </ul>     |
| Minor | <ul style="list-style-type: none"> <li>• Intersection of Bloubos and Gustrow Road</li> </ul> |

#### 5.2.1.1. Guidelines

The following development guidelines are applicable:

- i. The land uses that may be permitted at the identified urban activity nodes and along the activity corridors include a mix of commercial, retail and higher density residential. Light manufacturing linked to retail may also be permitted;
- ii. Support appropriate trip attracting and trip generating land uses along development corridors and at nodes;
- iii. Noxious and disturbing industrial land uses should not be permitted;

- iv. If institutional buildings are located in these areas, then the active fronts of the buildings should be located as close to the major routes, be at least double storey and should accommodate, where possible, more than one land use;
- v. Residential development may be permitted but not on the ground floor;
- vi. Developments within these areas should be encouraged to be at least two storeys high to maximise the use of the land by supporting higher density and a greater intensity of land uses;
- vii. Land uses should front onto the major routes that define the centre of the activity corridors. Where direct access off these major routes is not possible, shared access and left-in, left-out access arrangements should be designed to permit the maximum frontage opportunity for these land uses;
- viii. The activity corridors should be designed and access arrangements reviewed so that they permit more intense development and access where needed and appropriate;
- ix. Buildings should be located as close to the roads as possible, providing for covered walkways through the overhanging of upper storeys and/ or the creation of colonnaded walkways;
- x. Buildings with structured parking may not have parking on the ground floor;

- xi. Where surface parking is provided, it has to be located further away from the major routes so that the buildings are located as close to the major routes as possible; and
- xii. These areas may have a lesser parking requirement given the future availability of public transport along these major routes and location of Public Transport Interchanges (PTIs).

### 5.2.2. Corridors

Corridors are described as pedestrian and vehicular movement networks through an area. Corridors within the study area can be divided into major and minor. Corridors act as linkage roads leading to node and connecting precincts. The following corridors were identified within the study area:

Table 4: Corridors

| Type     | Corridor                                                                                                               |
|----------|------------------------------------------------------------------------------------------------------------------------|
| Primary  | <ul style="list-style-type: none"> <li>Proposed N2 realignment</li> </ul>                                              |
| Major    | <ul style="list-style-type: none"> <li>Sir Lowry's Pass Drive</li> <li>Future T2</li> </ul>                            |
| Minor    | <ul style="list-style-type: none"> <li>Bloubos Road</li> <li>Gustrow Road</li> </ul>                                   |
| Linkages | <ul style="list-style-type: none"> <li>Linkage through Vlakteplaas</li> <li>Linkage through to Gordon's Bay</li> </ul> |

The following design principles were identified:

- **Universal accessibility and safety:** prioritise accessibility and pedestrian safety and create a pedestrian friendly environment across all hierarchies of road. Safe streets include physical safety through the provision of equipment that supports this [such as security and manned cameras], as well as, eyes on the street. Advocate for general urban design principles that promotes safety. Make streets that are safe for the most vulnerable, including women, the elderly and children;
- **Active interfaces:** Encourage positive street interface conditions from buildings, with windows facing the public space especially at public open spaces, sidewalks and pedestrian linkages;
- **Parking:** Street-side parking needs to be incorporated, interspersed with bump-outs for soft landscaping and street furniture;
- **Materiality and multi-use:** Changes in surface treatments and material differentiation at crossings and intersections to create a pedestrian-friendly landscape. Streets to accommodate multiple uses;
- **Traffic calming:** use principles of traffic calming for the promotion/improvement of the pedestrian experience;
- **Imageability:** Enhance the quality of a place, so that the Gordon's Bay Development Area is distinct, recognisable and memorable;

- **Human scale:** The size, texture and articulation of physical elements should match proportions of humans;
- **Enclosure:** Create an environment that provides appropriate exposure, so that public space is visually defined by buildings, walls, trees and other vertical elements; and
- **Transparency:** The design of buildings and streetscapes should take into account the degree of which people can perceive objects or activity beyond the street edge.

### 5.2.2.1. Guidelines

The following development guidelines are applicable:

- i. The lower order roads will not be allowed to intersect with the N2, given its classification as a freeway. The only intersection of the N2, within the GBDA, is at realigned the Sir Lowry's Pass Road;
- ii. Activity routes may be characterised by direct access and interrupted movement flows, especially at bus and taxi stops and traffic lights;
- iii. They may be characterised by strip and/or nodal urban development along sections of the route and may be supported by a mix of land uses and higher density urban development;



- iv. The road cross sections for the roads be designed to allow for NMT facilities including landscaping, street furniture, street lighting, etc.;
- v. Only developments that allow for an animated T2 should be permitted along this route. In this regard large institutional and other uses that do not directly face onto the T2 and whose buildings are removed from the T2 should be discouraged;
- vi. As far as possible, large institutional type of uses could be placed along the N2 freeway. However, these should not encourage the movement of people across the N2 freeway;
- vii. Activities in line with the tourist nature of the Sir Lowry's Pass Road could be permitted. However, these should not detract from the scenic nature or impact with the mobility function of this route; and
- viii. NMT infrastructure must be provided as an essential component of the IPTN; and
- ix. Ensure there is sufficient lighting and landscaping of the corridors.

#### a. Higher-Order Development Routes

- i. These streets should be treated as activity spines, but also should be appropriately designed and not over-scaled to accommodate high-speed vehicular traffic;

- ii. Buildings must provide a positive and active interface with the street. Retail and spill-out spaces are to be accommodated, especially the ground floor of buildings;
- iii. Prioritise visual permeability of the façade, to enhance passive surveillance and improve the street as a pedestrian friendly and social space. Large extents of blank wall and street-facing car-parks are to be avoided;
- iv. Enhance the buildings and developments adjacent to major transport stations and stops as hubs for activity and connection points throughout the area;
- v. Where open spaces intersect with these roads, the former should be retained and enhanced in order to develop the 'green' network, and provide open space relief in intensively developed areas;
- vi. Ensure the enhancement and protection of scenic qualities and resources along these routes where necessary, especially where these have been recognised and protected through policy and legislation.
- vii. Encourage mixed-use buildings and a variation in tenure options to encourage vibrancy and diversity;
- viii. Acknowledge entrances to important or civic buildings. For example, provide bump-outs and pedestrian crossing adjacent to institutions (Schools, Mosques, and Churches) to allow for extended pausing spaces;



Figure 25: Example of higher order development routes design

## b. Lower-Order Development Routes

- i. These roads should be designed and developed to enhance the pedestrian experience and increase passive surveillance and safety
- ii. Future design and developments to these roads should consider street design and opportunity for interventions for safe waiting, playing and walking space for children and the community. Especially in areas adjacent to civic institutions, schools and open spaces;
- iii. One lane in each direction should be narrowed where possible to reduce speeding where appropriate; Alternative forms of traffic calming should also be investigated;
- iv. Traffic calming and visual reminders for drivers to slow down should be considered. This can be done with textures, bump outs, raised pedestrian crossing, and other traffic related

interventions, but also through softer visual cues like tree canopies.

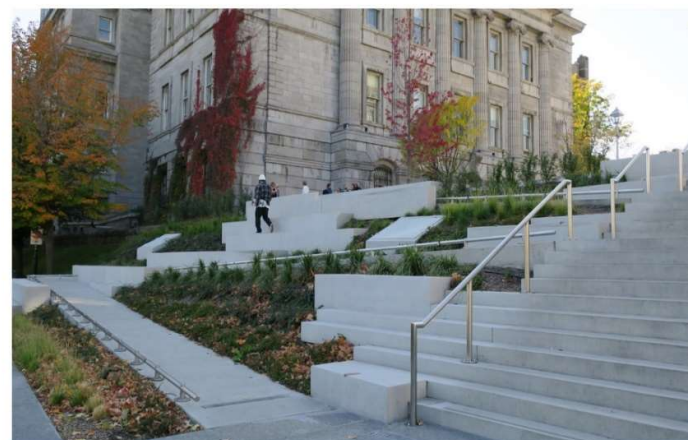


Figure 26: Appropriate scale of elements



Figure 27: Sensible application of elements

- v. There should be shared pedestrian/NMT space that allows for cyclists and pedestrians to meander along the route.
- vi. Public transit in the same lane as cars with one lane in each direction.
- vii. A system of tree clustering/lighting/benches to be proposed in front of school, religious and community centres. This creates places of safety and eyes on the street and encourages community use of space. It celebrates the institutions and spaces along the routes and supports the characters of these streets;
- viii. Street furniture, lighting, benches, public art and trees provide opportunities of creative memorialisation;
- ix. Child-friendly streets need to consider both the safety of children as well as the experience of children who walk through and play in these spaces;
- x. Create spaces to pause and enjoy the area and its beauty with street furniture and places for people to stop or gather; and
- xi. Connection should be created between public art routes exploring potential for increased tourism and local connection and the promotion of local arts and craft.

### c. Connector Routes

- i. The role of these routes as significant community service public transport routes should be reinforced.
- ii. Civic upgrades, landscaping and NMT provision should be made as and where appropriate, including as part of new developments, to ensure quality streetscapes.

### 5.2.3. Gateways

Gateways can be described as entrances into a precinct, area or space. They can also be entranceways into nodal areas as they can form as intersections and they can contain high movement and activity. Gateways into a specific area should be visual, should have characteristics of the space one is entering into and should be pedestrian friendly and inviting. Gateways are not necessarily physical barriers but act as general access points or entranceways into a space.

Table 5: Gateways

| Type      | Gateways                                         |
|-----------|--------------------------------------------------|
| Gateway 1 | Proposed T2/ Sir Lowry's Pass Road intersection  |
| Gateway 2 | Sir Lowry's Pass Road/ Gustrow Road Intersection |
| Gateway 3 | Proposed T 2/ Bloubos Road Intersection          |
| Gateway 4 | Bloubos Road                                     |

#### 5.2.3.1. Guidelines

The following development guidelines are applicable:

- i. Identified neighbourhood gateways not only provide entry points for the area but should also offer residents and visitors a distinct experience and place of entry;
- ii. These entry points act as a 'front-door' and should be promoted through means of signage, street art and other features that symbolize the character of the area and provides a strong sense of place and legibility;
- iii. Gateways into a specific area should be visual, should have characteristics of the space one is entering into and should be pedestrian friendly and inviting;
- iv. Gateways are not necessarily physical barriers but act as general access points or entranceways into a space;
- v. Develop and manage all gateways so that the intrinsic characteristics that give the gateways their sense of place should determine the appropriate mix, scale and location of activities surrounding them; and
- vi. Given that the gateway and scenic routes should receive special attention, proposed developments in these areas should be guided by approved SDPs.

## 5.2.4. Public Space

### 5.2.4.1. The role of the public realm

The public realm relates to the spaces of the urban environment that the public has free access to. Cities are shaped by the public life that exists within the spaces between our buildings and private residences.

People and communities need spaces to come together. Open spaces and public spaces are not only necessary, but are vital to the functioning of our cities. In a physical sense, these are the systems that allow our city to function. They accommodate people, activities, pedestrian movement, vehicular movement, cyclists, and allow for the distribution of services throughout the city.

Streets and routes for circulation are also critical, and when designed successfully, fulfil the role of providing “everyday spaces” where urban life can play out. Ordinary everyday spaces are used by people to play, work, gather, socialise, transact and engage with a community beyond their own household. The public realm plays a role in supporting the mental and physical wellbeing of communities, through the provision of social spaces (cultivating connections within communities), as well as green spaces (establishing a connection with nature).

Research shows the value of provision of open spaces from a health perspective. Open spaces can, when designed sensitively, improve mental health and wellness, provide relief from the bustle of urban life and improve quality of life (Roe and McCay, 2021). In addition, green space provides ecological services, promoting biodiversity, sustainable water systems and ecological connectivity within urban contexts. In a context such as Cape Town, where the majority of people live on the margins, and private space comes at a high cost, access to quality public spaces becomes part of our city's social infrastructure for all. These spaces for recreation, relaxation and respite have increased importance in creating equitable living environments and elevating the quality of life for more people (Mammon and Paterson, 2005:13; Ryan et al. 2016).

### 5.2.4.2. Greening and beautifying

Greening and beautifying is the creation and development of an area which is aesthetically pleasing to its uses, and which blends into the surrounding environment. In the context of our study area, it also needs to promote the protection of the natural systems.

#### a. Public Open Spaces

The creation or the development of open spaces such as parks, public squares, etc. is essential for the creation of a lifestyle environment of community interaction.



They should be implemented in areas which are accessible to the majority of people within the community and should be designed in such a way that it attracts users for the desired use of the space.

For example, a public park should have pathways of a different paving texture that should allow users to have a casual stroll around the park.



Figure 28: Example of parks with efficient pathways

A public park could also accommodate outdoor gym facilities or a play area for children such as the images shown alongside. This allows for a space where community members can access that would not be a cost to them and would allow them to keep fit and healthy.

Public squares are classified as meeting spots and can be surrounded by activity such as in the nodal areas. The size of a public square can depend on the size of the location and needs of the community.



Figure 29: Examples of outdoor gyms within parks



Figure 30: Examples of playgrounds within parks

## b. Landscaping

Landscaping is the planting of trees and flowers to add an ambiance and to add aesthetic to a particular area. Landscaping should be done within public parks and public squares, along road centre islands, within traffic circles and at the entranceways/gateways to the precinct. The planting of trees is not only environmentally friendly but also offer shade for people walking along sidewalks to make moving through space more comfortable to the users and can act as a buffer between the roadway and land uses.



Figure 31: Example of tree canopy and street landscaping

### 5.2.4.3. Principles

Spatial principles have been informed by the public input as well as relevant City policy, including the urban design policy. These include:

- i. Connecting key public spaces and open spaces as part of a coherent network of open space, creating a system of public spaces with different functions;
- ii. Supporting the functionality and pedestrian comfort along retail routes and noting these are key structuring elements of the area;
- iii. Celebrating the culture and memory, considering the use of art, storytelling or other creative means of memorialising the areas unique story and character; and
- iv. Integrating water into public spaces and developing green linkages.



### **Connectivity and Mobility**

- ▶ All connectors as green-blue corridors - connecting spaces for people and for insects, birds, small animals, soft materials
- ▶ Access to mountain - both physical and visual
- ▶ Public transport
- ▶ Access for all
- ▶ Design to ensure a visual and physical connection to the mountain
- ▶ Visual connection to the sea from the proposed Memorial Park and other areas lying in higher elevation

### **Education**

- ▶ Learning as we walk
- ▶ Learning opportunities along identified educational spine
- ▶ Connecting CPUT campus to the area
- ▶ Tours through the area by locals
- ▶ Indigenous knowledge of mountain fynbos foraging
- ▶ Cooking culture
- ▶ Religious traditions

### **Building interfaces and Built Environment**

- ▶ Interactive at ground level, with balconies and windows above
- ▶ Blank walls and other visually impermeable finishes to be avoided
- ▶ Include strategic parking and drop-off zones
- ▶ Soft and hard landscape elements to support commercial areas and provide comfort for gathering spaces
- ▶ Surface finishes and construction of walkways, pavements, and areas to be done in a manner to be accessible to all pedestrians, including differently-abled pedestrians
- ▶ Activities to range to accommodate all ages and abilities
- ▶ Provide for a variety of spaces
- ▶ Provide variety and structures hierarchy of spaces and activities in various spaces



Figure 33: Connectivity and Mobility idea



Figure 32: Building interfaces



### 5.2.5. Built Form

#### a. Public Furniture

Public/street furniture are elements that add character to a space and users/pedestrians to pause and to appreciate space. Such aspects are benches, bins, lighting, pot plants, etc. These elements add variety to space. A proposal to include a variety of street furniture within public parks and public squares and sparsely located along pedestrian sidewalks of major pedestrian corridors.

#### b. Trading Stalls

It has been noted through the baseline analysis, that there are no informal traders within activity spots within the study area. However, informal traders serve the particular needs of the community and thus should be allowed a designated stall to operate from. This stall should have a lock up cabinet where traders would be able to keep their products in so that they would not have to commute with their products on a daily basis. An example of a trader stall can be seen in the image below.



Figure 34: Example of trading stalls

GBDA: Local Spatial Development Framework

#### c. Creation of the Public Realm/ Place making

The public realm includes all spaces which is meant for public use including roads, sidewalks, public spaces, squares and public nodes. The public realm should be designed in such a way that it does not restrict any persons and is accessible to all. A well-designed public realm ensures a combination of hard and soft spaces where hard spaces are designated meeting spots, public squares and transportation nodes. Soft spaces are can be described as the landscape within the public space and more informal meeting spots and usually form the spaces in between the hard spaces.

Hard spaces within the context of the study can be described as the public spaces where people congregate such as at taxi stops and outside the social facilities. These spaces would need to promote its use to make them more pedestrian friendly and to allow for safe interaction. Soft spaces within the study area can be described as walkways leading to prominent land uses. Landscaping of trees should be designed along the soft spaces.

#### d. Mixed use Development

The concept of mixed-use development is essential for the development of sustainable towns as it allows for the development of a variety of land uses within a particular vicinity. Such variety of land uses includes office, retail and residential.



Mixed use activity limits the necessity of movement as it allows for the concept of work-play-sleep in the same vicinity. This would essentially decrease the need for travel and thus decreasing travel time and costs.

In aiming to create a mixed-use environment, developments within the study area should consider the following guiding principles:

- i. Increase of building density to accommodate a mixture of land uses;
- ii. Range of built form with buildings arranged to collectively give appropriate definition, identity and scale to the public realm of the precinct while serving their intended uses;
- iii. It is essential that not any land use can be permitted in any location. More strict controls would have to be put in place in terms of controlling the land use.

The sections below highlight the particular areas where mixed use would be preferred to ensure the management of the desired spatial outcome.

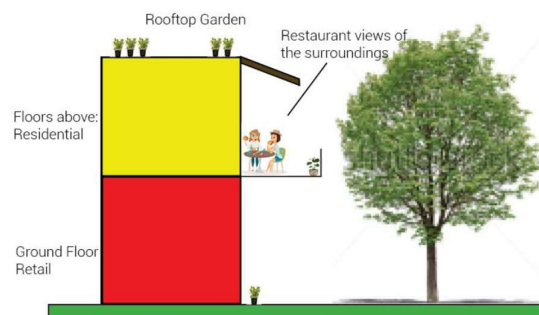


Figure 35: Example of mixed use development

### e. Security by Design

This is where the creation of a safe environment is done through the design of the environment, rather than through the implementation of security cameras and guards. Such an ideal is created through lighting of the of the study area after hours, active building edges whereby building activities spill over into the public realm, as well as through scattering a variety of land uses around the nodal areas rather than congregating specific land uses in specific precincts. This diversification of land use activities would be promoted throughout the nodal areas within the study area and along the corridors. This proposal would ensure that there is continuous activity in the streets during business hours as well as after hours.

This would essentially create a safer precinct as streets are not left deserted at any time and with the constant presence of people. Further, the presence of people would not allow for criminal activity.

Security on the street can also be achieved through pedestrians sitting on benches and viewing the street, these pedestrians provide passive surveillance of the street and are able to view when security measures are breached.

Through design interventions within the study area, we aim to enhance the security for residents as well as for current and future investors. Such has been proposed through the following:

- i. Improved street lighting;
- ii. Mixed uses (vertically and horizontally) to create 24-hour urban phenomenon – live/work/play;
- iii. Perimeter buildings with active street edges to encourage “security by design” through passive surveillance/“eyes on the street”;
- iv. “Build-to” lines, active street edges to avoid creation of recesses and corners along street edges;
- v. Visible policing by SAPS and Metro Police.

### 5.2.6. Movement and Accessibility

Accessibility is how easily spaces are able to be accessed. This can be viewed from different angles. The first would be the theme of movement and accessibility which is the mode of transportation that one would use to access the space. Accessibility would ensure that the space can be accessed by a variety of modes of transportation including private motor vehicle, taxi, as well and by foot.

Legibility would be another angle of accessibility. The concept of legibility is included whereby legibility refers to how easily the precinct can be understood in terms of the various land uses and where activities are located within the study area.

The accessibility of a precinct is a key factor in determining the success of the development. A precinct should be able to be

accessed by all modes of transportation (private vehicle, bus, walking, cycle, etc.), thus not limiting any individual from the precinct.

#### a. Legible Entranceways into the area

The entrances to the precinct should be visible and vibrant. A design feature should be developed at all the entrance ways leading into the precinct. These areas should state the main attraction to the study area, being its green and sustainable nature. The entrance should be vehicular as well as pedestrian friendly.

There should also be a big board at the entrance which provides the name of the precinct and the activities within the precinct to attract visitors to the precinct. It should be visible and should show the main positive attributes of the study area.

#### b. Pedestrian and Vehicular Movement

In addition to accessibility, vehicles and pedestrians (including cyclists) should be able to move within the study area with ease, and in a safe environment. In line with the pedestrian friendly and beautified entrance ways to the study area, a walkway should also be developed along major corridors and between the nodes to ensure safe movement between the nodes.

Designated bus and taxi stops should be provided along these routes where public furniture such as benches, bins and lighting should be

provided for along these walkways. This sidewalk should be wide enough for pedestrians as well as cyclists.



Figure 36: Example of PT shelters

### c. Variety of Paving Material

A variety of paving material is proposed to differentiate between pedestrian space, cycle space and space dedicated for street furniture.



Figure 37: Example of variety of materials used to define the use





## 5.3. Land Use Precincts

Precincts can be described as areas where specific land uses occurs and the defining characteristic of the precinct such a residential, commercial, industrial, etc. They often include nodes and separated or connected by corridors.

### 5.3.1. Roads and Transport

#### 5.3.1.1. Rail

The area currently has no rail network and stations. However, linking to the existing network presents a substantial opportunity to support transit oriented development.

Addressing the current crisis in the rail system is therefore is of high priority in supporting development. The corridor modernisation study identifies Strand for upgrades as urban stations, to support universal accessibility, optimise the use of the station land and improve the functioning of the station areas. Investigation into extending the line to Gordon's bay and the development of a station is encouraged.

#### 5.3.1.2. Road Based Transit

There are currently no MyCiti operations in the area to connect the area to the City and surrounding areas, while mini bus and Golden Arrow buses only operate along the existing N2 and the Sir Lowry's Pass Road.

The role of the main routes in providing both access functions, in terms of access to businesses, jobs and services and mobility functions, in allowing people and goods to traverse the area, need careful balancing to ensure continued economic activity and improve the comfort, safety and usability of the transit, pedestrian and non-motorised transport environment. The guidelines related to streetscape design are described.

- Encourage development of NMT linkages between high volume transit stations and key destinations;
- Avoid creating new barriers through the development of transit stops and areas, instead focusing on human comfort and universal access; and
- Encourage the routing of transit to new high density developments.



### 5.3.1.3. Non-Motorised Transport

Non-motorised transport (NMT) includes all forms of movement that doesn't rely on an engine or motor for movement, such as walking or cycling.

NMT is generally recognised as a valuable component of the transportation system and the environment we live in due to the various benefits it holds. These benefits include environmental benefits, increased liveability, improved health, economic gains and transportation benefits.

NMT can address a large range of transportation needs ranging from regional mobility to neighbourhood access. There are various types of trips where NMT may be used as part of or for the entire journey. Currently, within the study area, NMT is mainly represented by walking and cycling.

The guidelines are as follows:

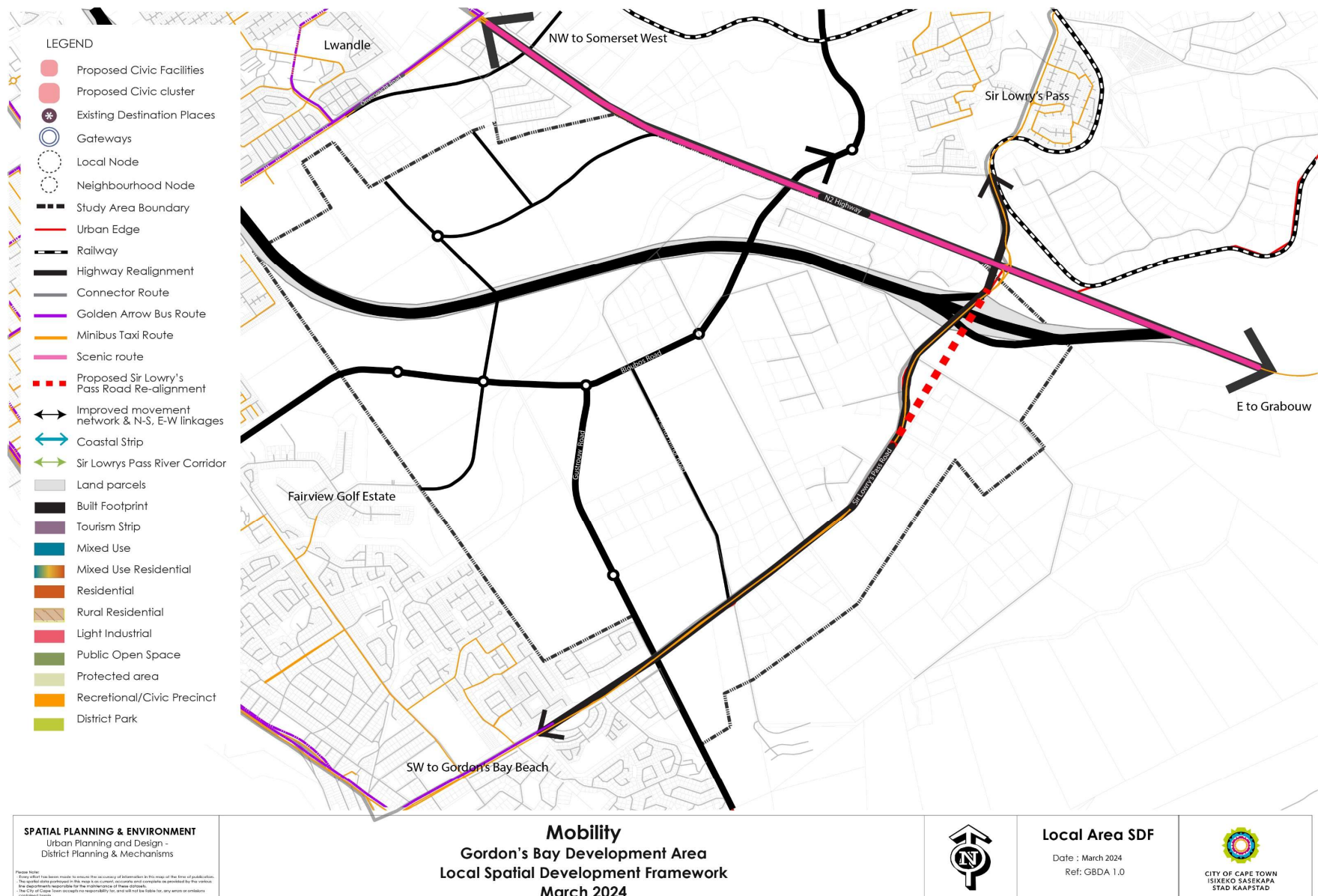
- i. Increase cycling and enable walking as modes of travel;
- ii. Create safe pedestrian and cycling environments;
- iii. Develop a quality, attractive and dignified environment; and
- iv. Promote a changed culture that accepts the use of cycling and walking as acceptable means to move around in the city and elicit more responsible NMT behaviour.

### 5.3.1.4. Parking

Parking in the City is guided by the City's Parking Policy, which considers parking part of the public right of way, where different demands on public space must be resolved. Pedestrian and NMT as well as public transit have priority and private car use is managed around peak times and short term, with long term parking given least priority in public space. Equity of access and reducing private car dependency are key objectives.

Parking management must support local economic activity with priority for short term use in business areas.

In order to enable economic access, the Municipal Parking Policy should be applied and considered for every development. There is significant potential for this land use in the Transnet properties, however parking should be accommodated in multi-functional and environmentally responsible developments where feasible.



### 5.3.2. Freight and Logistics

The development of the freight and logistics sector in the study area is of extremely importance, as it will play a major role in terms of the local economy as well as job creation.

The study area is well connected in terms of the local road system with connections to both N2 Freeway. Various factories and warehouses that exist within the surrounding area require areas for storage, loading and unloading as well as packaging and distribution.

The transport and logistics industry feeds into many other sectors throughout the country, acting as a 'feeder-network' to a variety of industries, including agriculture, manufacturing, retail and so forth etc. Without streamlining the industry, the fundamental economic principles of 'supply and demand' cannot be fulfilled. Thus, technological adaptation and innovation plays a huge role in keeping our economy going.

As populations grow and as the manufacturing and agricultural upscale in order to meet the demands, we need transportation and logistics management which can ensure goods are moved and stored in a way that doesn't create shortages or long waiting times.

- i. Encourage the movement of freight;

- ii. Encourage alternative loading bays for businesses and ensure there is no conflicts with NMT. These could be on streets parallel or perpendicular as appropriate;
- iii. Verifying and improving if necessary, the provision of, adequacy and use of loading bays and loading areas and, their management.

### 5.3.4. Bulk Infrastructure

#### 5.3.4.1. Electricity

The study area is a combination of Eskom and City of Cape Town supply area and has adequate sub-station capacity for incremental implementation of development projects, the improvement of network infrastructure may be needed to extend development.

There are no severe capacity constraints.

New developments should be encouraged to provide alternative energy where feasible, in accordance with the City's Carbon Neutrality pathway. This will provide benefits to the operating costs of buildings and energy security for tenants.

#### 5.3.4.2. Stormwater

The following areas have a **severe lack** of capacity:

- Helderberg rural (between Gordon's Bay and Sir Lowry's Pass).

A green infrastructure approach should be considered in this case. Urban management and cleansing in particular have an impact on stormwater as pollution can cause blockages and local flooding.

New developments should take this into consideration and plan for this within their development. Site specific conditions should apply and is at the discretion of the department to request for stormwater management plans to be prepared.

#### **5.3.4.3. Sanitation/Waste Water**

The area currently faces a severe lack of capacity in terms of waste water. The

- i. Support the re-use of water with the highest potential, in areas close to WWTW.
- ii. No permanent activities or structure to be approved within the approved buffer area around WWTW except, for the designated infrastructure and bulk services activities/structures.

There are capacity challenges in the medium to long term that should be addressed by the expansion of the WWTW.

The network sanitation infrastructure is aged and is replaced as needed.

#### **5.3.4.4. Bulk Solid Waste:**

The study area currently has a severe lack of capacity in terms of solid waste.

##### **a. Guidelines-**

- i. Encourage on site water storage.
- ii. Encourage green infrastructure approaches to landscaping where possible, incorporating multi-functional green spaces where feasible.
- iii. Encourage wide scale cleansing in order to prevent localized flood event.

#### **5.3.4.5. Water**

In the Helderberg District, one area is subject to a severe lack of capacity in terms of bulk water infrastructure:

- The Mountainside Reservoir supply zone in the Firlands, Gordon's Bay and Strand areas – rural in nature

### 5.3.5. Economic

Economic land uses exist within the study area in for form of working farms and other smaller commercial activities. The environment enables a diverse range of industries and businesses to operate, in premises of different sizes, characters and levels of exposure.

Extensive land units ranging in size and character were previously located outside the Urban Edge. These areas are now indicated as either, developable areas subject to infrastructure capacity, or as areas that should be protected due to their high value as agricultural value.

There is, however, a tendency in the last 5 years to rezone agricultural land for the development of urban use due several reasons, such as its great location in terms of access to public transport.

It is important to note that these portions of land should be preserved and utilised for food security and urban intrusion should be prevented. Further sub-division of agricultural land should considered very carefully.

In the current economic climate, there is less interest in property redevelopment, however underutilised buildings and land parcels remain substantial future development opportunities.

#### 5.3.5.1. Principles

- Ensure new development does not negatively affect the operation of growing economic sectors or sterilise commercial opportunities;
- Encourage and maintain a diverse business environment, with varying sizes and types of premises and varied rental prices;
- Promote spatial transformation by encouraging provision of spaces suitable for small, medium and micro enterprises with competitive and affordable rentals;
- Encourage growth of skills development institutions in line with business needs;
- Align public investment with sites and routes that attract or have the potential to attract the visitor or recreational economy while ensuring wider public benefit;
- Support a mix of land uses in keeping with the current mixed land use distribution and avoiding exposure of residential land use to higher risk industrial areas; and
- Encourage a 24 hour economy and night time safe routes and zones.



### 5.3.5.2. Guidelines

- i. Support the prioritisation of public- private sector investment in identified growth areas within the industrial nodes, primary warehouse and freight infrastructure;
- ii. Where proposed new industrial areas are surrounded by dense residential development, consideration has to be given to the social, health and safety impacts of proposed industries. Properties abutting or impacting residential uses should consider training, commercial or light industrial uses with limited polluting impact;
- iii. Support the incremental intensification and redevelopment of historic built fabric over time. This should be guided by suitability of the area for land use intensification;
- iv. Consider the existing character of the area of significance (as an informant to development and redevelopment proposals in consultation with the urban design policy and Cultural and Heritage Management strategy).
- v. Encourage resource efficient design and promote net zero carbon buildings and precincts in alignment with City Urban Design Policy.
- vi. Promote an appropriate interface between mixed-use areas and adjacent spatial designations (such as low-density residential, open space or industrial areas, through for example, encouraging overlooking features facing onto open spaces, avoiding loading or noxious activities abutting residential areas.
- vii. Along the main urban corridors, businesses are encouraged to contribute to landscape improvements, wayfinding and urban management.
- viii. Encourage expansion of urban management initiatives in association with economic areas.
- ix. Encourage the provision of basic services, amenities and design considerations to support informal economic activity and to reduce negative externalities associated with unregulated business activity. This includes hard and soft landscaping, sufficiently wide pavements to accommodate trading space in high footfall areas.
- x. Promote the development of market structures as context-appropriate, storage facilities, ablution facilities, waste collection/recycling, streetlights, water and electricity connections. This applies to all areas, but will be most relevant in high-volume pedestrian areas such as nodes, transport interchanges, civic precincts, destination places and other busy places.
- xi. Promote the provision of diverse and affordable business rental premises in new developments, particularly in association with high traffic retail.

### 5.3.6. Business/ Mixed Use

The following guidelines principles and related guidelines are applicable to mixed use and business precinct and developments:

- a. Promote intensification of mixed land use developments inclusive of employment generating opportunities.
  - i. Support the development of a new mixed-use commercial development at the intersection of Gustrow Road and Sir Lowry's Pass road (MR 108), up to the N2. Mixed-use development could be in the form of retail, office and medium to high residential development. Other much needed public facilities such as recreational, educational and health facilities should be considered within the development.
  - ii. Any proposed development within the area should consult the CSIR guideline for the provision of social facilities in South African settlements, 2015, to ensure that adequate social facilities are provided to cater for the residents within the proposed development and to add in mitigating any social facilities backlog.
  - iii. Development of the node is to be guided by a precinct plan with urban design guidelines to guide the extent and form of the character of the node.
  - iv. Structures located below the Scenic Drive to be set-back from the drive to protect views to the sea and mountains.

This may necessitate only single-storey structures to be erected, depending on the location and surrounding conditions.

- v. Encourage structures to be screened with tree planting (80% of frontage to the Scenic Drive).
  - vi. Ensure development of appropriate high density development on land abutting the N2 realignment and Sir Lowry's Pass Corridor to ensure a positive interface with the N2 and the river corridor and provide safety through surveillance by encouraging development fronting the river corridor.
- b. Promote new mixed use development on undeveloped land to the south of the T2.
    - i. Development along T2 to ensure appropriate interface with the route with regard to setbacks, landscaping, etc.
    - ii. Support mixed use development with industrial development, on the Portions of Stellenbosch Farm 959 located south of T2 adjacent to the Broadlands industrial area. Mixed used development can be in the form of commercial, retail and office development, with low density residential development towards Sir Lowry's Pass Road.
    - iii. Structures located below the Scenic Drive to be set-back from the drive to protect views to the sea and mountains. This may necessitate only single-storey structures to be

- erected, depending on the location and surrounding conditions.
- iv. Encourage structures to be screened with tree planting (80% of frontage to the Scenic Drive).
- v. The development of this area should aim reduce any negative impact on the quality of the environment.
- vi. Any development in this area should include good quality landscaping that will soften the impact of the built environment on the landscape.
- c. Promote intensification of mixed land uses to ensure appropriate interface with existing residential area.
  - i. The area is earmarked for mixed use intensification development supporting land uses such as medium to high residential development, retail, business and offices to ensure positive interface with the existing developments to the south. Other much needed public facilities such as educational facilities should be considered within the development.
  - ii. Ensure development along N2 realignment and the Sir Lowry's Pass River corridor is to ensure a positive interface with the N2 and the river corridor and provide safety through surveillance by encouraging development fronting the river corridor.
- d. Higher intensity mixed used associated with larger blocks within the business and mixed use precinct.
- e. Ensure that new developments the character of the surrounding area.
- f. Any development should be sensitive to the architectural character of the area in terms of aesthetics, rhythm, height, massing, scale, materiality and form.
- g. The ground floor of all buildings facing Bloubos Road and Gustrow Road should have an active interface in terms of use and visual permeability of the façade, which must enhance passive surveillance and improve the street as a pedestrian-friendly social space.
- h. Ensure orientation of buildings facilitates safe local public open spaces.
- i. Promote landscaping that reduces noise from freeways
- j. Orientation of buildings around public spaces to promote shelter from the wind.
- k. Mixed use buildings encouraged to provide basement parking where possible.
- l. Ensure the creation of for pedestrian links within the precinct.

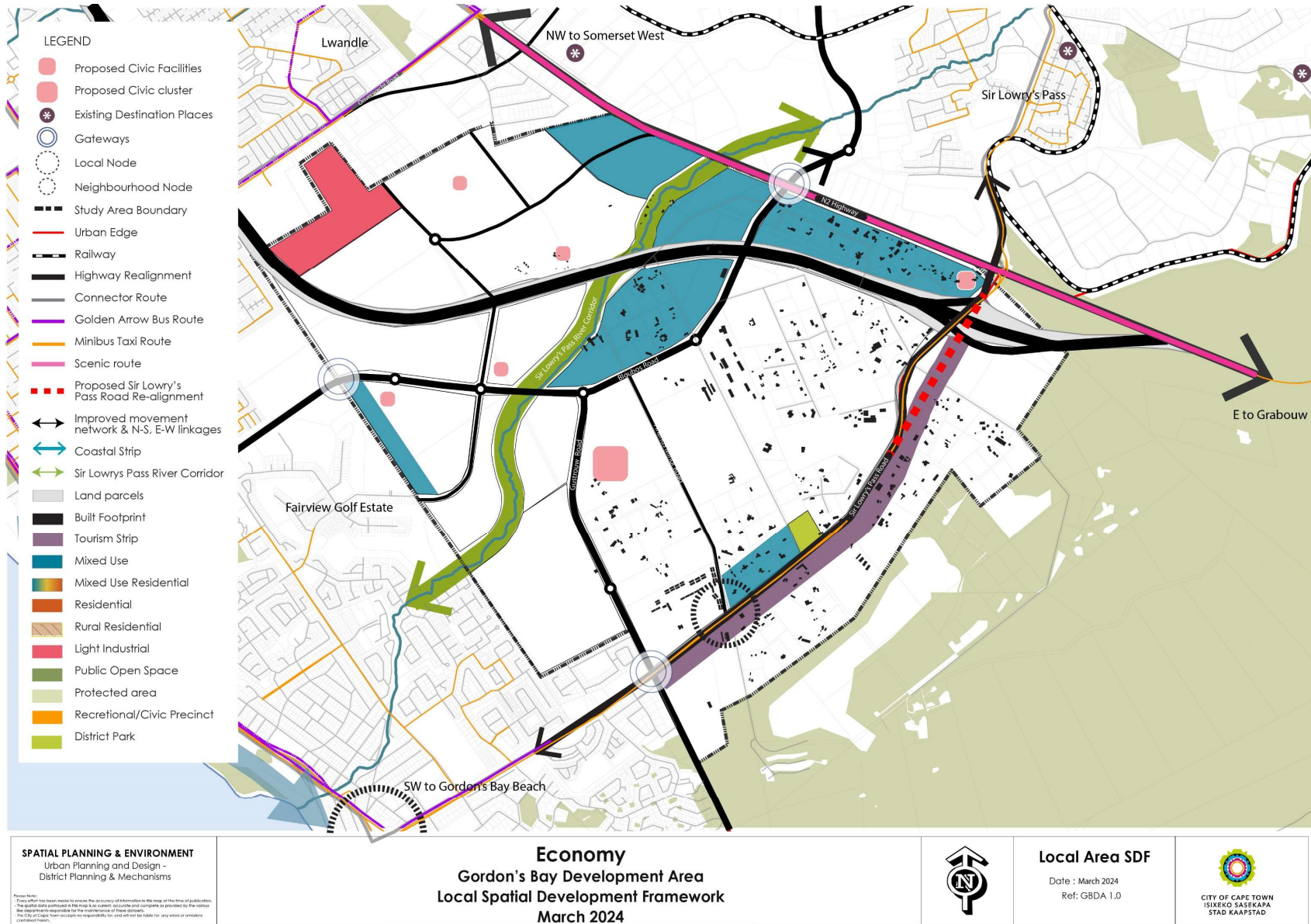


Figure 38: Areas designated for Economic Development

### 5.3.7. Residential and Housing

In the City of Cape Town the lack of adequate housing is an urgent concern that affects the city's health and well-being, and slows down efforts to unstitch the legacy of apartheid spatial planning. The City in turn is attempting to respond by supporting the accelerated provision of homes, in partnership with the private sector, to ensure adequate supply of housing to meet the needs of residents.

A growing population, together with a decreasing average household size, has resulted in a significant increase in the number of households in Cape Town. The Cape Town housing market, including both private and public housing developers, has not been able to keep up with the demand for housing, leading to growing housing demand challenges in the city. Some of the challenges include access to well-located land and general affordability. Therefore innovation in this space is needed and a partnership with private sector role players is important. There are opportunities for development agencies, micro-developers and small scale property owners to play a bigger role by providing additional dwellings and transforming erven to accommodate multiple housing units, because State-led housing delivery alone cannot keep pace with the total demand for housing opportunities.

The city is looking to support and encourage formal market activity at all levels of income bands, while also encouraging partnerships

with various private sector role players in the delivery of formal housing. Therefore it is important to take note of the various role players within this space and the contributions that they can make in the drive to solve housing delivery challenges.

- i. All residential developments should take into account economies of scale, site constraints and accessibility. Further consideration should be given to the inclusion of additional facilities to suppose such developments.
- ii. Promote a range in terms of size, typologies and cost of housing opportunities within any one area giving effect to the principle of diversity.
- iii. Ensure that land uses and built form within residential areas support the daily activities of the residents and contribute to the overall character and wellbeing of the area.
- iv. A general grading of residential densities from high to low should be followed, generally: from north to south and from west to east.
- v. In addition, the proposed densities should vary with higher densities at the activity nodes and along corridors and lower densities progressively further away from these areas. For specific densities, refer to table 6 below.
- vi. Residential plots should not back onto open spaces but should face it, adding additional surveillance onto these community facilities.



- vii. Lower and medium density developments may allow for the waste water system with the sewer networks to meet the demand of at least two (2) dwellings units per plot.
- viii. An urban design framework/plan should be submitted to guide the densification of larger properties, especially those greater than two (2) hectares.
- ix. Residential buildings must be located as close to the street boundary as possible to create a strong urban streetscape and prevent informal development on the more visible street frontage.
- x. Gated residential estates should not hinder the pattern of general accessibility. The layout of group housing types of schemes should, as far as possible, not hinder the north-south and east west flows of movement through the GBDA, whether NMT or vehicular.
- xi. Residential developments should provide for the needed supporting community facilities and amenities as proposed in the CSIR guidelines for human settlements.
- xii. Promote the development of high-density residential development on portions of Vlakteplaas to accommodate public assisted housing.
  - The proposed development is to accommodate a mix of housing tenure options including subsidy, FLISP and GAP

housing opportunities on Erven 34412, 34413, 5092 and Farm ST918-183, Strand.

- The proposed development layout has to take cognizance of the previously approved River Corridor Plan (Nell, et al., 2013) which has precluded high-density land uses along the river corridor.
- The proposed development layout is to ensure compliance with the Environment and Heritage process on the policy vision of the area.
- The proposed development will ensure provision of social facilities as well as open space to cater to the backlog and proposed increase number of people coming into the area.
- The layout should ensure that the east-west linkage beyond the site boundary is maintained.

The enhanced functioning and development of core areas is seen as being an important opportunity in the drive to overcome the apartheid spatial structure of urban areas. It also ensures that urban areas through both public and private sector intervention can create value for more people, ensuring the urban dividend is reaped by all. Priorities for the development of high-density/mixed-use areas include:

- Proactive densification in well-located areas
- Ensuring the efficient utilization of state owned land

- Concentration of public and development facilities by congregating services and opportunities
- Balancing the need for heritage conservation versus development

#### 5.3.7.1. Residential Development Guidelines

- i. Density of housing development should be medium to high depending on the location. Medium density forms are supported within historic residential neighbourhoods and higher densities along corridors and around stations.
- ii. Edge conditions and active frontages should be encouraged particularly with high rise developments
- iii. Developments should have active public frontages - Buildings should engage with the street 'reaching out' with windows, balconies, level changes, etc. to provide overlooking features and allowing occupants to take ownership of the streets
- iv. Orientate active uses of buildings to open outwards towards outdoor spaces (both public and private)
- v. Frontages are to be broken up to create rhythms, articulation of facades, lively internal uses visible from outside
- vi. Communal recreation spaces should be prioritised and if possible provided within the housing development
- vii. To achieve the required gross densities high rise housing developments are encouraged in key locations.

- viii. A mixed tenure delivery approach should be encouraged to avoid challenges related to gentrification and ghettoization
- ix. Building heights to relate sensitively to the existing built fabric
- x. Building heights to reinforce the public space structure highlighting focal points of activity

#### 5.3.7.2. Density

The provision of affordable housing in Gordon's Bay Development Area is central to the complex issue faced by the city in trying to deal with the effects of apartheid planning. The proposed housing developments will provide additional residential accommodation to ensure well located urban housing for many of the city's lower income residents. Given the strategic location of the study area, it becomes a great opportunity for a higher density housing and mixed use response. The proposed residential densities in the area will be medium to high and should contain appropriate typologies to ensure that higher densities are not only achievable but also that a qualitative environment is delivered.

The Helderberg District Plan provides guidance on residential densities envisioned for the area, which is also in line with the various spatial policies and strategies that the city has. The district plan supports the city's objective to support diverse typologies in high-density areas (such as Social Housing Institutions and affordable

housing delivered by the private sector) as well as service provision where density is not achievable.

The following principles should guide housing development in respect of densities:

- i. Densities must be appropriate to the scale and location of the site in the context of the surrounding area and its development history;
- ii. Concentrations of densities to reinforce the public space structure;
- iii. Higher densities should be located along public transport routes and within nodal areas;
- iv. Higher densities are also proposed within the strategically selected housing sites where the existing urban fabric can support this;
- v. Densities will have a direct relationship with the natural topography and lay of the land and therefore care should be taken to protect scenic views and vistas from scenic routes;
- vi. Care should be taken to support privacy of neighbours and occupants of new housing developments, through the architectural design of the building;
- vii. Increases in density are promoted where there is access to public transport, open space and community facilities; and
- viii. Higher densities are also concentrated around large open spaces to activate and provide enclosure to these spaces.

Table 6: Density Thresholds

| Targets for new development areas                 | Guideline                                                                                                                                                                                                                                                                                                                                                 | Density     |
|---------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|
| Target 1:<br>Potential Low Density Development    | Area proposed for new lower density development where the gross density could average 10- 45du/ha. The achievement of this target could occur via a range of housing typologies and varying net densities across the area. The development of required community facilities and open space should be addressed as part of the development of this area.   | 10-45 du/ha |
| Target 2:<br>Potential Medium Density Development | Areas proposed for new medium density development where the gross density should average 45-75du/ha. The achievement of this target could occur via a range of housing typologies and varying net densities across the area. The development of required community facilities and open space should be addressed as part of the development of this area. | 45-75 du/ha |
| Target 3:<br>Potential High Density Development   | Areas proposed for new higher density development where the gross density should average 75+ du/ha. The achievement of this target could occur via a range of housing typologies and varying net densities across the area. The development of required community facilities and open space should be addressed as part of the development of this area.  | >75 du/ha   |

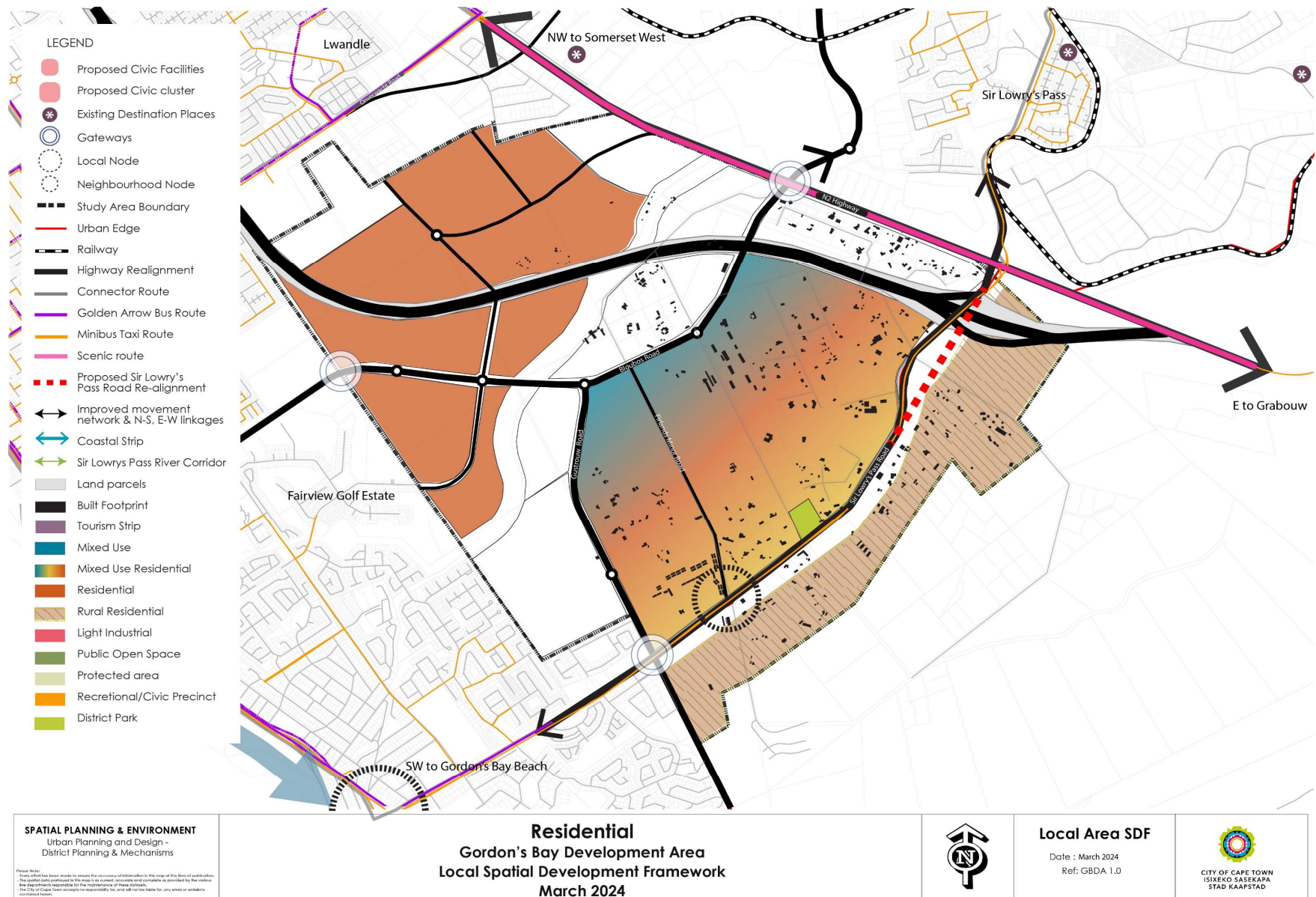


Figure 39: Areas designated for Residential Development



### 5.3.8. Social and Community

The following objectives have been identified:

- **Activation and Management:** Building surrounding the space must be appropriate in scale and have a variety of activities – Education/ commercial/ residential.
- **Positive interface:** Provide positive edges and building interfaces facing onto forecourts and spaces around civic facilities. Active street interfaces and threshold spaces.
- **Management:** These spaces should have a comprehensive management plan, developed in consultation with the community.
- **Accessibility** Universal accessibility must be considered
- **Flexibility:** These spaces should have multiple uses. The parking lots and areas in and around these spaces should provide opportunity for the people to come together.
- **Heritage and memorialisation:** Historic buildings with heritage and religious history should be celebrated as landmarks.

#### 5.3.8.1. Guidelines

- i. A hierarchy of clusters of community facilities may be created in residential developments.
- ii. Community facilities, recreational spaces and public institutions of similar characteristics should be clustered together in civic

precincts to reinforce one another, increase their convenience of use, and increase safety and security.

- iii. Community facilities should be located so that they are accessible to public transport facilities (current or future) and, where possible, along the major public transport routes.
- iv. Locate the community facilities so that the maximum multiple uses can be derived for cultural practices, recreational spaces and public institutions.
- v. Where possible engineering services should be aligned with open spaces to make best use of the restrictions that the some services have on land uses.
- vi. Development proposals should provide for an equitable distribution of social facilities, recreational space and public institutions.
- vii. Ideally a cluster of community facilities should be located so that each household have access to a facility within a walking distance of 500m or via public transport.
- viii. Residential developments surrounding community facilities should, where practically possible, face the facilities to provide added surveillance to these facilities.
- ix. Open spaces in the residential development precincts should be surrounded by streets or footways to ensure that they are overlooked and that their edges are activated.
- x. Fewer, larger and more functional, rather than smaller, more

dispersed and less usable open spaces should be provided in residential developments.

- xi. Where new residential developments are proposed the need for land for community facilities, especially educational facilities, at appropriately accessible locations should be catered for through the reservation of land for this purpose.
- xii. Where possible, land rights transfers should be permitted to facilitate the acquisition of appropriately located land for the provision of community facilities.

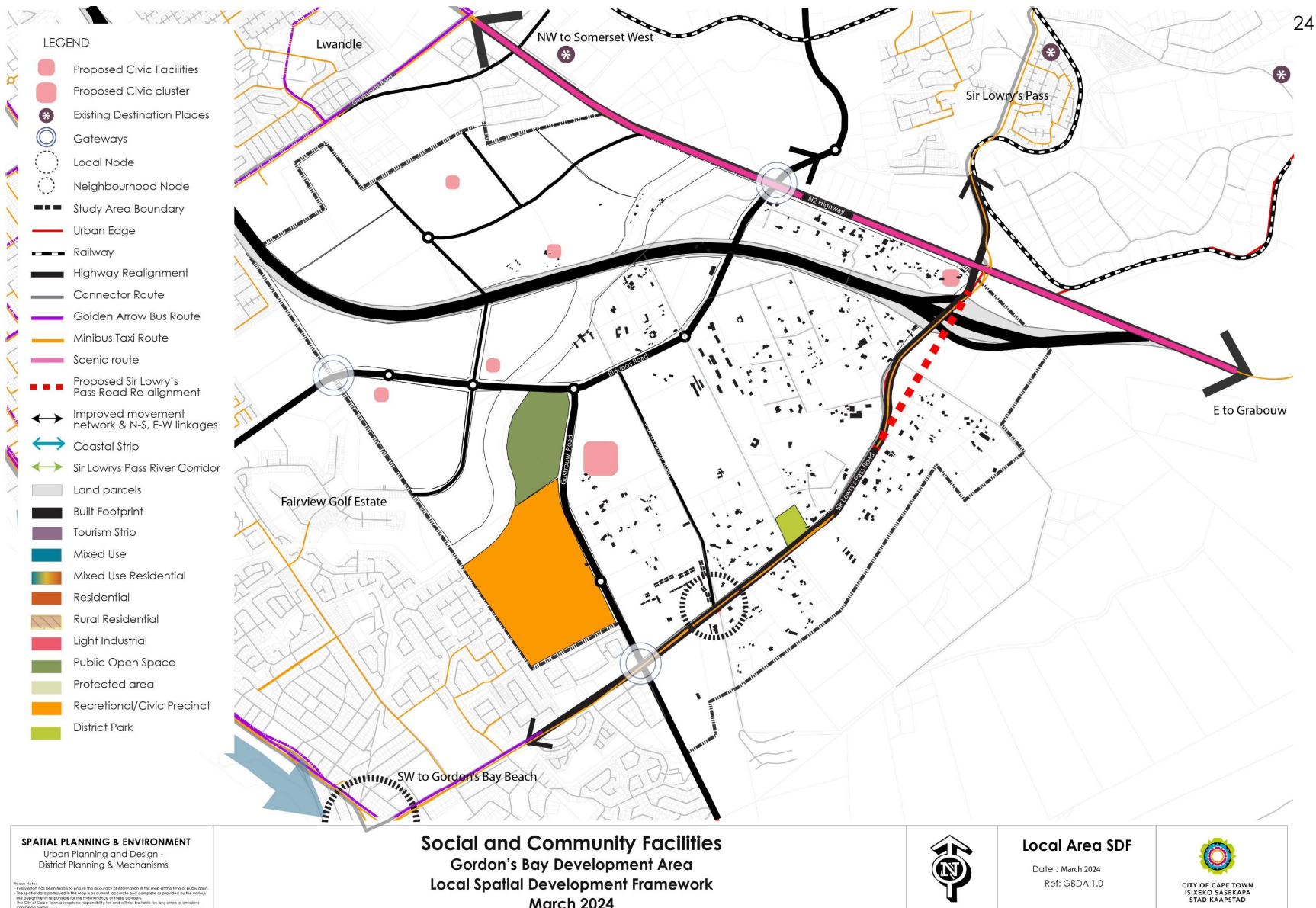


Figure 40: Areas where social facilities will be promoted

### 5.3.9. Utility Services and Servitudes

- i. Direct urban development away from hazardous areas/activities, so that no inappropriate urban development is located in servitudes (power lines, road, rail, etc.), or areas subject to regular flooding or flood risk, or related buffer areas.
- ii. Incorporate in a functional and safe manner to make multiple use of the alignment of servitudes that cannot be realigned, e.g. 400 kV electrical servitude, bulk water pipelines, etc. into the layout design of the future development affecting this alignment.
- iii. Servitudes and the alignment of power lines should be incorporated into layout designs or the possibility of realigning them be investigated.
- iv. Investigate the realignment of some servitudes, e.g. the 13kV power line north of the Sir Lowry's Pass River, to maximise the development potential of the pocket of land.
- v. Allow for the creation of road reserves as per the proposed road schemes and the necessary servitudes, where these are not in place yet, through the vesting of rights via the acquisition and implementation of development rights.
- vi. Lower and medium density developments may allow for the waste water system with the sewer networks to meet the demand of at least two (2) and higher density subsidy development for at least three (3) dwellings units per plot.

- vii. Developments close to or on the location of the proposed future stormwater detention facilities should consider the overall detention facilities requirements in their designs. The size and exact location of these facilities should be confirmed with the appropriate City departments during the conceptual design of any potentially affected development.
- viii. The stormwater culverts along Sir Lowry's Pass Road, should be protected to ensure that free flow of stormwater from the mountain through the GBDA to the sea.

### 5.3.10. Industrial Precinct

- i. Support the continued growth of the industrial areas for economic development and growth.
- ii. Ensure and establish an appropriate buffer to protect urban development from sprawling towards the industrial area.
- iii. Risk industry should be avoided in general industrial areas and should be reserved for areas identified for risk industry only.

### 5.3.11. Environmental Precincts (Conservation and Sensitive Areas)

#### 5.3.11.1. Sensitive biodiversity

- i. Appropriately manage urban development impacts on natural resources, and critical biodiversity networks by, inter alia, carefully assessing the impacts on sensitive biodiversity areas and endangered species.
- ii. The sensitive biodiversity area should be ground-truthed and confirmed via a botanical assessment of the impacts on the biodiversity and possible endangered species before any development is permitted at this location.
- iii. Vegetation in good condition should be subject to low impact activities. High impact activities may be considered for degraded areas.
- iv. If developments are proposed on the areas indicated as sensitive biodiversity, containing sensitive species, where appropriate and relevant, mitigation measures, e.g. search and rescue and offsets, should be applied.
- v. The OESAs, where degraded and appropriate, should be restored to natural or near- nature for improved ecological functioning.

#### 5.3.11.2. River corridors and wetlands

- i. The ecological corridors and wetlands are defined as Core 2 Conservation areas in terms of the Spatial Planning Categories. Therefore, no conventional urban development may be permitted within the corridors or on the wetlands.
- ii. Reduce the impact of urban development on the other river systems and water bodies by delineating a buffer area around within which no urban development/ structure should be permitted within 10m of the Sir Lowry's River canal.
- iii. In the absence of 1:50 year and 1:100 year floodlines, a freshwater ecologist along with a flood water specialist should designate an appropriate buffer.
- iv. The Sir Lowry's Pass River and abutting riverine environment/ corridor measuring approximately 105m wide should be protected from urban development as per the Sir Lowry's Pass River Corridor Management Plan and the Maintenance Management Plan for the Sir Lowry's Pass River;
- v. The other recommendations of the Sir Lowry's Pass River Corridor Management Plan and the Maintenance Management Plan for the Sir Lowry's Pass River should be complied with.

#### 5.3.11.3. Sensitive interfaces

It is likely that development within the GBDA will have a potential visual impact from the TR2, N2 and the Sir Lowry's Pass. Therefore



proposed new developments should consider how they mitigate against the potential negative visual impact in the formulation of their proposals.

- i. In the absence of a set of detailed design guidelines for the special interface and sensitive areas, the following guidelines are proposed:
- ii. Developments should front onto and not turn their backs onto the corridors or wetlands.
- iii. The interface with the riverine environment should be appropriately integrated into any future abutting development (residential, commercial or industrial) and should enjoy requires special treatment to ensure that the amenity value is maximised and to increase the surveillance and safety along its banks.
- iv. Only permeable fencing should be permitted along the riverine, wetland and scenic route boundaries of properties. No solid walls or "vibracrete" fencing should be permitted on these boundaries.
- v. The riverine boundary fence should be accessible from internal access roads for surveillance purposes.
- vi. Access points (controlled) are permissible from developments adjacent to the ecological corridors so residents/ workers can access the riverine open space system.
- vii. Developments abutting the riverine or wetlands should provide overspill lighting onto these areas.

- viii. No private residential erven may abut the riverine open space boundary in such a way that it prevents public access to it. Ideally only communal open spaces or roads should abut the riverine open spaces.
- ix. If the aforementioned is not possible then a continuous walkway along the full length of the ecological corridors should be established and protected as a public walkway domain and no obstructions to continuous movements, within the river streams or banks thereof for fauna or human beings, may be permitted.
- x. Where the corridors and their banks are in private ownership, additional land use rights should only be granted only if it is agreed that the corridors be made public right of way domains.

For new developments abutting the riverine environments, a riverine planting buffer should be established as a landscape requirement inside the development sites on the riverine boundary, approximately 5m to 10m wide with potential for detention of internal stormwater.

### 5.3.12. Parks and Public Spaces

The following objectives have been identified:

- **Connected systems:** Public spaces should be designed as part of spatial systems that are connected by streets.
- **Active interfaces:** A building's use should relate to the public space adjacent and spill-out into the public space. With active ground floors and. Floors above should promote the ability to look over/ survey the public space.
- **Safe places:** Promote safe public places at every scale and employ all means necessary to promote a sense of safety 24 hours a day. Make places that are safe for the most vulnerable, including women, the elderly and children.
- **Scale and proportion:** The scale of adjacent buildings must relate to the scale of public space directly adjacent to ensure enclosure
- **Integrated ecology:** enhance green linkages and support the ecological systems and their functions in the area
- **Local culture and memory:** Celebrate the local culture and community and allow for spaces for residents and visitors to come together.
- **Sense of place:** Design for need but also reflect the identity of the area in local design.
- **Resilience:** Hard and soft landscaping to be integrated into the functioning of space. Design should aim for easy management of uses.
- **Functionality:** Public and open spaces need to be maintained and have community buy in so that spaces can be used thoroughly and regularly for different uses.

### Activation

- Prioritise pedestrian spaces and spaces for play in and alongside green routes.
- Promote active street interfaces and encourage threshold spaces of public-private transition. Residential neighbourhoods should have stoeps and front doors that encourage eyes on the street.



Figure 41: Green Street with swale



Figure 45: Pedestrian orientated street



Figure 42: Swales as runoff

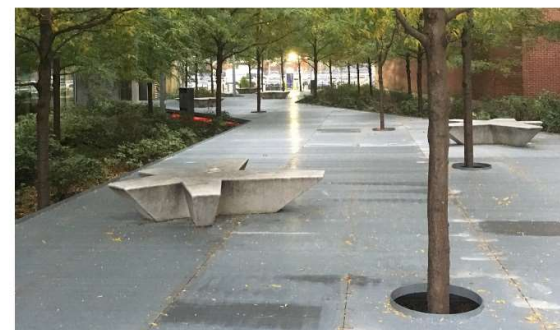


Figure 43: Trees as structuring elements in space



Figure 44: Soft landscaping and pedestrian link



Figure 47: Green streetscape / linear park



Figure 46: Planting palette with a diversity of species



### 5.3.13. Tourism and Arts

The following objectives have been identified:

- **Places Matter:** places are much more important than individual buildings or traffic volumes. The goal is to create attractive and interesting places that are shaped around people, qualitative and functional organization of the site, enlivening the physical experience of the development by both its occupants and passers-by. The rich potential of the broader site already provides key qualitative principles from which to draw inference.

Craft is King: attention to the grain and texture of the making of public places and urban form must be complemented by the crafting of the place. All too often commercial developments are associated with crass built forms shaped by reductive technocratic solutions.

People and Space Integration: we will encourage a positive relationship with the existing built form and integrate it with its sense of place. The sense of place includes the relationship of people, their activities and cultural practices, ultimately reflecting their character in its making.

Community over time: systems thinking and incremental development will allow opportunity for development to shape its form and character over time. Sustainability [social,

economic, environmental, resource] is to be treated as a matter of course, furthermore, we argue that development should allow for flexibility in accommodating a changing program that may be influenced by changing needs over time.



Figure 48: Public Art Walk and Murals

- Neighbourhood context: New developments and tourism should work towards ensuring a harmonious neighbourhood that considers historic context.

### 5.3.13.1. Guidelines

The following guideline should be considered:

- i. Enable less formal trade and encourage appropriate economic activities at destination places;
- ii. Prevent activities that compromise or restrict views along Sir Lowry's Pass Road (consult Scenic Drive Management Policy);
- iii. Support private and public sector investment for appropriate redevelopment and upgrading of destination places to ensure they maintain variety for repeat visitors;
- iv. Support development of potential destination places which will promote and enhance tourism and recreation, in areas that have not been included in the tourism economy;
- v. Improve legible connections between tourism destinations encouraging visitors towards different areas. In particular encouraging connections to the nature reserves and sounding tourism destinations;
- vi. Use street-scaping, landscaping and signage to define and characterise spaces – this is critical in highlighting the diversity of experiences. Tourism signage should be consistent throughout the City, with signage for major attractions and facilities being in line with overall signage policies.
- vii. Street furniture, lighting, benches, public art and trees provide opportunities of creative memorialisation.

- viii. A unified character for the street needs to respond to the heritage of the space.
- ix. Institutions along the street need to be acknowledged and celebrated through changes in the treatment of the street. Paved spaces, additional street furniture, lighting or bump outs can occur along the street at notable institutions or public amenities.
- x. To develop within the character traits of the area.
- xi. Provide opportunities to engage with the heritage of the site. Elements within public spaces should be seen as opportunities for embedded memorialization, through signage, lighting, seating, textures, colours, etc. Examples include "storied pavement", historic kerb stones, public art and benches.

## 5.4. Spatial Development Framework

The map below is a consolidation of all the above mentioned elements which create the spatial development framework for the Gordon's Bay Development Area.



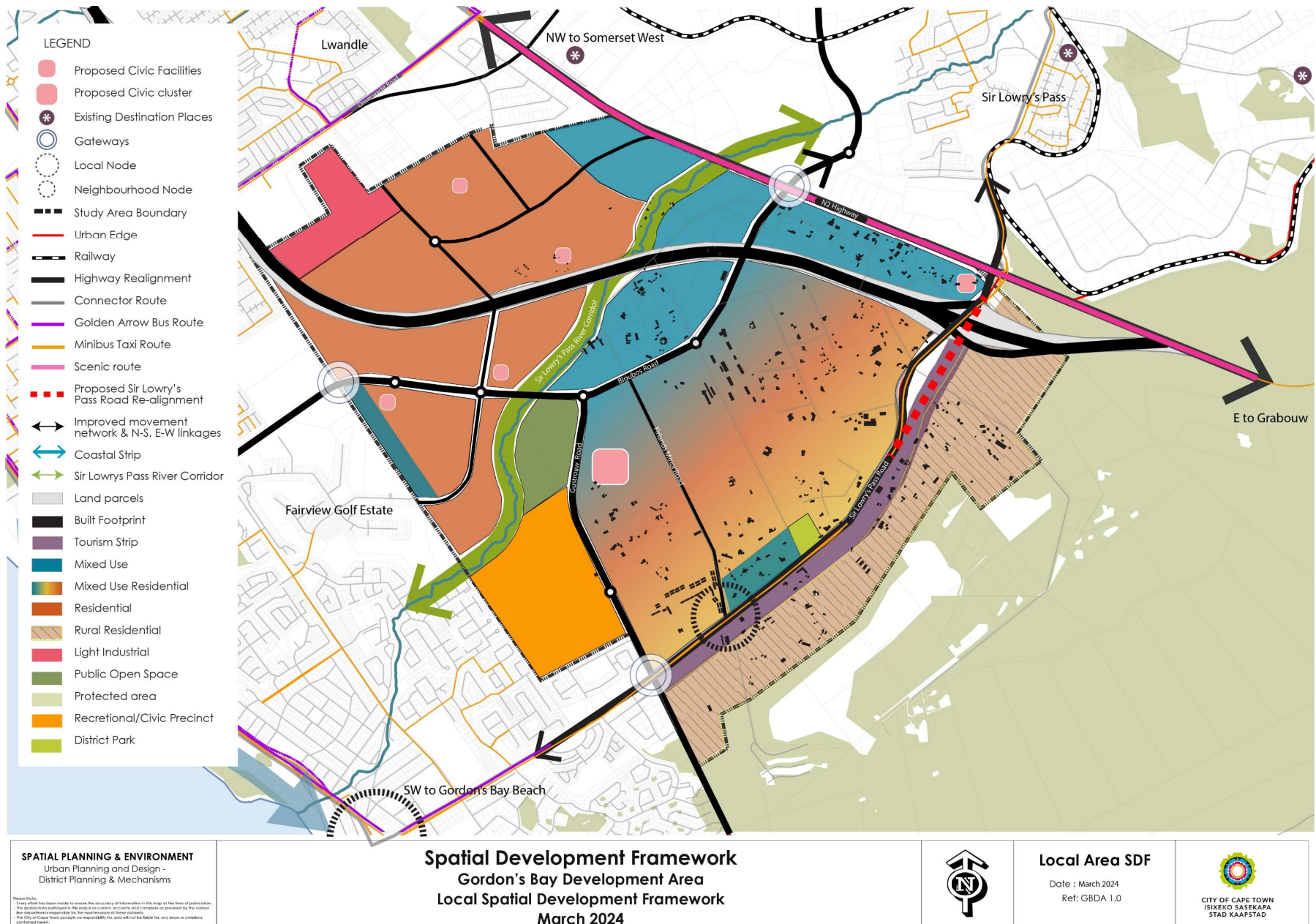


Figure 49: Spatial Development Framework Map

GBDA: Local Spatial Development Framework