



Introduction

1

Introduction

The Development Framework for District Six located close to the Cape Town Central Business District (CBD) (Figure ES01) presents a set of principles, strategies, design and planning guidelines; as well as infrastructure proposals based on the existing inner city context of the site measuring approximately 40ha in extent. There is an urgency to get to a level of intervention that would enable the resettlement of returning claimants. The District Six Development Framework proposals begin to address the issue of social justice and the restoration of land rights lost to give effect to the provisions of the Restitution of Land Rights Act (Act 22 of 1994).

The Framework recognizes that District Six is an inner city area that can significantly contribute to the revitalisation of the city. It argues that the site should neither be speculated upon nor encouraged to be gentrified as may ordinarily be the case had restitution not formed the basis of its redevelopment imperative. An integrated approach is therefore taken that includes a range of social, environmental and economic concerns relevant to District Six and the Cape Town CBD. The approach is strongly informed by the history and memory of the site as the subject of forced removals more than 40 years ago. Social justice and restoration of land rights therefore form the pillars that proposals towards the realisation of the framework, are based on.



FIGURE ES. 01 Site locality



Land for Redevelopment

2

Land available for redevelopment

The site includes existing development as well as those vacant sites to be developed as part of the restitution project which extends from Canterbury and Roland Street in the west, to Searle and Cambridge Street in the east, Sir Lowry and Albert Road in the north and De Waal Drive to the south (Figure ES02). The sites that have been identified for redevelopment as part of the restitution project are also highlighted on Figure ES02.

The total land area of these sites measures approximately 40.4ha. This area includes existing roads and open spaces which implies that the overall quantum of land available for development is reduced. The development framework shows the potential provision of 5000 new homes on the sites identified for redevelopment. The proportional makeup of the housing in the framework and the associated business plan is as follows: **Land available for redevelopment**

The site includes existing development as well as those vacant sites to be developed as part of the restitution project which extends from Canterbury and Roland Street in the west, to Searle and Cambridge Street in the east, Sir Lowry and Albert Road in the north and De Waal Drive to the south (Figure ES02).

The sites that have been identified for redevelopment as part of the restitution project are also highlighted on Figure ES02. The total land area of these sites measures approximately 40.4ha. This area includes existing roads and open spaces which implies that the overall quantum of land available for development is reduced.

The development framework shows the potential provision of 5000 new homes on the sites identified for redevelopment. The proportional makeup of the housing in the framework and the associated business plan is as follows:

1 500	Claimants
1 000	Land Reform Beneficiaries
1 500	Social Housing
1 000	Private Housing
5 000	TOTAL

Based on the total of 5000 units District Six will have a population of approximately 20 000 people.

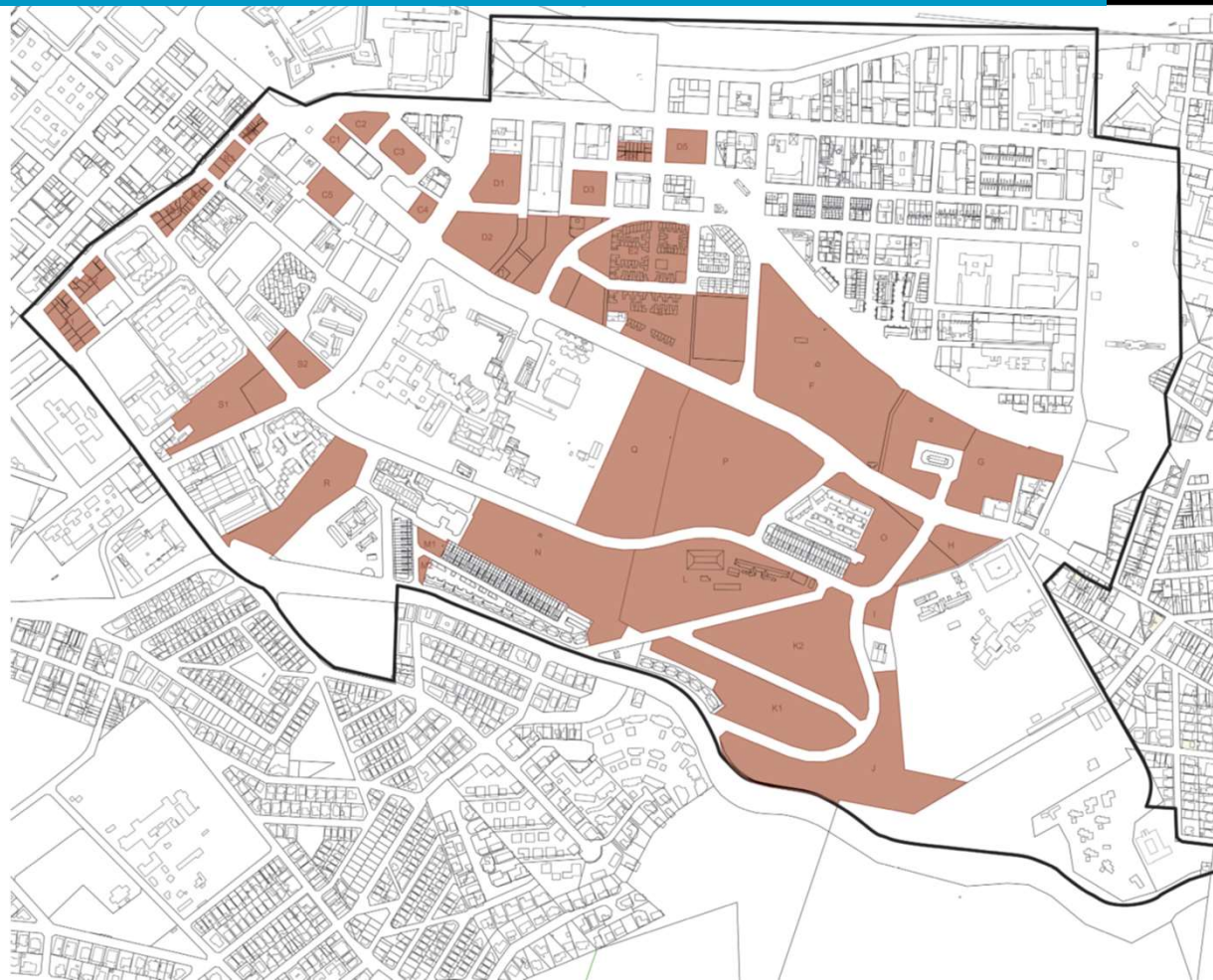


FIGURE ES.02 PLAN ILLUSTRATING THE LAND PARCELS WHICH ARE UNDERSTOOD TO BE AVAILABLE FOR DEVELOPMENT AS PART OF THE DISTRICT SIX RESTITUTION PROJECT.



Constraints

3

Spatial Constraints

As much as the site has opportunities in terms of its locational value, the site also has challenging spatial constraints.

1. Existing buildings need to be considered
2. Challenging geotechnical conditions; including steep gradients, infill and level changes present serious challenges to access and will require particular structural solutions.
3. Underground infrastructure and buried water courses are constraints for development unless relocated
4. Historically important environments such as the Castle, Grand Parade and existing institutions to be retained and their settings enhanced.
5. Nelson Mandela Boulevard and De Waal Drive are divisive elements and physical barriers to movement and access
6. Proposed road widening schemes in the East City, particularly the Tennant Street / McKenzie Street Scheme
7. The Cape Peninsula University of Technology is a large single land use and currently a physical, impenetrable barrier to movement
8. Other larger sites, such as schools and walled public facilities, form barriers to movement and access
9. Public green open space to be safeguarded and improved
10. Pedestrian access over the highways is limited to a number of pedestrian foot bridges
11. A potential vehicular underpass linking District Six to Vredehoek is proposed by the CoCT and needs to be safeguarded
12. De Waal Drive is designated as a Scenic Route and views from this national road to be protected
13. Archeologically sensitive sites requiring additional explorations to be safeguarded and integrated into the urban fabric.



FIGURE ES 03 CONSTRAINTS PLAN



Structuring Principles

4

Fundamental Structuring Principles

The Development Framework provides policy guidance through a set of development principles, strategies and a structuring diagram (Figure ES04). The plan is ordered through a public space structure which is defined as a hierarchy of routes, spaces and places around which new development is associated. One of the major elements that gives order to urban form and consequently to the urban design intent is the public structure including the primary streets, open spaces, public institutions and the green structure. The diagram (Figure ES04) illustrates the key components giving structure to the site based on the following principles:

- Reinststate the historic street grid and fine grain character of old District Six
- Enhance the setting of the remaining historic buildings as unique and distinctive places within the urban fabric
- Safeguard important vistas and protect views
- New Hanover Street as an activity corridor and the primary element of urban structure, in a reconfigured form
- Protect and improve natural, green linkages through the site, particularly mountain to sea links
- Create a clear and permeable network of routes and open spaces
- Urban form to be of a human scale and responsive to the micro climate and local topographical conditions
- Improve linkages with the surrounding urban fabric
- Provide a variety of typologies of public spaces and associated activities / buildings
- A clear definition of precincts / neighbourhoods
- Ensure the adequate provision of public facilities and that these are associated with key elements of the public space structure.



FIGURE ES.04 STRUCTURAL DIAGRAM



Vision, Design and Development Principles

5

Vision

'To provide restitution for those removed from District Six through an integrated redevelopment which will result in a vibrant multicultural community whose dignity has been restored in a developmental environment, grounded in, and meeting the social and economic needs of the claimants and the broader community that will contribute towards the building of a new nation'.

Fundamental Design Principles

- Reinstatement of the historic street grid and fine grain character of old District Six
- Enhance the setting of the remaining historic buildings as unique and distinctive places within the urban fabric
- Safeguard important vistas and protected views
- New Hanover Street as an activity corridor and the primary element of urban structure, in a reconfigured form
- Protect and improve natural, green linkages through the site, particularly mountain to sea links
- Create a clear and permeable network of routes and open spaces
- Urban form to be of a human scale and responsive to the micro climate and local topographical conditions
- Improve linkages with the surrounding urban fabric
- Provide a variety of typologies of public spaces and associated activities / buildings
- A clear definition of precincts/ neighbourhoods
- Ensure the adequate provision of public facilities and that these are associated with key elements of the public space structure

Development Principles

- Create a socially and economically integrated community
- Contribute to the positive reinforcement of the genius loci or sense of place that is physically and socially rooted to its location, topography and history.
- Use the development of commercial assets to cross subsidise the costs of development of claimant's housing.
- New development will be at a medium to high density to make most efficient use of valuable inner city land and allow for all claimants to return to the site.
- Balance increases in density with the provision of open space and social amenities to support healthy urban lifestyles.
- Pilot sustainable technologies which reduce negative impacts on the environment and reduce the long term running and operational costs for future occupants.
- Promote more sustainable movement behaviour and alternatives to car use and car ownership, as far as possible
- Create comfortable public spaces which take into account the micro climate.
- Create a safe and secure neighbourhood based on sound urban design principles.
- Create streets which are appropriately scaled and reduce the negative impact of motorised transport on the environment.
- Bring nature into the city through the provision of ecological spaces and improve levels of biodiversity within the built environment.





Density

Density

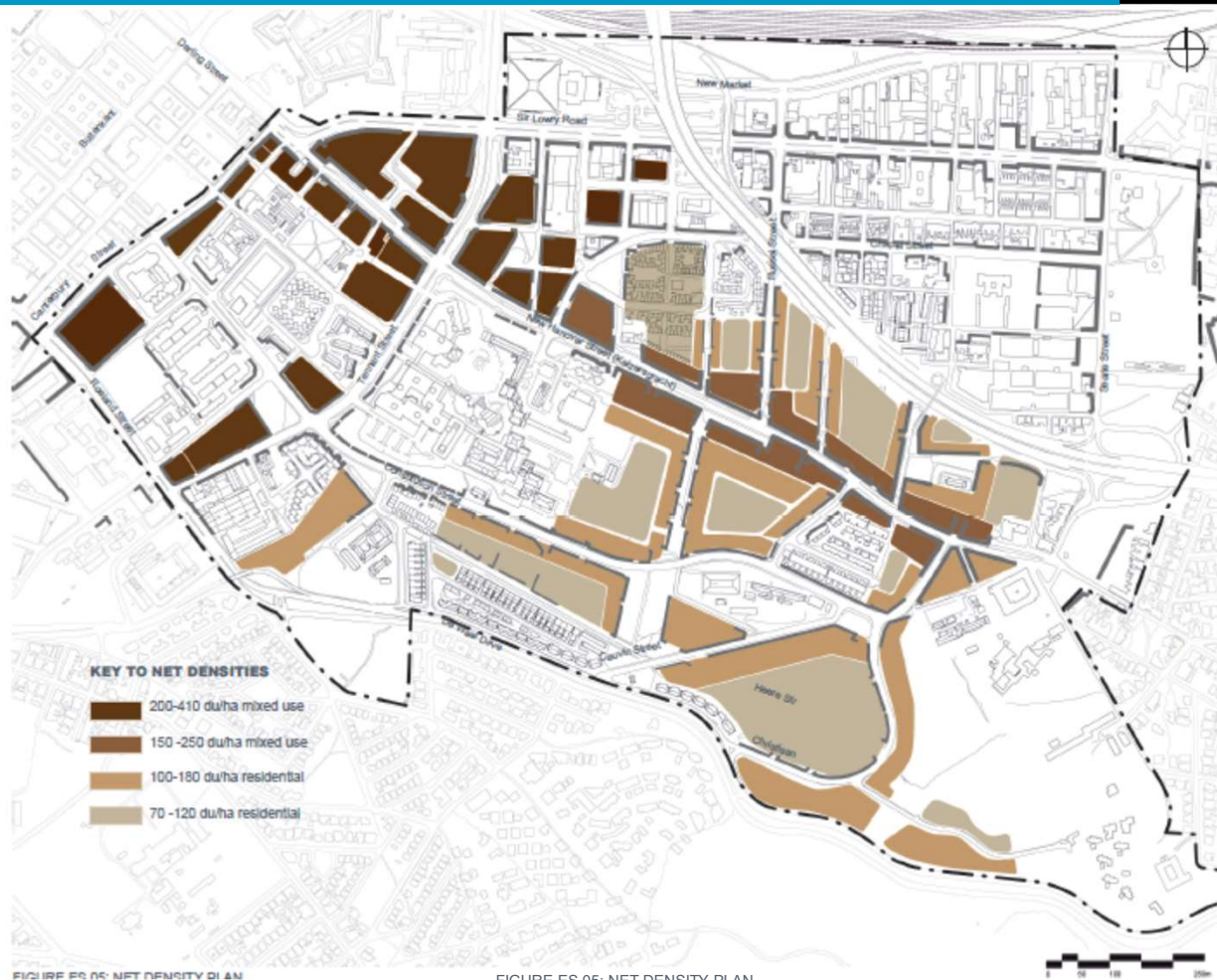
The provision of affordable housing in District Six is central to the complex issue of restitution. In as much as the provision of housing for returning claimants is the primary aim of the process of restitution, the plan for District Six will provide additional residential accommodation to ensure well located urban housing for low income families as well as additional commercial development which will help cross subsidise the costs of the redevelopment project.

Given the strategic location of the available ± 40 hectares of land, the intrinsic value of the land and the need to house a substantial number of people, it is clear that the proposed residential densities in the area will be medium to high and must contain appropriate house types to ensure that high densities are not only achievable but also that a qualitative environment is delivered.

The following principles guide the development framework in respect of densities.

- Densities must be appropriate to the scale and location of the site in the context of the city and its development history.
- Concentrations of densities to reinforce the public space structure.
- Higher densities are located along public transport routes and along New Hanover Street in particular.
- Higher densities are also proposed within the East City where the existing urban fabric can support higher levels of bulk.
- Densities will have a direct relationship with the natural topography and lay of the land. Greater densities are proposed at the lower parts of the site closer to Sir Lowry Road where the gradient is less severe and the existing urban fabric is able to support taller buildings.
- Increases in density are promoted where there is adequate access to public transport, open space and community facilities.
- Higher densities are also concentrated around large open spaces to activate and provide enclosure to these spaces.

The targeted average gross density across the site is 60du/ha. This is in keeping with the City's Densification Strategy which aims for an average gross base density across the City of 25du/ha and a gross density within the Urban Core of 25-180du/ha. To achieve this density, net densities range from 70du/ha to 410du/ha, with an average net density of 162du/ha across the site.





Transportation

7

Urban Transport

Being close to the city centre, District Six has the benefit of access to a range of high order public transport services including rail, bus and minibus taxis (Figure ES 06). Cape Town Railway Station is located 1.5km to the north west of the centre of the site and is the terminus for most of the regional and suburban services. These services can provide a convenient means for District Six residents to access their existing places of employment, many of which are located outside the CBD and in outlying industrial and employment areas. It is expected that a significant proportion of trips to the railway station will be on foot.

Public transport within the site is limited to buses and minibus taxis. The services which currently serve the site run along the periphery of the site; Sir Lowry Road and centrally along New Hanover Street. A future integrated rapid transit (IRT) system will be introduced to the new scheme. The IRT service will take the form of a feeder service which will run through District Six emanating from Darling Street, continuing along New Hanover Street and then through Walmer and University Estate towards Salt River Station. This service is planned to be operational by 2012.

All primary movement routes will be designed to be inclusive of all users including people with disabilities, older people and people with mobility impairments. The pedestrian and cycle routes are fine grained and will provide good connections to the neighbouring areas, enabling local residents to continue to walk or cycle to, through and from District Six to reach local amenities such as shops and schools. The streets of District Six are viewed as social spaces and an essential part of the public spatial system. Main vehicular traffic movement is encouraged to use streets on the perimeter of the site; Sir Lowry Road, Tennant Street and De Waal Drive with New Hanover Street / Keizersgracht being promoted as a high density activity spine, public transport and NMT corridor with more stop-start type movement for private vehicles.

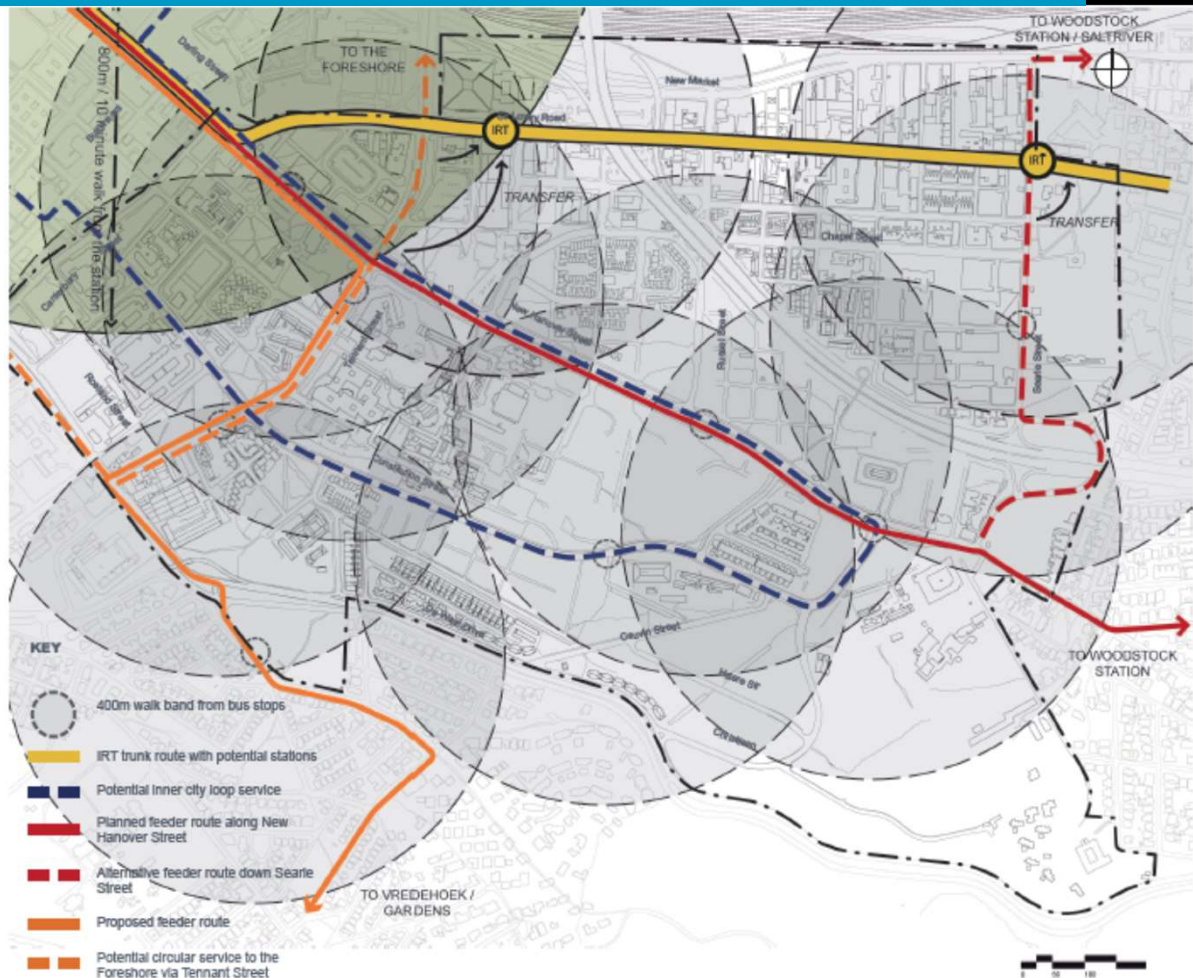


FIGURE ES 06: POTENTIAL PUBLIC TRANSPORT ROUTING PLAN



Urban Form Strategy

One of the major elements that gives order to urban form and consequently to the urban design plan is the 'public space structure'. Public space structure is defined as the hierarchy of routes, spaces and places around which new development is associated. The adjacent Public Structure Plan (Figure 4.15) highlights the higher order urban elements which will structure the redevelopment of District Six. This includes the primary streets, open spaces, public institutions and the green system.

The adjacent Framework Plan illustrates how the Public Spatial Structure manifests in District Six by illustrating building footprints on the sites which will be developed in the future. It is important that this Framework Plan is not thought of as a masterplan. It is rather an illustration and a flexible framework that imagines how District Six could be and forms the basis for the physical model (Photos of which are included in this report overleaf). Its purpose is to illustrate how the principles of the Development Framework could manifest spatially in plan, and by so doing serves to give an indication of the grain, texture and character of the streets and spaces. It is critical to note that the final layout for each quarter will only be resolved at more detailed stages of the Package of Plans process. It is only at this later stage that detailed information will be developed and residents participate in the design process, that finality about the layout of urban blocks, buildings and open space can be reached.

The 2003 HIA argued that while District Six existed as a single urban precinct, it could be divided into eight smaller sub precincts, which together constitute the whole. These sub precincts or character areas may not be all encompassing in assisting in the definition of precincts, and others may have to be reconsidered as further discussion takes place. The precincts identified in Figure 4.17 and discussed below generally all gravitate in a linear fashion towards Hanover Street. While Hanover Street may be the edge or boundary of most of these precincts it is also the seam that sews them together. For this important reason it may very well be that these somewhat arbitrary defined areas need to be first developed along their respective peripheries, not unlike the historic development of the old market gardens/farmsteads that previously occupied the area (though these were much smaller in area). The 'quarters' or character areas are listed individually below and supported by a short written description outlining the characteristics and qualities envisaged for each quarter. Again it is important to note that the identified character areas may be consolidated into wider precincts and will inform the later Precinct Planning Design Stages. It is also envisaged that each quarter will be named by the community through the participative design process.

The urban structure, design of streets, use of distinctive buildings and concentration of community and commercial uses in the proposed framework plan of District Six, all contribute to creating a legible and attractive place that is easy to orientate oneself in and understand. To aid in making the structure of District Six legible development should respond to the following principles:

- Use views to reinforce the local sense of place - views down/up streets, views of the mountain, sea and city centre
- Respect and enhance views which enjoy statutory protection such as the De Waal Drive Scenic Drive
- Use local landmarks as reference points; (churches, mosques and new community facilities)
- Use landmarks to emphasize the hierarchy of place
- Group tall buildings and create interest within the skyline (ridge lines, towers, minarets, steeples, office buildings)
- Align routes with key buildings, (include a varied sequence of short and long views, terminate selected views with landmarks)
- Create special viewing points / urban 'balconies' and provide spaces for pausing and viewing



FIGURE 4.15 : PUBLIC STRUCTURE PLAN



FIGURE 4.16: INDICATIVE FRAMEWORK PLAN

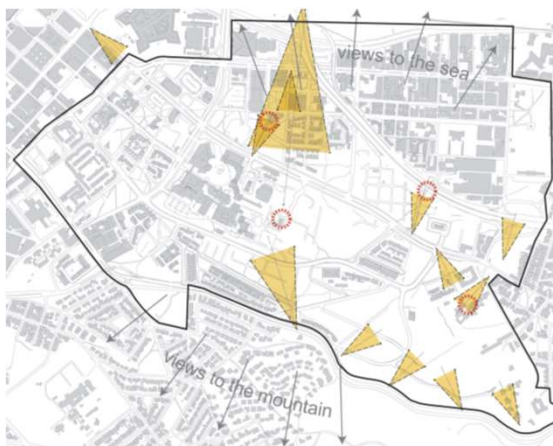


FIGURE 4.18: VIEWS AND VISTAS



FIGURE 4.2: BROAD LAND USE PATTERNS



Procedures and Implementation

9

Planning Procedures and Implementation

In respect of planning procedure and processes that would give effect to the proposals in this framework, three types of sites have been identified notwithstanding the intent to follow the PoP approach. i) Sites presently under construction that are zoned appropriately;

ii) Sites that are already zoned appropriately and ready for detailed precinct planning and sites development plans where after building plan submission and construction can happen; and

iii) Sites that require statutory planning, environmental impact assessments and heritage impact assessments. Figure ES 09 outlines the phases of implementation over the next three years.

- **Phase 1A: Fast Track Development Parcels.** These are sites that are zoned appropriately and on which construction can commence immediately after building plans have been approved by the CoCT. Approximately 950 residential units and 3960m² of commercial are to be constructed in this phase.
- **Phase 1B:** These sites are not zoned appropriately or have schedule conditions attached to them which mean that certain procedural processes need to be completed before development can occur.
- These processes include rezonings and removals of restrictions and may require certain environmental and heritage assessment processes. Approximately 670 units and 8060m² of commercial are to be constructed in this phase.

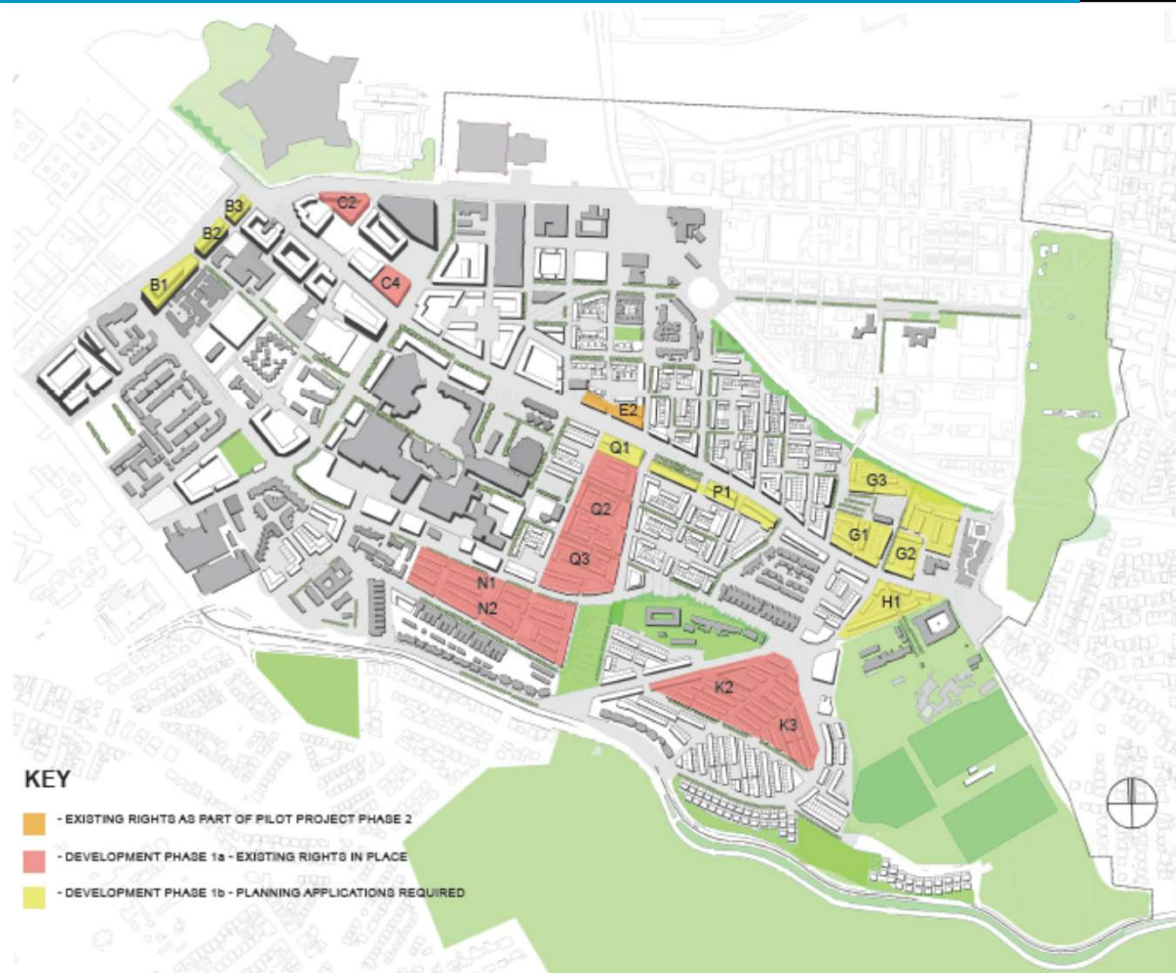


FIGURE ES 09 FAST TRACK DEVELOPMENT PARCELS



Program and Parameters

10

- Provide a wide range of facilities within District Six which fulfil all the day to day needs of residents within a 30 minute travel time from residents' homes.
- As opposed to providing new facilities the intention is to optimise the use of existing facilities through multiple occupancy, mixed use, collocation and effective management. In particular:
 - Optimise the use of school facilities such as libraries, halls, sports fields, and computer rooms so that they can be shared or made available to the public outside school hours
 - Optimise the use of CPUT which could provide a host of venues to the community and general public, the use of which could be extended beyond normal operating hours
 - Intensify the use of The Good Hope Centre as a potential indoor sports venue and community facility
 - Optimise the use of facilities located within nearby Woodstock which are currently under utilized. This can be done through an awareness campaign informing the community and general public about what facilities are available, where they are located, opening times and how to get to them.
- Improve access to facilities located outside the area by ensuring that adequate provisions are made within the public transport system so that these facilities are accessible in an easy and convenient manner.
- New public facilities should be associated to higher order elements of the urban spatial structure
- New public facilities could be located on sites which previously contained buildings of social significance before the destruction of District Six.
- Co-location of various community facilities in multipurpose buildings will be encouraged
- Public facilities will be provided in a more urban manner with tighter space standards than traditionally delivered ie, multi-storey schools
- New early childhood centres and crèches are to be appropriately integrated into the residential fabric
- Establish a working group which seeks to resolve wider issues of education within District Six consisting of community representatives, school principals and the DoE
- Existing schools need to be improved and upgraded so as to be able to accommodate increased demand
- New school sites should be associated with higher order elements of the public space structure
- It is suggested that new primary schools should be provided such that its catchment is within 400m of residents homes allowing children to walk to school alone or accompanied within 5-10 minutes
- New Secondary Schools would have a wider catchment of 800 / 1200m which allows for older children with higher levels of independence to walk, cycle or take public transport to school
- Schools are to be more actively managed to allow for the use of facilities, such as halls, computer rooms and sports facilities by the community after school hours
- Opportunities to increase the size and consolidate some of the secondary schools into larger institutions should be explored
- Urban school typologies are to be explored which include multi-storey school buildings with rooftop playing grounds and internal play spaces
- Promote the use of school buildings on a 16 hour basis
- Opportunities to provide education through private schools should be explored. This may occupy floor space which has thus far been allocated for commercial uses

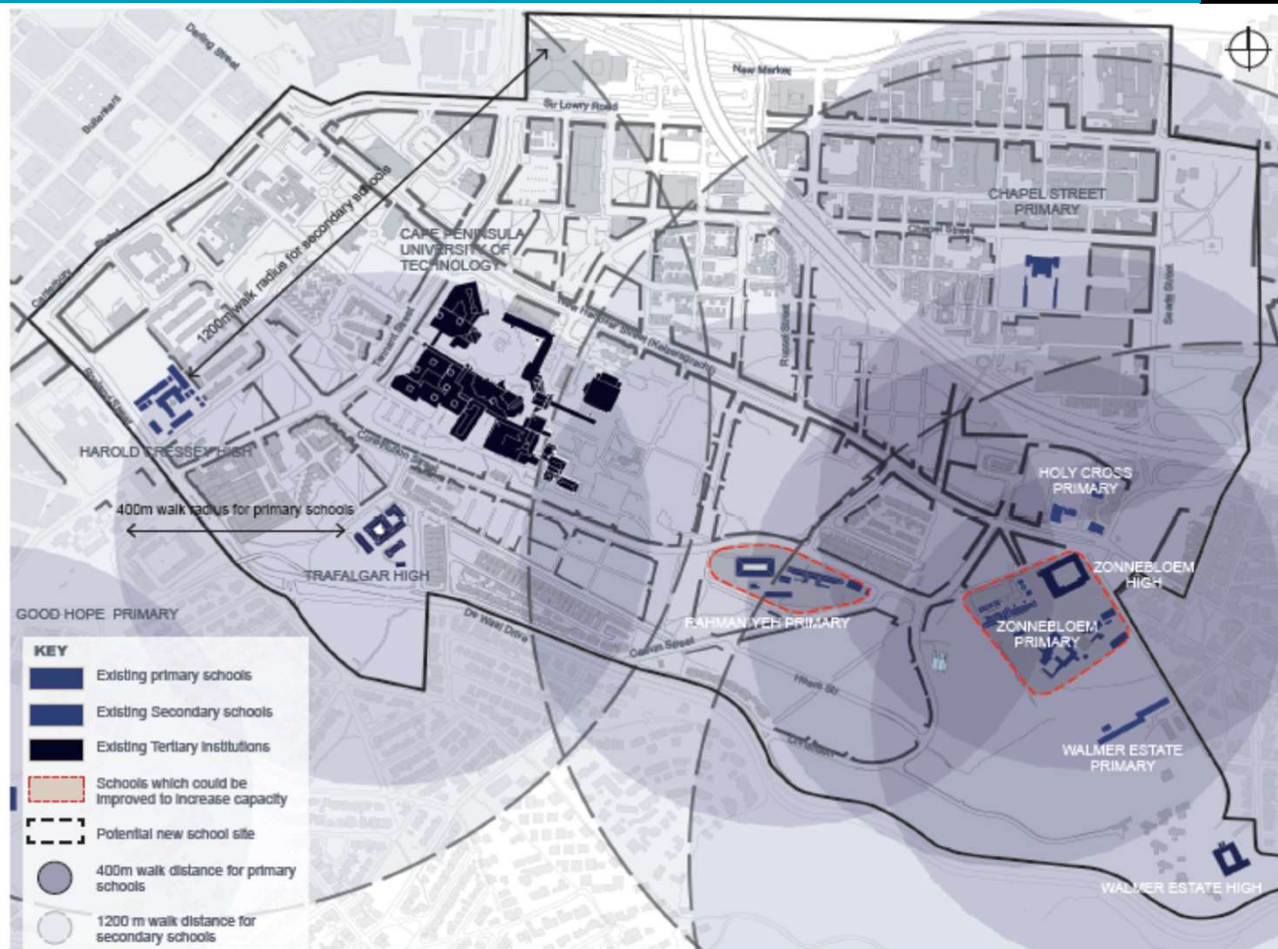


FIGURE 4.4: EXISTING EDUCATION FACILITIES



Program and Parameters

11

PUBLIC FACILITIES

* based on Schedule of standards and Guidelines for the Spatial Provision of Social Facilities, Public Institutions and Public Open Space in Cape Town, CSIR 2007

Number of units 5000
House hold size 4 * Assumption
Population 20 000

	Threshold pop/fac	Scale of ref	Distance (km)	Walk Dist	ha/fac	No. of fac Required	Accessible to District Six	No. New Facilities Required
Educational Facilities								
Early Childhood centre / Crèche	2 000	L	750m	10min	0.20	10.0	1 TBC	9 TBC
Primary School	6 000	L	1.5km	15min	2.00	3.3	2 775 Places	1 265 Places
Secondary School	10 000	A		30min	3.00	2.0	2 035 Places	355 Places
Health Facilities								
Clinic	30 000	A	2-5km walk		1.00	0.7	1	0
Aids Clinic	60 000	A	2-5km walk		0.20	0.3	0	0
Community Hospital	80 000	M	2-5km walk			0.3	0	0
Social Facilities								
Library	35 000	A	<0.8 from schools		0.10	0.6	1	0
Community Centre	22 000	A	<0.8 from schools		0.50	0.9	1	0
Place of Worship	2 500	L			0.15	8.0	10	0
Old aged home	50 000	L				0.4	0	0
Public Service Facilities								
Post Office	11 000	L	2.0		0.01	1.8	1	0
Police Station	60 000	SM	1.5		0.20	0.3	1	0
Fire Station	30 000	SM			1.20	0.7	1	0
Sports and Recreation								
Sports Local	3 000	L	0.8		0.60	6.7	1	8
Neighbourhood Sport	10 000	N				2.0	1	0
District Sports Complex	50 000	SM				0.4	0	0
Swimming pool	60 000	N	1.0		0.75	0.3	1	0
Public Open Space								
Local Play Park	3 000	L	7 min		0.12	6.7	0	7
Community Park	5 000	N	300-750m	30min	1.00	4.0	2	2
District Park	50 000	SM	5km		2.50	0.4	0	0
Food Gardens	6 000	L	200m	5min	0.25	3.3	0	3
Cemetery	100 000	M				0.2	0	0

TABLE 4.2 COMMUNITY FACILITIES REQUIRED ACCORDING TO CoCT

Note: The above table only gives an indication of the type and number of facilities which would need to be provided for a community of 20,000 people under typical circumstances. There are a number of existing facilities in and within close proximity to District Six and the eventual number and type of facilities which will be provided will be determined through engagement with the City of Cape Town and other State departments.

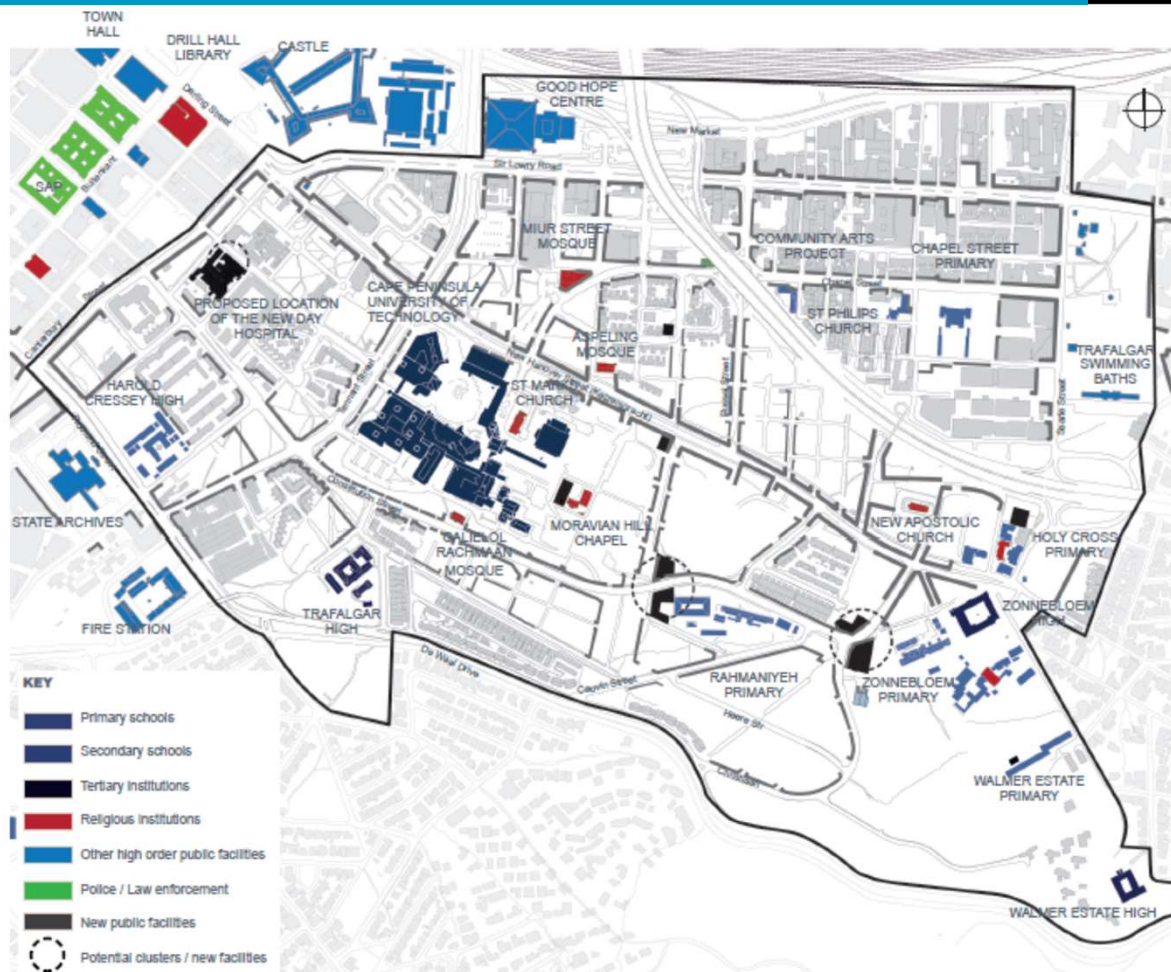


FIGURE 4.3: EXISTING COMMUNITY FACILITIES



More Information and Comments

12

YOUR COMMENTS WILL BE APPRECIATED

As you study the previous Development Framework help us to determine how we can improve it. Answer the following:

1. Does it cover all the concern/issues?
2. Is the vision still relevant?
3. What Proposals should be updated?
4. Do you have any new proposals ?

WHERE TO SOURCE INFORMATION/ COMMENT

1. For further enquiries, e-mail:
DistrictSix.LSDF@capetown.gov.za
2. For copies of the presentation and background documentation, access:
<http://bit.ly/CCT-DistrictSix>



Long view of the city centre from De Waal Drive Scenic Route