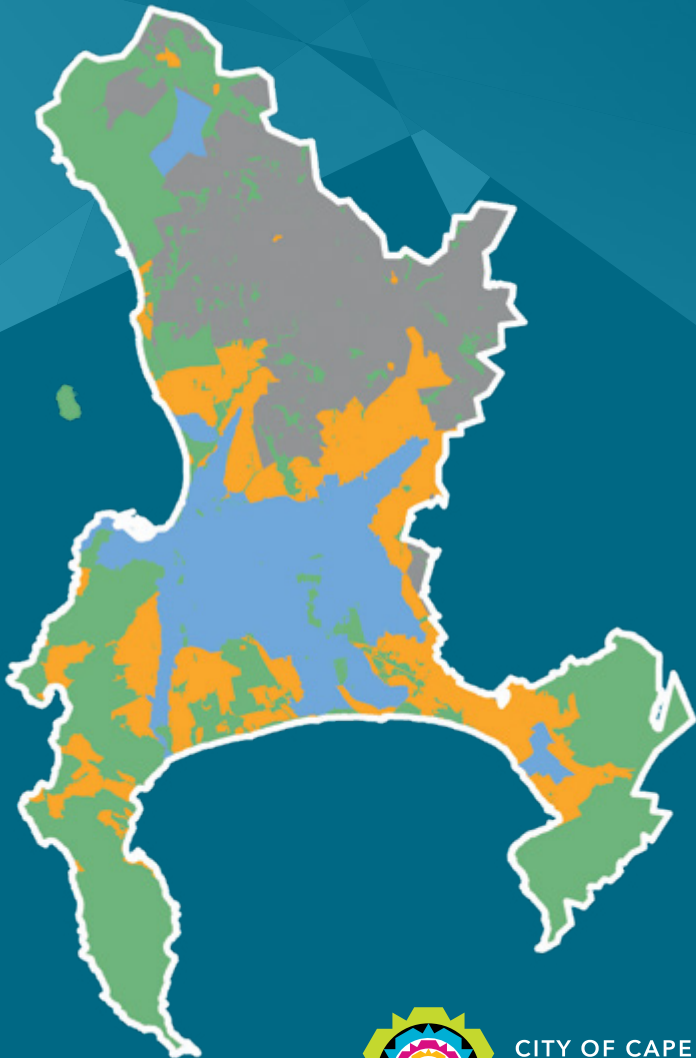


THE PEOPLE'S GUIDE

TO THE CITY OF CAPE TOWN'S
SPATIAL DEVELOPMENT FRAMEWORKS



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD



ELECTRONIC DOCUMENT NAVIGATION SHORTCUTS

- Entries on the contents page link to the relevant page.
- Click the page number at the bottom of each page to return to the contents page.



MUNICIPAL SPATIAL DEVELOPMENT FRAMEWORK (MSDF) AND INTEGRATED DISTRICT SPATIAL DEVELOPMENT FRAMEWORKS AND ENVIRONMENTAL MANAGEMENT FRAMEWORKS (DSDFs-EMFs)

Summary of spatial plans
2023



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Table of Contents

1. Introduction	6
What do the spatial frameworks do for the citizens of Cape Town?	6
2. Main ideas guiding Cape Town's growth and development	8
Inward growth	8
Spatial transformation areas (STAs)	9
Intensification and densification	12
Development edges and growth directions	13
Multidirectional accessibility grid	14
Inviting nature into the city	15
Destination places	16
3. How are the spatial plans implemented?	18
City vision	18
Spatial strategies	19
Implementation plan	20
How to use the spatial frameworks as informants to land use applications	21
4. Where to find the spatial frameworks, local area plans and supporting documents	22
Municipal Spatial Development Framework (MSDF)	22
Integrated District Spatial Development Frameworks and Environmental Management Frameworks (DSDFs-EMFs)	23
Supporting documents	23
City map viewer	24
5. Applicable legislation	27
6. Annexure A: Application of maps	28
7. How to get hold of us	37

1. Introduction

Cape Town is constantly changing and growing. To ensure that the city remains a quality place in which to live, work and invest, as well as to visit, it needs a plan to guide future growth and change in the best possible way. This is what the City's spatial frameworks, the Municipal Spatial Development Framework (MSDF) and the Integrated District Spatial Development Frameworks and Environmental Management Frameworks (DSDF-EMFs) aim to do. They represent a framework for long-term growth and development, including a spatial vision, investment priorities for the public and private sectors, and where the City wants to see that kind of development in the built environment.

Cape Town wants to achieve a reconfigured and inclusive spatial form and structure – creating shorter travel distances between work and home.

What do the spatial frameworks do for the citizens of Cape Town?

The spatial planning frameworks (MSDF and DSDFs) reflect on maps and in development guidelines how the built environment will develop over the next 20 years. These should be read together with the [Integrated Development Plan](#) and the City's capital and operational budgets, which are made available to citizens annually around March of each year.

The budgets and operational programmes, together with the spatial framework, give residents, investors and visitors an understanding of where the City of Cape Town as local authority is planning to spend money on infrastructure upgrades and other developments.

The City updates its spatial plans on regular basis as required by legislation but also for the benefit of its citizens, investors, national, provincial and local government and state owned entities to see how the City adheres to the development rules and directions expressed in the Municipal Systems Act, the Spatial Planning and Land Use Management Act, the Land Use Planning Act and [Cape Town's own Municipal Planning By-law](#).

The City's DSDFs contain detailed spatial information for each of the eight districts and also fulfil the role of environmental management frameworks that are important for the management of the impact of development in terms of the National Environmental Management Act.

City of Cape Town vision

**CITY
OF HOPE**

3 top-tier priorities
3 secondary priorities

Programmes that deliver on
the City's priority outcomes
in support of its vision

SAFETY

**ECONOMIC
GROWTH**

**BASIC
SERVICES**

HOUSING

**PUBLIC SPACE,
ENVIRONMENT
AND AMENITIES**

TRANSPORT

A RESILIENT CITY

3 foundations

Programmes that
support the delivery
of the 6 priorities

A MORE SPATIALLY INTEGRATED AND INCLUSIVE CITY

A CAPABLE AND COLLABORATIVE CITY GOVERNMENT

The IDP strategic plan, comprising priorities and foundations that all support
the vision of creating a *City of Hope*



2. Main ideas guiding Cape Town's growth and development

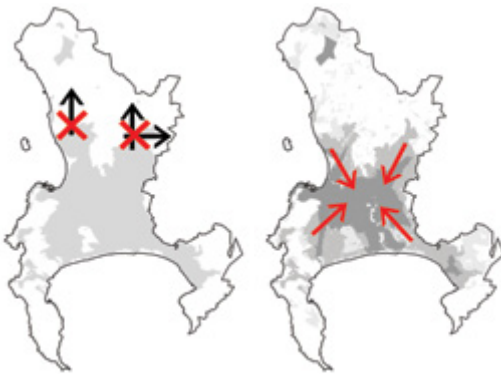
The fundamental goal of the City's spatial development frameworks is to grow and maintain a sustainable, inclusive, economically viable and healthy city.

- The spatial plans do not give or take away land use rights, they simply provide guidance for when applications for new rights are assessed (these policy guidelines bind all players in space).
- They provide spatial vision/policy position for the City, and provide policy guidelines on the type and form of development and where it should take place.
- They also identify projects for implementation or further investigation to support implementation aligned with municipal and other government departments' programmes and projects.

The City aims to achieve its spatial goals in partnership with the private and public sector. Below is a summary of the main ideas of how this will be achieved.

Inward growth

Think about how we want to grow the city: In and up not out and down.



The City of Cape Town is growing rapidly due to a steady influx of people seeking a better life. The topography (environmental sensitive land, mountain and ocean) means that available land for developed in the City is limited. For this reason, the City's spatial vision is one of inward (and upward) growth

and development, especially within the city's urban inner core and the incremental growth and consolidation areas.

The rationale of inward growth or compact city also supports the City's resilience, sustainability and carbon-neutrality efforts.

Inward growth is based on the principles that a compact city is better for:

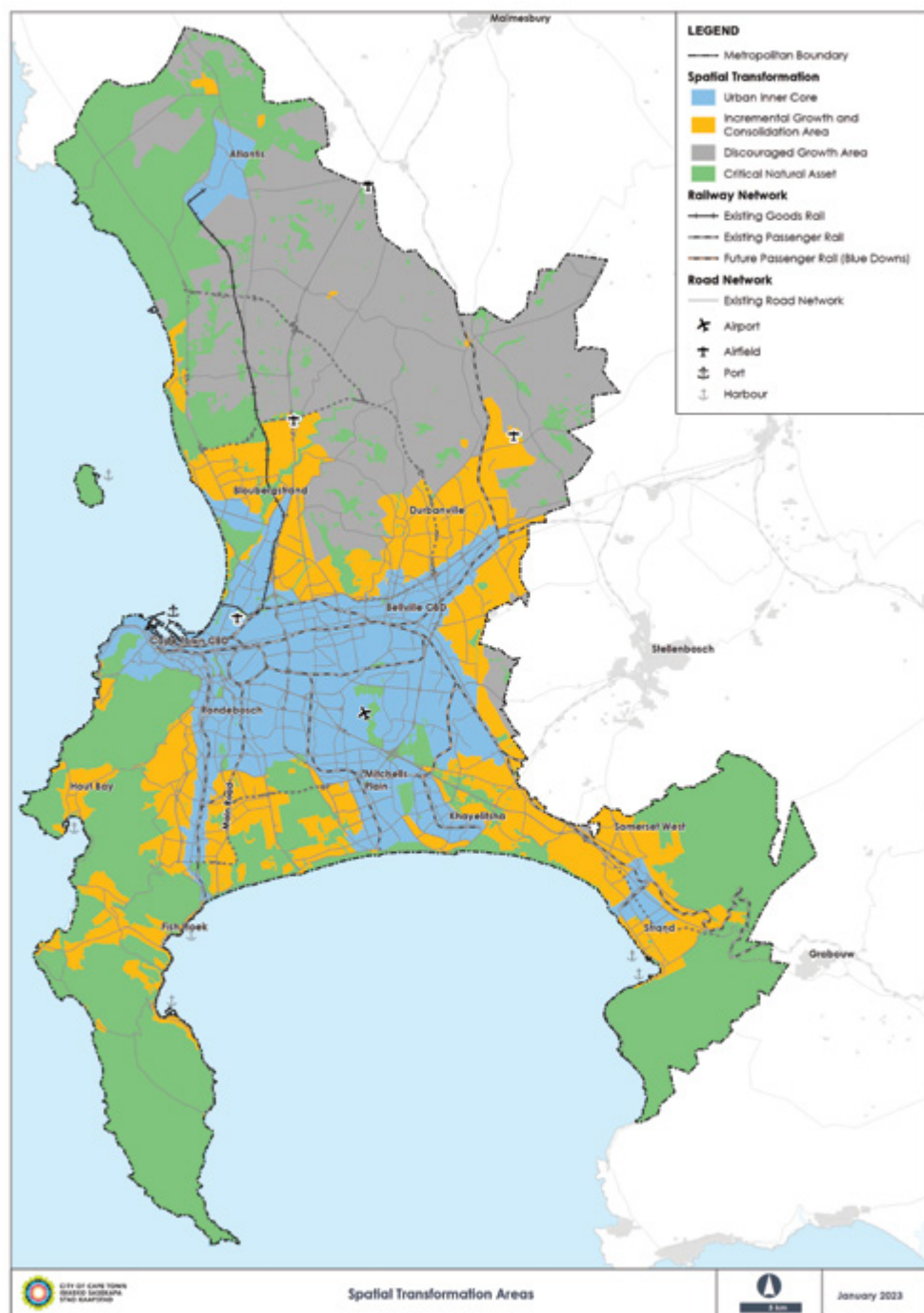
- public transport where more people can be moved around over shorter distances;
- shorter distances between people's work, recreation, entertainment and living spaces;
- optimum use of community facilities, training institutions and schools;
- many possibilities for economic development, market spaces and trading because of people and activity density;
- carbon neutrality due to reduced dependency on private vehicles;
- local economic development, market spaces and trading;
- more opportunities for the protection of agricultural land for long-term food security;
- long-term financial sustainability; and
- integration, cultural exchange and exposure between different citizens and visitor groups using the city.

Spatial transformation areas (STAs)

Think about where government and the private sector should invest. Focus in places where investment will benefit the most people at the same time.

The spatial transformation areas are identified at a citywide scale (refer to chapters 4 and 5 of the MSDF) to give effect to the inward growth approach. The STAs identified are the:

- urban inner core (blue on the maps);
- incremental growth and consolidation areas (orange on the maps);
- discouraged growth areas (grey on the maps); and
- critical natural asset areas (green on the maps).



The four STAs give effect to this inward growth approach as follows.

STA	Where it is	Investment principle	Description and investment rationale
Urban inner core (UIC)		Upscale land and building optimisation and ensure adequate infrastructure capacity	This includes the majority of the city's existing industrial and commercial nodes, the airport, ports and primary freight infrastructure, and public transport network (major roads and rail). The City will prioritise these areas for investment and co-investment with the aim of spatially transforming, integrating and intensifying the city form.
Incremental growth and consolidation areas (IGCA)		Fix and maintain bulk and reticulation infrastructure	These are areas where the City and public sector are committed to servicing existing communities and where new development will be subject to infrastructure capacity.
Critical natural assets (CNA)		Enhance the sustainable development and conservation of these natural assets.	These areas contribute significantly to the City's future resilience and/or have protection status in law. They include a number of protected/conservation areas inside and outside the urban inner core or incremental growth and consolidation areas. The City and various government and private role players are committed to service, protect, enhance and extend critical natural assets.
Discouraged growth areas (DGA)		Avoid investment in conventional urban development and expanding the infrastructure network. Protect the agricultural land for food security.	The City will not invest in discouraged growth areas for conventional mass urban development. These areas are protected natural and agricultural assets, areas with a lack of social and physical infrastructure and areas that do not contribute to spatial transformation, inward growth or the premise of transit-oriented development.

Intensification and densification

Think about how land is optimally used: Focus on land use densification and diversification.

Land use intensification refers to achieving a greater spectrum of mixed uses (commercial, industrial and residential) through the increased use of space, both horizontally and vertically, within existing areas or properties and new developments. This should be accompanied by an increased number of units and/or population in accessible, high-opportunity locations (densification).

The City's spatial plans advocate for the concentration of a diverse mix of land uses in highly accessible business nodes and along corridors of existing dense development. Areas of land use intensification include areas well served by public transport and close to jobs and social facilities.

Densification is the increased use of space, both horizontally and vertically, within existing residential areas/properties and new developments, accompanied by an increased number of units and/or population threshold. See some examples below.



Densifying living spaces, where possible and appropriate, not only protects the city's valuable natural environment from overdevelopment, but it also ensures that the City can provide the best possible public services – such as roads, electricity, water and sewage – to the greatest number of people at an affordable cost.

What's more, because densification increases the number of housing units or job opportunities and people in a given space, it can work to enhance safety and it gives more people access to social and economic opportunities within the city, without having to spend a large amount of their household income on transport from distant living areas. This all contributes to a well-planned and -executed densification strategy, which is a core part of the MSDF and DSDFs-EMFs and the City's spatial development vision.



By encouraging development upwards rather than outwards (sprawl), densification helps reduce the consumption of valuable resources such as agricultural land, areas of mineral potential, aquifer recharge areas and valuable biodiversity areas.

Development edges and growth directions

Think about the growth direction: Build within the urban development and the coastal edges.

The City uses development edges, namely, the urban development edge (UDE) and the coastal edge (CE), to manage urban development in a way that protects and conserves natural, agricultural and historical resources and prevents urban sprawl.

The UDE is a line on a map that helps government role players, citizens and land owners to know up to where the City envisages the built environment to grow over time, taking into consideration the availability of bulk, link and reticulation infrastructure. The coastal edge buffers development against the impacts of coastal processes (such as coastal erosion, storm surge and flooding).

The City does not want to grow too far out into the discouraged growth areas (DGAs) where there is no ability to provide sewer, water, electricity, roads or internet networks.

Refer to the supporting document [Urban development and coastal edge report](#) for more detail on the development edges. (Red lines highlight edges).

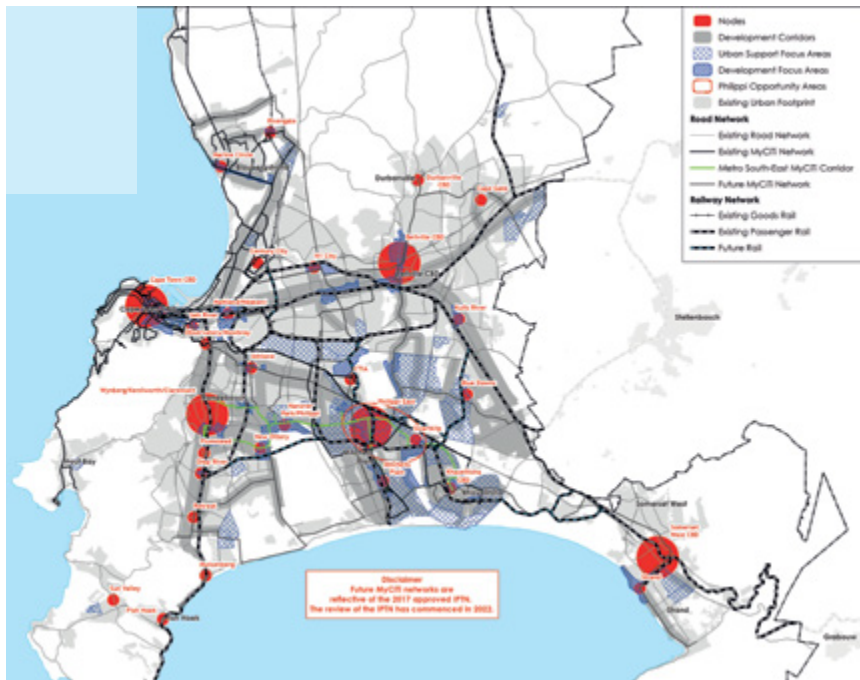


Multidirectional accessibility grid

Think about the connection between places: Try to connect people's living, working, school and recreational spaces through a network of roads and railway lines that carry public transport.

The City's spatial plans are predicated on a well-functioning public transport system (within a corridor), which connects various high-employment areas (nodes) with residential, recreational and concentrations of civic services (clinics/hospitals, libraries and government offices).

The MSDF at a metro scale and DSDFs at a district scale, identify corridors and nodes (and connect those to other towns) where a diverse mix of land uses should be concentrated. Corridors and nodes are accessible, high-opportunity locations well served by public transport, close to job and social facilities and where people move in multiple directions to visit places.



The identification of these corridors and nodes is at a larger scale informed by the [National Spatial Development Framework \(NSDF\)](#) and by the [Western Cape Provincial Spatial Development Framework](#) at a provincial level.

Inviting nature into the city

Think about people and environmental health: Focus on greening the city and how people experience walking and cycling, allowing green space to be interwoven with the urban areas.

The city consists of living organisms. It needs rivers and streams, parks and open landscaped areas making up a network of green (open) spaces to flourish. These inner city green spaces should be connected to the rural areas and the surrounding farmland that make up a large network and system of open spaces.

Considering climate change and its potential negative impacts such as floods, it is important that green areas and open space be protected to absorb rain water and to create place for children to play and trees to provide shade.



Invite nature into the city through the protection of rivers, flood plains and parks.

Destination places

Think about a creative and fun place: Focus on creating a large number of widely dispersed areas in the city that are recreational and creative spaces, where people have experiences and enjoy life.

Destination places are landmarks or locations appreciated by people because of their natural, heritage, cultural or recreational value. These form part of Cape Town's unique identity and should be preserved. New destinations should be developed, particularly in underserved or neglected areas. Tourists and visitors experience Cape Town in these destination places, but they are just as important for the residents to enjoy.



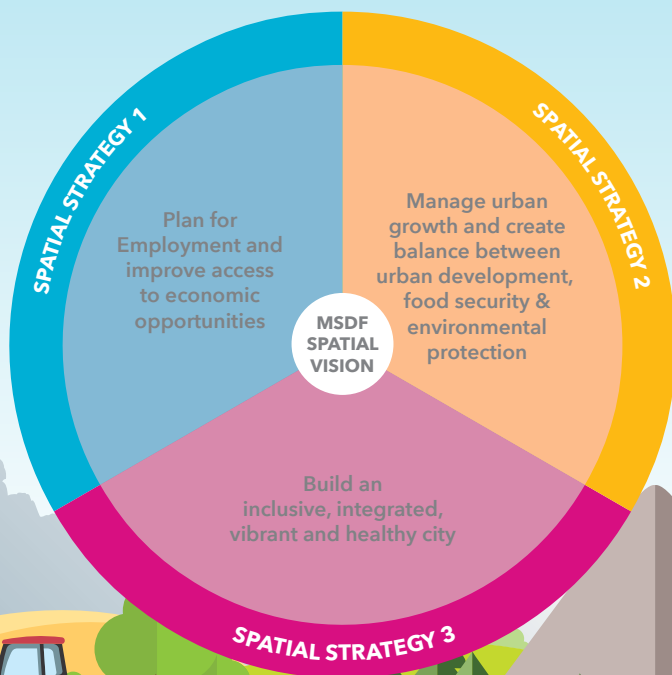


3. How are the spatial plans implemented?

City vision

The three spatial strategies and interventions indicated below will assist in the implementation of the spatial frameworks. These are largely informed by the City vision, namely to be a city of hope. This vision is translated in the spatial frameworks as a means to:

- address spatial injustice and inequality and avoid the creation of new structural imbalances;
- work in partnership with the private and public sector in achieving spatial transformation by building a more inclusive, integrated, vibrant and healthy city; and
- proactively respond to social, economic, climate and resource shocks and stresses.



Spatial strategies

The prioritisation of planning and investment as set out in the STAs is supported and enabled by three specific spatial strategies.

SPATIAL STRATEGY 1	SPATIAL STRATEGY 2	SPATIAL STRATEGY 3
Promote inclusive, sustainable, shared economic growth and development. Integrate land use, economic activities and transport planning that support the sustainable operation of the public transport network.	Enhance the city's unique assets, value of heritage resources, scenic routes and destination places. Facilitate land development to enhance the city's energy independence and efficiency by investing in renewable energy. Protect the citizens of Cape Town from risk areas and activities. Manage land development impacts on natural resources, such as agricultural areas of significance and critical natural areas.	Encourage integrated settlement patterns. Continue to transform the apartheid city.

Implementation plan

The City’s spatial plans (MSDF and DSDFs-EMFs) are far more than just theoretical frameworks. The expansive planning documents include detailed implementation plans that set out how the City will work collaboratively to integrate all aspects of good and inclusive spatial planning to achieve its vision. The components of the implementation plan are:

Municipal-wide targeted areas

(see the spatial depiction of these areas on page 15)

- Activate and incentivise the development in the urban inner core (UIC)
- Service existing communities in the incremental growth and consolidation areas (IGCAs)
- Promote intensification in nodes and corridors, including densification (more residential units and more gross leasable area for non-residential land uses per hectare) and diversification of land use (allow higher levels of land uses being mixed up).

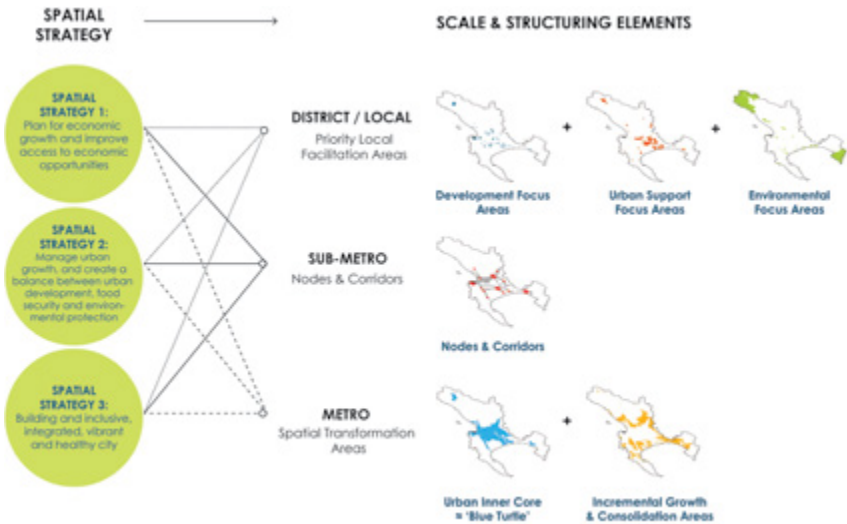
Districtwide targeting areas

The primary objective of the DSDF-EMF implementation plan is to provide guidance in terms of prioritised public investment, local area and precinct planning priorities and enablement mechanisms required to implement the proposals contained in the DSDFs. The plan consists of the key sections described and depicted in the diagram below.



Spatially targeted areas in the district context include (see the spatial depiction of these areas on page 15):

- development focus areas (DFAs);
- urban support focus areas (USFAs);
- environmental focus areas (EFAs); and
- the urban development spatial planning categories (SPCs), which include mixed-use intensification areas (MUIAs) and new development areas (NDAs).



Refer to each of the eight district plans for more information and the [terms and definition list](#) for a quick reference on what each of these terms mean.

How to use the spatial frameworks as informants to land use applications

The implementation of the MSDF is supported by technical supplement A, which contains policy guidelines regarding the appropriate nature, form, scale and location of development.

- a) **The applicant/developer** is required to consider and respond to applicable guidelines and demonstrate consistency with the spatial plans (MSDF, DSDFs-EMFs).
- b) **The case officer** will refer to these guidelines as one of the decision-making informants when assessing land use applications.
- c) **The sector departments** of the City and other spheres of government must consult the policy statements when reviewing their plans to assess the degree of alignment with the aims and objectives of the MSDF. These policy statements, read together with the implementation plan (chapter 6) will provide sectors with the direction, location and intent of existing and future development.
- d) **Interested and affected parties**, including civic and community organisations, would use the policy statements as a primary reference for the approaches and ambitions used by the City to shape future spatial growth and development.

These are explained with maps (see annexure A below) and statements on where which type of land uses should be allowed as we build the city of the future. It also contains layers of information that can be used by citizens and property owners or developers to determine whether or not their development plans are in linewith the City's vision for the built environment. Specifically maps 5a to map 5g (see annexure A on page 28) contain useful information to guide the formulation of land use development plans. For more detail, residents may refer to the District Plans and read the subdistrict guidelines and look at the maps for their local areas. Executive summaries are also available for each district for readers' ease of reference.

4. Where to find the spatial frameworks, local area plans and supporting documents

Municipal Spatial Development Framework (MSDF)

The MSDF is a metropolitan-level document that guides the City's development, land use management and investments for the municipal area as governed by the City of Cape Town.

It is supported by more detailed and neighbourhood-level integrated district spatial development and environmental management frameworks (DSDFs-EMFs), one for each of the eight districts in the City.

All these documents work together to guide and manage Cape Town's long-term physical growth and urban development over the next 10 to 20 years.

The 2023 MSDF has two volumes, which can be accessed on the following link:
<http://www.capetown.gov.za/MSDF>



Volume 1: Chapter 1-6 and technical supplement A.
Volume 2: Technical supplements B-F.

- Volume 1: The statutory document with the main proposals, policy guidelines and implementation plan.
- Volume 2: The technical supplement documents with statistics, trends and legislative summaries.

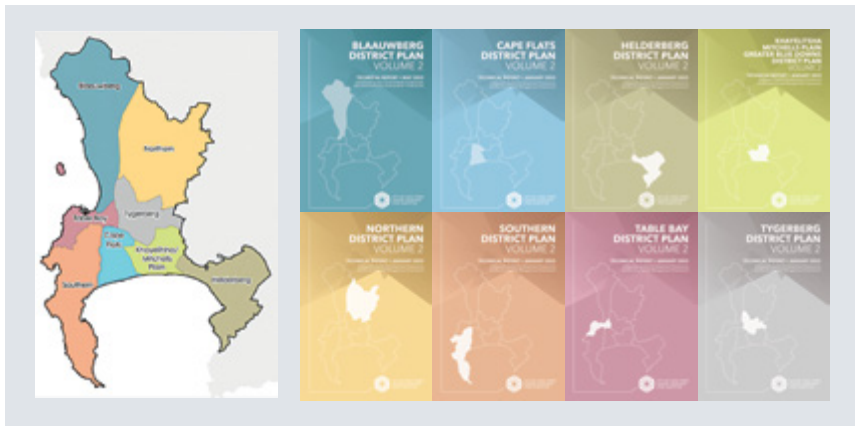
The content of the MSDF 2023 should be read together with the eight integrated DSDFs-EMFs.

Integrated Spatial Development Frameworks and Environmental Management Frameworks (DSDFs-EMFs)

There are eight of these frameworks, all of which align with and give effect to the municipal level framework. Their function is to translate the strategic priorities of the municipal level strategies, such as the MSDF and the Integrated Development Plan (which contains the three-year programmes and budgets), into tangible and measurable district and subdistrict development maps and guidelines.

The eight DSDFs-EMFs can be accessed on the following link:

<http://www.capetown.gov.za/DSDF>



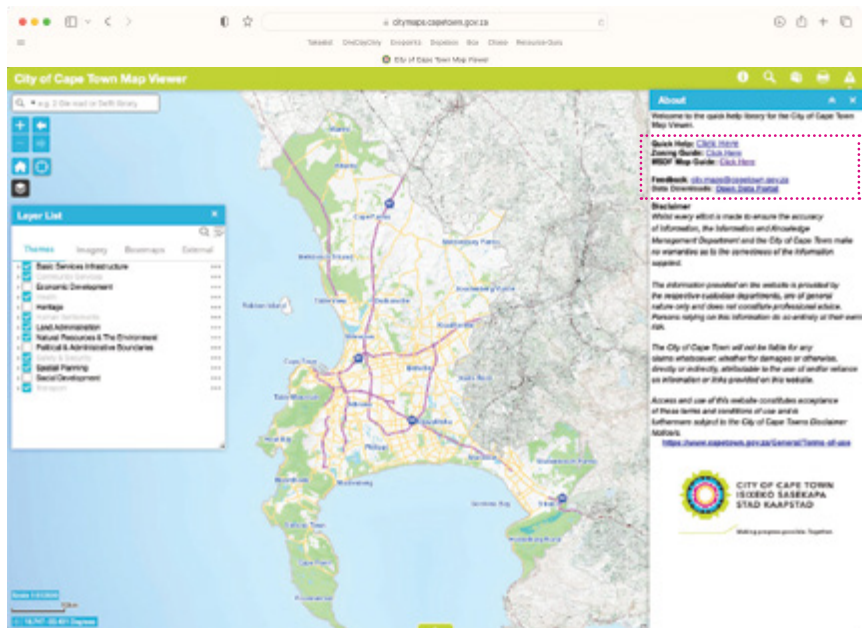
Supporting documents

- The urban development and coastal edge report (contains the principles of using development edges for urban development and growth management, as well as the methodology and timeframes of reviews of these lines. It also contains a summary of all the comments, ideas and suggestions received during the public consultation period (2019-2022) for the different land parcels, and what Council's final decisions were).
- Terms and definitions report explains the meaning of key terms used in both the MSDF and DSDFs-EMFs.
- A map guidebook to help the reader understand the relationship between the different MSDF and DSDF maps.

City map viewer

Certain key maps in the MSDF and the DSDFs are available on internal and external viewers for ease of use by City staff, residents, developers, visitors and other government role players. Two map guide books are available on these viewer sites:

- For citizens, residents, the general public and all government role players: Follow this link to the viewer and get the guide on the MSDF and DSDF map legends here: <https://citymaps.capetown.gov.za/EGISViewer/>
- For the City of Cape Town's internal staff: Follow this link to the viewer and the guide to the MSDF and DSDF map legends here: <https://isap.capetown.gov.za/InternalViewers/GENViewer/>





5. Applicable legislation

The MSDF is prepared and adopted by the City of Cape Town municipal Council as part of the City's Integrated Development Plan (IDP) in accordance with the following legislation:

- Chapter 3, Part 2, sections 4 to 10 of the Cape Town Municipal Planning By-law, 2015 (MPBL)
- Section 28 of the Local Government: Municipal Systems Act, Act 32 of 2000 (MSA)
- Sections 20 and 21 of the Spatial Planning and Land Use Management Act, Act 16 of 2013 (SPLUMA)
- Section 11 of the Western Cape Land Use Planning Act, Act 13 of 2014

The DSDFs-EMFs are prepared in accordance with:

- Chapter 3, Part 3, sections 11 to 18 of the Cape Town Municipal Planning By-law, 2015 (MPBL)
- The NEMA Environmental Management Framework Regulations, 2010.

The Urban Area line, was prepared in accordance with:

- The Environmental Impact Assessment Regulations (2014, as amended), related to the National Environmental Management Act (Act 107 of 1998, as amended).

The Coastal Edge line, was prepared in accordance with:

- Section 25 (referring to the coastal management line) of the National Environmental Management: Integrated Coastal Management Act (Act 24 of 2018, as amended)

7. Annexure A: Application of maps

These 6 information maps together with key spatial structuring elements, inform the MSDF's Consolidated Spatial Plan (Map 5D). Map 5D reflects the areas where the City would like to encourage investment by the private and public sector. Maps 5A-G, provides information which should be used in the consideration of development applications.



MAP 5A

Safeguarding Cape Town's citizens and visitors, its natural environment and infrastructure against natural and man-made risks

MAP 5B

Cape Town's Fynbos can only be found here in our City and nowhere else in the world. We have signed an international agreement to protect our special plants and animals.



MAP 5C

It is important to preserve Cape Town's areas of agricultural significance in support of food security and job creation.

MAP 5D

Targeting investment is important to realise the spatial vision of the City. All private and public land owners are motivated to follow this investment approach to ensure we have an well functioning city.



MAP 5E

The impact of climate change is real. Use this information to be aware of certain risks and adjust your plans and designs.

MAP 5F

Help us to protect the right places and people because Cape Town's known for its rich cultures, heritage places and landscapes.

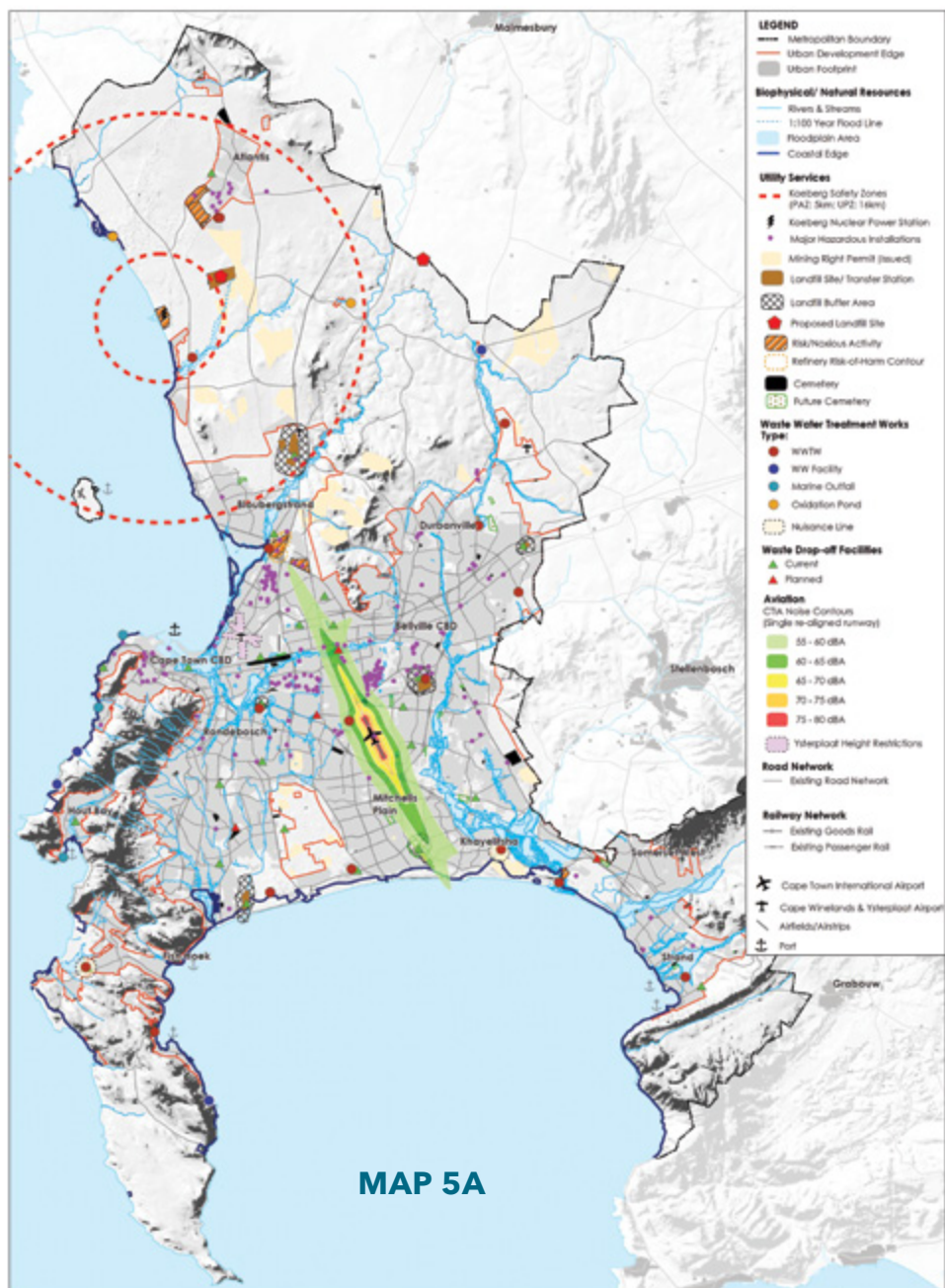


MAP 5G

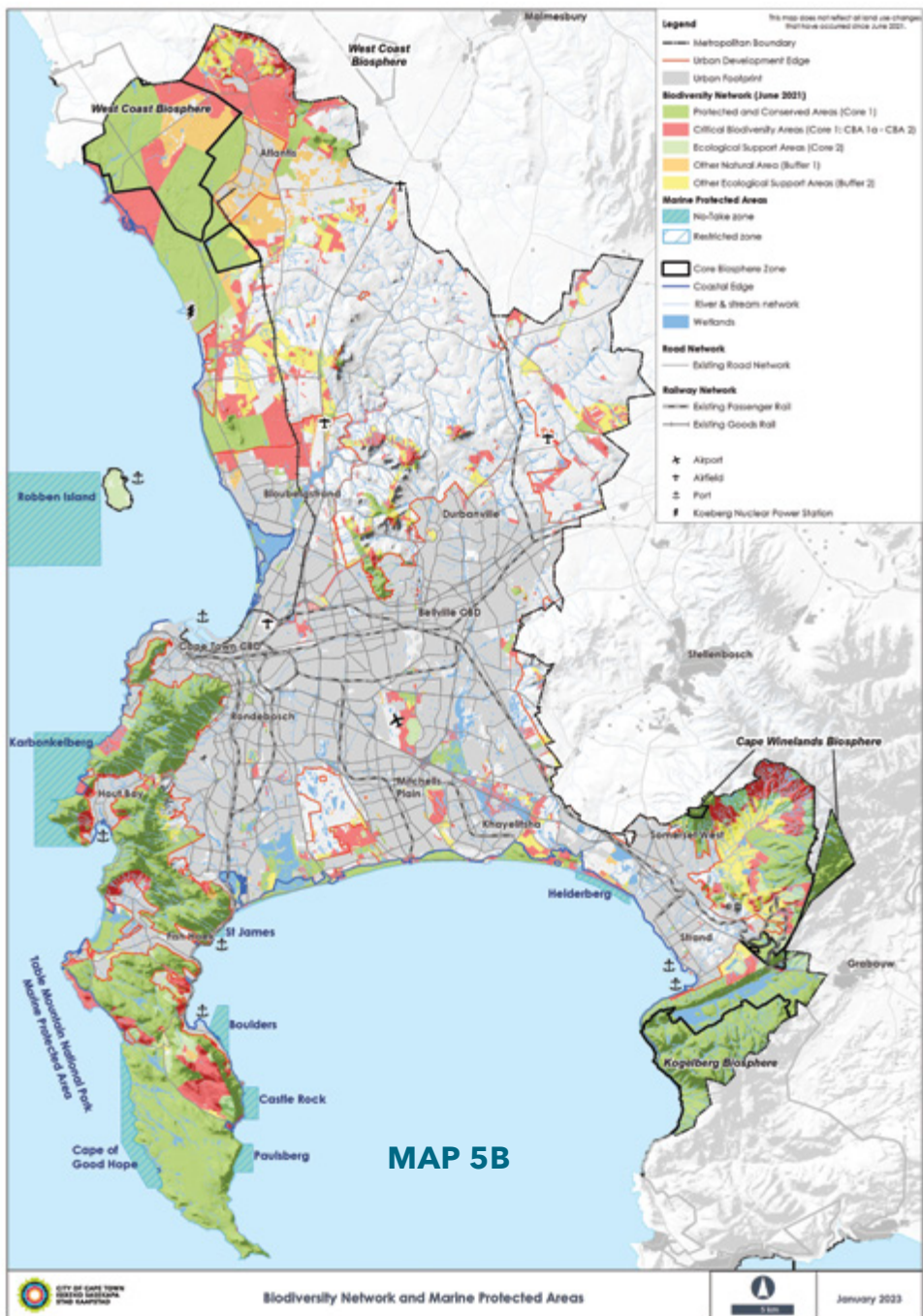
Have a look at our tourist destinations and attractions and how we plan to develop our landscape and places.

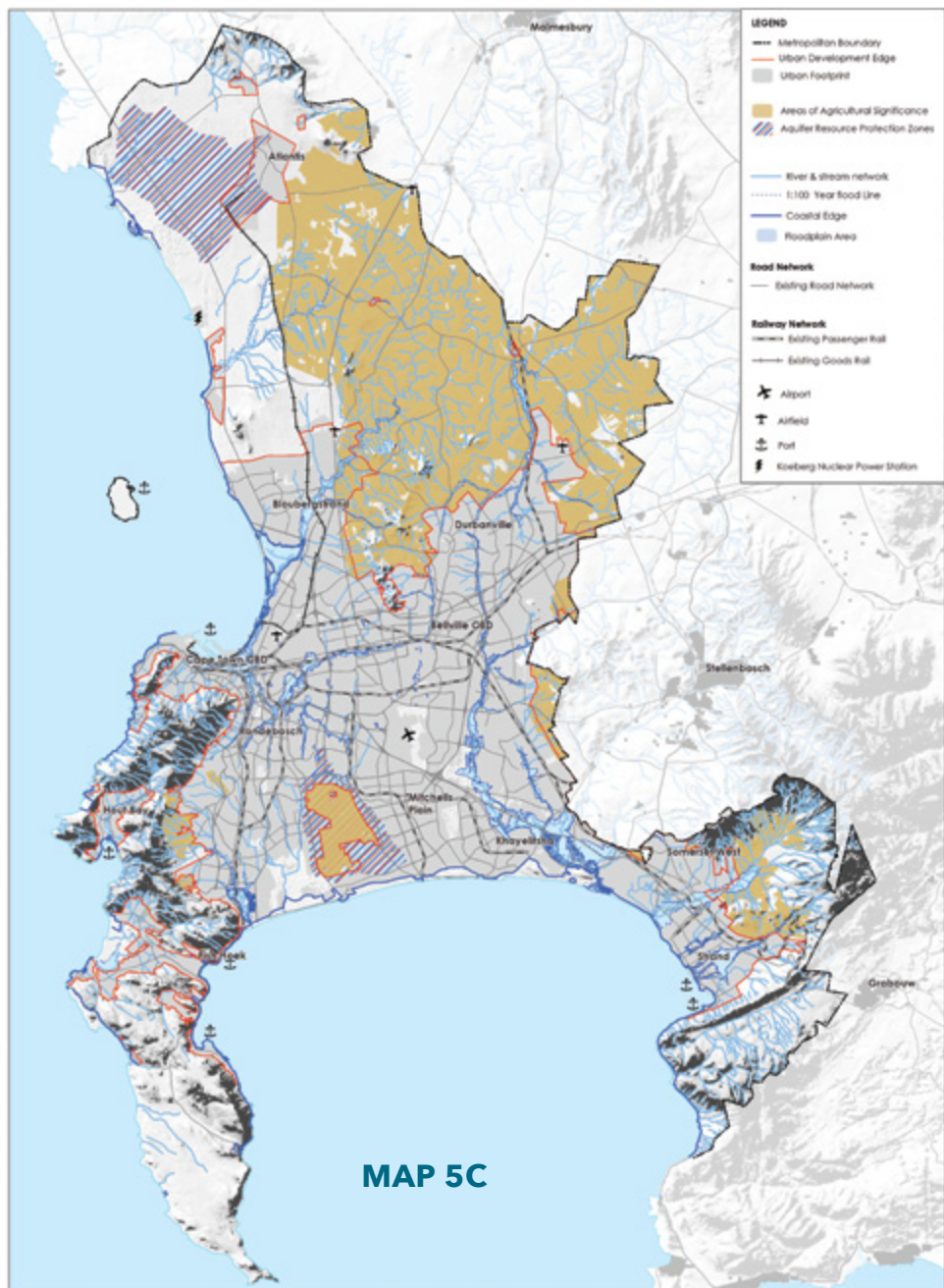
Flagging potential risks!

The MSDF does not exempt applicants from considering spatial aspects reflecting developmental risks, flagged biodiversity aspects, areas of agricultural significance etc. in need of verification which may be subject to other legislative processes.

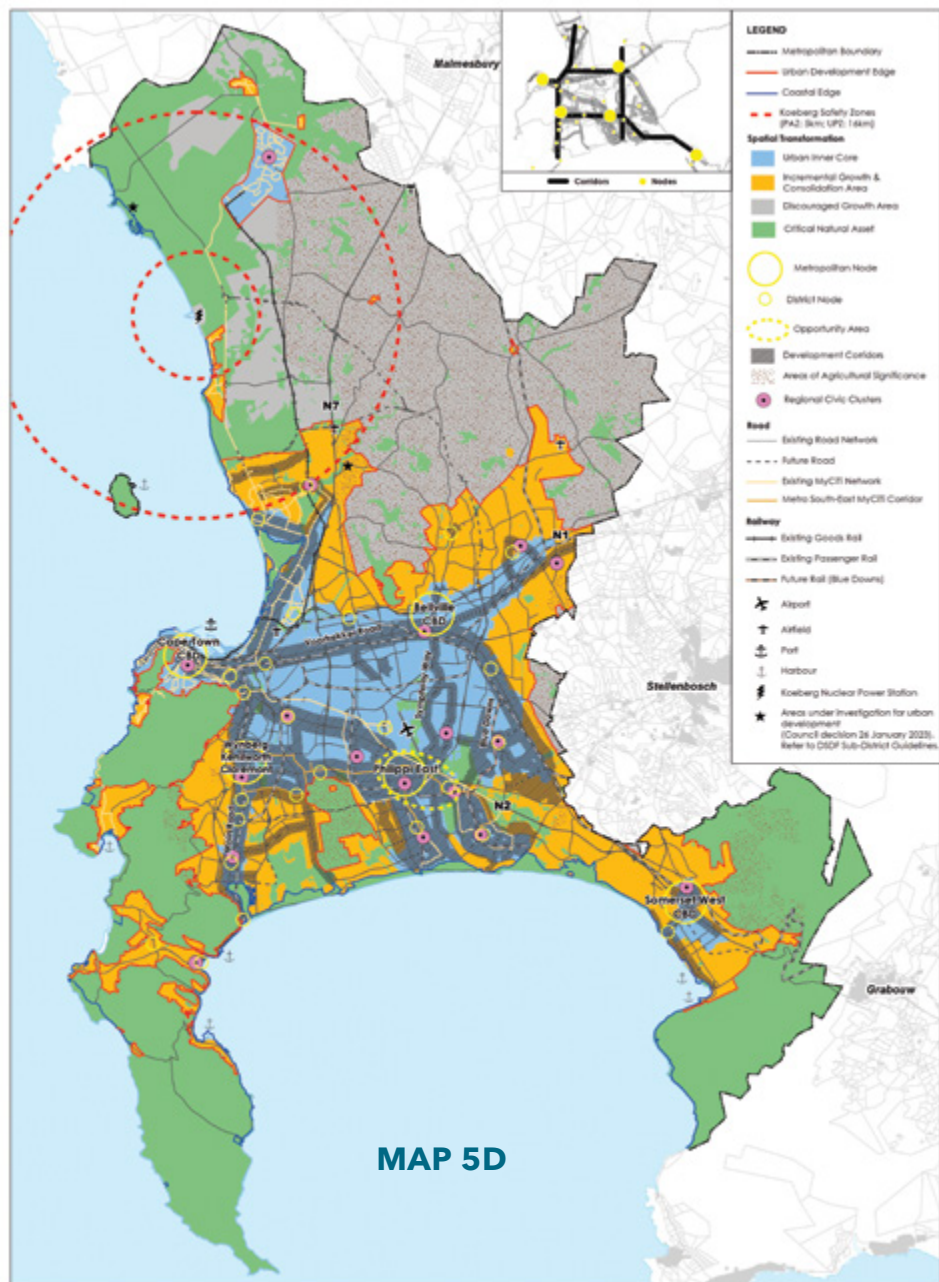


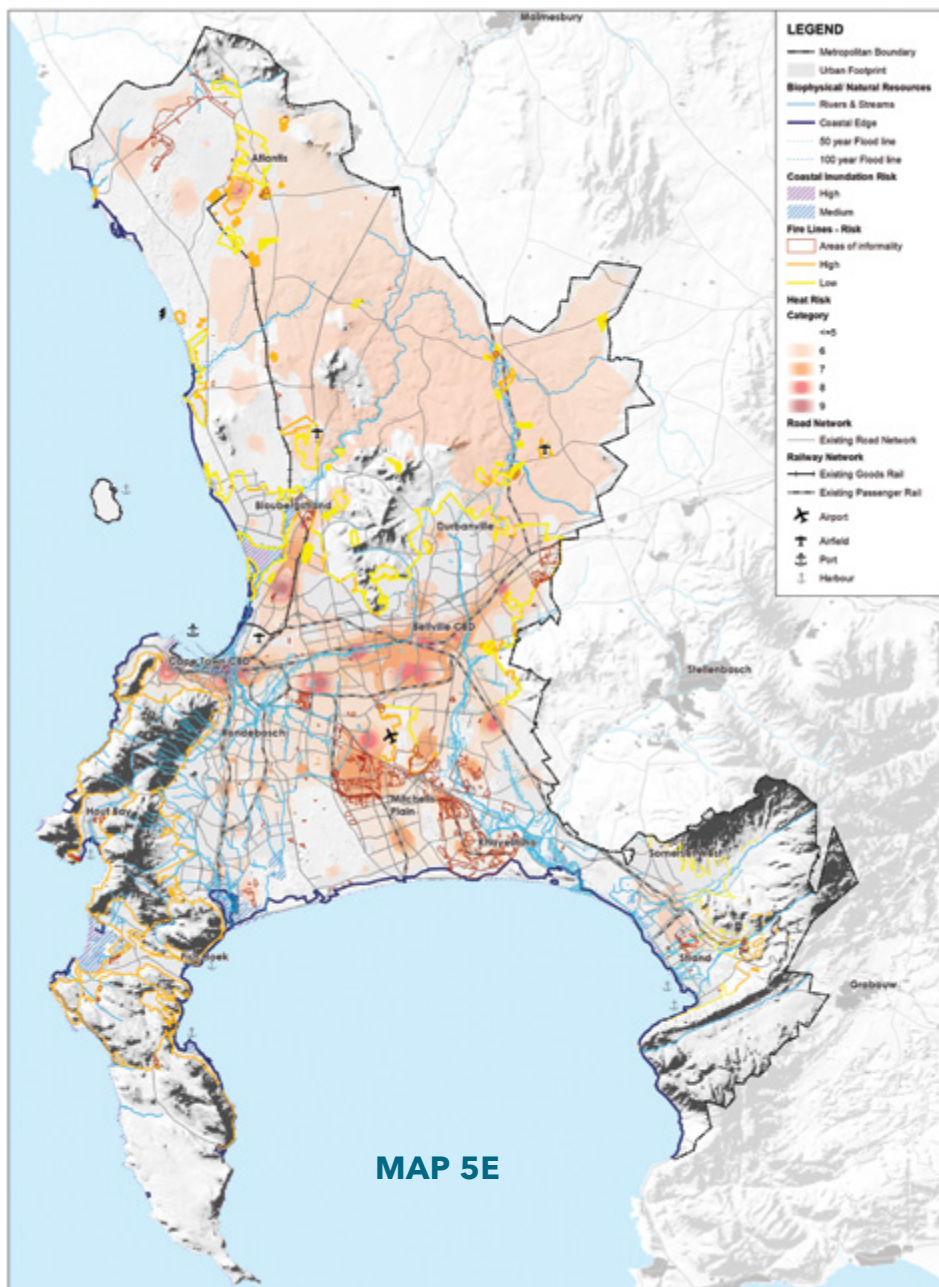
MAP 5A



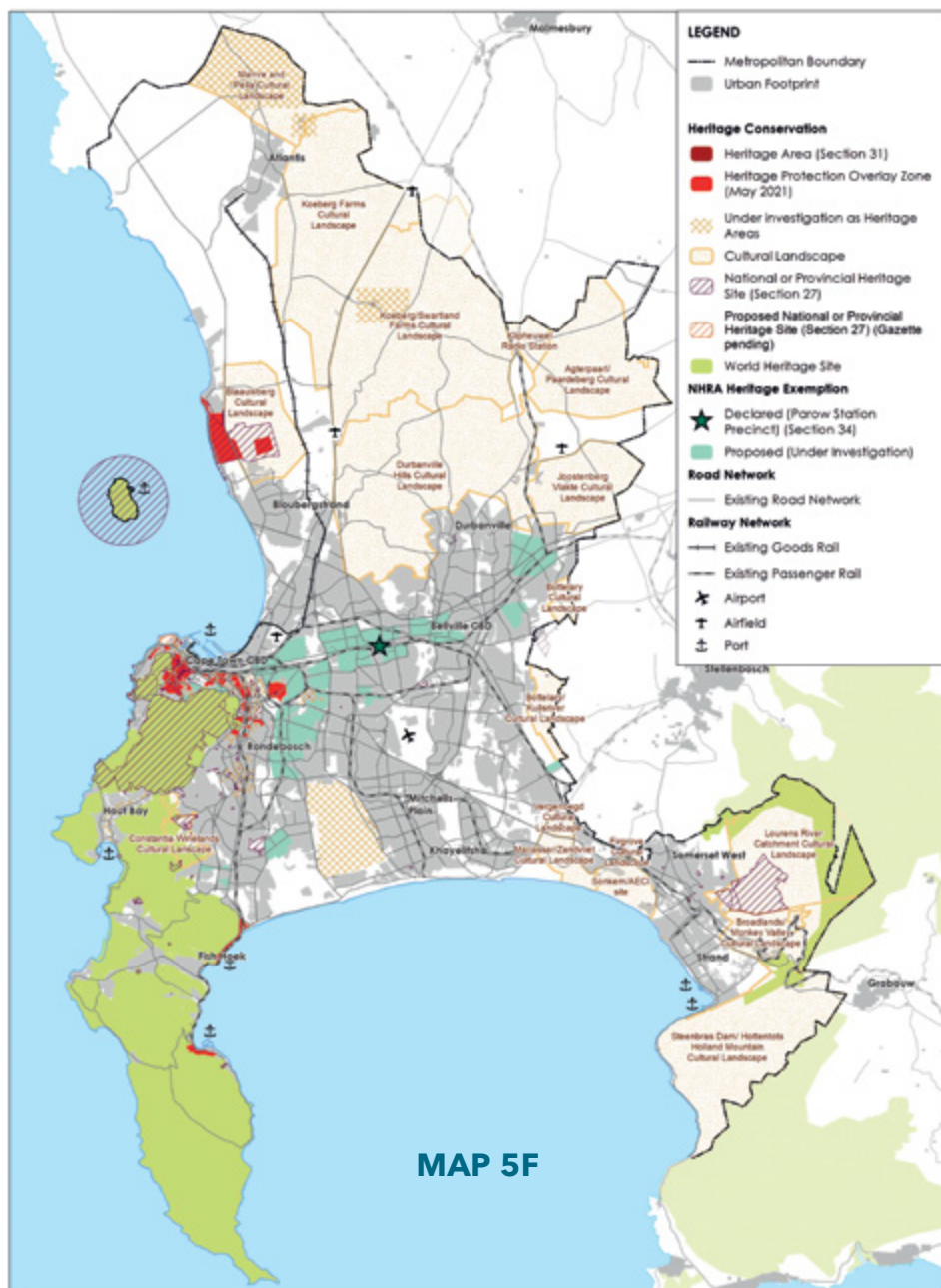


MAP 5C





MAP 5E





MAP 5G

6. How to get hold of us

For any queries on the MSDF:

- E-mail: Future.CapeTown@capetown.gov.za
- Telephone: 021 400 9414

For any queries on the DSDFs-EMFs:

- E-mail: District.SDF@capetown.gov.za
- Telephone: 021 400 4937





CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Making progress possible. Together.