

District Six Local Area Spatial Development Framework: Public Participation Report

Draft – March 2022

Version 1.0



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Background and Introduction:

The public participation process began after the Executive Mayor undertook to have a City approved District Six LSDF in July 2020. Processes were initiated in September 2020 and the final engagement occurred in December 2021. The engagements occurred via hybrid and in person platforms. The process dates are contained in Table 1.

The aim of the LSDF is to direct the layout nature and form of future development, to provide direction to service departments and align with current City plans. The LSDF would be developed referencing a Development Framework developed in 2012. Commissioned by the National department the 2012 framework though never approved, contained detailed planning work and achieved broad consensus amongst stakeholders. In addition the current review LSDF would need to consider legal processes related to District Six restitution and a "towards implementation" plan developed in 2019.

The District Six public inputs and stakeholder engagements have informed the draft LSDF. The future residents and

stakeholders remain key partners in ensuring development is appropriate to meet their needs.

Invitations

Claimants, public community and Interested and Affected Parties were informed through various methods of communication, which was done throughout the participation process.

- Email – August 2020 the public were invited to register via email to Districtsix.lcdf@capetown.gov.za. Registered participants were captured on a database, and were informed of the upcoming public engagement meetings. In addition media releases informed the public at large of all LSDF meetings.
- Communication of events, report availability and commenting periods was via Local media – Cape Argus, Die Burger, People's Post (City edition) and Weskus News and Social media – Facebook and Twitter
- Website – A landing page was created (<http://bit.ly/CCT-DistrictSix>). The page contained information on upcoming public meetings and

presentations. The draft LSDF was available on the City's website at www.capetown.gov.za/haveyoursay.

Representatives Engaged in the Process:

Attendance varied at the engagements across the process with the most well attended meetings the hybrid meeting on the 26th November where approximately 150 people attended and the Open Days at City hall were 116 people visited. One of the hybrid meetings in October 2021 was the lowest attended, with only 14 attendees. The decision was taken to participate in a 3 day open day to ensure remaining stakeholders would have opportunity to comment.

Organisations represented during the engagement processes included:

- District Six Community Forum
- District Six museum
- District Six Reference Group
- District Six Beneficiary Trust
- District Six Advocacy Group
- District Six Working Committee

- District Six Civic
- Open Streets
- City Bowl Ratepayers
- Canterbury Square Body Corporate
- Various private organisations, built environment professionals and individuals
- Representatives of religious and educational institutions

Synthesis of public comment received:

The meetings raised a range of issues related to the District Six restitution process and the overall planning of the spaces in the new envisioned District Six. Table's 2 and 3 provide a summary of issues raised.

The stakeholders emphasised that public spaces and streets are important elements because this is where most of the community activity used to happen in the old District Six. It is seen as an extension of the home space, a space that brings community closer to the home. The suggested responses are around creating active spaces with vibrant elements that encourage usage and lingering. These spaces should also contribute economically to the residents in terms of providing

spaces for various forms of retail and trade activity that service the immediate community.

Another important point raised was the need to have public facilities and utilize public spaces in a positive manner, the reason behind this was to provide positive recreational opportunities for young people. The concern was raised especially due to the social issues within the communities, that some of the claimants will be relocated, will experience substance abuse and crime. There must be a drive to prevent the prevalence of such issues within the new District Six.

There was frustration expressed around the slow pace of housing delivery, and the need for more intense housing delivery, through the National government programme, which was accepted by attendees. A point was raised, that the development should be more than just housing. The development should be people focused and look to create a space of welcoming and healing for the residents. This links to the importance of public spaces and enabling a range of economic and recreational opportunities.

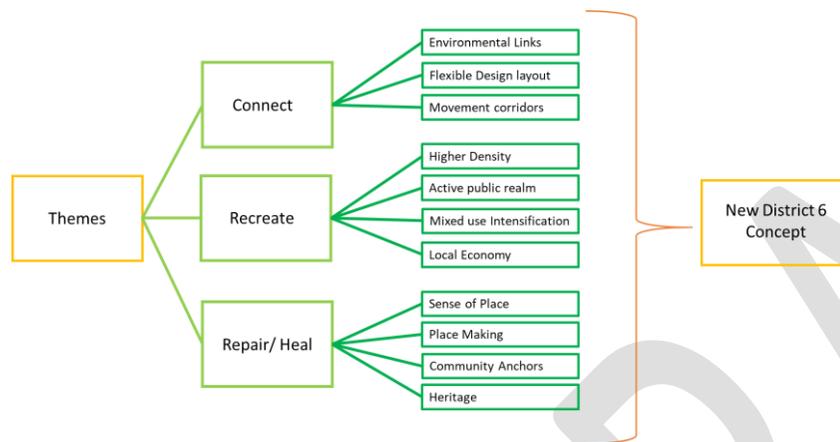
Along with the focus on public space, is the need for people to earn a living within the space. The area should create links

to areas of economic opportunity, while also fostering an element of economic activity within the neighbourhood. Ideas of economic hubs, activity streets and open markets were seen to catalyse this type of activity.

The community emphasised the historical value of District Six and the need to find ways to recreate the feel of the old District Six. Therefore, the character of the new development should be linked to the old District Six. The best way to achieve this is, is by creating public spaces particularly on the street scale that reawaken the vibrancy and activity reminiscent of the old District Six. The LSDF aims to encompass this and looks to identify development opportunities to enhance the area and create spaces that provide livelihoods and general development opportunity in the area. The development opportunities need to ensure that the people that have fought so hard to reclaim their space, are supported to remain within those spaces, allowing the returning community to thrive.

Key Themes

The key themes identified from public participation have informed the conceptual development guiding the review of the LSDF.



The Draft Local Area Spatial Development Framework

The general response to the Spatial Development Framework during the public engagements was double-edged and affected by the injustice of the delays in restitution, and having to go through another Spatial Development Framework engagement process. Some stakeholders felt that the process may undermine the 2012 Development Framework which they approved of.

However, the overall aim of the framework is to enable restitution to continue at pace. Over the course of the participation process the inputs from the claimants and stakeholders received were to ensure any changes are relevant to the contemporary policy and legal environment of Cape Town which has changed since 2012.

Table 2 and 3 show the summary of comments and responses. The updated Spatial Development Framework was advertised for public comment from 31 August 2021 to 31 October 2021. An extension on the commenting period was given, the closing date for comments was on 15 December 2021.

Public Realm Strategy

The Public Realm Strategy was initiated to enhance the quality of District Six's streets and spaces as part of the overall Local Area Spatial Development framework's approval. It entails an in-depth analysis of all the public spaces and places in, and related to District Six. Caretakers were elected to represent the District Six community at workshops, and worked in collaboration with a team of professionals, to develop a set of guidelines and principles that would shape the public spaces and streets in District Six. The process will culminate in the implementation of an open space programme in the 2022/23 financial year.

Table 1: Public Participation Engagement Meetings for the LSDF and Public Real Strategy

Local Area Spatial Development Framework			
Venue/s	Date	Time	Description
Virtual Meeting - Skype	22 Sept 2020	11:00-13:00	This was an introductory meeting for the start of the process to the public. It outlined the purpose for the project, roles and responsibilities of stakeholders and the intended communication process for future public engagement.
Hybrid Meeting – Skype/ <ul style="list-style-type: none"> • Council Chamber, Civic Centre, 12 Hertzog Boulevard • Subcouncil 16 Council Chambers, 44 Wale Street, CBD • Heideveld Community Centre, 41 Jonkershoek Way • Bonteheuwel Civic Centre, Cnr Kiaat Rd and Bluegum Str • Rocklands Civic Centre, Cnr Lancaster and Park Avenue 	22 October 2020	11:00-13:00	The meeting examined the 2012 framework process and, a discussion on the issues and opportunities, and the vision for the framework. Participants then broke away into groups for 60 minutes to provide inputs. Thereafter, there was further discussion on actions to address in the revisions.
Hybrid Meeting – Skype/ <ul style="list-style-type: none"> • Council Chamber, Civic Centre, 12 Hertzog Boulevard 	26 November 2020	11:00-13:00	This meeting recapped on the process and issues and an update on the Draft Development Framework. The public was advised to continue to provide written comments. A discussion on the updated changes to the draft framework

<ul style="list-style-type: none"> • Subcouncil 16 Council Chambers, 44 Wale Street, CBD • Heideveld Community Centre, 41 Jonkershoek Way • Bonteheuwel Civic Centre, Cnr Kiaat Rd and Bluegum Str • Rocklands Civic Centre, Cnr Lancaster and Park Avenue 			<p>followed. A Social Charter for the redevelopment of District Six was presented for discussion.</p>
<p>Hybrid Meeting – Skype/ Sub council 16 Chambers, 44 Wale Street, CBD</p>	<p>27 October 2021</p>	<p>10:30 - 13:00</p>	<p>This meeting entailed a presentation on the Draft Development Framework. Discussion regarding the Inputs and the responses took place. The public was informed on the processes for approval and on the implementation plan.</p>
<p>Open house - Cape Town City Hal, Darling St, CBD</p>	<p>9 December 2021 10 December 2021 11 December 2021</p>	<p>14:00- 20:00 10:00 – 15:00 10:00 -15:00</p>	<p>A combined open house meeting with the public realm strategy, took place over a three-day period. The public engaged in discussion with officials on a face-to-face basis. The public was given the opportunity to provide written comments on the draft policies.</p>

Public Realm Strategy			
Venue	Date	Time	Description
Virtual Meeting	22 September 2020	11:00-13:00	This was an introductory meeting for the start of the process to the public.
Virtual Meeting	29 June 2021		This meeting introduced the Public Realm strategy and water projects. It discussed how these projects fit into the LSDF process.
WORKSHOP 1	16 September 2021		The workshop took participants down memory lane by engaging in a mapping exercise, which allowed them to tell their stories of their memories in District Six. Participants then discussed how they would like the future public spaces to look.
Virtual Meeting	2 September 2021	10am – 12pm	The meeting entailed a project update. Work that was previously done, and the ongoing process of understanding the site. The Caretakers, who will be participating in the future workshops, were also announced.
WORKSHOP 2	7 October 2021		The workshop incorporated a walk around District Six. Participants were informed on what the public realm referred to, and the difference between roads and streets.
WORKSHOP 3	28 October 2021		A discussion session was held where the Caretakers gave feedback from their communities, organisations or groups.

			Different areas of District Six were looked at into detail. The Caretakers were asked to consider the future public spaces, their functions and characteristics.
WORKSHOP 4	18 November 2021		This workshop discussed how the urban principles learnt in previous workshops, translates into making spaces.
Open house - Cape Town City Hal, Darling St, CBD	9 December 2021	14:00- 20:00	Outcomes of the process thus far, were showcased to the public. This also provided space for public comment.
	10 December 2021	10:00 – 15:00	
	11 December 2021	10:00 -15:00	
Virtual meeting	31 January 2022	14:00 – 15:30	Feedback on the open day and work done thus far. A presentation on the programme for the second half of our project.
WORKSHOP 5	28 February 2022		This workshop focused on understanding prioritisation of public spaces, as identified in previous workshops, and looking at possibilities for guidelines for streets by imagining street typologies and functions in District Six.

Table 2: LSDF public inputs

Themes	Inputs	Response
Land		
General	<ul style="list-style-type: none"> • Create spaces of gathering and vibrant activity. • Create functional areas • No gentrification 	<ul style="list-style-type: none"> • Considered in the report
Public Spaces	<ul style="list-style-type: none"> • Harrington Square, Trafalgar park & Memorial Park mentioned as key public spaces • Social reparation and healing • Memorialization of important sites 	<ul style="list-style-type: none"> • Considered in the report
Land availability and Ownership	<ul style="list-style-type: none"> • How much land should be restored to the claimants and how much land is available in District 6Six. (36ha, 42ha, 150ha, 153ha?) Can we access land elsewhere- how much and where? This will influence the LSDF planning. • Who owns the land that has been allocated for restitution? • Did the city sell any land – or enter into agreement to sell land? City should confirm this? • Land should be transferred into the SPV as proposed by the Business plan. 	<ul style="list-style-type: none"> • Report and baseline provide some of this information. • Land agreements are on record and have been subject to judicial review. • Business plan elements beyond the scope of the LSDF

Sequencing of development	<ul style="list-style-type: none"> No further development should happen in District Six until the claims have been resolved. Restitution should take place before business development. 	<ul style="list-style-type: none"> The LSDF aims to give predictability to the fact that all verifiable claims can be resolved in the layout in a fair and consistent manner. Development which may be suitable to for example cross-subsidise claims or provide alternative remedy for much needed affordable housing therefore need not be frustrated by the delays in resolution of claims. Development processes must consider the claimant representatives and restitution processes.
Housing		
General	<ul style="list-style-type: none"> Focus should not only be on housing provision. Must be people centred Create sense of community family Focus on streets as extensions of houses and living spaces 	<ul style="list-style-type: none"> These considerations have influenced the document
Density	<ul style="list-style-type: none"> Higher density development 	<ul style="list-style-type: none"> The considerations have influenced the document
Public Facilities		

General	<ul style="list-style-type: none"> • Will existing open space be kept as open space? 	<ul style="list-style-type: none"> • This is covered in the report, some of the open spaces will reduce in size to accommodate claimants.
Additional facilities	<ul style="list-style-type: none"> • Rehab centres for youth • Indoor sport facility • Amphitheatre overlooking bay • Recreation centres for youth 	<ul style="list-style-type: none"> • A site for a future crèche is earmarked, however facilities provision more broadly is intended to be accommodated in expansion of existing facilities in the District Six area and surrounds.
Business		
General Ideas	<ul style="list-style-type: none"> • House shops important to past character of the neighbourhood • Hanover street as activity street create centre of hustle and bustle • Good hope centre as hub for economic development • Market open spaces • How will commercial and retail opportunities work vis-à-vis restitution land- these should be for District Six people? 	<ul style="list-style-type: none"> • Supported in the framework • New Hanover street is supported as route with activity along it • Good hope centre operation beyond scope, however as a City asset community use may be supported in future • Markets and street trade is generally supported in activity areas • A range of business space sizes and types are recommended, there may be legal remedy to ensure business premises are offered to

		claimants by right of first refusal. However it is beyond the scope of the plan to determine these arrangements.
Transport		
Traffic calming	<ul style="list-style-type: none"> • Respondents expressed their safety concerns and suggested traffic calming measures on activity streets. 	<ul style="list-style-type: none"> • Traffic calming interventions at various points are recommended in the report.
Parking	<ul style="list-style-type: none"> • More parking must be secured for the Zeenatul Mosque 	<ul style="list-style-type: none"> • As the land the Mosque currently uses is earmarked for restitution parking as a land use in the long term is not supported, however the needs of the mosque are noted and may be accommodated in part in multi-functional public spaces or in surrounding developments.
Process		
	<ul style="list-style-type: none"> • The LSDF process is taking too long. Delaying the next steps. The business plan should just be implemented 	<ul style="list-style-type: none"> • The LSDF preparation is concurrent to the initiation of next phase delivery and is intended to support and not frustrate the delivery process.

The LSDF team has kept a record and registry of the written submissions as summarised below:

Table 3: LSDF written comments received

Email Comments for DRDL to address			
Theme	Comment Summary	Reference Number	Response
	Respondents enquired about the following: <ul style="list-style-type: none"> • if respondents are on the claimants list • following up on their claimant's application • wanting to know the claimants process 	1,5,9,10,	These queries were directed to National government and had no impact on the document
	Timelines for development	3	These queries were directed to National government and had no impact on the document
Email Comments for LASDF			
	There's no mention of the Contextual Framework for District Six that was produced in 2003.	11	This has been incorporated into the 2012 framework, which has been heavily referenced
	Technical Comments on the LSDF from internal department.	12	These have been considered in detail and incorporated into the document

	<p>Technical Comments on the LSDF from National department representative- outlines critical framework which defines the attitude of the National department when addressing restitution:</p> <ol style="list-style-type: none">1) The Department's ultimate clients are the Verified Claimants. This implies that their interests are uppermost, without being exclusive, in the work of the consultant team as well as informing this commentary.2) The Verified Claimants are steadfast in their determination to return to an urban environment similar to what they were forcibly evicted from. This implies the creation of an urban scape that is low to medium rise and comprises duplex row and terrace housing with a mix of home and small-scale retail, commercial activity set among largely existing community facilities.	13	<p>These have been considered in detail and resulted in substantive changes to the document. Engagement is ongoing.</p>
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	<p>3) The costs of the development must be minimised in dealing with the challenging topography and aligning with the historic street grids where possible. This implies that a balance will need to be found between realigning street grids to more gentle gradients and resurrecting the original street grid and other historic elements of the original District Six.</p> <p>4) The number of units for Verified Claimants must be maximised, while providing well-designed, contemporary liveable family homes and public spaces and exposing and integrating the heritage of District Six where possible. This acknowledges that trade-offs may be necessary between maximising residential land and providing public open space. Within reason this balance should tilt towards accommodating as many of</p>		
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	the verified claimants as possible in their chosen urban scape, namely duplex row and terrace housing while avoiding the phenomenon of "town cramming"		
Safety concerns	Location of taxi rank under the bridge	13,15	This area has been identified in the Public Realm Strategy as an important area, which is in need of intervention.

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CITY OF CAPE TOWN SOCIAL CHARTER

District Six, our commitment to our collective future: let us make it work

The City of Cape Town is committed to re-establishing the once vibrant neighbourhood of District Six in collaboration with the District Six community and other residents.

Central to this redress project, is the finalisation of a spatial vision that will see the return of beneficiaries to a community that is diverse, inclusive, safe, and caring; sustained by a strong local economy; and where there is a sense of belonging and opportunity.

The City is currently refining the overall spatial development framework, or local neighbourhood plan, for District Six. We are doing so in collaboration with the District Six community and other residents. We call on all interest groups and stakeholders to be part of this process.

We want as many residents as possible to participate in refining the spatial vision for District Six and to share their views, and information. We are committed to a process that is thorough, transparent, inclusive, extensive and within the legal framework.

The City will not, and has no intention to sell City-owned land in District Six. The land we own will be used and developed to the benefit of the District Six community.

We are committed to working together with the Western Cape Government, and the National Government who is taking the lead for the redevelopment of District Six and the restitution process.

The spatial vision will enhance the investment programmes for District Six beyond those of the housing projects, and focuses on the public realm because a community also exists outside of our homes, in public spaces and shared facilities.

Housing and restitution is fundamental, but the local neighbourhood plan addresses the bigger picture: how District Six will link and connect with the CBD and neighbouring suburbs.

The return of the people to District Six is long overdue. The City is focused and we are working with intent and urgency to avoid further delays to this redress project. We invite residents to join us on this journey, in a spirit of common purpose that is inspiring, constructive and solution-driven.