



CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD

SPATIAL PLANNING  
AND ENVIRONMENT

# Community-Driven Planning Initiative

PRINCIPLES AND PROCEDURES

URBAN PLANNING AND DESIGN DEPARTMENT – OCTOBER 2019

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# 1. Introduction and Background:

A city is the construct of numerous role-players, activities, interactions, dynamics, histories, and intentions. In order to harness this energy", community involvement or participation in planning for the future of Cape Town should be encouraged in a manner that is inclusive, fair and equitable. Developmental governance suggests that communities should be encouraged to take initiative and contribute towards the City's work, where such a will exists. Indeed, it is a community's right to make representation to the City on issues facing them. Co-creation within a community is a way in which people can take responsibility for the development of their communities and to invest their time and resources into these areas. In doing so, they do not merely respond to proposals from government, but they become active stakeholders in shaping our city.

The City's current Integrated Development Plan (IDP), Metropolitan Spatial Development Framework (MSDF; 2018) and the District Spatial Development Frameworks (DSDF; 2012 – currently under review) represent process means by which communities can articulate their intended developmental needs and priorities in respect of the City's role and responsibilities. Through these channels, a clear and well-informed spatial vision has been established.

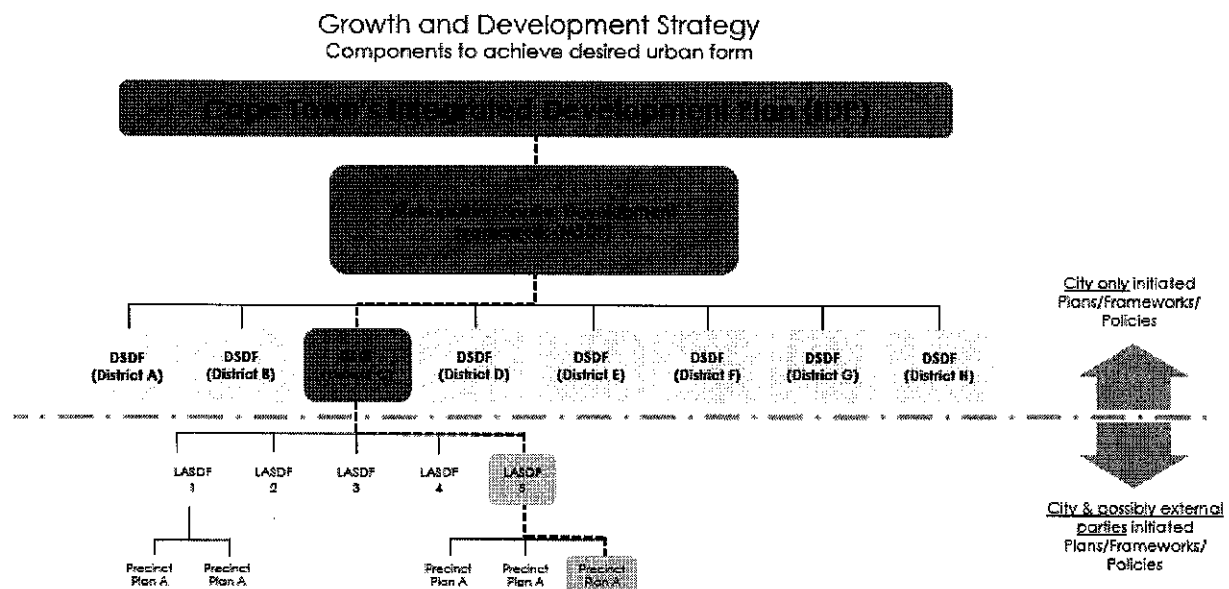


Figure 1: Growth and Development Strategy layers

These mechanisms have been established to facilitate on-going public interaction with the City's planning and policy development work, primarily in the form of Ward Forums established via Sub-Councils structures:

- The annual IDP review process is the mechanism by which city-wide scale needs and priorities are mediated/prioritised and ultimately translated into the work programme of the City. The IDPs drafting process and the annual review of this plan are critical spaces in which communities should participate in determining the planning and development agenda of the City.
- Flowing from the IDP is the MSDF; a further opportunity for the public to identify city-wide planning issues, needs and priorities; this time with a greater spatial focus.
- Flowing/ distilling(?) from the MSDF are the eight DSDF's. This is a further opportunity for the public to identify more localised planning issues, needs and priorities in line with the IDP and MSDF, and to participate in the prioritisation of these within their districts.
- Local Area Spatial Development Frameworks (LASDFs) represent the next level of focused area prioritisation, detailing more contextual planning interventions across the city. As with all the spatial strategies, the departure point for the administration is to assume the interest of the public, and not that of private sector actors. These 'more localised' processes are part of the City's objective of a fair, transparent and equitable process (methodology?) through

which to define the Administration's priorities in the context of balancing the needs of the city as a whole.

- Subsequent 'Precinct Planning' for specific character areas within Local Areas is the final point of involvement/distillation of the City's overall planning scale.

Significant legislative backing is given through the Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA). SPLUMA indicates that no land use decision may be made that is out of line with the Spatial Development Framework (SDF) processes, unless there are rational site specific reasons. Based on this, all spatial frameworks must be in line with the development vision, principles and strategy of the MSDF, at the point of formulation.

The City of Cape Town is limited by its human and other resources, and so cannot be all things to all people. Strategic decisions need to be taken on work priorities that do not necessarily adequately address the sequencing desires of communities. The City is forced to respond in a holistic and equitable manner with an understanding of the priorities of all areas in terms of planning interventions across the city.

While community participation in planning processes, run by the City, is an accepted integral part of government's planning processes, **this report aims to ultimately address the question of the City's role and level of involvement in community-driven local area or precinct scale planning outside of the City's own work programme and priorities.** This process is not for people to protect their areas but it acts as a reminder of the development objectives intended to spatially transform our city. This document should be used as a guideline, setting out minimum requirements (in terms of procedure and content) for the formulation of Community-driven/led Local Area Spatial Development Frameworks and Precinct Plans. Naturally, these will differ due to context, but this is something that should be considered and, in light of limited resources be encouraged.

## 2. Purpose of the Report:

In light of changing planning policy, a review of the 2007 "*Principles for an approach to community-driven local spatial and land use planning exercises*" is necessary. The purpose of this report is to reiterate the challenges and principles (building on those established in 2007) of a City approach to community-orientated local spatial /precinct planning. It sets out a framework that talks to a consistent, equitable and legally robust approach, given the resource constraints that exist in the Spatial Planning and Environment Directorate.

This report does not refer to existing planning initiatives which are established priorities and conceived as partnerships between the City and parastatals or other organizations or stakeholders with which the City has formal partnerships. This report also does not refer to applications submitted to the City in terms of the Municipal By-law.

## 3. Challenges:

Practically, the City's limited capacity demands that officials' time is put to best use on a work programme that is transparently and inclusively formulated and prioritised through the established structures/protocols. In an environment of resource constraint, local community contributions should be viewed as assisting the administration in its work. Requests for assistance outside the established processes do, however, bring with it certain challenges for officials, making the contribution during the official process all the more important.

These challenges are understood to be:

- **Perceived promotion of continued isolation:** City development/making is not an over-night process and it takes years, if not decades to undo any spatial injustice intoned by previous planning philosophies. Spatial division, according to race and class, separating communities physically through planning approaches was one such previous philosophy, and the remnants of this philosophy have left very real challenges in Cape Town. It is the duty of government to put mechanisms and planning processes in place to undo this trajectory.

Through its limited resource, the City sets out to initiate Local Area Planning in specifically identified areas where the need is identified and resources are made available to assist with local area planning; in this instance driven by the local authority.

In contrast, community-driven planning exercises are often initiated, understandably, out of frustration by communities with additional resources at their disposal. Due to higher (perceived) demand in poorer areas, more established communities fear that there are too few resources left within the City to keep their established, rate-paying areas well-maintained, supported and in many cases contributing to the tourist base/economic base of the city (e.g. Table View Beachfront). The challenge here is that these community-initiated exercises are easily perceived as attempts to insulate more established, wealthier communities from others or from change and that officials' workload would be supplemented by the better resourced citizens of our City.

- **Reduction of already limited resources:** Planning that seeks to achieve spatial and land use integration is an imperative. With regards to community initiated planning, communities inevitably demand some, however limited, participation from officials. In so doing officials cannot avoid giving validity to locally initiated planning exercises which have not been identified through any formal council procedures. The concern is that this reduces the amount of time available to officials to dedicate their resources to agreed work priorities. This support however is critical as part of city making.
- **Clear articulation of responsibilities and procedures:** As established City-driven processes, communities have the opportunity to identify their planning issues and the need for planning work in their particular area of the city as input into the City's review processes. They also have the right to make representations to City structures outside of these processes. In terms of this, should a Sub-Council agree with a community that planning work is needed in a particular area or to deal with a particular issue that should be driven by, contributed towards and/or endorsed by the City, this should be motivated to the Spatial Planning and Environment Portfolio Committee (SPEPCo). SPEPCo would then consider such a planning proposal, with the guidance of officials, in the context of the possible impact of taking such work on board on top of existing work programmes as well as in terms of available resources. If City resources or programming is not able to accommodate this demand, a community-driven/led planning process can be initiated. The procedure and requirements should however not differ based on who is developing the plan.

Communities/external parties must however first obtain approval from the City, via the Spatial Planning and Environment Directorate and Subcouncil, to proceed with their formulation of such plans. In order to consider granting an external party permission to formulate a Local Area Spatial Development Framework plan (LASDF) or Precinct plan (PP), the external party must demonstrate the intent and alignment with the MSDF and the applicable DSDF. Only proposals that are clearly in line with these ideals and principles outlined in SPLUMA and the SDFs will be considered for approval.

- **Rigour of planning processes leading to the final plan:** The City has its own process and public participation requirements and before approving a plan, must be assured of the rigour of such processes. It is difficult for the City to be so confidently assured without running the process itself. While communities may be in a position to do the plan, the responsibility of implementation is likely (in part or in full) to reside with the City. This places significant expectations on the City which it is not necessarily in a position to meet. However, such plans can be investigated and where appropriate be integrated as part of the next District plan review process.

#### 4. Existing Policy Mechanisms:

Over the last two decades and in response to the City's limited human and other resources, the City has worked towards putting in place additional mechanism (e.g. Overlay zones), linked to policy

guidance, to assist in aligning the legitimacy of community-driven planning for local areas/precincts with existing mechanisms.

The City of Cape's Town **Municipal Planning By-Law** (2015; currently being updated) gives clear guidance with regards to the development of Local Spatial Development Frameworks (see Chapter 3, Sections 12 – 23 for full list):

3.12 (1) The Municipal Council may adopt a Local Spatial Development Framework for a specified geographic area within the geographical area of the City.

3.12 (2) A Local Spatial Development Framework must align with and give further effect to the Municipal Spatial Development Framework and any relevant District Spatial Development Framework by providing more detailed, local planning.

3.12 (3) Where relevant, a Local Spatial Development Framework may contain the elements envisaged in sections 11(2)(a) to 11(2)(e):

- a) align with and give further effect to the Municipal Spatial Development Framework;
- 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;

3.12 (4) A Local Spatial Development Framework may include an Implementation Plan which must, among other things, inform and guide actions aimed at realising proposals of the Local Spatial Development Framework.

Other ways in which local communities could contribute to the City's planning priorities, are where organisations or individuals may decide to offer **funding to the City to supplement its capacity** to respond to needs expressed by the community in a specific local area for planning work. Ideally, where the assistance of external service providers is required in formulating public policy, this should be funded by the City to ensure strategic overview and ensure no bias. It is the role of the local government to act in the public interest on the basis of processes that are fair and objective.

The primary difficulty with conducting spatial and land use planning exercises with private financial contributions is that such contributions rarely, if ever, are unconditional. So the principle of acting in the public interest is potentially undermined in fact, or in terms of perception, when private funding is used to fund public spatial/land use planning activities at a scale which impacts the public realm.

Some of the risks that would be faced by the City in accepting a private financial contribution towards a public planning exercise can be summarised as follows:

- managing the donor's expectations in return for contributing funding;

- avoiding undue influence over the planning process and the outcome of this process by the donor or related sectoral interests;
- managing perceptions of undue influence;
- maintaining the integrity of a public planning process that should at all times be predicated on all aspects of the public interest;
- due to the dynamic nature of communities as well as local government, the City cannot guarantee a particular outcome and it is not always within the City's control to complete a planning exercise, this could lead to a dispute with the donor and may result in claims for the money to be repaid, for example.

The City however has formal structures to assist where this is a viable option/ desirable. This mechanism could therefore assist further work by the City (when resources are available). This must however be done in terms of independent studies, e.g. feasibility studies, TIAs, EIAs, etc.

## 5. Community-driven planning

### a) General background

Organisations or groups of individuals may at times desire to formulate a design and visionary urban regeneration strategy for their local area in light of immediate need not defined in any spatial plans of the City or if resources for an identified future planning area are not available.

Various groups have, over the years, approached the City with proposals for Community-driven local area planning. A recent example of this is **Communicare**, a large land owner who has developed a "Regeneration Strategies" for both Brooklyn and Ruyterwacht (Nov 2018), taking into account not only their own properties, but also the opportunities in the wider local area. These types of studies make recommendations for the regeneration of a specific area that includes the land of the land owner. In developing a vision with the local community, the project sponsor unpacks what the best use for he/her land is within the context of the wider area and community needs and desires. The aim is to promote an inclusive, vibrant and resilient neighbourhood following the assessment of the overall study areas, interviews with the local communities, review of current / previous studies, existing data and planning proposals in the areas, etc. This goes hand-in-hand with identifying land uses, user groups and projects that could add to the vibrancy of the study area. From this, catalytic projects can be identified that relates to a) private land owners and b) suggestions for public realm improvements / public land (re)development.

Another example is where a group of individual private land owners, as part of a wider community, (in this case **Marine Circle**, Blaauwberg) wanted to develop a precinct plan for their area, with the oversight of the City. The focus here, in the absence of guidance, was on developing a mutually agreed, overall vision for the precinct (set within a Local Area Spatial Development Framework drafted by the City) that could give guidance as to individual property development over time. Although this is on private land, the impact and possible opportunities that this brings for public realm upgrades, means the City has a role to play. This City's involvement is also needed to assist in an unbiased, oversight role that aims to negate infighting or dominance by one party.

Both these examples are very much based on a collaborative process between the leading agency (a specific land owner, who owns various properties in the area, or a consortium of private land owners in a specific area who wants to work together), the community and the City (for guidance).

As a minimum, the City's standard protocol of formulation of a Local Area Plan/Precinct plan as well as Public Participation process (described in Section 2 and 6) should be followed to ensure alignment with existing mechanism, which starts with an MOU been written up between parties involved which forms part of the initial initiation process with the City's oversight.

The agreed regeneration vision can then put forward suggestions as to implementation plans for key projects (again both public and private initiatives). This agreement must include the local community, with oversight by Ward/Subcouncil and must be policy compliant. High level design guidelines could be drafted that could support the implementation of projects in a phased

manner/when funding is available for either public or privately driven projects. These could then be incorporated in the next District Spatial Development Framework review process.

Some of the risks that would be faced by the City in getting involved in a private planning/ community exercise can be summarised as follows:

- managing the expectations and resource requirements of the City;
- avoiding undue influence over the planning process and the outcome of this process by the consortium;
- maintaining the integrity of a planning process that should at all times be predicated on all aspects of the public interest;
- due to the dynamic nature of communities as well as local government, the City cannot guarantee a particular outcome and it is not always within the City's control to complete a planning exercise.

As with funding for planning studies, the principle is potentially undermined in fact and possibly more so in perception, that when private funding is used to fund a larger scale spatial/land use planning activities, it would be pressuring the City into supporting certain design/planning objectives. Without proper guidance from the City as to what its roles and responsibilities are within this process, it would be difficult to support this undertaking.

In light of concerns for various approaches mentioned above, the need exists to clarify the City's position and give guidance to Community-driven local planning initiatives. After all, we are '*making progress possible, together*'. Guidelines are proposed in subsequent sections, aiming to unlock any relevant / appropriate action related to Community-driven planning.

The same process used for City-driven local area planning, should apply to Community-driven planning initiatives, if deemed appropriate. The next section will aim to outline the procedural requirements in terms of the formulation of specifically Community-driven Local area plans, including:

- a) Pre-consultation and agreement for the process initiation, prior to proceeding with the formulation of the plan
  - *the pre-approval* to conduct the planning - it must be shown that the intention of the plan is to implement the ideals of the MSDF and DSDF at a detailed level, and
  - *the final* plans submitted will only be considered for approval by Council if they are in line with the MSDF and DSDF.
- b) Public participation requirements
- c) Document structure requirements - suggestions towards the content and quality requirements.

The City also has two existing types of local communities-based partnerships to assist: a) Area Co-ordinating Teams and b) City Improvement Districts (see Annexure D and E for more information regarding these structures). These could offer the over-sight that is needed from the City's point of view, with input from line department officials in terms of specific remit. These processes are for areas categorised as formal, and that these interventions do not relate to processes like the Upgrading of Informal Settlements Programme (UISP) that is the focus of government.

## **b) Guiding Principles and Procedures**

The City encourages local communities to consider what they see as the desirable future for their areas. However, it must be made clear that such work has no prospect of any formalisation by itself, but that it could be considered as input into the district planning & broader planning decision-making processes. This depends on alignment with Policy direction and formulation. The key concern from the City's point of view, is to ensure the principles governing an approach to community-driven planning exercises are sound, honest and robust, roles and responsibilities are clear and that expectations are managed in light of concerns raised earlier in this report.

i) Guiding Principles:

It is proposed that the following general principles are considered as an approach towards community-driven planning exercises:

- a. The District Spatial Development Plans are the main route for identifying and prioritising areas for further local area planning work. In the meantime, and with relation to ad hoc requests for local area/precinct level spatial planning, the ability of officials to adequately respond to these are limited. Arguably such requests should be dealt with in the first instance at a higher level in order to manage workloads such that agreed projects are carried through to completion and to ensure that officials are working on agreed priorities determined through a fair process;
- b. Should communities wish to embark on planning initiatives in partnership with the City or with the City's ongoing input (this is unavoidable in the case of community plans over public land), such requests for initiation should be:
  - First presented to the local District office (with input from Urban Planning and Design Department (SP&D)),
  - Then be approved by the relevant Subcouncil(s) as per delegation<sup>1</sup> in terms of the Cape Town Municipal Planning By-law, 2015

It should follow the process as unpacked below and generally expressed in Figure 2: Draft proposed workflow and protocols. The appointment of a dedicated team of officials can assist with this depending on available resources.

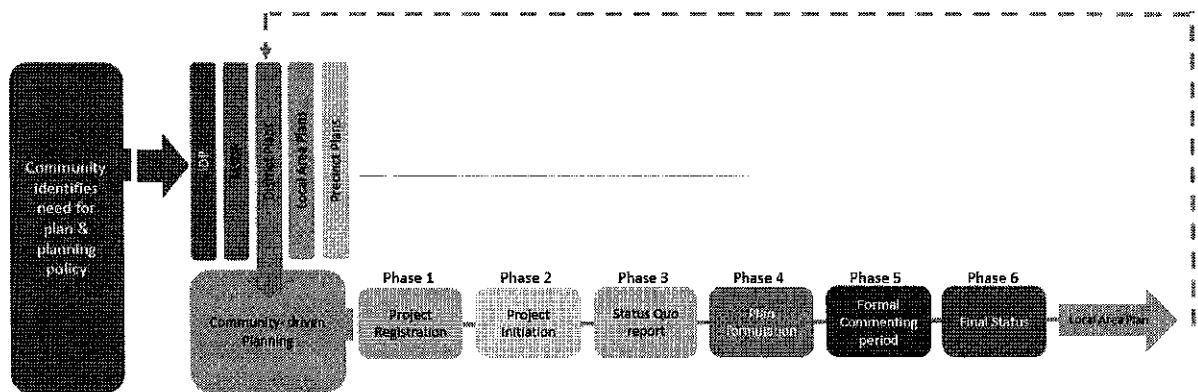


Figure 2: Draft proposed workflow and protocols

- c) Communities have the right to engage with local development issues outside of the MSDP/DSDP processes and to formulate proposals to address these issues, but do so at their own risk. All cost to be borne by the Community;
- d) The City is not obliged to endorse or approve community-initiated plans, but can and may consider such plans as contributions towards its responsibility for forward planning, development planning on City-owned land and land use management in the city;
- e) Policy plans may only be initiated by Local Government. The motivation for a local area/precinct plan initiative should therefore be made through the specific district's spatial planning offices. The process followed should be the same as that of Spatial Planning and Local Area Spatial Planning processes (as defined in the Municipal Planning By-Law

<sup>1</sup> 8A. Planning and Environment

In terms of the Cape Town Municipal Planning By-Law, 2015

(i) To, if the City intends developing a district spatial development framework or a local spatial development framework, approve –

- (a) a specified geographic area; and
- (b) the commencement of the drafting of a district spatial development framework or a local spatial development framework as the case may be,

in terms of section 13(1) and Part III section 14, 15, 16 and 17 of the City of Cape Town Zoning Scheme Regulations.

(2015; see Chapter 3, Sections 12 – 23 for full list. This was unpacked in Section 1 of this report);

- f) Communities may not initiate a planning process for an area that has already been started the planning process;
- g) Community-initiated planning exercises should clearly and specifically identify the problem they aim to address and should formulate proposals that demonstrate compliance with current policy and legislation, as well as existing National, Provincial and Local spatial plans and development frameworks; and
- h) The City may be obliged to provide information to local communities (in terms of the Public Access to Information Act) or may choose to do so in the spirit of developmental and transparent governance, however, this should not be construed as endorsement or the City's partnership in a community-driven initiative.

## ii) General Procedures

Once the process and contextual appropriateness was established with the City, the following general procedure needs to be followed for an external party to develop a Community-driven LASDF / Precinct plan.

- a) Record and proof must be kept of all steps followed and submitted as a report with the final framework document. This will ultimately be placed on the City's Planning Portal as a 'Community-driven Vision and Guidelines Document' without formal status, but to be taken into consideration when guiding and informing the City's engagement with stakeholders involved in the development of the area (including, but not limited to: current residents, property owners, potential developers and all levels of government).
- b) All steps are at the cost of the party proposing and preparing the plan, unless otherwise specified or negotiated with the CCT via the District office and SP&E.
- c) SP&E, through the nominated spatial planner, must be informed of each step, and notified of and/ or invited to every public meeting or call for input
- d) It should be noted that public meetings are to be arranged and facilitated by the private entity undertaking the proposed Framework / Precinct plan project. The City advises that this should be conducted in a professional and orderly manner with a chair person, attendance register and evidence-based minutes (in case of future inquiries).
- e) SP&E's participating in and attendance at public meetings are not compulsory, however SP&E reserves the right to interject at any point when it is deemed necessary.
- f) Notices informing and inviting all stakeholders to the relevant public meetings shall be placed in accordance with the City's standard advertising procedures and clarified/initiated through the City's Public Participation Unit. All costs to be borne by the community.
- g) Notices informing and inviting all stakeholders to formally comment (at the various commenting stages) on the proposed Framework / Precinct plan shall be placed in accordance with the City's standard advertising procedures.
- h) The preferred content format/chapters to be included in the proposed Framework / Precinct plan is unpacked in Annexure F: Contents/chapters to be included in LASDF / PPs. The format for the product is unpacked in Annexure G: Product Format for adoption into City data system.

## c) Proposed Work Flow and Protocol

The following process flow and protocol need to be followed for an external party to develop a LASDF / PP upon the City's agreement to proceed:



## Phase 1: Project registration

1. **Notification letter/email** to the Spatial Planning and Environment Directorate (SP&E) stating *intent, need and purpose to develop or amend a Framework/Precinct plan*. This should request a *date* to make an initiation presentation and request for an engagement should be addressed to the Manager: District planning and Mechanisms within Urban Planning and Design Department noting the *district* within which the area is located, *location plan* identifying the area under discussion and *initial vision* for the process. It is important that Sub-councils approve the initiation and geographical boundary (as per delegation in terms of the Cape Town Municipal Planning By-law, 2015), so their involvement following initial clarification with the district's spatial planning offices, will also be important at this early stage of initiation.
2. **A motivation presentation** to the Manager: District planning and Mechanisms with written application form (available upon request with notification letter) to proceed with initiation of community-driven Framework/Precinct plan. The Subcouncil manager as well as Ward Councillor could also be invited to initiation meeting or subsequent meetings, as deemed appropriate by said Manager.

This presentation, with a short written motivation, must:

- a) Define the *proposed area* of the proposed Framework/Precinct plan;
- b) *Motivate why* a proposed Framework/Precinct plan is needed, based on:
  - a thorough analysis of existing and current precinct plans, urban design Frameworks and the SDF and policies;
  - analysis of current development trends; and
  - public opinion through surveys and/or petitions that are representative of the community concerned.
- c) Outline the *initial vision* and how the proposed Framework/Precinct plan will promote the ideals of SPLUMA, the MSDF and relevant DSDF (and any relevant existing local area guidance);
- d) Propose a *draft programme* for the entire process including timeframes;
- e) Identify resources available for the initiative;
- f) Preliminarily identify *initial stakeholder list* of whom will be consulted in the process and outline the appropriate public participation approach. This could be broadened at the next stages through communication with the City's Public Participation Branch, which is critical in ensuring alignment with City participation processes and prevent participation fatigue. This list is to be updated throughout the entire process with a record of all engagements and reference to the appropriate minutes of meeting(s). The issue of board-based representation has to be addressed/tested as a pre-requisite for City support and participation.

As a guide, the following stakeholders should be engaged in the plan formulation process:

- Subcouncil manager, Ward Councillors and Ward Committees
- City Departments and Municipal Owned Entity Representatives responsible for the affected area/sectoral responsibilities
- Affected Area Planners from SP&E/Urban Integration and Land Use management
- Other spheres of government - such as Provincial Department of Sustainable Human Settlements, PRASA, Transnet, the Port, etc.
- Affected (incl. neighbouring) Community Forums (Residents' Associations, Business Groups, Social Groups; Environmental Groups, etc.)
- Property owners, residents and businesses renting in the area; informal traders and transportation (e.g. taxi) representatives; NGO's active in and around the area/precinct
- The General Public
- Others may be needed, based on the specific context in question.

This initial meeting will identify if such proposal is desirable in light of the City's existing Spatial

Development Framework processes. A checklist should accompany the motivation (see below).

1	<b>Request / proposal compliant with:</b>	a	SPLUMA Principles	YES / NO	
		b	IDP	YES / NO	
		c	MSDF	YES / NO	
		d	Other existing local area guidance, including the Economic Growth Strategy, Human Settlements Strategy and Transit Oriented Development.	YES / NO	
2	<b>Is the issue identified/ supported in the District Plan</b>	Explain:		YES / NO	
3	<b>What is the suitable mechanism to address the issue?</b>	a	Local Area Development Framework	YES / NO	
		b	Precinct plan	YES / NO	
		c	Overlay Zone	YES / NO	
		d	Planning/Design guidelines	YES / NO	
		e	Funding to City to support resource need	YES / NO	
		f	Community-driven Planning Initiative	YES / NO	
4	<b>Who is the appropriate driver?</b>	a	The City	YES / NO	
		If so, which line department:			
		b	The Community  YES / NO	Does the process follow / align with City Policy development standards	YES / NO
		c	A Private Landowner		YES / NO
5	<b>Are there existing official recommendations / guidance?</b>	Explain:		YES / NO	

Table 1: Checklist to accompany Community-driven LASDF motivation

3. If needed, **amendments and/or additions** to the project registration might be requested in writing by the relevant Manager: District planning and Mechanisms before a decision is communicated to the applicant as to the appropriateness of embarking on a community-driven planning process. Alternatively, inclusion in the District planning processes will be initiated by the City.
4. **Next steps:** if recommended by the Manager: District planning and Mechanisms as a desirable community-driven planning process, the project will:
  - a) Received a *formal letter of support* for the Community-driven Local Area/precinct planning process from the Manager: District planning and Mechanisms. This can be utilised as evidence for next stages;
  - b) Approval of the initiative by the relevant Sub-Council(s) as per delegation<sup>2</sup> in terms of the Cape Town Municipal Planning By-law, 2015 is the next stage;

## <sup>2</sup> 8A. Planning and Environment

In terms of the Cape Town Municipal Planning By-Law, 2015

(1) To, if the City intends developing a district spatial development framework or a local spatial development framework, approve –

(a) a specified geographic area; and

(b) the commencement of the drafting of a district spatial development framework or a local spatial development framework as the case may be,

in terms of section 13(1) and Part III section 14, 15, 16 and 17 of the City of Cape Town Zoning Scheme Regulations.

- c) Once the initiation has been approved by the relevant Sub-Council's, it will be registered on the City's data base and internet as part of the City's transparent governance process;
- d) The Manager: District planning and Mechanisms to identify a *Project Management Team (PMT)* made up of representatives from key City departments as reference for questions throughout process. Sub-council representative to be included. If consultants are appointed, the City will engage with consultants to ensure principles and integration issues are addressed, but the City can then not manage the entire process; and
- e) an external *Sharepoint site* to be set up by Manager: District planning and Mechanisms to keep information sharing possible.

## Phase 2: Project Initiation and Call for Participation

The following steps are important for the Community's leading party, once the preceding steps are complete, the written 'consent to proceed' received from SP&E via the Manager: District planning and Mechanisms and the project been registered on the City's database:

1. Initiation adverts to be placed (by the external party who proposed the plan) and supported by relevant Subcouncil.
2. During this phase all relevant *municipal, service departments and entities are to be consulted* to determine whether particular technical studies and approvals are required, and if so, the technical specifications and details pertaining to these studies that shall be adhered to.
3. Initiation of formal Public Participation Process:
  - a. This public meeting (clearly identified as meeting 1 of 5 in the initiation advert) is a forum to explain the project purpose, study area, objectives, outcomes and programme so as to give all stakeholders a clear understanding of the scope of the work.
  - b. It must also introduce the drivers of the project (including appointed consultants if relevant), and set up communication mechanisms for the process. Stakeholders should be given the opportunity to contribute to the content, approach and programme of the project.

## Phase 3: Status Quo and Problem Statement - research and report

1. This stage requires that *background information* is gathered, site visits are conducted, meetings with key stakeholders are undertaken to gather information and general research and analysis relevant to the project is done.
2. Once the Status Quo research is completed, a second public meeting (number 2 of 5) should be held where:
  - a. The contents of the status quo are presented;
  - b. Preliminary issues and opportunities identified and presented;
  - c. Preliminary ideas are discussed and work-shopped towards identifying interventions and strategies for the precinct plan
  - d. The draft status quo report is circulated to identified stakeholders/Interested and affected parties for feedback within a set timeframe
3. Once all changes arising from this public meeting have been included, the *final status quo report* must be circulated to all interested parties of which the City is one. This forms the basis for plan formulation.

## Phase 4: Plan Formulation

1. Once the above steps are complete, the formulation of the proposed Framework/Precinct plan may proceed. Once produced, it should be circulated to stakeholders for comment, and the third public meeting (number 3 of 5) organised for input into the draft. This presentation and subsequent Framework/Precinct plan report should include:
  - a. A summary of the Status Quo report including *issues and opportunities* identified
  - b. Various *options* presented and work-shopped towards identifying interventions and strategies for the proposed Framework/Precinct plan

2. Following the workshop, the proposed Framework/Precinct plan report is to be circulated to stakeholders for feedback within a set timeframe at the cost of the community representation.
3. This draft Framework/Precinct plan may be further workshopped until endorsed by the majority of the stakeholders. This phase might, upon request by the Manager: District planning and Mechanisms, incorporate additional sessions, especially in situations of severe community disagreement regarding framework proposals. In this regard reference is made to alternative engagement methodologies and techniques to the satisfaction of the Public Participation Unit.

#### Phase 5: Formal Commenting Period

1. As Local Area Frameworks or Precinct plans are effectively detailed representations of the MSDF and DSDF, a similar, yet reduced commenting period shall apply based on the principles of SPLUMA. Here the public must be invited to submit written presentations in respect of the proposed Community-driven Framework/Precinct plan by those formulating it within 60 days of it being advertised in:
  - a. The Provincial Gazette;
  - b. At least one city-wide newspaper;
  - c. At least one local newspaper; and
  - d. The CCTs website and social media platforms;
2. During the 60-day commenting period mentioned above, a public participation meeting (meeting 4 of 5) must be held where the advertised draft is presented, discussion is held, and verbal submissions are received and recorded by means of minutes of meetings that will be included in the final proposed Framework/Precinct plan as proof of consultation and input; and
3. The 60-day commenting period is to commence from the first day of publication for commenting and includes the 14-day period leading up to the public meeting as per City's standard procedures.
4. All representations (written and verbal) must be considered by the Community's project team and, where necessary, incorporated into the final proposed Framework/Precinct plan;
5. The final document must be submitted to the Director: Urban Planning and Design for a final assessment (to determine whether final plan considered inputs received and supports the principles and objectives of SPLUMA, LUPA, the MSDF and the DSDF).

#### Phase 6: Final status

1. Following final scrutiny, a final public feedback session (meeting 5 of 5) must be held where the final document is presented to the local community;
2. The final document will then be placed on the City's Planning Portal as a "*Local Area/Precinct Vision and Guidelines document as part of a Community-driven planning initiative*". It will not have any formal status, but has to be taken into consideration when guiding and informing the City's engagement with stakeholders involved in the development of the area (including, but not limited to: current residents, property owners, potential developers and all levels of government); and
3. The document and its findings will ultimately be incorporated into the next District Plan review process.

## 6. Conclusion

The City encourages local communities to consider what they see as the desirable future for their areas. Despite these have no prospect of any formalisation by itself, it will be considered as input into the District planning and broader planning decision-making processes of the City. The key concern from the City's point of view, is to ensure the principles governing an approach to community-driven planning exercises are sound, honest and robust, roles and responsibilities are clear and that expectations are managed in light of concerns raised earlier in this report.

## 7. Annexures:

- Annexure A: Definitions and Abbreviations
- Annexure B: Overlay Zones in Development Management Scheme (DMS)
- Annexure C: Case study: Communicare - Ruyterwacht and Brooklyn Regeneration
- Annexure D: Area Co-ordinating Teams
- Annexure E: City Improvement Districts (CIDs) as a Community Based Partnership
- Annexure F: Contents/chapters to be included in LASDF / PPs
- Annexure G: Product Format for adoption into City data system

## Annexure A: Definitions and Abbreviations

- a) **City of Cape Town (CCT)** – the local authority of Cape Town Municipal area
- b) **Integrated Development Framework (IDP)** - the Integrated Development Plan is a five-year plan required in terms of the Municipal Systems Act, Act No. 32 of 2000. This legislation states that an IDP is the principle strategic planning instrument which guides and informs all planning, development and decisions in the municipality. The IDP must align with national and provincial strategies. It is operationalised through strategic policies, directorate and departmental business plans which focus on implementing the vision, objectives, projects and programmes of the IDP. The IDP will be reviewed on an annual basis.
- c) **Metropolitan Spatial Development Framework (MSDF)** – the Cape Town Municipal Spatial Development Framework (MSDF) sets out the spatial vision and development priorities to achieve a reconfigured, inclusive spatial form for Cape Town. The document is a spatial interpretation of the City of Cape Town's Integrated Development Plan and flows from the five-year review of the previous MSDF, which was approved in 2012.

The MSDF is informed by the requirements of the Spatial Planning and Land Use Management Act, Act 16 of 2014 (SPLUMA) and the City of Cape Town's Municipal Planning By-law as well as a range of other national, provincial and local policy and law. Key national informants are South Africa's National Development Plan (NDP) and the national Integrated Urban Development Framework (IUDF). City policy that has been adopted post-2012 and that has been an important informant of this SDF includes the Transit-Oriented Development Strategic Framework, the Economic Growth and Social Development Strategies, Integrated Human Settlements Framework, Bioregional Plan and Environmental Strategy and others. Fundamental to the MSDF is the vision of achieving spatial transformation via dense and transit-oriented growth and development, anchored by an efficient transport system. This is a level 1 plan.

- a) **District Spatial Development Framework (DSDF)** - This is as defined by the Spatial Land Use Management Act (No 16 of 2013) (SPLUMA). These Development Frameworks are intended to outline development principles and guidelines for functionally demarcated areas of a scale larger than neighbourhoods but smaller than regions. The development principles and guidelines are of a strategic nature, which tie in with the CCT's vision, objectives and strategic thinking. It is thus typically viewed as a medium to long-term plan. This is a level 2 plan.
- b) **Local Area Spatial Development Framework (LASDF)** – A spatial plan for a defined area indicating how the built environment should evolve going forward. These plans may be compiled by the CCT or an external party, but they are only applicable as policy once adopted by a Council Resolution. This is a level 3 plan.
- c) **Precinct Plans (PP)** - are intended to outline development principles and guidelines at a level of detail not possible within broader framework plans such as the Spatial Development Framework (SDF) or Urban Development Frameworks (UDFs). The purpose of a precinct plan is to give local, contextualised detail to the broad vision for the city, as set out in the Spatial Development Framework. As such, all precinct plans must be in line with the principles of the SDF. Precinct plans may highlight local projects/interventions (social, economic, infrastructural in nature) that are needed to achieve the vision of the SDF in a specific area. Precinct Plans are prepared for functional areas, which are clearly delineated for the purpose of the Precinct Plan and can be associated with a scale similar to a neighbourhood or even smaller. These plans are typically viewed as shorter-term plans which seldom extend past a ten-year horizon. These are level 4 plans. For clarification purposes, a Precinct plan is a character area within a local area, i.e. the retail precinct, the school precinct, the river mouth precinct, the local node. These set the stage for the type of buildings and building uses needed to support this part of the local area's character. For instance, a waste/recycle centre is not really something that fits into the local node. Precinct plans support the character of the local area like body parts support the body. The scale therefore depends on the scale of the local area and must be defined from the outset.

- d) **Public Participation Process (PPP)** - all spatial frameworks must be in the interest of the public (all those who may use the delineated area). As such, the public must be consulted in the conceptualisation, formulation, review and final drafting of the plan (throughout the entire process). SPLUMA states that "the preparation and amendment of spatial plans, policies, land use schemes as well as procedures for development applications, include transparent processes of public participation that provide all parties likely to be affected by the proposals generated in the process the opportunity to provide inputs on matters affecting them".
- e) **Development Management Scheme (DMS)** – all properties within the geographic area of the city are part of our Integrated Zoning Scheme and are subject to land use provisions in the Development Management Scheme, which forms part of the Municipal Planning By-law. Within the zoning categories are land uses that are permitted 'as of right'; in these cases, no additional approval is required from the City. Consent, occasional and special uses are permitted only with the City's approval.
- f) **Spatial Planning and Land Use Management Act (SPLUMA)** - the Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA) is a national law that was passed by Parliament in 2013. The law gives the Department of Rural Development and Land Reform (DRDLR) the power to pass Regulations in terms of SPLUMA to provide additional detail on how the law should be implemented.
- g) **Community** - a group of people living in the same area that has a particular characteristic. These people share certain common attitudes and interests. The representative of such a group is either elected by the community based on their ability to assist the community in moving common interests forward. In this instance both the roles of local leaders as well as political leaders in the area are important to consider. Support by the wider community for Community-driven planning is critical and the effectiveness of achieving buy-in thereof will be unlocked during the process suggested in this report (with focus on public participation meetings). The City reserves the right to halt any Community-driven planning process if it comes to light that there is not support from the majority of the community.

## Annexure B: Overlay zones in the Development Management Scheme:

The existing provision for overlay zones as contained in the Municipal Planning By-Law (2015), is a mechanism for introducing local area planning controls: "an overlay zoning applies to land which the City has designated by notice in *the Provincial Gazette* as having that overlay zoning."

Overlay zone areas are a mechanism to more closely link forward spatial planning with land use management decision making. It also relates strongly to reinforcing (or establishing where newer or undefined) specific character for an area. The aim is not to set the area aside, but to celebrate its unique features, while being part of a bigger community. It is important that overlay zones are not used in such a way as to replicate the By-law as presently applicable in the city. It should rather be incorporated into the next District plan review as part of a structured process.

An "overlay zone" refers to a category of zoning applicable to a particular area or land unit, which:

- Stipulates unique use types or development rules for a land unit or area, in addition to the underlying zoning or base zone requirements where use types may be limited or more added or where development rules may be more or less restrictive;
- May include provisions relating to additional use or consent use limitations, subdivision and subdivision areas, special planning areas, development incentives such as parking, height, floor space, coverage or densities, urban form, urban renewal, heritage and environmental protection or any other purpose, as set out in this zoning scheme or regulations promulgated in terms of the Municipal Systems Bylaw.

Overlay zones must give effect to and comply with:

- The principles contained in the Development Facilitation Act (DFA);

- The planning vision and basic guidelines of the Development Management System (DMS) as set out in the MSDF and contained in the IDP;
- Desired spatial form such as, but not limited to, the development of public and private land, infrastructure investment, utilisation of space, spatial reconstruction, location and nature of development, urban edge, scenic routes, areas of strategic interventions, regulating development impacts, as set out in the MSDF or a land use or spatial policy plan;
- The principles of co-operative governance and the duties and objectives of local government as set out in the Municipal Systems Act and the Constitution.

It is a mechanism whereby the Council gives effect to specific guidelines beyond the rights vested in the specific properties. This is then, upon adoption, contained in a Local Area Spatial Development Framework (LASDF) or policy plan. These guidelines specifically relate to determining use rights or control over use rights and the utilisation of land in this specific area, provided that such guidelines comply with the requirements and status of the overlay zone.

The formulations of overlay zones should therefore be directly motivated by recommendations made through the approved District Spatial Development Plans and/or local area spatial planning framework. As a statutory planning mechanism of the Municipal By-law, putting an overlay zone in place is similar to a by-law amendment. This is a fairly extensive administrative process, and should be used as the exception rather than the rule.

Creating overlay zones should therefore be considered as **one of** a number of mechanisms for implementing forward spatial planning recommendations; for example, overlay zones would not be necessary should the approved Development Management Scheme with supporting city-wide land use management policies and district or local spatial plans, provide adequate support to discretionary decision-making. As an inherently public activity, the creation of such zones must be within the City's capacity to establish and implement and in compliance with the legal framework governing the City's work. Some communities have indeed drafted their own overlay zones that was incorporated into the existing DMS. 18 Local Area Overlay Zones already exist, e.g. Strand Beachfront Local Area (LAO/1) or Noordhoek Local Area (LAO/12).

While communities can motivate for the consideration of overlay zones as mechanisms for implementing planning recommendations through the DSDFs and Local Area Planning processes, an overlay zone is still a statutory provision affecting property rights and it is not appropriate that the creation of overlay zones is a community driven process. It is therefore imperative that the creation of overlay zones is led and implemented by the City. Due to limited resources within the City, this process could be frustrating to local communities.

### **Annexure C: Case study: Communicare - Ruyterwacht and Brooklyn Regeneration**

The original project objective, established by Communicare to their consultants was: *"the formulation of an urban regeneration strategy for Brooklyn/Ruyterwacht, to provide an innovative and practical urban design framework and project proposals to catalyse the regeneration of the neighbourhood. Within this framework, projects should be identified for implementation for (but not limited to) the Communicare properties"*.

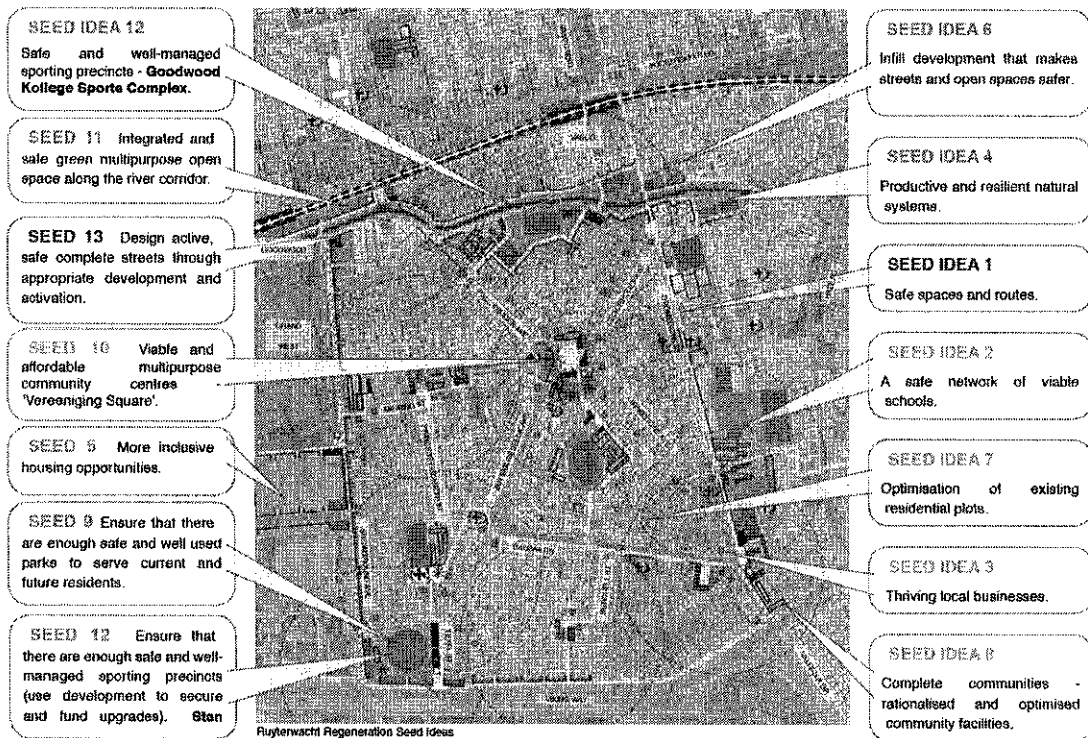
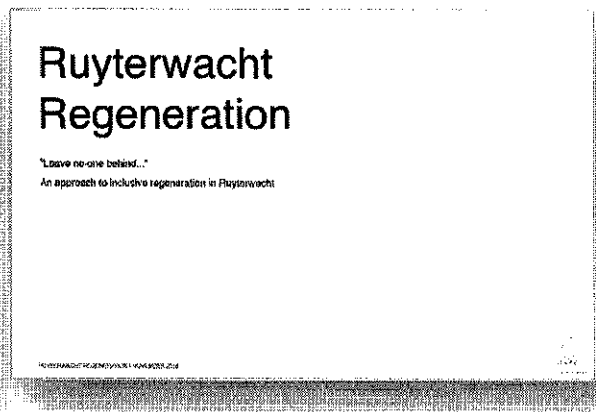


Figure 4: Images from Communicare work (2015)



Please note that in the case of Brooklyn, an approved Local Area Spatial Development Framework already existed: **Milneron South – Paarden Eiland** Local Area Spatial Development Framework/ Conceptual Development Framework: Visioning Document (FINAL; February 2015).

<http://resource.capetown.gov.za/documentcentre/Documents/City%20strategies%2c%20plans%20and%20frameworks/Milneron%20South%20-%20Paarden%20Eiland%20Local%20Area%20SDF%2c%202015.pdf>, whereas for Ruyterwacht no such guidance existed.

The project deliverables focused on:

- Issues and vision scoping: analysis and understanding of the area within its surrounding context and its role in relation to the City of Cape Town. Summarise the relevant spatial, built form, environmental, social, economic and institutional dynamics in the Study Area that should inform the regeneration strategy and clients role in this strategy. Develop a draft regeneration problem, opportunity statement and a preliminary design vision comprising high-level concepts and relevant precedent.
- Make recommendations for the regeneration of the Study Area, look at current policies (MSDF, LSDFs, UN Habitat Sustainability Goals) and best practice to inform proposals. Identify land uses, user groups and projects that could add value to the study area, including education, businesses, residential, urban agriculture, recreation, cultural, religious and tourism facilities. Identify catalytic projects that can reconfigure the built form and public spaces to connect the built environment. In collaboration with the client and key stakeholders, prioritise three (3) projects/precincts for more detailed investigation and development.
- Implementation plans for each of the three (3) priority projects / areas highlighting the role and potential investments that could be undertaken by the municipality, private sector, community organisations and civic bodies and agencies. These might include:
  - Physical interventions such as public space upgrading, alterations to street cross section, landscaping, new buildings and structures, and so on;
  - Civil society initiatives with institutions such as resident's associations, rate payers' associations, business and property owners' forums, educational, religious and heritage bodies and so on.
  - Economic and financial initiatives including incentive schemes, partnerships, investment strategies and so on;
  - Institutional initiatives including land use management conditions, development facilitation, line department coordination and so on.
  - High-level design guidelines to support the implementation of projects and initiatives identified in the implementation plans.

**Key lessons learnt can be summarised as:**

- Feedback from consultants:

To involve as many stakeholders as possible, from ward councillors to students in the area. Two public meetings were had in Brooklyn, which were extremely helpful to identify key challenges and opportunities in the area and then to hear their feedback on our preliminary ideas / concepts. However, this project would have benefitted from a third round of stakeholder engagement workshops in order to report back to the members of the community and present the final ideas that will be taken forward by the client. Also, to identify how community members can take ownership of projects and connect them with the relevant government departments / NGOs etc. One way that this could have been achieved is through an ACT. In terms of public participation, it was also helpful to have an outside consultant to aid in the facilitation of public meetings to ensure transparency between the client and community members.

- Feedback from City officials:

- *Planning (PBDM):*

Involvement in the process was experienced as 'late in the process' and suggestions are that the approval/support of a local community-driven planning process must be tabled to the local district's planning offices so as to ensure alignment and support, but at least knowledge of such a process.

- *Urban Planning and Design:*

As the process was initiated by an external body, the process and need for resources was not defined and subsequently, guidance was limited to key project meetings whereas

attendance of public meetings was difficult in light of limited resources. Defining the process and timeframes upfront with management will be fortuitous for future processes.

## Annexure D: Area Coordinating Teams

Area coordinating Teams (ACTs) have been set up within various identified communities, related to the Mayoral Regeneration Programme (MURP), under the umbrella of relevant Sub-councils. Ultimately ACTs provide a platform for representatives of communities, businesses, non-governmental organisations and the City to coordinate action in response to urban management, maintenance and development challenges in their area. It is paramount that the relevant ACT is convened by the relevant Subcouncil Manager in order to secure required participation of the line departments active within the area. The community leadership / area committees and other relevant organisations are invited to participate as members of the ACT once it has been established and is meeting regularly.

When first established, the ACTs were required to meet on a monthly basis with the first priority to develop an initial urban management matrix which deals with immediate day-to-day aspects of urban management and maintenance; area-based monitoring of performance and levels of service delivery by the relevant line departments, in terms of agreed criteria and indicators, and identifying those quick win projects to be implemented by the relevant line department, that will address issues such as:

- Operations and maintenance of public buildings; open spaces and infrastructure in partnership with the owner line departments
- Safety and security, law enforcement operations in partnership with the Line Department
- Informal trader management in partnership with the Line Department
- Coordinated tenant management in partnership with the Asset Owner
- Redressing problem buildings in partnership with the Problem Building Team.
- Any other crime and grime issues that is contributing to the current state of affairs

## Annexure E: City Improvement Districts (CIDs) as a Community-based Partnership

CID is an inclusive and transparent urban regeneration tool that can be established by local communities to initiate and drive regeneration processes. The purpose of the CID model is to:

- enhance and supplement municipal services
- facilitate investment, facilitate a co-operative approach between the City and private sector, halt degeneration and facilitate upliftment of distressed business and mixed use areas
- promote economic growth and sustainable development
- promote urban regeneration through sustainable urban management
- build integrated communities
- upgrade and improve areas
- create safe, clean, socially responsible and sustainable environments

While the CIDs provide additional municipal services, improve safety, combat grime, initiate environmental improvements, assist in accepting social responsibility and regeneration of the environment through urban management, the City still has oversight and plays a monitoring role.

For more information about the process and appropriateness, please contact Eddie Scott (CID Manager) for more information [eddie.scott@capetown.gov.za](mailto:eddie.scott@capetown.gov.za)

## Annexure F: Contents/chapters to be included in Local area plans / Precinct plans

### Part 1: Introduction

This section is based, broadly, on the "Project Registration" and "Project Initiation" steps from the procedure above. Note here the purpose of document which should include the problem statements and the reasons the project was undertaken (i.e. what are the key developmental questions the proposed Framework/Precinct plan is trying to address?). State clearly the

methodology and process, which include public participation efforts as well as the proposed list of detailed stakeholders to be engaged and consulted.

## **Part 2: Status Quo/Contextual Analysis**

This section is based on the "Status Quo" step from the procedure above and must represent a synthesised understanding of the area informed by various studies, research and analysis. It must give an overview of the area being studied, both at a spatial and policy level. The overview should aim to look at a wider geographical area than merely the immediate context - metropolitan and local context should inform the study.

The contextual analysis should be a well-researched and synthesised analysis of the status quo in the study area that clearly spells out the spatial planning implications, which may include but should not be limited to the following aspects (all of which must be spatially represented). The synthesis of the Status Quo section shall contain spatial mapping of existing key structuring elements, such as the movement network; open space and social facilities; activity areas:

### i) Socio economic context

- Household data and analysis (i.e. demographics, income per household, household size, employment etc.)
- Economic activity and trends, Economic Development initiatives; property market and the Informal Economy

### ii) Spatial analysis

- Spatial planning policy context: SDF application; SDF analysis for the area; existing development frameworks/precinct plans;
- Locality: National, Provincial, Metropolitan, Regional and Local spatial significance (i.e. indication of locational significance at various appropriate and applicable scales)
- Movement Network: road and street hierarchy/ies; access points and linkages; the pedestrian movement network and NMT proposals in the area if any exist
- Public and Open Space Network: Public Environment, Public Open Spaces, as well as Arts, Culture and Heritage
- Main areas of activity (social amenities, retail areas, commercial areas, residential areas, high streets etc.)
- Community and Social Development, Social Amenities provision
- Urban context: Key features and interrelationship with surrounding areas
- Housing (Demand, Supply and current initiatives), Residential Developments and Residential Neighbourhoods

### iii) Transit

Transportation initiatives across all modes - especially the proposals that deal with the city's bus rapid transit network and stations, existing rail stations, as well as the existing and proposed road networks.

### iv) Current Developmental trends

Private sector development trends, public sector initiatives (including that on CCT land and property holdings in the study area and its intentions with each holding) as well as any other publicly owned land.

### v) Land use regulation

The regulatory environment (zoning, rights, actual land use, vertical land use mix and density etc.).

### vi) Infrastructural assessments

Infrastructure and services (status and planned upgrades).

vii) Urban management

Partnerships, CIDs, ACTs and other urban management structures affecting the study area.

viii) Technical studies

In some instances, detailed technical / professional studies and impact assessments may be required by the relevant department / entity. Such investigations may entail, but are not limited to Environmental Impact Assessments (EIA), Traffic Impact Assessments (TIA), Heritage Impact Assessments (HIA), Geotechnical Impact Assessments (GIA), Infrastructural Impact Assessments, Structural Assessments etc.

These assessments may become requirements during any phase / stage of the proposed Framework/Precinct plan planning process and shall be conducted at the expense of the Project Team (i.e. not by CCT) and to the satisfaction of Council. It remains the responsibility of the plan formulator to engage the relevant municipal and service department regarding the required technical studies and specifications thereof.

In conclusion, the Status Quo/Contextual Analysis section should identify:

- key developmental problems and constraints (presented on a single map);
- key developmental opportunities and assets (presented on a single map); and
- the implications of the contextual framework for both a policy and geographical context.

### **Part 3: Development Framework**

The proposed Framework/Precinct planning process should address the identified issues and opportunities by outlining:

- An overall spatial development philosophy in line with City-wide policies, especially the MSDF / DSDF.
- A spatial vision for the study area with clear linkages to the Economic Development Strategy of the City as a whole.
- An overall desired spatial development structure - this should define major structuring elements and areas of special character/precincts within the study area. This should include a land use framework.
- The identification of development proposals for key areas of intervention.
- Include recommendations for where existing proposals/precinct plans relevant to the study area need to be amended or revised to better achieve the desired spatial structure.

### **Part 4: Urban Design Framework**

Specific reference to an Urban Design Framework should highlight alignment with the City's Urban Design Policy (2018) and illustrate application of the basic design principles such as sense of place, legibility, accessibility and sustainability to the land uses and activities, the movement system, the landscape and open space, design directive and the built form.

Guidelines should be provided for areas such as key precincts in the study area and key structuring elements (e.g. developments along open spaces or areas linked to movement structures). Clear built form instruction directly related to development controls should be included to guide individual site application and development.

### **Part 5: Implementation Framework/Plan**

The implementation Framework (how the plan would be implemented; phased) should highlight important priority projects and interventions for the area of concern.

The following items could be included:

- Priority/Critical Actions
- Priority Projects (catalytic projects, highlighting public sector interventions)
- Estimated Capital Expenditure
- Timeframes
- Implementing agents and partners
- Urban management and maintenance proposals

Please note that projects / infrastructural upgrades required/proposed in terms of the proposed Framework/Precinct plan may not necessarily be implemented by the CCT due to capital prioritisation and alignment processes. Therefore, even in instances where a Precinct Plan becomes an approved Policy, it does not automatically guarantee implementation.

#### **Part 6: Annexures**

The following annexures are to be included as part of the proposed Framework/Precinct plan:

- Technical reports and studies
- Records of public participation: adverts/notifications; agendas and confirmed minutes; attendance registers and a summarised table

#### **Annexure G: Product Format for inclusion into City data system**

The final product for Council approval should include written documents and graphical illustrations, supported by detailed plans:

- Three (3) original colour copies
- Three (3) compact disks or flash drives of the final product on a site-specific level with supporting documentation are to be submitted to SP&E.
- The deliverables must include high quality visual products that can be used to inform various stakeholders of the proposals and interventions.
- The final submission must include a comprehensive PowerPoint presentation that will be used to present the final precinct plan in the Council approval process.

On completion of the project/adoption of framework/precinct plan, it is required that data captured be handed over to the Council. Data must be handed over in an ArcGIS compatible format e.g. shapefiles or ArcInfo coverages. Associated attribute files must also be included – (examples of shape file extensions: Roads.shx; Roads.shp.xml (metadata); Roads.shp; Roads.dbf (database file); Roads.sbn; Roads.prj (projection file); Roads.sbx. Data can be transferred via CD's or DVD's. Electronic mail is limited to 2MB in size.

Datasets transferred to the Council must have detailed metadata attached or must be accompanied by a statement on the quality of the data. The Metadata or statement must be as comprehensive as possible and must include at least the following:

- Basic project information including the name of the project, contact information of the Council project leader and the consulting firm.
- Name of the files included and a brief description of the content of the files.
- Description of the geographic extent.
- A brief description on the origin of the data (source information) and the processes and transformations that the data has been subject to.
- A description of the positional accuracy must include the scale of the source information, the scale at which the data was captured, the methods used to capture the data and the name of the capturing agency.
- The currency of the data must be stated as a date and/or time (source date). If relevant, updating intervals must be stated. The date the data was captured must also be included.
- A brief description of attributes included in the datasets as well as methods used to collect and capture the attribute data.

- If third party data is used for projects, copyright statements must be included as well as the names of the custodians of the datasets.

Please note that the City of Cape Town has the copyright on all new datasets created for council projects, but these will be shared and made public in line with the City's GIS and data policies.