

# MUNICIPAL SPATIAL DEVELOPMENT FRAMEWORK 2017 - 2022

## EXECUTIVE SUMMARY



CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD



**TDA**  
CAPE TOWN

*The City of Cape Town's Transport  
and Urban Development Authority*

# EXECUTIVE SUMMARY

## Introduction

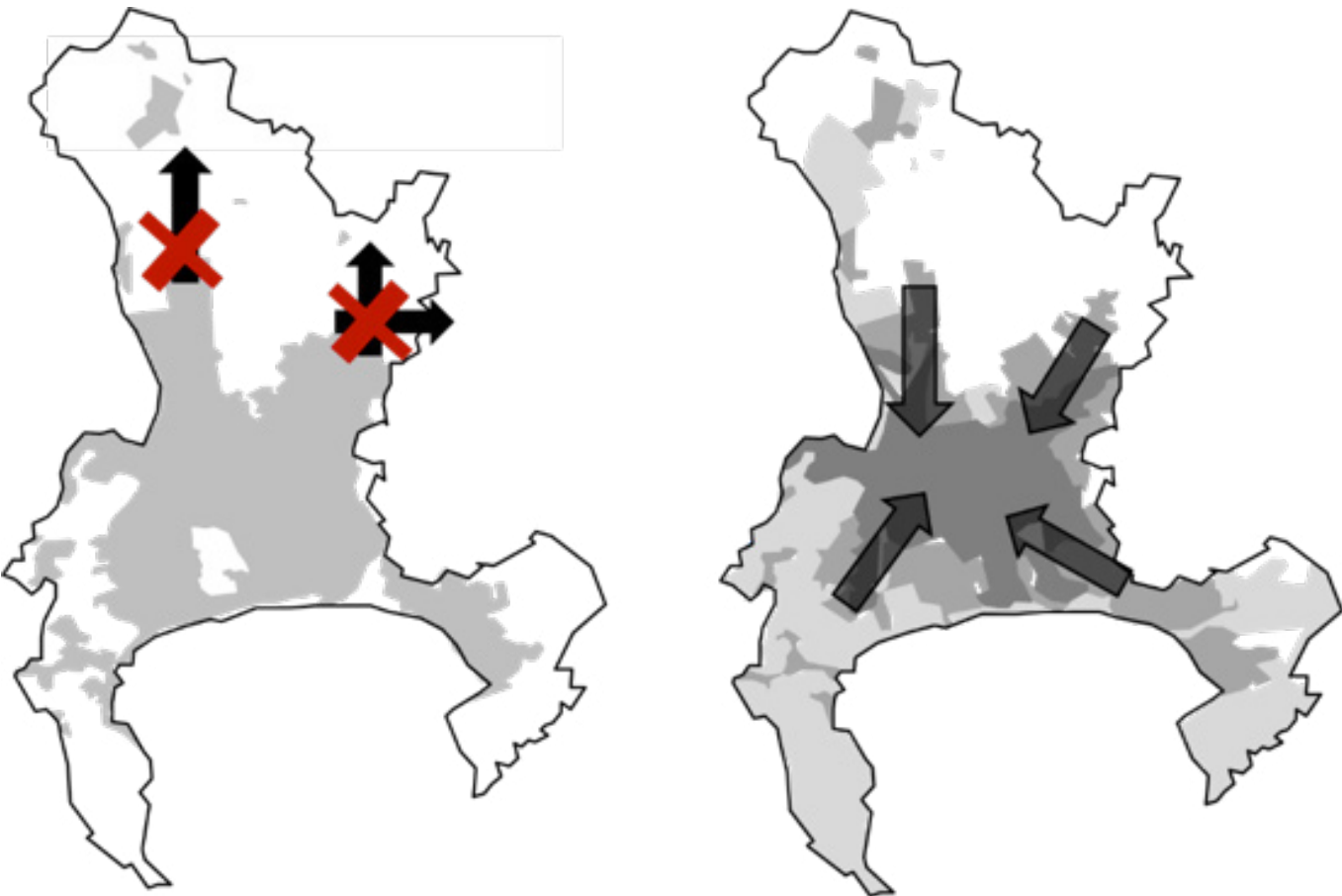
Cape Town's Municipal Spatial Development Framework (MSDF) sets out the spatial vision and development priorities to achieve a reconfigured, inclusive spatial form for Cape Town. The document is a spatial interpretation of the City of Cape Town's Integrated Development Plan and flows from the five-year 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 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. The vision is articulated as follows:

"The City is intent on building – in partnership with the private and public sector – a more inclusive, integrated and vibrant city that addresses the legacies of apartheid, rectifies existing imbalances in the distribution of different types of residential development, and avoids the creation of new structural imbalances in the delivery of services. Key to achieving this spatial transformation is transit-oriented development (TOD) and the densification and diversification of land uses."

The 2012 Cape Town SDF projected long-term growth along two northern corridors. This reviewed MSDF, informed by an evidence-based approach, proposes instead, targeted investment within an urban inner core and land use management based on inward growth.



The MSDF has been revised during a period of bleak national economic performance and forecasting. Fiscal constraints, credit rating downgrades and a flat-lined economic trajectory have, at a national level, set a challenging backdrop for the preparation of this plan.

Furthermore, new growth management tools have highlighted the unsustainable operational costs associated with servicing peripheral development. This has led to the MSDF introducing an investment rationale that considers how and where the City should invest in infrastructure, given fiscal constraints. Localised challenges such as a routinely failing rail system and increasing congestion on the City's roads compound many of the fundamental structural inefficiencies in the City's current urban form and function. Furthermore, the recent water shortages facing the City, attributed to the worst recorded drought in the city's history, is a stark reminder that all cities will need to become more robust, resilient and efficient.

Urban growth will need to occur in a manner that will not compromise the City's ability to respond to a range of shocks and stresses associated with climate change. It is important to recognise the long-term aspirations of this MSDF and that issues of resource management (and availability) and infrastructure renewal and management are fundamental to transforming the city's spatial context and directing the inward growth rationale.

Public comments based on the draft MSDF also contributed to its finalisation and the City thanks all contributors for the many considered comments that were received. These were incorporated into later drafts and have enriched the document.

## Cape Town's spatial context

### The city in a region

Contextually Cape Town's MSDF must be located within a broader regional economy. Although Cape Town is the Western Cape's focal urban area – with its scale, infrastructure and employment base – it is also part of a regional spatial and economic network that includes Stellenbosch, Malmesbury, Paarl, Saldanha and Grabouw. Cape Town's spatial development exists in a dynamic relationship with its neighbours in the region, necessitating a coordinated approach between planning authorities.

### Cape Town's spatial history

The city's spatial form was shaped by the development of its transport infrastructure, most notably the rail service and road network which formed part of a southern corridor. By the 1950s, however, Cape Town's urban form was increasingly being shaped by apartheid. This notorious policy resulted in forced removals and the implementation of discriminatory laws. Increasingly black and coloured communities were forced to live in segregated dormitory townships on the fringes of the city. This contributed fundamentally to the sprawling urban form that has stubbornly persisted in the post-apartheid era.

The burden of this persistent and unsustainable urban form is born primarily by the poor who are forced to travel at great cost to access employment and a range of the other public and private goods. Of particular concern is the mismatch between the location of job seekers in the residentially dense southeast of the city and the location of jobs in the historic city centre, and related areas, comprising what this MSDF terms the Urban Inner Core.

### Other structuring elements

In addition to the historic and apartheid-era spatial development that remains imprinted on Cape Town's urban form, other important elements also give structure to it.

### Natural assets and destination places

Notable structuring elements are Cape Town's natural assets and destination places, which make the city a desirable place to live, work, study and do business. These include the unique nature areas of Table Mountain and Cape Point, heritage areas, coastal areas, biodiversity and important cultural landscapes.

### People, activities and land use trends

The MSDF review was informed by studying data and research pertaining to the decade between 2005 and 2015. This study revealed important trends that the MSDF must respond to, and which are discussed in detail in Technical Supplement G. Based on this evidence the MSDF assumes that Cape Town has entered a phase of its development characterised by demographic and spatial consolidation within the context of low growth forecast for the global economy. This implies the need to do more with less in order to address the city's historic spatial challenges.

The analysis indicates that population growth is slowing, with household formation exceeding it, while in-migration rates and projections remain uncertain and difficult to predict.

Household sizes have decreased from 3.92 to 3.17 people per household since 2011 with implications for housing supply. It is estimated that 35 000 housing opportunities must be supplied each year, over 20 years, to meet the current backlog.

Spatially there is a transition underway from outward to inward growth with a concentration of commercial activity in three business nodes (CBD, Century City and Tyger Valley). At the same time, in Cape Town's increasingly services-oriented economy, blue-collar jobs are moving to peripheral industrial nodes.

With respect to employment, in-migration is outpacing job creation and modest economic growth is centred in service-oriented industries. There are approximately 440 000 unemployed citizens (23%) using the narrow definition of unemployment, which excludes discouraged job seekers. With economic growth expected to reach 3.2% by 2020, skilled and semi-skilled workers will be gradually absorbed, but the anticipated growth is unlikely to have significant impact on the prospects for unskilled workers.

Other trends include rising efficiencies associated with water, electricity and land resources as households and businesses begin to use these more sustainably; rising transport costs associated with congestion and rail failures; and a transition from formal, market-led housing supply to informal solutions. This has implications for infrastructure in less-established areas in the city. While there have been marginal increases in density, these are insufficient to support public transport thresholds.

### Socio-economic needs

In addition to changes in population and household structure, the MSDF must respond to socio-economic needs. The City's Socio-Economic index identifies the areas of greatest need and indicates that 25.5% of households live in 'needy' or 'very needy' areas of the city.

### Transport infrastructure

Transport infrastructure is an important spatial structuring element. Given Cape Town's spatial fragmentation and imbalance between land uses, this has not been optimal. The city's road, rail and BRT networks impact directly on its spatial form. Currently an estimated 500 000 people only have access to non-motorised transport and cannot afford public or private transport. In addition, poor households that do make use of public transport may have to dedicate up to 45% of their household income to make use of it. The IPTN aims to improve the public transport network premised on MyCiTi and an expanded rail network.

Cape Town's road network is the most congested in South Africa, with motorists spending more time in traffic each year.

### A new spatial vision

The implication of Cape Town's spatial, social and economic challenges is that it must place sustained job-generating economic growth at the heart of its spatial priorities. This means supporting investment in well-located growth nodes, reinforcing transit-oriented corridors and linking growing nodes with lagging nodes through connective infrastructure.

Connected, inward growth is the most cost-effective way of reducing the social and economic costs of the current inefficient urban form. This MSDF motivates for land use intensification based on transit-oriented development (TOD).

This implies a greater mix of residential and non-residential land use (diversification) through the increased use of space, both vertically and horizontally (densification).

This can be achieved within existing areas or properties and new developments with an increased number of dwelling units and should be encouraged in locations with good public transport access, concentrations of employment, commercial development and other amenities.

### A new land use scenario

The City developed four land use models between 2013 and 2015 which were used in strategic City documents including master planning City utilities, the IPTN and the Medium Term Infrastructure Investment Framework (MTIIF). With public transport and the optimisation of associated locational benefits fundamental to the restructuring and spatial transformation agenda in Cape Town, Council approved the Comprehensive TOD land use scenario. This forms the strategic and policy basis for Cape Town to transform the sprawling, predominantly low density, mono-use city by reducing travel times and increasing the efficiency of infrastructure networks with benefits all.

This will be achieved through the implementation of Cape Town's Integrated Public Transport Network 2032, encompassing both road and rail-based public transport. In addition to the existing rail network it includes the planned Blue Downs rail link, the extension of the Strand rail line and the implementation of new bus rapid transit trunk routes.

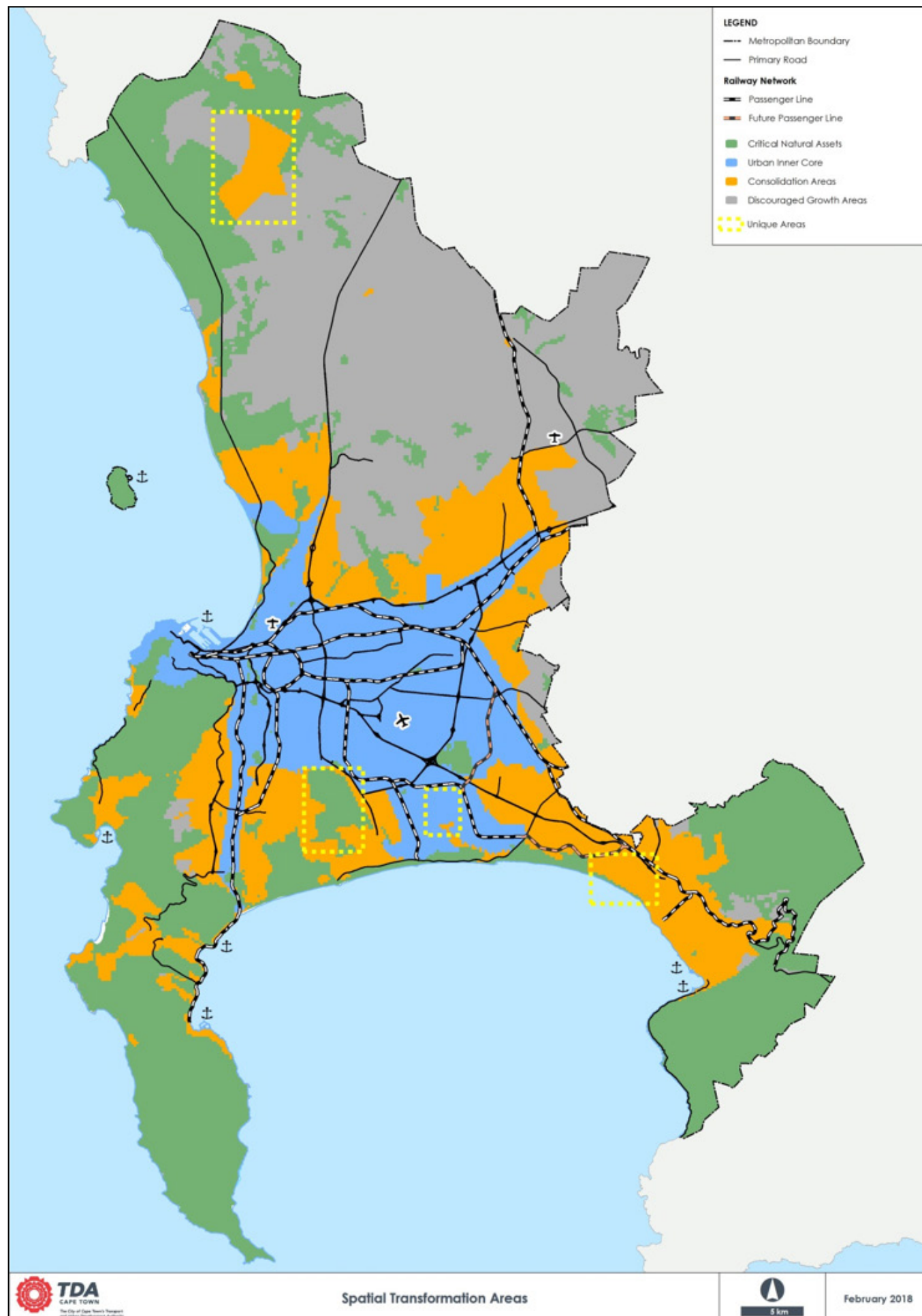
Development corridors and transit accessible precincts (TAPS), which are important spatial restructuring elements, also form part of the vision acting as generators and attractors of people and trips, contributing to economic growth and public transport viability.

Infrastructure capacity, renewal and provision will also impact the structure of Cape Town's urban form and must be aligned with projected land use intensification.

### Directing spatial transformation

The basis for growth management in the city is through four primary Spatial Transformation Areas (**Map 1**) namely:

- An Urban Inner Core
- Incremental Growth and Consolidation Areas
- Discouraged Growth Areas
- Critical Natural Asset Areas



Map 1: Spatial Transformation Areas

The MSDF supports the prioritisation of public investment and incentivised private sector investment in growth areas in the Urban Inner Core. The Urban Inner Core includes the majority of the city's existing industrial and commercial nodes; the airport, ports and primary freight infrastructure; the three Integration Zones; IPTN corridors and TAPS. The City will prioritise these areas for investment and co-investment.

Incremental Growth and Consolidation Areas are areas where the City is committed to servicing existing communities and where new development will be subject to infrastructure capacity.

The City will not invest in Discouraged Growth Areas, which include protected areas based on natural and agricultural assets, areas with a lack of social and physical infrastructure and areas that do not contribute to spatial transformation, inward growth or the premise of transit-oriented development.

Critical Natural Asset areas are areas that contribute significantly to the City's future resilience or have protection status in law. They include a number of protected natural environments and conservation areas outside the Urban Inner Core or Incremental Growth Areas.

In addition to these four categorisations, there are a number of unique cases where the spatial transformation categorisation does not successfully reflect the intent of the MSDF. These include Paardevlei, Atlantis, Swartklip and the Philippi Horticultural Area (PHA).

The City will establish investment partnerships with the public and private sector to achieve the goals of these Spatial Transformation Areas.

### The Spatial Development Framework

Cape Town's Integrated Development Plan contains three spatial strategies:

**Spatial strategy 1:** Build an inclusive, integrated, vibrant city.

**Spatial strategy 2:** Manage urban growth, and create a balance between urban development and environmental protection

**Spatial strategy 3:** Plan for employment, and improve access to economic opportunities.

These provide the spatial direction that establishes a corporate spatial perspective which informs the review of sector and lower-order spatial plans.

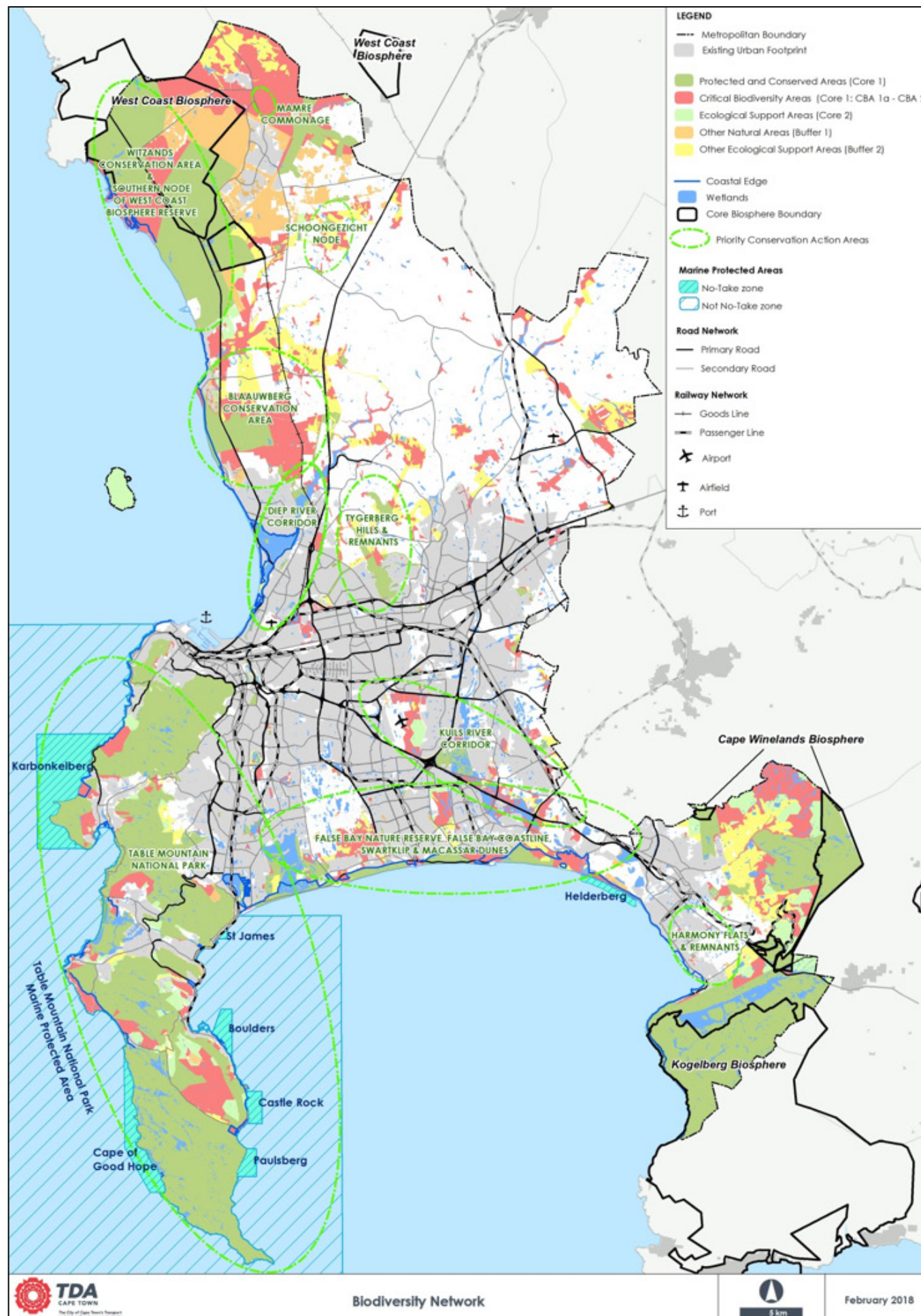
The spatial strategies also inform submissions and motivations for development proposals and applications from the public and private sector and directly affect the assessment of applications under delegation or via the Municipal Planning Tribunal.

### Development directives

The MSDF sets out development directives based on environmental, risk and social factors that are likely to impact on the development potential of sites and may trigger additional legislative processes.

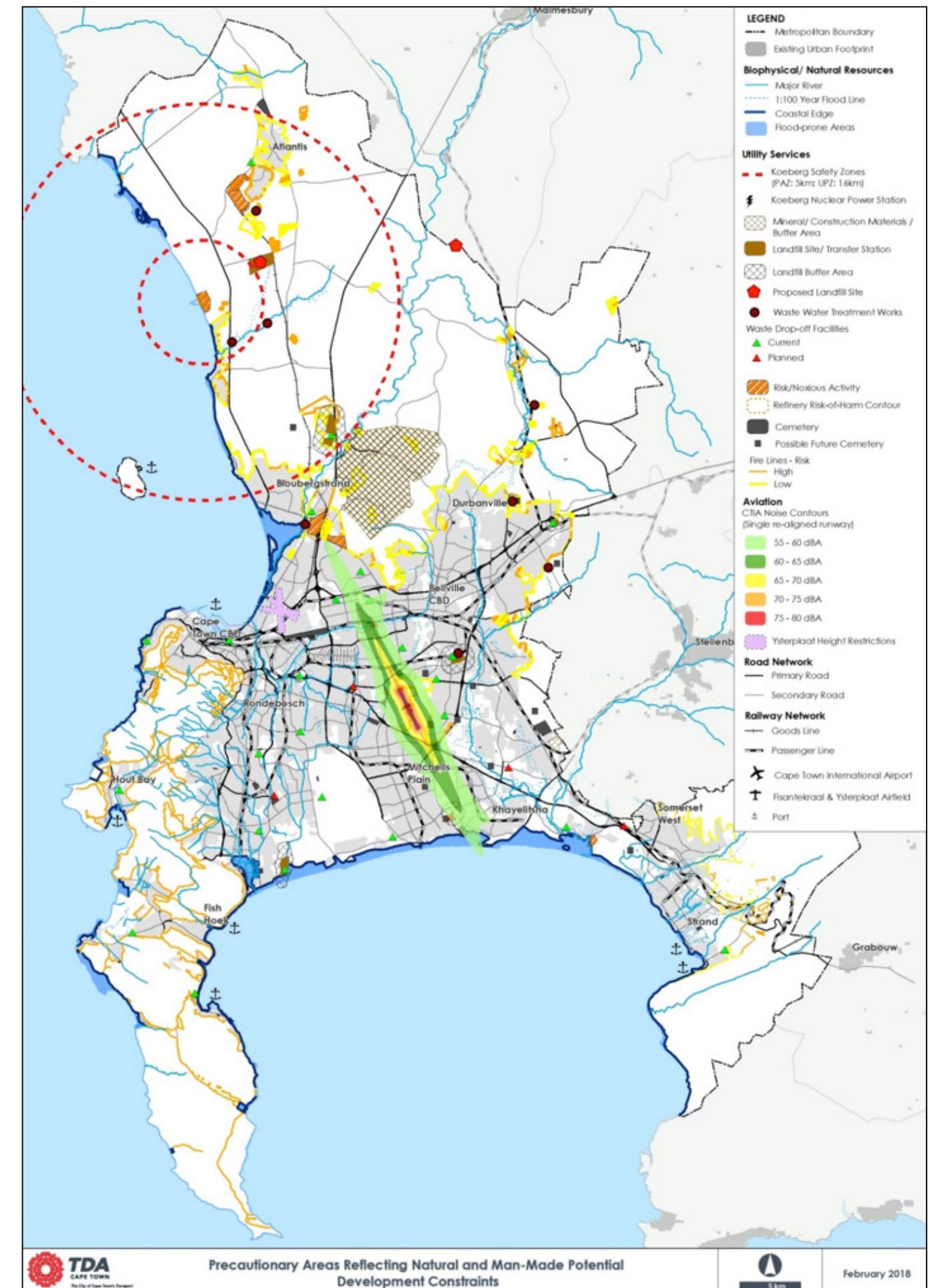
Environmental development directives include the coastal edge, protected environmental or marine areas and wetlands (**Map 2**).





Map 2: Biodiversity Network

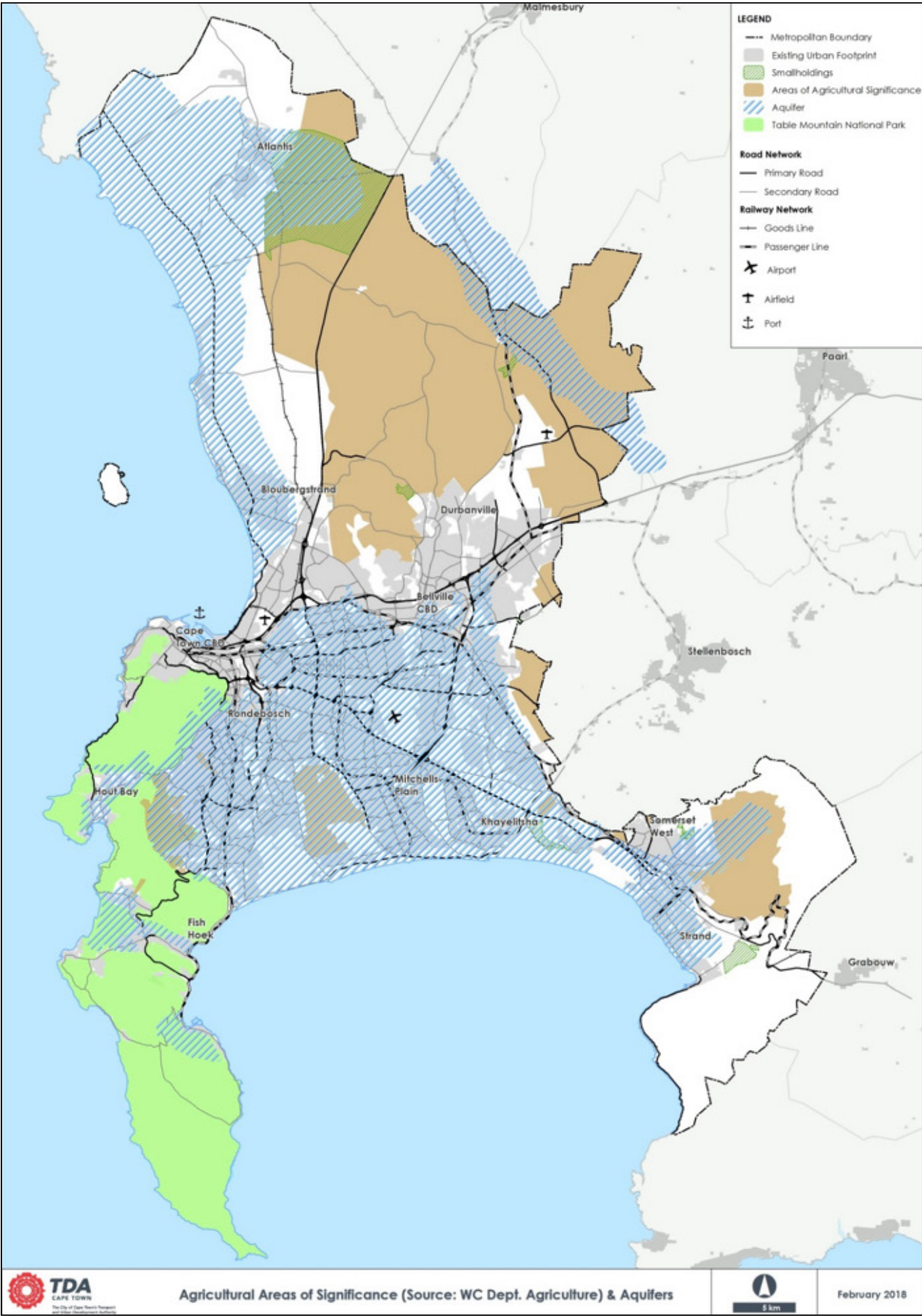
Development directives in areas of risk include aviation-related activity, utility services buffers, safety zones and flood and fire hazards (Map 3).



Map 3: Precautionary Areas

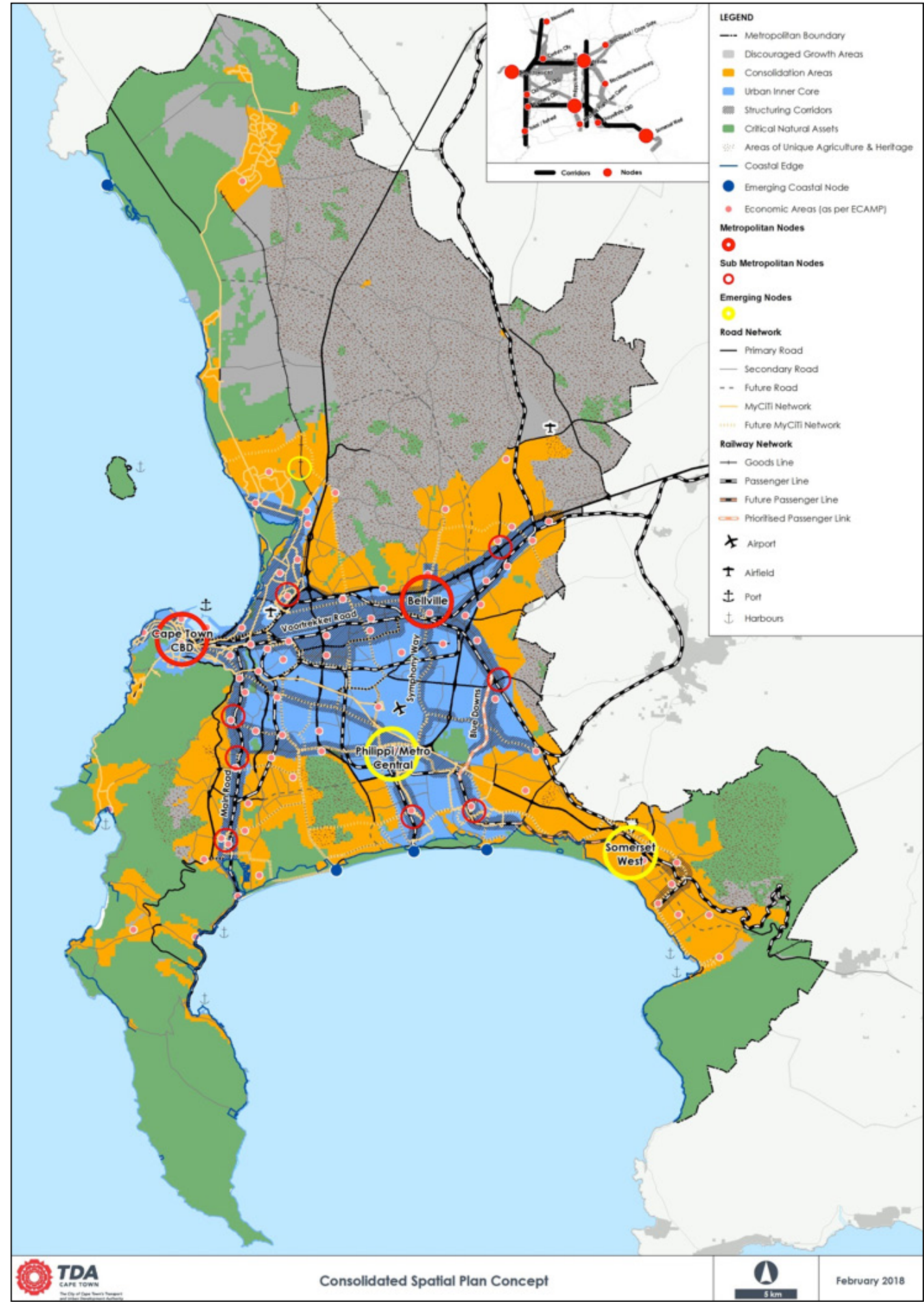


Other development directives relate to high potential or unique agricultural land and aquifers, heritage resources and aesthetic or social assets such as parks and public open space and infrastructure capacity.



Map 4: Areas of Agricultural Significance and Aquifers

The development directives viewed together with the consolidated spatial plan concept (Map 5) provide the direction for development decisions. Developments must show how they avoid risk, conserve asset, align with the City's investment priorities and contribute to spatial transformation.



Map 5: Consolidated Spatial Plan Concept

## Implementation

The Urban Inner Core represents the priority development and investment focus for the City at a metropolitan scale. Where infrastructure needs to be upgraded and prioritised to support intensification efforts in support of spatial transformation, the budget will be prioritised. Incentives and regulatory reform will be focused on the Urban Inner Core together with co-operation and collaboration with other spheres of government and the private sector to direct the City of Cape Town's capital budget timeously.

There is an acknowledgement that a number of the city's informal settlements are located outside the Urban Inner Core and, based on need, the Urban Inner Core investment rationale will also be applied to locations identified in the IDP for informal settlement upgrades.

A number of City-led interventions are already being planned and implemented to support the Urban Inner Core. These include affordable and social housing projects in Cape Town's inner city, the Athlone Power station, Bellville CBD, Conradie Hospital, Foreshore Freeway, Philippi East and Two Rivers Urban Park.

Specific and immediate implementation actions include:

- Revising and adapting master plans of utilities;
- Developing a prioritised Infrastructure Investment Programme to support the activation of the Urban Inner Core and the maintenance of the City's built footprint;
- Prioritising, planning and implementing TOD precincts;
- Reviewing district plans to interpret the reviewed MSDF;
- Producing social facility optimisation plans;
- Reviewing and adapting the City's housing plans;
- Developing a land acquisition strategy including a section for transit accessible/well-located residential development;
- Initiating high level assessments and predictions on the future demand for industrial land;
- Supporting initiatives in the Voortrekker Road, Blue Downs and Metro South East Integration Zone aimed at diversifying land use;
- Identifying underutilised opportunities to create special/destination places;
- Collaborating, and leading where applicable, in initiatives relating to emergency planning and urban growth management surrounding Koeberg and the Cape Town International Airport;
- Motivating for the continuation of Urban Development Zones under National Treasury Regulations and actively promoting the incentive; and
- Executing the Freight Management Strategy.