



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

A Spatial Development Framework for Masiphumelele and Environs

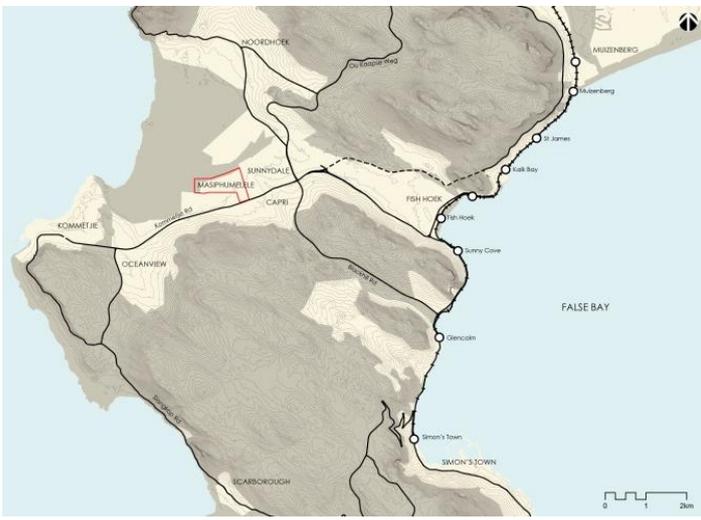
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March 2021

Urban Planning
Spatial Planning & Environment

SDF

for Masiphumelele

A Spatial Development Framework for Masiphumelele and Environs



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ACRONYMS and ABBREVIATIONS

1.	City	City of Cape Town Metropolitan Municipality, established in terms of the Local Government: Municipal Structures Act, 1998 read with the Province of the Western Cape: Provincial Gazette 558 dated 22 September 2000.
2.	CTSDF	Cape Town Spatial Development Framework
3.	CITP	Comprehensive Integrated Transport Plan
4.	I&APs	Interested and Affected Parties
5.	IDP	Integrated Development Plan
6.	IHSF	Integrated Human Settlements Framework
7.	LSDF	Local Spatial Development Framework
8.	Masi	Masiphumelele
9.	MPB-L	Municipal Planning By-Law
10.	NGO	Non-Governmental Organisation
11.	NMT	Non-Motorised Transport
12.	ODTP	Organisational Development and Transformation Plan
13.	PSDF	Provincial Spatial Development Framework
14.	PTI	Public Transport Interchange
15.	SANParks	South African National Parks
16.	SDBIPs	Service Delivery and Budget Implementation Plans
17.	SDF	Spatial Development Framework
18.	SDS	Social Development Strategy
19.	TDF	Tourism Development Framework
20.	TMNP	Table Mountain National Park
21.	TOD	Transit Orientated Development (Strategy)
22.	WWTW	Waste-Water Treatment Works

KEY TERMS and CONCEPTS

activities	the use of land or pursuits in particular locations that may be related to projects or programmes.
biodiversity	Biological wealth of a specified geographic region: including the different marine, aquatic and terrestrial ecosystems, communities of organisms within these, and their component species, number and genetic variation.
City	The City of Cape Town established in terms of section 12 of the Local Government: Municipal Structures Act of 1998 by Provincial Notice No. 479 of 2000.
city	Cape Town area
Council	City of Cape Town Metropolitan Municipality, established in terms of the Local Government: Municipal Structures Act 1998, read with the Province of the Western Cape: Provincial Gazette 558 dated 22 September 2000.5
CTSDF	The Cape Town Spatial Development Framework as approved in terms of the Municipal Systems Act 32 of 2000 (section 34) as well as the Land Use Planning Ordinance 15 of 1985 (section 4(6)). Now (in terms of the MPBL) referred to as the CT Municipal SDF.
densification	Increased use of space, both horizontally and vertically, within existing residential areas / properties and new developments, accompanied by an increased number of units.
development	Any process initiated by a person to change the use, physical nature or appearance of that place, and includes: (a) the construction, erection, alteration, demolition or removal of a structure or building; (b) a process to rezone or subdivide land; (c) changes to the existing or natural topography of the coastal zone; and (d) the destruction or removal of indigenous or protected vegetation
economic attractors	Activities, land uses, or infrastructure that attract other activities to an area which directly or indirectly generates further economic activity and support of the local economy.
development footprint	The outer extent of urban development
disaster risk management	The continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at – (a) preventing or reducing the risk of disasters; (b) mitigating the severity or consequences of disasters, (c) emergency preparedness, (d) a rapid and effective response to disasters, and (e) post-disaster recovery and rehabilitation.
disaster risk reduction	The systematic development and application of policies, strategies and practices to minimize vulnerabilities and disaster risks throughout a society to prevent and limit negative impacts of hazards, within the broad context of sustainable development. In South Africa, disaster risk reduction is an integral and important part of disaster management.
District Plan	Document which includes integrated District Spatial Plan (DSDP) and Environmental Management Framework (EMF) for each of 8 sub-regions in the City.
ecosystem	A dynamic system of plant, animal and micro-organism communities and their non-living environment interacting as a functional unit.
Far South	The geographical area south of the Chapman's Peak, Silvermine, and Muizenberg mountains. This includes St James but excludes Muizenberg.
gateways	Interface areas between different urban areas, different nature areas, and between urban and nature areas.
High intensity urban strips	Multiple established urban nodes and tourism destinations close to one another and linked by public transport & NMT.
infrastructure	Any temporary or permanent structure made by humans
Masiphumelele & Environs	The formal Masiphumelele township establishment area, with the Environs including immediately adjacent areas (including wetlands, smallholdings area, other urban township and industrial areas, roads etc.)
new development area	An area earmarked for future development.
nodal development	Significant and concentrated development in terms of scale, location, impact, diversity and agglomeration of function (facilities, services and economic activities).
nodes	Higher intensity urban development areas and special place destination areas
Public Open Space	Land zoned as open space, located in urban areas and accessible to the general public.
recreation & tourism economy	Amenity value associated with and derived from leisure activities on the coastline, be it on land adjacent to the sea or within the inshore sea area itself. This includes passive & active leisure activities
risk	The measure of potential harm from a hazard or threat. Risk is usually associated with the human inability to cope with a particular situation. In terms of disaster risk management it can be defined as the probability of harmful consequences, or expected losses death, injury, damage to property and the environment, jobs, disruption of economic activity or social systems. Hazards will affect communities differently in terms of ability and resources with which to cope. Poorer communities will be more at risk than others.
recreation	Activity done for enjoyment when one is not working, including active (e.g. surfing) and passive (e.g. picnicking).
scenic routes	Public roads that traverse areas of outstanding scenic quality or that provide a view of scenic areas. Scenic routes facilitate appreciation of Cape Town's natural, built and cultural heritage, and in themselves have become attractions. Two types of scenic routes exist – SR1 routes, which are limited access routes that

traverse areas of high scenic quality and SR2 routes which traverse areas of high scenic quality and are frequently accessed.

special place

A place that forms a significant landmark or area of attraction and is part of the unique identity of Cape Town. Due to these qualities these places hold potential for leveraging economic opportunities, particularly in relation to their role as destinations for locals and tourists.

tourism

activities of persons traveling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes

urban development

Buildings and infrastructure with a residential purpose as well as offices, shops, community facilities and other associated buildings, infrastructure and public open space necessary to provide for proper functioning of urban areas and amenity and recreation. The term 'urban development' includes golf estates, vineyard estates with a residential component, equestrian estates with a residential component, rural living estates, eco-estates, gated communities and regional shopping centres. However, for the purposes of this report 'urban development' excludes noxious industry, land for industrial purposes and mixed use intensification areas, as they are designated separately in the spatial plan. But service trades that generate a low impact on surrounding urban are deemed to form an integral part of an area demarcated for urban development purposes.

urban economy

value added derived from living proximity to the coastline or locational views of the coastline or a combination of the two, reflected in enhanced amenity well-being and property values. This includes also associated commercial activities.

urban node

Area characterised by the intensity, mix and clustering of activities/land uses (including commercial/business development and associated employment opportunities, higher-order services and higher residential densities).

1 INTRODUCTION and MAIN OBJECTIVES

This report comprises a Spatial Development Framework (SDF) for the Masiphumelele local area, inclusive of the formal Masiphumelele area itself as well as immediately surrounding areas (environs).

This includes a broad development vision for the area as well as high level guidance on implementation actions towards realising this framework (e.g. intervention areas, and the prioritisation and phasing thereof).

1.1 Background

The preparation of an SDF for Masiphumelele and environs was initiated in response to rapidly escalating health, social, urban management and environmental problems in the local area, and perceived inadequacies with existing applicable policy, development management, and other local authority actions to meaningfully and quickly address these challenges.

The preparation of an SDF will not resolve all the problems and challenges being experienced in this area. Neither will it replace existing planning and management activities currently being undertaken here. Instead, its aim, as a spatial planning policy, is to provide an appropriate high level development vision and guiding spatial development framework which is substantially acceptable, and which will serve to complement, align and help co-ordinate existing and future development management activities in the area into the medium and long term.

1.2 Main SDF Objectives

The overall intention of the SDF for Masiphumelele & environs is to provide a development vision and framework plan to guide and manage urban growth in the local area into the short, medium and long term future.

This involves balancing competing land use demands and putting in place a long-term logical and sustainable development path that will shape the spatial form and structure of this area. This SDF may take years, if not decades, to realise and must be sufficiently flexible and adaptive to changing circumstances, demands and imperatives.

As such this SDF should provide, firstly, a broad vision of the desired spatial form and structure of Masiphumelele, and secondly, high-level development guidance for future decision-making and action in this area in the short, medium, and long term.

This broad high-level spatial development guidance should act to align, complement and co-ordinate other key development guidance for the area, including for transport and movement, housing and associated services, open space and recreation areas, facilities provision, and local economic development.

The SDF is not, therefore, a rigid 'blue print' for development in coming years which excludes the possibility for engagement and negotiation in relation to a changing context and new imperatives, and resultant alternative development outcomes. The SDF also does not replace departmental planning, programming and action plans, but provides a spatial focus only.

The successful realisation of the SDF should result in a 'whole of society approach and outcome', including:

- i. The provision of a good quality and sustainable living environment which adds to the long term asset-base of the city, as opposed to a concern simply with providing shelter;
- ii. Enhancement to the existing settlement pattern in order to support social development, facilitate economic development, and improve general quality of life;
- iii. The development of appropriate housing solutions that can be consolidated and upgraded over time, thus allowing for the incremental consolidation of the residential fabric;
- iv. The integration and connection of the settlement to existing city/urban structures by extending vehicular access, quality public transport, and pedestrian networks with a clear hierarchy and appropriate standards.
- v. The improvement of environmental conditions and functioning of natural ecosystems, and appropriate leveraging of the natural environment to enhance quality of life and economic development.

1.3 Study Area

The study area is focussed on the Masiphumelele local area, inclusive of the existing extent of the township suburb, but also immediate surrounding environs.

However, this necessarily requires studying this area in the context of its location in the Far South sub-district part of the city.

1.4 SDF Process and Outcomes

1.4.1 Initiation and Progress of the SDF Process*

The City initiated the process of preparing a broad spatial development framework to guide future development in the Masiphumelele area with the appointment by its Human Settlements Dept. of an external consultant team in 2015 to assist with the preparation of this SDF. The appointed consultants were AECOM, supported by JSA and ARG consultants.

AECOM's brief was to ...

The deliverables of this appointment included the following:

- i. Status Quo & Opportunities & Constraints:
- ii. Contextual Framework & PP:
- iii. Urban Design Framework / SDF:
- iv. (Precinct-Specific Frameworks) :
- v. Implementation Framework:

These deliverables, the first drafts of which were prepared in late 2015 and 2016, provided a comprehensive and (at that time) up to date baseline evaluation of the Masiphumelele context, as well as valuable initial proposals for future development guidance for the area.

However, these first drafts marked completion of the AECOM appointment. Consultation with key local area stakeholders occurred at the commencement of the study (to identify challenges, opportunities, and areas of agreement). However, no further engagement occurred and AECOM's final drafts were not circulated for comment. Significant time has elapsed since then and various development-related changes have occurred over the course of time (since early 2016) necessitating updates to these proposals.

The delay in study progress was exacerbated by the ODTP (Organisational Development and Transformation Plan) restructuring processes in Council in 2016/2017. In this regard responsibility for the preparation of the SDF was transferred in June 2017 from the former Human Settlements Dept. to the new Urban Integration Dept.

(* Section to be excluded from final draft SDF report submitted for approval)

1.4.2 Stakeholder and Public Consultation

The preparation and approval of an SDF must necessarily be a consensus-seeking exercise, driven or over-seen by the City in consultation with key stakeholders and other interested and affected parties (I&APs).

AECOM consortium's work included limited engagement with relevant City dept.'s and initial engagement only with key public stakeholder groups. The latter took the form of a series of three 1st round workshops with community groups and organisations from 1) Masiphumelele, 2) the wider Masiphumelele and environs area, and 3) the Far South area. These workshops focussed on the identification and understanding of key development related issues and ideas about what a desirable future development scenario might be.

AECOM subsequently completed a package of reports (see Annexure A-3).

The City's intention is to now complete a reviewed and updated SDF, which comprises of key spatial development guidance synthesised from AECOM's extensive documentation, but also which is reviewed and updated to reflect changing contextual circumstances and development imperatives. It is then to circulate this 'technical draft' to relevant City depts and then to engage with key I&APs towards achieving substantial consensus on the SDF such that it can be submitted to Council for approval.

A critical consideration in preparing an appropriate SDF is ensuring that substantial consensus is readily achievable. This is particularly the case where either (or both) no local area framework has yet been prepared or where there is potentially or likely low convergence between different stakeholders and I&APs concerning key challenges and the most desirable future development outcome. In such cases, and Masiphumelele is considered one, emphasis should, initially at least, favour consensus-seeking at the broadest / highest levels. Once broad consensus is achieved this can be followed by further consensus-seeking at greater levels of detail. Thus, issues of specific area detail, nature and form of delivery, phasing, timing etc. are superfluous and consequent to initial agreement on the broad development vision and spatial development guidance for the area and should as such be reserved until a later stage of engagement and consultation.

1.4.3 Outcomes

Outcomes related to this process of preparing spatial development guidance for the Masiphumelele area can be categorised into three groupings:

1. Outcomes related to evaluation of the Masiphumelele context (i.e. problems & opportunities etc). This includes the deliverables i and ii re- Status Quo and Contextual Framework (referred to in s 1.4.1 above) prepared by AECOM.
2. An SDF, as prepared in this document, and drawn from draft AECOM documents (deliverables iii-v) and refined through the process of consultation with key stakeholders (in 2018).
3. Precinct and/or project specific implementation plans and programmes (e.g. for erf 5131 and Houmoed Avenue extension) currently in preparation to a greater or lesser state of completion and being aligned to the SDF.

The SDF for Masiphumelele, drawn from the above draft and in-progress outcomes, is therefore the primary outcome associated with preparing spatial development guidance for Masiphumelele, and is the only outcome associated with this particular report. It is prepared as a LSDF (Local Spatial Development Framework) in terms of the Municipal Planning By-Law.

2 CONTEXT and OPPORTUNITIES and CHALLENGES

2.1 Legislative and Policy Informants

2.1.1 Broad development guidance:

There is a wide range of applicable legislation and policy which informs all development and to which any development in the Masiphumelele area should align. Primary of these includes the following:

National & Provincial legislative and policy guidance	Municipal legislative and policy guidance
i. Constitution of the Republic of South Africa, 1996	i. Municipal Planning By-Law (MPBL, 2015)
ii. National Development Plan, 2030	ii. Integrated Development Plan (IDP, 2017)
iii. Social Housing Act (Act No 16 of 2008)	iii. Economic Growth and Social Development Strategies
iv. Breaking New Ground Housing Policy, 2005	iv. City of Cape Town Spatial Development Framework (CTSDF), May 2012
v. The National Housing Programme: Upgrading of Informal Settlements (Part 3 of the National Housing Code)	v. Integrated Human Settlements Framework (IHSF)
vi. Western Cape Provincial Spatial Development Framework, WC PSDF, 2014.	vi. Transit Orientated Development Strategic Framework (TODSF)
vii. National Environmental Management Act (NEMA)	vii. Comprehensive Integrated Transport Plan (CITP)
viii. WC Land Use Planning Act (LUPA)	viii Stormwater Bylaw
ix. National Water Act	ix Environmental Management Framework (EMF)
x. National Heritage Act	

2.1.2 Local area development guidance:

There is significant local area policy guidance which should inform all considerations of future development in the Masiphumelele area. This is found in the Southern District Plan and also the Sunnysdale Local Area Structure Plan, although the latter is now dated, and with particular reference to the Masiphumelele area is superceded by the more recent Southern District Plan policy guidance. The Southern District Plan includes primarily the following with specific relevance and importance to Masiphumelele:

Spatial Development Objectives for the Far South area	Supporting Development Guidelines for the Far South
<ul style="list-style-type: none"> i. The vision for this area is that of a particularly unique coastal urban environment based on development closely attuned to the environmental opportunities available and constraints affecting it. ii. The area will develop on the basis of a strong urban structure focussed primarily on the Main Road and rail public transport corridor ... and Kommetjie Road from Fish Hoek through to Ocean View. iii. Whilst the vision anticipates some future growth in the area, this is not an identified growth area of the city, and emphasis should be on a levelling off of the population once urban infill areas are developed. iv. The role of this area in the context of the district and metropole is of a tourism-centred economy of metropolitan significance... v. There is a need for the formalisation of informal settlement areas and general upgrade and integration of low income areas into the surrounding urban areas. 	<ul style="list-style-type: none"> i. Exclude conventional urban development (residential, commercial and industrial) outside the urban and coastal edges as well as in open spaces identified as valuable ii. Public transport and non-motorised movement needs to be pro-actively embraced and supported. iii. The full integration of Masiphumelele into the valley as an orderly suburb is required. This includes re-development of the area abutting Kommetjie Main Road into a mixed use precinct. iv. Available 'greenfield' opportunities within the urban edge for lower income residential development need to be retained (e.g. Dido Valley) and developed to accommodate existing areas of inappropriate development (e.g. Red Hill, parts of Masiphumelele outside the urban edge). v. Industrial development is to be restricted only to light industrial related activities in the designated areas,
Central Spatial Ideas with relevance to the Masiphumelele area	Other Far South development guidance
<ul style="list-style-type: none"> i. Protect and consolidate the TMNP and environs as the main green anchor and tourism asset ii. Leverage recreation and tourism opportunities through destination places. iii. Promote publicly assisted housing opportunities in a manner that enables social and economic integration. iv. Develop 'critical public links' (via NMT bike & foot routes). v. Intensify development in suitable locations abutting development and activity routes. vi. Develop and reinforce the secondary accessibility grid along Kommetjie Road 	<ul style="list-style-type: none"> i. Construct Houmoed Avenue ii. Upgrade Fish Hoek station iii. Upgrade Sun Valley sportsfields complex iv. Focus urban and civic upgrade on the interface between Masiphumelele and Kommetjie Road

2.2 Local Area Context

The local area context of Masiphumelele and immediate environs is a key point of departure in informing the preparation of an SDF for Masiphumelele. The key issues affecting the area, including perhaps most importantly an understanding of what the principal opportunities and constraints are, which need to be addressed or exploited through an SDF, need to be clearly understood. This is comprehensively covered by the AECOM study's 'Status Quo and Opportunities and Constraints' report, as well as 'Contextual Framework and Public Participation' report (see Annexure A-3). The following provides a very brief summary in relation to this.

Figure 1: Masiphumelele in valley and local area context

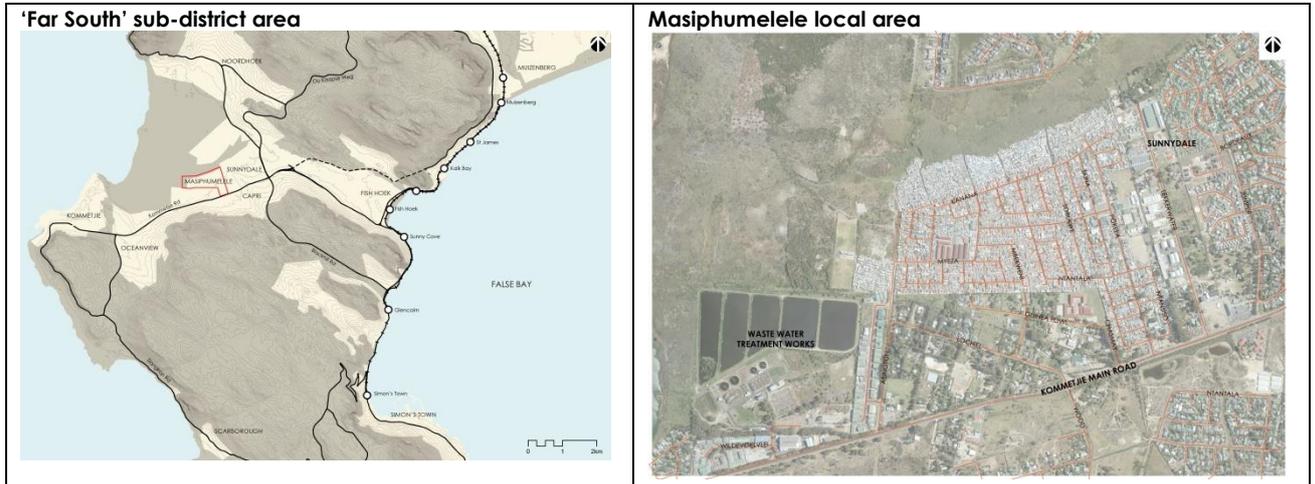


Figure 2: Masiphumelele and environs



2.2.1 Origin and History

The formalization of the settlement and the provision of formal housing to those who qualify has been an ongoing process since 1992. Site 5 was erected in 1992 as the first serviced area in Masiphumelele, also known as Phase 1 development. According to census data the population of the settlement has grown steadily from the initial 400-500 households in 1992 (3596 structures in 1997 and 2412 structures in 2000 due to demolitions) to the 2011 population of 21704 people or 7469 households (Stats SA, 2011). It is now estimated to currently to be in the region of 38000 people. Estimates are that 90% of the residents of the settlement live in informal structures (including backyard dwellers).

2.2.2 Principal Development Challenges

In summary the key development challenges in Masiphumelele are essentially as follows:

- i. Severe overcrowding & associated health & social problems:
 - Density in Masiphumelele is ± 200 du/ha.
 - Current estimated need for additional housing being ± 6000 (5972) units, and with rapid growth it is estimated that a further ± 5000 (4907) units will be required by 2035. That is a future housing need of over 10 000 units.
 - Masiphumelele is the only access point into Far South for economically disenfranchised (quasi-legally & illegally re- backyard renting & land invasion) resulting in continued overcrowding & inadequately managed expansion (re- services & environmental stress).
 - Despite its relative isolation in the metro context Masiphumelele is comparatively well located from an employment perspective (in relation to most low income / informal settlements in the city) and therefore will continue to experience pressure for land and housing.
 - Risk of fire (re- informal structures and built density) and floods (in low-lying / wetland areas) especially from extreme weather events.
- ii. Limited developable public land locally and in valley:
Highly limited land area with very limited expansion options due to:
 - significant environmental limitations / constraints (including wetlands, SANParks, Cape Floral Kingdom World Heritage Site),
 - high land values within urban edge,
 - private ownership and existing development plans / approvals (e.g. erf 5142-re Kompanjiesuin).
 - The City only owns approximately 25% of the land in Masiphumelele, most of which is wetland, park or school land.
- iii. Environmental degradation:
 - Informal residential development encroachment into wetlands areas with seasonal flooding.
 - Severe solid waste and waste water pollution and resultant contamination of surface and ground water.
- iv. Major redevelopment and upgrade logistical challenges.
 - Difficulty in discerning which households qualify for state-assisted housing and which don't.
 - Difficulty in relocating households temporarily from unsatisfactory settlement areas so as to formally redevelop these areas and re-establish these households back to such areas. This includes identifying and establishing sufficient temporary relocation areas, as well as achieving 100% support for the relocation and also the move back to the upgraded original area.
- v. High unemployment:
 - exacerbated by inadequate skills for available jobs, as well as continuing in-migration of unemployed low income aspirant job-seekers (from outside of and other parts of the metro).
 - backyard sub-letting and informal trading are key economic supports, and strong likelihood of this continuing (whether or not existing backyarders are relocated to new infill development areas).
- vi. Growing backlog in social facilities and services provision, as well as capacity of local infrastructure services provision and maintenance.
 - Overcrowding and inadequate services (taps & toilets etc.).
- vii. Poor urban form and functionality: congestion, disfunctional formal & informal economy, unclear / lack of 'village centre/s'), inadequate public places and spaces (public realm):
 - Inappropriate and/or adequate regulation and enforcement impeding formal economic activity (e.g. too costly to rezone to business use, little clarity on or enablement of where higher intensity village centres are).
 - Little provision made for informal economic sector activities, and inadequate management of existing activities.
 - Informal urban settlement encroachment onto open spaces and into street areas,
 - Poorly defined and managed public places (squares etc).

- Movement congestion due to urban development and activity encroachment into street areas, exacerbated by the limited number of, and constrained, access points into and out of Masiphumelele.
 - Limited obligation to assist illegal/temporary(subletting) occupants despite the imperative (in terms of the constitution) to improve living conditions.
- viii. Inadequate/poorly organised community structures – related inter alia to:
- tough socio-econ conditions (so wider management than immediate household not prioritised)
 - subletting and illegal households outnumbering landowners. Result is inadequate/poor management of local neighbourhoods & Masiphumelele area generally
- ix. Transport, access and mobility challenges
- Distance from wider metro employment & service opportunities – exacerbated by poor rail service.
 - (1/3 of income spent on public transport: assumption based on Dunoon household survey)
 - the location of the wetlands settlement is a major obstacle to providing a much needed alternative road and access to Masiphumelele along the planned Houmoed Avenue extension from the Longbeach mall area

2.2.3 Principle Development Opportunities

In summary the primary development opportunities in Masiphumelele are essentially as follows:

- i. Proximity to industrial areas:
 - With the exception of Simon's Town naval dockyard, the Lekkerwater and Fish Eagle Park areas constitute almost the only industrial areas in the Far South. As such this represents an industrial hub area in close proximity to the cheapest labour pool in the Far South.
 - Furthermore, and unlike almost anywhere else in the Far South, there is potential for some expansion of these areas (within the former smallholdings area)
- ii. A thriving informal economy:
 - House shops and informal street trading which could be improved and expanded through provision of more trading areas, regularisation and 'formalisation' etc.).
 - Private residential subletting (currently primarily backyarders but potential to formalise - re-boarding houses etc.)
- iii. Proximity to unique and valuable environmental areas:
 - This is one of only a very few lower income areas with direct access to the 'Cape Peninsula' tourism route – re- eco-tourism, nature recreation and environmental education, and also
 - the TMNP, and arguably the only one with direct access to a TMNP wetlands area.
- iv. Urban tourism:
 - Access to unique and vibrant urban living,
 - On the 'Cape peninsula tourism route' and in a comparatively safe context (given current safety issues and perceptions) due to the contained nature of Masiphumelele
- v. Continuing growth and transformation phase of the Far South
 - attendant potential employment opportunities.
- vi. Improved access & movement:
 - Planned PTI at Masiphumelele
 - Planned Houmoed Avenue extension to provide new access from Longbeach (eastern) side and Kommetjie Road (western side).
 - Planned rail improvements
 - Planned improvements to Kommetjie Road etc. to address general urban infill and densification.
- vii. Some under-utilised developable land:
 - as Far South area still in growth and land transformation stage.
- viii. Comparatively high potential for partnerships:
 - with well-resourced neighbouring communities, NGO's & businesses due to their close proximity.

2.3 Other Key Considerations Informing Options, Choices and Decisions

In formulating an appropriate development response for Masiphumelele in light of the key issues, challenges and opportunities confronting it, it is useful and indeed necessary to understand and weigh up some important considerations informing this. This section (see table 1 below) attempts to critique the most significant of these, focussing on what underlying contributory factors are, what past and current responses have been, what some possible unintended consequences of certain actions might be, and what as a result some more pragmatic responses could be. This necessarily needs further reflection through the key stakeholder and interested party consultation process.

Table 1: Key issues in Masiphumelele informing options, choices and decisions

Key Problems	Primary Factors Contributing to the Problems	Primary Needs	Current Responses Context	Key Considerations and Implications for a SDF			
				Realistic Realities and Implications	Potential Unintended Consequences of Inappropriate Responses	Pragmatic Considerations	Likely Outcomes of Implementing Pragmatic Considerations
1. Significant health and social problems	<ul style="list-style-type: none"> • Overcrowding • inadequate shelter • Severe shortage of additional land for new development. • Poor basic services • poor access to higher order services: 	<ul style="list-style-type: none"> • Adequate affordable shelter • Adequate basic infrastructure services and servicing • Reasonable access to sufficient social services (e.g. clinics, schools) • Sufficient access to quality open space 	<ul style="list-style-type: none"> • Demand for free formal (state) housing solutions on new land and improved basic services provision, but reversion bias to backyard subletting, over-crowded living conditions, and land invasion due to high unemployment, extremely low / unsustainable household income levels and inability to pay for services provision within formal housing parameters. • Key policy & legislative guidance: Level off the population once urban infill areas are developed; • Formalise informal settlement areas and upgrade and integrate into surrounding urban areas; • Pro-actively support public transport; 	<p><u>Realities:</u></p> <ul style="list-style-type: none"> o Almost all land outside urban edge has environmental constraints. o Acquiring privately owned land is very expensive. o Household income levels won't change in the short to medium term, so: o Range of housing types in any new developments constrained by income levels. o Households relocated to new land, if on individual plots / erven, will likely (also) sublet. 	<ul style="list-style-type: none"> o A one-dimensional focus on the provision of more land (eg. Erven 5131, Solele, etc.) to alleviate overcrowding and inadequate living conditions is likely to provide only short term relief. o In the current context (of low household incomes continuing into the medium term future) the above focus is potentially likely to only exacerbate these problems, by expanding the number of such (stressed) households, the spatial extent of the problem, and the low-skilled labour pool oversupply in the area. o The relocation of wetland informal settlement area households is 	<ul style="list-style-type: none"> ▪ Primary focus on upgrade & redevelopment of existing urban areas. ▪ Make only limited new land available in immediate short term. This being only to relocate (illegal) informal settlement areas not aligned with sustainable development principles (e.g. on wetlands), or to house upwardly mobile households in GAP housing (in which informal structure subletting is not possible). ▪ Future housing/shelter options linked to affordability. New land provision for ownership to exclude possible backyard renting (i.e. dense formal structures). Relocation of illegally located hseholds that qualify but can't afford formal housing are limited to serviced informal settlement areas on a temporary basis. ▪ Short & medium term focus (& budget) should instead be on more directly 	<ul style="list-style-type: none"> ▪ Likely to dampen further influx of poor households into Far South. ▪ Therefore lower demand (beyond that already) on services, schools etc. ▪ Generally affordable housing solutions ▪ Existing low income households remain comparatively more economically competitive. ▪ Key challenge is rationalising (& political appetite for) increased expenditure &
2. Low household incomes	<ul style="list-style-type: none"> • High unemployment, • low skilled labour • poorly paid, • poor access to employment opportunities 	<ul style="list-style-type: none"> • More Job opportunities • Higher paying (higher skilled) job opportunities 	<ul style="list-style-type: none"> • Labour pool oversupply of low-skilled work in Far South area • Limited employment opportunities in Far south area generally • Poor (& costly) access to employment opportunities outside of the Far South area. • Substantial subletting (of backyard shacks), and even crime, to supplement household incomes • Land invasion (free land) and low or non-payment for services provision to 				

Key Problems	Primary Factors Contributing to the Problems	Primary Needs	Current Responses Context	Key Considerations and Implications for a SDF			
				Realistic Realities and Implications	Potential Unintended Consequences of Inappropriate Responses	Pragmatic Considerations	Likely Outcomes of Implementing Pragmatic Considerations
			alleviate highly constrained household expenditure.				
3. Inadequate Safety	<ul style="list-style-type: none"> Fire & flooding due to inappropriately located housing / living areas as a result of excessive overcrowding poor quality built fabric due to low household incomes 	<ul style="list-style-type: none"> Safely located housing / living areas Sufficiently safe and comfortable housing 	<ul style="list-style-type: none"> Demand for free formal (state) housing solutions and improved basic services provision, but reversion bias to over-crowded living conditions, subletting, land invasion, and informal shelter structures due to extremely low / unsustainable household income levels and inability to pay for services provision within formal housing parameters. 	<ul style="list-style-type: none"> Owners in original / formal township area will again sublet if currently subletting are new housing beneficiaries. <u>Implications:</u> Not-withstanding some local natural growth, significantly more low income households will enter the Masiphumelele area from elsewhere. Ratio of poor households in Far South competing for same number of opportunities will increase substantially. Support services and Far South community partnerships will be more strained than before. Periodic development crises within the community as a result of inadequate 	<ul style="list-style-type: none"> absolutely necessary as living conditions in this area are unsafe, and their relocation is necessary to realise the Houmoed Avenue extension. However, these households are illegal land invasion households (as opposed to those backyard renting in the formal township area) and as such should not qualify for housing solutions ahead of backyarders, excepting for those who already qualify for state housing and are to be recipients in the short term (i.e. at the top of the waiting list), although their illegal land occupation arguably could/should count against them. Relocation of backyard shack dwellers in formal township area Lack of action & momentum in development roll-out & management according to a formal plan & agenda, and instead a default to crisis management in 	<ul style="list-style-type: none"> addressing enhanced service provision, access to employment opportunities (skills support etc.), supplementing household income (supporting improved subletting options & conditions e.g. through bridging loans for building boarding houses), shelter issues (support & control etc), safety & security & environment (better managing land invasion). In short & medium term continue to support informal settlement on (zoned) POS and community facility areas within Masiphumelele as a temporary housing crisis response, whilst ensuring that these areas are reserved for their original use once this crisis is overcome. Focus on supporting partnerships, capacity building, budget & execution, 'ownership', & creative responses are key issues. Focus on long term increase in Masiphumelele community land area should be on integration with & within wider communities, widening the range of housing options for Masiphumelele communities, and increasing employment opportunities and facilities & services provision. 	<ul style="list-style-type: none"> focus on existing community areas relative to similar communities elsewhere in the city as opposed to capex for more land development (a short term quick win), which will result in increased opex (over the medium to long term). Scenario 1 contributes more than Scenario 2 to relieving citywide housing demand, but less gain for the existing Masiphumelele community. Greater community harmony.
4. Poor Security	<ul style="list-style-type: none"> Crime due to very low household incomes and sense of impunity due to inadequate control and consequences. 	<ul style="list-style-type: none"> Adequate State control & support services Active local community monitoring and support 	<ul style="list-style-type: none"> Under-funded, under-resourced and low morale state security services Lack of private security services due to low household incomes Fractious and poorly organised local community structures due often to perceived and/or actual association with direct benefits as a result of this involvement 				
5. Degraded environment	<ul style="list-style-type: none"> Loss of wetland area due to urban encroachment Poor stormwater quality due to grey & black water discharge & solid waste poor civic environment due to ill-defined and inadequately managed open spaces 	<ul style="list-style-type: none"> Delimited urban development areas Managed stormwater flow and quality Well defined and managed public spaces / areas 	<ul style="list-style-type: none"> Low importance attached to wider natural or urban environmental concerns by local Masiphumelele community due to more pressing basic household needs and few or no benefits perceived to be associated with natural environment sustainability. Inadequate management by authorities in the context. High importance attached to wider natural environmental issues by the wider Far South community due to systemic impacts associated with retaining natural environment sustainability. 				
6. Institutional constraints	<ul style="list-style-type: none"> Funding shortages. This is often linked to ensuring equitable budget to similar 	<ul style="list-style-type: none"> Realistic delivery model Social compact bridging 	<ul style="list-style-type: none"> New housing for qualifiers only. Standardised responses model. State delivery model inflexible to unique circumstances 				

Key Problems	Primary Factors Contributing to the Problems	Primary Needs	Current Responses Context	Key Considerations and Implications for a SDF			
				Realistic Realities and Implications	Potential Unintended Consequences of Inappropriate Responses	Pragmatic Considerations	Likely Outcomes of Implementing Pragmatic Considerations
	communities across the city <ul style="list-style-type: none"> • Staff capacity • Mismatch btw expectations & ability to delivery 	community & authority	<ul style="list-style-type: none"> • Distrust of authority by community • Authority unease associated with lack of clarity as to who community representatives are as well as understanding & communications divide. 	development conditions &/or pent up frustration.	response to periodic crises.	<ul style="list-style-type: none"> • Need for a semi-permanent independent intermediary / mediation entity • Credible & sustainable state – community & private-community partnership/s are required. • The development approach needs to be tailored to this specific context 	

3 MAIN SPATIAL IDEAS

3.1 Main Spatial Ideas

3.1.1 Development Vision

Vision: Masiphumelele is a unique, vibrant and safe urban village well integrated into the surrounding area and wider metro opportunities, and contributing substantially to the range of residential opportunities, and the tourism, manufacturing and services local economy.

It is a key entry point into the Far South for lower income households and is an area characterised by quality services, strong community structures, good education and skills development facilities, and distinctive links to a rich natural environment, which supports rapidly rising quality of life for its households.

3.1.2 Spatial Development Principles

The future development of the Far South area, as a whole is effectively the sum of the development of all its sub-areas. One of these sub-areas is Masiphumelele. The leveraging of opportunities within one sub-area will have positive spin-offs for the others in the valley, and in all likelihood most so for those areas immediately adjacent. Similarly, however, significant problems, challenges and crises in one sub-area will have negative knock-on implications for the other areas in the valley, and again in all likelihood most so for those areas immediately adjacent.

Masiphumelele currently faces massive development challenges, some of which have reached crisis levels. But it does also have a number of potential development opportunities. Many of the opportunities and challenges are linked to its relative uniqueness in the valley.

It is therefore vital that the future development outcome(s) for Masiphumelele are informed and driven by development values and principles that are holistic, integrative, and shared by all in Masiphumelele as well as immediately adjacent areas and wider Far South valley. These values and principles need to be holistic, integrative, and widely accepted.

i. Development Values

- a. Understand acknowledge & respect
- b. Shared values
- c. Community ownership & leadership
- d. Bridges & partnerships with nearby and wider Far South communities
- e. Authority support
- f. Maximising consensus and continuous improvement

ii. Development Principles

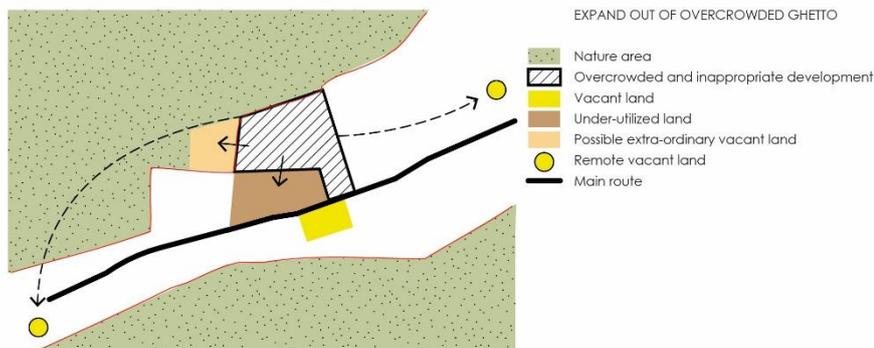
- a. Ensure safe, secure, dignified living
- b. Support unique and diverse settlement
- c. Provide adequate facilities and services
- d. Enable economic opportunities & competitive advantages
- e. Maximise access and integration
- f. Promote redevelopment and quality places

Central to the above is the need for an acknowledgement by all stakeholders of the particular circumstances and aspirations of all other stakeholders, as well as of the prevailing regulatory environment and development informants.

3.1.3 Main Spatial Development Ideas

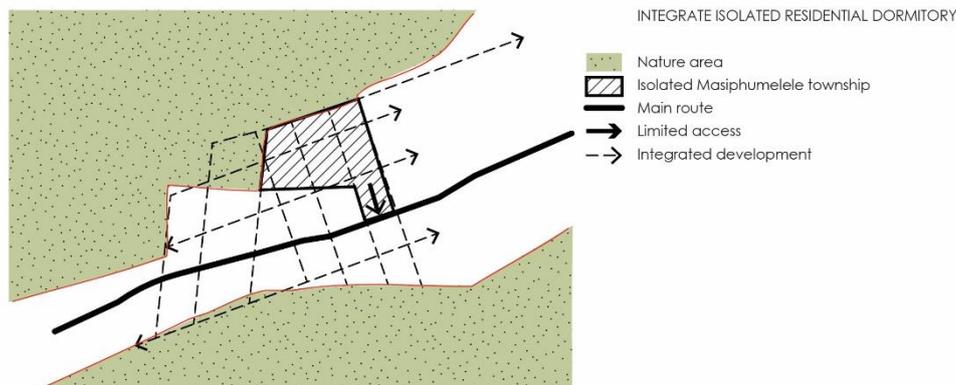
- i. Residential Upgrade, Densification, Infill and a Wider Range of Housing – to relieve a housing crisis
Improving (unsatisfactory, crisis) housing conditions for existing residents in a context of very limited expansion options (re- increase range of options, improve existing conditions, increase utilisation of any under-utilised opportunities, limit potential for exacerbation of in-flood of new residents who will require similar crisis management but with more restricted opportunities to address the challenge). Include here breaking down of strict physical delimitation of Masiphumelele and facilitate community upwards mobility integrating into Far South (re- GAP / affordable housing dev opportunities on state land). Show spatially as 1) (primarily) *urban upgrade* with also 2) (secondary) *new urban infill*

Figure 2: Relieve the housing crisis



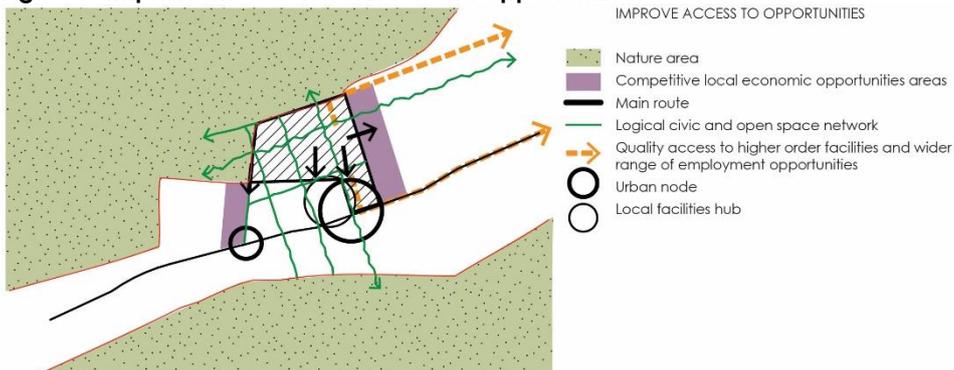
- ii. Spatially Consolidate, Structure, and Integrate – to address an isolated iteratively developed enclave
Develop clear urban – non-urban interfaces, establish key linkages, and orientate (internalised) dev outwards & integrate into adjoining areas (re- *links & gateways*). Include Masiphumelele focus but also Masiphumelele in the valley perspective

Figure 3: Spatially integrate Masiphumelele



- iii. Improve Access to Services and Opportunities – to overcome a disadvantaged area
Support more quality local facilities & services, and employment, and recreation opportunities, and accessed via NMT.
Facilitate access to wider (including higher order) opportunities in the valley and metro area via primarily public transport

Figure 4: Improve access to services and opportunities



3.2 Overall Conceptual Spatial Structure

Figure 5: The concept plan

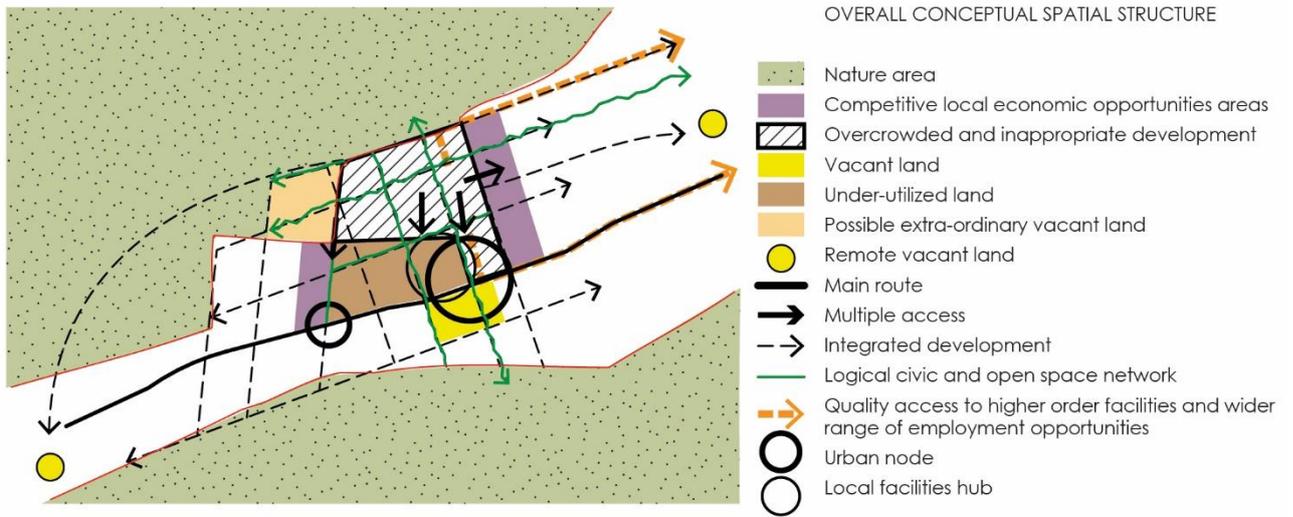
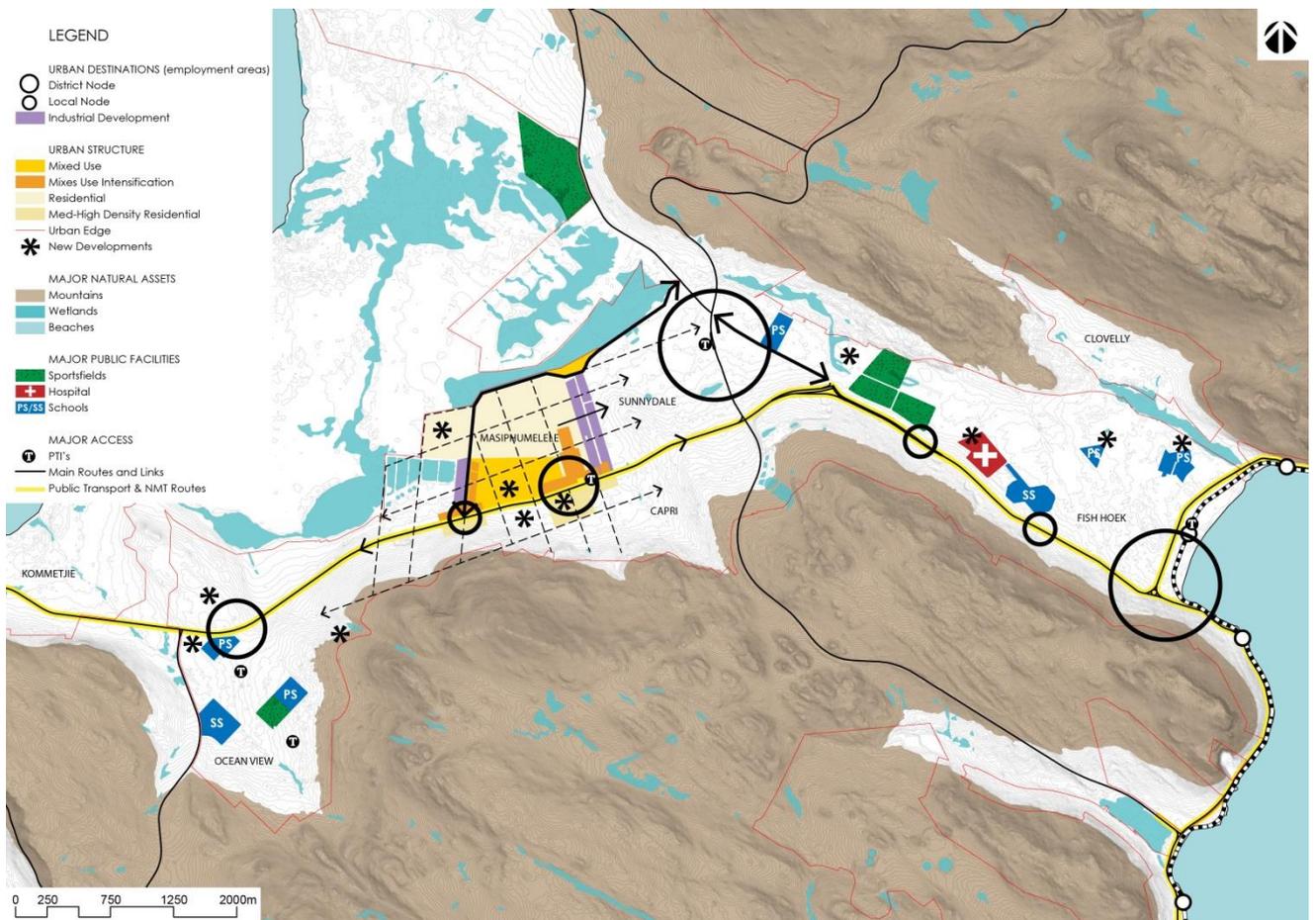


Figure 6: The concept plan within the sub-district context



4 SPATIAL DEVELOPMENT FRAMEWORK

The Spatial Development Framework (SDF) includes an SDF map, primary spatial strategies and directives towards realising this SDF, and broad spatial development guidelines for key development precincts with it.

This comprises the 'what' in relation to a future development vision of the Masiphumelele (and environs) area.

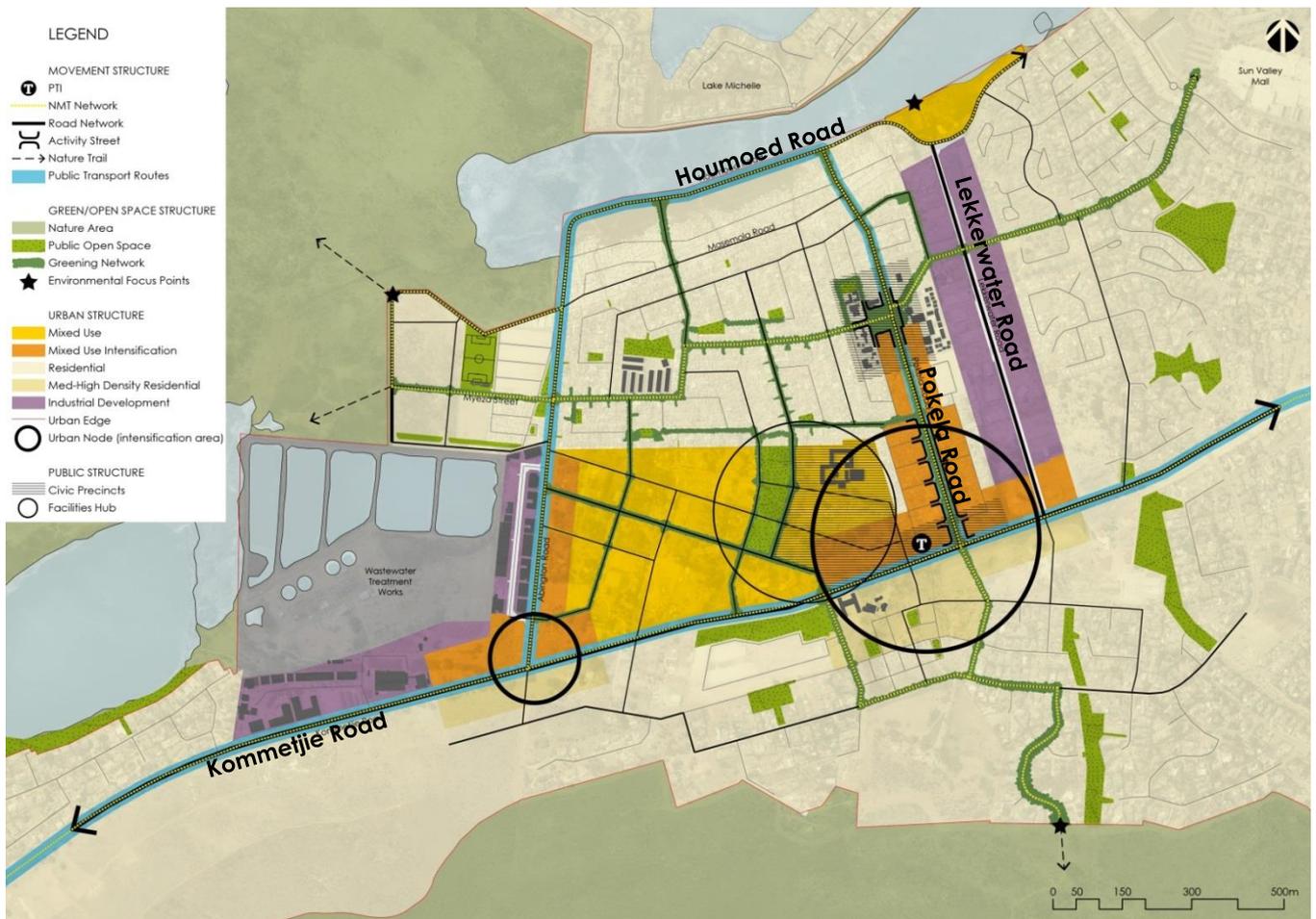
The SDF essentially comprises the application of the primary spatial ideas, encapsulated in the spatial development concept, to the context of the Masiphumelele area. The SDF should provide a guide to future investment and land use decision-making.

The SDF proposes future development based on a very clear and strong urban structure. Primarily this includes clearly defined edge interfaces with the significant abutting natural area, integration with Kommetjie Road in particular but also surrounding areas, the identification of new and intensified development and economic opportunity areas, and strong linkages within the area and to wider valley and metro opportunities.

The key spatial strategies are primarily pro-active mechanisms proposed to pro-actively contribute to realising the SDF. The spatial development guidance focuses primarily on (normative) general descriptions of what the intended future of specific precinct areas within the Masiphumelele area should be from a spatial and urban design perspective. This guidance aims not to be prescriptive but provide a flexible robust frame for future decision-making and investment into the area over the course of time.

4.1 SDF Map for Masiphumelele and Environs

Figure 7: SDF map



4.2 Primary SDF Spatial Strategies

4.2.1 Strategy 1: Provide for well managed urban growth, dignified living, and wider residential options

Sub-Strategies:

- 1.1 Relocate inappropriately (and illegally) located housing
 - a. Relocate permanently all informal housing in wetlands area located north of as well as within the proposed alignment of Houmoed Avenue.
 - b. Relocate temporarily all informal housing in wetlands area located between the proposed alignment of Houmoed Avenue and the existing formal area of Masiphumelele so as to service and develop formal residential thereon.
 - c. Retain existing informal housing on zoned POS areas within Masiphumelele on a temporary medium term basis, but relocate this in the longer term so as to revert these areas to (quality) POS area, to supplement current under-provision thereof, and assist in creating a better quality urban environment.
- 1.2 Facilitate the development of land for new housing opportunities within the Masiphumelele area to provide for relocated households, population growth and changing residential demands within the Masiphumelele community.
 - a. This includes identified potentially developable land in the immediate vicinity of Masiphumelele, including Solele, the Gateway sites, and erf 5131 (subject to investigation and development processes), as well as potentially some sites within the adjacent Sunnydale / Lochiel Road smallholdings area.
 - b. This also includes potentially developable vacant and/or under-utilised City or other state-owned land in other locations within the urban edge in the wider Far South area (see s2.3.a below).
- 1.3 Support improvement of subletting tenure in existing (and new) residential areas
 - a. Support rezoning of these areas to permit appropriate development responses.
 - b. Improve active management of subletting arrangements re- numbers, services provision and maintenance etc.
 - c. Investigate supporting mechanisms to underpin sustainable (viable and healthy) subletting. This may include loan facilities for formal development, building support options, and the provision and maintenance of communal ablution facilities.
- 1.4 Improve the public realm
 - a. Identify & upgrade key public places and public spaces.
 - b. Focus on improving the functionality and character of important, linking streets. This includes most specifically Pokela and Myeza Roads, with clarification of street area (vs private area), landscaping, street furniture and vegetative planting.
 - c. Improve the urban – nature interfaces along the northern edge of Masiphumelele.

4.2.2 Strategy 2: Spatially integrate Masiphumelele into the surrounding area

Sub-Strategies

- 2.1 Develop new links into and through Masiphumelele.
 - a. To supplement the single access point at Pokela Road this includes new movement links primarily from Kommetjie Road to the south, but also from Lekkerwater Road to the east, and also from the north-east (via Houmoed Avenue).
 - b. Link open spaces and/or a greened network between Masiphumelele and surrounding natural and urban areas.
- 2.2 Re-orientate development on the edge interface areas of Masiphumelele from being inward-focussed backyard areas to outward-focussed economically and socially beneficial areas.
 - a. This includes the wetland edge and Kommetjie Road edges in particular, but also the edges with adjacent industrial edges to the east and west of Masiphumelele and the residential areas beyond these.

- 2.3 Identify and support residential development of vacant or under-utilised land inside the urban edge elsewhere in the Far South area, targeted primarily at household incomes and residential types not currently provided for in this area.
- This includes GAP housing and rental housing for this income level.
 - City and other state-owned land is most preferred as land costs can be mitigated to support the above housing in an area of otherwise generally high property prices. In appropriate areas minimum erf sizes and density limitations need to be reviewed.
 - Potential areas for investigation include erf 5144 Ocean View, and in Fish Hoek portions of erven 12714 and 9130 (hospital site), 17758 and 17759 (bypass site), 13430 and 7000-re et al, 907, 13261, 13652-re and 17122-re, subject to investigation and development processes.
- 2.4 Develop an integrated open space and green network in Masiphumelele which links to valuable natural environment assets north and south of it.
- Develop a linked green network focussed on POS, civic spaces and NMT routes. This should include existing POS areas occupied by informal housing, as well as the identification of potential additional open space and civic space to the network, parts of which could in the short term function as informal housing areas or TRA's until such time as the housing crisis in Masiphumelele is overcome.
 - Facilitate the development of an environmental destination at the interface of Masiphumelele with the wetlands which leverages eco-economic and social opportunities (ideally in partnership with similar initiatives of other communities bordering the Noordhoek wetlands).

4.2.3 Strategy 3: Improve access to local facilities & services, employment, & recreation as well as access to wider and higher order opportunities

Sub-Strategies

- 3.1 Support improvement in local and valley public transport and NMT
- Provide a PTI and quality (safe, efficient and regular) public transport system to local urban node areas and to Fish Hoek PTI for rapid rail access to wider metro areas.
 - Develop a quality NMT system along Kommetjie Road, Houmoed Avenue, and along key N-S and E-W routes within Masiphumelele itself (e.g. Pokela and/or Ntantala Road and Myeza Road)
- 3.2 Facilitate the development and expansion of local employment opportunities
- Plan for and manage informal economic activities, particularly within public areas (most specifically in the southern part of Pokela Road).
 - Enable formal economic activity in identified urban node areas and strip areas (e.g. supporting mixed use development at the Southern end of and along Pokela Street).
 - Protect the Lekkerwater Road and Fish Eagle Park light industrial areas (to the east and west of Masiphumelele) from residential encroachment and support the intensification of their usage. Consider expansion of the Fish Eagle Park light industrial area along the east side of Abington Road.
 - Support existing (and expanded) small-scale urban agriculture in the area, including specifically within the Sunnysdale / Lochiel Road smallholdings area and other areas in the vicinity of the wastewater treatment works.
 - Support partnerships and skills training programmes related to other growing employment sectors further afield in the Far South which Masiphumelele residents would benefit from in particular. This includes tourism and services, and the equestrian industry in Noordhoek.
- 3.3 Ensure the provision of sufficient local facilities and services (e.g. education, health) in the Masiphumelele area.
- Focus where appropriate, and as far as possible, primarily on strengthening the existing Pokela – Myeza Roads facilities node and the emerging facilities hub area in the eastern part of the former smallholdings area.

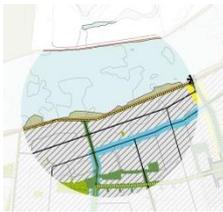
4.3 Spatial Development Guidance for Masiphumelele Precincts

A number of distinct precinct areas can be identified in the Masiphumelele area for which particular area-specific development guidance is appropriate.

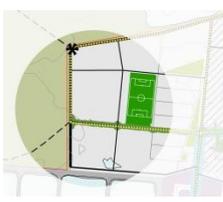
4.3.1 Existing formal Masiphumelele area

Precinct	Spatial Development Guidance
 <p>Spatial development objectives:</p> <ul style="list-style-type: none"> • Urban upgrade • Sustainable urban tenure appropriate to context • Maximisation of opportunity options 	<ol style="list-style-type: none"> 1. Focus on upgrade of this area. This includes primarily civic spaces. However, it also includes facilitating improved residential conditions, especially with respect to (backyard) renters. 2. Support higher density development (e.g. 3-4 storeys) along main streets (e.g. Pokela Road). Where possible utilise this densification process (e.g. through a blanket area rezoning) to increase the road reserves of these main roads (esp. Pokela Road). 3. Support lower bulk along minor routes in support of a range of residential options within the area. 4. Focus on improving the public realm through better definition and management of key routes (street widening if and where appropriate, improved and managed squares and pavement areas, greening etc). This should generally align with the proposed NMT route network through Masiphumelele. 5. Encourage the intensification of the area where Pokela and Kommetjie Roads meet. This includes promoting mixed use development inclusive of (both) formal and informal commercial and residential land uses. Ensure that wherever appropriate ground floor land uses here are active interface areas and not closed or blank walled areas. This also includes appropriate design and landscaping 6. All existing zoned POS areas should be retained and enhanced as open space areas. This includes land not currently utilised as open space (e.g. POS informally settled on). As such, consideration should be given to supporting, in the short term, informal settlement in already affected areas (in contributing to addressing of the current housing crisis), but with the clear understanding that such areas will be targeted in time for transformation to the open space and civic area network.

4.3.2 Wetland area

Precinct	Spatial Development Guidance
 <p>Spatial development objectives:</p> <ul style="list-style-type: none"> • Protect and enhance the functioning ecosystem • Maximise value of juxtaposition of urban and nature • Improve access into & through Masiphumelele 	<ol style="list-style-type: none"> 1. Restore and manage as wetlands the area north of the Houmoed Avenue alignment. Consideration should be given to incorporating this area (as well as that eastwards of it) into the TMNP towards consolidated Noordhoek wetland ecosystem management. 2. Prevent the encroachment of urban development or urban related activities into the wetlands area. This should be ensured through the Houmoed Avenue development. Carefully manage stormwater from Masiphumelele into this wetlands area. 3. Infill and service for urban development the area between the Houmoed Avenue alignment and the existing formal urban development area of Masiphumelele. 4. Facilitate the development of high density 3 – 4 storey residential development on the (above-mentioned) land fronting onto Houmoed Avenue. Orientate this development northwards to maximise amenity and improve surveillance of the Road and wetland area. 5. Develop Houmoed Avenue as planned. 6. Ensure also that this roadway includes landscaping, NMT provision and sufficient civic space (e.g. sufficiently wide pavement areas) to support its role as also a social amenity interface / frontage with the wetland as well as its important primary role as by-pass connector from Kommetjie and Ocean View through to Noordhoek Main Road and Long Beach mall area. Identify potential key environmental foci area to support wetland interface social and/or economic value generation. Such focal areas could include and support environmental education, viewing areas, an environmental link (e.g. a trail) and associated activities (e.g. horse-riding, security) through the wetland to the beach.

4.3.3 Erf 5131

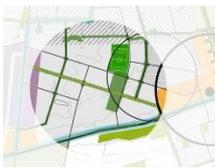
Precinct	Development Guidance
 <p>Spatial development objectives:</p>	<ol style="list-style-type: none"> 1. Western part of erf 5131 as an additional long term urban infill development area. Possibility of this, and the extent, subject to detailed investigation through environmental processes. 2. If developable, attention should be on addressing immediate short term critical housing requirements but also with a view to the long term future of this land. 3. The initial focus, for the foreseeable future, is preferably for this area to be prepared as a TRA - to accommodate households relocated from the wetlands area so as to allow for the construction of Houmoed Avenue and associated infill housing development. 4. The protection of the adjacent nature area is critical and thus clear definition of an edge interface between the urban and wetland area is required. This interface should restrict potential urban encroachment into the wetlands (given nearby precedent concerning this) as well as maximise the potential benefits of such interface in terms of recreation and tourism. As

<ul style="list-style-type: none"> • New development area for critical short term land development resolution on other sites. • New urban infill for long term urban expansion • Possible urban agriculture on a portion - in association with adjacent WWTW 	<p>such a road, developed similarly to that for Houmoed Avenue (Phase 2), which provides for access, and amenity is considered the optimal edge interface option here. It is proposed that this links to the Houmoed Avenue development as a 3rd Houmoed Avenue phase. In the short term this could be partially/informally developed (as an unpaved road).</p> <ol style="list-style-type: none"> 5. In the medium term facilitate the development of high density 3 – 4 storey residential development on part of the (above-mentioned) land fronting onto Houmoed Avenue extension. Orientate this development over the road and wetland area to improve surveillance but also for amenity value. Associated with this should be ensuring the restriction on informality (e.g. structures) at this interface which may potentially compromise the nature interface. 6. Consideration should be given to, in consultation with SANParks, making provision for the (future) development of an eco-destination point at the north-eastern-most corner/end of this site. This could include environmental education facilities, recreation and tourism facilities (inclusive of appropriate associated economic development opportunities, and potentially serve as a unique gateway point into the TMNP from a lower-income suburb in Cape Town, and providing unique activities to its community, wider Far South community and tourism visitors. In the immediate short term this could serve as a mini-TRA site. 7. Consideration should also be given to incorporating a component of small scale urban agriculture on part of the site. Ideally this could form the western interface of Masiphumelele with the natural area, and operate in association with irrigation water from the adjacent WWTW. In the immediate short term this could also serve as a mini-TRA site.
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4.3.4 Solele

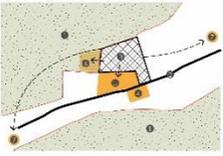
Precinct	Development Guidance
 <p>Spatial development objectives:</p> <ul style="list-style-type: none"> • Provide a wider range of housing opportunities for Masiphumelele residents. • Generally limit non-residential uses. • Positive interface condition with Kommetjie Road 	<ol style="list-style-type: none"> 1. The residential development should aim to provide for a widening of residential options in the Far South. That is, it should not replicate market related housing types east and west of the site, or housing options currently available within the Masiphumelele area. Forms of GAP or social/rental housing would thus be appropriate. 2. Due to its location within an identified urban node, and in close vicinity to a PTI, a proposed mixed use area immediately north, and nearby industrial area opportunities, residential development should be medium to higher density in nature. This will also support the provision (financially) of the kinds of housing options geared to GAP recipients or for rental market. 3. In providing an average of medium to medium-high density across the site, the focus should be on generally higher densities along Kommetjie Road and, in keeping with retaining appropriate socio-economic and built form gradients, a gradation to lower densities at interfaces with adjacent residential areas to the east, west and south. 4. The built form should exclude the possibility of informal settlement / backyard structure development. 5. The interface with Kommetjie Road should be positive, including a well-defined (i.e. generally aim to exclude frontage parking) and permeable street frontage (i.e. no high security walls), as well as include tree planting, landscaping, and street furniture as appropriate. 6. Uses should generally be restricted to residential to maximise residential development possibility, and also to minimise (other) pedestrian activity across an increasingly busy (and soon to be widened) Kommetjie Road. However, there may be a case for limited service uses on the site in special circumstances. 7. Aim to minimise the footprint of the (proposed) fire-station, and any other non-residential use, so as to maximise the potential housing area. If necessary explore the possibility of shared multi-use space to meet the requirements by the fire-station (for an ancillary training area etc.) with open space needs of the future Solele area community.

4.3.5 Smallholdings area

Precinct	Development Guidance
 <p>Spatial development objectives:</p> <ul style="list-style-type: none"> • Transformation of an under-utilised formerly exclusive smallholding (and extensive residential) area to mixed use area. • Focus on higher intensity more 	<ol style="list-style-type: none"> 1. Support the recent trend of land use development in the former smallholdings area to include a range of mixed uses. This should be based on a flexible land use policy that protects and consolidates existing productive urban agriculture land use areas where necessary but supports appropriate highly demanded alternative land uses. 2. Highly demanded alternative land uses in this area include more affordable housing types than currently available in the Far South (e.g. GAP or social housing), needed (land extensive) social facilities and institutional uses to support the Masiphumelele community that can't be located in the existing Masiphumelele area, as well as other service-orientated employment generating uses where appropriate (e.g. light industrial). 3. A focus should be on supporting the general development of a facilities hub in the eastern part of this area focussed around the existing public facilities in the area. Consideration should be given also to including a sportfields component as part of this, inclusive possibly of relocating the existing fields in the erf 5131 area. 4. In lieu of highly constrained opportunities for industrial development elsewhere in the Far South the area abutting the eastern side Abington Road / Houmoed Avenue western extension should be considered for higher intensity mixed use, which could include future light industrial development. The exception to this may be where Houmoed Avenue intersects with Kommetjie Road, where higher intensity mixed use development including potentially commercial, but not industrial, could be considered.

<p>value-add land uses than formerly.</p> <ul style="list-style-type: none"> Focus on productive urban agriculture, land extensive services and institutions (e.g. schools), and medium to higher density residential as appropriate. 	<ol style="list-style-type: none"> Commercial development should be restricted along Kommetjie Road in the area between the proposed mixed use urban node areas at the Pokela Road and Houmoed Avenue intersections. Thus, the area along Kommetjie Road between the identified urban node areas should be restricted to urban agriculture or residential uses. Given that this area is almost entirely in private ownership, land development here is likely to progress on an iterative basis and as such comprise in part an in-situ re-development process. The City should seek to acquire a few sites to meet its needs as a matter of urgency. Residential development should focus on the subsidized and social housing company driven provision. Residential density should be supported along Kommetjie Road, but this should be accompanied by close attention to ensuring a positive interface with this road. This includes particular attention to built form, landscaping, boundary wall &/or fence treatment, links to NMT etc. Encourage the intensification of the south-eastern area towards where Pokela and Kommetjie Roads meet. This includes promoting mixed use development inclusive of institutional/facilities, commercial and residential land uses. Ensure that wherever appropriate ground floor land uses here are active interface areas and not closed or blank walled areas. This also includes appropriate design and landscaping. This should generally become an area of greater employment and residential opportunities, that accommodates expansion of, and assists the integration of, the Masiphumelele area into the surrounding and wider urban area, whilst also retaining and consolidating urban agriculture activities.
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4.3.6 Remote potential sites

Precinct	Development Guidance
 <p>Spatial development objectives:</p> <ul style="list-style-type: none"> A wider range of housing options in the Far South to contribute to greater urban integration across the area. The widest gap area in the residential market currently is for the lower middle class (i.e. the gap between middle income & low income households) Providing opportunities for absorption of upwardly mobile households associated with on-going population and household-income growth in the Masiphumelele community. 	<ul style="list-style-type: none"> Support the provision of a wider range of residential options to a wider range of household income groups within the Far South valley, including the Masiphumelele and Ocean View communities by leveraging (the extremely limited) remaining vacant, available, developable, state-owned land in the Far South. This should be across a wider range of locations within the Far South area but be restricted to within the urban edge. This would assist with the process of spatial transformation and the broad integration of Masiphumelele into the Far South. Potential new development sites (or parts thereof) which are not within Masiphumelele or immediately adjacent to it (e.g. the smallholdings area) but which could contribute to addressing housing demands within the Masiphumelele community includes, subject to detailed investigation, potentially the following: erf 5144 in Ocean View, parts of erven 12714 and 9130 (the hospital site), parts of erf 7000-re et al and parts of 11690 and 17122-re in Fish Hoek, and parts of 17758 and 17759 in Sun Valley. These options all need detailed investigation to determine the possibility of and potential extent of development. The appropriateness and viability of such sites, or parts thereof, for development would, due to affordability, be generally restricted to higher income level households from the Masiphumelele (and Ocean View) communities. The density of infill development in these areas should be higher than that of the surrounding areas to achieve affordability and maximise the usage of remaining available developable land. In general higher density would be considered appropriate in higher access areas (e.g. in or near a CBD or public transport route). This development should also generally provide for alternative residential options than those already in these areas. This should focus in particular on catering to lower average household income levels, smaller household sizes (e.g. single person households), and smaller more compact units. Socio-economic gradient should be a core issue shaping the development process in the development of under-utilised sites where they abut existing urban areas and where general household income levels between the areas are potentially very different. Particular focus in these areas should be on the interface edge areas of the proposed developments, but also integration with surrounding urban areas. Important also is an improved public transport and NMT network within the Far South area, and including also connections out of it to the wider metro area. In general new infill development in these areas would not require associated facilities and services provision since these are largely already in the area.

5 IMPLEMENTATION FRAMEWORK

This provides a framework of implementation guidance in relation to identification, prioritisation and phasing of actions towards realising the SDF.

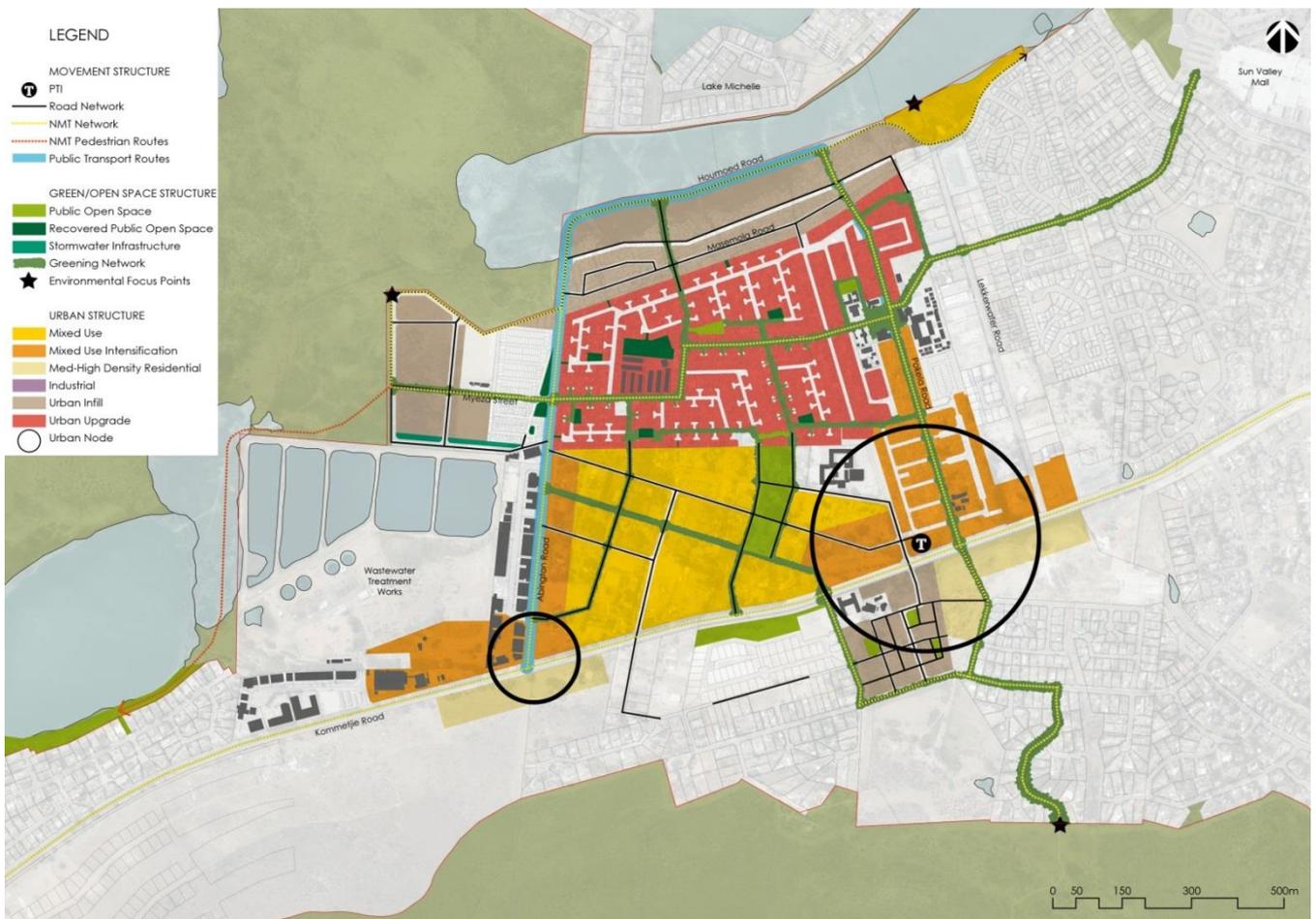
As such this framework provides broad initial guidance rather than being a comprehensive and detailed implementation plan or programme. Detailed implementation would follow (or already occurs) in the form of relevant (internal and external) departmental multi-year implementation programmes with prioritised and budgeted projects.

How implementation of the SDF is to be realised, including detailed area and project guidance, who the responsible primary role-players are, what specific actions are required, how these are to be prioritised, when these are envisaged to occur, and what budget this will incur, is the subject of detailed implementation plans (managed by responsible departments). Some of these are already underway, whilst others may still be years from initiation.

All this should, however, be informed and guided by the SDF. Thus the SDF's brief broad implementation framework aims to provide broad linkage between the SDF and detailed implementation. An appropriate mechanism to manage the broad alignment, prioritisation, and co-ordination of SDF implementation, as well as reporting, monitoring and review, should be a high-level Project Management Team (PMT).

5.1 Urban Upgrade Plan

Figure 8: Urban upgrade plan



5.2 Implementation Framework

The implementation framework below provides an indication of what is broadly required to realise the proposed SDF for Masiphumelele. This includes identification of key spatial development orientated projects and associated roles and responsibilities, prioritisation and phasing, budgeting and funding, and wider public investment framework (PIF) issues. It links to existing initiatives, actions and planning for the area, and provides clarity on who the necessary role-players are, and most importantly a frame for agreement and alignment of future detailed implementation actions to be carried out by relevant role-players.

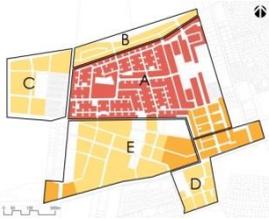
Related to this it is important to identify, and confirm consensus on, what the most critical near-term actions should be in activating the SDF. The following addresses this:

Table 2: Most Critical Short-term Actions

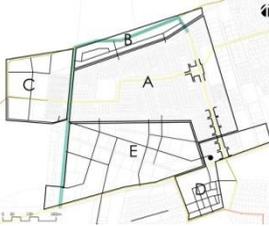
Most critical short-term actions	Actions detail	Progress detail	Progress (06-02-2020)
<p>1. Preparation of an SDF This is critical to ensuring common understanding of critical issues, substantial buy-in to a practical and sustainable development vision, and agreement on prioritisation and auctioning of key development actions.</p>	<p>Achieve substantive agreement on:</p> <ul style="list-style-type: none"> i. SDF, ii. land development areas and settlement development mechanisms, inclusive of both existing and any new areas iii. confirmation of state-assisted housing qualifiers 	<ul style="list-style-type: none"> i. 1st draft SDF ii. Dept. PMT established iii. Confirmation of a facilitator to manage an engagement process (up to approval of SDF) iv. Initiation & facilitation of information sharing & consensus-seeking for an SDF. v. Formal advertisement vi. Endorsement / Approval 	<ul style="list-style-type: none"> i. Complete ii. Complete iii. Complete, but requires review iv. In progress v. Outstanding vi. Outstanding
<p>2. Development of a TRA: This includes the identification of a site(s), acquisition if necessary, completion of necessary legal requirements, and preparation for settlement (i.e. servicing). A critical issue in this local area, in which available development land for lower income development is highly constrained, is creating a short term development area to accommodate the Houmoed Avenue and associated residential area development process.</p>	<ul style="list-style-type: none"> i. Investigation of erf 5131 extension as a potential TRA site, but likely (& proving) to be complicated, time-consuming (re- necessary processes) & potentially not possible due to environmental issues (e.g. biodiversity sensitivity & offsets). However, this site is critical to action the Houmoed Avenue and associated residential area development process. ii. Potential alternative additional TRA site needs to be identified. This may/could include current sports facilities within Masi on a short term basis. This may/could also include a temporary site immediately adjacent to Masiphumelele. Critical in these cases is ensuring that the TRA(s) are temporary, with the land use reverting to its former use thereafter. iii. Development of area(s) as TRA 	<ul style="list-style-type: none"> i. Investigation underway for erf 5131 ext. re- Env scoping, WULA applic. Complicated, & potentially not possible for development on this site, since one of the Freshwater Specialist Report's mitigation measures is that this area be managed as an ecological buffer and the Environmental Authorisation (dated 27/08/07, DEA&DP ref nr: E12/2/1-AN4-PRTN ERF 4198, Noordhoek)) states in conditions 5 and 6 that the mitigation measures and recommendations of the specialist reports must be adopted and implemented. A substantive amendment to the EA would be required and probably require additional mitigation/offset area. It is unlikely to be considered acceptable by DWS, DEA&DP and Cape Nature. This site is also wet in parts and not suitable for TDA type development. It is likely that this area will be needed for flood control and water cleaning prior to release to wetlands. Catchment management must be consulted in this regard. As a result it is important / critical that an alternative site(s) for a TRA is identified & prioritised. However, given the extreme housing pressure in Masiphumelele, a strong consideration has to be the potential loss of this (and other) areas in the vicinity if the site is not available for development. 	<ul style="list-style-type: none"> i. In progress

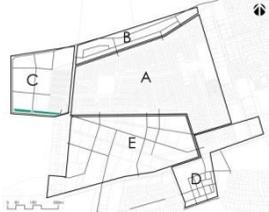
Most critical short-term actions	Actions detail	Progress detail	Progress (06-02-2020)
		ii. (No other site identified)	ii. To commence
3. Upgrade & re-development of existing residential area	<ul style="list-style-type: none"> i. On-going maintenance activities ii. Identification & facilitation of financial mechanisms to assist existing property owners with denser redevelopment to provide formal housing rental options (e.g. boarding house) 	<ul style="list-style-type: none"> i. On-going ii. Yet to be considered 	<ul style="list-style-type: none"> i. On-going ii. To be initiated
4. Development of additional new land (for formal housing)	<ul style="list-style-type: none"> iii. Development of Solole site and erf 1728 iv. Appropriate erven in the smallholdings area must be identified and acquired as a critical priority for new development for qualifying formal housing recipients. 	<ul style="list-style-type: none"> iii. Rfq prepared and advertised. But not successful as no positive response to RFQ. – needs to be re-evaluated & ... iv. Still to be considered / initiated 	<ul style="list-style-type: none"> iii. Pending re-consideration iv. To commence
5. Identification of housing recipient qualifiers, possible housing categories, etc.	<ul style="list-style-type: none"> i. Which households & how many in total per qualifying category ii. Categories 	<ul style="list-style-type: none"> i. Assessment initiated by Human Settlements Dept. ii. ... 	<ul style="list-style-type: none"> i. Initial outcome, subject to review ii. ...
6. Development of Houmoed Avenue extension	<ul style="list-style-type: none"> i. Planning & development applications ii. Relocation of households necessary for commencement of road construction iii. Road and associated infrastructure construction iv. Formalisation of planned residential areas and re-occupation by recipients. 	<ul style="list-style-type: none"> i. Detailed designs, EIA, WULA, and LUMS applications. ii. ... 	<ul style="list-style-type: none"> i. In progress ii-iv Pending outcome of relevant applications

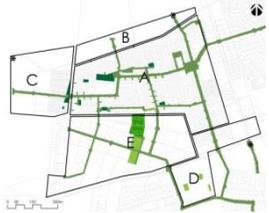
Table 3: Implementation Framework Matrix

Intervention Sectors	Implementation areas	Key Implementation Issues	Responsible Dept.	Prioritisation	Priority Actions & Project Identification (including existing projects)	Budget
1. Housing 	A. Urban upgrade area Current (2017): ±5798 households at density ±...du/ha Planned: ±3484 households at density ±150du/ha	<ul style="list-style-type: none"> i. Need to understand the extent of non-qualifiers etc. ii. Improve conditions for backyard renters iii. Improve capacity of owners to rent viably and healthily (re- loan facilities for building) iv. Re-consideration of willingness of City to provide further rental housing (with associated necessary actions) v. Improve civic / public areas 	<ul style="list-style-type: none"> i. Informal Settlements ii. Human Settlements iii. City Parks iv. Roads 	Priority 3:	<ul style="list-style-type: none"> i. Pre-paid water meters to backyarders ii. Pre-paid electricity meters to backyarders iii. Temporary (highly managed) communal ablution facilities in civic space areas which revert in longer term to civic space. iv. Reclaim civic space, through long term reversion of informal settlement areas to public space, and through rezoning processes. v. Pro-active blanket rezoning, and introduction of loan facility options to facilitate new more sustainable sub-letting options and forms. vi. Green network and NMT roll-out 	(refer to Annexure C for indications of the estimated 2015 cost implications of proposed actions)
	B. Wetlands informal settlement Current (2017): ±2500 households at density ±...du/ha Planned:	<ul style="list-style-type: none"> i. Relocate informal housing, but require somewhere to relocate to. ii. Relocation must be tied directly to 1st phase of Houmoed Avenue development process. iii. Identification of which households are to relocate back 	<ul style="list-style-type: none"> i. New Settlements ii. TDA Transport 	Priority 2: Should commence as soon as relocation area available.	<ul style="list-style-type: none"> i. <u>Relocate all informal settlements in wetlands area to nearby TRA.</u> Receiving site potentially erf 5131, but if not possible then alternative must be smallholdings (via purchase). The latter should in any event be a key priority action. ii. Commence earthworks and servicing for development of Houmoed Avenue and residential to the south of it. 	

Intervention Sectors	Implementation areas	Key Implementation Issues	Responsible Dept.	Prioritisation	Priority Actions & Project Identification (including existing projects)	Budget
	±501 households at density ±170 du/ha	to developed area btw road and existing Masiphumelele development.			<ul style="list-style-type: none"> iii. Commence earthworks etc to rehabilitate the degraded parts of the wetland area iv. Construct residential on identified areas south of Houmoed. v. Relocate identified recipients back to the residential area 	
	<p>C. Erf 5131 ext.</p> <p>Current (2017): ±0 households at density ±0du/ha</p> <p>Planned: ±797 households at density ±220du/ha</p>	<ul style="list-style-type: none"> i. Evaluate whether this land is developable. <i>There is a strong possibility that approval for development of this land will not be granted given environmental context & history, and that therefore alternative land be prioritised.</i> ii. TRA cannot accommodate all households to be relocated from wetlands area, so additional land area required for this. 	<ul style="list-style-type: none"> i. New Settlements ii. TDA Urban Integration 	<p>Priority 1: Process already underway.</p> <p>Priority 2 can't commence until this priority is completed. If not possible then pursue priority 1a – which should commence anyway</p>	<ul style="list-style-type: none"> i. <u>Undertake required applications and investigations toward land release (eg. EIA, WULA, TMNP de-proclamation).</u> ii. Identify alternative or additional land for development for growth of Masiphumelele community in the event that erf 5131 is not possible to develop further. 	
	<p>D. Solele</p> <p>Current (2017): ±0 households at density ±0du/ha</p> <p>Planned: ±409 households at density ±110du/ha</p>	<ul style="list-style-type: none"> i. Fire station extent to be reduced 	<ul style="list-style-type: none"> i. Fire Services ii. New Settlements 	Priority 4:	<ul style="list-style-type: none"> i. Conclude negotiations with Fire Dept. & confirm final subdivision areas. ii. Develop broad development parameters for the site iii. Secure development funding iv. Initiate tender process 	
	<p>E. Smallholdings area</p> <p>Current (2017): ±0 households at density ±0du/ha</p> <p>Planned: ±households at density ±...du/ha</p>	<ul style="list-style-type: none"> i. Willing buyer willing seller ii. Fair value for properties iii. Phased acquisition vs once off acquisition iv. Key properties to acquire first v. Avoiding any land invasion 	<ul style="list-style-type: none"> i. New Settlements ii. Property Management 	Priority 1a:	<ul style="list-style-type: none"> i. <u>Identify funding source, quantum required & available.</u> ii. <u>Audit landowners to identify willing sellers</u> iii. <u>Evaluate potential sale & acquisition prices for each erf</u> iv. <u>Commence acquisition process</u> 	
	<p>F. Remote sites: (erf 5144 Ocean View)</p> <p>Current (2017): ±0 households at density ±0du/ha</p> <p>Planned:</p>	<ul style="list-style-type: none"> i. Identification of possible sites ii. Quantify potential development costs in relation with housing type 	<ul style="list-style-type: none"> i. TDA Urban Integration ii. New Settlements iii. Property Management 	Priority 5:	<ul style="list-style-type: none"> i. Identify potential sites in relation to developability, existing plans for the sites, ownership and zoning etc. ii. Align new planning into forward planning processes iii. Ensure these possible sites are not lost as opportunities in future (through disposal etc.) 	

Intervention Sectors	Implementation areas	Key Implementation Issues	Responsible Dept.	Prioritisation	Priority Actions & Project Identification (including existing projects)	Budget
	±... households at density ±...du/ha					
2. Movement 	A. Urban upgrade area Current (2017): Planned:	i. Focus on development of Pokela Road as an activity route and important public transport link between Kommetjie Road and Houmoed Avenue. ii. Focus on NMT network provision	i. TDA Urban Integration ii. TDA Transport	Priority 3:	TDA Transport to prioritise	(refer to Annexure C for indications of the estimated 2015 cost implications of proposed actions)
	B. Wetlands informal settlement Current (2017): Planned:	i. Construct Houmoed Avenue as well as local residential area (class 4) feeder routes ii. Align residential area services provision with road construction iii. Relocation process must be directly linked to the commencement of the Houmoed Avenue development process (to ensure no further land invasion occurs). That is, relocation should only commence once the Houmoed Avenue construction process commences.	i. TDA Urban Integration ii. TDA Transport	Priority 1:	i. EIA process ii. Land use application process iii. Secure funding iv. Detailed design	
	C. Erf 5131 ext. Current (2017): Planned:	i. Construct roads for TRA on erf 5131 in the short term, but with likelihood of continuing informal settlement in the medium term and formal residential development in the long term. ii. Particular emphasis should be on utilising road construction to secure a sustainable interface between urban and adjacent natural areas.	i. TDA Urban Integration ii. TDA Transport	Priority 2:	i. EIA process critical to determining future development parameters applicable to the site.	
	D. Solele Current (2017): Planned:		i. TDA Urban Integration ii. TDA Transport	Priority 4:	i. Internal circulation and access to site to be formalised and developed through the Human Settlements development process.	
	E. Smallholdings area Current (2017): Planned:		i. TDA Urban Integration ii. TDA Transport	Priority 1a:	i. Plan for medium density type developments on certain sites - as well as retention and consolidation of urban agriculture smallholdings on others.	

Intervention Sectors	Implementation areas	Key Implementation Issues	Responsible Dept.	Prioritisation	Priority Actions & Project Identification (including existing projects)	Budget
	<p>F. Remote sites: (erf 5144 Ocean View)</p> <p>Current (2017):</p> <p>Planned:</p>		<p>i. TDA Urban Integration</p> <p>ii. TDA Transport</p>	Priority 5:	<p>i. Little or no implications due to existing movement network and comparatively small sizes of sites.</p> <p>ii. Any internal circulation and access to site to be formalised and developed through the development process.</p>	
<p>3. Infrastructure services</p> 	<p>A. Urban upgrade area</p> <p>Current (2017):</p> <p>Planned:</p>	<p>i. Provision of appropriate services geared to accommodating informal backyarders in the short term, but that will accommodate new formalised residential development in the medium to long term.</p>	<p>i. Stormwater</p> <p>ii. Electricity</p> <p>iii. Informal Settlements</p>	Priority 3:	<p><i>Relevant infrastructure services depts. to prioritise</i></p>	<p>(refer to Annexure C for indications of the estimated 2015 cost implications of proposed actions)</p>
<p>B. Wetlands informal settlement</p> <p>Current (2017):</p> <p>Planned:</p>	<p>i. Provision of adequate & appropriate services.</p> <p>ii. Key consideration is management of stormwater flow into wetland area from the site as well as entire Masiphumelele area catchment.</p>	<p>i. Stormwater</p> <p>ii. Electricity</p> <p>iii. Informal Settlements</p>	Priority 1:			
<p>C. Erf 5131 ext.</p> <p>Current (2017):</p> <p>Planned:</p>	<p>i. Development of services in preparation for a TRA in short term but able to accommodate formal residential into the medium and long term.</p>	<p>i. Stormwater</p> <p>ii. Electricity</p> <p>iii. Informal Settlements</p>	Priority 2:			
<p>D. Solele</p> <p>Current (2017):</p> <p>Planned:</p>	<p>i. Provision of adequate & appropriate services to support GAP housing as planned.</p>	<p>i. Stormwater</p> <p>ii. Electricity</p> <p>iii. Informal Settlements</p>	Priority 4:			
<p>E. Smallholdings area</p> <p>Current (2017):</p> <p>Planned:</p>	<p>i. Planning for adequate & appropriate services that align with existing basic service network already in place. This will be challenging due to likely piecemeal & reactive approach to development process in this area.</p>	<p>i. Stormwater</p> <p>ii. Electricity</p> <p>iii. Informal Settlements</p>	Priority 6:			
<p>F. Remote sites: (erf 5144 Ocean View)</p> <p>Current (2017):</p>	<p>i. Provision of adequate & appropriate services</p>	<p>i. Stormwater</p> <p>ii. Electricity</p> <p>iii. Informal Settlements</p>	Priority 5:			

Intervention Sectors	Implementation areas	Key Implementation Issues	Responsible Dept.	Prioritisation	Priority Actions & Project Identification (including existing projects)	Budget
	Planned:	ii. Linkage into existing infrastructure networks in adjacent urban areas.				
4. Recreation 	A. Urban upgrade area Current (2017): Planned:	i. Ensuring lost POS can be reclaimed and transformed in the longer term. Also requires creative additions combining public and private land (e.g. making parts of street & church forecourts public space areas). Also focus on hard areas rather than soft where intensive use. ii. Focus on quality open space. This requires properties fronting onto open space & include visually permeable boundaries (re-surveillance etc.). iii. Development of green network in association with NMT network iv. Maintenance of green network, requiring active buy-in by community	i. City Parks ii. TDA Transport	Priority 3:		(refer to Annexure C for indications of the estimated 2015 cost implications of proposed actions)
	B. Wetlands informal settlement Current (2017): Planned:	i. Protection of adjacent natural environmental area. ii. Leveraging recreational and economic value from this nature area. This includes perceiving tangible value in this area for a community with high current survivalist needs.	i. TDA Environment ii. City Parks iii. SANParks iv. TDA Transport	Priority 1:		
	C. Erf 5131 ext. Current (2017): Planned:	i. Protection of adjacent natural environmental area. ii. Leveraging recreational and economic value from this nature area. This includes perceiving tangible value in this area for a community with high current survivalist needs.	i. TDA Environment ii. City Parks iii. SANParks iv. TDA Transport	Priority 2:		
	D. Solele Current (2017): Planned:	i. Development of linkage through site from Masiphumelele (to the north) to a TMNP gateway (to the south).	i. TDA Environment ii. City Parks iii. SANParks iv. TDA Transport	Priority 4:		
	E. Smallholdings area Current (2017):	i. Planning & development of additional sports and open space facility requirements	i. City Parks ii. TDA Transport	Priority 6:		

Intervention Sectors	Implementation areas	Key Implementation Issues	Responsible Dept.	Prioritisation	Priority Actions & Project Identification (including existing projects)	Budget
	Planned:	required by the Masiphumelele community into the long term. ii. Development of linkage through site to existing green network in Masiphumelele.				
	F. Remote sites: (erf 5144 Ocean View) Current (2017): Planned:	i. Development of linkage through site to adjacent urban areas	i. City Parks ii. TDA Transport	Priority 5:		
5. Employment	A. Urban upgrade area Current (2017): Planned:	i. Facilitate private sector formal commercial development on ground floor around area of intersection of Pokela and Kommetjie Roads (e.g. on PTI site erf 1866, and 1728). ii. Support structured informal trading in a focal civic space in the above area.	i. City		i. Pro-active blanket rezoning, and introduction of loan facility options to facilitate new more sustainable sub-letting options and forms. ii. Green network and NMT roll-out	(refer to Annexure C for indications of the estimated 2015 cost implications of proposed actions)
	B. Wetlands informal settlement Current (2017): Planned:	i. support working from home activities, but formal employment areas should be restricted to high accessibility business areas			i. Pro-active blanket rezoning, and introduction of loan facility options to facilitate new more sustainable sub-letting options and forms. ii. Green network and NMT roll-out	
	C. Erf 5131 ext. Current (2017): Planned:	i. Facilitate private sector formal commercial development on ground				
	D. Solele Current (2017): Planned:	i. support working from home activities, but formal employment areas should be restricted to high accessibility business areas				
	E. Smallholdings area Current (2017): Planned:	i. Support private sector formal employment intensification and growth on urban agriculture properties, potential industrial area, and potential commercial development near identified urban nodes			i. Pro-active blanket rezoning to facilitate mixed use and formalisation of an additional new industrial area adjacent to Houmoed Rd extension (see map). ii. Green network and NMT roll-out	
	F. Remote sites: (erf 5144 Ocean View) Current (2017): Planned:					

Intervention Sectors	Implementation areas	Key Implementation Issues	Responsible Dept.	Prioritisation	Priority Actions & Project Identification (including existing projects)	Budget
6. Public services	A. Urban upgrade area Current (2017): Planned:		i. WCG education ii. WCG health iii. Social Services			(refer to Annexure C for indications of the estimated 2015 cost implications of proposed actions)
	B. Wetlands informal settlement Current (2017): Planned:	i. Ensuring sufficient appropriate services available within surrounding urban area.				
	C. Erf 5131 ext. Current (2017): Planned:	i. Ensuring sufficient appropriate services available within surrounding urban area.				
	D. Solele Current (2017): Planned:	i. Ensuring sufficient appropriate services available within surrounding urban area.				
	E. Smallholdings area Current (2017): Planned:	i. ..	i. WCG education ii. WCG health iii. Social Services			
	F. Remote sites: (erf 5144 Ocean View) Current (2017): Planned:	i. Ensuring sufficient appropriate services available within surrounding urban area.				

6 CONCLUSIONS and RECOMMENDATIONS

The following key conclusions and recommendations are summarised from this report:

Masiphumelele is a particularly unique development context. It originated as a small resettlement area coinciding with the advent of the new South Africa in the early 1990's. It has developed largely in isolation of surrounding urban and rural communities in the Far South, and now comprises nearly a third of the population of the entire Far South valley area, although occupying only a very small land area. Whilst some of this development has been planned, although generally hastily in reaction to growing numbers, much of it has been informal, at very high density, and in some instances into high risk areas, due to rapid influx into an area of relative economic opportunity but very limited scope for accommodating low income residents.

This development scenario has resulted in a number of major and complex challenges and indeed crises in Masiphumelele. This includes overcrowding, poor social and economic conditions, poor safety and security, and significant negative impacts on the natural environment. Whilst its location is in an area of comparative economic opportunity, relative to most low income communities in the city, it has a high unemployment level and is poorly integrated within the Far South, which is itself an isolated valley enclave within the city, and thus quite far from wider city services and economic opportunities.

Arguably the key immediate daily challenge for the Masiphumelele community themselves is a 'housing' crisis. In simple terms this is attributable to extremely high residential densities due to massive backyard renting and limited expansion area for informal settlement growth, and the resultant inadequacy of available services and poor living conditions. But this is associated with complex inter-related challenges, including the following: 1) the failure of rental housing (non-payment, unwillingness of City to build new rental etc); 2) the very limited number of qualifiers for assisted / GAP housing; and 3) the evidence that additional BNG or site & service housing provision results in yet further backyard subletting and over-crowding etc. (due to limited other economic opportunities).

The preparation of an SDF for Masiphumelele is in response to these problems and challenges confronting this community and the wider Far South area. It aims also, however, to leverage to the maximum existing potential development opportunities of this area.

The way these problems and opportunities are addressed has implications for the nature and sustainability of the eventual outcome. Whilst some are engineering-based issues requiring scientific engineered solutions easily identified and dealt with by authorities, most are more complex and inter-related. Many also relate to the lived experience of residents in Masiphumelele and require solutions understood, developed, bought into, and even implemented by local communities in association with authorities. **As such meaningful and sustained engagement and consultation with all key stakeholders, including local communities, is vital, and will result in adjustment and refinement of this SDF over time.**

The inter-relatedness and range of problems requires an integrated and holistic response (ideally managed through an over-arching PMT and structured external engagement opportunities). Related to this, the problems being experienced in Masiphumelele are of a magnitude and inter-connectedness such that they will not be overcome in the short term. Therefore a prioritisation of responses is required.

The objective of the SDF for Masiphumelele is thus to provide a broad framework to guide the development of Masiphumelele spatially into the short, medium and longer term future. It is therefore not a comprehensive all-encompassing development plan, but rather primarily a mechanism providing clear principles for future development, consolidated in a concept plan, which is then grounded in a development vision, spatial development framework, and broad spatial development guidance for identified precinct sub-areas within Masiphumelele which serves to align key stakeholder thinking and actions.

This (**draft**) SDF for Masiphumelele proposes a focus on 3 primary spatial development strategies:

1. Improving general living conditions for Masiphumelele residents by providing broad development guidance for upgrade of the existing Masiphumelele area, as well as for identified possible/potential additional new urban expansion areas.
2. Physically integrating Masiphumelele into surrounding urban areas and the Far South generally.
3. Improving access to services and opportunities in the local area as well as wider valley and metro area.

Based on these primary spatial development strategies **the SDF recommends 10 sub-strategies as key drivers for spatial development guidance within the Masiphumelele area.** This **spatial development guidance is also provided for 6 site-specific precinct areas within Masiphumelele itself as well as potential adjacent or more distant sites.** These precinct areas are: 1) the existing formal Masiphumelele area; 2) the 'Masiphumelele wetlands area'; 3) an area west of Masiphumelele (erf 5131); 4) the Solole site (erf 17775); 5) the adjacent Smallholdings (mixed use) area; and 6) possible remote sites (such as erf 5144 Ocean View). The latter three are geared primarily for the expansion and integration of an upwardly mobile Masiphumelele community into the Far South generally.

The SDF guidance is completed with an implementation framework identifying broadly what actions are required, by whom, and how these actions should be prioritised over the short to medium term to result in the successful implementation of the SDF.

This guidance allows for flexibility of decision making and action on detailed implementation in each area, which is necessary with site-specific circumstances and development processes, and ensures that current and future implementation is substantially aligned and co-ordinated so as to realise a holistic, integrated, and sustainable development outcome for Masiphumelele.

Arguably the most critical short-term development issue in this local area, in which available development land for lower income development is highly constrained, is creating a short-term development area to accommodate for the Houmoed Avenue and associated residential area rationalisation and development process for the northern part of Masiphumelele.

Other key potential mechanisms and proposals towards addressing the housing crisis more widely include the following: 1) A commitment to sustained engagement and dialogue between the local community and the City of Cape Town; 2) linkage to the Southern District SDF Review process to inter alia examine other parts of the Far South valley area for integration solutions; 3) exploring and supporting loan / bridging finance options to expedite the building at scale of denser formal residential housing options (e.g. boarding houses); and 4) supporting the City responsibility to develop more public (City) rental stock (e.g. flats).

Product: MASIPHUMELELE & ENVIRONS Spatial Development Framework (SDF)

Policy prepared under the auspices of the City's TDA

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Masiphumelele SDF Version Control:

Version	Date	Author	Change Description
V1.0	31 December 2017	Kier Hennessy	Draft
V2.0	15 November 2019	in association with task team members:	November 2018 reviewed after 1 st stakeholder engagements, & updated with new template in 2019
V3.1	5 February 2020	Emil Sinclair	

Reference Code:

Title	Custodian	Policy Reference Code
Spatial Development Framework (SDF) for Masiphumelele & Environs	Directorate: Transport & Urban Development Authority • Department: Urban Investment & Development Portfolio • Branch: Urban Integration • Section: Urban Planning & Mechanisms	To be provided by Executive Support

Responsible Implementation Departments:

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7 ANNEXURES

Annexure A: SDF Process 2015 - 2017

Annexure A-1: Background and AECOM consultant team appointment

As a result of rapidly increasing problems in and around the Masiphumelele area, including a housing crisis and serious environmental degradation, the City's Human Settlements Dept. appointed a consultant team to prepare a 'high level urban design framework plan' for the area to consolidate a broad development vision and plan to guide future development and management of the area.

The consultant team appointed included AECOM as lead consultants, but with also ARG Design and JSA Architects and Urban Designers providing specialist consultant input.

Annexure A-2: AECOM Process

The AECOM consultant team commenced work in 2015.

Engagement with community organisations was proposed to include 2 rounds of meetings with 3 groupings, being:

1. organisations in Masiphumelele community itself,
2. organisations in immediately surrounding areas, and
3. organisations within the wider Far South area

However, only 1 round of meetings was completed. These meetings focussed on the identification of key issues, problems and opportunities regarding Masiphumelele. It is not clear who the attendees of these meetings were (re- no attendance lists have been made available). However, issues raised etc. are recorded in a Contextual Framework and Public Participation report (see in Annexure A-3 below). The 2nd round of meetings was to present a 1st draft SDF to these organisations for comment.

Engagement with City departments took place in June 2016 in the form of 1 meeting where the 1st draft Masiphumelele Spatial Development Framework (SDF) report was presented for comment. A revised 2nd draft SDF report was subsequently completed (dated June 2016). However, this was not circulated to depts., or to external depts., or to community organisations, or to political structures.

Annexure A-3: AECOM Products

The AECOM appointment comprised the completion of 7 comprehensive and detailed products:

1. Pre-Inception (not available)
2. Status Quo and Opportunities and Constraints
3. Contextual Framework and Public Participation
4. Urban Design Framework / SDF
5. Precinct Specific Frameworks
6. Implementation Framework
7. Close-out (not available)

These (with the exception of 1. and 7.) may be viewed on request.

Annexure B: SDF Process 2017 - 2019

Annexure B-1: Way Forward

In June 2017 responsibility for completion of an SDF for Masiphumelele was transferred from the Human Settlements Directorate to the (former) Transport and Development Authority (since the public participation process for the draft report was not completed).

In November 2017 a way forward on this process was determined and the process of reviewing and finalising an SDF commenced.

Annexure B-2: Process (and buy-in)

It has been determined that the process of finalising an SDF for Masiphumelele must include a substantial (re-)engagement process with key depts. and community organisations.

To this end a revised technical SDF draft was completed by end 2017 for review by relevant City depts. in early 2018. An updated technical SDF draft was completed at end March 2018 ready for circulation to relevant key stakeholder groups for comment. This was proposed to follow initial interactive meetings with key stakeholder groups to ensure a substantially acceptable draft SDF is circulated and formally advertised. Following this the draft report will be amended in preparation for submission to political structures for endorsement and approval.

It was envisaged that engagement with relevant internal (City) and external depts. would be undertaken in-house (by the Urban Integration dept.), which was duly done. Following this engagement with local community organisations was to be outsourced to an external independent service provider to facilitate and manage, and be supported with technical input by relevant City's depts. However, following some delays in this regard it was decided that this process would be managed by the City Business Enablement Dept's Community Engagement Branch.

Meetings were thus held in October 2018 with identified key stakeholder groups, including the Masiphumelele leadership, the Lochiel Smallholding Ratepayers Assoc., and wider Civic and Ratepayer group representatives. Further follow-up engagement and communication was subsequently held with certain of these groups, and (as of mid-Jan 2019) are still on-going to address identified fundamental planning issues.

In reviewing the draft SDF and supporting documentation prepared to date (by AECOM), and in view of the lack of I&AP consultation on draft SDF proposals, as well as reasonably high perceived potential for conflicts of interest and disagreement, it was decided that the revised draft Masiphumelele SDF be confined to a narrow interpretation of what an SDF should comprise. This would maximise the potential for understanding and substantial buy-in of the key considerations and proposals related to an SDF for Masiphumelele. Whilst substantial detailed content forming part of AECOM's proposed SDF would therefore be excluded from the (initial) engagement, buy-in and endorsement, and approval process associated with the SDF, this would initially provide supporting baseline information, but later be reviewed and incorporated into specific follow-up directives and actions in relation to the Masiphumelele re-development process.

Annexure B-3: Approval

It is envisaged that a final draft SDF for Masiphumelele will be completed and ready for submission to political structures for endorsement and approval by

Annexure C: Reflection of Potential Implementation Actions and (2017) Estimated Costs

A											
PROPOSED PROJECT	HOUSEHOLDS EXISTING (no.)	ITEM	COST		5 YEAR PERIOD					RESPONSIBLE	
			RATE (R)	TOTALS (R)	2018/19	2019/20	2020/21	2021/22	2022/23		
Pre-paid Water Meters to Backyarders	1,268	1,268	R -	R -	R -	R -	R -	R -	R -	R -	INFORMAL SETTLEMENTS
Pre-Paid Electricity Meters to Backyarders	1,268	1,268	R -	R -	R -	R -	R -	R -	R -	R -	INFORMAL SETTLEMENTS
Table Top		6	R 252,000.00	R 1,512,000.00	R 302,400.00	TRANSPORT					
Sidewalks Upgrade			R -	R -	R -	R -	R -	R -	R -	R -	TRANSPORT & PARKS
NMT		732	R 2,392.00	R 1,750,944.00	R 350,188.80	TRANSPORT: NMT					
Activity Street		782	R 5,415.57	R 4,234,975.74	R 846,995.15	TRANSPORT: NMT & PARKS					
New POS		660	R 2,500.00	R 1,650,000.00	R 330,000.00	PARKS and REC					
Recovered POS		7,326	R 10,000.00	R 73,255,320.00	R 14,651,064.00	PARKS and REC & INFORMAL SETTLEMENTS					
OPEX			R -	R -	R -	R -	R -	R -	R -	R -	
Law Enforcement Officer per year		8	R 2,400,000.00	R 19,200,000.00	R 3,840,000.00	SAFETY & SECURITY					
Problem Building Officer per year		6	R 1,543,662.00	R 9,261,972.00	R 1,852,394.40	SAFETY & SECURITY					
Public Transport Routes			R -	R -	R -	R -	R -	R -	R -	R -	TRANSPORT: INDUSTRY TRANSFORMATION

B											
PROPOSED PROJECT	TOTAL UNITS (no.)	DENSITY (du/Ha)	ITEM	COST		5 YEAR PERIOD					RESPONSIBLE
				RATE (R)	TOTALS (R)	2018/19	2019/20	2020/21	2021/22	2022/23	
CRU	323	163		R 135,533.33	R 43,731,184.26	R 8,746,236.85	NEW SETTLEMENTS				
BNG	178	178		R 238,300.00	R 42,394,205.47	R 8,478,841.09	NEW SETTLEMENTS				
New Roads			1,133	R 1,050,000.00	R 1,189,650,000.00	R 237,930,000.00	TRANSPORT: NMT & PARKS				

NMT				90	R 2,392.00	R 215,280.00	R 43,056.00	R 43,056.00	R 43,056.00	R 43,056.00	R 43,056.00	TRANSPORT: NMT & PARKS
Activity Street				91	R 5,415.57	R 492,816.87	R 98,563.37	R 98,563.37	R 98,563.37	R 98,563.37	R 98,563.37	TRANSPORT: NMT & PARKS

C

PROPOSED PROJECT	TOTAL UNITS	DENSITY	ITEM	COST		5 YEAR PERIOD					RESPONSIBLE
				RATE	TOTALS	2018/19	2019/20	2020/21	2021/22	2022/23	
	(no.)	(du/Ha)		(R)	(R)						
CRU	461	163		R 135,533.33	R 62,420,962.11	R 12,484,192.42	R 12,484,192.42	R 12,484,192.42	R 12,484,192.42	R 12,484,192.42	NEW SETTLEMENTS
BNG	336	336		R 238,300.00	R 80,047,323.77	R 16,009,464.75	R 16,009,464.75	R 16,009,464.75	R 16,009,464.75	R 16,009,464.75	NEW SETTLEMENTS
New Roads			1,970	R 1,050,000.00	R 2,068,500,000.00	R 413,700,000.00	R 413,700,000.00	R 413,700,000.00	R 413,700,000.00	R 413,700,000.00	TRANSPORT: NMT & PARKS
NMT			932	R 2,392.00	R 2,229,344.00	R 445,868.80	R 445,868.80	R 445,868.80	R 445,868.80	R 445,868.80	TRANSPORT: NMT & PARKS
Stormwater Facility			2,847		R -	R -	R -	R -	R -	R -	STORMWATER
Recovered POS			2,034	R 10,000.00	R 20,343,130.00	R 4,068,626.00	R 4,068,626.00	R 4,068,626.00	R 4,068,626.00	R 4,068,626.00	PARKS & REC
Astroturf			9,805	R 15,000.00	R 147,073,215.00	R 29,414,643.00	R 29,414,643.00	R 29,414,643.00	R 29,414,643.00	R 29,414,643.00	PARKS & REC

D

PROPOSED PROJECT	TOTAL UNITS	DENSITY	ITEM	COST		5 YEAR PERIOD					RESPONSIBLE
				RATE	TOTALS	2018/19	2019/20	2020/21	2021/22	2022/23	
	(no.)	(du/Ha)		(R)	(R)						
CRU	323	163		R 135,533.33	R 43,731,184.26	R 8,746,236.85	R 8,746,236.85	R 8,746,236.85	R 8,746,236.85	R 8,746,236.85	NEW SETTLEMENTS
BNG	86	86		R 238,300.00	R 20,553,520.84	R 4,110,704.17	R 4,110,704.17	R 4,110,704.17	R 4,110,704.17	R 4,110,704.17	NEW SETTLEMENTS
New Roads			1,492	R 1,050,000.00	R 1,566,600,000.00	R 313,320,000.00	R 313,320,000.00	R 313,320,000.00	R 313,320,000.00	R 313,320,000.00	TRANSPORT: NMT & PARKS
NMT			479	R 2,392.00	R 1,145,768.00	R 229,153.60	R 229,153.60	R 229,153.60	R 229,153.60	R 229,153.60	TRANSPORT: NMT & PARKS
New POS			2,353	R 2,500.00	R 5,881,390.00	R 1,176,278.00	R 1,176,278.00	R 1,176,278.00	R 1,176,278.00	R 1,176,278.00	PARKS & REC
ECD			1,404		R -	R -	R -	R -	R -	R -	SOCIAL DEVELOPMENT
Public Facility			2,429		R -	R -	R -	R -	R -	R -	

E

PROPOSED PROJECT	TOTAL UNITS	DENSITY	ITEM	COST		5 YEAR PERIOD					RESPONSIBLE
				RATE	TOTALS	2018/19	2019/20	2020/21	2021/22	2022/23	
	(no.)	(du/Ha)		(R)	(R)						
CRU	667	163		R135,533	R90,341,415	R18,068,283	R18,068,283	R8,068,283	R8,068,283	R18,068,283	NEW SETTLEMENTS
BNG	766	766		R238,300	R 182,504,719	R 36,500,943	R 36,500,943	R 36,500,943	R 36,500,943	R 36,500,943	NEW SETTLEMENTS
New Roads			3,054	R 1,050,000	R 3,206,700,000	R 641,340,000	R 641,340,000	R641,340,000	R641,340,000	R641,340,000	TRANSPORT: NMT & PARKS
NMT			479	R 2,392	R 1,145,768	R 229,153	R 229,153	R 229,153	R 229,153	R 229,153	TRANSPORT: NMT & PARKS
New POS			7,033	R 2,500	R 17,581,575	R 3,516,315	R 3,516,315	R 3,516,315	R 3,516,315	R 3,516,315	PARKS & REC
Sportsfield			10,381		R -	R -	R -	R -	R -	R -	PARKS & REC
ECD			4,378		R -	R -	R -	R -	R -	R -	SOCIAL DEVELOPMENT

* Figures based on estimations derived for planned works in Hanover Park

A Spatial Development Framework for Masiphumelele & Environs

Draft Report March 2021



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