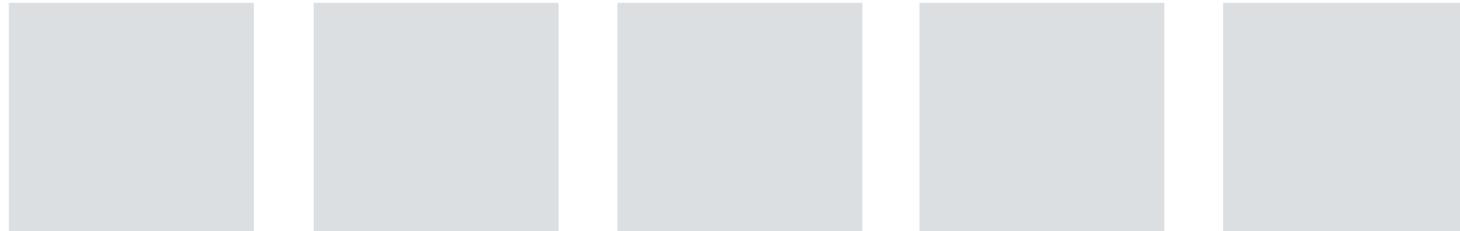
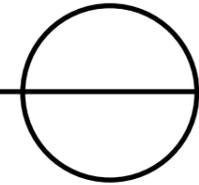


01

Introduction and Vision



1.0 Introduction

The redevelopment of District Six, as augmented by the draft Business Plan and the implementation of two pilot schemes, finally affords the opportunity for restitution to take place. This redevelopment is no ordinary 'development' as typically considered in the speculative sense. It is rather about allowing for the return of a community that was forcibly removed more than thirty years ago and for the reconstruction of a significant quarter in the city centre. In doing so, it is an urban project that deals primarily with social justice. Redevelopment here is thus inextricably linked to the act of restitution in terms of the Restitution of Land Rights Act (No.22 of 1994) through which the right of a community to live in the heart of the city will be restored.

With restoration of land rights as a primary goal, this document presents the Development Framework for the redevelopment of District Six. The purpose of the document is to:

- Include all valid comments received from a variety of stakeholders who participated in and commented on the District Six Final Draft Development Framework (2011);
- Test the capacity of the approximate 40ha available for the redevelopment of District Six;
- Provide the basis for a feasible Business Plan; and
- Present an environmental, spatial, social and sustainable approach and principles to guide urban development in District Six.

The primary objective is to return claimants to the land that they were displaced from when District Six was declared a white group area in 1966 in terms of the Group Areas Act (No.41 of 1950) and as amended later on by the Group Areas Act of No. 77 of 1957 and the Group Areas Act No. 36 of 1966. The framework also considers non-spatial and legal aspects that are necessary to give effect to urban development in District Six in a holistic manner. It takes account of present urban policy directives and challenges some of the traditional approaches to making inner city environments in a resource-scarce urban context.



FIGURE 1.1 Aerial photograph and site locality

1.1. Terms of Reference and Purpose of the Development Framework

This framework was commissioned by the Department of Rural Development and Land Reform (DRD&LR) whose broad terms of reference to the planning and design team were to prepare a Development Framework and support the Business Plan.

A Development Framework is a planning instrument which forms part of the Package of Plans Approach. It is a forward planning tool which guides the development of a specified area. This Development Framework performs two important functions. Firstly it provides the Client and claimants with a framework for decision making and forward planning. Secondly, it seeks to provide the authorities with a development strategy for the wider area which will help ensure that development happens in a coordinated and structured manner that will support an attractive and functional place through the efficient use of space and organisation of land uses and activities within the district.

1.2 Public Participation

In 2006, a number of meetings, workshops and open houses were held with the District Six claimants and other interested and affected parties on 25 March, 01 April and 08 April 2006 at which the Draft Summary Document for District Six (August, 2005) was presented. In July 2010, the first draft of this document was also presented to the Claimant Community. The second Final Draft Development Framework (November 2011) was widely participated between 05 December 2011 and 20 February 2012 (refer to Appendix A: Public Participation Report, March 2012). At the same time this framework document was also circulated internally within the City of Cape Town (CoCT) for their comment. All valid comments were included in this document.

Given the importance and profile of the District Six redevelopment programme, the experience of the 2006, 2010 and 2011 participation process and the ongoing need for monitoring through proper checks and balances, the development framework had to be presented to

and participated with the claimant community as well as a number of steering committees comprised as follows.

Task Team: Chaired by the Deputy Minister of Rural Development and Land Reform, this task team comprises representatives from the DRD&LR, the Western Cape Provincial Government, the City of Cape Town and the District Six Beneficiary Trust. The task team's role is one of oversight of the content of the Framework Plan and the associated Business Plan and keeping the project programme on track. Its role is also to take strategic decisions on the basis of the work prepared by the consultants responsible for the Development Framework. On 15 November 2011 the Task Team approved the content of the Final Draft Development Framework (November 2011).

Communications Steering Committee: Chaired by the DRD&LR representative, this committee is responsible for the communications plan for the various planning and business plan components of District Six. The presentation to and participation of the Development Framework content with the claimant community as well as other stakeholders is arranged through this committee with the assistance of the Public Participation Consultant. It comprises representatives and officials from the DRD&LR, the Western Cape Provincial Government, the City of Cape Town and the District Six Beneficiary Trust (D6BT). Relevant consultants attend this Committee's proceedings as and when required.

Technical Steering Committee: Chaired by the City of Cape Town, this committee scrutinizes the content of the Development Framework in as far as it meets urban policy objectives and imperatives. It comprises officials who have a professional and/or technical or procedural role in the physical planning and design of District Six. Aside from City officials, relevant provincial government officials and the full consulting team serve on this Committee. Where officials play a specific role in terms of decisions relating to the provision of public facilities, a number of bilateral interactions also took place.

1.3 Structure of the report

This Development Framework is set out in such a manner so as to outline the central principles and strategies that come together to structure the redevelopment of District Six. It emerges from a large body of previous work as well as current research, analysis and information gathered and is further informed by the aspirations of the claimant community as well as a number of other stakeholders including National, Provincial and Local Government.

The Development Framework is divided into five sections.

Section One: Introduction, Vision and Principles

This section sets out a broad vision for the area's redevelopment and building community within the area. The underlying principles outlined will guide the re-development of District Six.

Section Two: Contextual analysis

Sets out a broad understanding of the site, the project and its physical and social context. It provides the basic framework at various scales, within which future development proposals will occur.

Section Three: Design Informants and Concept

This section explains the design informants that have helped to frame and structure the Development Framework.

Section Four: Strategies

Section 4 outlines the key strategies that underpin the framework and illustrate these in a clear and intelligible manner.

Section Five: Planning Procedures and Implementation

Sets out in broad principle terms the procedures, processes and phasing informed by the business plan.

Section Six: Conclusions and Recommendations

Draws out a set of conclusions and makes a series of recommendations for moving forward with the redevelopment of District Six.

1.4 Further investigations required

As in any study conducted within a specific time frame, not all matters could be resolved at the time of release of this document. The following gaps therefore exist that need to be considered sooner rather than later in the precinct planning stage.

- The need for further archaeological guidance in respect of new sites identified that are of archaeological significance. It must be noted that more detailed archaeological studies may unearth further constraints on the site.
- The confirmation of land to be made available for the redevelopment of District Six over and above the areas verified for restitution.
- The geotechnical studies that informed the Development Framework were not sufficiently detailed to ascertain the true geotechnical constraints of the site and the cost implications of delivering a viable development platform.
- This Development Framework has been based on available topographical information at 2m contour intervals which does not provide a sufficient level of information as there is significant variation in topography across the site.
- The Development Framework was not informed by a Transport Impact Assessment and detailed information on road schemes.
- Wind testing of the proposed development massing has not been undertaken as part of this exercise.

1.5 Vision, informants and principles

1.5.1 Vision

The redevelopment of District Six affords the opportunity for the urban reconstruction of a part of the city centre which has remained void for so long, and for this blighted landscape to be integrated with its surrounds. The vision for realising this opportunity has emerged over a long period and through extensive consultation. It is specific to the site and its social, historic and geographical context and is as follows:

‘To provide restitution for those removed from District Six, through an integrated redevelopment which will result in a vibrant multicultural community whose dignity has been restored in a developmental environment, grounded in, and meeting the social and economic needs of the claimants and the broader community that will contribute towards the building of a new nation’.

The vision as illustrated in the District Six Draft Development Framework (August 2005), is to provide a mixed land-use development accommodating a range of housing types, different tenure options as well as a vibrant mix of people. It will also include places of work and educational, social and public amenities which are required to sustain this community in a healthy and sustainable manner. Critical to this re-development is the provision of dignified homes for a diverse group of people and the inclusion of ‘social’ housing. While the area cannot be re-built as it previously was, elements of the historic urban fabric, former street grid and building scale have been employed in the conception of the new plan.

Associated with this view for a re-constructed District Six is a social vision that speaks to the rebuilding of a dispossessed community. The intention is that claimants will gradually be resettled, as houses are built, in precincts associated with new and pre-existing social facilities (churches, mosques and schools). Claimants will be afforded reasonably sized houses or apartments, the ownership of which will remain within the claimant families. In this way the sale of houses for speculative reasons will be discouraged and the gentrification of the area potentially avoided.

As far as it is possible the redevelopment of the area takes principles of sustainability into account. With the provision of public transport and pedestrian friendly streets, the pervading reliance on the privately owned car is likely to be diminished.

1.5.2 Development Principles

The Development Framework has been informed by the following urban planning and design principles which have been derived from an analysis of the site and its context.

- Create a socially and economically integrated community
- Contribute to the positive reinforcement of the genius loci or sense of place that is physically and socially rooted to its location, topography and history.
- Use the development of commercial assets to cross subsidise the costs of development of claimant’s housing.
- New development will be at a medium to high density to make most efficient use of valuable inner city land and allow for all claimants to return to the site.
- Balance increases in density with the provision of open space and social amenities to support healthy urban lifestyles.
- Pilot sustainable technologies which reduce negative impacts on the environment and reduce the long term running and operational costs for future occupants.
- Promote more sustainable movement behaviour and alternatives to car use and car ownership, as far as possible
- Create comfortable public spaces which take into account the micro climate.
- Create a safe and secure neighbourhood based on sound urban design principles.
- Create streets which are appropriately scaled and reduce the negative impact of motorised transport on the environment.
- Bring nature into the city through the provision of ecological spaces and improve levels of biodiversity within the built environment.

