



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Case ID 1500161075

**Erf 158516, Adderley Street,
Trafalgar Place Flower Market,
Cape Town**

Development Management

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Spaces, V&A Waterfront, Dock Rd Junction
Cnr Stanley & Dock Roads
Cape Town

Erf 158516 Cape Town

Trafalgar Flower Sellers' Market

13B Darling Street, Cape Town

(Rev B)

Prepared by:
FJC Consulting
– Mr. J. Francis

Prepared For:
City of Cape Town Municipality
– Mr. G. September

Prepared on behalf of:
City of Cape Town
– Ms. R. Schnackenberg

Date:
March 2026

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Definitions

For the purpose of this application, and unless it appears otherwise in the text, the terms used herein are as follows:

PROPERTY CONCERNED

The property which forms the subject of this application is a portion of **Erf 158516 Cape Town**, and is located at **13B Darling Street, Cape Town City Centre**.

CLIENT

The Client being represented in this matter is the registered owner of the property concerned, being the **City of Cape Town Municipality**.

CONSULTANTS / APPLICANTS

FJC Consulting Town Planners & Land Surveyors (**Mr Jody Francis / Mr. Imtiyaaz Ahmed**), acting for the Client in this matter.

APPLICATION

Application is hereby made:

- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015) for **Consent** in terms of **Item 87(b)** of the Development Management Scheme (DMS) to permit the continued and formalised use of the affected portion of the subject property as an informal trading market.
- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015) for the **Municipal Approval** for alterations and improvements to the existing market structures in terms of **Item 89** of the DMS.
- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015) for the approval of the associated **Site Development Plan** in terms of **Item 88(a)** reflecting the proposed alterations and improvements to the existing market structures.
- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015), due to the subject property being within the CBD Heritage Protection Overlay Zone (HPOZ) and therefore requires **Municipal Approval** for structural changes within an HPOZ area.

DEVELOPMENT MANAGEMENT SCHEME (DMS)

The Development Management Scheme in terms of the City of Cape Town's Municipal Planning By-Law (2015), being the management scheme applicable to the property concerned.

PLANNING BY-LAW / MPBL

The City of Cape Town's Municipal Planning By-Law (2025).

MSDF

The Municipal Spatial Development Framework (2023).

DISTRICT PLAN

The Table Bay District Plan (2023).

LOCAL AUTHORITY / COUNCIL

City of Cape Town Municipality (District A – Table Bay).

Executive Summary

Date: March 2026

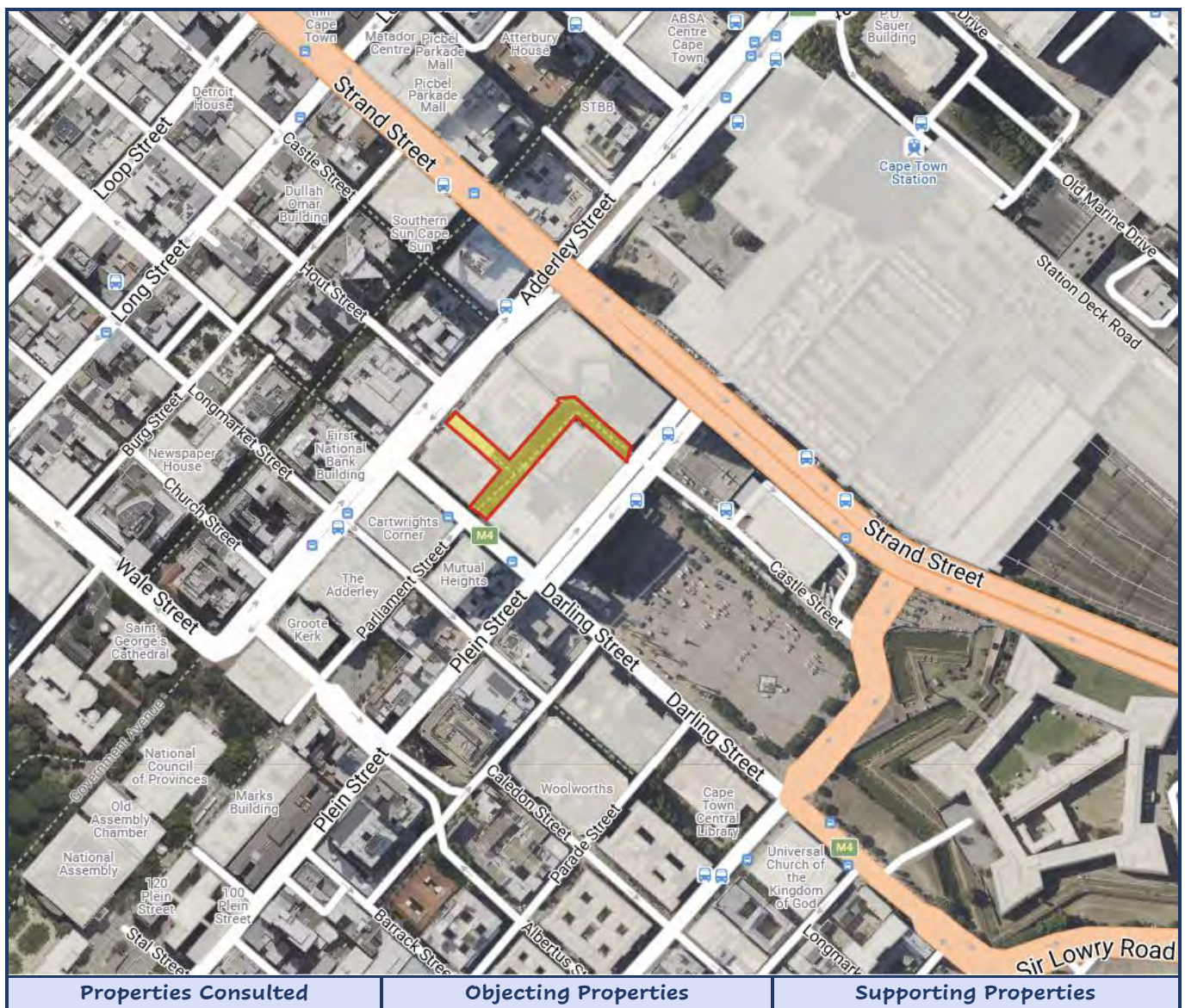
To:

Subject: Application in terms of Section 42(i) of the Municipal Planning By-Law for Consent in terms of Item 87(b), SDP in terms of Item 88(a), Municipal Approval in terms of Item 89 and Municipal Approval necessary to authorise the continued and formalised use of the affected portion of the subject property as an informal trading market

1. Application Summary

- 1.1 Existing Zoning: Transport Zone (TR2)
- 1.2 The Application: In terms of Section 42(i) for Consent, SDP and Municipal Approval for the continued and formalised use of the affected portion of the subject property as an informal trading market.
- 1.3 Date of Application: March 2026

All original documentation will be available to your committee.



Section One - Introduction

1.1 BACKGROUND INFORMATION

The Trafalgar Place Flower Market, widely known as the Adderley Street Flower Market, is one of the oldest and most enduring street markets in Cape Town. Established in the late 19th century, the market has operated for more than 150 years, with flower-selling often passed down through generations of families. The colourful stalls—offering indigenous fynbos, proteas and seasonal flowers—have long contributed to the vibrancy and cultural character of the city centre, making the market an iconic feature of the urban streetscape and a symbol of Cape Town's living heritage.

Despite its historical and cultural significance, the facility has experienced gradual physical deterioration and no longer adequately supports the needs of traders, visitors, or the evolving public realm of the CBD. As the surrounding city continues to develop and modernise, there is a growing need to revitalise and upgrade this important heritage trading space to ensure it remains functional, safe and welcoming.

This application seeks to facilitate the sensitive upgrade and improvement of the Trafalgar Place Flower Market, enhancing infrastructure and trading conditions while preserving the unique cultural identity and historical legacy of the market within Cape Town's CBD landscape.

This application comprises a set of technical submissions prepared to support the proposed upgrade of the **Trafalgar Street Flower Market**. The submission includes the relevant architectural design drawings, site development plans, and supporting technical reports that outline the proposed improvements to the market's infrastructure and public realm. These documents detail aspects such as the spatial layout of trading stalls, circulation areas, service provisions, and upgrades to paving, landscaping and utilities.

Together, the technical components of the application aim to demonstrate how the proposed development will enhance the functionality, safety and aesthetic quality of the market environment while respecting the historic character and cultural significance of the long-established flower market within the city centre.

1.2 THE CONSULTANTS

The Consultants in this matter are:



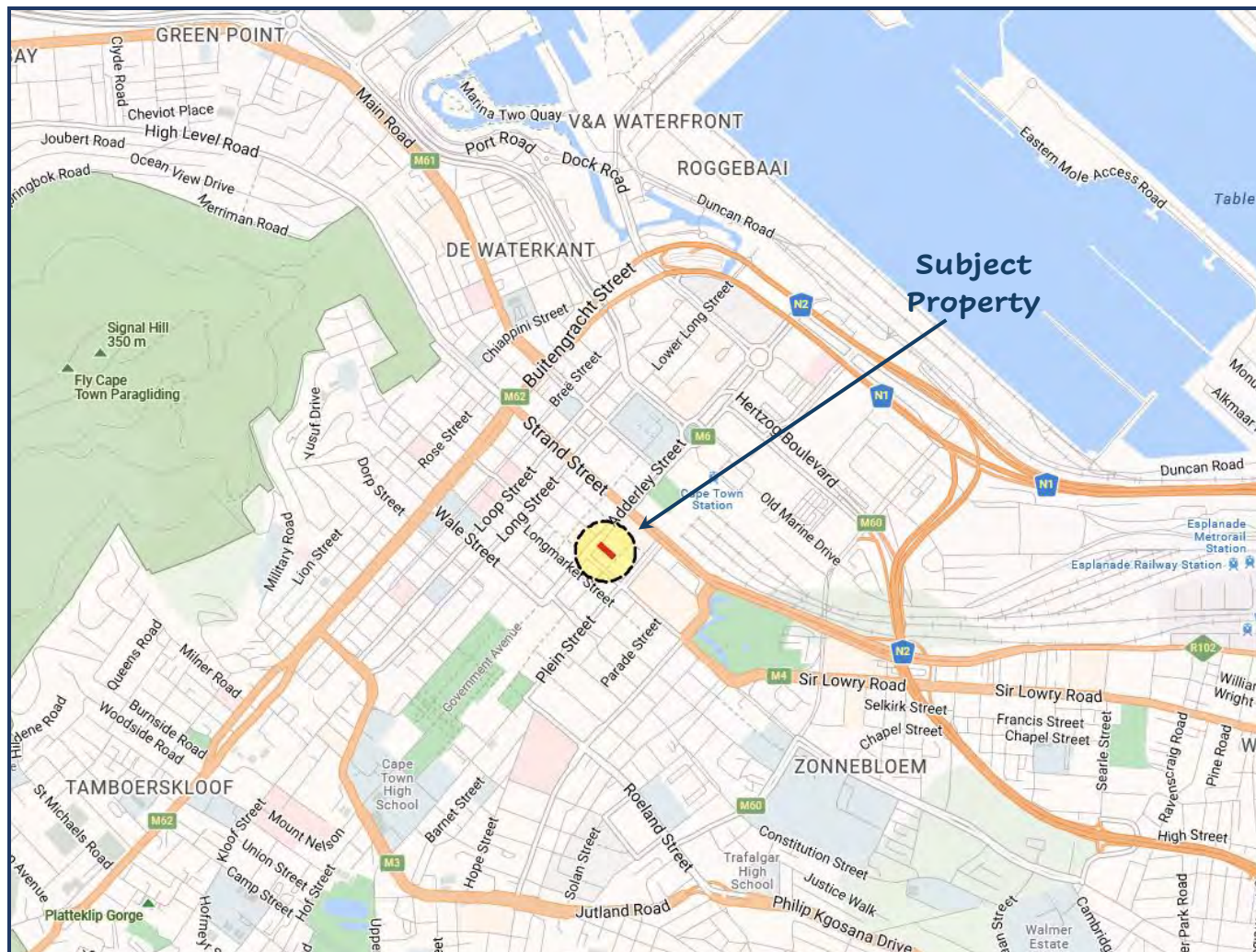
Represented herein by **Mr. Jody Francis**.

1.3

THE CLIENT

The Applicant acts under Special Power of Attorney (refer to **Annexure A**) for the registered owner of Erf 158516 Cape Town, being:

The City of Cape Town Municipality



 TOWN PLANNING & LAND SURVEYING	Project: Ptn. of Erf 158516 Cape Town	Title: Consent & Municipal Approval Application	Date: Mar '26
	Legend:		Figure: 1 Locality Plan

1.4

THE APPLICATION

Pursuant to the above, application is herewith made for the approval, by the City of Cape Town Municipality for the land use application submitted in favour of Erf 158516 Cape Town.

Application is made:

- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015) for **Consent** in terms of **Item 87(b)** of the Development Management Scheme (DMS) to permit the continued and formalised use of the affected portion of the subject property as an informal trading market.

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- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015), due to the subject property being within the CBD Heritage Protection Overlay Zone (HPOZ) and therefore requires **Municipal Approval** for structural changes within an HPOZ area.

1.5 THE PURPOSE OF THE REPORT

The purpose of this report is to inform Council, relevant officials and interested parties of the application submitted in respect of the property concerned.

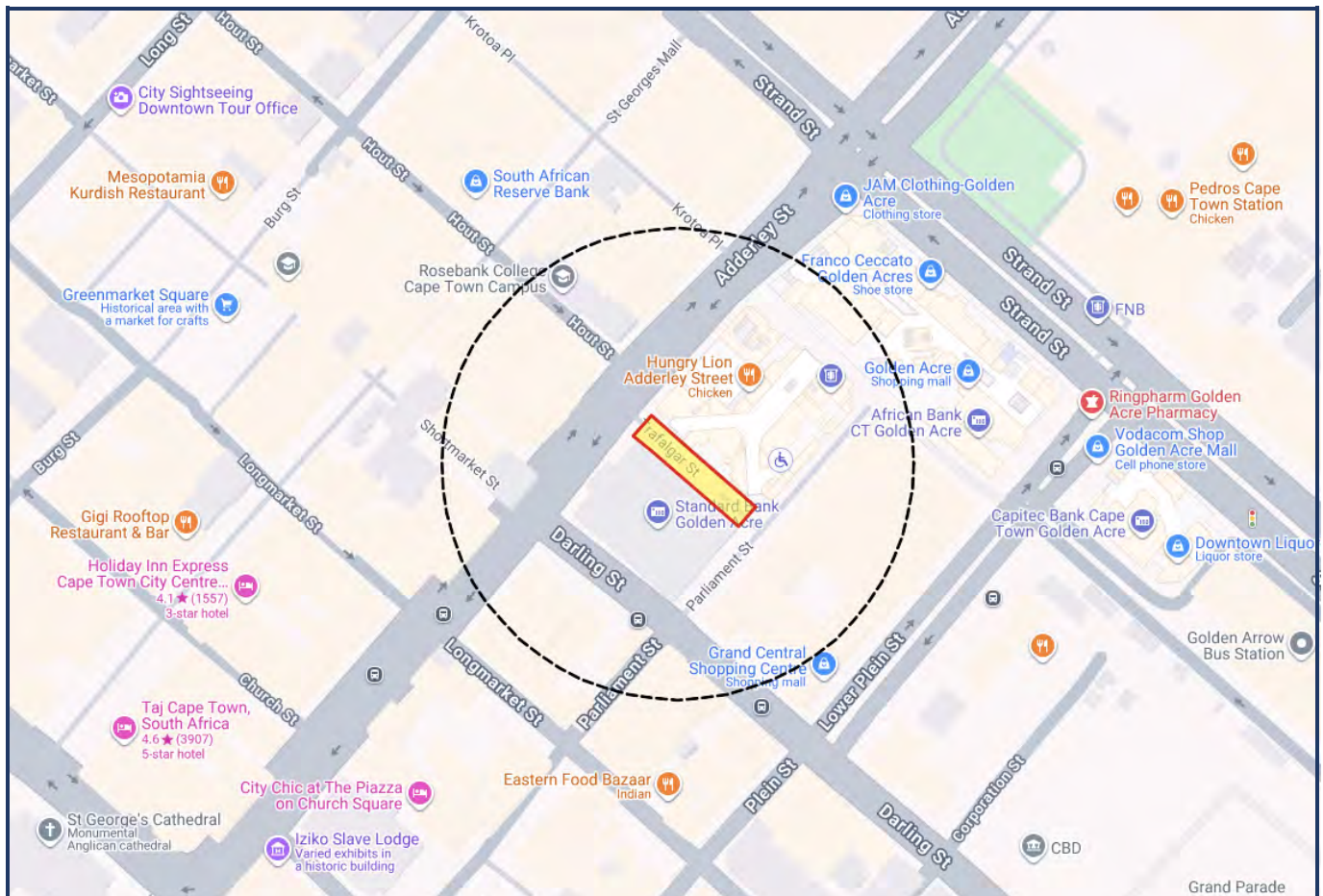
The report further provides the necessary motivation in support of the proposed development and outlines the specific details of the application, thereby facilitating a clear understanding of the proposal and enabling the efficient assessment and processing of the application by the relevant authorities.

Section Two – Property Details

2.1 PROPERTY DESCRIPTION

With regard to the description of the property concerned, title deed (refer to **Annexure B**), describes the property concerned as:

**Erf 158516 Cape Town, in the City of Cape Town,
Cape Division, Province of the Western Cape**



 FJC CONSULTING TOWN PLANNING & LAND SURVEYING	Project:	Title:	Date:
	Ptn. of Erf 158516 Cape Town	Consent & Municipal Approval Application	Mar '26
	Legend:	North: 	Figure: 2 Locational Context

2.2 OWNERSHIP

With regard to the ownership of the registered property identified in 2.1 above, and as confirmed by title deed (refer to **Annexure B**), the registered owner is:

City of Cape Town Municipality

Represented herein by **Raafiq Kolia**.

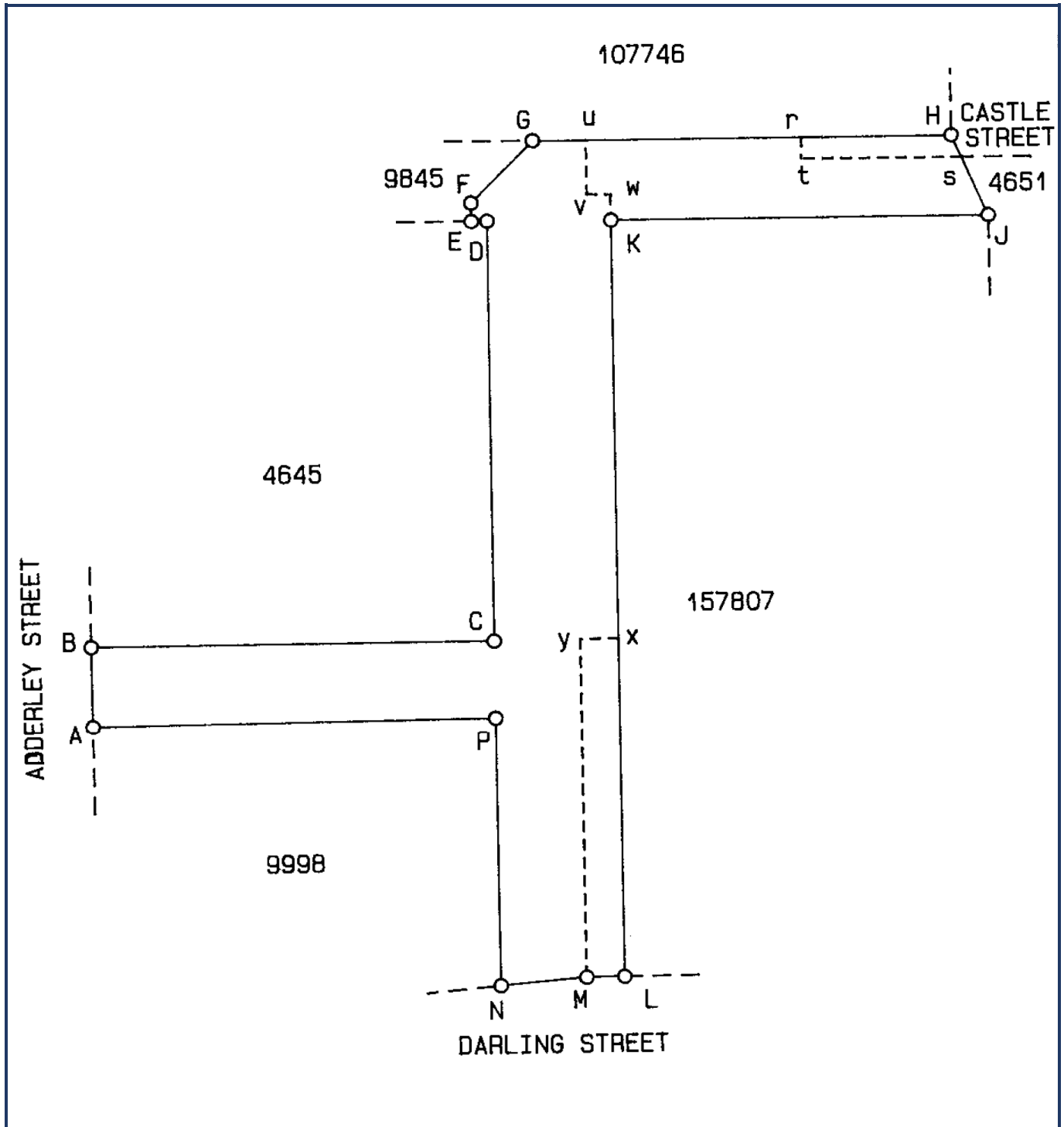
2.3

EXTENT

Regarding the extent of the property concerned, the Title Deed and SG Diagram (refer to **Annexure C**) confirm the extent to measure:

3676m²

Three Six Seven Six Square Meters



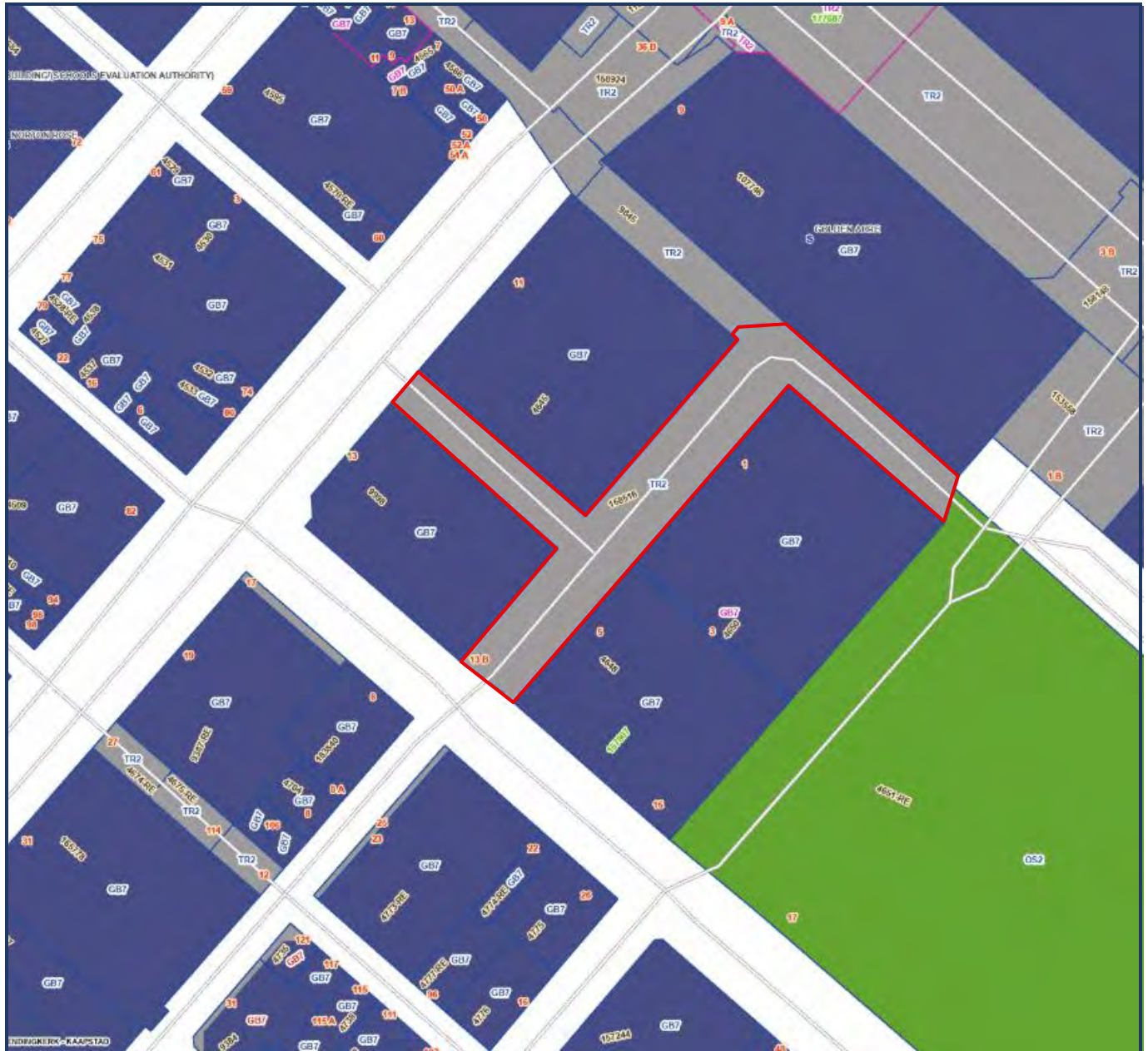
 FJC CONSULTING TOWN PLANNING & LAND SURVEYING	Project: Ptn. of Erf 158516 Cape Town Legend:	Title: Consent & Municipal Approval Application	Date: Mar '26 Figure: 3 SG Diagram
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2.4

ZONING

In terms of the zoning of the subject property, investigation with the City of Cape Town (refer to **Figure 4** and **Annexure E**), revealed that in terms of the Development Management Scheme, the subject property is zoned:

Transport Zone (TR2)



 FJC CONSULTING TOWN PLANNING & LAND SURVEYING	Project: Ptn. of Erf 158516 Cape Town	Title: Consent & Municipal Approval Application	Date: Mar '26
	Legend: General Business (GB7)  Open Space (OS23) 	Transport Zone (TR2) 	North:  Figure: 4 Zoning

2.5

EXISTING LAND USE

The Trafalgar Place Flower Market, commonly known as the Adderley Street Flower Market, is a partially covered, open-air flower trading area located within the Cape Town CBD. The current improvements consist mainly of informal stalls along the Trafalgar Street road reserve, where traders display and sell fresh flowers under umbrellas or lightweight structures.

The market operates as a small-scale trading space for the daily sale of flowers, contributing to the vibrancy, informal economy and unique character of the city centre.



Project:

Ptn. of Erf 158516 Cape Town

Legend:

Title:

Consent & Municipal Approval Application

Date:

Mar '26

North:



Figure:

5

Land Use

2.6

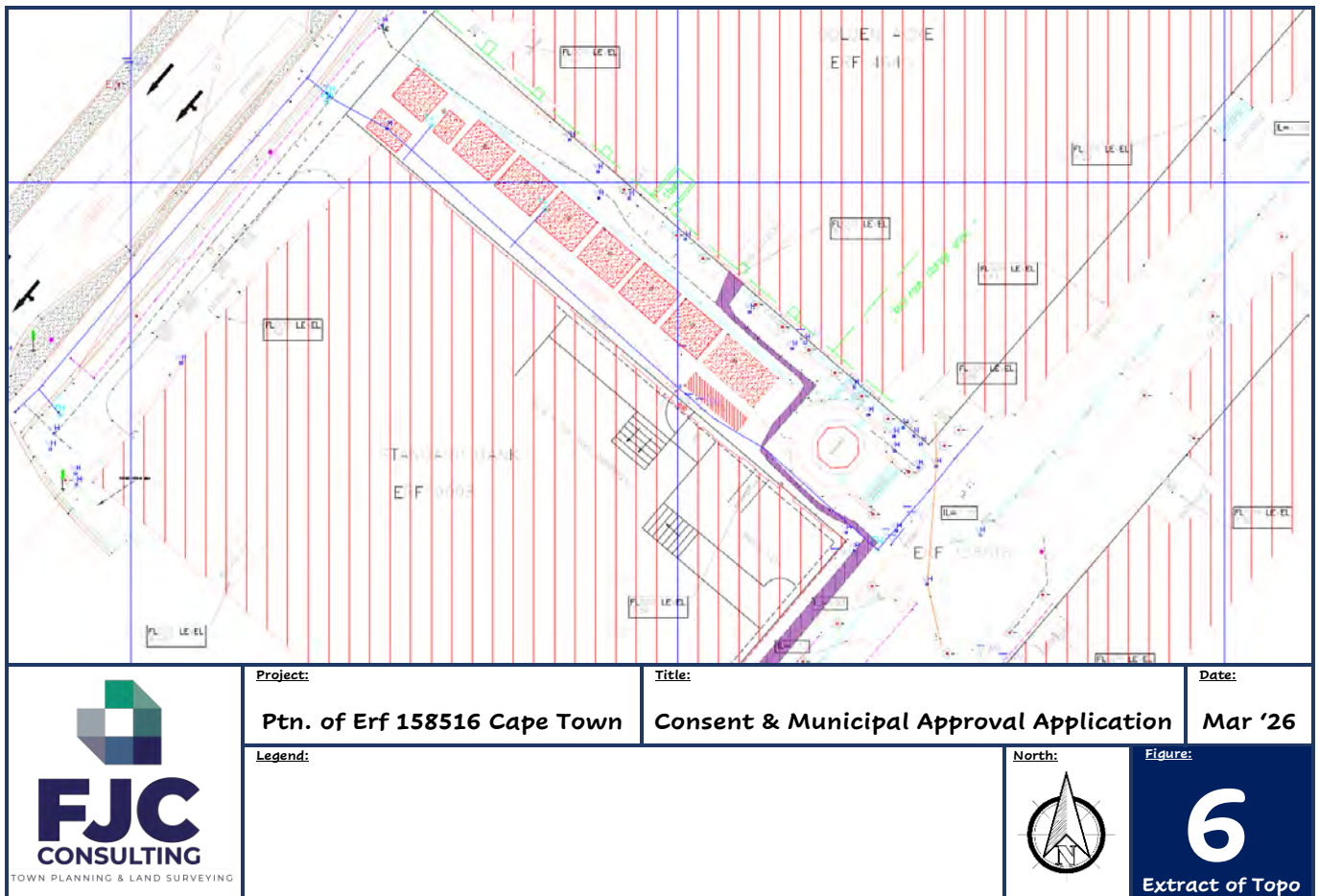
ACCESS

As can be established from the street view images included in **Figure 5** above as well as from the topographic survey in **Figure 6** below, the affected area of Trafalgar Street which forms the subject of this application has been pedestrianised with no vehicular access possible.

Pedestrian access to the area is available off Adderley Street to the north-west and Parliament Street to the south-east.

Based on the topographical survey that was undertaken of the affected area, we observe that in addition to the pedestrian access which is available from the two abutting roads, there is also an additional pedestrian access which is located midway into the flower sellers' market from the Golden Acre Shopping Mall to Parliament Street.

There are also certain services entrances to the abutting building on Erf 9998 Cape Town (Standard Bank Building) and Erf 4645 Cape Town (Golden Acre) that are accessed via the affected portion of Trafalgar Street.



2.7

TITLE DEED / RESTRICTIVE CONDITIONS

In light of the current use of the affected portion of the subject property as an informal trading market, by the flower sellers, a cursory review of the property's title deed was undertaken to identify any conditions / restrictions that could potentially conflict with the proposed upgrade.

This assessment confirms that no title deed conditions exist that would impede or contradict the current design proposal, ensuring that the project can proceed.

2.8

SERVICES

The affected portion of the subject property is located within an existing road reserve.

Unlike registered land units, which are required to be individually serviced prior to their clearance and registration in the Deeds Office, road reserves are not typically provided with dedicated municipal service connections. Instead, they are primarily intended to accommodate the conveyance and routing of bulk and reticulation infrastructure such as water, sewer, stormwater, electrical and telecommunications networks that serve the broader surrounding area. As such, service infrastructure within road reserves is generally limited to underground networks passing through the area rather than direct connections servicing a specific land parcel.

In the case of the subject property and based on the detailed surveys undertaken within the affected area, it has been established that the site is currently provided with limited services.

The investigations, which included comprehensive topographic surveys and ground-penetrating radar (GPR) scans, were undertaken to accurately identify the location and alignment of existing underground services within the road reserve. These assessments confirm that while various municipal services may traverse the broader road reserve, the specific portion of the site affected by the proposed upgrade contains limited direct services connections, as reflected in the attached topographic survey (see **Annexure F**), and that the proposed market upgrade can therefore be designed to ensure that the integrity and accessibility of any surrounding service infrastructure is maintained.

2.9

SERVITUDES

Upon review of the relevant title deed, General Plan, and Noting Sheet, there is no indication or mention of any servitudes affecting the subject property or its vicinity that would influence the proposed upgrade of the flower sellers' market.

2.10

HERITAGE

The Flower Market site is a Grade IIIA cultural heritage resource formally protected under Sections 30 and 31 of the National Heritage Resources Act (NHRA). This legal status is maintained through its location within the Central City Heritage Protection Overlay Zone (HPOZ).

The area holds exceptionally high intangible cultural heritage significance due to a tradition of flower selling that dates back approximately 166 years. Historically, the market represents the resilience and autonomy of black and coloured business owners who were able to trade independently in the inner city during the apartheid era, despite facing displacement from areas like Constantia.

Key components of the site's heritage include:

- **Bishop Lightfoot Memorial:** This structure is a **Provincial Heritage Site** (Grade IIIA) and is formally protected as a Provincial Register site. Erected in 1907, it has high cultural heritage significance and strong associational ties to the humanitarian work of Thomas Lightfoot.
- **Existing Built Form:** The modern structures currently on-site, including the leaking roof, decorative metal gates, and defunct ablution block, are assessed as having no architectural, symbolic, or scientific significance.

- **Contextual Significance:** The site is situated in a heritage-rich environment adjacent to several Grade IIIA landmark buildings, such as the Standard Bank Building and the Central Post Office.

Consequently, the proposed upgrade involves a concurrent application to Heritage Western Cape (HWC) in accordance with Section 34 (S34) of the National Heritage Resources Act (NHRA). While HWC oversees the S34 demolition process, the City of Cape Town, as the competent authority, is responsible for considering applications pertaining to work within the Heritage Protection Overlay Zone (HPOZ) and the relocation of the Memorial, which are governed by Sections 30 and 31 of the NHRA. These applications are included as part of this submission.

2.11 ENVIRONMENTAL MANAGEMENT

The subject property is located within the already developed urban environment of the Cape Town central business district and forms part of an existing road reserve associated with the Flower Market. The site is fully transformed and characterised by hard surfaces and existing urban infrastructure. As such, the proposed upgrade relates to improvements within an established built environment and does not involve the disturbance of natural habitats or sensitive environmental features. Consequently, no significant environmental impacts are anticipated as a result of the proposed development.

In assessing the potential environmental impact associated with the proposed upgrade of the subject area, as well as in seeking to identify whether the proposed development and use triggered any of the listed activities in terms of the National Environmental Management Act, a brief desktop assessment served to confirm that none of the listed activities are triggered by the development application concerned.

Based thereon, the Applicant did not consider it necessary to undertake an Applicability Checklist.

Therefore, no environmental authorisation is required.

2.12 OVERLAY ZONES

The subject property is situated within a Heritage Protection Overlay Zone – HPOZ / 2 / 3 (5 – Central City).

It is also noted that in terms of the City of Cape Town's Heritage inventory, the subject property is Graded 3A.

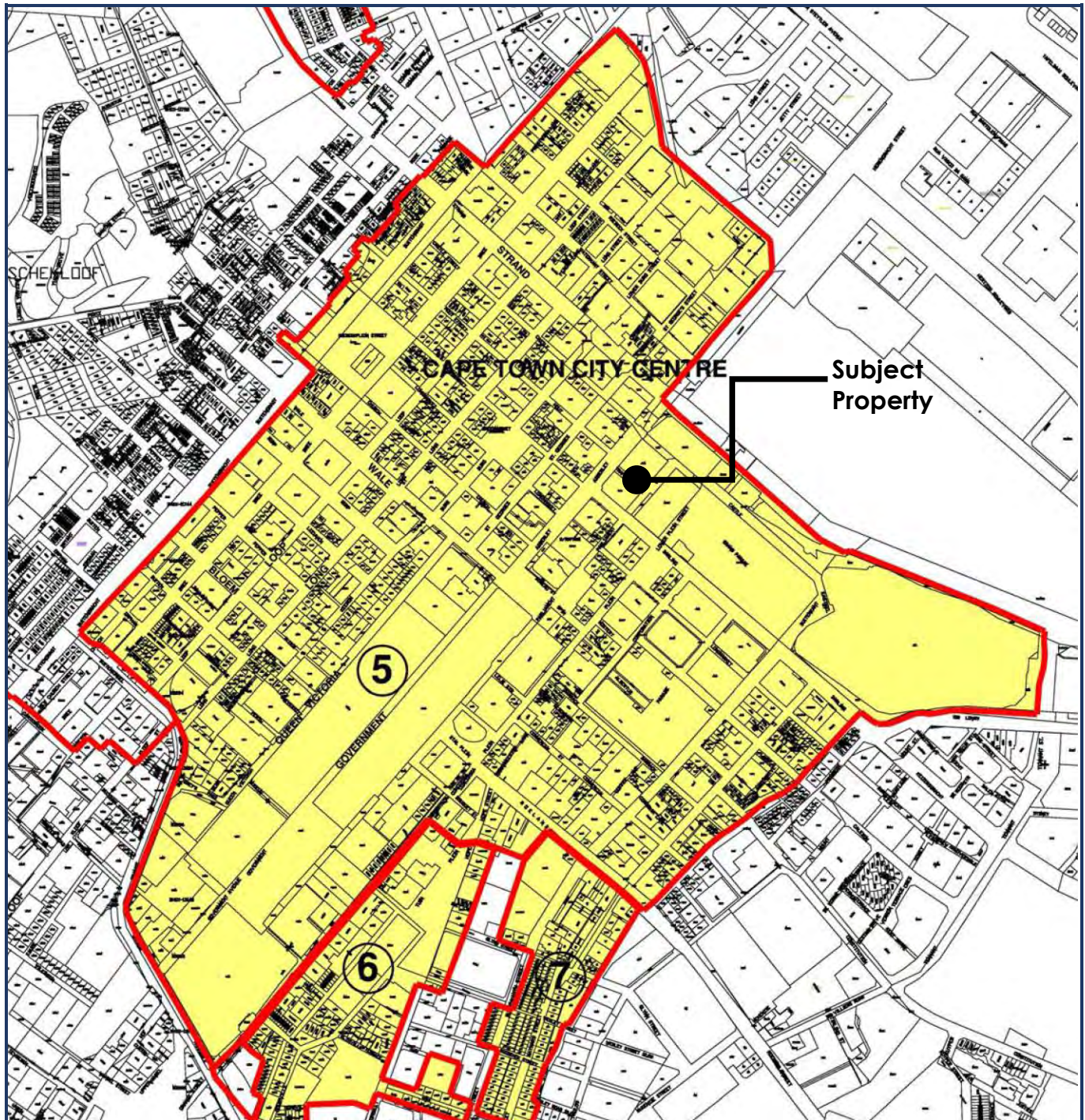
As a result of the above, application is required to be made for Municipal Approval due to the proposed upgrades at the flower sellers' market being located within a designated heritage protection overlay zone, being HPO / 2 / 3 – Maynard Street – see **Figure 7** below.

In practical terms, the HPOZ is triggered whenever any work is proposed within a designated protection zone. This requires a formal application process through the City of Cape Town, specifically:

- **Land Use Management:** Any activity within an HPOZ must be approved as part of the land use management application process **under section 42(i) of the Municipal Planning By-Law (MPBL)**.
- **Significance Assessment:** The City must take into **account the effect such activity may have on the significance of the heritage place or area**.

- **Development Desirability:** The application process is also triggered by the need to assess the desirability of the proposed use or development of the land in relation to its heritage impact.

In the specific case of the Flower Market, the HPOZ is triggered because the site is located within the Central City HPOZ and is listed as a Grade IIIA cultural heritage resource regarding its cultural practices. Therefore, any new work on the site requires a formal application to the City of Cape Town as the competent authority.



 FJC CONSULTING TOWN PLANNING & LAND SURVEYING	Project: Ptn. of Erf 158516 Cape Town	Title: Consent & Municipal Approval Application	Date: Mar '26
	Legend:	North: 	Figure: 7 Overlay Zone

Section Three – Land Use Application

3.1 PROPOSED CONSENT

In this section of the application, we assess whether the proposed upgrade and continued use of the affected portion of the subject property as an informal trading market is permissible in terms of the current zoning of the subject property, or whether applications for either rezoning, consent, or temporary departure will be required.

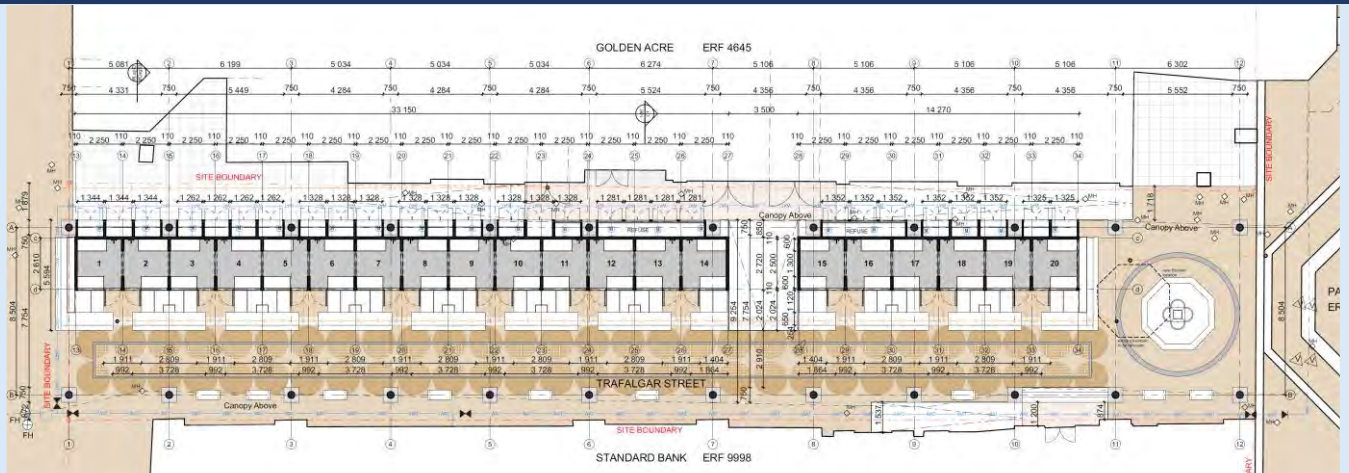
The current uses permitted on the subject property is informed by the below Primary Uses, Additional Uses and Consent Uses.

Table 1: Buildings Permitted in the Transport Use Zone (TR2)		
Use Zone	Primary Uses	Consent Uses
Transport (TR2)	- Public Street - Public Road - Minor Freestanding Base Telecommunication Station - Minor Rooftop Base Telecommunication Station - Filming - Electric Vehicle Charging Stations - Micro Wind Turbine - Structure-Mounted Energy System	Consent uses are any other use defined in this Development Management Scheme
	Additional Uses	
	Small-Scale Wind Turbine, subject to the development rules in Item 25E	

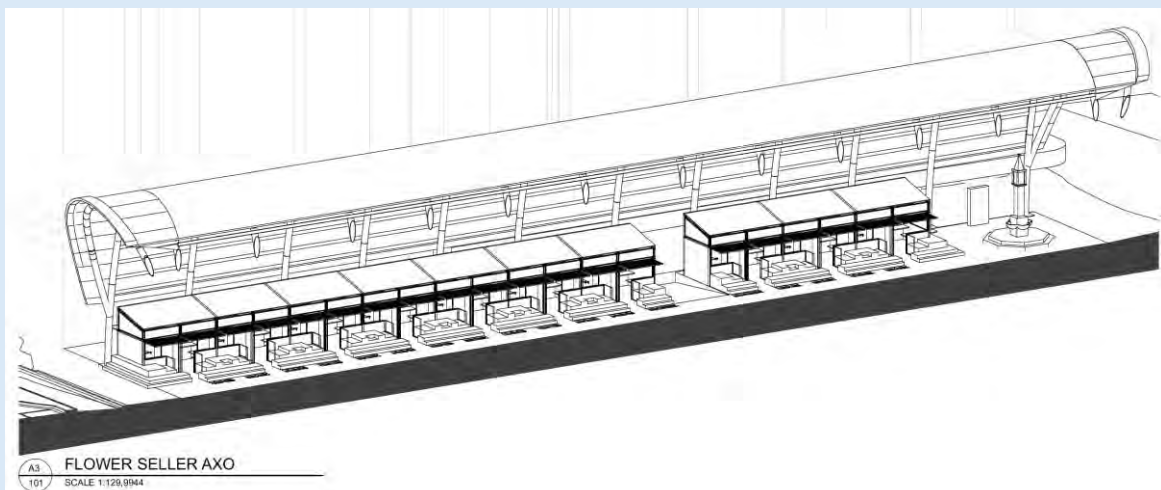
Based on the above, we identify that Informal Trading is a use defined in this scheme as:

‘informal trading’ means the legal selling of products in areas demarcated by the City specifically for these purposes, such as markets and other demarcated areas;

As a result, the proposed upgrade and the continued use of the subject property as an informal flower sellers’ market requires that application for Consent be pursued.



C3 FLOWER SELLER PLAN
106 SCALE 1:100



A3 FLOWER SELLER AXO
101 SCALE 1:125,9944



In addition to the above, we acknowledge that the City of Cape Town is currently actively engaged in the process outlined in the Informal Trading By-law, including the preparation of a trading plan as well as ongoing consultation with affected flower sellers – Informal Trading Plan attached as **Annexure G**.

This engagement ensures that all steps required by the By-law, such as stakeholder participation, transparent decision-making, and consideration of trading conditions are being followed as the market upgrade is planned and implemented.

3.2 MUNICIPAL APPROVAL – ITEM 89

In addition to the application for Consent to upgrade and continue using the affected area of the subject property as a flower sellers' market, the proposed improvements as set out in the attached Site Development and Landscaping Plans (refer to **Annexure H and J**) involve alterations and improvements to the existing market structures within the road reserve.

Item 89 of the Development Management Scheme provides as below:

No person shall: –

- (a) construct a private crossing, bridge or culvert onto, under or across a public street;*
- (b) construct or lay a sidewalk on a public street;*
- (c) construct a verandah, stoep, wall, steps or other projection in or over a public street;*
- (d) deposit or leave any goods, articles, building materials or waste in a public street or public road reserve other than for a reasonable period during the course of loading, off-loading or removal thereof,*

except in accordance with and after the City has given its approval.

Based on the above provision, application is simultaneously made for Municipal Approval in terms of this regulation, so that the proposed improvements may be carried out.

3.2 MUNICIPAL APPROVAL – ITEM 88

In addition to the application for Consent to upgrade and continue using the affected area of the subject property as a flower sellers' market and where the subject property is zoned TR2, the City of Cape Town Land Use Management Branch advises that the below Section 88 of the Development Management Scheme must be complied with via the submission of a Site Development Plan for approval.

88 Development rules

The following development rules apply:

- (a) The City may require a site development plan for a primary use and shall require a site development plan for a consent use application.*
- (b) The site development plan as approved by the City shall constitute the development rules for a primary use if applicable, and a consent use.*
- (c) The provisions for a site development plan in item 123 shall apply.*

In terms of the above, application is simultaneously made for the approval of the approval of the Site Development Plans concerned.

3.3 MUNICIPAL APPROVAL – HPOZ

Due to the fact that the subject property is located within a Heritage Protection Overlay Zone Area (HPO / 2 / 3 – City Centre), the improvements to the flower sellers informal trading market proposed on a portion of Erf 158516 Cape Town requires that application be simultaneously made for Municipal Approval in terms of Item 162(1) of the Development Management Scheme which reads:

162 General provisions: Heritage Protection Overlay Zoning

- (1) Unless exempted, the following activities affecting a place or an area protected as a Heritage Protection Overlay zone require the approval of the City:
 - (a) any alteration, including any action affecting the structure, appearance or physical properties of a heritage place, whether by way of structural or other works, by painting, plastering or other decoration or any other means;
 - (b) any development, including any physical intervention, excavation, or action other than those caused by natural forces, which may in any way result in a change to the appearance or physical nature of a heritage place, or influence its stability and future well-being, including --
 - (i) construction, alteration, demolition, removal or change of use of a heritage place or a structure at a heritage place;
 - (ii) carrying out any works on or over or under a heritage place;
 - (iii) subdivision or consolidation of land comprising a heritage place, including the structures or airspace of a heritage place;
 - (iv) any change to the natural or existing condition or topography of land; and
 - (v) any permanent removal or destruction of trees (unless the City is satisfied, after an inspection or based on objective evidence, that a tree is infested to cause damage or disease to other trees), or removal of vegetation or topsoil;
 - (c) addition of any new structure;
 - (d) partial demolition of a structure;
 - (e) alteration to or removal of any historical landscape or any landscape feature, including boundary hedges and mature plantings; or addition or removal of or alteration to hard landscape surfaces, street furniture or signage;
 - (f) any below-ground excavation.

Given the historic and cultural significance of the Flower Market and its location within the historic core of the Cape Town CBD, the Heritage Protection Overlay Zone (HPOZ) component of this application is of particular importance. The area forms part of a historically sensitive urban precinct that contains numerous heritage resources and long-standing cultural traditions, including the flower market itself, which has operated in this location for more than a century.

The HPOZ process ensures that any proposed interventions within this context are carefully assessed to protect the historic character, sense of place and cultural significance of the surrounding environment. In this regard, the application seeks to demonstrate that the proposed market upgrade has been sensitively designed to respect the heritage value of the area while enhancing the functionality and public realm of the trading space. The HPOZ component therefore provides an important mechanism to ensure that improvements to the market are undertaken in a manner that preserves and reinforces the historical identity and heritage significance of this well-established part of Cape Town's city centre.

In terms of the above, the attached Draft Heritage Report (refer to **Annexure K**) details the proposed upgrade of the Flower Market on Adderley Street in Cape Town. It identifies that the project aims to provide a modern, better-serviced trading environment while preserving and celebrating the site's extensive intangible heritage, which dates back approximately 166 years.

The report outlines a comprehensive plan for the site, which is situated within the Central City Heritage Protection Overlay Zone (HPOZ) and holds Grade IIIA status for its cultural practices. Key elements of the proposed work include:

- **Physical Upgrades:** Demolishing the existing, dark, and leaking roof and ground structures to make way for a new, lightweight catenary roof structure.
- **Trading Facilities:** Installing 20 new trading stalls designed as contemporary interpretations of greenhouses, featuring secure, lockable storage.
- **Infrastructure:** Levelling the ground plane to create a unified surface between Adderley and Parliament Streets and upgrading water, drainage, and electricity services.
- **Heritage Preservation:** Relocating and refurbishing the Bishop Lightfoot Memorial (a Provincial Register site) to a more visible, central position where it no longer blocks circulation.
- **Intangible Heritage:** Integrating new public artwork and interpretive displays that honour the multigenerational history of the flower sellers and their connection to the landscape.

The project has followed an iterative design process informed by continuous engagement with stakeholders from Architectural Stage 2 through to the current Stage 4.

- **Initial Support:** In Stage 2, comments from the City of Cape Town (CoCT) Environment and Heritage Management, the Monuments and Public Art Unit, and the Flower Sellers User Group were largely supportive of the conceptual direction.
- **Design Refinements:** Consultations led to specific requirements, such as a detailed Method Statement for the safe relocation of the Memorial and the need for new interpretive displays to replace those being removed.
- **Addressing Concerns:** Following feedback from the Urban Design Branch in Stage 3, the design was refined to address issues like pedestrian safety and technical durability. Notable adjustments include:
 - o Lowering the roof height by 1.5 metres to improve its relationship with the stalls and surrounding buildings.
 - o Introducing wind baffles to manage localised wind effects within the structure.
 - o Designing benches specifically to provide seating while discouraging "rough sleeping".

- **Ongoing Engagement:** The Stage 4 report and Land Use Management (LUM) Site Development Plan are being re-issued to all Interested and Affected Parties (IAPs) to invite final updated comments before the submission of a formal application to heritage authorities.

Once the comments on the Stage 4 Draft Heritage Report have been received from the various Interested and Affected Parties (IAPs), the following steps will be taken to move the project toward:

- **Responding to Stakeholders:** All comments received from IAPs regarding the Stage 4 developed proposals will be reviewed and responded to.
- **Finalising the Heritage Report:** These responses, along with any necessary refinements to the design, will be incorporated into the Final Heritage Report.
- **Submission to Authorities:** The Final Heritage Report will then be formally submitted to the relevant authorities—specifically Heritage Western Cape (HWC) and the City of Cape Town (CoCT)—along with the full package of Architectural and Urban Design details. This is done to obtain the necessary legal permissions for the demolition of existing structures (NHRA S34) and the new work within the Heritage Protection Overlay Zone (HPOZ).

Based on the above, and as soon as the approval from Heritage Western Cape has been received, this will then be submitted to the City's Land Use Management and Heritage Branches, so that the approval of the land use application for, inter alia, work in an HPOZ can be finalised.

3.4 PRE-SUBMISSION CONSULTATIONS

The project team has undertaken extensive pre-submission consultations with all relevant branches of the municipality, including departments responsible for urban planning, heritage, infrastructure, and public health.

These engagements have been instrumental in shaping the current proposal. Feedback and recommendations received during these consultations have been carefully reviewed and integrated into the design, ensuring that the upgraded market aligns with municipal priorities, regulatory requirements, and operational considerations.

This collaborative approach has enabled the project to address potential concerns proactively, enhancing functionality, accessibility, safety, and heritage sensitivity.

The resulting proposal represents a design that is both responsive to stakeholder input and grounded in best practice urban design principles.

Furthermore, in a pre-submission consultation with Paul Heydenrych of City of Cape Town (Land Use Management), it was established that as explained in the October 2025 MPBL additional information document (paragraph 8.4) quoted below, and due to the site being zoned for TR2 purposes and not demarcated in terms of the Informal Trading Bylaw, **Item 92** of the DMS is not applicable and as a result, an application for consent in terms of Item 87(b) is required, as applied for herein.

8.4. Items 47A, 49A, 54A, 81A, 98A, 111B and 116A of the Development Management Scheme introduce informal trading under Community Zoning 1: Local (CO1); Community Zoning 2: Regional (CO2), Local Business Zoning 1: Intermediate Business (LB1); Utility Zoning (UT), Open Space Zoning 1: Environmental

conservation (OS1), Agricultural Zoning (AG) and Rural Zoning (RU) as a consent use respectively. In some other zonings it is already listed as a consent use. Informal Trading in these zonings do not require an approval in terms of the Development Management Scheme if it is on site demarcated in terms of the City's by-law on Informal trading. The Informal Trading By-law is available here (to be read in conjunction with the amendments thereto): [Informal Trading By-law.pdf \(capetown.gov.za\)](#).

3.5 DEVELOPMENT CONTROLS

Properties zoned Transport Zone 2 (TR2) are not subject to the conventional development parameters that typically apply to other land use zones, such as prescribed floor factors, height restrictions, coverage limits or building lines.

The primary purpose of the TR2 zoning is to accommodate transport-related infrastructure and associated uses within road reserves and transport corridors.

As a result, development proposals on land zoned TR2 are generally assessed on the basis of the Site Development Plan (SDP) itself rather than against predetermined zoning parameters.

The evaluation therefore focuses on the appropriateness of the proposed design, layout, scale and functionality within the context of the surrounding environment, as well as its compatibility with the intended transport-related function of the property and the broader public realm.

Accordingly, the Site Development Plan will not be subject to any additional evaluation regarding development controls.

Section Four – Motivation

4.1 DESCRIPTION OF SURROUNDING AREA & USE

The subject property is located within the Cape Town Central Business District (CBD), an area characterised by a high intensity mix of commercial, retail, institutional, hospitality and transport-related land uses. Surrounding properties accommodate a range of activities including office buildings, ground-floor retail premises, hotels, restaurants, public transport facilities and public spaces.

The zoning in the area generally supports mixed-use urban development, allowing for a combination of commercial, retail, business and public-oriented activities typical of a metropolitan city centre.

The built environment is highly urbanised and consists predominantly of multi-storey buildings forming continuous street frontages with active ground-floor uses that contribute to a vibrant pedestrian environment.

The area experiences high levels of pedestrian activity and serves as an important economic and transport hub within the city.

The existing informal flower market forms part of this dynamic urban context and contributes to the vibrancy and economic diversity of the CBD.

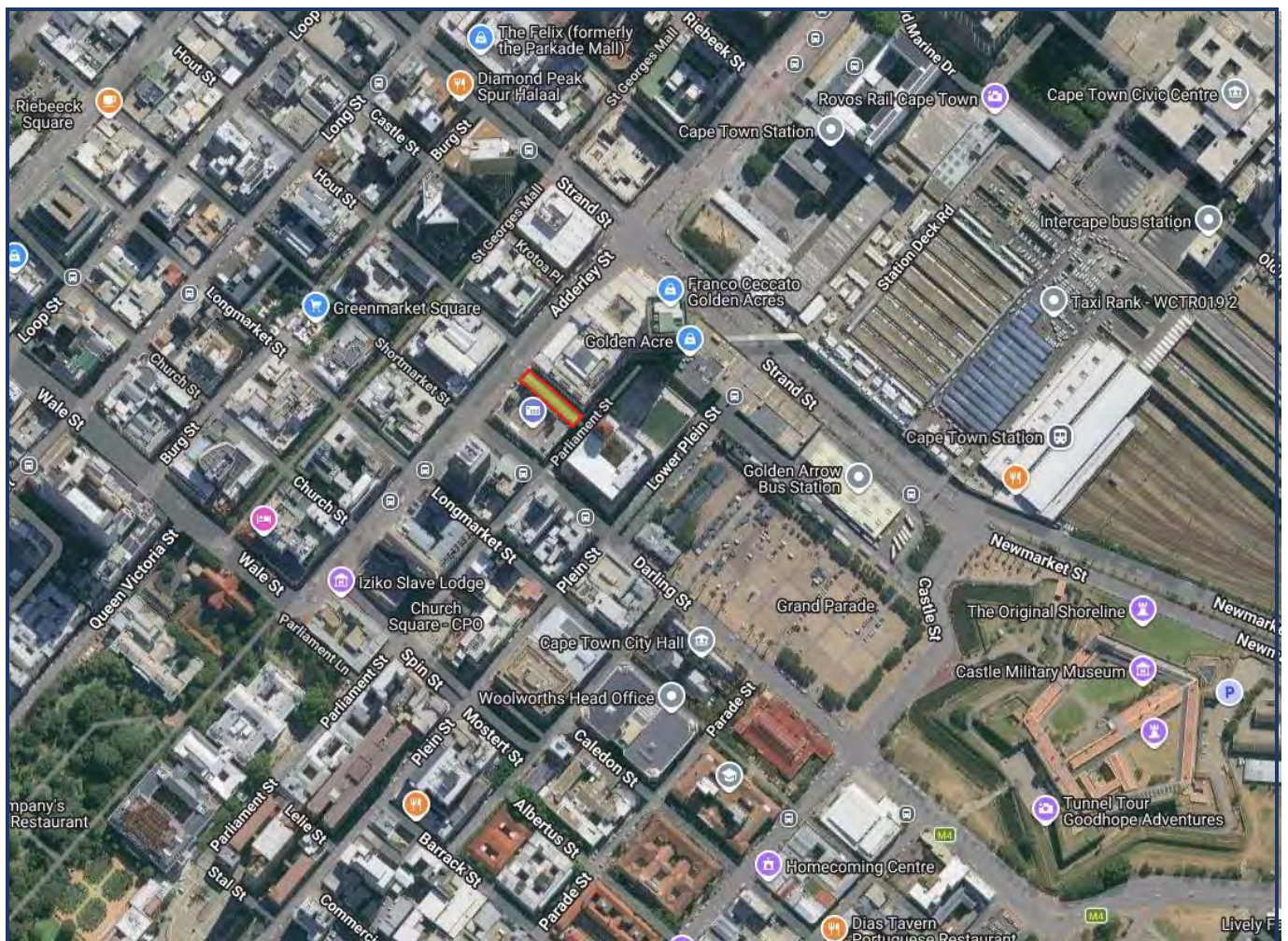


Diagram 1 – Surrounding Area

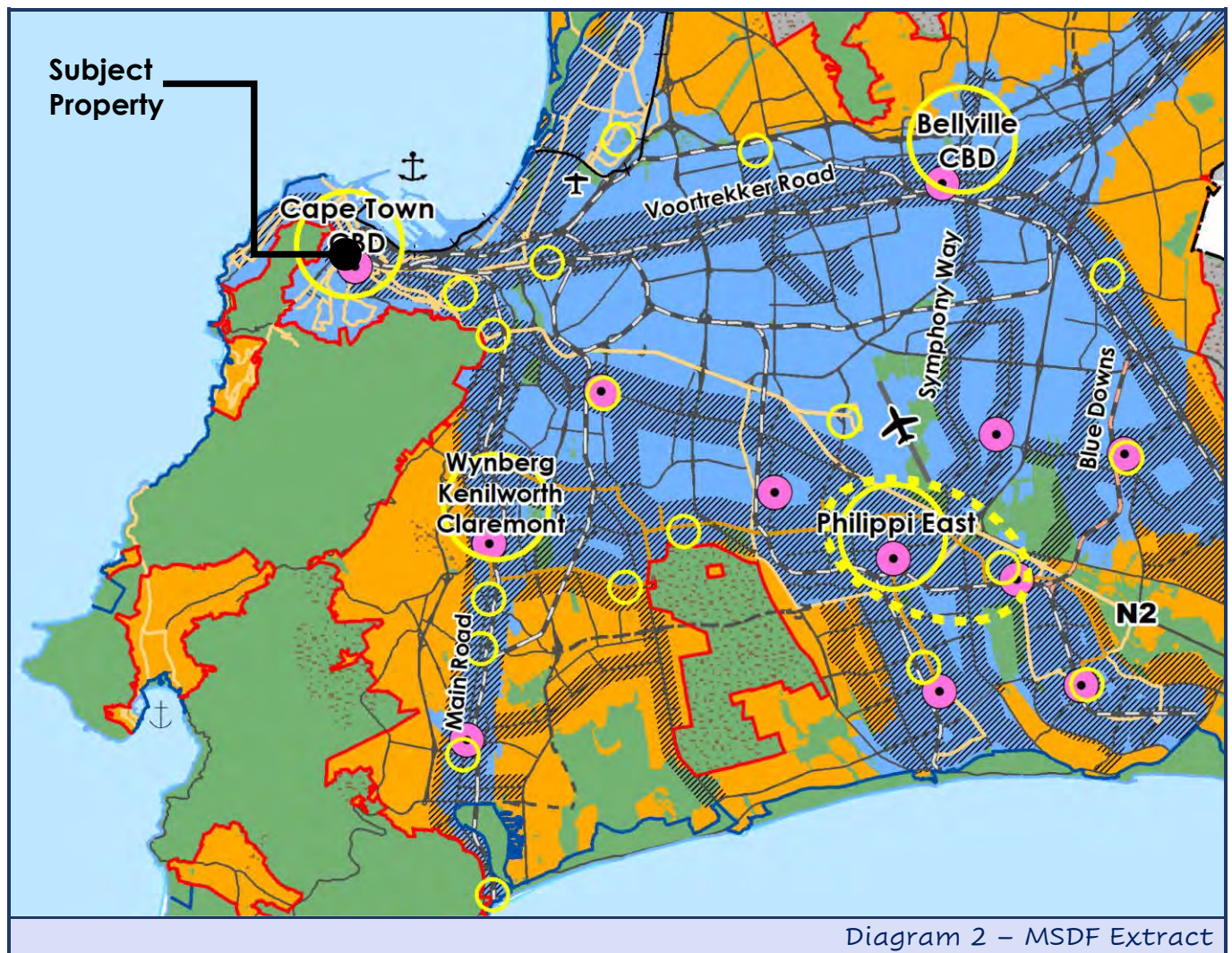
4.2 CRITERIA I.T.O. SECTION 99(1) OF THE MPBL

4.2.1 Compliance with the requirements of the MPBL

The application is submitted in accordance with the provisions of the MPBL.

The relevant processes and procedures, in terms of the Consent and Municipal Approval applications require that a public participation process may be undertaken, which will be conducted in terms of the prescribed By-Law.

In the event of any comments / objections being received, the application will be referred to the Municipal Planning Tribunal for a decision.



4.2.2 Compliance / Consistency with the MSDF

The proposed upgrade and the continued use of the affected area as an informal flower market aligns with the objectives and spatial principles of the City of Cape Town Municipal Spatial Development Framework (MSDF), which promotes a compact, inclusive and economically vibrant urban form.

The MSDF recognises the Cape Town CBD as a primary metropolitan economic node, where high levels of economic activity, employment opportunities and public transport accessibility are concentrated. The continued use and upgrading of the Flower Sellers' Market supports the MSDF objective of strengthening economic activity within established urban centres.

The MSDF also encourages the activation and enhancement of public spaces and the creation of environments that support a diversity of economic opportunities, including the informal economy. The formalisation and improvement of the existing informal trading market contribute to this objective by providing a structured, safe and accessible trading environment that supports small-scale entrepreneurs and informal traders.

Furthermore, the proposal promotes the MSDF principle of inclusive economic development, recognising the important role that informal trading plays in supporting livelihoods and contributing to the urban economy. By improving the physical infrastructure of the market and regularising the use, the development enhances the functionality and attractiveness of the area while maintaining the social and economic role of the market within the CBD.

Overall, the proposal supports the MSDF's goals of economic inclusivity, urban vitality, and the efficient use of well-located land within the metropolitan core and is therefore considered consistent with the City's broader spatial planning vision.

4.3 CRITERIA I.T.O. SECTION 99(2) OF THE MPBL

4.3.1 Applicable Spatial Development Frameworks

The consistency of the proposed upgrade will be tested against the following policies and strategy approved by the Municipality with a view to inform and guide decision making.

- 4.3.1.1 Table Bay District Spatial Development Framework (DSDF)
- 4.3.1.2 Cape Town CBD Local Spatial Development Framework (LSDF)

4.3.1.1 Table Bay District Spatial Development Framework (DSDF)

The property falls within the Table Bay District, and therefore the Table Bay District Spatial Development Framework (DSDF) is applicable.

The DSDF reinforces the role of the Cape Town CBD as a regional economic and employment centre and promotes:

- Mixed-use development
- Public space activation
- Support for tourism and local economic development
- Improved pedestrian environments

The proposal is consistent with these objectives as it enhances an established trading environment and contributes to the vibrancy of the CBD public realm.

4.3.1.2 Cape Town CBD Local Spatial Development Framework (LSDF)

The proposal aligns with the objectives and spatial directives of the Cape Town Central Business District (CBD) Local Spatial Development Framework (LSDF), which provides more detailed spatial guidance for development within the CBD. The LSDF aims to strengthen the CBD as the primary economic, commercial and civic centre of the metropolitan area, while promoting a vibrant, inclusive and pedestrian-oriented urban environment.

A key objective of the LSDF is to activate streets and public spaces through a diversity of land uses and economic activities, including retail, tourism-related activities and small-scale trading. The continued use and upgrading of the Flower Sellers' Market directly supports this objective by maintaining an active public trading environment that contributes to the vibrancy and economic diversity of the CBD.

The LSDF also promotes the enhancement of the public realm and pedestrian experience within the CBD. The proposed improvements to the informal trading market, including upgraded stalls and improved spatial organisation, will enhance the quality, safety and functionality of the trading environment while maintaining the character and activity associated with this long-established market.

Furthermore, the LSDF recognises the importance of supporting informal and small-scale economic activities within well-located urban areas to promote inclusive economic development. By formalising and improving the existing flower sellers' market, the proposal contributes to this objective by providing improved infrastructure for traders and supporting local livelihoods.

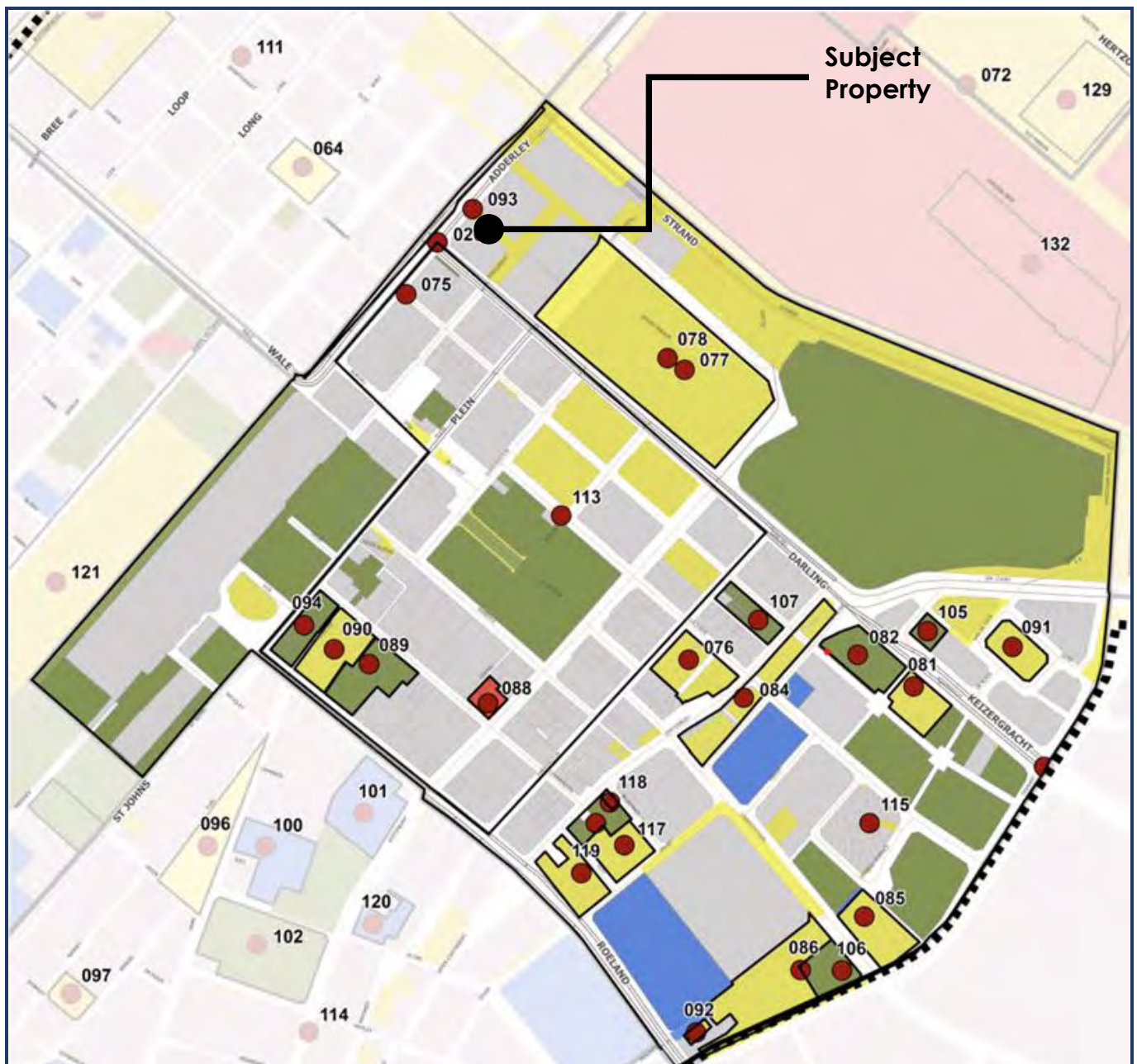


Diagram 3: Extract of LASDF – Precinct 11 East City Precinct Projects (93)

The proposal is therefore considered consistent with the spatial vision and development objectives of the CBD LSDF, as it enhances an established trading environment, contributes to the activation of the public realm and supports the economic vitality of the Cape Town CBD.

In terms of the implementation framework of the LASDF, the upgrade of flower market is identified as Project No. 93.

4.3.2 Relevant criteria contemplated in the DMS

Compliance with the City of Cape Town's Development Management Scheme (DMS) in this instance is limited to the specific approvals sought through this application, namely consent in terms of Item 87(b) and municipal approval for alterations to structures in terms of Item 89 and in terms of the HPOZ.

The subject property is zoned Transport Zone 2 (TR2), which does not prescribe standard development parameters such as floor factor, coverage, building height or building lines typically associated with other zoning categories.

As such, the assessment of the proposal primarily relates to the appropriateness of the proposed use and structural alterations, rather than compliance with quantitative development controls.

The application therefore seeks the necessary municipal approval to formalise the use of the site as an informal trading market and to implement improvements to the existing trading structures based on the attached Site Development Plan.

4.3.3 Applicable Approved Policy or Strategy to guide decision making

The consistency of the proposed development of the subject property with the applicable municipal policies and strategies will be tested against the following policies and strategy approved by the Municipality with a view to informing and guiding decision making.

- 4.3.3.1 Integrated Development Plan (IDP)
- 4.3.3.2 Inclusive Economic Growth Strategy (IEGS)
- 4.3.3.3 Social Development Strategy (SDS)
- 4.3.3.4 TOD Strategic Development Framework
- 4.3.3.5 Informal Trading By-law

4.3.3.1 Integrated Development Plan (IDP)

The proposal aligns with the objectives of the City of Cape Town Integrated Development Plan (IDP), which sets out the City's strategic priorities for sustainable urban development, economic growth and improved quality of life. A key focus of the IDP is the promotion of inclusive economic growth and job creation, including support for small businesses and the informal economy. The continued operation and upgrading of the Flower Sellers' Market contributes directly to this objective by supporting informal traders and providing opportunities for small-scale entrepreneurship within the Cape Town CBD.

The IDP also emphasises the importance of creating opportunity-rich and inclusive communities, where residents and workers have access to economic opportunities within well-located urban areas. The subject property is located within the CBD, which functions as a major economic and

employment hub. By improving and formalising the existing informal trading market, the proposal enhances economic participation and strengthens the role of the CBD as a centre of opportunity.

In addition, the IDP promotes the improvement and activation of public spaces to support vibrant, safe and accessible urban environments. The proposed upgrades to the trading infrastructure will improve the organisation, safety and visual quality of the market area, contributing positively to the public realm.

The proposal therefore supports the broader strategic objectives of the IDP by encouraging inclusive economic activity, supporting livelihoods, and enhancing the functionality and vibrancy of the Cape Town CBD.

4.3.3.2 Inclusive Economic Growth Strategy (IEGS)

The proposal aligns with the objectives of the City of Cape Town's Inclusive Economic Growth Strategy (IEGS), which seeks to create an enabling environment for economic participation, support small enterprises, and expand opportunities for residents to participate in the urban economy. The IEGS recognises the important role that small businesses and the informal economy play in contributing to economic resilience, job creation and inclusive growth within the city.

The continued use and upgrading of the Flower Sellers' Market directly supports these objectives by providing a structured and well-located trading environment for informal traders operating within the Cape Town CBD. The proposal will improve trading infrastructure and working conditions for traders, thereby strengthening the sustainability and visibility of informal businesses.

The IEGS also emphasises the importance of leveraging well-located economic nodes such as the Cape Town CBD to create opportunities for small-scale entrepreneurs. By formalising and enhancing the existing informal trading market, the proposal contributes to the activation of the local economy and supports the participation of traders in a prominent economic hub.

Furthermore, the strategy promotes inclusive access to economic opportunities, particularly for individuals operating within the informal sector. The proposed development will enhance the functionality, safety and accessibility of the trading environment, thereby improving opportunities for traders and contributing positively to the broader economic ecosystem of the CBD.

The proposal is therefore consistent with the objectives of the Inclusive Economic Growth Strategy, as it supports informal enterprise, promotes economic inclusion and contributes to the vitality of the Cape Town CBD economy.

4.3.3.3 Social Development Strategy (SDS)

The proposal aligns with the objectives of the City of Cape Town's Social Development Strategy (SDS), which aims to build an inclusive, equitable and resilient city by supporting vulnerable communities, improving access to opportunities and promoting social inclusion. The SDS recognises that economic participation and access to livelihood opportunities are key components of social development and improved quality of life.

The continued operation and upgrading of the Flower Sellers' Market supports these objectives by providing a structured and accessible trading environment for informal traders, many of whom rely on informal economic activity as their primary source of income. By improving the trading

infrastructure and formalising the use of the market, the proposal contributes to creating safer and more supportive working conditions for traders while enabling continued economic participation within the city.

The SDS also promotes the creation of inclusive and vibrant public spaces that are accessible to a wide range of users and support diverse social and economic activities. The proposed improvements to the market environment will enhance the quality and organisation of the trading space, contributing to a more welcoming and functional public environment within the Cape Town CBD.

Furthermore, by supporting informal livelihoods and strengthening community-based economic activity, the proposal contributes to broader social development goals such as poverty alleviation, economic inclusion and improved urban well-being. The application is therefore considered consistent with the objectives of the Social Development Strategy, as it supports inclusive economic participation and contributes positively to the social fabric of the Cape Town CBD.

4.3.3.4 Transit-Oriented Development (TOD) Strategic Framework

The proposal aligns with the objectives of the City of Cape Town's Transit-Oriented Development (TOD) Strategic Framework, which aims to promote a more efficient, accessible and integrated urban form by focusing development and economic activity within well-located areas that are well served by public transport and pedestrian networks.

The subject property is located within the Cape Town Central Business District, which functions as one of the city's most significant public transport and pedestrian movement hubs, with access to various public transport services including rail, bus services and minibus taxis. The TOD Strategic Framework encourages the concentration of economic activities, employment opportunities and services within such well-located areas in order to maximise accessibility and reduce travel distances.

The continued use and upgrading of the Flower Sellers' Market supports the TOD principles of intensifying economic activity within accessible urban centres and promoting walkable, active public environments. Informal trading markets typically rely on high levels of pedestrian movement and public transport accessibility, both of which are characteristic of the CBD environment. The proposed improvements to the trading structures will enhance the organisation, safety and functionality of the market while maintaining its accessibility to both traders and customers.

Furthermore, the TOD Strategic Framework encourages the creation of vibrant, mixed-use urban environments that support a range of economic activities and promote social interaction within public spaces. The proposal contributes to these objectives by strengthening an established trading environment that adds to the vibrancy, economic diversity and pedestrian activity of the CBD.

The proposal is therefore considered to be consistent with the principles and objectives of the TOD Strategic Framework, as it supports accessible economic opportunities, encourages pedestrian-oriented activity and reinforces the role of the CBD as a key transit-supportive urban node.

4.3.3.5 Urban Design Policy

The proposal aligns with the principles of the City of Cape Town's Urban Design Policy, which aims to promote high-quality urban environments that are safe, inclusive, vibrant and supportive of

economic activity. The policy encourages development that enhances the public realm, supports pedestrian movement and contributes positively to the character and functionality of urban spaces.

The proposed upgrading and formalisation of the Flower Sellers' Market supports these principles by improving the organisation and quality of the trading environment while maintaining the active street interface that characterises informal markets in the Cape Town CBD. The introduction of improved stall structures and better spatial organisation will enhance the visual quality, safety and accessibility of the market area for both traders and the public.

Furthermore, the proposal contributes to the activation of public space and street-level activity, which are key objectives of the Urban Design Policy. By strengthening an established trading environment within a high pedestrian movement area, the development supports a vibrant and inclusive urban environment within the CBD.

The proposal is therefore considered to be consistent with the objectives of the Urban Design Policy, as it enhances the quality and functionality of the public realm while supporting the social and economic vitality of the area.

4.3.3.6 Informal Trading By-law

The proposed upgrade of the flower sellers' market largely aligns with the City of Cape Town Informal Trading By-law as it seeks to formalise trading through a structured permit system, provides enhanced infrastructure such as demarcated trading bays, improved shelter, and sanitation, and recognises the market as a legitimate informal trading space.

This approach supports the By-law's objective of creating a safe, hygienic, and dignified trading environment while promoting the socio-economic development of informal traders.

Full alignment, however, requires that the City adopts a comprehensive trading plan, actively consults with the affected flower sellers, and ensures that trading conditions, operating hours, and permit fees are applied fairly and transparently, consistent with the participatory and developmental principles set out in the By-law. The Municipality is currently engaged in this administrative and consultative process.

4.3.4 Impact on Existing Rights

The proposal is not expected to negatively impact on the existing rights of surrounding property owners or lawful land uses within the area. The site is located within the Cape Town CBD, which is characterised by a diverse mix of commercial, retail, institutional and public-oriented activities. Informal trading, including the Flower Sellers' Market, has historically formed part of the economic and social fabric of the CBD and is compatible with the surrounding urban context.

The application seeks to formalise and improve an existing trading environment, rather than introduce a new or incompatible land use. The proposed upgrades to the trading structures are modest in scale and aimed at improving the organisation, safety and visual quality of the market area. As such, the proposal is not anticipated to adversely affect neighbouring properties, restrict existing land use rights, or generate impacts that would compromise the reasonable use and enjoyment of surrounding properties.

The proposal is therefore considered to be compatible with the existing rights associated with surrounding properties and does not prejudice the continued lawful use and development of neighbouring sites.

4.4 CRITERIA I.T.O. SECTION 99(3) OF THE MPBL

4.4.1 Socio-Economic Impact

The proposed upgrade of the Flower Sellers' Market is expected to have a positive socio-economic impact by improving the conditions under which informal traders operate and strengthening the role of the market within the local economy of the Cape Town CBD. Informal trading provides an important source of income and employment for many individuals who may otherwise have limited access to formal economic opportunities. By formalising and upgrading the existing trading environment, the proposal will help support the sustainability and growth of these small-scale enterprises.

The improved market infrastructure will provide traders with better facilities, weather protection and a more organised trading environment, thereby enhancing the attractiveness and functionality of the market for both traders and customers. This is likely to increase foot traffic and economic activity within the area, benefiting not only the traders themselves but also surrounding businesses within the CBD.

In addition, the upgrade contributes to the broader economic vitality and vibrancy of the CBD, reinforcing its role as a key commercial and social hub within the city. By supporting informal livelihoods, improving public space quality and encouraging local economic participation, the proposal contributes positively to inclusive economic development and urban regeneration within the city centre.

4.4.2 Compatibility with Surrounding Uses

The proposed upgrade is considered compatible with the surrounding land uses and the broader urban context of the Cape Town CBD. The Flower Sellers' Market represents a long-established informal trading activity within the area and forms part of the diverse mix of commercial, retail and public-oriented uses that characterise the city centre.

The proposed improvements are modest in nature and are intended to enhance the functionality, organisation and visual quality of the existing trading environment rather than introduce a new or incompatible land use.

As such, the upgrade will complement the surrounding built environment and contribute positively to the vibrancy and economic activity of the CBD.

4.4.3 Impact on the External Engineering Services

The proposed upgrade of the Flower Sellers' Market is not expected to place any significant additional demand on existing external engineering services. The proposal primarily involves the improvement and formalisation of existing informal trading structures, rather than the introduction of new high-intensity land uses or large-scale development.

The site is located within the Cape Town CBD, which is already fully serviced with established municipal infrastructure, including water, sewer, electricity and stormwater systems. As the development relates mainly to the upgrading of trading facilities within an existing market

environment, the anticipated impact on external engineering services is minimal and can be adequately accommodated by the existing infrastructure network.

4.4.4 Impact on Safety, Health, and Wellbeing

The proposed upgrade of the Flower Sellers' Market is expected to have a positive impact on safety, health and wellbeing for both traders and members of the public. The formalisation and improvement of the trading structures will create a more organised and functional market environment, reducing congestion and improving circulation within the trading area. Improved stall structures and better spatial layout will contribute to safer trading conditions and help minimise potential hazards associated with informal or temporary structures.

The upgraded market environment will also support improved cleanliness, waste management and overall public health conditions, which are important considerations in a busy urban trading space. In addition, the continued presence of active trading and pedestrian activity contributes to natural surveillance, thereby enhancing the perceived and actual safety of the area.

Overall, the proposal will improve the working conditions for traders and the experience for visitors, contributing positively to the safety, health and wellbeing of those who use and interact with the market within the Cape Town CBD.

4.4.5 Impact on Heritage

Based on the Stage 4 Draft Heritage Report attached as **Annexure K**, we note that the proposed upgrade is designed to have a predominantly positive impact on the heritage of the Flower Market by replacing run-down structures with a design that enhances the visibility of heritage assets and celebrates the site's +150-year history.

Impact on the Bishop Lightfoot Memorial (Grade IIIA Provincial Heritage Site)

The Memorial is currently in a state of neglect, situated at a physical low point where it creates a circulation blockage and is often subject to anti-social behaviour. The upgrade will have the following impacts:

- **Visibility and Access:** Relocating and elevating the Memorial to the level of Parliament Street will make it a more visible "civic focal point" and enable free universal access across the site.
- **Preservation:** The project includes the professional refurbishment and repair of the friable marble structure according to a strict Method Statement.
- **Spatial Integration:** The new design creates a "processional quality," guiding pedestrians toward and around the Memorial to better celebrate its historical importance. Heritage authorities view these changes as "clearly desirable and beneficial".

Impact on the Built Environment and Surrounding Context

The site is surrounded by significant Grade IIIA landmarks, including the Standard Bank and Central Post Office buildings.

- **Demolition of Insignificant Fabric:** The existing market structures (roof, decorative gates, and ablutions) are assessed as having no architectural, symbolic, or scientific heritage significance; their removal is deemed acceptable to make way for the upgrade.
- **Visual Enhancement:** The new, lightweight catenary roof is designed to be a "subservient structure" that is open in form. This will actually improve views of the adjacent heritage landmarks compared to the current dingy and dark environment.

- **Contextual Sensitivity:** Although the new roof projects beyond the Standard Bank façade to provide shelter, the overall enhancement to the public realm is considered to outweigh any minor negative impact on that building as a heritage resource.

Impact on Intangible Heritage

The market's highest significance lies in its living and intangible cultural heritage, representing the resilience of black and coloured business owners who traded independently during the apartheid era.

- **Celebrating History:** The upgrade integrates new public art, storyboards, and expressive paving specifically designed to honour the multigenerational history of the sellers and their ancestral connections to the landscape of Constantia.
- **Supporting the Tradition:** By replacing the current leaking roof and uneven ground with dignified, secure, and modern trading stalls, the project directly supports the continuation of this 166-year-old cultural practice.

Final Assessment: The Heritage Report finds that the upgrade is aligned with heritage design indicators and that the scale and impact of the new work are acceptable within the Heritage Protection Overlay Zone (HPOZ). The demolition of existing structures is recommended on the condition that the new installations effectively celebrate the site's associated intangible heritages.

4.4.6 Impact on the Biophysical Environment

The proposed upgrade of the Flower Sellers' Market is not expected to have any significant impact on the biophysical environment. The site is located within the highly urbanised Cape Town CBD, where the natural environment has largely been transformed by existing development and urban infrastructure.

The proposal primarily involves the improvement and replacement of existing informal trading structures within an already developed urban space and does not require significant ground disturbance or changes to the natural landscape.

No sensitive ecological features, natural vegetation or watercourses are present on the site. As such, the proposed development will not negatively affect biodiversity, natural habitats or ecological processes. The upgrade will take place within the existing footprint of the market area and is therefore considered to have a negligible impact on the biophysical environment.

4.4.7 Impact on Traffic / Parking / Access

The Transport Analysis Report (May 2025) by Sturgeon Consulting (refer to **Annexure L**) finds that the Flower Sellers' Market has high pedestrian activity but lacks adequate infrastructure, with narrow walkways and trading overflow affecting safety and access.

Vehicular traffic is low to moderate, intersections function well, and the site has strong public transport connections.

One important observation is that pedestrian overcrowding on the sidewalks has led to decreased use of the Adderley Street cycle lane, as pedestrians often occupy the space.

To address these issues, the report makes the following recommendations:

- Implement Design Option C, which formalises 20 stalls and widens pedestrian pathways to improve circulation and safety
- Increase loading capacity by creating additional zones on Parliament Street to support deliveries without hindering pedestrian flow
- Prioritise the streetscape by upgrading sidewalks, introducing street furniture, and potentially limiting on-street parking to align with "Transit Street" goals
- Enforce trading zones to prevent spillover into pedestrian and cycling paths, while monitoring and protecting the cycle lane from encroachment
- Maintain pedestrian priority by ensuring walkways meet at least LOS D standards and are accessible to persons with disabilities

Ultimately, the report supports the development, noting that no major vehicular road upgrades are required at this stage

4.4.8 Conditions that can mitigate an adverse impact

Should the application be approved, the City may impose reasonable conditions to ensure that the proposed upgrade operates in a manner that minimises any potential adverse impacts on the surrounding environment and maintains the quality of the public realm. Such conditions could include requirements relating to the design and placement of trading structures, ensuring that the upgraded stalls are appropriately designed, maintained and positioned so as not to obstruct pedestrian movement or negatively affect the surrounding streetscape.

Conditions may also address waste management and cleanliness, requiring the implementation of appropriate waste disposal measures and regular cleaning of the market area to maintain acceptable public health standards. In addition, the City may require the applicant to ensure that trading activities remain within the designated market area and that the layout of stalls allows for safe pedestrian circulation and emergency access where necessary.

Mitigating conditions are typically determined by the relevant branches within their respective areas of responsibility. Once this application is distributed to the designated branches, each is expected to submit feedback that may include any suspensive conditions underlying their comments.

4.4.9 Would approval grant the development rules of the next subzone

The land use application is formulated within the limits of the TR2 zoning of the affected portion of the property concerned – the scale and massing envisaged for the upgrade of the informal trading market is determined by the Site Development Plan which forms the subject of this application.

The TR2 zoning is not associated with any development rules, other than the submission of a Site Development Plan. As a result, approval of the application concerned would not be granting or enabling the development rules of the next subzone.

4.5

URBAN DESIGN

The proposed upgrade of the Flower Sellers' Market seeks to revitalise a culturally significant urban space while enhancing its functionality, safety, and accessibility for both traders and the public – refer to **Annexure H**.

The design respects the market's heritage as a vibrant trading hub and a site of social and economic continuity, embedding these values into the spatial and material strategy.

Key Urban Design Principles:

1. Legible Spatial Framework

- Reorganized circulation enhances visibility and pedestrian flow while maintaining the organic character of vendor arrangements.
- Clear connections to adjacent streets and public transport nodes strengthen the market's integration into the broader city fabric.

2. Heritage and Cultural Recognition

- Material choices, stall typologies, and spatial gestures reflect the market's historic and social identity.
- Spaces for gathering and informal social interaction celebrate the market's role as a civic and community landmark.

3. Resilient and Functional Infrastructure

- Covered trading areas, improved drainage, and durable surfaces ensure usability in all weather conditions.
- Water points, waste management, and secure stall facilities support vendors' operational needs.

4. Inclusive and Sustainable Design

- Accessibility improvements, seating, and shaded areas accommodate a wide range of users, including elderly and differently-abled patrons.
- Design strategies prioritize natural light, ventilation, and sustainable urban interventions to reduce environmental impact.

The upgraded market balances cultural preservation with contemporary urban needs, creating a safe, functional, and vibrant civic space. By prioritizing the lived experience of vendors and visitors, the design reinforces the market's position as a landmark of heritage, economic activity, and public life in the city.

4.6

SOLID WASTE

Solid waste management at informal markets is crucial for several reasons - public health, environmental protection, economic sustainability, and social well-being.

1. Protects Health

- Trash piles up can spread germs, attract rats, flies, and mosquitoes.
- Dirty surroundings can make people sick, especially with food and water.

2. Protects the Environment

- Trash thrown in drains or streets pollutes water and soil.
- Plastic and other waste can block drainage and cause flooding.
- Recycling and composting reduce waste and save resources.

3. Helps the Economy

- Clean markets attract more customers and improve sales.
- Some waste can be sold for recycling or composting, i.e. as an additional income stream.
- Less waste means lower costs for cleaning and disposal.

4. Improves Community Life

- Clean markets are nicer to shop in and make people feel safe.
- Vendors take pride in keeping their space tidy.
- Reduces health risks for people working there.

5. Adheres to Rules and Regulations

- Complies with the municipal regulations regarding the safe storage and disposal of waste.
- Supports overall city cleanliness and sustainability.

In short, managing waste properly keeps markets healthy, safe, clean, and profitable.

In the case of the proposed upgrade at the Flower Sellers' Market - K. Lande of the Area Economic Development – North, Economic Development and Investment, Economic Growth advised as below in an email dated 3rd March 2026:

The market site is currently in a transition phase. The commercial lease between the City and the leaseholder is in the process of being cancelled. As this unfolds, AED is putting in place the necessary operational arrangements to ensure proper management of the space going forward.

Previously, activities on the market functioned through the lease arrangement handled by Property Transaction.

Preferred Operational Model for Cleansing

AED's preferred model is to replicate the Greenmarket Square (GMS) operational arrangement, which has proven effective.

This model includes:

- AED allocating EPWP budget for cleaning services;
- EPWP cleaners being appointed and remunerated by AED; and
- Solid Waste managing the cleaners and overseeing day-to-day cleansing operations on site.

Security and Feasibility Considerations

Permanent security will be appointed as part of the long-term operational plan. In addition, the design of the upgraded market will need to incorporate safety and security features, as some of the challenges on site require a combined infrastructure-and-operations response.

The option of appointing a private waste management company is not feasible for AED. Waste management and cleansing are not AED's core mandate areas, and we do not have the institutional capacity to manage outsourced cleaning contracts. The GMS model remains the most practical approach at this stage.

Based on the above, and reflecting on Green Market Square, we acknowledge that their Solid Waste Management (refer to **Annexure M**) is handled through a systematic manual cleaning and daily maintenance program.

The core components of their method include:

- **Dedicated Personnel:** A team consisting of three cleaners and one supervisor is specifically appointed to manage the area.
- **Structured Cleaning Route:** The cleaners follow a specific path, beginning at the top of St George's Street, moving down to Castle Street, and finally entering Green Market Square.
- **Strategic Timing:** Cleaners work eight-hour shifts from Monday to Friday. They are scheduled to clock out at 7 PM, specifically to ensure the area is cleaned after the market traders (who operate from 6 AM to 6 PM) have finished packing up for the day.
- **Collection and Disposal:** Collected waste is placed into refuse bags and left at designated points for collection by a waste truck.
- **Challenges to the Process:** A significant obstacle to this method is that individuals often untie the refuse bags to take the bags themselves, emptying the waste back onto the floor. This requires the cleaners to spend additional time re-cleaning areas and results in the increased use of refuse bags, adding to the departmental costs.

The proposal, as indicated by K. Lande above, is to replicate the Green Market Square (GMS) model at the Flower Sellers' Market.

4.7 ABLUTION FACILITIES

As part of the proposed upgrade of the Flower Sellers' Market, the provision of ablutions facilities was considered.

However, it was subsequently resolved to not include the provision of any new ablution facilities within the market upgrade area, thus no new ablution facilities are planned.

After consultation with the traders, it was noted that the current practice of using the public ablutions at neighbouring properties meets their needs and functions well for daily operations.

Therefore, it is proposed that this arrangement continue, ensuring that the market upgrade focuses on improvements that directly support the traders' activities.

4.8 SPLUMA & LUPA

The Spatial Planning and Land Use Management Act, as well as the Land Use Planning Act, provide that all principles as contained in the Act apply to all aspects of spatial planning, land development and land use management.

In the above regard we note that the Act identifies the following Development Principles:

- 4.5.1 The Principle of Spatial Justice
- 4.5.2 The Principle of Spatial Sustainability
- 4.5.3 The Principle of Efficiency

- 4.5.4 The Principle of Spatial Resilience
- 4.5.5 The Principle of Good Administration

The application of these principles to the application concerned, is communicated in the below section:

4.5.1 The Principle of Spatial Justice

The proposal supports the principle of spatial justice, which seeks to address historical spatial inequalities by ensuring that all residents have fair access to well-located urban opportunities and resources. The Flower Sellers' Market is situated within the Cape Town CBD, one of the city's most accessible and economically active areas.

By formalising and upgrading the existing informal trading market, the proposal helps ensure that informal traders, many of whom rely on small-scale trading for their livelihoods, can continue to access economic opportunities within this well-located urban environment.

The proposed upgrade therefore advances the principle of spatial justice by supporting inclusive economic participation and improving access to opportunity within a strategically located urban area.

4.5.2 The Principle of Spatial Sustainability

The proposal supports the principle of spatial sustainability by promoting the efficient use and upgrading of an existing trading environment within the well-established Cape Town CBD. Spatial sustainability encourages development that makes optimal use of already urbanised land, existing infrastructure and accessible locations, rather than contributing to unnecessary urban expansion.

The proposed upgrade of the Flower Sellers' Market occurs within an already developed area that is well served by municipal services, public transport and pedestrian networks.

4.5.3 The Principle of Efficiency

The proposal supports the principle of efficiency by making effective use of an existing trading area located within the Cape Town CBD, where municipal infrastructure, public transport networks and public services are already well established.

The proposed upgrade of the Flower Sellers' Market involves the improvement and formalisation of an existing informal trading environment rather than the development of new facilities in less accessible areas.

This ensures that existing infrastructure and services are utilised optimally without placing significant additional demand on municipal resources.

4.5.4 The Principle of Spatial Resilience

The proposal supports the principle of spatial resilience by reinforcing an existing informal trading market within the Cape Town CBD, helping it remain functional and sustainable over time. Informal trading provides important income opportunities. By upgrading and formalising the Flower Sellers' Market, the proposal makes the trading environment more stable and reliable for traders.

Improved structures and a better layout will help traders operate more effectively in different conditions, including bad weather. The central location of the market also ensures easy access to customers, public transport and services, which supports ongoing activity.

The proposal contributes to a more adaptable and resilient urban environment by supporting informal livelihoods, improving trading conditions and strengthening economic activity in the CBD.

4.5.5 The Principle of Good Administration

The proposal supports the principle of good administration by seeking to formalise an existing informal trading activity through the appropriate municipal approval processes. The application for consent use and structural alterations ensures that the development is properly regulated and assessed in terms of the relevant planning legislation and policies.

By bringing the Flower Sellers' Market into a formal approval framework, the proposal promotes orderly planning, transparency and accountability in the management of the site. It also enables the City to apply appropriate conditions of approval to ensure that the market operates in a safe, well-managed and sustainable manner.

The application aligns with the principle of good administration by supporting lawful land use, improving oversight and ensuring that the development is managed in a structured and responsible way.

4.9 SUMMARY

The proposed upgrade of the Flower Sellers' Market is considered both appropriate and desirable within the context of the Cape Town CBD. The application seeks to formalise and improve an existing informal trading environment that has long contributed to the economic and social fabric of the area.

The proposal has been assessed against the relevant provisions of the Municipal Planning By-Law, the Development Management Scheme, and applicable spatial planning frameworks and policies. It is found to be consistent with the objectives of the Municipal Spatial Development Framework, District and Local Spatial Development Frameworks, and various City strategies promoting inclusive economic growth, public space activation and support for informal trading.

The proposed development will not result in any significant adverse impacts on surrounding properties, existing rights, heritage resources, engineering services or the biophysical environment. The upgrade is modest in scale and will improve the organisation, safety and visual quality of the market, thereby enhancing both trader conditions and the public environment.

Furthermore, the application does not seek to grant additional development rights beyond those permitted by the existing Transport Zone 2 zoning and therefore does not set an undesirable precedent.

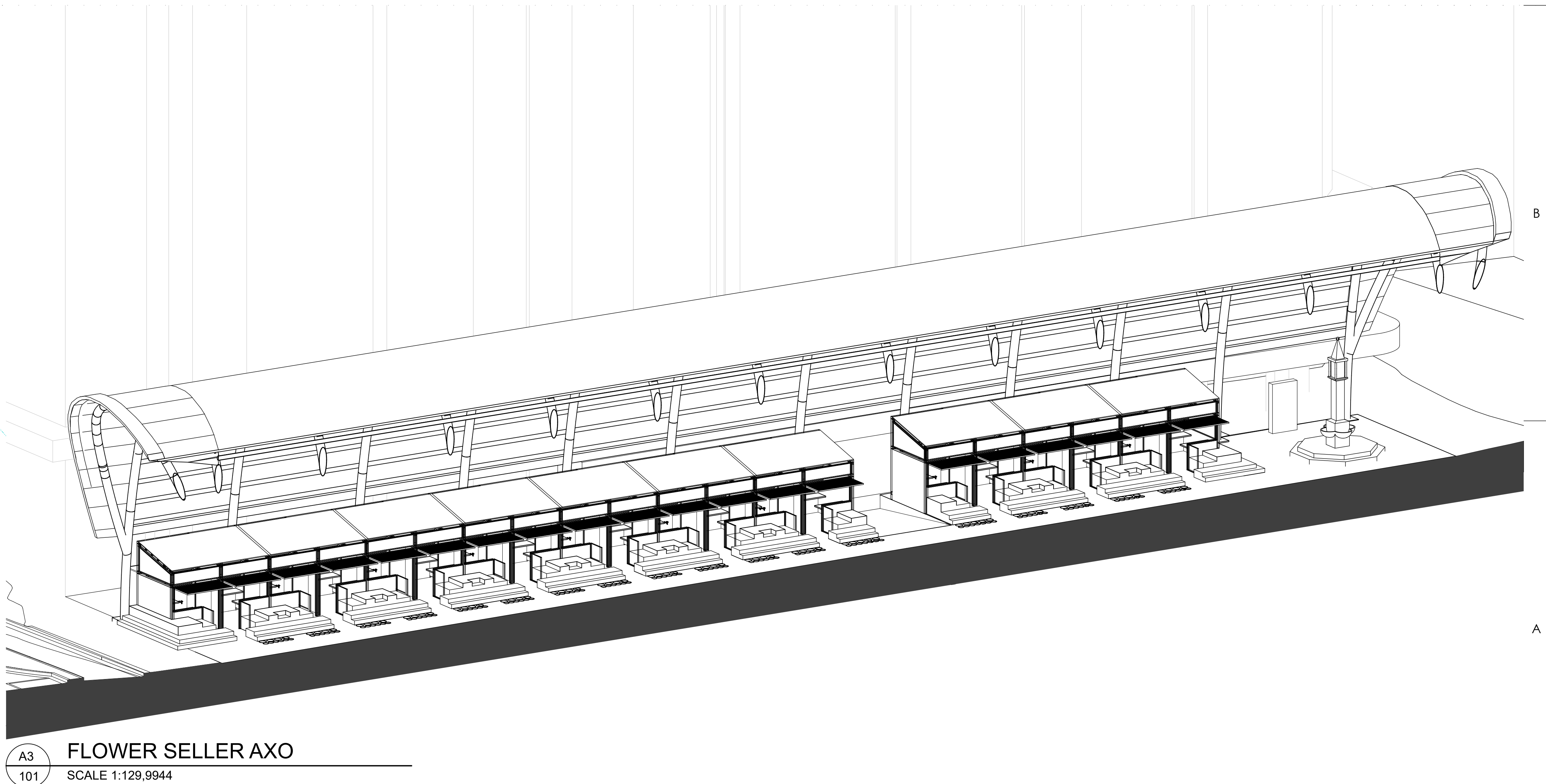
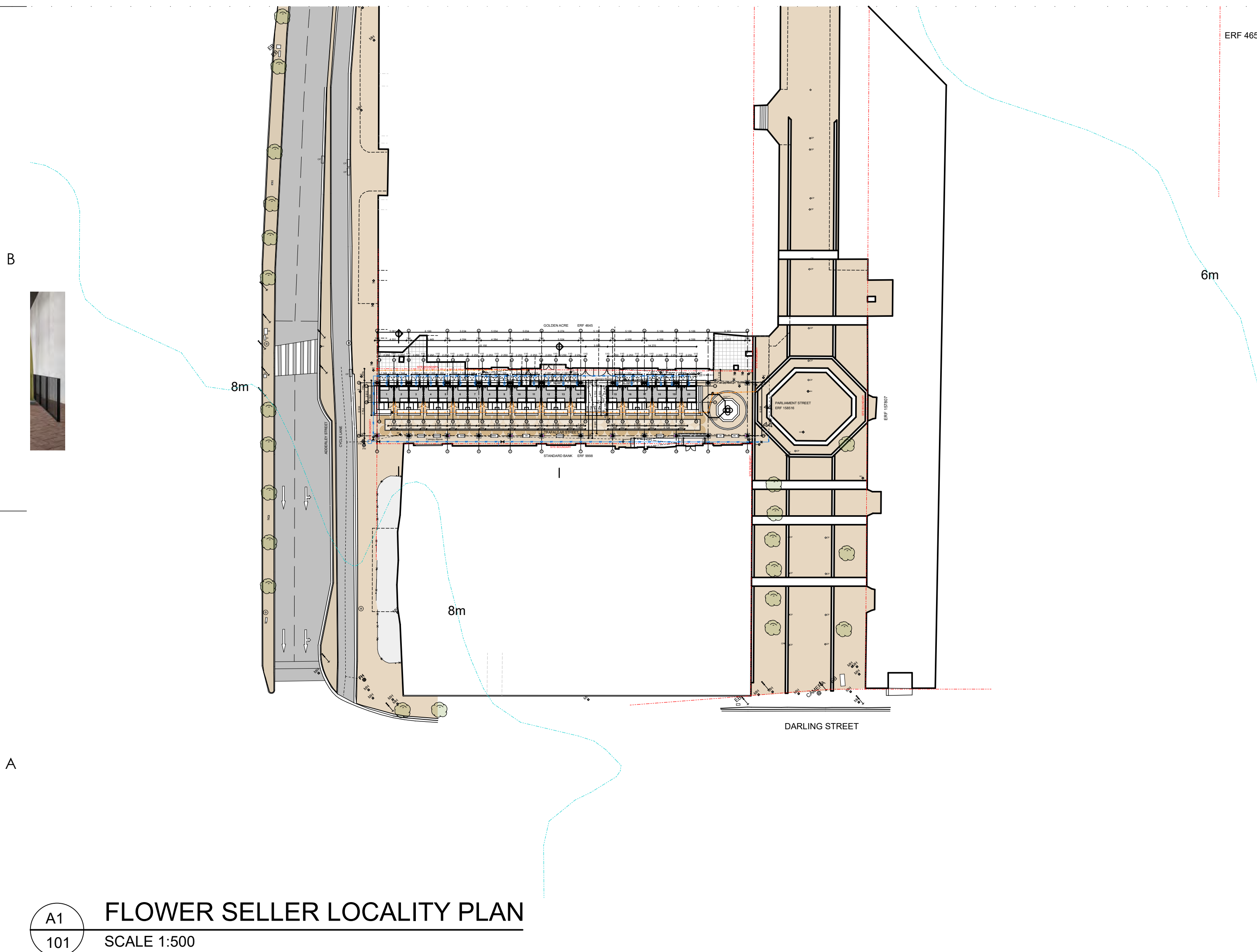
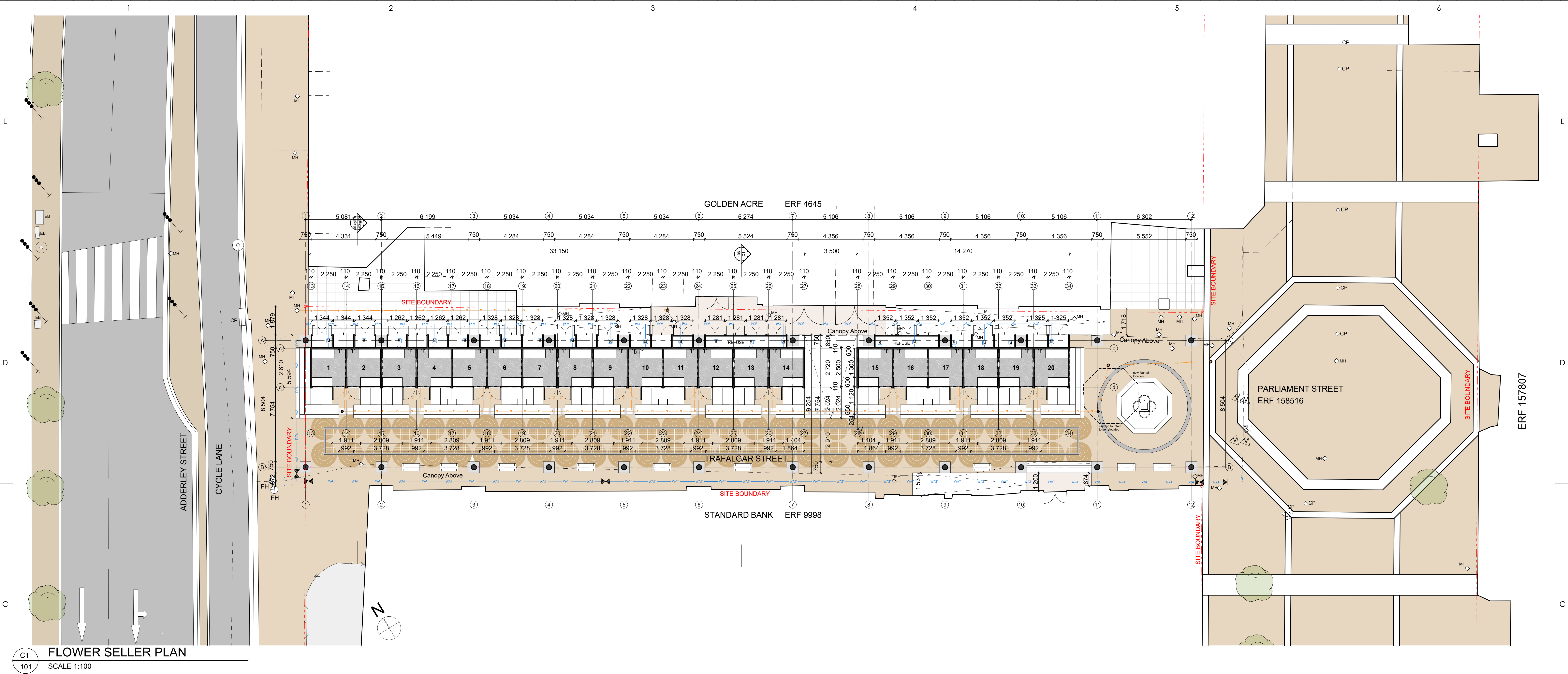
The proposal supports key planning principles, including spatial justice, sustainability, efficiency, resilience and good administration, by enabling equitable access to economic opportunities within a well-located urban area and making effective use of existing infrastructure.

Section Five – Conclusion

In the circumstances as fully detailed in this report, the Applicant submits that the land use application concerned has been shown to meet with the criteria as set out in the By-Law, for deciding land use applications, including the desirability thereof.

To this end, the Applicant strongly recommends that the authorities concerned, approve the application made:

- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015) for **Consent** in terms of **Item 87(b)** of the Development Management Scheme (DMS) to permit the continued and formalised use of the affected portion of the subject property as an informal trading market.
- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015) for the **Municipal Approval** for alterations and improvements to the existing market structures in terms of **Item 89** of the DMS.
- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015) for the approval of the associated **Site Development Plan** in terms of **Item 88(a)** reflecting the alterations and improvements to the existing market structures.
- In terms of **Section 42(i)** of the City of Cape Town's Municipal Planning By-Law (2015), due to the subject property being within the CBD Heritage Protection Overlay Zone (HPOZ) and therefore requires **Municipal Approval** for structural changes within an HPOZ area.



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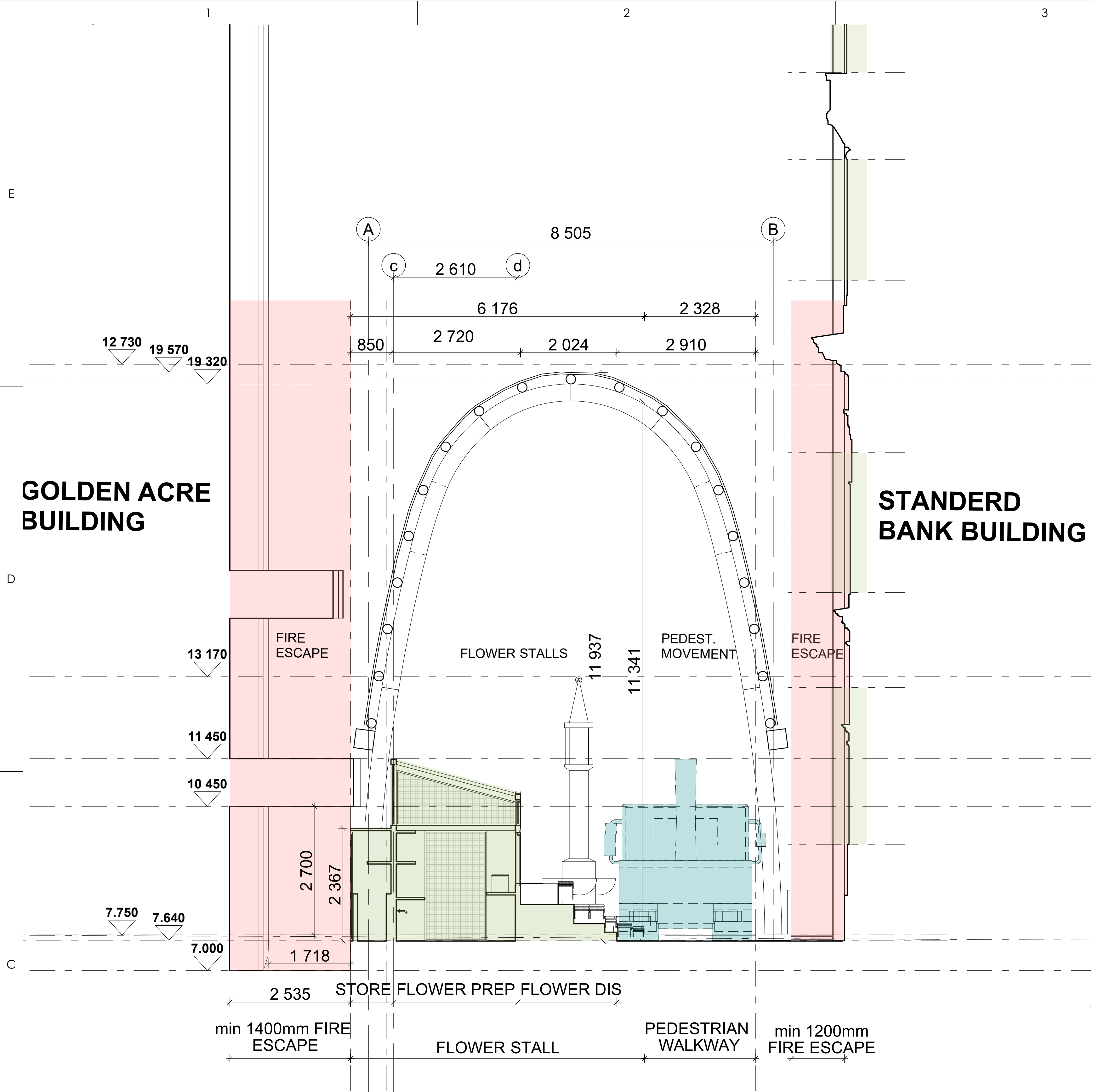
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