



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Case ID 1500165626

Erf 152, 20A Stock Road, Philippi

Development Management

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SHEFFIELD ROAD HOUSING PROJECT

HOUSING SITE 4 (375C/2018/19-WP-090)

MOTIVATION REPORT (SUBDIVISION & REZONING)

Remainder Erf 152 Philippi

July 2026 (rev 1)

(Works Project No. 375C)



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Annexure B	:	Supporting Documents 1. Application Form 2. Power of Attorney and Resolution 3. Title Deed 4. SG Diagrams (10006/1956), Noting Sheets (M1930 & M1931) and SG Status Report dated May 2024 5. Pre-application minutes dated 29 May 2026 & 5 June 2024 6. HWC letter regarding NID dated 2 July 2024 (no further action) 7. DEADP letter regarding Applicability Checklist dated 20 December 2024 (no further action) 8. Urban Mobility engagement dated 2 July 2024 9. Street numbers form City's Business Systems
Annexure C	:	Specialist Studies 1. Traffic Impact Assessment (April 2026) by HHO 2. Bulk Services Report (June 2026) by HHO (includes Storm-water Management Plan and Electrical Report as annexures)

List of Abbreviations

DEA&DP	Department of Environmental Affairs & Development Planning
DMS	Development Management Scheme (2015, as amended)
DSDF	District Spatial Development Framework
GLA	Gross Leasable Area
HWC	Heritage Western Cape
LB2	Local Business Zone 2
LOS	Level of Service
LSDF	Local Spatial Development Framework
MPBL	Municipal Planning By-law (2015, as amended)
MSDF	Municipal Spatial Development Framework
NID	Notification of Intent to Develop
POA	Philippi Opportunity Area
RIM	Roads and Infrastructure Management
SDP	Site Development Plan
SSRU	Small-Scale Rental Unit
TIA	Transport Impact Assessment
UM	Urban Mobility
UR	Urban Regeneration

CHAPTER 1. INTRODUCTION

1.1 Appointment and proposal

@Planning has been appointed as subconsultant by Derek Kock Architects, who in turn has been appointed by the City’s Urban Regeneration (UR) Department, to prepare land development applications in the Philippi Opportunity Area (POA). Acting on behalf of the City as registered landowner, @Planning has been authorised through a Power of Attorney to submit these applications.

This application builds on the POA Local Spatial Development Framework (2023) (LSDF) and preceding studies (including regeneration, housing, stormwater, heritage and economic strategies) (see Chapter 2), which collectively identified Sheffield Road as a catalytic corridor for higher-density mixed-use housing. Five housing sites along Sheffield Road have been earmarked for separate projects to enable affordable rental opportunities (375C/2018/19-WP-090).

This application relates to **Housing Site 4**, situated on a portion of Remainder Erf 152, Philippi. The site currently forms part of the Sheffield Road reserve, zoned Transport Zone 2 (TR2), which is in the process of being revised. The application is submitted in terms of the City’s Municipal Planning By-law (2015) (MPBL) and includes as Site Development Plan (SDP).

Developer/client	City of Cape Town	
Applicant	@Planning Town Planning (Anine Trümpelmann)	
Client representative	Department	Urban Regeneration (UR)
	Representatives	Gideon Brand and Lorraine Mashau

Table 1.1: Applicant details

1.2 Professional Team

The professional team consists of:

- **Contract administrator:** Derek Kock Architects (Derek Kock)
- **Town Planner:** @Planning (Anine Trümpelmann, Elizna Louw & Garth Glaum)
- **Urban Designer & Project Lead:** GAPP Architects (Hedwig Crooijmans-Lemmer & Pieter Louw)
- **Civil Engineer:** HHO Consulting Engineers (Brentt Mossick & Iminathi Zinganto)

- **Transport Engineer:** HHO Consulting Engineers (Brentt Mossick & Bheki Dlamini)

1.3 Summary of development proposal

The proposal entails the subdivision of Re/152 into 11 land parcels, 10 of which are new developable parcels referred to as Housing Site 4. These parcels will be rezoned to Local Business Zone 2 (LB2) to enable multi-storey, residentially-led development with active ground floor uses. Building heights are structured to reinforce corridor character: bookend parcels at key intersections may reach up to 4 storeys (12m), while the remainder of the site is limited to 2–3 storeys to maintain a human-scaled streetscape. This approach supports corridor intensification and advances the “Living Green Street” vision for Sheffield Road. A Site Development Plan (SDP) is submitted for approval, enabling future landowners to lodge building plans without the need for separate SDP applications.



Figure 1.1: Indicative concept for Housing Site 4

	PROPOSAL
Proposal	Residential units/rooms with retail/commercial uses on ground floor for activation
Zoning	LB2
Land use	Max residential: ±3 312m² floor space
	Max retail: ±806m² GLA
Dwellings	Max 184 dwelling units
	Max 276 bedrooms (shared / boarding house)
Height	Min: 6,5m (2 storeys)
	Max: 12m (4 storeys) & 9m (3 storeys)
Floor factor	1,2 & 1,5
Parking	0 on-site parking & no vehicular access

Table 1.2: Summary of proposed development

1.4 Purpose of this report

This motivation report has been prepared by @Planning to accompany the land development application submitted to the City in terms of the Municipal Planning legislation. It incorporates findings of the following specialist reports which are attached as Annexures:

- Subdivision Plan: Prepared by @Planning
- Phasing Plan: Prepared by @Planning
- Site Development Plan: Prepared by GAPP
- Urban Design Guidelines: Prepared by GAPP
- Engineering Services Report: Prepared by HHO
- Transport Impact Assessment: Prepared by HHO

1.5 Land development applications

The following applications are made in terms of the City's Municipal Planning By-law (2015) (as amended) to enable the redevelopment of the site:

- 1) **Section 42(d) of the MPBL:** Subdivision of Re/152 into 11 new land parcels.
- 2) **Section 42(e) of the MPBL:** Implementation of the subdivision in eight phases.
- 3) **Section 42(a) of the MPBL:** Rezoning of 10 of the new land parcels from Transport Zone 2 (TR2) to Local Business 2 (LB2).
- 4) **Section 42(i) of the MPBL:** City's approval in terms of Item 123 of the DMS for the Site Development Plan (and Design Guidelines) associated with the proposed development.
- 5) **Section 42(b) of the MPBL:** the following departures in terms of the DMS:
 - **Item 56(a0 in the LB2 zone for the following floor factor departure:**
 - o **Portions 1, 6, 7 & 10:** to permit a floor factor of 1,5 in lieu of 1,0.
 - o **Portions 2-5 & 8-9:** to permit a floor factor of 1,2 in lieu of 1,0.
 - **Item 56(i) read in conjunction with Item 137 for the following parking departure (Table 1.3):**
 - o **Portion 1-10:** permit zero parking ratio in lieu of 1,25 bays/du for residential units; 1 bay/bedroom (>10) & 0.25 bays/bedroom (<10) for boarding house; and 2 bays/100m² GLA for shops (0 bays in lieu of 309 bays).

- **Item 121(2) for the following metropolitan road setback:**

- o **Portion 1-10:** permit buildings 0m in lieu of the 5m metropolitan road setback.

Ptn	Proposed max land use			DMS required bays Dwelling units: 1,25 bays/du Boarding house: 1 bay/bedroom (>10) + 0,25 bays/bedroom <10 Shops: 2 bays/100m ² GLA			Pro-posed bays	Departure
	DU	Rooms	Shops (m ²)	DU	Rooms	Shops (m ²)	All	
1	16	24	62	20	5	2	0	0 bays in lieu of 27
2	12	18	62	15	3	2	0	0 bays in lieu of 20
3	12	18	62	15	3	2	0	0 bays in lieu of 20
4	12	18	62	15	3	2	0	0 bays in lieu of 20
5	12	18	62	15	3	2	0	0 bays in lieu of 20
6	32	48	124	40	11	3	0	0 bays in lieu of 54
7	32	48	124	40	11	3	0	0 bays in lieu of 54
8	12	18	62	15	3	2	0	0 bays in lieu of 20
9	12	18	62	15	3	2	0	0 bays in lieu of 20
10	32	48	124	40	11	3	0	0 bays in lieu of 54
TOT	184	276	806	230	56	23	0	0 bays in lieu of 309

Table 1.3: Parking departure summary

1.6 Pre-application consultation

A pre-application consultation was held on 5 June 2024, with a secondary meeting on 29 May 2026 with the Development Management Department and the following other City Departments:

- Road Infrastructure Management (RIM)
- TIA & Development Control
- Catchment Management
- Water & Sanitation
- Spatial Planning & Urban Design
- Property Management

Comments received during this meeting were further investigated and taken into consideration and has been included/addressed in this report. Refer to Annexure B5 for a copy of the minutes.

1.7 Application in terms of other legislation

i) City’s Immovable Property By-law (2015)

The development proposal is located on a portion of Remainder Erf 152, which forms part of the Sheffield Road reserve.

In terms of the City’s Immovable Property By-law, an application for the **partial closure of a public road** was submitted to the Property Management Department in August 2024. The process was temporarily placed on hold until the revised Sheffield Road scheme was finalised and endorsed by the Urban Mobility Directorate. Updated drawings were submitted to the directorate in June 2026, and the closure process will now be reactivated.

Once a decision is made on the closure, together with the decision of the land development application in terms of the MPBL, the closure will be formally published in the Provincial Gazette.

1.8 Terminology

Application area:	Refers to the portion of Re/152 Philippi on which the development is proposed.
Housing Site 4 (HS4):	Also referred to as the site, refers to the application area.
Micro-developer:	Developers of affordable rental units, traditionally in townships or former townships. In Cape Town these units are also known as SSRU. ¹
SSRU:	Small-Scale Rental Unit
Sheffield Road reserve review:	Refers to the Concept Review study undertaken in 2023 by HHO and GAPP. Subsequent drawings have since been submitted to the Urban Mobility Directorate for final endorsement (June 2026).

¹ City’s Human Settlement Strategy, 2021 & City’s IDP 2022-2027

CHAPTER 2. BACKGROUND TO THIS APPLICATION

2.1 Philippi Opportunity Area (POA) Local Area Spatial Development Framework (LSDF) (2023)

The POA LSDF was approved in December 2023 to guide investment and development in this catalytic precinct. The LSDF identifies Sheffield Road as a key east-west corridor (Priority Zone 3) and promotes higher-density, mixed-use housing supported by infrastructure upgrades, active street edges and integrated public spaces.

The LSDF was preceded and informed by several studies of relevance, including:

- **POA Regeneration Framework (2020):** Established Philippi as a catalytic precinct and set out the initial vision for integrated regeneration.
- **POA Heritage Study (2021):** Identified tangible and intangible heritage resources to celebrate the POA and aims to provide a basis for various place making initiatives.
- **POA Economic Strategy (2021):** Outlined economic development goals and interventions to attract investment, innovation and job creation.
- **POA Housing Assessment Study (2022):** Identified housing opportunities and typologies, emphasising the need for higher-density, mixed use models to address backlog.
- **POA Stormwater Masterplan (2023):** Highlighted infrastructure backlogs and proposed interventions to mitigate flooding and optimise the open space network.
- **Sheffield Road Conceptual Design Review (2023):** Confirmed required upgrades to Sheffield Road and explored options for mixed-use, height-density development along the corridor.

Application context: New housing sites identified along Sheffield Road form part of the existing road reserve, which is currently zone Transport Zone 2 (TR2) and the reserve is in the process of being amended.² This application, focused on Housing Site 4, represents the first step in releasing and redeveloping these parcels for affordable rental opportunities.

While several studies informed the POA LSDF, the Sheffield Road Conceptual Design Review (2023) is of particular relevance to this application. It assessed the corridor's physical conditions, encroachments and design requirements, and directly identified the infill opportunities that underpin the five housing sites.

i) Sheffield Road Investigation: Conceptual Design Review (2023)

- **Road reserve assessment:** Found widths varying between 25m and 45m (vs. the 40m standard), requiring widening of some sections.
- **Encroachments:** Documented $\pm 1\,849$ informal dwellings and trading structures within the reserve (2021-count).
- **Condition:** Road surface in poor state, with potholes, faded markings, and limited pedestrian facilities.
- **Design proposals:** Defined cross-sections with 3,4m lanes, surfaced shoulders, pull-off areas for public transport and a four-lane divided carriageway between Weltevreden Drive and Lambatha Street.
- **Urban integration:** Identified street character typologies combining housing, markets, and shared green spaces (Figures 2.1 and 2.2).
- **Housing opportunities:** Estimated ± 475 affordable rental units cross five sites, with Housing Site 4 as the first application.

² Drawings submitted to Urban Mobility Directorate for endorsement in June 2026



Figure 2.1: Street Character Zones (Sheffield Road Review, 2023)

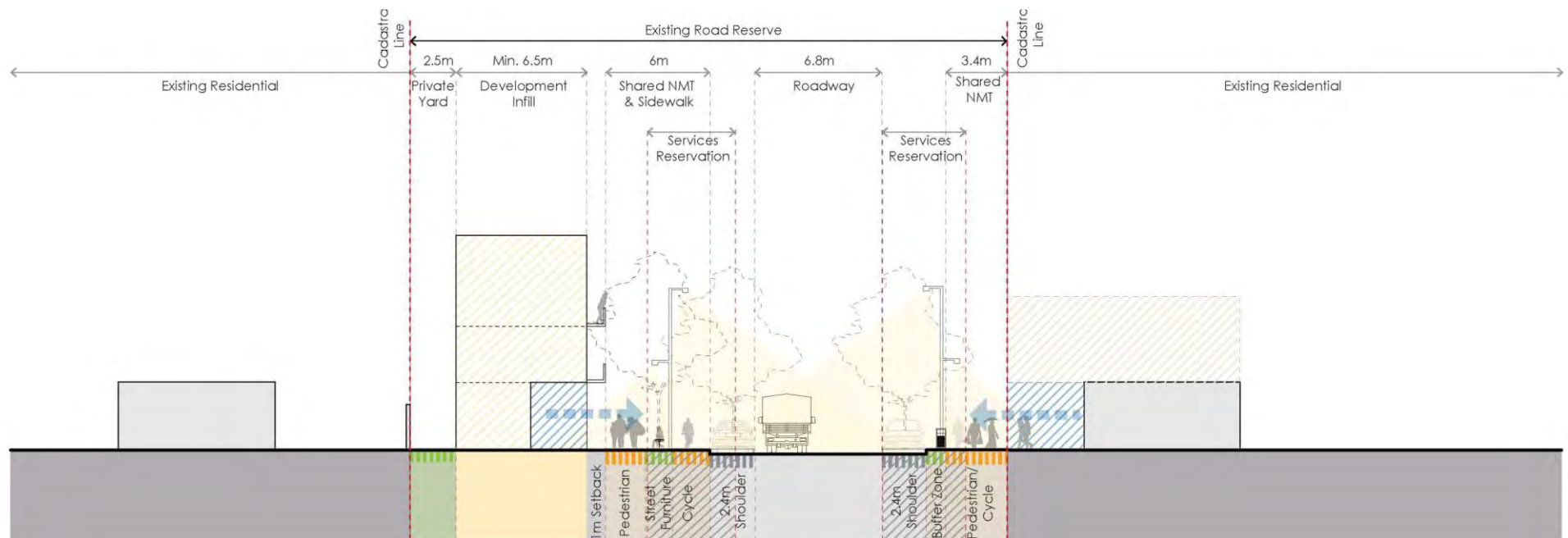


Figure 2.2: Sheffield Road infill space for housing opportunities (Sheffield Road Review, 2023)

2.2 Philippi Opportunity Area (POA) Rental Market Study (May 2025, draft 3)

Pegasys was appointed to undertake the POA Rental Market Study on behalf of the City's Urban Regeneration (UR) department. The study forms part of the **City's Land Release Priority Programme** (launched in April 2022), which seeks to optimise City-owned land for affordable rental housing, with Philippi East identified as a priority area. Several studies have informed local planning frameworks, including:

- POA Regeneration Framework (2020) which informed the POA Local Spatial Development Framework (LSDF) (2023), which presents a vision for future development focusing on leveraging City-owned land.
- POA Housing Assessment Study (2022) which built on work done in the POA Regeneration Framework. The study evaluated housing demand, investigated various land parcels for potential housing development and determined appropriate implementation strategies.

Urban Regeneration (UR) has since initiated precinct planning, site development, and land packaging for higher-density affordable housing in the subject area. The Philippi Special Planning Area (PSPA) focuses on de-risking City-owned land for disposal, with Terminus Road Housing site (Precinct F) identified as a pilot for the Small-Scale Rental Units (SSRU) Mayoral Priority Programme. **Sheffield Road** has been identified as a **priority corridor**, with Housing Site 4 forming part of this phased release strategy.

2.2.1 Key findings

- **Market demand and affordability**
 - Household growth has surged by 185% over two decades, with over half of households unable to afford rent above R1 600.
 - Smaller household sizes indicate demand for compact rental units.
 - The income ceiling is around R22 500/month, but most households require subsidised rentals in the R400–R1 000 range.
 - A dual strategy is needed: preserve low-cost rentals while introducing new affordable stock to diversify options.
- **Housing supply and rental market**
 - Nearly 45% of dwellings are informal, with limited diversity in formal typologies.
 - Over 90% of formal properties are valued below R500 000, with weak developer interest due to financing barriers.
 - Philippi is increasingly rental-driven, but values remain low compared to surrounding areas.

- Developers are mainly small-scale homeowners, with limited institutional participation.
- **Implications for Sheffield Road site disposal and development**
 - Rental housing must align with affordability levels, keeping rents below R4 000–R5 000.
 - Disposal strategy should introduce higher-density rental typologies to diversify supply.
 - Incentives, flexible zoning, and subsidy mechanisms are needed to attract private-sector participation.
 - Public-realm upgrades and place-making are essential to improve viability and investor confidence.

2.2.2 Site Disposal Strategy & Development Process

The study assessed City-owned sites for disposal and identified viable rental housing typologies. A phased “market-making” strategy is proposed to build momentum and avoid over-supply:

1. **Phase 1:** Establish the Philippi Urban Regeneration Programme (PURP) as the foundation.
2. **Phase 2:** Consolidate the Joe Gqabi Precinct (including Terminus Road) as a transit-oriented hub, aligned with MyCiTi and Stock Road upgrades.
3. **Phase 3:** Expand into Sheffield Road with the Land Release for Small-Scale Rental (LR4SSR) initiative.
4. **Phase 4:** Release additional sites within the Joe Gqabi Precinct.
5. **Phase 5:** Tackle the more complex Sports Road site.
6. **Phase 6:** Extend strategies to include Ingulube Hive-B.

The report emphasises that construction-ready, serviced, and appropriately zoned City-owned land is critical to reducing cost barriers. Flexible zoning and subsidised development contributions will de-risk projects, while targeted support for small- and medium-scale developers will diversify the market. Partnerships with national and international programmes (NDPG, CSP3, UN-Habitat, World Bank, KfW, green funds) are recommended to supplement resources and catalyse investment.

A successful regeneration strategy must combine infrastructure investment, catalytic public projects, and sustained precinct management. The report likens this to a functioning body: infrastructure as the skeleton, focal development as organs, community cohesion as blood, and place-based management as the nervous system. Collectively, these measures aim to shift Philippi's trajectory from informal stagnation toward a more equitable, vibrant, and inclusive urban environment.

CHAPTER 3. APPLICATION AREA AND SITE OVERVIEW

3.1 Locality

Housing Site 4 was identified as one of the housing sites as a result of the amendment of the Sheffield Road reserve, which is an important east-west corridor traversing through the Philippi Opportunity Area (POA). The POA is located to the south of Cape Town International Airport and includes a portion of the N2. The POA is further located to the north-east of the Philippi Horticultural Area and north of the R300. Refer to Figure 3.1 for an illustration of the POA in relation to the metropolitan context. Housing Site 4 is located along the eastern boundary of the POA.

Housing Site 4 is located on Re/152 which is a large land parcel, ± 20 ha in extent, consisting mainly of road portions (see green outline of the cadastral entity in Figure 3.2). More specifically, Housing Site 4 is to the north of Sheffield Road and Sinqolamthi Road in Philippi, ± 510 m east of the Sheffield Road and Stock Road intersection. The Marikana Informal Settlement is located directly north of Housing Site 4 (see Figure 3.3). The application area for Housing Site 4 measures $\pm 2\,419\text{m}^2$ in extent.

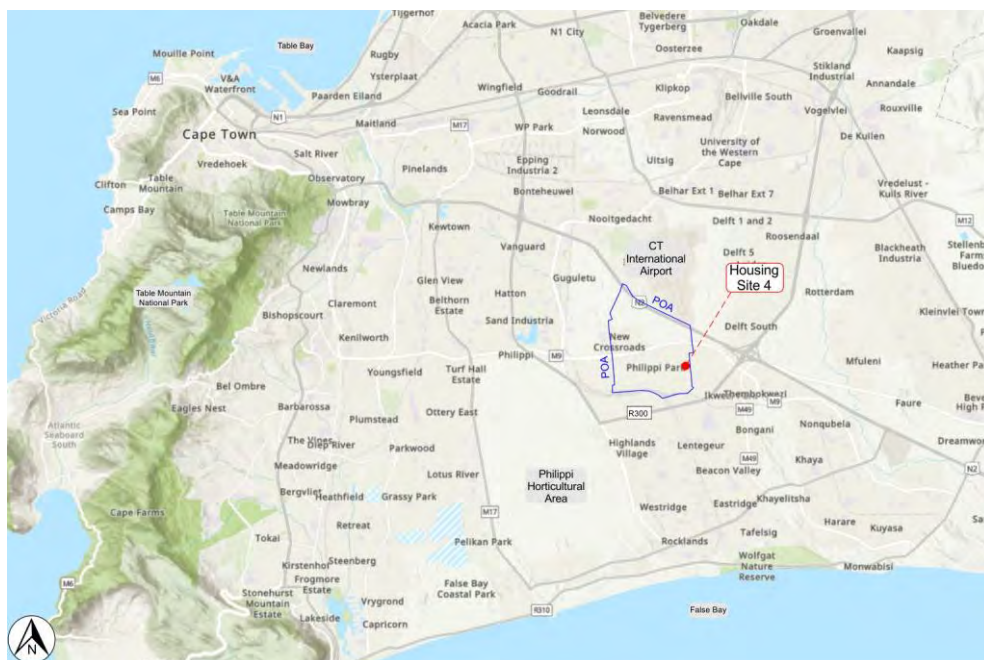


Figure 3.1: Metropolitan context (Cape Farm Mapper, 2024)

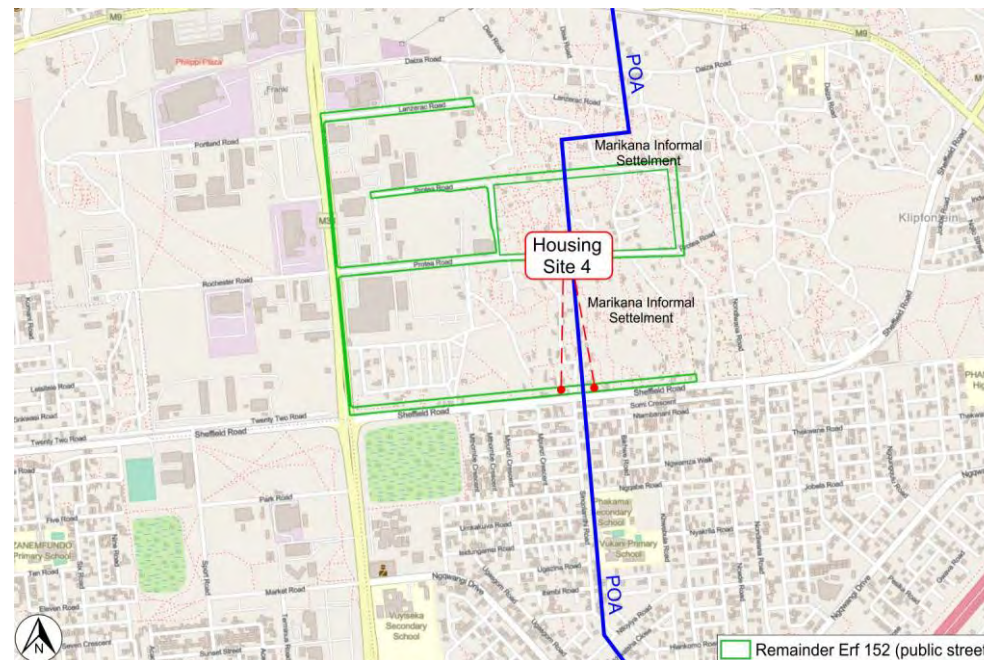


Figure 3.2: Local context (Cape Farm Mapper, 2024)

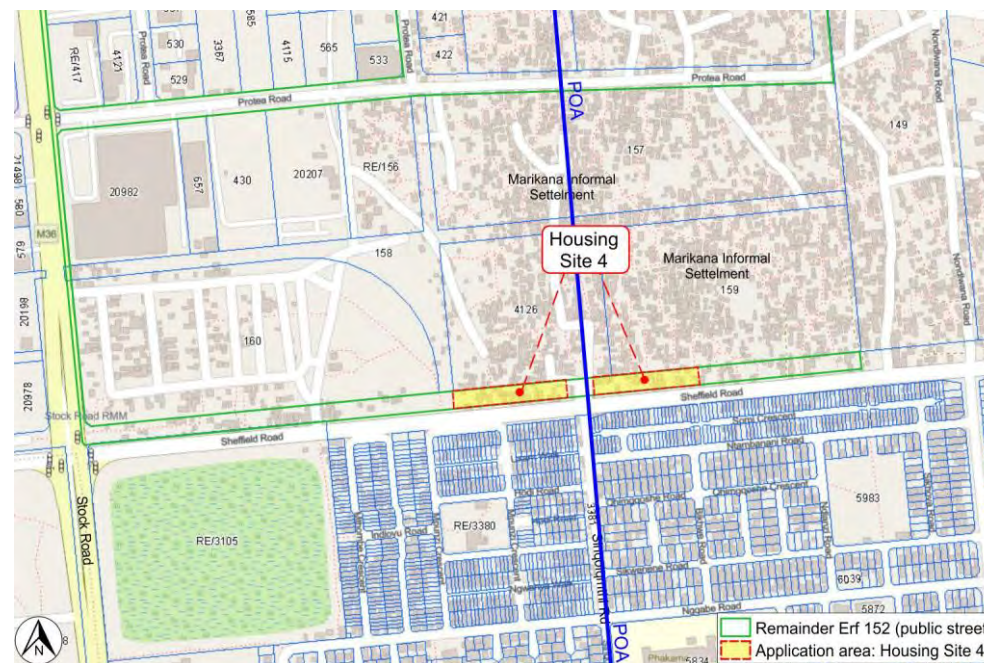


Figure 3.3: Local context zoom (Cape Farm Mapper, 2024)

3.2 Summary of property information

Refer to Table 3.1 for a summary of the property information:

Erf No.	Remainder Erf 152
Total Extent	±19.9 ha
Owner	Private: vests with City (vesting transfer required)
Title Deed No.	
Title deed restrictions	None
SG Diagram and Noting Sheet	10006/1956, M1930 & M1931 (Annexure B4)
SG Status	Public Road (SG Status Report - Annexure B4)
Servitudes	n/a
Applicable Zoning Scheme	Cape Town Development Management Scheme (2015)
Current land use	Road reserve with informal structures encroaching
Current zoning	TR2
Overlay Zones	None
Road widening scheme	Sheffield Road Scheme to be amended (reduced)
Metropolitan/Provincial Road	Sheffield Road = Metropolitan Road
Pre-application meeting	Yes: 5 June 2024 & 29 May 2026 (Annexure B5)
NEMA applicable	n/a – DEA&DP letter dated 20 December 2024 (Annexure B7)
NWA applicable	n/a
NHRA applicable	No – HWC letter dated 2 July 2024 (Annexure B6)

Table 3.1: Property information and overview

3.3 Title deed & SG diagrams

3.3.1 Property history

Erf 152 Philippi was created between 1956 and 1961 through the consolidation of three smaller parcels. Between 1968 and 1991, several subdivisions were registered, leaving the remainder comprised largely of public road parcels (Figures 3.4 and 3.5).

Aerial imagery from 1968 shows the site undeveloped, with limited industrial activity east of Stock Road. By 1988, most land east of Stock Road had developed into industrial uses, while the remainder of the site remained vacant. By 2006, government housing structures were established on Erf 160 at the Sheffield/Stock Road intersection. By 2017, the balance of the site was occupied by dispersed informal structures (Figure 3.6).

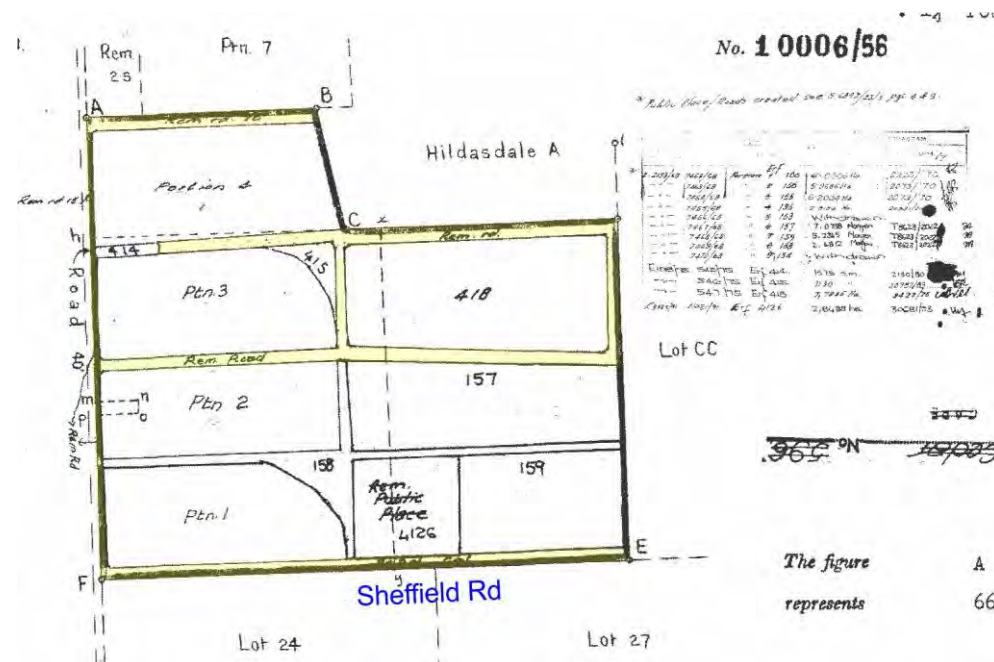


Figure 3.4: Extract from diagram 10006/1956 – Re/152 road portion indicated in yellow

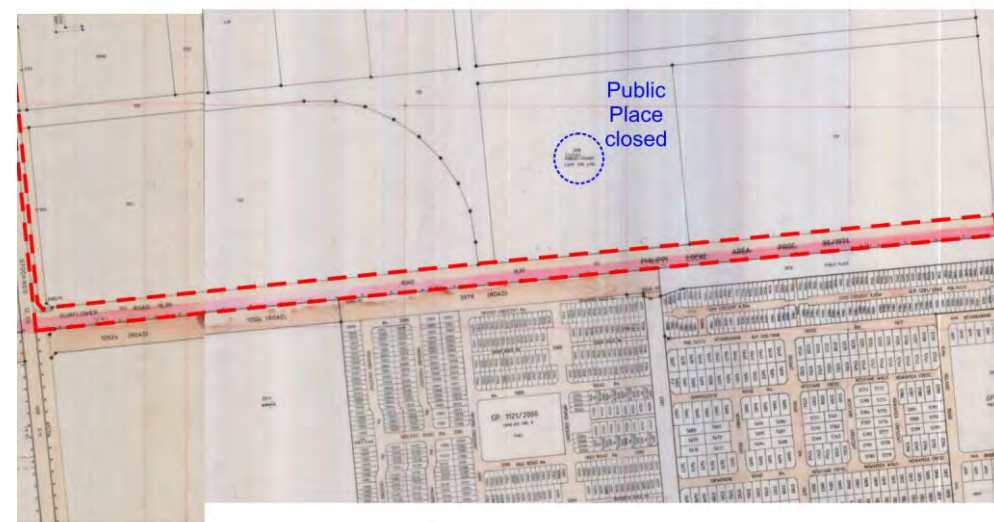


Figure 3.5: Extract from Noting Sheets M1930 & M1931 showing the public road portion (red dashed line)



Figure 3.6: Aerial photography illustrating how the area was developed since 1968 (City's EGIS Viewer, 2024)

3.3.2 Title deed and restrictive title conditions

Re/152 is registered under _____ in the name of a private entity. In terms of Section 58(1) of the MPBL, land designated as a public place on an approved subdivision plan vests in the City upon confirmation. As Re/152 is zoned TR2 and recorded as a public place (road) in the SG's Office, it therefore vests with the City.

Prior to the MPBL (2015), vesting was governed by Section 28 of the Land Use Planning Ordinance (LUPO) (No. 15 of 1985), under which public roads and places vested automatically without formal transfer. Consequently, a number of roads remain in private ownership but are deemed vested with the City. The MPBL now requires formal transfer of all public places/roads to the City concurrent with or shortly after registration of the development.

For disposal of the housing sites, vesting transfer to the City and subsequent disposal to private owners will occur simultaneously at the Deeds Office.

There are no restrictive title deed conditions registered in the title deed that will prohibit the redevelopment of the site.

3.3.3 Servitudes

There are no servitudes registered over the property that will impact on the redevelopment of a portion of the site.

3.3.4 SG status & public road closure

In May 2024, the SG's Office confirmed that portions of Re/152 are recorded as a public road (Annexure B4). The SG status report further confirmed that no amendment to the General Plan is required for this application.

Sheffield Road was not proclaimed under the Roads Ordinance (No. 19 of 1976) and is therefore deemed a street in terms of the Municipal Ordinance (No. 20 of 1974). In terms of the DMS, all proclaimed public roads and streets are zoned TR2, with permitted uses including public streets, roads and public parking. The Land Surveys Act (No. 8 of 1997) similarly defines "public place" to include streets and roads shown on a general plan, which vest automatically with the City.

A designated public place must be formally closed before it can be leased or sold, with closure following due process including advertising. Although parts of the Municipal Ordinance were repealed in 2021, provisions relating to declaration, closure and ownership of public

streets remain applicable. The City's Property Holding Department has confirmed that a partial closure application is required in terms of the Immovable Property By-law (2015). Once approved, the SG's Office will record the parcels as ordinary erven, enabling disposal. This closure process is currently underway and will run concurrent with the land development application.

3.4 Existing and surrounding land uses

Housing Site 4 is located $\pm 510\text{m}$ east of the Sheffield Road and Stock Road intersection, within the northern road reserve of Sheffield Road (Figure 3.7). There are currently informal structures encroaching onto the portion of the site proposed for affordable housing redevelopment (refer to Section 3.4.1 below for more information).

Sinqolamthi Road and Sheffield Road intersection is located to the south of the site, with the north-leg of Sinqolamthi Road providing informal access into the Marikana Informal Settlement directly north of the site.

3.4.1 Informal structures / encroachments

The Marikana Informal Settlement lies directly north of Housing Site 4 and comprises properties unlawfully occupied in 2013/2014, which were subject to litigation. In 2020, the Supreme Court of Appeal ordered the City to acquire the affected properties. There are currently $\pm 70\,000$ persons unlawfully occupying this area which are housed within $\pm 8\,000$ structures. The City's Human Settlements Department is implementing the Marikana Re-blocking project, which will reorganise the layout to improve access for roads, services and emergency response (Figure 3.8).

UR has identified a few sites for potential relocation of informal structures and is currently engaging the City's Human Settlements department to include the subject sites in its "Consolidated Land Pipeline (CLP)" for these relocations. Depending on the outcomes of the Marikana pre-feasibility study, Human Settlements has also indicated that there may be opportunities for some of the encroaching structures in the Marikana Super-blocking Project.

Refer to Figure 3.7 for an aerial illustration of informal structures encroaching the northern road reserve of Sheffield Road. Figures 3.9 and 3.10 illustrate these informal structures at ground level.



Figure 3.7: Existing land use on Housing Site 4 (Google Earth, 2024)



Figure 3.9: Existing informal structures – Sheffield Road / Sinqolamthi Road intersection looking west

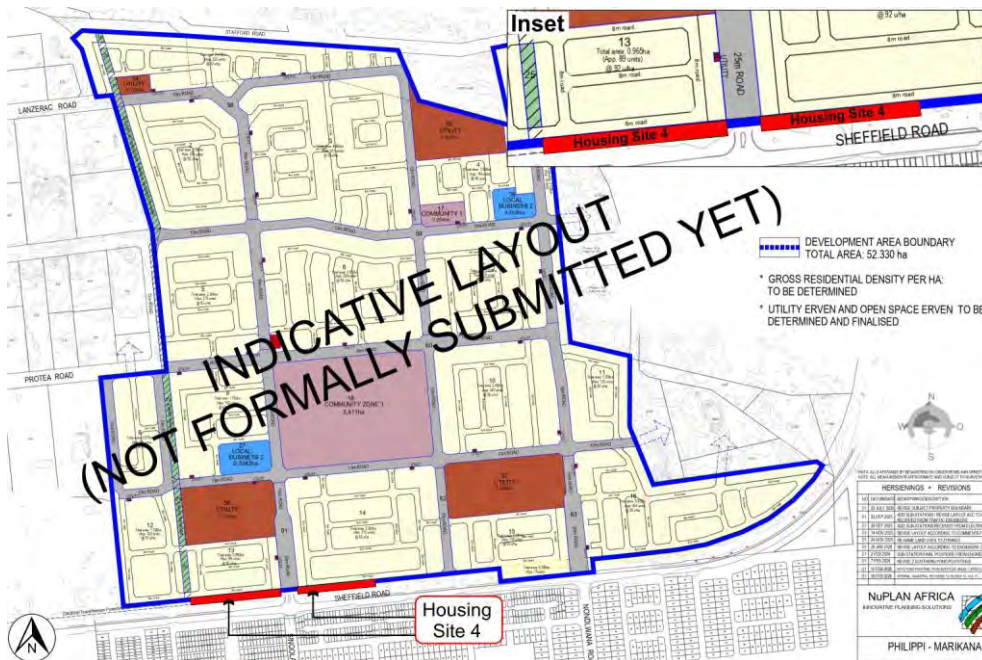


Figure 3.8: Proposed Marikana Re-blocking Layout (NuPlan, September 2025)



Figure 3.10: Existing informal structures – Sheffield Road / Sinqolamthi Road intersection looking east

3.5 Existing and surrounding zoning

Re/152 is currently zoned TR2 in terms of the DMS, as it forms part of the Sheffield Road Scheme, which is undergoing amendment under a separate project. The TR2 zoning provides for public streets and roads, whether constructed or planned, and allows for public parking facilities. Such parking may be accommodated in buildings or open areas, with or without payment, to address off-site parking needs. On-site parking associated with permitted activities is regarded as an ancillary use and does not require separate zoning or approval.

The zoning surrounding the site are as follows (Figure 3.13):

- **North:** The Marikana Informal Settlement, located directly north of the site, is zoned General Industry Zone 1 (GI1), which permits all industrial land uses except noxious trade and risk activities. The Marikana Re-blocking project proposes superblocks with a primary road system and utility portions, supported by complementary uses including residential, community facilities, open space, local business, utility and transport (refer back to Figure 3.8). While some parcels north of the application area form part of the Philippi Industrial Area, a significant number of GI1-zoned properties are occupied by informal structures.
- **East:** The Marikana Informal Settlement on GI1 land continues to the east, where the land parcels then become Agriculture Zone (AG) towards the section where Sheffield Road bends. Further east, between Sheffield Road and Govan Mbeki Road the residential area is zoned Residential 1 (R1) with associated open space zoned portions.
- **South:** Sheffield Road is appropriately zoned TR2 directly south of the site, with all other public roads being zoned TR2. The residential area to the south of the site is zoned Residential 2 (R2) with associated open space land parcels as well as Community Zone 1 (CO1) properties associated with the schools.
- **West:** Properties to the west of the site remain GI1 to the north of Sheffield Road and R2 to the south of Sheffield Road. Erf 5268 further south-west used to be zoned AG, however, following the recently approved land development application, the site will now have various zonings associated with new development on the site (Mixed Use 1).

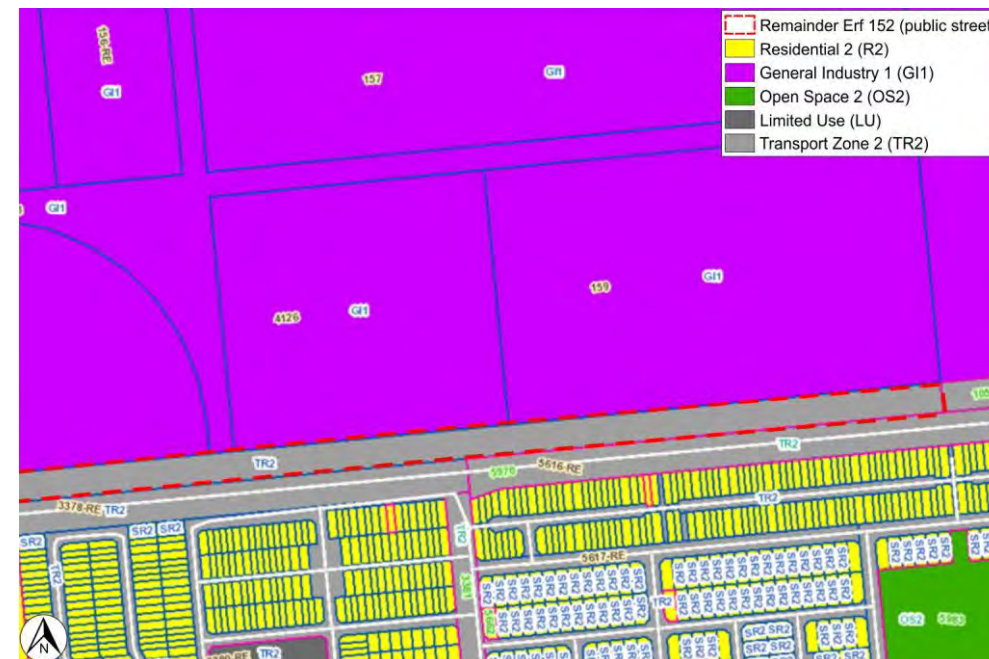


Figure 3.13: Zoning surrounding Housing Site 4 (City's EGIS Viewer, 2026)

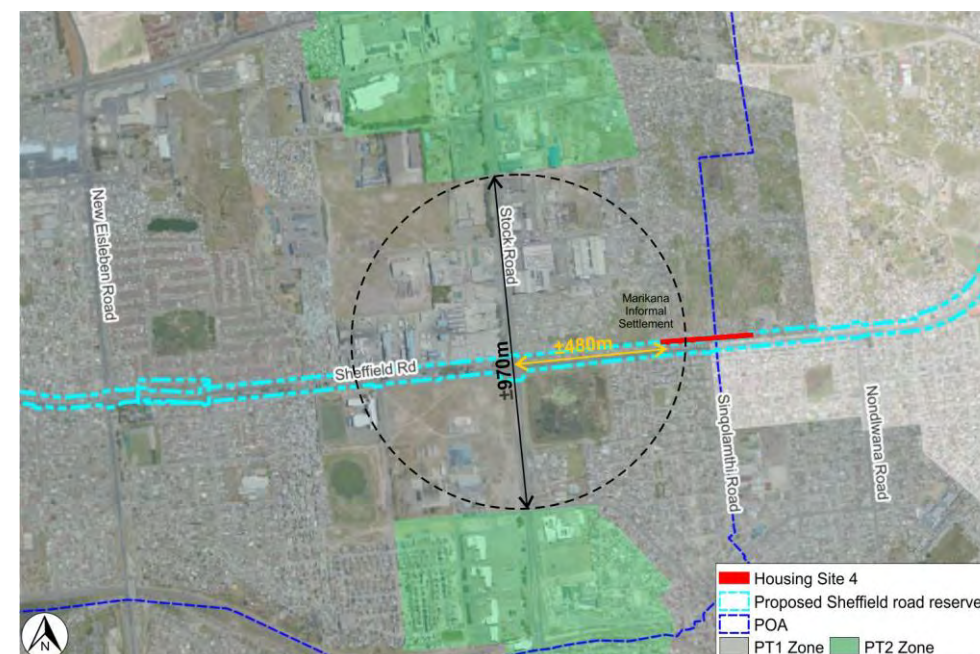


Figure 3.14: Illustration of the PT zones application to the Philippi area (City's Open Data Portal, 2026)

i) PT Zones

Housing Site 4 falls within the PT1 zone, $\pm 480\text{m}$ from the Stock Road and Sheffield Road intersection. This zone allows for reduced minimum on-site parking requirements. In addition, two PT2 zones are situated to the north-west and south-west, $\pm 970\text{m}$ apart, where zero minimum parking requirements apply (Figure 3.14).

ii) Affordable Rental Flat Overlay

This overlay zone was introduced during the 2025-DMS amendments and applies to Residential (R1 & R2) and Local Business (LB1) zones only, and as delineated on the Affordable Rental Flats Area Map. It provides for backyard flats and incremental densification, permitting between 8-12 units, depending on whether an existing dwelling is retained on the site. These developments are recognised as a separate land use category for the purposes of Development Charges.

Re/152 and subsequently Housing Site 4, along with a majority of land parcels to the north of Sheffield Road are located outside of the designated map area (Figure 3.15).

3.6 Existing natural features and vegetation

An Environmental Checklist was prepared by Infinity Environmental in May 2024, confirming that no further environmental studies are required. All housing sites are brownfields occupied by informal structures used for housing or trading. The sites are flat, with several artificial stormwater detention ponds along Sheffield Road, but no watercourses occur on the sites themselves.

A registered ecologist's study for the POA (2021) found no natural or derived wetlands (see Figure 3.16). The Checklist further confirmed that no listed activities under the EIA Regulations apply, and the Department of Environmental Affairs and Development Planning (DEA&DP) formally endorsed this position in December 2024 (Annexure B7).

3.7 Heritage

The application area is not located within a declared Heritage Protection Overlay Zone area. Housing Site 4 is not larger than 5 000m² in extent, however a rezoning and subdivision is required for the site and a Notification of Intent to Develop (NID) was submitted to Heritage Western Cape (HWC) to confirm that no heritage resources are triggered. HWC confirmed in July 2024 that no further studies are required (Annexure B6).

Aerial photography of the Philippi area shows that the residential area to the south of Housing Site 4 started to develop in ±1996. The residential area on the north-eastern corner of Sheffield Road / Stock Road intersection, to the west of Housing Site 4, developed in ±2006. Both these residential areas seem to be Government-built units in this area. From ±2011 pedestrian footpaths are visible over the now Marikana Informal Settlement, showing the pedestrian flow between the Philippi Industrial Area in the north and Sheffield Road and residential areas to the south. No aerial photography is available for 2014, but it is evident

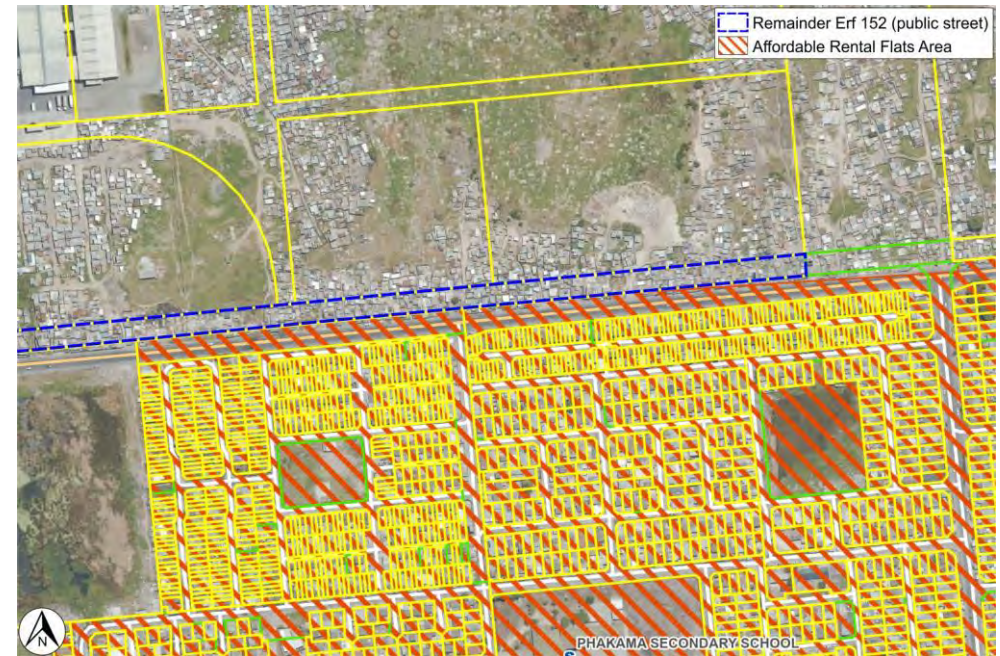


Figure 3.15: Affordable Rental Flats Area Map (City's EGIS Viewer, 2026)

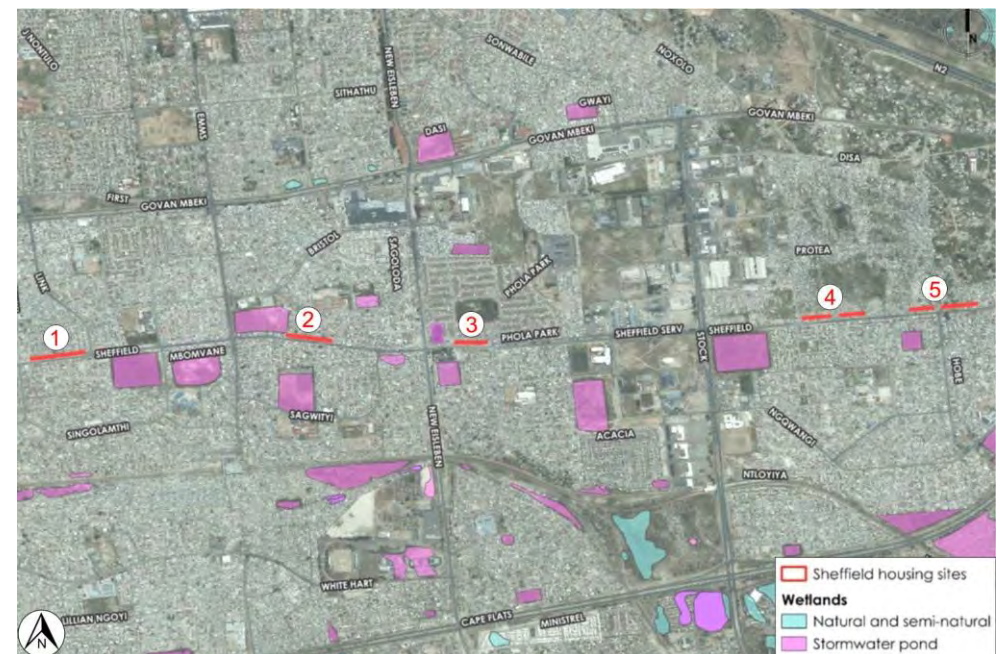


Figure 3.16: Wetlands and stormwater ponds (Infinity: Environmental Checklist, 2024)

that in 2015 the Marikana Informal Settlement was well occupied, including the encroachments onto Housing Site 4.

3.8 Existing road operations

HHO Consulting Engineers were appointed to undertake the Transport Impact Study (TIS) for Housing Site 4. Traffic count data were sourced from the Sheffield Road Concept Review (February 2022) and supplemented by counts in May 2024, considered essential for assessing the proposed affordable housing developments. The findings are summarised below (Annexure C1).

3.8.1 Existing road network

Figure 3.17 illustrates the road hierarchy as per the City's Public Right of Way Plan (2022). Key elements include:

- **Sheffield Road** (south of the site): Class 2 Major Arterial, east–west orientation.
- **Stock Road** (west): Class 3 Minor Arterial north of Sheffield Road; Class 2 Major Arterial south of Sheffield Road.
- **Nondlwana Road** (south-east): Class 4 Collector.
- **Sinqolamthi Street** (south): Class 5 Local Street, north–south orientation.
- The Sheffield/Sinqolamthi intersection includes an informal fourth leg providing rudimentary access to the Marikana Informal Settlement, not suitable for vehicles (Figure 3.18).

The site benefits from good accessibility to the higher-order network via:

- The R300 Freeway interchange at Stock Road, the only interchange between the N2 and M7 (Jakes Gerwel Drive).
- Sheffield Road eastwards into Symphony Way, linking to the Northern Suburbs.

The higher-order function of Sheffield Road remains unrealised due to discontinuity to the west and north.

3.8.2 Transport network

The surrounding transport network consists of the following:

- **Sheffield Road Concept Scheme Review:** proposals to extend Sheffield Road west to Ottery Road; investigate a direct link to Jakes Gerwel Drive; incorporate Class 2 NMT facilities, pedestrian crossings at signals and mid-block crossings; and reduce



Figure 3.17: Road network hierarchy (City PROW, 2022)



Figure 3.18: Sinqolamthi Street north leg with Sheffield Road intersection (Google Earth, 2024)

carriageway width to free reserve space for housing. Future proposals include extending Symphony Way north into the Durban Road corridor, creating a continuous link between Northern and Southern Suburbs.

- **BRT Infrastructure:** Stock Road forms part of the planned T12 BRT route (Mitchells Plain–Claremont), currently in detailed design.
- **R300/Stock Road Interchange Upgrade:** longstanding cloverleaf proposal to ease congestion, delayed by funding constraints.
- **Joe Gqabi Long-Distance Bus Terminus:** critical hub for Eastern Cape services, busiest over Easter and pre-Christmas, quieter otherwise.
- **Rail Infrastructure:** limited services are resuming on the Central Line after suspension. Successful re-introduction will reduce taxi reliance and traffic volumes. Longer-term proposals include extending the Philippi–Southfield link, though implementation is unlikely in the near term.

Figure 3.19 illustrates the existing public transport network and future MyCiTi proposals. Taxi routes (orange) include Sheffield Road; GABS stops are concentrated along Govan Mbeki Road, with some to the east and south-east. MyCiTi currently operates along the N2 and Cape Flats Freeway, but Phase 2a routes (light blue) will extend along Stock Road, New Eisleben Road and Govan Mbeki Road. The area is therefore well served by public transport.

3.8.3 Existing traffic operations

Traffic flows along Sheffield Road are significantly lower than those expected of a Class 2 Major Arterial, due to discontinuity westbound and roadside friction (taxi stoppages, informal trading, pedestrian crossings). Flows are similar in peak and off-peak directions, with westbound dominant in the AM peak and eastbound in the PM peak.

Key intersections affected by Housing Site 4 include Stock Road, Sinqolamthi Street and Nondlwana Road:

- **Stock Road intersection:** PM eastbound peak flow of 657 veh/hr, well below Class 2 capacity (1 200 veh/hr/lane), indicating spare link capacity.
- **Nondlwana and Sinqolamthi intersections:** negligible flows into/out of Marikana Informal Settlement; accesses are rudimentary and unsuitable for vehicles.
- **Sinqolamthi flows:** estimated from adjacent intersections, consistently low, reflecting low vehicle ownership.

Vehicle occupancy surveys confirm dominant modes are **minibus taxis** and **Avanza taxis** (informal township services). Private vehicles account for 13.8% (AM) and 18.6% (PM), while

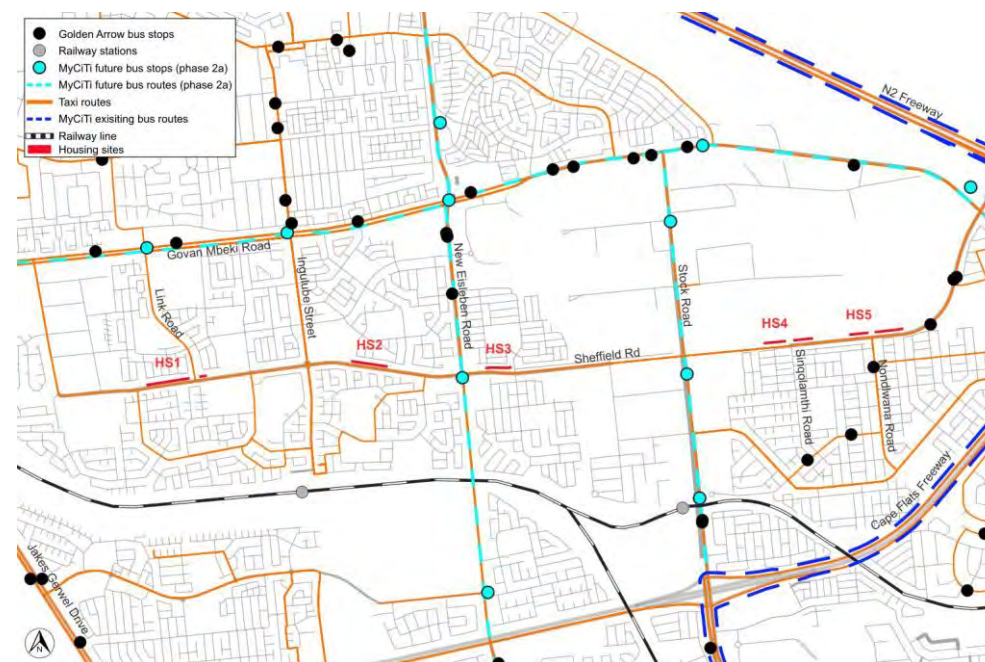


Figure 3.19: Existing and future public transport in relation to the site

buses are lowest at 2.6% (AM) and 1.3% (PM). Although no formal NMT counts were undertaken, site visits observed extensive pedestrian activity along Sheffield Road, with poor infrastructure conditions. These findings informed the NMT proposals in the Sheffield Road Scheme.

3.8.4 Existing intersection performance

i) Stock Road / Sheffield Road intersection:

- Shared westbound through / right-turn lane is a bottleneck.
- AM peak: north, south and east approaches at capacity, LOS E (high delays); overall LOS E.
- PM peak: overall LOS D (acceptable delays); east approach at capacity, north/east approaches LOS E.

ii) Nondlwana Road / Sheffield Road intersection:

- Two-way stop-controlled, priority to Sheffield Road.
- Northern leg provides basic access to Marikana Settlement.

- Capacity analysis shows stop-controlled approaches LOS A–B, with spare capacity ($v/c < 1.0$).

iii) Singolamthi Street/ Sheffield Road intersection:

- Not formally analysed; operations not problematic given low vehicle ownership and local street function.

3.9 Existing engineering services

HHO Consulting Engineers were appointed to prepare the Services Report for Housing Site 4. The report confirms that many of the bulk water and sewer pipelines along Sheffield Road are more than 50 years old and have reached the end of their lifespan. A summary of the existing services is provided below (Annexure C2).

3.9.1 Existing potable water

An existing bulk water main (DN400–350) runs along the southern boundary of Sheffield Road, with a DN225 connection located perpendicular to the main near the northern leg of Singolamthi Street.

As part of the Sheffield Road Scheme Review, the **bulk main is to be relocated** to the northern edge of the reserve. The main does not traverse the application area (see Figure 3.20). City officials confirmed in June 2024 that the area is currently **experiencing low water pressure**.

3.9.2 Existing foul sewer

An existing DN500 bulk sewer runs east–west along Sheffield Road, draining into the Philippi Sewer Collector. Due to collapses on the western portion near Ottery Farms, the system is currently being pumped to the Cape Flats Wastewater Treatment Works (WWTW). No additional discharge of wastewater to the system is currently allowed.

A moratorium is in place: no additional flows may be discharged until completion of the Philippi Bulk Sewer upgrade (anticipated 2027). The existing sewer will become redundant once the upgrade is commissioned. The sewer main does not traverse the application area (see Figure 3.20).

3.9.3 Existing stormwater

GIS data from the City’s Stormwater Department indicates bulk stormwater pipes parallel to Sheffield Road, ranging from DN675 in the east to DN1050/DN1200 in the west. These discharge into a large pond at the south-eastern corner of Sheffield and Stock Roads via double DN850 pipes. The report assumes that all runoff from Sheffield Road in this section, which is collected via the visible catchpit, drains into the same pond.

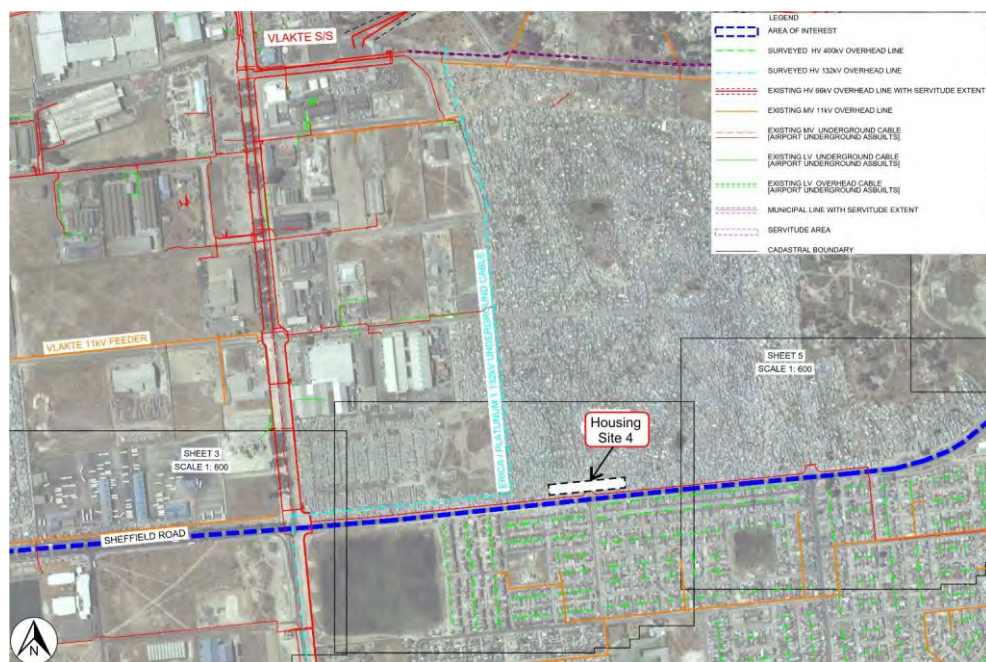
The site itself is flat, occupied by informal structures and hard surfacing, contributing to surface runoff onto Sheffield Road. The stormwater main does not traverse the application area (see Figure 3.20).

3.9.4 Existing geotechnical

A desktop geotechnical investigation was undertaken to assess development informants. Conditions on the site are regarded as feasible for construction purposes.

3.9.5 Existing electrical

The Philippi area is serviced by Eskom and the City’s electrical infrastructure. Existing MV cables run along Sheffield Road. Eskom confirmed in 2022 that 1.3MVA spare capacity was available at the Beauty switching station (located southwest on Erf 5268). Figure 3.21 illustrates the electrical reticulation in relation to Housing Site 4.



CHAPTER 4. DEVELOPMENT PROPOSAL

The City intends to release all new land parcels within Housing Site 4 onto the market and therefore initiated this land development application as part of a comprehensive Land Release Priority Programme supporting small scale rental units, to create affordable rental opportunities. By proactively undertaking this application, the City can ensure that the development achieves the City's development objectives, policies and priorities. The City does not intend developing the site themselves but is packaging the site in order to derisk it for development. The SDP submitted as part of the application aims to facilitate and enable development by small-scale developers and companies that may not necessarily have the resources to go through lengthy planning approvals. The SDP would allow a developer to submit a Building Plan for approval, thereby reducing risk and time delays for smaller players in the development industry. Design guidelines also form part of the SDP to guide a future developer with the layout of the site and facilitate better building design, and a positive interface with the public realm.

Unlike other Philippi POA projects (i.e. Terminus Road, Joe Gqabi, Sports Road E1 & E2) which followed directly from preceding Development Framework and Urban Design Reports, Housing Site 4 does not have a dedicated planning and urban design framework of its own. However, the POA LSDF (2023) identifies Sheffield Road as a catalytic corridor and sets out broad urban design objectives for land use intensification and public realm improvement.

Instead, the development proposals are informed by the Sheffield Road Review Study (2023) which included urban design proposals within the Sheffield Road Corridor. That study involved a rethinking of the full road reserve width; reallocating space traditionally reserved for a wider multi-lane carriageway to uses that activate and formalise edges that have been informally occupied due to the non-implementation of the full scheme and the absence of traffic demand to warrant it.

Within the road reserve itself, the study developed two housing typologies to demonstrate how surplus reserve space could be reallocated to formal housing while activating the street edge:

- **Mixed-use Housing Type 1:** Freestanding 2-3 walk-ups with no direct vehicular access. Units are accessed directly off Sheffield Road, with parking accommodated in the shoulder zone. Ground floor retail is encouraged to activate the street edge.

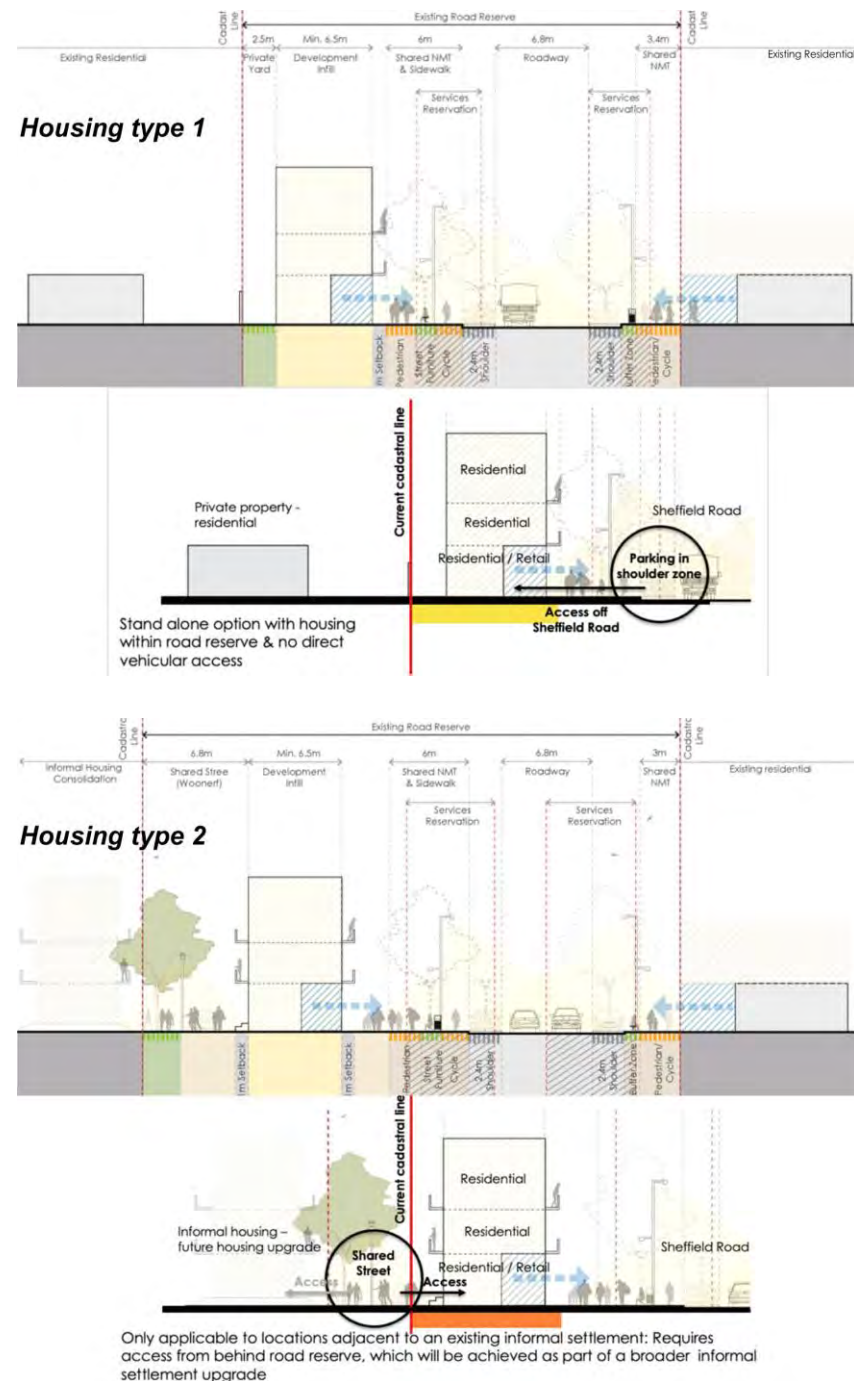


Figure 4.1: Housing typologies within road reserve (Sheffield Road Review Study, 2023)

- **Mixed-use Housing Type 2:** 2-3 storeys walk-ups integrated with the re-blocking of adjacent informal dwellings. Vehicular access is provided via a shared space (woonerf concept), supporting incremental upgrading while activating the street edge.

The conceptual design also makes recommendations for how current and future developments should respond to their interface with Sheffield Road. These include:

- Informal housing upgrade sites identified in the POA Housing Study, to be formalised and integrated with the corridor vision.
- Development intensification with particular emphasis on activating the street edge through mixed-use frontages and improved interfaces.
- Green public edges creating linear parks and landscaped buffers that contribute to the Living Green Street character.
- Interfaces with public buildings and community facilities, ensuring that these sites contribute positively to the public realm and strengthen corridor identity.

The proposed residential densities for Housing Site 4 are not derived from a pre-approved basket of rights but are instead influenced by the dimensional constraints of the newly created erven. The 10m erf depth reflects the portion of the road reserve that remains available after the revised road alignment is confirmed. Although modest in scale, this depth is sufficient to accommodate workable housing modules when paired with an 18m street frontage width. The urban designers used this dimensional logic to test flexible developable modules (Figure 4.2) demonstrating that:

- **Bachelor units** ($\pm 18\text{m}^2/\text{du}$, 3m wide) can be grouped in sets of four per floor, achieving a higher yield but limited household diversity.
- **One-bedroom units** ($\pm 24\text{m}^2/\text{du}$, 4m wide) fit in sets of three per floor, balancing density with liveability.
- **Two-bedroom units** ($\pm 36\text{m}^2/\text{du}$, 6m wide) fit in pairs per floor, offering family-sized accommodation but reducing overall yield.
- **Shared unit / boarding house option** ($\pm 72\text{m}^2$, 12m wide) accommodates ± 6 rooms within a single module, providing a communal living arrangement.

4.1 Development distribution

In commencing the planning for Housing Site 4, it was necessary to test the dimensional constraints of the proposed erven and apply the recommendations of the Rental housing Market study, to determine the overall development logic for distribution of land use and density (Figure 4.3).

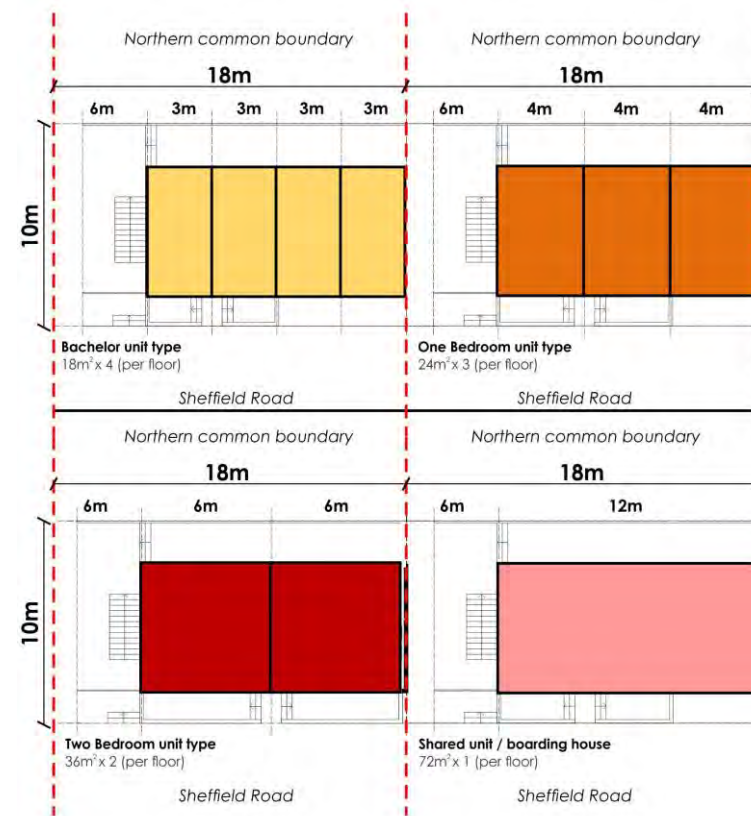


Figure 4.2: Housing typologies within road reserve (Sheffield Road Review Study, 2023)



Figure 4.3: Residential densities proposed for Housing Site 4

	Housing Site 4 (max allocation)
Residential dwelling units	184 units
Boarding house rooms	276 rooms
Residential GLA m ²	$\pm 3\,312\text{m}^2$
Micro-business GLA m ²	$\pm 936\text{m}^2$

Table 4.1: Allocation of floor space in Housing Site 4

Higher residential densities should be located along the new bookends (Portions 1, 6, 7 & 10) where activation of the street is most critical. These land parcels should accommodate the highest residential densities (**red**) whilst the middle land parcels should at least achieve medium residential densities (**green**). Portions 6 and 7 will face onto the new formal public road (Sinqolamthi St extension) into the new Marikana Re-blocking project.

The Rental Market study recommended average units' sizes that informs the precinct planning and subdivision applications. It is important the unit sizes remain an assumption of an average unit size for the purposes of this application, and it is not prescribed as minimum unit sizes. Calculations are thus based on the assumed average sizes set out below:

- Bachelor unit: $\pm 18\text{m}^2$
- One-bedroom unit: $\pm 24\text{m}^2$
- Two-bedroom unit: $\pm 36\text{m}^2$
- Shared / boarding house unit = $\pm 72\text{m}^2$ (± 6 rooms)

4.2 Site Development Plan (SDP)

An SDP with Development Guidelines has been prepared for Housing Site 4 which ensures mandatory development criteria are met, and maximum envisaged development is not exceeded, whilst allowing adaptability for future development. This approach streamlines the process for smaller developers by reducing red tape, simplifying the building plan approval process and eliminating additional financial burdens such as holding costs while SDPs are being processed. Unlike larger developers who may have the resources to develop more complex development proposals by means of SDPs, this initiative enables smaller developers to participate in the housing pipeline.

The development proposal provides for 10 new land parcels of varying sizes, which must be developed as multi-storey residential units. While the development is primarily residentially led, an LB2 zoning is proposed which allows both residential and several non-residential active uses. All land parcels are recommended to incorporate **ground floor activation to transform Sheffield Road into a "Living Green Street"**, consistent with the Sheffield Road Review Study's vision for corridor intensification and public realm improvement.

Figure 4.3 is an extract of the SDP illustrating the residential land use envelopes (yellow fill) for each parcel, informed by compulsory build-to and setback lines. These envelopes indicate where residential and mixed-use activities may be accommodated, but do not represent the full building footprint, as rear circulation walkways are separately illustrated.

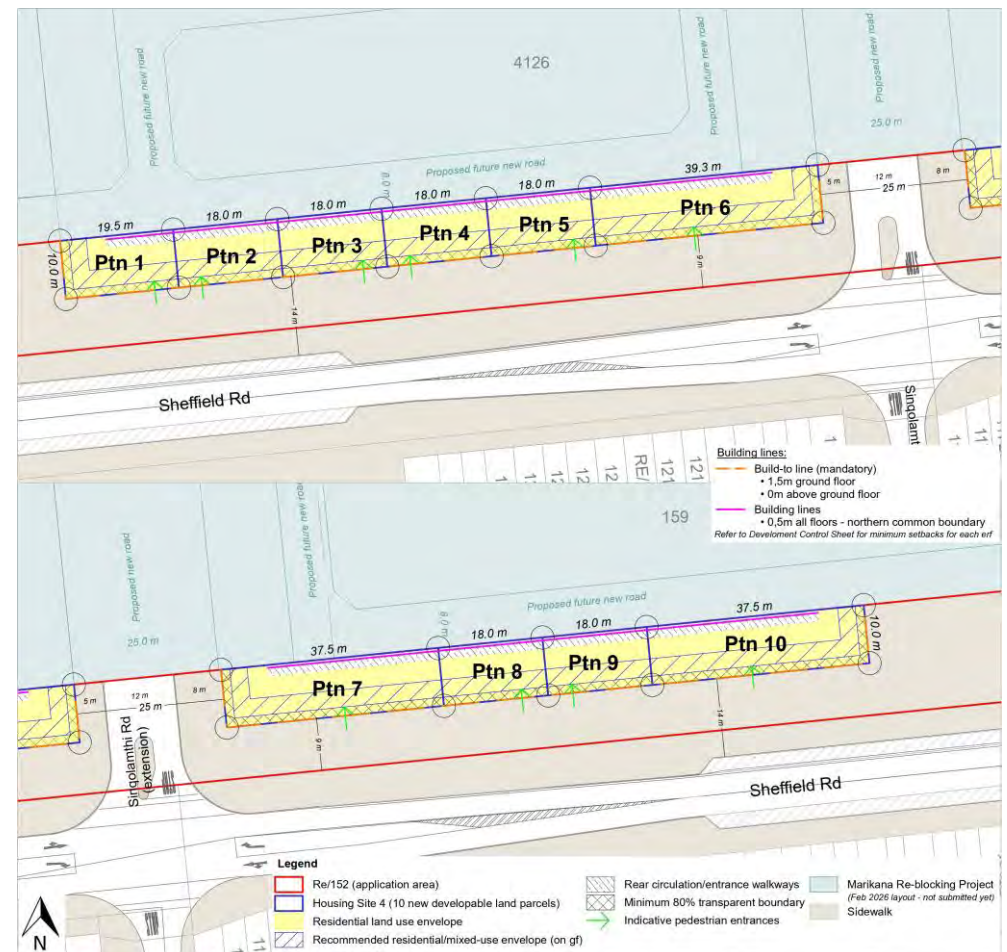


Figure 4.3: Site Development Plan for Housing Site 4 (GAPP & @P, 2026)

The following **mandatory development requirements/criteria** must be complied with for any future development on the new land parcels:

- **Residential land use envelope:** Buildings must be positioned within the designated envelope (yellow fill). The envelope defines the permissible zone for residential/mixed-use activities but excludes the recommended rear circulation/access walkways. It does not represent the full extent of the building footprint, nor does it indicate permissible coverage. Buildings may not be positioned outside this envelope.

- **Build-to lines:** Buildings are to be positioned on the build-to line to ensure a positive relationship to the surrounding streets.
 - **Ground floor:** Buildings must set back 1,5m from the street to accommodate pedestrian movement and activation.
 - **Above ground floor:** Set back 0m meaning the building envelope must visually “hold” the street edge. However, compliance can be achieved by different portions of the building: balconies may project to 0m while other façade elements can step back slightly. This ensures a positive interface with the street and promotes passive surveillance.
- **Setbacks (building lines):** Building lines are generally set at 0m along internal common boundaries to maximise development potential. All buildings must comply with the National Building Regulations, which prohibit windows or openings directly on boundaries to ensure fire safety and privacy.

Along the northern boundary, a 0,5m building line applies to accommodate rear circulation walkways and entrances. Consequently, habitable units within the residential land use envelope are effectively positioned 2m back from this boundary.

For the bookend parcels (portions 1, 6, 7 & 10) a differentiated rule applies:

- The first 8m from the western/eastern edge may be developed at 0m on the boundary.
- Beyond, the 0,5m building line applies along the northern common boundary.
- **Height:** Minimum height (6,5m - 2 storeys) and maximum height (9m or 12m - 3 or 4 storeys) are specified. This is to prohibit single-storey structures to ensure optimal density is achieved.
- **Boundary wall treatment:** Minimum 80% transparent boundary is required along Sheffield Road, preventing a blank wall frontage and encouraging pedestrian interaction.
- **Access and parking:** Due to the limited site depth (10 m) and Sheffield Road’s classification as a Class 2 route (no additional vehicular access points permitted), no vehicular access, and subsequently no on-site parking, is permitted.

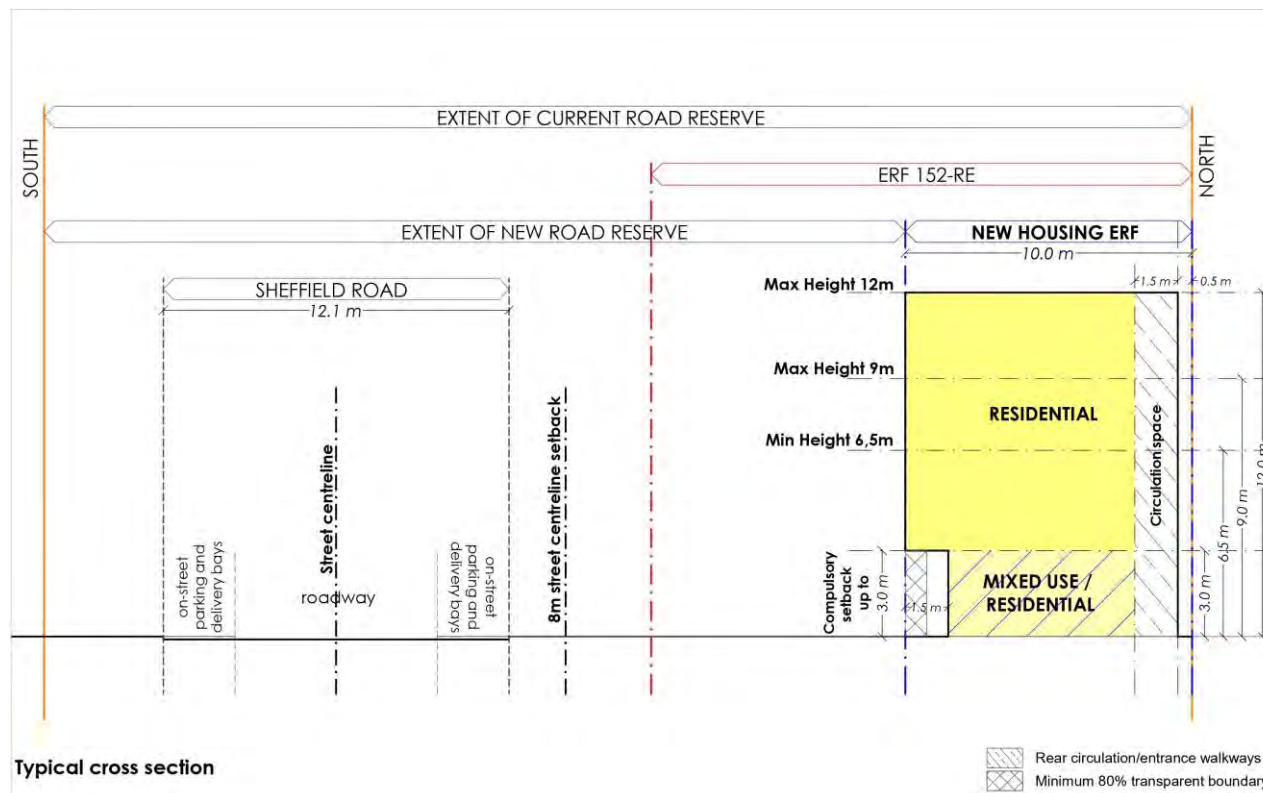


Figure 4.4: Typical cross-section (GAPP & @P, 2026)

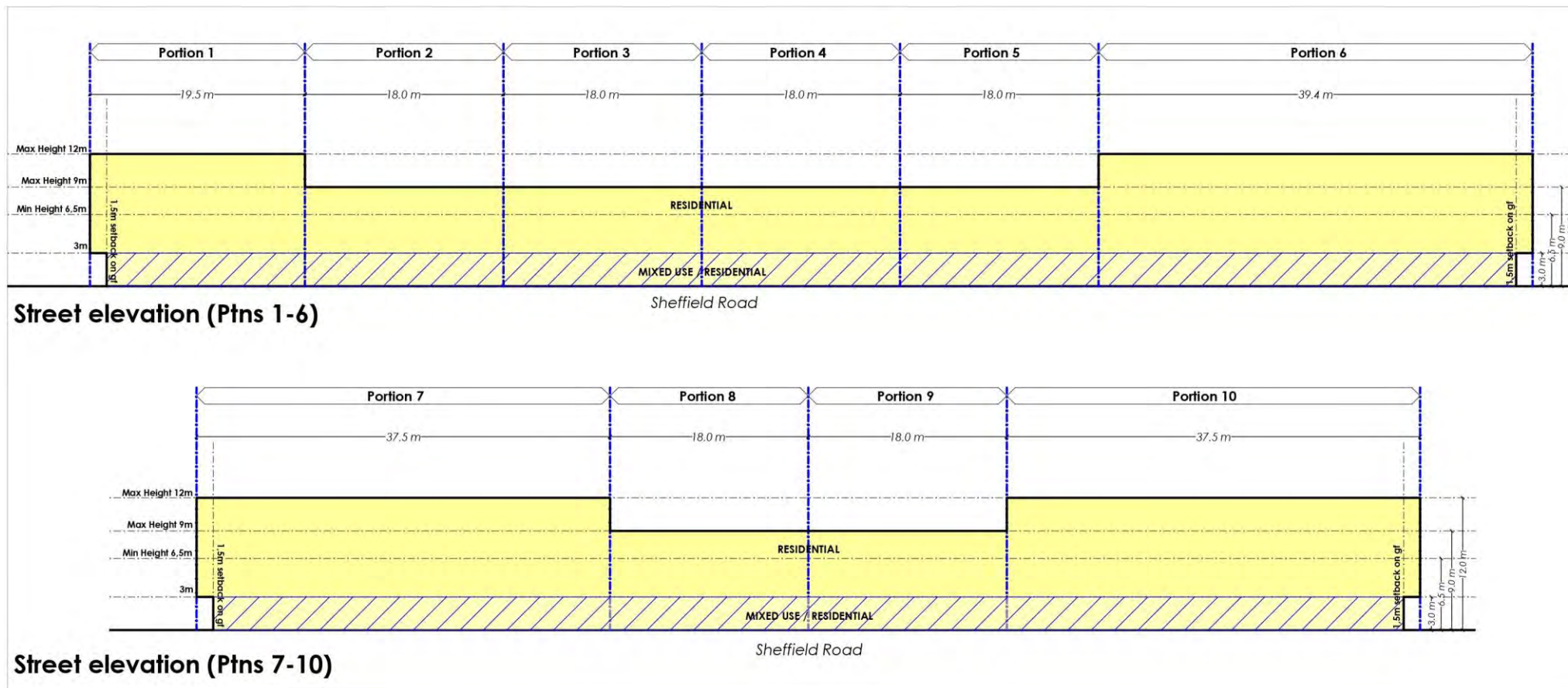


Figure 4.5: Street elevation (GAPP & @P, 2026)

4.3 Design guidelines

A set of **design guidelines** have been prepared to accompany the SDP which will provide the future developer guidelines on topics listed below (Figure 4.6). The purpose of the guidelines is to give more guidance on how the mandatory development parameters could be achieved and it describes how other encouraged features can also be accommodated in a future building:

1) Treatment of ground floor and interface with the street

- 0 Promote mixed-use activities on ground floor.
- 0 Elevate ground floor from sidewalk level where possible, to improve privacy gradient and demarcate private space.
- 0 Allow opportunities for personalisation and beautification of both internal and external spaces.
- 0 Locate active activities within the building on the street side, to promote visual surveillance.
- 0 Provide windows, doors and balconies onto the street from ground floor and upper floors. Surveillance over the street will improve security.
- 0 Ground floor units to be preferably 3m x 6m modules to create flexibility in use over time. This unit size can accommodate residential, mixed-use or combination of both.

2) Access and entrances

- 0 Maximise entry points of ground floor units onto the street.
- 0 Central secure entrance to development, to access residential units.
- 0 Allow for unit entrances from the back. This provides controlled and secures access for residential units, but also improves the flexibility of the unit, should its use change over time.
- 0 Create communal areas with connection to the street.

3) Corner treatment

- 0 Promote mixed use on ground floor.
- 0 Promote height.
- 0 Consider stepping back.
- 0 Provide overlooking features like balconies and windows on short edge of the building.
- 0 Provide overlooking features like balconies and windows on short edge of the building.

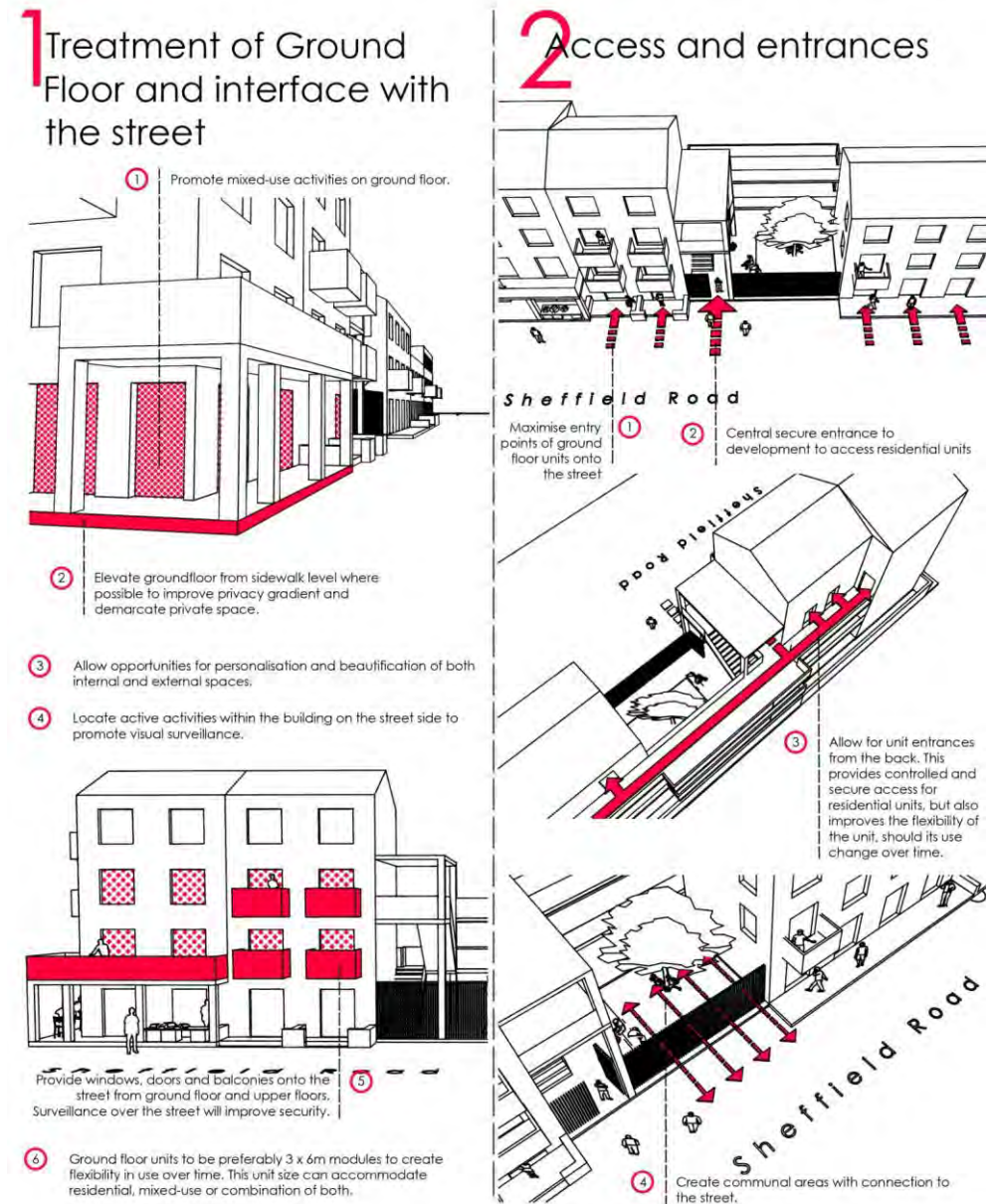


Figure 4.6(a): Urban Design Guidelines (GAPP, 2026)

4) Communal areas

- o Combine communal areas and staircases to maximise space efficiency.
- o Consolidate open space to form fewer but larger communal areas.
- o Consider gathering and social spaces for tenants. Consider braai facilities and play areas.
- o Consider soft landscaping in the form of softened surfaces (grass), tree planting, wall creepers or vines on pergola structures.
- o Provide dedicated spaces for services and refuse bin storage.
- o Create opportunities for washing lines and a possible waterpoint.

The purpose of the design guidelines is to provide future developers:

- Guidance on how to implement development requirements: smaller developers with limited experience or resources benefit from a clear framework to guide their designs and to align with the approved development requirements.
- Guidance on desirable or encouraged aspects without restriction: smaller developers with limited experience or resources benefit from a clear framework to guide their designs and to align with industry standards and local urban planning principles.
- Reducing risk and costs: smaller developers can avoid unnecessary design revisions or compliances issues by following the guidelines which can make the building plan approval process go smoother.
- Support connected urban development: ensure that development complement the surrounding urban fabric without imposing rigid requirements and also encourages developers to consider aspects like efficient layouts and pedestrian-friendly spaces.
- Attract investment and growth: providing a structured yet flexible framework, smaller developers will feel more secure in investing in the area and small developers who might otherwise be discouraged by complex regulations can confidently enter the market.

A development control sheet forms part of the SDP and Design Guidelines and is further discussed in Section 4.7. This sheet will indicate specific mandatory requirements applicable to each new land parcel.

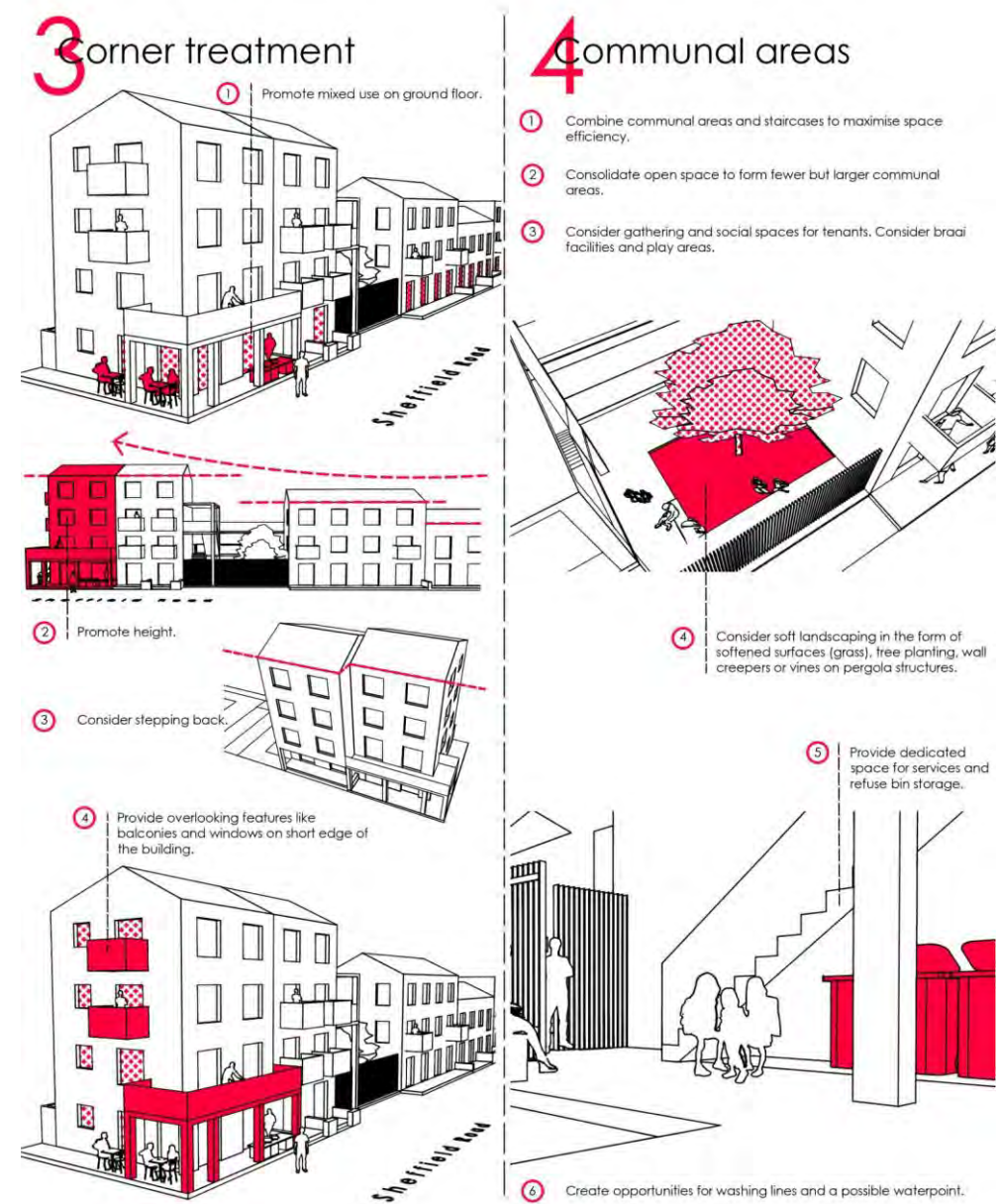


Figure 4.6(b): Urban Design Guidelines (GAPP, 2026)

4.4 Indicative Concept

The Indicative Concept (Figures 4.7-4.9) illustrates how the 10 new land parcels could be developed within the SDP incorporating the mandatory development criteria. While not a fixed layout, it demonstrates potential site configurations, helping future developers understand how their projects might fit within the framework. By integrating the design guidelines, the Indicative Concept helps to convey a cohesive vision for Housing Site 4 whilst allowing adaptability:

- The Indicative Concept takes into consideration circulation (grey hatch) generally to rear of the building (setback 0,5m from the rear) and along the sides of the building (excluded from GLA calculation).
- It illustrates how buildings can be placed along street boundaries (i.e. placement of balconies or building façade), and common boundaries whilst creating common areas to the rear of the building and along the sides of the building, for recommended soft landscaping opportunities.
- It illustrates how buildings and ground floor entrances are oriented to face Sheffield Road, reinforcing active frontages, passive surveillance and integration with the public realm.

Indicative landscaping:

- No landscaping proposals are made as part of this project.
- External public realm elements illustrated fall under separate City initiatives, while on-site soft landscaping is merely encouraged to enhance amenity and cohesion, but cannot be mandated for private developers.

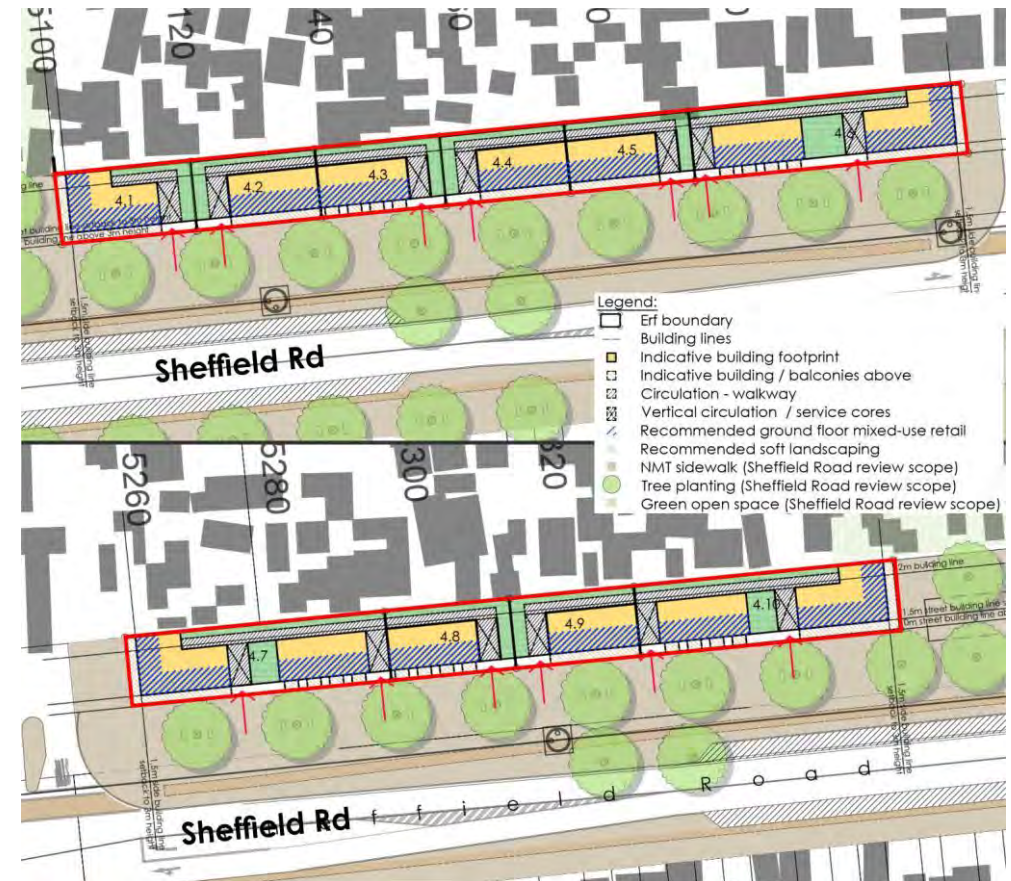


Figure 4.7: Indicative Concept (GAPP, 2026)

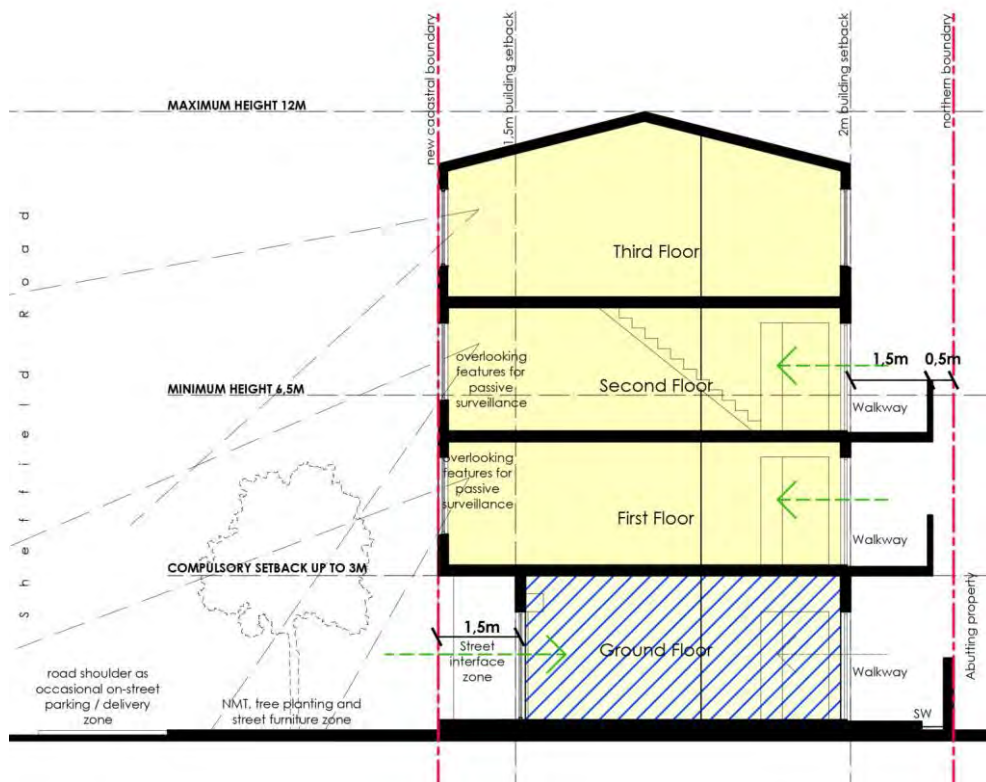


Figure 4.8: Indicative Section (GAPP, 2026)



Figure 4.9: Indicative Floor Plans (GAPP, 2026)

4.5 Refuse removal considerations for future developers

While the SDP does not prescribe or spatially allocate refuse storage areas for each erf, developers are required to comply with the City's Solid Waste Management Requirements which will be assessed at building plan stage.

In accordance with applicable standards and guidelines, all multi-unit residential development (excluding single dwellings) must provide a centralised refuse/recycling storage room/area designed to meet specifications related to access, capacity, ventilation, sanitation and container compatibility. These facilities must be positioned adjacent to a public road to enable kerbside collection, as City will vehicles shall not enter private property.

The Urban Design Guidelines indicate that refuse and recycling areas should be integrated within shared utility and circulation spaces to optimise spatial efficiency and reduce visual and functional disruption. Furthermore, a note on the Development Control Sheet reinforces the obligation for future developers to comply with the City's Solid Waste Management requirement at building plan stage. For this project, refuse collection will take place along Sheffield Road, within the new shoulders proposed along Sheffield Road.

4.6 Engineering services

The following minimum services are required prior to development commencing at Housing Site 4:

- 1) **Water:** All connections and water mains to be installed to the new erven; fire hydrants to be constructed on the fire line.
- 2) **Sewer:** All connections to be installed to the new erven.
- 3) **Stormwater:** Grid inlets together with channels and planted boxes to manage on-site runoff; underground pipe connections to discharge into the Sheffield Road system.
- 4) **Electrical:** Details of required upgrades and costs to be discussed upon official application to ESKOM.
- 5) **Roads:** Upgrade this portion of Sheffield Road - development benefit from on-street parking bays in Sheffield Road.

A number of more extensive bulk and link services upgrades are required, with a number of projects already in various stages of implementation. Refer to Section 5.4.7 of this report and the HHO Services Report for more information.

4.7 Development Control Sheet

A development control sheet has been prepared as part of the SDP package, detailing the specific development parameters for each new land parcel. It effectively establishes compulsory development criteria, functioning as a mini-zoning scheme for each parcel. It outlines the development intent, density target, active ground floor, total floor space and floor factor, coverage, height, build-to line and building lines, access and parking. Refer to table 4.2 for an extract of the development control sheet (also see Annexure A4).

SHEFFIELD ROAD HOUSING SITE 4 DEVELOPMENT CONTROL SHEET

No.: P256-HS4-DevCon Rev: 0 Date: June 2026

DEFINITIONS:

Build-to line: where the building's façade must be located.

Building line: as defined in the DMS, the minimum distance a building must set back from a property boundary.
Building may set back further than this minimum requirement.

CONTROL MEASURES:

	Permitted: allowed in terms of the zoning scheme without requiring special approval.
*	Recommended: advised/encouraged to achieve the intended development outcome
	Mandatory: development requirements that must be followed.

Ptn	Size (±m²)	Development intent	Zoning	Maximum						Height (above EGL)		Minimum setback			Access and parking requirements	Encouraged landscaping
				Dwell-ing units	Rooms (Shared / Board-ing house)	Resi-dential floor space (m²)	Micro-buss GLA (m²)	Floor factor	Cov-erage	Min	Max	Boundary	Build-to line	Building line		
1	195	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	16 units	24 rooms	288	62	1,5	75%	6,5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from W bound-ary) then 0.5m	No vehicular access or on-site parking	Soft land-scaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)	1,5m gf 0m >gf			
2	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft land-scaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
3	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft land-scaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
4	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft land-scaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
5	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft land-scaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
6	393	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	32 units	48 rooms	576	124	1,5	75%	6,5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from E bound-ary) then 0.5m	No vehicular access or on-site parking	Soft land-scaping
												Common (E)	1,5m gf 0m >gf			
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		

Table 4.2: Development Control Sheet 1/2

7	375	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	32 units	48 rooms	576	124	1.5	75%	6.5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from W boundary) then 0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1.5m gf 0m >gf			
												Common (W)	1.5m gf 0m >gf			
8	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1.2	75%	6.5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1.5m gf 0m >gf			
												Common (W)		0m		
9	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1.2	75%	6.5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1.5m gf 0m >gf			
												Common (W)		0m		
10	375	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	32 units	48 rooms	576	124	1.5	75%	6.5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from E boundary) then 0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)	1.5m gf 0m >gf			
												Street (S) (Sheffield)	1.5m gf 0m >gf			
												Common (W)		0m		

	Dwelling units	Boarding house rooms	Residential floor space (m ²)	Micro-buss GLA (m ²)	Note for all erven: - Development Charges shall be calculated at building plan submission and must be paid prior to building plan approval. - Refuse storage must comply with the City's Solid Waste Management Requirements and will be assessed at building plan stage. - Minimum 80% transparent boundary treatment along Sheffield Road. Build-to lines: Ground floor: Buildings must set back 1.5m from the street to accommodate pedestrian movement and activation. Above ground floor: Set back 0m meaning the building envelope must visually "hold" the street edge. However, compliance can be achieved by different portions of the building: balconies may project 0m while other façade elements can step back slightly. This ensures a positive interface with the street and promotes passive surveillance.
TOTAL	184	276	3 312	806	

Table 4.3: Development Control Sheet 2/2

CHAPTER 5. APPLICANTS & TECHNICAL ASSESSMENT

In the following chapter, the applications required in terms of the DMS are set out in more detail and the technical evaluations and impact assessments that were undertaken by various specialist’s reports are summarised. Refer to the relevant Annexures for full reports.

5.1 Proposed subdivision, rezoning and phasing

Remainder Erf 152 is proposed to be **subdivided** into 11 land parcels, 10 of which are proposed for the redevelopment of affordable residential units. Figure 5.1 illustrates the proposed subdivision of the larger remainder erf.

The new land parcels range between ±180m² and ±393m². Larger sites (Portions 1, 6, 7 & 10) are located on the edges of the scheme, creating bookends to frame and anchor the scheme within the surrounding road reserve (Figure 5.2 and Table 5.1). Varying erf sizes offer flexibility for developers seeking smaller parcels with the option to acquire multiple parcels for a larger scheme. Should more than one property be acquired and developed as one development, the developer will still be required to comply with the overall development parameters set out in the development control sheet for that land parcel.

LAND PARCEL	SIZE	PHASE	PROPOSED ZONING	PROPOSED LAND USES
Portion 1	±195m²	Phase 1	LB2	Affordable residential units and ground floor retail/business
Portion 2	±180m²			
Portion 3	±180m²	Phase 2		
Portion 4	±180m²			
Portion 5	±180m²	Phase 3		
Portion 6	±393m²	Phase 4		
Portion 7	±375m²	Phase 5		
Portion 8	±180m²	Phase 6		
Portion 9	±180m²			
Portion 10	±375m²	Phase 7		
Remainder Erf 152	±196 580m²	Phase 8	TR2	Road reserve and sidewalk

Table 5.1: Proposed subdivision and phasing

As this housing site is created as a result of the amended Sheffield road reserve, Re/152 is zoned TR2. It is proposed to **rezone** the 10 new developable land parcels to Local Business 2 (LB2) as this is the most suitable option for the development. This zone allows suitable flexibility for future uses (residential uses and other non-residential uses such as (but not

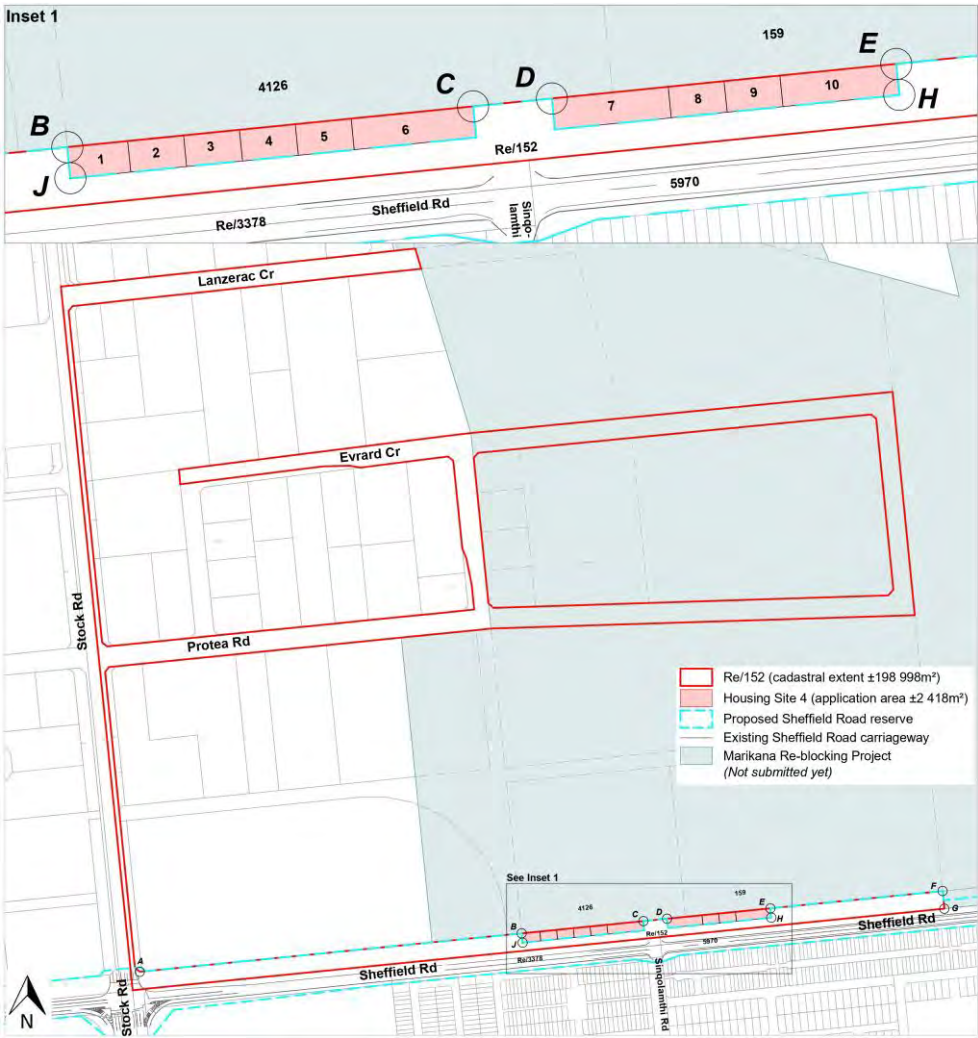


Figure 5.1: Proposed subdivision of Remainder Erf 152 (@P, 2026)

limited to) shops and service industry) and achieves the building envelope that is sought here.

Whilst each new land parcel will require a separate water and sewer connection, some land parcels are proposed to share stormwater channels, along their shared common boundaries. The City will not be the primary developer of the site, and it is anticipated that



Figure 5.2: Proposed subdivision and rezoning of Housing Site 4 (@P, 2026)

development will take place incrementally over time. It is therefore proposed to **phase** the subdivision by allowing those land parcels that share stormwater channels, together. In total, **eight phases** are proposed (Table 5.1 & Figure 5.3):

- **Phase 1:** Portions 1 & 2 – share stormwater channel.
- **Phase 2:** Portions 3 & 4 – share stormwater channel.
- **Phase 3:** Portion 5 – no shared services.
- **Phase 4:** Portion 6 – no shared services.
- **Phase 5:** Portion 7 – no shared services.
- **Phase 6:** Portions 8 & 9 – share stormwater channel.
- **Phase 7:** Portion 10 – no shared services.
- **Phase 8:** Remainder Erf 152 – Sheffield road reserve.

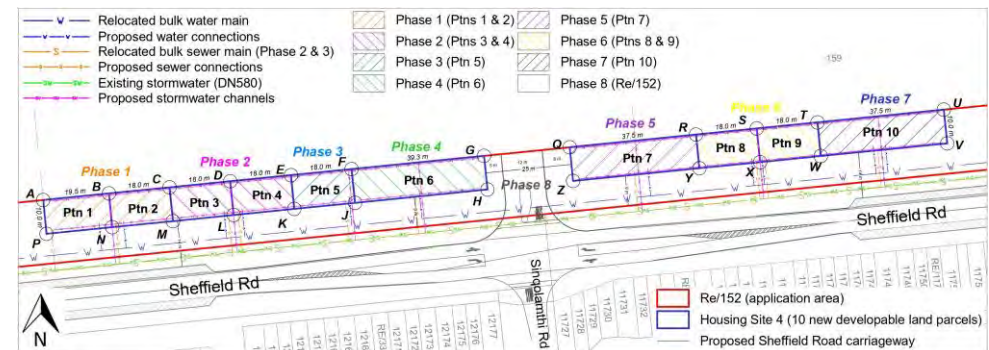


Figure 5.3: Proposed phasing (@P, 2026)

5.2 Assessment of DMS development parameters

The development parameters applicable to the LB2 zone are summarised in Table 5.2. The parameters of the proposed development are included in the table in order to determine where departures are required.

5.2.1 Building lines & build-to lines

Figure 5.4 illustrates the building lines and build-to lines applicable to all new land parcels. The building lines for LB2 is 0m from street and common boundaries. The development proposal requires:

- **Street build-to line:**
 - o 1,5m in ground floor (up to 3mH)
 - o 0m above ground floor
- **Rear setback/building line:**
 - o 0,5m for the circulation space to the rear of the building
 - o 2m for the habitable portion of the building envelope

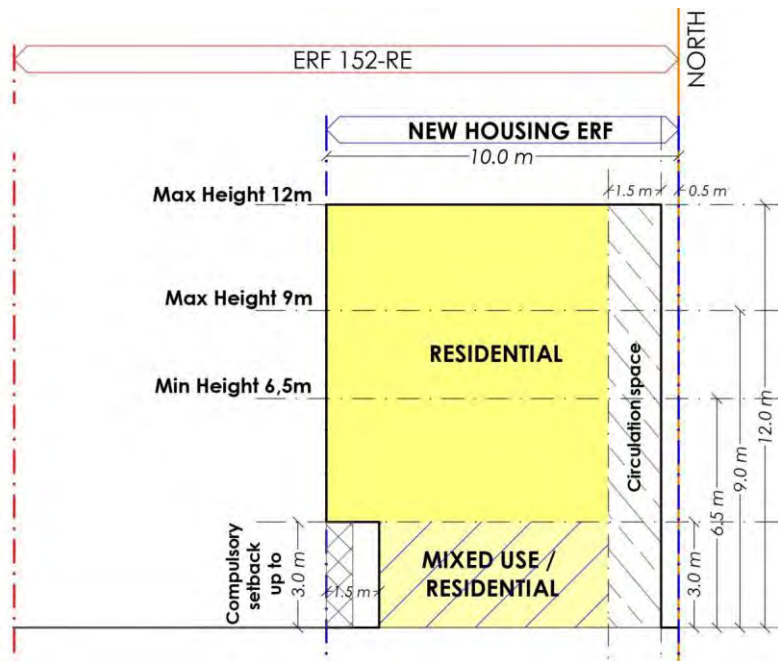


Figure 5.4: Build-to and setback lines (@P, 2026)

LAND USES LB2 (Item 55)		THIS PROPOSAL		APPLICATION
Primary use (55a)	Shop, office, dwelling house, second dwelling, bed and breakfast establishment, boarding house , flats , place of instruction, place of worship, institution, clinic, guest house, service trade , utility service, rooftop base telecommunication station, private road, open space, filming, electric vehicle charging stations, micro wind turbine, structure-mounted energy system and veterinary practice	Flats (incl. boarding house) Ground floor activation (i.e. shop, office, service trade etc.)		Rezoning
DEVELOPMENT PARAMETERS LB2 (Item 56)		THIS PROPOSAL		APPLICATION
Floor factor (56a)	1,0	All portions >1 (ranges between 1,2 & 1,5)		Departure
Coverage (56b)	75%	All portions <75%		Comply <i>Restriction to be imposed</i>
Height (56c)	12m EGL	Max height: 3-4 storeys (walk-ups) max 12m EGL.		Comply
Street centreline setback (56d)	8m	Sheffield Rd	All ptns <8m centreline	Comply
		Sinqolamthi Rd extension	Ptns 6 & 7 <8m centreline	
Street boundary line (56e)	0m	All ptns: 0m build-to line to street		Comply <i>Restriction to be imposed</i>
Common boundary line (56f)	0m	All ptns: different setback lines		Comply <i>Restriction to be imposed</i>
Metropolitan Road (121(2))	Sheffield Road = 5m	All ptns: 0m build-to line to street		Departure
DEVELOPMENT PARAMETERS LB2 (Item 56)			THIS PROPOSAL	APPLICATION
Parking & access (56i, 137, 140)	<u>PT1 Area</u> Flats: 1 bay/du + 0,25bays/du (visitors) ∴184 units x 1,25 = 46 bays		All portions: 0 bays	Departure <i>See Table 5.3</i>
	Boarding house: 1 bay/bedroom (first 10) + 0,25 bays/bedroom >10 ∴18 rooms x 1,25 = 3 bays ea. ∴24 rooms x 1,25 = 5 bays ea. ∴48 rooms x 1,25 = 11 bays ea.			
	Shops: 2 bays/100m ² GLA ∴806m²/100 x 2 = ±16 – 23 bays			

Table 5.2: LB2 development parameters – assessment of compliance

5.2.2 Departures

The following departures are being applied for as part of this application (Table 5.2):

- **Floor factor** departure:
 - **Portions 1, 6, 7 & 10:** to permit a floor factor of 1,5 in lieu of 1,0.
 - **Portions 2-5 & 8-9:** to permit a floor factor of 1,2 in lieu of 1,0.
- **Metropolitan road** departure:
 - Portions 1-10: to permit buildings 0m in lieu of the 5m metropolitan road setback.
- **Parking** departure:

The parking departure for each portion is indicated in Table 5.3 below:

Ptn	Proposed max land use			DMS required bays Dwelling units: 1,25 bays/du Boarding house: 1 bay/bedroom (>10) + 0,25 bays/bedroom <10 Shops: 2 bays/100m ² GLA			Pro- posed bays	Departure
	DU	Rooms	Shops (m ²)	DU	Rooms	Shops (m ²)	All	
1	16	24	62	20	5	2	0	0 bays in lieu of 27
2	12	18	62	15	3	2	0	0 bays in lieu of 20
3	12	18	62	15	3	2	0	0 bays in lieu of 20
4	12	18	62	15	3	2	0	0 bays in lieu of 20
5	12	18	62	15	3	2	0	0 bays in lieu of 20
6	32	48	124	40	11	3	0	0 bays in lieu of 54
7	32	48	124	40	11	3	0	0 bays in lieu of 54
8	12	18	62	15	3	2	0	0 bays in lieu of 20
9	12	18	62	15	3	2	0	0 bays in lieu of 20
10	32	48	124	40	11	3	0	0 bays in lieu of 54
TOT	184	276	806	230	56	23	0	0 bays in lieu of 309

Table 5.3: Parking departure

It is proposed that a condition be imposed that the following minimum parking requirements be imposed as set out below:

- **Portion 1-10:** permit zero parking ratio in lieu of 1,25 bays/du for residential units; 1 bay/bedroom (>10) & 0.25 bays/bedroom (<10) for boarding house; and 2 bays/100m² GLA for shops (0 bays in lieu of 309 bays).

5.3 Transport Impact Assessment

HHO Consulting Engineers have completed a Traffic Impact Assessment (TIA) in May 2026 for the proposed development (refer to Annexure C1), based on the scenarios with the highest trip generation.

The TIA considered two scenarios for the housing development residential yield:

- **Scenario 1:** This is a high residential yield scenario with 156 bachelor units.
- **Scenario 2:** This is a high yield scenario for people and has 78 two-bedroom residential units accommodating 312 people (assuming 4 people/ household).

Note: The TIA was prepared on the basis of an initial yield of ±156 units and 936m² GLA. Subsequent refinement increased the total potential yield to ±184 units, representing a potential ±18% increase. The consulting engineers indicated informally that the impact of this increase would be low and within the thresholds already identified. The % adjustment is added where required in blue.

5.3.1 Trip generation

The residential land use with a small-scale retail component (not considered a significant vehicular trip generator) was used to estimate the trip generation. Deliveries are anticipated to occur outside the AM and PM peak hours. Two scenarios were considered: high residential yield and high population yield.

The base residential trip generation of 0,65 trip per unit was obtained from the Tip Data Manual. Adjustment factors were applied:

- **Mixed use:** 15% reduction for local trips.
- **Vehicle ownership:** 30% reduction for Scenario 1 (low ownership) and 50% reduction for Scenario 2 (very low ownership).
- **Transit use:** 15% reduction, given strong minibus taxi services along Sheffield Road, proximity to Joe Gqabi terminus and potential future Metrorail access at Philippi Station.

This resulted in adjusted trip rates of 0,33 (Scenario 1) and 0,23 (Scenario 2). The projected trips generated are:

- **Scenario 1:** 51 veh/hr (AM & PM) *Adjustment factor: 60 veh/hr*
- **Scenario 2:** 18 veh/hr (AM & PM) *Adjustment factor: 21 veh/hr*

5.3.2 Trip distribution

Trips are primarily distributed east and west along Sheffield Road. The assumed distribution is:

- **AM peak:** 75% westbound; 25% eastbound.
- **PM peak:** reversed (25% westbound; 75% eastbound).

Assignment was undertaken using intersection turning movement volumes at Stock Road and Nondlwana Road.

5.3.3 Future traffic and intersection performance

The TIA confirms that most trips to and from the site will be by public transport, given the low vehicle ownership in Philippi. Nevertheless, limited vehicular trips were tested under both scenarios. Future traffic conditions were assessed using intersection capacity analysis and the Sheffield Road Concept Review model outputs with the following key findings (Figure 5.5):

- **Stock Road / Sheffield Road:**
 - o This intersection remains signalised.
 - o The analysis shows that without improvements the shared westbound through/right-turn lane is at capacity.
 - o With the exclusive westbound right-turn lane implemented, both Scenario 1 and 2 operate at LOS D in the AM and PM peak hours, indicating **acceptable** delay.
 - o This improvement is therefore **required** to accommodate future traffic demand.
- **Nondlwana Road / Sheffield Road:**
 - o Signalisation is proposed as part of the Sheffield Road Concept Project.
 - o The northern leg is critical for access to the Nodlwana Housing development and the Marikana Re-blocking project.
 - o Under Scenarios 1 and 2, the intersection operates at LOS B (Scenario 1) and LOS B-C (Scenario 2), in both AM and PM peaks, reflecting **good** performance.
 - o The upgrade is **essential** for broader network functionality and access management.
- **Sinqolamthi Street / Sheffield Road:**
 - o Currently a two-way stop-controlled intersection, with priority given to Sheffield Road traffic.
 - o Interim operation remains **sufficient**, with **minor** approaches at LOS C-D (AM) and LOS B-C (PM).

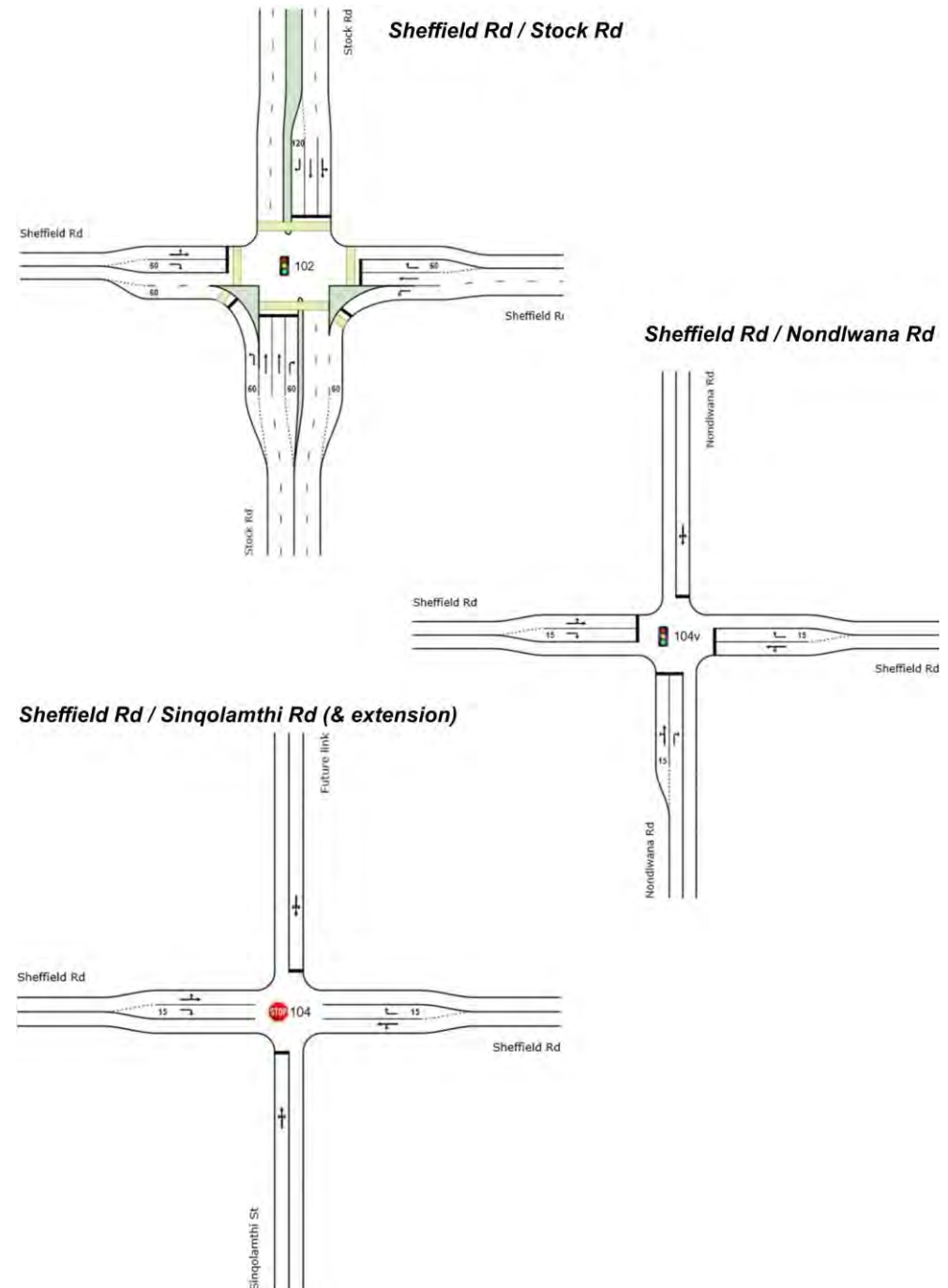


Figure 5.5: Future geometry for surrounding intersections (HHO, 2026)

- o Once the northern leg is formalised to serve the Marikana Re-blocking project, the intersection geometry will be improved to include a dedicated westbound right-turn lane.
- o This upgrade will reduce conflicts with through-traffic and ensure continued adequacy under future demand.

Note: All the LOS outcomes remain the same even with the adjusted factor.

5.3.4 Parking

No on-site parking is proposed on any of the new land parcels. Instead, public parking embayments are incorporated along Sheffield Road, with four embayments on either side of Sinqolamthi Street, accommodating ± 44 bays. These embayments are intended to serve vehicles associated with the proposed development, consistent with the “Living Street” design philosophy adopted for Sheffield Road.

It is acknowledged that these embayments remain public as on-street parking bays. They are not reserved for residents of the development and therefore does not count toward statutory on-site parking provision. They will be available on a first-come, first-basis to all road users.

The effective ratios, if the public bays are taken into consideration in relation to proposed units are:

- **Scenario 1:** $\pm 0,28$ bays/du *Adjustment factor: 0,24 bays/du*
- **Scenario 2:** $\pm 0,56$ bays/du *Adjustment factor: 0,47 bays/du*

Both scenarios fall below that statutory minimum parking requirement of 1,25 bays/du in the DMS. A parking departure is therefore required. The justification rests on:

- The socio-economic context of Philippi characterised by low vehicle ownership.
- The PT1 designation, which reduces minimum parking requirements.
- The available of strong public transport services and planned NMT facilities.

Additional on-street parking opportunities may be realised in future through the Marikana Re-blocking project, which could provide bays along the northern link once formalised.

5.3.5 Access management

Intersection spacing along Sheffield Road (Class 2 route) complies with the City’s Road Access Guidelines requirements (urban/intermediate environment):

- **Stock Road & Sinqolamthi Street:** $\pm 570\text{m}$ (guideline 180m).
- **Nondlwana Road & Sinqolamthi Street:** $\pm 430\text{m}$ (guideline 180m).

Sheffield Road is designated as a Class 2 mobility route in terms of these guidelines, and these roads are intended to carry significant volumes of through-traffic. As such, direct driveway access is not permitted, and any new access must be provided via intersections that comply with the minimum spacing requirement of 180m in urban/intermediate contexts. This ensures that the mobility function of the corridor is preserved and that traffic operations remain efficient.

Future access opportunities may arise from the north once the Marikana Re-blocking link is implemented. This northern link would provide compliant alternative access and could accommodate additional on-street parking, while remaining consistent with the spacing and control requirements applicable to Class 2 routes.

5.3.6 Public transport and NMT considerations

Public transport is expected to be the dominant mode of travel with a projected 50% modal share. 176 public transport passengers are projected which can be accommodated in two buses, assuming a bus capacity of 100 passengers (*adjustment factor: 208 public transport passengers*). Alternatively, 16 minibus taxis will be required to accommodate the same number of passengers (assuming 16 passenger capacity).

The site benefits from proximity to minibus taxi services along Sheffield Road, the Joe Gqabi terminus (south-west) and potential future Metrorail services at Philippi Station (south-west). NMT facilities are integral to the Sheffield Road upgrade, including sidewalks, mid-block crossings and safe pedestrian linkages. These measures support the “Living Street” vision and ensure equitable access for residents.

5.3.7 Summary findings

The TIA concludes that the proposed development can be accommodated on the road network provided that all proposed upgrades to the road network are implemented. The following key infrastructure improvements required to accommodate this housing development are:

- A formal adjustment (narrowing) of the road reserve and rezoning of the freed space to accommodate the proposed housing developments. *The relevant road reserve drawings have been submitted to Urban Mobility in June 2026 for endorsement. This application is undertaking the rezoning of the freed space for future redevelopment.*
- Sheffield Road needs to be upgraded as per the Sheffield Road Concept to include the parking embayments, NMT facilities and intersection geometry upgrades. The implementation of the proposed upgrades for Sheffield Road will demarcate the proposed road edge, provide essential NMT facilities and formally free space for the housing development through the adjustment of the road reserve.

5.4 Engineering services

HHO prepared a Services Report in April 2026, assessing the impact of the proposed development on engineering services. The following is a summary of this information (Annexure C2).

For clarity, where the Services Report refers to requirements “per site,” this terminology relates to the larger development portions: Development Site 1 comprises Portions 1–6, and Development Site 2 comprises Portions 7–10.

5.4.1 Potable water

The total potable water demand for Housing Site 4 is estimated at $\pm 57,16$ kl/day, with a peak flow of $\pm 2,38$ l/s (Table 5.4).

The existing bulk water main along the southern boundary of Sheffield Road is proposed to be relocated to the northern boundary of the road reserve (Figure 5.6). The development will connect to the relocated bulk main. Requirements include:

- Separate water connections for each of the new erven.
- Pipe size of each connection ± 100 mm uPVC.
- Minimum two fire hydrants per site, in accordance with the City’s Standard Guidelines. (*i.e. 2 for Development Site 1 (Portions 1-6) and 2 for Development Site 2 (Portions 7-10)*)

The City’s Water & Sanitation has been engaged to advise on the available capacity of the existing water infrastructure, to ensure the site meets the anticipated demand whilst maintaining the pressure demand on the water network.

5.4.2 Foul sewer

The total foul sewer demand is $\pm 44,1$ kl/day, with peak flows of $\pm 0,91$ l/s (dry weather) and $\pm 1,04$ l/s (wet weather) (Table 5.4).

The site drains towards the DN600 collector sewer along Sheffield Road which ultimately connects to the Cape Flats WWTW. A moratorium is currently in place, and no discharge will be permitted until the bulk sewer upgrade is completed. The timelines for the Philippi Bulk Sewer upgrade are as follows:

- Phase 1: 2025-2027
- Phase 2: 2027-2029
- Phase 3: 2029-2030

Phases 2 and 3 are dependent on the start and completion of Phase 1. Housing development can only commence once the upgraded bulk sewer is operational. Interim “first flush” approvals may be considered at the end of Phase 1, subject to approval by the City’s Director: Water & Sanitation.

Requirements (Figure 5.6):

- Separate sewer connection point for each of the new erven.
- 150mm uPVC to service each erf.
- Each erf to discharge into the proposed bulk sewer upgrade.

5.4.3 Stormwater

A stormwater analysis was undertaken as part of the conceptual design phase of the POA Stormwater Study (2023) commissioned by the City. The outcomes of that study form the basis of the Stormwater Management Plan (SWMP) for Housing Site 4.

The site is currently occupied by informal settlement with no formalised stormwater infrastructure. Existing double DN850mm stormwater pipes traverse Sheffield Road and discharge into the pond at the corner of Sheffield and Stock Roads (P7). No formal capacity assessment has yet been confirmed by the City’s Stormwater Department.

Proposed stormwater management measures include (Figure 5.6):

- **Planter boxes and vegetated landscaping** to attenuate and improve runoff quality.
- **Stormwater channels and underground pipe networks** to collect and convey runoff to the proposed DN1200 stormwater pipe along Sheffield Road.

- **Discharge into the existing pond (P7)** at Sheffield Road/Stock Road, consistent with the POA framework.
- **Rainwater harvesting and reuse** to reduce peak flows and promote sustainable water use.
- **Grid inlets and catchpits** designed to prevent blockages and ensure effective drainage.

Objectives of the plan:

- Reduce flood risk within the development footprint.
- Improve the quality of stormwater discharged into the municipal system.
- Ensure sustainable and resilient stormwater practices that align with the City's "Living Green Street" vision for Sheffield Road.

Maintenance responsibilities will include regular clearing of grid inlets, inspection of planter boxes and channels, and prevention of refuse or hazardous waste disposal into stormwater infrastructure.

5.4.4 Solid waste management

The Services Report only notes that each erf must provide sufficient space for refuse facilities. The Development Guidelines and the Development Control Sheet indicate that refuse storage areas must be indicated on building plans.

Storage and collection:

- Mobile refuse bins for households.
- Mobile refuse containers for commercial units.
- Collection by the City's Solid Waste Department in accordance with standard municipal practice.

5.4.5 Electrical

The loading for Notified Maximum Demand (NMD) is calculated as follows:

- Retail area allowance: 120 W/m²
- Diversity factors: 0.5
- Residential (bachelor units) 1460 VA/u diversity factors: 0.45
- Residential (2-bedroom) 2660 VA/u Diversity factors: 0.5

For Housing Site 4 the NMD is 154-182kVA for the proposed development (Table 5.4). Confirmation from Eskom regarding sufficient capacity inside the electrical infrastructure to support the anticipated demand, is currently still awaited.

	HOUSING SITE 4 (2026 PROPOSAL)	
Water demand	57,16 kl/day Total AADD	2,38 l/s peak flow
Foul sewer demand	44,1 kl/day Total AADD	0,91 l/s peak flow (dry weather) 1,04 l/s peak flow (wet weather)
Electrical demand	154-182 kVA	139-164 kW
Development charges	±R6,72m	

Table 5.4: Engineering services utilisation summary

DC CALCULATOR (V4.1 August 2025)	HOUSING SITE 4 (2026 PROPOSAL)
Units (A12 Flats<30m²/unit)	184 units
Ground floor retail (C3 Retail/shop)	806m ²
TOTAL	R6,72m

Table 5.5: Development contribution summary

SERVICES	MINIMUM REQUIREMENTS (Development Obligations)	BROADER BULK & LINK UPGRADES (External)
Water	All connections and water meters to be installed to the new erven (10 land parcels) Fire hydrants to be constructed on the fire line	Relocation of DN400-350 bulk water main to northern edge of Sheffield Road
Sewer	All connections to be installed to new erven (10 land parcels)	Philippi bulk sewer upgrade in Sheffield Road (phased 2025-2032) Decommissioning of existing DN500 bulk sewer in Sheffield Rd
Stormwater	Grid inlets together with channels and planter boxes to manage on-site runoff Underground pipe connections to discharge into Sheffield Road system	Future DN1200 stormwater main-line along Sheffield Road Integration into POA stormwater upgrade
Solid Waste	Household refuse bins and/or retail refuse containers = on-site storage areas	
Electrical	Details of required upgrades and costs to be discussed upon official application to ESKOM	
Roads	Development benefit from on-street parking bays in Sheffield Road	Upgrade Sheffield Road (Monwood to Nodlwana) Formalised on-street parking bays (shoulders along Sheffield Road)

Table 5.6: Services requirements comparison

5.4.6 DC's and connection fees

DC's are estimated at ±R6,72m (Table 5.5) and additionally to this fee, the sewer and water connection fees will be required and ±R1m/erf should be budgeted for this purpose.

As the cost for the DC's will ultimately be passed on to the future developer of each land unit, and since DC's will be calculated based on the final development proposal for each individual site, it is proposed that DC's be payable **prior to building plan approval**.

5.4.7 Summary of minimum vs larger and more extensive service upgrades

The following table (Table 5.6) has been compiled from the HHO Services Report. It distinguishes between the minimum service requirements and the larger bulk service upgrades identified. This highlights both the baseline services connections and the broader infrastructure interventions necessary for the housing development.

5.5 Environmental and heritage

It has been confirmed that the site was found not to possess any environmental or heritage sensitivities. A National Environmental Management Act (1998) (NEMA) applicability checklist was submitted to the Provincial Department of Environmental Affairs and Development Planning (DEA&DP) in 2024, who confirmed that the Environmental Authorisation (EA) is not required for any aspect of the proposed development (Annexure B7). Similarly, a Notification of Intent to Develop (NID) was submitted to Heritage Western Cape (HWC) under Section 38(1) of the National Heritage Resources Act (1998) (NHRA) with confirmation that no further studies are required (Annexure B6).

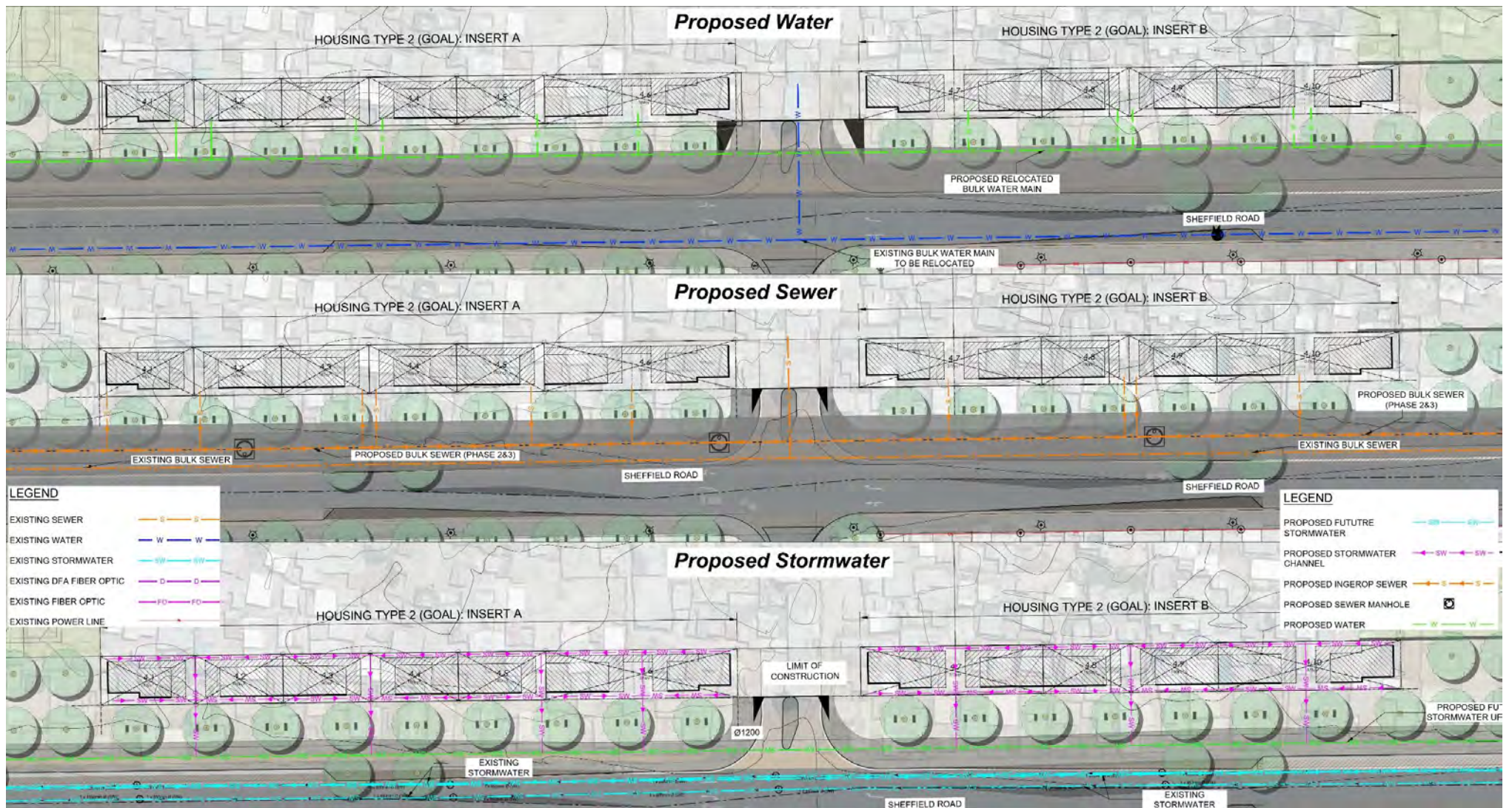


Figure 5.6: Services proposals in vicinity of Housing Site 4 (HHO, 2026)

CHAPTER 6. LEGISLATIVE AND POLICY CONTEXT

6.1 National legislation and policy

6.1.1 Constitution of Republic of South Africa (1996)

Section 26 establishes the right of access to adequate housing and obliges the State to take reasonable legislative and other measures to progressively realise this right. This constitutional imperative underpins all housing policy and provides the foundation for the release of land in Philippi for affordable rental opportunities.

Applicability: The development proposal supports the constitutional imperative to provide adequate housing in Philippi.

6.1.2 National Housing Act (No. 107 of 1997)

Section 3 sets the principles of access, affordability, sustainability and community participation. The Act promotes housing for low-income households, supports the upgrading of informal settlements and facilitates housing finance.

Applicability: The development formalises informal occupation on Re/152 and provides affordable rental housing in line with the Act.

6.1.3 National Development Plan for 2030 (NDP)

Chapter 8 identifies the transformation of human settlements and the space economy as a national priority. Key objectives include densification, upgrading informal settlements on well-located land, improving public transport and locating jobs closer to where people live.

Applicability: The development proposal aligns with NDP by upgrading informal occupation on City-owned land and enabling affordable housing close to transport and employment opportunities.

6.1.4 National Environmental Management Act (No. 107 of 1998) (NEMA)

DEA&DP has confirmed that the proposed development does not trigger listed activities in terms of NEMA. No environmental authorisation is required, as Housing Site 4 is urban, not near sensitive wetlands or rivers, and will connect into existing municipal infrastructure (Annexure B7).

Applicability: No environmental authorisation is required, allowing development to proceed within the urban footprint.

6.1.5 National Heritage Resources Act (No. 25 of 1999) (NHRA)

A NID was submitted to HWC who confirmed that no further heritage studies are required for Housing Site 4, subject to chance-find procedures during construction (Annexure B6).

Applicability: Heritage clearance enables the development of Housing Site 4 without delay.

6.1.6 National Building Regulations and Building Standards Act (No. 103 of 1977) (NBR)

All future development within the application area will be subject to the requirements of the NBR. Following approval of the SDP, building plans will be submitted to the City for consideration and approval, ensuring compliance with applicable safety and design standards prior to construction. The SDP and design guidelines prepared as part of this application provide the necessary framework, thereby removing red tape and guiding smaller developers to commence direction with building plan submissions.

Applicability: The approved SDP and design guidelines streamline approvals for Housing Site 4, ensuring compliance with the NBR while facilitating efficient delivery of affordable rental opportunities.

6.2 Provincial legislation and policy

6.2.1 Western Cape Land Use Planning Act (No. 3 of 2014) (LUPA)

Section 11 sets out the general principles of land use planning including spatial justice, sustainability, efficiency, resilience and good administration. These principles guide all planning decisions in the Province and embed SPLUMA's national principles into provincial law.

Section 45 of LUPA requires Provincial comment on certain application, such as those outside the urban edge, involving agricultural or conservation land, or affecting provincial functions. Housing Site 4 does not fall into any of these categories.

Section 53 requires referral to DEA&DP for applications involving agricultural land. This proposal does not involve agricultural land and therefore does not trigger this section.

Applicability: The development proposal aligns with Section 11 principles and is processed solely at municipal level, with no provincial referral required under Sections 45 or 53.

6.2.2 Provincial Spatial Development Framework (2014) (PSDF)

The PSDF provides a coherent framework for urban and rural development in the Province, guided by principles of spatial justice, sustainability and resilience, spatial efficiency, accessibility and quality of life. It promotes densification, land use intensification, and the upgrading of informal settlements on well-located land. The PSDF also emphasises integration of housing with transport, employment and social facilities to create sustainable human settlements.

Applicability: The development proposal supports PSDF objectives by upgrading informal occupation on City-owned urban land and promoting densification in Philippi.

6.2.3 Western Cape Inclusionary Housing Policy Framework (October 2022)

The Provincial housing policy seeks to facilitate the delivery of sustainable human settlements through a range of tenure options, prioritising affordable rental housing, incremental upgrading of informal settlements, and partnerships with municipalities and the private sector. It emphasises the need to locate housing close to economic opportunities and transport corridors, while ensuring access to basic services. Importantly, the policy recognises the role of municipalities in de-risking sites to enable small and emerging developers to participate in housing delivery.

Applicability: The development proposal advances provincial housing priorities by formalising informal settlement land, providing affordable rental opportunities and de-risking the site for small developers on City-owned land.

6.3 Municipal legislation and policy

6.3.1 Cape Town Municipal Planning By-law (2015) (MPBL) and Development Management Scheme (2015) (DMS)

The MPBL and DMS regulate land use and development management in the City. The 2025 amendments introduced new categories such as Small-Scale Rental Units (SSRU) and established the Small-Scale Rental Overlay Zone (SSRU Overlay) with parameters such as maximum unit thresholds (typically 12 units), adjusted parking ratios and incremental controls.

Housing Site 4 is excluded from the SSRU Overlay, and therefore these provisions do not apply. The site is therefore processed under the general provision of the MPBL i.e. subdivision, rezoning to LB2, departures and approval of an SDP.

In compliance with the MPBL, a pre-application consultation was held with Development Management on 29 May 2026, where the statutory applications and supporting documentation were confirmed. At this meeting, the City acknowledged that the SSRU overlay parameters do not apply to Housing Site 4 and agreed that the SDP and accompanying design guidelines provide the appropriate statutory framework to streamline approvals and enable small developers to participate in the market.

Applicability: The development proposal for Housing Site 4 is subject to the general provisions of the MPBL and DMS, with SSRU overlay parameters not applicable, and the required pre-application consultation completed as required in terms of Section 70 of the MPBL.

6.3.2 Cape Town Integrated Development Plan 2022 – 2027 (2022) (IDP)

The IDP is the City's statutory five-year strategic plan, integrating service delivery, infrastructure investment, and housing priorities. It emphasises the release of municipal land for affordable housing, the upgrading of informal settlements, and partnerships with small and emerging developers to broaden delivery capacity. The IDP also aligns capital budgets with spatial priorities identified in the MSDF and the DSDF, ensuring that housing projects are supported by bulk services and infrastructure investment.

Applicability: The development proposal supports the IDP priorities by releasing City-owned land for affordable rental housing, formalising informal occupation and enabling participation by small developer in line with the City's strategic housing programme.

6.3.3 Cape Town Spatial Development Framework (2023) (MSDF)

The MSDF, approved in 2023 and aligned with the City's IDP, provides the statutory metropolitan-scale framework for guiding land use and development decisions. Its focus is on accelerating inward-growth-focused, spatially targeted programmes to achieve spatial transformation, integration, and housing delivery. Key elements relevant to Housing Site 4 include (Figure 6.1):

- **Urban Inner Core (UIC):** Philippi, including Housing Site 4, is located within the UIC, which emphasises densification, restructuring, and integration with the Integrated Public Transport Network (IPTN).
- **Development Corridor:** The site is located within the Development Corridor, where diverse and dense land uses are promoted in association with current and future public transport infrastructure.

- **Philippi Metropolitan Node:** The MSDF identifies Philippi as a metropolitan node, intended to be strengthened through mixed-use intensification, affordable housing delivery, and improved connectivity.
- **Philippi Opportunity Area (POA):** Philippi is designated as an Opportunity Area, encouraging targeted interventions to unlock housing, infrastructure, and economic activity.
- **Affordable Housing Priority Areas:** Philippi is earmarked as a priority area for affordable housing initiatives, particularly where spatial integration and public sector investment are actively encouraged.
- **Land Release Strategies:** The MSDF highlights the release of City-owned land as a key strategy to enable affordable housing, especially in restructuring zones such as Philippi.
- **Housing Demand Projections:** By 2040, demographic projections suggest that 5.8 million people will reside in Cape Town. Although population growth is slowing and household sizes are decreasing, ±35,000 housing opportunities must be supplied each year, over 20 years, to meet current backlogs (MSDF, pg.19). Between 2018–2021, in-migration and internal growth in informal settlements drove unlawful occupation, with almost 75% of unlawfully occupied land owned by the City.
- **Density Guidelines:** The MSDF calls for a differentiated approach to density and typology for social and affordable housing projects. Densities should be maximised to support economies of scale while remaining appropriate to the receiving environment. Within metropolitan nodes, guidelines include >600 du/ha (nett) and >10 storeys (MSDF, p.87–88).
- **Implementation Programmes:** The MSDF identifies key programmes to achieve spatial outcomes, including:
 - **Human Settlement Programmes** such as the Small-Scale Rental Facilitation and Micro-Development Facilitation Programme (linked to the IDP).
 - **Land Release Programme** focused on identifying and optimising public and private land for affordable housing.
 - **Catalytic Land Development Programme (CLDP)** which includes the POA as a catalytic precinct. The POA is intended to unlock high-density, mixed-use development, release underutilised land, coordinate infrastructure investment, and stabilise the area through urban management initiatives.

Applicability: Housing Site 4 is located within the UIC, the Development Corridor, the Philippi Metropolitan Node and POA. It is directly supported by the MSDF’s affordable housing priority areas, land release strategies, density guidelines, and catalytic programmes, aligning

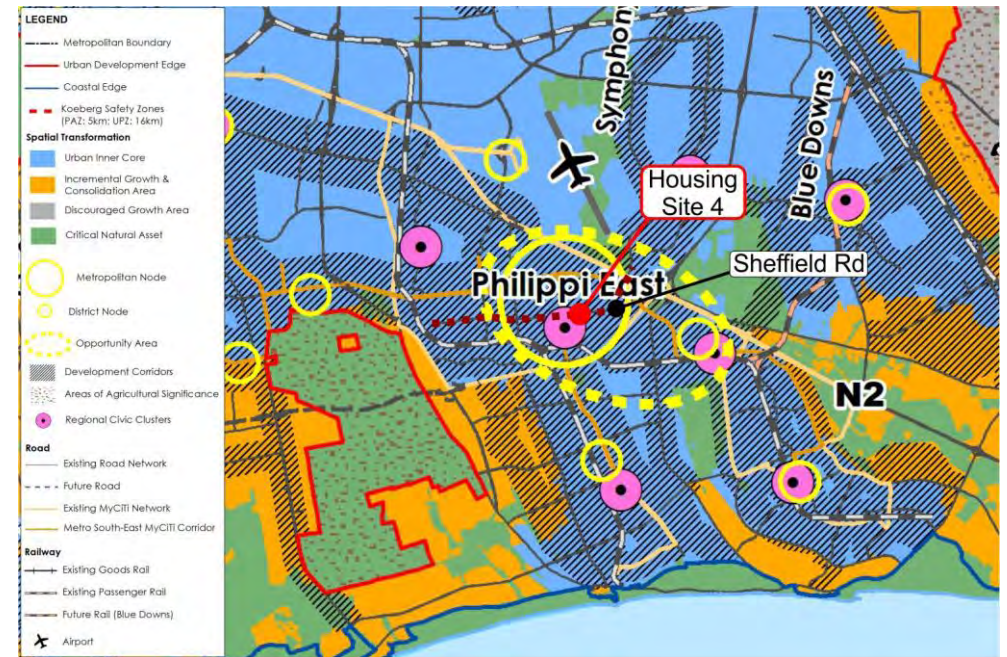


Figure 6.1: Consolidated Spatial Plan Concept (MSDF, 2023)

the proposal with the City’s statutory housing supply targets and spatial transformation agenda.

i) Khayelitsha Mitchells Plain Greater Blue Downs (KMPGBD) District Spatial Development Framework and Environmental Management Plan (2023) (DSDF&EMF)

The DSDF, approved in 2023 and aligned with the MSDF, provides medium-term spatial guidance at district level and integrates land use planning with environmental management. It emphasises that integrated human settlements go beyond the provision of housing, requiring environments that support social, physical, and economic integration into the existing urban fabric, thereby establishing quality, sustainable living environments (Vol 1, p.116). Housing is recognised as a basic infrastructure component essential for building resilient communities, and must be integrated through a mix of typologies, income categories, and proximity to transport routes. Key elements relevant to Housing Site 4 include (Figure 6.2):

- **Metro-Scale Development Corridor:** Sheffield Road is identified as a higher-order development corridor at metropolitan scale (Vol 2, p.53). Guidelines call for higher-intensity development along corridors, with nodal areas accommodating the highest intensities. Within 400m (±5-minute walk) of the corridor and railway stations, medium-high density residential development is supported, while areas between 400m–

800m (±10-minute walk) are suited to medium-density housing. Development should be context-specific and may occur incrementally, with careful consideration of shadow effects, gradients, and interfaces with existing single-storey areas.

- **Philippi Metropolitan Node:** In the metropolitan node mixed-use intensification is encouraged within a ±2.5km radius. Guidelines promote a mix of commercial and high-density residential uses, diverse housing typologies including affordable housing, higher-order public facilities, and recreation spaces. A gross density of 75 du/ha with a minimum height of 5 storeys is targeted, with conversion of obsolete building stock to affordable housing encouraged.
- **Philippi Sub-Area (Sub-district 1):** Housing Site 4 is situated within the Philippi sub-area part of the Metro South-East integration zone and hosting the Philippi Metropolitan Node, a prioritised Catalytic Precinct. Development guidelines support mixed-use intensification along Sheffield Road, Stock Road, New Eisleben Road, and Govan Mbeki Road to establish a town centre at Stock Road. Built form along these routes should provide active street-level interfaces and avoid blank walls.
- **Environmental Management Constraints:** Housing Site 4 is located within the Cape Town International Airport (CTIA) Noise Exclusion Zones, between the 55–60 dBA contours. The DSDF notes that residential uses are not recommended above the 65 dBA contour zone, particularly near the planned re-aligned primary and secondary airport runways.

Applicability: Housing Site 4 is located within a metro-scale development corridor and the Philippi Metropolitan Node, earmarked for mixed-use intensification and affordable housing delivery. Importantly, the site lies between the 55–60 dBA CTIA noise contours and therefore outside the 65 dBA exclusion zone, confirming that residential development is consistent with DSDF environmental guidelines.

ii) Philippi Opportunity Area (POA) Local Area Spatial Development Framework (2023) (LSDF)

The POA LSDF, approved 2023, builds on the POA Regeneration Framework (2020) and subsequent studies (Heritage Study 2021, Economic Strategy 2021, Housing Assessment Study 2022, Stormwater Masterplan 2023, Sheffield Road Conceptual Design Review 2023) (refer back to Chapter 2 of this report). It provides statutory guidance for spatial development, infrastructure investment, and both public and private sector interventions within the Philippi sub-area, identified as a catalytic precinct. Key elements relevant to Housing Site 4 include (Figure 6.3):

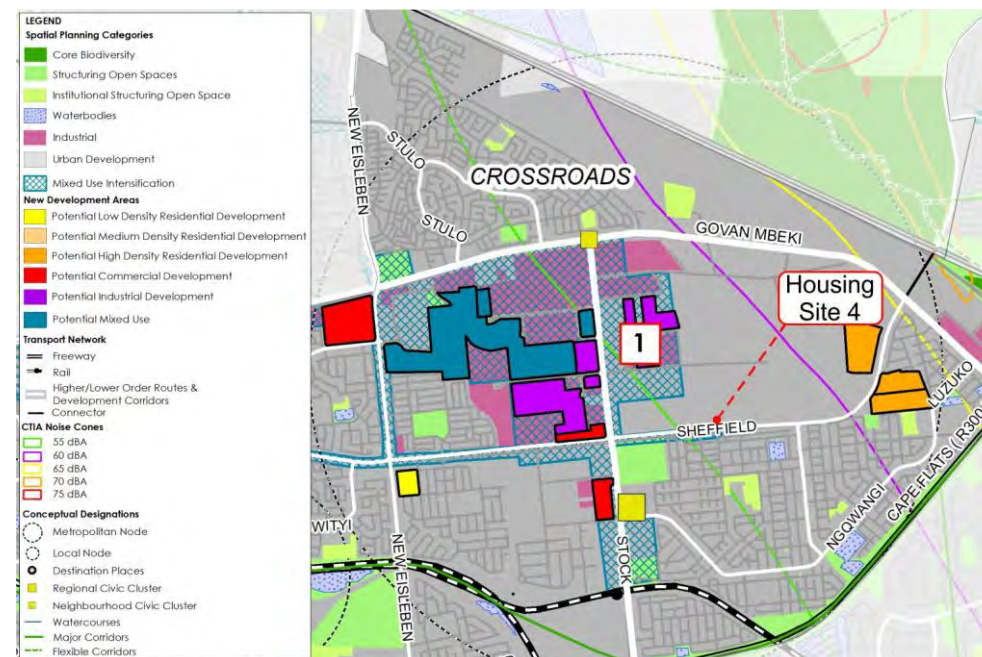


Figure 6.2: Subdistrict 1: Philippi sub-area (KMPGBD DSDF&EMF, 2023)

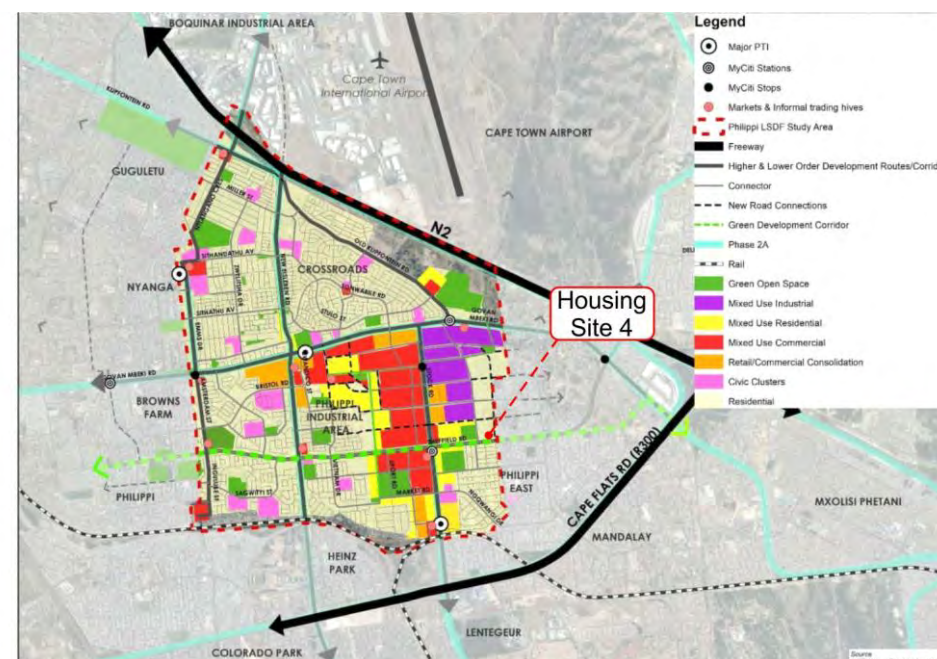


Figure 6.3: Consolidated Spatial Development Framework (POA LSDF, 2023)

- **Catalytic Precinct:** The POA is identified as a catalytic precinct under the City’s Catalytic Land Development Programme (CLDP), intended to unlock housing, economic opportunities, and infrastructure investment in the Metro South-East.
- **Sheffield Road Corridor:** Housing Site 4 is located along Sheffield Road, identified as a major east-west development corridor and connector within the node. The LSDF designates Sheffield Road as Priority Zone 3, earmarked for higher-density, mixed-use housing supported by infrastructure upgrades and active street edges.
 - **Residential Development:** Housing Site 4 is specifically identified for residential development within the LSDF, forming part of the Sheffield Road Housing Project. The Sheffield Road Conceptual Design Review (2023) estimated ±475 affordable rental units across five sites, with Housing Site 4 as the first application.
- **Priority Zone 3 Guidelines:** Development guidelines for Sheffield Road include:
 - Support the corridor as a green development route.
 - Encourage ground-floor activation with active land uses (e.g. retail).
 - Promote street-facing buildings and active edges.
 - Support multi-storey housing development.
 - Integrate green open spaces and multi-purpose green infrastructure (e.g. Ithembu Labantu).
 - Provide trading spaces and linear markets to support livelihoods.

Applicability: Housing Site 4 is within Priority Zone 3 of the POA LSDF along Sheffield Road, a designated corridor earmarked for residential development with guidelines for higher-density housing, active edges, green infrastructure, and trading spaces.

6.3.4 City’s Urban Design Policy (2024)

The policy establishes performance criteria to ensure that the City’s spatial vision, as articulated in the MSDF and DSDF, is realised through the design of the built environment. It is underpinned by principles of the greater public good, holistic city-making, integration and spatial transformation, identity and placemaking, resilience and sustainability, and intensity/diversity/adaptability. The policy applies when mandatory triggers are activated (Table 6.1). The objectives of the policy are to:

- Ensure a legible urban and spatial structure.
- Create quality open spaces and support placemaking.
- Contribute to healthy and safe communities.
- Facilitate ease of movement and accessibility, designing streets as positive public space.

Urban Design Policy (2024) mandatory triggers	
1. Proposals that deviate from the approved forward planning vision and spatial policies of the City at a local area scale, trigger the Policy.	2. New township establishment or where the application includes new subdivisions into more than 20 urban land units.
3. Where the regeneration of a site, exceeding 1ha is envisaged.	4. Development proposals that include the creation and upgrading of public open space, public or community facilities (e.g. schools, clinics, hospitals, libraries), transport interchanges – in each case includes boundary and fence conditions.
5. Proposals from 1 000m ² , adjacent to or including development edges, natural resources and ecosystems, including biodiversity areas, natural/semi-natural green structuring open spaces, river and wetland systems, coastlines and floodplains, cultural heritage resources and business nodes.	6. Where SDPs are required for the following group of applications: 1) Shopping centres (from neighbourhood to district scale centres). 2) Commercial developments >1 000m ² bulk. 3) Industrial and warehouse developments >5 000m ² bulk 4) Development >12 residential units 5) Development in Transit Accessible Precincts
7. Where an authorised official considers that a proposal has the potential to have a significant negative spatial impact, and where, the cumulative effect of such a design proposal would have a negative special impact on the public realm or for residents and uses, over time.	
8. Where a development proposal may have a significant negative impact on the public right-of-way and access to and from public transport, or structuring open space network, including public amenities and facilities.	

Table 6.1: Mandatory policy triggers (Urban Design Policy pg. 5, 2024)

- Promote intensity, diversity, and adaptability of uses and housing typologies.
- Ensure positive public interfaces (active edges, avoid blank walls).
- Provide support to sites of informality and integrate trading spaces.
- Value and enhance green open spaces and resilient infrastructure.
- Respond to the character and identity of local areas.

Applicability: This policy is applicable as Housing Site 4 proposes more than 12 residential units, thereby activating the mandatory policy trigger.

6.3.5 Design and Management Guidelines for a Safer City (2014)

This guideline emphasises situational crime prevention through spatial planning and design. It highlights community ownership of public spaces, improved surveillance and visibility, safe access and movement, positive public interfaces, and ongoing urban management. The

checklist provided is intended to ensure that buildings and open space projects contribute positively to safety and perceptions of safety in the public realm.

Applicability: Housing Site 4 sits within a road reserve where activation of the public realm is critical. The design must incorporate surveillance, safe pedestrian movement, and positive street interfaces, consistent with the “Living Street” concept along Sheffield Road.

6.3.6 City’s Transit Oriented Development (TOD) Strategic Framework Policy (2016)

The TOD Framework sets out the City’s vision for compact, connected, and resilient urban form. It promotes location efficiency, higher-density mixed-use development, and prioritisation of public transport at metro, corridor, nodal, and precinct scales. Objectives include boosting ridership, reducing congestion, diversifying housing and land use choices, and enabling cost-effective infrastructure provision.

Applicability: Triggered as the site lies directly on Sheffield Road, a public transport corridor. The proposal supports TOD by introducing higher-density rental housing in a location that can maximise walking, cycling, and transit access, reinforcing the Living Street framework.

6.3.7 Human Settlement Strategy (2021)

This strategy responds to Cape Town’s housing crisis, where by 2028 more than 500 000 households will require housing. It acknowledges informality as a private sector response to the deficit of affordable formal housing and sets out approaches for inclusive design, basic service provision, tenure support, and compliance. Objectives include creating healthy, safe, affordable, and diverse human settlements that catalyse spatial transformation, support economic opportunities, and embed resilience and climate adaptation.

Applicability: The development proposal is for affordable rental housing in Philippi, addressing backlog and affordability challenges. The site’s integration into a road reserve supports the Strategy’s call for inclusive, resilient settlements that embed density and spatial transformation.

6.3.8 The Social Development Strategy (2013) (SDS)

The SDS defines the City’s role in promoting social development through five objectives:

- Maximise income generating opportunities for people who are excluded or at risk.
- Build and promote safe households and communities.

- Support the most vulnerable through enhancing access to infrastructure.
- Promote and foster social integration (bring jobs to people and people to jobs).
- Mobilise resources for social development.

It positions social development as integral to spatial planning and service delivery.

Applicability: The development proposal strengthens social integration by providing affordable housing in a catalytic corridor, enabling households to access jobs, services, and trading spaces along Sheffield Road.

6.3.9 City’s Inclusive Economic Growth Strategy (2021) (IEGS)

The IEGS aims to grow Cape Town’s economy and create jobs in a post-pandemic context shaped by climate change and technological disruption. It emphasises infrastructure investment, public transport viability, catalytic growth sectors, and leveraging under-utilised City assets. The strategy also highlights construction and development as key drivers of inclusive growth.

Applicability: The project leverages City-owned land in a regeneration corridor, stimulating construction activity and supporting local economic opportunities in Philippi.

6.3.10 Municipal Stormwater Management By-law (2005) and City’s Management of Urban Stormwater impacts Policy (2009)

The by-law regulates the operation and protection of the City’s stormwater system. It prohibits the discharge of pollutants, requires measures to prevent flood risk, and empowers the City to impose conditions on development to safeguard stormwater infrastructure.

The policy complements the by-law by setting out principles for sustainable drainage and the integration of green infrastructure. It aims to protect and improve natural water assets such as rivers, wetlands, and coastal areas, ensuring that urban growth does not compromise ecological resilience or public safety.

Applicability: Housing Site 4 is less than 4 000m² and therefore does not trigger the mandatory threshold for a formal SWMP. However, an SWMP was prepared by HHO and makes provision for localised measures such as grid inlets, channels, and planter boxes, ensuring site-level runoff is managed in line with the intent of the by-law and policy.

6.3.11 Guest Accommodation Policy (2010)

This policy provides a rational land use management framework to guide guest accommodation related land uses in support of existing and future zoning scheme regulations, establishing a uniform approach to assess guest accommodation applications and activities. The following categories are recognised as guest accommodation establishments, distinct from land use types and zones specified in a zoning scheme: camping, bed and breakfast establishments, guesthouses, backpackers' accommodation (**including boarding houses**), self-catering apartments, hotels, and resort (tourist) accommodation.

In terms of the policy, **boarding houses** are included under backpackers' accommodation, defined as accommodation and communal facilities in a building or free-standing buildings for transient guests. The policy sets criteria for such uses, including the requirement that a full-time manager reside on the site, and that parking be provided on-site together with sufficient space for shuttles, buses, and overland trucks.

Applicability: Although the policy includes boarding houses as part of backpackers' accommodation, the boarding house rooms that may be included in Housing Site 4 relate to permanent affordable rental housing rather than transient or tourist accommodation.

CHAPTER 7. ASSESSMENT AND MOTIVATION

In this section of the report, the proposals and applications are motivated in relation to the criteria in the MPBL.

7.1 Summary of applications under discussion

7.1.1 Subdivision

Summary of proposal: The application is for the subdivision of Housing Site 4 (Re/152 Philippi) into 11 portions, comprising 10 new developable land parcels and the retained remainder. The subdivision layout is informed by the new Sheffield Road reserve alignment and is intended to accommodate affordable rental opportunities. No new servitudes or additional public road portions are created as part of this proposal.

Motivation: Subdivision is required to establish 10 functional developable parcels within the revised road reserve. The proposed erven vary in size, providing flexibility for future developers seeking smaller development portions. Future developers will be able to acquire more than one land portion which could also be consolidated if needed.

7.1.2 Subdivision phasing

Summary of proposal: The subdivision is proposed to be implemented in eight phases, structured around shared stormwater channels and service connections. Portions that share infrastructure are grouped together while standalone parcels are released individually.

Motivation: Phasing ensures that development can proceed incrementally in line with service availability and market uptake. Grouping parcels with shared stormwater channels allows coordinated installation of infrastructure, while standalone parcels can be released independently. This approach provides flexibility for developers, reduces upfront servicing costs, and supports the City's strategy of de-risking sites for small-scale incremental development.

7.1.3 Rezoning

Summary of proposal: The 10 new developable parcels created through subdivision are currently zoned TR2 due to their location within the amended Sheffield Road reserve. It is proposed to rezone these parcels to LB2, which allows residential and non-residential uses

(including shops and service industry) and provides the building envelope required for the intended development.

Motivation: Rezoning to LB2 provides the statutory flexibility required to accommodate affordable rental housing opportunities with ground-floor activation along Sheffield Road. LB2 supports active street edges and trading spaces through a 0m street building line, ensuring an appropriate interface with the corridor and promoting the "Living Street" concept. The zone's parameters allow multi-storey walk-up development on shallow parcels of limited depth (± 10 m), enabling efficient vertical densification despite the reduced site dimensions created through the revised road reserve. LB2 further provides the desired building envelope to achieve the intended height, bulk, and density outcomes for this corridor. Development will be subject to mandatory site-specific guidelines, including building lines, build-to lines, and frontage treatments, to secure consistent urban form and corridor activation notwithstanding the general provisions of the LB2 zone.

7.1.4 City's approval for Site Development Plan (SDP)

Summary of proposal: In terms of Item 123(1) of the DMS, SDP approval is required as a result of incremental residential development. The SDP, together with the accompanying Design Guidelines, provides the detailed spatial and design framework to guide future developers in implementing a realistic design while retaining sufficient flexibility for different development approaches. The SDP sets out parcel configuration, build-to lines, and building line parameters to ensure that each development parcel can be delivered in accordance with statutory requirements.

Motivation: The SDP is a critical statutory instrument that reduces administrative red tape by establishing development parameters upfront. Future developers are guided by an approved framework and may proceed directly with building plan submissions, without the need for further SDP applications. The SDP provides detailed development guidelines that ensure compliance with mandatory criteria, including urban structuring principles, zoning provisions, and statutory parameters.

It aligns with the approved subdivision layout, enabling 10 developable land parcels, and incorporates key requirements such as development envelopes, build-to lines, and height thresholds to secure spatial consistency and functional integration across the scheme. By embedding design principles and statutory requirements into a single approved framework, the City provides clarity and certainty for implementation. This approach balances regulatory compliance with flexibility, enabling developers to deliver affordable housing that meets municipal policy objectives while streamlining the approval process.

7.1.5 Departures

The departures listed in Chapter 5 are motivated as follows:

i) Floor factor

Proposed departure:

- **Portions 1, 6, 7 & 10:** to permit a floor factor of 1,5 in lieu of 1,0.
- **Portions 2-5 & 8-9:** to permit a floor factor of 1,2 in lieu of 1,0.

Motivation: A departure from the prescribed floor factors is required to realise the intended density and built form for Housing Site 4. The subdivision layout produces shallow parcels of limited width, with no on-site parking provision. To ensure feasibility for smaller developers, the proposed increase to 1,5 for bookend erven and 1,2 for middle erven enables compact, residentially-led footprints of varying design while maintaining affordability.

Build-to lines are imposed to regulate building placement and reinforce corridor character. Height thresholds are limited to 12m (bookend erven) and 9m (middle erven) measured from EGL, ensuring the higher floor factors do not result in excessive scale. The departure therefore maximises land efficiency, supports corridor activation, and secures delivery of affordable units within the statutory framework.

ii) Parking

Proposed departure:

- **Portion 1-10:** permit zero parking ratio in lieu of 1,25 bays/du for residential units; 1 bay/bedroom (>10) & 0.25 bays/bedroom (<10) for boarding house; and 2 bays/100m² GLA for shops (0 bays in lieu of 309 bays).

Motivation: The TIA confirms that Housing Site 4 is located within a PT1 area, strategically positioned between two PT2 areas which are located only ±970m apart. While PT1 areas prescribe reduced parking requirements, PT2 zones prescribe none. In the Philippi context, the environmental and socio-economic conditions of PT1 and PT2 areas are very similar: dense settlement, low vehicle ownership and high reliance on public transport. The entire area effectively functions as a PT2 area, reinforcing that standard parking ratios (including PT1) are inappropriate.

During an engagement with Urban Mobility in July 2024 (Annexure B8), TIA & Development Control in principle supported the approach of no vehicular access and no on-site parking, since limited on-street parking / loading embayments are proposed within Sheffield Road. Their position was based on the arterial classification of Sheffield Road, the impracticality of on-site parking due to narrow site depth and the availability of existing public transport services. Their support was therefore conditional, recognising that limited embayments and short-term loading provision would address operational needs while ensuring that scarce land is directed to housing rather than underutilised parking.

There is furthermore clear evidence available that reinforces this position:

- **General Household Survey (Stats SA, 2021)³:** Less than one-third (29.8%) of households nationally own a vehicle. Households paying R1 500/month for rent fall firmly within the lowest income group, meaning roughly 94% of the target residents are statistically unlikely to own a vehicle. This is the single most powerful statistic underpinning the departure.
- **Comprehensive Integrated Transport Plan (CITP 2023-2028)⁴:** Notes that 95% of public transport users in Cape Town are in the low to low-middle income group, and nearly one-third of all trips are made using public transport. It also highlights that lower-income households travel long distances and spend disproportionate share of their disposable income on transport. While overall commuter figures show up to 58% using private vehicles, this is skewed toward higher-income groups. The earlier 2018–2023 CITP noted that households in the lowest income quintile spend around 43% of their income on commuting by public transport alone, leaving no budgetary room for vehicle ownership or running costs.
- **National Household Travel Survey (Stats SA, 2020)⁵:** Confirms that car ownership is strongly linked to income, and that households in lower-income areas overwhelmingly rely on public transport, with long average travel times and transport costs the biggest factor in the mode choice. The survey shows that while private car use accounts for a portion of trips overall, this is heavily skewed toward higher-income groups, reinforcing that vehicle ownership is not viable for the target residents in Philippi.
- **Philippi Context (Census 2011)⁶:** Philippi had ±200 000 residents, with high unemployment (±35–40%) and a large proportion of informal dwellings. These socio-economic indicators correlate strongly with near-zero vehicle ownership. While updated census

³ Statistics South Africa: General Household Survey 2021 (published June 2022) (<https://www.statssa.gov.za/?p=15473>)

⁴ City of Cape Town, *CITP 2023–2028* (Council-approved May 2023)

⁵ Statistics South Africa: National Household Travel Survey 2020 (published March 2021, Revised March 2022) (<https://www.statssa.gov.za/?p=14063&utm>)

⁶ Census 2011: Main Place Philippi (Stats SA) (https://www.statssa.gov.za/census/census_2011)

data is not yet available, comparable conditions in Khayelitsha ($\pm 500\,000$ residents, 40% unemployment, 80% informal housing)⁷ reinforce the same conclusion.

- **Philippi Opportunity Area LSDF (2023):** Identifies corridor intensification and affordable housing delivery as priorities, with reduced parking provision consistent with transit-oriented development principles.
- **Rental Market Study (May 2025):** Highlights affordability constraints in Philippi, noting that unnecessary parking requirements increase development costs and undermine the viability of affordable rental housing.

The departure from the minimum prescribed parking ratios is not only technically justified but spatially necessary. Housing Site 4 is a shallow parcel fronting directly onto Sheffield Road, where narrow site depth makes on-site parking impractical and would sterilise developable land. Instead, the proposed interface activates the corridor setting onto the street with active ground floor uses, consistent with the Living Street concept identified in the Philippi Opportunity Area LSDF.

By directing scarce land to housing rather than underutilised parking, the development supports corridor intensification and ensures that affordable walk-up units can be delivered at viable densities. This approach aligns with TOD principles, reinforces Sheffield Road as an active edge, and prioritises **dignified housing** over redundant car storage.

In this context, the departure is not a relaxation but an enabling mechanism: it unlocks statutory flexibility to realise the “Living Street” vision, accommodate affordable rental housing, and ensure that Philippi’s limited land resources are used to meet pressing social needs rather than perpetuating car-focused planning.

iii) Metropolitan setback departure

Proposed departure:

- All portions: 0m in lieu of 5m along Sheffield Road.

Motivation: Housing Site 4 is located within the existing Sheffield Road reserve, which comprises three erven in the vicinity of the site (Re/152, Re/3378 and Erf 5970), all zoned TR2. The Sheffield Road Concept Scheme Review concluded that future road widening is no longer required, and the reserve (including Re/152) is in the process of being formally amended.

The ongoing amendment of the road reserve confirms that the 5m metropolitan setback is no longer necessary at this section. Retaining the setback under these circumstances would sterilise shallow parcels created by the revised reserve and undermine corridor activation. The TIA further supports this position, noting that traffic volumes along Sheffield Road are significantly lower than its Class 2 Major Arterial designation implies.

Departing from the setback therefore enables efficient use of City-owned land, supports affordable housing delivery, and secures active frontages consistent with the “Living Street” concept. This approach balances statutory compliance with practical implementation, ensuring that development parameters remain realistic and aligned with the City’s strategic spatial objectives.

7.2 Assessment criteria in the MPBL (S99(2))

Applicable policies are listed and summarised in Chapter 6. In respect of the assessment criteria in the MPBL, we motivate as follows:

7.2.1 Spatial Development Framework (S99(1)(b) and 99(2)(a))

The proposal is consistent with the City’s spatial frameworks at metropolitan, district, and local scale. At the metropolitan level, the MSDf identifies the Urban Inner Core and designated transport corridors as priority areas for affordable housing and intensification, and Housing Site 4 falls directly inside this spatial structure, reinforcing transformation and integration with the public transport network.

At the district level, the DSDF highlights Philippi as a transformation area where land release and affordable rental housing are key objectives, and the proposal directly advances these priorities by unlocking land for affordable housing in a well-located corridor.

At the local level, the POA LSDF calls for corridor intensification and transit-oriented development, and the project responds by activating Sheffield Road as a “Living Street”, ensuring that scarce land resources are directed to housing and ground floor activation. Together, these frameworks provide a clear policy basis for the proposal, which operationalises spatial transformation and corridor activation in Philippi.

⁷ Khayelitsha Township Development Context (Parliamentary Monitoring Group, 2022)(<https://pmg.org.za>)

7.2.2 Criteria in the Development Management Scheme (S99(2)(b))

The rezoning of Housing Site 4 to LB2 is consistent with the intended land uses and development parameters for the corridor. LB2 zoning provides the statutory flexibility required to accommodate affordable rental housing with active ground floor uses, while ensuring alignment with the POA LSDF and corridor intensification objectives.

The departures applied for, parking and metropolitan setback, are context specific, responding to the shallow depth of the land parcels and the arterial classification of Sheffield Road. The departures give effect to the Living Street concept by enabling frontage activation and active spaces, consistent with the City's urban design and transport objectives for the corridor.

To guide implementation, an SDP and Design Guidelines have been prepared, setting out parcel configuration, build-to lines and development envelopes. These instruments provide certainty while retaining flexibility for future developers, ensuring that each portion can be delivered in accordance with statutory requirements.

The subdivision and rezoning rationalise the cadastral structure of the site, enabling each portion to be allocated its appropriate zoning and managed in accordance with the development vision. The proposal is accordingly consistent with the criteria in the DMS.

7.2.3 Any other applicable City policies (S99(2)(c))

i) Urban Design Policy (2024)

The policy suggests that developments exceeding 12 units be accompanied by an SDP. The proposed development is aligned with the objectives of this policy as it will:

- Contribute to a legible spatial structure through the subdivision of land parcels of varying sizes and layouts, creating flexible opportunities for development.
- Include urban design guidelines prepared to assist and guide future developers in achieving the overall vision for the site, addressing aspects such as active street edges, overlooking features onto public spaces, and desirable building orientation.
- Provide sidewalks fronting the new land parcels of adequate width ($\pm 9\text{m}$) to ensure high levels of pedestrian circulation along Sheffield Road remain safe.
- Incorporate active ground-floor spaces along Sheffield Road to encourage pedestrian activity and corridor vitality.

- Limited site depth is directed to housing and active street edges rather than surface parking, reinforcing the Living Street concept and supporting pedestrian-oriented design.

ii) Design and Management Guidelines for a Safer City (2014)

This policy promotes urban environments that reduce crime and enhance safety through design. The proposed development aligns with these objectives as it will:

- Orient buildings towards Sheffield Road, ensuring active street edges and continuous pedestrian movement along the corridor.
- Incorporate overlooking features such as balconies, windows, and entrances onto Sheffield Road, providing natural surveillance and reinforcing safety.
- Promote mixed-use activities on the ground floor, with trading and service spaces located along Sheffield Road to encourage footfall and visual activity.
- Maximise entry points of ground-floor units onto Sheffield Road, creating permeability and reducing isolated or hidden spaces.
- Provide communal areas with direct street connections, ensuring visibility and fostering safe social interaction.
- Apply corner treatments with active uses and overlooking features, strengthening surveillance at key intersections.
- Consolidate communal spaces and incorporate landscaping, lighting, and service areas in a manner that supports safe circulation and reduces opportunities for concealment.

iii) City's Transit Oriented Development (TOD) Strategic Framework Policy (2016)

The TOD Framework promotes compact, mixed-use development along public transport corridors. The proposal supports this by intensifying land use along Sheffield Road, a corridor with high public transport accessibility, and by incorporating active ground-floor uses that encourage pedestrian activity. The subdivision pattern enables higher densities and long-term tenure options in proximity to transport, consistent with TOD principles.

iv) Human Settlement Strategy (2021)

The strategy prioritises the release of well-located land in transformation areas to support increased rental opportunities and integrated communities. The proposed development aligns with these objectives by unlocking Housing Site 4 in Philippi for residential use, enabling long-term tenure options and supporting corridor intensification. The subdivision of the site into smaller parcels provides flexibility for phased delivery and ensures that future developers can implement residential units consistent with the City's settlement objectives.

v) The Social Development Strategy (2013) SDS

This strategy promotes social inclusion and improved access to services. The proposal contributes by delivering residential opportunities in proximity to public transport and community facilities, thereby reducing barriers to access and supporting socio-economic upliftment in Philippi. The design guidelines further encourage communal spaces and active interfaces that foster social interaction and inclusion.

vi) City's Inclusive Economic Growth Strategy (2021) (IEGS)

The strategy emphasises integration of housing with economic activity and the creation of opportunities for small-scale enterprise. The proposed development aligns with these objectives by incorporating active ground-floor spaces along Sheffield Road, enabling trading and service activities that support corridor vitality. The subdivision of land parcels creates flexible opportunities for mixed-use interfaces, ensuring that residential development is integrated with economic activity in a manner consistent with the City's growth objectives.

vii) Municipal Stormwater Management By-law (2015) and City's Management of Urban Stormwater Impacts Policy (2009)

A Stormwater Masterplan Report for the POA (2023) identified the need to improve and, in some cases, add infrastructure to ensure long-term pond functionality and address maintenance challenges. Philippi is already densely urbanised with informal structures, meaning post-development runoff from Housing Site 4 is unlikely to change significantly. Each new parcel is below the 4 000m² threshold for on-site retention, but the proposals present an opportunity to implement sustainable initiatives through landscaping and stormwater channels, consistent with the intent of the City's stormwater policies.

viii) Guest Accommodation Policy (2010)

Although the policy includes boarding houses under backpackers' accommodation, the boarding house rooms that may be included in Housing Site 4 relate to permanent rental housing rather than transient or tourist accommodation. The proposal is therefore to be assessed under residential zoning provisions, and this policy is not applicable.

7.2.4 Desirability (S99(2)(d))

i) Socio-economic impact

The City is releasing its own land with development rights secured, thereby de-risking the site and enabling smaller developers to participate in the formal housing market. This

approach reduces red tape and fosters entrepreneurship, particularly in construction, property management, and local retail sectors.

The proposal encourages active ground-floor land uses along Sheffield Road (shops, service trade), supporting local businesses and enhancing corridor vitality. Importantly, the project replaces informal shelter conditions with formal residential opportunities, contributing to dignified housing and long-term tenure security. This improves living conditions, strengthens social stability, and attracts further investment into Philippi.

The development also encourages active ground-floor uses along Sheffield Road, including shops and service trade, which support local businesses and enhance corridor vitality. Integrating mixed-use interfaces strengthens economic vibrancy, creates opportunities for small enterprises, and generates employment, ensuring that residents participate in the local economy while reducing commuting costs and improving spending power within the area.

ii) Compatibility with surrounding development

Informal structures associated with the Marikana Informal Settlement are located within the Sheffield Road reserve, where further road widening will no longer be required. This project prepares a portion of the amended reserve for formal residential development, reinforcing the prevailing residential character of the area and replacing informal shelter conditions with dignified housing opportunities.

The Marikana settlement is in the process of a re-blocking project (in process of being submitted), and its revised layout takes into consideration this project's proposed subdivision, ensuring integration between the settlement upgrade and the formal housing parcels. This coordinated approach strengthens compatibility and supports a more coherent urban fabric.

The proposal introduces formal residential accommodation in Philippi, where housing demand is high, and encourages ground-floor retail and service activities to activate the Sheffield Road edge. This interface supports small local businesses and informal trade retaining the existing synergy along the corridor. The site's proximity to public transport makes it well-suited for TOD, reducing reliance on private vehicles and strengthening pedestrian activity. The surrounding area will benefit from the redevelopment, particularly once the NMT proposals along Sheffield Road are implemented, providing wide and safe sidewalks that integrate seamlessly with the new residential frontage.

iii) Traffic, parking and access impacts

The TIA confirms that Sheffield Road is classified as a Class 2 Major Arterial, but existing traffic volumes are significantly lower than the designation implies. This finding underpinned the Sheffield Road Concept Scheme Review, which concluded that further road widening is not required and allowed portions of the reserve to be released for housing. The reduction of the reserve to create housing sites is therefore justified, as the corridor can accommodate future traffic demand without compromising functionality.

Trip generation modelling for Housing Site 4 projects only ± 51 -60 trips in the AM peak hour and ± 18 -21 trips in the PM peak hour, a negligible impact on the surrounding network. Intersection analysis shows that the Stock Road/Sheffield Road junction operates near capacity, but improvements such as an exclusive westbound right-turn lane are already identified in the corridor scheme. Other intersections (Nondlwana and Sinqolamthi Streets) operate at acceptable levels of service under future scenarios.

Parking provision is intentionally omitted, consistent with the PT1 designation, negligible vehicle ownership in the target market, and the “Living Street” concept. Limited on-street embayments within Sheffield Road (± 44 bays) will accommodate deliveries and short-term parking. Access is prioritised for pedestrians and public transport, with wide sidewalks, multiple ground-floor entry points, and active frontage along Sheffield Road ensuring permeability and safe circulation. Integration with the Marikana re-blocking project will further enhance connectivity through a new north link at Sinqolamthi Street.

Overall, the TIA confirms that traffic impacts are minimal, access is adequately provided, and the release of road reserve land for housing is consistent with both transport policy and corridor performance.

iv) Impact on safety, health and well-being of the surrounding community

The proposal applies the City’s Safer City Guidelines (2014) by orienting buildings towards Sheffield Road with active ground-floor uses, multiple entry points, and overlooking features, ensuring natural surveillance and secure circulation. Communal areas are designed with direct street connections and landscaping, fostering social interaction and inclusion while maintaining visibility and safe pedestrian movement.

Integration with the Marikana Re-blocking project reduces fragmented spaces and creates a coherent urban fabric, strengthening community cohesion and reducing unsafe pockets. The introduction of dignified formal and affordable housing opportunities in place of informal shelters improves living conditions, reduces overcrowding, and provides secure tenure,

directly contributing to social stability and well-being. The NMT proposals along Sheffield Road, including wide sidewalks and safe pedestrian routes, further enhance accessibility and safety for residents, particularly women, children, and the elderly.

v) Impact on engineering services

The Services Report confirm that the proposed development can be accommodated within existing municipal service networks, subject to identified upgrades. The reports distinguish between bulk services (i.e. relocation of the bulk water main, Philippi Bulk Sewer upgrade, and future stormwater line) and site-level services (connections such as potable water, sewer, electrical, stormwater channels, and fire hydrants).

The POA Stormwater Masterplan (2023) identified the need to improve and, in some cases, add infrastructure to ensure long-term pond functionality and address maintenance challenges. While each parcel is below the 4 000m² threshold for on-site retention, the proposals incorporate sustainable landscaping and stormwater channels to support efficient drainage.

Overall, the development provides its own link services while being contingent on the City’s delivery of bulk upgrades. This sequencing ensures that engineering services are adequate, coordinated, and aligned with municipal planning objectives, enabling the housing project to proceed without overburdening existing infrastructure.

vi) Impact on heritage

The site is not situated within a Heritage Protection Overlay Zone and contains no formal buildings. HWC has confirmed that the affected erven do not include heritage resources that would preclude development. The proposal will therefore have no impact on any heritage resources and is compliant with the NHRA.

vii) Impact on biophysical environment

The proposed development is located within an existing urban road reserve currently occupied by informal shelters. The site is not situated within or near a watercourse and contains no fynbos, natural vegetation, or ecological features of significance. It falls within an area earmarked for mixed-use intensification and urban development in terms of the DSDF, and redevelopment into formal housing will therefore not impact sensitive environmental resources. DEA&DP has confirmed that no listed activities are triggered, and the proposal is compliant with applicable environmental legislation.

viii) Imposition of conditions that can mitigate impacts

In Chapter 8 the recommended conditions of approval are set out that would ensure the proposed development can unfold appropriately.

7.3 Impact on existing rights (S99(2)(e))

In terms of the MPBL, the proposal will not adversely affect the existing rights of surrounding property owners, for the following reasons:

- The sites form part of the Sheffield Road reserve, currently zoned TR2 and occupied by informal structures linked to the Marikana Informal Settlement. The City's Human Settlements Department is undertaking a super-blocking project to reconfigure and relocate these structures, ensuring integration with the proposed subdivision of Housing Site 4 and providing a future road along the northern boundary to create a setback.
- The City acquired the Brown's Farm properties through a Land Acquisition Agreement, and both the super-blocking and Sheffield Road Affordable Housing projects are being undertaken in parallel, ensuring coordinated outcomes.
- Surrounding owners retain their lawful zoning and development rights, which remain unaffected. The proposed land uses are appropriate, formalising the site and reinforcing the residential and trading character of the area.
- The 3- to 4-storey walk-up housing will formalise accommodation, introduce passive surveillance over the public realm, and improve safety and dignity for residents.
- Proposed land uses are appropriate, as the site is surrounded by residential activity and informal trading, and will reinforce the existing mixed-use character.
- Traffic impacts are minimal: trip generation is low, vehicle ownership in the target market is negligible, and no on-site parking is provided. Short-term parking and deliveries can be accommodated within Sheffield Road shoulders, while the area is well served by public transport.

7.4 Other National and Provincial Laws: SPLUMA and LUPA (S99(2)(g))

i) Spatial Justice Principle

The spatial justice principle requires that past spatial and development imbalances should be redressed through improved access to and utilisation of land. It requires that persons who were previously excluded (especially the poor) must be included in land use planning

policies, especially in order to address widespread poverty and deprivation. Access to land for all (including disadvantaged communities) should be facilitated.⁸

The proposal advances spatial justice by formalising land currently occupied by informal shelters into dignified, affordable rental housing. This directly redresses past spatial imbalances by improving access to well-located land for households previously excluded from formal planning processes.

The rezoning of Housing Site 4 forms part of a broader municipal initiative along the Sheffield Road corridor, where five sites have been identified for affordable housing. In line with the Western Cape Housing Policy (2022), this rezoning is the first step in de-risking future development and expanding the scope for affordable housing delivery in Philippi.

By providing varied housing typologies, from single accommodation to family units, and locating them within walking distance of community facilities and public transport, the proposal ensures inclusivity, accessibility, and improved quality of life. The project therefore gives effect to this principle by promoting equitable access to land and housing as a fundamental human right.

ii) Spatial Sustainability Principle

The principle of spatial sustainability will be achieved by a development if it is spatially compact, resource frugal and within the means of the municipality to provide services.⁹ Development must also ensure the sustained protection of the environment (ecological corridors, biodiversity, heritage resources, promote provincial tourism and avoid development on steep slopes, floodplains, wetlands etc.). Energy and water efficiency should be promoted.¹⁰

The proposal promotes spatial sustainability by enabling compact, resource-efficient infill development within a metropolitan node. The release of land from the Sheffield Road reserve creates a significant opportunity to formalise underutilised parcels into affordable rental housing, consistent with the City's development objectives and international best practice for urban sustainability.

The development avoids sensitive environmental features, the site is not located near wetlands, floodplains, or biodiversity corridors, and is therefore environmentally appropriate.

⁸ Section 7(a) SPLUMA and Section 59(1) LUPA

⁹ Section 7(b) SPLUMA and Section 59(2) LUPA

¹⁰ Section 59(2)(b) LUPA

It is within the municipality's capacity to service, and green infrastructure measures (energy and water efficiency) are encouraged for all new developments.

Importantly, the project contributes to a greater mix of formalised land uses along Sheffield Road, reinforcing the POA as a corridor of opportunity. By locating housing in close proximity to community facilities and along major public transport routes, the proposal expands access to resources, employment, and services while reducing reliance on private vehicles in a context of low car ownership.

The proposal therefore gives effect to this principle by advancing compact, efficient, and environmentally responsible urban growth, while broadening opportunities for disadvantaged communities.

iii) Spatial Efficiency Principle

The efficiency principle requires that development should optimise the use of existing resources, including infrastructure¹¹, and requires that integrated cities and towns be developed whereby social, economic and institutional aspects of land development is integrated and residential opportunities are provided close to employment opportunities. A diversity of land uses is to be incorporated, and the spatially distorted patterns of the past are to be corrected. Towns should be of sufficient density, and urban sprawl must be discouraged.¹²

The proposal promotes spatial efficiency by converting surplus road reserve land, no longer required for widening, into residentially-led mixed-use opportunities. This optimises the use of City-owned land, avoids urban sprawl, and supports compact development within a metropolitan node and the POA.

The site's location along Sheffield Road ensures high accessibility, primarily through pedestrian and public transport movement, reducing reliance on private vehicles. The development replaces single-storey informal structures with multi-storey walk-up housing, consistent with the City's spatial frameworks that prioritise intensification in metropolitan nodes. Housing typologies are flexible, accommodating bachelor, one-bedroom, two-bedroom, or shared units, while communal spaces are incorporated to balance density with shared amenities such as laundry, play areas, and gardens.

Ground-floor retail opportunities retain an active interface with Sheffield Road, reinforcing walkability and creating a greater mix of formalised land uses and opportunities. This

integration of housing and small-scale enterprise supports jobs, services, and economic activity in close proximity to residential development.

The proposal therefore gives effect to this principle by promoting efficient use of land and infrastructure, encouraging higher densities in a metropolitan node, and correcting spatially distorted patterns of the past through integrated, mixed-use development.

iv) Spatial Resilience Principle

The principle of spatial resilience requires flexibility in land use management systems and policies to ensure sustainable livelihoods for communities most likely affected by economic and environmental shocks.¹³

The proposal advances spatial resilience by introducing flexibility in land use and development outcomes, ensuring sustainable livelihoods in an area historically vulnerable to economic and environmental shocks. By releasing City-owned land for affordable rental housing, the project provides secure tenure and formalised accommodation options, reducing exposure to informal living conditions. The housing typologies proposed allow developers to adapt layouts to market requirements, creating a flexible development model that can respond to changing demand. Options range from single-person units to family accommodation, ensuring inclusivity and resilience in household composition.

Ground-floor retail opportunities along Sheffield Road promote foot traffic, strengthen the corridor's economic base, and generate employment in close proximity to residential needs. This integration of housing and enterprise supports local livelihoods, enhances adaptability, and builds resilience against future shocks. The proposal therefore gives effect to this principle by embedding flexibility, inclusivity, and economic opportunity into the urban fabric, thereby strengthening community resilience.

v) Good Administration Principle

The good administration principle requires that the application follows the correct procedures as prescribed in law.

To this end, once the City confirms that the application is complete, the application will be advertised for public comment and follow the required legal procedures as set out in the MPBL.

¹¹ Section 7(c) SPLUMA

¹² Section 59(3) LUPA

¹³ Section 7(d) SPLUMA

CHAPTER 8. CONCLUSION AND RECOMMENDATIONS

The proposed subdivision and rezoning of Housing Site 4 to LB2 will unlock City-owned land for residentially-led mixed-use development, initiating the broader programme of land release to enable affordable rental housing in Philippi. By proactively rezoning and de-risking the site, the City creates opportunities for private small-scale developers to deliver affordable housing at scale, consistent with municipal and provincial housing objectives.

The proposal contributes to the long-term resilience of the Philippi Metropolitan Node by densifying formalised affordable rental opportunities in a well-located area. It aligns with City policy frameworks, promotes sustainability and efficiency, and advances spatial justice by converting underutilised land into inclusive housing opportunities.

The rezoning to LB2, together with departures for parking provision and the metropolitan setback, is appropriate given the site's location along Sheffield Road within the POA. These departures are justified by the site's shallow depth, its location within a PT1 zone between two PT2 zones, and the strategic objective of activating Sheffield Road as a "Living Street." They enable efficient land use, support affordability, and reinforce active frontages.

The SDP and Design Guidelines provide sufficient planning controls to ensure that the City's urban design and development objectives are achieved when building plans are assessed, particularly in relation to public realm interface and active ground-floor design.

The application should therefore be approved, as it promotes the development principles prescribed in national, provincial, and municipal planning legislation, while advancing the City's affordable housing, sustainability, and spatial transformation goals.

8.1 Recommended conditions of approval

The following conditions are recommended:

SUBDIVISION CONDITIONS TO BE COMPLIED WITH PRIOR TO S137 CLEARANCE:

- 1) Developer responsible for all connection, alterations to or provision of new water meter and sewer connections.
- 2) The following services requirements are necessary to be undertaken by the developer or relevant services department prior to transfer/registration:
 - **Water:**
 - o Relocation of bulk water main to northern edge of Sheffield Road.
 - o All connections to be installed to the new erven.

- **Sewer:**
 - o Bulk Sewer main along Sheffield Road to be completed.
 - o All connections to be installed to the new erven.
- **Stormwater:**
 - o Future mainline along Sheffield Road and integration into POA stormwater upgrade.
- **Electrical:**
 - o Electrical connections to each site (ESKOM).
- **Roads:**
 - o Upgrade Sheffield Road
 - o Development benefit from on-street parking bays in Sheffield Road.

GENERAL CONDITIONS (NOT APPLICABLE TO S137 CLEARANCE)

- 1) No sewer discharge attributable to the new development is permitted until the Philippi Sewer Collector project is completed (which is envisaged around end-2027), unless otherwise agreed.
- 2) Conditions for future individual landowners to comply with:
 - a. The development on the site shall be generally in accordance with the approved Site Development Plan and the Development Control Sheet.
 - b. DCs to be paid prior to building plan approval. Should the GLA / number of units increase or decrease, the pro-rata calculation will be amended accordingly, based on the submitted building plan.

ANNEXURE A

APPLICATION PLANS:

1. Locality Plan (June 2026)
by @Planning

APPLICATION PLANS:

4. **Site Development Plan** (2316.01 No. 001 June 2026)
by GAPP
& **Sections** (2316.01 No. 002, rev 1, July 2026)
by GAPP
& **Development Control Sheet** (P256-HS4-DevCon Rev) June 2026)
by @Planning



Housing site 4	10 new land parcels
Zoning	LB2
Land use	Flants addd/or boarding house, shops and/or service trade (gf only)
Coverage	75%
Parking	PT1 zone (reduced minimum on-site parking requirements) 0 bays on-site provided (<i>departure</i>)
Departures	Floor factor: 1,2 & 1,5 in lieu of 1
	Metropolitan setback: 0m in lieu of 5m
	Parking: 0 bays

Ptn	Size (m ²)	Max units	Max bed-rooms	Residential floor space (m ²)	Retail gf (GLA m ²)	Floor factor	Min Height	Max Height	Building lines
1	195	16	24	288	62	1,5	6,5m	12m	See Development Control Sheet
2	180	12	18	216	62	1,2		9m	
3	180	12	18	216	62	1,2			
4	180	12	18	216	62	1,2			
5	180	12	18	216	62	1,2			
6	393	32	48	576	62	1,5		12m	
7	375	32	48	576	62	1,5			
8	180	12	18	216	62	1,2		9m	
9	180	12	18	216	62	1,2			
10	375	32	48	576	62	1,5		12m	

Note:
Read in accordance with Development Control Sheet

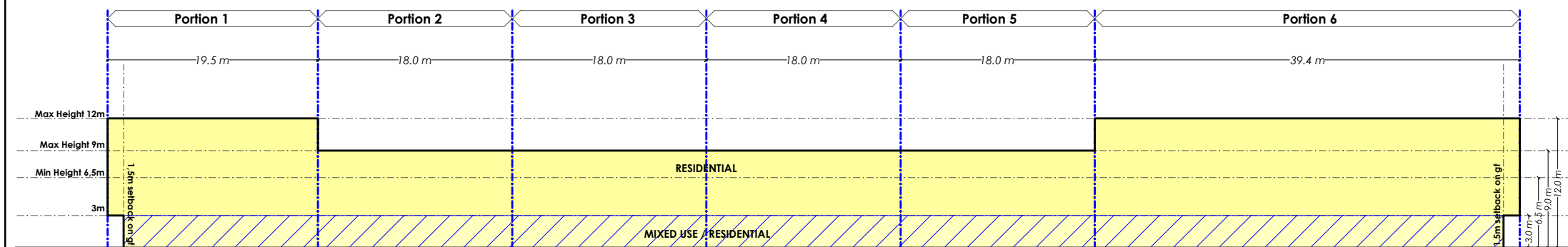
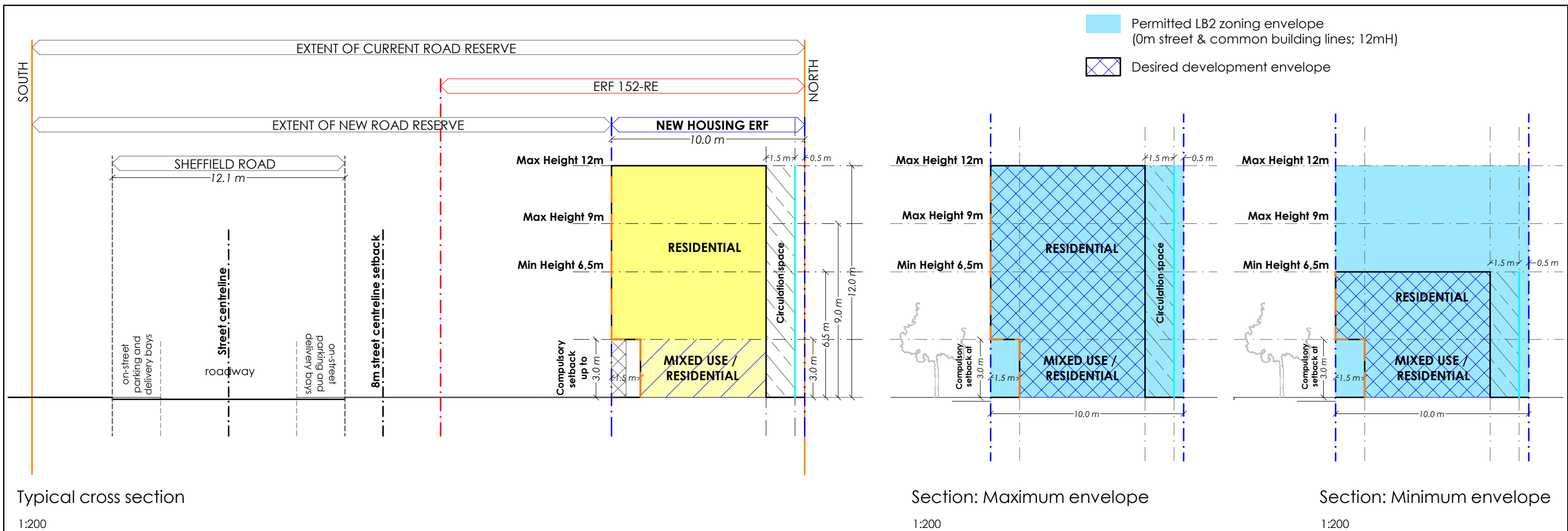
- Legend**
- Re/152 (application area)
 - Housing Site 4 (10 new developable land parcels)
 - Residential land use envelope
 - Recommended residential/mixed-use envelope (on gf)
 - Rear circulation/entrance walkways
 - Minimum 80% transparent boundary
 - Indicative pedestrian entrances
 - Build-to line (mandatory)
 - 1.5m ground floor
 - 0m above ground floor
 - Building lines
 - 0.5m all floors - northern common boundary
 - Note: corner even setback 0m for first 8m, then setback 0.5m

Refer to Development Control Sheet for minimum setbacks for each erf

- Surrounding informants:
- Marikana Re-blocking Project (Feb 2026 layout - not submitted yet)
 - Indicative future on-street parking opportunities within Marikana
 - Sidewalk (public realm within Sheffield Road reserve)
 - On-street parking opportunities along Sheffield Road (separate City project)

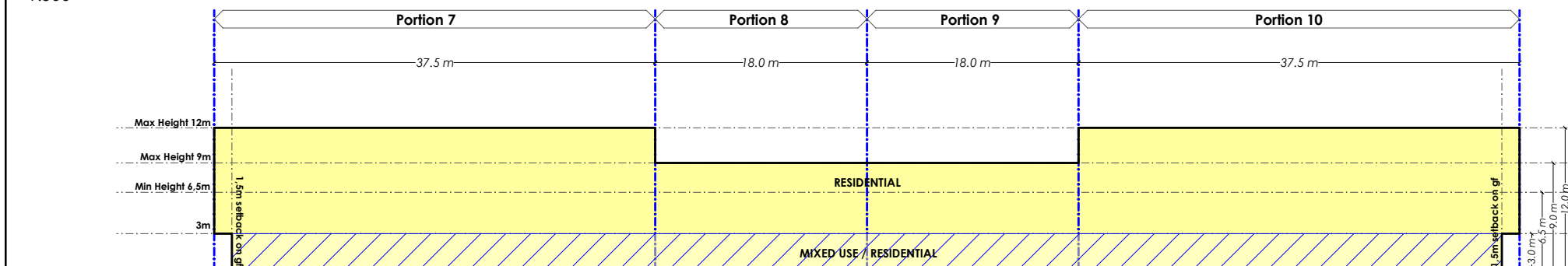
- Proposed services**
- W Relocated bulk water main
 - v-v Proposed water connections
 - S Relocated bulk sewer main (Phase 2 & 3)
 - s-s Proposed sewer connections
 - sw-sw New/relocated stormwater
 - sv-sv Proposed stormwater channels

Client City of Cape Town : Urban Regeneration	 North	 GAPP architects/urban designers 104 St George's Avenue, Woodstock, Cape Town 7913 bathman@vsnl.net, theodorus@vsnl.net, 2013 Van der Stig, 104 St George's Avenue, Woodstock, Cape Town 7913	Project Name Sheffield Road Housing Site 4: Concept Design & Land Use Application		Scale 1:1000 @ A3 (1:500 for zoom-ins)		Job No. 2316.01	
			Drawing Name Site Development Plan		Date 26/06/2021		Drawing No. 001	
			Rev Date Description		Drawn by PL		Checked by PL	



Typical Sections as viewed from Sheffield Road (Portions 1-6)

1:500



Typical Sections as viewed from Sheffield Road (Portions 7-10)

1:500

- Residential land use envelope
 - Recommended residential/mixed-use envelope (on gf)
 - Rear circulation/entrance walkways
 - Minimum 80% transparent boundary
 - Build-to line (mandatory)
 - 1,5m ground floor
 - 0m above ground floor
 - Building lines
 - 0,5m all floors - northern common boundaryNote: corner erven setback 0m for first 8m, then setback 0,5m
- Refer to Development Control Sheet for minimum setbacks for each erf

Client City of Cape Town : Urban Regeneration	 G A P P architect/urban designers 148 Glenview Avenue, Suite 100, 7941 Bachantown, Cape Town, South Africa Tel: +27 21 461 0000 Fax: +27 21 461 1000			Project Name Sheffield Road Housing Site 4: Concept Design & Land Use Application		Scale Shown @ A3		Job No. 2316.01	
						Date 26/07/21			
				Drawing Name Site Development Plan: Development Envelope		Drawn by PL		Drawing No. 002	
						Checked by PL		Rev No. 1	
		1 31/07/2026 Elevation labels changed to typical section (@P)							
		Rev Date Description							

SHEFFIELD ROAD HOUSING SITE 4 DEVELOPMENT CONTROL SHEET

No.: P256-HS4-DevCon Rev: 0 Date: June 2026

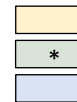
DEFINITIONS:

Build-to line: where the building's façade must be located.

Building line: as defined in the DMS, the minimum distance a building must set back from a property boundary.

Building may set back further than this minimum requirement.

CONTROL MEASURES:



Permitted: allowed in terms of the zoning scheme without requiring special approval.

Recommended: advised/encouraged to achieve the intended development outcome

Mandatory: development requirements that must be followed.

Ptn	Size (±m²)	Development intent	Zoning	Maximum						Height (above EGL)		Minimum setback			Access and parking requirements	Encouraged landscaping
				Dwelling units	Rooms (Shared / Boarding house)	Residential floor space (m²)	Micro-buss GLA (m²)	Floor factor	Coverage	Min	Max	Boundary	Build-to line	Building line		
1	195	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	16 units	24 rooms	288	62	1,5	75%	6,5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from W boundary) then 0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)	1,5m gf 0m >gf			
2	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
3	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
4	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
5	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
6	393	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	32 units	48 rooms	576	124	1,5	75%	6,5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from E boundary) then 0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)	1,5m gf 0m >gf			
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		

7	375	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	32 units	48 rooms	576	124	1,5	75%	6,5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from W boundary) then 0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)	1,5m gf 0m >gf			
8	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
9	180	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	12 units	18 rooms	216	62	1,2	75%	6,5m (2 storeys)	9m (3 storeys)	Common (N)		0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)		0m		
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		
10	375	Multi-storey affordable housing units. Different unit types preferred, but subject to feasibility. Ground floor activation recommended.	LB2	32 units	48 rooms	576	124	1,5	75%	6,5m (2 storeys)	12m (4 storeys)	Common (N)		0m (first 8m from E boundary) then 0.5m	No vehicular access or on-site parking	Soft landscaping
												Common (E)	1,5m gf 0m >gf			
												Street (S) (Sheffield)	1,5m gf 0m >gf			
												Common (W)		0m		

	Dwell- ing units	Board- ing house rooms	Resi- dential floor space (m ²)	Micro- buss GLA (m ²)	Note for all erven: - Development Charges shall be calculated at building plan submission and must be paid prior to building plan approval. - Refuse storage must comply with the City's Solid Waste Management Requirements and will be assessed at building plan stage. - Minimum 80% transparent boundary treatment along Sheffield Road. Build-to lines: Ground floor: Buildings must set back 1,5m from the street to accommodate pedestrian movement and activation. Above ground floor: Set back 0m meaning the building envelope must visually "hold" the street edge. However, compliance can be achieved by different portions of the building: balconies may project 0m while other façade elements can step back slightly. This ensures a positive interface with the street and promotes passive surveillance.
TOTAL	184	276	3 312	806	