

ASSESSMENT OF SITES FOR A PROPOSED SAFE SPACE FOR ROUGH SLEEPERS IN KUILS RIVER

DIRECTORATE: Community Services and Health
DEPARTMENT: Planning, Development and PMO for Community, Arts and Culture Development: Street People Programme
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CONTENTS

1. INTRODUCTION	4
2. PRINCIPLES AND SITE SELECTION CRITERIA.....	5
3. SITE ASSESSMENT	7
3.1 Option 1: Portion of Erf 936 and Remainder of 922, Kuils River	7
3.1.1 Potential Bed Spaces.....	8
3.2 Option 2: Erf 1207-1212, Kuils River.....	10
3.2.1 Potential Bed Spaces.....	11
3.3 Option 3: Erf 526, Kuils River	13
3.3.1 Potential Bed Spaces.....	13
3.4 Option 4: Erf 343-Re Kuils River	15
3.4.1 Potential Bed Spaces.....	15
4. RECOMMENDATIONS	17

1. INTRODUCTION

For the last number of years, there has been a growing number of people living on the streets of Cape Town. In response, there has been a focus on the provision of different types of facilities for people experiencing homelessness, some driven by the City and others by private or civic organisations.

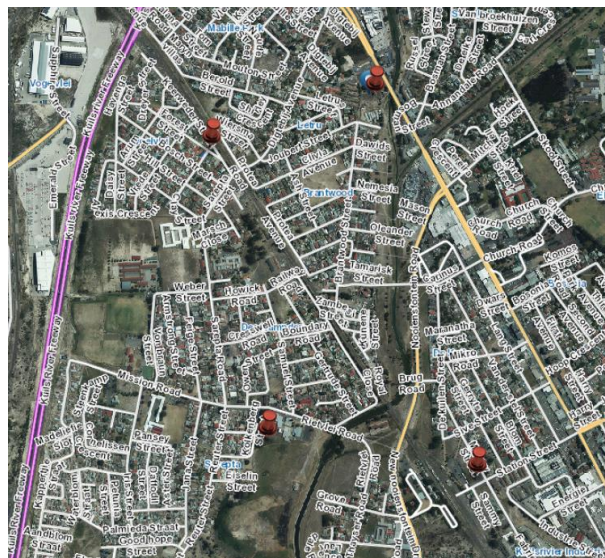
The City has implemented a number of facilities to accommodate the homeless, most notably Safe Space 1 and 2 in the CBD, Durbanville Safe Space, as well as others such as Paint City in Bellville and Oasis in Phillippi. Furthermore, the Community Arts and Culture Department (CACD) is investing in expansions to Haven Shelters and in the process of developing other safe spaces, such as the Ebenezer Safe Space, where the need and demand for a safe space is high.

The community of Kuils River has been identified as one of the hotspots, with a number of people living on the streets, and the need for the area to be served by the safe spaces mentioned above has been identified. According to the 2018 City of Cape Town Enumeration Study/Survey, the Kuils River Area is ranked 8th of the City's top 20 major suburbs in which people living on the street have been counted. Furthermore, the COVID-19 pandemic and other worsening socioeconomic conditions have also contributed to the increase in the number of people living on the streets. For this reason, the need to develop a facility to accommodate people experiencing homelessness was identified by CACD and it has been proposed that the Kuils River Safe Space be developed on the most suitable site which can also be prepared within the shortest timeframe.

The purpose of this report is to consider and evaluate four specific sites in the Kuils River area, evaluate these in terms of their suitability for the development of a safe space, and present these options for consideration by the CACD. The Community, Arts and Culture Department identified the sites and the PD&PMO (Planning, Development and PMO Department) was requested to undertake pre-feasibility testing of these sites with respect to the required planning, design and construction of accommodation for homeless people in the Kuils River area.

Therefore, This report is an investigation and assessment of four possible sites (illustrated on Map 2) for developing a Safe Space to accommodate 50 to 100 rough sleepers in Kuils River.

- Portion of Erf 936 and Remainder of 922, Kuils River
- Erf 1207-1212, Kuils River
- Erf 526 Kuils River
- Erf 343, Kuils River



Map 1: The sites for investigation & assessment

2. PRINCIPLES AND SITE SELECTION CRITERIA

The following principles have guided the evaluation of the four (4) sites according to set criteria:

- **City of Cape Town, as well as CS&H Strategy and Policies:**
Existing strategy and policy, specifically in respect of infrastructure investment, must be considered in respect of alignment.
- **Partnership potential:**
Where possible, there are opportunities to leverage the benefits of partnership, particularly in respect to seeking opportunities for mutual benefit and saving.
- **Proximity to hot spots:**
Being within a safe walking distance is important as rough sleepers have limited transport opportunities.
- **Financial sustainability:**
The Community Services & Health Directorate in particular, faces limited resources and austerity measures are an ongoing requirement.
- **Facility Clustering Opportunities:**
Ancillary facilities, staff, public parking, and access for users of the facility, as well as deliveries and emergency vehicles, need to be considered.
- **Impact of the proposed future urban development**
- **Size**
Being large enough to accommodate the proposed safe space.
- Statutory approval processes required, et al.

Each of the sites identified is evaluated and scored against the site selection criteria set out in the table below. A description is provided per criteria, as well as a score for each on a scale of 1 to 3 (1 being very poor and 3 being excellent).

	CRITERIA	SCORE
1	Alignment with directorate strategy and policy, specifically clustering of higher order facilities at regional, multi-code and integrated recreation facilities. Clustering of facilities within identified Nodes (Facilities 2040)	2 – Fully 1 – Partially 0 – Not at all
2	Alignment with the City's policies, specifically the Urban Design Policy, The Design and Management Guidelines for a Safer City, The Densification Policy	2 – Fully 1 – Partially 0 – Not at all
3	Alignment with the MSDP and the Tygerberg District Plan.	2 – Fully 1 – Partially 0 – Not at all
4	Potential to partner with other line departments to reduce operating costs.	2 – Fully 1 – Partially 0 – Not at all
5	Safe walking distance (max. 400m) from PTI / Town Centre and to public transport opportunities.	2 – Multiple modes, safe, within 200m 1 – Single mode, somewhat safe, 200m – 400m 0 – No public transport, 400m-800m
7	Compatibility with the surrounding urban environment.	2 – Fully 1 – Partially 0 – Not at all
8	Public interface with the surrounding urban environment. Within highly urbanised environment and not residentially embedded	2 – Fully 1 – Partially 0 – Not at all
9	Large enough to accommodate a Safe Space which potentially caters for approximately 100 beds.	2 – Yes 1 – Maybe with conditions 0 – Not at all

10	Land Use and administrative processes required to regularise the site.	2 – Less than 6 months 1 – Less than 12 months 0 – 18 months or more
11	Land is owned by the City of Cape Town.	2 – Yes 0 – No
12	The site is serviced.	2 – Fully 1 – Partially or in the absence of investigation 0 – Not at all
13	Improvement of the site condition.	2 – Site in bad condition and will benefit from development 1 – Site is partially used and will benefit from development 0 – Site will have minimal benefit from development
14	Site encumbrances (e.g. flood risk, environmental, heritage, vehicular access, etc.)	2 – No 1 – Some or in the absence of investigation 0 – Several
15	Does the opportunity exist to cluster facilities? It is envisaged that at least 2 hectares may be required	2 – Fully 1 – Partially 0 – Not at all

3. SITE ASSESSMENT

3.1 Option 1: Portion of Erf 936 and Remainder of 922, Kuils River

Current hotspot and where the homeless people are based. The property is just outside the CBD and is located adjacent to Van Riebeeck Street, which makes it highly accessible. An organisation focused on urban agriculture as a tool to relieve the burden of homelessness is located adjacent to the site.

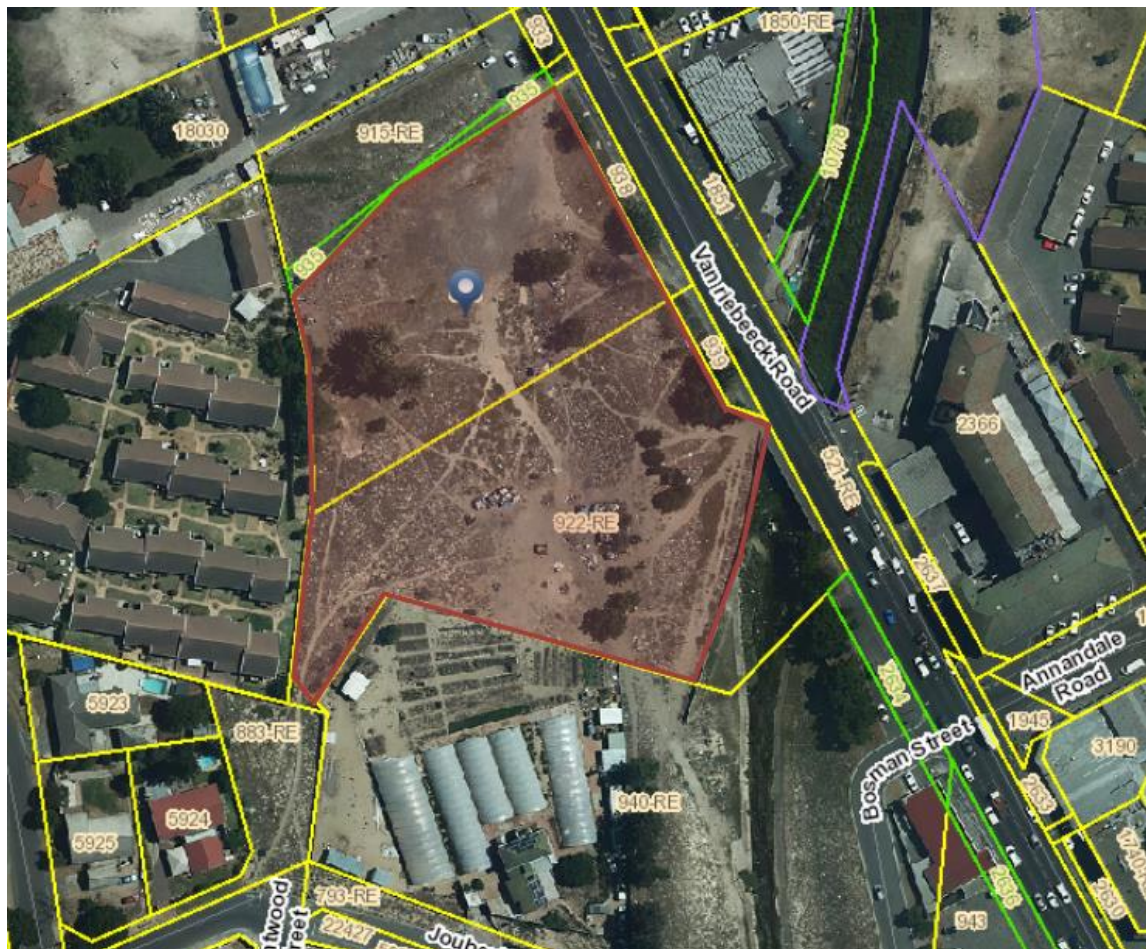


Figure 1: Portion of Erf 936 and Remainder of 922, Kuils River location

Allotment	Kuils River
Address	38 & 40 Van Riebeeck, Brantwood
Erf number	77765-RE
Extent	± 10227m ²
Ownership	City of Cape Town
Erf/building zoned as	Agriculture (AG)
Restrictions	Multiple
Land Use processes required	Yes, Rezoning
Adjacent Uses	Residential and Business
Surrounding land uses	Residential; Business and Urban Agriculture (Khulisa Food Gardening)
Encumbrances	Land invasion, 1:100 year flood line, 100 m of the watercourse (Trigger an EIA) and a dune system.
Tygerberg District Plan	Urban Inner Core
Facilities planning 2040	Level 3 Node: Neighbourhood

3.1.1 Potential Bed Spaces

The client department has advised that a minimum of 50 beds are required for the new safe space in the Kuils River to accommodate the dire and growing numbers of rough sleepers. The identified property can potentially accommodate up to 80 beds, and the minimum size required will be approximately 1,900m².



Figure 2: Potential Bed spaces at Portion of Erf 936 and Remainder of 922, Kuils River

	CRITERIA	SCORE
1	Alignment with directorate strategy and policy, specifically clustering of higher order facilities at regional, multi-code and integrated recreation facilities. Clustering of facilities within identified Nodes (Facilities 2040)	1
2	Alignment with the City's policies, specifically the Urban Design Policy, The Design and Management Guidelines for a Safer City, The Densification Policy	2
3	Alignment with the MSDP and the Tygerberg District Plan.	1
4	Potential to partner with other line departments/other parties to reduce operating costs.	2
5	Safe walking distance (max. 400m) from PTI / Town Centre and to public transport opportunities.	2
7	Compatibility and public interface with the surrounding urban environment.	2
8	Public interface with the surrounding urban environment. Within highly urbanised environment and not residentially embedded	2
9	Large enough to accommodate a Safe Space which potentially caters for approximately 100 beds.	2
10	Land use and administrative processes required to regularise the site.	0
11	Land is owned by the City of Cape Town.	2
12	The site is serviced.	2
13	Improvement of the site condition.	2
14	Site encumbrances (e.g. flood risk, environmental, heritage, vehicular access, etc.)	0
15	Does the space exist to cluster facilities? It is envisaged that at least 2 hectares may be required	1
Total		21

3.2 Option 2: Erf 1207-1212, Kuils River

The second potential location for the development of a safe space is Erf 1207-1212, Kuils River. This site is located next to the Kuils River station and is embedded within an industrial area. The proposed site is approximately 1.2 km from the CBD and there are existing rough sleepers nearby.



Figure 3: Location & zoning of 1207-1212, Kuils River

Area	Kuils River
Address	Murray Street, De Kuilen
Erf number	1207-1212
Extent	8357sqm
Ownership	City of Cape Town
Erf/building zoned as	Local Business 2 and Single Residential 1
Restrictions	None
Land Use processes required	Primary Use (Local Business) and Consent Use application (only if using the SR1 portion).
Adjacent Uses	Industrial, transportation and residential
Surrounding land uses	Industrial and residential
Encumbrances	Vacant building at risk of invasion and problem building, reservation by safety and security portions of the SR1 are on the property disposal list, proposed bypass route (No budget).
Tygerberg District Plan	Urban Inner Core
Facilities planning 2040	Level 3 Node: Neighbourhood

3.2.1 Potential Bed Spaces

The client department has advised that a minimum of 50 beds are required for the new safe space in the Kuils River to accommodate the dire and growing numbers of rough sleepers. The identified existing building on site can potentially accommodate up to 58-bed spaces with services and ablution facilities; however, if there is a push for more bed spaces, the property can take up to 75 bed spaces. Overall, the site has the potential to accommodate up to 100-bed spaces or more, subject to additional bed spaces being included at a later stage through either expanding the building or adding quick spaces (prefabricated structures).



Figure 4: Potential bed spaces on ERF 1207-1212, Kuils River

	CRITERIA	SCORE
1	Alignment with directorate strategy and policy, specifically clustering of higher order facilities at regional, multi-code and integrated recreation facilities. Clustering of facilities within identified Nodes (Facilities 2040)	2
2	Alignment with the City's policies, specifically the Urban Design Policy, The Design and Management Guidelines for a Safer City, The Densification Policy	2
3	Alignment with the MSDP and the Tygerberg District Plan.	2
4	Potential to partner with other line departments/other parties to reduce operating costs.	2
5	Safe walking distance (max. 400m) from PTI / Town Centre and to public transport opportunities.	2
7	Compatibility and public interface with the surrounding urban environment.	2
8	Public and interface with the surrounding urban environment. Within highly urbanised environment and not residentially embedded	2
9	Large enough to accommodate a Safe Space which potentially caters for approximately 100 beds.	2
10	Land use and administrative processes required to regularise the site.	1
11	Land is owned by the City of Cape Town.	2
12	The site is serviced.	2
13	Improvement of the site condition.	2
14	Site encumbrances (e.g. flood risk, environmental, heritage, vehicular access, etc.)	2
15	Does the space exist to cluster facilities? It is envisaged that at least 2 hectares may be required	0
Total		25

3.3 Option 3: Erf 526, Kuils River

The site is vacant and has a problem building located at the back of the local liquor outlet and library and community hall. There is plenty of vacant open space or undeveloped land.



Figure 5: Location & zoning of Erf 526, Kuils River

Area	Kuils River
Address	5 Kolkenberg
Erf number	526
Extent	4652 sqm
Ownership	City of Cape Town
Erf/building zoned as	Limited Use Zone
Restrictions	No rezoning , Only existing lawful uses
Land Use processes required	No rezoning , No consent
Site conditions	Portion of the site has a vandalised problem building and is partially invaded with rough sleeping
Adjacent Uses	Business, library and community hall
Surrounding land uses	Business and community facilities
Encumbrances	Vacant and problem building possible invasion
Tygerberg District Plan	Urban Inner Core
Facilities planning 2040	Level 3 Node: Neighbourhood

3.3.1 Potential Bed Spaces

The client department has advised that a minimum of 100 beds are required for the new safe space in the Kuils River to accommodate the dire and growing numbers of rough sleepers. The identified property can potentially accommodate 100 beds and more, and the minimum size required will be approximately 1,900m².



Figure 6: Potential bed spaces on Erf 526, Kuils River

	CRITERIA	SCORE
1	Alignment with directorate strategy and policy, specifically clustering of higher order facilities at regional, multi-code and integrated recreation facilities. Clustering of facilities within identified Nodes (Facilities 2040)	2
2	Alignment with the City's policies, specifically the Urban Design Policy, The Design and Management Guidelines for a Safer City, The Densification Policy	2
3	Alignment with the MSDF and the Tygerberg District Plan.	1
4	Potential to partner with other line departments/other parties to reduce operating costs.	1
5	Safe walking distance (max. 400m) from PTI / Town Centre and to public transport opportunities.	2
7	Compatibility and public interface with the surrounding urban environment.	1
8	Public and interface with the surrounding urban environment. Within highly urbanised environment and not residentially embedded	1
9	Large enough to accommodate a Safe Space which potentially caters for approximately 100 beds.	2
10	Land use and administrative processes required to regularise the site.	1
11	Land is owned by the City of Cape Town.	2
12	The site is serviced.	2
13	Improvement of the site condition.	2
14	Site encumbrances (e.g. flood risk, environmental, heritage, vehicular access, etc.)	0
15	Does the space exist to cluster facilities? It is envisaged that at least 2 hectares may be required	0
Total		19

3.4 Option 4: Erf 343-Re Kuils River

Remainder Erf 343, Kuils River is a City owned improved property situated at 2 Forest Street in the suburb of Voelvlei. The subject property measures 698m² in extent. It is zoned Single Residential 1: Incremental Housing (SR1). The property management department is proposing the sale of the subject property and currently has a lease that is expiring soon.



Figure 7: Erf 343-Re Kuils River

Area	Kuils River
Address	2 Forest Street, Voelvlei
Erf number	Remainder Erf 343
Extent	4652 sqm
Ownership	City of Cape Town
Erf/building zoned as	Single Residential 1: Incremental Housing (SR1)
Restrictions	Proposed use not permitted under the current zoning
Land Use processes required	Consent use
Site conditions	Portion of the site has a vandalised problem building and is partially invaded with rough sleeping
Adjacent Uses	Housing and railway
Surrounding land uses	Residential and transportation
Encumbrances	Yes, the property is currently encumbered by a lease; however its expiry imminent and currently placed on a disposal list
Tygerberg District Plan	Urban Inner Core
Facilities planning 2040	Level 3 Node: Neighbourhood

3.4.1 Potential Bed Spaces

The client department has advised that a minimum of 100 beds are required for the new safe space in the Kuils River to accommodate the dire and growing numbers of rough sleepers. The identified property was deemed not appropriate and feasible for the development of a safe space; therefore, no bed space estimate was made.

CRITERIA	SCORE
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1	Alignment with directorate strategy and policy, specifically clustering of higher order facilities at regional, multi-code and integrated recreation facilities. Clustering of facilities within identified Nodes (Facilities 2040)	0
2	Alignment with the City's policies, specifically the Urban Design Policy, The Design and Management Guidelines for a Safer City, The Densification Policy	1
3	Alignment with the MSDP and the Tygerberg District Plan.	2
4	Potential to partner with other line departments/other parties to reduce operating costs.	0
5	Safe walking distance (max. 400m) from PTI / Town Centre and to public transport opportunities.	2
7	Compatibility and public interface with the surrounding urban environment.	0
8	Public interface with the surrounding urban environment. Within highly urbanised environment and not residentially embedded	0
9	Large enough to accommodate a Safe Space which potentially caters for approximately 100 beds.	1
10	Land use and administrative processes required to regularise the site.	1
11	Land is owned by the City of Cape Town.	2
12	The site is serviced.	2
13	Improvement of the site condition.	2
14	Site encumbrances (e.g. flood risk, environmental, heritage, vehicular access, etc.)	1
15	Does the space exist to cluster facilities? It is envisaged that at least 2 hectares may be required	0
Total		14

4. RECOMMENDATIONS

Based on the assessment and the scoring above, the site best suited for the development of a safe space in the Kuils River area is considered to be:

Option 2: Erf 1207-1212, Kuils River (score of 25)

- The property is well located and highly accessible via public and private transport as well as Non-motorised and pedestrian access to the CBD.
- The existing City owned building can be refurbished and repurposed to fit the proposed use. The condition of the existing structure / vacant building may need to be assessed.
- The property can be reserved from Property Management as it is currently vacant and is at risk of being invaded or damaged.
- The proposed use is allowed under the current zoning i.e. Local Business and if there is an interest to expand to the SR1 only a consent use is required to permit the proposed use as a safe space for rough sleepers.
- The site will provide for the temporary accommodation needs of rough sleepers in the CBD and surrounding areas within a short to medium time frame.
- Facility clustering is promoted as this property is located next to the train station across the road and has enough available space for the construction of other community services.
- There is potential to partner with other departments such as human settlements and other community services departments.

It is recommended that the Department of Community, Arts and Culture Development consider the above assessment and findings of the different site options in their site selection process. Further, it would be highly advantageous to engage with the local community and community leadership to find out more information about the sites assessed and clarify the best possible location for the development of Kuils River safe spaces for the rough sleepers.