

City Parks

Development Policies

City of Cape Town

# **CITY PARKS DEVELOPMENT POLICIES**

## **City of Cape Town**

### **OVERARCHING POLICY STATEMENT**

City Parks recognises the vital role that open space plays in an urban environment and provides an integrated service which ensures that Public Open Space and other 'green' areas of City land are conserved and developed in a sustainable way for present and future generations.

# CITY PARKS DEVELOPMENT POLICIES

October 2004

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## 1. POLICY INTENTION

These policies set out broad directions for the City. It indicates high level direction, rather than detailed prescriptions.

### **Mission statement**

The proposed policies will be guided by the Mission statement of City Parks and Nature Conservation which is to:-

***"identify, develop, enhance and conserve the 'green' environment and open spaces for present and future generations."***

This policy forms part of the overall management strategy for the Directorate which also includes the following information:-

- Tree Policy - June 2002 City of Cape Town
- Cape Town Municipality Parks By-law P.N. 355/1990 - 1 June 1990 (currently being amended to the Amenities By-law)

### **Best Practice**

The ultimate intention of the various policies relating to development issues of City Parks is to promote the best practices for the development of the City of Cape Town's Public Open Space. Where appropriate, *'international best practice norms'* will be referred to, but it should be noted that the local conditions existing in Cape Town and the resources available here may need to be taken into account and may lead to a different or more appropriate standard of practice.

### **Integration**

It should be noted that many of these policies are based on practices operated in one or more of the former Administrations. A discussion process has taken place to investigate the different operations. Wherever possible, agreement has been reached on the best possible practices for the City of Cape Town.

### **Principles and legislation**

The following list of principles, factors and legislation will guide policy relating to development of POS and City owned land:-

- Environmental principles including accountability and sustainability,
- Legislation
  - The Constitution of the Republic of South Africa, 1996 Chapter 2: Bill of Rights
  - Water Services Act, (Act No. 108 of 1997)
  - Environmental Conservation Act (Act No. 73 of 1989)
  - Forest Act (Act No. 84 of 1998)
  - Conservation of Agricultural Resources Act (Act No. 43 of 1983)
  - National Environmental Management Act (Act No. 107 of 1998)
  - Land Use Planning Ordinance (No. 15) of 1985
  - National Environmental Management Biodiversity Act (Act No. 10 of 2004)
- Council By-laws
  - Outdoor Advertising and Signage By-law,
  - Parks By-law,
  - City of Cape Town By-law for Cemeteries and Crematoria (amended February 2003); currently going through a public participation process after being submitted to Sub Councils.

- Budgets (short and long term, sponsorship and other private funding sources.)
- Long term maintenance and management implications
- CMOSS (Cape Metropolitan Open Space System) Definition and Vision April 2001
- 'Greening the City' report (1982)
- Scenic Drive Network Management Plan
- IMEP (Integrated Metropolitan Environmental Policy) October 2000
- Stormwater Management Planning and Design Guidelines for New Developments (July 2002) - Transport, Roads and Stormwater Directorate
- Draft City of Cape Town Film Policy and Protocol April 2004

In general principles which add value and enhance quality of life have been included such as equity, public participation, accessibility/universal access, transparency, fairness, accountability, capacitating and flexibility.

## 2. CATEGORISATION OF PUBLIC OPEN SPACE

The following categories are based on the function of the space, type of land use and the allocation of management responsibility to a particular authority. The categories comply with *CMOSS Management Guidelines* and *LUMS (Land Use Management System)* which deal with zoning of POS.

**TABLE SHOWING CATEGORIES OF PUBLIC OPEN SPACE (POS) AND OTHER RELATED AMENITIES MANAGED BY COMMUNITY SERVICES**

	<b>DESCRIPTION OF LAND &amp; ACTIVITY</b>	<b>TYPE OF POS</b>	<b>MANAGED BY</b>
1	Developable land set aside for burials and associated activities	CEMETERY	CPNC
2	Developable land set aside as proclaimed nature reserves, protected natural environments, core flora sites, other sites with primary bio-diversity value and bird sanctuaries	CONSERVATION AREA	CPNC
3	Developable land with recreational facilities which is visited regularly by people who do not live locally & who use public transport or private motor vehicles for access. Includes generally large scale informal recreational facilities such as play grounds, gravelled kick-about areas, practice multi-purpose hard courts, etc.	REGIONAL PARKS	CPNC
4	Developable land with recreation facilities which serve the needs of the local community or neighbourhood and is usually accessed on foot. Includes informal recreational facilities of a small scale for children such as tot-lots and playgrounds, seating areas, open grass lawns and gardens.	LOCAL PARKS	CPNC
5	Undeveloped land zoned for POS which is usually vacant but may be developed some time in the future. Also included is undevelopable POS e.g. land under electricity pylons and any utilities servitudes or rights of way.	UNDEVELOPED POS	CPNC
6	Developed land with facilities catering for formal and organised sporting activities including formal recreational areas where land is a suitable size to cater for sportsfields for competitive use.	SPORTSFIELDS	Rec&Am
7	Land occupied by natural water courses, rivers, streams, man-made canals, stormwater detention ponds and associated 'green belts'.	GREENBELTS	CPNP
8	Coastal dune areas adjacent to resorts but which are usually undeveloped land.	COASTAL DUNES	To be decided ****
9	Beach resorts and recreational facilities located in the coastal zone.	BEACH RESORTS	Rec&Am
		<b>LAND NOT ZONED POS</b>	
10	Horticultural activities taking place within road reserves & city streets. Includes tree/shrub planting programmes which adhere to Council approved Tree Policy & 'colourful planting displays'.	ROAD AMENITIES & PUBLIC TRANSPORT INTERCHANGES	CPNC

### **Service Level Agreements**

Areas of land which are not designated POS act as multi-purpose and multi-functional resources with a range of uses and contribute to the 'green' landscape which may be managed or maintained by City Parks and will be subject to a *service level agreement* with the relevant authorities. An example of this is the planting of trees along roads or at Public Transport Interchanges for the Roads and Stormwater Directorate (R&S)

### 3. POLICY PROPOSALS

#### **Introduction**

The following section sets out the policy proposals under a set of 3 themes, namely:-

- A Development planning issues**
- B Provision of informal recreational activities**
- C Provision of infrastructure - soft and hard landscapes.**

Each of the policies includes the following:-

- The policy statement (boxed and in italics)
- Motivation including an argument relating to issues covered in the proposed policy



## A. *PLANNING ISSUES*

### 1. **HIRING OF PUBLIC OPEN SPACE**

#### ***POLICY STATEMENT***

*City Parks hires out Public Open Space provided that the specific proposal is compatible with existing recreational facilities, the mission statement of City Parks and where necessary, other Directorates are referred to for input to ensure an integrated approach to the hiring of Council owned land.*

#### **MOTIVATION**

The existing situation regarding hiring of land is reported as being problematic in many areas of the City due to the following:-

- Requests from the Public for incompatible activities which are noisy, dirty, polluting, etc
- Excessive noise levels over an extended period of time during operations
- Potential for horticultural damage and abuse of 'soft' surfaces such as grass lawns and laterite gravel paving,
- Excessive litter and rubbish removal management issues
- Poor accessibility to sites and traffic hazards

Policy is required to determine what type of economic and human development opportunities and trading is compatible with recreational facilities and can therefore take place on POS and how these activities will be managed.

These opportunities should be encouraged as they are regarded as important to the upliftment of local communities and are income generating in accordance with the annual Council approved tariff schedule.

Decisions will be made based on a set of criteria which ensure an integrated planning process (community and other Directorates will be consulted where necessary). Detailed restrictions and regulations will be included in lease and hiring agreements and all Directorates will be consulted, e.g. TR&S will prepare guidelines for access, traffic control, sight lines, etc.

A balanced approach to use of POS by individuals or organization hiring the land. This will ensure that there is continued adequate access to POS by the Public.

## 2. LEASING OR DISPOSAL OF PUBLIC OPEN SPACE

### ***POLICY STATEMENT***

*City Parks may recommend the lease or disposal of POS provided that an integrated assessment procedure is followed and that there is a benefit to the Citizens of the City and the environment either in terms of financial gain and/or resources.*

### MOTIVATION

It is recognised that City Council are the custodians of public land and that they play an important role in conserving open space and undeveloped land for the benefit of future generations as well as for current use by the Public.

All applications for informal developments on POS (excluding applications for sportsfields which are referred to Recreation and Amenities) will be considered by City Parks. Integrated assessments (involving all relevant Council Directorates) are carried out using a check list and recommendations are based on a set of criteria (including intensity of usage levels) which identify the benefits and constraints to Council, the community and the environment. A 'quid pro quo' approach is adopted to ensure that the Public as well as the City's needs are met.

An integrated approach to land use planning must be followed to ensure that all potential open space is used sustainably.

### 3. COMMUNITY PARTNERSHIPS

#### *POLICY STATEMENT*

*City Parks adheres to Council Policy on community partnerships and will perform in line with the Integrated Development Plan for the City.*

#### MOTIVATION

Community partnerships have always been encouraged by City Parks and it is recognised that the local neighbourhood and wider community must be involved with the planning and design process to ensure continued support as well as maintenance of 'living' landscapes and particularly tree planting programmes.

All agreements with the local communities must be in writing and specific to each particular proposed partnership, having taken into account all role-players, interested and affected parties as well as the specific site and its conditions. It is noted that some communities may need assistance from Council with the process of preparing a suitable agreement, taking into account the different languages and standards of education amongst communities (refer to Municipal Systems Act).

Innovative and alternative methods of involving the local community and business sectors must be pursued to ensure an increase in resources made available for the development and management of POS.

Examples of innovative approaches to accessing additional resources within the community include:-

- Alternative sentencing of criminals - the use of criminals and public offenders to carry out public service duties such as working in a local park instead of paying a fine or going to prison. City Parks will need to liaise with other Council and Law Enforcement agencies to develop an integrated and sustainable approach.
- Liaising with local sporting bodies who already have access to resources such as machinery and manpower, and could benefit from rate rebates if they provided a service to the community such as cutting grass or carrying out other horticultural maintenance on POS.

## 4. VANDALISM

### *POLICY STATEMENT*

*City Parks combats vandalism by promoting the supply and installation of well designed, robust equipment and facilities in Public Open Space.*

### MOTIVATION

Vandalism of property and equipment owned by City Parks is a major problem throughout the City. Managers in the Districts must be encouraged to ensure that all equipment and facilities are well maintained and repaired timeously and encouraged to show 'zero tolerance' of vandalism and graffiti.

Currently a Draft Graffiti By-law is being prepared by City Council and should be used as a point of reference for standards related to vandalism and action to be taken against countering it.

Community partnerships and surveillance within the local neighbourhood should be encouraged and mechanisms set up to assist with reporting incidents and unwanted behaviour by vandals. In addition an public awareness process is required to educate the Public and this could be run through schools programmes or the Sports and Amenities 'Come and Play' programme.

## 5. SPONSORSHIP AND ADVERTISING

### *POLICY STATEMENT*

*City Parks complies with the Outdoor Advertising and Signage By-law and seeks to establish creative and sustainable partnerships with the private sector whilst promoting the principle of 'ensuring the best possible concession for the least possible advertising'.*

### MOTIVATION

There have been many different criteria used through-out the City to enable sponsorship and advertising of products *in lieu* of services rendered. All advertising and sponsorship signage must comply with the Outdoor Advertising and Signage By-law, specifically Section 62, schedules 16 and 17.

City Parks promotes commercial involvement in certain priority areas provided that consultation has taken place with other Directorates wherever necessary and the involvement is therefore carried out on an integrated basis.

City Parks promotes creative and sustainable partnerships with the private sector to provide exposure for appropriate products or sponsorship whilst offsetting municipal costs.

## 6. CULTURAL REQUIREMENTS

### *POLICY STATEMENT*

*City Parks assists with the relevant procedures required for developing 'cultural facilities' and identifying suitable municipal land for such activities.*

### MOTIVATION

'Cultural' sites and activities under discussion include the following:-

- Sites for initiation rites for men and women,
- Cultivation and harvesting of medicinal plants for traditional healing purposes
- Sites for food and community gardens
- Land for urban agriculture including livestock management and agri-forestry.

It was noted that the above-mentioned activities were not necessarily best suited to being developed on land zoned for POS. Land located closer to other City amenities and with an alternative zoning may be utilised for some of these activities. Community organisations requesting land leases should be referred to Policy No. 2 - 'Leasing or disposal of POS' once suitable land for the specific type of 'cultural' requirement has been identified.

Some horticulture-based 'cultural' activities maybe considered for development on POS. City Parks could promote economic empowerment and identify suitable sites for the cultivation and harvesting of plants for healing purposes, food gardens and urban agriculture.

## 7. SERVICES AND UTILITIES

### *POLICY STATEMENT*

*City Parks operates a 'way leave' or permit system through tariffs to ensure that any construction or other work carried out on Public Open Space, or in areas under its management, is implemented in a careful manner and that damages are repaired and reinstated at no cost and/or to the satisfaction of the Director City Parks.*

### MOTIVATION

In the past there has been no procedure for reinstatement of damaged areas on POS or other areas under its management. Procedures must therefore be developed urgently in line with other Departments who operate a 'way leave' or permit policy of allowing other bodies to work in areas under their jurisdiction. Reinstatement work must be at no cost to City Parks either in terms of capital or maintenance cost and must be carried out in a spirit of mutual respect for the various services involved. Where possible the role of City Parks will be one of facilitation rather than one of authorisation.

Application for a 'way leave' document to work or operate, store or generally utilise POS or areas under the management of City Parks should apply to the Public, all other Council Departments as well as Telkom and Eskom.

The policy must apply to storm-water detention and retention ponds which are usually located on POS and are the maintenance responsibility of Parks but are often dually managed with TR&S.

## 8. MAINTENANCE IMPLICATIONS

### *POLICY STATEMENT*

*City Parks adopts a policy of limiting the maintenance implications of any development to ensure minimal impact to operating costs and maximum sustainability for the environment.*

### MOTIVATION

This policy is recognised as being extremely important as it affects all procedures in the Development, Maintenance and Nature Conservation Sections of City Parks as well as all other policy statements mentioned in this document. In addition, where other Directorates are affected, an integrated approach to decision making procedures must be adopted, e.g. regarding road reserves and detention ponds or servitudes. Refer to 'Designing or approving hard and soft landscapes in urban road reserves' by TR&S August 2003.

All policies relating to parks, playground facilities, street tree planting, etc. will be developed to adopt a requirement wherever possible of '**lowest possible maintenance implications**'. However, consideration must also be given to safety, security, the environment and the most appropriate utilisation of POS to ensure maximum benefit for all developments.

Exceptions will be made in terms of specific types of intensively used Parks and historical or 'cultural' facilities which may require additional maintenance procedures and funding, e.g. The Company's Garden.



## 9. LANDSCAPE PLAN REQUIREMENTS

### *POLICY STATEMENT*

*City Parks requires that a 'landscape plan' be submitted for all developments, planning regulation applications and infrastructural improvements which effect POS.*

*The 'landscape plan' must be approved prior to any development taking place and must be implemented to the satisfaction of the Director City Parks (or a delegated official).*

### MOTIVATION

All 'site development plans' for applications for rezoning and subdivisions must be accompanied by a Landscape Plan prepared by a registered landscape architect or alternatively in the case of smaller or less significant developments, a suitably qualified or experienced person specifically approved by the Director, City Parks.

An integrated approach must be adopted in terms of design requirements and reference should be made to other Directorates where necessary. Refer to 'Stormwater Management Planning and Design Guidelines for new developments' by TR&S - Catchment, Stormwater and River Management Branch.

## **B. PROVISION OF INFORMAL RECREATIONAL ACTIVITIES**

### **10. INFORMAL RECREATIONAL FACILITIES**

#### ***POLICY STATEMENT***

*City Parks provides 'informal' recreational facilities only.*

#### **MOTIVATION**

City Parks only provide facilities for informal recreational activities such as the following:-

- recreation areas laid out with paths, park furniture, grass, trees, shrubs and ground cover planting where passive sports and activities such as human chess or tai-chi can take place without causing major impacts to the environment or neighbouring properties;
- children's playgrounds with a variety of play equipment, seating and paved surfaces;
- small pockets of land with multi-purpose, hard-surfaced courts (MPHC) for practising ball games such as netball or basketball, and providing a smooth, hardened surface for young children to practice games using cycles or other wheeled equipment, usually under supervision from parents or adults;
- larger areas of land with informal 'kick-about areas' with reinforced grass or gravel surfaces for informal, active ball games such as football, cricket, etc.

If requests are made for the provision of facilities for formal sporting activities and active sports which normally generate high noise levels and large numbers of participants or spectators, including hiring of fields for organised sport, these must be referred to Recreation and Amenities for processing and the tariff system can be applied. If there is no suitable land allocated for sportfields use available, then City Parks may offer a portion of POS to Recreation & Amenities for hiring or leasing or temporary availability until more suitable land is allocated or it is decided to rezone the lands from POS to sport use.

Where existing formal sporting facilities (soccer, rugby, hockey, cricket, tennis, netball or basketball) have historically already been provided on POS under City Parks, these sites must be referred directly to Recreation & Amenities as soon as possible, so that they can take over these facilities and manage/organise and prioritise the facilities and resources available.

## 11. FURNITURE

### ***POLICY STATEMENT***

*City Parks provides outdoor furniture which is robustly designed for frequent, heavy usage and takes into consideration the safety of users, ease of replacement and maintenance requirements.*

### MOTIVATION

The outdoor furniture which has survived in the majority of Public Open Spaces has been designed to cater for heavy usage and is robust, long lasting, easy to maintain and vandal-proof wherever possible. Other essential design criteria are that the furniture must be easily available from a commercial manufacturer (preferably on Council Tender) so that continuity of supply and standards can be maintained and replacements installed timeously. Wherever possible, international best practice in terms of design and installation will apply.

Historical or special cultural landscapes such as The Company's Garden may require special treatment and attention to detail to ensure suitable materials and designs are implemented.

## 12. PLAYGROUND EQUIPMENT

### *POLICY STATEMENT*

*City Parks only provides standard approved playground equipment.*

### MOTIVATION

In consultation with communities, standard children's play equipment may be provided to playgrounds on POS and the recommended construction material is galvanised steel. This has always been robustly designed to a high specification for safety and durability and historically was approved by the City's Mechanical Engineering Section. It is currently supplied on Council Tender to ensure consistency of standards and safety requirements. A regular maintenance and monitoring programme is recommended for all equipment to ensure that vandalism or overuse is kept to a minimum and that damage to equipment does not cause danger to the Public.

All play equipment must be designed appropriately for heavy usage, taking into consideration the safe use and ease of maintenance of each item. Wherever possible, international best practice in terms of design and installation will apply.

Alternative construction materials may be considered, e.g. timber and plastics, provided playgrounds are in a controlled environment with supervision of play and a community participation agreement in place.

### 13. BICYCLES

#### ***POLICY STATEMENT***

*City Parks encourages the use of bicycles as a means of transport across POS on condition that suitable traffic related control measures are in place.*

*City Parks permits the informal use of bicycles and BMX's for recreational play by young children on POS provided that the Parks By-laws are adhered to.*

#### MOTIVATION

City Parks refers to the City's Policy to promote bicycle usage in terms of the national standards for Non Motorised Transport (refer TR&S) and encourages the use of bicycles across POS provided that there are suitable traffic related control measures in place, such as appropriate signage, lane demarcations, etc. There should be no conflict with other users such as pedestrians or children playing and pedestrians should be given right of way along bicycle routes in POS.

As a result of these planning initiatives to develop NMT, a management strategy will need to be developed to cater for these new facilities.

Requests for formal recreational cycle related tracks and ramps for users of BMX bicycles should be referred to Recreation and Amenities.

## 14. SKATEBOARDING AND ASSOCIATED ACTIVITIES.

### *POLICY STATEMENT*

*City Parks provides standard approved skateboard play equipment on POS on condition that the Parks By-law is adhered to and that a formal public participation process has been successfully concluded.*

### MOTIVATION

The term skateboarding includes other associated activities such as roller-blading, roller-skating, etc.

Existing low-key, small scale ramps and equipment have been provided for use by skateboarders on an informal basis on POS (refer to Milnerton example). These facilities are managed like any other children's play equipment in a playground setting in terms of the Parks By-laws. A thorough survey of the local community must be carried out before equipment is installed due to the high noise levels and disturbance caused by these type of facilities. If complaints occur after installation of facilities, the removal of the equipment must be considered timeously.

No large scale facilities such as "half pipes" will be provided by City Parks. This type of large scale, managed or semi-professional facility will be treated as a formal sporting facility. It must be referred to Recreation and Amenities for development on leased land by a club or hired out to a managing agent.

## 15. SURFACES

### ***POLICY STATEMENT***

***City Parks provides both 'hard' and 'soft' surfacing materials for covering the ground in POS.***

### MOTIVATION

The choice of surface to be installed in POS and specifically playgrounds is dependant primarily on the function that the surface must perform and the intensity of use that it will receive during its lifetime. In addition, international best practice will be taken into account as well as environmental considerations such as encouraging rain water infiltration into the ground water system as outlined in the document "Stormwater Management Planning and Design Guidelines for New Developments" prepared by Catchment, Stormwater and River Management Branch of TR&S.

Surfaces will be either 'hard' or 'soft' and will depend on a variety of criteria including intensity of use, available budget, durability and sustainability. Surfaces must therefore be hard wearing, generally safe and smooth, durable, comply with low maintenance and budget allocations and be sustainable in the long term.

C. **PROVISION OF INFRASTRUCTURE - 'HARD' LANDSCAPE**

**16. TOILETS LOCATED ON PUBLIC OPEN SPACE**

***POLICY STATEMENT***

*City Parks only provides toilets at Regional Parks on condition that funds and staff are available for their upkeep and long term maintenance requirements.*

**MOTIVATION**

The existing situation regarding toilets located on POS has many anomalies and these situations should be rationalised as soon as possible through a negotiated process involving interested and affected parties (I&AP's) and Council. This could include for the re-use of the toilet buildings for an alternative purpose.

It should be noted that in general, Recreation and Amenities is responsible for the provision of public toilets and not City Parks. However, in POS designated as a Regional Park, toilet facilities are provided for Park users by City Parks where no alternative facilities are available.

If City Parks plans for new development which will serve as a regional facility including Cemeteries and Conservation Areas, the provision of toilets must be adequately financed, managed and staffed to the satisfaction of the Director City Parks.

At existing cemeteries, conservation areas and regional park facilities, additional toilets will only be installed subject to an allocation of provision for a maintenance budget. This has management implications and needs to be negotiated with the appropriate responsible authorities.

No toilets will be provided by City Parks at local parks, where the majority of users of the facilities are regarded as coming from nearby homes and schools, where toilet facilities already exist. However, where local parks incorporate existing buildings which have provided toilet or ablution facilities in the past, these buildings are recognised as an asset and a consultative community participation process should be carried out to determine alternative uses or potential new development for this infrastructure.



## 17. LIGHTING

### ***POLICY STATEMENT***

*City Parks provides lighting to non-motorised transport access routes which traverse POS subject to available resources and funding and aims to assist with the City's goal to provide a safe and secure urban environment for its citizens.*

### MOTIVATION

It has been noted that providing inappropriate lighting to POS leads to the following problems:-

- extended hours of use by the sporting fraternity and children causing the wearing-out of grass surfaces,
- abuse of the facilities by gangs who tend to congregate in parks late at night,
- anti-social behaviour and conflict with neighbours adjacent to POS after hours when law enforcement and control is more difficult to enforce.

City Parks acknowledges that safety and security of the Public, especially commuting pedestrians and non-motorised transport (NMT) users moving across land zoned POS, is of the utmost priority. In parks where routes are used as short cuts, access ways or 'desire lines', these facilities should receive the highest priority for lighting installations providing the local community have been consulted and are all in favour of the proposal.

The provision of low level or street type lighting for POS will therefore only be considered on written request from the local community or Councillor motivating the benefits in terms of safety and security and on condition that a full public participation consultation process is entered into. Each situation must be assessed on its merits and installation of lighting will be subject to an allocation of a budget provision for maintenance and the use of standard Council approved light poles and equipment.

In new parks with pedestrian access routes, the lighting should be designed into the infrastructure to keep costs to a minimum.

If high mast lighting is deemed necessary for the safety of the general public in a particular suburb, this may be provided on POS by other Directorates provided that they lease a portion of this land for the purposes of installing the high mast security lighting facility.

In certain historical or 'special' areas where the Public is encouraged to use the POS facility after hours, lighting may also be provided and may be designed to fit in with the particular theme of the area, e.g. The Company's Garden.

## 18. CITY PARK'S SIGNAGE

### *POLICY STATEMENT*

*City Parks provides for signs displaying relevant information and regulations relating to POS.*

### MOTIVATION

Regulatory signage is essential in assisting with the enforcement of bye-laws and must therefore be erected in prominent locations in all POS. The signage must be clear, concise and displayed in a manner which can be understood by all e.g. using pictorial decals, logos or in the necessary official languages.

Signage is an important element in ensuring that the Public are informed, educated and encouraged to take care of the POS which they use. However, too many signs can be confusing and aesthetically unacceptable, so a balance must be found in providing adequate information and regulations.

All signage must comply with the Outdoor Advertising and Signage Policy, Parks By-laws and policies and regulations of other Departments.

## 19. FENCES, WALLS & BOLLARDS

### *POLICY STATEMENT*

*City Parks provides fencing (or an alternative barrier) on POS to ensure adequate safety of users, to prevent unsuitable vehicular access, and to define the boundaries and ownership of Council land where required.*

### MOTIVATION

Fencing or an alternative suitable barrier includes any method of defining a POS e.g.

- walls (solid) made from pre-cast concrete, brick, stone, etc.
- fences (visually permeable) constructed in wood, metal, concrete palisade style, wire mesh, galvanised steel pipe barriers, ropes, chains, etc.
- living plant material barriers or hedges
- bollards made from concrete, wood, stone, steel, etc.
- natural boulders, logs or ditches to prevent vehicular access.

Materials used to construct these items must be aesthetically pleasing, appropriate to the cultural or historical context, robust, long-lasting and securely installed in the ground and the maintenance implications must be considered carefully.

In addition, any fenced area will require a vehicular access gate or boom so that maintenance and emergency vehicles can access the grounds but other unauthorised vehicles are excluded.

Fencing will be installed at parks and playgrounds for the following reasons:-

- to ensure the adequate safety of users, e.g. children should not be able to run straight out into the road when playing and a low barrier or fence should be provided so that children are made aware of the danger of the roadway outside the play area.
- to define or indicate the POS boundaries so that adequate maintenance and management can take place even if the site is not yet developed
- to create an aesthetically or environmentally desirable situation for POS development, e.g. to grow windbreaks, to improve the local microclimate, to increase bio-diversity, etc.

Fencing will not be provided to secure facilities. The cost of common boundary fences will only be shared if the provision of a fence is in the interests of the City.

## 20. ACCESS & MOBILITY

### *POLICY STATEMENT*

*City Parks provides user friendly and safe access wherever possible to all POS to ensure maximum utilisation of facilities and encourage Public use.*

### MOTIVATION

It is important to encourage and maximise the utilisation of POS and recreational facilities within the communities both on a local neighbourhood scale and a larger regional scale.

Pedestrian and non-motorised transport access to parks, playgrounds, and other recreational facilities will therefore be located where they are highly visible and on or as close to major public transport links wherever possible.

Universal access with gently ramped paths for disabled people and safety barriers at all entrances will be provided to prevent users and particularly children, running into roadways. Entrances will be celebrated with symbolic 'gateways' at larger scale regional facilities, which can also double up as vehicular access gates or booms for emergency and maintenance vehicles.

An integrated approach to detail design will be taken in terms of liaison with public transport and roads so that drop off zones, parking and entrances are located centrally and close to these important facilities.

Public landscapes and tree planting schemes which are incorporated into Public Transport Interchanges will be subject to an integrated maintenance agreement between City Parks and the relevant development agencies, e.g. Public Transport Interchange Management authority and Dignified Urban Spaces Programme.

## 21. WATER USAGE

### ***POLICY STATEMENT***

*City Parks acknowledges that water is a scarce and expensive resource which is essential for "Greening the City". Water will therefore be used sparingly and appropriately in accordance with 'best practice' principles to assist with the establishment of plants and the ongoing maintenance of 'soft green' landscapes in the City environment.*

### MOTIVATION

This policy applies to all land zoned as POS (including new parks in Council owned developments and private township developments.)

Provision of water must be available to all new City Parks developments with horticultural facilities for the following reasons:-

- establishment of new plant material,
- provision for a minimum period of 3 years for trees and 1 year (full horticultural growing and dormant season cycle) for grass or other types of plant material,
- in terms of an official agreement with private developers where 'the establishment of an approved horticultural design must be to the satisfaction of the Director, City Parks'.

Where new development is to be carried out by the private sector, it is essential that there is a consultation process with the new community or homeowners, and that conditions are applied regarding provision and financing of water supply to POS for the long term.

The provision of potable water through the services branches should be discouraged due to the high cost and unnecessary use of high quality treated water for horticultural purposes. Wherever possible, alternative sources of water supply, storage and application to all horticultural facilities under Parks jurisdiction, must be investigated with the assistance of the Water Demand Management section. Where irrigation lines are installed these should be noted on plan and included in the services branches information for future servicing.

City Parks will comply with all water regulations and existing Council approved documents should be referred to in terms of management strategies and programmes for irrigation or other watering application methods.

This Water Usage Policy is closely linked to other Policies including

- Planting,
- Maintenance implications and
- Services and utilities

and an integrated approach will be taken to ensure that sustainable development of POS and Council owned land is ensured for the future.

## 22. PLANTING

### ***POLICY STATEMENT***

*The core function of City Parks is to 'Green the City' and it therefore aims to promote appropriate functional and aesthetically pleasing planting in accordance with available budgets and environmental guidelines.*

### MOTIVATION

City Parks is responsible for the development of POS, cemeteries and other related amenities in the City including the provision of sustainable planting material which includes the use of 'Waterwise' and indigenous plants. However, development also includes for the provision of urban and cultural landscapes where planting with a particular theme may be necessary and City Parks therefore intends to promote the use of appropriate plant species (endemic, indigenous and exotic).

City Parks recognises that there are numerous different micro-climates within the City boundaries (coastal plains, mountain slopes, river valleys, 'concrete jungles', etc.) as well as facilities used for educational purposes and research such as Botanical Gardens, collections of plants and Arboreta (e.g. Arderne Gardens). It therefore needs to encourage a wide range of plants and create interesting, protected and aesthetically pleasing environments in accordance with the principles outlined in the 'Greening the City' report. It may be necessary to apply for exemptions from the CARA Regulations where certain banned tree species are deemed appropriate planting material for urban landscapes such as the Cape Flats township areas and to ensure urban upgrading and development of places suitable for people to live and work in.

City Parks is also responsible for Nature Conservation and in these areas it will promote only indigenous and mainly endemic plant species to increase bio-diversity and conserve the rare and endangered habitats within the City boundaries. It will support and promote environmental and planting legislation in terms of preventing the spread of alien invasive plants as listed in CARA regulations under categories 1, 2 and 3.

All new plant material needs to be supplied with appropriate protection and watering regimes for adequate establishment to be achieved and this includes providing tree cages and irrigation to all tree planting programmes. In terms of tree planting (choice of species, criteria for use, etc.) and the care and maintenance of trees, the Council's existing Tree Policy should be referred to.

Planted areas need to be developed in such a way that the safety of the Public can be ensured and services in terms of security, sight lines, traffic regulations, etc. are catered for.

City Parks promotes horticultural techniques which encourage the use of 'Waterwise' and organic planting methods where appropriate and this Planting Policy is closely linked to other Policies including

- Water usage,
- Maintenance implications and
- Services and utilities

and an integrated approach will be taken to ensure that sustainable development of POS and Council owned land is ensured for the future. For planting on sidewalks, the development guidelines prepared by TR&S should be referred to - 'Designing and approving hard and soft landscaping in urban road reserves'.

It is imperative that funding be made available for long term maintenance and management of planted areas and parklands and if this funding is not available, new development should not commence until an alternative support mechanism, such as private funding, sponsorship or community involvement, has been secured.

City Parks supports the protection of all plants in the City including historically significant trees or groups of plants and especially those with 'cultural' or conservation value.

## ANNEXURE 1

### PROCESS FOR THE DEVELOPMENT AND APPROVAL OF A PARKS DEVELOPMENT POLICY

As discussed with Cllr Mlanjeni on 18 June 2003

2003-06-25

1. Investigation into suitable consultants or project coordinators.
2. Preliminary discussions with potential consultant regarding the scope of work and letter of appointment.
3. Director to discuss process with Cllr Mlanjeni to get preliminary approval.
4. Meeting with Directorate Team to discuss the scope of work and to prioritise tasks.
5. Source budget from City Manager's Consultants budget.
6. Revise scope of work, programme and letter of appointment.
7. Appoint consultant.
8. Several team meetings with consultant working towards draft policy statements for various priority items.
9. Submission of draft policy to Team.
10. Submission of draft policy to Director.
11. Submission of draft policy to the Mayoral Committee member.
12. Presentation and workshopping of draft policy to Portfolio Committee members and to representatives from other interested and affected internal bodies.
13. Receive comments from above and incorporate in draft document.
14. Refer draft document to Mayoral Committee Member for consideration.
15. Mayoral Committee Member to refer to Portfolio Committee for recommendations.
16. Subcouncils and possibly ward committees if the committees have been established and their roles clarified at the time.
17. Refer to Mayoral Committee Member for recommendation.
18. Refer to Mayoral Committee for recommendation.
18. Refer to Council for approval.
19. Implement policy.

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