



NELSON MANDELA BAY TALL BUILDING POLICY

Draft Policy for Public
Participation
Working Draft 5c

August 2015

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DOCUMENT HISTORY:

[illegible]

EXECUTIVE SUMMARY

TALL BUILDING POLICY FOR THE NELSON MANDELA BAY METROPOLITAN MUNICIPALITY

This serves as an executive summary of the document that represents the Tall Buildings Policy for the Nelson Mandela Bay Municipality (NMBM), herein after referred to as the Metro, is applicable to its area of jurisdiction, and is prepared as an integral part of the Municipality's land use management package.

BACKGROUND

Port Elizabeth, like cities all over the world, in the latter part of the 1900's became a city characterized by sprawl, low urban density and rigid spatial separation. For a time the city seemed to have lost the urban tradition of clustering taller buildings in centres and nodes so as to take communal advantage of cultural and physical infrastructure. But, the trend toward increased density is beginning to return. All over the world inner city areas are experiencing revival. Port Elizabeth is not immune to this global trend and the NMBM has in recent years been presented with a growing number of applications for buildings that are taller in form. The Metro has the added driver of tallness being the fact that it is a coastal city. The Port Elizabeth beachfront is an exceptional urban space. There is a lot of competition to locate as close to the water's edge as possible and hence the pressure for taller buildings along Beach Road. This trend is set to continue as the amount of coastal urban land is already limited in quantity and further restricted by environmental legislation.

The Metro recognises that increased tallness is aligned with many of its strategic imperatives to increase urban densities, leverage existing infrastructure and reduce the creep of the suburbs into valuable farmland and sensitive coastal areas. It is within this context that the development of this policy, to the benefit of the urban environment, the local community and those that grow the economy, have been developed.

OBJECTIVES OF THE TALL BUILDING POLICY

The Metro has received a notable increase in applications to develop beyond the development envelope as per the relevant Zoning Scheme Regulations' Development Parameters. These specifically relate to high value land precincts along the beachfront, Newton Park, Greenacres, William Moffett and other areas. The City has embraced the notion of increased densities and functionality through various policy mechanisms, of which the Sustainable Community Unit (SCU) Planning Guide is a key informant.

The key objectives of the Tall Buildings Policy are therefore to:

- To clearly define what a tall building is, for the purposes of this policy and in the context of the City.
- Providing a consistent approach to dealing with tallness and areas where tall buildings should be supported.

- Creating greater awareness of the issues surrounding the design and location of tall buildings.
- Support the principles of higher density, increased investment and sustainability of services and facilities.
- To ensure a clear and well-functioning mechanism to adjudicate applications and development proposals, prior to implementation.
- Support investment and strengthening of the Metro's economic base.
- Ensure a well-designed urban structure and urban landscape.
- Protect the city's heritage, amenities, precinct character and urban form.
- Provide consistent guidelines for applicants and developers interested in developing tall buildings within the City.

CONTENT OF DRAFT POLICY

The current draft policy consists of 6 Chapters, dealing with the following;

Background (Chapter 1)

Chapter 1 deals with defining the background in terms of problem statements, explaining the brief and clarifying the objectives, status and components of this policy.

Informants (Chapter 2)

Chapter 2 deals with the informants that relate to this Policy on Tallness. Understanding the Status Quo in terms of dealing with current legal development right, as well understanding the broader planning framework and how such strategic planning directives, such as the Spatial Development Framework (and Local Spatial Development Frameworks) can identify the spatial potential where such tallness can be achieved. It also recognizes the principles of Sustainable Community Planning and how it relates to this policy.

Conceptual Framework (Chapter 3)

This Chapter deals with the conceptual framework in terms of development issues and objectives as well as defining what is considered a tall building.

Policy Statements (Chapter 4)

The policy statements as it relates to tall building development in the NMBM is defined in this chapter by six policy statements represent the foundation and starting point for application evaluation and assessment.

Design Guidelines (Chapter 5)

Chapter 5 deals with the technical design requirements for developments where tallness is defined in terms of this policy. This Chapter adopts twenty one best practices guidelines, which deals directly or indirectly with tallness and how to maximise development potential, while at the same time looking at minimising potential negative impacts. Although some of the guidelines deal with design, some of them also speak to the sustainability and serviceability that will allow for such tallness within the context of the existing built environment.

Application Procedure and Assessment Criteria (Chapter 6)

This last chapter of the policy relates to implementation procedures and includes an assessment criterion that underwrites aforementioned design guidelines. Provision is made for developers or architects to “test” their design proposals by way of a pre-consultation with the relevant Municipal officials in order to determine the scale and scope of compliance with this policy. Such approach will not only ensure a more streamlined and cost effective understanding of a project, but it will also assist and support other planning process that may be required.

USHWANKATHELO LWESIGQEBA

UMGAQO WEZAKHIWO EZIDE KAMASIPALA OMBAXA WENELSON MANDELA BAY

Le ngxelo isebenza njengesishwankathelo seQumrhu lolawulo sencwadana emele umgaqo wezakhiwo ezide seNMBM, apha ke kuko konke ukuthi xa sibhekisa kuyo, yiMetro, oko ke kuxelwa kuwo wonke lo mmandla wolawulo yaye iphathwa njengendawo enguMasipala omnye olawulwa ndawonye.

INTSUSA

IBhayi, njengazo zonke izixeko kwilizwe lonke phaya ekucuphekeni (ekuzeni kuphela) koo1900 yaba sisixeko esijongwa njengendawo ethe xazalala nabantu behleli ngokuthe saa kukho imida engqongqo yokubahlula. Ekuhambeni kwexesha esi sixeko sabonakala sibulahla ubume baso bemveli bokucukanisa izakhiwo izakhiwo ezide ndawonye nemida ukujongana nabahlali baloo mida ngokwenkcubeko nobume babo. Kodwa lo mrhiba utsalela ekuxinaneni uqalile ukubuya kwilizwe lonke iindawo ezingaphakathi esixekweni zifumana uvuselelo. IBhayi nalo aliphoswanga ngulo mrhiba wezwe lonke yaye iNMBM kule minyaka yamva nje ibonakalise ukukhula kwamanani enza izicelo zezakhiwo ezide ngobume. IMetro inomnqweno owongezelelekileyo wobu bude ngakumbi njengokuba iselunxwemeni nje. Ichweba laseBhayi yeyona ndawo ibonakalisa ubume besixeko. Kukho ukhuphiswano olukhulu lokusondela kangangoko emanzini ze ke ngolo hlobo lwanda uxinzelelo lwezakhiwo eziphakamileyo ezigudle unxweme. Lo mrhiba ukwisimo sokuqhubela phambili ngakumbi njengokuba umhlaba wokwakha apha ngaselunxwemeni usiya uncipha nemiqathango yolawulo lwendalo isiya iqina.

IMetro iiqaphele ukuba ukwanda kwezi zakhiwo zide kuhambisana neendlela ezininzi ezibalulekileyo ukwandisa ingxinano ezixekweni, ukuqinisa ezo zakhiwo besele zikhona, zinciphise ukunyeniyela kwezakhiwo zamakhaya kumhlaba olungele ezolimo nakumanxweme athethisayo. Kungenxa yoku ke ukuze kuqulunqwe lo mgaqo, ukukhusela indalo ezixekweni, abantu ekuhlaleni, nabaququzeleli boqoqosho.

IINJONGO ZALO MGAQO WEZAKHIWO EZIDE

IMetro le ifumene ukwanda okubonakalayo kwezicelo zokwakha ezidlulileyo kumhlaba osikiweyo ngokomthetho wosiko lwemihlaba yokwakha. Le miqathango isingisele ngakumbi kwimihlaba enxabiso eliphezulu ekhethelwe bucala, njengalowo ukufuphi nonxweme, eNewton Park, Greenacres, William Moffett nezinye ke iindawo. Isixeko esi siyamkele ingcinga yokwandisa ingxinano nokusebenza kwayo ngokwemiqathango eyahlukileyo ngokwemiqago yokuyisungula ngobuchule nendlela eyiyo yokusetyenziswa komhlaba.

Ezona njongo ziphambili zomgaqo wezakhiwo ezide ngoko zezi:

- Ukuchaza ngokucacileyo ukuba yintoni na isakhiwo eside, ngokwenjongo yalo mgaqo nangokomxholo wesixeko.
- Ukunikezela ngosungulo olufanayo xa usebenza ngobude neendawo apho izakhiwo ezinobude zinokukhuthazwa.
- Ukudala ukulandeleka okukhulu kweemeko ezingqonge ukuziceba nendawo yokuzakha izakhiwo ezide.
- Ukuxhasa imigaqo yengxinano emandla, wandise ukutyala imali, nokuzinonelela ngeemfuno zokuzigcina zisemgangathweni.
- Ukuqinisekisa inkqubo ecacileyo yokuqwalasela izicelo neziphakamiso zendlela yokwakha phambi kokuba isetyenziswe.
- Ukuxhasa utyalomali nokomeleza iziseko zoqoqosho zeMetro.
- Ukuqinisekisa ubume obucetywe kakuhle bezakhiwo nokuma komhlaba.
- Ukukhusela ilifa lesixeko, ezo ndawo ziyolisayo, nezo zineempawu zokukhethelwa bucala nobume besixeko.
- Ukunikezela ngezikhokhelo zezicelo nabakhi abanomdla wokwakha izakhiwo ezide esixekweni.

ISIQULATHO SOMCEBO WOKUQALA WOMGAQO

Lo mcebo wokuqala ukhoyo ngoku womgaqo unezahluko ezi-6 zijongene noku kulandelayo:

Intsusa (Isahluko 1)

Isahluko sokuqala singenkcazo ngemvelaphi nokujoliswe kwinkcazo ngeengxaki, ezicacisa ngokufutshane zichaza neenjongo, imo neziqulatho zalo mgaqo.

Abanikingxelo (Isahluko 2)

Isahluko sesibini sichaza ngabanikingxelo ebhekiselele kulo Mgaqo woBude. Ukulandela kakuhle imeko ekhoyo ngokubhekiselele ekuqubisanani nenkqubela esemthethweni yangoku, nokulandela kakuhle ubume nokucetywa ngokubanzi, nokuba iindlela zokuceba nokukhokhela, njengobume bomhlaba wokwakha (nobunye ubume bemihlaba eyakhiwayo kwakufuphi) kungenza uqaphele onokwenzeka kumhlaba lowo apho obu bude bunokwakhiwa

ngempumelelo. Ikwaqaphela imiqathango yokunonelela ucwangciso loluntu nokuba idibana njani nalo mgaqo.

Ubume obulandelekayo (Isahluko 3)

Esi sahluko siqubisana nobume obulandelekayo okanye obuqondakalayo ngokweemeko zokwakha neenjongo kwanokuchaza ukuba kuthethwa ngantoni xa kuthethwa ngesakhiwo eside.

lingxelo zomgaqo (Isahluko 4)

lingxelo zomgaqo ngokwayamene nokwakhiwa nesakhiwo eside kwiNMBM zichaziwe kwesi sahluko ziingxelo zomgaqo ezintandathu zimele isiseko nendawo ekuqalwa kuyo xa kuqwalaselwa isicelo nokusivavanya.

Isikhokhelo sokucebisa (Isahluko 5)

Isahluko sesihlanu siqubisana nezicebo zobuchwepheshe ezifunekayo kwizakhiwo apho ubude bezakhiwo buchazwayo ngokutsho komgaqo lo. Esi sahluko sisebenzisa ama-21 ezona zikhokhelo zingundoqo ezigagana ngqo okanye ngandlela yimbi nobude nendlela yokwandisa iindlela ezikhoyo zokwakha, xa kwangaxeshanye ijonge ukunciphisa ezo mpembelelo zinokuba kho zingalunganga. Nangona ezinye izikhokhelo zijongana nocebo, ezinye zazo zikwathetha ngononelelo nokuhoyeka eziya kuvumelana nobo bude kule meko kuthethwa ngayo yolwakhiwo olukhoyo.

Inkqubo yokwenza isicelo novavanyo (Isahluko 6)

Esi sahluko sokugqibela salo mgaqo sinxulumene nendlela yokuqhubela phambili kuquka nendlela yokuvavanya engqinelana nezikhokhelo zokucebisa selezixeliwe. Amalungiselelo ayenziwa enzelwa abakhi nabayili bezakhiwo okuvavanya iziphakamiso zoyilo zabo ngendlela yokudibana namagosa akwaMasipala achaphazelekayo ukuze iqiniseke ngobungakanani bokuhambisana nomgaqo. Ukuyisungula ngolo hlobo akuyi kuqinisekisa nje indlela echanekileyo nokuqonda kakuhle impembelelo yeendleko zomsebenzi lo, koko iya kunceda ixhase nezinye iindlela zokucebisa ezinokufuneka.

UITVOERENDE OPSOMMING

NELSON MANDELABAAI METROPOLITAANSE MUNISIPALITEIT BELEID INSAKE HOË GEBOUE

Hierdie is 'n uitvoerende opsomming van die dokument wat die Beleid insake Hoë Geboue uitmaak vir die Nelson Mandelabaaie Munisipaliteit (NMBM), wat hierna die Metro genoem sal word, en is van toepassing op sy jurisdiksiegebied en word opgestel as 'n integrale deel van die Munisipaliteit se grondgebruikbestuurspakket.

AGTERGROND

Port Elizabeth, net soos stede regoor die wêreld, het in die laaste helfte van die 1900's 'n stad geword wat deur wydstrekkende/uitgerekttheid, lae stedelike digtheid en rigiede ruimtelike

verdeling gekenmerk is. Vir 'n ruk het dit gelyk of die stad die stedelike tradisie van die saamkoek van hoë geboue in sentrums en nodes laat vaar het om gemeenskaplike voordeel uit kulturele en fisieke infrastruktuur te trek. Maar die tendens tot verhoogde digtheid is besig om terug te keer. Regoor die wêreld beleef stadskerns herlewing. Port Elizabeth is nie immuun teen dié globale tendens nie en die

NMBM het die afgelope paar jaar te staan gekom voor 'n groeiende aantal aansoeke om hoë geboue. 'n Bykomende dryfveer vir hoë geboue in die Metro is die feit dat dit 'n kusstad is. Die Port Elizabethse strandfront is 'n uitsonderlike stedelike ruimte. Daar 'n baie kompetisie om so na aan die waterfront/waterrand as moontlik geleë te wees, met die gevolglike druk om hoë geboue langs Strandweg op te rig. Dié neiging sal waarskynlik voortduur, aangesien die hoeveelheid stedelike kusgrond reeds skaars is en verder deur omgewingswetgewing beperk word.

Die Metro erken dat meer hoë geboue in lyn met baie van sy strategiese noodsaaklikhede is om stedelike digtheid te verhoog, bestaande infrastruktuur te hefboom en die besetting deur voorstede van waardevolle plaasgrond en sensitiewe kusgebiede te beperk. Dié Beleid is binne dié verband opgestel tot voordeel van die stedelike omgewing, die plaaslike gemeenskap en diegene wat die ekonomie laat groei.

DOELWITTE VAN DIE BELEID INSAKE HOë GEBOUE

Die Metro ervaar 'n merkbare toename in aansoeke om buite die ontwikkelingsgrense ingevolge die tersaaklike Soneringskema-regulasies se ontwikkelingsparameters te ontwikkel. Dit het spesifiek betrekking op buurte met 'n hoë grondwaarde langs die strandfront, Newtonpark, Greenacres, William Moffett en ander gebiede. Die stad het die opvatting van verhoogde digtheid en funksionaliteit deur verskillende lae van strategiese beleidsmeganismes en grondgebruikbestuurstelsels aangeneem.

Die sleuteldoelwitte van die Beleid insake Hoë Geboue is dus om:

- Vir die doeleindes van dié Beleid en in stadsverband, duidelik te omskryf wat 'n hoë gebou is.
- 'n Konsekwente benadering tot die hantering van hoë geboue en gebiede waar hoë geboue ondersteun moet word, te verskaf.
- Groter bewustheid rakende kwessies rondom die ontwerp en ligging van hoë geboue te skep.
- Die beginsels van hoër digtheid, verhoogde belegging en volhoubaarheid van dienste en fasiliteite te ondersteun.
- 'n Duidelike en goed funksionerende meganisme te verseker om voor implementering aansoeke en ontwikkelingsvoorstelle te evalueer.
- Die belegging en die versterking van die Metro se ekonomiese basis te ondersteun.
- 'n Goed ontwerpte stedelike struktuur en stedelike landskap te verseker.

- Die stad se erfenis, aantreklikhede, buurtkarakter en stedelike vorm te beskerm.
- Konsekwente riglyne te verskaf vir aansoekers en ontwikkelaars wat daarin belangstel om hoë geboue in die stad te ontwikkel.

INHOUD VAN KONSEPBELEID

Die huidige konsepbeleid bevat ses hoofstukke wat die volgende uiteensit:

Agtergrond (Hoofstuk 1)

Hoofstuk 1 omskryf die agtergrond in die vorm van probleemstellings, verduidelik die opdrag en sit die doelwitte, status en komponente van dié Beleid uiteen.

Boustene (Hoofstuk 2)

Hoofstuk 2 behandel die boustene van dié Beleid insake Hoë Geboue. 'n Begrip van die status quo rakende die hantering van huidige wetlike ontwikkelingsregte, asook 'n begrip van die breër beplanningsraamwerk en hoe sodanige strategiese beplanningsopdragte, soos die Ruimtelike Ontwikkelingsraamwerk (en Plaaslike Ruimtelike Ontwikkelingsraamwerke) die ruimtelike potensiaal waar sodanige hoë geboue opgerig kan word, identifiseer. Dit verleen ook erkenning aan die beginsels van Volhoubare Gemeenskapsbeplanning en hoe dit met dié Beleid verband hou.

Konseptuele Raamwerk (Hoofstuk 3)

Dié Hoofstuk sit die konseptuele raamwerk rakende ontwikkelingskwessies en die -doelwitte uiteen en omskryf wat as 'n hoë gebou beskou word.

Beleidsverklarings (Hoofstuk 4)

Die beleidsverklarings soos dit op die ontwikkeling van hoë geboue in die NMBM betrekking het, word in dié Hoofstuk omskryf deur ses beleidsverklarings wat die fondasie en beginpunt vir die evaluering en beoordeling van aansoeke verteenwoordig.

Ontwerpriglyne (Hoofstuk 5)

Hoofstuk 5 gaan oor die tegniese ontwerpvereistes vir ontwikkelings waar hoë geboue ingevolge dié Beleid omskryf word. Dié Hoofstuk sit twintig besteparkryk-riglyne uiteen wat regstreeks en onregstreeks met hoë geboue te make het en hoe om ontwikkelingspotensiaal te maksimaliseer, terwyl daar terselfdertyd gekyk word na die minimalisering van die potensiële negatiewe impakte. Hoewel sommige van die riglyne met ontwerp te doen het, spreek sommige van hulle ook die volhoubaarheid en diensbaarheid aan wat sodanige hoë geboue binne die verband van die bestaande beboude omgewing sal toelaat.

Aansoekprosedure en evalueringsmaatstawwe (Hoofstuk 6)

Die laaste hoofstuk van dié Beleid handel oor die implementeringsprosedures en sluit in 'n evalueringsmaatstaf wat bogemelde ontwerpriglyne onderskryf. Voorsiening word gemaak vir

ontwikkelaars of argitekthe om hul ontwerpvoorstelle te "toets" deur middel van vooraf konsultasie met die betrokke munisipale beamptes ten einde vas te stel wat die skaal en bestek van voldoening aan dié Beleid is. Sodanige benadering sal nie alleen 'n meer stroombelynde en kostedoeltreffende begrip van 'n projek verseker nie, maar sal ook ander beplanningsprosesse wat vereis mag word, help en ondersteun.

Tall Buildings Policy



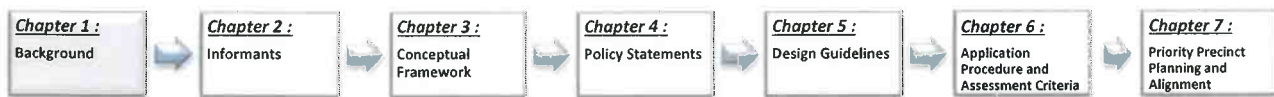
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August 2015

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CHAPTER 1 : BACKGROUND

This document represents the Tall Buildings Policy for the Nelson Mandela Bay Municipality (NMBM), herein after referred to as the Metro and is applicable to its area of jurisdiction and is prepared as an integral part of the Municipality's land use management package.

Port Elizabeth, like cities all over the world, in the latter part of the 1900's became a city characterized by sprawl, low urban density and rigid spatial separation. For a time the city seemed to have lost the urban tradition of clustering taller buildings in centres and nodes so as to take communal advantage of cultural and physical infrastructure. But, the trend toward increased density is beginning to return. All over the world inner city areas are experiencing revival. Port Elizabeth is not immune to this global trend and the NMBM has in recent years been presented with a growing number of applications for buildings that are taller in form. The Metro has the added driver of tallness being the fact that it is a coastal city. The Port Elizabeth beachfront is an exceptional urban space. There is a lot of competition to locate as close to the water's edge as possible and hence the pressure for taller buildings along Beach Road. This trend is set to continue as the amount of coastal urban land is already limited in quantity and further restricted by environmental legislation.

The Metro recognises that increased tallness is aligned with many of its strategic imperatives to increase urban densities, leverage existing infrastructure and reduce the creep of the suburbs into valuable farmland and sensitive coastal areas. It is within this context that the development of this policy, to the benefit of the urban environment, the local community and those that grow the economy, have been developed.

1.0 Problem Statement

- Property developers regularly approach the Metro requesting relaxations and departures from land use controls that would allow the increase of the site's development potential. In some of these cases, the property developer motivates a building significantly taller than its neighbours.
- Permitting ad-hoc tallness without a consistent and transparent approach to development can have a negative impact on the development's context within the built environment.

- While increased tallness has some physical impact on its surroundings, tallness is also an emotive issue. The height of a building is immediately visible and not perhaps as concealed or complex as other land use issues such as parking, density, coverage or open space.
- The result of economic growth and population increase within the NMBM is acknowledged and these trends require increased densities and ultimately taller and more compact buildings.
- The policy and directives for urban land development have significantly changed since the inception of the Development Facilitation Act principles, with emphasis on more compact urban structures, reducing urban sprawl and integrated land development.
- Changing national policy, limited land resources and increased demand for higher intensity land uses have resulted in increased pressure to provide higher bulk and volume and specific growth nodes within the city.
- Existing land use management guidelines (Zoning Scheme Regulations) are generally considered to be outdated and in some cases do not accommodate higher intensity uses and tall buildings.
- The Metro has adopted a developmental approach to land use management and identified various areas for higher intensity land uses through its Local Spatial Development Framework (LSDF) initiatives. This includes areas where tallness is expected.
- The City requires a vision to indicate areas where tall buildings should be permitted and can achieve the strategic vision and goals for future development.

2.0 Brief

The brief for formulation of the Tall Buildings Policy was set out to implement:

- *“A uniform policy is to be developed that sets out the Metro’s position regarding the building height within its area of jurisdiction, and to clarify what an ideal height restriction will be within the context of the affected area.*
- *This policy is to be developed in such a way as to integrate seamlessly into other Land Use Planning and control mechanisms that have been put in place or are currently being developed.*
- *This policy must recognise that “Tallness” is a relative concept and must be reviewed within the context of where the development finds itself.*
- *While the policy is to address the entire Metropolitan area, certain areas are prioritised as focus areas.*
- *The policy should present mechanisms to promote taller buildings where this is beneficial to the city and to realise the development goals of the City.*
- *The policy is to give the Metro the ability to assess the proposal for the development of a proposed tall building, including but not limited to aspects relating to shadow, views, wind channelling and reflection.*

- *The policy should allow developers, architects and planners, tools and processes for designing and motivating for tallness.*

3.0 Objectives of the Tall Buildings Policy

As indicated, the Metro has received a notable increase in applications to develop beyond the development envelope as per the relevant Zoning Scheme Regulations' Development Parameters. These specifically relate to high value land precincts along the beachfront, Newton Park, Greenacres, William Moffett and other areas. The City has embraced the notion of increased densities and functionality through various policy mechanisms, of which the Sustainable Community Unit (SCU) Planning Guide is a key informant.

The key objectives of the Tall Buildings Policy are therefore to :

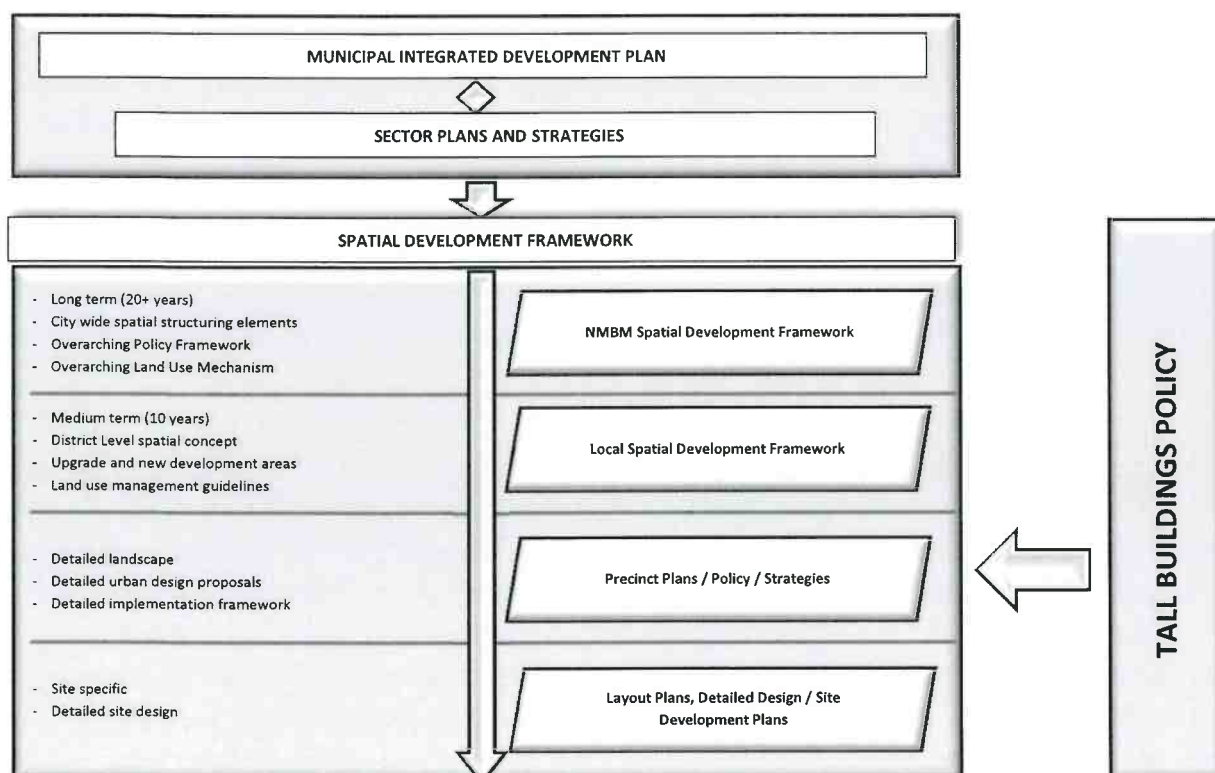
- To clearly define what a tall building is, for the purposes of this policy and in the context of the City.
- Providing a consistent approach to dealing with tallness and areas where tall buildings should be supported.
- Creating greater awareness of the issues surrounding the design and location of tall buildings.
- Support the principles of higher density, increased investment and sustainability of services and facilities.
- To ensure a clear and well-functioning mechanism to adjudicate applications and development proposals, prior to implementation.
- Support investment and strengthening of the Metro's economic base.
- Ensure a well-designed urban structure and urban landscape.
- Protect the city's heritage, amenities, precinct character and urban form.
- Provide consistent guidelines for applicants and developers interested in developing tall buildings within the City.

4.0 Policy Status

- A policy can be defined as a plan or course of action, intended to influence and determine decisions, actions and other incidental matters. The Tall Buildings Policy will therefore aim to assist with decision making and application assessment and provide guidance on tall building design, location and best practice.
- The Tall Buildings Policy is applicable to all development proposals defined as tall buildings and is applicable to the area of jurisdiction of the Metro.
- Implementation of the Tall Buildings Policy Design Guidelines and Procedures should support the City's Vision and Integrated Development Plan strategies.

- The following further define the status of the policy :
 - Prior to any decision on land development and/or land development rights, where tall buildings as defined are involved, Council should consult the Policy and be guided by the policy proposals.
 - Decisions relating to tall buildings should support the objectives and principles of the Tall Buildings Policy.
 - Decisions contrary or in conflict to the Tall Buildings Policy should be strongly motivated and adequate basis for such decisions should be recorded.
 - The Tall Buildings Policy, per se, does not grant or remove land use rights or exempt any development from the procedure as outlined in the Land Use Planning Ordinance or other relevant legislation.
 - The Tall Buildings Policy should inform and guide detailed planning on precinct or site specific level, within the hierarchy of plans as illustrated.
 - The Tall Buildings Policy functions as a parallel and supporting mechanism for specific land use assessments, in support of relevant LSDF's.
 - The LSDF's provide a land use vision for a specific area and outline development parameters.
 - Should a development proposal trigger a tall building development as defined, the Tall Buildings Policy will be implemented in support of the LSDF proposals.

The following diagram illustrates the context of the Tall Buildings Policy within the Metro's hierarchy of plans, specifically relating to land use management. As indicated, the Tall Buildings Policy ensures a uniform and consistent framework for evaluating buildings defined as tall buildings, within the existing land use management package.



Work in Progress

Metro to provide guidance and input on the following issues :

- Custodians of the policy within the Metro / Council, i.e. town planning, building inspectorate, architecture, etc.
- Responsible office where applications are submitted, adjudicated and evaluated.

5.0 Components of the Tall Buildings Policy

The Tall Buildings Policy comprises of the following components :

<i>Report</i>	<i>Components</i>
Chapter 1 : Background	<ul style="list-style-type: none"> • Problem Statement • Brief • Objectives of the Tall Buildings Policy • Components of the Tall Buildings Policy • Policy Status
Chapter 2: Informants	<ul style="list-style-type: none"> • Nelson Mandela Bay Municipality Status Quo • Informants
Chapter 3 : Conceptual Framework	<ul style="list-style-type: none"> • Development Principles and Goals • Defining Tall Buildings
Chapter 4 : Policy Statements	<ul style="list-style-type: none"> • Background and Context • PS 1 : Support the Principles of Tall Building Developments • PS 2 : Improve Urban Quality and Support Design Guidelines • PS 3 : Support Planning Strategy and Policy (LSDF, Precinct Plans) • PS 4 : Infrastructure (Services and Social) Availability • PS 5 : Accessibility (Public Transport, Employment, Recreation) • PS 6 : Enhance Urban Form in Support of Built and Natural Environment • PS 7 : Consultation and Alignment
Chapter 5 : Design Guidelines	<ul style="list-style-type: none"> • Background and Context • Design Impact (NMBM and/or Precinct) • Design Impact (Site) • Design Impact (Building)
Chapter 6 : Application Procedure and Assessment Criteria	<ul style="list-style-type: none"> • Application Procedure • Application Requirements (Checklist) • Evaluation Criteria • Implementation and Monitoring
Chapter 7 : Priority Precinct Planning and Alignment	<ul style="list-style-type: none"> • Work in Progress

A key component and objective of the Tall Buildings Policy is to introduce a mechanism for developers to apply design and to construct tall buildings. This unique application process implements a mechanism for developers, land owners and the Metro to assess tall building applications on predetermined criteria, guidelines and within the parameters of the Tall Buildings Policy Statements. This will ensure that tall building applications and development proposals receive dedicated technical assessment.

The Tall Buildings Policy for the NMBM comprises of 4 pillars that will function in alignment to ensure management and promotion of tallness within the NMBM. The 4 components are :

- **Pillar 1 :** Defining Tall Buildings
- **Pillar 2 :** Policy Statements
- **Pillar 3 :** Design Guidelines
- **Pillar 4 :** Application Procedure and Assessment Criteria

❖ **Defining Tall Buildings (Chapter 3)**

Development proposals within the City should be assessed against the definition of a tall building as per this policy and understanding when it is considered tall in terms of its spatial context. Developments include all land uses within the area of jurisdiction of the Metro. Once a building is defined as a “*tall building*”, the Policy, Design Guidelines, application procedure and assessment criteria will apply.

❖ **Policy Statements (Chapter 4)**

The Policy Statements outline the Metro’s vision and requirements for permitting tall buildings and associated development. Policy Statements should not be seen in isolation and function with the Design Guidelines. The statements further provide a broad background and implementation environment on a city-wide scale and apply generically to the entire Metro.

❖ **Design Guidelines (Chapter 5)**

The Design Guidelines for tall buildings should be read with the Tall Buildings Policy Statements and provide guidelines on how tall buildings should be designed and detail as expected by the Metro. The Design Guidelines further represent an architectural vision and urban design standard for the City. The Design Guidelines for tall buildings relate to :

- Context within the Metro or precinct
- Context within the immediate surroundings
- Context on the site and the building

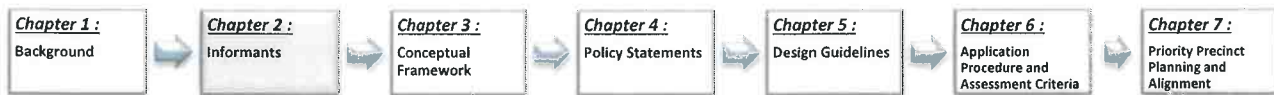
❖ **Application Procedure and Assessment Criteria (Chapter 6)**

As indicated, the key objective of the Tall Buildings Policy for the NMBM is to introduce an evaluation and application mechanism to ensure holistic management of tall buildings within the city’s developmental vision.

The application procedures, requirements and evaluation criteria ensure a common approach throughout the Metro, eliminating confusion and ensuring a fair and well-structured evaluation system, within the existing land use management system of the NMBM, i.e. the Integrated Development Plan, Spatial Development Frameworks and Sustainable Community Unit Methodology.

6.0 Methodology and Process

- The Human Settlements Committee of the NMBM has approved this document for Public Consultation.
- A Steering Committee has been re-established to oversee this process.
- This document will be circulated internally for comment.
- The document will become available on the website for comment by interested and affected parties.
- The Policy will be presented to a public meeting for comment.
- Comments received through this process will be taken into consideration in the finalisation of the policy.
- The steering committee will be consulted, before taking the final document to Council for final approval.



CHAPTER 2: INFORMANTS

1.0 Nelson Mandela Bay Municipality Status Quo

Policy formulation is generally a process that is based on demand for a more comprehensive decision making structure or framework. As outlined in the problem statement and project objectives, the Metro has various challenges with respect to land use management and the existing land use management mechanisms. This specifically relates to, inter alia, increased pressure for larger development bulk on cadastral units within areas of high potential.

Development parameters in the Metro are managed through 14 different Zoning Scheme Regulations applicable in various geographical areas. As a result, land use parameters, including height, are based on a disparate system with various methods of height control applicable in various geographical areas. In some instances, zones or zoning parameters within a specific Zoning Scheme do not restrict height for a specific land use. Height and development envelope are then managed through secondary mechanisms, i.e. FSI, coverage, on-site parking and open space requirements. The aforementioned is generally applicable to the Port Elizabeth Zoning Scheme area.

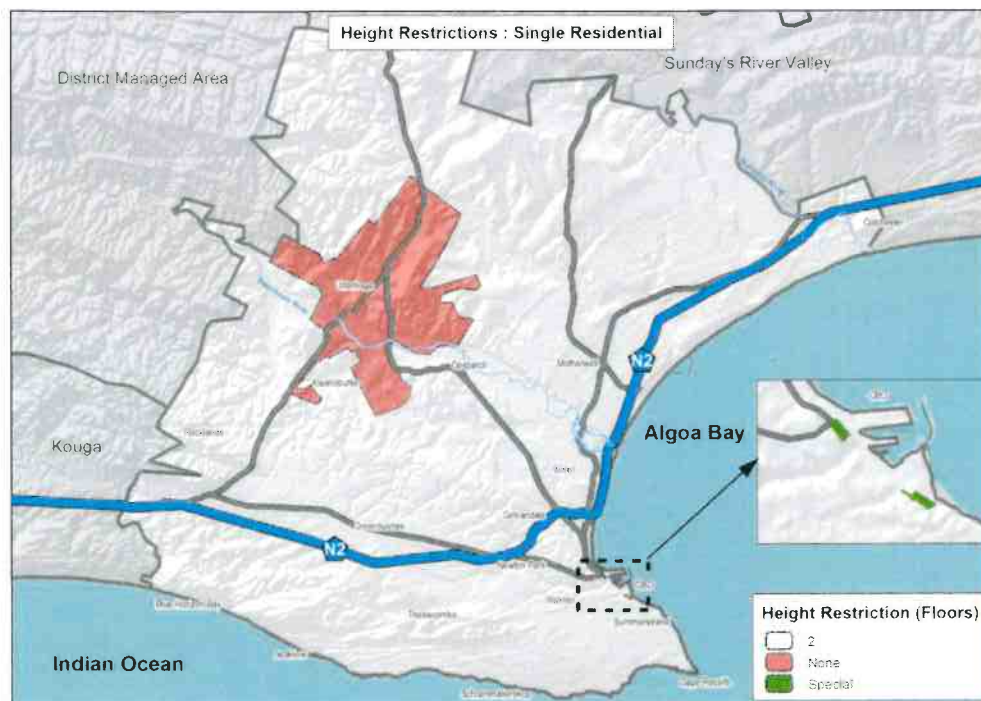
Unlike the existing and proposed new Integrated Zoning Scheme for the Metro, the Tall Buildings Policy does not impose or regulate height restrictions, but rather prescribes an ideal compromise between tallness and its effect on the surrounding built environment. The policy promotes tallness, but in a manner that mitigates impacts and ensures the design and placement of tall buildings within best practice parameters.

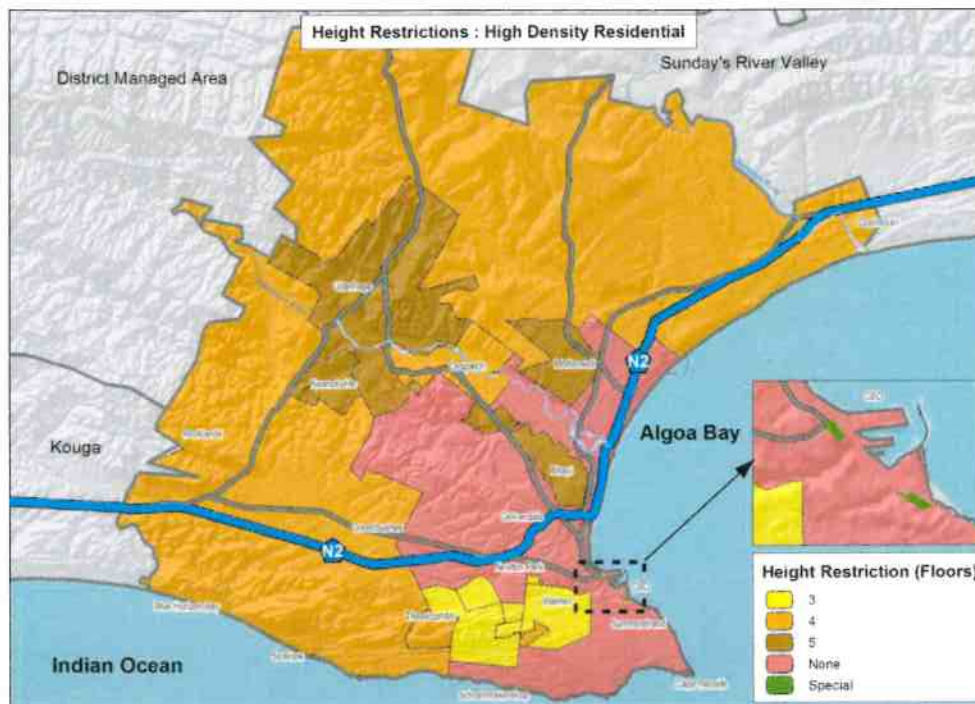
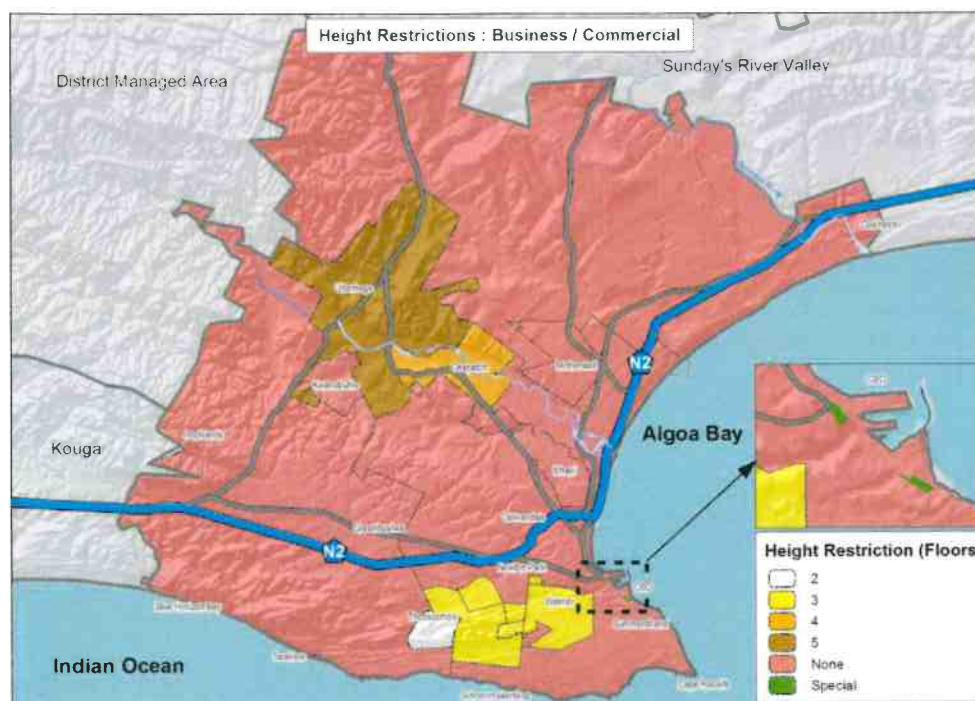
In terms of the existing height restrictions imposed by the various Zoning Schemes within the Metro, the following outlines a brief summary of existing height restrictions.

Scheme Areas	Single / Medium Density Residential	High Density Residential	Business / Commercial
Ibhayi, Khayamnandi, KwaDwesi, KwaMagxaki, KwaNobuhle, Motherwell	2	5	None
Uitenhage	None	Up to 5	Up to 5
Despatch	2	4	4
Area A	1 + 2	4	2
Lovemore Park	2	2	2
Section 8 (Rural)	2	4	None
Port Elizabeth (Mount Pleasant, Lorraine, Charlo, Theescombe, Mangold Park, Walmer)	2	3	3
Port Elizabeth (Donkin, Humewood)	2	Special	Special
Port Elizabeth (Remainder)	2	None	None

The following diagrams indicate general height restrictions imposed by the various Zoning Schemes, with emphasis on :

- Single residential height restrictions
- High density residential height restrictions
- Business / commercial height restrictions





It is further noted that existing height restrictions as per the Metro's various Zoning Schemes are defined based on storeys / floors and not necessarily a height restriction in metres. This creates confusion and various methods of interpretation.

2.0 Informants

The Tall Buildings Policy is guided by the principles for strategic planning, land use management and urban restructuring applicable on a national level. These principles and informants are well-documented in a range of national and provincial policies and legislative directives. Contextualized in the Constitution, key legislative directives include the:

- Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013)
- Development Facilitation Act Chapter 1 Principles, 1995 (Act 67 of 1995)
- National Spatial Development Perspective and Policy Directives
- National Urban Development Strategy and Policy Directives
- National Environmental Management Act
- National Heritage Resources Act
- Land Use Planning Ordinance
- Various Zoning Scheme Regulations
- Nelson Mandela Bay Municipality Spatial Development Framework
- Nelson Mandela Bay Local Spatial Development Frameworks
- Other legislation and guidelines (Civil Aviation, Military Land, Port Navigation)

The informants do not function in isolation and should be read with the basket of local government and development related legislation and policy guidelines.

For the purpose of the Tall Buildings Policy, the guiding principles of the Spatial Planning and Land Use Management Act, Development Facilitation Act, NMBM Integrated Development Plan Vision and, NMBM Spatial Development Framework and NMBM Sustainable Community Unit Methodology are highlighted.

2.1 Spatial Planning and Land Use Management Act

The Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013) was promulgated on 5 August 2013 by proclamation in Government Gazette No. 36730.

In terms of the provisions of Section 6 and Section 7 of the above mentioned Act, the general principles set out in Chapter 2 apply to all organs of state and other authorities responsible for the implementation of legislation regulating the use and development of land, the following Development Principles relate to the Tall Buildings Policy :

- **The principle of spatial justice**
 - *Past spatial and other development imbalances must be redressed through improved access to an use of land*
- **The principle of spatial sustainability**
 - *Promote land development that is within the fiscal, institutional and administrative means if the Republic*
 - *Promote and stimulate the effective and equitable functioning of land markets*

- *Consider all current and future costs to all parties for the provision of infrastructure and social services in land developments*
- *Promote land development in locations that are sustainable and limit urban sprawl*
- **The principle of efficiency**
 - *Land development optimises the use of existing resources and infrastructure*
 - *Development application procedures are efficient and streamlined and timeframes are adhered to by all parties*
- **The principle of spatial resilience**
 - *Flexibility in spatial plans, policies and land use management systems are accommodated to ensure sustainable livelihoods in communities most likely to suffer the impacts of economic and environmental shocks*
- **The principle of good administration**
 - *All spheres of government ensure an integrated approach to land use and land development that is guided by the spatial planning and land use management systems as embodied in this Act*
 - *The requirements of any law relating to land development and land use are met timeously*

2.2 Development Facilitation Act

The Chapter 1 development principles of the DFA, insofar as it relates to the promotion of tall buildings and increased development intensity are :

- *Integration of social, economic, institutional and physical aspects of land development*
- *Integration of rural and urban areas in support of each other*
- *Promotion of the proximity or integration of residential and employment opportunities*
- *Optimise the use of existing resources*
- *Promote mixed use development*
- *Discourage urban sprawl and promote densification*
- *Address the spatial legacy of apartheid*
- *Encourage environmentally sustainable developments*

2.3 NMBM Integrated Development Plan

The Municipal Systems Act established the Integrated Development Plan as the principle tool for Local Government Planning and Management. The Municipal vision and strategic objectives as per the NMBM Integrated Development Plan are :

❖ **Vision**

"To be a globally competitive and preferred Metropole that works together with the people."

❖ **Strategic Objectives**

The strategic objectives of the Metro's IDP, relating to this policy :

- Ensuring access to basic services for all resident communities in Nelson Mandela Bay.

- Developing and sustaining the spatial, natural and built environment.
- Provision of integrated and sustainable human settlements.
- Addressing the challenges of poverty, unemployment and social inequality.
- Fostering a safe, secure and healthy environment for both employees and communities.
- Positioning Nelson Mandela Bay as a destination of choice to both investors and tourists through the development of a prosperous and diverse economy.

2.4 Metropolitan Spatial Development Framework (MSDF)

The MSDF provides policy directives with respect to city wide development, future growth direction, the urban edge and development objectives, guiding LSDF Planning. The MSDF is key to the package of plans and provides the foundation for LSDF Planning.

❖ Focus Areas

⇒ Sustainability and Restructuring of the City

The restructuring focus is based on Sustainable Community Units (SCU's) to address the structural imbalances created by past policies. The basis for sustainable community planning is found in the development principles and have been adopted at National, Provincial and Local Government level, which are supported by legislation and Government policies. These refer to, but not limited to, environmental conservation, local economic development, accessibility through public transport and pedestrian focus, mixed use development, corridor development, densification and the reduction of urban sprawl.

Supporting well-designed taller buildings within the policy parameters supports the principles of sustainability and restructuring of the City.

⇒ Corridors and Accessibility

Restructuring the city also envisages corridor development along major routes with potential for integrated mixed land use development supported by improved public transport services. The Integrated Transport Plan is a key component of the MSDF and its primary goal is to improve accessibility for all inhabitants of the city.

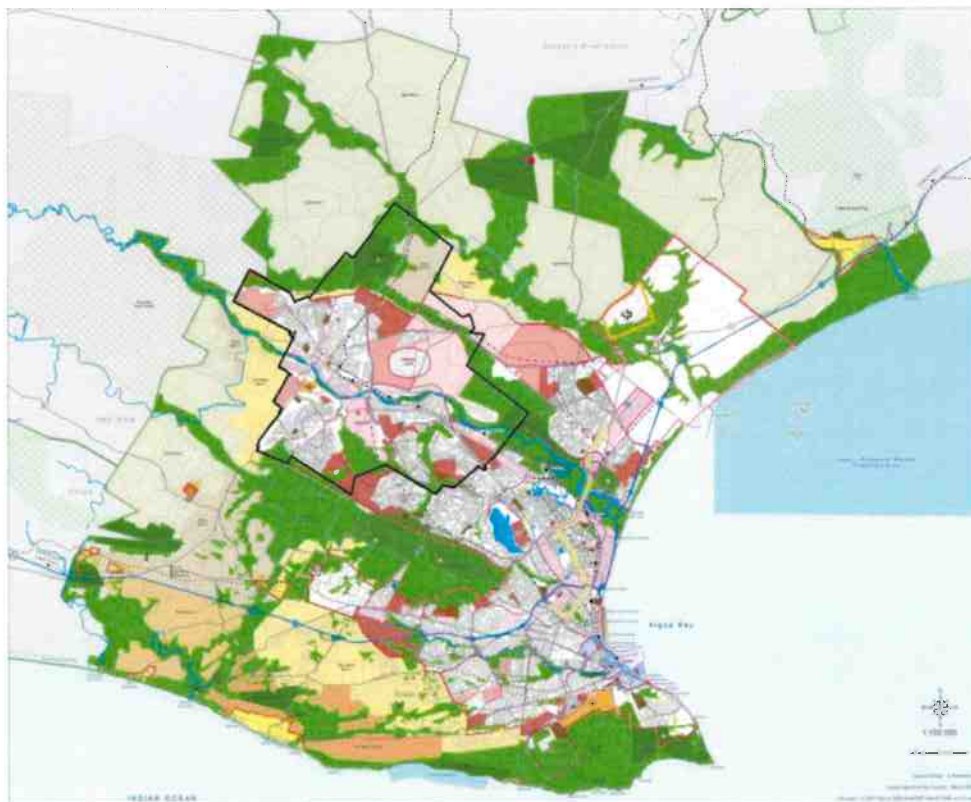
⇒ Economic Development and Growth

Economic development and growth is a crucial component of the MSDF that aims to generate the means to support and enhance urban development. Various interventions may be used to support the focus areas of the MSDF, which is based on considerations such as :

- The importance of linking people to opportunities.
- Directing investment to places where they will have the greatest effect.
- Protecting and enhancing natural and cultural resources for sustainability.
- Integrating the growth of the Metro into the economic fabric of the Eastern Cape Province.
- This policy proposes to streamline and give effect to the potential of tallness in so far as it aligns with the SDF and LSDF's.

In addition and in support of the MSDF focus areas, a number of strategic proposals, amongst others, included in the MSDF:

- Delineation of the urban edge, including rural development proposals outside the urban edge.
- Protection of agricultural land and densification of identified rural areas.
- Activity nodes, including Port Elizabeth CBD, Uitenhage and Coega IDZ.
- Major transportation corridors and roads of Metropolitan significance, including the Khulani corridor.
- Various restructuring zones and strategic development areas.
- Incorporating the NMBM Strategic Environmental Assessment (SEA) and Municipal Environmental Management Framework (EMF).
- Support and alignment with the Integrated Transport Plan, Public Transport Plan and Bus Rapid Transport Plan (BRT).
- Various economic, tourism, infrastructure and targeted development initiatives.



2.5 Sustainable Community Planning Guide

The Sustainable Community (SC) Planning Methodology, formulated and adopted by the NMBM and conceptualised in the MSDF, functions as a key planning guideline and informant with respect to shaping the urban structure and setting a spatial framework, objectives and strategies.

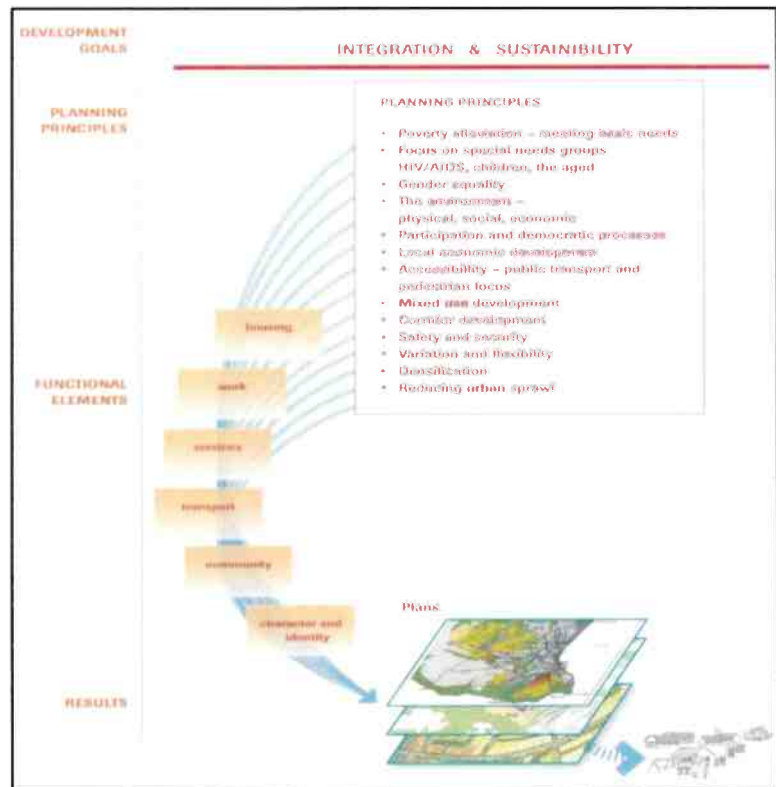
The Sustainable Community Unit (SCU) concept involves defining planning areas in terms of reasonable walking distance, i.e. 2 km or 30 minutes from a central area. Fundamental to the concept is the notion that the majority of local daily needs for any inhabitant should be within a reasonable walking distance of the home. This concept should apply to new / greenfield development and existing upgrading and restructure programmes.

The basis for SC Planning is found in the development goals and planning principles that have been adopted at central Government and Local Municipal Level and which are supported by legislation and Government Policies.

❖ Integration

Integration includes the following dimensions:

- Functional: mixed use areas with good infrastructure and services
- Social: different social and cultural groups
- Economic: a mix of different income groups and economic activities



❖ Sustainability

Sustainability, like integration has a number of dimensions. These relate to the environment (green), social aspects and economic viability and sustainability which are essential considerations when planning and developing urban communities.

❖ Planning Principles

The SCU concept relies on defining the critical planning principles that promote the various aspects of integration and sustainability and applying them in the planning and re-planning of defined Sustainable Community Units.

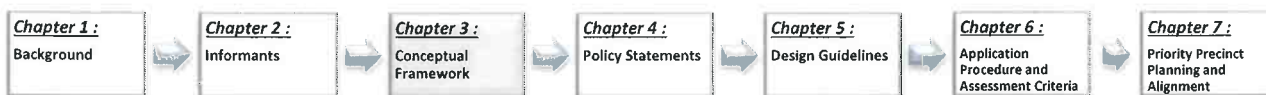
These principles are interrelated, and when applied as a 'package' in planning processes, they will enhance the overall sustainability and integration of towns and cities. The principles are described below.

- Poverty alleviation and the satisfaction of basic needs
- Focus on special needs groups
- Gender equality and equity

- The environment – physical, social and economic
- Participation and democratic processes
- Local economic development
- Accessibility – public transport and pedestrian focus
- Mixed use development
- Corridor development
- Safety and security
- Variation and flexibility
- Densification
- Reducing urban sprawl

2.6 Conclusion

The purpose of documenting various informants is to provide policy context, background and set the basis for policy formulation. The objective of the informants is not to formulate policy per se, but place the Tall Buildings Policy within context. Understanding the status quo, including National and Local guidelines, legislation and policy further enhances policy context and implementation. As part of the policy formulation process, best practice and case studies have been evaluated to further support the conceptual framework, policy statements and design guidelines (following Chapters).



Chapter

3

CHAPTER 3 : CONCEPTUAL FRAMEWORK

The conceptual framework provides the basis and foundation for the Tall Buildings Policy Statements, Design Guidelines and application process and procedure. Based on the status quo, informants and the Metro's Vision for future development, the conceptual framework reflects the key issues, objectives and defining tall buildings.

1.0 Development Issues and Objectives

The conceptual framework is based on a number of key issues and objectives in supporting the key issues. These are based on the informants and status quo analysis (Chapter 2). The table represents broad statements supporting issues relating to sustainability, density and compaction, urban design and restructuring, economic growth and investment, protection and containment. Although these statements do not directly relate to the impact of tall buildings on its immediate surroundings, tall buildings promote these principles not only through visual impact, but through supporting the key issues and its objectives.

Key Issues	Objectives
<i>Sustainability</i>	<ul style="list-style-type: none"> To promote the principles of sustainable communities methodology. Promote and implement urban design components relating to densification, prevention of urban sprawl and the effective use of space. To enable more effective use of existing transportation, road and services infrastructure. To promote the establishment of sustainable communities within mixed use and higher density environments. To support multi-functional space within pre-defined areas.
<i>Density and Compaction</i>	<ul style="list-style-type: none"> To promote higher density and intensity land uses in specific pre-defined areas based on incremental development approach. To support the principles of sustainability. To enable more cost effective land utilisation and service delivery. To manage urban environment, integration and urban profile. To ensure maximum utilisation of existing open space, public transport systems and tourist attractions / facilities. To maximise utilisation and viability of social facilities and non-residential land uses.
<i>Urban Design and Restructuring</i>	<ul style="list-style-type: none"> To actively manage urban spaces, restructuring and urban profile. To manage building design, building impact and footprint. To ensure well designed urban spaces and minimise impact on existing and surrounding areas. To promote green building design and sustainable construction practices.

Key Issues	Objectives
<i>Economic Growth and Investment</i>	<ul style="list-style-type: none"> • To promote economic growth and direct investment in areas of higher opportunity. • To create an enabling environment for investment within a pre-defined policy framework. • Identify areas for strategic intervention and promote urban upgrading.
<i>Protection and Containment</i>	<ul style="list-style-type: none"> • To adequately manage land use change. • To protect environmentally and ecologically sensitive areas. • To prevent impact on areas of historical significance and protect vistas and cityscapes of strategic importance. • To provide policy that clearly guides and directs future development investment.

2.0 Defining Tall Buildings

Tall buildings, for the purposes of the Tall Buildings Policy and relating to the generic city wide Tall Buildings Policy, is defined as:

“Buildings that are significantly higher (50% or more) than buildings in the immediate surroundings (within a 100m radius) of the development site.”

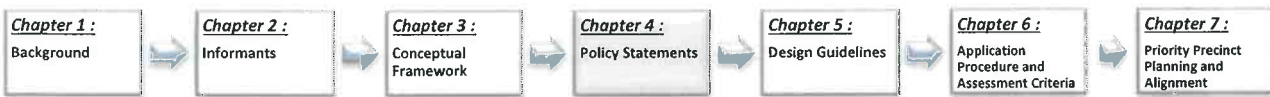
OR

“Buildings, taller than 12m, that significantly impact or have the potential to impact on the skyline, heritage resources and prominent vistas.”

OR

“Buildings taller than 8 storeys.”

The definition of tall buildings is based on the incremental development intensity approach. Therefore, not deviating significantly from the status quo, but at the same time supporting increased densities and height.



CHAPTER 4 : POLICY STATEMENTS

1.0 Background and Context

The Policy Statements relating to tall building development in the NMBM represents and reflects the Metro's vision for implementation of tall buildings as defined. A number of Policy Statements lay the foundation for application evaluation and assessment of proposals to build and develop tall buildings. These include applications for departure in development parameters (height, coverage, building lines, parking, etc.) for all developments defined as tall buildings.

The following Policy Statements provide broad guidelines for planners, decision makers, developers and architects. These should be assessed prior to project inception and should form the basis of a pre-consultative process between various role players. The Policy Statements further provide a uniform and consistent approach in evaluating tall building developments. The Policy Statements support existing land use planning efforts (Spatial Development Frameworks, Precinct Plans and Sustainable Community Planning Methodology) and further introduce design quality and excellence.

2.0 Policy Statement 1 : Support the Principles of Tall Building Development

- The NMBM supports the objectives and principles of tall building development in so far as it promotes the Sustainable Community Planning Methodology and vision for growth and development within a specific precinct or area.
- Tall building developments should support the Design Guidelines and Policy Statements as per the NMBM Tall Buildings Policy.
- Developers, investors, planners and architects are encouraged to support the principles of tall building development as outlined. These developments should positively contribute towards the city's developmental vision and design standards.
- The Tall Buildings Policy does not function in isolation and supports existing land use management tools and guidelines, with specific reference to NMBM Spatial Development Framework, Precinct Spatial Development Frameworks and other land use management, infrastructure and economic development policies, plans and sector plans.

3.0 Policy Statement 2 : Improve Urban Quality and Support Design Guidelines

- Tall building developments should improve the urban quality and enhance the character of the area and precinct.
- Applications for tall buildings should be assessed against the design criteria and applications should support the design criteria in all aspects.
- Building designs should be of a high quality, enhancing the quality of the local, district and NMBM environment.
- Applications for tall buildings should be motivated as per the submission requirements and in support of the Design Guidelines.
- Tall buildings should take cognisance of prominent vistas and clearly indicate impacts and mitigating factors through design excellence.
- Tall buildings should complement the existing skyline and height profile of the immediate surroundings and through appropriate design and urban compatibility.
- Tall building developments should take cognisance of heritage and heritage environment and ensure urban character compatibility between the existing heritage fabric and the proposed development.

4.0 Policy Statement 3 : Support and Align Planning Strategy and Policy (LSDF, Precinct Plans)

- Existing planning policy, strategy and land use management guidelines of the NMBM are acknowledged and should function in alignment with the Tall Buildings Policy.
- Tall building applications and ultimately higher density developments should support the vision and proposals of the applicable Spatial Development Framework and/or complementary land use management policy.
- Applications should support the sustainability principles within the SCU.
- Tall building developments should take cognisance of supporting sector plans, with specific reference to infrastructure services and availability, public transport, heritage, environmental conservation and open space management.

5.0 Policy Statement 4 : Infrastructure Serviceability

- Tall building developments should ensure adequate availability and sustainability of services, i.e. water, electricity, sewerage, telecommunications and access to public transport.
- All tall building applications should be supported through a substantial services availability / solution report with confirmation of services availability or mechanisms to ensure services availability.
- Immediate and long term impact of tall building developments on service provision in the area and the precinct should be assessed.

6.0 Policy Statement 5 : Accessibility (Public Transport, Employment, Recreation)

- Tall buildings should be accessible and within walking distance of existing and proposed public transport routes.
- Tall buildings should support, wherever possible, areas of employment and economic activity.
- Tall buildings should be within walking distance (10 minutes) of public open space, recreation or social amenities.
- Tall buildings, given their key objective to increase density, should not be located in isolated areas but in support of transportation and accessibility corridors, nodes and areas identified through the Spatial Development Framework process for intensification and higher densities.

7.0 Policy Statement 6 : Consultation and Alignment

- Tall building applications should include content as per policy guidelines and should be subject to evaluation criteria as per policy guidelines.
- (The option of pre-consultation, with the NMBM planners, is available to all applicants preparing proposals in terms of this policy.)
- Public participation and interested and affected party participation can be requested and initiated by the NMBM, subject to building parameters and sensitivity of the immediate surroundings.
- Tall building developments should support and be aligned with municipal infrastructure and social service delivery programmes and targets.

CHAPTER 5: DESIGN GUIDELINES

1.0 Introduction

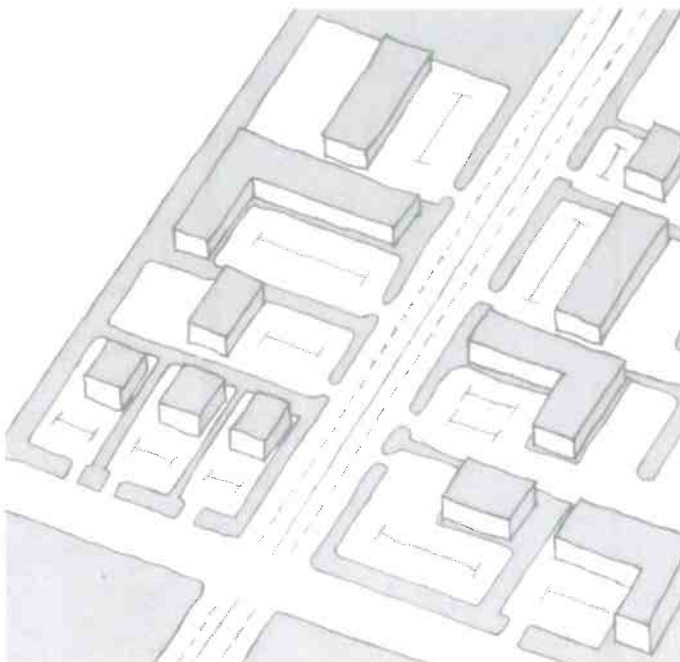
Tall buildings, by virtue of their size, visibility and potential to increase neighbourhood population, can have a significant impact in places surrounding their location. The impact of the building spreads much further beyond the limits of the site boundary than do low-rise buildings. The measures listed in the Tall Building Design Guidelines seek to encourage and guide developers toward delivering buildings, which contribute to the quality of the urban environment of the NMBM.

In developing these guidelines, the NMBM has drawn on the successes and failures of projects located within the boundaries of the NMBM. Here, there are many lessons to be learned from what has been done in a way that the NMBM considers desirable. There are also lessons to be learned from developments that could have gone further toward contributing positively to the quality of the urban fabric. This document makes reference to both the positive and negative lessons learned from buildings built in city regions since permanent buildings were first erected here in 1790.

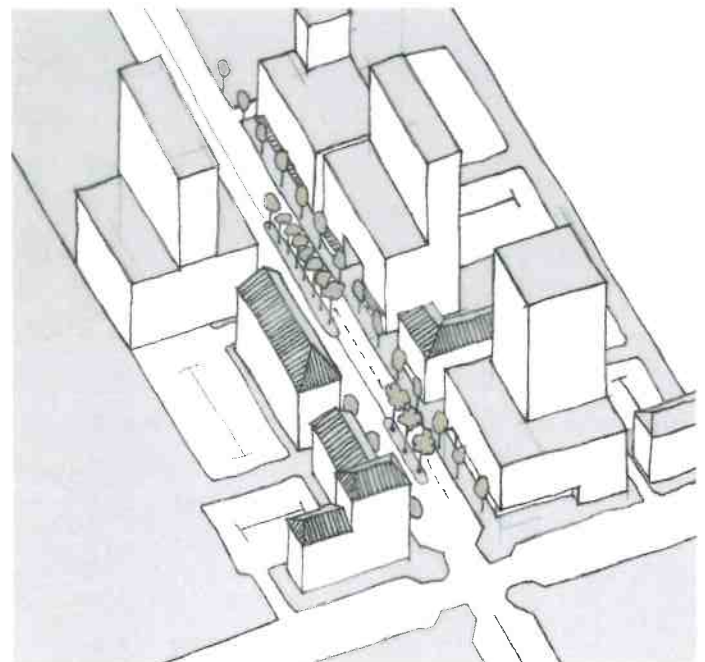
It is understood that there may be site specific or use specific reasons why one or more of the guidelines cannot be accommodated in a proposal. In such cases, the developer will be required to:

- motivate fully why the guideline cannot be accommodated.
- Illustrate what will be done to mitigate the fact that the guideline has not been accommodated.

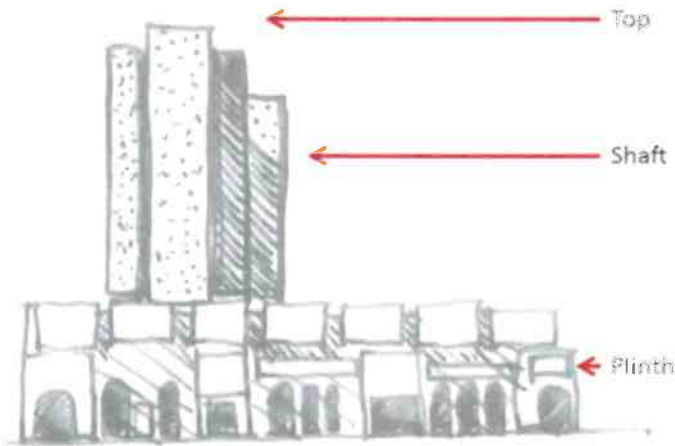
Once the NMBM has received a proposal for a tall building that is shown to be supported by the Tall Building Policy, the developer will be invited to submit a proposal to the NMBM that respond so the Tall Building Design Guidelines. While the “STEP1” submission (Alignment with tall Buildings Policy) requires a minimum level preparation, the submission for “STEP 2” (Response to Tall Buildings Design Guidelines) requires a more significant degree of design and investigation.



Moving away from low density sprawl.....



.....to more compact corridors and nodes



Through this chapter reference will be made to the “top”, “shaft” and “plinth”. For the purposes of this document these forms take on the meaning inferred in the diagram above

PLINTH	<ul style="list-style-type: none"> The guidelines list certain requirements that “Plinth Buildings” could respond differently to the “shaft” and the “top”, above it. The base building is that part of the building from the ground floor level upwards and forms the transition from the street and pedestrian level to the “shaft” of the tall buildings. Guidelines for the “Plinth” Building emphasise the interaction with the pedestrian and the streetscape.
SHAFT	<ul style="list-style-type: none"> The “shaft” extends between the plinth and the top of the building. Its most often uniform in shape repeating the same floor plate again and again. Guidelines for the “Shaft” deal largely with the environmental impact of its shape (in plan), its position in relation to the plinth and its orientation
TOP	<ul style="list-style-type: none"> The “Top” of the building is the upper one or two floors and the roof space. Guidelines for the “Top” of the buildings deal largely with the visible impact that this part of the building has on the skyline

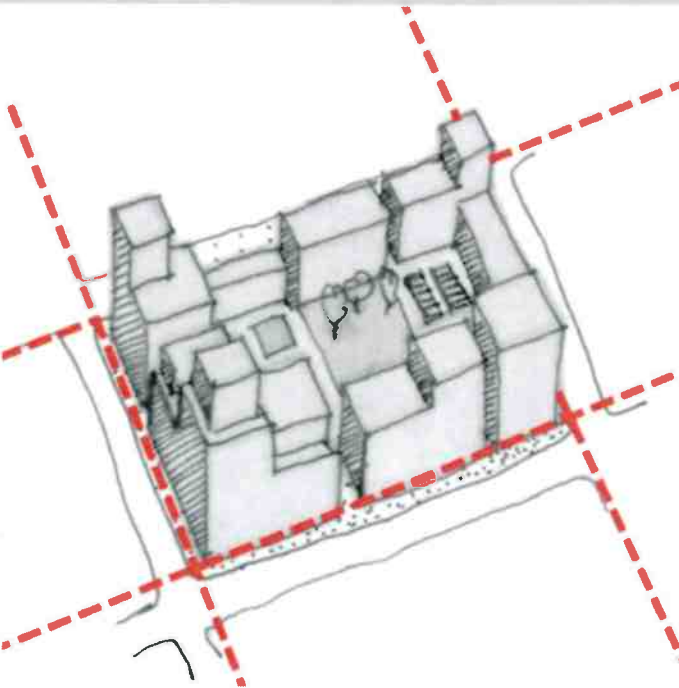


2.0 Design Impact

For ease of reading, guidelines are broken into the following categories:

- Building Placement
- Access and Entrance
- Parking and Services
- Shaft and Floorplate
- Top
- Building Uses
- Ground Floor and Street Interface
- Sun, Wind and Rain
- Sustainable Design

2.1 Building Placement

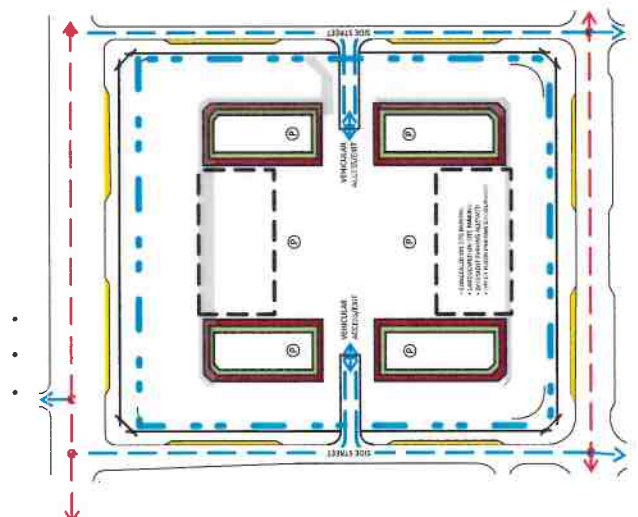


Tall buildings are significant in scale and therefore play a disproportionate role in creating the character and utility of the streetscape. It is especially the “Plinth” of the Tall Building that must be placed in such a way as to form the “walls” on either side of the street. These guidelines are inspired by the view that streets can become more than just a thoroughfare for cars, but can be giant outdoor rooms, accommodating cars of course but also the rich variety of human activity on that edge between public (street) and private land.

The way in which we place buildings in relation to the street becomes a critical factor in the promotion on this “activated edge”. A challenge with tall buildings though is that locating the entire structure directly on the street edge, can result in towering, intimidating, dark and windswept “canyons”. An effective way to overcome this is to create a separate set of rules for “plinth” buildings and a separate set for the “shaft” buildings that rise out of them. The rules for the “plinth” building should encourage the activation of the street edge. The rules for the “shaft” building should limit the negative impacts of shadow and wind at street level.

In order to create the effect of continuous “walls” on either side of the street, guidelines are written to encourage the street façade of the “plinth” building to run parallel to the street and form a continuous façade with adjacent buildings that are already suitably located to achieve this effect. The intent of these guidelines is to give the pedestrian at street level a continuous and uninterrupted experience as he or she walks down the street in question. Other guidelines support continuity of the street façade by encouraging new buildings to acknowledge the features of an adjacent plinth including:

- Parapet height and form
- Covered walkway height and form
- Horizontal and vertical rhythms



In order to support the “building placement” objectives, the following guidelines are to be adhered to

Guideline G1

Plinth Buildings must be parallel to the street or public open space.

Guideline G2

Plinth Buildings must preferably have no setback and must be built to the street frontage boundary. (Where the Base building is set back, the space between the site boundary and the building is given over to hard surface public walkways).

Guideline G3

Plinth Buildings must create a continuous building facade in itself and with adjoining buildings.

Guideline G3.1

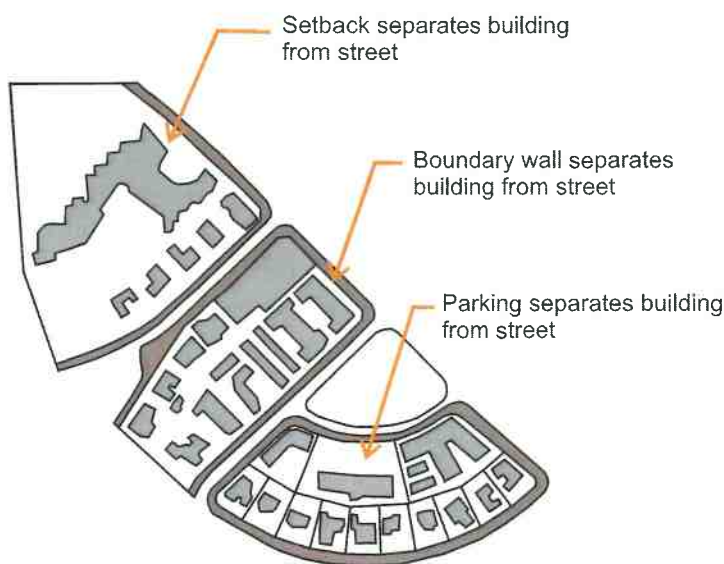
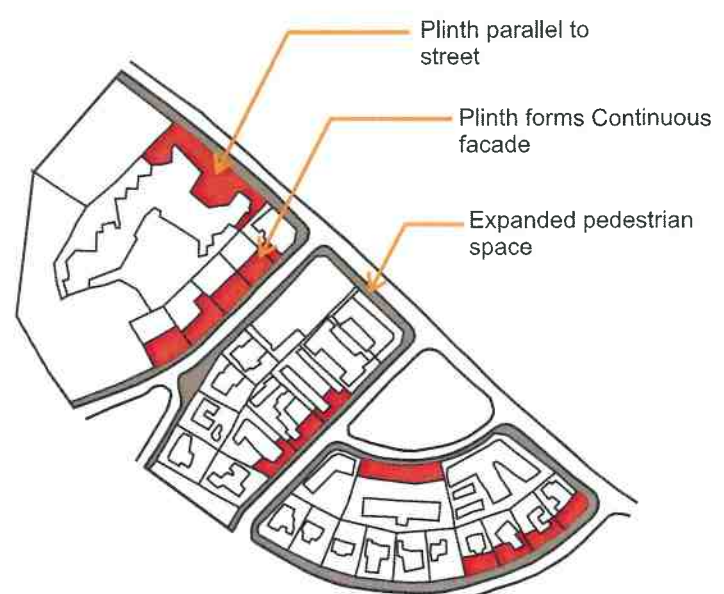
Plinth Buildings may not be higher than half the width of the road reserve onto which it fronts.

Other guidelines support continuity of the street façade by encouraging new buildings to acknowledge the features of an adjacent plinth including:

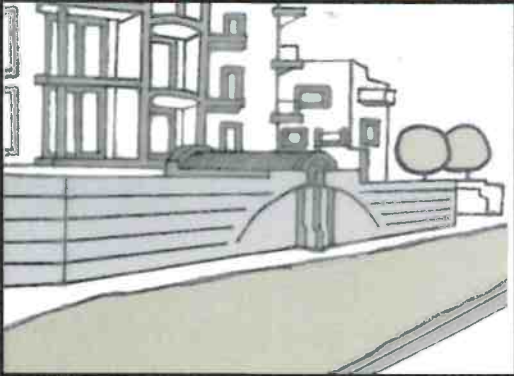
- Parapet height and form
- Covered walkway height and form
- Horizontal and vertical rhythms

Continuity of the street façade is to be achieved by avoiding gaps and alleyways between plinth buildings. Adjoining plinth buildings are to butt up against each other on the side boundary.

The building must either not be set back from the street boundary at all, or in the case of larger buildings can be set back only enough to allow for a suitable amount of hard surfaced public space between the building and the curb.



Red infill shows how the building placement guidelines could impact on an existing neighbourhood

Practical Local Example	Aligned with Guidelines or Not	Comments
	YES	<i>Plinth on site boundary</i> <i>Shaft set back</i>
	NO	<i>Building set back from boundary</i> <i>No public access between building and curb</i>
	YES	<i>Building butt up against each other</i> <i>Shaft set back</i>

2.2 Access and Entrance

Guideline G4

Tall buildings should preferably have a street level pedestrian entrance to the upper floors facing onto and accessible from the primary street

Guideline G5

Vehicular entrance is to be discreet and to take up as little of the street elevation as possible.

Guideline G6

Where the ground floor has multiple tenancies, as many of those tenancies should have entrances directly onto the street.



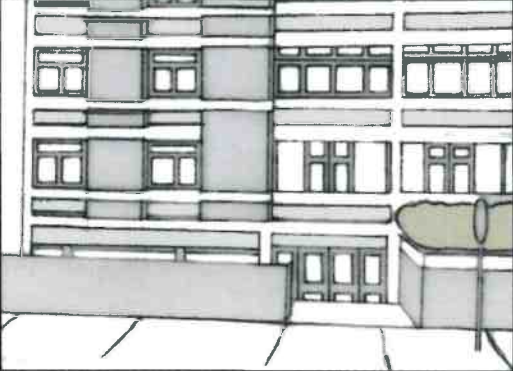
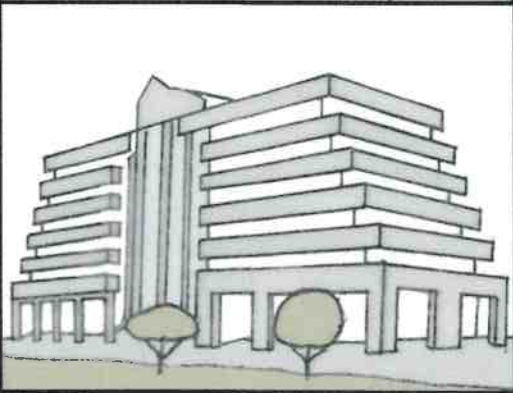
The pedestrian access is celebrated

This document promotes the idea that the pedestrian entrance of a building is that place where the “private” building touches the “public” street. It is an important interface and a device that has been celebrated in architecture for centuries. In this architectural tradition, it is people, on foot coming from the street, that are given preference. The requirements of the private motor car and other service vehicles are considered secondary to the requirements of the pedestrian.

In order to promote a vibrant street life, pedestrian access to the building must be accessed directly from the street and not through a side or rear route. The guidelines promote the idea that pedestrian access is to be prioritised over vehicular access, which is to be allocated on less dominant sides and rear access points.



Pedestrian access directly from primary street (not side access)

Practical Local Example	Aligned with Guidelines or Not	Comments
	YES	<p><i>Entrance faces on to primary street</i></p> <p><i>Vehicular access discreetly to side</i></p>
	NO	<p><i>Pedestrian access does not face primary street, but is not at street level</i></p>
	NO	<p><i>Entrance does not face on to primary street</i></p> <p><i>Entrance not accessible from primary street</i></p>

2.3 Parking and Services

Guideline G7

*No parking is **permitted** on street level between the building and the street.*

Guideline G8

On levels above ground, no parking is permitted within 5m of the Plinth Building Facade.

Guideline G9

Electrical sub-stations refuse rooms and other services structures are not to be visible or accessible from the street.

The intent of these guidelines is to enable quality buildings that enhance the public experience of the city. The interface between the public at ground floor street level is therefore of critical importance. This public interface is almost always diminished by the location of parking and building services in that important space between the building's façade and the curb of the street onto which it fronts.

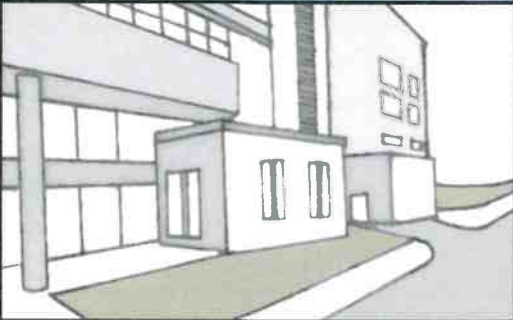
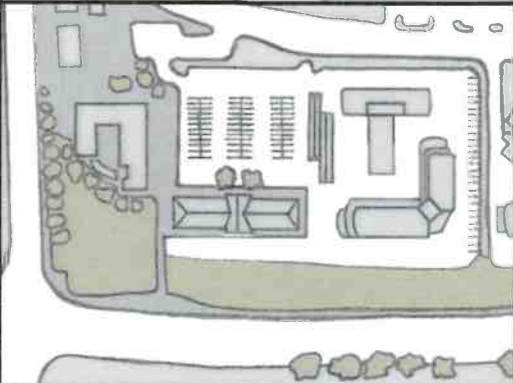
This document discourages buildings that read as an "island" in a "sea" of parking spaces. Parking must be dealt with away from the street to the rear of the building, in basement parking garages or in above.



No on site parking visible from primary street

The intent of this document is that no parked vehicle should be visible from the street and that no parking is to be located in the space between the street elevation and the street. When parking is provided in above ground level parking, parking cannot be brought right up against the street façade. Rather, functions that will put "eyes on the street" must be located in "façade" zone.

Tall buildings will invariably have to accommodate large "services functions", these can include Electrical Sub-Stations, Air Handling plant refuse rooms, Telkom rooms, LP Gas Storage and generators. None of these functions should be visible from the street, nor should they be located along the street façade. In order to achieve the above intent, the following guidelines apply to the planning for vehicular parking and other services for tall buildings.

Practical Local Example	Aligned with Guidelines or Not	Comments
	NO	<i>Electrical Substation located on the ground floor street elevation</i>
	NO	<i>Parking located between street and building</i>

2.4 Shaft and Floorplate

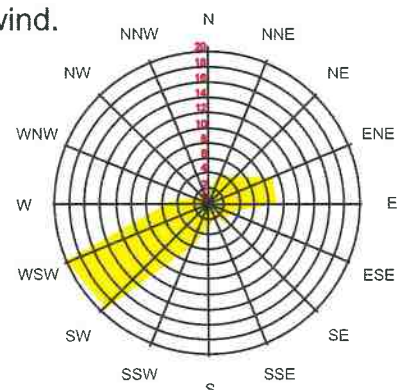
Guideline G10

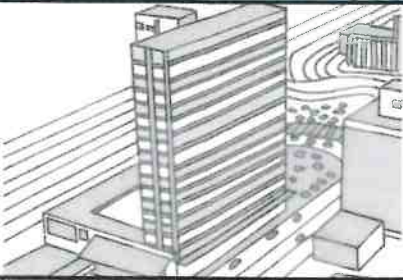
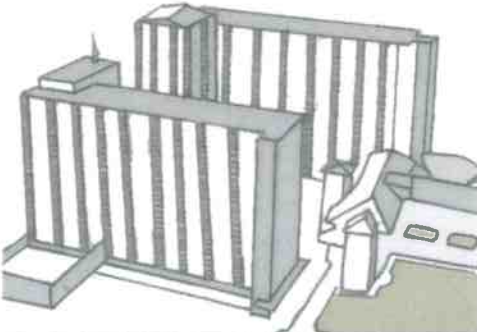
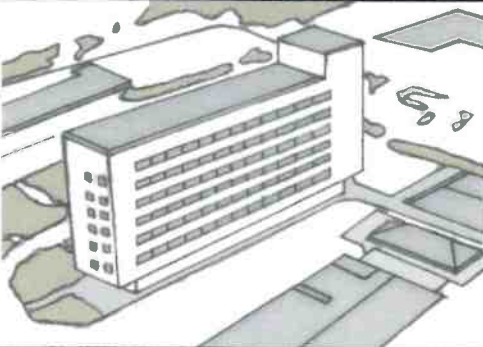
The shaft of the **building** may take on a shape, position and orientation that is different to the plinth if it can be shown that this:

- Reduces the extent of the shadow cast.
- Reduces the impact on “skyview” from the street or adjoining public open space.
- Reduces the impact the building has on wind speeds at ground level around the building

While the location of the base of the building is important to the life street, it is the shaft of the tall building that has the most potential, to block light, create wind tunnel effects and limit the “skyview” available from ground level. Some buildings will be required to respond to these guidelines even though they are not as tall as the road reserve is wide. In those cases, the entire building is to respond to the guidelines written for the “plinth”.

Where the shaft, however, takes on a different plan form, position and orientation to the plinth, it must be done in such a way as to reduce the impact that the building has on the environment. The coastal parts on the NMBM are especially susceptible to high winds. Tall buildings can compound this problem making life uncomfortable for pedestrians at the street level. While there are other strategies that can be employed to reduce wind impacts, a key approach is to ensure that long rectangular blocks are not oriented with their widest elevation into the prevailing wind.



Practical Local Example	Aligned with Guidelines or Not	Comments
	NO	<p><i>Building does take advantage of the opportunity to set the shaft back from the street</i></p> <p><i>“Skyview” compromised</i></p> <p><i>Street level wind impact aggravated</i></p>
	YES	<p><i>Deeper sites allow the shaft to be set back from the street</i></p>
	NO	<p><i>Shaft orientated with the long elevation south west into the prevailing wind</i></p>
	NO	<p><i>Shaft orientated with the long elevation south west into the prevailing wind</i></p>

In the NMBM the dominant wind comes from the South West, with the East wind a distant second in terms of frequency and velocity. The shape and position of the shaft in relation to the plinth could also have a significant impact on the “skyview available from the street and from adjoining public open space. Deeper sites provide the opportunity for shafts to be set back from the street thus expanding the available “skyview”

2.5 Top

Guideline G11

The top of the building will be designed in such a way as to ensure that the **following** are not visible from street level or are integrated suitably into the design:

- Water storage tanks
- Antennae
- Satellite dishes

Guideline G11.1

The top of the Tall Buildings must be designed in such a way as to contribute positively to the skyline.

The top of the tall building is visible from long distances, and is required to make a positive contribution to the skyline. The Tall Building Proposal will illustrate how the proposal distinguishes the shaft from the top in way that displays design excellence. While the NMBM understands that Tall Buildings are sought after for the location of communications antennae, these can have a very negative impact on the skyline.

If such structures are visible, they must be designed in such a way as to display design excellence in incorporating these into the concept for the building.



The building has a 'top', 'shaft' & 'plinth'

Practical Local Example	Aligned with Guidelines or Not	Comments
	YES	Thoughtful handling of building top
	NO	Antennae clearly visible from the street
	YES	Thoughtful handling of building top

2.6 Building Uses

Guideline G12

Where building use supports this, a publicly accessible top floor is preferable and will be considered supportive of a Tall Building proposal

Guideline G13

Should Zoning allow, publicly accessible use for the Ground Floor (eg. restaurant, shop) is preferable and will be considered to be supportive of a Tall Building proposal. (For the purposes of this document a Car showroom, estate agency or place of religious instruction not be considered a 'publicly accessible' use)



Tall buildings framing the public open space

The interface of the Tall Building with the street has already been discussed in this document; however it is important to emphasise that it is not just the look and the aesthetic of the Tall Building at Ground level that is important, but also the function and utility of the building at street level. Uses for the ground floor at street level are to encourage “busyness” and the coming and going of pedestrians. Publicly accessible uses are favoured over exclusive, “members only” or low pedestrian traffic type retail operations. The top of the building provides a very desirable location for the public to appreciate surrounding views.

Restaurants, gymnasiums or public lookout platforms may be suited to some tall buildings.

Such uses for the Tops of buildings also provide the detail and complexity useful to provide design interest to the top of the building thus enhancing its impact on the skyline. In permitting a Tall Buildings Proposal, the NMBM will often find itself compromising of one or more of its controls and development parameters. In the spirit of this compromise, the developer is urged to allocate a portion of the building toward the provision of affordable housing, thus assisting the NMBM in achieving one of its key strategic social objectives.

2.7 Ground Floor and Street Interface

Guidelines G14

At least 50% of the street elevation on ground floor should be providing for an active frontage onto the street.

Guidelines G15

The space between the building and the curb including hard surfacing, lighting hard surfacing, lighting, trees and street furniture, shall be developed and maintained by the Tall Building Developer.

- *In this zone the planting of mature trees (at least 150kg) is encouraged.*
- *The planting of shrubs and grasses is discouraged.*
- *Detail of the design of this zone is to be included at Site Development Plan stage.*

Not only must the uses on the ground floor at street level support busy pedestrian activity, but the “frontages” of these uses must be oriented toward the street. In other words activities which or on the street edge should have active frontages on to the street and not onto a mall running perpendicular to the street. Active frontages include entrances, restaurant tables (not kitchens), window displays (not blank walls)

Whether the building is built on the site's boundary or not, the space between the building and the curb is to be designed and developed for public use. No boundary wall or “barrier” type landscaping will separate the pedestrians from the building. Pedestrians are to have unhindered access to the street elevation of the building. The pedestrian experience is to be enhanced with appropriate hard surfacing, trees, public art and other street furniture.

No boundary wall or “barrier” type landscaping will separate the pedestrians from the building. Pedestrians are to have unhindered access to the street elevation of the building. The pedestrian experience is to be enhanced with appropriate hard surfacing, trees, public art and other street furniture.



Street interface along the corridor



Public uses are preferred at ground level

2.8 Sun, Wind and Rain

Guidelines G16

Tall buildings are to promote continuous covered pedestrian walkways along the street frontage.

Guidelines G17

Roof gardens on the top of the base building required to be incorporated into the design proposal.

Guidelines G18

Parapets on the top of base buildings are required to be incorporated into the design proposal.

Guideline G19

Parapets on the street edge of covered walkways are required to be incorporated into the design proposal.

Special care must be taken to promote a favourable micro climate at the street level in and around tall buildings. This is because it is likely that the pedestrians densities around tall buildings will be higher (because of increased density) and because tall building themselves can potentially aggravate wind and shadow.

Tall buildings are required to have continuous covered walkways along the street edges. If the tall building is situated on a corner site, a covered walkway is required to be on both streets. The covered walkway not only improves pedestrian comfort on rainy days and very hot days, but also significantly limits the impact of “downdraft” often associated with tall buildings. The inclusion of a parapet on the street edge of the covered walkway even further reduces the impact of the downdraft.



Continuous covered walkway providing pedestrian comfort

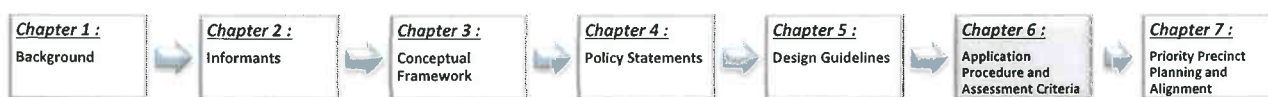
Practical Local Example	Aligned with Guidelines or Not	Comments
	YES	<i>A continuous covered pedestrian walkway at street level</i>
	NO	<i>No covered walkway</i>

2.9 Sustainable Design

Guideline G21

Tall buildings are to achieve at least a 4 star rating from the Green Building Council of South Africa.

The NMBM is able to support Tall Buildings that show commitment to design excellence. The Green Building Council of South Africa offers a star rating for buildings achieving a level of excellence in sustainable design



Chapter **6**

CHAPTER 6 : APPLICATION PROCEDURE AND ASSESSMENT CRITERIA

1.0 Application Procedure

The objective of the Tall Buildings Policy, as indicated, is to introduce tall building Policy Statements and Design Guidelines for the implementation of developments that are defined as tall buildings. The aim is further to ensure a consistent and well-managed application and evaluation process for tall building developments.

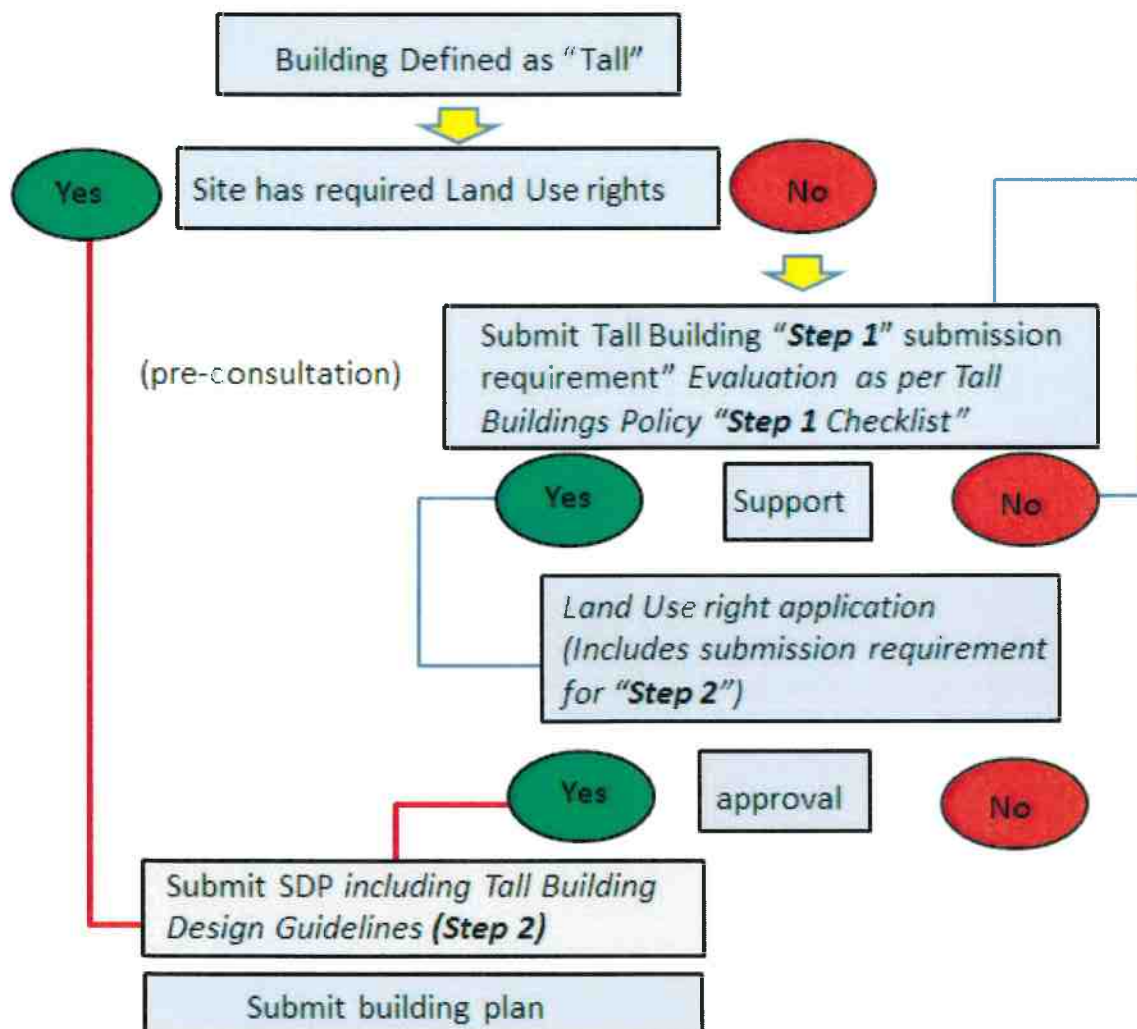
For applications to be considered favourably, the applicant must demonstrate clearly that the development proposal supports the Policy Statements and adheres to the tall building Design Guidelines. Therefore, the motivation for tall building developments should be based on the Policy Objectives and Design Guidelines.

The Tall Buildings Policy and Design Guidelines do not function in isolation and supports the existing planning tools and land use management mechanisms within the Metro, i.e. MSDF, LSDF's, Planning Policy and other by-laws.

The tall buildings application process follows an incremental approach. In order to streamline and prevent unnecessary design, expense and cost implications, 2 steps are proposed for application and evaluation processes. The applicant can opt to submit the application in terms of Steps 1 and 2 simultaneously or separately.

2.0 Application Process

The following diagram illustrates the application procedure, evaluation and decision making process.



3.0 Step 1 : Alignment with the Tall Buildings Policy

The objective of the Step 1 application process is to assist the developer in a decision whether or not to peruse a land use application for a project that includes rights for a building described as “Tall” in the policy.

- In this step, the developer is called upon to illustrate how the proposal addresses the seven key “*Tall Building Policy Statements*” (Chapter 4).
- The outcome of this stage will be a clear indication to the NMBM, confirming whether the proposal is supported by the policy or not. If the proposal is supported, the developer is invited to proceed to STEP 2
- In exceptional cases where the development proposal falls outside the objectives of the tall buildings Policy Statements, the NMBM can request the applicant to proceed to Step 2. This will afford the applicant to demonstrate exceptional design guidelines that will benefit the city and possibly introduce a “*landmark building*”.

3.1 Step 1 : Submission Requirements

Document	Detail Included
Covering Letter and Detailed Motivation	Land Owner Developer Professional Team Design Budget Motivation of adherence to Tall Buildings Policy Statements
Locality Plan	Location of proposal Distance to viable public transport route Distance to viable public open space Important Views and Vistas Heights of existing building within 100m radius Height of proposed building
Photographic Report	Important Views and Vistas Elevations of adjoining properties

3.2 Step 1 : Evaluation Checklist – Response to Policy

	Does the proposal respond positively to the Policy Statements?	
	Yes	No
Does the application support existing planning strategy and policy applicable to the area, i.e. LSDF, Precinct Plans or other (Policy Statement 3)		
Does the application support the sustainability principles within the SCU (Policy Statement 3)		
Does the application support applicable Sector Plans and development vision of the area (Policy Statement 3)		
Are services available for the proposed development or is a service solution proposed for the development (Policy Statement 4)		
Is the development situated within walking distance (10 minutes) from public open space, recreational and social amenities (Policy Statement 5)		
Is the proposed development accessible within walking distance of existing and proposed public transport routes (Policy Statement 5)		
Does the development proposal enhance the urban form and support the character of the area and support the NMBM vision for future development within the specific precinct (Policy Statement 6)		
Does the proposal address possible visual impact, Vistas to and from the building, impact on skyline and cognisance of heritage and heritage environment (Policy Statement 6)		
Is the development proposal aligned with municipal infrastructure and social service delivery programmes and targets (Policy Statement 7)		
Has public participation and consultation processes been identified and included as part of the application (Policy Statement 7)		

4.0 Step 2 : Response to the Tall Buildings Design Guidelines

The objectives of the Step 2 application process:

- In this step then NMBM assess the developer's response to the Tall Buildings Design Guidelines.
- The NMBM gives a clear indication stating whether, within the framework of the guidelines, the NMBM considers the development "*desirable*" or "*undesirable*"

4.1 Step 2 : Submission Requirements

Document	Detail Included
Covering Letter	Copy of approved Tall Building Policy Application Strategy to achieve 4 star rating from GBCSA Building uses
Site Plan	Orientation of the base building in relation to cadastral boundaries and street Vehicular access Pedestrian access Uses of building at ground floor Position of surrounding buildings Hard surface and landscape treatment
Floor Plan – Shaft	Showing setback and shape
Street Elevation	Showing Height of base building Height of top of building Adjoining buildings
Cross Section	Height of base building in relation to road reserve Setback of shaft building

4.2 Step 2 : Evaluation Criteria

	Guideline	Does the proposal respond positively to the guidelines?		Comment
		Yes	No	
G1	Base Building parallel to the street			
G2	Base Building setback			
G3	Base Building creates continuous façade			
G4	Buildings has a pedestrian entrance (to the upper floors) facing the primary street			
G5	Discreet vehicular entrance			
G6	Many entrances onto street			
G7	Discreet ground level parking			
G8	Parking above ground			
G9	Services Structures visible from street			
G10	Building Shaft			
G11	Top Building – visual impact			
G12	Affordable residential			
G13	Publicly Accessible ground floor			
G14	Active Frontage			
G15	Space between building and curb			
G16	Continuous covered pedestrian walkway			
G17	Roof gardens on the top of the plinth building			
G18	Parapets on top of base building			
G19	Parapets on street edge of covered walkway			