



Municipality



CAPE METROPOLITAN COUNCIL
KAAPSE METROPOLITAANSE RAAD
IBHUNGA LOLAWULO LWENQILA YEKAPA

KOEBERG ROAD MANAGEMENT STRATEGY

Management Strategy Report

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 **mlh**
architects & planners


HAWKINS
HAWKINS
& OSBORN

Preface

This document, the *Management Strategy Report*, prepared by MLH Architects and Planners, follows the contextual document, *Background and Analysis Report*. It is accompanied by a *Traffic and Transportation Status Quo Report*, a *Traffic and Transportation Strategy Report*, both prepared by Hawkins Hawkins and Osborn Consulting Engineers and a *Local Economic Development Report*, prepared by Axxcess Consulting Economists. Together the reports constitute the full Koeberg Road Management Strategy project reports, which should all be read so as to fully understand the proposals set out in this final document.

This second volume contains the development principles and management proposals for Koeberg Road. Once adopted by Council, will act as a policy document to assist Blaauwberg in the assessment of town planning development applications. It also identifies strategic investments and actions for the development of the area.

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Executive Summary

The Cape Metropolitan Council (CMC) has adopted the Metropolitan Spatial Development Framework (MSDF) to guide the future physical development within the Cape Metropolitan Region. Koeberg Road has been identified as the spine of the southern section of an 'incipient metropolitan activity corridor'. Commercial development, supported by higher density residential development is to be directed along this axis, now referred to as the Northern Corridor.

The Koeberg Road area is currently experiencing a significant increase in development pressure, but lacks an over-arching economic vision and policy framework. Blaauwberg Municipality and the CMC therefore jointly commissioned this **Koeberg Road Management Strategy** to guide and co-ordinate development along this route. This report will serve as a policy document that would improve transparency in the assessment of applications for land use change, while identifying strategic investments to maximise the development opportunities that the Koeberg Road area offers.

Koeberg Road covers a distance of approximately 11,5 kilometres between Maitland in the south and Potsdam Outspan in the north and is a route of regional significance. The future of public transport provision, parking and access along Koeberg Road and the impact of road improvement schemes in the vicinity are assessed in this study. Urban and transport planners alike are promoting public transport as the sustainable option for improving levels of mobility and access. A preliminary investigation into dedicated public transport lanes along Koeberg Road has therefore been undertaken as part of this study.

An analysis of the study area has indicated that residential densities are very low throughout. Commercial development takes the form of destination type centres in the northern section (Milnerton, Montague Gardens, Marconi Beam and Tijgerhof), with convenience type, linear retail in the southern section (Maitland, Brooklyn, Rugby and Ysterplaat). The relatively low household income levels and lack of investor confidence in the southern section has resulted in a very low order of retail and a general decline in the well being of the area. To reverse this trend and attract investment to the area will require a significant improvement in the disposable income generated in the area. Residential densification, in combination with other strategies should be pursued along the whole length of the road to address these issues.

Two public meetings were held during April and May 1999, at the start of the planning process, to introduce the project to the community and identify issues. These meetings were advertised through poster displays and newspaper notices. After the preparation of the management strategy report two more public meetings were then held in May 2000 to discuss the proposals. Blaauwberg Municipality has made the management strategy proposals available for public comment by distributing copies of the draft report to the local libraries and to Blaauwberg's municipal offices. Feedback from the public meetings and other comments were incorporated into the report (refer to **Annexure A**).

VISION

The report suggests that the Koeberg Road corridor could:

- become a world class service industrial area, which offers employment opportunities to both the local and metropolitan population
- attract office development which exploits the area's good location (counter traffic flow) and views onto Table Mountain
- continue to house a broad spectrum of the population at a variety of residential densities,
- accommodate high density infill residential development, which will increase the catchment population of the area
- attract lower order retail and services to certain sections of the road, so as to serve the resident population and higher order value type retail to other areas, which would serve a wider catchment area
- function as a high-order public transport corridor with dedicated facilities, enabling frequent services for both local and regional travel markets.

Koeberg Road is not envisaged to develop into a continuous traditional high street, which the classic activity corridor notion seeks to invoke. Instead the concept of an activity corridor should be applied to Koeberg Road at its broadest level, i.e. the intensification of a variety of development opportunities, along a route that provides access and exposure to these activities.

MANAGEMENT STRATEGY

The report proposes management strategies and principles that translate into an overall **Spatial Framework** for the study area. The structuring elements of the Spatial Framework are:

- **Existing and proposed nodes**, where a high intensity of commercial and residential uses should be promoted.
- **Existing and future industrial and warehousing areas**, offering world class goods and services, including logistics.
- **Major projects** in the corridor, such as the Racecourse Redevelopment and Ysterplaat Aerodrome and Brookrail that could serve as catalysts for local economic growth.
- **New road links to Koeberg Road** as well as the **reconstruction of Koeberg Road itself** to provide **dedicated public transport lanes**, including upgrades to intersections and the Koeberg Road/N1 interchange.
- Areas along the corridor where redevelopment of lower order **non-residential activities** should be permitted.
- Residential areas where **no business** intrusion will be allowed, and
- Areas where **high-density residential development** should be pursued.

The above structuring elements are implemented at precinct level, as illustrated on the precinct plans.

RECOMMENDATIONS

In summary, the Planning Team recommends that:

1. The **existing zoning schemes are revised**, with Koeberg Road to be declared a special area.
2. **Building restrictions** be implemented in specific areas:
 - Setbacks to be enforced along the eastern edge of Koeberg Road in Good Hope Village (Brooklyn) and Rugby, to allow for the future implementation of dedicated public transport lanes
 - Height restrictions to commercial redevelopment of two storeys in Tijgerhof and Milnerton
 - Height restrictions in terms of Ysterplaat Air Force Base, as recorded in the relevant zoning schemes
3. **Land use changes** be permitted along Koeberg Road, Voortrekker Road and Berkley Road, but only in areas designated on the precinct plans. Activities that could be detrimental to the residential ambience should not to be allowed in residential areas away from Koeberg Road.
4. In addition the report rated the following **strategic investments** as high priority. Blaauwberg's Integrated Development Planning (IDP) process should make provision for these projects:
 - The development of human resources through the provision of skills training facilities
 - The establishment of an electronic communication network ("virtual infrastructure") to serve the industrial/warehousing sector
 - The provision of a variety of high density housing opportunities
 - The reconstruction of Koeberg Road to accommodate dedicated public transport lanes and the improvement of landscaping.
5. Blaauwberg Council should **adopt this document as official Council policy**. This document would then assist officials in the assessment of applications and preparation of budgets.

9.0 Opportunities and Constraints Analysis

The background analysis and evaluation of Koeberg Road as an activity corridor have highlighted both the opportunities and constraints to corridor development along Koeberg Road. In addition the public has also raised certain areas of concern. These issues, which are summarised below, are often both opportunities and constraints. **Figure 19** illustrates certain opportunities and **Figure 20** the constraints identified.

9.1 Current Development Trends

Opportunities

- Koeberg Road is experiencing **pressure for commercial development**. Apart from new retail buildings that are constructed in areas such as Marconi Beam, Blaauwberg Council has lately been receiving a number of departure and rezoning applications to permit the use of dwellings for commercial purposes. These micro-scale economic activities, discussed under Sections 3.6 and 4.2 are responding to the **exposure** that Koeberg Road provides.
- The proposed Royal Ascot redevelopment of the 81ha **Milnerton Racecourse** site, which, apart from the municipal offices is largely unutilised, could revitalise this portion of Milnerton.
- **Century City** is a regional node that could attract further investment to Rugby, Tijgerhof and Sanddrift and Marconi Beam. The accompanying infrastructural upgrades, such as the Sable Road Interchange, could benefit the entire Koeberg Road area. On the other hand Century City will also **compete** with Koeberg Road, specifically for higher order retail and office development. The proposed regional shopping centre at Century City may attract higher order retail facilities away from Koeberg Road making only local, convenience shopping viable.
- Existing **local nodes**, especially Centrepoint are strong and could expand in many cases. An analysis of the current commercial floor area (see Section 3.2) has found that bulk figures are still relatively low along the activity spine.
- Several **strategic vacant sites** are in public ownership and could either be released for development or utilised for community facilities.
- **Ysterplaat Air Force Base** has potential as commercial airport with land available for light industrial/commercial development. This possible airport for small aircraft could serve both the Cape Town CBD and Century City, with economic spin-offs for Brooklyn and Rugby.

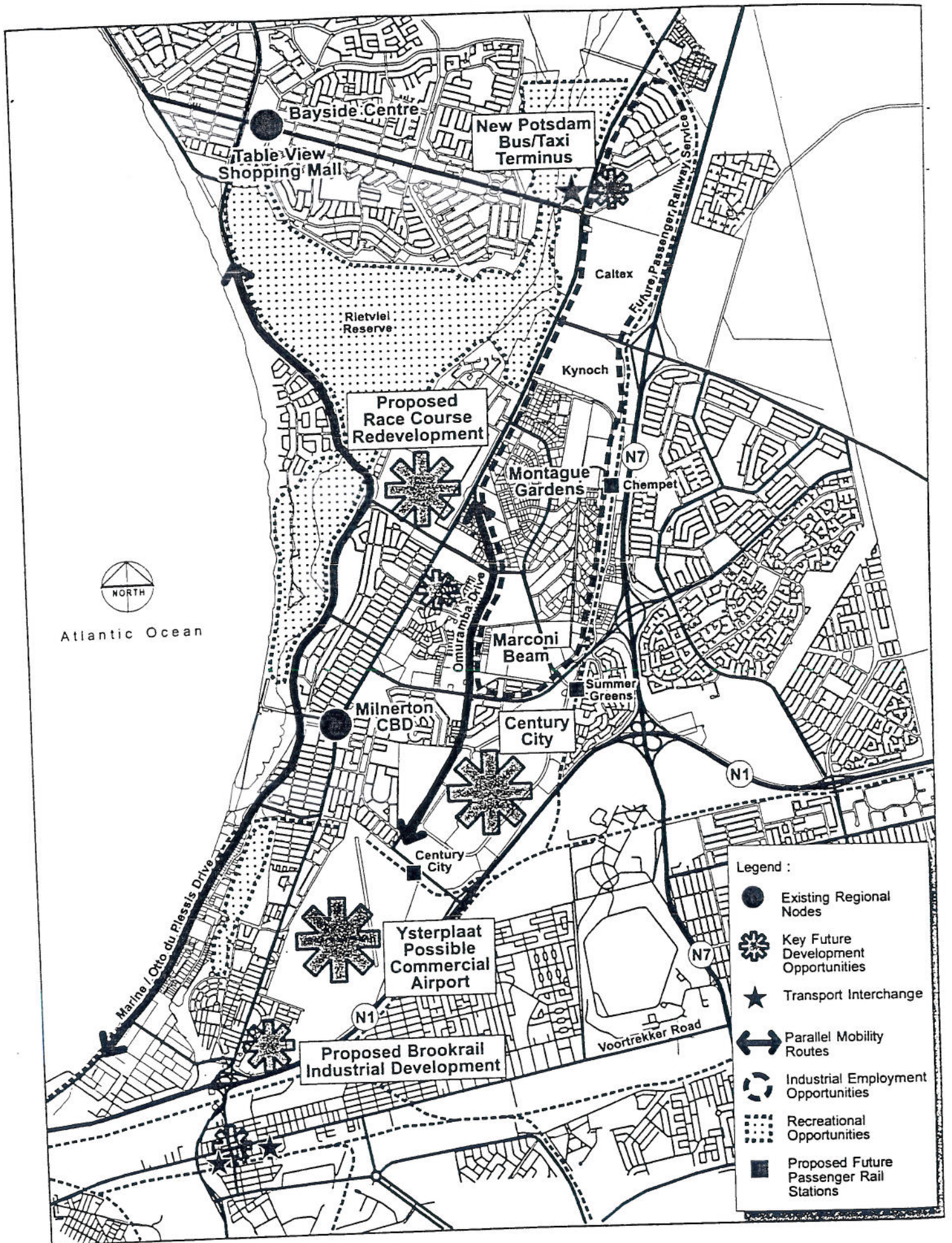
Constraints

- The **lack of clear Council policy** on land use changes, such as rezonings from residential to commercial uses discourages development. Apart from the three different zoning schemes used in the area, there are no policy frameworks in place to guide Council officials in assessing applications. The Milnerton and Environs Structure Plan was never officially approved in terms of the LUPO, while other areas, such as Brooklyn, Rugby and Tijgerhof have no policy plans in place.
- The **spread of motor-trade activities** in mature activity spines, such as Voortrekker Road in Parow and the Southern Suburbs Main Road, especially from Wynberg to Diep has become a point of concern in those areas. These "motor town" developments, found in Brooklyn and Rugby especially, sometimes create a poor image.

9.2 The Catchment Population

Opportunities

- The local **population** is diverse and includes a variety of income groups thus creating a broad market.
- The area is generally well served by **schools**, which also attract pupils from other suburbs.



- The study area includes **well-established industrial areas** such as Montague Gardens and Marconi Beam, which have a major impact on the local economy and provides a large number of employment opportunities, especially for the lower income sector of the population.

Constraints

- In the Rugby Brooklyn and Ysterplaat areas, the **limited disposable income** of the community minimises the possibility of higher order commercial development in area.
- The current lack of "white collar" jobs in the Blaauwberg Municipal Area could provide opportunities for future **office development**. The creation of multi-functional urban areas could improve the traffic situation, as less commuting would be required.

9.3 Transport Infrastructure

Opportunities

- Koeberg Road is a significant established **public transport corridor**, served by bus and taxi, with a regional transport interchange recently completed at Potsdam Outspan.
- The Atlantis **railway line**, currently a goods line, has been earmarked as a major public transport facility for the corridor in the future. In the meantime this line serves the industries in the study area. This use may prove more viable in the future and strengthen industrial development in the corridor.
- **Omuramba Drive** has been constructed as a two lane facility and once utilised optimally, will play a major role as parallel mobility route/bypass road for Koeberg Road, relieving congestion on this road. In addition to Omuramba Drive, **Otto du Plessis Drive**, as the parallel mobility route to the west, reinforces the activity spine function of Koeberg Road.
- To the south of Omuramba Drive there are frequent **access opportunities** off Koeberg Road, which is true to the nature of an activity spine.
- **The road reserve** is adequate for most of its length to enable future road upgrades such as parking or public transport lanes. Only in Brooklyn is the reserve not adequate.

Constraints

- **Traffic congestion** is a perceived as major issue in Koeberg Road. The bottleneck at Koeberg/N1 Interchange and Section Street Intersection, especially during the morning peak, is a major capacity constraint. The cost of upgrading this interchange has thus far proved prohibitive.
- **Additional traffic** will be generated by new development proposals, such as the Milnerton Racecourse redevelopment and Brookrail Park.
- The **Koeberg Road road-reserve in the Brooklyn area, between Section and Poole streets is insufficient** for road upgrading, and would probably need to be widened to enable the construction of dedicated public transport lanes, which may result in the loss of housing stock in this area.
- **Access onto Koeberg Road** is often problematic. In the southern section, between Section Street and Loxton Road, intersections and driveways are spaced at frequent intervals, causing side friction for through traffic and difficulty for access from side streets. In the northern section, where block sizes are larger and where certain sections are only accessed via service roads, access is limited. This leads to higher traffic speeds and could be a factor that contributes to the higher accident rate on the northern section of Koeberg Road, especially to the north of Bosmansdam Road.
- Koeberg Road has a **variable cross-section** that impacts on the urban character of each area. Between Brooklyn and Rugby, the cross-section changes from a narrow median and narrow lanes with on-street parking to a wide median with narrow lanes and no on-street parking. The central area of Milnerton has a service road along the eastern side, which increases the width of the tarred surface. Surface treatment and landscaping should also be kept in mind when a possible service road or public

transport lane is designed. To the north, the excessive road reserve and parallel strips of open space detract from any form of enclosure that the surrounding built form could provide.

- **Service roads** have a major influence on access and exposure of commercial development to Koeberg Road. The treatment of these service roads will determine whether access is improved or whether areas are isolated, thus hindering development.

9.4 Recreation facilities

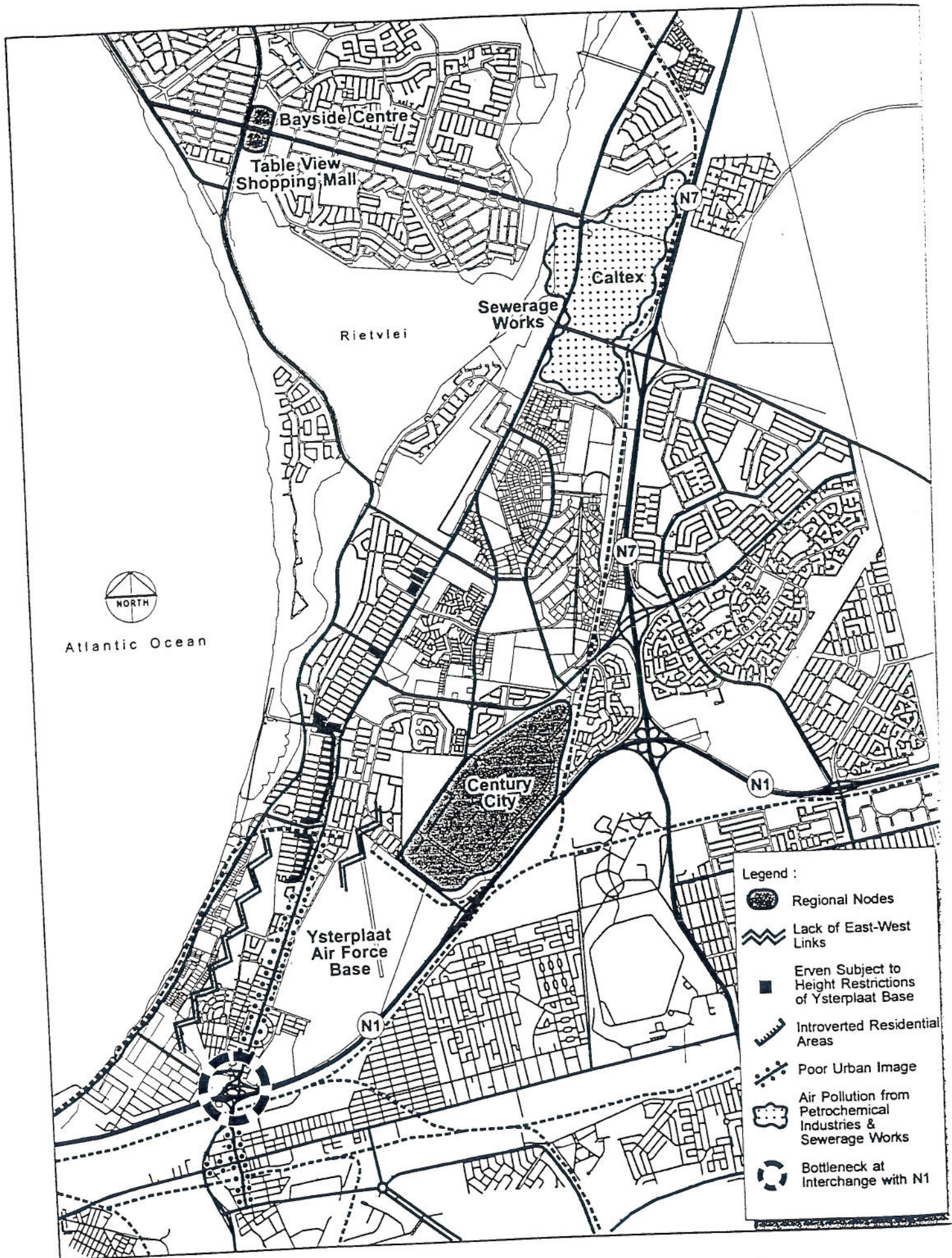
Opportunities

- **Sports grounds**, such as Theo Marais Park are generally well used and maintained.
- **Ratanga Junction** is a major recreational facility attracting large numbers of visitors to Century City.
- The **Diep River system** including the Rietvlei Wetland Reserve is a regional recreational facility, with opportunities for canoeing and bird watching. Although currently being under-utilised, polluted and unsafe, the Zoarvlei has potential, both as conservation area and recreational area.

9.5 Built Form

Constraints

- Although displaying linear, fine-grained, mixed-use characteristics in the southern end of Koeberg Road, commercial development is largely **degraded in this area**. Buildings are often run down and crime has compelled shop owners to erect unsightly security measures.
- An **introverted built form**, with houses turning their backs to Koeberg Road, is found in especially the northern section of Rugby and the southern section of Milnerton, where there are no service roads. Residents in Koeberg Road often had to construct high walls to minimise traffic noise and many have applied to Council for a change in land use.
- A significant feature along Koeberg Road is the **lack of landscaping and pedestrian shelter**. As discussed under Section 5, Koeberg Road is generally not a pedestrian friendly area, with little shelter from the elements, ill-defined walkways and few pedestrian crossings.
- **Barriers**, such as the wide railway reserve along Boundary/Sable Road and the road reserve of Koeberg Road, especially in the north, create a segregated area, which often emphasises the social differences between adjacent neighbourhoods. Historically, the wide road reserve was used as 'buffer' between the areas to the west and east of Koeberg Road.
- Large '**warehouse shed**' types of retail development with continuous, blank facades detract from the principles of activity spines
- **Inappropriate, space extensive uses** in the northern section of the corridor detract from achieving a compact, mixed-use, vibrant environment (typical of activity corridors).
- **Wide road reserve and low surrounding built form** inhibit an enclosed activity spine from developing.



Constraints Figure 20

10.0 Vision

Following on the background analysis, it is evident that Koeberg Road is still far from a corridor of the scale of Voortrekker Road or Main Road and may never mature to that level. Whereas the southern section could be considered in decline, as are sections of both Voortrekker and Main Road, the bulk of Koeberg Road offers opportunities for development that could make an important contribution to sustainable development at both a metropolitan and local level.

The nature of the corridor will continue to change over time as the demand for commercial, industrial and a variety of residential opportunities along the corridor grow (and sometimes shrink). The analysis of the local economy has indicated that the Koeberg Road corridor is well positioned to house a world class industrial area which could participate in the global economy. Such development would not only create new and much needed employment opportunities and economic growth in the area, but will benefit the whole of the CMA and the Western Cape. In addition the analysis has shown that the corridor could also support certain types of office development, which would assist in reducing the high level of commuting experienced in the study area.

It seems unlikely that higher order retail would settle along Koeberg Road in the foreseeable future. It should be accepted that shopping patterns have changed and that the Koeberg Road corridor, with its relatively small catchment population, is not able to compete with high order retail developments such as Century City. Instead the market has indicated that value type retail related to industry and warehousing, does well along Koeberg Road, especially to north. This type of retail is dependent on access by private motor vehicle. Furthermore one could anticipate some growth in lower order retail aimed at serving the needs of the resident population. In addition, it is recognised that in some areas, housing stock along Koeberg Road is very valuable and should be protected from uncoordinated land use changes. In other areas, market forces are already at work on redeveloping existing houses.

Thus Koeberg Road is not envisaged to develop into a continuous traditional high street which the activity corridor notion seeks to invoke. This is simply not achievable nor is it desirable. Instead the concept of an activity corridor should be applied to Koeberg Road at its broadest level, i.e. the intensification of a variety of development opportunities, along a route that provides access and exposure to these activities.

The management strategy should ensure that the variety of development opportunities offered by Koeberg Road is used optimally.

In particular it is envisaged that the Koeberg Road corridor could:

- become a world class service, industrial area, which offers employment opportunities to both the local and metropolitan population
- attract office development which exploits the area's good location (counter traffic flow) and views onto Table Mountain and the Rietvlei
- continue to house a broad spectrum of the population at a variety of densities,
- accommodate high density infill residential development, which will increase the catchment population of the area
- attract lower order retail and services to certain sections of the road, so as to serve the resident population and higher order value type retail to other areas, which would serve a wider catchment area.
- function as a high-order public transport corridor with dedicated facilities, enabling frequent services for both local and regional travel markets

11.0 Management Principles and Strategies

Section 11 sets out the principles and general strategies formulated to realise the vision for Koeberg Road. These have been categorised according to various themes, but compliment each other. The implementation of these principles and strategies will result in co-ordinated development along Koeberg Road.

11.1 Land Use Principles and Strategies

The land use principles are aimed at directing market investment in the Koeberg Road corridor that will stimulate the local economy. As set out in the vision, Koeberg Road will not attract high street type commercial development along its whole length. Instead a variety of intensified land uses, appropriate to the context of existing development and achievable in the market place, should be pursued.

11.1.1 *Enhance existing commercial nodes and promote economic activity where appropriate*

The existing nodes in Koeberg Road are located at intersections of important east-west routes. These nodes vary in scale and importance in relation to the importance of the east-west routes.

Through directing further commercial development to these nodes, pressure for the inappropriate redevelopment in established residential areas will be relieved and the strength of the nodes would not be diluted by piecemeal development along the route. The linking of Sable with Boundary Road could result in a powerful local node at this intersection, especially in the light of its direct link with Century City.

In the Brooklyn/Rugby area where a high street character exists on the western side of the road, it is envisaged that such linear development could be achieved across the road, on the eastern side, especially once dedicated public transport lanes have been introduced on Koeberg Road.

11.1.2 *Encourage a fine-grained mix of uses in selected "high street" areas*

A wide range of activities encourages a variety of users. This high level of user interaction adds to the vibrancy of the spine, and adds to the creation of a 'high street' character. The mix of uses, both along the road and also within buildings (i.e. horizontally and vertically) will result in access to a wider range of goods and services within the corridor, thus improving the quality of life for residents.

11.1.3 *Facilitate and regulate redevelopment in residential areas*

Through detailed planning and investment in infrastructure to ensure adequate access and parking, commercial development would be attracted to the above-mentioned nodes. Yet the pressure for lower order service type redevelopment in certain residential areas cannot be denied and should be addressed through guidelines for permitted activities, built form, access and parking provision, so as to minimise impacts on the surrounding residential neighbourhoods.

Along these sections of Koeberg Road, one row of appropriate business uses could in fact act as a 'buffer' between the residential properties at the back, and Koeberg Road, where the noise level is reported to be very high. At the same time, these lower order businesses could improve security during daytime, when many residents are away at work.

11.1.4 *Pursue appropriate higher density residential development in the corridor*

High density residential development, catering for a broad spectrum of the population, including low income communities, would not only address the need for social housing but would also assist in achieving a more efficient city form and required thresholds to support commercial activity and public transport services. A number of strategic vacant land parcels in public/semi-public ownership could be considered for such housing projects.

11.2 Transport Principles and Strategies

11.2.1 Provide for and integrate public transport infrastructure with land use management

The introduction of dedicated public transport lanes forms part of this planning project and is discussed in detail in the transport report. Two types of public transport lanes were identified and evaluated, i.e. kerbside lanes and median lanes. On balance the median lanes were found to offer greater advantages with respect to public transport and normal traffic operations, access and parking considerations. The median lane option was therefore selected as the preferred alternative. Dedicated rights of way for buses/minibus taxis would not only serve the large number of people dependent on public transport as the only means of gaining access to employment opportunities, but also provide a convenient alternative to private car travel. The strategic placing of bus stops, taxi stops and termini will also promote nodal development.

11.2.2 Reconstruct the cross-section of Koeberg Road

The cross-section of Koeberg Road varies greatly along its length. The road is pedestrian unfriendly and in some areas the lack of parking, access points, etc. prohibits the exploitation of development opportunities offered by a location along Koeberg Road. The cross section will require reconstruction not only to allow for dedicated public transport lanes but also to provide appropriate access and parking which could realise the many and varied development opportunities along this road. **Figures 21 to 24** illustrate the implications of redevelopment and expropriation (where necessary) and indicate the road edges that can be re-utilised to minimise construction costs.

11.2.3 Manage and improve vehicular access and parking

Determine and manage access points along Koeberg Road so as to achieve the optimal balance between mobility and accessibility along the road. If the Koeberg Road corridor is to include a world class industrial area, the mobility function of the road should not be undermined.

In this regard, the many direct access points to the south of the Milnerton CBD could be reduced, so as to limit intersection conflicts, protect residential areas from intrusion by non-residential traffic, and encourage nodal development.

Service roads, as found in the northern section of Milnerton Proper, consolidate access driveways and provide parking for residents and customers with minimum side friction, and have also been proven to mitigate the unpleasant effects of high traffic volumes. Research in the USA has revealed that multiple roadway 'boulevards' (streets with centre lanes for through traffic and local access lanes, separated from the centre lanes by landscaped walkways), carrying very high traffic volumes were rated by residents to be 'more liveable' than neighbouring, conventionally designed streets with medium traffic volumes (Bosselman, Macdonald, 1999).

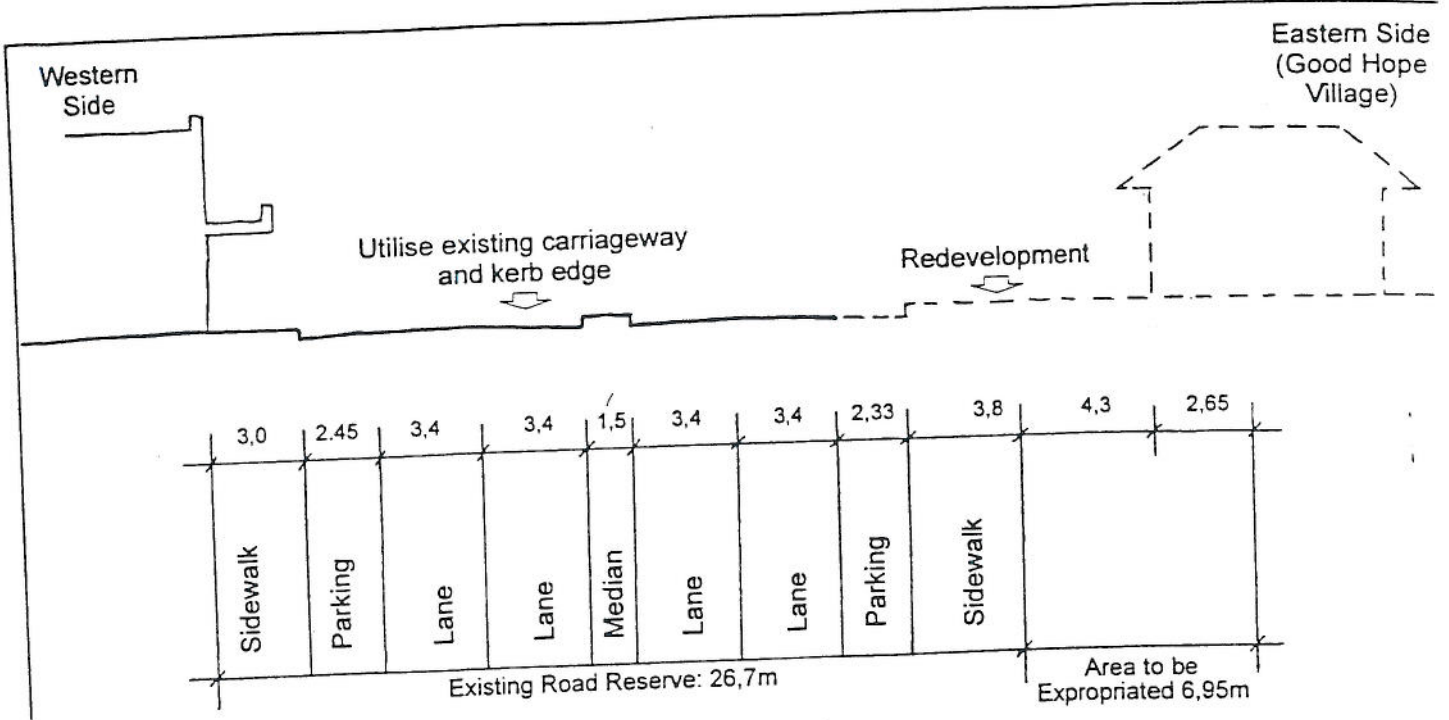
New service roads should ideally permit more frequent access than the existing ones in Milnerton Proper. Long, continuous service roads with no access off Koeberg Road should be avoided, for they could create an introverted residential neighbourhood, promote vehicular speeding and detract from the characteristics of an activity spine. Frequent left-in and left-out slip roads are therefore proposed for new service roads.

Developers regard sufficient and accessible parking as critical to successful commercial development. However the resultant built form is often pedestrian unfriendly and of an inappropriate scale lacking in urbanity. This is evident at developments such as the Trade Centre in the corridor.

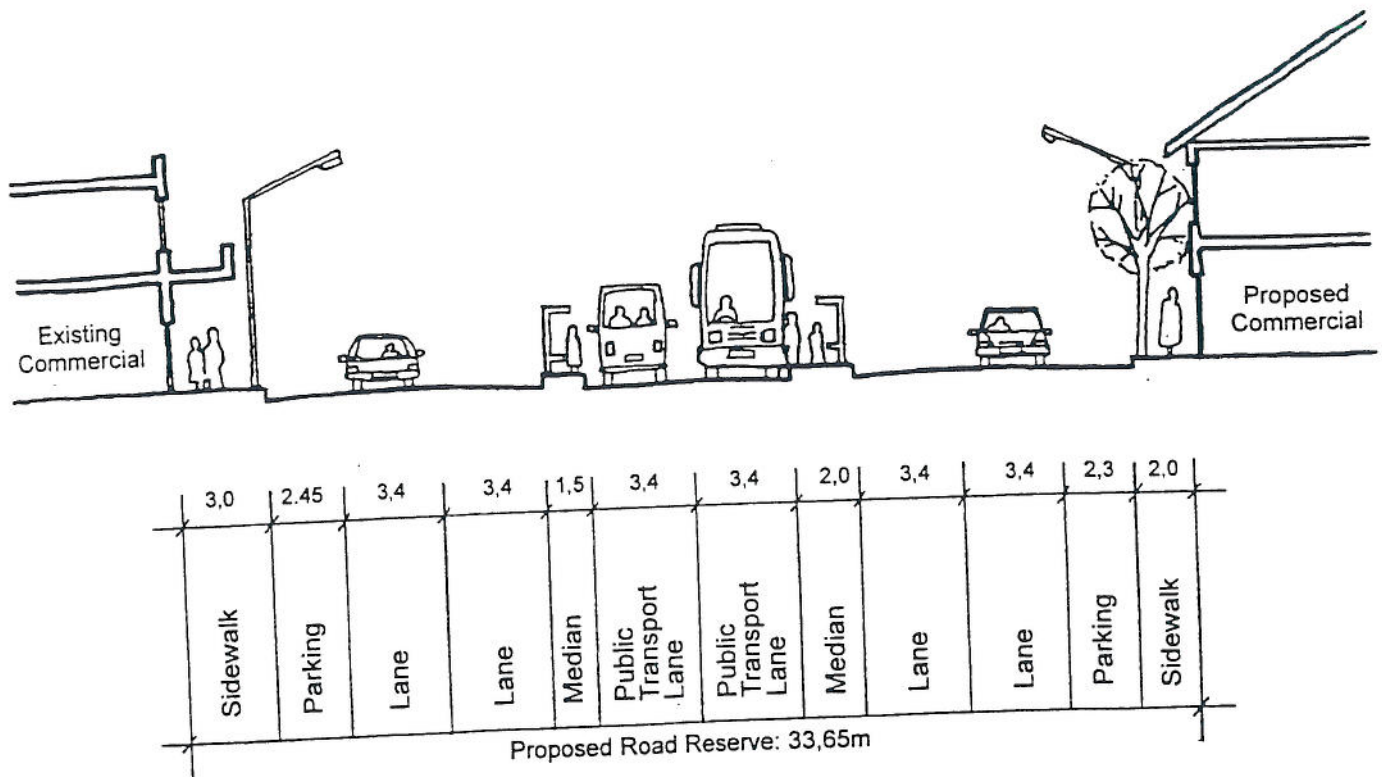
The need to provide access by private motor vehicle to development along Koeberg Road cannot be ignored and it is one of the most important challenges of this management plan to achieve intensified urban development whilst providing such access. In addition, the need to balance the mobility and access function of Koeberg Road also has to be considered.

The transport principles guiding the Koeberg Road Management Strategy with respect to traffic operations, parking provision and access management are as follows:

- Maximise people movement along the corridor through the provision of public transport lanes
- Provide acceptable levels of service for traffic operations along the corridor for all modes of transport
- Minimise disruption of the built environment by fitting public transport lanes within the existing road reserve and utilising existing road edges, where possible



EXISTING CROSS-SECTION: SECTION TO POOLE STREET



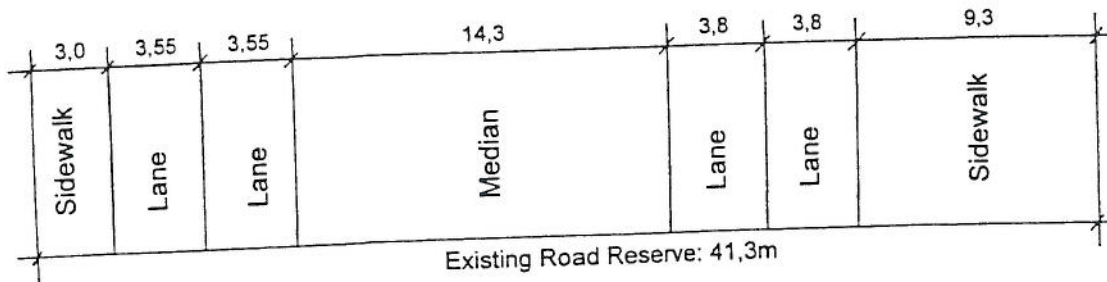
PROPOSED CROSS-SECTION: SECTION TO POOLE STREET

Western Side
(Milnerton)

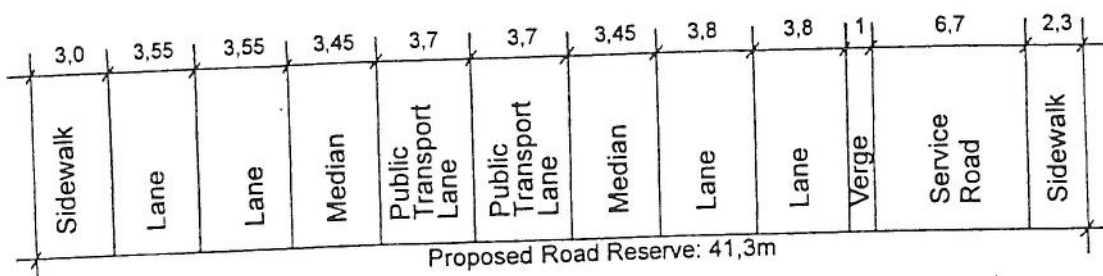
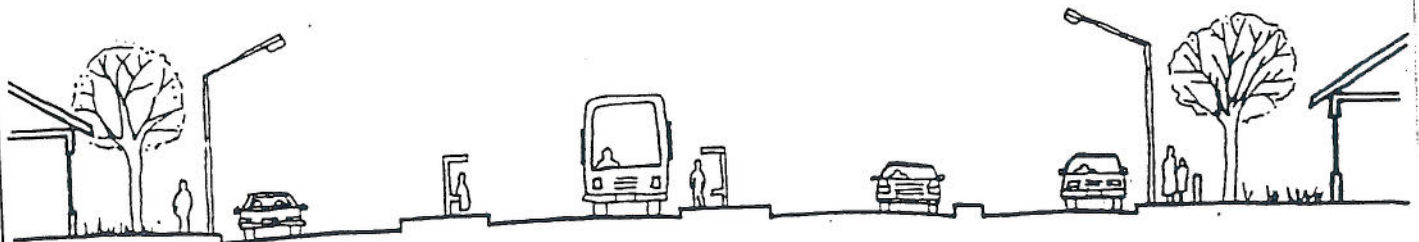
Eastern Side
(Tijgerhof)

Utilise existing carriageway
and kerb edge

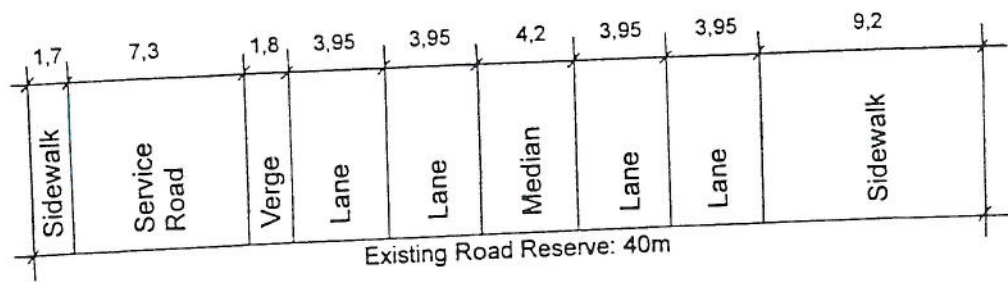
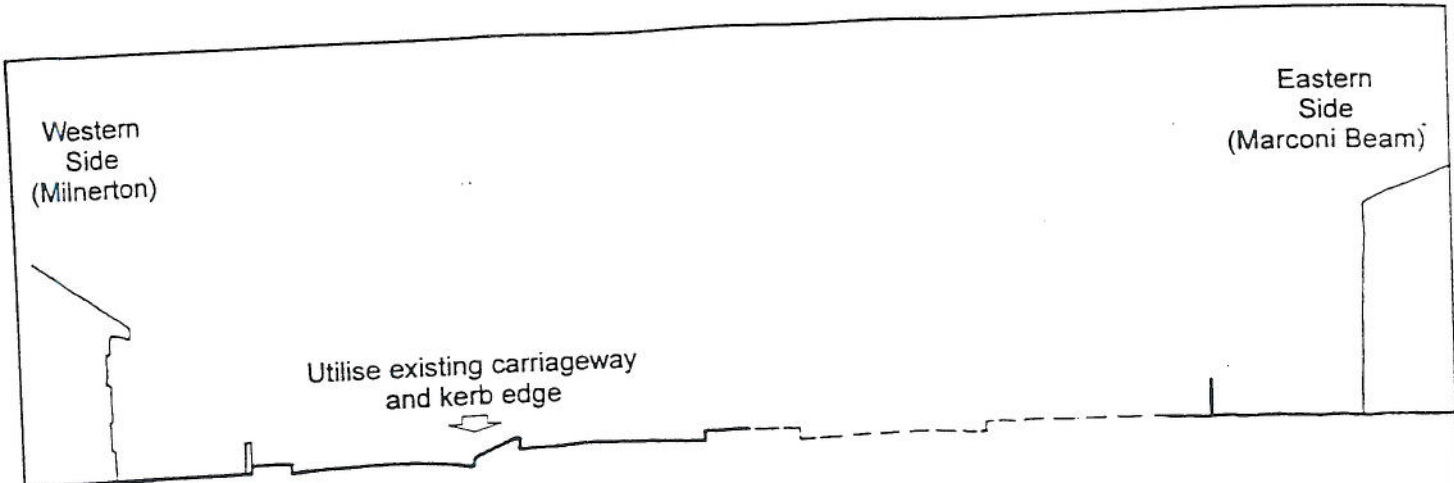
Utilise existing carriageway
and kerb edge



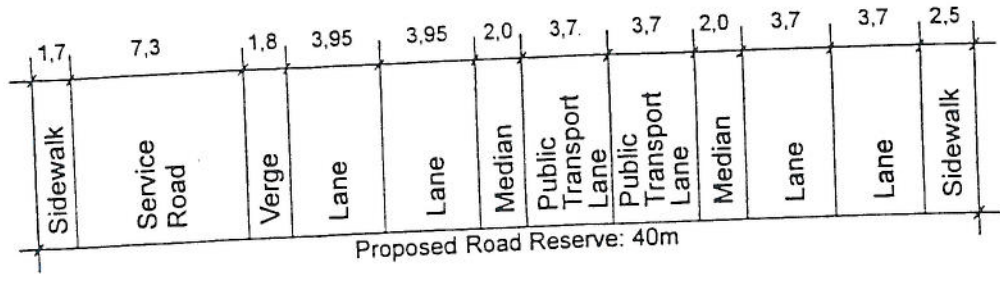
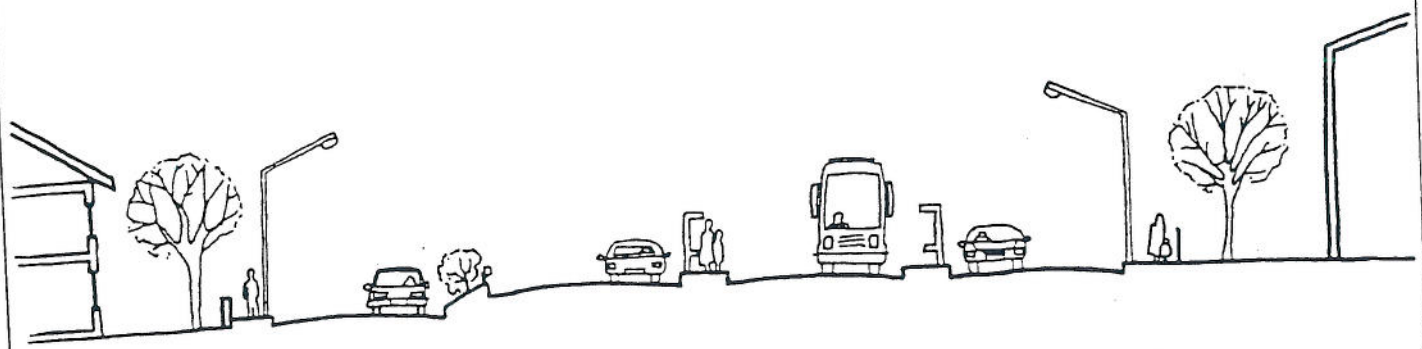
EXISTING CROSS-SECTION: BOUNDARY TO GALTON ROAD



PROPOSED CROSS-SECTION: BOUNDARY TO GALTON ROAD

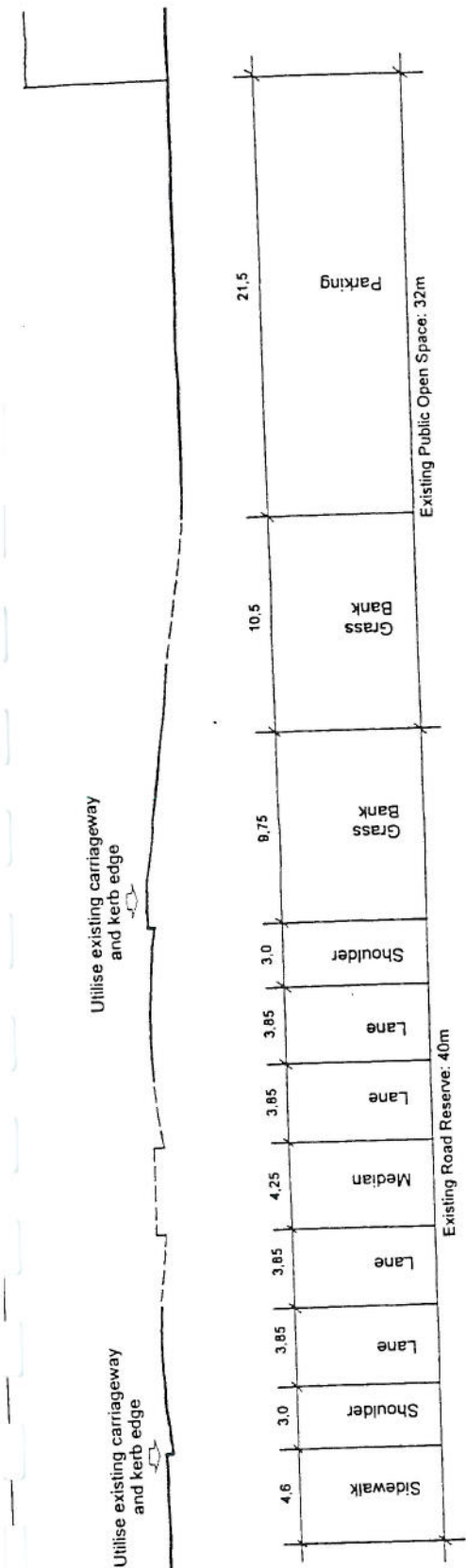


EXISTING CROSS-SECTION: LOXTON TO RACECOURSE ROAD

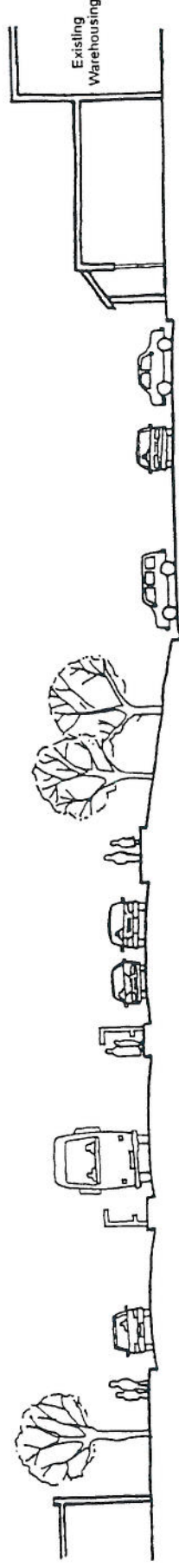


PROPOSED CROSS-SECTION: LOXTON TO RACECOURSE ROAD

Side
(Montague
Gardens)



EXISTING CROSS-SECTION: RACECOURSE ROAD TO MONTAGUE DRIVE



PROPOSED CROSS-SECTION: RACECOURSE ROAD TO MONTAGUE DRIVE

Schematic Cross-Section :
Milnerton North/Montague Gardens

- Allow on-street parking where necessary, especially at nodes and in Rugby and Brooklyn where off-street parking is not always achievable. Such parking is achievable within the proposed cross-section of the road.
- Insist on on-site parking for redevelopment in residential areas
- Introduce service roads where possible.
- Negotiate with developers of vacant land to achieve an acceptable built form
- Rationalise access points in accordance with Road Access Policy guidelines
- Close selected median breaks taking into account the provision of public transport lanes

11.3 Urban Design Principles

At present, the built form and public realm along Koeberg Road is largely unattractive and out of scale. Large sections of the road have a suburban feel as opposed to the dense urban character associated with activity corridors. However as stated before, it is both unlikely and undesirable for a high street character to be imposed along the length of Koeberg Road – the role and nature of this corridor would simply not support such a built form.

The introduction of dedicated public transport lanes along Koeberg Road would provide the opportunity to improve the public realm, however care should be taken that time and resources are spent where it would achieve a noticeable improvement in the environment for the local community.

11.3.1 *Create human-scale pedestrian-friendly environments where appropriate*

In conjunction with land-use principles, investment in the public realm should be focused on the important nodes and also in the Brooklyn/Rugby area, where a high street character exists. In these areas, efforts should be made to provide safe and attractive pedestrian crossings in conjunction with public transport stops. Multi-storey, mixed-use buildings should be encouraged in these areas, as they create activity and a sense of enclosure and urbanity. No large parking areas on Koeberg Road itself should be allowed in these areas.

11.3.2 *Encourage a sustainable/adaptable built form*

Robust, outward facing built form typologies (3-4 stories in height, 13m in width and 50m core centre spacings) cater for a wide range of users over time. Developments of this nature are more efficient and adaptable, and during the process of land use change, the disruption/impact on surrounding communities is therefore minimised. Such built form would be particularly appropriate in the south.

11.3.3 *Improve the image of Koeberg Road through landscaping and design measures*

The planned reconstruction of the cross section of Koeberg Road will provide the ideal opportunity to improve the image of the Koeberg Road along its whole length. Tree planting and detailed design of the whole road reserve, also in areas of high mobility, should be introduced. It is believed that such intervention would greatly assist in restoring investor confidence in the area, in the development of both a world class industrial corridor and a revived commercial and residential market.

11.4 Economic Development Strategies

In order for the Management Strategy to achieve its objectives, a feasible economic strategy is needed to kick-start the growth of the corridor. Certain over-arching strategies are listed below:

11.4.1 *Business Improvement Districts (BIDs)*

This component of the American 'Main Street Revitalisation' programme proposes the management of city streets as cohesive business districts, similar to shopping centres, where the responsibility for maintenance and security is shared between the shop owners and the local authority. In an environment where crime and grime is causing an exodus to convenient and secure shopping malls, BIDs are essential for the survival of city streets as places of trade.

11.4.2 Release strategic land for development

Blaauwberg Municipality is currently in the process of releasing several vacant sites located within the Koeberg Road spine for development. Apart from the much needed community facilities that are being planned, the Municipality should also consider the alienation of sites that have potential for commercial uses to private developers. The conditions of these proposal calls could ensure an appropriate built form and use, while the revenue generated by the sale could be utilised to cross-subsidise community projects.

11.4.3 Addressing traffic problems

Congested traffic flow conditions need to be addressed by means of resolving bottlenecks such as Koeberg Interchange, rationalisation of access points, provision of new signals at selected intersections, and improved geometries and signal timing at problem intersections.

11.4.4 Actively pursue and support major redevelopment opportunities such as Ysterplaat and Milnerton Racecourse

Precedent has shown that major nodes, such as Tyger Valley Centre could act as catalysts for the development of a corridor. Blaauwberg Municipality should therefore adopt a facilitative approach towards large-scale projects, such as the mixed-use redevelopment of the Racecourse and the possible future commercialisation of Ysterplaat Aerodrome.

11.5 Residential Development Strategies

There are a number of well-established residential areas within the Koeberg Road corridor. However, the background analysis has revealed that the catchment population of the corridor is in fact small and densities are generally much lower than suggested along corridors. The residential development strategies should aim to increase these densities in an effort to improve the viability of the corridor and to address the housing backlog in the CMA.

11.5.1 Release appropriate public land in the corridor for residential development

Blaauwberg Municipality, as well as other authorities owns some parcels of land within the corridor that would be suitable for high density residential development. These should be released with appropriate guidelines and requirements attached to their release.

11.5.2 Undertake demonstration projects

It would seem that the housing market in the corridor is highly precarious. In the south in particular the market is highly price-sensitive and it is unlikely that the private sector would be interested in undertaking projects in this area. Thus the Housing Association of Blaauwberg should take the initiative to form partnerships with appropriate players such as Communicare and undertake pilot projects, which demonstrates that high density housing could be both affordable and desirable.

The reconstruction of Koeberg Road to accommodate public transport lanes will result in the loss of some housing stock along Koeberg Road. These could be replaced by higher density housing development on the land that would become available as a result of the reconstruction.

11.5.3 Award incentives to developers who develop housing at high densities

The MSDF promotes high-density development, because it results in a more efficient urban form, which utilises existing infrastructure optimally. However the market for high-density residential developments seems to be limited. In addition the public seems generally opposed to high-density infill development as it is perceived to impact on surrounding property values, despite the fact that research has shown that it is the quality of the design that will determine such impact. Thus it is proposed that, should Blaauwberg be serious about implementing the principles of the MSDF, developers who are prepared to develop at above average densities, say 30dus/ha+, are rewarded through a reduction in contribution levies. This reward would be in line with the notion that higher densities use infrastructure optimally.

12.0 Spatial Framework

This section outlines the spatial implementation of the management principles and strategies set out in Section 11. **Figure 25** illustrates how the main management strategies and principles translate into an overall Spatial Framework for the study area. The structuring elements of the Spatial Framework are:

- Existing and proposed nodes, where a high intensity of commercial and residential uses should be promoted.
- Existing and future industrial and warehousing areas, offering world class goods and services, including logistics.
- Major projects in the corridor that would serve as catalysts for local economic growth.
- Transport proposals, including dedicated public transport lanes, new road links, extensions and upgrades to intersections and interchanges.
- Areas along the corridor where redevelopment of lower order non-residential activities should be permitted.
- Residential areas where no business intrusion will be allowed.
- Areas where high-density residential development should be pursued.

Following on the overall spatial framework plan, the study area has been divided into a number of precincts (see **Figure 26**). The detailed application of the management principles and strategies as they apply to the various precincts are discussed below. The results are illustrated on the accompanying precinct plans. These plans are intended to guide both developers to development opportunities and the local authority on how to view development applications.

12.1 Maitland

The Maitland precinct currently falls outside the Blaauwberg Municipal area and detailed planning for this area has been undertaken by the Cape Town City Council. As this planning policy, the Maitland Local Area Plan, has been agreed to with the public, the Koeberg Road study has to a large extent adopted the results of this exercise.

12.1.1 Protect residential integrity

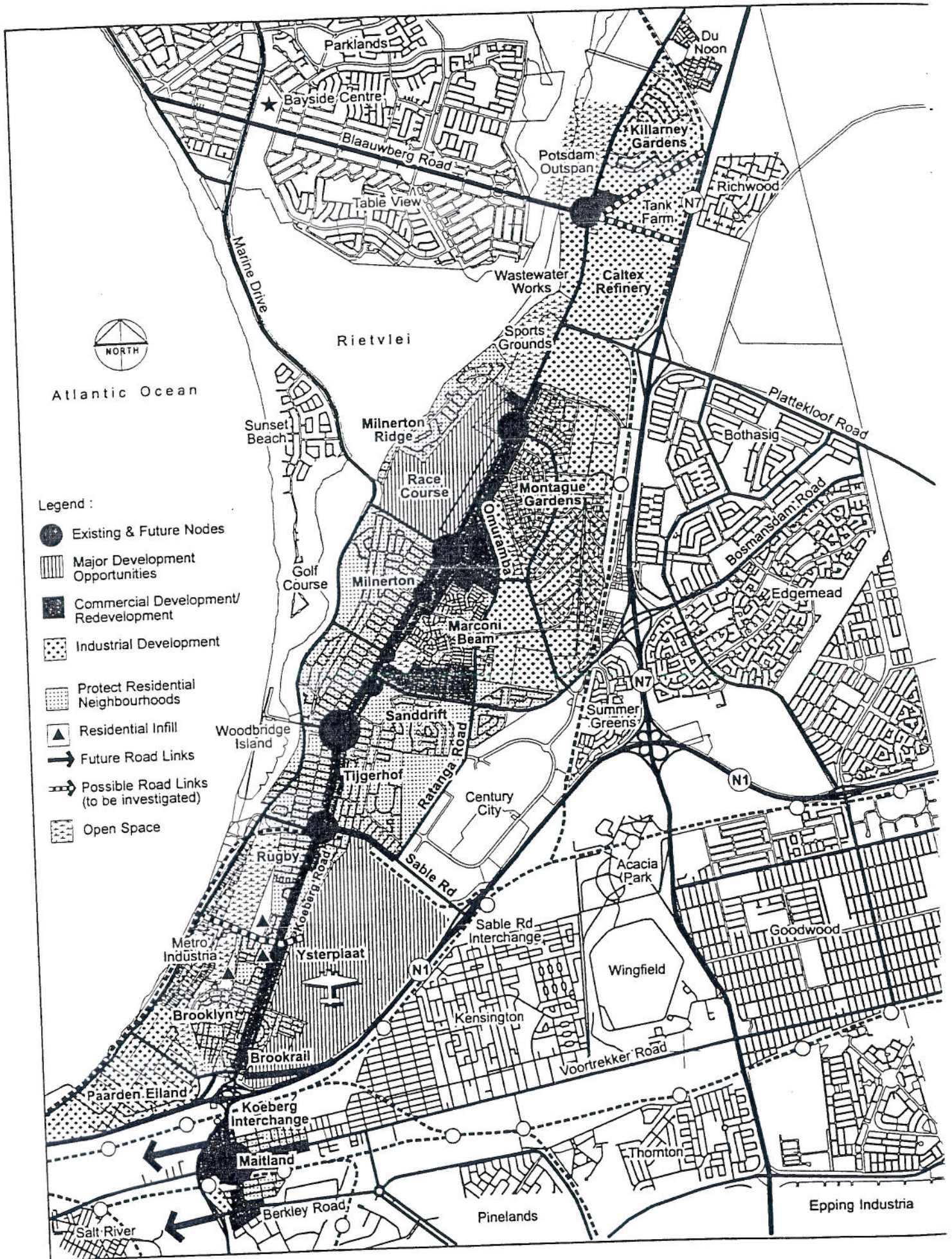
One of the main objectives of the Maitland Local Area Plan was the prevention of business encroachment and traffic intrusion into viable residential areas. The report identified areas for residential protection where rezoning, consent and land use departure applications should be refused (see **Figure 6** of the Background and Analysis Report). At the same time Council is tasked with combating the establishment of illegal uses in residential neighbourhoods, monitoring non-conforming uses and ensuring that home industries comply with the provisions of Section 22 of the Cape Town Zoning Scheme, which lists a number of low impact professions, arts and trades that may be undertaken from part of a dwelling house or outbuilding. Other activities would require the consent of Council and the conditions under which these activities may be permitted, is listed in the zoning scheme (section 22).

12.1.2 Concentrate commercial uses in appropriate areas

Areas where the development of non-residential uses should be permitted were identified in the Maitland Local Area Plan (see **Figure 6**). These proposals should be implemented subject to the Use Intensity Guidelines and Development Guidelines relating to interface situations. The high intensity uses should be concentrated along the main roads (Koeberg Road/Cannon Street, Voortrekker Road and Berkley Road) while medium intensity uses should be located at the interface of the existing activity spines and the residential precincts.

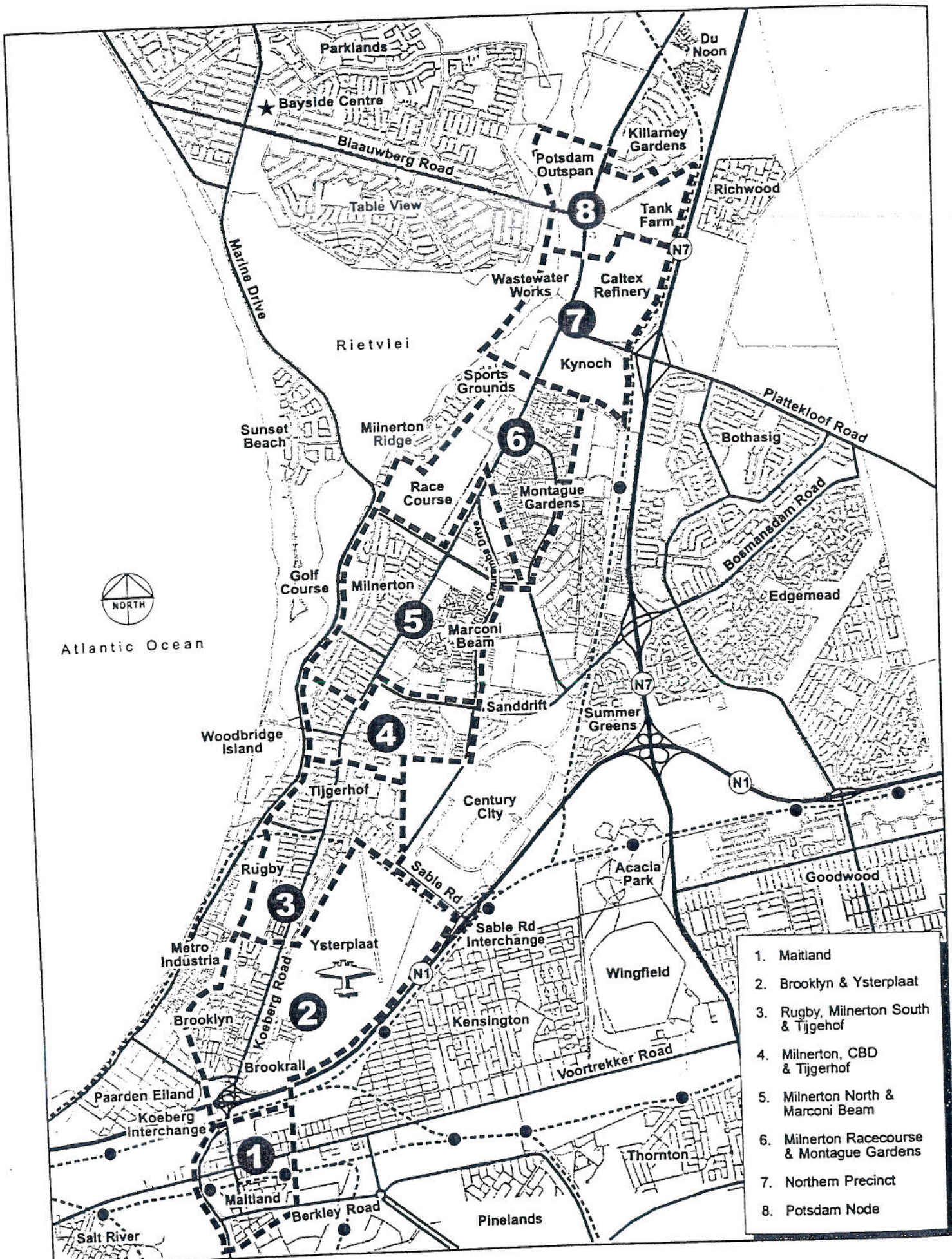
12.1.3 Release strategic sites for commercial development

Strategic sites in Council ownership that are currently under-utilised include *Problem Area 1*, located at the intersection of Voortrekker Road and Koeberg Road/Cannon Street, and *Problem Area 2*, located at Koeberg Road Station. These sites could be released for private commercial development, subject to Council's requirements, which include appropriate building façade design, landscaping and adequate on-site parking provision. *Problem Area 2* has very good access to the site from Voortrekker Road via Camp Road. The existing signalised pedestrian crossing on Voortrekker Road just to the east of Camp Road can be adapted to provide a full signalised intersection.



architects & planners

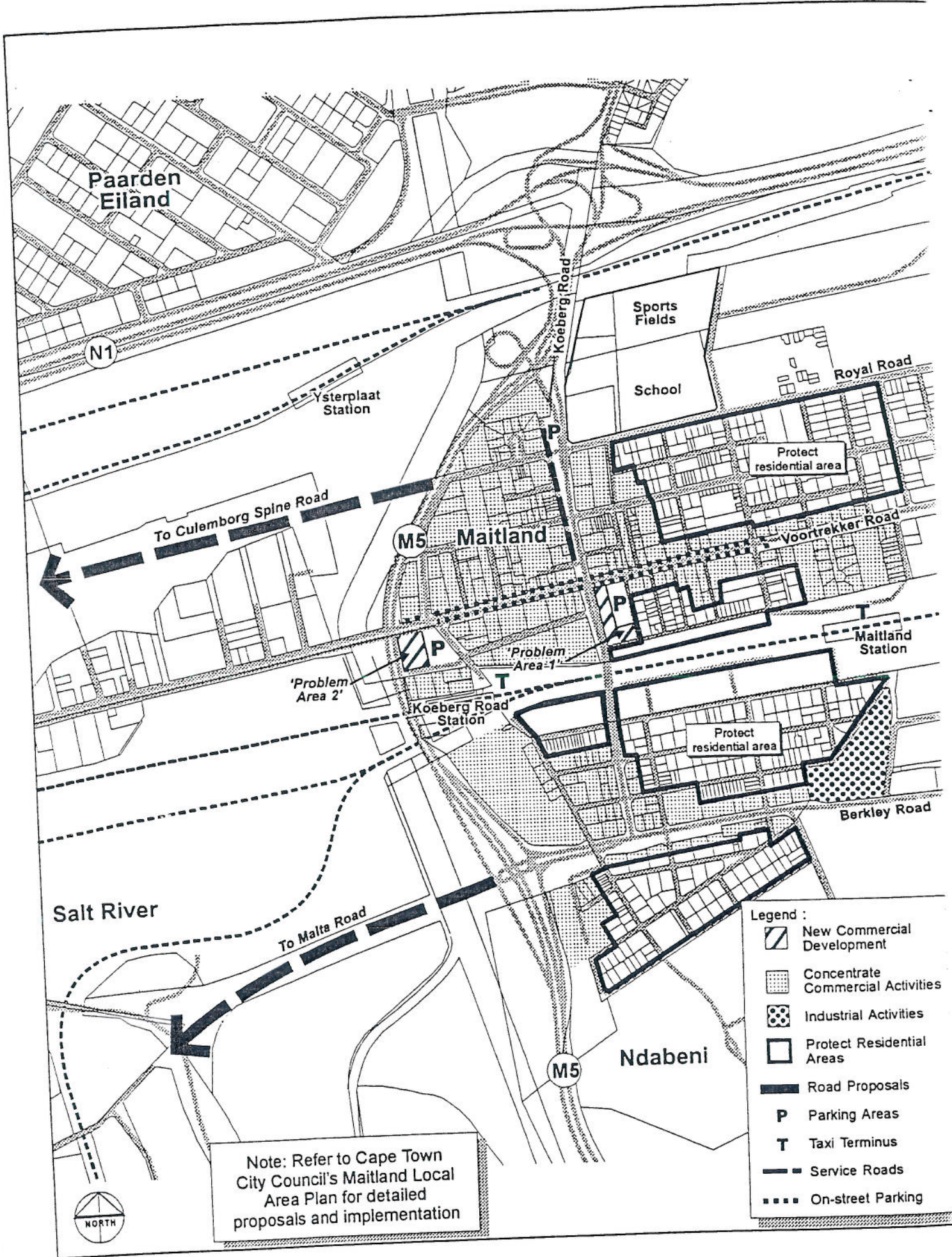
spatial Framework Figure 25



1. Maitland
2. Brooklyn & Ysterplaat
3. Rugby, Milnerton South & Tijgerhof
4. Milnerton, CBD & Tijgerhof
5. Milnerton North & Marconi Beam
6. Milnerton Racecourse & Montague Gardens
7. Northern Precinct
8. Potsdam Node



planning Precincts Figure 26



Note: Refer to Cape Town City Council's Maitland Local Area Plan for detailed proposals and implementation

- Legend :
- New Commercial Development
 - Concentrate Commercial Activities
 - Industrial Activities
 - Protect Residential Areas
 - Road Proposals
 - Parking Areas
 - Taxi Terminus
 - Service Roads
 - On-street Parking

Problem Area 1 however, has somewhat limiting access characteristics. Access to and from the site from Voortrekker Road is only possible via Dublin Street, 60m to the east of Koeberg Road/Cannon Street. The close spacing of the Voortrekker Road/Dublin Street intersection to Koeberg Road/Cannon Street is sub-standard, and will allow only restricted development on the site.

12.1.4 Maximise opportunities offered by transport interchanges

At the above-mentioned *Problem area 2*, a public parking area, 8 000m² in extent is located between Voortrekker Road and Koeberg Road Station. This site should take advantage of its strategic location and a portion should be released for private commercial development with sufficient, well landscaped, on-site parking.

The taxi termini at Koeberg Road Station and Maitland Station have recently been upgraded. These modal interchanges serve as important transfer points between rail and taxis, especially for people from the south east of the CMA who are employed in Paardeneiland, Killarney Gardens, Montague Gardens and Marconi Beam.

In addition the Cape Town Municipality should allow regulated informal trading at the bus and taxi termini in the area. In this way the users of public transport would be served conveniently and opportunities would be created for people to an income as traders.

12.1.5 Reinforce the hierarchy of roads

A clear road structure enhances the legibility of an area. The future eastward extension of Berkley Road to Malta Road, and of Royal Road to Culemborg Spine Road would strengthen their role as regional distributors and public transport routes. The concentrated routing of traffic along these routes, as well as the existing Koeberg/Cannon and Voortrekker Roads will protect the non-continuous, local access roads, such as Coronation Road, from through traffic.

In Maitland, four traffic lanes can be accommodated within the existing carriageways of Koeberg Road and could be marked as such.

12.2 Brooklyn/Ysterplaat

The Brooklyn/Rugby/Ysterplaat area is currently in decline and Blaauwberg Municipality has undertaken an Urban Renewal Project to address the socio-economic problems faced by this community. This project runs concurrent to the Management Strategy and the two studies inform each other.

12.2.1 Dedicated Public Transport Lanes

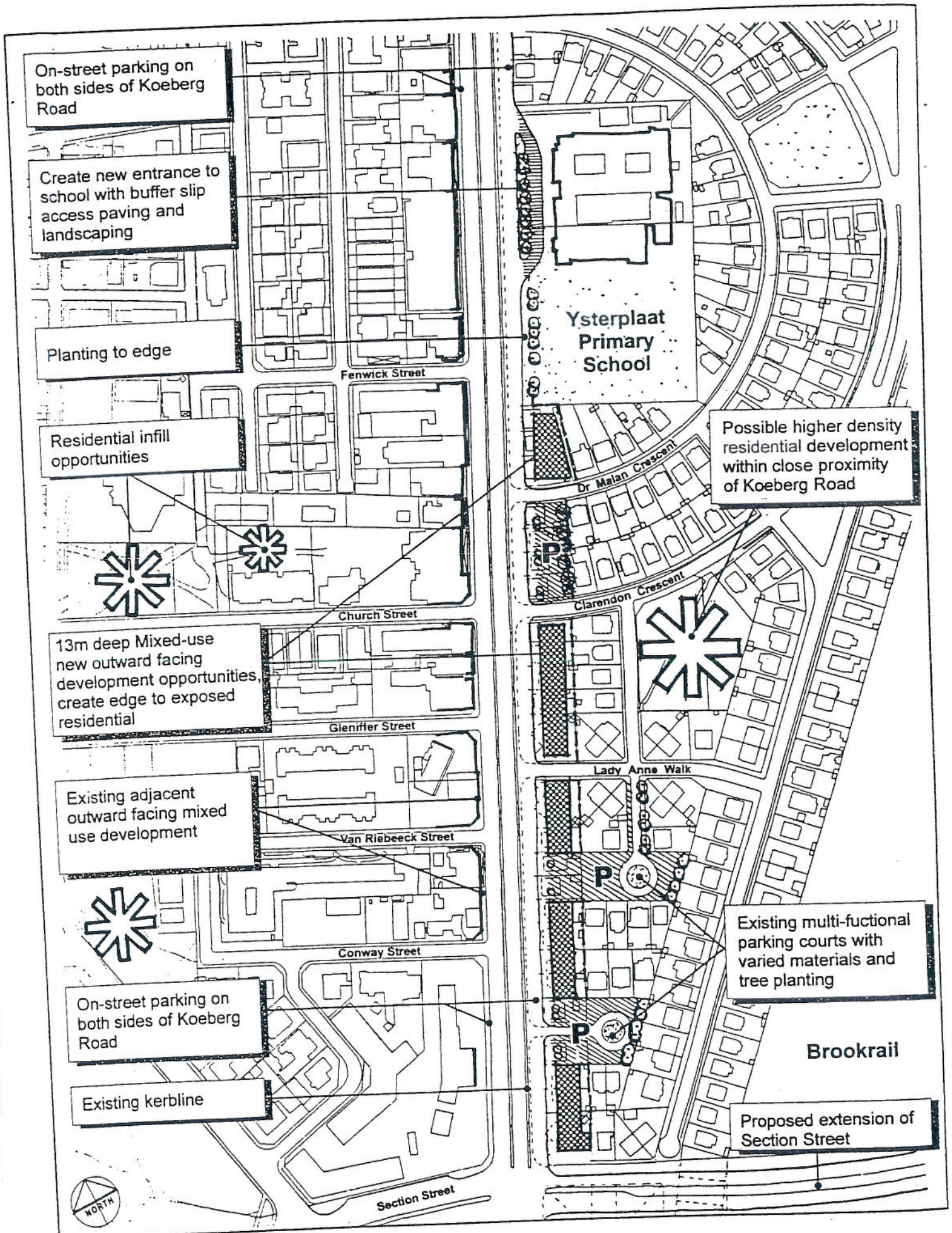
The existing cross-section of Koeberg Road in the Brooklyn area, between Section Street and Poole Street, ranges from \pm 26m to 29m. The minimum cross-section required to accommodate the public transport lanes along this section is 34m, including on-street parking bays on both sides of the road, and sidewalks.

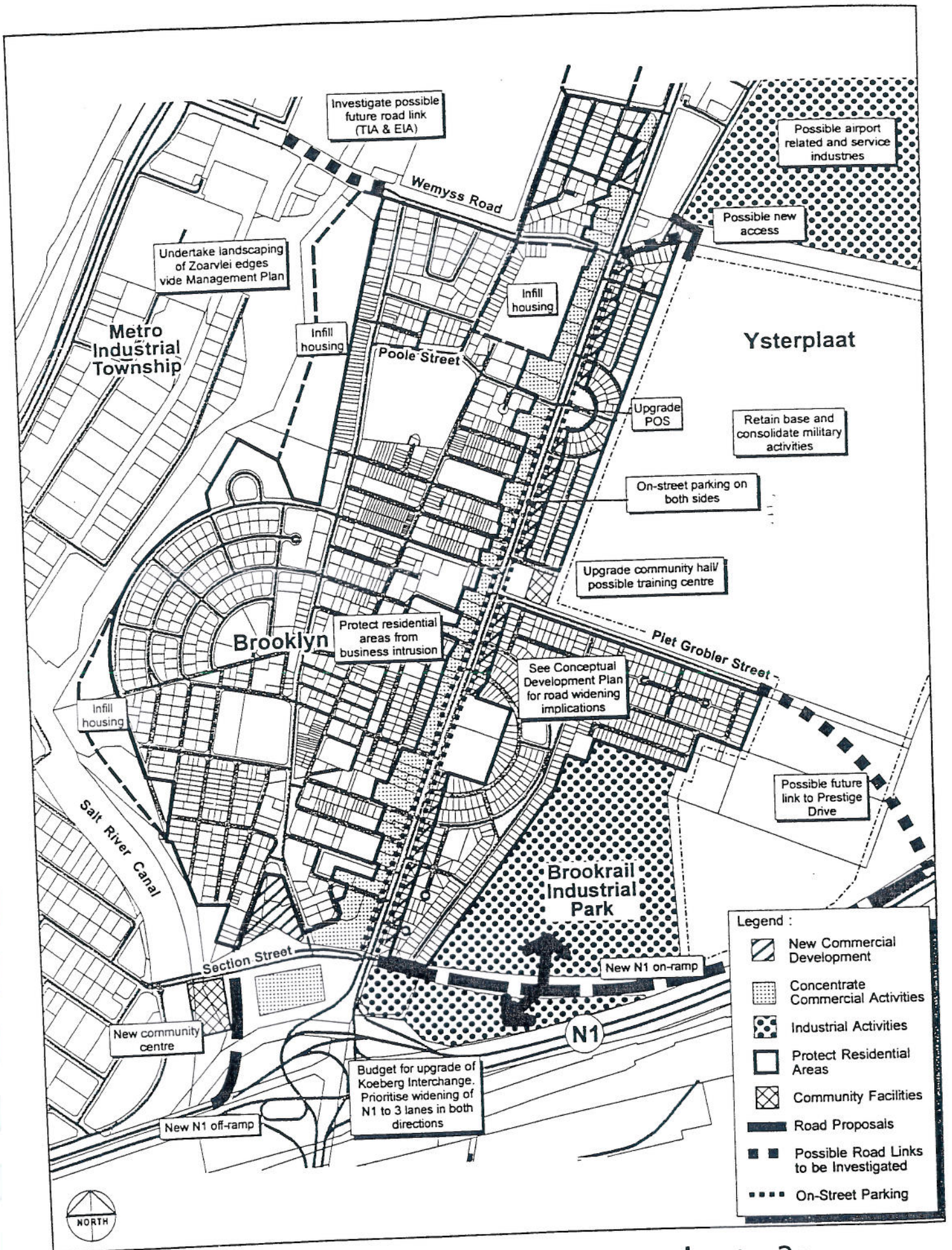
The introduction of dedicated public transport lanes in Koeberg Road will have a far-reaching effect on the area once implemented. These lanes, in their final form, will result in the expropriation of between 5 and 8m of the fronting properties along the eastern side of Koeberg Road, and first row of buildings will need to be demolished. As a result of this, major redevelopment opportunities will be created. Whereas property owners may be apprehensive at the thought of losing their property, it should be borne in mind that these owners will be compensated for their loss at market value and this compensation could provide the means for people to re-establish themselves in better conditions.

Figure 28 illustrates a possible redevelopment option along a section of the road. In order to create viable businesses, the remaining portions of the expropriated erven should ideally be consolidated to form larger plots, with off-street parking areas distributed at regular intervals.

12.2.2 Rationalisation of Access

At present, traffic along Koeberg Road in the Brooklyn area is negatively affected not only by Koeberg Interchange, but also by the large number of closely spaced side street and driveway access points along the road, and the associated median breaks.





The establishment of median public transport lanes along Koeberg Road will require the closure of most of the existing median breaks at unsignalised intersections. Some of the median breaks could however be retained at critical (unsignalised) intersections, and will require special treatment. Median break closures will cause a diversion of traffic along local streets to roads intersecting with Koeberg Road, at which median breaks are retained.

The spacings of side streets and driveways in the Brooklyn area generally do not conform to the recommended guidelines contained in the draft Road Access Policy. This study however does not propose the closure of side streets at this stage, which will require a more detailed investigation of local traffic circulation patterns in the area, and the impact that street closures will have on such patterns.

Wemyss Road functions as an important link to Kings Road (parallel to Koeberg Road to the west), that is used by motorists to access Paarden Eiland via Section Street. Kings Road is also used as a relief road to bypass the southern section of Koeberg Road, which is often congested during peak periods. In view of the need to facilitate access onto Koeberg Road, especially following median break closures, it is proposed to signalise the Koeberg Road/Wemyss Road intersection. This proposal also fits in with the option to extend Wemyss Road westward to Marine Drive (See Section 12.3.3).

It should however be noted that there is likely to be an increase in traffic along Kings Road following the implementation of this proposal (traffic calming measures in existence?)

12.2.3 Introduce BID concept

One of the strategies to curb the downward spiral of economic decline in urban areas is the collective management of the area as a Business Improvement District (BID). Such an improvement district should be initiated in the Brooklyn/Rugby/Ysterplaat area under the auspices of the Community Forum established as part of the Urban Renewal Project, with its main objective the improvement of the image of the area. This initiative should be undertaken in partnership with the Blaauwberg Municipality and should in particular focus on improving shop fronts, and landscaping and design of the public areas.

12.2.4 Pursue high-density residential development

The need to increase residential densities in the Koeberg Road corridor has been set out in section 11 of this report. There is a limited amount of strategic land suitable for residential infill development in the Brooklyn/Rugby area, owned by Blaauwberg Municipality (see Figure 29). It is imperative that these sites are reserved for housing and not lost to other land uses. This land could be used for state assisted housing, in particular to assist those who may be displaced by the reconstruction of Koeberg Road. Whereas most of this land will become available along Koeberg Road as a result of the reconstruction. Whereas most of this land would be more suited to commercial development, certain parcels have been earmarked for residential development (see Figures 29 and 31). In order to achieve higher densities, such projects will have to be undertaken through partnerships between the Housing Association of Blaauwberg, the Blaauwberg Municipality and organisations such as Communicare, and possibly commercial developers.

In addition, incentives, such as rebates on development contributions should be offered to developers for dedicating a portion of the building, either above shops/offices or at the back, to residential units.

There is also potential for the redevelopment of land in existing low-density residential areas to accommodate market driven high-density housing. Once the image of Koeberg Road in the south has improved the market may be attracted by Koeberg Road's proximity to Cape Town, the convenience provided by an improved public transport system and views onto Table Mountain. Such development would stimulate local business development as more disposable income flows into the area. This area has however played a historic role in the provision of social housing in Cape Town and large-scale gentrification at the cost of social housing should be resisted, as it would lead to the displacement of the urban poor.

12.2.5 Allow commercial redevelopment along Koeberg Road

Figure 29 indicates the areas along Koeberg Road where the redevelopment of existing residential sites to accommodate high intensity commercial and community activities that are not detrimental to these predominantly residential areas, should be allowed in the Brooklyn/Ysterplaat precinct. In essence redevelopment will be allowed along the entire length of Koeberg Road from Section Street to Boundary

Road. Figures 21 and 28 illustrate how such redevelopment could be achieved once the public transport lanes are constructed.

As the planned reconstruction of Koeberg Road will require some land-take on the eastern side of the road, no new construction may be allowed on the land that will be required. Any new building should be set back at least 5m from the eastern erf boundary and this should be stipulated as a condition of any application to accommodate land use changes. Where owners intend to use existing buildings for non-residential uses, only temporary departures should be allowed.

12.2.6 Allow subsidiary uses in areas away from the spine

Subsidiary uses permit residents to use part of their dwellings for low impact professions, arts, crafts and services. Blaauwberg's *Draft Policy on Non-Residential Uses in Residential Areas* promotes a more facilitative response to applications in areas of higher unemployment and lower income. The policy document, as well as the Cape Town Zoning Scheme includes conditions under which such uses may be allowed. Once finalised, this policy should be implemented.

12.2.7 Pursue the commercialisation/redevelopment of Ysterplaat Air Force Base

The Ysterplaat Air Force Base offers a major opportunity for commercialisation and/or redevelopment that could benefit the local economy greatly, both in terms of job creation and commercial opportunities. The air force does not use the base to its full capacity, but does regard it as an important facility. Blaauwberg Municipality should investigate the possible shared use of the airport to accommodate commercial flights. The length of the runway does not allow for large commercial passenger airliners, but can accommodate certain airfreight carriers, Lear jets and light aircraft which are typically used for domestic flights. Expanding the aviation operations to commercial domestic flights could relieve pressure on Cape Town International and serve as the nearest runway to Cape Town CBD, Century City and Milnerton Racecourse. Special events such as airshows should be encouraged as they create immense commercial opportunities and exposes Brooklyn/Ysterplaat to visitors who would otherwise not have visited the area.

The spin-offs of commercial air traffic could include the establishment of airport-related industries and storage facilities at Ysterplaat, which could benefit the suburbs of Brooklyn, Rugby and Tijingerhof and have a symbiotic relationship with the planned Brookrail industries. The housing component could be consolidated in the south-west and the airforce could retain a high security area retained for their operations.

Even though the nature of the additional air traffic is not anticipated to cause a major disturbance to surrounding residents, the likely noise levels should be investigated by the South African Bureau of Standards and closely monitored.

Alternatively, should this option not prove viable the possibility of redeveloping the whole site should be investigated (note that there is a reversal clause in the title deed should the land cease to be used as an aerodrome). Such development should include both light industrial/service components and residential development.

12.2.8 Facilitate the planned Brookrail development

The approved Brookrail light industrial park could benefit the residents of Brooklyn, where employment opportunities are currently limited, and thus the Blaauwberg Municipality should assist the landowners to realise the development. In the event of Ysterplaat's commercialisation, the two developments could have a symbiotic relationship. The proposed extension of Section Street to link with the proposed Prestige Drive Interchange is a prerequisite for the Brookrail development (See Section 7.3).

The original conditions of approval, including landscaping and restrictions on high impact activities should be enforced to ensure an acceptable view from the N1 and create a gateway to the north.

12.2.9 Prioritise the upgrade of the Koeberg Interchange

The current inefficiency of the N1 Koeberg Interchange, which is aggravated by the low level of performance of the Section Street intersection on Koeberg Road, has been identified as a major bottleneck, inhibiting investment in the Koeberg Road area and also the Cape Town CBD. At this interchange, the three traffic lanes in each direction of the N1 Freeway are reduced to two, which is a major capacity constraint for east-west traffic, especially during the morning and afternoon peaks. The short to medium term upgrade proposal

for the interchange, primarily to accommodate 3 lanes in each direction along the N1 (See Section 7.3), is critically required to facilitate movement to and from Cape Town CBD. It is also considered to be a necessary precondition, by facilitating access onto Koeberg Road, for development opportunities to be realised along the road. When the cost of upgrading the interchange is weighed up against the long term consequences of the continuous flight of offices and retail to the suburbs, it is clear that priority status should be accorded to the upgrading of the interchange."

The interim upgrading scheme however does not allow for additional lanes in the north-south direction, between the M5 and Koeberg Road. Traffic conditions between Koeberg Road in the north and its southern portion will therefore continue to be very congested during peak periods.

12.2.10 Provide skills training facilities

The rationalisation of the public service, especially the Air Force locally, and the implementation of new technology have left many residents of Brooklyn and Rugby in a position where their skills are no longer in demand. In addition there is an inflow of unskilled labourers from other areas (often other provinces or countries). A centre for the vocational training/retraining of adults could therefore play an important role in areas of high unemployment, such as Brooklyn. The upgraded Martin Adams Hall at Piet Grobler Street could be a good venue for such a facility.

12.3 RUGBY

The challenges faced by the community of Rugby are similar to those faced by the Brooklyn/Ysterplaat communities and thus many of the strategies that were discussed above also apply to this area.

12.3.1 Release strategic land for development

There are several sites in Rugby, which are under-utilised or vacant and should be developed for high-density housing, with mixed use/commercial development along Koeberg Road. The vacant land to the north and east of Communicare's Drommedaris Flats are particularly strategically located and the Municipality and other housing agents should seek partnerships with Communicare to facilitate its development. The northern portion of the Brooklyn Chest Hospital grounds as well as some of the municipal land currently being leased by sports clubs also has potential for residential development.

These opportunities should not be lost to other uses and Blaauwberg, in conjunction with their Housing Association should investigate the development of this land. It is believed that sensitive development, which overlooks the Zoarvlei (thus also capitalizing on the views on Table Mountain) would be of benefit to the protection of the vlei as it would significantly increase surveillance and use of public areas around the vlei. The historical importance of the Brooklyn Chest Hospital buildings should be investigated and their possible incorporation into future development addressed.

12.3.2 Allow redevelopment on Koeberg Road

The same strategies and criteria for commercial uses along the spine that apply to the Brooklyn/Ysterplaat Precinct apply here (see 12.2.5 above).

12.3.3 Allow subsidiary uses in areas away from the spine

The same strategies and criteria for subsidiary uses in residential areas that apply to the Brooklyn/Ysterplaat Precinct apply here (see 12.2.6 above).

12.3.4 Investigate the Wemyss Street link

The possible future development of Ysterplaat Air Force Base is likely to require an additional access road. The deproclaimed Wemyss Street extension to Marine Drive, linking Rugby and Metro Industria, could be an option for such a road. A Traffic Impact Assessment (TIA) should be undertaken to ascertain whether or not this road would benefit the traffic flows in the area.

In addition, the formalising of access to the vlei and surrounding recreation areas could improve surveillance and security, while unlocking possible housing opportunities along the Brooklyn edge that overlook the vlei. However, the recently completed Zoarvlei Management Plan has identified this wetland as an important ecosystem that should be integrated into the Metropolitan Open Space System. The construction of a road

cular traffic was considered to be detrimental to the integration of the vlei. Should the TIA therefore e for this road link to be constructed, a full Environmental Impact Assessment (EIA) will have to be ken that would guide politicians in deciding on this matter.

Pursue Sable Road connection

anned south-eastward extension of Sable Road from its interchange on the N1 to tie up with Boundary will attract significant traffic to the Koeberg Road corridor. Construction costs of this link will be high tunnelling required underneath the Ysterplaat runway (see **Figures 30 and 31**). It would however e an alternative vehicular access from Koeberg Road onto the N1 and also provide a direct link from u Plessis Drive (via Boundary Road) to Century City. The possibility of an interrelationship with a project of this scale could be beneficial to the suburbs of Rugby, Tijgerhof and Milnerton. This link also support the potential redevelopment of Ysterplaat.

Allow southward extension of the Boundary/Sable Road node

ategic location of this local node at the intersection of Koeberg Road and Boundary/Sable Road, an ant future link road, once constructed, as well as the railway line which could in future be upgraded for rger use, should realise the development opportunities mentioned above. The existing service road eastern side functions well, while the spread of commercial uses southwards is already occurring.

e 30 illustrates the conceptual development of the Sable Road Node. The alignment of the proposed Road extension runs to the south of the existing road, along the railway line and therefore straightens oundary Road/Sable Road intersection. It also releases a strip of land, $\pm 25\text{m}$ wide, along the north of ad for commercial and general residential development with off-street parking. New development d preferably take the shape of multi-storey buildings to clearly define the node and create a sense of l when entering the corridor from the west and the east. The visual corridor along the railway reserve ds the Atlantic Ocean could be an asset for residential and office development and should be retained as possible.

7 Access and Parking Considerations

ntersection spacing along Koeberg Road in the Rugby area (from Wemyss Street to Boundary Road) ally conforms to the recommended guidelines (and therefore no road closures are anticipated).

dual properties on the west side, between Stanberry Road and Lincluden Street (opposite Max Road), direct access from Koeberg Road. It would not be possible to rationalise these access points, for no natives exist. In order to create safe access manoeuvring into and from these properties, it is proposed eate an embayment along this section. The embayment is not intended to be used for parking. ications for road reserve: needs to be widened - alternatively no embayment, wide outside lane: 4,45m)

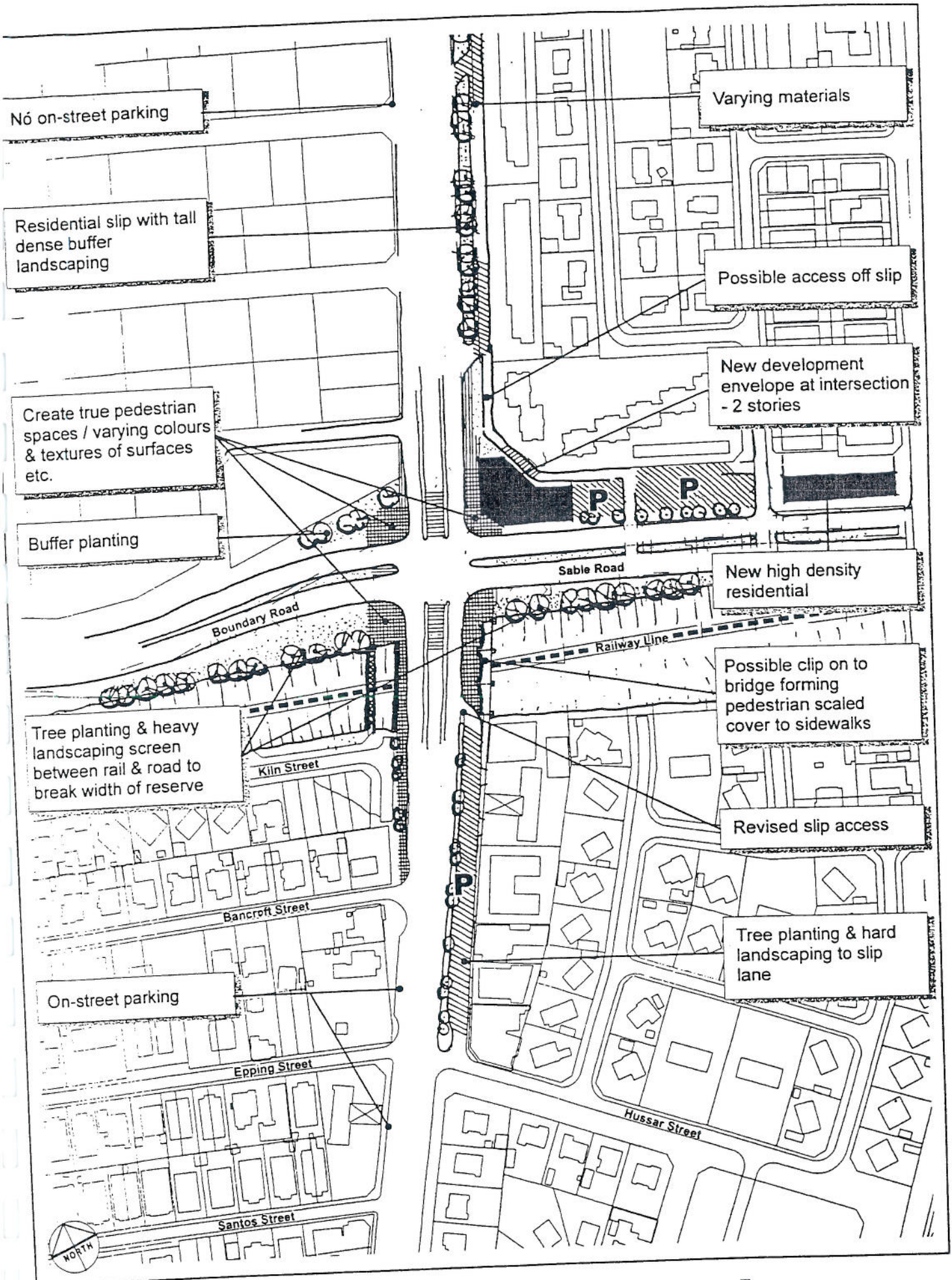
treet parking bays are proposed between Lincluden Street and Boundary Road along the west side, to e the existing and emerging businesses.

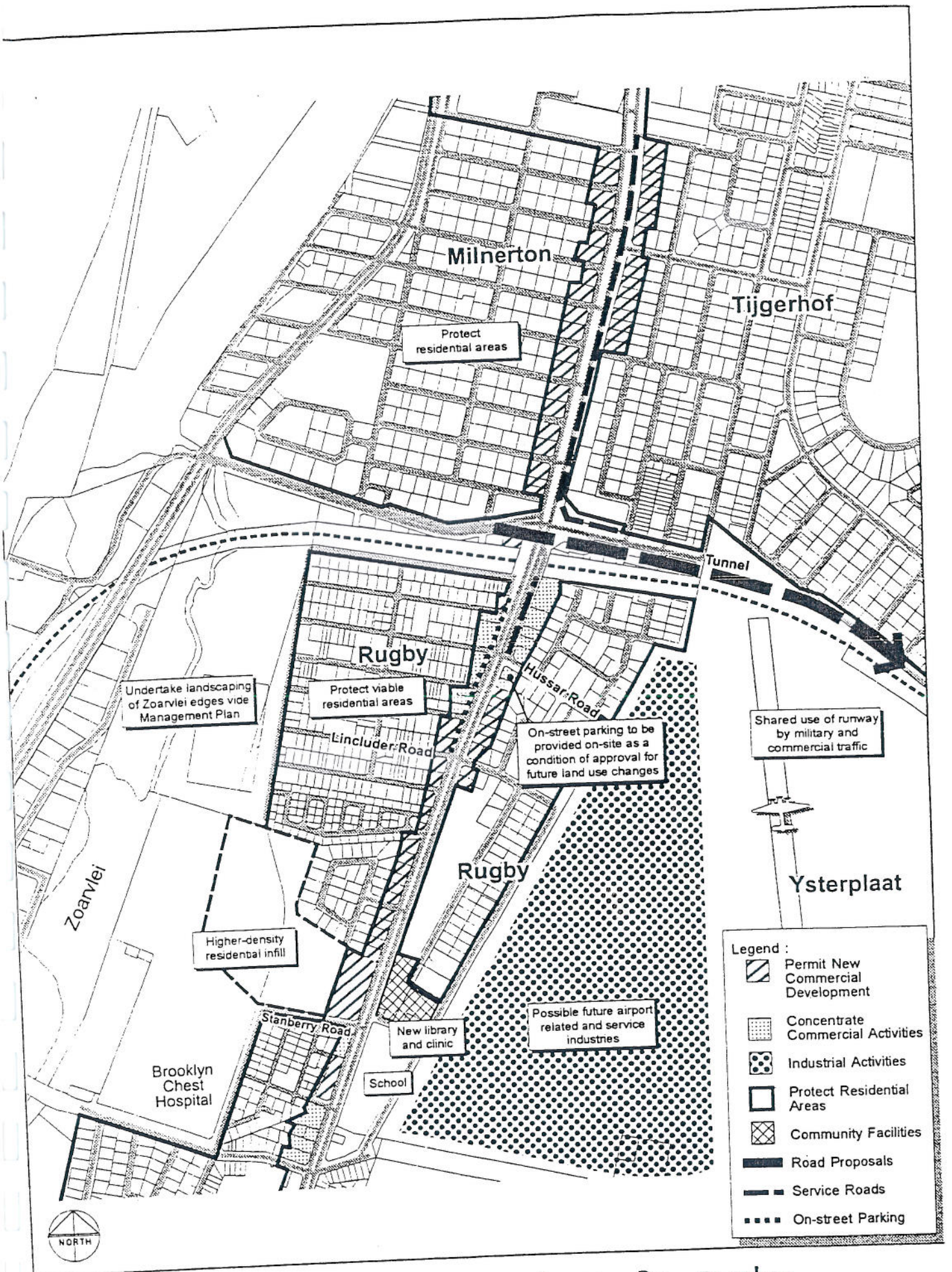
ne east side (between Max Road and Hussar Street), it is not proposed to provide parking bays, as this equire land expropriation (and possible demolition of dwellings) to establish the road reserve. Should e adjoining properties acquire commercial rights, embayed on-street parking, by utilising a portion of e properties, could be established.

service road between Hussar Street and Boundary Road serving the well-established shopping precinct e retained.

4 MILNERTON SOUTH/MILNERTON CBD/TIJGERHOF

Milnerton south and Tijgerhof areas are well-established residential areas. However, the ever-easing traffic noise along Koeberg Road is having a significant impact on the value of residential plots g the road. This precinct also includes the Loxton Road/Centrepoint node, also referred to as the erton CBD, the only area where a fine-grained mix of uses (both vertically and horizontally) is ountered on Koeberg Road and where the intensity of activity reminds of a high street.





Precinct 3: Rugby, Milnerton South, Tijgerhof

Figure 31

12.4.1 Allow one row of commercial redevelopment on both sides of Koeberg Road

The mobility nature of the road and high traffic volumes in the southern section of Milnerton do not allow direct vehicular access onto Koeberg Road and residents have been forced to erect high walls in an attempt to reduce traffic noise, creating an unattractive bland edge to the road. One row of low-intensity commercial uses will improve the built edge of the road by adding diversity and active building front. Blaauwberg's draft policy on non-residential uses supports the approval of commercial uses along metropolitan corridors. This would result in commercial uses being concentrated in the designated areas along Koeberg Road (see Figure 31) while the residential neighbourhoods to the back will be protected from business intrusion. Random applications for land use changes on residential properties away from Koeberg Road should however be resisted.

- In Milnerton South and Tijgerhof, commercial redevelopment will be subject to a height restriction of two storeys to minimise impacts on properties to the back. Also note that certain buildings in Milnerton are currently subject to height restrictions in terms of the restrictions required to operate Ysterplaat Air Force Base. These are recorded on Drawings AW/47/170/S and AW/47/171/L of the Defence Force, included in the Milnerton Proper Zoning Scheme (see precinct plans).

Provisions for permitted uses in these areas are also more restrictive than in Maitland, Brooklyn, Rugby and Marconi Beam and these uses exclude:

- motor-related activities including showrooms, public garages, workshops, auto-electricians, panel-beaters, freight services and loading areas,
- places of entertainment, such as restaurants, clubs, taverns, shebeens and adult shops,
- activities that emit noise or air pollution or are operated outside office hours (08h30 to 18h00 on weekdays and 08h30 to 13h00 on Saturdays) and
- any other activities that could be a source of nuisance or detrimental to the residential environment.

12.4.2 Rationalise access and ensure adequate parking provision

Measures for the protection of residential quality, proposed in the Milnerton and Environs Structure Plan should be implemented in this precinct. Along the western edge, traffic generated as a result of commercial redevelopment should be separated from residential traffic by means of road closures, to create loops and culs-de-sac. A service road is proposed along the east side of Koeberg Road, between Boundary Road and Galton Road. At present blocks of flats and community facilities gain direct access off Koeberg Road, which can be rationalised by a service road. Through the consolidation of access, outward-facing development will be permitted, while improving traffic flows by reducing side friction. On-street parking can also be provided along the service road.

The road reserves of the internal residential streets in Milnerton and Tijgerhof cannot accommodate on-street parking on both sides of the road without blocking traffic. The conditions of approval for the non-residential uses in the activity spine of Koeberg Road should therefore include the provision of off-street parking on the properties concerned. All land use change applications should be accompanied by a site development plan, showing inter alia parking provision, access and landscaping even if no new construction is planned. The dual fronting properties along the western side of Koeberg Road allow for access to be gained via the side streets, therefore direct driveway access should not be allowed from Koeberg Road.

12.4.3 Allow contained growth of the Milnerton CBD Node

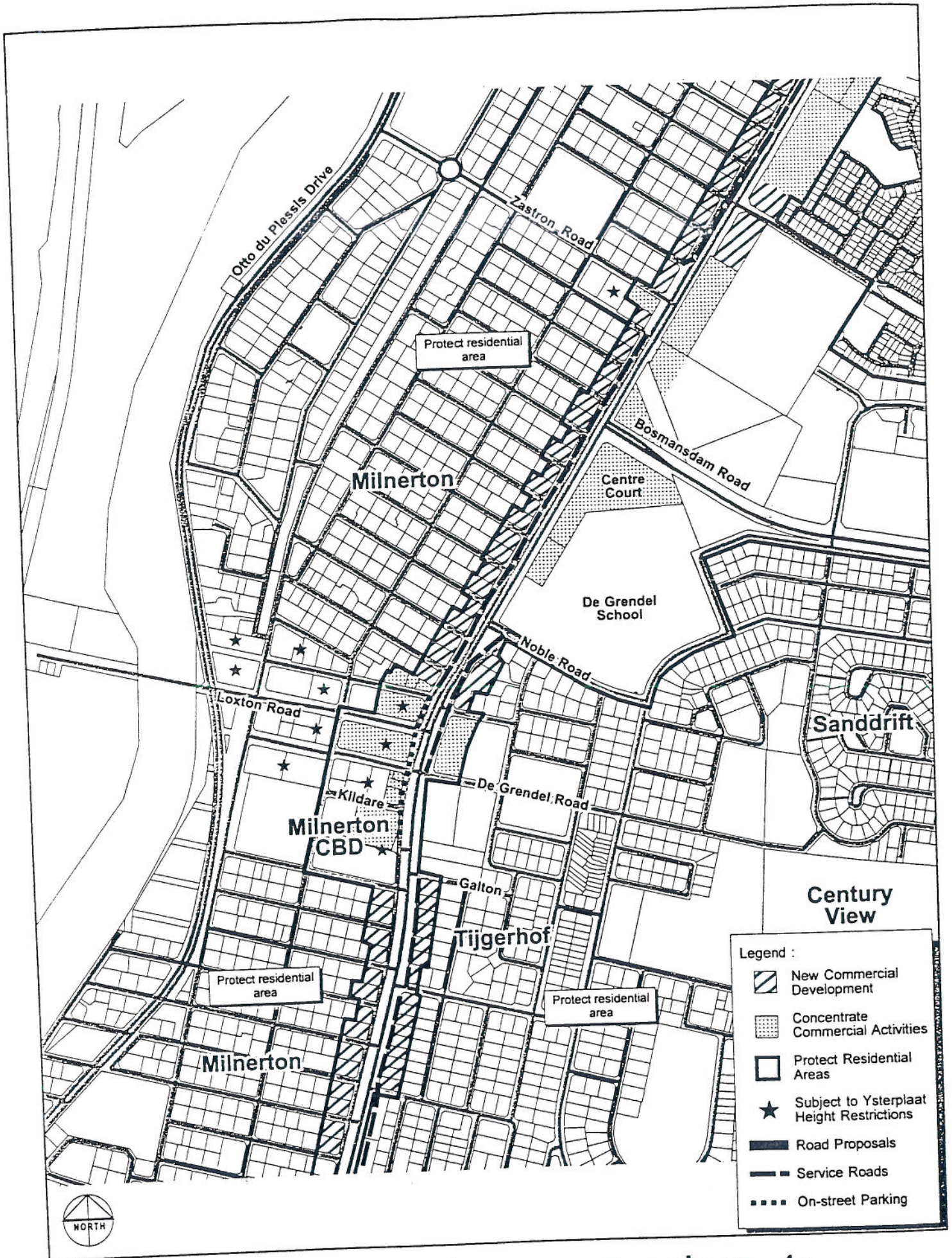
The extension of the CBD node is already taking place. On-street parking on the west side between Kildare Road and Loxton Road should be formalised. The service road between Noble Street and De Grendel Road should be retained to provide access and parking to businesses.

12.4.4 Improve pedestrian circulation

Although this node is highly successful, vehicle circulation dominates the public realm. Hard and soft landscaping should be undertaken to improve the pedestrian environment of the node.

12.4.5 Permit only low-impact redevelopment to the north of the CBD Node, west of Koeberg Road

The residential neighbourhood to the north of the Milnerton Mall parking area has always been separated from Koeberg Road by a service road and business intrusion is very limited. It is proposed that temporary departures for low-impact office uses and services, such as accountants, medical practitioners and estate



agents are permitted and that no retail uses be allowed along the first row of properties facing Koeberg Road. Access should be gained via the existing service roads and no direct access will be permitted from Koeberg Road. Approval of the departure should be subject to the submission of a site development plan, indicating on-site parking. The retention of a residential component is preferred, but not a requirement.

12.4.6 Public transport lane considerations

The public transport lanes can be accommodated in the wide median ($\pm 14\text{m}$) between Boundary Road and Loxton Road, while retaining the existing carriageways. No property expropriation to accommodate the lanes will be required in this precinct.

12.5 MILNERTON NORTH/MARCONI BEAM

The Milnerton North/Marconi Beam precinct includes two very divergent areas. The Milnerton North area is an established residential area, whereas the recently developed Marconi Beam area has been designed as a mixed-use area, comprising a-residential, industrial and retail and service components. The socio-economic conditions in the two areas differ significantly and efforts to force integration would be a waste of time and energy that could be better spent improving the quality of life for all residents in the Koeberg Road corridor. Thus strategies for the future management of the two areas differ significantly.

12.5.1 Protect the Milnerton residential area from business intrusion

Apart from Zastron Road, there are no through roads to Otto du Plessis Drive and the residential character to the west of Koeberg Road is very strong. Retail / higher intensity office development should therefore be limited to the small nodes at Koeberg Road's intersections with Zastron Road (7/Eleven Centre and the site to the north thereof) and Ixia Road (Milpark).

Along the first row of erven facing Koeberg Road it is proposed that only **temporary departures** for low-impact office uses are permitted and that no retail uses be allowed. Access should be gained via the existing service roads and no direct access will be permitted from Koeberg Road. Approval of the departure should be subject to the submission of a site development plan, indicating on-site parking..

12.5.2 Improve access to Milpark Centre

The current service road between Koeberg Road and the shopping centre is not maximising the commercial potential of the centre, as it is inaccessible to vehicles traveling along Koeberg Road. **Figure 34** illustrates how access to the Centre could be rearranged to provide direct access from Koeberg Road through the construction of a left-in slip lane, 45m to the north of Ixia Road.

12.5.3 Parking & access considerations

On-street parking along Koeberg Road in this precinct is generally not accommodated, except along short sections for the two commercial centres at Zastron Road and Ixia Road (Milpark).

A number of access arrangements for properties in Marconi Beam have been approved as part of the new developments along the east side of Koeberg Road. Existing access arrangements on the west side should be retained.

12.5.4 Ensure appropriate built form for vacant sites in Marconi Beam

The current trend towards warehouse type superstores and business parks that are set back from the road does not contribute to the continuity of the built edge and the scale is often not conducive to pedestrian movement and on-street activity. Build-to lines instead of setbacks should guide development and perimeter block types that are built closer to the road should be encouraged.

Reality however dictates that patrons want to see that ample parking is available and a compromise should therefore be reached where a proportion of the parking is provided at the rear of the development, as opposed to an unbroken sea of parking in the front, that weakens the definition of the public/private realm. **Figure 34** illustrates the possible configuration of building on these sites that would achieve such as compromise.

12.5.5 Public transport lane considerations

In some instances, property fences which have been erected in the road reserve on the Marconi Beam side need to be set back in order to accommodate the required future road cross-section.

12.6 MILNERTON RACECOURSE/MONTAGUE GARDENS

Montague Gardens is widely regarded as one of the most successful industrial townships in the CMA and is almost fully developed. Part of the success of this township relates to the establishment of "factory" retail outlets that have emerged over the years. The Milnerton Race Course on the opposite side of the road has ceased to be an active racing venue for some time. This land has been bought by a major developer who has plans to develop the land intensively for a mix of uses. However the stables, which were used to serve the Racecourse belongs to the Western Province Horse Racing Association and are still used. This land offers a major development opportunity, which, in combination with development at Marconi Beam across the road could result in an appropriate "end" to the activity section of Koeberg Road.

12.6.1 Promote the Racecourse Redevelopment

Planning for the Royal Ascot redevelopment of the Milnerton Racecourse is underway and the proposals currently on the table seems highly appropriate in the context of the Koeberg Road Corridor. Blaauwberg Municipality should actively facilitate and promote the initiation of the development by speeding up possible red tape and planning and budgeting for the bulk infrastructure required to support this development.

12.6.2 Ensure appropriate redevelopment of the stable site

It is anticipated that the stable site will come under pressure for development once the Race Course redevelopment is underway. Similar constraints as those discussed for vacant land in Marconi Beam will apply to the development of this site and again the municipality should aim to achieve a compromise between the developers wishes and a more activity oriented built form. Any rezoning approval should require site development plans to be submitted to the planning department.

12.6.3 Investigate commercial development and parking provision on linear POS

The 32 meter-wide strip of 'Public Open Space', located along Koeberg Road on the east side, adjacent to Montague Gardens ($\pm 500\text{m}$ to the north and south of Montague Drive), could be developed for one row of outward facing retail activities, relating to the warehousing activities to the back thereof. There are no known services located within this strip of land that could constrain development.

Access to the new retail outlets can be provided by the construction of service roads. These service roads should also provide a strip of parking to serve the retail outlets (see Conceptual Development Plan: Montague Drive, Figure 36).

12.6.4 Allow rezoning of 'stabling purposes' land for commercial uses

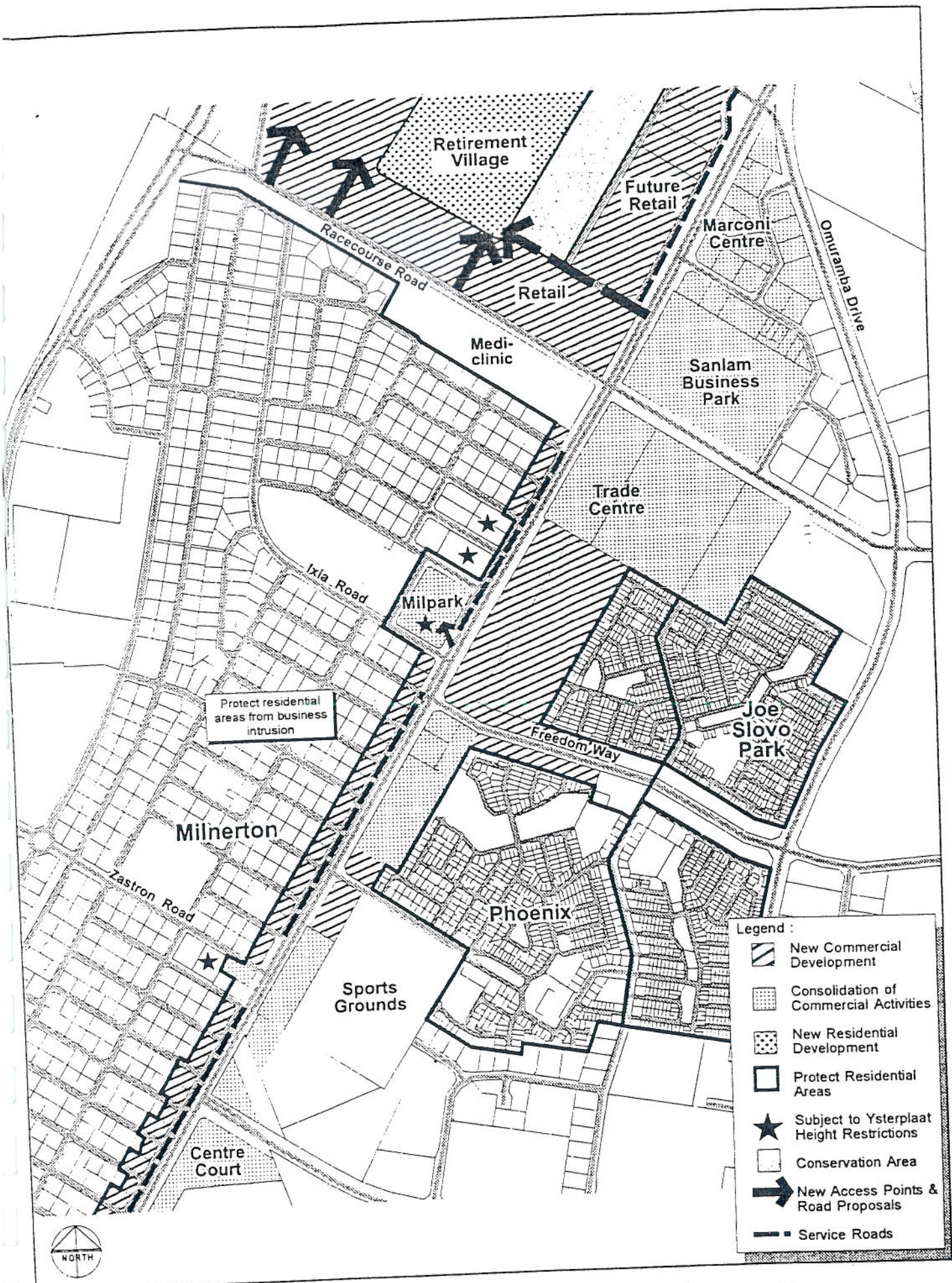
Apart from the racing stables, the properties to the back of The Gallery shopping centre could also be developed for commercial purposes to reinforce this node. These activities could be similar to the service industrial and value retail currently located across Koeberg Road at the entrance of Montague Gardens and should relate to the proposed business/techno park (Precinct 5 of the Royal Ascot Redevelopment Proposal) of the Milnerton Racecourse development.

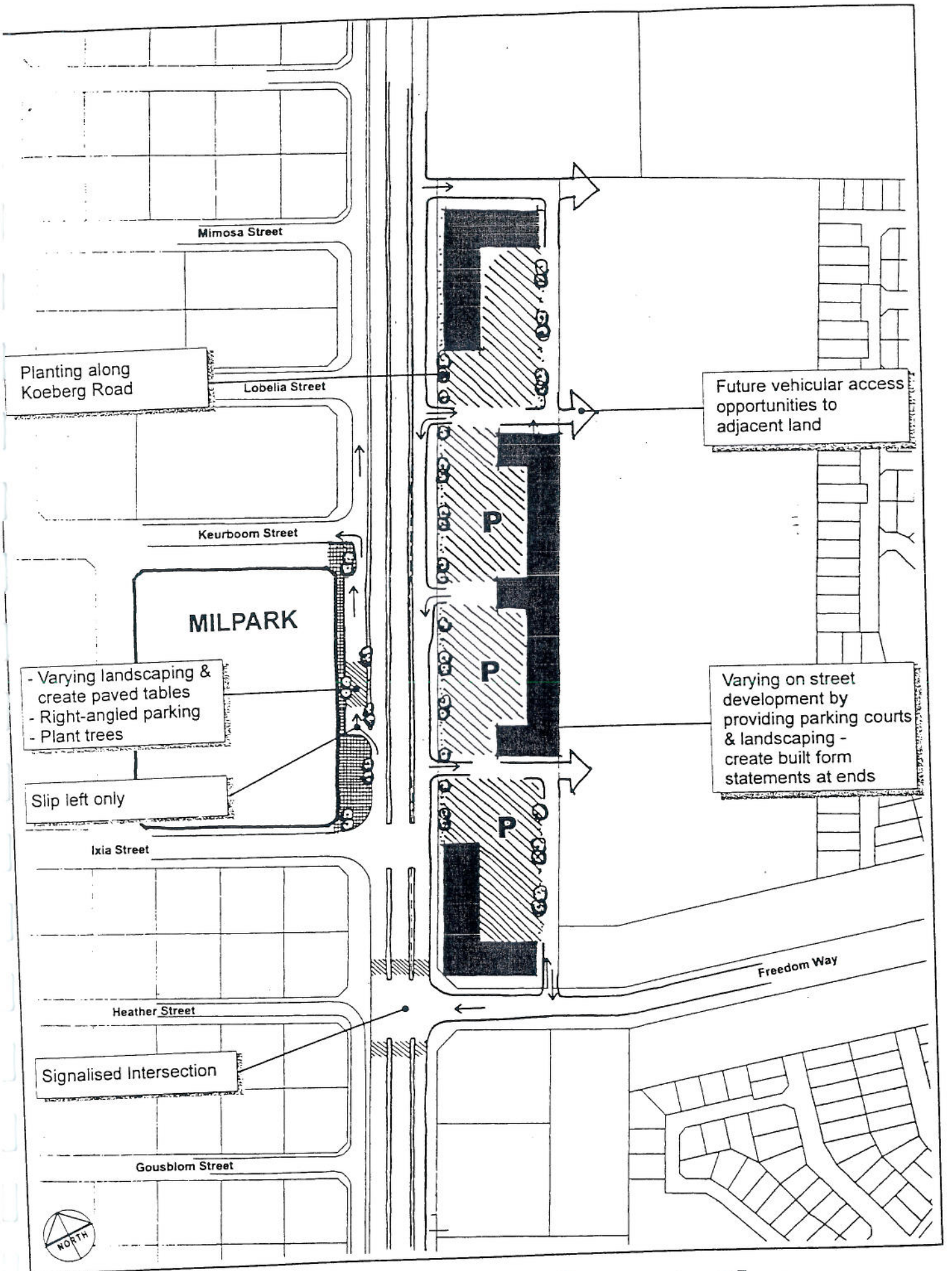
12.7 NORTHERN PRECINCT

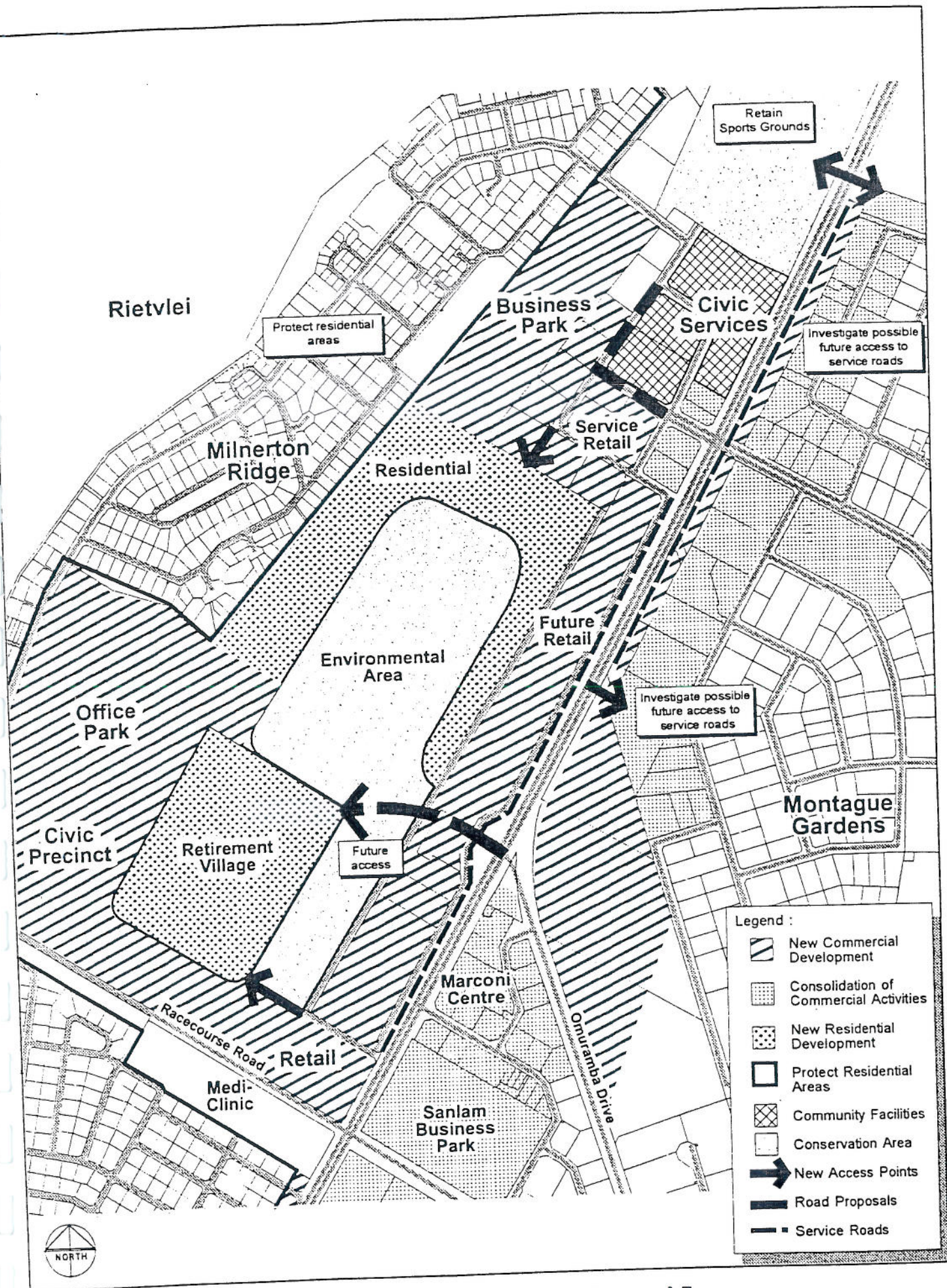
The northern precinct refers to the land along the section of Koeberg Road that is regarded as a mobility route. As Koeberg Road is bordered by heavy industry, a sports facility and a sewerage treatment works in this precinct, this higher order designation of Koeberg Road is regarded as appropriate.

12.7.1 Maintain status quo & improve landscaping

Not many opportunities for new development exist along this limited access stretch of Koeberg Road. The long-established activities such as the municipal sports grounds (Theo Marais Park), the Potsdam wastewater works (recently earmarked for upgrading), the municipal works yard to the west and the

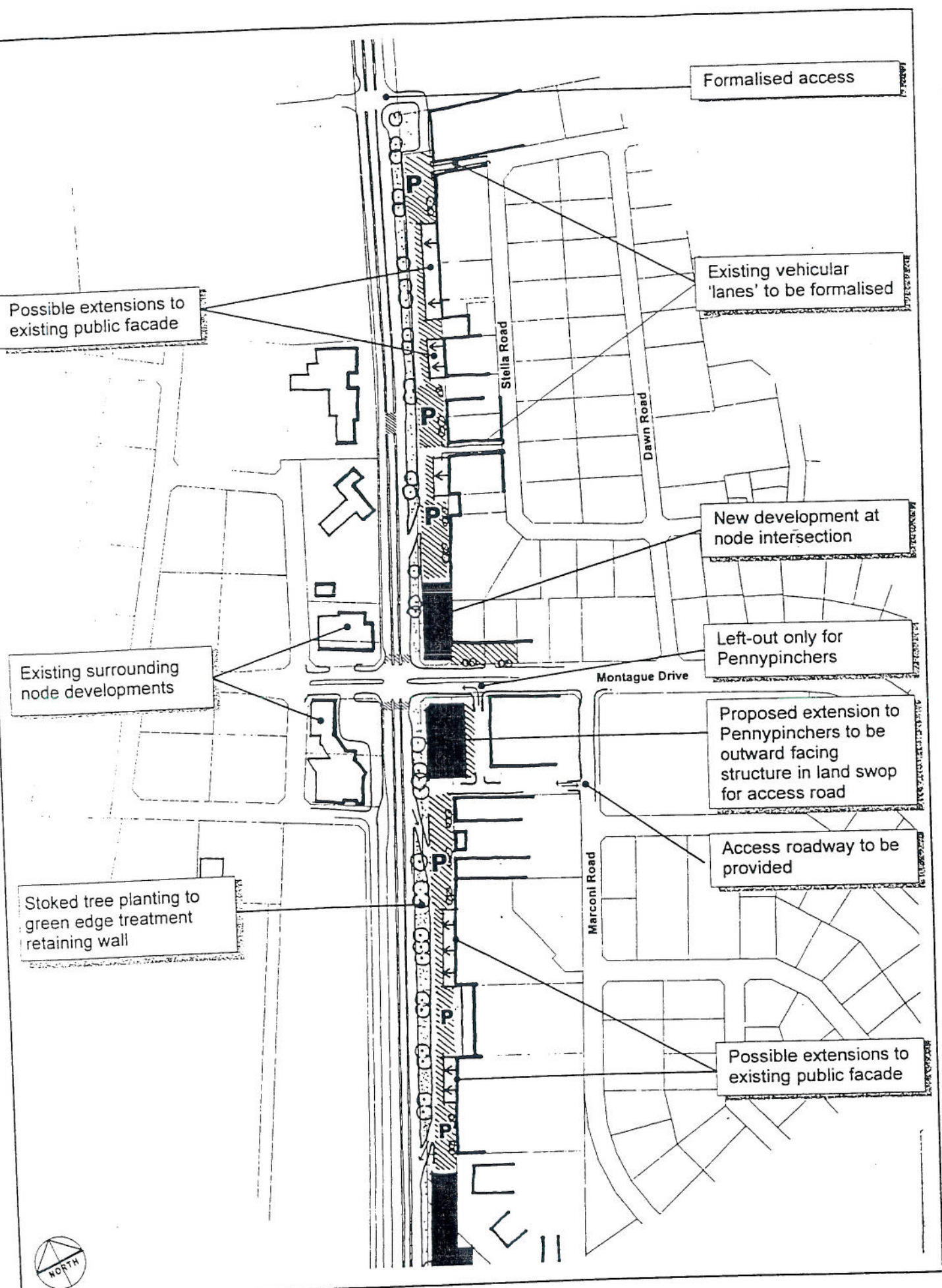






Precinct 6: Milnerton Racecourse, Montague Gardens

Figure 35



Possible extensions to existing public facade

Formalised access

Existing vehicular 'lanes' to be formalised

Existing surrounding node developments

New development at node intersection

Left-out only for Pennypinchers

Stoked tree planting to green edge treatment retaining wall

Proposed extension to Pennypinchers to be outward facing structure in land swop for access road

Access roadway to be provided

Possible extensions to existing public facade

petrochemical industries that are located on large tracks of land to the east are unlikely to be relocated in the near future.

However, Blaauwberg Municipality could consider releasing some of the land at the sports ground for low-rise office development to generate funding for developmental priorities. The good views over the sports grounds onto Table Mountain could provide a very attractive opportunity for development of this nature. Given the nature of Koeberg Road and the land uses opposite Koeberg Road, such development should be allowed to turn its back onto the road, provided appropriate landscaping is provided to shield service yards, etc.

Along Koeberg Road the harsh environment should be improved by intensive landscaping as part of the reconstruction of the road.

12.8 POTSDAM NODE

One would expect that the intersection of Blaauwberg and Koeberg Roads would offer opportunities for development because of the high exposure land adjacent to the intersection has. However, difficulties with access and more importantly the restrictions to development placed on the land by the proximity of the Caltex refinery has severely impacted on the development potential of the node. Nevertheless a small node is developing at this intersection, with the recent completion of the bus and taxi terminus on the north-western corner and the existing motor showroom and hotel on south eastern corner.

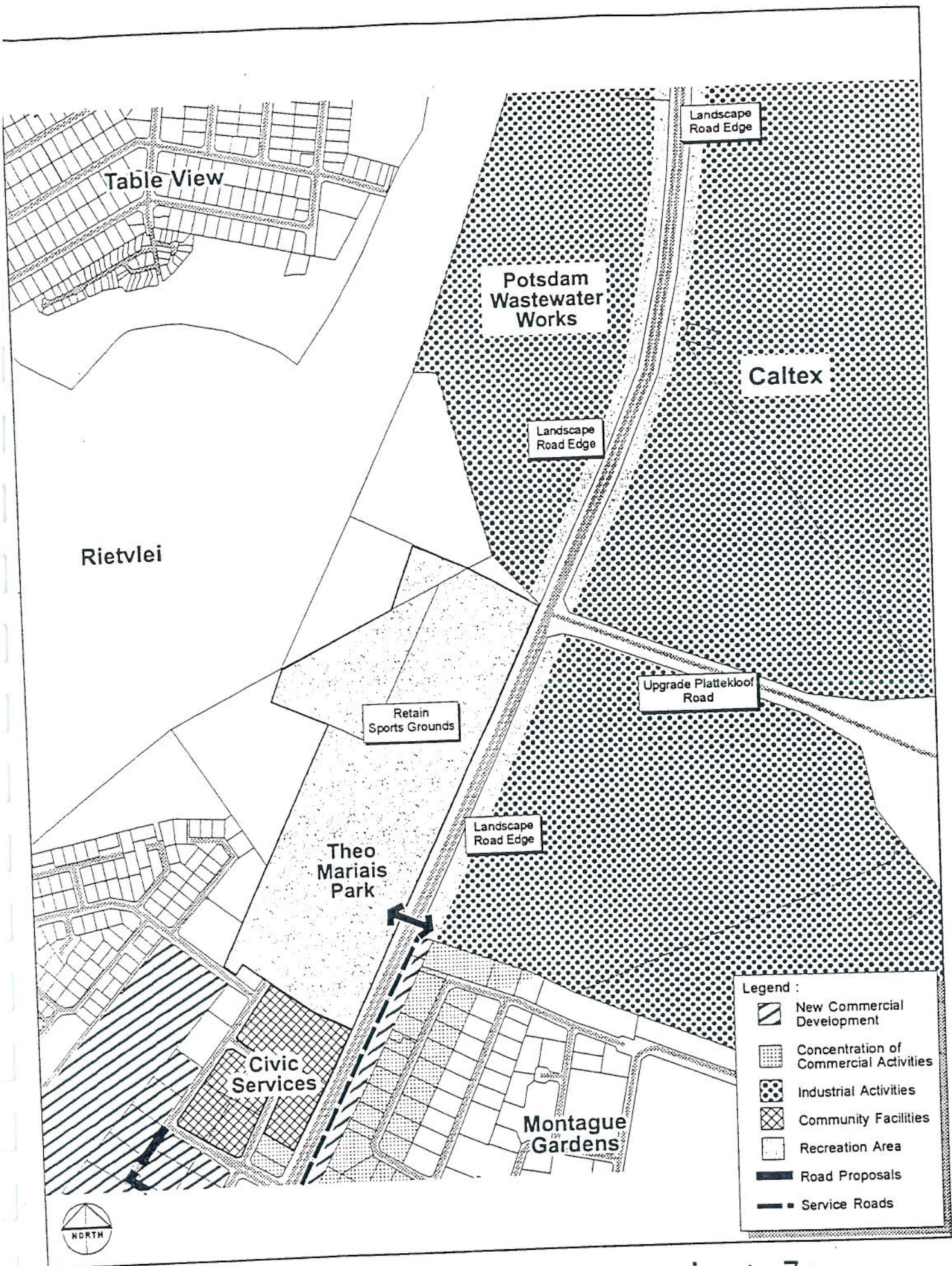
12.8.1 *Blaauwberg Road extension*

The alignment of the planned extension of Blaauwberg Road has not been finalised yet. The approved Table View North Structure Plan proposes this extension to run in a north-eastern direction, between the Theological Seminary and the Strategic Fuel Fund (SFF) tank farm. The Draft Milnerton Structure Plan however, indicates this road continuing in a straight line south-eastwards, between the SFF tank farm and the Caltex refinery. Both options will cross the N7 and intersect with the future M12.

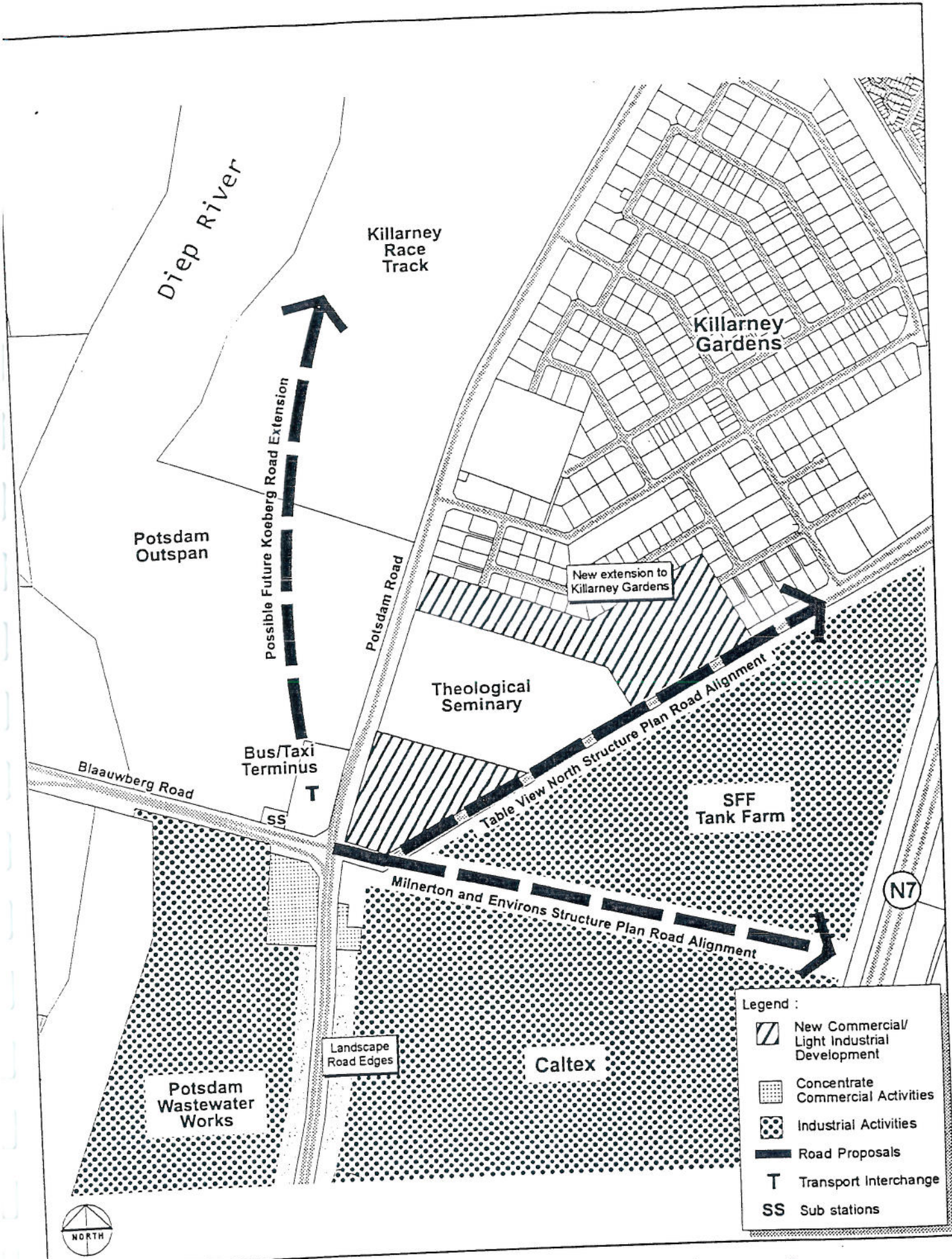
The Blaauwberg Road extension is unlikely to be constructed in the near future and for the time being the option for both alignments should be retained.

12.8.2 *Allow redevelopment of Theological Seminary land*

An extension of Killarney Gardens Industria onto the northern portion of these seminary grounds has recently been approved. The remainder of this site enjoys high visual exposure and could be developed as an extension of Killarney Gardens. This is the only use that would be feasible in terms of the Caltex restrictions. Such development would reinforce the strong industrial sector in the corridor. However the site has limited opportunities for access off Koeberg Road. It could possibly gain access off the Blaauwberg Road extension if the north-eastern alignment is implemented.



Precinct 7:
Northern Precinct Figure 37



Precinct 8: Potsdam Node Figure 38

13.0 Implementation

This section outlines the steps needed to implement the proposals discussed in Section 12 and proposes action plans and projects to be undertaken.

13.1 Land Use Management

The implementation of the new Western Cape Planning and Development Act (No 7 of 1999) which has replaced the Land Use Planning Ordinance (No. 15 of 1985) in January 2000 will provide Council with an ideal opportunity to implement measures such as special development zones. Until such time as a new scheme is prepared for the new Metropolitan Authority (Unicity), the existing zoning schemes will continue to apply. The act requires that existing zoning schemes be reviewed within four years of the implementation of the act to comply with the Land Development Management policies of the Act and respond to Integrated Development Planning (IDP) priorities for particular areas.

In order to permit development along Koeberg Road as indicated in this report, Council should ideally amend the zoning schemes as they apply to the Koeberg Road spine area. It is recommended that this area is declared a **special area** where land use changes and development in line with this report will be allowed. Any land use change application will then be undertaken through submission of a site development plan. Council should **delegate authority** to the responsible officials to approve all small scale applications that meet the requirements of the Koeberg Road Management Strategy, as illustrated by the Precinct Plans and Conceptual Development Plans (see **Figures 25 to 37**). This approach would require less administration and streamline the approval process, for only an administrative letter is required. Large projects, however, or applications that receive objections from the surrounding residents would be referred to Planning Committee. These delegated applications include:

- Applications for **temporary land use departures, rezonings, consolidations and subdivisions** to enable land use changes to take place. These changes in land use are only permitted at the nodes, along the Koeberg Road and Voortrekker Road activity spines and Berkley Road, as well as certain designated sites, as indicated on the Precinct Plans. Approval is subject to the submission of a site development plan, which should address issues such as landscaping, access, parking and built form to Council's satisfaction.
- Applications to run professional, computer and office services, arts, crafts, trades and other activities from home as **subsidiary uses**, will only be allowed in the suburbs of Maitland, Brooklyn, Rugby and Marconi Beam, where higher levels of unemployment and lower incomes are generally found. These activities should be secondary to the residential function of the dwelling and meet the signage, parking and operational requirements of Blaauwberg Municipality's *Draft Policy on Non Residential Uses in Residential Areas*, once adopted. Subsidiary uses and land use departures on properties away from the Koeberg Road activity spine should **not** be permitted in the suburbs of Milnerton Proper, Milnerton Ridge, Tijgerhof and Sanddrift.

Applications for land use changes that are not consistent with the Management Strategy should be **refused**. Should an application however clearly prove to be beneficial to the area, Council could **amend** the Koeberg Road Management Strategy Policy. As with approved structure plans and spatial development frameworks, this amendment of official policy would require public consultation. The aforementioned *Policy on Non Residential Uses in Residential Areas* document, which is in preparation, should be **consistent** with the Koeberg Road Management Strategy.

To assist officials in the assessment of site development plans, the following developmental requirements have been specified:

- **Parking Ratios** (specified in the transport and traffic strategy report)

Note that the precinct plans indicate where on street parking, either embayed or in service roads will be provided and where developers will be required to provide all parking on-site. These proposals have been taken into account in formulating the parking ratio requirements.

• Building Restrictions

Note that very few building restrictions have been indicated in the report. The most important are:

- Setbacks to new buildings along the eastern edge of Koeberg Road in Brooklyn and Rugby to allow for the implementation of public transport lanes. **These should be applied with immediate effect.**
- A height restriction to redevelopment of residential areas in Tijgerhof and Milnerton South of two storeys to reduce the impact on adjoining residential properties.
- In terms of the restrictions required to operate Ysterplaat Air Force Base, certain buildings in the Koeberg Road corridor are currently subject to height restrictions (see precinct plans).

• Land Use Changes

The desired distribution of land uses has been indicated on the precinct plans. Note that where commercial development has been specified, high-density residential development, community uses and even small-scale manufacturing may be permitted. In the assessment of applications, the compatibility of the proposed activity with the performance of the surrounding area should be the primary criterion.

In Tijgerhof and Milnerton where redevelopment of the first row of residential properties will be allowed, undesirable uses have been listed. No activities that could infringe on the privacy of neighbours or result in a public nuisance should be allowed.

13.2 Strategic Investments

Blaauwberg Municipality has recently completed its Integrated Development Planning (IDP) process, where priority projects and associated budgets were identified. This business plan should make provision for the following strategic projects in the Koeberg Road corridor:

13.3.1 Development of human resources

The Local Economic Development Strategy has identified skills training facilities, especially in the southern section of the study area, where the existing skills of the resident population are often no longer appropriate. The rapid development of information technology in the manufacturing and retail sectors has left both businesses and employees, that are on the wrong side of the 'digital divide', increasingly marginalised. The local authority should provide adult training centres in partnership with the private sector to train both previously disadvantaged or unskilled labourers, or those with redundant skills, in skills that are required in the new global economy (typically computer skills). Such a skills base in the study area would assist in attracting modern industries that can compete in the global economy to the study area. Training centres could also assist established local businesses to modernise existing business and manufacturing/engineering operations.
(Priority: High)

13.3.2 Housing projects

There is great need for state assisted housing in the CMA, which should preferably be located in corridors, within pedestrian range from the main public transport routes. The provision of a variety of high density housing opportunities in the corridor would result in an inflow of money into the area that would stimulate the local economy, especially in Brooklyn and Rugby. The Housing Association of Blaauwberg, acting as Blaauwberg Council's agent should initiate the undertaking of such housing projects on suitable land as identified on the precinct plans.
(Priority: High)

13.3.3 Public transport lanes and landscaping

The planned reconstruction of Koeberg Road to accommodate dedicated public transport lanes would cause some disruption especially in the Brooklyn/Rugby area. However, the long-term benefits of this reconstruction are numerous:

- Improved public transport would benefit the local community
- Improved public transport would be able to transport workers from all over the CMA to a potentially world class industrial area, that is already proving highly successful (i.e. public money does not have to be spent to attract investment in areas where there is no market for employment-creating enterprises)

- The reconstruction of Koeberg Road will create opportunities for redevelopment, additional parking and landscaping, especially in the south, which would greatly improve the image of Koeberg Road, so increasing investor confidence in the corridor.

Thus the Blaauwberg Council should lobby the CMC, who will lead this process, to allocate the necessary funds as soon as possible.

(Priority: High)

13.3.4 Koeberg Interchange

The Blaauwberg Council should lobby for the improvements of the Koeberg Interchange on the N1 in accordance with the short to medium term TSM upgrading plans. Such an upgrade would greatly assist the development of a world class industrial, logistics and warehousing hub in the Koeberg Road corridor, as well as attract passing traffic to the Brooklyn/Rugby area, which is currently avoided by motorists because of the problems experienced at this interchange.

(Priority: Medium)

13.3.5 Boundary/Sable Road link

The planned Boundary/Sable Road link would attract passing traffic en route to Century City, through the study area, thus creating economic opportunities. In addition, it would facilitate easy access to the harbour from the Koeberg Road Corridor's industrial areas, thus strengthening its potential to develop into a world class area.

(Priority: Medium)

13.3.6 Ysterplaat Air Force Base

The commercialisation/redevelopment of a portion of Ysterplaat Air Force Base would have vast benefits for the local economy (job creation, inflow of resources and money into the area). Blaauwberg Council, as part of its responsibility to undertake local economic development, should pursue such a project in partnership with the private sector.

(Priority: Medium)

13.3.7 Virtual infrastructure network (electronic communication) for industrial/warehousing sector

The Blaauwberg Economic Development Department should seek to establish the necessary "virtual infrastructure" needed for industry to participate in the global economy. This should be undertaken in partnership with local businesses in order to ensure ownership of and participation in the project (see LED document for more detail).

(Priority: High)

13.3 Adoption as Council Policy

After an extensive public consultation process, including four public meetings and the circulation of the document, the report has been revised accordingly and the comments addressed (see Annexure A). Now that the process has been completed, Blaauwberg Council should adopt this revised Management Strategy Report as Council policy. With official policy in place, the public will have clarity on the Council's reaction to land use change and other applications, while officials will be assisted in the assessment of applications and preparation of budgets.

14.0 Conclusion

The Koeberg Road Corridor's strategic location within the CMA presents excellent development opportunities for the area. However the detailed background analysis has shown that attempts to develop Koeberg Road into an activity spine as commonly understood by planners – i.e. a continuous high street with a bustling character, would be futile. Instead Blaauwberg Municipality should seek to realise the vision of a corridor in its broadest meaning – intensifying the variety of development opportunities that exist in the corridor.

This report motivates for active involvement from the local authority in partnership with the private sector, to build on the corridor's strengths so as to grow the local economy to the benefit of the both the local community and the CMA. In particular it is believed that the corridor could include a world class industrial, logistics and warehousing hub linked to the global economy, which could become a major employment centre in the CMA. In this regard a number of actions and projects have been suggested in Section 13. It is believed that the interventions suggested would be of particular benefit to the communities of Brooklyn, Rugby and Ysterplaat, as it would provide opportunities for the residents to improve their quality of life. These actions should be undertaken in co-ordination with the Urban Renewal Project.

In addition the document will give landowners and developers certainty with regard to acceptable land use changes within the corridor. This, together with measures to improve the image of Koeberg Road should help to renew investor confidence in the area.

Consequently it is recommended that Blaauwberg Council adopts this revised policy document as official Council policy and then embark on the implementation of the actions as budgets and opportunities permit.



Frikkie Vermeulen
MLH Architects & Planners

on behalf of
Cape Metropolitan Council &
Blaauwberg Municipality

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Project Team

MLH ARCHITECTS & PLANNERS

Consulting Town & Regional Planners and Urban Designers

Martin Hutton-Squire
Lize Malan
Frikkie Vermeulen
Brad Wright
Alan Roper
Liesel Engelbrecht
Allen Goosen
Adél Stander
Cathy Cooper

HAWKINS HAWKINS & OSBORN

Consulting Transport & Traffic Engineers

John Jones
Stef Naudé
André Frieslaar
Sarah Thomson
Graeme Warrin

AXCESS

Consulting Economists

Patrick Brennan

ANNEXURE A

**POINTS OF CLARIFICATION AND INITIAL RESPONSES TO ISSUES
RAISED AT THE PUBLIC MEETINGS**

POINTS OF CLARIFICATION AND INITIAL RESPONSES TO ISSUES RAISED AT THE PUBLIC MEETINGS

1. Concern about the possible invasion of industries into residential areas

RESPONSE

Noted. The Management Strategy has clearly designated areas for residential protection where industrial uses and high impact commercial uses will not be permitted.

The only areas in Brooklyn/Ysterplaat where light industrial and distribution uses would be allowed are at the approved Brookrail Industrial Park (also referred to as Northgate) and possibly on a portion of Ysterplaat Air Force Base.

New commercial land uses will only be allowed along the first row of erven in certain sections of Koeberg Road, where the traffic noise has already been reported to make residential uses intolerable.

2. The protection of housing stock in the Brooklyn area

RESPONSE

Noted. It has been mentioned at several occasions over the past few years that it could become necessary to expropriate a number of houses in the southern section of Koeberg Road at a future stage when the road reserve requires widening in order to accommodate dedicated public transport lanes. Every attempt has been made in the preliminary design to minimise the number of houses that are affected.

Should the public transport project go ahead and require dedicated lanes at some future stage the new Metropolitan Municipality will engage in negotiations with affected parties and liaise closely with Communicare to accommodate families that may be displaced.

3. Traffic congestion in the southern section, 'rat-running' through residential areas, and pedestrian safety concerns

RESPONSE

Noted. The Koeberg Road Management Strategy aims to reduce delays while at the same time reducing travel speeds in order to promote activity.

The Koeberg Interchange on the N1 is a major constraint, not only for Koeberg Road, but also for east-west traffic on the N1. Another major cause of delays is Section Street intersection in Brooklyn. This intersection will be improved as part of the Brookrail development. The construction of the Sable Road link as an alternative route to the N1 should alleviate the peak hour congestion in the southern section.

Strong east-west links to the freeways will also lessen the need for using residential streets to bypass congested main roads, referred to as 'rat-running'. In addition, the introduction of dedicated public transport lanes (which will accommodate both buses and minibus taxis) is anticipated to alleviate traffic congestion and reduce rat-running. At a local level, culs-de-sac and traffic calming measures, such as speed bumps and stop streets could be introduced in residential neighbourhoods to reduce speeds and discourage non-residential through traffic.

Pavements and median islands will be widened in many instances and pedestrian crossings will be formalised. This will improve pedestrian safety, especially at the schools.

4. The Zoar Vlei is one of the most important wetlands in the Cape Metropolitan Area. The Spatial Framework Plan indicates Wemyss Road as a 'possible road link to be investigated'. Why is this still a possibility after the road scheme has been deproclaimed in 1994 and more recently been opposed by the Zoarvlei Management Plan?

RESPONSE

The environmental objections regarding this controversial east-west link are noted and the consultants recognise the significance of the Paarden Eiland Wetlands as a component of the Metropolitan Open Space System (MOSS). At the same time there is a considerable number of local residents lobbying for the construction of this link to reduce rat-running to Section Street along Kings and Da Gama Roads.

This road link would only become a possibility once Ysterplaat Air Force Base is redeveloped for commercial/light industrial purposes. A full **Traffic Impact Assessment (TIA)** would then be undertaken to determine scientifically whether it is required. Should the road prove to be required, a full **Environmental Impact Assessment (EIA)** will be undertaken to determine the impacts on the Zoar Vlei.

It should be emphasised that the Management Strategy does not propose the construction of the link at this stage and places a much higher priority on the Sable Road link. The project team does however have a responsibility to retain this only option for an additional link to Marine Drive, should an investigation be warranted in the future. Furthermore it is believed that improved access to the vlei and outward-facing low-impact edge development would improve security in the wetland area, which is currently unattractive and unsafe.

5. There is no market for residential properties along Koeberg Road due to traffic noise, but a strong market for business due to its exposure.

RESPONSE

Noted. The first row of residential erven along Koeberg Road (except for the area on the western side, between Milvale and Oleander Roads in Milnerton Proper) should be permitted to rezone to low-impact business uses.

New, frequent left-in, left-out service roads will improve vehicular access and provide additional parking.

6. Clear Council policy regarding land use changes is required

RESPONSE

Agreed. When the Management Strategy is adopted as policy, existing residents will be protected from incompatible uses by a clear policy and a transparent process, while potential investors will have clarity on exactly what uses are permitted in each area. Delegated authority to officials will speed up the approval process, especially after incorporation into the 'Uni-City'.

7. The MSDF promotes higher residential densities. What does this mean for the existing residents?

RESPONSE

It is widely accepted that higher residential densities are required in order to sustain public transport, to provide the necessary thresholds for commercial activity and to curb urban sprawl. Milnerton is no longer on the periphery of Cape Town, but in an activity corridor. New residential development along activity corridors, such as Koeberg Road should preferably take the form of multi-storey buildings, such as flats or town houses.

This does however not mean that single residential neighbourhoods will automatically be redeveloped at higher densities. It is also not accurate to assume that higher densities would necessarily devalue properties in an area.

8. **Has the socio-economic impact of redevelopment been established?**

RESPONSE

Yes, a preliminary socio-economic profile of the catchment population, as well as population projections have been undertaken and are included in Section 4 of the background report. The supplementary Local Economic Development report also addresses strategies for the creation of economic growth. It is however very difficult to predict the outcome of densification or determine its short-term viability. Neither the private market nor the state is currently responding positively to higher density social housing.

The possible future loss of social housing in Good Hope Village will have a major impact on the residents in the short term. This should however be weighed up against the **long-term benefits** for the corridor as a whole. In addition to the improvement of public transport, small-scale business enterprises that create employment could be created along the first row of erven where exposure to passing traffic is the highest.

It is also difficult to predict the future commercial bulk take-up or the potential creation of employment, especially in the light of destination based mega-projects such as Century City and Milnerton Racecourse that will compete with the activity spine.

9. **Not only the pedestrian environment needs improvement, but also the wheelchair environment. The Milnerton CBD/Centrepont area is especially hostile for disabled persons.**

RESPONSE

Noted. The detail design of surface treatment and pedestrian/wheelchair access falls outside the scope of the Management Strategy, but the widening of pavements and medians, formalisation of pedestrian crossings and bus stops, and general reduction of traffic speeds are advocated as important projects/actions to be undertaken.

In addition, Blaauwberg Municipality's engineers will take note of this concern and investigate what can be done in the short term.

10. **Could a new bypass road not be built over Ysterplaat Base, which is largely vacant, in order to avoid the expropriation of houses?**

RESPONSE

The opportunities that present themselves along activity routes such as Koeberg Road, where there is a natural pressure for development should be optimised. Traffic should not be taken away from Koeberg Road, but managed more efficiently. Metropolitan freeways that act as bypass routes, such as the N7/N1 and Marine Drive are already in place and another north-south mobility route would not be cost-effective.

11. Who will benefit from the upgrading of Koeberg Road, the local residents or commuters from elsewhere that only travel through the area?

RESPONSE

It should be emphasised that this upgrade is **not** intended to create a high-speed arterial road, but to facilitate public transport, improve pedestrian safety and stimulate activity.

The upgrade of Koeberg Road will benefit the greater region by promoting public transport as a convenient mode of transport with a travel time saving due to the dedicated public transport lanes. It will however also benefit the local community by:

- Improving the image of the area with new commercial buildings and additional landscaping,
- stimulating entry-level / work from home businesses and creating employment,
- providing additional on-street parking for businesses
- reducing traffic congestion and rat-running,
- improving convenience and safety for public transport users and
- reconstructing certain sections of the road with additional sidewalk and median refuge for pedestrians.

12. It is accepted that change is inevitable. Home owners affected by the expropriation should however not be compensated at market value only, for they would be unable to obtain another house for that price. Residents who are currently renting should be offered similar or better houses.

RESPONSE

Noted. As mentioned under point 2 above the new metropolitan authority will negotiate with home owners and CommuniCare tenants in order to reach an acceptable agreement.

13. A long-term vision is important, but the community also needs short term strategies to create employment and upgrade the area. Crime and grime are the most pressing issues that the Rugby, Brooklyn and Ysterplaat communities are facing now.

RESPONSE

Noted. The Rugby, Brooklyn, Ysterplaat Urban Renewal Study focuses on these issues and will be presented to the community in the near future. Economic stimulation and the creation of employment (large-scale and small-scale) are priorities for both projects.

14. Most businesses are not locating on main streets any more, but at shopping malls.

RESPONSE

It is important to create many entry levels into the economy. Many new small businesses in their initial stages cannot afford the rentals of destination-based nodes such as Century City or Bayside Centre, but could operate a convenience-based business in an accessible high street environment.

Durban / Willie van Schoor Road in Bellville is an example of how a gradual change from residential to commercial along the activity spine could take place. Businesses that settle along the road are different in nature than those in the Tyger Valley Centre.

15. Large investors should have a plan in place that shows how they will benefit the local community.

RESPONSE

Noted. Strategies such as social contracts could ensure that local employment is created. It is however not always possible to set a series of demands on potential investors, when an area is in need of capital investment and upgrade.

16. Commercial redevelopment and transport upgrades should not be undertaken without residential upgrades.

RESPONSE

Noted. The Management Strategy and especially the Urban Renewal Plan have identified opportunities for new residential development for different income groups in Rugby/Brooklyn/Ysterplaat. Several vacant sites for possible residential infill development have been identified.

17. How would passengers alighting from buses in the proposed median public transport lanes be protected from passing vehicular traffic?

RESPONSE

The median islands on both sides of the dedicated public transport lanes will be between 2 and 3 metres in width to provide refuge. Rails could also be provided along the outer side at the bus stops. Pedestrians will walk along the islands and cross at demarcated pedestrian crossings.

18. When will the dedicated public transport lanes be implemented?

RESPONSE

The metropolitan transport authorities are committed to the improvement of public transport and have identified Koeberg Road as a possible demonstration project. It is however only likely to be undertaken

- (a) when justified by sufficient residential densities,
- (b) when interim improvements are made to alleviate the bottleneck at Koeberg Interchange and
- (c) when sufficient funds are available.