main road growth management strategy

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sustainable city form

revitalisation opportunity

historic context

integration public benefit

part II - proposals

october 2000

MAIN ROAD
GROWTH MANAGEMENT STRATEGY

PROPOSALS

Prepared for

SOUTH PENINSULA MUNICIPALITY

&

by

URBAN AND ENVIRONMENTAL PLANNERS cc

in association with

HAWKINS HAWKINS & OSBORN CONSULTING ENGINEERS

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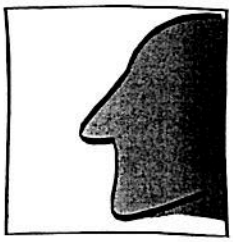
Randall Gross
Development
Economics

October 2000

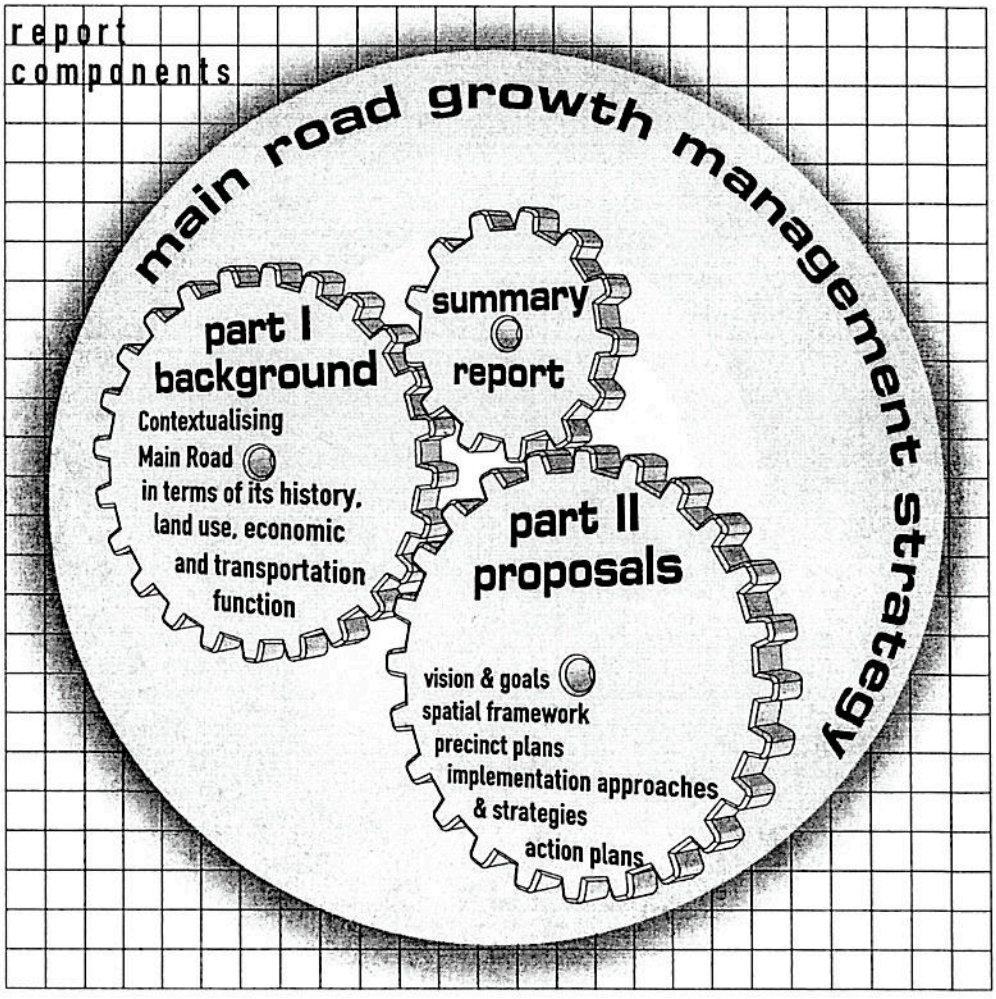
Job no.0015

Preface



This document, the **Main Road Growth Management Strategy: Part II – Proposals**, follows the **Background Report (Main Road Growth Management Strategy – Part I)**. These two documents, along with the **Transport Status Quo Report** and the **Economic Overview Report** constitute the full **Main Road Growth Management Strategy Report**.

Once adopted by the South Peninsula Municipality, this document will provide the policy according to which the Main Road Corridor will be managed and developed. It also identifies Action Projects of high, medium and low priority, to be undertaken by the local authority too stimulate appropriate development of the corridor.



As a means of placing this study in context a number of quotes from "Life at the Cape a Hundred Years Ago…by a Lady", Centaur, Cape Town 1983 are presented below.

22nd January, 1861 – 'There is no doubt about it, but that Wynberg is very quiet, not to say dull. After the various omnibuses have started off with their male cargoes in the morning, the village is very deserted till five o' clock, when the husbands return again; … The great glory of Wynberg is its shady avenues. These extend in every direction, and are delightfully planned for horse exercise; and as the country all around is cut up with sandy paths, leading, however circuitously, to some pretty vineyard, chateau, or farm, you have only to keep cantering on to ensure a fine view sooner or later. '

24th January, 1861 – 'The best of Wynberg is that it is so centrally situated. When ever Simon's Town Dockyard is joined to Cape Town by telegraph and railway, Wynberg will certainly grow into a large town, as it is the centre of the best wine districts,… The present tenants are not a very sanguine race, and in reply to all cheerful views of the future, merely shrug their shoulders, and say; time will show.'

February 27, 1861 – '…Extending as it does in a gentle curve for miles, and perfectly firm when moistened by the retiring tide, the Muizenberg beach must be a capital place for a gallop, as you can't hurt yourself if you should fall, and a run-away horse cannot go far without stopping of its own accord to take breath.'

WE'RE IN AN AGE OF ANOMIE, PLACELESSNESS, GATED COMMUNITY EXCLUSION, ROOTLESS TV-LAND AND CYBERSPACE. MORE THAN EVER MAIN ROAD SERVES AS A COMMON GROUND AND MEETING PLACE FOR SPRAWLING CITY CLASSES, RACES AND CULTURES. CIVIC SOCIETIES DO REQUIRE A SHARED PLACE, ONE OF SOME GRANDEUR, QUALITY, CULTURE, STIMULATION AND FUN!

Downtown's Opportunity, Neal R. Pierce, Washington Post, 10/10/1999

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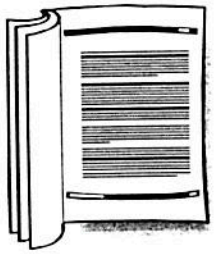

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EXECUTIVE SUMMARY

Throughout its history Main Road has been subject to continually changing social, economic and technological forces. Today Main Road is undergoing renewed social, economic and technological transformation.

The key aspects of the brief for the Main Road Growth Management Strategy are to:

- Assess the role and development potential of the Main Road Corridor.
- Formulate a vision and revitalisation strategy for Main Road.
- Identify nodes and precincts and formulate management and improvement strategies.
- Co-ordinate the input of sub-consultants.

Study Area

The study area focuses on Main Road and the development immediately fronting it, and covers the portion of Main Road from Wynberg to Muizenberg. A larger area is considered in terms of understanding the dynamics of the corridor itself.

Planning process

The project has been divided into two parts. Part One (Background Report) provided the background and contextual information for the study, whilst Part Two (Proposals) focuses on the proposals.

Public Participation

The study has utilised various means of ensuring public input. Two public meetings have been held - to present the outcomes of each part in the process. Two newsletters have also been distributed to all interested and affected parties – and these are also available via MCA's web site. The study has also been advertised in the press and members of the public invited to register as interested and affected parties.

Opportunities and Constraints

At a metropolitan scale, Main Road suffers from similar problems to other corridors in the CMA, including changing movement and spending patterns, decline in usage of the public transport system, lack of good links to the rest of the metropolitan area, especially to the east of the corridor and insufficient employment opportunities locally. Opportunities within the metropolitan context include Main Road's strategic location en-route to major tourist destinations, decentralisation opportunities (if captured) and the railway line.

At a sub-regional scale critical problems include poor connections to catchments to the east of Main Road, traffic congestion at certain points, poor image as a shopping and business area, low densities and competing new centres. Opportunities exist in the form of new development opportunities (vacant land) and planned east-west connections and improvements.

At the local scale problems include the poor image of Wynberg and Muizenberg, crime and grime perceptions, zoning scheme constraints and road widening, road access policy access requirements, lack of protection and recognition of conservation-worthy elements, impact of informal trade and the physical barrier caused by the railway. Opportunities include the unique character of the various 'villages' along Main Road, the conservation worthy fabric (and trees), the tourism opportunities and also the opportunity to attract new businesses and economic activity to Main Road.

Key problems exist is the number and range of different departments, spheres of government and even parastatals who have responsibility for various aspects of Main Road. Achieving coordinated action towards a commonly agreed and defined end is the greatest challenge faced by Main Road. ***Achieving co-ordination amongst these role-players thus becomes a major factor in realising the goals of this plan.***

Vision and Goals

Main Road has continually evolved during its 300 years of existence. In formulating a vision for Main Road it should be recognised that modern trends will continue to have an impact on Main Road.

The vision for Main Road is as follows:

> *Main Road should be a place that people of all ages and cultures share and enjoy. Building on its unique assets, it should offer a variety of opportunities and unique experiences in a safe environment of high quality. This environment, as the civic and public face of society, should reflect the humanity and diversity of an integrated community and foster its social and economic well-being.*

The Main Road Growth Management Strategy is aimed at managing growth and development in the corridor over the next 15-20 years guided by this vision.

Goals

These goals form the basis for the spatial framework and land use and development policies for the study area.

Land Use Goals

- Ensure a variety of experiences along Main Road
- Focus commercial development on nodes along Main Road
- Control land use changes
- Pursue increased residential densities where appropriate
- Release strategic public land for development
- Encourage the establishment of civic uses at nodes

Urban Design Goals

- Improve the pedestrian environment
- Improve the built form, landscaping and signage to create a quality urban environment
- Protect the historic fabric along Main Road

Management Goals

- Encourage the civic and business community to become actively involved in managing Main Road and in promoting its unique assets.
- Ensure support from all the relevant government departments

Economic Restructuring and Promotion

- Identify key market sectors that will succeed on Main Road and actively encourage their location on the corridor
- Assist the community in promoting the assets and attributes of Main Road
- Support small business development

Transport Goals

- Ensure convenient access to nodes
- Improve public transport facilities and usage through better management, design and access
- Address traffic flow problems

The Spatial Framework
The Spatial Framework represents the spatial implications of the vision and goals for the study area. For illustrative purposes a conceptual framework, as well as a more detailed framework are shown. (see figure 13.4)

Conceptual Spatial Development Framework
The Conceptual Spatial Framework incorporates the following elements:

- **Nodes** (High intensity land-uses at existing, emerging and future nodes);
- **transport interchanges** (stations on the railway line, which often coincide with nodes where pedestrianisation and densification is encouraged);
- **mixed-use High Intensity Urban Development** (these are the areas abutting nodes where businesses or high-density residential uses pre-dominate);
- **villages** (where scale and fabric provides distinct character); and
- **Residential densification** (areas where densification of various types should be actively encouraged).

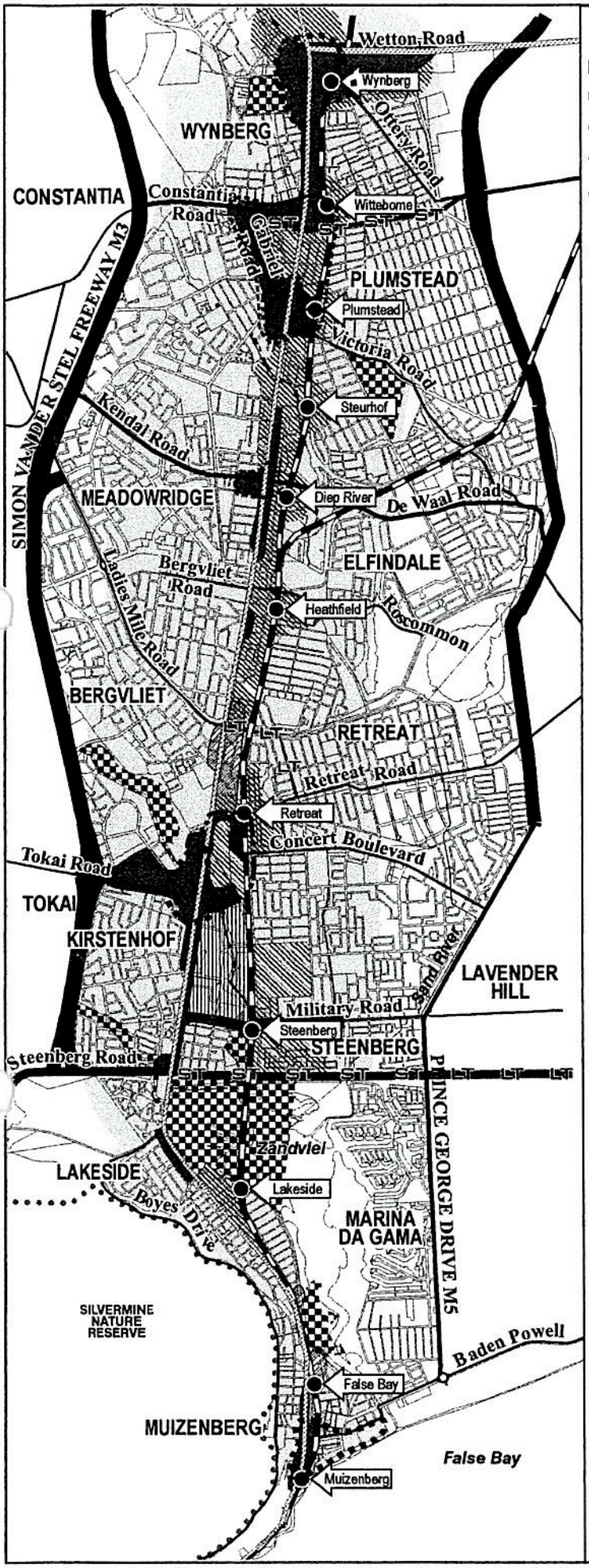
The Spatial Development Framework
This provides a more detailed breakdown of the conceptual framework and provides policy for:

- existing nodes
- emerging nodes
- future nodes
- high-intensity urban development
- land use changes (Zoning scheme changes, access and consolidation of erven and loss of residential uses)
- motor-trading
- retained residential areas
- areas of residential densification; and
- green spaces.

Precinct Plans
The precinct plans illustrate the application of the goals, spatial framework and policies at a more detailed level. These plans are intended to provide the local authority, property owners and developers with clarity as to what they can expect in their area over the next 10 to 15 years. These plans are covered in the summary document and the proposals document. The precincts are as follows:

- Precinct 1: Wynberg CBD (Wetton to Park/Stilton Road)
- Precinct 2: Plumstead (Park/Stilton to Wembly Road)
- Precinct 3: Diep River (Wembley to Harrow/Marston Road)
- Precinct 4: Diep River South (Harrow/Marston to Dunlop Road)
- Precinct 5: Bergvliet (Dunlop to Zwaans Road)
- Precinct 6: Tokai/Retreat (Zwaans to Honeywell/Pollsmoor Road)
- Precinct 7: Kirstenhof (Pollsmoor/Honeywell to Approach Road)
- Precinct 8: Lakeside & Muizenberg (Approach Rd to Muizenberg Station)

Implementation Approaches and Strategies
There are a number of problems faced when considering how the proposals of the plan will be implemented. These relate to four main obstacles: Lack of coordinated and focussed institutional support, negative public perception/opinion of Main Road and political will to enforce required policy changes, current market demand patterns (and perceptions) and existing public policies. These need to be specifically addressed, potentially via a pilot project.



Legend

- Freeway (Class 1)
- Expressway (Class 1)
- Primary Arterial (Class 2)
- Secondary Arterial (Class 3)
- Railway
- Station
- Urban Edge

Future road proposals

- ST ST short term
- LT LT long term

- existing node (text ref: 13.2.1)
- emerging node (text ref: 13.2.2)
- future node (text ref: 13.2.3)
- mixed residential & business uses: business uses dominate (text ref: 13.2.4)
- mixed residential & business uses: high-density residential dominates (text ref: 13.2.4)
- retain residential use (text ref: 13.2.7)
- green spaces (text ref: 13.2.9)
- mixed business & industrial area
- further high-density housing opportunities (text ref: 13.2.8)

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Figure 13.4

URBAN AND ENVIRONMENTAL PLANNERS — HAWKINS HAWKINS & OSBORN CONSULTING ENGINEERS — Randall Gross Development Economics

MAIN ROAD GROWTH MANAGEMENT STRATEGY

SPATIAL FRAMEWORK

N

Scale: 1:50,000

SOUTH PENINSULA MUNICIPALITY

Action Plans
This section proposes specific projects to be undertaken by the SPM and other bodies to implement the Growth Management Strategy.

Corridor Projects
The following actions are required for the corridor as a whole:

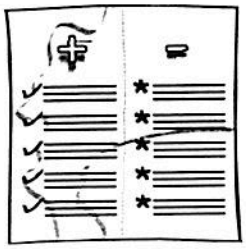
- Revise the Zoning Scheme.
- Protect historic fabric.
- Create development incentives for higher densities.
- Release public land, especially for housing.
- Draft landscaping guidelines.
- Establish a Corridor Management Body.
- Set-up a marketing initiative for Main Road.
- Develop niche markets/areas.
- Establish a public transport project to act as a guide as to how it can work.
- Road widening scheme review

Precinct Projects
There are a range of projects proposed for each precinct. These are drawn from the precinct plans in Section 14 of the proposals report and the summary document and are presented in table format. These projects relate to specific actions within each precinct such as intersection improvements, support for Municipal Improvement Districts, physical improvements to infrastructure and so on. These tables also indicate priorities and responsibilities.

Conclusion
The Main Road represents a substantial asset with considerable potential. What is primarily required is a coordinated effort amongst all role-players to work together to address the effective management, promotion and development of the corridor. This plan highlights key interventions that are required to get there.

report components

10.0 OPPORTUNITIES AND CONSTRAINTS



This section concludes the analysis of the Main Road corridor by highlighting the opportunities and constraints to the revitalisation and sustainable development within the study area. In addition to the opportunities and constraints identified by the consultant team, a survey of a number of businesses (approximately every fifth) along Main Road has been undertaken to gauge an understanding of the problems experienced by business people in the study area. (A summary of the results is contained in Annexure B.)

10.1 Metropolitan Scale

At a metropolitan scale Main Road suffers from similar problems to other corridors in the CMA. These are:

- Changing movement and spending patterns in the CMA, particularly of A and B income groups who are increasingly attracted to regional shopping centres such as Cavendish Square.
- The decline in the efficiency, safety and reliability of the public transport system, with the result that more and more people travel by private vehicle, causing excessive congestion on Main Road and creating a need for high-speed by-pass routes.
- The lack of good links to the rest of the metropolitan area, especially to the east of the corridor.
- The limited employment opportunities in the area, which results in large commuter movements to centres outside the corridor area.
- In addition to the limited employment opportunities, there are also no attractions of *metropolitan* significance or importance, such as recreation, business or civic facilities within the study area.

Opportunities at metropolitan scale include:

- The corridor's strategic location in relation to the scenic south peninsula.
- The trend towards decentralisation of office and retail nodes to counter traffic flow locations.
- The availability of basic public transport infrastructure, specifically the railway line.

10.2 Sub-regional Scale

It has already been established that Main Road plays an important role in the sub-regional context. Constraints to this role are:

- The lack of convenient links to the residential areas to the east of the corridor, such as Grassy Park and Lavender Hill.
- Peak hour traffic congestion on the major routes in the sub-region.
- Main Road's poor image in general as a shopping and business area.
- The low average densities within Main Road's catchment area.
- Competition from established and new shopping centres in the sub-region, such as Constantia Village and Capricorn.

Opportunities at a sub-regional level include:

- The numerous and relatively large number of vacant land parcels along Main Road in public ownership which can be released for appropriate development.
- The number of planned road improvements and extensions to create better east-west linkages. The intersections of these routes with Main Road will create powerful economic opportunities.

Funds for the first of these upgrades, the Kendal Road link to De Waal, have already been made available on the current SPM budget.

10.3 Local Scale

In addition to the above analysis, it should be noted that Main Road varies greatly along its length. At a local level, specific constraints and opportunities have been identified:

Constraints:

- The poor image of areas such as Muizenberg and Wynberg.
- The increased crime, neglect of buildings, lowering rentals, littering and vagrancy experienced in these areas, along with absentee landlords.
- Pressure for development at certain points along Main Road (eg. Tokai and Plumstead) and along certain intersecting routes such as Gabriel Road, without policy plans to guide such development.
- Legal constraints such as zoning and title deed restrictions, which hamper high-intensity development in the corridor.
- The existing road widening schemes and their impact on redevelopment and investment along Main Road.
- The constraints placed by road access policies and parking requirements on developing high intensity uses in the corridor.
- The spread of motor town uses – which indicates lowering rentals and creates a poor image and pedestrian environment.
- The lack of protection of conservation-worthy buildings and streetscapes along Main Road.
- The impact of informal trade on areas such as Wynberg, where it affects the viability of formal business and adds to the poor image of the area.
- The physical barrier created by the railway line, which reduces access to Main Road from areas to its east and impacts on the economic viability of the area.
- The introverted built form presented in certain areas, which prohibits redevelopment and land use changes in the spine.

Opportunities:

- The unique character of the various areas along Main Road – a collection of villages along the route.
- The number of attractive old buildings, streetscapes and trees.
- The cultural/heritage tourism opportunities, especially in the Muizenberg area, but also more generally in and around the study area.

11.0 VISION AND GOALS

Main Road has continually evolved during its 300 years of existence. The most recent trends to impact on Main Road include increased car ownership resulting in some congestion (but also demand for counter flow office and retail space), retail competition from shopping centres (but also attraction of new businesses, especially for household goods which benefit from exposure and competitive rentals for large showrooms), changing lifestyles and technological advances (including use of the internet for many daily activities such as banking and some shopping). On the whole these trends have had varying effects on Main Road, in some areas resulting in increased demand for office, retail and residential space and in others resulting in decline. The Main Road spine has remained central to the economy of the South Peninsula as an area of employment, recreation and government and as a rates and income generator.

In formulating a vision for Main Road it should be recognised that modern trends will continue to have an impact on Main Road. However, it is this very circumstance that offers an opportunity rather than a constraint to the future role and development of Main Road. Main Road's strength lies in its diversity, its ability to accommodate change and to offer different and unique experiences and opportunities. In the physical fabric of the old buildings, churches, mosques and civic spaces lies the collective memory and identity of the area. These represent unique assets on which to build.

Main Road represents the civic, historic and cultural heart of the South Peninsula. Apartheid has undermined this role and exacerbated the problems of isolated development and division between communities. Along the Main Road corridor, this legacy is particularly evident in the poor physical and socio-economic connections with communities to the east of Main Road. The integration of these communities and the restoration of civic pride will be vital to the success of the corridor development strategy as put forward by the MSDF.

Based on this the vision for Main Road is as follows:

> *Main Road should be a place that people of all ages and cultures share and enjoy. Building on its unique assets, it should offer a variety of opportunities and unique experiences in a safe environment of high quality. This environment, as the civic and public face of society, should reflect the humanity and diversity of an integrated community and foster its social and economic well-being.*

The Main Road Growth Management Strategy is aimed at managing growth and development in the corridor over the next 15-20 years guided by this vision.

11.1 Goals

The goals set out below are aimed at realising the vision for Main Road. They can equally be viewed as principles underpinning the vision statement.

These goals will be translated into a spatial framework and detailed land use and development policies for the study area.

11.1.1 Land Use Goals

- Ensure a variety of experiences along Main Road

The variety of land uses and urban form encountered along the length of the study area, is one of Main Road's most important assets. Main Road has been described as a series of villages and this village character can still be experienced in the older settlements along the route. Planning and development should be focussed on preserving and enhancing the unique character of the different suburbs located along Main Road.

- Focus commercial development on nodes along Main Road

Commercial development should be focussed on nodes along Main Road. In this way businesses will benefit from the agglomeration advantages, and pressure for development in other areas along the corridor where such uses are inappropriate (e.g. certain residential areas), will be relieved.

Along Main Road these nodes are located at the original settlements along the route as well as at the intersections of important east-west routes. Careful consideration should be given to the potential impact of some of the proposed improvements to east-west routes that may result in additional pressure points along the route.

- Control land use changes

Pressure for land use changes and redevelopment of residential properties to accommodate commercial uses (usually professional offices) is being experienced in certain areas of the corridor. These have to be controlled and regulated in the context of the vision for Main Road to ensure that such redevelopment occurs where appropriate and that the character of an area is not compromised. Similarly, the pressure for land use changes in the Retreat industrial area to accommodate commercial uses such as services and shops has to be controlled to ensure an appropriate urban form.

Clear policies on redevelopment will be of great benefit to property owners, who will be in a position to make long-term plans for their properties.

- Pursue increased residential densities where appropriate

Population densities in the corridor should be increased in order to achieve population thresholds that support commercial development and public transport, and improve the efficiency of the city structure. The average density in the corridor is currently very low (10dus/ha) compared to the theoretical ideal for corridor development (70 - 100dus/ha). Whereas it would be unrealistic to aim at such a dramatic increase in average densities, the SPM should encourage high-density residential development in the corridor, as well as actively pursue such development on public land where appropriate. Pockets of high-density residential development where net densities of up to 75dus/ha are being achieved already exist along Main Road.

- Release strategic public land for development

There are a number of vacant and/or under-utilised parcels of land in public ownership along the spine. The SPM should pursue the release of these sites for appropriate development, which could act as a catalyst for further high quality land development. Conditions aimed at achieving an appropriate urban form should be set as part of the sale/lease of the land. In particular,

consideration should be given to include high-density residential development as part of the conditions of sale/release.

The appropriate use and/or release of land reserved for road widening and bypass schemes that may no longer be required as a result of the outcome of further investigation should also be pursued.

- Encourage the establishment of civic uses at nodes

The SPM should ensure that civic facilities such as post offices, municipal offices and government departments, which will support commercial development and the public and civic roles of Main Road, locate at nodes on Main Road.

11.1.2 Urban Design Goals

- Improve the pedestrian environment

In order to attract more activity and people to Main Road, the pedestrian environment has to be improved. In general, improvements should be focussed on the nodes where activity is to be encouraged, but improvements should also be aimed at creating a pleasant living environment. In addition to physical improvements such as paving and planting, measures to improve the management of the public environment (e.g. cleansing) will also be required.

- Improve the built form, landscaping and signage to create a quality urban environment

In addition to the above, the image of the whole of the study area should be improved through the regulation and improvement of signage and landscaping of the road verges. Such improvements should, in particular, reinforce the diversity and variety of places along Main Road and could include gateways. This physical manifestation of Council's support will instil confidence in the private sector to invest in Main Road.

- Protect the historic fabric along Main Road

The historic buildings and streetscapes along Main Road contribute greatly to the image and marketability of Main Road. These buildings and streetscapes (including many historic trees) are, however, not adequately protected at present and, in the future, should be protected as a means of retaining and enhancing the unique character and assets of Main Road. In addition, any development adjacent or close to historic buildings should complement these buildings, particularly with regard to scale and finish.

11.1.3 Management Goals

- Encourage the civic and business community to become actively involved in managing Main Road and in promoting its unique assets.

As set out in the vision, the project is undertaken in order to enhance the quality of life of the local community. Without the active support of the community this vision for Main Road would never be achieved. The recent creation of a Municipal Improvement District in Wynberg is an excellent example of how the community can become involved in managing and marketing Main Road.

- Ensure support from all the relevant government departments

Many of the problems experienced along Main Road as identified by the public are related to the management of the public environment. In the current system of government these management functions are divided within and between different tiers of government. The support and co-ordination of these departments to ensure effective capital investment in the Main Road is necessary.

11.1.4 Economic Restructuring and Promotion

- Identify key market sectors that will succeed on Main Road and actively encourage their location on the corridor

The detailed land use analysis has revealed that some clustering already exists along Main Road. The establishment of specific niche markets has proven particularly successful in main street programmes in the USA to attract more customers and businesses. Along Main Road the development of niche markets, which contribute to create an attractive image and environment and which have the potential to attract related business should be encouraged.

- Assist the community in promoting the assets and attributes of Main Road

A comprehensive marketing strategy could do much to improve the image of Main Road and the perceptions of both business people and potential customers. This should include the promotion of niche markets and should be undertaken in conjunction with existing efforts such as the Wynberg Improvement District.

- Support small business development

Main Road is already recognised as an incubator of small businesses. The spatial requirements of such businesses are conducive to an appropriate urban form and their capacity to employ people is high. The SPM should seek to retain the range of business premises (ranging in size and rental) found along Main Road and to encourage a pattern of small-scale development, which accommodates small businesses.

11.1.5 Transport Goals

- Ensure convenient access to nodes

In order to ensure that the nodes are successful, it is critical that potential customers have convenient access to these nodes. This includes good links with public transport facilities, such as stations as well as good access by private vehicle, including goods vehicles. Sufficient parking should be provided, but care should be taken in the placement and design of parking areas so as not to compromise the sense of place and pedestrian environment of nodes.

- Improve public transport facilities and usage through better management, design and access

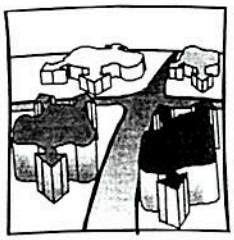
Whereas the importance of attracting customers travelling by private car cannot be ignored, it should be recognised that increased use of public transport is one of the most important goals in achieving an efficient and sustainable city. Although the provision and management of public transport does not fall under the jurisdiction of the local authority, planning for the corridor should at least aim to accommodate and promote public transport and pressure should be put on managing authorities to improve the management, operation and safety of their services. The railway line presents a substantial public investment that serves the whole length of the study area, therefore the role of stations is regarded as particularly important. Both vehicular and pedestrian access to

stations should be improved. Stations also provide opportunities for commercial development, which would improve safety and surveillance at these points and so improve the viability of park and ride schemes.

- Address traffic flow problems

Traffic flow problems along, and towards, Main Road are of concern to the general public as well as the business community. The transport consultants have reported that Main Road operates at close to capacity for significant portions. Traffic management mechanisms and strategic systems improvements, such as simple and inexpensive traffic system improvements (known as TSM projects), e.g. the remarking of approaches at intersections to accommodate additional lanes should be implemented where possible. The long-term proposals to widen Main Road would have to be assessed in detail by further studies to ensure that the proposals promote the vision for Main Road.

12.0 LAND USE FORECASTS



This section provides forecasts for generalised demand for each major land use category as a basis for planning, zoning, and overall growth management. Forecasts are provided for housing, office, industrial (manufacturing and warehousing), retail, and lodging/tourism uses. The forecasts are expressed in terms of square metres of space or number of units.

The forecasts show anticipated development potential, in the absence of pro-active intervention in the management or direction of growth. They are not, however, straight-line projections of past growth. Rather, the forecasts are based on an understanding of regional market dynamics, demographic shifts, competitive positioning, availability of developable land (the development "envelope"), global industry outlook, changing consumer behaviour, and building cycles. They show the development potential for different land uses in the Main Road Area.

Infrastructure Assumptions. It is assumed that no major investment will occur in the transportation infrastructure during the next five years, other than typical upgrades and regular maintenance. However, several major investments are assumed within the 20-year horizon, including a north-south relief road through Wynberg, and upgrading of Steenberg, Kendal, and Gabriel roads. Five- and twenty-year forecasts are given in order to express short- and long-term growth dynamics.

Study Area Definitions. The forecasts were prepared for the Main Road Area. This area includes the region within a one-kilometre "Corridor" on either side of Main Road, as well as a "Secondary Study Area" outside of the Corridor but within the two highways (M3 and M5).

In addition, the forecasts were generally segmented by suburb within the entire Main Road Area so that more detailed input could be provided for the precinct-level recommendations. The boundaries of the suburbs are equal to those described in the 1999 SPM Structure Plan, for the purposes of consistency and simplicity. Census data was used as one basis for demographic forecasts, so the suburb boundaries closely follow the outline of Census Enumeration Areas (EA) defined for the Census. For example, census EA boundaries follow the rail line, rather than Main Road. As a result, the suburb boundaries are drawn to the rail line rather than to Main Road.

The names of the suburbs have been slightly altered from the Structure Plan so that the suburb names more closely match the perceptions of residents. For example, the areas around Plumstead and Diep River on both sides of Main Road (west of the rail line) were indicated as "Meadowridge" in the Structure Plan. The area will be indicated as "Plumstead-West /Diep River/ Meadowridge" (abbreviated as Plumstead-West/DR/M). The areas around Plumstead east of the rail line are now known as Plumstead-East.

12.1 Housing

The development of additional housing within the Main Road Area will depend on a variety of factors relating to overall economic conditions; demographic characteristics such as the change in population, households, income, migration and commutation; and the South Peninsula's and Main Road's positioning in the competitive regional housing market.

12.1.1 Construction Trends and Implications for Growth Management

The South Peninsula's residential market is dominated by single-family housing. As shown in the Economic Context Report, detached (often single-family) housing accounts for 81% of the SPM's new residential construction. Detached houses have the lowest density among the various housing types and therefore, use more land. This type of development promotes the further expansion of the urbanized area known as sprawl, which typically results in higher capital and operating unit costs for a municipal government.

The Main Road Corridor, however, is developing as a higher-density market within the SPM. For example, detached houses accounted for only 66% of new residential construction in the corridor during the 1990s. Furthermore, high-density flats accounted for 24% of the Corridor's new construction, versus only 10% of total SPM construction. Interestingly, townhouses accounted for 10% of new construction in both the Corridor and the SPM overall. Negative perceptions of high-density housing in lower-income communities, particularly those of townhouses, prevent further development of this housing niche at present. However, there are opportunities to capture this market as perceptions change.

12.1.2 Population and Households

Further residential development will depend, of course, on demand generated by the creation or attraction of new households. Growth in the number of households is difficult to forecast in part because of gaps in the South African census record. Nevertheless, there are trends that suggest the role of the SPM and Main Road in the region's overall growth pattern. Demographic shifts were correlated with residential construction and market trends to assess realistic patterns of growth in the region, SPM, and Main Road.

Population within the Main Road area was forecasted in part with a consideration of its role in the Cape Town region. It is expected that the metropolitan region will continue to expand outward and

Table 1.	FORECASTED MAIN ROAD AREA POPULATION AS SHARE OF REGIONAL TOTAL, 2000-2020			
Area	2000	2005	2020	
Main Road Area	**4.01%**	**3.96%**	**3.52%**	
1 km Corridor	2.23%	2.14%	1.82%	
Secondary	1.79%	1.81%	1.70%	
Sources:	Cape Metropolitan Council and Randall Gross / Development Economics.			

to densify in some areas. The Main Road Area will have to compete with new development in these other areas. In addition, natural population growth rates in some regions will exceed those of the Main Road Area due to differences in the cultural or age cohorts represented in Main Road versus the other areas.

As a result, it is anticipated that the Main Road Area will account for a declining share of the region's population, even as that population expands. Currently, the Main Road area accounts for about 4% of the region's population. By 2020, this share is expected to decline to about 3.5%. Within the 1km Corridor, the share is expected to decline from 2.2% to 1.8%. The Secondary

Study Area (between the Corridor and the two expressways) will increase its share of the region's population for a time, but that share is likely to decrease sometime after 2005.

Even with a declining share of the region's total population, the Main Road Area will still see a significant increase in population over the next 20 years. This population has been translated into household growth in Annexure C, tables 1 and 2, based on the anticipated change in average household size. For example, one can expect to see a gradual decrease in the average household size of mid- and high-income households in part because of a long-term shift towards smaller families; and due to market dynamics that would attract smaller households with seniors, "empty-nesters," and single young professionals into higher-density urban housing.

Table A-1 (Annexure C) shows that the number of households within the Corridor will expand by 34%, or 7,440 additional households, between 2000 and 2020. Growth will be even faster in the Secondary Study Area, totalling 40% or 5,650 additional households by 2020. The total household growth in the Main Road Area is summarised below in Table 2. This household forecast does not include newly developing areas such as Westlake, which is outside of the Main Road Area.

As shown in Table 2, the Main Road Area can expect growth of about 36%, or 13,100 additional households by 2020. This yields an average annual growth rate of about 1.8% and 654 households added each year.

Change by Suburb. The most rapid growth can be expected in Plumstead-West/DR/M, where the number of households is forecasted to increase by almost 84% by 2020. Plumstead-West/DR/M is likely to add the largest number of households, totalling 3,300 during the 20-year period.

The slowest growth is likely to be in Wynberg, which has the fewest existing opportunities for further housing development, unless new opportunities are created. Importantly, Wynberg is expected to have a negative population growth for much of the period, but a decrease in household size is expected that would result in an increase in the number of households. Wynberg would have a higher proportion of singles, empty-nesters, and other market sectors that result in a smaller-than-average household size.

Table 2. INPUTED HOUSEHOLD FORECASTS BY SUBURB, MAIN ROAD TOTAL AREA, SOUTH PENINSULA, 2000 - 2020

Suburb	2000	2005	2020	2000 - 2020 Change Number	2000 - 2020 Change Percent
Wynberg	3,009	3,047	3,370	362	12.0%
Plumstead-East	4,453	4,901	5,414	961	21.6%
Plumstead-West/DR/M	6,434	7,429	9,744	3,310	51.4%
Heathfield	2,905	2,992	3,522	617	21.2%
Retreat	5,022	5,582	7,129	2,107	41.9%
Steenberg	5,548	6,207	7,939	2,391	43.1%
Marina da Gama	2,367	2,679	3,222	855	36.1%
Muizenberg Lakeside	2,634	2,896	3,615	981	37.2%
Bergvliet Kirstenhof	4,444	4,817	5,948	1,505	33.9%
TOTAL	**36,816**	**40,551**	**49,904**	**13,088**	**35.6%**
Annual				*654*	*1.8%*

Source: CMC, CSS, & Randall Gross / Development Economics.

12.1.3 Housing Stock Forecasts

The growth in housing stock was forecasted based on assumptions regarding factors such as vacancy rates, housing preferences, replacement factors, building cycles, and development approvals. These assumptions were adjusted to create two separate growth scenarios that have implications for the densification of housing. Scenario A presumes a more aggressive growth cycle and market capture, resulting in higher densities in the Corridor than in Scenario B. These two forecasts are detailed in Annexure C, tables 3 and 4 and summarised in Table 3.

Scenario A forecasts growth of about 9,500 housing units in the Main Road Area between 2000 and 2020, or 480 on average each year. The rate of growth will decline from the first period (2000-2005) to the second period (2005-2020). Between 2000 and 2005, an average of 545 units would be built per year. Between 2005 and 2020, the average annual growth would decline to 455. About 2,400 units would be added in Plumstead-West/DR/M. Only 264 units would be added over the 20-year period in Wynberg.

Table 3. NET NEW ADDITIONS TO HOUSING STOCK, SCENARIO A, MAIN ROAD TOTAL STUDY AREA, 2000 - 2020

Suburb	2000-2005	2005-2020	2000-2020
Wynberg	28	236	264
Plumstead-East	327	374	701
Plumstead-West/DR/M	725	1,688	2,413
Heathfield	63	387	450
Retreat	408	1,128	1,536
Steenberg	481	1,262	1,743
Marina da Gama	227	396	623
Muizenberg Lakeside	191	524	715
Bergvliet Kirstenhof	273	825	1,097
TOTAL	**2,723**	**6,819**	**9,542**
Annual	*545*	*455*	*477*

Note: Accounts for vacancy, approval/construction differences, group quarters and demolition.

Source: Randall Gross / Development Economics.

Scenario B forecasts the addition of about 4,600 housing units between 2000 and 2005. The number of housing units in Wynberg would possibly decline slightly in this scenario, perhaps as lower-density housing is replaced by commercial uses. At the same time, the number of housing units in Plumstead-West/DR/M would increase by about 1,400.

The total number of units would increase at the rate of 300 per year between 2000 and 2005, but the rate of growth would decline to 264 per year between 2005 and 2020. In this more conservative scenario, the rate of growth would not match that of recent years.

Table 4.	NET NEW ADDITIONS TO HOUSING STOCK, SCENARIO B, MAIN ROAD TOTAL STUDY AREA, 2000 - 2020		
Suburb	**2000-2005**	**2005-2020**	**2000-2020**
Wynberg	(60)	(5)	(65)
Plumstead-East	179	(12)	167
Plumstead-West/DR/M	496	932	1,429
Heathfield	(24)	127	103
Retreat	239	581	820
Steenberg	292	653	945
Marina da Gama	145	156	301
Muizenberg Lakeside	104	250	353
Bergvliet Kirstenhof	128	375	504
TOTAL	**1,499**	**3,057**	**4,556**
Annual	*300*	*204*	*228*
Note:	Accounts for vacancy, approval/construction differences, group quarters and demolition.		
Source:	Randall Gross / Development Economics.		

12.1.4 Housing Stock by Type

Much of the housing growth in the short run will continue to be oriented towards lower-density, single-family dwellings. However, the rate of growth in the higher-density stock, particularly townhouses, is likely to increase between 2005 and 2020, relative to detached (single-family) housing.

Table 5. NET NEW ADDITIONS TO HOUSING STOCK BY TYPE OF DWELLING,SCENARIO A, MAIN ROAD CORRIDOR AND SECONDARY STUDY AREA, 2000 – 2020

Period/Area	Houses	Townhouses	Flats	Total
2000-2005				
Corridor	1,044	161	381	1,586
Secondary Area	748	116	273	1,137
2005-2020				
Corridor	2,140	620	1,074	3,834
Secondary Area	1,666	482	836	2,984
2000-2020 Total				
Corridor	3,184	781	1,455	5,421
Secondary Area	2,414	598	1,109	4,121
TOTAL	**5,599**	**1,379**	**2,565**	**9,542**

Source: Randall Gross / Development Economics.

Between 2000 and 2020, a total of about 5,600 additional detached houses are forecasted in Scenario A. About 1,400 additional townhouses and 2,600 additional flats are anticipated. The Corridor will see the larger increase in flats and townhouses, especially between 2005 and 2020. Table 5 summarises these forecasts for the Main Road Corridor and secondary study area.

Scenario B anticipates the addition of 2,700 detached houses, plus about 1,200 flats and 650 townhouses. This growth scenario is shown in Table 6. A total addition of about 2,500 units is forecasted in the Corridor, while another 2,100 units would be added in the Secondary Area. Even within the higher-density Corridor, detached housing would continue to predominate, at least for the next 20 years.

Table 6. NET NEW ADDITIONS TO HOUSING STOCK BY TYPE OF DWELLING,SCENARIO B, MAIN ROAD CORRIDOR AND SECONDARY STUDY AREA, 2000 – 2020

Period/Area	Houses	Townhouses	Flats	Total
2000-2005				
Corridor	565	87	206	859
Secondary Area	422	65	154	641
2005-2020				
Corridor	910	263	457	1,630
Secondary Area	797	231	400	1,427
2000-2020 Total				
Corridor	1,475	351	663	2,488
Secondary Area	1,219	296	554	2,068
TOTAL	**2,693**	**646**	**1,217**	**4,557**

Source: Randall Gross / Development Economics.

12.1.5 Summary

Even without housing related interventions stemming from the development framework, it is likely that higher-density housing would slowly increase its share of the overall housing stock in the Main Road area. This densification will occur more gradually in the Secondary Area than in the 1km Corridor. Still, without intervention, lower-density housing types will prevail as the primary housing type in the area.

The rate of growth in the housing stock will slow after 2005, especially as the Main Road area captures a smaller portion of the region's overall household growth. Competition for new housing from less-developed areas will reduce the Corridor's share of new construction, especially for lower-density housing. On the other hand, the area's competitiveness with respect to high-density housing may increase. Perceptions of high-density housing such as townhouses will gradually improve as a more upscale product becomes available in the market.

12.2 Office

The office market in the Main Road area is highly concentrated in Wynberg, as discussed in section 9. Wynberg CBD contains the largest share of office space in the area and is an extension

of the larger office node that includes Claremont/Newlands. Main Road's future office development will rely in large measure on Wynberg's role as the business and services centre for the South Peninsula.

12.2.1 Market Dynamics

Wynberg is losing market share as new office space is developed in Claremont and as newer areas such as Westlake develop as office nodes outside of the Main Road Area. Tokai has been developing as a small office node, especially for local services in that portion of the Corridor. New housing developments in areas such as Westlake are attracting professional office tenants who serve these emerging markets.

12.2.2 Employment Forecasts

Employment in the South Peninsula was forecasted as one of several economic indicators of generalised demand for office and industrial building space in the region. These forecasts were modelled based on recent trends, regional employment growth forecasts, global industrial outlook, labour market characteristics, transport and commuting patterns, the SPM's competitive positioning and development opportunities.

Table 7. AT-PLACE EMPLOYMENT FORECASTS BY SECTOR, SOUTH PENINSULA, 2000-2020

Sector	2000	2005	2020	2000-2020 Change Number	2000-2020 Change Percent	00-05 Ann Chg	05-20 Ann Chg
Agri/Forestry/Fishing	625	631	650	25	4.0%	0.2%	0.2%
Mining	-	-	-	-	0.0%	0.0%	0.0%
Manufacturing	13,516	14,855	17,172	3,657	27.1%	2.0%	1.0%
TCU	1,328	1,336	1,460	132	10.0%	0.1%	0.6%
Construction	12,044	13,245	14,649	2,605	21.6%	2.0%	0.7%
Trade	14,061	14,992	17,184	3,123	22.2%	1.3%	1.0%
Finance, Real Estate	3,841	4,227	4,685	843	22.0%	2.0%	0.7%
Services	26,835	30,129	37,911	11,076	41.3%	2.5%	1.7%
TOTAL	**72,250**	**79,415**	**93,711**	**21,462**	**29.7%**	**2.0%**	**1.2%**

Note: TCU means Transport, Communication, and Utilities (water, electricity).

Sources: Cape Metropolitan Council, Urbanisation & Planning and Economic & Social Development Directorates; and Randall Gross / Development Economics.

As shown in Table 7, SPM employment is expected to increase by almost 30% between 2000 and 2020, with the addition of about 21,500 at-place jobs. The annual growth rate would average close to 2.0% between 2000 and 2005, but would decline to 1.2% between 2005 and 2020. Most SPM employment will be added in the Services industries, which should expect to gain over 11,000 jobs for an increase of 41.3% over the 20-year period. Manufacturing should gain over 3,600 jobs and Trade 3,100. The extraction industries of agriculture, fishing, forestry, and mining will show the smallest gains in this area.

Table 8.	OFFICE EMPLOYMENT FORECASTS, SOUTH PENINSULA AND MAIN ROAD AREA, 2000-2020					
		2000	2005	2020	2000-2005	2005-2020
South Peninsula		25,469	28,832	36,414	3,363	7,582
Main Road Area		15,791	16,723	20,392	932	3,669
Sources:	Cape Metropolitan Council, Urbanisation & Planning and Economic & Social Development Directorates; and Randall Gross / Development Economics.					

The portion of office employment in each industrial sector was determined for the South Peninsula. The share of office employment within the Main Road area was also determined, as shown in Table 8. SPM office employment is expected to increase by 3,400 between 2000 and 2005, and by another 7,600 between 2005 and 2020. The share of SPM office employment growth within the Main Road Area is forecasted to be about 900 during the initial five-year period, and 3,700 between 2005 and 2020. Altogether, Main Road should expect to add 4,600 office workers between 2000 and 2020.

12.2.3 Absorption Trends and Forecasts

Office absorption trends have been determined for that portion of the Newlands, Muizenberg, and Lansdowne sub-markets within the Main Road Area, as one of the inputs to forecasting generalised office demand. Given the gaps in market data available for this analysis, absorption has been estimated with known inputs. Absorption was then assessed in terms of three-year moving averages for new space in the Corridor.

Table 9.	OFFICE ABSORPTION MOVING AVERAGES (Sq.m) MAIN ROAD AREA, 1991-1998				
	Newlands	Muizenbrg	Lansdwn	Total
1991-93	400	833	-	1,267
1992-94	400	-	2,500	2,933
1993-95	793	-	3,500	4,327
1994-96	793	-	3,500	4,293
1995-97	793	-	1,000	1,860
1996-98	-	833	-	900
Total	**3,580**	**5,000**	**10,500**	**19,380**
Average/Average	**530**	**278**	**1,750**	**2,597**
Note:	Totals reflect data not included in individual area summaries.			
Sources:	Cape Metropolitan Regional Planning; Rode & Associates; Brokers; and Randall Gross / Development Economics.			

A total of approximately 20,000m^2 of new office space is estimated to have been absorbed in the Corridor between 1991 and 1998. Of this amount, approximately 3,600m^2 was absorbed in the Newlands sub-market, 5,000m^2 in the Muizenberg sub-market (including most of Main Road outside of Wynberg), and 10,500m^2 in the Lansdowne sub-market.

Absorption was maximised during the 1993 to 1995 period, but fell off significantly by 1998. The average of three-year moving averages suggests an annual absorption average closest to 2,600m^2 in the overall market, with 530m^2 per year in Newlands, 280m^2 in Muizenberg, and 1,750 in Lansdowne. There are indications that office absorption has increased again since 1998.

Office absorption was forecast for the Main Road Area in light of the market absorption trends, office employment forecasts, and competitive structure (including competitive nodes outside of the Main Road Area, such as Claremont and Westlake). These forecasts are shown in Table 10, below.

Table 10. OFFICE ABSORPTION FORECASTS, MAIN ROAD AREA, 2000-2020

	2000-2005	2005-2020	2000-2020
Total Absorption	**11,300**	**30,600**	**41,900**
Wynberg	7,400	18,200	25,600
Plumstead-East	100	300	400
Plumstead-West/DR/M	1,100	3,100	4,200
Heathfield	100	300	400
Retreat	200	300	500
Steenberg	100	300	400
Marina da Gama	100	200	300
Muizenberg Lakeside	500	1,300	1,800
Bergvliet Kirstenhof	1,700	6,700	8,400

Note: Absorption expressed in square metres.

Source: Randall Gross / Development Economics.

The Main Road Corridor is expected to absorb an additional 41,900m^2 between 2000 and 2020. Of this amount, there would be demand for an additional 11,300m^2 between 2000 and 2005, and another 30,600m^2 between 2005 and 2020. Most of this demand would be satisfied with new space in Wynberg, which would capture 25,600m^2. However, an increasing portion of the office market is captured at Tokai, in Bergvliet Kirstenhof. This area could capture up to 8,400m^2 of demand for additional office space by 2020.

12.2.4 Summary

The Main Road Area can conservatively expect to add 41,900m^2 of office space between 2000 and 2020. Wynberg would attract the largest share of this space, although Tokai and other areas are capturing an increasing share of this growth. Office employment growth will slow after 2005, resulting in reduced demand for additional space each year.

12.3 Industrial

Industrial space can include a broad range of building products, including manufacturing and production, warehousing and distribution, "flexible" and office/warehouse, and research and development (R&D) space.

12.3.1 Market Dynamics

The Main Road Corridor is heavily oriented towards commercial uses such as retail and office, rather than industrial use. Most of the industrial uses, including clothing and furniture manufacturing and distribution companies are highly concentrated in and around the Retreat industrial area. A high-density industrial area is also located near Wynberg. In both of these areas, the lack of industrial-zoned land prevents significant expansion of existing or potential manufacturing or distribution uses that require large parcels. As a result, the mix of uses in these areas has been gradually shifting towards higher-density urban industrial services and commercial uses.

Just outside of the Main Road Area, the 200-hectare Capricorn business park has been marketed for research and development uses but has not captured a significant share of this market. The location and anchor orientation for this park have not attracted the technology-based manufacturing, electronics, and information technology uses originally envisioned.

12.3.2 Employment Forecasts

Industrial employment has been generally forecast based on the proportion of such employment that would locate in industrial spaces if such space were available. Table 11 summarises the output of this analysis.

Table 11. INDUSTRIAL EMPLOYMENT FORECASTS, SOUTH PENINSULA AND MAIN ROAD AREA, 2000-2020

	2000	2005	2020	2000-2005	2005-2020
South Peninsula	18,939	20,677	23,792	1,738	3,115
Main Road Area	16,098	17,989	20,937	1,891	2,948

Sources: Cape Metropolitan Council, Urbanisation & Planning and Economic & Social Development Directorates; and Randall Gross / Development Economics.

SPM industrial employment would increase by about 1,700 between 2000 and 2005, then by another 3,100 by 2020. Within the Main Road Area, it is anticipated that industrial employment would increase by about 1,900 between 2000 and 2005. This suggests that there is potential for additional industrial use within the Main Road Area. Between 2005 and 2020, industrial employment would be expected to increase by about 3,000 within the Main Road Area.

12.3.3 Absorption Trends and Forecasts

As with office, there is a gap in the available data for industrial absorption in this market. The best efforts have been made to estimate absorption trends for the purposes of this generalised analysis. Table 12 shows absorption only of new space on a three-year moving average basis, as an indication of absorption cycles.

Table 12.	INDUSTRIAL ABSORPTION MOVING AVERAGES (Sq. m) MAIN ROAD AREA, 1991-1998			
	Newlands	Muizenbrg	Lansdwn	Total
1991-93	-	5,949	5,590	8,744
1992-94	-	2,074	5,894	5,021
1993-95	72	553	4,621	3,009
1994-96	72	553	4,621	4,510
1995-97	72	-	4,317	9,824
1996-98	-	-	-	9,154
Total Absorption	**215**	**19,504**	**30,633**	**62,719**
Average/Average	**36**	**3,251**	**5,106**	**10,453**
Note:	Totals reflect data not included in individual area summaries.			
Sources:	Cape Metropolitan Regional Planning; Rode & Associates; Brokers; and Randall Gross / Development Economics.			

Industrial absorption averaged approximately 62,700m^2 in the overall market area between 1991 and 1998. Of this amount, about one-half was in the Lansdowne sub-market (including Wynberg, Claremont and adjoining areas in the north) with most of the remainder in the Muizenberg sub-market (including Retreat and most of the SPM south of Wynberg).

Industrial absorption averaged 10,500m^2 on an annualised basis, based on the three-year moving averages. The absorption cycle peaked in 1991-93 at 8,700m^2 per year, but then fell to 3,000m^2 per year in 1993-95. However, unlike office demand, industrial absorption increased again since 1995 to between 9,000 and 10,000 m^2 per year.

Table 13 shows industrial absorption forecasts specifically for the Main Road Area and by individual suburb. There is potential for absorption to total 77,400m^2 between 2000 and 2020. Of this amount, 30,300m^2 would be absorbed between 2000 and 2005, with another 47,200m^2 absorbed in the second period.

Table 13.	INDUSTRIAL ABSORPTION FORECASTS, MAIN ROAD AREA, 2000-2020		
	2000-2005	2005-2020	2000-2020
Total Absorption	**30,260**	**47,170**	**77,430**
Wynberg	300	600	900
Plumstead-East	-	-	-
Plumstead-West/DR/M	200	600	800
Heathfield	2,300	6,100	8,400
Retreat	1,600	4,600	6,200
Steenberg	-	-	-
Marina da Gama	100	300	400
Muizenberg Lakeside	-	-	-
Bergvliet Kirstenhof	6,800	18,400	25,200
Note:	Absorption expressed in square metres.		
Source:	Randall Gross / Development Economics.		

Bergvliet Kirstenhof would capture the largest share of industrial growth, with 25,200m2 of additional space by 2020, if space were available. Much of the Retreat industrial area is located within this suburb. Heathfield and Retreat would also capture a significant share of industrial growth is land is made available.

12.3.4 Summary

Main Road is not among the larger industrial nodes in the region, but the area still has potential for capturing an increasing share of industrial demand. There has been increasing absorption of industrial space in the Main Road Corridor since 1995. This growth would be expected to continue for at least the next several years.

However, the availability of sufficient land for expansion of manufacturing and distribution uses within the Main Road Area is severely constrained. Some of this expansion could be accommodated at Retreat, but redevelopment of non-industrial areas would be required in order to accommodate much of the remaining potential.

The redevelopment of residential or commercial land for industrial use could have a positive impact on the SPM's fiscal health and on economic development, but may not be consistent with the vision and desires of residents living within the Main Road Area. As a result, use of the existing industrial areas is likely to intensify in coming years and continue to shift towards services. Industrial potential may be better accommodated through the redevelopment of Youngsfield military base.

12.4 Retail

Retail use has been forecasted based on demand generated by both households and office workers within a general Main Road trade area. Main Road is a well-developed, mature retail corridor. Much of the area's retail is concentrated in the Wynberg or Tokai nodes, but there are a number of smaller nodes throughout the Corridor. Retail is of such importance that the health and quality of these nodes influences overall perceptions of the Main Road market and its competitiveness for other types of development.

12.4.1 Market Dynamics

Main Road's retail nodes have gradually specialised in order to capture a larger share of the regional destination market at the same time that there is increasing competition for shoppers... As a result, the nodes function somewhat differently from one another. Wynberg is a true CBD in that it is a multi-function centre with a multi-modal transport node, significant office/service base, and street-front retail. Competition to Wynberg has increased as newer areas have developed that offer convenience and shoppers goods closer to higher-income communities. Competition also comes from older nodes that have been able to attract higher-income shoppers. At the same time, Wynberg remains an important shopping destination for workers commuting via rail or road to lower-wage jobs.

Tokai is becoming the quintessential "edge city," with lower-density retail and office space typically surrounded by seas of parking. This "un-node" lacks the kind of street interface found in a CBD like Wynberg. Available parking, lower land prices and rents allow retailers to offer a wider variety of merchandise in larger "box" stores.

Household-Generated Demand. Household retail demand relies in large measure on income available among all trade-area households for the purchase of retail goods and personal services. Household retail potential is a function of household growth, income, and the competitive framework.

Household Income Forecasts. Average household income (AHI) is forecasted in Annexure C Table 5. In the Main Road Area, AHI is expected to increase from R88 000 to over R115 000 in real terms, between 2000 and 2020. Corridor incomes would increase from R106 000 to R139 000, while AHI in the Secondary Area would increase from R64 000 to R91 000.

The highest incomes are found in Wynberg, with AHI of R144 000. Wynberg incomes are forecasted to increase to R242 000 by 2020, after accounting for inflation. The lowest incomes are among households in Steenberg, averaging R37 000. Incomes in this and other lower-income areas may remain stagnant for several years before increasing after 2005.

Total Personal Income. Total Personal Income (TPI) is the total income of all households within the Main Road trade area. TPI is forecasted at R3,2 billion in 2000, increasing to R3,7 billion by 2005 and R5,8 billion by 2020.

Expenditure Potentials. The share of TPI used for the purchase of retail goods and services is also forecasted to increase, from R990 million in 2000, to R1 135,3 billion in 2005 and R1 757,6 billion by 2020. These amounts represent the total household-generated retail expenditure (turnover) potential within the Main Road Trade Area.

Competitive Framework. There is increasing competition for this expenditure potential within and outside of the trade area. Several of the more competitive retail shopping centres and nodes are summarised in a general inventory contained in Annexure C Table 6. Recently upgraded centres such as Kenilworth, and new super-regional shopping/entertainment complexes like Century City, erode Main Road's middle and upper-income market capture. Regional complexes tend to attract mobile local shoppers away from existing nodes like Wynberg, which leaves such areas more dependent on convenience-oriented and less-mobile markets.

Warranted Space. Increasing competition is reducing Main Road's share of the trade area market. Furthermore, in-flow from outside of the trade area is also decreasing rapidly, as competitive centres reduce Main Road's regional draw. Still, the overall increase in the Main Road Area's household and income base generates increasing demand for retail space between 2000 and 2005, as shown in Table 14.

Table 14.	HOUSEHOLD-GENERATED RETAIL SPACE WARRANTED BY SUB-MARKET, 2000-2005					
	Square Metres					
Suburb	Convenience	Shopper Gds	Eating & Drg	Entertainmen	Services	Total
Wynberg	526	3,022	1,004	742	155	5,449
Plumstead-East	517	101	33	25	153	829
Plumstead-West/DR/M	692	1,209	401	297	205	2,804
Heathfield	385	101	33	25	114	657
Retreat	295	504	167	124	87	1,177
Steenberg	207	101	33	25	61	428
Marina da Gama	174	184	61	45	51	515
Muizenberg Lakeside	260	806	268	198	77	1,609
Bergvliet Kirstenhof	657	4,030	1,338	990	194	7,209
Total	**3,714**	**10,057**	**3,340**	**2,469**	**1,098**	**20,677**
Source:	Randall Gross / Development Economics.					

Between 2000 and 2005, the Main Road Area should expect to see demand for an additional 20,677m^2 of retail space. Of this amount, there would be demand for an additional 10,000m^2 of shopper goods (destination merchandise for which consumers comparison shop), 3,700m^2 of convenience goods space, 3,300m^2 of restaurants, and the rest in entertainment and personal services.

Much of this additional demand would be accommodated in the Tokai area (Bergvliet Kirstenhof) or in Wynberg, but additional space is warranted in Plumstead-West/DR/M, Muizenberg, Retreat, and other areas. Wynberg demand will be oriented towards restaurants and entertainment. An entertainment-oriented retail strategy could form the basis for revitalisation efforts in Wynberg CBD.

Between 2005 and 2020, the rate of growth in household demand for retail space within the Main Road Area will diminish due to slower household growth and increased regional competition. Still, over the 15-year period, there will be demand for an additional 85,000m^2 of retail space that might be accommodated along Main Road. Almost one-half of this space would be in shopper goods, plus about 15,000m^2 of convenience goods space. Table 15 illustrates forecasted retail demand.

Table.15	HOUSEHOLD-GENERATED RETAIL SPACE WARRANTED BY SUB-MARKET, 2005-2020					
	Square Metres					
Sub-Market	Convenience	Shopper Gds	Eat/Drink	Entertainmt	Services	Total
Wynberg	2,085	12,159	4,080	3,414	617	22,355
Plumstead-East	2,050	405	136	114	606	3,312
Plumstead-West/DR/M	2,746	4,864	1,632	1,366	812	11,419
Heathfield	1,525	405	136	114	451	2,632
Retreat	1,171	2,027	680	569	346	4,793
Steenberg	822	405	136	114	243	1,720
Marina da Gama	727	781	262	219	215	2,204
Muizenberg Lakeside	1,033	3,242	1,088	910	306	6,580
Bergvliet Kirstenhof	2,606	16,212	5,440	4,552	771	29,582
Total	**14,766**	**40,501**	**13,591**	**11,372**	**4,367**	**84,597**
Source:	Randall Gross / Development Economics.					

Tokai and Wynberg would continue to capture the largest share of retail demand, while Plumstead-West/DR/M would also generate significant potential. Muizenberg will generate demand for shopper goods relating to the tourism industry. Such potential could be further enhanced through a more comprehensive tourism development strategy.

12.4.2 Employee-Generated Demand

Office workers will generate additional retail demand. The expenditure behaviour of office workers is different and distinct from households, and can be influenced by the mix of office tenants and the availability of goods and services.

Table 16.	EMPLOYEE-GENERATED RETAIL DEMAND, MAIN ROAD AREA, 2000-2020		
	2000-2005	2005-2020	2000-2020
Total Sq. Metres	**202**	**794**	**1,000**
Wynberg	132	471	600
Plumstead-East	2	8	10
Plumstead-West/DR/M	20	80	100
Heathfield	2	8	10
Retreat	4	8	10
Steenberg	2	8	10
Marina da Gama	1	4	10
Muizenberg Lakeside	8	33	40
Bergvliet Kirstenhof	30	175	210
Note:	Retail demand of office workers.		
Source:	Randall Gross / Development Economics.		

In general, office employee expenditures are oriented towards restaurant and convenience food purchases; personal services; and shopper goods including shoes, accessories, cards and gifts, and paper supplies. Table 16 summarises additional employee-generated demand through 2020. This demand, totalling 1 000m^2, represents potential generated by new employees and captured by Main Road during the period.

12.4.3 Summary

There will be demand sufficient to warrant 106,300m^2 of additional retail and service space within the Main Road Area by 2020 (not including any space generated by tourism activity). Of this amount, about 50,600m^2 would be in shopper goods stores, almost 20,000m^2 in convenience-oriented stores, 18,000m^2 in restaurants, 14,000m^2 in entertainment facilities, and about 6,000m^2 in services. Table 17 summarises demand for the 20-year period.

Table 17. TOTAL RETAIL SPACE WARRANTED BY SUB-MARKET, 2000-2020

	Square Metres					
Suburb	**Convenience**	**Shopper Gds**	**Eating & Drg**	**Entertainment**	**Services**	**Total**
Wynberg	2,701	15,212	5,536	4,156	802	28,407
Plumstead-East	2,569	507	177	139	760	4,150
Plumstead-West/DR/M	3,453	6,078	2,109	1,663	1,022	14,324
Heathfield	1,911	507	177	139	565	3,299
Retreat	1,468	2,531	856	693	434	5,982
Steenberg	1,031	507	177	139	305	2,158
Marina da Gama	902	966	327	265	267	2,727
Muizenberg Lakeside	1,300	4,050	1,386	1,108	385	8,229
Bergvliet Kirstenhof	3,295	20,252	6,933	5,542	976	36,997
Total	**18,629**	**50,609**	**17,678**	**13,843**	**5,515**	**106,273**

Source: Randall Gross / Development Economics.

Demand will be highest in Bergvliet Kirstenhof, Wynberg, and Plumstead-West/DR/M. However, there will be significant demand for additional retail space throughout the Corridor. It is important to note that some of this demand could be re-captured by existing stores, in the form of increased turnover, through a strategy that builds on and strengthens the existing business mix. Such a strategy would identify market opportunities (such as eating and drinking and entertainment potential in Wynberg) as a core niche for re-capturing outflow back from competitive new regional centres.

12.5 Lodging and Meeting Facilities

Prior to the development of expressways, Main Road was an important tourist route for reaching beaches and tourist attractions such as Cape Point. Muizenberg was once a critical stopping point for such activity, which has now been diverted to other areas. Some of this lost potential can be re-captured in Muizenberg and other parts of Main Road through an aggressive marketing and project-oriented tourism development strategy.

Lodging and conference facilities (along with retail and restaurants) are support services in the tourist industry. They do not typically succeed in isolation, but rather depend either on high-volume traffic flow or on destination marketing related to specific visitor amenities or attractions. The market must be created and the environment enhanced before such support facilities can operate successfully.

Support facility forecasts in this report reflect potential opportunities in lieu of significant anchor project development. In other words, this report does not test opportunities for tourist attractions. It is understood that a separate detailed research effort is underway that will include an interpretive plan and will provide financing and implementation strategies for moving specific tourism projects forward. The following forecasts concentrate on the potential for support facilities, specifically lodging and conference centres, if existing attractions are marketed pro-actively and the environment along Main Road is enhanced to support existing marketing opportunities.

12.5.1 Existing Attraction Mix

In addition to nearby beaches, Muizenberg offers a wealth of small but potentially marketable visitor attractions, not the least of which are de Post Huys, Natale Labia Museum, Edwardian beach houses, Bailey's Cottage, paper mache house, Braeside House, Rhodes Cottage, battle remnants including original fortifications, and others. More importantly, Muizenberg is an important node for the larger marketing opportunities relating to Cape Point, Silvermine Nature Reserve (including Muizenberg Cave, walking trails, waterfalls, and mountain vistas), marine eco-system, and other scenic and natural attractions. Tourist access such as through a tourist railway, scenic bikeways, and other linkage routes is wholly under-developed.

12.5.2 Linkage Strategies

Individual Muizenberg attractions are ripe for strategic linkage marketing. This analysis assumes two initial linkage strategies capturing the visitor market, one focused on heritage corridor development, the other focused on the marine eco-system. Local and regional resident niches focus on education (the linkage strategies) and recreation (beaches, bicycling, and nature reserve). It is assumed that strategies would be developed that enhance the environment for, and linkages between, these activities as a basis for attracting lodging and conference facilities.

Other sections of Main Road offer attractions that could be better marketed as part of an overall regional resident attraction strategy. Target market niches could be identified for Main Road that emphasise its antique and home furnishings clusters, for example. Wynberg is home to the Centre for Conservation Education, which provides an opportunity for linkages with marine eco-system education throughout the SPM and Main Road Corridor.

12.5.3 Market Overview

There are surprisingly few Class-A hotels or other lodging facilities in the Main Road Area. Typically, highway spine routes carried tourist traffic that attracted roadside motels and inns. Often, older routes like Main Road would have lost their competitive advantage for the roadside travel business due to competition from the development of newer and faster, parallel expressway routes. Main Road, however, has few remnants of this roadside travel past.

Competitive locations for lodging in the tourist market are clustered in Simon's Town. This scenic village offers services within reach of popular destinations, including Cape Point. Hotels include the Lord Nelson Inn and Quayside Lodge. The Avenue is located in Fish Hoek. Competitive

locations for the business-lodging niche include the Cape Town CBD, Newlands/Claremont (which has the Holiday Inn Garden Court and the Vineyard), and other areas of the region.

12.5.4 Hotel Room-Night Demand

Generalised potential for additional lodging was determined based on a room-night forecasting model, incorporating assumptions regarding the mix of overnight tourist, convention/group, and business traveller flow through the area. The competitive analysis also assumes further hotel development in competitive and newly-developing areas like Westlake or those outside of the SPM. It is anticipated that, even without development of anchor tourism projects, there is conservatively potential for an additional 212 lodging rooms in the Main Road Area (mainly within the Corridor).

Table 18.	ADDITIONAL LODGING ROOM FORECAST, MAIN ROAD AREA, 2000-2020		
Summary Factor		**2005**	**2020**
Added Roomnight Forecasts		18,916	41,767
Target Minimal Occupancy		77%	79%
Annual Additional Room Demand		13.46	9.66
2000-2005 Period	67		
2005-2020 Period	145		
Total New Rooms	**212**		
Sources:	Cape Metropolitan Tourism, PKF, and Randall Gross/ Development Economics.		

Some of this demand could be captured at Muizenberg, assuming the linkage strategies are put into place and the environment for tourism along Main Road is enhanced. However, there are also untapped opportunities for higher-end business lodging at Wynberg, particularly if the environment for business in Wynberg continues to improve and if meeting space is incorporated into a lodging facility. As a business centre and CBD, Wynberg is currently under-served for Class A hotel facilities.

12.5.5 Summary

One large or several smaller hotels could be supported in the Corridor, based on conservative analysis and assuming no major changes to the attraction base. If superior meeting space were to be incorporated into lodging facilities in Wynberg (as well as in Muizenberg), demand for rooms could be maximised.

As Cape Town develops its convention centre, there will be overflow demand for rooms both inside and outside of the CBD. Typically, this spin-off is captured by facilities that offer rapid access to the convention site (for example through public transport) or offer high-quality, lower-cost alternatives to CBD hotels. Thus, the rail line takes on added significance as an important tool for attracting convention-related business growth in addition to its importance as an alternate commuter route for residents.

12.6 Conclusions

The Main Road Area will continue to experience significant growth during the next 20 years, even as the area captures a smaller share of the region's overall expansion. Increasingly, this growth must take the form of higher-density development, as available land disappears. It is also in the interest of the SPM (and CMC) to encourage densification within such corridors as a way of controlling sprawl.

The fiscal cost of sprawl has been well-documented and the environmental costs of sprawl often discussed. A sustainable development policy requires some level of densification to secure economies of scale in the provision of services, decreased reliance on fossil fuels that create pollution, and enhanced quality of life for future generations. The fiscal savings from densification can be re-directed into funding targeted towards solving real problems.

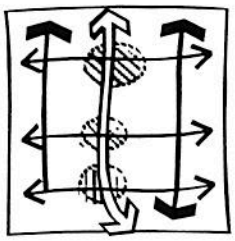
One approach to densification is to encourage land uses that rely on cars to cluster near rail stations. In particular, higher-density residential development can be encouraged. The land-use forecasts indicates continuing demand for housing in the Main Road Street. But no detailed housing market assessment has ever been done to identify niche markets and public transport oriented development potentials at specific sites. This should be accomplished prior to development of site-specific zoning and land use plans around the model interchangers or other nodes.

Similarly, office demand is strong in the Corridor and office development should be encouraged at modal interchanges so that employees will come to rely more on the public transport system. Of course, improving the overall environment at the public transport stations must underlie any policies to encourage densification. There is also additional demand for industrial space, but the limited available land supply in the Corridor suggests that this demand can be met in other locations, including perhaps Youngsfield military base.

The Corridor has a large retail component. Enhancing the quality of the commercial business environment should be a high priority, not only because businesses are an important economic base for the municipality, but also because the competitiveness of residential areas is often judged by perceptions of the retail nodes. There is additional demand for retail space that can be accommodated in the Corridor, but care should be taken to maximise household demand through residential densification, rather than emphasising new retail development without understanding the need for a market to support such development.

There is also potential for lodging and related meeting space in the Main Road Street, focused primarily at Wynberg and Muizenberg. While the emphasis has been on encouraging tourism, the business traveller should not be overlooked and Wynberg is underserved for business lodging. Competition for this product would come primarily from Claremont. Main Road has opportunities to generate tourism flow, despite concerns about traffic congestion, if target niches are better identified and marketed. Overall, the Main Road Street is well-positioned to offer the diversity of uses and high quality of life envisioned by its residents and businesses.

13.0 THE SPATIAL FRAMEWORK



The Growth Management Strategy for Main Road comprises both spatial and a-spatial components. The a-spatial components refer to management issues to be addressed in the study area. These are discussed in sections 15 and 16 of this report. This section deals with the spatial component of the Management Strategy.

The Spatial Framework represents the spatial implications of the vision and goals and land use forecasts for the study area. (see figures 13.1 and 13.4)

The detailed implementation of this framework is presented in section 14 of this report. Section 14 provides clarity as to what land use changes (if any) property owners and residents can expect in their area, guides the local authority in assessing development applications and provides clarity to developers on appropriate development opportunities.

Thus the Spatial Framework itself should not be used to identify the development potential of specific sites. The Spatial Framework illustrates how the structuring elements relate to each other to achieve integrated development in the corridor.

13.1 The Conceptual Spatial Framework

The components or structuring elements of the Framework have at first been identified at a conceptual level, as illustrated by the Conceptual Spatial Framework (figure 13.1).

The structuring elements of the Conceptual Framework are:

13.1.1 Nodes

These refer to points along Main Road where the highest intensity of urban land uses occur. Uses such as high order retail and services, offices, civic facilities (e.g. government offices) and high-density housing locate at nodes. Business uses dominate and uses are mixed both horizontally and vertically. Typically retail or services uses will occur at ground level with office and residential uses above.

Nodes occur naturally at the intersections of important routes and at transport interchanges where the high level of passing trade and accessibility, both vehicular and pedestrian, attract development and result in increased land values.

The establishment of high order uses at nodes serves to attract further high order uses, so that nodal development gains its own momentum. Often similar uses are attracted to a node because of clustering or locational advantages, so that it develops a specific character (e.g. office or retail oriented).

The character of nodes are to a large extent determined by the routes or transport interchanges related to the node and the resultant value of land and uses located in the node. Often a hierarchy of nodes can be distinguished. The determination of a hierarchy of nodes is however problematic. The hierarchy could be based on the class of road serving the node, the catchment area served by a node, the physical extent, level of development or land values generated at a node, etc. These factors do not necessarily all apply together and additional factors, such as historical patterns of development, physical constraints and legal requirements may impact on how these express themselves.

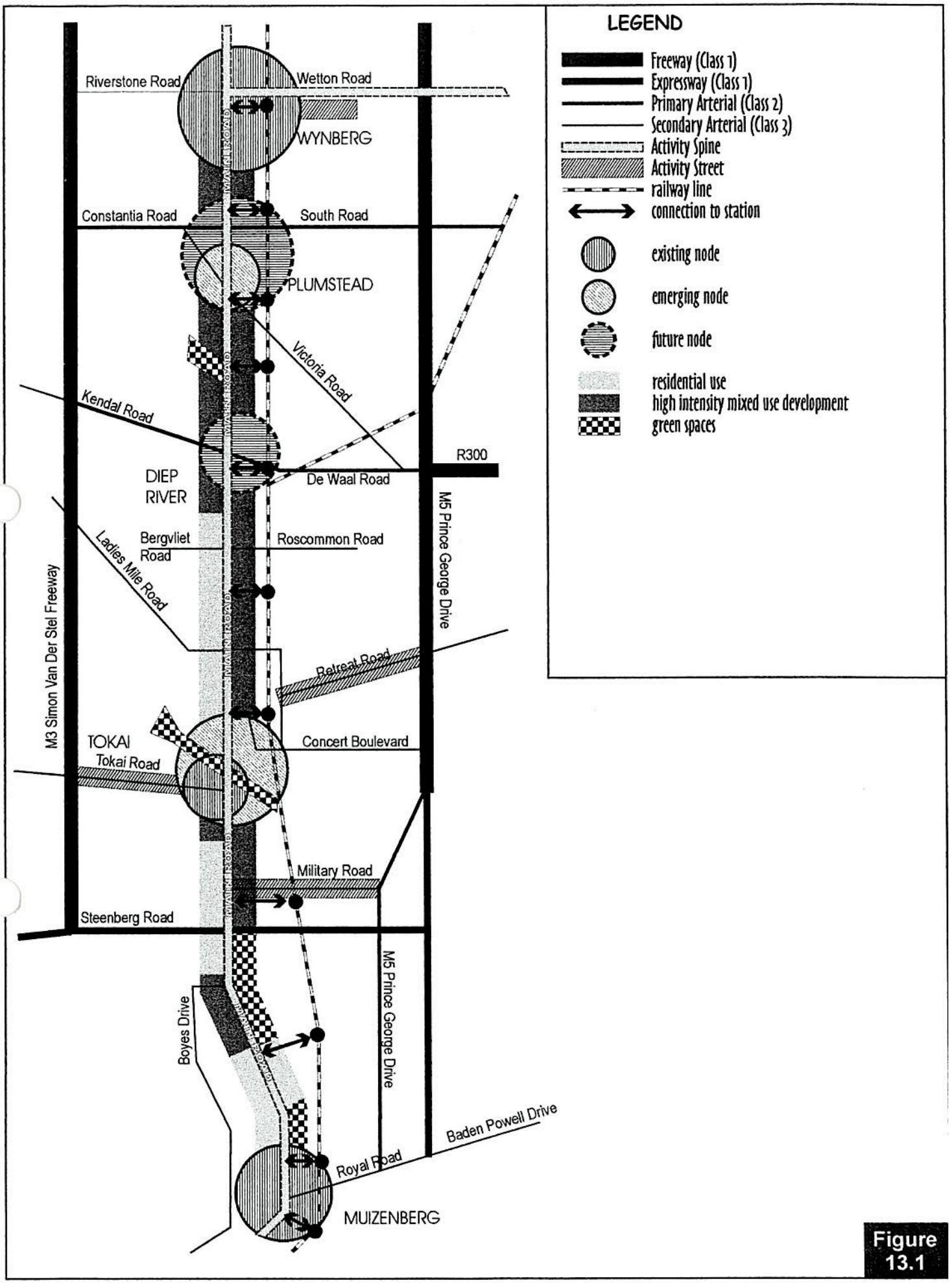


Figure 13.1

MCA Urban and Environmental Planners / HAWKINS HAWKINS & OSBORN Consulting Engineers Randall Gross Development Economics	MAIN ROAD GROWTH MANAGEMENT STRATEGY **CONCEPTUAL SPATIAL FRAMEWORK**	N	Scale: 1:50,000	South Peninsula Municipality

Thus, no strict hierarchy of nodes has been defined along Main Road. Instead, the conceptual framework refers to existing, emerging and future nodes and the variety of factors that influence or may influence the development and character of each node is discussed in section 14.

13.1.2 Transport interchanges

Related to the concept of nodes is the important role of transport interchanges in the spatial framework. These are focussed on key stations along the railway line. The proximity of the railway to Main Road presents the ideal typology for corridor development and the railway line forms the backbone of the public transport system for the corridor. Thus, the use and accessibility of stations is regarded as critical to the success of the corridor development strategy and the connections between Main Road and the stations are emphasised in the spatial framework. These not only give access to the rail service, but also provide access to activities and employment opportunities along the Main Road spine.

Stations often coincide with nodes, as many of the nodes originated at important public transport interchanges. At these nodes the establishment of good vehicular and pedestrian connections between the stations and Main Road, through traffic management and urban design intervention are regarded as particularly important.

At the lower order stations along the route, where residential uses predominate, increased densities should be encouraged that also improve surveillance of the station area, along with improvements to the quality of the public space. Land uses should include a mix of high-density residential development, civic uses (eg. Libraries and clinics) and small-scale commercial uses such as corner shops. Figure 13.2 illustrates the typical form of development around lower order stations. In addition to connections with Main Road, links to the east of the railway line should also be provided and developed.

Figure 13.3 shows that the stations within the corridor present a certain hierarchy that development can respond to. The Main Road Growth Management Strategy suggests that the stations be viewed according to the following categories:

- **Highest priority**: Promote and encourage release of land for business and residential mixed use development. These are the stations associated with the larger existing nodes on Main Road – namely Wynberg, Plumstead and Retreat.
- **Future Nodal Context**: Strengthen the pedestrian corridor towards the station, by promoting densification around the station and allowing mixed uses to reinforce the movement channels towards the station. This primarily relates to Diep River, which is seen to be an merging node in the future.
- **Develop Station Historical Theme**: Promote location of tourism uses such as tour guides and information services, This relates especially to Muizenberg where the historical buildings and surrounds lend themselves to developing along this theme and focussing on tourism.
- **Increase Residential Density around Stations**: Promote contextually suitable intensification within 400m walking distance of stations. This category relates to the remainder of the stations, where their primary role is as residential stations. However, they have a vital role to play in promoting the safety, convenience and use of rail.

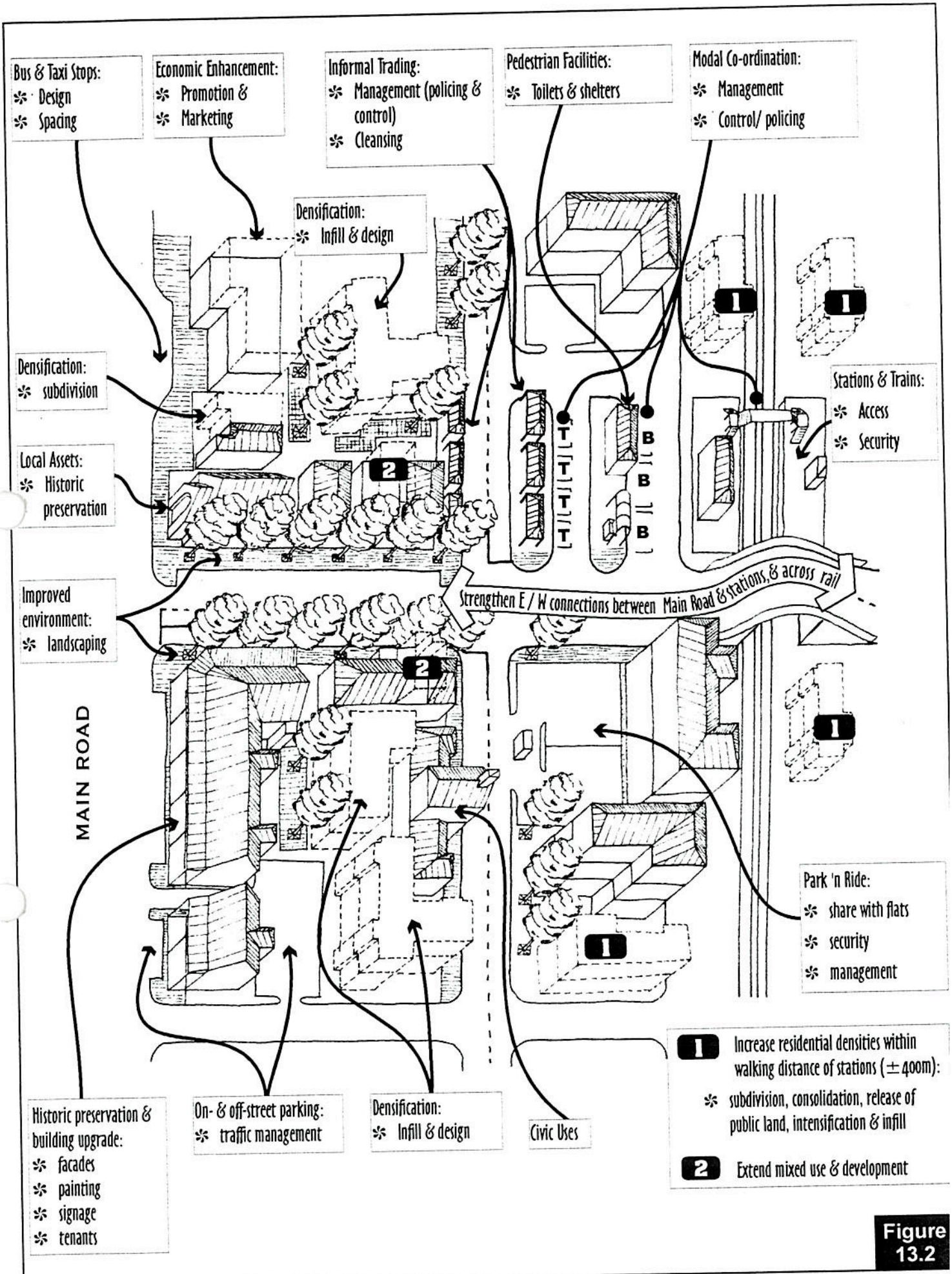


Figure 13.2

MAIN ROAD GROWTH MANAGEMENT STRATEGY

IDEAL STATION PRECINCT

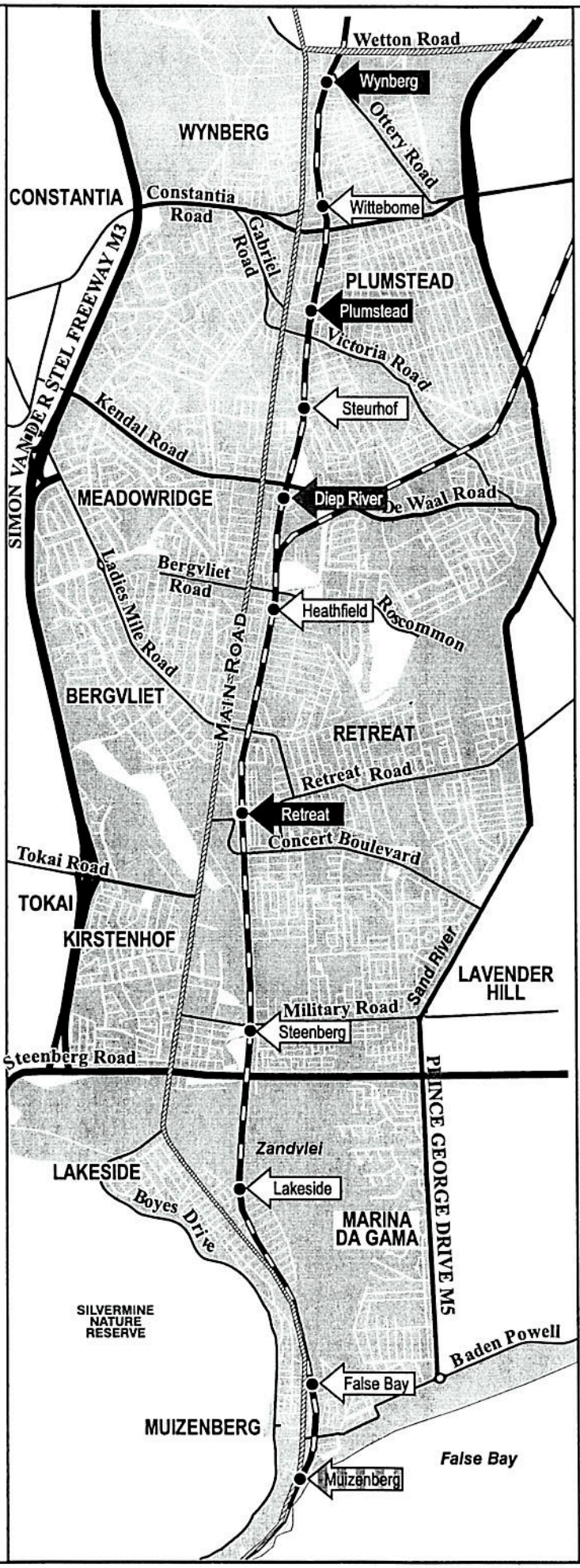
HAWKINS HAWKINS & OSBORN CONSULTING ENGINEERS

Randall Gross Development Economics

N

Scale: n/a

SOUTH PENINSULA MUNICIPALITY



Legend

Highest Priority:
promote & encourage release of land for business & residential mixed use development

Future Nodal Context:
strengthen pedestrian corridor towards station, promote densification around station and allow mixed uses to reinforce the movement channel towards station

Develop Station Historical Theme:
promote location of tourism uses (tour guides, information, etc)

Increase Residential Density around Stations:
promote contextually suitable intensification within 400m of station

1 0 1 2km

Figure 13.3

URBAN AND ENVIRONMENTAL PLANNERS

HAWKINS HAWKINS & OSBORN ENGINEERING CONSULTANTS

Randall Gross Development Economics

MAIN ROAD GROWTH MANAGEMENT STRATEGY

STATION DEVELOPMENT PRIORITIES

N

Scale: 1:50,000

SOUTH PENINSULA MUNICIPALITY

13.1.3 Mixed-use High Intensity Urban Development

Connected to the nodes are the areas of strip development where a mix of business and residential development is encountered. These areas are extensions to nodes, but as a result of lower levels of exposure and accessibility (exposure to Main Road only) the intensity of business development is lower. However, the residential components in these areas often take on the form of high-density developments such as flats and townhouse schemes.

Along Main Road two principal forms of mixed-use development have been identified – areas where business uses dominate and areas where high-density residential uses dominate, but where lower order business uses and community facilities should be allowed.

Mixed-use development strips currently occur mainly in the north of the study area (in Wynberg). Residential areas under pressure for land use changes to accommodate lower order business are mostly located on the eastern side of Main Road in Plumstead and Diep River.

The Retreat industrial area presents a distinct form of mixed-use development, comprising industrial and business uses. This area is experiencing pressure for redevelopment to accommodate business uses and/or the addition of retail outlets to factories, especially along Main Road.

The expansion of mixed-use development will be allowed in areas related to nodes where there is pressure for development (e.g. recently approved land use changes) and where the urban form can accommodate such development. In general these are areas where redevelopment of residential properties to accommodate business uses (e.g. professional offices) will be allowed and increased residential densities will be encouraged.

Note that the detail of the nature and form of development (e.g. built form, parking and access requirements) that will be allowed in these areas is indicated at precinct level (see Section 14).

13.1.4 Villages

Main Road should be seen as a series of villages and in certain areas along Main Road the original character of the some of these villages (eg. Diep River and Retreat) can still be perceived. In general these are areas where the scale of development is less intense than at nodes and much of the historic fabric and form of development (streetscapes, relationships between buildings etc.) have remained intact. Retaining the character of these villages is regarded as critical to the success of the revitalisation of Main Road, as these are essentially the areas that create diversity and uniqueness along the route.

These villages are included in the areas of linear development and will require additional development guidelines and requirements. The preservation of the historic fabric in these areas is particularly important.

13.1.5 Areas of Retained Residential Use

Established residential areas including related community uses, such as schools, in the corridor will be protected from land use changes. These are viable residential areas where the urban form is not conducive to other land uses (service roads and inwardly focussed suburban residential areas) and which have not been impacted on by commercial development (despite close proximity in some cases). Only residential densification should be allowed in these areas.

13.1.6 Residential Densification

Residential densification within the corridor will be critical to the successful development of the corridor over time. The MSDF promotes gross densities of 40-100 dwelling units per hectare within activity corridor areas and 100+ dus/ha in spine areas. However, in the Main Road corridor study area the average density has been calculated at 10 dus/ha.

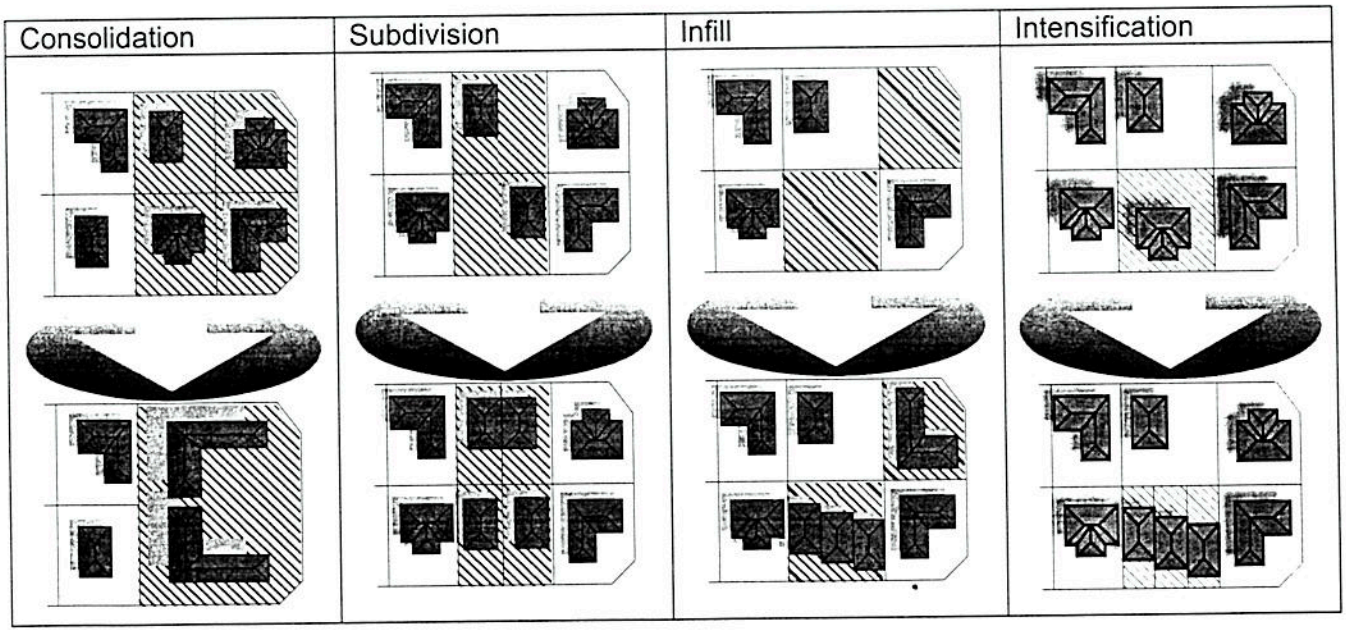
Whereas it is expected that it will take some time (decades) to reach significantly higher densities (bearing in mind that it took ± 300 years for the corridor to develop to where it is today), the SPM should actively support and pursue densification to ensure that an appropriate form of densification is achieved.

It would seem that one of the most critical factors in achieving densification, is a commitment from both politicians and local authority officials to densification. Action should be coupled with a "change of heart". Zoning schemes and maps will require complete revisions to allow for densification. In addition, transport and traffic policies should be reviewed to ensure that these complement densification policies. As densification within corridors are largely market driven, developers should be encouraged to undertake high-density housing projects through incentives such as reduced development contributions, rates rebates, etc.

It should be recognised that the physical implementation of densification is complex. Along the Main Road corridor a variety of land use typologies are encountered. There are very few substantial vacant land parcels where high-density residential development can be accommodated. Instead densification will largely be achieved through redevelopment within the existing fabric.

This can take on a variety of forms, eg:

- Consolidation of erven and demolition of low-density development to accommodate higher density units.
- Second dwellings and subdivision of large residential plots.
- Conversion of existing buildings to accommodate more units.
- Development on vacant erven at higher densities.



Areas where densification should be encouraged and pursued are indicated on the precinct plans as well as the form of densification considered to be appropriate for these areas (see Section14).

13.1.7 Green Spaces

Apart from the important ecological function fulfilled by riverine and open space systems, green spaces provide relief in the urban environment. Along Main Road river corridors and vleis provide such relief and should be protected from redevelopment. These elements have been severely regulated and great effort must be made to reclaim them and make them elements of the corridor. There are also a number of sports fields, school grounds and landscaping elements, such as tree planting along the route, which fulfil a similar role.

13.2 The Spatial Development Framework

Figure 13.4 illustrates the application of the Conceptual Framework to the study area in more detail.

13.2.1 Existing Nodes

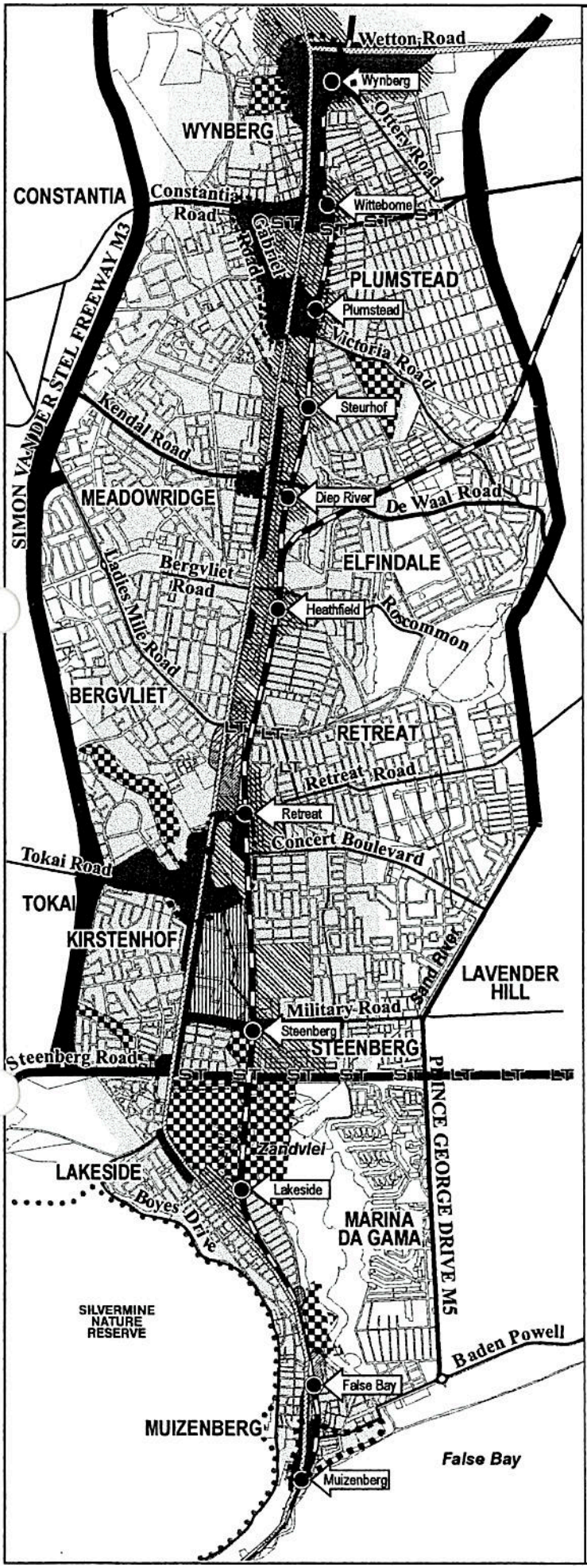
The **Wynberg** node has been identified by the MSDF as a node of **metropolitan significance**. This node dates back to the early European settlement at the Cape. Despite the general perception of decline, ascribed to competition from other centres and lack of good vehicular access, the node is still very powerful today as it is served by a major public transport interchange and includes high order public facilities such as a Magistrates Court. The issues to be addressed in this area are largely management issues related to traffic, hawkers and cleansing. The local business community, together with the SPM has initiated the establishment of a Municipal Improvement District to address these issues. The recent Wynberg CBD study has made detailed proposals for the future development of this node and these are discussed in more detail at the precinct level.

The rapidly growing **Tokai node** at the intersection of Main and Tokai roads is largely focussed on retail and services. The success of this node can be ascribed to the convergence of good vehicular access (easy access to the M3 freeway) and public transport facilities (Retreat Station). It is anticipated that further commercial development/redevelopment will be attracted to the vacant and under-utilised land to the north east of the area designated as an existing node over the short to medium term. The establishment of a safe and pleasant pedestrian environment, particularly linking the Blue Route Mall area to Retreat station, and the development of an appropriate and attractive urban form (including design details such as signage) should be addressed at this node.

Muizenberg, once a node of importance in the metropolitan area, is currently largely focussed on serving the local community. However, given the excellent location of Muizenberg as the gateway to False Bay and the potential to re-establish a quality environment in the area, it is anticipated that this area could develop into a node that could serve the sub-region, focussed on tourism and education. Many of the problems faced in this area, similar to Wynberg, are related to management issues and the community has embarked on a campaign to address these issues.

13.2.2 Emerging Nodes

The recent location of the SPM offices has provided a major growth impetus to the **Plumstead node**. This node seems to have the potential to attract office development in particular, with its good connections to the M3 and the Constantia Valley. The future upgrade of South Road and



Legend

- Freeway (Class 1)
- Expressway (Class 1)
- Primary Arterial (Class 2)
- Secondary Arterial (Class 3)
- Railway
- Station
- Urban Edge

Future road proposals

- ST ST short term
- LT LT long term

- existing node (text ref: 13.2.1)
- emerging node (text ref: 13.2.2)
- future node (text ref: 13.2.3)
- mixed residential & business uses: business uses dominate (text ref: 13.2.4)
- mixed residential & business uses: high-density residential dominates (text ref: 13.2.4)
- retain residential use (text ref: 13.2.7)
- green spaces (text ref: 13.2.9)
- mixed business & industrial area
- further high-density housing opportunities (text ref: 13.2.8)

1 0 1 2km

Figure 13.4

MOA URBAN AND ENVIRONMENTAL PLANNERS | HAWKINS HAWKINS & OSBORN CONSULTING ENGINEERS | Randall Gross Development Economics

MAIN ROAD GROWTH MANAGEMENT STRATEGY

SPATIAL FRAMEWORK

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Scale: 1:50,000

SOUTH PENINSULA MUNICIPALITY

Gabriel/Victoria Road will attract further development and result in the expansion of this node towards the South Road intersection and the triangle of land between Gabriel, South and Main roads. As the South Road upgrade has been prioritised this node could grow rapidly over the medium term. The strip development between South Road and Plumstead is included in this node, as high-density residential development is appropriate and desirable within nodes. See Section 14 for detailed proposals on future development. Traffic management, access and parking requirements, the regulation of land use changes and access to public transport are issues to be addressed at this node.

13.2.3 Future Nodes

A future node at the **Kendal/De Waal Road** intersection in Diep River has been identified. This node will be strengthened by the improvements to the Kendal/De Waal Road alignment prioritised by the SPM. As De Waal Road is planned to link up with the extension of the R300, this node could come under pressure for intense development, possibly of the order of the Tokai node in the long term. Local sentiment is currently opposed to further retail development at this node, as illustrated by the reaction to the proposed development of the Moquet Farm site. Thus, issues to be addressed in the planning for this node include the timing, scale and nature of future development, including retail uses. This plan encourages retail uses as a logical land use at this highly accessible point.

13.2.4 Strip or High-intensity Urban Development

Strip or high intensity urban development extends from certain nodes and includes predominantly lower order business uses and high-density residential development. Because of the relatively modest scale of these areas, some of them have a distinct village character that should be protected. The problematic motor-trade uses mostly occur in these areas, as land values here are generally lower.

The Wynberg South strip accommodates predominantly business uses of a lower order than those found in the Wynberg node. This strip includes motor trade uses and issues of signage; urban form and traffic management have to be addressed in this area.

South of Plumstead, an area where high-density residential development predominates is encountered. The area is also experiencing pressure for land use changes to accommodate lower order business, particularly professional offices. These should be allowed provided that parking and access arrangements are adequate and redevelopment does not impact on adjacent residential properties (i.e. restrictions on built form required). The area also includes the Three Arts site where redevelopment to accommodate a mix of business and residential uses has been approved.

Business strips extend to the north and south of the Kendal/De Waal Road intersection node. These areas in particular display a village character, which should be retained and enhanced. To the north of Kendal Road and west of Main Road, residential uses can be allowed to convert to business, with strict conditions on redevelopment of buildings. These areas also include clusters of motor trade uses. Due to the problematic urban form of these uses, their spread should be prohibited.

In the Bergvliet area, mixed uses occur to the east of Main Road. High-density residential uses predominate, except for a small section of business development. Land use changes or redevelopment in this area will require strict conditions with regard to the nature of the built form, so as not to compromise the established residential area on the west of Main Road.

South of the Tokai node, business development extends to the Retreat industrial area. This area on the east of Main Road is also experiencing pressure for land use changes to accommodate retail and service uses. These should be allowed to extend south past the intersection with the Military Road activity street and beyond to Steenberg Road in the Retreat Village area. A limited area of business development occurs to the north east of the Steenberg Road intersection, but room for expansion is limited due the existing townhouse schemes to the north and the future Steenberg Road intersection to the south.

South of the Steenberg Road intersection strip development occurs to the west of Main Road and includes a section of business development anchored by the Lakeside centre.

13.2.5 Land Use Changes: General Policy

Sections 13.2.1 to 13.2.4 have indicated that appropriate land use changes in certain areas along Main Road should be allowed, and in some instances encouraged. In Section 15.1.1 the complete revision of the Zoning Scheme is proposed to allow such uses and the establishment of an appropriate urban form. Until such time as a revised scheme is in place, it is suggested that Council allows land use changes only through rezoning and consent use approvals, granted in the light of this policy plan. This policy would indicate to owners and developers that Council is serious about achieving the desired character for Main Road.

- Access and consolidation of erven

In many instances this policy would impact on land use changes of single residential erven along Main Road especially with regard to access arrangements. In general where such land use changes are allowed, the policy should be that corner erven take access off side-streets and where mid-block erven are not wide enough, consolidation with adjacent erven will be required to achieve appropriate access arrangements. Figure 13.5 indicates areas along Main Road where re-zoning and consolidation could be pursued to rationalise access. Each case needs to be assessed on its merits.

- Loss of residential uses

In general loss of residential opportunities along Main Road should be avoided. However, there are many areas where land use changes of residential properties will be appropriate. In line with the policy of rezoning/consent instead of departures, Council should require the replacement of lost opportunities as part of the conditions of approval wherever possible (eg. residential units to be provided on top of or at the back of commercial uses).

Land use changes in/of existing high-density residential development should be considered carefully. In general commercial uses should be allowed on the ground floor level only, unless the residential units will be replaced on site or elsewhere in the corridor in an appropriate form.

13.2.6 Motor-trading Policy

The expansion of motor-trade uses, particularly second hand car dealerships along corridors in the CMA, have been a cause of concern to local residents and local authorities alike for some time, mainly are to the physical manifestation of these uses. Generally these result in large parking areas, sometimes covered in lightweight canopies with bold signage on the street edge, thus replacing the built form that provides a sense of enclosure along the street edge. In addition these uses do not generate much pedestrian activity. As these uses have a strong clustering trend, long strips of sterile, unattractive land can be established. Such large areas, often described as

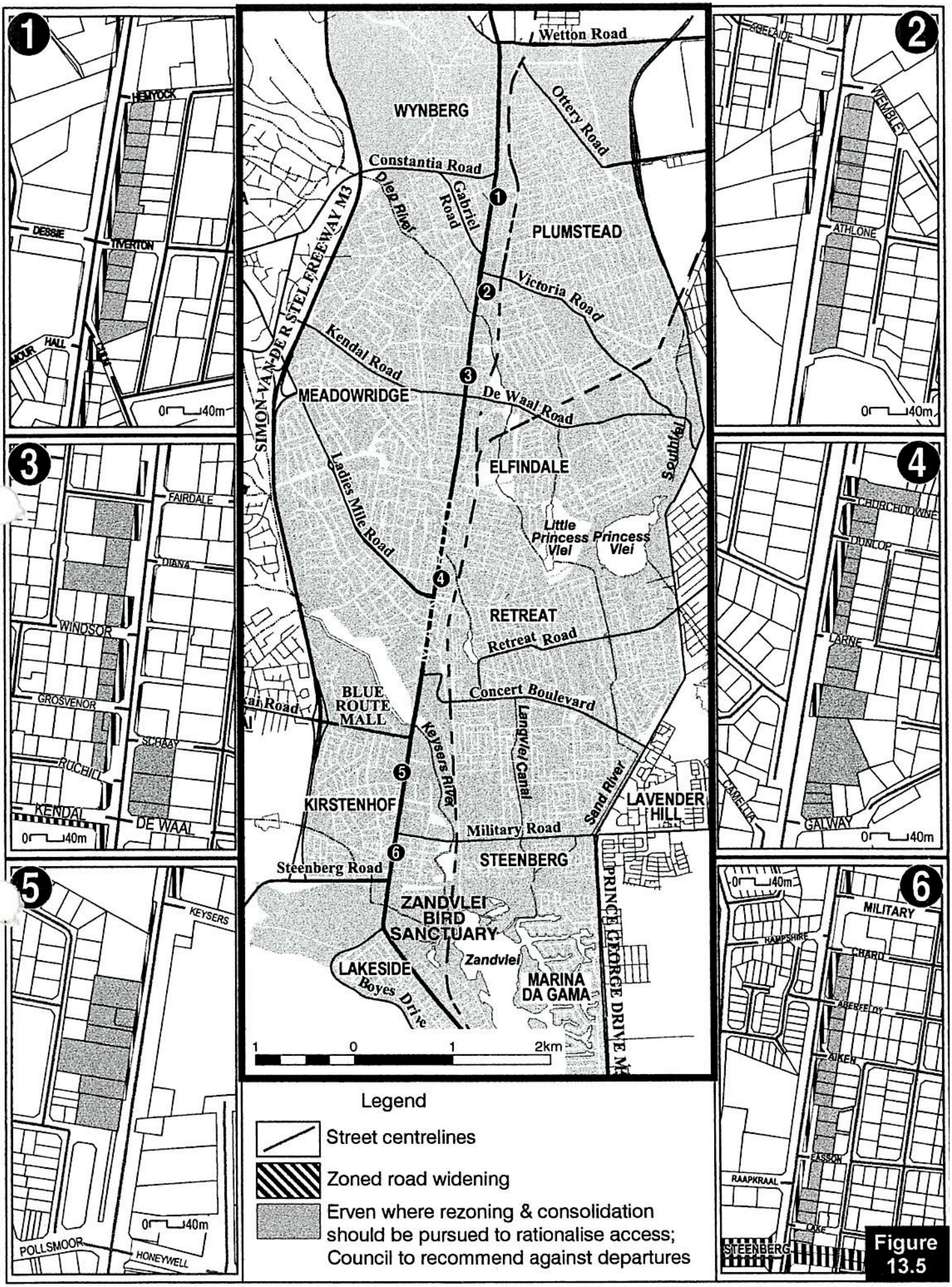

Figure 13.5

MOA URBAN AND ENVIRONMENTAL PLANNERS
HAWKINS HAWKINS & OSBORN CONSULTING ENGINEERS
Randall Gross Development Economics

MAIN ROAD GROWTH MANAGEMENT STRATEGY

AREAS FOR CONSOLIDATION

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Scale: 1:50,000

SOUTH PENINSULA MUNICIPALITY

motortowns, are not yet found along Main Road, although it is emerging in some areas. The threat of this use in Diep River has resulted in the local community requesting the local authority to prepare a policy plan for the area. This plan recommended the declaration of Diep River as a Special Area in terms of the Zoning Scheme that would prohibit the spread of motor-trade uses, but this has never been implemented. Nevertheless it did result in the Council and local community opposing the spread of further motor-trade uses.

It is proposed that the Growth Management Strategy adopts the position for the whole of the study area and that no further spread of motor-trade uses adjacent to Main Road be allowed, except where such rights currently exist. In particular, the Council should not allow temporary departures to accommodate such uses. As noted above, all land use changes should be accommodated through a rezoning or consent use approval. Such approvals should ensure adequate restrictions on the motor-trade.

In addition to the revision of the zoning scheme to allow the establishment of a more appropriate built form along Main Road, as discussed in section 15.1.1, the regulations for a Special Area along Main Road should include requirements with regard to signage, which will also ensure appropriate signage for the motor-trade.

13.2.7 Retained Residential Areas

The following well-established residential areas adjacent to Main Road should be retained as residential areas and appropriate densification should be allowed in these areas:

- Bergvliet - a traditional single residential suburban neighbourhood, with no strong relationship to Main Road.
- A section of Kirstenhof – a higher density residential area, which similarly has no strong relationship with Main Road.
- Lakeside and Muizenberg - an area where problematic access precludes business development. One or two non-conforming uses have been allowed in the area (such as the bakery), but these should not be regarded as precedent for future business expansion. The only non-residential use to be allowed should be the use of the Municipal Works department (old fire station) and Lakeside community club for tourist/ recreation related uses.

13.2.8 Areas of Residential Densification

In addition to areas of strip development where high-density residential development should be allowed and encouraged and existing residential areas where densification will be allowed, specific areas where high-density residential development should be pursued have been identified.

- The area around the intersection of Ladies Mile and Main Road includes parcels of vacant land in public ownership, as well as an area of extremely low-density single residential development, where infill, subdivision and redevelopment should be encouraged. Should it prove viable, high-density residential development in the remainder of the road reserve to the west of Main Road should also be pursued.

- The vacant land around False Bay should be used for high-density residential development, similar to other projects in the area undertaken by Intersite, the property management agency of the SARCC.

13.2.9 Green Spaces

Due to extensive canalisation, opportunities for the enhancement of river corridors at their crossing with Main Road are limited. Three such opportunities have been identified:

- the Diep River - upgrade and landscaping to be included in the Three Arts redevelopment.
- the Keysers River – extension of green space to the east of Main Road to be included in the redevelopment of Rubenstein land.
- the Westlake River – canalised area west of Main Road to be upgraded.

The Westlake River flows into the Zandvlei. The location of Main Road on the edge of this vlei provides important visual relief along the route and this relationship should be maintained and enhanced where appropriate. It is further proposed that no new development be allowed to the south of Steenberg road extension so as to maintain a strong green edge and enhance the mobility function of the route. The existing cluster of stone cottages that will be located to the south of Steenberg road should be retained as they are conservation-worthy. These would be suited for use as conservation/environmental education facilities.

Sports fields and other open spaces that provide relief in the urban environment are located in protected residential areas and certain strip areas.

13.2.10 Transport

Road Environment

Main Road is classified as a Class 3 District Distributor and has been identified as an activity corridor. As an activity corridor it falls within an "Intermediate" development environment, with the exception of the CBD areas eg. Wynberg, which falls within an "Urban" development environment.

Parking

The future cross section proposed for Main Road allows for embayed on-street parking. Embayed on-street parking should be encouraged along the majority of the length of Main Road, except for specific sections of the route which have an important mobility function. On-street parking should also be avoided within close proximity to intersections with major east-west routes.

Generally, on-street parking should be used to supplement off-street parking provided by developers for their developments. In this regard, on-street parking along the frontage of a proposed development, should be taken into account when calculating the parking supply for that particular development.

Ratios:	Commercial (Offices):	4 bays/100m^2 GLA
	Single Shops	4 bays/100m^{2}GLA
	Shopping Centres	4-6 bays/100m^2 GLA
	Residential (single)	2 bays per unit
	Residential (group)	1.5 bays per unit

Within the CBD areas eg. Wynberg, where public transport is well utilised, the above ratios could be relaxed.

Access

A summary of the minimum spacing requirements for access intersections, in terms of the Road Access Policy Guideline Document, are summarised in the following Table.

Development Environment and Access Type	Minimum Spacing (m)	
	Full Access	Left Only
Intermediate		
Low Volume Driveway (Flow <50 veh/hr)	45	45
High Volume Driveway (50 veh/hr < Flow <125 veh/hr)	75	75
Normal Side Street (125 veh/hr< Flow < 375 veh/hr)	120	90
Median Break	120	-
Urban		
Low Volume Driveway (Flow <50 veh/hr)	45	45
High Volume Driveway (50 veh/hr < Flow <250 veh/hr)	60	60
Normal Side Street (250 veh/hr< Flow < 450 veh/hr)	90	75
Median Break	90	-

(Ref: Road Access Policy Guideline Document: PAWC: Transport Branch)

On redevelopment, consolidation of two or more erven should be encouraged in order to reduce the number of access points. Corner erven should gain access off side streets.

Public Transport

The southern suburbs railway line is the most significant public transport facility in the study area. It moves a significant number of passengers along the corridor. Therefore, ridership should be encouraged by increasing the safety of passengers using the trains and passengers moving to and from the stations. Park and ride should be encouraged at stations through the provision of secure parking.

The proposal to replace the heavy rail commuter service with a light rail service, between Retreat and Simon's Town stations, should be pursued. The reduced headways and improved imageability of the light rail will encourage higher commuter and recreational patronage. The light rail concept will encourage development along the light rail corridor by the increased accessibility across the corridor, that light rail affords.

Pedestrians/Cyclists

Ridership on the southern suburbs railway line can further be encouraged through the provision of improved pedestrian/cyclist links to the stations from Main Road, and through the provision of secure lock up facilities for bicycles at stations. Special carriages, which allow cyclists to bring their bicycles onto the train, should also be encouraged.

The proposed median island on Main Road will offer pedestrian refuge, for pedestrians crossing Main Road.

Road Widening

The ***ultimate road widening scheme*** for Main Road, south of Constantia Road and north of Old Boyes Drive, involves a four lane divided facility with on-street parking and a sidewalk on both

sides of the road. The above cross section falls within the proposed 30.5 metre road reserve. North of Constantia Road and south of Piers Road (i.e. within the Wynberg CBD), the Main Road widening scheme involves a four lane undivided cross section. North of Piers Road, traffic relief is planned via the proposed Wynberg by-pass and hence no widening of Main Road is envisaged. South of Old Boyes Drive and as far as Atlantic Road, the proposed road reserve reduces to 26.4 metres, which will accommodate a four lane divided cross section, a narrow median and on-street parking and a sidewalk on each side of the road.

Consideration should be given to the reduction of the road reserve width, in the midblock zones, over the section of the route south of Constantia Road and north of Old Boyes Drive. The midblock zone is defined as the zones falling more than 150 metres from an intersection with an important signalised or planned signalised intersection. In these mid block zones, the road reserve could be reduced to 25 metres by reducing the median island width. In the intersection zones, the full road widening is required to allow for turning lanes at the intersections (See figure 13.6 for an indication of the conceptual road widening and relaxation).

The intensification of land use along the Main Road corridor, while increasing the viability and usage of public transport, will still result in an increase in traffic flows along Main Road. The road widening scheme will therefore be necessary over the majority of the length of Main Road as this intensification of land use occurs over time.

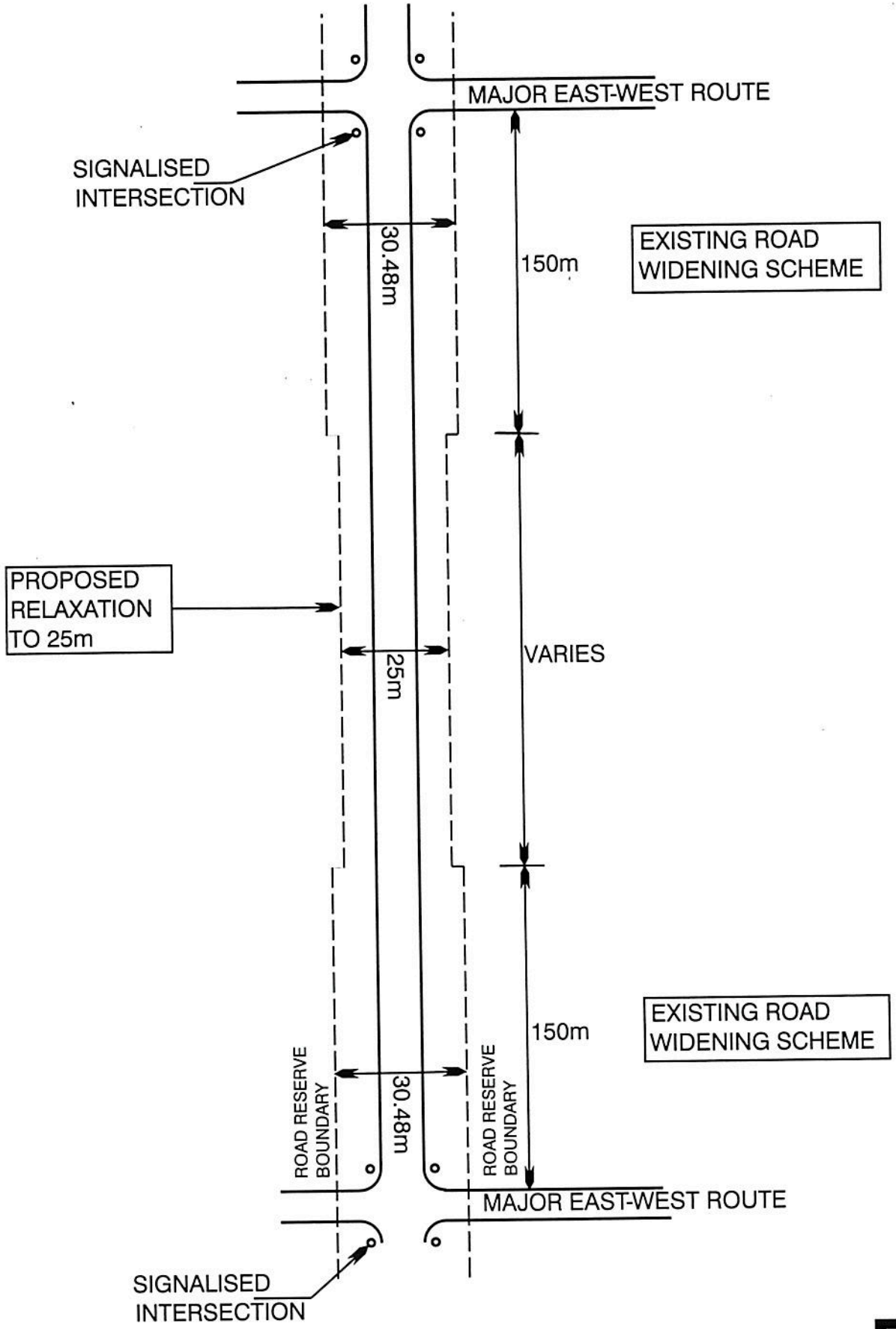


Figure 13.6

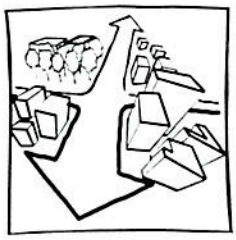
MAIN ROAD GROWTH MANAGEMENT STRATEGY

PROPOSED RELAXATION OF ROAD WIDENING SCHEME AT MID-BLOCK LOCATIONS

Scale: Not to Scale

MCA Urban and Environmental Planners | Hawkins Hawkins & Osborn | Randall Gross Development Economics | South Peninsula Municipality

14.0 PRECINCT PLANS



The precinct plans illustrate the application of the goals, spatial framework and policies at a more detailed level. These plans are intended to provide the local authority, property owners and developers with clarity as to what they can expect in their area over the next 10 to 15 years. Figure 14.1 illustrates the demarcation of the precincts.

Sections 14.1-14.8 highlight key aspects of the precinct plans and should be read in conjunction with the plans.

14.1 Precinct 1: Wynberg CBD (Wetton to Park/Stilton Road)

A comprehensive policy plan for the revitalisation of the Wynberg CBD (covered by Precinct 1) has recently been undertaken and approved by the SPM Council. The Main Road Growth Management Strategy has thus taken the spatial framework as its point of departure.

It is envisaged that the implementation of this plan, together with the efforts of the community (which is in the process of establishing a Municipal Improvement District in the area), will result in the Wynberg node re-establishing itself as a CBD for the South Peninsula, with a vibrant street life. This area could potentially attract corporate office, business hotel/meeting space, entertainment/retail and restaurants. Some of the important aspects of the planning for the area are highlighted below:

- **Focus planning and development around the station.**

Wynberg Station is regarded as one of the most important transport interchanges in the study area. It is proposed that SPM together with the most important landowner in the area Intersite, seek to maximise the development opportunities around the station to create a safe and pleasant environment for commuters. Mixed-use, public transport orientated development should be promoted in this area. Such development is best managed through a public-private partnership that has development rights. The exact market mix, land use plan, urban design framework, financial feasibility, funding strategy and management structure should be developed through an implementation plan. Likely long-term market uses include high-density office and hotel with meeting space, entertainment-oriented retail/restaurants, and some high-density residential development. Parking garages would probably be required and could potentially be funded through bonds or a rates-based growth financing structure.

In addition, the SPM should allow and encourage residential densification to the east of the railway line, especially within walking distance from the station. Care should, however, be taken that the historic character of Wynberg east is not compromised.

- **Reach consensus on construction of relief road to the west of Main Road.**

Transport authorities should agree on a relief road scheme for the CBD area and initiate the implementation thereof. Whereas the construction of the relief road could be scheduled for the medium term, an agreement is required so as to gain clarity on land parcels currently reserved for road schemes and development opportunities that will arise from the construction of the relief road. It is important that the scheme finally agreed to should support the development of a grid pattern to distribute traffic and market opportunities more evenly on both sides of Main Road. Once a scheme has been agreed all land no longer required for road purpose should be released for development as indicated.

PRECINCT 1
Wynberg:
Riverstone/ Wetton to Park/ Stilton

PRECINCT 2
Plumstead:
Park/ Stilton to Wembley Road

PRECINCT 3
Diep River:
Wmbley to Harrow/ Marston Roads

PRECINCT 4
Bergvliet:
Harrow/ Marston to Dunlop Road

PRECINCT 5
Retreat:
Dunlop to Zwaans Road

PRECINCT 6
Blue Route Mall:
Zwaans to Pollsmoor/ Honeywell Road

PRECINCT 7
Lakeside:
Pollsmoor/ Honeywell to Approach

PRECINCT 8
Muizenberg:
Approach to Muizenberg Station

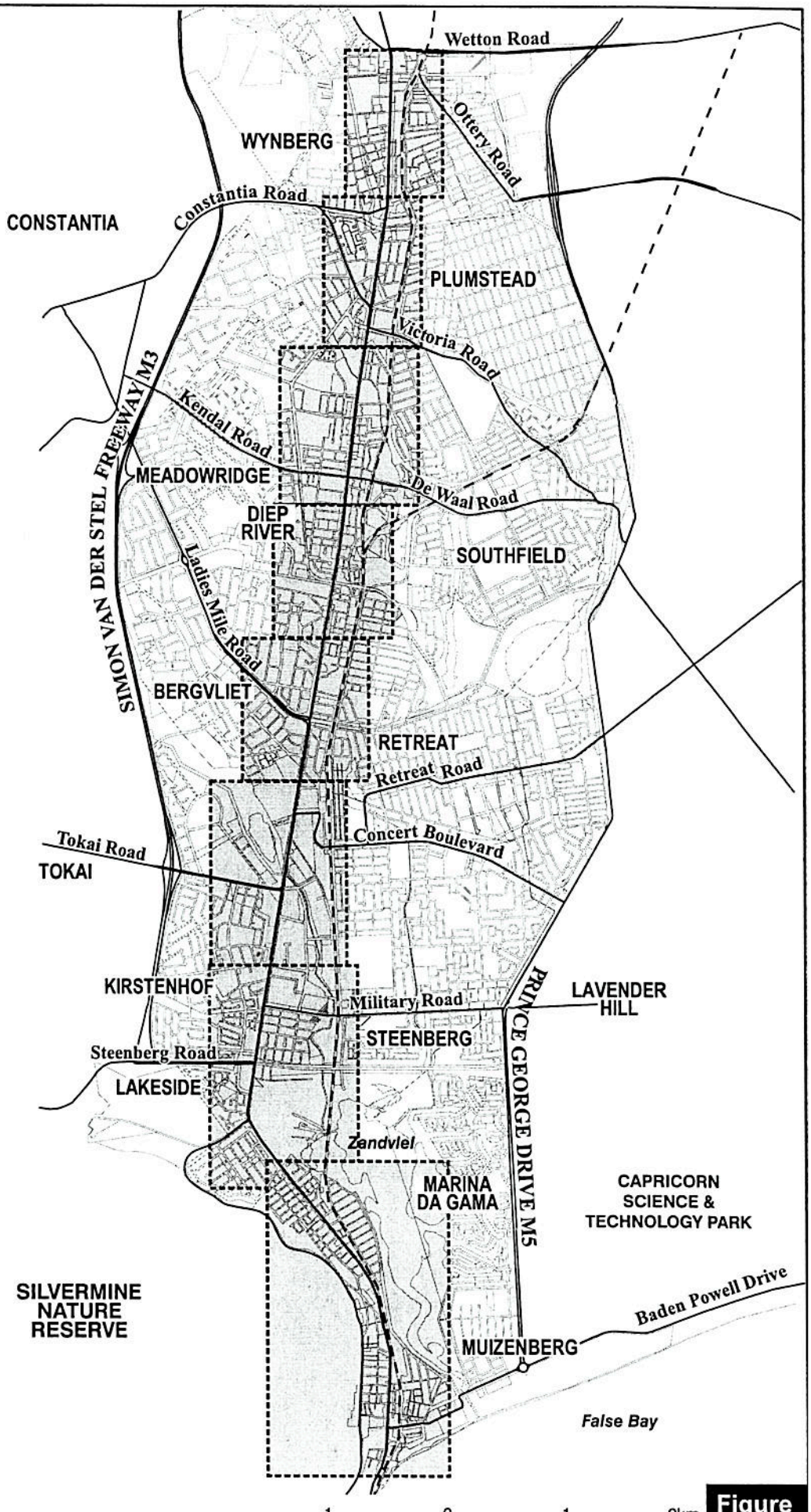


Figure 14.1

Randall Gross Development Economics

MAIN ROAD GROWTH MANAGEMENT STRATEGY

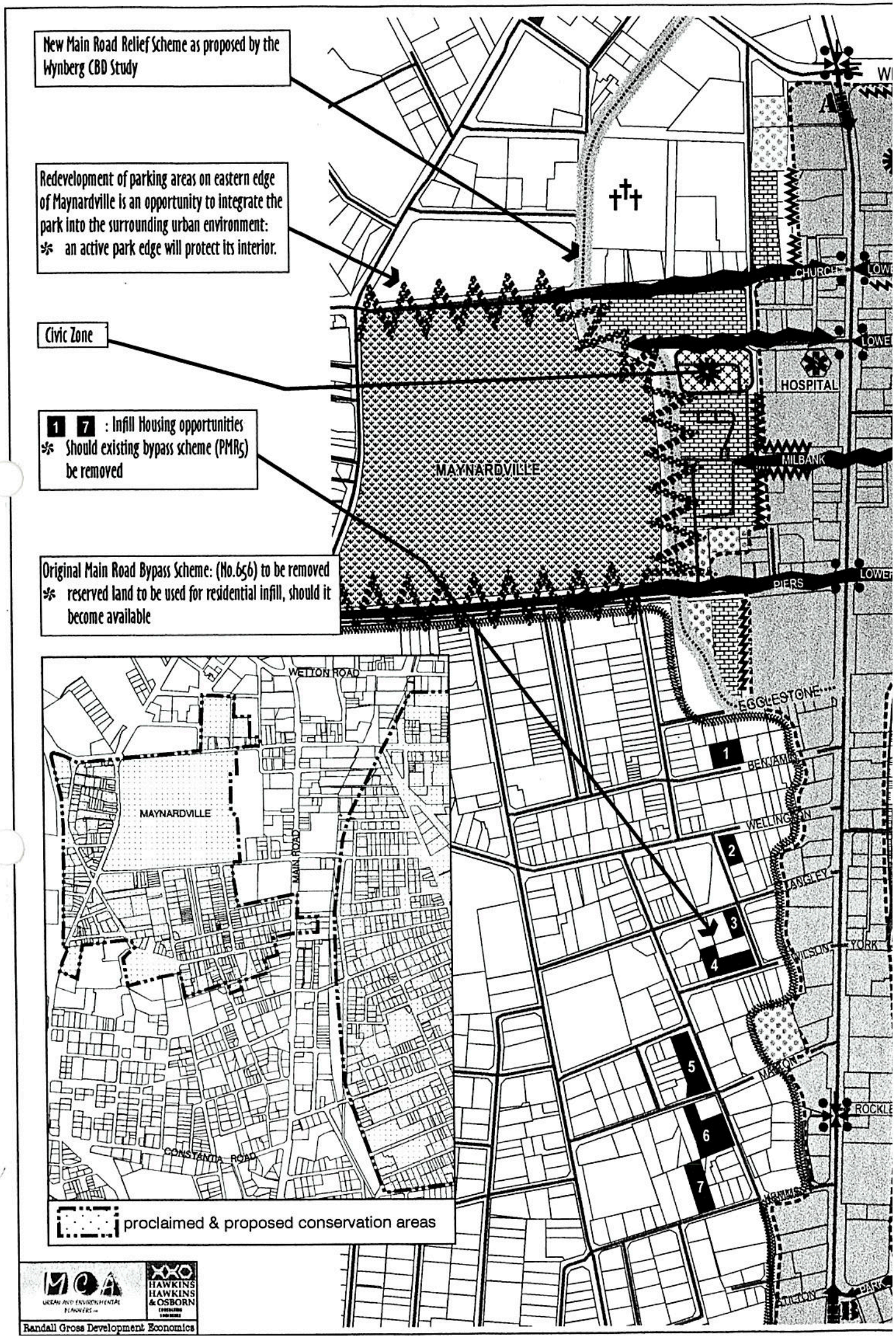
PRECINCTS REFERENCE MAP

N

Scale: 1:50,000

Date: May 2000

SOUTH PENINSULA MUNICIPALITY


New Main Road Relief Scheme as proposed by the Wynberg CBD Study
Redevelopment of parking areas on eastern edge of Maynardville is an opportunity to integrate the park into the surrounding urban environment:
* an active park edge will protect its interior.
Civic Zone
1 7 : Infill Housing opportunities
* Should existing bypass scheme (PMRs) be removed
Original Main Road Bypass Scheme: (No.656) to be removed
* reserved land to be used for residential infill, should it become available
MAYNARDVILLE
HOSPITAL
MILBANK
PIERS
EGGLESTONE
BENJAMIN
WELLINGTON
LANGLEY
WILSON
YORK
MAYNARDVILLE
WETTON ROAD
MAIN ROAD
CONSTANTIA ROAD
proclaimed & proposed conservation areas
URBAN AND ENVIRONMENTAL PLANNERS
HAWKINS HAWKINS & OSBORN
Randall Gross Development Economics

- **Create quality pedestrian areas and public environments.**

Urban design and landscaping intervention is regarded as critical to the successful revitalisation of Wynberg. In particular the pedestrian environment between the station and Main Road and between Main Road west to connect with the Park and public facilities in Wynberg Village must be given close attention. The environment along Lower Maynard and Lower Church Streets has to be improved. Piers Road creates a pedestrian link across the railway and this could also be strengthened. Businesses should be encouraged to improve their facades and improve the fronting pedestrian environment.

The relief road as currently proposed will provide the opportunity to create a pleasant public environment along its edges with landscaped parking and civic squares facing onto Maynardville Park. An urban design plan should ensure improved access to the park and surveillance of all public places. It is suggested that the SPM consider introducing appropriate low-key developments in some of the areas indicated for use as parking lots to overlook the public areas and Maynardville. These low-key developments could include uses such as restaurants, offices and possibly residential units. Such uses should not replace much needed parking bays. Through increasing surveillance of the park, local residents should be encouraged to take control of the park through a resident's association. The SPM should continue to provide funding, but residents could devise a strategy for better management of cleansing and safety within the park, and for increased active (festivals, amphitheatre, etc) and passive (public art, tea garden, etc) programming of the park grounds. Attention should be placed on creating a more active edge along the relief road alignment. The Park is a metropolitan asset and should not be managed or run just to make a profit.

- **Encourage the restoration and upgrading of historic building facades and strengthen the historical assets of the area.**

The MID management should encourage members to restore and upgrade building facades and hard landscaping outside their buildings such as paving, street furniture and canopies. The SPM should assist through key improvements to the public environment such as tree planting in parking areas and along key pedestrian boulevards, which will provide scale and greenery in otherwise harsh and exposed areas. This would demonstrate a commitment to the improvement of the environment that would instil confidence in property owners to invest in the area. The historic character of the area is its greatest asset and this should be recognised in future plans. This historic fabric should be safeguarded and enhanced.

- **Support the Municipal Improvement District through strategic deployment of resources.**

Management issues such as cleansing, security, control over hawking, operation of the taxi ranks, and traffic management have emerged as critical issues to be addressed in the revitalisation of the Wynberg CBD. Local businesses and residents have initiated the creation of a Municipal Improvement District in the area to address these problems. The SPM supports this initiative. It is regarded as critical that the SPM continues to do so once the organisation is up and running, through strategic deployment of resources (eg. traffic managers). Should this venture prove successful it will instil the confidence in residents and businesses throughout the corridor that positive change is possible.

- **Transportation and Traffic**

The following highlight the key transportation and traffic recommendations:

Road Environment: Urban

Parking: Embayed on street parking should be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east-west routes.

Ratios:		
	Commercial (Offices):	4 bays/100m^2 GLA
	Single Shops	4 bays/100m^{2}GLA
	Shopping Centres	4-6 bays/100m^2 GLA
	Residential (single)	2 bays per unit
	Residential (group)	1.5 bays per unit

Pedestrian/Cyclists: Improve pedestrian links to Main Road and Maynardville Park along Lower Maynard, Lower Church and Park Road from stations. Strengthen east-west pedestrian links under the rail to link (e.g. Piers-Lower Piers).

Road widening scheme:

Ultimate scheme: The Stewart Scott report on the Wynberg Relief Road scheme indicates that south of Egglestone Road, Main Road is planned to be upgraded to a four-lane undivided cross section.

Interim scheme: Due to a lack of currently available road reserve, the existing cross section will remain until the ultimate scheme is commissioned.

Refer to the Wynberg CBD Study for the full proposals for Main Road in this area.

14.2 Precinct 2: Plumstead (Park/Stilton to Wembly Road).

The recent relocation of the SPM offices to Plumstead, coupled with good counter traffic flow opportunities in this area, has resulted in increased pressure for development in the Plumstead precinct. This pressure is likely to manifest in the emerging node developing between Gabriel, Constantia and Main Road. It is anticipated that the planned realignment of South Road will create further pressure for development in this area.

- **Prioritise the planned realignment of Gabriel and South roads.**

The realignment of Gabriel and South Road will stimulate pressure for development in this precinct, especially office development as the area will be highly accessible from both the M3 and M5. This will remove the pressure on viable residential areas and allow agglomeration advantages to emerge and the local economy to grow. Thus the SPM should prioritise these projects and lobby other transport authorities for funding.

- **Allow the expansion of commercial uses as indicated.**

Following on the above, commercial uses should be allowed to expand between Timour Hall/Culm and Victoria Roads and the realigned Gabriel Road as indicated, without replacing existing high-density housing as per the policy discussed in 12.2.5. Similarly, land use changes related to the realignment of South Road should be allowed as indicated on the precinct plan. These should be allowed with immediate effect, on condition that appropriate access and parking arrangements are provided.

Allow redevelopment of properties north of Constantia Road:

- commercial uses - retain existing building height;
- high density residential- consolidation, multi-storey buildings allowed

Allow redevelopment of properties between old & re-aligned Constantia Roads to commercial & high density residential uses

- access to be taken off old Constantia Road

The Gabriel Road Council housing scheme presents a major opportunity for the area, due to its location along an activity street (Gabriel), and proximity to a future E-W link road:

- appropriate redevelopment of this land parcel must be pursued
- redevelopment to include residential, commercial and open space components
- potential MSDF demonstration project

High density residential developments predominate, and should remain the desired use

Gabriel Road to be upgraded & landscaped to improve image & traffic management

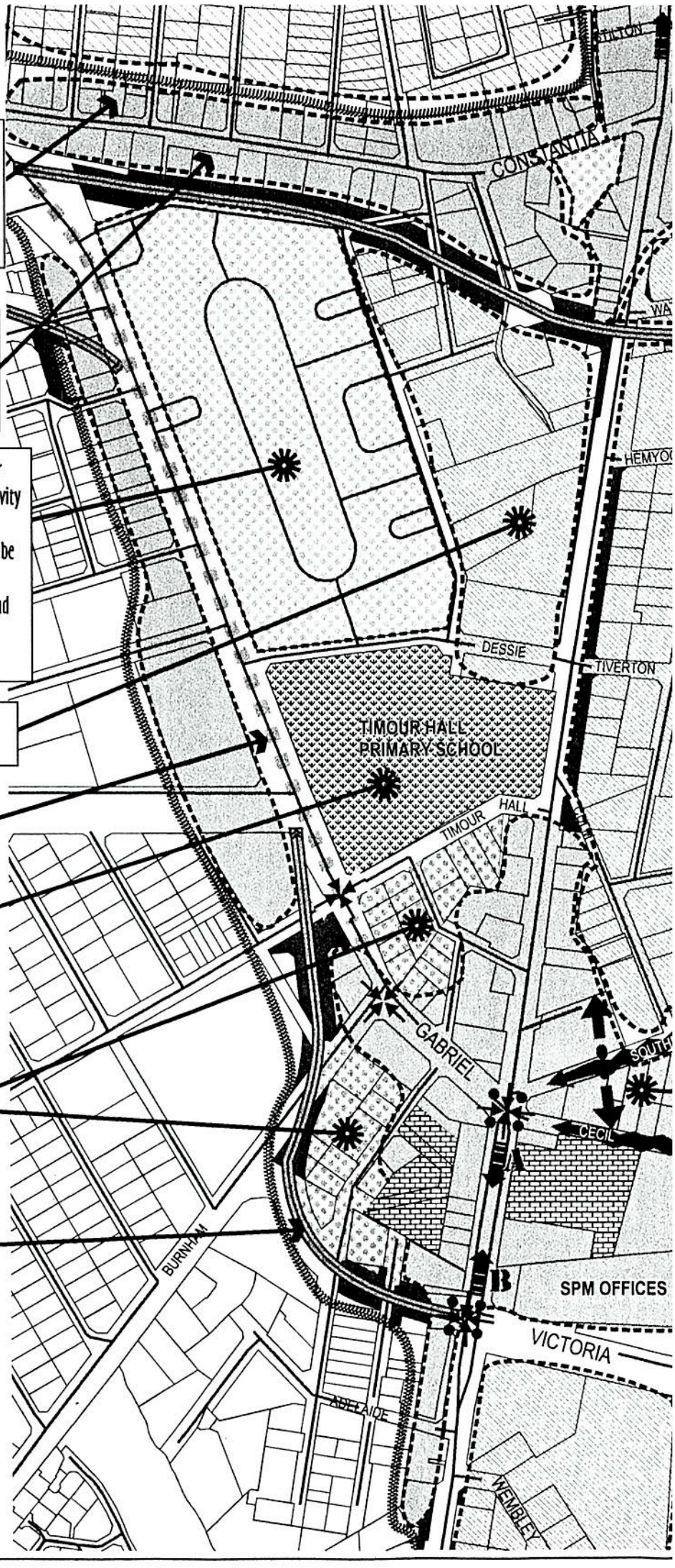
Timour Hall Primary School land:

- to be retained as a school/green space, a public use, and access to be encouraged

Allow expansion of business uses in conjunction with Gabriel Road realignment

- replace housing stock with redevelopment, eg. flats above ground floor or above first floor

Prioritise Gabriel Road re-alignment to relieve pressure on Main Road between Cecil & Victoria Road



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- **Prepare a detailed development and traffic plan for the Gabriel/Main Road intersection.**

It is anticipated that the realignment of Gabriel Road could create opportunities for further pedestrianisation in the area. It is thus proposed that a detailed precinct plan for the area, which addresses traffic circulation and urban design be prepared.

- **Initiate the redevelopment of Gabriel Road Public Housing Estate.**

The existing Council housing site on Gabriel Road offers excellent opportunities for mixed-use development, including office, retail and housing, which could benefit both the existing residents and the local economy. Opportunities would arise through accommodating the existing residents on the site at higher densities, thus freeing up land for further development. The project could include mixed-income housing development that could become a model in South Africa. A market potentials analysis would identify the appropriate mix of uses, which must be sensitive to the marketing constraints for mixed-income housing. The financial feasibility of such a project, incorporating Council and private-sector funding, should guide the development process.

- **Encourage Redevelopment around Plumstead station.**

Plumstead station would become the hub of another public transport orientated development, with the local authority as an anchor. This public transport orientated development would develop at a different pace, perhaps later, than the Wynberg public transport orientated development. The focus of the Plumstead development would also be different, with an emphasis on high-density townhouse-style development a possibility. A mix of high-density residential and retail uses would predominate at this location, with opportunities for re-development east of the rail line. The exact development mix, financial structure, and management plan would be determined through a detailed business plan and development strategy.

- **Overall character and feel.**

The growth of the area should aim at creating and building a pedestrian friendly environment with buildings facing onto street edges in a way that offers protection and security – similar to the buildings currently located north of the Gabriel Road intersection with Main Road. Parking should be provided 'on-street', or behind the building (similar to the new complex recently completed opposite the SPM offices). Building heights should not exceed three stories, unless for residential around the edges of the node.

- **Transportation and Traffic.**

The following highlight the key transport initiatives.

Road Environment: Park/Stilton Road to South Road - Urban
South Road to Wembley Road - Intermediate

Parking: Embayed on street parking should be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east -west routes.

Ratios:		
	Commercial (Offices):	4 bays/100m^2 GLA
	Single Shops	4 bays/100m^{2}GLA
	Shopping Centres	4-6 bays/100m^2 GLA
	Residential (single)	2 bays per unit

Residential (group)	1.5 bays per unit

Access: Consolidation of two or more erven should be encouraged in order to reduce number of access points along route. Corner erven to gain access off side streets.

Action Project: Local area traffic management plan for Plumstead CBD and environs, to accommodate all users (all modes).

Public Transport: Encourage park and ride at stations through increased safety on trains and secure parking at stations.

Pedestrian/Cyclists: Improve pedestrian links to Main Road along Cecil Road from Plumstead Station.

Road widening scheme (see Annexure D: Figures 2 (a-b)):

Ultimate scheme: The official cross section is a four-lane divided road with on-street parking on each side of Main Road. Consideration should be given to reducing the road widening scheme in the midblock zone (area greater than 150 from major intersections) to 25 by reducing the width of the median island. At intersections the full widening should be retained to facilitate turning lanes and pedestrian refuge.

Interim scheme: In general the road existing two-lane section is wide enough to provide embayed on street parking on both sides of Main Road. Between Victoria Road and Gabriel Road, minor widening to the west to provide embayed on street parking on the west side of Main Road should be considered only once Gabriel Road has been realigned to Victoria Road.

14.3 Precinct 3: Diep River (Wembley to Harrow/Marston Road)

This precinct includes the northern Diep River area, which displays a distinct village character to be protected and enhanced. The Kendal/De Waal Road intersection will form the centre of a new node that will experience pressure for development when the east-west road is upgraded to connect with the extension of the R300. The Moquet Farm site that will be released for development by the SPM in the near future is situated at this intersection.

- **Allow the expansion of business uses along Main and Kendal Road as indicated.**

The expansion of business uses between Francis/Alnwick Road and Kendal/De Waal Road along Main Road should be allowed, subject to conditions aimed at retaining the character and scale of the existing development and minimising the impact on the adjacent residential areas. In general, existing buildings should be used for business uses, but where access or other requirements necessitate it, consolidation of erven may be allowed.

Business uses should be allowed to expand along the northern edge of Kendal Road up to Boundary Road to take advantage of the excellent exposure offered by this road. Again the scale and nature of the development should be controlled so as to minimise the impact on adjacent residential areas. Only limited consolidation of erven may be allowed, where it is required to achieve acceptable access spacings.

Diep River system forms part of the MOSS:

- to be upgraded/ rehabilitated & incorporated into new developments on banks
- pedestrian access to be investigated

Redevelopment of site to accommodate mixed residential/ commercial uses approved

- positive interface with Diep River to be established
- scale and interface with Main Road to be pedestrian friendly

A pedestrian orientated interaction between buildings and the street exists along this frontage:

- scale & village character of existing development to be retained (max. 2 storey)
- no expansion of motor trade to be allowed
- on street parking to be provided as part of road widening

In Diep River Chelsea Village area:

- densification should be judged on the re/development's contribution to character and scale of village

SPM land: Mixed development opportunity

- retail and office potential

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- **Formulate design guidelines to ensure appropriate business expansion.**

The SPM should commission the preparation of urban design guidelines for the business area that specify the height (no more than two storeys to be allowed), spaces about buildings, materials and colours of new building's, restoration of old buildings and signage requirements so as to ensure that the village character of the area is retained. These guidelines could form the basis of a special marketing campaign for the area (including Diep River South) that emphasises its unique character.

- **Ensure appropriate development on the Moquet Farm site.**

The Moquet Farm site is regarded as an ideal opportunity to establish the concept of mixed use development in the corridor, and it is recommended that the SPM allow retail, office and residential uses on this property should this prove possible. In particular, care should be taken to ensure that the form of development supports pedestrian movement in the area and is of an appropriate scale.

- **Encourage appropriate development of the Three Arts site.**

The Three Arts site has been granted land use rights to accommodate a mix of uses including residential uses. The approved uses are considered as entirely appropriate for the site. However, it is recommended that should the developer require amendments to the existing rights, the SPM use the opportunity to ensure an appropriate **form** of development on the site. This includes a pedestrian friendly interface with the Main Road and a positive interface with the Diep River.

- **Transportation and Traffic.**

The following highlight the key transport and traffic initiatives.

Road Environment: Intermediate

Parking: Embayed on-street parking should be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east-west routes. On-street parking not encouraged between Wembley and Francis Roads

Ratios:

Commercial (Offices):	4 bays/100m^2 GLA
Single Shops	4 bays/100m^{2}GLA
Shopping Centres	4-6 bays/100m^2 GLA
Residential (single)	2 bays per unit
Residential (group)	1.5 bays per unit

Access: On redevelopment, consolidation of two or more erven should be encouraged in order to reduce the number of access points. Corner erven to gain access off side streets.

Action Project : Local areas access management plan for Main Road/Kendal/De Waal Road intersection and environs.

Public Transport: Encourage park and ride at stations through increased safety on trains and secure parking at stations.

Pedestrian/Cyclists: Improve pedestrian links (safety, signage and sidewalks) to Main Road along Alnwick and Paddington Roads to Stations.

Road widening scheme (see Annexure D: Figures 3 (a-b)):

Ultimate scheme: The official cross section is a four-lane divided road with on-street parking on each side of Main Road. Consideration should be given to reducing the road widening scheme in the midblock zone (area greater than 150 metres from major intersections) to 25 metres by reducing the width of the median island. At intersections the full widening should be retained to facilitate turning lanes and pedestrian refuge.

Interim scheme: In general the existing two-lane section is wide enough to provide embayed on street parking on both sides of Main Road.

14.4 Precinct 4: Diep River South (Harrow/Marston to Dunlop Road)

Precinct 4 is essentially the conclusion of the Diep River precinct up to Bergvliet/Roscommon Road from where the area becomes Bergvliet and changes in character. It is important that the mature trees in this precinct be retained in any road widening or upgrading of Main Road.

- **Allow the expansion of the business uses along Main Road as indicated.**

The expansion of business uses should be allowed from Harrow to Thornton Road on the west of Main Road, and from De Waal to Heath on the east of Main Road, subject to the similar conditions and guidelines as required in Precinct 3. This area is regarded as particularly suitable for the introduction of small-scale commercial uses linked to residential uses (in a "new urbanist" fashion) and should be accommodated through flexible zoning (for example allowing individual housing units with ground-floor shop space or combined live/work spaces). Internationally, preference for this type of housing is increasing in part because it reduces automobile dependency and contributes to a "small-town" environment.

South of Thorton business uses should only be allowed along the east of Main Road up to the business uses that have been allowed just south of the Goemans nursery site (see precinct 5), with the exception of the site located on the corner of Bergvleit and Main Road. A small commercial development could be considered here. However, care must be taken to ensure its scale and design do not impact westwards into the residential areas.

- **Retain residential uses to the west of Main Road as indicated.**

To the west of Main Road south of Bergvliet Road, residential uses should be retained and no intrusion of business uses should be allowed. The one business that has been allowed should be regarded as an anomaly. Appropriate densification in the form of second dwellings and subdivision should be allowed in the residential area.

- **Transportation and Traffic.**

The following highlight the key transport and traffic guidelines.

Road Environment: Intermediate

A pedestrian orientated interaction between buildings and the street exists along this frontage:

- scale & village character of existing development to be retained (max. 2 storeys)
- on street parking to be provided as part of road widening

Chelsea Village:

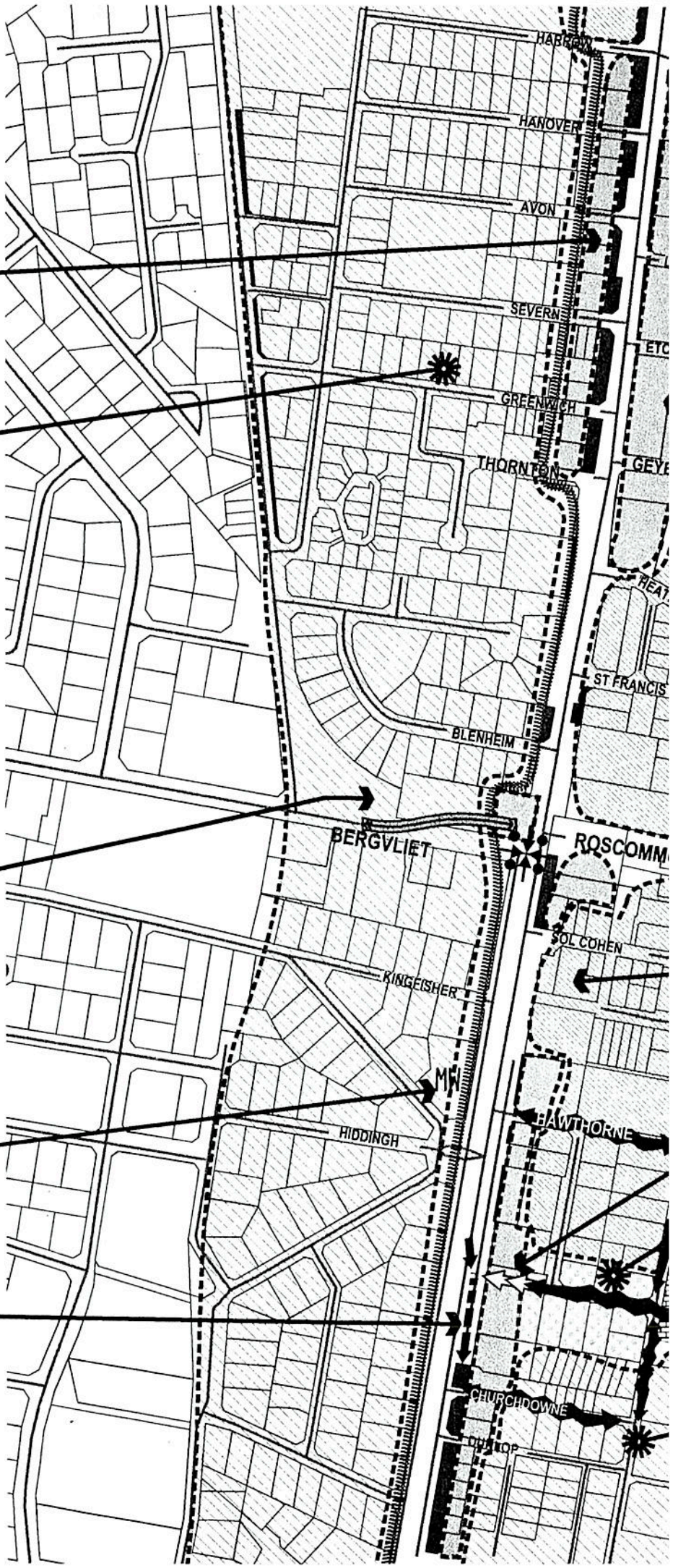
- retain scale & character
- prevent business intrusion

Proposed re-alignment of Bergvliet to improve intersection with Roscommon Road

The residential character along the western side of the Main Road should be maintained:

- therefore, the motor workshop (MW) should be treated as an anomaly, and not serve as a precedent for further business establishment

Possible extension of existing service road on eastern side of Main Road to support further business development to be investigated



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Parking: Embayed on-street parking should be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east-west routes.

Ratios:

Commercial (Offices):	4 bays/100m^2 GLA
Single Shops	4 bays/100m^{2}GLA
Shopping Centres	4-6 bays/100m^2 GLA
Residential (single)	2 bays per unit
Residential (group)	1.5 bays per unit

Access: On redevelopment, consolidation of two or more erven should be encouraged in order to reduce the number of access points. Corner erven to gain access off side streets. Service road on eastern edge of Main Road, south of Roscommon Road, could be extended if the road widening scheme is deemed unnecessary in the future.

Public Transport: Encourage park and ride at stations through increased safety on trains and secure parking at stations.

Pedestrian/Cyclists: Improve pedestrian link to Main Road along desire line from Heathfield Station.

Road widening scheme (see Annexure D: Figures 4 (a-b)):

Ultimate scheme: The official cross section is a four-lane divided road with on-street parking on each side of Main Road. Consideration should be given to reducing the road widening scheme in the midblock zone (area greater than 150 metres from major intersections) to 25 metres by reducing the width of the median island. At intersections the full widening should be retained to facilitate turning lanes and pedestrian refuge.

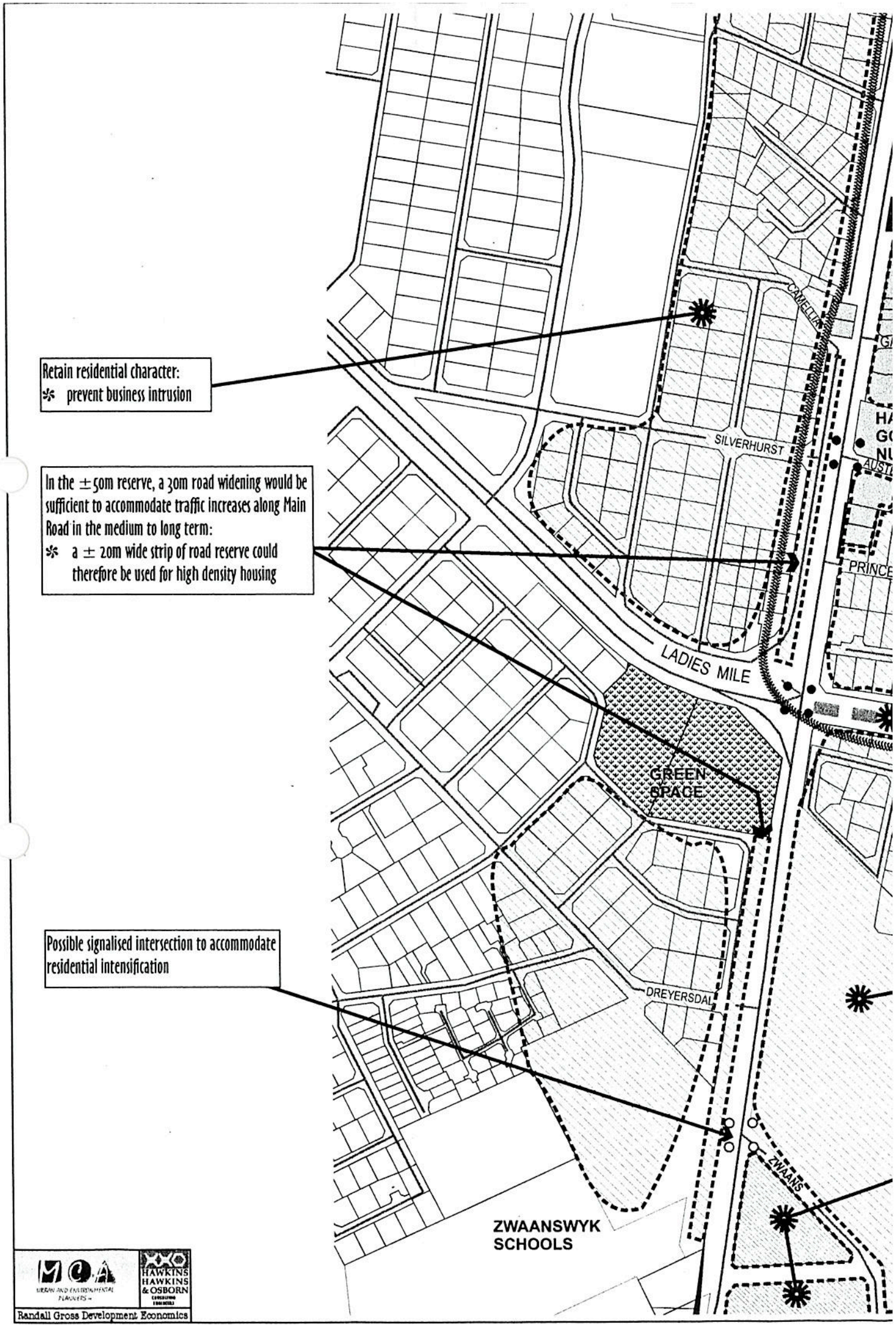
Interim scheme: In general, north of Roscommon Road the existing two-lane section is wide enough to provide embayed on-street parking on both sides of Main Road. In the vicinity of Hawthorne Road, there are service roads on both sides of Main Road and where these occur there is no need for on-street parking. Embayed on-street parking should be considered on the eastern side of Main Road, over the section not serviced by service roads.

14.5 Precinct 5: Bergvliet (Dunlop to Zwaans Road)

This precinct includes the southern part of Bergvliet and Dreyersdal up to Retreat in the south. This is largely a residential precinct, apart from the strip of business development along the eastern edge of Main Road as indicated.

- **Pursue residential development around the Ladies Mile intersection.**

The precinct is bisected by the Ladies Mile intersection with Main Road. Whereas Ladies Mile is an important east-west route, the planned future extension of this road should not be regarded as an opportunity for commercial development. Instead this largely residential area, with a number of green spaces to be retained, is earmarked for further residential development. Thus, the vacant SPM land east of Main Road should be developed or released for high-density residential development. Similarly, the remainder of the Main Road reserve not required for widening, should be released for high-density housing (potentially including housing for pensioners). The possible form of such development is illustrated in figure 14.6b. Densification in the area between Ladies


Retain residential character:
* prevent business intrusion
In the ±50m reserve, a 30m road widening would be sufficient to accommodate traffic increases along Main Road in the medium to long term:
* a ± 20m wide strip of road reserve could therefore be used for high density housing
Possible signalised intersection to accommodate residential intensification
CAMELLIA
SILVERHURST
LADIES MILE
PRINCE
GREEN SPACE
DREYERSDAL
ZWAANS
ZWAANSWYK SCHOOLS
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Mile extension and Zwaans Road, where densities are currently very low, should be actively encouraged by the SPM.

The landscaping of parking areas and residential development should be set as conditions for development of land in the road reserve. Similarly, the release of the SPM land to the east of Main Road should include conditions with regard to landscaping as well as the fencing and orientation of buildings to ensure an attractive edge to Main Road.

It is further anticipated that the schools in this precinct may wish to release some of their land for development in the future. This should be allowed for high-density residential uses, provided that the green edge to Main Road is retained. Similarly, the sports grounds at the intersection of Ladies Mile and Main Road should be retained.

- **Transportation and Traffic.**

The following highlight the key traffic and transport guidelines.

Road Environment: Intermediate

Parking: Embayed on-street parking could be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east-west routes.

Ratios:		
	Commercial (Offices):	4 bays/100m^2 GLA
	Single Shops	4 bays/100m^{2}GLA
	Shopping Centres	4-6 bays/100m^2 GLA
	Residential (single)	2 bays per unit
	Residential (group)	1.5 bays per unit

Access: On redevelopment, consolidation of two or more erven should be encouraged in order to reduce the number of access points. Corner erven to gain access off side streets.

Road widening scheme (see Annexure D: Figures 5 (a-b)):

Ultimate scheme: The official cross section is a four-lane divided road with on-street parking on each side of Main Road. Consideration should be given to reducing the road widening scheme in the midblock zone (area greater than 150 metres from major intersections) to 25 metres by reducing the width of the median island. At intersections the full widening should be retained to facilitate turning lanes and pedestrian refuge.

Interim scheme: In general, there are service roads on both sides of Main Road and where these occur there is no need for on street parking. Embayed on-street parking should be considered on the eastern side of Main Road, over the section not serviced by service roads (north of Ladies Mile Road).

14.6 Precinct 6: Tokai/Retreat (Zwaans to Honeywell/Pollsmoor Road)

This precinct includes the important emerging Tokai node. This node has a distinct low-rise surburban feel. The node's good links to the M3 and a fairly affluent market to the west have resulted in development being geared for customers travelling in private vehicles at the expense of

pedestrians. It is anticipated that pressure for the development of office and retail space will persist in this area.

- **Allow the expansion of the node towards Retreat Station.**

This node should be allowed to expand to the north-east to link with the important Retreat Station. The emerging role of Station Road as an activity street should be encouraged and park-and-ride facilities, commercial uses and informal trading should be established around the station. The developable land to the south of Station Road, potentially including the Princess Alice hospital site in the future should incorporate a mix of uses including residential development, to complement the existing pocket of residential development in this node to be retained (Refer to precinct plan).

- **Establish a pedestrian-friendly environment.**

The establishment of a pedestrian-friendly environment is regarded as critical to the development of this node. In particular, a good pedestrian link between Retreat Station, Tokai-on-Main and the Blue Route Mall is required. Thus the establishment of a pedestrian link should be stipulated as a condition of the redevelopment of the Princess Alice hospital. In addition, the SPM could consider granting enhanced rights to the owner of the vacant property between the Blue Route Mall and the Tokai-on-Main development, on condition that a proper pedestrian link crossing the Keysers River is included in any development. In order to ensure a safe link across Main Road in this area, a median should be provided, as part of any future upgrading. Such upgrading should also include a safe crossing for scholars to the Zwaanswyk schools.

- **Prepare a development plan for the Tokai and Main Road intersection.**

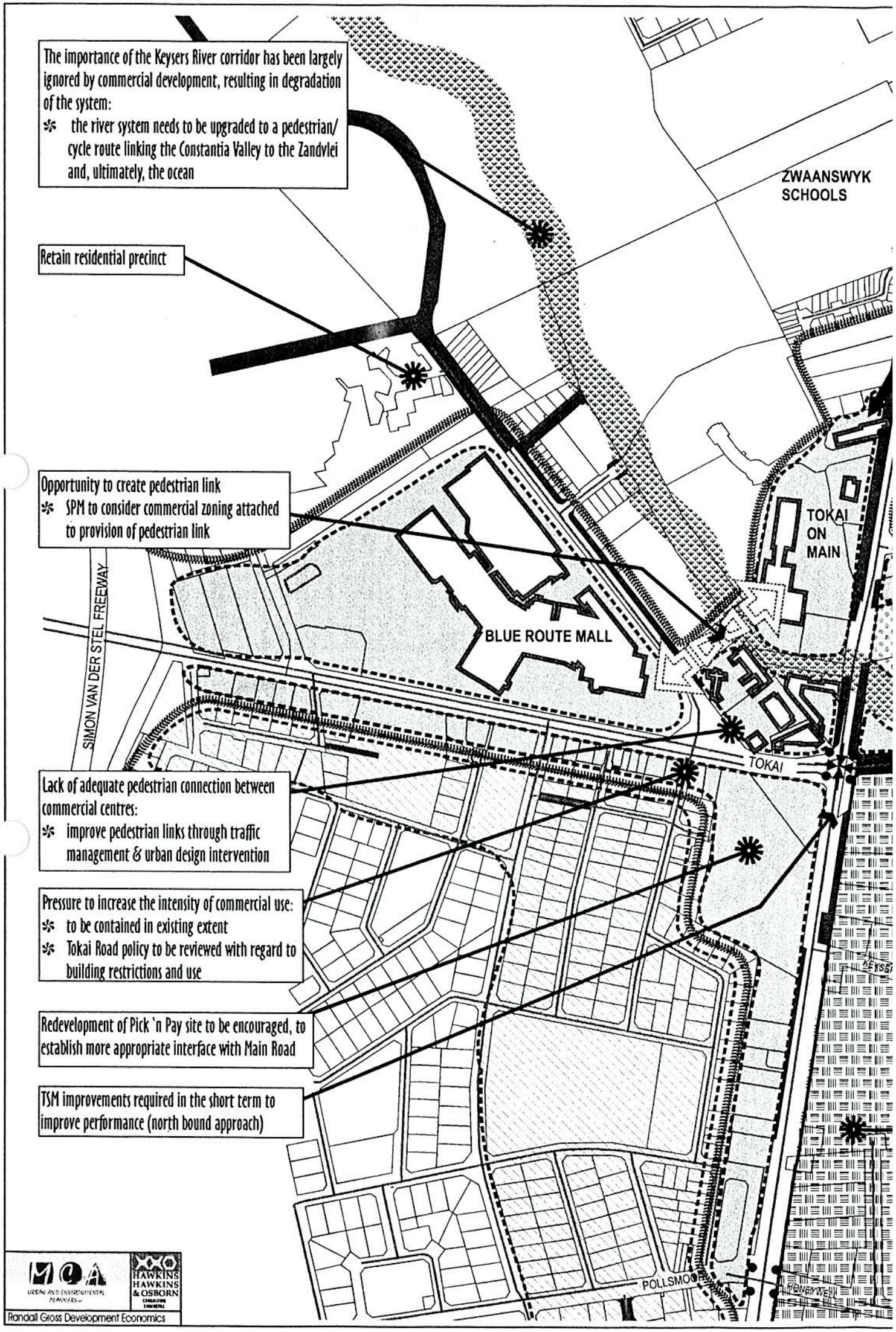
Vehicular access, pedestrian safety and the quality and functioning of the built environment around the Main and Tokai Road intersection are proving problematic. It is widely acknowledged, for instance, that the Pick 'n Pay site is not functioning successfully at the moment, due to problems related to access, visibility etc. It is proposed that a detailed development plan should be undertaken, which should include access, parking, traffic movement, design guidelines for future development and signage in the area. Such a plan should furthermore include a review of the Tokai Road Policy Plan, to ensure that the restrictions on development and building along this road are still appropriate.

- **Allow the expansion of the commercial uses along Main Road in Retreat Industria.**

In the Retreat industrial area, commercial uses should be allowed to expand along the Main Road, as is already happening. The establishment of commercial uses, such as retail outlets within the industrial area should be allowed but not at the expense of manufacturing and warehousing (true industrial uses), i.e. these should be linked to existing industries and not take up more than 10% of the floor area.

- **Investigate the establishment of a home design centre or contractor hub.**

It would seem that there is potential for this node to build on the corridor's strength as a home furnishings cluster with the addition of a home design centre or contractor hub. Such a facility would include contracting companies with their respective retail outlets, plus suppliers, wholesalers, and retailers in the industry. A hub can serve as an anchor for marketing the corridor's furniture/home furnishings outlets.


The importance of the Keysers River corridor has been largely ignored by commercial development, resulting in degradation of the system:
* the river system needs to be upgraded to a pedestrian/ cycle route linking the Constantia Valley to the Zandvlei and, ultimately, the ocean
Retain residential precinct
Opportunity to create pedestrian link
* SPM to consider commercial zoning attached to provision of pedestrian link
Lack of adequate pedestrian connection between commercial centres:
* improve pedestrian links through traffic management & urban design intervention
Pressure to increase the intensity of commercial use:
* to be contained in existing extent
* Tokai Road policy to be reviewed with regard to building restrictions and use
Redevelopment of Pick 'n Pay site to be encouraged, to establish more appropriate interface with Main Road
TSM improvements required in the short term to improve performance (north bound approach)
ZWAANSWYK SCHOOLS
TOKAI ON MAIN
BLUE ROUTE MALL
SIMON VAN DER STEL FREEWAY
TOKAI
POLLSMOOR
HONEYWEIN
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The SPM can help encourage the development of this centre by co-ordinating with the various contractors and home-furnishing suppliers in the Corridor to determine willingness to open branches, outlets, or relocated businesses in a one-stop centre such as this. Should this prove viable the SPM could locate and assemble developable land within Tokai (or elsewhere if necessary) to locate the centre. If pre-leased to the prospective tenants, developers (and/or anchor tenants) could be identified to invest.

- **Transportation and Traffic.**

The Retreat Station can provide excellent opportunities for park-and-ride facilities, because of its location near the end of the commuter base, in a more auto-dependent environment. The home-furnishings centre might be located adjacent to the Retreat station as an incentive to encourage the use of public transport.
The following highlight the key traffic and transport initiatives.

Road Environment: Intermediate

Parking: Embayed on-street parking could be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east-west routes. No on-street parking should be provided on the section of the route between Tokai Road and Station Road.

Ratios:		
	Commercial (Offices):	4 bays/100m^2 GLA
	Single Shops	4 bays/100m^{2}GLA
	Shopping Centres	4-6 bays/100m^2 GLA
	Residential (single)	2 bays per unit
	Residential (group)	1.5 bays per unit

Access: On redevelopment, consolidation of two or more erven should be encouraged in order to reduce the number of access points. Corner erven to gain access off side streets.

Action Project: Local area access management plan for the Tokai Road/Main Road intersection and environs.

Public Transport: Encourage park and ride at stations through increased safety on trains and secure parking at stations.

Pedestrian/Cyclists: Improve pedestrian link to Main Road and Tokai Road shopping node from Retreat station.

Road widening scheme (see Annexure D: Figures 6 (a-b)):

Ultimate scheme: The official cross section is a four-lane divided road with on-street parking on each side of Main Road. Consideration should be given to reducing the road widening scheme in the midblock zone (area greater than 150 metres from major intersections) to 25 metres by reducing the width of the median island. At intersections the full widening should be retained to facilitate turning lanes and pedestrian refuge.

Interim scheme: Embayed on-street parking should be considered on the both sides of Main Road, south of Tokai Road. Minor widening will be necessary to achieve this

parking provision. Between Tokai and Station Road, widening to the four-lane divided cross section should be considered, without on-street parking.

14.7 Precinct 7: Kirstenhof (Pollsmoor/Honeywell to Approach Road)

This precinct includes Kirstenhof, the intersection of the Steenberg and Main Road, Frogmore Estate, the Zandvlei bird sanctuary and the northern section of Lakeside. There are limited development opportunities in this area and no significant land use changes are proposed. The mature trees, including the palms in Retreat Industria should be retained, even if replanted to accommodate development.

The planned extension of Steenberg Road to link up with the False Bay arterial may impact on the area in the long run. However, since it is planned as a high order road, access will be restricted and no land use opportunities will arise along the section of road as indicated or at the intersection with Main Road, especially as the intersection is planned to be grade-separated in the long-term. The upgraded Steenberg Road should be promoted as a tree-lined boulevard and not as a standard divided highway, because of its importance as an entry to Capricorn.

The Steenberg Road upgrade will nevertheless improve access to Main Road, and create opportunities away from the intersection – thus provision has been made for commercial development to the north of the intersection in Frogmore estate (see below). In addition, the land around the intersection of Raapkraal Road and Main Road could be used for commercial development and/or high-density housing, should satisfactory access arrangements be possible.

- **Allow the expansion of business uses along Main Road in Frogmore Estate and along Military Road.**

Business uses should be allowed to expand along the eastern edge of Main Road in Frogmore Estate and along Military Road, a designated activity street. In the rest of the area, the status quo should be retained.

- **Protect views over Zandvlei.**

South of the Steenberg intersection, along the east of the Main Road no development should be allowed. This section of Main Road up to Muizenberg Village essentially fulfils a mobility function and the view over Zandvlei provides a welcome break in the urban environment. This view should be retained. Consideration should be given to landscaping of the road verge/edge to Zandvlei should this be compatible with the functioning of the vlei, since Main Road in this area starts fulfilling a scenic route function. The stone cottages to the east of Main Road should be retained and ideally be used for environmental education purposes, but a business use of minor scale should be permitted.

- **Improve access to the Lakeside shopping centre.**

A detailed road improvement and traffic management plan should be prepared to improve the access to the Lakeside commercial area. This plan should also be workable once Main Road has been widened in this area.

- **Transportation and Traffic.**

The following highlight the key traffic and transport initiatives.

The importance of the Keysers & Westlake Rivers has been largely ignored by commercial development, resulting in degradation of the system:

- the river system needs to be upgraded to a pedestrian/ cycle route linking the Constantia Valley to the Zandvlei and, ultimately, the ocean

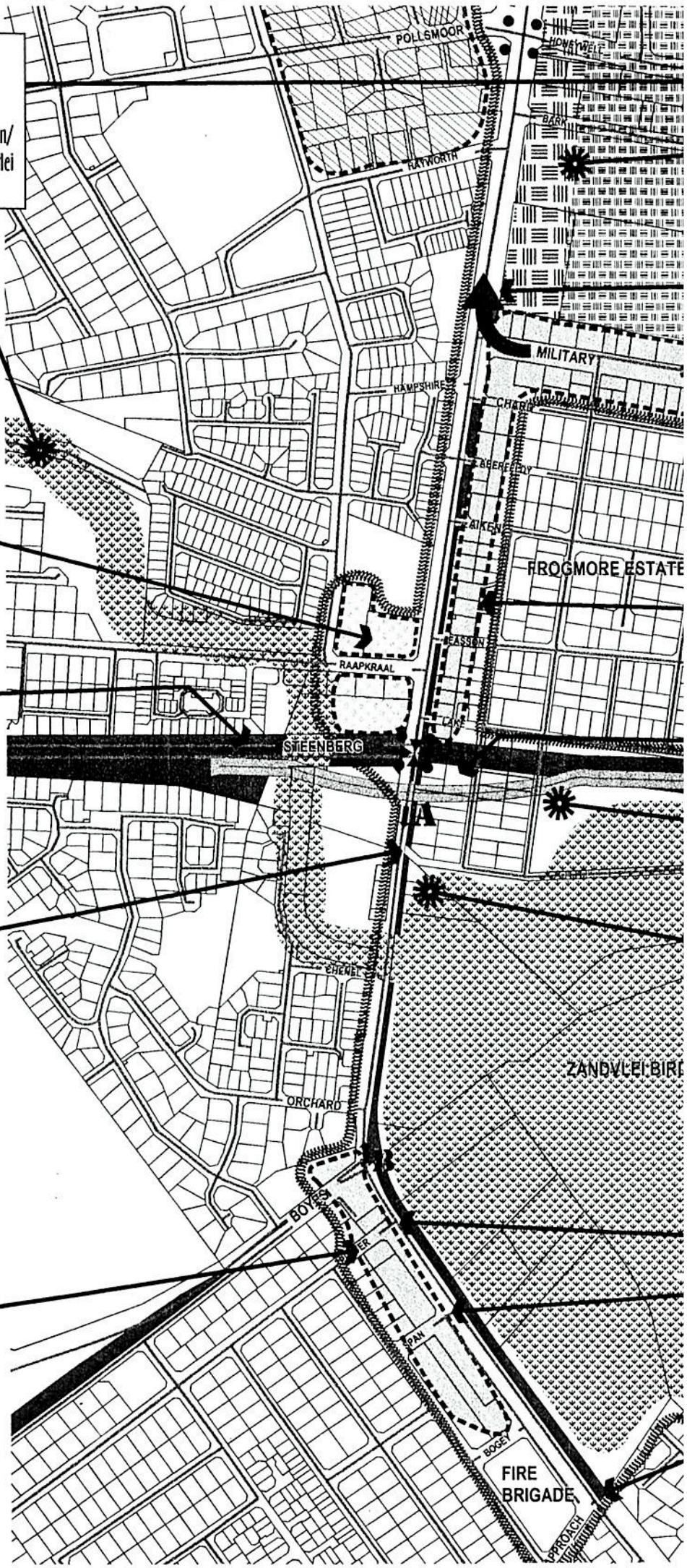
Residential/commercial development opportunity

- access to be resolved

Severe tailbacks during evening and weekend peaks, on eastbound right turn

Interim upgrading to 4 lanes between Steenberg Road & Boyes Drive to facilitate eastbound double - right turn movement from Steenberg Road into Main Road

Existing local shopping and business area to be contained within its current boundaries



URBAN AND ENVIRONMENTAL PLANNERS

HAWKINS HAWKINS & OSBORN

Randall Gross Development Economics

Road Environment: Intermediate

Parking: Embayed on-street parking should be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east-west routes. No on-street parking should be provided on the section of the route between Steenberg Road and Approach Road.

Ratios:		
	Commercial (Offices):	4 bays/100m^2 GLA
	Single Shops	4 bays/100m^{2}GLA
	Shopping Centres	4-6 bays/100m^2 GLA
	Residential (single)	2 bays per unit
	Residential (group)	1.5 bays per unit

Access: On redevelopment, consolidation of two or more erven should be encouraged in order to reduce the number of access points. Corner erven to gain access off side streets.

Road widening scheme (See Annexure D: Figures 7 (a-c)):

Ultimate scheme: The official cross section is a four-lane divided road with on-street parking on each side of Main Road. Consideration should be given to reducing the road widening scheme in the midblock zone (area greater than 150 metres from major intersections) to 25 metres by reducing the width of the median island. At intersections the full widening should be retained to facilitate turning lanes and pedestrian refuge.

Interim scheme: Embayed on-street parking should be considered on the both sides of Main Road, north of Steenberg Road. Minor widening will be necessary to achieve this parking provision. Between Boyes Drive and Steenberg Road, widening to the four-lane divided cross section should be considered, without on-street parking. South of Boyes Drive, the current two-lane cross section, without on-street parking, should be retained.

14.8 Precinct 8: Lakeside and Muizenberg (Approach Rd to Mznberg Station)

This precinct includes most of Lakeside and the Muizenberg node. This node, similar to Wynberg, is experiencing problems of economic decline, combined with neglect of the urban environment. The local community has initiated campaigns to revitalise the area. Much of the effort has been put into addressing crime and grime issues and some success has been achieved. The SPM together with the Development Bank of South Africa will be assisting the community in their efforts through an initiative to establish a vision for Muizenberg. It is anticipated that this vision will focus on the tourism potential of the area. The real potential for Muizenberg is to capture a larger share of regional tourism flow through the addition of anchor attractions. The vision should identify potential attractions and the financial feasibility, development structures, and implementation strategies for these attractions to work.

This vision will apply to the whole Muizenberg area, whereas the Growth Management study is largely focussed on Main Road.

- **Ensure the preservation and enhancement of the historic fabric.**

The preservation and enhancement of the historic fabric of Muizenberg is regarded as critical to the successful revitalisation of the area. Historic buildings are currently protected from

redevelopment and demolition, but it is recommended that the SPM encourage the upgrading and enhancement of historic buildings through investment in the public environment coupled with incentives for improvements to protected buildings.

- **Encourage the establishment of tourism facilities along the beachfront and around the station.**

Tourist facilities should be concentrated in the area south of Atlantic Road, on the beachfront, at the station and in Muizenberg Park. In this regard it is recommended that the SPM rezone vacant land in their ownership along the beachfront and release it for appropriate development.

In addition the SPM should prepare an urban design and development plan around the station and other potential tourist facilities in co-operation with landowners such as Intersite. The improvement of the pedestrian links to the east of the station should form part of such a plan.

- **Market Muizenberg's unique assets.**

The visitor market can be enhanced with the creation of marketing linkages related to both the marine ecosystem and heritage tourism. The former can be more effectively packaged and marketed in a way that links Muizenberg to the significant natural attractions in the area. The latter requires a detailed interpretation plan for the base of small but important historic and cultural attractions and a linkage strategy for tour managers.

The Main Street model might work best in Muizenberg, where existing merchants share common goals of merchandising and marketing their product to very distinct niches. The SPM can assist in seed funding urban design and management programmes. Still, a merchant-led non-profit organisation will be the best long-term strategy for management within the Muizenberg commercial district.

With such management structures and marketing linkages in place, Muizenberg should be able to attract a larger share of the bus tourism flow through the area. Overnight itineraries could result in increased demand for rooms in Muizenberg by 2020. Other visitor marketing programmes would target the regional resident for recreation and education.

- **Prepare a landscaping plan for Main Road from Steenberg Road southward.**

As Main Road forms part of the scenic coastal route from Steenberg Road southward, the SPM together with other road authorities should prepare and implement a landscaping plan for this section of Main Road.

- **Retain residential uses in Lakeside as indicated.**

No further business intrusion should be allowed in the Lakeside area, except for the redevelopment of the municipal works buildings for a tourism/recreation-related facility up to Old Boyes Drive at the entrance to Muizenberg. An opportunity for infill housing exists on the vacant land around False Bay station, similar to existing development around Lakeside station.

- **Allow the development of an activity street character along Main Road from Albert Road southward.**

From Albert Road southward, business uses should be allowed along Main Road, provided that adequate parking and access can be provided. On-street parking should be provided when Main

Road is widened in this section – in the meantime businesses should be allowed to use the remainder of the road reserve for parking. The SPM should also investigate the establishment of a parking square/s along Main Road in the area from Albert to Hillcrest Road to assist commercial development in the area.

- **Support the proposed expansion of the Pentech.**

The expansion of the Peninsula Technikon has been proposed – this should be supported and the potential to create student accommodation, to be used by holidaymakers in season, in the currently rundown residential area just south of Atlantic Road should be pursued.

- **Transportation and Traffic.**

The following highlight the key traffic and transport initiatives.

Road Environment: Intermediate

Parking: Embayed on-street parking should be provided only where the road is wide enough to accommodate parking, and not in the vicinity of intersections with east-west routes. Additional off-street parking could be provided in parking squares in the vicinity of development precincts.

Ratios:

Commercial (Offices):	4 bays/100m^2 GLA
Single Shops	4 bays/100m^{2}GLA
Shopping Centres	4-6 bays/100m^2 GLA
Residential (single)	2 bays per unit
Residential (group)	1.5 bays per unit

Access: On redevelopment, consolidation of two or more erven should be encouraged in order to reduce the number of access points. Corner erven to gain access off side streets.

Action Project: Local area access management plan for Main Road/Atlantic Road intersection and environs in order to increase mobility function of route.

Public Transport: Encourage park and ride at stations through increased safety on trains and secure parking at stations.

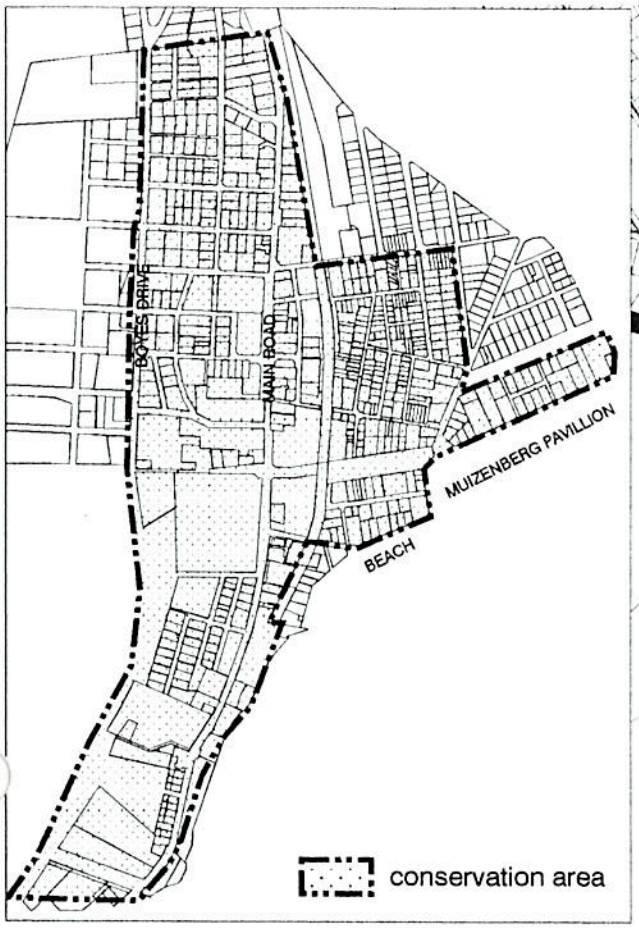
Pedestrian/Cyclists: Improve signage, safety and provide sidewalks in access roads to stations.

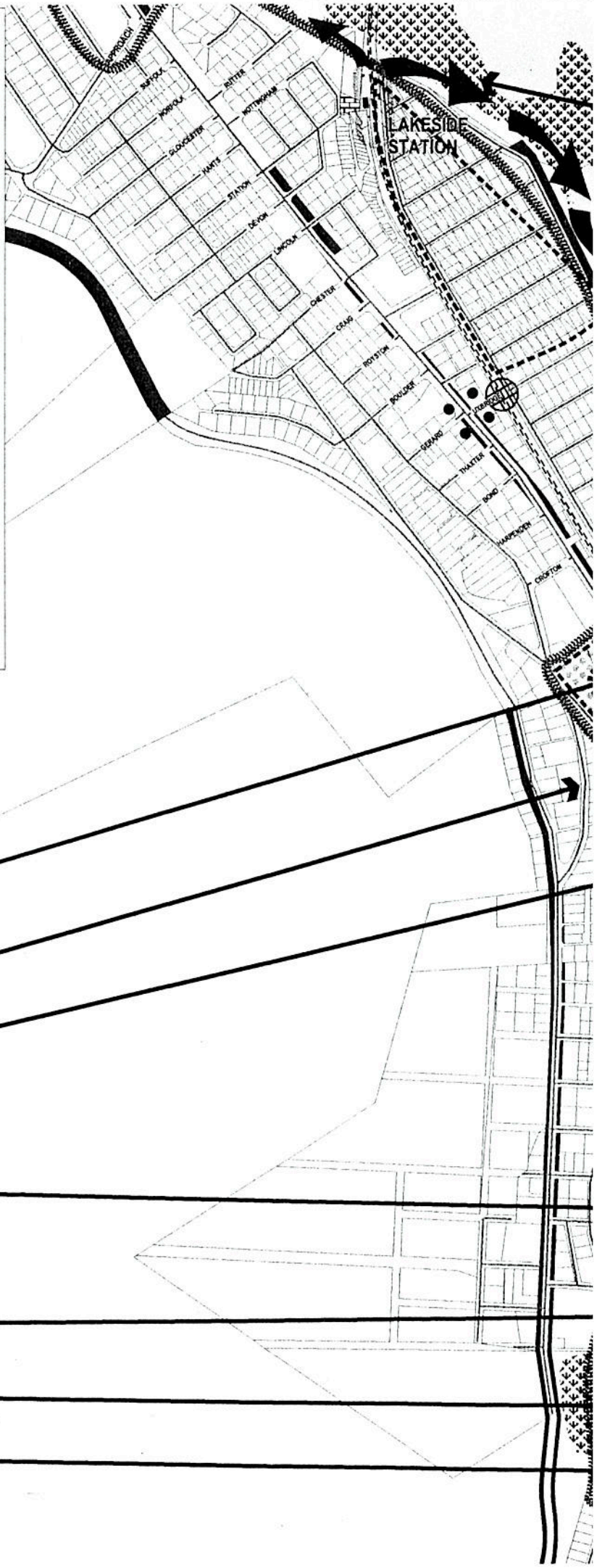
Road widening scheme (See Annexure D: Figures 8 (a-c)):

Ultimate scheme: The official cross section is a four-lane divided road with on-street parking on each side of Main Road. South of Old Boyes Drive the ultimate road reserve width reduces from 30.5 metres to 26.4 metres. Consideration should be given to reducing the road-widening scheme (30.5 metres sections) in the midblock zone (area greater than 150 metres from major intersections) to 25 metres by reducing the width of the median island. At intersections the full widening should be retained to facilitate turning lanes and pedestrian refuge.

Interim scheme: Embayed on-street parking should be considered on the both sides of Main Road, between Approach Road and the access to Boyes Drive. Minor widening will be necessary to achieve this parking provision. South of the Boyes Drive

access, the current two-lane cross section, without on-street parking, should be retained.





Underutilised Municipal depot has substantial potential to be redeveloped as a tourism and/or recreational facility
- use existing buildings

Enhance gateway experience:
- look at planting and ornamentation to make it work

Henly Road-over-Rail Scheme

Lack of adequate parking starves business of clientele:
- provide central parking square on redevelopment of properties,
- investigate school (S) providing parking

Retain & enhance historic fabric

Park to form part of military historic route

Strengthen pedestrian access to beach

MOA URBAN AND ENVIRONMENTAL PLANNERS cc
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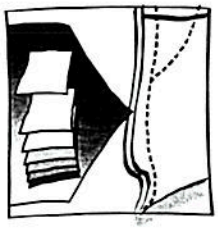
15.0 IMPLEMENTATION APPROACHES AND STRATEGIES



The Spatial Framework and Precinct plans illustrate the spatial implications of the vision for the Main Road. Traditionally this framework and the precinct plans would have completed the planning exercise. However, it is apparent that reactive land use control measures alone will never achieve the vision for Main Road. The vision is geared at achieving more than just an orderly environment – it is aimed at creating socio-economic opportunities and improving the quality of life of the local population. The strategies put forward to achieve the vision represent specific goals to be reached and call for a combination of spatial and a-spatial management interventions. This section investigates the potential obstacles and issues related to the management interventions required to implement the strategies, and draws on local and international experience for possible solutions to these problems.

The background analysis and public participation process have revealed four potential obstacles to the implementation of the strategies. These are:

- Institutional support
- Public perception/opinion and political will
- Current market demand
- Existing public policies

15.1 Institutional support

This refers to the organisation of the institutional structures responsible for the implementation of the strategies. The institutional context is regarded as critical to the implementation of the Growth Management Strategy, as an appropriate organisational structure that is sufficiently empowered would also be able to influence public opinion and the market.

As noted in the introduction, the successful development and management of Main Road will require a multi-disciplinary integrated approach – land use planning is only one component of a management strategy and the local authority's planning department cannot undertake the implementation on its own. International experience in revitalisation projects has shown that a *comprehensive* approach is required - a single action or project (no matter how big) will not achieve success.

The strategies for achieving the vision entail an array of components regarded as critical to a comprehensive corridor management strategy. These are (in no particular order):

- Community participation, from both residents and businesses
- Land use planning and control
- Residential densification
- Provision of public/civic facilities
- Improving the quality of the environment through urban design and landscaping
- Protection of historic buildings and streetscapes
- Traffic management and law enforcement
- Local economic development strategies, especially small business development
- Public Transport promotion, management and improvement
- Safety and security
- Cleansing
- Management of informal trading and hawkers

- Marketing and Promotion

However, the responsibility for these components is currently distributed amongst a variety of government departments, whilst some aspects, such as marketing, are not addressed at all. The fragmentation of functions and responsibilities related to corridor management both within and between authorities is regarded as potentially the single biggest obstacle to the successful implementation of this growth management strategy. This problem could in part be overcome by the establishment of the unicity government for the CMA. However, this government will probably still be organised according to different line functions and certain components of a management strategy would still fall outside the authority of this government. The organisation and funding of the management of public transport is proving to be particularly challenging.

The management and funding of public transport is undertaken at central government level and the planning for public transport is currently undertaken by the CMC (this arrangement also presents the problem of an unfunded mandate). Local authorities have little input into the management of public transport. To complicate matters further, the management of the rail service itself is fragmented. The South African Rail Commuter Corporation owns all rolling stock and railway lines in the country, but the operation of this service in the metropolitan areas is undertaken by Metrorail, which is also responsible for the security on trains. The SARCC is responsible for the maintenance and upgrade of rolling stock. At present the average age of the SARCC's passenger train carriages is 37 years and it is generally accepted that all rolling stock has a livespan of 40 years. The cost of replacement and upgrading the existing stock is estimated at billions. However, the SARCC's total national budget is R355M for this financial year, compared to the CMC's budget of R365M for road maintenance and construction only.

As Metrorail is barely able to meet its operating costs, it has almost no funds to spend on marketing and improving the current service to attract more customers. It also has limited funds to spend on security on trains and stations – one of the major obstacles to increasing ridership. In addition the Metrorail security personnel currently have no power of arrest and thus are virtually powerless to control criminal activity and non-payment. These problems combined with a culture of non-payment and apparent disrespect for the rule of law amongst commuters do not bode well for the future of rail commuting in the CMA.

In addition, the minibus taxi industry, regulated by the provincial authorities on behalf of the national government, is fraught with problems, exploding in to violence from time to time. In general this service, although relatively convenient, is expensive and often unsafe. The commuter bus service, largely operated by Golden Arrow in the CMA seems to function relatively well. However, as it has to operate on an already congested road system it offers little travel time advantages to customers and as road space decreases in the future (as funds and space for new roads decrease and car volumes increase) the effectiveness of this service may also decline. In addition the current fleet has to be upgraded to make it more attractive for commuters and tourists and user friendly for disabled persons. The contribution of these buses to air pollution is also a source of concern.

The management and operation of public transport services in the CMA is thus fraught with problems. The fragmented management arrangement together with the limited funding available for investment in public transport, present one of the biggest challenges to the effective management and development of activity corridors. However, if the metropolitan government is serious about achieving the vision for the CMA as put forward in the MSDF, the improvement of public transport should form an important component of a comprehensive management strategy for corridors.

The components of the management strategy are also those typically found in the management plans of Improvement Districts. A number of Business Improvement Districts or BIDs have recently been established in South African cities. These programmes are usually initiated by owners and/or tenants within a defined business area and are aimed at revitalising the area by improving the physical and social environment. The focus of these programmes is usually on funding and supplying services supplementary to those supplied by the local authority, such as security, marketing, improved landscaping, etc. The success of these programmes both internationally and locally (the Central Johannesburg Partnership that has been running for some time, has managed to stem the tide of disinvestment in the CBD), has highlighted the importance of a comprehensive and focussed approach to managing urban environments.

In order to ensure a comprehensive and integrated approach, it is proposed that a management body similar to those of BIDs be established to implement the growth management strategy. However, given the scale and nature of the corridor the local authority will have to take the lead in establishing the body. The experiences of the Inter-governmental Technical Co-ordinating Committee, established for the Wetton Lansdowne Road Corridor would be useful in establishing the modus operandi of a body to manage the Main Road Corridor. This team will be responsible for the management of various projects within the study area and co-ordinating the input/actions from the various departments/organisations. In order to ensure that the programmes of the management body are carried out efficiently and effectively, the representatives of the various departments/organisations that constitute the body should have sufficient decision making powers. In areas where MIDs have been formed, such as Wynberg, the relationship between the organisations will have to be considered carefully.

This approach to corridor management would also work well within the unicity government. This new government will be well placed to realise the implementation of the MSDF. The management and promotion of corridor development will be critical to the success of the MSDF and it is recommended that the unicity government consider this approach for other corridors within the CMA as well.

15.2 Public Opinion and Political Will

The impact of public opinion on the built environment should not be under estimated. Despite the fact that the MSDF has been accepted as official policy by local authorities within the CMA, public resistance to certain aspects of the policy still sways local Council decisions. Resistance to residential densification, in particular, presents a serious threat to the viability of corridor development.

Densification underpins the concept of corridor development. Through densification population thresholds are reached that can support a wide range of goods and services as well as an efficient and effective public transport system. In addition, densification cuts down on travel time and cost and helps to protect valuable natural resources, such as agricultural land from urban development.

Current densities within corridors in the CMA are much lower than proposed by the MSDF. Whereas it is to be expected that it will take some time (probably decades) to reach the densities suggested in the MSDF, current public opinion poses a threat to the successful implementation of this policy. In this instance public opinion refers to local residents, local authority officials and Councillors. It would seem that whereas the concept and the need for densification is understood, a not-in-my-backyard reaction is elicited when faced with actual project proposals. Property owners generally seek to maintain a suburban form of development and claim that their property values will drop as a result of densification. Politicians often take the side of their constituents (existing or potential). In general it would seem that local authorities often have little appreciation

for their responsibility in implementing the MSDF, especially with regard to densification and believe that it would occur elsewhere in the CMA.

These attitudes are largely the result of very negative perceptions about the nature of high-density development and densification. These are often equated with high-rise buildings that inevitably decline to slums, and a breeding ground for crime and other social ills. This despite the numerous examples of successful upmarket and middle-income medium- to high-density development found in the CMA, e.g. Sea Point and Kirstenhof area. (See Annexure A for examples of public opinion about densification.)

In addition to a resistance to residential densification, public opinion is often opposed to intensified commercial development along corridors, claiming that this would result in increased traffic, a decline in property values and in some instances attract unwanted elements such as vagrants. Again it would seem that the long-term benefits of increased opportunities, economic development in the area and a more efficient urban form take a back seat to the potential short-term negative impacts.

It should, however, be realised that the MSDF presents a long-term vision for the CMA, based on the realisation that the current pattern of development is unsustainable. This vision requires a major intervention in the city structure, which would inevitably impact on the current lifestyle of certain city dwellers. The Main Road Growth Management strategy is one of many projects focussed on implementing the MSDF policies. It is thus imperative that local politicians start leading the way by promoting and approving development that is in line with MSDF and Main Road Growth Management Strategy and allocating funding to the implementation of this project, even in the face of local opposition. At the same time the metropolitan and local authorities should ensure that communities understand and support their policies through marketing and information campaigns – in this regard information campaigns at schools could be particularly useful.

15.3 Market demand and reaction

Despite metropolitan and local planning initiatives, developers are largely driven by market demand and perceived market demand. Upmarket commercial and residential development in particular aimed at A and B income groups are geared towards people in private vehicles. Sites with convenient access that are large enough to accommodate parking areas are usually found on the periphery of the CMA, certainly not along the traditional corridors. Retail aimed at C and D income groups often locate along the corridors as these areas are served by public transport and thus corridors are often regarded as down-market areas. Public transport interchanges also attract informal trading, which if not managed effectively also impacts on the image of an area.

Due to the relatively high value of land in corridors, housing development in corridors is largely market driven. As relatively cheap land that is easy to develop is still available on the periphery of the CMA and development is still allowed here, these areas generally have a competitive edge over corridor areas to attract middle to high income groups. This coupled with the resistance to high-density development in corridor areas, results in developers seeking more profitable alternatives, such as commercial development. Except in cases where substantial land parcels have specifically been zoned for high-density residential development or where public land is released for housing. Unfortunately, two recent examples of public land in corridors released for housing aimed at households who earn up to R3 000 per month and thus qualify for a subsidy have proven unsuccessful for the developers who took up the challenge.

The market has to be assisted in realising the opportunities offered by Main Road. This should take the form of campaigns aimed specifically at the business community, certain strategic investments by local and metropolitan government in infrastructure (particularly transport and traffic

improvements and improvement of the public environment), and monetary incentives for appropriate development. International experience has shown that investment in the quality of Main Road environments has huge economic spin-offs in terms of attracting trade and more business. As local businesses start to invest in their area, other business will be attracted to the area.

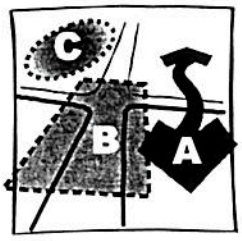
15.4 Existing public policies

Apart from the problems related to institutional support, existing public policies also impact on growth and development along corridors in the CMA, including Main Road. Despite the fact that the MSDF has been accepted by all local authorities in the CMA, existing zoning schemes and maps and requirements regarding parking provision and access do not facilitate the implementation of this plan. As noted in section 2.0, land use control and zoning schemes originated in an era when the suburban dream was being pursued, and many zoning schemes still reflect these ideals. Apart from the problems related to securing a rezoning, the zoning scheme regulations with regard to setbacks, height, coverage, parking provision for general residential zones often impacts on the viability of housing projects. The departures required to accommodate appropriate and viable high-density residential development allows neighbours further opportunity to impede the project.

In addition, the provision of high-density housing on land in public ownership is proving problematic. The government's current housing policy does not facilitate high-density housing for the poorest of the poor.

Other public policy problems include existing arrangements regarding security on trains, where current legislation does not allow security personal power to arrest commuters contravening the law.

16.0 ACTION PLANS



This section proposes specific projects to be undertaken by the SPM and other bodies to implement the Growth Management Strategy. Some of these would apply to the whole corridor whereas others are precinct specific. An indication of the priority of the project is given by means of a high, medium and low ranking.

16.1 Corridor Projects

Projects that apply to the whole study area are discussed below. The table provided at the end summarises the proposals and gives an indication of the priority of the proposed projects.

16.1.1 Support proper utilisation of Zoning Scheme with guidelines.

It may not be necessary to revise the zoning scheme as a whole. However, requirements for commercial uses should be revised with regard to parking requirements as per the proposals of this study. Appropriate *build-to* lines that will establish an appropriate interface with Main Road should be introduced, along with guidelines to help developers and others to design buildings that improve and enhance the security and pedestrian scale of Main Road. Council may consider declaring the spine area a Special Area, for which design guidelines are prepared and which gives Council the opportunity to influence the design of all development.

The new Western Cape Planning and Development Act requires the revision of all zoning schemes and maps so that they are consistent. This may provide the opportunity to introduce more appropriate set-backs and build-to lines.

16.1.2 Protection of Historic Fabric.

In order to ensure that the historic fabric, including trees, along Main Road is protected, the SPM should commission a survey of all conservation-worthy elements. These should be included into an official conservation plan, similar to the Wynberg or Muizenberg areas. Such a survey has already been undertaken as part of the Wynberg CBD study and it is suggested this study be extended beyond the Wynberg Conservation area to include the rest of the study area. Note that the consultants undertaking this survey should take cognisance of the impact of the road widening scheme and make proposals for amendments where required similar to the Wynberg CBD study.

In the meantime the SPM should ensure that protection to buildings over 50 years old currently offered by the National Monuments Act is ensured at all times.

16.1.3 Development Incentives.

The importance of increasing residential densities has been emphasised throughout this report. In order to encourage developers to take up these opportunities, the SPM should investigate the viability of rates rebates or reduced development contribution levies to developers who include residential units in commercial developments along the spine or who achieve relatively high-densities (40dus/ha+) in residential developments in the corridor.

16.1.4 Release of Public Land.

There are a number of land parcels along the Main Road Spine area in SPM ownership. Those that are suitable for development/redevelopment have been identified in the precinct plans. Of

these the archery site and the land to the north thereof that has been earmarked for residential development are regarded as the most important parcels of land to be released for development. Ideally these should be released together, but the lease on the archery site may prove prohibitive in this regard. Thus the northern site may have to be released on its own.

The SPM may decide to undertake a housing project on the site or put the land out to proposal call. The proposal call should include a clear indication of the density, and built form required for the site. In this regard the SPM should consider using the services of an urban designer to prepare the guidelines for development on the site.

16.1.5 Landscaping Guidelines.

In addition to the preparation of design guidelines for specific areas along Main Road, it is proposed that the SPM commission the preparation of broad landscaping guidelines for the whole corridor. These should in particular be aimed at assisting developers and property owners in selecting appropriate materials and positioning planting to enhance the public and private realm.

16.1.6 Management Body.

The establishment of an appropriate and effective management body to achieve integrated development has been discussed in section 15.1. It is suggested that the SPM start the investigation into the establishment of such a body as soon as possible, so that some momentum has been gained by the time that the Unicity government is established.

As proposed in section 15.1 the management body could consist of a dedicated manager and support staff, who co-ordinate the activities of a working group or corridor committee, which should include representation from the following bodies:

- Various affected departments within the local authority, including Traffic, Cleansing, Engineering, Land use control, Planning, Economic Development, Parks, Public Relations
- Metropolitan (currently CMC) Planning, Transport, Economic Development and Environmental Management
- SARCC
- Metrorail
- The South African Police Services
- Taxi Associations
- Hawkers' Associations
- Ratepayers' Associations
- local residents
- local business owners and business organisations
- Golden Arrow (where applicable)

16.1.7 Marketing.

One of the basic tenets of the corridor development is the notion of achieving a variety of intense activity along the spine road. Originally the high level of passing traffic using a main road drew such activity to locate along the spine. However, it has been illustrated that certain developmental trends have impacted on the desirability of main road locations and as a result the variety and quality of goods and services on offer have declined over time. The spread of the often unattractive and uniform motor trade along corridors illustrates this point.

The USA Main Street Program originated from a similar need to address decline as a result of competition from shopping malls locating away from the traditional town centres. This programme, which has resulted in the successful revitalisation of main streets all over the USA, regards marketing and promotion as one of the four components of a successful programme. Marketing and promotion usually focus on the unique and historic character of the traditional Main Street areas and are aimed at customers, new businesses, potential investors, the local population and visitors.

Main Road has similar unique assets and areas and has the potential to offer alternative experiences to both local residents and tourists. Marketing and promotion should be one of the tasks of the managing body. However, as local authorities are not traditionally geared to undertake marketing campaigns, this component would probably have to be outsourced under the control of the managing body.

Campaigns should be undertaking in conjunction with other projects in the corridor and should focus on the unique attributes of the variety of places along Main Road. The USA Main Road programs usually include the creation of a unique logo and "corporate" image for a project area. This strategy could work particularly well for specific areas along Main Road (e.g. Diep River Village) to improve their profile and image and foster local pride and investment.

Specific campaigns aimed at investors and new business should be considered which would indicate the advantages to and incentives for locating along Main Road.

16.1.8 Niche markets/Areas.

Niche markets/areas refer to the clustering of specific and unique goods* or services that could be offered along Main Road. As the level of choice and specialisation is high, customers from a wide catchment area are attracted to such niche areas, thus increasing the income in the area and offering opportunities to related and adjacent businesses. Only clustering of appropriate businesses that would not detract from the character of the road should be promoted (i.e. the motor trade is an undesirable niche market).

Such niche markets could be established through targeted marketing and in turn provide a great marketing opportunity for the corridor. The large number of furniture businesses, especially antique furniture shops, found along Main Road indicates that a certain level of clustering has already taken place. Indeed, a number of businesses have indicated clustering as an advantage in the business survey undertaken in February of this year.

* World famous examples of business clustering include Saville Row (tailors) and Wall Street (Financial services).

16.1.9 Public Transport Project .

The increased use of public transport is one of the main aims and challenges of the MSDF. Corridors, in particular, are structured around designated public transport routes, which include a variety of transport modes. However, the use of public transport, particularly rail, in the CMA has declined in recent years, largely because the service is perceived to be unsafe. This has resulted in a vicious spiral where the decline in income has led to reduced investment and maintenance in services, etc. The problems related to the management and funding of public transport in CMA have been discussed in detail in section 15.1.

In the Main Road corridor, the rail service forms the backbone of the public transport service and is supported by minibus taxi and bus services. The southern suburbs railway line is still relatively well used (see Transport report for figures) and it is generally accepted that this line has the most potential to re-establish patronage amongst a wider socio-economic group.

Thus, it is proposed that the SPM together with the CMC and other transport authorities, initiate a pilot project for the Main Road Corridor to improve the service and attract more people to use public transport. The main focus of the project would be to increase ridership on the rail service, which should be supported by minibus taxi and bus services.

This would require the input from a variety of government organisations to improve the total experience for commuters, including:

- improved access to stations, both vehicular and pedestrian;
- improved safety at stations for park-and-ride facilities and commuters;
- improved cleanliness and physical appearance of stations;
- improved cleanliness and physical appearance of trains (exteriors and interiors);
- enforcement of regulations (eg no-smoking) at stations and on trains (zero-tolerance campaign);
- visible security personnel;
- convenient ticket issuing system and competitive pricing;
- reliable and convenient train service (time table);
- convenient commuter services at stations, e.g. convenience shopping (newspapers, etc); and
- marketing of the service to target groups, e.g. office workers, tourists.

As it would be impossible to achieve the above along the whole length of the study area, it is suggested that such an effort be focussed on one station initially, where a zero-tolerance attitude should be adopted. Should this prove successful the approach could gradually be expanded along this line, and eventually it could be implemented throughout the CMA.

In order to achieve the above, the support and co-operation of the following parties will be required:

- the local authority (including the following departments: Traffic, Cleansing, Engineering, Planning, Parks, Public Relations);
- CMC Planning and Transport;
- SARCC;
- Metrorail;
- the SAPS;
- taxi associations;
- hawkers associations;
- ratepayers associations;
- local residents;

- local business owners; and
- Golden Arrow (where applicable).

This project could form part of a more comprehensive pilot project that would be aimed at implementing a comprehensive management and development plan in a defined area in the corridor. See section 16.3 for more detail on the proposed pilot project.

16.1.10 Review Road Widening Scheme.

Some definite recommendations were made in Section 13 regarding the road-widening scheme. The section concluded that for the most of its length the Road Widening Scheme should remain. However, the proposals also suggested areas where this could be relaxed slightly to allow for development in keeping with the activity function of Main Road. A proper assessment should be made of these so as to enable implementation.

16.1.11 Densification study.

The issue of densification, how it is to be achieved, its form, location and scale continue to challenge planners. Whilst the idea is actively encouraged and the benefits understood the actual realisation of this is more problematic. The CMC is currently underway with a study on densification. The results of this will have bearing on this study. Ideally, the specific areas of the corridor identified for densification should be used to create illustrations of how it can work and look.

Ref No.	Project	Priority H, M, L	Description of Tasks	Time Frame	Action by	Funding
16.1	Establish Management Body	H	• Undertake feasibility assessment • Lobby support from politicians & CMC • Budget and appoint manager & support staff	9m	SPM	SPM/CMC
16.2	Marketing campaign & niche market promotion	M	• To be undertaken through management body ideally		SPM	SPM/CMC
16.3	Support Zoning Scheme with appropriate guidelines	H	• Prepare brief • Prepare plan • Promote guidelines and revision	12m	SPM	SPM/ CMC
16.4	Preparation of Design Guidelines for areas as indicated	H	• Prepare brief • Prepare plan • Implement Guidelines		SPM	
16.5	Protection of Historic Fabric	H	• Prepare brief • Prepare plan • Undertake inventory • Introduce legal protection		SPM	SPM/ Heritage Council/ NMC
16.6	Landscaping Guidelines for Main Road	M	• Prepare brief • Prepare plan • Distribute and implement Guidelines		SPM	
Note the above six projects will have to be co-ordinated closely and should ideally fall under the responsibility of one department/person within the SPM						

16.7	Improvements to station precincts.	M	• Prioritise improvements and development to be undertaken at all stations along Main Road as per precinct plans • Commission development plans • Implement	10yr	SPM/ SARCC	SPM/ SARCC/ Developer

Release of Public Land						
16.8	1. Moquet Farm site	H	• Rezone and put out to proposal call		SPM	
16.9	2. Archery site and adjacent erf	H	• Rezone and put out to proposal call		SPM	
16.10	3. Muizenberg beachfront	H	• Rezone and put out to proposal call		SPM	
16.11	4. Remainder of road reserve and bypass schemes	H-M	• Rezone and put out to proposal call		CMC/ PAWC	
16.12	5. Municipal Works Site (Lakeside)	M	• Rezone and put out to proposal call		SPM	
16.13	Introduce development incentives for high-density housing	M	• Investigate options • Prepare proposals • Present to Council • Implement		SPM	SPM
16.14	Public Transport Improvement project	H	• Identify SPM dept./person to drive project • Lobby various authorities for support • Establish co-ordinating body • Prepare comprehensive business plan • Implement	36m	SPM to lead SARCC/ Metrorail/ Taxi Assoc/ CMC/ Bus service provider/ CBOs/ Business & Hawkers	SPM to lead SARCC/ Metrorail/ Taxi Assoc/ CMC/ Bus service provider/ CBOs/ Business & Hawkers
16.15	Assess Road Widening Scheme	H	• Pursue agreement from PAWC on Road Widening Scheme relaxation's proposed in this report		SPM	SPM
16.16	Pursue Densification options	H	• Develop proposals for densification in selected areas to illustrate potentials		SPM	SPM

16.2 Precinct Projects

The tables below set out the action plans required for the precincts. Refer to section 14 for more information on the proposed projects.

Precinct 1: Wynberg

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
W1	Prioritise support for MID	H	• Review allocation of resources in Cleansing, Traffic, Law enforcement departments • Ensure allocation of sufficient resources to Wynberg		SPM	
W2	Improvements to the public environment	M	• Identify priority areas with MID management • Prepare plans and tender documents • Construct/plant		SPM	SPM/ MID/ Business
W3	Development Plan for Station	M	• Review existing plan • Prepare market and financial feasibility • Initiate implementation		SPM/ Intersite	SPM/ Intersite
W4	Agree on Wynberg relief road and release land reserved for redundant road schemes	S	• Finalise current studies • Reach agreements with Metro authorities • Lobby PAWC and other land owners to release land for development as indicated		SPM/ CMC	SPM
W5	Implement Wynberg relief road	M	• Design and Construct		SPM	60% CMC 40% SPM
W6	Improve Main Road/Wetton Road intersection	H	TSM improvements include: • Widening of approaches where possible to provide additional intersection capacity		SPM	60% CMC 40% SPM
W7	Improve Main Road/ Rockley Road intersection	H	TSM improvements include: • Widening of approaches where possible to provide additional intersection capacity • Limit parking in vicinity of intersection during commuter peak periods		SPM	60% CMC 40% SPM

Precinct 2: Plumstead

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
P1	Initiate redevelopment of Gabriel Road Housing Estate	M	• Inter departmental agreement in SPM • Reach agreement with existing residents • Prepare Proposal Call	12m	SPM	SPM
P2	Prepare detailed precinct plan for Gabriel Road intersection	M	• Agree possible time frame of Gabriel Rd realignment with transport authorities • Design • Construct	6m	SPM	SPM
P3	Improve Main Road/Victoria Road intersection	H	TSM improvements include: • Widening of approaches where possible to provide additional intersection capacity • Limit parking in vicinity of intersection during commuter peak periods		SPM	60% CMC 40% SPM
P4	Improve Main Road/ Gabriel Road intersection	H	TSM improvements include: • Widening of approaches where possible to provide additional intersection capacity • Limit parking in vicinity of intersection during commuter peak periods		SPM	60% CMC 40% SPM
P5	Implement South Road Scheme	H	• Design and Construct		SPM	60% CMC 40% SPM
P6	Realign Gabriel Road Northern section to link with South Road Scheme	H	• Design and Construct		SPM	60% CMC 40% SPM
P7	Realign Gabriel Road to link with Victoria Road - Southern section	M	• Design and Construct		SPM	60% CMC 40% SPM

Precinct 3: Diep River

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
DR1	Design Guidelines for development/ Redevelopment along Main Road	H	• Prepare brief • Prepare plan • Officially adopt and implement Guidelines (may require legal procedures, eg amendment of zoning scheme)	18m	SPM	SPM
DR2	Improve Main Road/ Kendal Road/ De Waal Road intersection	H	TSM improvements include: • Widening of Main Road (north & southbound) and Kendall Road (eastbound) to provide additional lanes		SPM	60% CMC 40% SPM
DR3	Upgrade Kendal / De Waal/ R300	L	Upgrading of route to Class 2 arterial status		SPM	60% CMC 40% SPM

Precinct 4: Diep River South

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
DRS1	Design Guidelines for Development/ Redevelopment along Main and Kendal Roads	M	• Project proposed for precinct 3 to include Diep River South area			
DRS2	Improve Main/Bergvliet / Roscommon Road intersection	H	Realign Bergvliet Road to line up with Roscommon Road TSM improvements include: • Widening of Main Road approaches to provide standard lane widths • Side streets to have right turn lanes and through & left turn lanes		SPM	60% CMC 40% SPM

Precinct 5: Bergvliet

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
B1	Release SPM land for residential development	M	• Prepare proposal call with design guidelines for release of SPM land • Award project and initiate implementation	24m	SPM	SPM

B2	Improve Main/Austell Road int. and Main/Ladies Mile Road intersection	H	TSM Improvements include: • Link signals to ensure progression		SPM	60% CMC 40% SPM
B3	Implement Consort Road link through extension of Ladies Mile eastward across railway line	L	• Design and construct		SPM	60% CMC 40% SPM

Precinct 6: Tokai/Retreat

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
T/R1	Prepare development plan for Tokai/Main Road intersection	M	• Prepare brief • Prepare plan (planning/urban design and traffic engineers) • Adopt and implement plan	12m	SPM	SPM/ CMC
T/R2	Improve pedestrian environment	H	• Prepare brief development plan (urban designers & traffic engineers) • Budget for implementation of plan	6m	SPM	SPM/ Property Owners
T/R3	Investigate the establishment of a home furnishings centre	M	• Conduct feasibility/interest survey • Prepare business plan	12m	SPM	SPM/ Developer
T/R4	Encourage industrial development	H	• Prepare inventory of available land and determine maximising strategy for under-utilized or undeveloped parcels	24m	SPM	SPM
T/R5	Improve Main Road / Station Road intersection	H	TSM Improvements include: • Widen Main Road (northbound) to provide two through lanes		SPM	60% CMC 40% SPM
T/R6	Improve Main Road / Tokai Road intersection	H	TSM Improvements include: • Widen Main Road (northbound) to provide two through lanes • Introduce median islands on approaches to intersection to regulate numerous access points in vicinity of intersection		SPM	60% CMC 40% SPM

T/R7	Improve Main Road / White Road intersection	H	Introduce median islands on Main Road approaches to provide pedestrian refuge at this important pedestrian crossing point		SPM	60% CMC 40% SPM

Precinct 7: Kirstenhof

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
K1	Improve capacity of Main Road between Steenberg Road and Boyes Drive	H	TSM Improvements include: • Widening of Main Road to a four-lane cross section • Provision of eastbound double right turn facility from Steenberg Road into Main Road		SPM	60% CMC 40% SPM
K2	Access to Lakeside shopping centre	H	TSM improvements to improve access egress from service road into Main Road		SPM	
K3	Steenberg Road extension	M	Eastward extension to link with Prince George Drive		SPM	
K4	False Bay Coastal Arterial	L	Upgrading of Steenberg Road to expressway status		SPM	

Precinct 8: Lakeside & Muizenberg*

Ref No.	Project	Priority	Description of Tasks	Time Frame	Action by	Funding
L/M1	Investigate & introduce incentives for upgrading of historic buildings	M	• Initiate investigation (inhouse or outsourced) • Council approval & implementation		SPM	SPM/ Heritage Council/ NMC
L/M2	Promote the development of Anchor Attractions	H	• Determine the financial feasibility and development structuring for tourism attraction projects envisioned in the current study	24m	SPM Economic Developm ent / Tourism	
L/M3	Promote use of rail by tourist	M	• Assess financial viability of tourist railway and establish management parametres	36m	SARCC; SPM, private investors	SARCC/ Investors

* Note these projects should be co-ordinated with the Visioning project to be undertaken in the near future.

L/M4	Marketing Strategy to promote Muizenberg as tourist destination	M	• Liaise with community organisations & tourism bodies to produce marketing strategy for Muizenberg aimed at tourism industry • Prepare and implement		SPM/ CBOs	SPM/ Tourism bodies/ Local Business
L/M5	Upgrade of public environment	H	• Agree key investments required with local community (eg station precinct) • Design and plan (urban design input required) • Budget for implementation		SPM	
L/M6	Rezone and release strategic public land	H	• Identify strategic land parcels • Establish feasible development options • Rezone land • Release for development	24m	SPM	SPM/ Developer
L/M7	Landscape Main Road from Steenberg Road to Atlantic Road	M	• Liaise with relevant road authorities • Appoint consultants to prepare plan • Implement plan		SPM/ CMC/ PAWC	SPM/ CMC/ PAWC
L/M8	Improve Main Road/ Atlantic Road intersection	H	TSM improvements include: • Widening of approaches where possible to provide additional intersection capacity		SPM	60% CMC 40% SPM

16.3 Pilot Project

A number of corridor studies have been done at local level, including Voortrekker Road, Koeberg Road and Main Road. These show that there are many role-players required to work together - be they different departments within the local authority, local businesses, national housing authorities and so on. As has been outlined in Section 15, this is no easy feat.

16.3.1 Project purpose

It is suggested that a project where the actions of the different role-players can be coordinated and the way they support each other demonstrated, would potentially lead the way in establishing a broader redevelopment strategy.

Public transport is a central catalyst in that process. Apart from the functional importance of public transport it also plays a role in economic development and revitalisation. For

example, higher densities cannot be supported unless there is a corresponding increase in public transport usage.

16.3.2 Project viability

The attached Figure 16.1 (Land Use Factors Impacting on Pilot Projects) shows the various factors (and thus role-players) that will ultimately have an impact or role on a demonstration project.

16.3.3 Specific roleplayers would include:

- rail (South Peninsula Line – SARCC, Metro Rail and Intersite);
- bus (Golden Arrow);
- taxi (local operators);
- local residents;
- local businesses;
- line departments of the SPM responsible for various aspects of public management;
- CMC transport authorities (or Metro. Transport Authority);
- Modalink (or Metro. Transport Authority); and
- Province and National Government (Security, Transport and certain public facilities).

16.3.4 Project focus

The area for basing the project should be one that is in need of attention and where initiatives are underway. The project must focus on a rail station and the areas to its west and east. The project should tie into and support local initiatives, such as establishing a MID, and could include a commitment from the SPM (or Unicity) to focus on cleaning, traffic management, security and general physical upgrades such as façade improvements and street furniture and landscaping.

The idea would be to take an area between Main Road and the Station and to look at a comprehensive upgrade programme, linked to public transport and pedestrian improvement, traffic management, cleaning and hawker control.

16.3.5 Pilot project elements (examples)

- Current initiatives
  - **Metro**-rail marketing, Park 'n Ride
  - **SARCC** – New colours and refurbishment, station upgrades, legislation
  - **Bus** - New bus routes
  - **Taxi** – Local operators
- Infill housing and densification
- Design and landscaping improvements
- Local organisation and involvement
- Promotion and marketing
- Active involvement of private sector

16.3.6 Steps to get pilot project going

1. SPM sets up initial workshop with key role players to discuss site, coordination, process and obtain general support.
2. 4-5 day charrette with all role players to explore project details and aspects – down to local design and landscaping issues.
3. Approval of council and other role players.
4. Set-up of driver, project management, initial allocation and leveraging of finance.
5. Drafting of agreement between role-players if necessary.
6. Development of site.
7. Evaluation and lessons.
8. Replication.

It is anticipated that the first three steps would take place over a six- to twelve-month period with the development of site (or initial improvements) happening over the following 12 months.

16.4 Principles for implementation

Some suggestions on how to address some of the obstacles to implementation have been noted in Section 15 and specific action plans are discussed above. However, as noted before, experience has shown that ad hoc projects do not work. The USA Main Street Program has identified eight principles for the implementation of a revitalisation programme that is regarded as critical to the success of the programme:

1) **Comprehensive:** A single project cannot revitalize a downtown or commercial neighbourhood. An ongoing series of initiatives is vital to build community support and create lasting progress.

2) **Incremental:** Small projects make a big difference. They will demonstrate that "things are happening" on Main Road and hone the skills and confidence the programmes will need to tackle more complex problems. Programmes often fail by wasting time and resources trying to make the 'big project' happen. The emphasis is on getting started with what is achievable and making a difference. Often the 'big project' will happen of its own accord once the early successes are established.

3) **Self-Help:** Although the local authority can provide valuable direction and hands-on technical assistance, only local leadership can initiate long-term success by fostering and demonstrating community involvement and commitment to the revitalisation effort.

4) **Public/private partnership:** The Main Road Growth Management Strategy will need the support and expertise of both the public and private sectors. For an effective partnership, each must recognise the strengths and weaknesses of the other. BIDs could also form a component of or contribute to the implementation of the Growth Management Strategy.

5) **Identifying and capitalising on existing assets:** The Main Street Program in the USA has shown that local assets provide the solid foundation for a successful Main Street initiative. The local authority and management body should help the community to recognise and make the best use of their unique offerings. Innovation will grow from seeing local assets or opportunities and

building on that in new and unexpected ways that work for the area. Generally, it is those who live and work in these areas who will see them.

6) **Quality:** From storefront design and pavements to promotional campaigns and special events, quality must be the main goal.

7) **Change:** Changing community attitudes and habits is essential to bring about revitalisation. The implementation of the Main Road Growth Management strategy will help shift public perceptions and practices to support and sustain the revitalisation process.

8) **Action-oriented:** Frequent visible changes in the look and activities of the commercial district will reinforce the perception of positive change. Small, but dramatic improvements early in the process will remind the community that the revitalisation effort is under way.

17.0 CONCLUSION

Main Road plays a critical role in the economy of the South Peninsula. That role can be greatly enhanced by working to build on its assets. Main Road, when viewed as a series of linked villages and nodes offers a range of development opportunities. The success of the Main Road Growth Management Strategy will depend on the active involvement of the local communities and their ability to build on their local assets. It will also require the South Peninsula Municipality to co-ordinate and direct the actions of the many different government and public bodies who impact on Main Road. The Action Plans outlined in Section 16 should form the basis upon which to proceed with the realisation of this plan.

The public is hereby invited to comment on these draft proposals. Thereafter, the plan will be finalised and submitted to the South Peninsula Municipality for adoption as official Council policy.

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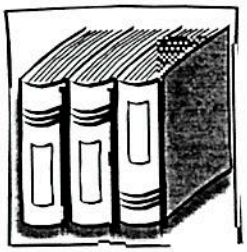

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