

Melanie's copy



URBAN DESIGN FRAMEWORK FOR LOXTON ROAD

For enquiries?
contact

Tess Katze
0550 - 1085
at the Urban Planning
Branch.

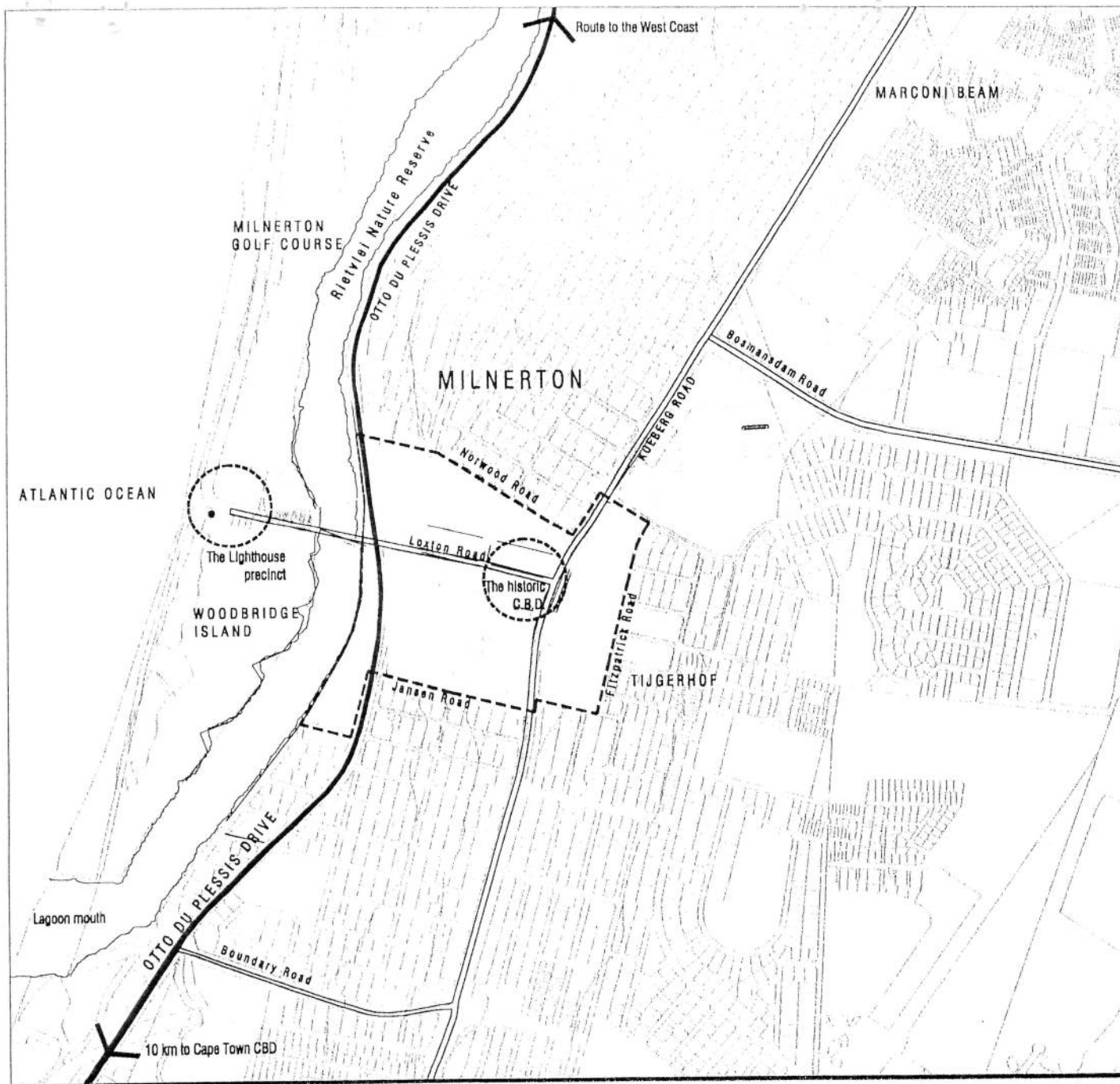
closing date for
comment

13 December 2002

Du Toit and Perrin Associates

AUGUST 2002

Prepared for:
City of Cape Town: Blaauwberg Administration
Urban Planning and Economic Development



BACKGROUND

In November 2001 Du Toit and Perrin Associates were appointed by the City of Cape Town, Blaauwberg Administration to undertake the "Loxton Road Urban Design Framework."

STUDY AREA DESCRIPTION

The broader study area stretches from the coastline associated with the 'Milnerton Lighthouse Precinct' to Koeberg Road. It includes elements of metropolitan and sub-metropolitan significance such as the recreational gateway at the Lighthouse Precinct the Milnerton beach and the Milnerton lagoon. The area is served by Otto du Plessis Drive and Koeberg Road. The primary focus area includes the historic Milnerton CBD area around Loxton Road. The primary focus area stretches from Norwood Road to the north, Jansen Road to the south, the edge of the Milnerton lagoon to the west and Fitzpatrick Road to the east.

BRIEF

The brief reflects the need for a framework for the study area based on the following issues:

- The poor quality of the public realm and a limited sense of place.
- The underutilization of public land and amenities.
- The fragmentation and separation of spaces and activities.
- The deterioration of the historic CBD.

The focus of the brief is the development of a coherent and qualitative public realm for the area. Key aspects of the project brief include:

- a) An appraisal of problems, issues and opportunities for the area.
- b) A vision for the role of the site within the metropolitan and local context.
- c) The development of a spatial framework to qualify the spatial revitalisation of the area.
- d) The formulation of tools and guidelines to assist local officials in directing investment in the short term and long-term revitalisation of the area.
- e) The development of a strategic framework including the identification and costing of strategic action areas within an implementation framework that coordinates funding into projects that have a potential to impact on the area as a whole.

PROJECT TEAM

Urban Design and Architecture:

Du Toit and Perrin Associates,
Suzanne du Toit, Jacqueline Perrin, Heidi du Plessis

KEY:

Primary focus study area

Scale 1:10 000



Figure 1: Study Area

BACKGROUND STUDY AREA

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

EXECUTIVE SUMMARY

The purpose of the Urban Design Framework for the Loxton Road Study Area:

The Urban Design Framework for Loxton Road serves to define a set of spatial principles, guidelines and projects for the Loxton Road Study Area. The focus of the Framework is the spatial revitalization of the area, in particular the public realm. The intention is to maximize the potential of the public assets in the area as well as to promote an accessible, convenient, safe and attractive environment for the benefit of the general public.

The Framework serves to:

- Establish the role of the site from a metropolitan and local perspective,
- Define the key opportunities and constraints for appropriate development,
- Provide an over-arching urban design framework that sets out primary spatial principles and guidelines,
- Define three focus areas or 'action areas' for strategic intervention,
- Define priority projects and establish a cost estimate for budgeting purposes.

The role of the site:

The study area includes a number of significant public assets including an extensive amount of well located but underutilised public land and amenities. Moreover the area is extremely well located; it is directly associated to valuable natural and recreational assets including the Milnerton Lagoon and the Lighthouse Precinct. The area is also highly accessible and is served by Otto du Plessis Drive and Koeberg Road. There is a range of mixed-use private investment consolidated around the historic Milnerton C.B.D. that largely serves as a local convenience node.

The broader Blaauwberg context is currently subject to extensive growth and development. The growth across the total spectrum of income groups in the Blaauwberg area generates a growth in needs. The Loxton Road Study area is well located, accessible and supports a wide range of public amenities that should respond to the new needs, in particular the need for recreational and educational resources.

A broad urban design framework:

The purpose of the broad spatial framework is to reinforce the relationships between the major structuring elements and activity systems. Primary recommendations relate to natural systems and access systems:

i) Natural Systems

- Maximise the special, public places along the coastline including the Lagoon mouth and the Lighthouse Precinct.
- Maximise the extraordinary eco-recreational activities associated with the Lagoon. Reinforce the public promenade along the Lagoon edge.

ii) Access Systems

- Establish mechanisms to reduce speed along Otto du Plessis Drive in the vicinity of the Study Area.
- Support public transport and pedestrian movement along Koeberg Road in the vicinity of the Loxton Road intersection.
- Adopt the cycle path proposed by the Blaauwberg Administration, thereby allowing the Milnerton Lagoon, the Unitas Park and associated amenities to be connected to local schools and the Milnerton Civic Centre and Library.

Strategic projects - action areas

The Urban Design Framework proposes an over-arching public space system that serves to reinforce the spaces and experiences between the Historic Milnerton CBD, the Milnerton Lagoon area and the Unitas Park area. Three particular focus areas or action areas have been identified within the framework as strategic places for intervention. These include; the 'Loxton Road Forecourt Area', the 'Milnerton Forecourt Area' and the 'Unitas Square Area'.

I) The Loxton Road Forecourt Action Area

The primary focus area is the intersection of Loxton Road and Koeberg Road. The key proposals include:

- The hard and soft landscaping of this intersection as well as special areas in Loxton Road.
- The establishment of clear, designated areas for pedestrian crossing across Koeberg Road.
- The establishment of adequately roofed areas for both commuters and traders.

II) The Milnerton Forecourt Action Area

The primary focus areas are the intersection of Loxton Road and Otto du Plessis Drive, and the extent of the green 'forecourt' area between Union Road and the Lagoon. The key proposals include:

- The establishment of clear, designated areas for pedestrian crossing across Otto du Plessis Drive.
- The establishment of a generous, well defined public promenade along the Lagoon edge.
- The establishment of a treed edge to Union Road that is sufficiently generous to accommodate a cycle path.

III) The Unitas Square Action Area

The primary focus area is the proposed Unitas Square to the north of Jansen Hall. The key proposals include:

- The development of a public square on an underutilised public parking area that could support a range of public activities including; parking, periodic markets, fetes and exhibitions. The square should also act as the primary entrance to the Unitas Park, the Jansen Hall and the Milnerton Pre-primary School.

CONTENTS:

BACKGROUND

Study Area Description
Brief
Project team

EXECUTIVE SUMMARY

1. INTRODUCTION

Page 01

- 1.1 Approach- a position statement
- 1.2 Method
- 1.3 Stakeholder participation

2. THE ROLE OF THE SITE

Page 02

- 2.1 The nature of the problem
- 2.2 A metropolitan and local perspective

3. SYNTHESIS

Page 03

- 3.1 The planning context
- 3.2 Zoning and public ownership
- 3.3 Economic trends and developments
- 3.4 Access patterns
- 3.5 Social and recreational patterns

4. OPPORTUNITIES AND CONSTRAINTS

Page 09

- 4.1 Opportunities
- 4.2 Constraints

5. URBAN DESIGN FRAMEWORK

Page 12

- 5.1 The Broad Spatial Framework
- 5.2 The Urban Design Framework

6. ACTION AREAS

Page 15

Action Areas, Spatial Principles and Sections

7. THE WAY FORWARD

Page 30

- 7.1 Priority Projects
- 7.2 The Way Forward

REFERENCES

Page 32

LIST OF ILLUSTRATIONS:

Figure 01: Study Area

Figure 02: Role of the Site

Figure 03: Planning Frameworks

Figure 04: Zoning and Public Ownership

Figure 05: Recent Economic Trends and Developments

Figure 06: Access Patterns

Figure 07: Social and Recreational Patterns

Figure 08: Opportunities

Figure 09: Constraints

Figure 10: Opportunities and Constraints

Figure 11: Broad Spatial Framework

Figure 12: Action areas

Figure 13: Urban Design Framework: Principles

Figure 14: Loxton Forecourt: Spatial Principles

Figure 15: Loxton Forecourt: Plan

Figure 16: Loxton Forecourt: General Section

Figure 17: Loxton Forecourt: Detail Section

Figure 18: Loxton Forecourt: Detail Section

Figure 19: Milnerton Forecourt: Spatial Principles

Figure 20: Milnerton Forecourt: Plan

Figure 21: Milnerton Forecourt: General Section

Figure 22: Milnerton Forecourt: Detail Section

Figure 23: Milnerton Forecourt: Detail Section

Figure 24: Unitas Square: Spatial PrinciplesPlan

Figure 25: Unitas Square: Plan

Figure 26: Unitas Square: General Section

Figure 27: Unitas Square: Detail Section

Figure 28: Unitas Square: Detail Section

1. INTRODUCTION

1.1 Approach - a position statement

A strong regard of the public realm and of public needs is central to the approach. The overall positive sense of place of the proposed framework will be guided by: public safety, ease of access through public transport and pedestrian linkages, public recreation, and a mix of activities that relate to the sustainment of a vibrant, well-used public realm.

1.2 Method

The end goal of this framework is to identify and develop strategic projects for implementation. The strategic projects or focus areas have developed out of an urban design framework for the study area as a whole. The purpose of the strategic projects is to direct public and private investment in the short term. The purpose of the broader urban design framework is to establish a set of spatial principles and guidelines to inform public and private stakeholders and initiatives over time.

The spatial framework has been informed by:

- i) An understanding of the role of the study area from a metropolitan and local perspective. The role of the site examines current needs as well as future needs in terms of the high rate and extent of growth and change in the Blaauwberg area.
- ii) An understanding of key opportunities and constraints that respectively support or detract from appropriate development potentials in the area.
- iii) An idea or conceptual framework that attempts to integrate key public spaces so that the potential of the study area and the network of public space is consolidated and reinforced.

1.3 Stakeholder Participation

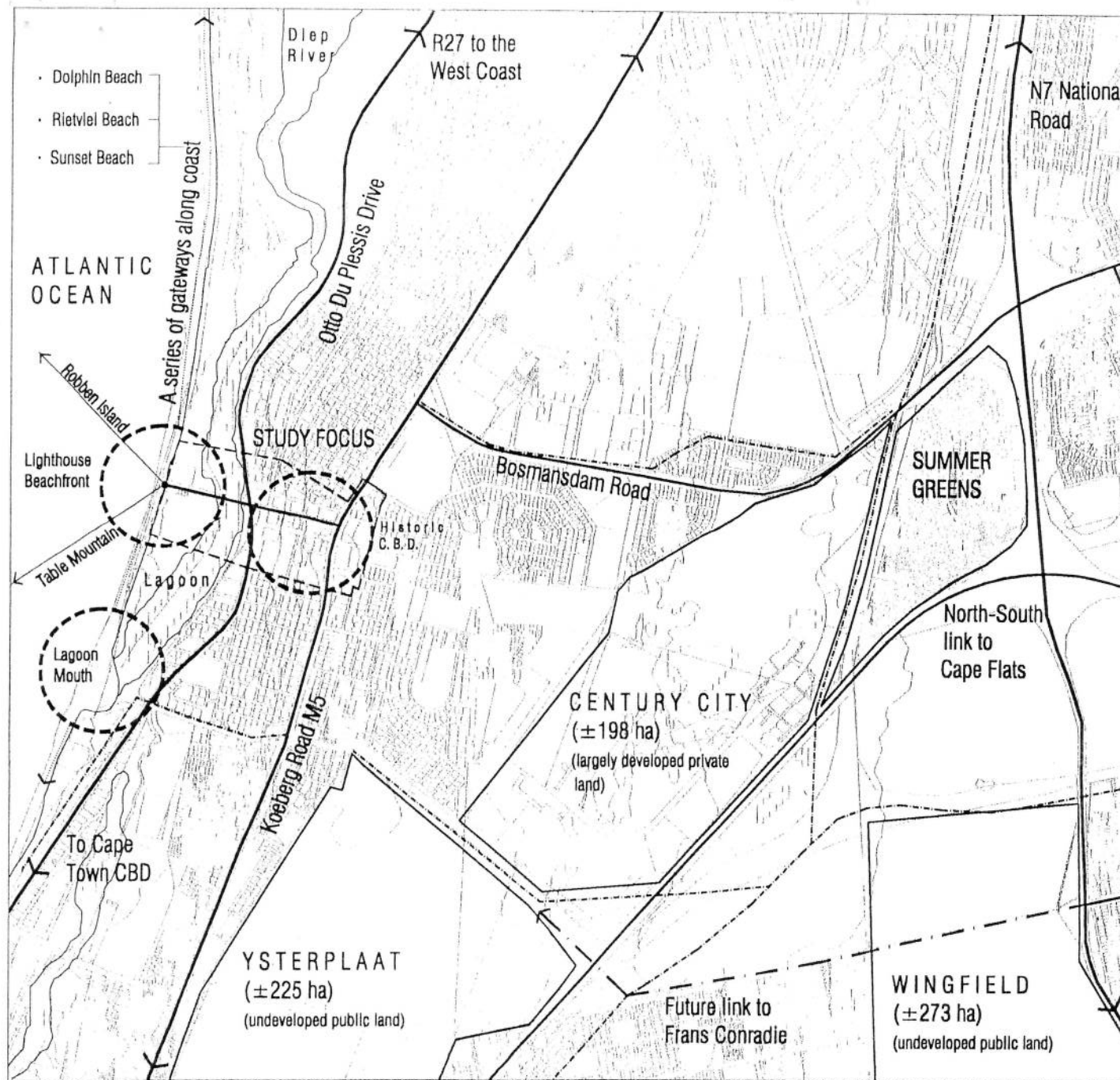
Public participation has been managed through three channels:

- i) General public meetings
- ii) Focus group meetings and workshops
- iii) Individual meetings

Public officials have been engaged through:

- i) Project Management Team (PMT) meetings
- ii) Individual meetings with relevant officials

Structure of the framework	Public Participation	Official Participation
1. Introduction (Approach and method)	05 February: Public meeting	
2. Role of the site A vision statement	a) Focus group workshops	
3. Synthesis Urban systems, planning frameworks	- civic stakeholders - commercial stakeholders - public stakeholders	14 February, 26 March 26 April: PMT meetings
4. Opportunities and constraints key possibilities and problems	b) Individual meetings	28 February: Submit draft
5. The spatial framework overview, guidelines and controls		a) P.M.T. workshops
6. The strategic framework : action areas priority areas, stakeholder involvement design focus, costing		b) Individual meetings
7. The way forward	30 April Public meeting	14 June: Submit draft for comment
Final amendments	Response to comments	Response to comments



2. THE ROLE OF THE SITE

2.1 The nature of the problem

The study area represents the issue of an historic, local CBD located within a rapidly expanding and changing 'municipal' area. The Blaauwberg area or "Northern Arm" of the metropole is one of the most rapidly growing private investment areas in the City of Cape Town. In addition there are large portions of publicly and privately owned land that if developed, will have a significant impact on the area as a whole. Alongside rapid growth and expansion, is a shift in investment, social, recreational and demographic patterns. A key concern is to develop a framework for the appropriate revitalization of the Loxton Road study area in a manner that recognizes:

- Its local potential as a convenient, local 'C.B.D'
- Its role with respect to its proximity to an important metropolitan recreational gateway, including the Milnerton beachfront and lagoon
- the changing role of this study area in terms of the growth dynamics of the greater Blaauwberg area.

2.2 A metropolitan perspective

- The broad study area includes a recreational gateway of metropolitan significance. The recreational gateways at Milnerton Lagoon Mouth and the Woodbridge Island lighthouse are close to Cape Town CBD (8-10km) and within 4 kilometres of Ysterplaat, Wingfield and Century City. They form part of a series of coastal gateways from the Lagoon Mouth to Dolphin Beach that will increasingly play an important role as a series of metropolitan recreational destinations.
- The focus area is very accessible, and is located between Otto du Plessis Drive (the primary route to the West Coast) and Koeberg Road (a mixed-use development corridor that connects to the N7 in the north and the N1 in the south).
- There is strong private investor confidence in Blaauwberg across a range of development initiatives including industrial, commercial, retail and housing. However, the spatial tendency is to create separate enclaves of walled-off, limited access developments.
- There is a significant population influx across the total spectrum of income groups in the Blaauwberg area and hence a growth in needs. Areas such as the study area that are well located, accessible and support a wide range of public amenities have a potential role in responding to these needs. Primary public needs for education and recreation resources are already apparent in the Blaauwberg area as a whole.

2.3 A local perspective

- The CBD area itself has a magnificent natural setting on a westerly slope with extraordinary views of Table Mountain and the Atlantic ocean.
- The built fabric of the study area is 'urban' with a number of positive characteristics that support well performing environments - high accessibility, dense housing stock, mixed use activities and a proximity of public facilities and resources.
- There are substantial portions of well located, underutilised public land typified by semi-vacant parking lots and road reserves. The appropriate use and capacity of this land must be explored in terms of a cohesive public realm. Therefore streets, parks, road reserves and recreational gateways could start to form an interrelated public network.

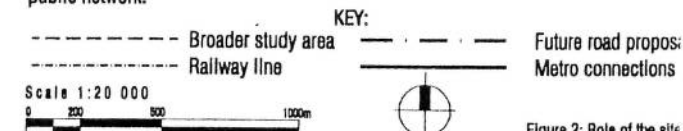


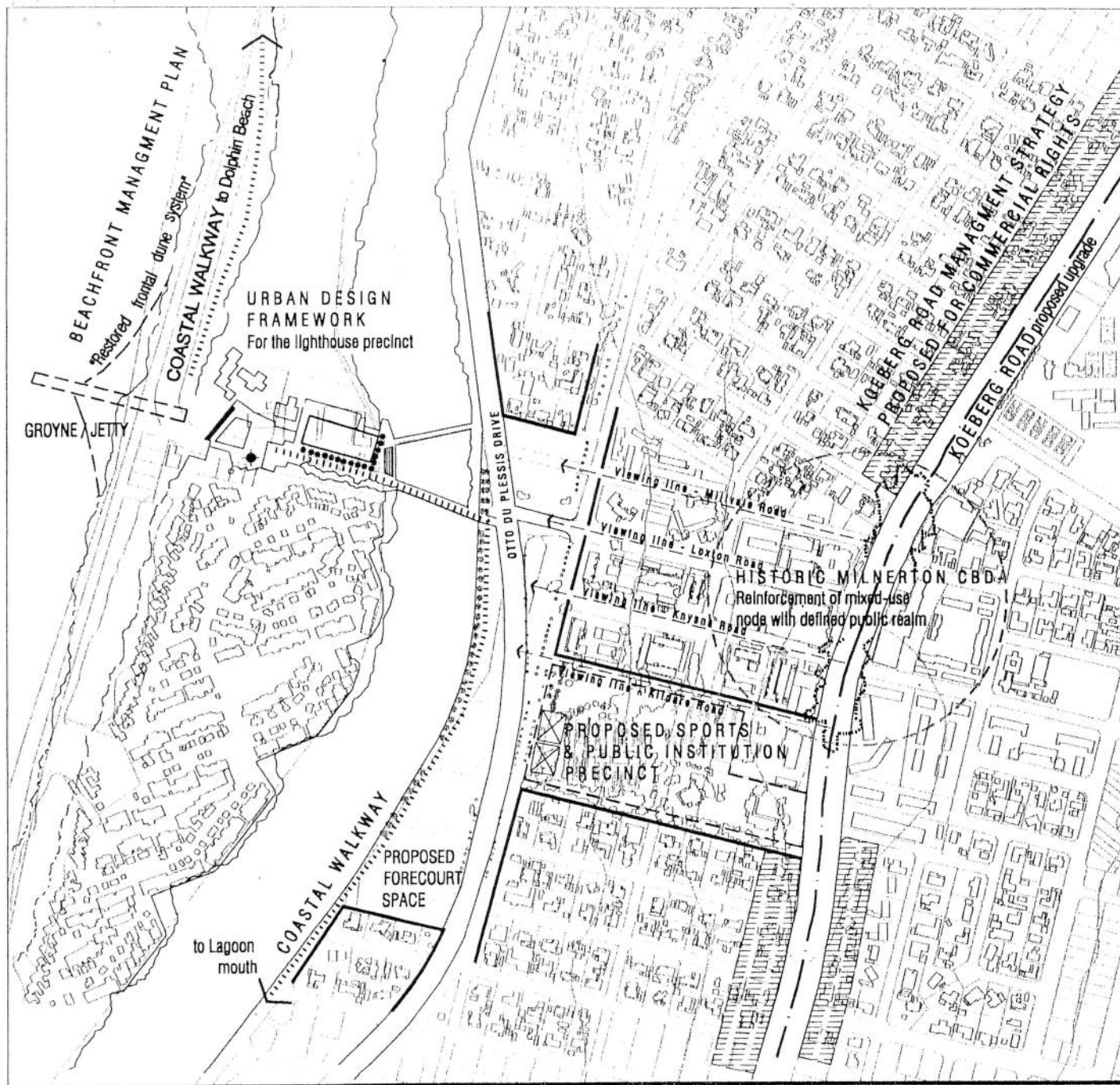
Figure 2: Role of the site

2. THE ROLE OF THE SITE A METROPOLITAN AND LOCAL PERSPECTIVE

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



3. SYNTHESIS

PLANNING FRAMEWORKS

3. SYNTHESIS

3.1 The planning context relative to the study area

A number of planning frameworks have been undertaken within the Blaauwberg area in the last few years. Frameworks that have a particular relevance for this project include:

- The Metropolitan Spatial Development Framework (1996)
 - The Blaauwberg Spatial Development Framework (2001, July)
 - The Koeberg Road Management Strategy (2000, September)
 - The Beachfront Management Plan (2000, April)
 - Urban Design Framework - Milnerton Golf Course Site (2000, October)
- Key aspects that are relevant to this project have been extracted.

3.1.1 Metropolitan Spatial Development Framework - MSDF (1996)

The MSDF was initiated to define an appropriate framework for the growth of the metropolitan area.

• Principles :

Koeberg Road is defined as an activity corridor that sustains mixed use, higher density development along a major public transport route. Development intensity should be focused in a series of nodes.

• Initiatives :

There has been dramatic growth in developments adjacent to Koeberg Road although this is largely in the form of ribbon-like or strip development. Real nodal areas of mixed-use activity associated with public amenities tend to occur in the historic areas along Koeberg Road such as the Milnerton CBD and in Brooklyn Rugby. There is currently an absence of substantial public transport support infrastructure along Koeberg Road.

3.1.2 Blaauwberg Spatial Development Framework - BSDF (2001, July)

The BSDF was established to define a growth strategy for the Blaauwberg area as a whole.

• Principles :

- The support for integrated living environments with mixed-use activities associated with the quality of place.
- The integration of urban and natural environments.

• Medium term Initiatives :

- a) Public transport lanes along Otto Du Plessis Drive and Koeberg Road.
- b) The celebration of unique assets, specifically coastal related recreational facilities such as the Woodbridge Island Lighthouse precinct.

Scale 1:5000
0 50 100 200m



Figure 3: Planning Frameworks

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

• **Implications for the study area :**

The study area represents the potential integration of an historic (local) CBD to the recreational gateway associated with the lagoon and Lighthouse precinct. The area is accessible from Otto du Plessis Drive and Koeberg Road although more consideration needs to be given to public transport and the creation of a qualitative pedestrian environment.

3.1.3 Koeberg Road Management Strategy (2000, September)

The Road Management Strategy was initiated to establish a framework to optimise transport requirements and support activities along the metropolitan corridor.

• **Principles:**

- The support of a broad spectrum of activities and opportunities along Koeberg Road including; higher density residential, a range of retail, markets and public transport facilities.
- The reinforcement of nodes or areas of focused activity, such as the historic Milnerton CBD at Loxton Road.

• **Proposals:**

The revision of the Koeberg Road cross section within the 40 meter road reserve, to include a public transport lane and a positive, landscaped streetscape.

• **Implications for the study area:**

- The intersection of Loxton Road and Koeberg Road is a significant nodal intersection with extensive pedestrian flows and bus and taxi stops in this vicinity. The intersection warrants intervention directed towards a safe and attractive public environment.
- Underutilised land parcels in this nodal area need to be examined in terms of the potential to reinforce the node. This does not necessarily suggest 'built' intervention, but a range of spaces and activities that enhance the vibrancy and sense of place for the CBD.

3.1.4 Beachfront Management Plan (2000, April)

The Beachfront Management Plan was formulated to analyse an extent of Milnerton Beach front and to recommend measures for the sustainable management and promotion of the beachfront assets.

• **Management Principles:**

- a) Restore the frontal Dunes
- b) Establish a coastal walkway
- c) Establish a series of public nodes associated with the walkway

• **Proposals:**

- a) Establish a groyne or jetty "Groyne 1" off beach at the Lighthouse precinct.
- b) Establish the coastal gateway from Lagoon Gate promenade in the south to Dolphin Beach in the north.
- c) Reinforce the public aspects of a public node at the Lighthouse Beachfront.

• **Implications for the study area:**

- The detrimental effects of coastal erosion, particularly in the vicinity from Lagoon Mouth to the north of the Lighthouse Precinct cannot be sufficiently emphasised. The extent of the area affected, the pace of erosion, combined with the resources required for the intervention indicate that this is an urgent matter for the City's consideration.

3.1.5 Urban Design Framework - Milnerton Golf course site and environs (2000, October)

The Urban Design Framework was undertaken to examine the potential of the Lighthouse Precinct Area, and to protect and enhance public assets in this area.

• **Principles:**

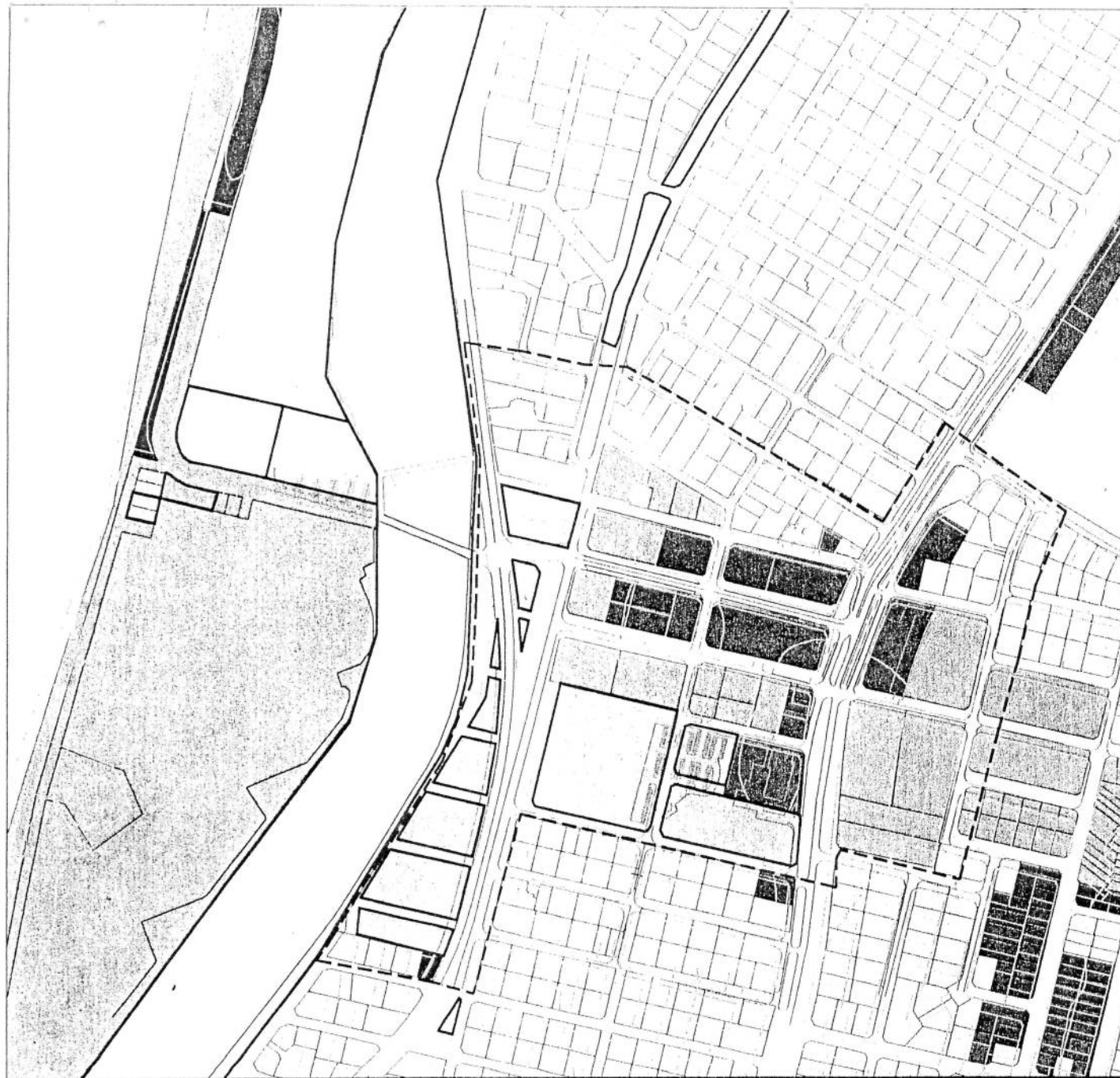
The framework promotes a public good perspective - a perspective that maximizes public interests at large. It describes the need to create a public gateway of sub-metropolitan or metropolitan importance that is pedestrian orientated, multi-functional to accommodate a range of informal activities, with reinforced uses on the edges.

• **Proposals:**

- a) Establish and reinforce the large forecourt space associated with the lagoon (as Milnerton's equivalent to the Braak in Stellenbosch).
- b) Reinforce the western edge of this forecourt with generous planting and a beach promenade.
- c) Reinforce the Unitas Park as a sports and recreation precinct.
- d) Maintain the east-west viewing lines to the Lighthouse precinct from Millvale Road, Loxton Road, Knysna Road and Kildare Road.
- e) Develop a public plaza at the Lighthouse precinct that opens out to the beach and ocean.

• **Implications for the study area:**

The framework provides an overview to control and guide investment in the Lighthouse precinct and it also proposes projects for intervention. Proposals in the Lighthouse study area should be closely linked to this study area and wherever possible should mutually reinforce one another.



KEY:

- Study area
- Public owned land
- Reserved land
- ▨ Government / State
- ▩ Single dwelling residential
- ▧ General residential
- ▦ Public open space
- ▤ Community facilities
- ▣ Industrial
- ▢ Commercial / business

Scale 1:5000
0 50 100 200m



Figure 4: Zoning and Public Ownership

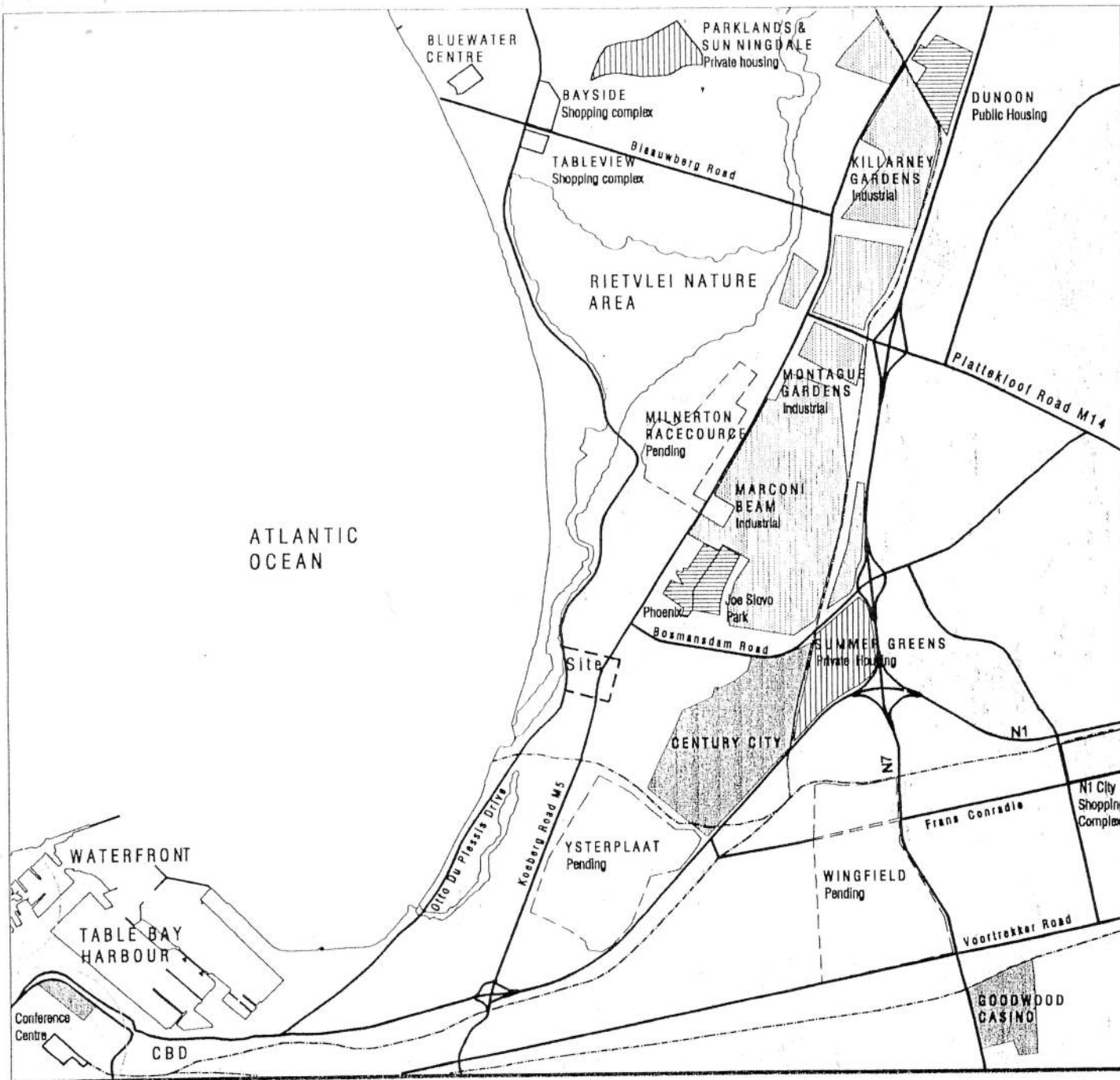
3. SYNTHESIS

ZONING AND PUBLIC OWNERSHIP

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



3.2 Economic trends and developments

The Blaauwberg area has experienced a substantial growth in major development initiatives of both a private and public nature. In addition significant and sizeable land holdings such as Milnerton Racecourse (private), and Ysterplaat and Wingfield (public) suggest that there is significant future investment potential and growth potential in the area.

3.2.1 Industrial

Along the eastern side of Koeberg Road, above Bosmansdam Road are large tracts of expanding industrial developments including Montague Gardens Industrial, Marconi Beam Industrial and Killarney Gardens.

3.2.2 Retail and commercial

Below Bosmansdam Road is the Century City development complex consisting of extensive shopping, entertainment and commercial space. In the Table View vicinity are a number of new and upgraded shopping complexes, including the Bluewater Center, the Bayside Center and the Table View Mall.

3.2.3 Private housing

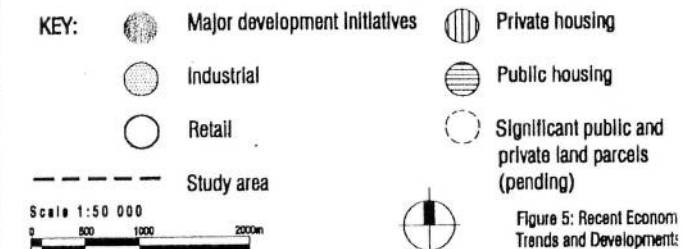
A number of large new housing developments have emerged. These include the development of the golf course site, 'Parklands' and 'Sunningdale' north of Table view, as well as the pending future development of the Milnerton Racecourse site.

3.2.4 Public housing

Large tracts of publicly owned land close to job opportunities have accommodated new public housing developments north of Bosmansdam Road. These include Joe Slovo Park, Phoenix Park and Du Noon.

Implications:

- i) The population growth as well as future potential growth in the Blaauwberg area indicates that a range of facilities and resources will be required to support these new communities. Some of these resources will directly respond to local communities and will be locally based. Other resources will serve a broader community and need to be easily accessible to a broader community through public transport. Public resources such as the coastline will be more extensively used as is already evident at places such as Lagoon Mouth and Big Bay.
- ii) A substantial supply of retail space tends to compete with local resources, such as the historic CBD. The Loxton Road area therefore needs to reinforce its local function and place as a convenient, comfortable and attractive environment.



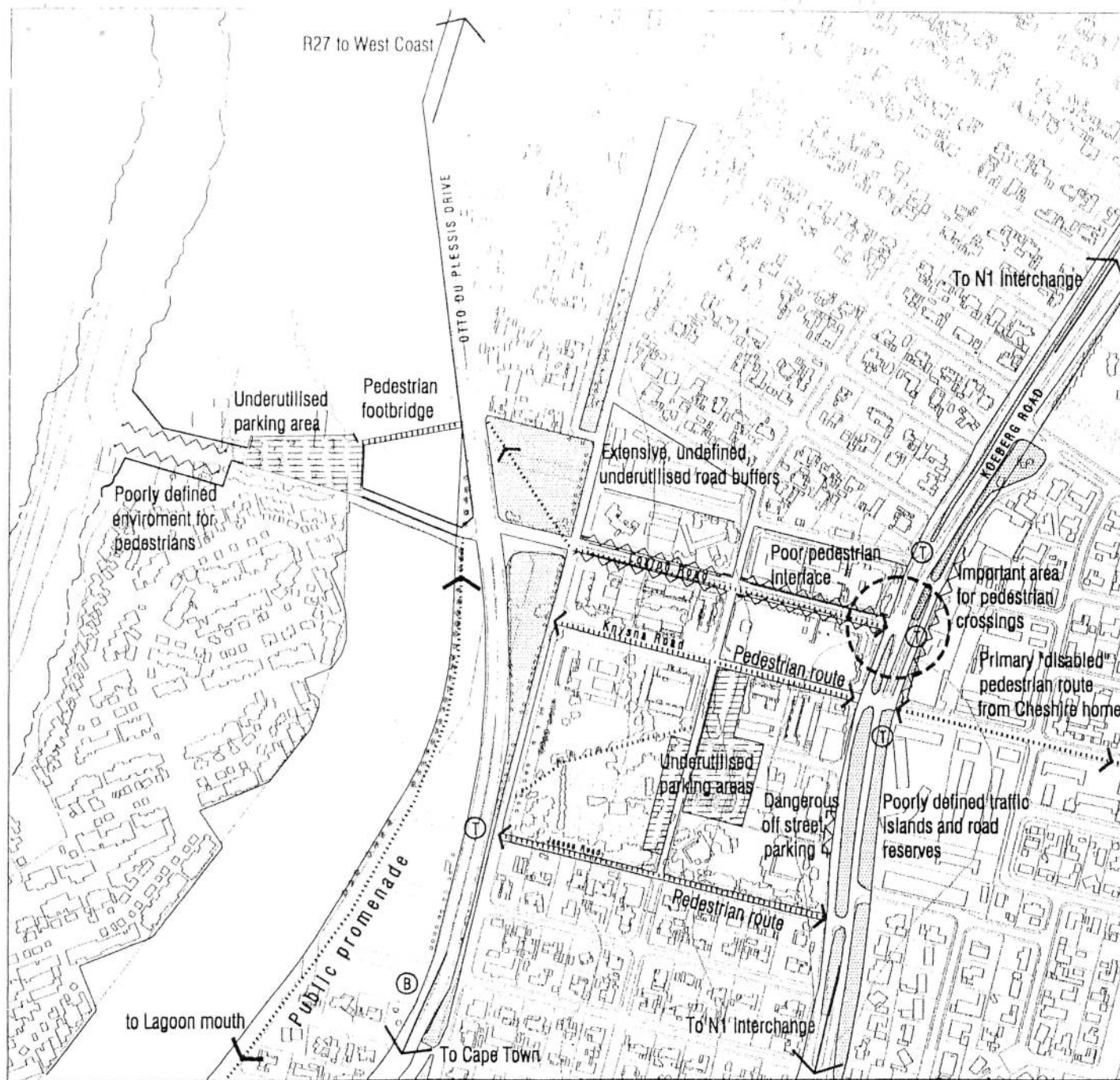
3. SYNTHESIS

RECENT ECONOMIC TRENDS AND DEVELOPMENTS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



3.3 Access patterns

- The study area is highly accessible in terms of road based transport routes. Both Koeberg Road and Otto du Plessis Drive provide good North - South links. Otto du Plessis Drive provides a route to the West Coast, while Koeberg Road sustains a number of small, medium and large-scale retail, commercial and Industrial activities. In general:
- There is limited spatial consideration of public transport stops.
- The pedestrian environment is relatively poor.
- Large tracts of land are designated for parking. To the south of Knysna Road these parking areas are underutilised. Parking counts at peak period on a Saturday morning indicated that these parking areas are 10-20% full.

Implications:

- A public transport and pedestrian 'network' needs to be considered for the study area.
- Primary intersections are highly utilised and can play a role in contributing to a sense of place or gateway. The intersections of Otto du Plessis and Loxton, and Koeberg Road and Loxton need to be addressed and transformed into, comfortable areas that consider pedestrians and public transport.
- Underutilised parking areas must be rationalized and their potential to sustain other activities needs to be evaluated.

KEY:

..... Pedestrian route

(T) Taxi stop

(B) Bus stop

Scale 1:5000

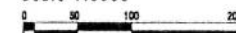


Figure 6: Access Patterns

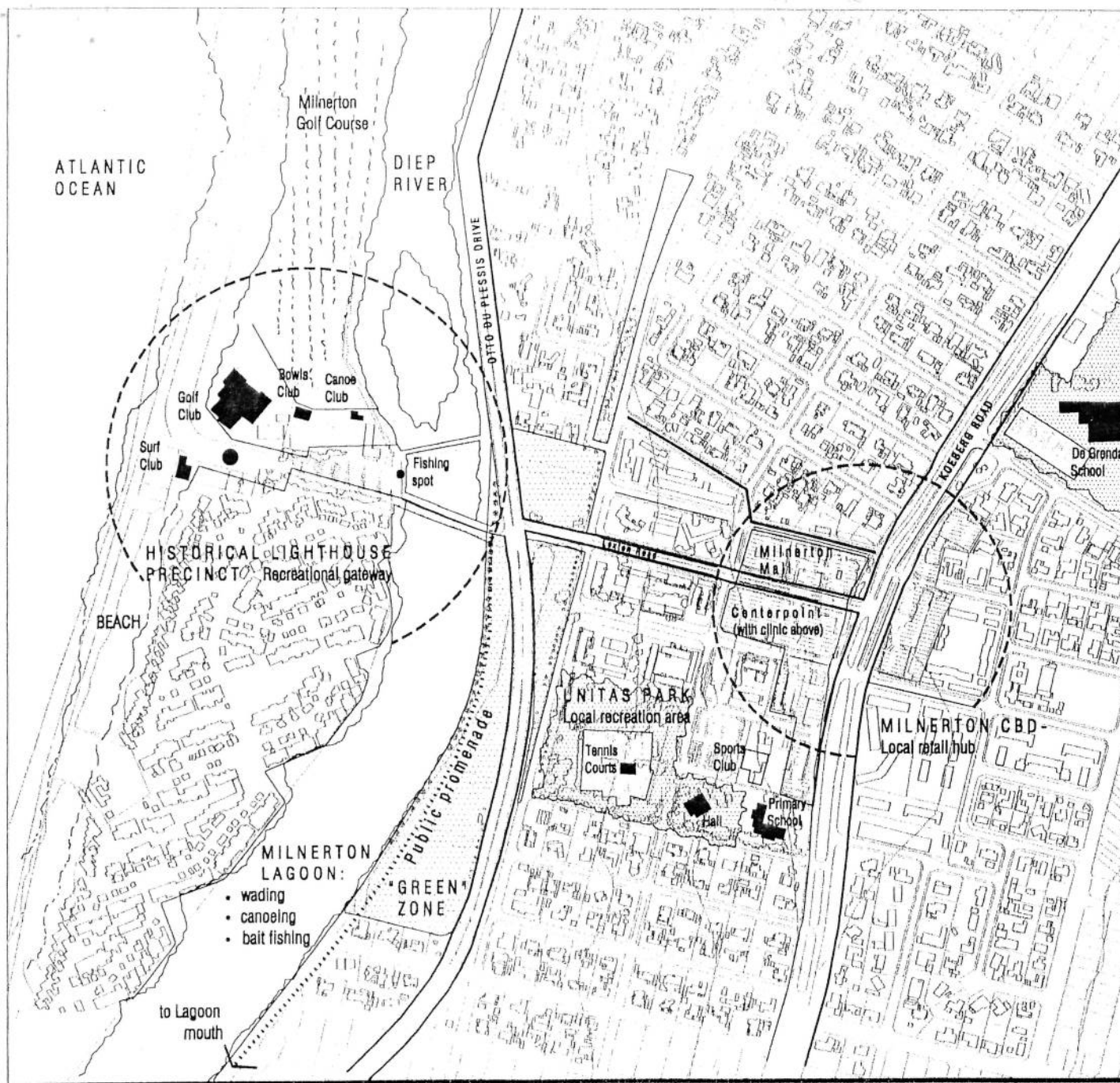
3. SYNTHESIS

ACCESS PATTERNS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



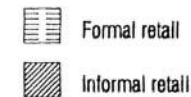
3.4 Social and recreational patterns

- The study area supports a wide range of social and recreational patterns within a relatively small area.
- The patterns can be broadly defined by three activity areas; the Milnerton CBD (a local retail hub), the Units Park (a local sports and recreation area), and the historical Lighthouse Precinct (a local and metropolitan recreational gateway).

Implications:

- In order to promote the wide range of social and recreational amenities, the links and relationships between these amenities need to be explored.
- Loxton Road is a direct link between the CBD and the gateway, and its potential as an active, pedestrian-friendly, qualitative space need to be developed.
- The Units Park exists as a relatively independent space, separate from its broader context. Its relationship to Loxton Road, Koeberg Road, Otto du Plessis Drive, and the Lagoon forecourt needs to be explored.

KEY:



Scale 1:5000

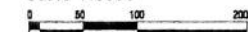


Figure 7: Social and Recreational Patterns

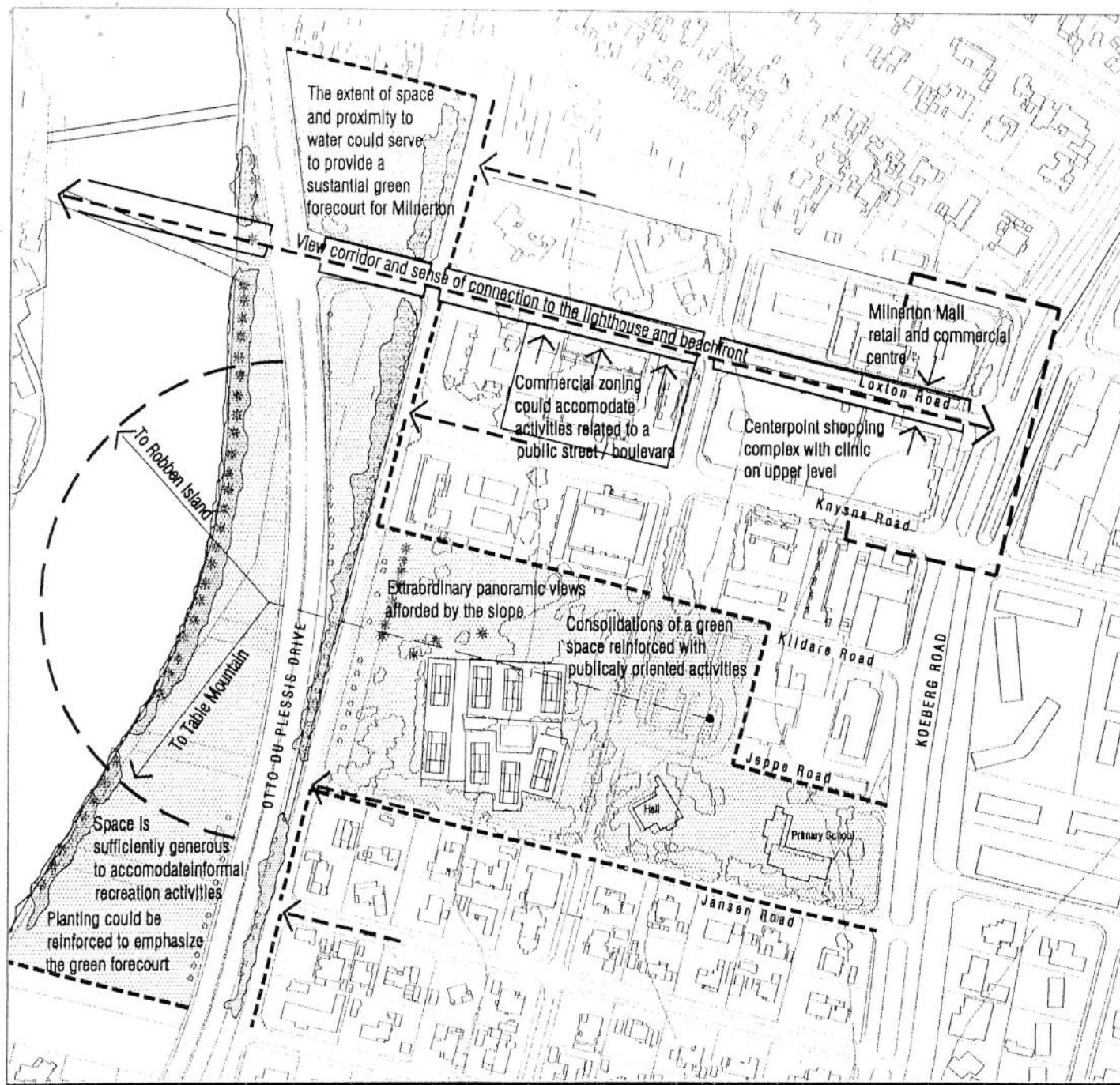
3. SYNTHESIS

SOCIAL AND RECREATIONAL PATTERNS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



4.1 Opportunities

The study area is well located and has a unique composition of 'urban' characteristics compared to its surrounding context that is largely single residential in form and nature.

• Implications

- i) The site needs to be developed in relation to its primary potentials and relationships. Firstly that it is highly accessible, secondly that it is directly related to a recreational gateway of metropolitan importance and thirdly that it has a number of natural characteristics that are extraordinary.
- ii) The areas that could reinforce the relationship to the recreational area are publicly owned public spaces- including Loxton Road, Unitas Park and the forecourt to the Lagoon.
- iii) Unique natural features such as the slope down towards the ocean, stupendous views of Table Mountain and Robben Island, and the proximity not only to the ocean but also to the Lagoon and Diep River should play a primary role in shaping the design framework.

KEY:

- Green public space
- Visual corridor

Scale 1:2500
0 10 50 100m



Figure 8: Opportunities

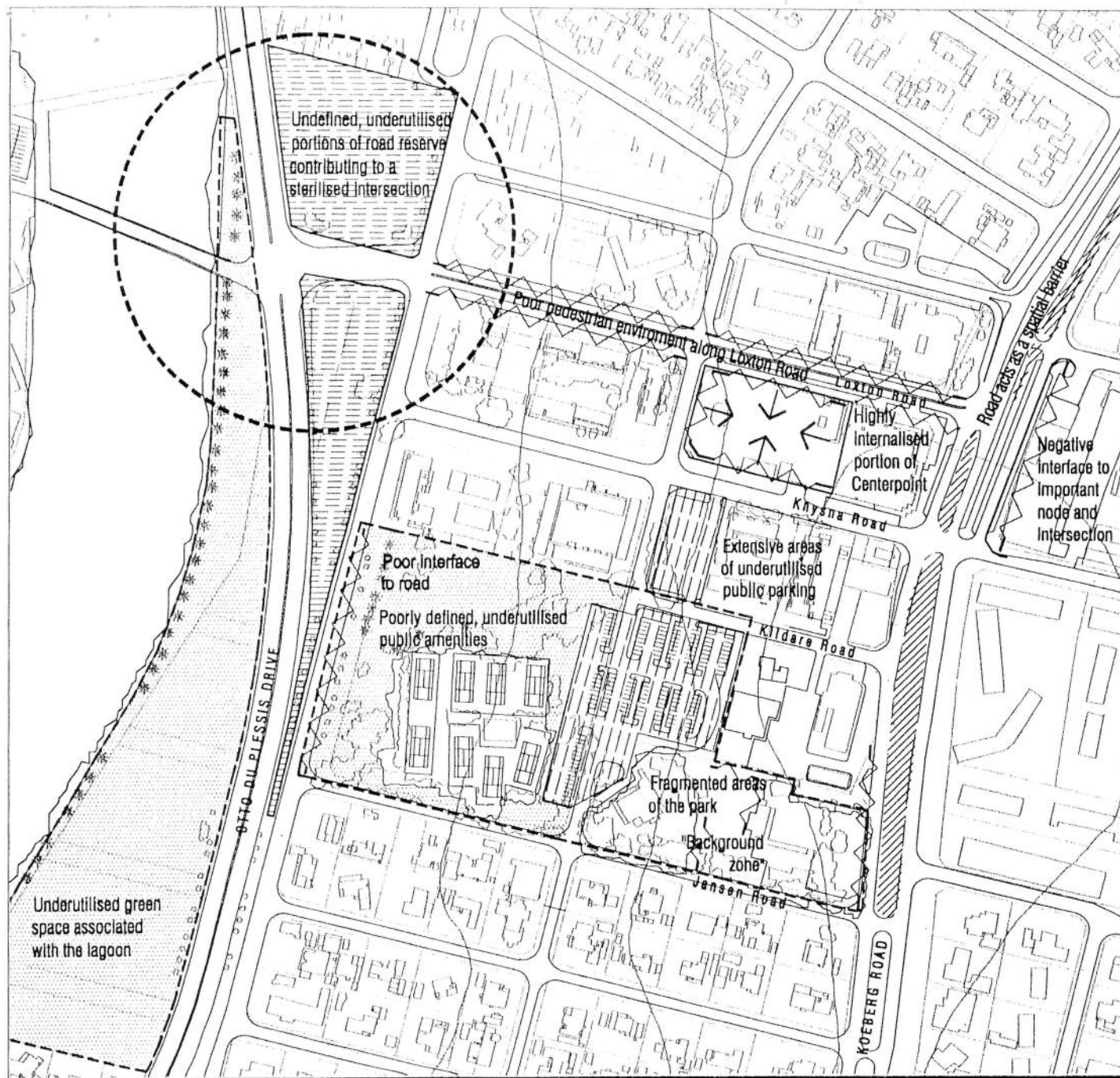
4. OPPORTUNITIES AND CONSTRAINTS

OPPORTUNITIES

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



4.2 Constraints

The site operates largely as a series of quite separate fragments and activities. There is limited sense of cohesion or public place. Public areas are poorly defined and generally appear as left over spaces between buildings. In addition public amenities are grossly underutilised. There is however good potential for the study area, indicating that a significant constraint has been the absence of a spatial vision for this area - the development process has been individually orientated without a greater regard for the whole.

• Implications

- i) A cohesive approach needs to be followed so that the relationships between key spatial components are expressed. An Intervention should focus on elements of space that could serve to reinforce the overall potential of the area.
- ii) These elements should be publicly oriented, highly accessible and well exposed to passers by.
- iii) Within the focus area key spatial elements are Loxton Road (including its intersections with Koeberg Road and Otto du Plessis Drive), Unitas Park, and the 'forecourt' to the lagoon.

KEY:

- Public land
- ~ Negative pedestrian Interface
- ░ Underutilised green space
- ▨ Undefined road reserve
- ▩ Underutilised public parking

Scale 1:2500



Figure 9: Constraints

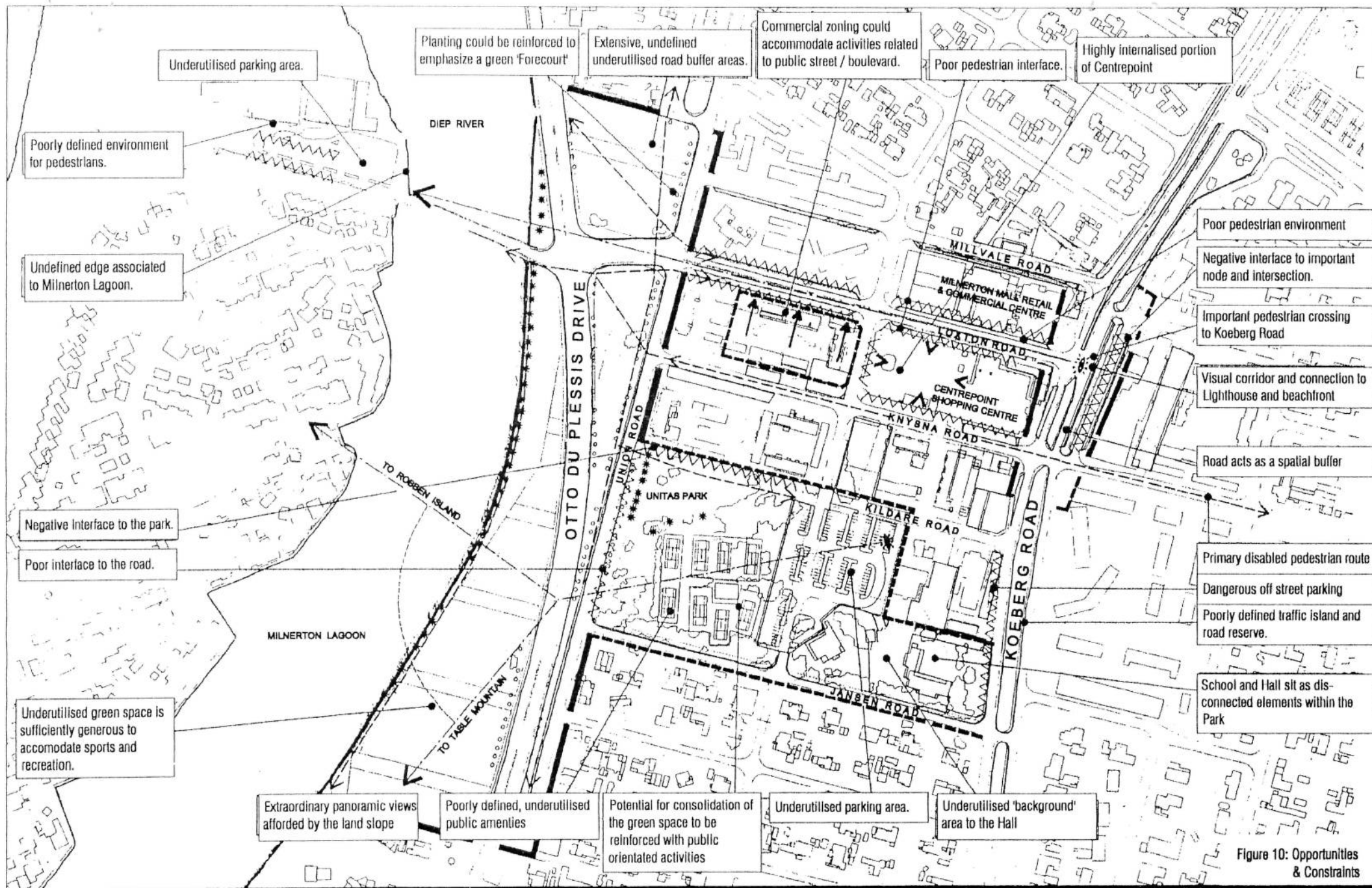
4. OPPORTUNITIES AND CONSTRAINTS

CONSTRAINTS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

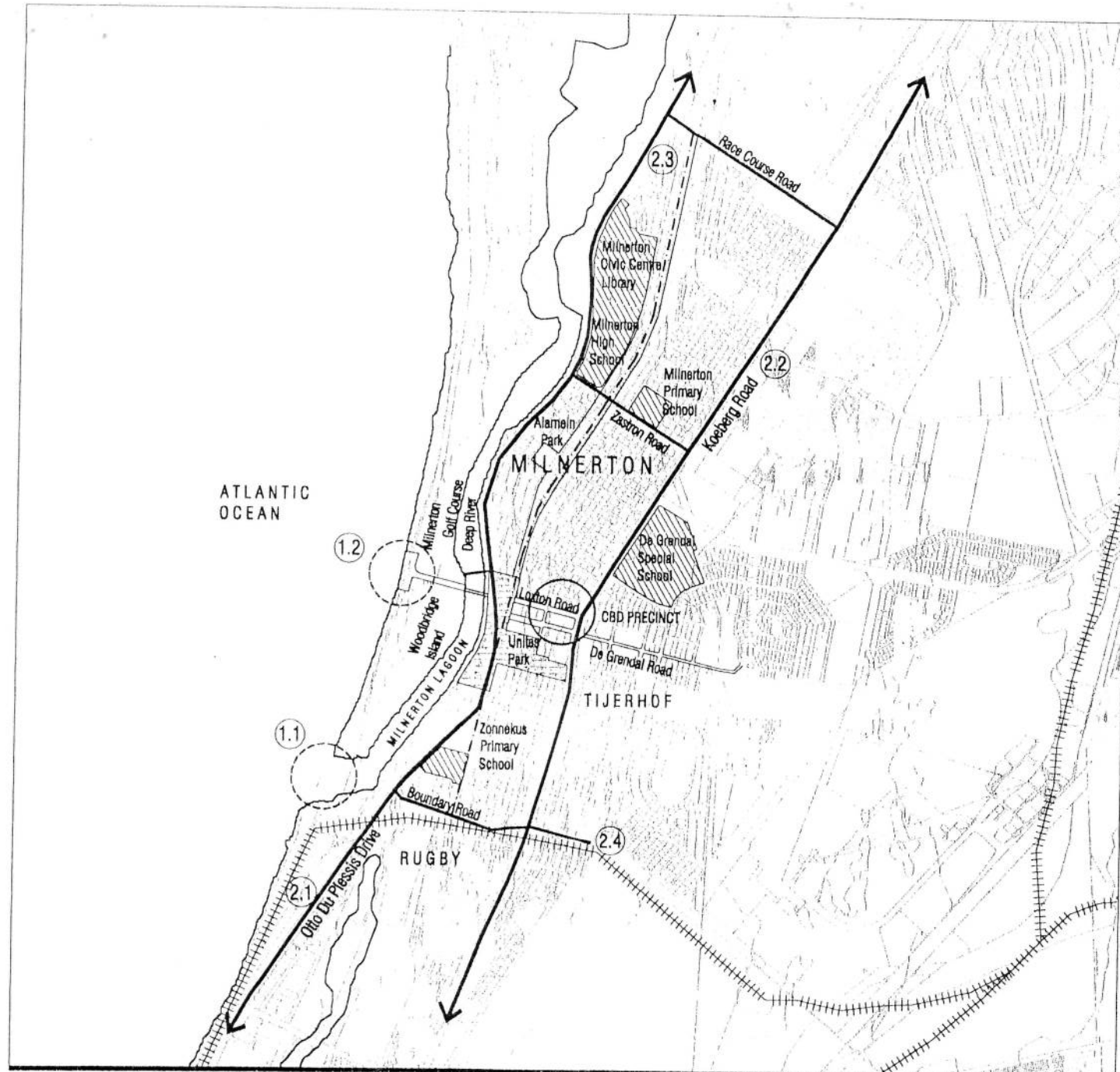


4. OPPORTUNITIES AND CONSTRAINTS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



The Broad Spatial Framework reinforces the relationship between major systems and places of natural and built significance.

1. Natural Systems

- 1.1 Maximise the special, public places along the coastline.
- 1.2 Maximise the extraordinary eco-recreational activities associated with the lagoon and its relationship between the ocean and Rietvlei.

2. Access Systems

- 2.1 Otto du Plessis Drive is a critical connector between Cape Town. It passes through places of public value and in these limited, special places the route should be slowed down.
- 2.2 Koeberg Road acts as an activity corridor. Its potential needs to be reinforced at key places to support public transport. Pedestrian movement and formal and informal mixed-use activities should be accommodated.
- 2.3 The proposed cycle path by the Blaauwberg Administration along Ascot and Union Roads ties up to a number of public resources.
- 2.4 The existing goods railway line that has the potential to also accommodate a passenger rail in the future.

KEY:

- Metropolitan connections
- Proposed cycling path
- Railway line
- Public facilities
- Future proposal
- Important Coastal Precincts
- Reinforce the CBD Precinct

(Drawing modified from 'Urban Design Framework - Milnerton Golf Course Site and Environs, 2000)

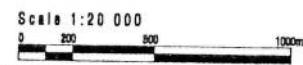


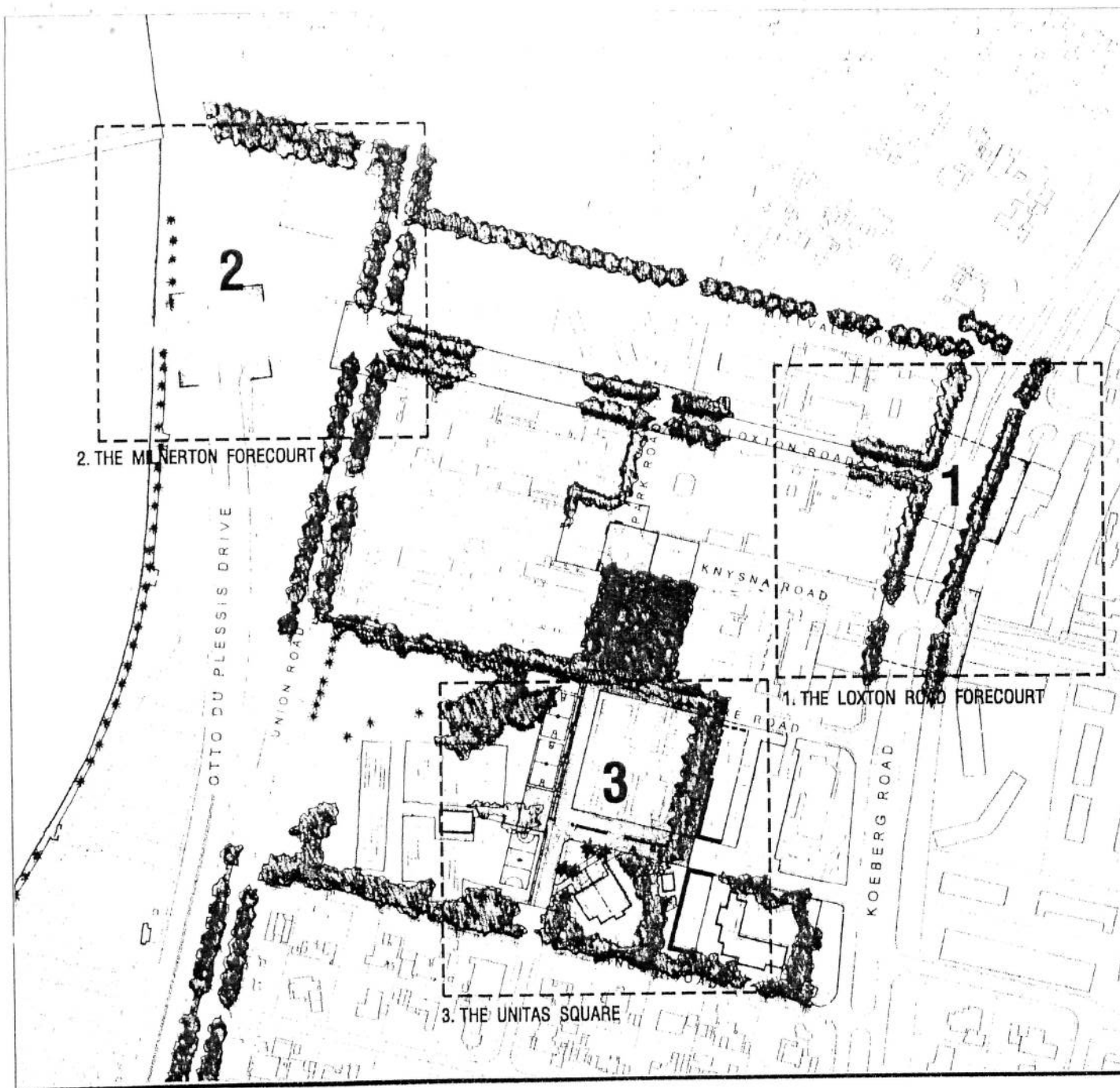
Figure 11: The Broad Spatial Framework

5. THE BROAD SPATIAL FRAMEWORK

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

BLITZ AND BERNHARD ASSOCIATES



The Urban Design Framework provides an over-arching set of principles and guidelines for the reinforcement of the Historic Milnerton C.B.D. and the consolidation and enhancement of public spaces and resources in the area.

Three particular focus areas or 'action areas' have been identified within the broader framework.

These include:

1. The Loxton Forecourt Area
2. The Milnerton Forecourt Area
3. The Unitas Square Area

Each action area has a particular role and particular characteristics. In order to appropriately develop these areas, a set of spatial principles and key proposals have been established. These serve to develop guidelines to provide development control as well as to identify projects that can promote and enhance valuable public assets.

Scale 1:2500
0 10 50 100m



Figure 12: The Urban Design Framework: Action Areas

5. THE URBAN DESIGN FRAMEWORK THE FRAMEWORK AND ACTION AREAS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

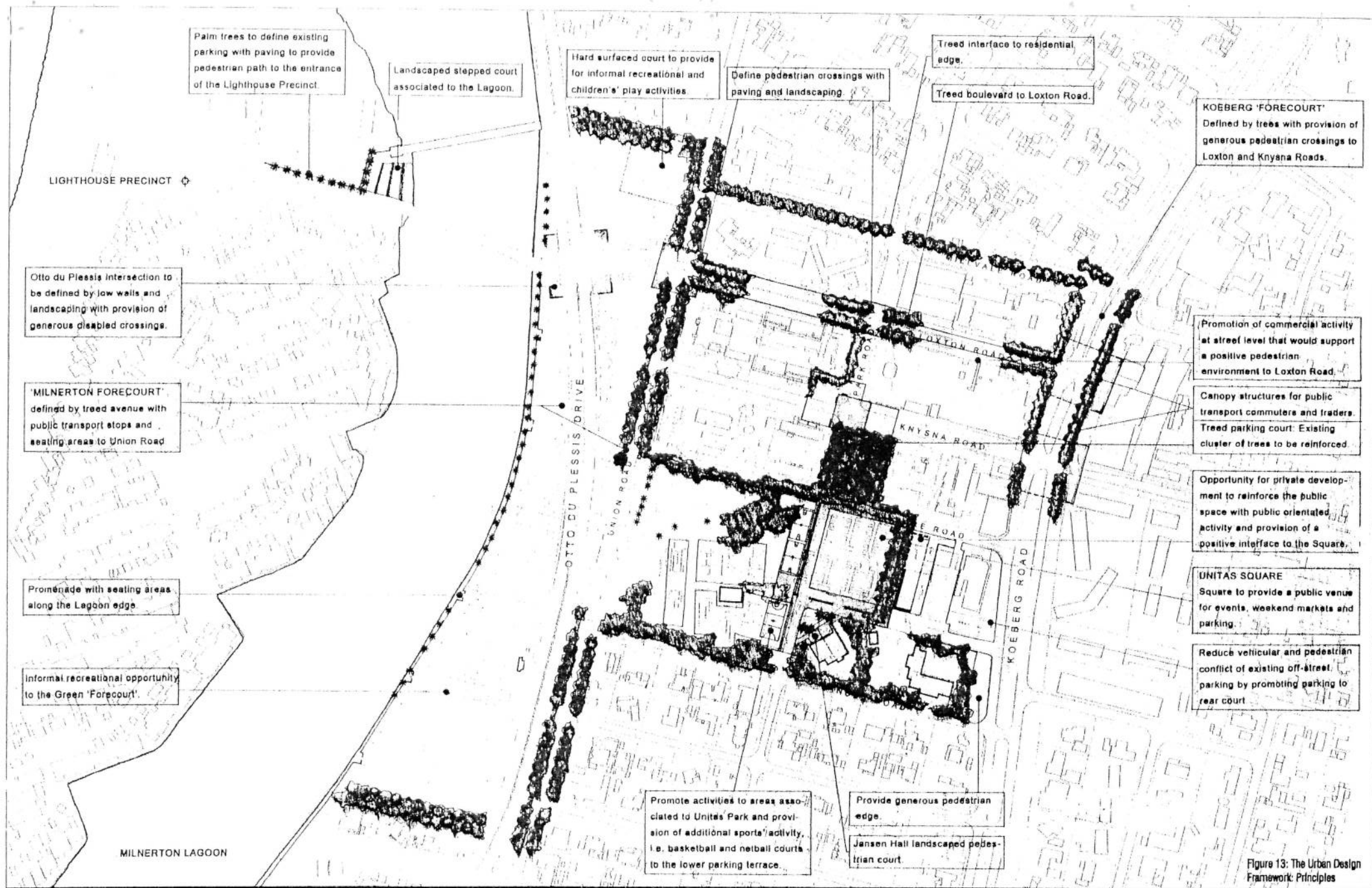


Figure 13: The Urban Design Framework: Principles

5. THE URBAN DESIGN FRAMEWORK OVERARCHING PRINCIPLES

0 100m



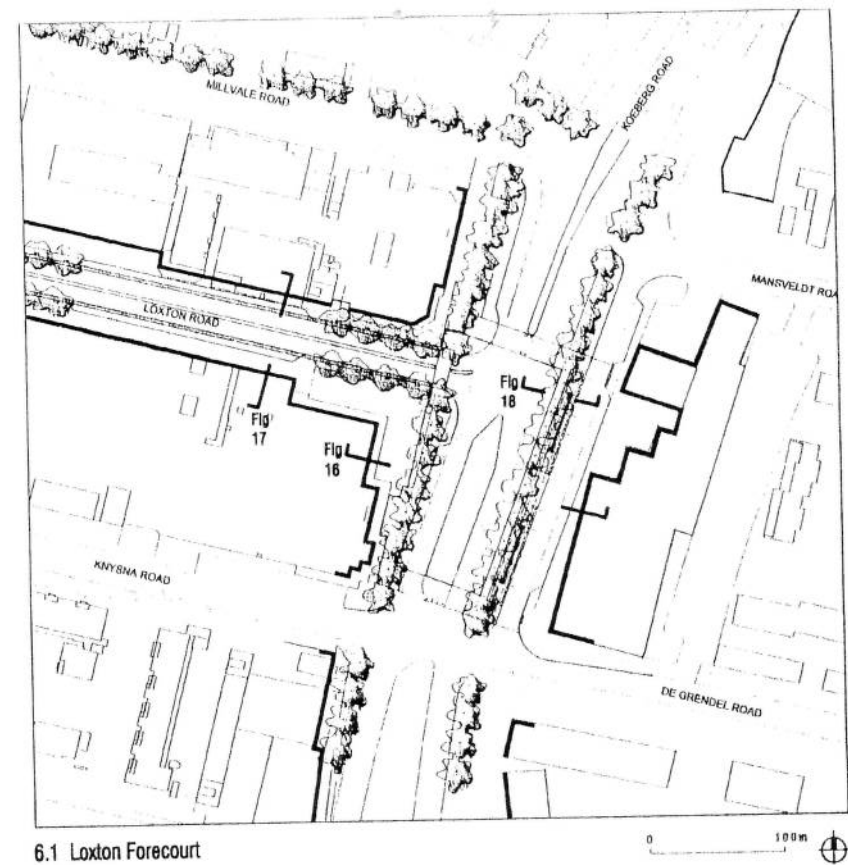
URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

6.1 SPATIAL PRINCIPLES - LOXTON ROAD FORECOURT

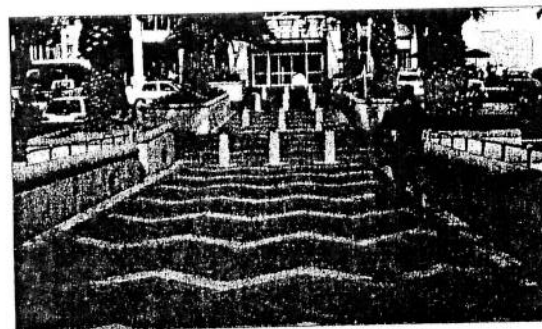
1. Establish a Forecourt area at the Intersection of Koeberg Road and Loxton Road that is an attractive, safe public environment that accommodates pedestrians, commuters, and formal and informal activities.
2. Clearly identify the Historic Milnerton C.B.D. along the Koeberg Road corridor and spatially define this forecourt area with hard and soft landscaping.
3. Provide facilities for commuters and traders.
4. Provide for a more positive streetscape to Loxton Road that creates a positive interface for existing and future mixed-use activities off Loxton Road.



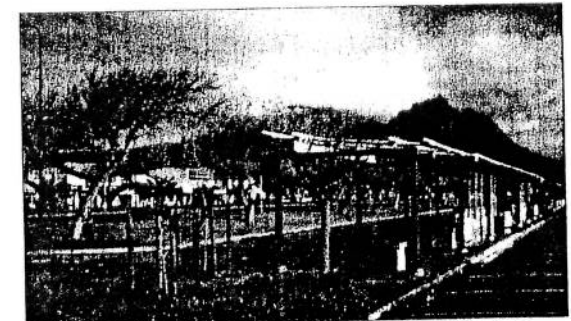
6.1 Loxton Forecourt



PRECEDENT: - St Georges Mall, Cape Town



PRECEDENT: - Pedestrian Crossing, The Waterfront



PRECEDENT: - Bus shelter-Trading shelter, Athlone / Kewtown

Figure 14: Spatial Principles

6.1 ACTION AREA - LOXTON ROAD FORECOURT SPATIAL PRINCIPLES

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



6.1 KEY PROPOSALS FOR THE LOXTON ROAD ACTION AREA:

1. Define the 'Loxton Road Forecourt' with a prominent, evergreen canopy of trees such as *ficus*. Improve existing street lighting in this area.
2. The edges of the forecourt are paved with a 5-6 meter band to identify primary pedestrian crossings across Koeberg Road. In addition the crossing should facilitate the movement of disabled people.
3. Tinted premix/surfaced road and island areas that reinforce the forecourt as a public forecourt and also serve to slow vehicular traffic in a high pedestrian flow area.
4. Proposed canopy structures provide shelter for both public transport commuters as well as informal traders. The structure should provide a positive eastern edge to the forecourt.
5. Paved pedestrian crossing of 5-6 meters across Loxton Road.
6. Loxton Road is defined with a strip of paving that extends down Loxton Road, and is edged in parts by rows of indigenous, deciduous trees such as *ulmus*. The trees are focused at the intersection areas of Koeberg, Park and Union Roads to Loxton Road. They provide for a better pedestrian environment and also visually define Loxton Road as an Avenue that links the Milnerton C.B.D. to the Lighthouse Precinct.
7. The pavements and parking embayments off Loxton Road are defined by paving strips that broaden out at the lower end of Loxton, at the Union Road intersection.
8. Indigenous, deciduous trees such as *ulmus* provide an edge to the Millvale Road parking areas.
9. The line of trees should extend to edge the residential fabric along Millvale Road

Scale 1:1 000



Figure 15: P

6.1 ACTION AREA - LOXTON ROAD FORECOURT KEY PRINCIPLES

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

LOXTON ROAD FORECOURT

Three sections are developed to define the major spatial principles for the Loxton Road Forecourt Action Area.

- Figure 16: Section through the proposed Loxton Road Forecourt looking northward
This section relates to the Intersection of Loxton Road and Koeberg Road. The intention is to establish a safe and an attractive public area for pedestrians and for public transport. In addition, spaces for trade are also indicated.
- Figure 17: Detail section through Loxton Road looking westward
This section shows the typical proposed streetscape across Loxton Road. Hard and soft landscape is introduced to establish a decent pedestrian area, a positive interface to commercial activities, and a strong visual axis to the Lighthouse Precinct.
- Figure 18: Proposed section through the shelter for commuters and traders
The proposed commuter and trade area is defined with an edge of trees and a decent shelter that can accommodate both commuters and traders

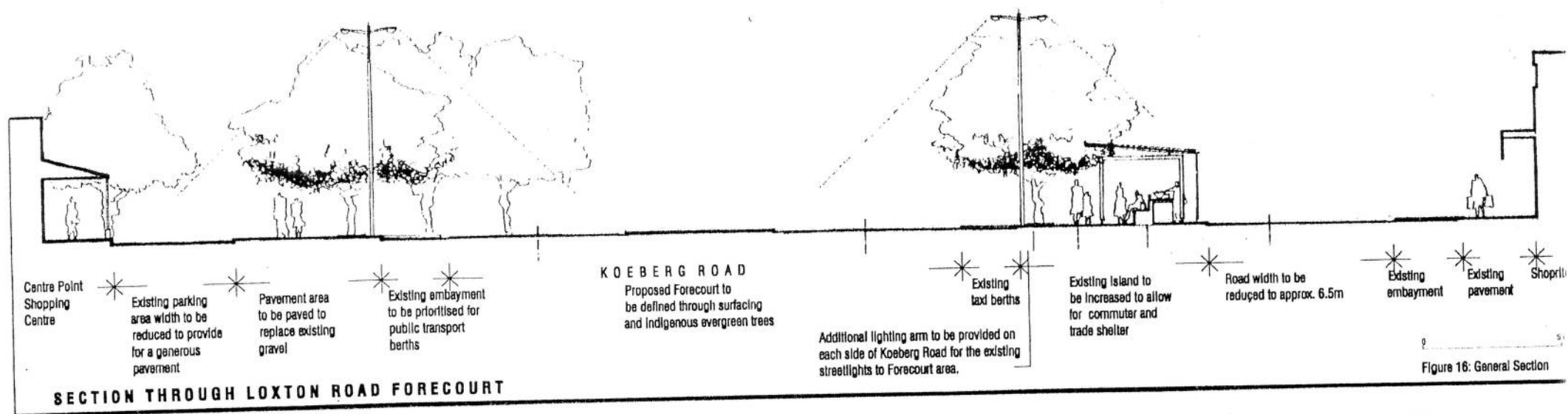


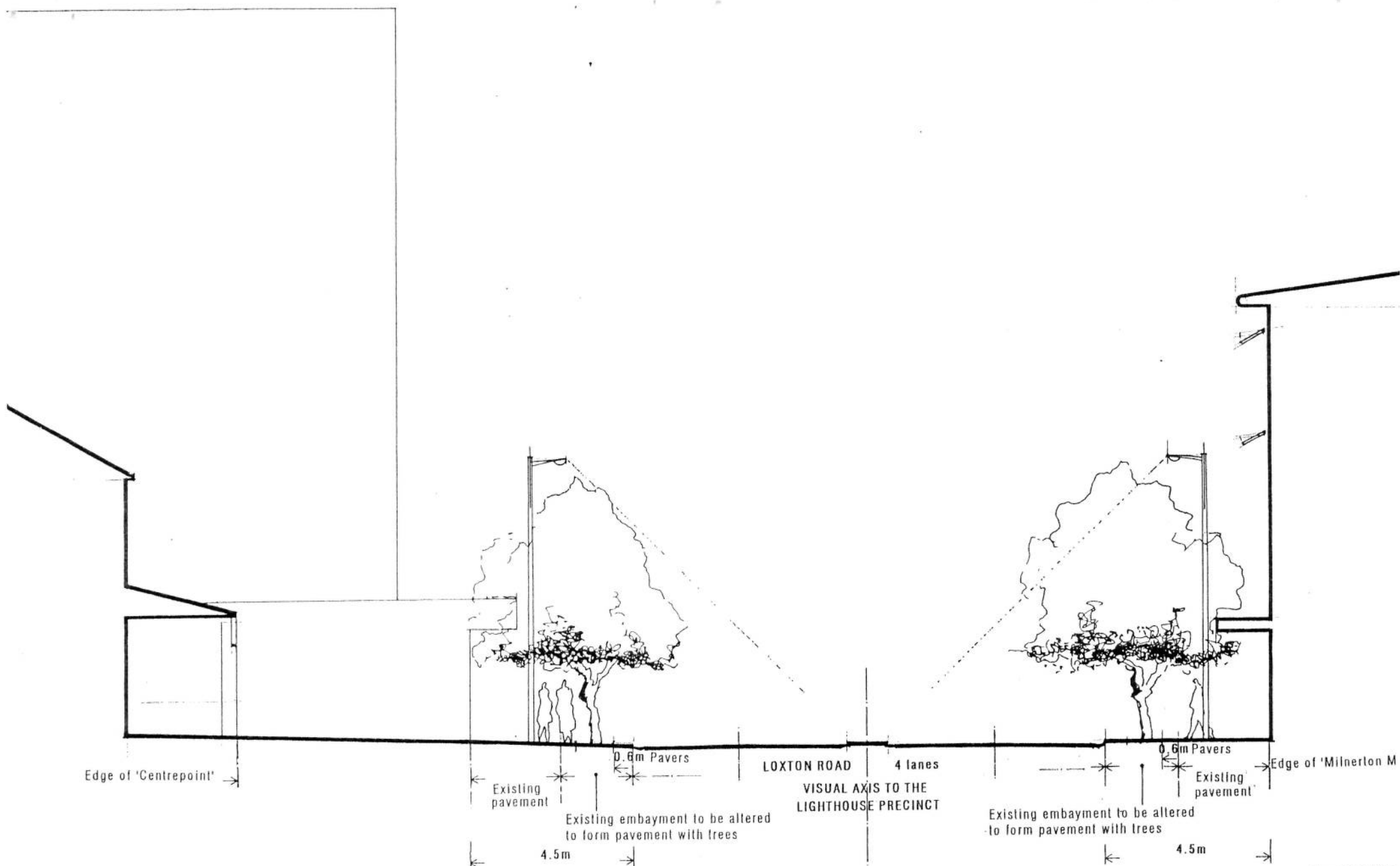
Figure 16: General Section

6.1 ACTION AREA - LOXTON ROAD FORECOURT GENERAL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

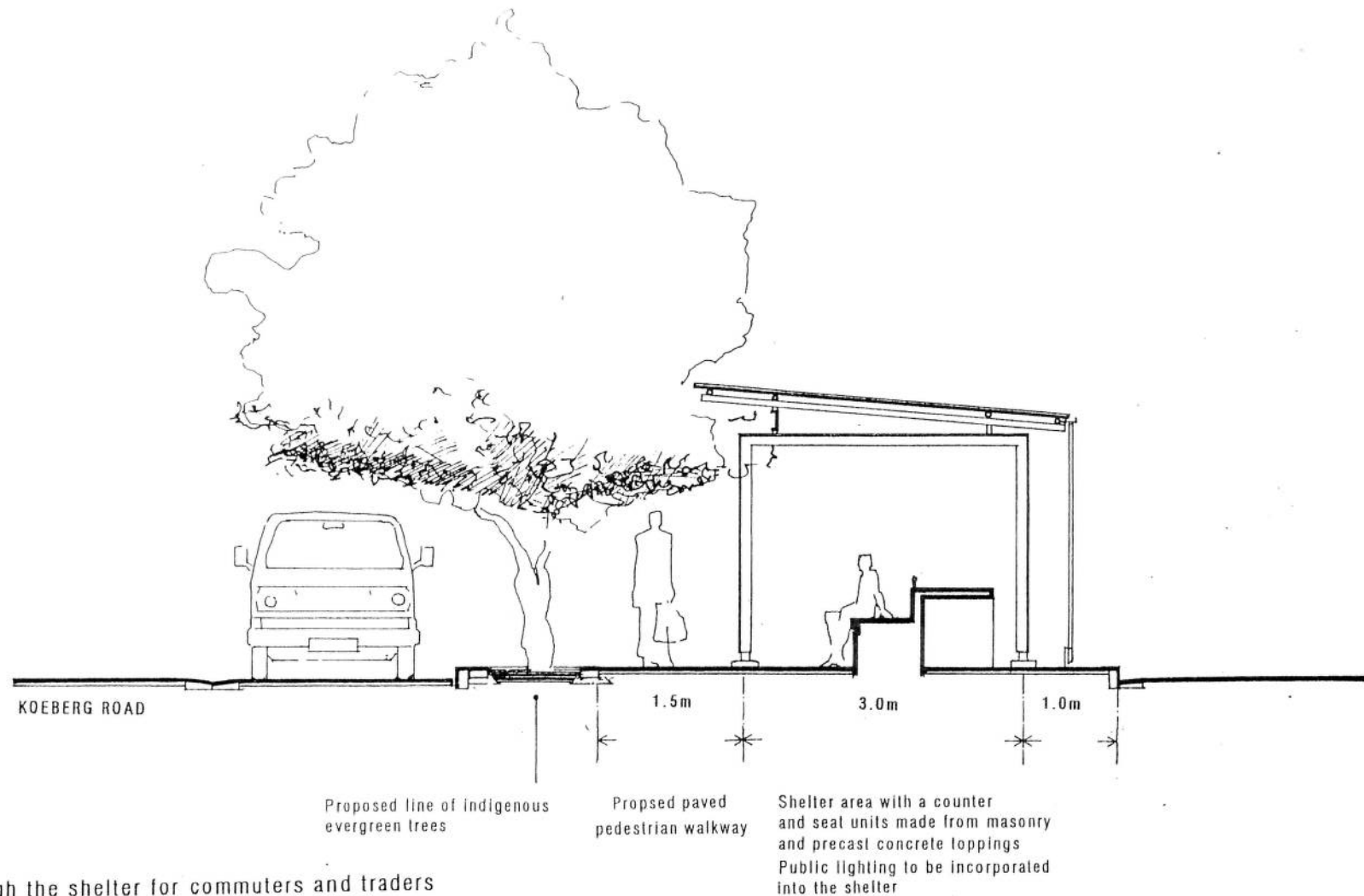


Detail section through Loxton Road looking westward

Figure 17: Detail Section

6.1 ACTION AREA - LOXTON ROAD FOREFOURT DETAIL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD
AUGUST 2002
DU TOIT AND PERRIN ASSOCIATES



Proposed section through the shelter for commuters and traders

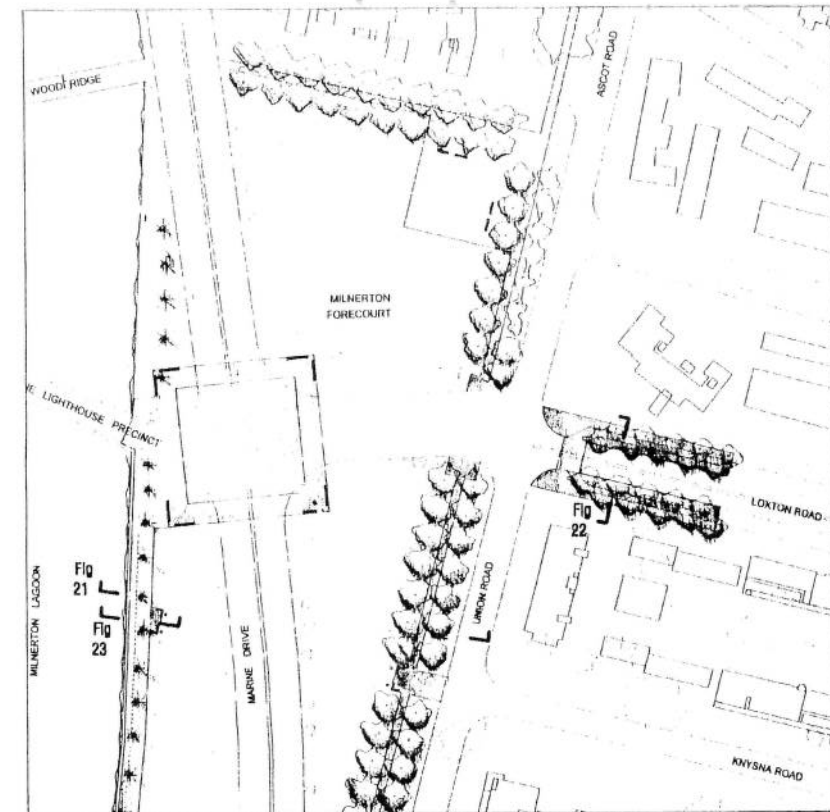
Figure 18: Detail Section

6.1 ACTION AREA - LOXTON ROAD FOREFOURT DETAIL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD
AUGUST 2002
DU TOIT AND PERRIN ASSOCIATES

6.2 SPATIAL PRINCIPLES - MILNERTON FORECOURT

1. Establish the proposed 'Milnerton Forecourt' area as a recreational resource and not merely a bypass area adjacent to Otto du Plessis Drive.
2. Slow vehicular traffic down in this Forecourt zone. Create a substantial pedestrian crossing area at the intersection of Loxton Road and Otto du Plessis Drive. The intersection area should be hard and soft landscaped to form a sense of gateway to the Lighthouse Precinct. Explore the potential of a slowing down mechanism at the entrance to the forecourt in the vicinity Otto du Plessis Drive and Meadow Road.
3. Establish a public promenade against the lagoon edge, that is reinforced with seating areas and decent public lighting. The promenade can ultimately be linked into a coastal route from Lagoon Mouth to Dolphin Beach. (Milnerton Beachfront Management Plan, 1999).
4. Establish a strong, identifiable, tree-lined edge to the Forecourt Space.
5. Incorporate a cycle path on the eastern edge of the Forecourt, to ultimately link into the proposed cycle path network proposed by the Blaauwberg Administration.



6.2 Milnerton Forecourt



PRECEDENT : - The Promenade, Sea Point



PRECEDENT : - Waldorf School, Constantia

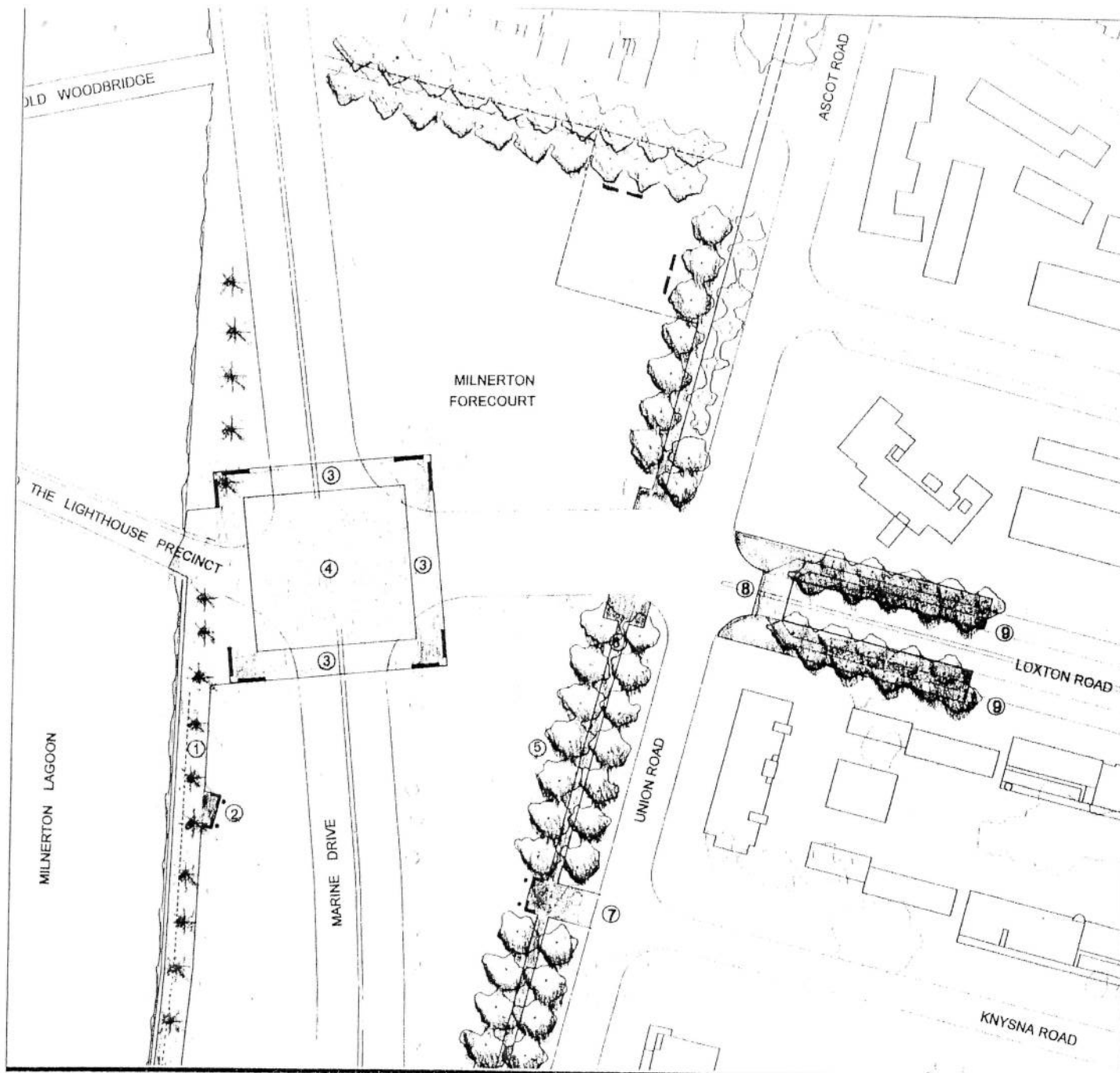
Figure 19: Spatial Principles

6.2 ACTION AREA - MILNERTON FORECOURT SPATIAL PRINCIPLES

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



6.2 KEY PROPOSALS FOR THE MILNERTON FORECOURT ACTION AREA:

1. Extend the existing narrow walkway to a 5-6 meter paved public promenade.
2. Establish brick seat areas at key intervals along the promenade. Associate refuse bins and public lighting with these seat areas.
3. Define a safe attractive pedestrian crossing at a major intersection area. Pedestrian crossing areas to be formed by a width of 5-6 meters of paved surface.
4. Proposed tinted premix / distinctive surfacing to primary gateway area.
5. Establish a strong, distinctive avenue of trees to define the 'Milnerton Forecourt'. Use prominent, evergreen, canopy trees such as *ficus*.
6. Establish a 2,5 meter laterite cycle path, in line with the proposed cycle network proposed by the Blaauwberg Roads Planning Branch.
7. Establish brick seat areas at key intervals that are on axis with the existing routes, in this instance the pedestrian route from Knysna Road.
8. Establish a paved crossing across Loxton Road to a width of 5-6 meters.
9. Establish an avenue of trees to define the lower end of Loxton Road. Use indigenous, deciduous trees such as *ulmus*.

Scale 1:1 000



Figure 20: Plan

6.2 ACTION AREA - MILNERTON FORECOURT KEY PROPOSALS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

MILNERTON FORECOURT

Three sections are developed to define the major spatial principles for the Milnerton Forecourt Action Area.

- Figure 21: Section through the proposed Milnerton Forecourt looking northward
This section indicates the proposed spatial relationship between the Milnerton Lagoon, the green area to the east of the Lagoon, Otto du Plessis Drive and Union Road. The key concern is to promote an attractive and substantial public forecourt for Milnerton that also accommodates a public promenade to the Lagoon and a cycle path off Union Road.
- Figure 22: Detail section through Loxton Road looking westward
This proposed section indicates how Loxton Road relates to the Milnerton Forecourt area. A tree-lined streetscape serves to heighten the experience of a visual axis to the Lighthouse Precinct.
- Figure 23: Detail section through the Lagoon edge looking northward
The section proposes a Public Promenade Area alongside the Lagoon. A grass embankment associated with the waters edge, a pedestrian walkway and seating areas serve to establish a defined edge to the Lagoon.

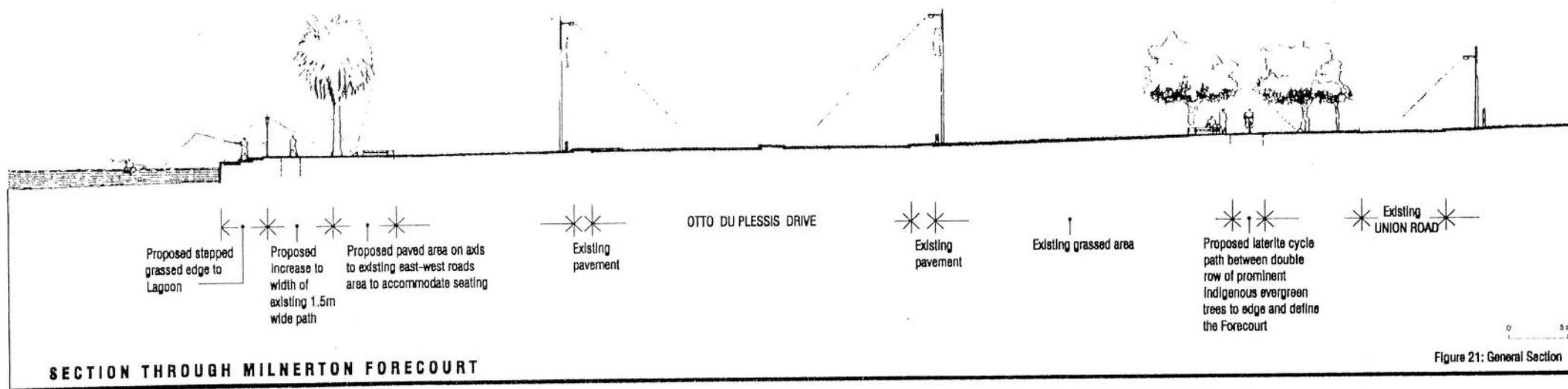


Figure 21: General Section

6.2 ACTION AREA - MILNERTON FORECOURT GENERAL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD
AUGUST 2002
DU TOIT AND PERRIN ASSOCIATES

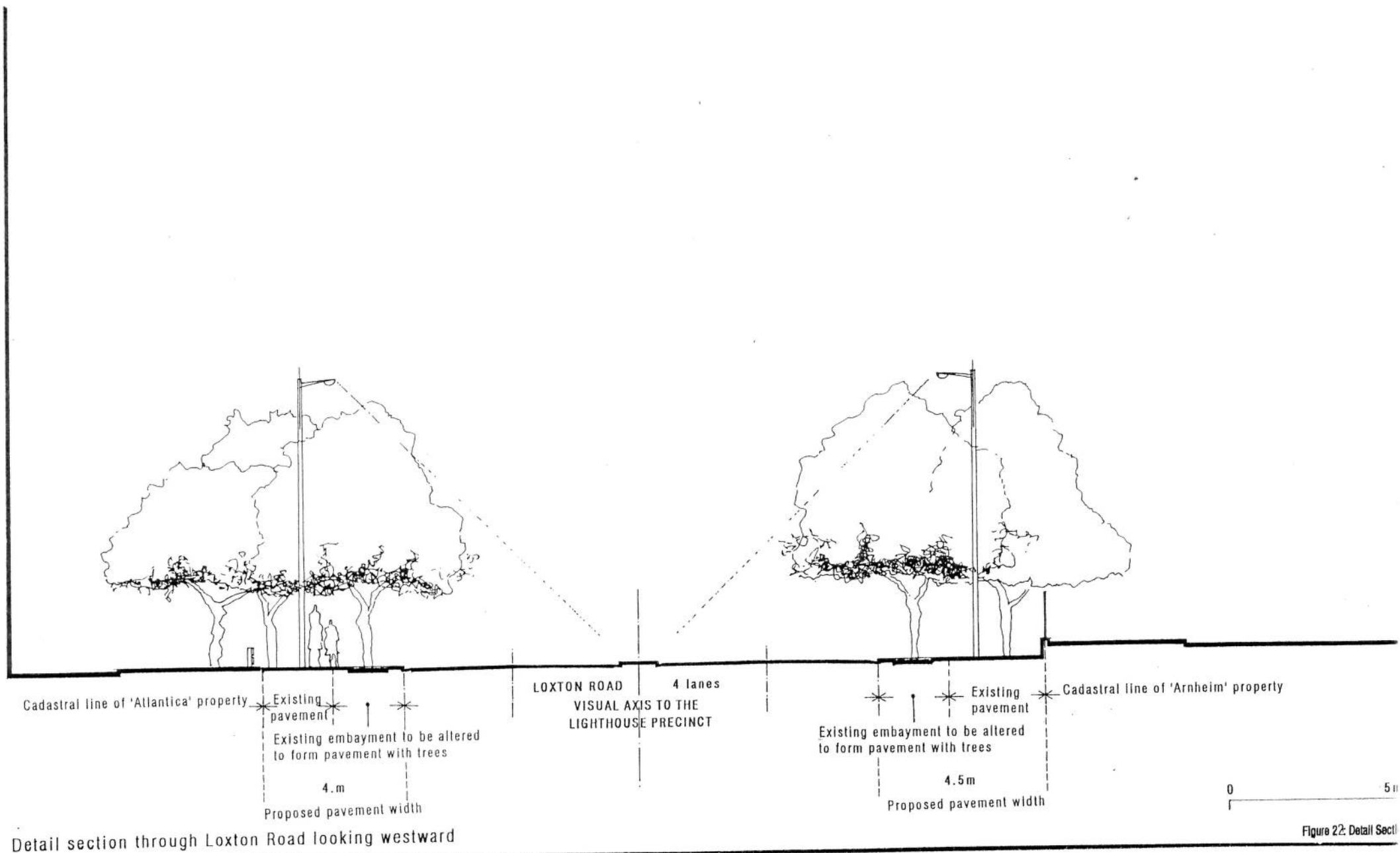
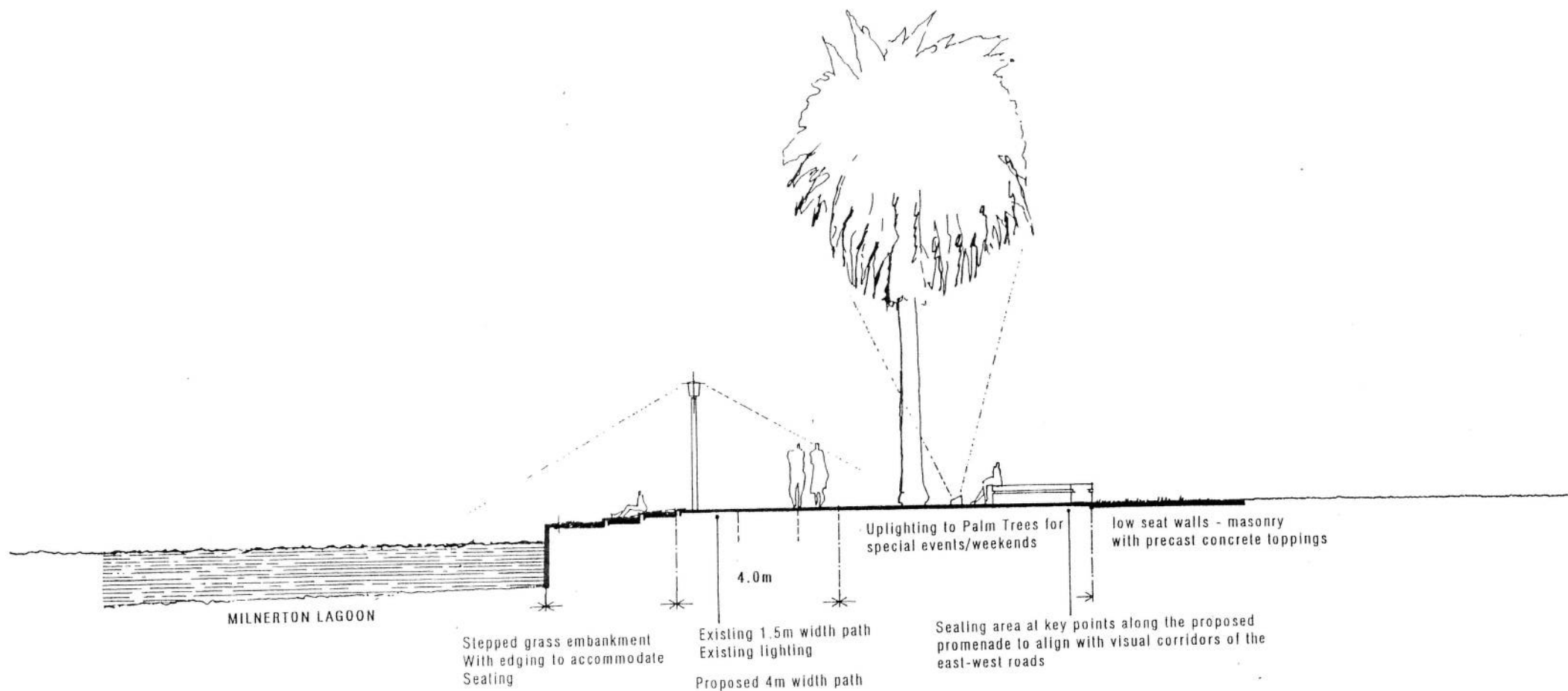


Figure 22: Detail Section

6.2 ACTION AREA - MILNERTON FOREFOURT DETAIL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD
AUGUST 2002
DU TOIT AND PERRIN ASSOCIATES



Detail Section through Lagoon edge looking northward

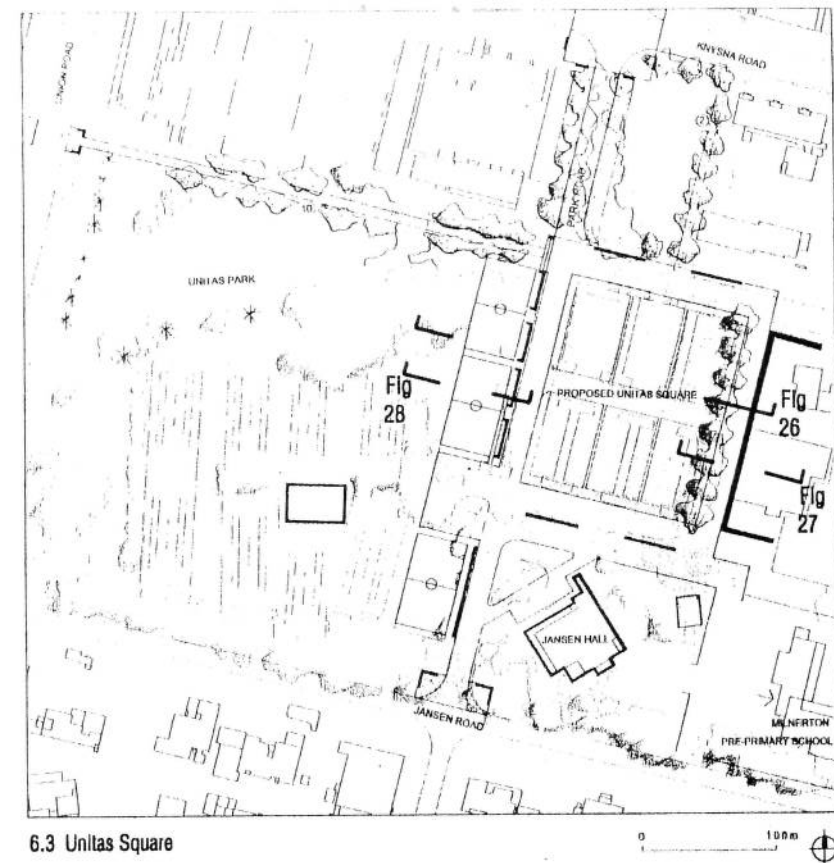
Figure 23: Detail Sect

6.2 ACTION AREA - MILNERTON FOREFOURT DETAIL SECTION

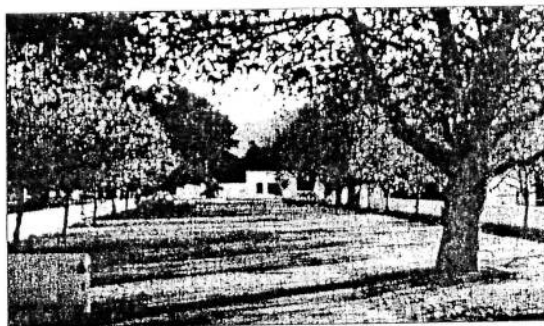
URBAN DESIGN FRAMEWORK LOXTON ROAD
AUGUST 2002
DU TOIT AND PERRIN ASSOCIATES

6.3 SPATIAL PRINCIPLES - UNITAS SQUARE

1. Optimise the extensive amount of underutilised public land and public facilities in this area.
2. Develop stronger spatial relationships between the Unitas Park, the Jansen Hall, the Milnerton Pre-primary school and the public parking areas through the potential of the proposed Unitas Square.
3. Develop the public square in a way that can support a range of public activities including; parking, periodic markets, fetes and exhibitions. The square should also act as the primary entrance area to the Park, Hall and School.
4. Promote activities and events in this area that are related or have the potential to benefit from proximity to education and recreation resources.
5. Reinforce the potential of the Park. Establish open hard surface sports courts on the eastern edge that can also double up as skate boarding areas. Review the potential for additional recreational facilities in the Park (including the proposal to locate the bowling grounds to the Park (Urban Design Framework for Milnerton Golf Course Site, 2000). Formalise the primary pedestrian route through the Park and link the route through to the proposed 'Milnerton Forecourt' area.
6. Insure that the potential future development of the private land holding to the east of the square has a positive edge to the square and to the pre-primary school.



6.3 Unitas Square



PRECEDENT : - The Werf, Constantia



PRECEDENT : - Dunkley Square, Cape Town



PRECEDENT : - Ficus Parking Court, City of Cape Town

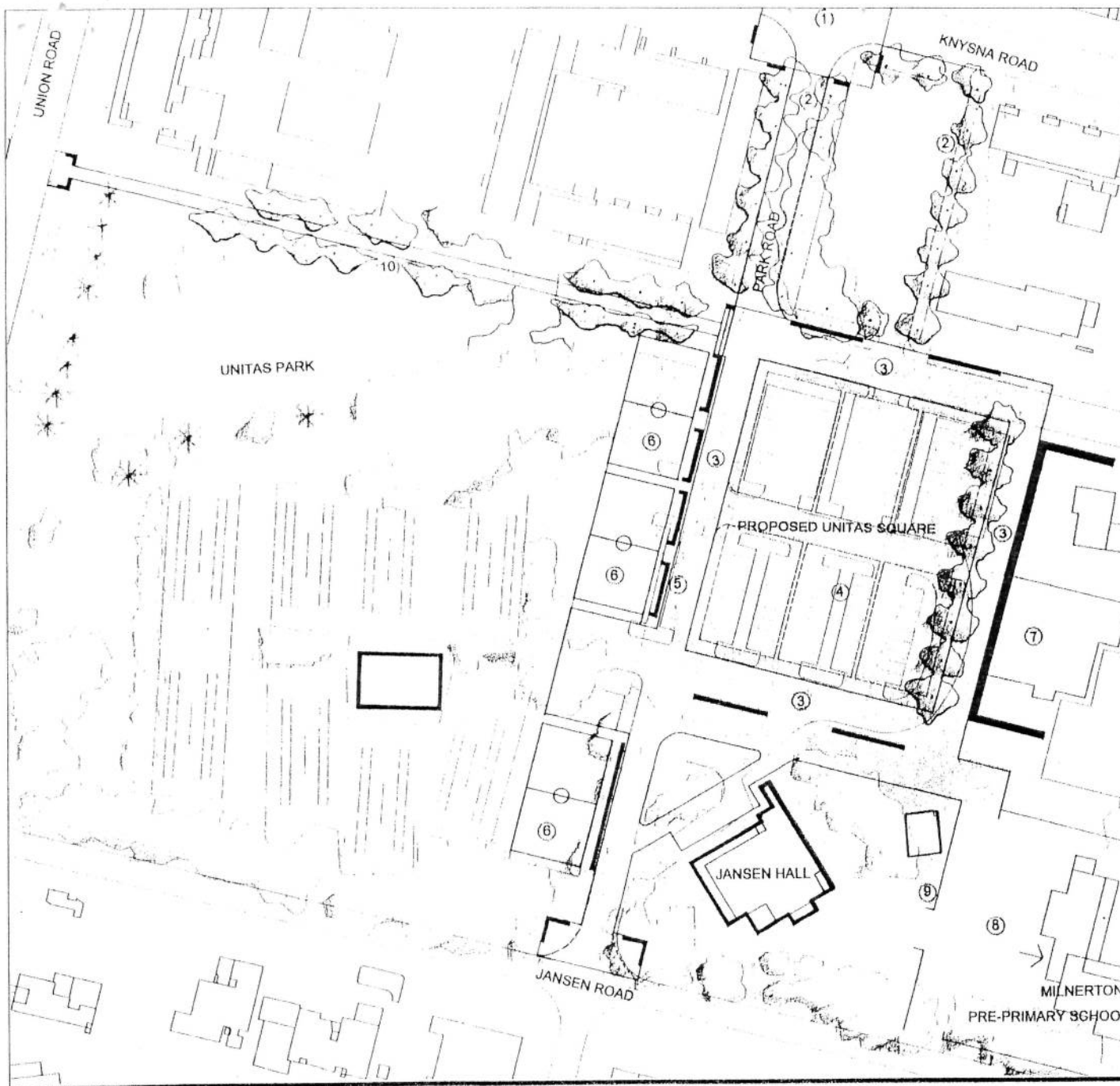
Figure 24: Spatial Principles

6.3 ACTION AREA - UNITAS SQUARE SPATIAL PRINCIPLES

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



6.3 KEY FOR UNITAS SQUARE ACTION AREA:

1. Paved intersection area to create an entry to the four properties off Knysna Road. The intersection serves to establish a pedestrian crossing for the pedestrian flows from De Grendel Road down to Knysna Road. It also serves to slow vehicular traffic in this area.
2. Reinforce the soft landscape quality of the existing parking court with additional *ficus* trees to match existing *ficus* trees.
3. Paved access areas to edge the square.
4. Laterite court area to accommodate mixed public activities including; parking, fetes, markets.
5. Brick seat-walls to define the square.
6. Proposed netball/basketball courts over the existing tarmac area.
7. Potential consolidation of and redevelopment of private land holding over time. The area could be well served by development that has a mixed-use component on the ground floor. There is also potential for an educational resource (such as a private college) that could benefit from the close proximity of sports and recreational facilities and the public hall. With emerging growth trends in the area there is a high demand for schools.
8. Proposed new entrance court to the pre-primary school. The school has developed plans to shift its primary entrance off this forecourt area and to retain the Jansen entrance as a minor service entry. The entrance court could also accommodate extensions to the school over time.
9. A visually permeable connection between the hall and the school must be maintained. Any boundary between the school and the hall in the future must be a visually permeable fence rather than a solid wall. The hall and school are in close proximity. However the hall is not used by the school because of prohibitive rental costs. Mechanisms for the school to use the hall on a regular basis at reduced rates should be explored.
10. A *ficus* avenue is proposed against the northern residential edge to the Park. The avenue would screen the private residences at the northern edge and should accommodate a laterite path for the existing pedestrian flow through the Park.

Scale 1:1 000



Figure 25: Plan

6.3 ACTION AREA - UNITAS SQUARE KEY PROPOSALS

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

UNITAS SQUARE

Three sections are developed to define the major spatial principles for the Unitas Square Action Area.

- **Figure 26:** Section through the proposed Unitas Square looking northward
This section shows the overall intention for the space extending from the current line of development to the east the parking area, down to the Unitas Park. The proposal is to establish a well defined public square that provides a hard-surface public area that can sustain a range of activities, as well as providing a positive interface to the Unitas Park.

- **Figure 27:** Detail section through the potential interface with the square and potential private development

This section serves to provide design guidelines regarding setback and height restrictions for any future development to the east of the square

- **Figure 28:** Detail section through Unitas Park showing proposed informal play courts

The section proposes a series of informal play courts between the Park and the proposed Square. The space could support an active edge for informal recreational activities.

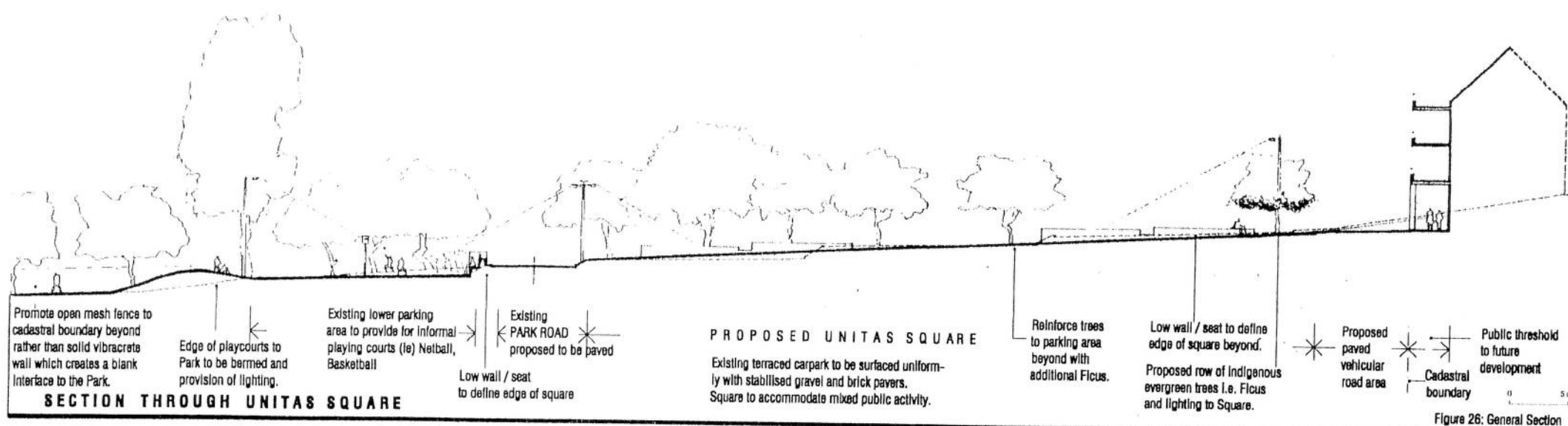


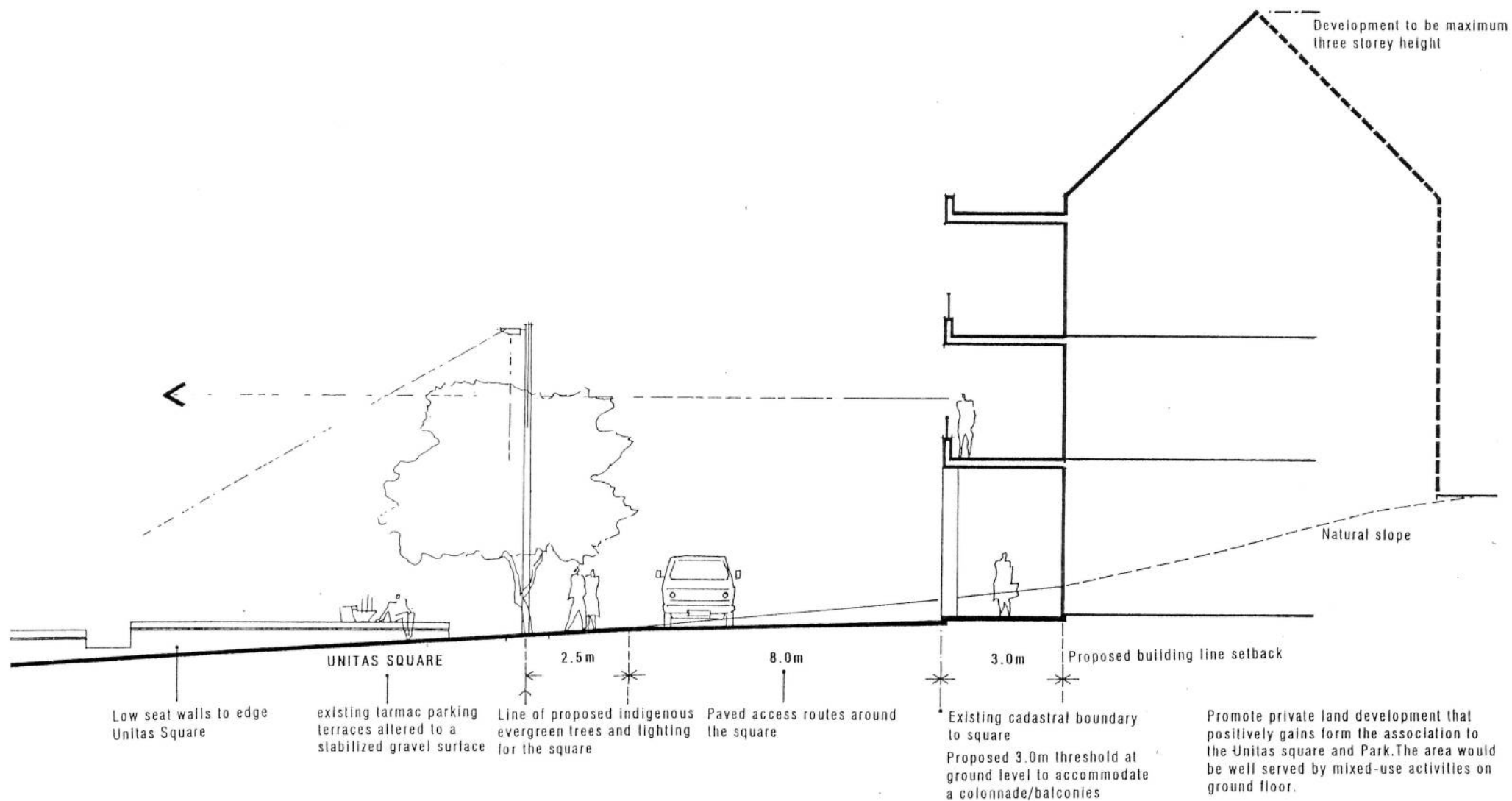
Figure 26: General Section

6.3 ACTION AREA - UNITAS SQUARE GENERAL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



Detail section through potential interface with square and potential private development

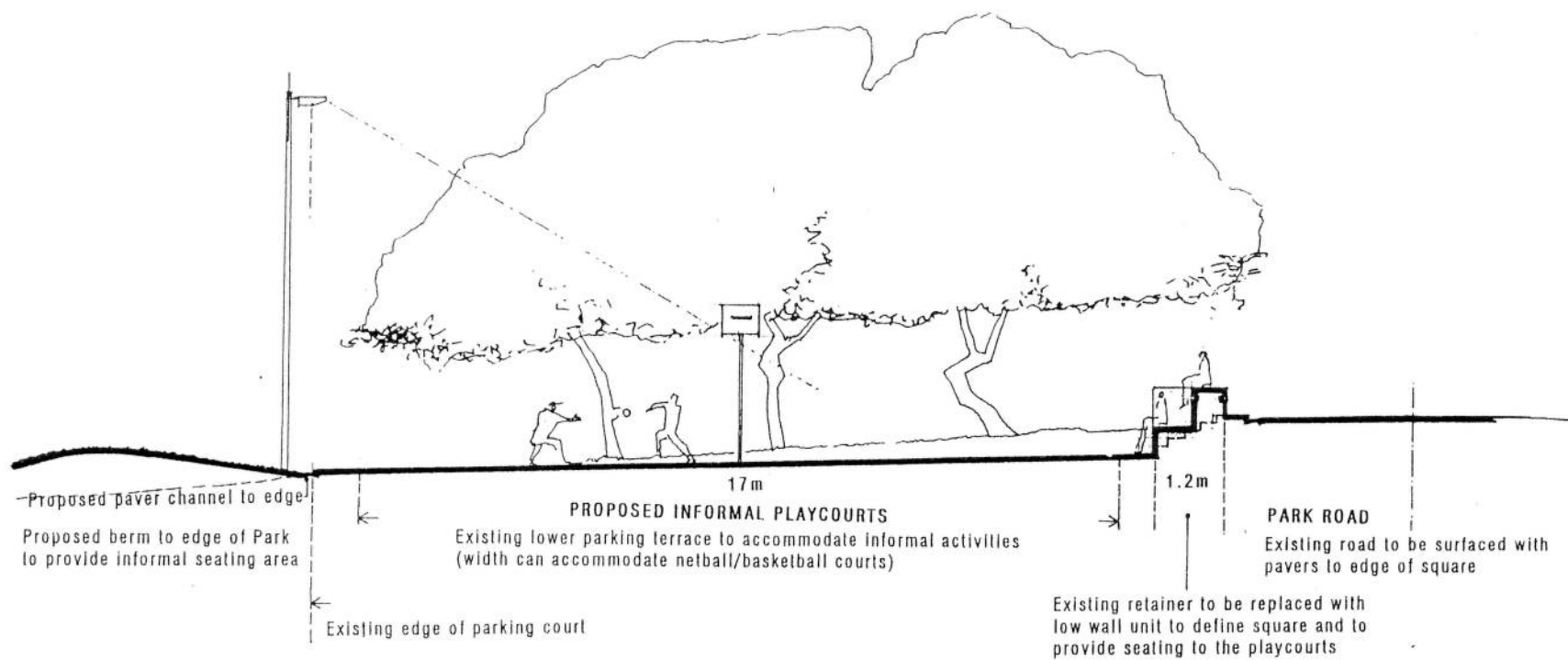
Figure 27: Detail Sect

6.3 ACTION AREA - UNITAS SQUARE DETAIL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES



Detailed section through Unitas Park showing proposed informal play courts

Figure 28: Detail Secti

6.3 ACTION AREA - UNITAS SQUARE

DETAIL SECTION

URBAN DESIGN FRAMEWORK LOXTON ROAD

AUGUST 2002

DU TOIT AND PERRIN ASSOCIATES

7.1 PROJECTS

7.1.1 THE LOXTON ROAD FORECOURT

Prioritisation

There are two key project areas identified for Loxton Road. The first is the Forecourt off Koeberg Road. The second is the streetscape off Loxton Road. While both projects are involved with the improvement of the public realm, the Loxton Road Forecourt is regarded as a priority area; it reinforces the presence of a local C.B.D along Koeberg Road, it plays an important role for commuters, it can support both formal and informal activities and it is an important intersection area for pedestrians and vehicles. Priority elements include:

- i) Improved public street lighting to either side of Koeberg Road within the Forecourt area.
- ii) Paved pedestrian crossings in the two areas as indicated on the plan, the first leading into Loxton Road, the second leading from De Grendel Road.
- iii) The provision of canopy structure for commuters and informal traders, designed to provide a positive interface to the Loxton Road Forecourt area.
- iv) The provision of a row of trees on either side of Koeberg Road to provide shade and a positive, strongly identifiable image to the Forecourt area.

Stakeholder groups

There are a number of stakeholder groups that have vested interests in the potential upgrade of the Loxton Forecourt and Loxton Road.

I) Public

The following public branches within the Blaauwberg Administration need to be involved in the upgrade of the Forecourt:

- Roads and Transportation Branch
- Estates, Legal Services Branch
- Amenities Branch

II) Private

Privately owned land abuts the Forecourt area and Loxton Road. It is essential that these stakeholders are involved in the upgrade process:

- Landowners and/or management structures and civic associations. The current proposed refurbishments by Centrepoint and Milnerton Mall also need to be coordinated within the overall upgrade.

7.1.2 THE MILNERTON FORECOURT

Prioritisation

- i) The conflict between cars and pedestrians in the Milnerton Forecourt area suggests that mechanisms for slowing traffic down along Otto du Plessis Drive in this Forecourt area is a priority. The intersection of Loxton Road and Otto du Plessis is a priority site for intervention. Intervention in this area could accommodate a highly visible, pedestrian friendly and spatially attractive gateway to both the Historic C.B.D and the Lighthouse Precinct. In addition a slowing down mechanism needs to be investigated at the intersection of Greyton Road and Otto du Plessis Drive.
- ii) The existing walkway adjacent to the Milnerton Lagoon should be expanded and upgraded to address its potential role as a wonderful public promenade.
- iii) The definition of the Forecourt through an edge of trees is a comparatively simple, landscaping programme that could be easily undertaken.

Stakeholder groups

The Milnerton Forecourt proposal is for direct public benefit and intervention should be directed by public authorities. However the Milnerton Forecourt is not merely a local/neighbourhood site and it potentially represents a substantial public space for the greater Milnerton and Blaauwberg area. It is the kind of highly visible, important project that requires a level of advocacy and championing by local councilors and local civic groups.

I) Public

- Environmental Branch
- Roads and Transportation Branch
- Amenities Branch

II) Private

The residential groups and associations that live in the areas directly around the Forecourt need to be consulted during upgrade initiatives.

7.1.3 THE UNITAS SQUARE

Prioritisation

The Unitas Precinct area represents a substantial amount of public assets including the Park, the parking areas and Jansen Hall, all of which are currently underutilised. The creation of a square is an important public investment that could serve to provide a cohesive and qualitative space to this precinct. It is possible that primary elements of the square could be developed initially. These include;

- i) An improvement in public lighting in this area.
- ii) The establishment of the low seat walls around the square.
- iii) The establishment of the three courts made over the existing tarmac area.
- iv) Paving to the access spaces around the square.
- v) Aspects such as the laterite court area could always occur at a later stage and the existing tarmac could be retained in the interim.

Stakeholder groups

The square has the potential to become a highly valued, well used public place for a range of public events. The management of such an asset is critical and it is likely that a 'board of trustees' or a cohesive stakeholder structure should be established to promote and manage the square as a facility.

I) Public

The public stakeholders in this area include the Jansen Hall Management, the Tennis Club, the Amenities Branch that looks after the Park, and the Milnerton Pre-Primary School.

II) Private

The private land holding to the east of the proposed Unitas square surrounded by Park Road, Kildare Road, Jeppe Road and Koeberg Road is under single private ownership, and is currently part of a deceased estate. The longer-term redevelopment of this property has great potential to contribute to the overall pattern of use.

7.2 THE WAY FORWARD

7.2.1 START UP ACTIONS

- i) This 'Urban Design Framework' document needs to be circulated for comment with public and private stakeholders. The comments will be attended to and a final document will be submitted to the Blaauwberg Administration.
- ii) A detailed costing of selected priority projects by the consultants needs to occur.
- iii) Limited focus group meetings with key public and private stakeholder groups need to be established to determine levels of commitment in terms of involvement and financial contributions
- iv) The projects need to be budgeted and approval for budgets needs to be obtained.

7.2.2 COST ESTIMATES

Once the officials and public have agreed on which projects are a priority, costing can occur. The recommendation of this report is that three priority projects be selected for costing:

- I) 'Loxton Road Forecourt' area,
- II) the 'Unitas Square' and
- III) the expansion of the 'Milnerton Forecourt Promenade'.

The details of the three respective projects is covered in each action area and include the priorities that have been recommended on the previous page

8. REFERENCES

Reports

- (2001, July): "Blaauwberg Spatial Development Framework, third draft", Planning Partners, Cape Town.
- (2000, October): "Urban Design Framework for Erven 10647 and 10984, Milnerton Golf Course Site and Environs", Piet Louw architects, Urban Designers, Planners with Dave Dewar City and Regional Planner.
- (2000, September): "Koeberg Road Management Strategy Report", MLH architects and planners, Hawkins Hawkins and Osborn.
- (2000, June): "Koeberg Road Management Strategy Background and Analysis Report", MLH architects and planners, Hawkins Hawkins and Osborn.
- (2000, April): "Beachfront Management Plan, Milnerton Lagoon Mouth to Dolphin Beach", OvP Associates in association with Crowther Campbell & Associates and Entech Consultants.
- (1997, December): "Milnerton and Environs Structure Plan", The Planning Partnership, Hawkins Hawkins and Osborne, GIBB Africa.