



DATE	14 December 2016
TO	Franco Prins
ATTENTION	P&BDM - District B
ERF #	Doornbach Industrial – housing

URBAN DESIGN COMMENTS ON HOUSING EXPANSION OF DOORNBACH INDUSTRIAL FOR HOUSING

1. INTRODUCTION

The proposal is proposed to the south of the current Doornbach informal settlement and is earmarked for between 600 and 1000 units.

2. ALIGNMENT WITH SPATIAL PLANNING POLICY GUIDELINES AND FRAMEWORKS

The proposal generally aligns with the provisions of the Cape Town Spatial Development Framework (2012) and the Blaauwberg District Plan (2012) (BDP). The application also talks to the work done during 2013-2015 with regards to the Local Area Planning Initiative for the wider Dunoon area.

With regards to the Urban Design policy (adopted in 2013): Internationally it has been recognised that design, and more specifically urban design, can add value to development processes and play a positive role in urban transformation. The intention of the Urban Design Policy is to guide the design process and formulation of development proposals so as to make Cape Town safer, more prosperous and more inclusive.

The following objectives and policy statements are specifically relevant:

OBJECTIVE 1: ENSURE THAT DEVELOPMENT CONTRIBUTES POSITIVELY TO THE URBAN STRUCTURE OF THE CITY, TO CREATE INTEGRATED AND LEGIBLE PLACES AND NEIGHBOURHOODS:

- *Policy Statement 1.1* - When compiling development proposals, the logic of the underlying urban structure should be communicated in a clear, rational and well-articulated manner. Proposals should demonstrate how a new development fits into and contributes positively to its surrounding context, addresses spatial, economic and social segregation, improves integration and creates more legible urban places.
- *Policy Statement 1.2* – When laying out a new development, cluster community facilities and public institutions together or locate them along the higher order structuring routes to reinforce the spatial structure (as opposed to embedding them within a residential neighbourhood). Where possible, associate public facilities with high quality open spaces to create civic precincts where building frontages define the street and the public realm.
- *Policy Statement 1.3* – The location of utility services must be considered early on in the development design process and should reinforce the primary spatial structure and not determine or limit urban form. Elements such as detention ponds and electrical substations must be intentionally located such that they do not create movement blockages, inconvenience people or create dead frontages where active interfaces are required.

OBJECTIVE 2: ENSURE THAT DEVELOPMENT CONTRIBUTES TO IMPROVING QUALITY OF THE PUBLIC REALM AND PUBLIC SPACE:

- *Policy Statement 2.1* - Open space must always be created intentionally and scaled and configured to suit the functions for which it is planned (e.g. regular geometries and to meet standard dimensions required for active recreation). Open space should never be residual or left over space.
- *Policy Statement 2.2* - Where appropriate public spaces should be associated with public institutions, community facilities, higher density developments, water courses and public roads and these public spaces should be overlooked.
- *Policy Statement 2.3* - Avoid arranging buildings or erven such that the rear / backs of private property face onto the public realm (streets or public open spaces) unless there is certainty that the buildings will be designed to provide a positive interface onto the space.
- *Policy Statement 2.4* - Design and detail public spaces to be robust and durable with low maintenance hard and soft landscaping and street furniture that is resistant to vandalism. Consider post implementation maintenance and management through the design process.

OBJECTIVE 3: ENSURE THAT DEVELOPMENTS CONTRIBUTE TO THE CREATION OF SAFE AND SECURE COMMUNITIES:

- *Policy Statement 3.1* - Optimise visual connections and increase passive surveillance of the public realm by: creating routes that have simple straightforward geometries; locating many doors, windows, balconies and terraces along the public interface; providing a mix of complementary land uses wherever possible; and creating simple designs that do not create blind spots and entrapment spaces.
- *Policy Statement 3.2* - Consciously organise space and activities to reduce the risk people, particularly the poor and vulnerable, are exposed to. Keep developments out of areas susceptible to sea level rise and flooding, prepare for climate change, avoid hazardous areas, encourage slower traffic speeds where appropriate and ensure that people can safely cross busy roads and railway lines.

OBJECTIVE 4: ENSURE OPPORTUNITIES AND AMENITIES ARE ACCESSIBLE AND THAT PEOPLE CAN MOVE ABOUT EASILY AND EFFICIENTLY:

- *Policy Statement 4.1* - Provide spatial connections between and through existing and new neighbourhoods to create, reinforce and transform, where necessary, the hierarchy of movement routes to achieve greater levels of integration, spatial continuity and improved permeability for pedestrians, cyclists and people with disabilities.
- *Policy Statement 4.2* - Recognise the generators of movement and how development proposals can change the way people move. Address dominant pedestrian desire lines by providing linkages and generous landscaped sidewalks around and to important destinations that attract high levels of pedestrian traffic. Further ensure universal access to all buildings, transport facilities and along popular pedestrian routes;

OBJECTIVE 5: PROMOTE DEVELOPMENT INTENSITY, DIVERSITY AND ADAPTABILITY:

- *Policy Statement 5.1* - Ensure that the layout of new neighbourhoods meets the needs of current and future generations by making adequate provision for the public facilities and amenities. Where these are not provided on site, safe and convenient access to facilities located nearby must be facilitated through the arrangement of urban blocks, built form and movement routes.
- *Policy Statement 5.2* - A proposal must make efficient use of its site and seek to optimise its development potential through the intensification of built form (in terms of height and coverage) in response to the elements of the urban structure. A mix of uses and activities should be proposed where viable and appropriate and the arrangement of uses on the site, or within buildings should respond positively to the attributions of the particular site and its surrounding urban context.
- *Policy Statement 5.3* - Combine open space uses like Sustainable Urban Drainage Systems (SUDS), play grounds, allotment gardens etc. to use space more effectively and increase shared use.
- *Policy Statement 5.4* - Ensure that urban blocks, individual erven, buildings and spaces are generously proportioned and designed so that they can be adapted to accommodate other uses and meet the needs of future generations. For instance: at the urban level- urban blocks should be a minimum of 30m deep to allow them to accommodate a range buildings types;

and at a building level - circulation cores should be located appropriately and floor-to-ceiling heights should allow for the adaptive reuse of the building over time.

OBJECTIVE 6: ENSURE ENCLOSURE AND POSITIVE INTERFACE ONTO THE PUBLIC REALM:

- *Policy Statement 6.1* - The orientation of new streets, urban blocks, plots and buildings should recognise the historic street pattern, reinforce the existing or proposed urban structure and respond positively to environmental conditions such as orientation, rain and wind patterns so as to maximise levels of comfort for the pedestrian and make places that are pleasant to be in.
- *Policy Statement 6.2* - Locate buildings so that they have a positive relationship with the street. Wherever possible buildings should be located as close as possible to the street boundary and/or along the edge of an open space to define and provide enclosure to the public realm. Where the use of the building allows, the facade of the building should be used to define the public realm and public spaces.
- *Policy Statement 6.3* - Design and articulate the interface between the public and private realms to ensure active and lively building frontages. Blank facades and parking fronting onto the street should be avoided.

OBJECTIVE 7: DEVELOPMENT SHOULD RECOGNISE AND RESPOND APPROPRIATELY TO INFORMALITY:

- *Policy Statement 7.1* - Respond proactively to informality at site level by focusing on interventions within the public environment and in response to the ways the sites are used on a daily basis. Such interventions could include the formalisation of movement routes, the provision of public facilities and the provision of basic infrastructure and services in a manner that creates social gathering places or places to trade.
- *Policy Statement 7.2* - Prioritise public health and safety measures around areas where informal trading is common and within informal settlements by upgrading the public environment to mitigate natural hazards and man-made risks, by ensuring adequate access for emergency services, regular fire breaks and public lighting in high crime areas.
- *Policy Statement 7.3* - Plan for economic activity and sustainable livelihoods wherever possible in the layout of new townships by zoning land appropriately and in response to opportunities and constraints of a particular site. Further ensure that programmes and strategies are put in place so that the spaces and buildings are used by the communities they were intended to serve and on a sustainable basis.
- *Policy Statement 7.4* - Plan for micro enterprises and informal traders around higher order activity generators (urban nodes and around public institutions and interchanges) which attract high levels of pedestrian traffic. This may include identifying locations for trading stalls and ensuring small units within the retail mix.

OBJECTIVE 8: DEVELOPMENT SHOULD PROTECT, VALUE AND ENHANCE THE NATURAL ENVIRONMENT THROUGH SUSTAINABLE DESIGN:

- *Policy Statement 8.1* - Protect and enhance environmental resources, green open space systems and ecologically sensitive areas. Ensure that these are suitably integrated into the design of new developments with suitable setbacks and buffers and ensure that buildings relate positively to open space systems through the arrangement of built form and the design of its interface with its associated landscape.

Please also refer to the [Safer Cities Guidelines](http://www.capetown.gov.za/en/Planningportal/Documents/Design%20and%20Management%20Guidelines%20for%20a%20Safer%20City.pdf). The City is in the process of developing a comprehensive series of strategies and guidelines to tackle crime and improve safety. This includes a broad spectrum of interventions including situational, social and institutional crime prevention initiatives. The "Design and Management Guidelines for a Safer City" focuses on situational crime prevention and crime prevention through environmental design (CPTED). It provides guidance to home owners, local communities, business owners and City officials in developing plans which increase levels of safety for all:

<http://www.capetown.gov.za/en/Planningportal/Documents/Design%20and%20Management%20Guidelines%20for%20a%20Safer%20City.pdf>

3. DISCUSSION

We welcome the utilisation of existing, well-located land in close proximity to existing communities:

- 1) Doornbach re-blocking: The current plan proposed for Doornbach is based on the existing structure, but restructured to create a more legible urban pattern. It is based on a main spine running from the mixed use Shared services precinct (along Postdam Road) toward the Diep River green corridor. Along this spine (in the residential area) are 2 key nodes: one for higher density development that could result in ground floor retail/offices (blue on plan below) related to space for an ECD. The second is closer to the Diep river corridor and offers open space along the spine.

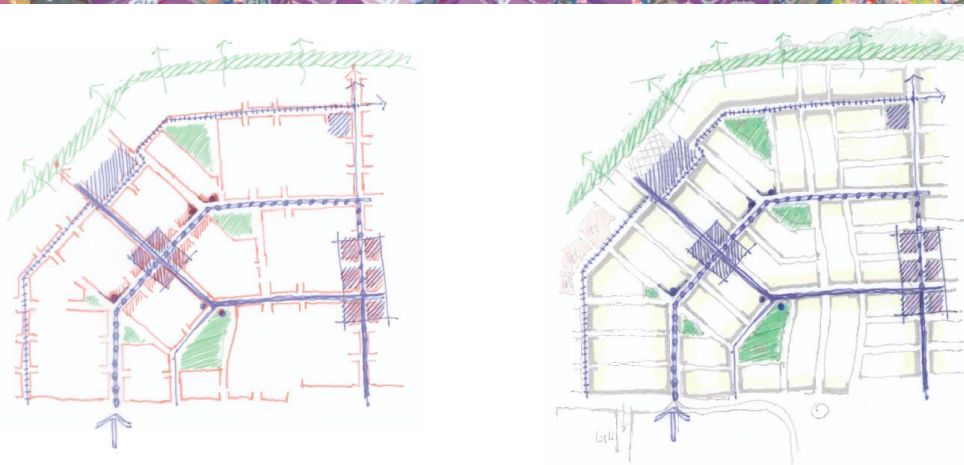
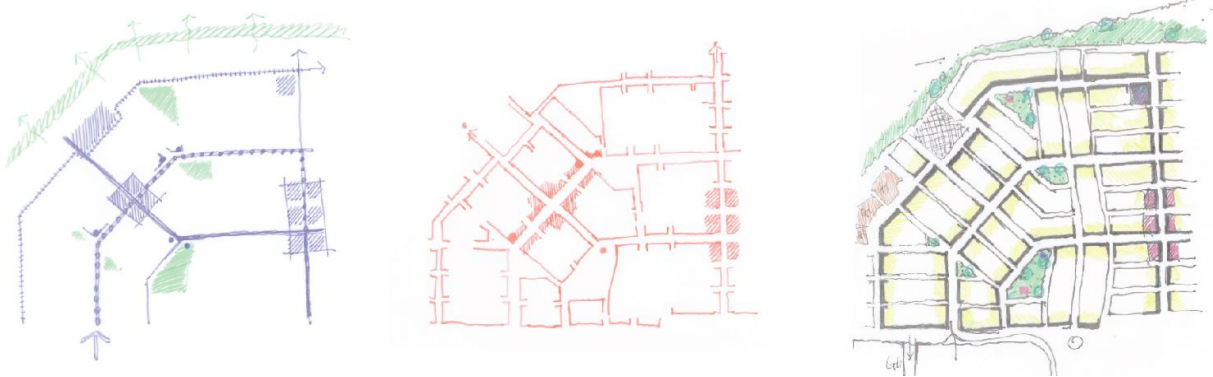


- 2) The proposal now is to extend this residential area towards the south into the industrial land parcels (overlays was created very quick so please excuse rough alignments).

The current layout is trying to acknowledge and back the 2 areas onto each other, i.e. Doornbach itself (referred to from here as Doornbach north) and Doornbach Industrial housing (referred to from here as Doornbach south). The linking of these 2 areas is however merely backing onto each other, and we believe the opportunity to really integrate communities (as per IDP and other policy directives) lies in the underlying structure and connections between the 2 areas. Unfortunately Doornbach south seems to be working off a less defined structure, yet acknowledges the topography and existing constraints on the site. We would like to offer an alternative layout that still utilises most of the principles of the proposed structure, but that links and integrate the two parts of Doornbach through a more logical structure or hierarchy. That could mean that the 2 areas actually reads as one community rather than 2 separate communities. And in the fullness of time, this structure will support a well-balanced, integrated community through a logical, well-defined and legible structure that could be built upon.



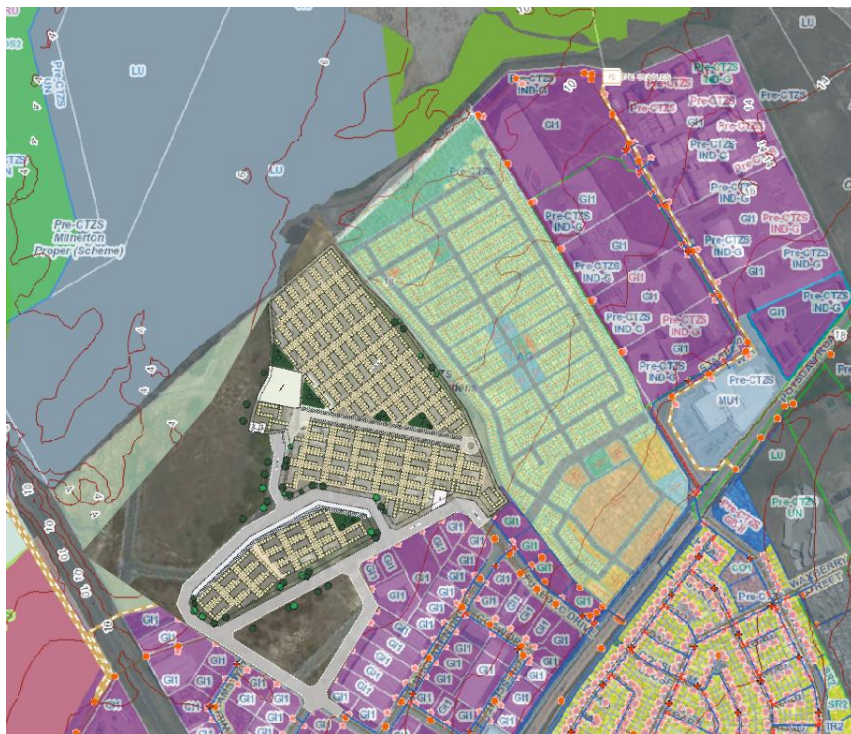
1) movement hierarchies and 2) public spaces along these routes to give direction and legibility. Some small adjustments to current road layouts could assist with this.



- 3) With regards to the higher density proposal we feel very strongly that there should not be an either or.

The development numbers could be pushed up by having a combination of the lower order and higher order housing opportunities. The key principles here would be: a) movement hierarchies and b) public spaces along these routes to give direction and legibility. Some small adjustments to current road layouts could assist with this.

Note the key public space at the intersection of the 2 developments, i.e. bringing them together and creating a whole (not Urban Design Policy main overriding principles).



This Policy is underpinned by the spatial development principles set out in the CTSDP (2012, Section 1.2.3, pg 9). These should be used to guide the development and assessment of proposals with particular emphasis on the principles listed below.

3.1 The greater public good

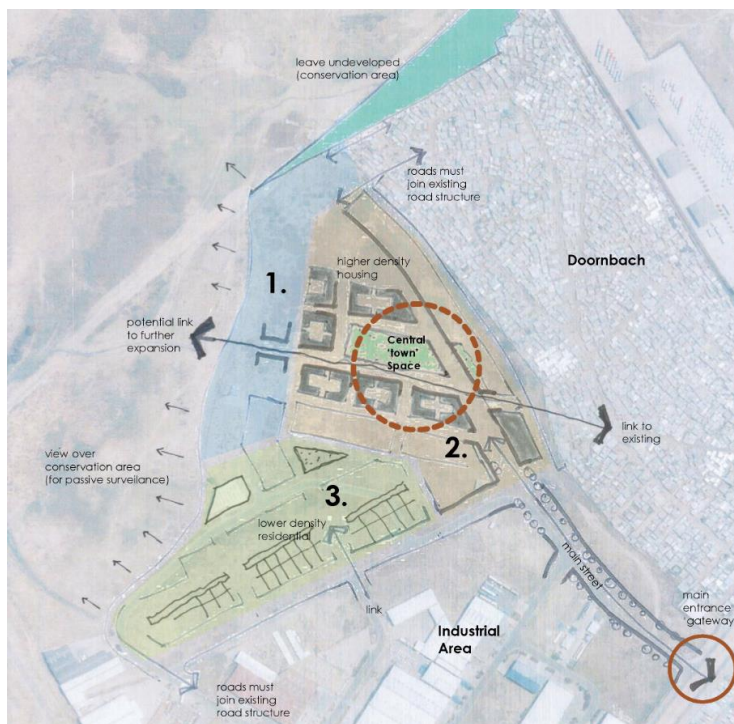
Cities are places where people come together to enjoy the benefits of living and working in close proximity to others. Through the arrangement of activities, built form and open space, urban development must ensure that these benefits are accessible to all and generate further opportunities for social and economic development. Sustainable development can only result when there is an improvement in the environmental, social and economic situation, and whether driven by the public or private sector, the objective should always be to create a better city for all to enjoy and benefit from.

3.2 The “whole” above the “parts”

Urban environments are constantly under pressure to change and meet a multitude of often conflicting demands. Due to the complex and interrelated nature of urban environments, the optimisation of one component of an urban system could have detrimental impacts on other related parts of the same system. In order to maintain a dynamic equilibrium it is therefore necessary to focus on the overall performance of the whole, not the optimisation of individual parts. Urban design therefore seeks to take an informed and balanced approach to the short term needs of today and the long term opportunities, capacities and limitations of the environment and future generations.

3.3 Identity, Context and Place making

The city's identity changes over time through the transformation of the natural, historical, social and economic environments. This change results from thousands of independent decisions and actions at project level. Every design proposal should appreciate this context. "Place making" is conscious of this layered identity and places people and their experience of their urban environment at the centre of the design process. Without thorough analysis and an understanding of how a proposal fits into the bigger picture, any development initiative is at risk of being irrelevant, inappropriate or of compromising the performance and quality of the whole.



PRINCIPLES

1. Have a central spine street with secondary streets and a rational road layout
2. Create a central green space (combine drainage and ponds)
3. Align new road structure with the existing where possible
4. Mix the densities of the units and erven (denser in the centre close to the central space)
5. Break the area up into smaller neighbour hoods and character areas (eg areas 1, 2 and 3)

4. CONCLUSION

The Spatial Planning and Urban Design Department supports the application on condition that:

- 1) there are no/ very limited urban blocks that backs onto streets
- 2) the 2 Doornbach communities are integrated via the structure of the layout
- 3) Key design principles are utilised to ensure a 'whole greater than the parts'.

Kind regards,

Liesel Kruger-Fountain

for: URBAN DESIGN

obo SPATIAL PLANNING AND URBAN DESIGN DEPARTMENT