

# Voortrekker Road Corridor Cape Town, South Africa

November 10–13, 2014



# Voortrekker Road Corridor Cape Town, South Africa

Setting the Stage for the Future

November 10–13, 2014

# About the Urban Land Institute

**THE MISSION OF THE URBAN LAND INSTITUTE** is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both the built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 34,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

Cover: Beth Silverman

© 2015 by the Urban Land Institute  
1025 Thomas Jefferson Street, NW  
Suite 500 West  
Washington, DC 20007-5201  
USA

All rights reserved. Reproduction or use of the whole or any part of the contents without written permission of the copyright holder is prohibited.

# About ULI Advisory Services

**THE GOAL OF THE ULI ADVISORY SERVICES** program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a three-day panel assignment is intensive. It includes an advance review of a comprehensive briefing book prepared by the sponsor to highlight relevant background information, data, plans, and studies related to the panel assignment; an in-depth briefing, a site tour, and meetings with sponsor representatives; interviews with key community representatives; and a day of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration,

participants in ULI's three-day panel assignments are able to make accurate assessments of a sponsor's challenges and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

## ULI Program Staff

Gayle Berens  
*Senior Vice President, Education and Advisory Group*

Thomas W. Eittler  
*Vice President, Advisory Services*

Beth Silverman  
*Director, Education and Advisory Services*

Daniel Lobo  
*Director, Awards and Publications*

Kathryn Craig  
*Senior Associate, Education and Advisory Group*

James A. Mulligan  
*Senior Editor*

Laura Glassman, Publications Professionals LLC  
*Manuscript Editor*

Betsy Van Buskirk  
*Creative Director*

Deanna Pineda, Muse Advertising Design  
*Graphic Designer*

Craig Chapman  
*Senior Director, Publishing Operations*

# About the World Bank

**THE WORLD BANK, ESTABLISHED IN 1944**, is a vital source of financial and technical assistance to developing countries around the world. The World Bank is not a bank in the ordinary sense, but rather a unique partnership whose goals are to reduce extreme poverty and promote shared prosperity globally. The World Bank Group comprises five institutions managed by their member countries, each with a specific role aimed at the achievement of these twin goals.

In South Africa, the World Bank has partnered with the Cities' Support Programme unit of the National Treasury through an advisory services agreement. These advisory services are provided to National Treasury and participating metropolitan areas across six thematic areas and draw on the Bank's global experience and network of urban experts.

The six thematic areas of advisory services are the following:

- jobs and competitiveness;
- urban renewal and infrastructure;
- land and housing markets;
- public financial management and governance;
- integrated urban transport planning; and
- environmental and social management of urban investments.

# About the Cities' Support Programme

**THE CITIES' SUPPORT PROGRAMME (CSP)** is a unit within the National Treasury that provides a range of support mechanisms to metropolitan municipalities and the broader intergovernmental environment in South Africa. These mechanisms are aimed at:

- creating an enabling intergovernmental environment for city transformation through changes in the policy and regulatory environments;
- restructuring the fiscal and financial framework for cities; and
- providing an integrated package of implementation support to cities.

# Acknowledgments

**ON BEHALF OF THE URBAN LAND INSTITUTE**, the panel would like to thank the many individuals who assisted with this process, including the Cities' Support Programme of National Treasury, specifically David Savage; the city of Cape Town's Spatial Planning and Urban Design Department: Lance Boyd, Danette De Klerk, Jaïpe Hugo, Antony Marks, Claus Rabe, Catherine Stone, and Nigel Titus; and the World Bank: Gary Goliath, Zena John, Julian Palma, Valerie Santos, and David Sislen.

The panel also thanks the 36 leaders and representatives from the community, local businesses, and organizations and others who agreed to be interviewed and gave their time and energy to the panel process.

# Contents

ULI Panel and Project Staff .....	8
Background and the Panel's Assignment .....	9
Review of Process and Methodology .....	12
Communicating the Process .....	14
Citywide Initiatives .....	17
Strategies for Regeneration .....	19
Conclusion .....	31
Additional Resources.....	32
About the Panel.....	33

# ULI Panel and Project Staff

## Panel Chair

Patrick L. Phillips  
Global Chief Executive Officer  
Urban Land Institute  
Washington, D.C., U.S.A.

## Panel Members

Kamuron Gurol  
City Manager  
City of Burien  
Burien, Washington, U.S.A.

Tara Hernandez  
President  
JCH Development  
New Orleans, Louisiana, U.S.A.

Thomas Kronemeyer  
Associate Principal  
Community Design + Architecture  
Oakland, California, U.S.A.

Anthony Mallows  
Director of Masdar City  
Abu Dhabi, United Arab Emirates

Herman Pienaar  
Director, City Transformation and Spatial Planning  
City of Johannesburg  
Johannesburg, South Africa

## ULI Project Staff

Beth Silverman  
Director, Education and Advisory Group

# Background and the Panel's Assignment

**THE CITIES' SUPPORT PROGRAMME** is a unit within National Treasury that provides technical assistance to cities in South Africa. This assistance is aimed at helping cities manage the built environment in a way that promotes economic growth, job creation, access to basic services, environmental sustainability, and public accountability. This support includes the creation of more efficient cities that acknowledge the links between transport, housing, and social infrastructure. The Cities' Support Programme's objectives are to strengthen governance capacity over a range of management areas (planning, financial, and so on), to orient cities toward integrated management of the built environment, and to align the built environment sectors with various fiscal, regulatory, and support instruments.

The city of Cape Town's Spatial and Urban Design Department (SPUD) is in the midst of developing a strategic plan for the Voortrekker Road Corridor (VRC), an approximately 82.4-square-kilometer (31.8 sq mi) corridor located between Salt River Circle and Stikland Bridge in the central core of the city. Bounded to the north by the N1 highway,

Voortrekker Road is one of the city's oldest transportation routes and the site of much of Cape Town's early commercial development. The VRC of today is the product of decades-long urban development. As Cape Town's highway system continued to develop, the area around the VRC changed. No longer the bustling commercial hub it once was, the VRC saw many of its commercial and industrial areas decline as some established businesses relocated to more modern developments located closer to the N1 near highway off ramps and junctions. Despite this decline,



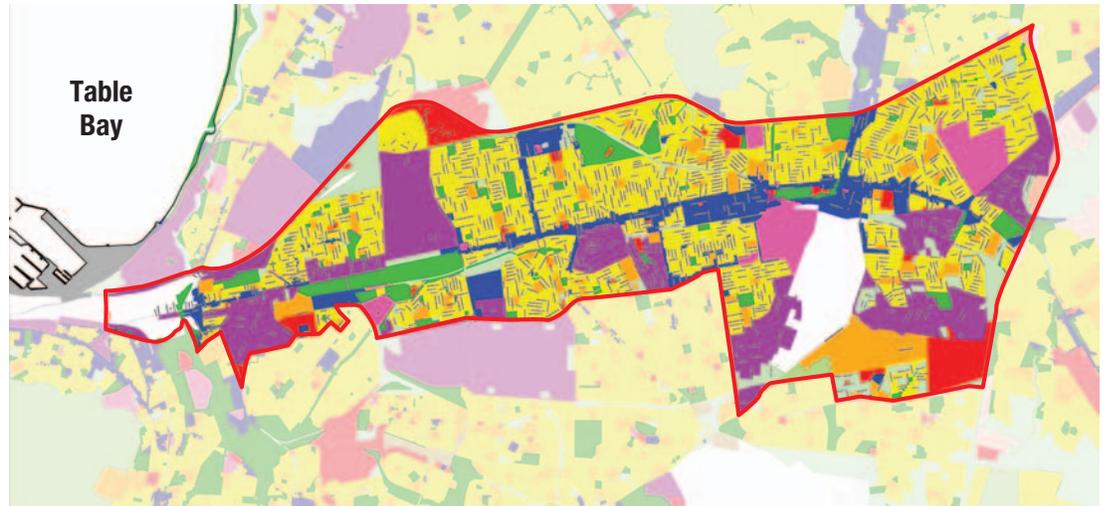
*Cape Town and its surrounding region.*



CITY OF CAPE TOWN, SPATIAL PLANNING & URBAN DESIGN DEPARTMENT

*The panel's study area, outlined in red.*

The Voortrekker Road Corridor is largely characterized by commercial land uses, with residential uses to the north and a mix of residential and industrial uses to the south.



- |   |  |
|---|--|
| Airport, including airfields  | Military   |
| Commercial—office, retail, neighborhood centers, warehousing, light industry, hotels, etc.                    | Mineral extraction   |
| Conservation and nature areas—declared national parks or any official nature reserves in terms of legislation | Public facilities—community facilities such as town halls, libraries, and community halls  |
| Education—schools, colleges, and universities   | Rail facilities  |
| Harbor  | Residential—only formal houses, including churches, creches, corner shops, cafés, and play parks   |
| Health services—hospitals and clinics   | Rural and agriculture—farms and small holdings   |
| Industrial—manufacturing  | Undeveloped land—all undeveloped land zones for purposes other than private and public open space and sports fields  |
| Informal housing—mainly shacks  | Urban open space—public open spaces that are larger than neighborhood play parks, plus all sports fields not part of educational facilities, caravan parks, golf courses, etc. |
| Institutional—water works, sewerage works, waste dumps, and government and municipal services                 | Bodies of water  |

opportunity still exists to generate employment and create dense developments located in tandem with transit nodes.

SPUD has reached a stage in its planning process to step back and assess its proposed process and methodology before moving forward with the development of a strategic vision and subsequent strategy and implementation plans.

### The Panel’s Assignment and the Study Area

Described as the urban core corridor of Cape Town, the VRC consists of the railroad corridor between the Cape

Town and Bellville central business districts (CBDs) along Voortrekker Road. The VRC extends from the N1 highway to the north and the R300 highway to the east, and it has a significant southern boundary, including tertiary institutions (i.e., University of the Western Cape and Pentech), the Parow industrial area, Mutual Park, and Ndabeni. The city asked the panel to focus its comments on the core study area located on the land on either side of Voortrekker Road (the study area), where land uses tend to be largely commercial. Generally, land to the north of these commercial uses tends to be residential in nature, whereas uses to the south are a mix of residential and industrial development. The

panel restricted its analysis primarily to the corridor but also evaluated the larger context of the study area itself.

The sponsor, a team composed of the National Treasury's Cities' Support Programme and the World Bank, working with SPUD, requested that the Urban Land Institute conduct an Advisory Services panel focusing on the VRC and its subareas to the north and south.

The panel was asked to respond to the following:

- Review the current project process and methodology for the VRC strategy.
- What land use changes or other interventions could be catalysts for regeneration in the VRC context?
- What public sector actions can help leverage catalytic development and interventions?

## Summary of Key Findings

This report begins with an overview of the panel's key findings, continues with a review of SPUD's process and methodology, and concludes with a discussion of potential strategies for regeneration and key areas for catalytic development.

The panel recognizes the excellent planning represented by SPUD's efforts to date, both in general and specifically in its *Voortrekker Road Corridor Integration Zone: Inception Report*, *Voortrekker Road Corridor Strategy*, and *Investment Plan Scope of Works*, and the fact that the city sees great possibilities for future redevelopment in this area.

The panel completed a comprehensive review of SPUD's process and methodology to date and developed key feedback and recommendations (more specific recommendations and priorities are included in the conclusion of this report), including the following:

- SPUD's diagnostic work is high quality, comprehensive, and technically sound.

- Additional market data and community input would add great value to the work already completed.

- It is not too early to plan and begin a community engagement process to help clarify goals and objectives, to solidify political support for the planning process, and to begin to generate some private sector confidence and enthusiasm about new development in the study area.

- The city-led planning process can be more simply and more effectively communicated to decision makers and to the public.

- It would be appropriate to begin building a framework for plan implementation.

- Close coordination should be ensured with similar planning efforts now underway for the Metro South East Integration Zone, the southeast corridor study.

Partnerships are critical. Universities, major employers, and other public agencies at the federal and provincial levels, who often are major landowners and influence policy decisions, are important and should be included in the planning process. The major opportunity areas in the corridor, for which short-, medium-, and long-term development potential should be identified, are in Bellville, Tygerberg Hospital complex, and Wingfield.

# Review of Process and Methodology

**THE PANEL WAS ASKED TO REVIEW** and offer feedback and advice regarding the planning work that has been completed to date. The panel reviewed three key pieces of work: *Voortrekker Road Corridor Integration Zone: Inception Report*, *Voortrekker Road Corridor Integration Zone: Status Quo Analysis*, and *Voortrekker Road Corridor Integration Zone: Functional Area Analysis*. These are the primary diagnostic pieces of work completed at this preliminary stage of SPUD's process.

## Status Quo Analysis

The panel believes this work is comprehensive, well documented, clearly presented, and integrated. The panel applauds SPUD's work to date and the creative development of the Economic Areas Management Programme, which is an innovative and useful tool to begin to examine current market performance and growth potential.

However, an immediately striking feature of SPUD's work is its limited perspective on development activity and property market dynamics in the corridor as well as perceptions of the VRC by the development community and

current and potential users. The panel believes that deeper exploration of market factors, particularly an understanding of land economics, supportable costs and revenues at different scales of development, and land values would add significant depth to the city's work at this stage of the plan. For example, the panel did not have any data related to commercial property transactions, because this information is not catalogued on a regular or systematic basis as far as the panel was aware.

The absence of this information may reflect the fact that, although some outreach to the development community has taken place, no central structure seems to exist for continuous dialogue between the development community and internal, public decision makers.

The panel also understands that some attention has been given to activities of the major stakeholders in the corridor—including the railroads and transit agencies, the universities, and the hospitals; however, the work done to date does not sufficiently address, nor was it probably designed to address, the motivations and plans of those groups. These groups will be critically important going forward. It would be appropriate to develop a community engagement process, including formal discussions or meetings as well as more informal forums, such as monthly developer and business discussions. The latter can provide a forum for the city to listen to the business and development communities and to better understand these inputs while simultaneously building political support for the planning process and generating confidence and enthusiasm in these stakeholders about change in the study area. Although beyond the scope of this panel assignment, the city should ultimately consider developing and implementing a more detailed community engagement plan.



CITY OF CAPE TOWN, SPATIAL PLANNING & URBAN DESIGN DEPARTMENT

A contextual view of the panel's study area.

## Functional Area Assessment

The panel also reviewed SPUD's functional area assessment, a two-step process to begin preliminary identification and analysis of areas of need and potential, ultimately informing prioritized future planning opportunities and interventions. The functional area assessment provides a clear, mapped synthesis of the status quo analysis, reflecting a strong starting point for the plan. The process has been well managed, and the evaluation criteria appear strictly and consistently applied. Assumptions are clearly documented. The panel does have some cautionary feedback regarding use of the functional area assessment. First, the criteria and supporting data are inherently limited, reflecting only the information currently available, some of which may be dated. Second, the analysis is static, reflecting only current conditions or a best estimate thereof. The assessment does not reflect potential changes in macroeconomic conditions. To truly consider the ultimate potential of the site, the assessment should reflect potential "game-changing" interventions, such as infrastructure investments, changes in levels of services, or expansion of a major institution.

Moving forward, allowing further analysis of the existing and planned physical, land use, and community structure of the VRC to override the boundaries used for defining the functional areas will be important. A case in point is boundaries that follow the alignment of streets. From an urban design perspective, streets are more successful if they act as seams in the city fabric rather than as separators. Streets that form seams hold together the neighbor-

hood fabric that stretches along both sides. In contrast, streets with drastically different land use character along each side are often perceived as separators and barriers to community life. Therefore careful consideration of the alignment of the functional area boundaries is an important initial step in analysis. It should precede final delineation of future planning units or the desired community structure for the area—even though many of the boundaries may eventually coincide with such future planning units.

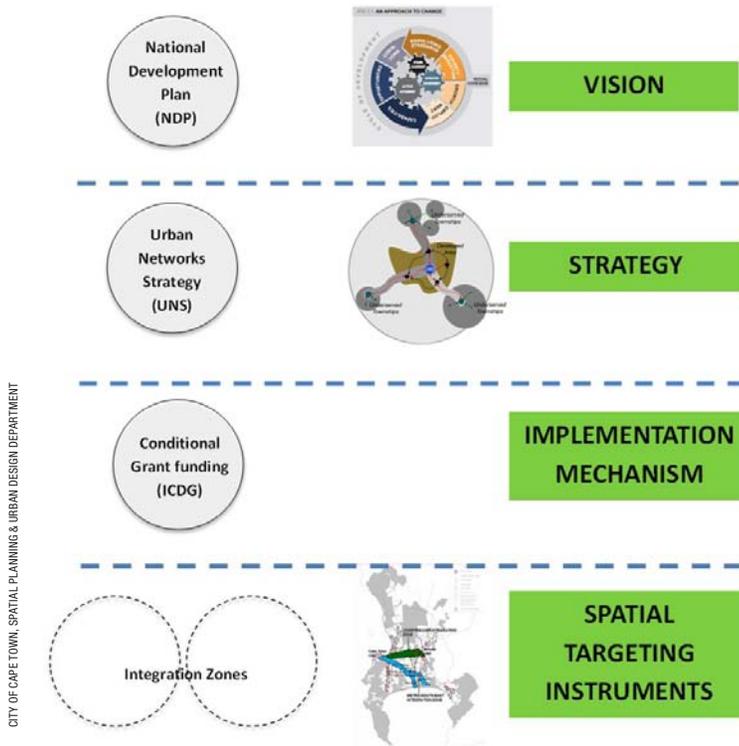
The functional area assessment does, however, provide a valuable opportunity for synthesis and judgment that the panel expects the planning process to tackle next.

# Communicating the Process

**CAPE TOWN ASPIRES TO FULFILL** the vision of a post-apartheid city as set forth in the National Development Plan. The VRC represents an opportunity to realize that vision. Among many other elements, achieving that vision involves more effective provision and stronger use of public transportation; the rail lines and potential bus rapid transit in the VRC represent strong opportunities to provide this service. The vision also requires improving access to and broadening housing choices, improved opportunities for new and better jobs, and economic development balanced with environmental sustainability.

To complement the stakeholder interviews and visit to the study area during the three-day panel process, city staff produced a wide variety of tabular and map-based data

and analysis for the panel to review. The panel found the analysis and data to be well documented and reasonable. However, more synthesis—qualitatively evaluating the data to interpret meaning, significance, and relationship to the policy goals and drivers—is needed to effectively inform the planning process. Community members and elected leaders need staff support to help interpret large amounts of data, to sift through what is important and what is noise, and to focus attention on the most important aspects requiring further investigation. Staff in turn needs to have the trust and confidence of those leaders and stakeholders to perform those tasks honestly and accurately. The panel found a highly qualified group of city planners and analysts, committed to the task of helping the community achieve the vision in a thoughtful and fact-



*During the panel, SPUD provided an in-depth briefing on the study area context as well as the national strategy context, which is illustrated in this infographic.*

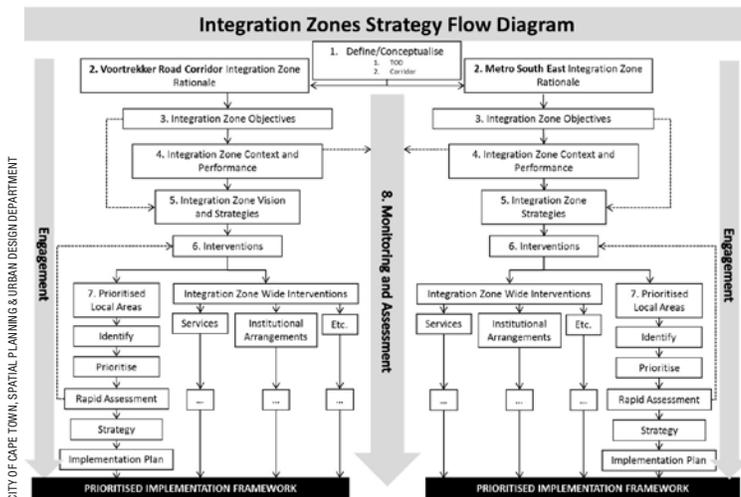
informed manner. Yet a communication gap appears to exist between staff, other agencies, elected leaders, and the development community. Partly this disconnect is about the highly technical nature of the planners' vocabulary and communication tools.

As noted earlier, one of the panel's major recommendations is to supplement the analysis performed to date with market intelligence—for example, current information on area property transactions and major pipeline projects—from landowners, real estate experts, and developers and to include the development and economic perspective more effectively in the planning process. As part of this process, the city has the chance to ask how the market sees Cape Town generally and the VRC specifically. As important as the market perspective are the aspirations of community members and stakeholders along the VRC. Although some of this work may have been done or is in process, the panel was not provided with input or feedback from these sources. A review of the planning process diagrams, which indicate movement from data collection and analysis directly to intervention strategies, has led to a perception among the panel members that some important parts of the planning process have not yet been fully included in SPUD's work.

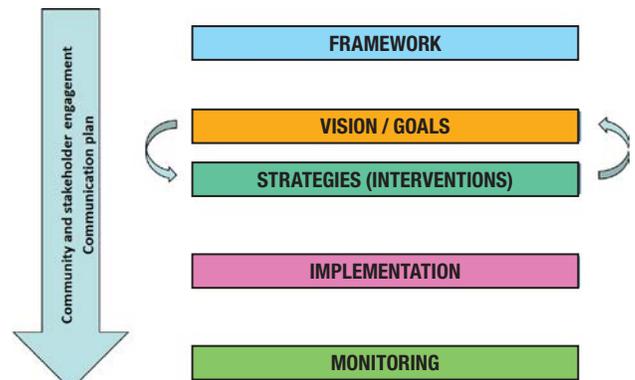
The panel was provided with a flow diagram (below, left) that outlines the city's integration zones strategy, part of

the National Treasury's Integrated City Development Grant that provides incentives to municipalities that have identified specific integration zones or those prioritized areas that offer opportunities for coordinated public interventions to promote more inclusive and sustainable forms of urban development, but the panel found this diagram more confusing than helpful. The panel believes this information can be demystified and simplified, thereby better communicating the city's strategy. The panel encourages the city to think about a strategic planning process that might be easier for a member of the public, a landowner, a developer, or a stakeholder to engage with. As illustrated in the diagram (below, right), the panel put together a proposed process that incorporates many of the original elements but in a streamlined diagram. Although a visual diagram helps clarify major process phases, SPUD must also describe the purpose or outcome of each phase so that both the city's technical team and the stakeholders are clear on what each phase tries to achieve.

In addition, no overall narrative vision has been developed for the area. As the saying goes, "If you don't know where you're going, any road will take you there." The panel sees an opportunity to provide more direction for the planning process by developing an early vision statement to guide staff work and community input. Creating a draft vision statement would appear to be an appropriate and helpful contribution from elected leaders and would help improve



The integration zones strategy is part of National Treasury's Integrated City Development Grant. The Integration Zones Strategy Flow Diagram (left) outlines the city's current strategy. The panel developed a process diagram (below) to help clarify and simplify the strategy.



the quality and resonance of the eventual planning products, especially when they are ready for final review and adoption. The panel believes that throughout the planning process an opportunity exists to see this exercise of outlining vision, goals, and strategies as an intuitive process. The city can revisit and refine any plans as it proceeds, but providing a clear roadmap from which to start is critical. Simply stated, a clear vision that is clearly communicated is necessary.

### **Sample Vision: A Transformed VRC**

In 2035, the communities along Voortrekker Road have been transformed economically and socially, and residents and businesses feel valued, successful, and integrated within the Cape Town community. Good local jobs were created, and businesses are thriving with new customers because of the innovative partnerships between the city, local universities, and existing and new companies. The transport system works smoothly and reliably for local residents as well as commuters passing through. Important environmental resources have been restored and now offer clean water and welcome open space for public enjoyment. New housing choices have been created, and neighborhoods offer a safe, inclusive, and comfortable environment to raise a family.



# Citywide Initiatives

**ONE OF THE VRC'S GREAT ADVANTAGES** is its variety of potential public sector and institutional partners, including universities, hospitals, the Passenger Rail Agency of South Africa, and national defense agencies. With these partners, Cape Town can create and leverage partnerships for land development. To be successful, however, the goals and plans of the potential partners need to be aligned. The panel identified several opportunity areas and sites along the VRC, such as Bellville and Wingfield, that have the potential to become catalysts for transformative changes along the corridor. However, because of the complexity of planning and implementation issues typically associated with sites of such scale, "champions" for their development or redevelopment will need to be identified from among those agencies and the communities along the VRC. Such stakeholders will be able to advocate for and hold decision makers accountable to deliver real change in land use, infrastructure, and community improvements. A large part of the city's role will be to secure budgeted funds, improve or refine codes and processes, and perhaps most important, align the work of a variety of city agencies and private sector partners to communicate opportunities and to deliver real results.

## Setting the Stage

Developers tend to favor certainty of outcome ("just tell me what I need to do") while desiring flexibility to deviate from rigid standards when alternative means or standards are available and appropriate. The panel heard from a number of developers that they too often see "regulatory spaghetti" and have concerns about the cumulative effect of expansive regulations on the viability of new projects.

Some peer jurisdictions, such as the city of Johannesburg, have sought to actively listen to permit applicants and have established developer and business forums to provide a



*The panel encourages the city to take advantage of fostering partnerships in the VRC with both public sector and institutional partners, including hospitals, universities, and other public agencies.*

venue for input and feedback. The panel recommends creating a similar forum for SPUD and the local development and business communities. In addition, permit-process mapping and streamlining efforts by SPUD and other agencies should be strongly considered to allow city staff, especially frontline staff who work directly with permit applicants, to identify opportunities to reduce or eliminate unnecessary duplication.

Beyond instituting clearer communication channels with the development community, the panel recommends the city prioritize the following:

- Develop a policy-driven capital program, where capital projects are aligned with policy goals and objectives. Consider prioritized investments in improved public spaces, upgraded sanitary sewers and storm sew-

ers, complete streets (streets planned, designed, and operated to facilitate safe and convenient access for all users, including bicyclists, pedestrians, motorists, and transit riders, regardless of transportation mode), bike-ways, and safe and comfortable pedestrian facilities to implement the corridor vision and attract future private development.

- Continually ask, “Who are the users?” to ensure plans can successfully adapt to changing market demands.
- Create long-term and stable development policy. If the city can create that stability, then a steadier stream of new development can be generated and begin to connect the many opportunity sites and currently underperforming areas already identified by city staff. A challenge for Cape Town is its governance structure with a mayor, mayoral council, and geographically based subcouncils with some land use powers. This structure means that relationships on the city organizational chart must rely on the commitment of the individuals in these positions to communicate effectively and, as much as possible, with one voice. To help any plan succeed, the panel therefore recommends developing mechanisms

and practices to improve knowledge and collaboration between elected councilors and city staff.

- Consider requiring full council approval for decisions made at the subcouncil level that imply policy changes. As the panel understands, subcouncils can make decisions contrary to plans approved at full council. This governance context further highlights the importance of establishing an overarching vision and a set of guiding principles or goals for the VRC and a physical and planning framework (discussed later in this report). The panel encourages the city to consider requiring that any decisions made at the subcouncil level that imply a change in policy be recommended to full council for a final decision to ensure alignment in decision making among all the different council levels.

# Strategies for Regeneration

**ALTHOUGH MANY APPROACHES** to regeneration are possible, the panel encourages the city to establish a framework plan that incorporates overall planning, development, and design vision with an outline for growth and to identify key opportunity sites from which to activate such a plan. A framework plan—for example, the Detroit Strategic Framework developed by Detroit Future City in Detroit, Michigan, U.S.A.—presents the city with an excellent tool to guide future development (for example, of the next ten to 15 years) and a coherent community structure while translating national goals and citywide policies into actions. Once in place, the framework plan will enable the city to evaluate short-term and ongoing development activities in light of the corridor-wide vision and goals and to shape the long-term revitalization of the VRC.

## Framework

A framework plan presents an integral opportunity to help shape the future of the VRC. A framework plan provides a pivot to translate national policies into local planning and can scale the city's overall vision and goals to the specific opportunities and constraints in the VRC. It provides the opportunity to prepare coordinated tools that can guide ongoing short- and long-term development and planning activities throughout the area and creates a conceptual and planning framework for more detailed area plans. A framework plan can create a planning document that because of its long-term view and scale can bridge changes in planning staff and elected officials.

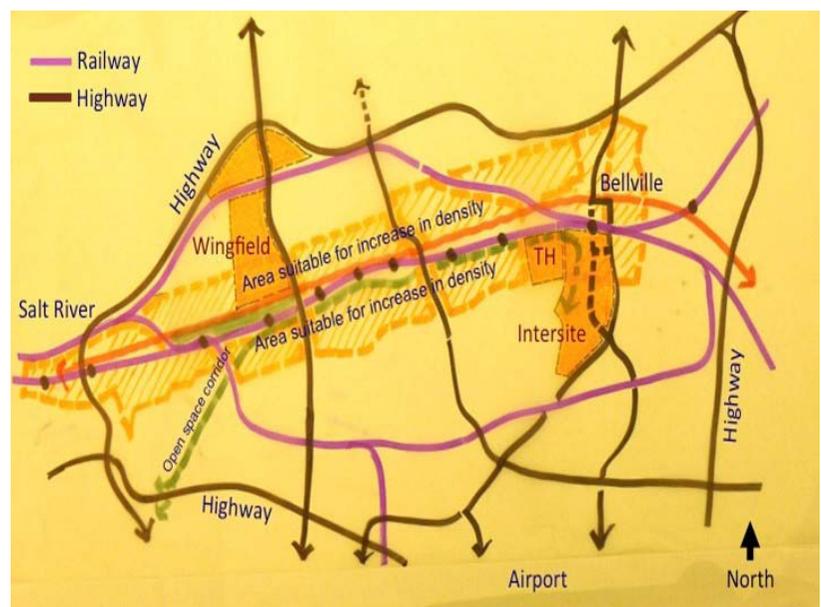
### VRC Framework

The panel identified the following as base elements for a framework for the VRC. A different or refined framework may emerge from the functional area assessment already carried out and the additional analysis suggested by this report. In the following diagrams and text, the panel has

suggested specific elements that are just some of the possible ways to develop a framework plan for the area:

- The corridor stretches between two urban centers, Cape Town's central business district and the core of Bellville.
- Existing and improved future commuter rail presents an opportunity for shaping future development located within walking distance from rail stations as transit-oriented development (TOD).
- Given their large tracts of developable land, unique parcel size, and proximity to public institutions, businesses, and heavily used transit centers, key catalyst sites, such as Wingfield and Tygerberg Hospital complex or the Bellville central business district, have potential to create major retail, commercial, and employment centers accompanied by new housing development in the VRC.
- New development can increase the number of jobs, enhance social opportunities, further availability of

*The panel suggests the city develop a framework plan for the study area, including base elements such as existing and planned commuter-rail stations and key catalyst sites.*



mixed-income housing, and colocate new housing near existing jobs within the VRC.

- Improved multimodal connections to the VRC will reduce travel time and cost of living for residents of southern residential areas.

The panel also recommends the city consider the following analysis that may reveal additional elements of a framework:

- Mapping existing commercial and retail uses along the VRC may uncover clusters of existing uses that could become the “kernel” for a future center or node of development. Depending on other factors, such as existing or future transportation links, these nodes or centers may be defined at different scales, such as the following:

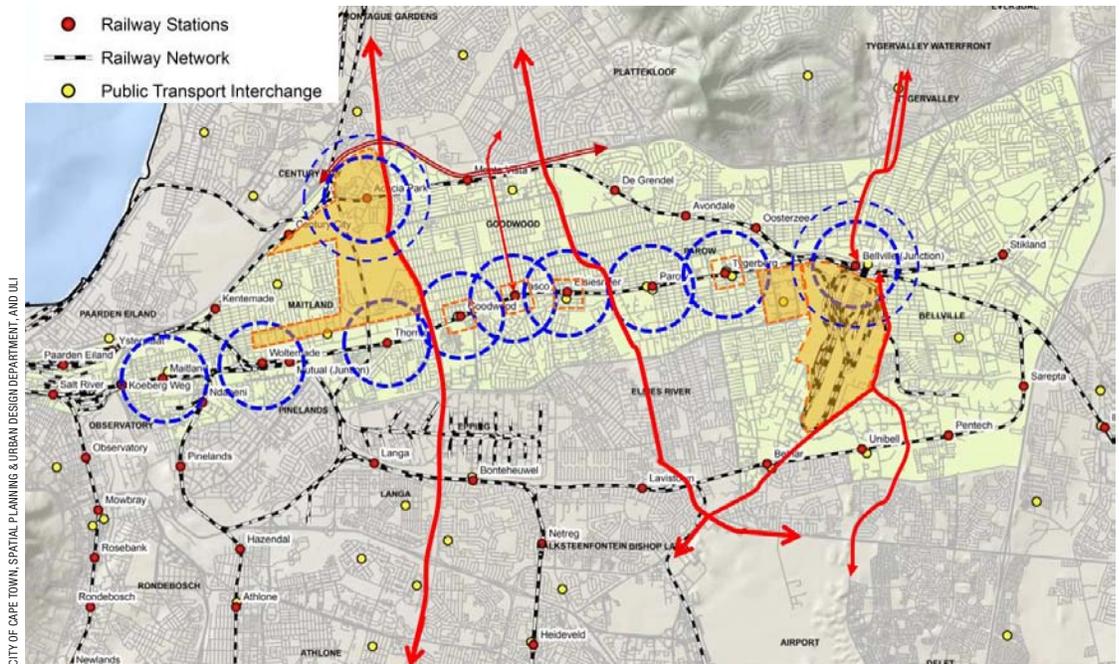
- Neighborhood-serving retail center or node uses that primarily serve an adjacent residential area or employment district;

- Community retail center that serves multiple neighborhoods and/or employment districts; and
- Destination center that is accessible from areas beyond the VRC and includes retail and commercial uses with a subregional draw.

- Mapping of areas where no significant change is expected (i.e., “stable” residential areas) will reduce anxiety that some residents may have about future change.

- Transportation corridors perpendicular to Voortrekker Road may provide opportunities to further define the centers or nodes discussed above as extending some (defined) length along the perpendicular route.

- Existing clusters of commercial, retail, employment, or other nonresidential uses beyond the walking sheds (the distances that people living, working, and using the area are willing to walk to access a transit station) defined by the commuter-rail stations or centers/nodes along the



The study area is home to a number of transportation corridors (denoted by the red arrows, with blue circles indicating one-mile radii) that if leveraged as assets can create future development opportunities.

## Key Elements of a Framework Plan

Establishing a consensus-based vision and clear goals for the VRC is an important element of the framework planning process. Doing so establishes a common understanding about the intentions and desired outcomes of any revitalization process among the area's residents, business and property owners, elected officials, developers, city staff, and any other parties with a stake in the process.

Goals formulated at the framework planning level should be considered guiding principles that can be used by all stakeholders to navigate and weigh tradeoffs between goals that compete for space and funding resources.

As part of the building of a vision and goals, the panel recommends considering the following framework plan elements to shape and guide long-term development and public investments in the VRC:

- Land use framework: outlines future community structure of residential, employment, and mixed-use areas; employment centers; and all identified commercial and retail centers/nodes (see previous page). A land use framework will likely trigger changes in existing zoning to allow for desired future land uses, densification, and use mix. TOD station area typology can be integrated as a zoning overlay. A land use framework is ideally integrated with the transportation framework.
- Transportation framework: outlines the transportation improvements necessary to create a sustainable balance between nodes and with the levels of development outlined by the land use framework. The transportation framework is ideally integrated with the land use framework.
- Open-space framework: outlines the integration of the future built environment with recreational facilities and elements of the natural environment.
- Design guidelines for streets and development: outlines the desired spatial relationship and other design characteristics of the streets, buildings, parking areas, and open space.
- Implementation and funding: outlines responsible parties and funding mechanisms for the implementation of various plan elements. The framework plan must drill down to specific interventions and projects. Estimated costs for these projects need to be included in the medium term business plans and draft budgets of relevant city departments to ensure that they are both included and approved by the city. In addition to ensuring institutional alignment with the city's priority areas, this type of detailed investment framework provides a powerful signal to investors of the city's priorities and commitments over the medium term. It also provides a leadership role for SPUD to guide development and investment.

rail line and Voortrekker Road may provide opportunities to define centers/nodes throughout the portions of the VRC not captured by a TOD approach (because these areas lie beyond any reasonable walking distance from one of the commuter-rail stations).

- Close analysis (e.g., preliminary market analysis and a review of comparable TOD case studies and best practices) of potential TOD areas around individual commuter-rail stations, including configuration and ownership of vacant and underused parcels, market demand, connectivity of the street network, and other factors, will reveal the type and scale of development (including jobs and housing mix) appropriate for a specific station area. For

further information on how to develop a typology for TOD station areas, please refer to the additional resources at the end of this report.

- Mapping existing and potential future recreational and natural open-space elements, such as playgrounds, ballfields, creek beds and channels, riparian areas, and floodplains will help identify open space needs and opportunities for the VRC.

### Additional Analysis

Although short-term opportunities exist in Bellville's core area to advance citywide goals for job growth and mixed-income housing development, and some initial planning

steps can be taken to line up long-term catalyst sites such as Wingfield and the Tygerberg Hospital complex, preliminary market and development analysis and planning work are necessary to complete a well-founded framework plan that will not only incorporate these sites but also present a clear city-led strategy for the future of the VRC.

The recommended additional analysis to flesh out this clear strategy and the framework elements listed above includes, but is not limited to, the following areas:

- Carrying capacity of the VRC based on the following factors:
  - Existing transportation infrastructure and potential future improvements, including transit (rail, bus, vans, and traditional and new taxi services, such as Uber); nonmotorized travel (e.g., walking, bicycling); vehicular traffic; and truck traffic and goods movement;
  - Utilities (water, gas, electricity, and sewer capacity);
  - Open space and recreational facilities; and
  - Social facilities and services (e.g., schools, libraries, hospitals, parks).
- Role of the informal sector throughout the VRC, including
  - Understanding the extent of the informal economy;
  - Potential strategies for how to integrate informal and formal economic activities during the planning process and beyond; and
  - Potential strategies for how to foster the transition from informal to formal businesses (e.g., through incentivizing building types like live/work, developing and promoting small business training programs).
- Transportation analysis of how the roadway network is used by various modes of travel, including origin/destination analysis of automobile and truck travel through the area, travel time along key streets in the network, current mode split and other factors that inform the future integrated land use transportation framework for the area.
- Market and development economics:
  - Analysis of economic and market demand factors for the housing, commercial, and retail as well as industrial and light industrial segments of the real estate market;
  - Exploration of what building and development types fit both with the goals for job creation, densification, affordability, and livability and what the short- and long-term market demands will support; and
  - Review of development delivery process: how all stages of development, from planning to permit review to construction is currently sequenced and managed.
- Cost-benefit analysis for public investment strategies to incentivize development in the VRC.
- Thorough understanding of how members of the larger community and neighborhood residents use the VRC:
  - Where do people go to shop for various goods?
  - Where do people go for recreation?
  - How do people use Voortrekker Road and other streets for daily travel?
  - How do people get to destinations (mode, route)?
- Opportunity sites (e.g., vacant sites, underused sites): matching opportunity sites to development types resulting from market analysis.
- Develop desired future community structure (e.g., segments and nodes/centers of different size and scales).

## Key Catalysts and Public Sector Actions

The panel identified three key areas along the VRC, each with major potential for bringing catalytic change to the corridor because of its overall scale, landownership, relationship to existing transportation infrastructure, and significant potential for short-, medium-, and long-term

## Framework-Level Design Guidelines

Framework-level design guidelines—whether for the public realm of the street or development of private property—are intended to broadly address the most critical design characteristics of the urban environment to ensure consistency with the vision and goals for the VRC. Design guidelines are an important planning tool to ensure that ongoing and long-term public and private investments in the VRC add up to a whole that is larger than the sum of its parts. Their specificity does not need to go into the highest level of detail, such as specific material choices, but can focus on key elements, such as the following:

### ■ Street design guidelines

- Define the quality of the pedestrian realm:
  - Sidewalk width relative to pedestrian volumes and adjacent land uses;
  - Street furniture supportive of the desired activities (e.g., provisions for “parklets”; use of short segments of parking lane by neighborhood residents or adjacent businesses);
  - General street and pedestrian-scale lighting;
  - Street trees and other landscaping to buffer pedestrians and enhance street beautification; and
  - Add trash receptacles to streetscape amenities.
- Define the design of roadway elements, such as number of and width of lanes.
- Define the design of intersections:
  - Lane width and configurations;
  - Bicycle facilities;
  - Crosswalks (important for general pedestrian safety and comfort);
  - Corner curb extensions, used to shorten crossing distances, for bicycle parking, potential areas for informal vending, and landscaping/green infrastructure; and
  - Median pedestrian refuges.
- Define integration of transit and informal van loading areas into the design of the street (parking lane).

### ■ Development design guidelines



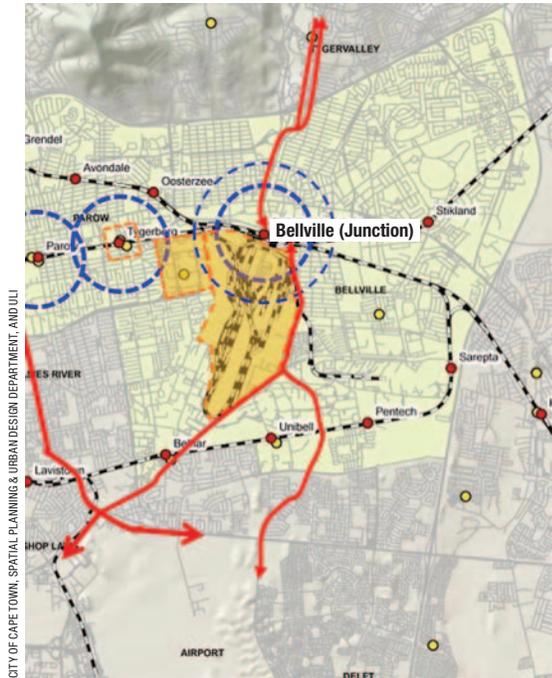
WOODALL RODGERS PARK FOUNDATION

*Klyde Warren Park in Dallas, Texas, U.S.A., exemplifies a successful pedestrian-oriented design. Incorporating street furniture and other pedestrian-scale design, the park arranges a children's park, reading room, great lawn, restaurant, performance pavilion, and other uses around a sweeping pedestrian promenade.*

- Building typology or form-based code (including definitions of building height, bulk, and overall density);
- Transitions between retail, commercial, and residential land uses; includes buffering between residential and light industrial/industrial land uses;
- Street frontage (defines the desired relationship between building and street—i.e., setbacks and physical relationship of built elements to the pedestrian realm of the sidewalk; design character of first-floor building uses, such as windows, doors, landscaped yards, or buffers along residential areas; landscape buffers along edge of existing parking, etc.);
- Location of parking and other automobile-related uses (behind the building or alongside, not in front); and
- Use of an integrated and unified graphics package for all signage.

### ■ Guide to sustainable building practices

Development guidelines and street design guidelines should go hand in hand so that the relationship of improvements in the public realm of the street and improvements on adjacent private property mutually enhance one another. In light of the TOD focus envisioned for significant portions of the VRC, the creation of an environment that is safe and comfortable for pedestrians should be a priority to support the use of and safe access to transit.



The Bellville central business district represents a key opportunity area for the city. Among many future development opportunities, the Intersite Railroad property presents a significant transformational opportunity.

development. The panel's primary development recommendations are as follows:

- Bellville: Establish mixed-use development opportunities at Bellville and strengthen the existing retail market.
- Tygerberg Hospital complex: Leverage existing anchors and potential partnerships to create educational centers of excellence for medical, higher learning, and vocational training and develop mixed-income housing for students and workers.
- Wingfield: Develop a campuslike new community consistent with national regeneration goals to establish community, civic, and housing uses, with a mix of density, housing types, and retail uses.

The city should consider preparing area plans that address all phases of planning and implementation for each of these areas. As with any major redevelopment project, the city should be mindful of risks such as remediation,

unknown development costs, timing and market risk, and procuring suitable private development partners, among others. Development recommendations are summarized in the following sections, but an important opportunity exists to create mixed-income residential at all three areas that align with national affordable-housing goals.

**Eastern Anchor of the VRC: Bellville**

As the eastern anchor of the VRC, the panel identified Bellville as a significant opportunity area. As the city's second-busiest public transportation interchange, its large tracts of developable land present tremendous opportunity to create not only a strong anchor but also a unique hub with the potential for mixed-use opportunities. The north-south links to existing and potential future development exist because of the highway systems, and those connections provide an opportunity for long-term growth. Especially noteworthy is the large tract of land around the Intersite Railroad, which presents a notable, long-term transformation opportunity.

The city also has great opportunity to make some of the numerous city-owned parcels or other public entity-owned parcels that are not currently fully used available for immediate development and to address infrastructure constraints. Another immediate short-term redevelopment opportunity is to strengthen the existing retail center (e.g., enhance and include retail kiosks in addition to structured retail storefronts) and revitalize physical market condi-

The panel encourages the city to consider strengthening the existing retail market conditions around the transportation center, through either a more formalized market system or upgrades to physical conditions in and around the existing retail market.





MIDPEN HOUSING CORPORATION

*Station Center in Union City, California, U.S.A., transformed a brownfield site located between existing commuter and freight rail lines into a mixed-use, transit-oriented city center. Among its many amenities, the building has on-site social and health services and programs.*



MIDPEN HOUSING CORPORATION

*The 42.5-hectare (105 acre) Station Center includes 157 units of affordable housing for low-income working families or individuals, 800 square meters (8,600 sq ft) of commercial space, community gardens, a swimming pool, a children's play area, and a community center.*



MIDPEN HOUSING CORPORATION

*Station Center's courtyard includes allotment gardens for residents, formal and informal seating areas, and a play yard.*

tions (e.g., facade improvement grants) along the Bellville Station area. The station is extremely busy, but with a few key improvements, its value and development potential can be enhanced.

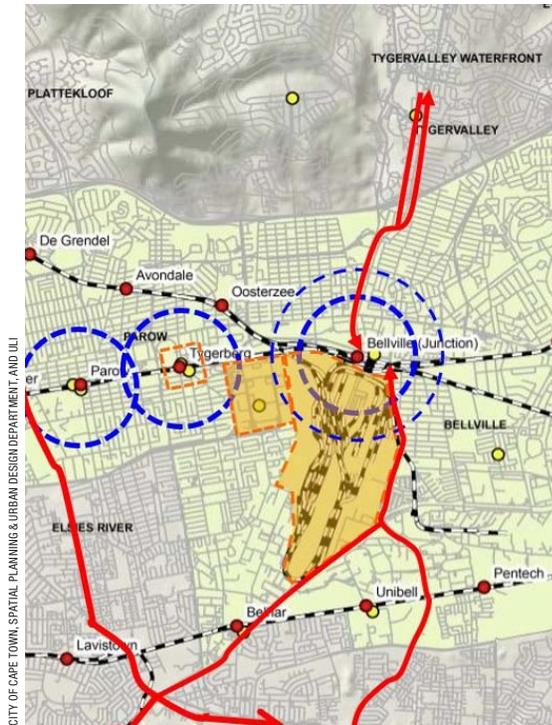
The panel has proposed a few development scenarios to highlight best practices, differences in scale, and property types that could be integrated with overall development in this area. The key is that transit must be fully integrated with future development to ensure success.

Smaller-scale retail development near the station area can provide opportunities to develop a mix of uses, integrate development with the surrounding community, and create new jobs and revenue for the city. More specifically, this scale of development can allow community space, upper-floor residential use, government office space, and a ground-floor community health center. Another type of development to consider is a more vertical mixed-use development. Mixed-income and multifamily residential opportunities can be incorporated in the upper floors, thereby achieving more affordable-housing goals, while the lower and first floors can include streetscape retail and other types of community facilities that complement transit. Here, mixed income could mean a different mix of apartment unit types—everything from units that teachers and nurses can afford to units that are just a few levels above government-subsidized units.

Building on the opportunity given by an existing retail market, the city could also consider the concept of a more formalized market system that attracts and invites use at all levels of the retail spectrum from fully entrepreneurial vendors to more established businesses. Cohesion can come not only from design but also from the variety of goods sold. Eastern Public Market in Detroit, Michigan, is the largest historic public market district in the United States and since 2006 has been operated by the private sector through a public/private partnership with the Eastern Market Corporation. Since formation of this partnership, the market has renovated infrastructure, increased attendance, and become a catalyst for development in the surrounding neighborhood. The market and its adjacent district have more than 250 independent vendors and merchants with diverse offerings that serve a variety of visitors.

### **Tygerberg Hospital Complex**

The Tygerberg Hospital complex is another key opportunity area. Given its proximity to Bellville and the clusters of medical and educational uses as well as other businesses, development should build off these existing anchors to realize housing, educational, and economic goals. These uses not only serve as anchors but also present partnership opportunities. Some consistent planning could provide opportunities to share resources and establish a more



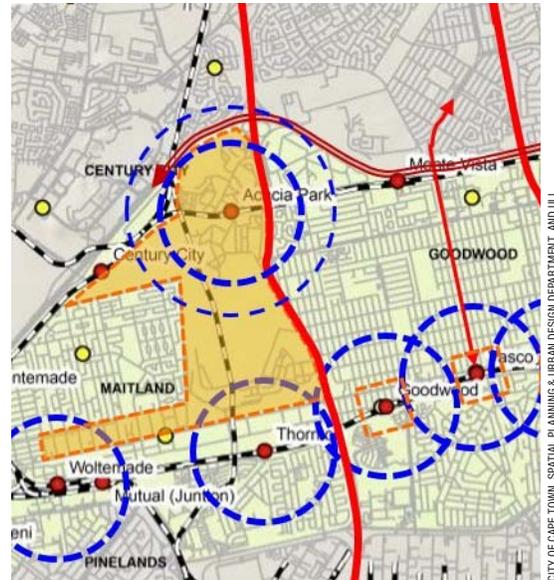
The panel identified the Tygerberg Hospital complex as another key opportunity area for the city. Located close to Bellville and a number of medical and education uses, Tygerberg’s existing anchors—as well as potential partnership opportunities—should be explored.

collaborative long-term development effort among the city and other partners.

In addition to its proximity to the Bellville central business district, the Tygerberg Hospital complex can leverage those established institutions to create educational centers of excellence for medical, higher learning, and vocational learning to continue to drive employment opportunities. The area’s student population presents a great opportunity to develop mixed-income housing for students and workers. University students can be thought of as pioneers to help drive demand for new development. Having this demonstrated market can help provide certainty and attract new developers to take on the risks of land assembly, financing, and the public approval processes.

### Wingfield

Wingfield is another important opportunity area along the VRC. Though it is more of a long-term development opportunity, future development could be approached to develop a campuslike new community consistent with national regeneration goals. The panel believes that this area presents an excellent opportunity to establish community, civic,



Although Wingfield is more of a long-term development opportunity, the panel encourages the city to consider a mix of densities and uses at the site.

and housing uses, with a mix of density, and thus create a unique development. The Wingfield transit station area also presents the city with a great opportunity to provide leadership through planning, stakeholder engagement, and access to developable parcels that are currently owned by the government. Many of the parcel sizes provide an opportunity for a mix of uses and services (retail, community, civic) and a range of housing types to serve a variety of income ranges.

From both a planning and a leadership perspective, the city has an opportunity to engage a diverse set of stakeholders from the beginning to ensure that everyone is truly involved in the process. Although Wingfield is a much longer-term plan, the city can begin building momentum now by starting discussions with the national government about site disposition options, engaging the community with respect to future possibilities of the area, aligning stakeholders, and identifying the site as a building block in the larger context of the city’s development framework.

## Mixed-Income Housing

The goals of the local and national government to provide decent, safe, and affordable housing provide an opportunity to introduce and integrate mixed-income housing into redevelopment. Mixed-income units are indistinguishable in terms of construction and quality of materials.

Mixed income does not have to mean the same thing at each individual property or transit station. Individual residential developments can vary in their mixes of the following characteristics:

- Unit type: one, two, and three bedrooms;
- Income: different levels of affordability and different percentages of units within each affordability range;
- Design: townhouse, single-family unit, multifamily (both low and mid rise), and redevelopment of existing buildings; and
- Use: ground-floor commercial and community uses can be integrated.

Mixed-income housing can be a very successful tool and can be developed at various scales and in different designs appropriate for each transit node. Mixed-income housing provides the following benefits:

- An opportunity to deconcentrate poverty;
- An opportunity to produce better economic, social, and environmental outcomes;
- Workforce stability; and
- Relief of gentrification pressures.

The inclusion of market-rate units can reduce the required subsidies to build the affordable units and help ensure quality of design and construction.

An example that incorporates some of these elements is the Via Verde project in the Bronx, New York, which incorporates 700 square meters (7,500 sq ft) of retail and community facility space, 222 mixed-income units, and 3,700 square meters (40,000 sq ft) of green roofs and open space for residents with access to mass transit. Via Verde serves a variety of income levels by providing 151 rental apartments for affordable to low-income households and 71 co-ops for affordable to middle-income households. Diverse unit layouts include simplexes, innovative duplex units, and live/work units with a first-floor workspace. Also important is the absence of physical delineation (design or otherwise) between one type of income level and another between units.



JONATHAN ROSE COMPANIES

*Via Verde is a mixed-income residential development in New York City's south Bronx area, on a site that was part of the New York Central and Hudson River Railroad Company's freight yard. The project includes mixed-income residential units, retail and community space, and green roofs and other open space for residents. Via verde means green way in Spanish and refers to the green rooftops connected by stairways that wind up from the ground-level courtyard.*



JONATHAN ROSE COMPANIES

*The primary goal of the \$98.8 million Via Verde project was to provide a mix of residential opportunities (homeownership and rental) for people at a range of income levels to create a truly mixed-income community. A second goal was to address the community's health issues, particularly rising levels of childhood asthma and obesity caused, in part, by the lack of opportunities for exercise and healthy eating.*

## Harmony Oaks Case Study

Harmony Oaks, a development located in New Orleans, Louisiana, U.S.A., is an example of mixed-income housing (government-subsidized and market-price residential units) development. Built to replace a large affordable housing project following Hurricane Katrina, the city accelerated demolition to help address local housing issues. Developer McCormack Baron Salazar was selected to rebuild mixed-income housing where the former housing project was located and to take over building management from the local housing authorities following construction completion. Of the 460 housing units, two-thirds are reserved for low-income residents; 193 units are reserved for public housing, and 144 units are rent-controlled, low-income tax credit units. The remaining 123 units are rented at market rate. Rental rates range from \$650 per month for a one-bedroom garden apartment to \$1,220 per month for a two-story, three-bedroom townhome. A unique element of Harmony Oaks is the human capital plan that was developed in collaboration between the developer and residents over the course of nine months. The development of this plan resulted in a construction-training program for low-income residents, adult education classes at the community center, and an entrepreneurs market at an adjacent vacant lot where residents can operate small businesses out of trailers.



MCCORMACK BARON SALAZAR

### Development Priorities and Recommendations

Throughout the VRC, a number of short-, medium-, and long-term development opportunities exist. In addition to the key development opportunities previously described, the panel saw a number of areas along the VRC with heavy concentrations of housing. Future development should complement this existing housing with new neighborhood-serving retail. A tremendous opportunity also exists for new residential development that serves a variety of housing types and different income ranges. The panel encourages the city to start by identifying those short- and medium-term opportunities that could quickly begin along the corridor as well as public infrastructure investments to strengthen existing transit stations and thus stimulate private sector development interest.

An important component to future development is working with smaller and medium-sized developers, who quite often are the first ones in and can be catalytic players. Frequently they need financial and other development incentives to help get their plans off the ground. Often these developers are disincentivized to respond to public bids because of the time and costs associated with preparing a comprehensive proposal and the uncertainty of the city process and project timelines. Prebid strategies, including requests for qualifications where potential respondents are prequalified as meeting certain criteria to respond to subsequent bid requests, should be considered to help encourage these developers and diversify the respondents to city development bids.

## Development Incentives

Examples of development incentives to target specific uses include the following:

- Expedited regulatory approvals—one-stop permitting reviews and coordinated efforts of city departments;
- Property tax relief for affordable housing units;
- Overall property tax freeze for dedicated time periods;
- Sales tax relief on construction materials or permit fee waivers;
- Grants or low-interest loans for projects demonstrating need and positive net benefits in terms of tax and job generation;
- Density bonuses and/or reduced parking requirements;
- Transparent process for land use changes required for transformational projects (large parcels with significant, required changes in former use); and
- Making underused government sites available for strategic opportunities (a priority at the Bellville, Tygerberg Hospital complex, and Wingfield sites).

As discussed earlier in this report, regulatory processes need to be clear and accessible. Often a city can benefit from an outside developer who can come in and explain what it needs. In turn, these developers benefit from understanding the why and the how of a city's regulatory process and associated timeline. The city should consider holding developer roundtables to gather more qualitative input about market perceptions. In addition to other recommendations made earlier in this report, the city should consider a dedicated point of contact (or contacts) so clear lines of communication exist between developers and the city as development questions arise. More generally, the panel encourages the city to consider establish-



*During their visit, panelists toured a number of transit stations along the study area, including the Parow station shown here.*

ing a redevelopment authority, similar to the New York City Economic Development Corporation, to assist with oversight, determination, coordination, and distribution of development benefits. Such a dedicated entity provides the ability to broker resources from multiple parties, dedication and commitment to a long-term development vision over time, professional staff, speed in implementing multiple development project pieces, and potentially the avoidance of onerous procurement processes.

### Transit-Oriented Development

Throughout the panel process, TOD generated a lot of discussion. One of the most important things to remember about TOD is that all transit stations are not created equal. Each has its own personality and characteristics. Ridership levels, infrastructure, and land use potential, which may change over time, vary among stations, and these factors often dictate the type of economic opportunities available.

Economic and social benefits are based on the market demands of the location, and TODs are most successful with effective value-capture mechanisms. The presence of public mass transit has increasingly proven to drive up property values and create development opportunities. When successful, transit can reduce traffic congestion, fuel consumption, and road and parking facility costs; enhance transportation options and access to job opportunities; and increase property values and property tax revenues.

## Value Creation and Value Capture

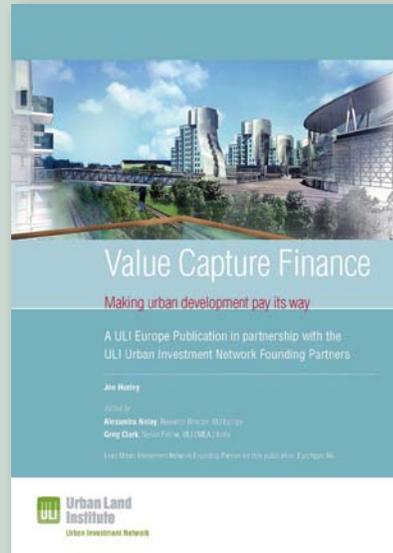
An excerpt from ULI Europe's 2009 report *Value Capture Finance*:

**Value creation:** The unlocking of and increase in the potential value of underused assets as a result of public sector intervention to stimulate demand from the private sector.

**Value capture:** Arrangements by the public sector for the acquisition of a proportion of private sector returns for local reinvestment. This can take the form of monetary or in-kind contributions from the private to public actors.

The public sector can use a number of mechanisms to capture enhanced asset values, including the following:

- Local transfers—e.g., land held in private or public ownership is provided to the public sector for public use;
- Local taxation—e.g., local general targeted taxation and local real estate tax increments where revenues are reinvested into the same area in which they were collected;
- Fees and levies—e.g., planning approval fees, development levies, and infrastructure tariffs;
- Debt servicing/loan guarantees—securing loans against the increased or future increase value of the land;



- Local service agreements—e.g., private sector agreements to prioritize the local community for access to new facilities or manage basic public services or public space;
- Private-led local infrastructure and amenity provision and enhancement—e.g., schools, community centers, affordable housing, and transportation links and utilities provision and upgrade; and
- Operating revenues—e.g., ticket sales and toll payments associated with infrastructure developments.

Value capture is often recognized as a strategy that can help recover part of the cost of transit station area improvements or new infrastructure from the value transit presents. According to the 2009 ULI report *Value Capture Finance*, the basic premise of value-capture finance is that because urban investment in infrastructure, property and amenities, public realm or open space creates value beyond the direct assets that are the focus of the invest-

ment, some of that value (a portion not used simply to provide private gain or to support general taxation) could be used for direct reinvestment. It is a finance mechanism that shares not only the risks and costs of urban development between the public and private sectors but also the rewards.

To ensure successful TOD, a plan and implementation strategy should be developed for each station consistent with the overall goals and expectations for the VRC's development. Uses should be prioritized by need, goals, economic factors, and cost drivers to achieve successful redevelopment. Public infrastructure investment should also be coordinated with planned and active development activities, and sustainability efforts and community spaces should be integrated into all planning efforts. Critically, development incentives must be aligned with prioritized uses at each transit station.

*Cedar Gateway, in San Diego, California, U.S.A., includes 65 multifamily apartments, 400 square meters (4,300 sq ft) of ground-floor retail space, and a 325-square-meter (3,500 sq ft) eco-roof. The residential portion includes 23 units of permanent supportive housing for adults and seniors with mental disabilities. Cedar Gateway was designed for environmental sustainability and integrates energy-optimizing features and sustainable building materials.*



ROEM DEVELOPMENT CORPORATION AND SOQUIER PROPERTIES LLC

# Conclusion

**THE PANEL HAS BEEN IMPRESSED** by the tremendous amount of planning work completed for the VRC and encourages the city to continue taking advantage of this momentum as it continues to think about the VRC's future development.

Throughout this report, the panel has provided specific feedback and numerous recommendations. The panel believes the following are priorities for Cape Town to consider and begin work on immediately to guarantee future success in and around the VRC:

- Incorporate additional market data and community input into the city's diagnostic work. Supplementing this early-stage work can help clarify goals and objectives, solidify public support for the planning process, and start to generate private sector confidence and enthusiasm around changes to come in the study area.
- Develop an overarching vision for the VRC that can guide various aspects of future planning work toward a set of shared goals.
- Take advantage of the opportunity to more effectively communicate the planning process to local decision makers and the public.
- Begin now to build a physical and planning framework that will guide the long-term implementation of the VRC Strategy.
- Form the partnerships that are critical for long-term success.
- Identify and plan for short-, medium-, and long-term development potential in the Bellville, Tygerberg Hospital complex, and Wingfield areas.



# Additional Resources

## Street Design and Publications

- Institute of Transportation Engineers, *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*  
[www.ite.org/css/rp-036a-e.pdf](http://www.ite.org/css/rp-036a-e.pdf)
- National Association of City Transportation Officials (NACTO), *Urban Street Design Guide*  
<http://nacto.org/usdg/>
- NACTO, *Urban Bikeway Design Guide*  
<http://nacto.org/cities-for-cycling/design-guide/>
- City of San Francisco, *Better Streets Plan*  
[www.sf-planning.org/ftp/BetterStreets/](http://www.sf-planning.org/ftp/BetterStreets/)

## Parklets

Pavement to Parks  
<http://pavementtoparks.sfplanning.org/about.html>

## Via Verde ULI Case Study

Via Verde—the Green Way  
<http://uli.org/case-study/uli-case-studies-via-verde/>

# About the Panel

## Patrick L. Phillips

*Panel Chair*

*Washington, D.C., U.S.A.*

Phillips is the global chief executive officer of the Urban Land Institute and president of the ULI Foundation. Established in 1936, ULI is a global nonprofit research and education organization with more than 34,000 members representing all aspects of land use and development disciplines. Its mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

Since taking the chief executive position in 2009, Phillips has overseen an expansion of ULI's global reach, particularly throughout Asia, guiding the Institute's focus on creating thriving communities in rapidly urbanizing countries. Under his leadership, ULI's program of work has grown steadily to encompass a variety of economic, demographic, societal, and environmental issues that are reshaping urban development worldwide in the 21st century. To reinforce the Institute's delivery of high-quality services for members around the globe, Phillips guided the restructuring of ULI's district and national council system and worked with ULI's volunteer leadership to overhaul ULI's governance.

Phillips has a career in the economic analysis of real estate and land use that spans more than 20 years. Before his service at ULI, he was president and chief executive officer of ERA AECOM (formerly Economics Research Associates). In that role, he coordinated all aspects of ERA's organization, strategy, business development, and service delivery. His own consulting practice focused specifically on the intersection of private investment and public policy. Phillips is a frequent speaker on urban development issues and is the author or coauthor of eight books and numerous articles.

## Kamuron Gurol

*Burien, Washington, U.S.A.*

Gurol has served as Burien city manager since April 2014. Burien is a city of 50,000 residents bounded on the west by environmentally valuable Puget Sound shorelines and on the east by Seattle-Tacoma International Airport. Gurol is leading a lean and nimble city organization to leverage the city's unique locational assets, walkable and charming downtown, and strong residential neighborhoods to promote new economic development. Prior to Burien, he served as community development director for the city of Sammamish for nearly nine years, where he successfully navigated an innovative Town Center plan (using a hybrid of performance and traditional zoning tools) and new Shoreline Master Program (using an incentive-based strategy to improve habitat while recognizing property rights) through the rough waters of state agency approval and city council adoption. Sammamish also received a 2009 Governor's Smart Community award for its over-the-counter permit approval process.

Gurol also worked as a corridor planning manager for the Washington state DOT Urban Planning Office, where he oversaw corridor improvement plans for several large state highways in the greater Seattle area. As director of the Kitsap County Department of Community Development, Gurol was responsible for all aspects of community development department (building plan review and inspections, land use permits, long range planning and a CDBG grant program) serving about 250,000 residents. As manager of the Snohomish County Planning Division, he was responsible for successful policy development for the county comprehensive plan and various subarea plans, for planning policy issues with 20 cities, and for county GIS and demographic work products. He began his work in public administration,

planning, environmental and natural resources with King County where he created a nationally recognized transfer of development rights program.

Guroi holds a BS in geology from the University of Washington and a master of public administration degree from the Kennedy School of Government at Harvard University.

## Tara Hernandez

*New Orleans, Louisiana, U.S.A.*

Hernandez oversees the real estate development activities of JCH Development. She manages corporate and project strategy, project selection, and financial relationships for the development of the firm's projects and has over 26 years of industry experience.

JCH Development is a boutique urban real estate development firm with extensive experience in developing historic, mixed-use, residential, and commercial real estate projects. JCH's principles are based on quality, teamwork, commitment to passion for what it does, and a little bit of something called "the coolness factor"! JCH takes a holistic approach to developing great urban places. Developments are created not only to comfortably blend into, but also to enhance the existing style, character, and architecture of their surroundings. JCH's attention to detail and its interest in connecting preservation, history, art and design, guarantees that its finished projects are a treasure to the overall community, to be enjoyed for generations.

Hernandez is a graduate of the Massachusetts Institute of Technology in Cambridge, Massachusetts, U.S.A., with an MS in real estate development and a graduate of Loyola University with a degree in finance. She is also active on several national and local industry and not-for-profit boards of trustees and directors.

## Thomas Kronemeyer

*Oakland, California, U.S.A.*

Kronemeyer is an associate principal with Community Design + Architecture Inc., an urban design and planning

firm based in Oakland, California. The firm's work focuses on the context-sensitive design of streets and transit facilities, integrated transportation and land use planning, and mixed-use and pedestrian-friendly community design.

A landscape architect and city planner with master's degrees in city planning and landscape architecture from the University of California, Berkeley, Kronemeyer also holds an engineering degree in landscape architecture from the Leibnitz University in Hanover, Germany. Throughout his 19 years of professional practice, Kronemeyer has consistently worked on multidisciplinary planning and design teams. His work focuses on the design of safe, comfortable, and sustainable places and transportation corridors for pedestrians, bicyclists, and transit riders and the sensitive integration of proposed development into the fabric of existing built and natural environments. More recently, his work has also included the integration of green infrastructure into the design of public places.

Kronemeyer was an urban design contributor for the Institute of Transportation Engineers' recommended practice *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach* and participated in the preparation of the *Abu Dhabi Street Design Manual* in the United Arab Emirates. He served as an urban design expert on two transportation-corridor-related ULI panels: 2011 in Charlotte, North Carolina, U.S.A., and 2013 in Tacoma, Washington, U.S.A.

## Anthony Mallows

*Masdar City, Abu Dhabi, United Arab Emirates*

Mallows is the director of Masdar City, a technology cluster in Abu Dhabi that is attracting companies committed to advancing the new energy industry and establishing Middle East operations. As the director of Masdar City, he is responsible for championing and overseeing the development of Masdar City's detailed master plan, specifications, and sustainability standards. He is also responsible for ensuring that the city is commercially viable and continues to create demand in shifting market conditions.

Mallows is also responsible for spearheading the overall growth and direction of Masdar City's initiatives, strategic partnerships, and customer acquisition. Under his leadership and guidance, the Masdar City business unit works toward achieving the overall corporate goals of Masdar, Abu Dhabi's commercially driven renewable energy company that has a mission to invest, incubate, and establish the new energy industry in Abu Dhabi and around the world.

Before joining Masdar, he was the founding executive director of Rubin Mallows Worldwide, a real estate development company. Before that, he was executive director for planning and design at Sorouh Real Estate PJSC in Abu Dhabi, which has since merged with Aldar—Abu Dhabi's largest real estate development company—with more than US\$12 billion in assets.

Before joining Sorouh, Mallows was a partner and vice president of Sasaki Associates, an international planning and design firm based in Boston. Later, he moved to London, where he was partner and director of Hart Howerton, a U.S.-based architectural, interior design, land planning, and landscape architecture firm.

He holds master's degrees in architecture and city planning, with an emphasis on environmental design, from the Massachusetts Institute of Technology in Cambridge, Massachusetts, U.S.A. He also studied architecture at the University of the Witwatersrand in Johannesburg, South Africa.

## Herman Pienaar

*Johannesburg, South Africa*

Director of city transformation and spatial planning in the Department of Development Planning at the city of Johannesburg, Pienaar has worked at the city of Johannesburg for the past 14 years, leading a team of development planners to design and maintain the city's Spatial Development Framework and related planning policies and strategies. He has led the development of a Growth Management Strategy that aims to steer both public and

private investments toward locations that are more desirable and sustainable.

Pienaar also directs and coordinates the city's capital investment process to strategically align infrastructure spending to meet development goals and strategic outcomes. To this end, he developed the Capital Investment Management System and institutionalized an integrated process for prioritization and alignment of capital investment in the city of Johannesburg. He is also a member of the city's Budget Steering Committee.

Pienaar plays a strategic and leading role in the drive to transform the city of Johannesburg from an apartheid city to a functional and inclusive world-class African city. Under his leadership, a number of groundbreaking planning initiatives and policies have steered the city's development agenda, such as the Growth Management Strategy, Land Strategy, Sustainable Human Settlements Urbanization Plan, Urban Decay and Sustainability indicators, and TOD initiatives. He currently directs the Corridors of Freedom initiative that is the flagship program for the city's transformation and spatial restructuring agenda.

He obtained an honors degree in town and regional planning from North West University in 1988 and an honors degree in economics from the University of Johannesburg in 1991.



# A ULI Advisory Services Panel Report



1025 Thomas Jefferson Street, NW  
Suite 500 West  
Washington, DC 20007-5201  
USA

 Printed on recycled paper.