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ERF 151832 CAPE TOWN

**APPLICATION FOR DEVIATION FROM THE TABLE BAY DISTRICT PLAN,
REZONING TO SUBDIVISIONAL AREA AND APPROVAL TO CONSTRUCT
RETAINING STRUCTURES IN ACCORDANCE WITH ITEM 126 OF THE DMS**

**AS WELL AS DEVIATIONS FROM THE CITY OF CAPE TOWN'S FLOODPLAIN AND RIVER CORRIDOR
MANAGEMENT POLICY (2009) AND MANAGEMENT OF URBAN STORMWATER IMPACTS POLICY (2009)**



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EXECUTIVE SUMMARY

BACKGROUND

The site currently occupied by the River Club was previously utilized by the South African Railways & Harbours (SAR&H) as the Liesbeek Park Recreation Club, which was established in the late 1920s and was subsidized by SAR&H for the benefit of its employees. The site was administered by Propnet, a division of Transnet.

The original facilities of the club were built towards the end of the 1920s, with the main building completed in 1939 (this is still the main building on the property). When Transnet activities shifted to Bellville in the 1980s, most staff moved to the northern suburbs, leading to a decline in patronage at the club. By November 1993 the property had been abandoned by Transnet as a sports club and had been leased to a progression of tenants who did not properly care for the buildings or grounds.

The River Club was established in November 1993, primarily as a golf driving range, but soon the entire property and building was leased by the former proprietors of the River Club, Liesbeek Leisure Club (Pty) Ltd. At that time, the property was zoned "Community Facilities" in terms of the Municipality of the City of Cape Town Zoning Scheme Regulations (1990). For the initial 7 years of operation the activities for which the River Club was originally developed – the bar and restaurant, conference venue and golf driving range – were considered "non-conforming uses". However, these use rights were approved by Council in May 2001 and still apply to this day. In addition, permission to build a 9-hole mashie golf course was granted in 2002 (operation commenced in 2003).

The long term tenant, Liesbeek Leisure Properties Pty (Ltd), bought the property from Transnet in exercise of its pre-emptive right, and in turn sold the site to Liesbeek Leisure Properties Trust (LLPT) in 2015 in order to facilitate development. Over the past two years LLPT have progressively improved the facility, with numerous upgrades of the buildings, parking area and grounds having taken place, while the golf driving range is also much improved.

Notwithstanding these improvements, the owners of the River Club find that the current use of the property is not financially sustainable and is an underutilization of well-located land within Cape Town. Accordingly, they have undertaken a comprehensive process over the past three years to investigate a feasible development proposal for the site. This land use application is the culmination of that process.

DEVELOPMENT PROPOSAL

The development proposal is for approximately 150 000m² of floor space, comprising *inter alia* retail, office, residential (including inclusionary housing), hotel and place of instruction. Developed areas of the site (including roadways) will be raised above the 100-year flood elevation. Berkley Road extension will be developed to the north of the site. This road will not only provide access onto the site, but will also establish a public amenity in terms of the wider transportation network.

The proposal provides for a rehabilitated riverine corridor along the route of the existing Liesbeek Canal running adjacent to the eastern boundary of the site, while the 'old' Liesbeek River channel



on the western edge of the site will be largely infilled and landscaped with a vegetated stormwater swale. An 'ecological corridor' and open space will extend across the site in an east-west direction, connecting the rehabilitated riverine corridor and the stormwater swale. Alongside the transformed riverine corridor there will be pedestrian and cycle paths, as well as viewing and seating areas where the public can enjoy the amenity of this rehabilitated water course.

PROCESS

An integrated planning and design approach has been followed for this project. An experienced, multi-disciplinary project team consisting of specialists in a variety of fields has been engaged in ongoing work on the development proposal over a significant period of time. Regular meetings were convened between members of the project team during the design process so that information from their respective specialist studies could inform the design of the development proposal. As a consequence, design adjustments were made over a number of months in direct response to specialist input before the plan was finalised.

The application is informed by a Basic Assessment (BA) process in terms of the National Environmental Management Act [Act 107 of 1998] (NEMA) undertaken by SRK Environmental Consultants (SRK), as well as the associated specialist studies (including heritage) which accompany such a process. The development proposal was amended and refined, where required, in response to regular input from the BA process and the proposal is evaluated in the formal Draft Basic Assessment Report (DBAR) undertaken in terms of the provisions of NEMA. The DBAR is scheduled to be submitted to WCG's Department of Environmental Affairs and Development Planning (DEA&DP) during the latter part of 2018.

APPLICATION SUBMITTED

The application is submitted in terms of the City of Cape Town Municipal Planning Amendment By-Law (MPBL), including the Cape Town Development Management Scheme (DMS), for the approval of the following:

- a. **Deviation from the Table Bay District Plan**, to permit urban development on land designated as "open space", "core 2" and "buffer 1", in accordance with section 16 of the MPBL.
- b. **Rezoning** of the property from *Open Space Zoning 3: Special Open Space (OS3)* to *Subdivisional Area Overlay Zoning (SAO)*, in terms of section 42(a) of the MPBL.
- c. **Approval to construct retaining structures**, in terms of section 42(i) of the MPBL and in accordance with item 126 of the DMS.

In addition to the above, deviations are required from the following policies:

- a. City of Cape Town Floodplain and River Corridor Management Policy (2009)
 - i. Section 9.2: Flood management and public safety

Permission to develop / obstruct the free flow of water within the 20-year flood plain.



- ii. Section 10.5: Table 1: Framework for the assessment of proposals
Permission to infill within the 50-year flood plain.
- b. City of Cape Town Management of Urban Stormwater Impacts Policy (2009)
 - i. Annexure table: 24 hour extended detention of the 1-year RI, 24h storm event in a greenfield development > 50 000 m²
Permission to deviate from this requirement.
 - ii. Annexure table: Up to 10-year RI peak flow reduced to pre-development level in a greenfield development > 50 000 m²
Permission to deviate from this requirement.
 - iii. Annexure table: Up to 50-year RI peak flow reduced to existing development levels in a greenfield development > 50 000 m²
Permission to deviate from this requirement.

This application is the initial step in a series of land use related applications for this site. Subsequent statutory procedures of *inter alia* internal subdivision and departures will follow in due course. The developer wants to retain a measure of flexibility to adapt to market forces, and attention will be given to detailed design as and when that is appropriate.

PLANNING AND POLICY DIRECTIVES

The application report considered the following planning and policy directives:

- Western Cape Provincial Spatial Development Framework (2014);
- Economic Growth Strategy;
- Cape Town Municipal Spatial Development Framework (2018);
- Table Bay District Plan (2012);
- Two Rivers Urban Park Contextual Framework and Phase 1 Environmental Management Plan (2003);
- City of Cape Town Comprehensive Integrated Transport Plan 2018-2022;
- City of Cape Town Floodplain and River Corridor Management Policy (2009);
- City of Cape Town Management of Urban Stormwater Impacts Policy (2009);
- City of Cape Town Densification Policy (2012);
- City of Cape Town Urban Design Policy (2013);
- City of Cape Town Tall Building Policy (2013);
- City of Cape Town Transit Oriented Development Strategic Framework (2016); and
- Parking Policy (2014);
- City of Cape Town Integrated Human Settlements Five Year Plan (2012-2017); and
- City of Cape Town Social Development Strategy.



In each instance relevant issues and factors are taken into consideration and compliance with the proposal is demonstrated.

It is noteworthy that the proposed River Club development is in conflict with the Table Bay District Plan's land use categorisation for the site and it is therefore necessary to apply for a deviation from the Table Bay District Plan. Further, deviations are required from the City of Cape Town's Floodplain and River Corridor Management Policy (2009) and Management of Urban Stormwater Impacts Policy (2009), respectively.

ENVIRONMENTAL, HERITAGE & SOCIO-ECONOMIC FACTORS

Notwithstanding the NEMA process, a synthesis of the various specialist studies pertaining to biodiversity, heritage and visual impact undertaken as part of the BA process are provided in the planning application motivation report so that the proposal can be properly understood and evaluated. An overview of the pertinent findings from the various specialist studies covered in this motivation report is provided below.

a. Surface Water Hydrology

The Draft study concludes that – based on a review of all the available studies, the extensive modelling, and engineering judgement – the proposed development would have an insignificant effect on flooding in the vicinity of the existing River Club site. Further, although the development would have some limited effect on the flows and water levels in the Liesbeek and Black Rivers, the modelled impacts are insignificant and can be considered negligible.

b. Biodiversity

Both terrestrial and natural ecosystems associated with the site are considered degraded, having suffered a long history of manipulation, including (in the case of aquatic ecosystems) variously, diversion, channelization, fragmentation and canalisation. Terrestrial ecosystems have been assessed by the faunal, avifaunal and botanical specialists as highly altered and affording very low levels of habitat quality. No indigenous flora of any concern was found on the site.

The proposed development addresses issues such as ecological connectivity through the site, and both provides aquatic (breeding) and terrestrial (non breeding) habitat for Western Leopard Toads, while including structural devices (toad barriers, culverts, landscaped refugia and connecting corridors) to reduce mortalities for this flagship species (as well as other fauna on the site).

The proposal to rehabilitate the currently canalised reaches of the lower Liesbeek River, and in its place to create an unlined vegetated channel that has sufficient space to function as a natural river within a broad connecting riverine corridor (and which would significantly improve faunal connectivity and toad migration routes across the site), is supported from a biodiversity and general aquatic ecosystems perspective, and its implementation is recommended.

Against rehabilitation of the canal is also set the infilling and landscaping of the remnant (but historically fragmented and highly altered / diverted) "natural" channel of the Liesbeek River. This loss is considered ecologically acceptable, in the context of the ecological gains made in terms of

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rehabilitation of more natural river functions in the canal, and the proposed development of vegetated swales in landscaped terrestrial areas suitable for colonisation by Western Leopard Toads in their non-breeding season is considered an acceptable use of this space without significant negative biodiversity or other ecological costs.

The creation of ecological corridors through the site, that would be landscaped with sufficient indigenous vegetation so as to provide a high quality of terrestrial habitat for indigenous fauna, enabling them to connect between significant rehabilitated open spaces, would add to the positive value of the development from a biodiversity perspective.

c. Visual Impact

The Draft VIA concludes that (in many respects) the visual impact of the proposed development is pronounced, but not inconsistent with a cityscape. However, the sense of place impact is more significant and difficult to mitigate. Receptor perceptions are also important: for some, retention of the open space might be critical to retaining the sense of place; for others, urban development, especially if celebrated by iconic structures, may be valued. The development could both alter sense of place and, at the same time, deliver a functional development with interesting structures with their own visual appeal.

d. Heritage

The Draft Heritage Impact Assessment (HIA) acknowledges that the River Club site and its surrounds is regarded by some as being of high environmental / topographical / ecological and historical significance, both as the flood plain of the Liesbeek River and as the site of the early confrontations between indigenous peoples and settlers.

The one heritage feature of high significance that is identified in the HIA is the Liesbeek River corridor itself (as well as the confluence with the Black River, which is the common feature that runs through the project area and beyond). It is a powerful historic symbol and place-mark that refers to early landscape of pre-colonial transhumance use, colonial settlement and agriculture, and contestation. The river itself needs to be respected, enhanced and made accessible. As such, the HIA recommends, as a mitigation measure for development of the site, that the canalised section of the Liesbeek River should be rehabilitated in such a way as to create a "sense of river-ness" and engender conditions favourable to creating biodiversity and engendering natural qualities. The HIA argues that this action will result in a powerful positive contribution to the overall commemoration of this feature, and will serve to enhance and celebrate the Liesbeek River's symbolic significance.

In addition to the above, the HIA also acknowledges the importance of the river crossing site used by the indigenous people in pre-colonial (Varsche Drift). Since there is no archaeological or other evidence of this crossing, the HIA recommends that consideration must be given to establishing an open area close to the confluence of the old Liesbeek and Black Rivers that can serve as commemorative / celebratory area in terms of the history of contestation for land that took place in this part of Cape Town.

e. Socio-economic study

The Draft socio-economic study found that the River Club development is expected to intensify and accelerate existing development trends in the area, especially if it acts as a catalyst for the development of the Two Rivers Urban Park (TRUP). However, the nature of certain impacts, such as how the River Club development affects quality of life of surrounding residents, will depend on personal values and preferences.

The study concludes that, on balance, the socioeconomic benefits of the River Club development to the local and wider Cape Town community may outweigh the impacts.

TRAFFIC & TRANSPORTATION

The Draft Transport Impact Assessment (TIA) concludes that the River Club development will have an effect on the immediate road network within the vicinity of the site, however the full development extent (i.e. 150 000 m² of floor space) can be accommodated provided that the various intersection and road upgrades surrounding the site, as recommended in the TIA, are implemented.

Public transport services are available within the surrounding area of the proposed development. However, it is important that public transport for the proposed development is enhanced by extending existing services or provision of new services. It is the intention that current public transport services, albeit low volume services or low frequencies, be supplemented by extending existing services or provision of new services. Further, the public transport system should be adaptable over time relating to the specific needs or passenger requirements as concluded in the TRUP initiatives.

Importantly, a high quality Non-Motorised Transport network leading to the public transport facilities from the River Club should be provided.

MOTIVATION FOR DEVELOPMENT ON THE RIVER CLUB SITE

Spatial planning policy for this area has historically identified limited development to occur on the River Club site. There are various reasons for this, but a primary reason is due to the sites positioning in a floodplain. However, following wide-ranging investigations and specialist studies, the River Club project team have ascertained that development on the site is feasible, with the following reasons being particularly noteworthy:

a. Strategic location

The site is located in a strategically important position within Cape Town – it is a highly accessible site located within close proximity to agglomerated places of work such as the CBD and Paarden Eiland, and also has relatively good accessibility to the metropolitan south-east. Moreover, the location of the River Club development at the knuckle of the Main Road corridor, the Voortrekker Road corridor and the Klipfontein Road corridor means that it can be a generator of people and economic activity that supports and reinforces these corridors (in particular the Voortrekker Road corridor).

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b. Access to public transport

The site is well located in respect to the public transport network: both Observatory rail station (to the south-west) and Koeberg rail station (to the north-east) fall within a 500m radius of the site, while the Voortrekker Road corridor and Main Road corridor – both of which carry bus and mini-bus taxi routes – are located within 1 km of the site.

The River Club development promotes land use intensification in close proximity to public transport and will therefore promote the use of public transport.

c. Opportunity for ecological rehabilitation

The degraded nature of much of the River Club site means that its development does present opportunities for rehabilitation / remediation of ecological function.

The development proposal places strong emphasis on the rehabilitation of the currently canalised reaches of the lower Liesbeek River. The planned creation of an unlined vegetated channel that has sufficient space to function as a natural river within a broad connecting riverine corridor, will ensure strong longitudinal and lateral links into natural areas of the site and the adjacent Raapenberg Wetlands.

A key factor in relation to the ecological rehabilitation of the site – and in turn the ecological sustainability of the site in this context – is connectivity across the site, especially from the Raapenberg Wetlands across to the natural channel and (and *vice versa* in an east-west direction across the site). This connectivity is especially important for wetland fauna, in particular Western Leopard Toads, which breed in the Raapenberg wetlands.

Therefore, despite the proposed development at the River Club, the site will remain connected to the wider open space system, and the ecological corridors would afford a better quality of connectivity across a site that is at present largely ecologically hostile.

d. Opportunity to rehabilitate the Liesbeek Canal into an environmental and heritage asset

The existing Liesbeek River and its associated ecological corridor is disrupted by an artificial canal, and as a consequence the legibility, quality and functionality of the river is highly compromised in these reaches. This has negative implications for environmental sustainability, heritage significance and public amenity.

The best way to celebrate the significance of the Liesbeek River and to ensure its long-lasting legacy will be to rehabilitat the Liesbeek Canal into a riverine corridor, which will effectively allow for a continuation of the lower Liesbeek River as a visually congruent and publicly accessible riverine corridor, with resulting ecological and social benefits. This rehabilitated riverine corridor will create a "sense of river-ness" that has been missing since the Liesbeek River was re-routed circa. 1950.



e. Potential to raise the level of the ground with negligible flooding impact

There is a common public perception that the River Club site frequently floods and that the development of the site "will" have an impact on the flooding of properties in the surrounding area.

However, a comprehensive surface water hydrology study conducted in relation to the site and surrounds (including an assessment of the proposal to raise the level of the ground of the site above the 100-year floodline) has concluded that the proposed development would have an insignificant effect on flooding in the vicinity of the existing River Club site. Further, although the development would have some limited effect on the flows and water levels in the Liesbeek and Black Rivers, the modelled impacts are insignificant and can be considered negligible.

f. Berkley Road extension

Correspondence with road network planning officials from City of Cape Town's Transport and Urban Development Authority has revealed that the proposed Berkley Road extension is essential to future road network planning in Cape Town. As such, the River Club proponent is prepared to enter into a services level agreement with the CoCT whereby a portion of the development contribution applicable to the River Club development will be offset against the cost of constructing a portion of one carriageway of this road link and to implement the bridge and road construction as part of the agreement.

The implementation of the Berkley Road extension is considered a significant intervention in relation to the proposed development for two reasons. The impact of the existing spatial barriers (i.e. the M5 motorway and Black River), which currently restrict movement between the western portion of TRUP (e.g. Salt River, Observatory and Mowbray) and the eastern portion (e.g. Maitland, Ndabeni and Pinelands), will be reduced because movement through these barriers will become significantly easier once the short remainder of the link is completed.

g. Forthcoming SKA development

The National Research Foundation (NRF), the owner of Remainder Erf 26423 Cape Town (i.e. the property immediately abutting the southern boundary of the River Club), is currently procuring a development tender for a new Square Kilometer Array South Africa (SKA SA) building on this site. This building will be 3-4 storeys in height and will accommodate 8 000 m² of floor space. It is apparent from tender documentation pertaining to this building that the intention is for it to be an iconic, gateway building.

This building (along with the Berkley Road extension) will radically affect the reading and significance of the floodplain, of the surrounds and, in particular the River Club site. It is also clearly apparent from tender documents relating to the building that it will be an iconic, gateway building that will strongly compliment the River Club development in its form.

h. Enhanced public access and amenity

Currently, the River Club is an isolated tranche of land owing to barriers such as the M5 motorway, the Black River, the Liesbeek Canal and inhospitable surrounding land uses (particularly the inwardly orientated institutions of the SAAO and Valkenburg Hospital to the east / south-east, as



well as the PRASA railyard to the north). The site is privately owned and commercially operated, which further restricts access to and through the site. Apart from commercial considerations, one of the outcomes of the River Club development is to promote public access, break down barriers and integrate the River Club into TRUP and the surrounding communities.

i. Catalytic project

The location of the site means that the proposed development can be a catalytic project, not only for TRUP but for Cape Town. The intensive nature of the proposed development means that the River Club has the potential to become a "destination place" within Cape Town.

It is anticipated that the redeveloped River Club site will become the western gateway into the TRUP, drawing people to and through TRUP. The intention is for this gateway accommodate a medium-high density, mixed-use agglomeration of uses which supports the vision of 'live, work, play' while retaining certain recreational and ecological features. To this end, it is expected that the River Club can act as a catalyst project that can assist with the ongoing implementation of the greater TRUP project.

j. Socio-economic integration

The site is strategically located in relation to, amongst other things, employment opportunities, amenities and social facilities. The proponent acknowledges the socio-economic disparities in Cape Town that remain in place as a result of the legacy of apartheid, and recognizes that there is an opportunity to provide inclusionary housing that will be accessible to those who have previously not had the opportunity to live in close proximity to the CBD and other agglomerated places of work.

The proponent is committed to ensuring that 20% of the total floor space (estimated at approx. 150 000m²) to be built at the River Club will be devoted to residential use. Of the floor space devoted to residential use, 20% (approximately 6 000 m²) will be allocated to inclusionary housing.

This proposal reinforces the developer's commitment that the River Club will not become an exclusive enclave. Instead, the River Club will be an inclusive place that will promote socio-economic integration.

MOTIVATION FOR APPROVAL

The proposed development will be an asset to the area and is consistent with the principles of the MPBL for approval of applications. The following factors point to the proposal being highly appropriate:

- increase in population thresholds and mixed-use development, which will support the efficient functioning and viable provision of public transport services;
- reduction in travel distances and times, as well as the associated costs;
- rehabilitation of interfaces with freshwater systems and enhanced public access to these areas;

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- enhancement of the heritage value of the Liesbeek River (and its associated confluence with the Black River) by rehabilitating the Liesbeek Canal into a visually congruent and publicly accessible riverine corridor, with resulting ecological and social benefits;
- generation of employment and income;
- enhance access to economic opportunities, public transport and open space amenities;
- diversification and choice of housing types and tenure options;
- generation of sufficient consumers to facilitate the creation of economic opportunities in close proximity to identified urban corridors;
- cost-effective provision and optimal use of services infrastructure (the site is within the urban edge and can link in with existing services infrastructure within and surrounding the site); and
- development of a catalyst project that will enhance the greater TRUP area; and
- the creation of a destination place which the general public can visit and enjoy.



1. INTRODUCTION

1.1 Brief and Application Submitted

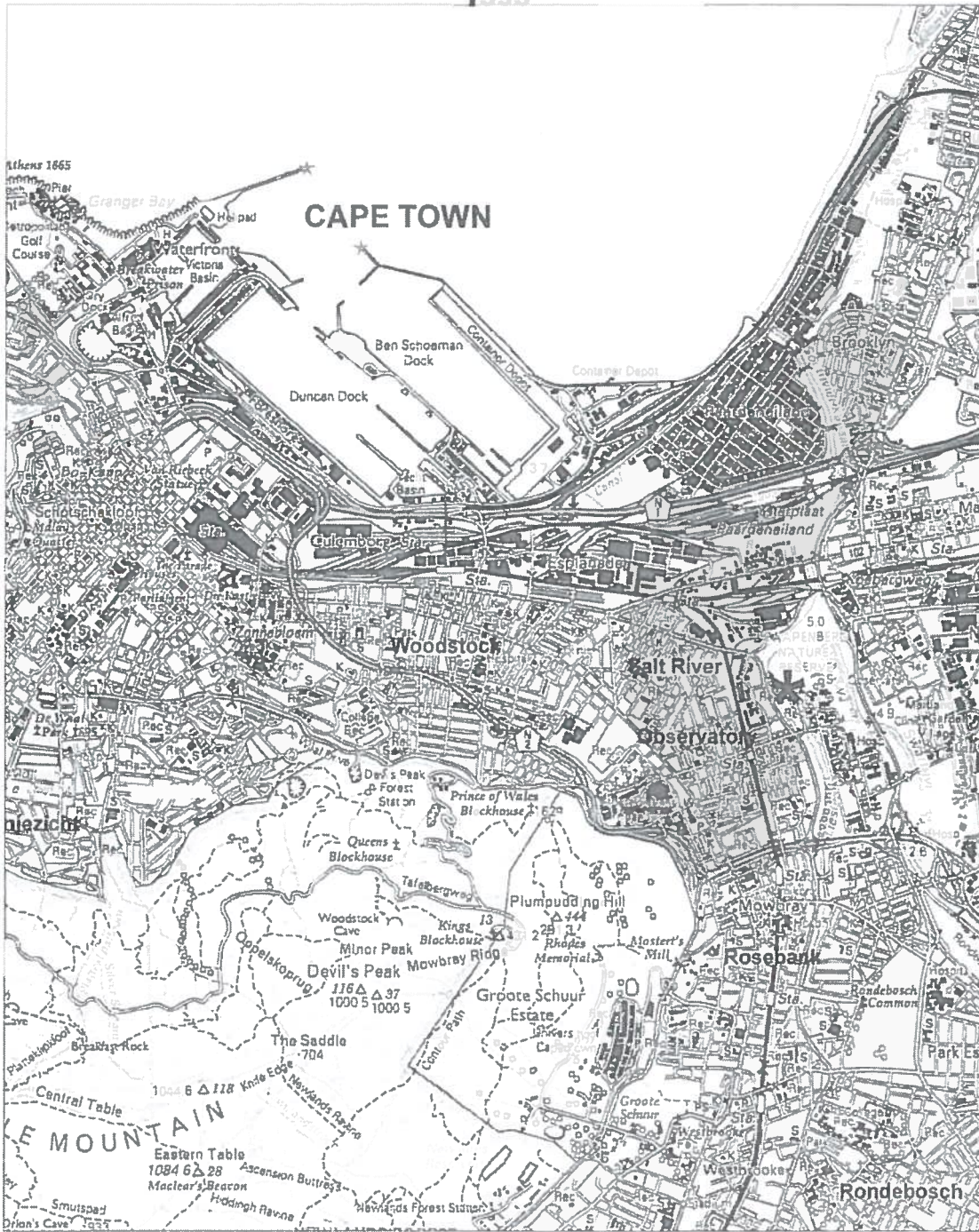
Planning Partners has been appointed by the owner of the River Club, Liesbeek Leisure Properties Trust, to apply for development rights on Erf 151832 Cape Town so that the land can be developed into a mixed-use precinct. A locality map is provided in **Figure 1** and an aerial view of the site in context is shown in **Figure 2**.


The application is submitted in terms of the City of Cape Town Municipal Planning Amendment By-Law (MPBL), including the Cape Town Development Management Scheme (DMS), for the approval of the following:



- a. **Deviation from the Table Bay District Plan**, to permit urban development on land designated as "open space", "core 2" and "buffer 1", in accordance with section 16 of the MPBL.
- b. **Rezoning** of the property from *Open Space Zoning 3: Special Open Space (OS3)* to *Subdivisional Area Overlay Zoning (SAO)*, in terms of section 42(a) of the MPBL.
- c. **Approval to construct retaining structures**, in terms of section 42(i) of the MPBL and in accordance with item 126 of the DMS.

In addition to the above, deviations are required from the following policies:

- a. City of Cape Town Floodplain and River Corridor Management Policy (2009)
 - i. Section 9.2: Flood management and public safety
Permission to develop / obstruct the free flow of water within the 20-year flood plain.
 - ii. Section 10.5: Table 1: Framework for the assessment of proposals
Permission to infill within the 50-year flood plain.
- b. City of Cape Town Management of Urban Stormwater Impacts Policy (2009)
 - i. Annexure table: 24 hour extended detention of the 1-year RI, 24h storm event in a greenfield development > 50 000 m².
Permission to deviate from this requirement.
 - ii. Annexure table: Up to 10-year RI peak flow reduced to pre-development level in a greenfield development > 50 000 m².
Permission to deviate from this requirement.



 THE SITE

THE RIVER CLUB OBSERVATORY	
LOCALITY	
 NTS	 PLANNING PARTNERS
JUNE 2018	Figure 1



 THE SITE

**THE RIVER CLUB
OBSERVATORY**

CONTEXT


SCALE 1:10000

PLANNING PARTNERS 

JUNE 2018

Figure 2



- iii. Annexure table: Up to 50-year RI peak flow reduced to existing development levels in a greenfield development > 50 000 m².

Permission to deviate from this requirement.

This report serves to motivate the application and is accompanied by copies of the prescribed application form (**Annexure A**), power of attorney and trust resolution (**Annexure B**) and other relevant documentation (annexed hereto).

This application is the initial step in a series of land use related applications for this site. Subsequent statutory procedures of *inter alia* internal subdivision and departures will follow in due course. The developer wants to retain a measure of flexibility to adapt to market forces, and attention will be given to detailed design as and when that is appropriate.

1.2 Overview of the Development Proposal

The development proposal, which is illustrated in **Figure 3** overleaf, is for approximately 150 000m² of floor space, which includes retail, office, residential (including inclusionary housing), hotel and place of instruction. Developed areas of the site (including roadways) will be raised above the 100-year flood elevation. Berkley Road extension, to the north of the site, will be developed in phases. This road will not only provide access onto the site, but will also establish a public amenity in terms of the wider transportation network

The proposal provides for a rehabilitated riverine corridor along the route of the existing Liesbeek Canal running adjacent to the eastern boundary of the site, while the 'old' Liesbeek River channel on the western edge of the site will be largely infilled and landscaped with a vegetated stormwater swale. An 'ecological corridor' and open space will extend across the site in an east-west direction, connecting the rehabilitated riverine corridor and the stormwater swale. Alongside the transformed riverine corridor there will be pedestrian and cycle paths, as well as viewing and seating areas where the public can enjoy the amenity of this rehabilitated water course.

The proposal is described in more detail in section 6.

1.3 Background

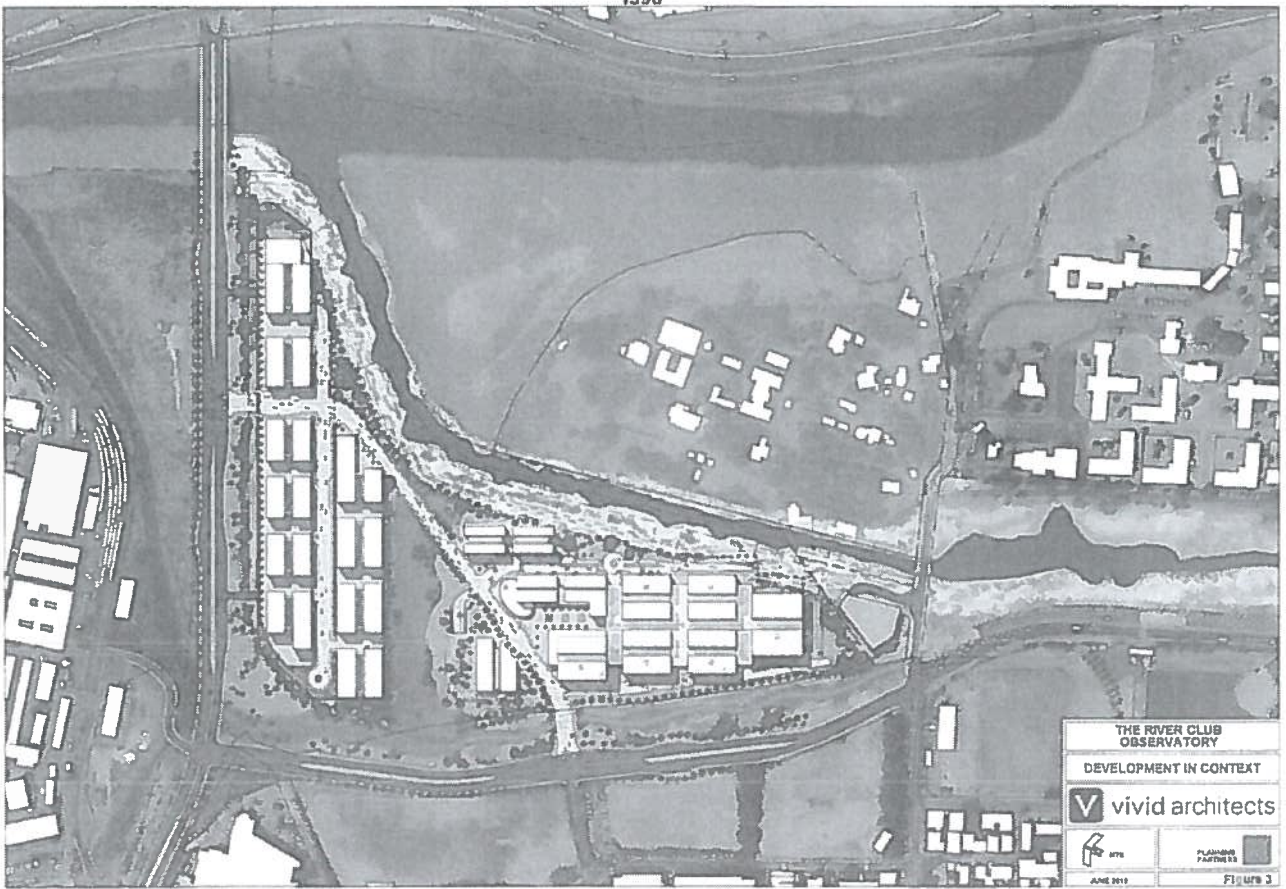
1.3.1 The River Club

The site currently occupied by the River Club was previously utilized by the South African Railways & Harbours (SAR&H) as the Liesbeek Park Recreation Club, which was established in the late 1920s and was subsidized by SAR&H for the benefit of its employees. The site was administered by Propnet, a division of Transnet.

The original facilities of the club were built towards the end of the 1920s, with the main building completed in 1939 (this is still the main building on the property). When Transnet activities shifted to Bellville in the 1980s, most staff moved to the northern suburbs, leading to a decline in patronage at the club. By November 1993 the property had been abandoned by Transnet as a sports club and had been leased to a progression of tenants who did not properly care for the buildings or grounds.



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The River Club was established in November 1993, primarily as a golf driving range, but soon the entire property and building was leased by the former proprietors of the River Club, Liesbeek Leisure Club (Pty) Ltd. At that time, the property was zoned "Community Facilities" in terms of the Municipality of the City of Cape Town Zoning Scheme Regulations (1990). For the initial 7 years of operation the activities for which the River Club was originally developed – the bar and restaurant, conference venue and golf driving range – were considered "non-conforming uses". However, these use rights were approved by Council in May 2001 and still apply to this day. In addition, permission to build a 9-hole mashie golf course was granted in 2002 (operation commenced in 2003).

The long term tenant, Liesbeek Leisure Properties Pty (Ltd), bought the property from Transnet in exercise of its pre-emptive right, and in turn sold the site to Liesbeek Leisure Properties Trust (LLPT) in 2015 in order to facilitate development. Over the past two years LLPT have progressively improved the facility, with numerous upgrades of the buildings, parking area and grounds having taken place, while the golf driving range is also much improved.

Notwithstanding these improvements, the owners of the River Club find that the current use of the property is not financially sustainable and is an underutilization of well-located land within Cape Town. Accordingly, they have undertaken a comprehensive process over the past three years to investigate a feasible development proposal for the site. This land use application is the culmination of that process.

1.3.2 Two Rivers Urban Park

Erf 151832 is located in an area known as Two Rivers Urban Park (TRUP). The TRUP lies at the confluence of the Black and Liesbeek Rivers and is approximately 300ha in extent. It has been identified by the City of Cape Town (CoCT) for special planning attention in view of its strategic location and development potential. The boundary of TRUP is illustrated in **Figure 4** overleaf.

The CoCT and Western Cape Government (WCG), both of whom own various properties within TRUP¹ have entered into a Memorandum of Cooperation to work together on the TRUP development project, which is envisaged as a mixed-use, transit-oriented development within a connected landscape for sustainable living, together with areas for leisure, conservation and environmental management.

An environmental, heritage and planning process was initiated by WCG and the CoCT, which investigated opportunities, constraints and development options. A TRUP Contextual Framework had been prepared in 2003, and the aim of the current TRUP process is to update this and formulate a Local Spatial Development Framework (LSDF) in terms of section 12 of the MPBL. On 7 November 2016, the Executive Mayor of the CoCT approved the initiation of the TRUP LSDF process, which is currently ongoing.

¹ WCG owns *inter alia* Alexandra Hospital, Valkenberg Hospital and Oude Molen; CoCT owns *inter alia* Maitland Garden Village, the Maitland Abattoir site, Diesel Road and land within the Black and Liesbeek River riverine corridors.

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<p> THE RIVER CLUB</p> <p> TRUP</p>	<p>THE RIVER CLUB OBSERVATORY</p>
<p>TWO RIVERS URBAN PARK</p>	<p> NTS</p> <p> PLANNING PARTNERS</p>
<p>JUNE 2018</p>	<p>Figure 4</p>

[Handwritten signatures]

Despite the fact that the River Club is located within TRUP, the River Club planning application has been submitted prior to the TRUP LSDF being completed by the CoCT. There are two primary reasons for this:

- The time frame for the TRUP LSDF is uncertain; and
- As a private development initiative on privately owned land, the proponent is permitted to submit a planning application in terms of the legislation.

1.4 The Process

An integrated planning and design approach has been followed for this project. An experienced, multi-disciplinary project team consisting of specialists in a variety of fields has been engaged in ongoing work on the development proposal over a significant period of time. The various specialists involved are listed in **Table 1** below.

Table 1: List of specialist consultants

Specialist Field	Responsible Consultant
Town planning	Planning Partners
Urban design	Urban Concepts
Architecture	Vivid Architects
Landscape architecture	Planning Partners
Stormwater hydrology	Aurecon
Freshwater ecology	Liz Day, Freshwater Consulting Group
Botany	Barrie Louw, Coastec
Fauna	Marius Burger, Sungazer Faunal Surveys
Avifauna	Dr. Tony Williams
Geohydrology	SRK Consulting
Visual impact	SRK Consulting
Socio-economic	SRK Consulting
Market analysis	Rode & Associates
Heritage	Dr. Stephen Townsend & Tim Hart
Civil engineering	Aurecon
Electrical engineering	Selkirk & Selkirk
Traffic & transportation	Aurecon

Regular meetings were convened between members of the project team during the design process so that information from their respective specialist studies could inform the design of the development proposal. As a consequence, design adjustments were made over a number of months in direct response to specialist input before the plan was finalised.

The application is informed by a Basic Assessment (BA) process in terms of the National Environmental Management Act [Act 107 of 1998] (NEMA) undertaken by SRK Environmental

Consultants (SRK)², as well as the associated specialist studies (including heritage) which accompany such a process. The development proposal was amended and refined, where required, in response to regular input from the BA process and the proposal is evaluated in the formal Draft Basic Assessment Report (DBAR) undertaken in terms of the provisions of NEMA (refer to **Annexure C**)³.

The following reports have been thus far been issued for public comment:

- Initial notification of identified stakeholders, including Draft Scoping Report, was issued on 4 August 2016; and
- A Final Revised Draft Scoping Report was issued on 11 January 2017;
- A Draft Heritage Impact Assessment was issued for public comment on 25 January 2018.

In the case of the first two documents, comments received from Interested and Affected Parties (I&APs) resulting from the associated public participation processes were carefully considered and changes to the proposal were incorporated where appropriate.

Notwithstanding the NEMA process, a synthesis of the various specialist studies pertaining to biodiversity, heritage and visual impact undertaken as part of the BA process are provided in this motivation report so that the proposal can be properly understood and evaluated.

In addition to the statutory requirements of the NEMA public participation process, a pre-application consultation was held with relevant CoCT officials on 11 October 2017, as per the requirements in terms of section 70(2) of the MPBL. A record of this consultation meeting is attached as **Annexure D**.

The result has been an iterative design process whereby the development proposal has been reviewed and refined before arriving at the final proposal presented in this application.

² It was initially anticipated that a full Environmental Impact Assessment (EIA) process would be required to be submitted to DEA&DP. However, the EIA Regulations were amended on 7 April 2017, which meant that a BA process became applicable.

³ The DBAR is scheduled to be submitted to WCG's Department of Environmental Affairs and Development Planning (DEA&DP) during the latter part of 2018. Notwithstanding the fact that DBAR has yet to be circulated to the public in terms of the NEMA requirements, the DBAR to be circulated is attached to this application as **Annexure C**. Note that the appendices to the DBAR are not included as part of **Annexure C**, however these are available to view on request.

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2. THE SITE

2.1 Locality and Context

The site is located near the confluence of the old Liesbeek River and the Black River (refer to **Figure 2**). The two aforementioned rivers, together with the canalized section of the Liesbeek River and the Raapenberg Wetlands & Bird Sanctuary to the east, frame the land.

The South African Astronomical Observatory (SAAO) complex lies immediately to the east beyond the canalized section of the Liesbeek River, with the Valkenburg Hospital complex further to the southeast. To the west lies the old Liesbeek River course, which was cut off from the remainder of the Liesbeek River upstream when the river was canalized along the site's eastern edge, and now forms a backwater of the Black River. Beyond this channel to the west is an important transport route, Liesbeek Parkway, with vacant land (open space) and the Black River Park business park further beyond. A road reserve (for the extension of Berkley Road) runs along the northern boundary of the property. Further north of the road reserve lies vacant land owned by PRASA, beyond which is the PRASA railyard.

2.2 Property Details

The cadastral configuration of Erf 151832 Cape Town, as well as those of the surrounding properties, is shown in **Figure 5**. The property measures 14.8325 ha in extent.

The title deed records show that ownership of the property is registered under Liesbeek Leisure Properties Trust. A copy of the title deed is included as **Annexure E** and a copy of the SG Diagram for the property is attached as **Annexure F**. None of the restrictions contained in the title deed prohibit the application or proposed land uses. A conveyancer's certificate is attached as **Annexure G**.

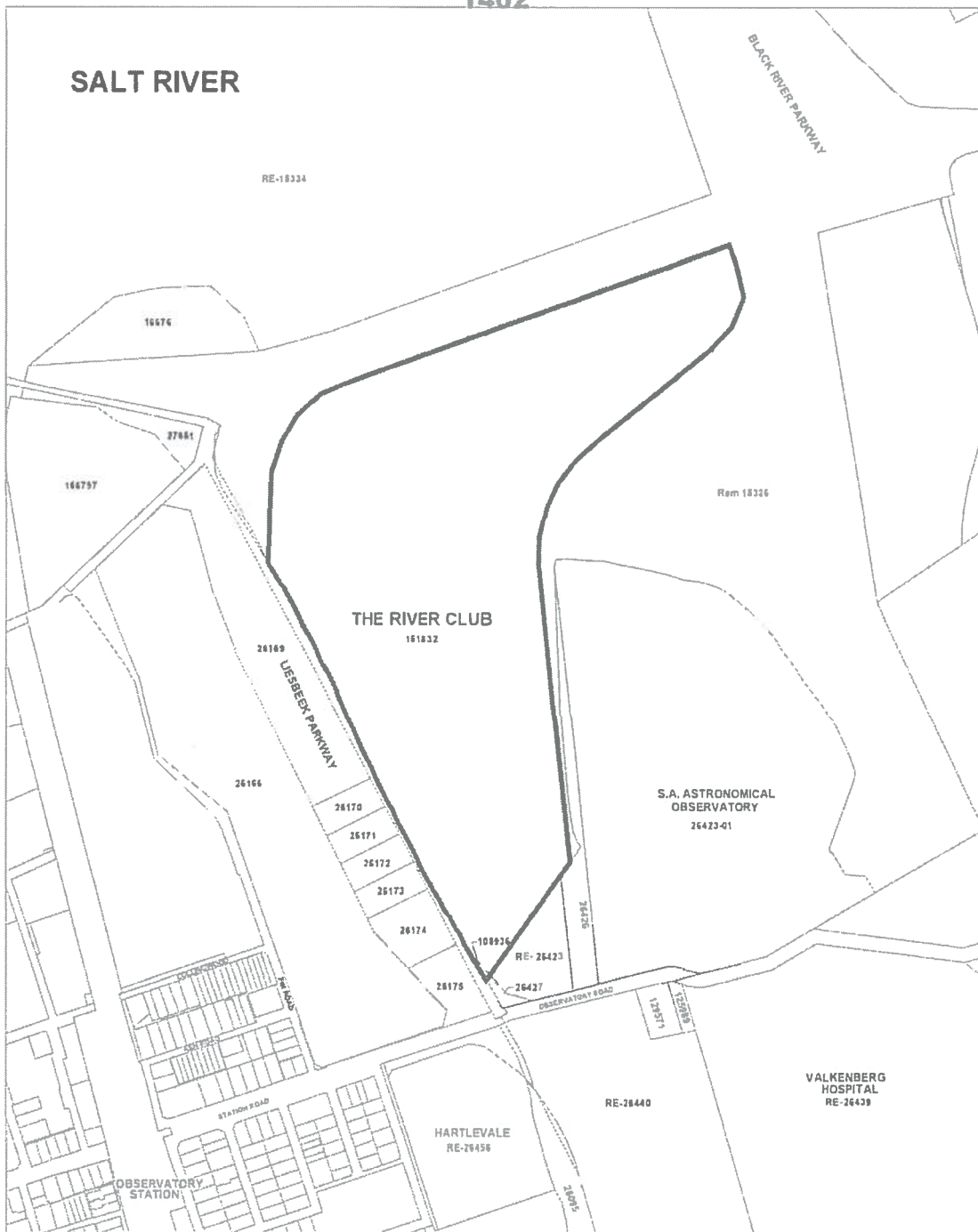
A summary of basic information about the property is provided in **Table 2**.

Table 2: Basic property information

Property description	Erf 151832 Cape Town
Registered Owner	Liesbeek Leisure Properties Trust
Title Deed No.	T53900/2015
Title Deed Restrictions	None that prohibit the proposed development
Property Extent	14.8325 ha
Zoning	Open Space Zoning 3: Special Open Space (OS3)

2.3 Zoning

The property is currently zoned *Open Space Zoning 3: Special Open Space (OS3)* in terms of the CoCT's zoning map. An extract of the zoning map of the area is shown in **Figure 6**.



 THE SITE

**THE RIVER CLUB
OBSERVATORY**

CADASTRAL



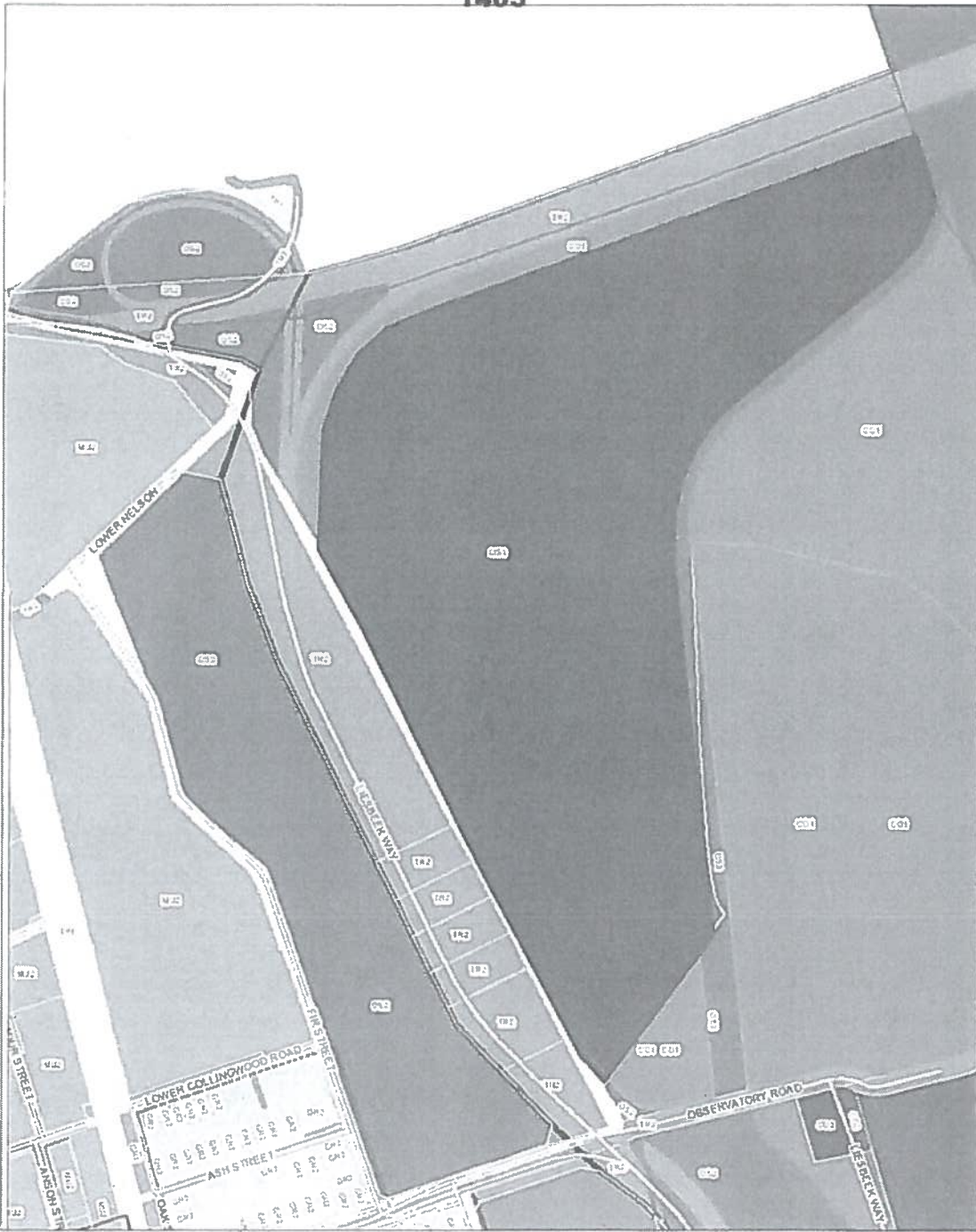
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Figure 5



	GENERAL RESIDENTIAL 2		GENERAL BUSINESS 1
	GENERAL RESIDENTIAL 4		TRANSPORT ZONE 1
	COMMUNITY ZONE 1		TRANSPORT ZONE 2
	COMMUNITY ZONE 2		OPEN SPACE 2
	MIXED USE 2		OPEN SPACE 3

THE RIVER CLUB OBSERVATORY	
ZONING	
 NTS	
JUNE 2018	Figure 6

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It is evident from the CoCT's Development Management Scheme regulations governing land zoned OS3 that the proposed development will not be permissible with the current zoning, and it is therefore necessary to rezone the property.

2.4 Existing Land Use

The use of the property is currently dominated by the River Club Golf & Conference Centre, including a number of conference/function facilities, offices, restaurant, nine-hole golf course, golf shop and golf driving range, as well as internal roads and parking areas. The largest part of the River Club operation comprises open areas with alien grasses and alien trees (e.g. *Eucalyptus*).

Other, minor uses on the property include a medical consultation facility (chiropractor) and a bicycle retail store. The various existing land uses in relation to the property are shown in **Figure 7**.

Overall, the site is a transformed landscape that has negligible ecological value.

2.5 Surrounding Land Use

The site is bounded to the west by the original Liesbeek River watercourse, to the east by the man-made Liesbeek Canal and the associated confluence with the Black River, and to the north by a road reserve earmarked for the Berkley Road extension.

The Liesbeek Parkway, Black River Park office cluster and sports fields are located to the west and south-west of the site, with industrial buildings of lower Observatory beyond.

To the north, the surroundings are dominated by the PRASA rail yards including large sheds, administration buildings, train tracks and train carriages. The land immediately north of the road reserve and south of the old Liesbeek River is owned by PRASA and is currently vacant.

Immediately east of the site, beyond the canal, is the South African Astronomical Observatory (SAAO) complex and the Raapenberg Wetland & Bird Sanctuary. Across the Black River is the M5 freeway (Black River Parkway) and beyond this the M5 Business Park, Alexandra Hospital, and the industrial areas of Maitland and Ndabeni.

The small parcel of land immediately south of the site (i.e. Remainder Erf 26423 Cape Town) is owned by the National Research Foundation (NRF). Beyond the NRF site is Observatory Road (an extension of Station Road), open space alongside the Liesbeek River (including walking and cycling paths), and the Hartleyvale sports fields.

The historic Valkenberg Hospital complex is located between the two rivers to the south-east of the River Club.

The surrounding land uses have various implications for the future development of the site, viz.:



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 THE SITE

**THE RIVER CLUB
OBSERVATORY**

EXISTING USES



SCALE 1:3000

PLANNING
PARTNERS



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Figure 7

- Despite the site itself not holding any ecological value, there are elements that hold potential for ecological rehabilitation (e.g. the Liesbeek Canal). Opportunities for ecological rehabilitation and connectivity must be investigated.
- Although the surrounding land uses are diverse, they are typically mono-functional and therefore the area currently lacks the vibrancy and vitality of a sustainable urban environment. The site represents an opportunity to introduce mixed-use development into this area.
- The rivers and mono-functional uses surrounding the site means that it has the appearance of being fragmented from the surrounding urban environment. Opportunities for urban integration and connectivity must be explored.
- The NRF, the owner of Remainder Erf 26423 Cape Town (i.e. the property immediately abutting the southern boundary of the River Club), is currently procuring a development tender for a new Square Kilometer Array South Africa (SKA SA)⁴ building on this site. This new building has the potential to significantly transform the area.
- The existing buildings of the Black River Park and the PRASA railyard (earmarked for significant redevelopment) as well as the forthcoming SKA building on the NRF site to the immediate south of the River Club, means that there is an opportunity to develop buildings of a similar scale on the River Club site.

2.6 Existing Access

Vehicular and non-motorised transport (NMT) access to the site is currently gained via Remainder Erf 26423 off Observatory Road. This property is owned by the NRF and has been earmarked to accommodate a new SKA facility (currently out on a development tender). This access has limited capacity for vehicular movement and will be discontinued should development rights be granted over the River Club site.

Although existing access is constrained, the site has significant potential for vastly improved access. The future Berkley Road extension, with direct links to Liesbeek Parkway and the M5 (and the freeway system beyond), will transform accessibility to the site. Added to this are proximity of existing railway stations at Observatory and Maitland, and future bus services along the new road network.

Additional access arrangements and associated road network upgrades are proposed in relation to the site and these are discussed in more detail in sub-section 12.2.3.

⁴ SKA SA is a business unit of the NRF and is responsible for the design, construction, operations and maintenance of the MeerKAT radio telescope, a 64-dish array currently being constructed in the Karoo Radio Astronomy Observatory. MeerKAT became operational during 2017.

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3. PLANNING & POLICY DIRECTIVES

3.1 Western Cape Provincial Spatial Development Framework (2014)

The Western Cape Provincial Spatial Development Framework (PSDF) is an approved structure plan in terms of the Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA) and the Land Use Planning Act 3 of 2014 (LUPA), and aims to give spatial expression to the National Development Plan and One Cape 2040 initiatives. It provides guidelines for district, metropolitan and local municipal spatial initiatives such as IDPs and SDFs. The PSDF is a broad-based document and does not control development or land use proposals at a micro-scale (e.g. individual properties). It is however relevant in setting out overarching planning policy guidelines adopted by the WCG, and major development applications need to be evaluated in terms of these policy guidelines.

The PSDF is underpinned by three interrelated themes, namely:

- Sustainable use of the Western Cape's spatial assets (resources);
- Opening up opportunities in the Provincial space-economy (space economy); and
- Developing integrated and sustainable settlements (settlement).

Each of these spatial themes contributes to the achievement of the Western Cape's strategic objectives and is evaluated below in relation to the proposal.

Sustainable use of the Western Cape's spatial assets

Policy R1: "Protect biodiversity and ecosystem services"

The River Club site is described by the Freshwater Ecologist on the project team, Dr. Liz Day, as "a highly disturbed environment". Moreover, it is stated that "the floodplain environment on the River Club site is considered of extremely low sensitivity from an ecological perspective, with its only present functions being provision of a degree of buffering of the channel from adjacent noise and physical disturbance – such buffering derives only from the physical space provided by this area, and not from any quality of habitat it affords". Given the highly disturbed environment, it is not expected that the development will have a negative impact on biodiversity and ecosystem services relating to the site itself. Rather, it is proposed that significant rehabilitation will occur, particularly in relation to the existing canal running adjacent to the eastern boundary of the site.

At a conceptual level (i.e. as per Figure 4.2 contained in the Cape Town Spatial Development Framework 2012) the site is shown as part of an extensive open space system that stretches from Table Bay to False Bay (north to south) and Devil's Peak to Stellenbosch Farms (west to east). In reality, however, the site forms part of an open space system that is much more localised, extending from the River Club, at the most northern point, southwards, where it terminates at the King David Mowbray Golf Course. The site is also designated in the MSDF as 'urban inner core' (refer to Map 5d of the MSDF and/or **Figure 8** of this report).



The site does not have any biodiversity significance (either as a hotspot or as part of an ecological corridor), as determined by "The Biodiversity Network for the Cape Town Municipal Area, C-Plan & Marxan Analysis: 2016 Methods & Results".

Policy R2: "Safeguard inland and coastal water resources, and manage the sustainable use of water". Guidelines within this policy in relation to inland water systems include calls for the "rehabilitation of degraded aquatic systems..."

The area presents extensive opportunities for rehabilitation of the watercourses, to a point which could provide a substantially better quality of habitat than is currently the case. Development can help to finance and be integrated with these rehabilitation opportunities, and there is potential to cross subsidise environmental management in the broader site area.

Policy R3: "Safeguard the Western Cape's agricultural and mineral resources, and manage their sustainable use"

This policy is not applicable to the River Club proposal.

Policy R4: "Recycle and recover waste, deliver clean sources of energy to urban consumers, shift from private to public transport, and adapt and mitigate against climate change"

The proponent will strive to make the development sustainable through (for example) the use of greywater for irrigation, green building design and alternative forms of energy. Further, the proximity of the site to a range of existing train stations (e.g. Salt River, Observatory and Maitland) and future MyCiTi routes means that travel via public transport will be attractive to users. It is anticipated that the relatively high density proposed for the site will generate the necessary thresholds to support nearby public transport networks.

The prevailing market means that the provision of parking for private motor vehicles is a necessity. However, this may not always be the case and so the parking levels in the "super-basement" structures⁵ throughout the development will be designed to allow for conversion into other uses (e.g. storage) as and when the demand for parking begins to decline.

Policy R5: "Safeguard cultural and scenic assets"

It is recognized that part of the landscape within TRUP has high cultural significance due to its historical, social, aesthetic, architectural, scientific and environmental values, and it possesses a strong sense of place. There are a number of features within the TRUP that are of particular heritage significance, including *inter alia* the Valkenberg farmstead, the Valkenberg Hospital

⁵ Due to the fact that the lowest level of each building will protrude more than 1.5 m above existing ground level, at this stage there are no basements proposed in the development, as per the definition of "basement" in the DMS (noting, however, that the design of all buildings is still preliminary). The super-basement referred to will therefore occur at ground level and first floor level (where 2-levels are proposed). Notwithstanding the technical definition of "basement" in the DMS, it should however be noted that the lowest level of all buildings (and in some cases the lowest two levels) will read as basement parking levels on the ground due to the fact that the ground around the buildings will be filled with earth. The parking will therefore be below finished ground level (refer to Figure 39a on pg. 111).

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complex, the SAAO complex, the Alexandra Hospital, Maitland Garden Village and the Oude Molen complex.

Furthermore, in addition to sharing spatial characteristics of the TRUP, the site itself is assessed to have inherent cultural value as the setting for adjacent significant heritage sites.

Possible impacts on the socio-cultural and heritage value of the site are as follows:

- Loss of open space (i.e. golf course and golf driving range), but with enhanced public access;
- The change of the sense of place; and
- A reduction of its aesthetic value as an open space.

Townsend and Hart, in their heritage assessment of the site, argue that the most significant heritage resource in this context is the Liesbeek River. In relation to the River Club site this is the route along which the Liesbeek River flows to join with the Black River. This route is not the original river course but a man-made channel. Rehabilitation of this watercourse and a sympathetic response from proposed development to the riverine environment are factors which will help to acknowledge heritage significance.

Opening-up opportunities in the Provincial space-economy

Policy E1: "Use regional infrastructure investment to leverage economic growth"

The CoCT's Transport and Urban Development Authority (TDA) has made provision for a new Class 2 road link to the north of the River Club site on the latest CoCT Public Right of Way – Road Network Plan (refer to sub-section 3.7). This road link, referred to as Berkley Road extension, will be a key intervention as Berkley Road, which currently has strong connections to the M5 motorway and Voortrekker Road (to the east), will be (in future) connected to Liesbeek Parkway and Malta Road (to the east). This will transform transport linkages across the Black River and improve accessibility of the site to the wider sub-metropolitan area, which will in turn unlock development potential of the site and improve access to economic opportunities for people in Cape Town.

Policy E2: "Diversify and strengthen the rural economy"

This policy is not applicable to the River Club proposal.

Policy E3: "Revitalise and strengthen urban space-economies as the engine of growth"

The River Club will be a mixed-use development in a strategically important location within the city: it is a highly accessible site located within close proximity to agglomerated places of work such as the CBD and Paarden Eiland, and also has transport linkages to the metropolitan south-east. Moreover, the site is well located in relation to existing development corridors (i.e. Voortrekker Road corridor, Main Road corridor and Koeberg Road corridor) and can play an important role in reinforcing and integrating these three mixed use corridors, particularly the Voortrekker Road Integration Zone.

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In terms of the TRUP, the River Club precinct is regarded as the western gateway into the TRUP and should, by implication, accommodate a relatively intense agglomeration of uses which support the vision of 'live, work, play', while still retaining recreational and ecological aspects.

Developing integrated and sustainable settlements

Policy S1: "Protect, manage and enhance sense of place, cultural and scenic landscapes"

The site's character comes from sense of openness, river views and place of amenity for golfers. These characteristics have been considered through *inter alia* the following design features:

- The retention of open spaces for landscaping and informal recreational purposes;
- The implementation of buffer areas adjacent to the riverine corridors;
- Rehabilitation of the Liesbeek Canal into a visually and ecologically congruent Liesbeek River corridor; and
- The incorporation of key axes and gateways so as to recognise connections to surrounding amenities (such as the SAAO and the Raapenberg Wetlands & Bird Sanctuary).

A significant environmental and heritage intervention is to rehabilitate the Liesbeek Canal adjacent to the eastern boundary of the site and implement a riverine buffer of approximately 25 - 40m along its course. This will allow for a visually and ecologically congruent / continuous riverine corridor to be established that will stretch from the lower reaches of the Liesbeek River to the confluence with the Black River adjacent to the River Club site. In order to assist to celebrate this newly created 'river corridor', it is proposed to infill the majority of the existing old Liesbeek River channel, to create a vegetated stormwater swale along its current course. A buffer area of approximately 15 - 30m between the stormwater swale and development is proposed.

The intention of this intervention is twofold. Firstly, an opportunity exists to create a visually congruent and publicly accessible riverine corridor (with resulting ecological and social benefits) along the lower reaches of the Liesbeek River. The 'old' Liesbeek River channel running adjacent the western boundary of the site is highly disturbed and lacks context in the landscape. Secondly, by infilling the 'old' Liesbeek River channel into a vegetated stormwater swale the site will become integrated with existing urban development to the west. The Berkley Road extension and increasing urban intensification to the west of the site provide a spatial logic for this integration.

Policy S2: "Improve inter and intra-regional accessibility"

The future extension of Berkley Road into Salt River will vastly improve inter regional accessibility in this part of Cape Town and will reduce the barrier effect that the M5 freeway currently has in this part of the sub-metropolitan area. Berkley Road extension has long been identified by CoCT road engineers as a key road network link, and CoCT TDA has confirmed that they would like this road link to be implemented.

Policy S3: "Promote compact, mixed use and integrated settlements"

Well located, developable land is becoming a scare resource in Cape Town. The urban edge is coming under increasing pressure as land on the periphery of the city is developed. If Cape Town wants to embrace compact city form - as promoted in the PSDF and in the MSDF - then well located, developable land such as the River Club site needs to be strongly considered for development.

The development proposal is for compact, mixed-use development in a part of Cape Town that is currently underutilised and very fragmented. The development therefore has the potential to revitalise and integrate strategically located land within an existing urban environment.

The current TRUP initiative is being promoted as a project that can assist to 'integrate' the city. The railway stations surrounding the TRUP will have a key role to play in this integration process. In this light, it is hoped that as the TRUP is densified, the demand for public transport will increase, leading to subsequent upgrades of the public transport network and associated facilities, which in turn will lead to urban integration between the stations and the River Club / TRUP. All of these factors will assist to promote the concept of "compact, mixed-use and integrated settlements".

Policy S4: "Balance and coordinate the delivery of social services"

There is already an adequate distribution of social facilities (e.g. schools, clinics etc.) at the sub-metropolitan scale, and therefore there is no need to provide further facilities. Notwithstanding, there is the possibility that a place of instruction will be developed on the site.

Policy S5: "Promote sustainable, integrated and inclusive housing in the formal and informal markets"

The proponent is committed to ensuring that 20% of the total floor space (currently approx. 150 000m²) to be built at the River Club will be devoted to residential use. Of the 20% devoted to residential use, 20% will be allocated to inclusionary housing – these units will as far as possible be integrated into the same block of apartments as the other residential units. In order to achieve this, the proponent is offering below market rental value in respect of the inclusionary housing units.

3.2 City of Cape Town Integrated Development Plan (2017 - 2022)

The City of Cape Town IDP (2017-2022) is built on five strategic focus areas (or pillars): the opportunity city; the safe city; the caring city; the inclusive city; and the well-run city. Four of these pillars are relevant to the proposed development and are discussed below.

The opportunity city: "...create the economically enabling environment in which investment can grow and jobs can be created."

Development at the River Club will attract investment into a strategically located site within the city. Investment into the site at the scale proposed has potential to benefit both the local economy and the economy of Cape Town as a whole, including the creation of a substantial number of jobs.

The safe city: "Citizens need to be safe in their city."

Large parts of TRUP are relatively impermeable to pedestrians and inhospitable due to secure institutions (such as Valkenberg Hospital) physical barriers (such as roads and rivers) and lack of human activity. These factors are not conducive to the long term viability of TRUP as a metropolitan urban park.

A development such as the one proposed at the River Club will promote enhanced security and increased human activity in this part of TRUP. Increased safety in TRUP should be regarded as essential in the process of reinvigorating this area for use and enjoyment by residents and visitors alike.

The inclusive city: *"An inclusive city is one where everyone has a stake in the future and enjoys a sense of belonging."*

The River Club development will be mixed use and will have opportunities to live, work and play. This mix of uses, whether they be residential, commercial or recreational, will mean that the River Club is attractive to a wide array of people.

The developer has made provision for inclusionary housing at the River Club and this inclusionary housing will be integrated with the rest of the development.

The River Club will have positive externalities for the rest of TRUP because people residing in / visiting the River Club will have the opportunity to visit other parts of TRUP, and *vice versa*.

The well-run city: *"Citizens need to know that their government works for them, is accountable to them and answers to them at all times."*

Early estimations are that the development will contribute approximately R40 million per annum in rates and taxes. This is substantial revenue for the City and can be utilised in a variety of positive ways, including the provision of social housing, service infrastructure upgrades and public transport upgrades and implementation.

3.3 City of Cape Town Economic Growth Strategy (2013)

The principal objective of the Economic Growth Strategy (EGS) is to grow the economy and create jobs.

South Africa currently displays features of a low economic growth, high levels of unemployment, poverty, inequality and low levels of investment. In this light, government introduced the National Development Plan (NDP), which essentially aims to eliminate poverty and reduce inequality by 2030. One of the key priorities identified in the NDP is to raise employment through faster economic growth. While this is applauded, it is a difficult task considering that it is likely that world economic growth over the next decade will be lower than it was during the previous one. The goal of faster economic growth is further complicated by the fact that three of the largest economic sectors in South Africa (and also the sectors which employ large numbers of unskilled workers), namely agriculture, mining and manufacturing, are currently volatile. Moreover, policy and political uncertainty, coupled with weak confidence, continue to discourage global investment in the economy.

The reality is therefore that most new employment will arise in domestically oriented activities, where global competition is less intense and there is a high labour component. One such activity is property development, which includes both construction and real estate. The housing market in Cape Town, in particular, is currently experiencing a boom on the back of continuing

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semigration from (especially) Gauteng. As such, the property development sector in Cape Town can continue to be a strong lever of economic growth, with the following factors being notable:

- Property development is an enabler of economic activity. By continuing to offer high-quality, modern and innovative developments (in addition to its other attributes) Cape Town will maintain its reputation as an attractive place in which to live, which will in turn create further opportunities in other spheres of the local economy.
- Property development is a source of employment in various industries; not only for architects, builders and engineers, but also for legal and financial advisors, surveyors, facilities managers and all those that provide goods for the construction industry.
- Property development plays a vital role in the provision of infrastructure. Development contributions resulting from new developments fund infrastructure projects that enables the city to continue to progress. Further, property rates and taxes assist to fund the provision of social housing in other parts of the city, as well as allow for investment in essential public facilities such as schools and hospitals.
- Property remains an attractive asset class for institutional investors such as pension funds, insurance companies and JSE-listed real estate investment trusts (REITs). New property development remains the driver behind this asset class.

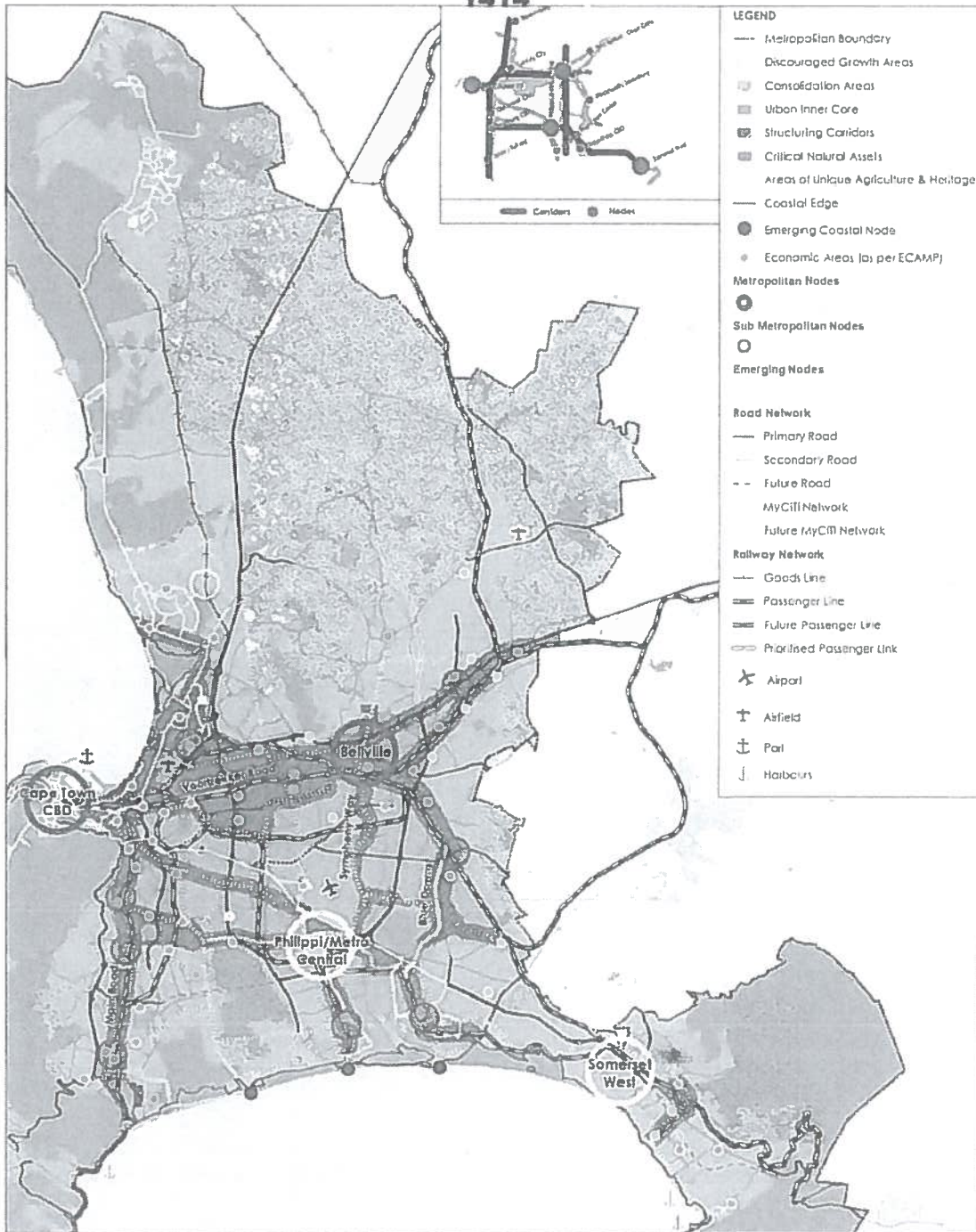
It is contended that the River Club development may be consistent with this strategy in the following ways:

- The development will lead to significant investment and job creation;
- The development will reduce the reliance on municipal services and resource use by implementing solar power generation and the (re)use of grey water; and
- The development will facilitate the development of important public infrastructure (e.g. the extension of Berkley Road).

3.4 Cape Town Municipal Spatial Development Framework (2018)

The revised Cape Town Municipal Spatial Development Framework (MSDF) was approved by Council on 25 April 2018 and is expected to be promulgated on 1 July 2018. Once promulgated, the MSDF will be the approved structure plan for Cape Town in terms of section 34 of the Municipal Systems Act [Act No. 32 of 2000] (MSA) and the 'municipal spatial development framework' in terms of section 3(2) of the MPBL.

The MSDF identifies areas suitable for urban development and catalytic interventions to achieve spatial transformation; areas where the impact of development must be managed; and areas not suited for urban development. It guides decision-making on the nature, form, scale and location of urban development, land use, the maintenance and development of infrastructure, and the protection of environmental resources. To this end, it is underpinned by conceptual land use designations. The subject site is categorized as "urban inner core", where private sector development is incentivized. The consolidated spatial plan concept, as extracted from the MSDF, is shown in **Figure 8** overleaf.



* THE SITE

THE RIVER CLUB OBSERVATORY

EXTRACT OF THE CITY OF CAPE TOWN MSDF



NTS

PLANNING PARTNERS



Source : City of Cape Town 2018

JUNE 2018

Figure 8

The MSDF is further underpinned by a variety of strategies, policy statements and policy guidelines that are intended to ensure that land use is managed consistently in line with the City's vision and spatial goals and contributes to the achievement of the long-term metropolitan spatial structure.

The following key strategies are identified in the MSDF:

- Key Strategy 1: Build an inclusive, integrated, vibrant city.
- Key Strategy 2: Manage urban growth, and create a balance between urban development and environmental protection.
- Key Strategy 3: Plan for employment, and improve access to economic opportunities.

Each of these key strategies is analysed below in regards with the proposal and in each case compliance with the MSDF has been illustrated.

Key Strategy 1: Build an inclusive, integrated, vibrant city

Although the main intention of Key Strategy 1 is "to build an inclusive, integrated and vibrant city that addresses the legacies of apartheid by rectifying the existing imbalances in the distribution of different types of residential development and avoiding creating new imbalances", it is also intended to promote "a greater mix of land uses, people and/ or densities, and the adequate and equitable provision of social facilities, recreational space and public institutions, in order to achieve integrated settlement patterns."

While the existing the River Club facility does reinforce the recreational character that the area currently holds, there is a sense that this is not the most optimal use of this strategically positioned land. This strategic position stems largely from the fact that the site is located at the 'knuckle' between two of Cape Town's primary development corridors, namely Voortrekker Road and Main Road.

According to the MSDF, development corridors "are broad areas of high-intensity urban development centred around activity and development routes. They are characterised by a dynamic, mutually supporting relationship between land use and the supporting movement system. Development corridors are generally supported by a hierarchy of transport services that function as an integrated system to facilitate ease of movement for private and public transport users. Corridor development is focused predominantly on activity / development routes serviced by mass rapid public transport services (i.e. rail or bus rapid transport (BRT))."

Development corridors are identified in the MSDF as areas of land use intensification. The process of land use intensification, as defined in the MSDF, refers to "achieving a greater spectrum of mixed uses (commercial, industrial and residential) through the increased use of space, both horizontally and vertically, in accessible, high-opportunity locations". It is recommended that this intensification occurs primarily along the "multi-directional accessibility grid", which consists of a hierarchy of routes, most notably the primary, accessibility grid, which includes "development corridors" (i.e. Voortrekker Road corridor and Main Road corridor). The MSDF explicitly states that "employment-generating activities, retail development, social

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facilities, public institutions and intensive mixed-use and residential development should be encouraged on and adjacent to the accessibility grid, particularly the primary accessibility grid."

By intensifying development on the land and introducing a greater mix of land uses into the River Club precinct, more people will be invited into the TRUP domain on a more regular basis. The effect will be that TRUP will become more inclusive, better integrated and more vibrant. In turn, TRUP will become a "destination place" in Cape Town.

The Table Bay District Plan does stress, however, that "*Cape Town's heritage resources, cultural landscapes, scenic routes and destination places that are fundamental to this city's unique sense of place are to be identified, conserved and managed in accordance with statutory requirements, including the NHRA*". It is further stated that "*Cape Town's diverse historical legacies are to be celebrated and reinforced through appropriate management of urban form, architectural design, signage and artwork*."

The site is close to a various heritage resources, including the SAAO and Valkenberg Hospital. Heritage aspects have been considered as part of the Draft HIA and recommendations emanating from that study have been considered in the proposals presented in this application.

At present the River Club is very poorly integrated to the surrounding land, particularly to the south east (i.e. SAAO and Valkenberg Hospital complex). As such, this part of TRUP contains very little activity or interest for visitors. With the development of an appropriate new precinct on the River Club site there will be an opportunity to better link with the SAAO and Valkenberg Hospital complex and make these historical resources of land more integrated and more visible to the public.

It is anticipated that the River Club will be a culturally diverse place. The proponent is committed to ensuring that 20% of the total floor space (currently approx. 150 000m²) to be built at the River Club will be devoted to residential use, and that 20% of the total residential space will be allocated to inclusionary housing (up to 140 units). These units will be integrated into the same block of apartments as the other residential units as far as possible.

Besides the diverse range of people who will be living at the River Club, the development will also be accessible to the wider public (only the buildings themselves will be secured), and in particular the public will be encouraged to use the open space areas, inclusive of the rehabilitated riverine corridor. Therefore, the River Club cannot be labelled as a development that caters only for the privileged population.

Key Strategy 1 contains a number of sub-strategies and policies that aim to give direction to the overall strategy. Sub-strategies, policies and policy guidelines (as given in the MSDF) which are relevant to the proposal are listed in **Table 3** overleaf. Compliance of the proposal with the respective sub-strategies/policies is given in each case.



Table 3: Relevant sub-strategies, policies and policy guidelines (Key Strategy 1, MSDF)

Sub-strategy: Encourage integrated settlement patters		
Policy Statement	Policy Guidelines	Compliance
Policy 1 Support the intensification and diversification of land use in areas supportive of transit-oriented development	P1 Support a mix of land uses and higher-density residential development (compliant with area-specific policy frameworks) in appropriate locations in support of TOD.	<ul style="list-style-type: none"> The River Club is considered an appropriate location for the intensification and diversification of land use to occur.
Sub-strategy: Transform the apartheid city		
Policy Statement	Policy Guidelines	Compliance
Policy 3 Redress existing imbalances in the distribution of different types of residential development, and actively pursue integration outcomes in future decision making	<p>P3.1 Support inclusionary housing in well-located areas.</p> <p>P3.2 Support the development of high density, rental housing in Urban Restructuring Zones, Integration Zones, and Transit Accessible Precincts.</p> <p>P3.3 Prioritise affordable housing in transit-oriented areas and areas of economic potential.</p>	<ul style="list-style-type: none"> It is proposed that 20% of the total residential floor space at the River Club will be dedicated to inclusionary housing (i.e. up to 140 units).
Policy 5 Encourage public/private partnerships to develop integrated human settlements and diversify housing delivery	P5.1 Consider a package of mixed land use rights to leverage the provision of affordable/gap housing in private developments.	<ul style="list-style-type: none"> The proposed mix of uses combined with the quantum of development means that the proponent is prepared to offer rental below market value in respect of the inclusionary housing units.
Sub-strategy: Address spatial economic imbalances		
Policy Statement	Policy Guidelines	Compliance
Policy 9 Support private-sector development initiatives in Integration Zones and areas of economic potential that are easily accessible from marginalised areas		<ul style="list-style-type: none"> The river Club falls within the sphere of influence of both the MSEIZ and the VRC, and should therefore be supported.
Policy 11 Promote quality urban design and contextual fit	<p>P11.1 Consider and apply urban design guidelines when assessing development applications and formulating development conditions designing public buildings and precincts.</p> <p>P11.2 Mandatory application of the UDP is required in <i>inter alia</i> the following instances:</p> <ul style="list-style-type: none"> proposals that deviate from the approved forward planning vision and spatial policies of the City at local area scale; 	<ul style="list-style-type: none"> A comprehensive urban design investigation has taken place and urban design indicators and recommendations have been put forward.

	<ul style="list-style-type: none"> • where regeneration of a site exceeding one hectare is envisaged; • proposals including the creation of new public space and/or public or community facilities; proposals adjacent to or including watercourses or wetlands or overlying important aquifer recharge areas; • Site Development Plans are required for the following group of applications: <ul style="list-style-type: none"> - shopping centres (from neighbourhood to district scale centres); and - commercial developments exceeding a bulk of 1 000m². 	<ul style="list-style-type: none"> • Preliminary compliance with the UDP is discussed in section 3.11 (note that the buildings are still subject to final design details)
Sub-strategy: Enhance the unique sense of place and quality of the built form of Cape Town		
Policy Statement	Policy Guidelines	Compliance
Policy 42 Promote good urban design and ordering of the relationship between people, urban space and the environment (built and natural)	<p>P42.1 Consider and apply urban design guidelines when designing public buildings and precincts.</p> <p>P42.2 Consider using the package-of-plans approach for larger developments.</p>	<ul style="list-style-type: none"> • Urban design indicators and recommendations have informed the development proposal. • Urban design guidelines will inform future detailed architecture.
Sub-strategy: Enhance the value of heritage resources and scenic routes		
Policy Statement	Policy Guidelines	Compliance
Policy 12 Identify, conserve and manage heritage resources, including cultural landscapes	<p>P12.1 When making planning decisions that affect heritage resources:</p> <ul style="list-style-type: none"> • consider the relevance of social and landscape contexts; • ensure that heritage resources are conserved in their authentic state as far as possible; • acknowledge the significance of scale; • ensure that a place's character is protected based on its context and scale (rather than protecting the character of individual sites); • ensure that new developments in historic precincts are of an appropriate scale and architectural 'language'; • ensure that advertising, roadways, pavements, colonnades, landscaping and tree planting respect the character of historic buildings and precincts. <p>P12.2 Heritage resources should be optimized as an asset supporting economic and social development and a tool to integrate communities.</p>	<ul style="list-style-type: none"> • An HIA process in terms of NHRA has been undertaken. The development proposal has incorporated the findings of this process. • The HIA identifies the Liesbeek River corridor as an important heritage resource (as well as the confluence with the Black River, which is the common feature that runs through the project area and beyond). This heritage resource is celebrated by the proposal.
Policy 13 Ensure access to, and provide	P13.1 When assessing development applications, encourage the creation of views of heritage sites where no general access is provided.	<ul style="list-style-type: none"> • The development will include rehabilitation of the Liesbeek Canal, which is the most

<p>information about, public heritage resources</p>		<p>significant remaining heritage resource, and make the SAAO and other heritage resources in TRUP more accessible.</p> <ul style="list-style-type: none"> Public information material will explain the significance of these resources and contribute to a better understanding of our past.
<p>Policy 14 Create an enabling environment for urban regeneration that allows buildings and sites of historical and architectural significance to make a positive contribution to the economy and quality of urban life</p>	<p>P14.1 Encourage investment in the adaptive reuse of historical sites, facilitate integration between the conservation and adaptive reuse of heritage buildings, and promote urban regeneration strategies.</p> <p>P14.2 Discourage the demolition or inappropriate alteration of historical sites.</p>	<ul style="list-style-type: none"> The proposed development will be a catalytic project in Cape Town that could, in turn, result in regeneration of the wider area.
<p>Policy 15 Celebrate Cape Town's diverse historical legacies through urban form, architectural design, interpretive / information signage and, where appropriate, artwork</p>	<p>P15.1 Encourage appropriate and accurate interpretation of heritage resources and recognise and develop places of memory, particularly associated with the struggle and under-represented heritage.</p>	<ul style="list-style-type: none"> There is potential for the establishment of a cultural heritage celebration on the site, where local heritage such as First Nation related activities on this land can be celebrated.
<p>Policy 16 Provide positive spaces for cultural and social ceremonies, life related and civic events</p>	<p>P16.1 Encourage the provision of positive spaces for cultural and social ceremonies, civic and life-related events, including initiation sites.</p>	<ul style="list-style-type: none"> The HIA recommends that consideration be given to establishing a green zone or open area close to the confluence of the old Liesbeek and Black Rivers. This is close to the historic crossing point (Varsche Drift) and should serve as a commemorative and celebratory area in terms of the history of contestation.
<p>Policy 18 Provide efficient access to destination places where potential exists, especially in or near areas of high social need</p>	<p>P18.1 Land use management decisions must protect and enhance existing and potential destination places, including access to these places.</p> <p>P18.2 Identified heritage places that are also potential destination places, must be appropriately protected and developed.</p>	<ul style="list-style-type: none"> It is envisaged that the River Club (as well as TRUP) will become a destination place within Cape Town. The River Club will be a place where people will have

		unencumbered access to the rehabilitated riverine corridor, the Raapenberg Wetlands & Bird Sanctuary and other high-quality public spaces associated with the project.
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Key Strategy 2: Manage urban growth, and create a balance between urban development and environmental protection

Key Strategy 2 states that *"the City will manage the future growth and development of Cape Town in a way that balances growth, human benefit and the environment..."*

According to the freshwater ecology study performed, *"the River Club site is a highly disturbed environment, with most of the aquatic ecosystems assumed to have been associated with this area under natural conditions (i.e. extensive floodplain wetlands set around and within the broad lowland river channels of the Black and Liesbeek Rivers) having been diverted, re-aligned, canalised, infilled or drained."*

At a metropolitan scale, the site is perceived to form part of an extensive open space system that stretches from Table Bay to False Bay (north to south) and Devil's Peak to Stellenbosch Farms (west to east). In reality, however, the site forms part of an open space system that is much more localised, extending from the River Club, at the most northern point, southwards, where it terminates at the King David Mowbray Golf Course. Many of these spaces are relatively inaccessible and offer limited access to the general public.

Notwithstanding its location in the open space system, the site does not have any great biodiversity significance (either as a hotspot or as part of an ecological corridor), as determined by *"The Biodiversity Network for the Cape Town Municipal Area, C-Plan & Marxan Analysis: 2016 Methods & Results"*.

The site does therefore not have substantial ecological value. In fact, the area presents extensive opportunities for rehabilitation of the watercourses, to a point which could provide a substantially better quality of habitat than is currently the case.

With regards to flooding, a comprehensive flooding analysis of the site has been undertaken. Modelling of flood conditions (conducted as part of the study) established that the root cause of flooding in this part of the city are the low-level bridges crossing the Black River (including the railway bridge immediately north-west of the River Club), which essentially have a damming effect on water south of these bridges. In order to reduce the impact of flooding at the River Club, it has been recommended to raise the level of the ground surface to an elevation slightly above the 100-year flood elevation.

Concerns about filling up a part of a flood plain and then displacing flood lines across the river onto neighbouring land have been investigated. It has been found that raising the level of the ground above the 100-year flood elevation would have very limited impact on the flood lines in

other areas of the floodplain. The raising of the level of the site would therefore not have any significant detrimental effects on neighbouring properties.

The fact that the site does not hold substantial ecological value, combined with the possibility to effectively mitigate against flooding by raising the ground of the site, and future road extensions means that the River Club can be considered as an appropriate site to accommodate urban development.

Key Strategy 2 contains a number of sub-strategies and policies that aim to give direction to the overall strategy. Sub-strategies, policies and policy guidelines (as given in the MSDF) which are relevant to the proposal presented are listed in Table 4. Compliance of the proposal with the respective sub-strategies/policies is given in each case.

Table 4: Relevant sub-strategies, policies and policy guidelines (Key Strategy 2, MSDF)

Sub-strategy: Encourage a more compact form of development		
Policy Statement	Policy Guidelines	Compliance
Policy 19 Promote appropriate land use intensity	<p>P19.1 Intensification of land uses should be encouraged, and a better mix of land uses should be supported.</p> <p>P19.2 The location, height, scale, form and orientation of higher-density development should be guided by:</p> <ul style="list-style-type: none"> • suitability of the area such as surrounding land use character, access to public transport, proximity to employment, services and community facilities, proximity to public open space, infrastructure availability; • applicable policy frameworks such as District SDPs, local spatial plans, density plans, urban design and architectural guidelines; • the spatial locations targeted for different types of densification; and • contextual informants such as the natural environment, land use, built and heritage character, sense of place, infrastructure availability and socio-economic considerations. <p>P19.3 Views of the mountain skyline and sea must be protected from inappropriate built form through, for instance, the application of the Tall Buildings Policy.</p> <p>P19.4 An urban rather than suburban model of development should be encouraged. An urban design framework/plan should be required to guide the densification of larger properties.</p> <p>P19.5 The Urban Design Policy must be consulted when preparing land development proposals. An urban design framework/plan may be required in instances where identified urban design objectives apply.</p>	<ul style="list-style-type: none"> • The proposal is for intensive, mixed use development in a strategic location within the city. • The proposal aims to reinvigorate the Liesbeek River as a visually and ecologically congruent / continuous riverine corridor. • Views towards the mountain will be respected, with the views towards Devils Peak, in particular, being celebrated. • The development model is urban as opposed to suburban. • Preliminary compliance with the UDP and Tall Buildings Policy is discussed in sections 3.11 and 3.12, respectively (note that the buildings are still subject to final design details).

Sub-strategy: Facilitate urban development		
Policy Statement	Policy Guidelines	Compliance
Policy 20 Enable resource efficient development	<p>20.1 Promote green buildings in line with relevant guidelines.</p> <p>20.2 Promote low carbon development i.e. small-scale energy generation, accessible mass transit and higher densities in line with the TOD spatial framework, efficient urban form, accessible non-motorised transport networks, appropriate mix of land uses, inward growth and development.</p>	<ul style="list-style-type: none"> Buildings will be designed in accordance with green technology and energy efficient principles. The development is within easy walking distance of public transport facilities.
Sub-strategy: Appropriately protect the citizens of Cape Town		
Policy Statement	Policy Guidelines	Compliance
Policy 21 Direct urban growth away from risk areas (Map 5a)	<p>21.1 No inappropriate urban development should be permitted in <i>inter alia</i> areas subject to regular flooding or flood risk, or related buffer areas. Existing developments in these areas may require mitigation measures and limits on the further enhancement of development rights.</p>	<ul style="list-style-type: none"> The site is not reflected as a "flood prone area" in Map 5a of the MSDF. A comprehensive surface water hydrology study (including an assessment of the proposal to raise the level of the ground of the site above the 100-year floodline) has concluded that the proposed development would have an insignificant effect on flooding in the vicinity of the existing River Club site.
Policy 22 Discourage urban growth in areas at risk from natural hazards / coastal processes which are expected to be amplified by climate change impacts	<p>22.1 Intensification of development in areas of known risk from natural hazard threat should be discouraged.</p> <p>22.2 Where existing property in risk areas is identified, initiatives that enable adaptation and reduce risk must be encouraged.</p> <p>22.4 The transfer of risk from a property to be developed to an already developed area or to an as yet undeveloped area that is not currently at risk should be avoided.</p>	<ul style="list-style-type: none"> The impacts of climate change on flooding at the River Club was considered in the surface water hydrology study.

Sub-strategy: Appropriate management of development impacts on natural resources and critical biodiversity impacts		
Policy Statement	Policy Guidelines	Compliance
<p>Policy 23 Increase efforts to protect and enhance biodiversity networks at all levels of government.</p>	<p>23.1 Utilise the Bioregional Plan to assess the impact of development on critical biodiversity areas and endangered species, and make decisions related to the city's biodiversity network based on the development guidelines in the relevant District SDF, the Bioregional plan and up-to date mapping of the city's biodiversity network.</p> <p>23.2 Consolidate existing conservation areas and protected areas, especially where they provide buffering from climate change impacts.</p> <p>23.3 Biodiversity areas shall be connected and existing linkages protected, maintained and improved.</p>	<ul style="list-style-type: none"> From an ecological standpoint, the site is highly transformed and disturbed. Ecological and open space 'corridors' are proposed to extend across the site and along the river system.
<p>Policy 24 Reduce the impact of urban development on river systems, wetlands, aquifers, aquifer recharge areas and discharge areas</p>	<p>P24.2 Land use management decisions should take the following WSUD principles into account:</p> <ul style="list-style-type: none"> maintain the natural hydrological behaviours of catchments; protect water quality of surface and groundwater systems; minimise demand on the potable water supply system; minimise sewage discharges into the natural environment; and integrate water with the landscape to enhance visual, social, cultural and ecological values. <p>P22.3 Development should not unduly compromise the freshwater ecosystems, especially high productivity aquifers and their ability to be utilised as water sources.</p>	<ul style="list-style-type: none"> Rehabilitation of the lower reaches of the Liesbeek River will improve hydrological conditions water quality and the aquatic environment. The riverine corridor will become an important amenity to be appreciated by residents and visitors.

Key Strategy 3: Plan for employment, and improve access to economic opportunities

Key Strategy 1 states that "the City will plan for employment and support economic growth by responding appropriately to the spatial needs and requirements of the economic sectors that are attracted to and function within Cape Town".

In the section which analyses Cape Town's economy and the sector trends, the MSDF specifically identifies the location preferences of Cape Town's economic subsectors, including:

- *Tourism and hospitality: access to well-located accommodation, entertainment, natural amenities, cultural attractions, transport and visitor information services.*
- *Business and financial services: Corporate offices, large warehouse structures, business process outsourcing.*
- *Office: Flexible, secure, accessible, often stand-alone premises that are close to suburbs, clients and services.*

- *Media, film and knowledge industries: Small office space and small workshop/design spaces, proximity/clustering, affinity groups.*
- *Retail: Points of high accessibility, visibility and security that facilitate agglomeration.*

The proposed development will be capable of accommodating all of these economic subsectors and it is evident that the site is well located for these sectors of the economy: it is highly accessible by private motor vehicle, public transport (particularly rail) and NMT modes; it is surrounded by natural amenities (TRUP), recreational activities (e.g. Hartleyvale sports grounds, river running trails, golf courses) and cultural attractions (SAAO); it will include a residential component built at relatively high-density; and it is highly visible and secure. The proposal for the site will therefore *"respond appropriately to the spatial needs and requirements of the economic sectors that are attracted to and function within Cape Town"*.

Key Strategy 3 also contains a number of sub-strategies and policies that aim to give direction to the overall strategy. Sub-strategies, policies and policy guidelines which are relevant to the proposal are summarised in **Table 3** overleaf. A high degree of compliance of the proposal with the respective sub-strategies/policies is evident.

Table 5: Relevant sub-strategies, policies and policy guidelines (Key Strategy 3, MSDF)

Sub-strategy: Promote inclusive, shared economic growth and development		
Policy Statement	Policy Guidelines	Compliance
Policy 32 Strengthen and improve access to existing business nodes through place-based and connective interventions	32.2 Support continued job-generating inward investment in well-performing nodes (growth nodes) by: <ul style="list-style-type: none"> • Partnering with the private sector to co-finance growth-enabling connective infrastructure • Partnering with property owners and community stakeholders to manage the business environment through City Improvement Districts • Partnering with investment promotion agencies to drive place marketing and stage events. 	<ul style="list-style-type: none"> • The River Club will be a catalytic project for the TRUP initiative, as well as the MSEIZ and VRC. • The development will assist to finance the long planned Berkley Road extension, which will in turn will help to integrate the surrounding communities of Maitland and Salt River.
Policy 33 Encourage uptake of available incentives to encourage economic investment	P33.1 The City will facilitate investment in the UDZs	<ul style="list-style-type: none"> • The River Club falls on the outer boundary of a UDZ. Therefore development at the River Club could be a catalyst for further development within the UDZ, and will make a significant economic contribution to the city.

Sub-strategy: Integrate land use, economic and transport planning and support the sustainable operation of the integrated public transport network		
Policy Statement	Policy Guidelines	Compliance
<p>Policy 35 Maintain, improve and expand an integrated public transport service informed by the transport network</p>	<p>P35.2 Encourage land use intensification in the following areas:</p> <ul style="list-style-type: none"> • along identified activity routes, development routes & activity streets; • at identified nodes, key intersections, stations & modal interchanges; • in line with the TOD Strategic Framework, other relevant and applicable policies, the DMS and the District SDPs. <p>P10.3 Implement reductions in parking requirements in areas well served by public transport.</p>	<ul style="list-style-type: none"> • The site is within 500m radius of Observatory and Koeberg train stations and will support public transport services. • High intensity, mixed use development is proposed along an existing public transport routes. • Consideration will be given to appropriate parking ratios and future re-use of parking areas.
<p>Policy 36 Ensure that new urban development is supported by appropriate public transport infrastructure and services</p>	<p>36.1 When assessing development applications, the City must consider:</p> <ul style="list-style-type: none"> • the immediate future availability of adequate public transport services and ensure that adequate provision is made for public transport routes and facilities in the layout. • the ability of development layouts to facilitate public transport provision, and encourage road structures that provide logical and accessible public transport routes. • the form and scale of land use responds appropriately (in terms of density and land use mix) to existing and proposed public transport routes and station locations. • the location and design of stations which should allow for future extension to accommodate additional capacity and ancillary functions, such as retail and/or social facilities, where appropriate. 	<ul style="list-style-type: none"> • The proposal supports existing public transport in the vicinity. • High intensity, mixed use development is appropriate near to existing public transport services.
<p>Policy 37 Include walking and cycling as essential components of land use planning</p>	<p>P37.1 NMT infrastructure should be considered as an essential component and prioritized in the following locations:</p> <ul style="list-style-type: none"> • along routes with high pedestrian volumes; • around public transport interchanges and public facilities; • along activity routes and development routes; • where there are high pedestrian volumes. <p>37.3 In high-density developments, sufficient space should be provided to accommodate NMT.</p>	<ul style="list-style-type: none"> • NMT infrastructure forms an important part of the proposal, with pedestrians enjoying access through the site.
<p>Policy 38 Review parking policies to encourage use of the most context-specific and appropriate modal travel choice</p>	<p>38.1 Deviations from standard parking requirements prescribed in the DMS should be guided by the City's Parking Policy.</p> <p>P38.2 Consider reductions in parking requirements in urban nodes, mixed use areas, development corridors, activity routes, development routes, activity streets and other areas deemed to be well served by public</p>	<ul style="list-style-type: none"> • Consideration will be given to appropriate parking ratios and future re-use of parking areas. • Minimal on-street parking is provided, with the majority of parking being

	<p>transport in line with the relevant zoning scheme, the District SDPs and other applicable policies.</p> <p>P38.3 Encourage building design that provides a landscaped/active street level interface where the provision of ground floor parking cannot be avoided.</p> <p>38.5 Encourage the design of parking areas (inside and outside of buildings) to be sufficiently flexible to allow for its conversion to alternative uses over time.</p>	<p>provided in the "basement"⁶ structures.</p> <ul style="list-style-type: none"> Notwithstanding the parking provided, the space allocated for parking will be capable of being retrofitted in the future in order to accommodate alternative uses (e.g. storage etc.).
<p>Sub-strategy: Integrate land use, economic and transport planning</p>		
<p>Policy Statement</p>	<p>Policy Guidelines</p>	<p>Compliance</p>
<p>Policy 39 Reinforce and enhance metropolitan development corridors anchored by the Integrated Public Transport Network (IPTN)</p>	<p>P39.1 Support the intensification of land uses in appropriate locations along metropolitan development corridors in line with the relevant zoning scheme, the District SDPs and other applicable policies.</p> <p>P39.2 Appropriately support trip attracting and trip generating land uses along development corridors to encourage multidirectional movement patterns.</p> <p>P39.3 Implement reductions in parking requirements in line with the relevant zoning scheme, the District SDPs and other applicable policies.</p>	<ul style="list-style-type: none"> Intensive development in this location will reinforce both the Voortrekker Road and Main Road development corridors.
<p>Policy 40 Encourage medium to higher-density forms of urban development to locate on or adjacent to bus, rail or intermodal stations, as well as along development corridors and in urban nodes</p>	<p>P40.1 Encourage mixed land-use intensification on or adjacent to secondary arterials and BRT routes and around nodes, high order stations and modal interchanges in line with the TOD Strategic Framework, DMS, the District SDPs and other applicable policies.</p> <p>P40.5 On routes where no public transport is currently provided or planned, encourage an appropriate level of development and more intense mixed land uses to locate adjacent to roads commensurate with the function, capacity, access requirements and class of the road. This refers to all road classes as per the Cape Town Road Network Hierarchical Classification System, particularly higher road classes (freeways, primary arterials, secondary arterials and expressways).</p> <p>P40.6 Opportunities along these roads/ routes can further be extended/ linked to parallel streets and side roads in line with applicable policies, the DMS, District SDPs, and applicable local plans. This will contribute towards establishing the thresholds required for the sustainable provision and operation of public transport.</p>	<ul style="list-style-type: none"> Intensive development in this location will reinforce both the Voortrekker Road and Main Road activity routes. It is not considered that the River Club development will detract from the nearby activity routes, but will rather reinforce them. Higher intensity development is proposed to occur along Berkley Road extension. Provision for future MyCiti bus infrastructure has been made (refer to sub-section 8.6.1)

⁶ Refer to footnote 4 on pg. 17.

The MSDF presents a major shift in thinking when compared to the CTSD 2012 in that a much stronger emphasis is placed on the principles of Transit-Oriented Development (TOD). As such, the MSDF advocates the following:

- *structuring the future urban form and function of the City around the existing and emerging public transport network and specifically the 98 rail stations and 42 Bus Rapid Transit (BRT) stations;*
- *reducing urban sprawl and creating more housing opportunities in accessible locations with a focus on Integration Zones and an Urban Inner Core;*
- *optimising associated future land use and transport efficiencies; and*
- *increasing the structural and resource efficiency of the city by, for example, reducing the time, cost, distance and CO² emissions associated with daily commuting.*

With regards to the existing and emerging public transport network, the following should be noted:

- TRUP is identified in the MSDF as a Provincial project holding TOD significance;
- The River Club site falls within 500 metres of Observatory and Koeberg train stations, which means that it falls within a "Transit Accessible Precinct" (TAP);
- TAPs and their immediate surrounds are identified in the MSDF as areas of land use intensification;
- Provision has been made for future MyCiTi stops as part of the River Club development proposal.

In addition to falling within close proximity to the public transport network, and therefore promoting TOD, the River Club site falls within the broader Metro South-East Integration Zone (MSEIZ) (refer to **Figure 9**), as well as within the broader Voortrekker Road Corridor Integration Zone (VRC) (refer to **Figure 10**). According to the MSDF, Integration Zone's "*represent the City's commitment to plan, fund and implement projects and approaches that are best able to transform the spatial structure of the City through effective transport links and spatially defined mobility and activity corridors*".

The location of the site in relation to the VRC and MSEIZ, in particular, means that it is a highly strategic site for development.

Other factors worth noting when considering the proposal in relation to the spatial plans included in the MSDF include the following:

- The site is well located in relation to places of commercial opportunity (Salt River / Woodstock) and industrial growth (Maitland, Ndabeni) (Diagram 12, pg. 26).
- The site is not reflected as a "flood prone area" in *Map 5a: Precautionary Areas* (pg. 68).
- The site is not identified as falling within "CBA", "Core 1", "Core 2", "Buffer 1" or "Buffer 2" areas in *Map 5b: Biodiversity Network and Marine Protected Areas* map (pg. 69).
- The site falls within a "proposed heritage area", as identified in *Map A2: Heritage Resources* (pg. 119).

**MSEIZ
Prioritised Local Areas**

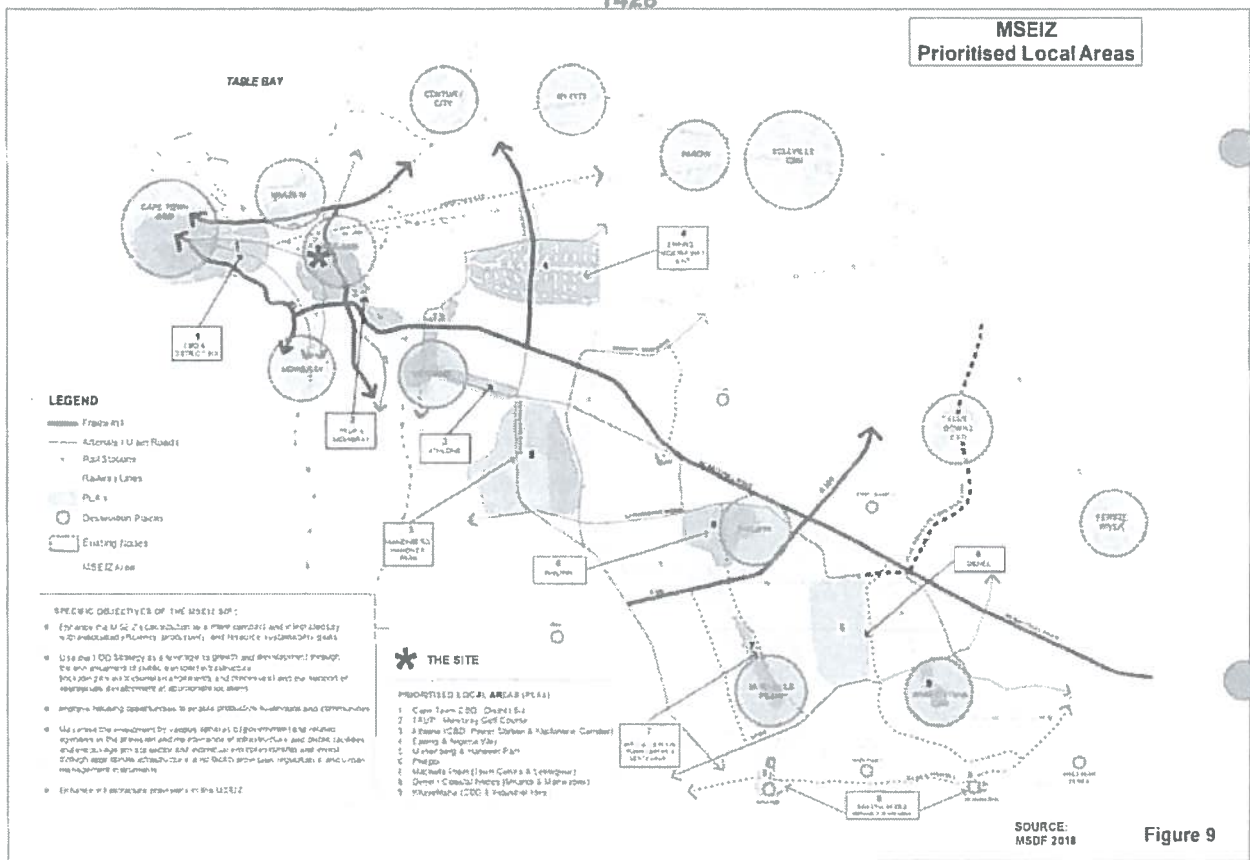
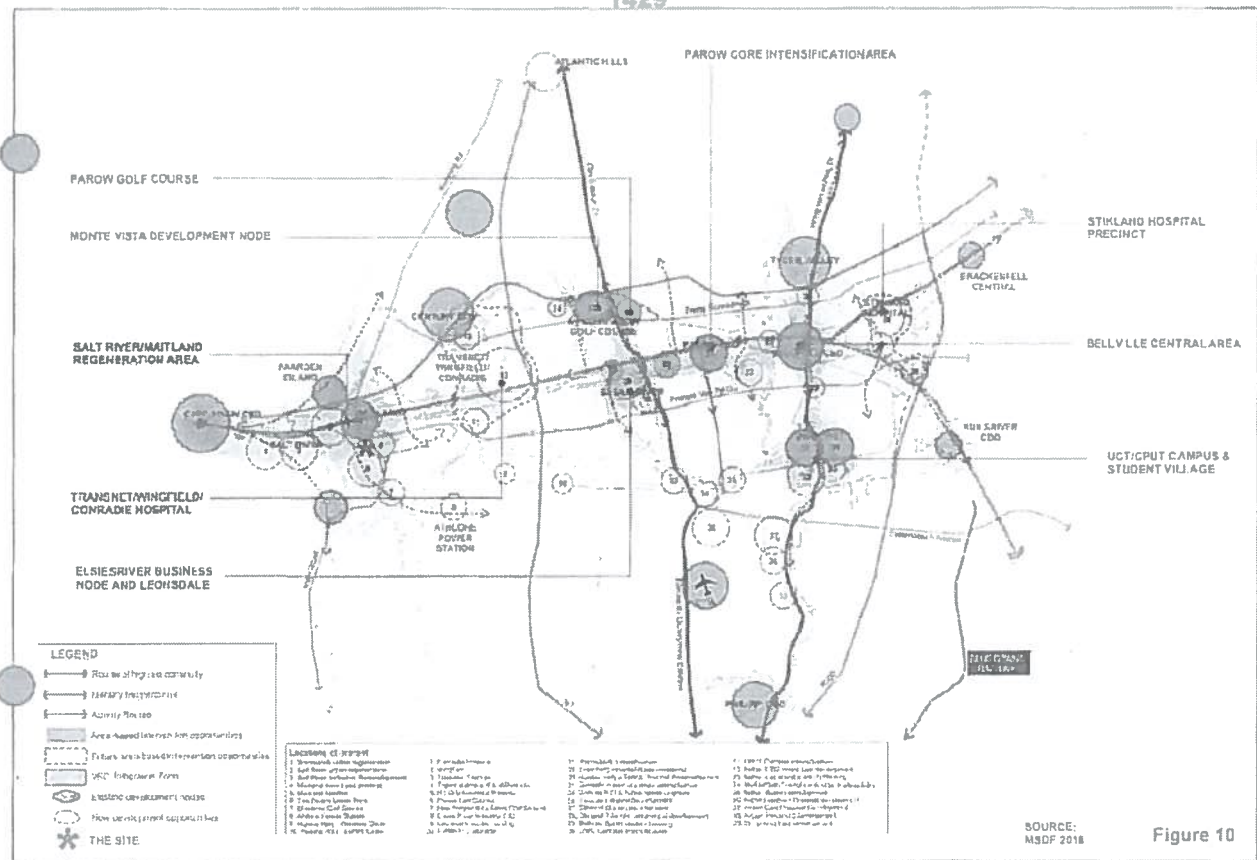


Figure 9

[Handwritten signatures]



SOURCE: MSDF 2016 **Figure 10**

- The site forms part of a "natural destination area", as identified in *Map A3: Tourism Assets* (pg.120).
- The site is identified as "constrained land" on *Map G1: Developed, developable and constrained land* (pg. 223).

3.5 Table Bay District Plan (2012)

In terms of section 20(1) of the MPBL, any structure plan listed in Schedule 1 of the MPBL, including the Table Bay District Plan, and which remains in force in terms of section 16(1)(b) of LUPA, is deemed to be a district spatial development framework in terms of the MPBL. The District Plan is informed by the city-wide SDF and its purpose is to guide spatial development processes in the Table Bay District over an approximate 10-year planning period.

As with the MSDF, the Table Bay District Plan is underpinned by a composite Spatial Development Plan. This plan identifies 'broad spatial planning categories' for all land in the Table Bay District, as well as various structuring elements that are critical to the future development and restructuring of the City. It is evident in **Figure 11**, which is a plan for *Sub-District 3 TRUP / Salt River / Observatory / Paarden Eiland*, that the land on which the River Club is situated is categorised as a mixture of "open space", "core 2" and "buffer 1".

Notwithstanding compliance with the MSDF, it is apparent that the River Club development proposal is in conflict with the Table Bay District Plan's land use categorisation for the site. According to the Table Bay District Plan, if a "...proposal is in conflict with the statutory designation and/or text of the District SDP and/or any other structure plan in terms of s4(10) of LUPO..." then "...the CoCT can consider condoning a deviation from the approved policy. This deviation should be fully motivated as part of any LUPO or building plan applications that may be required."

The introduction of the MPBL, and specifically section 16 of the MPBL, means that point in time it is necessary to submit an application to the CoCT in order to deviate the Table Bay District Plan. Such application is included in this composite application and is motivated in sub-section 12.2. However, despite the need to deviate from the Table Bay District Plan at this stage, it should be noted that the MSDF, which will come into effect on 1 July 2018, identifies the land as "urban inner core" and therefore supersedes the Table Bay District Plan according to the "consistency principles and post-2012 amendments" as contained in *Technical Supplement D: Regulatory Requirements and Informants* of the MSDF:

"The MSDF will be implemented in accordance with the consistency principle that applies to the plans and policies of different spheres of government. In terms of the consistency principle, lower-order spatial plans and policies must be consistent with higher-order spatial plans and policies. Should the provisions of spatial plans of a lower order in the hierarchy (including district and local spatial development frameworks and other existing local-scale structure plans) be deemed to be inconsistent with the MSDF, the MSDF will take precedence."



*** THE SITE**

Area of the Site (as per the Table Bay District Plan)

<ul style="list-style-type: none"> Site Site 1 Site 2 Site 3 Site 4 Site 5 Site 6 Site 7 Site 8 Site 9 Site 10 Site 11 Site 12 Site 13 Site 14 Site 15 Site 16 Site 17 Site 18 Site 19 Site 20 Site 21 Site 22 Site 23 Site 24 Site 25 Site 26 Site 27 Site 28 Site 29 Site 30 Site 31 Site 32 Site 33 Site 34 Site 35 Site 36 Site 37 Site 38 Site 39 Site 40 Site 41 Site 42 Site 43 Site 44 Site 45 Site 46 Site 47 Site 48 Site 49 Site 50 Site 51 Site 52 Site 53 Site 54 Site 55 Site 56 Site 57 Site 58 Site 59 Site 60 Site 61 Site 62 Site 63 Site 64 Site 65 Site 66 Site 67 Site 68 Site 69 Site 70 Site 71 Site 72 Site 73 Site 74 Site 75 Site 76 Site 77 Site 78 Site 79 Site 80 Site 81 Site 82 Site 83 Site 84 Site 85 Site 86 Site 87 Site 88 Site 89 Site 90 Site 91 Site 92 Site 93 Site 94 Site 95 Site 96 Site 97 Site 98 Site 99 Site 100 	<ul style="list-style-type: none"> Site 101 Site 102 Site 103 Site 104 Site 105 Site 106 Site 107 Site 108 Site 109 Site 110 Site 111 Site 112 Site 113 Site 114 Site 115 Site 116 Site 117 Site 118 Site 119 Site 120 Site 121 Site 122 Site 123 Site 124 Site 125 Site 126 Site 127 Site 128 Site 129 Site 130 Site 131 Site 132 Site 133 Site 134 Site 135 Site 136 Site 137 Site 138 Site 139 Site 140 Site 141 Site 142 Site 143 Site 144 Site 145 Site 146 Site 147 Site 148 Site 149 Site 150 Site 151 Site 152 Site 153 Site 154 Site 155 Site 156 Site 157 Site 158 Site 159 Site 160 Site 161 Site 162 Site 163 Site 164 Site 165 Site 166 Site 167 Site 168 Site 169 Site 170 Site 171 Site 172 Site 173 Site 174 Site 175 Site 176 Site 177 Site 178 Site 179 Site 180 Site 181 Site 182 Site 183 Site 184 Site 185 Site 186 Site 187 Site 188 Site 189 Site 190 Site 191 Site 192 Site 193 Site 194 Site 195 Site 196 Site 197 Site 198 Site 199 Site 200 	<ul style="list-style-type: none"> Site 201 Site 202 Site 203 Site 204 Site 205 Site 206 Site 207 Site 208 Site 209 Site 210 Site 211 Site 212 Site 213 Site 214 Site 215 Site 216 Site 217 Site 218 Site 219 Site 220 Site 221 Site 222 Site 223 Site 224 Site 225 Site 226 Site 227 Site 228 Site 229 Site 230 Site 231 Site 232 Site 233 Site 234 Site 235 Site 236 Site 237 Site 238 Site 239 Site 240 Site 241 Site 242 Site 243 Site 244 Site 245 Site 246 Site 247 Site 248 Site 249 Site 250 Site 251 Site 252 Site 253 Site 254 Site 255 Site 256 Site 257 Site 258 Site 259 Site 260 Site 261 Site 262 Site 263 Site 264 Site 265 Site 266 Site 267 Site 268 Site 269 Site 270 Site 271 Site 272 Site 273 Site 274 Site 275 Site 276 Site 277 Site 278 Site 279 Site 280 Site 281 Site 282 Site 283 Site 284 Site 285 Site 286 Site 287 Site 288 Site 289 Site 290 Site 291 Site 292 Site 293 Site 294 Site 295 Site 296 Site 297 Site 298 Site 299 Site 300 	<ul style="list-style-type: none"> Site 301 Site 302 Site 303 Site 304 Site 305 Site 306 Site 307 Site 308 Site 309 Site 310 Site 311 Site 312 Site 313 Site 314 Site 315 Site 316 Site 317 Site 318 Site 319 Site 320 Site 321 Site 322 Site 323 Site 324 Site 325 Site 326 Site 327 Site 328 Site 329 Site 330 Site 331 Site 332 Site 333 Site 334 Site 335 Site 336 Site 337 Site 338 Site 339 Site 340 Site 341 Site 342 Site 343 Site 344 Site 345 Site 346 Site 347 Site 348 Site 349 Site 350 Site 351 Site 352 Site 353 Site 354 Site 355 Site 356 Site 357 Site 358 Site 359 Site 360 Site 361 Site 362 Site 363 Site 364 Site 365 Site 366 Site 367 Site 368 Site 369 Site 370 Site 371 Site 372 Site 373 Site 374 Site 375 Site 376 Site 377 Site 378 Site 379 Site 380 Site 381 Site 382 Site 383 Site 384 Site 385 Site 386 Site 387 Site 388 Site 389 Site 390 Site 391 Site 392 Site 393 Site 394 Site 395 Site 396 Site 397 Site 398 Site 399 Site 400 	<ul style="list-style-type: none"> Site 401 Site 402 Site 403 Site 404 Site 405 Site 406 Site 407 Site 408 Site 409 Site 410 Site 411 Site 412 Site 413 Site 414 Site 415 Site 416 Site 417 Site 418 Site 419 Site 420 Site 421 Site 422 Site 423 Site 424 Site 425 Site 426 Site 427 Site 428 Site 429 Site 430 Site 431 Site 432 Site 433 Site 434 Site 435 Site 436 Site 437 Site 438 Site 439 Site 440 Site 441 Site 442 Site 443 Site 444 Site 445 Site 446 Site 447 Site 448 Site 449 Site 450 Site 451 Site 452 Site 453 Site 454 Site 455 Site 456 Site 457 Site 458 Site 459 Site 460 Site 461 Site 462 Site 463 Site 464 Site 465 Site 466 Site 467 Site 468 Site 469 Site 470 Site 471 Site 472 Site 473 Site 474 Site 475 Site 476 Site 477 Site 478 Site 479 Site 480 Site 481 Site 482 Site 483 Site 484 Site 485 Site 486 Site 487 Site 488 Site 489 Site 490 Site 491 Site 492 Site 493 Site 494 Site 495 Site 496 Site 497 Site 498 Site 499 Site 500
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Source : City of Cape Town

THE RIVER CLUB OBSERVATORY

TABLE BAY DISTRICT PLAN SUB - DISTRICT 3

NTS

PLANNING PARTNERS

JUNE 2018

Figure 11

Handwritten signatures and initials.

3.6 Two Rivers Urban Park Contextual Framework and Phase 1 Environmental Management Plan (2003)

The aim of the Two Rivers Urban Park Contextual Framework and Phase 1 Environmental Management Plan (TRUPCF) prepared in 2003 was to provide a contextual framework for future development of the TRUP. The study encompassed the entire TRUP area, including the SAAO, Valkenberg farmstead, Valkenberg Hospital, Alexandra Hospital, Maitland Garden Village, the Oude Molen complex and the River Club.

The report contains specific guidelines relating to future management of development at the River Club and the SAAO. The current development proposal for the River Club is not consistent with a number of the principles and guidelines outlined in the TRUPCF and would be a deviation from policy currently associated with the site⁷.

With regards to the guidelines contained in the TRUPCF of 2003, the development proposal for the River Club represents a paradigm shift for the way the site can be developed. Refer to section 9 of this report for motivation as to why this site should accommodate more intensive development.

Notwithstanding the inconsistency with the TRUPCF, the "consistency principles and post-2012 amendments" as contained in *Technical Supplement D: Regulatory Requirements and Informants* of the MSDF means that the land use designation and associated guidelines contained in the MSDF supersedes the guidelines contained in the TRUPCF.

3.7 City of Cape Town Comprehensive Integrated Transport Plan 2018-2023

The Comprehensive Integrated Transport Plan (CITP) 2018 – 2023 gives insight into the City of Cape Town's transport network and future proposals. In particular, it describes how the CoCT will set about the delivery of integrated, intermodal and interoperable transport and its related road, stormwater, bridge and rail network in Cape Town and across the Metro area.

The CTIP includes the City's Public Right of Way (RoW) – Road Network Plan, which depicts the existing and future planned road network in Cape Town. A key informant for development on the River Club site is the identification of a future Class 2 arterial road immediately adjacent to the northern boundary of the River Club site (refer to **Figure 12** overleaf). The intention of this future road link is to connect Berkley Road (to the east of the site) with Malta Road (to the west). This future road link is referred to in the CTIP as "Berkley Road extension".

A road reserve has been included as part of Remainder Erf 15326 Cape Town and is zoned *Transport 2* in recognition of the future road link (refer to the zoning map in **Figure 6**).

The future Class 2 road link has been taken into account in the proposal for the River Club site and implementation of the project will help to cross-subsidise the cost of this road.

⁷ It should be noted that the TRUP LSDF, run in tandem by the WCG and the CoCT, is currently being undertaken and will result in new development initiatives and planning guidelines for the TRUP area.

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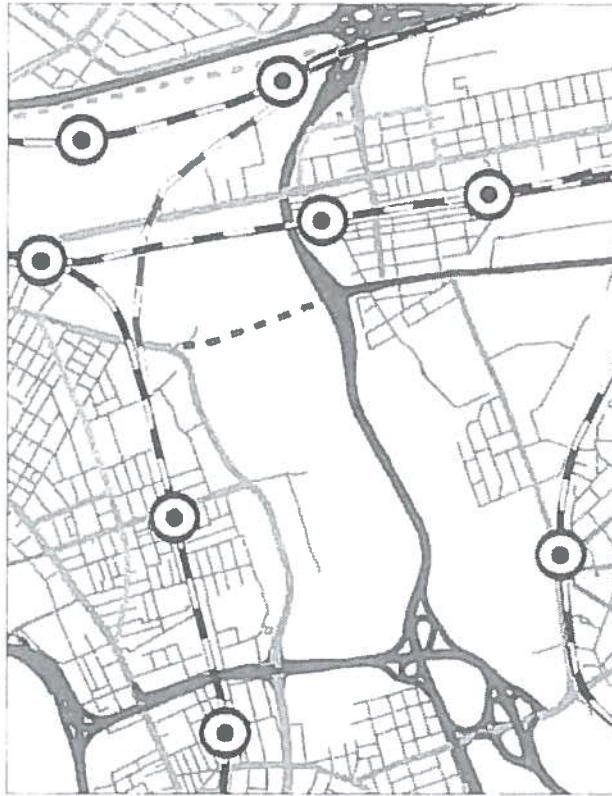


Figure 12: An extract of the City of Cape Town's Public Right of Way – Road Network Plan showing a potential Class 2 road link immediately adjacent to the northern boundary of the River Club site (illustrated by the red dashed line) (Source: City of Cape Town)

3.8 City of Cape Town Floodplain and River Corridor Management Policy (2009)

The City of Cape Town Floodplain and River Corridor Management Policy (2009) seeks to balance flood risk, ecological and socio-economic considerations in developments near watercourses and wetlands. The guidelines contained in this policy are pertinent to The River Club because of its position in the floodplain of the Black River / Liesbeek River.

The following key statements are made in the policy:

- *The permissible extent and nature of land use, development or activities within floodplains must be subject to stringent evaluation and control in the interests of public safety.*
- *Obstruction to the free flow of water within the 20-year floodline area shall not be permitted.*
- *Between the 50 and 100-year floodlines, some developments or activities may be permitted, subject to such conditions as the City may in its discretion impose*
- *Developments with particular evacuation or emergency response issues and high-risk developments will only be permitted above the 100-year floodline.*

- Any proposed development or redevelopment within the floodplain must be supported by a report by a registered professional engineer to ensure that any new or existing structure can withstand the forces and effects of floodwaters.
- Watercourses and wetlands with their adjacent riparian areas and associated fauna and flora must be protected or "buffered" from the impacts of adjacent development or activity.

The policy outlines various assessment criteria for proposals within existing floodplains. In the case of the River Club, the following criteria are applicable:

- A registered Engineering Professional must be engaged by the developer to satisfactorily demonstrate and certify that:
 - the activity / development will not materially increase flood hazards for other property owners or adversely affect flood behaviour or the stability of river channels; and
 - any structure can withstand the forces and effects of flowing floodwaters, including scour of foundations, debris forces and buoyancy forces.
- Floors must be above the 1:100-year flood level.
- Basements (non-habitable purposes) to be flood-proofed to the 1:50-year flood level.
- A registered Environmental Professional (Aquatic Ecologist) must be engaged by the developer to determine the ecological buffer (if not available) and to satisfactorily demonstrate and certify that:
 - the activity / development will not negatively impact on the present condition of the watercourse or wetland; or
 - the activity / development will improve the condition of the watercourse or wetland from its present state.

The above criteria have all been considered. However, deviations are required from the following sections of the City's Floodplain and River Corridor Management Policy:

Section 9.2: Flood Management and Public Safety

Permission to develop / obstruct the free flow of water within the 20-year flood line area would need to be granted.

Section 10.5: Table 1: Framework for the assessment of Proposals

The current assessment framework doesn't allow development (including filling) within the 50 year flood plain. It notes: "In exceptional circumstances minor "smoothing" of the 50 / 100 year flood line may be considered, provided equivalent compensatory stage storage volume is provided within the development precinct". As the proposed development falls under the 50-year flood line, a deviation from the policy, allowing the developer to fill (considered development) would need to be granted.

More information regarding stormwater hydrology is provided in sub-section 4.1.

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3.9 Management of Urban Stormwater Impacts Policy (2009)

Urbanisation typically impacts on natural watercourse health in two key ways:

- The *quantity* of stormwater runoff is increased as the proportion of impervious area within a catchment is increased, leading to larger peak flows and more frequent runoff which may have detrimental effects on river health and can cause flooding in downstream areas.
- The *quality* of runoff is also negatively impacted with additional pollutant loads in the form of gross pollutants, suspended sediments and various other pollutants such as nitrogen, phosphorus and heavy metals.

The Management of Urban Stormwater Impacts Policy (2009) has been prepared by the CoCT's Catchment, Stormwater and River Management Branch in order to address these stormwater impacts and ensure that new developments incorporate water sensitive urban design elements.

According to the policy, the River Club site fits within the category of a "Brownfield and Existing Development Site (area > 50 000m²)". Specific pollutant objectives and stormwater flow restrictions for the such developments are as follows:

Stormwater quality:

- ½-year Return Interval (RI), 24-hour duration storm is the design storm for stormwater quality;
- 80% reduction in post-developed suspended solids through on-site treatment;
- 45% reduction in post-developed total phosphorus; and
- Litter, oil and grease traps at pollutant sources.

Stormwater quantity:

- 24-hour extended detention of the 1-year RI, 24-hour storm event;
- Up to 10-year RI peak flow reduced to pre-development level;
- Up to 50-year RI peak flow reduced to existing development level; and
- Evaluate the 100-year RI storm and its impact upon the stormwater system.

However, since the site is located within a flood plain and its surrounds are inundated even during low order storm events, such as the 1:2 year storm event, attenuation of stormwater adds no significant value and thus the rate at which runoff is released from the development becomes irrelevant.

Thus, the following deviations from the Stormwater Policy in terms of attenuation are requested:

- i. Annexure table: 24 hour extended detention of the 1-year RI, 24h storm event in a greenfield development > 50 000 m²

Permission to deviate from this requirement.

- ii. Annexure table: Up to 10-year RI peak flow reduced to pre-development level in a greenfield development > 50 000 m²

Permission to deviate from this requirement.

- iii. Annexure table: Up to 50-year RI peak flow reduced to existing development levels in a greenfield development > 50 000 m²

Permission to deviate from this requirement.

More information on stormwater management is provided as part of **Annexure Q**. A summary of the conceptual stormwater management plan is contained in sub-section 7.5.

3.10 City of Cape Town Densification Policy (2012)

The CoCT Densification Policy was formulated in response to growing concerns that *"rapid and continuous low-density development is threatening the long-term sustainability of Cape Town"*. Densification is defined in the policy as *"the increased use of space both horizontally and vertically within existing areas / properties and new developments accompanied by an increased number of units and / or population thresholds"*. The policy suggests a number of ways in which densification can occur, including *"higher-density infill on vacant and underutilised land throughout the built area of the city"*. The benefits of densification are identified in the policy and include *inter alia*:

- *Reduction in the consumption of valuable / non-renewable resources;*
- *The facilitation of increased economic opportunities;*
- *More efficient service provision;*
- *Improvement in housing patterns and choice of house type;*
- *Contribution to urban place making; and*
- *Improved safety.*

The Densification Policy is underpinned by policy statements which "should guide all density related land use decisions". The policies relevant to this application are discussed in more detail below.

DP1: *"The City aims to achieve a minimum, average gross base density of 25 dwelling units/ha in the next 20 - 30 years and will aim for a higher gross base density thereafter."*

The River Club development will be mixed use but will have a substantial residential component (approximately 600 dwelling units), with an estimated density of approximately 40 dwelling units/ha (du/ha). The development will therefore enhance the density in this part of Cape Town and will contribute towards the City achieving its base density target of 25 du/ha.

DP2: *"...Higher levels of densification will be encouraged at specific spatial locations, particularly in areas with good public transport accessibility, at concentrations of employment, commercial development and/or social amenities, and in areas of high amenity..."*

It is believed the River Club represents an ideal spatial location for densification to occur. The following factors are pertinent to this argument:

- The site is easily accessible by public transport, with Observatory and Koeberg train stations, in particular, being easily accessible to the River Club (these stations are located within 500m of the site). In addition, the nearby corridors of Main Road and Voortrekker Road carry numerous bus and mini bus taxi services.
- A range of employment opportunities exist within the local area, whether it be industrial (Ndabeni, Maitland, Salt River, Culemberog), commercial (Black River Parkway), retail (Main Road, Voortrekker Road) or institutional (Valkenburg, SAAO, Alexandra Hospital). This excludes the additional employment opportunities that will be provide within the River Club development, as well as the other ongoing projects within TRUP.
- There are various amenities in the local area, including numerous education, health and recreational facilities.

DP3: *"The intensification of all types of land uses, not just residential land uses, should be encouraged, and a better mix of land uses should be supported."*

The River Club will be a mixed-use precinct within TRUP and will include *inter alia* residential, commercial and retail uses, as well as an abundance of open space. The precinct will therefore promote a 'live, work, play' lifestyle.

DP4: *"Cape Town as a city is not defined by its urban or built skyline and it is not intended for this to be the case in future. The mountain skylines and views of the sea are the defining elements that make Cape Town unique and views of them must continue to be protected from inappropriate built form through, for instance the application of the Tall Buildings Policy..."*

Many of the buildings proposed at the River Club will be higher than adjacent development. The height, combined with the total bulk to be developed, means that a visual impact is unavoidable. However, the low sensitivity of visual receptors south and east of the site, vast spaces around the site, combined with the sites position in relation to the mountain and the sea, mean that the development will not be out of place in the surrounding urban fabric.

DP6: *"The determination of the appropriate location, height, scale, form and orientation of a higher-density development in a particular location should be guided by the Density Decision Making Framework. The following factors must be taken into consideration:*

- *Generic considerations for densification related to the suitability of the area for land use intensification, such as surrounding land use character, access to public transport, proximity to places of employment, services and social facilities, proximity to public open space and infrastructure availability (existing and planned);*
- *The spatial locations targeted for different types of densification as per this policy;*
- *The applicable policy frameworks namely, the CoCT SDF, District Spatial Development Plans and Local spatial plans, density plans and urban design policy; and*

- *Contextual informants related to the development application and its immediate surroundings such as the natural environment, land use, built and heritage character, infrastructure availability and capacity and socio-economic considerations should determine the densities appropriate in a specific location."*

The location, height, scale, form and orientation of the proposed building are all considered appropriate in this case due to the following pertinent reasons:

- The land falls within the "urban inner core" identified in the MSDF, where private sector development is incentivized.
- The land is a greenfield and infill site that is well located within the urban fabric of the city: it falls at the 'knuckle' of the Main Road and Voortrekker Road corridors; it is within easy walking distance of public transport, particularly the rail network (i.e. Observatory and Koeberg train stations); there are a range of employment opportunities (existing and proposed) within the local area; it is easily accessible to various social facilities, including numerous education, health and recreational facilities; and there is an abundance of public open space surrounding the site (much of which will be improved and become more usable as the image of TRUP improves).
- The existing character of the site and the surrounding area has been considered and has been factored into the design in the following ways:
 - Open spaces will be retained for landscaping and informal recreational purposes;
 - Buffer areas will be implemented adjacent to the riverine corridor and vegetated stormwater swale, as per specialist recommendation; and
 - Key axis and gateways will be retained so as to ensure that a visual connection with surrounding amenity values (such as the SAAO and the Raapenberg Wetland & Bird Sanctuary) are maintained and celebrated.

DP7: *"The City will proactively encourage densification in density priority zones (DPZs) and urban civic upgrade areas..."*

The Densification Policy includes various DPZs, including "infill sites" and "greenfield developments within the urban edge, and more specifically adjacent to existing urban development". The River Club falls into both of these categories and should therefore be considered for densification.

DP8: *"The densities proposed on greenfield sites within and outside the existing built fabric should, as far as is appropriate, align with the densification spatial location criteria and density guidelines described in the Densification Policy."*

The Densification Policy lists various spatial structuring elements around which densification should be targeted. Two such structuring elements are 'activity routes' (e.g. Main Road, Voortrekker Road) and 'metropolitan, district and local parks' (e.g. TRUP). Although the site does not abut either Main Road or Voortrekker Road, it is close enough to these routes (as well as their associated train stations) to influence them. The Densification Policy suggests that densities surrounding activity routes should be in the range of 100-375 du/ha in buildings anywhere

