

**WESTERN CAPE GOVERNMENT
TRANSPORT AND PUBLIC WORKS**

CONTRACT C1039:

**N2/BORCHERDS QUARRY INTERCHANGE
AND RELATED WORKS**

**CONCEPTUAL DESIGN REPORT
EXECUTIVE SUMMARY**

EXECUTIVE SUMMARY

Background

The existing Borcherds Quarry interchange on the N2 is located to the southwest of Cape Town International Airport (CTIA), between Airport Approach Road interchange and Swartklip (R300) systems interchange (Refer to Figure 1.1: Locality Sketch). It has a direct link via Borcherds Quarry Road to Robert Sobukwe (Modderdam) Road and Airport Approach Road to the north, and serves the commercial/industrial areas of Airport Industria, Airport City and the CTIA itself on the northern side of the N2. To the south of the N2, it links with Klipfontein Road, which give indirect access to the Philippi East Industrial area further to the east, and to the residential areas of Crossroads and Nyanga via New Eisleben Road directly to the south.

In the planning and development of Airport Industria and Airport City in particular, as well as the commercial / industrial areas surrounding the CTIA, a realignment of Borcherds Quarry Road was envisaged and planned for. The realigned road linked directly with the New Eisleben Road corridor to form a major Class 2 Arterial route between Robert Sobukwe (Modderdam) Road in the north and Govan Mbeki (Lansdowne) Road in the south, where Eisleben Road already existed as a major Arterial route through Mitchell's Plain. The route was planned to have direct access to the N2 via a new interchange, and the existing Borcherds Quarry interchange (\pm 450m to the west) was to be closed.

Early in 2013, an approach was made by the Philippi Economic Development Initiative (PEDI) group to the MEC for Transport to investigate the possibility of creating improved access to Philippi East Industrial area which, due to a number of reasons including access and security issues, was not developing as had previously been expected in the context of metropolitan planning and development projections.

HHO were appointed by the Western Cape Government in May 2013, to carry out the planning and design of the N2/ New Borcherds Quarry interchange, which included the realignment of Borcherds Quarry Road and New Eisleben Road. Included in the brief was the investigation of the possibility of improved access from the N2 to the Philippi East Industrial area as well as the extension of the Bus/Minibus-Taxi lanes along the N2 up to the R300.

The Borcherds Quarry Road/ New Eisleben Road route has been identified in the City of Cape Town's Integrated Public Transport Network Plan (IPTN) (May 2014), as one of the major north-south IRT public transport corridors in the metropolitan area. The route has also been identified as an important Non-Motorised Transport (NMT) corridor in the Metropolitan NMT Master Plan.

Study Purpose/Objectives

The following study objectives were formulated with the Client as the outset of the study:

- To develop an understanding of the future medium and long term land use and transport planning proposals for the study area.
- To develop transport proposals which would improve metropolitan access and security from the N2 to the Philippi East Industrial area (and other areas) to the south of the N2.
- To allow for the future expansion of the CTIA and surrounding Airport Industrial area.

- To accommodate public transport planning proposals, in particular:
 - A proposed north-south Integrated Rapid Transit (IRT) route and associated NMT facility along the New Borcherds Quarry/ New Eisleben Road corridor.
 - The proposed extension of the Bus/Minibus-Taxi (BMT) lanes along the N2 up to the R300 (with a possible further eastward extension to Mew Way).
- To accommodate previous planning for the future Airport Beltway concept in the transport infrastructure planning for the study area.
- To ensure that the proposed infrastructure improvements support a consistent road network hierarchy in the study area.
- To ensure that all major stakeholders in the study area are informed of the ongoing study and are presented with the alternatives being assessed, and the process through which a preferred alternative would be selected.

Study Area

The study area extends from Airport Approach Road interchange on the N2 in the west to the R300 (Swartklip) interchange in the east; and from Robert Sobukwe (Modderdam) Road in the north to the R300 extension in the south. It includes the CTIA and surrounding commercial/ industrial areas, Airport Industrial area and Airport City on the northern side of the N2, and Philippi East Industrial area, Crossroads and Nyanga to the south of the N2.

Study Process

During the inception phase of the project, a study process was formulated consisting of three phases as follows (Refer to Figure 1.2: Study Process):

Phase 1: Definition of Planning Tasks, Study Objectives, Data Collection and Evaluation of Existing Network (2 Months)

This phase consists of the following steps:

- Definition and Scope of Planning Tasks
- Preliminary Developments of Alternatives
- Review of Previous Studies
- Development of Study Objectives and Evaluation Approach
- Data Collection and Evaluation of Existing Network.

During this phase, selected stakeholders and IAAP's were informed of the process, and issues, concerns and constraints were identified and documented.

Phase 2: Future Transport Network Design and Evaluation at a Conceptual Level of Planning (4 Months)

This phase consists of the following steps:

- Determination of Future Land Use and Traffic Scenarios
- Development of Alternative Road and Interchange Layouts

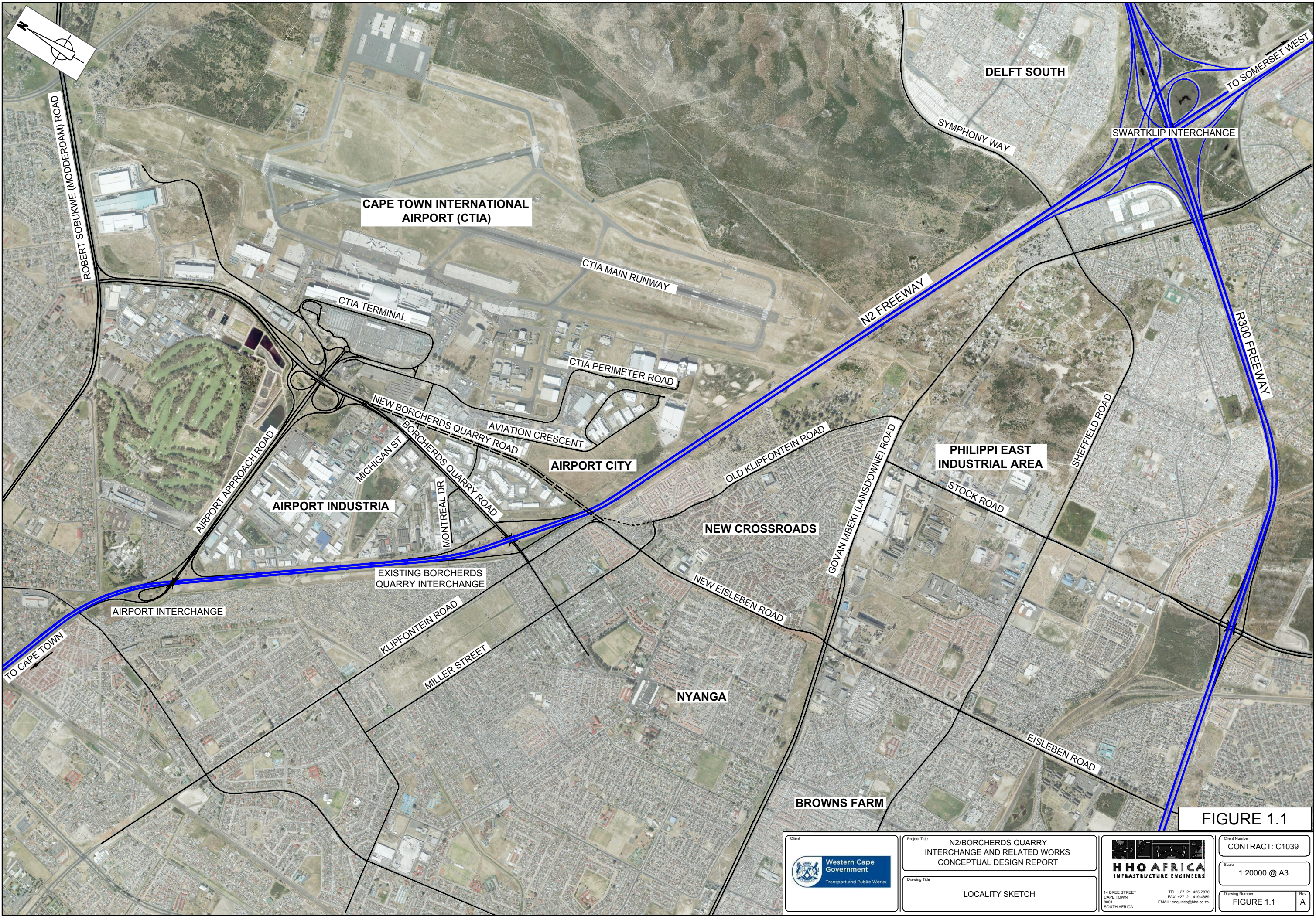




FIGURE 1.1

 <p>Western Cape Government Transport and Public Works</p>	<p>Client</p>	<p>Project Title</p> <p>N2/BORCHERDS QUARRY INTERCHANGE AND RELATED WORKS CONCEPTUAL DESIGN REPORT</p>	<p>Client Number</p> <p>CONTRACT: C1039</p>
	<p>Drawing Title</p> <p>LOCALITY SKETCH</p>	<p>Scale</p> <p>1:20000 @ A3</p>	<p>Drawing Number</p> <p>FIGURE 1.1</p>
 <p>HHO AFRICA INFRASTRUCTURE ENGINEERS</p>		<p>14 BREE STREET CAPE TOWN 8001 SOUTH AFRICA</p>	<p>TEL: +27 21 425 2870 FAX: +27 21 419 4689 EMAIL: enquiries@hho.co.za</p>

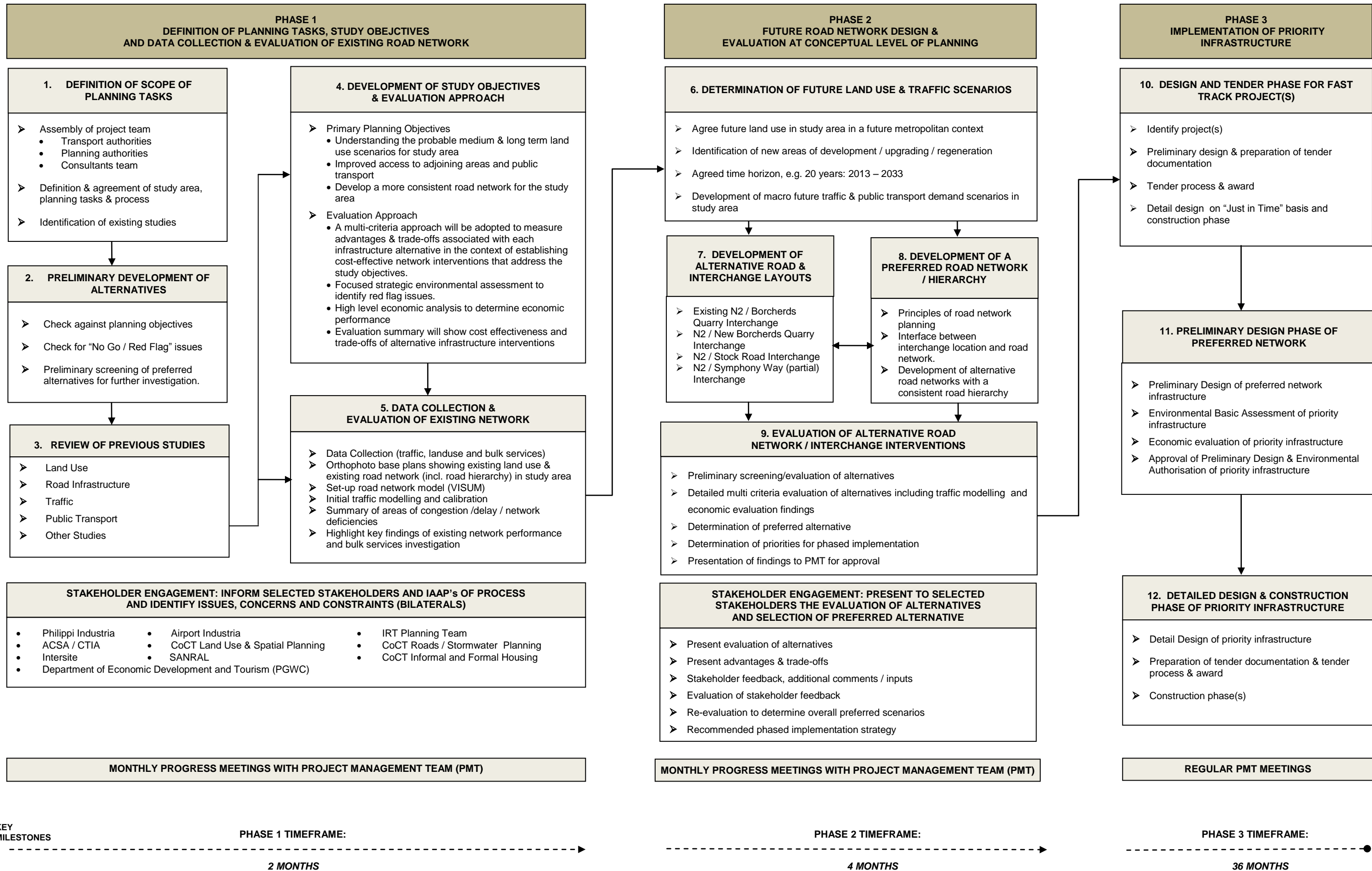


FIGURE 1.2: STUDY PROCESS

- Development of a Preferred Road Network/Hierarchy
- Evaluation of Alternative Road Network/Interchange Interventions

At the end of this phase, the evaluation of alternatives and the selection of a preferred alternative would be presented to selected stakeholders.

During the course of Phases 1 and 2, regular project management meetings were held where progress to date was presented and discussed.

□ **Phase 3 : Implementation of Priority Infrastructure (36 Months)**

This phase of the study consists of the following steps:

- Design and tender for fast track projects identified through the study process
- Preliminary design phase of preferred network elements
- Detailed design and construction phase of priority infrastructure

Scope of the Conceptual Design Report

The report follows closely the steps set out in the Study Process (See Figure 1.2), and includes the following sections:

- Introduction
- Collection of Data and Evaluation of Existing Network
- Future Land Use and Traffic Scenarios
- Generation of Alternative Road and Interchange Layouts
- Traffic Modelling and System Wide Assessments
- Services Investigation
- Stakeholder Engagement
- Multi-criteria Evaluation and Selection of Preferred Alternatives
- Detailed Traffic Assessment of Preferred Alternative
- Economic Evaluation and Finalisation of Preferred Alternative
- Identification of Risks to Implementation
- Project Programmes
- Summary of Findings and Recommendations

Format of the Conceptual Design Report

For ease of reference, the report consists of the following three volumes:

- Volume 1: Conceptual Design Report
- Volume 2: Appendices
- Volume 3: Book of Plans

Volumes 1 and 2 are in A4 format, while Volume 3 is in A3 format.

Summary of Findings

The findings of the report can be summarised as follows:

- HHO Africa were appointed in May 2013 to carry out the planning and design of the N2/ New Borchersds Quarry interchange on the N2 which included the realignment of Borchersds Quarry Road to link with New Eisleben Road. Also included in the brief was the investigation of the possibility of improved access from the N2 to the Philippi East Industrial area, as well as the extension of the Bus/ Minibus-Taxi lanes along the N2 up to the R300. The investigation also included a possible east to north directional ramp from the N2 to the realigned Borchersds Quarry Road.
- A study process was formulated which consisted of the following phases:
 - Phase 1: Definition of planning tasks, formulation of study objectives, data collection and evaluation of existing network.
 - Phase 2: Future transport network design and evaluation at conceptual level of planning.
 - Phase 3: Implementation of priority infrastructure.
- The study area extends from Airport Approach Road interchange on the N2 in the west to the R300 (Swartklip) interchange in the east; and from Robert Sobukwe (Modderdam) Road in the north to the R300 extension in the south. It includes the Cape Town International Airport (CTIA) and surrounding commercial/ industrial areas, Airport Industria and Airport City on the north side of the N2, and Philippi East Industrial area, Crossroads and Nyanga to the south of the N2.
- Regular Project Management Team (PMT) meetings were held during the conceptual design process which included key representatives from the client: PGWC (Transport and Public Works) and various City of Cape Town Departments. ACSA joined the PMT meetings midway through the process, and PRASA attended the final meeting. Stakeholder meetings were held with a number of key stakeholders through the course of the study in order to gain critical information on the study area and to obtain feedback on the proposals as they evolved.
- Two future land use scenarios were formulated for the study based on the City's Pragmatic Densification (PD) Scenario, which includes the 20 Year Development Scenario for the CTIA. The PD Scenario was modified to include an "optimistic" scenario and one including "wildcard" sites for the Philippi East Industrial area, and a passenger throughput of 25 million air passengers/year (MAP) for CTIA. The two future scenarios were called the "Mid Road" and the "High Road" Scenarios.
- The High Road Scenario was used to assess the performance of the road network on a system-wide basis for the purpose of the multi criteria evaluation, while the Mid Road Scenario was used for the detailed traffic assessment of critical links and intersections.
- The traffic modelling for the study area was carried out using the Visum Traffic Model which was calibrated for existing situation. Current areas of congestion in the system were identified for the major routes in the study area as follows:

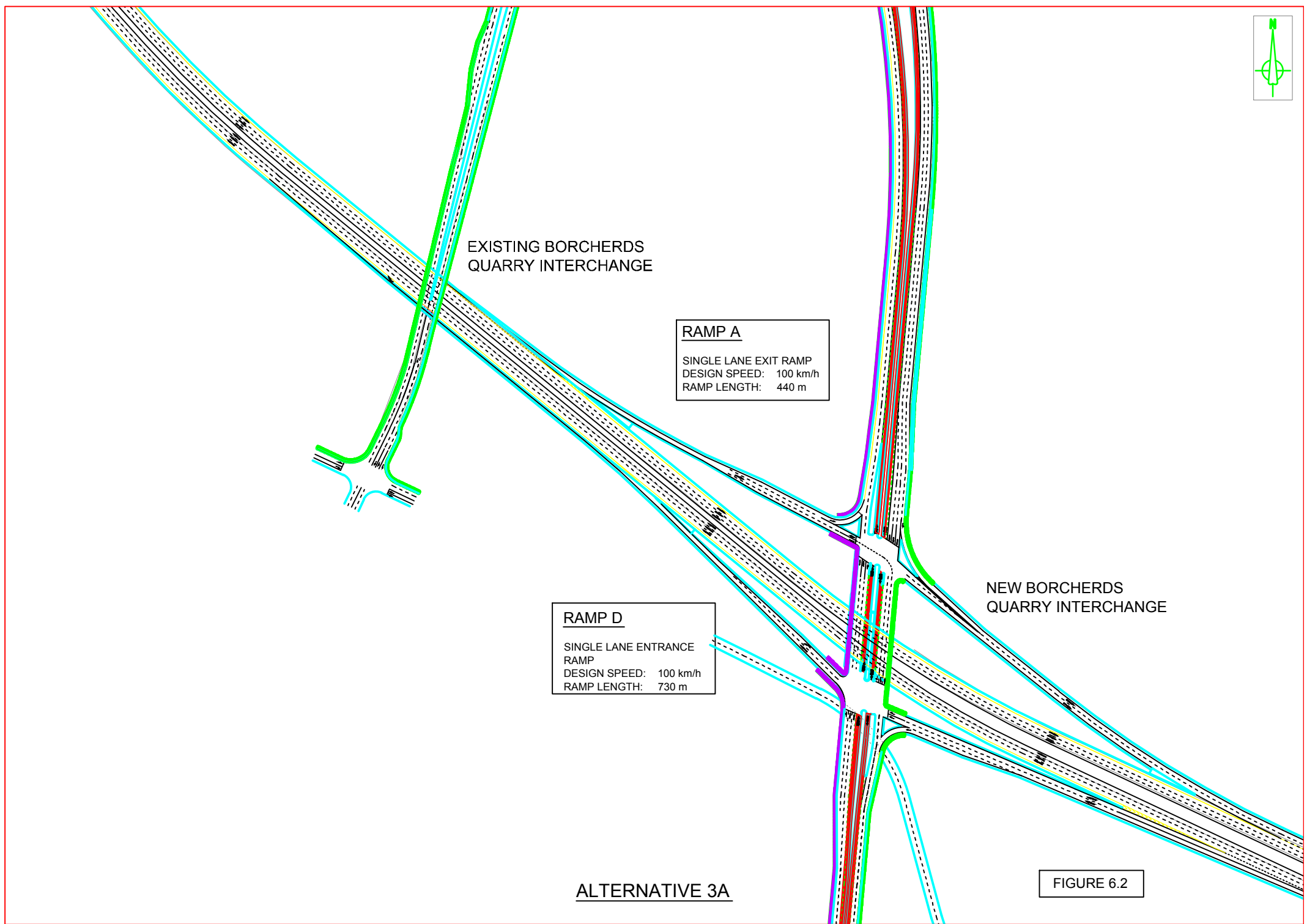
- N2 Freeway
 - Borcherds Quarry Road
 - Klipfontein Road
 - New Eisleben Road
 - Govan Mbeki (Lansdowne) Road
 - Robert Sobukwe (Modderdam) Road
- The following network deficiencies were identified
- The discontinuous nature of the existing Borcherds Quarry Road/ New Eisleben Road corridor which is linked by a section of Klipfontein Road. This route currently has an interchange on the N2 but not on the R300.
 - The discontinuous nature of Stock Road/ AZ Berman Drive Corridor which terminates at its north end at Lansdowne Road. This route has an interchange on the R300 but not on the N2.
- A number of alternative interchange and road network layouts were investigated in order to achieve the objective of providing better access to the Philippi East Industrial Area, as well as to accommodate the future IRT Route along the New Borcherds Quarry Road/ New Eisleben Road Corridor. Of these, a total of eight alternatives were considered in the multi-criteria evaluation:
- Alternative 1: Existing Borcherds Quarry interchange (west facing ramps only) linked via C-D Roads to a N2/ New Borcherds Quarry Full Diamond Interchange.
 - Alternative 2: Existing Borcherds Quarry Interchange (west facing ramp only) linked via C-D Roads to a N2/ New Borcherds Quarry Single Point Diamond Interchange.
 - Alternatives 3A and 3B: A N2/ New Borcherds Quarry Interchange with the Existing Borcherds Quarry Interchange being decommissioned.
 - Alternative 4C: Existing Borcherds Quarry Interchange (west facing ramp only) linked via C-D Roads to N2/ New Borcherds Quarry Interchange linked to New Philippi Industria Interchange (west facing ramps only).
 - Alternative 5: Existing Borcherds Quarry Interchange retained with a grade separated structure over the N2, linking New Borcherds Quarry Road to N2 via east facing directional ramps and C-D roads.
 - Alternative 7: Existing Borcherds Quarry Interchange (west facing ramps retained) linked to new Borcherds Quarry Interchange (east facing ramps only) to create a N2 Split Diamond Interchange.
 - Alternative 8: Existing Borcherds Quarry Interchange (west facing ramps only) together with New N2/Borcherds Quarry Full Diamond Interchange. No C-D Roads are proposed.
- From a town planning perspective, investigations indicated that the road reserve for the New Borcherds Road Corridor to the north of the N2, was already established, with the exception of a portion of a property owned by ACSA. To the south of the N2, portions of the future road reserve are owned by City of Cape Town and PGWC Public Works and would have to be incorporated into the new road reserve. Currently informal settlements occupy portions of the New Eisleben Road and Klipfontein Road road reserves and would have to be relocated (Plan 9.1). The required statutory processes will be undertaken in terms of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985), and the Western Cape Transport Infrastructure Act 2013 (Act 1 of 2013).

- A full investigation of all services has been carried out and those which will be affected by the road network proposals have been identified. Of particular concern is the impact the N2/ New Borcherds Quarry Interchange will have on bulk watermain along the southern boundary of the N2 road reserve. A meeting has been held with the relevant authority regarding the relocation and protection of these watermain.
- A multi-criteria evaluation of the alternatives was carried out and each of the alternatives was scored (on a scale of 1 to 5) for selected evaluation criteria. The weightings given to each of the criteria were based on input provided by members of the PMT. Through the evaluation process, two of the alternatives i.e. Alternatives 3A and 8 received very similar scores and were selected as the preferred alternatives to be investigated further as shown in Table 5.7.

TABLE 5.7: MULTI-CRITERIA EVALUATION: SUMMARY OF OVERALL SCORES FOR EACH ALTERNATIVE

WEIGHTING	ALTERNATIVES							
	1	2	3a	3b	4c	5	7	8
HHO Africa (Original Weighting)	373 5	373 5	412 2	405 4	331 8	351 7	318 9	412 2
Coct IRT Planning	372 5	369 6	410 2	400 3	323 9	367 7	325 8	407 3
Coct Spatial Planning	375 5	371 6	410 1	402 4	318 9	371 6	345 8	405 3
HHO Africa (Equal Weighting)	365 5	360 6	399 2	389 4	323 8	348 7	319 9	397 3
Total	1485 4	1473 5	1631 1	1596 3	1295 8	1437 6	1307 7	1621 2

- Conceptual layout plans for the New Borcherds Quarry Road/ New Eisleben Road Corridor have been drawn up. The proposals include the accommodation of the proposed IRT Route and associated NMT facilities along the corridor. Conceptual layout plans have also been drawn up for the two preferred alternatives (i.e. Alternatives 3A & 8 - Refer to Figures 6.2 and 6.3). Alternative 3A consists of the New N2/ Borcherds Quarry Road interchange with the existing Borcherds Quarry Road interchange being decommissioned. Alternative 8 is the same as Alternative 3A, but with the west facing ramps at the existing interchange being retained.



EXISTING BORCHERDS
QUARRY INTERCHANGE

RAMP A
SINGLE LANE EXIT RAMP
DESIGN SPEED: 100 km/h
RAMP LENGTH: 440 m

RAMP D
SINGLE LANE ENTRANCE
RAMP
DESIGN SPEED: 100 km/h
RAMP LENGTH: 730 m

NEW BORCHERDS
QUARRY INTERCHANGE

ALTERNATIVE 3A

FIGURE 6.2



EXISTING BORCHERDS
QUARRY INTERCHANGE

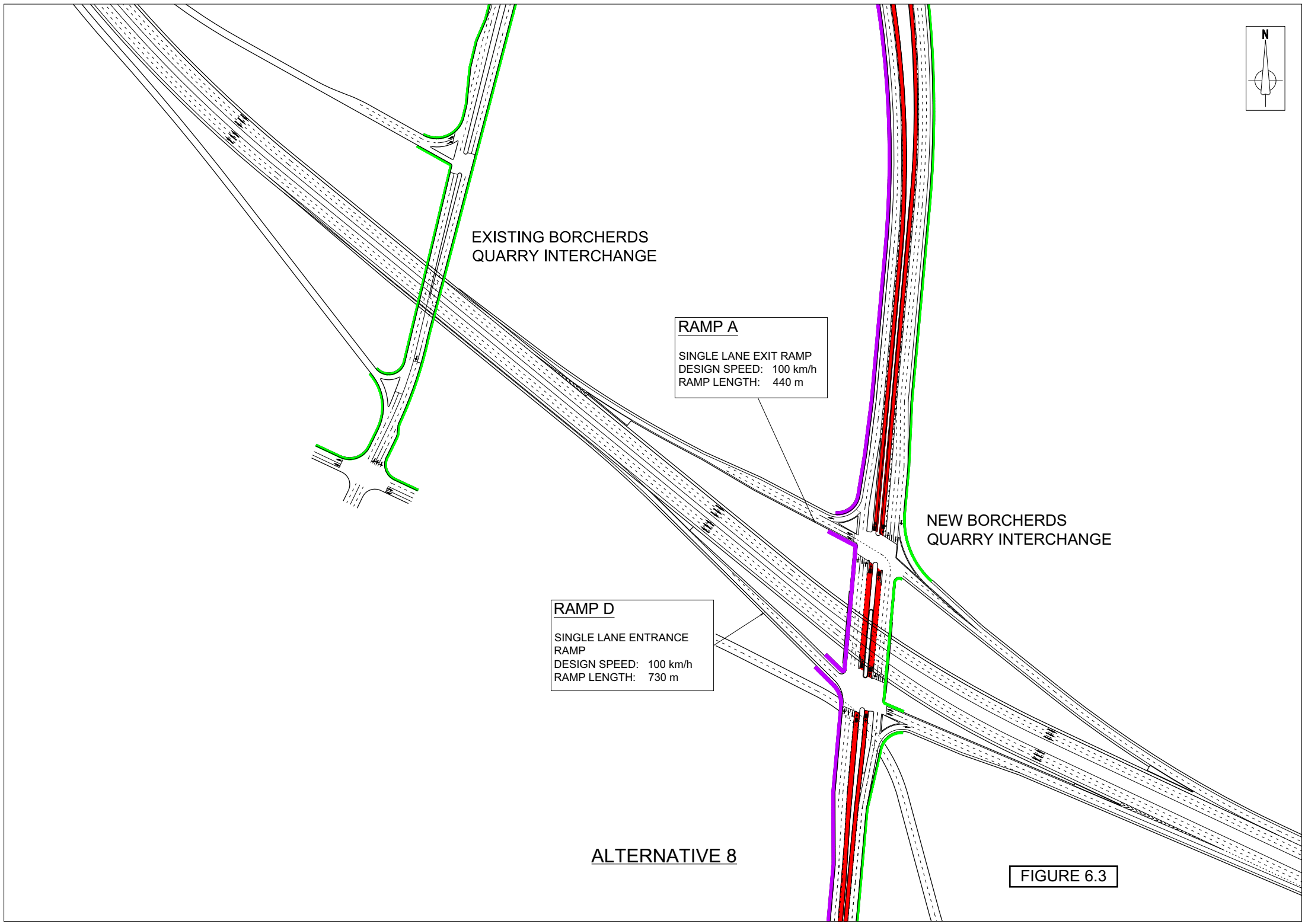
RAMP A
SINGLE LANE EXIT RAMP
DESIGN SPEED: 100 km/h
RAMP LENGTH: 440 m

NEW BORCHERDS
QUARRY INTERCHANGE

RAMP D
SINGLE LANE ENTRANCE
RAMP
DESIGN SPEED: 100 km/h
RAMP LENGTH: 730 m

ALTERNATIVE 8

FIGURE 6.3



- A detailed level of service analysis has been carried out on all major links in the road networks for Alternatives 3A & 8. Links which are operating at close to capacity have been noted, and where required, road widening proposals identified for future traffic flows to be accommodated.
- An intersection level of service analysis has also been carried out on the major intersections along New Borchers Quarry Road including the north and south ramp terminals at the new interchange as shown in Table 10.2. Critical intersections along New Borchers Quarry Road, including the ramp terminal intersections, can be expected to operate at acceptable performance levels during peak hours.

TABLE 10.2 : SUMMARY OF RESULTS OF INTERSECTION ANALYSIS

INTERSECTION	PEAK HOUR	ALTERNATIVE 3A			ALTERNATIVE 8		
		V/C RATIO	DELAY	LOS	V/C RATIO	DELAY	LOS
New Borchers Quarry Road/N2 North Ramp Terminal	AM	0.72	20.7	C	0.78	20.8	C
	PM	1.00	19.5	B	0.96	19.9	B
New Borchers Quarry Road/N2 South Ramp Terminal	AM	0.82	25.3	C	0.67	24.1	C
	PM	0.88	20.7	C	0.69	17.6	B
New Borchers Quarry Road/ Michigan Street	AM	0.77	27.5	C	0.64	24.3	C
	PM	0.89	29.4	C	0.90	32.0	C
New Borchers Quarry Road/ Montreal Drive	AM	0.91	26.3	C	0.83	24.9	C
	PM	0.74	28.5	C	0.77	28.0	C

Note 1: Of the performance measures, "volume/ capacity (v/c) ratio" is given for the worst performing movement only. For "delay" and "level of service" (LOS), aggregate values are given for intersection as a whole.

- The analysis in the report indicates that a future east-to-north directional ramp at the N2/ New Borchers Quarry interchange is not warranted from a traffic perspective for the "Mid Road" traffic scenario. However, the future interchange bridges would be designed to accommodate the possibility of the ramp being constructed at some time in the future if traffic flows warranted this facility.
- A further assessment of future ramp flows on the N2/ New Borchers Quarry Interchange, and also the west facing ramps at the existing interchange has been carried out. Alternative 3A could require widening of the existing Borchers Quarry Bridge, due to the possible need for two lane on and off ramps on the west facing ramps in the future.
- An assessment of both ramp spacing and sign spacing for each of the alternatives has also been carried out. The required ramp spacing, and also the directional sign sequence and spacing as recommended by SANRAL & SARTSM respectively, are easily satisfied for Alternative 3A, and are substandard for Alternative 8.
- A preliminary assessment of the existing pavement structure of the N2 has been carried out and recommendations given in order to guide future rehabilitation strategies. Similarly preliminary assessments of the existing interchange bridge, and the requirements for the new interchange bridge, has been carried out.
- An economic analysis has been carried out for both alternatives by Prof. Christo Bester of University of Stellenbosch. The results indicate that both alternatives are viable with

relatively high IRR's and B/C ratios. However, there is very little difference in the economic benefits between the two alternatives as shown in Table 11.1.

TABLE 11.1: SUMMARY OF RESULTS OF ECONOMIC ANALYSIS

INDICATORS	ALTERNATIVE 03A		ALTERNATIVE 08	
	VOC	ALL	VOC	ALL
IRR (%)	16,2	26,9	17,1	27,9
NPV (Rmill)	336	1 197	395	1 291
B/C Ratio	2,5	5,2	2,7	5,5
FYRR (%)	13,2	27,2	14,8	29,6

- Project programs have been drawn up for the planning and design of priority infrastructure (including "fast track projects"), and a phased implementation programme has been suggested, with construction taking place over a 4 year period i.e. 2015 to 2019. Included in the programs are critical items relating to the relocation of informal settlements out of existing road reserves required for the project, and also the relocation of bulk water mains, both of which have been identified as "risks to implementation".
- Construction cost estimates have been drawn up, and costs have been allocated between the three Authorities involved i.e. PGWC, CoCT and SANRAL.

Summary of Recommendations

The following recommendations emanating from the report should be considered:

- The findings of the conceptual design report as listed in Section 13.1 should be presented to the members of the Project Management Team (PMT), as well as to relevant key stakeholders in order to obtain feedback which will inform the selection of the preferred network alternative.
- The preliminary and detail design of the priority projects identified in Section 12.0 should proceed in accordance with the programmes presented in Figures 12.1 & 12.2. The decision as to which of the Alternatives 3A or 8 is the preferred alternative will be confirmed at the start of the preliminary design process.
- The process which has been established for expediting the relocation of informal settlements out of the affected road reserves on the south side of the N2 in the vicinity of the new interchange, must be actively pursued by the relevant parties in order to minimize the risks to implementation of this important aspect of the study.
- Other risks to implementation identified in the report must be addressed as a matter of priority.

While this project has been initiated by PGWC, it will require funding input for implementation from other sources, in particular the City of Cape Town, with respect to the section of New Eisleben Road between the N2 and Lansdowne Road. This section of the route is linked to the planned rollout of the high volume, T17 IRT trunk route which, as indicated during the PMT process, could be operational by 2018.

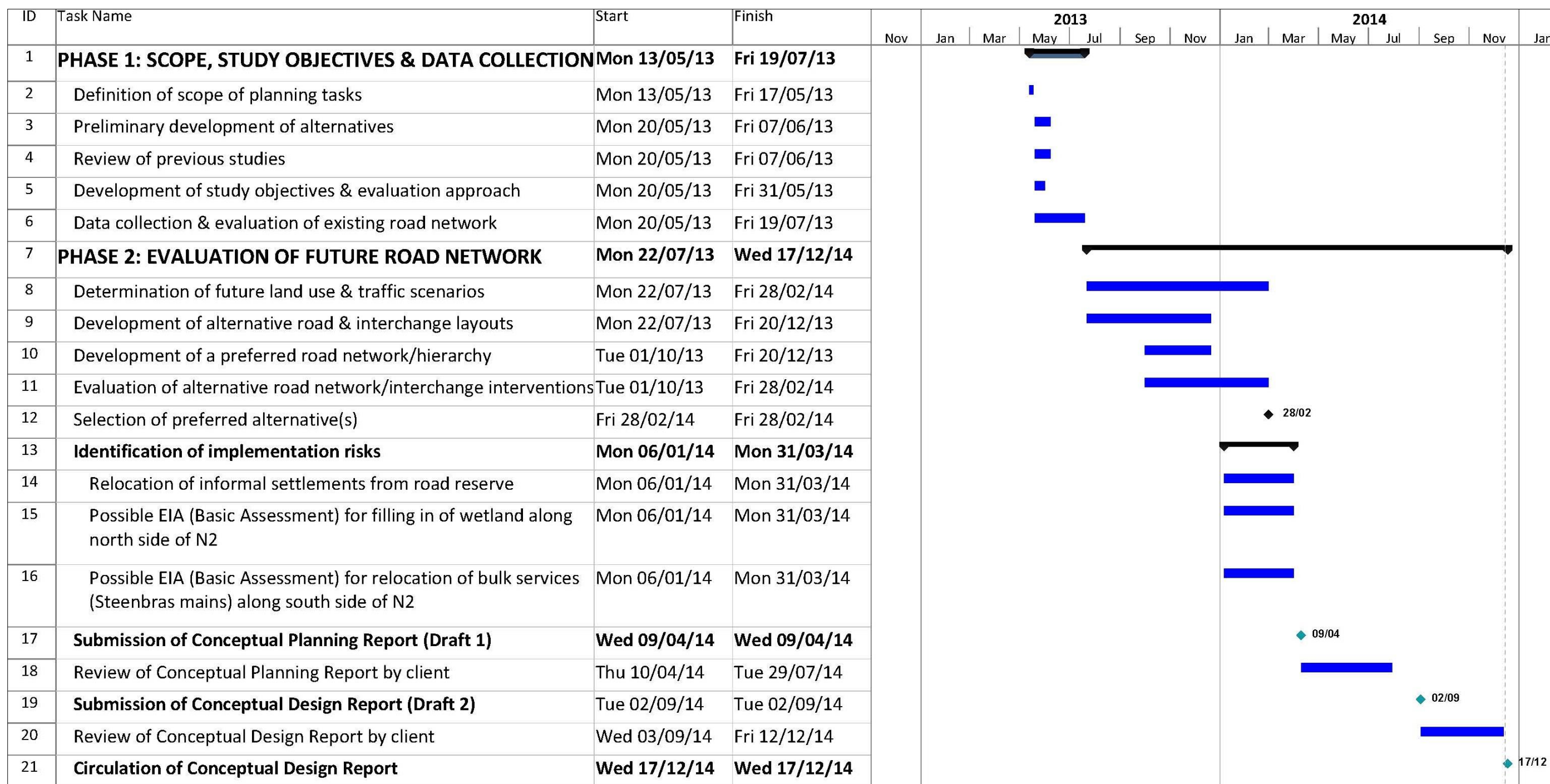


FIGURE 12.1: PROGRAMME FOR CONCEPTUAL DESIGN PROCESS

FIGURE 12.1

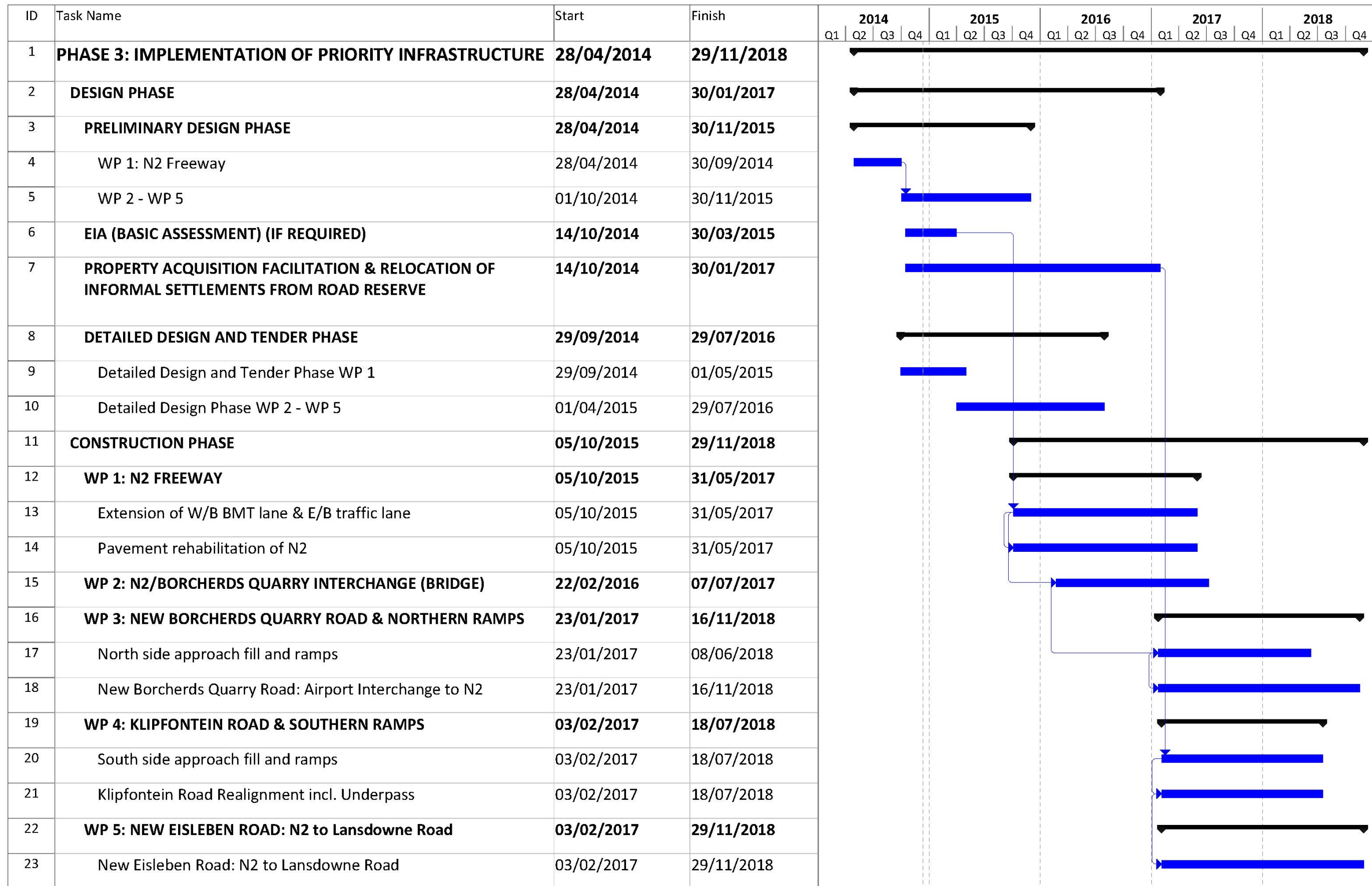


FIGURE 12.2: PROGRAMME FOR PRIORITY PROJECTS: PHASED IMPLEMENTATION

FIGURE 12.2