

PANORAMA MEDICAL NODE STUDY

FINAL REPORT

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PREPARED FOR:



CENTRAL SERVICE AREA

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UITVOERENDE SAMEVATTING (Executive summary)

1. INLEIDING (Oplossings en strategieë op bladsy 9)

Stad Tygerberg het die firma Omniplan Stads- en Streekbeplanners aangestel om 'n studie van die Panorama Mediese Node-gebied te onderneem (figuur 1). Die eindproduk en omvang van die studie word weerspieël deur die volgende frase-stelling:

"Die totstandkoming van mediese praktyke in die Panorama gebied naasliggend tot die bestaande Medi-Kliniek het 'n impak op die lewenskwaliteit van die omliggende bewoners as gevolg van gepaardgaande verandering in die beboude omgewing en toename in verkeer. 'n Ontwikkelingsbeleid moet vir hierdie gebied geformuleer word op sodanige wyse dat aansoeke geakkommodeer kan word, sonder om 'n afbrekende invloed op die omringende eiendomme te hê. Terselfdertyd moet verdere besigheids-indringing binne die woongebied beperk word."

Die studie is in samewerking met 'n loodskomitee bestaande uit raadslede, amptenare en gekoöpteerde inwoners gedoen. 'n Vraelys was gesirkuleer en 'n openbare vergadering is gehou om die wydste moontlike inspraak te verseker.

Die allesinsluitende begroting vir die studie is R15 000.00. Die beperkte begroting het nie toegelaat vir 'n verkeerstudie en die volledige aanspreek van die taxi probleem nie. In lyn met die opdrag is daar nie detail aandag gegee aan spesifieke uitlegvoorstelle nie - waar dit voorkom, is dit addisioneel buite die raamwerk van die begroting gedoen.

2. KNELPUNT-OORSIG (ISSUE SCAN)

Parkering in Dorpstraat is onvoldoende. Kort termyn parkering word die hele dag benut.

Tafelsigstraat, binne 'n andersins stil kompleks, word oorbenut vir parkeerdoeleindes.

Taxi's gebruik residensiële paaie as kortpaaie.

Oorvloeie parkering kom voor in Drostdy- en Heidelbergstraat vanaf nabygeleë mediese praktyke.

Die bestaande informele taxi-staanplek gaan toegang na erf 1610 bemoeilik wanneer dit ontwikkel word.

3. HISTORIESE ONTWIKKELING EN GRONDGEBRUIK

Die Panorama Mediese Kliniek was een van die eerste privaat hospitale in die Wes-Kaap. Dit het 'n belangrike genereerder van voortgesette sekondêre ontwikkeling in die gebied geword. Sodanige ontwikkeling sluit in Graaff Trust gebou en verskeie enkelwonings en dorps huise in die gebied wat nou vir mediese spreekkamers en verwante bedrywe gebruik word. Die verwagting is dat die druk vir sekondêre ontwikkeling sal voortduur.

Die Medi-Kliniek en die aangrensende Klein Panorama, is gesoneer vir algemene woondoeleindes. Mediese praktyke is as spesiale vergunningsgebruike toelaatbaar. Erwe op

Hennie Winterbachstraat is gesoneer vir enkelwoondoeleindes. Mediese praktisyns mag as bewoner vanuit hierdie wonings praktiseer. Afdwinging van hierdie vereistes is uit 'n wetlike oogpunt baie moeilik.

Die Panorama Mediese Nodus area kan in vier basiese grondgebruikgebiede verdeel word (kyk figuur 3):

- Enkelresidensiële gebied
- Winkelkompleks
- Panorama Mediese Kliniek
- Klein Panorama Groepsbehuising

Dit is duidelik uit die grondgebruikmodel dat vanuit 'n ekonomiese oogpunt 'n hoogs onnatuurlike grondgebruik konfigurasie ontstaan het, waar intensiewe sakegebruike deur 'n lae digtheid enkelresidensiële gebied begrens word. In meer ekonomies gerigte omstandighede, sou daar oor die algemeen 'n meer geleidelike afname in sake-aktiwiteit ten gunste van woondoeleindes gewees het. In die Panorama-nodus geval staan ekonomiese kragte in kompetisie met statutêre kragte. Dit is die opinie van die konsultante dat 'n bestuursbenadering eerder as beheer benadering gevolg moet word. Dit wil sê ekonomiese groeikragte moet eerder by wyse van modifikasie ingespan word om doelwitte te bereik, as wat dit totaal ten gunste van beheermeganismes soos sonering, geïgnoreer word. Oor die langer termyn is die afdwinging van statutêre grense bo die erkenning van natuurlike ekonomiese kragte baie moeilik volhoubaar.

4. VRAELYS

'n Vraelys is na alle belanghebbendes in die gebied gestuur. Ongeveer 32% van die mense van Klein Panorama en 72% van die mense in die res van die gebied het geantwoord. Die resultate kan soos volg opgesom word:

- Klein Panorama inwoners:
 - Ten gunste van toegangsbeheer
 - Behou residensiële voorkoms
 - Grondgebruik in Dorpsstraat word beperk tot kantore
- Heidelbergstraat inwoners:
 - Geen sluiting van Heidelbergstraat
 - Spoedbulte
 - Op-perseel-parkering
 - Geboue beperk to enkelverdieping
- Drostdystraat inwoners:
 - Sluiting van Drostdystraat
 - Geen spoedbulte
 - Op-perseel-parkering
 - Geboue beperk tot enkelverdieping

5. SWOT ANALISE

Daar is gekyk na die beskikbare inligting en 'n opsomming is gemaak van sterkpunte,

swakhede, geleenthede en beperkings.

Sterkpunte

Prestige mediese fasiliteit
Prestige woonbuurt
Goeie toeganklikheid
Strategiese ligging (naby alle fasiliteite)

Swakhede

Gebrek aan parkering en hoë verkeersdruk
Taxi staanplek
Ad hoc ontwikkeling
Beperkte statutêre magte van Raad
Misdaad

Geleenthede

Medi-Kliniek is nasionaal bekende fasiliteit
Groeende residensiële behoefte
Spekulatiewe geleenthede
Groeende sake geleenthede

Bedreigings

Ad-hoc indringing binne die residensiële gebied deur sake ontwikkeling
Afname in prestige
Afname in residensiële waarde vs groei in kommersiële waarde
Verswakking in sekuriteit weens misdaad.

6. VISIE, MISSIE EN BENADERING

Daar is in samewerking met die loodskomitee op die volgende visie en missie stellings besluit.

Visie: Die behoud van die Panorama Mediese Node gebied as 'n prestige residensiële - en sakegebied

Missie: Die opstel van 'n beleidsraamwerk met in agneming van die opdrag wat die realisering van die visie op 'n volhoubare grondslag sal verseker.

Dit het geblyk dat die beste benadering tot die realisering van die visie 'n sisteem benadering is, waarin die akkommodering van permanente professionele regte verbind word aan die verbetering van verkeersvloei, parkering, stadsontwerp, statutêre beheer en sekuriteit. Aandag aan enige spesifieke aspek sonder om ook die ander in ag te neem mag byvoorbeeld lei tot die oplossing van die besigheidskomponent se probleme, tot nadeel van die residensiële komponent of omgekeerd.

7. DOELWITTE EN DOELSTELLINGS

Doelstelling verteenwoordig die ideale eindtoestand en doelwitte die realiseerbare komponente op pad na die eindtoestand.

Die volgende doelstellings staan sentraal in die opdrag:

- "...dat aansoeke geakkommodeer kan word, sonder om 'n afbrekende invloed op die omringende eienomme te hê."
- "Terselfdertyd moet verdere besigheid indringing in die woongebied beperk word."

Residensiële grondgebruike staan in kompetisie met sakegebruike. Die neiging is dat laasgenoemde die residensiële gebruike verplaas sodra die grondwaarde vir sakedoeleindes tot 'n sekere vlak verhoog en die residensiële waarde verlaag. Daarom is dit nodig om sekere verdere breë doelwitte daar te stel wat die visie nastreef:

- Behou en bewaar residensiële kwaliteit. (motivering is om die verlaging in residensiële waarde, wat opvolging van sake gebruike kan verhaas, te beperk)
- Behou en ontwikkel die gebied as 'n prestige mediese fasiliteit

Doelwitte vir verbetering van residensiële kwaliteit

Soneringbeperkings
Skep oorgangsones wat aanklank vind by residensiële sones
Straatsluitings
Toegangsbeheer
Skerm residensiële gebied af met oorgangsone
Beligting en sekuriteit

Doelwitte vir die verbetering van die prestige mediese fasiliteit

Skep aantreklike kantoorgebiede
Voetgangervriendelik
Oordeelkundige landskapering
Verskaf straat meublement
Verseker voldoende sekuriteit
Voldoende parkering
Verhoed verkeersopeenhopings

Op die oog af bots die breë doelstellings, maar 'n gewilde mediese nodus sal ook 'n positiewe invloed op die gewildheid van die woonbuurt uitoefen.

8. BEPLANNINGSBEGINSELS EN KRITERIA VIR VOORSTELLE

Alle moontlike oplossings behoort die volgende beplanningsbeginsels in ag te neem:

Sekondêre paaie verdeel nie grondgebruike op 'n ekonomies rasionele wyse nie.

Blootstelling en verkeer ondersteun sake ontwikkeling.

Oormatige verkeer beïnvloed residensiële kwaliteit.

Sekere besighede is meer residensieel vriendelik as ander.

Beplanning moet gerugsteun word deur 'n statutêre raamwerk.

Sukkes van beplanning hang af van openbare ondersteuning.

Stede is dinamies met gedurige verandering in grondgebruik.

Al is bogenoemde beginsels by die beplanningsvoorstelle ingebou, word kriteria benodig waarteen die kwaliteit van beplanning gemeet kan word. Daar is volstaan met die volgende kriteria:

- Die plan moet aanpasbaar wees oor tyd.
- Die residensiële gebied moet daarby baat.
- Druk op die residensiële gebied deur sake gebruike moet verlig word.

9. OPLOSSINGS EN STRATEGIEE (Kyk aanhangsel 6)

9.1 Professionele grondgebruike (diensbedrywe) met 'n lae verkeersimpak kan oorweeg word as buffersone in die primêre studiegebied. 'n Plaaslike sakesone beperk tot kantoorgebruike word aanbeveel.

9.2 Sonering en Ontwikkelingsreëls

Sonering: Plaaslike sakesone beperk tot kantoorgebruike.

Dekking: 50%

Gebouhoogte: Enkelverdieping

Parking: Minimum van vier plekke per 100 vierkante meter gebou bruto vloeroppervlakte met dien verstande dat daar nie minder as vyf plekke per praktyk (erf) verskaf mag word nie. Praktyke in Dorpstraat moet twee plekke in die Klein Panorama kompleks per eiendom (erf) verskaf. Dit moet op die erf van die betrokke praktyk verskaf word. Garages in Tafelsig- en Bergsigstraat moet verkieslik benut word vir hierdie parkeerdoeleindes. Enkel residensiële gebruike wat na kantoordoeleindes omgeskakel word, mag nie meer as 50% van sy straatfront vir parkeerdoeleindes plavei nie. In alle gevalle moet die tekort aan parkeerplekke in die padreserwe aangevul word op koste van die eienaar wat dit omskep.

Praktyke wat op Dorpstraat front sal soos benodig 'n gedeelte van die Dorpstraat erf front afstaan vir negentig grade parking soos deur die Raad bepaal.

Parking sal geplavei word soos deur die Raad bepaal.

Konsolidasies: Geen toelaatbaar

Argitektuur: Moet behoud van residensiële karakter nastreef soos deur die Raad bepaal en geëvalueer.

9.3 Toegangsbeheer vir Klein Panorama

Die mate van beheer sal afhang van die suksesvolle verskuiwing van besigheidsparking van binne die kompleks na buite. Negentig grade parking word voorgestel in Dorpstraat wat sal bestaan uit meter parking en gereserveerde parking. Dagparking vir die hospitaal sal uitgeskakel word.

9.4 Langstraatse parking kan uitgebrei word in Hennie Winterbachstraat om tekort aan te vul en om estetiese voorkoms te verbeter. Middel eiland parking kan oorweeg word in Hennie Winterbach suid van die Dorpstraat aansluiting tot by Seringstraat aansluiting. Die doel is tweeledig: Naamlik om meer parking te voorsien en om te verhinder dat straatfronte van die omskepte enkelwonings op eentonige wyse volledig geplavei word.

9.5 Drostdystraat word gesluit.

Addisionele beligting kan in die sluiting aangebring word vir sekuriteit. Die sluiting word elke vyf

jaar heroorweeg. Alhoewel Heidelbergstraat nie gesluit word nie op aandrang van die inwoners, word hierdie opsie deur die Raad oopgehou sou verdere verwikkelinge dit noodsaak.

9.6 Soneringskema regulasies behoort skuiwergate toe te maak sodat dokters wel op die perseel sal bly soos enige ander normale bewoner.

9.7 Spoedvertragingsmaatreëls

Sirkels kan aangebring word in Hennie Winterbachstraat by Drostdy- en Seringstraat. Voetgangerkruisings kan aangebring word in Hennie Winterbach en Rothschild Boulevard.

9.8 Landskapering en Aksentpunte

Geboue met landmerk eienskappe op erwe 1610 en 1755.

9.9 Opmerking

Die verlenging van Giel Bassonrylaan en die bou van 'n direkte noodvoertuigtoegang vanuit Plattekloofweg vir die mediese kliniek, sal 'n meer voetganger georiënteerde omgewing in Dorp- en Hennie Winterbachstraat skep, aangesien voertuie minder aangewese sal wees op Hennie Winterbach.

10. SLOT

Die suksesvolle hantering van die uitdagings in die studie area lê by 'n sisteembenadering tot moontlike oplossings, weens die interafhanklikheid van grondgebruik in die gebied.

'n Verdere detail studie kan onderneem word om die taxi-probleem aan te spreek. Die onveilige toestande in Rothschild Boulevard vir voetgangers behoort ook ondersoek te word.

PART 1: INTRODUCTION AND BACKGROUND

1. INTRODUCTION

The City of Tygerberg (Central Area) commissioned Omniplan Town and Regional Planners to conduct a study of the Panorama Medical Node. The budget for the study is R15 000. Consultation with the public and liaison with councillors and officials have formed an integral part of the study. The consultants are of the opinion that despite the obvious budget constraints the aspirations for policy solutions in the area have been met.

2. THE BRIEF (see annexure for detail)

Omniplan received the following brief:

"The establishment of medical practices in the Panorama area adjacent to the existing Medi-Clinic has had an impact on the quality of life of surrounding residents due to the change in the built environment and an increase in traffic. A development policy needs to be formulated for this area to accommodate such applications without causing a detrimental effect on the surrounding properties whilst ensuring the limiting of further encroachment into the existing residential neighbourhood."

Omniplan was requested to conduct the study in co-operation with a steering committee (formed by councillors, officials and co-opted residents). On advice of the steering committee, the brief was extended to include a survey by questionnaire and a public meeting.

3. THE STUDY AREA

The study area (see map 1 and 2) are demarcated by Platteklouf Road (east), Rothschild Boulevard (north), the public open space strip to the south and a line parallel to Cradock Street in the west. It incorporates approximately 135 households and businesses. Dorp Street and Hennie Winterbach Street were identified as the core study area. Council's officials demarcated the study area based on their empirical knowledge. The demarcated area will also be referred to as the Panorama Medical Node. (A node is a relative small area compared to its hinterland, characterised by a convergence of human interaction, e.g. traffic, business and relative residential densification).

4. REGIONAL CONTEXT AND ACCESSIBILITY

The node occupies a strategic location on Platteklouf Road, close to the N1. It is within easy reach of the northern suburbs. The node lies within a quadrant called the Panorama Extension as bordered by Platteklouf Road, Rothschild Boulevard, Giel Basson Drive extension (not yet constructed) and Hendrik Verwoerd Drive. Accessibility on a local scale is also good and will probably improve with the completion of the Giel Basson extension. (map 1)

Activity in the vicinity will increase due to the present development of the Platteklouf Office Park of approximately 33 000 square metres. In the longer term, the full development of the De Grendel Structure plan area will create further pressure on the node.

The modes of transport servicing the node are mainly motor vehicles and taxis. It is also accessible for buses. On a local scale the following **traffic problems** manifest itself in the area (see also questionnaire Section 8):

- Parking in Dorp Street is inadequate. (Currently there is approximately 25 parking bays) Short-term parking provided for clients in Dorp Street are occupied throughout the day.
- Tafelsig Street's residential character is threatened by the over-utilisation of the street reserve for parking purposes (Klein Panorama).
- Taxis use residential access roads as shortcuts.
- Taxis prefer to use Hennie Winterbach Street rather than Platteklouf Road.
- Overflow parking from practices located in Hennie Winterbach Street causes traffic flow problems in Drosdy and Heidelberg Street.
- The existing taxi rank will prohibit access to the adjacent erf (erf 1610) on Hennie Winterbach Street when it is developed.

A detailed traffic study could not be done due to budget constraints.

5. HISTORIC DEVELOPMENT AND LANDUSES

The clinic was one of the first private hospitals in the Cape area. It has grown in popularity, since its inception. In recent years, a heart clinic was added to the complex. It has become the major "dynamo" of activity in the area and promoted secondary developments such as the surrounding medical - and medical-associated practices. These developments include the Graaffs Trust office building on the corner of Hennie Winterbach and Dorp Street, the converted medical practices in Dorp and Hennie Winterbach Street and a number of guesthouses. Even a "conference facility" was recorded during a survey in Klein Panorama (see map 1 for landuses). There are two vacant single residential erven left in Hennie Winterbach Street. A few group houses in Dorp Street have not been converted to medical practices yet, but it is assumed that speculators have purchased them. Two large office plots are still vacant outside the study area, east of Platteklouf Road in Platteklouf extension 2.

The consultant's prognosis is that the pressure for secondary development in the area will continue due to the following reasons:

1. The nature of modern day private hospitals which focus mainly on providing a service to doctors and only indirectly to patients. The increasing use of modern, expensive technology will probably increase dependency of doctors on the clinic and thereby promote secondary development.
2. The general intensification of development in the area due to the office park development, the revamping of Delmar centre and the newly established Platteklouf neighbourhood centre.
3. The future northern extension of Platteklouf according to the De Grendel Frameworkplan

and shifting of the focus of development within the metropolitan area to the Blaauwberg municipal area, which is well linked with the node via Platteklouf Road.

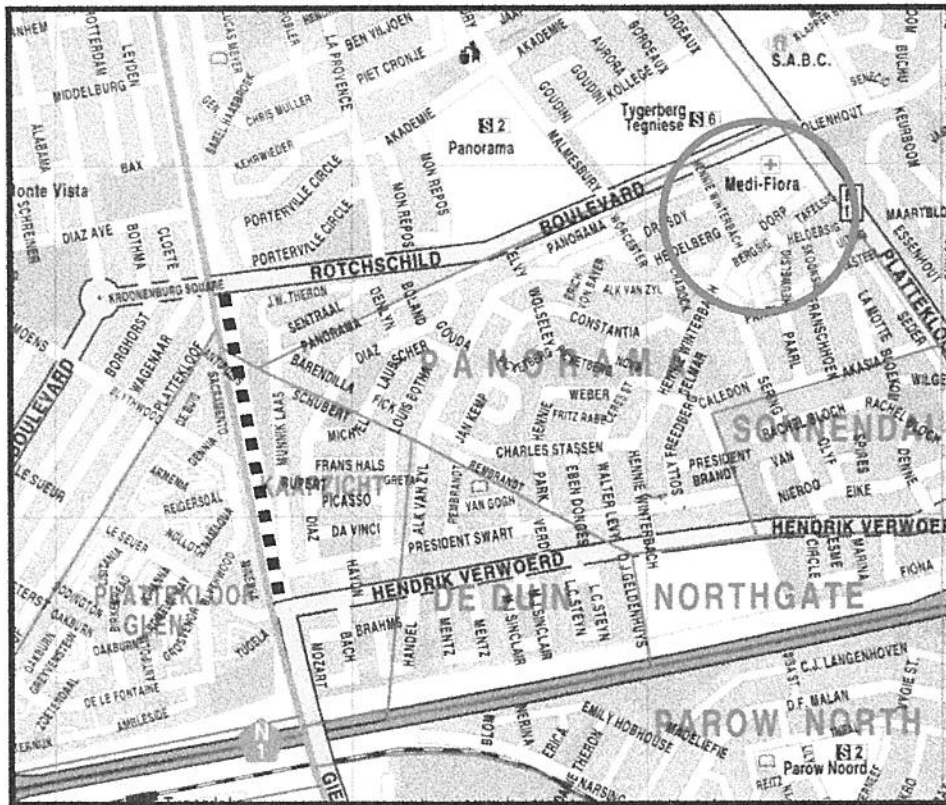
4. Growing popularity of Panorama Medi-Clinic as a regional hospital with specialist functions such as the heart clinic.

6. STATUTORY BACKGROUND

The present clinic site is zoned for general residential purposes (so is Klein Panorama). The Parow Town Planning Scheme was subsequently amended to accommodate the clinic as a Special Consent Use in terms of the Zoning Scheme. Klein Panorama is currently also zoned for general residential purposes, and can therefore accommodate medical uses as special consent uses. The majority of legally obtained medical use rights in Dorp Street are consent uses. One application was turned down by Council and the applicant then applied for a departure, which was ultimately granted, on appeal by the Provincial Administration. According to our information, none of the medical uses in Dorp Street have permanent rights.

The office building and the Delmar centre are situated on land with Local Business zoning.

The erven to the west of Hennie Winterbach Street are zoned for single residential purposes. According to the Town Planning Scheme a doctor may practice from his home (see annexure). Most of the practices in Hennie Winterbach Street operate in terms of the above provision in the town-planning scheme. Complaints were received from residents in the area that professionals do not reside in the various residences. (Although the latter is the intention of the Zoning Scheme, it is not enforceable due to vague legal interpretation of the word "resident" used in the zoning scheme document.)



map 1

The locality map illustrates the location of the Panorama Medical Node in relation to the surrounding suburbs. Also indicated, is the future extension of Giel Basson to Rothschild Boulevard.



LANDUSE MAP: PANORAMA MEDICAL NODE STUDY

LANDUSE LEGEND

- | | | | |
|---|--------------------|---|------------------|
|  | SINGLE RESIDENTIAL |  | MEDICAL USE |
|  | GROUPHOUSING |  | BUSINESS/OFFICES |
|  | VACANT |  | GUESTHOUSE |
|  | OPEN SPACE | | |

SCALE: 1:3000

APR. '99

OMNIPLAN
 STADS- EN STREEKREPLANNERS
 TOWN AND REGIONAL PLANNERS

map 2



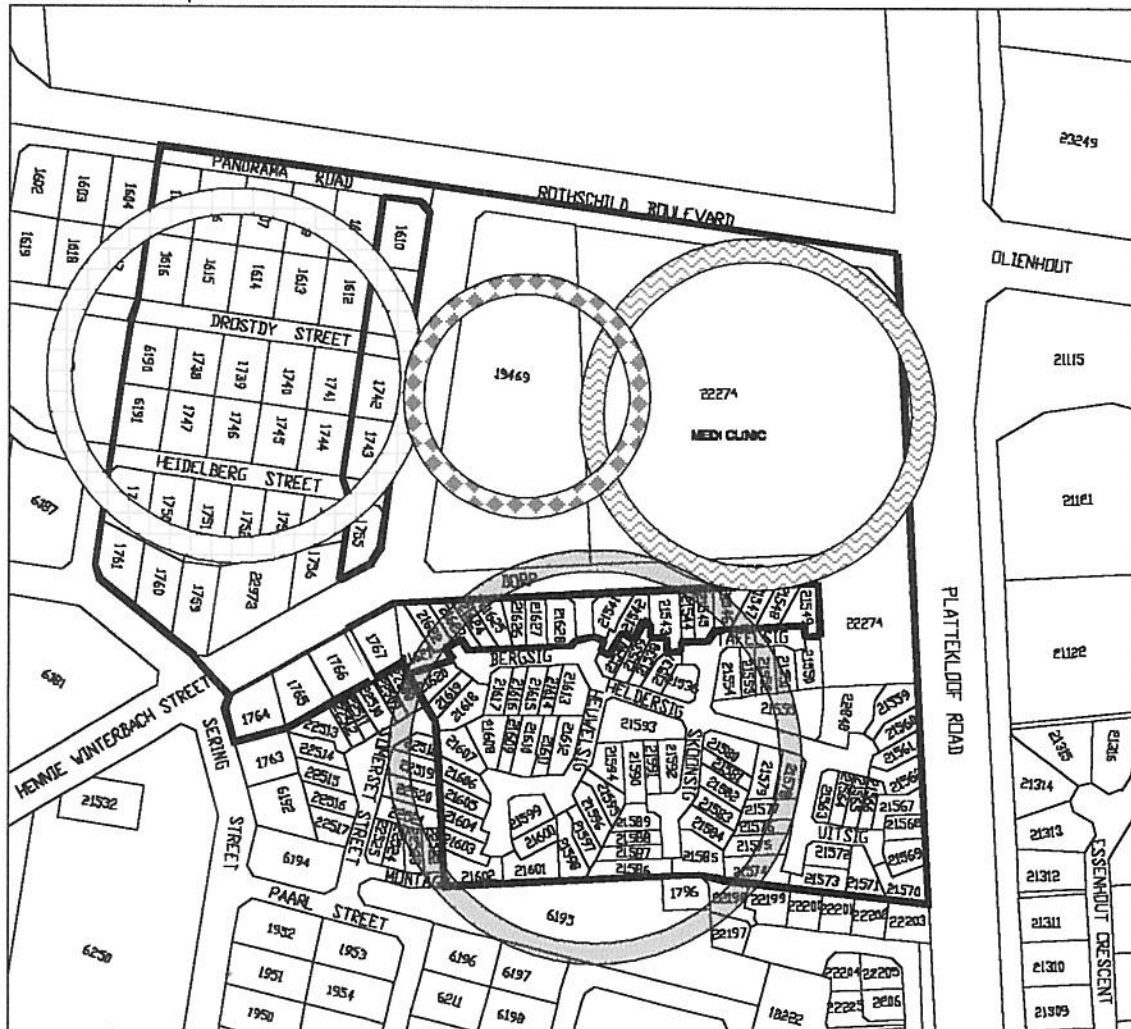
PART 2: VISUAL REPRESENTATION OF THE STUDY AREA

7. SIMPLIFIED LANDUSE MODEL OF THE NODE AREA

The Panorama Medical Node area can be divided into these four basic landuse areas:

- Single Residential Area
- Shopping Centre/Business
- Panorama Medi-Clinic
- Klein Panorama Grouphousing Area

Circles on Map 3 demarcate these areas.



Map 3

- | | | | |
|---|-------------------------|---|------------------|
|  | Single Residential Area |  | Business/Offices |
|  | Grouphousing |  | Medical |

Panorama Medi-Clinic can be regarded as the primary landuse, in terms of impact on the surrounding area and its sphere of influence on a regional scale. The building mass of the study area is indicated on the following perspective. Buildings have been placed on the erven in the core area.

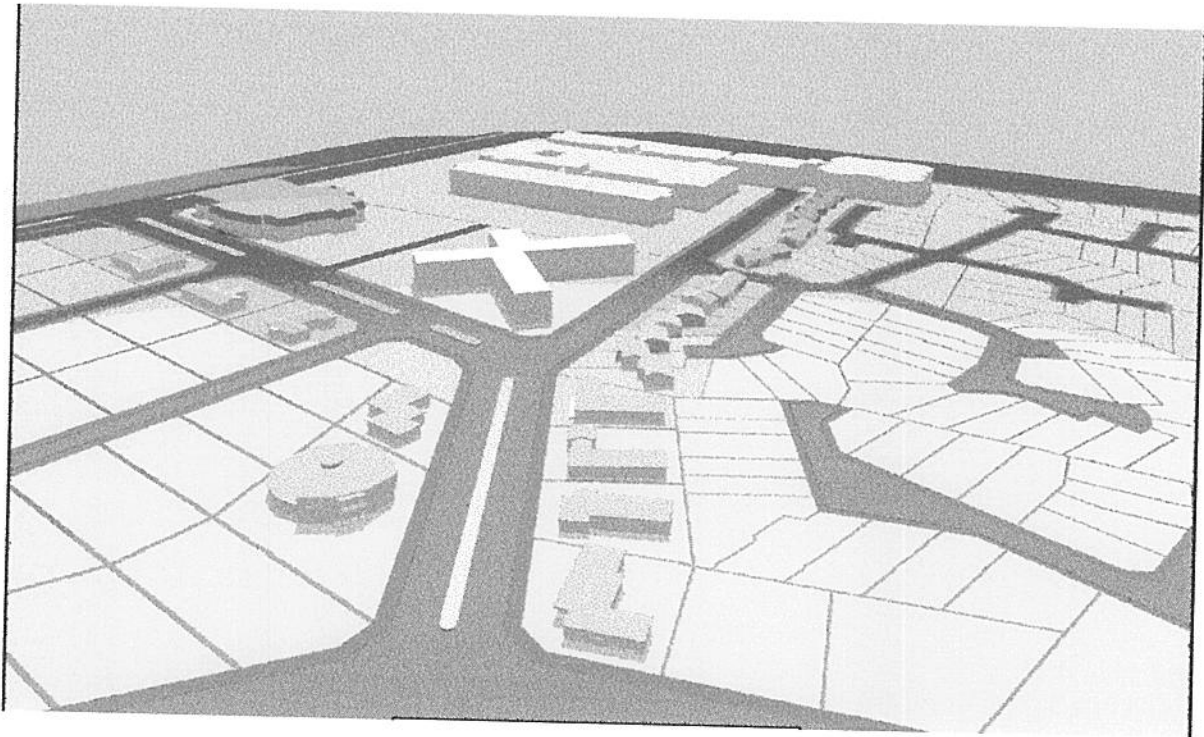


figure 1

It is clear from the landuse model that a highly unnatural situation came into being with the development of the medical centre and business component directly abutting a relatively low density residential and therefore relatively low valued land. In a normal *laissez faire* situation business development would have expanded more or less concentrically from the clinic with a gradual decline in land values and utilisation for business purposes.

In this instance economic forces have been brought into contest with statutory powers. It is the opinion of the consultants that economic forces of growth should be harnessed and modified rather than being totally ignored. In the longer term, enforcement of unnatural statutory barriers rather than the acknowledgement of economic forces is similar to trying to irrigate land against the force of gravity and therefore seldom sustainable over the longer term. Certain medium valued landuses should be used to create an area of containment for the higher valued and more intensive landuses.

PART 3: QUESTIONNAIRE RESULTS

8. QUESTIONNAIRE

As a part of the public participation process, Omniplan conducted a survey in the area, to give all residents an opportunity to voice their opinion on the various issues and problems that the area face. This was done by means of a questionnaire, that was delivered to all residents and stakeholders in the area. A copy of the questionnaire is included in the annexure.

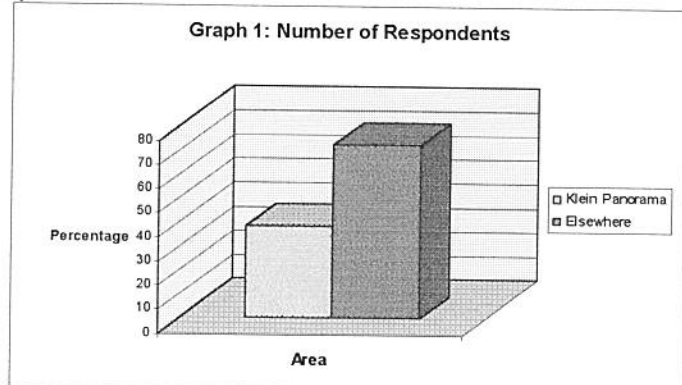
Some of the main problems and issues confirmed by the respondents, are the following:

1. Problems with traffic flow
2. The location of the existing taxi rank
3. The medical practices and related activities in Hennie Winterbach and Dorp Street
4. Parking problems
5. Degradation of residential quality and aesthetics

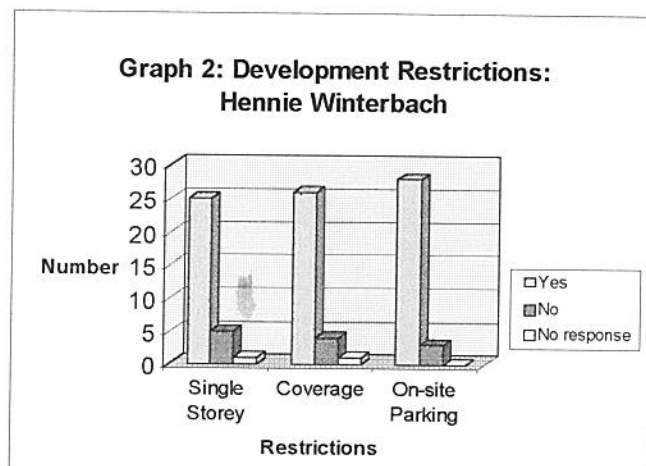
8.1 Detailed results

The most important results from the questionnaire have been illustrated in the following graphs. Please note that in most cases the **number** of respondents have been used in creating the graphs, unless otherwise stipulated.

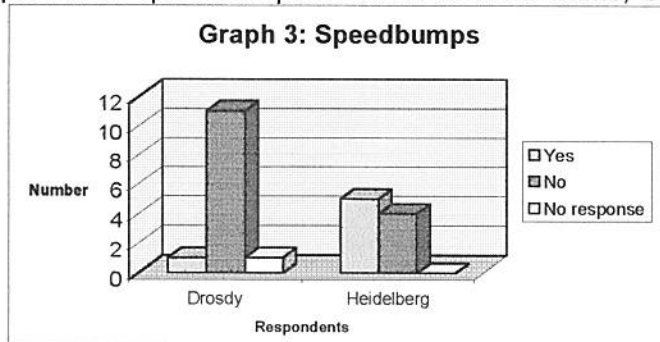
The first graph shows the *percentage* of questionnaires returned in the Klein Panorama area, compared with the rest of the study area. For Klein Panorama it was approximately 32% and for the rest of the study area, approximately 72%.



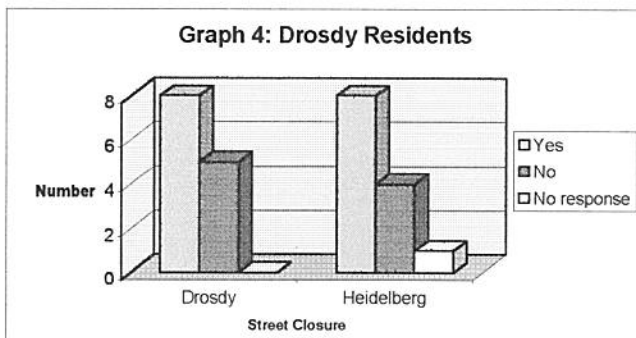
The second graph illustrates the responses to a number of development restrictions, proposed for landuses on Hennie Winterbach Street. According to the results, the overwhelming majority of respondents are in favour of restrictions regarding building height (only single storey to be allowed), building coverage to be limited and on-site parking to be provided by owners.



The next issue that was addressed by the questionnaire, was the question of traffic flow and access in Heidelberg and Drosdy Streets. Residents were asked whether they preferred speedbumps in order to slow traffic, or whether a complete street closure was preferable.



In Graph 3 the response of residents in the two streets in question was tabled, with the following result. Drosdy Street residents felt that speedbumps would not solve their problems. Heidelberg Street residents were divided in their opinion on this matter, with a slight majority in favour of this.



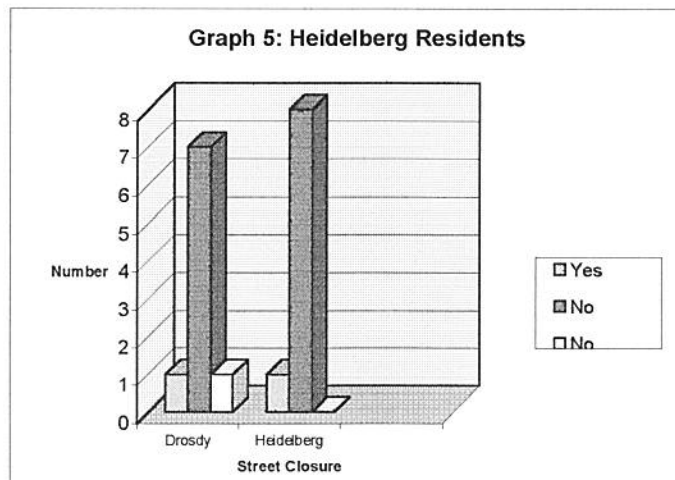
Residents of the relevant streets were also asked about possible street closures, with the following result:

Drosdy Residents were asked about the closure of both Heidelberg and Drosdy Streets, although only their opinion on Drosdy Street is of relevance. Although

several residents were against street closure, the majority favoured such a move, as can be seen in Graph 4.

In Graph 5, the responses from Heidelberg Street residents are illustrated. In this case, there was an overwhelming majority against street closure.

Once again, only their response regarding the closure of Heidelberg Street is relevant.

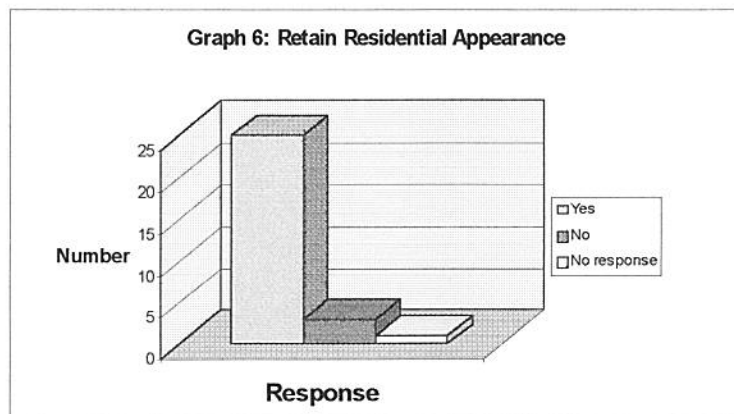


The next group of graphs refers only to the Klein Panorama grouphousing area. Only the Klein Panorama residents' responses are illustrated here.

Firstly, there were various issues relating to Dorp Street.

Residents were asked whether they preferred that the houses in Dorp Street kept their residential appearance.

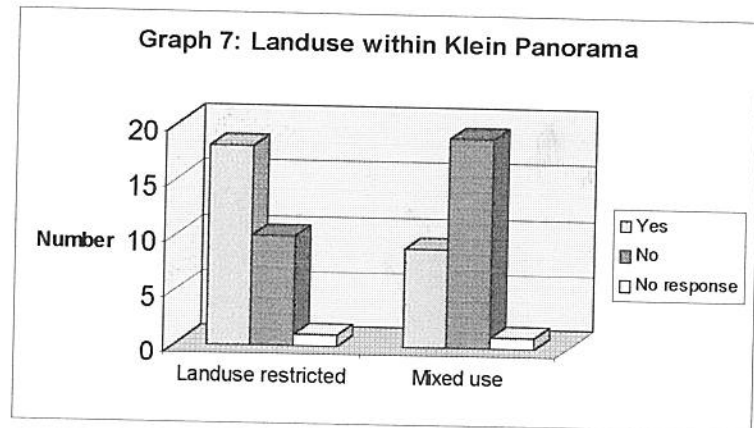
The majority of respondents were in favour of keeping a



residential appearance.

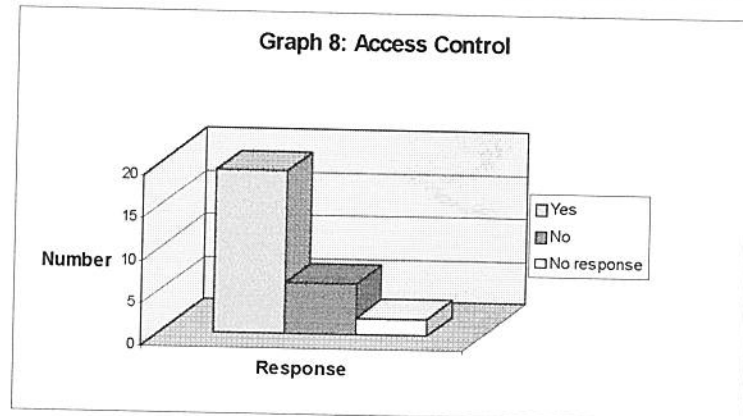
Graph 7 illustrates the response to questions regarding landuse within Klein Panorama.

According to these results, the majority of residents are in favour of landuse restrictions and against allowing mixed uses within Klein Panorama.



The next issue was about access control to Klein Panorama; in order to solve the parking problem experienced in the area.

In this case, the majority was in favour of some form of access control.



The results from the questionnaire can be summarised as follows:

Klein Panorama:

- In favour of access control
- Retain residential appearance
- Land use restricted to offices, business, etc (no shops, cafes, etc)
- No mixed uses within the complex

Heidelberg Street:

- No closure of Heidelberg Street
- Speed humps
- On site parking
- Buildings limited to single storey

Drosdy Street:

- Closure of Drosdy Street
- No speed humps
- On site parking
- Buildings limited to single storey

PART 4: STRATEGIC PLANNING

9. SWOT ANALYSIS

A SWOT analysis was done to identify the problems and opportunities in the area. The input of the residents and stakeholders in the area, to whom the questionnaire was sent out, was invaluable in confirming the following points:

9.1 Strengths:

a) *Prestigious medical facility*

Panorama Medi-Clinic is a prestigious medical facility and a great asset to the area.

b) *Prestigious neighbourhood*

The residential neighbourhood also enjoys some prestige as an enjoyable, pleasant area to live in. The area has several well-landscaped parks and streets, which creates an attractive urban environment.

c) *Good accessibility*

The area enjoys good accessibility, with the Medi-Clinic on the intersection of Rothschild Boulevard and Plattekloof Road.

d) *Strategic location*

This point is linked with the previous one in the sense that good accessibility gives the area a strategic advantage above other, similar areas.

9.2 Weaknesses:

a) *Existing traffic congestion*

Traffic congestion has a negative effect on accessibility and the quality of the urban environment.

b) *Taxi rank*

The location of the current taxi rank causes problems with traffic flow at the intersection of Hennie Winterbach and Rothschild Boulevard.

c) *Ad hoc development*

Unmanaged development could have a very negative influence on the urban environment and will adversely affect the prestige of the area.

d) *Limited statutory powers of Council in terms of the present Zoning Scheme*

The present zoning scheme contains too many loopholes for medical practitioners who do not reside on their respective erven.

e) *Crime*

High crime levels are currently a big problem in the country. Panorama has not escaped this tendency. Serious assault and several burglaries have taken place in the study area according to the steering committee.

9.3 Opportunities:

a) *Nationally renowned facility*

The Panorama Medi-Clinic is well known throughout the region and therefore it will enhance the prestige of any business or medical practice associated with it.

b) *Growing residential demand*

There is a growing demand for property in prestige areas, such as Panorama and this will have a positive effect on property values in the area.

c) *Speculative opportunities*

The demand for medical practices in the area could result in houses being sold above their residential market value.

d) *Growing business demand*

The Panorama Medical Node is a very dynamic area in Panorama and as such it creates opportunities for businesses. The area will attract various associated businesses of the medical profession to the area.

9.4 Threats:

a) *Ad hoc encroachment*

One of the main goals of this study is to counteract and manage ad hoc encroachment of businesses and medical practices in this area. This is a continuous threat, which should be well monitored in future.

b) *Diminished prestige*

Various factors have been mentioned in this report regarding the dangers of diminished prestige for the area. Most of the solutions envisaged for the area should enhance and protect the prestige of the area. This is however a difficult concept to define and monitor.

c) *Diminishing residential value Vs increased commercial value*

Should the quality of the residential area be diminished in future, the residential value of erven may drop and force owners to sell the erven as commercial properties. This is especially true of the erven closest to Hennie Winterbach Street. The danger is that residential decline in anticipation of commercial development could take place beyond the scope of immediate commercial expansion resulting in diminished residential aesthetics and value.

d) *Security*

The development of offices could create so called "dead areas" after business hours. This lack of after-hours activity associated with residential development might have a negative effect on the maintenance of security in the area.

10. VISION, MISSION AND APPROACH:

It has been decided in consultation with the steering committee to adopt the following phrase: **"To maintain Panorama Medical Node as a prestigious residential and business area"** as the vision for future development of the area. Based on this vision the mission statement **"to prepare a policy framework (with due regard to the project brief) that will ensure the realisation of our vision on a sustainable basis"** has been adopted by the steering committee.

As the study progressed, it became clear that the best approach to follow towards the realisation of the abovementioned vision is a system approach in which the accommodation of permanent professional landuse rights are tied to improvement in traffic flow, parking, urban design, statutory control and security aspects. Attention to any one of these aspects without consideration to the other could lead to the problems of one component e.g. the business component being addressed to the detriment, of another component e.g. the residential component.

11. GOALS AND OBJECTIVES

Goals are broad statements similar to smaller components of a vision statement. It is the ideal end situation. Objectives are smaller, better defined components of the goal statements. Sometimes there is a very fine line between a goal and an objective depending on interpretation and perspective.

The following phrases are paramount in the brief:

"...accommodate applications without causing detrimental effect on surrounding properties..."

"...limiting of further encroachment into the neighbourhood..."

In order to achieve these goals there must be a commitment in striving towards the vision as set by the steering committee. It has therefore been decided to accept the following broad based goals (11.1 and 11.2) as integral components of our vision and to use them as basis for the development of more detailed objectives.

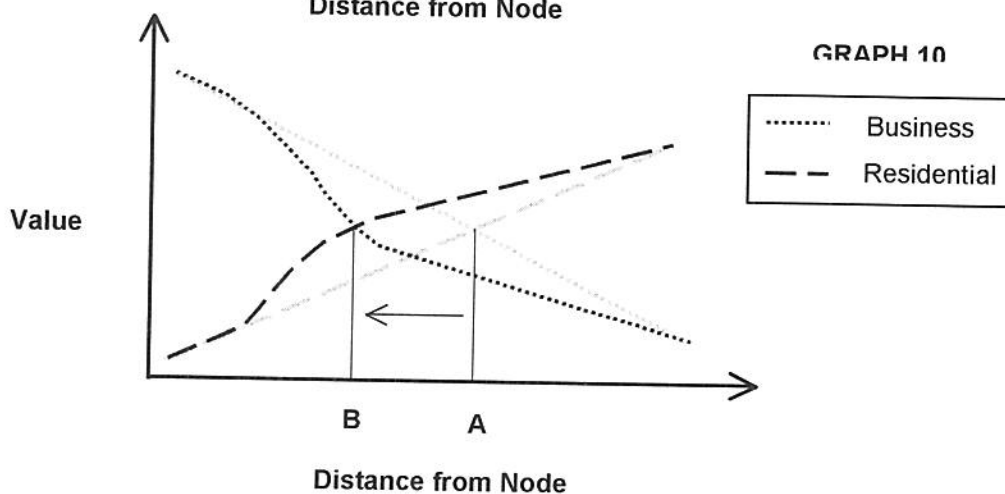
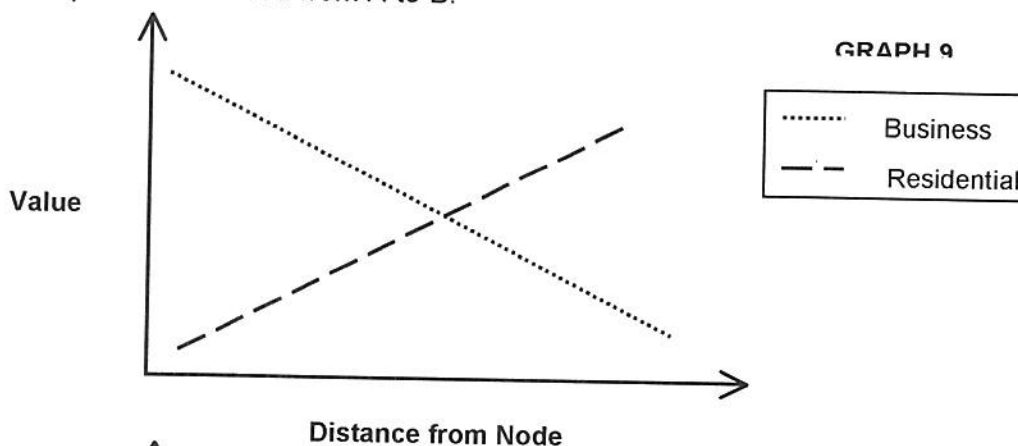
11.1 Retain and develop residential quality (broad based goal)

The theory behind the abovementioned goal is illustrated by graphs 9 and 10.

The graphs are based on normal micro-economic theory, which can also be made applicable to land use economics. Please note that these graphs are simplified for the purpose of this explanation. Graph 9 illustrates that business land value *decreases* with an increase of distance from a nodal point (e.g. the Panorama Medical Node). Residential land value, on the other hand, tends to *increase* with distance from the centre or the node. (The reason why residential value is lower at the centre, is due to negative influences such as noise, pollution, and traffic).

The intersection point of the graph represents the point where the residential value of a property becomes more than the potential business value. Should the value of business land increase due to a rise in demand the business graph will move upwards, causing more properties to become commercial with increased distance from the centre, which means that the business area expands outward.

The reverse will take place with a decrease in value for business land or an increase in value of residential land. Any increase in residential quality will support residential value moving the residential graph upwards and thereby exercising a containing function on business expansion. By increasing residential land value, closer to the node and decreasing business land value, the shape of the graph is changed (graph 10), which means that business expansion is contained. This can be seen on the graph where the intersection point has moved from A to B.



In order to come closer to reality it is necessary to identify objectives of more substance that will support the theory:

1. Prevent a situation where uncontrolled succession in landuses is promoted by relative large differences in landuse values of adjoining pockets of land. This can be achieved by:
 - zoning restrictions e.g. business restricted to office uses.
2. Medical and associated landuses must be made more compatible with the abutting residential landuses in appearance and performance (Lower the amount of resistance from a neighbouring resident to live next to such a landuse)
 - create transitional zones that can accommodate higher land value areas, without lowering neighbouring residential values. This can be done with coverage, bulk, building height and building line restrictions that are compatible with those applicable to residential uses.
3. Promoting higher residential value in the node area.
 - closure of streets
 - access control
 - preventing business activity by shielding the area from activity via a transitional zone
 - improved lighting
 - security patrols
4. Support natural constraints against business expansion
 - reduce possibility of exposure in residential areas (eg. with street closures)
 - make it less attractive for business through decreased accessibility
 - use transitional zone as barrier

11.2 *Retain and develop the area as a prestigious medical node*

On the surface it appears that the two broad-based goals contradict each other if it is compared to the theory explained previously. An increase in popularity of the node will lead to an increase in commercial value and expansion of the node.

Although this is true, it should be kept in mind that a status quo situation existed due to the prestige rendered to the area by an up-market suburb. It is probably safe to reason that the Medi-clinic would have located elsewhere should Panorama have consisted of less attractive housing. It is now to the advantage of the community as a whole to retain and expand the prestige of the area.

This will definitely create pressure for expansion, but it could increase the demand for high quality residential accommodation in the area that will again increase residential value and in that way offset the increase in commercial value. It is again necessary to identify objectives in support of the second broad-based goal:

1. Create attractive office areas

- attractive urban landscape
- pedestrian friendly
- landscaping
- street furniture
- adequate security

2. Good traffic circulation

- adequate parking
- prevent traffic bottlenecks

The medical landuses in the area play an important part in terms of providing employment and good quality healthcare on a regional basis. As such, it's future expansion and attraction of secondary developments and businesses should be carefully managed in order to ensure the quality of the urban environment. Unmanaged development can only lead to diminished prestige and will negatively affect residents and business owners alike.

PART 5: IMPLEMENTATION

12. PLANNING PRINCIPLES

A number of planning principles was identified, which are applicable to the study area. Any solutions aimed at achieving abovementioned objectives should adhere to these principles as far as possible.

12.1 Minor roads do not divide land uses in a natural manner

Roads cannot be used as barriers between conflicting landuses. It is virtually impossible to maintain a residential area opposite a business development, as is the case in Hennie Winterbach. Landuses should be separated in different ways, preferably by creating a buffer zone or a more gradual change of landuse between two conflicting uses.

12.2 Exposure and traffic support business development

The Panorama Medi-Clinic creates exposure for similar landuses and will attract these businesses and practices to the area. The large volume of traffic through the area will also provide additional pressure for business development.

12.3 Traffic affects residential quality

Unfortunately, large traffic volumes will affect the quality of the urban environment, whether it is a residential or a business area. Residential quality will suffer the most.

12.4 Certain businesses are more residential friendly than others

Certain types of businesses will have a smaller impact on their surroundings, due to lower noise levels, less traffic generated and limited visual impact. Fortunately, the medical practices in the area fall into this category.

12.5 Planning needs a statutory framework.

Despite the inclination in this study towards the management of free market forces rather than the blanket restriction thereof, the need for effective statutory control via zoning schemes and other bylaws is an imperative tool in the constructive management of the abovementioned forces. Statutory control plays an important part where free market forces fail to sustain the well being of the community. Both free market forces and statutory control has a vital role to play in the planning environment.

12.6 Planning needs public support.

Planning will only be successful if it has majority public support.

12.7 Cities are dynamic

Cities constantly evolve. Certain landuses exert pressure to expand while others

decline in any given situation. Although this aspect can be a painful characteristic of city life it can never be totally suppressed, nor ignored. No plan can therefore be regarded as a permanent fix. Cities, similar to an organism, continuously grow and change, as a result of a wide variety of economic and social forces. All plans have to be reviewed from time to time in order to make provision for the dynamic nature of cities.

13. CRITERIA FOR PROPOSALS

It was felt that any proposals that is put forward should be measured against the following criteria, to ensure that any solution will be in accordance with the vision and planning principles for the area.

13.1 *We need a dynamic plan*

In order to keep pace with change and perhaps even predict it, we need a dynamic plan. A plan which should be updated regularly and pro-actively to ensure that any change or development is accommodated in time and managed to the benefit of the businesses and residents in the area.

13.2 *The residential area must be sustainable*

The greatest single investment of the average person is his home. A home is also a place where families are raised. Should the residential quality of any suburb decline, the effect extends further than just the monetary implications. It affects the sense of well being in families and influences their happiness and family security.

13.3 *Relieve expansion pressure in the area.*

The most effective way of relieving pressure on existing residential land is to make suitable land available for commercial development.

14. SOLUTIONS AND STRATEGIES

14.1 *Professional Landuse Rights*

Professional landuse is any landuse with a low traffic impact which focus on the tertiary industry e.g. doctors, engineers, architects, bookkeepers, etc. The same parameters (e.g. coverage, building lines, bulk etc) applicable to residential landuse should be applicable to professional landuse unless otherwise stated.

It is proposed that permanent professional landuse rights be extended (Business zone limited to office use) to all practices and residential units in the core study area, as indicated on map 4, with the exclusion of the guesthouse on erf 22973. (The latter will have to convince council on the accommodation of parking).

14.2 *Access control as consideration for Klein Panorama*

Residents of Klein Panorama have complained about the professional practices using the street reserve within the complex for parking purposes. The problem is acute in Tafelsig road, just beyond the medical practices abutting Dorp Street. The problem will probably extend westward once consent uses are extended further to the west along Bergsig Road. This problem is created by the lack of parking in Dorp Street and the use of 50% of the on-street parking for extended periods throughout the day – probably by the clinic's personnel.

Four suggestions were investigated:

14.2.1 A boom system could be considered at the entrance to Klein Panorama, in order to control access. A portion of the access road will have to become private property of a Klein Panorama Home Owner's association. The detail of this arrangement, as well as the costs involved, can be solved in conjunction with the municipality. Negative aspects are the implementation cost and the sharing of such cost between residents and medical practitioners.

14.2.2 Metered parking were suggested by the medical professionals of Dorp Street. The research of the firm supported their view that the bulk of the on-street parking are not used by clients, but by day visitors. It is therefore a good suggestion that deserves consideration. A negative aspect is that the day visitors will have to find alternative accommodation. (An inspection of the parking deck revealed that there are always ample empty parking bays available.)

14.2.3 An alternative entrance has been suggested by some of the residents. This will be difficult to implement due to the cost of alienation and the probable changing of character of another service road due the additional traffic. It will also not solve the problems of existing residents in Tafelsig Road and the expected increase in demand for parking in Bergsig Road.

14.2.4 Perpendicular parking (90 degrees to road reserve) on Dorp Street will more than double the amount of parking currently available to clients. This would provide ample parking in Dorp Street and will go a long way toward solving the parking problem.

It is suggested that the first option should be to implement perpendicular parking with a restriction of two cars per practice being allowed inside the Klein Panorama complex. Street parking can then be divided between reserved parking for medical practitioners and paid parking for clients. The Medi-clinic will have to absorb the present day visitors on their site or somewhere else. If this arrangement does not solve the parking problem, stricter access control as presented by the boom system, can be implemented. The cost of these measures should be borne by the medical practitioners in those cases where a cash contribution for parking purposes have not yet been made to Council.

14.3 Public parking should be provided in Hennie Winterbach Street to alleviate parking shortage and improve aesthetic appearance. (See annexure 6 for final details)

At present, the norm is to pave the width of the street front of recycled single

residential erven for parking purposes. It is suggested that only 50 % of the erf front be used for parking, with the rest to be landscaped. This will result in 50% of the parking to be provided in Hennie Winterbach Street. Again, the practitioner should pay for the provision of such parking (see Section 16: Urban Framework).

14.4 The closure of Drosdy Street should be considered by means of bollards or trees and the closure can be reviewed every 5 years

The majority of residents in Drosdy Street have indicated that they would prefer street closure, in order to solve traffic problems. This closure need not be of a permanent nature. Bollards could be used that can easily be removed if the street should be opened in future. Emergency vehicles could also retain access. The closure can be reviewed every five years in order to determine the necessity of the closure and to reconsider further extension of the professional zone.

Although our survey indicated that the majority of Heidelberg Street residents indicated that they oppose the closure of their street, Council should keep the option open. An open street contravenes our goals and objectives as set out in paragraph 11.1(3). Should pressure for business extension develop in the street then Council will have the option to close the road.

14.5 Professional uses should form a buffer zone between the commercial and residential land uses

A number of professional uses have been established in Hennie Winterbach Street. This was the inevitable result of the exposure provided by the shopping centre and offices on the other side of the street. This situation could strategically be used to the advantage of the residents in the single residential area. By granting rights for the professional use only of the erven on Hennie Winterbach Street (in the Study Area), a natural buffer zone can be created to shield the single residential properties from the business area.

14.6 Height and coverage restrictions must be evaluated and adjusted if necessary

Respondents to the questionnaire indicated that height and coverage restrictions should be maintained for the properties on Hennie Winterbach Street (see Urban Framework). With the exception of existing buildings, the height of buildings can be restricted to one storey. Coverage can be restricted to the parameters applicable for single residential zoning. (See annexure 6)

14.7 A Home Owners Association could be formed for residents of Klein Panorama

It is advisable for Klein Panorama to form a homeowners association to control aesthetics and access to the complex. The homeowners association will be a prerequisite for the implementation of the boom system of access control.

14.8 Zoning scheme regulations must be upgraded to prevent medical practices from circumventing standard procedures

The present regulations should be revised to regulate the establishment of medical practices on single residential and grouphousing erven in such a way that the

practitioner will have to reside as a normal resident would, at the property concerned. Owners of properties within the core study area will be given an opportunity to rezone to Local Business Use (restricted to Medical and Related Activities)

14.9 Traffic calming measures must be implemented in Hennie Winterbach Street to provide a safe environment

Hennie Winterbach currently experiences heavy and fast moving traffic, especially during peak hours.

Traffic circles could be considered in Hennie Winterbach Street at two points: The first one could be at the intersection of Hennie Winterbach and Sering Street. The second would be at the intersection of Hennie Winterbach and the access road to Delmar shopping centre and the office building. The circles will also serve to enhance the aesthetic appearance of the streetscape. (See Urban Framework)

14.10 Pedestrian crossings need to be created

There is a need for safe pedestrian crossings in the area. This should go hand in hand with traffic calming measures in Hennie Winterbach and Rothschild Boulevard.

14.11 Investigate the possibility of creating a slip road off Platteklouf Road for ambulances

A slip road from Platteklouf road would enable ambulances to get quicker access to the Clinic. This will also relieve traffic pressure in Dorp Street and will fit in with a strategy of a more pedestrian friendly environment. (See Urban Framework)

14.12 The taxi rank needs to be reduced in size

The taxi rank is at times unable to accommodate the number of taxi's servicing the area, and the road itself is frequently used for double parking. This accommodation problem will become more acute with increased activity in the area. It must also be noted that should erf 1610 be developed for professional uses it will be imperative to have access from Hennie Winterbach Street, which will ultimately lead to a further reduction in parking bays at the taxi rank. The taxi rank is also very close to the intersection with Rothschild Boulevard, which increases the traffic flow problem.

The possibility of moving at least a portion of the taxi rank should be investigated. It is the opinion of the consultants that employers, whose employees are using the taxi rank, should be part of the solution. E.g. traffic generated by the clinic should ideally be accommodated by the clinic. An additional advantage is that better facilities can be provided (toilets, dustbins and shaded areas) in a more secure environment.

It is further suggested that a detailed study be undertaken on the taxi issue.

15. URBAN FRAMEWORK AND LANDSCAPING (map 4)

In accordance with the planning strategy, the accommodation of the professional landuses should be seen as an opportunity to improve the urban framework and aesthetic appearance of the study area. This can only be implemented with the help of a more detailed urban design plan, which is beyond the scope of this study. In this framework certain areas and issues will be highlighted for further attention:

15.1 Retention / removal of garden walls in Dorp Street

Two alternatives for increased parking might be considered for Dorp Street. The first alternative comprises the narrowing of the road surface and the retaining of garden walls. This will go hand in hand with a more pedestrian oriented road and is preferred by the consultants.

In the second alternative, the road surface is kept at its present width and the garden walls are removed. The parking bays will extend onto abutting properties. This will still allow for most of the landscaping in front of the units being retained. Both alternatives will support a softer, more residential character. It is also suggested that variation in paving (e.g. brick paving) be used for the parking area. This will create interesting variation, which can be further supported by street lighting and appropriate furniture.

A detail study should also address pedestrian movement in Dorp Street (Should the street have a dual function as pedestrian area?)

15.2 Walls and Screening of Walls

The wall of the parking deck at the eastern end of Dorp Street is out of scale with the surrounding area and should be softened by screen planting. The security gate at the Medi-clinic's parking entrance would look more in place in an industrial area than a residential area. A softer approach is suggested.

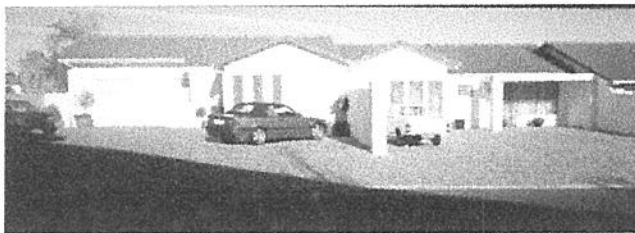
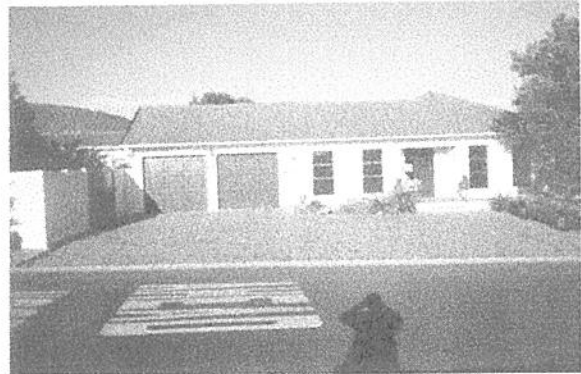
The entrance to the shopping centre and office block is through a build-up embankment with no planting on street level or on top of the embankment. This entrance should be improved by landscaping. The ideal would be to link the landscaping in front of the shopping area with the landscaping in front of the office block.

The concrete garden walls retained on the Hennie Winterbach boundaries do not fit in with a prestigious office area. It is suggested that they be replaced with walls or palisade fencing that would look more visually pleasing from the road. It would be even better if there could be some exposure of the buildings onto the streetfront.



15.3 Paved Parking Areas

The modus operandi at present is to pave the full frontage of a residential unit when it is recycled as an office. These massive parking areas do not relate well to the adjoining garden city properties. The suggestion of providing parking on the island and road reserve edge of Hennie Winterbach Street, in addition to providing more parking has the important function of removing some of the on-site parking in order to allow for a better landscaped frontage. Again, the ideal is to



extend the existing street edge landscape along Heidelberg and Drosdy Street up to Hennie Winterbach and prevent the further "hardening" of the Hennie Winterbach road edge. More landscaping is also suggested between the buildings and the on-site paved areas.

15.4 Focal Points

The circles suggested for Hennie Winterbach Street should in addition to regulating and calming traffic, form focal points in the urban streetscape, creating interesting variation.

Possible focal points for buildings are erven 1610 and 1755. It is suggested that buildings with landmark features be established on these sites. The development of erf 1610 will place focus on the entry from Rothschild, while the development on erf 1755 could form a focal point for Dorp Street.

15.5 Access Detail

Erf 21622 should allow for pedestrian access (by servitude) to 21621 Dorp Street to promote easy access from on-street parking. This could be made one of their conditions of approval.

15.6 Development Theme

There is a development theme in Dorp Street due to the grouphousing complex. In the single residential portion, there is no development theme at present. It is suggested that signage, lighting, street furniture and common landscape features be used to create and strengthen a development theme in the area.

In the case of Dorp and Heidelberg Street, it is suggested that landscape features be reflected on both sides of the road to tie the development together and to create a more homogenous office presence in the area. It will serve the abovementioned purpose if the potential professional land uses make use of the same architectural design and indirect lighting. Only indirect and no direct illuminating signage should be allowed in the area in order to prevent a retail image in the area.

15.7 Pedestrian Crossings

Pedestrian crossings should be slightly elevated brick paved areas and should preferably not be painted. It will create a more pedestrian oriented atmosphere.

15.8 Road Function

The extension of Giel Basson Drive and direct emergency access from Platteklouf drive will help promote a more pedestrian-oriented environment by reducing dependency on Hennie Winterbach.

15.9 Landscaping

Landscaping plays an important part in softening hard street edges and creating a more pleasant urban environment. Attention needs to be given to landscaping in the study area. For even on Hennie Winterbach, it is suggested that all sidewalk trees be retained and at least one tree (evergreen and attaining a height of at least 5 m) be retained or planted in the front garden of properties. In Dorp Street there should be a landscaped edge between the townhouses and the parking, with the same requirements (retain sidewalk trees, etc.) as on Hennie Winterbach Street. (See annexure 6) Implementing these landscaping proposals are as important as providing additional parking, to soften the effect of the increased number of cars that will be parked in Dorp - and Hennie Winterbach Streets. (See annexure 6)

16. CONCLUSION

The successful handling of challenges presented by the developments in the nodal area lie within a system approach to solutions, because of the interdependent nature of the elements in the area. It is of paramount importance to employ this strategy when considering implementation of suggestions.

It is further strongly recommended that a detail development plan be drafted and that further studies should be undertaken to address potential conflict between taxi commuters, - operators and residents.

The unsafe pedestrian and cycle conditions in Rothschild Boulevard have been brought under the attention of the consultants. Addressing this issue is beyond the scope of the study although it is related to the study area. Rothschild Boulevard will become busier in the future especially with the completion of Giel Basson Drive. Since lives of children have been lost here, the matter deserves attention.

URBAN FRAMEWORK
PANORAMA MEDICAL
NODE STUDY
CITY OF TYGERBERG

LEGEND:

-  FOCAL POINTS
-  STUDY AREA
-  CORE AREA
-  TRAFFIC CIRCLES - DUAL FUNCTION AS FOCAL POINTS
-  ALL ERVEN IN THE CORE AREA WILL BE CONSIDERED FOR PROFESSIONAL USE RIGHTS, ON APPLICATION, EXCLUDING ERF 22973.

MAP 4



SCALE: 1:2000

OMNIPLAN
STAD- EN STREEKPLANNERS
TOON AND REGIONAL PLANNERS

Posbus 1813
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17. ANNEXURE

- 1) Detailed Brief
- 2) Questionnaire
- 3) Steering Committee Minutes
- 4) Public Meeting Minutes
- 5) Power Point Presentation
- 6) Building Parameters and Aesthetical Guidelines