

HARFIELD ACTION AREA PLAN

PREPARED FOR THE
CITY OF CAPE TOWN

Ref: 90 935
24 August 1990
Report No. 2

MLH Architects and Planners
51 Wale Street
CAPE TOWN 8001

1.0	BACKGROUND TO THE APPOINTMENT	1
1.1	Claremonts Commercial Growth	
2.0	COUNCILS BRIEF TO CONSULTANTS	4
2.1	The Brief	
2.2	Consultants Approach	
2.3	Purpose of the Report	
2.4	Structure of the Report	
3.0	EXISTING SITUATION	5
3.1	Location of the Study Area	
3.2	Transportation	
3.3	Zoning and Land Use	
4.0	THE NEW KINGSBURY APPLICATION	16
4.1	The Revised Application	
4.2	Effect of the Development	
4.3	Negotiations with Council	
4.4	Objections to the New Kingsbury	
4.4.1	Objections from South of Harfield Road	
4.4.2	Objections from North of Harfield Road	
4.5	Objectives Beyond the Control of Council	
5.0	BEYOND THE NEW KINGSBURY	27
5.1	City Growth Trends and Needs	
5.2	Attributes of the Action Area	
5.3	State of the Property Market	
5.4	Land Suitable for Redevelopment	
5.5	A Possible Development Scenario	
5.6	Issues Associated with Redevelopment of the Study Area	

LIST OF FIGURES

Page No.

1.	Location of Map of Claremont	2
2.	Claremont and Change	3
3.	Location of Study Area	6
4.	Study Area Context	7
5.	Transportation Linkages	8
6.	Parking Problem Areas on Weekends	9
7.	Zoning	11
8.	Land Use	12
9.	Land Use or Proposed for Medical	14
10.	Age of Buildings	15
11.	New Kingsbury Hospital Drwg No. 0001	18
12.	New Kingsbury Hospital Drwg No. 0016	19
13.	New Kingsbury Hospital Drwg No. 0016 A	20
14.	New Kingsbury Hospital Drwg No. 0017	21
15.	Objections to the New Kingsbury	23
16.	Attributes of the Study Area	28
17.	Recent Property Sales	30
18.	Current Land Ownership	31
19.	Potential Land for Redevelopment	32
20.	Typical 19th Century Square in London	33
21.	Relationship of Squares to each other in London.	34
22.	Possible Development Scenario A	36
23.	Possible Development Scenario B	37

LIST OF TABLES

1.	Harfield Action Plan	35
----	----------------------	----

PURPOSE OF THIS REPORT

This report fulfills the brief given to the consultants by the Cape Town City Council to prepare an action area plan for the Harfield Area. It provides a supporting document for the City Planners report to Council on the New Kingsbury Zoning Application as well as making proposals for the longer term future of the study area.

THE TEAM

The consultants would like to express their thanks and appreciation to the City Planners staff who worked closely with them throughout the project:

Consulting Team:

K B Sturgeon	-	Partner-in-Charge
P M Hutton-Squire	-	Partner
C Pudifin		
M Naude		
N Brownlee		
C Madell		
S Pretorius		

City Council Planners:

P Lennox
L Sorrell

Traffic Planners:

B van Heerden
P Clark

1.0 BACKGROUND TO THE APPOINTMENT

1.1 Claremonts Commercial Growth

Figure 1 shows that Claremont situated ten kilometres south of Cape Town's CBD occupies a very strategic position in the southern suburbs and has for this reason expanded very rapidly over the past 20 years.

It enjoys good main road and rail access as well as a good bus service. Retail expansion has expanded the most rapidly but recently major office blocks such as Norwich Union have been erected producing pressure for outward growth as shown on Figure 2.

The concentration of a higher income population in Claremont has attracted a disproportionate number of medical and dental practitioners into the area in relation to the needs of the local population. Increasingly the attraction of operating from residential buildings has resulted in an invasion of the surrounding residential areas by medical and dental practices. (See City Planners in house summary of the position - Appendix 1).

There have been increasing numbers of applications for permission for medical practices to operate from houses and Council is now tending to resist this trend because it is the first breakdown in the cohesion of residential areas and leads ultimately to "commercialisation". Such changes in land use patterns is viewed negatively by both Council and local residents. On the other hand there is a real and legitimate need for small business operations to establish close to but not necessarily in the commercial hub of Claremont.

By locating on the periphery the problems of parking, traffic congestion and a very harsh commercial environment can be avoided and patients can easily reach their doctors.

A further reinforcing factor has been the presence of Claremont Medical Centre which has now become the focal point of concentration of medical practitioners operating mainly south of Claremont towards Kenilworth.

The pressures placed on Council by medical practices was highlighted by the application to rezone and redevelop the Kingsbury Nursing Home into a 120 bed facility serving twelve medical suites.

This led to the appointment of consultants to address the question of where such practices could be encouraged to locate and the impact the redeveloped Kingsbury would have on its surroundings.

Finally there is the need to consider the advantages and disadvantages of a "Harley Street" type concentration of medical practices in Claremont.

1.0 BACKGROUND TO THE APPOINTMENT

1.1 Claremonts Commercial Growth

Figure 1 shows that Claremont situated ten kilometres south of Cape Town's CBD occupies a very strategic position in the southern suburbs and has for this reason expanded very rapidly over the past 20 years.

It enjoys good main road and rail access as well as a good bus service. Retail expansion has expanded the most rapidly but recently major office blocks such as Norwich Union have been erected producing pressure for outward growth as shown on Figure 2.

The concentration of a higher income population in Claremont has attracted a disproportionate number of medical and dental practitioners into the area in relation to the needs of the local population. Increasingly the attraction of operating from residential buildings has resulted in an invasion of the surrounding residential areas by medical and dental practices. (See City Planners in house summary of the position - Appendix 1).

There have been increasing numbers of applications for permission for medical practices to operate from houses and Council is now tending to resist this trend because it is the first breakdown in the cohesion of residential areas and leads ultimately to "commercialisation". Such changes in land use patterns is viewed negatively by both Council and local residents. On the other hand there is a real and legitimate need for small business operations to establish close to but not necessarily in the commercial hub of Claremont.

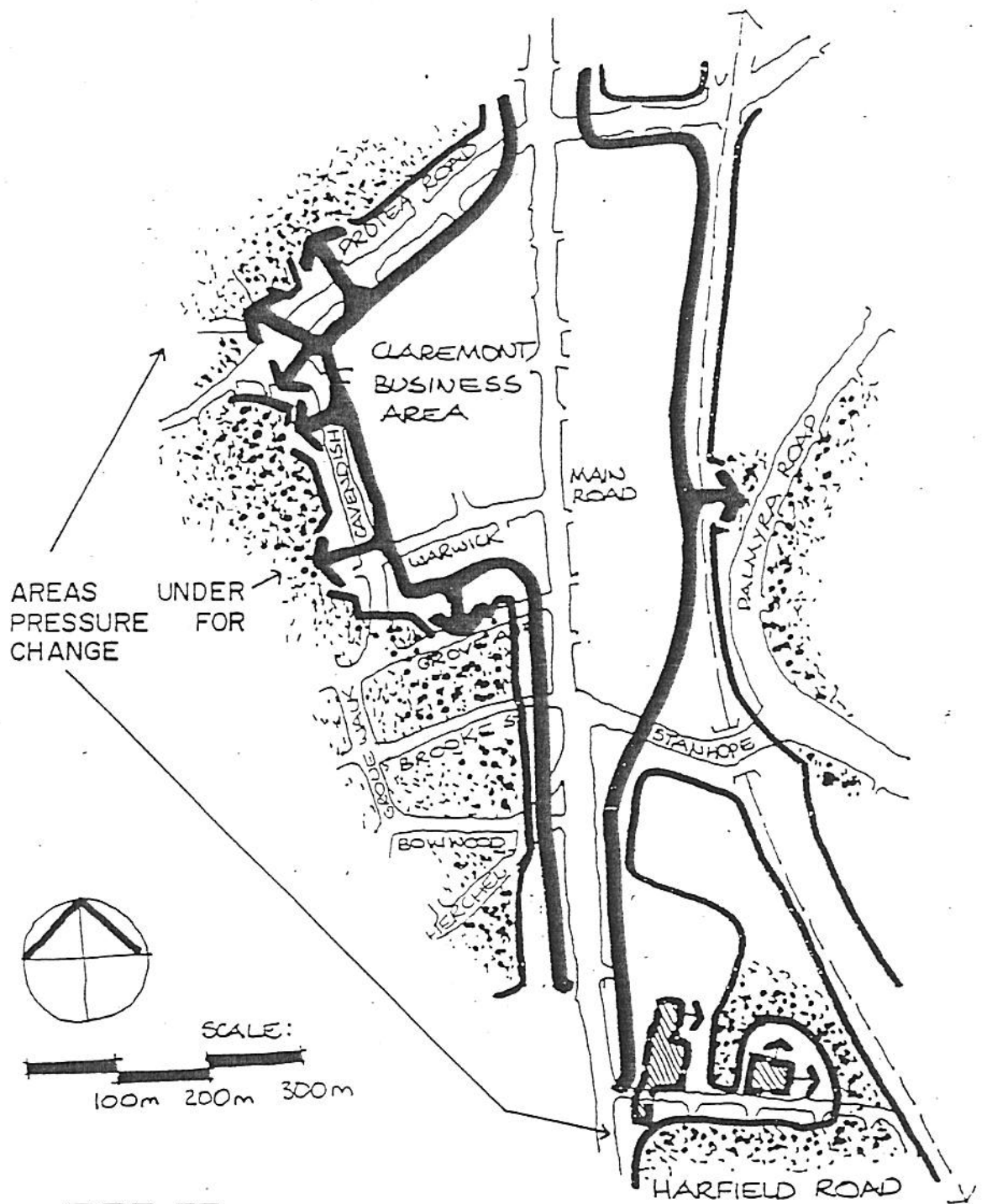
By locating on the periphery the problems of parking, traffic congestion and a very harsh commercial environment can be avoided and patients can easily reach their doctors.

A further reinforcing factor has been the presence of Claremont Medical Centre which has now become the focal point of concentration of medical practitioners operating mainly south of Claremont towards Kenilworth.

The pressures placed on Council by medical practices was highlighted by the application to rezone and redevelop the Kingsbury Nursing Home into a 120 bed facility serving twelve medical suites.

This led to the appointment of consultants to address the question of where such practices could be encouraged to locate and the impact the redeveloped Kingsbury would have on its surroundings.

Finally there is the need to consider the advantages and disadvantages of a "Harley Street" type concentration of medical practices in Claremont.



MLH

ARCHITECTS AND PLANNERS

HARFIELD ROAD POLICY PLAN

-  BUSINESS 'FRONTLINE'
-  MEDICAL 'FRONTLINE'
-  RESIDENTIAL 'DEFENSE LINE'
-  INVASION/PRESSURES
-  FOR CHANGE OF USE

CLAREMONT AND CHANGE

FIGURE

2

3.0 EXISTING SITUATION

3.1 Location of the Study Area (See Figures 3 and 4)

The study area lies south of the Claremont business centre and is bounded by Main Road in the west, Bath Road in the north, the southern suburbs railway line in the west and the properties immediately south of Harfield Road.

3.2 Transportation (See Figure 5)

The study area has excellent road and rail linkages to the surrounding areas as well as the southern Metropolitan area. Harfield Road station is approximately 100 metres from the corner of Harfield Road and the railway line. The station is not, however, a major stop and not many trains stop there.

Main Road has a regular bus service as does Lansdowne Road. In addition Harfield Road serves as a local collector distributor road as well as linking the area to Wynberg Station and Wetton Road. This connection is the cause of much of the traffic about which residents complain as some 53% of traffic on Harfield Road in peak hours is through traffic originating from Wetton Road and Wynberg Station.

Wilderness and Bath Roads are very underutilised except when major events occur at the Claremont Civic Centre and on weekends when wedding groups use the Arderne Gardens for photographic sessions. This congests the whole study area and fills the civic centre car park. These events occur, however, when Main Road is lightly used by other traffic.

The main issues regarding traffic appear to be twofold.

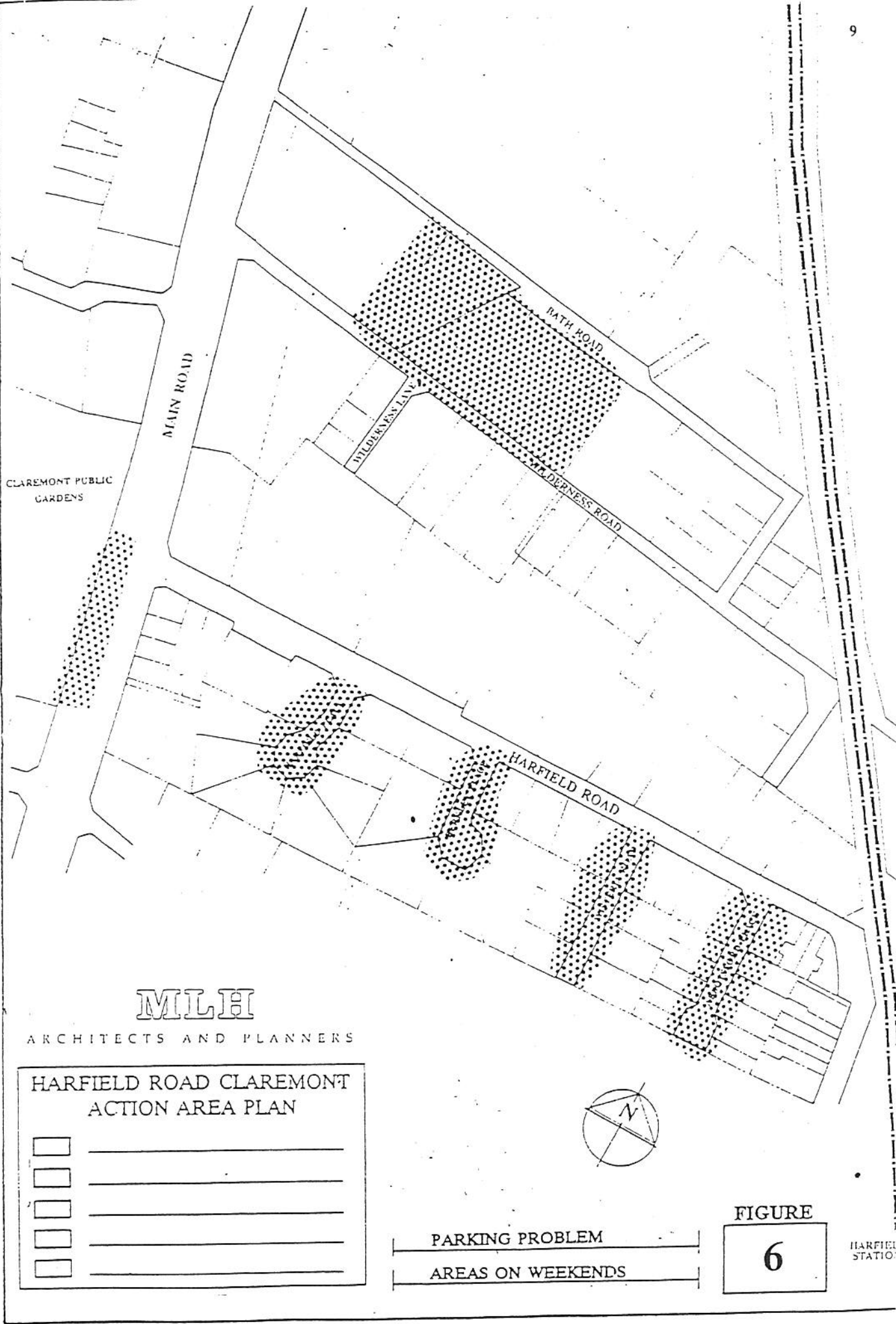
- 1) The high percentage of through traffic along Harfield Road during morning peak hours.
- 2) Parking congestion on Harfield and Wilderness roads on weekends and when major events occur in the Civic Centre. (See Figure 6).

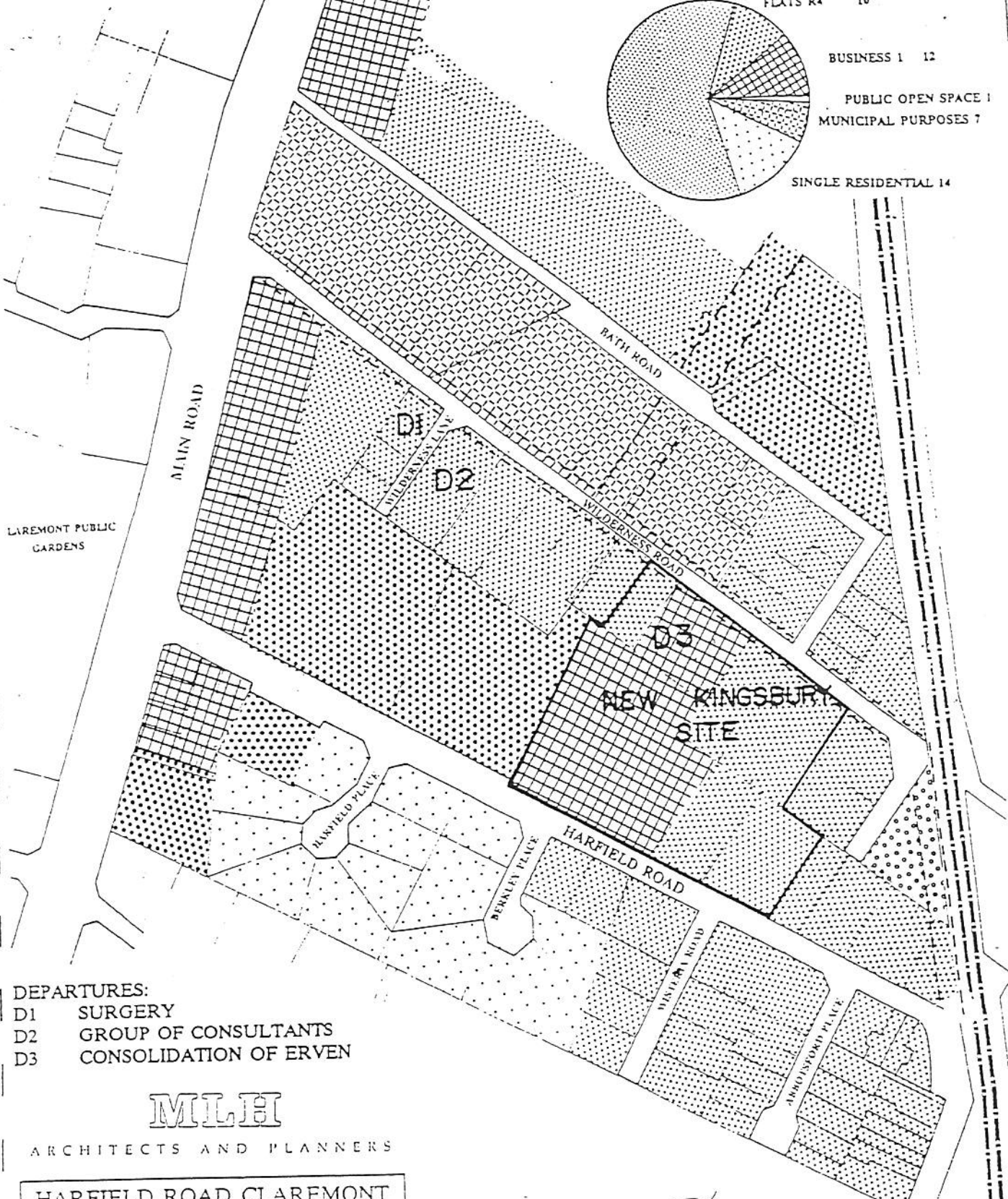
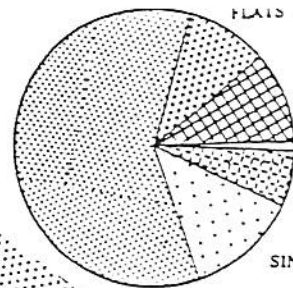
Both these issues are addressed in the traffic engineers report and in Section 6, Traffic Considerations, in this report.

SCALE 1:7500

ARCHITECTS
AND
PLANNERS

FIGURE 4 .





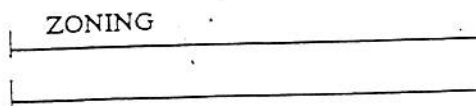
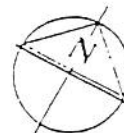
DEPARTURES:
 D1 SURGERY
 D2 GROUP OF CONSULTANTS
 D3 CONSOLIDATION OF ERVEN

MLH

ARCHITECTS AND PLANNERS

HARFIELD ROAD CLAREMONT
ACTION AREA PLAN

	BUSINESS		R5
	SINGLE RESIDENTIAL		
	R4		
	MUNICIPAL PURPOSES		
	P.O.S		
	ROAD IMPROVEMENTS		



FIGURE

7

HARFIELD STATION

Medical Uses: (Figure 9)

The Kingsbury Maternity Nursing Homes housed in a large modified Victorian residence was a long-standing feature of Harfield Road. Its presence was very compatible with the surrounding residential area as it was quiet and did not attract much traffic.

The Claremont Medical Centre was a more recent development on Main Road occupying an existing business zone. This facility provides a range of services such as x-ray and pathology services, as well as surgeries. This has attracted a variety of medical practitioners, not only into the study area, but onto both sides of Main Road immediately south of the study area. This facility was recently converted into a 100 bed hospital which has further enhanced the areas attractiveness to the medical profession.

Figure 9 shows the position of the Claremont Medical Centre and the proposed New Kingsbury site as well as the location of existing medical practices in and adjoining the study area.

The medical practices can be regarded as benign neighbours in a residential area. For the most part they are quiet, buildings tend to be well maintained and the traffic generated tends to be low volume and occurs mainly during the off peak periods of the day.

The complaints against medical practices is mainly that they change the nature of the residential area and leave it dead at night, giving rise to fears of vagrants and burglars being attracted into the neighbourhood.

These perceptions are not necessarily well founded and it can equally well be argued that they bring life into otherwise dead areas during the day and provide a measure of security which would not otherwise be present.

Age of Buildings: (Figure 10)

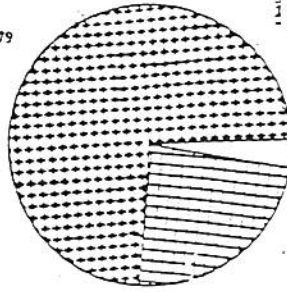
Figure 10 shows that most properties pre-dating 1950 (ie. Town Planning Scheme) lie. These properties are almost without exception those which have attracted medical practices rather than the first 1950 buildings.

PRE - 1950 79

15

UNKNOWN 9

POST 1950 24



CLAREMONT PUBLIC GARDENS

MAIN ROAD

BATH ROAD

WILDERNESS LANE

WILDERNESS ROAD

NEW KINGSBURY SITE

HARFIELD PLACE

BEAUFIELD PLACE

HARFIELD ROAD

WILDERNESS ROAD

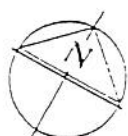
ARBOREUS PLACE

MLH

ARCHITECTS AND PLANNERS

HARFIELD ROAD CLAREMONT.
ACTION AREA PLAN

	PRE 1950
	POST 1950
	LAND USED FOR MEDICAL PURPOSES



AGE OF BUILDINGS

FIGURE

10

HARFIELD STATION

4.2 Effect of the New Development

The 1990 development proposals contain several important changes to the previous proposals, briefly these are:

- (1) There is a significant change in the scale of the development with the introduction of a 126 bed hospital compared with the previous application for 12 doctors suites with no beds.
- (2) Parking provision for the proposed development is much more extensive than that previously proposed in 1987 (60 bays). The submission of April 1990 proposed developing additional parking on Council owned public open space (see Figure 11).
- (3) Access is proposed from both Harfield and Wilderness Roads instead of Wilderness Road only.
- (4) The bulk factor for the development is three times the bulk allowed for R5 General Residential.
- (5) The proposed building in its original form was a simple square structure which was unsympathetic with the surrounding area and required the demolition of the original Kingsbury building (see Figure 11).

4.3 Negotiations with Council

After discussion with Council planning officials the applicants made several important changes to their proposal to reduce the impact of the building. In particular they:

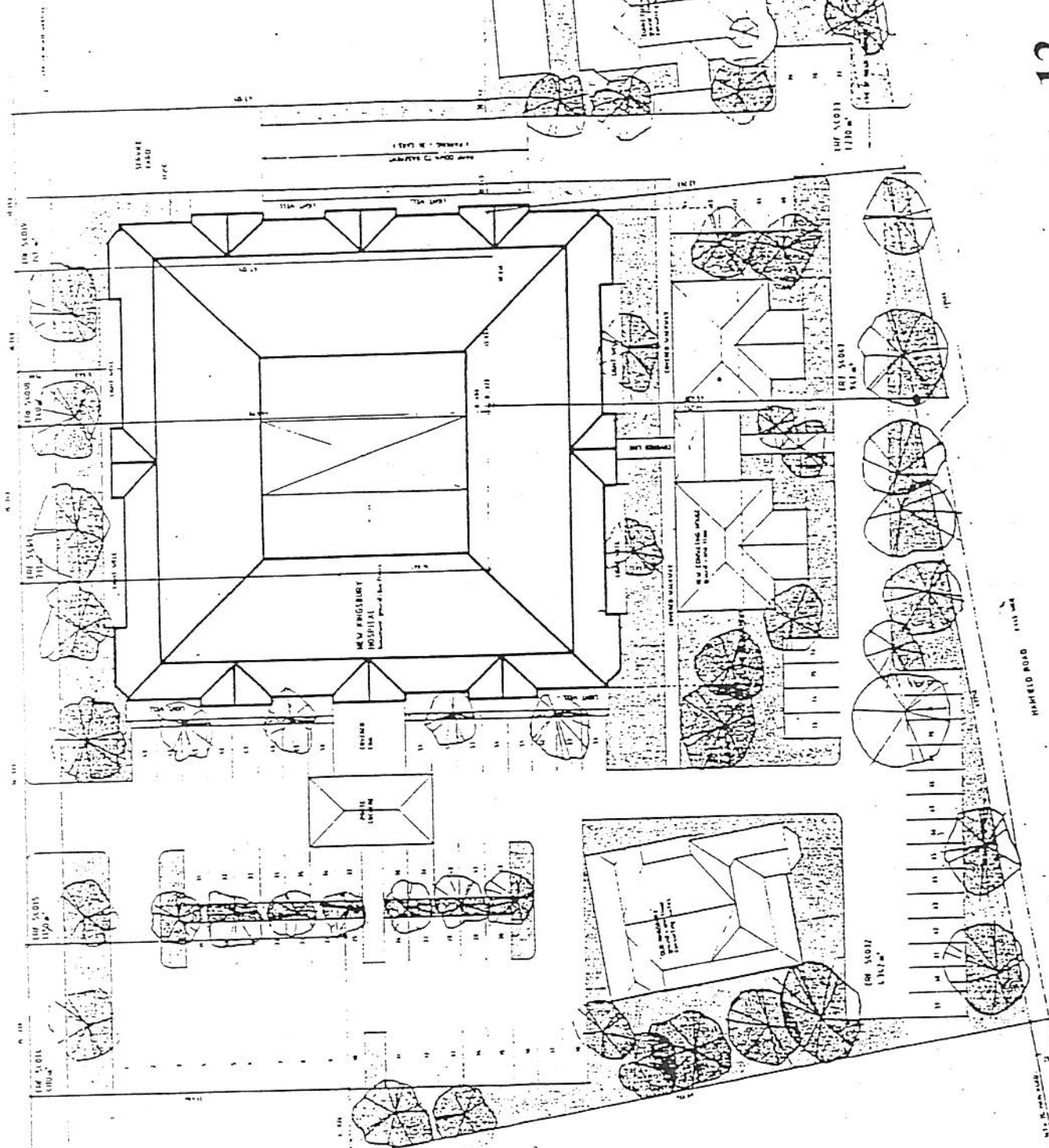
- (1) Moved the main building well away from Harfield Road ($\pm$ 34 metres) and added two residentially scaled buildings (15 metres) to give the development on Harfield Road a residential character and scale.
- (2) Altered the main building from a simple square block structure to one having a town house appearance which is consistent with a residential area in appearance and scale. (See Figures 12, 13 and 14).

Agreed that:

- (3) The old Kingsbury Building and a second Victorian house on Harfield Road be restored to meet Council requirements.
- (4) All parking should be provided on site and not on public land as originally proposed.
- (5) An additional 23 parking bays be provided. (Total 143) (See Figures 12 and 13).
- (6) Offered to extensively landscape the site and retain existing trees wherever possible. (See Figure 14).

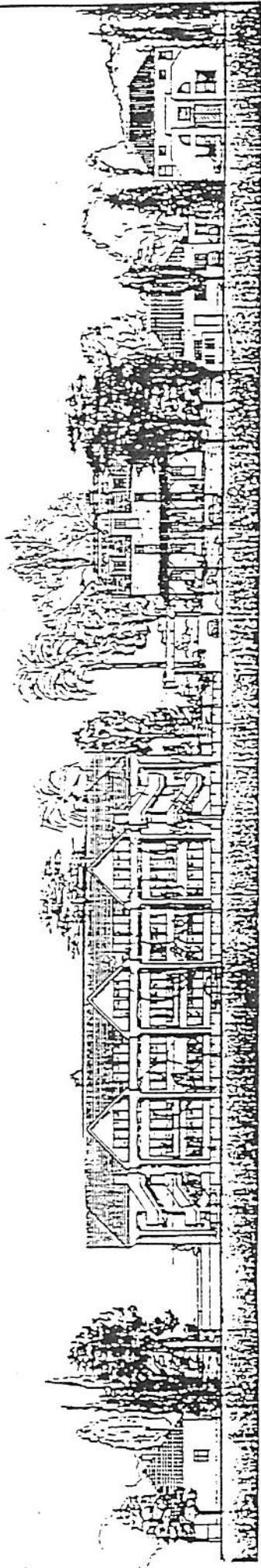
From this negotiating process an environmentally acceptable development proposal has emerged. The Council's official's approach of making aesthetic and environmental criteria the most important considerations in assessing the application, rather than rigidly requiring adherence to bulk and coverage factors, has materially influenced the acceptability of the proposals. The importance of this approach cannot be underestimated and has important implications for future rezoning negotiations and is strongly supported by the consultants.

WILLOW ROAD

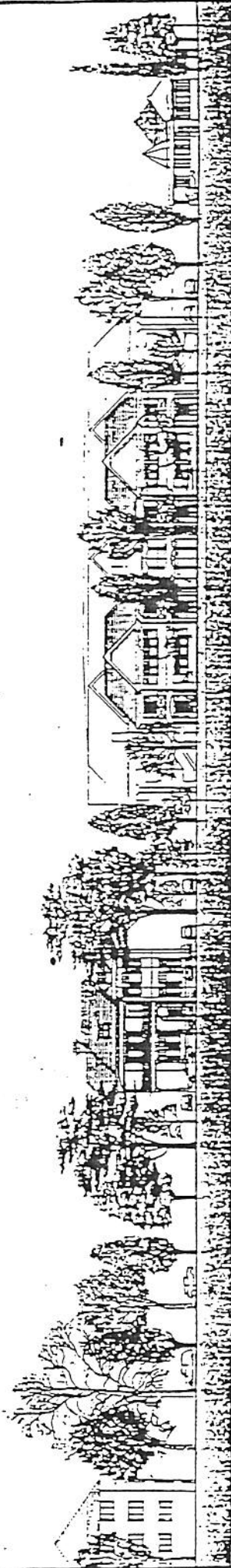


NEW KINGSBURY III	
CONTRACT DATE 1963	
SITE AND SITE PLAN	
163	1963

FIGURE 12



NORTH ELEVATION FROM WILDERNESS ROAD



SOUTH ELEVATION FROM HARFIELD ROAD

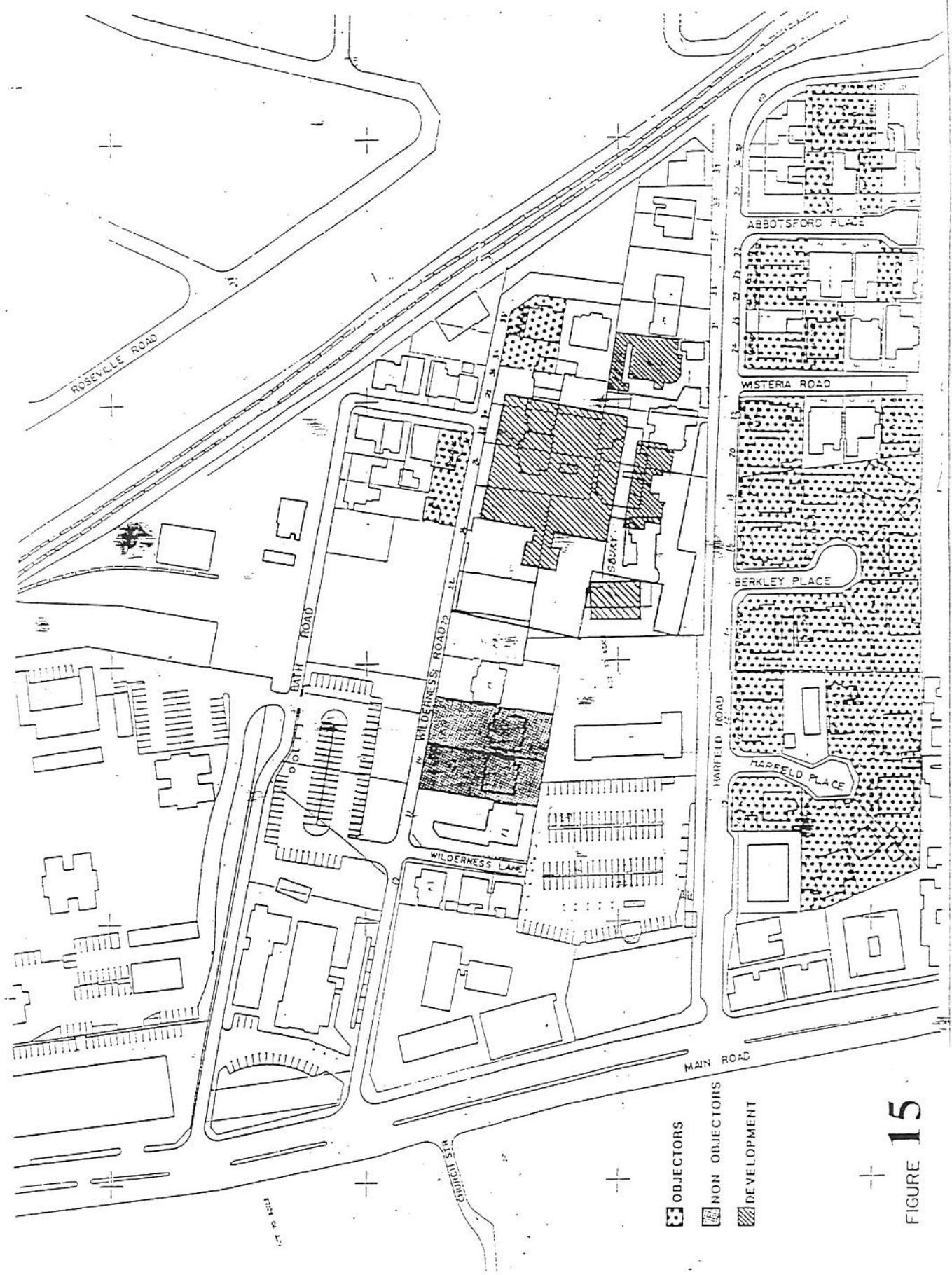


FIGURE 15

1 house north of Bath Road which is relatively remote from the project.

In addition there are two letters of no objection to the proposal.

Total number of properties		28
Less:		
Existing medical practices	6	
Three houses on Harfield Road	3	
One house north of Bath Road	1	
Two non objectors	<u>2</u>	
Sub total	<u>12</u>	<u>12</u>
Houses affected		16

In addition since the applicants submitted their application they have purchased four additional houses including one belonging to Mr Steenkamp, one of two objectors in the area leaving 12 properties affected by the proposals who might have objections. The second objector, Mr F C Gosling has also indicated a willingness to sell his property to the developers of the New Kingsbury.

The real implications for the residents along Wilderness Road will be:

- (1) The presence of a three storey building, much in accordance with what would have been permitted by the zoning scheme.
- (2) A very significant increase in traffic along Wilderness Road which will require improvement but which has very little traffic on it at present, since Bath and Wilderness Roads together serve some 20 private residences and three medical practices. The main traffic load on Wilderness Road comes from the R4 block of flats close to Main Road and the apartments immediately north of Bath Road.

The major impact of this additional traffic along Wilderness Road will fall on four medical practices, two properties which indicate that they have no objection and two residences in Wilderness Lane. (These residents voiced strong objections to the development at the public meeting).

The effect of requiring all traffic access to the New Kingsbury to be on Wilderness Road would have the effect of signals being required at the Main Road Wilderness intersection. It would, however, resolve all traffic objections by residents along Harfield Road.

The traffic along Wilderness Road would, however, remain relatively light and would be comparable to suburban streets in the surrounding areas. The issue of noise from air conditioners and obscuring of views has been covered earlier and does not provide an objection sufficient to oppose the rezoning.

5.0 BEYOND THE NEW KINGSBURY

5.1 City Growth Trends and Needs

The consultants were appointed to review not only the applicants proposals but to consider them in the wider context of an action area plan for the study area.

The factors which impinge on the study are primarily:

- (1) The economic growth of Claremont to the north.
- (2) The tendency for medical and professional practices to decentralise away from commercial centres because they require so few of the services they offer and the need for easy access by Clients.
- (3) The tendency for higher order land uses to concentrate at points of high accessibility.
- (4) Cities tend to become more intensively developed as they expand outwards to reduce transport and time costs.

The study area is one which in relation to physical extent is relatively under developed and the modest size of its houses and properties make it a natural target area for medical practices. Their location in this area was probably only partly influenced by the presence of the Claremont Medical Centre.

These are the natural tendencies of market forces on the one hand; on the other are the constraints of the City's Zoning Scheme which being conceived on principles which have their origins in the 1940's it is not surprising that the Scheme does not meet today's needs. The Scheme actively discourages mixed land uses which are today considered to give cities their vitality and makes us envy the cities of Europe and the Far East.

There is a real need for the City to give consideration to areas where higher densities are actively encouraged in order to maximise the city's infrastructure, make public transport viable and reduce dependence on private motor vehicles as well as placing residence and place of work in close juxtaposition.

5.2 Attributes of the Action Area

The study has several important attributes which make it highly suitable for a higher density transitional area, eg: (See Figure 16).

- (1) The area is contained between the railway line on the east and Main Road on the west.
- (2) The access roads of Bath and Wilderness form a contained loop and offer the possibility of allowing them to meet all the traffic needs of the land abutting them and even carrying traffic from properties immediately north of Harfield Road.

Aside from Harfield Road which really forms the southern boundary of the area with development potential there is no through traffic.
- (3) The impact of increased densities and mixed uses in the area shown on Figure 16 would be very limited because of the railway line, Harfield Road, Main Road and the fully developed properties to the north.

- (4) The area enjoys close proximity to Claremont and generally good access to the main southern suburbs road and rail systems.

5.3 State of the Property Market

Figure 17 shows that a number of property sites have occurred in the area, the most recent one being north of Harfield Road. All the recent sites have achieved prices above average for the area and indicate that the changing nature of the area definitely has a positive influence on prices. Thus while the concerns of the residents are understandable and no amount of money can replace the emotional value of one's home there is no doubt that property owners are unlikely to be financially disadvantaged.

Figure 18 is revealing in that it shows that north of Harfield Road very few properties are now owned by their occupiers. This suggests that the trend towards change is already well established and that it will continue. The need for a management plan to ensure an attractive environment at appropriate densities to meet both residential and business needs is clear.

5.4 Land Suitable for Redevelopment

In considering future development scenarios the land parcels identified on Figure 19 were considered.

This figure shows:

- (1) The parcels of land which could be redeveloped in the future indicating those most likely to change in the short term.
- (2) The significant asset of the Municipal land which offers potential as a valuable and intensively used public square.
- (3) The existing Claremont Civic Centre and library already well used by the local community.

5.5 A Possible Development Scenario

- (a) The objective is to promote development which is transitional between suburban and business.
- (b) The development should promote a mix of uses such as town houses, offices, apartments either next to or in the same buildings.
- (c) Where possible, complimentary parking should be encouraged and where this is provided concessions should be given.
- (d) Building lines should be relaxed to promote dense development with no wasted side spaces.

Figure 20 shows an example of the development which could emerge from such a development plan if it is well managed. This provides an urban environment of aesthetic quality as well as land use efficiency.

Figure 21 shows a section of London where squares form a delightful and efficient land use pattern.

UNKNOWN

STATE 3

CCC 11

INVESTMENT 30

CLAREMONT PUBLIC GARDENS

MAIN ROAD

BATH ROAD

WILDERNESS LANE

WILDERNESS ROAD

HARFIELD PLACE

BENTLEY PLACE

HARFIELD ROAD

WENTWORTH ROAD

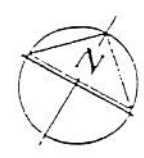
WENTWORTH PLACE

MLH

ARCHITECTS AND PLANNERS

HARFIELD ROAD CLAREMONT
ACTION AREA PLAN

	PRIVATE
	INVESTMENT
	CCC
	STATE

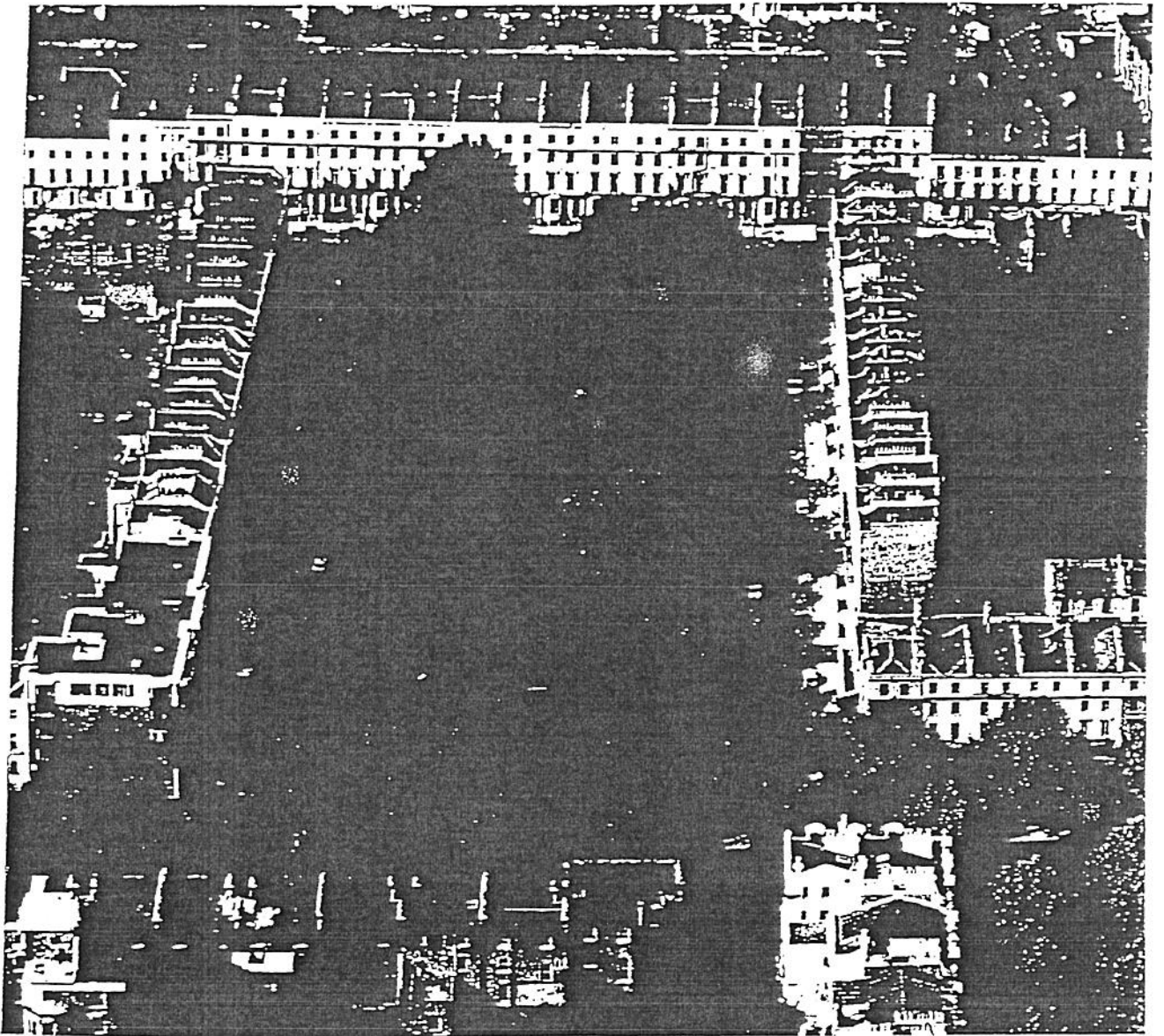


CURRENT LAND OWNERSHIP

FIGURE

18

HARFIELD
STATION



TYPICAL 19th CENTURY SQUARE IN LONDON.

Source : DOMUS, Nov 1978

FIGURE 20

The following assumptions were made concerning density and building form:

- (1) Maximum building height should not exceed four floors including provision for parking where this is part of the structure.
- (2) Buildings should be placed right up to the street to provide an enclosed square in the European tradition.
- (3) Parking should be located behind and/or under buildings.
- (4) On site parking should be self sufficient for the building constructed.
- (5) Provision should be made in the plan for a new library facility for Claremont which would benefit from the existing car park.
- (6) A bulk factor of ± 1.0 should be permitted.
- (7) The factors governing development should be appropriate scale, design and compatibility rather than rigid adherence to a fixed bulk factor.

Taking the above objectives and development guidelines as a model a number of development alternatives were tested. The most promising of these are illustrated on Figures 22 and 23.

Figure 22 illustrates the following:

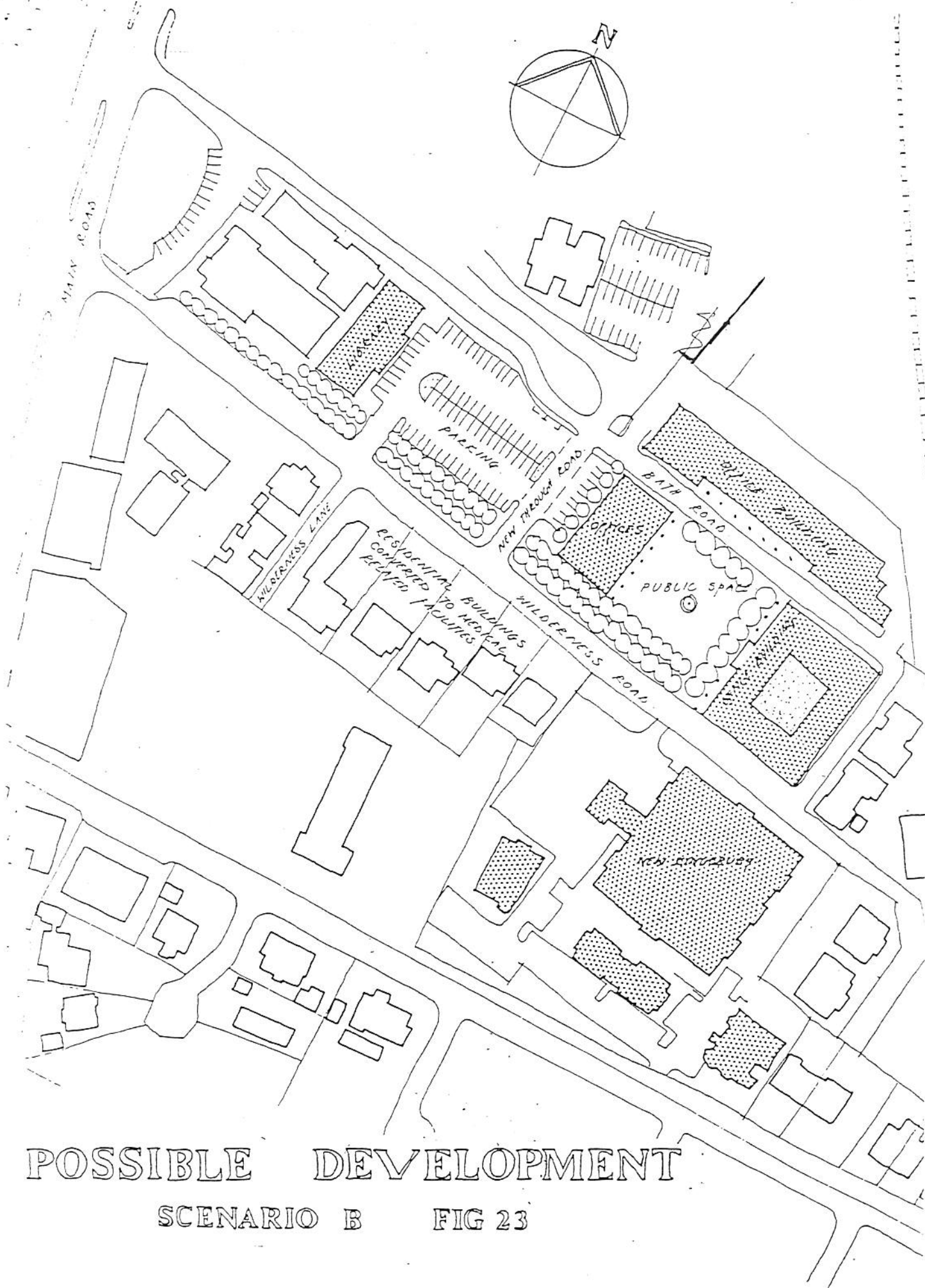
- (1) The Municipal open space converted into a public square, bounded on its west side by a possible new public library building.
- (2) Office/residential buildings could complete the other three sides, incomplete in the south where the landscaped New Kingsbury entrance will be part of the square.
- (3) A widened Wilderness Road provides the major access road into the area and the carrying capacity of this road is a critical determinant of the amount of development which can be permitted in the area.

Figure 23 illustrates a similar proposal to 22 except that the public space is bound on its west side by an office building and the library is shown in a new position adjacent to the parking area on the east side of the town hall complex.

Table 1 shows the approximate extent of the various areas concerned.

TABLE 1: HARFIELD ACTION PLAN (SEE FIG. 19)

SITE	SITE AREA = BULK	FOR OFFICES ASSUME 80% USABLE SPACE	OFFICE PARKING ONLY REQUIREMENT	RESIDENTIAL PARKING ONLY REQUIREMENT	ASSUMED 70% OFFICE 30% RESIDENTIAL PARKING
Phase I					
1.	3 200	2 560	77	65	45 + 20 = 65
2.	1 470	1 176	35	30	21 + 9 = 30
3.	3 825	3 060	92	78	54 + 23 = 77
TOTAL PH. I	8 495 m ²	6 796	204	173	120 + 52 = 172
Phase II					
4.	1 295	1 036	31	26	18 + 8 = 26
5.	1 230	984	30	25	17 + 6 = 23
6.	1 920	1 536	46	39	27 + 12 = 39
TOTAL PH. II	4 445 m ²	3 556 m ²	107	90	62 + 26 = 88
TOTAL	129 400 m ²	10 352	311	263	182 + 77 = 258



POSSIBLE DEVELOPMENT

SCENARIO B

FIG 23

The New Kingsbury for example will require improvements to Wilderness Road to ensure efficient operation and through negotiation rather than coercion be persuaded to pay for the improvement. As other developers move into the area they too can contribute to such aspects as improving the public space, parking and road improvement.

The existing residents who would be affected by the proposals cannot be expected to greet this proposal with unadulterated joy but there can be no doubt that the proposals already occurring have significantly increased property values discussed in Section 5.3.

The acquisition of seven properties would enable the two most significant and suitable areas for redevelopment to proceed. It is possible that the number of homes in the area could be increased by redevelopment without a reduction in amenity. It would, however, be a different form of home. It would be possible to erect buildings housing medical practices, professional offices and apartments would enjoy outstanding views of the mountains, excellent transport links as well as close proximity to Claremont.

Residents who do not wish to see their properties sold would not necessarily be adversely affected. As mentioned earlier the properties along Harfield Road would not be affected unless they changed their use in which case they should be required to take access off Wilderness Road.

The properties in Wilderness Lane are least affected by the proposals and the main effect on them will be increased traffic along Wilderness Road.

Thus, although the increased density of the area will increase traffic, it will also meet a very real need for medical and professional offices and we have no doubt that the redevelopment of the area will proceed rapidly if Council agrees to allow new development to occur.

It is not recommended that the area be rezoned but that developers who wish to develop the area should enter into negotiations with Council to ensure that the rights conferred by Council are exchanged for the most appropriate and environmentally acceptable development. If the area was to be rezoned it might in fact make it more difficult to achieve Councils objectives as rights once granted are not easily removed.

It will also be necessary to frame controls which allow for more than one developer to build on the identified sites although control via negotiation with one developer would be easier to secure.

- f) Traffic signals should not be provided in Harfield and Main Roads as this will encourage higher traffic volumes along this route from Wynberg.
- g) If necessary speed bumps could be considered along Harfield Road to discourage through traffic as has successfully been done in Wolfe Street Wynberg.
- h) No other changes are necessary on Harfield Road.

6.3 Wilderness Road

As discussed earlier Wilderness Road is proposed as the main traffic route for the contained part of the study area. Consideration was given to linking this road through to Harfield Road as provided for in the existing Zoning Scheme. (See Appendix 3 for brief review of the Claremont by-pass proposal). This link would be costly to provide and would undoubtedly attract more through traffic to the detriment of the entire residential area south of Harfield Road as well as the area between Bath and Harfield Road.

6.4 Existing Zoning Scheme Proposals

It is strongly recommended that the existing Zoning Scheme proposals be scrapped in their entirety including the proposed link to the Claremont by-pass scheme.

Wilderness Road requires improvement by provision of pavements, parking embayments and a widened carriageway. Specific details of this proposal are contained in the traffic planners report. These improvements will meet fully the requirements of the study area.

8.0 SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

8.1 Existing situation

Conclusions

1. The study area is in a state of transition due to its strategic location and the suitability of its residential properties for medical practices.
2. General Residential Zone R5 has not attracted developers of flats because of its relatively low density and large site requirements.
3. The 1987 rezoning of the Kingsbury Nursing Home accelerated a cycle of land use changes from medical to residential.
4. The Council owned land in the study area is underutilised but has valuable potential for public purposes.
5. Medical services have found the area attractive and the new proposals will make it even more attractive.
6. Traffic in along Harfield Road is not heavy except for brief periods during peak hours when through traffic significantly contributes to the load (53%).

8.2 The New Kingsbury Application

Conclusions:

1. The New Kingsbury application is twice the site area of the 1987 proposal and three times its floor area and provides for a 126 bed hospital not previously proposed.
2. Parking is increased from 60 bays to 143 with a significantly greater traffic impact and with access on both Wilderness and Harfield Roads.
3. The proposals after amendments requested by Council has produced an environmentally acceptable scheme in scale with and in conformity with the surrounding areas.
4. The negotiating approach of Councils officials has produced significant design improvements and concessions from the developers and provides an important indication of the value of such negotiation.
5. Objections raised focus mainly on traffic, parking, noise and aesthetic objections - the bulk of objections are from the south side of Harfield Road.
6. Most of the traffic concerns of Harfield Road do not arise from the New Kingsbury but from other causes.
7. Of the 28 houses north of Harfield Road only 16 can be said to be affected by the proposal and the main impact would be increased traffic.

Recommendations:

1. No access to be given to the New Kingsbury on Harfield Road.
2. Properties on the north side of Harfield Road to be required to take vehicular access off Wilderness Road wherever this is possible. (On only one property is this not possible). Pedestrian access to be permitted.
3. No parking to be allowed on the north side of Harfield Road unless embayments already exist.
4. New buildings along the north side of Harfield Road to be residential in character and scale and to be set back from Harfield Road as is required by the Zoning Scheme.
5. No medical or professional offices to be permitted south of Harfield Road except in terms of the provisions already made in the Zoning Scheme, ie. special consent of group practices will not be considered south of Harfield Road.
6. Traffic signals should not be provided in Harfield and Main Roads as this will encourage higher traffic volumes along this route from Wynberg.
7. If necessary speed bumps could be considered along Harfield Road to discourage through traffic as has successfully been done in Woolfe Street Wynberg.
8. No other changes are necessary on Harfield Road.

8.4.2 Wilderness Road

Conclusions:

1. No link between Wilderness and Harfield Road should be constructed as proposed in the Zoning Scheme.
2. Wilderness Road should be improved at the cost of the New Kingsbury developers.

Recommendations:

1. Scrap existing road proposals as shown in the City's Zoning Scheme and replace them with a minor widening to meet the areas needs.
2. Negotiate the improvement of Wilderness Road to the cost of the New Kingsbury's developers.

8.5 Policy Considerations

Conclusions:

1. The Zoning Scheme is inflexible and requires revision.
2. Negotiation with developers can produce significant improvements to proposals.
3. There appears to be problems in utilising development contributions by developers in the locations intended, ie. all funding is placed in a central fund.

APPENDIX 1

KINGSBURY NURSING HOME

STATUTORY CONTROL IN CLAREMONT

The Zoning Scheme for Claremont was adopted in the 1950's. It is a fairly rigid system of control basically comprised of the Zoning Map and the Scheme Regulations.

In theory the map of the Zoning Scheme can be altered in response to the dynamics of city and suburban growth; in response to changing needs and functions. However in practice the rezoning procedure is quite inflexible, lengthy, and in areas undergoing much change an inadequate response on its own. Policy guidelines are required to direct change and conservation.

The Zoning Scheme makes provision for certain changes of use of a "lower order" to be dealt with as Special Consent and not requiring the full rezoning treatment - examples of such are schools, creches, restaurants and grouped medical practices in residential areas.

Departures from the provisions of the Scheme further frees up the rigidity of the rules allowing greater diversity and tailoring of buildings and uses to fit the individual circumstances.

CLAREMONT AND CHANGE

There is a degree of uncertainty about growth in Claremont - will the by-pass or inner-relief road be built, and when; when will the development potential of the area between Main Road and the railway line be fully available? Moreover the housing market is sooner or later going to be shaken up with the repeal of the Group Areas Act.

In commenting on a recent rezoning application on the southern edge of Claremont, the City Planner stated in his report to the Town Planning Committee,

" With its seemingly infinite ability to attract investment and development, Claremont is bulging at a few of its seams. What have been very distinct edges to the business centre - Protea Road, Cavendish Street and Grove Avenue, are becoming a little blurred. Even Palmyra Road is losing its residential character".

To date the Council has played a containment policy at the edges of Claremont in the face of continued pressure for business expansion and rezoning applications have been turned down in Grove Avenue, Brooke Street and Cavendish Street. Enquiries about business zoning on the other side of Protea Road and Cavendish Street and on Grove Avenue, Brooke Street, Bowwood Road, Herschell Walk, and Palmyra Road have been strongly discouraged.

However the residential edges are a little blurred by non-residential uses and this is the result of deregulation and lack of enforcement.

Special consent has been allowed for a number of 'home industries', a positive but much abused and difficult to enforce provision in the Regulations, and for doctors' group medical practices. Furthermore one or two temporary departures to allow a change in use have been approved. Illegal businesses sometimes difficult to pick up are a growing problem in the City and the Claremont area is no exception.

The accompanying map indicating recent rezoning applications, departures and special consents is a fairly accurate representation of the situation. However, no survey has been carried out to check illegal uses.

Because of the nature of our Zoning Scheme we have the situation of single dwelling areas of Claremont adjoining a dense business area. There is little subtlety in the mix of uses and densities; no gradation from the single dwelling environment through mixed density residential/business to high density business.

It is recognised that urban sprawl and inefficiency in movement are major problems facing Cape Town and it is policy to support in principle applications for higher density housing. This policy applies very much to Claremont and the southern suburbs in general.

RECENT PLANNING DECISIONS IN CLAREMONT

- | | | |
|---|---|--|
| Brooke Street | - | a recent application for a business zoning for a property with a single storey house was rejected on the grounds that the high density housing on Grove and Brooke should be protected. However a departure was granted to allow business with no residential occupation for a 3 year period after which the situation would be reassessed. |
| Grove Avenue | - | early next year an application to rezone a block of flats to business was refused on the grounds that it would seriously undermine the Grove/Brooke residential pocket. It was argued by the City Planner's Department that it would be preferable to utilize business zoned land east of Main Road before considering the erosion of such an established high density residential area. |
| Bottom of Bowwood Road/
Herschell Road | - | a number of enquiries about non-residential use of houses, but discouraged, and to date only medical uses operating in two or three houses. |
| The southern end of
Claremont | - | the dominant change is from residential to medical use - in particular along Wilderness Road and adjoining the Kingsbury Nursing Home. There are at least two doctors operating non-residential practices from First Avenue on the west side of Main Road. |
| The west side of Cavendish
Street | - | has provided a number of controversial rezoning and departure applications in the past five years. It can be argued that mid block splits in zoning (business/residential) work best, recognising that the activity of the street should naturally relate to buildings on both sides of the street. |

However in Cavendish Street the street is wide and the Cavendish Square building turns its back on the street. Moreover, it has been the fear of the local residents and Councillors, and to some extent in the City Planner's Department, that any businesses allowed to operate in the cottages along the west side of Cavendish Street would represent a 'beachhead' for further expansion into the relatively tight-knit housing to the west.

REFERENCES

TP 473	Protea Road
TP 2530	Vineyard Road, Claremont
TP 1347	Cavendish Street
TP 3367	Erf 58423 Cavendish Street
TP 3418	Erf 54104 Bath Road, Claremont
TP 3549	Erf 55092 Grove Avenue, Claremont
TP 3698	Erf 55056 Brooke Street, Claremont
TP 3579	Erven 54520 and 54566 Herschell Road, Claremont
TP 3498	Erf 55059 Brooke Street, Claremont
B 40544	Protea Road, Erven 96507 and 96511
B 61270	Protea Road



Civic Centre
12 Hertzog Boulevard
PO Box 1694
Cape Town 8000
Telegr: Citiplan
Telex: 52-0966 CEECT SA
Fax: (021) 251 497

Burgersentrum
Hertzogboulevard 12
Postbus 1694
Kaapstad 8000
Telegr: Citiplan
Telex: 52-0966 CEECT SA
Fax: (021) 251 497

Date/Datum: Ms Sorrell
Ask for/Vra vir: 210-2199
Tel: TP 3718/LS
Ref/Verw:

CITY OF CAPE TOWN
CITY PLANNER'S DEPARTMENT
STAD KAAPSTAD
DEPARTEMENT VAN DIE
STADSBEPLANNER

Messrs MLH, Architects and Planners
P O Box 15002
VLAEBERG
8018

Attention: K Sturgeon

Dear Sir

PREPARATION OF AN ACTION AREA PLAN: HARFIELD ROAD CLAREMONT

It is with pleasure that I write to appoint you as consultants to prepare an 'Action Area' Plan for the area bounded by Harfield Road, Bath Road, the railway line and Main Road, Claremont as indicated on the attached plan.

1. SCOPE OF THE STUDY

Due to the pressure for non-residential facilities in this area and the proposed redevelopment of the Kingsbury Nursing Home, there exists a need to formulate a policy framework to guide both private and public decision making on any future development. The framework should address the following:

- 1.1 any proposed landuse changes (including the Kingsbury Nursing Home application); the impact they might have on the adjacent residential area; and the need for measures to ameliorate any negative impacts;
- 1.2 the precedent that non-residential uses might set in the area with specific reference to the residential character along the southern side of Harfield Road;
- 1.3 any proposed increase in traffic in the area with particular reference to the intersection of Main and Wilderness Roads, traffic along Harfield Road and the provision of parking in the area;

I trust that these conditions are acceptable to you. I look forward to receiving your written acceptance of this appointment, subject to the terms of reference outlined above.

Yours faithfully

A handwritten signature in black ink, appearing to be 'Aubrey R.', written over a horizontal line.

CITY PLANNER

APPENDIX 3

THE CLAREMONT BY-PASS/INNER RELIEF ROAD PROPOSALS

INTRODUCTION

Traffic congestion in Claremont Central has been identified as a issue that needs specific attention since the 1960's. Since then, numerous proposals and counter suggestions have been formulated by different interested parties. The extent to which these proposals affect the Harfield Road Action Area Plan, can be briefly reviewed.

THE CLAREMONT BY-PASS

This proposal includes the extension of Stasieweg along Claremont rail station and then to Bowwood Road. A road extension ($\pm$ 15.5 m wide) is also proposed southwards to cross Bath Road and intersect with Wilderness Road in a T-Junction. This would necessitate the widening of Bath Road from its present 4.5 m to about 10.5 m, where it would intersect with the by-pass extension.

It is proposed that Wilderness Road is extended along the railway line to meet up with Harfield Road. This would require the widening of Wilderness Road from its present width of 4.5 m to about 18 m.

The by-pass proposal also includes the widening of Main Road from its present 19.5 m to about 36 m.

The by-pass road reservations was approved by Council on 1970-10-29 and by the Administrator on 1971-08-11.

THE INNER RELIEF ROAD PROPOSAL

In 1984 alternative Claremont road proposals were prepared by the City Planners Department. These proposals do not include the extension of the by-pass towards Wilderness Road and consequently do not affect the Harfield Road Action Area. These proposals were approved by Council but not by the Administrator.

Currently the City Planners Department is preparing revised road proposals in conjunction with the Provincial Roads Engineer. This proposal is to be submitted to the Administrator in order to annul the approved (1970) plan.

The Claremont by-pass is currently a proclaimed main road and features as part of the Zoning Scheme for the area.

Comment:

The Harfield Road Action Area Plan supports the efforts by the City Planners Department to annul the Claremont by-pass proposals. By directing large amounts of traffic through the area and the substantial road widening this would require, further disintegration of the residential fabric would be encouraged.