

5.1.4 Amendment of the Overstrand Growth Management Strategy (2010)

The GMS (2010) investigated the growth and densification potential of the urban areas located within the Overstrand Municipality with due regard to the existing provision of social facilities such as schools, religious facilities and recreational facilities. The GMS (2010) designated the application site for a density of 'Status Quo', which implies that the approved/existing density on the site is supported, which is 63 units per hectare based on the existing approval (May 2005). Application is made for the amendment of the GMS (2010) in terms of the Municipal Systems Act (Act 32 of 2000) to increase the density on the application sites to 111 units per hectare.

The proposed increased density is motivated as follows:

i. Locality of Application Area within Transitional Area between eastern low density area and western high density area

The locality of the application site is embedded within a transitional land use context of existing urban development, which includes a mix of high density residential developments with various income gradients, industrial development as well as community and institutional facilities. There is a defined transitional area from a low density residential character in the Westcliff area towards a high density residential character in the Zwelihle Swartdam Weg area. The mixed uses and high density residential character in the transitional area, as well as the various income gradients provide the ideal opportunity for the development of a well-located high density integrated retirement village.

Figure 5.4 provides a schematic overview of the mixed use character and density transition from east to west, providing the appropriate and suitable context for the proposed high density retirement village development.

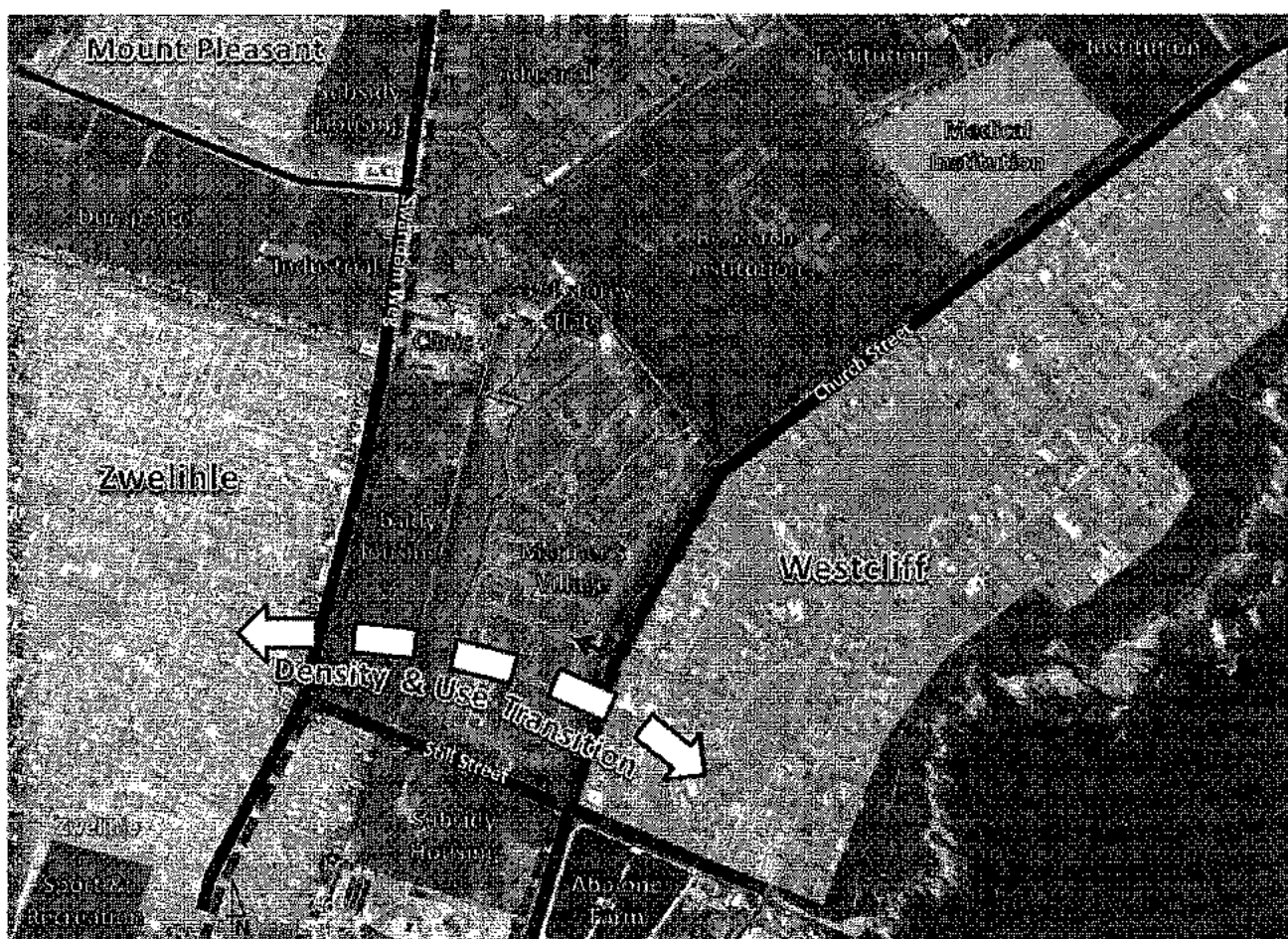


Figure 5.4: Density Transition and mixed use character from East-West



ii. Assessment of Surrounding/Existing Densities – Consistency with Density & Character of Surroundings

In order to understand and motivate the proposed increased density, it is firstly important to have an understanding of existing densities and built form in the immediate surroundings, which is analysed in Figure 5.4.



Figure 5.4: Assessment of Surrounding Densities

From the above-mentioned analyses, it can be concluded that the proposed increased density on the application sites is in fact consistent with the existing and approved densities in the immediate surroundings and will not create a new precedent. On this basis, the proposed amendment of the GMS (2010) to accommodate a density of 96 units per hectare on the application site is in fact supported by the context and surrounding built form, as it clearly indicates existing higher densities in the immediate surroundings.

The proposed density increase is therefore considered congruent and compatible within the context of directly surrounding densities, particularly given the density increase transition from east to west, i.e. from Westcliff to Zwelihle (refer Section i above).



iii. Built Form – Configuration/Implementation of Density

The provision of densified residential development can be established in different ways, namely:

- **High rise buildings**, with increased bulk and height, increasing the density on a small footprint (refer Erf 10308 Hermanus);



Figure 5.5: Existing residential flats on Erf 10308 directly adjacent to the application site

The constraint of this built form is that it is often out of context and has a negative visual impact, especially if it is surrounded by low rise developments, which is in fact the case here. The challenge is to achieve an increased density without 'over-massing' a site, thus taking into consideration surrounding heights, making provision for sufficient landscaping and open spaces and ensuring adequate space for parking and manoeuvre spaces.

- **Small residential erven** with high coverage packed into a site to achieve the maximum number of units on a site, typical to subsidy housing development;



Figure 5.6: Example of typical state subsidy housing development

The impact of this conventional housing development model is regarded as negative due to its lack of variation, continued repetition, impact on services, high land demand, etc. The provision of higher densities can be achieved more effectively by using appropriate increased height, variation, different unit typologies, etc.

- **Advanced/adapted mixed unit typologies** to achieve a higher density, i.e. semi-detached units, duplex units, row houses, etc., contrary to the conventional low density single residential development of a single dwelling on a large cadastral erf.





Figures 5.7 & 5.8: Examples of typical semi-detached residential units & row houses

- **Second Dwellings** on erven to increase densities in existing built up areas, considered as infill densification.

Following the above-mentioned overview of different densification models, it can be concluded that the proposed development utilises a combination of these densification models to establish the proposed high density, namely:

- Create Height (whilst ensuring compliance with the maximum permissible height of 13m on the sites);
- Incorporate variation of unit types (apartments, bedrooms, semi-detached town houses); and
- Design creativity to ensure sufficient landscaping, open spaces, walkways and parking areas.

From the above-mentioned, it can be motivated that the proposed built form of the density proposed provides a most positive densification model, which combines different elements of densification to ensure that the development does not result in the over-massing of the site, nor does it propose a development that will be considered out of context and isolated in its surroundings context.

iv. Site Layout – Adequate Open Space, Landscaping, Parking, etc.

The densification of any residential development should always be subject to the development still complying with the relevant zoning parameters and with the accepted engineering standards, or should include acceptable departures from such parameters. The proposed development complies with the relevant zoning parameters and engineering standards, namely:

- Adequate parking bays (refer requirements specified in TIA);
- Provision for refuse removal yards;
- Lower than/equal to maximum permissible height;
- Lower than maximum permissible coverage and Bulk provisions;
- Comply with building lines (with the exception of 1 departure for an internal side building line departure);
- Sufficient open spaces, gardens and landscaped areas.

Following the above, it can be concluded that the proposed amendment of the GMS (2010), to provide an increased density of ± 96 units/hectare on the integrated application site, can be supported for approval, as it is consistent with existing densities in the directly surrounding area, is consistent with the transitional mixed use character of the area, will not have a negative impact on surrounding properties, complies with the general zoning parameters of the sites, and incorporates adequate space to accommodate all engineering services, open spaces as well as vehicular manoeuvre spaces required to support/service the proposed development.



Note: This application also include amendment of the Overstrand SDF (2006) in terms of the relevant sections of the Municipal Systems Act (Act 32 of 2000), as the afore-mentioned policy indicates the application area for industrial development purposes. However, the residential rights of Mariner's Village were established prior (2005) to the approval of the SDF (2006), as such the land should in fact have been designated for residential/urban development purposes. The amendment of the SDF (2006) is considered as a regularisation of the existing approved land use situation, and is not consider a significant change to the SDF (2006) designations, as the more recent policies (GMS, 2010 and IDF, 2013) has in fact indicated the area as a residential area.

5.1.5 Parking Departures

The proposed retirement village development proposes a reduced parking ratio than the parking requirements specified in Section 17.1 of the Overstrand Zoning Scheme (2013), as follows:

	ZONING SCHEME REQUIREMENTS	PROPOSED PARKING RATIO	COMPLY
Flats	1.5 bays per 1 bedroom dwelling unit 2 bays per 2 and more bedroom dwelling units	1 bay per bedroom	Departure
Town Houses	1 bay per dwelling unit plus 1 bay per dwelling for visitors	1 bay per bedroom	Departure
Retirement Home	1 bay per bedroom plus 0,25 bays per frail care bed	1 bay per bedroom Plus 0.25 bays per frail care bed	✓
Consulting Room	6 bays per 100m ² GLA	4 bays per consulting room	✓

Table 5.6: Parking Requirements (Overstrand Zoning Scheme, 2013)

The motivation for the reduced parking ratio indicated in Table 5.6 is based on the nature of the proposed development being a retirement village. Vehicle ownership and trip generation is generally low in retirement villages, as many residents scale down, are potentially physically impaired or have no desire to use private vehicles. Shuttle services and medical shuttles are often offered to residents in retirement villages and homes to provide the residents access to nearby facilities and amenities.

The proposed development makes provision for 312 parking bays in total, which is more than the minimum number of parking bays of 300 bays, calculated in the attached TIA (DECA, 2015). Therefore, although a parking departure is required from the zoning scheme specifications, the total number of bays provided for in the development is regarded as more than sufficient to accommodate the proposed retirement village development. The Overstrand Zoning Scheme (2013) makes provision for a retirement home with a parking ration of 1 bay per bedroom, and the proposed development fully complies with this requirement.

5.1.6 Consent Use

The proposed application includes application for consent use on Erven 10527, 10529, 10530 & 10532 Hermanus to development a retirement village on these properties. A consent use has already been approved on Erf 10528 Hermanus (refer approval 2013).

The proposed retirement village development will fit into its surrounding character very well, as it is located within an established secured residential estate, which provides an ideal locality in terms of locality and existing infrastructure to accommodate the proposed retirement village. Furthermore, the retirement village will present an ideal opportunity within the residential retirement village market, as it is well-located and within easy access of existing amenities and facilities within the quaint sea-side town of Hermanus.

The proposed consent use application for a retirement village development on the application sites is considered consistent with the residential character of the surrounding area and will have no negative impact in its surrounding context.



5.2 DESIRABILITY CRITERIA

Section 36 of the Land Use Planning Ordinance stipulates that applications may only be refused if it lacks desirability or if it impacts negatively on existing rights. Furthermore, the ordinance prescribes that, when a decision is made, regard must be had to the health, welfare and safety of the community, and the built and natural environment.

The development as proposed in this document meets the following desirability criteria:

i. Character of the surrounding area & impact on existing rights

The application area is located adjacent to and amongst existing, established high density developments (refer Section 5.1 above). The surrounding area is characterised by high density developments, including a high rise (3-4 storey) block of flats, various subsidy housing developments and existing low income development in Zwelihle. The proposed integrated residential retirement village is considered consistent with these surrounding densities and urban character, and will not be out of context. As discussed in Section 5.1.4 above, the application site is located within an east-west density transitional area between Westcliff and Zwelihle, which is characterised by a mix of uses, i.e. commercial, industrial, institutional and high density residential uses, and in our opinion, the proposed high density integrated retirement village is fully consistent with the character of the transitional area.

Furthermore, the proposed retirement village will establish a range of opportunities that respond most positively to the different needs and demands in the specific market. The Mariner's Village Home Owners Association issued a letter of support for the proposed development, which is an indication that the proposed development will contribute positively to the surrounding environment. On this basis, it is our considered opinion that the proposed development will not impact negatively on existing rights of surrounding land owners and that the proposed development is compatible with the character of the surrounding residential areas.

ii. Consistent with Spatial Planning Policy Objectives

The proposed development is fully consistent with the broad provincial and local spatial planning objectives, namely:

- Provide densified and intensified mix use development within land use transition areas and within existing urban areas;
- Restrict the impact of development on environmental resources by firstly focussing development within the existing boundaries of the built up area, rather than allowing sprawl of development into the rural hinterland, natural and agricultural resource areas;
- Establish developments at highly accessible locations;
- Promote development that will result in employment opportunities, social cohesion and economic growth.

Notwithstanding the compliance of the proposed development with the afore-mentioned overarching spatial objectives, the proposed development requires a minor amendment to the Overstrand Growth Management Strategy (2010), as it is not fully consistent with the site specific density designation provided for in the current policy plan. The proposed amendment of the GMS (2010) is motivated in Section 5.1.4 above.

The amendment to the density policy for this specific site will contribute most positively towards achieving the overarching policy objectives, as it will provide higher density residential



opportunities in a well-located area, nearby existing community facilities and amenities and within an existing built up urban area.

iii. Safety and Welfare of the community

The safety and the welfare of the community will at all times be prioritised during the implementation and operational phases of this proposed project. In fact, it is envisioned that the proposed development will assist in enhanced safety and security for the surrounding areas, as the site will be developed, as opposed to vacant, contributing positively to achieving a sustainable transition use area between Westcliff in the east and Zwelihle to the west of the application area. The development will contain internal security measures, and will be included within the existing security perimeters of the Mariner's Village Estate.

Furthermore, the development will link with existing roads and infrastructure that in turn provide access to economic opportunities that could potentially contribute to enhance the welfare and livelihoods of the residents of the local communities.

5.3 CONCLUSION

When taking the above-mentioned motivation and desirability criteria into account, it can be concluded that the proposed integrated residential retirement village development is consistent with these criteria and can therefore be motivated and recommended as a desirable development proposal.

Furthermore, it is our considered opinion that the proposed development, as per this application, is based on a thorough understanding of and response to the site conditions and surrounding local context, and that the proposed development illustrates a positive response to its context.



SECTION 6 CONCLUSION AND RECOMMENDATION

6.1 CONCLUSION

The application, as motivated in this report, provides an excellent opportunity for a well-located retirement village development. The application site can be regarded as a desirable location for the proposed development due to its locality within the urban edge, its designation for urban development purposes, the fact that the site is already disturbed, and an infill site. The development will further integrate well with existing uses in its surrounding urban environment.

The desirability of this proposal can further be motivated through the following considerations:

- The application sites have **existing approved residential rights**, and this application is now only for amendments to these existing rights;
- The site development plans and development concept have been refined to **respond positively to the surrounding context of the site** and would not impact negatively on existing surrounding property rights;
- The development proposal duly took note of and **incorporated the most current spatial planning informants**, i.e. urban edge, transport network, services infrastructure, etc.
- The proposed development will have **no impact on environmental resources**;
- The proposed development is **consistent with development trends** of the immediate surroundings; and
- The proposed development is **consistent with** current national, provincial and local **spatial policies**.

When taking the aforementioned motivational report into account, it is our considered opinion that the proposed integrated residential retirement village development will not have a negative impact in its surrounding spatial context.

6.2 RECOMMENDATION

Given the aforementioned, the following application can be **recommended for approval**:

- **Amendment of the Approval Conditions** (refer Approval Letter, dated 25 May 2005) to allow 319 residential units on the above-mentioned 5 General Residential erven, in lieu of 180 units, in terms of Section 42 of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985);
- **Amendment of the Approval Condition 4(a)** (refer Approval Letter, dated 25 May 2005) to allow a maximum height for a storey from finished floor level to finished floor of 3.25m in lieu of 2.6m on the above-mentioned 5 General Residential erven, in terms of Section 42 of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985);
- **Amendment of Approval Condition 1(d)** (refer Consent Use Approval Letter, dated 13 December 2013), relating to Erf 10528 Hermanus, to allow approval of a new set of Site Development Plans for the Frail Care on Erf 10528, in lieu of the previously approved plans 1A, 1B, 1C, 1D and 1E (2013);
- **Amendment of the Approved Site Development Plan** for Erf 10528 Hermanus in terms of Section 42 of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985);



- **Approval of Site Development Plans** for erven 10527, 10529, 10530 and 10532 Hermanus in terms of Section 42 of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985);
- **Departure from the parking requirements** specified in Section 17.1 of the Overstrand Zoning Scheme (2013), in terms of Section 15 of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985), to provide a parking ratio of 1 bay per bedroom, in lieu of 1.5 and 2 bays respectively for all the proposed 1 and 2 bedroom units and town houses on erven 10527, 10529, 10530 & 10532 Hermanus;
- **Departure from Section 6.4.2 (d) of the Overstrand Zoning Scheme (2013)**, in terms of Section 15 of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985), to provide a **0m side building line** on Erf 10529 and 10528 in lieu of 4.5m; and
- **Consent Use application** in terms of Section 2.2 of the Overstrand Zoning Scheme (2013) to **establish a retirement village development** on Erven 10527, 10529, 10530 & 10532 Hermanus, as specified in Section 6.4.1 (b) of the Overstrand Zoning Scheme (2013);
- **Amendment of the Overstrand Growth Management Strategy (2010)** to provide a gross residential density of **96 units per hectare** in lieu of the designated density of '*status quo*', in terms of the Municipal Systems Act (Act 32 of 2000), and
- **Amendment of the Overstrand SDF (2006)** in terms of the relevant sections of the Municipal Systems Act (Act 32 of 2000), to change the incorrect designation of the application area from industrial to residential/urban development.

