



Eco Route

ENVIRONMENTAL CONSULTANCY

REGISTRATION NO. 1998/031976/23

DR. COLLEEN EBERSOHN

PhD Univ. Pretoria

Cell: 072 222 6013

email: ebersohn@cyberperk.co.za

MS. JANET EBERSOHN

BSc. Hons. Environmental Management

Cell: 082 557 7122

e-mail: janet@ecoroute.co.za

Appendix K: Draft BAR – Need and Desirability (Motivation Report) **PROPOSED MEDIUM TO HIGH DENSITY RESIDENTIAL DEVELOPMENT ON RE / ERF 2074, MARINE WAY, BITOU LOCAL MUNICIPALITY, WESTERN CAPE**

REMAINDER OF ERF 2074
PLETTENBERG BAY

REZONING MOTIVATION REPORT



TABLE OF CONTENTS

1.	Introduction	1
2.	Property Information	1
	2.1 LOCALITY	1
	2.2 PROPERTY DESCRIPTION.....	2
	2.3 BACKGROUND.....	2
	2.4 SITE CHARACTERISTICS	3
	2.4.1 TOPOGRAPHY	3
	2.4.2 VEGETATION.....	4
	2.4.3 FAUNA	5
	2.4.4 AQUATIC BIODIVERSITY.....	6
	2.4.5 SOIL.....	7
	2.4.6 IMPROVEMENTS.....	7
	2.4.7 SERVITUDES AND OTHER RESTRICTIONS.....	7
3.	Proposal	8
	3.1 DEVELOPMENT CONCEPT.....	8
	3.2 THE DEVELOPMENT FOOTPRINT	9
	3.3 ACCESS.....	9
	3.4 DENSITY	11
	3.5 PROPOSED REZONING	11
	3.6 ENGINEERING SERVICES.....	12
	3.6.1 Water.....	12
	3.6.2 Sewerage	12
	3.6.3 Stormwater	13
	3.6.4 Electricity.....	13
	3.6.5 Solid Waste Removal.....	14
4.	Need & Desirability.....	14
	4.1 NEED	14
	4.1.1 THE NEED FOR AFFORDABLE HOUSING.....	14
	4.1.2 SOCIO-ECONOMIC NEED OF THE LARGER COMMUNITY	16

4.2 DESIRABILITY OF THE SITE TO ACCOMMODATE THIS DEVELOPMENT.....	16
4.2.1 PHYSICAL SITE CONSTRAINTS AND OPPORTUNITIES.....	17
4.2.2 COMPATIBILITY WITH THE SURROUNDING AREA	17
4.2.3 COMPATIBILITY WITH APPLICABLE FORWARD PLANNING DOCUMENTS	19
4.2.3.1 National Development Plan (NDP 2030)	19
4.2.3.2 Western Cape Provincial Spatial Development Framework 2014.....	20
4.2.3.3 Bitou Spatial Development Framework 2021	20
4.2.4 COMPLIANCE WITH SPLUMA DEVELOPMENT PRINCIPLES.....	22
4.2.4.1 Spatial Justice	23
4.2.4.2 Spatial Sustainability	23
4.2.4.3 Spatial Efficiency.....	23
4.2.4.4 Spatial Resilience and Good Administration	23
4.3 POTENTIAL IMPACTS	23
4.3.1 ECOLOGICAL IMPACT	24
4.3.2 VISUAL IMPACT	25
4.3.3 TRAFFIC IMPACT.....	27
4.3.4 IMPACT ON EXISTING SERVICE INFRASTRUCTURE	27
4.3.5 HERITAGE IMPACT.....	28
4.3.6 SOCIAL ECOMOMOC IMPACT.....	30
4.3.7 SAFETY AND SECURITY	30
5. Summary	31

LIST OF PLANS

Diagram 1: Locality Plan

Diagram 2: Aerial Photo

Diagram 3 Zoning Map

Diagram 4: CBA & ESA Map

Diagram 5: Land Use Map

Diagram 6: Surveyed Contour Plan and Slope Analysis

Diagram 7: Terrestrial Biodiversity Map

Diagram 8: Constraints Map and development footprint

Diagram 9: Concept Plan

LIST OF ANNEXURES:

Annexure A: Power of Attorney and Company Resolution

Annexure B: Title deed

Annexure C: SG Diagrams

Annexure D: Conveyancer Certificate

Annexure E: Civil Engineering Report

Annexure F: GLA Bulk Services Report

Annexure G: Electrical Report and GLA Bulk Report (in progress)

Annexure H: Traffic Impact Assessment

Annexure I: Thulana Hill conditions of approval (Erf 2073)

Annexure J: Terrestrial Biodiversity Assessment

Annexure K: Terrestrial Animal Species Specialist Report

Annexure L: Aquatic Compliance Statement

Annexure M: Previous Heritage Assessment (2005)

Annexure N: Cape Nature Comment on Draft BAR

Annexure O: Basic Assessment Report (in progress)

Annexure P: Environmental Management Plan

1. Introduction

Planning Space has been appointed by Duinesand (Eiendoms) Beperk (See Power of Attorney and Company Resolution attached as **Annexure A**), the owner of the Remainder of Erf 2074 Plettenberg Bay, to submit an application for the Rezoning of the land from “Agriculture Zone I” to “General Residential II”, in terms of the provisions of the Bitou Municipality: Land Use Planning By-Law.

2. Property Information

2.1 LOCALITY

The property is situated in the Bitou Municipal area, in Plettenberg Bay (See Diagram 1: Locality Plan). The property can be accessed directly from Marine Drive which connects with the N2. The site is approximately 450m east of the Marine Drive/N2 intersection and approximately 1km from the Plettenberg Bay Central Business District (CBD).



Figure 1: Extract indicating the locality of the subject property.

2.2 PROPERTY DESCRIPTION

Title Deed Description	Remainder of Erf 2074 Plettenberg Bay
21 Digit code	C03900080000207400000
Title Deed Number	T54527/1981
S.G. Diagram Nr	S.G 1693/1901
Title Deed Restrictions	None, relevant to the application: A Conveyancer Certificate dated 2006 confirms that there are no restrictions in the current Title Deed that will prohibit residential development on the property.
Servitudes	None
Property Size	6.2ha
Property Owner	Duinesand (Eiendoms) Beperk
Bonds	None
Zoning	Agriculture Zone I in terms of the Bitou Zoning Scheme By-Law
Land Use	Rural Residential

2.3 BACKGROUND

The property is one of the last remaining Agricultural smallholdings set within the urban fabric of Plettenberg Bay. The property has been in the ownership of the current owners/family since 1981. There is an old farmhouse and outbuilding on the site that is likely to be older than 60 years.

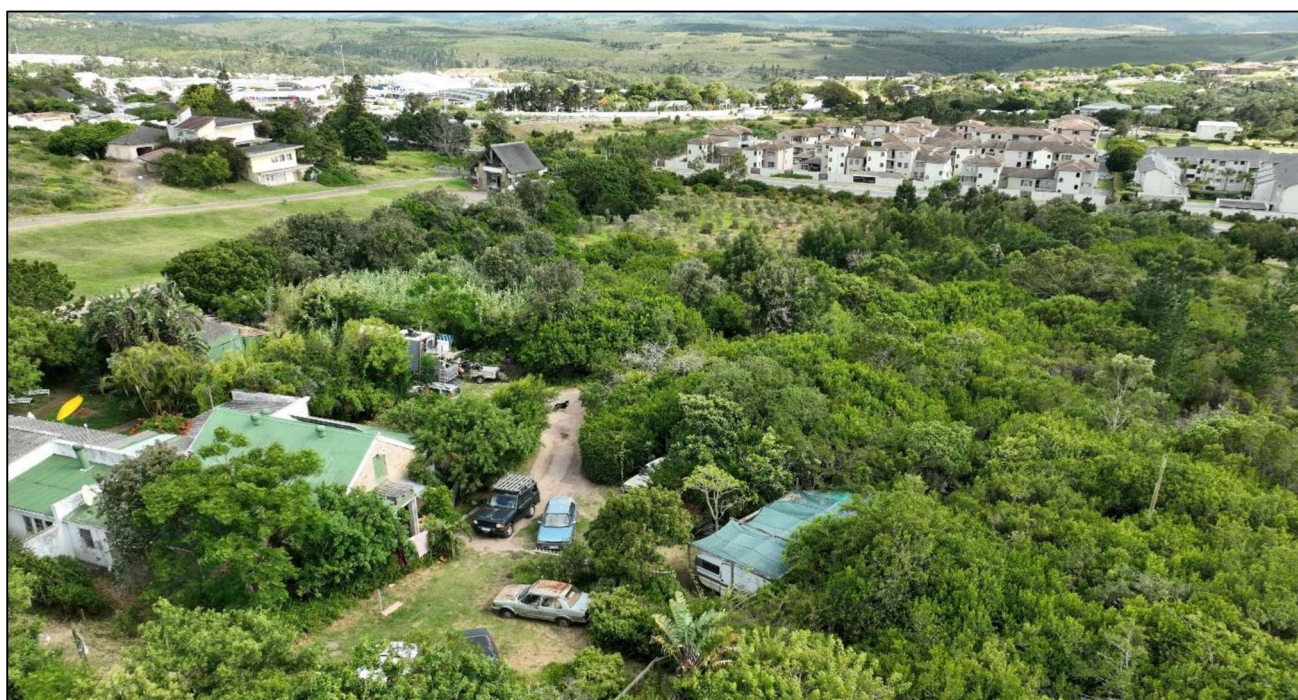


Figure 2: Old Farmhouse and outbuilding.

Photographic evidence suggests that the property has been under cultivation since 1938. Currently, the land is not being actively farmed. However, remnants of its agricultural past, such as an olive grove and protea orchard, still exist, though they are not maintained.

In 2006, an application for the rezoning and subdivision of the land into 32 Single Residential Erven, 1 General Residential Erf, Open Space, and Streets, was submitted to the Plettenberg Bay Municipality. For reasons unknown, the application process was never concluded.

In August 2012, an application was made for a second dwelling which allowed a new house to be constructed in the southern portion of the site. The application was approved, and the house construction commenced but was never completed. Remnants of the building footprint and access road still exist.

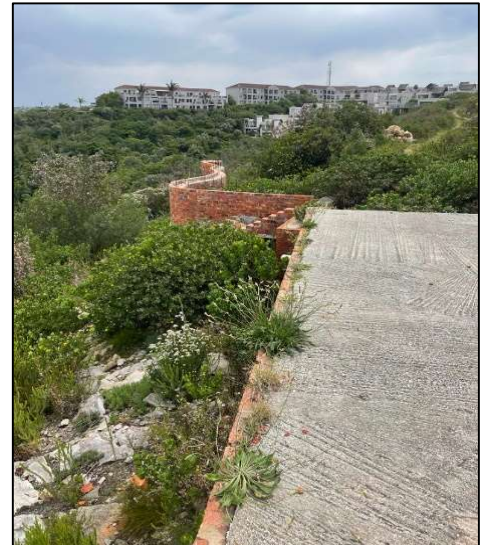


Figure 3: Remains of additional dwelling.

2.4 SITE CHARACTERISTICS

2.4.1 TOPOGRAPHY

The northern portion of the property has an even gradient sloping in a northern direction toward Marine Drive. The middle section of the property is very even with a slight western slope. The southern section of the site slopes in a southwestern direction toward the Piesang Valley and is very steep.

A detailed Contour Plan and Slope Analysis was prepared by Shaun McMillan and is attached as Diagram 6 and Figure 4.

The slope analysis indicates that the entire northern and central section of the site has a gradient of less than 25% and is therefore suitable for development. Development on steep slopes with a gradient $> 1:4$ is in general not supported due to erosion and stability concerns. Only the steep cliffs in the southern portion of the site are not suitable for development. This section (indicated as pink in the adjacent Figure 4) measures about 1ha in extent.

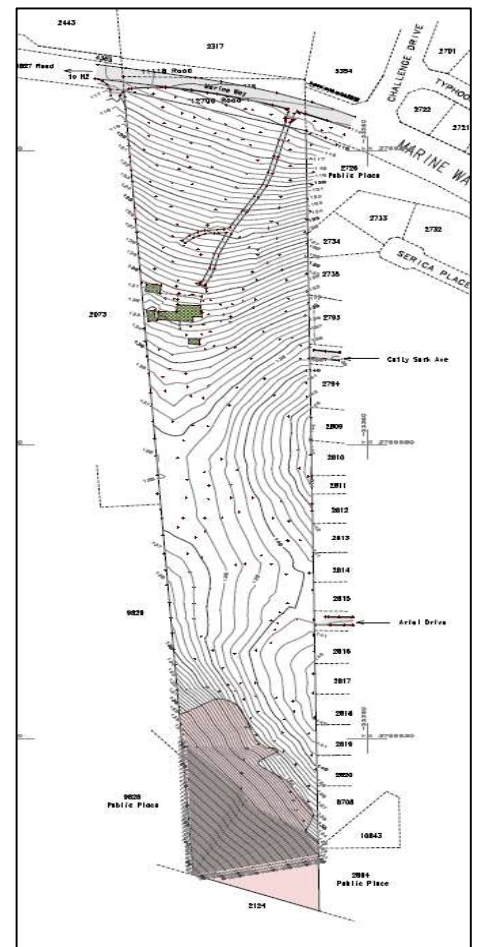


Figure 4: Contour Plan.

There are no mapped water courses within the boundaries of RE/2074. However, according to the Aquatic statement from Confluent Environmental, there is a non-perennial drainage line flowing south on the neighbouring property to the west, which connects with the Piesang River.

2.4.2 VEGETATION

Historically the vegetation on the site has been disturbed since 1938 until the present by various activities, including small-scale agriculture, the introduction of alien vegetation, vegetation clearing as well and the construction of the farmhouses and associated infrastructure.

Confluent Environmental was contracted by Eco Route to undertake a specialist assessment of the botanical and terrestrial sensitivity of the Remainder of Erf 2074. The Terrestrial Biodiversity Assessment is attached as Annexure J. The report confirms that Erf 2074 contains a complex mixture of vegetation and ecosystems, ranging from highly modified and transformed, to near-natural fynbos. The fynbos on the Erf is only in the southern section of Erf 2074 and are classified as South Outeniqua Sandstone Fynbos, which is least threatened.

The site's ecological importance has been determined by the specialist and is reflected in Figure 5 below. Most of the site has “very low or low” ecological importance while the identified fynbos area has a medium ecological importance.

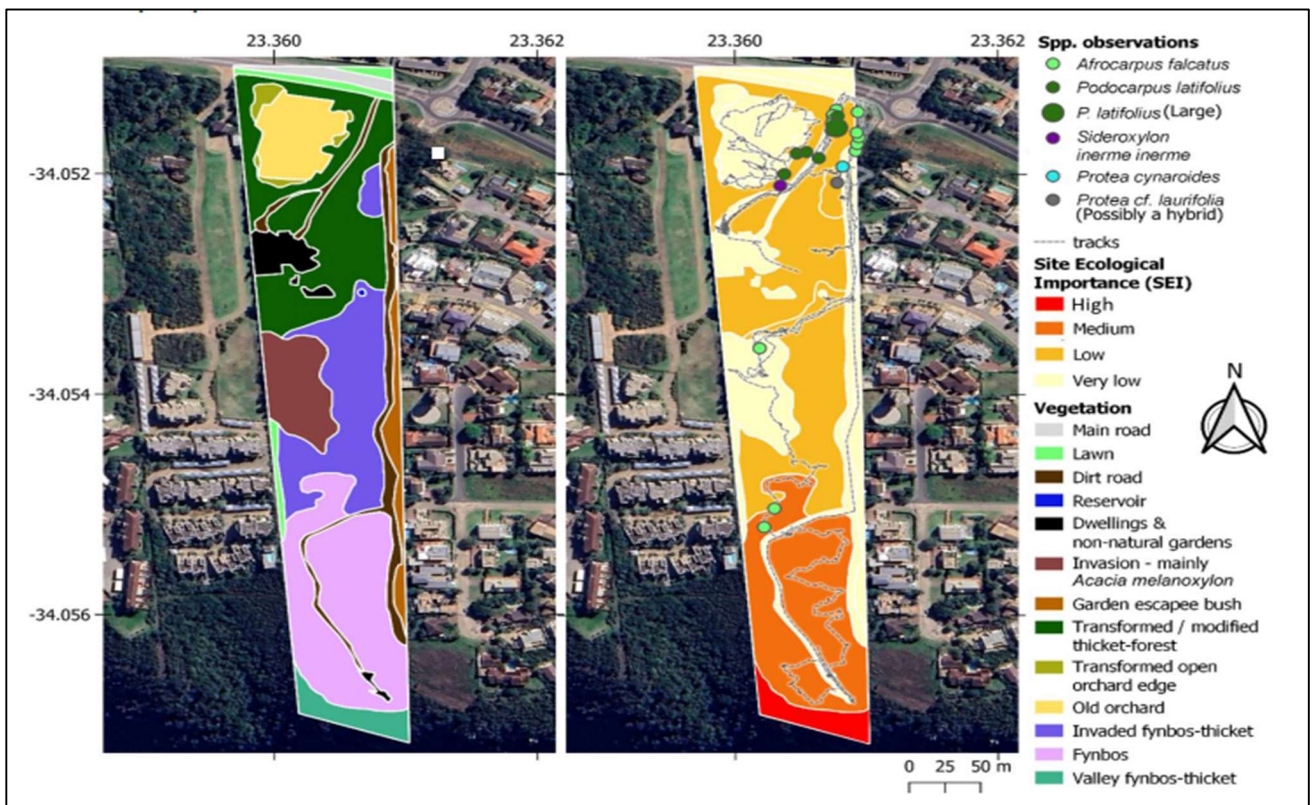


Figure 5: Vegetation map and Site Ecological Importance.

The Biodiversity Spatial Plan for the Western Cape (WC BSP) excludes the majority of the Remainder of Erf 2074 from the conservation planning areas (Figure 6). Only the southernmost section of the site, i.e., the valley and a section of the fynbos habitat on the site, is mapped as a terrestrial Critical Biodiversity Area (CBA1).

The only connectivity to a wider natural area is along the southern boundary of the site where it connects to the valley below.

The Basic Assessment Report prepared by Eco Route Environmental Consultants recommends that the development should avoid the southern section of the site – which contains the most pristine vegetation and the steep slopes. It is proposed that the mapped CBA line as indicated in Figure 6 be used to limit the southern extent of the development footprint.



Figure 6: CBA Map.

2.4.3 FAUNA

Confluent Environmental Pty (Ltd) was appointed by Eco Route to provide Terrestrial Animal Specialist inputs to inform the Environmental Authorisation process for the planned housing development on Erf 2074. The Report is attached as Annexure K.

The report contains a detailed impact assessment and mitigation measures that will be incorporated into the Environmental Management Plan. The report acknowledges that the site has many historical and current disturbances. Despite this, the property is regarded as one of only a few natural spaces in an urban area, and it likely serves as a refuge for many animal and plant species, especially the area in the south designated as fynbos habitat in the vegetation assessment.

The specialist provided a list of “Species of Conservation Concern” (SCC) that may occur on the site and provided details on their likely habitat, breeding, and feeding habits. The site was physically assessed on 3 different occasions and none of the SCC or evidence of their occurrence were found during the site visits. Following a precautionary approach the report recommends that the development be pulled back from the fynbos area. It is, however, noted that the precedent set by neighbouring properties in this landscape is consistent with the CBA1 boundary as outlined in the WCBSP and it is recommended that the development be pulled back to comply with the position of the CBA line. This approach has also been proposed by Cape Nature in a letter dated 13 August 2024 attached hereto as Annexure N.

This is also confirmed in the recommendation made by the Independent Environmental Consultants that prepared the Assessment Report for consideration by DEADP.

2.4.4 AQUATIC BIODIVERSITY

The property is situated in a catchment area of the Piesang River and the Aquatic Biodiversity sensitivity for RE/2074 was therefore identified as Very High according to the DFFE Screening Tool. For this reason, Confluent Environmental Pty (Ltd) was appointed by Eco Route Environmental Consultancy to conduct an aquatic assessment for a proposed residential. The Report is attached as an Annexure L.

The Report confirms that the site has no watercourses or wetlands within its boundaries. The property is located on a watershed with approximately half of the property draining to the north and the other half draining to the south. The northern drainage would indirectly drain to the Keurbooms River via stormwater in urban areas, while the southern drainage would drain more directly to the Piesang River via a non-perennial drainage line flowing south on the neighbouring property to the west which connects with the Piesang River.



Figure 7: Drainage Line and buffer on the adjacent property.

The Report recommends a **48m** buffer for the adjacent drainage line. For the most part, this buffer is aligned with the southwestern boundary of RE/2074, but a small area intrudes into the property boundary near the corner of the property (refer to Figure 7).

Stormwater management has been identified as an important consideration due to the proximity of this drainage line. Although the planned development footprint will include the southern section of the watershed or any potential impacts to the drainage line on the neighbouring property or the Piesang River can be effectively managed to minimise any negative impact.

The Stormwater Management Plan must be based on implementing SUDS-type stormwater management systems to encourage water infiltration, improve runoff quality, and minimise runoff velocities throughout the proposed development. The project Engineers proposed in the Engineering Services report that The City of Cape Town norms for SUDS will be adopted for this project. The attenuation criteria are that stormwater be detained to reduce the post-development runoff rates not to exceed the pre-development rates for the 1 in

10-year and 1 in 50-year return storm intervals. This will include vegetated swales along the eastern boundary and permeable paving.

2.4.5 SOIL

The soil conditions of the site have not been investigated yet. The generally observed geology of the site is mostly sandstone with relatively nutrient-poor sandy soil and poses no risk for development.

2.4.6 IMPROVEMENTS

There is an existing farmhouse that may be older than 60 years and some outbuildings on the site. It is the intention to preserve the original farmhouse and to use it as a communal facility on the planned estate.



Figure 8: Existing Farm House on the property.

The building footprint of the additional dwelling in the southern section of the property will be preserved and can be used as a lookout point or viewing deck for residents. The gravel road that leads to this footprint will be maintained as a walking trail providing access to the viewing deck.

2.4.7 SERVITUDES AND OTHER RESTRICTIONS

There are municipal services along the eastern boundary of the property. The exact position of the services is unconfirmed, but indications are that they are within the 3m building line. A servitude will be registered to protect these services once the municipality has indicated the correct position.

Marine Drive Road reserve traversed through the northern section of the property and was subdivided off the Remainder of the property in 2013 (Unregistered Erf 12706 measuring $\pm 2963\text{m}^2$).

Presently there is an ongoing dispute that involves access to the Thulana Hills development situated on the adjacent Erf 2073, directly to the west of the Remainder of Erf 2074. Temporary access to Thulana Hills was

approved directly from the N2 but the municipality set a condition that requires that Phase II of the Thulana Hills development must derive access to and egress from the development over the Remainder of Erf 2074, to connect to the traffic circle to the east of the Remainder of Erf 2074, without the owners of the Remainder of Erf 2074 consenting to such arrangements. There is also a further condition to the approval of the Thulana Hill development [Condition 2 (j)] of the rezoning approval dated 23 March 2007, which requires that “the cost of incurring for the construction of the circle be proportionally reimbursed by the owner of the Remainder of Erf 2074 as and when this property is developed” (bearing in mind that the developer of Erf 2073 will in return be responsible for the land and the construction cost to provide a road via the Remainder of Erf 2074).

To date, the matter has not been resolved, but with the planned development on the Remainder of Erf 2074, there is an opportunity to finally resolve the issue. Presently the communication with the owner of Erf 2073 is ongoing and an agreement will be reached. The layout makes provision for a 6m access servitude over Erf 2074, parallel to Marine Drive. The access design will be done by a qualified Traffic Engineer and will eventually be protected by way of an access servitude, once all the financial implications and responsibilities of each land owner and the municipality have been clarified and quantified.

3. Proposal

3.1 DEVELOPMENT CONCEPT

The aim is to develop a medium/high-density residential development that caters to an identified need for affordable residential units for the middle-income bracket. The preferred Concept Proposal includes about ±228 2 and 3-bedroom apartments in 3-storey buildings. Each unit will be between ±100m² and 130m² in size.

The intention is to have 3 or 4 phases that can be developed as the market demands. A certain level of flexibility in design is required to allow the development to respond to a changing market. It is proposed that a phased plan and individual Site Development Plans be submitted to the Local Authority for each phase. The proposal currently on the table presents the maximum number of units that can be achieved taking into account the site characteristics, position of the existing structures and infrastructure, development parameters of the Zoning Scheme, as well as parking and access requirements.

The purpose of this application is to change the zoning from “Agriculture Zone I” to “General Residential II” which allows for the development of flats and to set conditions in terms of density, environmental no-go areas, and access that will inform the detailed Site Development Plans to be submitted. At this stage, the application

does not entail the approval of a detailed SDP or the further subdivision of the land that will allow a phased implementation as this will follow as part of the implementation phase.

3.2 THE DEVELOPMENT FOOTPRINT

3.3 The biophysical site characteristics described in Section 2.4 determined the development footprint. The site poses very limited constraints. In summary, the following site constraints were identified during the environmental assessment of the property and excluded from the development footprint:

- Steep slopes in the southern area.
- Sensitive fynbos vegetation in the southern area.
- Services along the eastern boundary line.
- Access consideration to Erf 2073.
- Access from the constructed traffic circle on Marine Drive.
- Existing farmhouse (heritage implications).

The developed footprint (yellow area indicated in Figure 9, measures ± 4.8 ha (also see Diagram 8 attached hereto). The proposal permits more than 1.4 ha of conservation area along the southern slope of the land that will tie in with the existing green belt along the Piesang Valley.



Figure 9: Proposed Development Footprint.

3.3 ACCESS

The site access will be from the traffic circle at the intersection of Challenge and Marine Drive which was originally constructed to accommodate the access requirements of the development of Erf 2073 and the Remainder of Erf 2074. The layout also makes provision for Erf 2073 to gain access over the Remainder of Erf 2074 (see conditions of approval for the Erf 2073 attached as Annexure I).

Access via the circle is possible over an access servitude that was registered over Erf 1726 (Public Place), see Diagram 6325/2008 attached as Annexure C.



Figure 10: Access Servitude to access the circle.

Compliance with access design recommendations contained in the Traffic Impact Assessment Report (Annexure H) may result in a slight encroachment over the provided servitude, but this can be addressed at the final design stage.

As recommended in the Traffic Impact Assessment, access control gates to the development on Erf 2074 will be configured with a minimum of two entry lanes set back a minimum of at least 20m from the Erf 2073 access road so that entering vehicles do not block access to Erf 2073.

Additional secondary access points to the municipal road network to the east via Cutty Sark Avenue and Ariel Drive will be provided for use should an emergency arise in the complex compromising the main access onto Marine Way.

The internal road network will be privately owned and will consist of landscaped lanes and parking.

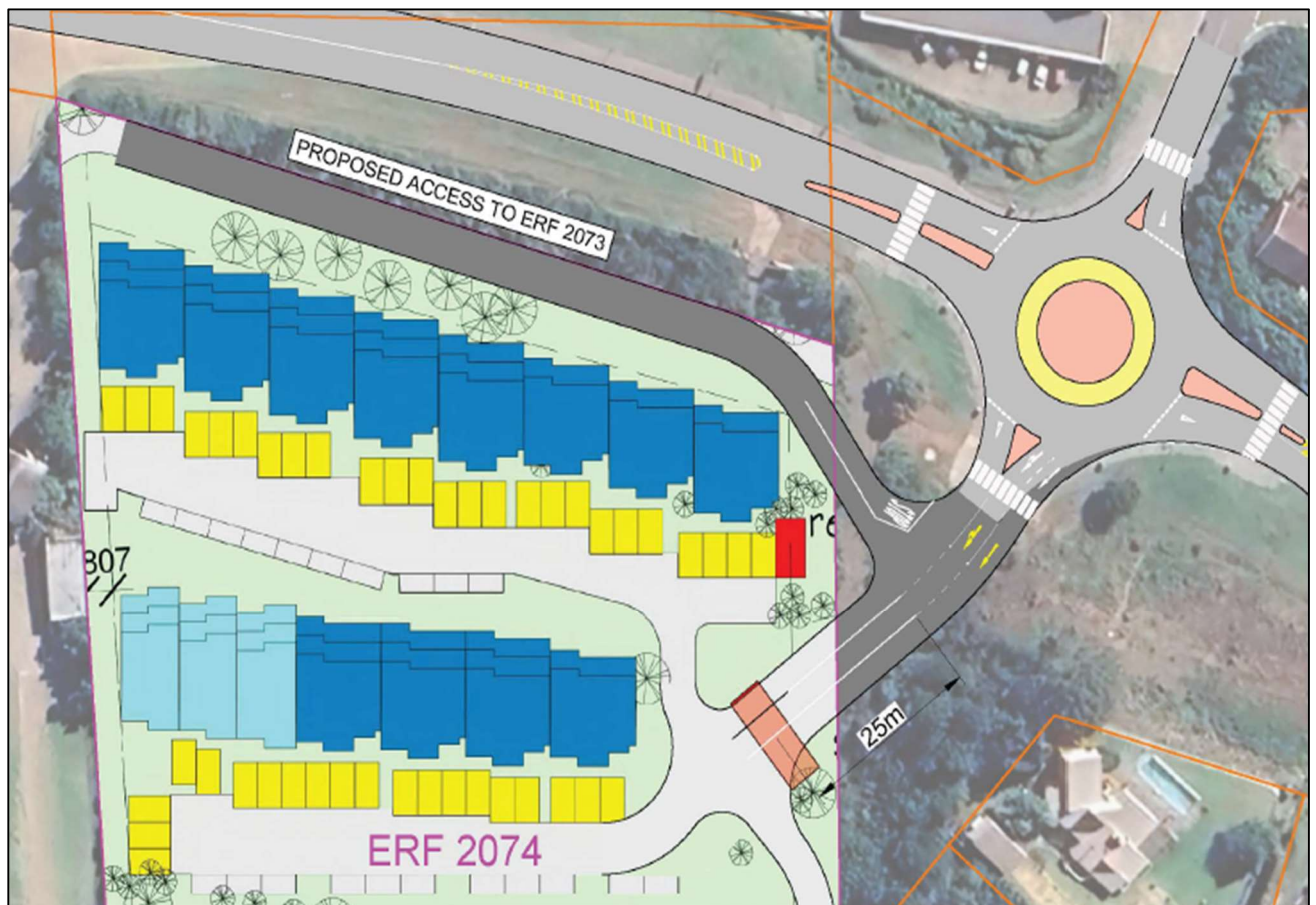


Figure 11: Proposed access design.

3.4 DENSITY

The developer wants to provide a high-quality yet affordable housing product. To make this project financially viable and responsive to the target market, the cost of land, services, and building costs need to be limited, and to do so, a certain economy of scale needs to be attained. The most relevant design aspect to achieve this is development density.

The property is ± 6.2 in size and the draft Concept Plan proposes ± 228 units of approximately 100m^2 - 130m^2 each, which calculates to a gross density of ± 36.7 units per ha. The net density is calculated excluding the undevelopable steep slopes and natural vegetation to the south of the site. The identified development area measures approximately 4.8ha and ± 228 units will calculate to a net density of ± 48 units per ha.

The density is in line with the SDF which earmarks areas of medium-density housing (3-4 storeys).

3.5 PROPOSED REZONING

It is proposed to rezone the property from "Agriculture Zone I" to "General Residential II" which permits flats, group housing, and townhouses as primary rights.

Land use description: "Flats" means a building containing three or more dwelling units of which at least one does not have a ground floor, together with such outbuildings, open space, and private roads as are ordinarily associated with flats.

Development parameters:

- (a) Coverage: The maximum coverage is 60%.
- (b) Floor factor: The floor factor may not exceed 1,5.
- (c) Height: (i) The highest point of a building may not exceed 10,67 metres.
 - (ii) The general provisions regarding earth banks and retaining structures in this By-law apply.
- (d) Building lines: (i) The street building line is at least 5 metres.
 - (ii) Side and rear building lines are at least 4,5 metres,
 - (iii) The general building line encroachments in this By-law apply.
- (e) Parking and access: 1.5 bays per unit in PTA1 areas.

The proposed Concept Plan complies with the development parameters stipulated above.

3.6 ENGINEERING SERVICES

Poise Structural and Civil Engineering Design Consultants have been appointed to investigate the supply and demand of the services for the proposed development. The Report is attached as Annexure E. The report confirms that the property is situated within an urban area where services are available, and the development can easily connect to these services. A GLA capacity analysis for bulk water sewerage has also been obtained which confirms that the bulk services network has enough capacity to accommodate the development. The GLA Report for water and sewer analysis is attached as Annexure F.

The developer of The Remainder of Erf 2074 in Plettenberg Bay will be liable for the payment of a Development Contribution (as calculated by Bitou Municipality) for bulk water, sewer, and electrical infrastructure as per Council Policy and will enter into a Service Level Agreement with the Municipality.

3.6.1 Water

The master planning indicates that the proposed development on Erf 2074 should be accommodated in the existing Upper Tower water distribution zone. The Capacity Analysis report confirms that the existing water system has sufficient capacity to accommodate the proposed development.

The water connection for the development will be off the existing 160mm reticulation water main which is located in a proposed servitude running north-south, along the eastern boundary of the site, at the northeastern corner of the site. The internal water network will be installed by the developer and will remain the property of the development and will not be taken over by Bitou Municipality. Construction of all water mains and connections will be in accordance with Bitou Municipality and SABS 1200 specifications. The conceptual internal water layout is indicated on Drawing 24G64 S01 attached to the Poise Civil Engineering Infrastructure report attached Annexure F.

3.6.2 Sewerage

The development is situated within the sewer priority area. It is proposed that sewage from the proposed development be accommodated within the existing Plettenberg Bay Pumping Station. The GLA capacity analysis confirms that the existing gravity sewer system between the proposed development gravitating towards the Plettenberg Bay PS 1a has sufficient capacity to accommodate the proposed development.

The sewer connection for the Development will be to the existing municipal sewer manhole located at the northern corner of Erf 2733, close to the northeastern corner of the site. The internal sewer network will be

installed by the developer and will remain the property of the development and will not be taken over by Bitou Municipality. Construction of all sewer mains and connections will be in accordance with Bitou Municipality and SABS 1200 specifications. The conceptual sewerage layout is indicated on Drawing 24G64 S01 attached to the Poise Civil Engineering Infrastructure report attached Annexure F.

3.6.3 Stormwater

The site has a long narrow aspect with average north-to-south length and east-to-west width of approximately 640 meters and 93 meters respectively. A watershed ridge crosses the site approximately 270 meters south of the northeast corner.

Approximately 66% of the area of the site to be developed, lies to the north of the watershed. This area currently drains to the stormwater drainage system of Marine Drive. For this northern catchment an underground piped system will collect the runoff from the swales and permeable paved areas and convey it to the discharge position at the north-eastern corner of the site, where it will be connected to the existing Municipal stormwater system in Marine Drive.

The remaining 34% lies to the south of the watershed. Approximately 90% of this area drains over the western boundary to the drainage system of the adjacent Thulana Hills Sectional Title development on Erf 9829. The Thulana Hills drainage system discharges at the southwestern corner of Erf 9829 to a natural watercourse that leads to the Piesang Valley River. The remaining 10% drains in a south-westerly direction down the steep slope across Erf 9828 to ultimately discharge to the Piesang Valley River.

In the southern catchment, an underground piped system will collect the runoff from the permeable paved areas and convey it to the swales positioned along the western boundary. From the swales, the discharge will be released on the surface in a manner engineered to simulate the existing spread of surface flow across the full area of discharge. Therefore the detained runoff will be distributed on a surface without concentration.

A detailed stormwater modeling is included in the Civil Engineering Infrastructure Report attached as Annexure E.

3.6.4 Electricity

An electrical bulk service report was prepared by Rob Hall. The municipality has requested that a GLA report be obtained to assess the bulk electrical supply in the area. The GLA report is still outstanding.

3.6.5 Solid Waste Removal

The solid waste from the development will be collected by the Bitou refuse removal trucks from a waste storage area which will be provided at the main access to the site. Arrangements will be made by the Development Body Corporate for the transport of refuse from the individual units to the storage area. At the storage area, the refuse will be stored in bins for the weekly Bitou collection.

Quantity:

Based on the South African middle-income average of 0.74 kilograms per person per day, and an average of 3 people per unit, an average of 2.4 kilograms per unit is adopted. On this basis, the estimated total weekly quantity for the 250 units will be 4,2 tons.

4. Need & Desirability

In terms of the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000) (“PAJA”) all administrative action must be based on the “relevant considerations”. NEMA and the EIA Regulations highlight specific considerations which include specifically having to consider “**the need for and desirability of the activity.**”

4.1 NEED

4.1.1 THE NEED FOR AFFORDABLE HOUSING

The first question that needs to be asked when any development is considered is whether there is a need for the contemplated land use. This is normally a question that the potential investor would answer before he embarks on a long and expensive application process. Development, like any other business, is about supply and demand.

It is a well-documented fact that the Garden Route is becoming increasingly popular among people who want to seek a quieter lifestyle and move out of the cities.

According to the 2021 Socio-Economic Profile of the Bitou Municipality prepared by the Western Cape Provincial Government, the population of Bitou was 69 321 people in 2021, making it the most populated municipal area in the Garden Route District (GRD). This total is expected to grow to 77 243 by 2025, equating to an average annual growth rate of 2.7 percent. Statistics show that historically most people moving to the Bitou area are from the Eastern Cape. Most of these people are poor, low-skilled individuals who are searching

for employment opportunities. Although most of the population growth and subsequent housing needs are in the poorer communities, there is also a known need for middle-income properties in Plettenberg Bay.

There is currently a “semigration” trend, with many people from Gauteng and KwaZulu/Natal moving to smaller towns in the Western Cape. It seems that COVID-19 has caused a lot of people to introspect and re-evaluate their priorities, which has led to the current influx of affluent city dwellers to the Garden Route. This leads to a situation where demand, and therefore property prices, are well above national averages.

According to a recent Article in the Financial Mail, the average value for a property in Plett increased by 24% from 2020 to 2021 to R3million, a further 9% in 2022 to R3,3million and 26% to R4,2million in 2023. Entry-level asking prices in Plett have increased considerably over the past 4 years. It is now almost impossible to find full-title homes below R3,500,000.

The Plettenberg Bay area historically has very few housing opportunities for middle-income earners. The mentioned influx of higher-income families moving to the area and subsequent sharp increases in housing prices have further exacerbated the lack of affordable housing. Many residents are displaced as property values rise to the point of unaffordability. This displacement of the middle class and lack of affordable housing has a tremendous effect on the economy of the town, as the middle-class workforce actively contributing to these economies can no longer afford to live here.

In the coming years, it is critical that the housing shortage in the middle-income bracket be addressed to ensure the efficient functioning of the Plettenberg Bay economy. The Spatial Development Framework of the town has also identified this need and has identified Strategic Development Areas where affordable housing should be a priority. This development aims to address the housing needs of middle-income earners who live and work in the area and are situated in an area that has been identified as suitable for this type of housing typology.

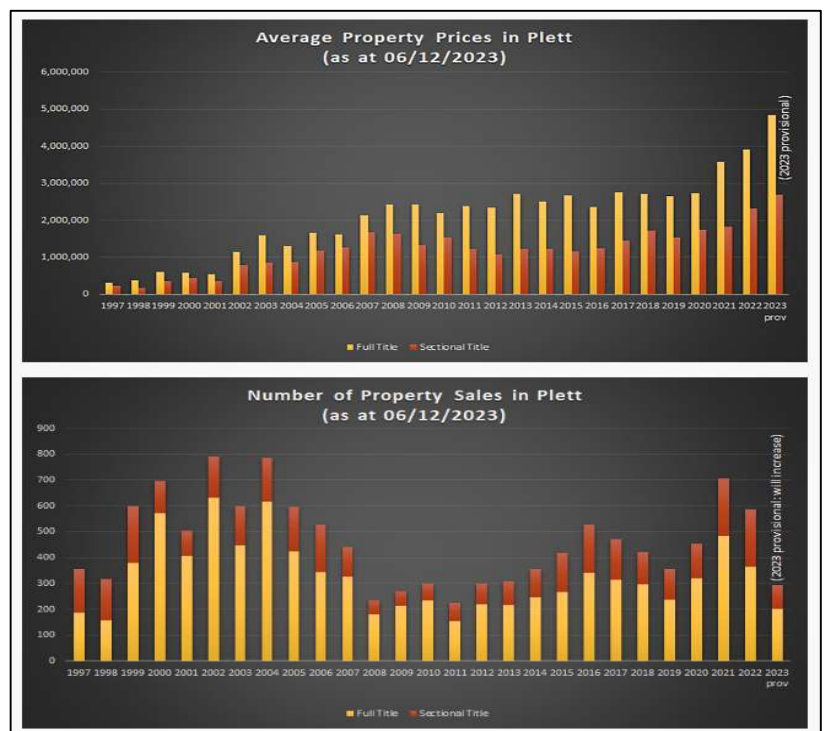


Figure 12: Property sales and prices between 1997 and 2023.

4.1.2 SOCIO-ECONOMIC NEED OF THE LARGER COMMUNITY

South Africa has an ever-increasing challenge of high unemployment and skills shortages. At the end of 2018, the unemployment rate was reported to be 27,2%⁵. One of the main goals that South Africa has set itself in the National Development Plan, is to reduce poverty and to cut the unemployment rate to 6% by 2030. Notwithstanding decades of legislated environmental impact assessment and integrated development planning, *“poverty remains endemic “*.

The planned residential estate stands to contribute positively to the economic growth of the area by creating job opportunities for the local community without detrimentally affecting the environment. It will create construction jobs for local contractors and labourers. The employment opportunities associated with the construction phase are frequently regarded as temporary employment. However, while these jobs may be classified as “temporary” it is worth noting that the people employed in the construction industry by its very nature rely on “temporary” jobs for their survival. In this regard “permanent” employment in the construction sector is linked to the ability of construction companies to secure a series of temporary projects over some time. Each development, such as the proposed development, therefore, contributes to creating “permanent” employment in the construction sector.

The construction industry is an important player in job creation, not only in the construction sector but in other sectors of the economy as well. The construction industry uses a wide range of inputs such as manufacturing of construction materials and equipment, mining of raw materials, forestry, transportation, real estate, finance, and professional services which all contribute indirectly to more jobs that are created across several sectors.

Plettenberg Bay has a very similar demographic profile to the rest of the country. Socio-economic studies indicate high levels of poverty and unemployment. The social needs of the larger community form part of the “surrounding environment” and should receive due consideration when new developments are investigated. The “ripple effect” that a development of this scale has on the local economy and social well-being of the community cannot be ignored.

4.2 DESIRABILITY OF THE SITE TO ACCOMMODATE THIS DEVELOPMENT

Desirability factors relate to place. Is the land physically suitable to accommodate the proposed development? Does the proposed development fit in with the surrounding land uses? Is the proposal compatible with credible spatial plans? Is there perhaps a better land-use alternative for the land parcel?

4.2.1 PHYSICAL SITE CONSTRAINTS AND OPPORTUNITIES

Diagram 8 provides a summary of the site constraints that were considered when the development footprint was identified. The site has limited constraints, the 4.8ha development footprint excludes steep areas and provides an opportunity to conserve the southern slopes for conservation purposes.

Although the proposed development footprint extends over the vegetation sensitivity divide initially put forward in the Terrestrial Biodiversity Report and Fauna Report, the specialists agreed to a development setback that corresponds with the mapped CBA line, due to the urban context of the site and the development line set by the adjacent developments. The proposed footprint aligns with adjacent residential development to the east and west of the property and still permits a conservation corridor along the southern section of the site, similar to what has been allowed for on the surrounding properties. Given that the property has been identified as a strategic development area it should be considered that in some instances the development footprint should be optimised, and that some biodiversity loss will occur. This is still preferable to more development in outer areas where valuable farmland and natural areas are sacrificed to cater to the growing housing need.

The original farmhouse is presently an opportunity to be renovated and to form part of the development.

Access to Erf 2073 (Thulana Hills) has been an ongoing concern and a potential legal battle for the municipality. The development of Erf 2074 presents an opportunity to resolve this matter. The development footprint makes provision to permit access over the property to Thula Hills along the north boundary of the property.

It can be concluded that the site has limited constraints and that the unique site characteristics will be preserved within the planned development. The site characteristic described above makes this site highly desirable for development.

4.2.2 COMPATIBILITY WITH THE SURROUNDING AREA

The property is situated along Marine Drive which is a major transportation route. The area has a mixed-use character as can be seen from the attached Zoning Map (Diagram 3) and Land Use Map (Diagram 5).



Figure 13: Overlay of the planned development onto a Google Earth Image.

The Thulana Hills development directly to the west has a similar shape and size and has received planning permission for medium-density residential development of approximately 200 units. Phase 1, consisting of about 70 units has been implemented. Further west is Castleton, another medium-density residential development consisting of about 129 units as well as the Whale Song Hotel and Spa. To the east, is the existing low-density residential neighbourhood known as Cutty Sark. Directly across the road from the Remainder of Erf 2074 are two more medium-density residential complexes, Santini Village which consists of about 120 units, and Laridae with about 24 units. Further along Marine Drive is a mix of residential, community, and business use including Shell Garage to the west at the intersection with the N2, a Medical Clinic to the east, and a church and the municipal depo and offices further east. The recently approved Plett Village Estate situated between the Santini and the Shell garage is another high-density residential development that will be implemented soon.

To provide further context for this density evaluation, the following table offers a comparative analysis with other developments in the vicinity.

DEVELOPMENT DENSITIES IN THE AREA					
Development Name	Property Description	Height	Nr of Units	Property size	Density
Thulana	2073	3 Storey	200	6ha	33u/ha
Castleton	6527	3 Storey	129	11ha	
Santini Village	Re2317	3 Storey	120	2.7ha	44u/ha

Laridae	3354	3 Storey	24	4808m ²	50u/ha
Fynbos Rand	RE/2074	3 Storeys	228	6.2ha	37u/ha
Plett Village Estate	4367	3 Storey		1.67ha	

It can be stated that the proposed development will not have any impact on the character of the area. The scale, nature, and typology of the development are similar to surrounding developments.



Figure 14: View of Santini Village from the site.

4.2.3 COMPATIBILITY WITH APPLICABLE FORWARD PLANNING DOCUMENTS

Another test of the desirability of a project is by considering the broader communities' needs and interests as reflected in credible Spatial Development Frameworks on Local, Municipal, District, Regional, Provincial, and National levels.

4.2.3.1 National Development Plan (NDP 2030)

The NDP aims to eliminate poverty and reduce inequality by 2030. According to the plan, South Africa can realise these goals by drawing on the energies of its people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society. Growth and jobs, education and skills, and a capable and developmental state are the main aims of this document.

South Africa is mandated by this Act to be a developmental state. In this light, it will be difficult for any decision-making body to deny any form of economic activity unless there are substantial negative environmental impacts that cannot be mitigated.

4.2.3.2 Western Cape Provincial Spatial Development Framework 2014

The PSDF 2014 has been approved by the Executive Authority, Minister Anton Bredell, Minister of Local Government, Environmental Affairs and Development Planning, and endorsed by the Provincial Cabinet. The Western Cape PSDF sets out to put in place a coherent framework for the province's urban and rural areas.

The Provincial SDF indicates George as the regional centre for the eastern part of the province, with Knysna and Plettenberg Bay being smaller centres along the Regional Connector Route (N2). It earmarks the area along the Garden Route as a tourism route with leisure activities of provincial significance.

The sustainable use of provincial assets is one of the main aims of the policy. The protection of non-renewable natural and agricultural resources is achieved through clear settlement edges for towns by defining limits to settlements and through establishing buffers/transitions between urban and rural areas. The urban fringe must ensure that urban expansion is structured and directed away from environmentally sensitive land and farming land; agricultural resources are reserved; environmental resources are protected; appropriate levels of services are feasible to support urban fringe land uses, and land use allocations within the urban fringe are compatible and sustainable.

This property has been earmarked for high/medium density with the aim to address the growing demand for urban expansion on a property that has been identified as suitable for development, rather than to extend the urban edge outward.

4.2.3.3 Bitou Spatial Development Framework 2021

The Bitou Spatial Development Framework 2021 was approved by the Council in March 2022. The main objective of this development framework is to achieve a balance between development and the environment to ensure that growth is spatially just, financially viable, and environmentally sustainable by working towards compact, vibrant, livable, and efficient settlements serving all communities.

The protection of natural environmental resources of the area is fundamental to future economic development in the area as the two key economic sectors of the municipality (tourism and agriculture) are both resource-based. To protect these valuable resources, the Bitou SDF has defined an urban edge aimed at containing lateral urban sprawl within the municipality.

As conceptually illustrated in Figure 15, the property is situated in a first-order settlement, where urban growth is promoted.

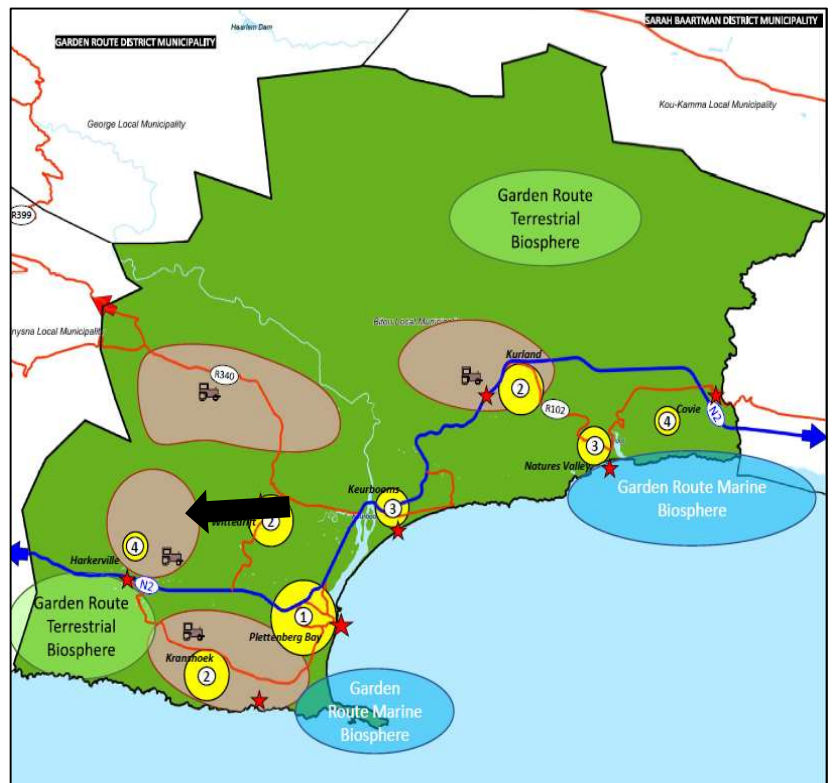


Figure 15: Spatial Vision/Concept.

As can be seen from the extract of the SDF map below, the property is situated within the urban edge of the Plettenberg town settlement which is regarded as the first-order settlement where most investment should be focused towards.

The property is also situated in an area that has been identified as a **“Strategic Development Area”**, with the potential for medium-density (3 to 4-storey) residential development (SDA9).

The Strategic Development Areas are earmarked to accommodate the bulk of future residential development within the municipality area and are graphically indicated by the orange areas in Figure 16 below.

The SDF points out that the development of land identified as a priority or Strategic Development Area should take into account the surrounding area(s) in terms of context, character, prevailing property values, aesthetics, and other factors as may be determined by the Municipality, as to not unreasonably detract from the aforementioned aspects and general appeal of the area(s) in question. It is submitted that the proposal fits into the surrounding urban environment with similar land uses and densities found on Erf 2073 (Thulana Hills) directly to the west and RE/2317 (Santini Village) directly to the north.

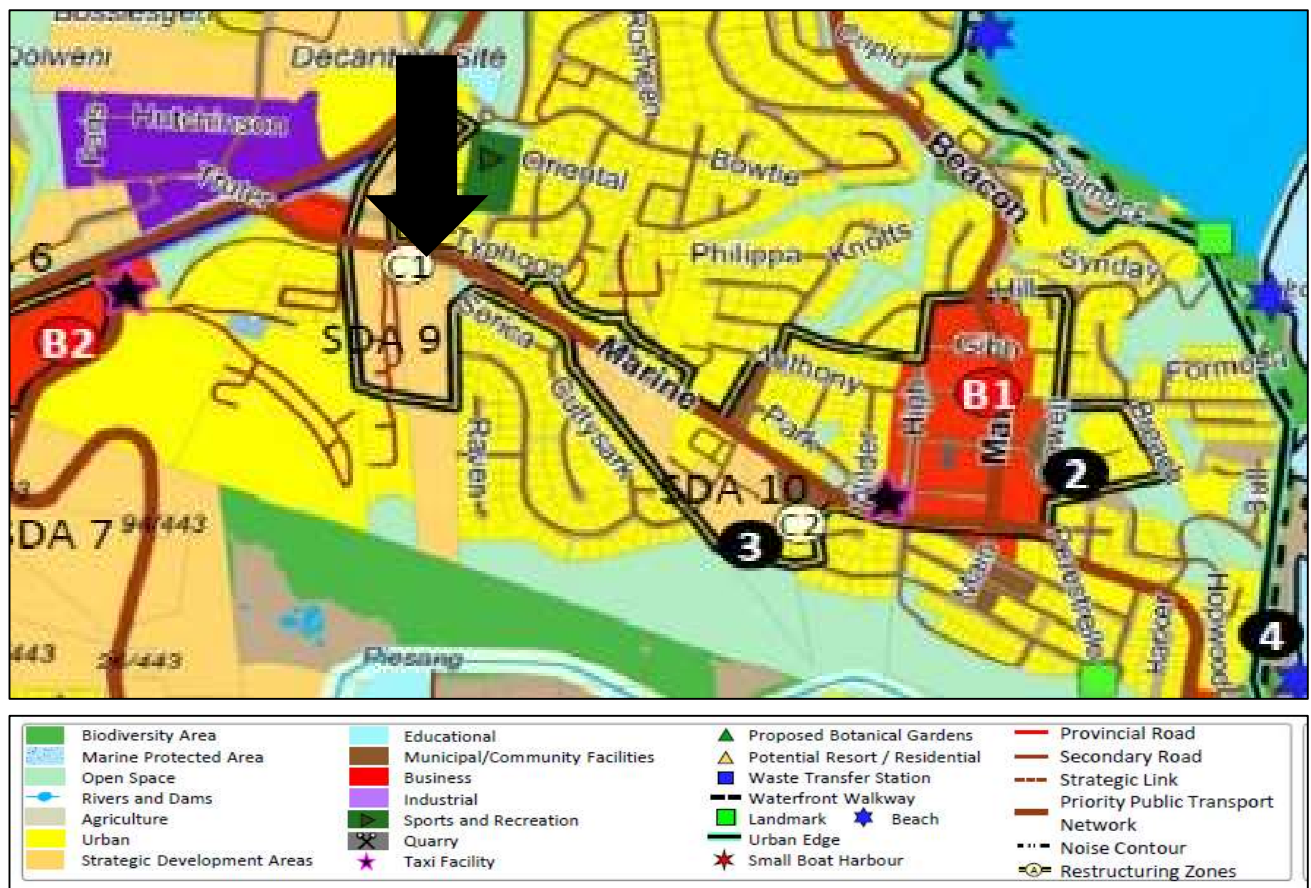


Figure 16: Extract from SDF indicating that the property is situated in SDA9.

Furthermore, this area also forms part of the Restructuring Zones of the Bitou Local Municipality (yellow and black line on Figure 16 above). These zones are established to promote the integration of low- to middle-income housing into areas that are well-located, meaning they have access to jobs, services, and public infrastructure, in order to address spatial inequality inherited from apartheid.

The proposal completely aligns with the Spatial Planning proposals for the Bitou municipal area.

4.2.4 COMPLIANCE WITH SPLUMA DEVELOPMENT PRINCIPLES

In considering the application, the decision-maker needs to be guided by the DEVELOPMENT PRINCIPLES contained in (Chapter II) of the Spatial Planning and Land Use Management Act 2013 (Act no 16 of 2013) SPLUMA and Chapter VI of the Land Use Planning Act, 2014 (Act 3 of 2014) (LUPA).

Section 7 of the Act describes a set of development principles that need to be considered when evaluating any development application. These principles include the following:

4.2.4.1 Spatial Justice

Social justice targets the marginalised and disadvantaged groups in society. Spatial justice principles seek to eliminate spatial injustices that resulted from previous discrimination and marginalisation. Inequitable access to housing, educational and economic opportunities, and health facilities are consequences of spatial injustice. The instruments used to promote spatial justice are varied and include Spatial Development Frameworks, precinct plans, urban regeneration plans, and policies that require government intervention. The development of this property in an identified Strategic Development Area can contribute to spatial reform and integration as it will allow ±228 households to own a home in an established urban area that is near jobs, schools, and other urban amenities.

4.2.4.2 Spatial Sustainability

Land development should be spatially compact, resource-frugal, compatible with cultural and scenic landscapes, and should not involve the conversion of high-potential agricultural land or compromising ecosystems. The proposal supports this principle of spatial sustainability in the sense that it proposes a more compact development of underutilised land within an existing urban area, thereby limiting the need for urban sprawl and encouraging the optimal use of existing urban land and services.

4.2.4.3 Spatial Efficiency

Efficiency relates to the form of settlements and use of resources - compaction as opposed to sprawl; mixed-use, as opposed to mono-functional land, uses; residential areas close to work opportunities as opposed to dormitory settlement. The proposal supports the efficient use of existing resources and infrastructure with minimum negative financial, social, economic, or environmental impacts. The layout is compact and makes the best use of available land, while also conserving important natural elements within the property.

4.2.4.4 Spatial Resilience and Good Administration

These principles mostly relate to spatial plans, policies, land use schemes, and procedures, which, although important on a wider scale, do not have direct relevance to a proposal of this nature.

4.3 POTENTIAL IMPACTS

Any proposed development must be “contextualised” within the bigger area. The introduction of residential development in this currently undeveloped area will affect the larger area in some way or another.

Components of any new development would inevitably ‘spill over’ or have an impact on areas external to the project. This external impact could be either beneficial or detrimental. The negative impacts that any

development could generate that affect neighbouring properties adversely must be internalised through the removal of the impact or by changing the nature of the impact to minimise or avoid its detrimental effect.

The following potential impacts have been identified during the initial environmental assessment process and mitigation measures have been investigated and reported on the Draft Basic Assessment Report prepared by Eco Route Consulting is attached hereto as Annexure O.

4.3.1 ECOLOGICAL IMPACT

The main ecological impacts associated with the proposed activity has been identified in the Basic Assessment Report (BAR) as :

- Loss of indigenous vegetation
- Loss of habitats and disturbance to fauna
- Alien invasive vegetation
- Fire Risk
- Susceptibility of some areas to erosion
- Increased runoff from increased hard surfaces.

The overall ecological impact that the proposed development may have on the sensitive vegetation on-site, as well as the sensitive ecological processes and areas near the site, such as the Piesang Valley to the south, has been assessed and rated as low, provided that the development complies with the mitigation measures proposed.

The most prominent of these proposed measures in terms of the planning phase include the identification of a NO-GO area where no development may occur. This no-go area includes most of the mapped CBA area as well as surveyed contours in excess of 1:4 slopes which covers about ±1.4ha of the site. Initial concept plan slightly encroaches over this line, but the final Site Development Plan will be amended to exclude the final No-Go area to be approved by the Department of Environmental Affairs and Development Planning (DEADP).

The existing house foundation is situated in the in the southern section in the identified No-Go area. It is recommended that this site can be developed as lookout point provided that the facility is contained within the existing footprint and that the existing track that traverse through the sensitive southern slopes will be maintained and use as a footpath giving access to this lookout deck.

Other mitigation measures proposed are more focused on the implementation phase (construction and operational) and is summarised in the Environmental Management Plan attached hereto as Annexure P.

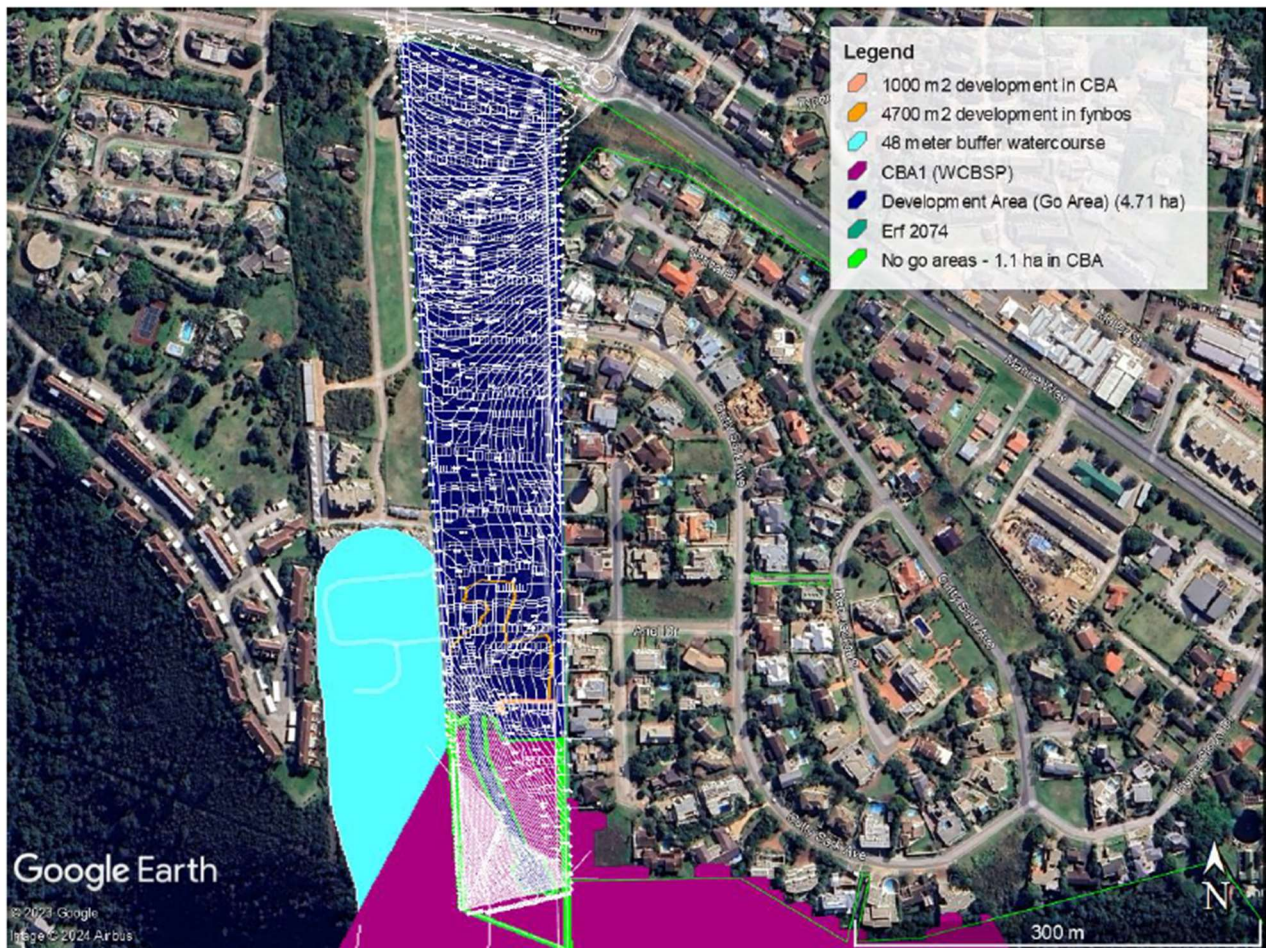


Figure 17 12: No- go Areas identified in the BAR

4.3.2 VISUAL IMPACT

The proposed development area is situated on a plateau near a cliff that defines the Piesang Valley. A crucial factor to consider in this case is that the entire surrounding area has already been developed, and the proposed site appears to be the last undeveloped parcel within a fully urbanised environment.

Existing Built Environment: The plateau above the cliff, including the ridgeline, has already been extensively developed with residential and commercial buildings, as seen in the image below. The surrounding properties, which extend across the ridgeline, create a visual and functional context of a fully urbanised area, eliminating the need to protect the natural or undeveloped characteristics that are typically associated with sensitive ridgeline landscapes.

Visual Integration: The proposed development is visually consistent with the existing urban fabric. Its location does not intrude upon an untouched ridgeline but instead fits within an established pattern of development, reducing any significant visual impact. Furthermore, the development footprint is set back from the edge of the ridgeline as can be seen in Figure 17 below, further minimising any sense of protruding or prominent

construction along the skyline. The eastern slope of the site will further assist in obscuring the visibility of the development.

Urban Context: The area falls within the Plettenberg Bay urban edge, an indication that this land has been earmarked for medium to high density development according to local planning policies. The planned development aligns with the Spatial Development Framework (SDF), which designates this zone for high-density residential purposes, reinforcing that the development is appropriate for the area.

Absence of Pristine Qualities: The site is not located within an intact wilderness or an area with rural or outstanding natural qualities. The urbanised nature of the surrounding landscape diminishes the site's importance as a natural or scenic ridgeline. Consequently, the development will not diminish the environmental or aesthetic value typically protected in ridgeline policies.



Figure 18: Existing Urban Landscape above the Piesang Valley.



Figure 19: proposed development in relation to the surrounding urban fabric.

4.3.3 TRAFFIC IMPACT

EAS Consulting Engineers has been appointed to assess the extent and nature of the traffic generated by the proposed development, the impact of this traffic on the operation of the associated road network, and devise solutions for any problems identified. The Traffic Impact Assessment Report is attached as Annexure H.

The Report states that when considering the traffic generated by the proposed development added to escalated background traffic, the affected intersections and access points all operate at acceptable Levels of Service (LOS) in terms of capacity for the 2030 development horizon.

The emergency accesses through the existing Cutty Sark road network will be locked and will not be used except in a case of emergency. There will thus be no impact on the residential streets of Curry Sark.

4.3.4 IMPACT ON EXISTING SERVICE INFRASTRUCTURE

The existing Service infrastructure has been assessed by GLA Consulting engineers and it was concluded that

The existing water system has sufficient capacity to accommodate the proposed development to comply with the pressure and fire flow criteria as set out in the master plan. There is sufficient reservoir and tower storage capacity available to accommodate the proposed development. There is sufficient capacity in the existing Plettenberg Bay sewer reticulation system to accommodate the proposed development.

The developer of Erf 2074 will be liable for the payment of a Development Contribution as calculated by Bitou Municipality for bulk water and sewer infrastructure as per Council Policy. Over and above this contribution the developer will be liable for the construction of any link services items to connect to the existing water and sewer services.

4.3.5 HERITAGE IMPACT

The rezoning of more than a hectare of land requires approval in terms of Section 38 of the Heritage Resources Act. A Notice of Intent to Develop (NID) has been submitted to Western Cape Heritage.

Archaeological Resources

When the previous development application was pursued, an Archaeological Survey was conducted by Lita Welby from the Albany Museum. At the time no archaeological sites were found. The report is attached as Annexure M.

Paleontological Resources

Although paleontological sensitivity maps from SAHRA indicate that the area has high sensitivity, a paleontological study for the planned development has not been commissioned.



Figure 20: Extract from SAHRA Palaeontology Map indicating the area as "High Sensitivity".

The entire surrounding area has already been developed. It is submitted that if there were any significant paleontological resources in the area, previous construction activities would have already disturbed and uncovered any remains. Given that this is one of the last undeveloped parcels in an extensively built-up area, the likelihood of encountering undisturbed paleontological material is significantly reduced.

Furthermore, the planned development is not a large-scale excavation like a mining project or harbour, which would typically disturb deeper geological layers where fossils may be found. Residential construction generally involves limited excavation depth, such as for foundations and infrastructure, which may not reach fossil-rich strata. The shallow nature of the groundworks might make the potential for uncovering significant paleontological material unlikely. According to available data, there is no record of paleontological findings from the previous developments in the surrounding area. If the general region is known for high sensitivity, but no fossils have been unearthed during earlier nearby projects, this suggests that the paleontological value of this specific site may not warrant further study.

It does however remain possible that during construction such remains may be exposed. Should any such materials be suspected to be present, during the clearing, levelling, or excavation of foundations it will be reported to the heritage authorities, who can assess and manage the situation accordingly.

Built Environment and Architectural Heritage

There is an existing farmhouse on the property that is likely older than 60 years. The house has been extended and modernised through the years. It is the intention to restore the house and to include it in the development as a part of the communal facilities on the estate. The necessary permission will be obtained from the Western Cape Heritage prior to the building plan submission.

Cultural Landscapes

The area where the development is planned is characterised by similar urban development. The development will have no impact on the traditional cultural landscape or the visual and historical character of the area.

Graves and Burial Sites

There are no graves or burial sites evident on the property.

4.3.6 SOCIAL ECONOMIC IMPACT

As described in Section 4.1 the need for the development is twofold. On the one hand there is a need for affordable housing and on the other hand there is a need for economic growth and job creation. The Basic Assessment Report has identified the positive socio economic impact that the planned development will have as result of employment opportunities and housing provisions.

4.3.7 SAFETY AND SECURITY

Due to the large presence of alien vegetation on the site and natural fynbos in the south, the area is considered to have a high fire risk. Invasive alien plants have a significant negative impact on the environment, contributing to habitat destruction, increasing both the risk and intensity of wildfires, and reducing surface and groundwater availability. The proposed development will involve the removal of these alien plants, which will significantly lower the fire risk and enhance the indigenous biodiversity of the area. These environmental benefits extend beyond the property itself, offering cumulative advantages for the surrounding region, including reduced fire hazards and decreased spread of invasive plants.

Like many areas, crime is an increasing challenge within the Bitou Municipality. The property's easy access, poor lighting, and dense alien vegetation make it an attractive hiding spot for criminal activity. The development of residential accommodation on Erf 2074 is expected to reduce these opportunities, as access control will be implemented at the main entrance in the north. While criminal activity may rise during the construction phase, safety and security measures will be in place to mitigate this risk throughout both the construction and operational phases (See EMP attached as Annexure P).

5. Summary

The proposed development on the Remainder of Erf 2074, Plettenberg Bay, involves rezoning the land from "Agriculture Zone I" to "General Residential II" to accommodate a medium-to-high-density residential estate. The development will consist of approximately ±228 two- and three-bedroom apartments in three-storey buildings, ranging from ±100m² to 130m² in size. These units will be developed in phases to meet market demand.

Key aspects of the proposal include:

Development Footprint: The site spans 6.2 hectares, with the development footprint covering around 4.8 hectares. The remaining 1.4 hectares in the southern part of the site, which includes steep slopes and sensitive fynbos vegetation, will be set aside for conservation as recommended in the Environmental Assessment done as part of the Basic Environmental Impact Assessment Report.

Density: The gross development is set at approximately 37 units per hectare over the entire site or a net density of ± 47.5 units per ha on the identified development footprint (4.8ha). This density is in line with other medium-density residential developments in the direct vicinity of the site and aligns with the Bitou Spatial Development Framework's designation of the site as a priority development area, suitable for medium-density housing.

Access: Access is planned via the traffic circle at the intersection of Marine Drive and Challenge Drive with provisions made for emergency access routes through Cutty Sark and Ariel Drive. The concept access design makes provision for separate access over the Remainder of Erf 2074 to Erf 2073. Details relating to costing, responsibilities, and final design will need to be confirmed in a signed agreement between both parties and the municipality. This can be dealt with as a condition of approval

Engineering services: Municipal infrastructure such as water, sewerage, stormwater management, and electricity are all available within the urban area and have enough capacity to accommodate the scale and nature of the proposed development.

This project is designed to address the growing demand for affordable middle-income housing in Plettenberg Bay while respecting the ecological sensitivity of the area and ensuring sustainable development that aligns with local and regional planning objectives.

The proposed development aligns with both the strategic objectives of the Bitou Spatial Development Framework and the broader goals outlined in national and provincial development plans. The project not only addresses a critical housing need for middle-income earners in Plettenberg Bay but also ensures the efficient use of underutilised land within an existing urban area. By preserving sensitive natural areas, complying with environmental guidelines, and integrating well with the surrounding urban landscape, this development offers a balanced approach to sustainable growth.

This project will create much-needed economic opportunities, stimulate local employment during the construction phase, and support the long-term socio-economic development of the area. It is in full compliance with local and regional planning documents, and its approval will contribute significantly to achieving spatial justice and sustainability in Plettenberg Bay.