

**PROPOSED CONSTRUCTION OF A
TOURIST ACCOMMODATION
FACILITY AND ASSOCIATED
INFRASTRUCTURE ON HAZENDAL
WINE ESTATE, FARM 222/0,
STELLENBOSCH**

Needs and Desirability Report

Report Prepared for

Hazendal Wine Estate (Pty) Ltd

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PROJECT DETAILS

TITLE: Needs and Desirability Report

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CLIENT: Hazendal Wine Estate (Pty) Ltd

PROJECT TITLE: Proposed construction of a tourist accommodation facility (hotel) and associated infrastructure on Hazendal Wine Estate, Farm 222/0, Stellenbosch

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Abbreviations

| | |
|------|---------------------------------------|
| BA | Basic Assessment |
| EA | Environmental Authorisation |
| ECO | Environmental Control Officer |
| EIA | Environmental Impact Assessment |
| EMPr | Environmental Management Programme |
| MMP | Maintenance Management Plan |
| NEMA | National Environmental Management Act |
| NHRA | National Heritage Resources Act |
| NWA | National Waste Act |

1 Introduction

Hazendal Wine Estate proposes to develop a hotel and associated infrastructure on the farm. The proposed development comprises following:

- Approximately 34 accommodation units +-3000m².
- A reception and spa building including a kitchen, restaurant, bar and golf pro shop +-3500m².
- A courtyard including water features and swimming pool +-2500m².
- New internal roads and parking +-2500m².
- Landscaped gardens with boardwalks in the surrounding gardens and wetlands +-3000m².

The proposed development requires Environmental Authorisation in terms of the National Environmental Management Act (NEMA) Environmental Impact Assessment (EIA) Regulations (2014, as amended) and a Basic Assessment process is being undertaken. The EIA Regulations (GN No. R982) require that the Need and Desirability of a development proposal need to be considered by the competent authority in deciding on the application.

This Needs and Desirability report is produced in accordance with the requirements of the Guideline on Needs and Desirability (published by the Department of Environmental Affairs, 2017) published in terms of Section 24J of NEMA. The guideline requires that the following is addressed in the scope of a Need and Desirability assessment:

- Aligning with relevant planning legislation and policies.
- Securing ecological sustainable development and use of natural resources.
- Promoting justifiable economic and social development.

2 Planning Legislation and Policies

Planning legislation and policies assessed in the application made for Consent Use in terms of Section 15 (2) (o) of the Stellenbosch Municipality Land Use Planning By-Law are discussed below.

2.1 Spatial Planning Land Use Management Act (Act 16 of 2013) and The Western Cape Land Use Planning Act (Act 3 of 2014)

Section 7 of SPLUMA and Section 59 of LUPA prescribes five development/planning principles that a new development should consider. The development proposed on the Hazendal Estate adhere to these principles as follow:

- **Spatial justice** focusses on redressing spatial imbalances by improving access to and use of land with particular focus on access to those who were previously excluded. Spatial Sustainability refers to the protection of valuable agricultural and environmental sensitive land. Spatial sustainability also refers to the prevention of urban sprawl and the consideration of current and future costs of infrastructure. The proposed development does not impede this principle as the development of the site for a hotel and associated infrastructure does not exclude anyone from equitable access to the resources and opportunities that the area has to offer.
- **Spatial sustainability** refers to the protection of valuable agricultural and environmental sensitive land. Spatial sustainability also refers to the prevention of urban sprawl and the consideration of current and future costs of infrastructure. In terms of the proposed development, no valuable agricultural land or sensitive environmental land are impacted upon. In addition, the proposal promotes the rehabilitation of a natural wetland and sensitive environmental land. Stormwater will be sustainably managed on site and treated grey water will be reused for the maintenance. This will allow the current and future costs of infrastructure to be minimised.
- **Spatial efficiency** dictates the optimal use of existing resources and infrastructure, as well as requiring the minimisation of negative impacts in terms of financial, economic, and environmental impacts. The application proposes a use which is compatible with the existing tourism uses on the farm and region, forms a visual buffer between the hard urban edge with the City of Cape Town, and proposes an economic opportunity which can financially contribute to the rehabilitation of wetlands on site.
- **Spatial resilience** refers to flexibility in spatial plans, land use management and policies to ensure those sustainable livelihoods most likely to suffer the impact of environment or economic shocks. The proposed development can be seen as an example of how underutilised vacant land is used efficiently, which contributes to spatial resilience as it allows a bigger variation of uses.
- **Good administration** principles focus on an integrated development approach. When the owners had to choose what the best use would be for this area of the farm, the characteristics

of the site and the context thereof in terms of the surrounding area have been carefully considered to ensure that the principles of integrated development were successfully applied. The proposal for a hotel and associated infrastructure contributes to the existing tourism activities on the Estate.

2.2 The Western Cape Spatial Development Framework

The Provincial Spatial Development Framework (PSDF) states that the “Western Cape economy is founded on the Province’s unique asset base. These include farming resources that make the Western Cape the country’s leading exporter of agricultural commodities...; and its natural capital (i.e. biological diversity) and varied scenic and cultural resources which are the attraction that makes the Western Cape the country’s premier tourism destination.”

The PSDF furthermore encourages the use of heritage resources “such as the adaptive use of historic buildings, to enhance the character of an area, stimulate urban regeneration, encourage investment and create tourism opportunities, while ensuring that interventions in these heritage contexts are consistent with local building and landscape typologies, scale, massing, form and architectural idiom”.

The proposal respects the heritage resources on the farm and the cultural landscape in which they are situated, whilst enhancing its access to the public through contributing to the tourism economy in the area. Tourism is promoted which accordingly contributes to work creation and the growth of the economic potential of the area. It furthermore creates the opportunity for the public to have access to provincial tourism and heritage resources.

2.3 Stellenbosch Spatial Development Framework, 2012

Section 6.3.5 in the Stellenbosch Spatial Development Framework (SSDF) discusses the importance of tourism in the Winelands District. The main attractions include the local wine industry, relaxation, guesthouses and restaurants. In terms of spatial proposals, it states that “tourism development that reinforces the sense of place of the municipality, i.e. agri-tourism...should be encouraged... on rural land outside the urban edge.” It further states that “restaurants, wine tasting and holiday accommodation...should be encouraged.”

The proposed development is therefore clearly in line with the vision of the SSDF in so far as it proposes tourist accommodation in close proximity to tourist activities which is complimentary to the existing agricultural activities on the farm as well as in the surrounding area.

2.4 Stellenbosch Municipality: Zoning Scheme By-Law, 2019

Section 213. of the Stellenbosch Municipal Zoning Scheme By-Law stipulates certain criteria on which consent uses should be evaluated. They include the following:

- *The proposed development should have regard for the objective of the zone, i.e. “preservation of agricultural land and the continued use of farmland for agriculture.”*

The application proposes the construction of a hotel in an area which is currently not used for agricultural purposes. It accordingly does not have any impact on the existing agricultural activity on the farm and the primary function of the farm will remain that of agriculture – viticulture and production of wine.

- *The scale of the structures which will be utilised for the consent use should be in keeping with the character of the existing buildings and must not dominate the farm’s building form.*

Due to the heritage significance of the farm werf and its buildings, the design of the proposed hotel was guided by heritage informants provided by Heritage Western Cape. These informants ensured that the scale of the proposed hotel respect the existing historical structures and the general impact, look and feel of the farm.

- *A hotel (which exceed the threshold) may only be considered if Council is satisfied that the use is subservient to the primary (agricultural) use and natural environment.*

The main use of the farm will remain agriculture and is in no way threatened by the proposed development. The hotel will be situated in an area which currently contains an alien poplar grove and the clearing of it will accordingly be to the benefit of the natural environment.

- *Council may only consider the construction of new buildings for a consent use if they are satisfied that (i) there are no other existing, underutilised, structures on the farm which can be converted for such purpose, (ii) the location of existing buildings are unsuitable, or (iii) where the proposed buildings are more desirable.*

There are currently no other structures which are suitable or available for the proposed hotel. The location of the hotel and design thereof was accordingly guided by heritage informants in order to respect the existing historical werf and buildings contained therein.

3 Ecologically Sustainable Development

The Hotel is designed to be eco-friendly and sustainable, and because the estate is a National Monument, aesthetically sympathetic to the existing buildings on site.

3.1 Services

The proposed development includes a number of approaches to the provision of services that reduce the pressure on the local municipality's existing services network.

Water is currently being sourced from a bulk municipal connection from the City of Cape Town and existing boreholes. It is proposed that the water supply for the hotel be sourced from the existing boreholes and additional boreholes which are currently being approved with the Department of Water and Sanitation. The water being pumped from the boreholes will be treated prior to use at the hotel.

Sewage and domestic effluent will be treated in the existing wastewater treatment plant which has a capacity to treat 100m³ effluent per day. The current operational activities on the farm generate a peak daily amount of 29.5m³/day which leaves an additional 70m³ per day which is more than adequate for the new hotel. Treated effluent will be discharged via a pipeline from the wastewater treatment plant on the farm into the existing farm dam where it is stored and then used for irrigation.

The on-site treatment and disposal of effluent, as well as the domestic usage of water from existing boreholes, will be applied for in a Water Use License Application (WULA).

The proposed development will initially connect to the existing municipal electrical services on the farm. However, the existing electricity supply on the farm will be supplemented by a solar-power photovoltaic system (PV system). The PV system panels will be located on the north eastern facing roofs and tie into a 98kW/p grid system. The electrical peak delivered by the system will be between 70-80% (i.e. 68-78kW/p).

Waste generated during the construction and operational phase will be recycled by the relevant contractor where practicably possible. All waste from the hotel will be taken to the existing on-waste storage area where it is sorted into waste and recyclables. The waste contractor (currently Averda) removes the waste separately to landfill (waste) and recycling facilities (recyclables) and the estate is given a rebate for all recyclables.

3.2 Natural Resources

With regards to botanical impacts, the proposed site is classified as historically containing Cape Flats Sand Fynbos (Mucina and Rutherford¹), which is listed as a Critically Endangered (D1) vegetation type (as classified by the DEAT²). However, no species of conservation importance were found on site, with the extant vegetation comprising mainly of alien species. The site is therefore of low sensitivity, of very low conservation value, and is not restorable to natural condition. Note that alien vegetation removal is an ongoing activity on the Estate.

With regards to the wetlands, the aquatic ecosystems on the estate are not identified in the Western Cape Critical Biodiversity Spatial Plan as aquatic Critical Biodiversity Areas (CBAs). However, they are identified as an Ecological Support Area (specifically, Category 1: ESA2). While approximately 3200 m² of *Populus x canescens* (poplar or cottonwood) dominated wetlands will be lost to the proposed development, this is endorsed by the specialist as the wetland is severely disturbed, infilled in places, bermed and excavated. Its ecological importance and sensitivity is assessed as low, its conservation status very low, and PES category condition as largely modified. To offset this loss of severely disturbed wetland habitat other wetlands on site will be rehabilitated as per the existing DEA&DP approved Maintenance Management Plan (Ref: 16/3/3/6/3/B4/45/1098/18).

3.3 Visual Impacts and Cultural Heritage

The design and layout of the proposed development was informed by consultation with the visual and heritage specialists so that their proposed mitigation measures (heritage design indicators) are incorporated into the design, which minimises visual, cultural, and heritage impacts as far as is reasonably practicable.

Construction phase visual impacts will be minor and will be mitigated through the implementation of a Construction Environmental Management Programme (EMPr) that will ensure that construction activities are hoarded off and that storage of waste and building materials are done in a manner that doesn't affect surrounding viewers. Construction phase visual impacts are limited to the Estate itself.

¹ As specified in The Vegetation of South Africa, Lesotho and Swaziland, originally published in 2006.

² As per the National List of Ecosystems That Are Threatened and In Need of Protection (GNR 1002, 2011), published in terms of the National Environmental Management: Biodiversity Act (10 of 2004).

Please note that Heritage Western Cape has approved the proposed development (Case Number 19102928AS1107M) with the only requirement that of monitoring of earthworks by a historical archaeologist.

3.4 Nuisance impacts

Construction impacts, such as noise and dust are temporary, reversible and mitigatable through the implementation of the Construction EMP.

4 Economic and Social Development

There are no noteworthy previously disadvantaged communities near the Estate. There are existing farm workers cottages on the farm south of the Bottelary Road where approximately 37 people reside, 14 of which are permanently employed on the farm.

The construction phase of the project will provide short-term employment, while the operational phase will provide long-term employment opportunities for the surrounding communities. It is estimated that the operation of the hotel would require 70 -75 staff members, with additional staff required for the pro shop, golf course, and spa.

Hazendal Estate look to support local business and suppliers from the immediate area, for example, food and beverage supplies, amenities, outsource of laundry, etc. The Estate aims to engage with the surrounding community and areas to implement either a current proven programme or initiate a bespoke program for the project. As an example, the Hazendal Estate has been involved in the upgrading of the nearby local small community school.

In addition, emphasis should be placed on the growing tourism industry in the popular Winelands, specifically associated with wine farms and estates. Related is the need for increased tourist accommodation. There are numerous examples of wine farms in the area combining tourist accommodation, restaurants, delis, tasting rooms, spas, and conference and wedding facilities, amongst others, including the popular and well-established Spier and Boschendal Estates. The proposed development on the Hazendal Estate therefore capitalises on its existing tourist attractions by adding complimentary facilities.

5 Summary and Conclusion

The Need and Desirability related considerations are as follows:

- The proposed development is in-line with applicable planning legislation and policies.
- The proposed development includes off-grid water, electricity and sewage services.
- No agricultural land or floral species of conservation importance will be lost. In addition, the proposed development will result in a net gain in wetland functioning on the Estate.
- The design and layout of the proposed development was informed by consultation with the visual and heritage specialists, which incorporate heritage design indicators into the design, resulting in minimised visual, cultural, and heritage impacts.
- The proposed development will result in both short- and long-term employment opportunities, as well as increased tourism in the area as a result of the additional proposed facilities.