

DANGER POINT PRECINCT DEVELOPMENT PLAN (113,220)  
DRAFT PRECINCT PLAN REPORT  
25 July 2014



# WHOLE PRECINCT: AERIAL PHOTO

2.1



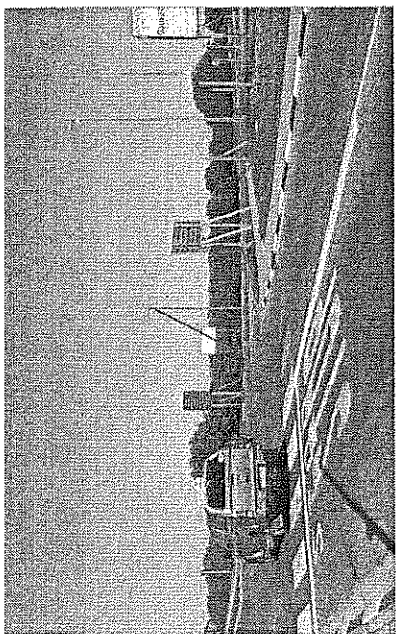
Figure 2.1 Whole Precinct: Location of Photographs (SQ Figure 2.2 a to f)



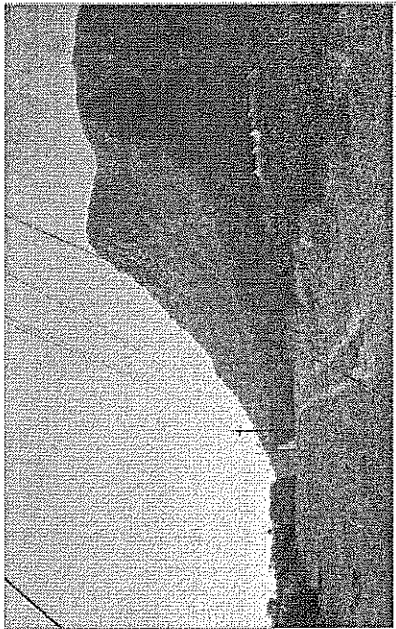


DANGER POINT PRECINCT DEVELOPMENT PLAN (13.220)  
DRAFT PRECINCT PLAN REPORT  
25 July 2014

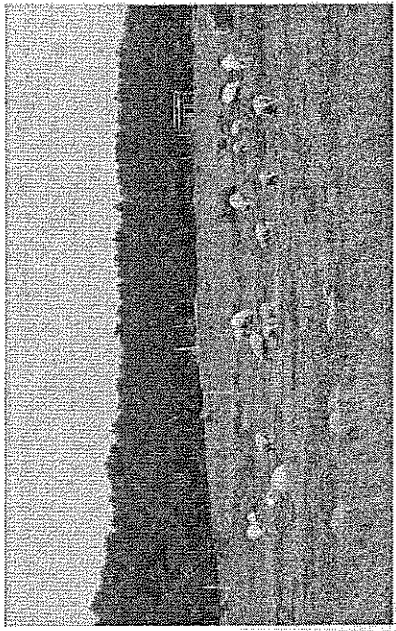
**2.2 WHOLE PRECINCT: OPPORTUNITIES AND CONSTRAINTS: GROUND VIEWS**



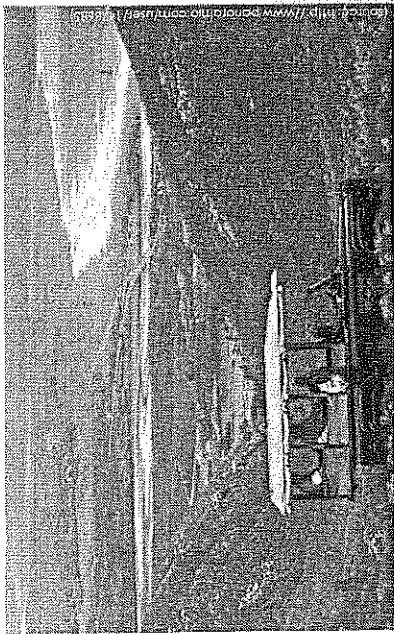
a. R49 – Danger Point Main Road Intersection signage



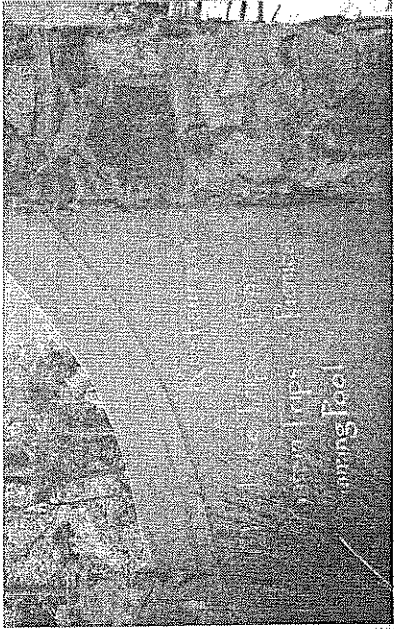
b. Jeep track along power line to Mount Dyer



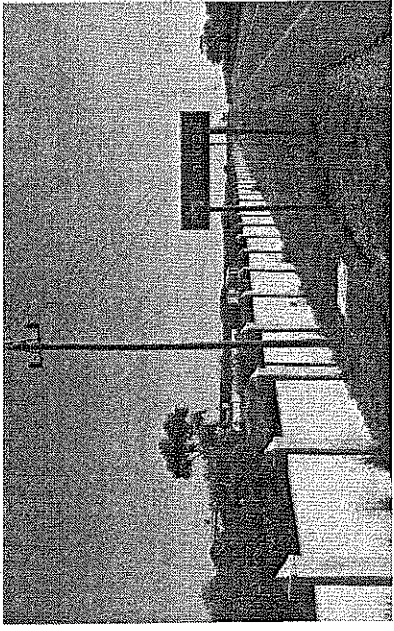
c. Extensive agriculture along R43



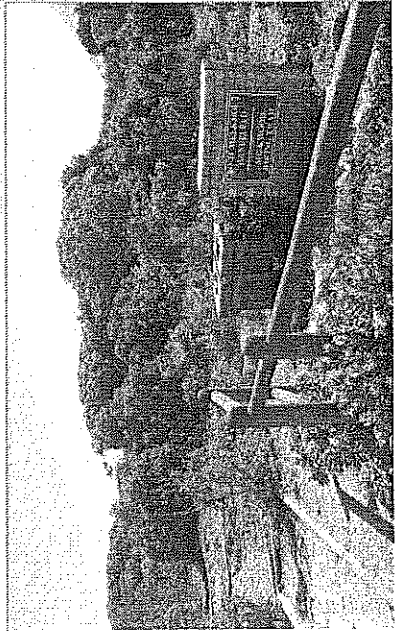
d. View from Mount Dyer (over Franskraal Strand)



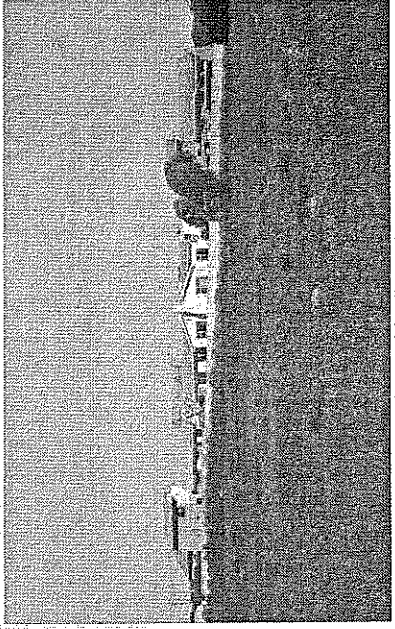
e. Tourist economy (resort on Mount Dyer)



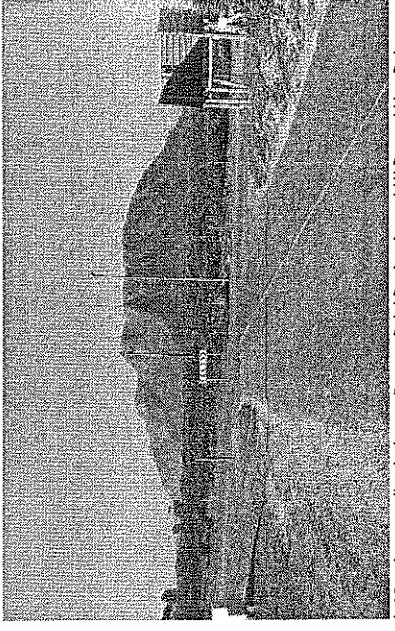
f. Intrusion into rural character – unsympathetic security wall



g. Entrance to Melkhoubos Nature Reserve



h. Suburban architecture abutting Melkhoubos Nature Reserve



i. Visual connection between Danger Point Peninsula and Mt Dyer at Van Dyk Street Intersection

Figure 2.2 Whole Precinct: Photographic Survey



## 2.3 WHOLE PRECINCT: ANALYSIS

### ***Birkenhead Sub-precinct:***

- This sub-precinct contains all the land west of Romansbaai and the golf course. Within this sub-precinct is the Birkenhead township, which comprises 52 properties, most of which are large, ranging between four and seven hectares, more akin to small holdings, although they are zoned for Single Dwellings purposes. There are also eight smaller Business zoned properties and a number of government utility plots.
- South of the Birkenhead township the road to Danger Point Lighthouse, Marine Drive, passes through a wilderness area owned by Irvin and Johnson (I&J).
- Access to the coastline in this area is limited from Kruismansbaai, around the point to Romansbaai as a result.
- The lighthouse, which is an important tourist attraction and has significant tourism potential, is closed on the weekends.



DANGER POINT PRECINCT DEVELOPMENT PLAN (13.220)  
DRAFT PRECINCT PLAN REPORT  
25 July 2014

**2.3 WHOLE PRECINCT: ANALYSIS**

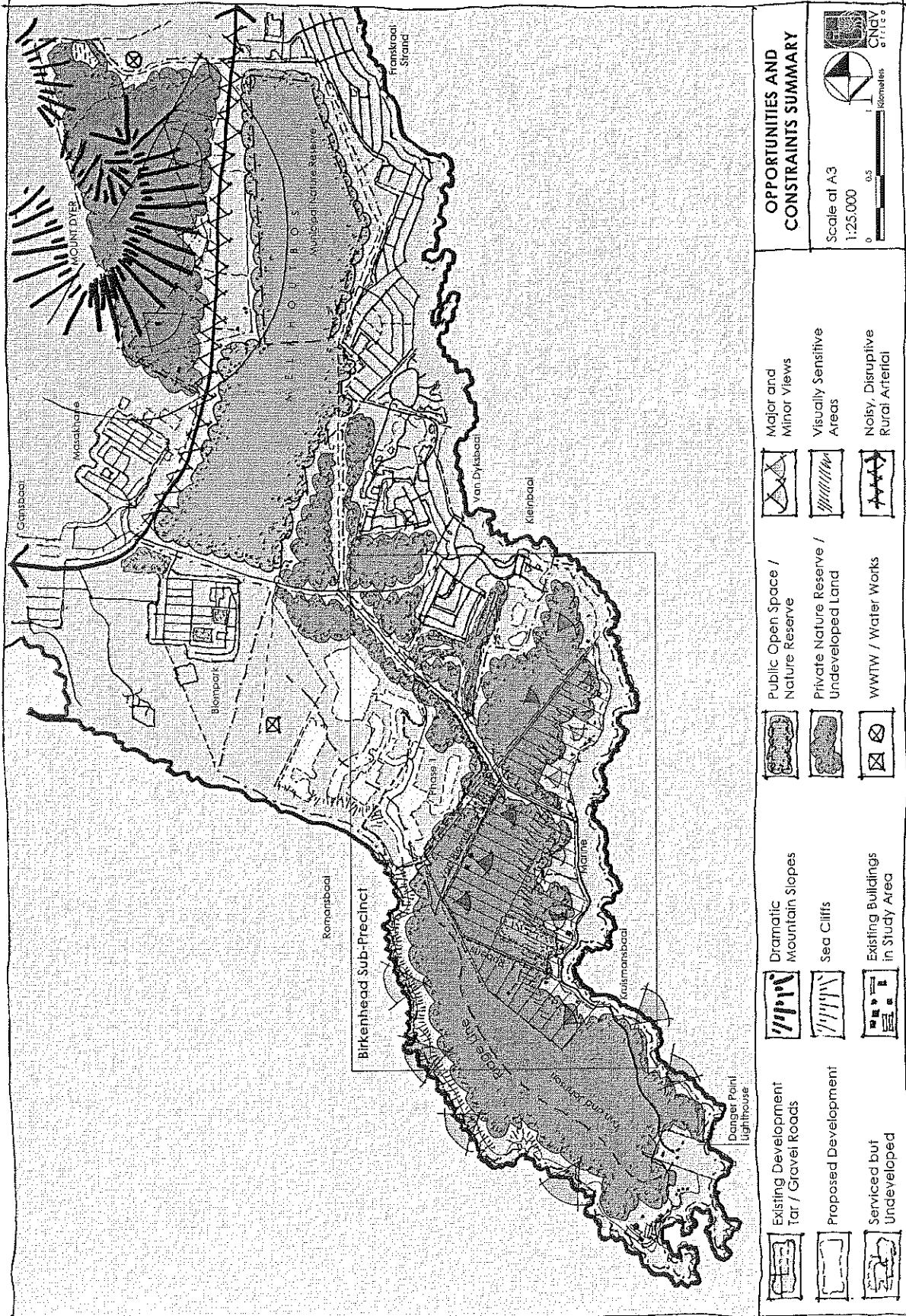


Figure 2.3 Whole Precinct: Opportunities and Constraints





DANGER POINT PRECINCT DEVELOPMENT PLAN (13.220)  
DRAFT PRECINCT PLAN REPORT  
25 July 2014

DRAFT

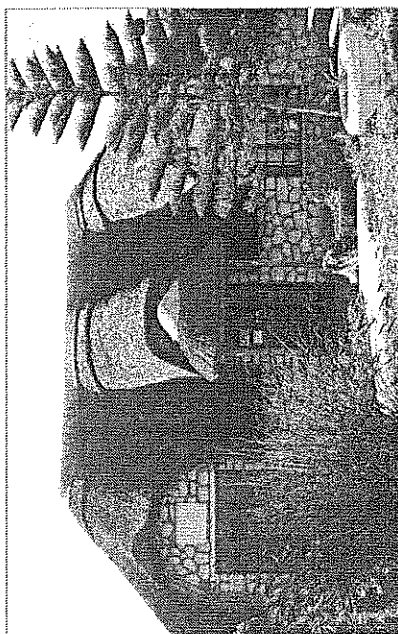






# BIRKENHEAD SUB-PRECINCT ANALYSIS

## 2.5



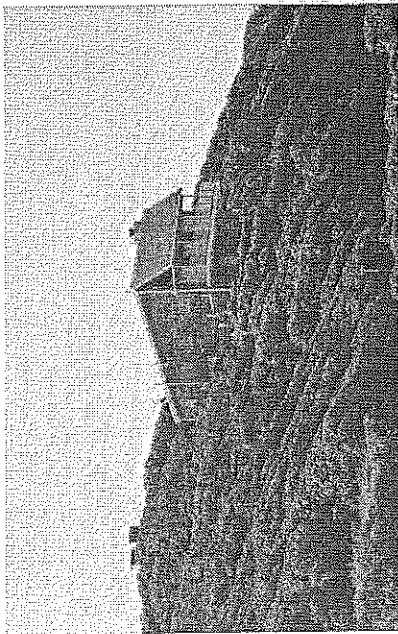
a. Building constructed from local materials



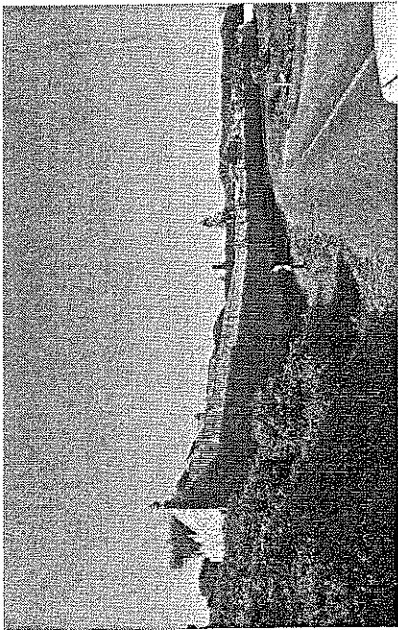
b. Prominent building on ridge



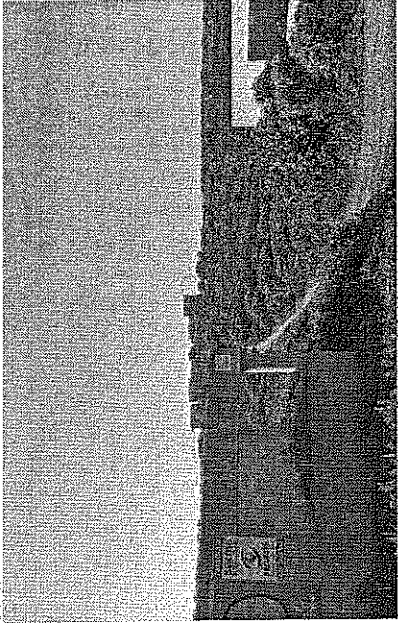
c. Coastal view showing impact of building protruding above skyline



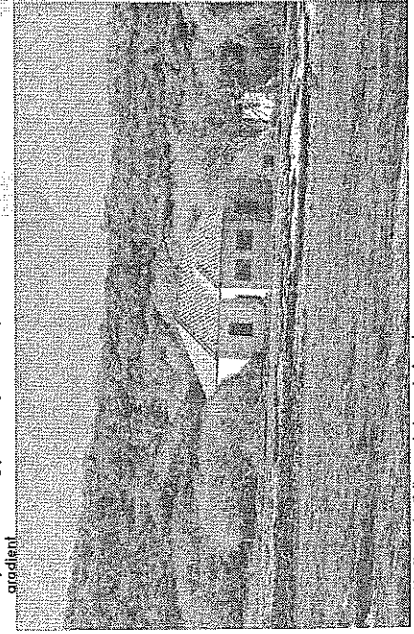
d. Impact of building protruding above skyline and with roof slope opposing contour gradient



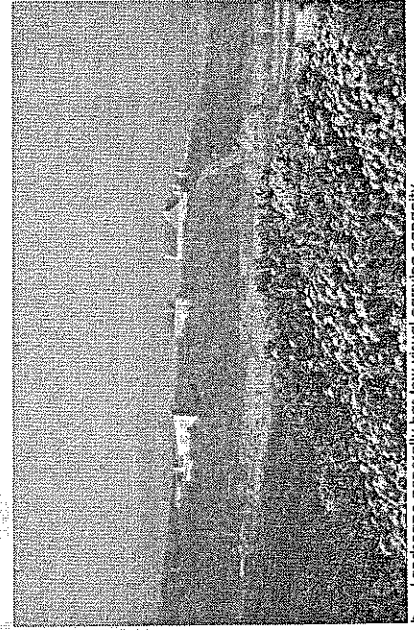
e. High concrete retaining wall devoid of landscaping



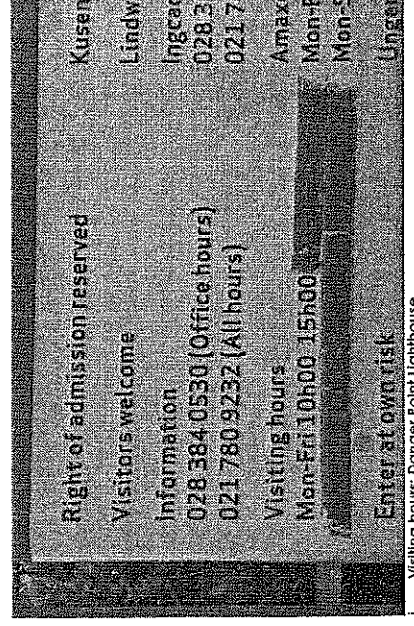
f. Gate and boundary wall on coastal drive



g. Heritage building set down in landscape



h. Landscape generally has low visual carrying capacity



i. Visiting hours: Danger Point Lighthouse

Figure 2.5 Birkenhead Sub-Precinct: Photographic Survey



## 2.6 BIRKENHEAD SUB-PRECINCT ANALYSIS

- The Birkenhead Sub-precinct includes the Birkenhead township, first registered in 1940, as well as Portions 16 and 43 of Farm 711.
- It comprises a crescent shaped piece of land generally falling southwards towards the coast.
- The western boundary comprises a large privately owned property (Irvin and Johnson (I&J)) which is undeveloped, except for seafood processing infrastructure on the point. It functions as a nature reserve.
- The sub-precinct is accessed by a tar road from the R43 comprising Shute Street and the western section of Marine Drive from the Shute Street T-junction.
- Gravel road access is also provided by Lord Roberts and Van Blommenstein streets which form a crescent to the west and north, as well as the eastward section of Marine Drive along the coast linking to Van Dyksbaai.
- There is a ridge through the middle of the site on which one dwelling has been prominently located thereby impacting on long seaward views from properties along van Blommenstein Street, see Figure 2.4b.
- Most of the vegetation on the site comprises Southern Dune Strandveld with some remnants of coastal forest near Kruismansbaai, see Figure 2.4c. The dominant vegetation type, coupled with the relatively level and greatly sloping topography, means that most of the sub-precinct has a low visual carrying capacity.
- Activities at present on site include coastal recreational fishing, visits to Danger Point Lighthouse, commuting to I&J seafood processing, and periodic visits from holiday home owners and to the Lighthouse Tavern.
- There has been little development to date especially considering the number of properties and the outstanding seaside location.
- This can be considered fortunate as there is still the opportunity to set a positive direction for future development that will enhance rather than detract from the area's scenic, bio-diversity and recreational qualities.
- This is important because a significant minority of the few buildings that have been constructed to date are visually prominent, see Figure 2.4 b to f and h. If this precedent is continued, it is likely to undermine the area's scenic and recreational and, therefore, property value.

- This is also in danger of being diminished due to safety and security issues. A management system is required to address this while also ensuring the general public access to the coastline.







DANGER POINT PRECINCT DEVELOPMENT PLAN (13.220)  
DRAFT PRECINCT PLAN REPORT  
23 July 2014

**2.7 BIRKENHEAD SUB-PRECINCT ANALYSIS**

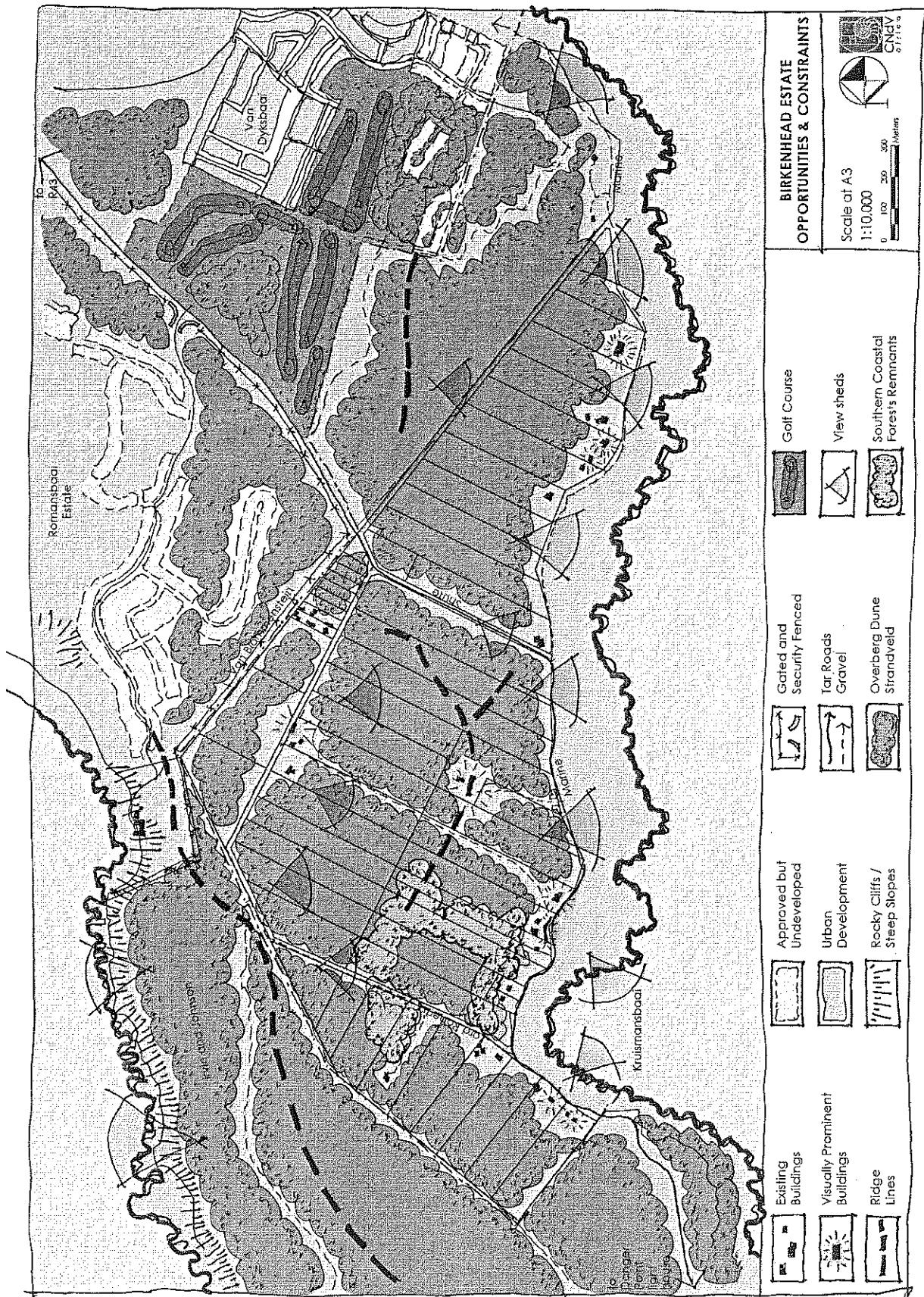


Figure 2.7 Birkenhead Sub-Precinct: Analysis



The current situation in the study area can be summarised as follows:

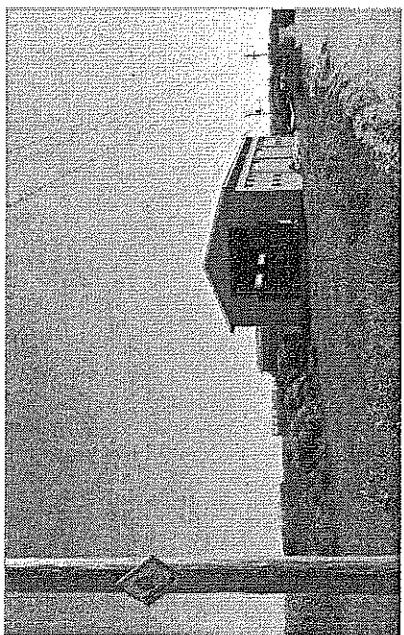
- There is no clear overall policy direction to guide the future development pattern of the precinct which is supported by a critical mass of united and motivated property owners;
- Council which has many other pressing priority social needs to deal with, can at best, play a supportive role to;
- In many instances individuals either do nothing with their properties because in addition to their own personal circumstances which may prevent the development of their properties for whatever reason, there is not sufficient value perceived. This may be due to the appearance of existing buildings, safety and attraction issues in the area;
- When urban development applications have been attempted, these have consolidated properties and/or attempted to accommodate as many units as possible to achieve a development viability based on commercial suburban development and the availability of full municipal services, see Figure 2.8f.
- To achieve cost efficiency and keep property prices affordable these require:
  - There should be as many connections per linear length of pipe, cable and road as possible, therefore plots should about one another and have narrow rather than wide frontages;
  - Roads should be double-sided, i.e. properties should face each other;
  - There should be a ring grid network rather than a linear system; and,
  - The more units that can be accommodated the better. Large areas of open space interspersed within a township make it more expensive, therefore open space should be kept to a minimum.
- These principles can be seen underlying:
  - Previous development proposals, see Figure 2.8f.
  - Romansbaai: although this has more open space than conventional developments, the double sided circular roads are

a strong feature and along these roads the experience is likely to be more suburban; and, more obviously, see Figure 2.9b;

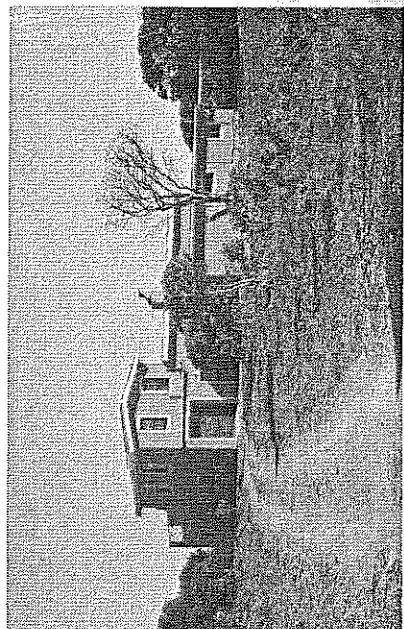
- The 2009 Birkenhead Master Plan, see Figure 2.9c; and,
- The Van Dyksbaai extensions.
- The key driver to the "business as usual" approach is that bulk and linking electricity, water supply and waste water treatment services should be available. If these are not available then a conventional suburban development approach, at densities of 4 to 5 dusha (plot sizes 1250m<sup>2</sup>) is not viable.
- In instances where it is Council's policy not to supply conventional urban services, other strategies are needed.
- There are no resources to provide conventional municipal services and currently, there is no policy to providing acceptable/alternative energy, water supply and waste water treatment services;
- Council has stated that that it will not be providing municipal services to the Birkenhead sub-precinct, even though the services as far as Romansbaai were sized to accommodate this, due to its enormous commitments to providing basic services to those less privileged residents elsewhere in the municipality;
- Due to the lack of an accepted Precinct Plan and institutions to implement its policies, such as, for example, a Danger Point Action Group or a formally constituted Birkenhead sub-precinct Homeowners Association, opportunities such as:
  - linking Mount Dyer to the coast;
  - consolidating the Melkhoutbos Nature reserve as an active link between mountain and sea; and,
  - increasing economic opportunities along the R43 are not promoted;
- Previous efforts to put a policy in place, including the preparation of the 2009 master plan, were referred back by Council on 04/05/11 who required the following to be addressed, namely:



DANGER POINT PRECINCT DEVELOPMENT PLAN (13.220)  
DRAFT PRECINCT PLAN REPORT  
25 July 2014



a. Ad-hoc economic activities



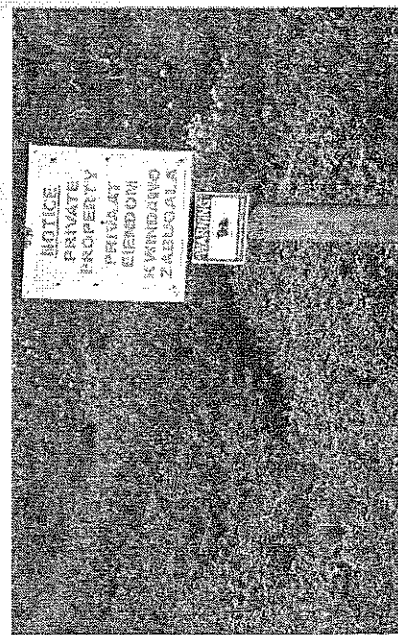
b. Singular approach to building designs



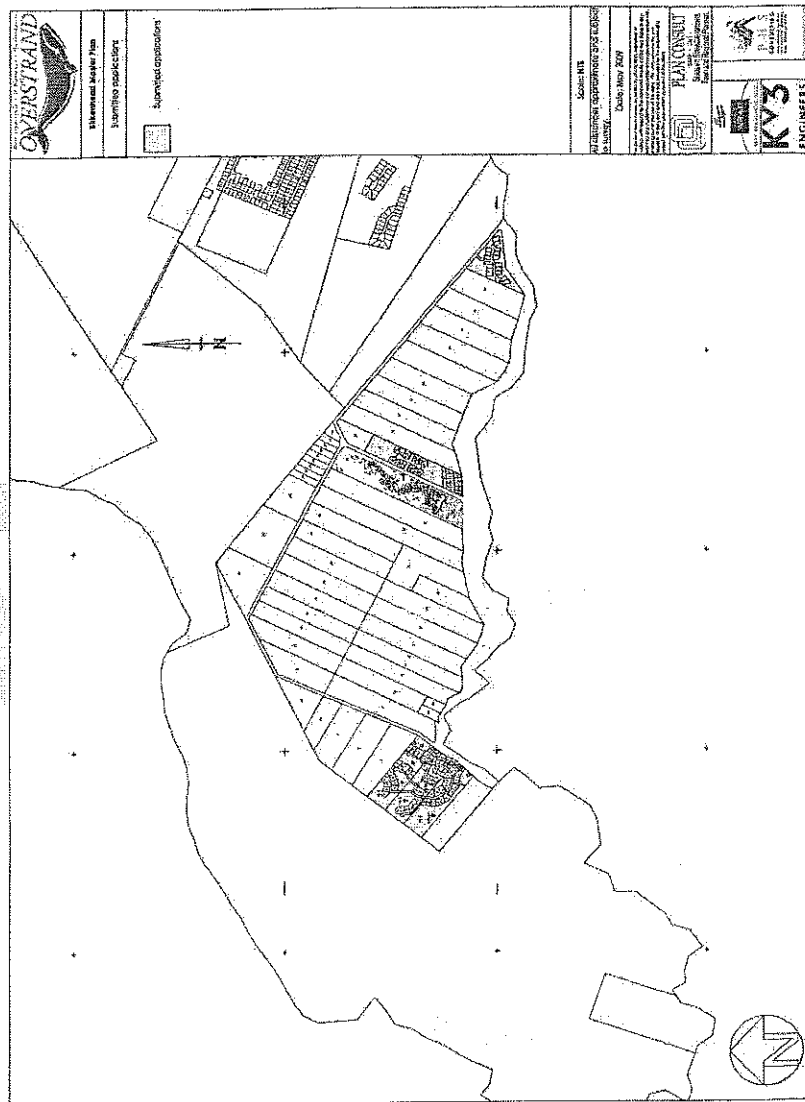
c. Individual rather than contextual building aesthetic



d. Original wilderness drawcard

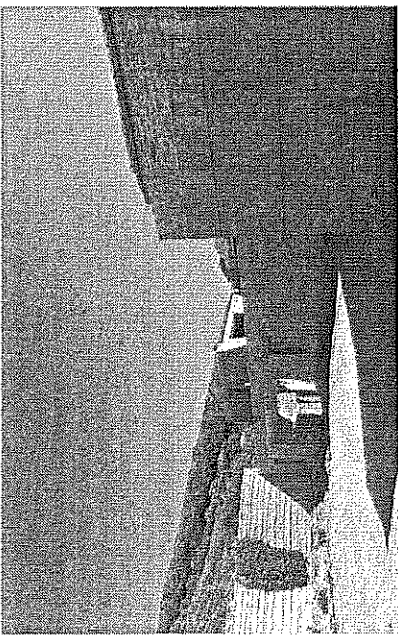


e. Individual rather than association management

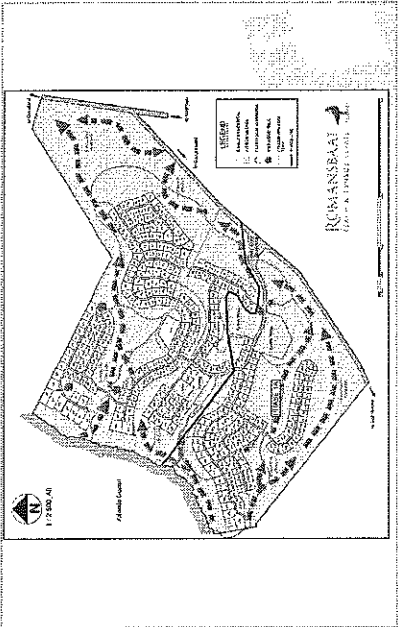


f. Individual development applications

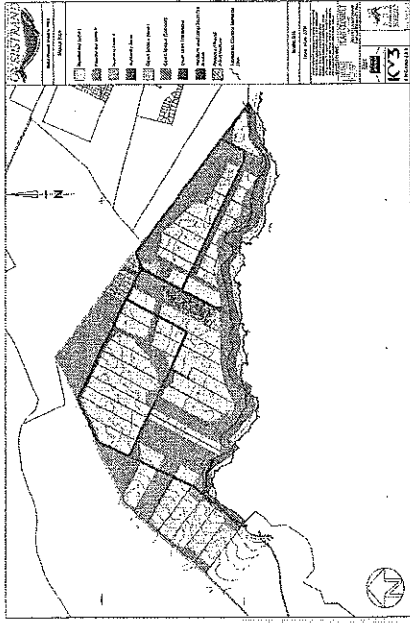
Figure 2.8 Current development and previous development applications



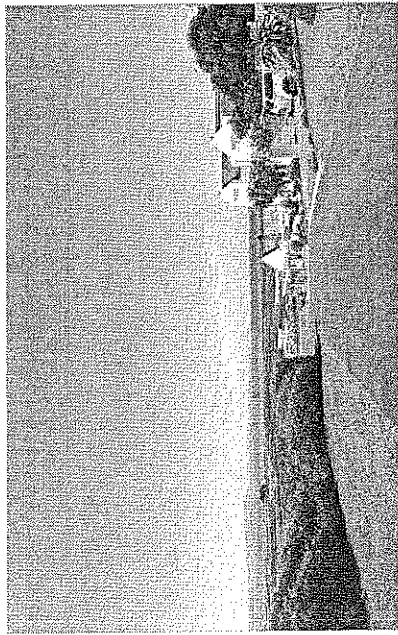
a. Romansbaai: use of natural stone



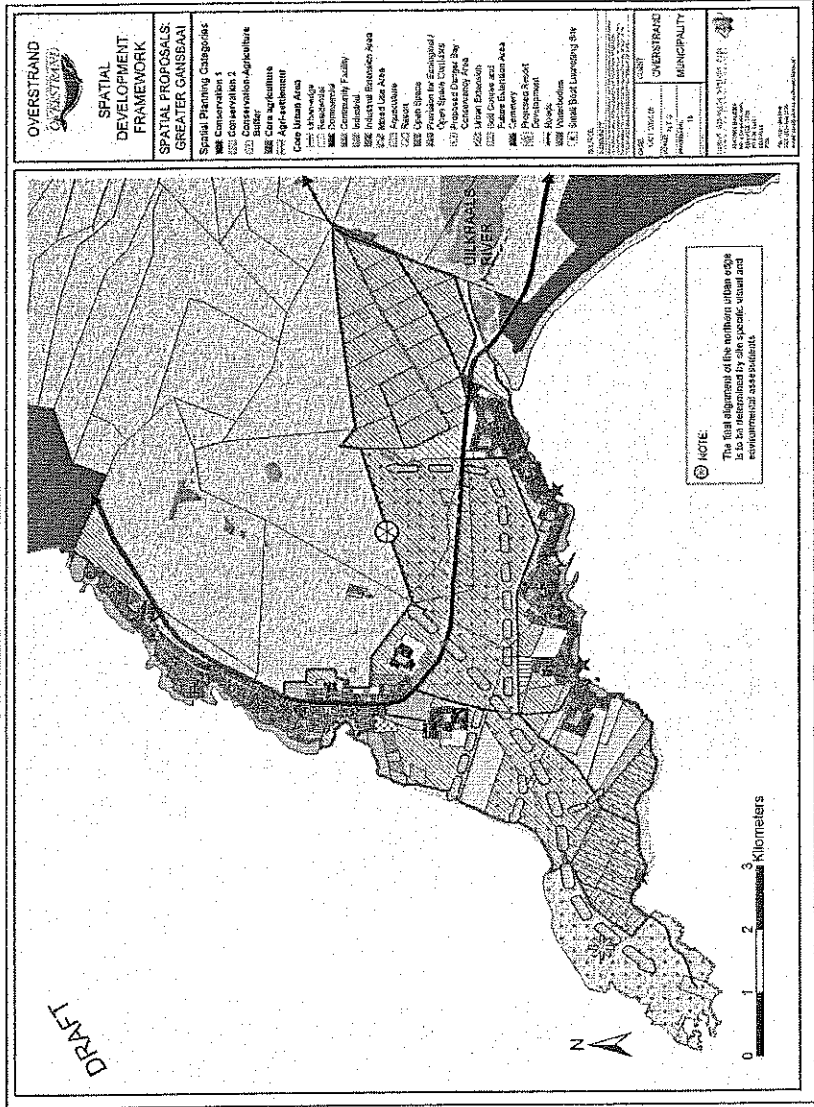
b. Romansbaai: layout



c. Birkenhead Master Plan 2009



d. Van Dyksbaai: suburban aesthetic



f. Greater Gansbaai: proposed areas for urban extension: SDF 2006

Figure 2.9 Existing policy and outcomes



## 2.10

## PUBLIC PARTICIPATION AND SCENARIOS

Because of the need for another strategy other than that of conventional urban development was identified, an extra step was included in the public participation process, to consider different scenarios. These included:

- Scenario 1: Do Nothing;
- Scenario 2: Business as Usual, see Figure 2.10a; and,
- Scenario 3: Mountain to Sea Eco-Estate, see Figure 2.10b (CNdV September 2013).

- These were written up in a separate report which formed the basis of an extra round of public participation in the process. This comprised a public workshop and a period in which interested and affected parties could comment.
- After two rounds of public participation considering both the scenarios and a draft precinct plan, the Mountain to Sea eco-estate was considered to be the most appropriate strategy to guide the study areas future.
- A minority of property owners raised concerns about this scenario from particularly with regard to the proposed density. These owners had either previously submitted development applications or believed that higher densities, greater coverage and bigger units and plots and would be more viable. They insisted that the municipality should provide conventional urban services, despite being informed that it could not do so.
- There were also some respondents that preferred the "Do Nothing" scenario.
- Key points agreed by all the respondents included:
  - The Danger Point peninsula was an area of outstanding natural beauty and future development should enhance rather than diminish its character and quality;
  - If municipal services were not going to be available, even in the long term, off-grid servicing strategies would be required;
  - Linking Mount Dyer to Danger Point peninsula offered significant biodiversity conservation, (although the alignment of the Romansbaai fence may have compromised this to some extent) recreational and tourism benefits; and,

- A solution is required to the security challenges being faced by I&J and Birkenhead property owners.

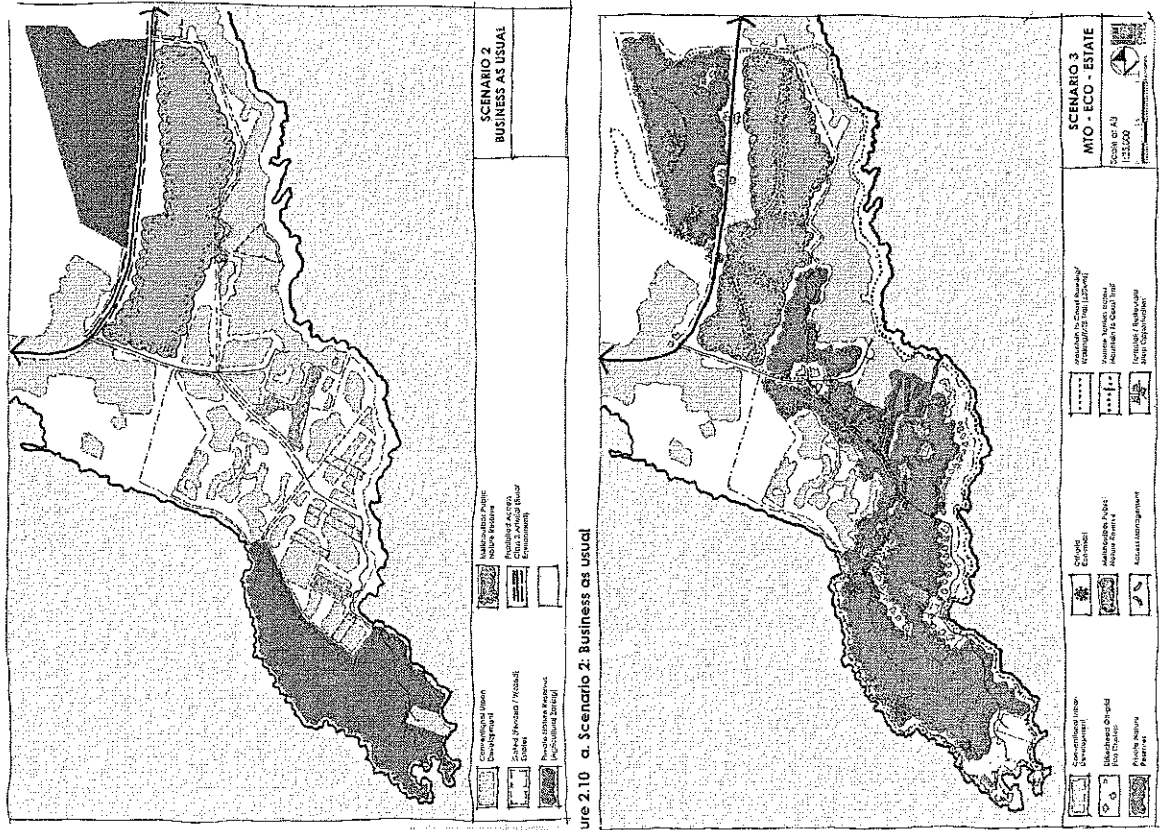


Figure 2.10 a. Scenario 2: Business as Usual

Figure 2.10 b. Scenario 3: Mountain to Sea Eco-estate



DANGER POINT PRECINCT DEVELOPMENT PLAN (13.220)  
DRAFT PRECINCT PLAN REPORT  
25 July 2014

**Redacted**



The **VISION** for the overall Precinct Plan is:

- o The Danger Point precinct is an outstanding and dramatic landscape coast stretching from Mount Dyer towering over the coastal plain to the rocky windswept mostly pristine Strandveld of the peninsula, qualities that future development should enhance.
- o Strengthening the links between the mountain and coast, visually, and, where possible, physically, will consolidate and enhance the attractive recreational scenic and biodiversity conservation potential of this relationship, and therefore, property values.

#### **PREMISES**

Sensitively designed buildings can enhance rather than detract from wilderness environments.

Urban development proposals in South Africa are usually resisted because of the insensitive and stylistically bankrupt design of most existing urban development. If this can be improved, there is a better chance of more acceptance of new urban development proposals.

Layout form in South Africa has been so repetitive and monotonous because of the requirements of the technologies used to deliver water, waste water and electrical services cost effectively and the uniform standards used to design roads.

This can be improved if alternative service delivery technologies can free up layout design to be more responsive to the natural environment.

If these conventional parameters relating to design and layout are changed as proposed, development can occur that is both environmentally sensitively and financially cost-effective and viable.



### 3 VISION AND POLICIES: WHOLE PRECINCT

The premises and public participation inputs led to the following principles, goals and objectives.

PRINCIPLES	GOALS	OBJECTIVES
<p><b>A. VALUE</b> Danger Point's value lies in its sense of wilderness and dramatic coastal setting overlooked by a mountain; and its relatively close proximity (within ±180km) of a major metropolitan area.</p>	<p><b>A1 APPEARANCE AND VISUAL IMPACT:</b> Development should not further undermine the sense of coastal wilderness and scenic quality.</p>	<p><b>A1.1</b> Implement strict design guidelines that ensure buildings are "unobtrusive in the landscape" by controlling the following:</p> <ul style="list-style-type: none"> <li>• Colours;</li> <li>• Height;</li> <li>• Bulk;</li> <li>• Footprint;</li> <li>• Location; and</li> <li>• Lighting.</li> </ul>
	<p><b>A2 SCALE AND CHARACTER:</b> Permit appropriate levels of development up to the point where the sense of place can be considered to be negatively impacted.</p>	<p><b>A2.1</b> Control the following aspects impacting on the scale and character of development:</p> <ul style="list-style-type: none"> <li>• Number of buildings;</li> <li>• Style;</li> <li>• Visual impact;</li> <li>• Tenure; and,</li> <li>• Maximum density.</li> </ul>
	<p><b>A3 MOUNTAIN TO OCEAN LINKAGES</b> Link mountain to ocean as much as possible.</p>	<p><b>A3.1</b> Promote biodiversity corridors between Mount Dyer and coast especially across R43.</p> <p><b>A3.2</b> Create a continuous physical link, e.g. running, walking and MTB trail, between mountain and ocean.</p>
<p><b>B. BALANCE</b> A balance needs to be found between public safety and providing rightful public access, particularly on the Danger Point Peninsula where the public is entitled to access to the land below the high water mark.</p>	<p><b>B1 ACCESS AND SECURITY</b> Ensure continued access to the coastline by all those who have always used the area for recreational purposes, including fishing and ensure this is safe and secure.</p>	<p><b>B1.1</b> Control vehicle access onto the peninsula south of Romansbaai and Van Dyksbaai to the Danger Point Main Road.</p> <p><b>B1.2</b> Monitor vehicles that do access the peninsula south of this point.</p> <p><b>B1.3</b> Discourage continued vehicle routes along the coastline.</p>
<p><b>C. FINANCIAL SUSTAINABILITY</b> Ownership should be financially sustainable should be defined as being able to support appropriate and necessary levels of services, security and maintenance bearing in mind that the municipality is not a position to tender any services.</p>	<p><b>C1 OFF-GRID SERVICES</b> Employ off-grid service technologies that do not require municipal services and have low running costs.</p>	<p><b>C1.1</b> Permit and implement a range of acceptable alternative energy, water supply and waste water treatment technologies.</p>
	<p><b>C2 PROPERTY VALUES</b> Enhance quality of development (units) and natural environment so that they improve property values to the greatest extent possible and help to ensure financial viability.</p>	<p><b>C2.1</b> Enhance property values through building design effective property management and landscaping guidelines to levels where contributing to levies for security and maintenance are worthwhile.</p>



Figure 3.1 illustrates the draft Danger Point Precinct Plan for the whole study area from Mt Dyer to the coast.

**3.1 POLICY ONE: MOUNTAIN TO COAST RUNNING / WALKING / MTB TRAIL**  
The main linking element in the overall precinct plan is proposed to be a 30km running, walking MTB trail that links private and public properties throughout the precinct, see Figure 3.1.

**Reasons:**

- i. This will provide economic and empowerment opportunities for tourism operators and professional trail design and management companies.
- ii. If managed properly, this trail system can have important wider social and economic benefits, including access to recreational fishing, tourism and conservation employment opportunities. Nearby examples include Grootbos and similar projects.
- iii. These other economic opportunities linked to the trail could include, see examples in Appendix 6:

- Three to four resorts, e.g. on Mt Dyer and on I&J land.
- Approval of the latter resorts should include a quid pro quo for extending this trail.
- Guest houses and short term accommodation; and,
- Farmstalls and holiday accommodation on the R43.

**Implementation:**

- i. Implementing this trail system will require a champion, including some or all of the following: the municipality and an effective civic organisation; still to be formed such as a Danger Point/Mount Dyer focus group on a Birkenhead Umbrella Homeowners Association.
- ii. This trail system should commence on a phased basis beginning with those sections already existing on public property, for instance, along the coast and across the Melhoutbos Nature Reserve.
- iii. The trail should be identified and promoted with signage procured by either the municipality and/or by way of donation with advertising from local businesses.

- iv. Where possible each phase of the trail network as it is implemented, should comprise complete loops rather than disconnected sections.

**3.2 POLICY TWO: SUB-PRECINCTS**

- i. The study area includes two distinct sub-precincts which each require detailed proposals; Dyer Mountain sub-precinct and Birkenhead sub-precinct.
- ii. Dyer Mountain sub-precinct: detailed proposals should be addressed in the future as and when the key stakeholders in this sub-precinct are considering making development applications.
- iii. Birkenhead sub-precinct: detailed proposals are addressed in Section 4 of this document.

**Reasons:**

During the course of preparing this precinct plan, a small group of stakeholders emerged in the Dyer Mountain sub-precinct. They had specific requests, including extending the study area boundary beyond the scope of the current study area. It will only be possible to address the necessary detailed analysis and a subsequent formulation of proposals in a separate sub-precinct planning exercise.

**Implementation:**

Not applicable.

**3.3 POLICY THREE: URBAN EDGE**

It is proposed that the Overberg Municipality Urban Edge in the vicinity of this precinct plan study area, indicated on Figure 2.9f, be adjusted to reflect the policies of this precinct plan at the next SDF review according to the policies governing the delineation of the Urban Edge at this point in time.

**Reasons:**

Urban Edge delineation policies and guidelines are currently under review in terms of national, provincial and local legislation.

**Implementation:**

To be addressed in next SDF review.

### 3. WHOLE PRECINCT: MTO (MOUNTAIN TO SEA) ECO-ESTATE

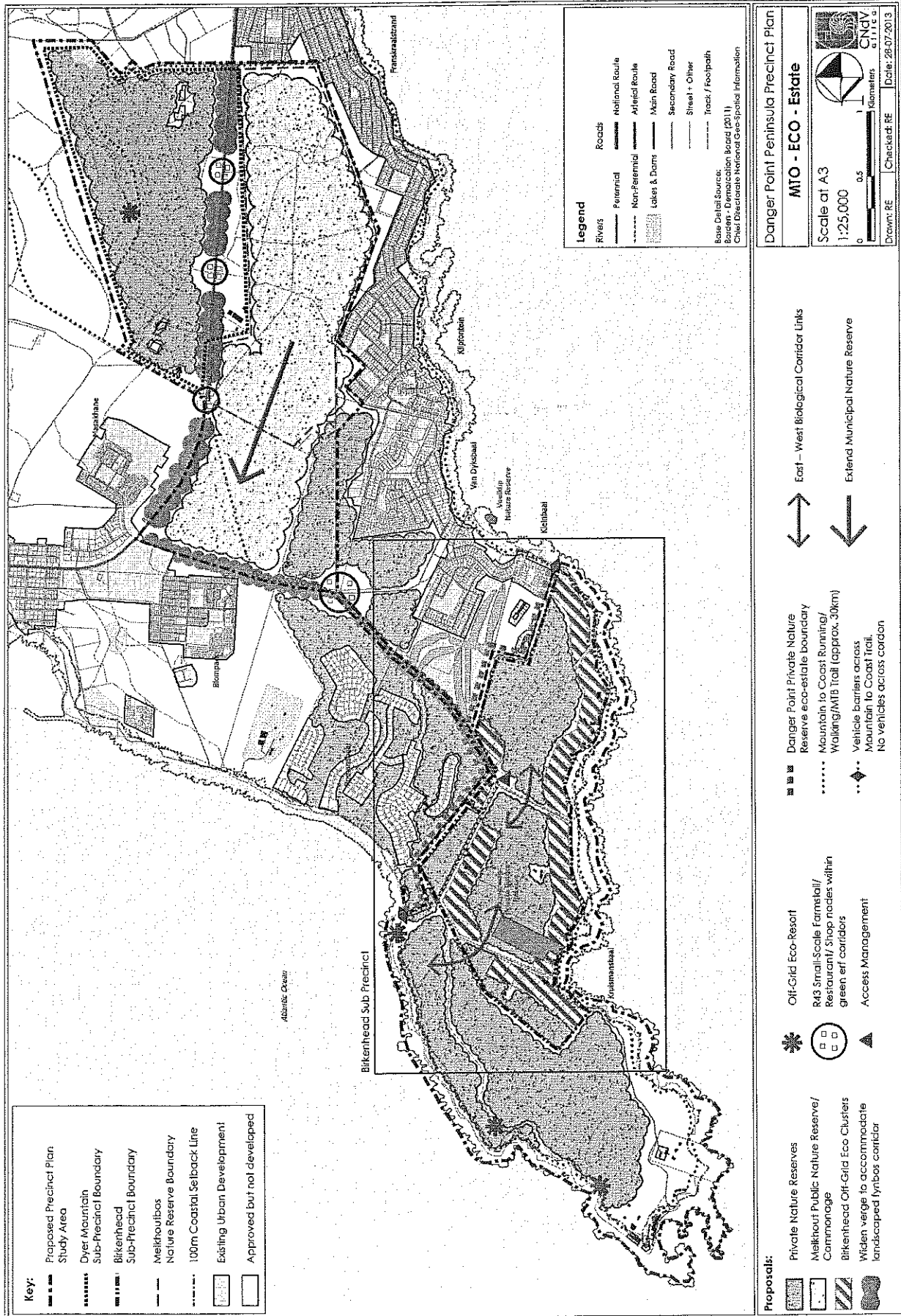


Figure 3.1 Precinct Plan





### 3. WHOLE PRECINCT: MTO (MOUNTAIN TO SEA) ECO-ESTATE

#### 3.4 POLICY FOUR: NATURE AREAS ON PRIVATE LAND

All private land not used for urban development purposes should be included in private conservation areas on preferably, protected nature areas, and an authority such as the municipality, CapeNature, a homeowners association or improvement district as relevant be mandated to manage them.

##### Reasons:

The precinct's bio-diversity conservation and recreational potential will be considerably enhanced by the consolidation of as much open space as possible into nature areas that are linked into continuous corridors where practical.

##### Implementation:

- i. Where landowners do not intend to submit development applications they should be encouraged to make the balance of their land available for this purpose.
- ii. Where landowners submit development applications making the balance of their land available for inclusion in such private nature reserves should be made a condition of approval.
- iii. In due course consideration can be given to strengthening the protection of these areas from conservation areas (privately owned) to protected areas (under the protection of a public authority).

#### 3.5 POLICY FIVE: OFF-GRID ECO RESORTS

- i. A limited number of off-grid low key eco-resorts in the form of boutique hotels or bush camps and chalets providing high quality tourist accommodation that does not detract from the wilderness experience of these locations can be considered. These should be located in the general vicinity of the north facing rocky coastline on Danger Point and on Dyer Mountain.
- ii. The number, size and scale of these resorts should be determined on each site's merits when applications are made.

##### Reasons:

Opportunities to promote high value low impact tourism in viable locations that will not detract from the bio-diversity and wilderness qualities of the natural environment should be promoted in line with national, provincial and local policies to promote economic growth and employment creation, especially in the tourism sector.

##### Implementation:

As and when owners decide to make development applications.

#### 3.6 POLICY SIX: MELKHOUBOS PUBLIC NATURE RESERVE AND COMMONAGE

- i. This protected area should continue to be protected and promoted as a biodiversity corridor and recreational area.
- ii. It should be formally extended westwards to include all of the publicly owned land to Danger Point Main Road and the R43.

##### Reasons:

- i. This land provides an important bio-diversity corridor link between Dyer Mountain and the rest of the Danger Point peninsula in addition to protecting the existing milkwood forest.
- ii. Its extension westwards will increase the effectiveness of this corridor as well as consolidate a green link that creates a bio-diversity corridor facilitating seed, bird and animal movement between Danger Point and Dyer Mountain and enhances the sense of the rural environment and remoteness between Franskrail strand and Gansbaai.

##### Implementation:

- i. The municipality should proclaim the western land being even for inclusion in the Melkhoutbos nature reserve.
- ii. A car park and signage should be provided on the western side of this land similar to that provided on the east.
- iii. The firebreaks through this land that create a potential trail link between Dyer Mountain and the southern parts of Danger Point peninsula should be appropriately formalised and signposted.



### 3. WHOLE PRECINCT: MTO (MOUNTAIN TO SEA) ECO-ESTATE

**3.7 POLICY SEVEN: R43 AND DANGER POINT MAIN ROAD/SWART STREET SMALL SCALE FARM STALL /RESTAURANT/COFFEE SHOP /ACCOMMODATION NODES**

- i. Development that is confined to small rural farm stall nodes with nearby accommodation clustered around the current access points and which generally promotes the appearance of the R43 as a rural scenic route should be permitted;
- ii. The current bulk rights on these properties should form the bases for new proposals but which may be more appropriately configured than the current zoning conditions permit, by the granting of departures;
- iii. Any enhanced development rights should only be considered where their merits in terms of addressing various public bio-diversity and economic development policy goals can be demonstrated in a balanced way;
- iv. These policies can be reviewed further in the proposed Dyer Mountain sub-precinct planning exercise as and when this proceeds, see Policy 3.2.

**Reasons:**

Tourist orientated economic growth and employment creation should be promoted along this route to take advantage of the passing traffic between Gansbaai and Franskraaistrand but this should not be of such a scale that it becomes an urban corridor thereby disconnecting the mountain significantly more from the Melkhoutbos than is currently the case.

The Danger Point Main Road/Swart Street intersection could form an appropriate node for a farm stall serving passers by to danger Point or Van Dyksbaai.

**Implementation:**

Individual development applications along these routes should be assessed on their merit to ensure that they are in line with this policy

**3.8 POLICY EIGHT: NORTH SOUTH BIODIVERSITY CORRIDOR LINK**

- i. The approval of future development applications on properties abutting Danger Point Main Road should include a property boundary set-back of at least 30 metres except for the proposed farmfall node at the Danger Point Main Road/Swart Road intersection.
- ii. Fences erected along this corridor boundary should be transparent. Only transparent fences and not boundary walls should be erected on this set back line.

**Reasons:**

A biodiversity corridor linking the southern (Danger Point Peninsula) and northern parts (Dyer Mountain and Melkhoutbos Nature Reserve) of the study area has been consistently indicated in all of the policy plans and spatial development frameworks of the recent past. Unfortunately, this has been compromised to some extent by property boundaries not being set back to accommodate this link, for instance, along the Romansbaai boundary. This allowed fences to be erected close to the road verge thereby compromising faunal movement although bird movement and wind borne seed transport can still occur

**Implementation:**

- i. Any future applications along this route should be required to set their property boundaries an appropriate distance, for instance 30 metres, back from the road, erect transparent fences and rehabilitate the vegetation within the corridor as conditions of approval.
- ii. This road reserve setback should be zoned for nature conservation.
- iii. If the opportunity presents itself for instance, through further development applications from Romansbaai it should be encouraged to set its property boundaries and fences back from the road reserve as proposed.