

ANNEXURE K: NEED AND DESIRABILITY ASSESSMENT

NEED AND DESIRABILITY REPORT FOR:

THE PROPOSED DECOMMISSIONING OF AN AQUACULTURE FACILITY ON FARM NO. 1259, MALMESBURY DIVISION



Report terms of the DEA&DP (2013) Guideline on Need and Desirability, EIA Guideline and Information Document Series. Western Cape Department of Environmental Affairs & Development Planning (DEA&DP), March 2013.

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<p>NEED AND DESIRABILITY REPORT FOR: THE PROPOSED DECOMMISSIONING OF AN AQUACULTURE FACILITY ON FARM NO. 1259, MALMESBURY DIVISION</p> <p>SG Code: C04600000000125900000 / Location: Lat: 32° 48' 25.295" S Lon: 17° 53' 0.29" E</p>	
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1. INTRODUCTION

The proposed decommissioning¹ of an existing aquaculture facility on Farm 1259, Malmesbury RD to allow for the future rezoning of the property from Industrial Zone I to Business Zone I and reuse of the vacated buildings for mixed-use business and residential accommodation purposes complementary of the abutting waterfront development on Erf 2063, Paternoster requires Environmental Authorisation (EA).

The Minister of Forestry, Fisheries and the Environment (DFFE) published DEA (2017), Guideline on Need and Desirability, Department of Environmental Affairs (DEA), Pretoria, South Africa ISBN: 978-0-9802694-4-4 in terms of the National Environmental Management Act, 1998, Act 107 of 1998 (NEMA). In terms thereof, when considering an application for Environmental Authorisation (EA), the competent authority must comply with section 24O of NEMA and must have regard for any guideline published in terms of section 24J of the Act and any minimum information requirements for the application.

Need and desirability is based on the principle of sustainability, set out in The Constitution of the Republic of South Africa, 1996, Act 108 of 1996 and in NEMA, and provided for in various policies and plans, including the National Development Plan 2030 (NDP). Addressing the need and desirability of a development is a way of ensuring sustainable development ensuring that it is ecologically sustainable and socially and economically justifiable (ensuring the simultaneous achievement of the triple bottom-line).

Such need and desirability report is herewith presented for the decommissioning of the aquaculture facility as a result of a combination of factors. The fishing quota reductions and the unsustainability of the aquaculture activities on the property necessitate the consideration of alternative uses for the existing buildings, structures, and infrastructure. It affects a 1,21 ha portion of Farm 1259, that is 3,12 ha in extent and requires the reconfiguration and use of the existing buildings with a combined floor area of approximately 4 200m², partially used for the aquaculture activities and related purposes.

1.1 Context of the report

Consistent with the above, the concept of “need and desirability” relates to, amongst others, the nature, scale and location of development being proposed, as well as the wise use of land. While essentially, the concept of “need and desirability” can be explained in terms of the general meaning of its two components in which need primarily refers to time and desirability to place (i.e., is this the right time and is it the right place for locating the type of land-use / activity being proposed?), “need and desirability” are interrelated and the two components collectively can be considered in an integrated and holistic manner. The consideration of “need and desirability” therefore requires the consideration of the strategic context of the activity proposal along with the broader societal needs and the public interest. Ultimately development must not exceed ecological limits, while the proposed actions of individuals must be measured against the short-term and long-term public interest in order to promote justifiable social and economic development. It

¹ **“decommissioning”** means to take out of active service permanently or dismantle partly or wholly, or closure of a facility to the extent that it cannot be readily re-commissioned; Environmental Impact Assessment Regulations Listing Notice 1 of 2014 as amended.

must be decided which alternatives represent the “most practicable environmental option”, which in terms of the definition in NEMA and the purpose of the EIA Regulations are that option that provides the most benefit and causes the least damage to the environment as a whole, at a cost acceptable to society, in the long-term as well as in the short-term.

1.2 Details of the EAP

Virdus Works Environmental (Pty) Ltd, Reg No. 2019/133896/07 assigned the project to Dupré Lombaard as registered EAP and planner (EAPASA 2019/304 / SACPLAN B/8076/1998) following appointment by the Paternoster Group. Dupré Lombaard has been in environmental practice since 2000. Since then, he has prepared and submitted many environmental authorisation applications and undertaken assessment and management processes.

Education and training

- M.Sc. (Earth Sciences), 2000 – 2002 (cum laude) - University of the Western Cape. Focus on Fluvial Geomorphology, Hydrogeology, GIS, and Environmental Law.
- M.A. (Geography), 1985 – 1989 - University of the Orange Free State. Research in Urban Geography.
- Honns. B.A. (Geography), 1981 – 1982 - University of South Africa.
- B.Mil. (Economics and Geography), 1978 – 1980 - Military Academy (Faculty of Military Science, University of Stellenbosch).

Other certified training courses

- Introduction to nature conservation, 1979 - Cape Provincial Administration.
- Transport and traffic engineering, 1991- SA Institute for Town and Regional Planners.
- Project Management for Environmental Managers, 2009 - University of the Free State.
- Integrated Water Resource Management, 2010 - University of the Western Cape.
- Accredited Green Building Professional, 2010 – Green Building Council of South Africa.
- SAMTRAC (SHEQ), 2010 - National Occupational Safety Association.
- Municipal Minimum Competency Training, 2014 - University of Stellenbosch.
- Commercial Mediation, 2016 - University of Cape Town.

Membership of professional and registration bodies

- Registered Planner - SA Council for Town and Regional Planners since 1998 (B/8076/1998).
- Registered Environmental Assessment Practitioner - Environmental Assessment Practitioners Association of South Africa since 2021 (2019/304).
- Member of IAIA SA since 2001 (member 1060).

1.3 Details of the site

The site is a part of Remainder Farm 1259, Malmesbury RD in Paternoster. It forms a part of the larger waterfront area (Erf 2063) with access off Kreeftegang. It was

until recently used for aquaculture purposes (fish farming and crayfish holding), currently only for crayfish holding tanks. The farm has an area of 3,12ha. The existing buildings and aquaculture facilities on the site are in buildings with a combined floor area of approximately 4 200m² and cover an area of roughly 1,2ha.



Figure 1: Farm 1259 locality

The facility consists of large concrete buildings with asbestos-cement roofs. The crayfish factory was built in the early 1900's. When the Paternoster Visserye company was established in the early 1960's it took over the factory and in the mid 1980's the company established the aquaculture (fish farming) activities. The aquaculture activities remained in full operation until its closure in 2019.

To process the crayfish, they have to be kept alive in tanks filled with sea water from delivery to packing. Inside the building there are twenty concrete tanks (2m² and 1m deep) holding 40m³ of fresh sea water. Water is extracted from the sea on the Bekbaai (western) side of the facility and pumped into the tanks and flows back into the sea under gravity. When crayfish is held in the tanks, fresh sea water is constantly pumped into the tanks. In this way several thousand crayfish can be kept alive for a week or more to be purged and exported live.

Some of the buildings are under-utilised and only partially used for aquaculture (crayfish holding) purposes. The fish farming aquaculture facility was not sustainable and led to the cessation of activities in 2019. This, combined with continual crayfish quota reductions has led to a more compact operation and building use, requiring less space and the need to reconfigure and better utilise the existing buildings and infrastructure. The vacated building space can be better

utilised to complement the waterfront development. The buildings are all connected to the municipal services infrastructure and are accessed via a servitude road through the existing waterfront on Erf 2063.



Figure 2: Farm 1259 decommissioning site locality

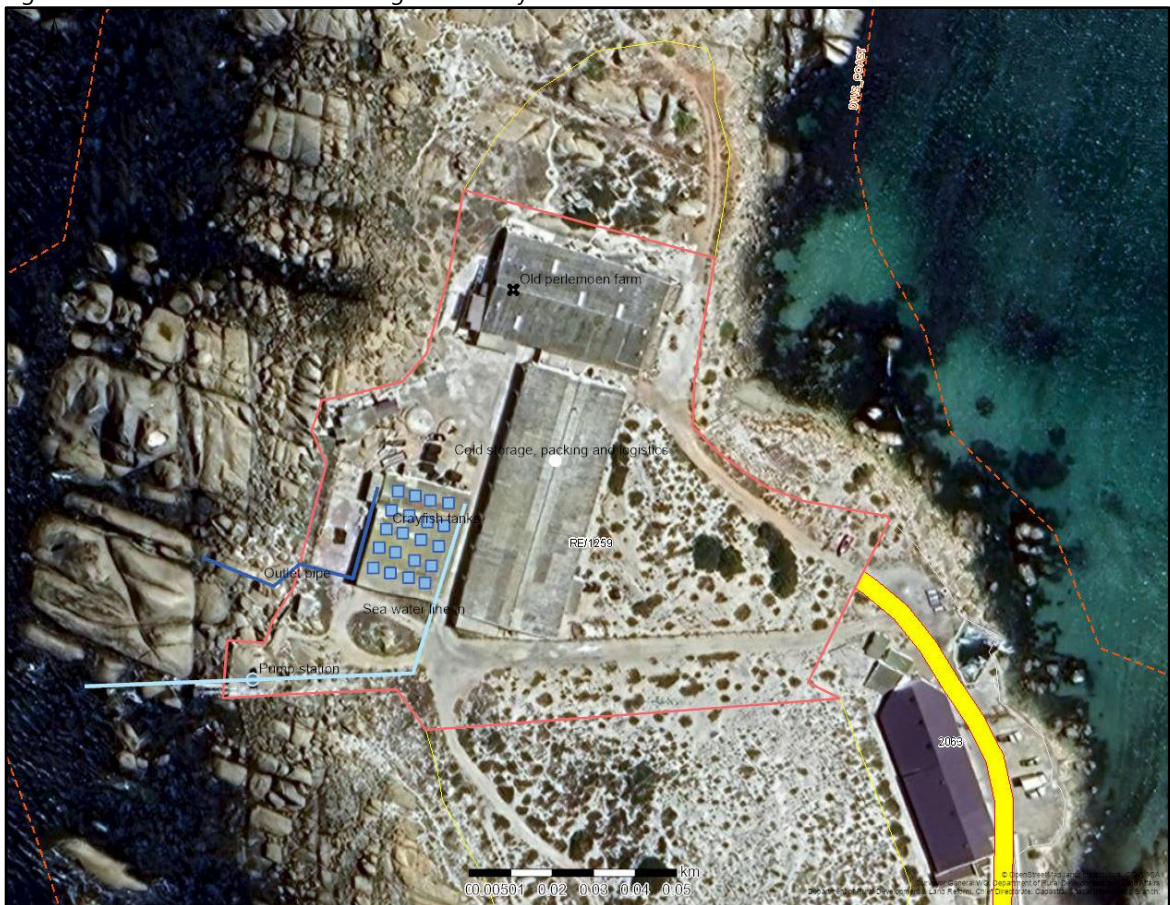


Figure 3: Farm 1259 aquaculture setup

1.4 Site redevelopment proposal

The proposal is to decommission the aquaculture activities (fish farming and holding tanks), to convert the existing buildings that are large warehouse type structures, to contain 11 flats (apartments) at ground level. A laundry to service the waterfront, recreational facilities, and an upgrade of the surrounding area with parking and landscaping are also planned for the under-utilised buildings and the transformed area of the site. The majority of the building conversions will occur internally, but the facades will also change, with new doors and windows inserted to the walls of the existing building to fit the internal alterations.

One building containing the crayfish tanks will be retained as an operational and exhibition area and used as an attraction. The conversions will occur over time and a smaller more compact aquaculture facility with a maximum capacity of 10 000kg wet weight per annum and related product stores will be retained for the time being.

The existing access, parking and loading areas, municipal and other services infrastructure will be retained and improved. The existing labourers' accommodation, laboratories, store rooms, and offices on the site are proposed for upgrading and accommodation purposes. Access will, for the time being, remain through the existing waterfront on the registered access servitude using the existing roads.

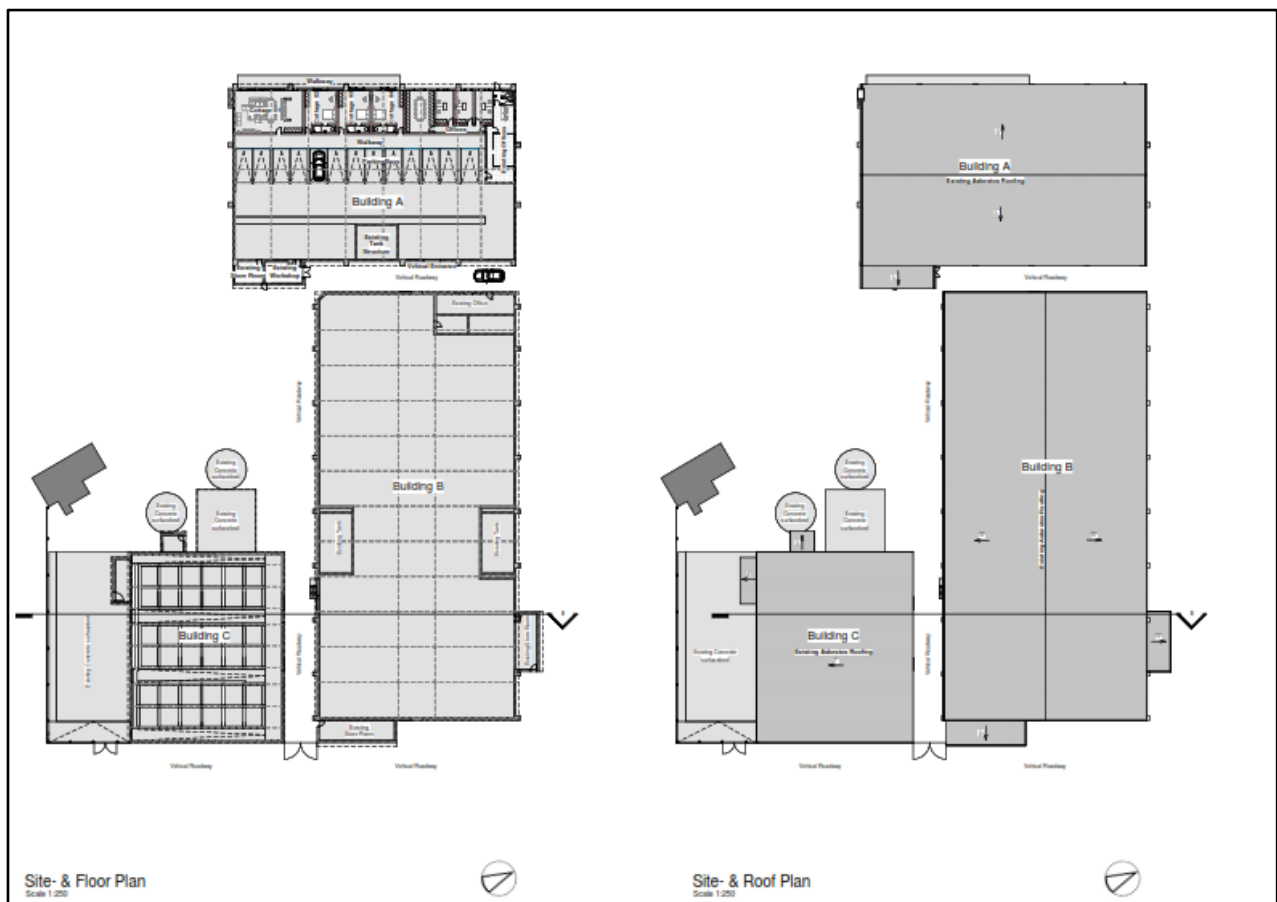


Figure 4: Site development plan

2. NEED AND DESIRABILITY ASSESSMENT

The assessment below is structured according to the above-quoted guidelines.

2.1 Ecological integrity

How will this development (and its separate elements/aspects) impact on the ecological integrity of the area? How were the following ecological integrity considerations taken into account?	The site has already been transformed and fully developed (since the late 1970's). It served as part of the Stefan Brothers and Paternoster Visserye crayfish and canning factories since at least 1916 (court records of the Cape Provincial Division of the Supreme Court).
Threatened Ecosystems.	Not applicable to the site where decommissioning occurs (no footprint expansion of existing buildings or structures).
Sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.	N/a as above.
Critical Biodiversity Areas ("CBAs") and Ecological Support Areas ("ESAs")	N/a as above.
Conservation targets	N/a as above.
Ecological drivers of the ecosystem	N/a as above.
Environmental Management Framework, Spatial Development Framework, and	Shows site as development area.
	Shows site as priority development area for tourism.
Global and international responsibilities relating to the environment (e.g. RAMSAR sites, Climate Change, etc.).	Repurposing of existing under-utilised factory buildings is consistent with responsibilities.

2.2 Ecosystem effects

How will this development disturb or enhance ecosystems and/or result in the loss or protection of biological diversity? What measures were explored to firstly avoid these negative impacts, and where these negative impacts could not be avoided altogether, what measures were explored to minimise and remedy (including offsetting) the impacts? What measures were explored to enhance positive impacts?	Not applicable to the site where decommissioning occurs (no footprint expansion of existing buildings or structures).
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2.3 Pollution

How will this development pollute and/or degrade the biophysical environment? What measures were explored to firstly avoid these impacts, and where impacts could not be avoided altogether, what measures were	Not applicable to the site where decommissioning occurs (no footprint expansion of existing buildings or structures).
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explored to minimise and remedy (including offsetting) the impacts? What measures were explored to enhance positive impacts?	The EMPr for the proposed building redevelopment makes specific provision for pollution risk avoidance.
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2.4 Waste

What waste will be generated by this development? What measures were explored to firstly avoid waste, and where waste could not be avoided altogether, what measures were explored to minimise, reuse and/or recycle the waste? What measures have been explored to safely treat and/or dispose of unavoidable waste?	Decommissioning entails internal demolition of fish farming tanks and aquaculture structures while the crayfish holding tanks are retained. The EMPr makes specific provision for construction waste management.
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2.5 Landscape effect

How will this development disturb or enhance landscapes and/or sites that constitute the nation's cultural heritage? What measures were explored to firstly avoid these impacts, and where impacts could not be avoided altogether, what measures were explored to minimise and remedy (including offsetting) the impacts? What measures were explored to enhance positive impacts?	Not applicable to the site where decommissioning occurs (no footprint expansion of existing buildings or structures).
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2.6 Resource use

How will this development use and/or impact on non-renewable natural resources? What measures were explored to ensure responsible and equitable use of the resources? How have the consequences of the depletion of the non-renewable natural resources been considered? What measures were explored to firstly avoid these impacts, and where impacts could not be avoided altogether, what measures were explored to minimise and remedy (including offsetting) the impacts? What measures were explored to enhance positive impacts?	Not applicable to the decommissioning activity. It does not require the use of resources. Instead, the redevelopment of the existing buildings and use thereof is a resource-conscious approach to make better use of existing resources and maintain some economic activity regardless of the closure of the aquaculture facilities.
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2.7 Renewable resources

How will this development use and/or impact on renewable natural resources and the ecosystem of which they are part? Will the use of the resources and/or impact on the ecosystem jeopardise the integrity of the resource and/or system taking into account carrying capacity restrictions, limits of acceptable change, and thresholds? What	Not applicable to the decommissioning activity. It does not require the use of resources but rather seeks continued use of existing resources.
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measures were explored to firstly avoid the use of resources, or if avoidance is not possible, to minimise the use of resources? What measures were taken to ensure responsible and equitable use of the resources? What measures were explored to enhance positive impacts?	
Does the proposed development exacerbate the increased dependency on increased use of resources to maintain economic growth, or does it reduce resource dependency (i.e. de-materialised growth)? (note: sustainability requires that settlements reduce their ecological footprint by using less material and energy demands and reduce the amount of waste they generate, without compromising their quest to improve their quality of life).	The decommissioning activity reduces resource demand, as there is a significant reduction in electricity demand and significantly less sea water needs to be extracted from the sea by pumping and returned.
Does the proposed use of natural resources constitute the best use thereof? Is the use justifiable when considering intra- and intergenerational equity and are there more important priorities for which the resources should be used (i.e. what are the opportunity costs of using these resources this the proposed development alternative?).	Not applicable to the decommissioning activity. It does not require the use of resources.

2.8 Limits of knowledge

How were a risk-averse and cautious approach applied in terms of ecological impacts?:	The precautionary principle informs the assessment of all potential impacts and risks (Appendix J of the BAR). The decommissioning activity does not cause any ecological impacts.
What are the limits of current knowledge (note: the gaps, uncertainties and assumptions must be clearly stated)?	Limits addressed in impact assessment. No known issues.
What is the level of risk associated with the limits of current knowledge?	Negligible.
Based on the limits of knowledge and the level of risk, how and to what extent was a risk-averse and cautious approach applied to the development?	The precautionary principle informs the assessment of all potential impacts and risks (Appendix J of the BAR).

2.9 Access to resources

How will the ecological impacts resulting from this development impact on people's environmental right in terms following: Negative impacts: e.g. access to resources, opportunity costs, loss of amenity (e.g. open space), air and water quality impacts, nuisance (noise, odour, etc.), health impacts, visual impacts, etc. What measures were taken to firstly avoid negative impacts, but if avoidance is not possible, to minimise, manage and remedy negative impacts?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant negative effect.
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Positive impacts: e.g. improved access to resources, improved amenity, improved air or water quality, etc. What measures were taken to enhance positive impacts?	The decommissioning activity does not bring any positive impacts. The repurposing of the existing industrial buildings has insignificant direct positive effect.
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2.10 Livelihoods and ecosystem services

Describe the linkages and dependencies between human wellbeing, livelihoods and ecosystem services applicable to the area in question and how the development's ecological impacts will result in socio-economic impacts (e.g. on livelihoods, loss of heritage site, opportunity costs, etc.)?	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) means loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
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2.11 Biodiversity

Based on all of the above, how will this development positively or negatively impact on ecological integrity objectives / targets / considerations of the area?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant negative effect.
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2.12 Ecological considerations

Considering the need to secure ecological integrity and a healthy biophysical environment, describe how the alternatives identified (in terms of all the different elements of the development and all the different impacts being proposed), resulted in the selection of the "best practicable environmental option" in terms of ecological considerations?	Not applicable to the decommissioning activity as there are no alternatives and the internal redevelopment of the existing industrial buildings has insignificant effect.
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2.13 Cumulative impacts

Describe the positive and negative cumulative ecological/biophysical impacts bearing in mind the size, scale, scope and nature of the project in relation to its location and existing and other planned developments in the area?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant effect.
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2.14 Consistency with municipal planning

What is the socio-economic context of the area, based on, amongst other considerations, the following considerations? The IDP (and its sector plans' vision, objectives, strategies, indicators and targets) and any other	Paternoster has become heavily reliant on tourism, which can be seasonal and vulnerable to fluctuations in the economy and global events as a result of the decline of the fishing industry. As a result, the repurposing of the
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strategic plans, frameworks of policies applicable to the area.	industrial buildings in line with the SDF is the only viable option.
Spatial priorities and desired spatial patterns (e.g. need for integrated of segregated communities, need to upgrade informal settlements, need for densification, etc.).	The decommissioning is not undertaken by choice. It is the only option available to the landowner / applicant in view of the fishing quota reductions and unsustainability of aquaculture activities, and accordingly the existing buildings and infrastructure need to be put to effective use, hence the proposed repurposing in line with the SDF to create short-term rental apartments.
Spatial characteristics (e.g. existing land uses, planned land uses, cultural landscapes, etc.).	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant effect.
Municipal Economic Development Strategy ("LED Strategy").	As above, the repurposing of the existing buildings is aligned to the SDF and LED Strategy.

2.15 Development objectives

Considering the socio-economic context, what will the socio-economic impacts be of the development (and its separate elements/aspects), and specifically also on the socio-economic objectives of the area?	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) means loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
Will the development complement the local socio-economic initiatives (such as local economic development (LED) initiatives), or skills development programs?	As above, the repurposing of the existing buildings is aligned to the SDF and LED Strategy.

2.16 Community needs

How will this development address the specific physical, psychological, developmental, cultural and social needs and interests of the relevant communities?	The decommissioning and subsequent repurposing of the existing industrial buildings are the result of the forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) which mean loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
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2.17 Impacts

Will the development result in equitable (intra- and inter-generational) impact distribution, in the short- and long-term? Will the impact be socially and economically	The decommissioning and subsequent repurposing of the existing industrial buildings are the result of the forced decommissioning (due to quota reductions and unsustainability of aquaculture activities). As a result, the repurposing of the industrial buildings for tourism-related use in line
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sustainable in the short- and long-term	with the SDF is the only viable option, albeit subject to seasonal demand shifts.
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2.18 Locational aspects

In terms of location, describe how the placement of the proposed development will: Result in the creation of residential and employment opportunities in close proximity to or integrated with each other,	The decommissioning and subsequent repurposing of the existing industrial buildings are the result of the forced decommissioning (due to quota reductions and unsustainability of aquaculture activities). The owner has no choice but to use the site with its built resources as best possible.
Reduce the need for transport of people and goods,	The site has been in use as a crayfish and fish factory since 1916 and the movement patterns well established.
Result in access to public transport or enable non-motorised and pedestrian transport (e.g. will the development result in densification and the achievement of thresholds in terms public transport),	The site has been in use as a crayfish and fish factory since 1916. The current buildings were constructed over time, commencing in the 1960's and used for industrial purposes since then.
Compliment other uses in the area,	Tourism accommodation will benefit the abutting waterfront.
Be in line with the planning for the area,	The repurposing of the industrial buildings in line with the SDF is the only viable option
For urban related development, make use of underutilised land available with the urban edge,	The repurposing of the industrial buildings in line with the SDF is the only viable option
Optimise the use of existing resources and infrastructure,	The decommissioning and subsequent repurposing of the existing industrial buildings are the result of the forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) which leaves the applicant with no option but to repurpose the existing buildings.
Opportunity costs in terms of bulk infrastructure expansions in non-priority areas (e.g. not aligned with the bulk infrastructure planning for the settlement that reflects the spatial reconstruction priorities of the settlement),	The site has been fully serviced for industrial purposes since the 1960's, with the existing buildings and structures finally erected in the late 1980's.
Discourage "urban sprawl" and contribute to compaction/densification,	The repurposing of the industrial buildings in line with the SDF is the only viable option.
Contribute to the correction of the historically distorted spatial patterns of settlements and to the optimum use of existing infrastructure in excess of current needs,	The site has been in use as a crayfish and fish factory since 1916 and has no effect on the spatial pattern.
Encourage environmentally sustainable land development practices and processes,	The repurposing of the industrial buildings is the only viable option in view of the reduced fishing quotas and

	unsustainability of aquaculture activities, and resultant under-utilisation of the existing built environment resources.
Take into account special locational factors that might favour the specific location (e.g. the location of a strategic mineral resource, access to the port, access to rail, etc.),	The site has been in use as a crayfish and fish factory since 1916.
The investment in the settlement or area in question will generate the highest socio-economic returns (i.e. an area with high economic potential),	The repurposing of the industrial buildings in line with the SDF is the only viable option.
Impact on the sense of history, sense of place and heritage of the area and the socio-cultural and cultural-historic characteristics and sensitivities of the area, and	The site has been in use as a crayfish and fish factory since 1916 but has to be repurposed due to the loss of fishing quotas and unsustainability of aquaculture activities, and need to maintain the buildings and infrastructure.
In terms of the nature, scale and location of the development promote or act as a catalyst to create a more integrated settlement?	As above, the repurposing of the existing buildings is aligned to the SDF and LED Strategy.

2.19 Risk management

How were a risk-averse and cautious approach applied in terms of socio-economic impacts?:	The precautionary principle informs the assessment of all potential impacts and risks (Appendix J of the BAR). The decommissioning activity does not cause any socio-economic impacts. The socio-economic impacts are caused by the reduction in fishing quotas and unsustainability of aquaculture activities, which obligate the decommissioning and repurposing of the existing buildings and resources.
What are the limits of current knowledge (note: the gaps, uncertainties and assumptions must be clearly stated)?	Limits addressed in impact assessment. No known issues.
What is the level of risk (note: related to inequality, social fabric, livelihoods, vulnerable communities, critical resources, economic vulnerability and sustainability) associated with the limits of current knowledge?	Negligible.
Based on the limits of knowledge and the level of risk, how and to what extent was a risk-averse and cautious approach applied to the development?	The precautionary principle informs the assessment of all potential impacts and risks (Appendix J of the BAR).

2.20 Environmental rights

How will the socio-economic impacts resulting from this development impact on people's	Not applicable to the decommissioning activity as it
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environmental right in terms following: Negative impacts: e.g. health (e.g. HIV-Aids), safety, social ills, etc. What measures were taken to firstly avoid negative impacts, but if avoidance is not possible, to minimise, manage and remedy negative impacts?	does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant negative effect.
Positive impacts. What measures were taken to enhance positive impacts?	The decommissioning activity does not bring any positive impacts. The repurposing of the existing industrial buildings has insignificant direct positive effect.

2.21 Linkages and dependencies

Considering the linkages and dependencies between human wellbeing, livelihoods and ecosystem services, describe the linkages and dependencies applicable to the area in question and how the development's socio-economic impacts will result in ecological impacts (e.g. over utilisation of natural resources, etc.)?	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) means loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
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2.22 Socio-economic considerations

What measures were taken to pursue the selection of the "best practicable environmental option" in terms of socio-economic considerations?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant negative effect.
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2.23 Environmental justice

What measures were taken to pursue environmental justice so that adverse environmental impacts shall not be distributed in such a manner as to unfairly discriminate against any person, particularly vulnerable and disadvantaged persons (who are the beneficiaries and is the development located appropriately)? Considering the need for social equity and justice, do the alternatives identified, allow the "best practicable environmental option" to be selected, or is there a need for other alternatives to be considered?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant negative effect.
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2.24 Human needs

What measures were taken to pursue equitable access to environmental resources, benefits and services to meet basic human needs and ensure human wellbeing, and what special	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture
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measures were taken to ensure access thereto by categories of persons disadvantaged by unfair discrimination?	activities) means loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
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2.25 Safety, health and environment

What measures were taken to ensure that the responsibility for the environmental health and safety consequences of the development has been addressed throughout the development's life cycle?	The EMPr makes specific provision for construction management.
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2.26 Public participation

What measures were taken to: Ensure the participation of all interested and affected parties,	Notices sent by email to the identified I&AP's, site notices put on all public-facing boundaries and advertisement put in the local newspaper.
Provide all people with an opportunity to develop the understanding, skills and capacity necessary for achieving equitable and effective participation,	All parties were invited to liaise with the EAP and facilitator if in need of any information.
Ensure participation by vulnerable and disadvantaged persons,	All parties were invited to liaise with the EAP and facilitator if in need of any information.
Promote community wellbeing and empowerment through environmental education, the raising of environmental awareness, the sharing of knowledge and experience and other appropriate means,	All parties were invited to liaise with the EAP and facilitator if in need of any information.
Ensure openness and transparency, and access to information in terms of the process,	All parties were invited to liaise with the EAP and facilitator if in need of any information.
Ensure that the interests, needs and values of all interested and affected parties were taken into account, and that adequate recognition were given to all forms of knowledge, including traditional and ordinary knowledge, and	All enquiries were responded to and I&AP's consulted at length to ensure proper bilateral understanding of any queries.
Ensure that the vital role of women and youth in environmental management and development were recognised and their full participation therein were be promoted?	All parties were invited to liaise with the EAP and facilitator if in need of any information.

2.27 Opportunities

Considering the interests, needs and values of all the interested and affected parties, describe how the development will allow for opportunities for all the segments of the community (e.g.. a mixture of low-, middle-, and high-income housing opportunities) that is consistent with the priority needs of the	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) means loss of employment while the repurposing brings some indirect
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local area (or that is proportional to the needs of an area)?	economic benefit through attracting tourists.
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2.28 Human health

What measures have been taken to ensure that current and/or future workers will be informed of work that potentially might be harmful to human health or the environment or of dangers associated with the work, and what measures have been taken to ensure that the right of workers to refuse such work will be respected and protected?	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) means loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
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2.29 Job creation

Describe how the development will impact on job creation in terms of, amongst other aspects: The number of temporary versus permanent jobs that will be created,	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) means loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
Whether the labour available in the area will be able to take up the job opportunities (i.e. do the required skills match the skills available in the area),	Employment opportunities are significantly reduced as a result of the reduced fishing quotas, which are the sole cause of the proposed activity.
The distance from where labourers will have to travel,	The site has been in use as a crayfish and fish factory since 1916.
The location of jobs opportunities versus the location of impacts (i.e. equitable distribution of costs and benefits), and	Employment opportunities are significantly reduced as a result of the reduced fishing quotas and unsustainability of aquaculture activities, which are the cause of the proposed activity.
The opportunity costs in terms of job creation (e.g. a mine might create 100 jobs, but impact on 1000 agricultural jobs, etc.)	Employment opportunities are significantly reduced as a result of the reduced fishing quotas, which are the sole cause of the proposed activity.

2.30 Intergovernmental coordination

What measures were taken to ensure that there were intergovernmental coordination and harmonisation of policies, legislation and actions relating to the environment, and	The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) and resulting repurposing of the existing buildings is aligned to the SDF and LED Strategy and agreed to by all government bodies.
That actual or potential conflicts of interest between organs of state were	The alignment of the repurposing illustrates resolution between government bodies.

resolved through conflict resolution procedures?	
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2.31 Environmental resource protection

What measures were taken to ensure that the environment will be held in public trust for the people, that the beneficial use of environmental resources will serve the public interest, and that the environment will be protected as the people's common heritage?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant effect.
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2.32 Mitigation measures

Are the mitigation measures proposed realistic and what long-term environmental legacy and managed burden will be left?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant effect.
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2.33 Pollution remediation cost

What measures were taken to ensure that the costs of remedying pollution, environmental degradation and consequent adverse health effects and of preventing, controlling or minimising further pollution, environmental damage or adverse health effects will be paid for by those responsible for harming the environment?	The EMPr makes specific provision for construction management.
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2.34 Selection of the best practicable environmental option

Considering the need to secure ecological integrity and a healthy bio-physical environment, describe how the alternatives identified (in terms of all the different elements of the development and all the different impacts being proposed), resulted in the selection of the best practicable environmental option in terms of socio-economic considerations?	Not applicable to the decommissioning activity as it does cause any impacts and the internal redevelopment of the existing industrial buildings has insignificant effect.
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2.35 Positive and negative cumulative socio-economic impacts

Describe the positive and negative cumulative socio-economic impacts bearing in mind the size, scale, scope and nature of the project in relation to its location and other planned developments in the area?	The decommissioning and subsequent repurposing of the existing industrial buildings causes insignificant effects and mostly indirect. The forced decommissioning (due to quota reductions and unsustainability of aquaculture activities) means loss of employment while the repurposing brings some indirect economic benefit through attracting tourists.
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3. ANALYSIS

3.1 Need

The need for the decommissioning of the aquaculture facilities is created by the above-referred crayfish and fishing quota reductions. The owner (applicant) has no option but to reconsider the redevelopment of the site which has become under-utilised and costly to maintain.

Paternoster is a fishing village with insignificant secondary and tertiary economic activity that has to adapt to the changing economic environment, brought about by a combination of over-exploitation of the marine resources and climate change. It does not have a well-developed economy that would allow for the re-utilisation of the existing industrial buildings (aquaculture facilities) for commercial or industrial purposes. Moreover, the stated spatial development policies of the Saldanha Bay Municipality (SBM) desire the development of a tourism node on the land around the existing waterfront owned by and under the control of the applicant. Redevelopment of the buildings for accommodation purposes and predominantly short-term rentals is therefore the most practicable environmental option.

3.2 Desirability

According to the SBM Spatial Development Framework (SDF), redevelopment of the industrial site for tourism-related uses forms a critical part of the future of the town. It increases the economic opportunities offered to citizens and creates an additional attraction to the town that has little other economic purpose.

Desirability is also determined by whether the proposed development would detrimentally affect the neighbourhood. It refers to the potential impact of the proposal on the socio-economic environment, the compatibility of the proposed development with surrounding uses, its impact on the external engineering services, impact on safety, health and wellbeing of the surrounding community, its potential impact on heritage resources, impact on the biophysical environment, traffic impacts, parking, access and other transport related considerations, and whether the imposition of conditions can mitigate an adverse impact of the proposed use or development of the land.

The general welfare and safety of the residents and landowners in proximity of the site will not be significantly affected by the decommissioning and building redevelopment proposal. The proposed residential use is not objectionable and does not cause any disturbances through the release of fumes or creation of noise. The traffic impacts have no significant negative effect on the road infrastructure and surrounding residents and have been determined to be negligible in the specialist Traffic Impact Assessment.

Given the socio-economic situation in the town, the existence of the buildings which need to be repurposed, and the proposed redevelopment of existing industrial buildings, it is reasonable to state that the proposed development of 11 apartments in the place of the aquaculture facilities and authorised industrial-related use is desirable. The proposal represents the best utilisation of existing buildings, infrastructure, and land without the need to increase the extent of the

urban area or of municipal services infrastructure and without impacting negatively on the capacity of the infrastructure or the service rendered to other citizens.

It then remains to determine whether the proposed decommissioning and subsequent building redevelopment will be of such nature or appearance that the area in which it is to be erected will probably or in fact be disfigured thereby, that it will probably or in fact be unsightly or objectionable, that it will probably or in fact derogate from the value of adjoining or neighbouring properties.

The decommissioning has no effect whatsoever. The proposed apartment units in the place of the decommissioned aquaculture facilities will be developed inside of the existing buildings with no expansion of the building area. It is therefore unlikely that the development activity will have a negative effect on the health and well-being of the neighbours or be detrimental to the life or property of the neighbours.

4. CONCLUSION

It is the opinion of the EAP that the proposed decommissioning and the subsequent redevelopment of the existing buildings to create residential apartment units is needed and desirable and will not represent a significant increase in environmental risk.