



Western Cape Government • Wes-Kaapse Regering • URhulumente weNtshona Koloni

PROVINCE OF THE WESTERN CAPE

PROVINSIE WES-KAAP

**Provincial Gazette
Extraordinary**

**Buitengewone
Provisiale Goerant**

7917

7917

Friday, 20 April 2018

Vrydag, 20 April 2018

Registered at the Post Office as a Newspaper

CONTENTS

*(*Reprints are obtainable at Room M21, Provincial Legislature Building, 7 Wade Street, Cape Town 8001.)*

Page

LOCAL AUTHORITY

Eden District Municipality: Spatial Development Framework 2

EDEN DISTRICT SPATIAL DEVELOPMENT FRAMEWORK



November 2017

Tel: 044 803 1300 • H/O: 54 York Street, George • www.edendm.gov.za • www.facebook.com/EdenDistrictSDF

Contact

Client: Eden District Municipality

Clive Africa: Acting Municipal Manager

Willie Fourie: Manager Property Development,
Planning and Resorts



Email

willie@edendm.co.za / shanice@edendm.co.za

Contact

044 803 1530

**Professional Team: GAPP Architects, Urban
Designers and Spatial Planners**



architects/urban designers

Email

admin@ctn.gapp.net

Contact

021 424 2390



Clinkscales Maughan Brown



Executive Summary

This Spatial Development Framework (SDF) for Eden District supercedes the 2009 Eden District SDF. The SDF has been reviewed and updated to align with the Spatial Planning and Land Use Management Act (SPLUMA) of 2013, the Western Cape Government (WCG) Provincial Spatial Development Framework (PSDF) and Land Use Planning Act (LUPA), as well as the Eden District Integrated Development Plan (IDP) and strategic goals.

This format of the SDF has been prepared in line with the Department of Rural Development and Land Reform's (DRDLR) SDF Guidelines. The outline of the document is described below.

Chapter 1: SDF Focus and Process, outlines the purpose, scope of the Eden District SDF and provides a synopsis of the process followed in the preparation of the SDF commencing in November 2016. This chapter also frames parallel planning processes and strategies of other spheres of government that have taken place within the Eden District jurisdiction and are relevant to the spatial structuring of the District.

Chapter 2: Policy Context and Vision Directives, this chapter describes the spatial implications of national, provincial, regional and local scale policies relevant to spatial planning in the District. These policies are distilled to set out the legislative foundation for the SDF Review. This Chapter also includes an overview of key points raised in engagements with the local municipalities within the District to supplement the outcomes of the focus group workshops.

The Eden District spatial vision in this SDF was generated in consultation with the Eden District Council and is informed by the following:

- Eden District's strategic objectives and IDP vision, as formulated in a joint IDP and SDF vision workshop in June 2017.

- The outcomes of ten focus group workshops convened by the Southern Cape Economic Development Partnership (SCEDP)
- The Western Cape Government's Southern Cape Regional Spatial Implementation Framework (RSIF).

This policy foundation, along with the Eden District's strategic vision, provides the "lens" for evaluating the spatial planning status quo of the District. This vision and strategic direction identifies four key drivers of spatial change within the District. These drivers are taken forward into SDF strategies:

1. The economy is the environment; a strategy founded on the principle that a sustainable economy in Eden District is an economy that is positioned for growth.
2. Regional accessibility for inclusive growth; a strategy that is based on the notion that improved regional accessibility is essential to achieving inclusive growth
3. Co-ordinated growth management for financial sustainability; a strategy informed by the realities of global fiscal austerity and the need for responsible growth management that does more with less to secure future social and economic resilience.
4. Planning, budgeting and managing as one government, this strategy highlights that real intergovernmental cooperation is essential to achieving the spatial transformation goals of SPLUMA and the three spatial strategies above.

These strategies lie at the heart of this SDF. The problem statement, spatial concept, spatial proposals and implementation framework are organised around these directives.

Chapter 3: Context, Role and Issues, sets out the spatial status quo of Eden District. This Chapter highlights the main spatial concerns within the District in terms of the four key drivers that are established in Chapter 2. This

Chapter also outlines the trends and priorities that SDF proposals must respond to, such as the economic and demographic context.

While the municipalities within Eden District are relatively strong within the Western Cape, Eden District needs to operate within a difficult economic and fiscal context for the foreseeable future. All three spheres of government deliver services in Eden District. However, is a steady decline in national and provincial government spending in Eden District in the Medium-Term Revenue and Expenditure Framework (MTREF) period. This SDF therefore frames spatial recommendations in a time of growing anxiety over economic, political, and social divides. The reality that the economy is not delivering prosperity for all.

This Chapter also attempts to understand what is driving change, so that the framework for sustainable, inclusive and well-managed growth addresses the correct factors. Eden District's population is estimated to be 613 124 in 2017, making it the second largest non-metro district municipality in the Western Cape. The population is forecast to grow in the future, but at a slower rate. It is estimated that by 2040 the District's population will be 721,637, growing at a rate of 0.79%. Households are also growing at a significantly higher rate than the population. Trends show that households are increasingly single-headed or are migrants in search of opportunity and are mobile in the context of searching for employment and are therefore potentially transitory.

As with the population distribution across space, the economy of the Eden District is distributed unevenly across the region. George has experienced the highest rate of economic growth, as well as the highest employment growth (MERO, 2017). George and Mossel Bay employ just over half of Eden District's population. While Oudtshoorn outperformed other municipalities, in Gross Domestic Product per Region (GDPR) growth (aside from George), this did not translate

into corresponding employment growth. Knysna and Kannaland experienced the lowest average GDP growth at 2.6%. These figures have aided in establishing where there is opportunity for development in the District.

Key spatial concerns and trends within the District have been highlighted in Chapter 3 in terms of the four key spatial drivers of change. In relation to “The Economy is the Environment”. The SDF underscores that Eden District’s bio-physical environment forms the basis of its economy and provides a diverse natural resource base. The economy has become increasingly diversified, but its roots lie in agriculture and forestry. However, cultural landscapes, agricultural land and biodiversity areas are being eroded by sprawling urban development, pollution and alien vegetation. Similarly, changing environmental systems dynamics, as a result of climate change will present a risk and associated costs to the economy and demand immediate adaptation. Therefore, it is critical that the natural systems and the environmental resource base of the economy is managed and that disaster risks are mitigated to ensure the resilience of the District’s economy.

In terms of the second key directive is “Regional Accessibility for Inclusive Growth”. Eden District has constrained regional accessibility and transport due to its topography and the sprawling landscape of urban settlements. This is exacerbated by limited airplane access to the District and there are few east-west routes into and out of the region. Access is further constrained between the N1, the coastal zone and limited capacity passes between the mountain ranges. The linear coastal distribution of development is costly to service and access. This results in conflict between local accessibility and regional and national mobility needs. Poor accessibility can impose a cost on households and economic actors that can restrict growth and development or disincentivise investment entirely. At the same time, if it works well it can catalyse significant change and open up opportunities for inclusive growth.

The third key directive is “Co-ordinated Growth Management is Key to Financial Sustainability”. The

District’s resource capacities are under severe pressure and cannot sustain projected population growth while using current conventional technologies and practices. The SDF identifies how spatial considerations can contribute to the integration of development and inclusive growth within real infrastructure capacity limits. New ways of integrating development with infrastructure must be embraced to secure a sustainable future for municipal finances, citizens and the economy. Sprawling low-density settlements are undermining the sustainability of the District by preventing the equitable provision of public services, threatening public health and safety, eroding the natural environment and increasing socio-economic fragmentation. Without a new and transformative approach, the low density and sprawling settlement growth will continue. This will exacerbate the threats that impact negatively on the population, the financial viability of local municipalities, and the economic prospects and functioning of Eden District.

The fourth directive is “We Need to Plan, Budget and Manage as One Government”. The environmental, resource, economic systems and infrastructure systems that support the health and wealth of the Eden District do not follow jurisdictional boundaries. If they are not managed and supported as systems they will experience significant dysfunctions. This compels the Eden District and its associated municipalities to work as one and share resources to ensure these systems are supported to work at their best. This means that investments must be co-ordinated so that they are mutually reinforcing, spatially targeted and prioritised based on an equitable framework that ensures efficiency and sustainability.

Chapter 4: SDF Spatial Proposals, this Chapter presents a spatial concept for Eden District and expands on this concept to formulate a set of spatial development proposals, policies and guidelines. These proposals respond to the four key drivers of spatial change identified in Eden District’s vision and mission workshop that was adopted with the IDP in May 2017, as well as the challenges and opportunities outlined in Chapter 3. A summary of the proposals are outlined below.

1. “The Economy is the Environment”: The economy of Eden District is highly dependent on its underlying natural resource base. The District is comprised of two diverse landscapes character areas, the Garden Route and the Klein Karoo. This spatial strategy is to protect, enhance and develop the distinct attributes and resources of the Klein Karoo and Garden Route, as two different but interconnected places each with their varied: natural and agricultural resource base, economic role and potential, and diverse landscape, lifestyle and tourism offerings.
2. “Regional Accessibility for Inclusive Growth”: Access refers to the ability of people to access economic opportunities, social services and recreational amenities. This strategy seeks to enable accessibility to and between the Klein Karoo and Garden Route as well as the greater Eden District by:
 - Establishing a clear primary and secondary regional route hierarchy, role and investment priorities (N2 versus R62).
 - Addressing connectivity between the coastal belt and inland areas, the District needs to be viewed as being part of the larger “coastal economy corridor”. Long-term infrastructure investments, such as rail, could be developed with the aim of strengthening this national corridor and thus benefiting the District.
 - Enabling virtual and physical accessibility through ICT infrastructure to improve access to opportunity and services.
3. “Co-ordinated Growth Management is Key to Financial Sustainability”: to ensure that Eden District is both prosperous and sustainable, this strategy is focused on the management of growth and the associated infrastructure systems so that the physical resource base is protected, opportunities are created for residents to prosper, and limited resources are used efficiently to protect long term financial sustainability of households, businesses and government. The spatial strategy outlines the future role of settlements and their potential to absorb growth. The overarching objective is to achieve

balance within settlements so that they function optimally and within finite resource constraints.

Chapter 5: Implementation Framework, this Chapter is made up of two parts. The first is an outline and proposed foundation for a Capital Investment Framework for Eden District. The second section comprises of an implementation action matrix that sets out priority actions to take the SDF proposals into reality. This action agenda is organised in relation to the main SDF strategies and includes three main categories of action. These include policy action, institutional action and projects.

In terms of the Capital Investment Framework, the following is recommended for Eden District Municipality:

- The District needs to take a strong leadership and capacity building role in verifying and segmenting the real housing backlogs in the municipality so that proper infrastructure, human settlement and social facility planning can take place;
- The District must build capacity to assist in land use decisions that impact on infrastructure co-ordination, environmental health and disaster management;
- The District needs to build capacity to assist and co-ordinate fiscal impact tools to evaluate the financial capability and impacts of land use management decisions at the B Municipality level.

This document is supplemented by the following annexures that provide supporting detail to the main report:

- The SDF Review Framework and Assessment Findings
- The Synthesis of the SCEP Focus Groups held in November 2016
- Record of Stakeholder Comments and Responses

Abbreviations

ACSA - Airports Company South Africa	ESA – Ecological Support Areas	LG MTEC – Local Government Medium Term Expenditure Committee
AH - Agri:Hub	FAR - Floor Area Ratio	LM - Local Municipality
AQMP – Air Quality Management Plan	FEPA – Freshwater Ecosystem Priority Areas	LMSDF – Local Municipality Spatial Development Framework
BAU - Business as usual	FG - Focus Group	LUPA - Land Use Planning Act
BNG - Breaking New Ground	FPSU - Farmer Production Support Units	MBT - Minibus Taxi
CBA – Critical Biodiversity Area	GCBR - Gouritz Cluster Biosphere Reserve Spatial Plan	MERO - Municipal Economic Review and Outlook
CBD – Central Business District	GDP - Gross Domestic Produce	MIG - Municipal Infrastructure Grant
CEF – Capital Expenditure Framework	GDPR – Gross Domestic Produce Revenue	MSA - Municipal Systems Act
CML – Coastal Management Line	GIPTN - George Integrated Public Transport Network	MSDF - Municipal Spatial Development Framework
CSIR - Council for Scientific and Industrial Research	GPS - Growth Potential Study	MSFM - Municipal Services Financial Model
DAFF - Department of Agriculture, Forestry and Fisheries	GVA – Gross Value Added	MTREF – Medium Term Revenue and Expenditure Framework
DCoG - Department of Cooperative Governance	HIA - Heritage Impact Assessment	NDP - National Development Plan
DEA&DP - Department of Environmental Affairs and Development Planning (WCG)	ICT - Information and Communication Technology	NEMA - National Environmental Management Act
DM - District Municipality	IDP - Integrated Development Plan	NFEPA - National Freshwater Ecosystem Priority Areas
DoHS - Department of Human Settlements	IPTN - Integrated Public Transport Network	NHRA - National Heritage Resources Act
DRDLR - Department of Rural Development and Land Reform's	IRPTN - Integrated Rapid Public Transport Networks	NMT - Non-Motorised Transport
DTA - Department of Traditional Affairs	ISC – Intergovernmental Steering Committee	PAJA – Promotion of Justice Act
DTPW – Department of Transport and Public Works	ISDF - Integrated Spatial Development Framework	PDFP - Port Development Framework Plan
EDM – Eden District Municipality	ITP - Integrated Transport Plan	PFH - Proclaimed Fishing Harbours
EIA - Environmental Impact Assessment	IUDF - Integrated Urban Development Framework	PLTF - Provincial Land and Transport Framework
	LED – Local Economic Development	

PPP – Public Private Partnership	SQ - Status Quo
PRASA - Passenger Rail Agency of South Africa	TNPA - Transnet National Ports Authority
PSDF - Provincial Spatial Development Framework	WC - Western Cape
PSG - Provincial Strategic Goal	WCBF - Western Cape Biodiversity Framework
PSP - Provincial Strategic Plan	WCBSP - Western Cape Biodiversity Sector Plan
PSTP - Provincial Sustainable Transport Programme	WCCCRS - Western Cape Climate Change Response Strategy
PTOG - Public Transport Operating Grant	WCED –Western Cape Education Department
PWC – Price Waterhouse Coopers	WCG - Western Cape Government
RDP – Rural Development Plan	WCHSF - Western Cape Human Settlement Framework
RETM - Rural Economic Transformation Model	WCIF - Western Cape Infrastructure Framework
RSIF - Regional Spatial Implementation Framework	WCPLTF - Western Cape Provincial Land Transport Framework
RUMC – Rural Urban Market Centre	UAMP – User Asset Management Plan
SANBI - South African National Biodiversity Institute	
SANRAL - South African National Roads Agency Limited	
SCEDP - Southern Cape Economic Development Partnership	
SCRSIF - Southern Cape Regional Spatial Implementation Framework	
SDF - Spatial Development Framework	
SEP – Socio-economic Profile	
SPC – Spatial Planning Categories	
SPLUMA - Spatial Planning and Land Use Management Act	

Glossary of Terms

Agri:Hub - an Agri:Hub is a production, equipment hire, processing, packaging, logistics, innovation and training unit that is located in a designated town within a district

Agri:Park - an Agri:Park is a networked system of agri:production, agri:processing, logistics, marketing, training and extension services that are located in a District Municipality. The system is physically supported by three types of facilities and services that are located in designated towns or settlements in the district, identified as: a Farmer Production Support Unit (FPSU); an Agri:Hub (AH); and a Rural Urban Market Centre (RUMC).

Asset Protection Zones – the zones between the built environment and the hazard area within which modifications are made to protect the built environment.

Biodiversity - is the variability among living organisms from all sources including terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species and ecosystems.

Biome – a group of ecosystems which may differ considerably in the species that contain, but function in ecologically similar ways. In practice, although biomes contain both plants and animals, for the purpose of identifying biomes and mapping them, the vegetation type is used to define biome boundaries.

Bioregional Planning - defined as an internationally recognised planning concept aimed at achieving sustainable development.

Buffer Zones - areas peripheral to a specific protected area, where restrictions on resource use and special development measures are undertaken in order to further protect and enhance the conservation value of the protected area.

Coastal Zone - the area comprising of coastal public property, the coastal protection zone, coastal access land, coastal protected areas, the seashore and coastal waters, and includes any aspect of the environment on, in, under and above such area.

Compact - the compact city or city of short distances is an urban planning and urban design concept, which promotes relatively high residential density with mixed land uses.

Complete Streets – is a transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation. Complete Streets allow for safe travel by those walking, cycling, driving automobiles, riding public transportation, or delivering goods.

Consolidation - consolidation nodes are settlements where infrastructure and land development investment should be carefully assessed in terms of existing infrastructure, accessibility and economic potential. Government investments should be aimed at consolidation of low growth, low opportunity settlements so that they function optimally. This may include the introduction of new virtual teaching facilities to lower the cost and time barriers to high quality education (including tertiary education) in remote rural settlements. The notion of consolidation implies that (unless it is associated with a new economic driver) investment in new housing development in such nodes should not be encouraged.

Ecological Corridors - are spatially delineated areas necessary for the maintenance of ecological integrity and processes.

Eco-tourism - tourism directed toward natural, often threatened, environments, especially to support conservation efforts and observe wildlife.

Estuary - a body of surface water -

- a) That is permanently or periodically open to the sea;
- b) In which a rise and fall of the water level as a result of the tides is measurable at spring tides when the body of surface water is open to the sea; or
- c) In respect of which the salinity is higher than fresh water as a result of the influence of the sea, and where there is a salinity gradient between the tidal reach and the mouth of the body of surface water

Farmer Production Support Unit - a FPSU is a rural small-holder farmer outreach and capacity building unit, which is based in a designated town or settlement and is linked with farmers and markets. The FPSU does primary collection, some storage, processing for the local market, and extension services including mechanization

Growth – growth Nodes are identified as settlements that have the economic, institutional and infrastructural capacity to accommodate new growth. Unless otherwise stated this “growth” refers to economic and population growth and should not be conflated with spatial / lateral growth. Where reference is made to lateral spatial growth, this is specified or referred to as sprawl, which is not desirable. The rationale in the SDF is to encourage government and private sector investment in infrastructure and new housing opportunities in places where jobs and facilities are easily accessible rather than develop new housing projects or government facilities in places that have no economic opportunity or that have low growth potential. From a government investment and infrastructure development perspective, where funds are limited and need to be spent strategically, capital investment should be predominantly focused on growth nodes over consolidation nodes.

Growth Potential - the attributes of both high economic growth prospects and a concentration of human need within a particular locality. Integrated development

- promotes mixed-income housing delivery, single residential, general residential and subsidy units.

Integrated Development Plan - the IDP is a five-year plan which local government is required to compile to determine the development needs of the municipality. The projects within the IDP is also linked to the municipality's budget.

Mixed Use – development which includes the horizontal and vertical integration of suitable and compatible residential and non-residential land uses within the same area or on the same land parcel.

Poverty Pockets – areas where people's lives are defined by a state of impoverishment

RAMSAR – wetlands of International Importance as declared by the Convention on Wetlands, an intergovernmental environmental treaty established in 1971 by UNESCO. It provides for national action and international cooperation regarding the conservation of wetlands, and the sustainable use of their resources.

Regional Planning - is a plan that deals with unique considerations that cross provincial and/or municipal boundaries and apply to a particular spatial location. A region is defined as being a circumscribed geographical area characterised by distinctive economic, social or natural features which may or may not correspond to the administrative boundary of a province or provinces or a municipality or municipalities.

Spatial Development Framework - a SDF is a framework that seeks to guide overall spatial distribution of current and desirable land uses within a municipality in order to give effect to the vision, goals and objectives of the municipal IDP.

Spatial Integration - a strategy to address the spatial fragmentation legacy of former spatial planning

approaches and land use management, associated with acts such as the Group Areas Act, Urban Areas Act, Physical Planning Act and the Homelands Act, etc. The strategy engages issues of urban restructuring, settlement location and property development to reduce urban sprawl, integrating different communities (mixed income and mixed tenure), land use activities (mixed use: commercial, retail, recreational, transport, residential, social service, etc.) and the shift from a single motor car urban design concept to a new urban design concept based on public transport.

SPLUMA - the Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA) is a national law that was passed by Parliament in 2013. The law gives the DRDLR the power to pass regulations in terms of SPLUMA to provide additional detail on how the law should be implemented.

Strong Towns – a movement that is concerned about communities and the urban environment. The mission of strong towns is to support a model of development that allows cities, towns and neighbourhoods to become financially strong and resilient.

Sustainable Development - development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs.

Transit Oriented Development - describes moderate to high density development that incorporates a mix of land uses, compact design, pedestrian and cycle friendly environments. It also promotes the clustering of public and civic spaces around the hub of a transit station or along a transit corridor.

Urban Restructuring - is a strategy to increase urban quality of life and urban citizenship through integrated transport-led land reform (densification, infill and development of strategically located public brown/greenfield sites) within a demarcated urban edge,

and upgrade of (previously) degraded areas and new developments.

Contents

1. SDF Focus & Process		
1.1. Introduction	20	
1.2. Purpose of the SDF	20	
1.2.1. District Municipality Mandate	20	
1.3. The Eden District Jurisdiction	22	
1.4. SDF Process	24	
1.4.1. Parallel Planning Processes	25	
1.4.1.1 Intergovernmental Co-operation	25	
1.4.1.2 The Southern Cape RSIF	25	
1.4.1.3 Eden District Rural Development Plan	26	
1.4.1.4 Local Municipal Spatial Development Frameworks	26	
2. Policy Context and Vision Directives		
2.1. Introduction	30	
2.2. Legislative Context	30	
2.2.1. Municipal Systems Act	30	
2.2.2. The Spatial Planning and Land Use Management Act	30	
2.2.3. The Western Cape Government Land Use Planning Act	30	
2.2.4. Founding Principles	30	
2.3. Policy Context	31	
2.3.1. National Development Plan 2030	31	
2.3.2. WCG Provincial Strategic Plan	31	
2.3.3. Eden SDF 2009	32	
2.3.4. Eden IDP 2016 / 2017	32	
2.3.5. Synthesis of Key Relevant Policies at National, Provincial, Regional and Local Level	34	
2.3.6. Municipal SDFs	42	
2.3.7. Key Policy Considerations	44	
2.4. Eden District Strategic Vision	45	
2.4.1. Focus and Approach	45	
2.4.2. Spatial Drivers of Change	45	
2.5. Stakeholder Engagement	48	
2.5.1. Joint Strategic Vision Session	48	
2.5.1.1 Methodology	48	
2.5.1.2 Top 10 “Big Ideas”	48	
2.5.2. Focus Area Workshops	48	
2.5.3. The IDP - SDF Vision Workshop	48	
3. Context, Role and Issues		
3.1. Introduction	52	
3.1.1. Framing the Status Quo Informants to the SDF Review	52	
3.2. The Fiscal Context	52	
3.2.1. Increasing Fiscal Austerity	52	
3.2.2. Opportunities Inherent in Urban Centres	54	
3.2.3. The Economic Imperative for Inclusive Settlements	54	
3.3. Population Trends and Dynamics	57	
3.3.1. Demographic Shifts	57	
3.3.2. Population Growth	57	
3.3.3. Household Growth	58	
3.3.4. Economic Shifts	58	
3.3.5. Employment and Household Income	60	
3.3.6. Spatial Opportunity	60	
3.3.7. Climatic Shifts and the Erosion of Biodiversity	60	

3.4. The Economy is the Environment	62	3.4.6.3 Co-ordinated Floodplain and Storm Water Management	74
3.4.1. Provincial Environment and Economy	62	3.4.6.4 Integrated Bush and Veldt Fire Management	74
3.4.2. Overview	62	3.4.6.5 Sustainable Agriculture	74
3.4.3. Environment and Economy Spatial Legacies	64	3.4.6.6 Agricultural Land	74
3.4.3.1 Compromised Natural Systems, Climate Change and Natural Disasters	64	3.4.6.7 Forestry	74
3.4.3.2 Coastline	64	3.4.6.8 Sustainable Resource Use	74
3.4.3.3 Rivers, Floodplains and Estuaries	64	3.4.6.9 Waste and Energy	74
3.4.3.4 Biodiversity	64	3.5. Regional Accessibility for Inclusive Growth	76
3.4.3.5 Decline in Agriculture	64	3.5.1. Overview	76
3.4.3.6 Decline in Forestry	66	3.5.2. Accessibility Legacies	76
3.4.4. Current Environment and Economy Spatial Patterns	66	3.5.2.1 Transport Accessibility Network	76
3.4.4.1 Economic Shifts	66	3.5.2.2 Hierarchy of Towns and Inter-town Passenger Movement	76
3.4.4.2 Disaster Risk	66	3.5.2.3 Impacts of Sprawl on the Cost of Transport	78
3.4.4.3 Air Quality	66	3.5.2.4 Modal Options	78
2014 Risk Assessment	66	3.5.2.5 Aviation	78
3.4.5. Future Economy and Environment Spatial Risks and Prospects	68	3.5.2.6 Institutional Coherence	78
3.4.5.1 The Environment	68	3.5.3. Current Accessibility Patterns	79
3.4.5.2 Economic Vulnerability to Climate Change	68	3.5.3.1 Transport Networks and Services	79
3.4.5.3 The Economy	70	3.5.3.2 Multi-Modal Sustainability	80
3.4.5.4 Resources	72	3.5.3.3 Need for Clarity on the Future of Major Transport Infrastructure	82
3.4.6. Implications for the SDF	72	3.5.4. Future Accessibility Risks and Prospects	83
3.4.6.1 Biodiversity and Natural Resource Management	72	3.5.4.1 Transport Network Resilience	84
3.4.6.2 Integrated Coastal Management	72	3.5.4.2 Shared Services	84

3.5.4.3	Mossel Bay Port	84	3.6.3.10	Urban – Rural Relationships	94
3.5.5.	Implications for the SDF	86	3.6.4.	Future Growth Management Risks and Prospects	96
3.5.5.1	District Accessibility Plan	86	3.6.4.1	Unmanaged Growth Driving a Collapse of Service Delivery	96
3.5.5.2	Clarify Aviation Hierarchy	86	3.6.4.2	Future Demand for Social Facilities	96
3.5.5.3	Provide Clarity on the Future of Major Transport Infrastructure: National Road and Rail	86	3.6.4.3	Increasing Disaster Risk:	96
3.5.5.4	Fibre Optic Network	86	3.6.4.4	Finding New Ways to Meet the Challenges	96
3.6.	Co-ordinated Growth Management is Key to Financial Sustainability	88	3.6.5.	Implications for the SDF	98
3.6.1.	Overview	88	3.6.5.1	Disaster Risk	99
3.6.2.	Growth Management Legacies	88	3.6.5.2	Infrastructure	99
3.6.2.1	Spatial and Socio-economic Fragmentation	88	3.6.5.3	Waste Management	99
3.6.2.2	Property Speculation	88	3.6.5.4	Developing a Resilient Approach to Growth Management	99
3.6.2.3	Social Facility Provision	88	3.7.	We Need to Plan, Budget and Manage as One Government	101
3.6.3.	Current Growth Management Patterns	89	3.7.5.1	Municipal Financial Performance	101
3.6.3.1	Role and Potential of Towns	89	3.7.5.2	Municipal Sustainability: PSDF Specialist Study Findings and Evidence	101
3.6.3.2	Current Drivers and Impacts of Sprawl	89	3.7.5.3	Working Together and Sharing Resources	101
3.6.3.3	Housing Need	90	3.7.5.4	Making Choices and Not Being Afraid to Think Small Massive Small	102
3.6.3.4	Land Availability	91	4.	Spatial Proposals	
3.6.3.5	Viability of Current Social Facility Provision	92	4.1.	Spatial Strategies and Proposals	106
3.6.3.6	Infrastructure Backlogs	92	4.1.1.	Spatial Concept	106
3.6.3.7	Water Supply	92	4.1.2.	Spatial Strategies Approach	106
Land required for sprawling versus compact growth scenarios (to 2035)		92	4.1.3.	Three Spatial Strategies	106
3.6.3.8	Sanitation	94	4.2.	The Economy IS the Environment	110
3.6.3.9	Solid Waste	94	4.2.1.	Objectives	110
			4.2.2.	Spatial Policy Statements & Guidelines	110

4.3. Equitable and Inclusive Regional Accessibility	122	Annexures	
4.3.1. Objectives	122	1.1. SDF Review Framework and Assessment Findings	168
4.3.2. Policy Statements and Guidelines	122	1.1.1. Objectives	168
4.4. Sustainable Growth Management	128	1.1.2. What has Changed Since 2009?	168
4.4.1. Objectives.	128	1.1.2.1 New Policy Context	168
4.4.2. Spatial Policy Statements and Guidelines	128	2.1. Vision Session Workshop Outcomes	171
4.5. Consolidated Spatial Development Framework	142	2.2. Focus Groups Emerging Themes	177
4.5.1. Spatial Direction	142	2.3. Engagement with Local Municipalities	178
5. Implementation Framework		3.1. Comments and Responses	180
5.1. Approach and Focus	146		
5.2. Capital Investment Framework	146		
5.2.1. Legislative Requirements	146		
5.2.2. Mandate and Focus	147		
5.2.3. Preparing a Capital Expenditure Framework	148		
5.2.3.1 Why Undertake Spatial Integrated Infrastructure Investment Planning?	148		
5.2.3.2 What Should a Capital Expenditure Framework Look Like?	149		
5.2.3.3 How Would One do This?	149		
5.2.3.4 What Would this Exercise Produce?	150		
5.2.3.5 Preparing a Pipeline of Projects	150		
5.3. Implementation Action Table	152		
5.3.1. Policy Actions: The Economy is the Environment	152		
5.3.2. Policy Actions: Regional Accessibility	156		
5.3.3. Policy Actions: Sustainable Growth Management	158		
5.4. Implementation Requirements	162		
5.4.1. Proposed SDF Review Framework and Process	162		
5.4.2. Sector Plan Alignment	163		

List of Figures

Figure 1. The Relationship Between Spatial Frameworks and Implementation Plans at Various Scales of Planning	21	Figure 24. Western Cape Population Growth (adapted from WCG, 2014)	59
Figure 2. The Boundaries of the Eden District and Local Municipalities	22	Figure 25. Eden District Planned and Estimated Public Expenditure (MTREF)	61
Figure 3. Eden District Rural Development Plan Projects (DRDLR, 2017)	27	Figure 26. Eden District Growth Potential of Towns (WCG, 2014a)	61
Figure 4. Eden District SDF 2009 Conceptual Framework	33	Figure 27. The Food-Energy-Land- Biodiversity (FEWLB) Nexus Framework developed for the Western Cape Provincial Context (Source: Midgley and New, 2014)	62
Figure 5. Eden District Mobility Strategy Concepts - Passenger Desire Lines (GIBB, June 2011)	41	Figure 28. Western Cape Biodiversity Corridors (adapted from WCG, 2014)	63
Figure 6. Municipal Boundaries in Eden District (Eden IDP 2016)	42	Figure 29. Loss in Value of Ecosystem Services Under the Different Growth Scenarios for Each of the Regulating and Provisioning Services	64
Figure 7. Composite of Currently Approved SDFs for B Municipalities within the Eden District	42	Figure 30. Conservation and Biomes in the Eden District	65
Figure 8. Conceptual Representation of the Key Spatial Proposals that Emerged Through Stakeholder Discussions at the Vision Session	49	Figure 31. Critical Biodiversity Areas in the Eden District	67
Figure 9. Eden District 2012 – 2017 Strategic Goals	52	Figure 32. Ecological Status in the Eden District	69
Figure 10. Change in Employment 2015-2016 (National Treasury, 2017)	55	Figure 33. Economic Sector Performance Profile of the Eden District Economy for Value Added Relative to Employment	70
Figure 12. GVA Annual Growth Rates (National Treasury, 2017)	55	Figure 34. Economic Sector Performance Profile of the Eden District Economy for Competitiveness Relative to Production Output.	70
Figure 14. Government Data has not yet Satisfied a share of GDP (National Treasury, 2017)	55	Figure 35. Disaster Risk in Eden District (adapted from Eden District Municipality, 2014)	71
Figure 11. Percentage Spend on Public Transport (Travel Survey, 2013)	55	Figure 36. Flood Risk in the Eden District (Source: DEADP, 2016)	72
Figure 13. GVA Annual Growth Rates (National Treasury, 2017)	55	Figure 37. Agriculture in Eden District	73
Figure 15. Tax Revenues vs GDP (National Treasury, 2017)	55	Figure 38. Agricultural GVA to Economy Map	75
Figure 16. Improving Inclusivity (Brookings Institute, 2017)	55	Figure 39. Transport, Freight and Aviation in Eden District	77
Figure 17. Inclusive Growth (Brookings Institute, 2017)	56	Figure 40. The Walkability of Towns within Eden District (Eden District Municipality ITP, 2016)	79
Figure 18. Moving Inclusive Economic Growth from Theory to Action (Brookings Institute, 2017)	56	Figure 41. The Cost of Travel	80
Figure 19. The Economics of Urban Form (Brookings Institute, 2017)	56	Figure 42. Learner Transport Routes in Eden District	81
Figure 20. Metro Areas with Higher Equality of Opportunity Experience Faster Economic Growth (Brookings Institute, 2017)	56	Figure 43. Passenger Desire Lines by Settlement Hierarchy	83
Figure 21. Eden District Population Profile to 2040 (PWC, 2014)	57	Figure 44. Growth Trends of Buildings in Oudtshoorn Municipality from 2006 - 2013 (Source: WCG, 2016)	85
Figure 22. Eden District Population Increase and Decrease Between 2016 and 2040 (adapted from PWC, 2014)	57	Figure 45. Broadband in Eden District	87
Figure 23. Economy of the Eden District in Spatial Context (WCG, 2017)	58	Figure 47. Develop a Coherent and Sustainable Regional Accessibility Framework	89

Figure 46. Fragmented Towns and Hamlets in Eden District	89	Figure 71. Planning for People (Fred Kent)	126
Figure 48. Housing Backlog in the Eden District (Source: WCG Human Settlement, 2016)	90	Figure 72. An Example of Improved Complete Streets in the USA	126
Figure 49. Fragmented Settlement Pattern Diagram	91	Figure 73. Complete Streets (SmartGrowth America, 2017)	126
Figure 50. The Following Figures Indicate the Value of Non-residential and Residential Building Reported as Completed by the George Municipality (Work in Progress Undertaken by the Western Cape Government).	91	Figure 74. Access to Planned Projects (adapted from DEA&DP, 2017)	127
Figure 51. Growth Potential Study: Housing Need (WCG, 2014)	93	Figure 75. Sustainable Growth Management (adapted from DEA&DP, 2017)	129
Figure 52. Vacant Land for Housing in Kurland and Calitzdorp, Showing Poorly Located Peripheral Sites for Housing	94	Figure 76. Urban Rural Transect (FDot Context Classification, 2017)	133
Figure 53. Growth Change of Buildings from 2006-2013 in Mossel Bay Municipality (Source: WCG, 2016)	95	Figure 77. Hierarchy of Settlements (adapted from DEA&DP, 2016)	135
Figure 54. Settlement Services in Eden District	97	Figure 78. The 20 Minute Neighbourhood (Plan Melbourne 2030)	137
Figure 55. Growth Potential of Towns Study in Eden District	99	Figure 79. Illustration by Strong Towns to show the increase of household income in the same period in the US (Strong Towns, 2017)	137
Figure 56. Underdeveloped School Sites	100	Figure 80. Infrastructure Efficiency (Strong Towns, 2017)	137
Figure 57. The Massive Small	103	Figure 83. An Example of Infill in York and Courtney Street, George Municipality	139
Figure 58. Strategy 1: The Economy is the Environment	107	Figure 81. The Location of Existing and Proposed Super Regional Malls in the Western Cape, Showing a Clustering in the Cape Town Metro and Overstrand Districts which could lead to Retail Saturation	139
Figure 59. Strategy 2. Regional Accessibility for Inclusive and Equitable Growth	107	Figure 82. Transformation of a Mall into a Mixed Use Neighbourhood (Greyfields to Goldfields, 2002)	139
Figure 60. Strategy 3. Co-ordinated Growth Management for Financial Sustainability	107	Figure 84. Composite SDF	143
Figure 61. The SDF Spatial Concept	109	Figure 87. Capital Investment Framework	146
Figure 62. Environment and Cultural Landscapes	111	Figure 88. Eden District SDF Review Framework	169
Figure 63. The Economy is the Environment	113	Figure 89. Group 1 Spatial Ideas	171
Figure 64. The Economy is the Environment	115	Figure 90. Stakeholders Participating in Work Group Discussions	171
Figure 65. Eden Agri-Park Composite Map (Eden District Rural Development Plan)	117	Figure 91. Group 2 Spatial Ideas	172
Figure 66. Protect Scenic and Cultural Landscapes (2013 PSDF)	117	Figure 92. Group 3 Spatial Ideas	173
Figure 67. PSDF Integrate the Rural and Urban Space Economies	117	Figure 93. Group 4 Spatial Ideas	174
Figure 68. Environment Risks (EDM Disaster Risk Management (2017)	119	Figure 94. Group 5 Spatial Ideas	175
Figure 69. The Gross Value Added (GVA) of Coastal Municipalities and their Rail Infrastructure	123	Figure 95. Group 6 Spatial Ideas	176
Figure 70. Equitable and Inclusive Regional Accessibility	125		

List of Diagrams

Diagram 1. The Content Elements of a District SDF	23
Diagram 2. The SDF Process for Eden District	24
Diagram 3. Eden SDF Project Phases	25
Diagram 4. Parallel Planning Processes for Eden District	26
Diagram 5. Linking National and Provincial Principles that Must Underpin the Eden SDF Approach	31
Diagram 6. The Process Followed in Drafting the Eden District IDP (2015)	32
Diagram 7. Eden Vision and Mission with SDF Strategies	46
Diagram 8. Eden District Municipality Vision and Mission Diagram	47
Diagram 9. Status Quo Key Issues and Spatial Drivers of Change	53
Diagram 10. The Four Climate Response Scenario Combinations (The SmartAgri Plan, 2016)	116
Diagram 12. Value per m2 in George Municipality, a Mall versus a Mixed Use Building	138
Diagram 13. Guideline Recommendations Include Greater Emphasis on Promoting Vibrant Retail Streets (DC Vibrant Retail Streets Toolkit, 2012)	138
Diagram 14. Social Facilities Cluster and Distribution	140
Diagram 15. Notional Illustration of the Wrapping of School Sites Concept (WCG, 2015a)	141
Diagram 16. Public Expenditure - Per Capita Infrastructure & Transfers (WCG, 2016)	148
Diagram 17. Project Preparation Process	151

List of Tables

Table 1. Synthesis of Relevant Policies	34
Table 2. Synthesis of Local Municipal SDF Progress	43
Table 3. Eden District Employment Growth (MERO, 2017)	58
Table 4. Eden District Municipality 2005 and 2014 Identified Hazards	66
Table 6. Overview of Scholar Transport in the Eden District	82
Table 5. Scholar Transport per Local Municipality	82
Table 7. Operational Costs and Revenue per Service Type	83
Table 8. Population Distribution per Mode for Each Local Municipality	84
Table 9. Future Demand for Social Facilities in Eden District	96
Table 10. SPC CBA category relationship table (Draft WCG Rural Land Use Planning and Management Guidelines, 2017)	112
Table 11. Regional Role and Hierarchy of Settlements and Appropriate Development	131
Table 12. Eden District Potential Housing Opportunities Generated through the Rationalisation of School Sites (adapted from WCG, 2017)	141
Table 13. Eden Roles and Responsibilities (Eden District IDP, 2017)	147
Table 14. Potential Outputs of Long Term Infrastructure Planning	149
Table 15. The Economy is the Environment: Policy Implementation Matrix	152
Table 16. The Economy is the Environment: Policy Implementation Matrix (Continued)	153
Table 17. The Economy is the Environment: Policy Implementation Matrix (Continued)	154
Table 18. The Economy is the Environment: Policy Implementation Matrix (Continued)	155

Table 19.	Regional Accessibility: Implementation Actions Matrix	156
Table 20.	Regional Accessibility: Implementation Actions Matrix (Continued)	157
Table 21.	Growth Management: Implementation Actions Matrix	158
Table 22.	Growth Management: Implementation Actions Matrix (Continued)	159
Table 23.	Growth Management: Implementation Actions Matrix (Continued)	160
Table 24.	Growth Management :Implementation Actions Matrix (Continued)	161
Table 25.	Eden SDF Review Requirements	162
Table 26.	Sector Plan Status and Implications	163

CHAPTER

1

1. SDF FOCUS & PROCESS

1.1. Introduction

The review of the Spatial Development Framework (SDF) has been undertaken to align the Eden District SDF and Integrated Development Plan (IDP) and to ensure compliance of the SDF with the Spatial Planning and Land Use Management Act of 2013 (SPLUMA), the Western Cape Land Use Planning Act of 2014 (LUPA) and the Western Cape Provincial SDF.

A Spatial Development Framework is the 20-year development plan for a municipality and is a core component of the municipality's 5-year IDP. The SDF must be reviewed every 5 years in order to align with the IDP, relevant national and provincial policies and local municipal SDFs.

The fourth and final 2016/17 review of the 2012/13 to 2016/17 5-year IDP was adopted by Council in May 2017. The final IDP and SDF alignment will commence during the first review of the 2017/18 – 2021/22 IDP in May 2018.

1.2. Purpose of the SDF

The revision and amendment of the Eden District SDF has been guided by the following aims:

1. Producing a spatial perspective that provides direction and a basis for early engagement on the key spatial issues and linkages to other sector plans;
2. Establishing a strong strategic direction and vision, towards increasing levels of detail in the spatial recommendations that is directive rather than prescriptive;
3. Collaborative engagement with all key stakeholders to build capacity, alignment and common purpose between government and external stakeholders;
4. Co-ordinating District departments involved with planning, land use management, infrastructure, economic and social development to identify and provide guidance to effectively initiate and implement

regional projects and provide a framework for public investment priorities; and

5. Providing guidance to local municipalities in the District regarding future spatial planning, strategic decision-making and regional integration.

1.2.1. District Municipality Mandate

The legislation describing the responsibilities and powers of a District Municipality is contained in the Municipal Structures Act 117 of 1998, 84 (1). It defines the following mandate:

LOCAL GOVERNMENT: MUNICIPAL STRUCTURES ACT 117 OF 1998

84 Division of functions and powers between district and local municipalities:

(1) A district municipality has the following functions and powers:

- Integrated development planning for the district municipality as a whole, including a framework for integrated development plans of all municipalities in the area of the district municipality.
- Potable water supply systems.
- Bulk supply of electricity, which includes for the purposes of such supply, the transmission, distribution and, where applicable, the generation of electricity.
- Domestic waste-water and sewage disposal systems.
- Solid waste disposal sites, in so far as it relates to-
 - The determination of a waste disposal strategy;
 - The regulation of waste disposal;
 - The establishment, operation and control of waste disposal sites, bulk waste transfer facilities and waste disposal facilities for more than one local municipality in the district.

- Municipal roads which form an integral part of a road transport system for the area of the district municipality as a whole.
- Regulation of passenger transport services.
- Municipal airports serving the area of the district municipality as a whole.
- Municipal health services.
- Fire fighting services serving the area of the district municipality as a whole, which includes-
 - Planning, co-ordination and regulation of fire services;
 - Specialised fire fighting services such as mountain, veld and chemical fire services;
 - Co-ordination of the standardisation of infrastructure, vehicles, equipment and procedures;
 - Training of fire officers.
- The establishment, conduct and control of fresh produce markets and abattoirs serving the area of a major proportion of the municipalities in the district.
- The establishment, conduct and control of cemeteries and crematoria serving the area of a major proportion of municipalities in the district.
- Promotion of local tourism for the area of the district municipality.
- Municipal public works relating to any of the above functions or any other functions assigned to the district municipality.
- The receipt, allocation and, if applicable, the distribution of grants made to the district municipality.
- The imposition and collection of taxes, levies and duties as related to the above functions or as may be assigned to the district municipality in terms of national legislation.

[Sub-s. (1) substituted by s. 6 (a) of Act 33 of 2000.]

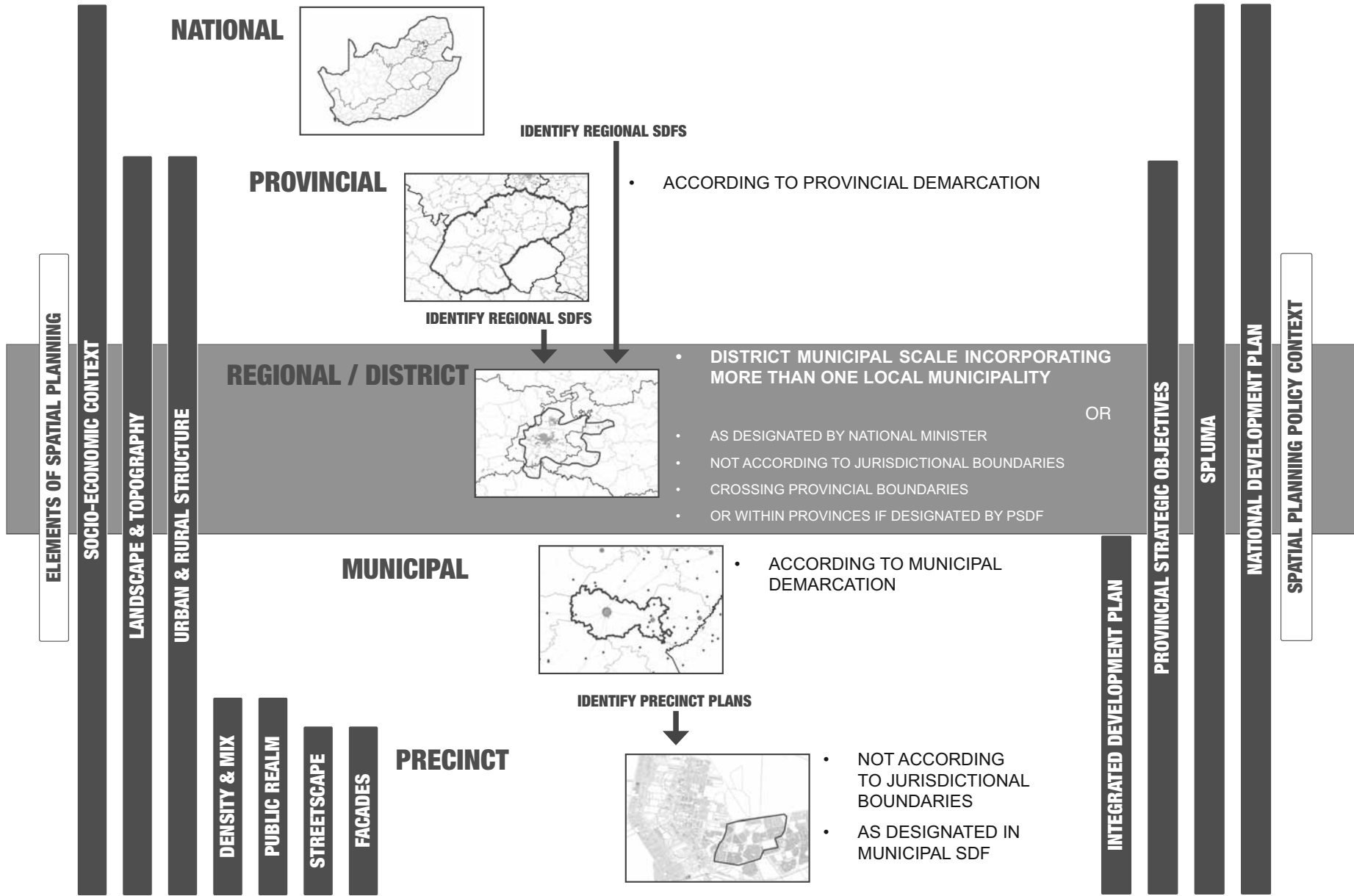


Figure 1. The Relationship Between Spatial Frameworks and Implementation Plans at Various Scales of Planning

(2) A local municipality has the functions and powers referred to in section 83 (1), excluding those functions and powers vested in terms of subsection (1) of this section in the district municipality in whose area it falls.

1.3. The Eden District Jurisdiction

The Eden District spans 23 331 km² (18% of the Western Cape's land area) and is home to a total of 606 892 people (as of 2016) that are unevenly situated across seven local municipalities and 26 dispersed urban nodes.

In order of population size in 2016, the municipalities that make up Eden District are:

1. George (206 999),
2. Mossel Bay (96 615)
3. Oudtshoorn (95 926),
4. Knysna (73 002),
5. Hessequa (54 761),
6. Bitou (54 413) and
7. Kannaland (25 176).

The District is bounded by the Western Cape's Central Karoo District to the north, the Overberg District to the West and the Cacadu District in the Eastern Cape to the East.

Eden District's landscape is diverse consisting of distinct geophysical zones with prominent features such as the coastal platform, stretching approximately 336km. The upper plateaus form the Klein Karoo; the Outeniqua, Kouga, Kammanassie, Tsitsikamma and Swartberg mountains.

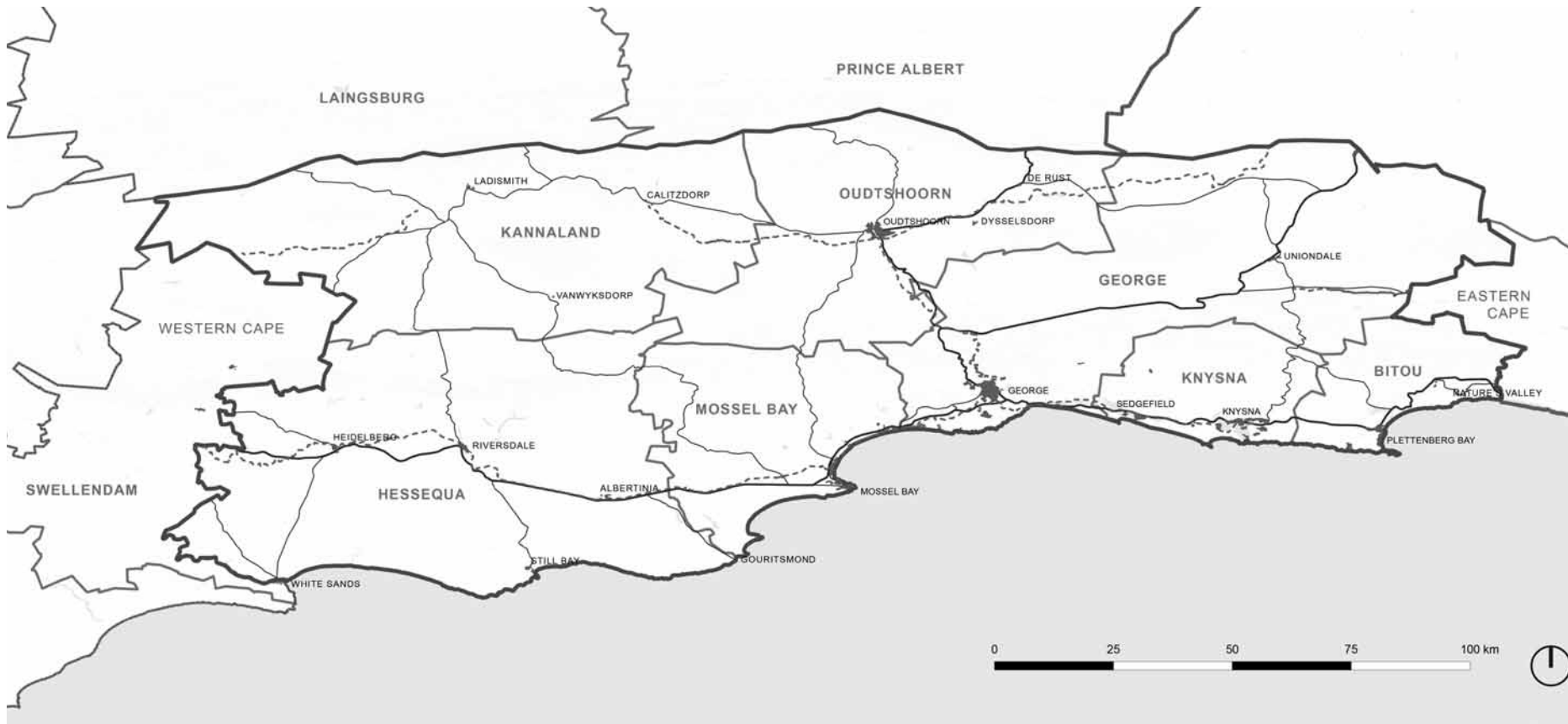


Figure 2. The Boundaries of the Eden District and Local Municipalities

DSDF ELEMENTS

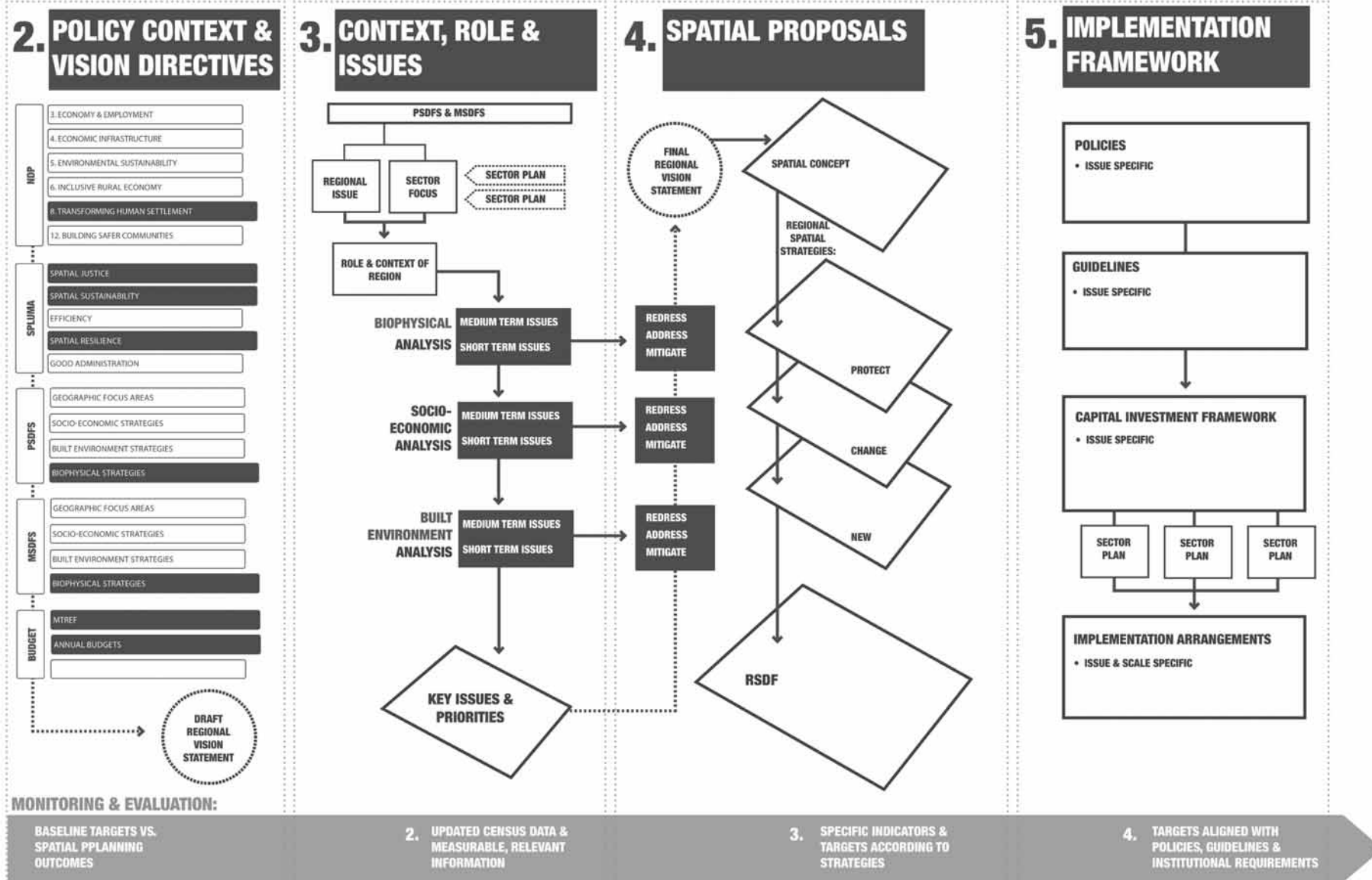


Diagram 1. The Content Elements of a District SDF

1.4. SDF Process

The SDF process was initiated in October 2016 and the development and approval of the revised SDF has taken place over ten months. The SDF process has included the following phases and key milestones (Diagram 2):

Phase 1A: Policy Context and Vision Directives

Phase 1B: Status Quo Baseline - Context, Role and Issues

Phase 2: Draft Eden District SDF - Review and Update of Spatial Proposals

Phase 3: Final Eden District SDF - Amendment and Action Plan

Phase 4 and 5: Endorsement and Adoption of Final Eden District SDF and Action Plan

EDEN DISTRICT SDF PROCESS:

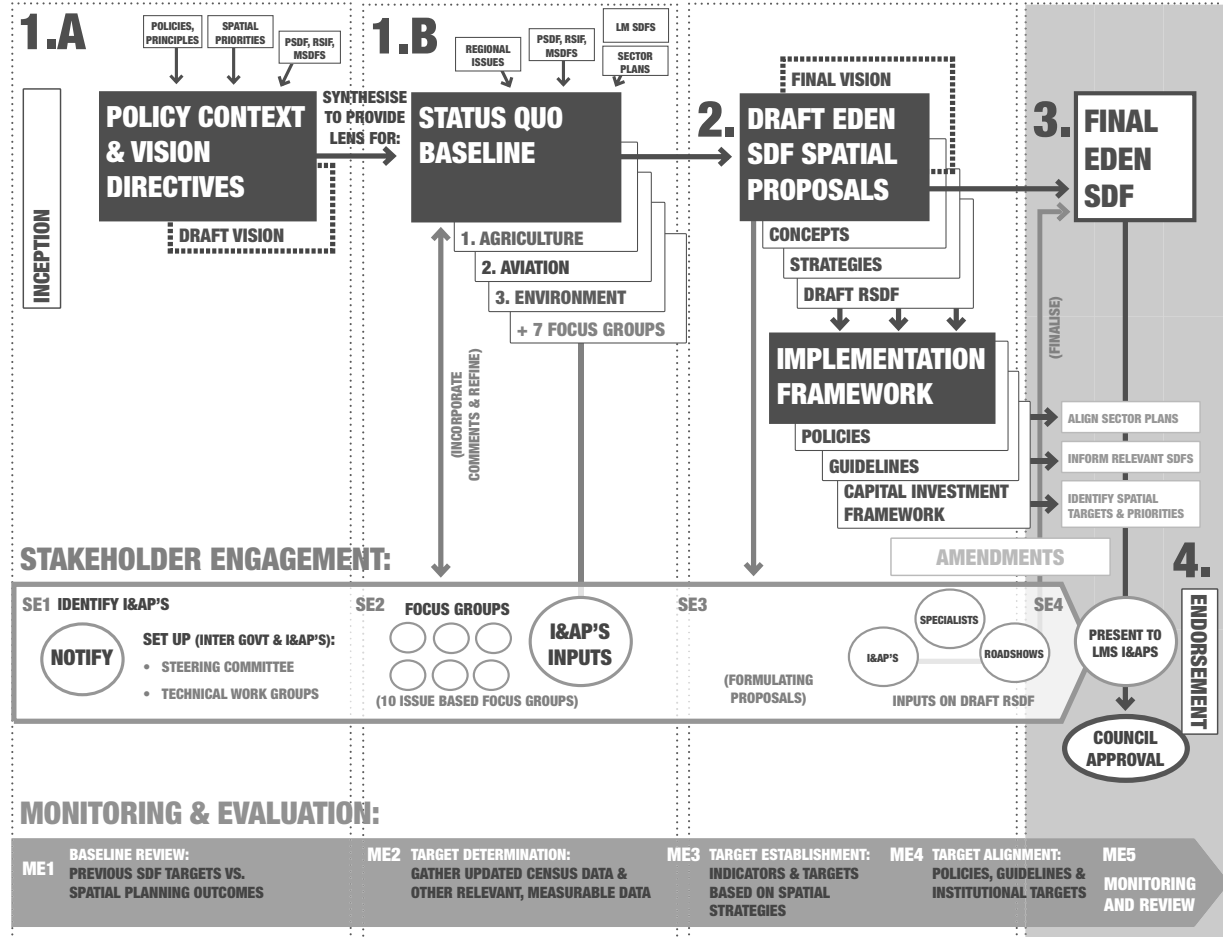


Diagram 2. The SDF Process for Eden District

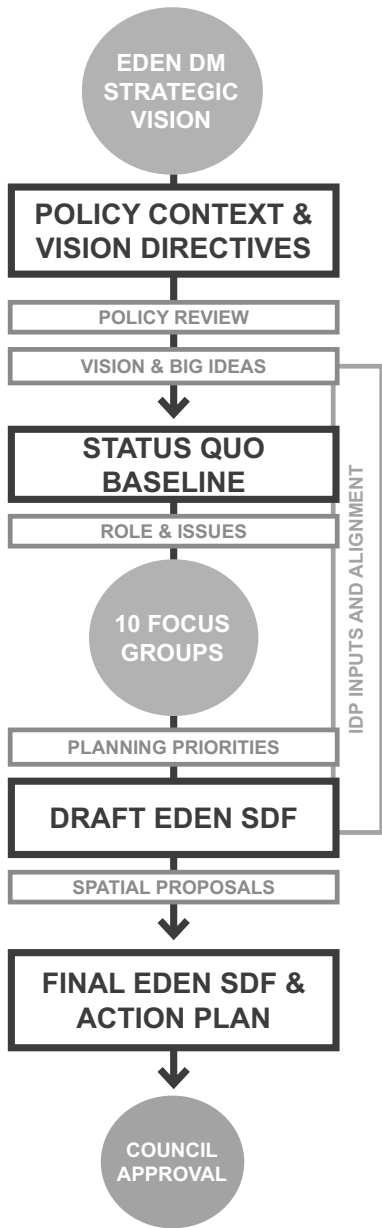


Diagram 3. Eden SDF Project Phases

1.4.1. Parallel Planning Processes

1.4.1.1 Intergovernmental Co-operation

The Western Cape Government Department of Environmental Affairs and Development Planning (DEA&DP), in partnership with key municipalities, stakeholder departments and the Southern Cape Economic Development Partnership (SCEDP) is in the process of developing a Regional Spatial Implementation Framework (RSIF) for the Southern Cape region.

The Eden District SDF recognises the critical importance of co-operative government, common purpose and a shared vision between government, state agencies and the private sector in securing a more sustainable, economically robust and socially equitable future for the District.

To this end, a joint strategic engagement was undertaken to ensure the alignment of the SDF with the vision developed for the Southern Cape RSIF process, the work of the SCEDP, the Eden District Rural Development Plan and the Local Municipal SDFs and IDPs. The outcomes of this session and the key policy and vision informants from these processes are summarised in this report.

1.4.1.2 The Southern Cape RSIF

In response to the WCG Provincial Spatial Development Framework's (PSDF) agenda for the sustainable development and management of urban and rural areas in the province, and in particular in seeking to stimulate and accelerate the growth and development opportunities that exist in the three growth engines of the province, a Regional Spatial Implementation Framework has been developed for the Southern Cape Region (the Southern Cape RSIF), as well as the Greater Cape functional regions and the Greater Saldanha region, which are urban priority areas for the province.

The economically defined Southern Cape region covers the coastal corridor stretching between Mossel Bay, George, Knysna and Plettenberg Bay, and includes the greater Oudtshoorn area. It is predicted that this

area will contain 85% of the population and 90% of the economy of the Eden municipal area by 2040 (MERO, 2016). The Southern Cape region is identified as being a provincial leisure and tourism coastal belt and priority urban functional region, with the above-mentioned towns as regional centres (of different function and hierarchy) providing clustered facilities and services. The PSDF directs that these towns should be prioritised for growing the provincial economy through regionally planned and co-ordinated infrastructure investment.

The PSDF identifies the Southern Cape as an important emerging regional centre for the province and mandates the development of a regional planning framework for the region. The PSDF further identifies regional planning as a priority intervention in its implementation framework and as the tool through which the PSDF will be unpacked in support of implementing the PSDF policies on a regional scale. As such, this regional planning exercise seeks to unpack the PSDF in the context of the Southern Cape region whilst also drawing on the local and district scale planning intents, thereby setting in place a desired future as moulded by civil society, government, business and municipal role-players in the region. The intention is to ensure that the agreed spatial agenda of the province and region is implemented in the regional and local levels.

Based on the above, the Southern Cape Regional Spatial Implementation Framework will set out transversal and strategic proposals on how to deal with regionally specific issues. The Framework aims to provide strategic guidance for the overall future development of the region over a period of 20 years to guide investment and development decisions and to provide the framework through which municipal coordination will be facilitated in consolidating the region as a logical, clear, and sustainable system which fosters economic growth and development, values natural resource protection, and encourages sustainable development of urban areas.

1.4.1.3 Eden District Rural Development Plan

The primary objective of the Eden District Rural Development Plan (RDP) is to develop a departmental sector plan at a district level that will inform its rural development efforts in Eden District (Figure 3). The overall intention is to improve the material conditions and opportunities of people living in rural areas defined as “poverty pockets” (areas where peoples lives are presently defined by a state of impoverishment).The RDP focuses on the identification of poverty pockets within the Eden District and will formulate a plan to enable the integration of these areas into the value chains of the appropriate functional region/s.

1.4.1.4 Local Municipal Spatial Development Frameworks

Engagement with local municipalities has taken place throughout the preparation of the Eden District SDF in order to ensure that their spatial issues and priorities are aligned.

The current Local Municipal Spatial Development Frameworks (MSDF) have been reviewed and their key findings captured the Status Quo Baseline Report. These SDFs are in various states of readiness.

The local municipal planners are also members of the Intergovernmental Steering Committee (ISC) which plays an oversight role in the preparation and content of the SDF.

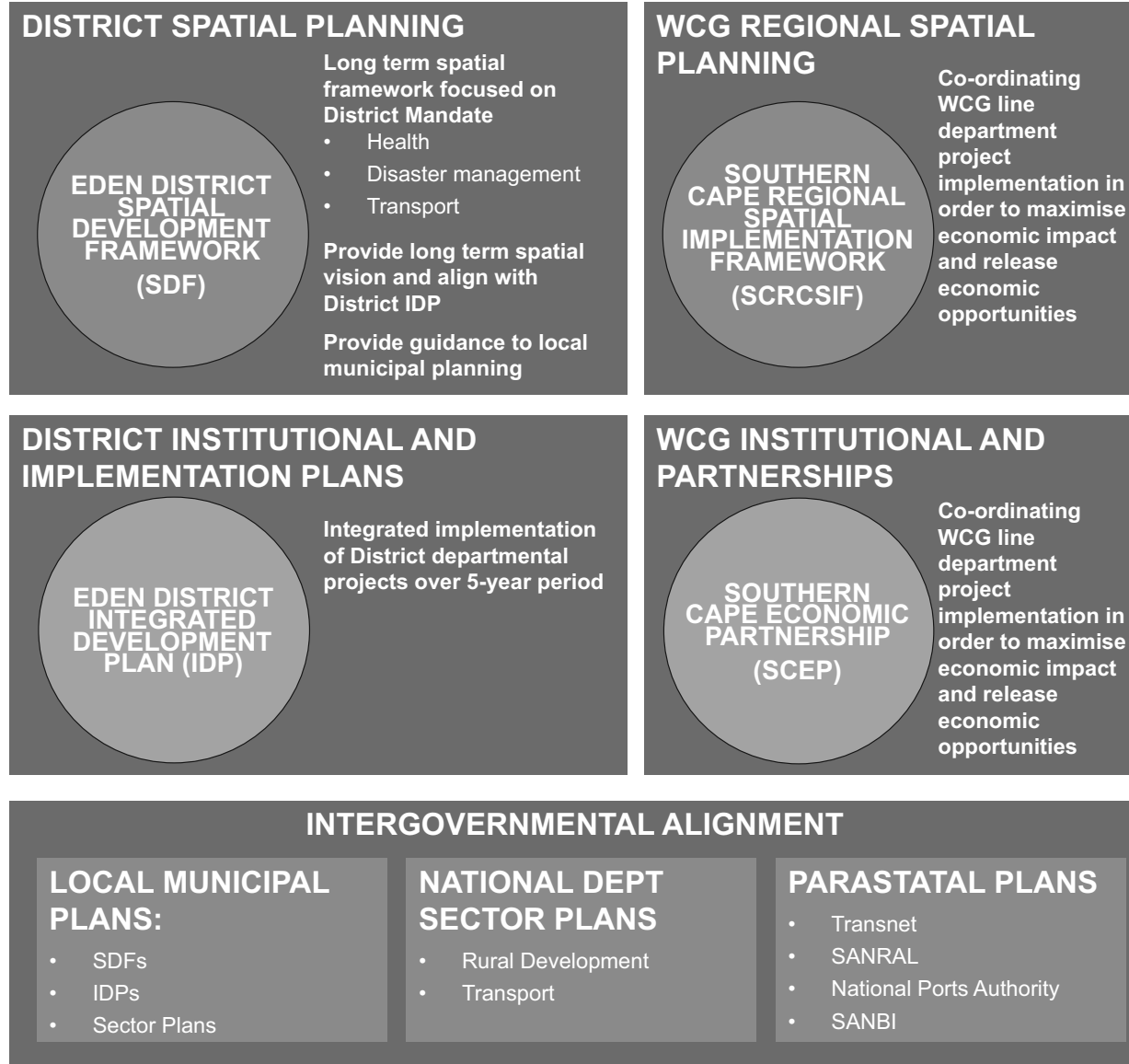


Diagram 4. Parallel Planning Processes for Eden District

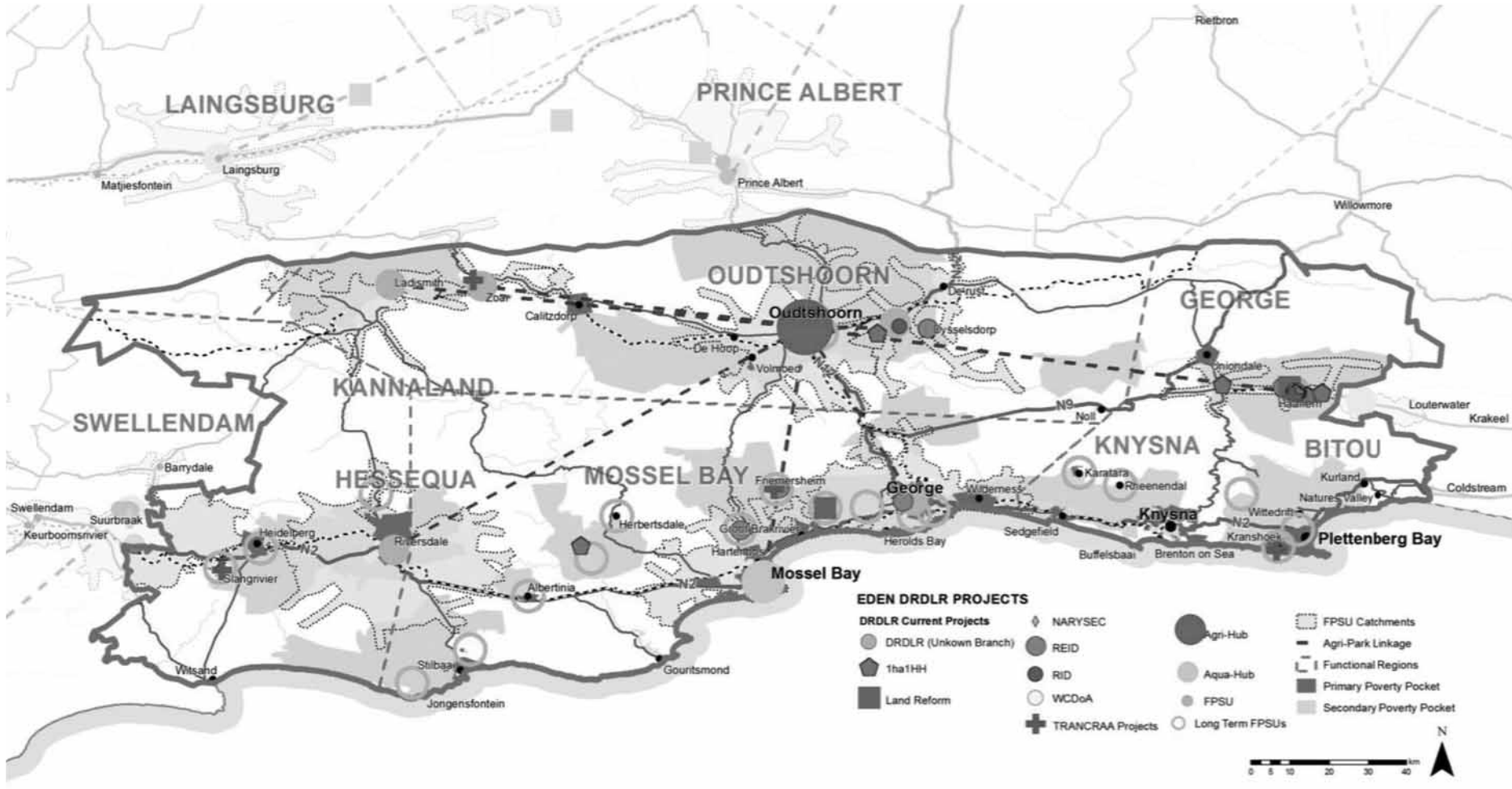


Figure 3. Eden District Rural Development Plan Projects (DRDLR, 2017)

CHAPTER

2

2. POLICY CONTEXT & VISION DIRECTIVES

2.1. Introduction

This Eden District SDF is prepared in relation to the current spatial planning policy context, which translates legislation and principles into a spatial direction, approach and proposals for the District. The national, provincial and local policies and strategies that set the spatial planning agenda for Eden District Municipality's area of jurisdiction are outlined in this Chapter.

This Chapter also summarises the informants to the spatial vision for the District. These are derived from the District's current policies and strategic agendas, parallel planning processes, stakeholder inputs and the policies and strategies of other spheres of government.

This Chapter includes:

- A synthesis of the existing policy context and the interpretation of the spatial implications of these policies for the District Municipality.
- The outcomes of the joint vision session facilitated by SCEDP to establish a platform of shared values and direction for the Southern Cape and confirm the establishment of ten regionally relevant focus groups.
- The basis for an emerging set of development principles and vision directives based on existing policy and the outcomes of the vision session.

2.2. Legislative Context

The SDF must comply with all relevant process and content requirements of the Spatial Planning and Land Use Management Act (SPLUMA), 2013 (Act No 16 of 2013), the Western Cape Land Use Planning Act (LUPA), 2014 (Act No 3 of 2014) and the Municipal Systems Act (MSA) (Act 32 of 2000).

2.2.1. Municipal Systems Act

The Local Government MSA, 32 of 2000, sets out the requirements for a SDF as a component of the mandatory IDP that every municipality is required to adopt.

2.2.2. The Spatial Planning and Land Use Management Act

SPLUMA (2013) provides the legislative foundation for all spatial planning and land use management activities in South Africa. It seeks to promote consistency and uniformity in procedures and decision-making. Its policy objectives aim to address historical spatial imbalances and embed the principles of sustainable development into land use and planning regulatory tools, and legislative instruments, such as SDFs and their supporting tools such as zoning schemes.

2.2.3. The Western Cape Government Land Use Planning Act

The purpose of LUPA is to consolidate legislation in the Western Cape Province that relates to spatial planning and to co-ordinate public investment. A MSDF must comply with section 11 of LUPA when it adopts or amends its MSDF in terms of the MSA:

(2) A municipal spatial development framework must at least—

- a. Comply with other applicable legislation;
- b. Promote predictability in the utilisation of land;
- c. Address development priorities;
- d. Where relevant, provide for specific spatial focus areas, including towns, other nodes, sensitive areas, or areas experiencing specific development pressure; and
- e. Consist of a report and maps covering the whole municipal area, reflecting municipal planning and the following structuring elements:
 - (i) Transportation routes;
 - (ii) Open space systems and ecological corridors;

(iii) Proposed major projects of organs of state with substantial spatial implications;

(iv) Outer limits to lateral expansion; and

(v) Densification of urban areas.

(3) A municipal spatial development framework must be aligned with the provincial development plans and strategies and must complement those development plans and strategies.

2.2.4. Founding Principles

Chapter 2 of SPLUMA sets out the development principles that must guide the preparation, adoption and implementation of any SDF, policy or by-law concerning spatial planning and the development or use of land. These objectives include the redress of spatial injustices and the integration of socio-economic and environmental considerations in land use management in order to balance current development needs with those of the future generations in a transformative manner. SPLUMA reinforces and unifies the NDP vision and policies in respect of using spatial planning mechanisms to eliminate poverty and inequality while creating conditions for inclusive growth by seeking to foster a high-employment economy that delivers on social and spatial cohesion.

The five founding principles as set out in Section 7 (a) to (e) of SPLUMA that apply throughout the country and to the all SDFs are:

1. **Spatial Justice:** Redressing past spatial and other development imbalances through improved access to and use of land by disadvantaged communities.
2. **Spatial Sustainability:** Relates to the need to promote spatial planning and land use management and land development systems that are based on and promote the principles of socio-economic and environmentally sustainable development in South Africa.
3. **Efficiency:** The spatial efficiency pillar places significant importance on the optimisation of existing

resources and the accompanying infrastructure, including the oiling of development application procedures in order to promote growth and employment.

- 4. **Spatial Resilience:** Relates to mitigation, adaptability and innovations to secure communities from spatial dimensions of socio-economic and environmental (climate change) shocks.
- 5. **Good Administration:** Spatial planning objectives are not only highly dependent upon a strong co-ordinating role of central government, but are also

predicated upon good governance mechanisms, incorporating meaningful consultations and co-ordination with a view to achieving the desired outcomes across the various planning spheres and domains.

Based on these principles, a SDF at a district scale needs to be framed with due consideration to the spatial dynamics of surrounding areas. A district SDF must also identify and focus in on priority areas to channel public investment into priority areas, and align the

capital investment programmes of different government departments.

2.3. Policy Context

Diagram 5 synthesises key national, provincial, regional and local policies relevant to Eden District. These policies have been analysed in terms of their objectives ,their implications and the effects these have for assessing the spatial status quo of the district, and framing proposals for the SDF.

2.3.1. National Development Plan 2030

The objective of the National Development Plan (NDP) is to “eliminate income poverty and reduce inequality” by 2030 (WCG, 2013:11). The NDP outlines spatial priorities to enhance the nation’s capabilities. These include focusing on urban and rural transformation, improving infrastructure and enhancing environmental sustainability and resilience (WCG, 2013). Aspects of the NDP that relate to human settlements and are focused on improving public transport, developing settlements closer to economic opportunities, as well as increasing employment opportunities in informal settlements (National Planning Commission, 2012). Of particular relevance to Eden District, is the plan’s advocacy to increase urban densities, prevent the development of housing in isolated locations and to transform the national space economy.

2.3.2. WCG Provincial Strategic Plan

Western Cape Government’s Provincial Strategic Plan (PSP) sets out a vision for improving the lives of citizens over the next five years. The PSP comprises of five Provincial Strategic Goals (PSG). PSGs are aligned with the objectives of SPLUMA and aim to contribute to improving the Western Cape Province over the next five years. PSGs aim to:

- 1. Create opportunities for growth and jobs

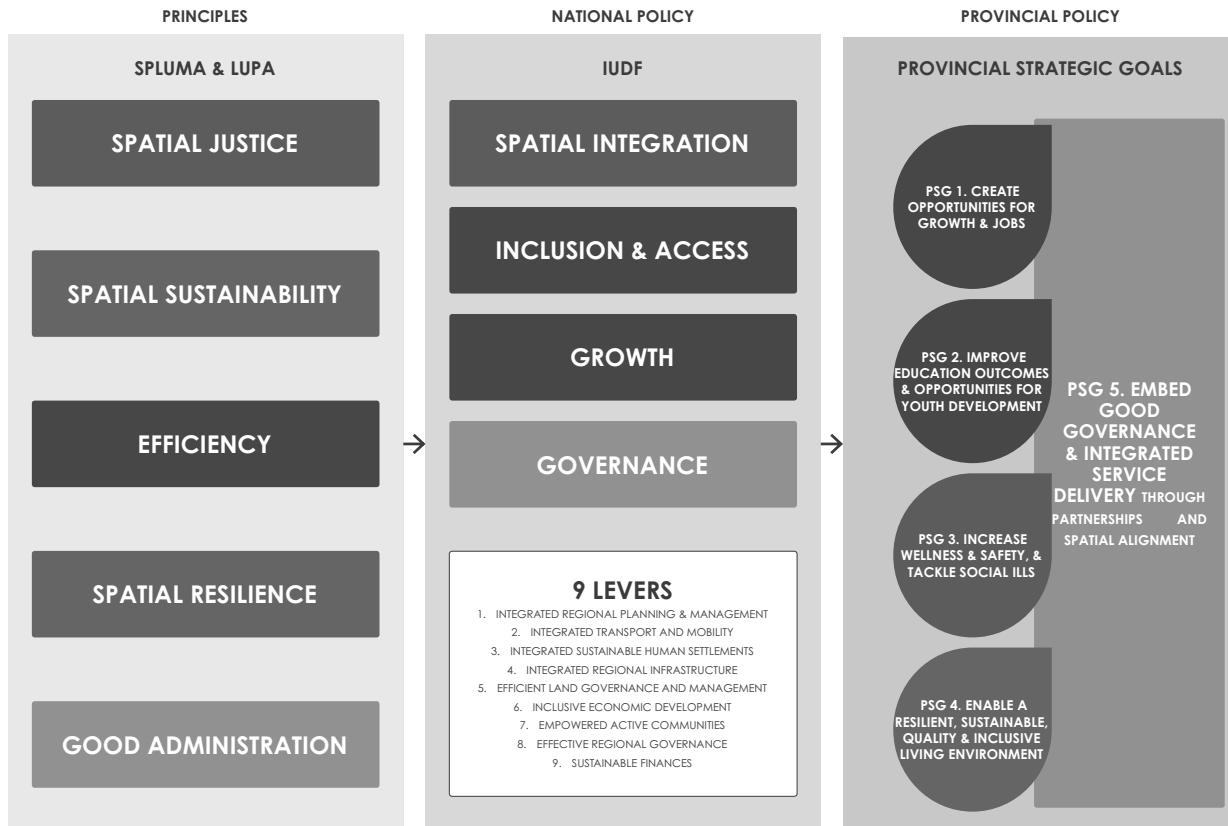


Diagram 5. Linking National and Provincial Principles that Must Underpin the Eden SDF Approach

- *Creating an enabling environment to attract investment, grow the economy and create jobs by supporting high growth economic sectors.*
- 2. Improve education outcomes and opportunities for youth development
 - *Expanding quality education across the province and providing opportunities for youth to realise their full potential.*
- 3. Increase wellness and safety, and tackle social ills
 - *Addressing health, safety and social ills by supporting healthy communities, a healthy workforce, and healthy families, youth and children.*
- 4. Enable a resilient, sustainable, quality and inclusive living environment
 - *Improving urban and rural areas through enhanced management of land, an enhanced climate change plan and better living conditions for all.*

- 5. Embed good governance and integrated service delivery through partnerships and spatial alignment
 - *Delivering good governance and an inclusive society that increases access to information, in partnership with active citizens, business and institutions.*

2.3.3. Eden SDF 2009

The spatial vision for Eden District as stipulated in the 2009 SDF report focuses on maintaining the District’s position as a regional driver through developing the comparative advantage of each settlement in the District, promoting economic growth and creating more viable spatially integrated settlements. The spatial Conceptual Framework for Eden District in 2009 is shown in Figure 4.

The SDF envisions a form of settlement planning and development that is compatible with improving a range of transport options and walkability of settlements, supported by an open space system that conjures up

images of Eden District, in addition to conserving a variety of natural environments and minimising disaster risks.

The SDF contains proposals regarding the future role and development of towns, harbours, airports and transport linkages underpinned by a “Green Framework” as the regional system of open spaces. A review and assessment of the 2009 Eden District SDF is provided in the Annexure. The assessment of the SDF was used to inform the review and update of the present SDF.

2.3.4. Eden IDP 2016 / 2017

The Eden District Municipal IDP establishes a set of objectives for the District, these include:

- Promote healthy and socially stable communities
- Build a capacitated workforce and communities
- Conduct regional bulk infrastructure planning and implement projects, roads maintenance and public transport: manage and develop council fixed assets
- Promote sustainable environmental management and public safety
- Ensure financial viability of the Eden District Municipality
- Promote good governance
- Grow the District economy

It is a key requirement of the SDF that alignment between the SDF and IDP is achieved. Ultimately, the SDFs 20-year time horizon should provide the long-term vision for the IDP’s 5-year implementation and delivery cycle.

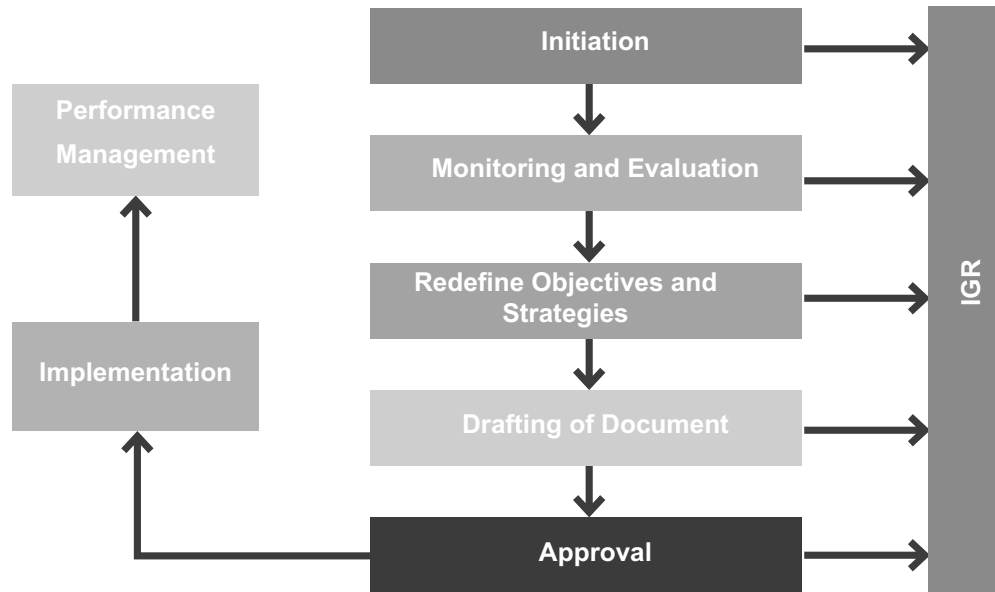


Diagram 6. The Process Followed in Drafting the Eden District IDP (2015)



Figure 4. Eden District SDF 2009 Conceptual Framework

2.3.5. Synthesis of Key Relevant Policies at National, Provincial, Regional and Local Level

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
NATIONAL				
1	National Development Plan (2011)			
	<p>The objective of the NDP is to eliminate income poverty and reduce inequality by 2030.</p>	<p>Spatial transformation is advocated given the enormous costs imposed by existing spatial divides.</p> <p>The NDP identifies infrastructure as essential for development and prioritises: upgrading informal settlements on suitably located land; rolling out public transport systems; improving freight logistics; augmenting water supplies; diversifying the energy mix towards gas (i.e. imported liquid natural gas and finding domestic gas reserves) and renewables; and rolling-out broadband access.</p> <p>Building Environmental Sustainability and Resilience is a long term strategy to transition to a low carbon economy.</p>	<p>A new approach to innovative spatial transformation is required at the district level.</p> <p>Renewable energies and alternative technologies must be incentivised.</p> <p>Focusing on poverty alleviation is key in driving local municipalities decision-making processes.</p>	<p>Immigration is a key challenge for the Eden District, therefore informal settlement upgrading and creating the circumstances for sustainable economic opportunities is crucial to the realisation of the NDP goals.</p> <p>Eden District is strategically located nationally in terms of promoting and capitalising on opportunities relating to the diversification of energy mix – Mossel Bay harbour and other industrial functions can complement this transition and attract national investment.</p>
2	Integrated Urban Development Framework (2016)			
	<p>The IUDF seeks to foster a shared understanding across government and society about how best to manage urbanisation and achieve the goals of economic development, job creation and improved living conditions for South Africa's people. The IUDF sets out a vision of creating "liveable, safe, resource-efficient cities and towns that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life". Proposals for the alignment of people's jobs, livelihoods and services promises an urban dividend that can reset the country's social and economic growth trajectory.</p>	<p>The IUDF sets four strategic goals:</p> <ol style="list-style-type: none"> 1. Spatial integration - To forge new spatial forms in settlement, transport, social and economic areas. 2. Inclusion and access - To ensure people have access to social and economic services, opportunities and choices. 3. Growth - To harness urban dynamism for inclusive, sustainable economic growth and development. 4. Governance - To enhance the capacity of the state and its citizens to work together to achieve spatial and social integration. 	<ul style="list-style-type: none"> • The IUDF emphasizes improving the planning and implementation of current programmes, as opposed to introducing new interventions. The Eden SDF must therefore build on current initiatives and proposals. • Successful implementation requires a shift from a sectoral approach to one that is driven by a common vision and spatial agenda. In the case of urban regions the IUDF advocates the use of strategic medium to long term planning instruments to forge a shared vision and spatial agenda. The Eden District SDF can facilitate this role. 	<ul style="list-style-type: none"> • The IUDF provides a regional framework of principles and development goals that are aligned with national targets, which can guide Eden District in terms of development patterns and sustainable governance structures. • Aligning spatial integration with economic development will be key to ensuring more sustainable growth in Eden District and the SDF can take guidance from the IUDF's proposals towards achieving this.

Table 1. Synthesis of Relevant Policies

POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
NATIONAL			
3 National Freshwater Ecosystem Priority Areas (2011)			
<p>The National Freshwater Ecosystem Priority Areas (NFEPAs) map provides strategic spatial priorities for conserving South Africa's aquatic ecosystems and supporting sustainable use of water resources. FEPAs were identified based on a range of criteria dealing with the maintenance of key ecological processes and the conservation of ecosystem types and species associated with rivers, wetlands and estuaries (Driver et al. 2012).</p>	<p>The NFEPAs project is a multi-partner project which aims to:</p> <ol style="list-style-type: none"> 1. Identify Freshwater Ecosystem Priority Areas (FEPAs) to meet national biodiversity goals for freshwater ecosystems; and 2. Develop a basis for enabling effective implementation of measures to protect FEPAs, including free flowing rivers. 	<p>Water resources do not work in isolation from one another or the surrounding catchment areas. It is therefore important to include FEPAs in the assessment of regional land use decision making such as the SDF.</p> <p>FEPAs data included in the SDF will inform the ecological assessment in land use decisions, on various scales and in various sectors, through illustrated and described priority areas.</p> <p>Land use planning within the SDF should be consistent with the management objectives of FEPAs.</p> <p>The incorporation of FEPAs in the SDF can promote the establishment and maintenance of ecological corridors along large river corridors and wetland clusters. This data can also be incorporated when considering / managing conservation areas.</p>	<p>Challenges:</p> <p>Water resources are increasingly threatened and polluted by land use, new development and cover that continues to cause habitat loss and degradation. The protection of these systems is often severely hindered by societal perceptions, and the constraints in estimating their economic value, as opposed to the economic gains of development. There are gaps and limitations to the FEPA data.</p> <p>Opportunities:</p> <p>The conservation of biodiversity, and specifically water resources, is becoming more important in the context of climate change. There is an opportunity to devise strategies to protect ecosystems through good land use planning. The FEPA data can be used to identify and prioritise sensitive areas to incorporate in planning and strategies. River systems need to be ground truthed and appropriate buffers need to be mapped before they are lost or under development pressure.</p>
4 National Biodiversity Assessment (2011)			
<p>This report assesses the state of South Africa's biodiversity and ecosystems, across terrestrial, freshwater, estuarine and marine environments, with an emphasis on giving spatial information where possible, especially about ecosystems. It provides a mechanism for synthesising key aspects of South Africa's excellent biodiversity science and making it available to policymakers, decision-makers and practitioners in a range of sectors.</p>	<p>It provides a spatial picture of the location of South Africa's threatened and under-protected ecosystems, and focuses attention on geographic priority areas for biodiversity conservation</p>	<p>Destruction of important Palmiet Wetlands in the Riversdale / Heidelberg area.</p> <p>Destruction of river banks by bulldozing which impacts water quality.</p> <p>Destruction of ecological linkages</p> <p>Eden District has a high level of alien invasive plant species especially along river banks. This leads to further degradation of aquatic systems which impacts on the water quality and quantity available in the region.</p>	<p>Challenges:</p> <p>Erosion of the various rivers in Eden District.</p> <p>Invasive alien vegetation.</p> <p>Impact of climate change along the coast.</p> <p>Opportunities:</p> <p>Alien invasive eradication programmes need to be established to create employment opportunities and to protect and renew indigenous biodiversity. Biodiversity linkages need to be identified and mapped.</p> <p>Greater protection along the coast is required. This will be addressed by the coastal setback line determination for the Eden District.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
PROVINCIAL				
1 Western Cape Provincial Spatial Development Framework (2014)				
	<p>The PSDF gives spatial expression to the PSP and takes the Western Cape on a path towards:</p> <ul style="list-style-type: none"> Greater inclusivity, productivity, competitiveness and opportunities in its urban and rural space-economies; Better protection of its place-based (i.e. spatial) assets; Strengthened resilience of its natural and built environments; and Improved effectiveness in spatial governance and on-the-ground delivery of public services, facilities and amenities. 	<p>Other development priorities include: growing the economy, opening up opportunities for inclusive economic growth in urban and rural areas, moving towards inclusivity, competitiveness and opportunities in the rural-urban space economies with better protection of spatial assets such as cultural and scenic landscapes of the region.</p> <p>The PSDF calls for targeted public investment towards regional infrastructure to unlock the potential of emerging economic centres.</p> <p>The PSDF also aims to establish a highly skilled innovation driven, resource efficient, connected, high opportunity and collaborative society.</p>	<p>The PSDF gives priority to bolstering the spatial performance of the Southern Cape region, and recommends the preparation of a RSIF, which is currently being developed.</p> <p>The PSDF also highlights the need to enhance the emerging regional industrial centre in George and Mossel Bay, as well as the Garden Route coastal belt as a leisure and tourism region</p> <p>Eden District has therefore been identified not only as having very high growth potential but also as a strategic area within the province regarding its scenic value, regional competitiveness and economic performance.</p>	<p>The PSDF encourages investment in the Southern Cape Region within a spatial implementation framework – this framework will now be integrated with the Eden District SDF.</p> <p>The SDF must align with the provincial vision for the region through cohesive strategies that maintains a regional perspective of the role of the district within the province.</p>
2 Western Cape Infrastructure Framework (2013)				
	<p>The Western Cape Infrastructure Framework (WCIF) is a long-term strategic framework that sets out the required changes and development agendas relating to infrastructure provision. Given the sector-based and institutionally fragmented history of infrastructure planning, the WCIF defines a new approach to co-ordinated and strategic infrastructure planning.</p>	<p>The WCIF quantifies the scale and nature of infrastructure requirements in the province - how and where infrastructure provision needs to evolve to satisfy a new agenda in a changing world, and who will be responsible. The framework also sets out high-level transitions required to achieve the Western Cape's development agenda, and differentiates between sub-infrastructure sectors</p>	<p>In terms of infrastructure management and financing in Eden District, the WCIF aims to improve access to water, and deal with issues associated with national roads and the implementation of a bus system.</p>	<p>Information and Communication Technology (ICT) and regional transport infrastructure could benefit the economic performance of the area.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
PROVINCIAL				
3	Western Cape Biodiversity Framework (2017)			
	<p>The Western Cape Biodiversity Sector Plan (WCBSP) illustrates vicinities of biodiversity that are significant throughout the Western Cape. The data covers major coastal and estuarine habitats, as well as terrestrial and freshwater realms respectively.</p> <p>The WCBSP replaces the Western Cape Biodiversity Framework from 2014.</p>	<p>To identify Critical Biodiversity Areas (CBAs) and Ecological Support Areas (ESAs) which are areas required to meet biodiversity targets for ecosystems, species and ecological processes. The datasets cover the Western Cape municipalities except for the City of Cape Town, which has its own biodiversity network project and associated shape files.</p> <p>Emphasis is placed on the spatial implications for development and conservation.</p> <p>The Western Cape's Ecosystem Threat Status has also been made available for download. This dataset was developed to more accurately reflect the current threat status of ecosystems in the Western Cape Province, especially in terms of habitat loss.</p>	<p>In order for the SDF to aid in reaching biodiversity targets and indirectly maintain or improve human well-being it needs to consider the WCBSP information in development planning.</p> <p>It is important that land use planning within the SDF is consistent with the management objectives presented by WCBSP information.</p>	<p>Challenges:</p> <p>The data covers a broad area, it has limitations regarding detailed accuracy, and therefore must be viewed in alignment with local data and ground-truthing.</p> <p>Without proper buy-in and understanding from key role players it is unlikely the WCBSP will achieve its aims.</p> <p>Opportunities:</p> <p>There is potential to improve and create an integrated, co-ordinated and uniform approach to biodiversity management.</p> <p>There is also opportunity to coordinate with a matrix of other important environmental data to strengthen linkages.</p>
4	Western Cape Provincial Land Transport Framework (2013)			
	<p>The Provincial Land Transport Framework's (PLTF) goals are to:</p> <ul style="list-style-type: none"> Establish and operationalise a Provincial Transport Management Forum to co-ordinate trans-modal and transversal transport access; Develop a safety and security plan for rail, road and non-motorised transport; Promote integrated transport systems; Develop transport plans that respond to the Western Cape's rural challenges; Develop trans-modal strategies to improve economic efficiency; and Roll-out the PLTF to all transport entities and optimise funding. 	<p>The strategic focus of the PLTF are:</p> <ul style="list-style-type: none"> Public transport strategies include Mobility strategies at the district level, including the framework for Integrated Rapid Public Transport Networks (IRPTN) and integration between modes; Enhancement of Non-Motorised Transport (NMT), Scholar and Environmental sustainability; Adequate transport infrastructure Transport management, including freight and ITS Road traffic safety and incident management Address tourism travel needs Effective delivery of institutional structures 	<p>The PLTF calls for transport policies and strategies to be "determinant / co-determinant" of spatial and economic development plans, rather than "responding" to key elements of other Provincial plans</p> <p>Integrated economic development, land use and transport planning, rather than hierarchy of plans that "lead" or "follow"</p>	<p>Strict urban edges, densification, clustering of civic and business activities, development along identified corridors and the promotion of public and NMT.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
REGIONAL				
1	Coastal Setback Lines Project for Eden District (2014)			
	While no set-back lines have yet been determined for the Eden District Municipality, an assessment of sea level rise and flood hazard risk has been completed.	To identify areas of high and low risk and put in place mechanisms to ensure the risks are understood and properly assessed.	<p>Most of the coastal dune areas in Eden District have already been subject to erosion inundation, groundwater contamination and extreme events (DEA&DP, 2010). Large amounts of time and money have been spent to try to protect infrastructure from sea erosion events. This has the potential to become extremely costly in the future, because sea level rise and more extreme weather events are likely to occur and numerous land owners will be affected. This will place pressure on authorities to fix damages.</p> <p>Areas identified to be at greatest overall risk include: Sedgefield-Swartvlei; Wilderness East; Wilderness West; Knysna; Plettenberg Bay; Hartenbos; Keurbooms-Bitou; Nature's Valley; Klein-Brakrivier; Groot-Brakrivier; Walker's Bay and Mossel Bay (DEA&DP, 2010).</p>	The SDF must consider areas of risk in the identification of future growth areas. The areas with high risk should be protected and future development in these areas should be restricted..
2	Gouritz Cluster Biosphere Reserve Spatial Plan (2016) and The Garden Route Biodiversity Reserve Proclamation (2017)			
	<p>The District has two UNESCO Biosphere Reserves covering much of its area. These are the Gouritz Cluster Biosphere Reserve, and the Garden Route Biosphere Reserve, proclaimed and recognised by UNESCO on 9 June 2015 and 14 June 2017, respectively. They are the Western Cape's 4th and 5th Biospheres, and South Africa's 7th and 9th. Collectively, Biosphere Reserves cover more than 35% of the Western Cape Province.</p> <p>The Gouritz Cluster Biosphere Reserve (GCBR) Spatial Plan has the following objectives:</p> <p>By 2020, the GCBR will be (inter-)nationally recognised and respected for its balanced and effective approach to ecological sustainability and human development.</p> <p>The GCBR will be experienced as an inclusive, approachable and "desired collaborator" for all population groups and institutions in the domain.</p>	<p>The GCBR identifies four priority areas:</p> <ol style="list-style-type: none"> 1. Flagship initiatives to restore degraded landscapes while creating employment and to convert alien biomass into economically viable products 2. A suite of smaller scale (peri-)urban and rural projects to catalyse ecologically sustainable livelihoods. 3. Knowledge generation and communication about innovations and practices that have a positive impact on the domain's ecology and all its population. 4. Promote growth in business development, employment, training and entrepreneurial endeavours, contribute to poverty alleviation, to encourage sustainable biodiversity-based businesses and their contribution to the green economy on the Garden Route.. 	<ul style="list-style-type: none"> • Increase visitors and tourists • Enable the integration of ecosystems and corridors and a better understanding and more tolerant human environment interaction 	<p>Employment creation potential in the conservation, restoration and maintenance of natural ecosystems on private agricultural land. An immediate opportunity is the restoration of degraded Subtropical Thicket vegetation.</p> <p>Employment potential for a variety of scientific studies and projects as well as projects such as alien clearing, erosion control and erosion protection. Erosion control and protection are ideal as unskilled labour projects.</p> <p>Global carbon trading – a mechanism to reduce climate change by the capture of carbon from certain types of newly planted vegetation – transfers economic value to carbon. The central premise is that farming carbon can become a more sustainable and more profitable venture for landowners than present unsustainable stock farming practices. Pilot restoration projects have already been completed in collaboration with LandCare and CapeNature. The scope for additional work in this area is significant, and can be enhanced if it can be combined with land reform efforts by assisting emerging black farmers to enter into the carbon economy.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
REGIONAL				
3	Eden District Integrated Waste Management Plan (2014)			
	<p>The Eden District Integrated Waste Management Plan has the following objectives:</p> <ul style="list-style-type: none"> - Educate, strengthen capacity and raise awareness in Integrated Waste Management - Improve waste information management - Promote sound, adequate and equitable waste management practices - Mainstream Integrated Waste Management planning in municipalities and industry - Facilitate access to funds to implement Integrated Waste Management in the province - Ensure the safe and integrated management of hazardous waste management 	<p>Since the Integrated Waste Management Plan has been adopted, the next stage would be the process of implementing this plan which inter alia entails the consultation process with the public.</p> <p>The first step in educating the public about waste is to make them aware of any new waste management procedures and facilities available to them.</p> <p>Educating the public will cause a greater awareness of the need for waste minimisation. This will reduce waste generation rates which will in turn reduce transport volumes and costs. It is important to also provide feedback to the public of the success of their efforts, for example publishing month to month volumes of waste diverted from being landfilled.</p> <p>The generic draft integrated waste management by-laws should be implemented throughout the District.</p>	<p>It must be ensured that all waste management facilities are regularly audited as stipulated in each waste permit. Regular audits will ensure that these facilities are operated correctly and efficiently. Ensuring the correct operations will maximise the results of efforts of waste reduction and recovery and therefore the benefits thereof.</p>	<p>A top priority should be to establish the new regional landfill site.</p> <p>Other opportunities include creating pollution free zones, as charcoal manufacturing, brick making and biomass burning are arising. There is a need to protect the quality environment of the District, which is a great tourist attraction.</p>
4	Eden District Rural Development Plan (2016)			
	<p>The Eden District Rural Development Plan (RDP) focuses on achieving three phases of development:</p> <ol style="list-style-type: none"> 1. Meeting basic human needs 2. Rural enterprise development 3. Developing agro-village industries, sustained by credit facilities and value chain markets. <p>Additionally, the plan aims to achieve Agrarian Transformation, which is based on the pillars of land reform. These pillars include: land redistribution, land restitution, land development, land tenure and administration.</p> <p>The plan's overall goal is towards improving the material conditions and life chances of those people living in rural areas defined as "poverty pockets" (that is, people whose lives are presently defined by a state of impoverishment).</p>	<p>The plan focuses on the identification of poverty pockets within the Eden District and will formulate a plan to enable the integration of these areas into the value chains of the appropriate functional region/s.</p> <p>Agricultural development has been identified as a key sector for rural economic transformation. As a result, the Rural Economic Transformation Model (RETM) is followed to fast-track agricultural development - consisting of four components, namely: community, cropping, land and livestock.</p>	<p>An Agrihub is proposed for Oudtshoorn – to be developed as a networked innovation system of agro-production, processing, logistics, marketing, training and extension services.</p> <p>Farmer Production Support Units in Dysselsdorp and Haarlem have been prioritised.</p>	<p>Due to the fact that the RDP plan is still in development phase there is opportunity for the SDF to feed into the proposal process and also gain inputs from the RDP research and prioritisation.</p> <p>The regional rural component of the SDF regarding issues, proposals and implementation strategies will be developed based on the RDP plan.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
REGIONAL				
5	Eden District Integrated Transport Plan (2016)			
	<p>The Eden Integrated Transport Plan (ITP) is structured around seven objectives namely:</p> <ol style="list-style-type: none"> 1. Provide Integrated Public Transport Networks (IPTN) in rural regions; 2. Prioritise the provision of public transport services among higher density settlements to improve viability of public transport subsidies; 3. Provide public transport and NMT infrastructure, particularly in larger urban centres; 4. Supply safe public transport services; 5. Ensure there is a well-maintained road network; 6. Shift contestable freight from road to rail and prioritise general freight over bulk freight; 7. Create the institutional capacity and administrative environment to perform the functions required of the municipality by the NLTA. 	<p>The vision for 2016 is a demand-responsive, sustainable, balanced and equitable rural transport system that allows the basic access needs of individuals to be met, is affordable, operates efficiently, offers choice of transportation modes, and supports a vibrant economy. In order to achieve this the ITP focuses on the following goals:</p> <ul style="list-style-type: none"> • Improve public transport services between towns through co-ordination, information and selective subsidies. • Reliance on spatial development of towns to enable walkable and viable public transport services. • Promote and facilitate a modal shift to NMT • Address parking problems that exist all year, rather than only during holiday season. • Co-ordinate planning of freight overnight facilities to minimise the impact of freight on noise and congestion in towns. 	<p>The majority of towns in the district are still small enough so that most trips could be made on foot or bicycle in a short time. The focus should be on finding solutions to afford higher density development of housing, institutional, office and retail facilities.</p> <p>This must be supported by improvement in NMT facilities to enable a culture of walking and cycling in lieu of cars and taxis.</p> <p>This is also needed in support of parking strategies to reduce congestion from town centres. Build on capacity from GoGeorge experience to expand scheduled / arranged services between towns. Be mindful of facilitating sprawl by enabling more people to live further due to subsidised transport.</p> <p>Identify core freight routes and support appropriate zoning for freight related activities, e.g. truck stops, along these routes.</p>	<p>Challenge:</p> <p>Increased costs of higher density housing developments to support public transport cannot be justified without a compelling and agreed long-term benefit. This applies to private and public funding models.</p> <p>Opportunities:</p> <p>Since long-term benefits are compelling, they must be demonstrated through the SDF to allow for the adoption of appropriate zoning requirements and funding models.</p>
6	Eden District Mobility Strategy (2012)			
	<p>The Mobility Strategy presents concepts for public transport within the Eden District. The strategy puts in place an overall framework within which individual projects within the various municipalities can be implemented (Figure 5).</p>		<p>Incorporate / update public transport proposals</p>	<p>Understand and align the development objectives of towns in order to enable an integrated land use / transport approach.</p>

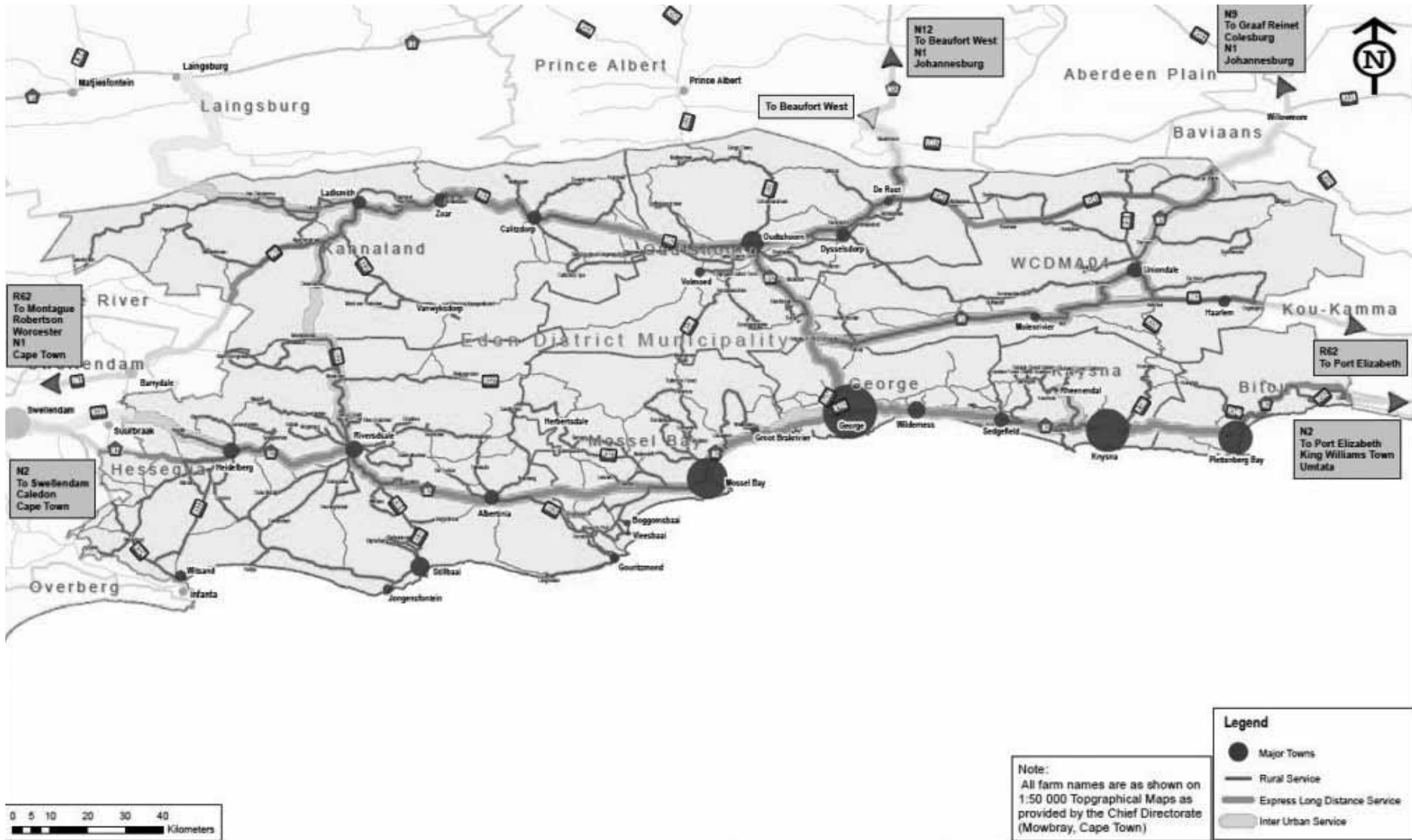


Figure 5. Edon District Mobility Strategy Concepts - Passenger Desire Lines (GIBB, June 2011)

2.3.6. Municipal SDFs

This section provides an overview of the currently approved MSDFs of the B Municipalities within Eden District. It also highlights the progress of review to align with SPLUMA and the WCG's directive to municipalities in the Western Cape at the time of drafting this SDF. The various stages of progress of the MSDFs is shown in Table 2.

The MEC for Planning in the Western Cape WCG has alerted all municipalities that a MSDF is a core component of an IDP and therefore, it needs to be integrated into the IDP development and amendment process, as dictated by a municipality's IDP process plan.

The status of the MSDFs are expressed below:

- Eden District Municipality: Currently being reviewed – last approved in 2010
- Bitou Local Municipality: amended and approved in June 2017.
- Knysna Local Municipality: synthesised Knysna ISDF and approved in June 2017.
- George Local Municipality: approved in June 2017 together with gap analysis.
- Kannaland Local Municipality: approved in 2017
- Oudtshoorn Local Municipality: approved in June 2017
- Hessequa Local Municipality: amended in June 2017.
- Mossel Bay Local Municipality: reviewed and approved in 2017.

The compilation of the B Municipality SDFs in Figure 6 illustrates the unevenness in detail between these SDFs, as well as the lack of alignment across municipal boundaries. This highlights the need for a co-ordinated spatial direction for the District.



Figure 6. Municipal Boundaries in Eden District (Eden IDP 2016)

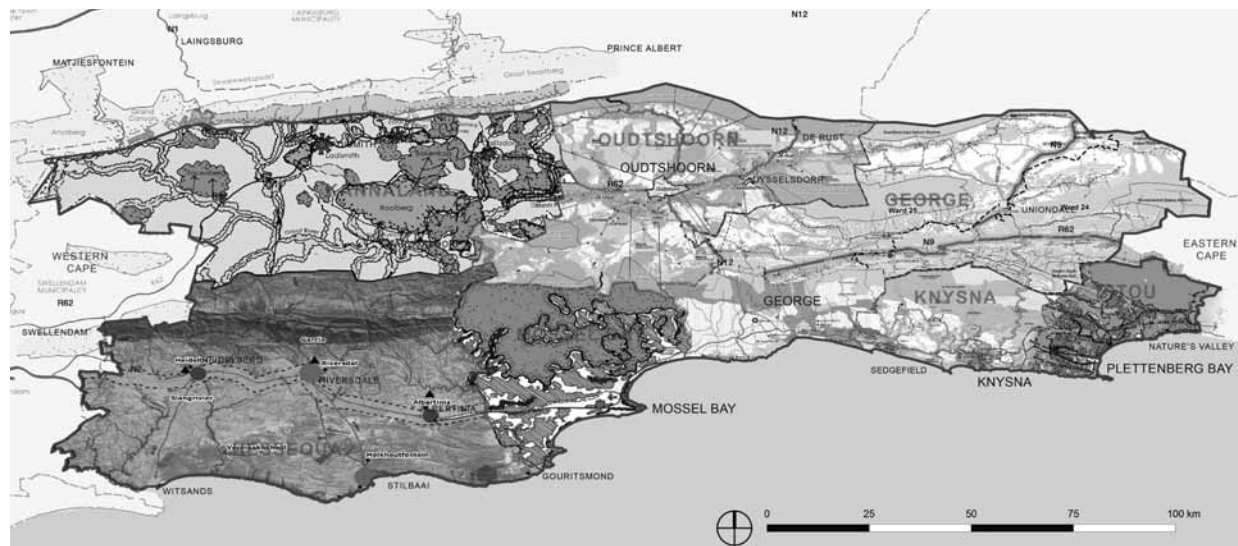


Figure 7. Composite of Currently Approved SDFs for B Municipalities within the Eden District

SDF PROGRESS							
Step 10: Submit to MEC							
Step 9: Notice in media							
Step 8: Council adoption							
Step 7: Comment period							
Step 6: Steps for no ISC							
Step 5: Steps for ISC							
Step 4: Establish PC							
Step 3: Inform Minister							
Step 2: Notice to Compile							
Step 1: Decide ISC							
Municipalities	Eden	Bitou	Knysna	George	Kannaland	Oudtshoorn	Mossel Bay

Table 2. Synthesis of Local Municipal SDF Progress

2.3.7. Key Policy Considerations

In relation to the national average, Eden District has been identified as having relatively high growth potential as a strategic area within the province with regards to scenic value, regional competitiveness and economic performance. A synthesis of key policy directives for Eden District, reveals that regional alignment is critical to optimise the District's strategic potential. Some of the key policy implications for the SDF are highlighted below:

Biodiversity planning incorporated into land use decision making as per the 2017 Western Cape Biodiversity Sector Plan (WCBSF) will ensure that biodiversity targets are achieved while maintaining natural system functionality and improving human well-being.

Improved access to water, dealing with issues associated with national roads and the implementation of an integrated transport system is evident throughout the policy proposals. The SDF can play a role in determining core freight routes while expanding on mobility strategies, concepts and proposals.

The enhancement of the emerging regional industrial centre in George and Mossel Bay, the proposed Agrihub in Oudtshoorn, as well as the promotion of the Garden Route coastal belt as a leisure and tourism region will also need to be articulated and unpacked further in the SDF.

A large proportion of policies highlight the need to move towards higher density housing development. They also note the need for affordable institutional, office and retail facilities, supported by improvement in NMT facilities to enable a culture of walking and cycling.

The Eden District Municipality is a leader in climate change adaptation responses in the province with an approved a Climate Change Adaptation Plan adopted in 2014. Although some mention is made of mitigating the impacts of climate change, the principal focus of the plan responds to adaptation, particularly given the large number of disasters and extreme events taking place in the area and that will take place in the future. It is acknowledged that skills and capacity are limited at the local level and there are pressing short-term needs that draw on limited municipal funds. Climate change related disasters will be one of the biggest costs items to governing bodies and this will be an ongoing expense if measures are not put in place to respond to climate change. However, by incorporating climate change responses into planning processes, these issues can be addressed.

2.4. Eden District Strategic Vision

2.4.1. Focus and Approach

Alignment between Eden District's Vision and Key Strategies, IDP and the SDF is imperative, in order to ensure that the inclusion and approval of the SDF as part of the IDP is coherent.

The Eden District Vision adopted in May 2017 is a broad statement of how Council sees the development of the Eden District Municipality (Diagram 8). It provides a long-term goal, towards which all actions of the strategic plan should be directed. Eden District's 2017 – 2022 vision envisages:

“Eden” as the leading, enabling and inclusive District, characterised by equitable and sustainable development, high quality of life and equal opportunities for all.

The Eden District Mission expands on the vision and adopted the following mission statement in order to achieve it.

The Eden District Municipality as a category C local authority strives, to deliver on its mandate through:

- Unlocking resources for equitable, prosperous and sustainable development;
- Providing the platform for co-ordination of bulk infrastructure planning across the District;
- Providing strategic leadership towards inclusive / radical / rigorous socio-economic change;
- Transformation to address social economic and spatial injustice;
- Redressing inequalities and access to ensure inclusive services, information and opportunities for all citizens of the District;
- Initiating funding mobilisation initiatives / programmes to ensure financial sustainability;

- Co-ordinating and facilitating social development initiatives; and
- As a District municipality, the achievement of the municipal vision, mission and strategic objectives will be guided by the following key institutional values:
 - *Integrity*
 - *Excellence*
 - *Inspired*
 - *Caring (Ubuntu)*
 - *Respect*
 - *Resourceful*

The SDF must spatialise the Eden District Vision and the strategies within a sustainable, long-term growth path as required by SPLUMA. The District has given the SDF Review clear direction to:

- Address financial, social, environmental and institutional sustainability to set the foundation for a vibrant, sustainable region;
- Actively promote spatial integration, inclusion and redress;
- Enable appropriate land use planning oversight; and,
- Optimise the District's assets and ensure the resilience of regional resources and infrastructure.

Many of the regional spatial issues and opportunities within the District are an expression of a range of institutional, sector and socio-economic tensions. These are often the result of fragmentation and confusion between:

- The mandates, aims and practices of different sectors;
- The imperatives of the public and private sectors;
- Between spheres of government;
- Between legislation and on the ground realities; and,
- Local, regional and provincial mandates and imperatives.

It is essential to acknowledge these tensions, so that appropriate proposals are made to address them. Some of the key tensions that have a direct bearing on the District SDF include:

- Sprawling urban and rural development versus its sense of place, environmental assets and agricultural and tourism potential;
- Regional infrastructure and mobility versus the need to protect the quality and character of towns and rural landscapes that underpin the qualities that draw investment into the area;
- Growth and economic development versus water scarcity, waste crisis and loss of environmental and agricultural assets; and,
- Gas, oil, fracking and the potential impacts of associated development and industry on the scenic and cultural landscape and “garden” qualities of Eden District.

The SDF has been framed to try to work with these tensions and find innovative solutions between sectors, spheres and scales. In essence to find ways for a problem in one area to become the solution to another. These include:

- The impact and relevance of opportunities, conflicts and issues for the District's spatial planning mandate;
- The policy alignment or misalignment that relates to the problem;
- The implications of this for the Eden District SDF.

2.4.2. Spatial Drivers of Change

If the Eden District is to achieve its full potential as a sustainable and integrated District, there are six central issues that must be addressed explicitly in the SDF to meet the provisions of SPLUMA, LUPA, the PDSF, Provincial Sustainable Transport Programme (PSTP), the Provincial Strategic Plan and Provincial Land Transport Framework.

The six big issues were distilled from the policy review, focus group inputs, specialist sector interviews and cross-sectoral investigation. These issues cut across line functions and spheres of government and are:

- Regional resource capacity constraints;
- Regional competitive advantage;
- Sprawling low density settlement;
- Constrained regional accessibility;
- Erosion of biodiversity and cultural landscapes; and
- Sustainability of agriculture and rural settlements.

These big issues point to some radical shifts in the spatial direction of development in Eden District. The social, environmental and economic realities of the District Municipality will only improve when the development trajectory is placed on a path towards a compact urban form.

The status quo issues have been synthesised into **four spatial drivers of change**, illustrated in Diagram 7. They are in line with the Eden District Vision and Mission adopted in the 2017 IDP and the policy review. The four overarching integrative and connected strategic spatial drivers of change form the focus of this SDF and are fundamental to achieving co-ordinated spatial planning for the sustainable growth and resilience of the District.

These spatial drivers have directed the approach to the revision of the District's SDF and include:

1. A sustainable environment is an economy positioned for growth - **The Economy is the Environment**;
2. **Regional Accessibility** for Inclusive and Equitable Growth;
3. **Co-ordinated Growth Management** is Key to Financial Sustainability;
4. These are underpinned by a fourth driver; Effective, Transversal Institutional Integration – **we need to plan, budget and manage as one government**. This speaks to the institutional context within which

spatial planning must take effect, with particular reference to municipal finance, co-ordinated infrastructure planning and delivery, as well as robust project preparation and pipelines.

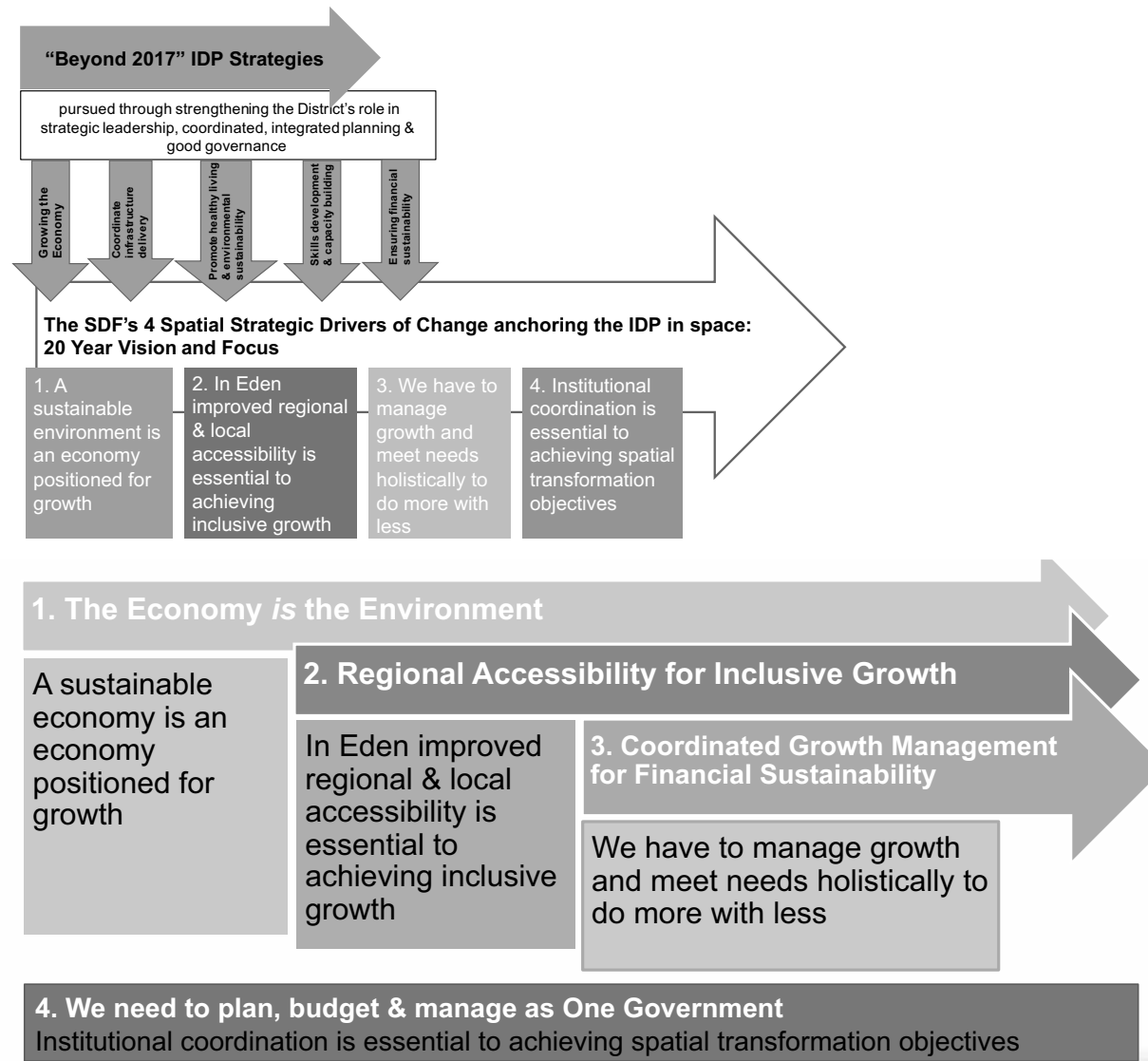


Diagram 7. Eden Vision and Mission with SDF Strategies

“Eden” the leading, enabling and inclusive District characterised by equitable and sustainable development, high quality of life and equal opportunities for all.

The Eden District Municipality, as a category C local authority, strives to deliver on our mandate through:

1. Unlocking resources for equitable, prosperous and sustainable development
2. Provide a platform for coordination of bulk infrastructure planning across the District
3. Provide strategic leadership towards inclusive / radical rigorous socio-economic transformation to address socio-economic and spatial injustice
4. Redress inequal access to ensure inclusive services, information and opportunities for all citizens of the District
5. Initiate funding mobilisation initiatives / programmes to ensure financial sustainability
6. Coordinate and facilitate development initiatives

Healthy & Socially Stable Communities

Skilled Workforce & Communities

Bulk Infrastructure Coordination

Environmental Management & Public Safety

Good Governance

Financial Viability

An Inclusive Economy

Excellence

Integrity

Caring

Inspire (Ubuntu)

Respect

Resourceful

Batho Pele

Diagram 8. Eden District Municipality Vision and Mission Diagram

2.5. Stakeholder Engagement

During the policy and vision phase of the SDF process and as part of the procedure of alignment and consultation for the Eden District SDF, several stakeholder engagement processes took place. These engagements included the Joint Strategic Vision Session (November 2016), Focus Area Workshops (February 2017), the IDP Council Workshop and engagement with local municipalities. The outcomes of these workshops and public engagement resulted in the formulation of the four key themes that are outlined in the previous section.

2.5.1. Joint Strategic Vision Session

The purpose of the visioning session held in November 2016, was to engage with a broader group of stakeholders – from all spheres of government, as well as from non-government organisations - on a long-term visioning exercise. The objective was to establish a platform of shared values and direction between key public and private sector strategic partners, to share the status and progress with respect to parallel planning initiatives within Eden District. Additionally, the intention was to confirm and initiate ten focus groups to drive and co-ordinate key sector inputs in order to begin to frame the beginnings of a strategy response for some of the District's most intractable issues and latent opportunities that exist within the region.

2.5.1.1 Methodology

The visioning workshop was structured in a manner to elicit a response from all the attendees at the session. The room was divided into six groups, all of whom were provided with a map of the District. Each participant was provided with four green stickers (to indicate assets and strengths of the region), four yellow stickers (to indicate areas of latent opportunity and underutilised assets) and four red stickers (to indicate areas of weakness or problems in the region). Each member of the group then placed their coloured stickers on their maps and the key strengths, opportunities and challenges that existed in the District were discussed. Each group developed a set

of “big ideas” of things that would like to see occur in the region. Then all members of the visioning session voted on what they thought were the best big ideas which are highlighted below and illustrated in Figure 8.

2.5.1.2 Top 10 “Big Ideas”

The Top 10 “Big Ideas” that were generated from the Vision Session include:

1. Develop the region's intellectual capacity through skills development, tertiary education facilities and attracting innovative industries.
2. Capitalise on the potentials of trade facilities and transport logistics – enhance the region's harbours (Mossel Bay) and develop a coherent strategy for the location of airports, trade logistic centres, railway lines and the realignment of strategic transport routes.
3. Diversify the tourism sector, harnessing and cultivating tourism assets (heritage, sport, natural environment, rehabilitation) and developing a strong unique brand for the region through a collective branding agency for the Garden Route.
4. Facilitate and incentivise the revitalisation of degraded urban and rural areas.
5. Conserve and protect the natural environment and improve disaster risk management of fires and floods.
6. Focus on agri-processing and ICT
7. Ensure the supply of bulk water storage and improved water management.
8. Develop a regional integrated public transportation system
9. Improve integrated waste management
10. Align institutional decision-making through integrated planning, collaboration and transversal governance.

2.5.2. Focus Area Workshops

Following consultation between Eden, SCEDP and WCG, and deriving key findings from the Southern Cape RSIF Status Quo report, ten focus groups were established with the intention to develop a “Strategy Outline” for the particular topic or focus group.

Focus Groups were tasked to clarify key questions that were discussed in various groups in the workshop in February 2017. The Focus Groups were also asked to identify the big ideas, solutions and actions that need to take place, and to develop a brief implementation framework that included the major players, resources, and time frames.

These Focus Groups were structured around the following ten key themes deemed relevant to the regional scale of planning in Eden District, they include:

- Agriculture
- Aviation
- Disaster Management, Safety and Security
- Engineering and Bulk Services
- Environment and Cultural Landscapes
- Industry, Tourism and Business
- Innovation, Skills and Entrepreneurship
- Oil, Gas, Ports and Port Logistics
- Transport and Access
- Settlement, Growth Management and Social Facilities

The outcomes of the focus group exercise have been incorporated into the Status Quo Baseline resource document. A synthesis of the Status Quo Report is provided in the following Chapter.

2.5.3. The IDP - SDF Vision Workshop

In July 2017, a Council Workshop was held to review and consolidate the strategic vision for the Eden District so that one common vision for the Municipality as a whole could be established and then reflected in both the IDP and the SDF. The outcomes of this workshop are discussed in Section 2.4.

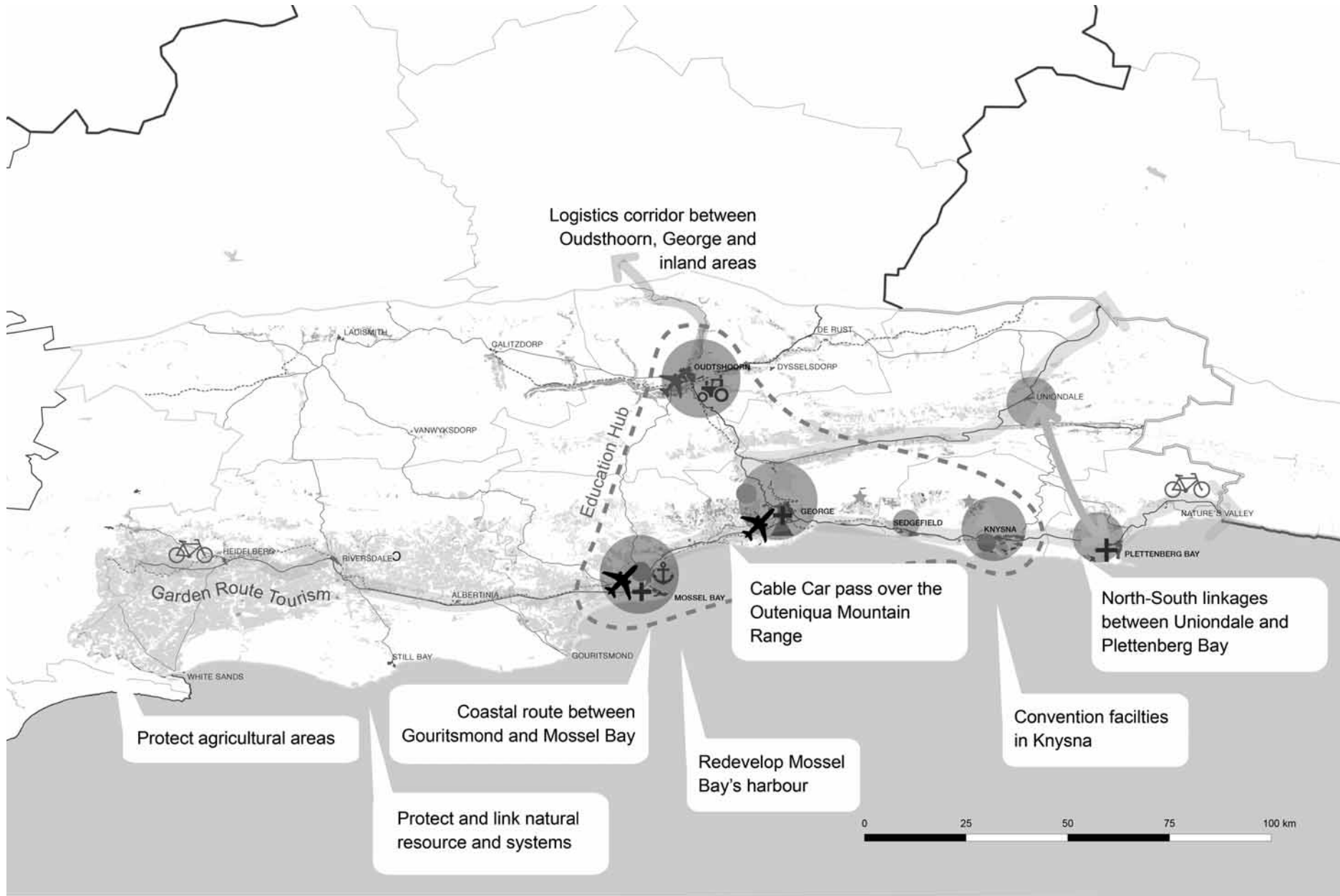


Figure 8. Conceptual Representation of the Key Spatial Proposals that Emerged Through Stakeholder Discussions at the Vision Session

CHAPTER

3

3. CONTEXT, ROLE & ISSUES

3.1. Introduction

The purpose of Chapter 3 is to present a focused and strategic synthesis of the Status Quo (SQ) assessment undertaken for Eden District. The desktop synthesis was supplemented by the outcomes of the Eden District Focus Group Workshops, as well as follow up engagements and interviews with key officials in provincial and local government.

In synthesising the key issues, a common thread has been developed. Four strategic themes have emerged that direct the SDF strategies and policies. Importantly, these directives are framed by the spatial issues which are relevant to the District municipal mandate, as well as direction given by SPLUMA, LUPA, the PSDF and other relevant policies.

The SQ assessment is led by the Eden District Municipality’s vision for the District and commitments made in the IDP and budgets (of the national, provincial and local spheres of government) that set up a development trajectory for the SDF period.

This Chapter consists of three key sections. Firstly, it provides an overview of the fiscal context of South Africa. Secondly, it unpacks the trends and dynamics that impact on the District such as population demographics and economic shifts. Thirdly, this Chapter provides a synthesis the key spatial drivers and issues that have informed the four themes that form the basis of SDF proposals in Chapter 4.

3.1.1. Framing the Status Quo Informants to the SDF Review

The review of the Eden District SDF is framed in terms of four overarching integrative and connected themes which bring together the strategic, spatial drivers that are fundamental to achieving co-ordinated (spatial) planning for the sustainable growth and resilience of the District. These themes direct the approach to the revision of the District’s SDF. The diverse and interrelated sectoral issues and opportunities explored within the key focus

areas and related sector studies (as shown in Diagram 9) are distilled into four themes.

The Vision chapter introduced the four spatial themes, that frame the overview of the context, issues and opportunities in Eden District . To recap, these are:

1. A sustainable environment is an economy positioned for growth - The Economy is the Environment
2. Regional Accessibility for Inclusive Growth
3. Co-ordinated Growth Management is Key to Financial Sustainability
4. These themes are underpinned by a fourth driver; effective, Transversal Institutional Integration – we need to plan, budget and manage as one government. This speaks to the institutional context within which spatial planning must take effect.

Before the four themes of Status Quo are discussed in detail, they need to be understood in terms of overarching trends and patterns playing out in Eden

District. Associated with these trends are demographic and socio-economic forecasts that are used for planning and budgeting purposes at all spheres of government.

3.2. The Fiscal Context

3.2.1. Increasing Fiscal Austerity

While the municipalities within Eden District are relatively strong within the Western Cape, Eden District nevertheless needs to operate within a difficult economic and fiscal context for the foreseeable future.

The fiscal crunch is due to macro-economic trends and structural weaknesses in the national political economy. Government spending is under severe pressure in the national and provincial spheres. Current trends and messages from national government are that local governments will also experience this pressure. All three spheres of government deliver services in Eden District. In addition, transfers from the national government fund a substantial proportion of local government’s work. There

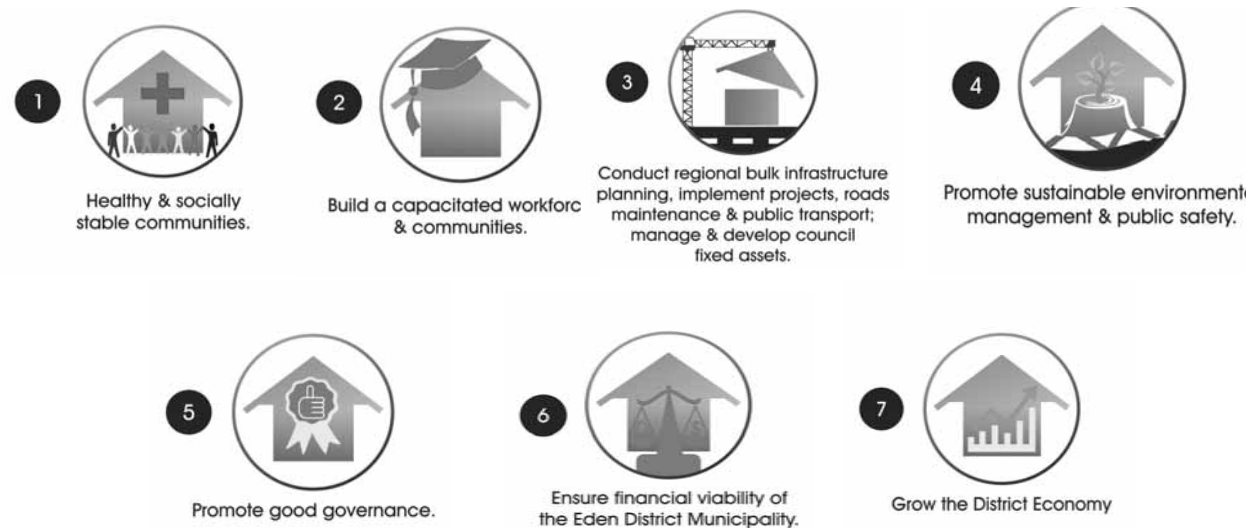


Figure 9. Eden District 2012 – 2017 Strategic Goals

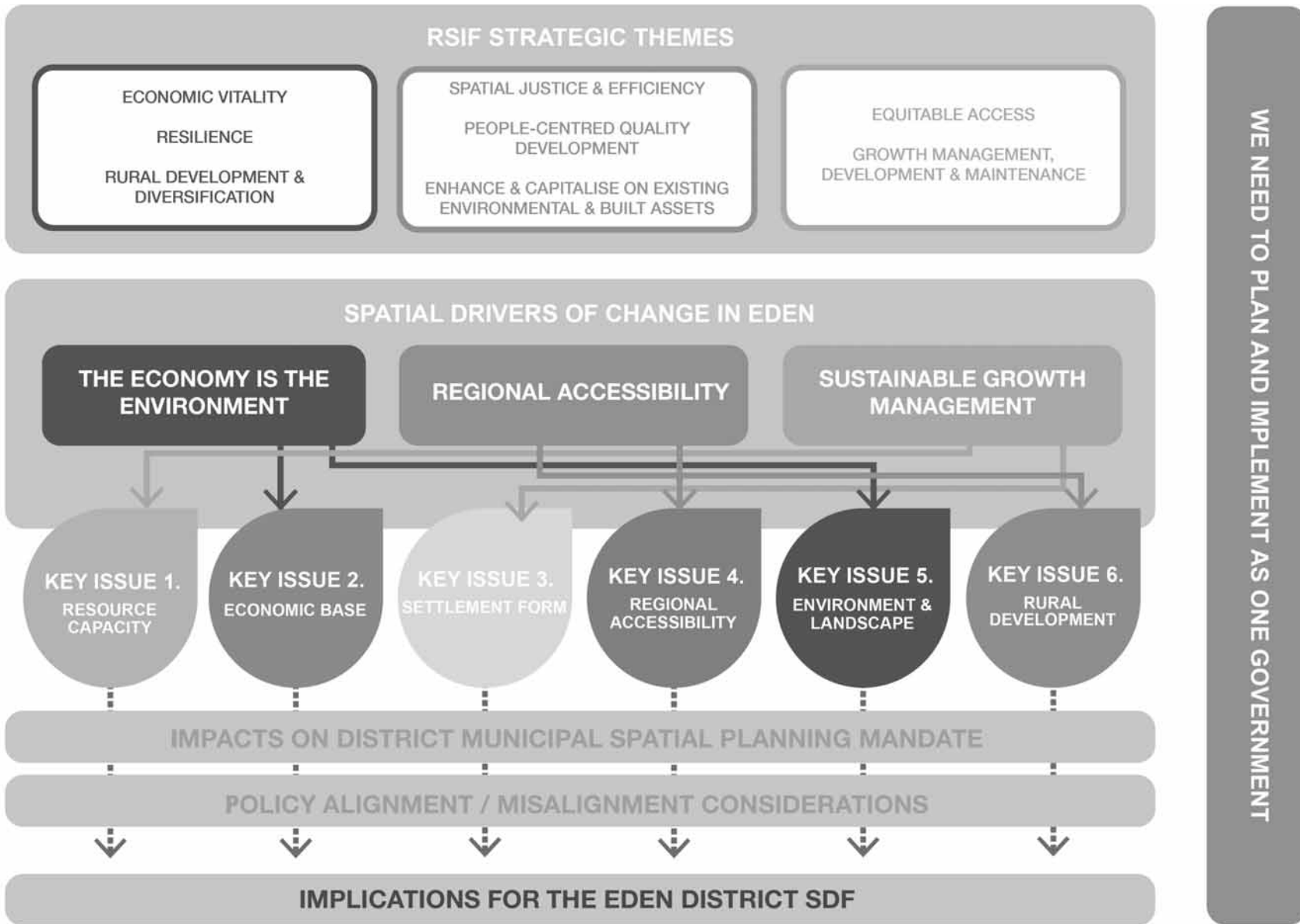


Diagram 9. Status Quo Key Issues and Spatial Drivers of Change

is a steady decline in national and provincial government spending in Eden District in the Medium Term Revenue and Expenditure Framework (MTREF) period (Figure 25). National government is placing increasing pressure on local government to reduce its dependency on national transfers, in particular, grants and they are seeking funding and revenues from elsewhere.

The limitation on public resources is also made evident in the limited human capacity in government. This is indicated in the under-expenditure of capital budgets, in limitations on building data and evidence of unregulated development.

According to the National Treasury (Coovadia, CSP, 2017) the economy is characterised by:

- Weak growth;
- Underlying structural constraints are well understood, but require tangible progress;
- Fiscal impact requires a programme of fiscal consolidation;
- Revenue impact, credit rating and public sector debt concerns;
- Deep and practical partnerships across government and with the private sector are essential.

3.2.2. Opportunities Inherent in Urban Centres

In spite of this alarming scenario, South Africa's urban powerhouses can drive growth and create jobs. The National Treasury and the IUDF note that faster, more inclusive urban economic growth is essential for national development and given that both the SA economy and population are increasingly urban-based, urban centres must lead the economic recovery and job growth. Eden District's demographics reflect the national pattern, with a high and increasingly urbanised population.

However households and firms are currently not fully benefiting from the "urban dividend", rather urbanising

poverty, not opportunity. Despite significant progress in basic service deliveries, our urban centres still face large challenges in:

- Service reliability: poor asset management and maintenance.
- Housing affordability: supply and demand constraints.
- Physical mobility: transport under-investment and subsidy requirements.
- Growing "second generation" challenges:
 - Urban resilience to climate change (droughts and floods).
 - De-coupling and technology change: energy and water.
 - Fiscal sustainability: housing and transport.

3.2.3. The Economic Imperative for Inclusive Settlements

While it is the RSIF and SCEDP processes are the primary instruments for addressing investments, partnership and economic development initiatives, the Eden District SDF's spatial strategies are informed by the dual crisis of fiscal austerity and the need to improve inclusivity in spatially directing development. Current research demonstrates that in times of economic austerity, inclusivity is an essential precondition for economic growth. This research also demonstrates the role of appropriate spatial planning as a key factor in ensuring inclusive land use management, which promotes integration, accessibility and mixed use settlements.

This SDF therefore frames spatial recommendations in a time of growing anxiety over economic, political, and social divides. The reality that the economy is not delivering prosperity for all and is increasingly bedeviling policymakers and leaders. Standard economic indicators portray an economy adding jobs, growing wages, and boosting output. Yet the uneven distribution of growth and access to opportunity - among both historically

disadvantaged groups and an expanding proportion of the population - are calling into question traditional definitions of economic success and conventional policy responses.

Facing these trends and uncertain national leadership, local action will be imperative to addressing economic barriers and challenges that prevent many South Africans from succeeding. This will require reworking and adapting institutions, programs, and relationships across cities and metro areas

"Cost-cutting is the order of the day. Things are only going to get tighter after the medium-term budget policy statement on 25 October. We're in a vicious cycle. There is no new money to bridge the obvious gaps in the human capital pipeline that would grow the economy. In other words, no money to deal with the half of our children who never get to pre-school, then lose hope by Grade 4, and eventually drop out of school and fail to find work. Consequently, there's no way to grow the pool of skilled labour and thus no way to substantially expand the tax base. At best, we will generate 600,000 jobs – through job creation and replacement of retiring workers – for the million young people leaving school each year. Actually, it's worse than a vicious cycle. It is a vortex that will suck South Africa deeper and deeper into a pit.

Unless we are prepared to unlock the value that already exists in the country, but is not being used properly. The obvious culprit is government, where billions upon billions are stolen or wasted each year. Arguably a time of austerity in the public sector could improve efficiency by recalibrating spending patterns. In reality, more value is likely to be lost as salaries and rent-generating enterprises are protected while real services are cut. It will take leaders of great vision and resolve to get us out of this mess".

(David Harrison, Daily Maverick, 29 September 2017)

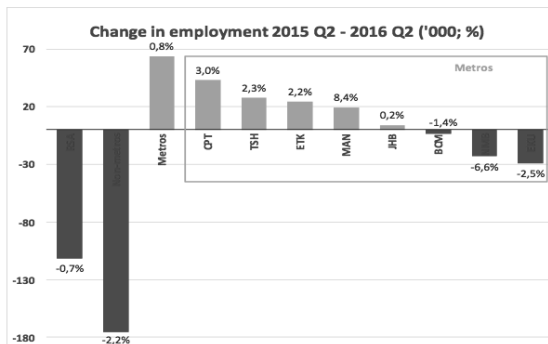


Figure 10. Change in Employment 2015-2016 (National Treasury, 2017)

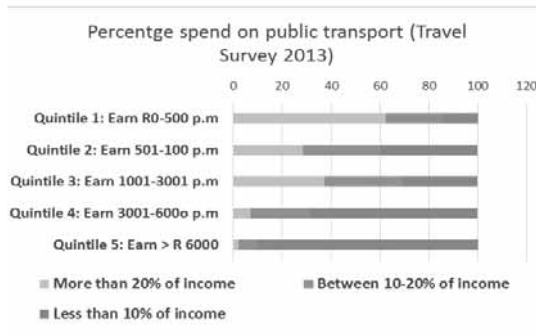


Figure 11. Percentage Spend on Public Transport (Travel Survey, 2013)

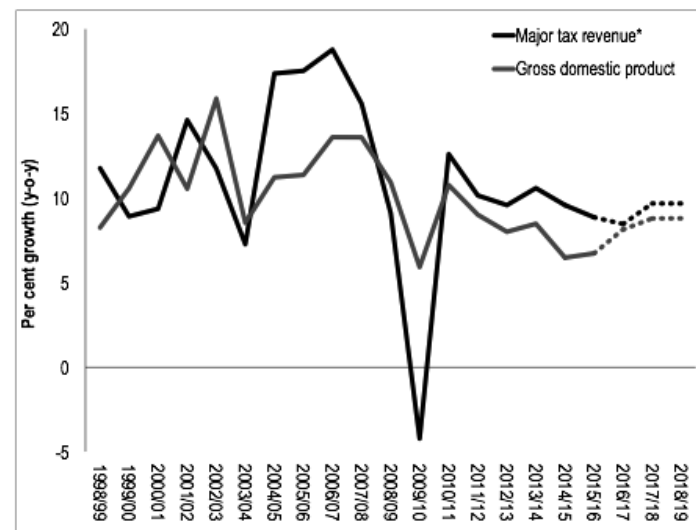


Figure 15. Tax Revenues vs GDP (National Treasury, 2017)

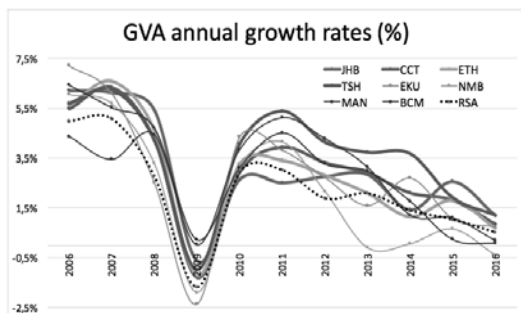


Figure 12. GVA Annual Growth Rates (National Treasury, 2017)

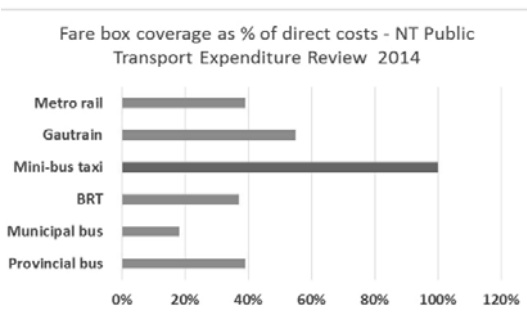


Figure 13. GVA Annual Growth Rates (National Treasury, 2017)

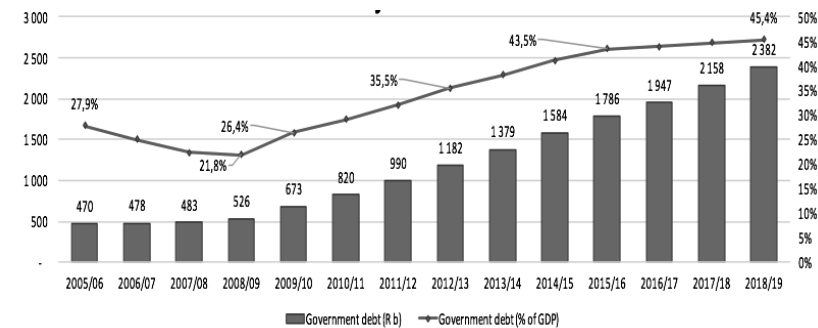


Figure 14. Government Data has not yet Satisfied a share of GDP (National Treasury, 2017)

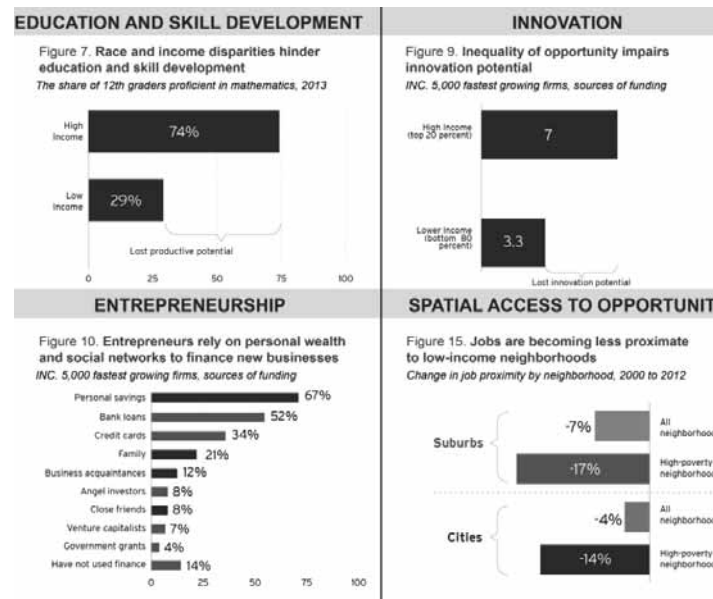


Figure 16. Improving Inclusivity (Brookings Institute, 2017)

It is necessary to develop a framework that outlines how regions could expand access to opportunity for more firms, workers, and communities. Economic development organisations (often local institutions) could take part in the development of local coalitions dedicated to these goals.

The establishment of the spatial strategies that can support connection between economic inclusion and growth, the implications for businesses and workers, and focus on how the spatial drivers of change can aid in supporting regional economic strategies that can eliminate barriers that are hindering inclusive growth.

Recent research from Katharine Bradbury and Robert Triest found that metro areas where low-income children experienced higher upward mobility underwent faster subsequent per capita income growth. In other words, greater equality of opportunity yields greater growth.

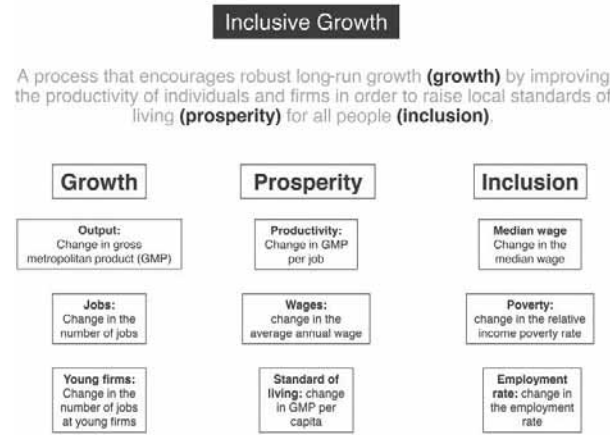


Figure 17. Inclusive Growth (Brookings Institute, 2017)

	Dynamism	Skills	Access
Practice	Support entrepreneurs and business acceleration services (productivity, exports, worker training)	Motivate employers to invest in workers Help employers determine the skills they need	Promote physically accessible locations
Policy	Streamline permit processes and regulations Occupational licensing	Promote pre K-12 education and workforce development Help eliminate other work barriers (e.g., childcare, criminal records etc.)	Promote helpful land use and zoning reforms Support transit investments
Partnership	Coordinate firms with accelerators/incubators, cluster groups and extension partnerships	Provide sector-based training partnerships Provide work-based learning opportunities for youth	Place-conscious strategies with community development organizations, metropolitan planning organizations, and transportation agencies

Figure 18. Moving Inclusive Economic Growth from Theory to Action(Brookings Institute, 2017)

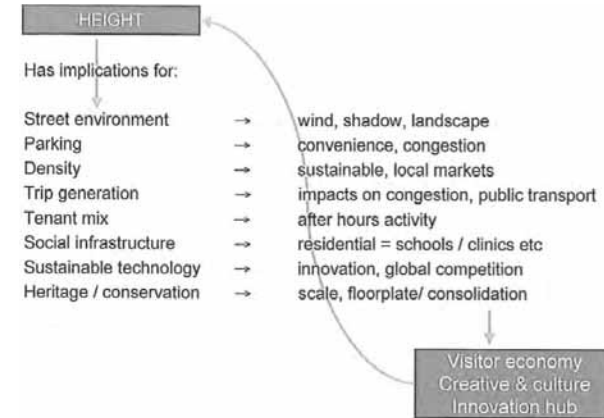


Figure 19. The Economics of Urban Form (Brookings Institute, 2017)

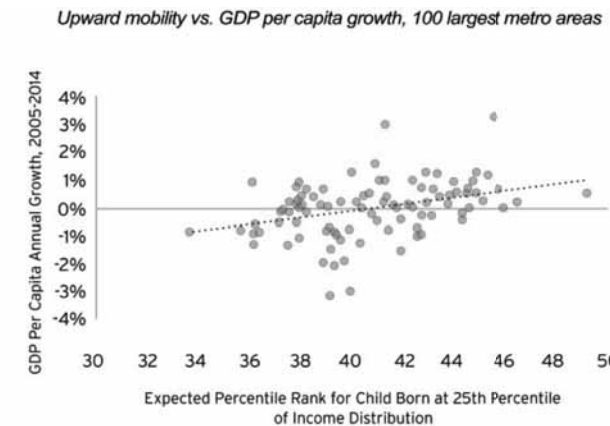


Figure 20. Metro Areas with Higher Equality of Opportunity Experience Faster Economic Growth (Brookings Institute, 2017)

3.3. Population Trends and Dynamics

The SDF takes a strategic view on the forecasts of trends and dynamics in the District, from demographic to economic shifts. However, it is necessary to consider their reliability and to what extent they should inform the SDF’s response to the spatial challenges, issues and opportunities within the District. These are less reliable in forecasting future patterns and demand. It is important to understand what is driving the change, so that the framework for sustainable, inclusive and well-managed growth addresses the correct factors. Data and the interpretation of the implications for the District is inconsistent and highly variable between different sources and is an imperfect informant to long-term planning. While the data tells a story, the desired spatial outcomes for the Eden District should direct the SDF proposals and projects.

3.3.1. Demographic Shifts

There are a number of demographic indicators that need to be understood and that inform the District SDF. They are indicators of what has changed in the past and suggest the nature, scale and location of need, demand and opportunities. They should enable one to understand whether Eden District will need to accommodate smaller or larger households, and what proportion of these will be single headed households, or households of single people. The SDF also needs to interrogate what these past trends mean for the form and location of development aimed at the inferred accommodation needs of these households, especially if they are transitory, very mobile households seeking opportunity. What does this mean for the need for public facilities and social services and their location in the context of the relative demographic position in the province and the country and competing demands from diminishing government funding.

3.3.2. Population Growth

Eden District’s population makes it the second largest non-metro district municipality in the Western Cape. According to the forecasts of the Western Cape Department of Social Development, Eden District’s population is estimated to be 613 124 in 2017. While the District population will continue to grow in the foreseeable future the rate of growth is slowing, albeit this rate remains slightly higher than the national average and on a par with the province. The Western Cape Government’s estimates are that by 2040 the District’s population will be 721,637, growing at a conservative rate of 0.79%. The more recent Community and Household Surveys findings suggest that this is an under-estimate of the likely population in 2040, particularly with regard to projected in-migration.

This population expansion increases the overall need for sufficient growth management across all governmental sectors. The current influx from the

Eden grew from **454 919 (2001)** to **574 265 (2011)** and predicted to grow to **721 367 (2040)**;

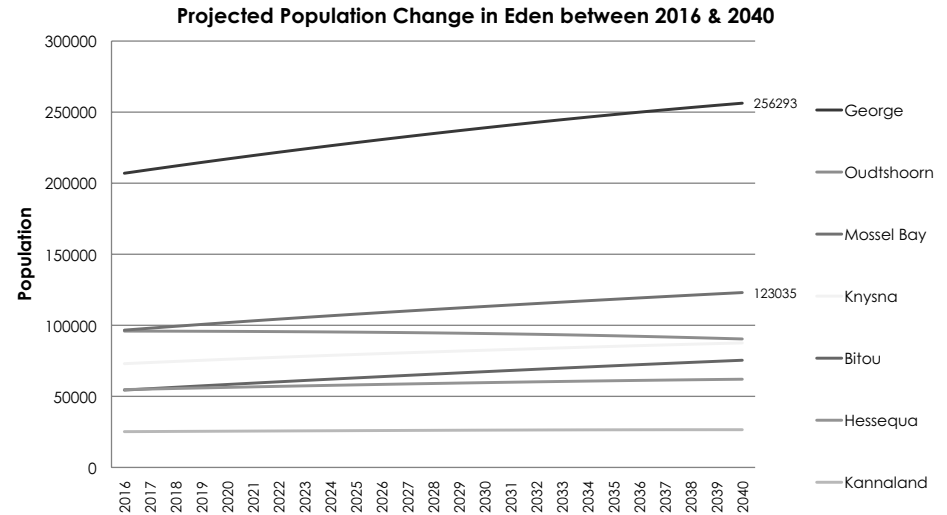


Figure 21. Eden District Population Profile to 2040 (PWC, 2014)

Forecast Population Projections for 2040				
Municipalities	Population in 2016	% Increase	Additional Number of Residents in 2040	Annual Average Growth Rate
George	206 999	23.8	49 294	1.0
Oudtshoorn	95 926	-5.8	-5 533	-0.2
Mossel Bay	96 615	27.3	26 420	1.1
Knysna	73 002	20.0	14 609	0.8
Bitou	54 413	38.6	21 005	1.6
Hessequa	54 761	13.3	7 309	0.6
Kannaland	25 176	5.4	1 371	0.2
Total (Eden)	194 412	18.9	114 475	0.8

Figure 22. Eden District Population Increase and Decrease Between 2016 and 2040 (adapted from PWC, 2014)

Eastern Cape into Bitou could bring additional stress to Eden District's infrastructure, delivery backlogs and its unemployment levels. The government is struggling to catch up with existing population needs and faces the challenge of keeping up with new demand. However, it is said that although this movement is a common occurrence, the population is transient and in search of employment in bigger cities like George (considered the highest urban growth concentration in the District) and Mossel Bay. Many people traverse the District to reach larger metropolitan areas such as Cape Town.

Importantly, for the SDF, within Eden District this growth is unevenly distributed. Bitou is facing the highest growth rate, followed by Knysna and George. Kannaland's population is declining. Oudtshoorn and Hessequa's growth is marginal. According to the Price Waterhouse Coopers (PWC) study, quoted in the DEA&DP Southern Cape RSIF, the forecast population of Eden District by 2040 will be 721 367 (75% of which will live in Mossel Bay, George, Knysna and Bitou).

3.3.3. Household Growth

According to Census 2011, there were 164 110 households within Eden District in 2011. The 2016 Community Survey estimates that the number of households increased to 189 345 in 2016 which equates to 15.4% growth off the 2011 base. This total is forecast to increase over the next five years to reach 647 627 by 2023. This equates to an approximate 8.0% growth off the 2017 base estimate (SEP, 2016). Households are growing at a significantly higher rate than the population. Households are increasingly single-headed or are migrants in search of opportunity and are mobile in the context of searching for employment and are therefore potentially transitory.

3.3.4. Economic Shifts

Similarly, economic indicators tell us where the economy is growing and declining in space and where employment is growing and declining. This begs the question, how does this relate to where the population growth is and where it should be accommodated to ensure proximity to jobs.

As with the population distribution across space, the economy of the Eden District is distributed unevenly across the District. The areas of highest population growth, existing and projected, also do not necessarily correlate with where the economic growth rate is stronger.

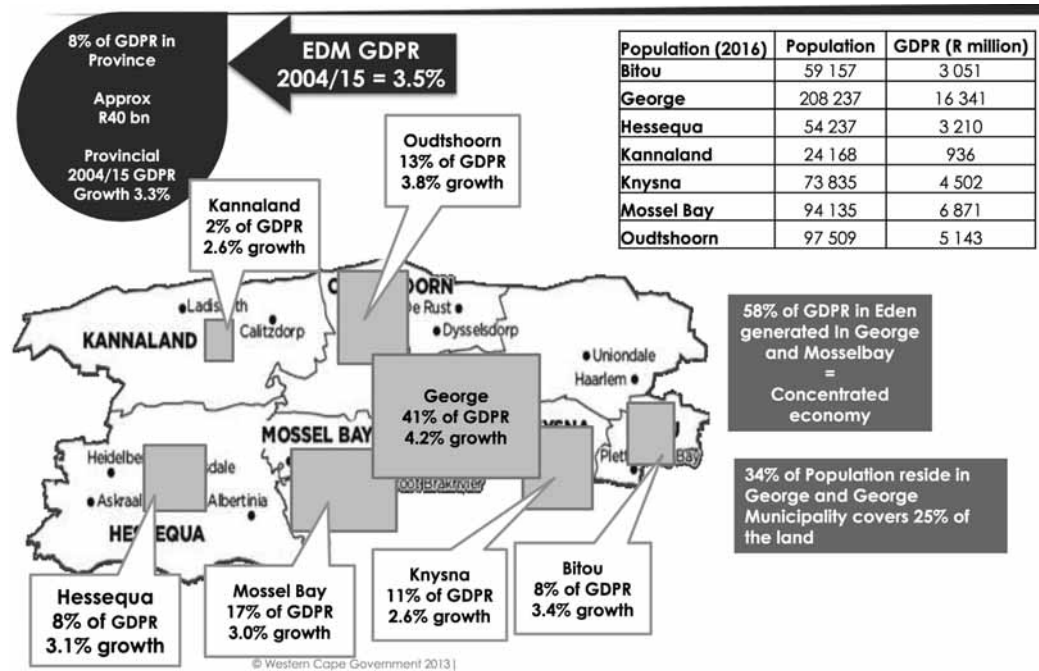


Figure 23. Economy of the Eden District in Spatial Context (WCG, 2017)

Municipality	Contribution to employment (%)		Trend		Employment (net change)					
	2015	2005 - 2015	2010 - 2015	2011	2012	2013	2014	2015	2016e	
Kannaland	4.4	1 441	1 986	86	329	454	130	987	-68	
Hessequa	11.1	4 512	4 304	328	764	1 040	495	1 677	-254	
Mossel Bay	15.9	5 875	4 589	489	853	1 225	699	1 323	-132	
George	35.6	14 975	11 305	1 338	2 091	2 720	1 593	3 563	346	
Oudtshoorn	12.9	3 466	3 432	263	539	907	385	1 338	50	
Bitou	8.6	4 593	3 232	442	581	735	566	908	64	
Knysna	11.6	3 733	3 230	359	621	752	600	898	44	
Total Eden District	100	38 595	32 078	3 305	5 778	7 833	4 468	10 694	50	
Western Cape Province	-	418 445	326 986	38 314	58 799	81 285	45 807	102 781	15 050	

Table 3. Eden District Employment Growth (MERO, 2017)

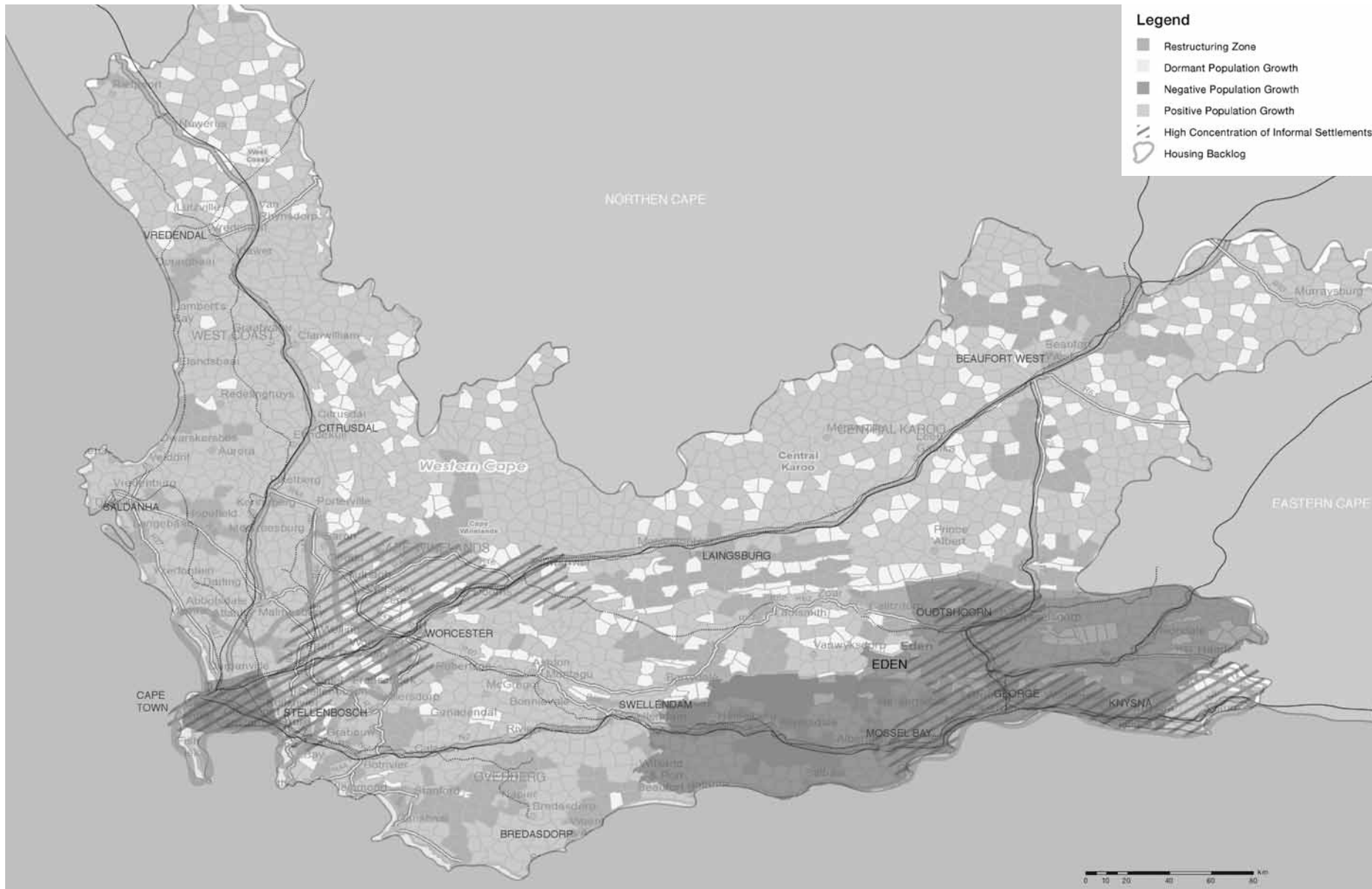


Figure 24. Western Cape Population Growth (adapted from WCG, 2014)

3.3.5. Employment and Household Income

Table 3, drawn from the WCG's 2017 Municipal Economic Review and Outlook (MERO) indicates employment trends in the District. Importantly, economic growth does not necessarily translate into job creation. Jobless growth is a global trend and Eden District is not excluded from this trend. However, George experienced the highest rate of economic growth, as indicated by the Gross Domestic Product per Region (GDPR), as well as the highest employment growth (MERO, 2017). George and Mossel Bay employ just over half of the Eden District's employed population. While Oudtshoorn outperformed other municipalities, bar George, in GDPR growth, this did not translate into corresponding employment growth. Knysna and Kannaland experienced the lowest average GDPR growth at 2.6%.

3.3.6. Spatial Opportunity

Extensive work has been done by the WCG on the Growth Potential of Towns (2014a) based on a series of indicators. This supports the preparation of the SDF in that while we understand where and how the population is growing and where the economy is growing, we also now have a more robust understanding of where opportunity is for development based on economic opportunity and / or what must be done to create opportunity to align with the needs of the population (Figure 26).

3.3.7. Climatic Shifts and the Erosion of Biodiversity

Climate change is considered to be one of the greatest changing dynamics of our era and it is becoming increasingly apparent that nature and its resources are not unlimited. As a result of climate change, critical biodiversity areas, wetlands and agricultural land are being lost or degraded by uncontrolled urban encroachment and pollution. This in turn threatens regional economic assets, public health and safety.

Another negative effect of climate change involves natural disasters such as severe storms and floods, fire risks, an increase in sea level and limited access to water. Increasingly, disaster risk management is the routine business of government. In the context of climate change managing disasters comes at a public, economic and household cost. Poorer households are less likely to recover from the affects of environmental disasters and as a result, have a greater reliance on the government. As extreme events will take place more frequently in the future, it is more sustainable to implement interventions to reduce disaster risks rather than having to recover from the impact of extreme disasters. This can be achieved by retreating activities from vulnerable locations and managing activities on the edges of these areas.

Furthermore, the natural resources that make up the biophysical environment form the basis of all primary economic activities such as agriculture, forestry, fishing, and mining. These natural resources provide raw materials, energy, food, water, land and environmental and social services that support human activities. Humans are dependent on these resources in order to survive and therefore mitigating against the effects of climate change should be a key concern of Eden District.

The effects of climate change-related hazards can pose a significant threat to the the District's economy, ecosystems and population. Between 2009 and 2010, the costs that were caused by drought damage was estimated at R300 million and the 2011 Eden District floods estimated at R350 million and the 2012 floods estimated at R500 million (WCG, 2014). It has also been calculated that the cost of damage to infrastructure alone, as a result of the Knysna Fires in 2017, is close to R500 million (Anderson, 2017). These damages place a substantial financial burden on service delivery, as well as indirect costs of social, environmental and well-being. If the effects of climate change are not urgently addressed and mitigated the negative projected impacts of climate vulnerability will continue to place a financial burden on the District.

Furthermore, cultural landscapes, agricultural land and biodiversity areas are being eroded by urban development, agricultural practices and alien vegetation. Sprawling, peripheral and rural settlement and land transformation is a leading cause of habitat loss and thus biodiversity loss. Sprawl also exacerbates air and water pollution, both of which degrade environments and further reduces biodiversity. New construction often increases erosion of land cleared for development. This in turn increases stream siltation. As the land area for natural ecosystems shrinks, there is less natural capacity to filter pollutants and detoxify waters and less capacity to recycle nutrients and compost organic wastes. Thus, as sprawl increases, species and ecosystem services decrease.

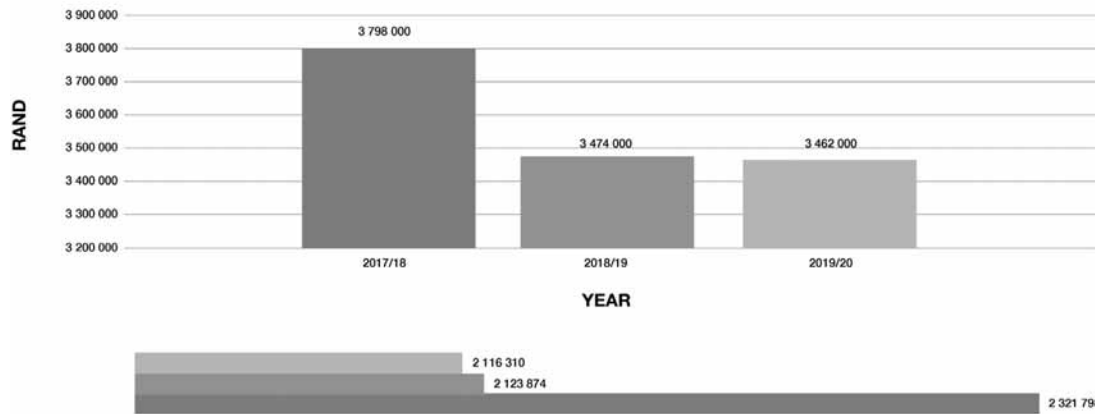
Ecosystem degradation and subsequent loss of ecosystem services tends to harm poor rural communities more than affluent city dwellers. The poor have limited assets and are more dependent on common property resources (e.g. fire wood), while the wealthy are buffered against loss of ecosystem services by being able to purchase basic necessities and scarce commodities (Eden District Municipality, 2016a)

In conclusion, it is clear from these key trends and issues is that need continues to grow, but the means to address these needs is reducing. Therefore, the SDF must consider:

- How to do more with less;
- Ensure that the direction it gives to urban growth is targeted to maximise efficiencies and optimise returns on investments;
- Shape development form so as not to exacerbate risks that will increase costs, which cannot be met without sacrificing resources to meet additional needs elsewhere, and
- To create a mechanism to ensure that implementation proposals are carefully prioritised and co-ordinated and put through a robust project preparation methodology. This should be done within a carefully planned pipeline to guarantee that the fundamentals are in place to make certain that limited resources

are spent wisely and the likelihood of a return on the investment is guaranteed.

PLANNED AND ESTIMATED PUBLIC EXPENDITURE



Note: Community survey, 2016 population statistics on municipal level used for the entire MTEF period for the calculation of the per capita GDP

PER CAPITA INFRASTRUCTURE & TRANSFERS FOR EDEN DISTRICT

Figure 25. Eden District Planned and Estimated Public Expenditure (MTREF)

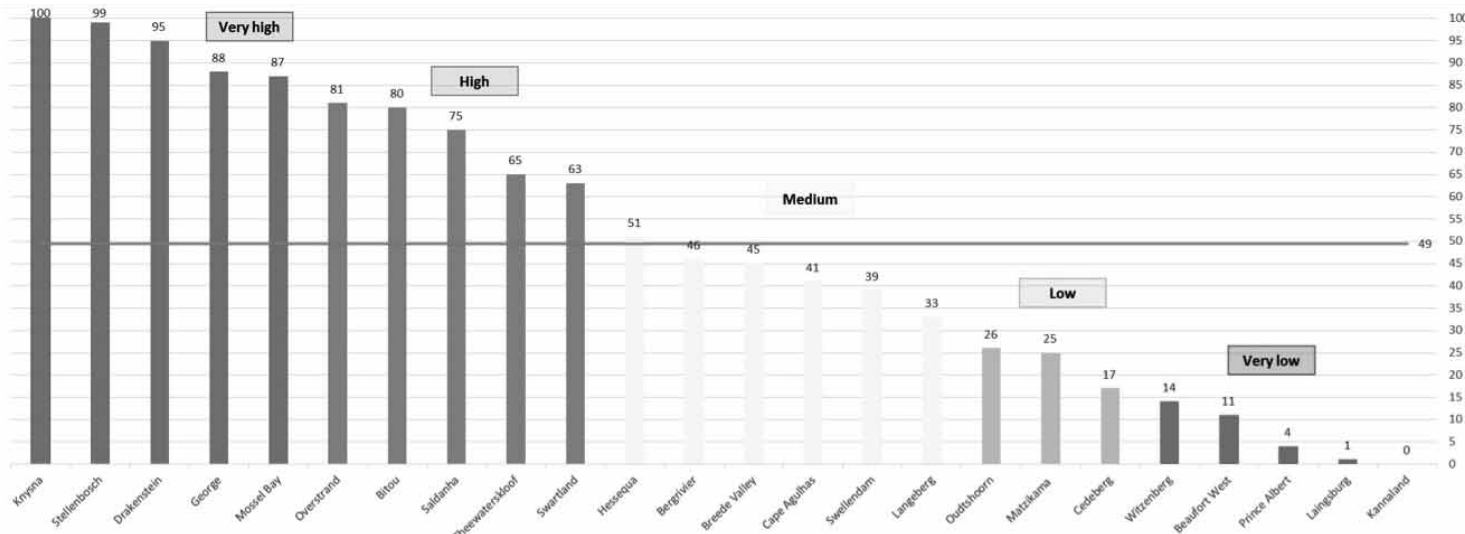


Figure 26. Eden District Growth Potential of Towns (WCG, 2014a)

3.4. The Economy is the Environment

A sustainable environment is an economy positioned for growth.

3.4.1. Provincial Environment and Economy

National Biodiversity corridors across South Africa are extensive stretches of land that aim to conserve and protect biodiversity and ecological systems (Figure 28). The importance of these corridors is to ensure healthy, connected landscapes and habitats. In turn, these corridors support local industry (agriculture) and communities.

The major corridors that span through Eden District include the Eden to Addo biodiversity corridor, which connects the Western Cape and the Eastern Cape along the coast, and the Gouritz Cluster Biosphere Reserve Corridor. This Biosphere Reserve is one of the two UNESCO Biosphere Reserves that cover a large portion of the District. The District itself can be split into two biomes, predominantly fynbos (Garden Route Landscape), Nama-karoo and succulent (Klein Karoo Landscape) (Figure 30).

The natural disaster risks pertaining to the District include drought and fire. Reduced surface water availability (due to decreased rainfall events) and increased demand from urban and agricultural uses, threaten water security in the region. There is a lack of water storage due to topographical constraints and shared bulk water systems and water transfer schemes in the region are limited.

The Western Cape Fynbos biome is both fire prone and fire adaptive (Midgeley et al, 2005). The region's fire interval under natural conditions is usually 12-18 years between fires. This number is expected to increase by 40% in the next 100 years (Midgeley et al, 2005). Some of the knock on effects include increased wild fire in areas with adapted alien vegetation and therefore escalated densities of combustible materials. The loss of indigenous

species is also expected to increase, which will make fires more frequent and more difficult to manage.

3.4.2. Overview

The Eden District economy is the second largest of the district economies in the Western Cape outside of the Cape Metro (MERO, 2017). The Eden District economy has been the fastest expanding region in the Western Cape Province – it hosts four of the Province's top-ten leading non-metro municipalities i.e. Mossel Bay, George, Knysna and Bitou.

In Eden District and the municipal areas within it, the bio-physical environment forms the basis of its economy - providing a diverse natural resource base. The economy has become increasingly diversified, but its roots lie in agriculture and forestry. The economy optimises the District's competitive, climatic and geomorphological conditions, oil and gas and the downstream manufacturing industries that build on these primary sectors.

The District's outstanding natural beauty is made up of diverse wilderness and agricultural landscapes, estuaries and lagoons, mountain backdrops and coastal settings, including the verdant landscapes of the coastal belt. These features make it a significant leisure, tourism, lifestyle and retirement economic destination. It is also recognised internationally under the brands of the "Garden Route" and the "Klein Karoo" - driven largely by the quality of life offered by the region. This in turn has driven the growth of the tertiary sector that now predominates, but is still rooted in the environmental attributes of the region. Both the primary and tertiary economic sectors, which feed into and off the secondary manufacturing sector, are important to job creation. The bio-physical environment also supplies the economy with resources such as water, land, clean air and energy and processes the by-products of the economy - waste water, emissions, etc. - as an ecological service.

There is a vital relationship between the District's economy and its natural environment. Similarly, changing environmental systems dynamics, as a result of climate

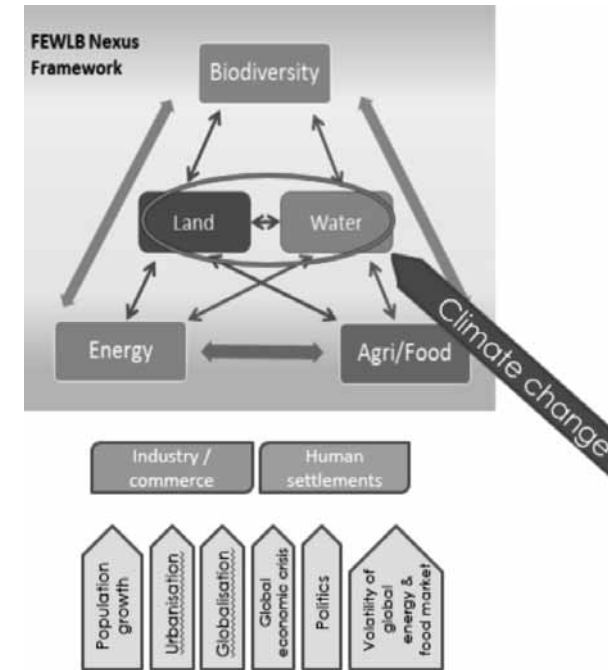
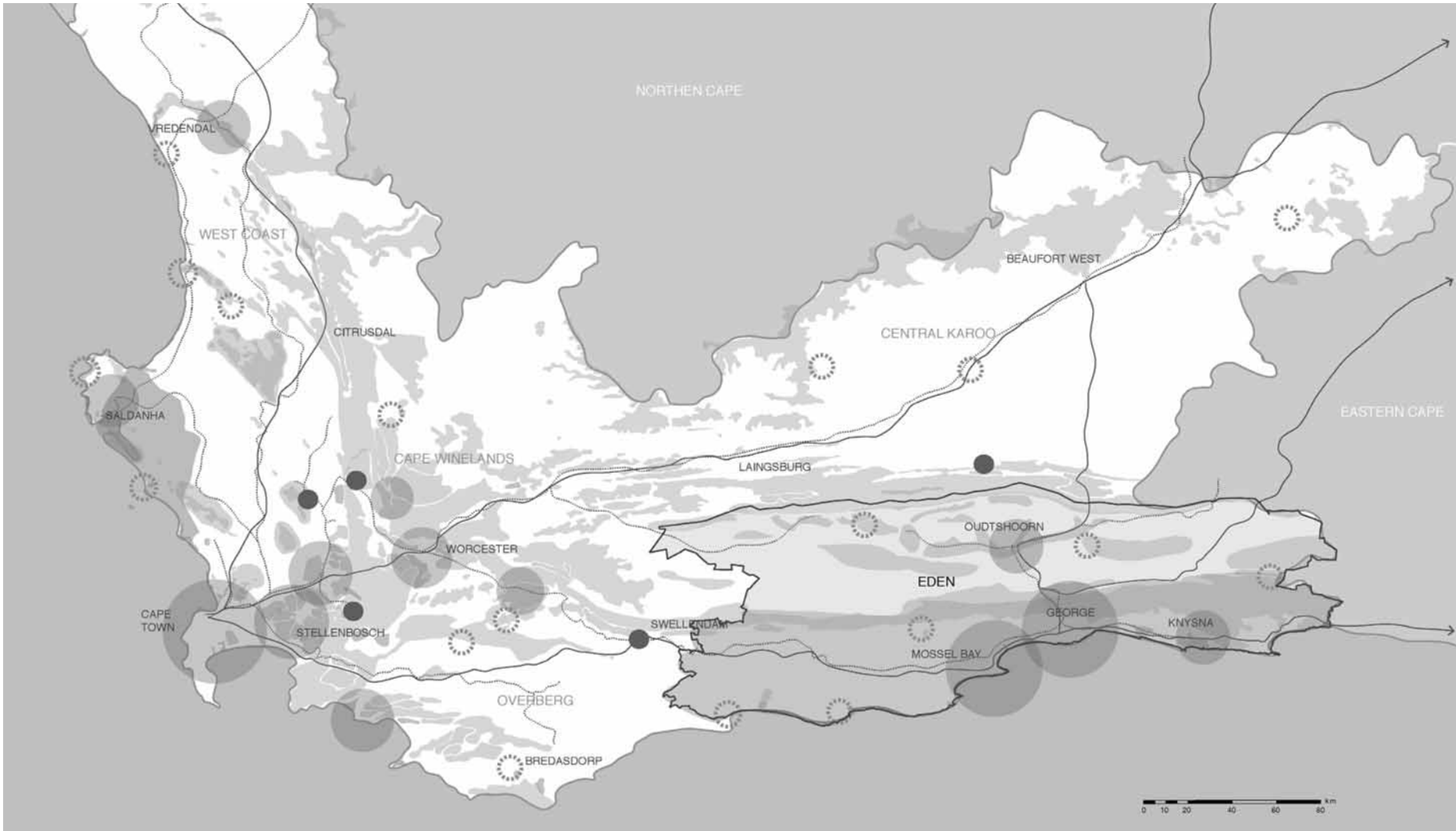


Figure 27. The Food-Energy-Land- Biodiversity (FEWLB) Nexus Framework developed for the Western Cape Provincial Context (Source: Midgley and New, 2014)

change will present a risk and associated costs to the economy and demand adaptation. Therefore, it is critical that the natural systems and the environmental resource base of the economy is managed and that disaster risks are mitigated to ensure the resilience of the District's economy. This in turn impacts on the population's economic and social resilience.

"South Africans already consume more resources per capita than people in any other African nation. As previously disadvantaged people strive to increase material wealth and the comforts and conveniences they have been denied before the new political dispensation, the strain on natural resources and biodiversity will only increase" (Eden District Municipality, 2016a).



Legend

- Isolated Settlements
- Agricultural Centre
- Karoo Landscape
- Archaeological Landscape of Importance
- Primary Clusters of Activities & Services
- Wilderness
- Garden Route Landscape
- Rural Agricultural Landscape

Figure 28. Western Cape Biodiversity Corridors (adapted from WCG, 2014)

The Eden District's IDP strategies to grow the District economy and promote environmental sustainability must therefore work hand in hand.

3.4.3. Environment and Economy Spatial Legacies

What spatially relevant environmental and economic assets and challenges have been inherited from the past?

The natural systems in Eden District are of global significance. Their dynamic nature and their appeal means that they are sensitive and susceptible to over-exploitation or inappropriate use.

3.4.3.1 Compromised Natural Systems, Climate Change and Natural Disasters

Environmental systems globally have been in flux, no less so in Eden District, which is prone to climate extremes and disasters due to its physical location, topography and the climatic conditions. The most frequent natural disasters in Eden District that occurred between 2005 and 2017 were droughts, flooding, veld fires and environmental degradation. The weather data shows that an increase in temperature of approximately 1.0 °C has occurred over the last 50 years, particularly in mid-to late

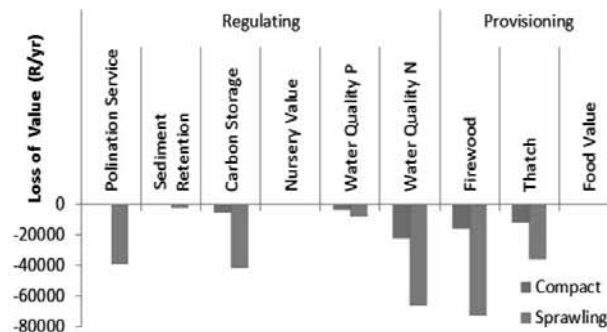


Figure 29. Loss in Value of Ecosystem Services Under the Different Growth Scenarios for Each of the Regulating and Provisioning Services

summer. Additionally, the number of annual rain days has decreased, more so in autumn.

3.4.3.2 Coastline

The coastline is an economic asset to Eden District's tourist and lifestyle economy. Through uninformed planning, unregulated development and a *laissez-faire* approach to coastal management, a large portion of the inherent value of the coastline has already been lost. Furthermore, the general attraction of the coast as a space for recreational pursuits, places enormous pressure on the coastal zone as a whole and especially those sensitive areas that remain intact.

At the same time, the coastal zone is under strain from extreme events associated with climate change. If the coastline remains intact, it will provide a functional buffer that protects inland infrastructure and settlement systems from the full impacts of these events. Conversely, breaches into the coastal zone by human made systems, may place inland infrastructure and settlement systems at significant risk.

3.4.3.3 Rivers, Floodplains and Estuaries

River, floodplains and estuaries are a significant attraction and amenity for the District. They are a resource and an ecological service. Estuaries are also the part of the river system that most people use for recreational purposes and are uniquely beautiful spaces. However, these water systems are compromised as a result of:

- Changes in regime flow caused by inappropriate development, overgrazing, catchment hardening and degraded wetlands. This results in more floods in the wet season and reduced base flow in the dry season. Development in the floodplains and estuary functional zones have placed a number of people at risk and reduced ecological infrastructure benefits.
- Over abstraction of water in the catchments leads to reduce flow in estuaries and reduction in ecosystem functioning and impacts on recreational use.

- Modification of freshwater runoff further impacts on estuaries.

3.4.3.4 Biodiversity

Eden District is host to an extraordinary legacy of formally and informally conserved areas including National Parks, Provincial Nature Reserves, Protected Areas, Marine Protected Areas, World Heritage sites (such as the Swartberg Nature Reserve), Biosphere reserves and RAMSAR sites. These incredible resources form the critical foundation of the tourism economy in the region. Biosphere reserves are given international recognition due to their unique natural, historic and cultural attributes. Innovative research, learning, job creation, youth development, relationship building, responsible tourism development and project implementation form part of a Biosphere Reserve's activities.

However, biodiversity is compromised in Eden District as a result of:

- Demand for development to cater for population growth or development that is perceived to bring economic return;
- Poor land use practices that have caused soil erosion;
- Infestation by invasive alien plants which in turn enhances the risk of veld fires;
- Unsustainable extraction, and
- Historically, the social, economic and financial undervalue of biodiversity, placing the District's biodiversity resources under stress.

3.4.3.5 Decline in Agriculture

While agriculture is in decline as an economic sector and is producing fewer jobs it remains an important sector of Eden District's economy and important employer of unskilled or low skilled work seekers. While the sector is influenced by macro-economic developments and climate change, largely beyond the control of the municipalities, land use decision making on the peripheries of towns

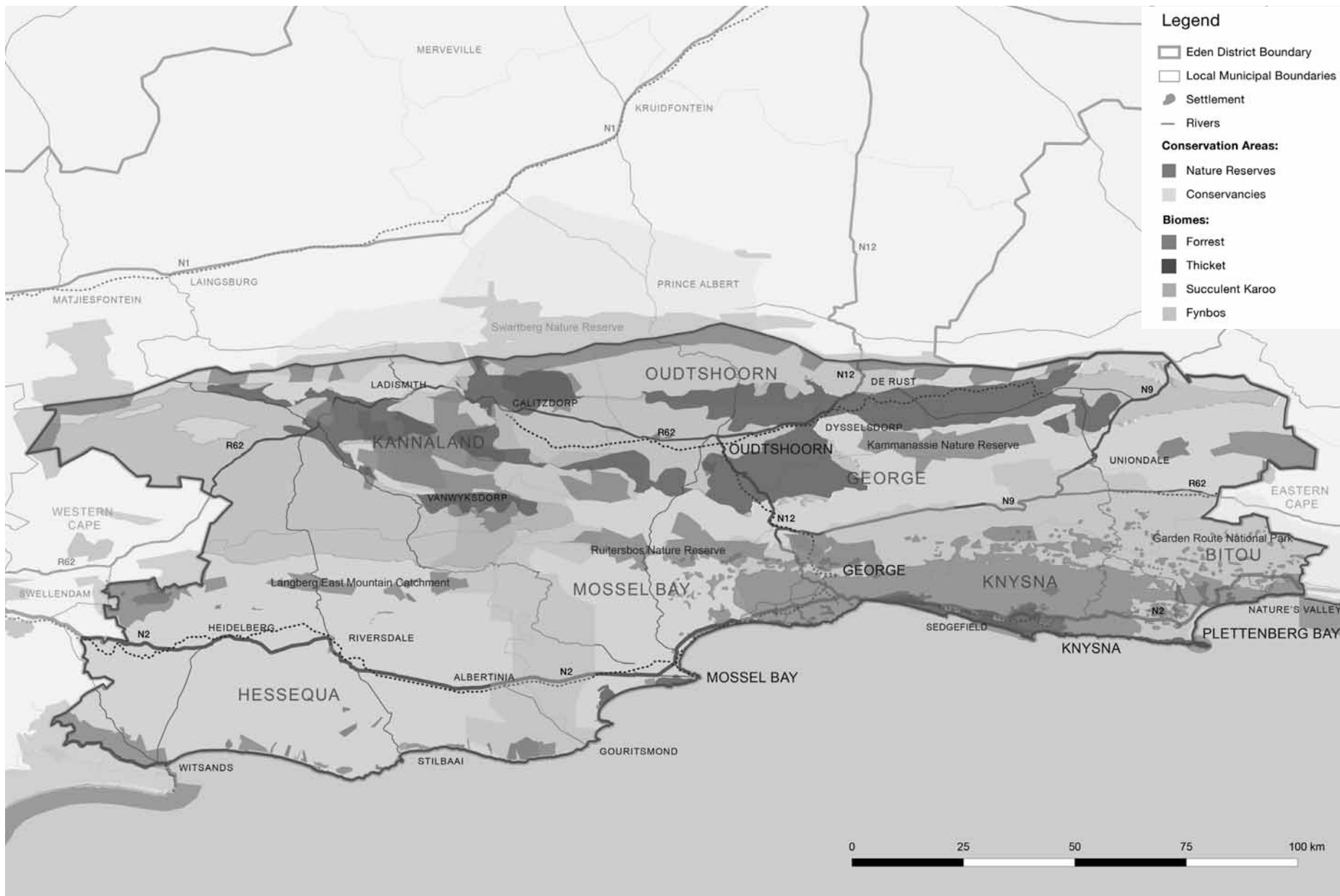


Figure 30. Conservation and Biomes in the Eden District

and further afield, has also contributed to the decline of the sector. This is a result of land being converted for settlement development.

3.4.3.6 Decline in Forestry

Commercial forestry in the Western Cape is in a state of turmoil. In 2001 the National Cabinet decided to exit 45 000 ha of commercial forestry in the Boland and Outeniqua by 2020, but reversed this decision in 2008 when it agreed to return half of this land back to forestry. This has caused uncertainty in the industry, brought re-planting to a standstill and the resultant shortage in sawlog supplies contributed to the closure of 11 small independent sawmills. The situation was aggravated by the 2005 wild-fires in the Tsitsikamma region which damaged 14 300 ha of plantations. 22 500 ha of plantation land now lies in limbo until the Department of Agriculture, Forestry and Fisheries (DAFF) finds an operator to replant it. Uncertainty also surrounds the alternative use of the remaining 22 500 ha that have been exited (PSDF, 2014).

3.4.4. Current Environment and Economy Spatial Patterns

What are the spatial manifestations of current economy and environment challenges and strengths?

3.4.4.1 Economic Shifts

The tertiary sector now dominates the Eden District's economy, contributing 72.24 % to the GVA in 2015 (Bloom, 2016). Tourism plays a key role in this sector linked to, and supporting the retail, wholesale, catering, accommodation and real estate sectors. Collectively, the District's natural capital and its varied scenic and cultural resources are the assets that provide a unique lifestyle offering and make the Western Cape the country's premier tourism destination.

it is recognized that the scenic landscapes of Eden District are major tourism draws and as such are a key economic resource for the District. Currently, with the exception of the Robberg Peninsula and the RAMSAR

wetlands, none enjoy formal protection status (PSDF Specialist Study, 2013).

The trade and business sectors that service the people that live, work and visit the District are growing sectors in the Eden District economy. While the finance, insurance, real estate and business services, as well as the wholesale, retail and manufacturing are the dominant sectors, these are to a certain extent "downstream" sectors from the legacy sectors such as oil and gas, timber, agriculture and tourism to some extent. Timber, agriculture and tourism are important in that they provide low-skilled jobs and stimulate downstream industries that also have a range of skill requirements. Migrants to the District are both rich and poor, however the evidence suggests in-migration is inflating the population growth rate and constraining the increase in per capita incomes and causing unemployment - slowing down the decline in poverty rates.

While the agricultural sector in Eden District Municipality provides 8.9% of jobs - there are many more jobs in agri-processing and the food value chain. The importance of protecting the agricultural base of the economy should

not be under-estimated. The majority of agri-processing plants cluster around George, the region's service centre while a secondary cluster is associated with Oudtshoorn. As a result, George and Oudtshoorn employ the largest percentages and absolute number of people working in agriculture.

From a resource perspective water scarcity is a growing concern. Existing water sources are limited in the several towns including Plettenberg Bay. Reduced surface water availability due to decreased rainfall events and increased demand from both urban and rural threaten water security in the region.

3.4.4.2 Disaster Risk

The District's Disaster Risk Assessment Update dated 2013 identifies the following risks in Table 4.

3.4.4.3 Air Quality

Current monitoring of air pollution shows that pollutants are generally within globally benchmarked limits and some of the best in the country (DEA&DP, 2017). Out of

2014 Risk Assessment	
Priority Hazards Identified (2005)	Additional Hazards Identified (2013)
Drought	Seismic Hazards
HAZMAT:Road, Rail	Petro-chemical Fire Hazards
Floods	Alien Plant Invasion
Slope Failures	Predator Animals
Road Accidents	Structural Integrity Old Gouritz Bridge
Animal Diseases	Storm Surges
Dam Shedding	Coastal Erosion (sea Level Rise)
Human Diseases	Service Disruptions
	Social Disruptions

Table 4. Eden District Municipality 2005 and 2014 Identified Hazards

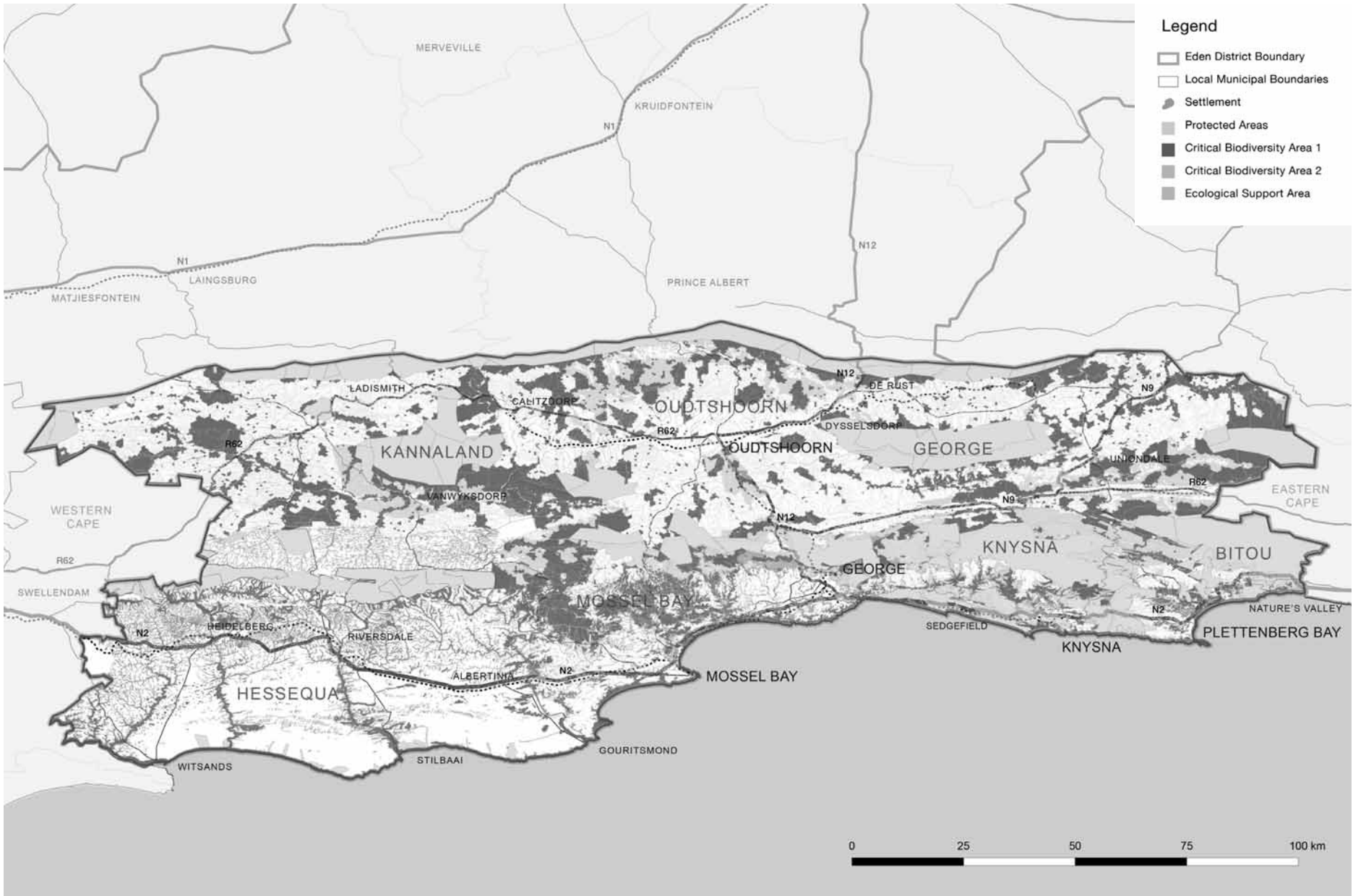


Figure 31. Critical Biodiversity Areas in the Eden District

the seven local municipalities, Hessequa has the lowest gas emissions; whereas. Oudtshoorn and Mossel Bay emit the largest amount of gas within the Eden District (Eden District Municipality, 2013). This is a result of heavy industry and noxious trades within these larger municipalities. Other factors that may contribute to an increase in poor air quality in the District include:

- The expansion of airports;
- The influx of people in Eden District and increase in motor vehicle emissions;
- The increase of biomass burners,
- The change of raw material with less cleaner imported raw material or feedstock of heavy industries.

3.4.5. Future Economy and Environment Spatial Risks and Prospects

What spatial aspects of the environment and economy do we need to anticipate and plan for in the future?

3.4.5.1 The Environment

The area will undergo a shift to more irregular rainfall undermined by drier conditions. More frequent and large scale droughts and flooding will put a further strain on the already critical water scarcity that Eden District is currently experiencing. It is also expected that more intense and deeper cold fronts will occur and with greater frequency of extreme rainfall events. High-risk areas, predominantly closer to estuaries and lagoons, include Hartenbos, Klein Brak, Wilderness, Sedgefield and the Groot Brak and Kaaimans River. Planning is required for the prevention of disasters and health risk associated with estuary flooding and water quality problems.

There is a general trend of drying between Bitou and Mossel Bay, south of and including the Outeniqua Mountains that is most noticeable during the summer months of January and February. In contrast there is a pattern of an increase in precipitation between Mossel

Bay and Stillbaai and north of the Outeniqua Mountains during the months of March, April and May.

The Eden District coastline is at medium to high risk of erosion, inundation, groundwater contamination (increased salinity) and extreme events. The areas with the greatest overall average risk include: Sedgefield-Swartvlei lagoon; Wilderness East and Wilderness West; Knysna; Bitou; Hartenbos; Keurbooms-Bitou; Nature's Valley; Klein-Brakrivier; Groot-Brakrivier; Walker's Bay and Mossel Bay, as well as Hessequa and Stilbay (DEA&DP 2010). The highest risk periods are during winter months when storm events, due to passing frontal systems, are more likely.

3.4.5.2 Economic Vulnerability to Climate Change

The Eden District Disaster Risk Assessment points out that the District is particularly vulnerable with regard to food, water and energy supplies and these in turn increase the District's vulnerability to climate change and its ability to bounce back after an extreme event that may affect these resources. A conceptual depiction of environmental risks is illustrated in Figure 35.

The economic impacts of climate change in the District may include the following:

- Reduced food production;
- Increase in food prices;
- Loss from dairy and livestock production;
- Increase in livestock mortality rates;
- Disruption of reproduction cycles;
- Increase in unemployment;
- Loss to recreational / tourism industry; and
- Loss to industries directly dependent on agricultural production (e.g., fertilizer and animal feed manufacturers) (Laskey, 2013).

The Disaster Risk Assessment further points out that the already tightening water supply situation in the District area is very vulnerable to periodic drought. Vulnerable groups in the District include:

- Farmers (smallholders and commercial) particularly in Uniondale, Ladismith, Oudtshoorn and Hessequa areas. Low rainfall and soil moisture conditions in the Western Cape will reduce fruit, wheat and barley crops.
- Domestic water supplies to the areas of George, Haarlem, Ladismith, Knysna, Mossel Bay, Oudtshoorn, Plettenberg Bay and Sedgefield. In this regard only Mossel Bay, George, Haarlem and Oudtshoorn has sufficient water storage capacity for domestic use.
- The urban poor's vulnerability will increase due to rising food prices.
- Poor, rural households whose livelihoods depended (directly or indirectly) on agriculture are particularly under pressure.
- Casual farm labourers can potentially face longer periods of unemployment.
- Similarly, farm worker livelihoods become increasingly precarious due to a contraction in agricultural labour requirements and, second, by lack of access to formal social protection and social relief.
- Emerging farmers who may have limited capacity, resources and skills to adapt to and withstand economic pressure.
- Those that are already under economic stress economically as a result of land degradation, loss of biodiversity, and those at (or close to) the threshold of their climate tolerance.
- There are instances (e.g. in Haarlem) where socio-economic vulnerability is compounded by insufficient access to water (for irrigation and livestock) and further amplified by poor access to fodder and livestock inoculation; and

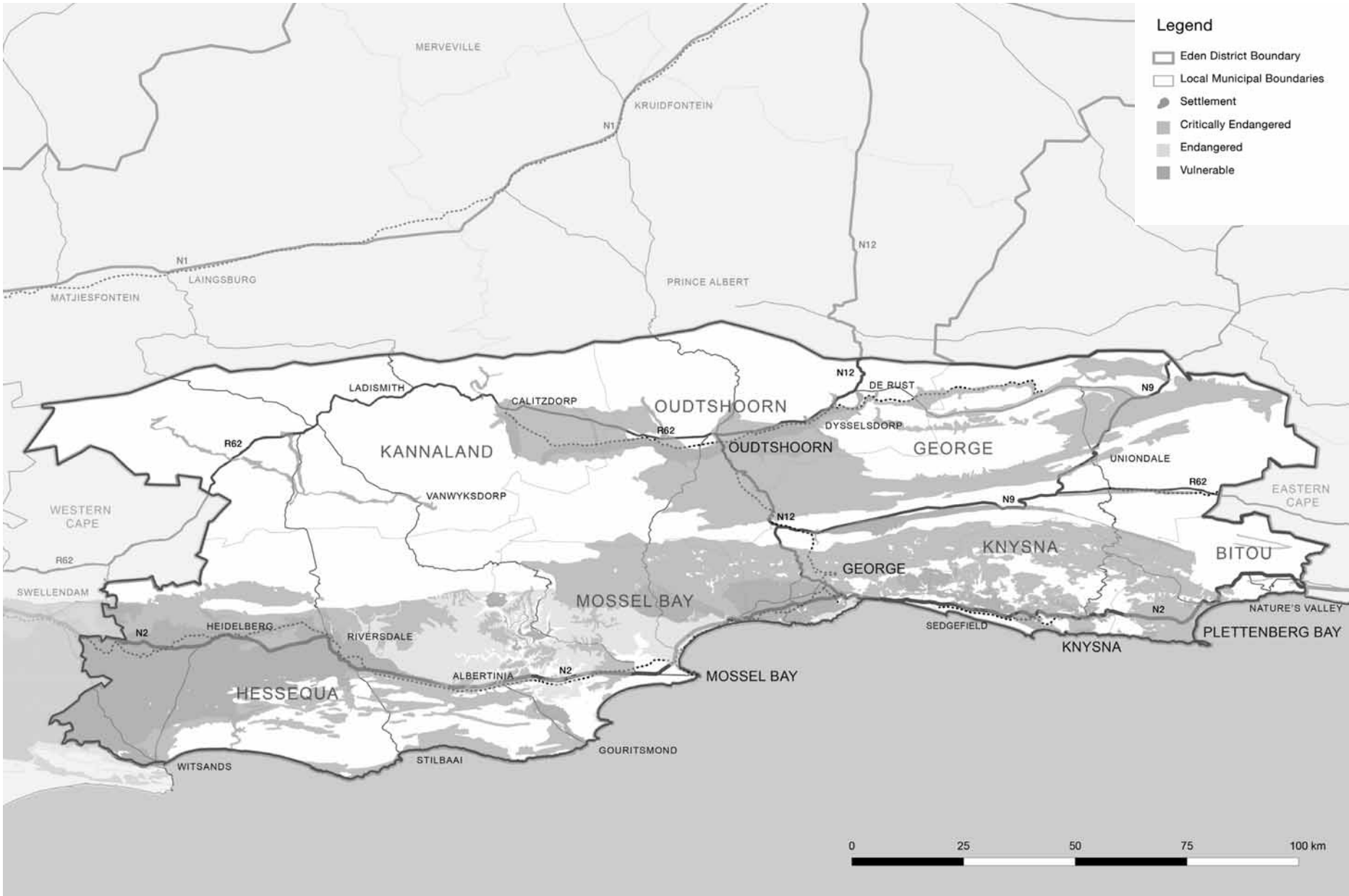


Figure 32. Ecological Status in the Eden District

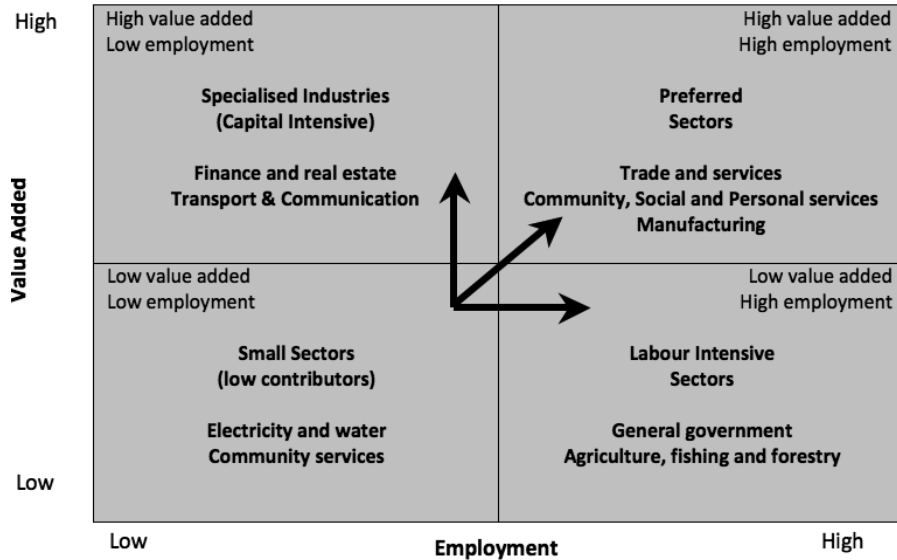


Figure 33. Economic Sector Performance Profile of the Eden District Economy for Value Added Relative to Employment

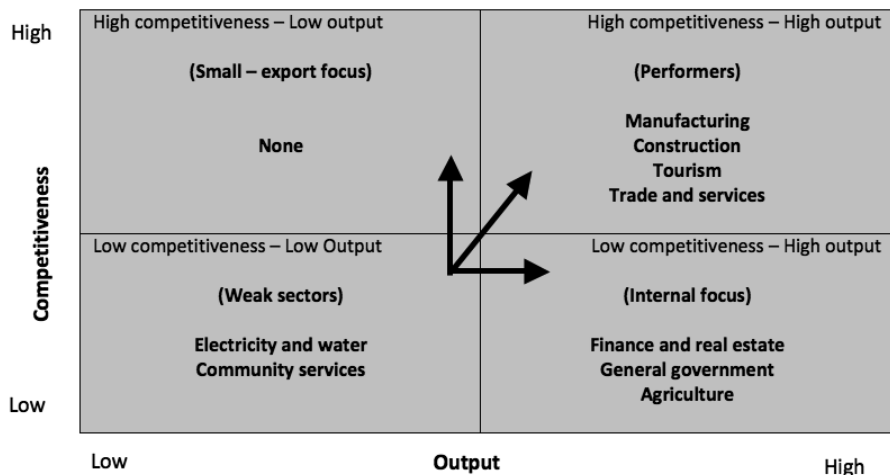


Figure 34. Economic Sector Performance Profile of the Eden District Economy for Competitiveness Relative to Production Output.

- Agri-businesses that is dependent on the export market (Laskey, 2013).

Water scarcity will have to be considered before developments can be approved. In this regard cognisance should be taken of the contents of the Department of Water Affairs report Project No WP9714 “Development of Reconciliation Strategies for all Towns in the Southern Planning Regions, September 2011” (Laskey, 2013:18).

3.4.5.3 The Economy

Agriculture is sensitive to variable weather conditions within and between seasons. Subsistence, emerging and small holder farming systems are expected to be at high risk due to their poorer access to irrigation water and technologies, financial support and other resources. Any adverse impacts on the agricultural sector and its extensive value chain and the employment it offers could heighten levels of poverty, drive urbanisation and increase food insecurity, thus increasing pressure on social services. The good news is that on a production level, agriculture in Eden District shows fairly high levels of adaptive capacity, with only a few commodities likely to come under direct threat due to moderate warming or other climate change impacts and this is likely to remain the coolest region of the province.

Figure 34 considers the competitiveness of sectors in Eden District economy to the production output of the specified sector. The aim of this assessment is to focus on developing the sectors of the Eden District economy that could be considered as performers as highlighted in Figure 33. Analysis suggests that electricity and water and community services would offer the Eden District area very little in terms of output and competitiveness and are considered weak sectors. The performing sectors of the local Eden District economy in terms of high output and high competitiveness need to include the secondary activities related to manufacturing and construction and tertiary sector activities of trade and services, including tourism and the sale of perishable and non-perishable products. This links back to the importance of the natural assets and agriculture and forestry and their importance as labour-intensive sectors.

Agri-processing has been identified as a strong potential growth area in the province and is supported by the national initiative to create agri-parks. National Department of Rural Development and Land Reform have indicated that an agri-park will be developed in Oudtshoorn, with farmer production support units located in Dysselsdorp and Haarlem. The main commodities selected for inclusion into the Eden District Municipality’s agri-park for immediate focus are fruit and vegetables (including vegetable seeds and possibly flower seeds), as well as honeybush tea and lucerne.

The District Local Economic Development (LED) Strategy identifies agriculture opportunities such as horticulture, and expansion of existing production in essential oils, honey, and live-stock and poultry farming, and aqua farming (fish) or aquaculture.

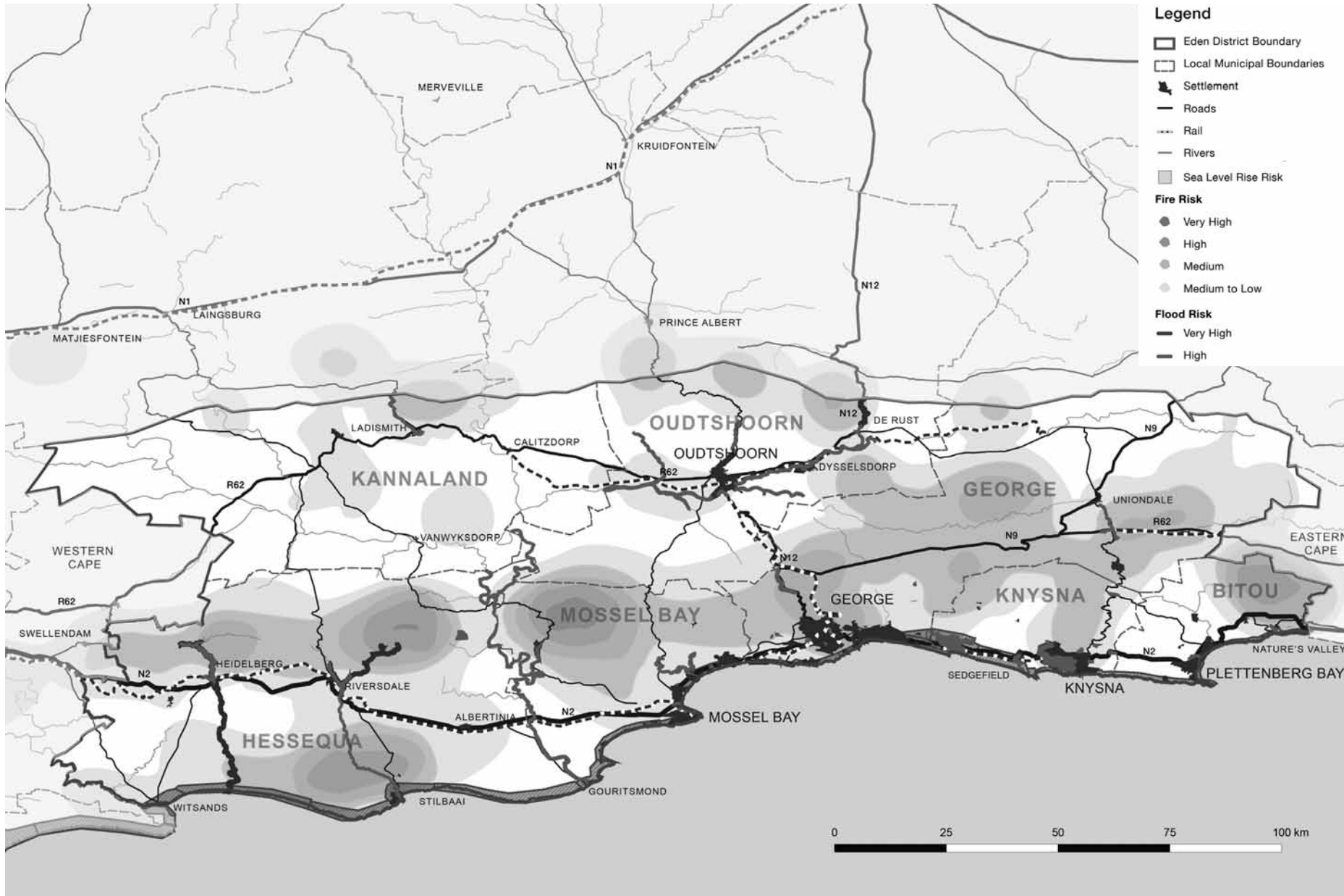


Figure 35. Disaster Risk in Edén District (adapted from Edén District Municipality, 2014)

3.4.5.4 Resources

Demands made by economic and population growth and climate change are clearly impacting on the ability of the local natural resources to supply the economy with water, energy and land - these resources must be used sparingly and efficiently for them to continue to sustain the economy.

Species loss could rise due to an increase in extreme weather conditions such as floods, fires and droughts. In turn an increase in alien vegetation will exacerbate natural fires. These fires will potentially have a knock on effect on employment and the economy through loss of farms, farmland and property (Figure 37). The Eden District Integrated Biodiversity Strategy (2016) notes that significantly more conservation areas are needed to conserve a minimum representative sample of Eden District's environmental assets.

The District's natural resource base also clearly presents opportunity for new growth in the agricultural, conservation tourism and the renewable energy sectors. These sectors in turn present opportunities for employment.

3.4.6. Implications for the SDF

An updated SDF needs to consider the following spatial implications of managing the environment and the economy framed by the district scale and mandate. The spatial concept must identify what actions should be reflected in the SDF in order to:

1. Redress past economy and environment legacy issues mistakes;
2. Address current environment and economy challenges and optimise current opportunities;
3. Mitigate any future environment and economy risks and optimise future opportunities.

3.4.6.1 Biodiversity and Natural Resource Management

The SDF will need to realise the intrinsic and economic value of the regions biodiversity and natural resources and consider hazard zones that buffer settlements and natural areas, as well as provide clear guidance on land use management of the District's biodiversity assets.

Appropriate land use of CBA and Ecological Support Areas (ESA) and Spatial Planning Categories (SPC) could contribute to environmental ecosystem rehabilitation, protection and enhancement. This must be integrated, where relevant with CapeNature and the Garden Route National Park and their expectation of functional conservation corridors within Priority National Areas.

3.4.6.2 Integrated Coastal Management

The use of coastal management lines is a particularly important response to the effects of climate change, as it involves both a quantification of risks and proactive planning for future development. Although it cannot address historical decisions that have locked in development investment along potentially at-risk coastal areas, Coastal Management Lines (CML) (setbacks) can influence how existing development is maintained over time and how new development will be allowed to proceed in order to protect natural resources whilst realising tourism potential. Alignment of disaster risk management areas in the Eden District with the Western Cape Government's CMLs must be facilitated.

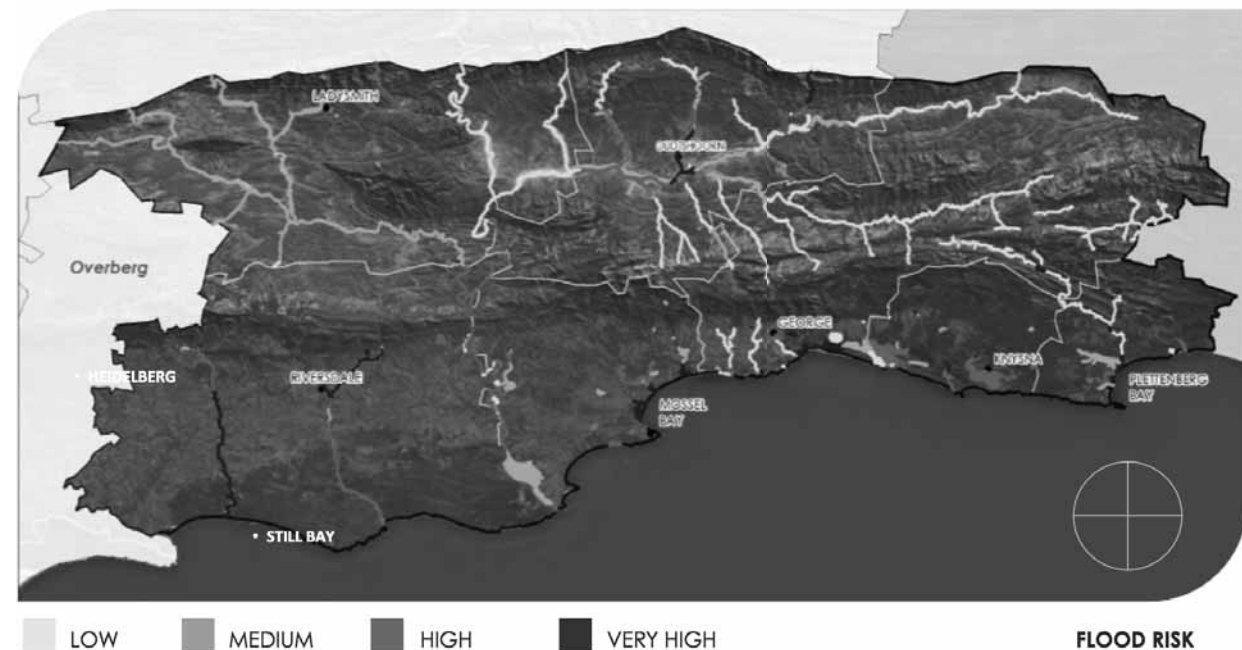


Figure 36. Flood Risk in the Eden District (Source: DEADP, 2016)



Figure 37. Agriculture in Eden District

3.4.6.3 Co-ordinated Floodplain and Storm Water Management

Until recently, storm water infrastructure in the Eden District had not been assessed. The 2004 and 2006 floods highlighted the importance of this infrastructure and the need to access it. Most municipalities have fallen behind in their storm water (macro and micro) master planning, with only Mossel Bay, Oudtshoorn and Eden District having some master plans and Hessequa Municipality being in the process of undertaking their master plan. These plans should be prepared within the context of clearly defined wetlands, flood plains and flood lines (Figure 36).

The conservation of biodiversity, and specifically water resources, is becoming more important in the context of climate change. There is an opportunity to devise strategies to protect ecosystems through good land use planning.

3.4.6.4 Integrated Bush and Veldt Fire Management

Poor control of alien invasive species dramatically increases fire risk in the District. It should also be noted how inappropriate, poorly timed fire burning regimes increases the risk of fires. When land owners do not burn fynbos at the correct intervals, the increase in fuel load increases the fire risk and indirectly lowers the biodiversity value of the unit. A reference for obtaining details regarding such information is the Fynbos Forum Ecosystem Guidelines for Environmental Assessment in the Western Cape (2016).

3.4.6.5 Sustainable Agriculture

Farming systems that restore and rehabilitate croplands, rangelands and build up the soil carbon and soil water holding capacity, can contribute to reducing carbon in the atmosphere. Conservation agriculture has already been widely adopted in parts of Eden District and holds huge potential for both mitigation and adaptation (particularly stemming from the loss of topsoil and increasing soil

water holding capacity). This approach can provide increased resilience if its uptake can be increased in Eden District, especially in terms of pasture systems for milk production.

3.4.6.6 Agricultural Land

Efforts must be increased to protect agricultural land that holds long term agricultural, employment and food security value, especially since this is the coolest region of the province and will remain so in future. The agricultural Gross Value Added (GVA) to the District's economy is shown in Figure 38. The agricultural value chains need to be understood and bolstered by enhancing connections between rural and urban areas and developing ways to stabilise agricultural sectors. Increasing pressure for largely high income, low-density development on agricultural and forestry land will continue to undermine food security and the characteristic landscapes of great beauty and tourism potential. Criteria on approval of development applications for new settlement in remote rural locations are needed.

3.4.6.7 Forestry

Notwithstanding the vulnerable nature of the forestry sector, the potential value of the timber value chain is clearly a competitive advantage for the District. This could offer employment opportunities matched to the skills level generally typical of work-seekers.

3.4.6.8 Sustainable Resource Use

Building the green economy to promote resource security is a central pillar of the Western Cape's economic development strategies. The low skills entry of "green jobs" offers real scope to address unemployment within the region. The SDF needs to identify how spatial considerations can contribute to the integration of development and inclusive growth within real infrastructure capacity limits. Green development principles are underpinned by the notion of self-reliance.

3.4.6.9 Waste and Energy

There is great need to reduce waste in Eden District so as to mitigate against the challenges of landfill sites, as it is unsustainable to provide waste collection and recycling services in rural areas. Residents in the District will be required to pay large costs to transport waste to another landfill. Hence, there is need to consider alternate forms of integrated waste management. The District should strategically move towards a sustainable waste management system whereby the focus will shift to the avoidance and reduction of waste rather than to the disposal thereof. Waste-to-energy initiatives should be considered.

In addition, the climate and proximity to the national power grid, means that the Oudtshoorn and Kannaland areas offer real potential for energy security projects in the form of either solar or wind energy. The municipality of Oudtshoorn has received a private application to develop a solar voltaic plant. The solar voltaic plant will generate electricity to be sold to the national grid as part of renewable energy project. If this project were to be implemented it would have the potential to positively impact on the local economy of the area (Oudtshoorn Municipality, 2015). This could create employment opportunities in the renewable energy sector and improve the ecological resilience of the region.

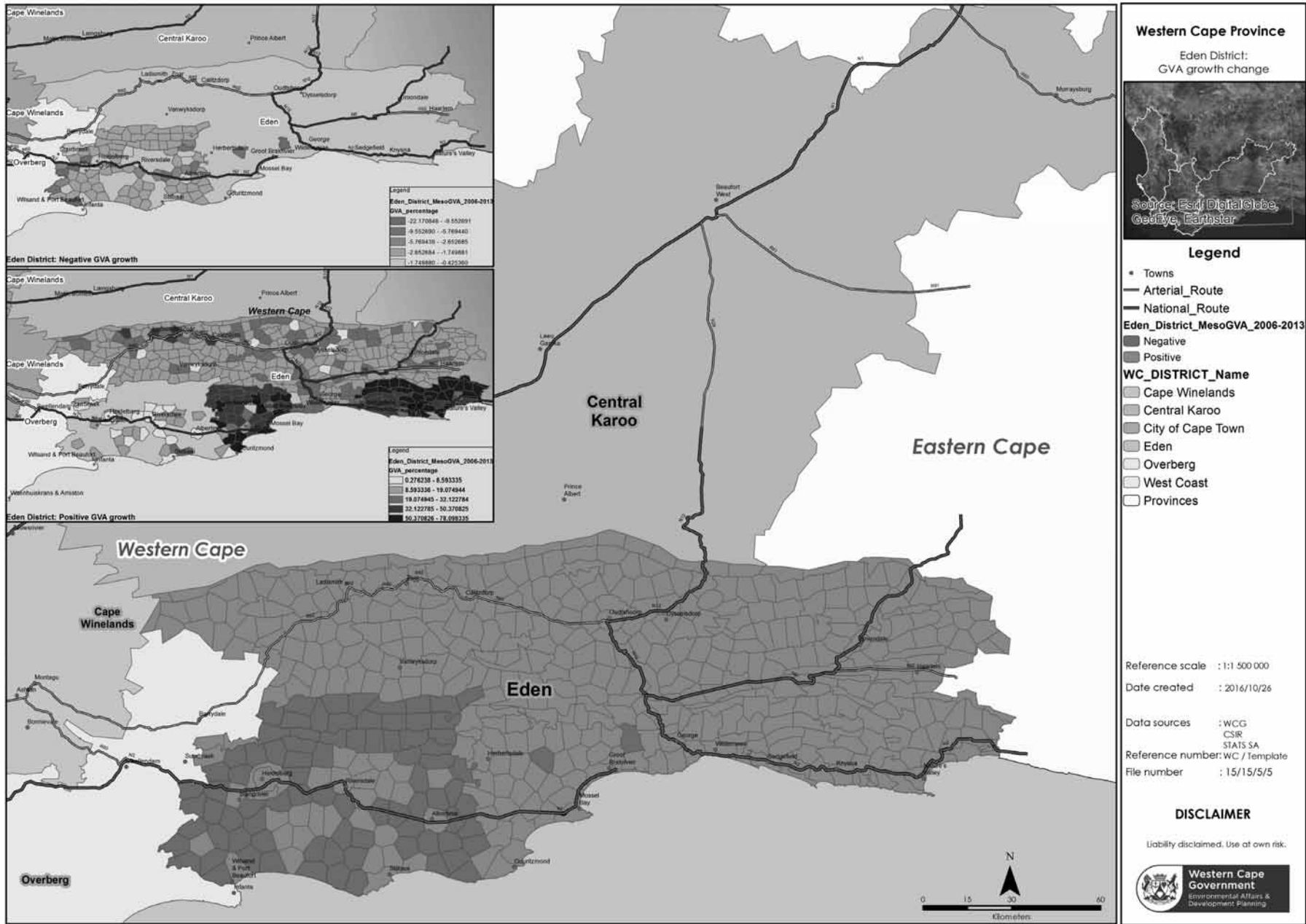


Figure 38. Agricultural GVA to Economy Map

3.5. Regional Accessibility for Inclusive Growth

In Eden District improved regional and local accessibility is essential to achieving inclusive growth

3.5.1. Overview

Socio-economic inclusion and how this fosters and supports economic growth is closely tied to the notion of accessibility. In this context, accessibility can be understood conceptually to include the following elements:

- The physical regional and local transport networks that enable people, services and economic activities to travel and connect to one another efficiently, affordably and safely on a routine basis and in the case of extreme events or disaster;
- The configuration of these networks and how this determines their role and in turn the potential role of towns and villages depending on how they are positioned in the hierarchy of this network;
- The virtual networks that can bring opportunity and services to where people live that will, in this digital age, assist to overcome the barriers of physical distance and the inherent costs of overcoming this distance in the context of a district navigating a rural and urban economy;
- The form of development opportunities that enables affordable, efficient and low carbon access by virtue of its location, density and intensity of use;
- Strategic economic infrastructure that competitively connects the regional economy to the rest of the country and the world.

Poor accessibility can impose a cost on households and economic actors that can restrict growth and development or disincentivise investment entirely. At the same time, if it works well it can catalyse significant change and open up opportunities. Importantly, depending on how enabling infrastructure is planned, designed and managed, it

can work well for some and not for others. As a result, this can further exacerbate inequity and exclusion from the economy and place constraints to growth. This manifests in space in a way that imposes long term costs for the District. Or it can facilitate real inclusion and sustainability; for example, from the perspective of transport infrastructure, if people spend less of their time and money traveling to work, they are able to spend more time with their families and they will have more disposable income to invest in further education, a business or educating themselves or their own children.

Importantly, in the context of district spatial planning, these accessibility systems need to be understood at the regional and local scale. In the case of the urban transport system, this deals mainly with the movement of people and goods within a town. The regional system deals with the movement of freight and passengers between towns, as well as to towns, cities and regions outside of Eden District. Freight includes goods produced or delivered in the area, as well as some that pass through. Passenger movement includes social and economic trips. At a regional scale, this also includes rural trips (which do not start or end in a town), and includes largely agriculture and tourism related voyages.

3.5.2. Accessibility Legacies

What are the spatial implications of accessibility challenges and assets have been inherited from the past?

3.5.2.1 Transport Accessibility Network

Eden District has an extensive transport distribution network (Figure 39). The transport accessibility network includes the following:

- National roads connecting it to surrounding provinces and the national grid;
- Provincial and local road networks;
- Airports that connect the District with the national network, as well as several airfields and landing strips;
- Airport that is part of the national network of ports as well as fishing and small craft harbours;

- Significant, albeit largely dormant, railway infrastructure in the western part of the District.

3.5.2.2 Hierarchy of Towns and Inter-town Passenger Movement

The configuration of the regional transport accessibility network has a direct bearing on the role of towns and villages within the regional space economy. At the same time, regional economic competitive advantage is constrained by lack of clarity on the economic roles of towns and the corresponding lack of supporting legibility in the hierarchy of the regional accessibility network.

The hierarchy of towns refers to the degree to which primary, secondary and tertiary activities take place within each town. A town like George houses a great deal of specialised services, such as tertiary hospitals and university campuses. Whereas, a small village would only cater for activities like basic education and daily food retail. These activities in turn can shape and be shaped by the hierarchy of transport networks that serve these towns and the position of the road within the hierarchy and the associated way in which this infrastructure is managed and the land use alongside it.

It becomes problematic for a community if all basic services cannot be accessed within a village or town. Very often this occurs when the demographic and (economic) potential does not warrant or sustain institutional or business activities. Some of these activities include primary and secondary schools, libraries, clinics, banking facilities and fresh food. In such cases, community members' must travel to neighbouring towns on a regular basis, increasing the cost to access basic services. In reality, the cost of such trips are prohibitive, leaving communities spatially trapped or dependent on private, informal and infrequent services. Examples of such villages and hamlets in the Eden District include, to a greater or lesser degree, places like Zoar, Calitzdorp and Dysselsdorp.

As it is impractical for all community members to travel to neighbouring towns often, transport services are often



Figure 39. Transport, Freight and Aviation in Edén District

provided to specific individuals or groups. Transport services include passenger transfer services by the Department of Health, and learner transport services for children that reside more than 5 km from their nearest school.

In addition, more sustainable regional trips include the distribution of goods and services of a more specialised nature from higher order towns. The distinction between regional trips that are sustainable and those that are not, lies with the ability of the end user to afford the cost of transport. In general, subsidising non-sustainable trips are typically warranted when the benefit to the community whose benefits exceed the value of the subsidy.

3.5.2.3 Impacts of Sprawl on the Cost of Transport

The PSDF Specialist Study applied a Municipal Services Financial Model (MSFM) to seven municipalities in the Western Cape. It demonstrated that existing settlement patterns will impact severely on households, specifically those who earn lower incomes. These low income households could be required to pay up to 18% more for transport than they do currently. At present, households spend close to 40% of their income on transport in the Western Cape, leaving little to no money for education, training, housing and food. This spatial pattern of sprawl continues to make the poor, poorer and stifles the growth of the economy.

This study showed that existing spatial patterns cost approximately 22% more than a compact urban form. This amount equates to R24 billion in additional capital that will be required to be spent by the Western Cape over the next ten years. This cost does not include the added and persistent social, efficiency and environmental cost of sprawl that negatively impacts on households.

3.5.2.4 Modal Options

Different modal options for goods and passenger travel creates choice. Some modal options are more sustainable than others, largely depending on population densities

The railway system in the District is in decline - rail connectivity between settlements is poor, and although a freight service operates between Mossel Bay and Cape Town, there is currently no operating day-to-day passenger rail service other than the Diaz Rail in Mossel Bay. The line between George and Knysna along the Kaaimans pass was damaged in 2006 from landslides and any attempts to fund its reconstruction have failed to date.

3.5.2.5 Aviation

Regional connectivity to the national grid is critical for economic competitiveness. Therefore, the aviation infrastructure in the District is key in this regard.

The George airport is serviced by most of the operating airlines in the country and receives domestically operated flights, although limited to Cape Town, Port Elizabeth, Bloemfontein, Durban and Johannesburg. It is also used to export locally produced goods, such as fresh cut flowers, oysters, herbs and ferns. Passenger transport at the airport has increased significantly over the past few years up to 700 000 per annum. As a result, the present terminals are becoming too small and are being enlarged. The runway is 2 km long and needs to be expanded to at least 3 km in the future. The present handling of cargo presents a problem as services are required as early as 4h30 which would require additional staff.

The George Airport is the centre of aviation activities in Eden District. It is managed by the Airports Company South Africa (ACSA) and serves both passengers and freight. The airfields of Mossel Bay, Oudtshoorn and Bitou are municipal owned and also play active roles in aviation in the area. Furthermore, there are landing strips at Riversdale and Stillbaai, as well other landing strips used for disaster management. Commercial flights were introduced from the Plettenberg Bay airport during 2016. Limited flights are available to Johannesburg and Cape Town.

The airfields in Mossel Bay and Oudtshoorn have been identified for expansion. These facilities are economically

very active and create economic spin-offs for the local economy and in the case of George airport, the regional economy.

3.5.2.6 Institutional Coherence

The transport sector is governed in a highly fragmented manner. This makes co-ordinated planning, and integrated implementation challenging and problematic. The various legislation, policy and strategy documents that govern the transportation system include:

National Level

- National Land Transport Act
- National Land Transport Strategic Framework 2015-2020
- Rural Transport Strategy for South Africa

Provincial Level

- Provincial Land Transport Framework
- Provincial Sustainable Transport Programme

District Level

- Eden District Integrated Transport Plan (including an Operating Licensing Strategy)
- Eden District Mobility Strategy

The core thread running through these documents is that the transport system should be planned for and operated in an integrated manner. The appropriate transport mode should be employed for different aspects of demand, that would result in financial and environmental sustainability. In reality, the mandates of different authorities sometimes compete, or preclude co-ordination and integration. For example, road authorities typically plan for projected growth in traffic volumes, in the absence of rail planning, to accommodate the same growth in demand. Road authorities receive funding from the general fiscus and do not collect the full cost of infrastructure from operators (specifically the road freight industry). In contrast, Transnet receives no government funding and has to

recover the cost of rail infrastructure and operations from operating revenue.

While the policy of promoting a shift from road to rail is echoed throughout legislation and policies at all levels, the mandates and funding structures are not geared to give effect to these. Integrated planning that results in the selection of the appropriate mode for future demand is therefore unlikely to occur while the current governance regime persists.

The fragmentation of the authorities that plan, implement infrastructure and operate services are indicated below:

- SANRAL for National Roads.
- Provincial Department of Roads and Transport for the secondary road network.
- Eden District Municipality Roads Department maintains certain roads as an agent of the provincial department.
- Transnet (under the national Department of Public Enterprises) owns the rail infrastructure and operates freight rail services by itself and passenger rail services through concession.
- The road freight industry has been deregulated and is operated by the private sector.
- Public transport services (bus and minibus taxis) are licenced through the Provincial Regulatory Entity and is mainly provided by private operators. PRASA has a mandate to provide subsidised road and rail-based passenger services, but offers a limited long-distance bus service through its Translux and City-to-City brands.
- While public passenger transport is typically not subsidised, exceptions include the Department of Health transporting qualifying patients for specific trips and the Department of Education providing learner Transport Services throughout the district.
- Funding for GoGeorge is provided by the National Public Transport Operating Grant (PTOG), but channeled via the Provincial Transport Department.

3.5.3. Current Accessibility Patterns

What are current accessibility challenges and strengths?

3.5.3.1 Transport Networks and Services

The road network plays the predominant role in the movement of both passengers and freight to, from and within the District. Eden District has a total road length of 7200 km (25.5% surfaced and 74.5% gravel roads), 3066 km are divisional and main roads and 2400 km are minor roads.

The N2 and R62 are two major corridors traversing the District in an east-west direction. They are major distributors of people, goods and services from the District to other regions in the Western Cape, as well as the Eastern Cape and beyond. The N9 and N12 serve as the key routes from Eden District to the north of the country.

The modal split of transport in the District is:

- 33% NMT;
- 26% private; and
- 41% public transport (excluding rail) .

More than two thirds of learners (67.6%) walk to school, with 18.2% using public transport and 12.5% using private transport. The most popular mode of public transport used by learners is by bus at 18% while 7.1% of learners make use of taxis. The Western Cape Government Department of Education operates approximately 119 Learner Transport Contracts in the District.

Commercial buses play a significant role in long distance. However, there is no passenger rail service in the area. The local public transport services in most areas allow people to access destinations in their local area or settlement to which they travel regularly, but which cannot be reached on foot or by other non-motorised means.

Of the public transport trips, 86% consist of minibus taxi's (MBT's), which operate predominantly in larger towns such as George, Mossel Bay, Knysna and Oudtshoorn.

Figure 40. The Walkability of Towns within Eden District (Eden District Municipality ITP, 2016)



Albertinia



Oudtshoorn



Plettenberg Bay

Although there are a large number of registered formal operators within the District, there is still a large number of informal operators, which are mainly functional during peak times.

The revealed demand for commuter type trips appears to be low between all towns. However, commuter voyages between Wilderness and George, and Dyssseldorp to Oudtshoorn are possible exceptions. A more detailed assessment of the demand for public transport services along the N2, between Mossel Bay and Bitou revealed that some form of scheduled public transport services may be viable when planned and implemented incrementally.

The Eden District Mobility Strategy (2012) envisaged that the an assortment types of transport services would be required to make connections between rural settlements and economic centres of Eden District. These are indicated diagrammatically in Figure 40. These transport services include:

- Passenger rail services
- Express long distance services
- Inter-Urban services
- Urban services
- Rural services

The express long distance service caters for passengers who require transport over significant distances within the district, province or country. It serves the area at a regional level. The inter-urban service serves travellers moving at a district level. The urban service will cater for passengers travelling within towns and provide access to town centres, medical facilities and shopping opportunities. This service type offers a distribution and community function at a local level. Rural Services cater for passengers travelling from rural settlements to higher order towns and settlements either directly or via transfers onto other services. An overview of scholar transport and the scholar transport per municipality is indicated in Table 6 and Table 5.

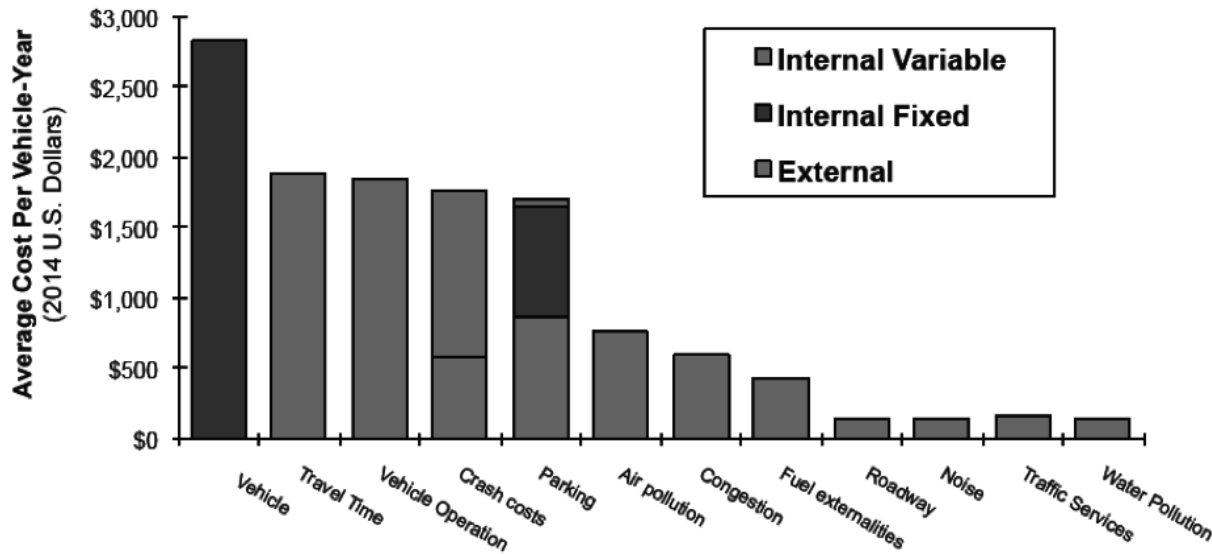


Figure 41. The Cost of Travel

3.5.3.2 Multi-Modal Sustainability

The majority of towns in the District are still small enough so that most daily trips could be made on foot or bicycle. However, this is being compromised by the continual expansion of the towns on their peripheries at low densities, building on the apartheid legacy with the same consequences. The current pattern of people from low-income areas typically walking the longest distances and the short car trips from high-income areas, exacerbates inequity in the District's settlements. Where households are unable to afford motorised transport, the distances many people are compelled to walk takes up a substantial amount of time. This time has a cost - the social effect of not spending more time with family, leisure, sporting of cultural activities is significant. The inability to travel freely to a variety of activities can lead to complete social exclusion in extreme cases. Affordable public transport services are compromised by the distances, mono-functional distribution of land uses and low densities.

Conversely, GoGeorge, the bus rapid transit system implemented in George has been successful and the District should build on this success. However, the subsidisation levels of this service are substantial and sustainability will be key to maintaining and extending this service. A cost-effective and environmentally sustainable transport system consists of a low percentage of cars, with the majority of trips made on foot, bicycle or by public transport. This is dependent on a compact settlement form with short distances and a high quality NMT network to enable walking and cycling, and higher densities to ensure viability of quality public transport. The distribution and mix of land uses will ensure the viability of a reformed and inclusive public transport system. The critical need for a shift in urban form is supported by the District's existing Integrated Transport Development Plan.



Figure 42. Learner Transport Routes in Eden District

3.5.3.3 Need for Clarity on the Future of Major Transport Infrastructure

The N2 Bypass

The question of an alternative alignment of the N2 (where it passes Knysna and Plettenberg Bay) has been discussed in the transport sector for many decades. This issue is again on the agenda. One key reason for its construction is that the congestion during holiday periods in these towns becomes excessive. In addition, speed restrictions have been extended to reduce the conflict between access to sprawling suburbs along the route. These factors reduce the ability of the road to optimally fulfill its regional mobility function.

To promote the bypass as a solution to the problem assumes that land development cannot be controlled. It accepts that the function of the current alignment is changing from regional mobility to local access. However, from the perspective of the SPLUMA principles, controlling land use potentially provides a much more sustainable and equitable solution to this problem.

Firstly, if land development continues to crawl towards higher mobility routes, it is a matter of time before the same pressures will be experienced along the bypass. Secondly, the very fact that sprawling suburbs are threatening the integrity of the higher order road highlights the need for a new approach to spatial planning and urban development.

The N2 plays an important role in regional mobility, which is to ensure safe, high speed travel over long distances. Reduced speeds and conflicts between vehicles and pedestrians and vehicles turning into local accesses reduces the economic efficiency of these high order roads. Simultaneously, it poses a threat to local communities who are exposed to this conflict. Occasionally reducing speed along a long-distance route has a marginal impact on overall travel time. However, the proliferation of low-speed stretches has the potential to severely undermine the integrity of a high order route.

An alternative to the bypass would be to separate local trips from long-distance through trips. According to the SPLUMA principles, this should be achieved by developing integrated, mixed land use zones at higher densities. Such land use patterns (also referred to as “smart growth”) has been shown to enable viable public transport operations, and increase the attractiveness of non-motorised transport. The impact of “smart growth” is that it reduces the settlement footprint to accommodate the same population by a substantial margin, reduces the number of access points to higher order roads, like the N2, and significantly reduces the number of pedestrians and cyclists from having to access higher order roads.

The R62 route through Langkloof could be used as another alternative to balance the conflicting needs of local and long-distance traffic. This long-distance, mobility route, may stimulate economic development of towns along the route. The road would require widening, and with that probably improvements to the vertical alignment and pavement strength. However, the socio-economic costs and benefits should be compared to the cost and environmental impact the N2 bypasses through indigenous forests.

The potential of bypass alignments to threaten and impact negatively on the environment, means that the

alternatives should be considered. The best short-to-medium term solution lies in a combination of diverting some long-distance trips to the R62, while also applying smart growth principles to settlements in lieu of continuing to allow sprawling development.

The Railway Network

While the rail line between Cape Town and Mossel Bay is functional and being used, Transnet does not prioritise the movement of break bulk in its operational offering. Therefore, it is likely that a substantial portion of contestable freight that should be on rail, is currently transported by road. This is in contrast to national and provincial transport policy that strongly promotes the shift of contestable freight from road to rail. Substantial work has been done by the Provincial Transport Department’s Freight unit in this regard. The long-term benefits on environmental impacts and the cost of infrastructure by shifting to rail has been demonstrated for freight trips that exceed about 400 km. However, the full cost of road freight is not internalised in the cost, while for rail it is. For example, the road system is subsidised through the general fiscus, while Transnet is responsible for the provision and maintenance of the rail network.

Table 5. Scholar Transport per Local Municipality

Local Municipality	Number of Routes	Number of Learners
Kannaland	7	334
Oudtshoorn	14	858
Hessequa	23	986
Mossel Bay	9	525
George	10	967
Knysna	12	2855
Bitou	7	310

Table 6. Overview of Scholar Transport in the Eden District

Operators	Schools Served	Total Distance per Day	Total Scholar’s Primary Schools	Total Scholar’s Secondary Schools
36	101	4724	5475	2662

In addition, the decision to expand road capacity, to alleviate traffic congestion when volumes grow, is taken in isolation from creating the alternative rail capacity to deal with growing volume.

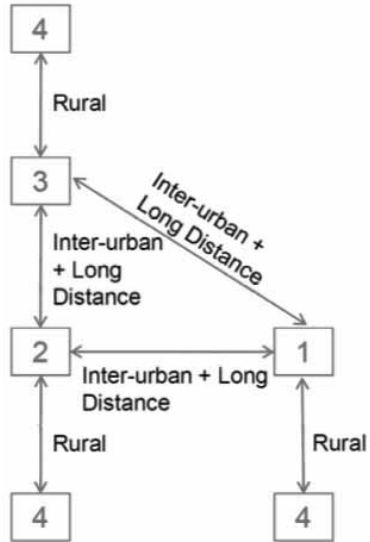


Figure 43. Passenger Desire Lines by Settlement Hierarchy

Mossel Bay Port

Mossel Bay Port is the smallest of nine national ports that fall under the custodianship of Transnet National Ports Authority (TNPA). It is the only active harbour in Eden District, servicing both the fishing and oil and gas industries. Besides this Stilbaai Harbour, it is one of 12 proclaimed fishing harbours in the Western Cape.

Mossel Bay is classified as a district harbour which provides a major access point to markets within the District. This harbour accommodates a range of uses (sea and land based) and can accommodate the transportation of freight. The current infrastructure capacity is sufficient to meet demand forecasts over the next 30 years.

Mossel Bay has always been a fishing harbour of substance with limited commercial cargo activity, but the development of Mossgas and PetroSA has played a major role in the development of the port. The port also serves the oil industry as an oil rig supply boat base and is the only South African port that operates two offshore mooring points within port limits. However, the harbour has a relatively limited capacity due to its entrance depth of only 8 m.

Changes in the utilization of the port affected the accessibility of the port frontage and the sea along its quays. Public access to Quays 3 and 4 was prohibited after the development on Quay 3 and PetroSA using Quay 4. National security legislation and measures caused the Transnet National Ports Authority to introduce a security system in and around the properties of Transnet. Access by the public is restricted to the northern area and yacht owners have difficulty moving to and from their yachts.

Fishermen from the local disadvantaged communities that traditionally used to fish at well-known sites along the quays are prohibited from doing so since the security system was put in place. In recent years, South Africa’s largest fishing company, Irvin and Johnson, closed regional fish factories serving inshore trawl operations in Port Elizabeth and Mossel Bay. Technological innovations

over the years such as on-board fishing processing and freezing of demersal fish also contributed to the scaling back of shore based operations. A significant decrease in overall demand for use of the Mossel Bay Port is expected up until the year 2033. The port is seen as too small for export purposes.

Broadband

The District is also part of a provincial roll out of broadband infrastructure connecting social facilities. This is a critical investment as fibre optic networks are increasingly considered as “basic services”. Whether Eden District is able to optimise the opportunity new technology brings to overcome physical distance in the delivery of services and facilitation of economic opportunity, will depend a great deal on whether it can connect its population to fast, affordable internet.

3.5.4. Future Accessibility Risks and Prospects

What accessibility risks and prospects do we need to mitigate or optimise into the future?

Transport is recognised as a derived demand, in that current infrastructure and operational characteristics are the result of strategic choices, which can and should be

Type of Service	Number and type of vehicle		Annual cost (R)	Annual revenue (R)	Shortfall % by service	
	Seats	Number				
Inter-urban	22/26	26	23 700 000	28 000 000	-4 300 000	-18%
Urban	14	98	55 300 000	28 500 000	26 800 000	48%
	22/26	307	169 000 000	142 700 000	26 300 000	15%
Rural-weekly	14	66	6 900 000	1 700 000	5 200 000	74%
Rural-periodic	People mover	27	1 700 000	100 000	1 600 000	94%
TOTAL			256 600 000	201 000 000	55 600 000	21%

Table 7. Operational Costs and Revenue per Service Type

reviewed by the relevant authority. The transport sector, similar to many other sectors, is highly interdependent with almost all other sectors. However, historic transport decisions are often accepted as a *fait accompli*, and are not re-evaluated from first principles. For example, how the role of the R62 is defined and accordingly how the R62 is maintained and managed, can create or inhibit opportunities on the landward side for economic development, as well as opportunities to relieve challenges faced by the N2.

The perceived role of the R62 and the opportunity it presents is flagged in how unregulated development is taking place alongside the route. This can result in unsustainable development patterns that compromise the very qualities that make the R62 an economic asset in the first place, such as its scenic quality. To manage this effectively the role of the route in the regional network should be reviewed together with the role of settlements

MODE	LOCAL MUNICIPALITY							
	Kannaland	Oudtshoorn	DMA	Hessequa	Mossel Bay	George	Knysna	Bitou
On foot	80.89%	43.66%	32.63%	45.85%	17.72%	19.10%	19.44%	21.13%
By bicycle	0%	3.21%	1.66%	2.00%	0.27%	n/a	0.59%	0.87%
By motorbike	0%	0.79%	0.32%	0.07%	0%	n/a	0.33%	0.71%
By car as a driver / passenger	13.3%	18.85%	22.44%	16.08%	33.99%	26.42%	21.76%	21.45%
By car as a passenger		15.65%	23.21%	22.54%	27.45%		21.03%	36.06%
By minibus taxi & bus	1.77%	17.53%	17.01%	4.38%	18.46%	39.39%	36.43%	18.23%
Other	4.04%	0.23%	2.71%	9.10%	2.11%	15.09%	0.4%	1.49%
By train	0%	0.08%	0.03%	0%	0%	n/a	0%	0.00%

Table 8. Population Distribution per Mode for Each Local Municipality
Eden Spatial Development Framework | November 2017

along this route, their growth potential and the attributes of the route that offer an economic resource.

3.5.4.1 Transport Network Resilience

In the event of a natural disaster, there is a risk of major logistical routes in the District being cut off. There needs to be clarity on the secondary level of major access routes in the regional network and maintenance of these routes as “back up routes” to support resilience in the transport accessibility system in the District.

3.5.4.2 Shared Services

As mentioned previously, the Western Cape Government Department of Education provides transport services to bring learners to and from schools. The Health Department provides a similar service. How can such services work together to achieve cost efficiencies? The Provincial Transport Department, under their

Provincial Sustainable Transport Programme (PSTP) is investigating the potential to integrate and co-ordinate diverse subsidised services into a coherent public transport offering. While the implementation phase commences in the Stellenbosch Municipal area, the Eden District Municipal region has also been identified as a priority.

3.5.4.3 Mossel Bay Port

The terminal facilities required at the port for the import of liquefied gas is a key port development opportunity. The Port Development Framework Plan (PDFP) of TNPA has proposed a large extension to the quays in the long-term (beyond 2044). However, this time frame may have to be shortened if the requirements for terminals for the import of liquefied natural gas is taken into consideration.

A portion of the port’s land is vacant, but is earmarked for waterfront development including residential, recreation and commercial development. This land is an asset of which the development could boost the long-term viability of the Mossel Bay Central Business District (CBD). It would also enhance more tourist mobility in the town by linking the port and CBD through movement systems, which are currently lacking. Leases of TNPA land of up to 90 years will be required for such projects.

The Mossel Bay CBD and Port Precinct Plan indicates that the current mooring facilities at the port do not allow for large passenger liners, with the result that they have to moor at sea. Passengers are being transported by small sea vessels to the shore. This creates a negative perception of Mossel Bay as a destination with tourists on passenger liners who are used to friendly and comfortable reception in ports throughout the world. If the mooring facilities of the port could be extended to allow for large passenger liners, the impact on tourist facilities in the port and the CBD would be enormous. It might lead to more visits from the passenger ships and an increase in tourism.

The need has been expressed for mooring facilities for yachts and private boats on the north-western, seaward

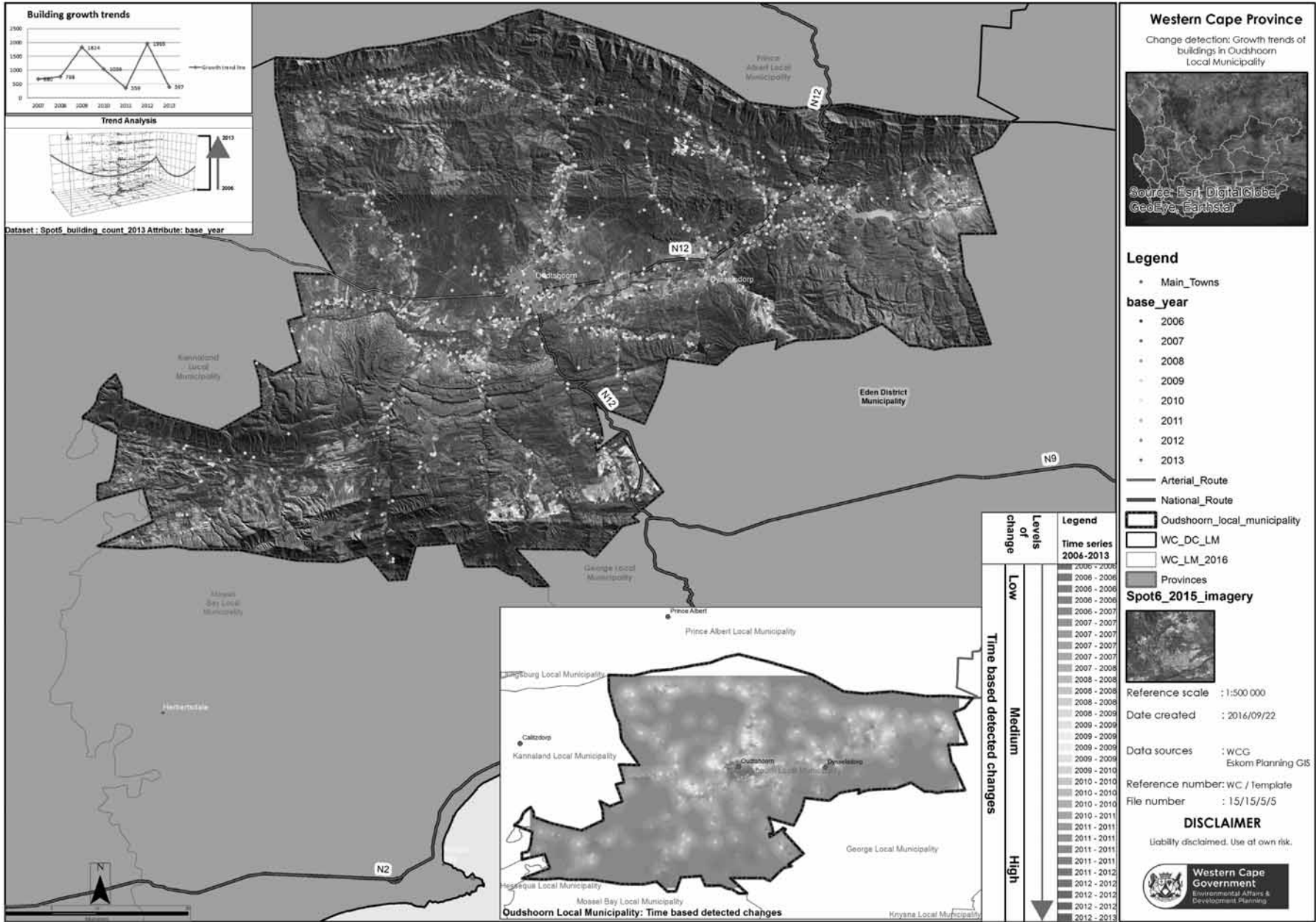


Figure 44. Growth Trends of Buildings in Oudtshoorn Municipality from 2006 - 2013 (Source: WCG, 2016)

of the port. This would create better linkage with the slipways for boats and a future waterfront development on that side of the port.

The above off-shore needs and proposed developments indicate that facilities have to be planned in a co-ordinated manner. The SDF should support plans to investigate the development and expansion of the Mossel Bay port /harbour in the light of the economic opportunity that this presents for the Eden District Municipal area and infill opportunity for Mossel Bay.

3.5.5. Implications for the SDF

It is necessary to consider the aforementioned spatial implications of managing accessibility framed by the district scale and mandate. Therefore, this SDF seeks to address the following:

1. Redress past accessibility legacy issues mistakes.
2. Address current accessibility challenges and optimise current opportunities.
3. Mitigate and Future accessibility risks and optimise future opportunities.

3.5.5.1 District Accessibility Plan

Eden District is in need of an accessibility plan that rationalizes the regional versus urban transport linkages. The hierarchy of the regional linkages must also be identified to ensure there is a resilient mobility system. There is also need for an affordable and accessible integrated transport system that provides linkages across municipal boundaries within the region.

At the urban scale a cost-effective and environmentally sustainable transport system consists of a low percentage of cars, with the majority of person trips made on foot, bicycle or public transport vehicles. This in turn, is dependent on a compact settlement form with short distances to enable walking and cycling, and higher densities to ensure viability of quality public transport.

The plan should provide guidance on ways to promote the walkability of the towns in support of the District's Integrated Transport Plan. Development emphasis across income bands should be placed on multi-story and multi-use buildings, together with the provision of walking and cycling infrastructure. Another key factor in improving walkability is the improvement of the public environment so that there are safe and inviting places for people, rather than cars.

3.5.5.2 Clarify Aviation Hierarchy

All of the aviation facilities in Eden District have potential for growth and are significant contributors to the regional and/or local economies. However, the investment required to realise this growth is significant and must prove viable. From Eden District's perspective, all of the prospective projects associated with these airports and airfields are likely competing with one another from a limited pool of investors. Therefore, they should be prioritised on the basis of an assessment of their prospects for growth within their host settlements, the impact on these settlements and which project will realise the most economic benefit.

3.5.5.3 Provide Clarity on the Future of Major Transport Infrastructure: National Road and Rail

There is need for a policy framework in support of compact settlements that is served by public transport. This would provide an opportunity to reduce the cost of transport. This would also allow for greater inclusivity in the socio-economic development in the District. However, if there are fundamental constraints to the revival of the railway line, for freight and/or provincial use, these implications need to be considered. It is necessary to provide clarity and certainty to unlock shorter term investment opportunities. There is a danger in the absence of clarity and clear time frames, on the future of road and rail infrastructure, that municipalities in Eden District will be unable to realise alternative opportunities that could create jobs.

3.5.5.4 Fibre Optic Network

The fibre optic network must be spatialised in relation to the broader accessibility network and hierarchy of urban nodes (Figure 45). Additionally, key spatial responses must be identified to optimise the socio-economic benefit of this investment.

The following section will discuss the SDF smart urban growth and the associated actions needed to allow for an urban form that is supportive of more viable local accessibility systems. The intention is that these systems will be inclusive to those who are most in need, which will contribute to the quality of place of the settlements in Eden District.



Figure 45. Broadband in Eden District

3.6. Co-ordinated Growth Management is Key to Financial Sustainability

We have to manage growth and meet needs holistically to do more with less

3.6.1. Overview

In a context of increasing fiscal austerity, it is necessary to embrace smart growth management – business as usual cannot be sustained. The District's infrastructure and social services are under severe pressure and cannot sustain projected population growth with current technologies, settlement patterns and practices. Backlogs are unlikely to be met using business as usual practices within a context of declining government funding.

Regional economic competitive advantage is constrained by a lack of clarity on the economic role of towns. This is eroding the District's economic potential and does not optimise the strategic role of settlements within the region.

Sprawling low-density settlements are undermining the sustainability of the District, limiting equitable provision of public services, threatening public health and safety, eroding the natural environment and increasing socio-economic fragmentation.

Dominant models of infrastructure provision, coupled with public and private housing development patterns are driving sprawling, low density, and peripheral developments in Eden District. This pattern creates a demand for new schools, public facilities, roads and services, putting pressure on already overburdened infrastructure maintenance funds of both local and provincial government. This is illustrated in the 2015 housing spot counts that have been analysed by DEA&DP to reflect the extent and intensity of change across the District. This analysis of spatial change within Mossel Bay is shown in Figure 53.

3.6.2. Growth Management Legacies

What are the spatial implications of growth management challenges and assets that have been inherited from the past?

3.6.2.1 Spatial and Socio-economic Fragmentation

The apartheid spatial form persists within the District and is exacerbated by current housing and social service delivery patterns. Apart from the proliferation of spatial form it remains difficult to facilitate integration between communities. A far more strategic and values-based approach needs to be established in the distribution and provision of government services and facilities, including location-based criteria for delivery.

3.6.2.2 Property Speculation

Since 2000, developments around and between the coastal towns of Eden District have perpetuated the dispersed pattern of settlements. However, following the property market dip in 2008 many properties within these developments remain underdeveloped with some developers applying to subdivide unsold erven to improve affordability.

While data indicates that the value of building plans in growing municipalities has increased somewhat in the past six years, there has been a decline in the number building plan applications since 2011, especially for non-residential development. This is associated with very marginal increases (and sometimes decreases) in the rates income. This divergence can be ascribed to a combination of construction cost inflation and collapsing planning management systems (where occupation certificates are not issued and rates valuations are not adjusted with property values). In some areas, such as Bitou, there has been an absolute decline in property values.

3.6.2.3 Social Facility Provision

The recent history of dispersed settlements has resulted in a fragmented pattern of social facilities in the District,

“One of the **major investments have been in housing and infrastructure**. This provision has tended to take the form of large-scale housing projects, consisting of free standing housing units. This has colloquially been called ‘RDP’ or Breaking New Ground (BNG) housing, but in fact draws on a range of subsidy and infrastructure programmes. These projects are often on the edge of urban areas, adjacent to historical townships and far from urban centres. They are a **driving force in the spatial expansion of towns and cities**. They represent a huge effort to improve the conditions within which people in the Western Cape live and to prepare for future generations of residents.

However, it is widely recognised that the state's investments have not **created sustainable human settlements as envisaged by guiding policy documents** such as the Breaking New Ground, the National Development Plan, and One Cape Vision 2040. Neither of these investments have been able to keep pace with the need and demand” (WCHSF, 2017).

and poor access to services where the supply of services has not caught up with development. This applies to education and health facilities and other services related to safety and security. It also refers to social amenities such as care for the elderly and municipal service points. Smaller and more remote settlements have even lower quality facilities due to the economy of scale. Residents may be required to travel elsewhere for schooling, health care and other social services.

While social and community service departments are shifting their focus to prevention, some level of basic service will always be required with respect to health, social welfare, safety and security and education. Therefore, it is necessary to optimise current infrastructure, align settlement planning with existing facilities and provide affordable, quality services to present communities.

3.6.3. Current Growth Management Patterns

What are current growth management and financial sustainability challenges and strengths?

3.6.3.1 Role and Potential of Towns

Eden District is highly urbanised with 75% of the population concentrated in the three principal regional centres: George, Mossel Bay and Knysna. Growth within the coastal settlements is contrasted with declining populations in the Little Karoo.

The Western Cape Growth Potential Study (GPS) is a qualitative evaluation study that is based on the following information: population size, income, community facilities (especially schools and health facilities), type of settlement and growth potential of the town or settlement. The 2015 GPS identified Eden District, and the coastal towns along the Garden Route as a high growth potential zone within the Western Cape. The hierarchy of settlements and towns in the GPS is listed below:

- Regional Towns (Ranked 1): These towns have a population in excess of 20 000 (for the purposes of this ranking, Plettenberg Bay, Kwanokuthula and Kranshoek were considered as one settlement). They offer a wide range of schools and health facilities including a district hospital, have a large catchment area and play a regional function. Towns in this ranking have high development potential and offer a significant number of job opportunities.
- Secondary towns (Ranked 2): These settlements play a significant role in the municipality. Their sphere of influence is smaller than regional towns and they serve the immediate surroundings. They generally have a population between 10 000 and 20000. Most of these towns have medium human need and medium growth potential.
- Local Towns (Ranked 3): These settlements generally have a population between 1 000 and 10000. Many of these towns are fairly well established holiday towns (high development potential and low human

need) or rural dormitory towns with low development potential and high human need.

- Local Settlements (Ranked 4): These small settlements generally have less than 1 000 inhabitants and very low development potential. The spatial frameworks do not encourage much development within these types of hamlets and settlements (Eden Mobility Strategy, 2012).

The 2009 Eden District SDF made recommendations relating to the respective role and relationship between the service centres, towns, villages and hamlets within the District. While this functional classification was not updated in the 2014 GPS, the 2010 GPS categorised the functional role of towns within the District as follows:

1. Agricultural Service Centres: Calitzdorp, Ladismith, Riversdale, Uniondale.
2. Regional Centre :George, Oudtshoorn, Mossel Bay.
3. Residential: Dysseldorp; Kranshoek, Kurland
4. Residential / Tourism: Groot Brakrivier, Herolds Bay, Sedgefield, Stilbaai, Wilderness.
5. Tourism: De Rust, Knysna, Nature’s Valley.

The accessibility drivers have highlighted the importance of understanding the economic and functional role of towns in formulating appropriate responses to regional access issues. The settlement hierarchy and function is also an important informant to the nature and scale of public and private investment strategies. This also informs how best to manage growth in relation to the capacity and potential of the town so that maximum benefit is derived from limited investment.

3.6.3.2 Current Drivers and Impacts of Sprawl

The costs of “urban sprawl” are demonstrated to show the impact on municipal financial viability, household economic wellbeing and the environment. The medium and long-term capital and operating impacts on infrastructure, social facility provision and service delivery are unaffordable and will become more so as government funding continues to decline. Within Eden District urban sprawl is widespread and has been driven by patterns



Figure 46. Fragmented Towns and Hamlets in Eden District

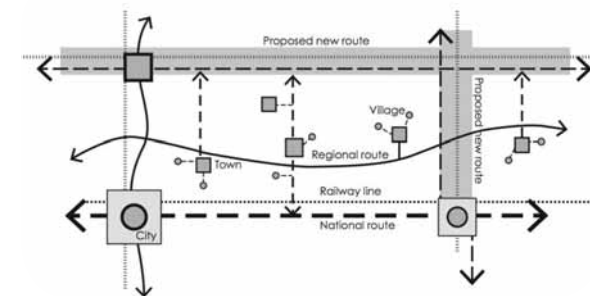


Figure 47. Develop a Coherent and Sustainable Regional Accessibility Framework

of dispersed, low-density greenfield higher-income development, in addition to low-income settlements located on the outskirts of the current settlement footprint. This perpetuates the socially and spatially fragmented urban form.

It is a misconception that all new development improves the rates base of a municipality. The costs of urban sprawl have been demonstrated to impact negatively on municipal financial viability, household economic wellbeing and the environment. Lateral growth does not increase the rates base sufficiently to cover long-term operating costs and provides no new income to provincial departments to provide social services such as schools, libraries and health care facilities.

3.6.3.3 Housing Need

According to the 2011 census, the majority of households in the Eden District area reside in formal dwellings (85.7%) whilst 14.3% of the households reside either in informal, traditional and other dwellings. Access to formal dwellings increased by 18.1% from 137 447 households in 2011 to 162 325 households in 2016 and by 21.3% across the province over the same period. Housing need in the Western Cape Province is shown in Figure 51).

According to the WCG Department of Human Settlements (DoHS), the housing backlog in Eden District is estimated at 65 000 households. The breakdown of the backlog per municipality is indicated in Figure 48. This backlog figure is an assembly of housing waiting lists and is unverified. The disparity of figures indicates the backlog figures in relation to informal shack counts and eligible beneficiary numbers that are significantly lower. This chart also highlights the “pipeline opportunities” that indicate where projects are forecast for implementation. It is concerning to note that these projects are being directed to low growth, low capacity and under-served municipalities that will be financially stressed by the operating burden resulting from the completed projects. Big project pipeline figures are also indicated in the municipalities with the highest school overcrowding and backlogs. According to the 2016/17 WCG Department of Education User

Asset Management Plan (UAMP), “under-provision is predominant... with accommodation needs in Knysna and Plettenberg Bay”.

Planning and budgeting is currently informed by unclear and contradictory growth and demand forecasts. The existing housing backlog figures quoted for Eden District vary depending on the source of the data and the agency reporting on the data. Different agencies are motivated by competing objectives in the formulation of their estimates of demand. Higher backlog figures increase the allocation of subsidies and the Equitable Share to local government, while service delivery agencies that are measured on reducing backlogs benefit from lower

estimates. For example, household spot counts are commonly used as a baseline for housing and service demand estimates (Figure 53). However, it is widely known that informal settlements in remote rural areas that are costly to service are overlooked in these counts (DEA&DP Spatial Intelligence Unit).

Short-term demand driven approaches, responding to unreliable backlog data are driving project identification and prioritisation. The ease of availability of unencumbered land is one of the key criteria informing the location of projects and so “priority” housing projects are typically poorly located, mono-functional and

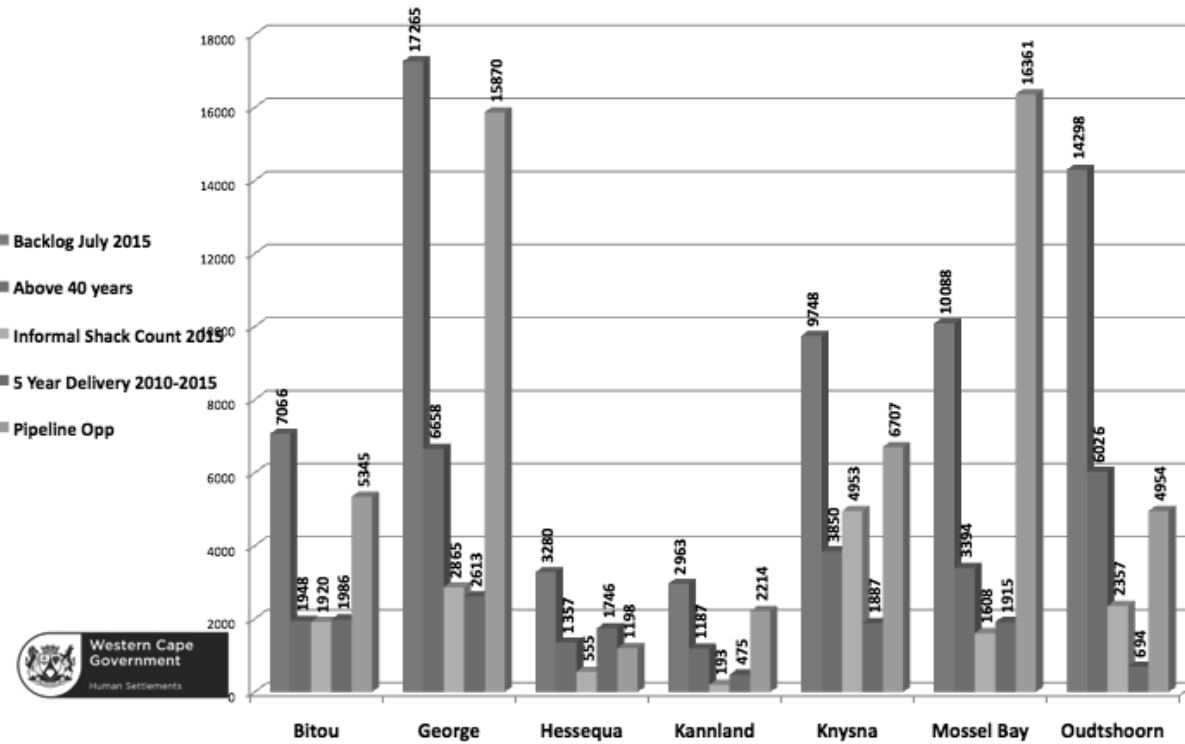


Figure 48. Housing Backlog in the Eden District (Source: WCG Human Settlement, 2016)

uniformly low income. Once completed they generate a host of negative impacts, including:

- The increase of operating and maintenance demands on already stressed municipalities, with no revenue generation;
- Trapping the poor in remote locations far from jobs and decreasing access to services and amenities;
- Increasing the demand for social services such as schools and health facilities; and
- Increasing disaster risks.

Adding to the above challenges, backlog data is based on housing waiting lists, which is only verified at the time of beneficiary registration (often over two years into the project cycle). By this time, either the context has changed or people on the “waiting list” are found to be ineligible, relocated or deceased.

3.6.3.4 Land Availability

Numerous vacant land studies and investigations into suitable land for housing have been carried out within Eden District and by some of the local municipalities. As mentioned previously, the majority of the sites identified in these studies are in green field, peripheral locations which are perceived to be “easier and quicker” to develop. Together with the pressure to deliver at scale and speed, the development of new low-income settlements on these sites will exacerbate the spatial challenges of the District; worsening accessibility, spatial justice, spatial efficiency and sustainability.

The Western Cape Human Settlement Framework (WCHSF) recommends using land as a strategic asset. This framework proposes that “the state should see land as a strategic development asset which can be used to assist directly or indirectly with the creation of sustainable human settlements. This means using land which is available to meet a range of often competing strategic objectives. Within this context, the social function of land should be balanced with the financial and ecological / environmental values which it holds” (WCHSF, 2017:12).



Photo 1. Sprawling Developments Located on Prime Biodiversity on the Outskirts of Cities in Eden District (Source www.visitgardenrouteandkleinkaroo.com)

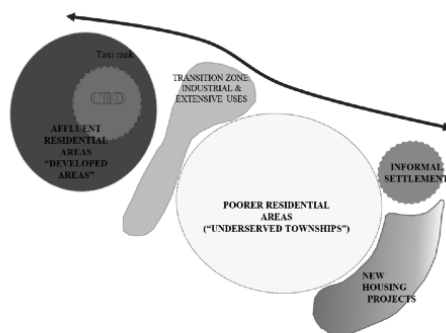


Image credit: Regional Socio-Economic Programme

Figure 49. Fragmented Settlement Pattern Diagram



Photo 2. Township Fragmentation in Barrydale (Source: https://karooarthotel.co.za)

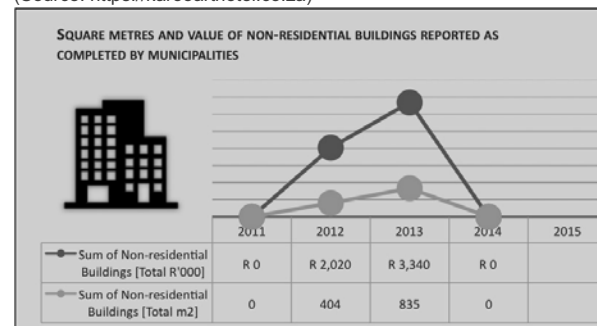
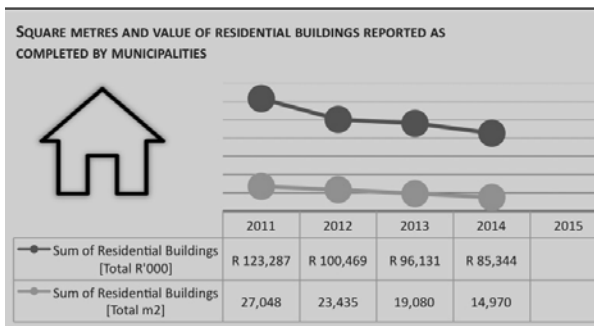


Figure 50. The Following Figures Indicate the Value of Non-residential and Residential Building Reported as Completed by the George Municipality (Work in Progress Undertaken by the Western Cape Government).

In short, the demand driven approach to human settlement planning for the poor and misconceptions about the economic multipliers of high-end residential development are shaping the spatial future of the District rather than a pro-active and integrated strategy.

Conventional subsidy housing projects and private sector development speculation contradict SPLUMA objectives of spatial sustainability, justice, resilience or efficiency and drive a downward spiral of poverty and economic exclusion, declining social service provision and public finance deficits.

3.6.3.5 Viability of Current Social Facility Provision

Access to social facilities and services for the poor is a growing challenge, particularly within the townships of the larger towns in the District. It is also a crisis within rural settlements where households lack the resources to pay for long trips to health, social welfare and other social services within the main centres of the region. This increases the social and economic exclusion of these communities and places pressure on the capacity of regional health operators to deliver adequate services.

The suburban nature and large site sizes for schools and other social facilities exacerbate lateral sprawl and tie up large tracts of land that is often underutilised, with little prospect of being developed within current budgets. Provincial norms and standards set sizes for primary schools at 2.8 ha and secondary schools at 3ha. However, many older schools exceed the norms significantly and large portions of land on the majority of sites remain unused. According to the WCG Department of Education 2016/17 UAMP, while schools in George, Oudtshoorn and Uniondale are underutilised, there is a current backlog of 13

schools in Eden District, 24 schools need to be replaced and 24 need new classrooms. These figures represent the demand for new schools that will be created by future housing projects.

Typical coverage on social facility sites ranges between 10 - 20% of the site with buildings that are predominantly 1 - 2 storeys, islanded within the site. In short, public land is not being used optimally, while housing projects are being located in the wrong places, driven by the urgency to deliver housing and a lack of well-located land.

3.6.3.6 Infrastructure Backlogs

Eden District has lower levels of access to basic service delivery than provincial averages, with the lowest levels being access to water and sanitation, particularly in Kannaland.

According to the Eden District Infrastructure Plan, the District has 16 raw water storage dams and 31 operational water treatment facilities. Desalination plants augment water supply to Mossel Bay, Sedgefield, Knysna and Bitou. Effluent re-use schemes are operational in George and Knysna. There are rural water supply schemes in Oudtshoorn and Heidelberg areas.

3.6.3.7 Water Supply

Most of the municipalities located in Eden District require additional bulk water supply infrastructure to meet the anticipated demand in the long-term. Water sources are limited, specifically in the towns of Witsands, Still Bay, Albertinia, Herbertsdale, Herold's Bay, Wilderness, Buffels Bay, Brenton-on-Sea, Plettenberg Bay and Wittedrift. There is urgent need for increased water conservation and demand management. The potential for

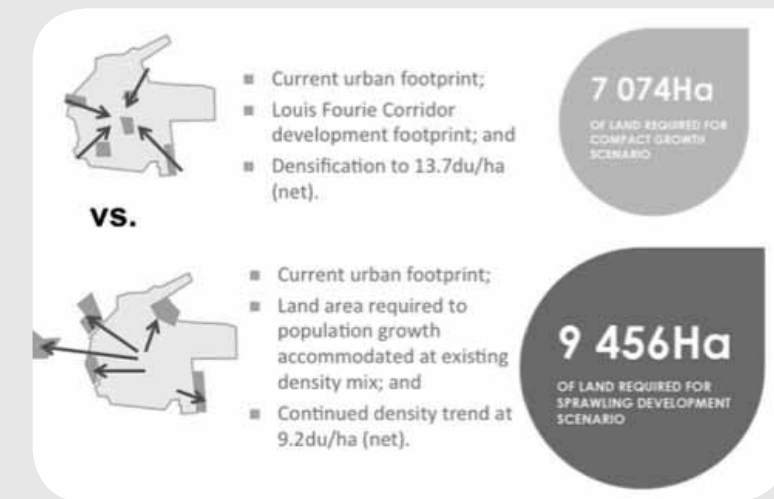
CASE STUDY I. Mossel Bay Growth Options Study - Land Impacts

Land required for sprawling versus compact growth scenarios (to 2035)

The Mossel Bay Growth Options Study was commissioned to evaluate the infrastructure, transport, environmental and social facility impacts of sprawling versus compact growth in the municipality.

The land area demands that are a result of a continuation of unregulated sprawling growth are contrasted with realistic growth containment based on infill and densification. The latter aligns with SPLUMA, LUPA and PSDF policies and is a prerequisite for more sustainable, spatially just, efficient, resilient and fiscally viable municipalities.

This study outlines the land required to meet the forecast population growth to 2035, but under two differing density assumptions. The compact scenario assumes a moderate increase of net density to 13.7 du/ha and reduces the forecast land requirement by 2,883 ha, housing the same population and number of units. The sprawling scenario is based on growth occurring at the current net density of 9.2 du/ha.



Comparison of Total Land Requirement Under Both Growth Scenarios (20 year Projection)

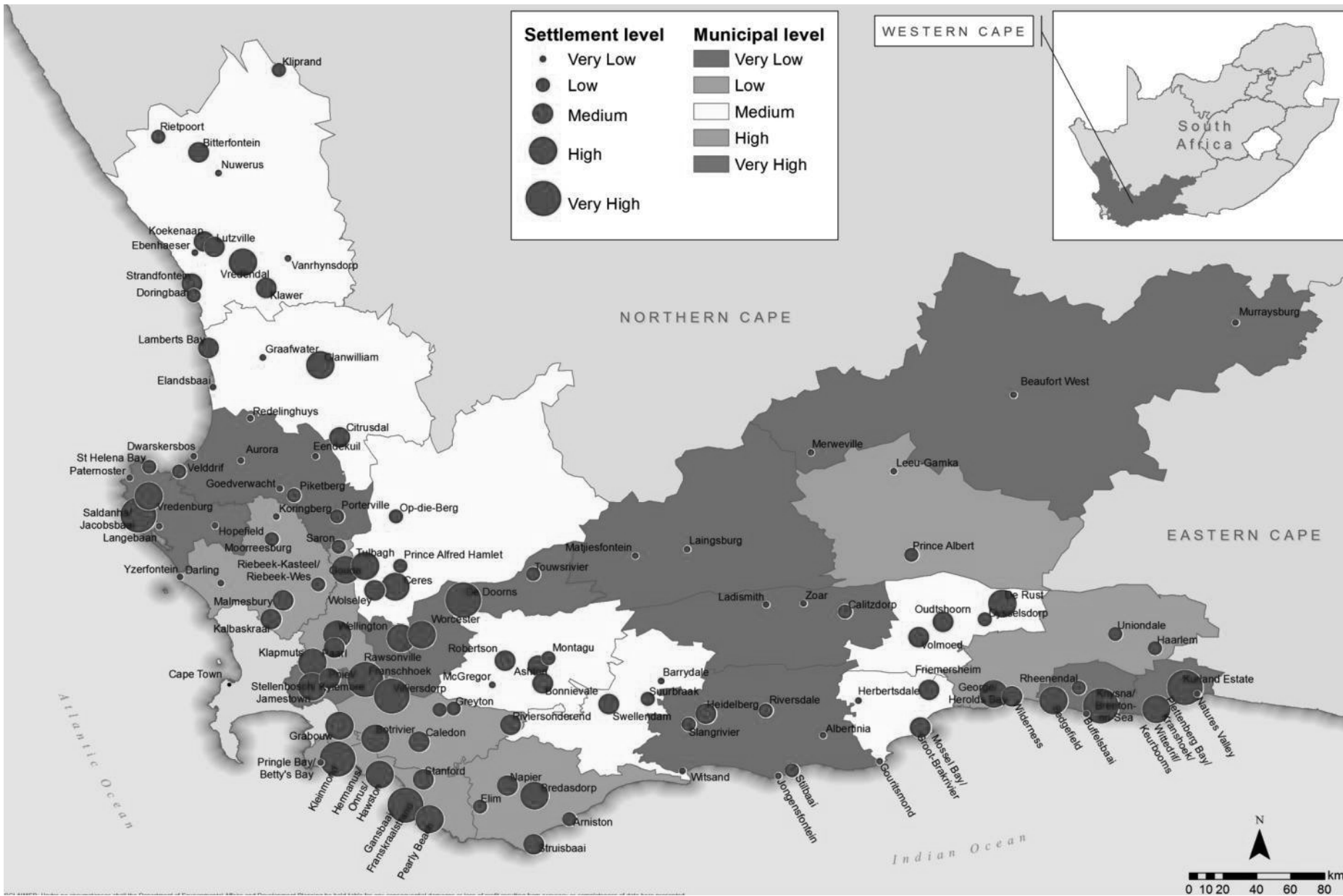


Figure 51. Growth Potential Study: Housing Need (WCG, 2014)

water re-use in the District is 21,8 million m³/a, with George, Knysna, Mossel Bay, Oudtshoorn identified as the main municipalities with re-use opportunity (WCG, 2012).

There are various forms of water re-use options available in water resource management. For example, planned and direct water re-use can be implemented. This refers to treated effluent that is taken directly to the potable reticulation system for use as a potable water source (e.g Beaufort West during recent drought conditions).

3.6.3.8 Sanitation

Sewerage infrastructure in the District is unable to keep pace with demand. A number of wastewater treatment works are non-compliant in terms of performance. Backlogs are particularly significant in Knysna and Bitou and account for approximately 54% of the total cost of bringing the infrastructure up to speed. Substantial funding will be required to refurbish and upgrade a number of wastewater treatment facilities in the region. The impact of storm water ingress and groundwater infiltration on the operation and performance of a sewer network is in many cases hugely underestimated.

3.6.3.9 Solid Waste

In 2013, Eden District had 22 general waste disposal sites (many operating at full capacity), 5 transfer stations, 2 recycling facilities, 1 treatment plant and 1 hazardous storage site. In 2016, Eden District produced 8% (229 520 tonnes a year) of the Western Cape's waste volumes. This was largely due to the dispersed settlement form. The District's access to refuse removal services is low at 86.5%.

At a local level, waste collection services are provided to formal properties and recycling programmes are in place in two of the seven

municipalities. While Eden District has made significant strides towards more sustainable waste management, there is a need for more concerted efforts in waste avoidance so that landfill capacity challenges can be mitigated. It is extremely challenging to provide and sustain waste collection and recycling services to remote rural villages and hamlets.

The current regional waste site is almost at capacity and pressure to secure a new regional landfill site is growing. However, due to funding constraints and lack of agreement between local municipalities, this process is being delayed. This reality needs to be considered when there is demand for new growth in areas with already limited infrastructure capacity.

3.6.3.10 Urban – Rural Relationships

The challenge of providing quality facilities and education to remote rural schools is becoming more acute as budgets are constrained. Alternative formats of teaching and facility management need to be explored to overcome the challenges of distance and to enable the children of poor, rural communities access to decent education and a route out of the entrapments of poverty.

The Vacant Land Audit for Subsidy and Affordable Housing in the Eden District (2016) identified potential land for housing in the major centres and small towns in the District. The long-term impacts of new housing projects in small towns such as Calitzdorp, and the declining population in areas such as Oudtshoorn, should be very carefully assessed. Housing projects in these areas would impact on economic survival, social service provision and municipal infrastructure capacity and finances.

Innovative ways need to be found to connect existing residents of rural villages and hamlets

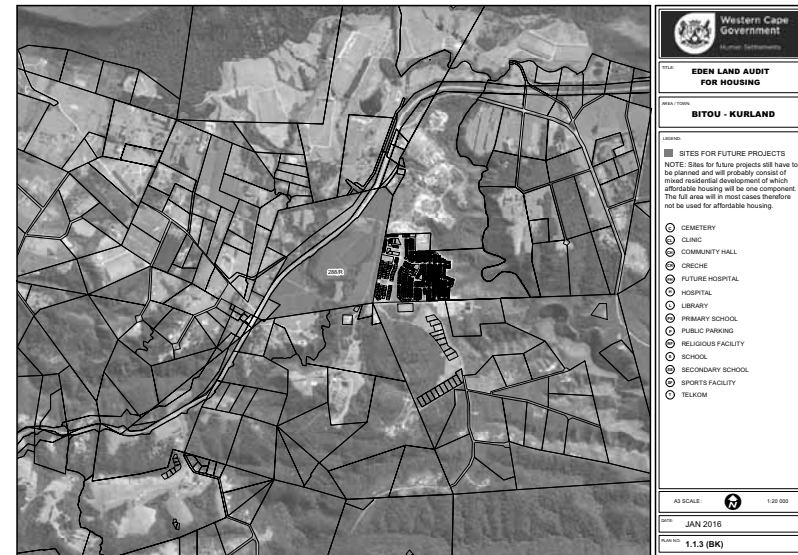


Figure 52. Vacant Land for Housing in Kurland and Calitzdorp, Showing Poorly Located Peripheral Sites for Housing

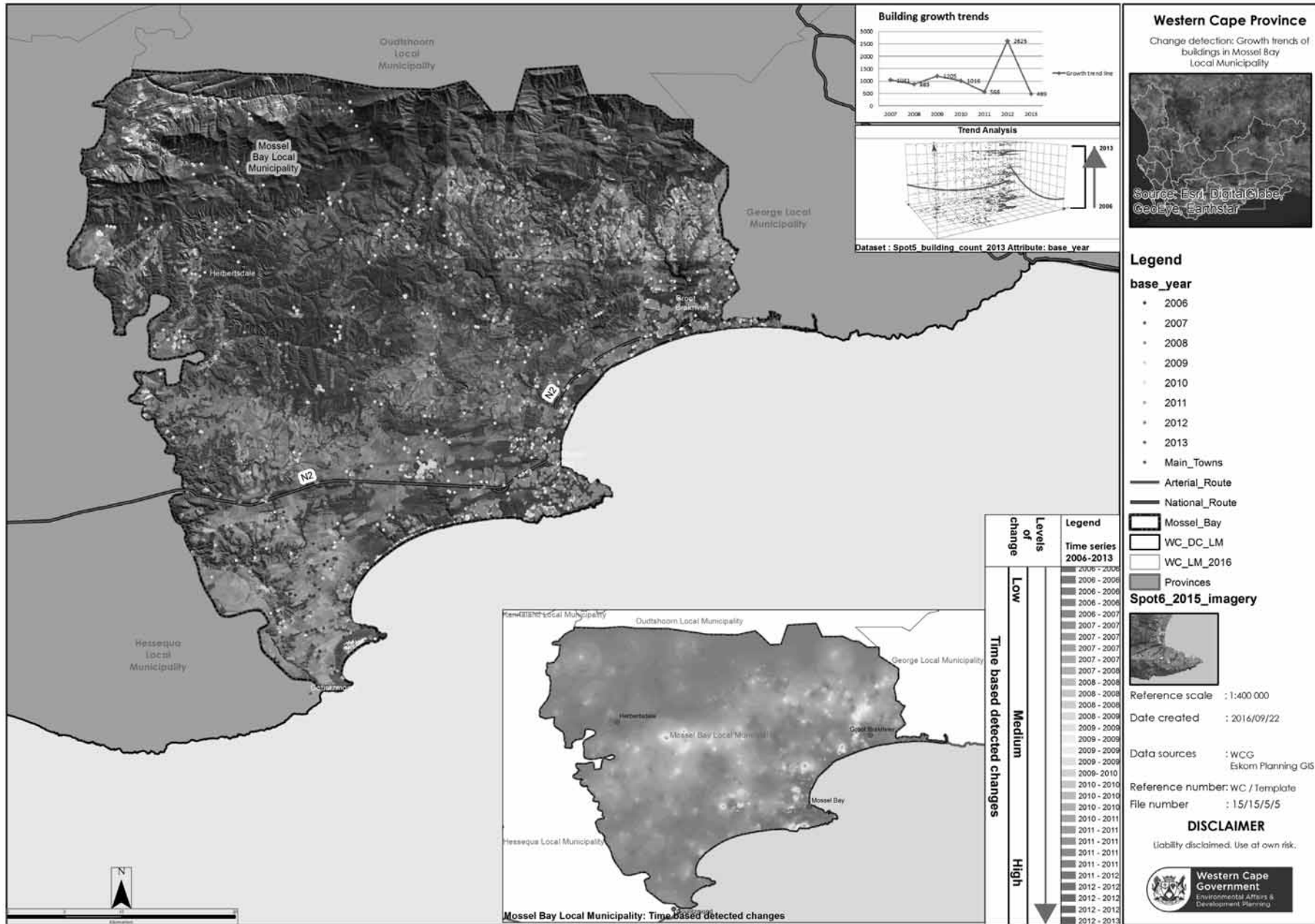


Figure 53. Growth Change of Buildings from 2006-2013 in Mossel Bay Municipality (Source: WCG, 2016)

with social services, high quality education and access to the space economy so that these communities can find a way out of the poverty cycle in which they find themselves.

3.6.4. Future Growth Management Risks and Prospects

What are the anticipated future growth management risks and opportunities in the Eden District?

What are the spatial implications of Eden District's growth management and financial sustainability future risks and prospects?

3.6.4.1 Unmanaged Growth Driving a Collapse of Service Delivery

If uncontained sprawl continues, this will increase the capital and operating costs of facility provision and operations. This will reduce the quality and accessibility of social service provision. Decline in government funding is already forecast. This means that the intensity of competition for funding between sectors and between new infrastructure, urgent maintenance and provision will increase. As maintenance continues to decline, infrastructure lifespans will decrease and replacement costs will increase in the future. In a contracting economy and reduced government spending, the downward spiral is inevitable.

3.6.4.2 Future Demand for Social Facilities

By 2040, based on population growth forecasts, using current provision standards and growth patterns (low density sprawling development), the SCRSIF has estimated that the Eden District will require a significant number of new social facilities. These are detailed in Table 9.

Presently 25% of the Emergency Maintenance Budget for Schools is used to repair acts of vandalism. In the current financial period there is no funding for fences. As a result, the costs of vandalism are likely to increase. This will take away from the already constrained budgets

to improve schools and in turn, this will negatively impact on the quality of education.

The long-term sustainability of health services relies on the consolidation and location of facilities, shared management and the reduction of distances that people need to travel to reach tertiary facilities. Viable health care provision is directly linked with prevention (through improved living conditions) and the containment of settlement size. The health sector will similarly be placed under severe and unsustainable pressure if lateral settlement growth and the development of mono-functional, low-income townships continues.

3.6.4.3 Increasing Disaster Risk:

Disaster Management risks are increasing without adequate capacity or authority to deal with the causes of these risks. The 2013 Eden Disaster Risk Assessment identified the following infrastructure impacts of disaster events:

- Increased demand for storm water and rain water management systems;
- Redesign and update of storm water systems;
- Increased demand on potable water resources (human and animal);
- Increased groundwater depletion, land subsidence, reduced recharge;
- Reduced water in the rivers will impact on wetlands and estuaries;
- Increased stress to endangered species;

Education & Health		Government & Welfare Services		Community Facilities	
48	Early Childhood Dev Centres	2	Municipal Offices	23	Community Sports Fields
38	Primary Schools	2	Fire stations	11	Local Libraries
19	Secondary Schools	5	Police Stations	11	Community Halls / Centres
6	Community Health Care Centres	3	Children's Homes	57	Public Open Spaces
0	District Hospital	2	Home's for the Elderly	23	Cemeteries

Table 9. Future Demand for Social Facilities in Eden District

- Increased risk to soil erosion and desertification;
- Loss of wetlands;
- Reduction and degradation of marine and wildlife habitat;
- Increase in pest infestation; and disease outbreaks (animal and human);
- Increased fire danger, which calls for increased fire prevention programmes and response resources.

The Eden Disaster Risk Assessment identified the following social impacts of disaster events:

- "Increased poverty;
- Reduced quality of life which leads to changes in lifestyle;
- Social misbehaviour;
- Loss of human life from food shortages, heat, suicides, violence;
- Water use conflicts;
- Job losses and social conflict;
- Public dissatisfaction with government response;
- Inequity in relief actions; and
- Mental and physical stress (family, employers and workers)" (2013:16)

3.6.4.4 Finding New Ways to Meet the Challenges

In an uncertain and financially constrained future, sustainable growth management will not be feasible by continuing to use current practices and following existing



Figure 54. Settlement Services in Eden District

development patterns. However, with integrated planning and collaboration, there is a real prospect to address backlogs and improving service delivery in Eden District (while congruently benefiting the economy, environment and optimising limited government finances). The higher than national average income, and lower unemployment indicates real opportunities to build rental housing in the social, gap and bonded housing markets.

In response, the property development sector could be diversified and broadened by deliberately enabling small scale construction industry property developers to access and co-ordinate small scale projects. Opportunities exist in a range of contexts including:

- Small harbour developments
- Gap housing projects
- School infill projects

One of the central legs of the Western Cape Human Settlement Framework is to direct new housing projects to better locations through the optimisation of underutilised public land within the control of the WCG. This refers specifically to school sites. This shift offers a resource efficient way to address housing backlogs, make schools safer and more cost effective, and free up resources currently tied up in unproductive emergency maintenance so that the quality of schools can be improved.

This concept is also in support of the DTPW initiative to cluster provincial facilities. It is underpinned by two key principles which have great relevance to the Eden District SDF and the need for a more efficient, sustainable and just approach to growth management. These are:

- Integrated investment: achieving the shift relies on integrated thinking and truly co-ordinated investment across sectors and spheres of government, in partnership with non-governmental agencies and the private sector. This shift by implication enables real integration of the social fabric, introducing affordable housing into areas already served by public facilities and are closer to economic opportunities. This shift also improves municipal financial viability by

containing the extent of infrastructure networks that must be maintained.

- Improved resource management: the squeeze on provincial budgets should trigger where money is being spent unproductively. Addressing the unproductive, fragmented spending of both capital and maintenance budgets on schools (or other land and social facilities) could allow cost savings to be redirected to improving the quality of existing infrastructure and services. This would ultimately improve educational outcomes, while releasing well located, free land for human settlements (WCHSF, 2017).

3.6.5. Implications for the SDF

It is necessary to consider the following spatial implications of managing growth framed by the district scale and mandate. The following actions have been identified as priorities for this SDF:

1. Redress past growth management legacy issues and mistakes.
2. Address current growth management challenges and optimise current opportunities.
3. Mitigate growth management risks and optimise future opportunities.

Without a new complex and transformative approach, the low density and sprawling settlement growth will

CASE STUDY II. Mossel Bay Growth Options - Impacts of Sprawl on Schools: Future Demand for Educational Facilities

The cost of providing additional schools was informed by an analysis of the demand generated by both population and distance thresholds. Since the current backlog of education facilities remains the same in both scenarios, backlog eradication is not modeled separately, only the total cost implications under each scenario are compared. The cost analysis is based on actual asset valuation of schools in the Mossel Bay area for which data was available. These schools (which accounted for approximately 70% of the schools in the area) were used to generate average costs for the schools for which there is no existing data.



Public Facilities Distribution – Compact Scenario



Public Facilities Distribution – Sprawling scenario

continue. This will exacerbate the threats that impact negatively on the majority of the population, the financial viability of local municipalities, the economic prospects and functioning of Eden District.

3.6.5.1 Disaster Risk

According to the Eden Disaster Risk Assessment the “question of land-use change also amplifies the risk profile of the region because alternative and new inventions need to be explored and developed to ensure sustainable economic development and sustainable livelihoods” (2013:16).

3.6.5.2 Infrastructure

Water security, sanitation and waste management are of great concern in the District. There should be a drive towards using renewable energy resources. This can be achieved through incentives as well as introducing design standards that require building designs to improve energy efficiency and become more ecologically sustainable. It is important to note that spatial considerations can contribute to the integration of development with growth. Green development principles are underpinned by the notion of self-reliance.

3.6.5.3 Waste Management

Spatial planning in the District should support the significant waste minimization, recycling and management initiatives planned and underway in the Eden District Integrated Waste Management Plan (2014). The District should strategically move towards a sustainable waste management system whereby the focus will shift to the avoidance and reduction of waste rather than waste collection and disposal.

With the fast-dwindling landfill airspace and demand for a new regional landfill site, air quality must be taken into account when a new landfill site is selected. This is required so that no development takes place without ensuring that the air quality is suitable for that development or that the air quality will not be affected

negatively by the development (Eden District Municipality, 2013).

3.6.5.4 Developing a Resilient Approach to Growth Management

The Western Cape Department Human Settlements Framework that is currently in preparation has indicated that its central purpose is “to ensure that all investment in sustainable human settlements is maximised, yielding as much social and economic value as possible. It is imperative that human settlements investment work to both meet the material needs of Western Cape residents and build a sense of belonging and citizenship” (2017:4).

Aligning with these intentions, it is necessary to recognise and adapt to the reality of diminishing financial resources and provide spatial direction that mitigates future risks and optimises future opportunities. This implies a shift to more strategic and financially sustainable forms of development to address the real needs and backlogs in the District. This requires appropriate intervention in the appropriate locations (in terms of economy, environment and accessibility). Eden District can provide shared service support and guidance in many areas, some of these may include:

- Supporting integrated social service provision at the District level by promoting and providing guidance on the planning, location, budgeting, implementation and management of social facilities. This should align with the emerging provincial protocol for social facility clustering and co-ordinated land acquisition.
- Supporting and enabling integrated, inclusionary developments in well-located areas. Contain the lateral spread of settlements that increase disaster risk, pressure on local municipal infrastructure asset maintenance and provincial social facility provision.
- Developing a coherent supply driven model of growth management that ensures integrated planning and investment in areas with current or latent economic potential so that the aims of spatial justice, sustainability, resilience and efficiency.

- Optimising existing land and infrastructure assets by co-ordinating the rationalisation and use well-located public land such as schools to meet development needs (especially human settlements).
- Reviewing and verifying housing and social services backlogs so that planning and future investment addresses real and current needs rather than inferred “backlogs”.
- Partnering with other agencies to optimise the developmental potential of a range of sector department projects such as the National Public Works Fishing harbour proposals. Projects that offer densification and infill opportunities in locations that can optimise existing infrastructure, assist in meeting backlogs and improve overall accessibility should be actively pursued.

In summary the SDF needs to provide direction on the following:

- Outline spatial implications for a long term, bulk capacity framework.
- Define the spatial limits of growth within the region both in terms of absolute capacity but also identifying smart growth opportunities to do more with less.

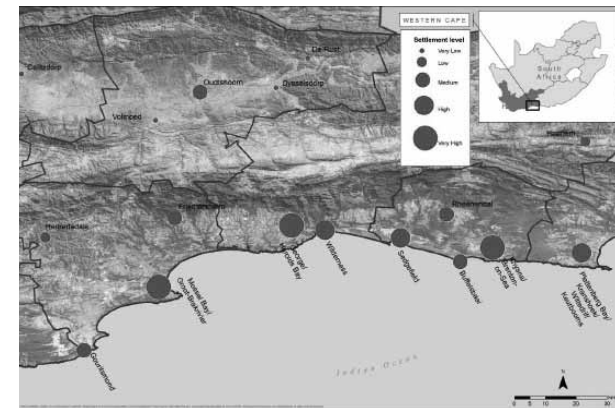


Figure 55. Growth Potential of Towns Study in Eden District

- Support demand management through appropriate urban form.
- Highlight spatial implications of capacities (where growth can and should be supported or constrained), as well as potential alternative resources.
- Provide clear guidance on the role and hierarchy of towns within the regional space economy (as per the PSDF).
- Set clear policy position and criteria on how to transform current patterns across the District and mitigate impacts of the past.
- Provide a clear policy position on public investment in existing, remote (low income) settlements.
- Provide criteria for the approval of applications for private (high income) settlements in remote rural locations.



Figure 56. Underdeveloped School Sites

In seeking to address the current and future human settlements' needs in the province, there are three interlocked challenges which must be addressed. These challenges include:

- The delivery challenge: the inability of the prevailing human settlements model to address the scale of demand.
- The modality challenge: the outcome which the prevailing human settlements model has had on the urban and spatial form of towns and cities.
- The governance challenge: the complexity of the decision-making frameworks that underpin the prevailing human settlements model.

These three challenges are the crux of the Human Settlements Problem statement.

(WCHSF, 2017)



3.7. We Need to Plan, Budget and Manage as One Government

Institutional co-ordination is essential to achieving spatial transformation objectives

3.7.5.1 Municipal Financial Performance

The current and future financial status of the municipalities within the District is a key consideration in framing the focus, proposals and implementation capacity for proposals made in the SDF.

National Treasury data (<https://municipaldata.treasury.gov.za>) indicates that the municipal finances of Mossel Bay, Knysna, Hessequa and George are satisfactory. In contrast, Bitou is performing adequately, with pressure on its infrastructure and service delivery increased by steady transmigration from the Eastern Cape and on to Cape Town. Whereas, Kannaland and Oudtshoorn are performing poorly. Kannaland has significant capacity challenges and is currently receiving by capacity support via MISA. Oudtshoorn has been impacted by political and institutional instability which has hampered its ability to meet its municipal mandate. Oudtshoorn is unique in the District, as it has had a decline in total population.

Given the financial status of some of the municipalities in the District, it is necessary to investigate the regional opportunities for co-operation and alignment between municipalities that can improve the institutional performance and the competitive advantage of the region as a whole.

3.7.5.2 Municipal Sustainability: PSDF Specialist Study Findings and Evidence

The PSDF Specialist study aimed to assess municipal sustainability with regard to the financial impacts of spatial growth patterns through running the Municipal Services Financial Model (MSFM) for seven case study municipalities, including George.

Spatial growth patterns were assessed in terms of impacts on the net operating account of the municipality (and hence its ability to build up capital reserves or borrow), as well as the overall capital expenditure required over ten years.

A significant finding is that the operating accounts of all the case study municipalities are extremely vulnerable. Increasing operating costs associated with sprawling spatial growth worsens the negative trend of municipal operating losses. For all municipalities, the theoretical capital expenditure that is required to reduce infrastructure backlogs, satisfy demand for new infrastructure and provide for renewal of existing infrastructure is far higher than the available funding.

3.7.5.3 Working Together and Sharing Resources

The environmental, resource, economic systems and to some extent, the infrastructure systems that support the health and wealth of the Eden District do not follow jurisdictional boundaries. If they are not managed and supported as systems they will experience significant dysfunctions. The urban-rural relationship adds another dynamic in the Eden District context. These systems are under pressure and cannot sustain the projected population growth and enable corresponding economic growth while using the current models of governance, conventional technologies and practices. This compels Eden District and its associated municipalities to work as one and share resources to ensure these systems are supported to work at their best.

It is necessary to support bulk service planning and co-ordination through articulating a long-term bulk capacity and demand framework that supports sustainability and works within a realistic affordability envelope.

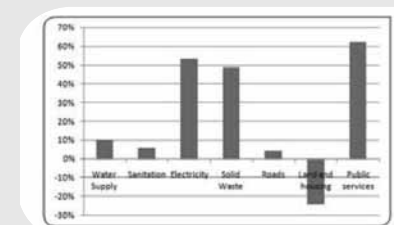
- Key concerns are across municipal water supply issues, especially between capacity constrained Knysna, Hessequa and Bitou.

CASE STUDY III. PSDF Municipal Financial Sustainability Study

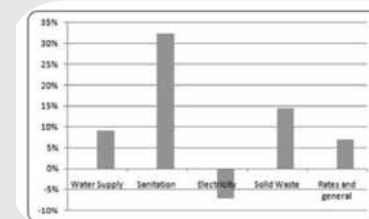
For George the total capital saving for a compact growth scenario is estimated at R740 million over 10 years – 24% lower than the sprawling business as usual (BAU) scenario.

While the capital saving is marginal for water, sanitation and roads, it is approximately **50%-60%** for public services, electricity and solid waste. In the compact scenario, the capital costs for land and housing are cumulatively more than 20% higher than the BAU scenario, indicating the higher capital cost of higher density housing solutions on well-located land (however, if land costs are eliminated then this additional cost is neutralised).

The operating account shows the greatest net improvement due to compaction on the sanitation account, while electricity shows a net decline for the same reasons as described above.



Savings on Capital Expenditure due to Compaction By Sector for George



Cumulative Improvement in Operating Account Position for a Compact Development Scenario for George

- Regional waste management solutions and associated regional infrastructure and transport capacity.
- Disaster risks are increasing without adequate capacity or authority to deal with causes which relate to how development is managed at the local municipal scale.

Eden District must become an integral part of the decision-making system on development applications. Working examples of innovation in the District that can be built upon include: the Waste Minimisation Programmes and the Waste to Energy initiative in Mossel Bay.

3.7.5.4 Making Choices and Not Being Afraid to Think Small Massive Small

As discussed in the section above the future is a constrained one – in terms of resources, human capacity and finances. The local government in Eden District shares this pool of resources. This means that investments must be co-ordinated so that they are mutually reinforcing, spatially targeted and prioritised based on an equitable framework that ensures efficiency and sustainability. Furthermore, it is necessary that it is couched within an evidence-based understanding of the economic realities. The scope for the implementation of big ideas is limited and these are most likely competing for the same investment pool – not everyone's big idea will come to fruition and the effort to land the most important catalytic project will require the efforts beyond one municipality. Choices will need to be made.

At the same time we should not be afraid to think small.....

The Smart Urbanism Movement in the United Kingdom advocates new ways to manage urban development to achieve better and improved urban environments. Their Massive Small Initiative is exploring ways to enhance the connection between top-down management by government and the involvement of “bottom-up” community, private sector and individuals that together create cities.

The movement has three core principles:

- Minimalism - 80/20 principle
- Balancing top down policy and enabling infrastructure with bottom up / emergent energies
- Developing Ideas - Tools – Tactics

“Our ‘place-making’ models that look to predict and plan every outcome with absolute certainty, determine what we do, forcing us down the narrow corridors of complete compliance. In this world, people cannot be trusted to do the right thing. Do it our way or else! There is no room for experimentation, no room for creativity, and no room to learn! Firmly nailing things down, we operate our planning system with ‘command-and-control’ as the watchwords - reactive, restricting and limiting. The unintended consequences of this kind of ‘top down’ is ‘bigness’: big sites, big players, big processes - big plans that demand big outcomes” (Massive Small, 2014).

This notion is starkly illustrated in the human settlement planning and delivery conundrum, where demand driven housing programmes, based on imperfect data, drives the investment of infrastructure in locations that make households poorer. This places municipalities at a long-term financial risk and makes the sustainable provision of social services increasingly improbable given financial austerity.

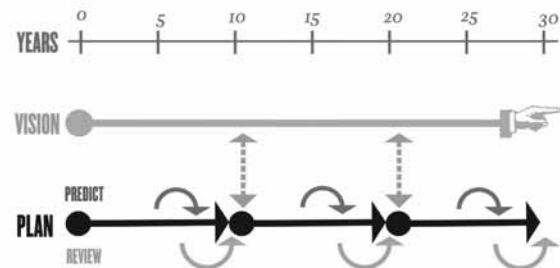
The bigger the plan the more complicated it is, the greater the risks of them not being implemented. In the meantime, there may be smaller ideas that, if they succeed, can gain momentum and grow organically, taken up by multiple players at a scale and cost that is within the means of these players. The solutions may be more lasting, and may in fact achieve change at scale in time. Eden District's Waste Minimisation efforts in co-operation with its municipalities, is an excellent example of this kind of approach in action.

“Complexity science is a growing subject. In many spheres of life, new research and development has given us different ways of looking at complex issues: giving us new ideas, tools and operating systems to deal with their complexity. In areas such as business, economics, computational studies and social networks, we can see how multiple agents, working collectively within a framework of simple rules, can bring about phenomenal change. This is now a science that is being taken seriously with some of the most influential thinkers leading the way” (Massive Small, 2014).

“Solutions in society will not come from the left or the right or the north or the south. They will come from people with integrity who want to do something right.”

Karl Henrik Robert, The Natural Step

PREDICT AND PLAN



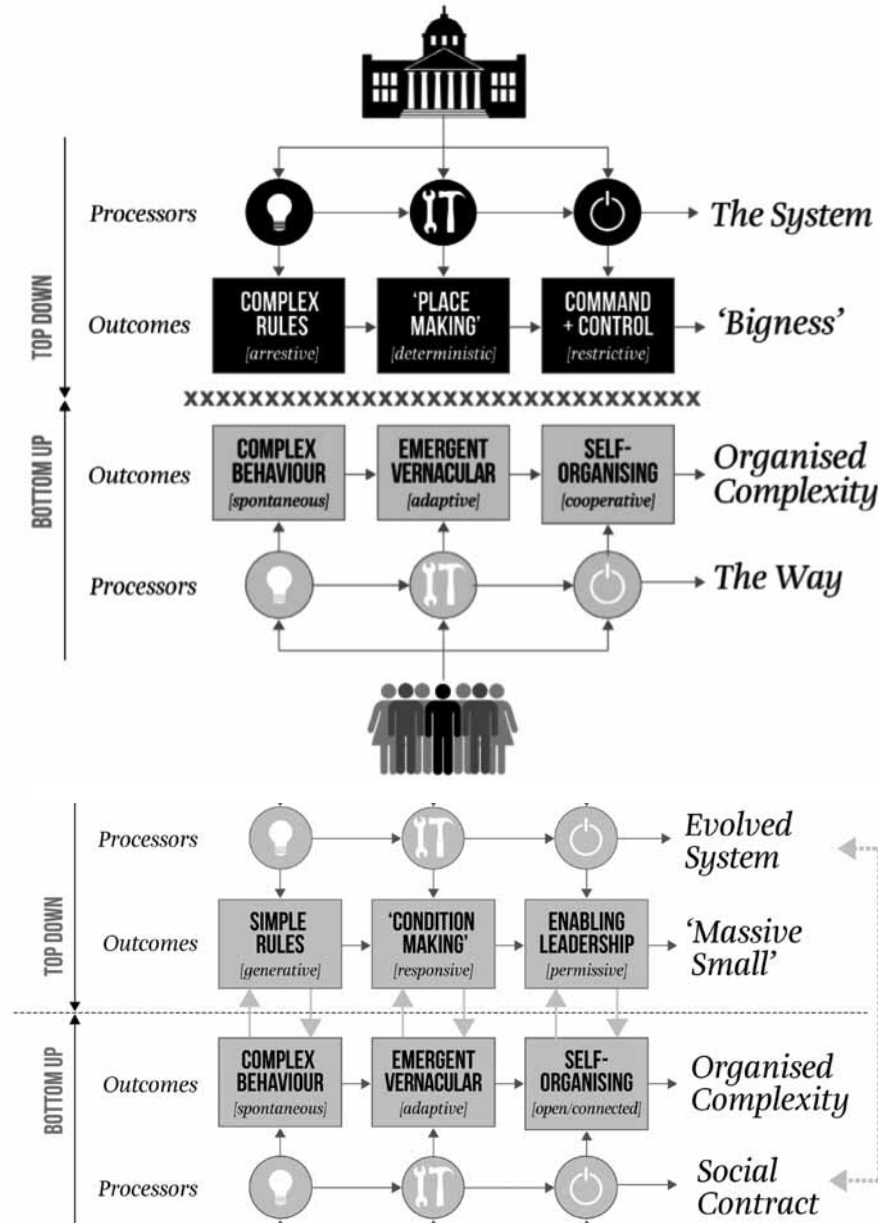


Figure 57. The Massive Small

CHAPTER

4

4. SPATIAL DEVELOPMENT FRAMEWORK

4.1. Spatial Strategies and Proposals

4.1.1. Spatial Concept

Without a new complex and disruptive transformative approach, low density and sprawling settlement growth will continue. This will exacerbate the threats that impact negatively on a large proportion of the District's population, the financial viability of local municipalities, the economic prospects and functioning of the District.

The Eden District SDF aligns need with capacity, jobs, social services and opportunity. It also recognises the tensions between population dynamics and the economic, ecological and infrastructure capacity of settlements in the region. The SDF proposals aim to align investment in settlement with these capacities.

The challenges within the Eden District Municipal Area must be dealt with holistically and work towards achieving balance and completeness so that:

1. Legacies are redressed in the manner in which growth is managed;
2. Current challenges are confronted and dealt with in a just and sustainable manner;
3. Future risks are mitigated to improve the prospects of a socially, economically and environmentally sustainable future.

The overriding intention is to build Eden District into a region made up of "complete", just and inclusive ecosystems, societies and economies, where all can participate without undermining the resources needed to sustain future generations.

Three key spatial strategies are underpinned by an overarching fourth strategy to re-establish balance within Eden District. This balance speaks to many dimensions of the spatial organisation and future of the District, including:

Balance between development and the environment to ensure that growth is spatially just, financially viable and environmentally responsible by working towards compact, vibrant, livable and efficient settlements;

- Balance between settlements in relation to the allocation of and access to resources, recognising and consolidating their varied economic and social roles;
- Balance within settlements in terms of built versus natural areas, land use mix and a range of housing and economic areas to create complete neighbourhoods, towns and villages;
- Balance between the nature and location of growth and the impacts on environmental, financial and infrastructure capacity and resources;
- Balance between supply and demand so that the fiscal sustainability of the municipality and its residents is assured;
- Balance in the use of transport modes; and
- Regeneration of streets and public spaces to create "complete streets".

The elements of this spatial concept are illustrated in the three spatial strategies with their supporting policy statements and guidelines that are expanded in the sections that follow.

4.1.2. Spatial Strategies Approach

The SDF aims to grow the Eden District Economy sustainably by matching need to opportunity. Accordingly, the spatial concept is structured around the following three primary spatial objectives:

1. Identify and protect the "jewels" of the District that are the base of its economy and economic opportunity;
2. Strengthen physical and virtual accessibility within and into the District and improve the resilience of these systems to improve rural access to services and promote a more sustainable regional space economy;

3. Calibrate and align:

- Population growth, economic growth and growth potential, unemployment;
- The pipeline of development projects (especially housing projects); as well as
- The capacity to maintain urban systems and services over the long-term to facilitate, co-ordinate and enable the appropriate allocation of resources and investment to where need can be matched with economic growth potential.

The key proposals contained in these three strategies are introduced and illustrated in the following section.

4.1.3. Three Spatial Strategies

1: THE ECONOMY IS THE ENVIRONMENT IN EDEN DISTRICT

The economy of Eden District is highly dependent on its underlying natural resource base. The District is comprised of two diverse landscapes character areas, the Garden Route and the Klein Karoo. The District is also known for its indigenous forests and plantations, attractive water bodies and coastline. In combination with the District's natural beauty, biodiversity and mild climate, it attracts visitors throughout the year. Eden District is the only District in the Western Cape that represents all of the Western Cape's cultural and scenic landscape types.

The importance of the natural resource base in supporting livelihoods and its potential to improve the quality of life of all the District's residents cannot be underestimated and thus the protection and enhancement of the environment is one of the three main drivers of the spatial concept.

The spatial strategy is to protect, enhance and develop the distinct attributes and resources of the Klein Karoo and Garden Route, as two different but interconnected places each with their varied:

- Natural and agricultural resource base;
- Economic role and potential; and
- Diverse landscape, lifestyle and tourism offerings.

2. REGIONAL ACCESSIBILITY FOR INCLUSIVE AND EQUITABLE GROWTH

Access refers to the ability of people to access economic opportunities, social services and recreational amenities. Thus, ease of access is dependent on the functionality of the road network to connect communities, as well as the availability and viability of transport services. It is also dependent on the distribution of community facilities and economic opportunities in the municipal area.

International best practice, SPLUMA and the PSDF underscore that access is not only a matter of mobility for cars. Rather, walkability, the liveability of towns, land use mix and density are the ingredients that make it possible to improve access. These attributes allow for efficiency and equity of access for all communities to the regional economy, services and amenities.

This strategy directs the District to enable appropriate accessibility to and between the Klein Karoo and Garden Route, as well as the greater Eden District by:

- Establishing a clear primary and secondary regional route hierarchy, role and investment priorities (N2 versus R62);
- Addressing connectivity between the coastal belt and inland areas; and
- Enabling virtual and physical accessibility to improve access to opportunity and services.

The District also needs to be viewed as being part of the larger “coastal economy corridor” stretching between Richards Bay along the coast to Saldanha Bay and connecting a number of ports and Integrated Development Zones. Long-term infrastructure investments (especially rail) could be developed with the aim of strengthening this national corridor and thus benefiting the District.

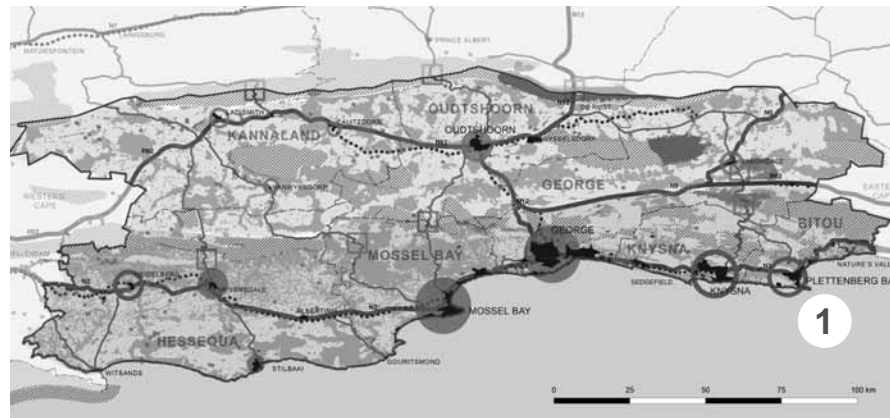


Figure 58. Strategy 1: The Economy is the Environment

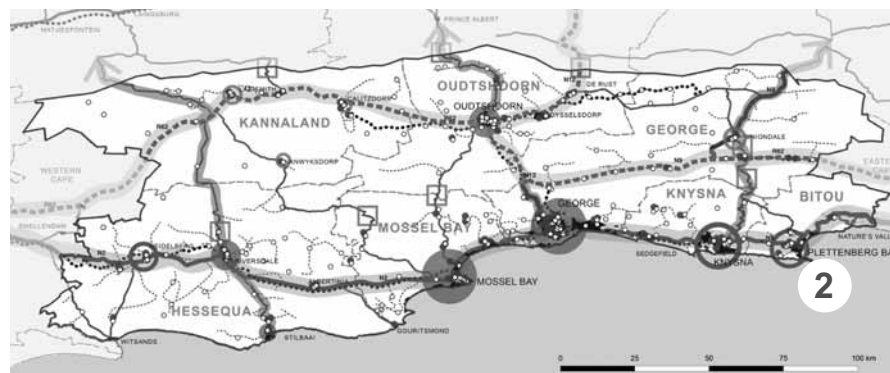


Figure 59. Strategy 2. Regional Accessibility for Inclusive and Equitable Growth

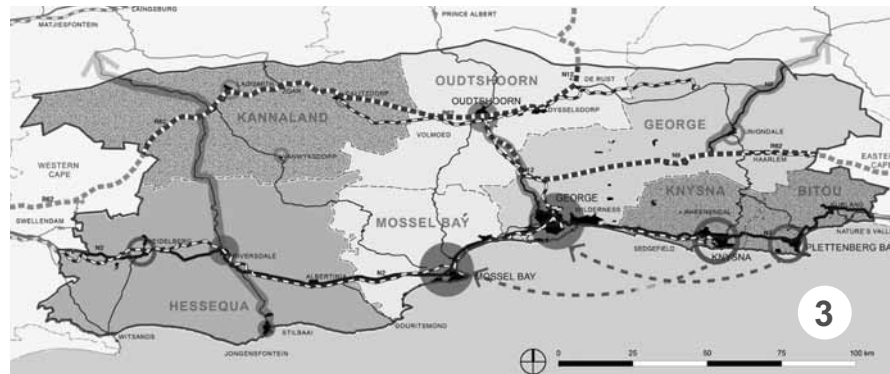
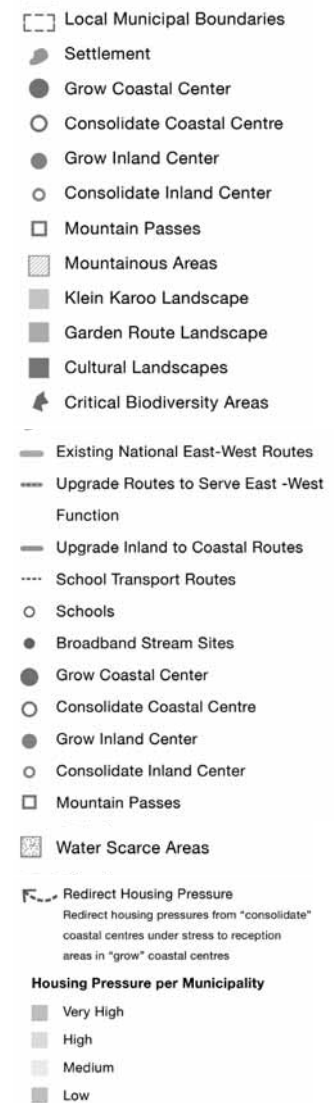


Figure 60. Strategy 3. Co-ordinated Growth Management for Financial Sustainability



3. CO-ORDINATED GROWTH MANAGEMENT FOR FINANCIAL SUSTAINABILITY

The third leg of a holistic approach to a prosperous and sustainable District, is the management of growth and the associated infrastructure systems so that:

- The physical resource base is protected;
- Opportunities are created for residents to prosper in a just space economy; and
- Limited resources are used efficiently to protect long term financial sustainability of households, businesses and government.

The spatial strategy indicates the future role of settlements and their potential to absorb growth.

In Eden District, development, investment and mitigation should be directed so that growth is matched to capacity, resources and opportunity. Specifically:

- Align need with capacity, jobs, social services and opportunity;
- Recognise population dynamics in infrastructure investment (more diverse housing products and opportunities in the correct location); and
- Optimise the potential of a reconceptualised accessibility network to improve livelihoods and sustainable service delivery.

This does not mean that settlements without the capacity to grow should not develop. The overarching aim is to achieve balance within settlements so that they function optimally and within finite resource constraints.

The concept of achieving completeness is central to this strategy with the realisation of “complete neighborhoods,” towns, villages and hamlets.

Urban-Rural Continuum

The Urban Agenda is an UN-Habitat initiative that aims to strengthen urban-rural linkages. It is argued that the key to prosperity lies in a shift in conceptualising urban - rural relationships from one of disconnect to a continuum, where policies and programmes aimed at helping people on one side can help people on the other side as well. The Urban Agenda outlines the following lessons from the case studies below:

Chongqing’s master plan: To address urban-rural inequalities, this Chinese mega city adopted a master plan that emphasises affordable housing for low-income residents, including rural migrants. Roads, water supply and other infrastructure were improved for small- and medium-sized communities that circle the city.

Dar-es-Salaam’s embrace of agriculture: With drought as a constant threat, Tanzania’s largest city promotes urban farming as a way to promote food security. The concept is integral to its land-use policies. Small gardens in homes and vacant lots create economic opportunity and produce 90 percent of Dar-es-Salaam’s vegetables.

Bobo Dioulasso’s fight against “desertification”: The second largest municipality in Burkina Faso is pursuing reforestation to reduce the impacts of desert expansion linked to climate change. Three “green corridors” run north, west and east of the city.



Photo 3. Chongqing, China, a leader in planning that connects rural areas to the urban core. (HelloRF Zcool/shutterstock)

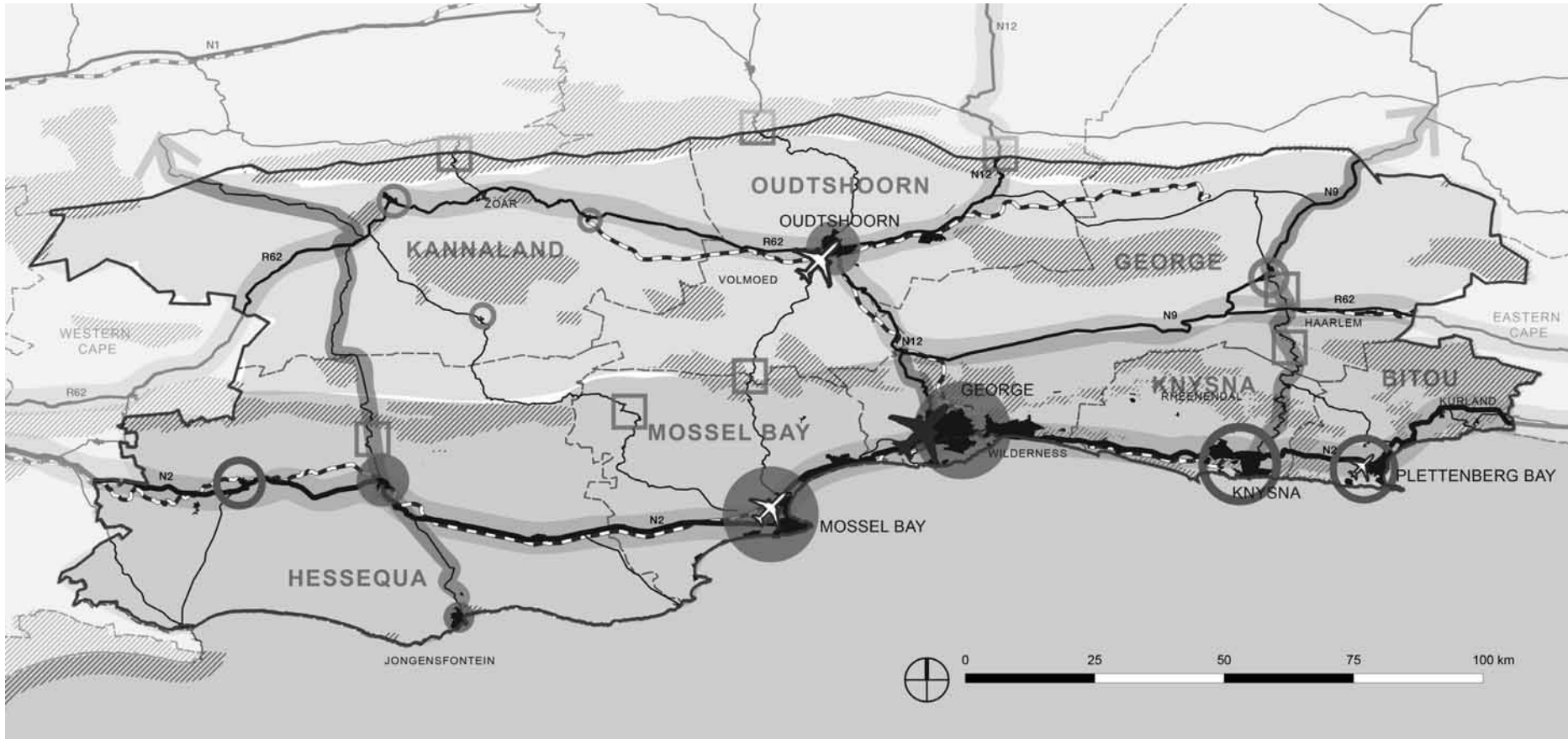


Figure 61. The SDF Spatial Concept

- | | | |
|------------------------------------|---|---------------------------|
| Eden District Boundary | Upgrade Routes to Serve East -West Function | Consolidate Inland Center |
| Local Municipal Boundaries | Upgrade Inland to Coastal Routes | Mountain Passes |
| Settlement | Grow Coastal Center | Mountainous Areas |
| Airports | Consolidate Coastal Centre | Klein Karoo Landscape |
| Existing National East-West Routes | Grow Inland Center | Garden Route Landscape |

4.2. The Economy IS the Environment

4.2.1. Objectives

Climate change, global economies and urban development are placing pressure on the declining rural economy. The fragile agricultural value chain needs to be bolstered by enhancing connections between rural and urban areas and developing ways to stabilise agricultural sectors.

The objective of the SDF is to limit the lateral spread of settlements as these are a predominant cause of habitat loss and consequently biodiversity loss. Similarly, the vulnerability of rural settlements including historic rural towns, farmworker and forestry villages must be prioritised. Additionally, inland, coastal, lake shore, high income estates must be evaluated in terms of need and household vulnerability, as well as the capacity of infrastructure, social services and economic realities.

Ultimately, the environment is the basis for economic development and growth in Eden District. The achievement of the following strategic objectives will unlock the District's economic growth potential.

4.2.2. Spatial Policy Statements & Guidelines

1. ECONOMY & ENVIRONMENT

POLICY 1.1. ESTABLISH, MANAGE AND MARKET THE GARDEN ROUTE AND KLEIN KAROO AS TWO UNIQUE SUB-REGIONS OF EDEN

Recognise the unique attributes, resources and risks of the Klein Karoo and Garden Route as two different but complementary, mutually reinforcing sub-regions. Designated SPCs (expanded on in Guideline 1.1.1) must be taken into account in terms of land use management, so that CBAs and protected areas are conserved and restored. Land use change should always favour rehabilitation of indigenous species in degraded areas

that have the potential to connect CBAs and protected areas.

This policy is in support of the District's Strategic Objective (SO4): Environmental management and public safety and their associated strategies.

- Protect and conserve important terrestrial, aquatic (rivers, wetlands and estuaries) and marine habitats, as identified through a Critical Biodiversity Area (CBA) mapping exercise or similar conservation planning process.
- Facilitate the formal protection of priority conservation areas (public and private), as well as the conservation of natural habitats that are not formally proclaimed nature reserves.

GUIDELINE 1.1.1. CONTAIN DEVELOPMENT AND MANAGE RURAL AREAS THROUGH APPROPRIATE APPLICATION OF SPCs

In line with WC DEA&DP guidelines for rural land use development, new investment in rural areas should not:

- Have significant impact on biodiversity;
- Alienate unique or high value agricultural land;
- Compromise existing farming activities;
- Compromise the current and future use of mineral resources;
- Be inconsistent with cultural and scenic landscapes within which it is situated;
- Involve extensions to the municipality's reticulation networks;
- Impose real costs or risks to the municipality delivering on their mandate; and
- Infringe on the authenticity of the rural landscape and heritage assets.

(DEA&DP, 2017)

The Eden District SDF adopts and recommends the application of the Draft WCG Rural Land Use Planning



Photo 4. The Unique Garden Route Character (www.aburstoflife.com)



Photo 5. The Unique Klein Karoo Character (www.scenicroute.co.za)



Photo 6. Mountain Pass in the Outeniqua mountains (drivesouthafrica.co.za)

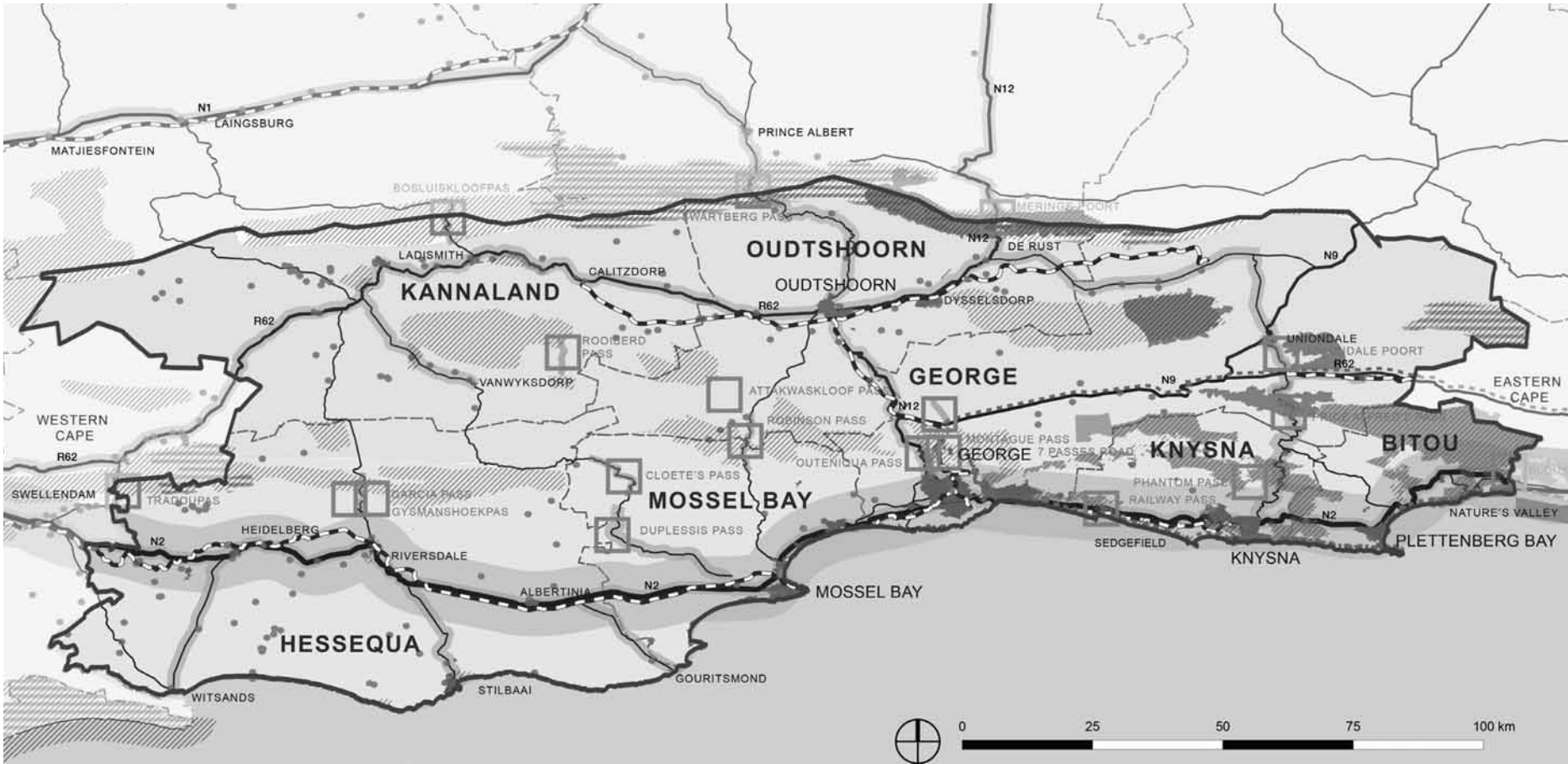


Figure 62. Environment and Cultural Landscapes

Legend

- Eden District Boundary
- Local Municipal Boundaries
- Settlement
- Roads

- Rivers
- Garden Route National Park
- Heritage and Tourist Routes
- The Garden Route
- Heritage Protected Areas

- Cultural Areas
- Mountain Passes
- Klein Karoo Landscape
- Garden Route Landscape

and Management Guidelines (2017) and their definitions of rural and agricultural Spatial Planning Categories.

The following land uses are permitted per Spatial Planning Categories as follows:

- **Core 1:** Critical Biodiversity Areas 1 (CBA) and protected areas, these include habitats classified as highly irreplaceable, critically endangered, or endangered terrestrial (land), aquatic (rivers, wetlands and estuaries) and marine habitats. It also includes essential biological corridors vital to sustain their functionality. These areas must be regarded as “no-go” for development and must be kept in a natural state, with a management plan focused on maintaining or improving the state of biodiversity. There should be no further loss of natural habitat and degraded areas should be rehabilitated.
- **Core 2:** Consists of two areas: Critical Biodiversity Area 2 (Degraded) and Ecological Support Area 1. these areas are in a degraded or secondary condition that are required to meet biodiversity targets, for species, ecosystems or ecological processes and infrastructure. These areas should be maintained in a natural or near-natural state with no further loss of natural habitat. These areas should be rehabilitated.
- **Buffer 1:** These areas may be degraded but still play an important role in supporting the functioning of Protected Areas or CBAs, and are essential for delivering ecosystem services. These areas should be restored and/or managed to minimize impact on ecological infrastructure functioning; especially soil and water-related services. Two components of the rural landscape make up Buffer 1 Areas: (i) Ecological Support Area 2: Restore and/or manage to minimize impact on ecological infrastructure functioning; especially soil and water-related services. (ii) Other Natural Areas: Minimize habitat and species loss and ensure ecosystem functionality through strategic landscape planning. Offers flexibility in permissible land-uses, but some authorisation may still be required for high-impact land-uses.

- **Buffer 2:** This category includes areas designated as Other Natural Areas, located in an extensive and/or intensive agriculture matrix (i.e. livestock production) as the dominant land use. The Buffer 2 SPC requires that habitat and species loss is minimized and that ecosystem functionality is preserved through strategic landscape planning. Buffer 2 areas offer flexibility in permissible land-uses, but some authorisation may still be required for high-impact land-uses.
- **Agriculture:** Comprises of existing and potential intensive agricultural footprint (i.e. homogeneous farming areas made up of cultivated land and production support areas). It includes areas in which significant or complete loss of natural habitat and ecological functioning has taken place due to farming activities. Existing and potential agricultural landscapes should be consolidated and protected; sustainable agricultural development, land and agrarian reform, and food security should be facilitated and ecosystems must be stabilised and managed to restore their ecological functionality

- **Settlement:** This category includes all existing cities, large and smaller towns, villages and hamlets. Settlements are delineated by municipalities in terms of an urban edge or by DEA&DP in terms of the 2014 NEMA Listing Notices as urban areas. The purpose is to develop and manage settlements on a sustainable basis. Wherever possible existing settlements should be used to accommodate non-agricultural activities and facilities.

GUIDELINE 1.1.2. PROTECT AND CONSERVE EDEN DISTRICT’S IMPORTANT TERRESTRIAL, AQUATIC AND MARINE HABITATS

Facilitate the formal protection of priority conservation areas and natural habitats that are not formally proclaimed nature reserves.

The following mechanisms must be implemented when considering formally protected areas of endangered and irreplaceable biodiversity. These mechanisms include:

- Private Land: involving Stewardship Contract Nature Reserves, Biodiversity Agreements or Protected Environments,

CBA Map Category →	Protected Areas	Critical Biodiversity Area 1 (Terrestrial/ Aquatic)	Critical Biodiversity Area 2 (Degraded)	Ecological Support Area 1 (Terrestrial/ Aquatic)	Ecological Support Area 2	Other Natural Areas (Natural to Near-natural / Degraded)	No Natural Remaining
Spatial Planning Category ↓	PA	CBA 1	CBA 2	ESA 1	ESA 2	ONA	NNR
CORE 1	•	•					
CORE 2			•	•			
BUFFER 1					•	•	
BUFFER 2						•	
AGRICULTURE							•
SETTLEMENT							•

Table 10. SPC CBA category relationship table (Draft WCG Rural Land Use Planning and Management Guidelines, 2017)

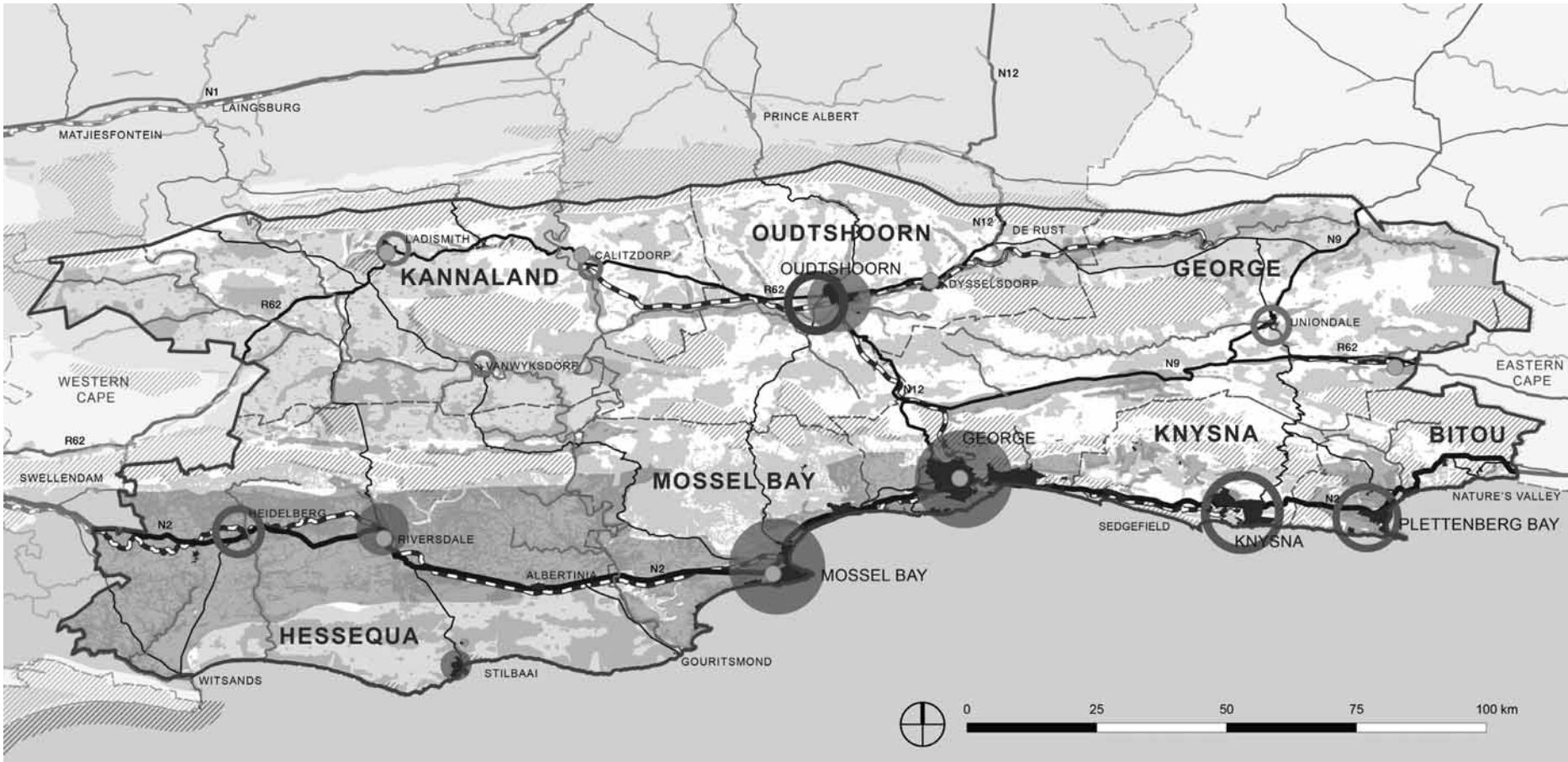


Figure 63. The Economy is the Environment

- Heritage Protected Areas
- Critical Biodiversity Areas

Agricultural Infrastructure

- Proposed Agrihub
- Farm Production Support Areas

Growth Management

- Grow Coastal Center
- Consolidate Coastal Centre
- Grow Inland Center
- Consolidate Inland Center

Primary Agricultural Sectors

- Orchards and Vines
- Grains and Pastures
- Extensive Farming

- Municipal Land: Nature Reserve or Municipal Biodiversity Agreement (e.g. City of Cape Town,)
- Forest Nature Reserves through the National Forest Act and Wilderness Areas into Wilderness Act,
- Title deed restrictions where land has been designated under the Stewardship Programme or declared a Nature Reserve or Protected Environment,
- Contractual National Parks: the zoning of private properties to Open Space III could be used as a mechanism for conservation in terms of the 2016 DEA&DP Standard Draft Zoning Scheme By-Law. Financial and non-financial incentives have the potential to be linked to the conservation on private land with title deed restrictions.

POLICY 1.2. PROTECT THE DISTRICT CULTURAL LANDSCAPE AND HERITAGE RESOURCES

The PSDF Heritage and Scenic Resources Specialist Study (2013) provides guidance in terms of the development of spatial form and the character of settlements. These guidelines are adopted in this SDF and should be referred to in land use management decision making. The development of a settlement (consolidation or growth) should take the existing (and sometimes historic) structure and spatial form of an existing settlement into consideration and strengthen its character.

The spatial form of all settlement areas from large towns to hamlets must be compact and respond to the settlement form, as well as the topography of the landscape. This is required to ensure the protection of Eden District's heritage, cultural, scenic and environmental assets.

GUIDELINE 1.2.3. IDENTIFY AND PROTECT SCENIC AND CULTURAL LANDSCAPES IN EDEN DISTRICT

The significant scenic and cultural assets that drive growth of the service sectors have been identified for protection. These include agricultural landscapes and landscape features such as mountains, valleys, passes, estuaries, rivers and plains (Figure 62 and Figure 63).

The main cultural heritage and scenic resources as identified in the PSDF include:

Scenic routes and passes: Tradouw Pass, Garcia Pass, Cloete's Pass, Robinson Pass, Attaque-kloof Pass, Outeniqua Pass, Montagu Pass, Prince Alfred's Pass, Railway Pass (George-Knysna) and Old George-Knysna Road (7 Passes Road).

Important historic settlements: Haarlem, Uniondale, Oudtshoorn, De Rust, Ladismith, Calitzdorp, Riversdale, Van Wyksdorp, Heidelberg and Zoar.

Important natural landscapes: Stilbaai fish traps, Blombos Caves, Langeberg Mountains, Attakwasberg, Outeniqua Mountains, Langkloof and Tsitsikamma Mountains and Kougaberge. The Wilderness Lakes Ramsar Site, Swartvlei Lagoon, Knysna Lagoon and Bitou / Keurbooms River estuaries are among the water landscapes identified.

The landscape character of these areas and settlements must be safeguarded, and uncompromising development on ridge lines or in important view corridors must not be allowed.

POLICY 1.3. GROW AN INCLUSIVE AGRICULTURAL ECONOMY

Agriculture plays a significant role in Eden District municipality, it provides opportunities to increase employment and grow products for local and international markets. It also contributes to the Gross Domestic Produce (GDP), provides food security or a "food basket" in close proximity to major settlements and is the base for tourism activities (Laskey, 2013:60). Protecting and promoting the agricultural economy is therefore a priority for the District.

The preservation of agricultural land and the integrity of agricultural operations must be protected and enhanced. The conversion of irrigated, arable land is not supported in terms of the Subdivision of Agricultural Land, Act no. 70 of 1970, section 3 (f). This act states that "no area

Durban Metropolitan Open Space System (MOSS)

D'MOSS or the Durban Metropolitan Open Space System, is a network of open spaces that consists of a total of 74 000 ha of land and water. It integrates areas of high biodiversity value with a system of open spaces. In 2010, it was incorporated into planning schemes as a control area or overlay. As a result, D'MOSS is used as protective tool to conserve many provincial and national threatened ecosystems and species in Ethekewini Municipality. In addition, D'MOSS provides a variety of "ecosystem goods and services to all residents of Durban, including the formation of soil, erosion control, water supply and regulation, climate regulation and cultural and recreational opportunities" (Ethekewini Municipality, 2017).

Ethekewini Municipality has also introduced incentives to decrease the financial burden on D'MOSS landowners who manage their land for conservation purposes. This has made it easier to ensure that the residents of the municipality will have access to ecosystem goods and services provided by D'MOSS. These are required to satisfy human needs and enhance our quality of life they are also needed to respond to the impacts of climate change. In Eden District, through incentives and clearly defining the Open Space System, it can be used to conserve and protect the natural environment, as well as improve residents' access to the goods and services that it provides.



Photo 7. Example of D'MOSS (Ethekewini Municipality, 2017)

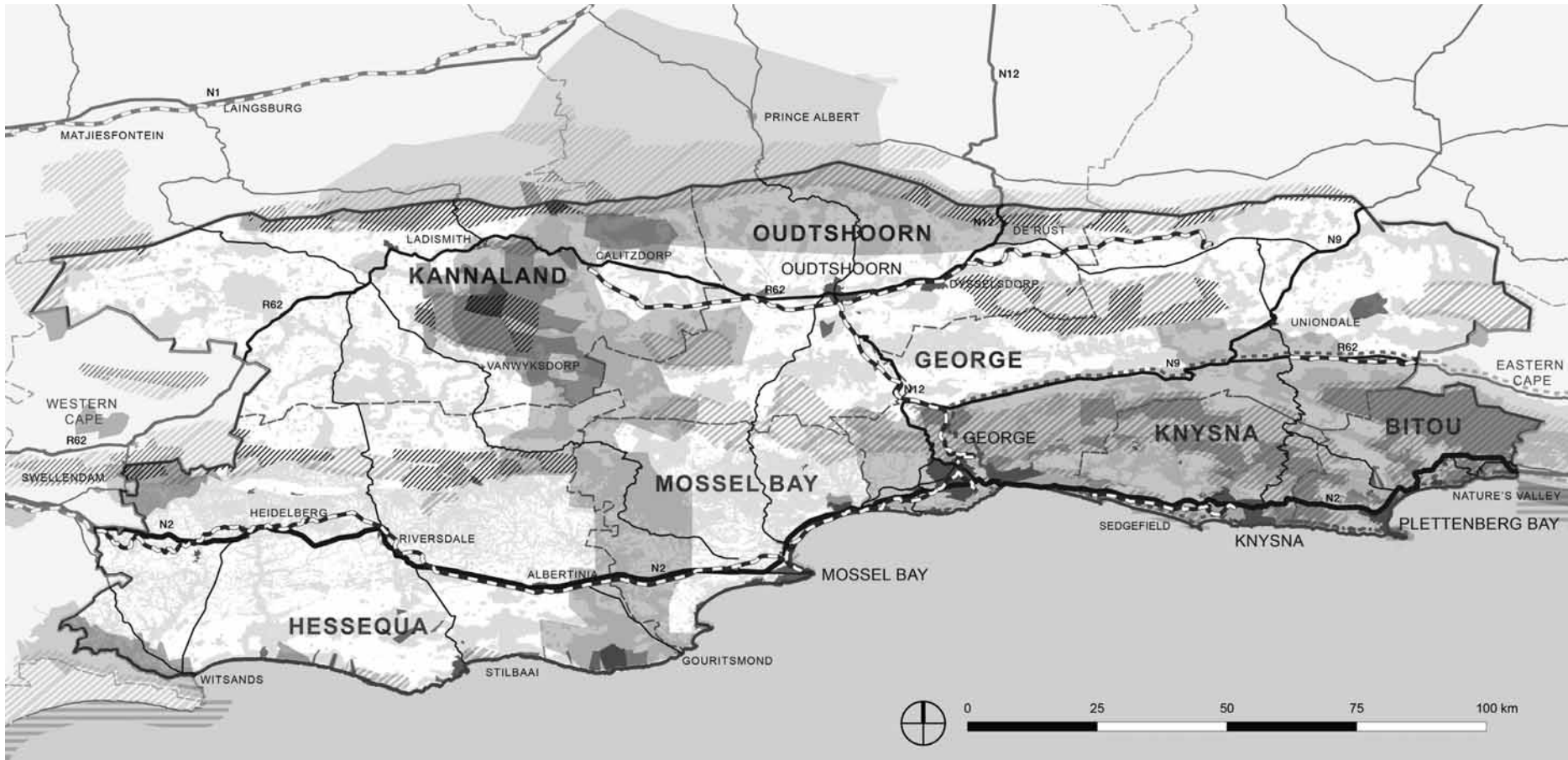


Figure 64. The Economy is the Environment

Protected Areas

-  Eden District Boundary
-  Local Municipal Boundaries
-  Settlement
-  Roads
-  Rail
-  Critical Biodiversity Areas
-  Mountain Catchment Areas
-  Marine reserves
-  Private Nature Reserves
-  National Nature Reserves & Parks
-  Conservancies
-  Biosphere reserves
-  Buffer zones
-  Garden Route National Park (GRNP)
-  GRNP Buffer Zone

of jurisdiction, local area, development area, peri-urban area or other area... of the definition of 'agricultural land' in section 1, shall be established on or enlarged so as to include, any land which is agricultural" (Agricultural Land Act, 1970).

Development directed at ensuring water security for the agricultural sector and job creation for the inhabitants of the District should be a priority. In order to achieve this, disaster risk management measures must be implemented in order to protect important agricultural land, resources and employment that may be lost through flooding, water shortage and wild fires.

This underscores the need to protect agricultural land as stipulated in the Draft Preservation and Development of Agricultural Land Bill (2016):

- *It is in the national interest to preserve, and promote sustainable use and development of agricultural land for the production of food, fuel and fibre for the primary purpose to sustain life further recognising that high value agricultural land is a scarce and non-renewable resource; and recognising that it is in the interest of everyone to have agricultural land protected, for the benefit of present and future generations;*
- *The sustainable development of agricultural land requires the integration of social, economic and environmental considerations in both forward planning and ongoing agricultural land management to ensure that development of agricultural land.*

Therefore, the regional rural landscapes and resources of Eden District should be rejuvenated to rebuild an agricultural economy based on the assets and resources of the District. The potential broadening of production and expansion to products should also be explored, in order to make a more significant contribution to national food security. Some of these resources include the forest, hops, fruit, livestock, flowers, honeybush and sustainable fynbos harvesting.

Agri-hubs and agri-processing zones have been identified in the Eden District Rural Development Plan, as well as B Municipality SDFs. These include:

- Agri-hub in Oudsthoorn,
- Aqua Hub in Mossel Bay

GUIDELINE 1.3.4. SUPPORT AN INCLUSIVE AND ACCESSIBLE AGRICULTURAL VALUE CHAIN

Integrate the proposed investment into Agri-hubs and rural support outlined in the Eden District Rural Development Plan.

POLICY 1.4. FACILITATE INCLUSIVE AND EQUITABLE, MANAGED PUBLIC ACCESS TO THE COASTLINE AND ESTUARIES

The coastline is a key economic resource and a public amenity for the District. Public access to this resource must be secured in an equitable and sustainable manner. Coastal management is a shared responsibility of the District and Local Municipalities with strong support from the Western Cape Government. The District has a critical role to play to ensure that the coastline, albeit the stretches of it that fall within different municipalities, is managed consistently as a system. Access to the coastline is also important, as it can be a means of promoting local economic development and tourism.

GUIDELINE 1.4.5. SUPPORT INCLUSIVE AND EQUITABLE, MANAGED PUBLIC ACCESS TO THE COASTLINE AND ESTUARIES

The coastline and estuaries should be given generous buffer zones, because of their ecological role in water filtration and purification. These coastal features are also critical wildlife habitats. Experts in the relevant field must monitor these areas on a regular basis. All inhabitants of the District municipality should have broadly equitable and easy access to similar coastlines and estuary resources. However, human intervention in these areas should be minimal and be aimed at only increasing the passive recreational value of the resource.

WCG Climate Resilience and SmartAgri Plan (2016)

Climate change is one of the most serious issues facing the world, and will have significant implications for rain fall, biodiversity and water supply and the agricultural sector in the Western Cape Province. The Western Cape Climate Change Response Strategy, 2014 (WCCCRS) pro-actively outlines sector responses to create climate change resilience within the province.

The SmartAgri Plan (2016) builds on the WCCCRS and its Implementation Framework, specifically the focus area of food security. It also aligns closely with the current five-year Provincial Strategic Plan and the WCG: Agriculture Strategic Goals.

Owing to its position as a highly vulnerable sector, the agriculture is the first sector in the province to benefit from a climate change response framework and plan.

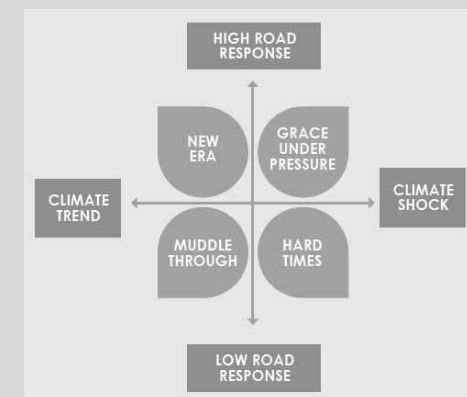


Diagram 10. The Four Climate Response Scenario Combinations (The SmartAgri Plan, 2016)

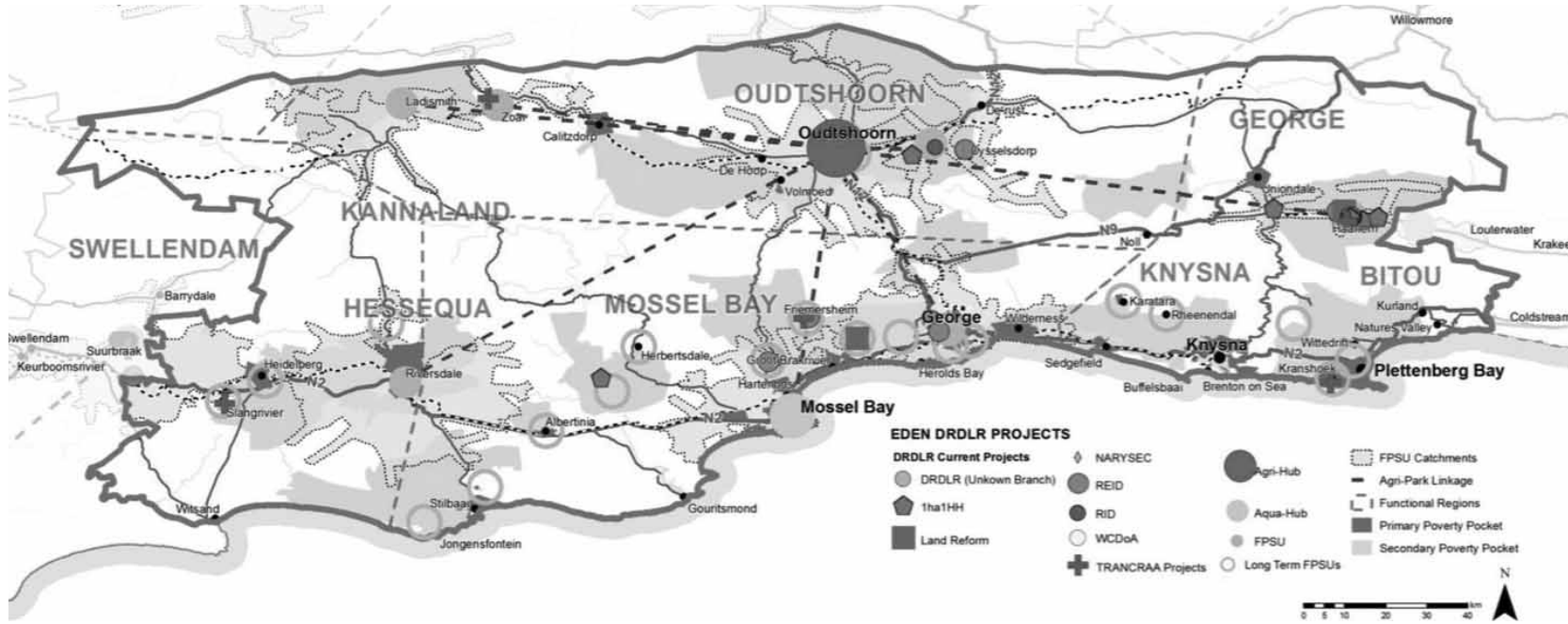


Figure 65. Eden Agri-Park Composite Map (Eden District Rural Development Plan)

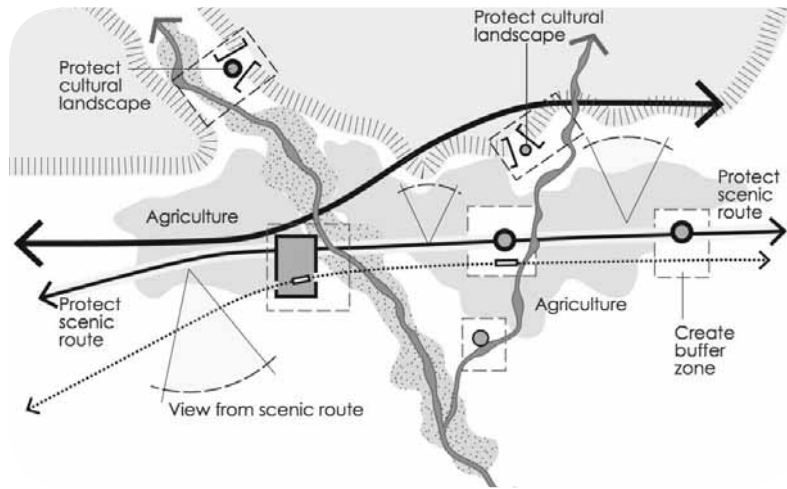


Figure 66. Protect Scenic and Cultural Landscapes (2013 PSDF)

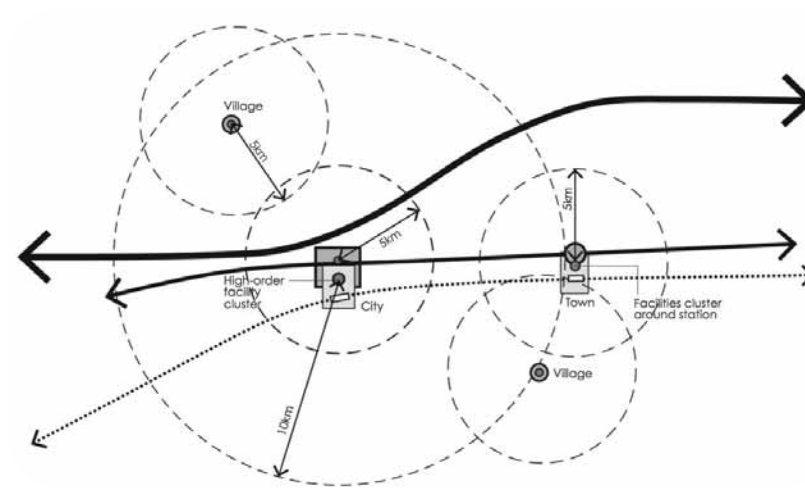


Figure 67. PSDF Integrate the Rural and Urban Space Economies

POLICY 1.5. MANAGE DEVELOPMENT ALONG THE COASTLINE IN A SUSTAINABLE AND PRECAUTIONARY MANNER

The coastline is a key economic resource for the District. If land use along the coast is not managed well, its quality will deteriorate and in turn the economic value derived from the coastline will be lost. The coastline also presents significant risks associated with the impacts of climate change, such as increased storm surges, shoreline movement and sea level rise (CapeNature, 2017).

A Draft Coastal Management Line (a development limit), as well as a Coastal Protection Zone (a planning and management zone) has been identified for Eden District. The draft lines are shown in Figure 68 and are based on a coastal risk assessment for 20 year (high risk), 50 year (medium risk) and 100 year (low risk) horizons. No further development is permitted within the Coastal Management Line. Note that the provisions that apply to the Coastal Management Line must still be determined and once finalised they must be incorporated by the B Municipalities in the District.

GUIDELINE 1.5.6. COASTAL MANAGEMENT

Coastal sensitivities must be integrated into all applicable planning decisions within the coastal region, in order to protect existing property, infrastructure and ecology. This will also ensure that only responsible and ecologically sustainable development takes place in high risk areas.

To prevent flooding of vulnerable coastal properties, natural defenses in the form of primary dune systems, estuarine mudflats and sand dunes should be safeguarded from further conversion through urban development or agricultural practices. There should be no development on primary dune systems or below the 5m contour line surrounding estuaries (Ecosystem Guidelines for Environments in the Western Cape, 2016)

Where feasible the retreat of at risk infrastructure should be considered in high hazard zones. The Eden District Draft Coastal Management Plan (2017) provides detailed

guidance on land and infrastructure management within the coastal zone.

POLICY 1.6. MANAGE AND MITIGATE FLOOD RISK

The risk of extreme events associated with climate change is occurring more frequently and in a manner that impacts on the District. Land uses must be managed to reduce the risk of flooding and to protect human life and property in the case of extreme flooding. Where critical infrastructure and areas are located within flood risk areas, the resilience of these settlements in the instance of extreme events will be compromised.

To improve District resilience to climate change, the flood risk mitigation strategies must be integrated into the land use management and infrastructure master planning systems of the B municipalities.

Flooding is a natural ecological process that occurs in many parts of the region. Sustainable urban drainage systems and ecologically sound rural practices must be adopted when planning new development and approving changes to existing land uses. This is required in order to reduce the future risk of flooding and associated impacts on life and property in both rural and urban areas at significant economic and social cost.

This policy is in support of the District's Strategic Objective (SO4): Environmental Management and public safety and associated strategies.

- The design of new infrastructure, in particular storm water systems, should consider the higher frequency of flooding associated with extreme weather conditions.
- There should be no development of new hard protective structures within storm water networks; sustainable urban drainage is preferred.

GUIDELINE 1.6.7. FLOOD RISK MITIGATION

Flood lines should be ground-truthed in the District and incorporated into the local municipalities' SDFs. Estuarine Management Plans should be developed for

Mossel Bay Growth Options Study: The Importance of Coastal Management

A pattern of urban sprawl along the coastline in Mossel Bay has heavily eroded the natural scenic qualities of this portion of the Garden Route. A pattern of unconsolidated urban growth resulting in continuous development along the coastline and abutting riverine corridors and estuaries will ultimately destroying and terminating the integrity of this landscape by negatively affecting visual linkages with the coastline.

From a cultural landscape perspective, the sprawling growth scenario that is occurring is highly undesirable in that it will ultimately destroy the remaining heritage and scenic qualities of this section of the District, and the experiential qualities of a number of important heritage places and routes embedded within this landscape. This will in turn undermine local tourism.

The municipality will also be liable and responsible for any future infrastructure that will be required in this area. Flood damage to infrastructure as a result of developing along the coast can have destructive consequences in terms of limiting access and increasing the costs of repair. In the long term, replacing this infrastructure may result in ecological and economic costs of ongoing flood damage and sea level rise, which places a financial burden on the municipality to maintain.

Therefore adhering to a more compact urban growth scenario and restricting any future development within the Coastal Management line will have a minimal impact on the significance of the cultural landscape.

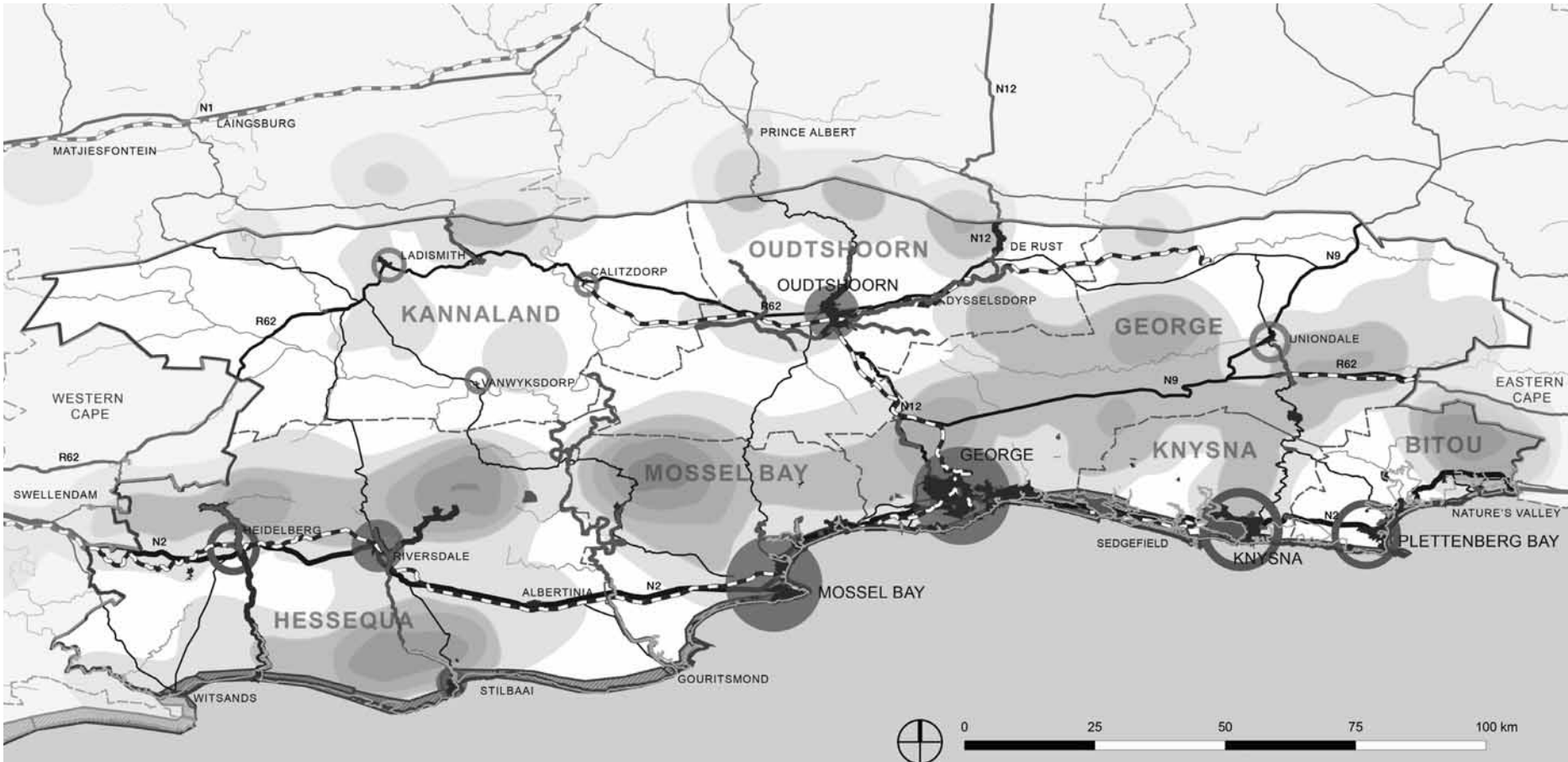


Figure 68. Environment Risks (EDM Disaster Risk Management (2017)

- Rivers
- Draft Coastal Management Line
- ▨ Sea Level Rise Risk

Fire Risk

- Very High

- High
- Medium
- Medium to Low

Flood Risk

- Very High
- High

Growth Management

- Grow Coastal Center
- Consolidate Coastal Centre
- Grow Inland Center
- Consolidate Inland Center

the Estuaries as the District is responsible for managing estuarine environments traversing municipalities.

As a general principle, large rivers should have a buffer zone of a minimum width of 150 m, medium rivers with a zone of 75 m and smaller rivers with a 32 m buffer. No development should occur within 1:100 flood lines surrounding rivers (DEA&DP, 2017). This will ensure that water quality and wildlife habitats are protected. In addition, it will aid in designating where and where not settlements should be developed or expanded and will aid in preventing the dumping of waste and chemicals in rivers.

New development should not be allowed to occur on slopes steeper than 1:4 as the land cleared for development increases erosion and stream siltation. Where development is permitted, it must be associated with sustainable urban drainage design. The design of new infrastructure should consider the higher frequency of flooding associated with extreme weather conditions.

POLICY 1.7. MITIGATE FIRE RISKS AND IMPACTS ON DISASTER MANAGEMENT

The SDF recognises that veld fire is a natural ecological process that occurs in many parts of the region. However if it is not managed or settlement patterns exacerbate the risk of veld fire, it places great risk to life and property in both rural and urban areas, at a significant economic and social cost.

Eden District has a direct disaster risk management mandate but the implementation of mitigation measures is directly impacted by land use management by the B Municipalities of the District. Therefore, the Eden District Municipality's Disaster Risk Management Department must be given an opportunity to provide input into development applications in interface areas where veldfire is a risk. A protocol between Eden District and local municipalities must be developed to facilitate this.

The management of veld fire risk must be integrated into the Planning By-Laws and the urban edge management of the Municipalities. This policy is in support of the District's Strategic Objective (SO4): Environmental management, public safety and associated strategies.

GUIDELINE 1.7.8. IMPLEMENT VELDFIRE MANAGEMENT ZONES

High veld fire risk areas and asset protection zones – the zones between the built environment and the hazard area within which modifications are made to protect the built environment – should be identified and incorporated into municipal planning systems.

Eco-estates must be conditioned to ensure ecological fire regimes at the correct intervals. Landowners in fire-prone areas should be encouraged to join the Southern Cape Fire Protection Association. Vacant properties which are poorly managed and present a fire risk should be identified and measures must be put in place to enhance the management and mitigate against the fire risk of these properties. Management zones must be in line with guidelines found within the ecosystem guidelines for environments in the Western Cape (2016).

GUIDELINE 1.7.9. ALIEN VEGETATION MANAGEMENT

Alien vegetation reduces biodiversity, exacerbates fire and flood risk and invades wetlands and catchment areas. Wetlands and catchment areas then lose the ability to retain rainwater runoff that feeds rivers, which in turn negatively affects municipal water supply. In addition, the loss of riverine vegetation results in a higher rate of erosion and estuarine siltation.

Guidelines for the monitoring, control and eradication of alien invasive species can be found in Section 76 of the National Environmental Management: Biodiversity Act, 2004 (ACT 10 of 2004 (NEMBA) and ecosystem guidelines for environments in the Western Cape (2016).

POLICY 1.8. MANAGE REGIONAL INFRASTRUCTURE IMPLEMENTATION AND MAINTENANCE

With regards to all infrastructure aspects, the District should focus on adopting the approach of “reduce and re-use” before and whilst increasing infrastructural capacity.

Waste water treatment capacity is exceeded in a number of bulk wastewater treatment facilities in Eden District (most notably in Knysna). The ensuing pollution of rivers has an adverse impact on human health and the environment and presents a considerable social and economic cost.

Inadequate waste management places an additional threat to critical water sources. This is exacerbated both by drought and high rainfall periods. A new regional waste facility has been identified adjacent to PetroSA. However, lack of agreement between local municipalities is delaying the process. High transport cost will limit access for municipalities located further from the facility. Hence, there is need to consider alternate forms of integrated waste management, such as recycling incentives and a waste-to-energy plant.

Sanitation bulk infrastructure master planning must ensure that investments are timelessly made to secure the integrity of the District's environmental systems and ecological services and to ensure risk to public health is mitigated.

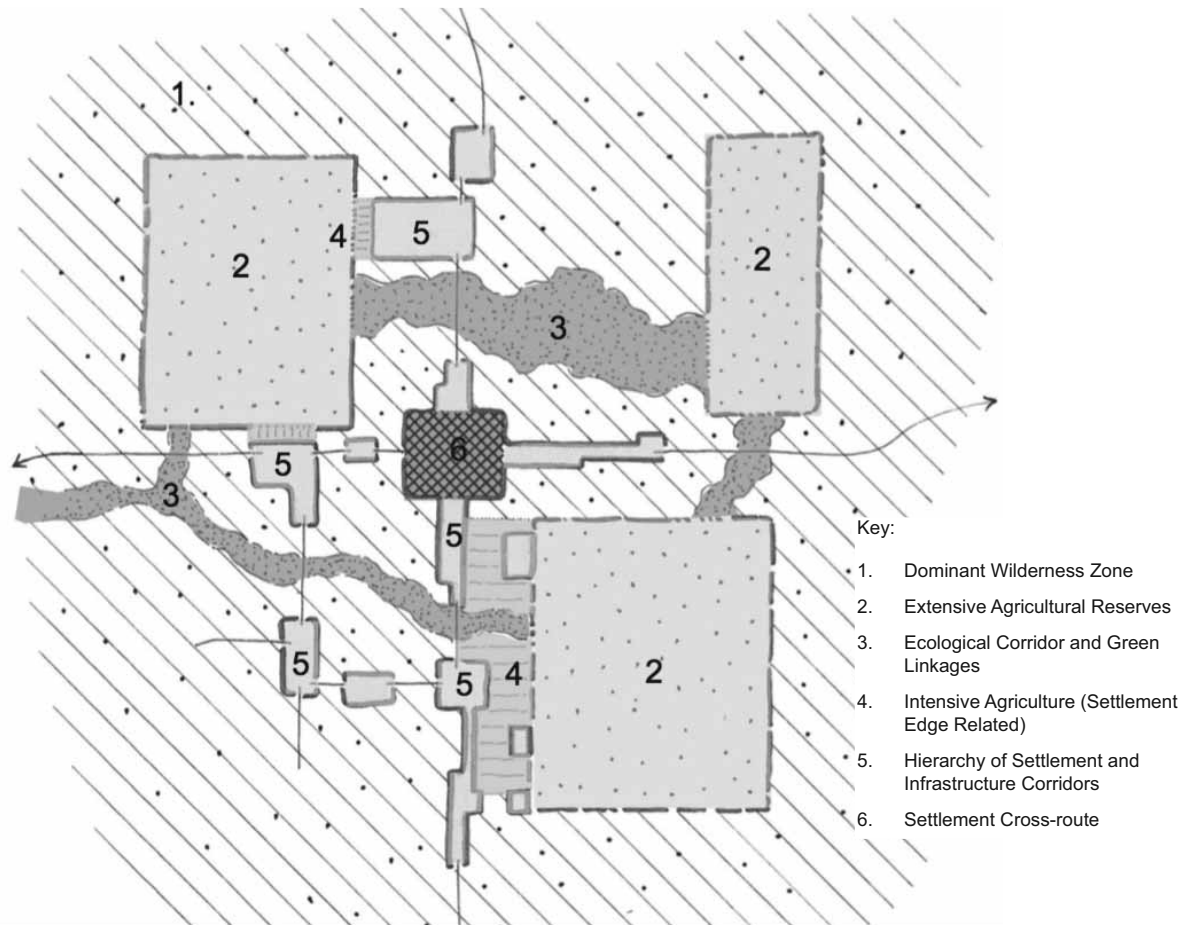


Diagram 11. The Three Regional Landscapes of Society - Wilderness, Rural and Urban



Photo 9. Flooding in Eden District (Source www.discoverededgefield).



Photo 10. Fire Disaster (Photo credit Chris Preen)



Photo 8. Examples of the Affects of Drought in Eden District (Source www.iol.co.za/news/south-africa/western-cape)

4.3. Equitable and Inclusive Regional Accessibility

4.3.1. Objectives

The transport system developed in the District must be appropriate and affordable for the inhabitants of the region. However, it must also gear the region for increased levels of growth and jobs. The contribution of informality to the broader economic vitality of the District must also be better understood in terms of informal public transportation.

4.3.2. Policy Statements and Guidelines

2. ACCESS

POLICY 2.1. RATIONALISE THE REGIONAL ACCESS NETWORK

It is necessary to establish an affordable and accessible integrated transport system that provides linkages across municipal boundaries to ensure that regional access is resilient. This can be achieved by implementing Guidelines 2.11 to 2.1.4.

GUIDELINE 2.1.1. REVIEW NEED, APPROPRIATE LOCATION AND IMPACTS OF THE N2 BYPASS

Given government funding constraints, the cost of realigning the N2 in various towns would be prohibitive. There exists a common misconception that introducing new roads leads to reduced traffic and economic benefits, as a result of easing congestion (Jaffe, 2015). However, it has been proven that building new highways encourages more people to drive, which contradicts any congestion savings. In fact, building new roads leads to more traffic. It has been found that increasing road capacity by 10% leads up to 3-6% more traffic in the short term and 6-10% more over the long term (Jaffe, 2015). Therefore, the high cost of introducing new highways, roads or bypasses places pressure on already strained government budgets in terms of road maintenance and increases carbon emissions.

The proposed N2 realignment also has the potential to negatively impact on the cultural landscape. Furthermore, due to EIA process requirements and land acquisition challenges, it is unlikely that the N2 bypass (designated by SANRAL) will materialise within the next five years, after which a review of the SDF will be required. The N2 realignment should be considered only as a long-term possible prospect. Currently only one portion of bypass has been earmarked for implementation by SANRAL in Bitou.

GUIDELINE 2.1.2. UPGRADE THE R62 TO ACCOMMODATE REGIONAL TOUR BUSES AND FREIGHT TRAFFIC

In order to improve congestion along the N2 (particularly during peak season), it is proposed that the R62 is upgraded to accommodate regional tour buses and freight traffic. This would enhance regional mobility and freight. There are three positive outcomes that could also potentially occur if the R62 were to be upgraded. Firstly, it would provide an alternative to the N2 for freight during peak season. Secondly, it would provide an additional route in the event of the closure of the N2 in a disaster situation. Thirdly, it would provide an economic driver to the towns along the R62, especially Oudtshoorn.

The R62 is a significant tourism route, the CNN has voted it as one of the top ten road trip destinations in the world (Bremmer & Shadbolt, 2017). It is proposed that in addition to upgrading the R62, land use and mobility tensions should be managed through street design and land use planning as opposed to the implementation of bypasses. This will ensure that the attractive quality of the route is maintained. An example of a tourism route in the Western Cape that accommodates both the scenic and tourism nature of a freight route is the section between Montagu and Barrydale as well as certain sections of the N2.

GUIDELINE 2.1.3. IMPROVE FREIGHT, TOURISM AND EMERGENCY MANAGEMENT CONNECTIVITY

It is necessary that the regional access network is rationalised. This would support access to the region's air, road, rail and port access points, promoting improved urban and rural transport linkages between communities and the businesses they support.

The role of the Eden District rationalised access network is envisioned below:

- George is envisaged as the primary regional ACSA commercial airport with recent accreditation as an international airport.
- Oudtshoorn is envisaged to consolidate its role as a training airport, with prospects to serve as a freight airport in support of the new role envisaged for the R62. Mossel Bay serves as both a training airport and a local light aircraft tourism entry point. Both airports have a specific function and should not compete with the George airport.

GUIDELINE 2.1.4. REVITALISE RAILWAY INFRASTRUCTURE, IMPROVING NATIONAL / MULTI-REGIONAL ACCESS

The urban areas that are situated along the coast of South Africa account for 23,6% of the national economy (Quantec Research, 2017). However, there is very poor rail infrastructure that links the urban areas along the coast from the Western Cape, to the Eastern Cape and KwaZulu-Natal (Figure 69). Therefore, it is imperative that the regional connectivity between these centres is improved in order to catalyse this economic potential. Railway infrastructure could play an important role in this regard. This could be achieved by extending the rail line between Oudtshoorn - Klippaart and Port Elizabeth towards Richard's Bay. Eden District forms part of this coastal corridor, and the success of the District in part depends on the success of this broader national corridor.

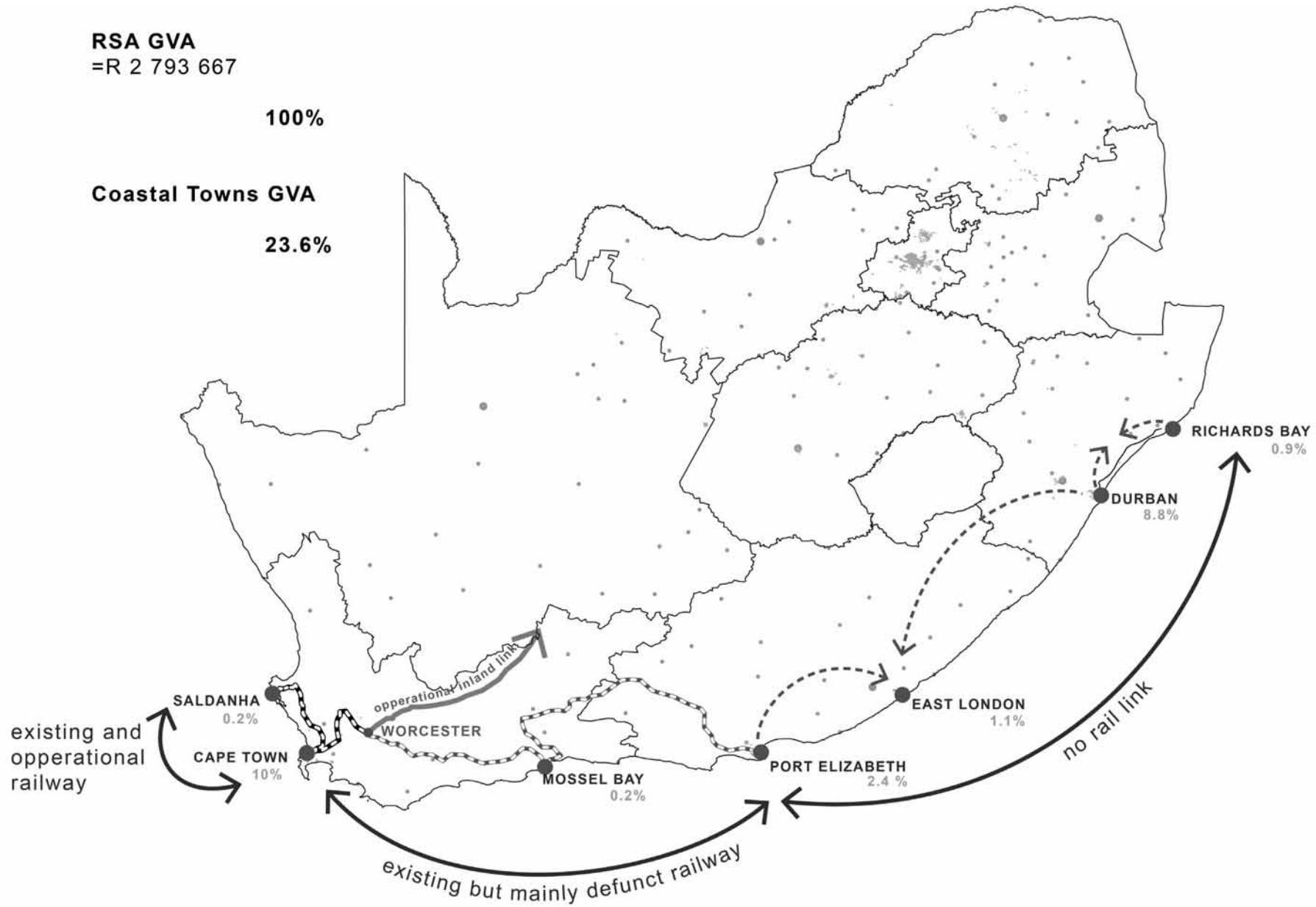


Figure 69. The Gross Value Added (GVA) of Coastal Municipalities and their Rail Infrastructure

Funding models beyond subsidies need to be considered in order to facilitate the rehabilitation of rail infrastructure.

POLICY 2.2. PRIORITISE ACCESS INFRASTRUCTURE AND SERVICES TO SUPPORT THE IDENTIFIED ROLE AND HIERARCHY OF TOWNS WITHIN THE REGIONAL SPACE ECONOMY

Investment in transport infrastructure and services in Eden District must:

- Align with and support a coherent network and hierarchy of regional nodes and linkages.
- Develop a demand responsive, balanced and sustainable rural transport system.

This policy supports the District's Strategic Objective (SO7): An Inclusive District Economy and its associated strategies.

GUIDELINE 2.2.5. CLUSTER SOCIAL FACILITIES TO OPTIMISE EQUITABLE ACCESS AND SPATIAL EFFICIENCY

The current and historic pattern of dispersed settlements across the District has resulted in a spatially fragmented distribution of social facilities. An equal distribution of facilities across an area as extensive as Eden District is unachievable and unsustainable, especially in areas with low densities and a scattered settlement pattern.

Conversely, it is necessary that access to social services is as equitable and efficient as possible across the dispersed District landscape. Therefore, it is required that future developments take place in an integrated and sustainable manner. The improvement of the District's spatial justice is highly dependent on the sustainable provision of fewer, but better quality and appropriate facilities. Spatial justice can also be improved by increasing the number of learner transport routes in rural settlements, as well as the number of satellite services such as libraries and clinics. Existing public facilities are illustrated in Figure 70 and Western Cape Government's planned public facilities are shown in Figure 74.

GUIDELINE 2.2.6. LOCATE REGIONAL FACILITIES AT THE MOST ACCESSIBLE POINTS IN REGIONAL NODES

Planning and investment in new facilities and facility upgrades should take account of a regional balance of need versus affordability. Facility rationalisation, upgrading and investment should be driven by the principles of co-location and clustering to improve affordability and convenience. This should respond to the development intention for the settlement (growth versus consolidation) and the role of the settlement within the regional settlement hierarchy.

Higher order, more accessible centres along primary regional routes should be the priority locations for social facility investment. The principle of clustering, as well as ease of access are the primary informants to locating new social services at a regional and provincial scale. Clusters or nodes of facilities must be located within walking distance of a public transport stop or along a higher order route within the regional or town level access network.

In addition, due to the economic growth potential of George Municipality and its existing strong educational offering, there is potential to expand the current university or develop a new facility. The university could enhance the tertiary sector by introducing a curriculum that is in line with the economic assets of the District, such as biodiversity resources and oil and gas economy.

POLICY 2.3. CONTAIN SETTLEMENT FOOTPRINTS AND LAND USE MIX TO PROMOTE WALKABILITY IN TOWNS

Establish walkable integrated and compact urban environments with a focus on Transit-oriented development (TOD). TOD is central to the SDF strategies. This term describes moderate to high density development that incorporates a mix of land uses, compact design, pedestrian and cycle friendly environments. It also promotes the clustering of public and civic spaces around the hub of a transit station or along a transit corridor.

Support integrated public transport proposals to achieve sustainable public transport through appropriate

settlement form and densities. In line with Rural Transport Strategies for South Africa, investment in transport infrastructure and services in Eden District must:

- Align with and support a coherent network and hierarchy of regional nodes and linkages.*
- Develop a demand responsive, balanced and sustainable rural transport system.*
- Ensure that development supports and improves motivation for walkability through the containment of the extent of towns and villages.*

POLICY 2.4. PROMOTE A BALANCED APPROACH TO MOBILITY AND ACCESS AT THE REGIONAL AND LOCAL LEVEL

When regional routes intersect local towns and local street networks there is a need to integrate the systems. A network of connected street hierarchies will offer greater benefits than the status quo, road classification approach. This connected method improves neighbourhood accessibility and the safety of people and their property. It also enables significant travel savings and economic benefits.

GUIDELINE 2.4.7. PROMOTE TRANSIT ORIENTED DEVELOPMENT (TOD)

To enhance their economic potential and strengthen the tertiary sector by attracting skills and investment, towns and cities in Eden District should be developed to become fiscally sustainable and pleasant places to live. In South Africa, TOD is a planning concept that encourages walkability and is characterised by:

- A mix of residential, retail, commercial and community uses.
- High quality public spaces and streets, which are pedestrian and cyclist friendly.
- Medium- to high-density development within 800 metres of the transit station (i.e. the TOD precinct).
- Reduced rates of private car parking.
- A rapid and frequent transit services.

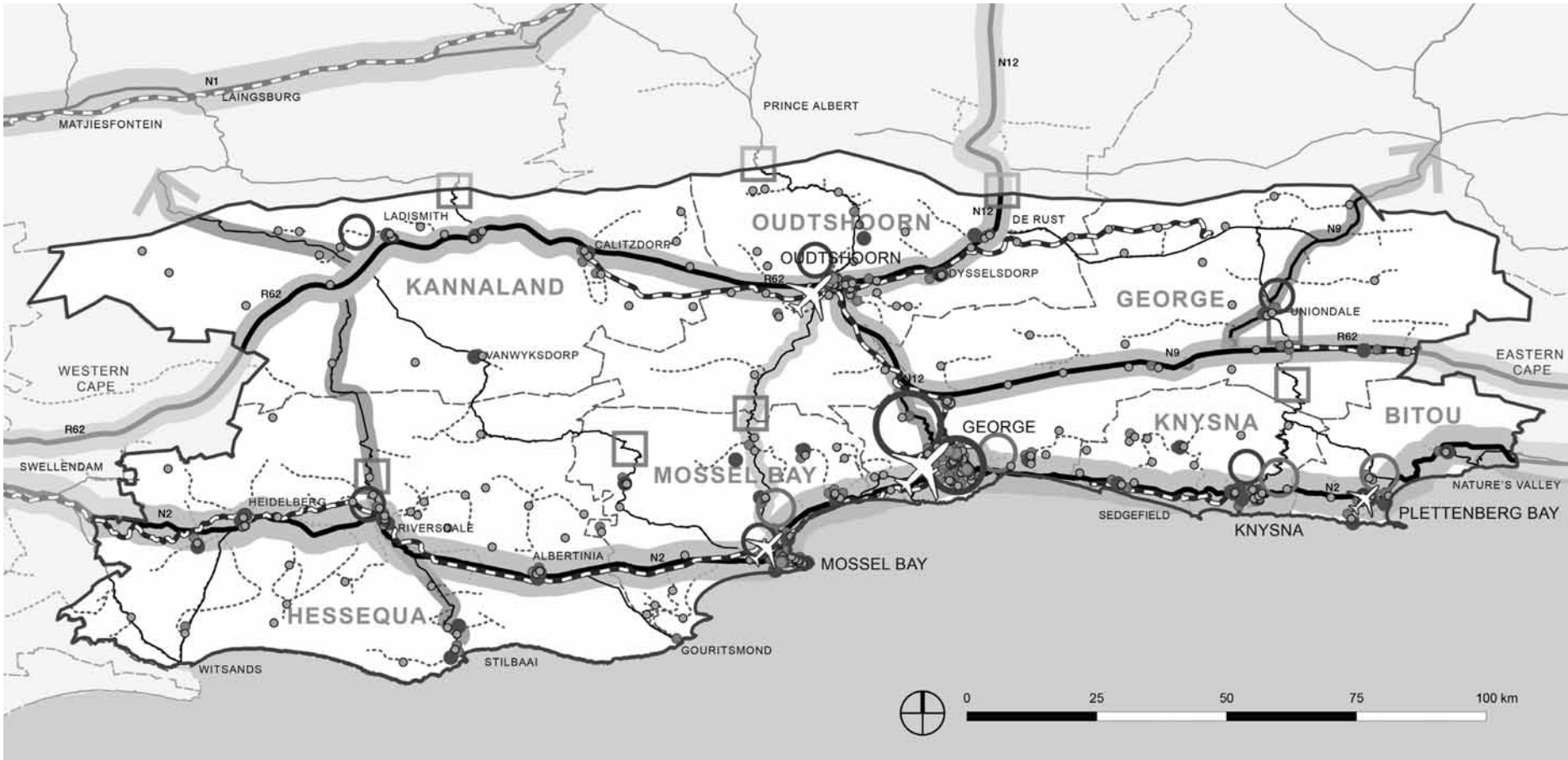


Figure 70. Equitable and Inclusive Regional Accessibility

- Existing National East-West Routes
- Upgrade Routes to Serve East -West Function
- Upgrade Inland to Coastal Routes
- Learner Transport Routes
- Mountain Passes
- Airports
- Social Facilities**
 - Wifi Stream Sites
 - Schools
 - FET Colleges
 - Tertiary Education
 - Clinics
 - Private Hospitals
 - District Hospitals
 - Regional Hospital

- High accessibility to the transit station.

More recently, the economic, financial and social returns of the concept of WalkUPs (Walkable Urban Developments) are being researched and demonstrated. This form of development has much higher density, employs multiple modes of transportation that get people and goods to walkable environments and integrates many different real estate products in the same place. New research reveals how walkable urban places and projects will drive tomorrow's real estate industry and the economy and what actions are needed to take advantage of these market trends. WalkUPs "will be the primary location of economic growth in... metropolitan areas, regionally significant WalkUPs will also play a significant role in the future" (Coes, 2017).

GUIDELINE 2.4.8. ENSURE COMPLETE STREETS WHERE REGIONAL ROUTES GO THROUGH TOWNS

The planning and design of the street cross section and land use along regional routes such as the R62 should be undertaken to create Complete Streets. This should be undertaken to balance mobility and accessibility needs.

Guidelines should be prepared for managing regional routes in a small town urban environment in line with the concept of Complete Streets. Complete Streets are designed and operated to enable safe access for all users, including pedestrians, cyclists, motorists and transit riders of all ages and abilities. Complete Streets makes it easier to cross the street, walk to shops and cycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.

In order to create Complete Streets, transportation agencies must change their approach to community roads. By adopting a Complete Streets policy, communities can help to direct their transportation planners and engineers to design and operate the entire right of way to enable safe access for all users, regardless of age, ability, or mode of transportation.

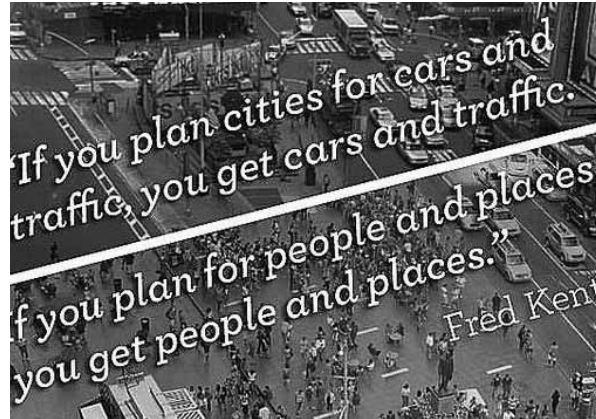


Figure 71. Planning for People (Fred Kent)



Figure 72. An Example of Improved Complete Streets in the USA

Complete Streets



WHAT ARE COMPLETE STREETS?

Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.

Creating Complete Streets means transportation agencies must change their approach to community roads. By adopting a Complete Streets policy, communities direct their transportation planners and engineers to routinely design and operate the entire right of way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists—making your town a better place to live.

What does a Complete Street look like?

There is no singular design prescription for Complete Streets; each one is unique and responds to its community context. A complete street may include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and more.

A Complete Street in a rural area will look quite different from a Complete Street in a highly urban area, but both are designed to balance safety and convenience for everyone using the road.

Figure 73. Complete Streets (SmartGrowth America, 2017)

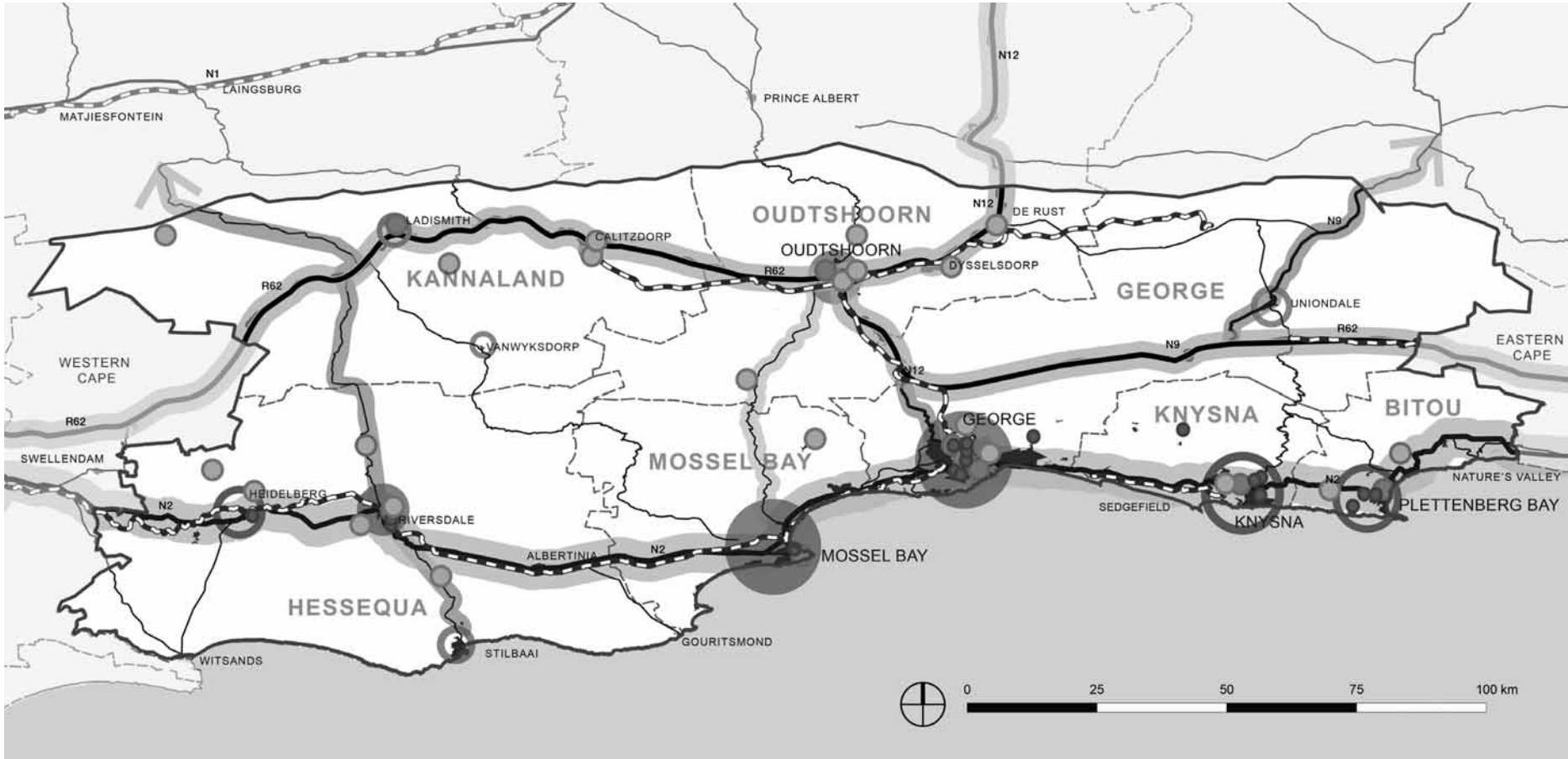


Figure 74. Access to Planned Projects (adapted from DEA&DP, 2017)

- | | | |
|---|--|--|
| <ul style="list-style-type: none">  Rail  Existing National East-West Routes  Upgrade Routes to Serve East -West Function  Upgrade Inland to Coastal Routes | <p>Planned Projects</p> <ul style="list-style-type: none">  Health  Environmental Affairs and Planning  Transport and Public Works  Education | <p>Growth Management</p> <ul style="list-style-type: none">  Grow Coastal Center  Consolidate Coastal Centre  Grow Inland Center  Consolidate Inland Center |
|---|--|--|

4.4. Sustainable Growth Management

4.4.1. Objectives.

The central objective is to align development and inclusive growth within real infrastructure capacity limits. This requires a radical shift in thinking about how and where to accommodate growth so that it is generative and cyclical rather than wasteful and linear. New ways of integrating development with infrastructure are recommended to secure a sustainable future for municipal finances, citizens and the economy. This change will necessitate a break from current institutional structures, planning approaches, non-integrated budgets and even procurement processes.

The SDF proposes a clear strategy for growth management that directs compact development for all settlements. Population growth must be directed to areas that are able to accommodate it, while settlements constrained by economic, ecological and infrastructural limits should be identified for consolidation. This is imperative to ensure municipal financial sustainability, balancing the need to invest in new infrastructure and proper maintenance programmes to keep existing regional assets in good condition.

The District and B Municipality planning and infrastructure investment plans, as per the mandate for this SDF, will need to align with this approach. Plans should also incorporate innovative regional waste and water solutions when considering the provision of new services.

At the provincial scale, this approach also relies on the rationalisation, alignment and clustering of social facility infrastructure. Additionally, the provincial housing pipeline must take into account the settlement growth management approach and align the location and prioritisation of housing investment. This will enable the integration of human settlements. In areas of consolidation, a strong focus on upgrading informal settlements and accommodating transient communities is required. In growth nodes new housing must be provided in well located areas.

This approach aligns with the SPLUMA principles of spatial justice, sustainability, efficiency and good governance, and necessitates a radical shift from business as usual. This includes finding ways to deliver more diverse housing projects and opportunities in locations where households can access the benefits of the regional space economy. Additionally, it is an explicit strategy to mitigate the history of spatial fragmentation, economic exclusion and socio-economic disparities.

4.4.2. Spatial Policy Statements and Guidelines

3. GROWTH MANAGEMENT

POLICY 3.1. DIRECT AND ENCOURAGE GROWTH TO MATCH CAPACITY, RESOURCES AND OPPORTUNITY IN RELATION TO THE REGIONAL SOCIO-ECONOMIC HIERARCHY OF CITIES AND TOWNS

Direct and encourage growth to match capacity, resources and opportunity in relation to the regional socio-economic hierarchy of cities and towns.

GUIDELINE 3.1.1. ALIGN GROWTH WITH INFRASTRUCTURE AND FISCAL CAPACITY

In order to make local planning and investment decisions, the district population growth, economic growth and growth potential, unemployment and the pipeline of development projects (especially housing projects) must be verified and calibrated. The capacity of urban systems to service development must also be properly tested within a Capital Investment Framework. This will aid in facilitating the sustainable allocation of resources to where need can be matched with economic growth potential.

This will also allow investment decisions (relating to settlement growth, infrastructure, housing, social facilities and so on), to be tested in relation to the realities of

current and future bulk capacity constraints and the long term operating impacts of capital investments.

A regional settlement hierarchy and framework for accommodating compact growth has been established in relation to infrastructure, economic and institutional capacity. Growth should be encouraged in towns that have economic, spatial and social capacity to ensure fiscal sustainability. The areas where growth should be directed are indicated in Figure 75. These areas include Mossel Bay, George, Oudtshoorn and Riversdale. Public capital investment in existing, remote (low income) settlements should only be considered where there is a compelling case for an existing or viable new economic base.

The SDF proposes a clear hierarchy and role of towns and recommends investment actions in line with these roles. The SDF directs growth to the regional services centres while it proposes consolidation for certain other nodes. The term growth refers to the accommodation of additional residents and expansion of facilities and social services in line with this.

The consolidation of settlements implies taking a strategic view on investment that facilitates population growth. Only making such investments where a compelling economic catalyst can demonstrate the financial, social and ecological sustainability of this investment. Settlements already stressed in relation to bulk service capacity or low economic growth should not be burdened with additional service delivery pressures that they cannot afford to service.

Settlements within the Eden District have been categorised in relation to the following roles and hierarchy. This builds on and refines the settlement categories set out in the 2009 SDF.

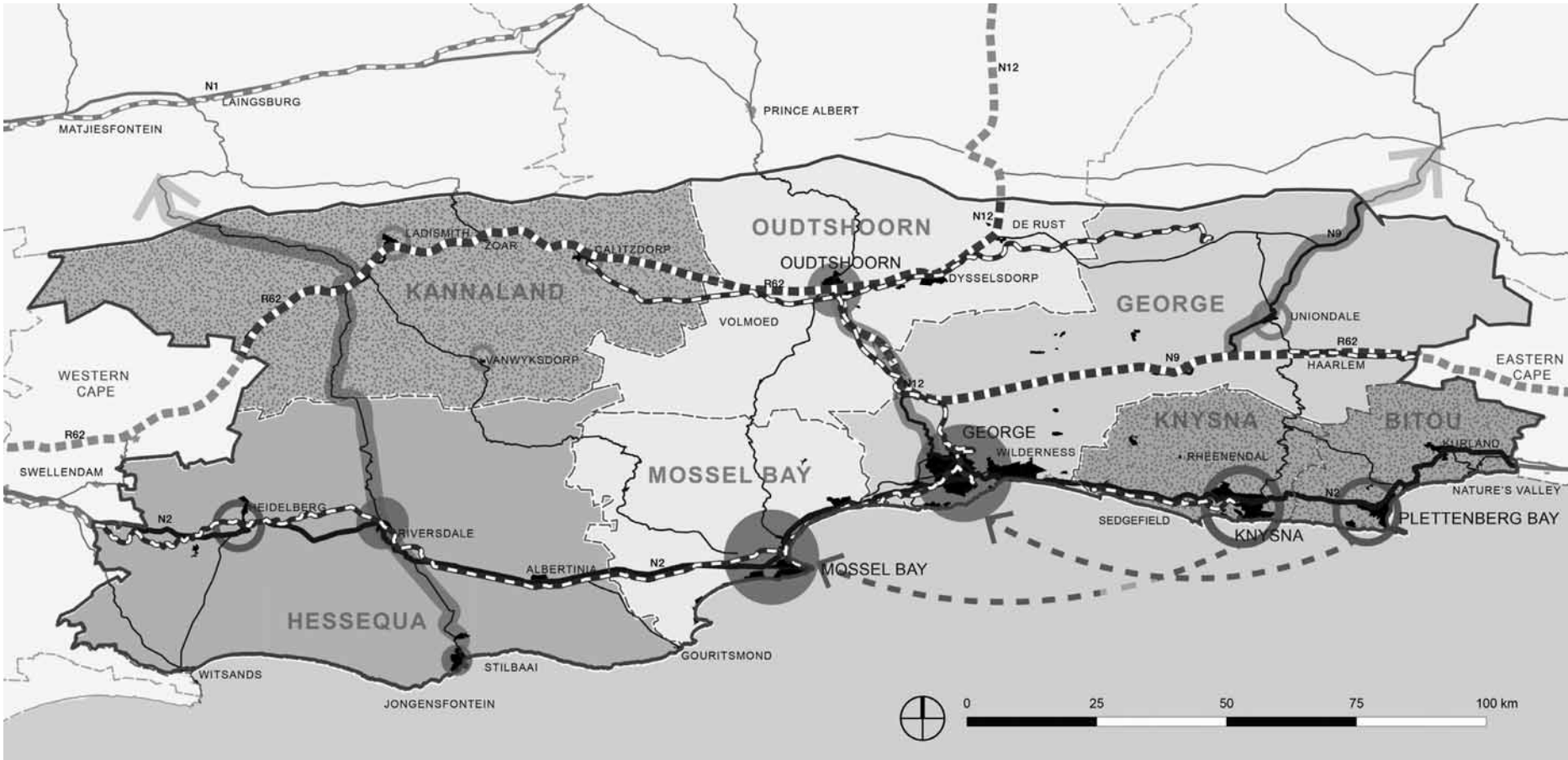
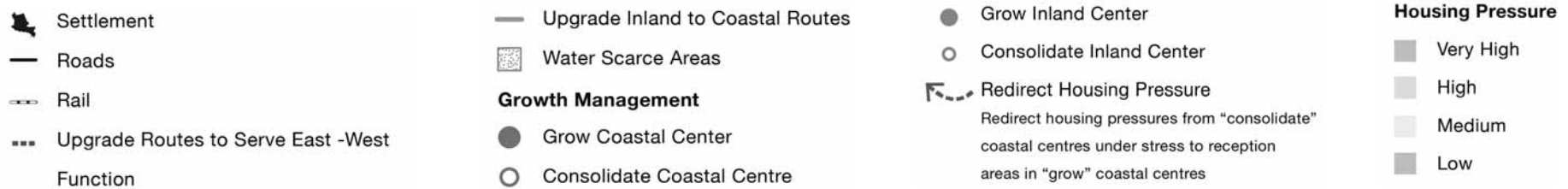


Figure 75. Sustainable Growth Management (adapted from DEA&DP, 2017)



1. Regional Service Centres:

- George: Major economic / services / education hub along the N2
- Oudtshoorn: Economic / transport hub along the upgraded R 62
- Mossel Bay: Economic / industrial hub along the N2
- Riversdale: Economic / transport hub along the N2

2. Specialised Coastal Centres:

- Knysna: Tourism, holiday, services and timber industry
- Plettenberg Bay: Tourism and recreation
- Groot Brak River: Retirement, recreation and tourism
- Sedgefield: Retirement, holiday homes and recreation
- Stilbaai: Retirement, holiday homes and fishing harbour
- Herold's Bay: Golf Estate
- Gouritsmond: Seaside holiday town
- Keurboomstrand: Retirement and second home
- Nature's Valley: Scenic recreation and second home
- Wilderness: Forest, beach tourism and residential
- Buffelsbaai: Beach and holiday town
- Brenton-on-Sea: Retirement and second home

3. Inland Service Centres:

These are Urban nodes focused on servicing the daily needs of the surrounding rural population and serving as agricultural and social support centres.

- Heidelberg
- Ladismith
- Albertinia
- Calitzdorp
- Herberdsdale

4. Villages

- Rheenendal
- Volmoed

- Friemersheim
- Karatara
- Brandwacht
- Schoemanshoek
- Spieskamp

5. Historic Inland Villages:

- Uniondale
- De Rust
- Haarlem

5. Inland Socio-economically Stressed Centres:

- Dysselsdorp
- Ruitersbos

6. Hamlets:

Small residential clusters without commercial or business uses, they include:

- Bitou: Kranshoek, Wittedrift, Kurland, Harkerville
- Knysna: Noetzie, Bracken Hill, Kanonkop,
- George: Avontuur, Victoria Bay, Kleinkrantz, Ongelegen, Noll
- Kannaland: Zoar, Amalienstein, Vermaaklikheid, Melkhoutfontein, Van Wyksdorp
- Hessequa: Groot Jongensfontein, Glentana, Slangrivier, Witsand
- Oudtshoorn: De Hoop, Vlakteplaas, Volmoed
- Mosselbay: Tergniet, Boggoms Bay, Vlees Bay, Nautilus, Moquini, Klein Brak Rivier, Dana Bay, Buisplaas, Ruitersbos, Jonkersberg

GUIDELINE 3.1.2. ROLES OF REGIONAL SERVICE CENTRES

Regional Service Centres are main urban centres. They contain industry, service sectors and innovative business environments. They are described as being suitable to accommodate population growth and are viably supported by the centre's infrastructure capacity and offer access to jobs, services and facilities. These

centres should be enhanced and further developed through integration, infill, densification and mixed-use development in well-located areas. The tertiary health, education, cultural facilities and government services in these centres should be supplemented or upgraded to meet need where necessary.

GUIDELINE 3.1.3. ROLE AND INVESTMENT FOCUS OF SPECIALISED COASTAL CENTRES

These urban centres have a special function (often tourism related), as well as important roles in servicing the surrounding areas and rural settlements. They should be complete settlements. Complete settlements aim to improve standards of living and social inclusion. Investment in these areas should prioritise achieving a balanced mix of uses, economic activities, socio-economic groups and services.

GUIDELINE 3.1.4. DEVELOPMENT APPROACH TO RURAL SETTLEMENTS

Investment and resource management in rural settlements must meet local convenience needs with basic social facilities for the surrounding rural communities. Emphasis should be placed on establishing complete settlements (as discussed above). Where possible new local economic drivers should be explored to sustain existing residents before fixed capital investment is prioritised here.

As indicated in Table 11 limited development is permitted in rural villages under the condition that it creates long-term economic activities and promotes a walkable, compact urban environment. Gowrie Village, located in the midlands in KwaZulu-Natal is an example of this type of development. The mixed-use, compact, high-density intervention was able to economically revitalize the town of Nottingham Road. Gowrie Village was able to seamlessly integrate into the urban form of the town as it had significant infrastructure in place and a number of social facilities. As a result, this walkable development has added character and a sense of place to the village of Nottingham Road.







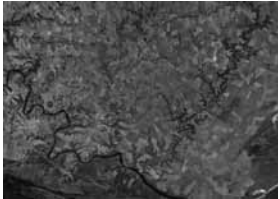
		Settlement	Function/Role	Appropriate Development	
1.	Regional / District Urban Centres	<i>Main urban centres in terms of location of new housing, jobs, services and facilities with a focus on development and densification. The urban centres accommodate main health, education, cultural facilities, as well as government services. These economic hubs contain industry, services sector and innovative business environments.</i>			
		George		General	Creation of walkable, integrated and compact urban environment with a focus on Transit-oriented development (TOD). TOD is the term used to describe moderate to high-density development that incorporates a mix of land uses, compact design, pedestrian- and cycle- friendly environments, and public and civic spaces around the hub of a transit station or along a transit corridor.
		Oudtshoorn			
		Mossel Bay		Private Residential	Consolidate and focus integrated development in these centres.
				Subsidised Residential	Consolidate and focus integrated development in these centres.
		Riversdale		Services and Facilities	Promote the central role for services and facilities, focus on accessibility for regional services.
				Economic Activities	Promote economic growth and diversification.
2a.	Specialised Centres Coast	<i>Urban centres with a special function (often tourism related), as well as a role in terms of servicing the surrounding areas and containing a mix of economic activities and services.</i>			
		Knysna	Tourism, holiday, services and timber industry	General	Creation of walkable, integrated and compact urban environment.
		Plettenberg Bay	Exclusive tourism		
		Groot Brak River	Sea holiday and retirement		
		Sedgefield	Retirement and recreation	Private Residential	Within urban edge only and keeps in character with promotion of a walkable, compact urban environment.
		Stilbaai	Retirement and 2 nd home and fishing harbour		
		Herold's Bay	Golf tourism		
		Gouritsmond	Sea holiday		
		Keurboomstrand	Retirement and 2 nd home	Subsidised Residential	Discouraged and should be limited, only if economic base and education facilities are present.
		Nature's Valley	Scenic recreation and 2 nd home		
		Wilderness	Tourism and residential node in forest		
		Buffalo Bay	Sea holiday		
Brenton-on-Sea	Retirement	Services and Facilities	Promote and cluster facilities to service the region.		
2b.	Specialised Centres Inland				
		Dysseldorp	Historic mission station	Economic Activities	Focus on strengthening the specialisation of the centre and development of existing value chain.
		Uniondale			
		De Rust	retirement and tourism		
		Haarlem	Historic mission		
		Ruiterbos	Mountain holiday resort		

Table 11. Regional Role and Hierarchy of Settlements and Appropriate Development

		Settlement	Function/Role	Appropriate Development	
3.	Rural Service Centres	<i>Urban nodes focused to service the daily needs of the mainly rural population in the area, key agricultural and social support centres.</i>			
		Heidelberg		General	Development must be in keeping with guidelines as set in the 2013 PSDF Study: Scenic and Cultural Resources.
		Ladismith		Private Residential	Within urban edge only and keeps in character with a walkable, compact urban environment.
		Albertinia		Subsidised Residential	Discouraged and should be limited, only if economic base and education facilities are present.
		Calitsdorp		Services and Facilities	Promote and cluster facilities to service the rural areas.
		Herbersdale		Economic Activities	Within the urban edge, focus on supports/diversifies agriculture, supports tourism, broadens the value chain.
4.	Villages	<i>Meeting the local convenience needs with basic social facilities for the surrounding rural communities.</i>			
		Volmoed		General	No extension of municipal reticulation networks or infrastructure.
		Friemersheim			Development must be in keeping with guidelines as set in the 2013 PSDF Study: Scenic and Cultural Resources.
		Katatarra		Private Residential	Limited development permitted under condition that it creates long-term economic activities and promotes a walkable, compact urban environment.
		Brandwacht		Subsidised Residential	Only farmworkers housing employed in the area.
		Schoemanshoek			
		Spieskamp		Services and Facilities	Promote connectivity and provision of remote services as well as self-sustainable facilities.
		Rheenendal		Economic Activities	Only if it supports / diversifies agriculture, supports tourism, broadens the value chain.
	5.	Hamlets	<i>Small residential clusters without commercial or business uses</i>		
		Bitou: Kranshoek, Wittedrift, Kurland, Harkerville		General	No extension of municipal reticulation networks or infrastructure. Development must be in keeping with guidelines as set in the 2013 PSDF Study: Scenic and Cultural Resources.
		Knysna: Bracken Hill, Noetzie, Kanonkop,			Private Residential
		George: Avontuur, Ongelegen, Noll, Victoria Bay, Kleinkrantz		Subsidised Residential	Only farmworkers housing employed in the area.
				Services and Facilities	Promote connectivity and provision of remote services as well as self-sustainable facilities.

	Settlement	Function/Role	Appropriate Development	
5.	Hamlets	<i>Small residential clusters without commercial or business uses</i>		
	Kannaland: Zoar, Amalienstein, Vermaaklikheid, Melkhoutfontein, Van Wyksdorp		Economic Activities	If it supports / diversifies agriculture, supports tourism or broadens the value chain.
	Hessequa: Groot Jongensfontein, Glentana, Witsand, Slangrivier			
	Oudtshoorn: De Hoop, Vlakteplaas, Volmoed			
	Mosselbay: Tergniet, Boggoms Bay, Vlees Bay, Nautilus, Moquini, Klein Brak Rivier, Dana Bay, Buisplaas, Ruiterbos, Jonkersberg			
6.	Rural Areas	<i>As per SPC regulations</i>		
			General	As per Rural Development and Management Guidelines. No extension of municipal reticulation networks or infrastructure. Development must be in keeping with guidelines as set in the 2013 PSDF Study: Scenic and Cultural Resources.
			Private Residential	Not permitted, unless it is linked to economic activity in the area (agriculture, biodiversity or value chain related economy).
			Subsidised Residential	Only if linked to local farming activity.
			Services and Facilities	Not supported, promote self sustainable facilities.
			Economic Activities	Only permitted if it enhances biodiversity, diversifies agriculture, supports tourism. Only allowed if appropriate scale, form and character of the relevant SPC.

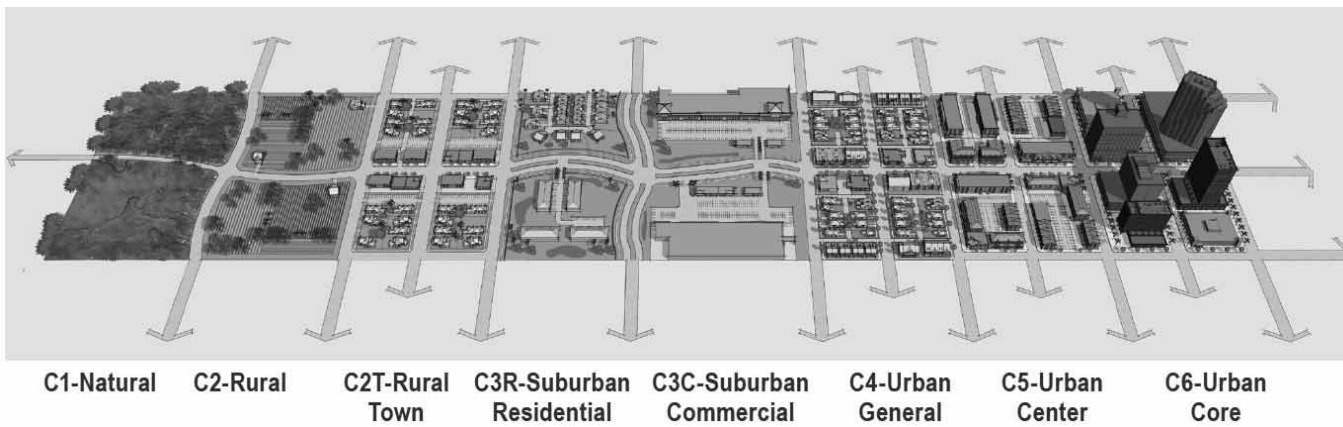


Figure 76. Urban Rural Transect (FDot Context Classification, 2017)

Where no economic catalyst exists, attention should be given to improving access to centres where opportunity does exist. The proposed expansion of these settlements in the form of agri-villages; eco-estates and other types of lifestyle residential estates should be carefully considered before they are approved, as they have the potential to further trigger costly commuting distances (to work, education and health facilities, amenities and services). People living or working in these settlements would rely heavily on private motor vehicle use that would increase carbon emissions and incur prohibitively expensive costs particularly for the poor – effectively leading to economic exclusion or spatial poverty entrapment.

Appropriate development guidelines are outlined in Section 4.2 The Economy is the Environment, Guideline 1.1.1 and Table 11.

POLICY 3.2. CONTAIN SETTLEMENT SPRAWL

Containing unsustainable urban sprawl and making more efficient use of land and existing facilities is a core

Growth Nodes

Growth Nodes are identified as settlements that have the economic, institutional and infrastructural capacity to accommodate new growth. Unless otherwise stated this “growth” refers to economic and population growth and should not be conflated with spatial / lateral growth. Where reference is made to lateral spatial growth this is specified or referred to as sprawl, which is not desirable. The rationale in the SDF is to encourage government and private sector investment in infrastructure and new housing opportunities in places where jobs and facilities are easily accessible rather than develop new housing projects or government facilities in places that have no economic opportunity or that have low growth potential. From a government investment and infrastructure development perspective, where funds are limited and need to be spent strategically, capital investment should be predominantly focused on growth nodes over consolidation nodes.

component of growth management and long-term fiscal resilience of municipalities and households. This policy promotes radical settlement transformation in support of accessible, walkable, inclusive and liveable environments that offer multiple opportunities for all sectors of society. This approach in turn facilitates the protection of environmentally sensitive and agricultural land, as less land will need to be developed.

GUIDELINE 3.2.5. URBAN EDGE GUIDELINES

While urban edges do not solve all land use management issues relating to the protection of important open spaces, biodiversity corridors and agricultural land, it is important that B Municipalities define and manage urban edges to contain lateral sprawl.

Urban edges should be determined within the context of the urban and rural environment. Urban edges aid in establishing where development should not occur to protect and conserve significant environmental and agricultural resources. The management of urban edges should be carried out by local authorities and ensure the reduction of urban sprawl.

Consolidation Nodes

Consolidation nodes are settlements where infrastructure and land development investment should be carefully assessed in terms of existing infrastructure, accessibility and economic potential. Government investments should be aimed at the consolidation of low growth, low opportunity settlements so that they function optimally. This may include the introduction of new virtual teaching facilities to lower the cost and time barriers of high quality education (including tertiary education) in remote rural settlements. The notion of consolidation implies that (unless it is associated with a new economic driver) investment in new housing and development in such nodes should not be encouraged.

GUIDELINE 3.2.6. MANAGE DEVELOPMENT IN RURAL AND AGRICULTURAL LANDSCAPES

This is discussed in detail in Section 4.2 The Economy is the Environment, Guideline 1.1.1 Contain development and manage rural areas through appropriate application of SPCs.

POLICY 3.3. OPTIMISE EXISTING INFRASTRUCTURE CAPACITY AND ECONOMIC OPPORTUNITY BY DIRECTING MIXED USE, HIGHER DENSITY DEVELOPMENT TO AREAS OF OPPORTUNITY

In line with SPLUMA principles, settlement solutions must address resource scarcity while recognising need and service delivery backlogs.



Photo 12. Gowrie Village (<http://www.meander.co.za>)



Photo 11. Gowrie Village in Context (GoogleEarth, 2017)

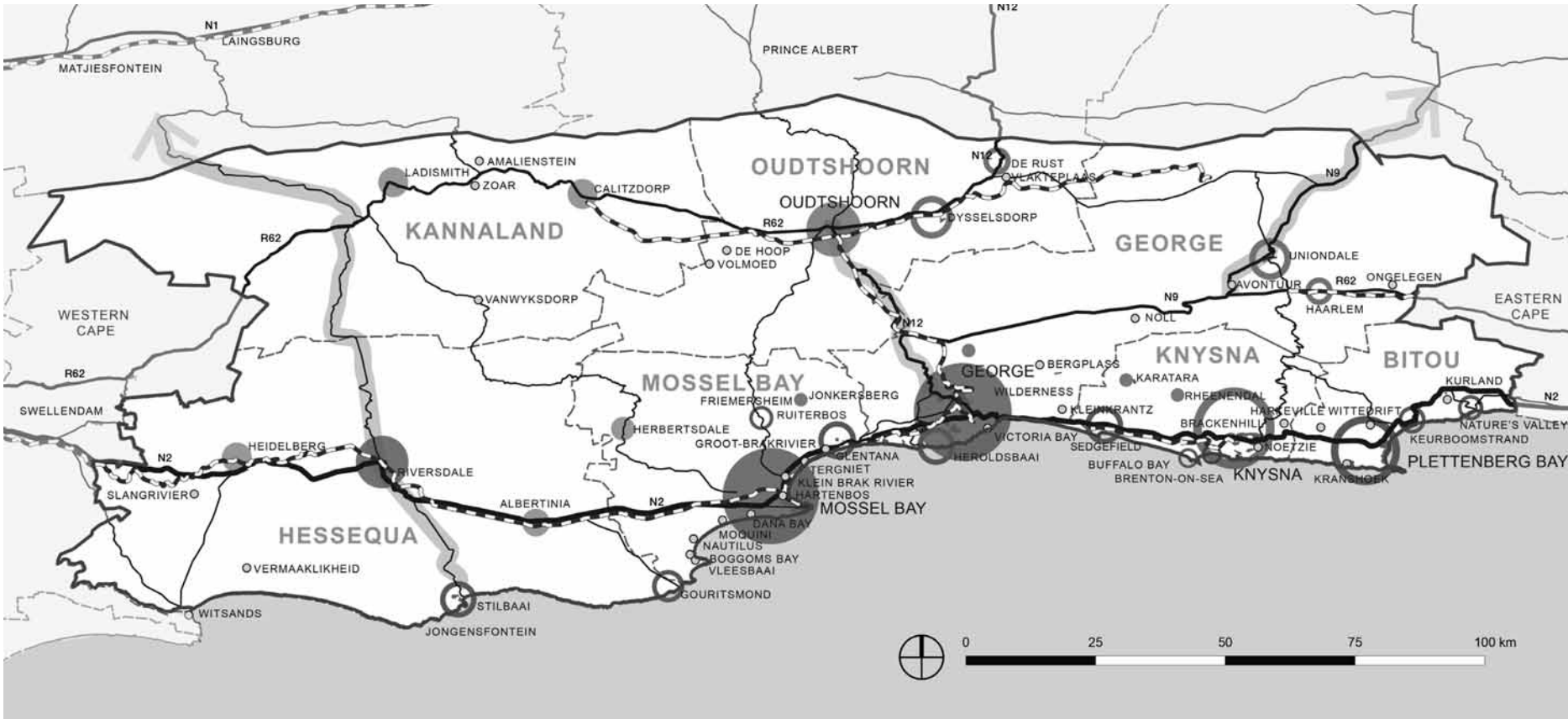


Figure 77. Hierarchy of Settlements (adapted from DEA&DP, 2016)



The financial and economic viability of towns in the District should be improved by promoting the intensification of existing urban areas (e.g. mixed use development in industrial areas). This can be achieved through infill, densification and redevelopment, which in turn makes the use of existing infrastructure capacity and services more efficient.

Land should only be developed in areas that are identified and suitable for urban growth. Vacant and underutilised land within the existing settlement footprint should be prioritised for development before new greenfield areas are considered for new development.

GUIDELINE 3.3.7. PROMOTE COMPACT DEVELOPMENT

Density should occur within 800-1600 m or 10-20 minutes from transport hubs and areas with mixed-use activity. This will encourage the use of non-motorised forms of transport such as walking and cycling.

The promotion of a more compact city form requires an increase in average gross density. However, an increase in density should maintain the character and form of certain heritage areas and natural environments so as to not damage or negatively impact the surroundings.

Return on investment to the municipality of higher density mixed use development has been demonstrated globally by the Strong Towns movement. When tested within George, an evaluation demonstrated that an outdated 1980's 4 storey building on York Road generated 6 times the rates per square meter than a newly developed mall. This dramatic difference in rates income is exaggerated once the operating costs are factored in.

Appropriate urban density is key to achieving Eden District's SDFs policy objectives. Transit Oriented Development (TOD) is a term used to describe the consolidation of real estate development around public transport nodes or stations that is typically mixed-use (retail, commercial and housing) human scaled, pedestrian friendly, walkable and with amenities that are easily accessible. This form of development helps to

reduce car usage and demand for parking, and supports increased public transport usage.

GUIDELINE 3.3.8. PRIORITISE INCLUSIVE MIXED USED DEVELOPMENT OVER PERIPHERAL MONO-FUNCTIONAL DEVELOPMENT

A walkable urban development includes:

- Substantially higher densities (1.0 to 4.0 Floor Area Ratio (FAR), though mostly in the 1.0 to 4.0 range).
- Mixed-use real-estate products, or the adjacent spatial mix of products.
- Emerging "new" product types, such as rental apartments over a ground-floor grocery store.
- Multiple transportation options, such as bus, rail, bicycle, and pedestrian-friendly sidewalks, as well as motor vehicles, that connect to the greater metro area. Within the boundaries of the WalkUP itself, most destinations are within walking distance.

(Smart Growth America, 2016)

This is concerned with much more than physical density around public transport hubs; it is a framework to get the most benefit from density. Density alone is not sufficient to improve access to the opportunities of the city, or to create a sustainable city. Two key elements of urban form that support Strong Towns are:

- Structure – The arrangement of infrastructure, buildings and open space plays a vital role in how the city operates and what it costs for residents, businesses and government.
- Quality – A city's success depends very much on how people use it, which is influenced by their levels of confidence and comfort in being active in different parts of the city. The quality of design and the levels of maintenance affect personal activity and the ability to effect change for a more functionally healthy city.

GUIDELINE 3.3.9. ENSURE THE DEVELOPMENT OF STRONG RESILIENT TOWNS AND PLACES

The SDF promotes a considered approach to investment in settlement and growth management that directs new investment towards the establishment of appropriate urban form.

The Strong Towns Movement in America is in line with the following principles which could be applied to growth and development of towns in Eden District:

- Local government is a platform for strong citizens to collaboratively build a prosperous place.
- Financial solvency is a prerequisite for long term prosperity.
- Land is the base resource from which community prosperity is built and sustained. It must not be squandered.
- A transportation system is a means of creating prosperity in a community, not an end unto itself.
- Job creation and economic growth are the results of a healthy local economy, not substitutes for one.
- Strong cities, towns and neighborhoods cannot happen without strong citizens.

The strong town approach relies on and is inspired by bottom-up action (citizens approach) and not top-down systems. The emphasis is on resilience, incremental investments, people scaled and accountability.

POLICY 3.4. RATIONALISE AND CLUSTER REGIONAL FACILITIES FOR SUSTAINABLE PROVISION AND OPERATIONS

The suburban nature of social facilities sites contribute to lateral sprawl of settlements and ties up large tracts of land that are often underutilised. This is fiscally inefficient and leads to the duplication of facilities and human and financial resources. A shift towards a more urban model of social facilities is required, facilities that are compact, mixed-use, multi-functional and used by a variety of groups over a 24 hour period.

Land Use Return on Investment - StrongTowns

Strong Towns, UN Habitat's Resilient Cities agency and the IUDF support a model of development that enable cities, towns and neighbourhoods to become financially strong and resilient. Strong Towns has published compelling data on infrastructure and maintenance to highlight the devastating and unsustainable impacts of continued sprawl. This is especially relevant in relation investment in new roads and other services versus the price of maintenance for the community.

Characteristics of strong and resilient towns are highlighted below:

- Rely on small, incremental investments (little bets) instead of large, transformative projects,



Figure 78. The 20 Minute Neighbourhood (Plan Melbourne 2030)

- Emphasise the resiliency of results over efficiency of execution,
- Are inclusive, accommodating bottom-up action (chaotic but smart) side by side with top-down systems (orderly but dumb),
- Seek to conduct as much of life as possible at a personal scale, and
- Are accountable for revenues, expenses, assets and long-term liabilities (do the math).

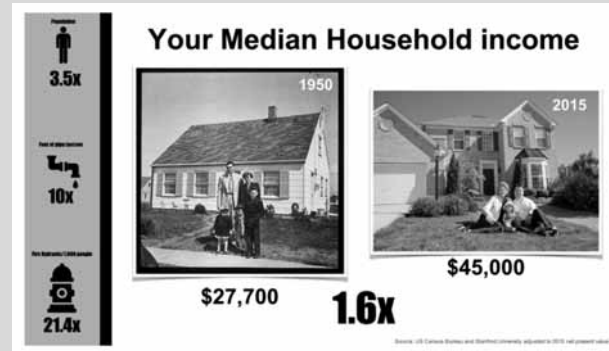


Figure 79. Illustration by Strong Towns to show the increase of household income in the same period in the US (Strong Towns, 2017)

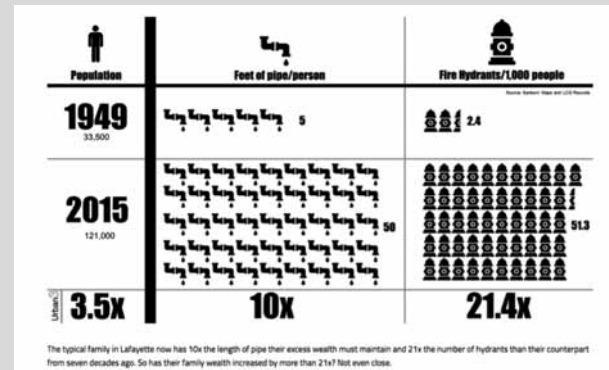


Figure 80. Infrastructure Efficiency (Strong Towns, 2017)

IMPACT OF COMMERCIAL AND OFFICE DECENTRALISATION: SPECIALIST STUDY FINDINGS AND EVIDENCE

An integrated assessment of the impacts of decentralised commercial and office centres on town centres was undertaken in the Western Cape. This study was based on the evaluation of three case studies in Vredenburg, Paarl and Hermanus. The assessment was supported by an international literature review and best practice study, while considerations in relation to urban design, spatial planning, transport planning, economic and property markets, as well as heritage factors were included. Trends identified in the literature review found that there is:

- A strong move away from developing decentralised malls in the USA and Australia, with 19% of malls having closed in the USA, with more closing as a consequence of the global economic recession. This has led to the main streaming of moving “Malls to Mainstreet” and “Retrofitting Suburbia” as an alternative;
- Strong evidence of the economic and urban regeneration benefits of “edge of centre” locations for commercial developments as an alternative to decentralised locations;
- That it pays to invest in town centres and high streets with 2-5 more non-retail jobs being created (Cullen, 2012).

The study found that decentralised commercial centres have a negative impact on the performance of the town centre. Various negative impacts include a lack of integration, an increase in vehicular travel; mono-functional, stand-alone, introverted and sterile development; and intrusion into sensitive natural and agricultural environments. The town centre of small towns are resilient by nature, but they struggle

to recover from the negative effects created by an additional competing economic centres, particularly in resource-scarce environments. Evidence suggests that town centres usually stagnate and slowly decline as result of loss of or a split of revenues and resources. Critically the focus of new commercial developments should be to provide new services to the town, not to duplicate them, which has occurred to some extent in Vredenburg.

It was found that when designed, planned and located appropriately, commercial and office developments will assist in improving the economic performance, usability, attractiveness and experiential quality of the town centre. “In centre” and “edge of centre” developments are the recommended location for new large scale commercial and retail developments, as they have the least negative impact on the town centres and towns as a whole. They are the most likely development model to lead to significant economic returns, as well as being the best suited to positively relate to its context and provide support to the sustainable functioning of the town centre (e.g. Hermanus). However, this development model is not the norm, with most of the new large scale commercial and retail centres in the Western Cape being proposed in decentralised locations.

Retail is one of the few significant forms of investment occurring in the emerging market, with 4 million m² of new retail space being expected to be added over the next 10-12 years in South Africa (Urban Landmark, 2013). Therefore, it is necessary to be adequately equipped to guide this new investment so its positive benefits are not lost. Thus, recommendations have been made in relation to improved monitoring and evaluation, as well as the identification new policy and guidelines.

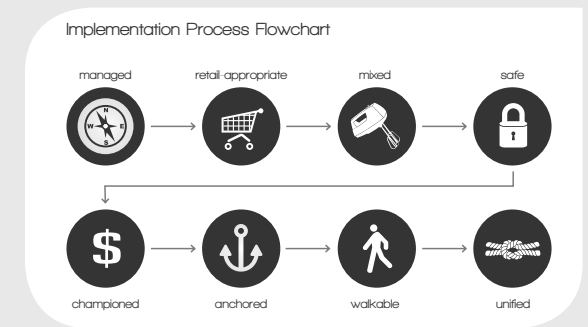
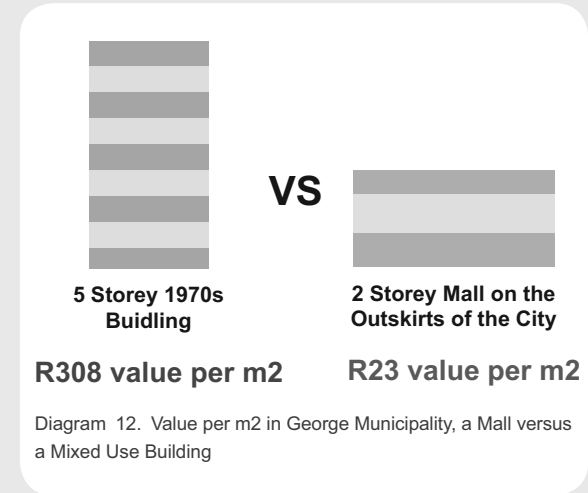


Diagram 13. Guideline Recommendations Include Greater Emphasis on Promoting Vibrant Retail Streets (DC Vibrant Retail Streets Toolkit, 2012)



Figure 83. An Example of Infill in York and Courtney Street, George Municipality

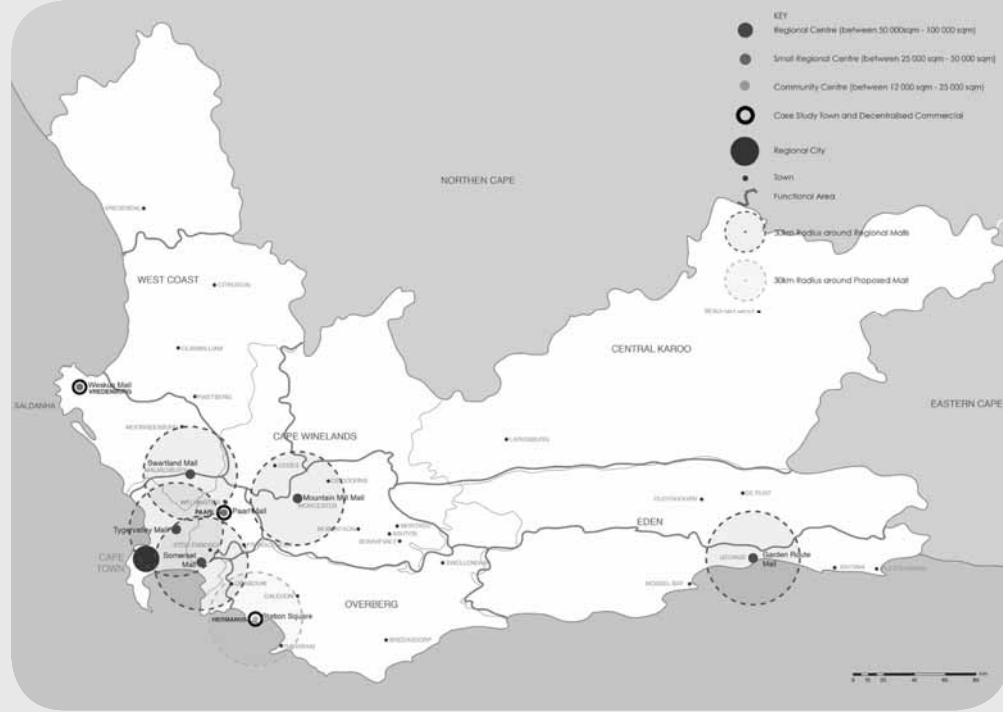
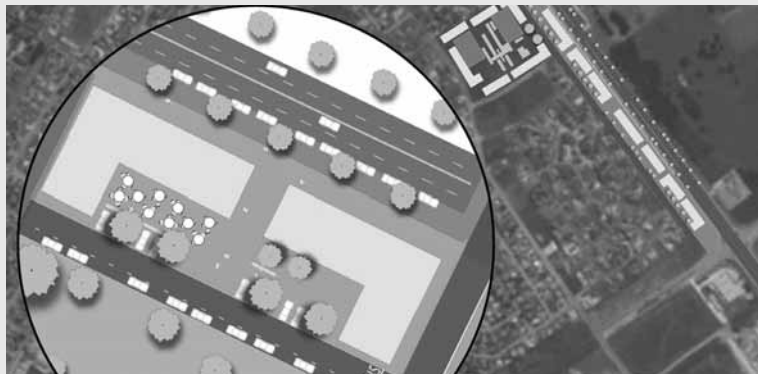


Figure 81. The Location of Existing and Proposed Super Regional Malls in the Western Cape, Showing a Clustering in the Cape Town Metro and Overstrand Districts which could lead to Retail Saturation



Figure 82. Transformation of a Mall into a Mixed Use Neighbourhood (Greyfields to Goldfields, 2002)

Two notable complementary processes initiated within the WCG could compliment the idea of rationalisation and clustering. Refer to the Department of Cultural Affairs and Sport MOD programme (WCG Mass Participation, Opportunity and Access; Development and Growth Programme and the DTPW's 2016 Clustering Study) to understand the opportunities and limitations to sharing and clustering underutilised public facilities .

GUIDELINE 3.4.10. CLUSTER REGIONAL SOCIAL FACILITIES TO ENHANCE ACCESSIBILITY

At the level of settlement planning, the following design principles should inform the provision of regional social facilities:

- Facilities should relate to the street hierarchy, access and landscape features;
- Ensure that the public amenities have an associated public space.

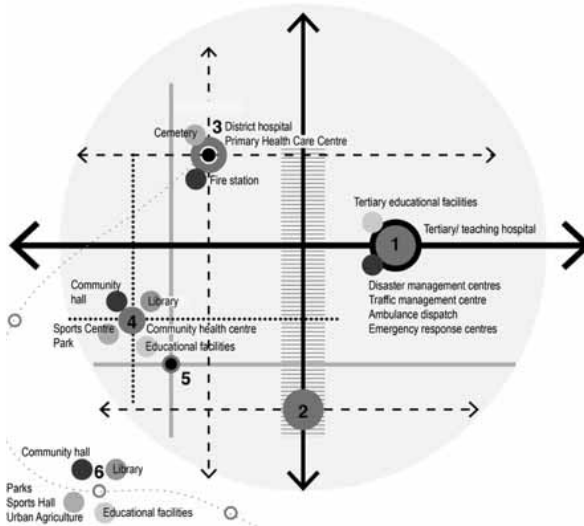


Diagram 14. Social Facilities Cluster and Distribution

Within settlements, the following principles should guide the location of school sites:

- Situate school sites so that they are spatially connected with other public facilities and public transport within the area, even incorporating such facilities within one site or building (e.g. a municipal hall or library on the ground floor);
- Cluster schools into multi-use campuses in order to share the cost of amenities. By applying the principles of multi-functionality and clustering, several schools could share sports fields by combining their resources to create a functional, positive and active facility (Diagram 15). Land that is not used for sports fields should be consolidated into high-density residential developments;
- Create a feasible management system for sharing facilities that is efficient and equitable;
- Integrate schools into the community. Key strategies include:
 - Removing barriers such as fences around schools and playing fields. Schools can be wrapped by infill housing and landscaping in order to reduce the maintenance cost of fences. This will aid in increasing surveillance or "eyes on the street" and as result, will improve safety on school sites.
 - Using trails, sidewalks, or bike paths to connect neighbourhoods to the school;

Peripheral mono-functional settlements cannot be sustained. Municipal development approvals should only be supported where compact, mixed use and integrated development is supported. Mobile, internet based and period education systems and services should be delivered to settlements that are too small to require the provision of new school facilities.

POLICY 3.5. OPTIMISE EXISTING SOCIAL FACILITIES THROUGH RATIONALISATION AND STRATEGIC INFILL

Social facilities, especially schools are often positioned in well located areas, close to economic centres and other social services. These sites are typically underused and increasingly unaffordable to maintain but also hold the potential to drastically change the environment of social and gap housing delivery, as they have the ability to provide well located land for development.

In areas where resources are too scarce to accommodate all facility requirements, it is preferable to have fewer facilities of better quality. Social facilities with an excess of underutilised land that is over and above the norms and standards size, should be reclaimed for housing use. By wrapping the schools with housing it can lead to improved safety, reduced cost in maintenance and improved access to existing facilities.

The WC DoHS Human Settlement Framework focuses on improving the quantity and quality of human settlements as holistic spaces, rather densifying within than developing greenfield sites. Almost 33 % of the housing backlog (65 000 households) within Eden District could be met by wrapping 2 sides of the perimeter of existing school sites with housing (2 – 4 storey units at 100 du/ha). A notional illustration of this concept is shown in Diagram 15.

GUIDELINE 3.5.11. CEDE SURPLUS LAND TO THE AUTHORITY RESPONSIBLE FOR HOUSING DELIVERY

Ideally surplus land should be ceded to the authority responsible for housing delivery and infrastructure maintenance, which will reduce the rates burden on the DTPW and empower the municipality to plan and implement projects (including housing) on these land parcels. The authority should also provide space where economic development can occur that would bring employment opportunities within reach of these communities.

These actions could result in spatial clustering and sharing of public amenities between schools and other

social services. Rationalising the land acquisition, security, maintenance and letting of public facilities can achieve significant savings in government spending. This in turn can be directed to developing such social clusters into high quality, safe havens of learning, social engagement, sport culture and service delivery. Or be released to the market for economic activities, creating employment opportunities and diversity.

GUIDELINE 3.5.12. DEVELOP MULTIFUNCTIONAL FACILITIES

All facilities should be as multifunctional as possible. Generic facility types such as sports fields and halls should be designed and located in a way that affords multiple user groups at different times. Apply the principles of space utilisation, efficiency, multi- functionality and clustering to all facility provision projects.



Diagram 15. Notional Illustration of the Wrapping of School Sites Concept (WCG, 2015a)

	Primary Schools	High Schools	Potential du on Primary Schools	Potential Housing Units on High Schools
George	36	9	2304	576
Mossel Bay	25	4	1600	256
Oudtshoorn	28	9	1792	576
Knysna	18	4	1152	256
Hessequa	22	4	1408	256
Bitou	8	2	512	128
Kannaland	15	1	960	64
TOTAL	152	33	9 728	2 112
	185		11 840	10 656
				less 10% schools fully used

Table 12. Eden District Potential Housing Opportunities Generated through the Rationalisation of School Sites (adapted from WCG, 2017)



Photo 13. Riebeeek Primary, Belhar. The school boundary is wrapped with housing, creating a secure edge to the facility. The school hall, associated with a public space, is located on the accessible street corner of the site and is used by both community and school (WCG, 2015a).



Photo 14. Facility Clustering Cato Manor, Durban (CMDA)

4.5. Consolidated Spatial Development Framework

4.5.1. Spatial Direction

The composite SDF for Eden District brings together the spatial strategies and policies and depicts the spatial intentions for the municipality in terms of the three spatial drivers of change.

The SDF proposals for the “economy is the environment” are framed to support the improvement of the economic vitality and environmental resilience of the District. These proposals also seek to enhance and capitalise on existing environmental and built assets.

In line with the WCG Southern Cape RSIF, the SDF promotes spatial resilience, climate change mitigation and adaptation through the conservation of natural resources, sustainable resource management and capitalisation of the region’s inherent potential.

The composite SDF includes the latest SANBI spatial mapping of CBAs and the protected and conservation areas as mapped by Cape Nature. These maps indicate the extensive natural resources and distinctive natural landscapes that are synonymous with Eden District. However, the CBA mapping has been carried out at a broad scale and areas need to be ground-truthed to inform land use planning at the municipal scale.

The SDF identifies a clear strategy for the rationalisation and improvement of the regional access network and identifies strategies for managing remote rural settlements. These strategies are based on people-centred development, creating quality living environments, enhancing the lives of the poor through poverty-alleviation and rural development strategies. The SDF identifies the spatial prerequisites needed to improve access to education and skills development. This will empower the youth, poor and excluded communities to participate in the region’s growth sector. This includes more inclusive and affordable physical, virtual and perceived access to

education, skills transfer and development, as well as livelihood opportunities.

For Eden District to thrive and to be safe, sustainable and equitable, all spheres of government must be nimble, innovative, and structured to deliver results. The SDF proposes the re-imagining of streets as public spaces designed to move people, sustain local economies, and support vibrant communities. This will require a re-evaluation and departmental restructuring. This is required to deliver transportation and public realm projects at the scale and pace that the public needs.

The SDF encourages urban design excellence in Eden District, where all spheres collaborate to move from individual project delivery to a comprehensive programme with a pipeline of transformative projects. Some of these projects could include the implementation of viable regional transport services and the redesign of streets to support increased pedestrian and economic activity. The implementation of these projects can be realised through collaboration. This is achievable at a broad scale, rather than attempting to realise projects on a piecemeal basis (Strong Towns, 2017).

The SDF identifies proposals for Sustainable Growth Management to promote spatial justice and efficiency by confirming the role of settlements within the regional space economy. In addition, the SDF aims to promote balanced development that supports the integration and densification of settlements within the District.

The SDF establishes a clear settlement hierarchy, where the role and development priorities for each type of settlement is clearly defined so that they function in a collaborative and complementary manner, mitigating apartheid spatial exclusion.

The quality of life, social inclusion and viability of infrastructure, social facilities and risk mitigation are dependent on the compaction and densification of settlements and mixed use, high quality urban environments. Based on the concept of “complete” neighborhoods, towns and villages, the SDF outlines a strategy of “development towards balance”, identifying settlements such as George, Mossel Bay, Oudtshoorn and Riversdale that have the capacity to accommodate population growth. Other settlements such as Knysna, Bitou and Kannaland, have been highlighted as areas where emphasis should be placed on achieving balance through consolidation. Here the strategy is to promote spatial justice and resilience by optimising under-utilised assets and where appropriate, identifying viable development catalysts for disadvantaged small settlements.

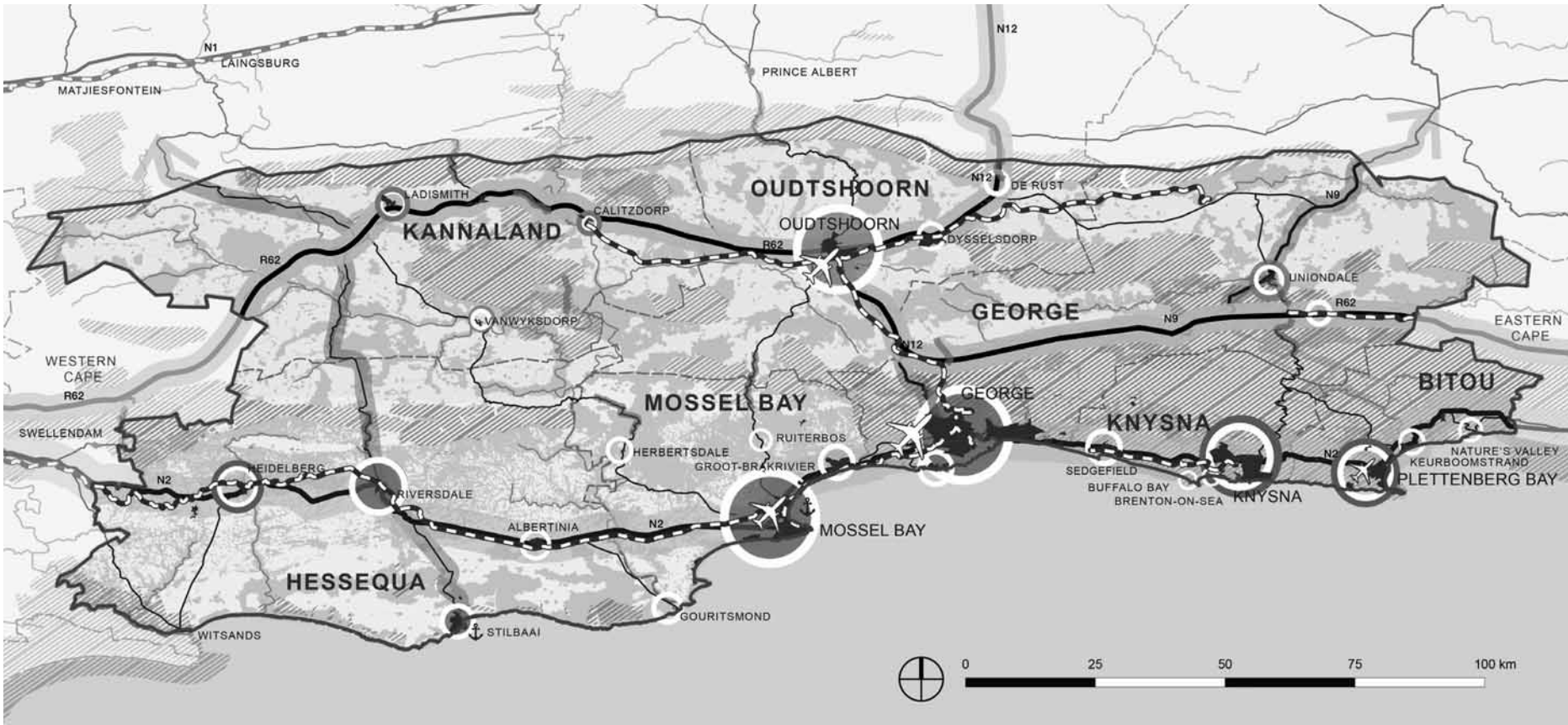


Figure 84. Composite SDF

- Existing National East-West Routes
- Upgrade Routes to Serve East -West Function
- Upgrade Inland to Coastal Routes
- Mountain Passes
- Airports
- Harbours
- Environment**
 - Rivers
 - Critical Biodiversity Areas
 - Cape Nature Protection and Conservation Areas
 - Klein Karoo Landscape
- Garden Route Landscape**
- Growth Management**
 - Settlement Hierarchy
 - Grow Coastal Center
 - Consolidate Coastal Centre
 - Grow Inland Center
 - Consolidate Inland Center

Eden Spatial Development Framework | November 2017

CHAPTER

5

5. IMPLEMENTATION FRAMEWORK

5.1. Approach and Focus

The investment framework for this SDF is made up of two parts. The first is an outline and proposed foundation for a “Capital Investment Framework” for Eden District. The second section comprises of an implementation action matrix that sets out the priority actions needed to bring the SDF proposals into reality. This action agenda is organised in relation to the main SDF strategies and includes three main categories of action, namely:

- Policy Actions
- Institutional Actions
- Project Actions

The implementation matrix provides a description of the action, indicates the agency responsible for the action, an estimated time-frame and (where this information is available) provides a high level indication of the budget required to implement the action. In cases where the implementing agent may be different to the responsible agency, this has also been highlighted.

5.2. Capital Investment Framework

5.2.1. Legislative Requirements

The Spatial Planning and Land Use Management Act 16 of 2013 requires that municipal spatial development frameworks determine a capital expenditure framework (CEF) for the municipality’s development programmes, depicted spatially. SPLUMA does not elaborate on the content or purpose of a capital expenditure framework or distinguish between the focus of such a CEF in district versus local municipal SDFs.

In line with current thinking within National Treasury, specifically the work of the City Support Programme (CSP) on the metro Built Environment Performance Plans (BEPPs) this SDF contains a “Capital Investment Framework” (CIF), which is the foundation for more effective integration of the municipality’s spatial

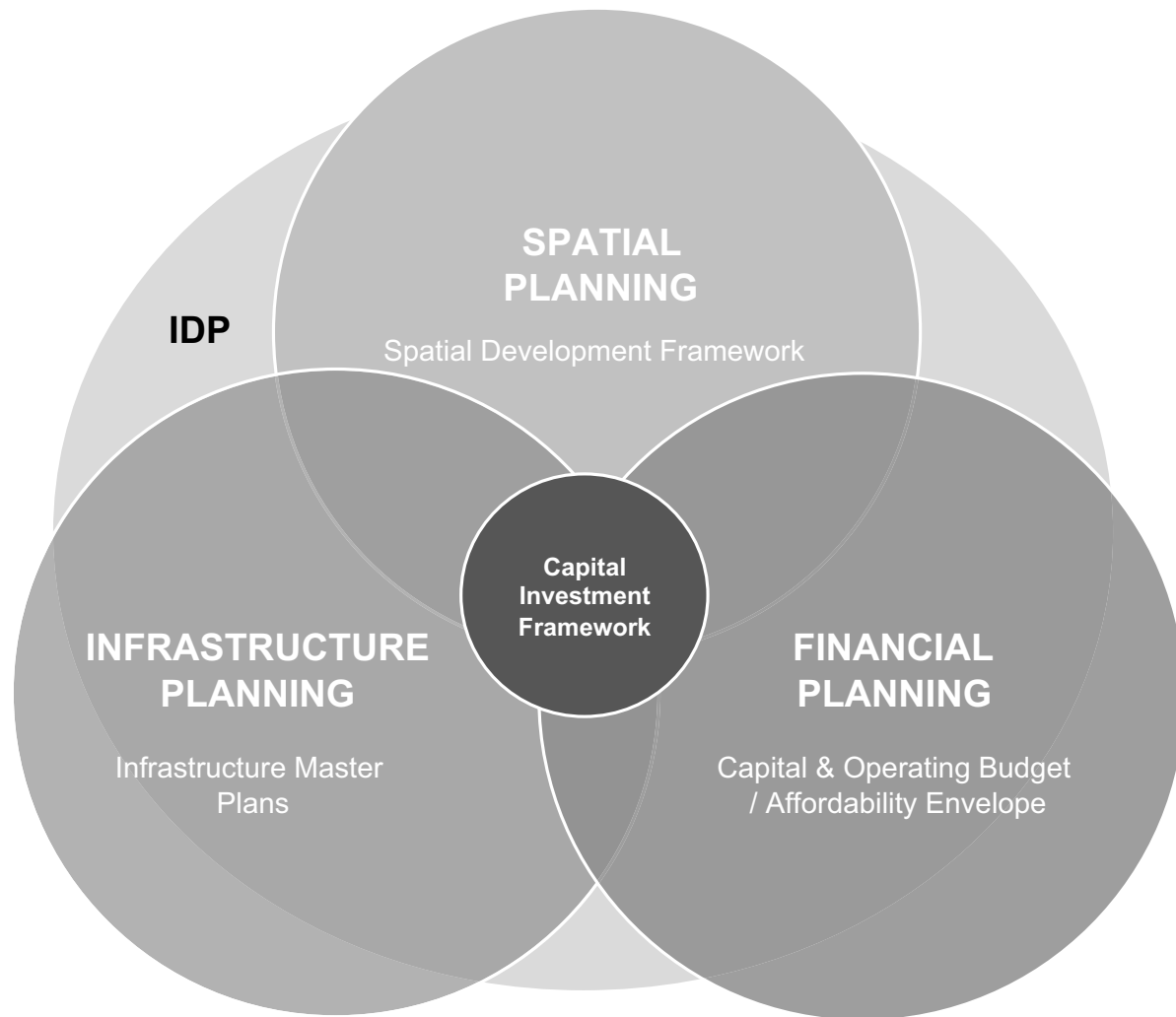


Figure 87. Capital Investment Framework

development strategies with the IDP and budget. These instruments are central to implementation and unless the implementation framework of an SDF connects explicitly with these, there is little chance of the proposals being realised. By providing more specific guidance on what investments should be made where and in what order of priority, will ensure alignment between the municipality's strategies, plans and policies. In addition, the risk that budget allocations undermine or contradict the SDF are mitigated.

The Eden District Municipality SDF's key spatial strategies are central to financial sustainability and should inform the District's approach to its Capital Expenditure Framework. Among these strategies, regional accessibility is key to inclusive and equitable growth and co-ordinated growth management is of particular importance.

The District's Capital Expenditure Framework is also an essential tool for realising the SDF's fourth, foundation strategy - the need to plan, budget and manage as one government. Developing the CEF into an effective tool for co-ordinated development on the basis of a shared set of development strategies and speaks directly to the District's mandate to co-ordinate infrastructure planning.

5.2.2. Mandate and Focus

Taking account of the District mandates, a CEF for a district should focus more on co-ordination and intergovernmental co-ordination than capital implementation.

In terms of the Municipal Structures Act, the District must perform the following functions relevant to capital expenditure:

1. Integrated development planning for the district municipality as a whole, including a framework for integrated development plans of all municipalities in the area of the district municipality;
2. Potable water supply systems;
3. Bulk supply of electricity;

4. Transmission, distribution and, where applicable, the generation of electricity;
5. Domestic waste-water and sewage disposal systems;
6. Solid waste disposal sites;
7. Municipal roads which form an integral part of a road transport system for the area of the district municipality as a whole;
8. Municipal airports serving the area of the district municipality as a whole;
9. Municipal health services;
10. Fire fighting services serving the area of the district municipality as a whole;
11. The establishment, conduct and control of fresh produce markets and abattoirs, serving the area of a major proportion of the municipalities in the district;
12. The establishment, conduct and control of cemeteries and crematoria serving the area of a major proportion of municipalities in the District; and
13. Municipal public works relating to any of the above functions or any other functions assigned to the district municipality.
14. The receipt, allocation and, if applicable, the distribution of grants made to the district municipality

Eden IDP 2017/18 – 2021/22

Table 13 (extracted from the District's Integrated Development Plan 2017/18 – 2021/22) confirms which

District Function	Yes	No
Integrated development planning for the District as a whole	X	
Bulk infrastructure planning	X	
Bulk supply of electricity		X
Domestic waste-water and sewage disposal systems		X
Provincial roads (agency basis)	X	
Portable water supply systems		X
Regulation of passenger transport services	X	
Municipal health service	X	
Fire fighting services in the District / Disaster Management	X	
Promotion of local tourism	X	
Municipal public works relating to any of the above public functions		X
The establishment, conduct and control of fresh produce, markets and abattoirs		X
The receipt, allocation and if applicable, the distribution of grants made to the District Municipality		X
Solid waste disposal	X	
The establishment, conduct and control of cemeteries and crematoria		X
The imposition and collection of taxes, levies and duties as related to the above functions		X

Table 13. Eden Roles and Responsibilities (Eden District IDP, 2017)

of these functions are currently performed by the Eden District Municipality, and would therefore be relevant to a Capital Expenditure Framework for the District.

The District's capital budget is very limited. Over the medium term, the capital budget ranges from R2 458 500 in 2017/18 to R1 635 000 in 2021/22. This budget is primarily grant funded which will yield limited growth (3%). Budget allocations are typically in support of operational requirements.

Investments by other spheres of government are considerably more significant. However there is a trend of decline in these allocations to investments in the District, and the local municipalities within it (as shown in Diagram 16).

Over the medium term, total national and provincial allocation estimates per capita towards infrastructure and transfers to the District remains below R4 million. Of course allocations towards infrastructure expenditure in the local municipalities within Eden District are

significantly more and associated primarily with infrastructure installations supporting low income human settlement development and upgrading, as well as the investment into the public transport system in George.

It is also necessary to investigate the long-term capital and operating impacts of a range of local versus regional solutions in terms of infrastructure co-ordination and capacity. The following is recommended for Eden District Municipality:

- The District needs to take a strong leadership and capacity building role in verifying and segmenting the real housing backlogs in the municipality so that proper infrastructure, human settlement and social facility planning can take place;
- The District must build capacity to assist in land use decisions that impact on infrastructure co-ordination, environmental health and disaster management;
- The District needs to build capacity to assist and co-ordinate fiscal impact tools to evaluate the financial

capability and impacts of land use management decisions at the B Municipality level.

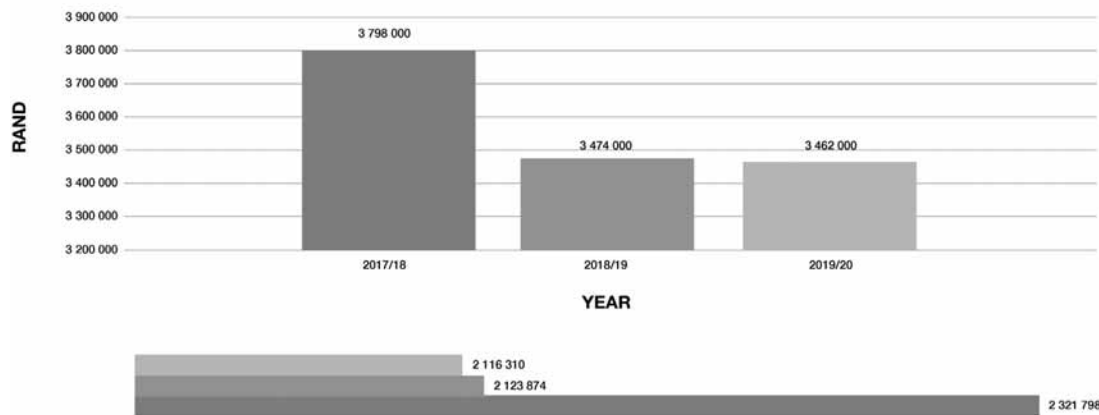
5.2.3. Preparing a Capital Expenditure Framework

This section refers to the preparation of a Capital Expenditure Framework supported by a Medium Term Integrated Infrastructure Investment Framework (MTIIF). A number of tools exist to project the capital investment needs in space, against which the available resources can be matched, sequenced and prioritised. This is informed by the leadership priorities of the respective councils.

5.2.3.1 Why Undertake Spatial Integrated Infrastructure Investment Planning?

- Resources are limited.
- Municipalities need to understand the drivers of growth and respond with infrastructure to support growth and development – no more, no less.
- Planning is fragmented and regional scale issues are missed in local scale planning.
- The most appropriate funding mechanisms need to be selected to match the source of the demand, i.e. balance grant funding, municipal own sources (including borrowing), development charges and Public-Private Partnerships (PPPs).
- Costs vary in space and spatial planning decisions may have long-term consequences.
- There is a need to balance investment in what you have (asset renewal) versus creating new infrastructure to address backlogs. This can be described as catering for growth and the ability to operate and maintain infrastructure in the long-term.

PLANNED AND ESTIMATED PUBLIC EXPENDITURE



Note: Community survey, 2016 population statistics on municipal level used for the entire MTEF period for the calculation of the per capita GDP

PER CAPITA INFRASTRUCTURE & TRANSFERS FOR EDEN DISTRICT

Diagram 16. Public Expenditure - Per Capita Infrastructure & Transfers (WCG, 2016)

Eden Spatial Development Framework | November 2017

5.2.3.2 What Should a Capital Expenditure Framework Look Like?

The underlying questions that the CEF needs to provide guidance on is:

- How much do we need to spend where and on what?
- Is the spatial growth trajectory affordable now and sustainable on an ongoing basis?
- How do we ensure that investment planning is supporting the local and district municipalities' SDF Vision Directives? Does it enable the implementation of the SDF's spatial proposals?

In order to answer these questions, the ideal function of a Medium Term Integrated Infrastructure Investment Framework (MTIIF) is to:

- Project the impact that the anticipated population and future economic growth and service delivery targets (to address backlogs), is likely to have on the demand for infrastructure services, and identify where this demand will occur in space;
- Estimate the cost of the infrastructure required to service this demand, given its location;
- Project the timing of investment required to “unlock” developable land;
- Account for the capital that is required to renew existing assets;
- Identify the most appropriate funding mechanisms for the overall capital investment requirements, as well as any potential funding gaps; and
- Identify the trade-offs that need to be made in the event that there is a funding shortfall. This may include: adjusting growth forecasts; revising the levels of service or technical solution to the service demand; adjusting the location of development; or increasing the available funding to match the

investment need (e.g. increased borrowing or increased rates and tariffs).

The above scope has clear overlaps with engineering master planning and the capital budgeting processes. Rather than seeing this as an over-ambitious task, the idea is that these three planning processes (spatial, technical and financial) should be undertaken simultaneously and iteratively. A MTIIF, as described above, can only be done if some level of engineering master planning has been undertaken. Likewise, a capital budget can only be concluded once the competing needs have been addressed in a balanced and fair manner. Importantly, the Capital Expenditure Framework, on the basis of the findings of the MTIIF, should recommend investment priorities within the context of the Council's leadership's priorities within a longer term view than the capital budget and should consider the investment pipeline related to the phasing of growth and development.

5.2.3.3 How Would One do This?

The conceptual methodology that has been used to undertake this type of long-term infrastructure investment planning is as follows:

- Have a common set of growth assumptions. These may need to be varied or adjusted over time, which implies a flexible model that can vary assumptions and produce future implications. Growth assumptions should have a solid evidence base;
- Project forward over a sufficient time frame to allow for proper infrastructure planning and for life-cycle costing of decisions. Between 20-30 years is an appropriate time frame;
- Use the growth projections, backlogs, levels of service, and evidence-based unit demands to project the service demands in a spatially disaggregated way as possible. Differentiate users with distinct consumption patterns, or with clear revenue or funding characteristics;

- Once the future service demands are understood, these can be costed by either identifying projects to address the demands (where master planning has been undertaken), or by applying high level unit costs to the future demands. Unit costs should be spatially differentiated if possible. A project-level assessment allows for more spatial differentiation of the costs;
- Use technical asset registers to calculate the cost of asset renewal based on prevailing costs and asset condition;

Output	Description	Benefits
1.	Consolidated and spatially disaggregated population and economic growth projections	Can be used as a consistent basis for all municipal planning, including SDFs, IDPs and engineering master plans
2.	Spatially disaggregated service demand projections	Can inform infrastructure planning
3.	High level infrastructure costing	Can inform capital budgeting given the infrastructure “triggers” of the location of demand
4.	Calculation of potential required: <ul style="list-style-type: none"> • Development charges • Grant funding • Municipal own revenue (including borrowing) 	Basis for DC Policy Grant motivations Informs long term financial planning
5.	Matching of projects to overall infrastructure investment to identify planning shortfalls / surpluses	DC Policy Infrastructure planning
6.	Operating account implications of the capital investment strategy (excluding transport)	Revision to growth plan Basis for rates and tariff adjustments
7.	Assessment of borrowing capacity	Long-term financial planning
8.	Transport operating cost implications and allocation of these costs	Integrated transport planning Grant motivations

Table 14. Potential Outputs of Long Term Infrastructure Planning

- Match the funding stream to the type of infrastructure required, i.e. conditional grants should be allocated to their intended beneficiaries or service, and development charges should be allocated to non-indigent residential development and non-residential development based on the municipal development charges policy. The balance of the funding will need to come from municipal resources (reserves and borrowing); and
- Once a capital programme has been determined and aligned to spatial planning objectives, the operating account implications can be calculated to assess the on-going affordability of the growth plan. This will also inform assessments of borrowing capacity. In sophisticated analyses, these operating costs can be varied in space according to the authority providing the service and their underlying cost drivers.

5.2.3.4 What Would this Exercise Produce?

The potential outputs of a long-term infrastructure planning process are multiple and varied, and depend on the level of effort and funding that is allocated to the exercise. The following potential outputs, projected over a period of 20-30 years, are listed in order of level of effort, from lowest to highest, together with the benefits that such a consolidated set of planning instruments would produce.

5.2.3.5 Preparing a Pipeline of Projects

A Capital Expenditure Framework should endeavour to articulate a portfolio of investment priorities aligned to strategic development and spatial planning objectives in the municipalities' IDP and SDFs. The CEF should be informed by the above-mentioned MTIIF, and position these within a pipeline based on a robust project preparation methodology. This will allow for the progressive realisation of development projects and avoid wasteful expenditure based on poor project planning. In addition, this will empower the District to ensure that major investment projects are adequately prepared and prioritised in a manner that they do not compete with one another for the same investment resources,

and the most critical investment projects are prioritised based on an understanding of the District's long-term sustainability. This is critical in the context of substantial fiscal constraints.

There are three important questions to consider when presenting this pipeline:

- Are the proposed projects supporting or detracting from the IDP Priorities and SDF Strategies?
- Is there a line of sight from the District's holistic understanding of its growth projections (demand), backlogs (capital and operating), network functionality, affordability envelope and financial sustainability;
- Are the resources (people and funding) present and available to run the project through a rigorous project preparation?

A rigorous project preparation process is described in Diagram 17.

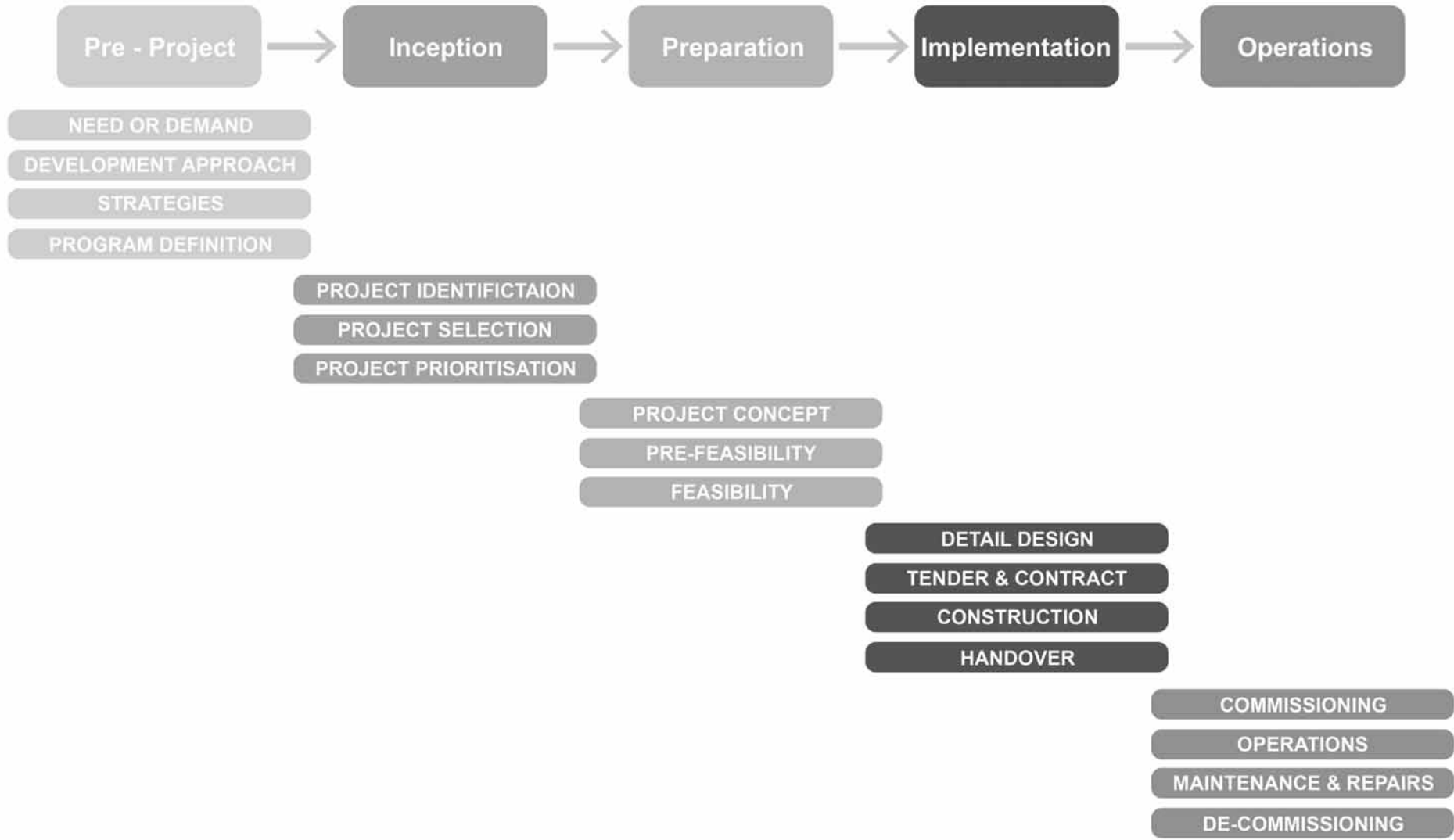


Diagram 17. Project Preparation Process

5.3. Implementation Action Table

5.3.1. Policy Actions: The Economy is the Environment

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
E-1	Consolidate and align tourism agencies around a clear Eden Brand. Develop and implement a unified regional marketing and branding strategy that provides branding and marketing services for the Garden Route and Klein Karoo, which makes consideration for signage, way-finding, unified branding and brand management.	SCEP, Eden DM, WCG Economic Development & Tourism	1. Establish, manage and market the Garden Route and Klein Karoo as two unique sub-regions of Eden	<ul style="list-style-type: none"> The Eden brand has been developed, approved and adopted The establishment of a funded, consolidated tourism agency for Eden District 		SCEP Eden DM WCG EDT B Municipalities	1 year
E-2	Manage rural areas through appropriate application of SPCs. Protect and enhance the sense of place, character and scenic assets of the region by implementing multiple interrelated and layered strategies to achieve this such as clear design guidelines for new developments and innovative infrastructure within different contexts (resort, urban, lifestyle estates, subsidy housing).	Eden DM, DEA&DP, WCG DRDLR, WCH DoHS	1. Apply SPCs in order to contain development	<ul style="list-style-type: none"> SPCs have been approved and applied Rural Development is contained 			
E-3	Demarcate and ensure legislative protection of the regional biodiversity and cultural landscape network to inform planning within the B Municipalities. <ul style="list-style-type: none"> Appropriate listing and gazetting of Heritage and Cultural resources of Provincial and District significance Ground-truthing of regionally significant biodiversity corridors / coastal edges Develop guidelines for cultural landscape management specifically for managing regional route in a small town urban environment 	Eden DM,DEA&DP Heritage Western Cape, SANParks, WCG Cultural Affairs & Sports	<ol style="list-style-type: none"> Align with the National Biodiversity corridors, protected areas, ecological support areas, Provincially demarcated Cultural Landscapes, climate change and disaster risk areas Protect the cultural landscape as a key economic asset Secure national and regional biodiversity corridors 	<ul style="list-style-type: none"> Demarcation and gazetting of regional green network for Eden (biodiversity, cultural landscape, climate change and risk mitigation) Gazetting of cultural landscapes and heritage resources identified in the WC PSDF 2012 Incorporation of regional green network within B Municipality Plans 	R3 million	DEA&DP, CapeNature, SANParks	2 years

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
E-4	Develop an ecosystem service inventory to manage risks and designate core service zones to be protected (where rivers, wetlands are adjacent to infrastructure)	DEADP, Cape Nature, SANParks, Eden DM	1. Protect and conserve Eden's important terrestrial, aquatic and marine habitats.	<ul style="list-style-type: none"> An inventory of ecosystem service delivery has been established Demarcation and protection of core ecosystem service zones 			
E-5	Establish a DRDLR Agrihub In Oudtshoorn with connecting Farmer Production Support Units (FPSU) Integrate the proposed investment into Agri-hubs and rural support outlined in the Eden District Rural Development Plan	DEA&DP, Eden DM, WCG Economic Development & Tourism, DRDLR SCEP, WCG DAFF	<ol style="list-style-type: none"> Revive local agricultural economy Increase jobs in agriculture by developing local agri-processing facilities Identify and implement new agricultural products in response to climate change and fire risk Support an inclusive and accessible agricultural value chain 	<ul style="list-style-type: none"> Established agrihubs 		DRDLR Elsenburg DOA	
E-6	Provide guidelines for estuarine Management Plans. <ul style="list-style-type: none"> Delineate coastal sensitivities and integrate these into all applicable planning decisions within the coastal region. Ground-truth floodlines in the District and incorporate these into the local municipalities' SDFs. Establish and provide generous buffer zones for coastline and estuaries. 	Eden DM, Cape Nature, Eden Disaster Risk Management, DEA&DP	<ol style="list-style-type: none"> Protection of inherent scenic assets. Protect coastlines and estuaries. Biodiversity management. Mitigate river erosion, siltation and flooding disaster risk in relation to climate change. Support inclusive and equitable, managed public access to the coastline and estuaries. Ecological infrastructure should be protected along the coastline and estuaries 	<ul style="list-style-type: none"> Co-ordinated flood plain and stormwater management The development of an Estuarine Management Plan. There is minimal human intervention along coastlines. Sustainable and equitable coastal access for all users (not just recreational users) enabled. 			

Table 16. The Economy is the Environment: Policy Implementation Matrix (Continued)

The Economy is the Environment

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
E-7	<p>Provide transitional relocation areas for displaced community members from areas affected by natural disasters.</p> <p>Prioritise subsidy application for top structures for the most deserving beneficiaries from the affected informal settlements to rule out "queue jumping".</p>	<p>Eden DM, WCG DTPW, WCG DoHS Bitou Municipality Knysna Municipality George Municipality</p>	<ol style="list-style-type: none"> 1. Rehabilitate community facilities and municipal services 2. Provide safe and secure shelter for displaced communities 	<ul style="list-style-type: none"> • The establishment of safe, transitional relocation areas 		Garden Route Rebuild	
E-9	<p>Provide guidelines for Air Quality Management and monitoring in Eden District.</p> <p>Commence an Eden Clean Fires campaign that involves an educational project on air quality awareness.</p>	<p>DEA&DP, Eden DM: Air Quality Control</p> <p>Air Quality officers of B-authorities to assist Air Quality Control with the development of their respective AQMPs</p>	<ol style="list-style-type: none"> 1. Ensure there is adequate monitoring of air quality in Eden District. 2. Uphold the high quality living environment of Eden District and maintain it as an attractive place to live and as tourist destination 	<ul style="list-style-type: none"> • Continuous sampling of air quality to aid with decision making-development related to the status of air of Eden District. 	R1 800 000	Johan Schoeman	2-5 years
E-10	<p>Implement measures to mitigate against future disasters:</p> <ul style="list-style-type: none"> • Manage alien vegetation to mitigate fire risks and impacts on disaster management. • The Eden District Municipality's Disaster Risk Management Department must be given opportunity to provide input into development applications in interface areas where veldfire is a risk • Establish a fire management agency" 	<p>Eden DM: Disaster Risk Management, DEA&DP, Cape Nature, 7 B Local Municipalities</p>	<ol style="list-style-type: none"> 1. Protect CBAs, wildlife and Eden District's from disaster risks 2. Mitigate fire risks and impacts on disaster management. 	<ul style="list-style-type: none"> • Protected natural environment assets • The establishment of an alien vegetation removal plan 			

Table 17. The Economy is the Environment: Policy Implementation Matrix (Continued)

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
E-11	<p>Implement Veldfire Management Zones:</p> <ul style="list-style-type: none"> Associated best practice notes should be produced and made available on fire wise planning and urban design Introduce an overlay zone into the Municipal Planning By-Laws in order to realise an Asset Protection Zone 	Eden DM: Disaster Risk Management, DEA&DP, Cape Nature, 7 B Local Municipalities WCG DoE	<ol style="list-style-type: none"> Protect CBAs, wildlife and Eden District's from disaster risks Mitigate fire risks and impacts on disaster management. 	<ul style="list-style-type: none"> The identification of Asset Protection / Veldfire Risk Management Zones in Local SDFs The establishment of best practice fire wise planning and urban design guidelines 			
E-12	Expand existing alien vegetation clearance programmes	Eden DM: Disaster Risk Management, DEA&DP, Cape Nature, 7 B Local Municipalities	<ol style="list-style-type: none"> Mitigate fire risk and impacts on disaster management Ensure a well functioning hydrological system Protect and reinstating biodiversity Expand upon the GRRP initiatives Job creation 	<ul style="list-style-type: none"> Reduction of areas infested by alien vegetation 			
E-13	Formally designate the regional open space network, aligning with the National Biodiversity corridors, protected areas, ecological support areas and Provincially demarcated Cultural Landscapes.	Eden DM Roads Services & Bulk Infrastructure WCG DTPW, DEA&DP, CapeNature, SANParks	<ol style="list-style-type: none"> Establish a coherent and appropriately protected regional biodiversity network 	<ul style="list-style-type: none"> An approved designation of the regional open space network that is aligned with the National Biodiversity corridors and relevant protected areas 			1 year

Table 18. The Economy is the Environment: Policy Implementation Matrix (Continued)

5.3.2. Policy Actions: Regional Accessibility

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
A-1	Identify and review the need, appropriate location and impacts of the N2 bypass.	WCG DTPW, DEA&DP, Eden DM	1. Determine the urgency and the potential affect of the N2 Bypass on the environment, the economy and accessibility				
A-2	Invest and prioritize transport infrastructure and services in Eden District. However, existing transport infrastructure assets in the region should be optimised.	Eden DM: Roads Services & Bulk Infrastructure WCG DTPW, DEA&DP	1. Support the identified role and hierarchy of towns within the regional space economy 2. Ensure there is an alignment of a coherent network and hierarchy of regional nodes and linkages	<ul style="list-style-type: none"> The establishment of a demand responsive, balanced and sustainable rural transport system 			
A-3	Upgrade the R62 to accommodate regional tour bus and freight traffic.	WCG DTPW, DEA&DP, Eden DM	1. Increase regional connections and accessibility throughout the District 2. To manage mobility tensions through land use planning and street design	<ul style="list-style-type: none"> The completion of an upgrade of the R62 Increased tourism and usage of the routes 			
A-4	Contain settlement footprints and enable land use mix through incentives and the implementation of overlay zones in town centres	Eden DM, DEA&DP, WCG DoHS	1. Support ITP proposals to achieve sustainable public transport through appropriate settlement form and densities 2. Promote walkability and cycling in towns				

Table 19. Regional Accessibility: Implementation Actions Matrix
Eden Spatial Development Framework | November 2017

Regional Accessibility

157

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
A-5	Rationalise the access network in the District. Provide guidelines for the management of regional versus local road access.	WCG DTPW, DEA&DP, Eden DM, WCG Economic Development & Tourism SCEP	<ol style="list-style-type: none"> 1. Improve freight, tourism, waste management and emergency management transport services 2. Ensure the improvement of access between urban – rural communities and businesses they support. 3. Promote a balanced approach to mobility and access at the regional and local level 	<ul style="list-style-type: none"> • The establishment of guidelines for the management of regional versus local road access. 			
A-6	Prepare and verify an intergovernmental project pipeline for the prioritised and integrated planning, design, budgeting and implementation of regional facilities at the most accessible points in regional nodes. Higher order, more accessible centres along primary regional routes should be the priority locations for social facility investment.	WCG DTPW, WCG DoE, WCG DoH DEA&DP, Eden DM	<ol style="list-style-type: none"> 1. Support the sustainable provision of social services 2. Ensure regional facilities are located at most the most accessible points within the region to optimise access and operational efficiencies 	<ul style="list-style-type: none"> • The completion of an approved prioritized intergovernmental projects pipeline. 			
A-7	Prepare guidelines for managing regional routes in a small town urban environment in line with the concept of Complete Streets.	Eden DM, DEA&DP WCG DTPW,	<ol style="list-style-type: none"> 1. Ensure Complete Streets in locations where regional routes go through towns 	<ul style="list-style-type: none"> • The establishment of Complete Street guidelines for small towns 			

Table 20. Regional Accessibility: Implementation Actions Matrix (Continued)

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
GM-1	<p>Establish a consolidated and aligned strategic, long term, inter-governmental programme that can direct and encourage growth to match capacity, resources and opportunity in relation to the regional socio-economic hierarchy of cities and towns.</p> <p>Develop a spatial growth fiscal impact capacity tool for the District so that infrastructure and operational costs are better aligned.</p>	Eden DM, WCG	<ol style="list-style-type: none"> Plan and invest in relation to the regional role and hierarchy of settlements. Ensure that the alignment and viability criteria of spatial growth is consistent across all municipalities 	<ul style="list-style-type: none"> Co-ordinated regional infrastructure implementation and maintenance The establishment of a spatial growth fiscal impact capacity tool A regional water masterplan should be developed to guide infrastructure investment 			1 year
GM-2	<p>Implement growth management strategies and create a defined municipal open space network. This can be achieved through a strong town approach - bottom-up action as opposed to top-down systems.</p> <p>Provide guidelines for growth management decision-making, specifically as it relates to disaster management, infrastructure co-ordination, public health and transport.</p>	Eden DM, DEA&DP WCG DoHS B Municipalities	<ol style="list-style-type: none"> Ensure the development of strong resilient towns and places Support and facilitate resilience, accountability and incremental investments. 	<ul style="list-style-type: none"> Adoption of consistent growth management strategies and a clearly defined municipal open space network in the SDFs of all B Municipalities. The establishment of guidelines for growth management to aid with decision-making 			
GM-3	<p>Prioritise and facilitate Transit Oriented Development (TOD) and Walkable Urban Developments within urban centres in Eden District.</p>	Eden DM, DEA&DP WCG DTPW WCG DoHS	<ol style="list-style-type: none"> Encourage walkability and accessible urban environments Ensure that urban centres are more compact and therefore more economically efficient Enable towns in Eden District to become fiscally sustainable and pleasant paces to live. 	<ul style="list-style-type: none"> The creation of context dependent TOD guidelines for Eden District The implementation of TOD design guidelines, such as traffic calming, landscaping, NMT routes and an increase in densification around transport nodes 			

Table 21. Growth Management: Implementation Actions Matrix
Eden Spatial Development Framework | November 2017

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
GM-4	Provide guidelines for densification and mixed use development to create complete settlements.	WCG DTPW, WCG DoHS, Eden DM	<ol style="list-style-type: none"> Promote densification and mixed use development to create complete settlements. Ensure that urban centres are more compact and therefore more economically efficient 	<ul style="list-style-type: none"> The establishment of guidelines for densification and mixed-use development 			
GM-5	B Municipalities need to develop or update their Densification Policies in line with the principles and strategies set out in the Eden SDF.	7 B Municipalities					
GM-5	Set out guidelines for urban edges. Urban edges should be determined within the context of the urban and rural environment where they are to be introduced.	Eden DM, DEA&DP 7 B Municipalities	<ol style="list-style-type: none"> Contain urban development Protect and conserve significant environmental and agricultural assets 	<ul style="list-style-type: none"> The creation of urban edge guidelines for rural and urban towns in Eden District 			
GM-6	Set up District level housing association for delivery of rental housing	WCG DoHS, Eden DM, 7 B Municipalities	<ol style="list-style-type: none"> Support and promote social rental housing 	<ul style="list-style-type: none"> Eden Social Housing Institution established 			ID within 6 months Operational within 18 -24 months
GM-7	Provide guidelines for the provision and location and of social facilities. Facilities should relate to the street hierarchy, access and landscape features. Provide alternative services and learning systems that are mobile and internet based in rural settlements that are too small to require additional facilities.	WCG DTPW, WCG DoH WCG DoE	<ol style="list-style-type: none"> Increase equitable access to quality social facilities and services. Ensure that public amenities have an associated public space 	<ul style="list-style-type: none"> The establishment of guidelines for the provision and location of social facilities and services. 			

Table 22. Growth Management: Implementation Actions Matrix (Continued)

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
GM-8	<p>Provide guidelines for the rationalisation and clustering of facilities at a regional level to assist with more sustainable provision and operation.</p> <p>Develop multifunctional facilities: apply the principles of space utilisation efficiency, multi- functionality and clustering to all facility provision projects.</p> <p>Establish longstanding memorandums of agreements between the municipality and the WCED / DTPW to make the sharing of facilities operationally feasible and provide the necessary certainty that the municipality's facilities will be available to accommodate the school's life cycle and possible expansion.</p> <p>Regional Service Centres should be supplemented or upgraded to meet need where necessary.</p> <p>Situate public facilities so that they are spatially connected with other facilities and public transport within the area.</p>	<p>WCG DoH, WCG DoHS, WCG DoE Eden DM, 7 B Municipalities WCG DTPW</p>	<ol style="list-style-type: none"> Facilitate rationalisation of social facilities with an excess of underutilised land that is over and above the norms and standards size, should be reclaimed for housing use. Encourage integration, infill, densification and mixed-use development in well-located areas. Increase equitable access to public facilities 	<ul style="list-style-type: none"> The establishment of guidelines that aid with the rationalisation and clustering of facilities at a regional scale. The improvement of social facilities in regional service centres 		<p>DEA&DP</p> <p>WCED's Infrastructure Delivery Management</p> <p>School governing bodies</p>	
GM-9	<p>Identify and prioritise the role and investment focus of specialised coastal centres. These centres have a special function (often tourism related) and important roles in servicing the surrounding areas and rural settlements.</p>	<p>Eden DM, WCG Economic Development Partnership, SCEP WCG Economic Development & Tourism</p>	<ol style="list-style-type: none"> Achieve a balanced mix of uses, economic activities, socio-economic groups and services in specialized coastal centres 	<ul style="list-style-type: none"> The identification and approved hierarchy of the role of specialized coastal centres. 			

Table 23. Growth Management: Implementation Actions Matrix (Continued)

POLICY ACTION NUMBER	DESCRIPTION	RESPONSIBILITY	OBJECTIVES	OUTCOME INDICATOR	BUDGET	IMPLEMENTING AGENT	TIME FRAMES
GM-10	Provide guidelines for development in rural settlements. Where possible new local economic drivers should be explored to sustain existing residents before fixed capital investment is prioritised here. Where no economic catalyst exists, improve access to centres where opportunity does exist.	Eden DM, WCG Economic Development Partnership, WCG DTPW, WCG DRDLR	2. Ensure equitable access to social facilities and economic opportunity	<ul style="list-style-type: none"> The establishment of guidelines for rural development The creation of improved access to service centres 			
GM-11	Cede surplus land to the authority responsible for housing delivery. Cost-efficient intergovernmental land acquisition / transfer between provincial government and the relevant municipalities should be considered.	Eden DM, WCG DoHS, DEA&DP WCG DTPW 7 B Municipalities	3. Reduce the rates burden on the DTPW and enable municipalities to plan and implement projects on these land parcels. 4. Increase significant savings in government spending.	<ul style="list-style-type: none"> The rationalization of land acquisition, security, maintenance and letting of public facilities 			
GM-12	Build capacity within the District to enable active participation in approval of all planning applications and co-ordination of placement of social facilities.						
GM-13	Urgently develop a District Fiscal Impact tool linking the Long term financial plans of the municipalities with the Eden District Infrastructure Masterplan.						
GM-14	Motivate for the implementation of a WCG DTPW pilot school within Eden District.	DTPW DoE B Municipalities			60 million		

Table 24. Growth Management :Implementation Actions Matrix (Continued)

5.4. Implementation Requirements

5.4.1. Proposed SDF Review Framework and Process

The purpose of a SDF is to provide a medium to long-term vision and a set of strategies to attain this vision. SPLUMA, 2013 requires that this is translated into an implementation framework that takes a five year view to inform the municipality's Integrated Development Plan and Budget. As development, whether it be the public sector or the private sector, takes multiple years to manifest, it is not appropriate that the SDF is substantially reviewed annually. The SDF must encourage consistency and predictability in planning decisions in order to achieve the desired outcomes.

Processes, including public participation processes, associated with the review of an SDF are prescribed by SPLUMA, 2013 and the Municipal Systems Act (and associated regulations), the provincial Land Use Planning Act and the Municipal Planning By-law and any associated policies or regulations. The Eden District SDF will be reviewed on the following basis:

- SPLUMA, 2013 does not provide for planning decisions to be taken by a Municipal Planning Tribunal that are not consistent with the municipal SDF – in this case both the District MSDF and a Local MSDF. The SDF must be reviewed.
- Municipalities should put in place clear guidelines defining the site specific circumstances under which a Municipal Planning Tribunal may depart in its decision from the SDF. This is best done at a local municipal level. However, the District must be provided with an opportunity to make input into such draft guidelines.

Timeframe	Nature of Review	Public Participation Process	Substance of the Review
Annual	Minor, if at all	IDP public participation process	<ul style="list-style-type: none"> • Corrections • Recording of site specific departures
5 Years	Limited review	As prescribed by the legislation and regulations, co-ordination with the IDP public participation process	<ul style="list-style-type: none"> • Alignment to new term of office IDP update based on trends or shifts in the socio-economic, biophysical or built environment based on a defined set of key variables that indicate the nature of such trends • Update based on amended master plans to inform future updates on master plans • Supplementation / update or adjustment to deal with changes in baseline information and legislation
10 Years	Full re-write	As prescribed by the legislation and regulations, co-ordinated with the IDP public participation process	

Table 25. Eden SDF Review Requirements

5.4.2. Sector Plan Alignment

The SDF is a long-term, transversal planning and co-ordination tool, as well as a spatial expression of the District's IDP. While the SDF is informed by Sector Plans, strategically and spatially, the Sector Plans should be led by the SDF. When the District Sector Plans are reviewed, the SDF must be a key consideration or framework for the review in order to ensure alignment and for the sector plans to realise their full potential as implementation tools of the SDF.

Table 26 summarises the District's sector plans, their status and implications of the SDF for these plans:

Sector Plan	Status	SDF Implications
Integrated Transport Plan (ITP)	2015	The SDF should be informed by the ITP and facilitate transport planning, spatial planning and land use management integration. The ITP must reflect on the SDF and demonstrate how the transport planning will contribute to the desired spatial outcomes.
Disaster Management Plan / Disaster Risk Assessment Update	2013 / 2014	Requires update / review. Key informant to the SDF.
Air Quality Management Plan	2013	An informant to the SDF.
Integrated Waste Management Plan	2014	An informant to the SDF.
Bulk Infrastructure Sanitation Master Plan	2012	A review should be framed within the proposal for a district medium term integrated infrastructure investment framework as proposed above and should seek to ensure that human settlement planning should be aligned to existing infrastructure capacities and a robust audit of "backlogs" should be undertaken to verify data and need prior to planning.
Regional Economic Development Strategy / Local Economic Development Strategy	2012	A review should be framed by the spatial context and strategies set out in the SDF where relevant. Economic potential in space should be optimised and co-ordinated with human settlement development planning.
Climate Change Adaption Plan	2014	An informant to the SDF. The SDF should implement climate change adaption measures in space in so far as this.
Integrated Environmental Policy (IEP) including:		An informant to the SDF. The SDF is also an implementation tool for these strategies through spatializing the strategic intent and establishing spatial policies aligned to the strategies. At the same time a review of these strategies should be informed by the balanced approach of the SDF.
Integrated Energy and Climate Change Strategy		
Integrated River and Estuarine System Strategy		
Integrated Coastal Zone Strategy		
Eden Coastal Management Plan / Programme	2012 under review	The Coastal Management Plan is an implementation tool for the SDF which elaborates on its policy objectives associated with optimising the coast as an asset, managing risks associated with climate change and ensuring equitable coastal access.
Eden District Municipality Wetland Strategy and Action Plan	Draft circulated for comment	The Wetland Strategy is both an informant to the SDF and an implementation tool for the SDF which elaborates on its policy objectives associated with optimising the wetlands as an asset and ecological service, managing risks associated with climate change and ensuring equitable access.
Eden District Rural Development Plan	2016 / 17	An informant to the SDF.

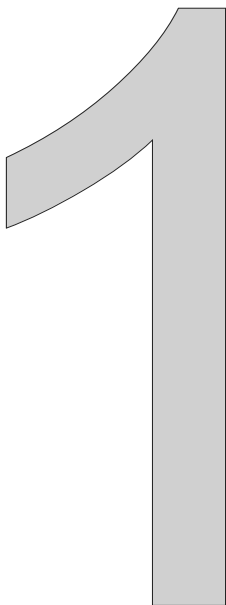
Table 26. Sector Plan Status and Implications

Reference List

- Ace Consulting & Surgeon Consulting. 2016. Eden District Municipality Integrated Transport Plan 2016 – 2021: Review, Final Draft.
- Anderson, N. 2017. Knysna Fire Report reveals total costs of almost R500m. Available: <https://www.thesouthafrican.com/read-knysna-fire-report-reveals-total-costs-of-almost-r500m/>
- Bloom, J. 2016. An economic and financial overview of the Eden District Municipal area.
- Bremmer, J., & Shadbolt. 2017. The World's Top 10 Road Trips. CNN Travel. Available: <http://edition.cnn.com/travel/article/travel-top-10-road-trips/index.html> [Online].
- BusinessTech. 2016. How much you're worth in every province in South Africa. <https://businesstech.co.za/news/business/123747/how-much-youre-worth-in-every-province-in-south-africa/>
- CapeNature. 2017. Western Cape Biodiversity Spatial Plan Handbook.
- Cato Manor Development Association (CMDA). [n.d.] Cato Manor Development Project. Available: <http://www.cmda.org.za/overview.htm> [Online].
- CNdV Africa. 2013. Bitou Local Municipality Spatial Development Framework, May 2013.
- CNdV Africa. 2013. Kannaland Municipality Draft Final Spatial Development Framework, October 2013.
- Coes, C. 2017. The WalkUp WakeUp Call. Available: <https://smartgrowthamerica.org/tag/walkups/> [Online].
- Department of Agriculture, Forestry and Fisheries. 2016. Draft Preservation and Development of Agricultural Land Bill
- Department of Environmental Affairs and Development Planning (DEA&DP). 2009. Rural Land Use Planning and Management Guidelines.
- Department of Environmental Affairs and Development Planning (DEA&DP). 2014. Western Cape Provincial Spatial Development Framework.
- Department of Environmental Affairs and Development Planning (DEA&DP). 2015. Mossel Bay Growth Options Study
- Department of Rural Development & Land Reform (DRDLR). 2016a. Sector Plan: Eden District Rural Development Plan. First Draft Report.
- Department of Environmental Affairs and Development Planning (DEA&DP). 2016b. Southern Cape Regional Spatial Implementation Framework (Draft).
- Department of Rural Development & Land Reform (DRDLR). 2017a. Draft Guidelines for the Provision of Open Space.
- Department of Rural Development & Land Reform (DRDLR). 2017b. Eden District Rural Development Plan, Integrated Development Plan (2017/2018) Summary.
- Department of Environmental Affairs & Development Planning (DEA&DP). 2017. Eden District Coastal Processes and Risk Modelling: Coastal Management Lines for Eden District (Draft). Royal HaskoningDHV.
- Department of Transport. 2017. Eastern Cape Freight Transport Data Bank. Available: http://www.safiri.co.za/ec/mail_lines.html
- Driver, A., Sink, K.J., Nel, J.L., Holness, S., Van Niekerk, L., Daniels, F., Jonas, Z., Majiedt, P.A., Harris, L. & Maze, K. 2012. National Biodiversity Assessment 2011: An assessment of South Africa's biodiversity and ecosystems.
- Eden District Municipality. 2013. Air Quality Management Plan.
- Eden District Municipality. 2014. Eden District Municipality Integrated Waste Management Plan: 2nd Generation. Jan Palm Consulting Engineers. Cape Town.
- Eden District Municipality. 2016a. Eden District Integrated Biodiversity Sector Plan. Available: http://www.edendm.co.za/index.php?option=com_remository&Itemid=6&func=select&id=294&orderby=1 [online].
- Eden District Municipality. 2016b. Eden Integrated Development Plan 2016 – 2017: Final Reviewed.
- Ethekwini Municipality. 2017. The value of D'MOSS to the City. Available: http://www.durban.gov.za/City_Services/development_planning_management/environmental_planning_climate_protection/Durban_Open_Space/Pages/-What-is-the-Durban-Metropolitan-Open-Space-System.aspx
- Fynbos Forum. 2016. Ecosystem Guidelines for Environmental Assessment in the Western Cape.
- George Municipality. 2013. George Municipality Spatial Development Framework, Final Draft.
- Jaffe, E. 2015. California's DOT Admits That More Roads Mean More Traffic. Available: <https://www.citylab.com/transportation/2015/11/californias-dot-admits-that-more-roads-mean-more-traffic/415245/>
- Kannaland Local Municipality, 2012. Kannaland IDP 2012 – 2017
- Knysna Spatial Development Framework. 2016. Final Draft SDF for Public Participation, January 2016.
- Laskey, G. 2013. Eden District Municipality Disaster Risk Assessment Update. Risk Reduction Planning Disaster Management and Fire Brigade Services.

- Lethabo Air Quality Specialists. 2013. Eden District Municipality Review of the Air Quality Management Plan (AQMP), Final Report, March 2013.
- Local Government Municipal Systems Act, 2000 (Act 32 of 2000)
- Marike Vreken Urban & Environmental Planners. 2013. Condensed Mossel Bay Spatial Development Framework.
- MCA Urban Planners. 2009. Eden District Municipality: Spatial Development Framework Review. Final Draft September 2009.
- Midgeley et al. 2005. A Status Quo, Vulnerability and Adaptation Assessment of the Physical and Socio-Economic Effects of Climate Change in the Western Cape. CSIR Environmentek, Stellenbosch
- National Planning Commission. 2011. National Development Plan vision for 2030.
- Outshoorn Municipality. 2015. Greater Oudtshoorn Draft GAP Analysis of SDF.
- Oudtshoorn Municipality, 2015. Greater Oudtshoorn Spatial Development Framework, Final Draft 2015.
- Oudtshoorn Municipality. 2017. Draft (III) Integrated Future Spatial Vision / GAP Analysis of SDF. Department: of Strategic Services.
- Price Waterhouse Coopers (PWC). 2014. Population Projection for the Western Cape.
- Quantec Research. 2016. Sectoral Economic and Employment Data for the Eden District Municipal Area, Cape Town.
- Quantec Research. 2017. Regional Output and GVA at Basic Prices by Industry and Metro Region Level (1993-2016).
- UDWC. 2010. Hessequa Spatial Development Framework.
- United Nations Human Settlements Programme (UN-Habitat). 2012. Urban planning for city leaders. Nairobi: UNON.
- Western Cape Government. 2013. Provincial Spatial Development Framework Heritage and Scenic Resources Specialist Study.
- Western Cape Government. 2014a. Growth Potential of Towns Study.
- Western Cape Government. 2014b. Western Cape Climate Change Response Strategy.
- Western Cape Government. 2014c. Western Cape Provincial Spatial Development Framework.
- Western Cape Government. 2015a. Greater Cape Metro Regional Spatial Implementation Framework - 2027. Baseline Status Quo Report.
- Western Cape Government. 2015b. Socio-Economic Profile Eden District, Working Paper. Provincial Treasury.
- Western Cape Government. 2016a. Draft Socio-Economic Profile, Eden District.
- Western Cape Government. 2016b. Draft Rural Land Use Planning and Management Guidelines.
- Western Cape Government. 2016c. Municipal Economic Review and Outlook (MERO). Provincial Treasury.
- Western Cape Government. 2017. Municipal Economic Review and Outlook (MERO). Provincial Treasury.

ANNEXURE



1. Annexure 1

1.1. SDF Review Framework and Assessment Findings

1.1.1. Objectives

As discussed in Chapter 2, there is a clear legislative and policy context that has informed the update of the Eden District Municipality's Spatial Development Framework, most of which was not in existence at the time of the 2009 Eden District SDF.

The purpose of this assessment is to inform the review and update of the currently adopted 2009 Eden District SDF. It distills regionally relevant spatial trends, issues, opportunities and challenges extracted from existing provincial, district and local municipal planning documents, key databases and draft reports produced as part of other current parallel regional planning processes.

The existing 2009 SDF is generally thorough and comprehensive, but has had very little impact on decision-making and is generally not used in Local Municipal Planning. This evaluation and assessment of the 2009 SDF aims to:

1. Highlight significant contextual shifts and new spatial drivers of regional development trends, opportunities and issues
2. Align the SDF with new policy, legislation and District objectives
3. Confirm or amend the 2009 SDF proposals to bring a clearer strategic focus to implementation actions informed by a deeper understanding of the fiscal and institutional context.

In particular, the Spatial Planning and Land Use Management Act supported by the Western Cape Government's Land Use Planning Act and the Department of Rural Development and Land Reform's

SDF Guidelines set out clear content requirements for municipal spatial development frameworks.

The 2009 Eden District Municipality's SDF elements have been assessed to ascertain the extent of alignment with these guidelines: this corresponds with a recent conformance assessment undertaken by the Western Cape Government of the Municipalities 2016/17 MTREF Budget, IDP and SDF. It is important to note that the approach to the formulation of the SDF is premised on the SPLUMA principles outlined in Chapter 2 of this report.

1.1.2. What has Changed Since 2009?

1.1.2.1 New Policy Context

SPLUMA identifies a number of demographic, socio-economic and environmental trends that the SDF must consider in its status quo and project forward in its planning; namely:

- Population growth projections for the next five years
- Estimates of demand for housing units across different socio-economic categories and the planned location and density of further housing projects in the next five years
- Estimates of economic activity and employment trends and locations in the next five years
- Environmental pressures and opportunities within the municipal area, including the spatial location of environmental sensitivities, high potential agricultural land and coastal access strips
- Identify, quantify and provide location requirements of engineering infrastructure and services provision for existing and future development needs for the next five years

These are expanded upon in the following section, as well as in the relevant Strategic Directives for the SDF Review.

The 2016 LG MTEC Review highlighted the following challenges with the Eden District SDF and IDP in relation to SPLUMA objectives:

“**Spatial Justice**, which in part encompasses redressing spatial imbalances through settlement restructuring and addressing informal settlements, is addressed in the SDF. Chapter 4 contains “objectives” which reflect the desired spatial form of the Municipality. These objectives are in line with normative principles contained in Chapter 8 of the NDP. There are two maps in the [2009] Eden District SDF which set out the implications for both Planned Regional Infrastructure and Planned Regional Tourism and Environmental Initiatives. In addition to the above, Spatial Development Challenges and Spatial Development Objectives are clearly set out. The SDF goes on to list growth management and current settlement pattern as two of the four primary concerns for planning in the District. It is recommended that in the revision of the Eden District SDF, that the District takes note of the development trajectory of many of the settlements within the Eden District Municipal area, with a view to analyse whether these settlements are in fact achieving settlement restructuring or further entrenching spatially disconnected and disintegrated development.

In terms of **Spatial Sustainability**, which in part encompasses promoting land development that is within the fiscal, institutional and administrative means of the Republic and limitation of urban sprawl. The Eden District SDF Review Report does make some recommendations as to how sustainability can be mainstreamed into the programmes and activities of the municipality. The purpose of the said Review Report is to bring the SDF in line with the latest relevant policy guidelines of the Provincial and National Government. Although there is a general description of biophysical features, it is still based

What has changed?

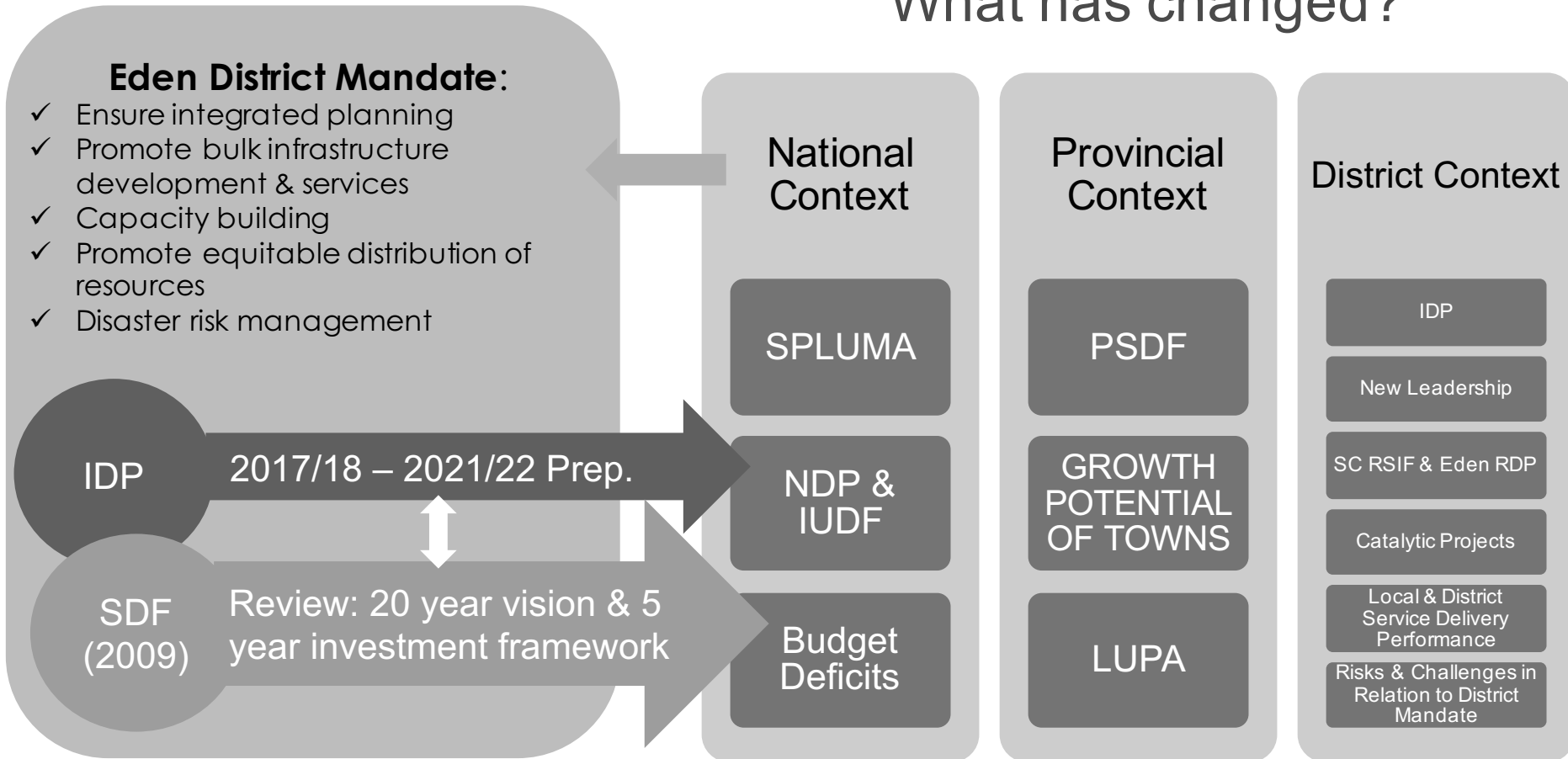


Figure 88. Eden District SDF Review Framework

on outdated conservation programmes and vegetation maps (predating 2010). However, it should be noted that these were the best available plans at the time and prior to the current CBA maps. It is recommended that the latest CBAs and Threatened Ecosystems conservation plans be incorporated in the new SDF and that the Eden District SDF takes note of the outcomes of the Mossel Bay Growth Options Study and other relevant studies in making proposals for the future growth and development of the region.

In terms of **Efficiency**, which in part encompasses land development that optimises the use of existing resources and infrastructure, the Eden District SDF responds to this principle by, inter alia, promoting the need for an efficient administration and good governance as prescribed in terms of PAJA. Increased resource use efficiency is a common thread throughout the SDF and it works its way into several of the SDF policies, such as energy efficiency. It is recommended that in the update of the Eden District SDF, implementable and concrete measures are identified to improve resource use efficiency in the region, relating to water, energy and government expenditure.

In terms of **Spatial Resilience**, the Eden District SDF responds to this principle through advocating for adaptation to climate change, and it is sufficiently “fleshed out” at the policy level. However it is unclear how far these proposals have been implemented, if at all, within the Municipality.

In terms of the overall assessment of the SDF, the SDF for the most part meets the MSA Regulations requirements. However, the delineation of urban edges is not a requirement for a District Municipality and has thus not been completed. It is important to note that a District SDF is inherently different from a local municipal SDF. A District SDF focuses on the issues that have a district wide (regional) impact. A local municipal SDF draws on the input contained in the District SDF and provides further detail which will guide local planning decisions. The SDF does however provide clear development objectives and associated policies and strategies which do provide clear direction to both the IDP and local IDPs and SDFs” (18-19).

Eden Spatial Development Framework | November 2017

2. Annexure 2

2.1. Vision Session Workshop Outcomes

Group 1

The key discussion points, opportunities and challenges for focus group 1 are discussed as follows:

- Establish a destination marketing agency that will drive tourism for the region. This agency should deliver a marketing service for all local municipalities in the region.
- Unique branding for the region (not just as a holiday destination, but for all 12 months of the year). The brand should become more unified, moving from Eden District to Garden Route District Municipality (which is internationally recognised).
- To establish the district as an international venue for outdoor sports and adventure events.
- Expand the George Integrated Public Transport Network (GIPTN) to include all towns in the Eden District (increasing access to job opportunities, health services, housing and schools).
- Become a services-orientated industry within the global context. Emphasis on financial services, medical specialisation, learning, tourism, ICT and exclusive manufacturing (e.g. gold and watch matching).
- Government and businesses to plan effectively for the future of the Southern Cape.
- Specialist medical treatment and recovery (e.g. plastic surgery and treatment in George or Mossel Bay and initial recovery in Knysna / Bitou).
- Provide effective fire services throughout the region.
- Provide bulk water infrastructure to unlock housing, job opportunities, expansion of businesses etc.
- Incentivised conservation.

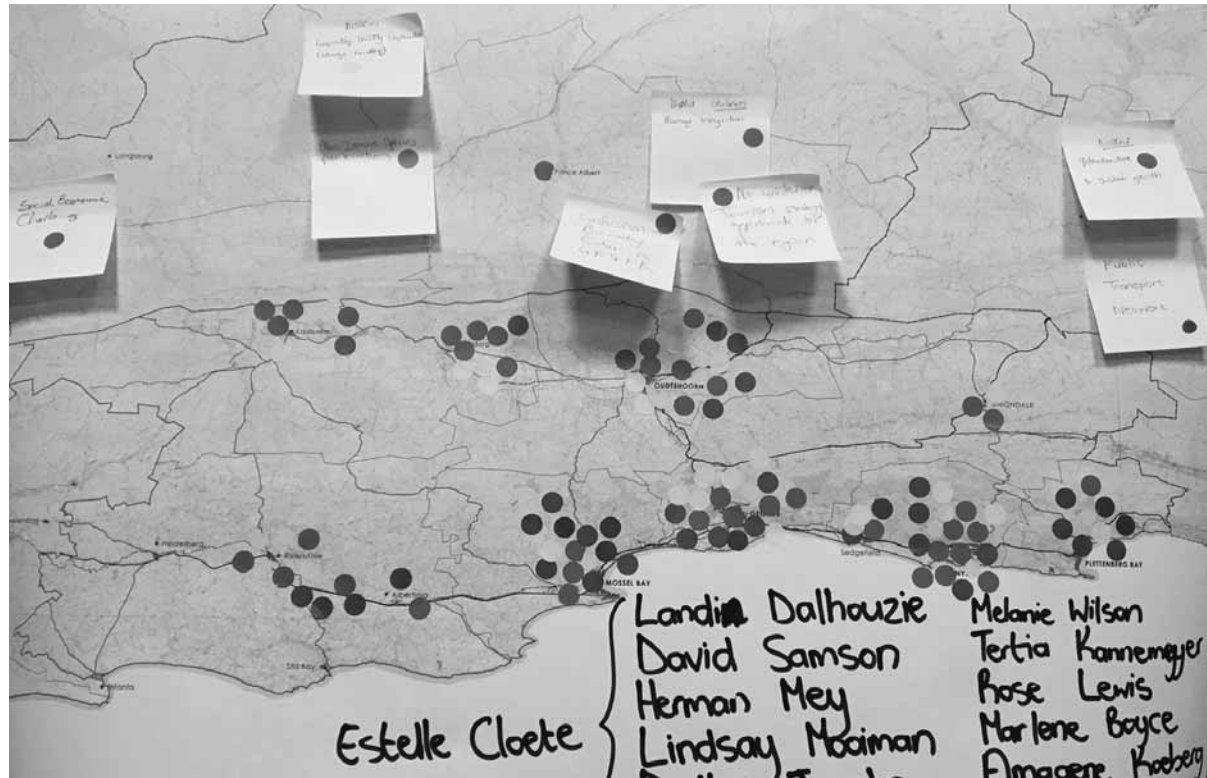


Figure 89. Group 1 Spatial Ideas



Figure 90. Stakeholders Participating in Work Group Discussions

Group 2

The key discussion points, opportunities and challenges for focus group 2 are discussed as follows:

- Functional corridors: natural, transport, economic
- Logistics corridor between Oudsthoorn and the Northern Cape (connectivity)
- Agri-processing (niche products), knowledge economy (ICT) and skills training
- Eco-agri tourism, Montagu pass, focus on heritage and arts and culture
- Introduce cable car / trail on the Outeniqua Mountain Range (tourism)
- Water storage, use underground PVC tanks in residential areas
- Dam for the region
- Development of Mossel Bay waterfront
- Garden Route brand development and marketing, both locally and abroad
- Realignment of the N2 Pass in Knysna



Figure 91. Group 2 Spatial Ideas

Group 3

The key discussion points, opportunities and challenges for focus group 3 are discussed as follows:

- Education with a difference: schooling that does not just encompass academics, but institutions that equip learners with skills. Thus, preventing the staggering statistic of first year dropouts at university.
- Provide a university for Knysna
- Support municipalities to translate SDFs into implementable projects
- Development to consider intermediate area around core biosphere area as an area for municipal development but as potential for research, development of tertiary institutions, research stations, research organisations and biosphere interactions
- Mossel Bay International Airport
- Keep the town clean by implementing incentives for waste collecting – provide clothes and food in exchange for the collection of waste materials
- Move Oudtshoorn airport to make space for Oudtshoorn to expand
- Collaborate on a regional approach to promote / roll out a waste minimisation strategy and implementation plan for Eden District that includes a rigorous education and awareness drive to reach 20% target by 2020.
- Invest in small businesses by opening up land and streets for small business to prosper
- Promote Integrated Development Planning that considers environmental, social and economic issues (sustainable development)
- Agriculture – promote “clean” industry
- Create cycle route on old railway line from Knysna to George
- Water storage – dams between mountains and seas
- Remove degraded railway line



Figure 92. Group 3 Spatial Ideas

Group 4

The key discussion points, opportunities and challenges for focus group 4 are discussed as follows:

- Develop a Garden Route tourism brand, unify with Klein Karoo tourism brand with well-packaged route and products for tourism niche markets
- Regional eco branding strategy – cross boundary collaboration
- Improve training facilities and capabilities
- Develop harbour for import and export – link with rail system
- Promote, market and facilitate Information and Communication Technology (ICT) services and the innovation sector
- Planning driven by co-operation and sharing of resources as opposed to competition
- Get the Tesla motor factory to locate to Hansmoeskraal
- Optimise Mossel Bay Harbour
- Develop a railway line that runs from the Mossel Bay CBD along the coast to George
- Well-established tourism industry, high demand, but needs more facilities. Coherent Garden Route brand
- Cango Caves tourism potential
- George – economic hub, airport, IPTN and tourists (well-located)
- Mossel Bay – existing port infrastructure
- Oudtshoorn – mountain, sea, archaeological assets, agri-hub
- Alternative agri-industry in Klein Karoo due to the unique climate
- Good road infrastructure and extension of N2
- Beaches, climate and archaeological assets
- Coastal access and assets contributes to tourism

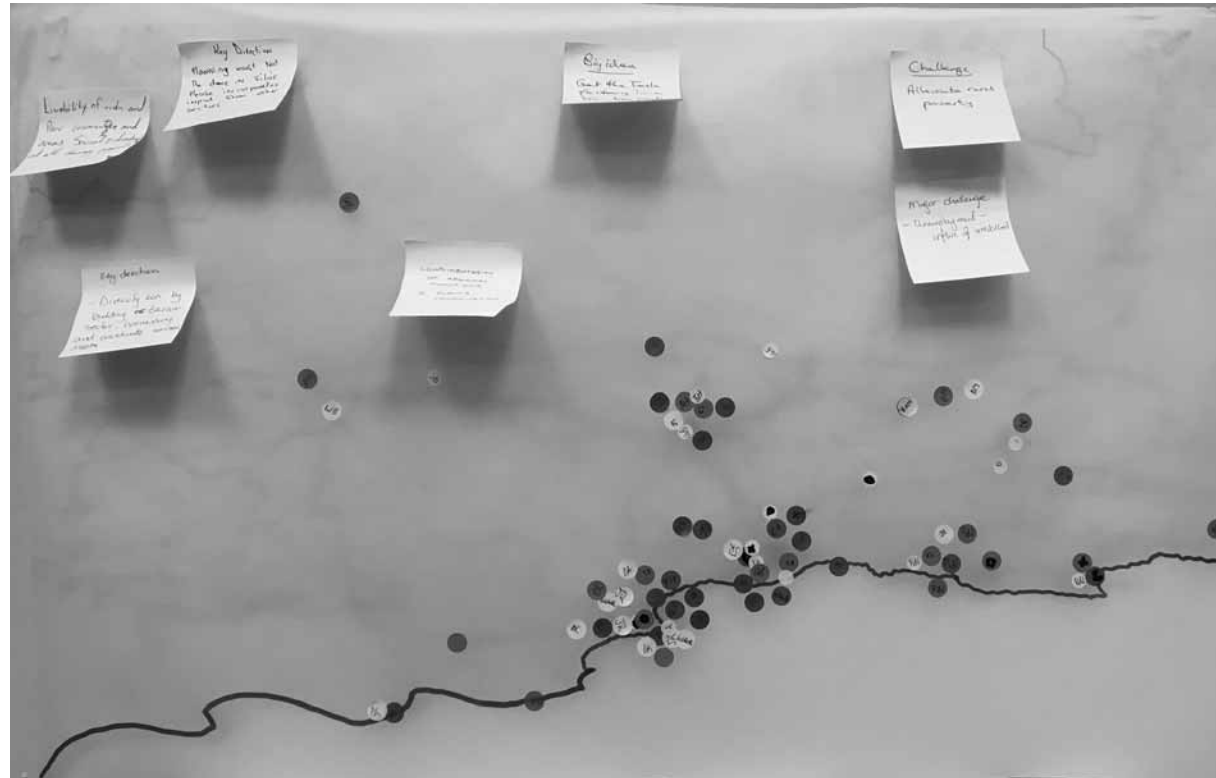


Figure 93. Group 4 Spatial Ideas

- Adventure sport and ecological assets (e.g. bridge jumping at Gouritz)
- Air quality – good co-operation with forums.
- Special expertise within the region
- Tourism eco-branded strategy
- Air routes, agri-park master plan to feed into George airport.
- Air space is capacitated
- George is introducing new flights, however, scale is an issue
- Oudtshoorn airport might move them out
- Agri-tourism: Saarsveld and Rheenendal cycling and agri-processing tour
- Tourism adventure routes, promote cross boundary routes
- Hansmoeskraal – promote primary sector because it is labour absorptive and quaternary sector (ICT)
- George chamber of commerce: up-skilling South Cape college (innovation hub)
- Alleviate rural poverty

Group 5

The key discussion points, opportunities and challenges for focus group 5 are discussed as follows:

- Develop coastal road / route from Mossel Bay to Port Beaufort or Gouritz to Breede River
- Maintain Integrity of Garden Route
- Develop and market a collective Garden Route brand
- Mossel Bay / George International Airport
- Construction of harbour in Mossel Bay to cater for oil tankers and passenger liners.
- Use existing PetroSA refinery to process shale gas (fracking)
- Become a disaster resilient
- Bulk water supply and bulk storage facilities
- Educate and motivate informal and small scale water uses within catchments to protect water and reduce impacts on resources
- Revitalise Mossel Bay CBD (see buildings to developers)
- Invest in helicopters to survey crime and aid in fire fighting
- Integrated education platform, invest / provide new colleges for health professionals, maths and science centres, engineers etc.

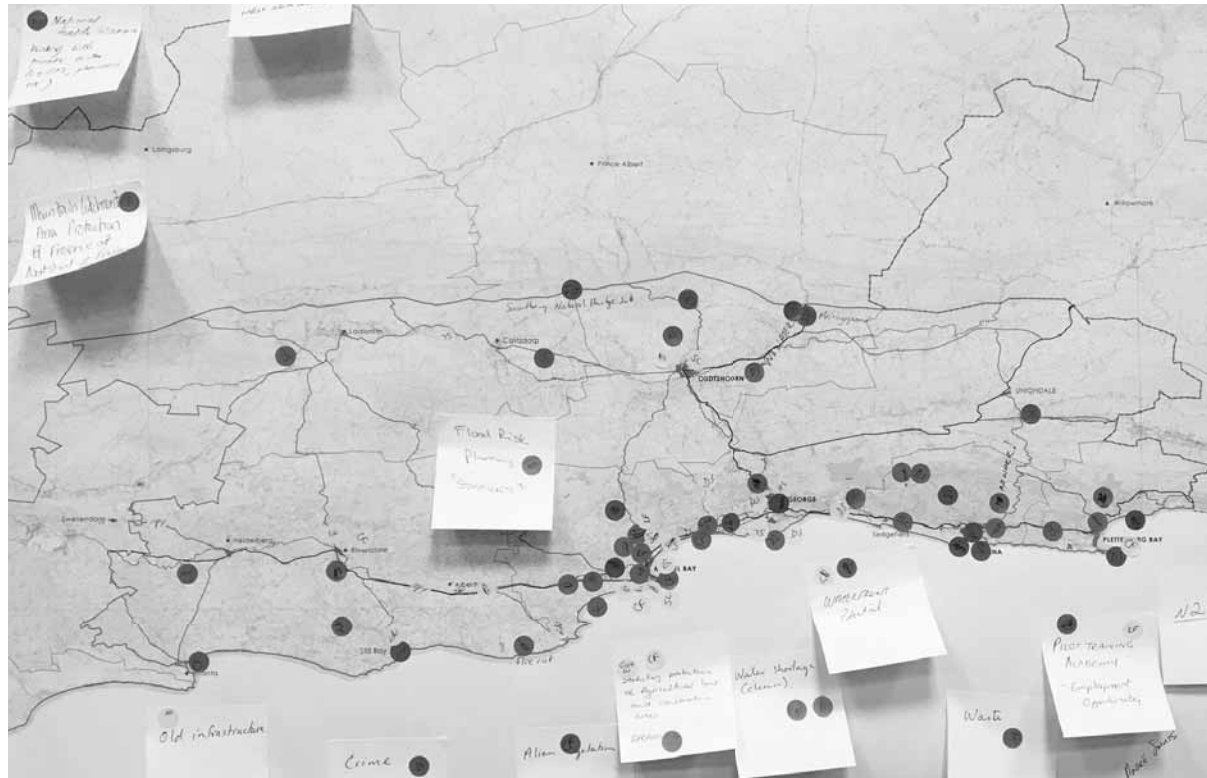


Figure 94. Group 5 Spatial Ideas

Group 6

The key discussion points, opportunities and challenges for focus group 6 are discussed as follows:

- Knysna should be promoted as the Silicone Valley of Africa (120 km of fiber network)
- Provide Garden Route Convention Centre in Knysna
- Provide more education facilities, call centres and basic services for indigenous people
- Centre for bio-mimicry – research and use of design principles of nature (to enhance products and approaches)
- Provide a “Garden Route University of Marine and Coastal Studies”
- Sports academy
- Provide a comprehensive university for the Southern Cape (include medical, law and civil engineering)
- Consolidate urban planning
- Avoid natural areas to promote tourism
- Need for skills training
- Focus on cycling in the Garden Route
- Increase north-south linkages to Plettenberg Bay by touring the Prince Alberts Pass between Uniondale and Plettenberg Bay – focus on agriculture and economic potential



Figure 95. Group 6 Spatial Ideas

2.2. Focus Groups Emerging Themes

Following consultation between Eden, SCEDP and WCG, as well as following key findings of the Southern Cape RSIF status quo report, it was agreed that 10 focus groups would be established with the intention to develop a “Strategy Outline” for the particular topic or focus group.

Focus Groups were tasked to clarify the key questions that were to be addressed in the focus group sessions in relation to that particular topic or sector. They were also asked to identify the big ideas, solutions and actions that need to take place, and to develop a brief implementation framework that included the major players, resources, and time frames.

The focus groups were structured as follows:

Agriculture

Facilitator: Clyde Lamberts (DoA)

Drought management, food security, agri-processing, agri-parks, hydroponics, aquaponics, fishing, markets and fresh produce markets, abattoirs, forestry, farmer support and land reform.

Aviation

Facilitator: Willem de Kock

Topics for discussion: role and distribution of airports, relocation / upgrading / future of airports (Oudtshoorn, Plettenberg Bay, Mossel Bay, George, etc), spin off opportunities, functional use (tourism, business, agriculture, training, military) and international airport status.

Disaster Management, Safety and Security

Facilitator: Gerhard Otto (Head of Eden District Disaster Management)

Climate change, risks, disaster centres, biological hazards, response systems, floods and fires, road accidents and animal disease.

Engineering and Bulk Services

Facilitator: Sam du Preez (DLG Chief Engineer at Directorate Municipal Infrastructure) supported by Hanré Streicher (GLS) and Pierre Conradie (CMB)

Water and sanitation, electricity and alternative sources, waste management and recycling, data and fibre optics, and new dam locations.

Environment and Cultural Landscapes

Facilitator: John Sharples (Sharples Environmental Services)

Conservation areas, heritage protected areas, sustainable resource management, drought management, alien plant invasion, monitoring and compliance, air and water quality, scenic and cultural landscapes.

Industry, Tourism and Business

Facilitator: Melanie Wilson (EDM LED) supported by Paul Hoffman (SC EDP)

Industrial areas and zones, ICT, CBD upgrades, new retail developments, green industry, recycling, renewables, cross cape cycling, trail, eco-tourism, film industry, conference facilities and events, tourism centre and branding and skills development.

Innovation, Skills and Entrepreneurship

Facilitator: Paul Hoffman (SCEDP)

New business development, entrepreneur and skills development, renewable energy, biotechnology and broadband (conservation / environment related).

Oil, Gas, Ports and Freight

Facilitator: Adrian Strydom (SAOGA) supported by Eduard Lotz (Eden DM PMU Manager)

Ports, port logistics, oil and gas reserves, fracking, fishing industry and Mosgas, etc.

Transport and Access

Facilitator: Hans Ottervanger (Eden DM Roads Manager) supported by Gerhard Hitge (Eluti Consultants)

Road infrastructure, transport networks, storm water, rail infrastructure, regional public transport, passenger / tourism rail, rail and road freight transport.

Settlement, Growth Management and Social Facilities

Facilitator: Johan Compion (Eden DM Municipal Health and Environmental Services Manager) supported by Barbara Southworth (GAPP)

Urban development management, growth patterns and potential, urban and rural settlement roles and relationships, NMT and walkability, safety, built heritage, health care facilities, diseases, social facilities and regional education, skills development.

The Status Quo findings have been structured to align with the ten focus areas. These are expanded on in the Annexure and are summarised in next chapter.

2.3. Engagement with Local Municipalities

The George, Knysna and Bitou Municipal planners were interviewed to establish their views on the current SDF and what they wished to see reflected in the SDF review.

They indicated that the following content would be the most helpful to assist in the implementation of the Local MSDFs and in making land use decisions or engaging with other spheres of government:

- Alignment with national and provincial grant funding initiatives is key to assisting the private land owner to contribute to rural reform.
- The Eden District SDF could make suggestions as to the prioritisation of our development agenda to assist the municipality in alignment of our projects with these investment priorities.
- There is need for rural development guidance, municipal policy is not adequate to address the needs of the rural communities in order to prevent the creation of poverty pockets,
- Clear guidelines on dealing with development applications / proposals outside of the approved urban edge, as well as pressure for housing provision in rural areas, outside the urban edge (which would ideally include clear guidance on how to go about developing Agri-Farms and/or Agri-Parks).
- Incorporating the necessary environmental considerations into MSDFs and urban edges; possibility obtaining exemption from NEMA in strategic development areas; more clarity with regards to environmental considerations and approvals required, and which datasets are relevant (e.g. CBAs) .
- Provide up-to-date data on demographics, population growth figures, housing demand, employment figures etc

They indicated that regional challenges that they would like to see addressed in the District SDF were as follows:

- Unemployment and housing provision are major challenges, specifically the uneven distribution of housing across George municipality. New housing models need to be developed that allow for better social integration. The poor quality of subsidised housing also places strain on municipal resources as they require continued maintenance, as they are not resilient to climatic and environmental incidents.
- Uncontrolled growth – influx of mainly low-income, unskilled workers especially from the Eastern Cape. How to accommodate or discourage this growth?

Big ideas put forward for strengthening the regional economy and / or well-being of the people included:

- Railway transportation is specifically under-utilised and there is a need for a regional public transport system to reduce dependency on private vehicles and calm congestion.
- Agrarian assets should be identified and optimised to preserve these valuable resources and ensure productive yields from them.
- The role and function of the local university is under-utilised
- Strengthen the tourism industry within Eden District in order to create tourism opportunities year-round – increased protection of environmental resources in order to realise the potential of the environment as the economy.
- Cross-Municipal public transport initiatives – the state of the existing railway infrastructure in the Eden District, especially between Knysna and Mossel Bay, should be investigated, as it holds immense potential for the District, especially in terms of tourism (and also bulk goods / waste transit)

The local planners identified the following big changes in terms of settlement, economic development, mobility, environmental dynamics since 2009 as follows:

- Subsidised housing is continually developed on the periphery of settlements, which results in a continuation of segregated urban patterns. There is a need for innovative ideas that promote infill development.
- The influence of the coastal management by-laws and set backs on the MSDF and decision making is not yet known. The intention is to incorporate these into the revised SDF, however the final documents are required.
- Climate change is threatening the unique character of the Garden Route – including lush forests and the pristine coastline. The effect of climate change needs to be clearly understood in order to develop mitigation and adaptation measures in terms of creating more resilient human settlements and preserving the natural environment. Improved disaster management measures, especially with regards to fire and drought prevention and response are in order. However, the changing climate has also resulted in new opportunities, such as the emergence of wine estates in Plettenberg Bay, which should be optimised.

Institutional

- There should be vertical and horizontal integration between the various spatial planning documents and projects, such as water and waste transfer.
- Provide a coherent spatial rationale for alignment and prioritisation with national and provincial projects to increase the prospects of securing grant funding.

Settlement

- Provide guidance to achieve a better balance in the distribution of housing projects across the region to avoid escalating the unemployment rate, especially in areas where municipalities are having difficulty managing indigent dependents. Identify strategies

to promote self-sustainability and empowerment of these communities.

- Provide a strategy to counter the concentration of poverty through poorly located housing projects. Alternatives need to be made to promote a more integrated socio-economic gradient and offer local residents the opportunity to upgrade their lifestyle or living quarters without having to relocate.
- Provide guidance on ways to address the inferior quality of services and infrastructure in subsidised housing development that increases the vulnerability of communities to climatic and environmental incidents. It also weakens the financial resilience of municipalities, as the burden of maintenance falls upon the municipalities that need to secure funding to rectify the shortcomings of the systems installed.

Economy

- The economic potential of tourism in the area is not realised to its full potential. This is a result of the seasonality of trade in the region and the ease of accessibility. Access to and the affordability of air and rail travel should be addressed to boost both local and international tourism and there should be a greater commitment to attract and support regional amenities. All spheres of government should play a facilitative role.
- Agrarian assets need to be optimised and the sector should be aggressively promoted to raise levels of employment. The SDF should provide criteria for identifying prime agricultural assets and strategies to preserve these assets and to ensure productive yields from them. This links with development of rural settlements and bringing labour closer to their places of employment. Ensuring that infrastructure, transport and support is effective and adequate to support localised agri-industries
- Efforts should be made to expand the status and function of the local university. Eden District can attract more students and embark on initiatives to induce interest and investment in the innovation

sector and consequently create employment opportunities in the quaternary sector

- Knysna aims to economically move away from traditional forestry to tourism and education.

Infrastructure

- Provide clarity on the future of the N2 by-pass. The N2 corridor is a scenic route and there should be uniform guidelines as to what type of development should be permitted next to it.
- There should be a network of waste transfer sites, especially if the Mosgas site is to be used.
- Water storage capacity challenges need to be addressed at regional level.
- Knysna's sewerage works is beyond capacity, especially in the northern areas. There is no treatment capacity to serve the projects in their settlement pipeline.
- Consider the viability of a Public Private Partnership (PPP) to revitalize the choo-choo train
- Provide guidance on the location of regional cemeteries.

The District capacity support team and DEA&DP have been engaging with Kannaland, Bitou, Oudtshoorn and Hessequa and the following issues were raised:

- It is necessary to consider the potential of small craft harbours, such as Stillbaai, and the opportunities offered in their redevelopment
- The District SDF should take note of the Coming Together Urban Regeneration project
- The possible relocation of the Oudtshoorn airport and redevelopment of the site for mixed use infill development is of regional significance and should be considered in the SDF
- There is need for guidance on the viability and support of rural hamlets, clarifying their role with in the District

3. Annexure 3

3.1. Comments and Responses

1. The Economy is the Environment					
No.	Comment	Source	Applicable to the SDF	Response and amendments to SDF where applicable.	Agency / Process Best Suited to deal with comment
1	Chapter 3 and 4 does not give enough attention given to tourism in the document.	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF has expanded upon this, including building on the economic value of tourism highlighted in the Mossel Bay Growth Options Study. 	The SCEP process has developed a tourism development strategy.
2	Need guidelines related to agricultural land and the potential for economic opportunity	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> The SDF has expanded on the relevant policies and principles for the appropriate and sustainable use of agricultural land, but as it does not have land use management delegations it cannot prescribe how these should be applied. Reference should be made to WCG DEA&DP Rural Development Guidelines 	The DEA&DP Rural Development Guidelines Department of Agriculture
3	I am concerned about the future sustainability of service delivery in "rural communities" of Eden District – I do not believe DRDLR's "Eden Rural Masterplan" fully addresses this issue (it merely focused on Agriculture and disregarded other opportunities like Tourism, ICT, Film Industry, Cross Cape Cycle route, etc) and I believe the Eden SDF should include specific proposals in terms of projects and initiatives to support the dire need for new and innovative economic opportunities to sustain local communities at small / rural nodes like Uniondale, Haarlem, Sinksabrug, Hoekwil, Harold, Karatara, Zoar, Friemersheim, Gouritz, etc – especially in terms of ICT roll out and LED support	Eduard Lotz (Eden District Municipality)	No	<ul style="list-style-type: none"> The Eden SDF has referred to and adopted the WCG Guidelines for Rural settlements. The growth management section outlines sustainable options for the economic resilience of rural settlements. This includes reference to precedent for appropriate development in rural centres drawn from KZN and global precedent. Affordable access is a key factor in economic resilience in rural settlements and this is addressed in Strategy 2 (regional access). The comment and policy position of the Dept of Agriculture on developments such as the Sinksabrug project have been incorporated into the SDF. The meaning of "complete towns", "consolidation" and "growth" have been elaborated in the SDF and included in a glossary of terms. The RSIF and SCEP processes deal in more depth with the range economic and investment strategies that can be adopted in Eden. The SDF's mandate is to frame the spatial opportunities, risks and impacts of spatial growth approaches in line with SPLUMA and associated legislation. 	
4	The Map "Environment and Cultural Landscapes", should provide an indication of the SPC's for rural development management and agriculture	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> This has been amended in the SDF 	
5	Are there any suggestions / guidelines for the protection of agricultural land with high-potential for increased food security, economic diversification, and agri-processing?	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> The SDF have expanded on recommendations on the protection of agricultural land in line with the Agricultural Land Act 70 of 70 and Conservation of Agricultural Resources Act 43 of 1983 (In line with the letter from WCG Agriculture, dated 2017.10.09 in response to Proposed Misty Meadows Agricultural Estate & Agri-village) The SDF has highlighted the importance of food security and made reference to national and international literature. The SDF has expanded on the principles of food security and noted the expanded range of crops as a point of principle. At the District scale, an SDF with a long-term focus should not start to specify crop types. Underscores the need to protect agricultural land as described in the Subdivision of Agricultural Land, Act 70 of 1970 Importance of creating resilience with regards to risks. Top 5 Risks in WC are 1. Corruption, 2. Water crisis, 3. Unemployment, 4. Crime, 5. Lack of leadership. (IRMSA 2017 Risk Report) Food systems and Food security for the City of Cape Town (July 2014) states that food wastage is around 30-50% which indicates that food security has an important distribution factor. 	SCEP's agricultural value chain working group should provide guidance on the economic viability of current and future agricultural products
6	Guideline 1.1.1 states that new investment in rural areas should not compromise existing farming activities. It should also not compromise potential farming activities.	Malcolm Fredericks Danie Swanepoel			
7	Under policy 1.3 The products listed here are mostly the traditional products cultivated. From the current list, fruit and livestock are the only products that constitute food, however there are no staples produced. The possibilities and feasibility of exploring the possible broadening our production and expanding it to products that could actually make a more significant contribution to national food security should also be addressed. If there is potential to render the production from our agrarian assets more relevant in terms of national demand it would surely contribute to developing a more sustainable sector.	Delia Power (George Mun)	Yes		
8	Section 5.1.2.1 The last sentence "indigenous species loss is expected to decrease, making fires more frequent and harder to cope with" needs to be rephrased, as it can be interpreted	Malcolm Fredericks	Yes	<ul style="list-style-type: none"> SDF has been amended to incorporate comment. 	

	incorrectly. This sentence should read: Indigenous species loss is expected to increase, making fires more frequent and harder to cope with	Danie Swanepoel (DEA&DP)			
9	The Gouritz corridor should be renamed the "Gouritz Cluster Biosphere Reserve". The Garden Route Biosphere Reserve is not mentioned in the draft SDF.	Malcolm Fredericks Danie Swanepoel Maretha Alant (SANParks)	Yes	<ul style="list-style-type: none"> The SDF has been amended to refer to the Gouritz Cluster Biosphere Reserve The SDF has expanded upon the Garden Route Biosphere Reserve in the SDF 	
10	It is not clear whether the Garden Route Biosphere Reserve is included as part of the Eden to Addo biodiversity corridors, which connects the Western Cape and Eastern Cape Along the coast	Malcolm Fredericks Danie Swanepoel	Yes	<ul style="list-style-type: none"> The SDF maps and narrative have been amended to incorporate this comment. 	
11	Eden District has industries such as PetroSA, which provides economic opportunity. Should the development of shale gas in the central Karoo proceed and be successful, there may be an opportunity to revitalise PetroSA, rather than developing a new refinery in the Eastern Cape or on the West Coast.	Malcolm Fredericks Danie Swanepoel	No	<ul style="list-style-type: none"> From a cultural landscapes and water perspective, the cost benefits are highly debatable, especially in the light of recent moderation in the scale of the gas reserves. The SDF cannot address this until exploration findings have been concluded. 	RSIF / Provincial and National energy strategies are appropriate forums to address this comment
12	An EIA to conduct a 3D seismic survey in order to explore for oil / gas reserves along the PLETMOS basin off the Bitou coastline is currently underway. The company conducting the EIA is SRK Consulting in Port Elizabeth. This could be a significant future development for the SDF to take note of – although I guess it depends whether any reserves are found.	Marcel Minnie (Bitou Municipality)	No	<ul style="list-style-type: none"> This issue relates to ongoing investigations by PetroSA SDF can't respond until there are facts, such as viable reserves available 	The SCEP Working Group on Oil and Gas
13	A limitation is that ecological corridors were not mapped and it was one of the 'Big Ideas' discussed as the Vision Session. If conservation corridors and open space systems are not represented spatially they can be further fragmented and potentially ignored during the decision-making process.	Maretha Alant (SANParks), Colin Fordham (CapeNature)	Yes	<ul style="list-style-type: none"> The SDF has mapped the ecological / conservation corridors and open space systems at a regional scale. The note regarding groundtruthing of the CBA's needs to be actioned to enable B-Municipalities to incorporate these into the SDFs and LUMS 	DEA&DP
14	Although there is support for the two regional identities in terms of the positive outcome thereof for the region it must be noted that very few details appear in the SDF relating to the so called "in between areas" of the district, the areas that are linked on the two identities.	Hendrik Visser (Kannaland Municipality)	No	<ul style="list-style-type: none"> There are no in-between areas at the two distinct landscapes have been determined according to municipal boundaries 	
15	The word "region" or "regional" is used very often in the report. It is quite an ambiguous term, and is used interchangeably with the word "district". SPLUMA defines a region as follows: "region, in relation to a regional spatial development framework, means a circumscribed geographical area characterised by distinctive economic, social or natural features which may or may not correspond to the administrative boundary of a province or provinces or a municipality or municipalities". The Eden SDF is a district SDF, not a regional one. However, certain parts of Eden might function as a region, especially the area comprising Mossel Bay, George, Oudtshoorn, Knysna and Plett. What constitutes a "region" in Eden has not been clearly defined in the SDF, and is therefore open for interpretation. Its use should therefore be avoided, in my opinion, or should be clearly defined (there might even be more than one regions in Eden). I would rather refer to the Eden District, or the Garden Route / Klein	Marcel Minnie (Bitou Municipality)	Yes	<ul style="list-style-type: none"> This has been amended in the SDF 	

	Karoo, depending on whichever part of the district is referred to.				
16	Contractual National Parks should be included as a mechanism for biodiversity conservation on private land. In addition, zoning of private properties to Open Space III could be used as a mechanism for conservation in terms of the 2016 DEADP Standard Draft Zoning Scheme By-Law. Financial and non-financial incentives could be linked to conservation on private land with title deed restrictions. Please add Contractual National Parks to Protect and conserve Eden's important terrestrial, aquatic and marine habitat guideline, as a mechanism for formal protection.	Maretha Alant (SANParks) Colin Fordham (CapeNature)	Yes	<ul style="list-style-type: none"> Introduce Contractual National Parks as a mechanism for biodiversity conservation on private land The SDF has made a clear statement on open space supplemented by international / Ethekwinini MOSS precedent adopting incentives for protecting and managing open space The Implementation Framework includes a recommendation for zoning scheme amendments in B-Municipalities 	
17	The Garden Route National Park (GRNP) boundary is incorrect in Figure 12. The dotted green line is the buffer zone of the GRNP. The Garden Route Landscape along the N2 is confusing as roads are not green corridors. Ideally, a credible open space system and ecological corridor network should be spatially represented in the map.	Maretha Alant (SANParks)	Yes	<ul style="list-style-type: none"> The SDF reflects the corrected GRNP Boundary on map and legend 	
18	The Biodiversity Corridor map should be revised. National Parks, Nature Reserves, related Marine Protected Areas and Biosphere Reserves should be mapped. Referring to Wilderness (green) is vague. The map needs to focus on Eden District specifically.	Maretha Alant (SANParks)	Yes	<ul style="list-style-type: none"> The SDF includes the requested amendment 	
19	The Garden Route Landscape (green) does not reflect the level of transformation clearly and insinuates a predominantly green area, which is not the case. Alien vegetation and transformation by urban development, plantations and agriculture is not highlighted. The benefit of removing alien vegetation is not only to reduce the risk of wild fire, but also to increase the availability of water	Maretha Alant (SANParks)		<ul style="list-style-type: none"> The SDF clarifies that the intention is to rehabilitate biodiversity areas / aligned with alien veg clearance programmes etc The SDF makes reference to the DEADP recommendation that the benefit of removing alien vegetation is not only to reduce the risk of wild fire, but also to increase the availability of water The implementation plan recommends the initiating / expanding alien vegetation clearance programmes (fire risk / reinstating biodiversity links - expanding GRRP initiatives – job creation, reduce disaster risk) 	
20	SANParks does not agree with the Buffer 1 spatial planning category. Extensive agriculture should not take place in Buffer 1 areas.	Maretha Alant (SANParks)	Yes	<ul style="list-style-type: none"> SPC have been defined in DEA&DP Draft Rural Land Use and Management Guidelines and are adopted by the Eden SDF The SDF has been updated to include definitions that align with the Draft WCG Rural Land Use Planning and Management Guidelines (2017) 	
21	The SDF should include the following best practice guidelines: <ul style="list-style-type: none"> No development below 1:100 year flood line No development below the 3m contour line around estuaries No development on primary dune systems. Development should be set back behind the primary dune No development on slopes steeper than 1:4 No skyline development 	Malcolm Fredericks Danie Swanepoel (DEA&DP)	Yes	<ul style="list-style-type: none"> The Draft SDF has included the draft coastal management lines and will update these lines when the final report CML report is made available. The SDF Implementation Framework recommends that B-municipalities take account of the 1:100 year floodline in the preparation of their SDFs, updated LUMS and in consideration of applications The SDF has included the draft coastal management lines as the final CML were not made available at the time of finalisation The SDF has included information on coastal access points 	The B-Municipalities will need to update their SDFs once the final CMLs are available.
22	The Draft Eden Coastal Management Lines are available and should be referenced and included where appropriate throughout the entire document. The project also included an audit of all coastal access points along the coastline. This data could be obtained from the Department of Environmental Affairs and Developmental Planning (DEA&DP) Coastal Management unit.	Colin Fordham (CapeNature)	Yes		
23	Guideline 1.4.6 and 1.4.7 that deals with fire management, does not fit nicely under policy 1.4 that deals with inclusive and equitable public access to the coastline and estuaries.	Malcolm Fredericks Danie Swanepoel (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF has relocated the reference to the fire management policy as suggested The benefits of removing alien vegetation have been elaborated The implementation framework includes recommendations in relation to Eden DM disaster management's role in approving developments that impact on fire 	

24	It should be noted how inappropriate poorly timed fire burning regimes increases the risk of fires. When land owners do not burn fynbos at the correct intervals, the increase in fuel load increases the fire risk and indirectly lowers the biodiversity value of the unit. A reference for obtaining details regarding such information is the Fynbos Forum Ecosystem Guidelines for Environmental Assessment in the Western Cape.	Colin Fordham (CapeNature)	Yes	<ul style="list-style-type: none"> risk. The SDF recommends reference to the Fynbos Forum Ecosystem Guidelines for Environmental Assessment in the Western Cape for Fire Management principles The SDF Implementation Framework recommends the establishment of a fire management "agency" 	
25	Policy 1.3 acknowledges that Eden District is the "breadbasket of the Western Cape with untapped potential". Is Swartland not the breadbasket of the Western Cape? Where is this "untapped potential to expand and grow rural products"? Many farmers struggle to make a living with increasing input costs and lower prices for the products ("cost squeeze") and the associated risks such as drought, wild fires, flood damage etc. Note that rooibos is not grown in Eden District – it should be replaced with honeybush.	Malcolm Fredericks Danie Swanepoel (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF has been amended to refer to honeybush not rooibos The SDF has been amended to refer to Eden as the "food basket" of the western Cape (fruit and vegetables) in relation to general food security concerns. In terms of legislation, the Eden SDF is required to address to long term food security at a regional scale. It cannot meaningfully go beyond to demarcating agriculturally productive land and recommend it's protection in the planning frameworks and LUMs systems of the B Municipalities. The SDF makes reference to the Department of Agriculture policies. the Agricultural Land Act 70 of 70 and Conservation of Agricultural Resources Act 43 of 1983 . There is a Draft Preservation and development of Agricultural land Bill (2016) 	SCEP's agricultural value chain working group should provide guidance on the economic viability of current and future agricultural products
26	The Western Cape Biodiversity Sector Plan (WCBSBP 2017) has replaced the Western Cape Biodiversity Framework (WCBF 2014). It is recommended that the document be updated throughout (where required), referencing the new plan. CBA data has been refined and updated. There is also a Land Use Advice (LUA) Handbook (Pool-Stanvliet <i>et al.</i> 2017), which should be used and referred to throughout the document.	Colin Fordham (CapeNature) Maretha Alant (SANParks)	Yes	<ul style="list-style-type: none"> The SDF has been updated to include the New CBA data 	
27	It is recommended that the section 5.3.6, guideline 1.1.2, should mention how appropriate land use of CBA and ESA regions could contribute to environmental ecosystem protection and enhancement	Colin Fordham (CapeNature)	Yes	The SDF has expanded on this and provided more detailed recommendations (with reference to the Mossel Bay Growth Options Study)	
28	The Draft Eden Coastal Management Lines are available and should be referenced and included where appropriate throughout the entire document. The project also included an audit of all coastal access points along the coastline. This data could be obtained from the Department of Environmental Affairs and Developmental Planning (DEA&DP) Coastal Management unit.	Colin Fordham (CapeNature)	Yes	<ul style="list-style-type: none"> The Draft SDF has included the draft coastal management lines and will update these lines once the final report CML report is made available. Information has been included on coastal access points 	
29	Climate Change needs to feature more prominently in the Eden SDF – especially in terms of the potential long term impact thereof on Agriculture, Environmental, Natural Resources.	Eduard Lotz (Eden District Municipality)	Yes	<ul style="list-style-type: none"> SDF has expanded and clarified in more detail and made reference to WCG Climate Change resilience report (agriculture, rainfall, biodiversity, water supply) 	
30	In Section 5.1.3.1 it is stated that water supply planning and coordination across municipal boundaries, specifically between capacity constrained Knysna, Hessequa and Bitou is a district mandate. The feasibility of a water transfer scheme between municipalities could be considered, but the statement quoted above should not create the impression that it is supported without having all considered all relevant factors, including cost, feasibility etc. Heidelberg and Plettenberg Bay are 250 km from each other and a bulk water transfer scheme may not be feasible. It remains uncertain as to how the notion to limit urban sprawl will be influenced by what the district aims to achieve in terms of its spatial drivers and approach, which is directed towards regional accessibility for inclusive and equitable growth. The development and integration of resource infrastructure (e.g. Cross municipal supply of water) may create expectations where development cannot be accommodated due to real limiting factors, such as water supply and regional waste and transport infrastructure developments	Malcolm Fredericks Danie Swanepoel (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF recognises the financial and operational realities and constraints of distance within the region. It recommends a regional perspective on infrastructure capacity across services. The CIF section of SDF expands on the need to assess the medium and long-term capital and operating impacts The Implementation Plan recommends the preparation of a District level CIF that assesses the capital and operating impacts of a range of local versus regional solutions. This should align with the regional water masterplan to be developed, guide infrastructure investments and assess cost-benefit trade-offs between different technologies and solutions within the region. 	

	The SDF should highlight where development is appropriate and where biodiversity conservation should be encouraged.	Maretha Alant (SANParks)	Yes	<ul style="list-style-type: none"> The SDF reiterates the cos-benefits and environmental benefits of compact growth, emphasising infill strategies that also optimising existing infrastructure SDF adopts the WC DEA&DP guidelines for rural land use development. 	
31	Policy guidance for open space systems and ecological corridors should be added to safeguard against the erosion of biodiversity and the functionality of ecosystem services. Guidelines for alien clearing and wetland rehabilitation should also be included as new Policy Actions.	Maretha Alant (SANParks)	Yes	<ul style="list-style-type: none"> The biodiversity network is not groundtruthed, nor is it the role and mandate of a District SDF to demarcate biodiversity corridors. The SDF outlines principles for open space systems and ecological corridors (in line with Mossel Bay Growth options and best practice drawn from Ethekeweni) The SDF has included guideline diagrams The Implementation Plan: Guidelines have been provided for adoption by B-Municipalities as part of their SDFs and LUMS The SDF's Implementation Plan recommends that a study is commissioned to the groundtruth of the ecological corridors Responsibility: SANParks/ DEA&DP 	Once the Biodiversity network has been groundtruthed, the demarcation of the corridors should be part of the SDFs of the B Municipalities
32	Add a few paragraphs about the two Biospheres which cover much of the District and were not officially proclaimed when the last SDF was written	Errol Finkelstein (Garden Route Biosphere Reserve)	Yes	<ul style="list-style-type: none"> The SDF links and clarifies the 2 major character areas with the proclaimed Biospheres 	

2. Regional Accessibility for Inclusive and Equitable Growth					
No.	Comment	Who	Applicable to the SDF	Response and amendments to SDF where applicable.	Agency / Process Best Suited to deal with comment
33	Section 5.1.2.2. – A CNN Travel poll has voted the R62 as the number one road trip destination in the world. This should be acknowledged in the SDF. The proposed upgrading of the R62 will be to the detriment of the tourism appeal of the route , as an increase in traffic and heavy vehicles will make the road less attractive to those looking to enjoy the scenic and tourism aspects the route has to offer. Maintaining the current scenic and tourism nature of the route should be at the forefront when considering possible upgrading options	Marcel Minnie (Spatial Planner Bitou Municipality)	Yes	<ul style="list-style-type: none"> The SDF has highlighted that the R62 and N9 need to be upgraded to provide an alternative regional access route for tourism and freight. The cost of realigning the N2 is prohibitive in relation to the forecast fiscal constraints at National and Provincial levels. Given the need to conduct EIA processes, it is unlikely to be realised within the validity period of this SDF. The SDF development strategies cannot be tied to this highly uncertain, costly solution and alternative options have been offered to address regional accessibility The SDF recognises that the re-alignment of the N2 in Plettenberg Bay is going ahead with to provide a minimum of two lanes in either direction between Plettenberg Bay and George. The current position taken was to include a response to congestion (upgrading of the R62) The SDF highlights the negative impacts of freeways / the N2 on the cultural landscape drawing evidence from the Mossel Bay Growth Options study. The SDF has made recommendations at a strategic level to address regional accessibility for tourism and freight in relation to cost-benefit and fiscal constraint realities. The focus on the R62/N9 as an interim solution to this reality suggests appropriately designed upgrading of the R62 to deal with the short period of seasonal congestion on sections of the N2 during peak season. The use of the R62 as a tourism and freight route, is not be considered as being mutually exclusive if upgrades are appropriately designed and the SDF provides guidelines in this regard. The Implementation Plan of the SDF recommends that the Eden ITP to prioritise the relevant road improvements. The SDF does not detail the number of lanes, this needs to be dealt with in a revision of the Eden ITP 	The PLTF should provide guidance on the wider regional cost-benefits of the N2 in relation to investments in rail and improvements in alternate routes such as the R62/ N9
34	The report does not go into any detail with regards to SANRAL's intentions for the N2 national route, in terms of planned upgrades to the existing route, or constructing the "new" route which has been on the cards since the 1970's. The implications of these proposed upgrades in terms of time frames, the possibility and location of new toll gates, etc. are important for planning on a district-wide scale	Marcel Minnie, Eduard Lotz (Eden District Municipality) Rivaaj Mahabeer (DTPW)	SANRAL workshop took place after the Draft SDF was sent out for comment		
35	The draft Eden SDF states the following: " <i>The R62 will be able to serve business, freight and tourism through traffic</i> ", but does not provide any details regarding the proposed upgrading – should it be one lane in each direction with generous shoulders, or two lanes in each direction? Whether or not the R62 is upgraded, the Knysna N2 bypass is the single most important factor for improving district-wide accessibility in my opinion (passing through Knysna during tourism season is a huge problem).	Marcel Minnie (Bitou Local Municipality)	Yes & No		
36	Section 5.1.2.2 acknowledges that the Draft SDF points out regional road linkages and constraints, especially national access routes (N1 and N2) that allow North-South access and their inability to connect along the East-West lines. However it needs to be pointed out that East West access could also be problematic, especially under sever fire constraints, considering the recent Knysna fire disaster, where access to and from the eastern and western cape was completely cut off for emergency vehicles and the public. This confirms that there is no alternative access into Knysna from both the eastern and western side and as such highlights the need for an alternative by-pass along the coast. The spatial strategies and proposals in this regard are not very specific, although the need is expressed	Malcolm Fredericks Danie Swanepoel (DEA&DP)			
37	The SDF does not make any suggestions as to how the existing rail infrastructure can be revived and exploited to the benefit of the District and the possible means and arrangements to achieve such. It is suggested that the SDF should explore various	Marcel Minnie (Bitou), Allan Rhodes (DEA&DP)	Yes		

	funding models beyond subsidies that will facilitate the rehabilitation of rail infrastructure.	Rivaaj Mahabeer (DTPW)		associated with rail and re-emphasises the need for thresholds in order to support the viability of new rail infrastructure.	the national GDP.
38	It is stated that the main rail line terminates in Oudtshoorn. It should be noted that there is a Branch Line from Mossel Bay, through George, Oudtshoorn and Klipplaat to Port Elizabeth. Whether it is operational, is not clear. Branch lines from George to Knysna and from Oudtshoorn to Calitzdorp.	Malcolm Fredericks Danie Swanepoel (DEA&DP)	Yes	<ul style="list-style-type: none"> • However the SDF also emphasises the national role and the economic potential of connecting the coastal cities from CT to Richards Bay. Impacts on Eastern Cape. 	
39	Section 3.3.5.4 The Mossel Bay Airfield is to be developed as the Mecca for general aviation in the Southern Cape . A 30-year plan is in the process of being drafted in order to accommodate a hanger, training, maintenance, educational facilities etc. Mossel Bay is not prepared to stand in line with smaller airports, which will probably never be developed.	Jaco Roux (Mossel Bay Municipality)	No	<ul style="list-style-type: none"> • Only George airport has a commercial ACSA function • The other airport upgrades are private sector initiatives relating to commercial (flight school) operations. • The SDF supports development of Mossel Bay Airfield and it is already aligned with the SDF. The SDF supports the development of Mossel Bay and Oudtshoorn Airfield as long as there is no intention to compete with the George airport for its commercial ACSA function. 	
40	A range of different airport upgrades proposed. Is there a need for such? Why and how? Is the sharing of resources an option between these settlements (twin city concept)?	Raynita Robinson (DHS)	No		
41	Access to inland service centres for rural settlements with no economic base needs to be addressed. Establish formal definitions and guidelines for settlements of different sizes and characteristics	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> • The SDF has included definitions and guidelines for settlements of different sizes in Policy 3.4 "Plan and invest in relation to hierarchy" 	
42	There seems to be a contradiction between guidelines 2.1.10 and 2.1.11 as the former directs decision makers to consider the use of bypasses, yet the latter explicitly states that no bypasses will be used. It is recommended that clarity be provided in this regard. Also – the bypass is being considered in several sections of the N2, notably Knysna and Plettenberg Bay.	Allan Rhodes (DEA&DP) Malcolm Fredericks Danie Swanepoel	Yes	<ul style="list-style-type: none"> • The SDF has provided clarity related to Bypasses in the District (see above) 	
43	Section 5.1.3.4: The Eden District is not land locked, although it may have limited east-west routes in and out of the region.	Malcolm Fredericks Danie Swanepoel	Yes	<ul style="list-style-type: none"> • The SDF has clarified that reference to being "land locked" relates to the limitation in air access into and out of the District 	
44	To propose the upgrading of the Swartberg Pass between Oudtshoorn and Prince Albert (to increase north-south linkages, which I agree with in principle) is not something to be taken lightly. It has national monument status, and the scenic and tourism appeal of the pass, taking into account its historical and architectural significance, should be preserved. Much of the appeal of the pass lies in the very fact that the road is untarred, which may be lost if the road is ever tarred. The N12 from Oudtshoorn through De Rust / Meiringspoort to Beaufort West would be a more sensible north-south linkage in my opinion, as the Meiringspoort pass is already tarred.	Marcel Minnie (Bitou Local Municipality)		<ul style="list-style-type: none"> • Maps have been amended accordingly 	
45	In terms of future spatial direction, it is also critical that the SDF come up with proposals that will rectify and address alternative access / exit routes into and out of existing settlements such as Pacaltsdorp and many other small suburbs within the District, which have only one entry / exit point in an attempt to mitigate the	Malcolm Fredericks Danie Swanepoel	No	<ul style="list-style-type: none"> • The SDF must focus at a regional scale and it addresses improved regional accessibility. In addition the SDF sets clear principles for improving local accessibility, providing guidance in relation to containing the lateral spread of settlements and improving street networks to improve walkability. 	The detailed planning of local area access routes should be dealt with in the ITPs and SDFs of the B Municipalities

	apartheid spatial exclusion as part of the consolidated SDF				
46	I did not note any proposals regarding ports and harbours in the SDF. I would like if the viability of developing such in the various coastal Municipalities could be explored (in terms of the requirements of a harbour – minimum water depth, supporting infrastructure and industries, etc. and possible locations for and roles of such). What about the possibility of a high speed ferry between PE and Cape Town, picking up passengers at major towns along the way? Or a cruise liner stopping offshore at Plett / Knysna, with passengers being on / offloaded by smaller boats?	Marcel Minnie (Bitou Municipality) Malcolm Fredericks Danie Swanepoel (DEA&DP)		<ul style="list-style-type: none"> The SDF has examined the role of the harbours in the SDF. It is not viable to expand the harbour in Mossel Bay Stilbaai is the only proclaimed fishing harbour in the Eden area. A study on development options has been conducted by DPW. The harbour has limited economic impact on district scale economy this point has been noted in the SDF The SDF has recognised The current role and function of the harbours along the Eden Districts coastline is not significant, nor has substantial regional potential been identified. Equitable and Inclusive regional accessibility chapter notes that “The current role and function of the harbours along the District’s coastline is not significant, nor has regional potential been identified.” 	
47	The role that proclaimed small harbours can play in the district economy is not adequately addressed for example the potential of the Stilbaai harbour.	Hendrik Visser (Kannaland Municipality)			
48	In order to contain settlement footprints and land use mix to promote walkability in towns, the effectiveness, efficiency, safety and accessibility of public transport first need to be addressed. Secondly, cycling and walking should be encouraged by the provision of cycling and pedestrian lanes to establish a culture, but also promote it as a lifestyle amongst the public within schools and within the workplace.	Malcolm Fredericks Danie Swanepoel (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF recommends the promotion of compact walkable settlements as a policy guide to local Municipalities The SDF has included policy statements and best practice examples for dealing with the complex issue of an affordable regional public transport. The SDF notes that the affordability, safety and accessibility of public transport is only possible if sprawl is contained through infill and densification. The District SDF, sets out the principle of balancing investment in public transport and walkability versus cars. The SDF makes reference to the BEPP TOD principles adopted by National Treasury. The Implementation Framework identifies the need for the B-Municipalities to effect TOD principles in the revision of their SDFs, Zoning schemes and by-laws relating to parking provision. 	
49	Reference to the WCED learner transport routes is in order. However, the map does not capture the cross-boundary routes servicing rural schools closer to the Overberg District boundary.	Melodie Campbell (DoE)	Yes	<ul style="list-style-type: none"> The SDF has been updated to reflect the broader learner transport routes. 	

3. Coordinated Growth Management for Financial Sustainability					
No.	Comment	Who	Relevance to the SDF	Response and amendments to SDF where applicable	Agency/ Process Best Suited to deal with comment
50	Reference is made to “grow” and “consolidate” coastal and inland centres. These terms need to be explained in more detail and information needs to be provided that states how these strategies can be achieved.	Marcel Minnie, Allan Rhodes	Yes	<ul style="list-style-type: none"> The SDF has expanded on the terminology and provided a glossary of terms to provide clarity 	
51	The District Municipality does not have the capacity to get involved with municipal planning. The placement of social facilities or the criteria for the approval of high income settlements and spatial limits of growth is to be defined in local municipal SDFs.	Jaco Roux (Mossel Bay Municipality)	Yes	<ul style="list-style-type: none"> The District must co-ordinate transport, infrastructure and tertiary facilities and is responsible for disaster management. The regional distribution of these elements impacts on regional transport, infrastructure co-ordination and disaster management, all of which are District Mandates. The SDF Implementation Framework recommends that capacity is built within the District to enable active participation in approval of all planning applications and co-ordination of placement of social facilities. The District SDF adopts the WCG DEA&DP guidelines regarding the location of social facilities these guidelines need to be translated into the SDF and LUMS of local municipalities but also relate to the WCG’s planning and investment strategies for the provision and maintenance of social facilities. 	
52	Section 5.1.3.2 Although co-ordinated planning is supported, some towns function well because of timeous planning for infrastructure. The risk in coordinated planning is that all funds will be directed towards struggling municipalities and over time the well-funded municipality will be underfunded and not be able to render effective services	Jaco Roux (Mossel Bay Municipality)	No	<ul style="list-style-type: none"> The SDF’s Growth Management Strategy recommends that proper regional co-ordination is essential in relation to the mandates of the District mandates. 	
53	I’m not sure if there is a clear picture in terms of the alignment of infrastructure planning in support of priority Spatial Development areas and I would like to see specific proposals that are relevant to key Infrastructure projects to be pursued to ensure sufficient Bulk and Link service capacities in support of such areas. Perhaps you can also add to your list on page 19 of Chapter 6 the following relevant mandates: Bulk supply of water, Bulk sewage purification works and main sewage disposal, Regulation of passenger transport services, Municipal public works relating to any of the above functions or any other functions assigned to the district municipality	Eduard Lotz (Eden District Municipality)		<ul style="list-style-type: none"> Mandates have been updated as recommended. The SDF makes a clear recommendation for Eden District to develop and manage a Capital Investment Framework. This needs to connect the District Infrastructure Framework so that infrastructure capacities, proposed development and backlogs can be aligned and costed. The SDF Implementation Framework recommends the urgent development of a District Fiscal Impact tool linking the Long term financial plans of the municipalities with the Eden District infrastructure masterplan. 	Eden DM Finance and Infrastructure Planning Directorate needs to be part of the development of a CIF. The Long Term Financial Plans and Provincial Plans and budgets must also be acted into the District CIF.
54	Section 5.1.3.3 The source of income in local municipalities is not covered. In the case of Mossel Bay, holiday houses generate a large proportion of income in the municipality. These are located near the sea in low density areas. How would this change within a high density environment? In Hessequa, the most profitable area in their municipality is Stillbaai, because it consists mainly of holiday houses. Densification must be implemented in such a way to increase income and efficiency, without having a negative effect on municipal income. The SDF must evaluate the risks of densification in relation to municipal income	Jaco Roux (Mossel Bay Municipality)	Yes	<ul style="list-style-type: none"> The SDF Growth Management strategy is founded on the more effective use of land. Evidence shows that low density, remote, high income developments do not cover their long term operating costs. The SDF also provides evidence of how more efficient use of land improves municipal revenues (rates per square meter). There is no evidence that densification improves municipal costs. 	

				<ul style="list-style-type: none"> Furthermore, property values are declining as a result of the economy and many people are selling their second homes. People are also subdividing to reduce unaffordable rates and levies. The risk of density therefore needs to be re-evaluated. 	
55	Policy 1.5 Proposal that no further development except for existing land use and primary rights, infrastructure upgrading, maintenance, coastal access, walkways and public facilities is permitted is a very restrictive statement. It is a reality that municipal infrastructure is located next to the sea and upgrading of parking areas, services and walkways will have to be done. Legislation changes over time and municipal infrastructure must adapt. New municipal infrastructure must be located within the coastal setback line.	Jaco Roux (Mosel Bay Municipality)	Yes	<ul style="list-style-type: none"> At the time of SDF finalisation the final coastal edge line was not available. The SDF clarifies the applicability of the final coastal set back line in relation to the B Municipality SDFs The principle of no development is set in NEMA and therefore not discretionary. 	
56	It is suggested under policy 1.5 that “no further development is permitted within this coastal management line” Kindly note that the provisions that will apply to the coastal management line must still be determined	Malcolm Fredericks Danie Swanepoel		<ul style="list-style-type: none"> In relation to Climate Change and Disaster Risk the District is obliged to mitigate future coastal flooding and storm risks. The Implementation framework recommends the incorporation of final coastal setback line in B-Municipality SDFs and LUMS 	
57	Chapter 3 and 4 does not give enough attention to waste in the document.	Allan Rhodes	Yes	<ul style="list-style-type: none"> The SDF has expanded upon this in the document The Food system and Food security Study for the City of Cape Town highlights food wastage between 30-50%. This implies that through improved distribution systems waste can be reduced as well as the viability of waste separation for organic waste. 	
58	It is worth querying the reasons as to why Riversdale has been marked for growth. How is this justified? Consider including an explanation or justification for these proposals in the text.	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF recommends that Riversdale and Oudtshoorn’s capacity to accommodate growth goes hand in hand with the recommendation to upgrade the R62, as this proximity is likely to improve its economic prospects. The SDF outlines guidelines for the full hierarchy of settlement types 	
59	It is not clear why Oudtshoorn is marked as “grow inland centre” when the population of the town is expected to decrease by 5000 people	Allan Rhodes	Yes		
60	The role of lower order urban centres in regional development cannot be ignored. A renewed emphasis must be placed on the development role of small towns in rural areas.	Hendrik Visser (Kannaland Municipality)			
61	There is a need for a set of rural development guidelines for small hamlets / rural villages in order to be clear on the approach to basic need and social service / facility provision and the approach to housing delivery and economic stimulation (if any). The inclusion of these guidelines is imperative. Clarity with regards to what investment (if any) is targeted into rural hamlets with little-no viable economic base needs to be clearly addressed and articulated	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF has highlighted the need for mobile services and increased scholar transport The SDF has expanded on principles for appropriate conditions for investment / expansion of small rural settlements. It also highlights that the expansion of these towns could lead to large fiscal costs that may have the potential to bankrupt the municipality. 	
62	In the case that there is no viable economic base to the settlements, then what is the approach? What about the provision of a basic level of services and the constitutional mandate? Please provide clarity in this regard, possibly in the form of a set of guidelines or in articulating the approach here.	Allan Rhodes (DEA&DP)	Yes No		
63	Include guidelines for densification and articulate the principle as a core component of growth management and sustainability. Provide a nuanced understanding of densification – of graduated density, appropriate and inappropriate density and its link to urban design.	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF promotes the optimisation of well-located and underused serviced land to reduce the pressure on infrastructure services delivery. The SDF also outlines general principles for a range of infill, intensification and land use rationalisation options. This is supported by references to land use efficiencies and the rates income enhancements that can be achieved by these approaches. 	
64	A more proactive planning approach is required to manage the current sprawling low density settlements, which is driven by subsidy housing projects and private sector expansion, since these are often followed by infrastructure development once already in place.	Malcolm Fredericks Danie Swanepoel	Yes		
65	With regards to the proposal that fences are to be removed around school / playing fields in order to integrate schools into the community. The department’s priority is to ensure and improve the safety of learners and safeguard the assets of the department. While the department supports the concept of integrating schools into the broader community, within the socio-economic context of many South	Melodie Campbell (DoE)	Yes	<ul style="list-style-type: none"> The SDF has been expanded to clarify the financial sustainability challenges faced by the WCG in relation to the maintenance and provision backlog for schools and health 	

	African suburbs, the removal of a school fence without the necessary enforcement in place, might not be the silver bullet to integrate schools into the community. A multi-prong approach is recommended.			facilities. The expansive size and layout of schools makes them very costly and difficult to secure and maintain. At present 25% of the WCG's DoE annual maintenance budget for schools goes into repairing damage caused by vandalism. There is no allocated budget for fencing due to limited funds. So it can be expected that the annual maintenance budget to cover these costs will increase moving forward.	
66	Guideline 2.5.23 deals with the location of social facilities. It states that schools should be clustered so that several schools can share sports fields. This is not practical as it may result in traffic congestion. It would be better to centralise all the schools away from the community. Another alternative would be to extend the school day so that more children can be accommodate and both sports fields and school buildings can be utilised for a longer time. To remove fences from schools would affect the safety of children.	Malcolm Fredericks Danie Swanepoel (DEA&DP)	No	<ul style="list-style-type: none"> The rationale promoted in the SDF is that in place of fences, schools can be edged by infill housing and landscaping in order to reduce the maintenance cost of fences. This will aid in increasing surveillance and as result, will improve safety on school sites In line with the Growth Management strategy the SDF promotes concept of more compact school formats is successfully employed around the world. If schools can share amenities such as municipal and club sports facilities (which are themselves costly to maintain) the sporting requirements of schools can be met in a more sustainable and land efficient manner. The SDF is obliged to align with SPLUMA and its principles that promote integration, resilience and spatial justice. The SDF proposals translated these principles in proposing more compact, integrated and walkable settlements. Such settlement growth has been demonstrated to improve economic performance and inclusivity in towns across the globe. The SDF has included some examples and statistics to support this approach. It would incur great costs to create new schools that are positioned away from communities. This would also increase travel time to schools and create more congestion. Arguably, one of the best qualities of towns in Eden is that they are extremely walkable, which makes these places more liveable and equitable. If schools were to be clustered, this would increase equitable access to quality public facilities, which promotes spatial justice. This is explained in detail in the SDF. The SDF Implementation Framework notes that the WCG DTPW is initiating a the development of pilot schools to test new norms and standards. The SDF recommends that Eden District motivates for the implementation of a pilot school made to DTPW. 	
67	It is also important to note that although the WCED in principal supports the rationalisation of social facilities to ensure the optimal utilisation and availability of social facilities (including schools) in an area, the rationalisation (merger or closure of schools) is subject to the processes and procedures as set out in the SASA. It cannot therefore be presumed that SGBs will necessarily agree to rationalise school premises in order to accommodate alternative uses (such as housing).	Melodie Campbell (Eden District Municipality)			
68	Some of the statistics related to schools in the document needs to be revised, as it is believed that information used relates to Eden and the Klein Karoo. These figures may warp proposals and will need to be fact checked and replaced.	Melodie Campbell (DoE)	Yes	<ul style="list-style-type: none"> The SDF has updated the school statistics as requested 	
69	It is recommended that figure 29 show more than just the housing need, in terms of sustainable growth management. What about capturing the full extent of the policies and guidelines under this theme? It is recommended that the SDF recognize that there is a significant difference between housing need and housing eligibility. What is this map referring to? Consider clarifying.	Allan Rhodes (DEA&DP)		<ul style="list-style-type: none"> The SDF has highlighted the challenges in relation to housing backlogs and the lack of data on the segmentation of demand (into subsidy, social housing, rental, gap and market demand). The growth option strategy aims to improve the affordability of housing by moving from large scale, high cost, peripheral developments to multiple smaller scale developments that can target the large (but unverified) demand for affordable rental housing for students, new job entrants and non-qualifying households that cannot afford market price of housing purchase or rental. The SDF map has been clarified 	

70	It is suggested that the SQ document include a section, which presents a programme for population and household growth, in relation to household size, and the implications for infrastructure, the provision of social facilities, and housing provision over the time span of the SDF.	Allan Rhodes (DEA&DP) Eduard Lotz	No	<ul style="list-style-type: none"> The SDF highlights the need for a District wide infrastructure and finance model to consolidate baseline information and forecast projections. Without a properly verified and segmented housing backlog it is impossible to responsibly forecast the quantity and location of demand and for social facilities.. There is need for an urgent verification of baseline data. The SDF Implementation Framework recommends that the District undertakes an urgent verification and segmentation of the housing waiting list to enable proper infrastructure and facility planning. 	
71	The need for new landfill site is highlighted. Has this site not been planned? There is no mention of the processes in securing a new site?	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> A new landfill site has been identified near MossGas, but it is not feasible for Oudtshoorn and Kannaland due to cost of transport. The infrastructure / growth management section of the report has noted this requirement. 	
72	A more proactive planning approach is required to manage the current sprawling low density settlements, which is driven by subsidy housing projects and private sector expansion, since these are often followed by infrastructure development once already in place.	Malcolm Fredericks Danie Swanepoel	No	<ul style="list-style-type: none"> This is dealt with extensively in the SDF and is the central motivation behind the Economy is the Environment and the Growth Management Strategies. The SDF notes that there is significant vacant and underutilised land within most towns within the municipality. The Implementation Framework highlights the need for all B Municipalities to develop or update their Densification Policies in line with the principles and strategies set out in the Eden SDF. Guideline 3.6.24: has been updated to include in statement "or be released to the market for economic activities, creating employment opportunities and diversity" 	
73	To address the shortages of land within municipal urban boundaries, it is critical that a comprehensive land audit be conducted, which includes unproductive agricultural land zoned agriculture for agriculture use, to establish how such land parcels can be incorporated into future land use planning to respond to the needs of other sectors	Malcolm Fredericks Danie Swanepoel (DEA&DP)			
74	It is still not clear from the spatial concept presented in the document how the issues of spatial injustice will be addressed, considering that most land is currently in private ownership compared to the few land parcels that are owned by local municipalities.	Malcolm Fredericks Danie Swanepoel	Yes	<ul style="list-style-type: none"> This is one of the underlying principles of the SDF's Growth Management strategy which emphasises of the need to redirect growth to achieve inclusive and sustainable communities as the basis for addressing spatial injustice. This means building communities with access to facilities, services and economic opportunities. This in turn also means limiting development in areas where there are no economic opportunities and it is not feasible to sustain facilities and services. The SDF states that the building of sustainable communities is the basis for addressing spatial injustice. This means building communities with access to facilities, services and economic opportunities. This in turn also means not allowing development in areas where there are no economic opportunities and it is not feasible to sustain facilities and services. This has been clearly defined in the document. 	
75	Consideration should be given to shift new settlement to areas to where infrastructure is already in place.	Malcolm Fredericks Danie Swanepoel	Yes		
76	I am not in support of consolidating growth away from municipalities under pressure. What do we do to attract growth towards these municipalities?	Hendrik Visser (Kannaland Municipality)			
77	An important historic settlement that should be included in the report is Van Wyksdorp and important water landscapes should include the Wilderness Lakes Ramsar Site.	Malcolm Fredericks Danie Swanepoel	Yes	<ul style="list-style-type: none"> The SDF has been updated to reflect these recommendations 	
78	Policy 1.7 deals with the management and maintenance of regional infrastructure. The SDF should include a recommendation that all sewer pump stations should be fitted with telemetry (where possible) to alert the relevant authority of risks / spills. It should also encourage the re-use of treated effluent for either irrigation of agricultural crops or use as potable water, rather than disposing of scarce resources (water).	Malcolm Fredericks Danie Swanepoel (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF has expanded on the principles of reduce and re-use is general infrastructure principle which is central to the growth management, economy and environment strategies directly address this. The SDF includes a general statement on water pollution and promotes the re-use of water to improve water use 	

				efficiencies as well as improving the quality of effluent.	
79	SANParks supports that waste water treatment capacity should not be exceeded. Current dysfunctional waste water treatment works should be upgraded and where possible moved away from sensitive ecosystems.	Maretha Alant (SANParks)		<ul style="list-style-type: none"> (See above) 	
80	Reference is made to smart urbanism. Do we want to introduce these Global North concepts to Eden? It is costly, different way of planning and thinking, and will cause pressure on the current settlements and spheres. If so, is the SDF the correct place for that, in absence of other sectoral plans being aligned to it?	Raynita Robinson (DHS)	No	<ul style="list-style-type: none"> Smart Urbanism is very much a Global approach and is founded on the acceptance that we have to do more with less and accepts that globally municipal and government resources are limited and declining and that we should be looking for low cost, effective, partnership based solutions wherever possible. Smart Urbanism provides tools, ideas and strategies from around the world (including many from the global south) and it is a sound, relevant and robust approach that could assist in South Africa with our challenges in the Built Environment. 	

4. Background & Legislation					
No.	Comment	Who	Relevance to the SDF	Response and amendments to SDF where applicable	Agency/ Process Best Suited to deal with comment
81	Eden District receives 8,4% of the WC Provincial Budget. MSCOA (if properly implemented) can provide a tool to do "roll ups" of the capital budgets of the 7 B Municipalities and Eden District – so that the spending of National Treasury / Provincial Treasury / Relevant Government Departments in Eden District is defined. Comparisons with other Districts can then be made with the figures that DEA&DP is doing regarding National / Provincial spending in the Eden District.	Eduard Lotz (Eden District Municipality)	No	<ul style="list-style-type: none"> The project team proposed to conduct a financial baseline for Eden District. This was rejected by the client. 	
82	There is repetition in so far as the status quo information is concerned (there is a status quo synopsis presented in this draft SDF, which is in addition to the Status Quo chapter. In considering the layout of the final document, this duplication should be addressed.	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> This repetition was intentional in order to provide context to the SDF, it has been synthesised in this document. 	
83	With regards to the district mandate, it may be worth referencing which sections of the Structures Act speak to this. Additionally, it is worth highlighting that the Structures Act, in terms of the sections relating to districts, was amended in 2000.	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> This has already been included in the Status Quo document 	
84	Could it be helpful to identify municipal projects and budgets, and then identify cross-boundary project and budgeting considerations to be addressed / monitored / coordinated at a district scale?	Allan Rhodes (DEA&DP) Eduard Lotz (Eden District Municipality)	No Yes	<ul style="list-style-type: none"> The SDF does not map municipal budgets However, the SDF has identified a cross-boundary project programme for transport, waste and water. A section has been included in the implementation plan to "plan and budget as one government" 	
85	Realising that public investment capacity at a district scale is low, will the implementation chapter make suggestions for any capital investment or infrastructure projects, or consideration for how district-scale projects could be coordinated and funded?	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> The SDF must plan for the District jurisdiction (including all spheres). The SDF proposals are strategic 	
86	It is unclear how information from the focus group sessions is coming through in the policies and guidelines. A golden thread approach would clearly show how key issues identified in the SQ have been pulled right through to implementation, showing how these will be addressed.	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> The focus group sessions were too wide and were driven by a broader agenda (RSIF and SCEDP). The spatial issues that relate to the SDF have been synthesised and brought through the document. 	
87	Show in diagram form how all the components of the focus groups, visioning sessions, and information collection fit into the bigger picture of the SDF development process in terms of how information is collected and filtered.	Allan Rhodes (DEA&DP)	No		
88	In terms of the policy and legislation section, there is arguably not enough detail with regards to the new planning legislation, and its implications specifically for district planning. How does district planning differ from regional etc?	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> Regional planning and district planning do not differ 	
89	There are arguably vital and key pieces of legislation and policy that are missing and could be included e.g. Global Sustainable Development Goals?	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> This was explicitly avoided to avoid repetition. It is also not possible to include every policy that may relate to the SDF as the SDF would be an extremely lengthy document 	
90	With regards to the strategic goals from the 2012-2017 IDP for the EDM, with the newly created 4th generation IDP (2017-2022) in draft format, have any of these strategic goals changed under any new administration?	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> See section on the IDP and SDF 	
91	The first draft of the Eden SDF Status Quo Report, a Status Quo Synthesis was included in Chapter 3. Although this synthesis seems to be missing from the second draft report, it is recommended that this section be included again as it provides a strong synthesis of cross-cutting issues, opportunities and tensions, and the "6 Big Issues" as an executive-summary type synthesis of the status quo of the region.	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> This section has been included in the final draft of the report 	

4. Background & Legislation

No.	Comment	Who	Relevance to the SDF	Response	Agency/ Process Best Suited to deal with comment
92	A spatial vision and spatial mission be set out which explains how the vision and mission 'plays out spatially'	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> The document has already illustrated how the SDF plays out spatially 	
93	Clarity be provided with regards to what are the IDP projects and what (new) additional projects have been identified in the new SDF	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> The district SDF does not map IDP projects 	
94	It is recommended that the implementation tables go beyond the identification of role- players, and provide guidance on what institutional structures will be helpful to bring these role players together e.g. Forums etc.	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> The SDF is not an institutional plan, this will also date the SDF. 	
95	Consider including a section of recommendations for each local municipality, making a case for leveraging funds for district wide services, infrastructure, and shared services.	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> Refer to point related to the Fiscal Impact tool 	
96	It may be helpful to have a section whereby the abutting SDFs are stitched together to show both vertical and horizontal alignment?	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> This has been reflected in the final SDF 	
97	The relevance of an assessment of SDFs (some of which were drawn up before the implementation of the new planning legislation), in terms of the development principles of SPLUMA and legal content and process requirements, is questioned.	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> It was necessary to review the existing SDFs in order to understand their objectives. The final SDF will omit this section 	
98	The abutting SDFs (both local and district) be touched on, shown, and explained. This could take the form of a table.	Allan Rhodes (DEA&DP)	Yes	<ul style="list-style-type: none"> This has been reflected in the final SDF 	
99	Could the opportunities and risks be comprehensively shown on a single map?	Allan Rhodes	No		
100	A section could be included which deals with the integration of all sector plans relevant to the district.	Allan Rhodes (DEA&DP)	No	<ul style="list-style-type: none"> This is discussed in the Status Quo Baseline Report and under the section "Plan and budget as one government" 	
101	In many focus groups a need for a local place of higher learning was identified. I suggest that, for lack of a section dealing specifically with education, which we should be proposing that a Garden Route University - Centre of Excellence for Marine, Biodiversity and Afro-Montane studies be built in the area. It would be a collaborative institution founded by the several South African universities, and other institutions such as SANBI, SANParks and others, along with overseas Universities – physically and in virtual form. The nascent BioWise Institute in Knysna would be included in this University campus too. Whilst other needed disciplines would not be neglected, the initial thrust would be on the unique differentiating factors of the Garden Route. A land owner has offered their ocean facing land for this purpose.	Errol Finkelstein (Garden Route Biosphere Reserve)	Yes	<ul style="list-style-type: none"> Considering the economic growth potential of Mossel Bay and George, there may be merit in strengthening and expanding the NMMU campus in George The SDF has highlighted the opportunity to expand NMMU in George 	

4. Background & Legislation					
No.	Comment	Who	Relevance to the SDF	Response	Agency/ Process Best Suited to deal with comment
102	The Eden SDF needs to make clear statements on which specific relevant taxes / levies / duties could / should be charged (especially given Eden DM's dire need for additional revenue), so that this can from a foundation where the CFO of Eden DM can investigate such options.	Eduard Lotz (Eden District Municipality)	No	<ul style="list-style-type: none"> The SDF proposes the formulation of a Capital Investment Framework. Issues relating to income and expenditure should be addressed in this exercise. It is not within the scope of an SDF to deal with revenue generation. 	
103	The Capital Expenditure Framework is key – engage with the CFO of Eden DM (Ms Louise Hoek) and her team at Eden DM's Department Financial Services to clarify their "Medium Term strategy" in this regard – especially in terms of projected Budget Deficits to implement the Spatial Development proposals contained in the Eden SDF	Eduard Lotz (Eden District Municipality)			
104	Key "Cross Boundary" issues / opportunities need to be clearly listed – between B Municipalities in Eden District, but also between Eden DM and Central Karoo DM in the north, Sarah Baartman District (EC) in the East and Overberg / Cape Winelands in the West to ensure proper alignment with their respective SDFs.	Eduard Lotz (Eden District Municipality)		<ul style="list-style-type: none"> This has been included in the SDF 	
105	It is recommended that cost-efficient intergovernmental mechanisms of land acquisition / transfer between provincial government and the relevant municipalities be considered as a component of the implementation framework. Consideration should also be given to the implementation sequence of the WCED's budget as set out by the Infrastructure Delivery Management (IDMS), to ensure the adequate provision of school sites are timeously available to develop the new WCED school projects.	Melodie Campbell (DoE)		<ul style="list-style-type: none"> This has been included in the implementation framework 	
106	Can the WC DEA&DP Draft Rural Land Use and Management Guidelines 2014 be attached as an annexure to the Eden SDF, seeing as the SDF adopts and recommends the application of it, in order to be able to refer to the maps of the "Spatial Planning Categories" as indicated on page 140 of chapter five. The same counts for the "PSDF Heritage and Scenic Resources Specialist study 2013". I had a brief look at the WC PSDF 2014 and online, but couldn't find the actual studies.	Marcel Minnie (Bitou Municipality)	No	<ul style="list-style-type: none"> These will be made available online 	

