

8. VISION, OBJECTIVES, STRATEGIES, POLICIES AND ACTION PLANS

This section contains the main executive components of the WCPSDF namely the policies and their corresponding action plans.

This section is introduced by a normative vision of how the Province should ideally be performing. It is written in the form of a retrospective press article in 2011, see Section 8.1.

Section 8.2 briefly describes the map and its components of the WCPSDF.

Section 8.3 describes the relationship of the Western Cape to the rest of South Africa and in particular to the two abutting Provinces of the Northern Cape and the Eastern Cape.

Section 8.4 contains the policies and action plans divided into three main areas of intervention : socio-economic development, urban restructuring and environmental sustainability. Within these three overall categories the proposals are grouped around nine objectives.

Implications of the WCPSDF for the metropolitan and five district municipalities are reviewed in Section 8.5.

PRESS RELEASE: EMBARGOED UNTIL PRINTING:
INDEPENDENT NEWSPAPERS, NASPERS, M&G, TABLOIDS
DATE OF RELEASE: 6.12.2011.

The Western Cape - one of the best places to live in the world.

A RECENT survey of living conditions in the country's Provinces has revealed a number of heartening improvements in the life of the Western Cape Province.

First and foremost the Province appears to have made significant strides in closing the gap between the first and second economies first identified by former President Thabo Mbeki in 2004. Unemployment in the Province is down by half, and is now in the region of 10%. This has been achieved by a combination of improved education and training, mainly targeted at the 20 to 35 year old generation who had serious gaps in their skills as a result of the turmoil in the sector in the 1990s, and encouraging SMMEs and the informal sector.

New approach to education and training

Rather than relying on traditional adult education models the Province embarked on an innovative program of on-the-job training coupled with a skills procurement strategy that encouraged formal businesses and individuals to use local small scale manufacturers and service providers, including individual domestic workers wherever possible, in preference to large, multi-national companies. The provincial government's Human Capital Strategy played a major role in this success.

Urban restructuring and economic opportunity

Coupled to this was a concerted effort to give people in this sector more exposure to the most accessible locations in the centre of villages, towns and particularly in the City of Cape Town. This was done through a program of constructing public transport termini and markets in the centre of the settlements, providing well located hives in not only industrial areas but also other strategic locations that could double as both manufacturing and retail space, and providing safe, secure and accessible streetside spaces for innovative programs such as People at the Side of the Road.

Integrating the suburbs

One of the most remarkable aspects about life in the Western Cape has been the extent to which the suburbs have become integrated. While the broad pattern set in place by the Group Areas Act is still visible there is now not only racial integration but also socio-economic integration in every suburb. The strategy of carefully designing large projects so that they accommodate a wide range of income groups appears to have been successful once the initial resistance of surrounding objectors had been worked through. The companion strategy of encouraging projects as small as 20 units to

include 10% social housing and 10% subsidy housing has also paid off although extensive design changes were needed to make the benefit units less attractive to downgrading by prospective middle income residents.

Reducing homelessness

There is also little evidence of homelessness although the Breaking New Ground strategy of 2004 had to be broadened to embrace a wide range of incremental housing options targeted particularly at informal settlements. The initial capital, intensive autonomous housing projects, while successful as pilots, required more human and material resources than were available.

Urban densification

The densification strategy appears to have worked in a number of ways. Not only has it contributed to increasing the thresholds that made the small business projects in the urban centres successful, the projects with higher numbers of smaller apartment units designed around attractive open spaces stopped the tipping out of middle class people from towns like Stellenbosch, Paarl, and Knysna. This process began in response to the 2002 – 2005 property boom which saw the middle class moving to the urban edge or even far distant towns with cheaper properties. They became caught in a vice as the 2nd oil crisis that began

in 2005 which made it prohibitively expensive to commute to work by car.

Successful public transport

Fortunately this period saw the long called for restructuring of the transport sector which occurred in the building up to last year's very successful South African hosted Soccer World Cup. Integrated public transport systems comprising rail, bus and mini-taxis began to provide levels of service and safety that encouraged people to leave their cars and opt for public transport. The Klipfontein, Koeberg, and Tygerberg corridors in the City of Cape Town and the Paarl-Wellington, the York Road (George) and the South Cape public transport corridor using both rail and road between Mossel Bay, George, and Knysna and Bitou have all been successful. South Cape commuters have some of the most scenic train journeys to work and back again in the world. Cycling is now a common sight in most towns of the Province particularly after a number of successful court cases changed vehicle drivers' attitudes to cyclists.

A new model for shopping centres

The negative impact of out-of-town regional shopping centres on small businesses, historic CBDs and car based commuting patterns and traffic congestion was reversed as later shopping centres were integrated into the

existing urban fabric and became much easier to reach by public transport. Including civic facilities such as day hospitals, magistrates courts, technical colleges etc, in the centres has seen those centres become much more vibrant places. This, together with the high density residential accommodation that was increasingly integrated in the centres also helped some peripherally located centres, suffering from the effects of the oil price increases, turn around declining business.

Rapid approval processes

Much of the success in the densification programs was due to a rapid increase in the speed at which appropriate development proposals were processed as a result of the Province's Integrated Law Reform program. This increased efficiency acted as an incentive in itself in that developers and financiers began to invest in projects where they were able to obtain quick approvals simply because it was easier.

Halting urban sprawl

After considerable erosion of much of the Province's scenic beauty through low income townships and large golf course and other peripheral luxury housing estates which had also created much controversy around the alleged displacement of rural communities, the Province's strict urban edge policy and the policy of limiting resorts outside of Urban Edges to short-term accommodation bore fruit.

A completely different form of barely noticeable small luxury eco-lodges for tourism and short-term holiday accommodation developed, providing much needed rural employment. Interestingly, these resorts' environmental education centres sparked a wave of awareness among wealthy residents and visitors who became aware of the large proportion of environmental resources their lifestyles consume.

One effect of this has been that hybrid motor vehicles are now the most popular form of private motor vehicle in the Province for those

still not using public transport, motor cycles and scooters and bicycles.

Golf as a sporting integrator

Golf is now one of the Province's most widely played sports. After the flagship golf estates of the late 1990s and early 2000s that were responsible for much social and environmental controversy the PGA took the initiative and developed a new model which saw existing golf courses, of which there was one in almost every village and town, upgraded. In some cases residential accommodation was integrated with the abutting nearby town's Urban Edge.

This development of golf courses did not result in an increase in water hungry grasses as considerable strides were made with indigenous planting. Some oil and sand courses were retained and became a novelty attraction in their own right, particularly for overseas players.

Unfortunately, the oil crisis saw a decline in overseas tourists but the reemphasis on locals, particularly the new middle class that so massively boosted the retail industry in the early 2000s, allowed golf courses to continue thriving. These programs provided access to golf courses for new emerging golfers emulating Tiger Woods and VJ Singh. Golf courses also became important employment and skills centres after the use of caddies became virtually obligatory for all golfers as a result of innovative discount schemes attached to green fees and the prohibition of golf-carts except for the aged and the handicapped.

Resurgence of commercial agriculture and small farming

Imposing strict Urban Edges (which was applicable to all development except for new bona fide agri-and forestry villages), controversial at first, but now emulated in many other Provinces, not only contributed to the restructuring of urban settlements but also precipitated considerable development of agriculture by farmers, who, it was discovered, had been holding back on investment around the fringes of most urban

settlements in the Province because they were unsure of the status of their farms. This investment, in turn, resulted in a significant increase in rural employment.

Urban Edges, coupled with a new approach to valuing land outside of the Urban Edge based on the net yield of the property from agricultural, tourism or other appropriate activities in terms of existing rights resulted in a correction of rural land prices.

Land reform goals achieved

This new approach to land values provided a major boost to agriculture as it allowed financial yields to improve as well as the land reform program to acquire land at reasonable prices. The Province has now almost achieved the 30% target set by government in the early 2000s although it has taken longer than hoped.

While land reform took many forms, from high profile tycoons buying trophy farms to labour sharing equity with farmers, there is now a core of family based small farms that compete successfully with commercial agriculture. Unfortunately the USA and the EU have still not removed their agricultural subsidies which, when this happens, will result in a major boost to Western Cape agriculture.

Coping with global climate change

One important area where the Province stands out is how it has been able to adjust to the effects of global climate change, a particular feat as it has been one of the worst affected regions in South Africa. The western part of the Province has continued to become drier and flooding occurred with increased frequency in the Southern Cape. However, the Province has managed to reduce its domestic water consumption with rainwater tanks now featuring on many old and new properties in both low and high income areas.

Agriculture has also made considerable progress in consuming water more efficiently using low pressure irrigation technology and resorting to alternative crops.

Solar water and electric panels are now a feature on most roofs in the Province and the

original record breaking size of the solar panel array on top of BP house in Cape Town has been surpassed on offices, factories and farm sheds many times. Considerable progress has been made with restoring the water quality of rivers and improving waste water treatment technology as well as ensuring that most new townships since the mid 2000s use innovative off-grid disposal systems.

Biodiversity conservation has also made huge strides with the growing number of farm conservancies, the continued operations of Working for Water in the mountain catchment areas and the strict provincial Urban Edge and Resort policies.

Migration as a major opportunity

Not surprisingly, in the light of this social, economic and environmental success, migration to the Province, both nationally and internationally and by people from all walks of life, has increased substantially.

The human and financial resources that this migration has brought has been turned to good advantage as not only have these additional people contributed significantly to business thresholds and support of community facilities and public transport in existing towns, but they have become the basis of a major upgraded settlement system in the Breede River Valley and to a lesser extent in the Olifants River Valley. The Breede River Valley is now one of the main economic and transport corridors in the country where rural lifestyles, agriculture and a sophisticated financial sector supported by an innovative wireless network system throughout the valley which sees even farm labourer's children logging onto the internet in their cottages, mingle in an idyllic environment.

This lifestyle is enhanced by carefully conserved scenic landscapes, buildings and a new series of monuments which acknowledge the memory of communities who have been living in the valley since time immemorial. This exciting mix of people, place and prosperity is not confined to the Valley but has spread throughout the Province.

8.2 THE WCPSDF COMPOSITE MAP

8.2.1 THE WCPSDF COMPOSITE MAP

Figure 8.2.1 depicts the WCPSDF composite map to be read with Sections 8 and 9 of this report. The map provides a first level broad guide to implementation and development management in the Province.

It indicates the Broad Spatial Planning Categories, derived from the provincial approach to Bioregional planning of the WCPSDF across the Province as a whole. The five Broad Spatial Planning Categories include the following, see Policy RC1:

- Core, see Policy RC2;
- Buffer, see Policy RC3;
- Intensive agriculture, see Policies RC4, RC5 and RC6;
- Urban development, see Policies RC7, RC8, RC9, RC10 and RC11; and,
- The Urban Edge as a linear category, see Policies RC12, RC13, RC14 and RC15.

The prioritisation of the Provinces' urban settlements is indicated with respect to their relative levels of Human Need and Economic Potential so as to prioritise fixed investment and human needs programs, see Policies HR1, HR3, HR6, HR7 to HR14.

Economic development focus areas including potential industrial development nodes and tourism development nodes, see Policy HR5, and tourism roads, see Policy HR4, are also indicated.

The composite map also indicates potential road / rail development corridors, see Policy HR2.

It is intended this pattern of Broad Spatial Planning Categories will be refined at the detailed level by district and local SDFs which must be consistent with the policies and requirements of the WCPSDF.

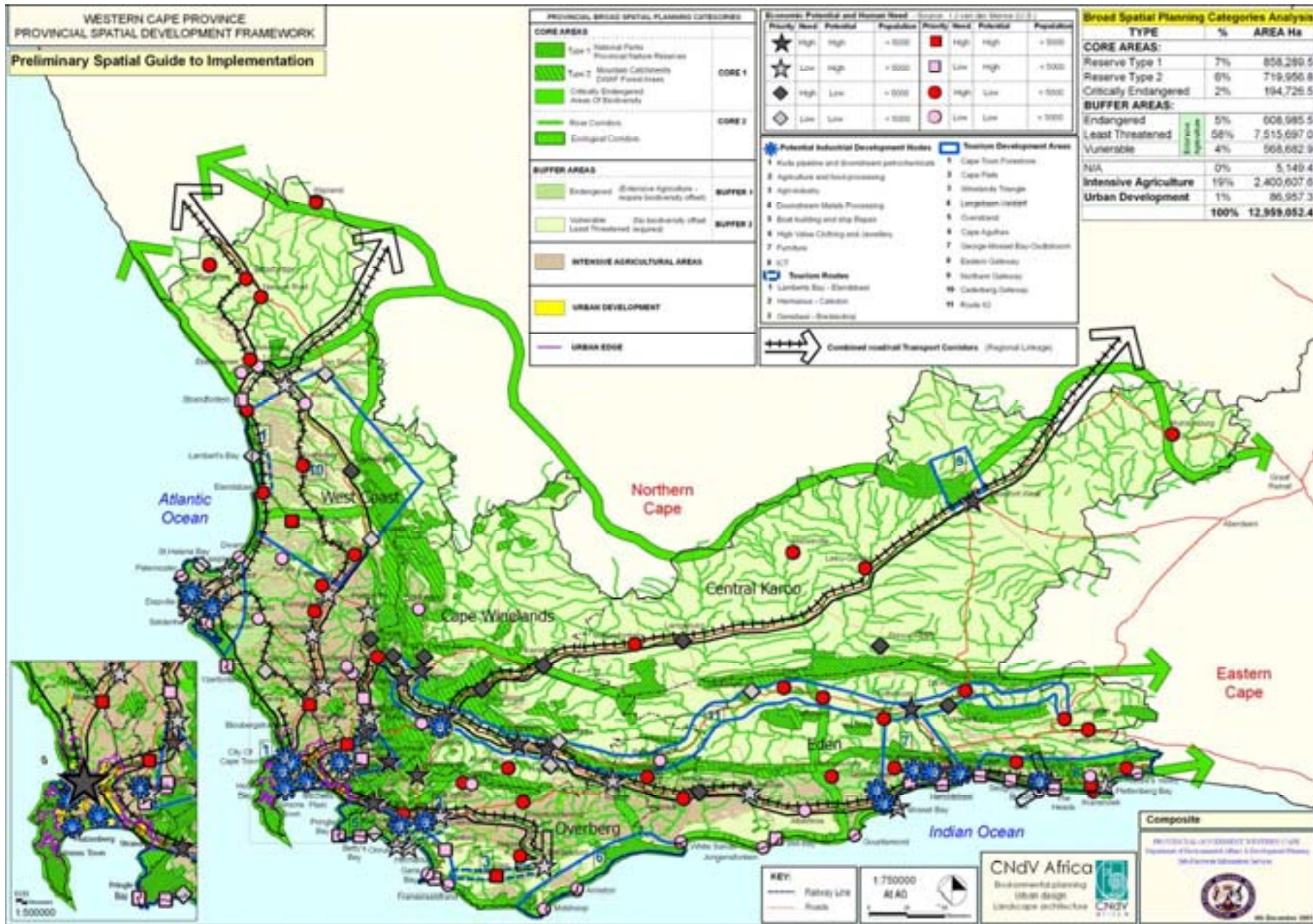


Figure 8.2.1 Composite Map

8.3 THE WESTERN CAPE AND THE REST OF SOUTH AFRICA

The Western Cape occupies a unique and different position to the rest of South Africa. Its demographic structure is markedly different ethnically and socio-economically. Unskilled labour in the Province generally enjoys higher wage rates and lower unemployment rates than their colleagues in other Provinces. The global city of Cape Town with its backdrop of Table Mountain is an internationally renowned tourist icon.

The Western Cape lacks the strong mining component that dominates the economies of many other Provinces. The provincial economy has four main productive sectors; agriculture, manufacturing, financial services and tourism and is not as vulnerable to international commodity price movements as provincial economies based on mining.

Although the Province is highly urbanised (>90%) these positive attributes resulted in the Province having the second fastest provincial population increase over the period 1996-2001 after Gauteng. This is due in part to the Province's proximity to the Eastern Cape which is only 40% urbanised and with which it has close kinship ties particularly among the African population, see Figure 8.2.2.

The Province receives national migrants from across the income spectrum as well as a significant number from overseas attracted by the Province's climate and natural beauty, particularly in the coastal regions.

The City of Cape Town is the main destination of most migrants but there are also significant flows to the Southern Cape region of Eden and Overberg District Municipalities and Saldanha-Vredenburg.

These pressures highlight a number of constraints faced by the Province at the national level. The Province, particularly in the west, has been identified as the most susceptible region in the country to global climate change and is likely to experience an average decline in rainfall, more frequent droughts and greater volatility of weather events such as storms and flooding. The major catchment area in this part of the Province, the Berg River, has also reached capacity in terms of its yield. These factors point to the need for a provincial urbanisation strategy that highlights opportunities for population and economic growth in other parts of the Province that have potential in this regard. It also highlights the need for

settlements in the Province to ensure that they are structured so that they function as efficiently as possible, ideally decreasing their demand for resources.

8.3.1 Relationship with Surrounding Provinces

The Western Cape abuts two other Provinces, the Northern Cape and the Eastern Cape.

The three Provinces have close ties particularly as they were part of the former Cape Province that had been in existence since 1910 and were all administered from Cape Town. Thus the Provinces also have similar institutional and legal histories, particularly with regards to spatial planning as they were all administered by the Land Use Planning Ordinance (LUPO).

The two adjoining Provinces are very different to each other and the Western Cape. The Northern Cape is largely an arid area with the exception of highly productive irrigation schemes along the Gariep River from which produce is exported to Europe via the international airport in Upington. Kimberley used to be a major diamond producing area but this industry is now in severe decline. Cape Town provides an attraction for migrants from this Province which was the only one to experience a net population decrease over the period 1996 to 2001 but these numbers were relatively small. (The Northern Cape's total population is only 800 000.)

The Eastern Cape, in contrast, has a population of approximately 6 500 000 of which a large percentage were relocated during the forced removals era of the 1960s to 1980s. Although the Eastern Cape has experienced considerable investment, especially with the new port at Coega, its low urbanisation rate, only 40%, coupled with the low wages and lack of formal sector jobs results in major population outflows to Gauteng and the Western Cape. There is a particularly strong relationship with the Western Cape, especially along language lines as Xhosa is widely spoken in both Provinces and many Western Cape people have their ancestral homes in the Eastern Cape. The City of Cape Town has recently signed co-operation agreements with the City of Umtata and the Eastern Cape government in acknowledgement of this relationship.

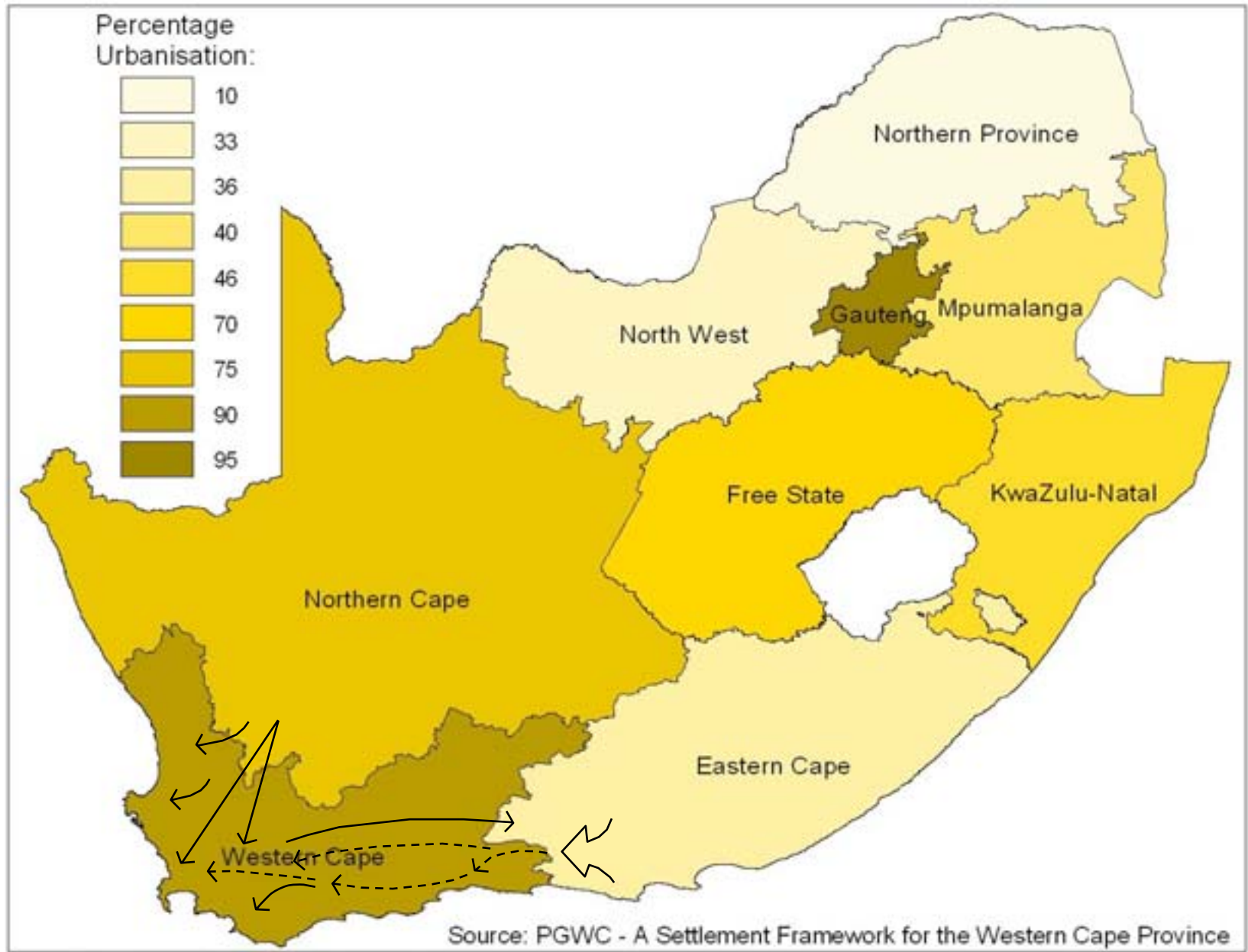


Figure 8.2.2 The Western Cape and the Rest of South Africa

8.4 POLICIES AND ACTION PLANS

This section describes the policies and action plans necessary to implement the objectives and strategies listed at the beginning of each subsection. The policies are grouped according to prime objectives under three main areas of intervention as follows:

Area of Intervention

- Socio-economic Development;
- Urban Restructuring;
- Environmental Sustainability.

The WCPSDF is being formulated at a time when a number of natural and built environment and socio-economic trends in the Province are reaching critical proportions. These include:

- Water shortages, including the current water rationing in the City of Cape Town, low dam levels in the Winelands and Overberg, and concern about falling underground water levels in the Sandveld;
- Global warming and climate change considered partially responsible for the ongoing drought in the Swartland (dry land wheat farming) and floods in the Southern Cape;
- Continuing problems resulting from demands for services and housing as a result of ongoing migration along with funding and capacity constraints;
- Worsening air (particularly in the City of Cape Town) and water pollution in many parts of the Province;
- Increasing urban and regional road traffic demand coupled with a decline in railway services and a lack of success in shifting the modal split to 80% public and 20% private transport;
- Diminishing biodiversity contributing to water scarcity, soil destruction and global warming through decreases in bio-mass and the ability to absorb green house gases, particularly carbon dioxide;
- The slow progress in meaningfully altering the socio-economic and physical patterns of the Province's urban settlements thereby continuing the patterns of apartheid development;
- The inability of urban settlements to provide opportunities for small and medium enterprises to flourish. This is especially critical because for many current and future employment seekers, lacking formal skills and training, the small and informal business sector is their only prospect of a legal livelihood. It is also the only platform from which they can begin to straddle the divide between the first and second economies;

- The general quality of education, high school drop-out rates, health issues, especially HIV / AIDS and TB prevalence, unemployment levels, housing backlogs and,
- The threat of loss of the socio-economic base of the Province.

There is broad agreement that bold, simple and far reaching policies are required to address these issues. These policies should be implemented as soon as possible.

The WCPSDF will, in general, make broad policy statements, except on matters of provincial or regional interest which may be addressed in more detail. It will be expected that the district and local municipal SDFs be revised to give effect to the broad WCPSDF proposals in addition to addressing issues of local importance. Departmental budgets and their spatial impacts need to inform and be informed by the WCPSDF with respect to their investment spending and institutional structuring.

The policies contained in this section are concerned with the "what", i.e. what is it that must be done to put the Province on an environmentally sustainable, socially just, and economically efficient path.

The specific "how" is addressed under **Action Plan** in the supportive right hand column on each page. The more general "how", i.e. to create an enabling policy context, is the subject of the following section 9, Implementation.

It is the intention of the Western Cape Government to make relevant policies contained in the WCPSDF mandatory in terms of legislation and to include these policies in appropriate legislation. These policies are indicated with a 'M' next to the applicable policy in Chapter 8 of this report. The balance of the policies are indicated with a 'G' to indicate that they are guiding principles. The distinction should be understood as follows:

Mandatory measures refer to policies that are regarded as being of sufficient social, economic or environmental importance as to demand that every effort possible should be made to effectively implement that policy.

Guidelines refer to policies that are intended as general developmental goals and whose detailed implementation may vary due to place specific conditions and therefore requiring a certain amount of flexibility in their application.

OBJECTIVE 1: ALIGN THE FUTURE SETTLEMENT PATTERN OF THE PROVINCE WITH ECONOMIC POTENTIAL AND THE LOCATION OF ENVIRONMENTAL RESOURCES

Due to rapid urbanisation and increasing inequality, the distribution of the population across the Province must be planned with respect to resource availability, particularly water, and economic opportunity. Efficient and convenient movement of freight and people is essential to maximising economic opportunity.

Strategies

- **Identify existing settlements with sufficient natural and built resources and economic potential to accommodate long term sustainable population growth; and,**
- **Determine the best share of transport modes (rail and road) for the long term future freight and passenger needs of the Province.**

PRINCIPLES

National Spatial Development Perspective : Part 3: Interpreting the space economy for policy and formulating guidelines : Normative Principles

- Economic growth is a prerequisite for the achievement of other policy objectives, key among which would be poverty alleviation;
- Government spending on fixed investment, beyond the constitutional obligation to provide basic services to all citizens (such as water, electricity as well as health and educational facilities), should therefore be focused on localities of economic growth and/or economic potential in order to attract private-sector investment, stimulate sustainable economic activities and/or create long-term employment opportunities; and,
- In order to overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent to or link the main growth centres. Infrastructure investment and development spending should primarily support localities that will become major growth nodes in South Africa and the Southern African Development Community region to create regional gateways to the global economy.

Development Facilitation Act No 67 of 1995 : Chapter 1 (3)

- (c) Policy, administrative and laws should promote efficient and integrated land development in that they-
 - (ii) Promote integrated land development in rural and urban areas in support of each other;
 - (iv) Optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities; and,
 - (viii) Encourage environmentally sustainable land development practices and processes.

National Environmental Management Act 107 of 1998 : Chapter 1 (2) (4) (a)

- (vi) That the development, use and exploitation of renewable resources and the ecosystems of which they are part do not exceed the level beyond which their integrity is jeopardised.

OBJECTIVE 1: ALIGN THE FUTURE SETTLEMENT PATTERN OF THE PROVINCE WITH THE LOCATION OF ENVIRONMENTAL RESOURCES AND ECONOMIC OPPORTUNITIES

8.4.1 PROVINCIAL URBANISATION STRATEGY

POLICY

HR1 Optimise the provincial settlement pattern with regard to where people live, the availability of resources, particularly water and future economic potential for growth. (G)

This implies that while the current focus of urbanisation on the "Global City" of Cape Town (1) and "Regional Motors" of the Southern Cape (2) and, to a lesser extent, Saldanha-Vredenburg (3), is likely to continue for a while, and these settlements should be restructured to facilitate such growth, new opportunities for urbanisation into areas of the Province with sufficient resources and economic growth potential should be investigated, see Figure 8.4.1. These investigations should focus on the settlements, natural resources and infrastructure in the following corridors:

4. Breede River Valley
5. Cape Town-Saldanha-Vredenburg
6. Lower Olifants River
7. Cape Town - Gauteng road / rail
8. Overberg - Coast and Agulhas Plain

EXPLANATION

Although in terms of urban infrastructure the City of Cape Town and Saldanha-Vredenburg should be able to absorb many more people, indeed this is a prerequisite if minimum thresholds to realise efficiencies in the delivery of services and the creation of viable businesses and employment in these settlements is to be achieved, the Berg River Catchment, in which Saldanha-Vredenburg are located, is reaching its capacity in terms of the City of Cape Town and water supply. While there are other options to increase water supply such as desalination and groundwater abstraction, these remain untested at this stage.

Therefore, other possibilities for settlement growth in the Province must be investigated. International and local experience with new town development reveals that developing existing settlements, providing this is done sensitively, is usually more successful than starting new ones.

There are signs of considerable increases in agricultural potential along the Olifants and Breede River Valleys which are also well located in terms of regional transport systems, particularly the latter which terminates, in Krynna via Swellendam, Mossel Bay and George. These areas could have significant potential for accommodating more people.

CONDITIONS

Urban development outside of the Urban Edges of the settlements within the development corridors should be avoided.

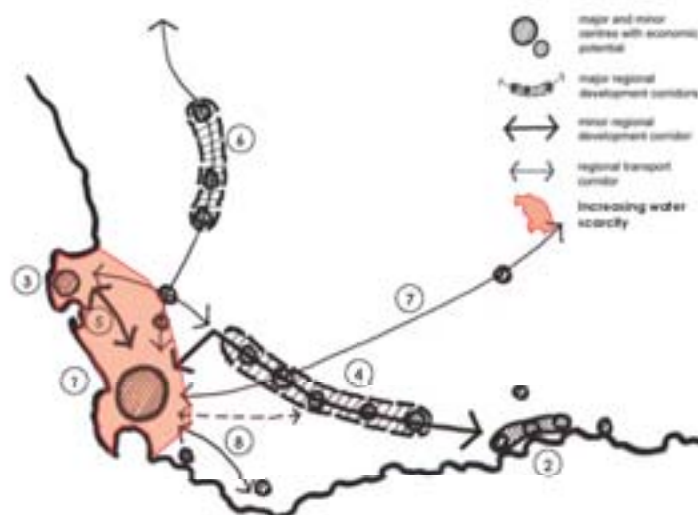
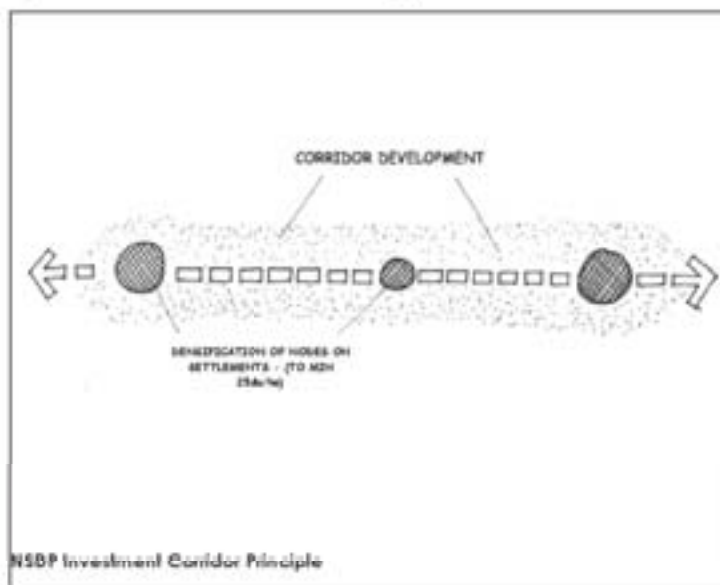


Figure 8.4.1 Provincial Urbanisation Strategy



NSDP Investment Corridor Principle

ACTION PLAN

Strategy

Promote the restructuring of the City of Cape Town to more efficiently accommodate future and present populations.

Investigate the potential of the urban settlements in Breede River Valley, Saldanha-Vredenburg, the Olifants River, the Southern Cape, Cape Town / Gauteng road/rail corridor and the Overberg coast and Agulhas Plain, to sustain higher levels of economic activity and population.

Legal

DFA Chapter 1
Western Cape Land Planning and Management Act (to be enacted) via Law Reform Process
SDFs and IDPs

Funding

City of Cape Town
Department of Environmental Affairs and Development Planning in conjunction with Department of Transport and Public Works

Responsibility

Department of Environmental Affairs and Development Planning and Department of Transport and Public Works in conjunction with the district councils of:
West Coast,
Cape Winelands,
Overberg,
Eden, and,
City of Cape Town

Timespan

1 year

Notes

The provincial urbanization strategy must be carefully coordinated with the other eight policy objectives.

OBJECTIVE 1: ALIGN THE FUTURE SETTLEMENT PATTERN OF THE PROVINCE WITH THE LOCATION OF ENVIRONMENTAL RESOURCES AND ECONOMIC OPPORTUNITIES

8.4.2 COMBINED ROAD AND RAIL TRANSPORT CORRIDORS

POLICY

HR2 Transport Corridors containing both road and rail routes should be developed as primary freight and passenger routes, see Figure 8.4.2. (G)

HR3 Settlements along these linkage corridors should generally be Priority Fixed Investment Urban Settlements. (G)

EXPLANATION

As the provincial population and levels of economic activity increase there will be greater demand for the physical movement of goods and people particularly between the metropolitan node of the City of Cape Town and the growth areas of Saldanha Bay, the Boland and Overberg, and the Southern Cape (Mossel Bay, George, Knysna, Plettenberg Bay). There is also the national road / rail corridor between Cape Town and Johannesburg. The current road network is already experiencing maintenance and, occasionally in certain areas, capacity and safety problems at current utilisation levels. The rail network, which already exists between some of these centres but currently offers very low levels of service, has the potential to become the prime regional freight and people mover in the Province.

The increase in traffic along these proposed corridors could serve as a booster to the economic potential of settlements along these routes.

By-passes to towns on these major routes should be reviewed so as to enhance their economic opportunities.

CONDITIONS / CONTROLS

It is extremely important that Transnet should be approached to investigate the extent to which it would be able to provide freight and passenger services along these routes of a quality that would provide a serious alternative to private motor vehicles.



Figure 8.4.2 Combined road and rail transport corridors



Rail - potential low impact (especially if electrified) high volume freight and people mover.

(source: Moving Ahead, Cape Metropolitan Transport Plan : Part 1, 1998)

ACTION PLAN

Strategy

The highest level at PGWC to approach Transnet to determine to what extent a viable passenger and freight rail service could be developed to support the Province's short, medium and long term movement needs.

The direction of the Province's future movement strategy, i.e. whether road or rail based, will depend on the outcome of these negotiations.

The geometric design of by-pass intersections directing traffic around small towns should be reviewed and amended where appropriate to improve their economic potential.

Legal

N/A

Funding

N/A

Responsibility

Office of the Premier and relevant MEC's
Department of Transport and Public Works
Department of Environmental Affairs and Development Planning

Timespan

As soon as possible

Notes

This policy should be elaborated and resolved by the SIP lead strategy.

OBJECTIVE 1: ALIGN THE FUTURE SETTLEMENT PATTERN OF THE PROVINCE WITH THE LOCATION OF ENVIRONMENTAL RESOURCES AND ECONOMIC OPPORTUNITIES

8.4.3 TOURIST ROADS

POLICY

HR4 The following roads should be upgraded to strengthen tourism opportunities (G):

- i. Elandsbaai to Lamberts Bay;
- ii. Gansbaai to Bredasdorp;
- iii. Hermanus to Caledon through the Hemel en Aarde Valley; and,
- iv. Other roads to be determined as part of the municipal SDF-processes.

It is essential that these roads are designed as three dimensional scenic routes and not point to point two-dimensional high speed commuter and freight transport routes.

EXPLANATION

Upgrading of the above-mentioned roads will facilitate the completion of circular tarred tourism scenic drives thereby increasing business opportunities for this industry.

Three dimensional scenic routes are designed so that they maximise the varied nature of the landscape and ensure that they present a continuously unfolding sequence of views and vistas. They tend to have relatively few cut and fill slopes and straight sections.

Commuter and freight routes are designed with a completely different philosophy. They seek to minimise the distance between origin and destination and flatten gradients as much as possible, often with maximum cut and fill and having scant regard for sensitive environmental features, for example the R27 between Cape Town and Saldanha.

CONDITIONS / CONTROLS

n/a



Figure 8.4.3 Currently approved tourism roads for upgrading



Scenic tourist road : Van Rhyns Pass, Vanrhynsdorp
(source: C Truter, West Coast - A Tourist Guide, pg 150)

ACTION PLAN

Strategy

Tourism roads for upgrade or construction should be identified in local municipal IDPs and SDFs and then forwarded to PGWC for inclusion in the SIP according to funding priorities.

Legal

N/A

Funding

Department of Transport and Public Works

Responsibility

Department of Transport and Public Works
District municipalities
Local municipalities

Timespan

As soon as possible

Notes

The three specific roads mentioned under this policy are being implemented.
Their designs should be checked to ensure they adhere to scenic route design principles.

OBJECTIVE 1: ALIGN THE FUTURE SETTLEMENT PATTERN OF THE PROVINCE WITH THE LOCATION OF ENVIRONMENTAL RESOURCES AND ECONOMIC OPPORTUNITIES

8.4.4 ECONOMIC DEVELOPMENT LOCATIONS

POLICY

- HR5** The MEDS Strategy has identified the following potential economic development locations: (G)
- Kudu-pipeline and downstream Petro-chemicals at Saldanha / Mossel Bay (depending on final pipeline route);
 - Agriculture and food processing in intensive agriculture areas - less in West Coast, more in Overberg and Eden (Garden Route) and Cape Winelands;
 - Agricultural industry - George / Mossel Bay / Knysna, Paarl, Stellenbosch, Ceres, Worcester, Robertson, Ashton, Vredendal, Elgin-Grabouw, Oudtshoorn;
 - Downstream metals processing at industrial / urban development plant for Saldanha;
 - Boat building and ship repair in City of Cape Town;
 - High value clothing and jewellery in City of Cape Town;
 - Furniture at Cape Town, Eden;
 - Information and communication technology (ICT) and Business Processing Outsourcing (BPO) in mainly City of Cape Town (call centres);
 - Tourism - whole Province with Tourism Development Areas (TDAs) in particular, retirement / golf and eco estates inside Urban Edges; and,
 - Crafters - whole Province with Tourism Development Areas in particular.

EXPLANATION

The MEDS is one of the lead iKapa Elihlumayo strategies and is tasked with identifying economic development opportunities, see Figure 8.4.4

These industries and their locations represent opportunities for economic development and employment creation in which these areas of the Province enjoy significant national and international comparative advantages.

The WCPSDF should encourage these activities through policy support and social, economic and infrastructural investment where appropriate.

CONDITIONS / CONTROLS

Policy support and particularly social, economic and infrastructural investment should be carefully assessed to ensure that the maximum economic growth and employment benefits are created but environmental sustainability imperatives are not inappropriately compromised. To achieve this all projects should comply with the Triple Bottom Line Relationship Framework, see Section 9.4 and Land Use Management Conditions, see Section 9.7.



Clothing worker

Boutique Hotel

Western Cape economy : decline and growth
(source: Financial Mail: 4/8/05; 4/3/05)

ACTION PLAN

Strategy

Identify how settlement planning and Land Use Management can support Micro-Economic Development Strategy.
Link to Urban Restructuring Strategies to make settlements more conducive to SMME and informal sector.

Legal

N/A

Funding

Industrial Development Corporation
Development Bank of South Africa
Department of Economic Development and Tourism

Responsibility

Department of Economic Development and Tourism
District municipalities
Local municipalities

Timespan

Ongoing

Notes

MEDS/WCPSDF joint workshops will be necessary during the implementation phases to ensure co-ordination and to identify the spatial aspects of the MEDS proposals.



Figure 8.4.4 MEDS Proposals

SOCIAL AND ECONOMIC DEVELOPMENT – IMPROVE QUALITY OF LIFE AND ADDRESS POVERTY

OBJECTIVE 2: DELIVER HUMAN DEVELOPMENT AND BASIC NEEDS PROGRAMS WHEREVER THEY MAY BE REQUIRED

In line with the Western Cape government's vision of "A Home for All" and to address the socio-economic marginalisation of apartheid, human development programs (education, health, sport and recreation, criminal and addiction rehabilitation, skills training and entrepreneurial development) and basic needs (minimum services – water, sanitation, electricity) shall be delivered wherever they are required.

Strategies

- ***Using the provincial Human Capital and Social Capital development strategies and the municipalities' Integrated Development Plans (IDPs), identify settlements throughout the Province which are in need of human development programs;***
- ***Deliver these programs from existing facilities where possible which should be renovated and shared by the various delivery institutions and organisations where necessary; and,***
- ***It may be necessary and appropriate to deliver certain programs on a periodic basis using the periodic market system in remote rural areas.***

PRINCIPLES

National Spatial Development Perspective : Part 3: Interpreting the space economy for policy and formulating guidelines : Normative Principles

- Efforts to address past and current social inequalities should focus on people not places. In localities where there are both high levels of poverty and development potential, this could include fixed capital investment beyond basic services to exploit the potential of those localities. In localities with low development potential, government spending, beyond basic services, should focus on providing social transfers, human resource development and labour market intelligence. This will enable people to become more mobile and migrate, if they choose to, to localities that are more likely to provide sustainable employment or other economic opportunities.

Development Facilitation Act No 67 of 1995 : Chapter 1 (3)

- (c) Policy, administrative and laws should promote efficient and integrated land development in that they-
- (i) Promote the integration of the social, economic, institutional and physical aspects of land development; and,
- (ii) Promote integrated land development in rural and urban areas in support of each other.

National Environmental Management Act 107 of 1998 : Chapter 1 (2) (4)

- (d) Equitable access to environmental resources, benefits and services to meet basic human needs and ensure human well-being must be pursued and special measures may be taken to ensure access thereto by categories of persons disadvantaged by unfair discrimination.

OBJECTIVE 2: DELIVER HUMAN DEVELOPMENT AND BASIC NEEDS PROGRAMS WHEREVER THEY MAY BE REQUIRED

8.4.5 SETTLEMENTS WITH HIGH LEVELS OF HUMAN NEED

POLICY

HR6 Settlements with high levels of human need which include settlements with high as well as low economic growth potential should be prioritised from state funds for the delivery of human resource development and minimum basic services programs. (M)

HR7 If required, new facilities from state funds to accommodate the delivery of these programs should be prioritised in settlements with high economic growth potential. In other settlements the re-use and renovation of existing facilities should be prioritised, see Figures 8.4.5 and 8.4.6. (M)

HR8 Where available, existing facilities such as underutilised public buildings shall be used for accommodating various human resource services even if these services are delivered by departments or organisations who do not own the buildings. (M)

EXPLANATION

Human resource development programs include education, health, entrepreneurial development, life skills training, and business and technical training, and are aimed at **people** rather than places. The intention is that the benefits of these investments should be mobile in the sense that they can move with the people as they may migrate between urban and rural settlements on a temporary or permanent basis. Settlements with high levels of human need were identified through the research of the Growth Potential and Human Needs Study of 131 Towns in the Province. This study excluded the City of Cape Town because, as noted by the NSDP - the high levels of human need as well as economic growth potential in metropolitan areas is readily apparent.

CONDITIONS / CONTROLS

New buildings, should only be constructed in situations of dire need and where there are no other alternatives in settlements potential, see HR6.

DC1:W Coast	De Doorns	Genadendal	Askraal
Bitterfontein	Franschhoek	Napier	Herbertsdale
Clanwilliam	Mcgregor	Riverson-derend	Ruiterbos
Graafwater	Ons Rust	Suurbraak	Volmoed
Kalbaskraal	Paarl	Villiersdorp	Zoar
Koringberg	Prince Alfred Hamlet	DC4 : Eden	Haarlem
Nieuwe Rust	Robertson	Calitzdorp	DC5:C Karoo
Koekenaap	Saron	De Rust	Beaufort West
Rietpoort	Touwsrivier	Dysselsdorp	Laingsburg
Kliprand	Tulbagh	George	Merweville
Eendekuil	Wolseley	Heidelberg	Murraysburg
Elandsbaai	Worcester	Karatara	Prince Albert
Strandfontein	Klapmuts	Knysna	Leeu-Gamka
Redelinghuys	DC3 : Overberg	Kranshoek	Matjiesfontein
DC2: Cape Winelands	Bot River	Kurland	Metro
Ashton	Elgin	Oudtshoorn	Cape Town
Ceres	Elim	Uniondale	

Figure 8.4.5 Settlements with high levels of human need



Shacks near Grabouw

(source: J Clarke, Coming back to earth, Jacana, 2002, p.311)

ACTION PLAN

Strategy

Settlements identified as having high human need must be addressed by the provincial Human and Social Capital lead strategies which will be responsible for spending funds and project management. The precise location of facilities should be according to policies HR7 and HR8 and UR22. Delivery of these programs should be co-ordinated with the Integrated Social Capital Formation Strategy (SCFS) which has identified the following priority areas:

- Presidential Nodal Areas;
- Project Consolidate Local government areas; and,
- 8 provincial crime hotspot areas (Khayelitsha, Mitchells Plain, Gugulethu, Nyanga/Philippi, Kuilsriver, Worcester, Kraaifontein, Oudtshoorn Informal Settlements (SCF Strategy 7.2004:24).

Legal

N/A

Funding

Departments of: Health
Education
Sports & Culture
Social Services & Poverty Alleviation
Economic Development & Tourism

Responsibility

Local municipalities - precise location of program venues
Departments listed above
Investment and Management programs
Local Businesses
Department of Environmental Affairs and Development Planning

Timespan

According to funding roll out strategy of Departments

Notes

Successful implementation of this policy will require hitherto unprecedented levels of co-ordination and co-operation between national, provincial and local government departments.

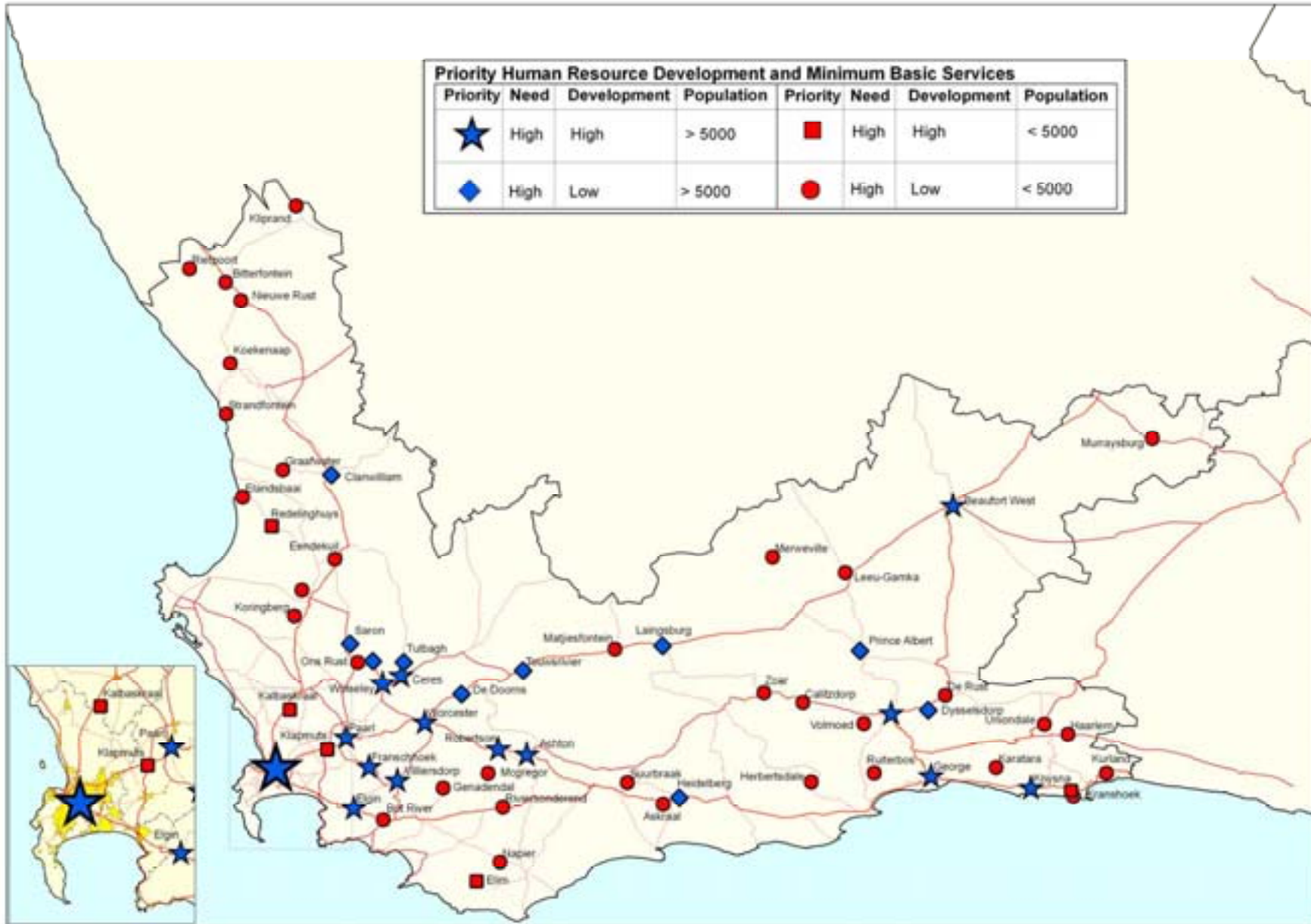


Figure 8.4.6 Priority : Human Resource Development and Minimum Basic Services

OBJECTIVE 2: DELIVER HUMAN DEVELOPMENT AND BASIC NEEDS PROGRAMS WHEREVER THEY MAY BE REQUIRED

8.4.6 DELIVERY OF SERVICES TO SETTLEMENTS WITH LOW GROWTH POTENTIAL OR SMALL POPULATIONS

POLICY

HR9 Where such facilities do not exist, periodic service centres shall be established for co-ordinated use by a wide variety of government, non-government and private organisations, see Figure 8.4.7. (M)

HR10 These periodic service centres should be located at points of highest access according to the same principles contained in Section 8.4.24. (G)

HR11 The services of various government departments and private sector organisations shall be co-ordinated into a mobile caravan of dedicated buses and vans which travels from periodic service centre to periodic service centre stopping for morning or afternoon sessions as appropriate. (G)

HR12 Local arts and crafts people and business people should be encouraged to trade in the stop-over periods of the mobile service caravans at the periodic service centres. (G)

EXPLANATION

Although the NSDP strategic investment direction intends to discourage construction of new facilities, there is often a significant stock of empty or underutilised public buildings at settlements with low economic growth potential. These buildings should be renovated and recycled and made available to all spheres of government and other organisations who may want to use them on a complete or partial basis.

In order to minimise the need to construct permanent infrastructure, strategically located periodic market centres that can accommodate trading and a bus caravan containing various public and private sector services should be constructed. Such centres should form part of a network that is visited on a periodic basis by the public / private sector caravan of buses and vans.

As these periodic service centres represent an opportunity for widely dispersed rural residents to get access to these services, they should be centrally located on regional routes in the settlement district or region.

Rather than people in small centres and rural districts trying to travel to the major urban centres to which many of the service providers have withdrawn, the mobile caravan will take these services into the rural areas providing periodic access.

CONDITIONS / CONTROLS

Periodic market infrastructure should entail the minimum of costs while still appearing dignified.

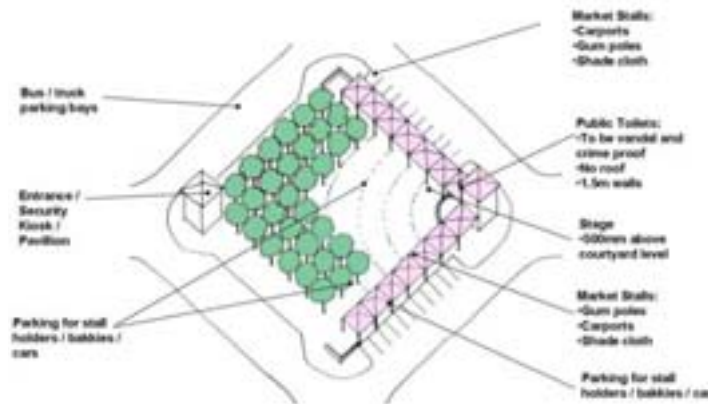


Figure 8.4.7a Periodic Service Centre Concept : Supporting Infrastructure

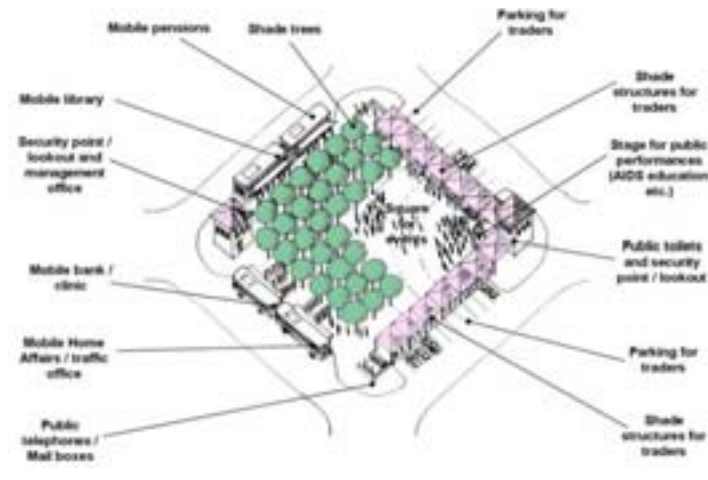


Figure 8.4.7b Periodic Service Centre : Activities

ACTION PLAN

Strategy

Identify: all current providers of mobile services (clinics, libraries) and periodic services (pension payouts)

Other potential providers include:

- banks (mobile automatic teller machines)
- performance theatre companies
- front of house services for Home Affairs, Manpower, and other similar identified providers.

Map out potential well located market centres, and build infrastructure

Acquire vehicle fleet and roll out pilot project

Ensure adequate security (cash in transit)

Legal

n/a

Funding

Provincial departments
Private sector companies
Sponsors
NGOs

Responsibility

Co-ordinating: Dept of Transport and Public Works

Service Providers: Health (Healthcare 2010)

Education
Home Affairs
Labour
Social Services

Timespan

24 months to implement pilot project

Notes

Successful implementation of this policy will require hitherto unprecedented levels of co-ordination and co-operation between national, provincial and local government departments, including the possibility of a single official providing first line services for two or more government departments.

OBJECTIVE 3: STRATEGICALLY INVEST SCARCE PUBLIC SECTOR RESOURCES WHERE THEY WILL GENERATE THE HIGHEST SOCIO-ECONOMIC RETURNS

The country's scarce financial resources should be spent so that they achieve the greatest socio-economic impact possible. The National Spatial Development Perspective directs that fixed investment involving large amounts of funds should be located where there is the greatest potential for economic growth¹ in order to address poverty effectively.

Strategies

- **Identify settlements using the NSDP and Growth Potential study guidelines to prioritise where fixed investment should be directed; and,**
- **Align the initiatives from various provincial, local and national government departments, state owned enterprises, public entities and the private sector to ensure maximum socio-economic return on investment.**

Principles

National Spatial Development Perspective : Part 3: Interpreting the space economy for policy and formulating guidelines : Normative Principles

- Government spending on fixed investment, beyond the constitutional obligation to provide basic services to all citizens (such as water, electricity as well as health and educational facilities), should therefore be focused on localities of economic growth and/or economic potential in order to attract private-sector investment, stimulate sustainable economic activities and/or create long-term employment opportunities.

Development Facilitation Act No 67 of 1995 : Chapter 1 (3) (c)

- (iv) Optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities.

¹ In this document fixed investment generally refers to the construction of plant and buildings in excess of R1 million.

OBJECTIVE 3: STRATEGICALLY INVEST SCARCE PUBLIC SECTOR RESOURCES WHERE THEY WILL INCUR THE HIGHEST SOCIO-ECONOMIC RETURNS

8.4.7 PRIORITY FIXED INVESTMENT URBAN SETTLEMENTS

POLICY

HR13 Settlements which show high economic growth potential and have high population thresholds shall be prioritised as locations for fixed infrastructure investment, see Figures 8.4.8 and 8.4.9. This status shall be reviewed every five years. (M)

DC1: West Coast	Ceres	Caledon	Riversdale
Citrusdal	De Doorns	Elgin	DC5 : C Karoo
Clanwilliam	Franschhoek	Hermanus	Beaufort West
Darling	Happy Valley	Kleinmond	Laingsburg
Laaiplek	Montagu	Onrus	Prince Albert
Lambert's Bay	Paarl	Railton	Metro
Malmesbury	Prince Alfred Hamlet	Swellendam	City of Cape Town
Moorreesburg	Robertson	Villiersdorp	
Piketberg	Saron	DC4 : Eden	
Porterville	Stellenbosch	Dysselsdorp	
Saldanha	Touwsrivier	George	
Van Rynsdorp	Tulbagh	Heidelberg	
Vredenburg	Wellington	Knysna	
Vredendal	Wolseley	Ladismith	
St.Helena Bay	Worcester	Mossel Bay	
DC2: Cape Winelands	DC3 : Overberg	Oudtshoorn	
Ashton	Bredasdorp	Plettenberg Bay	

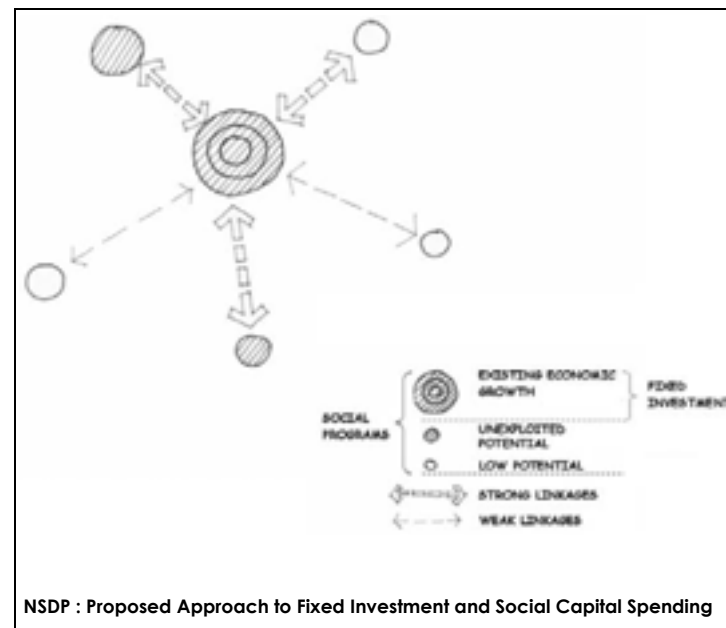
Figure 8.4.8 Priority Fixed Investment Urban Settlement (in alphabetical order)

EXPLANATION

In keeping with the NSDP strategic priorities, new infrastructure shall be prioritised in settlements with high economic growth potential. The NSDP requires that a strategic approach to investment be taken and that fixed infrastructure be located in urban settlements likely to experience population and economic growth rather than decline. Therefore, as a general principle, fixed investment should be directed towards urban settlements that exhibit high economic growth potential in the first instance and high human need in the second. Settlements with low human need and low economic growth potential would have a lower fixed investment priority. This policy further implies that settlements with large numbers of people would take precedence over those with only a few residents. It will be seen on Figure 8.3 that a benchmark of 5000 people or 1000 households is used. This is the minimum population that could support tertiary community facilities, i.e. a primary school or clinic.

CONDITIONS / CONTROLS

Fixed infrastructure includes the construction of urban services, housing and community facilities.



ACTION PLAN

Strategy

Settlements identified as having high economic growth potential or high population thresholds will be addressed by the Human and Social Capital Strategy, Micro Economic Development Strategy and Strategic Infrastructure Plan for the roll out of large scale infrastructure spending.

Legal

N/A

Funding

Departments of: Education,
Health (Healthcare 2010),
Transport & Public Works,
Housing & Local Government
Economic Development & Tourism
Social Services

Responsibility

Local municipalities - precise location of facilities and projects
provincial departments as above - funding construction and project management, operating and ongoing management

Timespan

According to funding roll out strategies of relevant departments

Notes

Priority ordering of settlements to receive investment is likely to require still further short listing due to the enormous demand for limited funds.

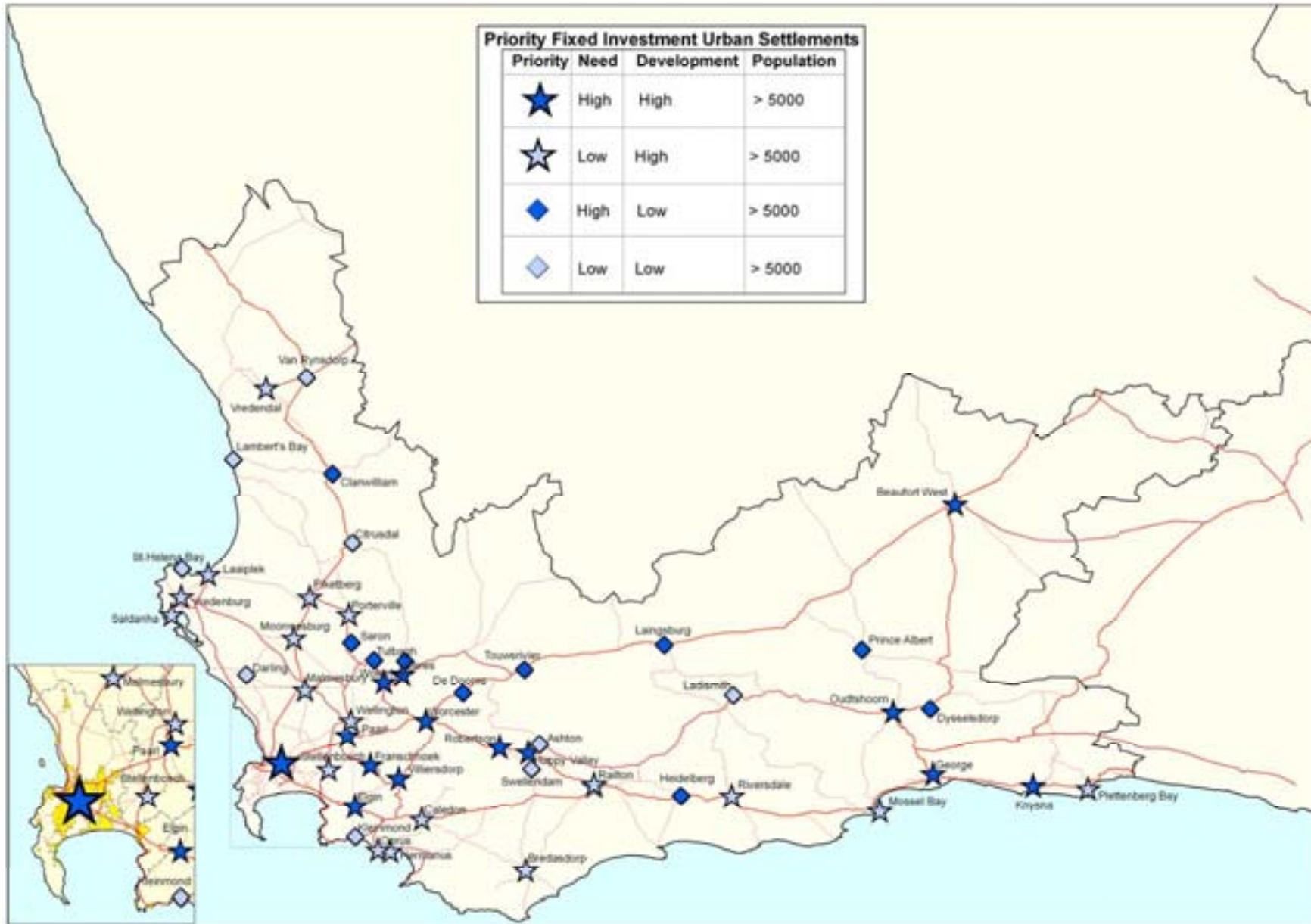


Figure 8.4.9 Priority Fixed Investment Urban Settlements

OBJECTIVE 3: STRATEGICALLY INVEST SCARCE PUBLIC SECTOR RESOURCES WHERE THEY WILL INCUR THE HIGHEST SOCIO-ECONOMIC RETURNS

8.4.8 SUPPORT LOCAL INITIATIVES

POLICY

HR14 If settlements that have not received priority in terms of the previous two policies, i.e. those with low economic growth potential and human need or those with small populations (<5000 people), successfully initiate their own development programs or projects they can request provincial assistance. (G)

EXPLANATION

While the NSDP is clear on the strategic approach that should be taken to fixed investment, it is important that such an approach does not stifle initiative that may be present in settlements with low growth potential.

In order to encourage such initiatives there should be mechanisms that can support significant community driven efforts that may be forthcoming. This can take the form of fundraising support on an averaged ratio to be negotiated as well as providing networking contacts.

CONDITIONS / CONTROLS

Communities must make the initial efforts and not government. The extent of public funding support will be subject to availability and priority.



Reward local initiative and innovation : Curtains made from plastic bags
(source: J Clarke, Coming back to earth, Jacana, 2002, p.350)

ACTION PLAN

Strategy

Initiative in small settlements should be supported by fundraising from appropriate bodies including provincial government, parastatals and the private sector, e.g. "The Enterprise Initiative Fund"

The availability of this support should be communicated to all settlements in the Province.

Legal

N/A

Funding

As available

Responsibility

Department of Economic Development & Tourism
Chamber of Commerce
PIMS Centres

Timespan

As per application

Notes

n/a

OBJECTIVE 4: SUPPORT LAND REFORM

Special dispensation is required for co-operative management, and the reduction of farm size and other standards normally applied to commercial farming in order to lower barriers to entry for participants in bona fide agricultural land reform projects.

Strategies

- **Identify land suitable for achieving the national land reform goal of transferring 30% of land to black ownership by 2015;**
- **Value land at market rates based on commercial rather than speculative returns;**
- **The Department of Land Affairs and the Land Reform Commission are reviewing policy on land reform. While the broad goals of the WCPSDF and the Department of Agriculture with regards to protection of agricultural land are fully support there is a need for flexibility with respect to minimum farm sizes and support of family and co-operative farming; and,**
- **Establish guidelines appropriate to the needs of land reform projects that do not undermine broad Provincial Spatial Development Framework Policy.**

PRINCIPLES

Development Facilitation Act No 67 of 1995 : Chapter 1 (3) (c)

(vii) Encourage environmentally sustainable land development practices and processes.

National Environmental Management Act 107 of 1998 : Chapter 1 (2) (4)

(d) Equitable access to environmental resources, benefits and services to meet basic human needs and ensure human well-being must be pursued and special measures may be taken to ensure access thereto by categories of persons disadvantaged by unfair discrimination.

OBJECTIVE 4: SUPPORT LAND REFORM

8.4.9 LAND REFORM

POLICY

- HR15** Right of first refusal for use in Subsidised Housing and Land Reform and Restitution projects shall be granted over publicly owned land. (M)
- HR16** Land outside the Urban Edge shall be valued at market rates based on actual commercial returns from existing land use rights. (M)
- HR17** Exceptions to policies such as minimum farm size and other requirements applicable to commercial agriculture shall be considered in bona fide Land Reform projects. Farms procured for Land Reform awards shall be consolidated and proclaimed as a Land Reform project on which basis the standard commercial agricultural guidelines can be relaxed but only to the extent that this will not compromise agricultural use of these properties. (M)
- HR18** Proposals flowing from implementing the Transformation of Certain Rural Areas Act (TRANCA, 94/98) in the settlements of Ebenhaeser, Freemersheim, Genadendal, Haarlem, Kranshoek, Mamre, Pniel, Rietpoort, Saron, Slangrivier, Suurbraak and Zoar, should be incorporated into local SDFs. (G)

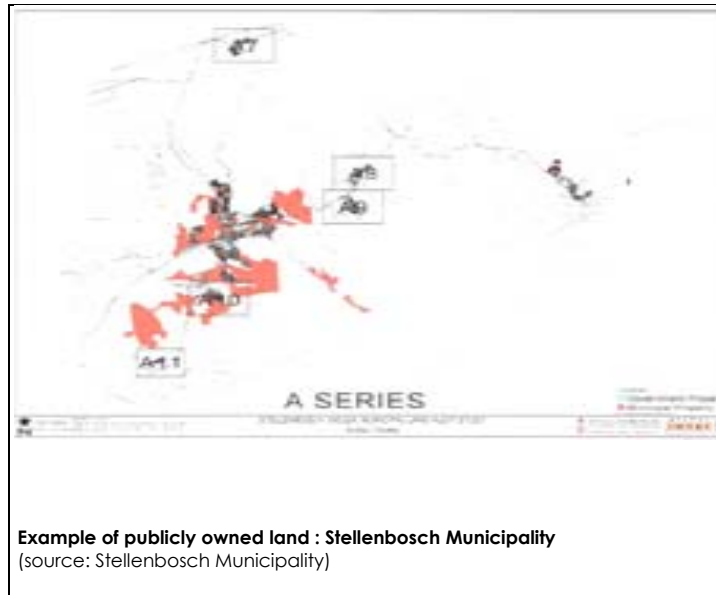
EXPLANATION

The Constitution requires that land be valued at market value (Chapter 2, Section 25(3)). This implies that a commercial rate of return, as usually used for valuing commercial buildings based on net income of existing (as opposed to anticipated) land use rights rather than the willing buyer willing seller principle, should be applied, especially in the case of procuring land for land reform. Commercial yields can be determined either from actual records of farm produce sales and costs or modelled from generic information held in the Department of Agriculture database on soil capability, production yields, commodity prices and input costs.

Norms relating to commercial agriculture such as minimum farm size are based on the concept of individual farmers realising a certain net income. These principles are not always applicable to land reform projects which may be organised on a small farm (family labour) or co-operative basis.

CONDITIONS / CONTROLS

The Departments of Land Affairs, Agricultural and Land Commission are in agreement that while all opportunities for transfer of land to black ownership should energetically be pursued the agricultural capability of the land should not be compromised.



ACTION PLAN

Strategy

Land Restitution claims inside and outside of Urban Edges should be shown on local authority SDFs and incorporated into IDPs.

Land Restitution claims and Land Reform projects should be proclaimed as special areas within the SDFs where the broad appropriate land use must be upheld but there are certain variations allowed to permit appropriate modes of production, marketing support and tenure structures.

Legal

Restitution of Land Rights Act (22/94)

Transformation of Certain Rural Areas Act (94/98)

Provision of Land and Assistance Act (126/99)

Distribution and Transfer of Certain State Land Act (119/93)

Provincial Policy for the Settlement of Farmworkers (P.N. 414/2000)

Declaration of intent to co-operate as local, provincial and national government in respect of the Sustainable Settlement of Land Restitution claims in the Western Cape (31.03.05)

Establishment of Security of Tenure Act.

Funding

Dept of Land Affairs

Agriculture : Consolidated Agricultural Support Program grants

Land Affairs: Land Redistribution for Agricultural Development (LRAD) grants

Responsibility

Provincial Restitution Steering Committee

Regional Land Claims Commission

Department Local Government and Housing

Department of Land Affairs

Local municipalities - provide land audits and release land for restitution purposes

Provincial Department of Agriculture

State Land Disposal Committee

Timespan

Restitution claims settled by 2008

Land Reform to be completed when 30% of agricultural land in Black ownership

Notes

Land reform implementation should proceed as quickly as possible to address the social and political pressures building around this issue.

OBJECTIVE 5: CONSERVE AND STRENGTHEN THE SENSE OF PLACE OF IMPORTANT NATURAL, CULTURAL AND PRODUCTIVE LANDSCAPES, ARTEFACTS AND BUILDINGS

Heritage resources are important socio-economic assets as they are a reference point for communities in terms of their past and they reflect the Western Cape's diversity, providing a mosaic of varied experiences in both memory and economic opportunity for the future.

Tree planting, landscaping and gardens make important contributions to urban landscapes and open space systems.

Strategies

- **Identify and map key heritage resources;**
- **Ensure their protection in the face of increasing urbanisation of both urban settlements and rural areas;**
- **Encourage regional and Western Cape building styles, urban design and land use patterns;**
- **Strongly discourage the copycatting of foreign building styles and unsympathetic form and massing;**
- **Improve the appearance, pedestrian accessibility and performance of main streets and civic spaces in the urban settlement; and,**
- **Promote tree planting and greening in urban settlements.**

PRINCIPLES

National Environmental Management Act 107 of 1998 : Chapter 1 (2)

(2) Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably.

Chapter 1 (2) (4) (a)

(iii) The disturbance of landscapes and sites that constitute the nation's cultural heritage is avoided, or where it cannot be altogether avoided, is minimised and remedied.

OBJECTIVE 5: CONSERVE AND STRENGTHEN THE SENSE OF PLACE OF IMPORTANT NATURAL, CULTURAL AND PRODUCTIVE LANDSCAPES, ARTEFACTS AND BUILDINGS

8.4.10 HERITAGE RESOURCES

POLICY

HR18 All changes proposed to landscapes and urban settlements whether they be for agricultural or urban and rural development purposes shall consider any heritage resource policy that may be relevant including those which might be proposed, e.g. Proclaimed Urban Conservation Areas, SAHRA Regulations, Cape Winelands World Heritage Site application. (M)

HR19 The describing of heritage resources in order to give due consideration as to how they should be conserved, provide the basis for economic opportunity or otherwise be incorporated into development plans, shall include a mapping exercise that should incorporate the whole Province. (M)

HR20 The culture and history of indigenous people that were suppressed by the colonial and apartheid regimes as well as important buildings, artefacts and places in the struggle for freedom shall be identified, exposed and commemorated. (M)

EXPLANATION

The Western Cape has a rich landscape, built material and social heritage which should be understood, respected and appropriately integrated into development processes. Heritage resources relating to the history and expansion of black people and their struggle have been neglected and ignored.

Heritage is a cross-cutting sector which impacts on all sectors and their development strategies.

A suitable single map of heritage resources in the Province is essential to facilitate consideration of heritage resources.

CONDITIONS / CONTROLS

n/a



ACTION PLAN

Strategy

Wherever possible heritage considerations should be incorporated into development and management without compromising environmental and social goals. Inventories of Heritage Resources should be compiled and mapped.

Legal

National Heritage Resources Act (1999) Sec 30(5) and 31(1)
 Constitution of the Western Cape
 Western Cape Cultural Commission & Cultural Councils Act
 Urban Conservation Areas
 Western Cape Heritage Resource Management Regulations 2002, 2003
 Western Cape Languages Act

Funding

Department of Cultural Affairs & Sport

Responsibility

Department of Cultural Affairs & Sport
 Heritage Western Cape
 South African Heritage Resource Agency
 National Department of Arts and Culture

Timespan

As soon as possible

Notes

The current implementation of heritage policy via Heritage Impact Assessments (HIAs) will be streamlined by the Integrated Law Reform Program currently underway.

OBJECTIVE 5: CONSERVE AND STRENGTHEN THE SENSE OF PLACE OF IMPORTANT NATURAL, CULTURAL AND PRODUCTIVE LANDSCAPES, ARTEFACTS AND BUILDINGS

8.4.11 APPROPRIATE ARCHITECTURAL CHARACTER

POLICY

HR21 Foreign or unsympathetic styles of site layout and buildings shall be discouraged in urban settlements and rural areas so as to strengthen the local sense of place and minimise visual impact. (M)



EXPLANATION

Much of the Province's appeal and socio-economic value lies with its unique scenic, cultural and architectural heritage. This is being considerably diminished by insensitive township layouts and copying of foreign building styles. They also provide little opportunity for the use of sustainable building materials.

CONDITIONS / CONTROLS

Only ecological building or contemporary building designs that can demonstrate how they respond to the climatic, scenic and cultural heritage of the Western Cape and its districts shall be encouraged.

"There is a crying need for the emergence of an authentically South African style ... There are more Tuscan villas in Johannesburg than there are in Tuscany! They might look great in Tuscany but they look terrible here. Come on - we're a modern, emerging African nation that believes in democracy, openness and transparency. We're multi-cultural, multi-ethnic and tolerant. Surely there's a way of using all that to create our own architecture." Valli

Moosa former Minister of Environmental Affairs and Tourism, Media Nova, Cape : The Property Magazine : Dec 04:21

... in recent times the lack of norms and rational points of reference for projects has inevitably led to a loss of identity and to confusion on the outskirts of cities (and towns) ...

(Bruno Minardi in Papadakis:1997)

(Papadakis A. Classical Modern Architecture, Paris, 1997, p85)

ACTION PLAN

Strategy

A provincial urban design architectural, and heritage guidelines manual for buildings and small projects similar to that compiled for the Mission Stations should be compiled.

Detailed guidelines should be prepared by local municipalities.

Land use and building plan officials should monitor layouts and plans including low income housing to ensure they comply with this policy.

Legal

South African Heritage Resources Agency Act
Municipal By-laws

Funding

Department of Cultural Affairs and Sport
Municipalities
South African Heritage Resource Agency
Societies and interest groups

Responsibility

Municipality together with Urban Design, Landscape and Heritage Professionals
Department of Cultural Affairs and Sport
South African Heritage Resource Agency
Department of Environmental Affairs and Development Planning

Timespan

Guidelines should be compiled as soon as possible

Notes

New public buildings must set the example in defining an appropriate architectural character for the different regions of the Province.

OBJECTIVE 5: CONSERVE AND STRENGTHEN THE SENSE OF PLACE OF IMPORTANT NATURAL, CULTURAL AND PRODUCTIVE LANDSCAPES, ARTEFACTS AND BUILDINGS

8.4.12 URBAN DESIGN AND ARCHITECTURAL GUIDELINES

POLICY

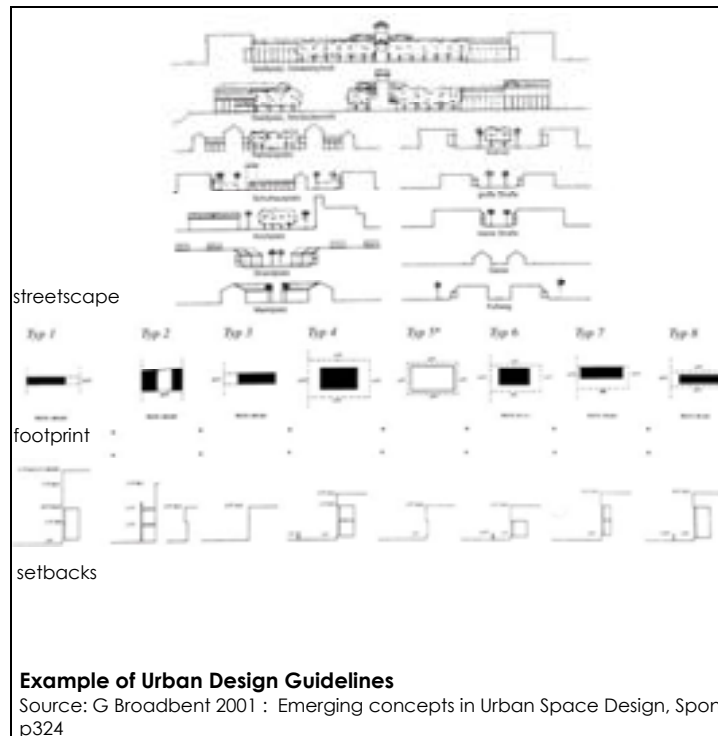
HR22 Urban design and architectural guidelines should be prepared to control the function and appearance of the main street or streets and squares in all of the urban settlements of the Province. These should control, among other things, building styles and heights, materials and colours, advertising, roadways and sidewalk pavements, encourage colonnades and other devices to shelter pedestrians and landscaping and tree planting, and respect historic buildings and precincts. (G)

EXPLANATION

The main streets and squares of an urban settlement functions as its shop window and demonstrates its degree of civic pride and dignity. The main streets of urban settlements in the Province have lost considerable quality, character and pedestrian comfort in the last 40 to 50 years through insensitive road widenings, particularly where they are Proclaimed Main Roads (PMRs), and removal of street trees, colonnades and historic buildings. In many cases streetscapes consist of facebrick sheds clad with IBR sheeting and decorated with oversize advertising. These are neither comfortable for residents nor attractive to tourists.

CONDITIONS / CONTROLS

All road works, landscaping and tree planting, and building construction or restoration in and around the main streets and squares of urban settlements, shall be constructed according to guidelines drawn up for this purpose by urban designers, landscape architects or architects. These guidelines should be simple and clear and relatively inexpensive to produce.



ACTION PLAN

Strategy

A provincial urban design architectural, and heritage guidelines manual should be compiled.

Detailed guidelines should be prepared by local municipalities.

Land use and building plan officials should monitor layouts and plans to ensure they comply with this policy.

Legal

South African Heritage Resources Agency Act
Municipal By-laws
Provincial and municipal urban design, landscape architectural guidelines.

Funding

Department of Cultural Affairs and Sport
Municipalities
South African Heritage Resource Agency
Societies and interest groups

Responsibility

Municipality with Urban Design, Landscape and Heritage Professionals
Provincial and National Departments
South African Heritage Resource Agency
Societies and interest groups
Public entities responsible for cultural aspects

Timespan

Guidelines should be compiled as soon as possible

Notes

There is a close link between environmental sustainability and heritage conservation that mutually promotes the use of local building materials, resource conservation measures such as rainwater harvesting, solar orientation and use of indigenous landscaping.

OBJECTIVE 5: CONSERVE AND STRENGTHEN THE SENSE OF PLACE OF IMPORTANT NATURAL, CULTURAL AND PRODUCTIVE LANDSCAPES, ARTEFACTS AND BUILDINGS

8.4.13 SCENIC QUALITY

POLICY

HR23 Visual Resource Management Plans shall be prepared for: (M)

- i. the landscape visible from that section of the N2 national route known as the Garden Route; and
- ii. that section of the N1 national route between Du Toits Kloof tunnel and the City of Cape Town.
- iii. the Cape Winelands
- iv. Route 62
- v. the N7 National Route
- vi. Other routes that may be identified through district or local municipal IDP and SDF processes.

EXPLANATION

These route sections and the adjacent countryside are memorable gateways to the City of Cape Town and the Garden Route respectively and urban development has already substantially detracted from their visual quality. No further deterioration should be permitted.

CONDITIONS / CONTROLS

All future buildings, roads and infrastructure including powerlines should be sited and designed according to relevant guidelines and should undergo Heritage, Environmental and Visual Impact Analyses before they are approved / rejected.



ACTION PLAN

Strategy

Visual Resource Management plans should be prepared for these routes and areas.

Land owners, heritage and tourism stakeholders and the general public should be involved in the preparation of the plans.

Reference should be made to the landscape assessment methodology prepared by DEADP (2005).

Legal

N/A

Funding

Department of Environmental Affairs and Development Planning

Local municipalities

District municipalities

City of Cape Town

In areas of high development pressure it may be necessary for developers to contribute to funding as an extension of VIAs.

Responsibility

Local and district municipalities

City of Cape Town

Timespan

To be prioritized in areas facing development pressure

Notes

Care should be taken to ensure that, these exercises do not represent a form of green apartheid, they should be effective in reducing the urban blight that is degrading the tourism appeal of many highly visible parts of the provincial landscape.

OBJECTIVE 5: CONSERVE AND STRENGTHEN THE SENSE OF PLACE OF IMPORTANT NATURAL, CULTURAL AND PRODUCTIVE LANDSCAPES, ARTEFACTS AND BUILDINGS

8.4.14 TRANSMISSION LINES, PIPELINES, TELECOMMUNICATIONS MASTS AND WIND FARMS

POLICY

HR24 Pipelines, transmission lines and telecommunications masts should be aligned along existing and proposed transport corridors rather than along point to point cross-country routes. (G)

HR25 Wind farms should be located where they will cause least visual impact taking into consideration the viability of the project. (G)

EXPLANATION

The current shortest distance approach to the alignment of pipelines and transmission lines raises issues of visual blight, unviably shaped land parcels, the need for access roads and destruction of cultural landscapes.

Where possible, future power lines should be aligned within existing and proposed combined road and/or rail linkage corridors that impacts on the remainder of the landscape, especially if such alignment will not impact on cultural and scenic landscapes. Care should also be taken to avoid bird migration routes.

CONDITIONS / CONTROLS

Co-ordination will be required with electricity supply / distribution and telecommunication service providers' EIA processes to ensure that this policy is implemented.



ACTION PLAN

Strategy

Hold discussions with infrastructure providers to ensure alignment with this policy.

Investigate feasibility of routing new power lines along transport corridors.

Reference should be made to the Landscape Assessment Methodology prepared by DEADP (2005).

Legal

n/a

Funding

Service providers

Responsibility

Department of Environmental Affairs and Development
Planning
Eskom
PetroSA
Transnet
Telkom / Vodacom / MTN / Cell C
Department of Transport and Public Works
Municipalities

Timespan

As soon as possible

Notes

n/a

OBJECTIVE 5: CONSERVE AND STRENGTHEN THE SENSE OF PLACE OF IMPORTANT NATURAL, CULTURAL AND PRODUCTIVE LANDSCAPES, ARTEFACTS AND BUILDINGS

8.4.15 TREES AND GREENING FOR AMENITY

POLICY

HR26 Tree planting, including appropriate indigenous, ornamental and fruit trees, urban greening (landscaping) and food gardens shall be encouraged along streets and in open spaces as part of urban restructuring programs in villages, towns and the City of Cape Town. (M)

EXPLANATION

Successful tree planting programs are recognised as having the largest aesthetic impact in return for the least cost of any urban renewal strategy. Trees are gaining increasing importance in urban development and renewal programs world wide as their role in:

- carbon absorption (GHG) (20 million trees absorb 1 million tons of carbon dioxide (Clarke, 2002:73), particularly along road sides;
- providing vitamins (nuts and fruit);
- as structural timber;
- as renewable building materials as windbreaks in open spaces and food gardens; and,
- as woodlots for fuel wood.

The latter should be limited to braaing and roadside cooking due to the air pollution impacts of widespread home heating using wood fires.

Food gardens are increasingly proving their worth as important provides of food security and subsistence income supplements in Urban Areas.

CONDITIONS / CONTROLS

Road widening programs should attempt to the greatest extent possible to avoid the destruction of nature boulevards, avenues and street trees.



Abalimi Bezekhaya : Successful network of urban food gardens (source: Abalimi Bezekhaya Newsletter June 2004)

ACTION PLAN

Strategy

Municipal parks and grounds departments to support community based organisations to implement trees and greening and food garden projects in all urban settlements and in project development plans.

Legal

n/a

Funding

Municipalities
Provincial nurseries
Local and International NGOs e.g. Food and Trees for Africa, Abalimi Bezekhaya

Responsibility

Local municipalities

Timespan

As soon as possible

Notes

Where possible more mature although more expensive trees should be used as they have a better chance of survival.

OBJECTIVE 6: END THE APARTHEID STRUCTURE OF URBAN SETTLEMENTS

The City of Cape Town and the towns, villages and hamlets of the Province continue to suffer from the legacy of the Group Areas Act whereby different communities were separated from each other, often by large distances and buffer activities. This pattern, as well as being unconstitutional, is also functionally inefficient and deliberate action is required to create more socially, racially and functionally integrated urban settlements.

Strategies

- ***Prohibit further outward expansion of urban settlements that entrenches the current spatial apartheid pattern and results in urban sprawl;***
- ***Ensure public funds are not spent in perpetuating segregated and unsustainable settlement patterns;***
- ***Use socio-economic gradients based on walking distance to create a far higher level of integration than currently exists while remaining sensitive to community social norms and levels of living; and,***
- ***Use publicly owned land and properties to spatially integrate urban areas and to give access for second economy operators into first economy spaces.***

PRINCIPLES

Development Facilitation Act No 67 of 1995 : Chapter 1 (3) (c)

- (i) Promote the integration of the social, economic, institutional and physical aspects of land development; and,
- (vi) Discourage the phenomenon of "urban sprawl" in urban areas and contribute to the development of more compact towns and cities.

OBJECTIVE 6: END THE APARTHEID STRUCTURE OF URBAN SETTLEMENTS

8.4.16 RESTRUCTURING URBAN SETTLEMENTS

POLICY

UR1 Urban settlements shall be restructured so as to break down the spatial barriers created by apartheid and make them more convenient and pleasant to live in while creating economic opportunities close (within walking distance) to where people live, see Figure 8.4.10. (M)

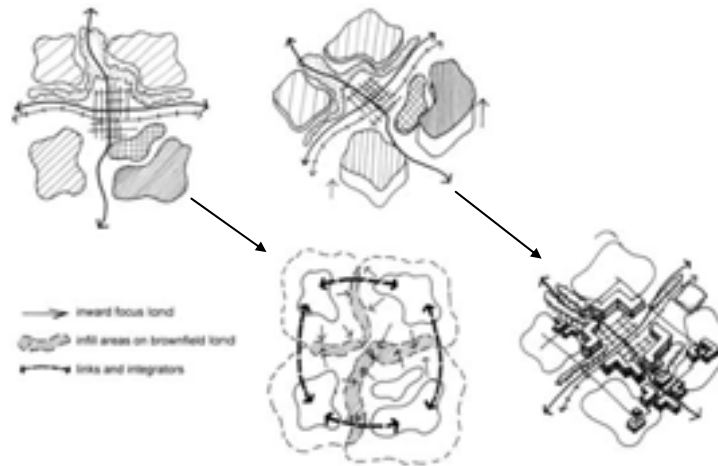
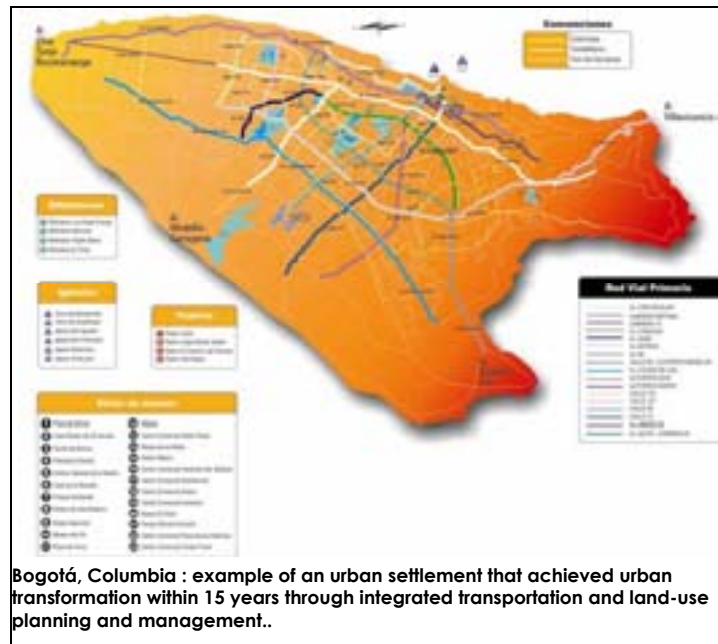


Figure 8.4.10 Urban restructuring concept



ACTION PLAN

Strategy

Sectoral urban settlement plans in local SDFs should be revised to indicate how settlements should be restructured according to policies UR2 to UR6. Restructuring will require the use of a number of strategies, namely densification UR2 and UR3, heritage conservation UR4, socio-economic integration UR5, and the use of publicly owned land, UR8-10.

Legal

DFA

LUPO

New Law Reform processes when implemented

Funding

Department of Environmental Affairs and Development

Planning

Department of Local Government and Housing

Local municipalities

Department of Transport and Public Works

Responsibility

Municipalities and the /Department of Local Government and Housing with Department of Environmental Affairs and Development Planning in a support role

Timespan

Revise SDFs to incorporate restructuring proposals as soon as possible

Roll-out : ongoing

Notes

The successful implementation of this policy is central to dismantling the apartheid spatial urban structure. Resistance to change from urban interest groups will have to be carefully managed.

OBJECTIVE 6: END THE APARTHEID STRUCTURE OF URBAN SETTLEMENTS

8.4.17 DENSIFICATION

POLICY

UR2 The average gross residential density in urban settlements experiencing urban growth shall be encouraged to increase to 25du/ha before further extensions to the Urban Edge are considered. (M) The term "average" implies that densities may be as low as 3 - 6 du/ha on the urban periphery but should increase to 40 - 60 du/ha at or near the centre or other highly accessible nodal points or other identified nodal centres in the urban area, see Figure 8.4.11. The general pattern is that densities should be higher towards the core and lower towards the periphery after taking heritage, environment and other constraints such as services capacities into account. Densification should only occur in strategic parts of urban settlements such as along major routes, around open spaces, on well located pieces of land or in underdeveloped areas whose good location warrants increased development. Heritage resources should be taken into account so that these are not inappropriately destroyed.

UR3 The density target should be achieved using a range of urban development "tools" including (G):

- demolition and redevelopment;
- infill of surplus vacant land including brownfield sites;
- greenfield locations within the Urban Edge as long as they have not been identified as biodiversity priority and priority open space, productive agricultural and recreational sites; and,
- subdivision, second dwellings and sectional title development as appropriate.

EXPLANATION

One of the most effective ways of improving opportunities for the 2nd economy to integrate into the main stream is to increase the intensity of urban activities in the most accessible locations. Spatial Development Plans (SDPs) for urban settlements within local municipalities should clearly indicate how an average gross density of 25du/ha within the Medium Term Urban Edge, see Policy RC7, will be achieved over the next 10 years. Urban settlements in the Province have a low average density of approximately 12du/ha. This is too low for most civil infrastructure to be provided economically, for public transport services to run conveniently, and to ensure public facilities are well supported and that especially SMMEs and informal trades have viable thresholds. Increasing residential densities (as a proxy for population density) will help to address all of these issues. However, it should also be noted that in some cases civil infrastructure, water, sewerage, stormwater, electricity and telecoms and transport infrastructure, especially public transport, will have to be upgraded. The costs of this upgrading should be considered against the greater efficiencies and increase in the rates base that the increased development will bring. It should be noted that a uniform density throughout a settlement between its urban edge is **not** proposed. Rather an average density that may vary from low densities on the periphery to high densities in the centre is proposed. Increased densities can be achieved utilising development processes (urban development tools) that are already present and familiar in the growth of settlements as elements of a clear and co-ordinated strategy. There is no need for a new set of development processes and there is plenty of scope for a varied urban scape.

CONDITIONS / CONTROLS

SDPs for the main settlements in local municipalities should indicate the most appropriate locations for the application of the different urban development "tools".

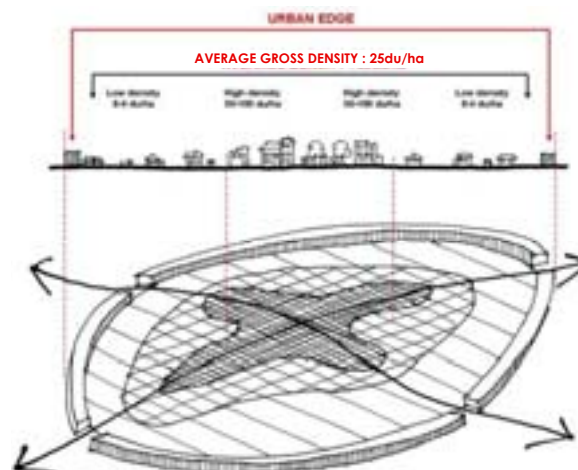
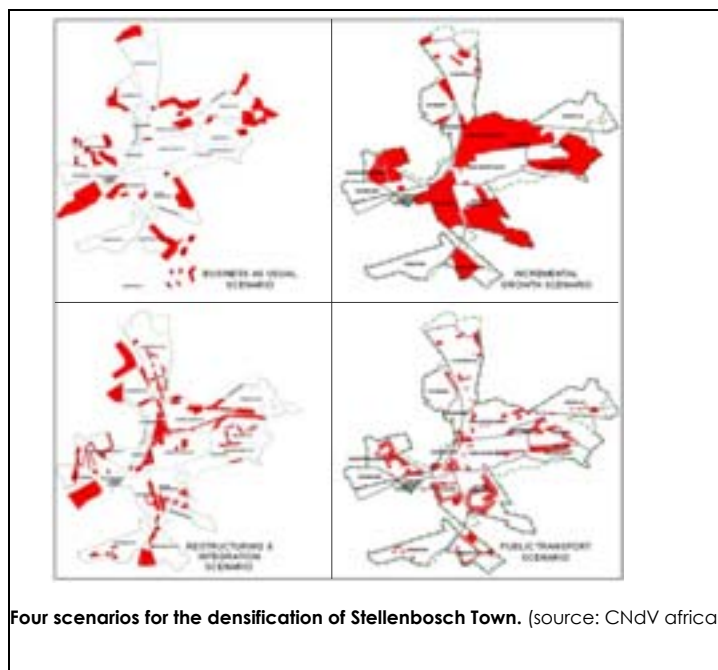


Figure 8.4.11 Conceptual Density Pattern (can be single or multi-nodal)



Four scenarios for the densification of Stellenbosch Town. (source: CNDV africa)

ACTION PLAN

Strategy

Interim Urban Edges corresponding with the current extent of a settlement's urban development can be delineated immediately. Once this has been plotted an iterative process between identifying an ideal density plan and a corresponding Medium Term Urban Edge alignment that will achieve a gross average density of 25du/ha should commence. This normally takes the form of identifying 3 or 4 scenarios and evaluating the costs and benefits of each one using Action Planning techniques. The process should take into account Heritage, Services Capacities and Public Participation. This process is described in more detail under policy RC7.

Legal

Forms part of the Local SDF process within the IDP under the Systems Act.

Funding

In addition to the municipality's own funds, application may be made to Department of Environmental Affairs and Development Planning for assistance.

Responsibility

Local municipalities
 Department of Housing and Local Government
 Department of Environmental Affairs & Development Planning
 Transport and Public Works

Timespan

9-12 months

Notes

1. The exercise is likely to generate considerable public debate as it questions the essence of the apartheid urban settlement pattern which has become the norm for many community groups.
2. Many different layouts and building typologies that will enable urban settlements to retain and enhance their distinct character is possible within the broad density target. This flexibility will be reinforced by the urban design guideline manuals that each local municipality must produce to conserve its heritage, see HR21 and HR22.
3. There is no need for excessively high buildings beyond four or five storeys as a maximum in strategic nodes and two to three storeys on average. In many instances one storey, single dwellings can continue to be accommodated providing there are concentrations of appropriately located (key intersections, important transport corridors), 2 to 4 storey buildings located elsewhere.

OBJECTIVE 6: END THE APARTHEID STRUCTURE OF URBAN SETTLEMENTS

8.4.18 DENSIFICATION AND HERITAGE

POLICY

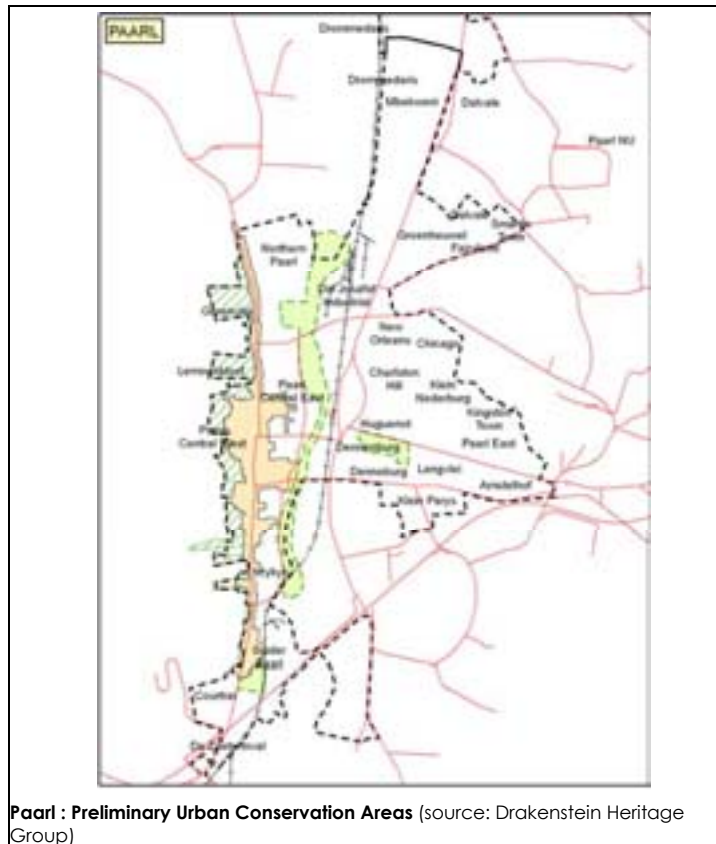
UR4 **Densification of urban settlements should occur with due regard for environmental and heritage concerns as identified in EIAs / HIAs. Environmental concerns include impacts on biodiversity (including vegetation, soil and water quality and quantity) and heritage (cultural landscapes, historic buildings and precincts and artefacts of memory). (G)**

EXPLANATION

While restructuring of urban settlements is of great importance it should not ignore environmental and heritage issues. However, the danger of these issues being used to inappropriately maintain the status quo must also be guarded against.

CONDITIONS / CONTROLS

Where required the necessary EIA and HIA requirements must be complied with.



ACTION PLAN

Strategy

Planning teams addressing urban restructuring should include heritage experts.

Legal

National Environmental Management Act
Environmental Conservation Act
Heritage Resource Act
New Law Reform process when implemented

Funding

Municipalities
Department of Environmental Affairs and Development Planning

Responsibility

Municipalities

Timespan

9-12 months

Nores

Achieving the proposed density targets as well as protecting important heritage and environmental resources will require innovative and sensitive planning.

OBJECTIVE 6: END THE APARTHEID STRUCTURE OF URBAN SETTLEMENTS

8.4.19 SOCIO-ECONOMIC INTEGRATION

POLICY

UR5 The complete range of socio-economic groupings within an urban settlement shall be located within walking distance radius according to the Principle of a Socio-Economic Gradient. (M)

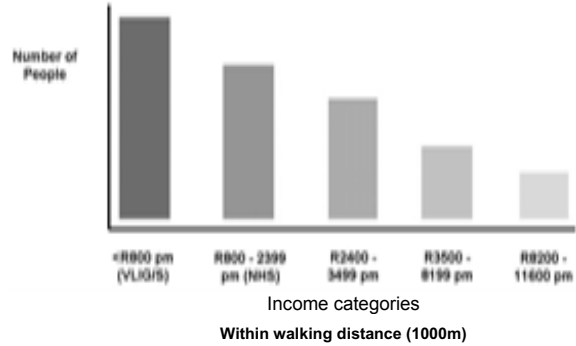


Figure 8.4.12 Socio-Economic Gradient

EXPLANATION

The principle of a Socio-Economic Gradient:

This principle acknowledges that people of different levels of income and social kinship ties can live far closer to one another than is the case in most urban settlements in the Province. However, care should be taken to ensure that there are small differences rather than large gaps between different sectors of a community living close to one another, hence the concept of "gradient", see Figures 8.4.12 and 8.4.13.

Figure 8.4.13 illustrates how the principle of a Socio-Economic Gradient can be laid out spatially within a 1km walking distance radius (enclosing approximately 240 hectares) accommodating 25000 people at 25du/ha gross) with a household size of 3.5.

Commercial and industrial (non noxious) development is laid out on the most accessible land, rather than in peripheral estates. Then the various socio-economic groups are located in such a way that one socio-economic group abuts neighbours in a slightly higher or slightly lower socio-economic group. Poorer groups are located closer to the centre where they can move around more conveniently at lower costs whereas wealthier groups are near the periphery - a poorly located position but which they can sustain because of their access to private motor vehicles.

Proportions of different income groups within walking distance should be similar to the socio-economic distribution of the municipality.

The principle is necessary in the short term to address issues of bank redlining and objections and appeals to restructuring projects.

CONDITIONS / CONTROLS

n/a

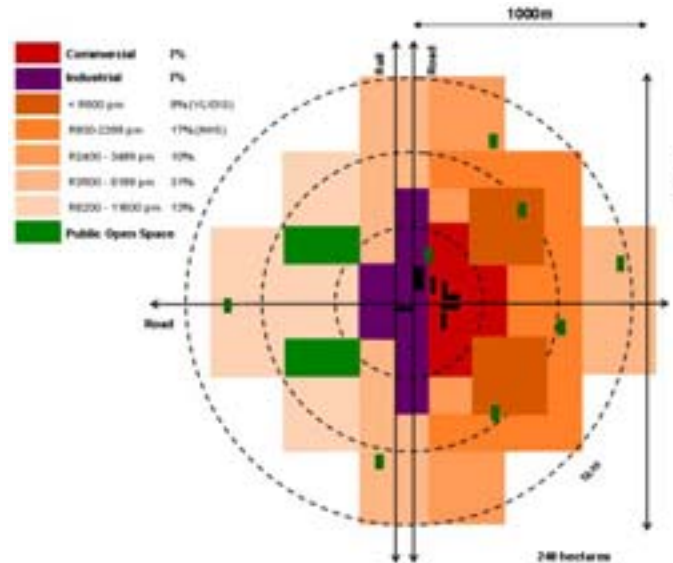
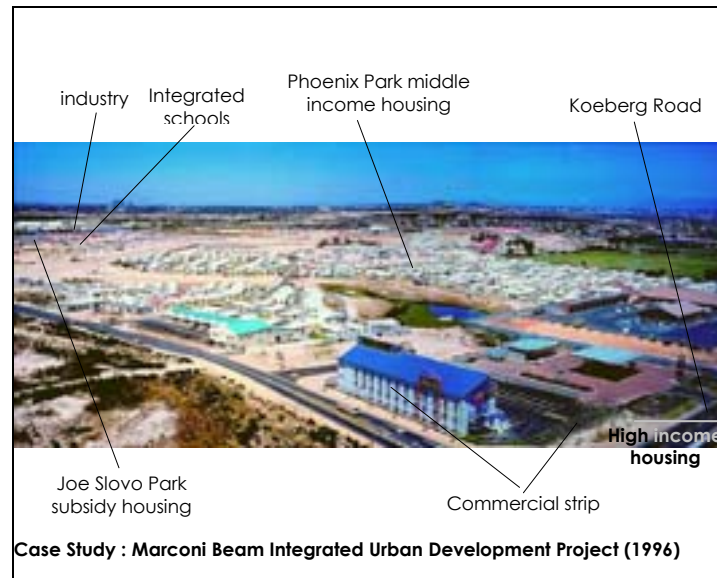


Figure 8.4.13 Spatial Model of the Socio-Economic Gradient Principle



Case Study : Marconi Beam Integrated Urban Development Project (1996)

ACTION PLAN

Strategy

A grid of 1km walking distance radii should be laid over the settlement and appropriate opportunities for housing different groups within walking distance of one another and public transport identified where possible.

This should become the norm for new projects and should inform the retrofitting of existing areas through infill and redevelopment schemes in existing areas where appropriate.

Legal

DFA Chapter 1

New Law Reform process when implemented
NSDP

Funding

Municipalities
Department of Environmental Affairs and Development Planning

Responsibility

Municipalities
Department of Environmental Affairs and Development Planning

Timespan

9-12 months

Notes

OBJECTIVE 6: END THE APARTHEID STRUCTURE OF URBAN SETTLEMENTS

8.4.20 SOCIAL AND SUBSIDY HOUSING ON PRIVATELY OWNED LAND

POLICY

UR6 All high and middle income residential, non-polluted industrial and commercial projects located on privately owned land should provide serviced land and top-ups to the available housing subsidy as necessary to provide for 10% social housing (R50 000 - R150 000 (2004 Rs) and 10% subsidy housing (R25 000 - R50 000 (2004 Rs) either on site or if the site is too small, nearby. (G)

UR7 In instances where private land-holdings may be too small or otherwise inappropriate to accommodate low income or social housing, nearby public or private land should be made available for combining in cross-subsidy projects. (G)

EXPLANATION

Requiring middle and high income property developments to provide a portion of low income and social housing in order to deepen the process of socio-economic integration has already been policy in high income countries especially in the United Kingdom and Europe. It will go a considerable way to alleviating concern regarding lack of progress in addressing this part of the market.

CONDITIONS / CONTROLS

The proportion of low and medium income housing shall be measured as a proportion of the total number of units and not area of land.

In instances where it is not appropriate for low income or social housing to be located on the same site as the main project because of the principle of Socio-Economic Gradient or other considerations, such housing should not be located further than walking distance (1000m).



Brickfields integrated social housing project : Johannesburg Housing Co.
(source: Urban Green File, vol 10 no. 4 Oct 2005)

ACTION PLAN

Strategy

Guidance from National Housing Department policy will provide main informants to achieving this objective.

Legal

N/A

Funding

N/A

Responsibility

Department of Environmental Affairs and Development Planning
Dept of Local Government and Housing (provincial)

Timespan

Ongoing

Notes

The National Minister of Housing has been discussing this policy with the major financial institutions and property developers and an outcome of these talks is expected soon.

OBJECTIVE 6: END THE APARTHEID STRUCTURE OF URBAN SETTLEMENTS

8.4.21 OPPORTUNITIES FOR INTEGRATED SETTLEMENTS ON PUBLICLY OWNED LAND

POLICY

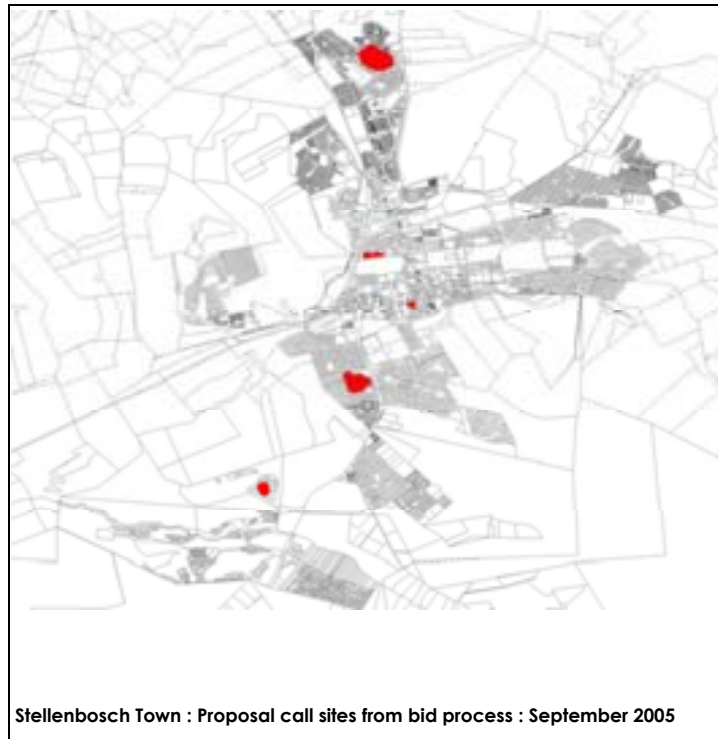
- UR8** Large scale urban development projects on public land shall provide for mixed use and socio-economically integrated communities in a similar ratio of income distribution to that pertaining in the municipality as a whole. (M)
- UR9** Investment by government departments at all three spheres, parastatals and the private sector should be co-ordinated to achieve integrated urban nodes. (G)
- UR10** In each case high density residential accommodation and business opportunities, from informal street trading to formal shops, offices and factories at the appropriate scale, should be located around clusters of community facilities grouped at the appropriate scale. (G)
- UR11** Public land shall be made available to assist with achieving urban restructuring. (M)

EXPLANATION

Public land provides an important opportunity for leading the way in urban settlement restructuring in the Province. The population share of different income groups in the municipality can be used as a guide to assist with assessing what the proportions of the various income groups should be in an integrated project. Clustering higher intensities of residential and business activities around the clusters of facilities will strengthen their roles as centres of community activity and opportunity.

CONDITIONS / CONTROLS

Due consideration should be given to the appropriateness of making land available on a freehold basis that will realise immediate capital returns vs a leasehold arrangement whereby ground rents are still payable.



ACTION PLAN

Strategy

Identify key sites in each settlement that will be suitable as pilot projects to demonstrate the principles of mixed use and socio-economically integrated communities. These can be implemented by way of public tender, public-private partnership or joint venture in terms of the MFMA.

Legal

DFA Chapter 1
Municipal Financial Management Act

Funding

Local municipalities
Department of Environmental Affairs and Development Planning
Implementation: Dept of Transport and Public Works
Dept of Local Government and Housing
Dept of Education
Dept of Health
Economic Development and Tourism
Development Bank of South Africa
IDC

Responsibility

Local municipalities
Department of Environmental Affairs and Development Planning

Timespan

1 - 5 years

Notes

Projects on public land are likely to have the greatest impact on demonstrating a new approach to settlement restructuring.

OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

Public facilities have tended to be located according to where the authorities own land or where such activities are considered not to compete with formal business interests. As a result their location has often failed to maximise both convenience and business promise, whereas they have the potential to be a platform or 'honey pot' for small scale economic development. Close proximity to other facilities is necessary to generate significant, safe and convenient attraction for civic, shopping and transport activities. Accessibility to such facilities requires public and/or non-motorised transport.

Strategies

- *Use walking distance as the primary measure of accessibility;*
- *Densify urban settlements, especially along main transport routes, modal interchanges and other foci of opportunity;*
- *Identify areas of highest accessibility that can be designed to maximise safe social and economic activity, especially for participants in the 2nd economy;*
- *Restructure road networks to promote economic activity in appropriate locations; and,*
- *Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise their convenience, safety and social and economic potential.*

PRINCIPLES

Development Facilitation Act No 67 of 1995 : Chapter 1 (3) (c) (i), (ii), (iii) and (v)

- (i) Promote the integration of the social, economic, institutional and physical aspects of land development;
- (ii) Promote integrated land development in rural and urban areas in support of each other;
- (iii) Promote the availability of residential and employment opportunities in close proximity to or integrated with each other; and,
- (v) Promote a diverse combination of land uses, also at the level of individual erven or subdivision of land.

OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

8.4.22 INTEGRATION OF URBAN ACTIVITIES

POLICY

UR12 50% of the five major urban activities; public transport, (access points), residence, recreation, shopping, and employment should be accessible within walking distance (1000m) of residential dwellings, see Figure 8.4.14. (M)

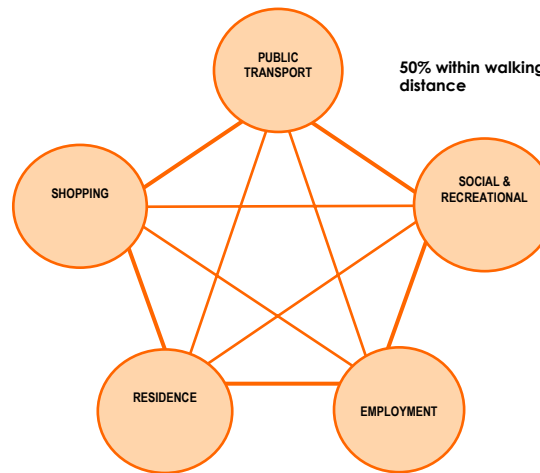
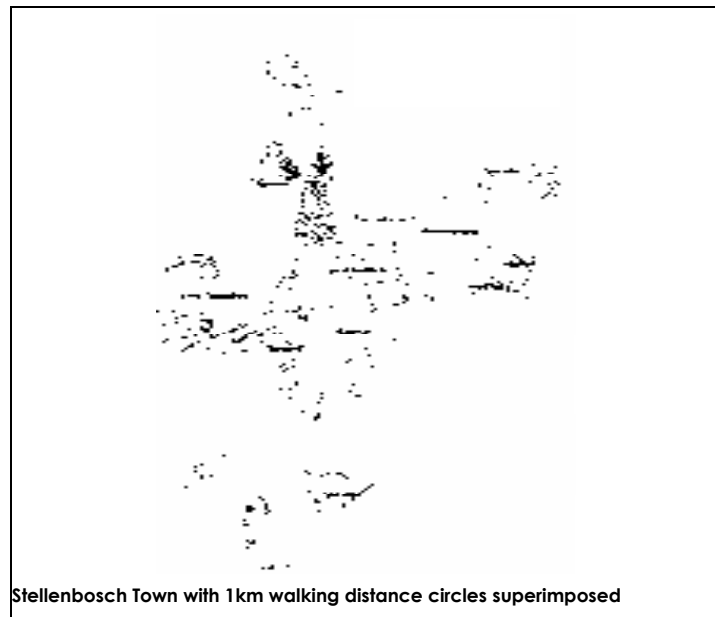


Figure 8.4.14 Integration of Urban Activities



EXPLANATION

Currently, for most people living in the Province's urban settlements the full range of urban activities are only accessible over many kilometres. This places a transport and inconvenience burden particularly on the poor. A yardstick to address this problem is to redesign settlements so that at least 50% of these activities are in walking distance of where people live.

In most settlements this generally implies encouraging social and economic activities as well as middle and high income housing into poor areas and low income housing into the well endowed areas.

CONDITIONS / CONTROLS

SDFs for the main urban settlements in Local municipalities should indicate:

1. where new residential areas will be located close to existing work and community facilities; and
2. where new work and community facilities will be located close to existing residential areas.

ACTION PLAN

Strategy

A grid of 1km radius walking distance circles should be laid over the settlement and then appropriate opportunities for either residential land near work and shopping facilities or vice versa should be identified.

Legal

DFA Chapter 1

Funding

Department of Environmental Affairs and Development Planning
Local municipalities

Responsibility

Local municipalities

Timespan

12-18 months

Notes

The restructuring of urban settlements implied by this policy should not be implemented on an ad-hoc basis but according to an SDP that takes into account densification, see UR2 and 3, heritage, UR4 socio-economic gradient policies, UR5 and where relevant public and non-motorised transport UR12 - 16.

OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

8.4.23 PROMOTION OF PUBLIC AND NON-MOTORISED TRANSPORT

POLICY

UR13 The management of all modes of transport (mini-bus taxis, buses, rail) shall be delegated to a single management institution / agency in each urban settlement or system of urban settlements requiring an integrated public transport service. (M)

UR14 A goal of 80% of all passenger trips on public and/or non-motorised transport and the remainder on private transport (Provincial Transport White Paper) should be achieved. (G)

UR15 Mini-bus taxi services should be supported as the most appropriate public transport service in widely dispersed low density urban areas until such time as densities significantly increase, the urban structure changes, and large bus and even rail systems become viable. (G)

EXPLANATION

The continuing situation whereby different modes of public transport have widely differing management structures is increasingly unsustainable. This is not to say that there is not a role for private service operations but that the overall co-ordination and management of public transport must be centralised.

As peoples' incomes rise, their propensity to own **and use** private motor vehicles will increase. If viable public transport services are not available, the major urban settlements are likely to experience unprecedented congestion and noise and air pollution.

It should be noted that this policy is not intended to discourage **ownership** of private motor vehicles **but their use**.

Large bus services are only likely to become viable (i.e. not depend on subsidies) when urban densities exceed an **average** of 25du/ha. Therefore, in the short and medium term attention should be paid to mini-bus taxi industry and improving safety, driving skills and maintenance.

Attempts to promote large bus public transport services in the current low density context of most large towns and the lower density parts of the City of Cape Town will require massive subsidies and result in vehicles running considerably under capacity. The modal split in cities like Copenhagen is 33% bicycling, 33% bus, and 33% by private motor vehicle.

CONDITIONS / CONTROLS

Without effective public transport services the main mode of transport will continue to be the private motor vehicle with its attendant problems of pollution, congestion and road safety. Urban restructuring to higher densities will be problematic if the main transport mode remains the car as higher levels of congestion result even if public transport was now viable at these densities. An effective public transport service has to be there.

District and local SDFs must indicate how it is intended to achieve an 66%-33% modal split in their transport plans.



ACTION PLAN

Strategy

Align public transport routes with urban settlement SDFs to ensure that proposed densification patterns reinforce and support public transport services.

Invest in public and non-motorised transport facilities, especially cycle lanes.

Legal

National Land Transport Transition Act, 2000
DFA Chapter 1

Funding

Department of Environmental Affairs and Development
Planning
Department of Transport and Public Works

Responsibility

District and local municipalities
Department of Environmental Affairs and Development
Planning
Department of Transport and Public Works
Mini Bus Taxi Industry
Bus Companies
Metrorail / Spoomet
SARRC
National Department of Transport
Timespan
9-12 months with revised local SDFs

Notes

A number of non-private transport facilities can be implemented relatively cheaply and quickly for example the painting of cycle refuge lanes on Class 2 to Class 4 Roads.

OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

8.4.23 PROMOTION OF PUBLIC AND NON-MOTORISED TRANSPORT (cont.)

POLICY

UR16 Municipal urban transport plans shall make provision for non-motorised transport, cycles and pedestrians along major routes as a start. (M)

UR17 Larger towns and groups of towns that are functionally linked shall make provision for future Bus Rapid Transit (BRT) routes in their transportation and land use planning proposals. (M)

- City of Cape Town;
- George;
- Mossel Bay;
- Knysna;
- Mossel Bay - George - Knysna (also potential commuter rail shuttle service);
- Worcester;
- Vredendal;
- Hermanus - Onrus - Hawston - Fisherhaven;
- Saldanha - Vredenburg;
- Oudtshoorn - Dysseidsdorp;
- Paarl - Wellington (potential commuter rail shuttle service); and,
- Stellenbosch (potential commuter rail shuttle service).

EXPLANATION

Non-motorised transport modes present an important opportunity to reduce fossil fuel consumption and air pollution.

When urban settlements increase in density, dedicated bus routes become feasible as a rapid people mover occupying relatively little road space. However, their success depends on combined land-use and transportation planning whereby densities within walking distance of the BRT route are increased to levels whereby a frequent and convenient bus service becomes viable.

In many of the towns identified it will not be necessary to implement BRT schemes immediately but future alignments of dedicated routes should be identified so that they can be protected.

CONDITIONS / CONTROLS

n/a



Sandkraal Road : Mobility Strategy : George (source: W Cape Strategic Infrastructure Plan, June 2005, p24)

ACTION PLAN

Strategy

Network plans for cycleways and sidewalks should be drawn up for all Class 2 to Class 4 roads and others where appropriate in the settlements identified in Policy UR17. Opportunities for BRT corridors in the larger towns of the Province, particularly linking large concentrations of poorer people with areas of opportunity, should be indicated on SDFs with proposals as to how densities will be increased to 25-40du/ha so as to support a BRT service level of minimum 15 minutes headway, 18 hours per day. The possibility of implementing a commuter rail shuttle service operated either by South Africa Rail Commuter Corporations or with a concession either by the municipality or a private operator should be investigated in those settlements as indicated in Policy UR17.

Legal

National Land Transport Transition Act, 2000

Funding

District and local municipalities
Department of Transport and Public Works

Responsibility

Dept of Transport and Public Works
Local municipalities' Transport, Planning and Housing Depts
Department of Housing
Department of Environmental Affairs and Development Planning
National Department of Transport

Timespan

9-12 months : transport plan to be co-ordinated with SDF

Notes

Close co-operation by a wide variety of municipal, provincial and national and departments for transport proposals to be effective.

OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

8.4.23 PROMOTION OF PUBLIC AND NON-MOTORISED TRANSPORT (cont.)

POLICY

UR18 There must be an immediate effort to improve safety, convenience and reliability to levels that make public transport an attractive alternative rather than a captive mode of transport. (M)

UR19 Transport Interchanges shall be integrated into a series of mixed-use nodal points strategically located on corridors of highest intensity in the larger towns (to be identified). (M)

UR20 Where appropriate the geometric design of gateway intersections on by-passes around small towns should be reprioritised so as to encourage suitable through traffic to pass through rather than around the town. (G)

EXPLANATION

It is very difficult to promote public transport as an alternative to private motor vehicle transport if it is neither safe, reliable nor convenient.

Appropriately designed transport interchanges represent opportunities for local economic development if they are designed so that trading activities can clip onto the pedestrian traffic generated by the transport services.

Reprioritising gateway intersections on by-passes around small towns will encourage through traffic and thus increase that settlements exposure to passing trade thereby improving opportunities for local economic development.

CONDITIONS / CONTROLS

Local SDFs shall indicate points of highest accessibility in urban settlements where transport / trading interchanges should be located.



Piketberg Market Stalls and Taxi Interchange under construction in the centre of town : August 2005

ACTION PLAN

Strategy

Identifying locations for public transport interchanges shall be in conjunction with Public Transport Routes (UR13) and the Integration of Urban Activities (UR4)

Legal

National Land Transport Transition Act, 2000

Funding

Local municipalities
 Department of Environmental Affairs and Development Planning
 Department of Transport and Public Works
 Bus Companies
 Transnet
 Metrorail

Responsibility

District and local municipalities
 Department of Environmental Affairs and Development Planning
 Department of Transport and Public Works
 National Department of Transport

Timespan

9-12 months

Notes

OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

8.4.24 CREATING A REINFORCING AND INTEGRATING CIVIC FRAMEWORK AND DELIVERY OF SERVICES IN URBAN SETTLEMENTS WITH HIGH GROWTH POTENTIAL

POLICY

UR21 Buildings that accommodate community activities, education, health, entrepreneurial development and business and skills training shall be located at points of highest access in urban settlements, see Figure 8.4.15. (M)

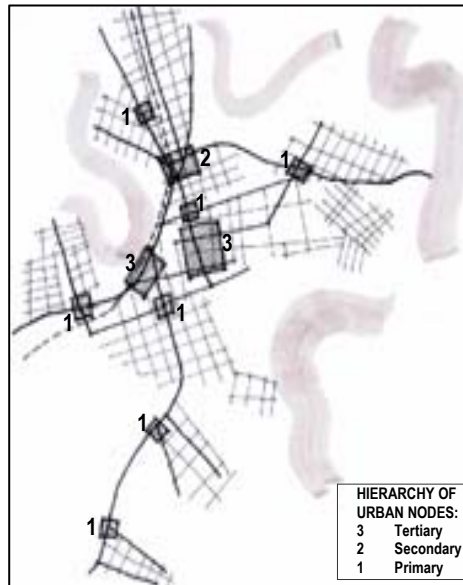
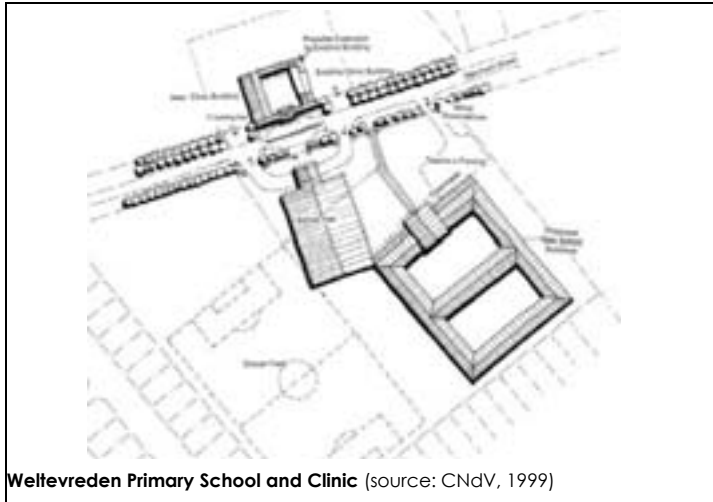


Figure 8.4.15 Strategically Locate Community Facilities

EXPLANATION

Together with transport interchanges, community facilities and retail and trading facilities should be located at the places of highest accessibility in a settlement where this is possible. In this way the economic and social potential of a settlement can be mobilised in a way that doesn't happen when these facilities are scattered in isolation from one another.



ACTION PLAN

Strategy

Identify highly accessible locations for community facilities in conjunction with public transport interchanges supported by urban densification, see Policies UR13, UR4 and UR6.

Legal

DFA Chapter 1

Funding

Departments of: Health
 Education
 Justice
 Housing
 Environmental Affairs & Development
 Planning
 Transport and Public Works

South African Police Service

Responsibility

Local municipalities
 Department of Environmental Affairs and Development
 Planning

Timespan

9-12 months

Notes

Successfully implementing this policy will require high levels of co-operation between a wide range of local and provincial departments.

OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

8.4.25 CLUSTERING CIVIC, COMMERCIAL AND RESIDENTIAL ACTIVITIES

POLICY

UR22 Three levels of hierarchy of urban nodes containing business and community facilities shall be clustered together as far as possible to provide satisfactory access and clustering of activities. (M)

- i. **Tertiary:** technikons, hospitals, courts, multi-purpose centres, regional or metropolitan transport interchanges, museums, art galleries, indoor sports complexes, regional shopping centres, see Figure 8.4.16.
- ii. **Secondary:** high schools, day care centres, hospitals, libraries, sports and community halls, sportsfields, see Figure 8.4.17.
- iii. **Primary:** primary schools, crèches, clinics, bus and mini-bus taxi stops, see Figure 8.4.18.

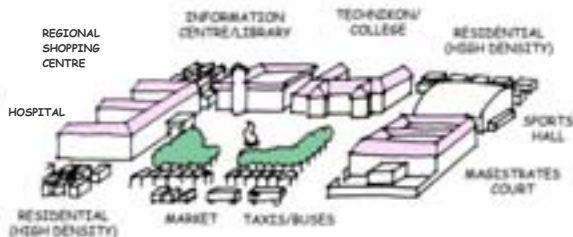


Figure 8.4.16 Tertiary Cluster of Facilities

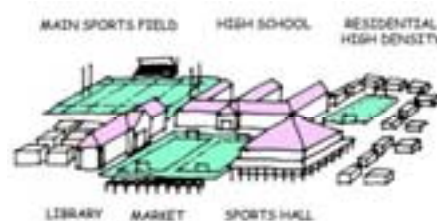


Figure 8.4.17 Secondary Cluster of Facilities

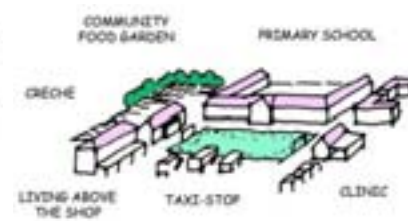


Figure 8.4.18 Primary Cluster of Facilities

EXPLANATION

Clustering facilities of a similar hierarchy together recognises the requirement potentials of different levels of need and activity. For instance, most urban settlements are likely to have to be only one or two focal areas of highest access well served by public transport and it is here that tertiary level facilities should be located where possible.

At the other end of the scale small scale community activities like crèches, primary schools, and clinics are more likely to have to be embedded within a local community and should be in walking distance of the majority of the residents. The principles of clustering are still important to maximise local energies and resources and such primary centres should be located on transport routes where appropriate.

Secondary level centres are located and clustered according to similar principles and occupy a level between tertiary and primary.

It is clear that a high level of inter-departmental and inter-governmental co-operation will be necessary to ensure the co-operation required to achieve the various levels of integrated urban nodes described above.

CONDITIONS / CONTROLS

n/a

ACTION PLAN

Strategy

IDP Forum sub-committees comprising representatives of the organisations listed below should be formed to co-ordinate the implementation of integrated social capital programs and the facilities in which they are to be accommodated, in partnership with government structures.

Legal

DFA Chapter 1

Funding

Departments of: Environmental Affairs and Development
Planning
Transport and Public Works
Health
Education
Justice
Local Government and Housing
South African Police Service

Responsibility

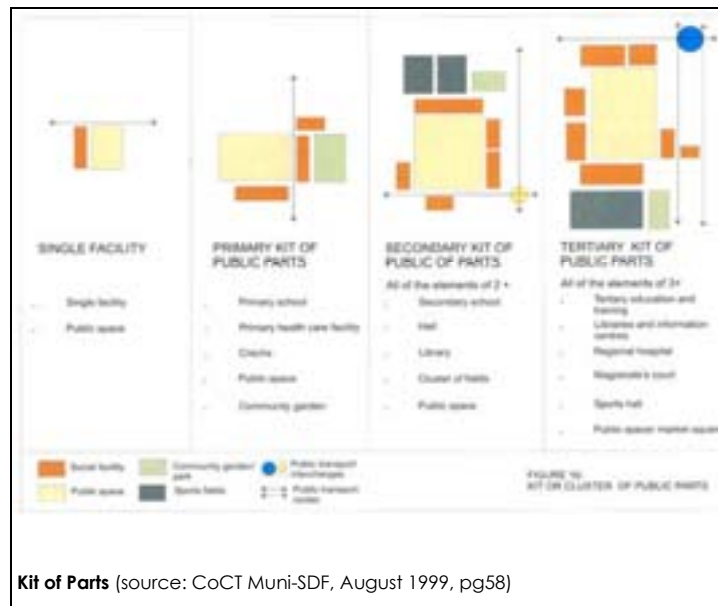
Departments of: Health
Education
Sports & Culture
Social Services and Poverty Alleviation
Economic Development and Tourism
Environmental Affairs and Development
Planning
Local municipalities

Timespan

1-5 years

Notes

Due to large space requirements particularly for schools and car parking for clinics, libraries and places of worship. Clustering of facilities is often difficult to achieve. Space standards need to be considerably relaxed with much greater sharing of facilities for this policy to be effectively implemented.



OBJECTIVE 7: CONVENIENTLY LOCATE URBAN ACTIVITIES AND PROMOTE PUBLIC AND NON-MOTORISED TRANSPORT

8.4.26 PUBLIC SPACE FOR PUBLIC LIFE

POLICY

UR23 Areas suitable for informal and formal public activities such as streets, boulevards and squares should be created in well located high accessible spaces in urban settlements. They should coincide with the primary, secondary and tertiary urban nodes containing clusters of facilities and activities located in settlements with high growth potential or the periodic service centres in settlements with low economic growth potential or few people. (G)

EXPLANATION

There is a lack of space suitable for formal and informal public activities in many settlements in the Province. In some cases these spaces do exist but their urban design and landscaping does not facilitate such activities. There are also historic squares and open spaces which can be revived and used for these activities. In other instances the spaces must be created. This can be done in conjunction with the clustering of facilities, see Policy UR22.

These spaces can make a major contribution to the life of the town, especially tourism; as well as being important civic spaces for residents for music, art and civic events - marches, protests and celebrations.

CONDITIONS / CONTROLS

A new approach is required to the design of shopping centres at all scales where as much parking as possible, particularly long term parking should be moved to the rear of buildings so that they can present a more urban and human scaled aspect to the public streets.



ACTION PLAN

Strategy

Each settlement in the Province should identify the main public spaces, squares and parks and upgrade their hard and soft landscaping, public art and small formal and informal businesses and heritage buildings and precincts. Urban design, landscaping and business plans should be drawn up.

Legal

Municipal By-Laws

Funding

Local municipal revenues
Local business community
Department of Transport and Public Works
Department of Economic Development and Tourism

Responsibility

Local municipalities

Timespan

1-5 years

Notes

There is often competition between using squares for public activities and car parking. In the first instance squares should be designed and landscaped so that they appear and can function as such where there are few or no cars in them and do not merely become empty car parks. Secondly, wherever possible, parking, especially long term parking should be relegated to backyard spaces out of public activity areas as much as possible.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

High levels of floral and faunal biodiversity are essential to ensure that the Province is able to withstand climate change, provide the necessary ongoing environmental capital to sustain life and sustain the Province's unique environment that is an asset even on a world scale, and which is essential for the future socio-economic well-being and development of all inhabitants of the Province.

Existing agricultural activity and soils with high grazing and cropping capability must be retained to ensure agriculture's key position in the regional economy.

Measures are required to ensure that land with agricultural potential is not mined or otherwise damaged and then presented as a candidate for urban development purposes.

Strategies

- **Prevent the inappropriate conversion of bio-diverse rich rural areas, existing agricultural activity and soil with agricultural potential and important cultural and scenic landscapes to other uses;**
- **Provide the highest protection to rivers and remaining areas of critically endangered biodiversity;**
- **Where it is proved appropriate to convert endangered areas of biodiversity, use an offset mechanism to make good these losses; and,**
- **Cease Urban Development outside of Urban Edges.**

PRINCIPLES

Development Facilitation Act No 67 of 1995 : Chapter 1 (3) (c)

- (i) Promote the integration of the social, economic, institutional and physical aspects of land development;
- (ii) Promote integrated land development in rural and urban areas in support of each other;
- (iv) Optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities;
- (viii) Encourage environmentally sustainable land development practices and processes; and,
- (vi) Discourage the phenomenon of "urban sprawl" in urban areas and contribute to the development of more compact towns and cities.

National Environmental Management Act 107 of 1998 : Chapter 1 (2) (4) (a)

- (i) That the disturbance of ecosystems and loss of biological diversity are avoided, or, where they cannot be altogether avoided, are minimised and remedied; and,
- (r) Sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.27 LAND USE MANAGEMENT

POLICY

RC1 All land in the Province shall be defined by the following "Broad" Spatial Planning Categories:

- Core 1 (Proclaimed National Parks, Provincial Nature Reserves, Mountain Catchment Areas, Unprotected but critically endangered areas of biodiversity);
- Core 2 (River corridors, ecological corridors);
- Buffer 1 (Endangered areas of biodiversity overlapping with extensive agriculture);
- Buffer 2 (Vulnerable and least threatened areas of biodiversity overlapping with extensive agriculture);
- Intensive Agriculture;
- Urban Development; and,
- the Urban Edge;

in order to manage land use change in the four main physiographic components of the Province; the coastal zone, the coastal plain, the mountain spine and valleys, and the inland plains. (M)

EXPLANATION

The provincial spatial planning categories are described as broad because the detail of the precise alignments between the categories must be determined through local planning exercises at local municipal or even project level if the project is large enough to warrant this and there is no other detailed SDP in place. They are intended to manage activities in the four main physiographic components of the Province.

The provincial broad spatial planning categories must be indicated on all district and municipal SDFs. However, because the detailed alignment of category and subcategory boundaries cannot be determined at the provincial scale, refining these boundaries must be done at the district and local municipal levels. In certain instances it could be done as part of a fine scale biodiversity planning exercise under the auspices of the Department of Agriculture, SA NBI and CapeNature.

Because SDFs cannot change existing rights there will be little initial impact on zoning maps and town planning schemes. However over time it is expected that SDF proposals will begin to be reflected in these documents as they are amended every time a development application is approved.

CONDITIONS / CONTROLS

No development proposals may be approved until the boundaries of the bio-regional spatial planning categories have been delineated and approved, for that particular project if it is a large scale project, or for the precinct or sub-district if it is a small scale project. In all instances forward planning should honour systematic biodiversity plans.

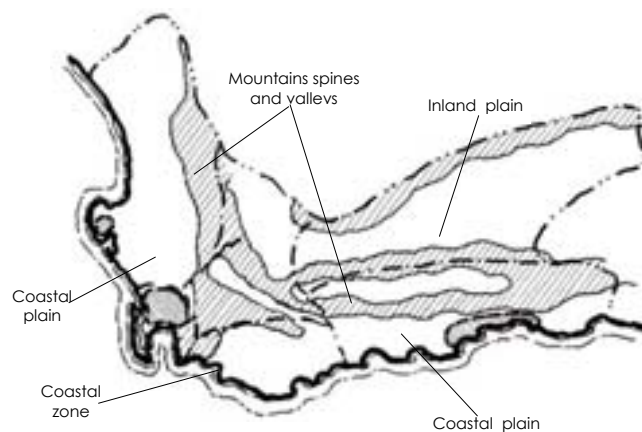
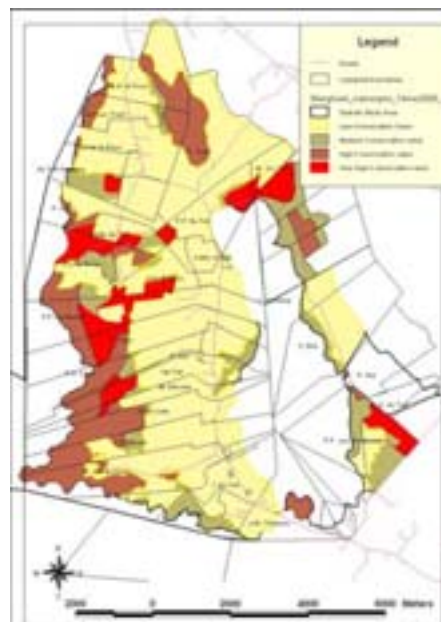


Figure 8.4.19 Four main physiographic components



Botanical Conservation Value and cadastral units in the Slanghoek Valley : Example of fine scale or area wide planning exercise necessary to delineate the Broad Spatial Planning Categories for Land Use Management purposes. (source: Slanghoek Area Wide Plan)

ACTION PLAN

Strategy

District and local municipalities must delineate and ground truth broad spatial planning categories, including the bio-regional planning categories 32 sub-categories, as a key action in protecting agricultural and biodiversity resources outside Urban Edges, see Annexure 4. This exercise will be most appropriately completed at the level of sub-areas of municipalities, i.e. through area wide planning exercises. The district and local municipal Spatial Development Frameworks will be expected to indicate the boundaries of these category and sub-category designations which should be produced either through their own work or through mutually agreed inputs from large project applications. They will be recommended by the local municipality and endorsed by Department of Environmental Affairs and Development Planning.

Legal

Approval of Broad or Local Spatial Planning Categories shall be governed by LUPO or its successor. They will be recommended by the local municipality and endorsed by DEADP. Even when approved as part of a WCPSDF, DSDF or LSDF these categories shall not take away existing rights. They will provide the basis for new rights and so, over time, zoning schemes and spatial planning categories will become aligned especially in areas which have experienced considerable development pressure, see Annexure 4.

Funding

District and local municipalities as part of their SDF exercises. If a large scale private project requires urgent delimitation the developers should provide the necessary funds to the municipality.

Responsibility

Department of Environmental Affairs and Development Planning
 District municipalities
 Local municipalities
 Dept of Agriculture
 Dept of Water Affairs and Forestry
 SANBI

Timespan

Detailed delineation need only be done on a prioritized basis to assist with locating public investment or land use management of private applications.

Notes

Reference should be made to City of Cape Town and National C.A.P.E. Systematic biodiversity plans and the Dept of Agriculture Land Capability Mapping.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.28 CORE AREAS

POLICY

RC2 Core 1 areas shall be existing areas of high conservation importance, terrestrial (land), aquatic (rivers, wetlands and estuaries) and marine (beach or rocky headlands) resources of high conservation importance (highly irreplaceable) that must be protected from change or restored to their former level of biodiversity functioning that may or may not be already protected through proclamation or designation but their underlying high level of biodiversity must be protected (M):

- Proclaimed national parks and provincial nature reserves that may be added to from time to time, for instance, to complete the network of biodiversity corridors;
- Designated mountain catchment areas and forestry reserves (containing indigenous forest); and,
- Critically Endangered remnants of areas of biodiversity wherever they may occur.

EXPLANATION

Core areas represent a national and/or provincial/regional resource in which the natural environment is able to provide a range of ecosystem services essential for sustainable life on earth and as such they should be retained in their natural state. There is little remaining of certain ecosystems such as lowland fynbos. Thus, core areas also include critically endangered ecosystem remnants.

CONDITIONS / CONTROLS

- Only non-consumptive activities are permitted, for example, passive recreation and tourism, (hiking trails, bird watching), religious ceremonies (worship at grave sites, etc.), research and environmental education;
- Both public and private ownership is permissible in core areas although most land will fall under public ownership. Privately owned land should be designated in some way, either as private nature reserves or under the new stewardship regulations;
- There are two core area designations, Core 1 (this policy), areas which currently enjoy a level of statutory proclamation or designation, and Core 2 areas (see Policy RC3), which should be brought up to Core Area 1 status;
- Only non-impact directly related activities such as research, outdoor recreation and environmental education shall occur within Core Areas 1 and 2. Buildings directly related to the permissible activity shall be confined to the minimum required to accommodate those activities that cannot be located outside of Core Areas 1 and 2;
- No further development in Core 1 areas shall be permitted except that fine scale delineation of Spatial Planning Categories in national parks, provincial nature reserves and private nature reserves / stewardship areas shall identify areas where buildings, including accommodation and residences, should be located, see Policies RC8 to RC11; and,
- No further extensions of Intensive Agriculture should be permitted.

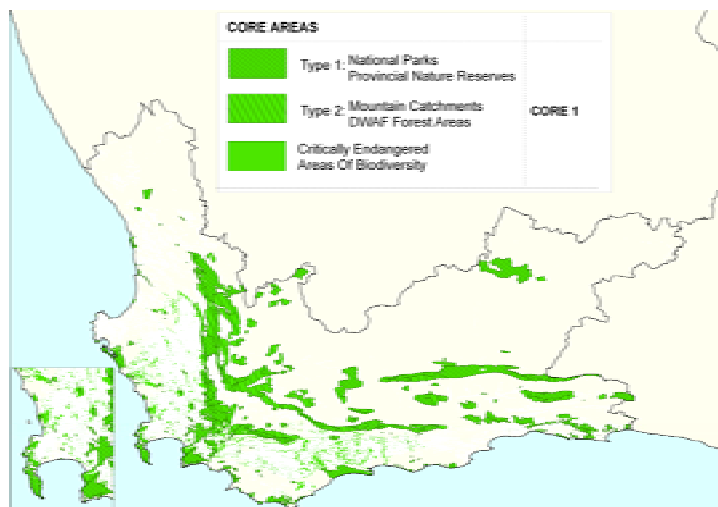


Figure 8.4.20 Core 1 Areas

ACTION PLAN

Strategy

Areas of land outside already protected public and private conservation areas that should comprise either Core 1 or Core 2 areas must be identified and their incorporation into these areas incentivised.

Legal

SANParks Act
CapeNature Provincial Act
National Biodiversity Act, 2004 (Act 10 of 2004)
National Environmental Management Act, 1998 (Act 107 of 1998)
Protected Areas Act, 2003 (Act 57 of 2003) and its Amendment Act, 2004 (Act 31 of 2004)
Water Affairs (Mountain Catchments)
Stewardship Regulations

Funding

WWF for Nature
SANParks
Concessions
Private donation
Developers, when there is urgency

Responsibility

Department of Environmental Affairs and Development
Planning
Department of Water Affairs and Forestry
Local municipalities
South African National Botanical Institute
SANParks
CapeNature
Private landowners

Timespan

Detailed delineation need only be done on a prioritization basis. According to local municipality IDP programs or as required project by project. In the latter case it is likely that the developer, whether it be a public or private body, will have to provide the necessary funds.

Notes

Continued / ...

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.28 CORE AREAS (cont.)

POLICY

RC2 Core 2 areas shall be areas which may not yet exhibit high levels of biodiversity but shall be protected and restored so that this status can be achieved.

- Ecological Corridors link the Core 1 areas so as to create a continuous network throughout the Province that will permit animal and bird movement, seed transport and recreational and environmental educational opportunities such as hiking trails and bird watching (G);
- Ecological Corridors differ from Core 1 areas in that they contain land that may be currently designated Buffer 1 and Buffer 2, Intensive Agriculture or Urban Development but which should be converted over time to Core Area. Urban Development and Intensive and Extensive Agriculture should be discouraged within these corridors even where these rights already exist using an offset mechanism (G); and,
- River Corridors include the main stems of all rivers and their tributaries which shall be protected by a minimum 30 metre buffer from urban development, and intensive (ploughing) and extensive (grazing) agriculture*. (M) In some critical instances it may be necessary to remove existing rights and development to restore the functioning of rivers. This will be done on a case by case basis. River Corridors differ from Core 1 areas in that they currently contain land that may be designated Buffer 1 and Buffer 2, Intensive Agriculture or Urban Development but which should be converted over time to Core Area. Urban Development and Intensive Agriculture should be discouraged within these even corridors where such rights already exist using an offset mechanism.

EXPLANATION

- Rivers are in a particularly poor state with 90% of river main stems being critically endangered with respect to water quality and quantity;
- To maintain a minimal level of biodiversity functioning – seed transport, animal movement – a network of interconnected ecological corridors throughout the Province must be instituted. These have been identified through systematic conservation planning but they still need to be precisely defined. In some cases these corridors will include existing statutory nature areas, in others land-uses may need to change to accommodate the proposed corridors, for example, if ploughing permits lapse they might not be renewed; and,
- Although the intention is that full biodiversity functioning should be restored, including endemic animal species (game farming) there is evidence to suggest that in some instances carefully managed grazing can have a more beneficial effect on veld management and biodiversity than poorly controlled game farming.

CONDITIONS / CONTROLS

n/a



Figure 8.4.21 Core 2 Areas



Moddergat Spruit, Macassar : example of an upgraded river corridor
(source: Bruce Sutherland, City of Cape Town)

ACTION PLAN

Strategy

Areas of land outside already protected public and private conservation areas that should comprise either Core 1 or Core 2 areas must be identified and their incorporation into these areas incentivised.

In particular river corridor plans including floodline and ecological setback lines should be determined.

Legal

Biodiversity Act
Water Act
Conservation of Agricultural Resources Act (CARA)

Funding

WWF for Nature
SANParks
Concessions
Private donation

Responsibility

Department of Environmental Affairs and Development
Planning
Dept of Water Affairs and Forestry
Local municipalities
South African National Botanical Institute
SANParks
CapeNature
Private landowners

Timespan

The 30 metres buffer on River Corridors should be applied immediately. River setback lines and Ecological Corridors should be determined on a strategic priority basis as and when pressure for Intensive Agriculture or Rural Development occurs.

Note

River setback line requirements are already contained in CARA but require more stringent inspection and implementation.

* with the exception that closer developments might be approved in exceptional circumstances, on approval of a proper EIA by the relevant authorities.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.29 BUFFER AREAS:

POLICY

RC3 There shall be two types of Buffer Area. Buffer 1 areas contain endangered areas of biodiversity in which land may be converted to other uses if satisfactory offsets are provided. Buffer 2 areas contain vulnerable and least threatened areas of biodiversity and no offsets are necessary in these areas. (M)

All land not suitable for Intensive Agriculture outside Urban Edges shall be designated for Buffer Areas 1 and 2. (M)

Extensive Agriculture shall occur as an overlay zone over these three categories because of the close relationship between dry land grazing and veld quality (biodiversity). (M)

Buffer Areas should serve as an interface between Intensive Agriculture and Urban Development areas but in some instances these land-use categories may directly abut Core Areas, (as happens in the City of Cape Town between Urban Development and the Table Mountain National Park (Core 1)) (G)

There is a transitionary aspect to Buffer Areas 1 and 2 in that in certain instances land with this designation may be converted to Intensive Agriculture or urban development if included within the urban edge of urban settlement, with offset conditions if Endangered Areas of Biodiversity are involved. (G)

Generally, it is intended that accommodation, either freehold or rental, to support Core areas and biodiversity conservation should be located in Buffer areas. (G)

EXPLANATION

Buffer 1 and 2 areas appropriately co-exist with Extensive Agriculture providing it is managed properly because it consists of stock grazing on natural veld.

- Buffer 1
Buffer 1 contains Endangered Vegetation which must be replaced through offset mechanisms (still to be clarified) if it is to be destroyed for Intensive Agriculture or Urban Development.
- Buffer 2
Buffer 2 contains Vulnerable and Least Threatened areas of biodiversity which can be converted to Intensive Agriculture or Urban Development without the need for offsets.

CONDITIONS / CONTROLS

- Stock farming shall incorporate veld management grazing and resting methods that improve the quality of the veld and thereby biodiversity;
- In the case of Endangered areas of biodiversity further loss of habitat shall not be permitted unless there are significant biodiversity off-sets;
- Activities that have a minimal ecological footprint can be permitted in the Buffer Area. For example, eco-estates and resorts whose buildings have minimal footprints (already existing or built on timber piers), use off grid services (solar power, rainwater harvesting, grey water recycling, urine diversion/enviro-loos) and are built from local recyclable materials; and,
- Buildings primarily associated with managing biodiversity or agriculture will be permitted, including for tourism purposes.



Figure 8.4.22 Buffer Areas 1 and 2



Centre pivot irrigation schemes in the Sandveld : where a new field is required in a Buffer 1 area suitable offsets must be provided. (source: Philip Desmet, 2002)

ACTION PLAN

Strategy

Innovative veld management practices and growing systems that enhance biodiversity should be implemented in buffer areas.

The use of offset mechanisms to retain critical thresholds of biodiversity while accommodating the need for Intensive Agriculture or Urban Expansion is necessary.

Legal

There are no legal implications in consolidating and maintaining buffer areas which shall generally be in private ownership.

Conversion from buffer areas to intensive agriculture is governed by EIA regulations under NEMA and ECA and ploughing permits under CARA. Conversion from buffer areas is governed by rezoning processes under LUPO or its successor. Both processes will be informed by the WCPSDF and LSDFs. Policy and regulations to govern offsets should be introduced.

Funding

Generally costs to be borne by applicants.

Responsibility

Department of Environmental Affairs and Development Planning
Dept of Agriculture
Dept of Water Affairs and Forestry
South African National Botanical Institute
District municipalities
Local municipalities
Private landowners

Timespan

Detailed delineation need only be done.
As per application

Notes

n/a

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.30 INTENSIVE AGRICULTURE AND AGRO-FORESTRY AREAS:

POLICY

RC4 All land put under the plough including for orchards, vineyards, forestry plantations, annual crops, pastures, and including irrigation lands shall be reserved for Intensive Agriculture and should not be converted to other purposes. (M)

RC5 The approving of applications seeking to convert Intensive Agricultural land to other uses shall be a provincial responsibility. (M)

RC6 Land that previously had Intensive Agricultural potential that has been destroyed through sand mining or other activities that failed to preserve the topsoil shall be rehabilitated. (M)

EXPLANATION

- Ploughed land has little biodiversity potential but is required to ensure food security and as a comparative advantage resource for export and cash crops as an essential part of the regional economy;
- Permanently cultivated intensive agricultural land (vineyards, etc.) can, in their own right, contribute to the unique character of the Province;
- Although considerably destructive of biodiversity this land use plays an essential role in the production of food and fibre necessary for sustaining human life and contributing to the cash economy and export market of the Province. Agriculture is one of the five main pillars of the Western Cape Economy, especially with respect to employment particularly for those with low levels of formal skills and literacy. Because of these important benefits Intensive Agriculture is designated as a provincial broad spatial planning category on its own; and,
- Land designated Intensive Agriculture is under severe pressure near the urban edge of fast growing urban settlements. Strict protection of Intensive Agriculture is required in these instances as it is in this location where agricultural produce generally enjoys lowest production costs, especially with respect to transport. This will enable produce prices to be kept as low as possible. Agricultural land that has been damaged by sandmining or other activities shall be rehabilitated by importing topsoil and other techniques.

CONDITIONS / CONTROLS

- All existing Intensive Agriculture (ploughed and permanently cultivated lands) on low, high and medium potential soils shall be protected from urban development and will not be required for biodiversity conservation purposes except where they may fall under the Ecological or River Corridors; and,
- Current legal controls under CARA and LUPO should be enforced.



Figure 8.4.23 Intensive Agriculture and Agro-Forestry Areas

ACTION PLAN

Strategy

Land suitable for intensive agriculture should be protected from conversion to other uses and in particular from pressure from urban development by the delineation of strict urban edges. This protection should be further enhanced by valuing such land according to commercial agricultural rates of return rather than speculative values based on the possibility of partial or full urban rights.

Legal

Conservation of Agricultural Resources Act
Subdivision of Agricultural Land Act

Funding

N/A

Responsibility

Dept of Agriculture
Department of Environmental Affairs and Development
Planning
Dept of Water Affairs and Forestry
South African National Botanical Institute
District municipalities
Local municipalities

Timespan

Detailed delineation need only be done
As per application

Notes

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.31 URBAN EDGES

POLICY
RC7

Between Urban Development and Core, Buffer and Intensive Agriculture areas an Urban Edge shall be drawn around all villages, towns and cities in the Province to mediate the relationship between these provincial broad spatial planning categories. (M)

The Urban Edge has two functions:

- i. The primary function is to contain the outward growth of urban settlements so as to promote their restructuring to address apartheid spatial patterns and urban functional inefficiencies. These inefficiencies relate to insufficient thresholds to support viable businesses and informal (2nd economy) activity, public transport and community facilities, and sub-optimal use of well located land, especially for subsidy and social housing. Thus, the role of the Urban Edge is seen as restricting the outward growth of urban settlements until such time as average gross densities of 25 dwelling units or 100 people per hectare are achieved. This may take 5 to 10 years in settlements that are growing rapidly, see Policy UR2. (M)
- ii. To protect land designated Core, Buffer and Intensive Agriculture from urban development where required. (M)

In determining the Medium Term Urban Edge see "Strategy" opposite the different components of classical apartheid towns (the 'white' and 'coloured' town and often also a 'black' town) must not result in two (or three, as the case may be) Urban Edges but only one - which must include both or all three towns. Between the towns the Urban Edge must follow transport routes and as far as possible include some developable land adjacent to the transport routes so as to encourage development between, and hence physical integration of, the two or more currently racial separated town components.

EXPLANATION

In order to effectively redirect the continuing urban development dynamic of urban sprawl that perpetuates the apartheid layout of the Province's urban settlements urban growth needs to be halted so as to focus urban development opportunities inwards. This inward focus will result in the re-appraisal of development opportunities in vacant brownfield or underdeveloped land within the Urban Edge for which previously there was no effective encouragement to develop. Intensifying internal urban activity in this way will create better opportunities for informal trading and SMMEs.

A two phase strategy is envisaged:

An Interim Urban Edge exists from day 1 of the WCPSPDF's approval, which must be delineated. This would follow the current extent of urban development outside of which no development should be permitted until a Medium Term Urban Edge has been drawn up. The Medium Term Urban Edge should be delineated according to the following criteria:

1. to exclude land of agricultural, biodiversity and heritage significance;
2. to encompass an area of a size in which it can be convincingly demonstrated that the **average gross** dwelling unit density of the settlement is likely to increase to 25 within the medium term, say 5 to 10 years. (obviously only applicable in settlements that are experiencing urban growth)
3. to include the transport routes and some adjacent developable land between the classical racial components of apartheid towns, so as to encourage physical integration via development along the transport corridors between them.

A strongly held Urban Edge is the most effective urban management tool to initiate settlement restructuring.

It should be noted that every hectare of low density development that is added to an urban settlement makes achieving the average gross density benchmark target even more difficult because of the exponential increment in housing that is then required to achieve the target density.

CONDITIONS / CONTROLS

In general, the need for extending the Urban Edge should be entertained when average gross residential densities approach 25. At this point density targets can be revised to encourage further internal growth or investigate opportunities for new settlements.



Figure 8.4.24 Urban Edges



Interim Urban Edge drawn along current extent of urban development prior to determining Medium Term Urban Edge.

ACTION PLAN

Strategy

Urban Edges must be drawn around all urban settlements in the Province with those undergoing rapid growth having high priority.

Medium Term Urban Edges shall be defined around the boundaries of urban settlements to enable them to achieve an **average** gross settlement density of 25du/ha within 10 years in those settlements that do experience growth. Before the Medium Term Urban Edge line is defined by Local municipal SDFs according to these criteria, the current limit of urban development, taken from the centre of the settlement, shall be defined by the Interim Urban Edge.

Legal

Component of Local Spatial Development Framework's longer term spatial strategy and supporting Land Use Management System in terms of the Municipal Systems Act.

Funding

PGWC assistance
Department of Environmental Affairs and Development Planning
District and local SDFs

Responsibility

Local municipality
Department of Environmental Affairs and Development Planning (oversight role)

Timespan

Interim Urban Edge can be delineated immediately
Delineating Medium Term Urban Edge is likely to take 9-12 months

Notes

This policy must be read with policies UR2 and UR3.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.32 DEVELOPMENT OUTSIDE THE URBAN EDGE

POLICY

RC8 As a general rule development beyond current rights pertaining to agricultural or conservation activities outside the Interim or Medium Term Urban Edge shall not be permitted except for applications that can demonstrate, as their primary motivation by successfully complying with the four stage test discussed under the Action Plan, biodiversity conservation. (M)

RC9 Rural development, i.e. development outside the Urban Edge, shall not exceed densities of 1du/10ha and may be considerably lower in landscapes with low visual carrying capacity. (M)

EXPLANATION

- It is acknowledged that in exceptional circumstances applications for enhanced development rights outside the urban edge need to be considered. However, it is extremely important that such exceptions are not the vanguard to a flood of applications that will continue urban sprawl, accelerate land prices or inhibit land redistribution;
- Therefore, a minimalist approach is proposed whereby the envisaged development "touches the earth as lightly as possible" with respect to visual impact and foundation disturbance, demand for services (especially water and energy), and traffic generation. This approach will be achieved through a four stage test described in the Action Plan opposite which shall be applicable to all private and public organisations wishing to provide accommodation outside of the Urban Edge, including in statutory protected nature areas;
- New settlements, even if very small, can only be permitted if they are agrivillages or bona fide resorts. The latter by definition excludes freehold, sectional-title or share-block tenure (except in circumstances allowed by provincial resort policy), because of the tendency to require larger units and more infrastructure which have a higher impact, when people own and use property in their individual capacity;
- The granting of freehold, sectional or share-block title to individual dwelling units outside of the Urban Edge causes a demand for primary and secondary residences, particularly if situated on land within 100km (private motor vehicle commuting distance) of urban centres such as the City of Cape Town, or major towns. In general, individual alienation of units in new developments outside the Urban Edge would be contrary to the objective of creating resorts with their ongoing employment creation and holiday and recreation benefits, and also contrary to the objective of halting urban sprawl. The ongoing employment opportunities and holiday and recreation benefits associated with resorts are considerably greater in bona fide resorts than with primary or secondary residences. Buildings also tend to be smaller in resorts for short-term accommodation than with primary or secondary residences, resulting in a smaller environmental footprint at the micro-scale.
- Additionally, allowing only bona fide resorts (i.e. where no individual alienation of units is permitted) also leads to a considerably smaller environmental footprint at the macro-scale.

CONDITIONS / CONTROLS

- Additional development rights should be attached to and be subordinate to the main activity on the land portion;
- No freehold, sectional or share-block title can be allowed in new development outside the urban edge except in the case of bona fide agrivillages or, in exceptional cases, in line with provincial resort policy.



Towerland Wilderness Retreat

(source: Veld & Flora, September 2005, pg 142, 144)

ACTION PLAN

Strategy

Applications for development outside of the Urban Edge should successfully comply with the following four stage test:

Stage One, the application should comply with the following:

- 1) Undertake a biodiversity, social and economic evaluation according to key performance indicators (KPI) of the Triple Bottom Line Relationship Framework so as to assess the application's social benefits and economic potential while retaining the integrity of environmental support systems;
- 2) Incorporate a "Design with Nature" approach to site planning that locates buildings in the least environmentally sensitive land in nodal rather than dispersed patterns;
- 3) Demonstrate an Environmentally Sustainable approach to building design;
- 4) Be located on or within current building footprints except in properties where there were not previously building footprints or it can be effectively demonstrated that buildings will not create a negative visual or resource impact in terms of water, waste, building materials and energy services; and
- 5) Respect rural/townscapes and identified heritage resources.

Stage Two - negotiate starting point for number of units and ancillary facilities to be permitted, see RC10. This process should include a business plan that motivates why the number of units applied for are necessary to generate the funds necessary to support alien vegetation removal and other biodiversity conservation objectives.

Stage Three, consideration may be given to biodiversity offsets if these become a critical determinant to achieve biodiversity conservation targets. In this case applications must comply with the criteria and prescripts for these offsets, as soon as these have been developed. This is currently being undertaken by SANP.

Stage Four - the application should not create a precedent that would inflate land values or otherwise prejudice developmental programs such as the Land Redistribution and Land Restitution programmes.

Notes:

1. In limited circumstances freehold ownership, subject to strict conditions, can be considered on portions of land below the minimum farm size if it can be demonstrated using comprehensive business plans that such development is necessary to provide the financial resources to fulfil biodiversity conservation, environmental education, and other environmental goals.
2. A clear set of criteria which applications outside of the Urban Edge must satisfy should be developed based on the objectives of this policy.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.32 DEVELOPMENT OUTSIDE THE URBAN EDGE (CONT.)

POLICY

RC10 The following table, in addition to other environmental factors such as water availability, shall be used as a starting point to establish the maximum number of units permitted on properties outside the Urban Edge.

Generalized visual carrying capacity	Landscape types	Maximum Permitted Number of Units	
		Leasehold (du/ha) [120m ² w.r.t. resort units]	Freehold (du/ha) [120m ² w.r.t. resort units]
High	Mountains	1:10	1:20
Medium	Hills	1:10	1:20
Low	Plains	1:50	1:100

RC11 All development projects outside of the Urban Edge shall include no more than 50% freehold units of the total number of units permitted in the resort complex.

- The Department of Agriculture will not permit freehold on farms zoned agriculture or rural, nor will they permit farms or portions of farms with either existing agricultural activity or agricultural potential to be rezoned to other uses.
- As a general rule freehold resort units are not desirable outside the Urban Edge. Only under exceptional circumstances may freehold be considered and then only if at least 50% of the development consists of leasehold resort units.
- Freehold resort units can only be permitted if the remainder of the property is simultaneously rezoned to an appropriate zone such as Open Space III – Nature reserve – (Section 8 Scheme Regulations) with the intention of establishing Stewardship programmes or similar public or private conservation initiatives where applicable.
- Local Municipalities (as part of their SDFs or on a project basis funded by applicants) should determine landscape types.

EXPLANATION

- In order to maximise the extent to which natural and scenic resources can be enjoyed by all as much accommodation as different to freehold residences as possible should be provided in these projects.
- The municipality must, as part of its SDF, classify all the landscapes within its boundaries in terms of one of the three landscape types. These should be agreed by the project steering committee and be ratified by provincial departments.
- The ratio of units per hectare does not indicate a minimum subdivision size. Plots should be no more than the minimum required footprint to accommodate the required building footprint.
- The location of dwelling units should not be spread evenly across the landscape but should rather be clustered according to ecological design criteria that should reveal the most suitable areas for development according to a McHarg type sieve map analysis of natural and built attributes.
- Excluding slopes greater than 1:4 and other ecological exclusion zones will have the effect of further limiting development as these areas should be excluded from the areas for which the density calculation applies in columns two and three of Table RC10.
- All services, (bulk, linking and connections) including waste disposal and roads required for projects outside of the Urban Edge shall be the responsibility of the owner/ developer and not the municipality for both construction and operational phases.
- The layout, design and materials used in buildings, roads and landscaping shall vary according to the sense of place in different parts of the Province as reflected in district and local municipal architectural, urban design, services and landscape design guidelines that must be prepared.
- Other requirements such as environmentally appropriate building design, the provision of offsets, and safeguards for land reform programs still apply.



ACTION PLAN (cont.)

Legal

Land Use Planning Ordinance or its successor
 Conservation of Agricultural Resources Act
 Subdivision of Agricultural Land Act
 NEMA
 Guidelines for Resort Developments in the Western Cape
 Urban Edge Manual
 Guidelines for Golf Courses, Golf Estates, Polo Fields, Polo Estates and similar developments

Funding

Cost of processing applications should be borne by applicants. Costs of delineating Urban Edge and SPCs should be funded by the public sector unless applicants wish to prioritise applications in which case they may have to provide the necessary funding.

Responsibility

- Local municipalities;
- Department of Environmental Affairs and Development Planning;
- Dept of Agriculture;
- South African National Botanical Institute;
- Cape Nature.

Timespan

Per application

Note

- Applications for Exceptions to the Restriction of Urban Development outside the Urban Edge cannot be processed until the applicable Spatial Planning Categories, Urban Edge and Landscape types have been delineated.
- As an interim arrangement the Medium Term Urban Edges should be endorsed by Province prior to the enactment of the provincial Promotional of Sustainable Development Bill
- Socio-economic motivations; job creation, community development etc. for the promotion of projects must be applied equally to all projects and not only be of special importance to projects located outside of the Urban Edge. Thus, there is no special advantage that projects outside the Urban Edge can claim in this respect.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.33 URBAN DEVELOPMENT

POLICY

RC12 All land within an Interim or Medium Term Urban Edge shall be used for Urban Development purposes. (M)

RC13 Urban Development shall be defined as buildings and infrastructure with average gross residential densities greater than 1du/ha as well as industry, offices, shops, community facilities and other associated buildings and infrastructure and public open space to protect biodiversity hot spots, proper functioning of urban areas and provide for amenity and recreation. (M)

RC14 Settlements shall be restructured so as to break down the apartheid spatial patterns and increase urban functional efficiencies particularly spatial opportunities for the informal and SMME sectors and to achieve an average gross density of 25 dwelling units (100 people) per hectare inside the Urban Edge. (M)

This does not imply “wall to wall” Urban Development as space must be allowed for a wide range of open space functions, transport, employment, social and recreational facilities. It is likely that most settlements will only achieve Urban Development of around 50% of their land area with the balance being used for open space, school fields and transport and other similar requirements.

EXPLANATION

All land identified for Urban Development purposes within a demarcated Urban Edge includes urban open space systems containing a wide variety of activities including biodiversity, agriculture and horticulture.

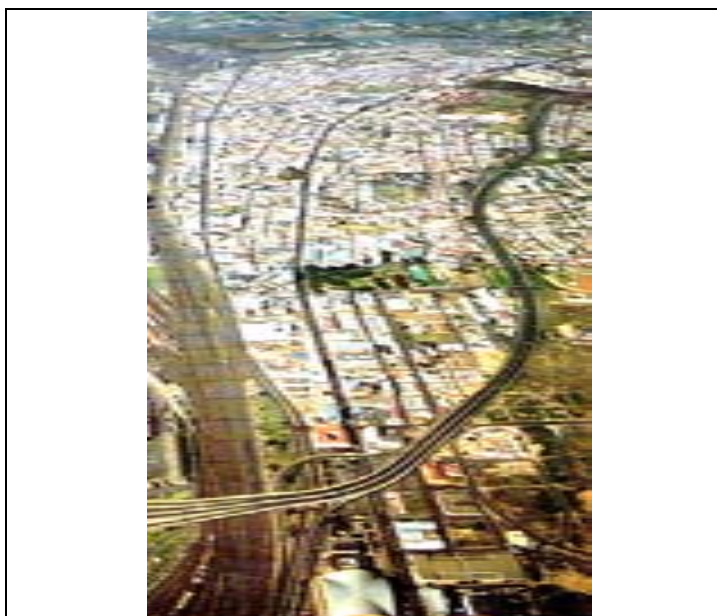
This policy implies that golf and eco-estates with densities greater than 1du/ha should be located within urban areas as demarcated by Urban Edges.

CONDITIONS / CONTROLS

- All urban development utilising conventional urban services and generally exceeding gross densities of 1 dwelling unit per hectare should be regarded as urban and thus appropriately located within an urban area as demarcated by the Urban Edge; and,
- SDFs will not be approved if the area set aside for urban development within Urban Edges cannot demonstrate how this policy can be achieved.



Figure 8.4.25 Urban Development



Woodstock : Example of area which is largely built up to an ideal density and where the remaining public open space has become extremely precious.

ACTION PLAN

Strategy

SDFs must be revised to indicate where development should occur. They should also provide guidelines to achieve urban restructuring, i.e. along major transport routes, areas of highest access, around public open spaces and in underdeveloped or undeveloped areas, see policies UR1 to UR10.

Legal

Municipal Systems Act
IDP Manual
LUPO or successor

Funding

Local municipality funds
Department of Environmental Affairs and Development Planning

Responsibility

Local municipalities
District municipalities
Department of Environmental Affairs and Development Planning

Timespan

9-12 months

Notes

Urban Development is described in this section as a provincial broad spatial planning category. More detailed policies addressing Urban Areas are found under the objectives:

- Conserve and strengthen the sense of place;
- Change the apartheid structure of urban settlements; and,
- Conveniently locate urban activities.

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.34 PERI-URBAN SETTLEMENTS

POLICY

RC15 While existing rights cannot be taken away, further growth of existing golf and other similar estates outside of existing urban settlements, shall be discouraged. Any new settlements such as agri-villages shall be integrated, providing opportunities for a full range of income groups, viable with respect to being able to support at least a tertiary range of facilities for example, clinic, primary school, multi-purpose hall and sustainable with regards to impact on natural resources. (M)

EXPLANATION

The reality of existing historic and resort estates such as golf and holiday resorts cannot be ignored, especially as the WCPSDF cannot give or take away rights. However, the growth of these settlements is to be discouraged and it must be made clear that these settlements cannot expect delivery from state funds beyond minimum basic services and human capital development programs.



Vision for Shelley Point : Further peri-urban settlements are to be discouraged in sensitive environments outside of urban settlements where there are no development rights.
(source: The Property Magazine, April 2005)

ACTION PLAN

Strategy

Applications for stand alone large scale capital intensive resorts outside of Urban Areas should be discouraged and applicants guided towards small scale projects that have as their prime purpose environmental conservation.

Legal

DFA
NEMA
ECA

Funding

N/A

Responsibility

Local municipalities
Department of Environmental Affairs and Development
Planning

Timespan

Ongoing

Notes

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.35 COASTAL AND RIVER BANK ZONES

POLICY

- RC16 Further ribbon development along the coast and riverbanks shall be prohibited and coastal development outside Urban Edges where permitted shall be in a nodal or clustered form. (M)**
- RC17 Coastal and river bank development shall be set back behind the ecological setback lines including flood and storm surge lines (1:50 year floodline : property boundaries) (1:100 years floodline : building platform) . (M)**
- RC18 Whilst mariculture and aquaculture projects should be encouraged these should be carefully located with regards to environmental and visual impact criteria. (G)**

EXPLANATION

- All coastal eco-systems and riparian zones are sensitive. These zones play an important socio-economic role in terms of livelihoods of adjacent communities, recreational activities and tourism. There is currently insufficient length of coastline and river banks statutorily protected to ensure the general public retains access to the coast and there is a danger that access could become privatised along the remaining section;
- Ribbon developments whereby a relatively few dwelling units are located in a linear fashion along the coast or river banks have the effect of creating a wall of buildings that can result in diminished access to these areas, disturbance of sensitive and important coastal dune and river flood protection and visual blight of these scenic assets; and,
- Opportunities for mariculture and aquaculture should be permitted providing they do not exceed ecological and visual impact carrying capacities.

CONDITIONS / CONTROLS

- Coastal and river bank residential development shall be limited to the Urban Edges of existing coastal towns;
- Coastal resort development outside the Urban Edge shall be nodal, and restricted to less sensitive coastal and river habitats (sensitive habitats include frontal dunes systems, estuaries, mud flats, and wetlands);
- Nodal frontage shall be limited to a maximum of 25% of the property boundary abutting the coast or other banks. Parameters for the numbers of units permitted in such projects should be guided by policy RC6;
- Coastal and river bank resort development shall not limit public access to beaches and river banks; and,
- Resorts on coastal and river cliffs shall be set back far enough from the cliff edge that they are not visible from coastal paths and beaches below.



ACTION PLAN

Strategy

The National Coastal Management Act, when implemented, will form the basis for managing coastal developments. Ecological setback lines should be established by integrated teams of coastal ecologists, botanists and environmental planners. A similar approach to permissible development along river frontages should be followed

Legal

White Paper for Sustainable Coastal Development in SA (DEAT: 2000)
Marine Living Resources Act (18/1998)
Applications outside the Urban Edge should comply with Policy RC6 (Rural Development)
Water Act

Funding

SPC delineation for the purpose of adjudicating applications should be funded by the applicant.

Responsibility

- Local municipality
- South African National Botanical Institute
- Department of Environmental Affairs and Development Planning
- Conservation Interest groups

Timespan

As per application

Notes

OBJECTIVE 8: PROTECT BIODIVERSITY AND AGRICULTURAL RESOURCES

8.4.36 ADAPTING TO GLOBAL CLIMATE CHANGE AND SEA LEVEL RISE

POLICY

RC19 No further urban development shall be permitted on open coast lines that are vulnerable to erosion, inlets that are susceptible to increased storm activity, river banks that are liable to flooding, coastal buffer zones and ecological setback lines in estuaries and below the 1:50 year floodlines (erven) and the 1:100 year floodline (building platforms). (M)

EXPLANATION

- The status quo report on the effects of Global Climate Change in the Province revealed that the Province.
- The Province is vulnerable to sea level rise and flooding. Greater Cape Town and Mossel Bay to Natures Valley although many other parts of the coast are also susceptible (Hughes: 1992) (Hughes P and Brundit GB, An index to assess South Africa's vulnerability to sea level rise. SA Journal of Science, Vol. 88, p308-311). Research show that although the Province is likely to become drier it will also be subject to more violent weather events. It is essential that the Western Cape's coastal defences in the form of primary dune systems, estuarine mudflats, sand dunes and other systems are not further destroyed by urban development or agricultural practices.
- A 1.5m storm surge on top of a 50 cm rise within the range predicted by the Intergovernmental Panel on Climate Change (IPCC) established by World Meteorological Organisation and UNDP in 1988 in seawater will result in considerable swamping of property in vulnerable areas.
- Certain of the Province's rivers have flooded violently in recent years, particularly in the Southern Cape, for example, the Goukama and in the Winelands, for example the Breede River.



Figure 8.4.26 Global Climate Change and Sea Level Rise



Kogmanskloof River in flood (source: devbrief newsletter, Vol 7, July 2003)

ACTION PLAN

Strategy

Coastal buffer zones and ecological setback lines should be demarcated so as to enable affected residents to prepare and to prevent new developments from being unsafely located.

This exercise should begin in the two priority regions, Greater Cape Town and Mossel Bay to Natures Valley.

Legal

Disaster Management Act 57/2002

Risk and Vulnerability Assessment for the Western Cape (RAVA)

National Disaster Management Framework

Funding

National Department of Environmental Affairs and Tourism
Provincial Department of Environmental Affairs and Development Planning

Responsibility

- Local municipality
- South African National Botanical Institute
- Department of Environmental Affairs and Development Planning
- Conservation Interest groups

Timespan

As soon as possible

Notes

Ref: Midgeley et al, A Status Quo Vulnerability and Adaptation Assessment of the Physical and Socio-Economic effects of Climate Change in the Western Cape. PGWC, June 2005.

OBJECTIVE 9: MINIMISE THE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES, PARTICULARLY WATER, FUEL, BUILDING MATERIALS, MINERAL RESOURCES, ELECTRICITY AND LAND

Note: It is the intention that policies under this objective become part of the Provincial Sustainable Development Implementation Plan.

The consumption of water, fuel, building materials, mineral resources and electricity must be reduced on a per capita basis so as to prolong the supply of these resources, particularly in those parts of the Province suffering resource shortages, such as water in the Berg River catchment.

Strategies

- ***Enforce new building codes that require the reduction of water and energy consumption, and the use of renewable building material wherever possible; and,***
- ***Restructure urban settlements so as to minimise the need to travel.***

PRINCIPLES

Development Facilitation Act No 67 of 1995 : Chapter 1 (3) (c)

- (iv) Optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities; and,
- (viii) Encourage environmentally sustainable land development practices and processes.

National Environmental Management Act 107 of 1998 : Chapter 1 (2) (4) (a)

- (ii) That pollution and degradation of the environment are avoided, or, where they cannot be altogether avoided, are minimised and remedied;
- (iv) That waste is avoided, or where it cannot be altogether avoided, minimised and re-used or recycled where possible and otherwise disposed of in a responsible manner;
- (v) That the use and exploitation of non-renewable natural resources is responsible and equitable, and takes into account the consequences of the depletion of the resource;
- (vi) That the development, use and exploitation of renewable resources and the ecosystems of which they are part do not exceed the level beyond which their integrity is jeopardised; and,
- (vii) That a risk-averse and cautious approach is applied, which takes into account the limits of current knowledge about the consequences of decisions and action.

OBJECTIVE 9: MINIMISE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES

8.4.37 WASTE WATER (SEWAGE) TREATMENT

POLICY

RC20 Existing waste water treatment works (WWTW) shall be progressively improved and realised by means of regulatory measures and thereafter maintained so that the water quality of the rivers and water-bodies with which they are associated achieve minimum potable (drinking), contact and phosphate, nitrate and e-coli standards. This requires that they comply with the effluent quality requirements set out in their licenses.(M)

RC21 Alternative forms of sewage disposal and treatment for new developments shall be investigated with a view to minimising the source of waste water and minimising the pollution of surface and ground water. (M)

RC22 All wetland eco-systems shall be protected such that their ecological and stormwater purification function is maintained. Water abstraction from and effluent discharge into wetlands should be prohibited. (M)

RC23 Where urban development proposals will exceed infrastructure capacity applications shall be refused until provision is made to deal with the additional loads. (M)

EXPLANATION

- Many WWTWs do not achieve minimum drinking and contact water quality standards in terms of the effluent quality requirements specified in their license conditions. Reticulation systems including waste water pump stations are also badly maintained which causes overflows into river systems. This has negative effects on the recreation and irrigation value of the river. Furthermore, there is an effect on human health and the ecology of the river systems with which most WWTWs are associated. In extreme cases complete system collapse results as has occurred in most urban rivers;

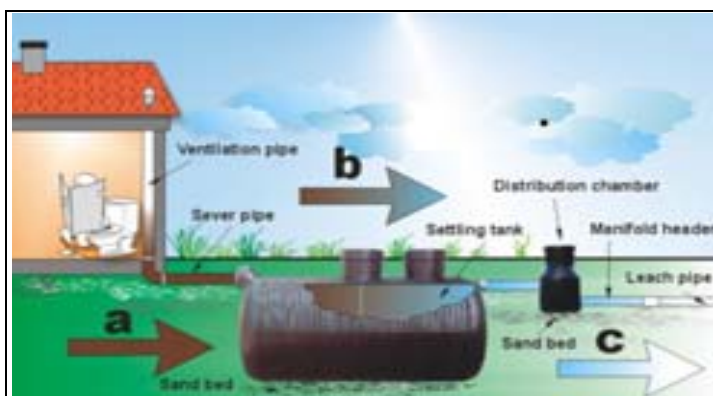
- Wetlands play a crucial role in regulating water flow and purifying water. They form part of drainage systems, and are linked to rivers and/or groundwater systems. If wetland functioning is disrupted by effluent that does not achieve minimum standards, river functioning and groundwater recharge are negatively impacted; and,

- In particular phosphates (soaps and detergents which could be diverted to grey water recycling systems) nitrates (fertilizer - which could be reduced by greater use of organic farming methods where feasible) and e-coli levels should be reduced.

CONDITIONS / CONTROLS

- Alternative forms of sewage treatment including enviro-loos, urine-diversion toilets, package plants and artificial wetlands should be implemented in new areas, if they do not impact on groundwater;
- Methods of sanitation which promote water resource protection (ground and surface water) should be implemented in all areas; and,

- No urban development (including roads) or intensive agriculture within a wetland or river, or within 30m of a wetland or river, measured from the wetland boundary. (Note that a wetland boundary must be delineated by a specialist.)



Alternative sewerage systems

- small bore with settling tanks (illustrated)
- enviro-loos
- urine diversion toilets
- conservancy tanks
- artificial wetlands
- ventilated pit latrines
- septic tanks and trench drains

ACTION PLAN

Strategy

A two pronged parallel strategy is required. First: fundraising exercise to obtain finance to upgrade and maintain existing works.

Second: develop guidelines and identify products for alternative systems in new developments.

The problems with the WWTW in Ladismith should be addressed as an immediate priority.

The City of Cape Town and the Cape Winelands district should prioritise maintenance and rehabilitation of their WWTWs.

Legal

National Water Act (36/1998)

Health Act (63/1997)

Funding

MIG

District and local municipalities

City of Cape Town

Responsibility

Department of Transport and Public Works

DWAF

Local municipalities

Department of Environmental Affairs and Development Planning

Timespan

As soon as possible

Notes

OBJECTIVE 9: MINIMISE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES

8.4.38 BUILDING MATERIALS

POLICY

RC24 There should be an assessment of the demand and its locations, and supply and its locations, of all non-renewable building materials i.e. stone, cement, lime, and sand, in the Province. (G)

RC25 The use of renewable building materials should be made mandatory where appropriate; i.e. on one to two storey buildings. (G)

RC26 Urban development shall not be located on or near the sources of building materials identified under RC20 until they have been exploited and extraction sites rehabilitated. (M)

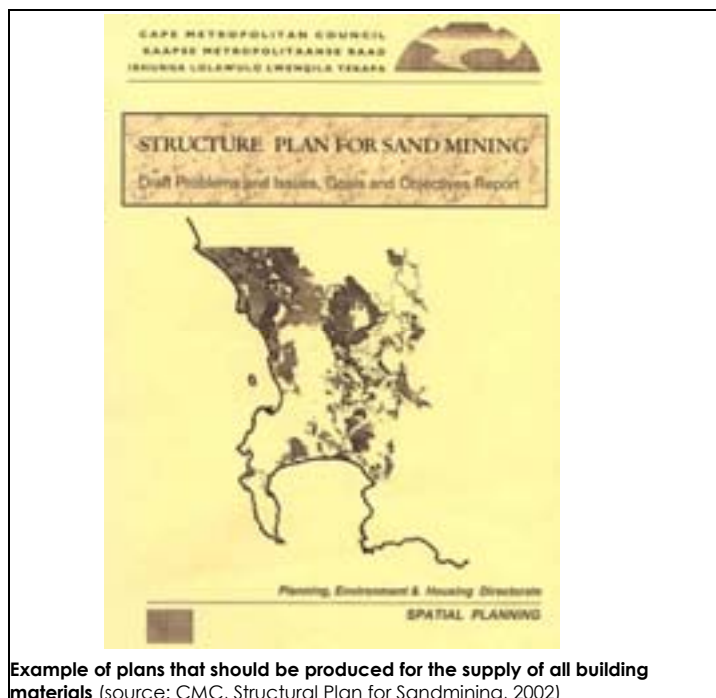
RC27 Re-use of materials shall be promoted and incentivised. (G)

EXPLANATION

- As the population in urban settlements increases there will be more demand for residential and non-residential accommodation which in turn will require more building materials. This could create unacceptable impacts in terms of mining and transport related activities, and shortages of materials leading to high price increases; and,
- The demand for building materials could be considerably decreased if all buildings that could be easily built with renewable building materials are done so. This can be most easily implemented with one and two storey buildings. At this stage in South Africa there is little experience with medium and high rise structural support systems. However a multi-storey steel frame a building with straw bale infill panels has recently been completed in London.

CONDITIONS / CONTROLS

- 10% of new building projects of between 1 and 2 storeys should be built from renewable resources by 2010.



Example of plans that should be produced for the supply of all building materials (source: CMC, Structural Plan for Sandmining, 2002)

ACTION PLAN

Strategy

Building by-laws to encourage the use of renewable building resources should be implemented and incentivized by municipalities.

A provincial building materials resource masterplan should be prepared. Then building material sources should be identified and then exploited in terms of conditions imposed by EIAs according to rehabilitation plans that provide for an appropriate after-use, generally either urban development or agriculture.

Regulations, guidelines and standards for the re-use of building materials should be developed.

Legal

Amendments may be required to the National Building Regulations to permit this type of construction.

White Paper on Minerals and Mining Policy for SA (DME: 1998) Minerals Act 50/1991)

Funding

Provincial Dept of Transport and Public Works : Building Materials Resource Master Plan

Minimal existing specimens by-laws should be adapted to local conditions.

Should be funded by building material suppliers applying for mining permits.

Responsibility

Department of Environmental Affairs and Development Planning,

Representatives of the Building Industry

Local municipalities

Dept of Minerals and Energy

Provincial Dept of Transport and Public Works

Timespan

Provincial building materials resource masterplan should be prepared as soon as possible. Otherwise as per application.

Notes

OBJECTIVE 9: MINIMISE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES

8.4.39 WATER CONSERVATION

POLICY

- RC28** Water conservation and demand management shall be encouraged through regulation where appropriate. Rainwater harvesting, grey water recycling and similar technical enhancements such as low flow shower heads and dual flush toilets and water-wise gardens shall be mandatory on all new residential, commercial and community projects. (M)
- RC29** Retrofitting water demand management technologies into existing buildings should be encouraged via an incentives program, see Section 9. (G)
- RC30** There should be implementation of water demand management techniques such as minimising leaks by reducing water pressure and a stepped tariff system that effectively addresses excessive water consumption. (G)
- RC31** An invasive alien species control plan should be developed for the Province, with particular focus on stressed catchments and previously cleared catchments for water production. (G)

EXPLANATION

Residential demand for water must be substantially reduced on a permanent basis, particularly as water scarcity impacts on agriculture, but not to the detriment of public health.

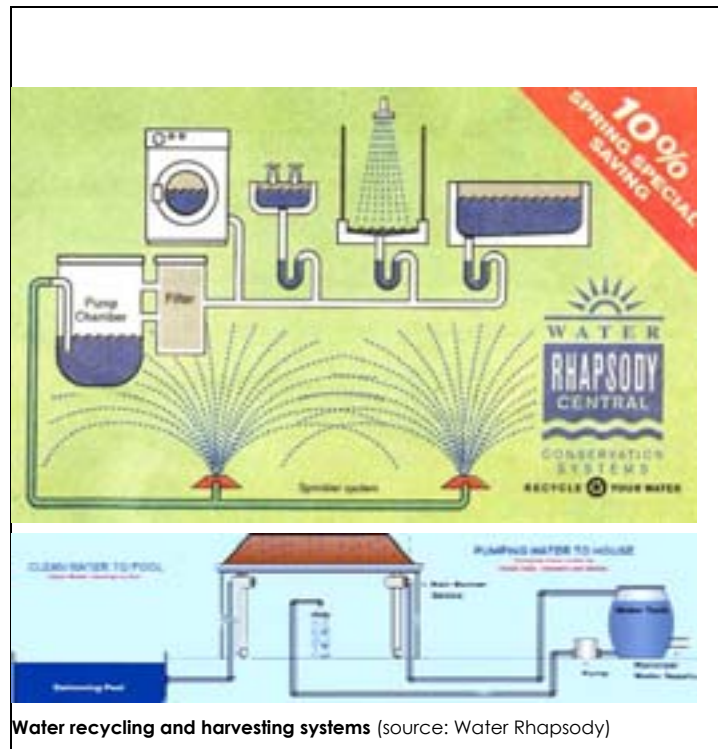
Only targeting new developments will not address consumption patterns in existing buildings. However, reducing their water consumption patterns is more costly and complicated and hence, the likely need for incentives.

As well as targeting end users, system problems with reticulation networks should be addressed. There is also evidence that the current water tariff system does not effectively penalise excessive water consumers.

Invasive alien species in catchments degrade water quality and reduce water quality for downstream use. A co-ordinated approach, long term plan and sustained effort are required to effectively control invasive species. All landowners, municipalities and government agencies must play a role in cleaning areas under their control and preventing the spread and re-established of new infestations. The considerable progress achieved by the Working for water program provides an important platform for further work.

CONDITIONS / CONTROLS

All new urban development projects should be fitted with water saving technology and be approved subject to appropriate water-saving conditions. 10% of existing buildings should have water saving technology by 2010.



ACTION PLAN

Strategy

- RC 18-21 Water conservation and demand management programs already being implemented should be accelerated.
By-laws should be written to implement household water savings.
- RC 21 A binding provincial invasive species control plan should be developed. (KZN is in the process of developing one which could be used as precedent.)

Legal

- Municipal By-Laws
National Water Act
Appropriate sanctions / disincentives for non-compliance with the species control plan should be determined and implemented.
All new developments should be required to have effectively controlled infestations before proceeding.

Funding

- Department of Water Affairs and Forestry / Province
Appropriate mechanism for funding or incentives for implementation of the provincial plan should be determined and implemented.

Responsibility

- Department of Water Affairs and Forestry
Department of Environmental Affairs and Development Planning
Local and district municipalities

Timespan

- Produce model by-law: 1 year
Research Innovative Technologies (1 year)

Notes

OBJECTIVE 9: MINIMISE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES

8.4.40 WASTE RECYCLING

POLICY

RC32 All municipalities shall follow an integrated hierarchical approach to waste management consisting of the following, avoidance/reduce, reuse, recycle, composting, treatment and final disposal. The Waste Management System shall consist of a collection service from the source, (domestic, office or factory) transfer stations and waste disposal sites. (M)

RC33 Waste separation at source shall be mandatory in all domestic households and institutions and businesses including high density and multi-storey buildings from a date to be announced. Initially only organic (vegetable and plant matter) and inorganic (usually dry, cardboard, glass, plastics, paper, builders' rubble) waste shall be separated. (M)

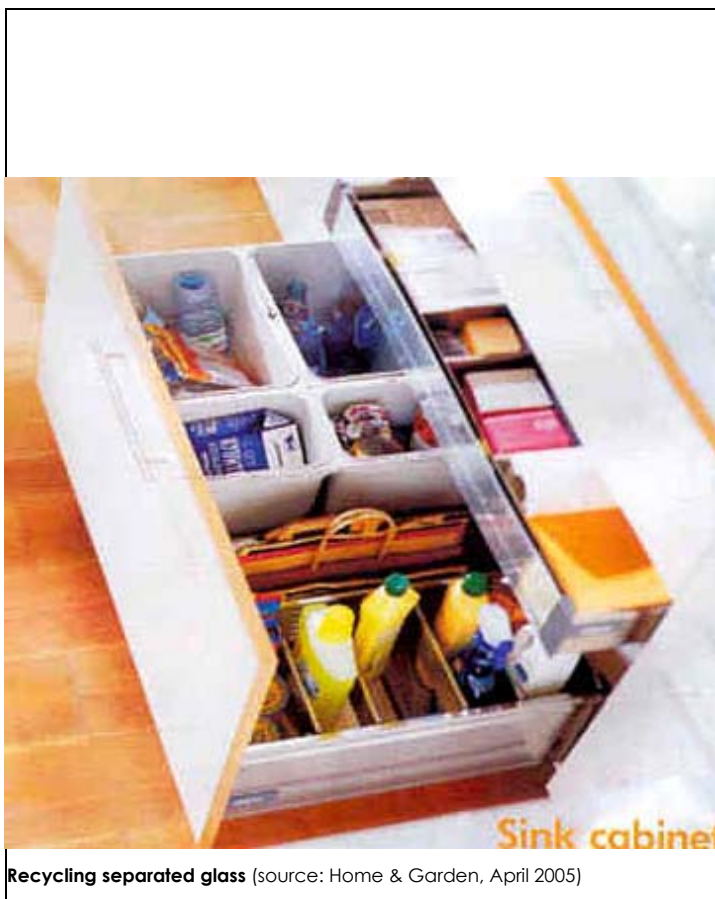
EXPLANATION

Waste management is reaching a crisis in some municipalities with Waste Disposal Sites at or near capacity. There is an urgent need to change lifestyles particularly with respect to domestic waste generation. However, Integrated Waste Management in the Province cannot directly copy a European approach due to differences in incomes and lifestyles. Rather a hybrid approach is required that recognises the contribution of informal components in the process such as waste pickers on the one hand but also the contribution that high income households, usually the biggest consumers and often living on large plots, can make on the other.

Initially, only a simple separation of organic waste (all foodstuffs not including cooked and raw meat which attracts vermin) from inorganic is proposed. It is relatively easy to dispose of organic waste in composting bins on site, especially on longer properties, while the remaining dry and cooked meat waste enters the waste management system. Over time further separation of dry waste into glass, plastics, paper and other categories can occur.

The administration is extremely serious about the need for waste separation and recycling but recognises that this would be more difficult to begin with in high density situations and with lower income households. In any event households in these situations tend to be much smaller generators of waste than those living on large plots who tend to be more affluent. In most cases there will be space on 500m² and larger plots to dispose of organic waste on site using composting bins and gardens. Administratively, it will also be easier to identify suburbs where the general plot size is greater than 500m² so as to identify properties from where organic waste should be collected. Obviously, it would be permissible for households living on smaller plots to separate organic and inorganic waste as well.

A number of middle income countries have already successfully introduced waste separation at source. This will have the largest impact on reducing the waste stream.



Recycling separated glass (source: Home & Garden, April 2005)

ACTION PLAN

Strategy

Waste management plans addressing separation, recycling, collection, disposal, publicity and incentives should be drawn up. An Integrated Waste Management Plan must be developed by all municipalities and implemented after approval by Department of Environmental Affairs and Development Planning which will monitor the implementation of these plans to ensure that the set targets in the plan are achieved. These plans need to be revised every four years to be aligned with that of the IDPs. Organic and inorganic waste shall not be mixed in the same bin or bag for collection purposes from properties larger than 500m². A comprehensive and effective publicity campaign should accompany the phasing in of this policy.

Legal

Environmental Conservation Act 73 of 1989
National White paper on Integrated Pollution and Waste Management for South Africa
National Waste management Strategy, October 1999

Funding

MIG funding
Use of incentives
District and local municipalities

Responsibility

Department of Environmental Affairs and Development Planning
Local municipalities : separation and collection, transfer stations, recycling
District municipalities : tipsites
NGOs and CBOs
Packaging and paper industry

Timespan

As soon as possible

Notes

Due recognition must be taken of the vested interests in the packaging and paper and waste collection industries in order to mitigate effectively.

This policy could be included in the SDIP when appropriate.

OBJECTIVE 9: MINIMISE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES

8.4.40 WASTE RECYCLING (cont.)

POLICY

RC34 Material Recovery Facilities shall be established at all Transfer Stations. (M)

RC35 Engage with the raw material and packaging industries and reach agreement to ensure demand for recycled products. (G)

RC36 Every urban settlement should have a Transfer Station within a maximum of 5kms from the town centre, inside the Urban Edge. These Transfer Stations shall be properly managed according to best practise so as to minimise nuisance to surrounding neighbours. They should also be open after hours and on the weekends and their locations shall be well publicised so as to ensure that they are used by the community. Furthermore, charges should not be levied on loads brought to transfer stations. Micro enterprises wanting to process waste and trade second hand materials on site should be encouraged. (G)

RC37 Every municipality shall have a Waste Disposal facility site located and operated according to DWAF's minimum requirements that will service the Transfer stations in the urban settlements in that municipality. These sites may or may not be located within the Urban Edge of urban settlements. The main criteria for their location will be to meet satisfactory environmental and transport requirements. (M)

EXPLANATION

Recycling waste on a financially sustainable basis requires effective demand for recycled products.

The waste stream can be further reduced before it reaches the waste disposal site by recycling all materials that can be reused. This has the advantage of lessening demand for new materials and so contributing to sustainability. This work requires low levels of skills and literacy thereby providing employment opportunities for people in these circumstances.

The incentive for recycled products is dependent on demand from industry for these materials. This may mean that recycling plants have to be installed to convert used materials to a new state suitable for use in production. This may require incentives or other methods of encouragement.

Much of the dumping that occurs in urban areas with negative visual, ecological and often public health impacts is as a result of there being no facilities available at convenient times. This situation is often compounded by the need to pay for loads to be accepted at these facilities. As a consequence of all of these inconveniences it is often much easier, although totally unacceptable, to dump these loads on the nearest road verge or other unsuitable place. This creates urban blight where such dumping is not cleared and additional costs for the municipality where it is.

Because waste disposal sites are the permanent repository of all that waste that is not recycled and their operations are often subject to odours, noise, and dust although hopefully this will diminish with the successful separation of organic from inorganic waste, they are not seen as good neighbours and have negative impacts on property values. Consequently there are seldom suitable sites for their location inside the urban edge. However, their location can be more widespread with the intermediate role that transfer stations play in the waste stream but care must be taken to ensure that locations are not so far flung as to put an unsustainable burden on the transport resources of the municipality.

CONDITIONS / CONTROLS

A comprehensive and effective publicity campaign should accompany the phasing in of this policy.

Land-fill sites shall be properly managed according to best practices so as to minimise nuisance to surrounding neighbours.



Material recovery facility (source: http://www.elharvey.com/material_rec.htm)

ACTION PLAN

Strategy

Waste management plans addressing separation, recycling, collection, disposal, publicity and incentives should be drawn up.

Legal

Environmental Conservation Act 73 of 1989
National White paper on Integrated Pollution and Waste Management for South Africa
National Waste Management Strategy, October 1999

Funding

MIG funding
Use of incentives
District and local municipalities

Responsibility

Department of Environmental Affairs and Development Planning
Local municipalities : separation and collection, transfer stations, recycling
District municipalities : tipsites
NGOs and CBOs
Packaging and paper industry

Timespan

As soon as possible

Notes

Due recognition must be taken of the vested interests in the packaging and paper industries in order to mitigate effectively.

This policy could be included in the SDIP when appropriate.

OBJECTIVE 9: MINIMISE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES

8.4.41 NOISE, AIR AND FUEL CONSUMPTION

POLICY

- RC38** Noise pollution contours and their associated land use controls shall be established well in advance of future urban developments. (M)
- RC39** Air quality management systems shall be operated in those settlements experiencing problems together with well resourced public awareness programs that addresses limiting pollution as well as energy conservation. (M)
- RC40** A carbon tax with tariffs that effectively penalise producers and emitters of high levels of carbon dioxide either in the manufacturing or vehicle industry, shall be implemented as part of the mandate of the licensing authorities in the Department of Transport and Public Works. (G)
- RC41** Measures should be taken to limit the unnecessary use of high fuel consumption vehicles. Users of high fuel-consumption vehicles should be effectively penalised on a sliding scale that makes allowances for public transport users. (G)

EXPLANATION

Carbon in the form of carbon monoxide and dioxide is one of the main contributors to the green house gases responsible for global warming and in concentrated situations of air pollution, such as found in the City of Cape Town, to Brown Haze. Although the ultimate solution would be a 0 emission public transport system, such as electric bus, (the City of Cape Town is extremely fortunate in having an electric commuter rail system in this regard,) in the meantime all efforts must be made to reduce emissions from current sources.

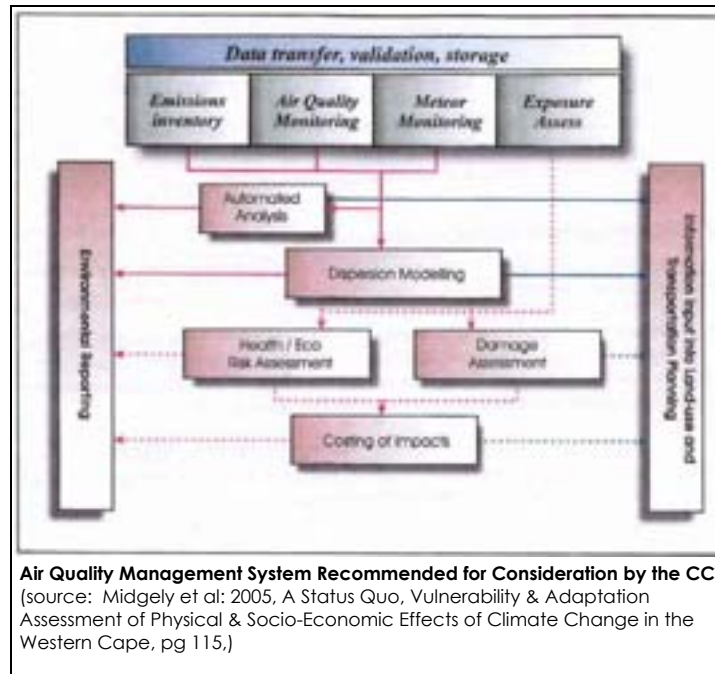
Some 4 x 4 vehicles' urban cycle fuel consumption can range between 4 and 5½ km per litre, in contrast to small vehicles (especially turbo diesels) which can attain excellent fuel consumption of up to 18 km per litre. (They similarly produce excessive carbon emissions as well.) See previous policy. High levels of fuel consumption also make the economy vulnerable to global oil price increases. There are small/hybrid vehicles of which the fuel consumption is as excellent as 28 km per litre. A skewed tariff on a scale that severely penalises high consumption fuel users in contrast to low, should be implemented.

CONDITIONS / CONTROLS

A major publicity campaign, education drive and incentives or subsidies will be necessary to discourage the use of high fuel consumption and carbon emission vehicles. Note: many private motor vehicle users are not even paying car licenses.

Cars registered within the Province can pay carbon tax as part of their licence fee. Other vehicles can pay carbon tax at toll plazas or other suitable venues.

Air quality management plans and monitoring systems should be put in place.



Air Quality Management System Recommended for Consideration by the CCT
(source: Midgely et al: 2005, A Status Quo, Vulnerability & Adaptation Assessment of Physical & Socio-Economic Effects of Climate Change in the Western Cape, pg 115,)

ACTION PLAN

Strategy

Central government is currently formulating policies to limit the level of toxic and pollutant emissions but excessive travel and use of high fuel consumption vehicles especially those used for private use must be addressed.

A parallel improvement in public transport services is also required.

An approach must also be made to National Department of Transport to ensure that a uniform approach is implemented in other Provinces otherwise there may be attempts to register vehicles in other Provinces.

Legal

Air Pollution Control Act.

Funding

To be investigated

Responsibility

National Dept of Transport.
Provincial Department of Transport and Public works.
Oil and motor vehicle industries
Department of Environmental Affairs and Development Planning

Timespan

As soon as possible

Notes

This policy could be included in the SDIP when appropriate.

OBJECTIVE 9: MINIMISE CONSUMPTION OF SCARCE ENVIRONMENTAL RESOURCES

8.4.42 RENEWABLE ENERGY RESOURCES

POLICY

RC42 Codes and standards for energy efficient buildings in government, commercial, industrial, residential and community sectors should be set according to the following guidelines:

- Green House Gas emissions reduced by 10% over 20 years;
- Electricity consumption reduced by 20% from what it would have been if the current trend continued unabated for the next 20 years. (adapted from National Policy Guidelines, Energy for Development Research Centre (EDRC, 2003) (G)

RC43 Renewable energy sources; wind, solar thermal, biomass, and domestic hydro-electricity should comprise 25% of the Province's energy generation capacity by 2020. (adapted from National Policy Guidelines, EDRC, 2003) (G)

RC44 Solar thermal water heating and photo-voltaic energy generation should be compulsory, linked to mains electricity sources as back-up, on all new residential, commercial, industrial and community buildings shall be progressively phased in as appropriate. (M)

EXPLANATION

Greenhouse gas (GHG) emissions are partially responsible for global warming which is becoming responsible for major negativities and even disasters in the short and medium term. These proposals must be brought into line with national government's Climate Change Response Strategy.

Human Caused Greenhouse Gas emissions are largely responsible for the rapid rate of global warming which will increasingly undermine human development gains throughout the world and increase national and local costs of disaster management. These proposals are in line with the government's Climate Change Response Strategy.

Solar power has the potential to also contribute significantly to energy production that would otherwise be provided using fossil fuels.

Wind turbines potentially have high visual impact if this is not carefully managed.

CONDITIONS / CONTROLS

The outcome of the wind turbine study should inform this proposal.



ACTION PLAN

Strategy

A renewable energy plan should be drawn up indicating, among others the role of different energy sources and how they should be integrated.

Targets to be set for this reduction of emission from vehicles and industry.

Provincial support should be given to a national scoping initiative with respect to alternative transport fuels, e.g. LPG.

Legal

New Air Quality Act

Funding

Eskom, Oil companies and international funders are increasingly making funds available for pilot projects and research.

Carbon credits

Responsibility

Department of Environmental Affairs and Development

Planning

Department of Minerals and Energy

Timespan

As soon as possible

Notes

8.5 REGIONAL ISSUES AND STRATEGIES

8.5.1 CITY OF CAPE TOWN

8.5.1.1 ISSUES

- Main destination for urbanisation in the Province;
- Water supplies;
- Poverty and unemployment;
- Management capacity;
- Urban inefficiencies and poor structure;
- Energy shortages by 2010;
- Air and noise pollution; and,
- Crime.

8.5.1.2 STRATEGIES

- Acknowledge the City's pre-eminent role in the Province's demographic, social and economic affairs, but also its significant resource constraints;
- Reduce resource consumption, especially water and energy, and increase efficiencies;
- Restructure - particularly transport corridors and public transport so as to better facilitate social and economic development especially for low and middle income communities;
- Protect agricultural resources inside and outside urban edges to secure cheap food supplies (reduce transport costs);
- Continue encouraging investment into second economy localities; and,
- Directly target measures to reduce air and noise pollution by reducing factory and motor vehicle emissions, and promoting public and non-motorised transport.

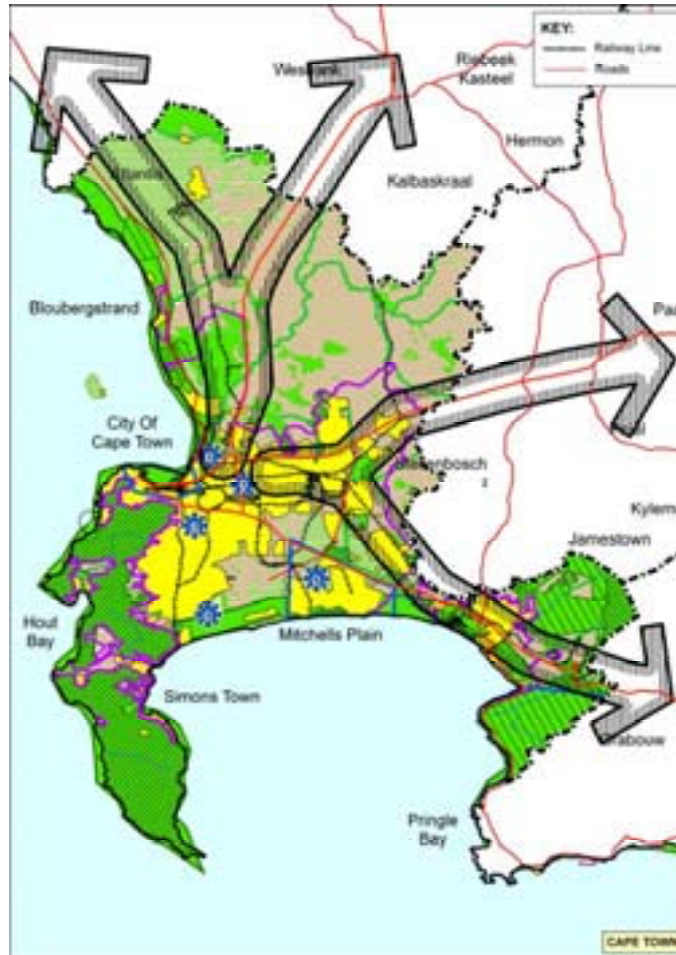


Figure 8.5.1 WCPSDF : City of Cape Town

IN THE COURSE OF PREPARATION

Figure 8.5.2 City of Cape Town : Municipal Spatial Development Framework

8.5.2 WEST COAST

8.5.2.1 ISSUES

- Potential of Saldanha-Vredenburg Oil and gas finds;
- Drought;
- Access to Olifants River irrigation scheme;
- Cederberg / West Coast tourism; and,
- How to balance pressure for urbanisation vs water shortages vs demands from agriculture.
- Region of the country to be most extremely affected by global climate change.

8.5.2.2 STRATEGIES

- Prepare an industrial development / environmental conservation plan for Saldanha-Vredenburg that acknowledges this sub-region's extreme environmental and economic sensitivities;
- Prepare an action plan to adapt to global climate change;
- Investigate potential for Olifants River development corridor with particular emphasis on improved access to land for small farmers;
- Formulate a coastal management plan to address pressure for development along the coast; and,
- Promote ecological corridors linking coastal zone to Cederberg mountains.



Figure 8.5.3 WCPSPDF : West Coast District



Figure 8.5.4 West Coast SDF (source: Dennis Moss Partnership)

8.5.3 CAPE WINELANDS

8.5.3.1 ISSUES

- Two main components separated by the mountain spine: Boland (West) / Breede River Valley (East)
 - West - functionally linked to Metro - high urbanisation rates; and,
 - East - rural - high poverty levels in Breede River Valley.
- Pressure for low density estates outside of urban settlements in intensive agriculture areas especially Drakenstein, George and Stellenbosch Municipalities

8.5.3.2 STRATEGIES

- Delineate Urban Edges to protect agricultural and scenic areas and to restructure urban areas;
- Optimise the district's good transport potential with rail and road corridors;
- Investigate the potential of the Breede River Valley as a key component of the Provincial Urbanisation Strategy; and,
- Support agriculture and agro-industry as the main economic backbone together with tourism.



Figure 8.5.5 WCPSDF : Cape Winelands



8.5.4 OVERBERG

8.5.4.1 ISSUES

- High levels of in-migration;
- Coastal zone - mediate potential conflict between tourism / resort development and protection of coastal ecology;
- Agriculture on Agulhas Plain to integrate with biodiversity;
- Water shortages, especially in coastal settlements over Christmas period;
- Swellendam - key component of Breede River Valley corridor between City of Cape Town; and,
- Urban sprawl (Hermanus to Kleinmond) and traffic congestion.

8.5.4.2 STRATEGIES

- Protect biodiversity and support agriculture on the Agulhas Plain;
- Secure access to fishing rights;
- Investigate Hermanus - Fisherhaven / Benguela Cove with respect to a new transport and urban development corridor; and,
- Manage pressure on coastal resources in the Overberg coast by intensifying existing urban settlements and strictly controlling development outside of the Urban Edge.



Figure 8.5.7 WCPSDF : Overberg

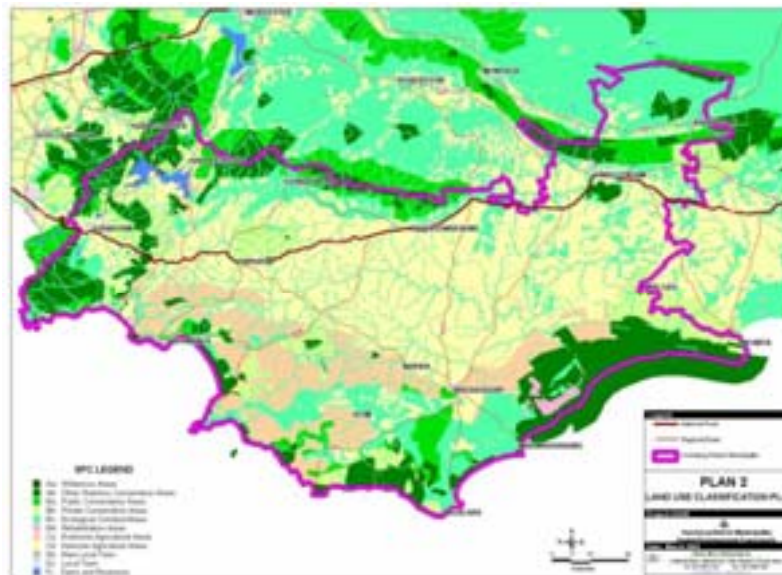


Figure 8.5.8 Overberg SDF

PROVINCIAL SPATIAL PLANNING CATEGORIES		SPATIAL PLANNING CATEGORIES	
URBAN AREAS		High	High
Type 1: National Heritage / Provincial Nature Reserves	CLASS 1	★	★
Type 2: National Parks/Reserves / Other Protected Areas		★	★
Classically Endangered Areas of Biodiversity	CLASS 2	★	★
River Corridors		★	★
Ecological Corridors		★	★
SUPPORT AREAS		High	Low
Ecological / Ecologically Sensitive	SUPPORT 1	★	★
Industrial / Low / Traditional / Extensive Agriculture		★	★
INTENSIVE AGRICULTURAL AREAS		Low	Low
Urban Development		★	★
Urban Edge		★	★

8.5.5 EDEN

8.5.5.1 ISSUES

- Water supply to coastal settlements especially over the Christmas period;
- High levels of in-migration;
- High demand for golf course estates in coastal zone;
- Major area of contest for landless people;
- High property prices resulting in exclusion of the middle class;
- Inter-town commuting due to high property prices resulting in middle class relocating to towns with cheap housing and then driving back to places of work;
- Shallow economic base:- tourism and construction;
- Desertification from too many golf courses similar to that experienced in the south of Algarve (Portugal) and Andalusia (Spain) may be experienced in areas with similar Mediterranean climate and topography in the Southern Cape;
- Water shortages; and,
- Future of the "Garden" Route

8.5.5.2 STRATEGIES

- Increase resource carrying capacity of coastal towns by implementing water, sewage and energy use minimisation strategies;
- Promote urban compaction and densification in George and Mossel Bay in particular;
- Identify innovative urban development strategies to address problems created by broken topography of Knysna with respect to efficient urban management; and,
- Need to develop 24/7/12 economy by attracting permanent residents and move away from tourism boom and bust seasonal cycles.



Figure 8.5.9 WCPSDF : Eden

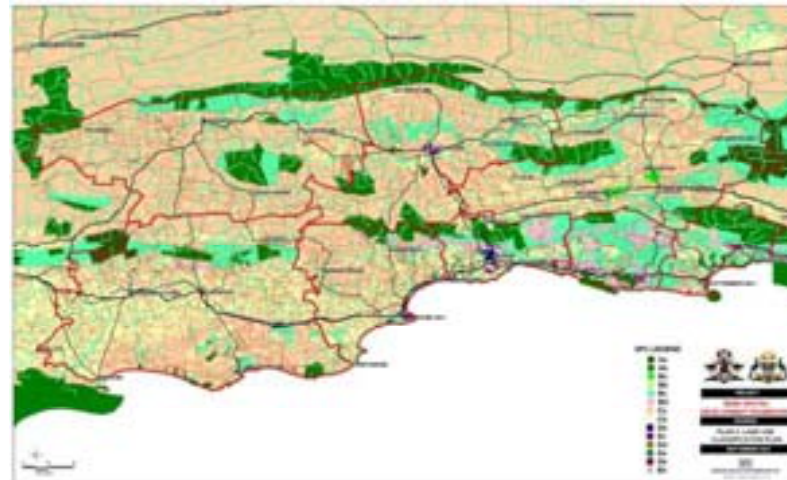


Figure 8.5.10 Eden SDF

8.5.6 CENTRAL KAROO

8.5.6.1 ISSUES

- Arid area of depopulation;
- High percentages of human development problems although relatively few people;
- Veld management, biodiversity conservation and stock carrying capacity;
- Need for inclusionary policy in places like Prince Albert; and,
- Desertification from the westward movement of the Karoo.

8.5.6.2 STRATEGIES

- Reinforce development potential and urban efficiencies of settlements with economic growth potential like Beaufort West, Prince Albert and Laingsburg; and,
- Support work of SANBI and Department of Agriculture Soil Conservation Committees to achieve synergy with veld management programs that will improve both biodiversity conservation and stock carrying capacity.



Figure 8.5.11 WCPSDF : Central Karoo



Figure 8.5.12 Central Karoo SDF (source: Steyn Larsen Pillay)

