



# Garden Route (Southern Cape) Regional Spatial Implementation Framework

Final Draft

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Western Cape  
Government

BETTER TOGETHER.



# CHAPTER 1: INTRODUCTION TO THE SOUTHERN CAPE REGIONAL SPATIAL FRAMEWORK

## 1. INTRODUCTION

The 2014 Provincial Spatial Development Framework ('PSDF') identified three distinct urban priority regions in the Western Cape which are responsible for driving considerable economic growth and development in the province. These urban priority regions are 1) the Greater Cape Functional Region, 2) the Greater Saldanha Region, and 3) the Southern Cape Region.

To give effect to the PSDF, regional-scale spatial plans have been created for these urban priority areas, which include this Regional Spatial Implementation Framework for the Southern Cape ('SC RSIF'). This plan has as its core objectives, the stimulation of inter-municipal growth and development opportunities, and to better support an integrated, regional approach to sustainable development, and urban and rural area management practices.

The economically defined Southern Cape region, as elaborated upon in the Status Quo Report (see Annexure A), covers the coastal corridor stretching between Mossel Bay, George, Knysna and Plettenberg Bay, and includes the greater Oudtshoorn area. It is predicted that this area will contain 85% of the population and 90% of the economy of the Eden municipal area by 2040 (MERO, 2016). The Southern Cape region is identified as being a provincial leisure and tourism coastal belt and priority urban functional region, with the abovementioned towns as regional centres (of different function and hierarchy) providing clustered facilities and services. The PSDF directs that these towns should be prioritized for growing the

provincial economy through regionally planned and coordinated infrastructure investment.

The purpose of this chapter is to introduce to the SC RSIF, articulating the background and purpose of the project, to define the regional study area which forms the spatial basis of the report, and provide the methodology and give a brief overview of the parallel planning processes that occurred during the development phase. This chapter will also provide a brief overview of the relevant legislative and policy context of the project.

Following on from this chapter, the normative framework and shared regional values underpinning the framework will be set out in **chapter 2**, a synthesis and performance assessment of the region in relation to these values will be undertaken in **chapter 3** and **chapter 4** will provide the Regional Spatial Development Framework. The regional spatial framework will provide a set of policy directives, together with a set of proposed implementation actions as to how this will be taken forward.

### 1.1. BACKGROUND

The Western Cape PSDF (2014) sets out the province's spatial agenda for long-term development. It identifies the Southern Cape as an important **emerging regional centre** for the province and mandates the development of a planning framework at the regional scale. The PSDF further identifies regional planning as a **priority intervention** in its implementation framework and as the tool through which the PSDF will be unpacked in support of implementing the PSDF policies at the regional scale. Regional scale planning, according to the

Department of Rural Development and Land Reform's Guidelines for the Preparation of SDFs (2014) is defined as a plan that deals with unique considerations that cross provincial and/or municipal boundaries and apply to a particular spatial location. A region is defined as being a *circumscribed geographical area characterised by distinctive economic, social or natural features which may or may not correspond to the administrative boundary of a province or provinces or a municipality or municipalities*.

As such, this regional planning exercise seeks to unpack the PSDF in the context of the Southern Cape region, as shown in **figure 1.1** which shows how it fits into the planning framework continuum, while also drawing on the local and district scale planning intents, thereby setting in place a desired future as moulded by civil society, government, business and municipal role-players in the region. This plan's intent is to ensure that the agreed spatial agenda of the province and region is implemented across the regional and local levels.

The PSDF highlights the need for a coordinated approach to spatial development across spheres of government. This approach is echoed in the mandate assigned to the Department of Environmental Affairs and Development Planning in taking responsibility for the preparation of regional plans and taking the lead in forging a shared spatial agenda between the stakeholders in the Southern Cape Region. The regional planning and development mandate is a concurrent national and provincial constitutional competency, as a feature of South Africa's new spatial governance system. Legislation provides for National or Provincial government to prepare and

apply a Regional Spatial Implementation Framework (RSIF), Nationally in terms of SPLUMA (2013) or Provincially in terms of LUPA (2014). According to the Greater Cape RSIF, a Regional Spatial Implementation Framework is an instrument which National or Provincial government can use (its preparation in terms of the Acts is discretionary, not mandatory) in support of the coherent spatial development and management of regions. From the legislation, there is no direct mandate to undertake regional planning exercises, however it is a useful tool when it is appropriate to do so. Additionally, the mandate to compile this report comes out of the PSDF, as highlighted above.

The SC RSIF Status Quo Report was finalised in draft in July of 2016. Having provided a snapshot of the status quo, trends, and issues in the region, this report serves as the response to the Status Quo report, whereby strategies and policies for interventions will be presented in response to the issues identified in the Status Quo report. In this way, this report will provide the conceptual development, concept, spatial framework, and implementation framework for the Southern Cape region for a twenty-year period.

## 1.2. PURPOSE

One of the primary aims of a regional planning exercise, as provided for in both the Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013) and the Western Cape Land Use Planning Act, 2014 (Act 3 of 2014), is to facilitate the coordination, integration, and alignment of Provincial and Municipal land use planning and development policy and to address specific economic, social, natural, or unique opportunities, constraints and features in a specific area that often traverses an area larger than a single municipal area.

According to the PSDF (2014), the purpose of developing regional planning frameworks is to manage the tension between the protection of high value resources and landscapes and urban growth in the growth nodes of the towns in the Southern Cape area. The primary focus of the SC RSIF is to

As highlighted in the SC RSIF Status Quo Report, the **purpose** of the Southern Cape Regional Plan is to:

- Provide a **coherent spatial vision** for the Southern Cape functional region taking into account the environmental, social and economic

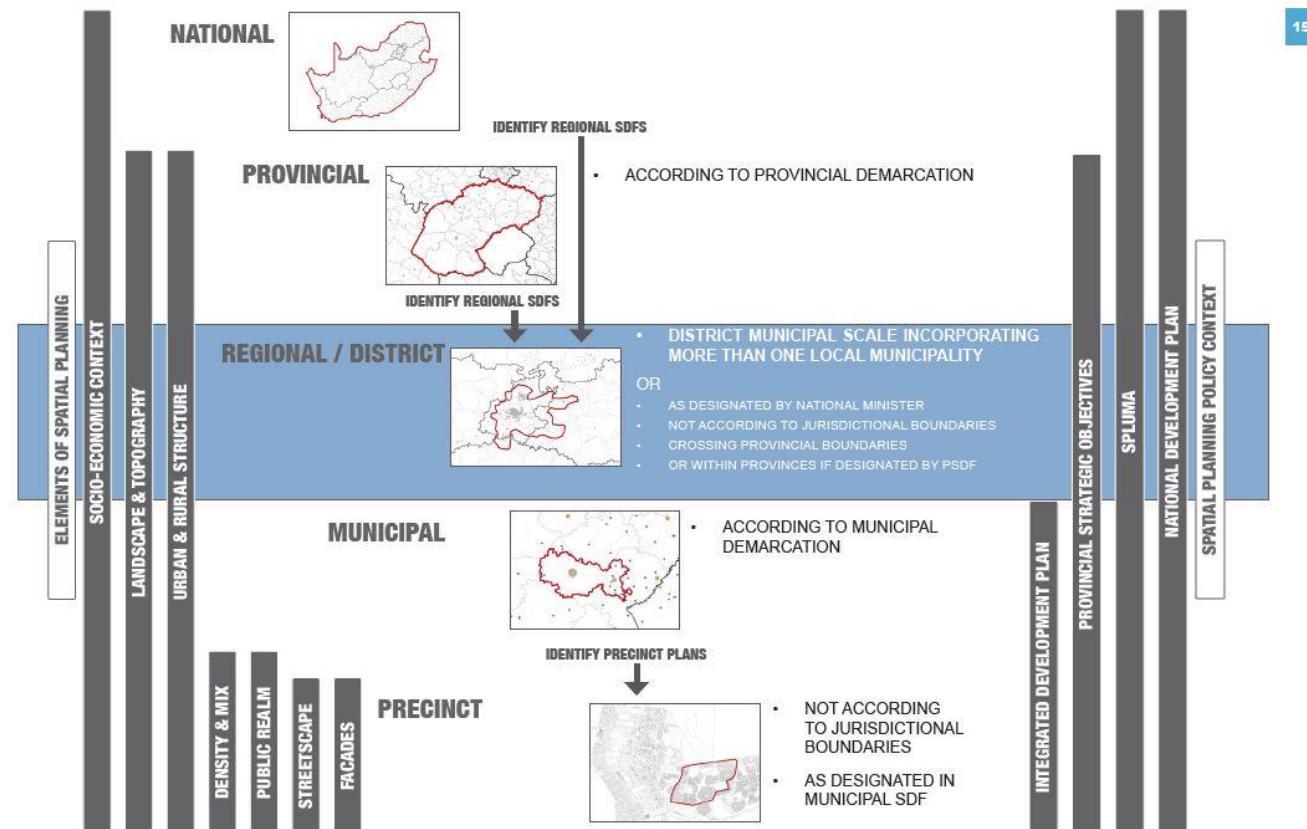


Figure 4. The Relationship Between Spatial Frameworks and Implementation Plans at Various Scales of Planning

Eden Spatial Development Framework | Policy Context and Vision Directives | Final Draft for Comment | April 2017

## FIGURE 1.1 - UNDERSTANDING WHERE REGIONAL PLANNING FITS IN THE VARIOUS SCALES OF PLANNING (DRDLR, 2014)

unashamedly seek ways in which economic development can be achieved in a sustainable and ecologically sensitive manner.

opportunities and constraints;

- b) Provide guidance on the promotion of a rational and predictable **infrastructure, economic** and **land use planning** within the region;
- c) Coordinate, integrate and align provincial and municipal land use planning, infrastructure and economic development policy, specifically taking a regional approach to address regional **environmental management**, regional **human settlement** provision, **economic development**, regional **infrastructure**, regional **transport**, **landscape character**, **sense of place preservation**, and **heritage**.
- d) To give expression to the Provincial Spatial Development Framework, 2014, at the regional level. This means, it will:
  - Elaborate what it means for the Mossel Bay – George node being an **emerging regional centre** and **priority urban functional region** of Provincial significance, and what role these towns will play in the future growth and development of the region;
  - Elaborate what it means for the Wilderness to Plettenberg Bay corridor being **a leisure corridor** of Provincial significance.
- e) From an **environmental perspective**:
  - Identify **key assets** in the region;
  - Gain a thorough understanding of the **environmental challenges, risks, opportunities and constraints** and how these interact with socio-economic development, settlement building, and economic development.
  - Identify **regional priorities, objectives and strategies**, that comply with land use and bioregional planning principles as contained in the PSDF;

- Take a **balanced approach** to development which ensures, on the one hand, the integrity of critical biodiversity areas whilst on the other hand, facilitating **appropriate socio-economic development** of the region.
- Ensure the **protection of the sense of place** and beauty that the Southern Cape is so well known for.
- Set out **Spatial Planning Categories** that reflect suitable land use activities by utilizing the latest Critical Biodiversity Areas (CBA) mapping, as a primary informant;
- f) From a **social perspective**:
  - Set out **proposals** with regard to issues of **food security and the loss of productive farm land** to urban development with particular reference to the National Department of Agriculture's increased emphasis on this issue;
  - Provide spatial direction with respect to the placement and location – at a regional scale – of **human settlement** and low income housing opportunities, in response to environmental and economic constraints.
- g) From an **economic perspective**:
  - A consideration of the **main sectors** that (currently and potentially) drive the Southern Cape Functional Region's economy (in terms of **output and jobs**) and consider **associated value chains** that have organized themselves spatially.
  - An understanding of the **nature and structure** of the **economy** in terms of:
    - What it consists of and who the main players are;
    - Its internal dynamic – how the value-chains operate and how the different sub-regions relate to each other (networks);
  - Its external dynamic – relationship to the broader regional and national economy;
  - Growth trajectories;
  - Key strengths, weaknesses, opportunities and constraints;
  - Provide **spatial direction** in determining the viability of **different public transport options**, as well a high level investigation on the shift from road to rail for freight;
  - Determine **bulk infrastructure requirements** over the next 20 years based on existing Infrastructure Growth Plans (IGPs) and other information;
  - Set out **proposals** with regard to the **rural space-economy** as per the PSDF;
  - Key considerations that will facilitate a low carbon and climate resilient economy.

Based on the above, the SC RSIF will set out transversal and strategic **proposals** on how to deal with **regionally specific issues**.

The SC RSIF aims to provide strategic guidance for the overall future development of the region over a period of 20 years. This would be to guide investment and development decisions, and to provide the framework through which municipal coordination will be facilitated in consolidating the region as a logical, clear, and sustainable system; which fosters economic growth and development, values natural resource protection, and encourages sustainable development of urban areas.

Because natural systems, issues around water capacity, and space-economy considerations span many municipal boundaries, and because there is a need to consolidate the area into a coherent system which promotes economic development and capitalizes on its inherent character and assets to

become a provincial tourism and leisure coastal belt, a regional approach is necessary.

The SC RSIF, as a result, will aim to align the medium to long-term capital investment frameworks (CIFs) of government spheres and other stakeholders in the region to bolster the regional economy and capitalize on its unique aspects which have spin-off positive effects in making the region more competitive.

Notwithstanding the economic focus of the SC RSIF, the sustainable improvement of spatial outcomes in the region needs to consider regional inter and intra-relationships (environment-settlement-economy) and integrate and balance them across municipal boundaries to establish and forge a clear agreed-upon spatial agenda for the future development of the region as a whole.

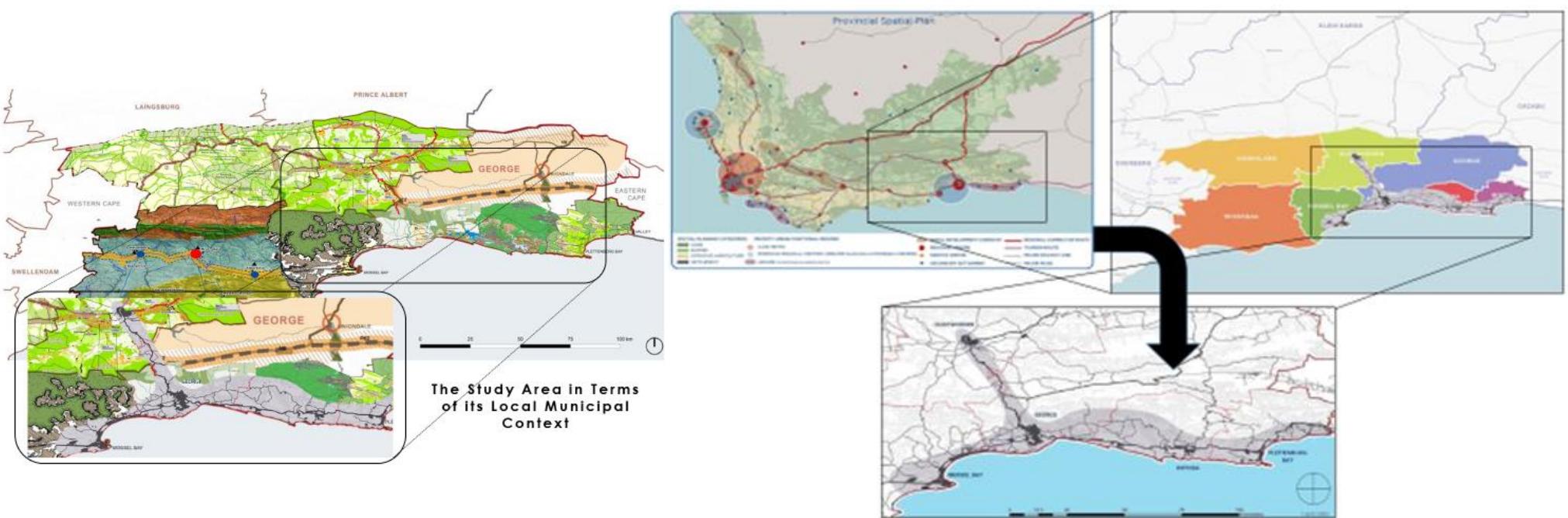
The SC RSIF process envisions that each local municipality within the Southern Cape region should be enhanced as a unique and sustainable settlement based on its competitive advantage, encircled by a green matrix of natural and rural landscapes.

One of the main regional challenges identified will be to address the need to manage the development and growth of urban and rural environments to ensure their sustainability, maintain their affordability whilst at the same time providing for the needs of the community.

Also, a challenge at a rural regional scale will be to ensure that agrarian and land reform is enhanced while capitalising and diversifying agricultural value chains, including agri-processing.

### 1.3. REGIONAL STUDY AREA

**Figure 1.2** shows the study area for the SC RSIF in the context of the Western Cape Province, the Eden District, and the local municipalities which form part of it; namely Bitou, Knysna, George, Oudtshoorn, and Mossel Bay. The study area was selected in terms of the grouping of towns with high to very high growth potential (identified in the 2014 Growth Potential of Towns Study). The area was also selected as a result of the Garden Route's inherent assets and character, as identified by the Provincial Spatial Development Framework.



**FIGURE 1.2 - THE LOCATION OF THE SOUTHERN CAPE REGION IN RELATION TO THE PROVINCE AND EDEN.**

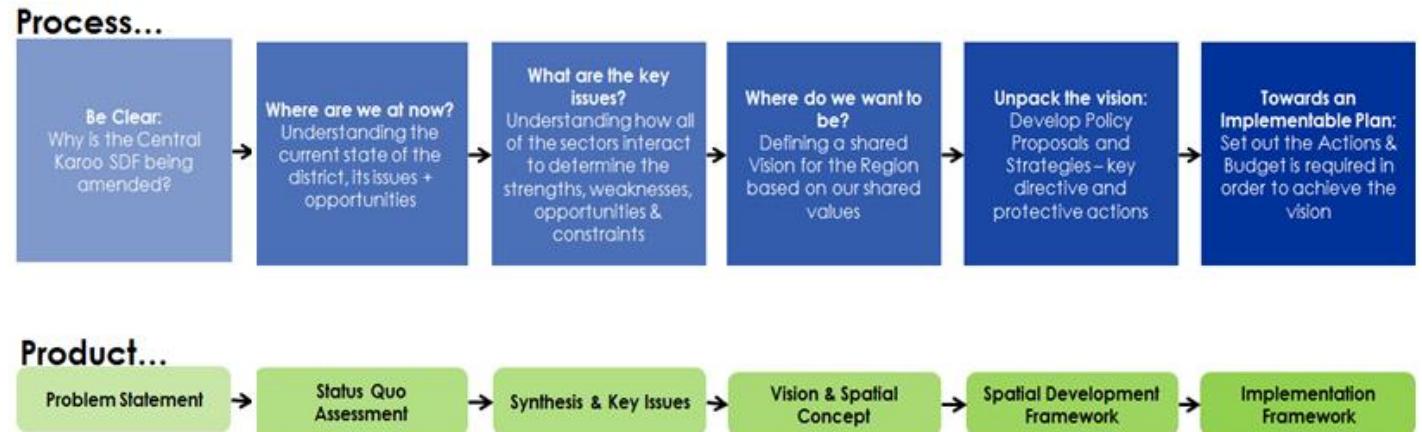
## 1.4. METHODOLOGY

The methodology involved in developing the SC RSIF is shown diagrammatically in **Figure 1.3**. It shows that the project began with a **sectoral status quo analysis** of the environment, economy, and settlements in the region, from which a number of **key issues, trends, and opportunities** were identified. This baseline analysis then informed the development of a Synthesis, which saw the development of a set of **9 key regional cross-sectoral issues** which emerged from a performance assessment exercise of the region in terms of the shared values and principles of the region.

Feeding into this synthesis are summaries of the emerging themes from 10 Focus Groups which were conducted and summarized in terms of their individual profiles, assets, risks and challenges, and implications for planning. A further informant to the status quo synthesis was a joint-visioning exercise.

Out of the Status Quo synthesis, a vision, and set of values and principles were developed in order to respond effectively to the 9 key issues identified. Thereafter a concept for the region was set forward.

Having presented a concept, the next step in the process of developing the SC RSIF was to identify the means by which the concept can be achieved. This section of the report presents the spatial development framework through a set of policy statements which were established in direct response to the 9 key issues emerging from the Status Quo synthesis. For each policy, a set of guiding strategies are presented to provide strategic guidance with regards to achieving the aim of the policy. These policies and strategies are then further unpacked into programme and project



**FIGURE 1.3 – A METHOD DIAGRAM ILLUSTRATING THE STEPS REQUIRED TO DEVELOP A SPATIAL DEVELOPMENT FRAMEWORK (SDF).**

level detail, responding to the “what,” “where,” and “how” for each policy.

### 1.5. PARALLEL PLANNING PROCESSES

The preparation and development of the SC RSIF cannot be understood as an isolated process. Instead, it is worth establishing and highlighting the links between this and other concurrent strategic planning processes and stakeholders.

#### 1.5.1. THE EDEN DISTRICT SPATIAL DEVELOPMENT FRAMEWORK

The Southern Cape RSIF was initiated before Eden commenced with their District SDF. Upon request of Eden DM, the two processes were merged into a single regional planning process, where the focus of the Southern Cape RSIF would be to complement the Eden SDF. As a result, the project teams have worked side by side and have been involved together in multiple engagements throughout the process. At the time of the SC RSIF's inception, the regional framework

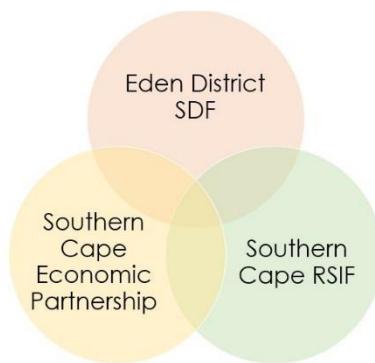
was intended to be approved by the provincial minister as regional spatial development framework as defined in Chapter 3 of LUPA. However, subsequent to its inception and the inception of the EDM SDF, a decision was made that the Eden District SDF would be the primary regional plan with the southern cape RSIF being an integral informant to the SDF. As a result, the RSIF project committee that was established at the project's inception, transitioned to form the basis of the Eden District SDF Inter-Departmental Steering Committee (ISC).

#### 1.5.2. THE SOUTHERN CAPE ECONOMIC PARTNERSHIP (SCEP)

The Southern Cape Economic Partnership is a platform for business leaders in the private and public sectors in the Southern Cape economic region to share information, collaborate and solve problems to the benefit of the greater region and with the aim of promoting shared economic growth and development. The medium-term partnership objectives are to:

- Facilitate constructive interaction between Business Chambers from neighbouring towns, local authorities and other key stakeholders influencing the business environment;
- Promote and support collaborative leadership and shared growth within the economic delivery system of the South Cape economic region;
- Be a channel for communication and managing conflict within the regional business environment;
- Serve as a vehicle towards developing strategic collaboration and partnerships with key stakeholders across the region, province and country; and
- Provide a platform for the formulation of solutions to pressing business related issues, problems, and challenges.

The current priority sectors in which the SCEP is involved include Oil, Gas and Marine; Tourism; Agri-processing, and Creative Industries.



A series of focus group workshops were held in 2016 and 2017 in order to formulate an agreed-upon vision for the future of the Southern Cape region, and to generate ideas around 10 major focus group themes.

The SCEP played an integral part in the focus group workshops. In this way, the 10 focus group exercises were intended to run for the purposes of the SCEP, EDM SDF, and SC RSIF development processes. Instead of each of the three initiatives running their own separate public participation processes and workshops, the aim was to run the exercises as an integral part of all three processes, thereby saving on time and resources. Since the exercises, the SCEP has continued to hold focus groups of this nature to further understand the characteristics of the economic potential of the region. All three projects aimed to bring together a range of stakeholders for similar purposes.

### **1.5.3. INTERGOVERNMENTAL COOPERATION**

The SC RSIF recognizes the critical importance of cooperative government, common purpose and a shared vision between government, state agencies, and the private sector in securing a more sustainable, economically robust, and socially equitable future for the district as a whole.

To this end, a joint strategic engagement was undertaken to ensure the alignment between the vision developed for the SC RSIF process, the work of the SCEP, the Eden SDF. This visioning session also speaks to the fact that none of the above-mentioned planning processes occurred in isolation. Instead, through cooperation, parallel planning processes could be undertaken to effectively inform the development of a well-considered vision for the region. The outcomes of this visioning session, the 10 focus group workshops, and the key policy and vision informants from these processes are summarised later in chapter 3 of this report.

## 2. LEGISLATIVE & POLICY CONTEXT

Before the SC RSIF is presented and articulated, it is useful to understand the broad legislative and policy context in which the document sits. This section will provide such a context.

### 2.1. LEGISLATIVE CONTEXT

Instead of providing drawn-out detail on the specific legislation relevant to the Southern Cape, which would be lengthy and tedious, this section provides a brief overview of the planning legislative context in South Africa and the Western Cape. This section's main objective is to understand how the planning legislation is structured in relation to regional planning.

#### 2.1.1 THE SPATIAL PLANNING AND LAND USE MANAGEMENT ACT, 2013 (ACT 16 OF 2013)

SPLUMA establishes a process to develop an SDF, as well as the minimum content requirements of an SDF. An SDF must achieve the following:

- Create, and be informed by, a longer term spatial vision;
- Guide the planning of all spheres of government;
- Identify risks associated with particular developments;
- Identify and quantify engineering infrastructure needed for future growth; and
- Provide the spatial expression of the coordination, alignment and integration of all sector plans.

SPLUMA also includes a set of **5 development principles** which must guide the preparation, adoption and implementation of any SDF, policy and/or by-law concerning spatial planning and the development or use of land. These principles are set out below:

**Spatial Justice** refers to the need to redress the past apartheid spatial development imbalances and aim for equity in the provision of access to opportunities, facilities, services and land. In the broadest sense, it seeks to promote the integration of communities and the creation of settlements that allow the poor to access opportunities.

**Spatial Sustainability** essentially refers to a sustainable form of development. A part of this means promoting less resource consumptive development typologies that promote compaction, pedestrianisation, and mixed-use urban environments which allow for the development of a functional public transport system and space economy. A spatially sustainable settlement will be one which has an equitable land market; while ensuring the protection of valuable agricultural land, environmentally sensitive and biodiversity rich areas, as well as scenic and cultural landscapes. A core component of spatial sustainability ultimately seeks to limit urban sprawl.

**Efficiency** refers to the need to create settlements that optimise the use of space, energy, infrastructure, resources, and land. Efficiency is also the need to promote densification and urban (as opposed to suburban) development typologies. Efficiency also has to do with the manner in which the settlement itself is designed and functions; which ought to reduce the need to travel long distances to access services, facilities, and opportunities. Efficiency also refers to decision-making procedures which should be designed to minimise negative financial, social, economic or environmental impacts.

**Spatial Resilience** in the context of land use planning refers to the need to promote the development of sustainable livelihoods for the poor (i.e. communities that are most likely to suffer the impacts of economic

and environmental shocks). The spatial plans, policies and land use management systems should enable the communities to be able to resist, absorb and accommodate shocks and to recover from these shocks in a timely and efficient manner. This includes the preservation and restoration of essential basic infrastructure and functions, and also long-term adaptation in order to ensure increased resilience in terms of future shocks (United Nations Office for Disaster Risk Reduction, 2009).

**Good Administration** in the context of land use planning refers to the promotion of integrated, consultative planning practices in which all spheres of government and other role-players ensure a joint planning approach is pursued. Furthermore, it is critical that decisions made in terms of land use planning seek to minimise the negative financial, social, economic and environmental impacts of a development. Furthermore, 'good administration' in the context of land use planning, refers to a system which is efficient, well run, and where the timeframe requirements are adhered to.

The planning legislative framework has introduced a three-sphere system of development planning at the national, provincial and local spheres, as set out in **Figure 1.4**, below. The system is aimed at facilitating intergovernmental priority setting, and the spatial alignment and coordination of public investment in space.

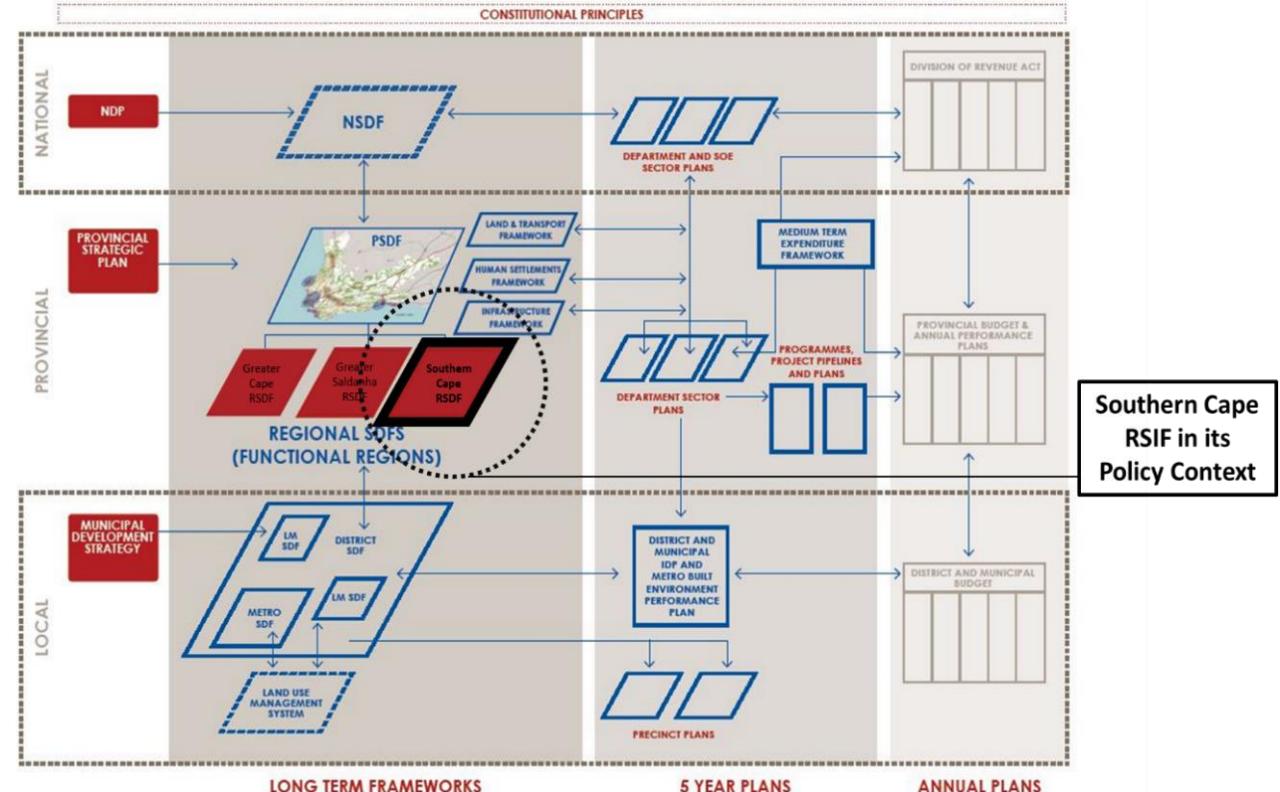
#### 2.1.2 THE WESTERN CAPE LAND USE PLANNING ACT, 2014 (ACT 3 OF 2014)

The Western Cape Land Use Planning Act, 2014 (Act 3 of 2014) echoes much of what SPLUMA seeks to achieve from a spatial planning perspective, adding some detail in terms of the process that may be used

to develop a Spatial Development Framework, content requirements of SDFs, as well as setting out the functions of municipalities and provincial government.

In terms of LUPA Section 3, which sets out the functions of Provincial Government, the Provincial Minister may adopt, amend or review a provincial regional spatial development framework. In addition, he/she must monitor provincial land use planning and how it is impacted on by disaster management; housing; regional planning and development; urban and rural development; provincial tourism; protection of biodiversity, heritage, and agricultural resources; main public facilities and services; water and energy services; adaptation to climate change and the mitigation of its impacts; renewable energy production and energy conservation; and economic development.

To inform preparation of a provincial regional spatial development framework an assessment must be made of existing levels of development in the region, and the challenges of provincial land use planning (LUPA Section 7 (3)). In terms of spatial policy, LUPA Section 7(4) stipulates that a provincial regional spatial development framework must be consistent with the PSDF.



**FIGURE 1.4 – PLANNING INFORMANTS FROM DIFFERENT SPHERES OF GOVERNMENT AND WHERE REGIONAL PLANNING FITS IN THIS SYSTEM.**

## **2.2. NATIONAL AND PROVINCIAL POLICY CONTEXT**

The three-sphere system of integrated governance described above brings with it a multi-sphered approach to policy framework development.

The legislation described briefly above assigns specific roles and responsibilities to each sphere of government, as derived from the Constitution of the Republic of South Africa.

Relevant planning policy at a national level seeks to guide the development of provincial policy, which in turn informs the development of municipal policy. It is important to note that this process is not only top-down in nature, as policy alignment is essential from bottom-up too.

The RSIF, in terms of spatial planning policy, should bridge the gap between provincial and municipal competencies, giving spatial expression to provincial policy and guidance for municipal policy, and ensure that issues of a regional nature are adequately addressed and guidance provided for. Below, the relevant policies are highlighted and explained.

### **2.2.1. THE NATIONAL DEVELOPMENT PLAN**

The National Development Plan, 2030, is the supreme and overarching plan for South Africa that sets out the most crucial objectives and actions that need to be undertaken in the Republic of South Africa in order to eliminate poverty and reduce inequality by 2030. The following sets out some of the key interventions that the NDP seeks to achieve:

- Significantly reduce unemployment and increase the size of the economy through a range of actions.
- Invest in economic infrastructure, such as electricity, water, public transport and broadband networks.
- Enhance environmental sustainability and resilience.
- Develop an inclusive rural economy through agri-processing and agriculture, tenure security, land reform.
- Increase trade within Southern Africa.
- Transform our human settlements, by co-locating places of work and human settlements, densifying our settlements and improving public transport.
- Improve education, training and innovation at all levels of the education system.
- Improve the health outcomes of the country.
- Enhance and ensure social protection and build safer communities.
- Build a capable state.
- Fight corruption.
- Promote nation building.

While the NDP is an extensive plan with a significant amount of detail, SDFs are envisioned to be tools through which the NDP should be implemented.

Some of the key proposals of the NDP are set out below:

**i. Urban and Rural Transformation:** Spatial transformation is advocated given the enormous costs imposed by existing spatial divides. The NDP recognises that achieving this is a complex long-term process. The NDP's human settlement targets are: more people living closer to their places of work; better quality public transport; and more jobs in proximity to townships.

**ii. Improving Infrastructure:** The NDP identifies infrastructure as essential for development and prioritises upgrading informal settlements on suitably

located land; rolling out public transport systems; improving freight logistics; augmenting water supplies; diversifying the energy mix towards gas (i.e. imported liquid natural gas and finding domestic gas reserves) and renewables; and rolling-out broadband access.

**iii. Building Environmental Sustainability and Resilience:** "South Africa's primary approach to adapting to climate change is to strengthen the nation's economic and societal resilience. This includes ensuring that all sectors of society are more resilient to the future impacts of climate-change by; decreasing poverty and inequality; creating employment; increasing levels of education and promoting skills development; improving health care and; maintaining the integrity of ecosystems and the many services that they provide" [NDP 2012, p 209]. The long term strategy is to transition to a low carbon economy.

### **2.2.2. THE INTEGRATED URBAN DEVELOPMENT FRAMEWORK**

The IUDF's core objective is spatial transformation, drawing its mandate from the NDP and the realisation that urbanisation is an increasing challenge, as well as an opportunity for South Africa. The IUDF essentially proposes a growth model for urban areas in South African that promotes compaction, connectedness, and coordinated growth in respect to land, transport, housing and job creation. The goal of the IUDF is to create efficient urban spaces by reducing the travel costs and improving public transport, aligning land use and transport planning, increasing densities, and promoting mixed land uses so that people can live and work in the same places and spaces.

To achieve this transformative vision, the IUDF sets out the following four strategic goals which are visualised in **Figure 1.5** below.

- Spatial integration** – To forge new spatial forms in settlement, transport, social and economic areas.
- Inclusion and access** – To ensure people have access to social and economic services, opportunities, and choices.
- Growth** – To harness urban dynamism for inclusive, sustainable economic growth and development
- Governance** – To enhance the capacity of the State and its citizens to work together to achieve spatial and social integration.

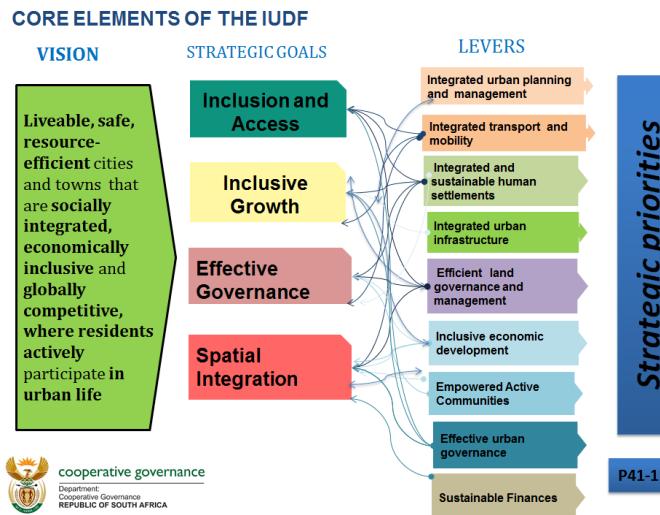


Figure 1.4 – The Vision, Strategic Goals, and Levers in the Integrated Urban Development Framework (COGTA, 2016)

### 2.2.3. THE PROVINCIAL STRATEGIC PLAN

The SC RSIF builds-on the Provincial Strategic Plan (PSP 2015) and gives regional expression to achieving the Western Cape's Provincial Strategic Goals (PSGs), namely:

- PSG 1** : Create opportunities for growth and jobs.
- PSG 2** : Improve educational outcomes and opportunities for youth development.
- PSG 3** : Increase wellness and safety, and tackle social ills.
- PSG 4** : Enable a resilient, sustainable, quality, and inclusive living environment.
- PSG 5**: Embed good governance and integrated service delivery through partnerships and spatial alignment.

The PSP gives highest priority over the next five years to economic growth and job creation (i.e. PSG 1). The RSIF is a planning and budgeting guide towards the achievement of PSG 5 with regard to spatial alignment. Its proposals focus on opening-up opportunities in the regional space-economy (PSG 1) and improving living conditions (PSG 4) in the Southern Cape region.

The Provincial Strategic Plan (PSP, 2014 - 2019) sets out the initiatives being undertaken to deliver on the Provincial Strategic Goals (PSGs) presented in Section 1. The PSDF sets the spatial framework within which the PSP is being implemented. This SC RSIF, which refines the PSDF, focuses on putting in place a spatial framework for opening-up opportunities for growth and jobs (i.e. PSG 1) and improving living conditions (i.e. PSG 4) within the Southern Cape region.

The PSDF's strategy for the development of the Western Cape space-economy (see **Figure 1.6**) has four key components:

1. Reinforcing the performance of the province's economic growth engine (i.e. Cape Metro region);
2. Unlocking the potential of emerging regional industrial nodes in the West Coast (i.e.

Saldanha/Vredenburg and environs) and the Southern Cape (i.e. Mossel Bay/George and environs);

3. Strengthening the Overstrand and Garden Route coastal belts as leisure, lifestyle, holiday, and retirement regions; and
4. Intensifying rural development along the upper Breede River and lower Olifants River corridors.

Project Khulisa is the central thrust of the Western Cape Government's economic development strategy. Khulisa Phase 1 runs from 2015 to 2019 and focuses on what government and the private sector can do together to improve economic growth and job creation in the tourism, agri-processing, and oil and gas industries.

A Special Purpose Vehicle (SPV) programme has been initiated to facilitate public-private partnerships in priority industrial sectors. These SPVs include: Business Process enabling South Africa (BPeSA), or BPO and call centres; GreenCape, supporting the green economy and renewable energy sector; the South African Oil and Gas Alliance (SAOGA), for the upstream oil and gas servicing sector; and the Cape Innovation & Technology Initiative (CITI), targeted at developing globally competitive tech and innovation solutions (Accelerate Cape Town, 2014).

Tourism is a vital sector in the Western Cape economy contributing R17 billion in 2013 and supporting 204 000 formal jobs (many of these medium to low skilled jobs). Tourism has been added to Wesgro's portfolio in order to streamline marketing and development activities, and generate additional revenue for businesses and municipalities. Project Khulisa's tourism development initiatives include developing cultural and heritage tourism, niche marketing, and marketing the region as an all-year round destination. As the GCM is the country's premier visitor destination, managing, and

developing its tourism assets forms part of the regional spatial agenda.

Agri-processing is Project Khulisa's second pillar. Notwithstanding that the Western Cape is a services based economy (i.e. the tertiary sector is the largest contributor to GDP), the agricultural sector remains its 'backbone' (PERO, 2015). The Western Cape agricultural sector contributes 23 per cent of value added nationally (R14.7 billion of R64 billion). Agricultural value chains permeate the provincial economy (i.e. backward and forward linkages), particularly in the GCM region. Project Khulisa leverages off the comparative advantage that the Western Cape has by targeting the further development of agri-processing. As the GCM region is the source of most agricultural products, and where they are processed, packed and distributed, this is an important consideration on the regional spatial agenda.

The third pillar of Project Khulisa is to promote the Western Cape oil and gas industry, spatially targeted in Mossel Bay and Saldanha Bay. This sector generated 35 000 formal jobs in 2013 (PERO, 2014), and has been identified as a sector in which further jobs can be created for artisans in midstream services such as rig repair. In the GMC context Project Khulisa sets out to facilitate implementation of SIP 5 (i.e. development of port of Saldanha, SBIDZ, and associated local and regional economic infrastructure), upgrade the local skills base (i.e. PSG 2), provide facilities and services for the wellness and safety of the community (i.e. PSG 3), and enable sustainable, resilient, and inclusive living environments (i.e. PSG 4).

In accordance with PSG 5 (i.e. cooperative governance and integrated service delivery through partnerships and spatial alignment), the Western Cape Government has commissioned a parallel RSIF

process focusing on greater Saldanha. It is also supporting the municipality with the preparation of its new IDP and SDF. Part of the GCM spatial agenda is exploring what functional linkages need to be developed between Saldanha and the Cape Metro.

#### 2.2.4. PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK

The Provincial Spatial Development Framework (PSDF 2014) gives spatial expression to the PSP and takes the Western Cape on a path towards:

- More inclusivity, productivity, competitiveness and opportunities in its urban and rural space-economies;
- Better protection of its place-based (i.e. spatial) assets;
- Strengthened resilience of its natural and built environments; and
- Improved effectiveness in spatial governance and on-the-ground delivery of public services, facilities, and amenities.

The logic underpinning the PSDF's spatial strategy is to:

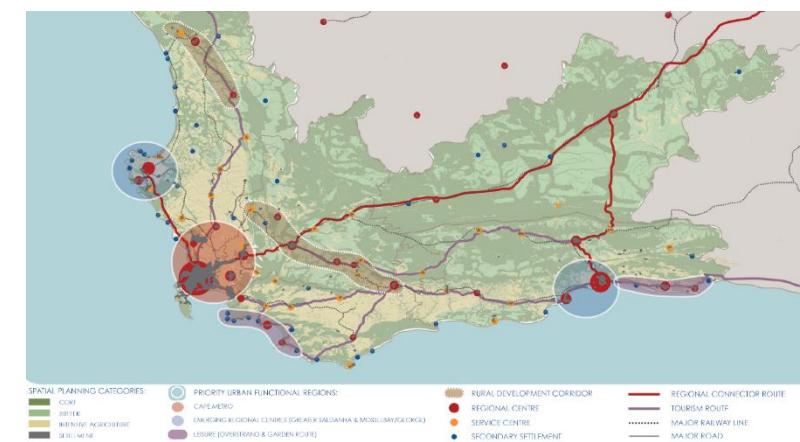
- **Capitalise** and build on the Western Cape's comparative strengths (e.g. gateway status, knowledge economy, lifestyle offering) and leverage the sustainable use of its unique spatial assets;
- **Consolidate** existing and emerging regional economic nodes as they offer the best prospects to generate jobs and stimulate innovation;
- **Connect** urban and rural markets and consumers, fragmented settlements and critical biodiversity areas (through freight logistics, public transport, broadband, and priority climate change ecological corridors); and

- **Cluster** economic infrastructure and facilities along public transport routes to maximise the coverage of these public investments, and respond to unique regional identities within the Western Cape.

The PSDF includes four spatial themes namely; **Resources**, **Space Economy**, **Settlement** and **Spatial Governance**. The first three themes, which have a spatial component, resulted in the development of 13 spatial policies. The fourth theme, spatial governance, explored the governance structure required in order to implement the PSDF. The composite map for the PSDF is provided below in **Figure 1.6**.

The key spatial policies in respect of the Southern Cape are:

- **POLICY R1:** Protect biodiversity and ecosystem services.
- **POLICY R2:** Safeguard inland and coastal water resources, and manage the sustainable use of water.



**FIGURE 1.5 – THE PSDF COMPOSITE MAP.**

- **POLICY R3:** Safeguard the Western Cape's agricultural and mineral resources, and manage their sustainable and productive use.
- **POLICY R4:** Recycle and recover waste, deliver clean sources of energy to urban households, shift from private to public transport, and adapt to and mitigate against climate change.
- **POLICY R5:** Protect and manage provincial landscape and scenic assets.
- **POLICY E1:** Use regional infrastructure investment to leverage economic growth.
- **POLICY E2:** Diversify and strengthen the rural economy.
- **POLICY E3:** Revitalise and strengthen urban space-economies as the engine of growth.
- **POLICY S1:** Protect, manage, and enhance the provincial sense of place, heritage and cultural landscapes.
- **POLICY S2:** Improve provincial, inter-, and intra-regional accessibility.
- **POLICY S3:** Ensure compact, balanced, and strategically aligned activities and land uses.
- **POLICY S4:** Ensure balanced and coordinated delivery of facilities and social services.
- **POLICY S5:** Ensure sustainable, integrated and inclusive housing planning and implementation.

## **2.2.5. THE WESTERN CAPE INFRASTRUCTURE FRAMEWORK**

The SC RSIF also builds-on the Western Cape Infrastructure Framework (WCIF 2013), a long-term strategic framework that sets out the required changes and development agendas relating to infrastructure provision. Given the sector-based and institutionally fragmented history of infrastructure planning, the WCIF defines a new approach to coordinated and strategic infrastructure planning.

The WCIF quantifies the scale and nature of the infrastructure requirements, how and where infrastructure provision needs to evolve to satisfy a new agenda in a changing world, and who will be responsible. The framework also sets out the high-level transitions required to achieve the Western Cape's development agenda, and differentiates between sub-infrastructure sectors.

The RSIF explores the regional implications of taking forward this agenda for optimizing and aligning of Provincial planning policies with infrastructure delivery.

## **2.2.6. THE PROVINCIAL LAND TRANSPORT FRAMEWORK**

The PLTF's goals are to:

- establish and operationalize a Provincial Transport Management Forum to coordinate trans-modal and transversal transport access;
- develop a safety and security plan for rail, road, and non-motorised transport;
- promote integrated transport systems;
- develop transport plans that respond to the Western Cape's rural challenges;
- develop trans-modal strategies to improve economic efficiency; and
- roll-out the PLTF to all transport entities and optimize funding.

## **2.2.7. THE WESTERN CAPE HUMAN SETTLEMENTS FRAMEWORK**

Recognising that the current human settlement paradigm is not working, the Department of Human Settlements is currently finalising the Western Cape's first long term human settlement strategy. The Human Settlement Framework is clarifying roles and responsibilities, forging a shared vision, and defining implementable delivery programmes. The following strategic transformations are:

- from the provision of houses to the development of sustainable human settlements;
- from low value production to realizing urban dividends; and
- from the State as provider to the State as infrastructure provider and enabler of housing.

## **2.2.7 THE WESTERN CAPE CLIMATE CHANGE RESPONSE STRATEGY**

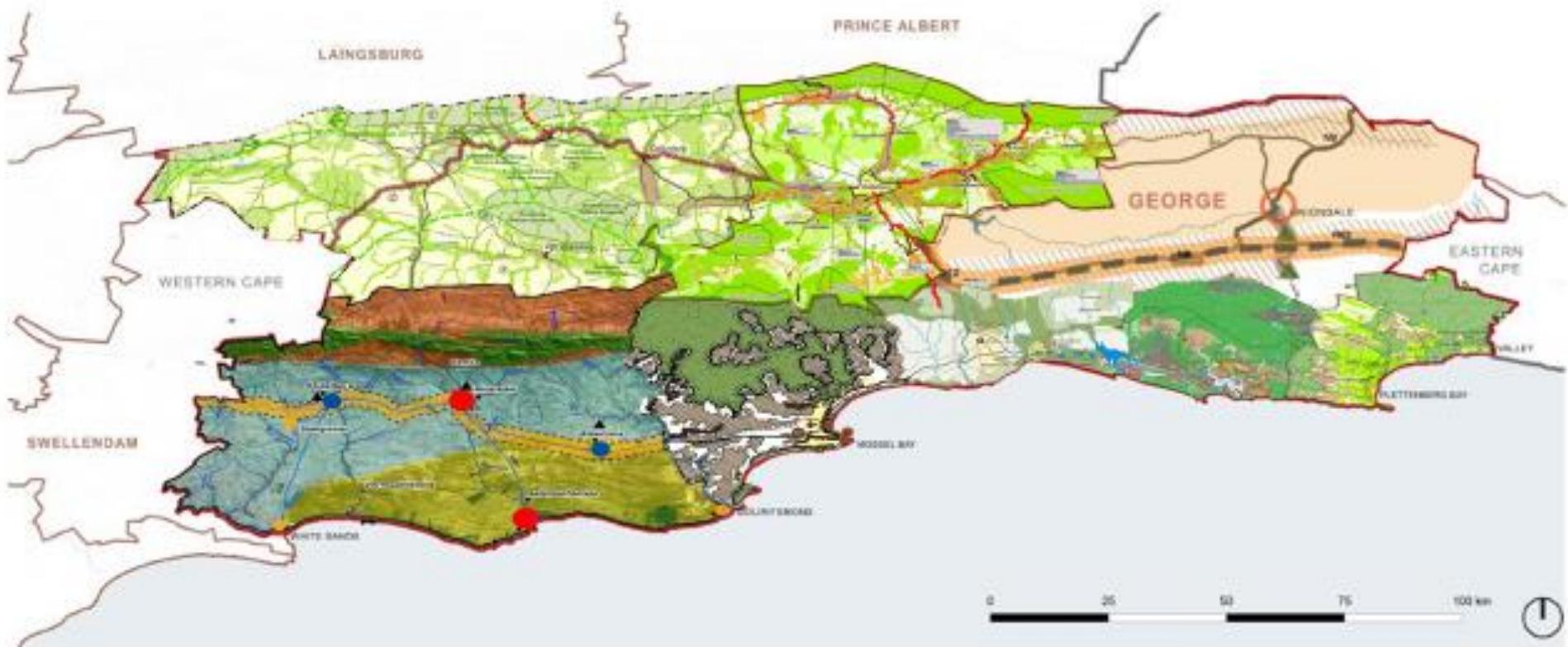
The Western Cape Climate Change Response Strategy (WCCCRS 2014) is a coordinated climate change response for the Western Cape Province aimed to guide the collective implementation of mitigation and adaptation response actions. The Strategy prioritises the following climate change adaptation outcomes for the Western Cape Province:

- well-managed natural systems that reduce climate vulnerability and improve resilience to climate change impacts;
- significantly increased climate resilience and coping capacity within communities which reduces climate-related vulnerabilities; and

- an actively adaptive and climate change resilient economy which unlocks new markets and economic growth opportunities arising out of climate change.

In order to give effect to these outcomes, the Strategy prioritises the following actions:

- recognition and prioritisation of scaled and unprecedented climate response mechanisms as an integral component of provincial transversal growth and development programmes;
- institutionalisation of and mainstreaming climate change response into government and other stakeholder structures, strategic plans, and action plans; and
- promote ongoing collaborative research in order to: 1) monitor changing conditions and provide and improve implementable local climate solutions; 2) develop innovative ways, funding mechanisms and partnerships to effectively and pro-actively respond to changing climatic conditions; and 3) better understand the complexities inherent in these conditions.



## Alignment of Local Municipal SDFs

# CHAPTER 2: SHARED REGIONAL ASPIRATIONS AND VALUES

## 2.1. Introduction

This chapter seeks to identify the shared regional values which inform the policy interventions proposed in subsequent sections of the SC RSIF.

Mirroring the Province's planning priorities, the SC RSIF endeavours to:

- produce a competitive regional space-economy that re-energises and shares growth;
- create an integrated network of regional settlements that provide resilient, sustainable, quality and inclusive living environments for a growing population; and
- design sustainable regional infrastructure networks (i.e. ecological, utility and transport); and
- promote collaborative regional management and governance arrangements.

The goal and objectives established above are reflected in a set of shared regional values which emerged through a joint visioning session held in the early phases of developing this framework, as well as through the relevant legislative normative framework, Integrated Development Plan's and Spatial Development Framework's. These shared regional values are discussed in more detail below.

## 2.2. Shared Regional Values

The process followed to develop a set of shared regional values was thorough and inclusive. This process began by identifying the principles promulgated in SPLUMA and the PSDF, as well as those that communities have agreed upon to guide the District and Local Municipal IDPs and SDFs. The District and Local Municipality plans analysed for this exercise were drawn from Eden District, Mossel Bay, George, Knysna, Bitou, and Oudtshoorn. Once the principles were identified, they were then clustered and presented for confirmation at the joint visioning session. A diagram of these principles are illustrated in **Figure 2.1**.

Once the contributors to the joint visioning sessions reached consensus on what the shared regional values ought to be, the authors of this report then organised these principles into nine shared regional values. These shared regional values are presented in the table below. These shared regional values stand as goals and objectives of the SC RSIF.



**Figure 2.1 – Principles Originating from Policy Documents Across the Southern Cape Region**

The following sets out the nine shared regional aspirations and values that will be used to underpin the Southern Cape Regional Spatial Development Framework going forward.

<b>OUR SHARED REGIONAL ASPIRATIONS AND VALUES</b>	
<b>1. ECONOMIC, SOCIAL AND ENVIRONMENTAL VITALITY &amp; RESILIENCE</b>	Enable and increase economic growth, economic vitality, economic diversification, skills development, and building a value-add and knowledge economy. Promote spatial resilience and climate change mitigation and adaptation through the conservation of natural resources, sustainable resource management and capitalizing on the region's inherent environmental, social and economic potential.
<b>2. RURAL DEVELOPMENT &amp; DIVERSIFICATION</b>	Promote sustainable agricultural practices, enhance value chains, promote agri-processing, rural economic diversification, and agricultural protection.
<b>3. PEOPLE-CENTRED DEVELOPMENT, EQUITABLE ACCESS, SPATIAL JUSTICE &amp; EFFICIENCY</b>	<p>People-centred development, creating quality living environments, enhancing the lives of the poor through poverty-alleviation and rural development strategies.</p> <p>Promote equitable access to quality and affordable transport, facilities, services and employment.</p> <p>Achieve spatial Justice and efficiency by integrating and densifying our settlements, promoting continuity, compaction, and mixed use quality urban environments which are well consolidated, and function in a collaborative and complementing manner, incrementally reversing the apartheid spatial form.</p>
<b>4. ENHANCE AND CAPITALISE ON EXISTING ENVIRONMENTAL AND BUILT ASSETS AND PROMOTE GOOD GROWTH MANAGEMENT, DEVELOPMENT AND MAINTENANCE PRACTICES</b>	<p>Enhance rural character, tourism potential, &amp; sense of place of the region, thereby capitalizing on the assets of the region.</p> <p>Provide and maintain the necessary regional and local infrastructure and guidelines for effective growth management in a financially and environmentally sustainable manner.</p>
<b>5. GOOD GOVERNANCE AND PREDICTABILITY</b>	Efficient, effective, and Integrated management and good administration and governance.

It can be observed that these shared regional aspirations and values are both informed by and inform the Eden SDF 'drivers of change'. This linkage will be made clear when the policy framework is set out.

## EDEN SDF – DRIVERS OF CHANGE

- 1) THE ECONOMY IS THE ENVIRONMENT

- 2) REGIONAL ACCESSIBILITY FOR INCLUSIVE AND EQUITABLE GROWTH

- 3) COORDINATED GROWTH MANAGEMENT FOR FINANCIAL SUSTAINABILITY

- 4) WE NEED TO PLAN AND IMPLEMENT AS ONE GOVERNMENT

## SOUTHERN CAPE RSIF – SHARED VALUES

- 1) ECONOMIC, SOCIAL AND ENVIRONMENTAL VITALITY AND RESILIENCE

- 2) RURAL DEVELOPMENT AND DIVERSIFICATION

- 3) PEOPLE-CENTRED QUALITY DEVELOPMENT, EQUITABLE ACCESS, SPATIAL JUSTICE AND EFFICIENCY

- 4) ENHANCE AND CAPITALISE ON EXISTING ENVIRONMENTAL AND BUILT ASSETS AND PROMOTE GOOD GROWTH MANAGEMENT, DEVELOPMENT AND MAINTENANCE PRACTICES

- 5) GOOD GOVERNANCE AND PREDICTABILITY



# CHAPTER 3: PERFORMANCE ASSESSMENT, SYNTHESIS & KEY ISSUES IN THE SOUTHERN CAPE

## 3. PERFORMANCE OF THE REGION AND SYNTHESIS OF KEY ISSUES: FINDINGS FROM THE STATUS QUO ASSESSMENT

The purpose of this chapter is to present a synthesis of the status quo report, which includes an analysis of how the region has performed in terms of its shared aspirations and values, and key regional issues (identified in chapter 2). This chapter supports the conceptual framework which will be presented in the next chapter, and is an attempt at consolidating the enormous amount of information presented in the status quo report. As such, several data points are presented in the chapter below which include the important trends emerging from the Status Quo sectoral analyses, the key outcomes of the joint visioning exercise, and 10 focus group workshops. The main goal of this chapter is to present a **performance assessment** of the Southern Cape region as well as set out **policy directives**. From this assessment, nine key regional issues will be established which require action.

Before presenting the performance of the region through the lens of the shared regional values and principles, this section establishes the key trends emerging from the Status Quo report. The Status Quo synthesis aims to identify cross-cutting, multi-sectoral issues and trends in the region, working towards identifying the key issues to which the SC RSIF should respond to. As a starting point, the key sectoral trends and patterns emerging from the Status Quo report are presented below, as well as the opportunities and challenges emanating from the SDFs of the Municipalities in which this regional study area falls.

### 3.1. KEY REGIONAL FINDINGS FROM THE RESOURCES ASSESSMENT

The following key trends and patterns were identified in the Resources Analysis, which are shown in **Figure 3.1** and **3.2**:

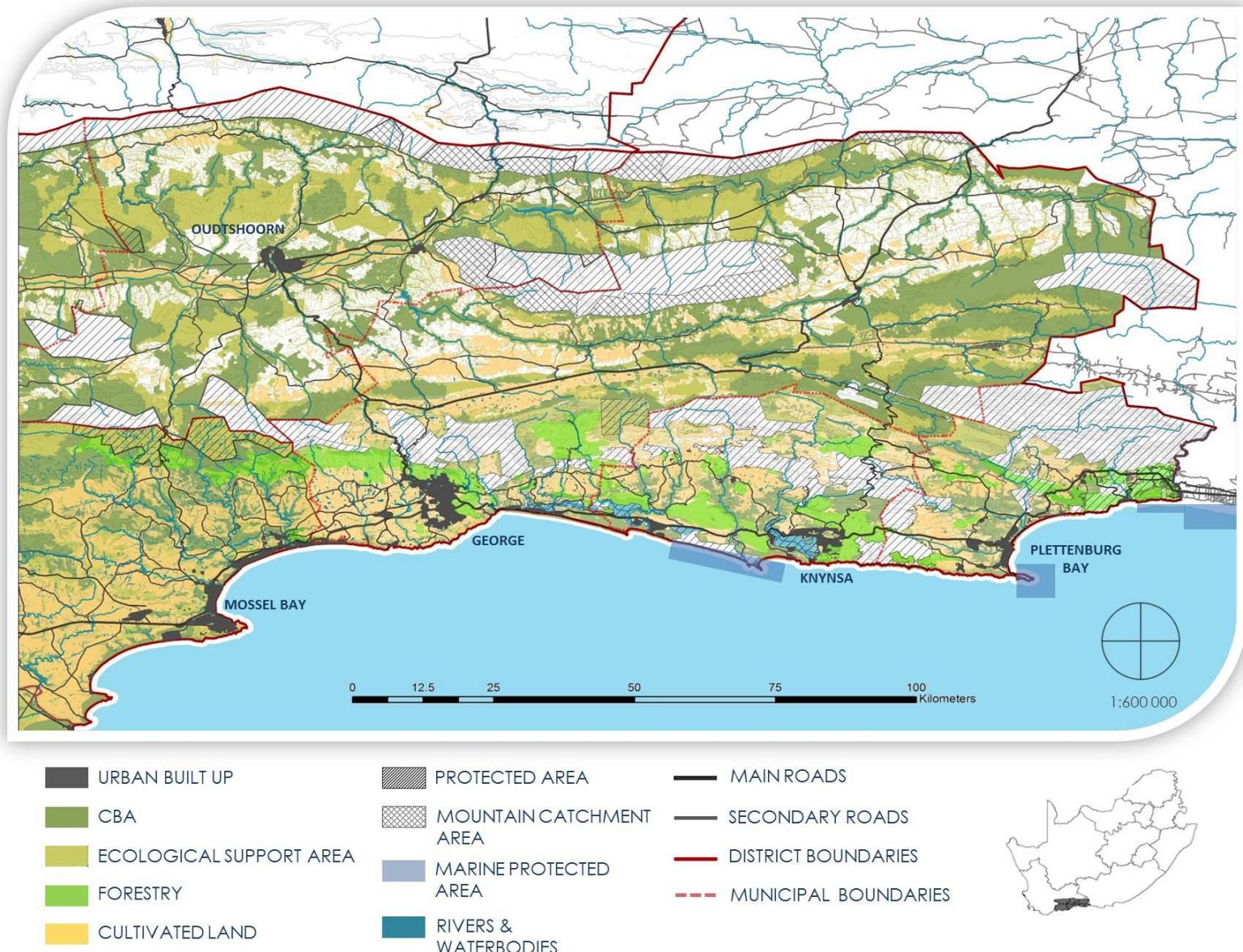
1. **Sprawl-like urban development** and some agricultural development is undermining the natural environmental sources and sinks, services, and natural infrastructure in the region, as well as its tourism and scenic appeal. **Biodiversity of the region** is under threat from urban and agricultural activities, a changing climate, increased fire risks, and flooding events. Of particular concern is the fact that large parts of Mossel Bay are not meeting Biodiversity targets as set out in the Western Cape Biodiversity Spatial Plan. Pressures between concerns regarding **natural environment preservation** versus **the need to develop economic infrastructure** exist (especially roads, electricity supply, water, rail), as an increasingly connected and integrated economy becomes important to the successful functioning of the regional economy;
2. **Coastal settlements** of the region are coming under increased development pressure due to increased **population growth**;
3. The **coastal and lagoon** areas of the Southern Cape are a **flooding risk**, particularly in the winter months. This impact is worsened by the fact that water systems such as wetlands are increasingly degraded whilst urban development encroaches on these areas. Keeping the natural environment, wetlands, lakes and rivers in a pristine condition is key to future resilience and appeal and in the future of the region. The region is **susceptible to being cut off by floods and mudslides**, particularly along the coastal areas near to the lagoons and river mouths of the region. For several communities in the Southern Cape, the N2 highway is often the only entry and exit route. In the context of increasing risk for the potential of hazardous events, single access routes like the Outeniqua Pass and Kaaiman's River Pass are important, as these routes are key to the economic functioning of the region. Yet, these routes hold the risk of being shut down in disaster events (potentially for prolonged periods). Therefore, there is pressure to protect the continued functioning of the Southern Cape's mobility network.
4. **Air quality** is of a concern in the George and Groot Brak areas, particularly in the winter months, due to very low inversion layers and poor dispersion of pollutants;
5. Reduced **surface water availability** due to decreased rainfall events and increased demand from urban and agricultural uses threaten water security of the region, together with the increased chances of drought events due to multiple supply and demand factors in the region – the **preservation of mountain catchments** and expansion of storage capacity is therefore integral to future water security in the region. **Overgrazing and desertification** remains a real concern in water scarce areas such as the Klein Karoo (north of the Outeniqua Mountains), which could contribute to catchment hardening and decreased infiltration when rainfall does occur;

6. There is a **lack of water storage, supply and capacity** in the region due to topographical constraints, particularly in the Knysna and Bitou areas. Similarly, shared bulk water systems and water transfer schemes in the region are limited, which could further undermine the robustness of water security in the Southern Cape;

**Figure 3.1** shows the critical mountain catchment areas, river systems, critical biodiversity areas, forestry, cultivated lands and urban settlements of the region. The importance of ensuring the continuity of the critical biodiversity areas and mountain catchment areas cannot be understated from a biodiversity and water management perspective.

Similarly, agricultural areas and urban development have been – over the years – slowly eroding key critical biodiversity corridors and fragmenting this asset. Similarly, forestry production areas have to an extent replaced some indigenous forests.

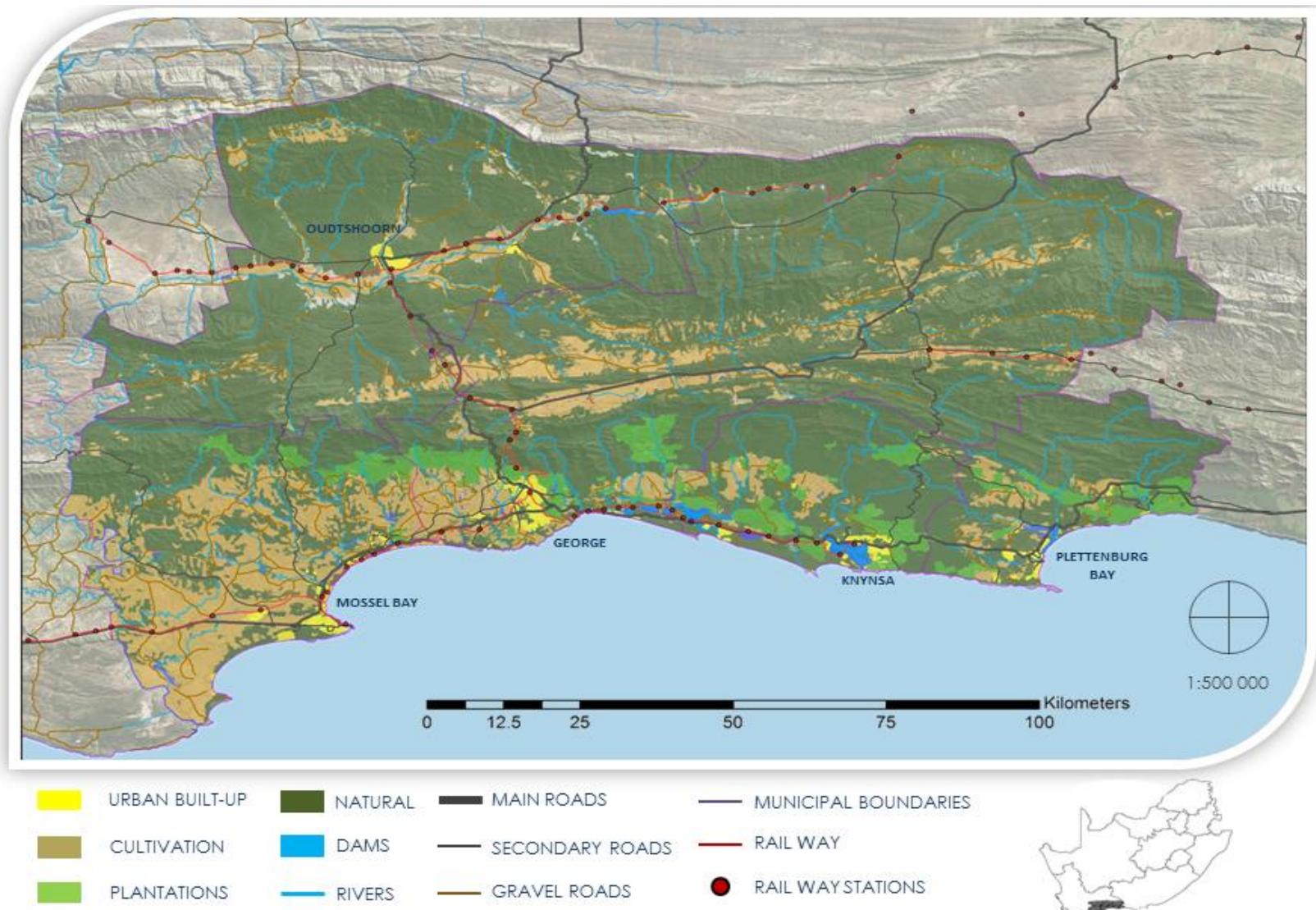
Coastal ribbon development has progressed further in some sub regions more than others, which tends to erode the 'sense of place' in these places. Pristine natural coastal corridors do still exist, providing stunning scenic views and encapsulating the garden route sense of place.



**Figure 3.1: Identifying the Key Natural Resources of the Southern Cape Region**

Figure 3.2 seeks to illustrate the points above, in a more visually accessible way:

- Cultivation of land occurs predominantly in the southwestern portion of the garden route (stretching between Mossel Bay and George) and to a lesser extent in Knysna and Bitou. Key cultivation corridors also exist in the Oudtshoorn valley and over the Outeniqua mountains, along the river corridors where irrigation is possible;
- Plantations occur in the coastal mountain regions, often competing with natural forest areas.
- Natural areas are maintained predominantly in the mountain catchment areas and drier veld areas where agriculture is not viable.
- The coastal belt is evidently under greater development pressures, whilst the inland klein karoo experiences water stress related pressures.



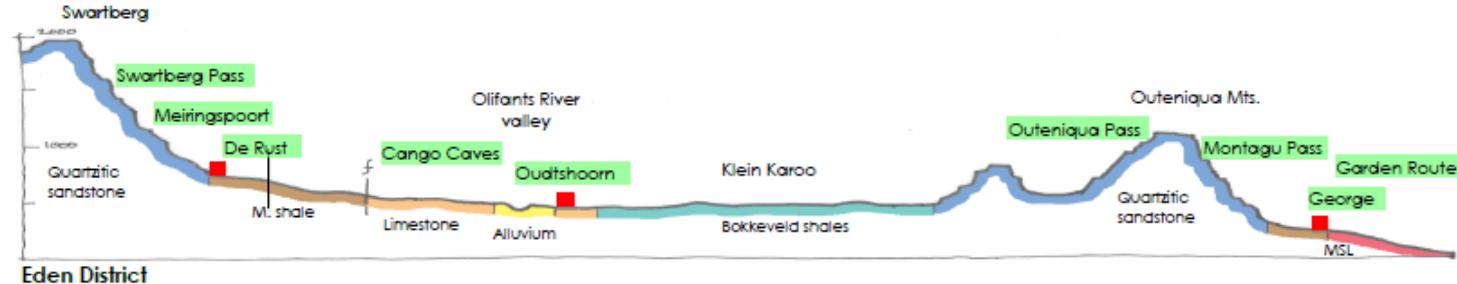
**Figure 3.2: The Spatial Distribution of the Main Landuses in the Southern Cape Region**

### 3.1.1. LANDSCAPE CHARACTER TYPES

The PSDF specialist study on Heritage and Scenic Resources: Inventory and Policy Framework for the Western Cape (2014) provides a useful north-south cross-section through the Garden Route District which ascribes various landscape character types and features to the landscape of the region – **see Figure 3.3**. The region is broadly divided by 2 major mountain ranges – the Swartberg, separating the Groot Karoo from the Klein Karoo, and the Outeniqua, separating the Garden Route from the Klein Karoo. Between these features, the region experiences vastly different landscapes, climates, vegetation types and lifestyles from the drier Klein Karoo sub region to the wetter forested or lush fynbos coastal Garden Route.

The following 12 broad landscape character types have been identified, based on the geological, landscape, vegetation and climate that they experience, as shown in **Figure 3.4**:

1. The **wetter Outeniqua and Langeberg** Quarzitic Sandstone mountains covered in pristine Table Mountain fynbos;
2. The **drier Swartberg** Quarzitic Sandstone mountains covered in Table Mountain group fynbos;
3. The **dry undulating Klein Karoo hills** covered in succulent karoo, renosterveld & thicket vegetation, but also under pressure from grazing;
4. The **coastal plain which is largely cultivated** with small patches of degraded Renosterveld, fynbos and grassland vegetation;
5. The **coastal grey Regic Sands** and Glenrosa & Mispah soils on which fynbos and thicket vegetation grows;
6. The **Klein Karoo Bokkeveld Shales**, Alluvium valleys & freely drained Apedal soils on which thicket & succulent karoo vegetation grows;
7. The **wet, sloped** Ferrihumic Horizon soils for which afromontane forests and timber plantations grow;
8. The **dry Vertic Melanic** soils which provide adequate conditions in the Klein Karoo for thicket and renosterveld vegetation;
9. The **wetter, coastal fynbos** & thicket covered Prismacutanic soils;
10. The **wetter coastal fynbos** & thicket covered Prismacutanic, Glenrosa & Mispah soils and Grey Regic sands;
11. The **wetter coastal Prismacutanic** & Plinthic soils covered in fynbos and afromontane forests and forestry plantations;
12. The **wet Tsitsikamma** mountain fynbos.

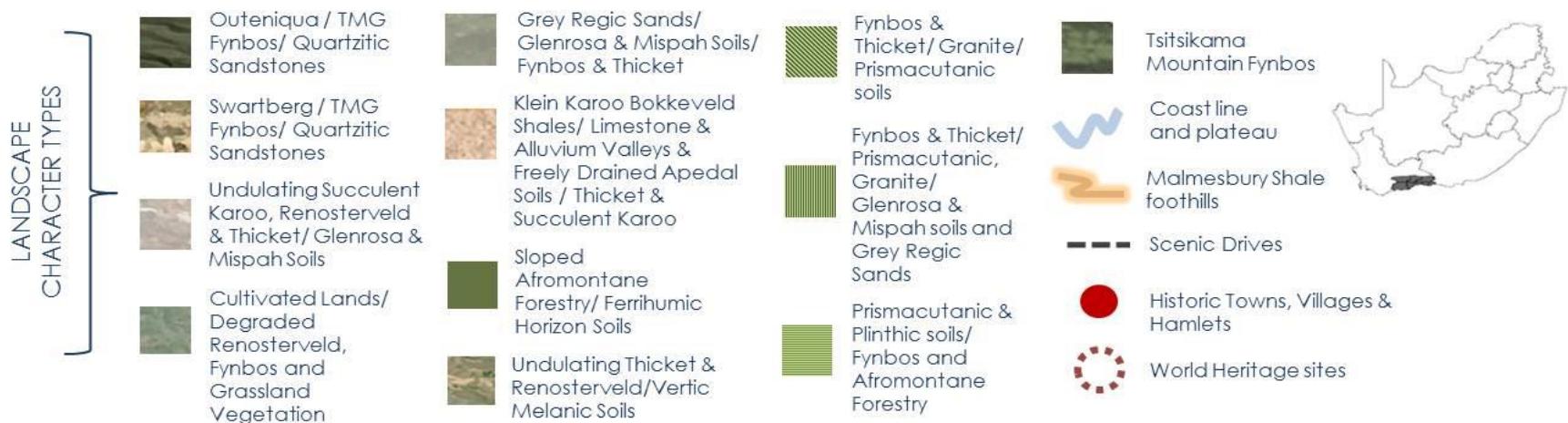
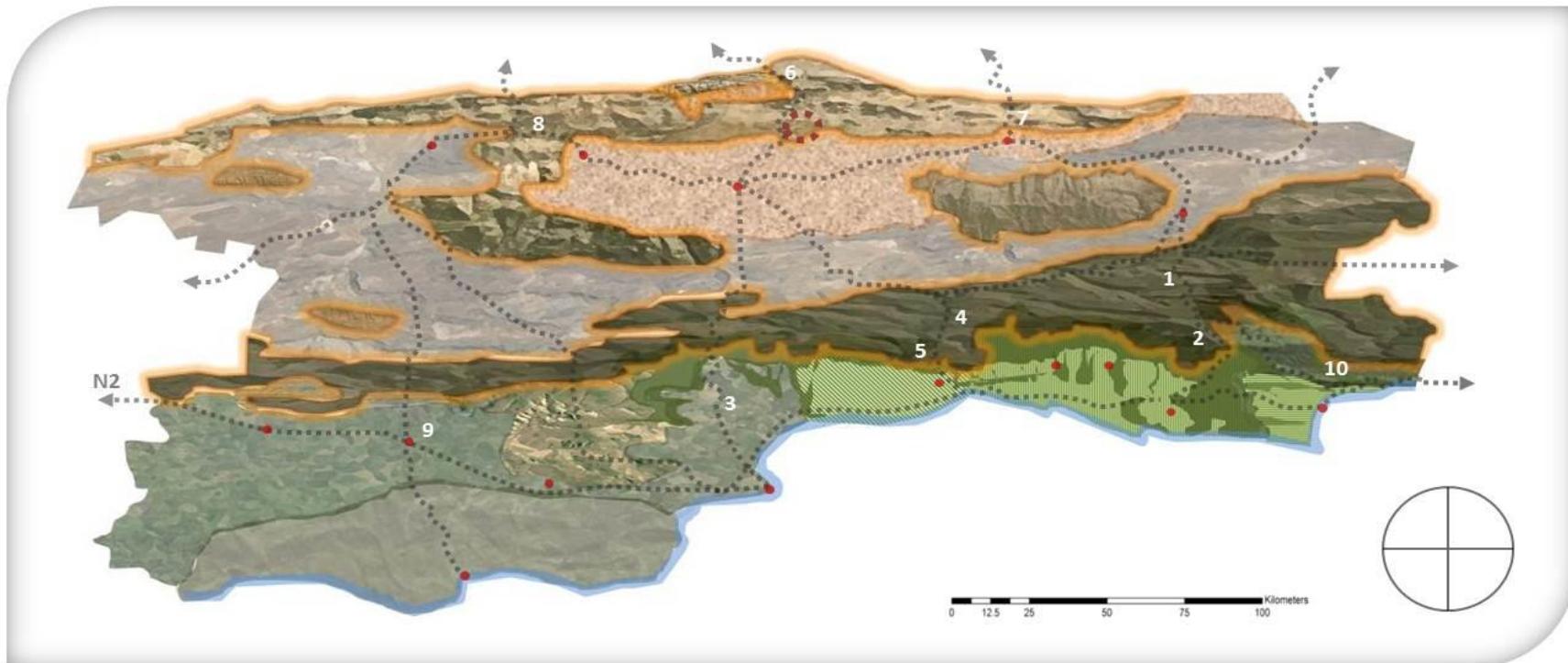


**Figure 3.3: A north-south cross section of the Garden Route District from the PSDF Heritage and Scenic Resources Specialist Study (2014)**

### 3.1.2. LANDSCAPE AND HERITAGE THREATS

The PSDF specialist study on Scenic and Cultural Landscapes identifies **key risks** to Grade 1 Heritage Resources. These include, among others:

- Development outside the urban edge in rural landscapes of scenic and cultural significance;
- Historic structures such as historic mission settlements being replaced or inappropriately modernised (common in rural areas);
- Ribbon development along coastal landscapes;
- Landscapes under pressure from large scale infrastructure development;
- Town gateways and historic mountains passes and poorts at risk being transformed by inappropriate development;
- Under-leveraged tourism and historical assets in the region degrade and become burdens rather than assets;
- A decline of historic cores of settlements, degrading their sense of place with poor development decisions and a lack of appreciation for their quality.



**Figure 3.4: An attempt to identify the broad landscape character types based on climate, topography, geology and soils**

### **3.2. KEY REGIONAL FINDINGS FROM THE SPACE-ECONOMY ASSESSMENT**

The following points are some of the key current and emerging trends within the space-economy of the Southern Cape. In line with these points, **Figure 3.5** attempts to spatially illustrate the key economic elements of the region:

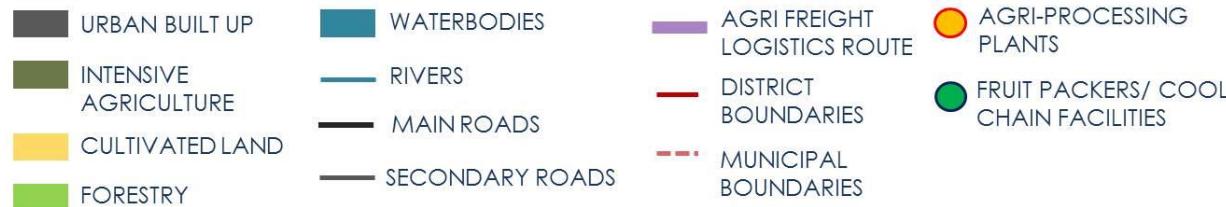
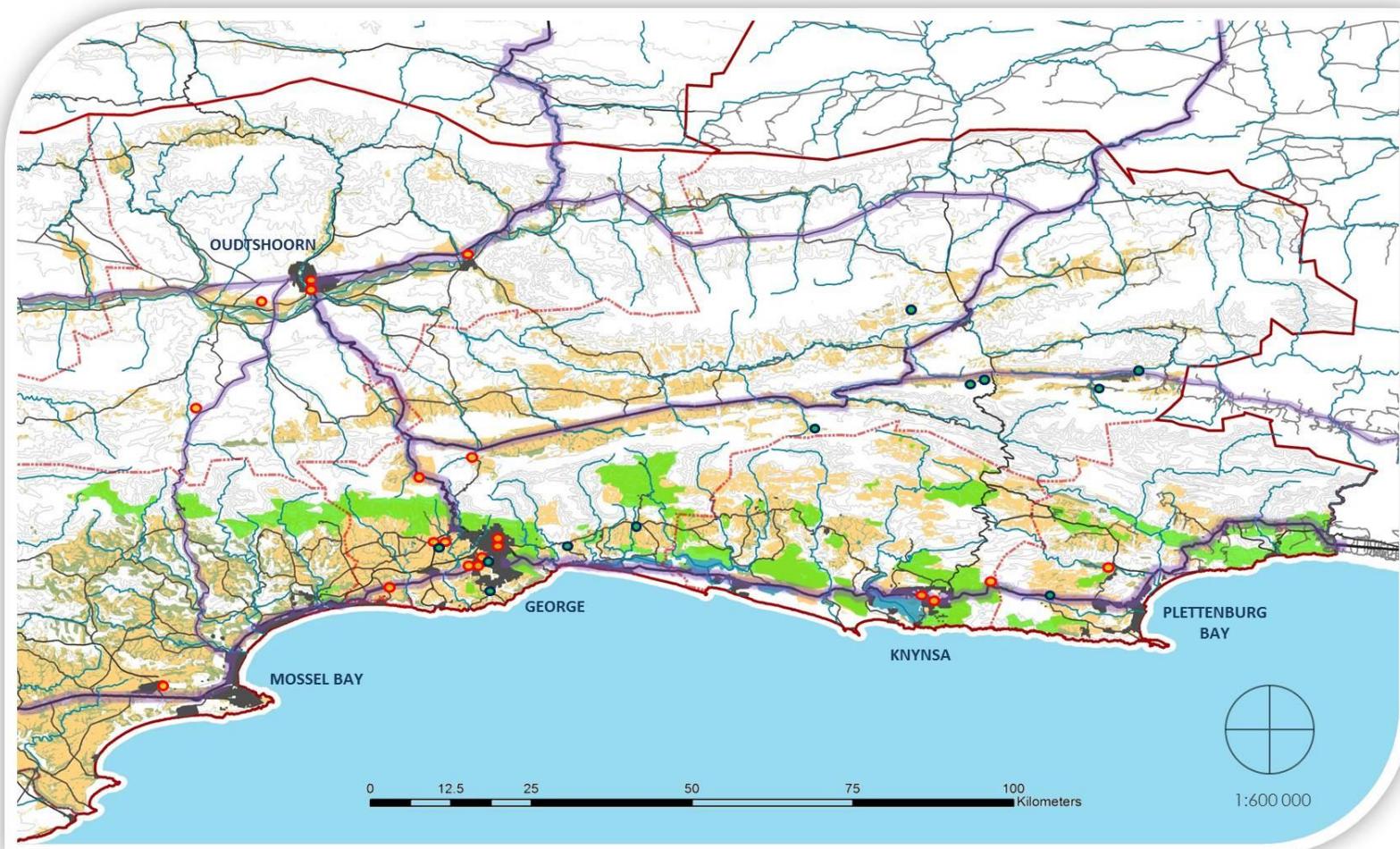
1. There has been a shift in the region towards a **growth in the number of skilled and semi-skilled labour employment sectors**, (such as finance, insurance, and construction) and a **concurrent decrease, in absolute terms and as a percentage of employment, in labour-absorptive semi-skilled and unskilled sectors** (such as agriculture, forestry and fisheries);
2. Given the above, there is a dire need to ensure the **population** of the region is **upskilled** to ensure that they are able to access many of the growth opportunities that exist within the region;
3. During the period of review, the construction industry shed 1 475 jobs, with the agricultural industry shedding the highest number of jobs (12 881) during the same period;
4. **Complementarity of clustered functions** amongst towns is **needed** in order to rationalise collaboration and reduce competition. Settlements need to consider an **economic development strategy** that ensures that the settlements work in collaboration to grow their niche and competitive advantage industries and entrench complementarity between them;
5. The relevant Provincial Programme, Project Khulisa, which emphasises **agri-processing, the oil and gas**

**sector, and the tourism sectors** are as important in the Southern Cape, as any other region in the province. Advancing the goals and objectives of Project Khulisa must therefore be strategised for the region;

6. Similarly, Operation Phakisa and its implications for the **maritime industry** must be unpacked for the region;
7. The majority of **agri-processing** plants appear to cluster themselves around George and surrounds as the service settlement of the region, with Oudtshoorn and surrounds hosting the second most number of agri-processing facilities.
8. There is uncertainty around the future of MOSGAS in the regional economy and potentially the need to consider the development of a special economic zone in this area to leverage industries that can provide both upstream and downstream services;
9. Rail and road linkages between settlements in the region (both passenger and goods related) play an important role in the current and future of the regional economy, although rail is severely underutilized and serviced as an asset.

Figure 3.5 illustrates the key regional economic assets of the region being:

- The key cultivated and forestry land in the region;
- The key agri-processing and fruit packing and cold chain facilities in the region;
- The key urban centres which are the location of key secondary and tertiary sector of the regional economy



**Figure 3.5: The Spatial Distribution of the Economic Elements that make up the Southern Cape Region**

### **3.3. KEY REGIONAL FINDINGS FROM THE SETTLEMENT AND BUILT ENVIRONMENT ASSESSMENT**

The following key trends and patterns can be identified from the settlement and built environment analysis of the region:

#### **Water Supply**

- There is a lack of water storage, supply and capacity in the region due to topographical constraints, particularly for Bitou and Knysna;

#### **Transport**

- The growing tourism, agricultural, construction, and other service sectors in the region will be accompanied with a demand for a cost effective transportation system for both people and goods;
- Lengthy approval process for borrow-pits;
- Risk of major logistical routes being cut off as a result of natural disasters;
- Revitalisation of rail along the coast and inland to Oudtshoorn and beyond, is key to future economy of the region;
- There are poor / non-existent coastal corridor links to the Eastern Cape and beyond in terms of rail transport – reflecting the apartheid national spatial planning pattern of underinvestment in former ‘homeland areas’. Strong opportunities exist to link the Western Cape to the Eastern Cape and Kwa-Zulu Natal and beyond along an economically strong and vibrant coastal rail corridor, of which the Southern Cape will form a part;

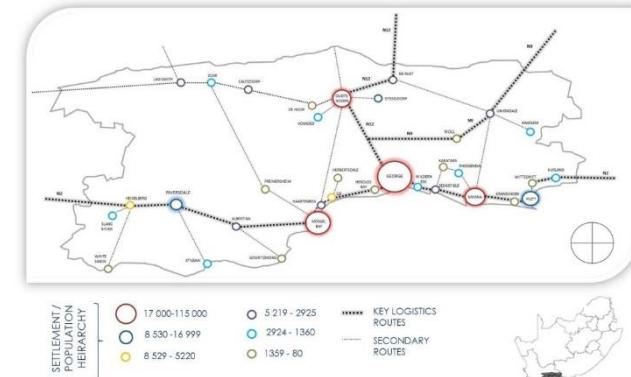
- Clustering of airport co-related land uses is a potential ‘game changer’ for the region;
- Continued and improved levels of maintenance of secondary road network is key to economic vibrancy of the region;
- There is an identified need to expand the capacity of the current N2 highway that runs through the region, improving flows of goods and people to the Eastern Cape and beyond. Similarly, the R62 provides an opportunity to be upgraded to relieve pressure on the N2 transport corridor in moving goods westwards.

#### **Regional Waste Crisis**

- Payment for waste management accrues to individual municipalities, but the overall issue remains a District responsibility – a regional solution with regionally agreed to funding must be urgently found;
- The majority of landfills are at or near full capacity in the region;
- There are significant opportunities for large scale waste recycling programmes to increase the amount of waste being recycled and reduce waste being transported to the waste sites;

#### **Settlement**

- Low density sprawl and commercial decentralisation threatens the economic vitality of town centres;



**Figure 3.6: Settlement Hierarchy of the Southern Cape Region**

- There is a need to fast track subsidised housing in areas closer to economic activity, as well as think strategically and at the regional scale to address the services and housing backlogs that exist (pressing needs in all four of the coastal municipalities – but with greater emphasis on the faster rate of growth in Bitou and Knysna, and pressing need to address informal housing growth in these areas);
- There exists a large proportion of high growth / high need settlements in the region, more so than other regions in the Province;
- The region will need to cater for an extensive growth in the number of facilities, which can be clustered to ensure increased efficiency in the use of state owned land;

#### **ICT**

- Current poor access to internet connectivity in the region is undermining economic growth – this is an opportunity to significantly expand access to internet;

Figure 3.7 below seeks to illustrate some of the key regional infrastructure and built assets of the region, many of which are reflected in the previous map in figure 3.5, these being:

- A **regional airport facility** providing world-class airport services yet that may still be improved upon in terms of providing improved connectivity to the rest of the country.
- **Strategic ports** and fishing harbours, as well as gas facilities;
- Critical **road and rail infrastructure**, as well as regional air facilities;

In order to better understand the town-scale system of settlements in the region, the settlement hierarchy of the Garden Route District is shown in **Figure 3.6** below.



**Figure 3.7: The Key Infrastructure and Built Environment Assets that make up the Southern Cape Region**

### **3.4. KEY CHALLENGES AND OPPORTUNITIES EMANATING FROM THE MUNICIPAL SDF'S**

With consideration to the Southern Cape's regional issues highlighted in the sections above (and through the supporting Status Quo Report), this section will identify regional challenges and opportunities which emanate from the region's SDFs.

1. The need to **preserve the natural environment and scenic landscapes** of the Southern Cape, together with the free goods and services that it offers to the people and economy through the appropriate and contained management of urban development within the region;
2. Ensuring **water and food security**, agriculture and forestry preservation;
3. The need to **strengthen and diversify agricultural output** and value chains associated thereto, including agri-processing;
4. The need to improve **access to markets**, both local and international, for goods and services developed within the region;
5. The need to **up skill and train** the human resources in the region to be able to access and create opportunities in the region that are currently inaccessible or untapped;
6. The need for **significant waste reduction and management** at a regional scale. Concerning, many SDFs in the Eden area are silent on the waste management crisis affecting the region and the high cost implications;
7. The need to **ensure agrarian and land reform** is enhanced in response to the historical imbalances of the past, which persist to present;
8. Embed **risk aversion and disaster risk management** in development planning in the region;
9. The need to **mainstream and imbed sustainable and resilient infrastructure** solutions within the region;
10. The need to ensure the **transport system developed** in the Southern Cape is **appropriate and affordable** for the inhabitants of the region, but that also gears the region for increased levels of growth and jobs;

### 3.6 DIRECTION FROM THE GARDEN ROUTE SDF (FORMER EDEN SDF)

The Garden Route SDF (Eden SDF) provides the following 3 concepts in framing proposals for the region:

- **The Economy is the Environment** – recognising the importance of the garden route and klein karoo regional assets, the mountain passes and mountain areas as underpinning the tourism and agri economy.
- **Regional Accessibility for inclusive and equitable growth** – recognising the importance of regional connecting transport infrastructure in the current and future economy of the region.
- **Coordinated Growth Management for Financial Sustainability** – recognising the different growth potentials of differing parts of the region and which regions can better absorb people into the economy

The Eden SDF conceptual proposal are shown in **Figure 3.8**.



**Figure 3.8: The Spatial Proposals from the Garden Route SDF (Eden SDF - 2017)**

## 3.7 KEY OUTCOMES OF THE JOINT VISIONING SESSION & FOCUS GROUP WORKSHOPS

### 3.7.1 JOINT STRATEGIC VISION SESSION

In 2016, a joint strategic visioning session was conducted for the purposes of coordinating various processes that were taking place in Eden at the time, being the Eden SDF, the Southern Cape Economic Partnership (SCEP) and the Southern Cape Regional Spatial Implementation Framework. The purpose was to set a joint agenda, joint vision and intent, to engage with a broader group of stakeholders – from all spheres of government, as well as from non-government organisations - on a long term visioning exercise. The idea was to establish a high-level platform of shared values and direction between key public and private sector strategic partners, to share the status and progress in respect of parallel planning initiatives within the Eden District, as well as to confirm and initiate 10 focus groups to drive and coordinate key sector inputs in order to begin to frame the beginnings of a strategy response for some of Eden's most intractable issues and latent opportunities that exist within the region.

From the visioning session, the following top 10 "big ideas" emerged, and are illustrated below:

1. Develop the region's intellectual capacity through **skills development**, tertiary education facilities, and attracting **innovative industries**.
2. Capitalise on the potentials of **trade facilities and transport logistics** – enhance the region's harbours (Mossel Bay) and develop a coherent strategy for the location of **airports, trade logistic**

**centres, railway lines**, and the realignment of strategic transport routes.

3. **Diversify the tourism sector**, harnessing and cultivating tourism assets (heritage, sport, natural environment, rehabilitation) and developing a strong unique brand for the region through a collective branding agency for the Garden Route.
4. **Facilitate and incentivise the revitalisation** of degraded urban and rural areas.
5. **Conserve the natural environment** and improve disaster risk management of fires and floods.
6. Focus on **agri-processing** and ICT.
7. Ensure for the **supply of bulk water storage** and improved water management.
8. Develop a **regional integrated public transportation system**.
9. Improve **integrated waste management**.
10. Align **institutional decision-making** through Integrated planning, collaboration and transversal governance.

### 3.7.2 FOCUS GROUP WORKSHOPS

During the policy and vision phase, and as part of the process of alignment and consultation with the Garden Route SDF, 10 Focus Groups were jointly established to inform the Garden Route SDF, the Southern Cape RSIF and Southern Cape Economic Partnership.

The purpose of each focus group was to clarify:

- A set of key questions that need to be addressed in relation to that topic or sector;
- Proposals for solutions and actions needed to trigger improvements in this sector; and
- Identifying role-players, resources & time frames.

These Focus Groups were structured around the following 10 key themes deemed relevant to the regional scale of planning in the region:

1. Business and Tourism
2. Innovation
3. Oil, Gas, Ports, and Logistics
4. Engineering and Bulk Services
5. Roads and Transport
6. Urban Settlements, Growth, and Facilities
7. Aviation
8. Environment and Cultural Landscapes
9. Agriculture
10. Disaster Management, Safety, and Security.

Each focus group developed a 'Strategy Outline' for their topic. These Strategy Outlines can be found in **Annexure A**, which provides detailed outcomes of the sessions, however the table below sets out the key proposals emanating from each focus group.

#### (1) KEY PROPOSALS: INDUSTRY, TOURISM AND BUSINESS FOCUS GROUP

1. Develop and implement **regional branding and tourism strategy** based on a shared vision for growth and competitiveness which addresses duplication and competition within region (look at air access).
2. Film sector support & development
3. Develop a **Special Economic Zone** in the Mossel Bay area based of regional competitive advantage.
4. Undertake George, Mossel Bay, Knysna and Oudtshoorn **CBD revitalisation programmes**.

#### (2) KEY PROPOSALS: INNOVATION, SKILLS, AND ENTREPRENEURSHIP FOCUS GROUP

1. Promotion of **small rather than large scale development initiatives** to stimulate local culture of innovation;
2. **Broadband roll out** and access critical for future economy.
3. **Recycling, green economy, water management, skills and entrepreneurship** to be a regional focus;

#### (3) KEY PROPOSALS: OIL, GAS, PORTS, AND PORT LOGISTICS FOCUS GROUP

1. **Mossel Bay harbour** is currently underutilised. Needs redevelopment to build on tourism potential – potential waterfront potential?
2. Support PETROSA and MOSGAS in its operations with supportive interventions such as **special economic zones**.
3. Waste to biofuels and green energy solutions to be investigated in region.

#### (4) KEY PROPOSALS: ENGINEERING AND BULK SERVICES FOCUS GROUP

1. **Expansion of bulk water storage capacity within the region** – investigate possibility of developing and implementing regional water bulk water system & Inter-municipal water sharing schemes;
2. **Regional Waste Management** solution urgently needed together with associated recycling, green energy and biofuels energy potential.

#### (5) KEY PROPOSALS: TRANSPORT AND ACCESS FOCUS GROUP

1. **Non-motorised transport (Pedestrian and cycling) infrastructure expansion** needed in all settlements, especially in those lacking formal public transport interventions;
2. Drastically **improve and expand rail in the region** to promote regional accessibility – tourism asset as well between George and Knysna
3. **Improve regional air access**, particularly between George and Cape Town, and investigate the role of low cost airlines in driving access costs downwards.

#### (6) KEY PROPOSALS: SETTLEMENT, GROWTH MANAGEMENT AND SOCIAL FACILITIES FOCUS GROUP

1. Focus on in-town, in-fill housing development rather than periphery and rural housing development – **address apartheid legacy of development**
2. **Facility clustering and land co-sharing** must become the ‘new normal’ – no more ‘single use’ public works infrastructure. Look at pioneering school site utilisation also for human settlements on edge of school.

#### (7) KEY PROPOSALS: AVIATION FOCUS GROUP

1. **Leverage George Airport** as a potential export zone for high value – low weight goods
2. Allow for airfield hangars to be expanded to facilitate and **support expansion of flying schools in the region** – including Oudtshoorn. Also investigate moving airfield in Oudtshoorn if so required to expand this activity;
3. Upgrade **Mossel Bay airfield**;

#### (8) KEY PROPOSALS: ENVIRONMENT & CULTURAL LANDSCAPES FOCUS GROUP

1. Support and Expand Garden Route Biosphere reserve.
2. The **sense of place of the garden route and klein karoo must be preserved** and enhanced for tourism as well as for the sake of the natural environment.
3. Incentivise **land conservation** through a range of measures, including alien vegetation clearance programme.

#### (9) KEY PROPOSALS: AGRICULTURE FOCUS GROUP

1. **Agri-processing expansion** to be aggressively encouraged via a range of mechanisms such as land use rights, revised zoning schemes and support initiatives.
2. Appropriate sustainable **agricultural expansion** for climate change (drought tolerant) resilient crop types to be supported
3. **Emerging farmer support** to be extended.

#### (10) KEY PROPOSALS: DISASTER MANAGEMENT, SAFETY AND SECURITY FOCUS GROUP

1. Vastly improve **disaster prevention and preparedness** work for fire, floods and other disasters.
2. Promote **resilient development typologies** that are risk averse and have disaster mitigation inbuilt.
3. Bring **integrated disaster risk management practices** into development approval processes.

### 3.8 PERFORMANCE ASSESSMENT OF THE REGION

Having presented the shared regional aspirations and values in the previous chapter, this section provides a performance assessment of the region in terms of these shared values. The aim is to establish how the region is performing, against the values to which the region and its development are aspiring. A set of performance synthesis statements is provided below for each shared regional value, in terms of the performance of the environment, space economy, and settlement form of the region, echoing the structure of the PSDF. This is shown in the table below.

REGIONAL VALUE 1: ECONOMIC, SOCIAL AND ENVIRONMENTAL VITALITY & RESILIENCE		
<b>Enabling</b> and Increasing <b>economic growth and vitality, diversification, skills development</b> , and a building a knowledge economy. Promoting <b>spatial resilience and climate change mitigation and adaptation</b> through the <b>conservation of natural resources</b> , sustainable <b>resource management and</b> capitalizing on the region's <b>inherent potential</b> .		
Resources	Space-Economy	Settlement & Built Environment
<p>The economy of the region is intrinsically tied to the natural environment and associated resource base of the region - which provides the necessary resources, sources and sinks such as water, fertile soils, gas reserves offshore and landscapes of outstanding natural beauty which draw people to the region. Long term economic growth is therefore constrained by a mismanaged resource base and the region's inability to effectively and sustainably capitalize on its limited agricultural, natural, and tourism assets.</p> <p>The state of the natural environment, wetlands, lakes, and rivers is a concern, particularly near urban settlements, lower reaches of river systems and adjacent to agricultural areas. Additionally, the quality of the biodiversity assets in the region is declining (with Mossel Bay not meeting biodiversity targets) and these assets are under threat from unsustainable and unsuitable urban and agricultural activities, climate change factors, increased fire risks (due to insufficient alien species management), and</p>	<p>The population's skill levels are not appropriate to access the economic growth opportunities of the region: mismatch between skills needed in the growing skill-intensive sectors and available skills and the subsequent losses in economic opportunities and the number of available jobs. Poor access to internet is also a constraint to economic growth.</p> <p>Pressures are to develop between natural resource protection and the need for economic infrastructure development, such as the N2 highway being susceptible to being cut off by floods and mudslides in areas around rivers and lagoons, and the risk of key routes, which are essential for economic functioning, being shut down or rendered unusable in disaster events, which are expected to occur more often in the context of climate change.</p> <p>There is a need to diversify the economies of all towns of the Southern Cape, especially smaller towns that are overly-dependent on Tourism.</p>	<p>There is a lack of efficient complementarity of clustered functions amongst towns, and insufficient operational rail linkages between towns, undermining the economic development and vitality of the region. Low density settlements reinforce a segregated economy and difficulty to access formal economy opportunities. Settlement sprawl also degrades the tourism appeal / landscape character of the region.</p> <p>The sprawling and low density ribbon development in the region is exacerbating risks and subsequently increasing costs that cannot be met without sacrificing resources to meet other needs elsewhere. Settlement in flood risk areas and fire-prone areas is increasing disaster risks and decreasing resilience.</p> <p><b>Where:</b> Coastal zone, river buffer and forested areas - flooding and fire risk. Low density development in all towns (specifically Mossel Bay, George, and to a lesser degree Knysna and Plett).</p>

## REGIONAL VALUE 1: ECONOMIC, SOCIAL AND ENVIRONMENTAL VITALITY & RESILIENCE

**Enabling** and Increasing **economic growth and vitality, diversification, skills development**, and a building a knowledge economy. Promoting **spatial resilience and climate change mitigation and adaptation** through the **conservation** of natural resources, sustainable **resource management and** capitalizing on the region's **inherent potential**.

Resources	Space-Economy	Settlement & Built Environment
<p>flooding events. Furthermore, low inversion layers and low dispersion of pollutants have rendered the air quality of the region, specifically around George and Groot Brak, a concern.</p> <p><b>Where:</b> Need coastal set-back lines, riverine setbacks, improved agricultural practices adjacent to riverbeds, alien vegetation clearance and rehabilitation, fire and flood sensitive planning.</p> <p><b>Where:</b> Mountain catchment areas, conservation areas, agricultural lands, river corridors, offshore gas.</p>	<p><b>Where:</b> Knysna and Plett need economic diversification, Oudtshoorn needs economic upliftment and positioning, Mossel Bay and George to reinforce their status as economic centres in their own right, yet in a complementary manner.</p> <p><b>Where:</b> Economic urban growth centres that are diversifying in their economies and have a larger economic 'carrying capacity' (Mossel Bay, George), economic areas that are too dependent on one sector of their economy yet are experiencing large growth in low income areas without commensurate economic growth (Knysna and Plett), economic centres in decline (Oudtshoorn), agricultural Areas - job shedding and poorly paying.</p>	<p><b>Where:</b> George and Mossel Bay - sprawling urban centres, Knysna - constrained by topography but very little land for the poor, Plett - need to rebuild linkages between high and low income areas. George and Mossel Bay hold the greatest opportunity for the future economy of the region.</p>

## REGIONAL VALUE 2: RURAL DEVELOPMENT AND DIVERSIFICATION

Promote Sustainable **agricultural practices**, enhancing value chains, promoting **agri-processing, rural economic diversification, and agricultural protection**.

<b>Resources</b>	<b>Space-Economy</b>	<b>Settlement &amp; Built Environment</b>
<p>There is a clear clash between the agricultural potential areas and rare and endangered plant species and habitats. There is a need to be more productive with equal or less land and use agricultural techniques that are less polluting and use less water. Beneficiation of existing agricultural resources could be a significant value add in the region and must be provided for as a primary right in agricultural zones. Niche agricultural industries and activities must be encouraged, supported and marketed globally.</p> <p><b>Where:</b> all agricultural areas - particular clash between agricultural activities and river corridors and preservation.</p>	<p>Forestry and agricultural output are underperforming / job shedding due to inadequate links to local and international markets, a lack of agri-processing and changes in practices and labour laws.</p>	<p>Inappropriate urban development is sprawling into land with agricultural production potential, decreasing food security and economic prospects in the agricultural sector of the region. Additionally, increasing pressure for high-income, low-density development is undermining landscapes of great beauty and urban development imperatives, such as densification and compaction.</p> <p>Rural settlements (<b>Karatara, Rheeendal, Harkerville</b>, etc.) are once vibrant but now economically struggling settlements that need economic diversification and to position themselves to grow economies via tourism, food production and self-empowerment initiatives.</p>

### REGIONAL VALUE 3: PEOPLE-CENTRED QUALITY DEVELOPMENT, EQUITABLE ACCESS, SPATIAL JUSTICE & EFFICIENCY

**People-centred development**, creating **quality living environments**, enhancing the lives of the **poor** through **poverty-alleviation and rural development strategies**. Promoting **equitable access** to quality and affordable **transport, facilities, services, and employment**. Achieving **Spatial Justice and Efficiency** by **integrating** and **densifying** our settlements, promoting continuity, **compaction**, and **mixed use quality urban environments** which are well **consolidated, and function in a collaborative and complementing manner**, reversing **the apartheid spatial form**.

Resources	Space-Economy	Settlement & Built Environment
<p>The quality of the natural environment is at risk due to the threat of flooding in coastal and lagoon areas, specifically in the winter rainfall months, degraded water and wetland systems, and reduced water security as a result of decreased rainfall events and an increasing demand. For the urban and rural poor, the poor state of the environment undermines potential economic and social development, in urban areas due to poor quality open space systems and in the rural areas due to inadequate access to environmental resources to facilitate economic development and growth.</p> <p>Equitable access to natural resources, such as water, is constrained by the topography of the region, which limits the water storage, transfer, supply, and capacity of the region.</p> <p>Sprawling urban development, and mounting pressures, such as population growth and unsustainable agricultural practices, are threatening the absorptive and carrying capacity of the natural environment and its ability to provide essential infrastructure and services, thereby increasing the region's vulnerability to the negative effects of climate change.</p> <p><b>Where? All urban settlements are sprawling to a greater or lesser degree.</b></p> <p><b>Where: Plett and Knysna are water scarce with greater potential in George and desalination already operating in Mossel Bay.</b></p>	<p>The region's intellectual capital is low and in need of development in terms of skills, innovation, and tertiary education, however great potential exists to tap into 'retired professionals' wanting to give back to the community.</p> <p>Low-density sprawl and commercial decentralization are threatening the economic vitality of settlements in the region, a large proportion of which are identified as being high-growth/high-need. Town centres (Mossel bay and George) are under threat by commercial decentralisation and mall development. Low income areas are spatially disconnected from economic opportunity and economic opportunity is scarce in low income areas.</p> <p>The current transport system is not appropriate to its users and constrains human and freight mobility and access to facilities, services, and employment. Furthermore, it does not provide sufficient public and non-motorised transport. The mobility of the N2 is under threat from urban development and the non-existence of a rail service in the region undermines both tourism and other economic potential.</p> <p><b>Where: Movement network of regional importance</b></p>	<p>Population growth is increasing pressures on coastal settlements, whose development are evident of historic apartheid planning which has typically marginalized the poor and provided little investment in poor areas. Additionally, the urban cores, primarily of historic settlements, have become degraded and are in need of revitalisation. The quality of public open space is generally poor in most urban centres.</p> <p>Coastal-strip ribbon development is eroding landscape character and economic vitality of the region. The poor are disconnected from economic opportunities and are not being provided well located land for housing development.</p> <p>The demand for a cost-effective transport system is growing, in the context of declining rail services and poor regional links from the coast to Oudtshoorn and along the coast to the Eastern Cape and Kwa-Zulu Natal - the Coastal Corridor of South Africa from Cape Town to Durban is underinvested in and has great potential.</p> <p>There is a need for a clustering protocol to ensure that government services are appropriately clustered to ensure maximum access to services.</p> <p><b>Where? Urban areas.</b></p>

#### **REGIONAL VALUE 4: ENHANCE AND CAPITALISE ON EXISTING ENVIRONMENTAL AND BUILT ASSETS AND PROMOTE GOOD GROWTH MANAGEMENT, DEVELOPMENT AND MAINTENANCE PRACTICES**

**Enhancing rural character, tourism potential, & sense of place** of the region, thereby **capitalizing on the assets** of the region. Providing and maintaining the necessary **regional and local infrastructure**, and guidelines for effective **growth management in a financially, and environmentally sustainable manner**.

<b>Resources</b>	<b>Space-Economy</b>	<b>Settlement &amp; Built Environment</b>
<p>There exists a plethora of natural assets in the region whose potential for sustainable economic growth, tourism, contribution to sense of place, and improved human livelihoods is not maximized and is undermined by a lack of marketing and conservation.</p> <p>The lack of water storage capacity and supply of water resources is a concern. Additionally, there is a regional waste crisis as the majority of landfill sites in the region are at full capacity, with the potential for recycling, waste reduction, and a new landfill site still unresolved.</p> <p><b>Where? Need for a regional waste site and increased water resilience - inter-municipal.</b></p>	<p>The informal and rural sectors of the economy have previously been illegitimated. The potential for the rural character of the region to contribute to sustainable growth and the sense of place has generally been neglected and taken for granted.</p> <p>There is competition between the need for new infrastructure development and existing infrastructural maintenance, resulting in poor infrastructure maintenance and an ever expanding infrastructure asset. In terms of roads, secondary route accessibility is not as good as it could be and uncertainty in terms of waste and electricity infrastructure hinders future growth opportunities.</p>	<p>Scenic and cultural landscapes, town gateways, historic mountain passes, and other heritage assets and historic settlement cores are under threat from inappropriate development, often outside of the urban edge, the modernisation of historic buildings in rural areas, coastal ribbon development, and large infrastructure developments, thereby degrading the sense of place, rural character, and tourism potential of the region.</p> <p>The slow speed of housing delivery, the increase in informal housing, and the growing service and housing backlogs of the region need to urgently be addressed, in the context of a growing population and subsequent increasing demand for social facilities and housing, specifically in the larger urban areas.</p>

## REGIONAL VALUE 5: GOOD GOVERNANCE AND PREDICTABILITY

Efficient, effective, and **integrated management, good administration and governance**

<b>Resources</b>	<b>Space-Economy</b>	<b>Settlement &amp; Built Environment</b>
<p>Many of the region's natural assets are under threat and since they span municipal boundaries, a regional approach to natural resource enhancement, protection, and rehabilitation is appropriate to increase the carrying capacity of the region's natural environment. State-Owned Enterprises hold valuable assets in the region, with no clear direction on how to manage these.</p>	<p>Policy stability and direction is required in the region, to stimulate economic growth and development.</p>	<p>There is a lack of sufficient funding for transformational regional projects, such as the urgent demand for a new waste management site, natural resource management, regional rail networks and the need for clustering of government facilities.</p>

### 3.9 THE 5 KEY REGIONAL ISSUES

Based on the above, it is possible to identify 5 key regional issues, which will be directly used to inform the subsequent chapter which sets out

the policies and strategies for intervention. The five key issues, emerging from a combination of the Status Quo, visioning session, focus group workshops, and engagement with key stakeholders, are presented alongside the

shared regional values and principles to which they correspond in the table below.

Shared Regional Value	Key Regional Issue Statement
<b>1 ECONOMIC, SOCIAL, ENVIRONMENTAL VITALITY &amp; RESILIENCE</b> Enabling and increasing economic growth and vitality, diversification, skills development, and building a knowledge economy. Promoting spatial resilience and climate change mitigation and adaptation through the conservation of natural resources, sustainable resource management and capitalizing on the region's inherent potential.	<b>Key Regional Issue 1</b> The economic vitality of the region is inextricably linked to its natural resources, underpinned by the skill set of the region and conversely constrained by the mismatch between available and needed skills, ICT availability, and undermined by segregated, fragmented and sprawling settlement form, mismanaged resources and insufficient regional accessibility between settlements. There is a need to leverage and build upon existing economic assets in the region such as the George Airport, the oil and gas sector (MosGas), and the existing Mossel Bay port and harbour's in the region.  The resilience of the region is closely tied to its overall risk profile, which is undermined by the poor management and quality of the natural environment, exposing urban environments to risks though development decisions (such as coastal ribbon development, riverine and flood prone development and development in fire risk areas) and exposing the environment to unsustainable farming practices thereby highlighting the need for disaster risk management, natural resource management and climate change adaptation. There is an undeniable pressure between infrastructure development and the environmental asset protection, as well as the impact of such development on the municipal financial sustainability and its ultimate resilience.
<b>2 RURAL DEVELOPMENT AND DIVERSIFICATION</b>  Promote sustainable agricultural practices, enhancing value chains, promoting agri-processing, rural economic diversification, and agricultural protection.	<b>Key Regional Issue 2</b> In terms of rural development and diversification, there is a clear tension between agriculture and biodiversity. There is a need to be more productive and resource efficient with the same amount of land and less water availability in the long term. There is a need to promote beneficiation of agricultural goods to both diversify the economy and create better paying jobs, as well as support to expand niche agricultural industry. There is significant pressure for low density high income housing in rural areas, which undermines landscape character, food security and agricultural output. The economies of rural settlements and hamlets are struggling due to the decline of agricultural and forestry activities and there is a strong need to reconceptualise these settlements into sustainable economic centres.
<b>3 PEOPLE-CENTRED QUALITY DEVELOPMENT, EQUITABLE ACCESS, SPATIAL JUSTICE &amp; EFFICIENCY</b>  People-centred development, creating quality living environments, enhancing the lives of the poor through poverty-alleviation and rural development strategies.	<b>Key Regional Issue 3</b> For the urban and rural poor, the poor state of the environment undermines potential economic and social development, in urban areas due to poor quality open space systems and in the rural areas due to inadequate access to environmental resources to facilitate economic development and growth. There is a strong need to improve education outcomes and opportunities in low income / poorly skilled areas to enable access to the growing sectors of the economy (predominantly tertiary sectors and semi-skilled to skilled sectors). Access to natural resources, water, infrastructure, facilities, services and mobility is inequitable and constrained by a lack of affordable transport options both within and between settlements, and poor decision making in placing of services / facilities

Shared Regional Value	Key Regional Issue Statement
<p>Promoting equitable access to quality and affordable transport, facilities, services, and employment</p> <p>Achieving spatial justice and efficiency by integrating and densifying our settlements, promoting continuity, compaction, and mixed use quality urban environments which are well consolidated, and function in a collaborative and complementing manner, reversing the apartheid spatial form.</p>	<p>and the development form of each urban settlement in the region. Opportunities exist to provide public transport options to both communities and for tourism purposes. There is a need to conceptualise the Southern Cape region within a broader movement, logistics and freight Coastal Corridor stretching from Cape Town to Durban.</p> <p>Inefficient use of land resources, such as low density urban development, is undermining the carrying capacity of the region, and there is a strong need to redress past spatial imbalances and injustices, and increase the efficiency with which urban and regional development occurs. Town centres are being economically undermined by commercial decentralisation whilst low income areas are disconnected from opportunity and there is a stronger need to identify well located land for low income development. There needs to be a clear understanding of the role of each settlement in the regional system and how each complements the other.</p>
<p><b>4 ENHANCE AND CAPITALISE ON EXISTING ENVIRONMENTAL AND BUILT ASSETS AND PROMOTE GOOD GROWTH MANAGEMENT, DEVELOPMENT AND MAINTENANCE PRACTICES</b></p> <p>Enhancing rural character, tourism potential, &amp; sense of place of the region, thereby capitalizing on the assets of the region.</p> <p>Providing and maintaining the necessary regional and local infrastructure and guidelines for effective growth management in a financially and environmentally sustainable manner.</p>	<p><b>Key Regional Issue 4</b></p> <p>The lifestyle, character, heritage and sense of place of the Garden Route and the Klein Karoo is an enormous asset that is both neglected (in land development / infrastructure development terms), lacking a coherent brand and lacking in consideration in development. There exist many undercapitalised assets and development opportunities in struggling small settlements which limit rural development. The informal sector is not able to effectively access opportunities in the various sectors of the economy (tourism, agricultural production and resources).</p> <p>Growth management and compact regional development needs to be strictly adhered to, in order to ensure municipal financial sustainability, balancing the need to invest in new infrastructure and proper maintenance programmes to keep existing regional assets in good condition. Waste and water pressures need innovative regional solutions and the provision of new services and facilities needs a clustered approach. Informality needs to be planned for and new housing provided in well located areas.</p>
<p><b>5 GOOD GOVERNANCE AND PREDICTABILITY</b></p> <p>Efficient, effective, and integrated management, good administration, and governance.</p>	<p><b>Key Regional Issue 5</b></p> <p>A regional approach to resource management is critical, with the need to build a strong and predictable governance system that facilitates predictability and trust to stimulate appropriate private sector development. Complementarity between municipalities and towns needs to facilitate coordinated governance and maximise cost efficiency, strong economic policy and coordination in tourism, business and all matters of mutual interest.</p>



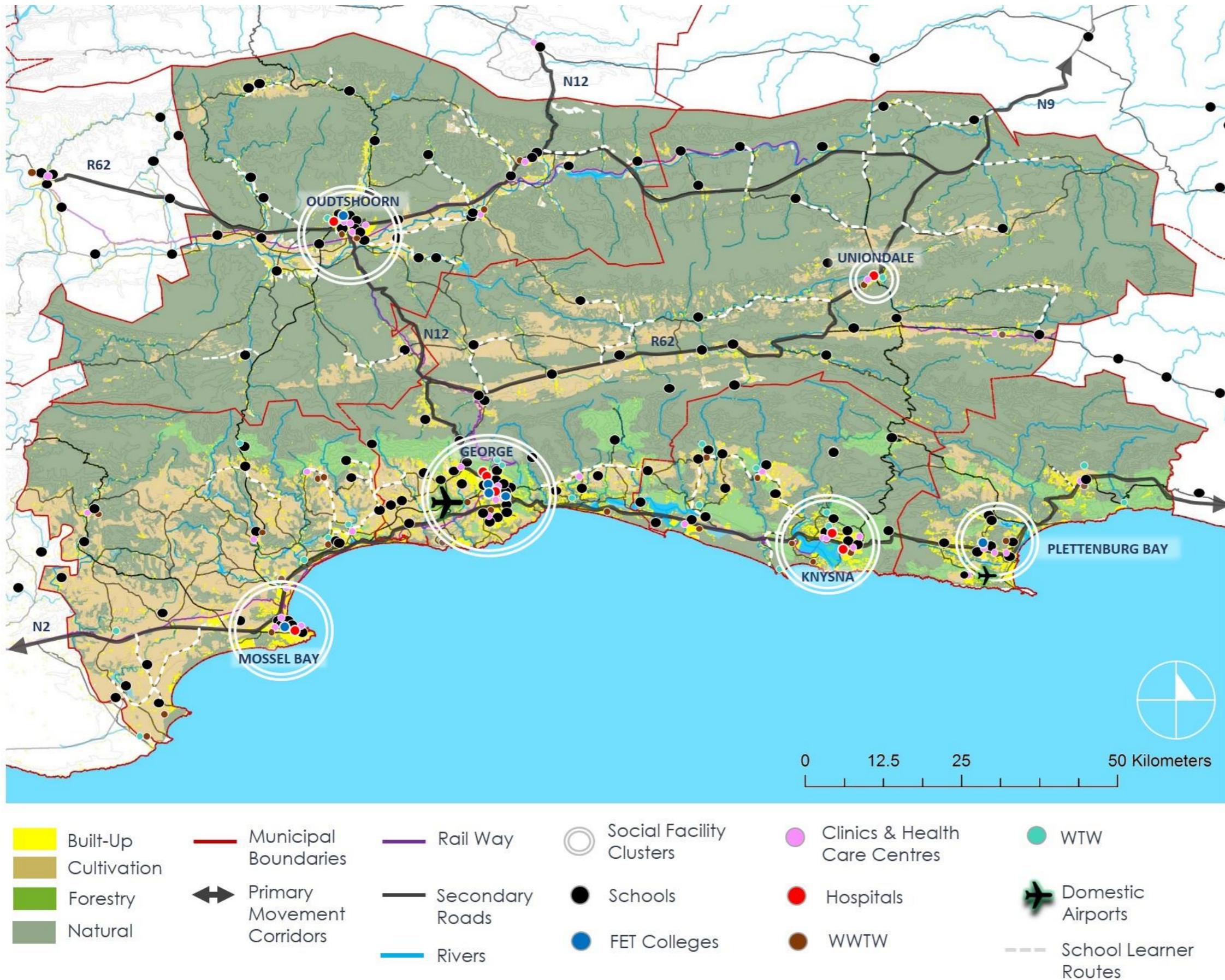
**Figure 3.9: The Resilience of the Region** is closely tied to its overall risk profile, which is undermined by the poor management and quality of the natural environment, exposing urban environments to risks through development decisions



**Figure 3.10: The Economic Vitality of the Region** is inextricably linked to its natural resources, underpinned by the skill set of the region and conversely constrained by the mismatch between available and needed skills, ICT availability, and undermined by segregated, fragmented and sprawling settlement form, mismanaged resources and insufficient regional accessibility between settlements



**Figure 3.11: Growth management and compact regional development** needs to be strictly adhered to, in order to ensure municipal financial sustainability, balancing the need to invest in new infrastructure and proper maintenance programmes to keep existing regional assets in good condition



**Figure 3.12: Access to natural resources, water, infrastructure, facilities, services and mobility is inequitable and constrained** by a lack of affordable transport options both within and between settlements, and poor decision making in placing of services / facilities and the development form of each urban settlement in the region



- |                 |                 |                      |                                       |                   |                     |
|-----------------|-----------------|----------------------|---------------------------------------|-------------------|---------------------|
| Urban Built-Up  | Protected Areas | Freight Corridors    | PETRO SA                              | Domestic airport  | Proposed Agri-hub   |
| Rural Dwellings | CBA & ESA       | Secondary Roads      | Hamlets/Villages & Small Towns        | Military Airfield | Decentralised Malls |
| Cultivation     | Dams            | Rail Way             | Fishing Harbour                       |                   |                     |
| Forestry        | Rivers          | Municipal Boundaries | Strategic Port (waterfront potential) |                   |                     |

**Figure 3.13: In terms of rural development and diversification, there is a clear tension between agriculture and biodiversity.** There is a need to be more productive and resource efficient with the same amount of land and less water availability in the long term. There is a need to promote beneficiation of agricultural goods to both diversify the economy and create better paying jobs, as well as support to expand niche agricultural industry

# CHAPTER 4: THE SOUTHERN CAPE REGIONAL SPATIAL CONCEPTUAL FRAMEWORK

## 4. A REGIONAL SPATIAL CONCEPTUAL FRAMEWORK FOR THE SOUTHERN CAPE

The purpose of this chapter is to articulate a clear regional spatial **conceptual framework** for the Southern Cape. This conceptual framework will inform the proposals and implementation actions established in subsequent subsections which are required to realise the conceptual vision for the Southern Cape.

### 4.1. THE PSDF SPATIAL LOGIC

The Provincial Spatial Development Framework (PSDF) provides a foundation for the direction and policy framework within which the Southern Cape ought to elaborate upon. The intention of the Southern Cape RSIF is not to reinvent a policy direction that is already clearly set via the PSDF, but rather to re-visit this policy direction and set out how the particular policy direction manifests within the Southern Cape Region.

It is first worth focusing on the spatial logic underpinning the PSDF, namely that the spatial strategy for the Western Cape is to:

1. **CAPITALISE** and build on the Western Cape's **comparative strengths** (e.g. gateway status, knowledge economy, lifestyle offering), and **leverage** the sustainable use of its **unique spatial assets**.

In the case of the Southern Cape, the region has a strong lifestyle offering both to those wishing to retire or pursue business opportunities in the

region. The Klein Karoo and Garden Route brands have enormous tourism potential and the extent and variation of the scenic assets are unparalleled in South Africa. The latent growth potential of the region is arguably one of the highest in the country – with good access, infrastructure, services, and facilities.

2. **CONSOLIDATE** existing and emerging regional economic nodes as they offer the best prospects to generate jobs and stimulate innovation.

In the context of the Southern Cape, both George and Mossel Bay, as the largest urban centres and most diversified economies, hold great potential for future economic and urban growth. Importantly, future growth must be based on an urban rather suburban growth model.

3. **CONNECT** urban and rural markets; connect fragmented settlements; and connect critical biodiversity areas (i.e. freight logistics, public transport, broadband, priority climate change ecological corridors, etc.).

In the context of the Southern Cape, inter-settlement and regional transport ought to be strengthened between the larger order urban settlements in order to promote connectivity, both within the region as well as between the region and major centres in South Africa. The Southern Cape is indeed a part of a broader movement and economic corridor in South Africa that stretches along the east coast between Cape Town and Durban. Improving connectivity for freight and people is critical to the economic vitality of this region.

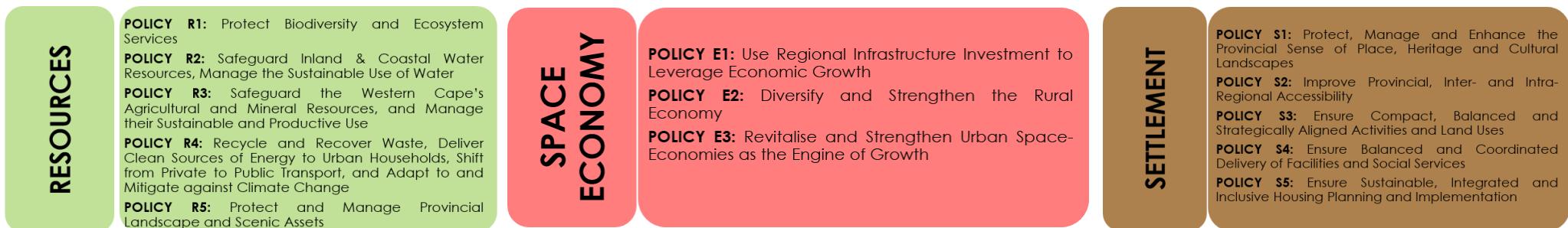
4. **CLUSTER** economic infrastructure and facilities along public transport routes (to maximise the coverage of these public investments), and respond to unique regional identities within the Western Cape.

In the context of the Southern Cape, economic infrastructure needs to be strategically located in order to support the economic growth and development of those settlements that have the highest growth potential and social need. Facilities need to be clustered, when appropriate, to ensure service can be delivered the most efficient and effective manner.

In summary, the PSDF spatial logic seeks to ensure that the Southern Cape fully **capitalises** on those assets that make the region intrinsically unique giving it a greater competitive advantage; **consolidate** the nodes of growth and development that have already been established; enhance **connections** within the region itself, but also across the broader South African context, and **cluster** the appropriate services, facilities, and infrastructure.

## 4.2. THE PSDF POLICY STATEMENTS

The Provincial Spatial Development Framework provides a total of 13 Policy Statements that seek to guide spatial, infrastructure, and economic development planning within the Province. The policy statements are structured under **Resources**, **Space Economy**, and **Settlement**.



From a **Resource** perspective, the PSDF seeks to ensure that biodiversity and ecosystem services are protected, water is sustainably managed and safeguarded, agricultural and mineral resources are sustainably used, climate change adaptation and mitigation is implemented and the landscape and scenic assets of the province are protected and managed.

From a **Space Economy** perspective, there is a concerted effort to use regional infrastructure investment to leverage economic growth, a strong need to diversify and strengthen the rural economy and a focus to revitalise and strengthen urban areas as the engines of growth.

From a **Settlement** perspective, there is a directive to ensure sense of place, heritage and cultural landscapes are protected and managed, inter- and intra-regional accessibility is improved, compact and strategically aligned activities and land use, provide coordinated and balanced services and ensure integrated and inclusive housing planning.

### **4.3. THE GARDEN ROUTE SDF SPATIAL DRIVERS OF CHANGE**

The Garden Route Spatial Development Framework (2017) identifies several spatial drivers of change that need to be translated into policy for the Garden Route District.

In order for the Garden Route to reach its full potential, 6 central issues were identified that needed to be addressed, based on the policy review and synthesis. These issues relate to:

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

In line with the Garden Route District Vision and Mission adopted in the 2017 IDP, the SDF focused on four spatial drivers of change. These spatial drivers, underpinning a development approach, are:

1. **The Economy is the Environment:** A sustainable environment is an economy positioned for growth;
2. **Regional Accessibility for Inclusive and Equitable Growth:**
3. **Coordinated Growth Management for Financial Sustainability:**
4. **Effective, Transversal Institutional Integration** – we need to plan, budget and manage as one government. This speaks to the institutional context within which spatial planning must take effect, with particular reference to municipal finance, coordinated infrastructure planning and

delivery as well as robust project preparation and pipelines.

These 4 spatial drivers and policy informants are underpinned by the 9 shared regional values identified for the region and the associated policy and strategy intervention proposals for the region.

#### **4.4. VISION 2040 FOR THE SOUTHERN CAPE REGION**

The following sets out the broad Vision 2040 for the Southern Cape region. It seeks to elaborate what a potential future for the Southern Cape could become in 2040, if the series of actions being proposed in this regional spatial implementation framework are acted upon jointly, in partnership, with all role-players in the region. This vision is also based on the culmination of the visioning session held in November 2016 and the Focus Group Sessions of February 2017.

#### **INTRODUCTION**

It is the year 2040 and the Southern Cape region is a thriving hub of innovation, economic promise and environmental sustainability in South Africa. Over the last few decades, a series of strategic and focussed initiatives, interventions and partnership in the region have catapulted it ahead of far larger regions in the country in terms of socio-economic development and environmental sustainability, making it punch far above its own weight in terms of the Human Development Index and the Gini Co-efficient. This is now one of the most educated, skilled, literate, innovative and entrepreneurial regions in Africa and indeed the world – and it is well positioned to be one of the significant drivers of the South African economy well into the 21<sup>st</sup> century and beyond! Its unparalleled lifestyle offering, excellent connectivity to key hubs in Africa and the rest of the world and world-class tourism appeal has enabled economic diversification and value add in the agricultural sector, reinvigorated the rural areas and the towns offering value-add services, manufacturing opportunities and facilities.

#### **A RESILIENT SOUTHERN CAPE**

Since the great floods, fires and droughts of the early decades of the 21<sup>st</sup> century in the southern cape region, government, municipalities, civil society, business and non-governmental organisations have put in place a range of measures that have made the Southern Cape a far more resilient place to live – resilient to the changing climate, the uncertain rains, droughts and fires, including economically resilient to the fluctuating and ever-changing global economy. These measures have very much been ingrained into local thinking and action at neighbourhood scale. Natural resources, such as water, biodiversity and catchments are excellently managed, to global best practice standards and based on the leveraging that the region made with its competitive advantages, the surge in economic growth has not only drastically lifted the quality of life of all in the region, but also funded many of the programmes which have secured this increased quality of life – such as health care and education. The water future of the region is secured, alien vegetation management is a sustained intervention, disaster management and fire protection services has been able to significantly upscale its responsiveness and ability to manage fires, fire risks, and any other risks in the region effectively. The public transport system – particularly the rail linkages both within the region and to the rest of south Africa has been drastically improved – significantly decreasing exposure to the oil crunches and cost peaks that have occurred since the 2020's. The road network is well maintained and sufficient to deal with the traffic needs of the region. Similarly, all the towns in the region have become very walkable, with well-connected bicycle and pedestrian routes, as well as efficient and effective public transport services, decreasing the need to own a private vehicle.

This shift has, by and large, been enabled by the development decisions of the municipalities and the direction set by their Spatial Development

Frameworks, infrastructure investment decisions and land use approvals and regulations. There has been a concerted and leadership driven effort to shape the urban landscape – from what previously lacked integration and vitality, and gave priority to low density car-oriented development, towards more compact, pedestrian-scaled and non-motorised friendly urban environments with excellent quality green open spaces and which emulated and enhanced each settlement's unique character and competitive advantage. The municipal financial sustainability and long terms operating costs of municipalities have improved enormously, as infrastructure use is optimised, through densification, and hence infrastructure maintenance improved.

#### **AN ECONOMICALLY VIBRANT AND THRIVING SOUTHERN CAPE**

The Southern Cape region has spent over two decades focussing on putting measures in place to make it easy and desirable to do business in the region. 'Red tape' and 'obstructive' governance practices have given way to enabling and facilitating practices which seek to both protect that which is worthy of protection, while fast-tracking development and opportunity, where it is deemed to be desirable and clearly communicated to the private sector via municipal plans and policies. Concurrently, the people of the region have skilled themselves to access the growing job opportunities that exist, whilst the government has ensured the best quality infrastructure and systems are in place to enable the region to grow sustainably and in a manner that uplifts all its people. The drastically improved ICT infrastructure has ensured that, no matter where in the region you find yourself, you have easy access to the best education and knowledge systems in the world.

As the natural systems of the region are well-managed, the tourism, forestry, agricultural and agri-

processing sectors of the economy are thriving and sustainably managed. Compact settlements make businesses thrive – more foot traffic and people on the street increases business viability and ease of access. A strong regional public transport sector makes the region easy to navigate and trade in, as well as easy to access from other regions in the country.

### **A SUSTAINABLE AND RESILIENT RURAL LANDSCAPE THAT SUPPORTS DIVERSIFIED ECONOMIC ACTIVITIY IN THE SOUTHERN CAPE WHILST MAINTAINING RURAL CHARACTER, LANDSCAPES AND SENSE OF PLACE**

The drive for more sustainable agricultural practices, water use and enhancing value-chains in the agricultural sector have progressively revitalised the agricultural economy – making exports both more desirable and valuable, adding much needed GVA to the region's economy.

Successful partnerships between traditional agri-players and emerging black farmers has helped to grow a significant black farmer population and stimulate export opportunities.

Hamlets that were previously places of poverty have leveraged on their competitive advantages and attracted lifestyle development opportunities and a spread of middle and higher income earners, local tourism opportunities and tourism-related activities into their settlements – creating employment opportunities.

The scenic quality of the garden route and Klein Karoo is now a global brand – attracting visitors from the world over to come and experience the varied and majestic landscapes, vistas and cultures of the region – from the lush forests, wild beaches, the fynbos covered mountain slopes and the succulent Klein Karoo landscapes in all its peaceful and silent glory.

### **A SOUTHERN CAPE THAT HAS ENHANCED AND CAPITALISED ON ITS EXISTING ENVIRONMENTAL AND BUILT ASSETS**

The region has made great strides in enhancing and capitalising on its existing environmental and built assets in the region:

- The lifestyle offering of the garden route and Klein Karoo is unparalleled in Africa, and indeed amongst the top holiday and retirement destinations in the world, offering world-class medical, services and industry opportunities.
- The rail line has been reinvigorated to offer freight, public, and tourism transport services;
- New development has been done in a manner and style that is sympathetic to the landscape in which it sits, enhancing the character of the region and current development is retrofitted and landscaped in a manner that appropriately builds on the unique characteristics of the region;
- Branding, marketing, and way-finding in the region is now unified and consistent, and has a single unified message that enables tourism to function optimally and allows tourists to access the full suite of gems that exist along the garden route.
- Mossel Bay has capitalised on its assets – the heritage-full 'old town' centre has pulled in great tourism opportunities, including the redevelopment of the existing Port into a working harbour with waterfront development and a cruise ship terminal which brings thousands of tourist each year. The tourists can take an easy walk into Mossel Bay or take the tourist train from the harbour into the garden route and Klein Karoo and beyond. Mossel Bay's oil and gas industry is also reinvigorated by a series of on and off shore gas opportunities in the region, and the Louis Fourie corridor is doing well to establish itself as the economic spine of the town – positioning Mossel

Bay to capture both tourism, industry, and service opportunities.

- George is well positioned as the administrative and service centre of the region – providing all of the major, highest order private and public sector services. The high quality of its golf services and facilities makes it a golfers dream and is world-renowned for this.
- Knysna is a major tourism asset of the region with a growing number of manufacturing and clean industrial employment opportunities. Retirement and associated services and facilities have grown in the town – partly because of the world class medical facilities located both in George and Mossel Bay which are in close proximity.
- Plettenberg Bay has grown into a larger town and provides a set of services and facilities appropriate to its scale. It is also a major tourism hub of the region, known for its 'year round' appeal and ease of access for both the 'ultra-rich' and local holiday makers. Retirement and associated services and facilities have grown in the town as well.

### **AN ACCESSIBLE SOUTHERN CAPE REGION**

The region has drastically improved its air access to the rest of South Africa and, by extension, the world. This has drastically improved its tourism numbers and ease of access to the region, as competitive flight operators offer affordable flights to the region and beyond. The rail system has seen significant investment to allow inhabitants of the major towns both access local towns but also the other major towns of south Africa. A high speed rail network, linking Cape Town and Durban, links the Southern Cape to both major cities along this eastern growth corridor of the country. The region has also built upon and extended the accessibility of the Go-George service that now connects towns to one another and makes accessing services, facilities and employment both

affordable and safe, and has also opened up the natural assets, tourism destinations and beaches to all residents in the region. Settlement compaction has, over time, made these public transport services more viable, decreasing the needed subsidy to operate these services. Road accidents have also seen a drastic decrease in the region as public transport services have increased safety and private drivers responsibly use the road network.

#### **A SPATIALLY JUST AND EFFICIENT SOUTHERN CAPE WITH FOCUSED GROWTH MANAGEMENT**

Achieving spatial justice and urban efficiency has required a concerted effort and is not something that happened 'by chance'. Authorities and the private sector alike have been major players in integrating and densifying the settlements of the region, promoting continuity, compaction, and mixed use quality urban environments which are well consolidated, and function in a collaborative and complementing manner, reversing the apartheid spatial form. Urban environments are dignified places

Government and the private sector have, over the years, ensured that the apartheid spatial form of settlements has largely been reversed by creating complete neighbourhoods that largely provide a range of housing typologies for a range of income groupings. Connectivity within the larger settlements is enormously improved by significant infrastructure investment in pedestrian walkways, bicycle and non-motorized transport infrastructure and public transport investments. The region has become an example for how developing world contexts can transform themselves from car-dependent settlements to far more pedestrian friendly and cycle friendly locations. This has both made life easier for all people in the region and stimulated the tourism industry.

The days of using land inefficiently and ineffectively are over - low density urban development, which was once undermining the carrying capacity of the region, has slowly been increased to more viable levels. Town centres have been reinvigorated with a set of interventions and beautification initiatives of public private partnerships and improvement district initiatives and commercial decentralisation halted and reversed by attracting high quality and accessible business back into town centres. Well located land within the towns has been proactively identified and released for development of affordable housing opportunities.

As a result of the increased efficiency and density of settlements, providing and maintaining infrastructure in the region has become more affordable and environmentally sustainable. Municipal finances are healthy and rates income has substantially grown as the increase in employment opportunities and rate payers increased.

Common bulk water infrastructure and regional services (such as waste management services) has become the new normal for the region, making each Rand stretch further as common resources and capacity creates resilience and allows for dynamic growth in the region, particularly in those areas whose water security was particularly under threat.

#### **A PEOPLE-CENTRED AND QUALITY FOCUSED REGION**

People-centred development has become the focus of the region, creating quality living environments, enhancing the lives of the poor through poverty-alleviation and rural development strategies. Skills development and neighbourhood development have focussed on the most vulnerable and poor residents of society, which contributes towards the transformation of entire settlements.

#### **A REGION OF GOOD GOVERNANCE AND PREDICTABILITY**

Underpinning all of the above positive changes and improvements in the region is an efficient, effective, and integrated government which has established a trusted, predictable and stable administration and governance system.

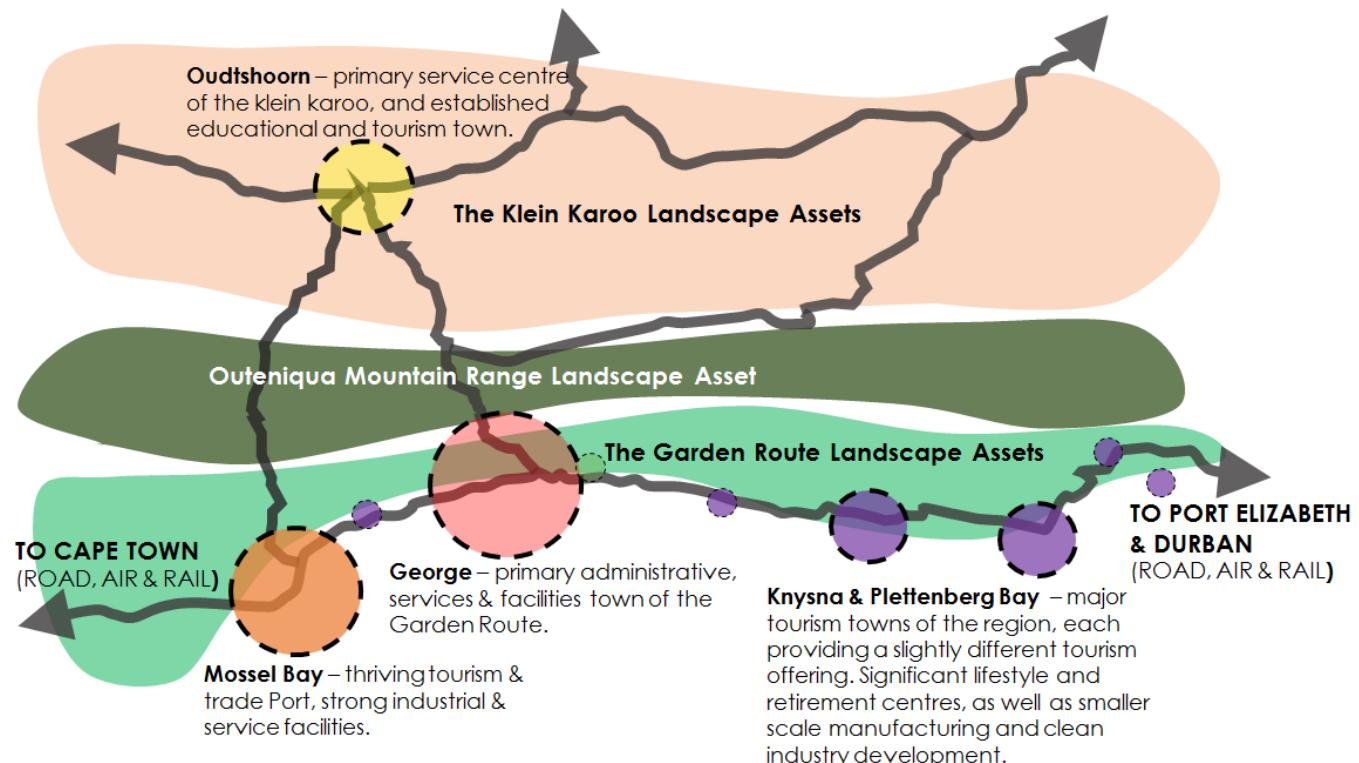
Planning and execution by government has become a trusted and reliable and the private sector has responded well to this enabling, partnership-centric and facilitating governance style. A regional approach to resource management has become central, with the need to build a strong and predictable governance system that facilitates predictability and trust to stimulate appropriate private sector development. Complementarity between municipalities and towns has facilitated coordinated governance and maximised cost efficiency, strong economic policy development and execution and increased the coordination in tourism, business and all matters of mutual interest.

#### 4.5. SPATIAL CONCEPT FOR THE SOUTHERN CAPE REGION

The following sets out the broad spatial concept for the Southern Cape Region, following on from the vision already elaborated upon above. The spatial concept has the following broad elements:

1. Three broad landscape assets that require preservation, enhancement and that entail different lifestyle, tourism, agricultural and scenic asset offerings. These are the **Klein Karoo Landscape Asset**, the **Outeniqua Mountain Range Landscape Asset** and the **Garden Route Landscape Asset**;
2. A world-class **movement network** that facilitates the efficient and safe movement of goods and people both along the coastal N2-corridor, as well as an upgraded inland R62 tourism corridor. In time, this movement network will diversify away only from road-based movement, but will also be served by an efficient, safe and reliable rail service, connecting people and goods to the broader South African region. The world-class airport infrastructure in George provides adequate air connectivity and an increased number of domestic air operators will greatly reduce travel costs, particularly between Cape Town and the Garden Route, and Johannesburg and the Garden Route.
3. Urban settlements that leverage their niche industries and competitive advantages in a complementary and reinforcing way in a broader region.
  - a. **Oudtshoorn** being the primary service centre of the klein karoo, a well-established tourism, arts, educational and sporting town. Oudtshoorn

## THE SPATIAL CONCEPT FOR THE SOUTHERN CAPE



celebrates its built, historical and agricultural heritage assets, reflective in its proud town centre that honours this heritage and is a place of celebration at several times of the year for festivals.

- b. **Mossel Bay** is the thriving tourism, trade, port, industrial and service centre anchoring the western portion of the garden route. Its industrial focus and capability can better absorb 'heavy' industrial activities than other urban centres in the region. It also provides a

Special Economic Zone that focusses primarily on green energy technologies, but also secondarily on agri-exports, aviation, bunker fuel, rig-repairs and trans-shipment. Some of the services at the SEZ develop value-added products and services related to the oil, gas and related industries – both down-stream and upstream from the existing PetroSA facility, as well as waste reduction, recycling and agri-processing. Mossel Bay's port is also completely transformed – offering both shipping and tourism

functions in the broader regional economy.

- c. **George** is the primary service centre of the entire garden route region, offering most of the higher order services and facilities one would expect to receive in a metropolitan city, including modern airport infrastructure. It houses the primary administrative and regional offices of companies offering services in the region, but is also the heart of the vast golfing tourism offering, and a thriving agricultural sector specialising in export-quality berries and other agricultural produce used in beer making and other agri-processing activities.
- d. **Knysna** provides a unique tourism and lifestyle offering which leverages its position set amongst pristine lakes, lagoons, indigenous forests and fynbos, and with breath-takingly beautiful beaches. Knysna has become a significant festival town, as well as a major player in lifestyle sports as the unique landscape lends itself to world-class cycling, mountain biking and trail-running experiences.
- e. **Plettenberg Bay** has both a distinct premium tourism offering, and also a unique beach experience that is unmatched anywhere else in the garden route. Plett offers a variety of tourism accommodation offerings and distinct experiences, typical of a 'beach town'.

#### 4.6. BROAD POLICY DIRECTIVE STATEMENTS FOR THE SOUTHERN CAPE REGION

The following table seeks to illustrate the degree to which the PSDF Policies inform and link to the shared regional values; how these shared regional values have translated into the identification of the key issues that have been **previously identified** in chapter 3; and what broad policy statement directives will be used in formulating how the above vision could potentially be achieved.

GARDEN ROUTE SDF SPATIAL STRATEGY: THE ECONOMY IS THE ENVIRONMENT	
REGIONAL VALUE 1: ECONOMIC, SOCIAL AND ENVIRONMENTAL VITALITY & RESILIENCE	
KEY ISSUES IDENTIFIED IN THE SOUTHERN CAPE REGION	BROAD POLICY DIRECTIVE STATEMENT FOR THE SOUTHERN CAPE
<p><b>The Economic Vitality of the Region</b> is inextricably linked to its natural resources, underpinned by the skill set of the region and conversely constrained by the mismatch between available and needed skills, ICT availability, and undermined by segregated, fragmented and sprawling settlement form, mismanaged resources and insufficient regional accessibility between settlements. There is a need to leverage and build upon existing economic assets in the region such as the George airport, the oil and gas sector (MosGas) and the existing Mossel Bay port and harbour's in the region.</p> <p><b>The Resilience of the region</b> is closely tied to its overall risk profile, which is undermined by the poor management and quality of the natural environment, exposing urban environments to risks though development decisions (such as coastal ribbon development, riverine and flood prone development and development in fire risk areas) and exposing the environment to unsustainable farming practices thereby highlighting the need for disaster risk management, natural resource management and climate change adaptation. There is an undeniable pressure between infrastructure development and the environmental asset protection, as well as the impact of such development on the municipal financial sustainability and its ultimate resilience.</p> <ul style="list-style-type: none"> <li>• Economic growth is constrained by an under pressure resource base and the inability of actors in the region to effectively and sustainably capitalize on its agricultural, natural and tourism assets and inherent competitive advantages in a way that provides broad benefit to all in the region.</li> <li>• The natural environment, wetlands, lakes, and riverine systems are vulnerable, endangered and in some instances critically endangered. The quality of the biodiversity assets in the</li> </ul>	<p><b><u>Underpinning Provincial Spatial Policy (from PSDF, 2014):</u></b></p> <p><b>POLICY R1:</b> Protect Biodiversity and Ecosystem Services</p> <p><b>POLICY R2:</b> Safeguard Inland and Coastal Water Resources, and Manage the Sustainable Use of Water</p> <p><b>POLICY R3:</b> Safeguard the Western Cape's Agricultural and Mineral Resources, and Manage their Sustainable and Productive Use</p> <p><b>POLICY R4:</b> Recycle and Recover Waste, Deliver Clean Sources of Energy to Urban Households, shift from Private to Public Transport, and Adapt to and Mitigate against Climate Change.</p> <p><b>POLICY E1:</b> Use Regional Infrastructure Investment to Leverage Economic Growth</p> <p><b>POLICY E3:</b> Revitalise and Strengthen Urban Space-Economies as the Engine of Growth</p> <p><b>GR VR1) ENVIRONMENTAL REHABILITATION, ENHACEMENT &amp; RESILIENCE POLICY</b></p> <ul style="list-style-type: none"> <li>• Rehabilitate, restore, and enhance the quality of the natural environment (biodiversity, wetlands, rivers, lakes, air), and protect</li> </ul>

region are in decline (with Mossel Bay not meeting biodiversity targets) or under threat from unsustainable and unsuitable urban and agricultural activities, climate change risk factors, increased fire risks, and flood events. Conversely, invasive plant species are undermining water security, increase fire risk vulnerability and threaten indigenous flora. Furthermore, low inversion layers and low dispersion of pollutants have rendered the air quality of parts of the region, specifically around George and Groot Brak, a concern.

- Drought, long-term climate change, overgrazing, desertification and subsequent catchment hardening is decreasing water infiltration and collection potential, coupled with a water system that lacks resilience and inter-municipal cooperation in water collection, storage and distribution.
- Sprawling urban development, and mounting pressures, such as population growth and unsustainable agricultural practices, are threatening the absorptive and carrying capacity of the natural environment and its ability to provide essential ecosystems goods, infrastructure and services, thereby increasing the region's vulnerability to the negative effects of climate change. A lack of environmental sustainability has become a regional threat due to financial incapacity to address the issues – in regional waste production and management, energy consumption, private transport dependence and a concomitant lack of access to a safe, reliable, and affordable regional public transport system.
- The placement and building of new infrastructure should be carefully considered and prioritised in order to maximize efficiency and ensure the maximum cost-benefit for the region.
- The population's skill levels and intellectual capacity are inadequate to access the economic growth opportunities of the region: there is mismatch between skills needed in the growing skill-intensive sectors of the economy and the available skills and the subsequent losses in economic opportunities and the number of available jobs in the primary sectors of the economy. Poor access to internet is also a constraint to economic growth and opportunities.
- Low-density sprawl and commercial decentralization are threatening the economic vitality of settlements, and in particular the traditional urban centres in the region, a large proportion of which are identified as being high-growth/high-need settlements.
- The informal sector of the economy has previously been illegitimated and largely denied access to the mainstream economy, both in planning, development and in terms of access. The rural economy is similarly disconnected and constrained by regulatory-oriented, rather than development oriented, planning decisions.
- Although strides have been made towards developing an integrated public transport network within the town of George, the current lack of a regional public transport rail and bus transport system constrains human and freight mobility and access to facilities, services, and employment and inter-settlement movement. Furthermore, there is not sufficient public

the natural environment and assets of the region from invasive plant species, unsustainable urban development and inappropriate agricultural, commercial and industrial activities and mitigate against the risks and disasters associated with climate change.

#### **GR VR2) RESILIENT REGIONAL SETTLEMENTS POLICY**

- Devise strategies to protect ecosystems through settlement planning with a "climate change, risk reduction and disaster management" focus, mitigating past, current, and future disaster risks and hazards.
- Set in place a regional commitment to pursuing a compact urban growth model and off grid retrofitting exercise which promotes a more sustainable regional growth model that promotes municipal financial sustainability.

#### **GR VR3) REGIONAL WATER RESILIENCE POLICY**

- Set in place a sustainable regional water management system, including a "war on leaks" programme, that improves its resilience to climate change and decreasing water availability.

#### **GR VR4) REGIONAL WASTE MINIMISATION, MANAGEMENT & UTILISATION POLICY**

- Set in place a sustainable and innovative regional waste management system which includes regional and onsite recycling opportunities, regional waste to energy opportunities and waste disposal as a last resort.

#### **GR VR5) GARDEN ROUTE AIR ACCESS POLICY**

- Air access between Cape Town, Gauteng, Durban, and George airports to be improved by ensuring price-competitive operators can bring more tourists into the region, specifically from Cape Town and Johannesburg.

#### **GR VR6) SKILLS TO MATCH THE ECONOMY POLICY**

- Put in place a skills development and upskilling programme in the region that ensures the upskilling and training of inhabitants in the region in order to access the economic opportunities that exist in relevant key growth sectors of the economy.
- Strengthen sectors of the regional economy which are aligned to the available skills level of the local population of the region and promote the development of new skills to align with new innovations.

and non-motorised transport within the region. The capacity of the N2 for the flow of goods, services, and people needs to be extended.

- There is fiscal competition between the need for new infrastructure development and existing infrastructure maintenance, resulting in poor secondary route accessibility and uncertainty in terms of waste and electricity infrastructure and around proposals to expand public transport access to Garden Route.
- The region is in need of a strategy to do more with less as financial, economic, natural, and settlement-related resources are limited and decreasing in the context of population and subsequent settlement growth and climate change. Disaster risk management should be central to the planning agenda in this region.

#### **GR VR7) REGIONAL ECONOMIC GROWTH AND DEVELOPMENT POLICY**

- Develop an economic growth and development strategy to facilitate better access to economic opportunities for all which focusses on leveraging existing assets of the region, such as George Airport, Mossel Bay Port and explore the creation of a SEZ to support and grow the green energy, oil and gas and related sectors.

#### **GR VR8) REGIONAL INFORMAL ECONOMY POLICY**

- Facilitate access to the mainstream economy and provide space and allowance for informal economic activities in urban contexts.

## **GARDEN ROUTE SDF SPATIAL STRATEGY: THE ECONOMY IS THE ENVIRONMENT**

### **REGIONAL VALUE 2: RURAL DEVELOPMENT AND DIVERSIFICATION**

Promote sustainable agricultural practices, enhancing value chains, promoting agri-processing, rural economic diversification, and agricultural protection.

<b>KEY ISSUES IDENTIFIED IN THE SOUTHERN CAPE REGION</b>	<b>BROAD POLICY DIRECTIVE STATEMENT FOR THE SOUTHERN CAPE</b>
<p>In terms of rural development and diversification, there is a clear tension between agriculture and biodiversity. There is a need to be more productive and resource efficient with the same amount of land and less water availability in the long term. There is a need to promote beneficiation of agricultural goods to both diversify the economy and create better paying jobs, as well as support to expand niche agricultural industry. There is significant pressure for low density high income housing in rural areas, which undermines landscape character, food security and agricultural output. The economy of rural settlements and hamlets are struggling due to the decline of agricultural and forestry activities and there is a strong need to reconceptualise these settlements into sustainable economic centres.</p>	<p><u><a href="#">Underpinning Provincial Spatial Policy (from PSDF, 2014)</a></u></p>
	<p><b>POLICY E2: Diversify and Strengthen the Rural Economy</b></p>
	<p><b>GR RD1) RURAL ECONOMY DEVELOPMENT POLICY</b></p> <ul style="list-style-type: none"> <li>• Define and promote appropriate economic and development opportunities in the rural areas to both revive these economies and create balanced, sustainable settlements and hamlets, including exploring the creation of ICT hubs in rural areas.</li> </ul> <p><b>GR RD2) REGIONAL AGRI-PROCESSING POLICY</b></p> <ul style="list-style-type: none"> <li>• Support forestry and agri-processing industries with a range of regulatory support tools, such as provision of additional rights via the zoning schemes, in order to promote expansion and job growth in these sectors.</li> </ul> <p><b>GR RD3) DEVELOPMENT IN RURAL AREAS POLICY</b></p>

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>The decline in the agricultural and forestry sectors of the region's economy have seen a decay in lower-order settlements and the rise of pockets of poverty in these largely grant-dependent, job-deficient hamlets. These hamlets also suffer from a lack of general access to higher order facilities and services, slow rates of land reform and are pressured by high rates of farm-worker evictions.</li> <li>Development opportunities in hamlet settlements must be sought to bring balance and opportunity, based on their inherent competitive advantage of being in places of great beauty and agricultural opportunity. Concurrent to this, are many development proposals made in the rural areas which are inappropriately located, disconnected from the urban fabric and undermine the sense of place. There is a possibility of bringing together this development energy into these struggling hamlets.</li> <li>Due to the current low economic viability of traditional extensive agriculture, the economic contribution of the rural space is minimal. Due to this, many farms have been neglected by land owners and invasive plant species, poverty, unused land and rural 'lifestyle farming' exists in many areas.</li> </ul> | <ul style="list-style-type: none"> <li>Provide clear guidelines on the types of development that is appropriate for the hamlet settlements, in order to facilitate economic growth and development of these settlements.</li> <li>Promote job creation via rural tourism (overnight accommodation). Connect any tourism facility approval to conditions which will promote a sustainable environment, agriculture, and sense of place.</li> <li>Rural residential estates (holiday housing) outside urban edges should not be allowed, except if such estates are connected to existing rural settlements or hamlets and seek to capitalise and enhance the sense of place and competitive advantages of the rural hamlets.</li> </ul> |
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## GARDEN ROUTE SDF SPATIAL STRATEGY: REGIONAL ACCESSIBILITY FOR INCLUSIVE AND EQUITABLE GROWTH

### REGIONAL VALUE 3: PEOPLE-CENTRED QUALITY DEVELOPMENT, EQUITABLE ACCESS, SPATIAL JUSTICE & EFFICIENCY

People-centred development, creating quality living environments, enhancing the lives of the poor through poverty-alleviation and rural development strategies.  
Promoting equitable access to quality and affordable transport, facilities, services, and employment

Achieving spatial justice and efficiency by integrating and densifying our settlements, promoting continuity, compaction, and mixed use quality urban environments which are well consolidated, and function in a collaborative and complementing manner, reversing the apartheid spatial form.

KEY ISSUES IDENTIFIED IN THE SOUTHERN CAPE REGION	BROAD POLICY DIRECTIVE STATEMENT FOR THE SOUTHERN CAPE
<p><b>For the urban and rural poor, the poor state of the environment undermines potential economic and social development, in urban areas due to poor quality open space systems and in the rural areas due to inadequate access to environmental resources to facilitate economic development and growth. There is a strong need to improve education outcomes and opportunities in the low income / poorly skilled to enable access to the growing sectors of the economy (predominantly tertiary sectors and semi-skilled to skilled sectors).</b></p> <p><b>Access to natural resources, water, infrastructure, facilities, services, and mobility is inequitable and constrained by a lack of affordable transport options both within and between settlements, and poor decision making in placing of services / facilities and the development form of each urban settlement in the region. Opportunities exist to provide public transport options to both communities and for tourism purposes. There is a need to conceptualise the Southern Cape region within a broader movement, logistics and freight Coastal Corridor stretching from Cape Town to Durban.</b></p>	<p><b><u>Underpinning Provincial Spatial Policy (from PSDF, 2014):</u></b></p> <p><b>POLICY S2:</b> Improve Provincial, Inter- and Intra-Regional Accessibility</p> <p><b>POLICY S3:</b> Ensure Compact, Balanced, and Strategically Aligned Activities and Land Uses</p> <p><b>POLICY S5:</b> Ensure Sustainable, Integrated, and Inclusive Housing Planning and Implementation</p>

**Inefficient use of land resources, such as low density urban development, is undermining the carrying capacity of the region, and there is a strong need to redress past spatial imbalances and injustices, and increase the efficiency with which urban and regional development occurs. Town centres are being economically undermined by commercial decentralisation whilst low income areas are disconnected from opportunity and there is a stronger need to identify well located land for low income development. There needs to be a clear understanding of the role of each settlement in the regional system and how each complements the other.**

- The cost for tourists to access the region via air is expensive and therefore dis-incentivised due to a lack of competition on key flight routes, particularly between Cape Town and George, where a large potential reservoir of tourists exists.
- The demand for a cost-effective public transport system is growing, in the context of poor / non-existent rail services and poor regional links from the coast to Oudtshoorn and along the coast both to the Eastern Cape and Kwa-Zulu Natal, as well as to Cape Town. There are no public transport rail services within the region or between the region and major South African cities.
- There is a need to develop an appropriate and affordable accessibility network which gears the region for economic growth and has the potential to create jobs and promote ease of access, both from an air, road, and water perspective.
- Inappropriate urban development is sprawling into land with either agricultural production potential or high environmental sensitivities, decreasing food security and economic prospects in the agricultural sector of the region, as well as undermining the municipal financial sustainability of the region. Additionally, increasing pressure for high-income, low-density development is undermining landscapes of great beauty and urban development imperatives, such as densification and compaction.
- The legacy of fragmentation, spatial apartheid, and the location of the poor and most vulnerable to the periphery of settlements persists, reinforced by poor planning decisions taken by government in its investment in the region, such as in subsidy housing or through land use approvals.
- Government departments do not deliver services in an integrated manner and do not seek to work together in delivering infrastructure or services, often undermining spatial justice and efficiency.
- Significant population growth in the past and more muted but notable population growth into the future is increasing pressure on coastal settlements in the garden route to deliver more services to a greater number of indigent households. Concurrently, these indigent households are oftentimes located peripherally in typically marginalized the poor. Additionally, the urban cores, primarily of historic settlements, have become degraded and are in need of revitalisation, as commercial decentralisation persists in locating in car-oriented mall and office park type accommodation which further drives the wedge between those with and without access.
- The slow speed of housing delivery, the increase in informal housing, and the growing service and housing backlogs of the region need to urgently be addressed, in the context of a growing population and

#### **GR PC1) REGIONAL PUBLIC TRANSPORT, ACCESS & CONNECTIVITY POLICY**

- Set in place a sustainable and affordable intra and inter regional public transport system to underpin economic growth and drastically improve access within the region and to other regions along the coast.

#### **GR PC2) TOWN CENTRE REVITALISATION & COMMERCIAL INCENTIVISATION POLICY**

- Develop and implement town centre revitalisation plans with the goal of reinvigorating these places of economic opportunity and growth & improving ICT and Wi-Fi access, as well as providing other incentives for business to operate in these areas, as well as disincentivise commercial decentralisation in the region.

#### **GR PC3) REGIONAL DENSIFICATION POLICY**

- Agree to a regional densification strategy that agrees on a set of broad goals to which the region jointly aspires. Promote integration, equity, and spatial justice in both rural and urban settlements in the region, combatting apartheid spatial legacies

#### **GR PC4) REGIONAL VACANT LAND OPTIMISATION POLICY**

- Undertake vacant and underutilised land audits for all land within or in proximity to the major settlements of the region, and unlock well-located land, via a development facilitation and property development unit, for development by providing a suite of desirable rights and all relevant authorisations and infrastructure support for development in these land parcels, incentivising spatial justice and efficiency.

#### **GR PC5) MAINSTREAMING DISASTER MANAGEMENT IN REGIONAL THINKING POLICY**

- Embed disaster management in all planning and delivery mechanisms for land development and

<p>subsequent increasing demand for social facilities and housing. Land reform is equally a pressing need that is not moving at the pace at which it should.</p> <p>Human settlement developments are in many instances not 'properly planned neighbourhoods' but housing schemes only – creating mono-functional places without access to services, opportunities, and facilities.</p>	<p>infrastructure, specifically as it relates to climate change risks, flooding, and fire events.</p>
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<b>GARDEN ROUTE SDF SPATIAL STRATEGY: COORDINATE GROWTH MANAGEMENT FOR FINANCIAL SUSTAINABILITY</b>	
<b>REGIONAL VALUE 4: ENHANCE AND CAPITALISE ON EXISTING ENVIRONMENTAL AND BUILT ASSETS AND PROMOTE GOOD GROWTH MANAGEMENT, DEVELOPMENT AND MAINTENANCE PRACTICES</b>	
<p>Enhancing rural character, tourism potential, &amp; sense of place of the region, thereby capitalizing on the assets of the region. Providing and maintaining the necessary regional and local infrastructure and guidelines for effective growth management in a financially and environmentally sustainable manner.</p>	
KEY ISSUES IDENTIFIED IN THE SOUTHERN CAPE REGION	BROAD POLICY DIRECTIVE STATEMENT FOR THE SOUTHERN CAPE
<p><b>The lifestyle, character, heritage and sense of place of the garden route and the Klein Karoo is an enormous asset that is both neglected (in land development / infrastructure development) and lacking a coherent brand and considerations / guidelines in development. There exist many undercapitalised assets and development opportunities in struggling small settlements which limit rural development. The informal sector is not supported in accessing opportunities in the various sectors of the economy (tourism, agricultural production and resources).</b></p> <p><b>Growth management and compact regional development needs to be strictly adhered to, in order to ensure municipal financial sustainability, balancing the need to invest in new infrastructure and proper maintenance programmes to keep existing regional assets in good condition. Waste and water pressures need innovative regional solutions and the provision of new services and facilities needs a clustered approach. Informality needs to be planned for and new housing provided in well located areas.</b></p> <ul style="list-style-type: none"> <li>• There is a lack of efficient complementarity between settlements in the region, and insufficient rail and linkages between towns, undermining the economic development and vitality of the region. There is competition, rather than complementarity, between local</li> </ul>	<p><b><u>Underpinning Provincial Spatial Policy (from PSDF, 2014):</u></b></p> <p><b>POLICY R5:</b> Protect and Manage Provincial Landscape and Scenic Assets</p> <p><b>POLICY S1:</b> Protect, Manage, and Enhance the Provincial Sense of Place, Heritage and Cultural Landscapes</p> <p><b>POLICY S4:</b> Ensure Balanced and Coordinated Delivery of Facilities and Social Services</p> <p><b>GR GM1) LEVERAGE AND ENHANCE SENSE OF PLACE FOR SUSTAINABLE TOURISM POLICY</b></p> <ul style="list-style-type: none"> <li>• Sustainably capitalize on, enhance and protect the region's agricultural, natural, and tourism assets to increase the region's resource base and tourism potential. Enhance, guide and build upon the sense of place of the "Garden Route" and "Klein Karoo" brands and enable broad-based economic growth. Develop a strong regional "garden route" and "klein karoo" brand to consolidate the unique sense of place and enhance the landscape character of the region, thereby stimulating tourism and local economic development.</li> <li>• Guide and promote development and infrastructure that supports and enhances the landscape character and environment of the region. Take a stance on development</li> </ul>

municipalities in the region, creating challenges for coordinating integrated governance in spheres such as development management; tourism, branding and marketing; and transport. There is a need for integration and a clearly defined hierarchy of settlements performing unique functions in the regional system.

- Government services are oftentimes delivered and located in a spatially fragmented manner, requiring the consideration of appropriate clustering of services and functions to promote fiscal and spatial efficiency and improved and easier access for the public to services and facilities.
- Long term financial sustainability of municipalities is under threat from poor decision making in terms of locating urban and suburban development, and a lack of commitment to and implementation of municipal council endorsed spatial development frameworks, creating the perception of unpredictability, lack of coherence and policy confusion.
- Scenic and cultural landscapes, town gateways, historic mountain passes, and other heritage assets and historic settlement cores are under threat from inappropriate development, lack of recognition, maintenance and design guidelines. The modernisation of historic buildings in rural areas, coastal ribbon development, and large infrastructure development, oftentimes degrades the sense of place, rural character, and tourism potential of the region.
- There exists a plethora of natural assets in the region whose potential for sustainable economic growth, tourism, contribution to sense of place, and improved human livelihoods is not maximized and is undermined by a lack of a coherent brand, marketing and conservation.
- There is no single "Garden Route" or "Klein Karoo" brand and marketing strategy, which captures the immense sense of place and tourism potential of the region.
- Frequent flooding in coastal and lagoon areas, specifically in the winter rainfall months and in part worsened by inappropriate development, degrades water and wetland systems and undermines natural processes to the extent that human intervention is often required at great cost.

and infrastructure in the context of the broader regional landscape and character, and whether such development enhances the understanding that the 'economy is the environment' or undermines this.

- Develop and implement a unified regional marketing and branding strategy that provides unified branding and marketing services for the Garden Route and Klein Karoo, which makes consideration for signage, way-finding, unified branding and brand management.
- Protect and enhance the sense of place, character and scenic assets of the region by implementing multiple interrelated and layered strategies to achieve this such as clear design guidelines for new developments and innovative infrastructure within different contexts (resort, urban, lifestyle estates, subsidy housing).

#### **GR GM2) REGIONAL FACILITY CLUSTERING PROTOCOL POLICY**

- Develop a Clustering Protocol for the Southern Cape which seeks to promote the appropriate clustering of facilities and services that government delivers, as well as identifying excess land on schools, clinics, and hospital sites for the provision of subsidised housing in the 'wrapping concept' as currently being developed for the Western Cape Government.
- Set in place a sound spatial and economic logic for the provision of infrastructure and services in an integrated and clustered manner between all spheres of government as one government, with proper alignment of limited resources.
- Proactively ensure that affordable and sustainable development parameters are being applied in the planning process.

#### **GR GM3) REGIONAL INFRASTRUCTURE EXPANSION POLICY**

- Coordinate the regional increase in supply capacity relating to water, waste, and electricity provision.
- Develop regional and municipal infrastructure master plans in accordance with the proposals of the SDFs and IDPs of municipalities.

#### **GR GM4) MUNICIPAL AND SETTLEMENT COMPLEMENTARITY POLICY**

- Clearly define each role and function of each settlement in the region as contributing towards the greater economic strategy – George as the service centre and highest order settlement, Mossel Bay as an industrial, service, and tourism settlement, Knysna and Plettenberg Bay as the tourism and lifestyle settlements, etc.

## GARDEN ROUTE SDF SPATIAL STRATEGY: COORDINATE GROWTH MANAGEMENT FOR FINANCIAL SUSTAINABILITY

### REGIONAL VALUE 5: GOOD GOVERNANCE AND PREDICTABILITY

Efficient, effective, and integrated management, good administration and governance;

KEY ISSUES IDENTIFIED IN THE SOUTHERN CAPE REGION	BROAD POLICY DIRECTIVE STATEMENT FOR THE SOUTHERN CAPE
<p><b>A regional approach to resource management is critical, with the need to build a strong and predictable governance system that facilitates predictability and trust to stimulate appropriate private sector development. Complementarity between municipalities and towns needs to facilitate coordinated governance and maximise cost efficiency, strong economic policy, and coordination in tourism, business, and all matters of mutual interest.</b></p> <ul style="list-style-type: none"><li>• There is a notable lack of coordinated implementation strategies and focused funding and budgeting in government programmes. Opportunities for collaboration and joint planning and budgeting are often unrealised.</li></ul>	<p><b>GR GG1) INTEGRATED PLANNING, MANAGEMENT &amp; DELIVERY POLICY</b></p> <ul style="list-style-type: none"><li>• Coordinate integrated institutionalism and strategic regional governance with relevant stakeholders. Ensure deep levels of collaboration and impact in joint planning exercises for the region. Link these clearly to outcomes and deliverables that are funded and pursued through partnerships.</li></ul> <p><b>GR GG2) REGIONAL MONITORING, EVALUATION &amp; REPORTING POLICY</b></p> <ul style="list-style-type: none"><li>• Municipalities must have clear visions and implementation plans speaking directly to its planning instruments, with measurable targets and goals.</li></ul>

#### 4.7. IMPLEMENTATION FRAMEWORK

The following sets out the implementation framework for the Garden Route Regional Spatial Development Framework which also incorporate elements of the Garden Route SDF (2017). Those elements highlighted in green have been identified as being priority in that they are either urgently required or are critical elements needed in implementing the vision of the Garden Route Regional Spatial Implementation Framework.

### GARDEN ROUTE SDF SPATIAL STRATEGY: THE ECONOMY IS THE ENVIRONMENT

#### REGIONAL VALUE 1: ECONOMIC, SOCIAL AND ENVIRONMENTAL VITALITY & RESILIENCE

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
GR VR1) ENVIRONMENTAL REHABILITATION, ENHACEMENT & RESILIENCE POLICY	Protect, conserve, rehabilitate & restore wetlands, rivers, lakes and natural environment assets and undertake alien vegetation clearing, focusing on wetlands, riverine systems and water catchment areas.	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>	Immediate and ongoing	Decrease in alien vegetation land cover  Improvement in river system health and water quality
	Enhance agricultural practices to mitigate harmful environmental, riverine and wetland impacts	<ul style="list-style-type: none"> <li>• Provincial Department of Agriculture</li> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>	Immediate and ongoing	Decrease in siltation and pollution of riverine and wetland systems
	Contain Development and Manage rural areas through appropriate application of Spatial Planning Categories (from Garden Route SDF)	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>	Immediate and ongoing	Land use planning and environmental planning decisions consistent with Spatial Planning Categories  Increase in gross dwelling unit density of all urban settlements
	Ensure the regional adherence to compact urban development to prevent erosion of	<ul style="list-style-type: none"> <li>• All local municipalities</li> </ul>	Immediate and ongoing	No urban development in scenic areas or fire and flood risk areas

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
<b>GR VR2) RESILIENT REGIONAL SETTLEMENTS POLICY</b>	regional scenic assets and undesirable disaster management risks to fire and flood	<ul style="list-style-type: none"> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>		
	Manage development along the coastline in a sustainable and precautionary manner through coastal setbacks and avoiding flood risk zones (see Garden Route SDF for detail)	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>	Immediate and ongoing	No development within relevant Coastal Management Line
	Mitigate fire risk and impacts on disaster management by implementing veld fire management zones and alien vegetation management	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>	Immediate and ongoing	Alien vegetation clearing Fire management practices implemented
<b>GR VR3) REGIONAL WATER RESILIENCE POLICY</b>	Explore and establish a Garden Route regional bulk water infrastructure system for the region to support future water security.	<ul style="list-style-type: none"> <li>• National Department of Water and Sanitation</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Local Government</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> <li>• Mossel bay, Oudtshoorn, George, Knysna and Bitou Local municipalities</li> </ul>	2020/21 – Pre-feasibility of regional bulk water for the region  2021/22 – implementation of recommendations from pre-feasibility	Pre-feasibility study for a regional bulk water system in the Southern Cape  Implementation of pre-feasibility study recommendations
	Implement aggressive 'war on leaks' and water infrastructure renewal programme to reduce water lost through infrastructure failure	<ul style="list-style-type: none"> <li>• All local municipalities</li> </ul>	Immediate and ongoing	Decrease in % of water lost to leaks / infrastructure failure
<b>GR VR4) REGIONAL WASTE MINIMISATION, MANAGEMENT &amp; UTILISATION POLICY</b>	<b>Regional Waste Management</b> solution for the region	<ul style="list-style-type: none"> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>	2019/20 – joint funding agreement  2020/21 – implementation of regional waste site	Establishment of a regional waste site in the garden route

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
		<ul style="list-style-type: none"> <li>• Garden Route District Municipality</li> <li>• Mossel bay, Oudtshoorn, George, Knysna and Bitou Local municipalities</li> </ul>		
	Implement local or regional (whatever is appropriate & feasible) waste recycling programmes to reduce waste to landfill	<ul style="list-style-type: none"> <li>• Mossel bay, Oudtshoorn, George, Knysna and Bitou Local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> <li>•</li> </ul>	As soon as is possible, and to be up scaled over time	Increase in % of waste recycled of each municipality
<b>GR VR5) GARDEN ROUTE AIR ACCESS POLICY</b>	Increase air access opportunities (particularly low cost carrier airlines) between George and other South African airports, notably Cape Town, which open up opportunities in the tourism economy.	<ul style="list-style-type: none"> <li>• WESGRO</li> <li>• Provincial Department of Economic Development and Tourism</li> <li>• Garden Route District Municipality</li> </ul>	2019/20 – WESGRO engage with low cost carrier to open Cape Town – George route	The entry of low cost carriers on the Cape Town – George flight route
<b>GR VR6) SKILLS TO MATCH THE ECONOMY POLICY</b>	<p>Develop &amp; implement a skills development and upskilling programme for the region that ensures the upskilling and training of inhabitants in the region in order to access the economic opportunities that exist in relevant key growth sectors of the economy.</p>	<ul style="list-style-type: none"> <li>• Provincial Department of Economic Development and Tourism</li> <li>• Garden Route District Municipality</li> <li>• National Department of Higher Education &amp; Training</li> <li>• South Cape College (George Campus)</li> <li>• Nelson Mandela Bay University (George Campus &amp; Saasveld Campus)</li> </ul>	<p>2019/20 – Develop skills strategy</p> <p>2020/21 – implement skills strategy</p>	<p>Development of a Garden Route Skills Strategy</p> <p>Implementation of a Garden Route Skills Strategy</p>
	Economic sector support for key job and economic growth sectors of the economy; develop incentives and sector support	<ul style="list-style-type: none"> <li>• Garden Route District Municipalities</li> <li>• All local municipalities</li> </ul>	2019/20 – identify incentive measures	Incentive measures applied to priority sectors to encourage job growth

KEY POLICY	REGIONAL	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
		initiatives to make ease of doing business a priority for deemed priority sectors		2020/21 – implement incentive measures	
GR VR7) REGIONAL ECONOMIC GROWTH AND DEVELOPMENT POLICY		Explore <b>Special Economic Zone</b> for Mossel Bay region to support PETROSA	<ul style="list-style-type: none"> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Economic Development and Tourism</li> <li>• Mossel Bay municipality</li> </ul>	2019/20 – Business case for SEZ in Mossel Bay 2020/21 – Implementation of SEZ for Mossel Bay	Establishment of SEZ in Garden Route
		Facilitate and promote <b>film sector and niche agri sectors</b> in region	<ul style="list-style-type: none"> <li>• Garden Route District Municipality</li> <li>• WESGRO</li> <li>• Provincial Department of Economic Development and Tourism</li> <li>• Provincial Department of Agriculture</li> </ul>		Establishment of Film Office in Garden Route  Year on year growth in niche agri-sector industries (such as honey bush tea and berry)
		George Airport Growth Strategy – determine what infrastructure, support and systems are needed to position George airport for growth	<ul style="list-style-type: none"> <li>• ACSA</li> <li>• George Local Municipality</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Economic Development and Tourism</li> </ul>	<ul style="list-style-type: none"> <li>• 2021/22 – Develop Strategy</li> <li>• 2022/23 – implement Strategy</li> </ul>	George Airport Growth Strategy developed
		Mossel Bay Port Growth Strategy – determine what infrastructure, land use changes, support and systems are needed for Mossel Bay Port diversification and/or expansion	<ul style="list-style-type: none"> <li>• Transnet</li> <li>• Mossel Bay Local Municipality</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Economic Development and Tourism</li> </ul>	<ul style="list-style-type: none"> <li>• 2019/20 – develop plan / strategy</li> <li>• 2020-25 – lobby for implementation of plan / strategy</li> </ul>	Mossel Bay Port Growth Strategy developed
GR VR8) REGIONAL INFORMAL ECONOMY POLICY		Informal sector Support Strategy: develop and implement an Informal Sector Support Strategy which provides the necessary sector support and infrastructure / services to assist in stabilising and accommodating informal economy	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Economic</li> </ul>	<ul style="list-style-type: none"> <li>• 2022/23 – develop informal sector support strategy for all local municipalities</li> </ul>	Informal sector Support Strategy developed

<b>KEY POLICY</b>	<b>REGIONAL</b>	<b>PROJECT / ACTIONS</b>	<b>RESPONSIBLE ACTORS</b>	<b>TIMEFRAMES</b>	<b>MONITORING INDICATOR</b>
			Development and Tourism	<ul style="list-style-type: none"> <li>• 2023-26 – implement informal sector support strategy</li> </ul>	

**GARDEN ROUTE SDF SPATIAL STRATEGY: THE ECONOMY IS THE ENVIRONMENT**  
**REGIONAL VALUE 2: RURAL DEVELOPMENT AND DIVERSIFICATION**

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
<b>GR RD1) RURAL ECONOMY DEVELOPMENT POLICY</b>	Appropriate development in Rural Areas Guideline: Define and promote appropriate economic and development opportunities in the rural areas to both revive these economies and create balanced, sustainable settlements and hamlets, including exploring the creation of ICT hubs in rural areas	<ul style="list-style-type: none"> <li>• Department of Environmental Affairs and Development Planning</li> <li>• Garden Route District Municipality</li> <li>• All local municipalities</li> </ul>	<ul style="list-style-type: none"> <li>• 2021/22</li> </ul>	Appropriate development in Rural Areas Guideline
<b>GR RD2) REGIONAL AGRI-PROCESSING POLICY</b>	Forestry & Agri-processing support plan: Encourage & <b>incentivise agri - beneficiation, agri-exports</b> and niche agricultural products	<ul style="list-style-type: none"> <li>• Garden Route District Municipality</li> <li>• WESGRO</li> <li>• Provincial Department of Economic Development and Tourism</li> <li>• Provincial Department of Agriculture</li> </ul>	Immediate and ongoing	Year on year growth in niche agri-sector industries (such as honey bush tea and berry)

## GARDEN ROUTE SDF SPATIAL STRATEGY: REGIONAL ACCESSIBILITY FOR INCLUSVE AND EQUITABLE GROWTH

### REGIONAL VALUE 3: PEOPLE-CENTRED QUALITY DEVELOPMENT, EQUITABLE ACCESS, SPATIAL JUSTICE & EFFICIENCY

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
GR PC1) REGIONAL PUBLIC TRANSPORT, ACCESS & CONNECTIVITY POLICY	Regional rail enhancement – connect the Garden Route to the South African eastern coastal corridor stretching from Cape Town to Durban, as set out in the NSDF (2019).	<ul style="list-style-type: none"> <li>• Provincial Department of Transport and Public Works</li> <li>• National Department of Transport</li> <li>• PRASA</li> <li>• Transnet</li> </ul>	<ul style="list-style-type: none"> <li>• 2020 - 2030</li> </ul>	Establishment of a rail corridor passing through the Southern Cape along the eastern coastal corridor
	Upgrade R62 to accommodate freight and road traffic, alleviating N2	<ul style="list-style-type: none"> <li>• Provincial Department of Transport and Public Works</li> <li>• Garden Route District Municipality</li> <li>• SANRAL</li> </ul>	<ul style="list-style-type: none"> <li>• 2020 - 2030</li> </ul>	Upgrade of the R62 to accommodate increased freight and traffic volumes as alternative to the N2
	Develop and implement an affordable inter and intra-regional public transport service for the Garden Route	<ul style="list-style-type: none"> <li>• Provincial Department of Transport and Public Works</li> <li>• National Department of Transport</li> <li>• Garden Route DM</li> <li>• All local municipalities</li> </ul>	<ul style="list-style-type: none"> <li>• 2030</li> </ul>	Regional IPTN developed Regional IPTN implemented
GR PC2) TOWN CENTRE REVITALISATION & COMMERCIAL INCENTIVISATION POLICY	Town Centre Revitalisation Plans: Develop and implement town centre revitalisation plans with the goal of reinvigorating these places of economic opportunity and growth & improving ICT and Wi-Fi access, as well as providing other incentives for business to operate in these areas, as well as disincentives for commercial decentralisation in the region	<ul style="list-style-type: none"> <li>• George Local Municipality</li> <li>• Mossel Bay Local Municipality</li> <li>• Oudtshoorn Local Municipality</li> <li>• Knysna Local Municipality</li> </ul>	<ul style="list-style-type: none"> <li>• 2020/21</li> </ul>	Town centre revitalisation plans developed Town centre revitalisation plans implemented
GR PC3) REGIONAL DENSIFICATION POLICY	Develop appropriate, credible and implementable Spatial Development Framework's for all local and district municipalities in the region.	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs</li> </ul>	<ul style="list-style-type: none"> <li>• Immediate and ongoing</li> </ul>	All municipal Spatial Development Framework's to credibly reflect the Spatial Planning and Land Use Management Act development

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
		and Development Planning		principles and PSDF development intent
<b>GR PC4) REGIONAL VACANT LAND OPTIMISATION POLICY</b>	Undertake vacant and underutilised land audits for all land within or in proximity to the major settlements of the region, and unlock well-located land, via a development facilitation and property development unit, for development by providing a suite of desirable rights and all relevant authorisations and infrastructure support for development in these land parcels, incentivising spatial justice and efficiency	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Environmental Affairs and Development Planning</li> </ul>	<ul style="list-style-type: none"> <li>• 2022/23</li> </ul>	Vacant Land Audit and strategy for vacant land development
<b>GR PC5) MAINSTREAMING DISASTER MANAGEMENT IN REGIONAL THINKING POLICY</b>	Embed disaster management in all planning and delivery mechanisms for land development and infrastructure, specifically as it relates to climate change risks, flooding, and fire events.	<ul style="list-style-type: none"> <li>• All local municipalities</li> <li>• Garden Route District Municipality</li> <li>• Provincial Department of Local Government</li> </ul>	<ul style="list-style-type: none"> <li>• Immediate and ongoing</li> </ul>	Disaster management mainstreamed in all development applications (building plans, land use changes, environmental authorisations)

**GARDEN ROUTE SDF SPATIAL STRATEGY: COORDINATE GROWTH MANAGEMENT FOR FINANCIAL SUSTAINABILITY**  
**REGIONAL VALUE 4: ENHANCE AND CAPITALISE ON EXISTING ENVIRONMENTAL AND BUILT ASSETS AND PROMOTE GOOD GROWTH**  
**MANAGEMENT, DEVELOPMENT AND MAINTENANCE PRACTICES**

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
<b>GR GM1) LEVERAGE AND ENHANCE SENSE OF PLACE FOR SUSTAINABLE TOURISM POLICY</b>	<b>Regional tourism branding and marketing strategy</b> for the region – signage, presence & impact. Improved tourism coordination.  A marketing strategy for the Garden Route and Klein Karoo (as two separate sub-regions)	<ul style="list-style-type: none"> <li>• Department of Economic Development and Tourism</li> <li>• Garden Route District Municipality</li> </ul>	<ul style="list-style-type: none"> <li>• 2019/20</li> </ul>	<p>Develop and implement a Regional Destination and branding marketing Strategy for the Garden Route.</p> <p>Develop a single District Regional Marketing Organisation for the Garden Route .</p>
	<b>Preserve and enhance sense of place and garden Route aesthetic</b> through appropriate development & design guidelines.	<ul style="list-style-type: none"> <li>• Department of Environmental Affairs and Development Planning</li> <li>• Garden Route District Municipality</li> <li>• All local municipality</li> </ul>	<ul style="list-style-type: none"> <li>• 2020/21</li> </ul>	Develop and implement design guidelines for new building typologies and retrofitting that are context appropriate for different development typologies of the Garden Route
	Identify and protect scenic and cultural landscapes in the garden Route and Klein Karoo (see Garden Route SDF for detail).	<ul style="list-style-type: none"> <li>• Provincial department of Environmental Affairs and Development Planning</li> <li>• Garden Route DM</li> <li>• All local municipalities</li> </ul>	<ul style="list-style-type: none"> <li>• ongoing</li> </ul>	Preserved scenic assets
<b>GR GM2) REGIONAL FACILITY CLUSTERING PROTOCOL POLICY</b>	Cluster social facilities to optimise equitable access & spatial efficiency: Develop a Clustering Protocol for the Southern Cape which seeks to promote the appropriate clustering of facilities and services that government delivers, as well as identifying excess land on schools, clinics, and hospital sites for the provision of subsidised housing in the 'wrapping concept' as currently being developed for the Western Cape Government.	<ul style="list-style-type: none"> <li>• Provincial Department of Transport and Public Works</li> <li>• Provincial department of Environmental Affairs and Development Planning</li> <li>• Garden Route DM</li> <li>• All local municipalities</li> </ul>	<ul style="list-style-type: none"> <li>• 2021/22</li> </ul>	<p>Clustering Protocol developed</p> <p>Clustering Protocol implemented in facility delivery</p>
	Locate regional facilities at most accessible points in regional nodes			

KEY REGIONAL POLICY	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
<b>GR GM3) REGIONAL INFRASTRUCTURE EXPANSION POLICY</b>	Coordinate the regional increase in supply capacity relating to water, waste, and electricity provision.  Develop regional and municipal infrastructure master plans in accordance with the proposals of the SDFs and IDPs of municipalities.	<ul style="list-style-type: none"> <li>• Garden Route DM</li> <li>• All local municipalities</li> <li>• Provincial Department of Local Government</li> </ul>	Immediate and ongoing	Developed regional infrastructure plans  Implemented regional infrastructure plan
	Align growth with infrastructure and fiscal capacity (see Garden Route SDF)	<ul style="list-style-type: none"> <li>• Provincial Treasury</li> <li>• Garden Route DM finance head</li> <li>• All local municipality finance heads</li> </ul>	Immediate and ongoing	Development of Infrastructure that is affordable
<b>GR GM4) MUNICIPAL AND SETTLEMENT COMPLEMENTARITY POLICY</b>	Clearly define each role and function of each settlement in the region as contributing towards the greater economic strategy – George as the service centre and highest order settlement, Mossel Bay as an industrial, service, and tourism settlement, Knysna and Plettenberg Bay as the tourism and lifestyle settlements, etc.	Done in Garden Route RSIF	Immediate and ongoing	Development opportunities located appropriately and responsively

**GARDEN ROUTE SDF SPATIAL STRATEGY: COORDINATE GROWTH MANAGEMENT FOR FINANCIAL SUSTAINABILITY**

**REGIONAL VALUE 5: GOOD GOVERNANCE AND PREDICTABILITY**

KEY POLICY	REGIONAL	PROJECT / ACTIONS	RESPONSIBLE ACTORS	TIMEFRAMES	MONITORING INDICATOR
<b>GR INTEGRATED PLANNING, MANAGEMENT &amp; DELIVERY POLICY</b>	<b>GG1)</b>	Coordinate integrated management and strategic regional governance with relevant stakeholders through the IDP process. Ensure deep levels of collaboration and impact in joint planning exercises for the region. Link these clearly to outcomes and deliverables that are funded and pursued through partnerships.	<ul style="list-style-type: none"> <li>• Garden Route DM</li> <li>• All local municipalities</li> <li>• Provincial Department of Local Government</li> <li>• Provincial Treasury</li> <li>• Southern Cape Partnership</li> </ul>	Immediate and ongoing	Implementation of IDP and Garden Route RSIF
<b>GR GG2) REGIONAL MONITORING, EVALUATION &amp; REPORTING POLICY</b>		<b>IDP Review and M&amp;E:</b> Municipalities must have clear visions and implementation plans speaking directly to its planning instruments, with measurable targets and goals.			