



**Western Cape
Government**

Environmental Affairs and
Development Planning

Western Cape Land Use Planning: Rural Guidelines

Draft report for public comment

January 2018



1. INTRODUCTION

1.1 Background and Purpose of Guidelines

After the compilation of the first *Provincial Spatial Development Framework* in 2005 a series of explanatory manuals have been prepared for the implementation thereof to guide spatial planning and land use management inside the urban edge of the Western Cape's settlements (e.g. Provincial Urban Edge Guidelines and Provincial Urban Restructuring Manual). Faced with escalating development pressures on the Western Cape's rural areas, the Province also provided guidance to its social partners on land use planning and management outside the urban edge (i.e. in rural areas). For this reason, Provincial guidelines for rural resorts and golf and polo estates were prepared in 2005. To complement these guidelines for specific rural land uses, the Western Cape Department of Environmental Affairs and Development Planning commissioned a study in October 2007 to prepare coherent planning and management guidelines for the full spectrum of rural land uses and the **2009 draft Western Cape Rural Land Use Planning and Management Guidelines** was compiled.

In 2014, the Minister of Local Government, Environmental Affairs and Development Planning endorsed the **2014 Provincial Spatial Development Framework (PSDF)**. The PSDF is based on the Province's spatial development status, the findings of the Growth Potential Study

of Towns (based on the 2011 Census data) as well as the recommendations of specialist studies undertaken on the following topics: *The Significance of Heritage and Scenic Resources*, *The Impact of Decentralised Office and Commercial Development*, and *the Financial Sustainability of Current Municipal Spatial Growth Patterns*.

The PSDF also called for the review of the *2009 draft Western Cape Rural Land Use Planning and Management Guidelines* to support and guide the implementation of the Provincial agenda I rural areas, in the same manner as the Annexure 3: Settlement Toolkit, attached to the PSDF report, provides spatial guidance on the PSDF's proposals at municipal, town and precinct scales.

It was proposed for the draft guidelines to be reviewed and updated to:

- incorporate the latest Western Cape Biodiversity Spatial Plan categories and associated guidelines; and climate change corridor information;
- inform the delineation of Spatial Planning Categories (SPC) and the interpretation of the nature, scale and form of land uses that are suitable in each SPC;
- provide options for implementing the PSDF policy to protect biodiversity and ecosystem services;
- assist with the effective management of urban edges and scenic landscape quality and form;

- serve as basis for clarifying the interpretation of the PSDF policy to diversify and strengthen the rural economy;
- review the recommendations of the *2005 Guidelines for Resort Development in the Western Cape* in line with the PSDF and incorporate it; and
- include guidelines for renewal energy facilities.

1.2 Overview of Western Cape's Rural Landscape

The Western Cape makes up 10.6% of the country's land surface and the population projections show that the overall population in the Province is expected to grow from 5.83-million as recorded in the 2011 Census, to 7.36-million by the year 2040. This represents an increase of 1.53-million people at an average annual increase of approximately 0.81% from the 2011 census figures to 2040.

The Western Cape is best known for Cape Town, South Africa's 'Mother City', a popular travel destination that is home to Table Mountain and beautiful beaches, among many other attractions. South Africa's global position as the gateway to Africa has potential to increase investment in **Cape Town** and drive sectors of the regional economy. Given the juxtaposition of mountain and sea, the Peninsula offers numerous scenic routes and passes. Important cultural landscapes, containing historical settlements and cultivation (mainly viticulture), include the Constantia Valley, Durbanville Hills, Bottelary Hills and the Lourens River Valley, as well as the Philippi horticultural

area. Philadelphia is one of the oldest Dutch Reform Church towns of the Western Cape, and Mamre nearby is an historic mission village. Infrastructure in the Western Cape is excellent, with a well-maintained road system linking the main centres and outlying regions – the West Coast, Cape Winelands, Overberg, Karoo and Eden.

North of Cape Town, the **West Coast District** incorporates the West Coast National Park, well known for birds and spring flowers (in late August and September), and the West Coast Fossil Park in Langebaan. Also in the West Coast District is the Cederberg Wilderness Area, an area of contrast where 71 000 ha of rugged mountains are offset in spring by carpets of yellow, orange, blue and purple flowers. The West Coast District has historical towns, villages and farmsteads situated within a variety of landscapes connected by a network of routes. Two major river systems lie within the region, namely the Olifants and the Berg Rivers. The District is characterised by four distinct sub-regions; the Sandveld, the mountainous areas (Piketberg, Cederberg and Groot Winterhoek), the dry arid region to the north (the Hardeveld and Knersvlakte) and the area to the south, forming part of the wheat lands of the Swartland. The National Development Plan identifies Saldanha Bay and environs as a prospective growth management zone on account of resource-related port and industrial development.

The **Cape Winelands District** consists of Stellenbosch, Drakenstein, Witzenberg, Breede Valley, and Langeberg Municipalities. Situated

between the rugged sandstone peaks of the Cape Fold Mountains, the District is an area of high scenic and heritage significance. The wine-growing areas of Stellenbosch, Paarl, Wellington, Franschhoek, Ceres, Worcester, Bonnievale and Robertson are popular attractions, where a Mediterranean climate favours the production of superb wines. The District's fertile valleys are home to some of the world's most renowned vineyards some of which have been earmarked for declaration as World Heritage Sites.

The **District of Overberg** consists of Theewaterskloof, Swellendam, Overstrand and Cape Agulhas Municipalities. The District plays an important role from an agricultural and tourism perspective. A difficult line will need to be thread between supporting tourism along the coast and preventing the further loss of coastal and marine ecosystems.

Area wise the **Central Karoo** is the largest district in the Western Cape Province and is characterised by extensive grazing for sheep and game farming. This invariably means that distances between settlements are vast. The total area of the District covers approximately 30% of the total area of the Western Cape and is sparsely populated. The district comprises of Beaufort West, Prince Albert and Laingsburg Municipalities, with Beaufort West as the primary regional service centre. The area is faced with risks like drought and the possibility of large scale fracking and uranium mining.

Eden is an area of outstanding natural beauty, made up of wilderness and agricultural landscapes, estuaries and lagoons, mountain backdrops and coastal settings, including the well-watered and verdant landscapes of the Garden Route. The Southern Cape coastal belt has been identified as a significant leisure, lifestyle, holiday, and retirement economic centre – which stretches from Plettenberg Bay and Nature's Valley in the east, to Mossel Bay in the West, with the George / Mossel Bay settlement complex being a significant emerging regional economic node of the Province.

The PSDF's *Annexure 1: Provincial Overview* presents a profile of the Western Cape's spatial development status.

1.3 International Policy Informants

In 2015 the African Union adopted **Agenda 2063: The Africa We Want** as a roadmap for continental development. Essentially it aligns thinking from across the continent and distils the vision in a set of seven aspirations. Aspiration 1 calls for “A prosperous Africa based on inclusive growth and sustainable development” and states that: “We aspire that by 2063, Africa shall be a prosperous continent, with the means and resources to drive its own development” and sets, amongst others, the following goals:

- Cities and other settlements are hubs of cultural and economic activities, with modernized infrastructure, and **people have access** to affordable and decent housing

including housing finance together with all the basic necessities of life such as, water, sanitation, energy, public transport and ICT (Information and Communication Technology).

- Economies are structurally transformed to create **shared growth**, decent jobs and economic opportunities for all.
- Modern agriculture for increased production, productivity and value addition contributes to farmer and national prosperity and Africa's collective **food security**.
- Africa's unique natural endowments, its environment and ecosystems, including its wildlife and wild lands are **healthy, valued and protected**, with climate resilient economies and communities.



The United Nations' **Sustainable Development Goals (SDG), 2016** go beyond social development and include all three dimensions of sustainable development – social, economic and environmental. The SDGs are universal, complex and integrated, implying that the goals and targets are relevant to all countries and all stakeholders within the countries. The principle of “no one left behind”, which is one of the overriding messages of the new agenda, advocates for countries to go beyond averages. The SDGs should benefit all – eradicating poverty and reducing inequalities.

- SDG 11: **Sustainable Cities and Communities** → Sustainable development cannot be achieved without significantly transforming the way we build and manage our urban spaces. One of the implementation mechanisms suggests the support of positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.
- SDG 15: **Life on Land** → Human life depends on the earth as much as the ocean for our sustenance and livelihoods. Plant life provides 80 percent of our human diet, and we rely on agriculture as an important economic resource and means of development. The SDGs aim to conserve and restore the use of terrestrial ecosystems such as forests, wetlands, drylands and mountains by 2020. Urgent action must be taken to reduce the loss of natural habitats and biodiversity which are part of our common heritage.

The **New Urban Agenda (NUA)**, adopted at the Habitat III Conference in October 2016 will aim for city sustainability, shaping our liveability, homes and neighbourhoods. The agenda responds to the urban century and recognises the growth energised by cities but also their spatial, social, cultural and economic inequalities. The most relevant SDG to the NUA is SDG 11, which aims to: *make cities and human settlements inclusive, safe, resilient and sustainable*. The Action Framework for the Implementation of the New Urban Agenda noted that effective planning and design depend on the [principles of connectedness, inclusivity and resilience](#) and calls for appropriate planning and design processes that will contribute to the definition of compact urban footprint, agricultural and natural protection areas, preventing unwanted urban sprawl, and strengthening urban-rural linkages.

The NUA acknowledged the principles and strategies for urban and territorial planning contained in the **International Guidelines on Urban and Territorial Planning (IG-UTP)**, adopted in April 2015. The IG-UTP is built on one goal: [improving policies, plans, designs](#) and implementation processes leading to more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change. To orient and guide decision-makers in developing or reviewing urban and territorial policies, plans and designs through an integrated planning approach, the Guidelines are structured along

12 key planning principles and 114 recommendations in 5 main sections and addressed to the 4 stakeholder groups.

The **International Framework for the Evaluation of Sustainable Land Management (FESLM)** (Food and Agriculture Organization of the United Nations 1993) proposes a strategic framework approach for evaluating sustainable land management. The basis for sustainable agriculture is to strive towards implementing agricultural activities by combining technology, policies and activities to integrate natural resources with socio-economic principles of: [Productivity, Security, Protection, Viability and Acceptability](#). These are seen to be the basic "pillars" on which sustainable land management must be constructed and against which its findings must be tested and monitored.

1.4 *Legislative and Policy Context in South Africa*

The **Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983) (CARA)** provides for the conservation of the natural agricultural resources of South Africa by the maintenance of the production potential of land and it promotes the conservation of the soil, the water sources and the vegetation.

The **National Environmental Management Act, 1998 (Act 107 of 1998) (NEMA)** calls for development to be socially, environmentally and economically sustainable as the environment is held in public trust for the people; the beneficial use of environmental resources must serve

the public interest and the environment must be protected as the people's common heritage. Environmental management must be integrated and place people and their needs at the forefront, and serve their physical, psychological, developmental, cultural and social interests equitably.

The **Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013) (SPLUMA)** introduced a three-sphere system of integrated planning at the national, provincial and municipal sphere and allows for the creation of Provincial Legislation and Municipal By-laws, to make provision for matters dealt with in the regulations in a manner that relates to the specific context in a province or municipality.

Land use planning principles (Figure 1) set out in SPLUMA and the **Western Cape Land Use Planning Act, 2014 (Act 3 of 2014) (LUPA)** apply to all organs of state responsible for the implementation of legislation regulating the utilisation and development of land and guide spatial development frameworks, zoning schemes or any policy concerning land use planning, any steps to ensure sustainable development and the consideration of applications that impacts on the utilisation and development of land.



FIGURE 1: LAND USE PLANNING PRINCIPLES

The **National Development Plan (NDP)** is a plan to unite South Africans, unleash the energies of its citizens, grow an inclusive economy, build capabilities, and enhance the capability of the state and leaders *working together to solve complex problems*. Of relevance are the NDP's spatial priorities for:

- Urban and Rural Transformation
- Improving Infrastructure
- Building Environmental Sustainability
- Resilience.

The NDP's key objectives to be achieved by the year 2030 are to eliminate income poverty and reduce inequality.

The Provincial Strategic Plan 2014-2019 (PSP) gives highest priority to economic growth and job creation and builds on the **OneCape2040** initiative which complements the NDP and sets the goal of "*creating a resilient, inclusive and competitive Western Cape with higher rates of employment producing growing incomes, greater equality and an improved quality of life*".

The **Provincial Strategic Plan 2014-2019 (PSP)** identifies five Provincial Strategic Goals (PSG), namely:

- PSG1: Create opportunities for growth and jobs.
- PSG 2: Improve educational outcomes and opportunities for youth development.
- PSG 3: Increase wellness, 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 2016 **Integrated Urban Development Framework (IUDF)** steers urban growth towards a sustainable model of compact, connected and coordinated towns and cities and provides a roadmap to implement the NDP's vision for spatial transformation – creating *liveable, inclusive and resilient* towns and cities while reversing apartheid's spatial legacy. To achieve this transformative vision, the IUDF sets four strategic goals:

- 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.

Through the **National Strategy for Sustainable Development and Action Plan 2011 – 2014 (NSSD 1)** a fixed definition of these terms has been accepted in a South African context:

- **Sustainability** (or a sustainable society) is seen as the overall goal of the NSSD 1. Sustainability in this context implies **ecological sustainability**. In the first instance, it recognises that the maintenance of healthy ecosystems and natural resources are preconditions for human wellbeing. In the second instance, it recognises that there are limits to the goods and services that can be provided. In other words, ecological sustainability acknowledges that human beings are part of nature and not a separate entity.
- **Sustainable development** is the process that is followed to achieve the goal of sustainability. Sustainable development implies the selection and implementation of a development option, which allows for appropriate and justifiable social and economic goals to be achieved, based on the meeting of basic needs and equity, without compromising the natural system on which it is based.

The **Provincial Biodiversity Strategy and Action Plan** (PBSAP) aligns with the National and Provincial Medium Term Strategic Frameworks 2014-2019 as well as the National Biodiversity Strategy and Action Plan (NBSAP), 2015-2025. It integrates South Africa's obligations under the Convention on Biological Diversity into the provincial context. The PBSAP is a strategic framework which prioritises and coordinates the collective efforts of stakeholders to ensure that

biodiversity and ecological infrastructure is optimally **conserved**, sustainably **utilised**; and that benefits are equitably **shared**.

The **Rural Land Use Management and Regulatory Guidelines** for South Africa (draft 2017) drafted by the Department of Rural Development and Land Reform is a strategic instrument, emanating from SPLUMA to help in the achievement of various policy objectives as set out by the NDP, the Comprehensive Rural Development Programme (CRDP) and SPLUMA. It provides the necessary guidance in the definition of rural areas, framing of desired **rural spatial planning** outcomes and facilitate interaction between the various spheres of government in achievement of such outcomes. The principal aim of the Guidelines is to provide a framework for integrating **land use in rural areas** into formal municipal planning processes in a way that allows adaptation to the diversities of different rural contexts of South Africa.

The **Guideline on Need and Desirability** (2017) compiled by the Department of Environmental Affairs contains information on best practice and how to meet the peremptory requirements prescribed by the legislation and sets out both the strategic and statutory context for the consideration of the need and desirability of a development involving any one of the NEMA listed activities. Need and desirability is based on the principle of sustainability, set out in the Constitution and in NEMA, and provided for in various policies and plans, including the NDP. Addressing the need and desirability of a development is a way of ensuring sustainable development – in other

words, that a development is **ecologically sustainable and socially and economically justifiable** – and ensuring the simultaneous achievement of the triple bottom-line.

1.5 Provincial Spatial Development Framework

The PSDF coordinates, integrates and aligns Provincial plans and development strategies with policies of National Government; the plans, policies and development strategies of Provincial Departments; and the plans, policies and development strategies of municipalities. It is the common spatial reference framework for delivering on the Province’s strategic development priorities individually and collectively and therefore serves to guide the location and form of public investment in the natural and built environment, so that the returns on these investments are consistent with the PSGs.

Figure 2 depicts the **three spatial themes** underlying the PSDF and their associated elements, supported by spatial governance.

To take forward the Western Cape’s Spatial Agenda, the policy framework section sets out how the Western Cape Government will carry out its spatial planning responsibilities. Each of the spatial themes as described below in Figure 3, contributes to the achievement of the PSGs.

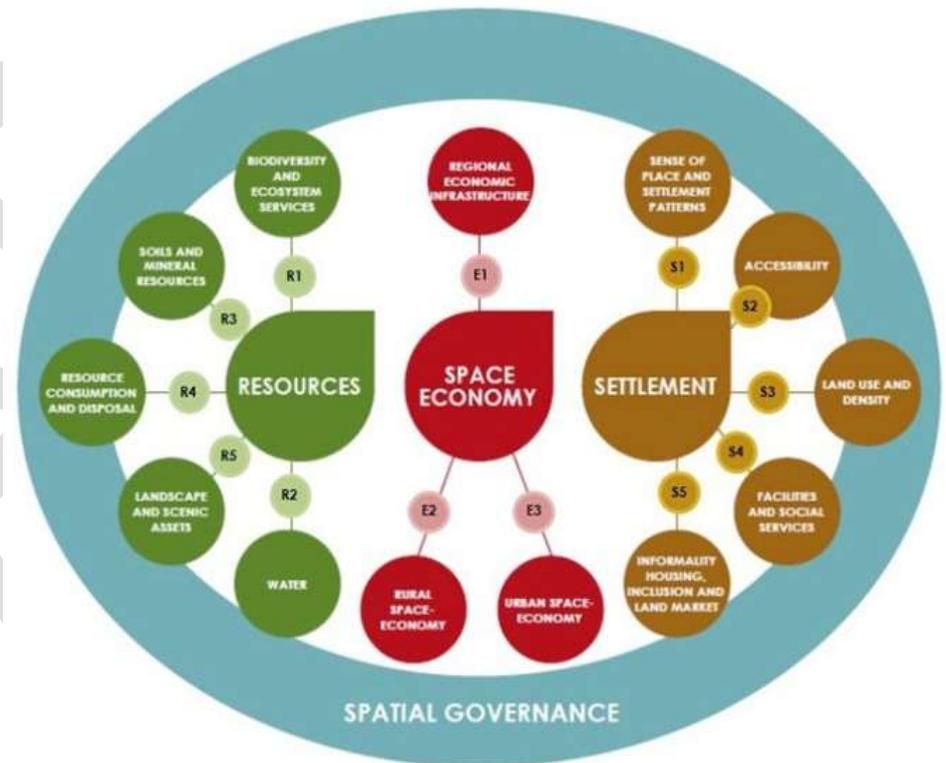


FIGURE 2: THE THREE SPATIAL THEMES AND THEIR ASSOCIATED ELEMENTS, SUPPORTED BY SPATIAL GOVERNANCE

1. SUSTAINABLE USE OF THE WESTERN CAPE'S RESOURCES

The Western Cape economy is founded on the Province's unique asset base. The PSDF's policies encourage the wise use of these assets to promote sustainability. They also safeguard them against risks by mitigating and/or adapting to current and looming risks. If managed responsibly, the Province's spatial assets hold immense socio-economic development potential. Conversely, mismanagement of these resources can severely hinder development, particularly in the rural areas.

Spatial continuity and connectivity of the biodiversity network strengthens its resilience. If biodiversity threats such as land transformation, the impact of climate change and over abstraction and modification of natural watercourses are not reduced some ecosystems could collapse, requiring expensive intervention to maintain or replace them. The PSDF encourages the use of Critical Biodiversity Areas mapping to inform spatial planning and land use management decisions. The delineation of urban edges in municipal spatial development frameworks steer urban growth pressures away from Critical Biodiversity Areas.

Arable soils and mineral resources are non-renewable assets that are important underpinnings of the Western Cape economy. Safeguarding the Province's agricultural resources, and productively using them without compromising biodiversity, heritage and scenic resources, remains a key challenge. The PSDF promotes sustainable farming and mining. A prerequisite for sustainable farming and mining is coherent land use planning and environmental management systems that are aligned with the development goals. Municipal spatial development frameworks must record unique and high potential agricultural land and demarcate urban edges to protect these areas.

2. OPENING-UP OPPORTUNITIES IN THE SPACE-ECONOMY

The Western Cape space-economy comprises all of the diverse economic activities in the Province's urban centres and its rural areas, and the relationship of these places and spaces to the infrastructure that connects and supports them. The space-economy includes the network of workplaces across the Province and their linkages with local, national and international markets.

The rural space-economy is not only about agricultural development, but also broad based agrarian transformation, diversifying the rural economy, tourism, government promotion of rural development and land reform programmes, and functional ecosystems.

Whilst the economy is essentially based on secondary and tertiary activities located mainly in the large urban areas, many of these activities relate to adding value to the outputs of rural activities.

3. DEVELOPING INTEGRATED AND SUSTAINABLE SETTLEMENTS

The Western Cape's unique sense of place and identity underpins its economy in numerous ways and requires appropriate responses to the heritage, cultural and scenic assets of the Province.

The PSDF promotes smart growth ensuring the efficient use of land and infrastructure, by containing urban sprawl. The PSDF is unambiguous about the necessity for more compact and connected human settlements.

The PSDF makes the case that it can no longer be business as usual, and accordingly introduces strategies and programmes for systematically changing where and how human settlements are configured and built.

FIGURE 3: THE WESTERN CAPE SPATIAL AGENDA

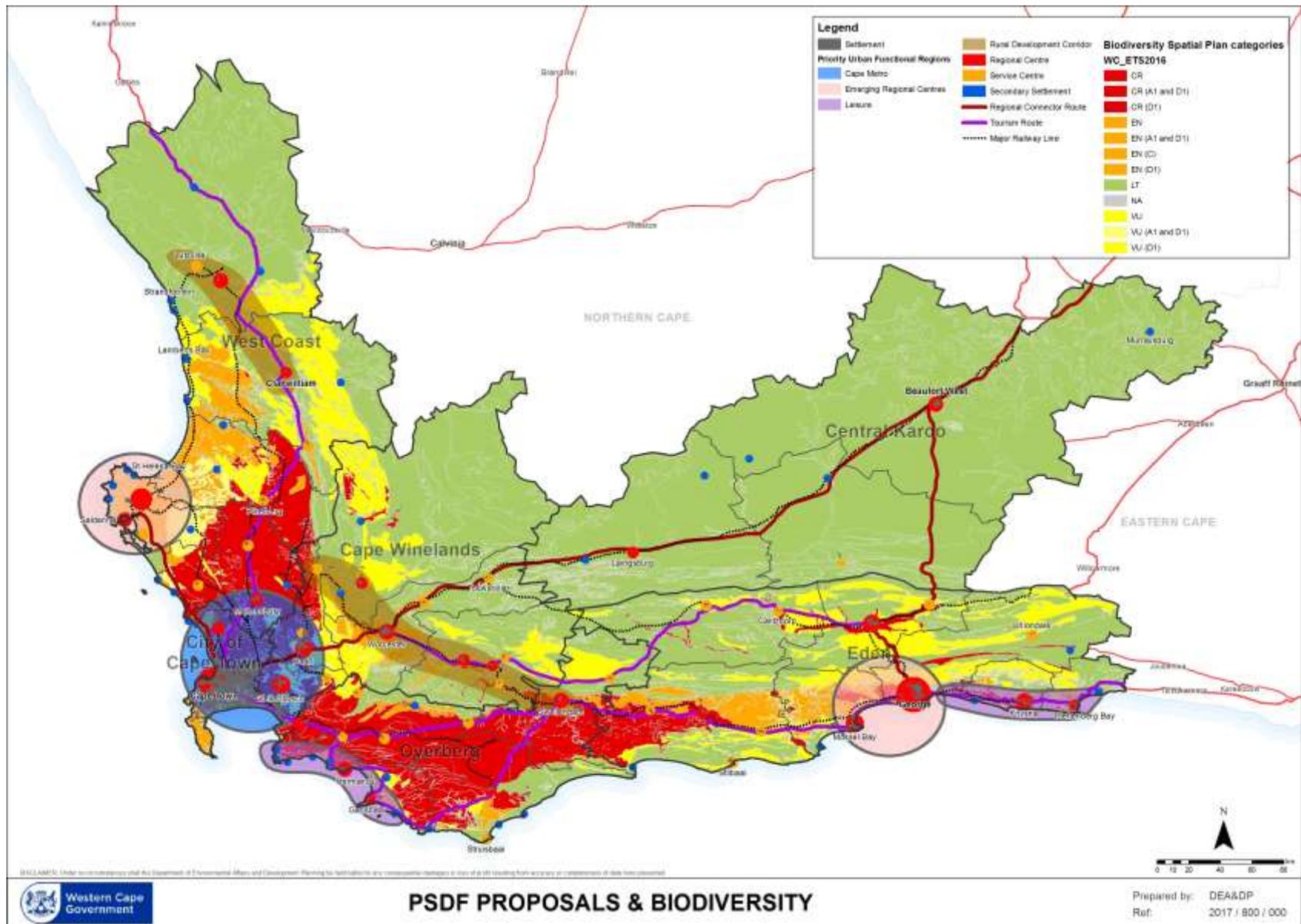
Stemming from the Western Cape's Spatial Agenda, as summarised in Figure 3 above, the PSDF **strategy for opening-up opportunities in the rural space-economy** and has two dimensions, namely:

- Accommodating a greater diversity of compatible land use activities on farms and in the rural landscape in general. Compatible activities are those that do not compromise

biodiversity, farming activities, cultural and scenic landscapes, and are of an appropriate scale and form to fit in with their context in the rural landscape.

- Channelling public investment in rural development initiatives (i.e. land reform, agrarian transformation, environmental rehabilitation, enterprise development, etc.) to areas where it can offer real and sustained improvements to beneficiaries and the rural community.

This **PSDF consolidated proposals map** (Map 1) is an important spatial planning and land use management tool and graphically portrays the Western Cape's spatial agenda. In line with Provincial spatial policies, the map shows what land use activities are suitable in different landscapes and highlights where efforts should be focused to grow the Provincial economy. The Western Cape Government will support rural communities (inclusive of agri-workers and owners) to take control of their destiny, and help build opportunities for growth and development in rural areas. This involves a shift from a compliance driven system to a developmental system that encourages rural entrepreneurship.



MAP 1: PSDF PROPOSALS

1.6 Objectives of Guidelines

Forming part of the roll-out of the PSDF, the objectives in introducing **Land Use Planning: Rural Guidelines** are:

- To promote sustainable development in **appropriate rural locations** throughout the Western Cape, and ensure that the poor share in the **growth of the rural economy**.
- To safeguard priority biodiversity areas and the functionality of the Province's life supporting **ecosystem services** (i.e. environmental goods and services).
- To maintain the integrity, authenticity and accessibility of the Western Cape's significant farming, ecological, cultural and scenic rural **landscapes, and natural resources**.
- To assist Western Cape municipalities to **plan and manage** their rural areas more effectively, and to inform the principles of their zoning schemes.
- To provide clarity to the provincial government's social partners on what kind of development is appropriate **beyond the urban edge**, suitable locations where it could take place, and the **desirable form and scale** of such development.

These guidelines can also be used in testing the **consistency principle**. The SPLUMA states that no authority may make a land development decision which is inconsistent with a municipal spatial development framework. It may however depart from the provisions of a spatial development framework if site-specific circumstances, justify a

departure from the provisions of such a municipal spatial development framework. The LUPA provides more clarity in that it makes a distinction between compliance, consistency with, and deviation from spatial development frameworks. In considering a land use application, the competent authority, in terms of LUPA must have regard to applicable spatial development frameworks, the desirability of the proposed land use and guidelines issued by the Provincial Minister, including these *Land Use Planning: Rural Guidelines*.

When "**need and desirability**" must be considered as part of an environmental impact assessment process, the content of integrated development plans, spatial development frameworks, environmental management frameworks and other relevant plans, frameworks and strategies must be taken into account when considering the merits of each application. Whether a proposed activity will be in line with or deviation from the plan, framework or strategy per se is not the issue, but rather the ecological, social and economic impacts that will result because of the alignment or deviation.

These *Land Use Planning: Rural Guidelines* do not represent a rural development strategy, but a guideline for land use planning decisions, being it forward planning or land management aspects.

2. DELINEATING SPATIAL PLANNING CATEGORIES

The contextualisation of the planning domain, and analysis and interpretation of the elements of the rural spatial structure inform the Integrated Development Plan's (IDP) integrated development strategy and, in turn, the **Spatial Development Framework's** (SDF) proposals. A SDF's proposals should clearly reflect where in the landscape development should and should not take place.

In accordance with the bioregional planning framework that the Western Cape has adopted, the PSDF calls for SDFs to delineate **Spatial Planning Categories** (SPCs) that cover the entire municipal domain. SPCs are not development proposals and do not confer development rights. They are rather the tools through which the SDF clarifies the inherent land use suitability of different landscapes. As such the SDF is the framework within which subsequent detailed development plans for specific projects can be formulated.

At minimum the SDF needs to delineate the area into the following SPCs:

(i) Core	(ii) Agriculture
(i) Buffer	(iii) Settlement

To assist those compiling a SDF delineating these SPCs across the municipal landscape, each SPC is explained in further detail and guidance is given on:

- A definition of the SPC and clarification of how it fits in with the categorisation of **Critical Biodiversity Areas** (CBA) used in the **Western Cape Biodiversity Spatial Plan**, 2017. See Table 1 for how the CBA map categories corresponds with SPCs.
- The purpose/s that the SPC serves.
- The kinds of land use that could be accommodated in the SPC.
- Where these land uses should be located, and their appropriate form and scale.
- How to spatially delineate the SPC.
- How to rationalise the settlement structure.

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

TABLE 1: CATEGORIES ON THE BIODIVERSITY SPATIAL PLAN MAP AND THEIR RECOMMENDED CORRESPONDING SPATIAL PLANNING CATEGORY

2.1 GUIDELINES FOR THE CORE 1 SPC

2.1.1 Description and Objective

Core 1 Areas are those parts of the rural landscape required to meet **biodiversity patterns or ecological processes** (i.e. Critical Biodiversity Areas). These include habitats classified as highly irreplaceable, critically endangered, or endangered terrestrial (land), aquatic (rivers, wetlands & estuaries) and marine habitats.

These also include areas currently not yet exhibiting high levels of biodiversity loss, but which should be **protected and restored** in order to ensure biodiversity pattern and ecological process targets/thresholds can be met in the most efficient way possible. It also includes essential biological corridors vital to sustain their functionality.

Three components of the rural landscape make up Core 1 Areas:

- (i) **Protected Area:** Must be kept in a natural state, with a management plan focused on maintaining or improving the state of biodiversity. A benchmark for biodiversity.
- (ii) **Critical Biodiversity Area 1: Terrestrial:** Maintain in a natural or near-natural state with no further loss of natural habitat

- (iii) **Critical Biodiversity Area 1: Aquatic:** Keep natural, with no further loss of habitat. Degraded areas should be rehabilitated. Only low-impact, biodiversity-sensitive land-uses are appropriate.

The Core 1 SPC:

- identifies which parts of the rural landscape are of highest conservation importance, and if they are currently protected or not;
- informs expansion of the Protected Area network through a subset of Core 1 within the Protected Area Expansion Strategy;
- delineates areas that must be maintained in, or restored to, a natural state in order to sustain biodiversity patterns and processes and the functionality of eco-system services;
- identifies areas of land that could serve as biodiversity offset receiving areas; and
- in combination with Core 2 Areas, spatially defines the 'core' of the rural landscape's ecological network.

2.1.2 Guidelines on Land Use and Activities in the Core 1 SPC

What kinds of activities?

- a. Essentially Core areas are 'no-go' areas from a development perspective. Accordingly, they should, as far as possible, remain undisturbed by human impact.

- b. Conservation management activities such as alien clearing, research and environmental education should be encouraged.
- c. Subject to stringent controls the following biodiversity-compatible land uses (i.e. those of very low impact) may be accommodated in Core 1 areas:
 - Non-consumptive low impact eco-tourism activities such as recreation and tourism (e.g. hiking trails, bird and game watching, and visitor overnight accommodation).
 - Harvesting of natural resources (e.g. wild flowers for medicinal, culinary or commercial use), subject to EMP demonstrating the sustainability of harvesting.
- d. Livestock grazing and game farming which must be informed by the habitat type and other site sensitivities. Where Core areas are identified on land that has no formal conservation status (e.g. private farm), no further loss of natural habitat should occur.
- e. Given the often high visual or aesthetic value of these landscapes, no large-scale eco-tourism developments to be permitted.
- f. Land consolidation should be encouraged and subdivision prohibited.

Where to locate?

- g. Any development within a Protected Area must be in accordance with an approved management plan.
- h. in terms of the National Environment Management: Protected Areas Act (NEM: PAA).
 - i. Wherever possible, structures associated with activities in Core Areas should preferably be located in neighbouring Buffer areas.
 - j. Fine-scale environmental sensitivity mapping should inform the placement of essential buildings or structures in Core areas (e.g. as per SANParks Conservation Development Framework planning process).
 - k. Where structures associated with biodiversity-compatible activities are located in Core areas, these should preferably be located on currently disturbed footprints.
 - l. Restrict development in Mountain Catchment Areas in order to maintain their high water yielding and water quality function (e.g. plantations, cultivation or other activities which use water, reduce run-off and may result in increased sediment inputs to aquatic systems).

Appropriate form and scale

- m. Where buildings and structures in Core Areas are justifiable, environmentally sensitive and sustainable construction principles should be applied to ensure that development is in

harmony with the character of the surrounding landscape and to ensure the maintenance of its natural qualities.

- n. The receiving environment and aesthetic qualities of an area must be the determinant of the scale and form of development.
- o. Where there are no location alternatives for a development and the development will provide essential products or services which will directly benefit the local and regional economies and communities and is located within Core 1, then a biodiversity offset must be implemented in terms of the relevant guidelines and policies. If a development proposal Core 1 does not meet the other criteria, then it should not be authorised.
- p. Good management practices, with small low density footprints, appropriate technology and design concepts (e.g. Enviro-loos, temporary structures, green architecture and use of natural resources).
- q. Temporary structures to be preferred (e.g. wooden structures, tents, and/or tree canopy structures, with units carefully dispersed or clustered to achieve least impact. Raised boardwalks preferred or alternatively porous materials and design concepts.
- r. Stringent management programs for resource harvesting informed by determination of carrying capacity and a

management plan to ensure appropriate harvesting techniques and volumes.

- s. Land uses that should not be located in Core 1, because they cause loss of natural habitat or ecosystem functionality, include:
 - Any form of mining or prospecting.
 - Extensive or intensive grazing that results in species diversity being lost through selective- or over-grazing.
 - Conversion of natural habitat for intensive agriculture (cultivation) or plantation forestry.
 - Expansion of existing settlements or residential, commercial or industrial infrastructure.
 - Linear infrastructure of any sort that will cause significant loss of habitat and/or disrupts the connectivity of ecological corridors.

2.1.3 Core SPC Delineation Guidelines

- a. Include all formal Protected Areas.
- b. Include all land designated as CBAs (public or private) that should be protected, although not all CBAs are designated for formal protection.
- c. Where possible incentivise incorporation using the following designations:

- Private Land: Stewardship Agreements or as a Protected Environment or Nature Reserve in terms of NEM: PAA.
- Municipal Land: Nature Reserve in terms of NEM: PAA.
- Title deed restrictions where land has been designated under the Stewardship Program or declared a Nature Reserve or Protected Environment.
- Rezoning land to appropriate conservation zones.
- SARS tax incentives.

DRAFT

2.2 GUIDELINES FOR THE CORE 2 SPC

2.2.1 Description and Objective

Core 2 comprised areas in a **degraded condition** that are required to meet biodiversity targets, for species, ecosystems or ecological processes and infrastructure. These areas **should be rehabilitated and only low-impact, biodiversity-sensitive land-uses** are appropriate.

Core 2 also includes Ecological Support Areas (ESA) that are not essential for meeting biodiversity targets but play an important role in **supporting the ecological functioning of CBAs**, and deliver important ecosystem services. They facilitate landscape connectivity, promote resilience to climate change, and buffer elements of the landscape including Protected Areas and sites that are important for the survival of individual species.

These also include the following areas: climate change adaptation corridors, foredunes, forests, corridors, coastal resource protection areas, endangered ecosystems, rivers, estuaries, wetlands and protection of watercourse, water source and water recharge areas.

Two components of the rural landscape make up Core 2 Areas:

- (i) **Critical Biodiversity Area 2 (Degraded):** Maintain in a natural or near-natural state with no further loss of natural habitat. These areas should be rehabilitated.
- (ii) **Ecological Support Area 1:** The desired management objective for all ESAs is to maintain the land in a near-natural and ecologically functional state, even if some loss of ecosystem composition or structure takes place.

2.2.2 Guidelines on Land Use and Activities in the Core 2 SPC

What kinds of activities?

- a. Acceptable land uses are those that are least harmful to biodiversity and include compatible and low impact conservation land uses as per Core 1 Areas, whilst allowing for a limited increase in scale of development in less sensitive areas (provided ecological processes are not disrupted). To be informed by environmental sensitivity mapping, transformation thresholds and cumulative impacts.
- b. Provision for biodiversity offsets in exchange for biodiversity loss should only be considered as a last resort and at a ratio consistent with national policy and Provincial guidelines.
- c. Where existing agricultural activities (e.g. extensive livestock or game farming) occur in Core 1 or Core 2 Areas, it needs to be subject to:
 - Lower impact practices

- Lower than standard stocking rates
 - Resting cycles (i.e. rotational grazing)
 - Wetland & river bank protection to avoid over-grazing, trampling and destabilization
 - Avoiding areas containing red data species
 - Limiting "value-adding" to nature-based tourism.
- d. No further extensions of intensive or extensive agriculture.

Where to locate?

- e. Wherever possible, structures associated with activities in Core Areas should preferably be located in neighbouring Buffer areas.
- f. Fine-scale environmental sensitivity mapping should inform the placement of essential buildings or structures in Core areas.
- g. Where structures associated with biodiversity-compatible activities are located in Core areas, these should preferably be located on currently disturbed footprints.
- h. Restrict development in Mountain Catchment Areas in order to maintain their high water yielding and water quality function (e.g. plantations, cultivation or other activities which use water, reduce run-off and may result in increased sediment inputs to aquatic systems).

Appropriate form and scale

- i. Where buildings and structures in Core Areas are justifiable, environmentally sensitive and sustainable construction principles should be applied to ensure that development is in harmony with the character of the surrounding landscape and to ensure the maintenance of its natural qualities.
- j. The receiving environment and aesthetic qualities of an area must be the determinant of the scale and form of development.
- k. Good management practices, with small low density footprints, appropriate technology and design concepts (e.g. Enviro-loos, temporary structures, green architecture and use of natural resources).
- l. Temporary structures to be preferred (e.g. wooden structures, tents, and/or tree canopy structures, with units carefully dispersed or clustered to achieve least impact. Raised boardwalks preferred or alternatively porous materials and design concepts.
- m. Stringent management programs for resource harvesting informed by determination of carrying capacity and a management plan to ensure appropriate harvesting techniques and volumes.
- n. Land uses that should not be located in Core 2, include:
- Any form of mining or prospecting.

- Large-scale cultivation.
- Urban or industrial development.

2.2.3 Core 2 SPC Delineation Guidelines

- a. Delineation and inclusion of degraded CBAs and ESAs (i.e. river reaches and their buffers and significant seep clusters in support of CBA rivers and wetlands).
- b. Coastline outside the urban edge, together with coastal processes to be included.
- c. Incentivise consolidation of the conservation estate by:
 - Financial incentives (the Property Rates Act)
 - Other incentives (e.g. resource economic approaches)

2.3 GUIDELINES FOR THE BUFFER 1 SPC

2.3.1 Description and Objective

These areas may be degraded but still play an important role in supporting the functioning of PAs or CBAs, and are essential for delivering ecosystem services. These areas should be restored and/or managed to minimize impact on ecological infrastructure functioning; especially soil and water-related services. They do, however, retain much of their natural character. The biodiversity in these non-priority landscapes may still be of value and contribute to maintenance of viable species populations and natural ecosystem functioning and other natural areas may provide essential ecological infrastructure and ecosystem services.

Two components of the rural landscape make up Buffer 1 Areas:

- (i) **Ecological Support Area 2:** Restore and/or manage to minimize impact on ecological infrastructure functioning; especially soil and water-related services.
- (ii) **Other Natural Areas:** Minimize habitat and species loss and ensure ecosystem functionality through strategic landscape planning. Offers flexibility in permissible land-uses, but some authorisation may still be required for high-impact land-uses.

Buffer 1 SPC comprises large intact portions and remnants of natural or near natural vegetation not designated as CBA or ESA 1, especially in proximity/adjacent to CBAs and/or ESA 1.

The purpose of the Buffer 1 SPC is to:

- restore and maintain ecological processes;
- retain landscape scale biodiversity corridors;
- strengthen the conservation and extensive agricultural economies through;
 - incentivising the consolidation and maintenance of extensive agricultural units; and
 - broadening the agricultural economic base through farm diversification of use and revenue generation (e.g. farm tourism);
- buffer ESAs which support CBAs;
- enhance biodiversity through appropriate agricultural practices (e.g. veld management) and rehabilitation of previously disturbed agricultural land; and
- buffer against the impacts of climate change.

2.3.2 Guidelines on Land Use and Activities in the Buffer 1 SPC

What kinds of activities?

- a. Conservation activities as per Core 1 and 2 Areas including sustainable consumptive or non-consumptive uses.
- b. Forestry or timber Plantations may be included in this category.
- c. Biodiversity compatible land uses as informed by transformation thresholds, including rural accommodation.
- d. Development (e.g. structures) in support of both tourism and biodiversity conservation in Core Areas preferably be located in Buffer 1 and 2 if logistically feasible.
- e. Extensive agriculture comprising extensive game and livestock farming, subject to the following:
 - Lower impact practices be favoured (e.g. indigenous game farming as opposed to domestic livestock production);
 - Lower than standard stocking rates be employed;
 - Resting cycles (i.e. rotational grazing) be employed;
 - Buffer areas be protected from over-grazing and trampling in order to avoid wetland shoreline and river bank erosion and destabilization;
 - Avoidance of areas containing Species of Conservation Concern (red data species); and

- Limited / small scale “value-adding” through intensified tourism (e.g. resort or recreational facilities) or consumptive uses (e.g. hunting).

- f. Extension of extensive agriculture may be accommodated if the development still allows for ecological connectivity.

Where to locate?

- g. Development should target existing farm precincts and disturbed areas, with the employment of existing structures and footprints to accommodate development.
- h. Extensive developments (e.g. caravan and camping sites) should be restricted to sites of limited visual exposure and sites not prominent in the landscape.
- i. Consolidation and maintenance of Buffer Area land units should be promoted, especially when in private ownership, through rezoning to an appropriate zone (Open Space).

Appropriate form and scale

- j. Development should reinforce farm precinct and reflect similar vernacular in terms of scale, form and design.
- k. In the absence of existing farmsteads, development should reflect compact and unobtrusive nodes, conforming to local vernacular in terms of scale, form and design.
- l. Development design (e.g. resort) should embrace the spatial form, movement patterns, building design and conservation and ecology of the area through:

- Maintaining the dominance of the natural and agricultural landscapes;
- Maintaining and enhancing natural continuities of green spaces, riverine corridors and movement and avoiding fragmentation;
- Maintaining dominant landscape features and their continuity (e.g. ridge lines, valleys); and
- Protecting conservation-worthy places and heritage areas (e.g. farmsteads).

2.3.3 Buffer 1 SPC Delineation Guidelines

- a. All land designated as large intact portions/remnants of natural or near natural vegetation not designated as CBA or ESA, especially in proximity/adjacent to CBAs and/or ESA including:
 - rivers and wetlands (together with their buffers);
 - vulnerable and least threatened vegetation types;
 - significant water yield areas, and
 - significant groundwater recharge and discharge areas.
- b. Corridors (river, vegetation, habitat) necessary to promote and sustain ecological processes.

2.4 GUIDELINES FOR THE BUFFER 2 SPC

2.4.1 Description and Objective

This category includes areas designated as Other Natural Areas, located in an *extensive and/or intensive agriculture matrix* (i.e. livestock production) as the dominant land use.

The Buffer 2 SPC *minimize habitat and species loss* and ensure ecosystem functionality through strategic landscape planning. The areas offer flexibility in permissible land-uses, but some authorisation may still be required for high-impact land-uses.

The Buffer 2 SPC:

- is managed for sustainable development of current land use in the area;
- protects existing agricultural activity (i.e. livestock production) to ensure food security, contribution to the regional economy, maintenance and management of rural areas and contributing and to the working agricultural and cultural landscape;
- facilitates agricultural diversification and non-agricultural opportunities (e.g. game farming, tourist facilities) and “value-adding” to the primary product (e.g. cheese-making);
- accommodates space extensive and nuisance urban uses, and extensive agricultural uses (e.g. waste water treatment plants,

piggeries, mushroom growing plants, etc.) while taking into consideration environmental sensitivities;

- enhances biodiversity through innovative agricultural practices (e.g. veld management);
- minimizes fragmentation of remaining natural habitats and corridors;
- reverses lost biodiversity in order to reinstate buffer zones and corridors; and
- rehabilitates degraded areas (e.g. agricultural, mining).

2.4.2 Guidelines on Land Use and Activities in Buffer 2

What kind of activities?

- a. Activities and uses directly relating to the primary agricultural enterprise
- b. Farm buildings and activities associated with the primary agricultural activity, including a homestead, agricultural buildings, and agri-worker housing.
- c. Additional dwelling units, including:
 - units approved in line with the guideline of 1 additional non-alienable dwelling unit per 10 ha to a maximum of 5 per agricultural unit; and
 - units permissible in terms of Rural Accommodation.
- d. Additional land uses to facilitate diversification and “value adding” including:

- Restaurant and venue facility;
 - farmstall and farm store;
 - home occupation;
 - local product processing (e.g. cheese-making); and
 - tourist and recreational facilities (e.g. hiking trail, 4x4 routes).
- e. No fragmentation of farm cadastral unit, with spot zoning and consent uses employed to accommodate non-agricultural uses.
- f. Buffer 2 Areas within the “fringe” of settlements to accommodate the following uses not suited to location within the urban edge:
- space extensive requirements (e.g. regional sports and recreation facilities, tourist facilities) and
 - nuisance and buffer requirements (e.g. waste water treatment plants, cemeteries, solid waste disposal sites, airports, feedlots, quarries and mines, truck stops) while taking into consideration environmental sensitivities.

Where to locate?

- g. Location of primary agricultural activities (e.g. livestock production) to be informed by the exclusion of steep slopes, wetlands, floodplains of rivers and streams (and associated buffers), as well as areas of remnant vegetation.

- h. Development in support of primary cultivation (e.g. product handling and processing) to be located within or peripheral to the farmstead precinct or as distinct clusters at farm outposts.
- i. Development associated with farm diversification or “value adding” should:
- not result in excessive expansion and encroachment of building development and land use into the farm area; and
 - not be located in visually exposed areas given the extensive landscape of extensive farming areas.
- j. Development (i.e. farm diversification or “value-adding”) to be located within or peripheral to the farmstead precinct or outposts and should be accommodated in re-used, converted or replaced farm buildings (i.e. existing footprint) or to target disturbed areas.
- k. Location of additional development to be informed by existing farm road access and existing service networks.

Appropriate form and scale

- l. Development of the primary agricultural enterprise (e.g. livestock production) to comply with existing guidelines for extensive agriculture, including:
- Carrying capacity;
 - veld management and soil erosion control; and
 - agricultural setback on wetlands, rivers and streams as per CARA and NEMA regulations.

- m. Building development to reflect the style, scale, form and the significance of the farmstead precinct or farm outpost, their buildings and setting.
- n. In the absence of existing farmsteads or outposts, development to reflect compact and unobtrusive nodes, conforming to local vernacular in terms of scale, form and design.

2.4.3 Buffer 2 SPC Delineation Guidelines

- a. All other natural areas that are located in an agricultural matrix, including:
 - Existing extensive agricultural areas.
- b. Development design (e.g. accommodation) to maintain and enhance the dominance of the agricultural landscape, continuation of green spaces, riverine corridors, and dominant landscape features (e.g. ridge lines).

2.5 GUIDELINES FOR THE AGRICULTURE SPC

2.5.1 Description and Objective

The Agriculture SPC comprises a **consolidation of the existing and potential intensive agricultural footprint** (i.e. homogeneous farming areas made up of cultivated land and production support areas). It is those areas in which **significant or complete loss of natural habitat** and ecological functioning has taken place due to activities such as ploughing, hardening of surfaces, mining, cultivation and other activities that modify natural habitat. Even so, they may include small remnants of natural habitat such as the patches or strips of natural habitat that survive between cultivated lands, along river-lines and ridges.

The Agriculture SPC includes:

- (i) Intensive agriculture including Irrigated crop cultivation (annual & perennial);
- (ii) Dry land crop cultivation including tillage of non-irrigated crops (annual & perennial);
- (iii) Forestry and Timber plantations and Space extensive agricultural enterprises; and
- (iv) Extensive agriculture including extensive livestock or game farming.

The purpose of the Agriculture SPC is to:

- Consolidate and protect existing and potential agricultural landscapes;
- Facilitate sustainable agricultural development, land and agrarian reform, and food security; and
- Stabilise ecosystems and manage to restore ecological functionality.

2.5.2 Guidelines on Land Use and Activities in the Agriculture SPC

What kinds of activities?

- a. Activities and uses directly related to the primary agricultural enterprise.
- b. Farm buildings and associated structures (e.g. one homestead, barns, agri-worker housing, etc.).
- c. Additional dwelling units to support rural tourism opportunities and to diversify farm income, in line with the guideline of 1 additional non-alienable dwelling unit per 10ha, up to a maximum of 5 per farm.
- d. Ancillary rural activities of appropriate scale that do not detract from farming production, that diversify farm income, and add value to locally produced products, e.g.:
 - Restaurant and function venue facility;
 - farmstall and farm store;
 - home occupation;

- local product processing (e.g. winery, olive pressing); and
 - rural recreational facilities (e.g. riding school).
- e. Ancillary on-farm activities in an Agriculture SPC will be impacted on by surrounding farming activities (e.g. dust generation, spray drift, etc.), and these impacts are not grounds for restricting farming production.
- f. Large scale resorts, and tourist and recreation facilities should not be accommodated within Agriculture SPCs as they detract from the functionality and integrity of productive landscapes.
- g. Intensive-(feed)animal farming in Agriculture SPCs should due to the operational impacts (e.g. odour and traffic) be located in areas where the impact is minimised.

Where to locate?

- h. The location of agricultural activities will be dictated by local on-farm agro-climatic conditions (e.g. soils, slope, etc.), but wetlands, floodplains & important vegetation remnants should be kept in a natural state.
- i. Ancillary activities should be located within or peripheral to the farmstead precinct (preferably in re-used or replaced farm buildings and disturbed areas), not on good or moderate soils, and linked to existing farm road access and the services network.

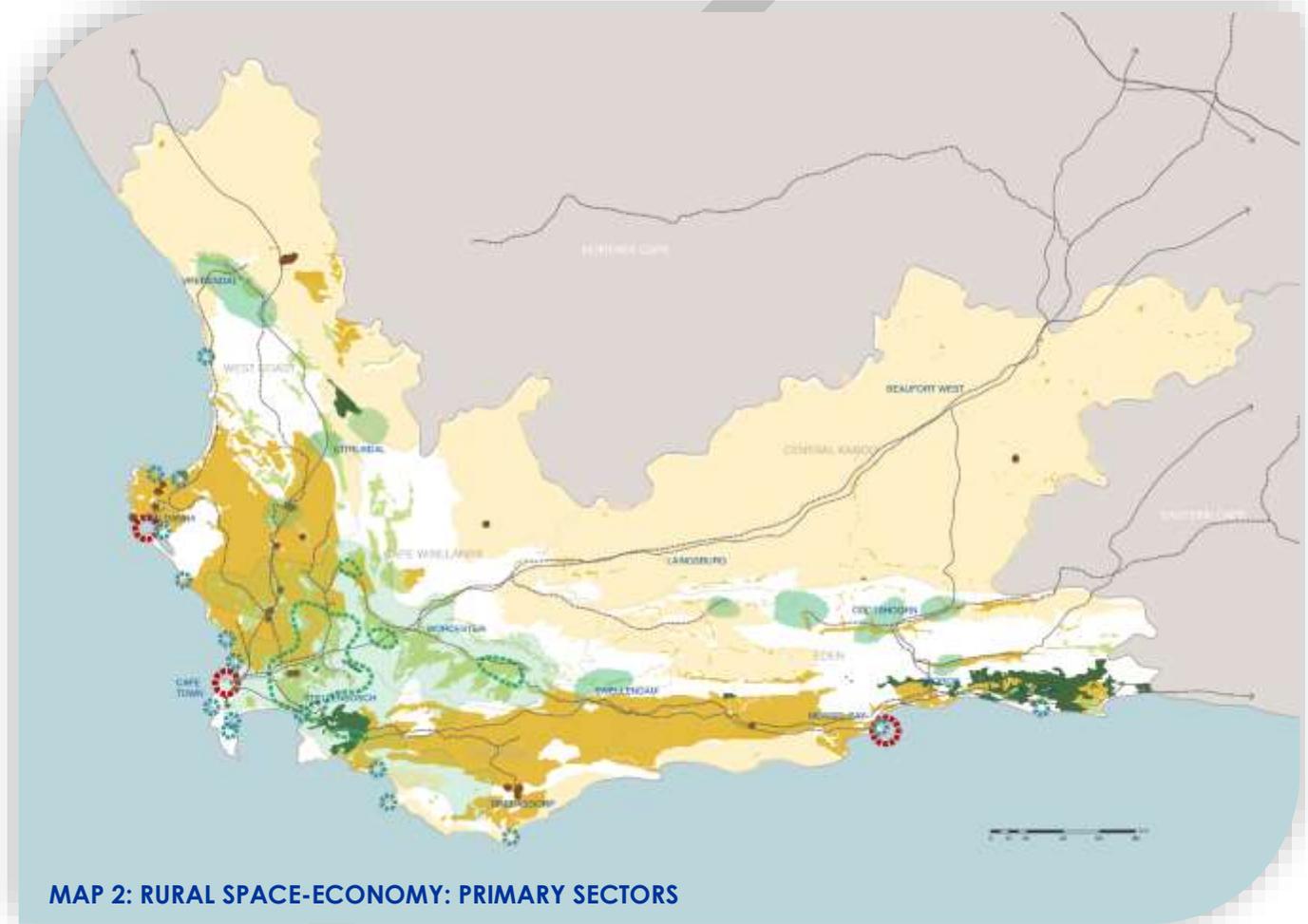
Appropriate form and scale

- j. Farming to be undertaken in accordance with existing guidelines regarding slope, setbacks around wetlands and streams, soil potential, availability of irrigation water etc. (as per CARA and NEMA Regulations).
- k. Facilities for ancillary on-farm activities should be in scale with and reinforce the farmstead precinct, enhance the historic built fabric and respect conservation-worthy places (these could be natural areas or areas which are degraded but still provide ecological connectivity and/or ecosystem services).
- l. Landscaping should complement existing planting patterns.
- m. Fragmentation of farm cadastral unit should be prevented, and consent uses and spot zoning employed for managing ancillary on-farm activities.
- n. Consolidation of cadastral units should be promoted, especially where farms have conservation-worthy natural remnants.

2.5.3 Agriculture SPC Delineation Guidelines

- a. Land suitable for agriculture should be included, such as:
- areas of high potential and unique agricultural land;
 - areas in between of lower agricultural potential that are not Core or Buffer SPCs;

- areas identified in the Land Care / Area-Wide Planning Programs;
- areas having irrigation rights or future irrigation potential; and
- land suitable for small-scale farming in close proximity to settlements.



MAP 2: RURAL SPACE-ECONOMY: PRIMARY SECTORS



2.6 GUIDELINES FOR THE SETTLEMENT SPC

2.6.1 Description and Objective

This category includes all existing cities, large and smaller towns, villages and hamlets. Settlements are delineated by municipalities in terms of an urban edge or by the Department of Environmental Affairs and Development Planning in terms of the 2014 NEMA Listing Notices as urban areas.

The purpose is to develop and manage settlements on a sustainable basis. Wherever possible existing settlements should be used to accommodate non-agricultural activities and facilities. This is for reasons of:

- local economic development;
- consolidating, integrating and reinforcing settlement structure;
- improving service delivery;
- strengthening rural-urban linkages;
- promoting socio-economic development; and
- increasing thresholds for service delivery and social facilities.

2.6.2 Guidelines on Land Use and Activities in the Settlement SPC

What kinds of activities?

- a. Compatible and sustainable rural activities (i.e. activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate or

undermine the right to farm) and of an appropriate scale and form can be accommodated outside the urban edge (except in bona fide wilderness areas).

- b. Municipal SDFs should include growth management tools such as a densification strategy and targets appropriate to the settlement context; an urban edge to protect agricultural land of high potential and contain settlement footprints; and a set of development incentives to promote integration, higher densities and appropriate development typologies.

Where to locate?

- c. The municipal SDF and its urban edge component should define areas suitable for the expansion of existing settlements.
- d. Visual impact considerations should be taken into account, especially within settlement gateways.
- e. Prevent settlement encroachment into agricultural areas, scenic landscapes and biodiversity priority areas, especially between settlements, and along coastal edges and river corridors.
- f. Development in urban areas should be guided by the Settlement Toolkit (PSDF Annexure 3) which provides spatial guidance on the PSDF's proposals at municipal, town and precinct scales.
- g. Curtail new settlement formation that increases average travel times.

h. Where new settlements need to be established, consideration needs to be given to:

- Environmental impact (e.g. waste management);
- Agricultural impact;
- Visual impact, especially on the rural landscape;
- Historical settlement patterns and form; and
- Natural landscape and topographical form as design informants.

Appropriate form and scale

i. New buildings and structures should conform to the massing, form, height and material use in existing settlements. When accommodating development in existing settlements the following principles should be adhered to:

- retain the compact form of smaller settlements;
- maintain and enhance public spaces;
- reinforce the close relationship of settlements to the regional route structure;
- integrate new development into the settlement structure; and
- respect socio-historical and cultural places.

j. Respond to and enhance an economically, socially and spatially meaningful settlement hierarchy that takes into account the role, character and location of settlements in relation to one another while preserving the structural hierarchy

of towns, villages, hamlets and farmsteads in relation to historical settlement patterns.

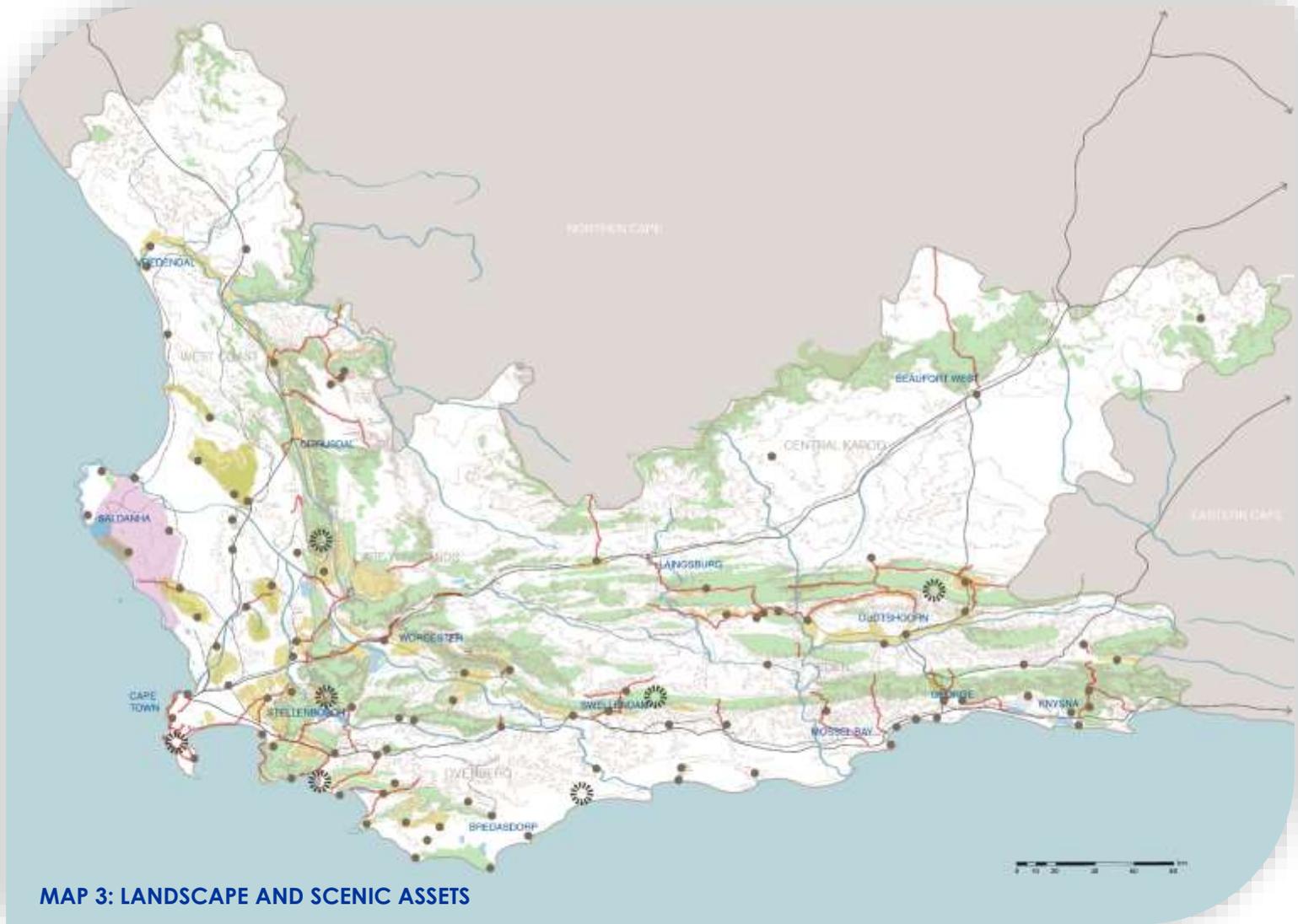
2.6.3 Settlement SPC Delineation Guidelines

- a. All settlements as delineated by urban edges in the municipal SDF to divert urban growth pressures away from CBAs.
- b. Urban “fringe areas” as denoted within Buffer 2 Area immediately peripheral to urban edges.
- c. Record high potential and unique agricultural land in SDFs and demarcate urban edges to protect these assets.
- d. Use CBA, ESA and high potential and unique agricultural land mapping to inform delineation.

3. GUIDELINES FOR MANAGING RURAL LAND USE CHANGE

The following **principles** underpin the Western Cape's Land Use Planning: Rural Guidelines:

- i. Decisions on rural development applications should be based on the following spatial principles in the PSDF, 2014:
 - Spatial justice,
 - Sustainability and Resilience,
 - Spatial efficiency,
 - Accessibility, and
 - Quality and Liveability.
- ii. Good quality and carefully sited development should be encouraged in existing settlements.
- iii. Accessibility should be a key consideration in all development decisions.
- iv. New building development should be strictly controlled regarding scale and dimension, height, colour, roof profile, etc.
- v. No development should be permitted below the 1:100 flood line.
- vi. Priority should be given to the re-use of previously developed sites in preference to greenfield sites.
- vii. All development in rural areas should be in keeping and in scale with its location, and sensitive to the character of the rural landscape and local distinctiveness.
- viii. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate is supported.
- ix. The cumulative effect of all ancillary and non-agricultural land uses should not detract from the rural character of the landscape and the primary agricultural activities.



MAP 3: LANDSCAPE AND SCENIC ASSETS

- | | | | |
|-------------------------|-------------------------|----------------------|---|
| SCENIC ROUTES & PASSES: | MOUNTAIN PASSES | CULTURAL LANDSCAPES: | ARCHAEOLOGICAL LANDSCAPES OF IMPORTANCE |
| | PRIMARY SCENIC ROUTES | | WILDERNESS / NATURAL LANDSCAPES |
| | SECONDARY SCENIC ROUTES | | RURAL / AGRICULTURAL LANDSCAPES |
| | | | NATURAL ESTUARIES, LAGOONS & LAKES |

Development in the rural area should not:

- have a significant negative impact on biodiversity;
- lead to the loss or alienation of agricultural land or has a cumulative impact there upon;
- compromise existing or potential farming activities;
- compromise the current and future possible use of mineral resources;
- be inconsistent with the cultural and scenic landscape within which it is situated;
- involve extensions to the municipality's reticulation networks;
- impose real costs or risks to the municipality delivering on their mandate; and
- infringe on the authenticity of the rural landscape.

Towards a logic and consistent manner in how the pressures for rural land use change are managed in the Western Cape, this section sets-out the Provincial approach towards a spectrum of rural land uses. For each rural land use, the land use objective and guidance for implementation at landscape and farm level are listed, accommodating a diversity of compatible land use activities.

Irrespective of any other definitions, '**rural**', from a land use point of view is herein defined as everything outside of the smallest town. Therefore '**urban**' means the footprints of all cities, towns and villages.

The distinction is thus made between all cities, towns and villages on the one hand vs all land outside of cities, towns and villages.

The provincial approach to managing development pressures for the rural land uses is covered in this section under the following categories:



1. Conservation



2. Agriculture



3. Rural accommodation



4. Tourist and recreation facilities



5. Rural business



6. Industry in rural areas



7. Community facilities and institutions



8. Infrastructure installations



9. Urban development

3.1 CONSERVATION



Guideline Summary: Biodiversity, heritage and scenic resources all form part of the rural conservation agenda, both at landscape and farm level. The approach is to formally protect priority conservation areas, establish ecological linkages across the rural landscape, and mainstream a conservation ethic into all rural activities.

3.1.1 Objectives

- a. Protect and conserve important terrestrial, aquatic (rivers, wetlands and estuaries) and marine habitats, as identified through a Systematic Biodiversity Planning or similar conservation planning process.
- b. Facilitate the formal protection of priority conservation areas (public and private), as well as implementing conservation management actions for CBAs and ESAs that are not formally proclaimed nature reserves.
- c. Towards mitigating against the impacts of climate change, to establish ecological corridors across the rural landscape.
- d. Protect the scenic qualities of the Western Cape's cultural and natural landscapes.
- e. Protect the Western Cape's rural 'sense of place' and structures of heritage and archaeological significance, and

ensure that new development respects cultural landscapes and sites.

3.1.2 Guidance for implementation

1. Landscape level rural conservation priorities should be determined by the Western Cape Biodiversity Spatial Plan, 2017 and the associated handbook, as well as through an assessment of the significance and sensitivity of cultural and scenic landscapes.
2. Biodiversity Offset guidelines (provincial and national) on the applicability of offsets in different natural landscapes should be considered.
3. Mechanisms for formally protecting areas of endangered and irreplaceable biodiversity include:
 - Private Land: Options are Stewardship Contract Nature Reserves, Biodiversity Agreements or Protected Environment
 - Municipal Land: Nature Reserve or municipal Biodiversity Agreement (e.g. City of Cape Town)
 - Forest Nature Reserves through the National Forest Act and Wilderness Areas in terms of the Wilderness Act
 - Title deed restrictions where land has been designated under the Stewardship Programme or declared a Nature Reserve or Protected Environment

- Rezoning land to appropriate conservation zones.
 - SARS tax incentives.
4. Mechanisms for protecting natural areas which have no formal protection include: Conservation Stewardship (including "Biodiversity Agreements" negotiated with a landowner); or "Voluntary Conservation Areas" through the rezoning of the land to appropriate conservation zones and by applying for SARS tax incentives.
 5. The National Heritage Resources Act (Act 25 of 1999) provides for protection of heritage resources of cultural significance.
 6. A range of community-based conservation programmes, including Land Care, Working for Water, Wetlands, Fire, etc.
 7. Land use approval to include/specify land use restriction and development management provisions for the property (ies) to be conserved, in accordance with an approved management plan.
 8. Effectively manage invasive alien species, fires, grazing & harvesting without damaging the natural veld.
 9. Employ and enforce current conservation policy, criteria and requirements in accordance with regulations and relevant policies.
 10. Buildings and infrastructure associated with conservation should be limited to structures such as environmental or tourist facilities, tourist accommodation, utility services and in the case of privately owned conservation areas one homestead.
 11. Not more than one homestead should be permitted irrespective whether the conservation area is owned by entities of multiple ownership.
 12. Avoid establishing facilities with a large workers' residential component in conservation areas.
 13. Accommodation on proclaimed nature reserves should be limited to tourist accommodation providing opportunities for tourists and visitors to experience the Western Cape's unique biodiversity. Refer to Section 3.3.1 Tourist Accommodation for implementation guidance.

3.2 AGRICULTURE



Guideline Summary: As base of the Western Cape's rural economy, the provincial approach is to: promote consolidation of farming landscapes and prevent their fragmentation; provide for land and agrarian reform; improve the viability of farming by facilitating diversification of the farm economy; promote enterprise opportunities within the food system and promote sustainable farming practises.

3.2.1 Objectives

- a. Protect agriculture as a primary land use in the rural landscape.
- b. Restrict the fragmentation of agricultural landscapes and promote consolidation.
- c. Protect, maintain and enhance viable agricultural units and encourage sustainable farming practices.
- d. Provide for small-scale farming and facilitate land and agrarian reform.
- e. Improve the economic viability of farms through intensification and diversification and improve enterprise opportunities within the food system.
- f. Improved food resource management (availability of food / food security) and an inclusive food economy (assistance to access to food).
- g. Sustainable land management is to be tested and monitored based on the principles as described in [Section 5](#).

3.2.2 Guidance for implementation

1. Accommodate agriculture (including activities such as packing, storing, cooling and packaging) in the following SPCs:

<input checked="" type="checkbox"/> Agriculture	<input checked="" type="checkbox"/> Buffer 1	<input checked="" type="checkbox"/> Buffer 2
---	--	--
2. Delineate Agriculture SPC (as per guidelines in Table 2.3) in SDFs and manage to retain their functionality and integrity as farming landscapes.
3. Within the Agriculture SPC reserve areas for small-scale farming and emerging farmer establishment that are in close proximity to towns and villages, and along rural movement routes. Provided that a farm business plan be approved and farmer support services be provided.
4. SDFs should to be more food sensitive and support interventions related to Food Assistance, Food Safety, Resource Management and Inclusive Food Economy (Western Cape Household Food and Nutrition Security Strategy, 2016).
5. Small-scale agricultural development (e.g. agricultural holdings) is restricted to integrated agricultural projects in terms of the Provision of Land and Assistance Act, 1993 (Act 26 of 1993). (Refer to the Province of Western Cape: Policy for the establishment of agricultural holdings in the urban fringe, 2000.)

6. Small-scale agricultural properties (e.g. agricultural holdings) should be located outside the urban edge within Agriculture SPC. A minimum agricultural holding size of 8000m² is recommended for small-scale agricultural properties and such properties should include an independent water source and be linked to a land reform project.
7. Accommodate extensive agriculture on land in Buffer 1 and Buffer 2 SPCs that is not designated for conservation purposes.
8. Accommodate “nuisance” and space extensive agricultural enterprises (e.g. intensive feed-lots, poultry battery houses) and agricultural industries (winery, distillery, feed mixing, fruit drying and a saw mill) within the agricultural areas (i.e. Buffer 2 and Agriculture Area).
9. The norms determined by the Western Cape Department of Agriculture for the subdivision of agricultural land, included in Section 5 will apply.
10. On-farm intensive production should respond to agro-climatic conditions (e.g. soil, water availability, slope, etc.).
11. On-farm extensive production should respond to the ecological and economic sustainability of dry land livestock farming practices as determined by grazing capacity norms, and the occurrence and quality of the veld.
12. Farm buildings and associated structures (e.g. one homestead, barns, agri-worker housing, etc.) should be clustered within the farmstead precinct.
13. Buildings accommodating ancillary on-farm activities (e.g. guest house) should be located within the farmstead precinct, preferably using existing structures. Where new buildings are erected these should be on previously disturbed footprints within or adjacent to the farm werf and not on cultivated land and should include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
14. The farmstead precinct should be landscaped to enhance existing planting patterns (e.g. windbreaks, avenues, etc.), with attention to water-wise gardening methods.
15. Ancillary on-farm activities should not detract from the functionality and integrity of farming practices and landscapes and be of an appropriate scale and form. Ancillary activities include: abattoir, additional dwelling units, airfield, and animal care centre, aquaculture, camping site, farm shop, freestanding base telecommunication station, and function venue, guest house, off road trail, plant nursery, quarry, renewable energy structure, tourist facilities and utility service.

16. Camp sites of multiple free standing or linked structures of a temporary nature may include caravans and tents, but excludes mobile homes (plettenberg homes or ship containers) and are conventionally seen as being part of resort developments, but can also be permitted on agricultural land, dependant on scale.
17. Camping establishments should be restricted to a low impact scale and intensity in keeping with the context of the area and its surrounding character.
18. Additional dwelling units should not be permitted within 1km of the coast. Whilst it is preferable that they be located within the farmstead, dispersed rental units should be on existing farm roads, in visually unobtrusive locations, and be self-sufficient in terms of servicing (i.e. no extension of infrastructure networks to remote locations).
19. Additional dwelling units should be restricted to 1 unit per 10ha, to a maximum of 5 units; 175m² maximum floor area including garaging and building height of 1 storey (6,5m). Additional dwelling units should be non-alienable, whether individual erf, sectional title, share block or other.
20. Other intrusive land uses should be located in urban areas as far as possible and should only be considered when the locational factors warrant such a land use in the rural area in exceptional circumstances. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area.
21. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
22. Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas in the rural landscape – landscape context.
23. A site development plan must be submitted to the municipality for consideration. The site must be surveyed and the exact delineation of the construction footprint must be shown on the site development plan, it should illustrate the placement of the activity in relation to existing buildings on the farm, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage.
24. Large scale resorts and tourist and recreation facilities that detract from the functionality and integrity of productive farming landscapes should not be allowed.

3.3 RURAL ACCOMMODATION



Guideline Summary: Given the Western Cape's unique rural communities and landscapes, tourism offers exciting prospects to diversify and strengthen the rural economy. Accordingly, the provincial approach is to facilitate the provision of a variety of short term tourism accommodation across the rural landscape that is in keeping with the local character.

Towards integrated rural development and sustainable human settlements in the Western Cape, new housing development beyond the urban edge needs to be curtailed. The provincial approach is to channel pressures for residential development to existing towns, villages and hamlets. On-the-farm accommodation for agri-workers should be provided in a sustainable manner that does not compromise the functionality and integrity of farming practices.

The provincial approach is to prevent further development of extensive residential lifestyle properties (i.e. smallholdings) in the rural landscape. New smallholdings can be established on suitable land inside the urban edge.

Accommodation in the rural areas **consist of the following three types:**

- Tourist Accommodation, including resorts and nature reserves;
- Smallholdings; and
- Agri-worker housing.

Other than the abovementioned opportunities and types of accommodation, no other residential development or accommodation units are allowed in the rural landscape. The following accommodation types **should be avoided at all cost:**

- Multiple residences of owners of farms, nature reserves or resorts where the owner is an entity with more than one shareholder. Accommodation in these types of facilities are limited to tourists and visitors.
- Alienable units. Units in resorts should primarily be allowed to facilitate access to the conservation or coastal resources of the Province on the basis of temporary accommodation.
- Urban sprawl in to the rural landscape, including linear coastal development.
- New settlements.

This policy envisages a wide range of accommodation / residential opportunities in the rural area which is summarised in the table below and discussed in further detail in the sections that follow.

LOCATION	TYPE OF ACCOMMODATION
Farms	<ul style="list-style-type: none"> • Owner's dwelling / homestead • Five additional dwellings • Agri-worker accommodation • Guest house • Camping sites
Resorts	<ul style="list-style-type: none"> • Temporary accommodation • Workers' accommodation
Nature reserves	<ul style="list-style-type: none"> • Owner's dwelling • Accommodation for tourists • Workers' accommodation
Small holdings	<ul style="list-style-type: none"> • Owner's dwelling / homestead • Second dwelling • Guest house
Agri-village	<ul style="list-style-type: none"> • Accommodation for <i>bona fide</i> agri-workers (farm workers)

TABLE 2: ACCOMMODATION OPPORTUNITIES IN THE RURAL AREA

3.3.1 TOURIST ACCOMMODATION

3.3.1.1 Objectives

- To provide a range of opportunities for tourists and visitors to experience the Western Cape's unique rural landscapes; e.g. additional dwelling units on farms, B&Bs, guesthouses, backpacker lodges, lodges, resorts, hotels, and camping sites.
- To offer more people access to unique tourism and recreational resources in sought-after natural areas where it would not otherwise have been possible.
- To contribute towards the sustainability and well-being of the relevant areas through the development of appropriate resort facilities.
- To align the scale and form of overnight facilities with the character and qualities of the Western Cape's diverse rural areas.
- To diversify farm income.

3.3.1.2 Guidance for implementation

- Large scale tourist accommodation should preferably be provided in or adjacent to existing towns and rural settlements.
- Tourist accommodation in the rural landscape could be allowed if, of an appropriate scale and form, appropriate to the SPC.

3. Tourist accommodation situated outside of the urban edge should be clustered in visually discreet nodes in the rural landscape.
4. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
5. Tourist accommodation in the rural landscape should cater exclusively for the temporary accommodation for in transit visitors.
6. The form and scale of tourist accommodation situated outside the urban edge should reinforce rural landscape qualities. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
7. Buildings should include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape.
8. The cumulative effect of all ancillary and non-agricultural land uses should not detract from the rural character of the landscape and the primary agricultural activities.
9. Tourist accommodation should preferably make use of existing buildings or new buildings on disturbed footprints, and these should reflect the natural and heritage significance of the site.
10. Tourist accommodation facilities where appropriate, should be located within or peripheral to the farmstead. Their buildings should complement the farm's vernacular. It should be recognized that surrounding farming activities (e.g. noise, odour, and spray drift) may impact negatively on on-farm tourist accommodation. When located in nature reserve, facilities should be located in areas as determined in the management plan.
11. Additional dwelling units on farms should not be permitted within 1km of the coast and tidal rivers. Whilst it is preferable that they be located within the farmstead, dispersed rental units should be on existing farm roads, in visually unobtrusive locations, and be self-sufficient in terms of servicing (i.e. no extension of infrastructure networks to remote locations).
12. Additional dwelling units should be restricted to 1 unit per 10ha, to a maximum of 5 units; 175m² maximum floor area including garaging and building height of 1 storey (6,5m). Additional dwelling units should be non-alienable, whether individual erf, sectional title, share block or other.
13. Camp sites of multiple free standing or linked structures of a temporary nature may include caravans and tents, but

excludes mobile homes (plettenberg homes or ship containers) and are conventionally seen as being part of resort developments, but can also be permitted on agricultural land, dependant on scale.

14. Camping establishments should be restricted to a low impact scale and intensity in keeping with the context of the area and its surrounding character.
15. Tourist accommodation should be located appropriately, avoiding high risk areas (e.g. fire, flooding, coastal processes) and conflict with productive farming areas. Visitors to on-farm tourist accommodation may also impact on surrounding farming activities (e.g. dust from vehicles).
16. Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas.
17. A site development plan must be submitted to the municipality for consideration. The site must be surveyed and the exact delineation of the construction footprint must be shown on the site development plan, it should illustrate the placement of the facility in relation to existing buildings on the farm, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage.

Guidance for implementation specific to resort development

18. A resort development should be closely associated with a resource which clearly advantaged and distinguished the site, in terms of its amenity value, from surrounding properties.
19. Resort applications outside urban areas can only be considered if linked to a unique resource (unless the area in question has already been demarcated for resort development in terms of an officially approved SDF) or overlay zone.
20. Only in exceptional cases where special desirability factors can be motivated, would any probability arise for new resorts to be established. Such a resource is:
 - High amenity value in the immediate coastal area, with direct access to the sea, river mouth, river and particularly a sandy beach.
 - Unique physical features of the site which preclude the creation of a precedent for undesirable ribbon development or the establishment of an excessive number of nodes over a short distance.
 - Usually a natural resource (e.g. a hot water source, beach, dam, mountain range, lagoon or river).
 - Occasionally, an existing, established man-made feature (e.g. historic battle field, or gallery of rock paintings), which

has regional significance and is complementary to a unique natural resource.

- An established regional-scale dam with a surface area of at least 1km² allowing recreation activities.
 - Of such a nature that it makes the subject property particularly favourable in relation to other properties in the area (locational advantage).
 - Of sufficient value to justify long-distance travel by visitors and the desire to stay longer than one day.
 - Inseparable from the property on which the source is located.
21. The source can be a water body (e.g. regional-scale dam or hot spring), of general nature (i.e. the wider region) or a linear source (coast, a lagoon or a river, or a mountain range).
 22. In the event of the linear source being general as opposed to unique (i.e. where it can be associated to more than one property along it with an advantage to justify resort development thereon), a maximum of 10 units per cadastral unit will apply.
 23. A small clustered development of up to 15 or 20 units is regarded as a new coastal node and the approach is to confine future development to existing towns or resorts.
 24. Therefore, the planning policy of confining development to certain nodes, identified in terms of a strict application of

desirability factors, is aimed precisely at avoiding ribbon development in the rural areas.

25. Resorts may not be located within productive agricultural landscapes, but must be situated adjacent to a rural feature or resource (e.g. dam, river) that offers a variety of leisure and recreation opportunities (e.g. hiking, mountain biking, water based activities), and is well connected to regional routes.
26. If the resource is located on a different parcel of land, there should be binding agreement or notarial tie, which links the respective properties.
27. Should there be more than one cadastral unit linked to the source, a proportional share for each cadastral unit linked to the source has to be calculated based on mutual agreements with the point of departure being the respective cadastral units' frontage to the source and its size combined relative to the other cadastral units involved, with the total for all the cadastral units not exceeding 50 units in the case of a hot spring, or 50 units per 1km² of water surface in the case of a water body (in the latter case maximally 50 units per cadastral unit).
28. The following resort density norms, in addition to other land use factors and environmental impact shall be used to establish the maximum number of units permitted on land units outside the urban edge.

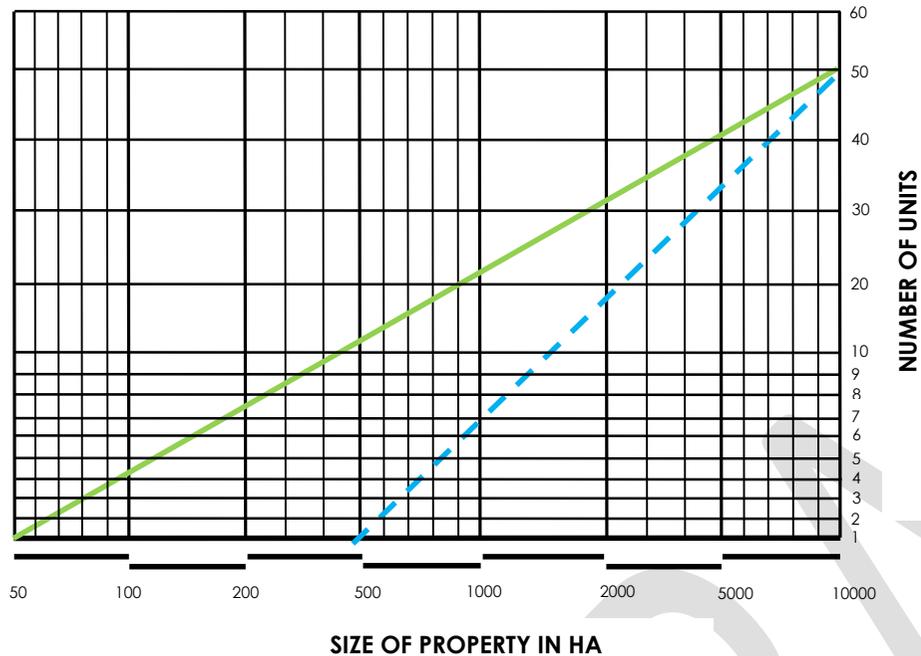


TABLE 3: RESORT DENSITIES FOR LINEAR SOURCE

29. This table only applies to resort developments where the units are rented out on a short term basis as holiday accommodation units and no form of alienation of units whatsoever are proposed.
30. The solid line on the graph applies to properties being larger than 50 ha and of which the sea or river frontage or other linear source exceeds at least 1km.
31. In cases where properties are located in-land, i.e. further than at least 5km from the high water mark of the sea or tidal river

the 1km frontage does not apply. The applicant must still motivate the number of units on the solid line according to the uniqueness of the source on the property.

32. The dotted line is applicable to large flat extensive areas, exceeding 500 ha, such as for example farms in the Karoo with a low visual carrying capacity.
33. The maximum number units allowed for in the table is 50 units. Only in exceptional circumstances should more than 50 units be allowed.
34. Properties smaller than 50 ha in size are not accommodated for in the table since only the additional dwelling density model should be used for those properties i.e. 1 unit per 10 ha with a maximum of 5 units, with the exception of one additional unit that can be allowed in all cases irrespective of the size of the agricultural land unit. This implies that a rezoning to resort zone should not be entertained for properties of which the size is less than 50 ha.
35. The above norms do not apply to resorts within urban edges, and furthermore do not apply in addition to units approved or to be approved in line with the guideline of 1 additional non-alienable dwelling unit per 10 ha to a maximum of 5 (i.e. in the latter case such number of units, if already approved, are to be subtracted from the number of units yielded in terms of the above resort norms, or if considered afterwards, may only be

approved to the extent that potential for units may still be existing in terms of the above resort norms). However, the above norms apply in addition to *bona-fide* agri-worker or forestry employees' housing (i.e. those houses which are actually still being used for agri-worker or forestry employees' housing purposes).

- 36. If a property of 50 ha or less is located within 1km of the high water mark of the sea or a tidal river additional dwellings may not be allowed unless it complies with the Standard Draft Zoning Scheme By-Law with regards to "additional dwelling unit".
- 37. Subdividing and alienating individual units in rural resort developments is not be allowed, given its negative impact on rural landscapes. The resort development itself may not be subdivided and alienated from the original farm (whether individual erf, sectional title, share block or other).
- 38. Rural resorts should be compact and clustered in nodes and a range of accommodation types is encouraged.
- 39. The building height of any new resort unit should be restricted to that of a single storey (6,5m).
- 40. The maximum floor area of a resort unit should be limited to 120m², including garaging.

- 41. The unique quality and strength of the source and the size of the land unit should be the main informants in determining the size (i.e. number of units) of the resort.
- 42. The following resort size categories can be suggested:

SIZE	DESCRIPTION
Small:	1-10 units and floor area not being more than 120m ² per unit
Medium:	11-30 units and floor area not being more than 120m ² per unit
Large:	31-50 units and floor area not being more than 120m ² per unit (Approval of a resort of more than 50 units, though not impossible, is not considered to be the norm)

TABLE 4: RESORT SIZE CATEGORIES

3.3 RURAL ACCOMMODATION

3.3.2 SMALLHOLDINGS

3.3.2.1 Objectives

- a. To accommodate larger residential properties, this may be used for limited agriculture, but primarily serve as places of residence for people who seek a rural lifestyle.
- b. The provincial objective is to prevent new smallholding development fragmenting the Western Cape's rural landscapes.

3.3.2.2 Guidance for implementation

1. New smallholding developments should not be permitted in the rural landscape.
2. When planning new smallholding developments, properties targeted at the rural lifestyle market should be limited to appropriate locations inside the urban edge. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area.
3. A 'lifestyle' smallholding unit size of between 4000m² and 5 hectares is recommended inside the urban edge, with consideration to subsequent subdivision as part of the urban growth frontier. The rural landscape character of the area should be considered in determining the appropriate unit size.
4. Lifestyle smallholdings should not be located or have a detrimental effect on high and medium potential agricultural land or land of biodiversity significance.
5. A management plan and site development plan should be compiled for all smallholding areas, with attention to: permitted land uses; minimum subdivision size; property owner's association; services provision; environmental management and landscaping. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
6. Existing smallholdings in CBAs and ESAs must include measures to manage the biodiversity on site and minimize impacts and may include additional restrictions.
7. Refer to Section 3.2 Agriculture for implementation guidance on agricultural holdings.

3.3 RURAL ACCOMMODATION

3.3.3 AGRI-WORKER HOUSING

3.3.3.1 Objectives

- a. To provide accommodation for *bona-fide* agri-workers (farm workers), including labourers and farm managers, in a sustainable manner that does not compromise the functionality and integrity of farming landscapes.
- b. To accommodate housing on farms for agri-workers as provided for by the employer to the employee as part of his/her work contract.

3.3.3.2 Guidance for implementation

1. Agri-worker dwellings are regarded as part of the normal farm operations based on the extent of the *bona fide* agricultural activities on the land unit and applicable in all rural Spatial Planning Categories. Units should be non-alienable, whether individual erf, sectional title, share block or other.
2. The building height of agri-worker dwelling units should be restricted to that of a single storey (6,5m) with a maximum floor area of 175m², including garaging and only in exceptional circumstances where farmers need to accommodate large numbers of individual agri-workers and where a multi-storey

dwelling is appropriated and can be screened effectively, should structures higher than single storey be considered.

3. The placement of the dwelling units should not undermine the sustainable utilisation of agricultural resources.
4. Respond to cultural places and settlement patterns and new dwelling units should conform to local vernacular in terms of scale, form and materials. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
5. Buildings should include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape.
6. Where possible agri-workers' dwelling units should be clustered and located in close proximity to rural movement routes, existing services and housing stock where-ever possible. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area.
7. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and

the scenic, heritage and cultural landscape should be considered when decisions are taken.

8. The number of units must reasonably be connected to the bona-fide primary farming and agricultural activities on the land unit. Apply employee ratio norms (average number of workers per hectare per produce) as recommended by the various organised commodity groups (e.g. Hortgro, Redmeat, Vinpro), whilst also recognising the difference between permanent and seasonal workers.
9. Whilst accommodation for agri-workers in the past did not require planning approvals in terms of the zoning scheme, it is recommended that this aspect be regulated in future by means of at least submitting a site development plan to the municipality for its approval or as consent use.
10. Ideally accommodation should be provided on the land unit where production is taking place with the most units on the larger property if more than one property is involved.
11. Where the employer farms on more than one cadastral unit, consideration should be given to the location of the facilities in relation to the main farmstead.
12. A site development plan must be submitted to the municipality for consideration. The site must be surveyed and the exact delineation of the construction footprint must be shown on the site development plan, it should illustrate the placement of the

accommodation units in relation to existing buildings on the farm and take into account all ancillary, community and welfare facilities. It should also illustrate details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage.

13. The option of "off-the-farm" settlement of agri-workers in agri-villages should only be considered when existing settlements are too far away to commute to. The establishment of agri-villages as defined in the Province of the Western Cape: Policy for the Settlement of Farm Workers, September 2000 (PN414/2000, No. 5572) is regarded as a new settlement. Refer to Section 3.9 Urban Development for implementation guidance.

3.4 TOURIST AND RECREATIONAL FACILITIES



Guideline Summary: Towards diversifying the Western Cape's rural economic base into the tourism and recreation sectors, and developing these sectors on a sustainable and equitable basis – the provincial approach is to facilitate appropriate investment in these sectors across the rural landscape.

3.4.1 Objectives

- a. To diversify the Western Cape's rural economic base into the tourism and recreation sectors, and develop these sectors on a sustainable and equitable basis.
- b. To offer a range of appropriate nature, cultural and agri-based rural tourism facilities, and recreational opportunities across the rural landscape (e.g. animal sanctuary, paintball, shooting ranges, oval tracks and conference facilities).
- c. To provide citizens access to resources, the coast and the rural landscape.

3.4.2 Guidance for implementation

1. Whilst tourist and recreation facilities should be accommodated across the rural landscape (i.e. in all SPCs), the nature and scale of the facility provided needs to be closely

aligned with the environmental characteristics of the local context.

2. Any facility not directly related to the rural landscape should preferably be located within or peripheral to urban centres. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area.
3. The development should have no adverse effects on society, natural systems and agricultural resources. The long term impact on the municipality (resources and financial); water supply and demand; agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
4. Avoid establishing facilities with a large workers' residential component in remote rural locations.
5. Rural tourism and recreation facilities and activities should not compromise farm production, and be placed to reinforce the farmstead precinct.
6. Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas.
7. A site development plan must be submitted to the municipality for consideration. The site must be surveyed and the exact delineation of the construction footprint must be shown on the site development plan, it should illustrate the placement of the

activity in relation to existing buildings on the farm, and provide details on infrastructure provision, access and parking arrangements and the position and nature of all proposed signage.

8. Environmentally sensitive areas (e.g. wetlands and other special habitats) should be avoided, and the placement of facilities and activities should be informed by a landscape assessment (i.e. considering biodiversity, cultural & scenic attributes).
9. Existing structures or disturbed footprints should preferably be used, and adequate provision made for access and parking. Buildings should respond to the farm's built vernacular and should include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
10. The nature and scale of facility appropriate in a particular context should be determined by considering:
 - the extent of the cadastral portion, and
 - the sensitivity of, and impact on, the receiving environment (i.e. agricultural or natural).
11. The scale of a development must be limited to the extent that it will not promote secondary development (e.g. service stations, shopping centres, retail activities, social services such

as schools, etc.) on or around the site such that a new, unplanned development node is created.

12. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate should be accommodated.
13. A large-scale recreational facility which includes a residential component (e.g. golf courses, polo fields, horse racing) should be located on the urban edge, with such residential component located inside the edge.
14. Landscaped areas, which generally require the application of fertilizers, herbicides and pesticides, should be located above the 1:100-year flood line. Where the flood line has not been determined or is out of date, a flood line study is required.
15. The development should not result in the removal of traditional access used by local communities, particularly where they are dependent on such access for their livelihood or recreation (e.g. fishing, rivers, mountains, commonage for grazing and other natural or man-made features).
16. The development of the site does not negatively affect the role, function, public enjoyment and status of open space systems/networks, designated sites of cultural significance and/or sites identified as being of conservation significance.

17. The development should not result in or contribute to visually obtrusive or ribbon development along the coastline, visually sensitive areas, cliffs and ridges.
18. Services should not result in a significant impact on the environment and should play an important role in the location of the development. In particular, the sewage provision should not result in pollution of surface or groundwater (e.g. no soak-ways should be permitted).

DRAFT

3.5 RURAL BUSINESS



Guideline Summary: Towards strengthening the rural economy, the provincial approach is to facilitate the development of businesses serving the needs of rural communities and tourists, as well as agricultural production, in suitable locations throughout the landscape.

3.5.1 Objectives

- a. To facilitate the development of rural businesses serving the needs of local communities, rural tourists and agricultural production.
- b. To provide guidance on suitable locations for appropriate development along main tourism routes.

3.5.2 Guidance for implementation

1. Appropriate rural businesses could be accommodated in all Spatial Planning Categories (e.g. curio-shop appropriate in a National Park) but with restrictions and subject to site attributes.
2. Place-bound businesses (appropriate land uses ancillary to agriculture) include farm stalls and farm shops, restaurants and venue facilities (e.g. conferences and weddings).
3. Place-bound businesses should preferably be located on the farm to consolidate the farmstead precinct, and complement the farm's operations.
4. Restaurants and venue facilities should be located within the farmstead precinct and be of appropriate scale and vernacular design, generate positive socio-economic returns and do not compromise the environment; agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape.
5. Any new buildings in the rural area to be informed by local vernacular regarding scale, form and building materials (e.g. roadside farm stall) and should include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
6. Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas, a site development plan illustrating the placement of the business in relation to existing buildings on the farm, details on infrastructure provision, access and parking arrangements and the position and nature of all proposed signage.
7. A farm shop should be limited to selling of daily requisites to agri-workers and employees of the farm and farm stalls to

selling products produced and processed on the farm to tourists and travellers. Each should be limited to a maximum floor space of 100m², including storage facilities.

8. Restaurant and venue facilities to be limited to a maximum floor space of 500m² and to be of a scale compatible with the farmstead precinct and/or surrounding rural context.
9. Private educational and institutional facilities, rehabilitation and wellness centres are regarded as business and not community facilities (Section 3.7 Community Facilities and Institutions) and should be located within urban areas in order to reinforce their economic base.
10. Non place-bound businesses (land uses not ancillary to agriculture), should be located within urban areas and should only be considered when the locational factors warrant such a land use in the rural area in exceptional circumstances. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area. Examples include a petrol station, hardware store and animal feed factory.
11. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate should be accommodated. The long term impact on the municipality (resources and financial); agricultural

activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.

3.6 INDUSTRY IN THE RURAL AREAS



Guideline summary: Towards strengthening the rural economy, the provincial approach is to facilitate the development of rural industrial activity in suitable locations and at appropriate scale. Rural industrial activity includes: processing local and regional farm production; extracting minerals; processing natural resources; mining, conservation and local tourism.

3.6.1 Objectives

- a. To facilitate the development of industrial activity that underpins the rural economy.
- b. Industrial activity in rural areas includes:
 - packing, storage and bottling
 - processing of agricultural products
 - extracting minerals e.g. salt mining
 - processing natural resources e.g. bottling of spring water.

3.6.2 Guidance for implementation

1. Industry in rural areas should only be located in the following SPCs:
 - Settlement
 - Agriculture
 - Buffer 2
2. All non-place-bound industry (land uses not ancillary to agriculture e.g. transport contractors, dairy depots, fabricating

pallets, bottling & canning plants, abattoirs and builder's yards) should be located within urban areas. The obligation is on the applicant to illustrate why the industry must be located in the rural area rather than in an industrial area of a town.

3. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
4. Extractive industry (i.e. quarrying and mining) and secondary beneficiation (e.g. cement block production, concrete batch plants, pre-mix asphalt plants) have to take place at the mineral or material source. If the mine will result in an impact on biodiversity a biodiversity offset must be implemented.
5. All place-bound agricultural industry related to the processing of locally sourced (i.e. from own and/or surrounding farms) products, should be located within the farmstead precinct in the agricultural area.
6. Industry in rural areas should not adversely affect the agricultural potential of the property.

7. Agricultural industry should be subservient or related to the dominant agricultural use of the property and/or surrounding farms.
8. All industries should exclude any permanent on-site accommodation for workers or labourers.
9. Structures accommodating industry should conform to local vernacular, and attention needs to be given to appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
10. Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas.
11. A site development plan must be submitted to the municipality for consideration. The site must be surveyed and the exact delineation of the construction footprint must be shown on the site development plan, it should illustrate the placement of the industry in relation to existing buildings on the property, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage.
12. The subdivision of agricultural land to accommodate industrial activities should be discouraged and only used as a last resort so as not to fragment the agricultural landscape.
13. Before subdivision is considered, all other options to fund and provide security for loans' and financing, e.g. long term lease agreements, shareholding in the land holding entity or title deed restrictions should be investigated before an application for subdivision is made.
14. Conditions should be imposed to effectively manage waste and effluent.

3.7 COMMUNITY FACILITIES AND INSTITUTIONS



Guideline Summary: *The approach is that community facilities serving rural communities should be located within existing settlements except when travel distances are too far or rural population concentrations justifies the location of community facilities in rural areas.*

3.7.1 Objectives

- a. Community facilities and institutions are defined as state provided facilities and/or not-for-profit services catering for the local farm / rural community.
- b. Rural community facilities include: educational; health; assembly; religious; sport etc.
- c. To provide facilities necessary for the sustainable socio-economic development of rural communities.
- d. To provide for institutions requiring extensive land or an isolated location (e.g. correctional facilities).
- e. To provide for institutions serving agricultural production (e.g. agricultural schools and research facilities).

3.7.2 Guidance for implementation

1. Facilities and institutions should be located in the following SPCs:

Settlement Agriculture Buffer 2

2. Where-ever practical, community facilities should be located in settlements. Location within the rural landscape may be required in exceptional circumstances when travel distances are too far or rural population concentrations justifies the location of community facilities in rural areas.
3. In extensive agricultural areas, it is preferable to locate rural community facilities and institutions in Buffer 2 SPCs, and along regional accessible roads.
4. In instances where community facilities are justified "on-farm", existing farm structures or existing footprints should be utilised, with local vernacular informing the scale, form and use of materials.
5. Facilities to be located on disturbed areas and areas of low agricultural potential.
6. The nodal clustering of community facilities in service points should be promoted, with these points accommodating both mobile services and fixed community facilities (e.g. health, pension payments). The scale and frequency of services provided will be as per departmental specifications (e.g. Health, Social Development, etc.)

7. Education facilities should be established in accordance with departmental specifications, including crèches and sport fields.
8. The subdivision of agricultural land to accommodate community facilities or institutions should be discouraged and lease agreements are preferred so that the buildings can be re-used for agricultural activities if the service is discontinued.
9. Wherever possible new community facilities should be located in settlements and not in isolated locations. The obligation is on the applicant to illustrate that the facility is for the exclusive use of the farm / local rural community and why it cannot be accommodated in the urban area.
10. Only activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
11. Development applications should include a locality plan to indicate how it contributes to the clustering of nodal facilities.
12. A site development plan must be submitted to the municipality for consideration. The site must be surveyed and the exact delineation of the construction footprint must be shown on the site development plan, it should illustrate the placement of the facility in relation to existing buildings on the farm, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage.
13. Any new buildings in the rural area to be informed by local vernacular regarding scale, form and building materials (e.g. roadside farm stall) and should include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.

3.8 INFRASTRUCTURE INSTALLATIONS



Guideline Summary: Bulk infrastructure installations serve the broader community (i.e. both urban and rural).

Because of their need for extensive space, unique locational requirements, or negative impact on surrounding areas – they often are located outside urban areas. The provincial approach is to ensure that these essential public installations can function effectively in suitable rural locations (i.e. settlements or Buffer 2 SPCs).

3.8.1 Objectives

- a. Infrastructure installations and facilities that serve the broader community (i.e. both urban and rural). They include: airports; military bases; prisons; waste water treatment works; reservoirs and dams; power plants; renewable energy facilities; waste disposal sites; and distribution lines etc.
- b. Because of their need for extensive space, unique locational requirements, or negative impact on surrounding areas – they often are located outside urban areas.
- c. The provincial objective is to ensure that these essential public installations can function effectively in suitable locations on the landscape.

3.8.2 Guidance for implementation

1. Infrastructure installations and facilities should preferably be located in the following SPCs:

- Settlement
- Buffer 2

2. Where locations inside urban areas are impractical, then extensive agricultural areas peripheral to settlements are preferable.
3. Where possible installations should be located on previously disturbed terrain, or land of low biodiversity or agricultural value.
4. Within the Agricultural SPC only essential installations should be accommodated.
5. No bulk infrastructure installation or facility, its foot print, service area, supporting infrastructure or access routes in any form or for any purpose:
 - will be allowed on high potential or unique agricultural lands;
 - will be allowed on areas currently being cultivated or areas that have been cultivated in the last ten years;
 - should intervene with or impact negatively on existing or planned production areas as well as agricultural infrastructure;
 - should result in the degradation of the natural resource base of the rural areas;

- be located within a CBA or ESA.
6. Installations, facilities or supporting infrastructure should, where possible, not be established on slopes of more than 12%. Should there be no other suitable site; every care should be taken not to cause erosion in any form.
 7. No subdivision of agricultural land will be allowed to accommodate the establishment of any installation, facility or supporting infrastructure or access routes in any form or for any purpose unless the application adheres to the norms and standards for approval of the sub-division of agricultural land.
 8. Any installation, facilities and associated infrastructure, including buildings, power lines, cables and roads which has reached the end of its productive life or has been abandoned, must be removed.
 9. An installation or any part thereof may only be lit for safety and operational purposes and the lighting must be appropriately screened from abutting land units.
 10. Signs on installations must comply with national and local signage regulations and be limited to those necessary to identify the operator, to provide 24 hours' emergency contact numbers and warning of any danger.
 11. No commercial advertising, including in respect of the provider and operator, should be displayed on any structure.
 12. All access routes, existing or newly constructed and utilized during the construction and / or maintenance of the infrastructure or facilities should be restore to its original state after completion of the establishment of the structures. Every care should be taken not to damage or degrade the status of the natural resources base of the farm (including natural vegetation, water courses and wetlands) during the construction phase of the mentioned or to impact negatively on the farming or production practices on the farm.
 13. The height of buildings associated with infrastructure installation structures is restricted to a maximum of 8.5m.
 14. The height of a structure for solar generation facilities will be technology-dependent.
 15. A maximum height of 200m for a wind turbine is advised, measured from the mean ground level of the footprint of each structure to the highest point of the blade.
 16. Setbacks are to be set for safety reasons and may not be deviated from. In the case of a wind turbine, a distance equal to 1,5 times the overall blade tip height of the turbine is advised, measured from:
 - the nearest residential, commercial or critical agricultural structures such as animal housing, outbuildings, store rooms, excluding structures such as water troughs, feed dispensers, and windmills;

- the cadastral boundary of the land unit;
- any public or private road or right of way; and
- any electrical infrastructure.

17. The SDF planning process should be used to ensure that new bulk installations are appropriately located on the landscape, and that buffer areas around existing installations are used optimally for new bulk installations.
18. Whilst often unavoidable, every effort should be made not to disturb natural landscapes with the construction of infra installations through landscape-wide impact mitigation measures. For example, a wind turbine structure must be treated with a neutral, non-reflective exterior colour designed to blend with the surrounding natural environment, to the satisfaction of the competent authority and solar structure may not cause any adverse effects due to its reflective nature and must be designed and erected accordingly, as required by the competent authority.
19. Avoid establishing installations with a large workers' residential component in remote rural locations. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area.
20. Installations to include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be

provided, for the purposes of the heritage and visual assessments.

3.9 URBAN DEVELOPMENT



Guideline Summary: *The approach is to channel settlement development pressures into the current footprint of the Western Cape's cities, towns, villages and hamlets. Only in exceptional circumstances should new settlements of appropriate scale and compatibility be considered within the rural landscape.*

3.9.1 Objectives

- a. To contain existing nodes and meaningful settlement hierarchy in the Western Cape.
- b. To prevent settlement encroachment into agricultural areas, scenic landscapes and biodiversity priority areas.
- c. To promote smart growth by containing urban sprawl and prioritising infill and densification of existing urban areas.

3.9.2 Guidance for implementation

1. Low density sprawl into the rural landscape should be limited to the minimum.
2. Spatial growth pressures should be managed and tools such as urban edges, the *Growth Potential Study* and *Municipal Services Financial Model* as per the PSDF should be used to contain outward growth pressures.

3. Smart growth principles such as integration and urban restructuring should be promoted.
4. Layout options of new settlements should be clustered in layout and development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas.
5. In all cases the provision of housing and associated services to rural communities should preferably take place in existing settlements, thereby improving their sustainability.
6. No new settlement should be permitted in the rural landscape except:
 - agri-villages as defined in the Province of the Western Cape: Policy for the Settlement of Farm Workers, September 2000 (PN414/2000, No. 5572); or
 - the formalisation of the 'urban' component of existing missionary, forestry and conservation settlements.
7. The establishment of new agri-village settlements can only be justified in exceptional circumstances (i.e. when there are compelling reasons not to use existing towns, villages, and hamlets). The obligation is on the applicant to illustrate why the new residential development cannot be accommodated in existing urban areas.
8. The option of "off-the-farm" settlement of agri-workers in agri-villages should only be considered when this is the preferred

option of target beneficiaries, and existing settlements are too far away to commute to.

DRAFT

4. DEVELOPMENT APPLICATIONS

4.1 In approving development applications authorities must **consider the impact** that a development may have on the municipality, agriculture and the rural landscape and must ensure through appropriate conditions and other measures that activities are appropriate in a rural context, that the development generate positive socioeconomic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate.

4.2 The following **criteria should be applied** in assessing consistency of a proposed development with the policy contained in the PSDF on development outside the urban edge:

- Environmental authorisation
- Compatibility with land use activities suitable in the CBA it is situated in, and subject to an environmental impact assessment
- Does not alienate unique or high value agricultural land, or compromise existing farming activities
- Does not compromise the current or future possible use of mineral resources
- Is consistent with the cultural and scenic landscapes within which it is situated

- Does not involve extensions to the municipality's reticulation networks (i.e. served by off-grid technologies)
- Does not impose real costs or risks to the municipality delivering on their mandate.
- Does not infringe on the authenticity of rural landscapes.

4.3 It is therefore necessary for the applicant to, when submitting a land use application, motivate for the development and why the land use cannot be accommodated in the urban area and to provide information on the **long term effect** that the development may have on:

- the municipality (resources and financial);
- agricultural activities, production and sustainability, risk and finances; and
- the scenic, heritage and cultural landscape.

4.4 Development applications should include a **locality plan** to indicate how the proposed development contributes to the clustering of nodal areas.

4.5 As part of the application, a **site development plan** must also be submitted to the competent authority for consideration in order that a clear and comprehensive exposition of the intended development is made available for scrutiny. The site

must be surveyed and the exact delineation of the construction footprint must be shown.

- 4.6 Other features like existing buildings, landscaping and infrastructure provision should also be indicated on the site development plan, illustrating the placement of the new activity in relation to existing buildings on the farm, and details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage.
- 4.7 The site development plan must be advertised with the application for comment by interested and affected parties.
- 4.8 A site development plan comprises a detailed graphical depiction of the exact intention and scope of a proposed development. It is therefore very useful for the purposes of evaluation by the public and authorities, and it has the added advantage that it can be amended to incorporate the spatial conditions as prescribed by the various authorities. Subsequent to the municipality granting approval of the updated site development plan, it becomes the blueprint for the development.
- 4.9 Development applications should also contain detailed information and maps indicating the habitat type(s) on the site

and location of CBAs, ESAs and any other special or rare biodiversity features.

- 4.10 When there is a land use application further information on the **architectural design** must be provided, for the purposes of the heritage and visual assessments, which covers the following aspects:
- architectural style and character of buildings;
 - fencing arrangements;
 - materials and colours to be used;
 - hard and soft landscaping including signage;
 - height of buildings;
 - lighting (especially also site illumination), and
 - any form of external advertising, direction signs and/or outdoor display in respect of the proposed development.

5. SUSTAINABLE AGRICULTURE AND NORMS FOR THE SUBDIVISION OF AGRICULTURAL LAND IN THE WESTERN CAPE

Sustainable agriculture and land management

5.1 The **International Framework for the Evaluation of Sustainable Land Management (FESLM)** (World Soil Resources Report; Food and Agriculture Organization of the United Nations 1993) proposes a strategic framework approach for evaluating sustainable land management. This approach is advocated because the concept of what constitutes sustainability cannot be rigid, it needs to be capable of change from area to area and over time. The evaluation of sustainable land management is an integral part of the process of harmonizing agriculture and food production with the, often conflicting, interests of economics and the environment. Land management practices, control processes of land degradation and their efficiency in this respect will largely govern the sustainability of a given land use. The Framework pathway seeks to connect all aspects of the land use under investigation with the multitude of interacting conditions - environmental, economic and social - which collectively determine whether that form of land management is sustainable or will lead to sustainability. Choice between alternative forms of land use or between ways of improving a land use system may not depend on sustainability alone; but

the the Framework contribute to decision making in these areas also.

5.2 The basis for sustainable agriculture is to strive towards implementing agricultural activities by combining technology, policies and activities to integrate natural resources with socio-economic principles by:

- **Productivity:** Maintaining or enhancing services and the biological productivity of the land.
- **Security:** Reducing all levels of production risk to ensure security (socio-economic and natural resources).
- **Protection:** Maintaining the quality and functions of natural resources through the protection of the potential of the soil and water quality.
- **Viability:** Be economically viable.
- **Acceptability:** Implementing actions that are socially acceptable and responsible.

A good balance must accordingly be found between these five principles as the basic 'pillars' on which sustainable land management must be constructed and against which its findings must be tested and monitored.

5.3 Land with potential must be conserved for agriculture and the practice thereof. Criteria for High potential agricultural land are described in Report Number GW/A/2002/21 for the

National Department of Agriculture by the ARC-Institute for Soil, Climate and Water, dated June 2004.

Norms for the subdivision of agricultural land

- 5.4 Following a consultative process with organised agriculture, the various trade organisations and the Department of Agriculture: Western Cape, norms/guidelines were established to calculate the farm size for the various farming enterprises. These size norms (to enable an agricultural unit to be farmed in a sustainable manner), are determined over the long term for an average farm with a medium-low and higher potential.
- 5.5 Temporary innovative trends and high prices are not used to calculate optimal farm size, the reason being that long-term determinants are required. If farm sizes are to be calculated on short-term trends, the successive owner/generation that may not possess the same management competency or may experience low prices, will struggle to make utilise the land unit economically.
- 5.6 This can lead to the overutilization of the natural resource in an attempt to span the shortfall, which could ultimately lead to unsustainable farming practices.
- 5.7 It is important that the potential of the soil be taken into account in the determination of farm size. Should the soil

potential be low, an increase in size of the respective enterprises will be necessitated.

- 5.8 Norms/guidelines for the respective enterprises are reflected in Table 1 below and individual applications will be evaluated by the Department of Agriculture, based on the information listed below. Irrigation water refers to the amount of water necessary for irrigation, determined by calculating the irrigation requirements for deciduous fruits as the average water requirement, in order to be risk averse.

FARMING ENTERPRISE	SIZE/QUANTITY	IRRIGATION WATER	COMMENT
1. Grain (rotational practices are not included in the calculation and should therefore be taken into consideration).	1 200 tonnes		Based on long-term yield e.g. 1 200 units ÷ 3 tonnes/ha = 400 ha
2. Livestock: Extensive beef cattle, milk (grazing)	1 200 Small Stock Units (SSU) 200 Large Stock Units (LSU) 60 cows (lactating)		Based on carrying-capacity e.g. 1 200 SSU x 10 ha = 12 000 ha
3. Deciduous Fruits	40 ha	40 ha @ 7 500m ³ /ha	Arable land
4. Citrus	40 ha	40 ha @ 7 500m ³ /ha	Arable land
5. Vineyards	40 ha	40 ha @ 7 500m ³ /ha	Arable land
6. Dryland vineyards	80 ha	-	Suitable climate and soil potential
7. Export Table Grapes	30 ha	30 ha @ 7 500m ³ /ha	Arable land
8. Combination of the above	On merit, comparable to the above sizes		

TABLE 5: IDEAL FARM SIZES

PRODUCED BY:

Spatial Planning

Western Cape Department of Environmental Affairs and Development Planning

Utilitas Building, 01 Dorp Street, Cape Town, 8001

Private Bag X9086, Cape Town, 8000

Telephone: 021 483 0765

Facsimile: 021 483 4527

Email: Chrizelle.Kriel@westerncape.gov.za

Website: www.westerncape.gov.za/eadp
