

WESTERN CAPE

PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK

THE WESTERN CAPE PROVINCE TODAY AND TOMORROW



Provincial Government of the Western Cape
Department of Environmental Affairs and Development Planning
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STATUTORY REPORT

The PSDF comprises two reports:

2005 Report: Background (Chapters 1-3),
information (Chapter 4), conclusions (Chapters
5-7) and recommendations (Chapters 8-10)

2009 report: Directives and guidelines:
2005 Report's Chapters 1, 2(partially), 3, 8 and
10 (partially), for statutorisation purposes – but
renumbered as '1. Introduction', '2. The
Statututorised PSDF' and '3. Conclusion'

Statutory Report: Directives and Guidelines

FOREWORD

Since the Department of Environmental Affairs and Development Planning launched the Western Cape Provincial Spatial Development Framework in December 2005, many successful planning and developmental interventions have managed to avoid the developmental mistakes of the past as decision-makers began to understand the necessity for changes to the spatial structure and living environments of our settlements.

For the first time the Western Cape now has an integrated provincial wide framework, which changed our historical development trajectory characterised by urban sprawl, environmental recklessness and inequality, to a path of sustainability and integrated human settlements, putting an end to urban sprawl and functionally peripheralised low-income settlements. In addition, the PSDF was catalyst in providing direction and guidance to municipalities' IDP and SDF processes.

The next step is to approve the PSDF in terms of planning law. From the inception of the project, it was the intention to statutorise the PSDF so that its principles and directives will be enforceable on all planning decisions within its ambit.

In Cabinet's endorsement resolution, it was recommended that the responsible Minister approve the PSDF in terms of Section 4(6) of the Land Use Planning Ordinance (LUPO), 1985.

Over the past two years, my Department updated and refined the document into a much more user friendly document clarifying the principles and directives to ensure that the necessary spatial changes and improvements in our living environments will be achieved.

With approval of the PSDF as a structure plan, the Western Cape is saying NO to continuing its historic development path, which often created short term financial benefits at the expense of environmental (i.e. economic, social and ecological) sustainability for the citizens of the Province; and YES to the more challenging environmental sustainability route to the three pillars of the triple bottom line: ecological integrity, social well-being and economic development – a win-win situation.

As an approved provincial wide structure plan, the PSDF will provide directives and guidelines to help decision-makers in the land use planning and environmental field to consider whether or not proposed development would be economically, socially and ecologically sustainable. This will require both provincial and municipal decision-makers to consider which of the policies in the PSDF are relevant in the unique circumstances and the weight that should be given to each, towards securing environmentally sustainable development and use of natural resources while promoting socio-economic development.

The principles and directives in this provincial wide structure plan represent a sincere and thorough effort to present a set of policies and actions to address the challenges identified in the analysis phase. Examples of these challenges, with respect to the natural environment, would be: water scarcity, poor water quality and pollution, traffic congestion, air pollution, and destruction of biodiversity, agricultural land and scenic landscapes. On the social front the Province has been experiencing high levels of migration across the socio-economic spectrum and particularly from people with low levels of skills and literacy, desperate for opportunities to integrate with the main stream economy. These pressures are increased by the need for social justice with respect to access to land, healthcare, education and housing, all areas where considerable shortfalls are becoming apparent.

I believe that the policies as set out in the PSDF will ultimately provide the best opportunities and most effective way to achieve environmental sustainability – i.e. ecological preservation, social justice and economic efficiency.

I am therefore pleased to approve the PSDF as a provincial wide structure plan. May this plan assist all role-players in achieving the triple bottom line goals of economic, social and ecological integration and sustainability.

ANTON BREDELL

Provincial Minister of Local Government, Environmental Affairs and Development Planning

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Align the future settlement pattern of the Province with areas of economic potential and the location of environmental resources.

Objective 2:

Deliver human development programs and basic needs programs wherever they are required.

Objective 3:

Strategically invest scarce public resources where they will generate the highest socio-economic returns.

Objective 4:

Support land reform.

Objective 5:

Conserve and strengthen the sense of place of important natural, cultural and productive landscapes, artefacts and buildings.

Urban Restructuring

Objective 6:

End the apartheid structure of urban settlements.

Objective 7:

Conveniently locate urban activities and promote public and non-motorised transport.

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DEFINITIONS

Accommodation:	means temporary lease, rental or tariff tenure, e.g. in a hotel room, a chalet, an apartment, a lodge or labourers' quarters.
Biodiversity Offset:	means a conservation activity intended to compensate for the residual, unavoidable harm to biodiversity caused by rural development projects so as to ensure no net loss of biodiversity; biodiversity offsets cannot be used to justify undesirable development.
Brownfield Land:	means land previously serviced and used for urban purposes and currently vacant, and which can be redeveloped and used for similar or other development purposes.
Buffer Area:	means remaining natural habitat in endangered, vulnerable and least threatened ecosystems, including remnants in accordance with the NSBA and/or applicable fine-scale biodiversity plans. Extensive agriculture can occur because of the close relationship between dry land grazing and veld quality (biodiversity). There are two types of Buffer Areas: Buffer 1 in which (subject to desirability) transformed land, but no pristine land or natural veld, may be redesignated to other rural uses, and Buffer 2 where such redesignation may also be made applicable to untransformed land subject to desirability.
Coastal Zone:	means the area between the high-water mark and the furthest extent of either a line demarcating the transition between dune and terrestrial vegetation, or a line 1 kilometre from the high-water mark.
Core Area:	means a terrestrial, aquatic or marine area of high conservation importance (i.e. is highly irreplaceable), that must be protected from change or restored to its former level of functioning. Both public and

private ownership is permitted in Core Areas. Privately owned land should be designated either as private nature reserves or under stewardship regulations. There are two types of Core Areas, namely Core 1 areas which have a level of statutory proclamation or designation, and Core 2 areas which have the potential to be brought up to Core Area 1 status.

Current Rights:	mean land use rights (see definition) which are in force.
Development:	in relation to land or a place, means any process initiated by a person or body to change the use, physical nature, or appearance of that land or place, and without limitation includes: <ul style="list-style-type: none"> (a) the construction, erection, alteration, demolition or removal of a structure or building for which building-plan approval is required; (b) change of actual land-use; (c) up- or downgrading of development rights, including the subdivision or consolidation of land; (d) the preparation, surveying or advertising of land in anticipation of approval of amended rights or in a way as to suggest possible approval; (e) the installation of infrastructure or the preparation of land therefore; (f) change to the existing or natural topography of land; (g) the destruction or removal of vegetation; and, (h) any other physical change being brought about in respect of land, buildings, infrastructure or other structures.

Ecological Corridor:	means a spatially defined (or demarcated) area necessary for the maintenance of ecological integrity and persistence of ecological processes. Ecological corridors designated Core 2 areas should link Core 1 areas with a view to the creation of a
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continuous network throughout the Province. Ecological corridors can contain land currently designated Buffer, Intensive Agriculture or Urban Development. Urban development and intensive agriculture should be discouraged within these corridors.

Extensive Agriculture:	means stock farming on natural or transformed veld.
Farm House:	means a primary residence on a farm as part of the agricultural use of the land unit.
Fixed Investment:	means the construction of infrastructure and/or buildings.
Greenfield land:	means land that has never been developed for urban purposes.
Intensive Agriculture:	means land with crop farming or forestry potential or with existing agricultural activity, or that has been ploughed or cultivated within the previous 10 years.
Interim Urban Edge:	means the current extent of urban (cadastrally-subdivided) development – to serve, from approval of the PSDF and until the medium term urban edge is demarcated via an EADP-approved municipal SDF, as an immediate urban edge line limitation corresponding to the furthest extent of approved urban development.
Land Use Rights:	means the right to utilize land in accordance with the zoning thereof, including any departure and consent use approved for that land.
Medium Term Urban Edge:	means the urban edge drafted in the SDF delineation process aimed at a target of average gross 25du/ha within approx. 10 years, and aimed at ensuring meaningful consolidation of apartheid town elements through the inclusion, into the medium term urban edge, of land along the routes between those town elements. The medium term urban edge is defined as medium term to acknowledge that average gross densities in rapidly growing settlements

could achieve the desired average gross density fairly quickly (5-10 years) after which the urban edge and growth management policies should be reviewed. Note: to ensure security of investment for agriculture, the medium term urban edge should remain fixed for at least 10 to 15 years.

Residence:	means place of residence, whether a single dwelling house, a group or town housing unit or a flat in a block of flats – including a sectional title apartment, farm house or cottage.
River Corridor:	means the main course of a river and its tributaries which shall be protected by a 30m buffer from urban development and intensive and extensive agriculture. River Corridors differ from Core 1 areas (see definition for Core Areas) in that they may contain land that could be designated Buffer, Intensive Agriculture or Urban Development.
Rural Development Density:	means residential density outside the urban edge; should be less than 1du/10ha gross.
Urban Development Density:	means residential density inside the urban edge; should be greater than 25 du/ha gross.

1. INTRODUCTION

1.1 PURPOSE OF THE WESTERN CAPE'S PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK (PSDF)

This report describes the Western Cape's Provincial Spatial Development Framework. The purpose of the PSDF is to:

- be the spatial expression of the Provincial Growth and Development Strategy (PGDS);
- guide (metropolitan, district and local) municipal integrated development plans (IDPs) and spatial development frameworks (SDFs) and provincial and municipal framework plans (i.e. sub-SDF spatial plans);
- help prioritise and align investment and infrastructure plans of other provincial departments, as well as national departments' and parastatals' plans and programmes in the Province;
- provide clear signals to the private sector about desired development directions;
- increase predictability in the development environment, for example by establishing no-go, conditional and 'go' areas for development; and,
- redress the spatial legacy of apartheid.

The PSDF was drafted for the Province as a whole, and was commissioned by the Department of Environmental Affairs and Development Planning (EADP) as one of the eight lead strategies of the PGDS.

A full report of the PSDF study was published in November 2005. The current report is an abridged and updated version of that report, focusing on planning content and directives – as opposed to the background and information parts of the previous report, for which this report largely relies on the previous report.

For ease of reference this report is structured like the 2005 report, with the difference then being that especially Chapter 4 but also some other chapters of this report have limited content and largely or partially refer to the 2005 report. This structure (i.e. of the 2005 report, but which this report adheres to although some chapters are only referred to or summarised), is then as follows:

- Chapter 1: Introduction to and purpose of the PSDF;

- Chapter 2: The PSDF's starting points, provided by national and provincial policy, and the process through which the PSDF was developed;
- Chapter 3: The normative principles, the major spatial elements, and the vision provided by the PSDF;
- Chapter 4: Information relating to, and the key issues facing, the Province's natural resources, built environment and socio-economic patterns;
- Chapter 5: The current status of overarching policy and legislation, zoning schemes and district and local SDFs;
- Chapter 6: An overview of comments on drafts of the PSDF received from the various roadshows and bilateral meetings;
- Chapter 7: The spatial implications and development direction that arise from the analysis;
- Chapter 8: The PSDF spatial plan and the PSDF's policies and corresponding action plans (this should be read together with the PSDF map) – where appropriate relevant legislation is identified;
- Chapter 9: How the PSDF principles and proposals are to be implemented, and a set of tools and mechanisms to facilitate this; and,
- Chapter 10: Risks that may affect the PSDF's implementation, and how the risks should be addressed.

1.2 WHAT IS THE PSDF AND WHY DOES THE WESTERN CAPE NEED IT?

People, economic activity, social needs, infrastructure and natural resources are not evenly distributed across the landscape. This uneven geographic distribution is not incidental – in some instances it is the result of topography, in others of history – but these variations and forces impact directly on economic growth, social justice, and the ability of the natural environment to support human activities now and in the future. The spatial distribution of natural and human activity in part reflects the distribution and intensity of natural features and resources across the landscape. In South Africa especially, spatial policies have historically been actively used as a political tool, to shape our economy, our social fabric, and the way we use our natural resources – in most instances to the benefit of the privileged.

If the Western Cape is not simply to reinforce spatial patterns established in the past, and the socio-economic and ecological inequalities that accompany them, then the economy and society will have to be consciously reshaped using, inter alia, spatial policies. Equally important is to recognise the spatial impacts of policies, investments and decisions in all arenas. Even those policies, programmes, projects and decisions that do not seem at first glance to have spatial implications, have to be investigated to ensure that inequitable past patterns or new unsustainable patterns are not inadvertently reinforced into the future.

In particular, decisions about where to invest public sector resources have strong spatial impacts and can be used effectively to achieve developmental objectives, especially if all three spheres of government and their departments as well as state owned enterprises reinforce each others' investment decisions.

Furthermore, sustainable development outcomes require an integrated cross-sectoral approach to managing land and resources (both natural and human-made) at the local level. This is much easier to achieve in practice with a clear set of principles and policies that provide a spatial framework for cooperative governance and streamlined decision-making.

In the light of national guidelines provided through the National Spatial Development Perspective (NSDP), and incorporating international commitments to sustainable development, the PSDF:

- analyses the **issues** facing 27 sectors in the biophysical, socio-economic and built environment;
- provides a set of **normative principles** or departure points that guide the Province's approach to dealing with socio-economic issues that are manifested spatially;
- provides a **map** giving guidance for the future spatial development of the Province based on Broad Provincial Spatial Planning Categories (BPSPCs) and a series of other relevant features; and,
- provides a set of **policies**, some of which are linked directly to particular conditions on the ground, i.e. through the BPSPCs, and others which apply throughout the Province.

The PSDF deals both with issues that are explicitly spatial (for example, where future residential development should be located), and with issues that are often not viewed as part of spatial policy but which have

significant spatial impacts (for example, recycling of waste, or limiting carbon emissions).

The PSDF is a long-term planning instrument, which is to be reviewed every five years. The PSDF sets out a bold vision for changing the development path of the Western Cape. This cannot be achieved overnight. Many of the proposals contained in the PSDF have substantial implications for the allocation of public resources, and will take time to put in place. Some of the proposals are intended to take effect immediately, and others will come into affect in Year 2, 3, 4 or 5 or even later. Suggested timeframes for implementation are given for the proposals in Chapter 8.

The view taken in the PSDF is that it is important not to compromise on doing the right thing simply because it is difficult or the necessary resources are not available immediately.

A note on scale, and the relationship of the PSDF to municipal SDFs

The PSDF is intended to be broad-directed and is therefore largely mapped at a small scale. This means that, for example, the PSDF will not, except in circumstances of important Province-wide interest having to be served, provide answers about what to do or not to do on an individual cadastral unit or site (erf or farm). Most of the underlying spatial data layers used in the PSDF were mapped at a scale of approximately 1 : 2.5 million, which means that a point on the map may be out by up to 2500m (2.5km) on the ground.

The Broad Provincial Spatial Planning Categories set out in the PSDF should be refined and delineated in greater detail in district and local SDFs. In addition, ground-truthing and site assessment will be required in respect of individual development applications for decisions about particular appropriate development or activities to be taken.

1.3 LEGAL STATUS OF THE PSDF

The PSDF is a policy document that will be applied in terms of the conformity principle; it does not create or take away any rights to use land, but on the other hand upgrading of existing rights will have to conform with the PSDF. This means that organs of state and officials must take account of, and apply relevant provisions of, the PSDF when making decisions that

affect the use of the land in the Province. However, like all guidelines, the PSDF must not be applied rigidly but in a developmental way that takes account of the particular circumstances of each case. This latter goal will be achieved through the consistency principle which is explained in par 1.4 below.

The PSDF sends clear signals as to how rights to use land should be allocated and exercised in order to reorientate our society towards an equitable and sustainable future. It is intended that the Framework Agreement on Growth and Development in the Western Cape signed by representatives of provincial and local government and their social partners on 14 November 2003, be implemented. In particular, the PSDF will enable the NSDP to be applied in the Province by defining a common spatial vision and direction around which to align the PGDS, IDPs, Urban Renewal Programmes (URPs), Integrated Sustainable Rural Development Programmes (ISRDPs) and other initiatives. In this way it will be made easier for all spheres of government to promote equitable and sustainable development effectively and concertedly, as envisaged by the Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005).

The provincial government is also in the process of drafting an integrated land use, environmental and heritage planning law that will facilitate sustainable development in a variety of ways, including by requiring the Province to develop and regularly update a provincial policy and spatial framework to guide decision-makers. The PSDF will eventually also (in addition to initial statutorisation) be approved in terms of the new law, and will then have to be updated and applied in accordance with the provisions of the new law.

In the interim, the option of adoption of the PSDF in terms of available land use planning statute has been followed. The statute provides therefor that the general purpose of a spatial plan is to lay down guidelines for the future spatial development of the area to which it relates (in this case the whole Province) in such a way as will most effectively promote order and the general welfare of the community. A spatial plan is intended to guide and (unless amended in particular cases) determine decisions under land use planning statute, particularly when the desirability of proposed development is tested. The role of the PSDF will therefore be to provide guidelines and directives to help decision-makers under land use planning statute to determine the desirability of proposed development by

considering whether or not it is socially, economically and ecologically sustainable. This will require both provincial and municipal decision-makers to consider which of the policy statements in the PSDF are relevant in the circumstances and the weight that should be given to each, in order to secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

Relevant policies contained in the PSDF will be mandatory in terms of the relevant legislation. These policies are indicated with an 'M' next to the applicable policy in Chapter 8 of this report. The balance of the policies are indicated with a 'G' to indicate that they are guiding principles.

Mandatory measures refer to policies that are regarded as being of social, economic or ecological importance and as being capable of being implemented by EADP.

Guidelines refer to policies that are intended as general developmental goals and of which the detailed implementation may depend on organisations other than EADP.

1.4 THE CONSISTENCY PRINCIPLE

The PSDF will, as all forward plans, be implemented in accordance with the consistency principle that applies in the relations between development applications vis-à-vis relevant spatial development frameworks or framework plans, and in the relations between lower- and higher-order spatial development frameworks or framework plans in the plans hierarchy.

Lower order spatial development frameworks or framework plans must be consistent with higher order spatial development frameworks or framework plans. Therefore the PSDF must be consistent with the designations, policy statements and requirements of the NSDP and similarly regional plans as well as district municipal and local municipal SDFs and framework plans must be consistent with the PSDF and with each other. Furthermore development applications must be consistent with relevant spatial development frameworks or framework plans.

If a lower-order SDF or framework plan is not consistent with a relevant higher-order SDF or framework plan, the lower-order SDF or framework plan

must be amended in order to align it with the higher-order SDF or framework plan. However, there might be occasions where detail planning at the lower level can provide new information that makes it necessary (after careful consideration of the implications and impact of this new information), for the higher-order SDF or framework plan to be amended instead.

At the most fundamental level a development proposal (or a proposal contained in a lower-order framework or framework plan) can, when measured against the designation of the land concerned in terms of an applicable SDF or framework plan, be found to weigh up in one of three ways:

- (1) The designation and/or text provides for the proposal (and at the proposed extent/density, if relevant).
- (2) The designation and/or text does not explicitly provide for the proposal, but on the other hand the proposal is not necessarily clearly in conflict with the intent and purpose of the designation and/or text concerned.
- (3) The proposal is in conflict with the designation and/or text.

These three initial findings lead to different planning and procedural outcomes respectively:

- In the case of (1), the proposal is evaluated further without any further action i.t.o. the framework or plan against which the proposal was measured;
- In the case of (2), an official consistency ruling must be made. If it is positive, the proposal concerned can go ahead; if negative, the proposal becomes a category 3 case (see below); and,
- In the case of (3), consideration can be given to amending the framework or plan against which the proposal was measured. Such evaluation must take place prior to or at the latest simultaneous with evaluation of the proposal concerned. If the amendment application in regard to the framework or plan against which the proposal was measured (the initial result having been to find it to be a category 3 case) then succeeds, the framework or plan gets amended and the proposal can proceed; if the framework/plan amendment application is unsuccessful, the proposal cannot go ahead.

The above reflects the consistency principle by means of which the PSDF and statutorily-approved plans below it in the hierarchy of plans in the

Western Cape are to be implemented in order to ensure conformity between plans and development – i.e. plans can no longer be ignored at will but *must either be adhered to, or, if found to be inadequate at specific points, then amended either before or at the latest simultaneously with the desirable development applications concerned.* Points (1) to (3) above and the three consequent bulletpoints immediately thereafter then comprise this mechanism of implementation of predictability planning in the Western Cape.

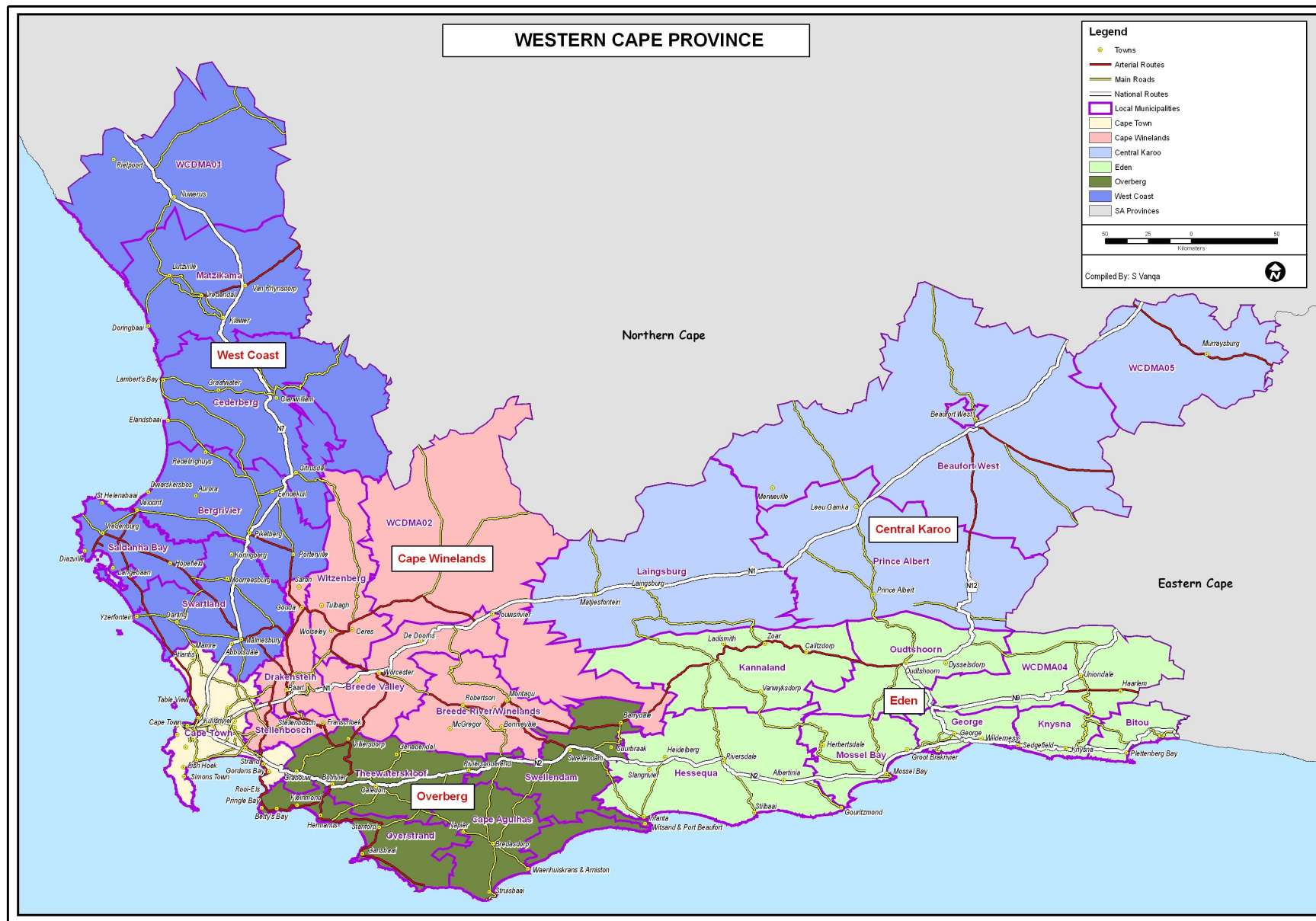


Figure 1.1 Western Cape Province

1.5 GUIDING PRINCIPLE: SUSTAINABILITY IN DEVELOPMENT

The PSDF takes as its starting point the goal of sustainable development. Although sustainable development is a much talked about and widely supported goal, in practice our development path, globally, nationally and in the Western Cape, is taking us in the opposite direction. The PSDF's principles and policies are challenging, precisely because they go beyond the usual lip-service paid to the goal of sustainable development. Not everyone has the same interpretation and understanding of "sustainability". This causes numerous problems between civil society, developers, conservationists and authorities. Development is only acceptable and in the public interest if it is ecologically justifiable, socially equitable and economically viable, i.e. environmentally sustainable. This means that ***the development needs of present generations should be met without the ability of future generations to meet their own needs, being compromised.*** Sustainable development encompasses the integration of social, economic and ecological factors into planning, decision-making and implementation so as to ensure that development serves present and future generations. It is of crucial importance for the long-term survival of Humankind that all development complies with this principle.

The concept of sustainability is illustrated in Figure 2.1. The three pillars of sustainability, also referred to as the "triple bottom line", are:

- Ecological integrity (health of the Planet): This refers to the continued wholeness and success of the environment in terms of providing for and sustaining life on Earth or in a subset thereof such as a region or town, and concerns both the natural and human-made environment. Due to the fact that the survival of species, including our own, ultimately depends on the ecology, *ecological integrity* is then a key factor in the environmental sustainability equation. In this regard it must be remembered that the Western Cape is home to one of the six floral kingdoms of the world.
- Social equity (situation of the People): Within a secure ecology, society can move towards needs fulfilment for all. Social equity refers to both material human wellbeing (the absence of poverty) and spiritual human wellbeing, i.e. provision of a physical and moral space where the continuity of a complex society and ecology is sought to be

maintained and enhanced, and its health attained. In the South African context the concept of social equity is an extremely important component of society as it emphasises the need to redress the wrongs of the past as a central component of social sustainability.

- Economic efficiency (attainment of Prosperity): If human needs are met, society can seek prosperity through economic efficiency. This refers to the optimisation of benefit at the lowest cost, i.e. optimal development must be achieved at the lowest possible cost – and moreover, to comply with the sustainability principle, taking **all** costs now and in future into consideration.

These three pillars of sustainability can be viewed as providers of the capital necessary for each subsequent pillar to function. Thus, economic capital is dependent on social capital which is in turn dependent on ecological capital – see Figure 2.1.

It is important to note that the nesting of the circles – economic, social and ecological – illustrates that economic and human capital cannot draw more from society and from the ecology than what the ecology and society can yield sustainably in the long term.

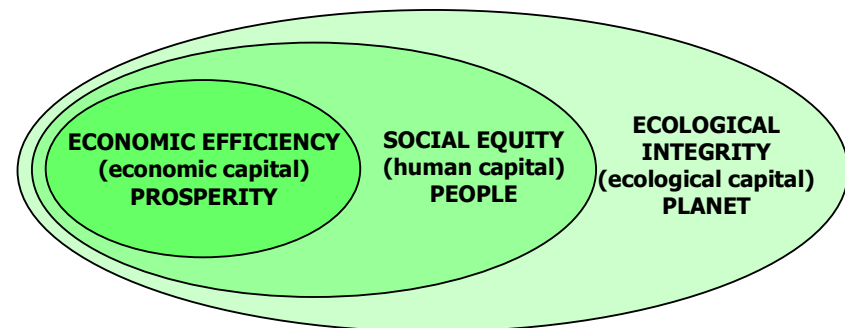


Figure 1.2 The Triple Bottom Line Relationship Framework

1.6 NATIONAL SPATIAL DEVELOPMENT PERSPECTIVE

Overarching guidelines for the PSDF are provided by the National Spatial Development Perspective (NSDP) and the Provincial Growth and Development Strategy.

1.6.1 The National Spatial Development Perspective

The NSDP was adopted by the National Cabinet in 2003. The NSDP guides the alignment of investment in social and economic infrastructure across departments and spheres of government in order to tackle development challenges effectively.

It provides national objectives for spatial development; addresses the changing spatial economy and its impact on commitment to social reconstruction, sustainable growth, social justice and environmental integrity; responds to spatial trends in terms of impact on infrastructure investment and development spending, and coordinates planning and policy in the three spheres of government.

NSDP Normative Principles

The PSDF is guided by the following NSDP normative principles, based on national and provincial policy and the starting points discussed above:

- Government spending on fixed investment should prioritise areas of economic growth or economic potential;
- efforts to address past and current social inequalities should focus firstly on people and secondly on places;
- settlement growth and economic development opportunities should be channelled into activity corridors and nodes adjacent to or linked to the main growth centres;
- because the market has not rectified the land space economy since 1994 there is a need for intervention; and,
- future urban and rural development of the Province should significantly change current patterns of resource use (biodiversity, productive land, visual amenity, building materials, water, air) so that there is a meaningful reduction in their consumption in order that all future generations also benefit.

1.6.2 The Provincial Growth and Development Strategy (PGDS)

The PGWC, together with its social partners, is responsible for formulating a PGDS, in line with national policy frameworks. The PGDS will be taken through the Green Paper process into a White Paper and will provide the strategic framework, sectoral strategies and programmes aimed at a rapid improvement in the quality of life for all of the people of the Province. To do this, the PGDS sets out a vision with quantified and sequenced targets in the areas of economic growth, employment creation, poverty eradication, skills development and equity – building effective local communities for an approximate ten-year period, underpinned by the sustainable development approach.

The PGDS represents a step forward from previous development planning processes in the Province, which have tended to be sectorally driven and fragmented, short-term and sometimes reactive. The PGDS gives the Western Cape Province the opportunity for medium-to-long range strategic planning to prioritise and address major structural deficiencies in the social economy and the natural environment.

Extensive consultation with and input from provincial and national departments, public entities, municipalities, business and labour organisations, NGOs and civil society in the planning process to date also means that the PGDS provides the opportunity for building long-term cooperation between the social partners around a coherent sustainable development strategy for the Province.

1.7 BIOREGIONAL PLANNING

The PGWC supports bioregional planning as the methodology on which spatial planning should be based. Bioregional planning can be defined as land-use planning and management that promotes sustainable development. The bioregional planning approach divides human experience of the environment into five subcomponents: sense of *place*, sense of *history*, sense of *craft*, sense of *nature* and sense of *limits*. People's experience of their environment is informed by their view of the physical place in which they find themselves, their background, the things that they do, their natural surroundings, and the limits of what they consider to be achievable or where they can go.

The bioregional planning methodology involves the use of Spatial Planning Categories to reflect desired land use. The four main Spatial Planning Categories, which are reflected in the PSDF, are: Core, Buffer, Intensive Agriculture, and Urban. The bioregional planning methodology as applied in the Western Cape is recognised and endorsed in the PSDF.

1.8 THE SETTLEMENT FRAMEWORK GREEN PAPER

The **Settlement Framework for the Western Cape Province (Green Paper, 2003)** determines a broad strategy and policy that gives direction to spatial planning (it recommended drafting of the PSDF) and sets guidelines for the management of settlements from a provincial perspective; this has been incorporated into the PSDF.

1.9 THE PROCESS OF DEVELOPING THE PSDF

The PSDF was developed in four stages:

- analysis and synthesis of information (2004);
- development of proposals (2005);
- alignment with other strategies of the Provincial Government and finalisation of the report (2005); and,
- summarising and refining the initial full report to serve as a document that could be statutorily approved (2006-07)

The last stage encompassed formal approval of the PSDF in terms of legislation.

An ongoing stage encompasses capacity building and training with regard to the implementation of the PSDF.

1.9.1 Stakeholder participation

Drafting of the PSDF involved substantial participation from stakeholders through a wide and all-embracing range of mechanisms, including, as a punctuation point at that particular stage, the **PSDF Consultative Summit** on 29 November 2004.

1.9.2 Related projects

The PSDF relates closely to several other provincial projects:

- The **Growth Potential Study of Towns** (Van der Merwe, IJ, 2005), undertaken by the University of Stellenbosch – this study fed directly into the PSDF.
- The Provincial **State of the Environment Overview Report** (SRK Consulting Engineers, 2004), undertaken by SRK. The PSDF Steering Committee also served as the steering committee for the SoER. The SoER provided valuable indicators for tracking the implementation of the PSDF, as well as other information.
- The **Integrated Law Reform Project**. The Land Management Bill emanating from this project aims to integrate environmental, land use and heritage resource legislation as applicable in the Western Cape, and to combine these three fields into a single coherent Act for the purpose of application in this Province.