



**Western Cape
Government**

BETTER TOGETHER.

Western Cape Provincial Spatial Development Framework

DRAFT FOR PUBLIC COMMENT

October 2013



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PREFACE

Securing environmentally sustainable development and the use of natural resources while promoting socio-economic development continues to be a policy priority for the Western Cape Government. The review of the Provincial Spatial Development Framework (PSDF) has been informed by the need to adapt to an ever changing economic climate as well as the imperative to best interpret land use planning law reform.

According to the 2009 Provincial Spatial Development Framework (PSDF), 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 reviewed Provincial Spatial Development Framework (PSDF) now recognizes the integration of parallel provincial planning initiatives for a transversal planning instrument. It cements greater clarity on planning responsibilities of the different spheres of government and addresses inconsistent constitutional concerns found to be evident in the previous PSDF.

The Western Cape Government recognizes the need for fiscal investment to promote infrastructural growth. The PSDF will serve as a legislative framework which will facilitate the optimal development of areas in a manner that these address the socio-economic needs of citizens, both inhabiting the area as well as the greater socio-economic environment at a

regional scale.

The PSDF does not take away or create any rights to land use. Organs of state and officials must take account of, and apply relevant provisions of, the PSDF when making decisions that affect the use of land in the Western Cape. In so doing it will be possible to achieve the triple bottom line goals of economic, social and ecological integration and sustainability.

Underpinning the premise of the PSDF is the need to ensure that, at minimum, spatial alignment takes place between provincial departments, preferably national departments and state owned enterprises as well as the intention to support municipalities to adopt a transversal approach to spatial considerations.

While the PSDF serves as a framework to inform decision making, it is appreciated that this informed decision making will lead to improving the equity of access to services, facilities, employment, training and recreation, including improving the choice of safe and efficient transport modes as we strive to improve the socio-economic conditions of the people we serve as a Regional Government.

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1. INTRODUCTION

1.1. BACKGROUND

This report documents a draft of the Western Cape's new Provincial Spatial Development Framework (PSDF), as prepared by the Department of Environmental Affairs and Development Planning (DEA&DP) with the assistance of service providers. The draft PSDF has been made available for review and input by interested and affected parties, following which all comments received will be considered and the PSDF amended accordingly. The programme is to finalise the PSDF in 2014 and submit it to the Provincial Cabinet for approval. Once approved it will replace the PSDF approved in June 2009.

The 2009 PSDF is being replaced for the following reasons:

1. The previous PSDF was prepared in a buoyant property market. The 2008 global financial crisis fundamentally changed the economic context, and the resultant depressed market conditions still prevail and are forecast by the Reserve Bank to endure.
2. Greater clarity is emerging regarding the spatial planning responsibilities of the spheres of government. This emanates from recent Constitutional Court rulings and the drafting of new spatial planning legislation (i.e. the Spatial Planning and Land Use Management Act (SPLUMA 2013) which the President has signed into law but not yet brought into effect, and the Western Cape's draft Land Use Planning Bill which is scheduled to be enacted in 2014). Aspects of the Western Cape's current spatial planning legislation (i.e. Land Use Planning Ordinance (LUPO 1985)) and the 2009 PSDF regarding

provincial and municipal planning functions are inconsistent with the Constitution, and need to be revised.

3. The release of the results of the 2011 Census provides up to date information on which to base a new PSDF.
4. The National Development Plan (NDP) and OneCape 2040 initiative have established new complementary development agendas within which to reframe the Western Cape PSDF.

1.2. PSDF'S TERMS OF REFERENCE

1.2.1. MANDATE

The Constitution assigns provincial and regional planning as exclusive responsibilities of provincial government. In terms of Section 15 of SPLUMA 2013 and Section 4 of the Land Use Planning Bill (September 2013 draft), Premiers are required to compile and publish a spatial development framework (SDF) for their province. This PSDF must coordinate, integrate and align:

- 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.

Whilst the Constitution assigns shared and exclusive spatial responsibilities to each sphere of government, it is evident that Provincial Government's PSDF mandate requires coordination, integration and alignment between all spheres of government.

1.2.2. CONTENT REQUIREMENTS

In terms of new spatial planning legislation a PSDF must cover the following aspects:

- i. a description of the process followed preparing a PSDF;
- ii. an assessment of a province's spatial development status and the key spatial challenges it faces;
- iii. provincial spatial implications of relevant national development strategies;
- iv. a provincial spatial vision that articulates desired land use patterns;
- v. provincial land development objectives, principles, strategies, policies and priorities (with particular attention to the sustainable use of spatial assets/resources, and adaptation/mitigation of climate change and energy risks);
- vi. a coordinated and integrated spatial reflection of the plans of provincial departments; and
- vii. a coordinated framework for Regional and Municipal SDFs.

1.2.3. AIMS

The Western Cape PSDF sets out to put in place a coherent framework for the province's urban and rural areas that:

- i. gives spatial expression to the national (i.e. NDP) and provincial (i.e. OneCape 2040) development agendas;
- ii. serves as basis for coordinating, integrating and aligning 'on the ground' delivery of national and provincial departmental programmes;

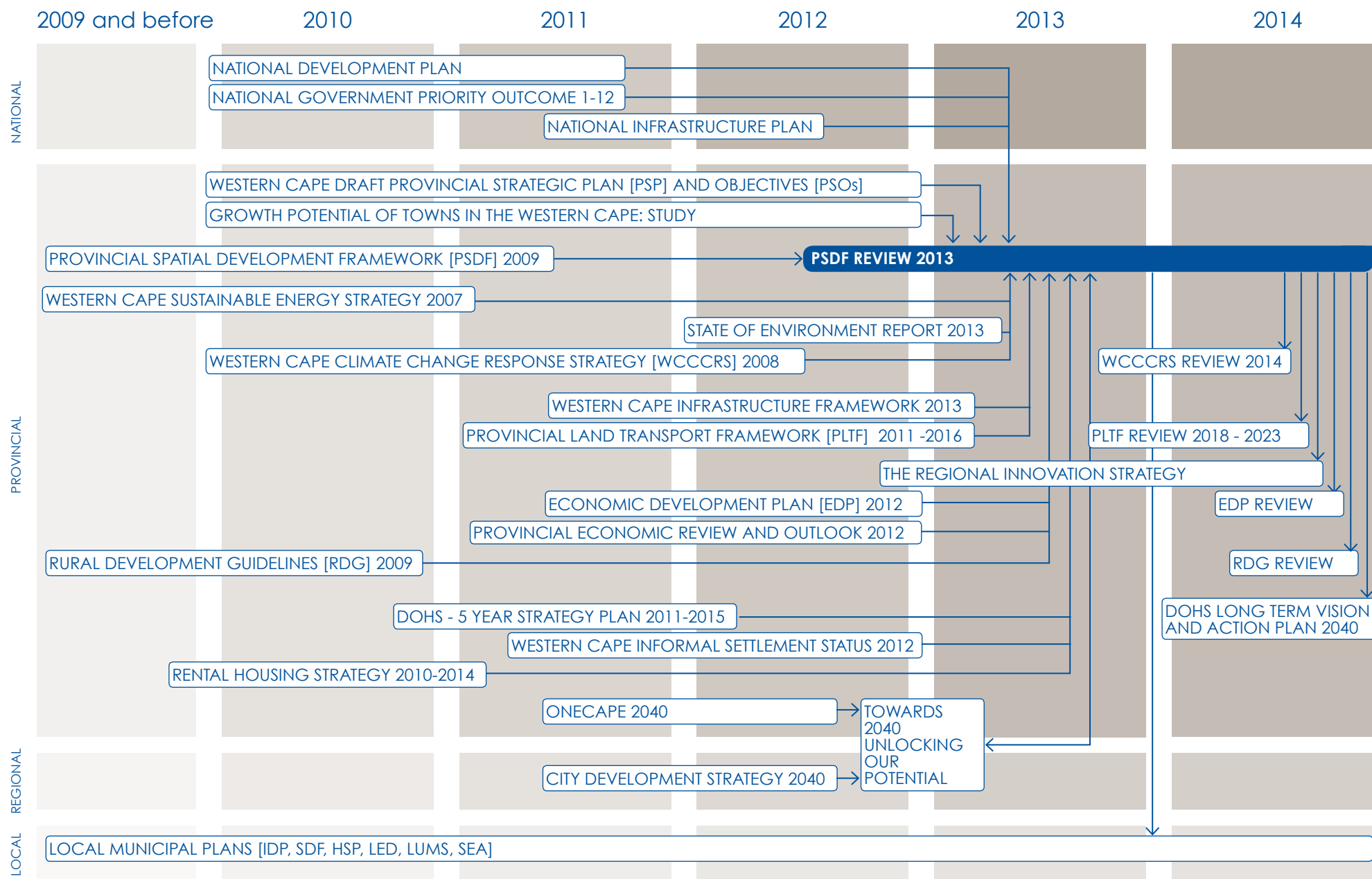


FIG.1 INFORMANTS AND PROCESSES RELEVANT TO THE PSDF, ILLUSTRATING THE ALIGNMENT OF THE PSDF WITH COMPLEMENTARY PLANNING PROCESSES

- iii. supports municipalities fulfil their Municipal Planning mandate in line with the national and provincial agendas; and
- iv. communicates government's spatial development intentions to the private sector and civil society.

Whilst the 2009 PSDF served as a sectoral plan of DEA&DP that had limited influence on other departments' spatial activities, the new PSDF aims at serving as a transversal instrument that aligns what happens on the ground (see Figure 3) while being informed by complementary planning processes (see Figure 1).

1.2.4. USERS OF PSDF

As the PSDF serves to guide the location and form of public investment in the Western Cape's urban and rural areas, the government sector is an important user group - mainly provincial government departments, but also national and municipal government as well as state owned enterprises (SOEs). Even though provincial government has no jurisdiction over these institutions, by establishing a coherent and logical investment framework the PSDF can influence their actions.

The private sector is also a user of the PSDF. Whilst the PSDF has limited influence on private sector investment patterns, it has an important contribution to make in reducing business risk (by providing clarity and certainty on where public infrastructure investment will be targeted) thereby opening-up new economic opportunities in these areas.

Similarly, the transparency of the PSDF regarding where socio-economic investment will be targeted facilitates proactive and reactive responses by community based organisations. (CBOs) and non-governmental organisations.

1.2.5. PLANNING DOMAIN AND MUNICIPAL JURISDICTIONS

The PSDF focuses primarily on the Western Cape Province, which makes up 10.6% of the country's land surface and encompasses an area of 129 462 km². Within this primary study area consideration is given to the City of Cape Town's (a Metropolitan Municipality) area of jurisdiction and the jurisdictions of the five District Municipalities (i.e. Central Karoo, Eden,

Overberg, Cape Winelands and West Coast). In addition, the 24 Local Municipalities constituted within the District Municipalities are also within the PSDF's reference frame (see Figure 2).

The PSDF also gives consideration to the Western Cape's spatial relationships with neighbouring provinces and the national space-economy.

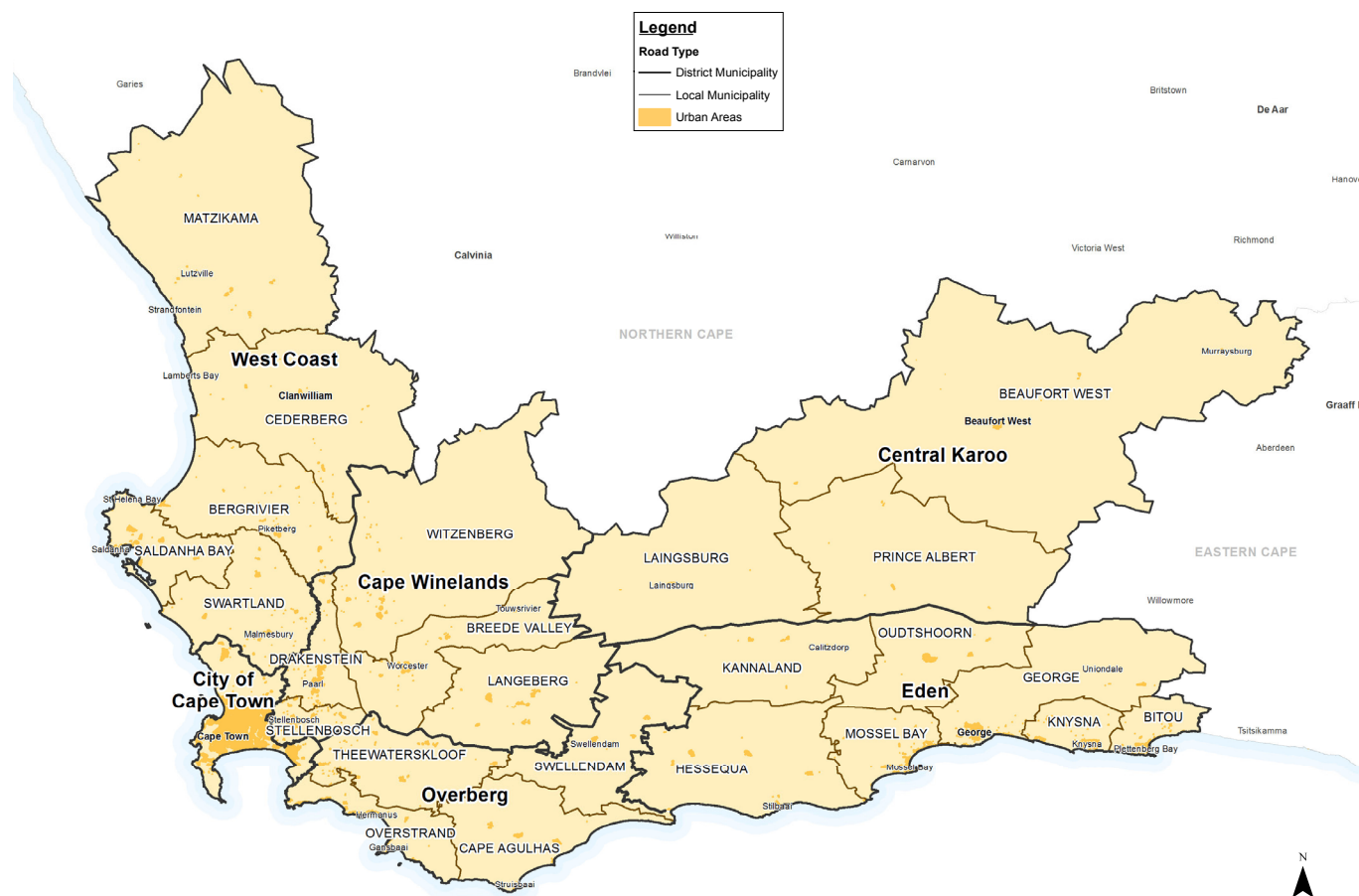


FIG.2 WESTERN CAPE PROVINCE - MUNICIPAL JURISDICTIONS

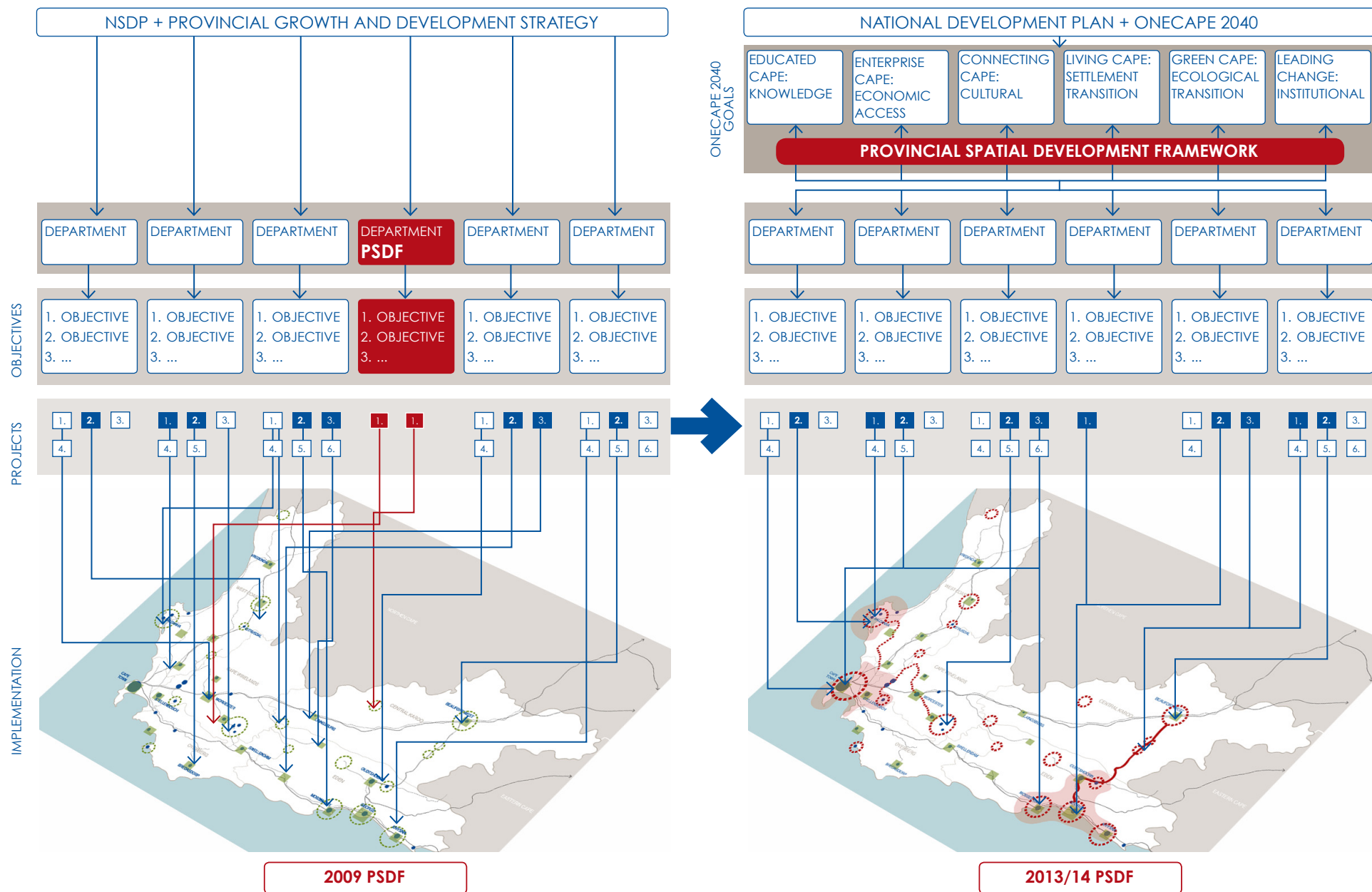


FIG.3 A CONCEPTUAL ILLUSTRATION OF THE NEW ROLE OF THE PSDF - AS A TRANSVERSAL PLANNING INSTRUMENT ALIGNING IMPLEMENTATIO, AS OPPOSED TO SILO-BASED DECISION-MAKING

1.3. 2009 PSDF REVIEW

1.3.1. APPROACH

The approach followed in reviewing the 2009 PSDF and replacing it with a transversal provincial framework involved:

1. Responding to feedback received on the 2009 PSDF (i.e. building on its sound policies, narrowing its focus to provincial considerations, giving attention to transversal spatial governance, commissioning specialist studies to address gaps identified).
2. Building on and taking forward the strategic direction set by the National Development Plan (NDP) and OneCape 2040 initiative, given congruence between these national and provincial development agendas
3. Interacting with parallel provincial planning initiatives such as the Western Cape Infrastructure Framework (WCIF), Provincial Land & Transport Framework (PLTF), and the Future of Agriculture and Rural Economy (FARE) investigation (see Figure 1).
4. Engaging with the national and provincial processes to reform spatial planning legislation.
5. Involving national and provincial departments, municipalities and SOEs in oversight of the PSDF's review by way of an inter-governmental PSDF Steering Committee.
6. Engaging specialists (i.e. academics, NGOs, property industry) in a series of Focus Group workshops to explore key spatial policy considerations (i.e. urban informality, urban land markets, rural development, infrastructure and transport, and development of the space-economy).

7. Sharing the outcomes of the policy focus groups with municipalities, and giving them the opportunity to contribute to the formulation of spatial policies.
8. One-on-one engagements with provincial departments on spatial considerations within their portfolio, and multilateral engagement on developing a common spatial agenda.

1.3.2. PROCESS & OUTPUTS

Figure 4 illustrates the 2009 PSDF review process which encompassed the following activities and outputs:

- i. DEA&DP recorded the comments made by interested and affected parties on the 2009 PSDF, and how these should be responded to in the new PSDF.
- ii. To fill gaps identified in the 2009 PSDF, DEA&DP commissioned specialist studies on

the following topics (the findings of which are separately documented):

- The significance of the Western Cape's cultural and scenic landscapes.
- The impact of decentralised office and commercial development.
- The municipal financial sustainability of current spatial growth patterns.

- iii. The 2010 Growth Potential Study (GPS) was updated (the results of which are also documented separately), based on the 2011 Census results.
- iv. The PSDF service providers assessed the province's current spatial development status, the findings of which are documented in Annexure 1.
- v. The PSDF service providers consolidated available provincial mapping into a baseline

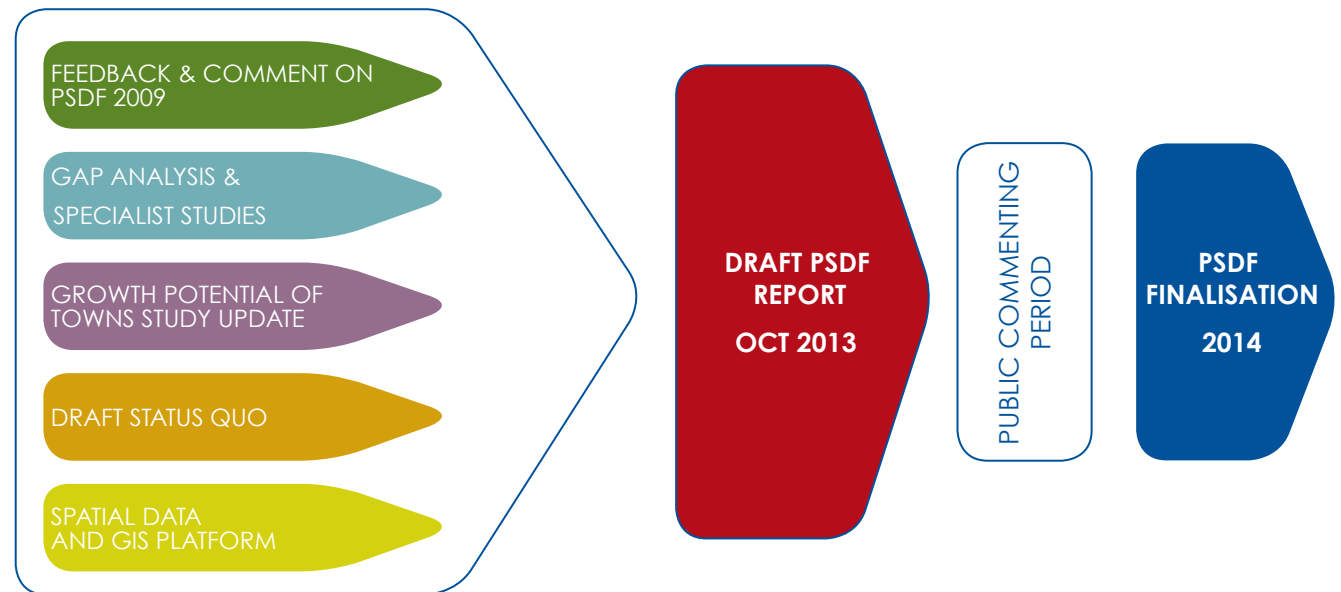


FIG.4 PSDF REVIEW PROCESS

GIS spatial data base, which provincial government are incorporating into a web-based spatial information portal.

This draft PSDF, released for comment, is the output of the review process described above. In 2014 inputs received on the draft will be considered, and the PSDF amended and finalised for approval by the Provincial Cabinet.

1.4. KEY POLICY INFORMANTS

Whilst there are a plethora of national, provincial and municipal initiatives of varying degrees of relevance to the framing of the Western Cape's new PSDF, only key national and provincial strategic informants are covered below. As the new PSDF takes its strategic direction from the NDP and OneCape 2040, their complementary agendas are highlighted. In addition informants emanating from the WCIF, PLTF and the Green Economy Strategy Framework are also noted.

1.4.1. NATIONAL DEVELOPMENT PLAN (2011)

The National Planning Commission (NPC) identified 9 main challenges facing the country and approaches to tackling these (see Table 1).The NDP's key objectives to be achieved by the year 2030 are to eliminate income poverty and reduce inequality.

Of particular relevance to the new PSDF are the NDP's spatial priorities for building the required national capabilities. These are:

1.4.1.1 URBAN AND RURAL TRANSFORMATION

The NPC proposes a national focus on spatial transformation given the enormous costs imposed by existing spatial divides. It recognises

that achieving this is a complex long-term process. The NDP's human settlement targets are: more people living closer to their places of work; better quality public transport; and more jobs in proximity to townships. To achieve these targets it advocates strong measures to prevent further development of housing in marginal places, increased urban densities to support public transport, incentivising economic activity in and adjacent to townships; and engaging the private sector in the gap housing market.

The NDP also targets the development of a more inclusive and integrated rural economy. Its rural strategy is based on land reform, agrarian transformation, livelihood and employment creation, and strong environmental safeguards.

1.4.1.2 IMPROVING INFRASTRUCTURE

The NDP identifies infrastructure as essential for development and prioritises: upgrading informal settlements on suitably located land; rolling-out public transport systems; improving freight

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

1.4.1.3 BUILDING ENVIRONMENTAL SUSTAINABILITY AND RESILIENCE

“South Africa’s primary approach to adapting to the impact of climate change is to strengthen the nation’s resilience. This involves decreasing poverty and inequality, increasing levels of education, improving health care, creating employment, promoting skills development and enhancing the integrity of ecosystems” [NDP 2011, p180]. The long term strategy is to transition to a low carbon economy.

NATIONAL DEVELOPMENT CHALLENGES	RESPONSE
Unemployment	Create jobs & livelihoods
Infrastructure poorly located & inadequate	Expand infrastructure
Exclusive spatial patterns	Transform urban & rural spaces
Resource consumptive economy	Transition to a low carbon economy
Poor quality education	Improve education & training
Widespread disease burden & poor services	Provide quality health care
Poor quality public service	Build capable state
Corruption	Fight corruption & increase accountability
Divided society	Nation building

TABLE.1 NATIONAL DEVELOPMENT CHALLENGES & RESPONSES

1.4.2. ONECAPE 2040

The Western Cape Government (WCG) and the City of Cape Town (CCT) mandated the Economic Development Partnership (EDP) to “scope a long-term economic vision and plan involving all key Western Cape economic leaders as well as citizens for the next 30 to 40 years.” This provincial initiative, referred to as OneCape 2040, complements the NDP, and builds on the WCG’s provincial strategic objectives (PSOs). It 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”.

OneCape 2040’s vision is of “a highly-skilled, innovation driven, resource efficient, connected, high opportunity and collaborative society”. For each of these societal attributes aspired to OneCape 2040 identifies the ‘big step’ changes (i.e. transitions) that need to take place (see Table 3). National, provincial and municipal government, the private sector, labour, and civil society are all assigned roles in the achievement of the Once Cape 2040 vision.

AGENCY	ROLE IN ‘LIVING CAPE’ SPATIAL TRANSITION
Local Government	<ul style="list-style-type: none"> Integrated neighbourhoods and upgrading the built environment Integrated services planning and provision
National Government	<ul style="list-style-type: none"> Promote healthy and caring living Facilitate innovative financial mechanism
Private Sector	<ul style="list-style-type: none"> Design and produce settlement solutions that address resource scarcity and quality living Social value capture

TABLE.2 ROLE AND AGENCIES RESPONSIBLE FOR ONECAPE 2040’S KEY TRANSITIONS

For the required Western Cape transitions to take place the following needs to be put in place:

- a supportive regulatory environment (e.g. streamlined environmental and land use approval processes),
- appropriate infrastructure (as per NDP priorities),
- financing arrangements, and
- an enabling spatial framework (i.e.

concentration of economic activity in key nodes, supported by logistical, digital and transport connectivity).

Towards making the required transitions, OneCape 2040 adopts a phased step-change approach (i.e. four 7 year phases starting with gearing-up for change, followed by implementing at scale, then accelerating improvements, and concluding with sustaining performance).

TRANSITION	FROM:	TO:
SETTLEMENT TRANSITION (LIVING CAPE)	Unhealthy, low access, often alienated, low opportunity neighbourhoods	Healthy, accessible, liveable, multi-opportunity communities
ECONOMIC ACCESS TRANSITION (WORKING CAPE)	Factor and efficiency-driven economy with high barriers to entry and low productivity and entrepreneurship	Innovation-driven economy with low barriers to entry, high productivity and entrepreneurship
ECOLOGICAL TRANSITION (GREEN CAPE)	Unsustainable, carbon-intensive resource use	Sustainable, low-carbon resource use
CULTURAL TRANSITION (CONNECTING CAPE)	Barriers to local and global connectivity (language, identity, distance, parochial attitudes)	High level of local connectivity and global market fluency
KNOWLEDGE TRANSITION (EDUCATING CAPE)	Unequal variable quality education plus limited innovation capacity	High-quality education for all plus high innovation capacity
INSTITUTIONAL TRANSITION (LEADING CAPE)	Defensive, adversarial structures	Open, collaborative systems

TABLE.3 KEY TRANSITIONS (2012-2040) AS PER ONECAPE 2040 VISION

1.4.3. WESTERN CAPE INFRASTRUCTURE FRAMEWORK (2013)

The WCIF is a long-term strategic framework that aligns with the OneCape 2040 vision and timeframe. The WCIF sets out the required changes and development agendas relating to infrastructure provision to optimally achieve the OneCape 2040 transitions. Given the sector-based and institutionally fragmented history of infrastructure planning, the WCIF defines a new approach to coordinated and strategic infrastructure planning.

The WCIF quantifies the scale and nature of the infrastructure requirements in the Western Cape, how and where infrastructure provision needs to evolve to satisfy a new agenda in a changing world, and who will be responsible for its implementation. The framework also sets out high-level transitions required to achieve the optimised development agenda and is broken down in sub-infrastructure sectors (see Table 4). The PSDF strategically aligns with these transitional agendas to ensure for the optimization and alignment of provincial planning policies with infrastructure delivery.

1.4.4. WESTERN CAPE PROVINCIAL LAND TRANSPORT FRAMEWORK (2013)

The PLTF sets out a long term vision for transport in the Western Cape. The PLTF's 2050 targets are that by 2050, the transport system in the Western Cape will have:

- i. Fully Integrated Rapid Public Transport Networks (IRPTN) in the higher- order urban centres of the Province.
- ii. Fully Integrated Public Transport Networks (IPTN) in the rural regions of the province
- iii. A safe public transport system

- iv. A well maintained road network
- v. A sustainable, efficient, high speed, long distance rail network (public and freight transport).
- vi. An efficient international airport that links the rest of the world to the choice gateway of the African continent
- vii. International-standard ports and logistics systems
- viii. A transport system that is resilient to peak oil.

1.4.5. WESTERN CAPE GREEN ECONOMY STRATEGY FRAMEWORK (2013)

The "Green is Smart" Strategic Framework positions the Western Cape as the leading

green economic hub in Africa. The framework outlines the risks to the province posed by climate change, as well as the economic opportunity presented by a paradigm shift in infrastructure provision. The framework centres around six strategic objectives:

- i. Become the lowest carbon province
- ii. Increase usage of low-carbon mobility
- iii. Diversified, climate-resilient agricultural sector and expanded value chain
- iv. Emerging market leader in resilient, liveable and smart built environment
- v. High growth of green industries and services
- vi. Secure ecosystem infrastructure

SECTOR	WCIF PROPOSED TRANSITIONS
ENERGY	<ul style="list-style-type: none"> Introduce natural gas processing infrastructure to use gas as a transition fuel. Promote the development of renewable energy plants in the province and associated manufacturing capability. Shift transport patterns to reduce reliance on liquid fuels.
WATER	<ul style="list-style-type: none"> Have more stringent water conservation and demand-management initiatives, particularly at municipal level. Develop available groundwater resources. Adopt more widely the reuse of wastewater effluent as standard practice. Adopt large-scale desalination once it becomes the "next best" option to resolve inevitable water shortages in Saldanha, Cape Town and the southern Cape. Expand and diversify agriculture to increase availability of surface water but reduce the water intensity of the sector, given the
TRANSPORT	<ul style="list-style-type: none"> Invest in public transport and non-motorised transport (NmT) infrastructure, particularly in larger urban centres. Prioritise general freight rail over bulk freight. Shift freight traffic from road to rail along major routes.
SETTLEMENT	<ul style="list-style-type: none"> Continue to provide basic services to achieve national targets. Diversify the housing programme, with greater emphasis on incremental options. Integrate settlement development, prioritising public service facilities in previously neglected areas. Improve energy efficiency in buildings through design standards. Consolidate management of state land and property assets for optimal use. Distribute health and education facilities equitably.
ICT	<ul style="list-style-type: none"> The availability of a strong broadband infrastructure network is central to efficient communications and internet services and will play a key role in achieving the provincial objectives.

TABLE.4 KEY TRANSITIONS PER SECTOR AS PROPOSED BY WESTERN CAPE INFRASTRUCTURE FRAMEWORK

1.5. GUIDING PRINCIPLES

The Western Cape's new PSDF applies the following spatial principles:

1.5.1. SPATIAL JUSTICE

A socially just society is based on the principles of equality, solidarity and inclusion. While equal opportunity targets everyone in the community, social justice targets the marginalised and disadvantaged groups in society. Inclusionary settlements focus on the public realm rather than on private enclaves; support civic interaction and equitable access throughout the public environment; and make urban opportunities accessible to all – especially the poor. Past spatial and other development imbalances should be redressed through improved access to and use of land by disadvantaged communities.

1.5.2. SUSTAINABILITY AND RESILIENCE

Land development should be spatially compact, resource-frugal, compatible with cultural and scenic landscapes, and should not involve the conversion of high potential agricultural land or compromising eco-systems. Resilience is about the capacity to withstand shocks and disturbances such as climate change or economic crises, and to use such events to catalyse renewal, novelty and innovation. The focus should be on creating complex, diverse and resilient spatial systems that are sustainable in all contexts.

1.5.3. SPATIAL EFFICIENCY

Efficiency relates to the form of settlements and use of resources - compaction as opposed to sprawl; mixed-use as opposed to mono-

functional land uses; and prioritisation of public transport over private car use. When a settlement is compact higher densities provide thresholds to support viable public transport, reduce overall energy use, and lower user costs as travel distances are shorter and cheaper.

1.5.4. ACCESSIBILITY

Improving access to services, facilities, employment, training and recreation, including improving the choice of safe and efficient transport modes (e.g. public transport, private vehicle, bicycle, walking and wheelchair) is essential to achieving the stated settlement transitions of the NDP and OneCape 2040. Accessibility is also defined by convenient and dignified access to private and public spaces for people with impaired mobility. Good and equitable access systems must prioritise the pedestrian, as well as provide routes for bikes, prams, wheelchairs and public transport. An accessible system will offer a choice of routes supporting these modes and safe connections between places and communities. Visual access implies direct sight lines or unfolding views, signs or other visual cues, and being able to see other people - all of which help in negotiating places.

1.5.5. QUALITY AND LIVEABILITY

The quality of an environment directly contributes to its liveability. A good environment is one that is legible, diverse, varied and unique. The legibility of a place is contributed to by the existence of landmarks such as notable buildings and landscaping or well-defined public space as well as the legibility and structure of its street networks. Diverse environments provide a variety of opportunities, experiences and choice. The more varied

a place, the more valued because of the individual qualities that make it distinctive from other places. Liveable settlements feature a balance between individual and community, of logic and feeling, of order and random incident. In many cases, a town's public realm provides coherence and order while countless private ventures introduce variety and interest. One condition benefits from the other. The quality of public space can define the liveability of a place. Public spaces are the living rooms to settlements where people meet, play and relax. They need to be safe and attractive - features enabled by activity and surveillance.

1.6. STRUCTURE OF THE REPORT

The balance of the draft PSDF report is structured as follows:

- Chapter 2 defines the new PSDF's agenda. It explores the Western Cape's key spatial challenges, identifies the province's spatial goals, visualises the spatial future aspired to, and outlines the required spatial transitions.
- Chapter 3 presents the spatial development framework. Firstly a transversal spatial governance system is introduced, then recommendations for the sustainable use of the province's spatial resources are set out. Means of opening up new opportunities in the provincial space-economy are then presented, followed by proposals for the development of integrated and sustainable human settlements.
- Chapter 4 presents the composite PSDF proposals and concludes the report by setting out spatial targets as well as recommendations for taking the draft PSDF forward.

Annexure 1 to the report presents a profile of the Western Cape's spatial development status.

Annexure 2 presents a Settlement Toolkit which provides spatial guidance on the PSDF's proposals at municipal, town and precinct scales.

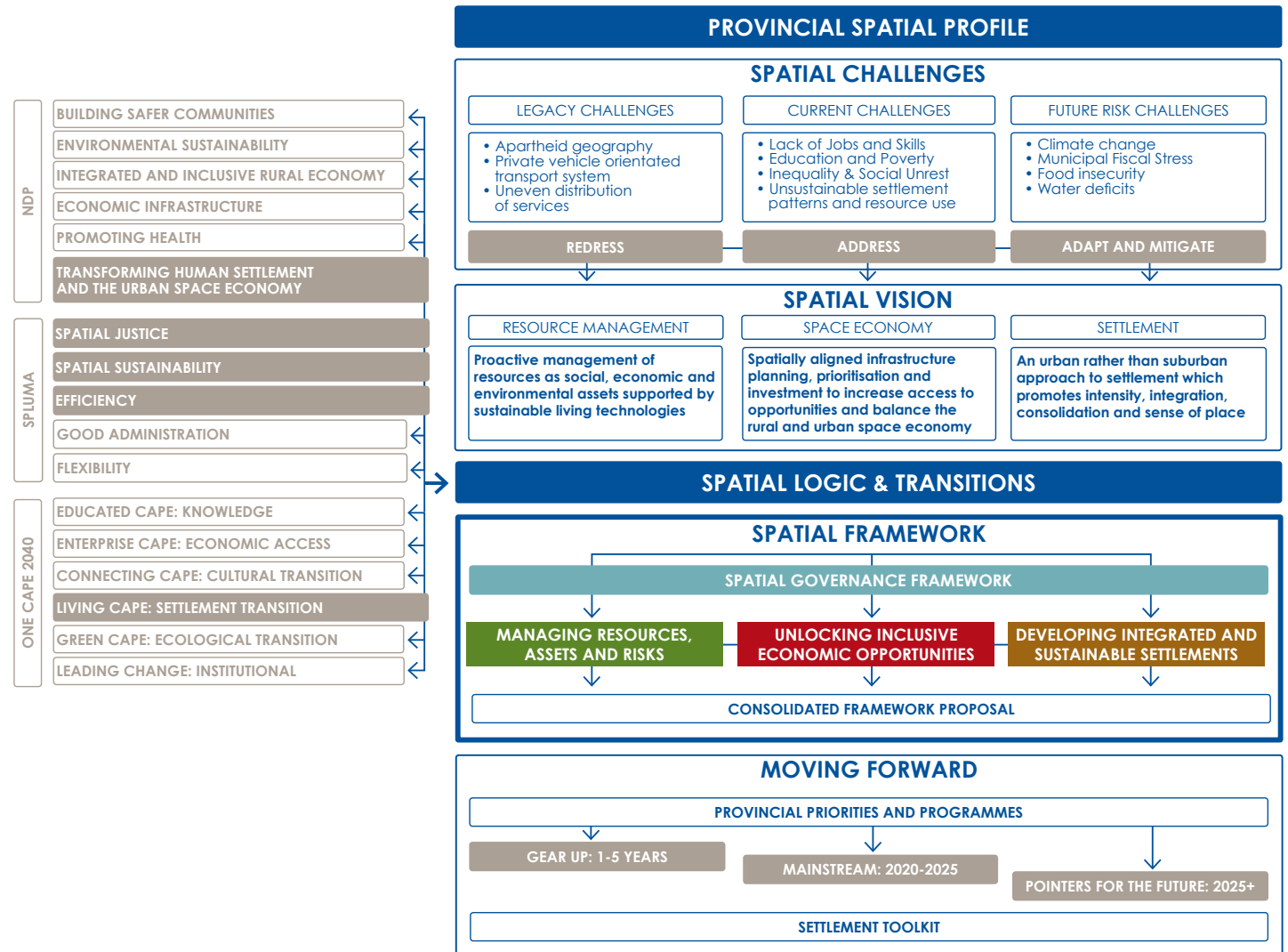


TABLE.5 A CONCEPTUAL DIAGRAM OF THE PSDF PROCESS WHICH HAS INFORMED THE STRUCTURE OF THE REPORT

2. DEFINING THE PROVINCIAL SPATIAL AGENDA

OneCape 2040 positions the Western Cape to transition towards a more inclusive, productive and resilient economic future. This chapter explores the spatial implications of such a future, the changes required, and ways to get there. The chapter draws on the profile of the Western Cape's current development status (separately documented in PSDF Annexure 1), the specifics of which are not covered below.

Initially the chapter identifies the key spatial challenges that the province faces, and reflects on why there has been slow progress in addressing these challenges. The province's spatial goals are then set, and the spatial future aspired to (i.e. the vision) and transitions required to get there are spelt out. Finally a strategic approach to making the required changes is set out, and the logic underpinning the approach is explained.

2.1. SPATIAL CHALLENGES

2.1.1. LEGACY CHALLENGES

"Despite reforms to the planning system, colonial and apartheid legacies still structure space across different scales" (NDP, 2012, p 260)

Whilst the NDP recognises that it will take decades to undo colonial and apartheid spatial legacies, it highlights that limited progress is currently being made, calling for renewed and focused action by government, civil society and business to redress past injustices. The 1913 Native Land Act still impacts on the national space-economy, notwithstanding two decades of restitution efforts. The recent announcement on the

centenary of the Act to give consideration to land claims prior to 1913 introduces a new dynamic to land restitution in the Western Cape.

A primary strategy of apartheid was to manipulate urban and rural space-economies so that those enfranchised had preferential access to economic assets, particularly well located and resource endowed land, and the disenfranchised were severely restricted in accessing these opportunities. The South-Western Cape's status in the apartheid era as a 'Coloured labour preference area' meant that Africans could only participate in the regional economy as temporary migrant labourers, and their families were explicitly excluded from living there. The consequences of the various racial segregation policies applied at the time were not only stark socio-economic disparities, dysfunctional human settlements, and disparate space-economies - but also fragmented families and communities.

To implement apartheid's urban master plan, many communities were forcibly removed and relocated to areas designated for their 'group'. Town planning in this era concerned itself with



FIG.5 DEMOLITION AS PART OF 1974 FORCED REMOVALS IN DISTRICT SIX (SOURCE: PAUL ALBERTS)

separating and keeping apart racial groups, with the disenfranchised generally located on the urban periphery and having to travel long distances to get to work, the hospital or to the shops. Settlement took the form of low density dormitory townships usually lacking the 'separate' facilities they were meant to have.

Not only were the working and living patterns of the time inequitable, they were also highly inefficient (i.e. they used up vast tracts of land and consumed large quantities of energy). Regrettably this spatial legacy endures almost two decades into the democratic era. Clearly taking forward land restitution and redistribution forms part of the provincial spatial agenda.



FIG.6 NON WHITE PERSONS ONLY RAILWAY STATION PLATFORM IN 1983 (SOURCE: RODNEY BARNETT - SOUTH PHOTOGRAPHS)

2.1.2. CURRENT CHALLENGES

"Inclusive growth is not simply about increasing employment, but rather about creating opportunities where people can be productively employed. At the same time individuals need to be equipped, through the process of education and training, to take hold of these opportunities. Creating these opportunities is therefore a necessary characteristic of and a central challenge in generating inclusive growth" (PERO 2013, p130.)

Economic growth is the number one priority of the Western Cape government. PERO clarifies this central challenge that the PSDF needs to take on, namely contributing to the generation of inclusive economic growth. The NDP and OneCape 2040 echo the imperative of transforming the nature and performance of the economy to achieve sustained economic growth, greater environmental resilience, and much better inclusion. The 2008 global financial crisis led to widespread job shedding, and in the absence of an economic recovery unemployment is still pervasive in the Western Cape, especially amongst the youth. OneCape 2040 ascribe this to "a deep mismatch between

the needs of the economy and the skills-base of existing job seekers and those being produced by the country's education system" (OneCape 2040 – From Vision to Action, 2012). The resultant socio-economic exclusion underpins the high levels of crime, violence and social unrest, which further undermines confidence in the provincial economy.

Notwithstanding two decades of policies aimed at transforming apartheid's geography, South Africa's cities, towns, villages and rural areas remain highly unequal, inefficient and segregated places. Mindful of the complexity of undoing this entrenched spatial legacy, the PSDF also needs to take on the challenge of restructuring the Western Cape's urban and rural landscapes so that they offer socio-economic opportunities for all – especially those previously restricted in accessing these benefits.

2.1.2.1 THE URBAN AGENDA

Whilst good progress has been made in the democratic era with delivering improved services and housing to previously disadvantaged communities, this investment has mainly taken place in peripheral locations

which effectively excludes the 'beneficiaries' living there from accessing opportunities in the urban space-economy (i.e. it has created further poverty traps). The peripheral location of most recent housing projects generates high travel demands at considerable cost to households and the environment, but their low density suburban form results in high per unit land and servicing costs. New housing projects on peripherally located land are motivated on the basis of 'cheaper' upfront land costs, but the real costs to households and government (e.g. transport subsidies) over the lifecycle of the asset are not factored into these investment decisions.

The formal urban land market remains unaffordable to over 80% of Western Cape households. This places an enormous pressure on state-assisted housing programmes, and has given rise to the development of vibrant informal urban land markets (i.e. shacks to rent in the backyards of formal townships and in informal settlements). Housing backlogs are not being reduced, given in-migration into the province and the state's emphasis on delivering complete and relatively expensive single family houses with subsidies available.



FIG.9 THE "LOST" PEOPLE OF THE RURAL HINTERLAND - WITH LIMITED ACCESS TO ECONOMIC & SOCIAL OPPORTUNITIES



FIG.8 SOCIAL UNREST - FARMWORKERS PROTESTING IN DE DOORNS



FIG.7 ISOLATED & SEGREGATED GATED COMMUNITIES ON THE EDGE OF SOMERSET WEST

Faced with limited accommodation choices (especially rental options), it is not surprising that overcrowding is widespread and informality is a permanent feature in many Western Cape settlements.

Whilst the provincial Department of Human Settlements has made great strides in introducing a more nuanced and equitable state-assisted housing delivery programme and is committed to shifting to more incremental housing delivery models, the challenge remains formidable. The current settlement challenge facing the province thus revolves around transforming apartheid era dormitory townships into integrated and sustainable human settlements, as well as accommodating urban growth more efficiently and equitably. The evidence emerging from the PSDF specialist study into the impact of spatial growth patterns on municipal finances demonstrates that maintaining current growth patterns is both unaffordable and unsustainable (see Box 1 & 2).

2.1.2.2 THE RURAL AGENDA

As highlighted by the investigation into the Future of Agriculture and the Rural Economy (FARE), Western Cape agriculture is currently going through a difficult transition from reliance on cheap and unskilled labour to one characterised by fewer, more skilled and better paid workers. Other forces at play include a recession in its traditional export markets, increasing pressure on operating margins (i.e. input cost escalations exceed commodity price increases), more stringent national and international compliance requirements, and instability in the labour market. Addressing the on and off-farm settlement needs of farm workers and dwellers, a large, impoverished and particularly vulnerable rural constituency,

THE ECONOMIC AND FISCAL COSTS OF INEFFICIENT LAND USE PATTERNS IN SOUTH AFRICA - STUDY FINDINGS

This 2011 study aimed to cost city efficiency, identify the specific drivers of current spatial patterns, and identify who incurs the costs of these patterns over time. The City Efficiency Costing Model (CECM) was developed to calculate the capital and recurrent costs of a given city, with a given spatial form, over a period of 10 years. Two hypothetical city growth scenarios were modelled: an 'urban sprawl scenario' using existing development principles; and an alternative 'compact city' development model.

In analysing the recurrent expenditure by income group, significant results on household expenditure emerged. While all income groups are better off financially in the compact city scenario, it is **low-income households** that are most adversely affected by the urban sprawl scenario, having to pay significantly more for **transport** with a **24% difference** between the two scenarios after 10 years.

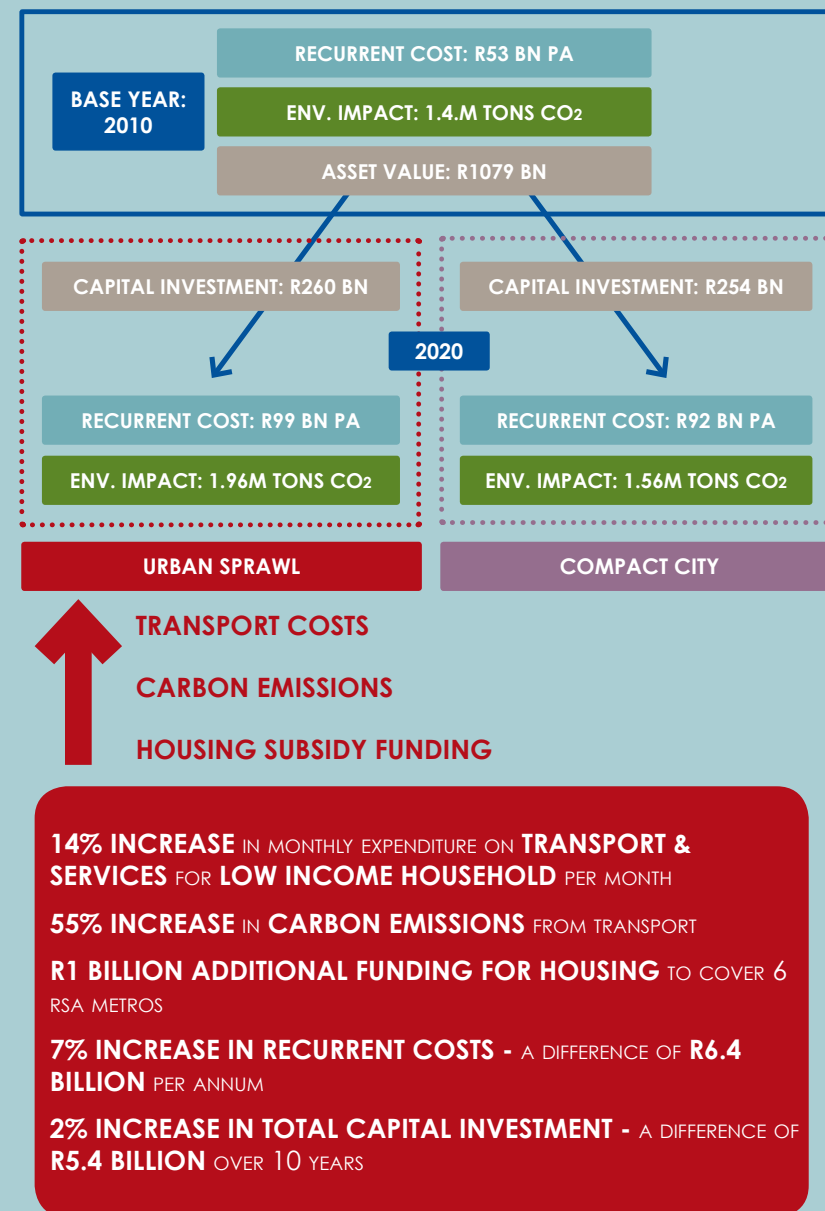
The study also found that the most significant difference and undeniable implication is the increase in **carbon emissions** in the urban sprawl scenario due to increased travel distance and private car use, with a **22% difference** in tons per CO₂ per annum.

Regarding public transport subsidies, a significant reduction of 33% is possible in the compact city scenario, amounting to some R9 billion over the 10 year period.

THE TOTAL COST DIFFERENCE (CAPITAL AND RECURRENT) FOR 6 METROPOLITAN MUNICIPALITIES IN YEAR 10 IS CALCULATED TO BE R57 BILLION

THE CUMULATIVE DIFFERENCE OVER 10 YEARS AMOUNTS TO R219 BILLION

TABLE 6 SPATIAL & FINANCIAL MODEL RESULTS



BOX.1 THE ECONOMIC AND FISCAL COSTS OF INEFFICIENT LAND USE PATTERNS IN SOUTH AFRICA - STUDY FINDINGS & EVIDENCE
(SOURCE: PDG, ACC & SBC, 2011)

presents significant challenges. To date most have not benefitted from government's housing subsidy, and for many their tenure remains tenuous.

Land reform and rural development, both of which are national competencies, are on the PSDF's spatial agenda as they have an important contribution to make to rural transformation. FARE reports that the pace of land reform in the province has been slow, and that there has been limited employment of underutilised state, provincial and commonage land to date. Strategies to develop small scale farmers are yet to produce results at scale.

The sustainability of many of the province's small towns is at risk, given their narrow and vulnerable economic base and that some have a remote location off the province's infrastructure networks (e.g. "tussen pad en spoor"). Delivering services over vast distances to small isolated communities and the high proportion of people living on farms presents serious logistical and financial challenges to most municipalities. The absence of public transport systems servicing rural communities and settlements fundamentally constrains socio-

economic development.

2.1.3. FUTURE RISK CHALLENGES

"It is evident that the organization of economic activities and infrastructure in space fundamentally impacts on the viability of these activities, people's access to opportunity and the natural environment. Continuing the current delivery model of isolated housing projects on the periphery of settlements will thus exacerbate the financial sustainability of municipalities, where the impact of this separation of social groups through peripheral development not only fragments our urban landscapes, but also ultimately undermines the progression towards more sustainable livelihood opportunities" (PDG 2013).

As highlighted in the Western Cape State of the Environment reports, the province is subject to global environmental risks (i.e. climate change, depletion in material resources, anticipated changes to the global carbon regulatory environment, and food and water insecurity). The challenge moving forward is not only continuing to generate inclusive economic

growth, but also decoupling economic growth from resource consumptive activities (i.e. the development of a 'greener' economy).

Escalating risks to the provincial space-economy that require mitigation and/or adaptation responses by the PSDF, include the following:

- i. Climate change and its impact on the province's eco-system services, economic activities (particularly agricultural production), and sea level rise associated with extreme climatic events.
- ii. Energy insecurity and high levels of carbon emissions, given an energy intensive provincial economy and spatial patterns that generate high levels of travel.
- iii. Water quality and quantity deficits.
- iv. Exclusionary land markets and the continued reality of urban informality.
- v. Food insecurity.
- vi. The sustainability of municipal finances.



FIG.10 FLOODING INFORMAL SETTLEMENT IN STELLENBOSCH



FIG.11 VULNERABLE INFORMAL SETTLEMENT



FIG.12 SPRAWLING RDP HOUSING IN NKQUBELA - ROBERTSON

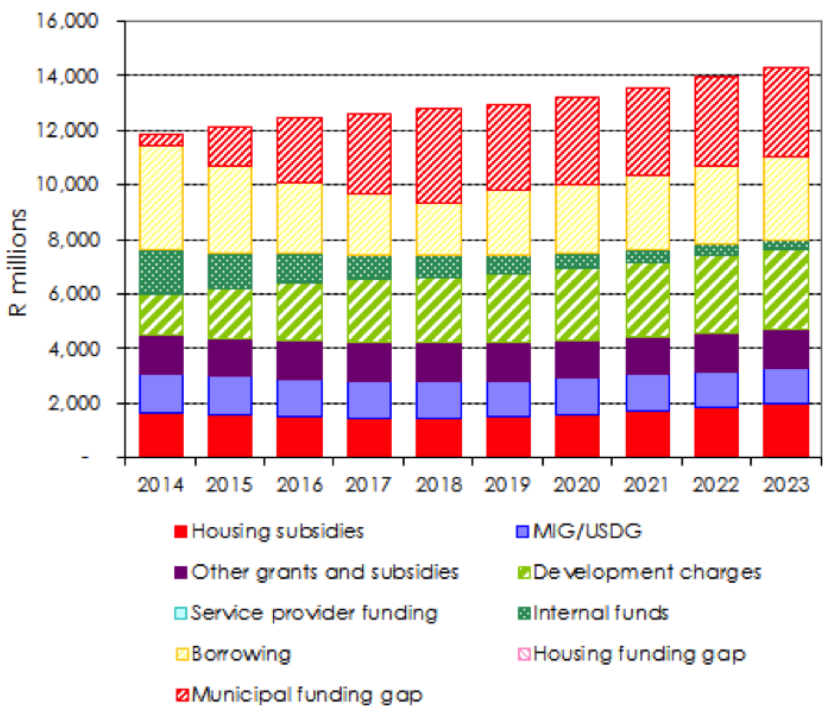
IMPACT OF CURRENT SPATIAL GROWTH PATTERNS ON MUNICIPAL SUSTAINABILITY - SPECIALIST STUDY FINDINGS & EVIDENCE

The study aimed to assess municipal sustainability with regard to the financial impacts of spatial growth patterns through running the Municipal Services Financial Model (MSFM) for 7 case study municipalities.

The impact of spatial growth patterns was assessed in terms of how it impacts on the net operating account of the municipality (and hence its ability to build up capital reserves or borrow), as well as the overall capital expenditure required over 10 years.

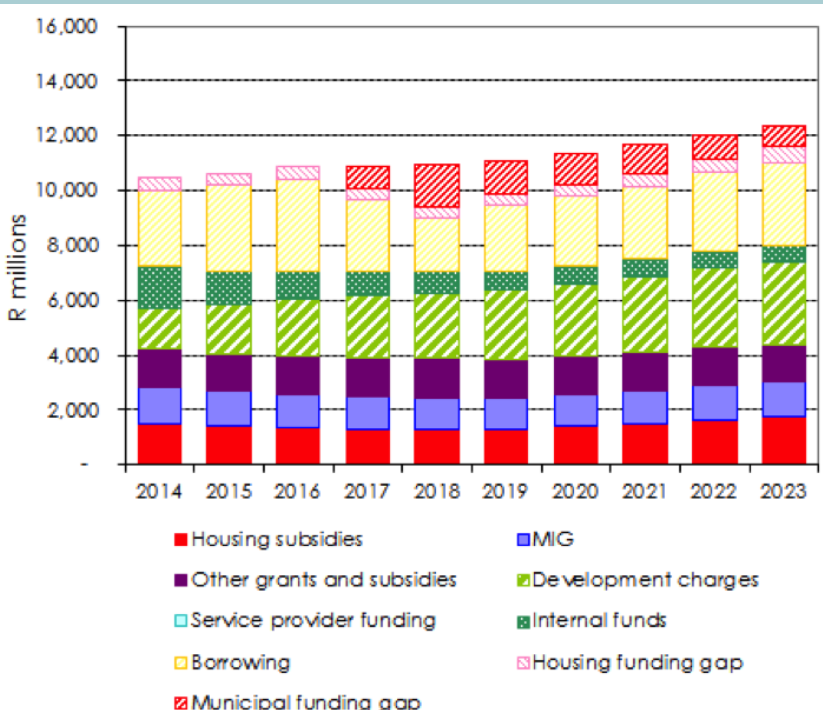
A significant finding is that the operating accounts of all the case study municipalities are extremely vulnerable. Increasing operating costs associated with sprawling spatial growth worsens the negative trend of municipal operating losses. For all municipalities, the theoretical **capital expenditure**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

Existing spatial patterns were calculated to cost approximately **22% more** than a more compact form, which amounts to **R24 billion in additional capital** required over 10 years for the Western Cape. In addition, current spatial patterns will require low income households to pay significantly more for transport than they already do – up to 18% in the case of the City of Cape Town. The increase in transport also results in **33% more carbon emissions** for the province as a whole than for a more compact growth scenario.



CURRENT SOURCES OF CAPITAL FINANCE -
CURRENT GROWTH PATTERNS:

TABLE.7 CAPITAL FUNDING TO SATISFY DEMAND UNDER CURRENT SPATIAL GROWTH PATTERNS



CURRENT SOURCES OF CAPITAL FINANCE -
DENSER GROWTH PATTERNS:

TABLE.8 CAPITAL FUNDING TO SATISFY DEMAND UNDER DENSER SPATIAL GROWTH

2.2. SPATIAL INERTIA

Almost two decades into democracy there has not been a discernible change in the country's spatial patterns, notwithstanding numerous policies and plans advocating spatial transformation. Some of the reasons for the lack of tangible progress in this regard are as follows:

- i. To date spatial transformation has not received explicit attention, until the formulation of the NDP which has elevated it to a national priority.
- ii. Whilst broad spatial transformation objectives have been formulated over the years, these have not been matched by actionable strategies, specific delivery targets and explicit implementation arrangements.
- iii. There is no quick fix to spatial transformation given the durability of the built environment and the time it takes to change land ownership and usage patterns. The NDP recognises that systemic change will take generations to manifest itself on the ground, but points out that decisions taken now will influence whether these changes do or do not come about in future.
- iv. There is no unifying spatial transformation theme linking the various PSOs
- v. Politicians, the private sector and spatial planners have differing agendas and timelines. Political decision making often contradicts stated policies.
- vi. Provincial and local government do not have the management and technical capacity to take the spatial transformation agenda forward.
- vii. Given the complexity and risks of changing

the current spatial paradigm, the default position is to revert to business as usual.

- viii. The current spatial management system incentivises the wrong outcomes (e.g. number of residential units delivered as opposed to progress made in developing sustainable human settlements).
- ix. Built environment initiatives usually take place within specific sectors, spatial transformation requires a shift from operating within 'silos' to a more cross-cutting approach.

2.3. SPATIAL GOALS

To address the spatial challenges identified the PSDF strives to take the Western Cape on a path towards:

- i. greater productivity, competitiveness and opportunities in the provincial space-economy;
- ii. more inclusive development of its urban and rural areas;
- iii. strengthened resilience and sustainability of its natural and built environments; and
- iv. improved effectiveness in the governance of its urban and rural areas.

2.4. THE SPATIAL VISION

The PSDF builds on OneCape 2040's vision of "a highly-skilled, innovation driven, resource efficient, connected, high opportunity and collaborative society". As noted in Chapter 1, for each of these societal attributes aspired to OneCape 2040 identifies thematic 'big step' changes that need to take place.

The spatial expression of these themes is envisaged as follows:

- i. **Educating Cape:** Everyone has access to a good education, and the cities, towns and rural villages are places of innovation and learning.
- ii. **Working Cape:** There are livelihood prospects available to urban and rural residents, and opportunities for them to find employment and develop enterprises in these markets.
- iii. **Green Cape:** All households can access basic services that are delivered resource efficiently, residents use land and finite resources prudently, and safeguard their ecosystems.
- iv. **Connecting Cape:** Urban and rural communities are inclusive, integrated, connected and collaborate.
- v. **Living Cape:** Living and working environments are healthy, safe, enabling and accessible, and all have access to the region's unique lifestyle offering.
- vi. **Leading Cape:** Urban and rural areas are effectively managed

In terms of living the vision, stories and illustrations of what this means in the daily life of Western Cape residents in 2040 are presented in Box 3 & 4. The spatial transitions that need to take place to achieve the vision aspired to are presented in Table 9.

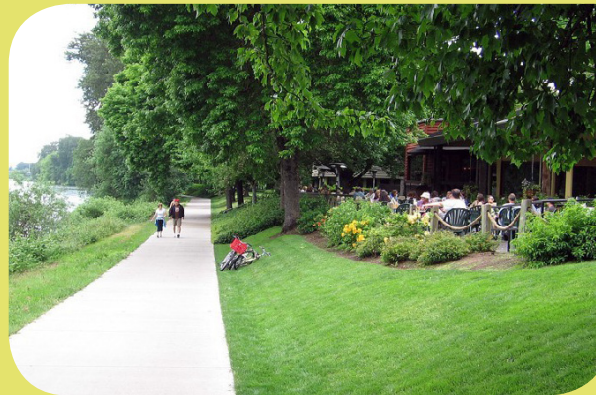
LIVING THE VISION: A DAY IN THE LIFE OF WESTERN CAPE RESIDENTS IN 2040

It's 7am and Abongile's alarm goes off. It still surprises him to see that it is light outside when he wakes up now - remembering what it was like a few years ago when he had to wake up at 4:30am to get to work on time. Now he walks out his front door to the bus stop 2 minutes away where the bus arrives on time to be dropped off at work in less than 20 minutes.



Nomhle rushes the children to finish their breakfast. They still have to brush their teeth and then walk to school. Luckily things have changed since 2013 - where they would have to walk for an hour along a dangerous unpaved road to reach their closest school. But today, from their new home on the 3rd floor of a 4 storey walk-up, they walk together in under 10 minutes to school where she gives them each a kiss on the cheek and continues walking a few blocks on to her new work.

Gadija runs to catch the train, which is just about to leave the station. 7:34am on the dot every day! Today she is a bit late because she stopped to chat her neighbour who was sitting on his stoep overlooking their street. For a moment she reminds herself how - just a few years ago - you never knew when the train was going to come, or if it would. When she



boards the train she breathes a sigh of relief and smiles at the passenger next to her. When Gadija reaches her destination she walks 15 minutes along her favourite street on her way to work - shaded by big oaktrees and lined by small but bustling shops where the bicycle lane next to the pavement shelters her from the cars driving along the road.

Nomhle walks from her children's school where she thinks how nice it is that the children now have somewhere to play before school starts. The new forecourt in front of the school is lined with trees to protect the children from the street. She must remember to go to the community market that is happening there on the weekend.



The walk from Bukela's house to his work on the farm is along the river pathway. In 2015 the path was built and landscaped, starting from the urban river park and running all along the river throughout the region, connecting the surrounding farms through providing safe pedestrian routes, transport stops, cycle lanes and street lighting. Bukela remembers how dirty the river used to be when it was used as a dumping ground and how dangerous it was to walk along the riverbank. Now the beautiful park is used by many people either commuting to work by bicycle or on foot, jogging or just relaxing on the bank enjoying nature. The route has also meant that travelling between town and the farm has become so much more convenient and safe.



BOX.3 A DAY IN THE LIFE OF WESTERN CAPE RESIDENTS IN 2040

During lunchtime, Gadija and her colleague decide to go out for lunch at the central town square. They walk 5 minutes to the high street, popping into the chemist and bank along the way. Once at the square they chose their favourite food from one of the many cafes and enjoy lunch while sitting on the landscaped seating area. The central square is a new addition to their town and is always busy, serving as a safe and vibey space that is becoming the heart of the town.

After work Gadija walks to the local FET College. She has decided to do a business course after hours. Her neighbour recently opened a small shop on the ground floor of her apartment. She now lives above where she works which is so convenient and the shop is doing well. Gadija thinks there is an opportunity for her to do the same, although she hasn't decided what kind of business to open yet. First she



wants to study further to make sure she has explored all her options. The FET College has a lab full of new computers and fast broadband connection, where she loves to spend time on the Internet researching different business ideas and opportunities. Luckily the FET College is close to the train station so she can get home quickly after class. Her son is doing his homework when she gets home, even though it is dark. She remembers a time when they did not have electricity and he would struggle to do his homework by candlelight. Now he is able to study longer and harder and is hoping to become a doctor when he is older.

Nomhle gets home after a long day and realises she has forgotten to buy chicken for dinner. Luckily she can send her husband to down the road to the corner shop to get some. While he is buying the chicken, she goes into the community garden to check on the plants. Her and a few of her neighbours have been growing fruit and vegetables in the garden for a few years now and they are saving so much money. She cannot remember the last time that she bought tomatoes and she is happy that her children are learning about growing their own food.



James stares out his office window to the street below. It still amazes him that in only a few years this street has changed so much. It used to be such a congested and loud street with many cars, taxi's hooting and fumes rising up to his office window. Now he looks down on a very busy but more efficient and compact street lined with coffee shops up to

the edge of the street. The once 4-lane street now has only 2 lanes for cars with much wider sidewalks for bicycle and lanes dedicated to busses and public transport. The reliable bus service has reduced the amount of cars in town and he can now choose if he wants to take the bus, cycle or drive to work.

Koos looks out of the window of the mobile clinic shuttle that is taking him back to the farm. His operation at the new district hospital was a success. While he was at the hospital his son came to visit and told him about his job at the new agri-processing factory in town. He is so happy that the factory has been built as it is providing many new work



opportunities for the youth in his community. Day dreaming, Koos admires the beautiful rural landscape - he can't wait to be back working in his flourishing orchards, breathing in the rural serenity and fresh clean air. He hopes his farming partner was able to arrange with the contractors to repair the irrigation infrastructure for their newly planted apple trees. Since initiating the small-scale farming arrangement with the land owner of the farm that he works on, him and his partner have been growing their own apple trees in a sustainable manner and have even been hosting workshops for local community members and students on sustainable small-scale farming practices. The new farmer's market at the rural services centre square is the ideal location to sell his produce because of all the tourists often visiting the market. Conveniently he can also take care of his post, banking and other administrative duties there at the mobile service facility, with a bus service circulating between all the surrounding farms in the region.

2.5. TOWARDS A NEW APPROACH

Lessons learnt from the UN-Habitat's international experience in supporting governments pursue spatial transformation reveals that:

- i. Without proactive planning and effective governance systems, business as usual prevails and vulnerability to risks increases.

- ii. Spatial planning needs to be linked with transport and infrastructure planning.
- iii. Mixed-use and compact settlements are correlated with:
 - competitiveness (through agglomeration economies);
 - social inclusion;
 - quality of life (i.e. liveability and access to

amenities);

- efficient delivery of affordable services; and
- resilience to environmental hazards and human safety.

The Western Cape's agenda for spatial transformation and improved efficiencies in the use of natural resources are closely linked (i.e. how infrastructure networks are spatially configured (e.g. along corridors) and maintained impacts on the costs and sustainability of service delivery). The paradigm that economic growth implies the on-going depletion of the province's natural capital needs to be broken. This is the key rationale for the province embracing a transition to a Green Economy. The so-called 'decoupling' of economic growth strived for requires reductions/substitutions and/or replacements in the use of limited resources, while avoiding negative environmental impacts.

It is recognised that there are trade-offs to be made in pursuing the province's spatial goals and risks associated with pursuing a spatial transformation agenda (e.g. urban compaction requires more 'brownfields' development where land is expensive, often difficult to procure, and opposition from 'not in my back yard' (NIMBY) factions is likely).

Despite the obstacles and risks faced, spatial transformation is an economic, social and environmental imperative that requires a bold collaborative effort – a transversal (i.e. cross-cutting) and integrated approach at national, provincial and municipal government levels. The PSDF needs to take the lead in putting in place coherent provincial-wide strategies, actions and collaborative arrangements to align public investments in the built environment

PSDF THEME	FROM	TO
RESOURCES	Mainly curative interventions	More preventative interventions
	Resource consumptive living	Sustainable living technologies
	Reactive protection of natural, scenic and agricultural resources	Proactive management of resources as social, economic and environmental assets
SPACE ECONOMY	Fragmented planning and management of economic infrastructure	Spatially aligned infrastructure planning, prioritisation and investment
	Limited economic opportunities	Variety of livelihood & income opportunities
	Unbalanced rural and urban space economies	Balanced urban and rural space economies built around green and information technologies
SETTLEMENT	Suburban approaches to settlement	Urban approaches to settlement
	Emphasis on 'greenfields' dev and low density sprawl	Emphasis on 'brownfields' development
	Low density sprawl	Increased densities in appropriate locations aligned with resources and space economy
	Segregated land use activities	Integration of complementary land uses
	Car dependent neighbourhoods & private mobility focus	Public transport orientation and walkable neighbourhoods
	Poor quality public spaces	High quality public spaces
	Fragmented, isolated and inefficient community facilities	Integrated, clustered and well located community facilities
	Focus on private property rights and developer led growth	Balancing private & public property rights and increased public direction on growth
	Exclusionary land markets and top-down delivery	Inclusionary land markets and partnerships with beneficiaries in delivery
	Limited tenure options and standardised housing types	Diverse tenure options and wider range of housing typologies
	Delivering finished houses through large contracts and public finance and with standard levels of service	Progressive housing improvements and incremental development through public, private and community finance with differentiated levels of service

TABLE.9 SYNOPSIS OF THE KEY TRANSITIONS FOR THE PROVINCIAL SPATIAL FRAMEWORK

(e.g. transport, infrastructure, facilities, etc) towards realising the spatial vision aspired to.

Whilst the PSDF has jurisdiction over provincial departments, it is also mandated to coordinate, align and integrate the spatial plans of national and municipal government – institutions over which it has no direct jurisdiction. Herein lies its major challenge. To address this challenge it needs to present the logic of coherent spatial development, demonstrate the value to be added by applying sound planning principles, and use inter-governmental forums as platforms for pursuing a cooperative spatial governance agenda. In this regard the PSDF cannot dictate to other government spheres, but it has considerable scope to influence spatial investment decisions.

2.6. THE SPATIAL AGENDA

It is evident that the provincial spatial agenda needs to focus on growing the economy, building greater environmental resilience and much better inclusion. To these ends the provincial spatial agenda emerging may be summarised as follows:

1. GROWING THE WESTERN CAPE ECONOMY IN PARTNERSHIP WITH THE PRIVATE SECTOR, NON-GOVERNMENTAL AND COMMUNITY BASED ORGANISATIONS

In the urban space-economy this involves:

- i. Targeting public investment in the main drivers of the provincial economy (i.e. the Cape metro functional region and the emerging nodes of Saldana/Vredenburg and George/Mossel Bay) to attract private investment in these growth nodes. This includes ensuring that population growth pressures in these regional economic centres is accommodated in a

more efficient and equitable spatial form.

- ii. Integrating, aligning, and coordinating public investments and leverage private sector and community investment in the restructuring of dysfunctional human settlements and urban economies throughout the province.
- iii. Supporting municipalities manage urban informality, make urban land markets work for the poor, broaden access to accommodation options, and improve living conditions.
- iv. Embracing an urban rather than suburban approach to settlement which promotes intensity, integration, consolidation and sense of place.
- v. In the rural space-economy the agenda is to give direction and impetus to the slow pace of land reform and rural development, secure the agricultural economy and the vulnerability of farm workers, and diversify rural livelihood and income earning opportunities.

2. USING INFRASTRUCTURE INVESTMENT (NEW REGIONAL ECONOMIC INFRASTRUCTURE, BULK AUGMENTATION/REPLACEMENT ETC) AS PRIMARY LEVER TO BRING ABOUT REQUIRED URBAN AND RURAL SPATIAL TRANSITIONS

This agenda encompasses:

- i. Aligning infrastructure, transport and spatial planning, the prioritisation of investment and on the ground delivery.
- ii. Using public transport and ICT networks to connect markets and communities.
- iii. Transitioning to sustainable technologies, as set out in the WCIF.
- iv. Maintaining existing investments.

3. IMPROVING OVERSIGHT OF THE SUSTAINABLE USE OF THE WESTERN CAPE'S SPATIAL ASSETS

This agenda encompasses:

- i. Safeguarding the biodiversity network and functionality of ecosystem services, a prerequisite for a sustainable future.
- ii. Prudent use of the Western Cape's precious land, water and agricultural resources, all of which underpin the regional economy.
- iii. Safeguarding and celebrating the Western Cape's unique cultural, scenic and coastal resources, on which the tourism economy depends.
- iv. Understanding the spatial implications of known risks (e.g. climate change and its economic impact, sea level rise associated with extreme climatic events) and introducing risk mitigation and/or adaptation measures.

2.7. THE SPATIAL LOGIC

The logic underpinning the proposed spatial agenda is to:

- 1. CAPITALISE** and build on the Western Cape comparative strengths (e.g. gateway status, knowledge economy, lifestyle offering) and leverage the sustainable use of its unique spatial assets.
- 2. CONSOLIDATE** existing and emerging regional economic nodes as they offer the best prospects to generate jobs and stimulate innovation.
- 3. CONNECT** urban and rural markets and consumers, fragmented settlements and critical biodiversity areas (i.e. freight logistics, public transport, broadband, priority climate change ecological corridors, etc)
- 4. CLUSTER** economic infrastructure and facilities along public transport routes (to maximise the coverage of these public investments) and respond to unique regional identities within the Western Cape.

The PSDF's strategy is to accelerate and give momentum to the spatial transformation process by embarking on a series of logical and sequential transitions (i.e. gearing-up, mainstreaming, etc) of the Western Cape's urban and rural areas. The provincial spatial framework for the roll-out of this agenda is presented in the next chapter.

SCALE	DESCRIPTION	PSDF SPATIAL LOGIC			
		1. CAPITALISE	2. CONSOLIDATE	3. CONNECT	4. CLUSTER
REGIONAL GROWTH NODES	<i>Primary urban concentrations and areas of growth - Cape Town region, George region, Saldanha region</i>	Capitalize on provincial assets (Iconic landscapes, rural & coastal lifestyle, knowledge economy, agriculture, events)	Prioritise consolidated investment in economically vibrant areas	Connect regional economic infrastructure (regional transport, freight logistics, energy, broadband)	Align high-level planning & investment prioritisation (BRT Systems, human settlement pilots)
REGIONALISM	<i>Rural regions defined by agricultural and water system, cultural and landscape character, local conditions and function</i>	Celebrate unique regional identities & experiences (Karoo, Winelands, West Coast, Garden Route, Agulhas Plain, Overberg)	Balance development and resource protection through close management of natural, cultural landscape & agricultural assets in relation to growth pressures	Strengthen regional ecological connectivity Build economic linkages regionally between rural and urban areas	Coordinate regional planning based on response to local conditions & function
INTER-SETTLEMENT SYSTEM	<i>Hierarchy and functional linkages between regional centres and smaller surrounding towns</i>	Capitalize on unique cultural landscapes, heritage assets, character areas & typologies	Promote hierarchical social service delivery patterns based on regional role of settlement (regional centres vs small towns)	Focus on sub-regional public transport systems Ensure for connected rural-urban social service systems & networks	Regionally align clustering of primary health, educational & other social facilities
SETTLEMENT FORM & STRUCTURE	<i>Physical and socio-economic manifestation of activity within a town and/or neighbourhood</i>	Capitalize and preserve unique local built form & natural typologies, character & heritage	Promote urban rather than suburban model: avoid further fragmentation of townships. Consolidate social services, mixed uses, density	Focus on creating connections to economic & social opportunity to promote spatial & socio-economic integration	Cluster all social facilities & complementary activities Promote multipurpose & mixed use activity

TABLE.10 THE SPATIAL LOGIC UNDERPINNING THE PSDF PROPOSALS ACCORDING TO SCALE AND THE 4 FOCUS AREAS (4 C'S)

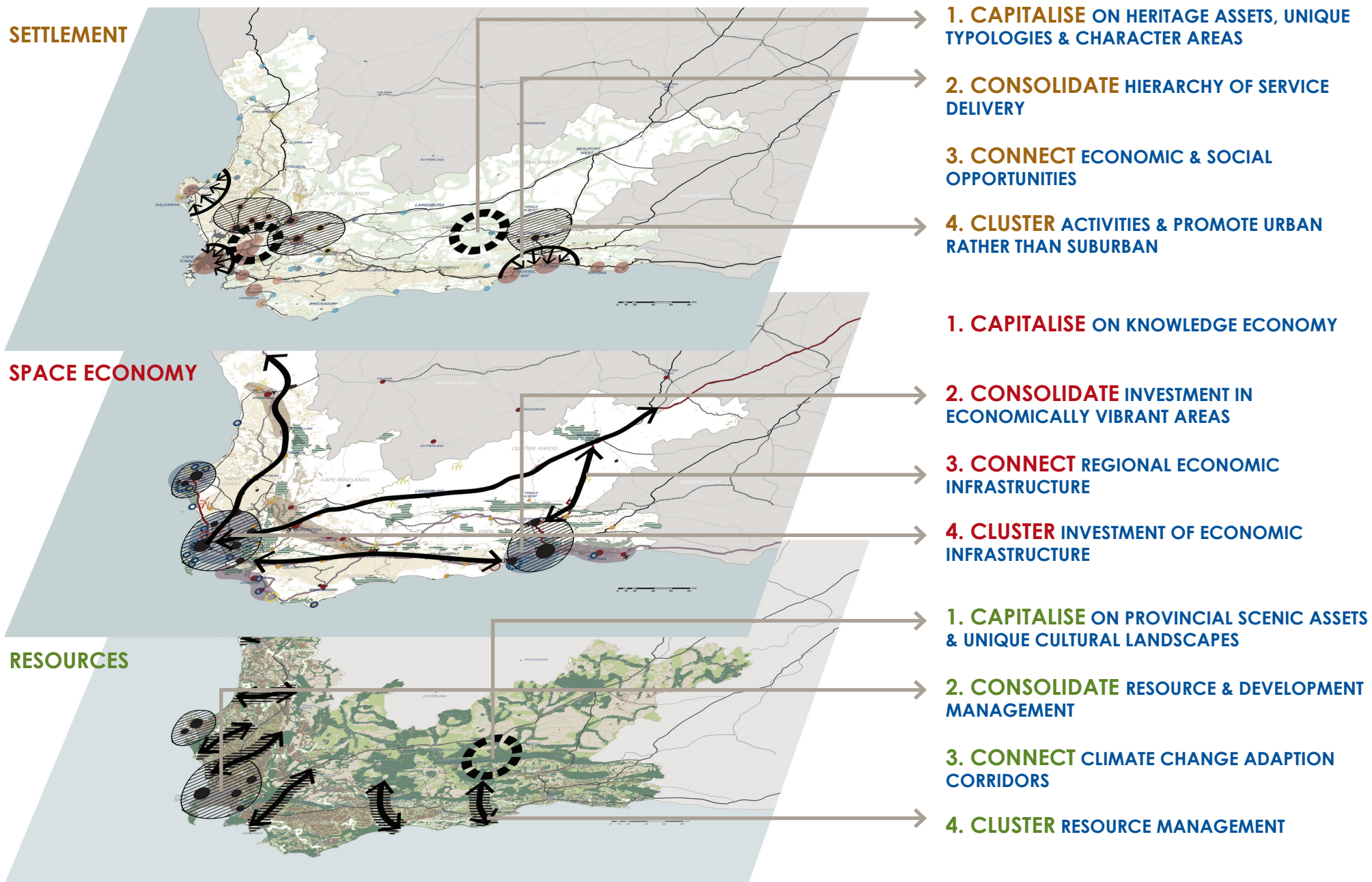


FIG.13 A CONCEPTUAL ILLUSTRATION OF THE SPATIAL TRANSLATION OF THE 4 C'S IN RELATION TO RESOURCES, THE SPACE ECONOMY & SETTLEMENT

3. THE SPATIAL FRAMEWORK

This chapter presents for comment the proposed spatial framework within which the Western Cape's spatial agenda will be rolled-out. This provincial spatial framework deals with four interrelated themes (see Figure 14), namely:

1. introducing a transversal system of spatial governance (3.1),
2. sustainable use of the Western Cape's spatial assets (3.2),
3. opening-up opportunities in the provincial space-economy (3.3), and
4. developing integrated and sustainable human settlements (3.4).

The 1st theme covers key features of the proposed transversal spatial governance system that needs to be introduced. The 2nd theme sets out proposals for managing the building blocks of the provincial space-economy (i.e. the Western Cape's spatial assets/resources), then the space-economy and settlement themes are covered. For themes 3.2 to 3.4 key challenges as distilled from the provincial spatial profile (separately documented in PSDF Annexure 1) and their spatial implications are noted, and a draft strategy and provincial policies are proposed.

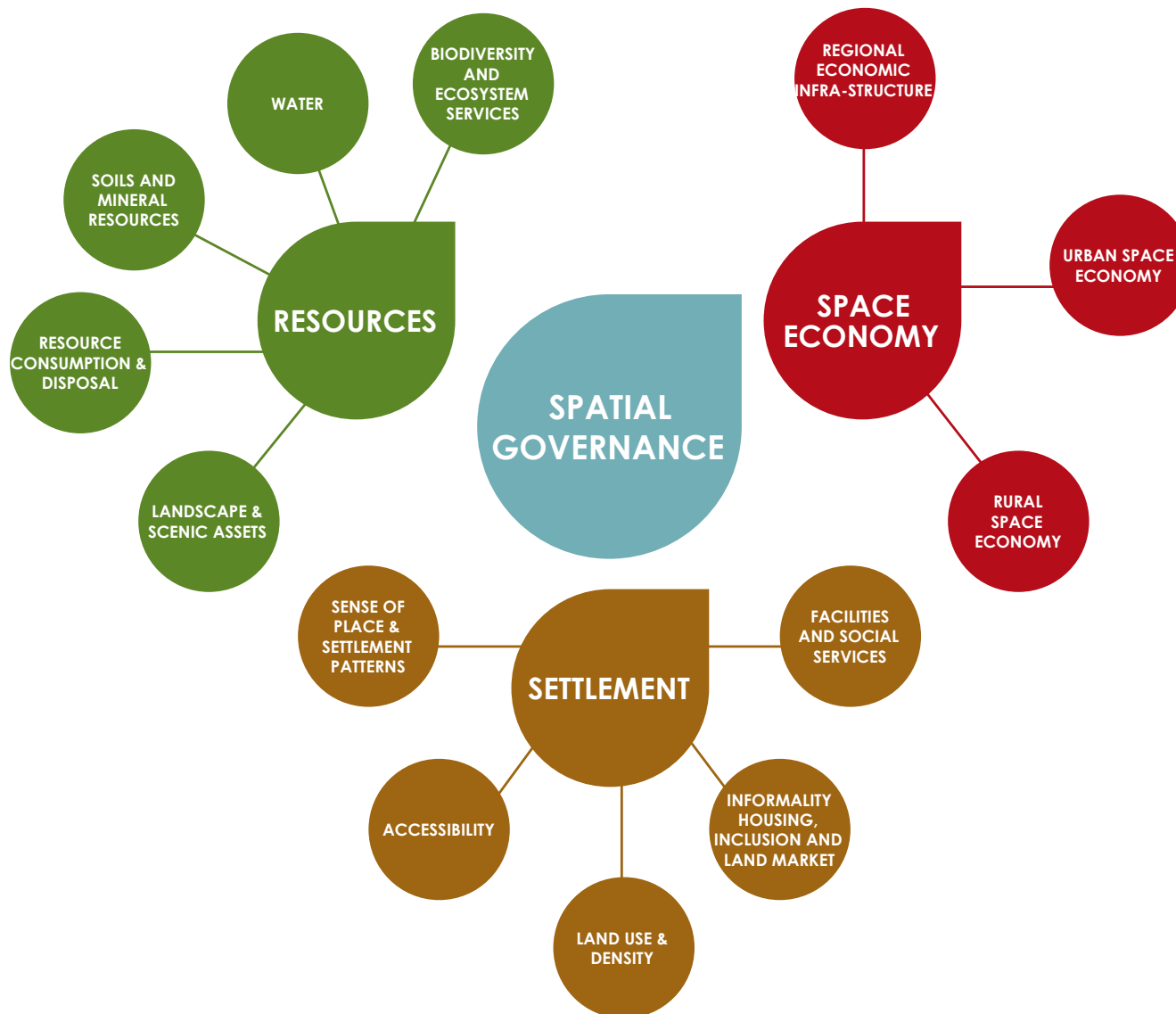


FIG.14 THE 4 SPATIAL THEMES AND THEIR ASSOCIATED ELEMENTS

- STRONG CORRELATION
- CORRELATION

			ECONOMIC OPPORTUNITIES	EDUCATION	ACCESSIBILITY	WELLNESS	SAFETY	LIVABILITY	RESOURCE EFFICIENCY	INCLUSION	SERVICE DELIVERY	RURAL DEVELOPMENT	GOVERNANCE
PROVINCIAL SPATIAL PLANNING THEMES	MANAGING ASSETS, RESOURCES AND RISKS TO BUILD RESILIENCE	BIODIVERSITY AND ECOSYSTEM SERVICES	○			○	○	○	●		○	●	○
		WATER	○			○	○	○	●		○	●	○
		SOILS AND MINERAL RESOURCES	○			○	○	○	●		○	○	○
		RESOURCE CONSUMPTION & DISPOSAL	●			○	○	○	●		○	●	○
		LANDSCAPE AND SCENIC ASSETS	○					○	●	○	○	○	○
	OPENING-UP OPPORTUNITIES IN THE SPACE ECONOMY	PROVINCIAL ECONOMIC INFRASTRUCTURE	●		●	○	○	●	○	●	●	○	○
		RURAL SPACE ECONOMY	●	○		○		●	○			○	○
		URBAN SPACE ECONOMY	●	●	●	●	●	●	○	●	●	○	○
	DEVELOPING INTEGRATED AND SUSTAINABLE SETTLEMENTS	SENSE OF PLACE & SETTLEMENT PATTERNS	●	○	●	○	○	○	○	○	●	○	○
		ACCESSIBILITY	●	○	●	○	○	○	○	○	●	○	○
		LAND USE AND DENSITY	●	○	○	○	○	●	○	○	○		○
		FACILITIES AND SOCIAL SERVICES	●	●	●	●	○	○	●	○	○	○	○
		INFORMALITY, HOUSING DELIVERY, INCLUSION AND URBAN LAND MARKETS	●	○	●	●	○	●		●	○		○

TABLE.11 RELATIONSHIP BETWEEN THE PROVINCIAL STRATEGIC OBJECTIVES AND THE PSDF THEMES EMERGING FROM THE PSDF STATUS QUO ASSESSMENT - TO INFORM POLICY FORMATION

3.1. SPATIAL GOVERNANCE FRAMEWORK

“Achieving the inclusive society envisaged in the Constitution depends on bringing about an efficient developmental state that helps build capabilities throughout the economy and society, while intervening to redress historical inequalities” (extract from Minister of Finance’s Medium Term Budget Policy Statement, 2013).

As pointed out by the Minister of Finance in his budget statement, without a growing economy the society envisaged in the Constitution will remain elusive. It is for this reason that growing the economy is the primary development objective of the Western Cape government, and accordingly spatial governance arrangements need to give effect to this directive.

The NDP acknowledges the country’s weak capabilities for spatial governance, and identifies this to be a result of: Constitutional ambiguities in spatial planning responsibilities; parallel, outdated and sometimes conflicting legislation; and capacity constraints in all three spheres of government. A consequence of weak governance is that the private sector often determines spatial growth patterns, whereas this is government’s responsibility.

The NDP emphasises building capabilities for effective spatial decision-making and implementation, and acknowledges that this will take time. To develop the necessary capabilities the National Planning Commission recommends:

- i. reform of legislation and institutions, so as to provide platforms for integration between spatial planning, transport and infrastructure planning, environmental management, and

finance regimes;

- ii. improved spatial planning coordination (i.e. transversal approach);
- iii. spatial data assembly, analysis and dissemination;
- iv. strengthening planning capabilities within local government;
- v. developing a capability framework for spatial governance with professional bodies, educational institutions and government;
- vi. introducing spatial compacts, from neighbourhood to city level, to build consensus over spatial futures and mediate spatial conflicts; and
- vii. supporting and incentivising active citizenry in spatial development.

Towards delivering on the provincial spatial agenda, the PSDF proposes the introduction of a transversal spatial governance system – both within provincial government and with national and municipal government and SOEs. The envisaged system needs to address the following :

- Reform of provincial spatial legislation and policies in support of delivering on the province’s strategic objectives.
- Institutional arrangements to facilitate transversal planning, budgeting & implementation between the three spheres of government, and within provincial government.
- Introducing provincial ‘land assembly’ capacity.
- Collecting, analysing and disseminating spatial information.
- Municipal planning support.

	Who	What	How
Plan	Province	<ul style="list-style-type: none"> • PSDF • RSDF • Inter-provincial spatial plans 	Transversal spatial plans compiled in terms of SPLUMA & LUPA
Regulate	Province Municipalities	<ul style="list-style-type: none"> • Provincial spatial planning system • Provincial land use management system • Use of provincial spatial assets • Risk mitigation & adaption • Municipal Planning 	LUPA Bylaws & regulations Provincial policies
Support	Municipalities	<ul style="list-style-type: none"> • Urban development • Rural development • Municipal planning • Transversal spatial systems • Spatial information 	Rural development support programme Other municipal support
Monitor	Provincial Departments Municipalities	<ul style="list-style-type: none"> • Spatial transitions • Urban • Rural • Resource use/ substitution/replacement • Spatial alignment • Adherence to national norms & standards 	Indicator based provincial performance management systems Guidelines for municipal performance management system
Align/ Coordinate	Provincial Departments Municipalities	<ul style="list-style-type: none"> • National policies and programmes • Departmental spatial plans & capital investments • Municipal spatial plans & capital investments • Inter provincial spatial initiatives 	Provincial spatial and fiscal framework

TABLE.12 GOVERNANCE FRAMEWORK - KEY ELEMENTS & STAKEHOLDERS

- Monitoring and evaluating provincial and municipal progress in making the required spatial transitions.

Key features of the proposed spatial governance system are highlighted in Table 12 and Figure 16. Whilst it is a sound principle to introduce a new system on the foundations of current arrangements, the formulation of provincial government's new strategic plan in 2014 may lead to the restructuring of current institutional arrangements. Accordingly at this stage only the principles of the required system are recorded below, and not specific responsibilities. Inevitably, however, overall responsibility for introducing a transversal spatial governance system will vest with DEA&DP.

3.1.1. REFORM OF PROVINCIAL LEGISLATION & POLICIES

The objective is to reform provincial spatial planning legislation and policies so that they complement the PSDF and give effect to provincial government's strategic objectives. The recommended approach is to balance regulatory requirements with incentivising the desired spatial outcomes. As part of this agenda the following actions are required:

- Provincial planning legislation needs to be aligned to SPLUMA. Reconciling these and other environmental and planning laws (9 in total) is a complex task.
- Mechanisms need to be provided in provincial planning legislation for the Provincial Minister to further regulate on provincial and regional planning, support, coordination & monitoring functions.
- Promote, as far as possible, uniformity in Municipal Planning Bylaws that encapsulate all legislative requirements and simplify

procedural requirements.

- Promote the development of an effective, transparent and simple (i.e. reduce red tape) municipal land use management system, with attention to incorporating measures to incentivise the desired land use change in strategic locations (e.g. densification and mixed use along public transit routes).
- Intensify provincial planning support to municipalities in applying new planning legislation, executing their Municipal Planning function, and aligning to provincial and regional plans.

3.1.2. TRANSVERSAL ARRANGEMENTS BETWEEN GOVERNMENT SPHERES

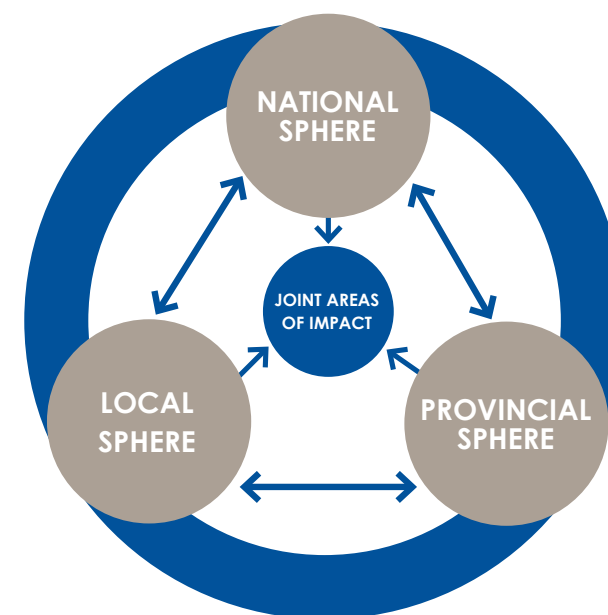
Whilst Provincial Government does not have jurisdiction over all dimensions of spatial development (e.g. water affairs and rural development are national competencies), the PSDF serves as a tool to build a common spatial agenda between the different spheres of government (see Figure 15) as well as state owned enterprises (SOEs). The objective is to facilitate transversal spatial planning, prioritisation, budgeting and integrated delivery between a range of institutions.

Towards diverse stakeholders delivering on their mandates within a common spatial agenda, it is proposed that provincial government give consideration to the use of the following institutional arrangements:

3.1.2.1 IDP INDABAS, IDP ASSESSMENTS, MINMAY TECHS AND LGMTECS

The objective is to use these forums to introduce a spatial logic into IDPs, thereby improving the financial viability of municipalities through

FIG.15 DLG'S COOPERATIVE GOVERNANCE CONCEPT



the adoption of sound planning processes. To this end MSDFs, Human Settlement/Housing Plans and Infrastructure Master Plans need to be consolidated into one spatial plan for the municipal area. Government departments and SOEs should be requested to contextualise their capital programmes in terms of the municipality's spatial agenda. IDP Assessments should be used to monitor the extent of alignment and consistency with the PSDF and MSDf.

3.1.2.2 INTERGOVERNMENTAL RELATIONS FRAMEWORK ACT (ACT 13 OF 2005)

Depending on the context and purpose consideration should be given to using the following forums:

- Premier's Intergovernmental Forum (i.e. strategy and policy setting)

guidance, elevating key issues to Presidents Coordinating Council such as dysfunctional housing delivery mechanisms)

- Provincial intergovernmental forums (i.e. functional area and tactical/ programmatic issues);
- District coordinating forums (i.e. district/ regional issues); and
- Inter-municipality forums (i.e. inter-municipal alignment).

3.1.2.3 ASSIGNING PROVINCIAL PLANNERS TO MUNICIPALITIES ('ADOPT A MUNICIPALITY')

Under-resourced municipalities should be targeted and support given to municipal spatial planning, land use management, integrated development planning, and infrastructure and housing plans. Assistance with monitoring and evaluation functions should also be provided.

3.1.3. TRANSVERSAL ARRANGEMENTS WITHIN PROVINCIAL GOVERNMENT

Inter-departmental coordination is currently managed through the Provincial Transversal Management System (PTMS), which consists of transversal work groups and steering groups for each provincial objective. PTM (Provincial Top Management) will ultimately decide on the optimum structuring of transversal provincial spatial governance arrangements. Whilst it is preferable to build on existing institutional arrangements, the current redrafting of the provincial development strategy may lead to the restructuring of the current PTMS.

The desired outcome is a system for aligning and synchronising each department's land requirements in line with the province's spatial objectives. To this end the following options should be considered:

- PTMS – preferably the spatial agenda should be represented within each provincial strategic objective Steering Group to ensure programmatic and project alignment with the PSDF.
- MTech – bilateral discussions between provincial departments and provincial Treasury could be used to test policy,

programme and project alignment.

- CFO Forum –could possibly be used to monitor expenditure and performance alignment to the PSDF and MSDF.
- Planner assignment to provincial departments – to introduce the spatial agenda into the department's strategic plans, provide specialist spatial planning input to programmes and projects, and to assist with monitoring.

3.1.4. LAND ASSEMBLY

To transition towards more compact and integrated human settlements, greater emphasis needs to be given to 'brownfields' development that incorporates gap and subsidy housing on well located land (e.g. along public transport routes or in proximity to economic nodes). To date it has proved difficult to secure such land, leading to a perpetuation of peripheral urban development that marginalises lower income households from accessing the benefits of urban living.

To address this fundamental impediment to urban restructuring the capacity needs to be built within government for 'land assembly' (i.e. undertaking land audits to identify suitable land; securing land use rights and packaging land parcels for development; allocating and releasing land; negotiating public-private implementation arrangements; etc). Whilst the initial priority should be securing vacant and underutilised state land, attention should also be given to the acquisition of strategically located private land, and/or entering into joint ventures.

Options for taking the land assembly agenda forward include the mandated Housing Development Agency (HDA) or alternatively

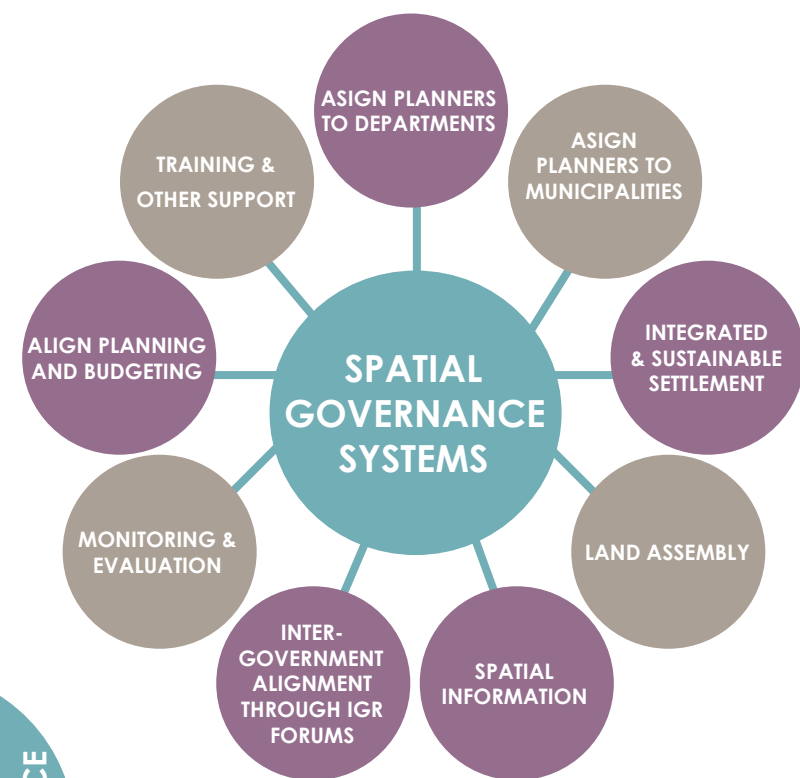


FIG.16 THE ELEMENTS REQUIRED FOR ACHIEVING A TRANSVERSAL SPATIAL GOVERNANCE SYSTEM

building this capacity within provincial government. Initially a new committee / forum could be formed (i.e. Land Assembly Steering Committee), with presentation of relevant departments - DEADP, DTPW, DHS, Health and WCED. There needs to be a linkage between this proposed structure and the Provincial Property Management and Disposal components in DPW. A range of built environment expertise is needed to assemble land, suggesting the possible requirement for a special purpose vehicle and input from the private sector. The current provincial government/City of Cape Town land assembly pilot programme should provide valuable lessons on how best to take the land assembly agenda forward.

3.1.5. MUNICIPAL PLANNING SUPPORT FRAMEWORK

Possible activities that can be utilised to strengthen province's current Municipal Support initiatives include:

- i. On-going training of municipal officials and councillors in Municipal Planning
- ii. Assignment of provincial planners to municipalities (see 3.1.2.3)
- iii. Municipal Readiness programme roll-out

3.1.6. SPATIAL INTELLIGENCE

The spatial data base compiled as part of the PSDF (also referred to as the Provincial Spatial Plan - PSP) should be implemented as a GIS web-based tool, and the data should be updated on a regular basis. The GIS web toolkit will assist with the usage of this tool. It is crucial for the Growth Potential Study (GPS) outcomes to form part of the PSP and that it should also

be updated regularly. A linkage between this and PERO and MERO could be created and used as a tool for aligning budgeting and planning.

The PSDF proposes that the GPS be expanded to become an integrated and regularly updated town and settlement information system which will track growth (and the type of growth) regularly. This information base will guide and inform sectoral project planning and responses. It will also contain a mechanism to more accurately project growth of each town in terms of physical quantities as these are essential for infrastructure and facilities planning. This system will therefore inform both sector planning at provincial level but also at local municipal level. The system will be used in conjunction with provincial standards/parameters for facilities as developed and updated by DEA&DP.

By its very nature a transversal spatial governance system is dependant on the availability of spatial information to inform decision making. The more accessible, accurate and up to date the spatial data informing the system is the more responsive and relevant the system becomes. In order to meet the system's requirements it is necessary to the structure spatial data on technical and organisational levels. In this regard the complete centralisation of the data management function on an organisation level is impractical.

In contrast the principles of data custodianship by an authoritative source could provide a workable alternative. This involves a centralised or "Coordinating Custodian" which provides the meta-framework within which various data custodians manage their data. Amongst others, the focus of the Coordinating Custodian would be to support and strengthen the ability of the

various data custodians to manage the data for which they are responsible.

Within the framework of a transversal spatial governance system the Coordinating Custodian will focus on the overall integration and analysis of the datasets generated by the respective custodians in order to satisfy the decision making requirements of the system. The focus of the Coordinating Custodian is therefore not just the management and structuring of data for data's sake, but rather to generate information from the data (generated by the Data Custodians) which need to feed into the system.

In this regard the information input requirements of the system (i.e. to make decisions) should be the departure point - what are the key questions which the system needs answered and what data / information is required to answer these questions?

3.1.7. MONITORING FRAMEWORK

Towards the introduction of a planning performance, monitoring and evaluation system, a set of SMART indicators need to be developed and applied. These should measure progress on delivering on the provincial spatial agenda - both its spatial transformation and transversal governance components. In this regard the suitability of using the spatial indicators that National Treasury is currently piloting as part of the City Support Programme should be investigated.

3.2. SUSTAINABLE USE OF PROVINCIAL ASSETS

3.2.1. OVERVIEW

The Western Cape economy is based on its unique assets. These include farming resources that make it the country's leading exporter of agricultural commodities and whose value chains (e.g. agri-processing) underpin the province's industrial sector; and its natural capital (i.e. biological diversity) and varied scenic and cultural resources which are the attraction that makes the Western Cape the country's premier tourism destination. Collectively these assets provide a unique lifestyle offering which contribute to the relative strength of the province's tertiary sector and its comparative advantage as a so-called knowledge economy. Not only is the provincial economy dependent on these assets, but they also underpin livelihoods and set the parameters for the development and ultimate well-being of all residents.

The significance of the aforementioned provincial asset base stems from the fact that it:

- is the origin of life-supporting eco-system services (e.g. clean air and water);
- underpins the provincial economy, particularly agriculture which provides food security, sustains rural livelihoods and draws income into the province and tourism;
- makes up globally significant and diverse habitats of rare and endangered biodiversity;
- makes the Western Cape a world class tourism destination, given the attraction and authenticity of rural landscapes of scenic, cultural and natural splendour; and

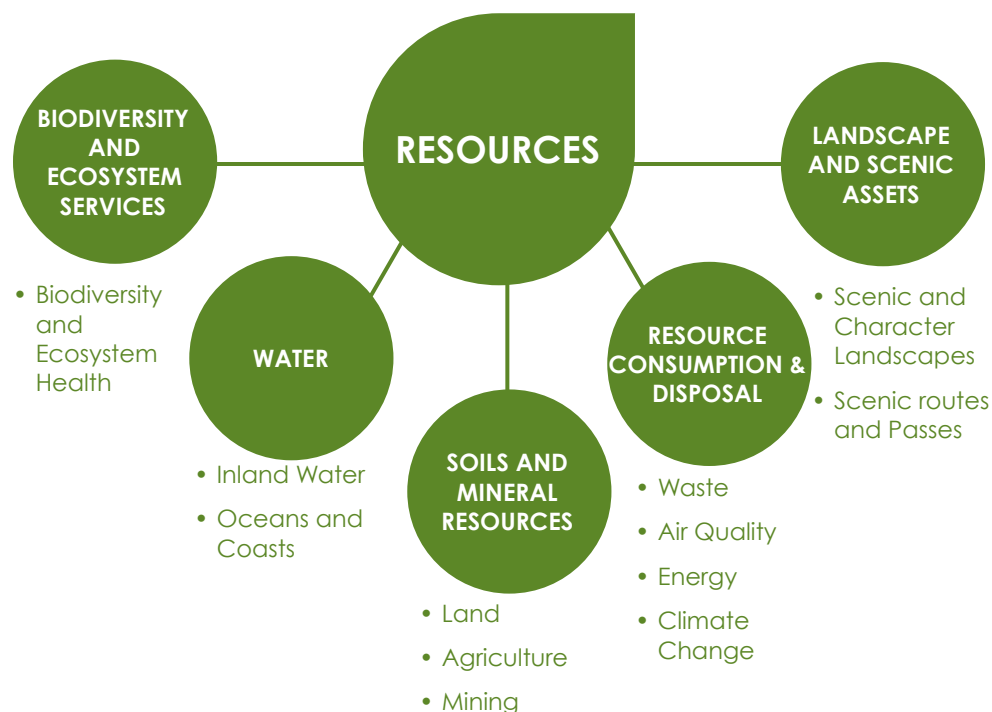


FIG.17 MIND MAP OF ASSETS, RESOURCES AND RISKS THEME

- provides the location of diverse outdoor recreational and leisure activities for residents of and visitors to the Western Cape.

As part of its Provincial Planning mandate and in line with the priority it has given to economic growth, the Western Cape Government is responsible for ensuring that these assets are used sustainably. It also needs to safeguard against risks to assets of provincial and regional significance, 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 of the rural areas of the Province.

This section sets out a proposed agenda for the sustainable use of the Western Cape's resource base presented in terms of the following themes (see Figure 17): biodiversity and ecosystem services; inland water, oceans and coasts; soils, agricultural and mineral resources; resource consumption and disposal; and landscape and scenic assets

3.2.2. RESOURCES MANAGEMENT KEY LICY DIRECTIVES AND OBJECTIVES

The following 2009 PSDF primary objectives commit the Province to safeguarding these assets:

- i. Protect biodiversity and agricultural resources.
- ii. Minimise the consumption of scarce environmental resources, particularly water, fuel, building materials, electricity and land – in the latter case especially pristine and other rural land, which is the Western Cape's 'goldmine-above-the-ground'.
- iii. Conserve and strengthen the sense of place of important natural, cultural and productive landscapes, artefacts and buildings.

The Western Cape's 2011 Provincial Strategic Plan reconfirmed these objectives and placed the proactive management of current and looming risks (e.g. climate change) onto the agenda.

3.2.2.1 SYNTHESIS OF PROVINCIAL RESOURCES MANAGEMENT CHALLENGES

Apartheid introduced resource consumptive working and living patterns, and these endure almost two decades into the democratic era. Access to environmental assets remains unequal. The province is water stressed from quality and quantity perspectives, with very limited scope to augment existing reserves. Agriculture and human settlement have transformed most of the lowlands, with the result that remnant natural habitats are highly endangered. The challenge is to consolidate remaining critical biodiversity areas and secure lowland – upland ecological corridors to mitigate against climate change risks. The province's unique scenic and cultural landscapes, which underpin the tourism economy, are being eroded and fragmented from inappropriate development. Many informal settlements are located on ecologically sensitive areas (e.g. flood plains) which compromises the health of residents and impacts negatively on the environment. Emerging global environmental challenges and trends such as water deficits, climate change, and food insecurity pose major risks for the future.

3.2.3. BIODIVERSITY AND ECOSYSTEM SERVICES

3.2.3.1 KEY CHALLENGES

- i. Land transformation (i.e. conversion from natural to manmade landscapes), is the primary cause of biodiversity loss and deteriorating eco-systems health. The main threat is in the lowlands, particularly in areas intensively cultivated and subject to urban growth pressures (i.e. Cape Winelands District and Cape Town Metro). Cape Nature are currently auditing the loss of critical biodiversity areas (CBAs) across the province, and will be compiling a new province-wide CBA map (see Annexure 1 for the current CBA map).
- ii. Climate change is predicted to be a major long-term threat to biodiversity, as it is likely to cause a shift in species distribution. The Succulent Karoo biome is most at threat.
- iii. Over abstraction and modification of natural watercourses is altering flow regimes, which impacts on species migration and breeding, aquatic habitats, food resources, and wetland ecosystems.
- iv. There has been an increased frequency and shifts in the fire season, which impacts negatively on biodiversity.
- v. If biodiversity threats are not reduced some ecosystems could

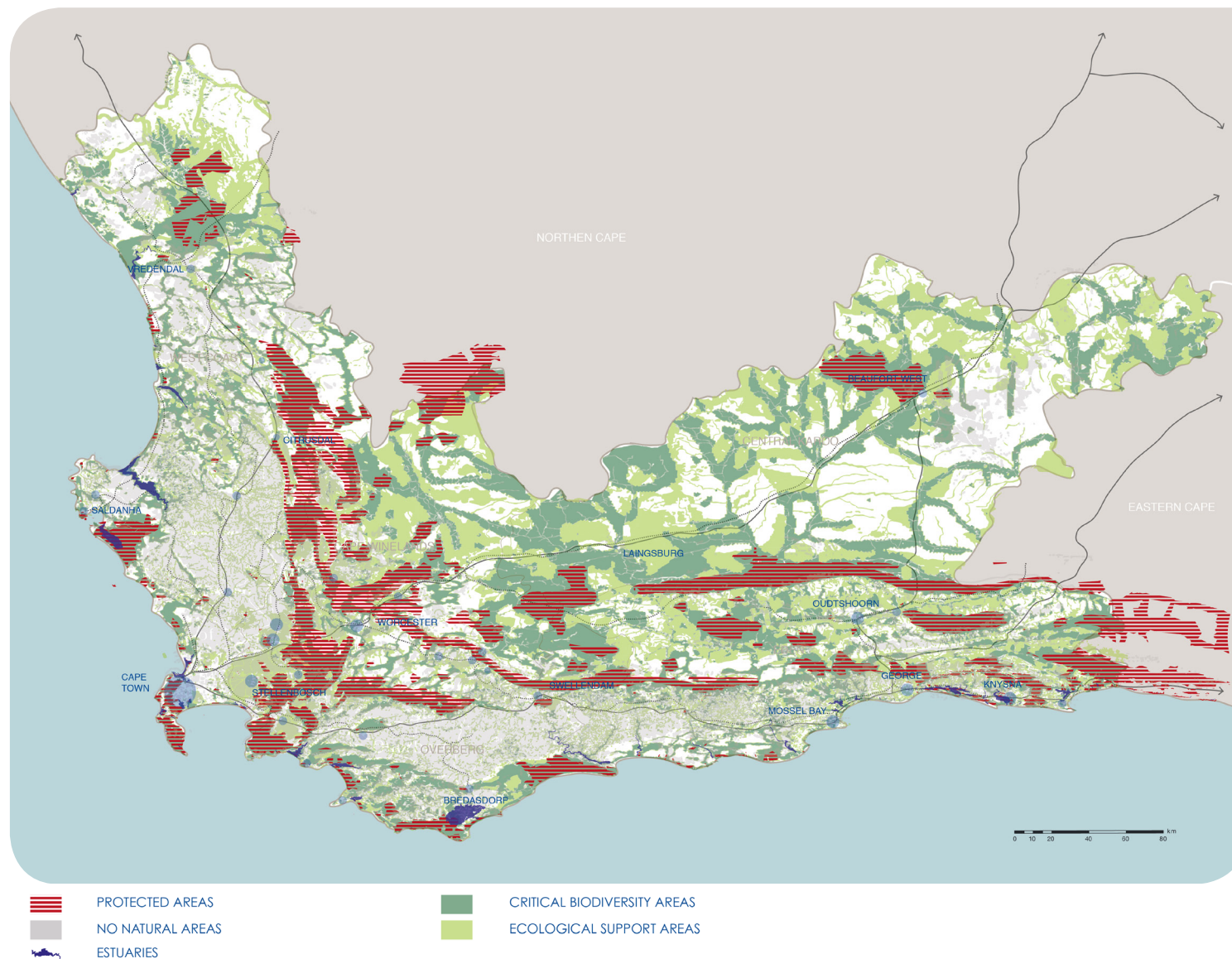


FIG.18 WESTERN CAPE PROVINCE - BIODIVERSITY AND ECOSYSTEMS

collapse, requiring expensive intervention to maintain or replace them.

3.2.3.2 SPATIAL IMPLICATIONS

- i. The Western Cape's biological diversity underpins livelihoods, the province's economy and the provision of ecosystem services (e.g. water purification, crop pollination).
- ii. Spatial continuity and connectivity of the Western Cape's biodiversity network will strengthen its resilience. The Table Mountain Fund have sponsored the delineation of draft priority climate change adaption corridors (see Figure 19), which link lowlands and uplands, focusing on climate refuges which are more resilient or provide linkages (e.g. along rivers, south-facing slopes, south-facing coastal areas and kloofs).
- iii. Towards securing fragmented natural habitats, there is also a need to prevent further intrusion of agricultural activity or urban expansion into key Critical Biodiversity Areas and ecological support areas. The lowlands are most at threat given a concentration of competing agricultural and settlement development pressures here.

3.2.3.3 PROVINCIAL SPATIAL POLICIES

POLICY R1: PROTECT BIODIVERSITY & ECOSYSTEM SERVICES

1. The Western Cape's CBA mapping, which CapeNature are currently updating and refining, together with the draft priority climate change adaption corridors delineates the spatial extent of the Western Cape's biodiversity network that must inform spatial planning and land use management decisions throughout the province.
2. Using the latest available CBA mapping as a primary informant, regional, district and municipal SDFs must delineate Spatial Planning Categories (SPCs) that reflect suitable land use activities in the different CBA classifications. To inform the delineation of SPCs and the interpretation of the nature, scale and form of land uses that are suitable in each SPC, the 2009 PSDF's draft Western Cape Rural Land Use Planning and Management Guidelines must be updated to incorporate new CBA and climate change corridor information.
3. To complement CapeNature's protected area expansion strategy and Stewardship programme, SDFs should highlight priority areas outside the protected area network that are critical for the achievement of the province's conservation targets. SDFs need to develop strategies and policies for securing these areas, inclusive of incentivising private landowners to contribute to the Western Cape's biodiversity network. Similarly municipal zoning schemes should incorporate measures to secure the priority biodiversity network (e.g. delineation of CBA overlay zones, development bonuses). The to be updated provincial Rural Land Use Planning and Management Guidelines need to provide specific options for implementing this policy.

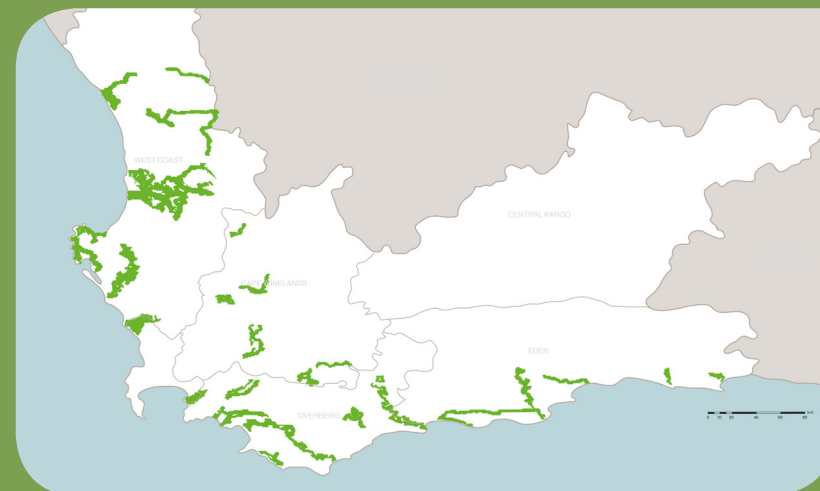


FIG.19 THE LOCATION OF CAPENATURE'S DRAFT IDENTIFIED PRIORITY CLIMATE CHANGE ADAPTION CORRIDORS

3.2.4. WATER

3.2.4.1 KEY CHALLENGES

3.2.4.1.1 INLAND WATER

Water will be the key determinant of future Provincial economic growth and development. Key agricultural water users are located in the Breede agricultural valley areas and Oliphants - Doorn agricultural corridor. Key industrial water users are located in the Cape metro, greater Saldanha and Southern Cape regions. Key urban and industrial water users are located in the Cape Town functional region.

Competition for water derived from the Berg River WMA exists between the Cape Town and Saldanha functional regions. There is a present and growing competing tension between the agricultural and industrial sectors and settlements in accessing water, and therefore water demand management efficiency measures must be put in place in these strategic water use sectors.

There is a strong need for the aggressive protection and rehabilitation of river systems and ground water recharge zones, particularly in those areas where there is intensive land use (such as agricultural activity or settlement area). Water-wise settlement making (such as appropriate sanitation systems, localised water storage systems and grey water systems) must

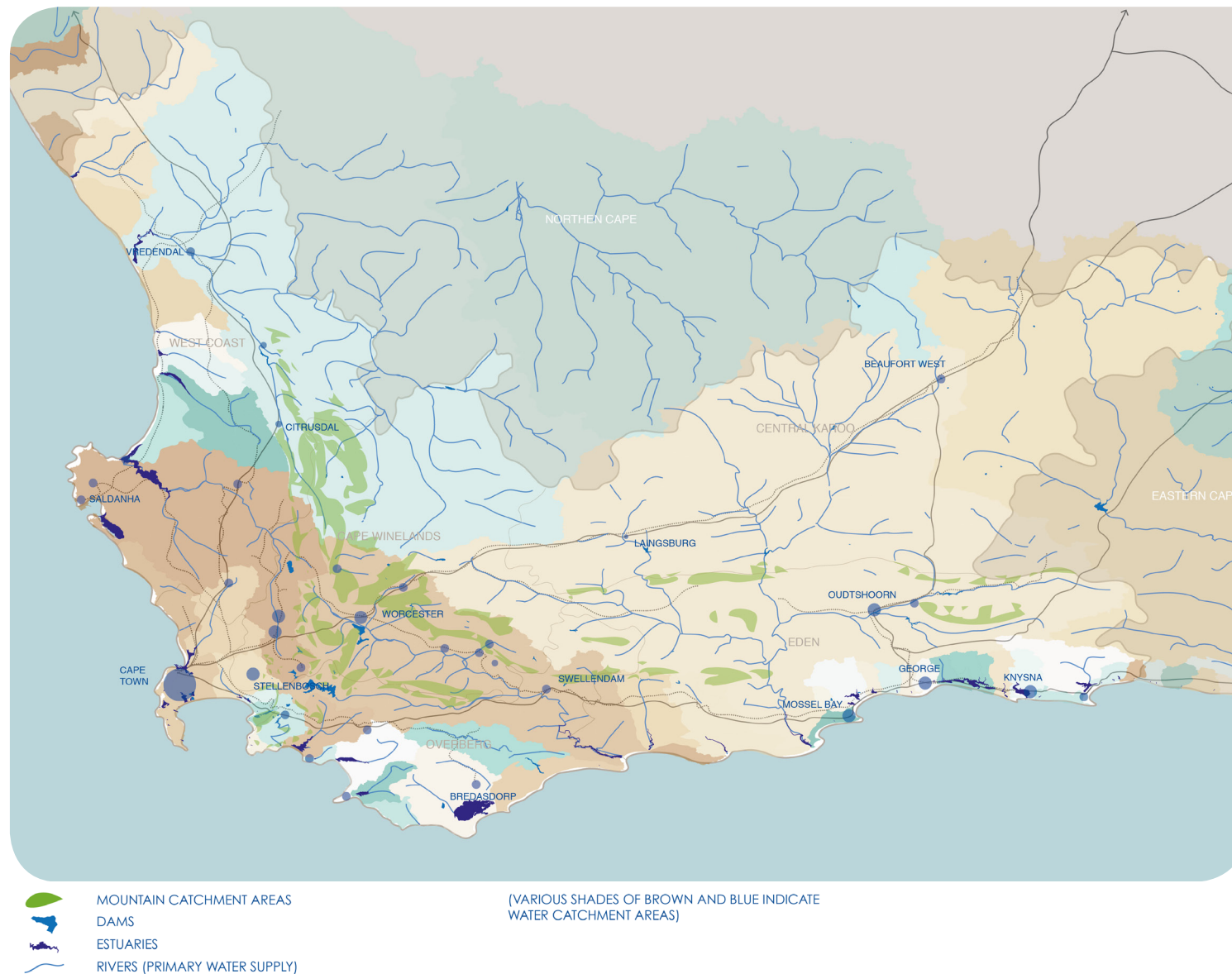


FIG.20 WESTERN CAPE PROVINCE - INLAND WATER SYSTEMS

be mainstreamed in all settlements of the Province, particularly the high growth potential and water-scarce settlements of the Province.

3.2.4.1.2 OCEANS AND COASTS

The province's coastal assets include fisheries resources, kelp, penguin and seal colonies, fynbos and indigenous coastal forests – all of which underpin livelihoods and the fishing and tourism industries. Other coastal economic activities include shipping, nature and heritage based tourism, commerce, manufacturing and agriculture. The coast's rich marine biodiversity is mainly ascribed to the conjunction of the warm Agulhas and cold Benguela currents, resulting in the upwelling of nutrients.

Figure 21 illustrates the marine protected areas, continental shelf and various endangered offshore habitats of the Western Cape coastal zone. Coastal water quality, based on monitoring at Blue Flag Beaches, shows an acceptable state and is improving. Estuaries are generally in poor health, highly modified and under threat. Conservation of the coastal zone is improving with 8 Marine Protected Areas (MPAs), but their management effectiveness varies.

Marine ecosystems are under threat with West Coast nearshore, Eden & Overberg offshore and the

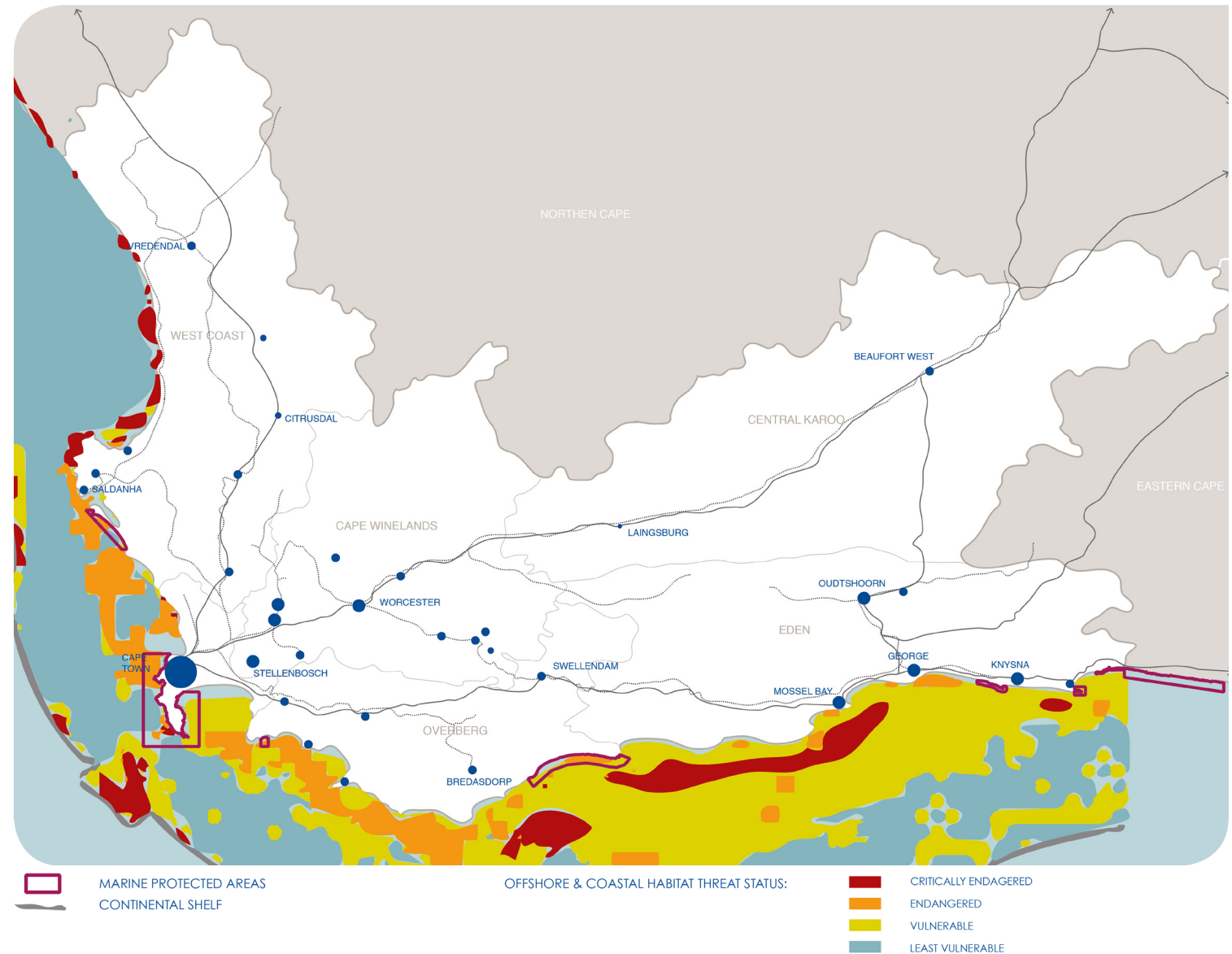


FIG.21 WESTERN CAPE PROVINCE - OCEANS AND COASTS STATUS

Continental shelf edge critically endangered habitats, and Langebaan and Cape Agulhas are endangered habitats. Transformation of the coastline is of particular concern given the loss of 14% of threatened ecosystems between 2001 and 2009. This is mostly a result of human activity.

As the coastal zone is a desirable location for human settlement, diverse economic activities, harvesting of natural resources, and recreation, it is subject to increasing pressures. Impacts arising from these pressures include: reduced productivity of coastal ecosystems, which compromises its economic value; and disrupted coastal dynamics which increases environmental risks (e.g. mobile sand dunes) and decreases the ecosystem's resilience.

Sea level rise, and its interaction with increasing storm frequencies, intensities, and wind velocities, presents a significant challenge in the years ahead. There is a growing space extensive and unsustainable development pressure on the estuaries and coastal areas of the Province which is negatively impacting both on the ecological integrity, landscape quality and tourism value of the coast, as well as limiting public access to this resource. Climate change will result in an increased vulnerability to sea level rise.



FIG.22 CAPE TIMES ARTICLE (MAY 2013)

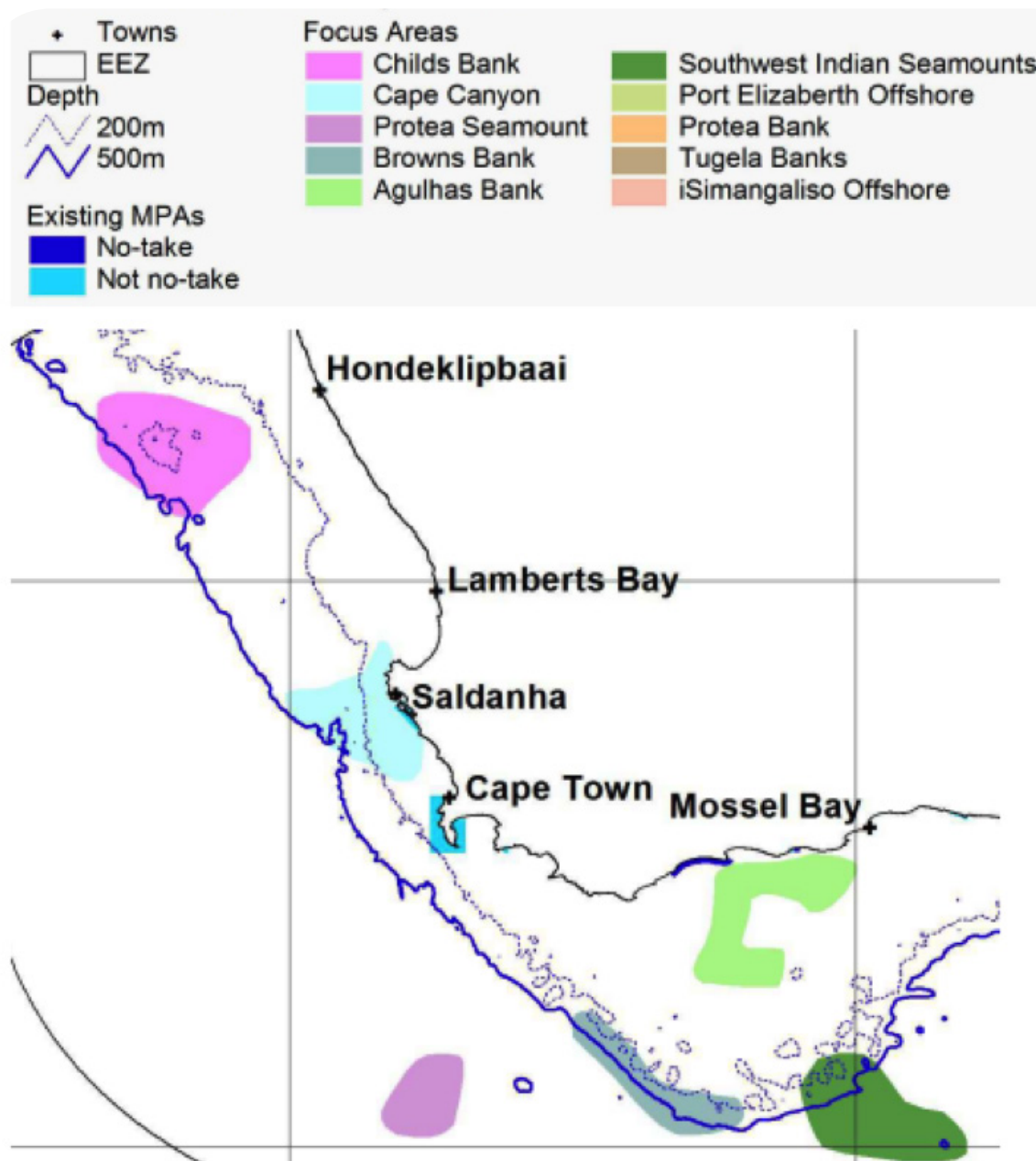


FIG.23 PROPOSED FOCUS AREAS FOR OFFSHORE PROTECTION AS PER SOE REPORT 2013 (ADAPTED FROM SINK ET AL. 2012)

3.2.4.2 PROVINCIAL SPATIAL POLICIES

POLICY R2: MANAGE, REPAIR & OPTIMISE PROVINCIAL WATER RESOURCES

INLAND WATER

1. Given current water deficits, which will be accentuated by climate change, mainstream a 'water wise' planning and design approach in the W Cape's built environment.
2. Rehabilitation of degraded water systems is a complex inter-disciplinary intervention requiring built environment upgrading (i.e. infrastructure and the built fabric), improved farming practises, as well as the involvement of diverse stakeholders. Towards implementing a province-wide water systems rehabilitation programme, record lessons learnt from the Berg River Water Improvement Plan and share this information to demonstrate how complex remedial actions are and the importance of preventative measures.
3. Introduce and retrofit appropriate levels of water and sanitation systems technologies in informal settlements and formal neighbourhoods with backyard shacks as a priority.
4. An overarching approach to water demand management to be adopted – firstly efficiencies must be maximised, storage capacity sustainably optimised and ground water extraction sustainably optimised, with the last resort option of desalination being explored, if necessary.
5. Protection and rehabilitation of river systems and high yielding groundwater recharge areas, particularly in areas of intensive land use (i.e. agricultural use, industry, mining and settlement interactions).
6. Regional Plans to be developed for Water Management Areas to ensure clear linkages and interdependencies between the natural resource base (including water resources) and the socio-economic development of the region are understood and addressed.
7. Agricultural water demand management programmes to be developed with an emphasis on Breede Valley and Oliphants/ Doorns agricultural areas.
8. Industrial water demand management programmes to be developed with an emphasis on Saldanha, Southern Cape and Cape Town functional regions.
9. Settlement water demand management programmes to be developed with an emphasis on the Cape Town functional region.
10. Government facilities (inclusive of education, health and public works facilities) to lead in implementing effective and efficient water demand management programmes.
11. Continue with programmes (such as Working for Water) which reduce the presence of alien vegetation along river systems.

OCEANS & COASTS

12. Delineate and promulgate appropriate coastal development set-back lines to mitigate against impacts and reduce risks. The W Cape government and City of Cape Town have made progress in assessing areas at risk and delineating set-back lines.
13. For the Western Cape's vulnerable and degraded estuaries, compile and implement management plans as a basis for reconciling ecological, social and economic interests. Whilst there has been progress on this front, currently only 30% of estuaries are being addressed.
14. As most productive offshore habitats that support marine biodiversity are not formally protected, extend the current MPA network on the basis of the strategic geographic priority areas that have been identified.
15. Development along the coast, lakes and dams should be encouraged adjacent to existing settlements, in a highly contained manner with a limited footprint that ensures the maintenance of ecological integrity, tourism potential and landscape character. Public access to the coast must be ensured at all times.
16. The necessary buffers and setbacks must be adhered to in all development along the coast and river systems.

3.2.5. SOILS AND MINERAL RESOURCES

3.2.5.1 KEY CHALLENGES

Safeguarding the province's agricultural and mineral resources, and productively using them without compromising biodiversity, heritage and scenic resources, emerges as a key management challenge. Other challenges include:

- i. Extent of transformation of the natural landscape, especially peripheral to urban areas, and its threat to ecosystem services.
- ii. Limited suitable land available for extension of the agricultural footprint.
- iii. Inadequate safeguarding of the province's mineral and agricultural assets, and limited processing and beneficiation of agricultural and mineral products.
- iv. Conflicting land development and scarce water utilisation pressures.

3.2.5.2 SPATIAL IMPLICATIONS

The PSDF strives to promote sustainable farming and mining practises (i.e. activities that generate positive socio-economic returns, and do not significantly compromise the environment). A prerequisite for sustainable farming and mining is coherent land use planning and environmental management systems that are aligned with provincial strategic objectives.

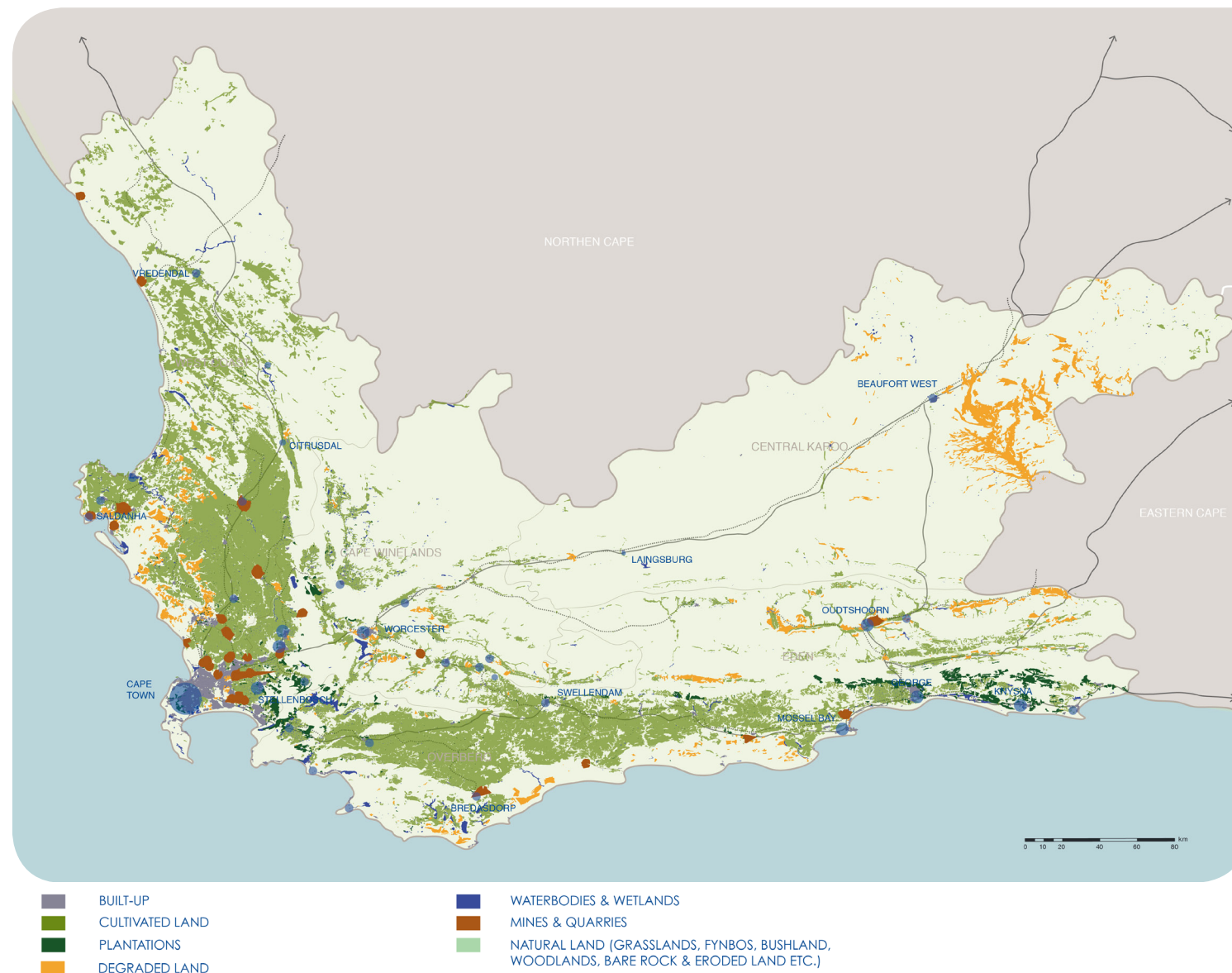


FIG.24 WESTERN CAPE PROVINCE - LAND ASSETS & AGRICULTURAL AND MINERAL RESOURCES

Current initiatives to address the challenges are: the provincial Land Care programme which strives to safeguard the Western Cape's unique agricultural and mineral resources – assets which underpin the value of its land and the rural economy; and the national Land Reform programme which open up opportunities for communities, enterprises and households to access and beneficially use land and natural resources.

3.2.5.3 PROVINCIAL SPATIAL POLICIES

POLICY R3: MANAGE, PROTECT & SUSTAINABLY USE PROVINCIAL AGRICULTURAL & MINERAL RESOURCES

1. Reconcile conflicting land development pressures through proactive spatial planning and a land use management system that opens up opportunities for improved livelihoods and jobs. Unique and high potential agricultural land (as currently being mapped by the provincial Department of Agriculture) should not be alienated.
2. Promote and drive agri-tourism and agri-processing / value addition to increase the export value of agricultural goods in the agricultural areas of the Western Cape.
3. Promote on-farm diversification to renewable energy, where it is feasible, appropriate and allowable from a landscape and heritage character protection perspective.
4. As water is a significant constrainer to agricultural production, improve agricultural production in water-scarce areas of the Province by farming appropriate crops and applying water-wise farming methods.

LANDCARE PROGRAMME - NATIONAL DEPARTMENT OF AGRICULTURE

The LandCare Programme is a community-based and government-supported approach to the sustainable management and use of agricultural natural resources.

The LandCare Programme's vision is one of communities and individuals leading the adoption of an ecologically sustainable approach to the management of South Africa's environmental and natural resources, while improving their quality of life. It implies that cultivation, livestock grazing and the harvesting of natural resources should be managed in such a manner that no further degradation (such as nutrient loss, soil erosion, loss of components of the vegetation and increased run-off) occurs.

In order to achieve this, the National Department of Agriculture gives support for natural resource management through the National LandCare Programme. Through this programme community groups are encouraged to responsibly manage and conserve the land, vegetation, water and biological diversity in their local area. Furthermore, the Department seeks to promote its National policy on Agricultural Land and Resource Management among all spheres of government and other stakeholders by implementing this Programme.

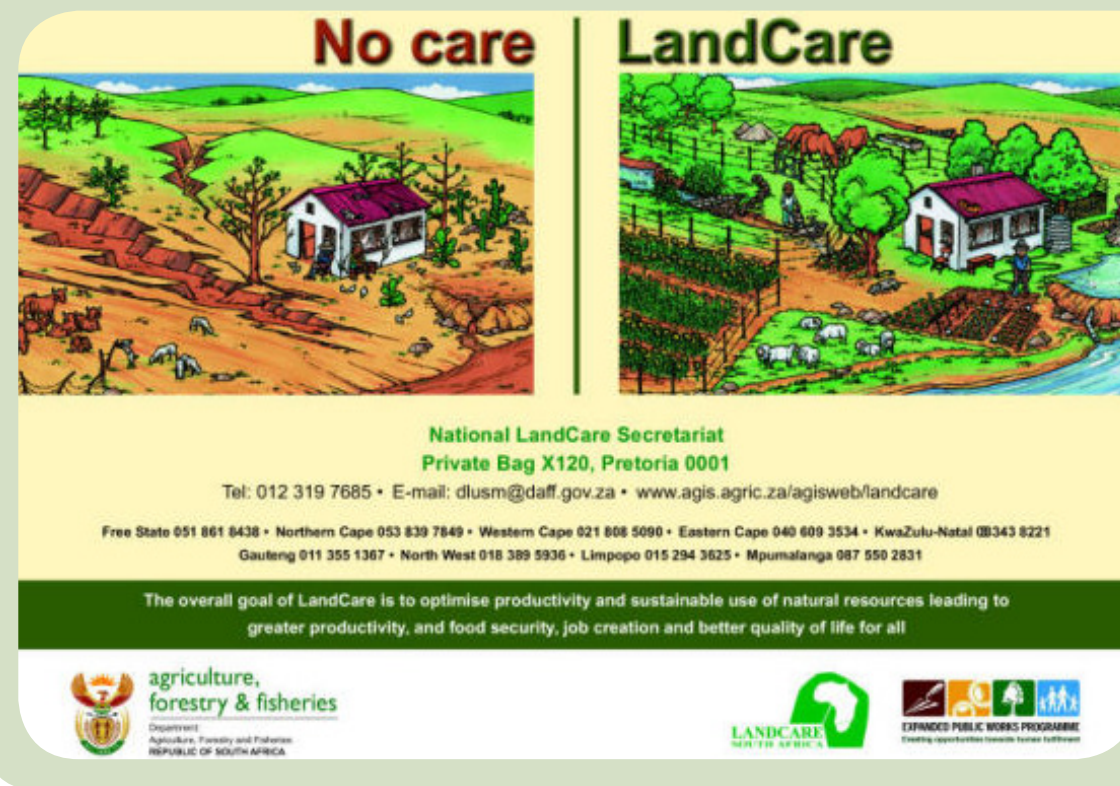
The LandCare Programme continues to perform a significant role in reversing soil and land degradation through support provided to community initiatives. This programme contributes significantly to green job creation, poverty eradication, food security and a better life for all.

During 2010/11, the programme directly and indirectly benefited 28 161 land users. A total of 66 272 ha were rehabilitated in all provinces through the construction of soil conservation works, range-land use and protection works and the eradication of declared weeds and invasive plants.

As part of the 2011/12 LandCare Programme, about 15 000 job opportunities were created through rehabilitation and land-use activities. In 2011/12, R57,7 million was earmarked for the LandCare Programme.

(SOURCE: Van Niekerk (2012) South Africa Yearbook 2011/12 – Agriculture, forestry and fisheries Chapter, Government Communication and Information System)

FIG.25 THE NATIONAL LANDCARE PROGRAMME CAMPAIGN POSTER



BOX.5 NATIONAL LANDCARE PROGRAMME

3.2.6. RESOURCE CONSUMPTION & DISPOSAL

3.2.6.1 KEY CHALLENGES

The following key challenges were identified in the Western Cape State of the Environment Outlook reports (2013):

3.2.6.1.1 WASTE

- i. Increasing amounts of waste produced, if not recycled, is going to result in the increased need for waste disposal sites throughout the Province.
- ii. Recovery / recycling facilities and initiatives hold the potential to prevent the need to establish new waste disposal sites.
- iii. The Cape Town functional region, as a primary waste generator, must upscale waste recovery and recycling initiatives.
- iv. The location of regional waste sites has the potential to either unlock opportunities or unnecessarily burden municipalities operationally.

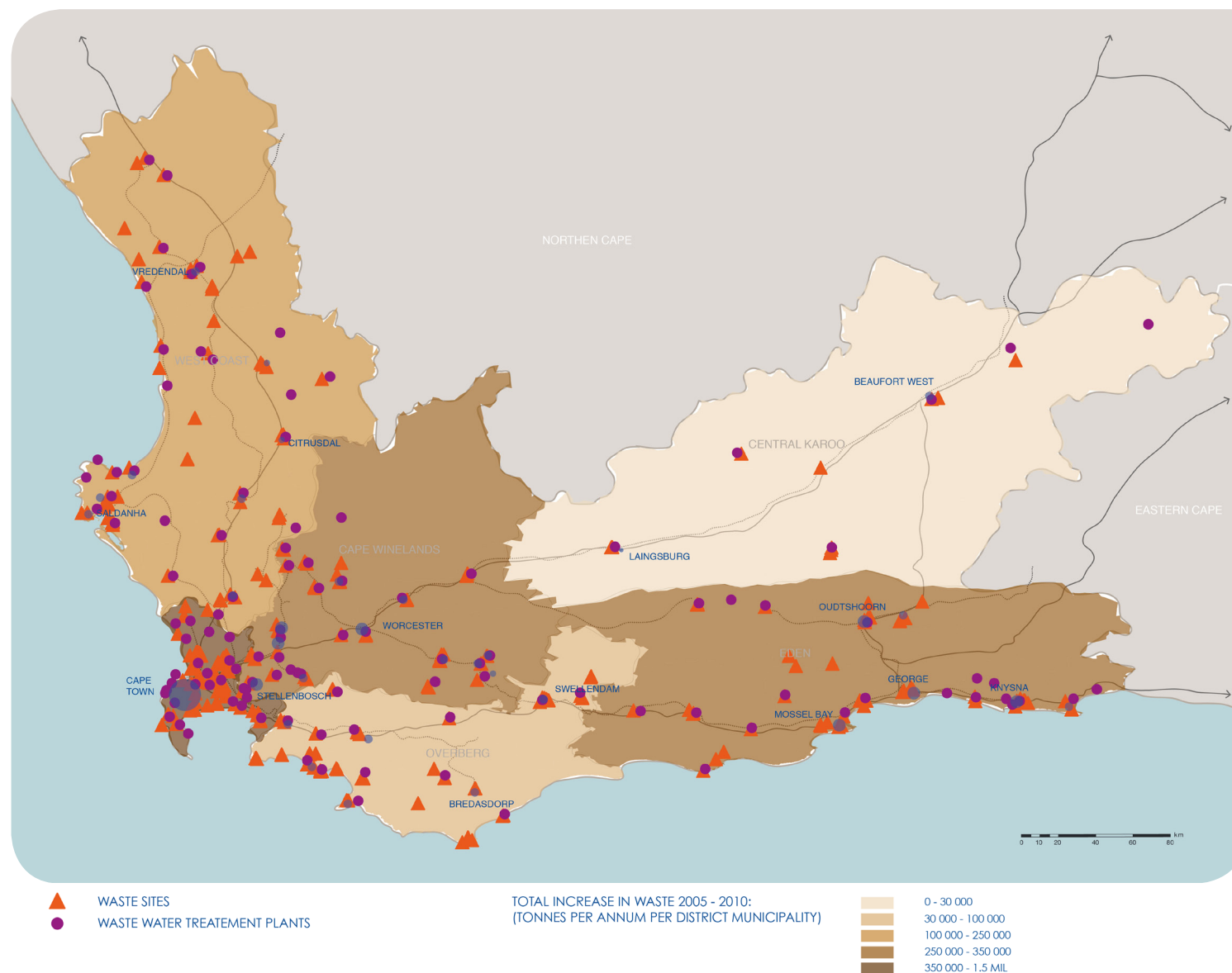


FIG.26 WESTERN CAPE PROVINCE - WASTE INFRASTRUCTURE & INCREASE IN WASTE DISPOSAL

3.2.6.1.2 AIR QUALITY

- i. Air quality is poor predominantly in the highly urbanised, low income areas of the province that use domestic fuel burning as a source of energy. Providing access to clean energy is therefore key for these areas.
- ii. Poor air quality in the lower income areas increases the burden of disease and affects economic productivity of the province.
- iii. Transportation, particularly in the urbanised areas, but also along key transport corridors, is contributing negatively to air quality.
- iv. A tension exists between settlements and agricultural requirements for spraying, resulting in poor air quality, particularly where new developments are being located on former agricultural land.

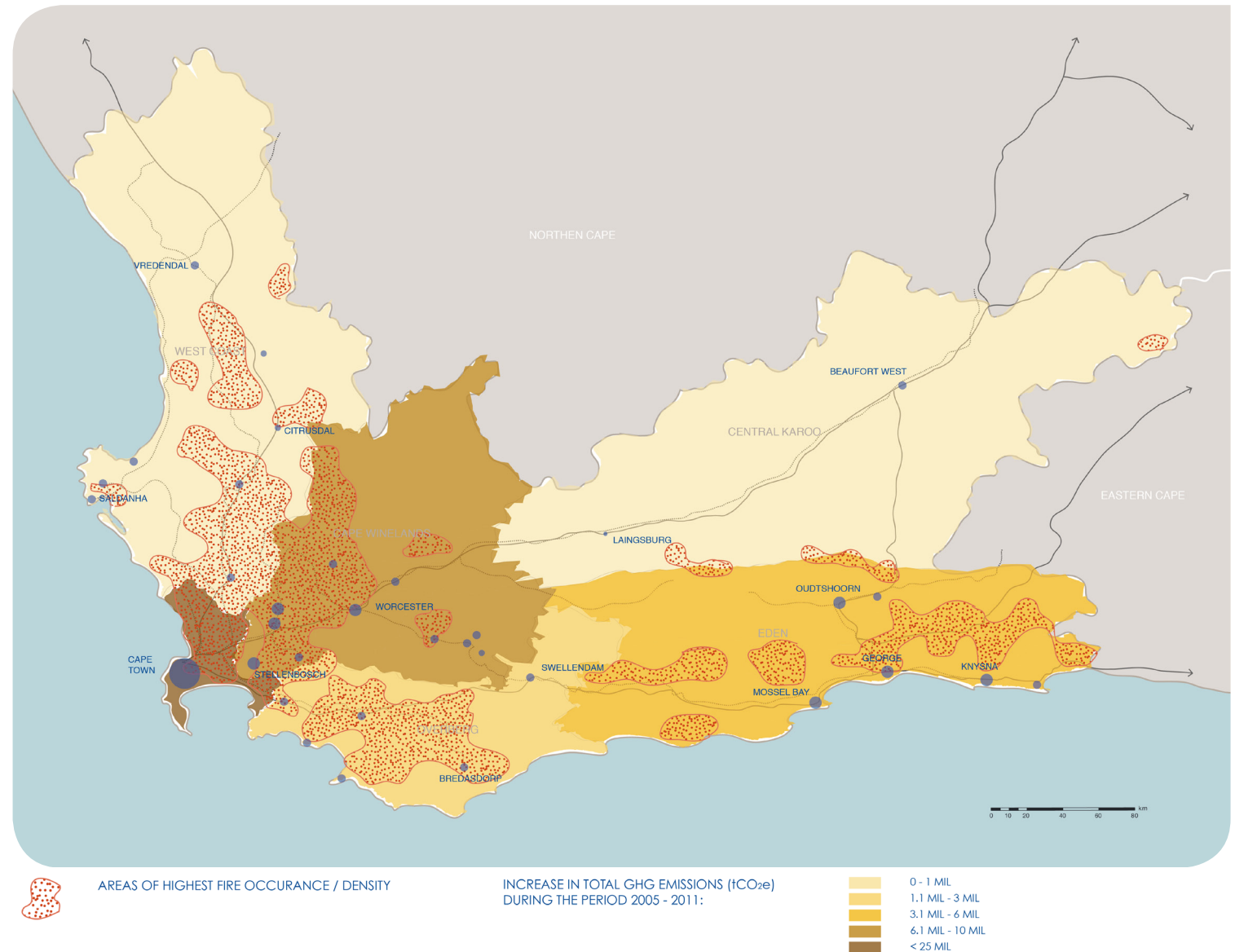


FIG.27 WESTERN CAPE PROVINCE - AIR QUALITY WITH REGARDS TO FIRE DENSITY & CARBON EMISSIONS

3.2.6.1.3 ENERGY

- i. Energy use is directly related to settlement size and economic activity, with Cape Town and the West Coast emerging as the big energy users, although Cape Town appears to be utilising energy more efficiently when compared to the rest of the province.
- ii. Energy is primarily drawn from unsustainable energy sources, with a very small emergent sustainable energy sector in the form of wind and solar energy locating in the more rural, sparsely populated areas of the province.
- iii. Transport is a potential game changer in the energy sector, with drastic energy use reductions realisable in shifting away from liquid fuels reliance and up scaling public transport and rail freight transport.

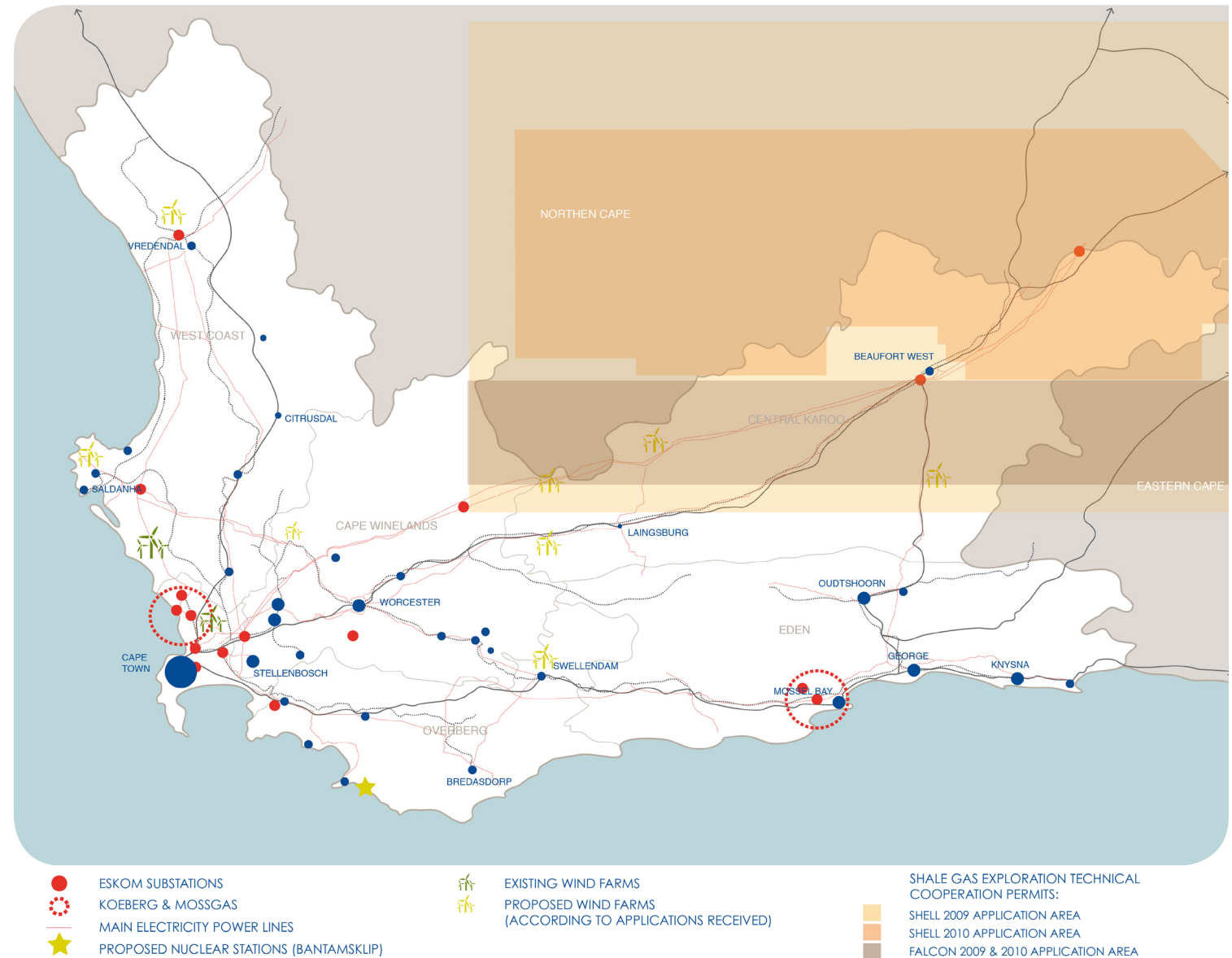


FIG.28 WESTERN CAPE PROVINCE - ENERGY INFRASTRUCTURE

3.2.6.1.4 CLIMATE CHANGE

The key challenge identified regarding climate change for the province is to devise effective adaptation and mitigation responses, especially for vulnerable municipalities. The focus areas for mitigation are energy efficiency, demand management and renewable energy. The focus areas for adaptation are:

- i. Water conservation & demand management
- ii. Built environment adaption
- iii. Ecosystem based adaption
- iv. Food security
- v. Social resilience
- vi. Sustainable public transport systems

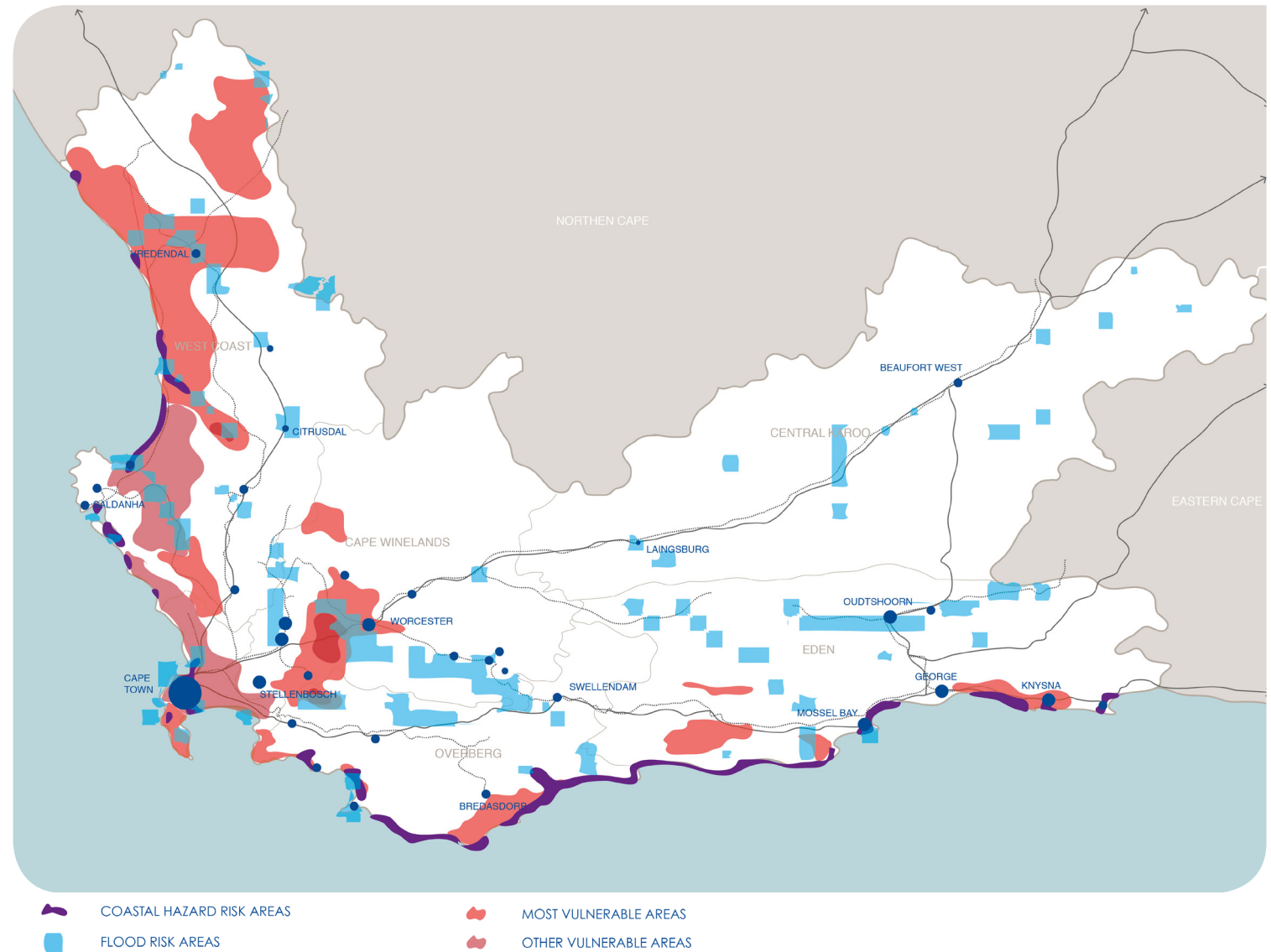


FIG.29 WESTERN CAPE PROVINCE - VULNERABLE AREAS WITH REGARDS TO DISASTER RISK MANAGEMENT & SEA LEVEL RISE

3.2.6.2 PROVINCIAL SPATIAL POLICIES

POLICY R4: MINIMISE NEGATIVE IMPACTS OF RESOURCES CONSUMPTION & DISPOSAL

WASTE

1. Recycling and recovery of waste must be mainstreamed in the high waste generation areas of the Province to both unlock economic opportunities and to increase the lifecycle of current waste disposal sites.
2. Regional waste sites should be located adjacent to rail infrastructure to unlock the opportunity to transport waste via the rail network and decrease operational costs and energy requirements associated with the need for road freight.

AIR QUALITY

3. Providing all low income areas with access to electricity and/or off grid renewable energy sources will go some way in reducing air quality and health issues associated with domestic fuel burning.
4. Promoting a shift in the transport of people from private to public transport, as well as freight from road trucks to rail freight, will go some way in reducing air quality concerns, energy production and contribution to climate change.
5. Prevent the conflict between agricultural spraying practices by discouraging the location of development adjacent to agricultural areas that utilise crop spraying and discouraging locating new development in agricultural areas.

ENERGY

6. Energy diversification and energy efficiency are two key policies that must be pursued in order for province to transition to a low carbon, sustainable energy future and to delink economic growth from energy use.
7. Emergent IPPs and sustainable energy producers (wind, solar, biomass and waste conversion initiatives) must be supported and encouraged to thrive in the rural and renewable resource rich areas of the province as a means to uplift rural, stagnating economies.
8. Support initiatives that promote a shift from private to public transport and from road freight to rail.
9. Non-motorised transport infrastructure (informed by urban design principles) must be put in place in all settlements of the province to accommodate this mode of transport.

CLIMATE CHANGE ADAPTATION

10. Mainstream water conservation & demand management in settlement making and upgrading.
11. Vulnerable built environments, where inhabitants can not be relocated, must be built or retrofitted to accommodate extreme weather events (e.g. flooding).

12. Ecosystems based adaption.

13. Agricultural land that holds long terms food security value must be aggressively protected from urban expansion.

14. Social resilience networks to be developed and supported.

CLIMATE CHANGE MITIGATION

15. Mainstream energy efficiency & demand management in settlement making and upgrading.

16. Encourage and support renewable energy generation at scale.

17. Drive the development of innovative and sustainable (energy resilient) public transport systems.

3.2.7. LANDSCAPE AND SCENIC ASSETS

3.2.7.1 KEY CHALLENGES

The PSDF specialist study undertaken into the province's cultural and scenic landscapes (see Box 6 and Figure 30) established that they are significant assets that underpin the tourism economy, but that these resources are being incrementally eroded and fragmented. Agriculture is being reduced to 'islands', visual cluttering of the landscape by non-agricultural development is prevalent, and rural authenticity, character and scenic value is being eroded (e.g. Cape Winelands sprawl).

The mountain ranges belonging to the Cape Fold Belt together with the coastline, are the most significant in scenic terms, and underpin the Western Cape's tourism economy. Losses of scenic and heritage rural character are taking place due to recent patterns of rural residential sprawl on the outskirts of urban centres associated with low-density property developments.

A number of scenic landscapes of high significance are under threat and require strategies to ensure their long-term protection. These include:

- i. Rural landscapes of scenic and cultural significance situated on the major urban edges and under increasing development pressure, e.g. Cape Winelands.
- ii. Undeveloped coastal landscapes under major development pressure.

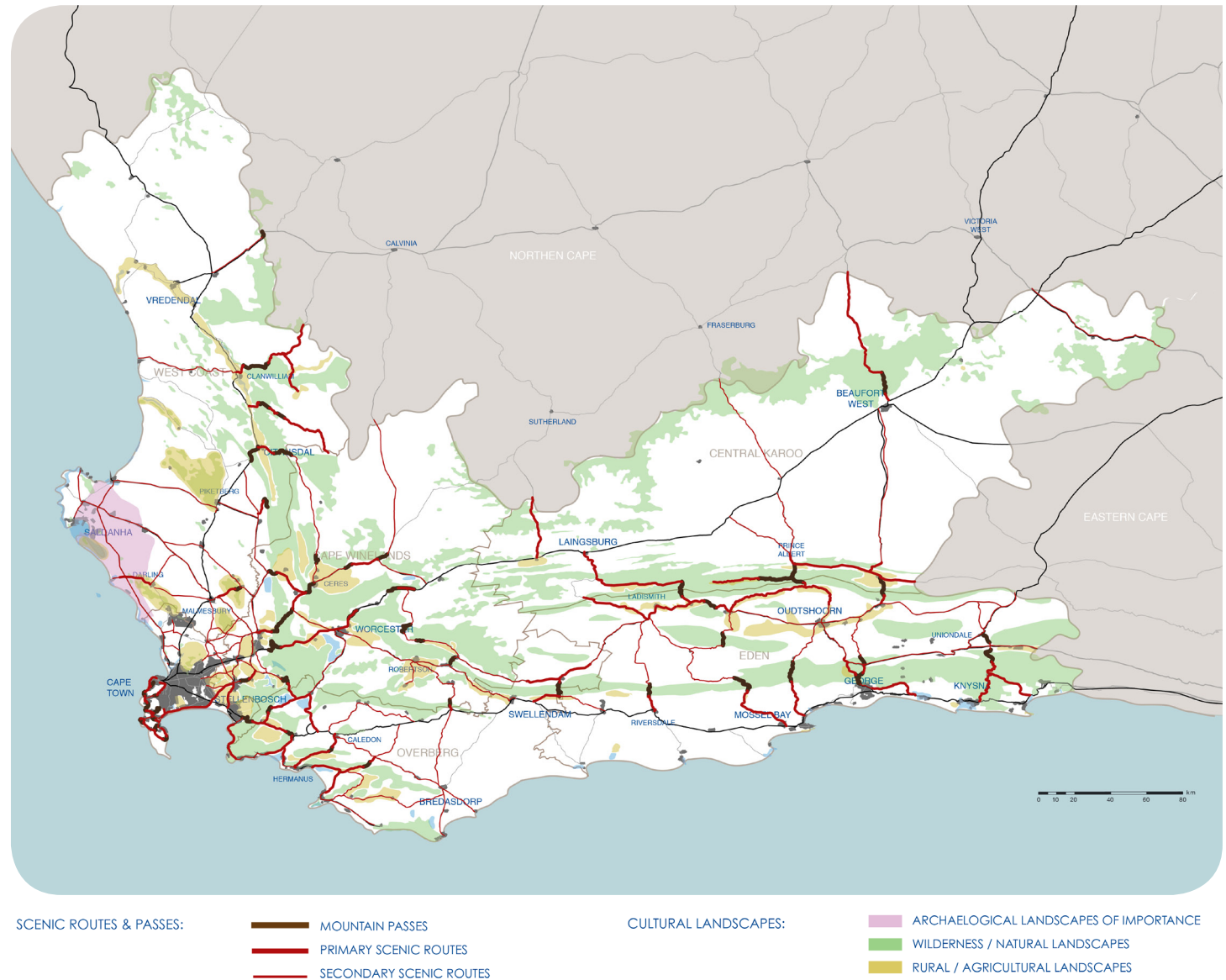


FIG.30 WESTERN CAPE PROVINCE - LANDSCAPE AND SCENIC ASSETS AS INFORMED BY GEOLOGICAL FEATURES AND GIS DATABASE COMPILED BY OBERHOLZE & WINTER FOR SPECIALIST STUDY (2013)

HERITAGE AND SCENIC RESOURCES: INVENTORY AND POLICY FRAMEWORK - SPECIALIST STUDY FINDINGS & RECOMMENDATIONS

This desktop study was prepared for the review of the PSDF, with specific focus on the identification and grading of scenic & cultural resource assets of the province. The study focuses on the broader regional scale rather than the local landscape or individual site scales, and is therefore an overview rather than a detailed inventory of all cultural and scenic resources. The framework for the study is largely based on NHRA.

The study focused on scenic as well as heritage resources. These two themes were directly interrelated and interdependent. Thus, the study involved the preparation of an extensive preliminary inventory of most of the significant scenic and cultural resources of the Western Cape.

The study included the following aspects:

- A desktop inventory of cultural and scenic resources at the regional and sub-regional scales;
- Mapping of resources at 1:250 000 scale for exporting to GIS maps;
- Determining the sensitivity, significance and possible grading of the resources;
- Identifying issues, development trends and threats to vulnerable resources;
- Preparing principles, policies and guidelines for the conservation and management of the resources;
- Reviewing the legal framework for the conservation and management of heritage/scenic resources; and
- Making recommendations on the way forward.

With regards to scenic resources, the study provides valuable insight into the distinctive regional landscape and settlement patterns evident across the province, which have evolved in response to natural resources (i.e. water, geology, land form, agricultural soils, marine resources) and movement routes in tandem with social, political, and economic influences. A geomorphological approach, in combination with the existing district boundaries of the Western Cape, was used

as the first level of landscape classification (see Table 13). The study emphasised that, together with the coastline, the mountain ranges belonging to the Cape Fold Belt are the most significant landscapes in scenic terms, and consequently the Western Cape's tourism economy.

The study also provides a description, inventory & analysis of each district with regards to palaeontology, archaeology, scenic and cultural landscapes. The scenic resource survey revealed that there is an unconsolidated pattern of protected areas and that infrastructure and urban development often occur in visually sensitive wilderness or rural landscapes, which have the effect of reducing not only the scenic value, but also the tourism value and therefore the economic base of the Province. A further issue is the absence of a consolidated database and GIS mapping of scenic resources for the Province that could help to inform future growth and development.

The recommends that strategies for protection and sustainable management be prioritized. Based on the findings of the inventory, numerous landscapes and routes have been identified as worthy of formal protection - as indicated by their existing status or recommended Grade I, II and III significance. It is simultaneously proposed that a number of practical issues need to be considered regarding the appropriate protection and management of landscapes and scenic routes of heritage and scenic value, especially in cases where these cut across municipal boundaries, cover an expansive area and/or involve different components and levels of significance. Specific policies and guidelines for the protection and management of heritage and scenic resources have therefore been formulated and incorporated into the PSDF policy document. The guidelines are accompanied by diagrams to illustrate good practice when considering new development.

The implementation of this study should be seen as a way of not only protecting valuable resources for generations to come, but also as having social and economic benefits, particularly in the area of tourism on which the Province depends in great measure. There is a need for clear identification and mapping of scenic and heritage resources, along with ecologically sensitive areas, to inform and facilitate planning within the Province. This information is seen as an essential filter to ease the processing of development proposals, minimising inappropriate applications and improving predictability in the development application process.

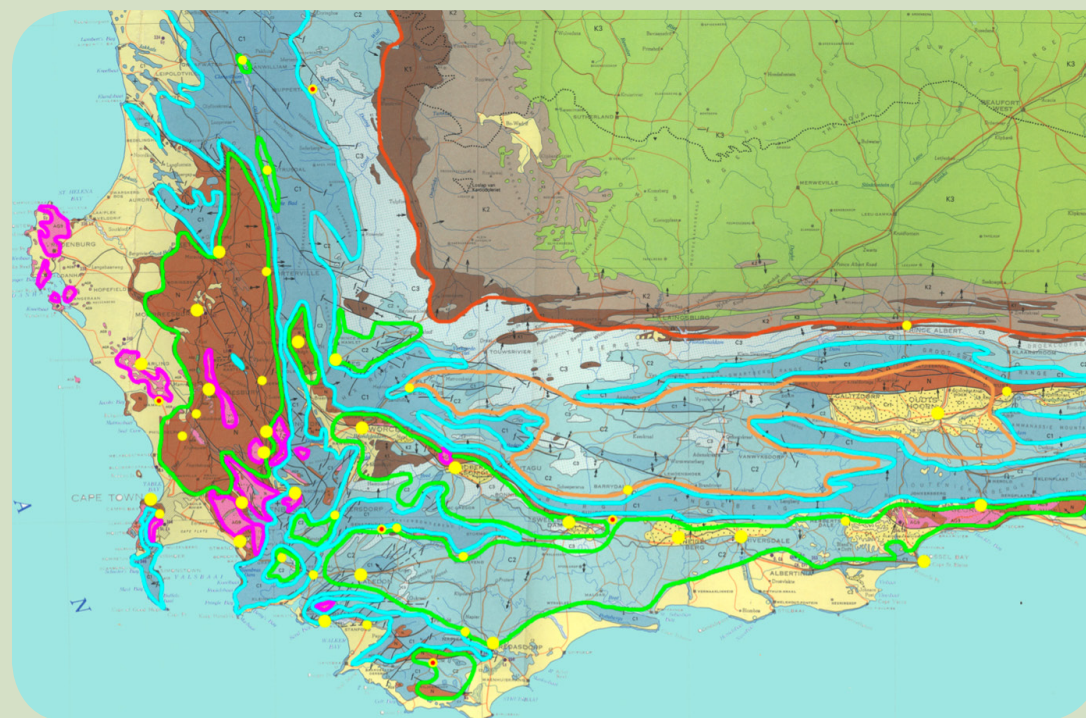


FIG.31 MAIN GEOLOGICAL GROUPS OF THE WESTERN CAPE: IN THIS DIAGRAM THE YELLOW DOTS INDICATE HISTORIC SETTLEMENTS, OFTEN LOCATED NEAR THE BASE OF MOUNTAINS WITH ACCESS TO WATER AND PRODUCTIVE SOILS OF THE FOOTHILLS. THE WINE GROWING AREAS HAVE TRADITIONALLY LOCATED ON THE GRANITES, AND THE WHEATLANDS ON THE MALMESBURY AND BOKKEVELD SHALES.

Landscape Type	Landscape Character / Scenic features	Examples
A. Alluvial Valleys Recent alluvium and colluvium	Fertile valleys along river courses. Mainly agricultural.	Olifants, Berg, Breede River Valleys
B. Coastal Plains Quaternary sand, calcrete	Flat plains or coastal platforms. Dunes, sandy plains, calcrete, limestone. Numerous coastal settlements.	Cape Flats, Sandveld, Agulhas Plain
C. Escarpment / plateau Beaufort shales	Flat upland plateau with dolerite koppies. Mainly sheep. Irrigated agriculture along rivers.	Die Vlakte, Roggeveld, Nuweveld
D. Foothills / undulating plains Bokkeveld / Malmesbury shales, granites	Foothills and gently undulating plains incised by rivers. Vineyards, orchards, wheatlands. Farming settlements.	Ruens, Swartland, Darling Hills
E. Mountain Ranges Table Mt. quartzitic sandstones	High peaks, ridges, cliffs of the Cape Fold Belt. Wilderness character. Mountain Fynbos, and montane forest in the kloofs.	Table Mountain, Cederberg, Langeberg

TABLE.13 LANDSCAPE TYPOLOGY OF THE WESTERN CAPE: A GEOMORPHOLOGICAL APPROACH WAS USED BECAUSE IT WAS FOUND THAT GEOLOGY AND LANDFORM WAS AN OVERRIDING TRAIT IN DETERMINING LANDSCAPE TYPES AT THE BROAD REGIONAL SCALE.

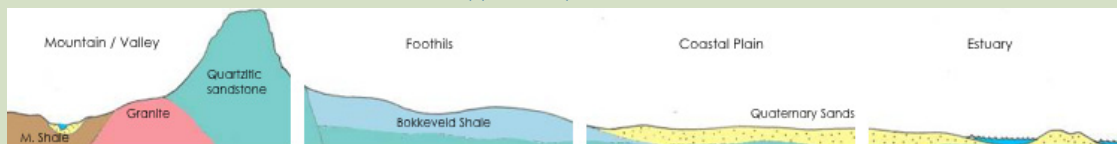


FIG.32 SECTION THROUGH LANDSCAPE TYPES

- iii. Landscapes under pressure for large scale infrastructural developments such as wind farms, solar energy facilities, transmission lines and fracking, e.g. Central Karoo.
- iv. Historic mountain passes and 'poorts' vulnerable to falling into disrepair, or alternatively inappropriate repairs and upgrading, e.g. Swartberg Pass.
- v. Loss of scenic qualities of wilderness landscapes, e.g. Constantia vineyards.

3.2.7.2 SPATIAL IMPLICATIONS

Towards establishing a framework for addressing these challenges, the specialist study identified the following spatial implications:

- i. In terms of landscape significance, the overall natural and cultural landscape, and the layered pattern of settlements in response to the natural landscape over time is worthy of protection.
- ii. In terms of landscape integrity, retaining the essential character and intactness of wilderness, rural and urban areas in the face of fragmentation through unstructured urbanisation and commercial agriculture, must be achieved.
- iii. In terms of landscape connectivity, continuity and interconnectedness of wilderness and agricultural landscapes must be retained, including ecological corridors and green linkages.
- iv. In terms of landscape setting, maintain the role of the natural landscape as a 'container' within which settlements are embedded, the landscape providing the dominant setting or backdrop.
- v. In terms of the logic of landscape, recognise

the intrinsic characteristics and suitability of the landscape and its influence on land use, settlement and movement patterns, in response to geology, topography, water, soil types and microclimate.

3.2.7.3 PROVINCIAL SPATIAL POLICIES

POLICY R5: PROTECT & MANAGE ALL PROVINCIAL LANDSCAPE & SCENIC ASSETS

1. Scenic & Landscape character considerations must have explicit input on Land Use Management and infrastructure development in the Western Cape.
2. The protection and enhancement of regional landscapes and scenic assets rely on appropriate responses to the heritage, biodiversity, agricultural and scenic assets of the province. It is essential to the future sustainability of the Western Cape that agricultural resource areas, ecosystem services, heritage and scenic assets are not undermined through inappropriate development and land use change.
3. The delineation of urban edges have significant implications from a scenic perspective, especially with respect to the protection of natural and cultural landscapes from the encroachment of further urban development, defining an appropriate interface between urban development and significant landscapes, and protecting the visual and agricultural setting of historical settlements. However, it should be noted that the urban edges cannot be solely be depended on to provide the necessary effective long term protection and management of landscapes of heritage and scenic value
4. Strategies towards achieving adequate legislation to protect scenic resources, as well as towards establishing more detailed classification of landscape and scenic typologies are required. Conservation strategies and guidelines are also particularly important in the effective management of scenic landscape quality and form. They must describe the qualities of an area and the nature of development that is likely to be permitted, thus preventing wasteful expenditure, misunderstanding and conflict on the part of owners, developers, architects and the local authority. They can also ensure that the local authority is consistent in its management of the area in terms of the maintenance and enhancement of the public realm and in terms of development control.
5. Priority focus areas proposed for conservation or protection include:
 - i. Rural landscapes of scenic and cultural significance situated on major urban edges and under increasing development pressure, e.g. Cape Winelands.
 - ii. Undeveloped coastal landscapes under major development pressure.
 - iii. Landscapes under pressure for large scale infrastructural developments such as wind farms, solar energy facilities, transmission lines and fracking, e.g. Central Karoo.
 - iv. Vulnerable historic mountain passes and 'poorts'

3.3. OPENING-UP OPPORTUNITIES IN THE SPACE ECONOMY

3.3.1. OVERVIEW

3.3.1.1 ROLE OF GOVERNMENT IN THE SPACE ECONOMY

"Spatial planning has tended to follow patterns set up by private-sector investment. While the private sector has a role to play, the overall pattern of spatial development should be shaped by the long-term public interest" (NDP, 2012, p275).

The Western Cape space-economy is made up of the diverse economic activities in the province's urban centres and its rural hinterland (e.g. farming, eco and agri-tourism, etc), and the relationship of these places and spaces to the infrastructure that connects and supports them. Put differently, the space-economy is the network of workplaces across the province and their linkages with local, national and international markets.

Government cannot grow the economy on its own or dictate to business how it must operate. But government can contribute to business success through the provision and maintenance of regional infrastructure, and how it organises economic activities in urban and rural space. How economic activities and infrastructure are organised in space fundamentally impacts on their viability, people's access to opportunity, and the environment. For example, locating housing for poor people far away from work opportunities reduces their chances of finding a job, and if they do have a job their disposable income, work productivity and family time are compromised. It also generates large movement flows over vast distances, at considerable financial and environmental cost.

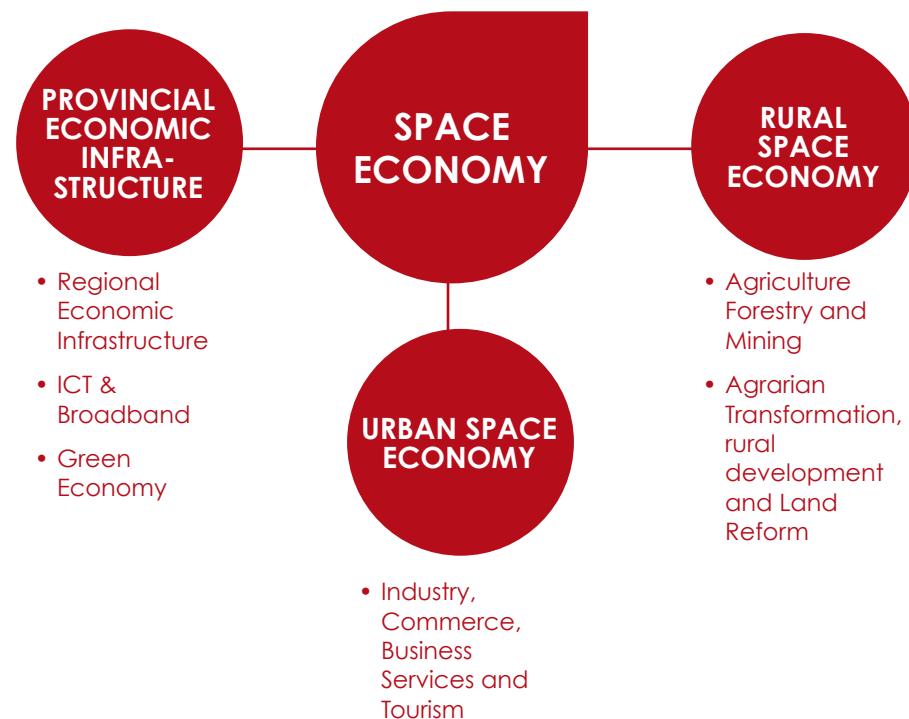


FIG.33 MIND MAP OF SPACE ECONOMY THEME

It is for these reasons that a space-economy that opens-up livelihood and income earning opportunities, attracts private investment, and promotes inclusive growth is high on the provincial agenda, and thus a focus area of the PSDF. Provincial government has influence over the space- economy by having a say in the nature and location of regional infrastructure and facilities, where economic activities should occur and where not, and how these spaces should be configured. Government can also facilitate private investment and individual enterprise by making it easier to do business (e.g. by removing red-tape), by incentivising

investment in a particular place or economic sector, and by using partnerships as a delivery model . A space-economy conducive to private investment is one where there is certainty over the availability of essential infrastructure and transport, property rights, and living conditions for the workforce. Government plays an important role in reducing business risk by providing this certainty and consistently delivering on these considerations.

To this end the PSDF sets out to provide certainty over where public investment in the built environment will be channelled, and

where not. With due regard to government's social and environmental mandates, the PSDF also provides certainty over what economic activities are appropriate in different places and landscapes. The PSDF's point of departure is that the private sector is the primary driver of economic growth, but that government must take the lead in determining where this growth takes place (i.e. it is a key driver of the space-economy).

To contextualise the PSDF's proposals the sections below firstly explore the Western Cape's positioning in global markets and the NDP's national space-economy strategy. Then the unique features of the Western Cape space-economy are highlighted and its economic development prospects are identified. From this perspective proposals for unlocking opportunities in the provincial space-economy are presented with respect to regional economic infrastructure, and the rural and urban space-economies (see Figure 33).

3.3.1.2 ONECAPE 2040'S POSITIONING OF WESTERN CAPE IN GLOBAL ECONOMY

Building on the Western Cape's traditional ties with European markets as the main consumers of the province's agricultural exports and source of most of its overseas visitors, OneCape 2040 proposes targeting African, Asian and South American markets in trade and marketing expansion programs. Moving forward the Western Cape is positioned as:

- i. Gateway to Africa, strategically situated between the West and East.
- ii. International tourism destination that has a unique lifestyle offering.
- iii. Region of global excellence in ecological, creative, scientific and social innovation.

iv. International entrepreneurial destination of choice.

v. Leader and innovator in green economy

3.3.1.3 WESTERN CAPE'S ROLE IN THE NATIONAL SPACE-ECONOMY

"Economic development is uneven, with some places growing more quickly than others. National spatial policy needs to support the major centres of competitiveness where jobs can be most efficiently produced" (NDP, 2012, p278).

The NDP's national space-economy strategy is framed in the context of the southern-African region, and is built on the principle of spatial differentiation (i.e. it recognises and responds to inherent differences between places). Of relevance to the Western Cape are the following areas proposed as national spatial targets in the NDP (see Figure 34):

- i. **NODES OF COMPETITIVENESS:** The Cape Metro region is identified as a major node of competitiveness which has the potential for higher growth. It recommends that government support should be targeted here to retain economic value, improve economic performance and maximise job creation.
- ii. **SPECIAL INTERVENTION AREAS:** These areas, which require specific kinds of state support for fixed periods, comprise:
 - **JOB INTERVENTION ZONES** – these are areas that have lost more than 20% of their jobs over the past decade, which the state may target to stimulate growth in alternative economic sectors. The NDP identifies the Western Cape's agricultural districts as areas of concern that may

warrant intervention.

- **GROWTH MANAGEMENT ZONES** – these are areas that require special planning and management interventions on account of anticipated rapid economic growth. The NDP identifies Saldanha Bay and environs as a prospective growth management zone on account of resource-related port and industrial development.
- iii. **GREEN ECONOMY ZONES** – these are areas that have a comparative advantage for the creation of "green jobs", where short term state intervention can leverage private sector investment. Whilst the NDP does not identify any prospective areas in the Western Cape, transitioning to a "green economy" is on the provincial agenda.
- iv. **RESOURCE-CRITICAL REGIONS:** These are regions endowed with natural resources that are vital for the provision of eco-system services or economic activity, and require specific policies to ensure their sustainability. The NDP identifies the Western Cape's biodiversity assets as a resource-critical region.
- v. **RURAL RESTRUCTURING ZONES:** To unlock opportunities in lagging regions or areas with agricultural, tourism or mining potential, the NDP proposes the designation of Rural Restructuring Zones. The NDP does not identify any specific areas for designation, but advocates that this be done selectively subject to them meeting a set of criteria.

National government will designate these target areas, and the NDP calls for provincial and local government to also designate areas for special attention for which funding could be made available for suitable catalytic or

demonstration projects (e.g. regeneration of run-down inner city areas, mixed business and residential use on strategic sites, corridors linking outlying townships and central business districts).

Arising out of the 2012 National Infrastructure Plan the following strategic integrated projects (SIPs) are being rolled out by national government in the Western Cape:

- i. SIP 5: The development of the Saldanha—Northern Cape corridor through rail and port expansion, increasing back-of-port industrial capacity by the development of an Industrial Development Zone (IDZ) for minerals beneficiation and servicing the maritime oil and gas industry.
- ii. SIP 7: Integrated urban space and public transport programme, which is currently being rolled-out in Cape Town and George.
- iii. SIP 8: Support to sustainable green energy initiatives nationally
- iv. SIP 11: Development of agricultural infrastructure and logistics
- v. SIP 15: Rolling-out broadband coverage to all households by 2020
- vi. SIP 18: Upgrading of water and sanitation infrastructure.

3.3.1.4 WESTERN CAPE SPACE-ECONOMY: FEATURES, PROSPECTS & TARGET AREAS

The Western Cape space-economy has the following unique features (see separately documented PSDF Annexure 1: Provincial Overview for details):

- i. Agriculture, the most space extensive economic activity, only contributes 4% of GDP yet underpins the economies of all districts outside of Cape Town as their

manufacturing sector is involved in the processing of agricultural products.

- ii. The Cape Metro region, which generates 85% of GDP, dominates the provincial economy and is the principal consumer market.
- iii. The Central Karoo, the largest district, is

sparsely populated and contributes less than 2% of GDP.

The leading economic growth sectors, as forecasted by PERO, are all urban based (i.e. construction 5.1% pa (driven by public sector infrastructure investment); financial intermediation, insurance, real estate and business services sector 4.6% pa; transport,

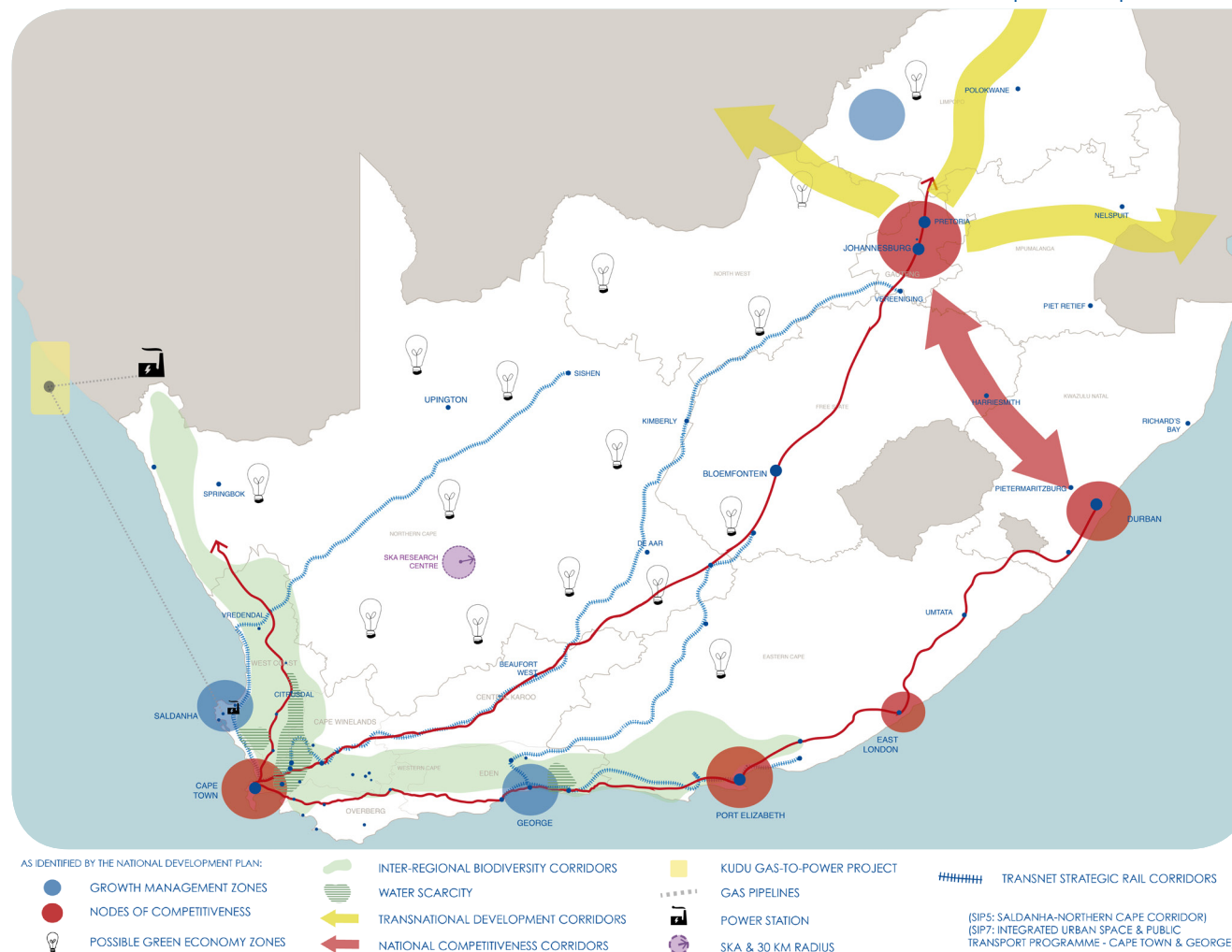


FIG.34 INTER- AND INTRA- PROVINCIAL SPATIAL INITIATIVES BASED ON NDP AND OTHER NATIONAL STRATEGIES

storage and communication 4.3% pa, wholesale and retail trade, catering and accommodation 3.1% pa (driven by consumer expenditure and tourism)). The province's economic prospects clearly lie in the urban space-economy, with public infrastructure investment forecast to be the leading driver of growth. Economic sectors and areas that should be targeted for support are:

- i. Agriculture – commercial agriculture focused primarily in the existing intensively farmed areas, small farmer development in proximity to settlements (especially where raw water is available), subsistence urban farming.
- ii. Agri-processing and agri-tourism – on farms and in settlements
- iii. Niche manufacturing – primarily settlement based
- iv. Renewal energy (low job creation potential) – on farms subject to consistency with biodiversity, heritage, scenic, and agricultural requirements
- v. Gas - new LNG terminal facilities in Mossel Bay and between Saldanha Bay and Cape Town, associated gas power stations, and conversion of nearby industrial areas
- vi. Financial services – based in larger urban centres
- vii. Knowledge & creative industries – based in larger urban centres.
- viii. ICT, broadband – coverage extends across urban and rural areas
- ix. Tourism - based on regional tour routes, themed and a focus on outdoor activities.

3.3.1.5 SYNTHESIS OF PROVINCIAL SPACE-ECONOMY CHALLENGES

A primary strategy of apartheid was to manipulate urban and rural space-economies so that those with the franchise had preferential access to economic assets, particularly well located and resource endowed land, and the disenfranchised were severely restricted in accessing these opportunities. These patterns continue. The peripheral location of most subsidy housing projects generates high travel demands at considerable cost to low income households and the economy, and their low density suburban form results in high per unit land and servicing costs. As a result not all are benefitting, housing backlogs remain stubbornly high, the formal land market remains unaffordable to most, and the informal market remains vibrant.

The recent global financial crisis gave rise to widespread unemployment, especially amongst the youth, and recessionary conditions prevail. There is a mismatch between the skill requirements of the economy and levels of training of work seekers. Agriculture is shedding jobs as it transitions to a higher skilled and higher paid industry. As a result there are high levels of rural poverty and unemployment.

In terms of regional economic infrastructure, the challenge is to establish rail as the dominant mode of freight movement, introduce viable public transport systems, and transition to a 'greener' economy. Escalating risks to the provincial space- economy include: climate change and its impact on economic activities, particularly agriculture; water deficits; energy and food insecurity. The financial sustainability of municipalities is at risk, and their vulnerability is exacerbated by the high capital and operating costs of low density settlement

patterns.

In response to these challenges the Western Cape Government has made growing the economy their primary objective. To this end the PSDF focuses on opening-up opportunities in the provincial space-economy, using public investment strategically to leverage private and community investments in urban and rural markets. The strategy revolves around:

- i. reinforcing the province's economic growth engine (i.e. Cape metro functional region),
- ii. investing in new regional economic infrastructure to unlock the potential of the emerging Mossel Bay/George and Saldanha/Vredenburg regional economic nodes,
- iii. improving the efficiency and inclusivity of urban space economies, and the quality of their living environments to attract and retain the skills required by the services orientated urban economy,
- iv. rolling-out broadband coverage throughout the province to connect isolated rural communities and expose them to training, skills development and market opportunities,
- v. introducing off-grid 'green' technologies as the basis of infrastructure service delivery outside the main urban centres, and introducing of resource efficient systems in urban markets,
- vi. diversifying rural economic activities and supporting land reform and rural development, and
- vii. reforming the land use management system to facilitate the unlocking of new economic opportunities.

3.3.2. PROVINCIAL ECONOMIC INFRASTRUCTURE

3.3.2.1 KEY CHALLENGES

Infrastructure enables socio-economic development, it does not create it. The demand for infrastructure in the Western Cape is determined by the pace of economic growth and its nature (i.e. expanding sectors may require traditional infrastructure (e.g. modern port facilities) and new infrastructure (e.g. broadband linkages). On the supply side, the strength of the economy influences the resources available to improve and maintain infrastructure. The Western Cape is heavily reliant upon the infrastructure spending and programmes of national departments and of the state-owned enterprises (i.e. for electricity, rail, national roads, ports, air transport and telecommunications). Infrastructure is long term by nature. The danger of delaying important infrastructure projects, or of making inappropriately scaled investments, is greater when there is a lack of an integrated vision for the province.

3.3.2.2 SPATIAL IMPLICATIONS

The WCIF (2013) advocates a new approach to infrastructure - "one that satisfies current needs and backlogs, maintains existing infrastructure, and plans proactively for a desired future outcome leading to resilient and inclusive growth en route to a vibrant, equitable and low-carbon society". To this end the following infrastructure transition strategy is proposed:

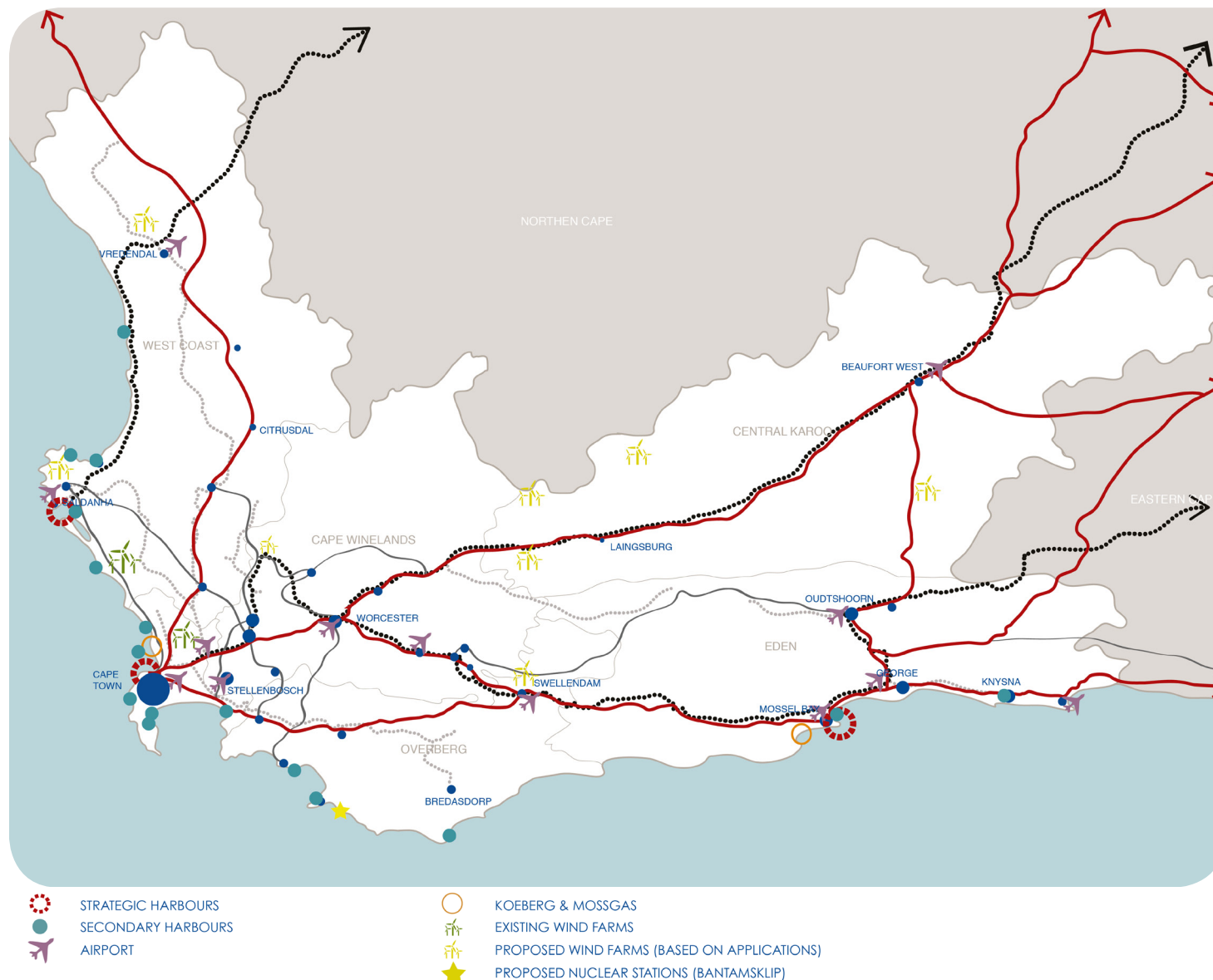


FIG.35 WESTERN CAPE PROVINCE - PROVINCIAL ECONOMIC INFRASTRUCTURE

ENERGY SYSTEMS:

- Introduce infrastructure to use gas as a transition fuel
- Align energy generation infrastructure with point of gas import (i.e. Saldanha Bay and Mossel Bay).
- Develop renewable energy plants
- Shift transport patterns to reduce reliance on liquid fuels
- Procure land for a gas-based energy system, including LNG port facilities, gas plants (3 envisaged), and gas pipelines.

WATER SYSTEMS:

- Extend conservation and demand management programmes
- Develop groundwater resources
- Introduce desalination and reuse of wastewater

TRANSPORT SYSTEMS:

- Invest in public transport and NMT infrastructure
- Shift freight from road to rail
- Expand port and industrial infrastructural requirements at Saldanha Bay.
- Promote denser settlement patterns to support the transition to public transport, and mixed land use patterns to reduce the need for travel and create walkable neighbourhoods

SOLID WASTE SYSTEMS:

- Increase waste recycling and reuse
- Adopt waste to energy in long term

ICT SYSTEMS:

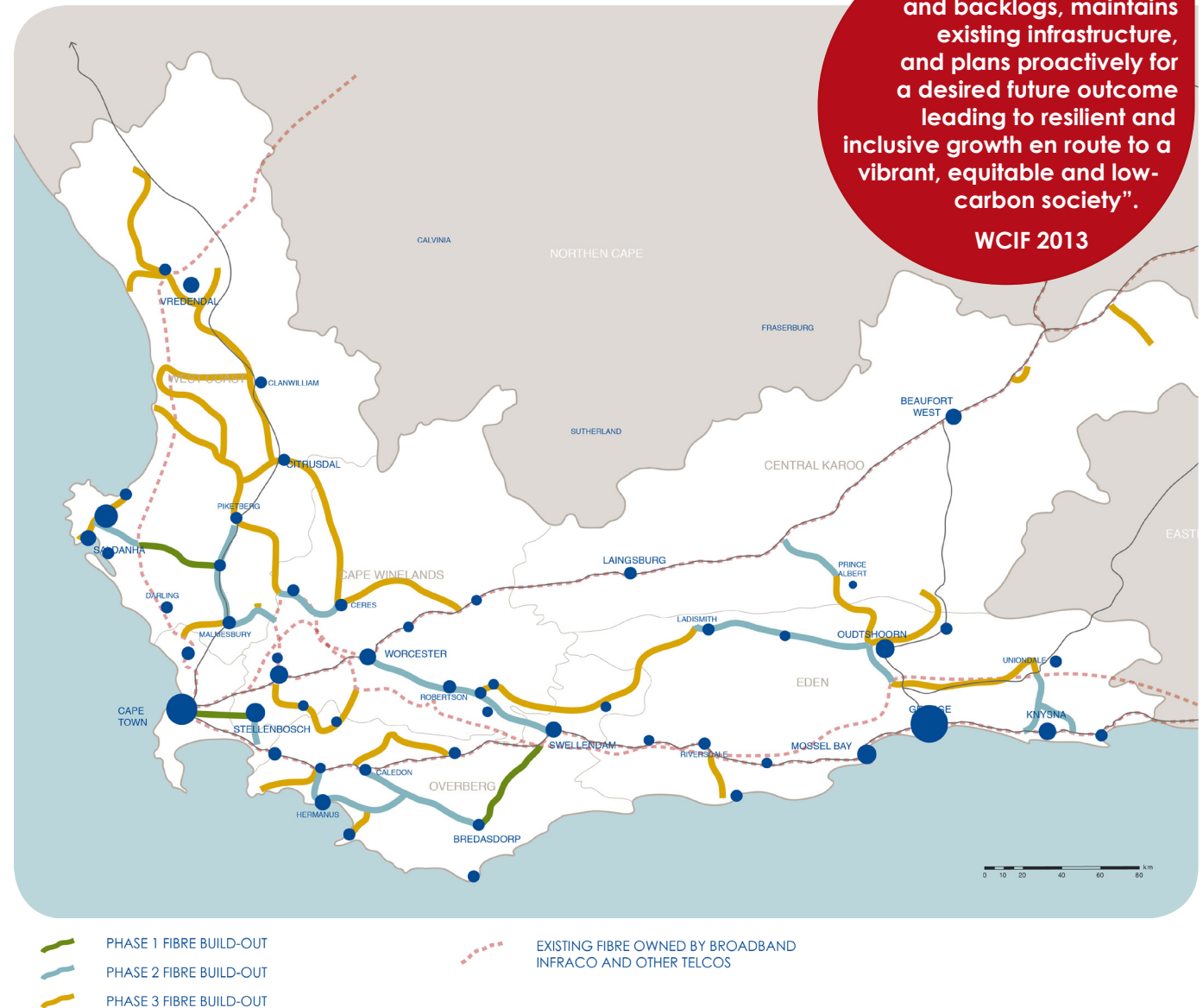


FIG.36 WESTERN CAPE PROVINCE - FIBRE NETWORK ROLL-OUT PLAN AS PER WESTERN CAPE BROADBAND STRATEGY (CONNECTING ALL WCG BUILDINGS)

- Phase the roll-out of a strong broadband network.
- Develop an initial backbone to links all provincial government buildings.
- Pilot wireless mesh networks in municipalities (i.e. Khayelitsha/Mitchells Plain networks have been planned and the feasibility of Knysna and Bitou is being assessed)
- Provide public ICT access within a 2 km radius of anyone by 2019.
- Make available higher connection speeds to businesses.

The roll-out of the Western Cape Government's Green Economy strategy complements the provincial infrastructure transitions (see Figure 36). It is centred on investment in new and expanded market opportunities that support a low carbon, resource efficient and socially inclusive economic pathway. It revolves around:

- Expanding the renewable energy sector through off grid investments, private PPAs and lobbying.
- Creating the infrastructure to support gas-based energy options through a joint provincial-city energy initiative.
- Expanding water saving and recycling technologies.
- Designing human settlements to accommodate infrastructural smart grids.
- Establishing an enabling regulatory environment.
- Developing indicators for monitoring progress of the transition to a green economy.

Whilst the Western Cape's infrastructure transitions will open-up exciting new opportunities (e.g. the roll-out of public transport is a powerful lever to restructure dysfunctional

human settlements, and broadband to overcome many of the problems of service delivery to remote areas), they bring significant uncertainties (e.g. shifting freight from road to rail). This reinforces the principle of incremental transitioning, where lessons can be learnt from successful and unsuccessful approaches, and

the necessary modifications made to the roll-out programme.

To land the WCIF and PSDF in plans and on-the-ground action, involves multi-sphere government dynamics for which institutional relationships to do joint planning is essential (see 3.1 for proposals in this regard).

3.3.2.3 PROVINCIAL SPATIAL POLICIES

POLICY E1: USE REGIONAL INFRASTRUCTURE INVESTMENT TO LEVERAGE ECONOMIC GROWTH

1. Consolidate and align the various regional economic infrastructure investment proposals (i.e. SIPs, SOEs, national or provincial Departments) in integrated regional SDFs for the Cape Metro, greater Saldanha/Vredenburg, and Mossel Bay/George regions.
2. Use Regional or District SDFs as basis for addressing and reconciling competing and overlapping demands for regional economic infrastructure (e.g. regional airport).
3. Evaluate investment alternatives on the basis of holistic cost/benefit models that factor in capital and operating costs over the lifecycle of the investment. Use the WCIF prioritisation model to prioritise and programme alternative regional infrastructure investment proposals. Align and synchronise bulk infrastructure, transport and housing investment programmes.
4. Integrate the spatial component of bulk infrastructure master plans, public transport plans and housing/human settlement plans into one SDF prepared at the appropriate scale (i.e. regional, district or local municipal).
5. Provide spatial planning input and support to the sector plans of provincial departments.

6. Prioritise developing the required bulk infrastructure capacity to serve the connection and compaction of existing human settlements, over developing bulk infrastructure to serve the outward growth of settlements.
7. Limit new urban transport investment to spatial developments that reduce average travel times, as opposed to extending them.
8. After Cape Town and George, target the emerging regional economic growth centres (i.e. Saldanha/Vredenburg and Mossel Bay) for the next phase of the roll-out of urban public transport systems). Synchronise public transport investment with complementary investment in non-motorised transport.
9. Employ off-grid infrastructure technologies to serve all new development outside the urban edge. Align public transport planning with spatial planning (i.e. complementary plans for settlement intensification along designated public transport corridors). Use off-grid technologies when the upgrading of infrastructure is required in small towns with no apparent growth potential.
10. Prioritise remote rural areas, small towns and low income urban areas for the roll-out of broadband.
11. Apply PSDF's biodiversity, heritage and scenic landscape and agricultural criteria in assessing the suitability of sites for bulk infrastructure project.

3.3.3. RURAL SPACE ECONOMY

3.3.3.1 KEY CHALLENGES

The rural economy encompasses a broad spectrum of activities, such as farming; fishing and aquaculture; mining; forestry; commodity processing and servicing; eco and agri-tourism; outdoor recreation and events; infrastructure and service delivery; and diverse natural resource related activities (e.g. extraction, rehabilitation, harvesting, etc). Agriculture is going through a difficult transition period with its traditional export market in recession, escalating pressure on operating margins (i.e. input costs escalations exceed commodity price increases), more stringent international and national compliance requirements, and instability in the labour market.

3.3.3.2 STRATEGY INFORMANTS

The rural-space economy agenda is not only about agriculture, it is about broad based agrarian transformation, the diversity of rural economic activities (see Figure 37), government promotion of rural development and land reform programmes, and functional eco-systems. Whilst provincial government does not have an explicit rural development or land reform mandate, it nonetheless fulfils a crucial support role in the implementation of the national Comprehensive Rural Development Programme (CRDP) as well as the

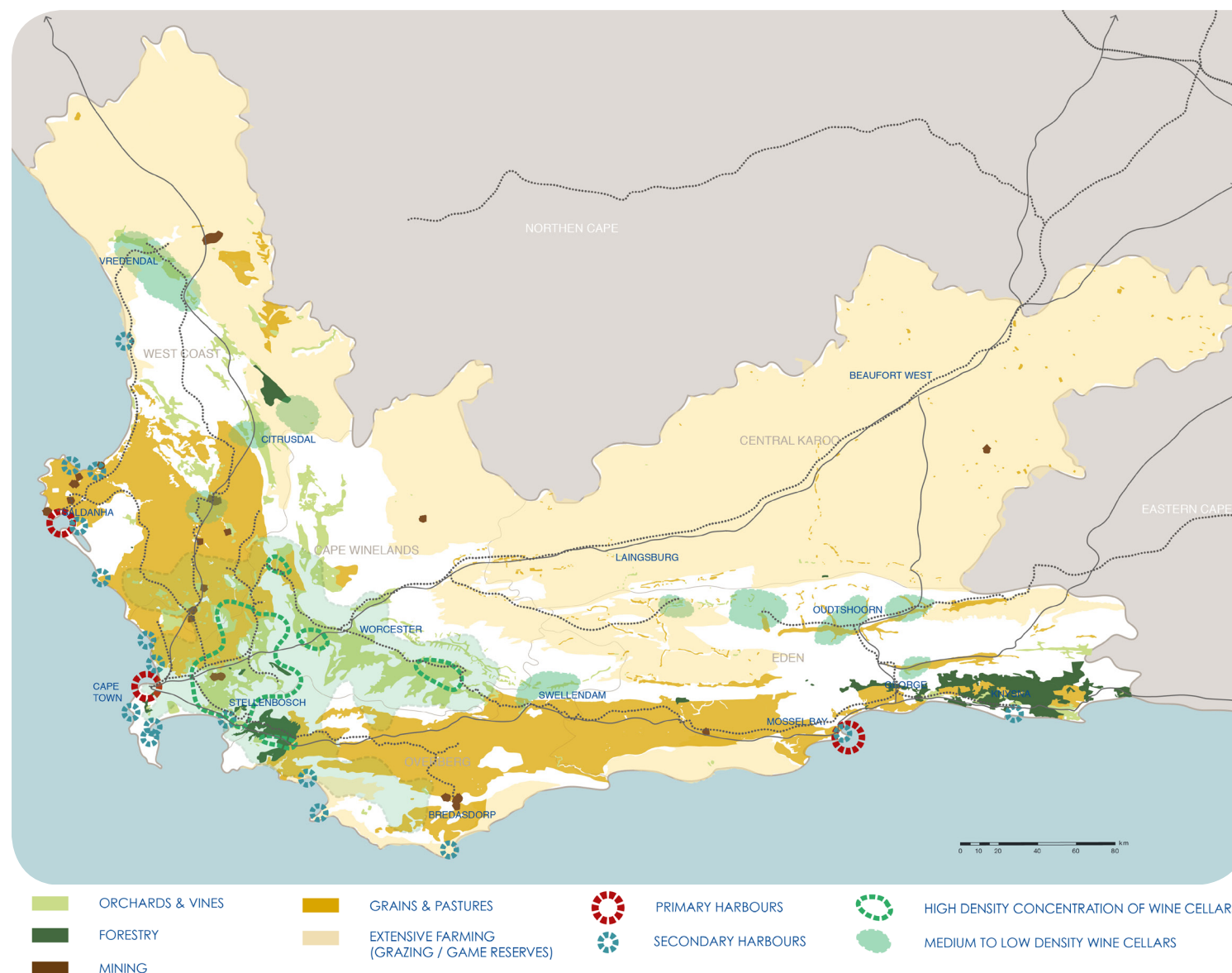


FIG.37 WESTERN CAPE PROVINCE - PRIMARY SECTORS (AGRICULTURE, FISHING, FORESTRY AND MINING)

Land Reform programme. The PSDF strives to establish an enabling spatial framework for the accommodation of these national programmes.

Land reform is about opening up new opportunities to those previously restricted in accessing land and natural resources, and their beneficial use of these assets. Rural development involves government investment in economic and social infrastructure to improve the quality of rural life, skills and jobs. In this regard the Western Cape is rolling out three sub-programmes, namely Rural Nodal Development, Farmer Support Development and Farm Worker Development. Agrarian transformation encompasses: a change in the relations (systems and patterns of ownership and control), increased rural production; the sustainable use of natural resources; strengthening of rural livelihoods; the use of appropriate technology (indigenous and modern); and food security.

The Western Cape Government aims to enable rural communities (inclusive of farm labourers and owners) to take control of their destiny, with the support of government, to 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.

In line with this agenda the PSDF strategy for opening-up opportunities in the rural space-economy has two dimensions, namely:

- i. 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 (as specified in the to be updated 2009 PSDF draft Rural Land Use Planning & Management Guidelines).

- ii. Channelling public investment in rural development initiatives (i.e. land reform,

agrarian transformation, environmental rehabilitation, enterprise development, etc) to areas (see Figure 38) where it can offer real and sustained improvements to beneficiaries and the rural community.

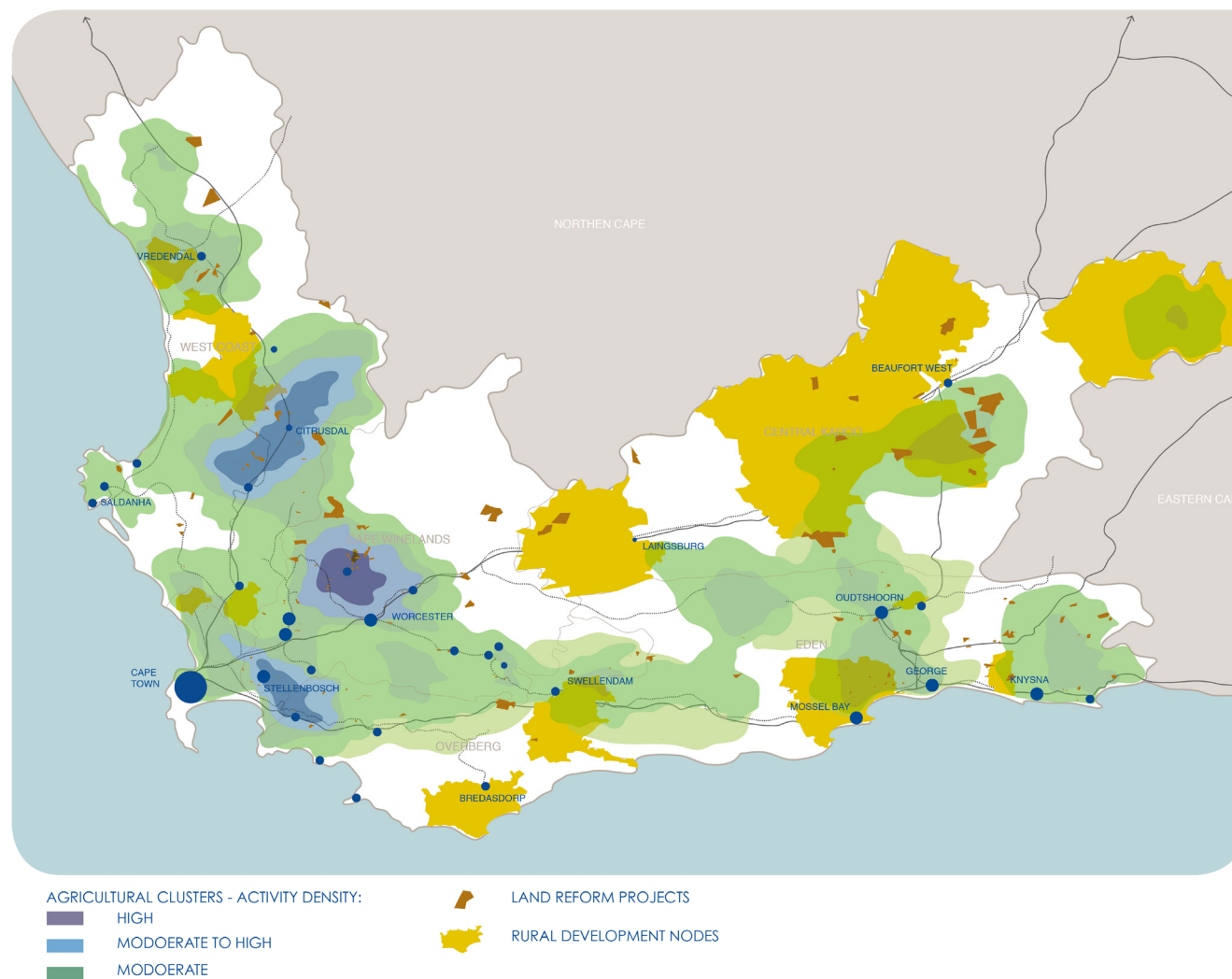


FIG.38 WESTERN CAPE PROVINCE - THE LOCATION OF AGRICULTURAL CLUSTERS, LAND REFORM PROJECTS AND CRDP NODES

3.3.3.3 PROVINCIAL SPATIAL POLICIES

POLICY E2: DIVERSIFY & STRENGTHEN THE RURAL ECONOMY

RURAL PLANNING

1. Rural considerations to be factored into all municipal IDPs and SDFs, with priority given to getting rural coverage in all district SDFs and then refining the detail of the planning at local municipality level. SDFs should be able to assist in the identification of strategically located land for land reform purposes in terms of the Pro-active Land Acquisition Strategy (PLAS). Provincial government should strengthen its partnership with DRD&LR in giving support to municipalities in their undertaking rural planning.
2. The provincial Department of Agriculture's area based plans (1:10 000 scale) and associated spatial data are useful tools to use for detailed planning or assessing farm level land use applications.
3. Where regional SDFs are compiled by provincial government, rural considerations are to be dealt with on the same basis as municipal SDFs.

DEVELOPMENT OUTSIDE THE URBAN EDGE

4. 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) and of an appropriate scale and form can be accommodated outside the urban edge (except in bona fide wilderness areas). The 2009 PSDF draft Rural Land Use Planning & Management Guidelines should be reviewed

and updated to serve as basis for clarifying the interpretation of this policy. The following criteria should be applied in assessing consistency with this policy:

- i. Environmental authorisation
 - ii. Compatibility with land use activities suitable in the CBA it is situated in, and subject to an EIA
 - iii. Does not alienate unique or high value agricultural land, or compromise existing farming activities.
 - iv. Does not compromise the current or future possible use of mineral resources
 - v. Is consistent with the cultural and scenic landscapes within which it is situated.
 - vi. Does not involve extensions to the municipality's reticulation networks (i.e. served by off-grid technologies)
 - vii. Does not impose real costs or risks to the municipality delivering on their mandate.
 - viii. Does not infringe on the authenticity of rural landscapes.
5. Land use incentives should be used to facilitate rural land use transitions that the state cannot afford to fund on its own (e.g. securing priority biodiversity areas or climate adaptation corridors; rural development; agrarian transformation).
 6. The current provincial resort policy should be reviewed to make it consistent with the PSDF, and its recommendations should be

incorporated in the updated 2009 PSDF draft Rural Land Use Planning & Management Guidelines.

7. The new provincial guidelines for renewal energy facilities should be incorporated in the updated 2009 PSDF draft Rural Land Use Planning & Management Guidelines.

FARM WORKER SETTLEMENT

8. The principles contained in the gazetted provincial farm worker settlement policy are endorsed (see Box 8), but amendments may be warranted following consideration of FARE's recent recommendations.

RURAL DEVELOPMENT - STRENGTHENING RURAL LIVELIHOODS

9. Extend current rural livelihood support programme (i.e. CRDP) to cover a wider range of activities and build a broader rural skills base (e.g. environmental resource management, rural public works, land care, Working with Water, Working on Fire, Working with Wetlands, etc). Target future support to settlements that are stagnating or situated in a remote rural area. Use broadband technology to extend the programme's coverage and align with Thusong Centres.

LAND REFORM

10. The principles contained in the gazette provincial policy for small scale farming in the urban fringe are endorsed (see Box 7) but amendments may be warranted

following consideration of FARE's recent recommendations.

11. In line with national policy, state land will be leased for this purpose – it should not be subdivided and alienated.
12. Where there is a combination of land suitable for agriculture and raw water available in proximity to settlements, this strategic provincial asset should be safeguarded for agricultural purposes.
13. Commonages should be safeguarded for their original purpose, and municipal SDFs should give consideration to the establishment of new commonages.
14. Municipalities should forge partnerships with non-governmental or public benefit organisations to assume management responsibilities for commonages, and investigate the practicality of providing basic agricultural infrastructure (e.g. treated effluent) with the support of provincial and national government.
15. Land targeted for new commercial ventures (e.g. farming, fishing, eco-tourism, etc) should have the same resource attributes as existing commercial ventures, and be in proximity to markets, facilities and transport.
16. Pilot projects should be motivated that fulfil the criteria of the NDP's Resource Critical Areas.

WESTERN CAPE GOVERNMENT POLICY FOR THE ESTABLISHMENT OF AGRICULTURAL HOLDINGS IN THE URBAN FRINGE - SEPTEMBER 2000. PN 415/2000; NO. 5576

PROVINCIAL POLICY REQUIREMENT:

The need for provincial policy guidelines to facilitate the development of agricultural holdings in the urban fringe stems from the following:

- i. Need to reconcile national initiative Proposals (e.g. Land Reform, Transformation of Certain Rural Areas, commonage utilisation) and Western Cape circumstances, especially in agricultural areas with unique climatic and cultivation characteristics.
- ii. Need to fill certain gaps in provincial development policy regarding how farm land can be optimally allocated and used in the urban fringe, especially given urban growth encroachment of farming areas and marginalised persons seeking access to farming land in order to enter the agricultural sector.
- iii. Need to co-ordinate urban and rural planning initiatives within the urban fringe at provincial level.

VISION & AIM OF THE POLICY:

It is the vision of the Provincial Government of the Western Cape that access to land on the fringe of urban areas and rural towns, and its utilisation, contributes to sustainable agricultural and urban development. Accordingly the policy aims to create opportunities for aspirant farmers to access land and develop agricultural holdings in the urban fringe, and to explain how municipalities can plan and manage the implementation of these opportunities.

ALTERNATIVE FARMING MODELS:

Responding to a variety of farming land needs and local needs and circumstances, the policy identifies alternative farming models differentiated in terms of; the type of venture (i.e. commercial, project based or community); the type of farming (i.e. soil or non-soil based); settlement, with agricultural holdings primarily intended for farming purposes; tenure on public and private land being secured in terms of land ownership, lease hold rights or the granting of conditional usage rights; and locality including existing or new municipal commonages, sub-divided portions of state, provincial or municipal land or sub-divided farm portions on private land.

URBAN FRINGE LAND DEVELOPMENT PLANNING:

The policy puts forward integrated land development planning of the urban fringe, with a Sectoral Plan or Spatial Development Plan being the appropriate forward planning mechanism through which municipalities can manage the development of

the urban fringe and integrate such planning into the municipal Spatial Development Framework. Accordingly such integrated land development planning of the urban fringe must ensure that; urban expansion is structured and directed away from environmentally sensitive land and farming land; agricultural resources are reserved; environmental resources are protected; appropriate levels of services are feasible to support urban fringe land uses; and land use allocations within the urban fringe are compatible and sustainable.

GUIDELINES FOR THE ESTABLISHMENT OF AGRICULTURAL HOLDINGS:

The policy puts forward guidelines to assist municipalities in ensuring that agricultural holdings are established on a sustainable basis, including; locational criteria; appropriate zoning; sub-division of land; distinction between smallholdings and agricultural holdings; restricted settlement rights; use of commonages; and service delivery and cost



FIG.39 HOUSING ON THE URBAN FRINGE OF THE PHILIPPI HORTICULTURAL AREA (SOURCE: SETPLAN, 2013)



FIG.40 A FARMER WORKING ON A FARM IN THE PHILIPPI HORTICULTURAL AREA (SOURCE: SETPLAN, 2013)

BOX.7 POLICY FOR THE ESTABLISHMENT OF AGRICULTURAL HOLDINGS IN THE URBAN FRINGE

WESTERN CAPE GOVERNMENT POLICY FOR THE SETTLEMENT OF FARM WORKERS - SEPTEMBER 2000. PN 414/2000; NO. 5572

PROVINCIAL POLICY REQUIREMENT:

The need for policy guidelines with respect to the procedures and practices through which settlement options for farm workers can be promoted given the following:

- i. Need to achieve congruence between Western Cape circumstances and several national initiatives which focus on promoting security of tenure and settlement of farm workers.
- ii. Need to provide and develop settlement options informed by preferences of Western Cape farm workers and being compatible with Western Cape circumstances, especially in farming areas with unique climate and cultivation characteristics, varying densities of farm worker distribution and varying standards of farm worker housing.
- iii. Need to fill certain gaps which exist in Western Cape provincial development policy regarding agri-villages and other forms of farm worker settlement in rural areas of the Western Cape at a provincial level.
- iv. Need to co-ordinate rural planning and development initiatives at a provincial level.

VISION & AIM OF THE POLICY:

It is the vision of the Provincial Government of the Western Cape that all farm workers must be able to settle permanently through alternative settlement options, with such options addressing local needs and circumstances, and contributing to sustainable local community, rural and agricultural development in the Western Cape. The policy strives at creating "on the farm" and "off the farm" settlement options to allow farm workers and their dependants to fully benefit from the various tenure, housing and subsidy benefits and rights which are availed to them.

SETTLEMENT OPTIONS FOR FARM WORKERS:

The policy puts forward two broad settlement models, namely "on the farm" and "off the farm" options.

OPTION 1: "ON THE FARM" options due to personal preference of farm workers or because of circumstances (e.g. distance to nearest town), with the following range of possibilities:

- i. Right of residence in terms of Section 6(1) of the Extension of Security of Tenure Act, 1997 (Act 62 of 1997) or ESTA.
- ii. Subdivision of the farm unit to facilitate settlement and accompanying right of ownership.

- iii. Provision for retirement in terms of Section 8(4) of ESTA as well as "off farm" settlement options including homes for the aged, retirement villages and housing projects in nearby towns or agri-villages.
- iv. Formal housing contract between farm owner and farm worker.
- v. Defining the monetary value of the housing benefit component of the farm worker remuneration packages, thereby allowing farm workers to use such housing allowance elsewhere for accommodation.
- vi. Introduction of minimum standards for farm worker housing by municipalities.

OPTION 2: "OFF THE FARM" options, with settlement facilitated in:

- i. An existing town, or in exceptional circumstances a new rural town, with such settlement under the jurisdiction of a municipality and beneficiaries renting or owning their homes.
- ii. An agri-village which represents a private settlement exclusively accommodating the bonafide local farm worker community within an agricultural area, with the tenure of residents protected by a lease or notarial deed of servitude. Additionally the essential feature of an agri-village is that it is developed, owned and managed by a legally constituted institution (e.g. a Trust, Section 21 Company or Communal Property Association) representing a partnership between farmer/s, farm workers and State.



FIG.41 FARM WORKER HOUSING IN THE UPPER LANG KLOOF REGION
(SOURCE: SETPLAN, 2013)



FIG.42 FARM WORKER HOUSING IN THE CAPE WINELANDS REGION

3.3.4. URBAN SPACE ECONOMY

3.3.4.1 KEY CHALLENGES

The province's urban centres are the main drivers of the Western Cape economy. The urban space-economy accommodates the finance, real estate and business sector (contributing 32% of GDP), the manufacturing sector (17% of GDP), retail and wholesale trade, catering and accommodation sector (15% of GDP) and the transport, storage and communications sector and the government services sector each contribute an additional 10% of GDP. Whilst the Western Cape economy is essentially based on secondary and tertiary activities located mainly in the urban areas, many of these activities relate to adding-value to the outputs of the province's agriculture, forestry and fishing sector (4% of GDP). The linkages between the Western Cape's urban and rural economies are thus significant (see Figure 43).

Understandably there is a correlation between the province's space-economy and where people live (i.e. the population is geographically concentrated in the Cape Metro region (i.e. 74% or some 4.3m people) and it contributes approximately 85% of the province's GDP). Outside of the Metro the population and economy is concentrated in the urban centres along the coast.

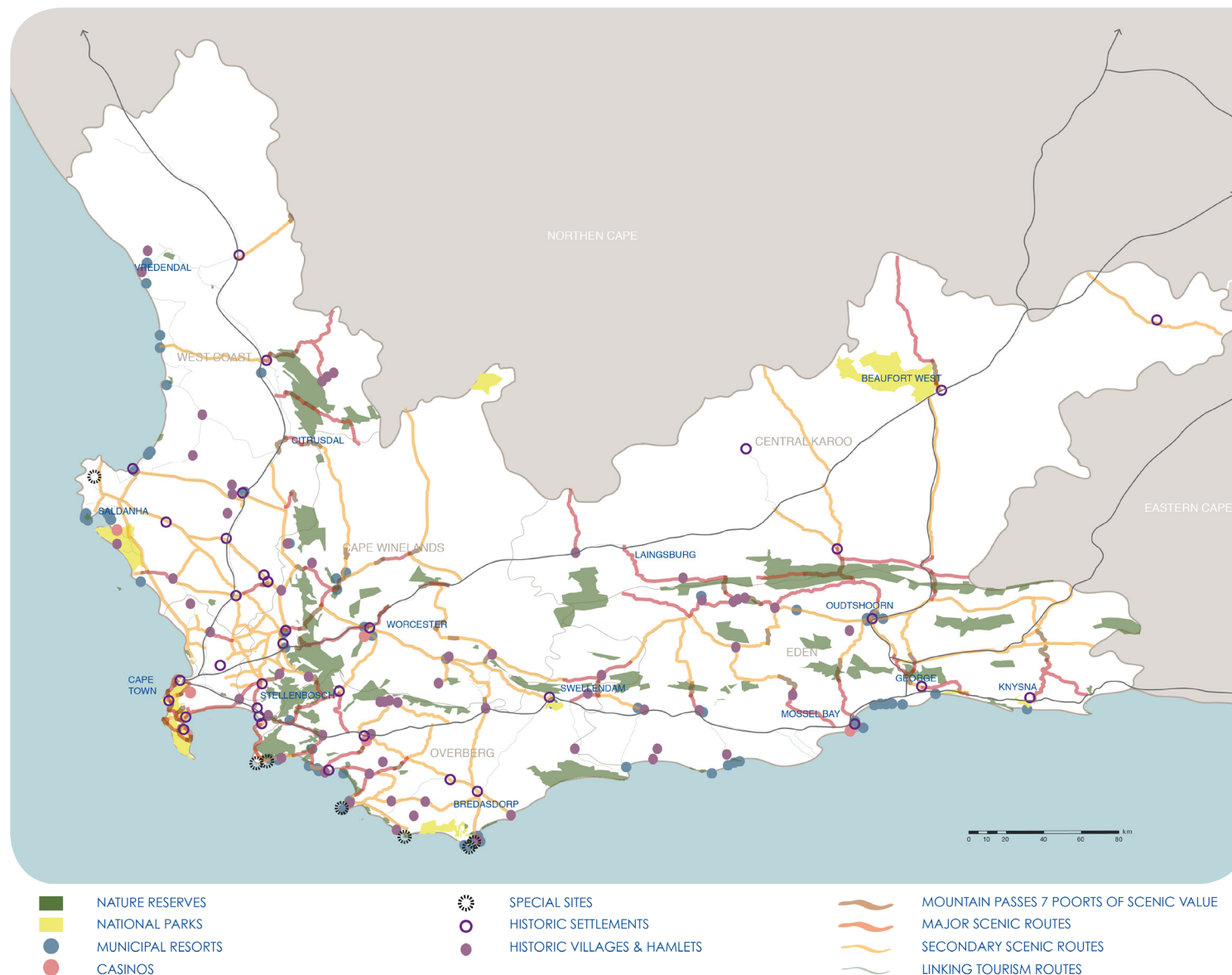


FIG.43 WESTERN CAPE PROVINCE - INDUSTRY, COMMERCE, BUSINESS SERVICES AND TOURISM

Accommodating the overwhelming majority of the provincial population and as the home of the province's economic 'engine', the Cape Metro region overwhelmingly dominates the Western Cape's urban space-economy. Current growth trends as well as demographic and economic forecasts all point to Cape Town's economic and demographic primacy enduring. Outside of the Metro functional region the urban space-economy is structured as follows:

- i. Saldanha/Vredenburg and George/Mossel Bay are emerging as lower order port based regional economic nodes.
- ii. The Overstrand and Southern Cape coastal belts are significant leisure, lifestyle, holiday and retirement economic centres.
- iii. The rural hinterland is served by regional service centres located along the provincial transport corridors, which are complemented by a network of local service centres.
- iv. A series of coastal towns whose economy is based on fishing (harbours) and/or tourism.

The Western Cape's leading economic growth sectors, as forecasted by PERO, are all urban based (i.e. construction 5.1% pa (driven by public sector infrastructure investment); financial intermediation, insurance, real estate and business services sector 4.6% pa; transport, storage and communication 4.3% pa, wholesale and retail trade, catering and accommodation 3.1% pa (driven by consumer expenditure and tourism).

The province's economic prospects clearly lie in the urban space-economy, with public infrastructure investment forecast to be the leading driver of growth. Most of the economic sub-sectors that the Western Cape Government are targeted for growth are urban based:

- i. Agri-processing and agri-tourism – on farms and in settlements
- ii. Niche manufacturing – primarily settlement based
- iii. Renewal energy (low job creation potential) – on farms subject to consistency with biodiversity, heritage, scenic, and agricultural requirements
- iv. Gas - new LNG terminal facilities in Mossel Bay and between Saldanha Bay and Cape Town, associated gas power stations, and conversion of nearby industrial areas
- v. Financial services – based in larger urban centres
- vi. Knowledge and creative industries – based in larger urban centres.
- vii. ICT, broadband – coverage extends across urban and rural areas
- viii. Tourism - based in settlements and along regional tour routes, themed and focused on outdoor activities.

Underpinning the strength of the province's tertiary sector is its educational facilities, intellectual capital, and unique lifestyle offering. The further development the urban economy is dependent on the safeguarding of these assets. The integrity of the province's natural and built environments is also of critical importance to the further development of tourism, as the Western Cape's tourism economy is nature and heritage based, and built on a foundation of a high-quality and unique environment.

Whilst the Western Cape's urban centres drive the provincial economy, the full benefits of these agglomeration economies are yet to be realized given enduring socio-economic and spatial disparities. The fundamental spatial

challenge is transforming the province's human settlements so that all, especially the poor, can access the opportunities of urban environments (i.e. services, facilities and amenities; accommodation options; job and livelihood prospects; etc) and that settlements are developed without compromising the Western Cape's unique environmental assets.

The lack of a robust economic base for settlements in the interior and arid parts is precipitating the deterioration of settlements and triggers both permanent and periodic rural – urban migration. Conversely, population growth has been rapid in rural settlements in the province's intensive farming areas that use seasonal labour.

3.3.4.2 SPATIAL IMPLICATIONS

The PSDF's strategy for opening-up opportunities in the urban space economy places emphasis on the upgrading of the built environment in dysfunctional townships so that they become enabling living environments. In this regard the development of quality community precincts incorporating social development facilities is key to changing negative township perceptions and building investor confidence.

Both a 'top down' and 'bottom up' strategy for transforming the urban space-economy is being pursued. Infrastructure investment is the focus of 'top-down' urban restructuring interventions. Community based housing, facility and amenity development and upgrading of public spaces and living environment is the focus of 'bottom-up' initiatives. The approach going forward involves less emphasis on delivering completed houses, and more emphasis on incrementally developing human settlements in partnership with other government departments, communities and the private sector.

3.3.4.3 PROVINCIAL SPATIAL POLICIES

POLICY E3: REVITALISE AND STRENGTHEN URBAN SPACE-ECONOMIES AS THE ENGINE OF GROWTH

1. Priority should be given to building the national competitive advantages and innovation of the Western Cape established and emerging regional economic centres through appropriate infrastructure, facility, amenity, and social service investment (i.e. public and non-motorised transport, tertiary education, health, public open spaces, gap and rental housing, etc) to support the knowledge economy. Human settlement planning needs to respond appropriately to the specialist requirements of these centre's skills base.
2. Whilst public investment in the built environment should be spatially targeted to complement new regional economic infrastructure investments (in the dominant and emerging regional growth centres as identified), it should also be made available to any settlement that makes a business case for delivering on the provincial strategic objectives. In this regard the GPS needs to be used as a tool to inform spatial investment decisions.
3. Transversal spatial governance systems and structures (see 3.1) should be applied at regional or district levels to determine integrated public investment programmes (i.e. housing, transport, bulk infrastructure), and these should be premised on applying the PSDF's spatial principles. The long term land requirements in settlements for education and health facilities should be accommodated in these integrated plans.
4. Spatial targets within settlements for public investment should be delineated and defined, and the implementation of built environment investment programmes should be monitored to ensure that on the ground delivery is spatially aligned and synchronised. The suite of existing spatial targeting instruments (e.g. UDZs) should be consolidated and rationalised.
5. Existing economic assets (e.g. CBDs, township centres, modal interchanges, vacant and under-utilised strategically located public land parcels, fishing harbours, public squares and markets, etc) should be targeted to levers the regeneration and revitalisation of urban economies.
6. A specialist 'land assembly' unit should be established within the province (either HDA, inter-departmental structure, or specialist unit within a Department, or public/private SPV) to identify, allocate, release, secure appropriate land use rights, and package strategic land parcels for development (i.e. state assisted housing/mixed use initiatives, PPPs, or private sector delivery incorporating inclusionary prescriptions). This unit to take-on provincial land assembly responsibility and support municipalities assemble land parcels for development. Land assembly unit to investigate use of land policy instruments (e.g. land banking, land value capture, land rating system, etc) to make urban land markets accessible to households.
7. Incentives should be put in place to attract economic activities close to dormitory residential areas, facilitate brownfields development (e.g. mixed use development and densification in appropriate locations), and private sector involvement in the rental and gap housing markets.
8. As per the recommendations of the specialist study into the impact of commercial and office decentralisation (ICOD), a policy framework for a regional (intra-municipality) perspective for the planning and approval processes of super-regional malls must be developed. In addition the findings and recommendations of the ICOD study need to be shared with municipalities (see Box 9).

IMPACT OF COMMERCIAL AND OFFICE DECENTRALISATION - SPECIALIST STUDY FINDINGS & EVIDENCE

An integrated assessment of the impacts of decentralised commercial and office centres on town centres was undertaken based on the evaluation of 3 case studies, being Vredenburg, Paarl and Hermanus. The assessment was supported by an international literature review and best practise study, while considerations in relation to urban design, spatial planning, transport planning, economic and property markets as well as heritage factors were included. Trends identified in the literature review found;

- a strong move away from developing decentralised malls in the USA and Australia with 19% of malls having closed in the USA, with more dying as a consequence of the global economic recession. This has led to the main streaming of the 'Malls to Mainstreet' and 'Retrofitting Suburbia' as an alternative;
- strong evidence of the economic and urban regeneration benefits of 'edge of centre' locations for commercial developments as an alternative to decentralised locations;
- a strong emphasis on 'Transit Oriented Development' (TOD) as being a more resilient model to decentralised and monofunctional development options; and
- That it pays to invest in town centres and the 'high street' with 2-5 more non-retail jobs being created. (Cullen:2012)

The study found that decentralised commercial centres do have a negative impact on the performance of the town centre and that these impacts primarily relate to lack of integration, increases to vehicular travel demand; mono-functional, stand-alone, introverted and sterile development; intrusion into sensitive natural & agricultural environments and retail cannibalism. The town centre of small town's are resilient by nature but struggle to recover from the negative impacts created by an additional competing economic centre- especially in

resource scarce environments. Evidence suggests that town centres usually stagnate and slowly decline as result of loss of or a split of revenues and resources as found in Paarl and Vredenburg. The creation of new and long term jobs was only found with the development of new retail and when existing retail outlets remained in the town centre. (eg: Paarl and Hermanus) Urbanmark estimates that one job is created for very 30m² of new retail space.. Critically the focus of new commercial developments should be to provide new services to the town, not duplicate them as has occurred to some extent in Vredenburg.

The evidence from the study found that when designed, planned and located appropriately, commercial and office developments will assist in improving the economic performance, usability, attractiveness and experiential quality of the town centre. 'In centre' and 'edge of centre' developments are the recommended location for new large scale commercial/ retail developments having the least negative and most positive impacts to the town centre and town as a whole. They are the most likely development model to lead to significant economic returns as well as being the best suited to positively relate to its context and provide support to the sustainable functioning of the town centre (eg: Hermanus) This development model however is not the norm, with most of the new large scale commercial and retail centres in the Western Cape being proposed in decentralised locations.

Retail is one of the few significant forms of investment occurring in the emerging market' (Urban Landmarket 2013) with 4 million m² of new retail space being expected to be added over the next 10-12 years in SA. Critically there is a need to be adequately equipped to guide this new investment so its positive benefits are not lost. Thus recommendations have been made in relation to improved monitoring and evaluation as well as the identification new policy and guidelines. Specific recommendations in relation to the PSDF include the need to develop a policy framework for a regional (intra-municipality) perspective for the planning and approval processes of super-regional malls.

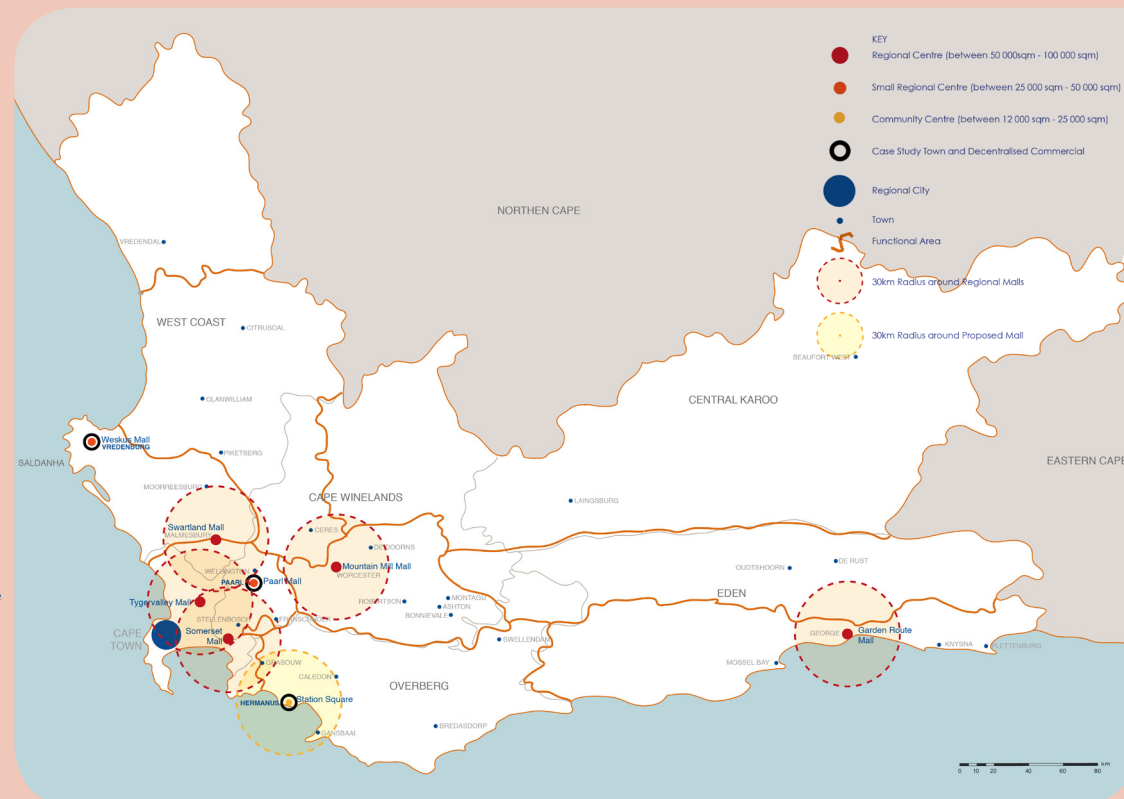


FIG.44 THE LOCATION OF EXISTING AND PROPOSED SUPER REGIONAL MALLS IN THE WESTERN CAPE , SHOWING A CLUSTERING IN THE CAPE TOWN METRO AND OVERSTRAND DISTRICTS WHICH COULD LEAD TO RETAIL SATURATION AND CANNIBALISM IN NOT MANAGED APPROPRIATELY



FIG.46 TRANSFORMATION OF A MALL INTO A MIXED USED NEIGHBOURHOOD (GREYFIELDS TO GOLDFIELDS, 2002, S BOZDIN & L SOBIL)



Implementation Process Flowchart

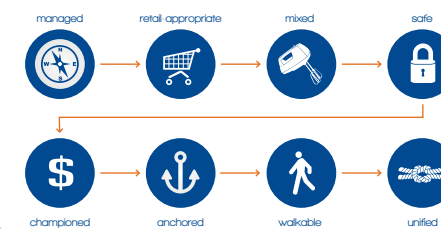


FIG.45 GUIDELINE RECOMMENDATIONS INCLUDE GREATER EMPHASIS ON PROMOTING VIBRANT RETAIL STREETS (DC VIBRANT RETAIL STREETS TOOLKIT, 2012, PG58, STREETSENSE)

3.3.5.SPACE ECONOMY SYNTHESIS

The key concepts related to the space-economy policies are illustrated diagrammatically in Figure 44. In summary these are to:

- i. Reinforce the Cape Metro region as the province's economic engine
- ii. Use new regional and bulk economic infrastructure investment in the Cape Metro functional region and the emerging regional centres of Saldahna/Vredenburg and George/Mossel Bay to leverage private sector and community investments (i.e. energy, water, transport and freight logistics, ICT)
- iii. Build 'land assembly' capacity in the urban space-economies and apply new land policy instruments (e.g. land banking, land value capture, etc)
- iv. Incentivise mixed land use and economic diversification in urban and rural land markets.
- v. Regenerate and revitalise existing economic nodes in the urban space-economy (i.e. CBDs, township business centres, modal interchanges, fishing harbours, etc)
- vi. Prioritise public transport investment & higher order facilities in district centres
- vii. Prioritise roll-out of the 'greener' economy.
- viii. Promote rural economic diversification using off-grid infrastructure technologies, and support land reform and integrated rural development.
- ix. Stabilise small towns, invest in off-grid infrastructure technologies, and use the roll-out of ICT infrastructure to connect and economically empower across space.

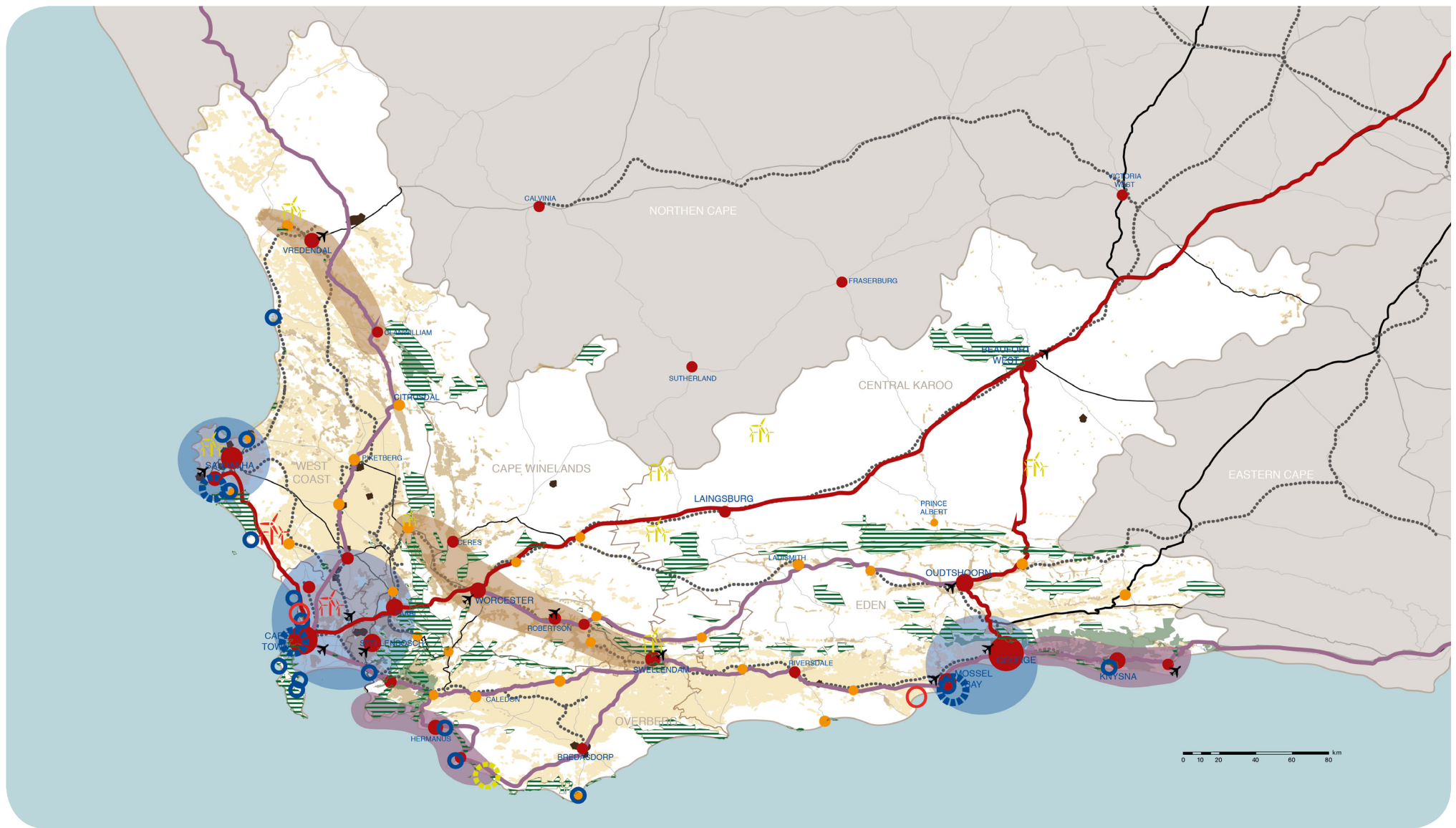


FIG.47 WESTERN CAPE PROVINCE - SPACE ECONOMY SYNTHESISED & CONSOLIDATED FRAMEWORK

3.4. DEVELOPING INTEGRATED AND SUSTAINABLE SETTLEMENTS

3.4.1. OVERVIEW

The focus of the settlement agenda is holistic and covers five key spatial elements of settlement namely; settlement morphology, heritage, access, activities including land use and facilities and housing. As a transversal instrument the PSDF thus embraces the concept of sustainable and integrated human settlements holistically. The spatial complexities of human settlements are grouped under five spatial elements as indicated in Figure 48.

The PSDF addresses the full spectrum of Western Cape settlements, irrespective of their size (i.e. from metropolitan Cape Town to the smallest hamlets), functional role (from diversified urban economies to subsistence rural villages), levels of service, or physical characteristics.

3.4.1.1 SETTLEMENT POLICY OBJECTIVES

The settlement policy objectives deal with 5 key areas. These are depicted in Figure 48 and are:

1. Protecting and enhancing sense of place and settlement patterns
2. Improving accessibility at all scales
3. Promoting an appropriate land use mix and density in settlements
4. Ensuring effective and equitable social services and facilities
5. Supporting inclusive and sustainable housing

The protection and enhancement of heritage and cultural resources is a clear provincial mandate with indirect but strong links to its economic development mandate, especially

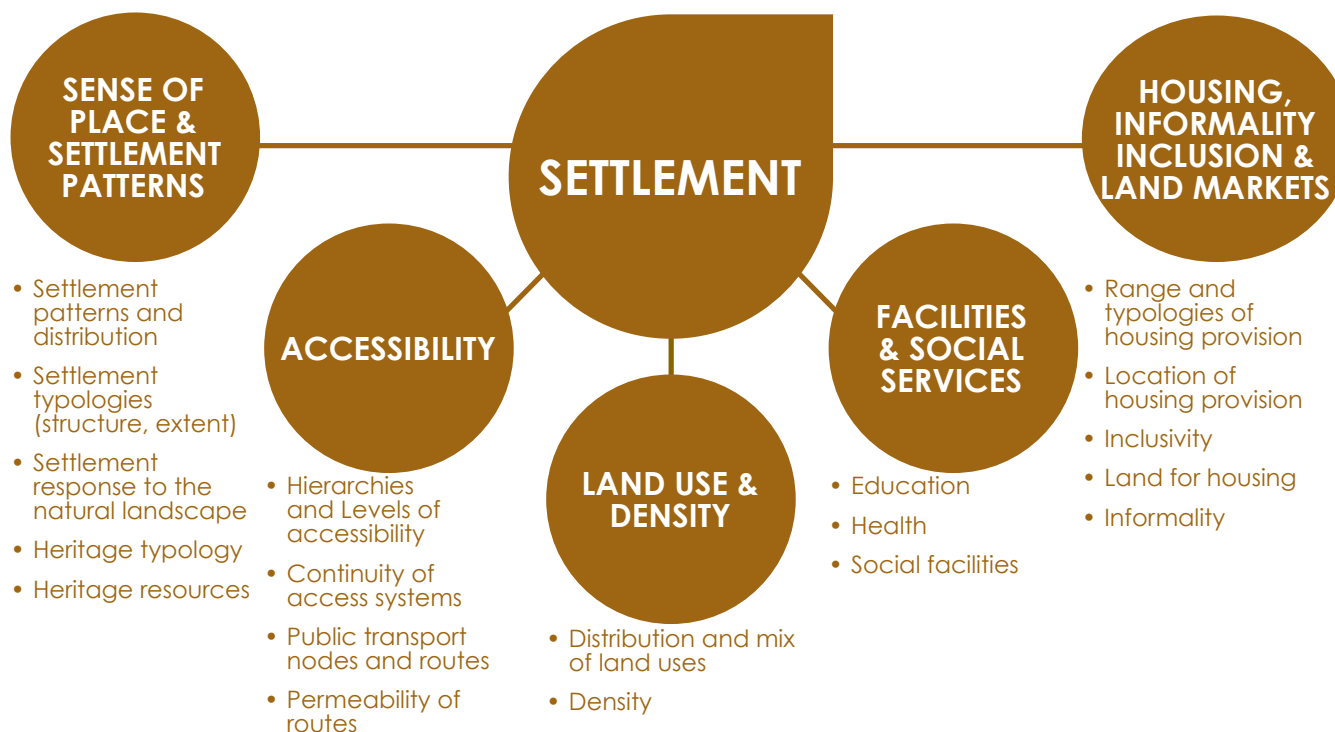


FIG.48 MIND MAP OF INTEGRATED AND SUSTAINABLE SETTLEMENTS THEME

with respect to skills retention in the knowledge economy.

A strong **sense of place** and quality environments within settlements at all scales is increasingly recognized as an essential dimension of sustainable settlement. This relates to the economic potential associated with tourism, attracting skills into the service and knowledge economy as well as the wellbeing and dignity of communities of all income groups.

Access to opportunities and services is a keystone to building a strong regional

economy and facilitating equitable access to opportunities and services in a financially sustainable manner.

The provision of **sustainable and effective social services** requires that these are rationalised, clustered and managed in an integrated manner. The vast distances between settlements in the Western Cape makes this goal challenging and an understanding of regional and local movement dynamics is essential.

The provision and facilitation of an integrated and multi-modal transport system, as

advocated by the NDP and Provincial Land Transport Framework relies on the appropriate location of **mixed use areas and increased settlement densities** to ensure adequate thresholds for sustainable public transport. A compact urban form and built environment also enables inclusivity and diversity of population, housing and social facilities, and also acts as a precondition for the efficient and affordable delivery of basic services.

The PSDF promotes an **integrated approach to housing delivery** through deliberate settlement-level strategies, actions and collaborative arrangements that align housing with transport, land-use, economic and infrastructure decisions within a long-term vision of a more integrated urban future. The development of housing projects in poorly located land has to stop. One cape 2040 proposes “sustainably upgrade the built environment to directly respond to community needs through shifting from a focus on housing to one on accessible and integrated service delivery”.

3.4.1.2 SYNTHESIS OF PROVINCIAL SETTLEMENT CHALLENGES

Low-density suburban sprawl continues, which encourages private vehicular travel and compromises the viability of public transport and undermines inclusive economic growth.

Given limited formal housing options, overcrowding is widespread and informality is a feature of most Western Cape human settlements that will remain for the foreseeable future.

Exclusionary land markets and the continued reality of urban informality pose major future challenges for the province. Continuing

segregation and sprawling urban growth will undermine household and municipal financial sustainability, stifling economic growth.

Recognising the complexity of undoing the entrenched spatial legacy which persists in the Western Cape, the PSDF needs to take seriously the challenge of restructuring regions and settlements so that they offer opportunities for all – especially those previously restricted in accessing these benefits.

“Build cohesive, sustainable and caring communities with improved access to work and social amenities, including sports and recreation facilities”
(DOHS Outcome 8)

FROM..... MAINLY CURATIVE INTERVENTIONS	TO..... MORE PROACTIVE INTERVENTIONS
SENSE OF PLACE & SETTLEMENT PATTERNS	
resource consumptive living	sustainable living environments and technologies
developer led spatial growth	spatial growth led by public interests
emphasis on 'greenfields' development	emphasis on 'brownfields' development
mainly outward spatial growth	mainly inward spatial growth
low density sprawl	contained settlement footprints high density in nodes and along transit corridors
suburban settlement forms	urban settlement forms that optimise the best of urban and rural contexts
poor quality public spaces	high quality public spaces
erosion of cultural and heritage assets	protection and enhancement of heritage assets as important social and economic resources
ad hoc building level focus on heritage assets	holistic approach to heritage assets recognising landscape, cultural and settlement contexts
ACCESS	
a vulnerable, resource intensive transport system	a transport System that is resilient to peak oil
uncoordinated transport and land use planning	integrated transport and land use planning
rural communities trapped in space	coherent affordable access to rural communities
car dependent neighbourhoods, towns and cities	transit oriented development and walkable neighbourhoods
Fragmented regional public transport systems in the rural areas	Integrated regional public transport systems in the rural areas
private transport orientated	public transport orientated
DENSITY & LAND USE	
mono-functional developments	mixed use development in appropriate locations
segregated land use activities	integration of complementary land uses
SOCIAL SERVICES	
fragmented community facilities	shared, integrated community facilities
uneven social service provision	balanced and equitable service provision
HOUSING	
poorly located, monofunctional projects increasing settlement fragmentation	well located, functionally integrated projects
exclusionary land markets and focus on private property rights	Inclusionary land markets and balancing private and public property rights
delivery for beneficiaries through public funded low-income housing	delivery in partnership with beneficiaries through public, private, and community funded housing
limited tenure options and standardised housing types	diverse tenure options and diverse housing typologies
delivering finished houses and standard levels of service	progressive housing improvements and differentiated and upgradable levels of service

TABLE.14 SETTLEMENT TRANSITIONS

3.4.2. SENSE OF PLACE AND SETTLEMENT PATTERNS

3.4.2.1 KEY CHALLENGES

The Western Cape's distinctive settlement distribution and typologies have developed in response to environmental conditions, historic patterns of subdivision and built forms. These settlement typologies and spatial distribution relate to their rural and agrarian contexts in ways that remain relevant to their long term viability.

The scenic and heritage resources of the Western Cape, issues relating to their long-term protection, as well as recommendations for maintaining their productive value are contained in the Heritage & Scenic Resources Inventory & Policy Framework (Oberholze & Winter, 2013). The historical settlement chronology documented in this report is illustrated in Figure 55 (see Box 10).

Scenic landscapes, historic settlements and the sense of place, which underpin the quality of settlements and their associated competitive value, associated with a services economy and tourism, are being eroded. Causes include inappropriate development, a lack of adequate information and proactive management systems.

Poor quality, hostile environments are beginning to overwhelm the identity and attraction of small towns across the Western Cape.

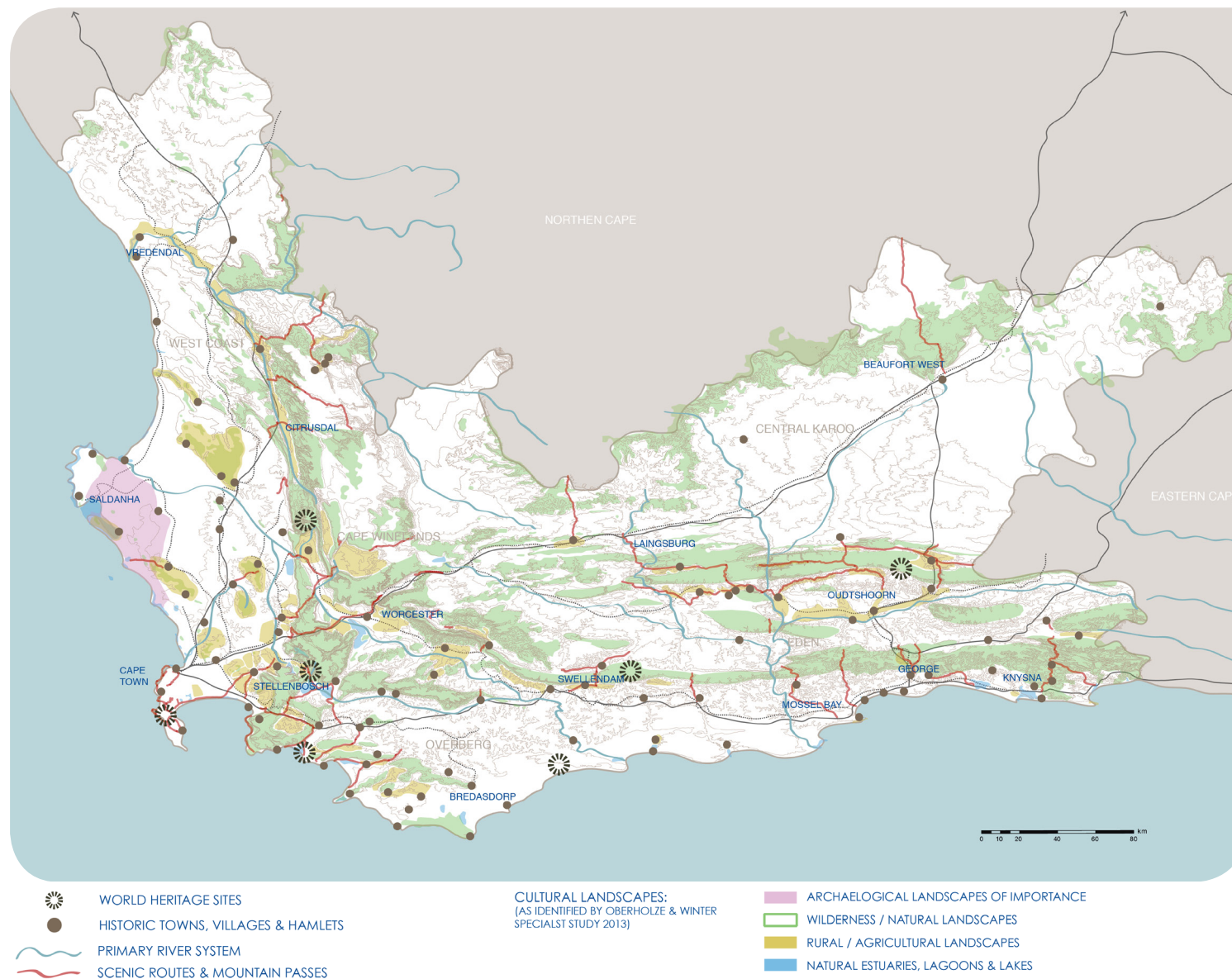


FIG.49 WESTERN CAPE PROVINCE - ILLUSTRATING THE CONCENTRATION & RELATIONSHIP BETWEEN PROVINCIAL CULTURAL LANDSCAPES & HERITAGE RESOURCES

3.4.2.2 SPATIAL IMPLICATIONS

The enhancement of the Western Cape's unique sense of place and identity, underpins its economy in numerous ways and relies on appropriate development and protection responses to the heritage, cultural and scenic assets of the province.

Landscape and heritage management must be seen as an essential and integral aspect of spatial planning and not separate from it. Principles pertaining to settlement should always support the protection and enhancement of cultural and heritage assets.

Underpinning the strength of the province's tertiary sector is its unique lifestyle offering. Growing the Western Cape's economy is dependent on the safeguarding of these assets. The integrity of the province's natural and built environments is of critical importance to the further development of tourism, as the Western Cape's tourism economy is nature and heritage based, and built on a foundation of a high-quality and unique environment.

Similarly, long term economic resilience relies on upgrading of the built environment in dysfunctional townships so that they become enabling living environments overcoming negative perceptions and building investor confidence.

Inappropriate, sprawling development which erodes these assets, also erodes several of the foundations of the Western Cape's economy.

The delineation of urban edges has been viewed as an essential tool to protect the key settlement heritage, landscape and urban form assets from the encroachment of further urban development and protecting the visual setting of historical settlements. However, it

must be noted that sole dependency on urban edges to provide the necessary effective long-term protection and management of scenic landscapes and heritage assets will not be sufficient.

Heritage input into the preparation of Spatial Development Frameworks is essential to ensure effective integration of heritage management and planning issues and to develop ways to optimise these resources as assets that can contribute to regeneration and build economic resilience.

Finally, well-designed settlements support civic interaction and equitable access throughout the public environment. Inclusion and integration through an enhanced sense of

belonging can be promoted through a focus on the public realm rather than on private enclaves, and by promoting the clustering and agglomeration of complementary activities and land uses.



FIG.52 INSENSITIVE LAND USES LOCATED NEXT TO KEY HISTORICAL FEATURES OF SWELLENDAM



FIG.51 PETROL STATION OUTSIDE MOSSEL BAY NEGATIVELY IMPACTING ON SURROUNDING LANDSCAPE



FIG.50 INPPROPRIATE LOCATION OF HOUSING IN BARRYDALE NEGATIVELY IMPACTING ON THE CHARACTERISTIC SCENIC LANDSCAPE

HERITAGE AND SCENIC RESOURCES: INVENTORY AND POLICY FRAMEWORK - SPECIALIST STUDY FINDINGS & RECOMMENDATIONS

With regards to heritage and cultural resources, this study found that the Western Cape is unique for various reasons and includes a number of key representative and distinctive heritage themes. The study provides a brief description of the cultural context of the province, ranging from its ancient fossil and pre-colonial archaeological record, to its early and later colonial, apartheid and democratic periods. It was found that the region possesses numerous cultural landscapes worthy of formal protection, landscapes of high archaeological and paleontological significance and sensitivity, as well as conservation-worthy historical settlements, routes and passes.

With reference to historical settlement, their heritage value is based on a combination of landscape setting (e.g. coastal setting, mountain backdrop and agricultural edges), historical associations, concentration of historical fabric and layering, as well as distinctive townscape and/or streetscape qualities. Based on a combination of settlement layout in response to environmental conditions (water and topography), patterns of subdivision and built form, a number of distinctive settlement qualities are also evident, often with distinctive rural and agrarian qualities.

Based on the findings of the inventory, numerous cultural landscapes, historical settlements and historical routes and passes have been identified as worthy of formal protection - as indicated by their existing status or recommended Grade I, II and III significance. A small percentage of the heritage resources identified in the study enjoy any formal protection status, where only 12 sites have been declared within the Western Cape since NHRA (1999). It is thus recommended that strategies for their protection and sustainable management be prioritized. Recognising that a standard management approach cannot be applied to all heritage resources, the study provides examples of the "crown jewels" of the Western Cape, where a more precautionary heritage management approach is recommended.

A key recommendation calls for municipal support and direction in carrying out local heritage management responsibilities as specified in the NHRA. To be effective, it is recommended that this be a collaborative effort between provincial and heritage authorities and that such support include:

- The phasing and preparation of municipal heritage inventories. These inventories are essential to ensuring more efficient processing of development applications.
- Ensuring adequate heritage input as municipal SDF level as essential to effective integration of heritage management and planning.
- The implementation of local heritage protection measures through zoning schemes.



FIG.54 THE STUDY COMPILED A DETAILED INVENTORY OF KEY REPRESENTATIVE HERITAGE THEMES, WITH ACCOMPANIED EXAMPLES AND IMAGES, SUCH AS THE AMALIENSTEIN CHURCH IN ZOAR (FAR LEFT) RANGING TO THE CORBELLED DWELLINGS OF THE KAROO (LEFT)

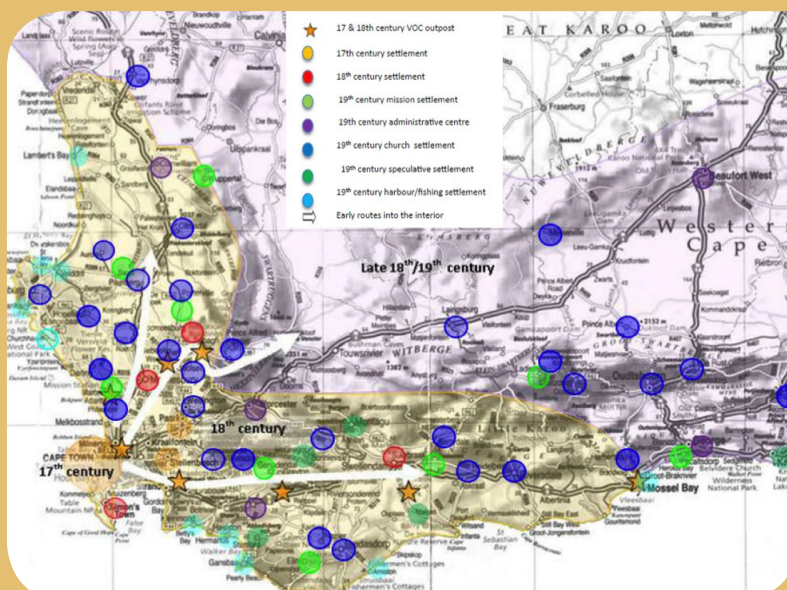


FIG.53 THE CULTURAL CONTEXT OF THE PROVINCE IS CHARACTERISED BY A RICH AND DIVERSE LAYERING OF HISTORY SPANNING THE MID-17TH, 18TH, 19TH AND 20TH CENTURIES - ILLUSTRATED THROUGH THE MAPPING OF SETTLEMENT CHRONOLOGY AND SPATIAL DISTRIBUTION AND ORIGINS OF NUMEROUS HISTORICAL SETTLEMENTS.

3.4.2.3 PROVINCIAL SPATIAL POLICIES

POLICY S1: PROTECT, MANAGE AND ENHANCE THE PROVINCES SENSE OF PLACE, HERITAGE AND CULTURAL LANDSCAPE

In order to optimise the scenic as well as local identity and value of our settlements and landscapes the following need to guide settlement planning decisions:

1. Prevent settlement encroachment into agricultural areas, scenic landscapes and biodiversity priority areas, especially between settlements, along coastal edges and river corridors.
2. Promote smart growth ensuring the efficient use of land and infrastructure by containing urban sprawl and prioritising infill, intensification and redevelopment within settlements.
3. 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.
4. Use heritage resources, such as the adaptive use of historic buildings, to enhance the character of an area, stimulate urban regeneration, encourage investment and create tourism opportunities, while ensuring that interventions in these heritage contexts are consistent with local building and landscape typologies, scale, massing, form and architectural idiom.
5. Conservation strategies, detailed place-specific guidelines and explicit development parameters must supplement urban edges to ensure the effective management of settlement and landscape quality and form.

3.4.3. ACCESSIBILITY

3.4.3.1 KEY CHALLENGES

The Western Cape State of the Environment report (2013) notes that "Transportation systems are well developed, although heavily skewed towards road-based transport, private vehicles and road-based freight movement". This should be understood to refer mostly to the infrastructure rather than the services. However, travel within and between municipalities is unaffordable to many, leaving communities trapped in space - unable to engage meaningfully with the economy and to access services and amenities.

The extent to which communities in the Western Cape are "trapped in space" is evidenced in the PLTF which indicates that, outside the metropolitan areas, 48 to 57% of people rely on Non-motorised transport, or put another way, cannot afford a taxi fare (see Table 15).

Mono-functional land uses, sprawl and remote developments are increasing the need to travel within and between regions. Many developments are taking place on cheap land at the urban fringes, dissipating transport services and viability. Unsafe, poor quality public transport persists, especially in the unsubsidised taxi sector.

The operating costs for expensive BRT systems in the metropolitan areas of

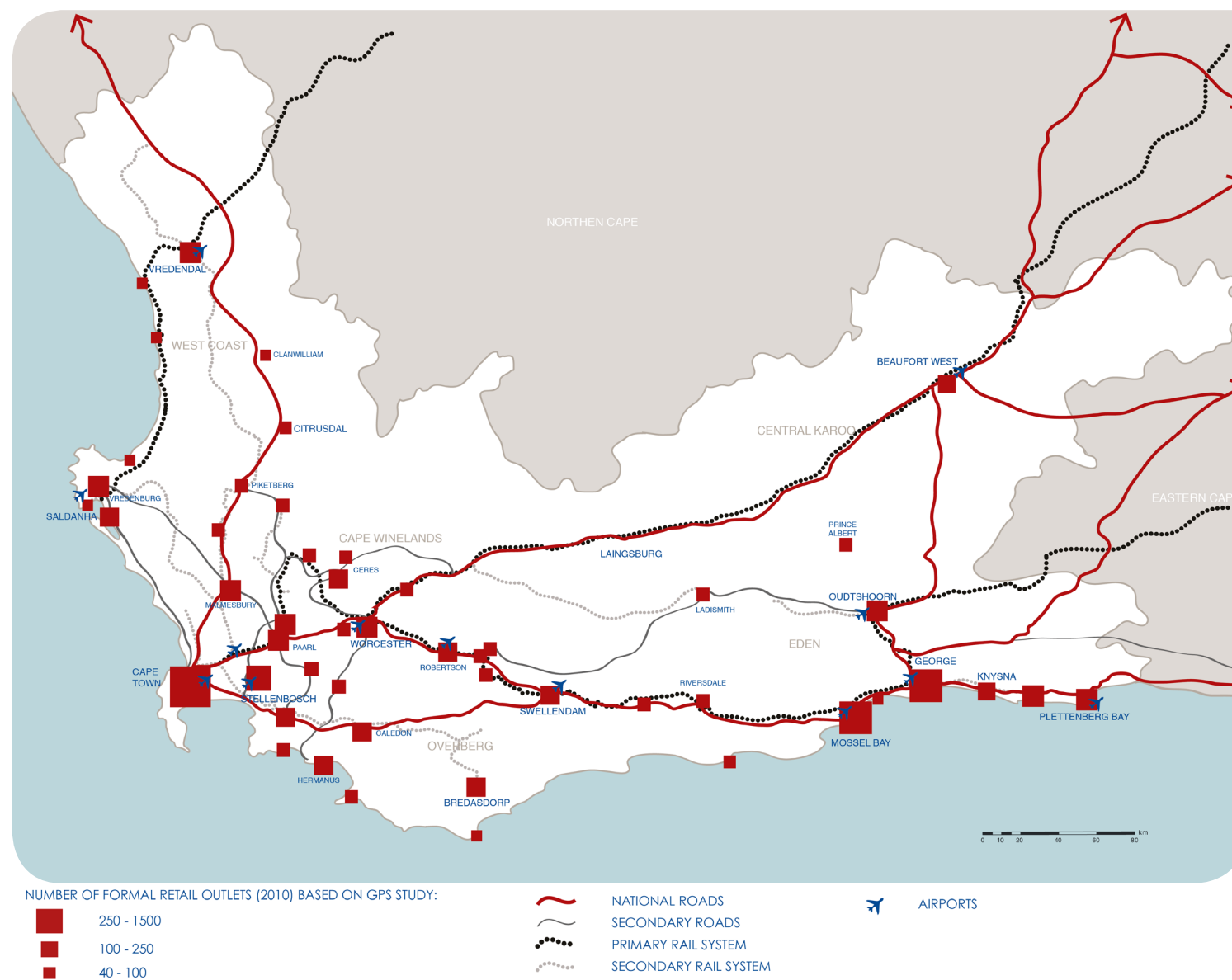


FIG.55 WESTERN CAPE PROVINCE - ACCESSIBILITY BASED ON AVAILABILITY OF SERVICES & INFRASTRUCTURE

Cape Town and George are prohibitive, with Cape Town's MyCiti service recovering only 20% of the operating costs.

Small towns and remote settlements are difficult and expensive to service with public transport and the absence of public transport systems servicing rural communities and settlements fundamentally constrains socio-economic development. Already, travel costs for poor communities within rural settlements are unaffordable, and these dormitory settlements are increasingly the vulnerable and long-term sustainability is at risk, while sustainable regional public transport remains unattainable.

As Figure 55 & 56 demonstrates, many small towns have been isolated by the rerouting of regional and national routes, which has had direct impacts on the fragmented accessibility patterns across the provincial landscape.

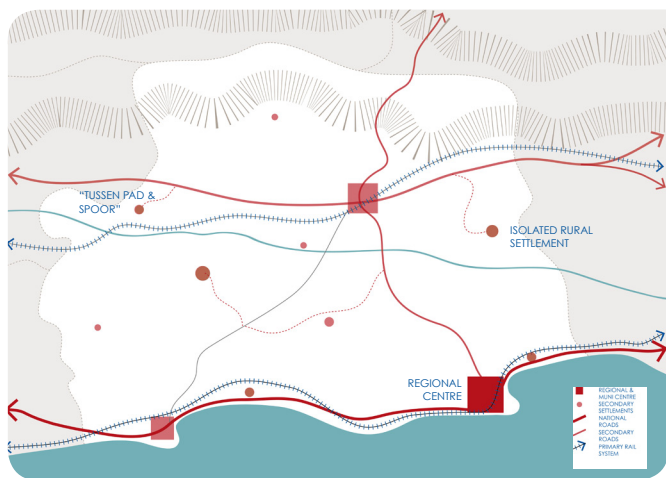


FIG.56 ACCESSIBILITY CHALLENGES AT MUNICIPAL SCALE - WITH ISOLATED SETTLEMENTS ACROSS THE MUNICIPAL LANDSCAPE

3.4.3.2 SPATIAL IMPLICATIONS

The fundamental spatial challenge is transforming the province's human settlement patterns so that all, especially the poor, can access the opportunities of urban environments (i.e. services, facilities and amenities; accommodation options; job and livelihood prospects; etc). Dramatic steps are required to contain urban sprawl and increase densities to ultimately decrease unsustainable operating costs while increasing levels of accessibility.

Given evidence that current settlement patterns are unsustainable and exacerbating inequalities, the PSDF is unambiguous about the imperative of a fundamental shift throughout the province towards developing 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.

Settlement patterns and the provision of transport infrastructure need to assist in "closing down space" across the Province and within municipalities, to ultimately improve the affordability and viability of access to services and opportunities. The networks and systems of access (roads, paths and transport services) must always be designed to break down the spatial barriers created by apartheid and make settlements more convenient and pleasant to live in while creating economic opportunities close to where people live.

A key priority is the establishment of a regional access systems within and between urban, rural and coastal functional regions. The strengthening of functional linkages and transport connections between rural settlements and regional service centres is also critical to ensure for spatial integration and associated economic resilience at all scales.

	COCT	CAPE WINELANDS	OVERBERG	WEST COAST	CENTRAL KAROO	EDEN
NMT	20%	48%	57%	55%	51%	34%
PRIVATE	45%	26%	26%	x	32%	46%
PUBLIC TRANSPORT	35% (17% - rail, 11% - minibus, 4% - bus, 1% - metered taxi)	14% (minibus & limited rail)	15% (mostly bus - no rail and limited minibus)	x (mostly minibus, limited rail and bus)	4.5%	20% (minibus & bus - no rail)

TABLE.15 MODAL SPLITS OF THE VARIOUS DISTRICTS - BASED ON DATA FROM WCG PLTF 2013 DRAFT (X INDICATES LACK OF DATA)

3.4.3.3 PROVINCIAL SPATIAL POLICIES

POLICY S2: IMPROVE PROVINCIAL, INTER & INTRA-REGIONAL ACCESSIBILITY

1. Built environment investment programmes should focus on compacting and connecting urban development (especially along public transport routes), and clustering public facilities along these connections.
2. New settlement formation that increases average travel times should be avoided.
3. Promote the upgrading of existing rail infrastructure to offer higher levels of service while developing combined road and rail transport corridors throughout the province - to provide a real alternative to road transport for passengers and freight.
4. Rank, prioritise and develop fully Integrated Rapid Public Transport Networks (IRPTN) in the higher-order urban regions of the Province.
5. Developing fully Integrated Public Transport Networks (IPTN) in the rural regions of the Province that are strategically connected to higher-order urban regions.
6. Direct public funding to unlocking well-located land within cities and towns to reduce the operating costs of public transport (as per PLTF).
7. Develop a safe public transport system, while emphasising densification and opportunities for the poor to achieve adequate thresholds along all public transport routes and corridors.

"The envisaged end state is an integrated system consisting of different modes of transport with different levels of coverage, but which serves the needs of commuters and special purpose trips alike, whilst reducing the impact on the environment"

(SoE Report 2013)

8. Improve intermodal integration and regional linkages of all public transport based services through linking localised public transport between villages and towns with regional multi-modal transport hubs.
9. Strengthen functional linkages between settlements and larger towns, with specified attention given to introducing rural transport systems.
10. Roll-out Western Cape's Green Economy and broadband programme has significant rural settlement implications, particularly related to building and services applications. New technologies offer the prospects of making living in and working out of rural towns and villages more attractive.

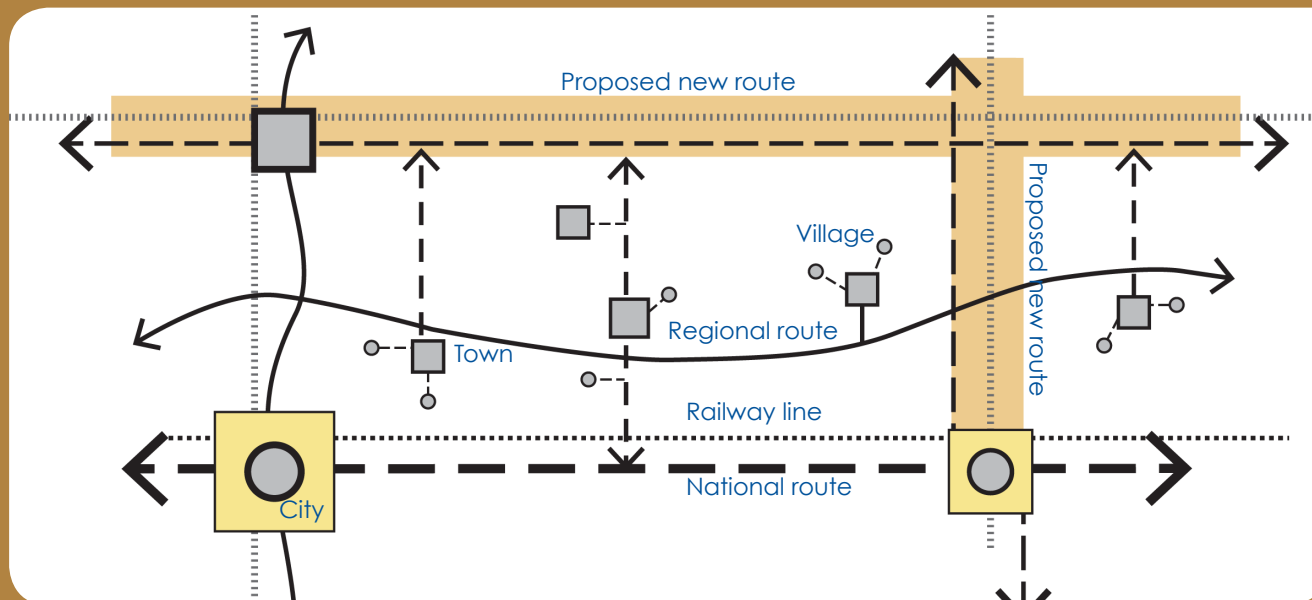


FIG.57 DESIRED HIERARCHIES OF ACCESS AT A PROVINCIAL SCALE

3.4.4. LAND USE & DENSITY

3.4.4.1 KEY CHALLENGES

The average densities of cities and towns in the Western Cape remain extremely low by international standards, in spite of policies to support mixed use and integration. There is clear evidence to show that urban sprawl and low densities contribute to unproductive and inefficient settlements as well as increasing the costs of municipal and provincial service delivery. This is especially the case with respect to transport, health and education.

As Figure 58 demonstrates, the extent of settlement and population concentration continues to manifest in the urban centres. This trend is continuing with regional service centres growing over the past 10 years. At the same time there are many isolated, declining settlements in the Western Cape and these increasingly continue to be marginalised by distance and transportation costs. They are also extremely costly to service in terms of social services.

Settlements in the rural regions of the Province lack land use diversity, and hence economic and social resilience. The 2010 GPS study found that 36% of Western Cape settlements have a dormitory function.

In growth areas, new development has been largely mono-functional

"The most important challenge is finding viable ways of providing, managing and funding basic municipal services in remote on-farm or near-farm areas. In many cases, farm residents and farmers will need to be part of provisional solutions as grid-based solutions will not be viable"

(2013 Budget Speech by Minister Madikizela, DoHS)

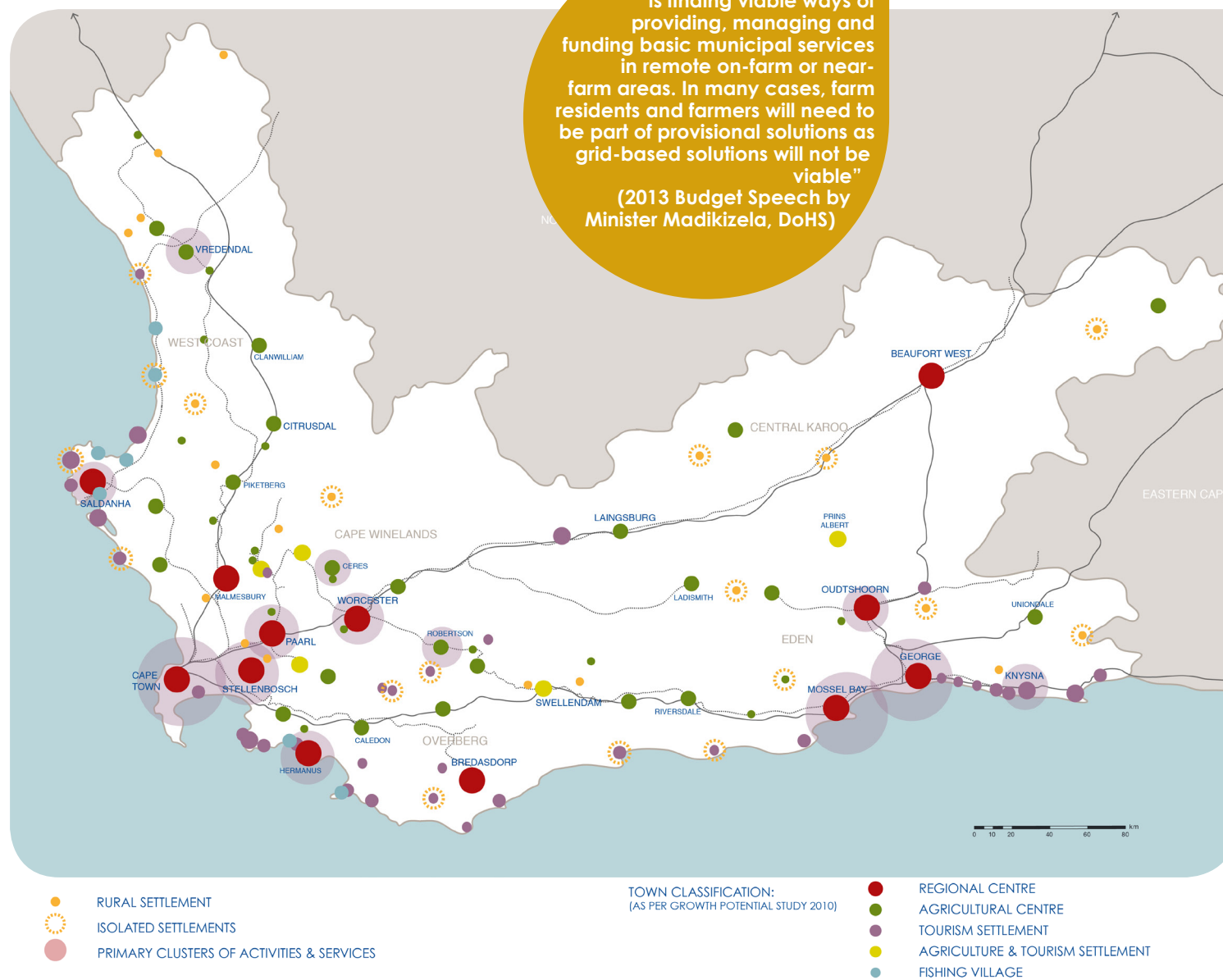


FIG.58 WESTERN CAPE PROVINCE - PRIMARY AND SECONDARY CLUSTERS OF ACTIVITIES, FACILITIES AND SOCIAL SERVICES

in nature dominated by dormitory townships, gated residential developments and shopping centres. Some exceptions to these trends include residential development and densification within economic nodes such as the Cape Town and Tygervally CBDs, Knysna CBD and mixed use developments in Hermanus. It is important that lessons are drawn from these for wider application.

In cities and large towns densification, infill and brownfield redevelopment are complex processes requiring clear public policy, direction and incentive. Poor planning and investment decisions tend to be made in favour of simpler, peripheral, developer led developments for quick profits, while municipalities pick up the tab for the long term operating costs. This is not sustainable and the 2013 MSFM Study demonstrates that this is likely to push already stressed municipalities over the brink.

Both low densities and mono-functional land uses mitigate against sustainable access, service provision and quality as investment tends to be scattered rather than concentrated which diminishes its impact. Within the larger urban regions, some towns and outlying settlements are becoming dormitory commuter towns to the larger economic centres (e.g. Malmesbury, Grabouw and even Bot River) and towns such as Oudtshoorn are becoming satellites to George.

"The OECD's 2006 report on Competitive Cities in a Global Economy recommends that "liveable cities with high-quality infrastructure, green spaces, and inner city residential areas and public projects can contribute to economic success, attracting foreign investors as well as highly qualified professionals and tourists" .

3.4.4.2 SPATIAL IMPLICATIONS

The lack of integration, compaction and densification in urban areas in the Western Cape has serious negative consequences for municipal finance, for household livelihoods and for the environment.

The PSDF needs to provide the principles and tools to enable municipalities to enforce more efficient and sustainable spatial growth patterns

In order to secure a more sustainable future for the Province it is of critical importance that settlement planning and development achieves higher densities. A shift from a suburban to an urban development model is required across all scales of settlement.

It is evident that compact settlements with minimal urban footprints are more environmentally effective, as opposed to a

sprawling settlement with uncontrolled growth. Municipal financial sustainability is enhanced in relation to the provision and maintenance of infrastructure, facilities and services. Compact settlements save people time and money, as travel distances are shorter and cheaper. Opportunities, public and private facilities and institutions are more accessible and thresholds are enough to support them.

In prioritising a more compact urban form through investment and development decisions, settlements in the Western Cape can become more inclusionary, widening the range of opportunities for all.

The 2009 PSDF proposed an increase of the average density of approximately 12 dwelling units (du) per hectare (ha) to 25du/ha, with 3-6 du/ha on the urban periphery and 40-60 du/ha in the urban core



FIG.59 MONOFUNCTIONAL DECENTRALISED ACTIVITIES SUCH AS THE WESKUS MALL IN VREDENBURG NEGATIVELY IMPACT ON DIVERSITY AND RANGE OF AVAILABLE ACTIVITIES

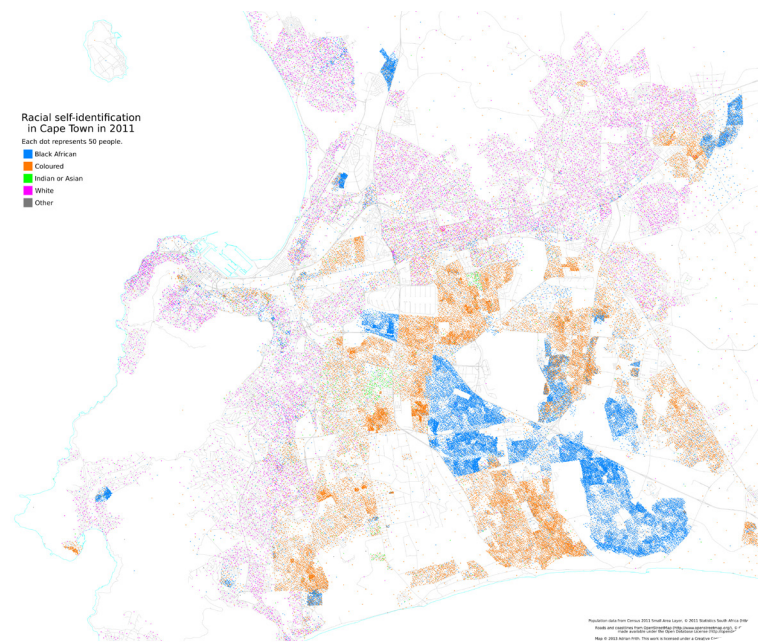


FIG.61 RACIAL DISTRIBUTION IN CAPE TOWN - BASED ON 2011 CENSUS DATA (ADRIAN FIRTH, 2013)

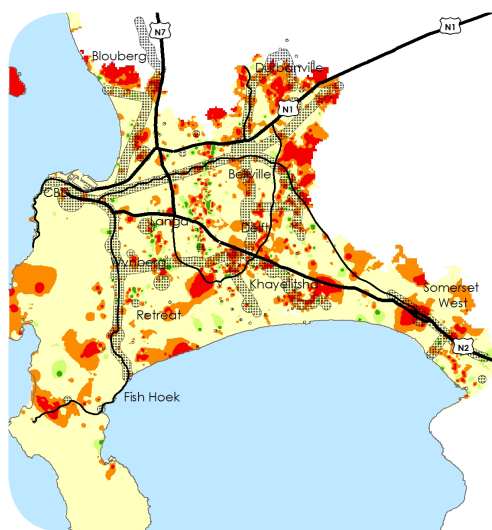


FIG.60 CHANGE IN LAND USE MIX INDEX IN CAPE TOWN (1994 - 2010) IN CONTRAST TO LOCATION OF PROPOSED CORRIDOR DEVELOPMENT & DENSIFICATION AS PER SECTOR PLANS (CRUISE RESEARCH, 2013)

3.4.4.3 PROVINCIAL SPATIAL POLICIES

POLICY S3: ENSURE COMPACT, BALANCED & STRATEGICALLY ALIGNED ACTIVITIES & LAND USES

1. Target existing economic assets (e.g. CBDs, township centres, modal interchanges, vacant and under-utilised strategically located public land parcels, fishing harbours, public squares and markets, etc) should be as levers the regeneration and revitalisation of settlements.
2. Promote functional integration and mixed use as a key component of achieving improved levels of settlement liveability and counter apartheid spatial patterns and decentralization through densification and infill development.
3. Consolidate and rationalise the suite of existing spatial targeting instruments (e.g. UDZs) and delineate and define spatial targets for public investment
4. Locate and package integrated packages of land, infrastructure and services as critical inputs to business establishment and expansion in places that capture efficiencies associated with agglomeration.
5. Prioritise rural development investment based on the economic role and function of settlements in rural areas, acknowledging the fact that agriculture, fishing, mining and tourism remain important economic underpinning of rural settlements.
6. Respond to the logic of formal and informal markets in such a way as to retain the flexibility required by the poor and enable settlement and land use patterns that support informal livelihood opportunities rather than undermine them.
7. Prioritise the identification of Integration Zones within the proposed urban, rural and coastal regions, where opportunities exist for public intervention to promote more inclusive, efficient and sustainable forms of urban development (see Box 11).
8. Continue to deliver public investment to meet basic needs in all settlements, with ward level priorities informed by the Department of Social Development's human development indices.

NATIONAL TREASURY CITIES SUPPORT PROGRAMME - MAY 2013

The intentions and requirements of the National Treasury's City Support Programme, while currently applicable to the metropolitan areas, should be noted as important criteria for the allocation of national funding. This requires that cities and large towns, identify integration zones (see Figure 62) are where opportunities exist for public intervention to promote more inclusive, efficient and sustainable forms of urban development. Interventions in these zones are likely to include investment programmes, enhanced delivery of services, asset maintenance and regulatory changes.

Integration zones, as promulgated by National Treasury (2013) are anticipated to have the following characteristics:

- At a spatial level these zones include identified township hubs within the urban network and

corridors connecting these hubs to established urban nodes.

- At an economic level, these zones should reflect opportunities to leverage private investment by households or firms, including through the use of available tax and investment incentives associated with Urban Development Zones and Social Housing Restructuring Zones.
- At a social level, these zones should include opportunities to break down the segregated, exclusive nature of South African cities, through promoting inclusion of historically disadvantaged and vulnerable communities, and supporting interaction across the historical divides of race and class in South African cities.

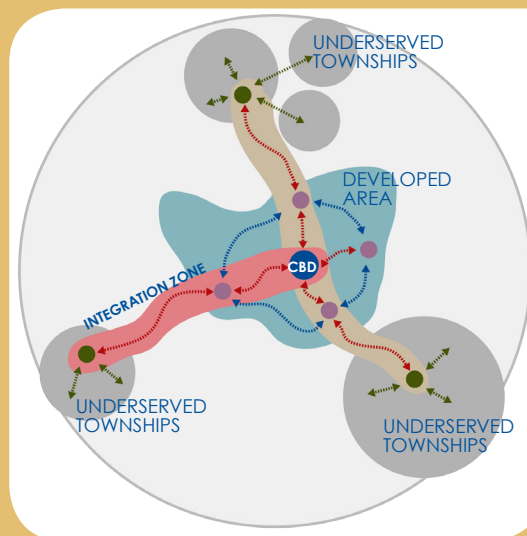


FIG.62 NATIONAL MODEL TO SPATIALLY ALIGN BUILT ENVIRONMENT INVESTMENT - BASED ON THE URBAN NETWORKS APPROACH (ADOPTED FROM NATIONAL TREASURY, 2013)

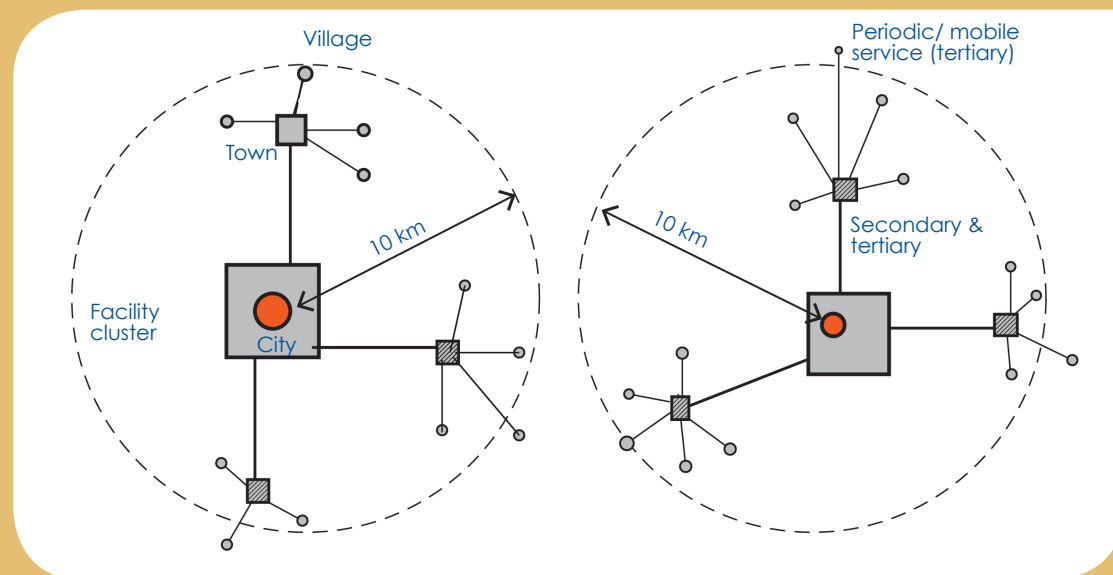


FIG.63 REGIONAL INTERPRETATION OF SETTLEMENT HIERARCHY TO INFORM INVESTMENT PRIORITISATION

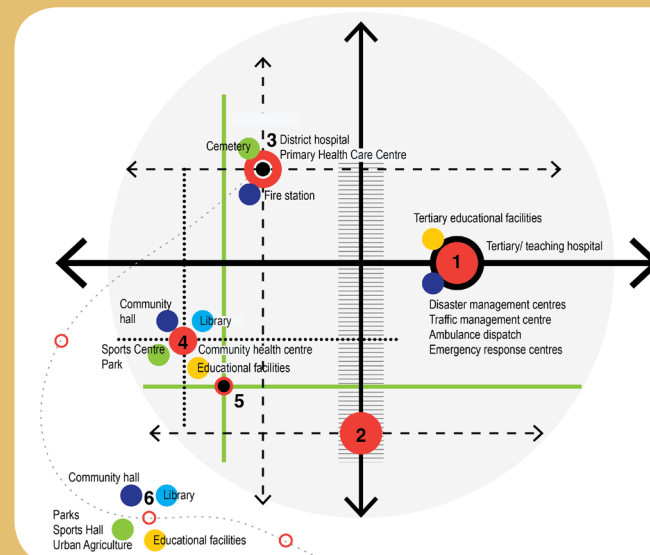


FIG.64 USING FACILITIES STRATEGICALLY TO FACILITATE REGENERATION AND INTEGRATION

3.4.5. FACILITIES AND SOCIAL SERVICES

3.4.5.1 KEY CHALLENGES

Coupled with the fact that they are very sparsely distributed, the current manner in which the provision of social services and facilities are delivered is expensive and inefficient. Most of the education and health facilities in the Western Cape are located within the urban areas, following the strong concentration of both population and economic activity within these urban cores as demonstrated in Figure 65. This has led to an uneven distribution of amenities and services across the Provincial landscape, with overcrowding and under provision in some areas and under-utilised facilities in others.

The equal distribution of services across an extensive area such as the Western Cape is not sustainable, especially in areas with low density, scattered settlements. Balancing need versus affordable distribution of services at a regional scale is also an ongoing challenge. These issues are exacerbated by a lack of coordination of public investment in community facilities and amenities resulting in scattered and uneven levels of access, service quality and management.

School sites are typically too large, under-utilized and costly to maintain and secure. They also serve as spatial barriers within communities

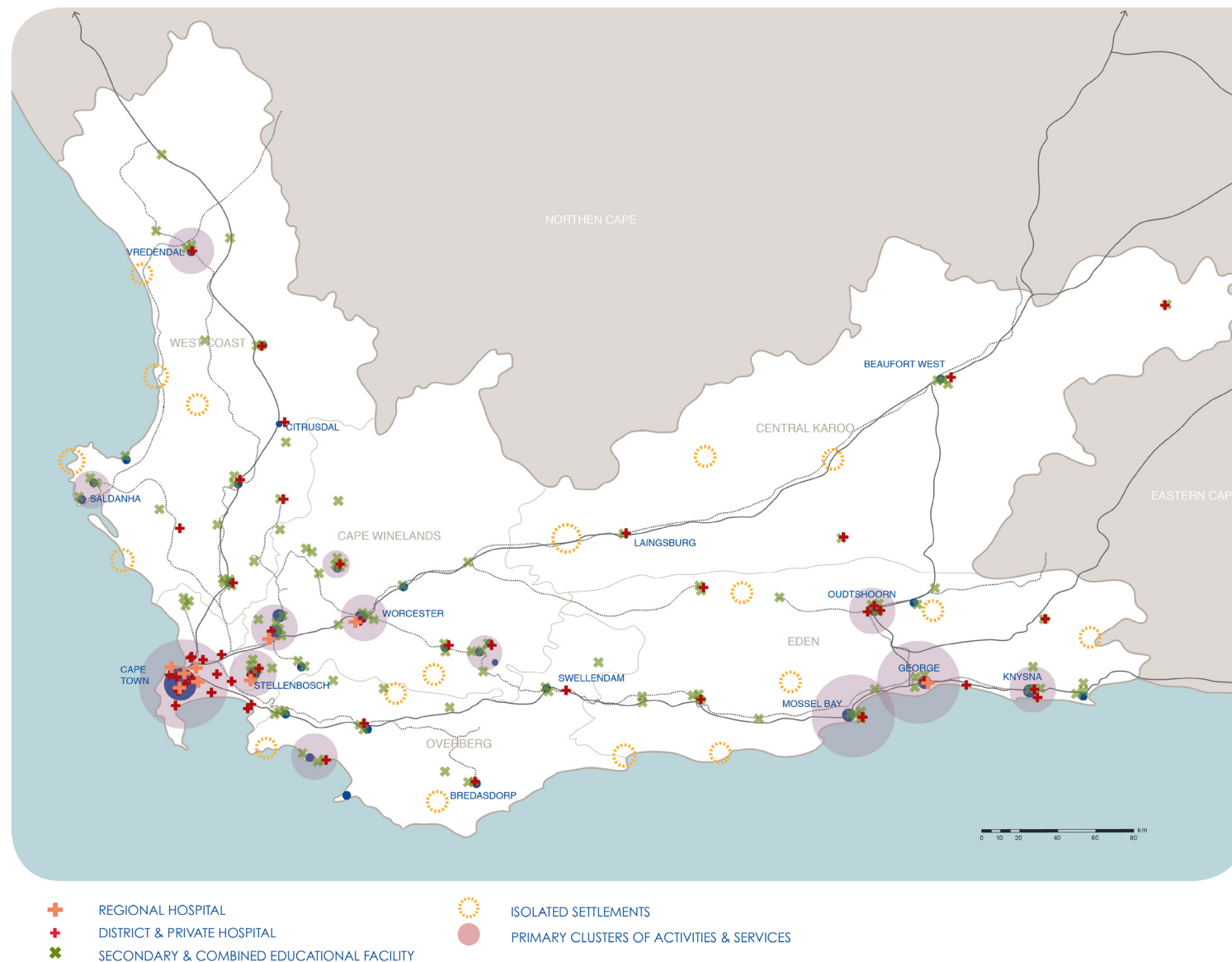


FIG.65 WESTERN CAPE PROVINCE - PRIMARY AND SECONDARY CLUSTERS OF ACTIVITIES, FACILITIES AND SOCIAL SERVICES

undermining accessibility and the quality of environment. According to the Equal Education Organization survey 1 in 4 children are experience security issues associated with schools. The suburban form and resulting vast open spaces and inefficient fencing and spatial barriers associated with these facilities all undermine safety.

A different model is required.

3.4.5.2 SPATIAL IMPLICATIONS

In order to ensure that current and future developments take place in a holistic, integrated and sustainable manner, equitable and accessible distribution of social services and facilities across the provincial landscape is required. The transformation of the Province's spatial environments is highly dependent on the improvement of adequate and appropriate facility provision.

In line with the need to promote compact settlements and to reduce the need for motorised travel, multi-functionality of facilities public service spaces must be promoted and aligned with complementary land uses. The notion of clustering, as promulgated by Policy S3, as well as ease of access (see Policy S2) must thus form the primary informants as to where social services are to take place, not only in relation to settlement planning but also at a regional and provincial scale.

Locational requirements, general standards applicable to the facility, the required threshold population densities as well as the appropriate levels of accessibility concerns need to be taken into consideration when planning for the provision of a facility (see Figure 67 & Table 16).

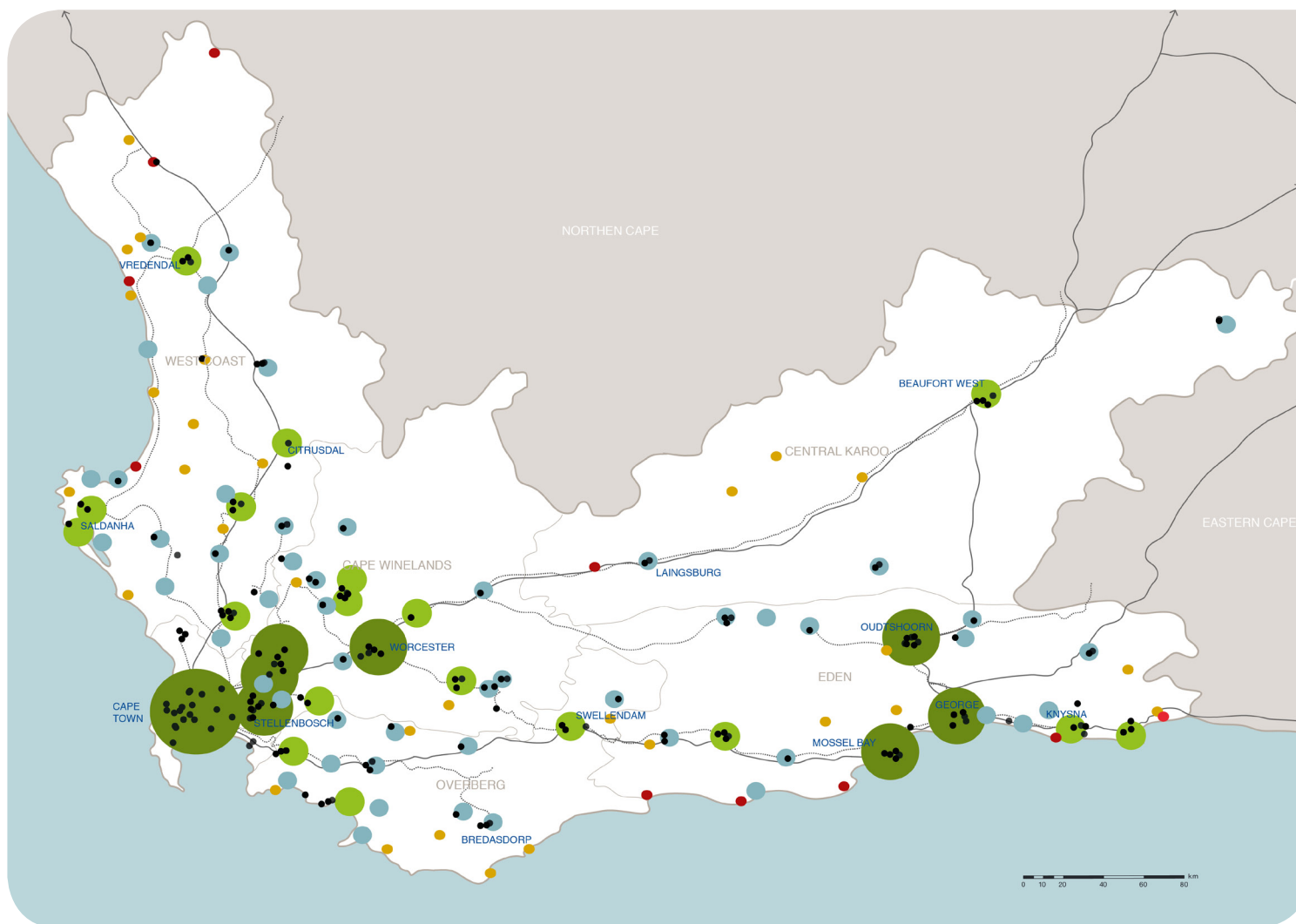
3.4.5.3 PROVINCIAL SPATIAL POLICIES

POLICY S4: ENSURE BALANCED & COORDINATED DELIVERY OF FACILITIES AND SOCIAL SERVICES

1. Balance sustainable service delivery and equitable access to education and health services to improve equitable access to social services such as health and education across the Province
2. Apply the principles of space utilization efficiency, multi-functionality and clustering to all facility provision projects
3. Coordinate and cluster public facilities, services and government offices to increase convenience, accessibility and efficiency regarding operations, maintenance and security as well as optimal use of land.
4. Rationalise and balance the regional distribution of health and education services around a coherent hierarchy of services and only invest in places where people can easily access these services.
5. Develop a set of facility provision guidelines and indicators that encourages municipalities to plan their activities with a view to increasing the impact and effectiveness of social services and facilities.
6. Articulate short- and long-term goals for facility performance, which builds links between budgets, activities and expected consequences.
7. Promote flexibility through the prioritisation of mobile services in areas of need and limited access.
8. Focus fixed investment in schools and school upgrading on settlements with a population of over 250 000.
9. Mobile, internet based and period education systems and services should be delivered to settlements smaller than the required threshold to support a primary school (xx households)



FIG.66 INNOVATIVE EDUCATIONAL FACILITY DESIGN



- REGIONAL CENTRE
- PRIMARY REGIONAL SERVICE CENTRE
- SECONDARY REGIONAL SERVICE CENTRE
- RURAL SETTLEMENT WITH THRESHOLD TO SUPPORT PERMANENT SOCIAL SERVICES
- RURAL SETTLEMENT WITHOUT THRESHOLD TO SUPPORT PERMANENT SOCIAL SERVICES
- EXISTING SECONDARY EDUCATION FACILITIES & PRIMARY HEALTH FACILITY

FIG.67 MAP INDICATES SPATIAL DISTRIBUTION OF EXISTING PRIMARY SOCIAL FACILITIES IN RELATION TO SETTLEMENT THRESHOLDS TO SUPPORT THESE FACILITIES. TABLE X PROVIDES A BREAKDOWN OF THE CLASSIFICATION ACCORDING TO CURRENT POPULATION (THRESHOLDS WERE DETERMINED BASED ON CSIR GUIDELINES, 2012)

CLASSIFICATION	POPULATION (2011)
REGIONAL CENTRE (CAPE TOWN, GEORGE, PAARL, WORCESTER, WELLINGTON, STELLENBOSCH, MOSSELBAAI, OUDTSHOORN)	> 70 000
PRIMARY REGIONAL SERVICE CENTRE (KNYSNA, MALMESBURY, GRABOUW, VREDENBURG, ROBERTSON, CERES, SWELLENBAM, BEAUFORT WEST, SALDANHA, ETC.)	20 000 - 70 000
SECONDARY REGIONAL SERVICE CENTRES (VILLIERSDORP, ASHTON, PORTERVILLE, TOUWSRIVER, LUTZVILLE, STILBAAI, LANGEBAAN, HOPEFIELD, ETC.)	5000 - 20 000
RURAL SETTLEMENTS WITH THRESHOLD TO SUPPORT PERMANENT SOCIAL SERVICES (GOUDA, LEEU GAMKA, SUURBRAAK, ARNISTON, MCGREGOR, YZERFONTEIN, GREYTON, ELIM, ETC.)	1000 - 5000
RURAL SETTLEMENTS WITHOUT THRESHOLD TO SUPPORT PERMANENT SOCIAL SERVICES (STRANDFONTEIN, NUWERUS, BUFFELSBAAI, WITSAND, MATJIESFONTEIN, JONGENSFONTEIN, GOURITSMOND, KLIPRAND ETC.)	< 1000

TABLE.16 SETTLEMENT CLASSIFICATION (BASED ON CSIR GUIDELINES & ASSOCIATED THRESHOLDS) & EXAMPLES

3.4.6. INFORMALITY, HOUSING DELIVERY, INCLUSION AND URBAN LAND MARKETS

3.4.6.1 KEY CHALLENGES

Investment in housing over the past 10 years has, with some exceptions, exacerbated exclusion, placed communities in poverty traps, in peripheral locations (see Figure 69). This is undermining the financial sustainability of municipalities and places huge cost burdens on households.

Apartheid's spatial legacy of exclusion and inequality persists in spite of sound policy intent. Large scale, contractor driven, mass housing delivery has failed to meet backlogs and 25% of the population of the Western Cape still live in informal dwellings, backyards or overcrowded conditions or in new but sub-standard houses. These communities are vulnerable to fire, flooding and land slides and health risks and their capacity to engage meaningfully in the regional economy is stifled.

Challenges are exacerbated by poor co-ordination between the different spheres of government, and among departments within these spheres.

Exclusionary land markets mitigate against spatial integration of socio-economic groups and limit affordable and well located land. At the same time government sits on well located under-performing land and structures.

Housing finance structures do not allow the development of higher

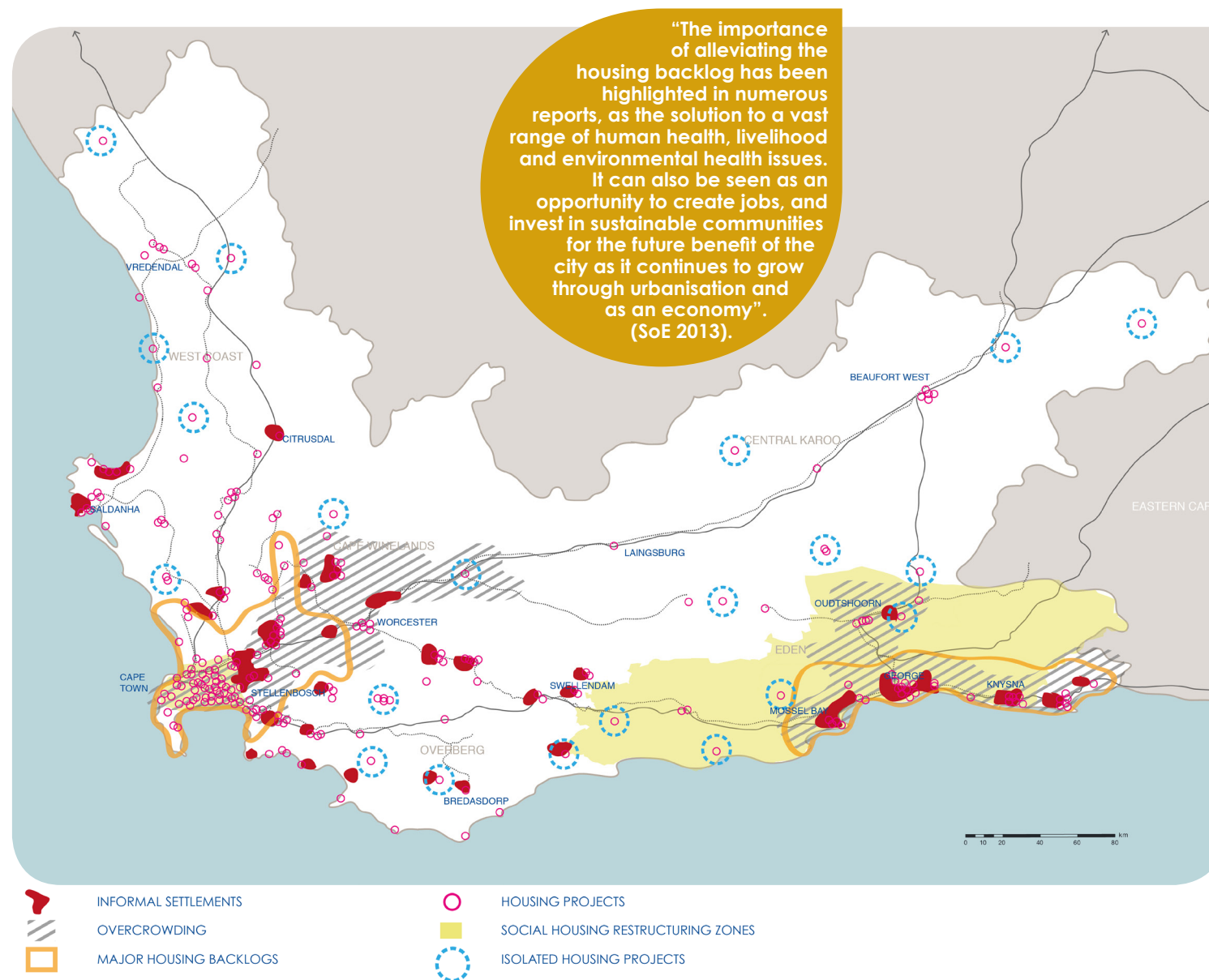


FIG.68 WESTERN CAPE PROVINCE - INFORMALITY, HOUSING DELIVERY, INCLUSION AND URBAN LAND MARKETS

quality, well located housing for the poor

The gap in the property market is not being addressed and affordable rental housing is not being delivered at the scale and in the locations required. Over the past 15 years, fewer than 2 500 new state funded social housing rental and rent-to-buy units were provided.

This undermines skills retention, especially within the economic engines of the province. There are up to 365 000 backyard dwellers in the province. This sector is not regulated and receives no direct state support. While it is an important economic support to landlords, it can present municipalities with a “hidden” burden on services.

The housing backlog is a concern throughout the province, with the City of Cape Town selecting a backlog of approximately 300 000

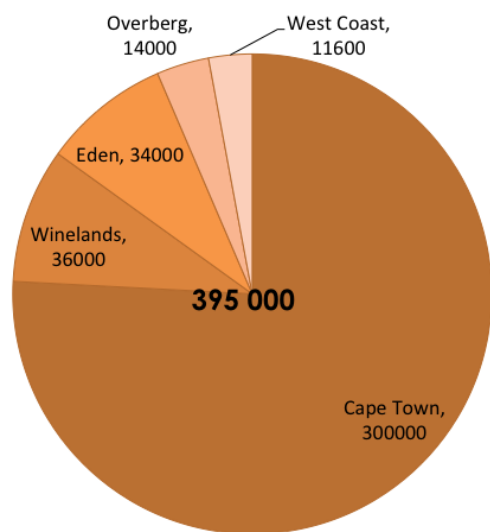


FIG.70 NUMBER OF BACKYARDERS PER DISTRICT MUNICIPALITY

units and the provincial housing backlog at approximately 500 000.

Social Housing Restructuring Zones, which aim to promote spatial access to socio-economic opportunity through providing affordable housing opportunities in areas of primary economic activity, have been identified for the Eden municipality (see Figure 68) and need to be expanded.

A central challenge is that the performance of housing is being measured primarily in terms of numbers rather than quality and so inappropriate implementation tools are being employed. In spite hereof the backlogs are not being significantly reduced.

3.4.6.2 SPATIAL IMPLICATIONS

Investment in housing must ensure optimal and sustainable use of all resources, including

financial, land, social, and infrastructure components, while at the same time promoting settlement restructuring and integration.

In order to create integrated and sustainable communities with access to social and economic opportunities throughout the province, the housing focus must shift towards diversifying and aligning housing projects with economic opportunities, increasing the supply and proper management of affordable rental accommodation and also bring the formal and informal sectors together into one unified market.

The PSDF's approach is to place less emphasis on delivering completed houses, and more emphasis on incrementally developing human settlements in partnership with other government departments, communities and the private sector but with a far stronger focus on the quality of the public environment.

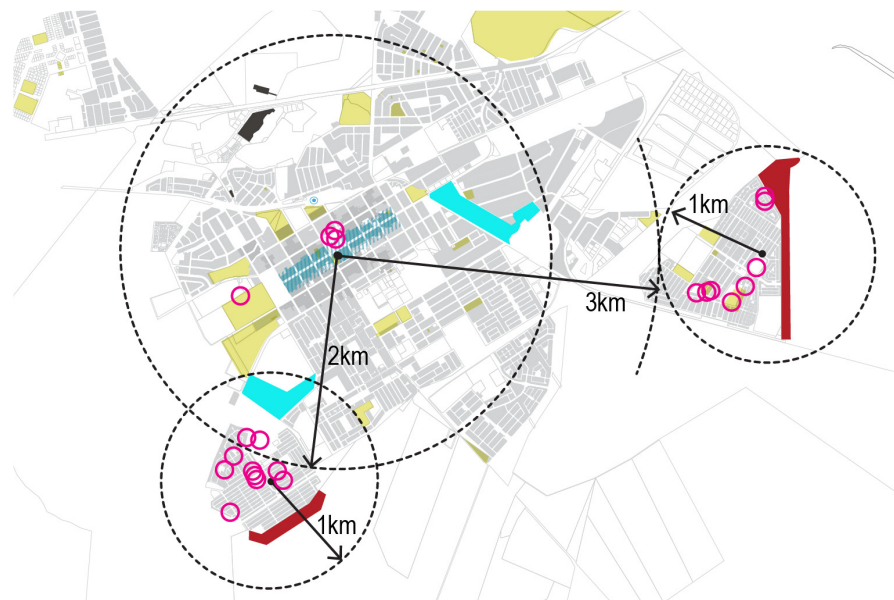


FIG.69 TOWN SCALE CHALLENGES - NEW HOUSING PROJECTS IN WORCESTER LOCATED ON THE PERIPHERY WHILST VACANT STATE-OWNED LAND EXISTS CLOSER TO THE CENTRE

Current delivery models are **UNSUSTAINABLE** - low densities and high land prices make decent housing in good locations unaffordable: 40du/ha = R18 000 per housing opportunity (400 000 hh to house @ 8800du/ annum = 45 years)

3.4.6.3 PROVINCIAL SPATIAL POLICIES

POLICY S5: ENSURE SUSTAINABLE, INTEGRATED AND INCLUSIVE HOUSING PLANNING AND IMPLEMENTATION

The following policies must guide planning, project prioritisation, budgeting and performance management at a provincial scale. These relate to housing delivery, planning and design, urban land markets and informality.

State assisted housing development programmes should provide a wide choice of housing typologies and tenure options, based on economic, fiscal, and social affordability. Incremental housing development should be pursued, with phased service provision to accelerate housing provision.

HOUSING DELIVERY

1. Align housing delivery projects with the identification of Integration Zones and Social Housing Restructuring Zones (see Policy 3).
2. Ensure that housing development provides as wide a choice of housing and tenure options as is reasonably possible, based on economic, fiscal, social and financial affordability
3. Ensure that all future housing delivery projects are founded on principles of sustainability and based on integrated development planning.
4. Promote private-sector participation in the lower end of the market to diversify and expand housing delivery options.

HOUSING PLANNING AND DESIGN

5. Provide households with the residential environments, mobility and access to opportunities that support productive activities and reduce levels of exclusion from opportunity.
6. Increase densities of settlements and dwelling units in new housing projects.
7. Prioritise investment in community facilities, public infrastructure and public space, rather than an exclusive focus on housing or top structures.
8. Promote more mixed-income, mixed-use, inclusionary forms of development through incorporating various scales of economic opportunities within housing projects.

INFORMALITY, INCLUSION AND URBAN LAND MARKETS

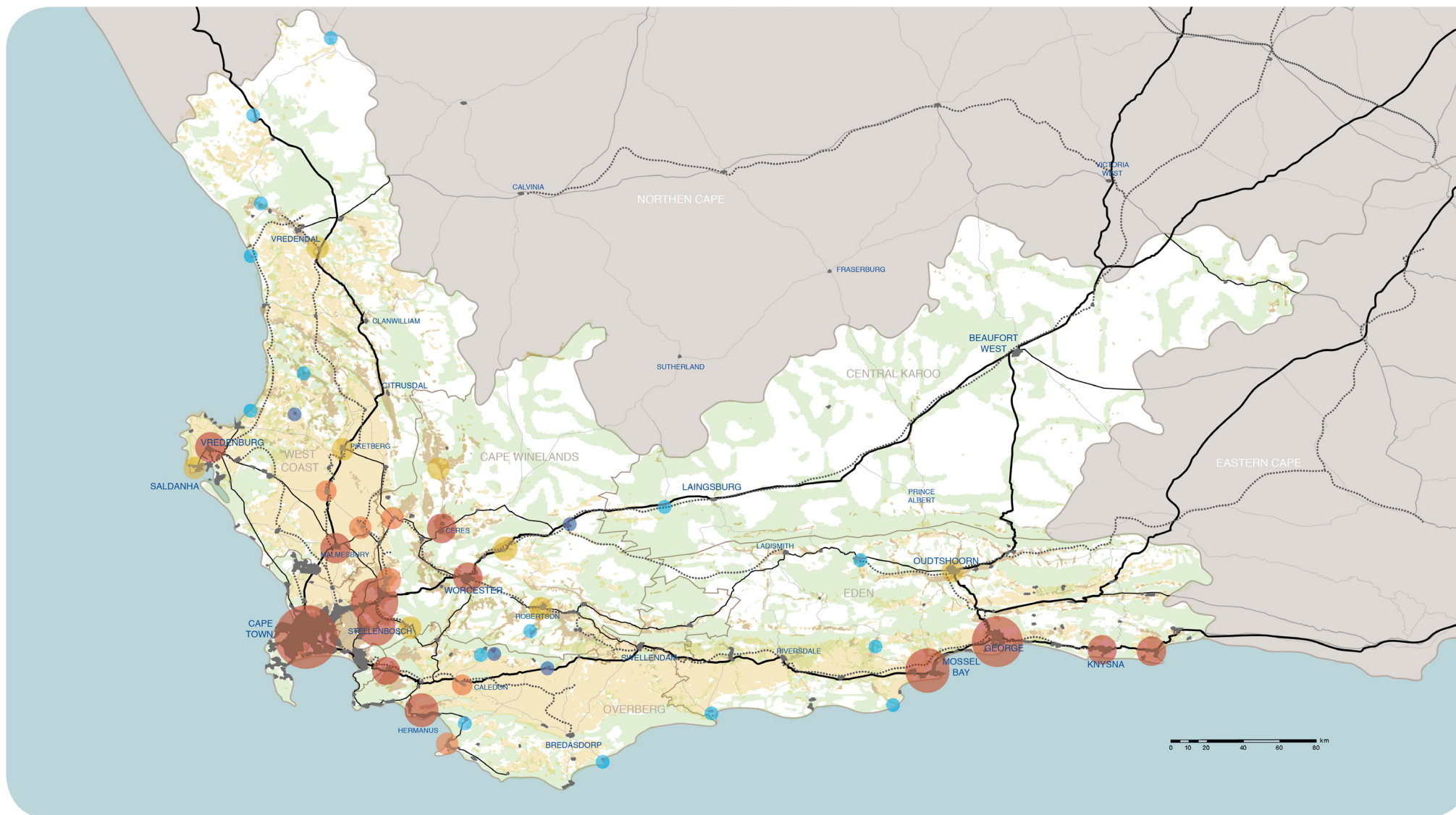
9. Manage urban informality proactively through the UISP and ABS programs, and managed land settlement.
10. Enable and support incremental housing, with phased service provision to accelerate housing provision that alleviates suffering and improves livelihoods to as many people as possible within the shortest possible time frames.

11. Achieve a wider range of housing opportunities with regards to diversity of tenure, size, density, height and quality in order to promote a ladder of upward mobility for households to progress as economic circumstances change over time
12. Identify, allocate, release and packaged strategic land parcels for all forms of state-funded rental projects, prioritising the rental market for households with monthly incomes of between R1 500 and R7 500.
13. Strengthen the role of municipalities to manage public intervention in urban land development processes.
14. Acknowledge the social value of land and develop investment and land management tools that evaluate development so that the societal value of land is prioritized in relation to other claims or benefits.
15. Proactively plan, align and coordinate the strategic use and disposal of public land to ensure that opportunities for its use for public housing are not lost.

3.4.7. SETTLEMENT SYNTHESIS

The consolidated spatial proposals relating to settlement at the provincial scale are illustrated and synthesised in Figure 71, and related to:

1. Developing regional planning frameworks to manage the tension between the protection of high value resources and landscapes and urban growth in the growth nodes Cape Town Functional Region, George -Knysna Functional Region and Saldanah
2. Ensuring that densification, infill and brownfield regeneration in these areas is a non-negotiable first action in the growth nodes
3. Investing in regional service centre towns to support and integrate with the rural hinterlands, prioritising investment in housing, health and education in these towns rather than dispersing investment to villages and hamlets
4. Developing regional rural development frameworks to align settlement planning with large scale infrastructure investments (oil & gas, dams, regional movement routes etc).
5. Using ITC and periodic social services to reduce the need for rural dwellers to travel to services
6. Supporting investment of provincial resources and finance in existing settlements, in line with a clear understanding of their regional role and potential and limit this in poorly located, isolated new developments.



- CORE 1 (CBA & PROTECTED AREAS)
- IRRIGATED LAND
- CULTIVATED LAND

BASED ON GROWTH POTENTIAL STUDY (2013) FINDINGS:

- SETTLEMENTS WITH VERY HIGH GROWTH POTENTIAL AND VERY HIGH SOCIAL NEEDS
- SETTLEMENTS WITH MEDIUM-HIGH GROWTH POTENTIAL AND HIGH SOCIAL NEEDS

GROWTH IN POPULATION: (2001 - 2011)

- 5 - 10 000
- DECLINE IN POPULATION: (2001 - 2011)
- 0 - 1000
- > 1000

FIG.71 WESTERN CAPE PROVINCE - SYNTHESISING SETTLEMENT FOCUS AREAS - ILLUSTRATING THE RELATIONSHIP BETWEEN AREAS OF URBAN GROWTH PRESSURE AND IMPORTANT NATURAL AND AGRICULTURAL RESOURCES

4. CONCLUSIONS

4.1. THE PSDF MAP

Besides articulating a vision of the spatial future aspired to, it is a requirement of SPLUMA that a PSDF reflects the desired land use patterns in a province. To conclude the framework, desired land use patterns are presented in the format of a PSDF map (see Figure 72).

The PSDF map takes as its point of departure the Western Cape's spatial agenda as defined in Chapter 2, with priority given to establishing a sustainable basis for growing the provincial economy. It consolidates the strategies and policies proposed in the spatial themes covered in Chapter 3. The PSDF map comprises the following layers:

- i. Desired land use patterns across the province are reflected in the delineation of Spatial Planning Categories (SPCs), namely Core, Buffer, Intensive Agriculture and Settlement SPCs. SPCs are derived from the CBA mapping, and within each the range of land use activities that are desirable is as specified in the 2009 PSDF draft Rural Land Use Planning & Management Guidelines (to be updated).
- ii. The provincial space-economy is reflected, and a differentiation is made between regional economic infrastructure, inter and intra provincial linkages, and components of the rural and urban space-economies. Existing economic nodes and proposed economic development focus areas are also annotated.
- iii. The provincial settlement hierarchy is also reflected, with attention to the scale, role and function of settlements.

4.2. APPLYING THE PSDF

The PSDF is not a blueprint for implementation. It communicates the Western Cape's spatial agenda, and as such serves as a framework within which coherent sector and area based plans can be formulated by the spheres of government and SOEs operating in the Western Cape. Institutionalisation and implementation of the PSDF will take place in accordance with decisions taken on the spatial governance options presented in Section 3.1.

The PSDF needs to be applied at the following levels:

- i. To introduce a common spatial perspective to the sector plans of national and provincial departments, and SOEs.
- ii. To inform more detailed regional, district and local municipal SDFs that are prepared and applied as transversal instruments.

As the required spatial transitions need to happen 'on the ground', the priority emerging is for provincial government to support municipalities implement the spatial agenda agreed to. In this regard mainstreaming a spatial perspective into municipal IDP is fundamental. In the 1st 7 year 'gearing-up' transition period, the priority is to implement urban and rural development demonstration projects that showcase a new approach to spatial development. In addition priority should be given to implementing the SIPs and NDP pilot projects in accordance with transversal spatial governance arrangements proposed.

The urban priorities identified for the preparation of regional SDFs are the Cape Metro region, and the Mossel Bay/George and the Saldanha/Vredenburg sub-regions. The rural priorities identified are the Breede and

lower Oliphants river valleys, where proposed additional allocations of irrigation water should be implemented as an integrated rural development programme. In the event that licenses are issued for shale gas prospecting in the Karoo, it is recommended that a regional SDF is prepared for the Karoo basin (i.e. an inter-provincial initiative).

4.3. SPATIAL TARGETING

The PSDF serves to guide the location and form of public investment in the natural and built environments, so that the returns on this investment are consistent with the province's development objectives. This chapter has identified spatial targets and priorities with respect to the sustainable use of the Western Cape's spatial assets, opening-up opportunities in the space-economy, and developing integrated human settlements.

Whilst the PSDF map identifies broad-brush spatial targets, the Growth Potential Study (GPS) undertaken to inform the PSDF generated spatial information that serves as a powerful tool to use for detailed spatial targeting (see Box 12). It outputs are a range of municipal and town level indicators covering the institutional, human capital, socio-economic needs, economy, infrastructure, and resource availability fields. The indicators can be applied individually or collectively, depending on the purpose and desired output.

Its applications are diverse ranging from defining socio-economic priorities to assessing development potential – particularly at regional, district and local municipality and town levels.

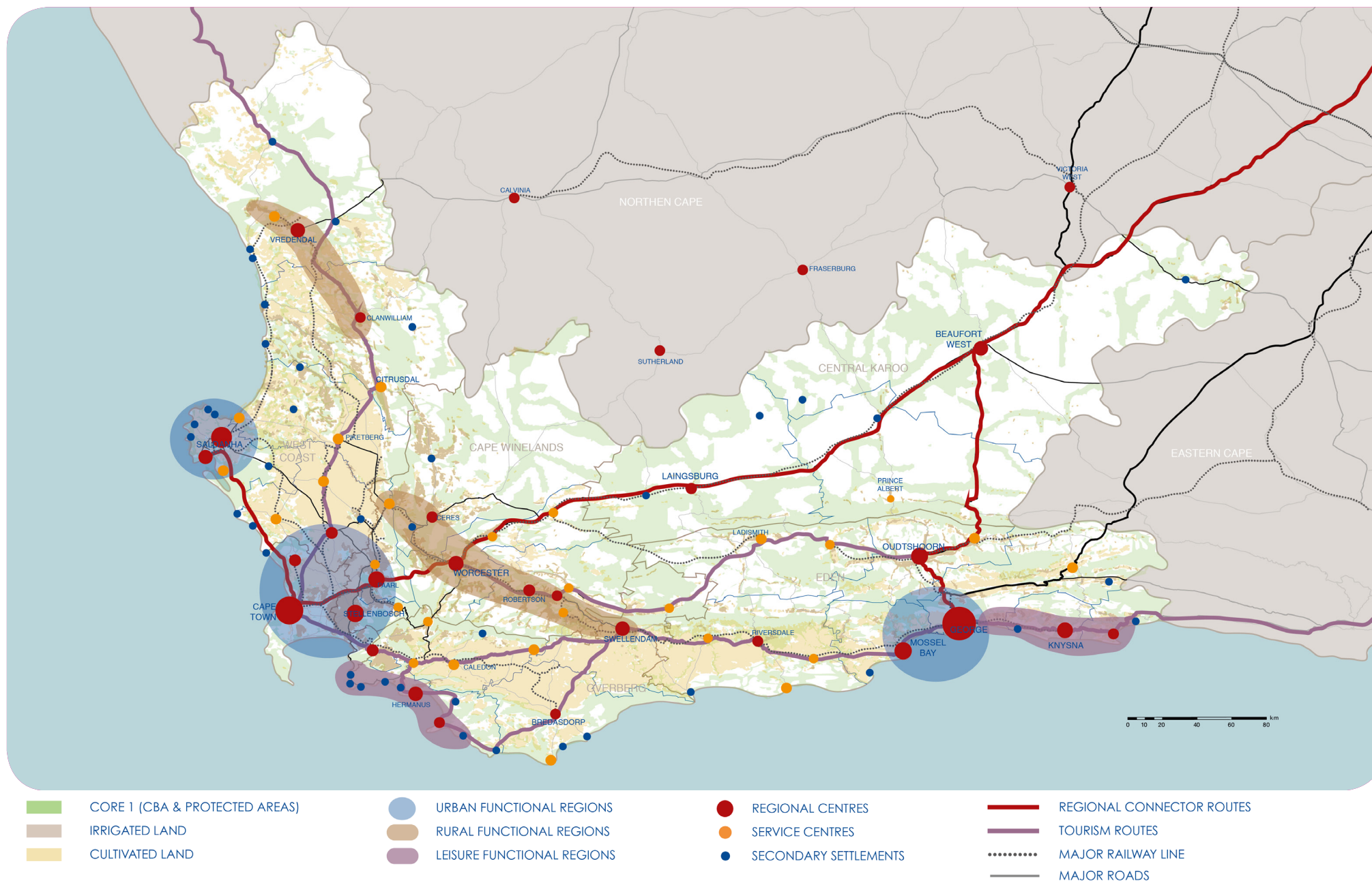


FIG.72 WESTERN CAPE PROVINCE - CONSOLIDATED FRAMEWORK PROPOSALS

GROWTH POTENTIAL STUDY - QUANTITATIVE ANALYSES RESULTS & IMPLICATIONS

The primary objective of the study was to determine the growth potential of settlements outside the City of Cape Town in terms of potential future economic, population and physical growth. The analysis of growth potential is based on two fundamental and related concepts: inherent preconditions for growth and innovation potential. Five thematic indexes formed the basis for modelling the growth preconditions and innovation potential within each settlement and municipality. For this purpose more than a hundred spatial indicators (e.g. availability and quality of infrastructure, level of education, crime statistics) were collected for 131 settlements and 26 local municipalities (see Figure 1).

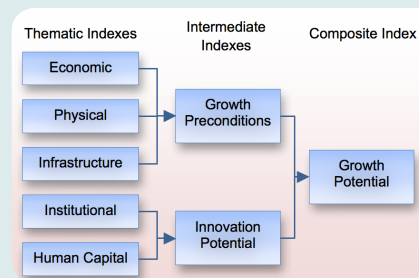


TABLE.17 THEMATIC, INTERMEDIATE & COMPOSITE INDEXES

The analysis of growth potential must however also be framed within the context of the socio-economic needs within settlements and municipalities. A socio-economic needs index based on four thematic indexes were developed for this purpose and based on both real values (number of households in need) and proportional values (proportion of households in need). A geographical information system (GIS) was used to aggregate the indicators and indexes to produce composite maps depicting the overall growth potential (Figure 4) and socio-economic needs of settlements and municipalities (Figures 5 and 6).

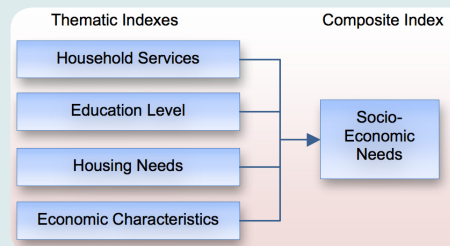


TABLE.18 THEMATIC & COMPOSITE INDEXES RELATING TO SOCIO-ECONOMIC NEEDS

The thematic and composite indices provide an overall perspective of growth potential and socio-economic needs in the Western Cape, with its primary application to inform and guide strategic and cross-cutting decisions at a provincial level (see Figure 3). These composite indices are however not necessarily ideal for more detailed applications such as informing specific programmes within individual departments.

	Provincial Strategic Level Guidance	Cross-cutting Strategic Objectives	Individual Departmental Programmes & Objectives	Programme or Project-Specific
Composite Indexes	●	○	○	○
Thematic Indexes	○	●	○	○
Indicator Bundles	○	○	●	○
Individual Indicators	○	○	○	●

● Primary application ○ Secondary application

TABLE.19 INDEX & INDICATOR LEVEL OF APPLICATION

As a further tool, the GPS thus also includes "indicator bundles" that can more effectively inform decisions relating to specific departmental programmes and objectives. For example, by applying four GPS indicators that directly relate to housing (% Households living in informal housing, Level of overcrowding, Population growth rate and In-migrants) a geographical perspective was created of the spatial distribution of housing need.

At a fourth level of application, individual indicators may in some cases also be appropriate for guiding specific interventions, programmes and projects.

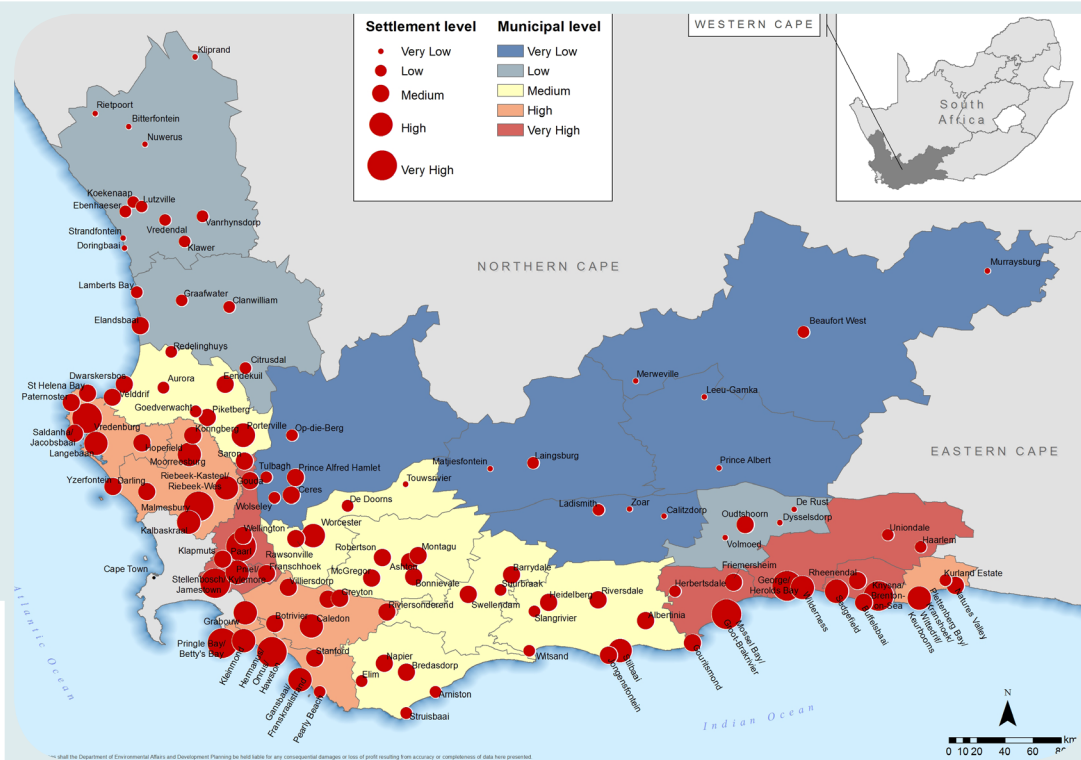


FIG.73 GROWTH POTENTIAL OF SETTLEMENTS AND MUNICIPALITIES IN THE WESTERN CAPE

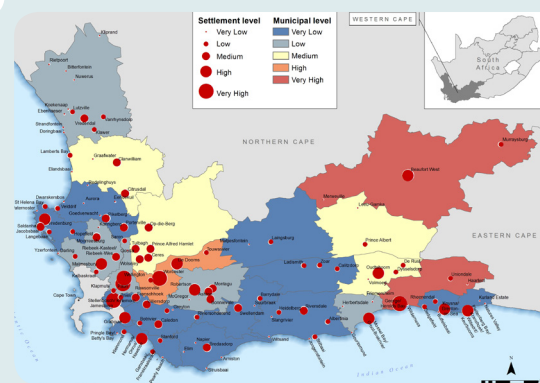


FIG.74 SOCIO-ECONOMIC NEEDS (REAL)

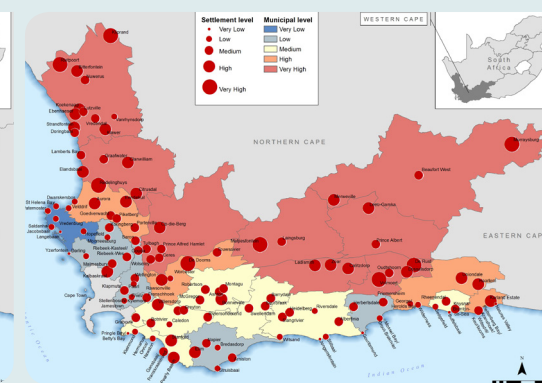


FIG.75 SOCIO-ECONOMIC NEEDS (PROPORTIONAL)

4.4. TAKING THE PSDF FORWARD

The evidence presented in this report points to the fact that it cannot be 'business as usual'. Provincial planning is entering an exciting new era which brings with it new responsibilities and challenges. This draft PSDF sets out for comment a proposed new spatial agenda for the Western Cape, as well as a package of strategies and policies to implement this agenda.

Interested and affected parties are urged to comment on the findings and recommendations made, so that these inputs can be used to finalise a common agenda and set out specific arrangements for its roll-out.

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GLOSSARY OF TERMS AND ABBREVIATIONS

BAU - BUSINESS-AS-USUAL

BNG – BREAKING NEW GROUND

BRT – BUS RAPID TRANSPORT

BSA - BUILDING STANDARDS ACT

CBA – CRITICAL BIODIVERSITY AREA

CBD – CENTRAL BUSINESS DISTRICT

CMR – CAPE METROPOLITAN REGION

COCT – CITY OF CAPE TOWN

CRDP – COMPREHENSIVE RURAL DEVELOPMENT PROGRAMME

CRUISE - CENTRE FOR REGIONAL AND URBAN INNOVATION AND STATISTICAL EXPLORATION

DEA&DP - DEPARTMENT OF ENVIRONMENTAL AFFAIRS & DEVELOPMENT PLANNING

DOHS - DEPARTMENT OF HUMAN SETTLEMENTS

EDP – ECONOMIC DEVELOPMENT PROGRAMME

EIA – ENVIRONMENTAL IMPACT ASSESSMENT

GDP – GROSS DOMESTIC PRODUCT

GVA – GROSS VALUE ADD

GWS – GOVERNMENT WATER SCHEME

HWC - HERITAGE WESTERN CAPE

ICT – INFORMATION AND COMMUNICATION TECHNOLOGY

IDP – INTEGRATED DEVELOPMENT PLAN

IDZ – INDUSTRIAL DEVELOPMENT ZONE

IRP – INTEGRATED RESOURCE PLAN

IRT – INTEGRATED RAPID TRANSPORT

ITP – INTEGRATED TRANSPORT PLAN

KWH – KILOWATT HOURS

LED – LOCAL ECONOMIC DEVELOPMENT

LUMS – LAND USE MANAGEMENT SYSTEM

LUPA – LAND USE PLANNING ACT

LUPO – LAND USE PLANNING ORDINANCE

MBPS – MEGABITS PER SECOND

MSFM - MUNICIPAL SERVICES FINANCIAL MODEL

NBR - NATIONAL BUILDING REGULATIONS

NDP – NATIONAL DEVELOPMENT PLAN

NHRA - NATIONAL HERITAGE RESOURCES ACT

NMT – NON-MOTORISED TRANSPORT

NWMS – NATIONAL WASTE MANAGEMENT STRATEGY

PLTF – PROVINCIAL LAND TRANSPORTATION FRAMEWORK

PPP – PUBLIC-PRIVATE PARTNERSHIP

PRASA – PASSENGER RAIL AGENCY OF SOUTH AFRICA

PSDF – PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK

POS – PUBLIC OPEN SPACE

PSO – PROVINCIAL STRATEGIC OBJECTIVE

RED – REGIONAL ECONOMIC DEVELOPMENT

SANBI – SOUTH AFRICAN NATIONAL BIODIVERSITY INSTITUTE

SANRAL – SOUTH AFRICAN NATIONAL ROADS AGENCY LIMITED

SBR – SALDANHA BAY REGION

SCR – SOUTHERN CAPE REGION

SDF – SPATIAL DEVELOPMENT FRAMEWORK

SIP – STRATEGIC INFRASTRUCTURE PLAN

SKA – SQUARE KILOMETRE ARRAY

SOE - STATE OWNED ENTERPRISES

SPC – SPATIAL PLANNING CATEGORY

SPLUMA – SPATIAL PLANNING AND LAND USE MANAGEMENT ACT

SPLUMB – SPATIAL PLANNING AND LAND USE MANAGEMENT BILL

WCG – WESTERN CAPE GOVERNMENT

WCIF – WESTERN CAPE INFRASTRUCTURE FRAMEWORK

WMA – WATER MANAGEMENT AREA

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