

PREAMBLE : THE STRUCTURAL DEVELOPMENT FRAMEWORK : WHY IT IS IMPORTANT ?

In terms of the Municipal Systems Act, Municipalities are required to prepare a Structural Development Framework, (SDF), every five years. This process begins a year ahead of the anticipated publication of the SDF, (currently during 2017).

In this period a draft publication, is followed **by public participation**.

A final draft is prepared and circulated followed by formal approval by the Municipal Council.

- Municipal planning is governed by several Provincial Acts as well as the Municipality's Integrated Zoning Scheme. Other laws, inter alia pertaining to Heritage protection, Environmental protection and Coastal Land Management legislation also constrain development and planning activity. However, having assumed to comply with all legislation, and restraints in terms of the Municipal Systems Act, **the SDF is the over-riding reference**.

In other words, regardless of what development a Zoning Scheme permits, conditions set out in the SDF must be satisfied. Equally, where no, or insufficient zoning exists, say, over undesignated municipal land, the **SDF may guide or even impose desirable development** or planning options.

- The SDF has a most important and useful function in informing the Municipal Council. It **establishes the 'nature' of a town or settlement**, defining as far as possible its potential and desirable trending developments, as well as warning of its constraints and limitations.
- Accurate **demographic figures**, accurate **capacities for Utility services** and realistic needs and demands, incorporated within economic possibility are essential to the exercise.
- Importantly the SDF should be accurate as possible within the **Five-year time horizon**. While indications of future planning, beyond five years should more be broadly indicated. This allows provision for large capital costs or land allocation for long-term infrastructure.
- Of great important is that the SDF avoids simply 'blanket' zoning of absurdly large areas of open land, or of designated huge stretches of public street frontage to, say business zoning. Apart from being devoid of any coherent structure, or being feasible within the time frame, it **grants the Municipality authority to refer to the SDF, to permit almost any ad hoc application that crops up, or even to deny beneficial applications**.
- The SDF must be Socially responsive. The Municipality has, inter alia legal obligations to provide for poor and disadvantage communities, and to use its assets to preference their improvement. There is also a need to provide for Social Amenities and for their equitably distribution to all communities. This may take many forms depending on the special needs in a settlement.
- Finally, the best SDF document, in this writer's experience, initially provides a credible **Vision statement**. This sets an overriding intent for the settlement. Its place is defined within a larger, national and regional context, **generating positive development toward an aspirational goal**.

REVIEW of part of the CAPE AGULHAS MUNICIPALITY STRUCTURAL
DEVELOPMENT FRAMEWORK, (SDF) 2012, for the VILLAGE of
WAENHUISKRANZ-ARNISTON

The current SDF of 2012 should be a wake-up call to anyone who cherishes Arniston.

Intrinsic values in Arniston are unique and of the highest in environmental terms.

The current vacuum of direction will inevitably lead to this 'prize' being exploited. Exploitation can either **slowly 'destroy' its unique values**, or a strategy based on a higher **Vision** can aim for Arniston to be cherished, **preserved and shared by future generations**

SDF 2012's agenda has no Vision but permits commercial exploitation. SDF 2017 must correct and reverse this trend, through a positive new Vision.

THIS DETAIL CRITIQUE OF THE SITE DEVELOPMENT FRAMEWORK 2012

is followed by an Addendum: **A POSITIVE VISION FOR ARNISTON.**

INTRODUCTION

Waenhuiskranz-Arniston will be referred to as Arniston.

As customary, the SDF 2012 is the basis for development of the SDF 2017, for initial discussion.

WARA did not participate in the development or approval of SDF 2012, but will participate in the current process SDF 2017.

Both WARA and more than 40 individual members have registered as interested parties.

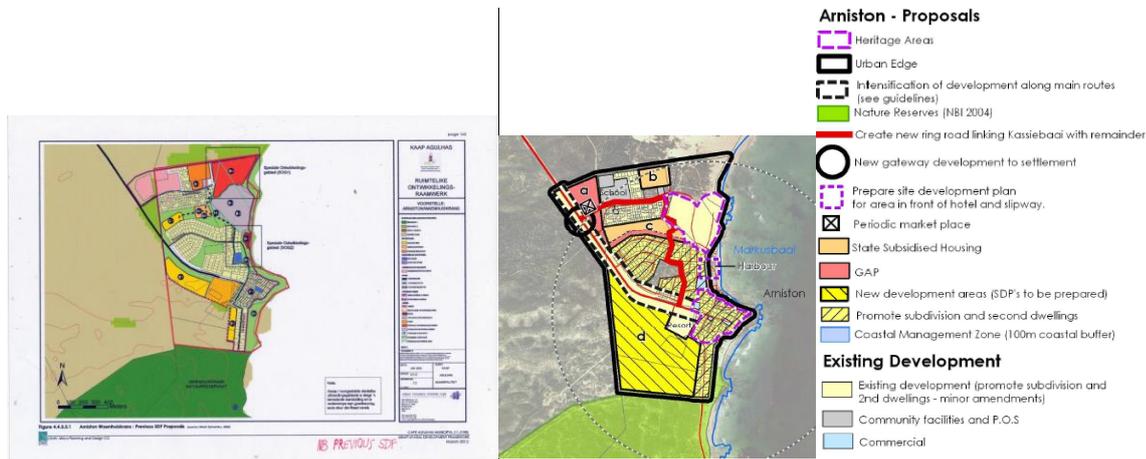
Firstly, it is our contention that the SDF 2012 is seriously flawed in terms of :

- Poor perception of the world class environment of Arniston
- Arniston's potential value to the CAM and nationally is not properly acknowledged.
- Poor identity of, and lack of any vision for Arniston.
- Weak methodology in rationalising major developmental recommendations.
- Poor reasoning and assumptions, often flawed, in identifying constraints and opportunities, ignoring reality and sustainability
- Inappropriate use and lack of context in proposed reference to Urban Design "theory"

CRITIQUE of SDF2012 : ARNISTON's INTRINSIC NATURE and 'VALUE' ASSESSMENT

Land Use proposals in SDF2012 concentrates on two inappropriate strategies.

Firstly, hugely expanded **Housing on separate erven**, and secondly a very long Main road **Activity Spine for general Business zoning**, (See diagram C and more detail below), suffused with general lack of understanding, accurate data and a clear vision for its future.



DIAGRAMS A and B. (to be read diagrammatically: unfortunately the plans are not to the same scale). These two Maps show existing and proposed new Zoning as between SDF 2007, (left) and SDF 2012(right). Note the extent of expansion of house/plot zoning in Area d, from two 'strips' in 2007, to the whole of the CAM's land ownership in 2012. While sub-division and second dwellings are recommended for the whole Ou Dorp area.

The SDF covers, superficially, the historic settlements and current activities, and general demographic content, offering concerns about lack of jobs, fishing permits and reasons to live in Arniston. But it fails to define or mesh constraints with ambitious development proposals.

- **No overriding Vision to synthesise and give focus to all future activity.**

The SDF2012 fails the most important function of any SDF, which is to **clarify and conceptualise the settlement**: what is its rationale ? what makes it inherently special ? -- what are its unique strengths ?, and what are its weaknesses ?

Everything in the SDF should flow from these key analyses, synthesising all knowledge toward a well thought out Vision. If limitations are properly defined irrational development is avoided.

- **Arniston is not a regular "Town" isolated from its natural environment.**

Thus, development based on single use 'Zoning' of hectares of any open land for housing, or a kilometre of "shops", using one "suburban model" fits all is lazy thinking, and destructive to the town's future.

- **No economic models or viability studies back up any proposals at all.**

"Blanket" zoning sanctions the CAM to approval any opportunistic planning application, however haphazard. But it can decline approval of alternate, or mixed-use, otherwise beneficial.



This diagram shows the Urban strategy or model for densifying all "Activity Spines". ALL the CAM's settlements, including Arniston's main entry Road., have "Activity Spines" as though they are simply an extension of 'suburban' Bredasdorp. Agulhas has a many kilometre long spine, while even tiny Klipdale and Protem are not \excused this imposition.

DIAGRAM C

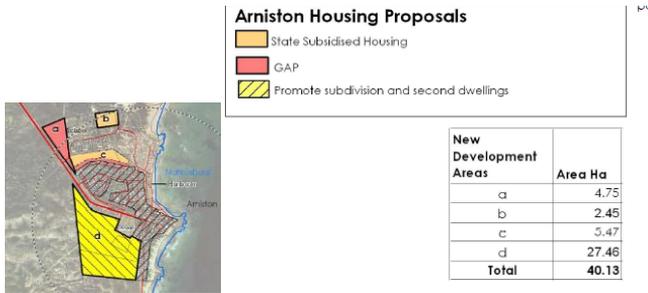


DIAGRAM D Note : Caravan Park, shown blank on the map, adds 50 families, each requiring all the services.

Expanded Housing Zone

Very high rateable values for up-market plots makes Arniston vulnerable to exploitation as a developmental “cash-cow”. Capital from sales and the high rates stream that follow accrue to the CAM. (Arniston’s ‘economy’ is not ring-fenced; all benefits accrue to the CAM’s overall budget). The map above (Diagram D), show how, without any motivation, SDF 2012 expands new Zoning for **Housing to every part of CAM’s undeveloped land**. More than 40Ha, doubling the existing numbers of houses; more so with second dwellings to be encouraged in new and existing developed areas .

- **No provision is made for the already over-exploited amenities, overloaded services and utilities.**

Page 356 shows a table for house plot capacity for the areas : a, b, c, d **totalling 847 Units**

a GAP 138 houses. **b.** nil **c** BNG and GAP 167 houses. **d** BNG, GAP & ‘High’ (income).

METHODOLOGY

Current : without any improvement in utilities.

“The Town’s infrastructure is unable to cope with demand during the peak holiday seasons.” (page 316)

“... today, with the additional residents during the holiday season peaks, water supplies and sewage treatment capacity is severely stretched” (p314)

6.8 “WATER CAPACITY OF SETTLEMENTS
.....All Other settlements have sufficient water.”
“Acceptable ground-water supply in coastal towns”

6.11 “ELECTRICITY
Municipality needs to budget for increased bulk electricity demand.
Upgrading of network: Struisbaai, Arniston etc.....”

These extracts from SDF 2012, typically provide vague positions on utility capacity for new settlements. Contrast this with accuracy of proposals for the huge increase in zoning for housing and business zoning.

SDF2012 quoting the 2001Census gives the permanent population as 1500. It advises that this will “multiply 3 to 4 times” during peak demand. The **figure is nearer 8-10 times**.

But it must be determined and projected forward for expansion to create accurate criteria.

- the **defining criteria must be accurately assessed peak demand**.

Further demographic analysis must reveal permanent and visitor populations: **permanent, holiday renters, caravaners, house/flat/hotel – and daily recreational visitors**.

INAPPROPRIATE URBAN DESIGN THEORY

DIAGRAM E : ENTRANCE GATEWAY and ACTIVITY ROAD.

The Map below is a conceptual planning 'structure' for Arniston. The accompanying text is from the SDF2012.

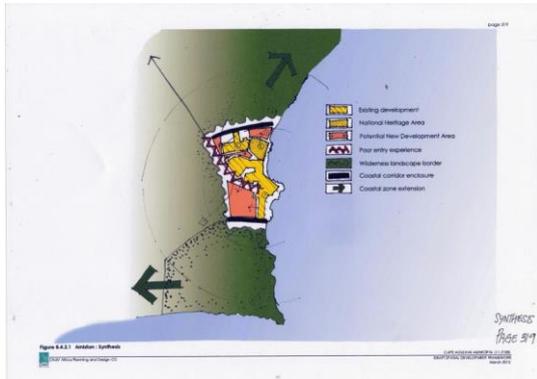


FIG 8.4.2.1 P319 (107)

Dealing with Spatial issues facing Arniston SDF :

“••The need to link Kassiesbaai to the remainder of the town byproposing a road linkage between the two with a low density (up market) and medium density (middle income) housing development on it;...”

“••Intensify development along Main Street taking into account architectural and urban-design guidelines and ensure that buildings face and do not turn their backs onto the Main Street;..”

“••Create access landmark and appropriate development around Kampstraat / R316 intersection. A traffic circle at this position could help to create such a transition between a highway and urban road and to create a sense of arrival;...”

“••Given that R316 is a PMR, investigate the possibility of deproclaiming this Main Road to stimulate natural integration and mixed use development along side it.”

COMMENT

Seemingly to solely satisfy unproven and abstract Urban Design short-comings, it is incomprehensible that this type of extremely expensive “prescriptive” planning has relevance to an SDF planning proposal. No evidence exists that negative perceptions, or “lack of a sense of Entry / Arrival” has credence amongst any of Arniston’s communities, nor how it could impact on Visitor perceptions.

- **Rather, pleasure in a gradual sighting of the sea / landscape is part of every childhood memory of Arniston. One imagines new visitors will enjoy the same sense of its slowly revealed beauty.**

The suggested notion that rows of shops, (that have zero viability), will enhance the quality of entry is absurd. Nor is there any practical justification for an expensive traffic circle at the Camp Street junction. (The idea has a 1950’s ring to it, requiring a ‘monument’ to complete the scene)

Road Linkage : clause 8.4.3.3 page 319

“••Construct a link road from Kampstraat, along western boundary of Kassiesbaai Conservation area, along Randstraat intersecting with R316, thereby helping to integrate Kassiesbaai and Arniston

This text extract suggests a detour road, that routes entrants to Arniston via Camp Street, (including large and dangerous service vehicles) through the heart of the domestic town will serve to “unite” the various communities. Studies have shown such roads, due to danger to children especially, in fact almost totally divide communities socially.

8.4.3.3 : “given that R316 is a PMR investigate the possibility of de-proclaiming this Main Road to stimulate natural integration and mixed-use development alongside it.”

A bazar **proposal is to close the very efficient Main Road** to traffic. This is a total waste of money. Without economic viability, there will be nothing to integrate. The road is an asset.

SUMMARY

general

- Before using SDF 2012 as a base for the current SDF exercise, review the extent of and eliminate unnecessary verbiage and repetition.
- eliminate un-sourced and unsubstantiated opinion.
- eliminate standardised and irrational urban design models and allow contextual circumstance to determine best planning outcomes.

methodology

- Conduct necessary fact gathering to create accurate data at **peak periods** for : Populations : determine available utility services: water, electricity, sewage :
- Determine real demand, for the three orders of housing : Assess real economic viability of Business / retail : assess numbers for top hotel rooms, eco-lodges and house letting accommodation, based on a year-round model viability.
- Deal with causes of **rampant petty crime and socially disruptive behaviour**.
- Incorporate specific environmental studies for public beaches and slip-way and encourage properly made roads, kerbs, signage, retaining, to the main frontage, and amenities to the beaches. (NOTE : reference to the Overberg Coastal Management Lines).

Vision

- **Set out a Vision for Arniston that embraces its real qualities, and quantifies the value of its world-class natural environment to the country and region.** Ensure environmental vulnerability and potential harm is clearly articulated.

Land Use

- Show how open land can incorporate a multiplicity of Use that will meet and enhance the Vision for Arniston.
- Rationalise desirability for new up-market housing in furthering the Vision.

Eco Tourism

- Ensure emphasis is on Arniston's intrinsic value as **an eco-tourist hub**. Facilitate extensive literature and media, training and education of resident guides, equal to the demands of special interest eco-visitors. Facilitate various means of transport to take in the many places of natural, archaeological, plant, mammal and bird life interest in the whole region, including walking, hiking, cycling self-drive. and bus tours. Integrate natural attractions with wine and agricultural interest.

addendum A : A POTENTIAL VISION FOR ARNISTON.

There are very few places in the world where sophisticated urban settlement is juxtaposed with extraordinary wild and pristine beauty. Short of joining a Cruise, eg to the Antarctic, direct interface, in first world comfort, with primeval nature is very rare. By contrast, the Eastern Cape Wild Coast coastal beauty is remote and has limited access.

Demand expands, worldwide, to experience unspoiled nature first-hand as awareness of opportunities to experience is dwindling. This makes Arniston **unique in world-wide ecotourism.**

The **quality of fynbos**, the pristine purity of Arniston sand and of its Southern Ocean sea is exceptional in world terms. The **special quality of light** enhances ocean colour incredibly, from brilliant ultramarine to heavy Payns grey, and from mill-pond to streaming white horses in a day.

Especially to the south, the scene is enriched by a wide variety of **sea birds**, feeding and nesting. Pods of **porpoise and whales** are sighted often close in shore. The shoreline is framed by fragmented white kalk laid over black hard rock reefs, containing ancient Strand-looper fish-traps, and pre-historic mangrove “spuitgat” holes.

It is to this landscape that the urban settlement is **lightly attached**. The Village allows access and enjoyment equally to the lowest income and most wealthy of society. Having a **very high quality hotel**, well run and numerous up-market lettable properties, and expanding lower cost hostels are critical assets. There are historic elements : its intriguing sailing wrecks, the very old cemetery and in the unique fishing village.

Arniston is thus not a regular “Town” that simply exist to meet an internalised dynamic, discrete from its environment.

Potential constraints are in managing the interface between human and natural worlds, whose pristine quality is **especially vulnerable to excessive use.**

Thus, municipal vacant land, (nearly equal to existing built areas), carefully evaluated within a Vision concept, and its inherent constraints, should have multiple potential purpose Use, especially in the potential for Lodges specialising in eco-values; either marine based, ornithological or mammals, and related to the botanical riches of Renosterveld fynbos and coastal dunes.

While prime options for sustainability are tourist related, suggesting additional hotels, and related hostelry, there are important educational activities to be stimulated. In terms of careers informed guiding is required. But clearly Marine activity, both harvesting and fish food enhancement, (eg drying and processing), requiring less capital investment, will open opportunities and retain the charm of the village.

Arniston needs to revisit the strong relationship it previously enjoyed with Cape Nature, and use this for joint venture to mutual benefit.

