

1. INTRODUCTION

1.1 PURPOSE OF THIS REPORT

The purpose of this report is to describe the status quo analysis and conclusions of the Municipal Spatial Development Framework (SDF) for Cape Agulhas and the Overberg District Management Area (DMA)- hereafter together called Cape Agulhas Municipality (CAM) unless otherwise stated. Figure 1.1 shows the study area of the SDF.

The report is structured in the following manner:

Section 1 describes the purpose and need for an SDF.

Section 2 describes a number of national guidelines and concepts all of which have a bearing on the SDF.

Section 3 describes the approach and overarching principles.

The current status quo in the Cape Agulhas and DMA is described in Section 4 under the following subsections:

- Natural Systems;
- Built Systems; and
- Socio-economic systems.

A summary of the main findings of this report is given in Section 5.

The main issues that the SDF must address are summarised in Section 6.

1.2 WHAT IS AN SDF AND WHY IS IT NEEDED?

The spatial management of growth in urban and rural environments due to rapid urbanisation rates and the subsequent impact on resources was previously done through the Guide Plans and Structure plans. These took the form of rather inflexible master plans which were underpinned by the principles of discrimination and separate development.

The new democratic government, post 1994, adopted a new system of spatial planning described in principle in the Development Facilitation Act and Municipal Systems Act. This new system had two components to it.

The first was an indicative plan or Spatial Development Framework (SDF) that was intended to show desired patterns of land use, directions for future growth, indicate the alignment of Urban Edges, and depict special development areas.

The impact of SDFs was limited to providing policy to guide and informing land development and management. They did not change or confer real rights on land.

The second component was the Land Use Management System (LUMS). This is similar to a town planning or zoning scheme. In many instances where they haven't been replaced or repealed these still take the place of LUMS. In contrast to SDF's LUMS have a binding effect on the development rights attributed to land and confer real rights on properties.

Because development in Municipalities is dynamic and responds to changing socio-economic and environmental circumstances, it is impossible to predict the exact requirements of development rights in every instance, therefore, LUMS may be amended from time to time to take into account these changing circumstances. This is normally achieved through the processing of rezonings, subdivisions and removal of title deed restrictions applications. It is in these instances where SDF's play an important role in guiding appropriate future change and helping to guide motivations as to the need and desirability, or not, of proposed land use changes.

Section 7 contains the SDF and its recommendations.

Area-wide and Sector Plans are contained in Section 8 and 9 respectively.

The Spatial Development Framework is described in Section 10.

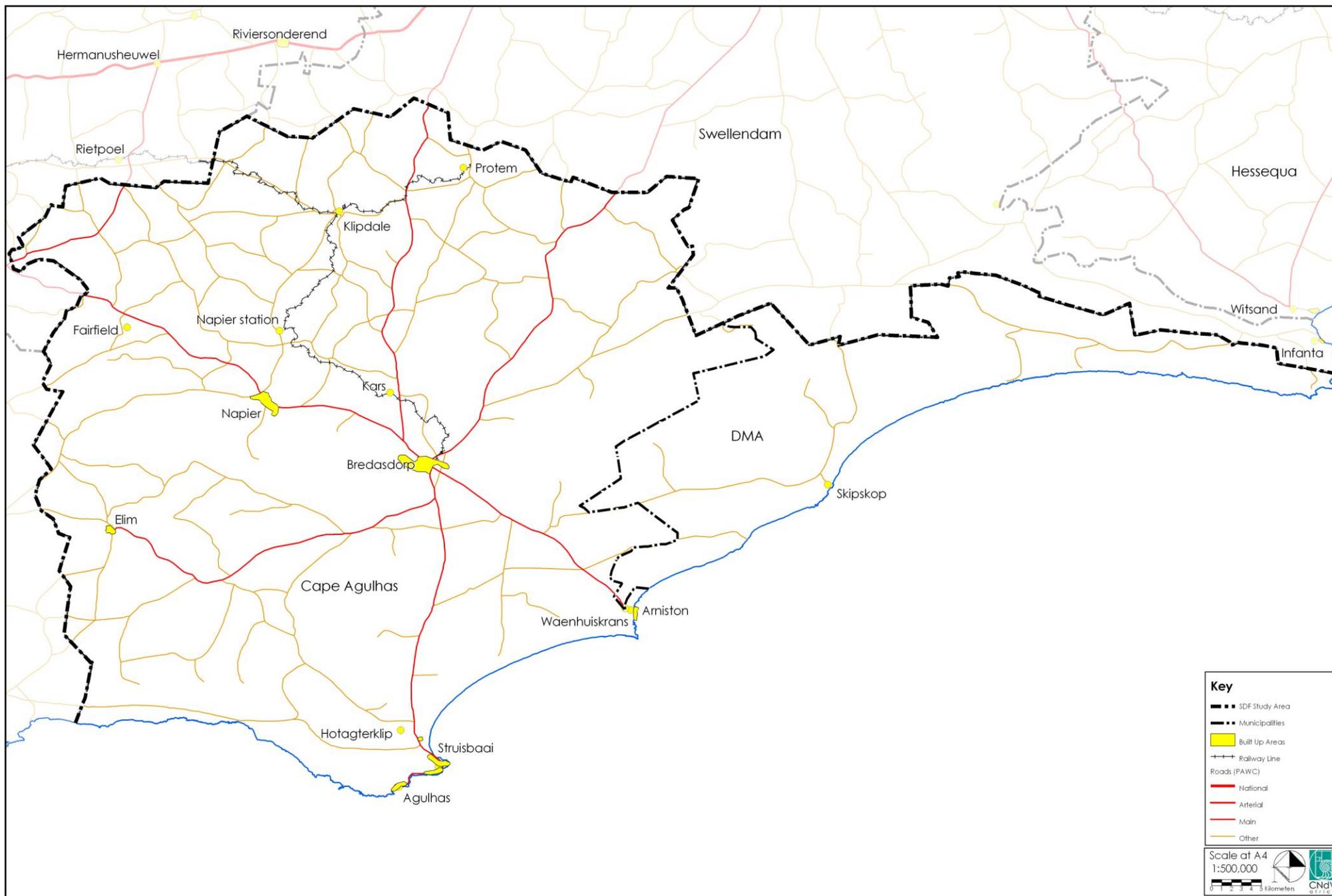


Figure 1.1 Study Area

Because of their guiding and informing nature SDF's also have a number of other important roles in addition to guiding LUMS.

These include:

- Giving effect to the principles contained in the Development Facilitation Act Chapter 1, see Section 2.1.1;
- Setting out objectives that reflect the desired spatial form;
- Defining strategies and policies to achieve these objectives which must indicate, amongst others:
 - the desired pattern of land use;
 - how spatial reconstruction will be addressed; and,
 - providing strategic guidance in respect of the location and nature of development. (In this regard it should be noted that the SDF's should inform the investment decisions of the public **and the private** sectors.)
- Set out a capital investment framework for development programs (this will mainly inform public sector investment priorities);
- Include a Strategic Environmental Assessment (SEA) in the compilation of the SDF;
- Identify programs and projects for development of land;
- Be aligned with neighbouring Municipal SDF's; and,
- Provide a visual representation of the desired spatial form with the Municipality in the form of a map which must indicate the following:
 - public and private land development and infrastructure investment;
 - desired and undesired use of land;
 - may delineate the Urban Edge;
 - identify areas for strategic investment;
 - show where policy intervention is needed; and,
 - indicate where public authority spending is required.

1.3 LEGAL STATUS OF THE SDF

Within the limitations of a SDF as laid down by the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) i.e. that it should be a guiding and informing document and does not confer real rights on land, it is intended that the SDF should be a binding document endorsed by Municipal Council and approved by the Provincial Administration in terms of Section 4(6) of the Land Use Planning Ordinance, 1985 (Ordinance 15 of 1985). Without this endorsement it will be difficult for the recommendations to have any meaningful impact on future development patterns in the district.

1.4 RELATIONSHIP WITH OTHER PLANS

The SDF links the development objectives taken from the Integrated Development Plan (IDP) and the Budget of the particular municipality. Therefore, the SDF becomes the spatial presentation of the IDP objectives that guide projects funded through the budget of the local municipality. This link between the SDF, IDP and Budget is shown in Figure 1.2.

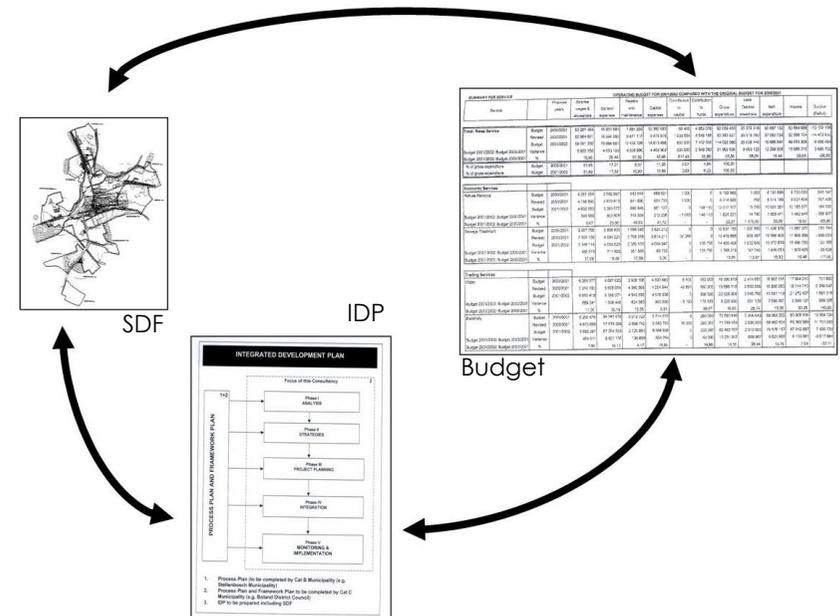


Figure 1.2 Link between SDF/IDP/Budget

The Cape Agulhas and DMA Municipal SDF is further linked to other spatial policies at different levels of detail depending on their level of jurisdiction. The National Spatial Development Perspective (NSDP) provides the broad national development goals, objectives and strategies. This informs the Western Cape Provincial SDF (WC-PSDF) that was endorsed by Provincial Cabinet in December 2005. The WC-PSDF in turn informs the Overberg District Municipal SDF (OD-MSDF) that is currently being updated. The OD-MSDF then informs the preparation of the Cape Agulhas and DMA Municipal SDF. It should be noted that the hierarchy is not only top down but also bottom up, i.e. the lower level plans also inform the higher level plans through the updating process as a result of more local level detailed information. The lower the level of the plan the more detailed the plan becomes and vice versa. This is illustrated in Figure 1.3.

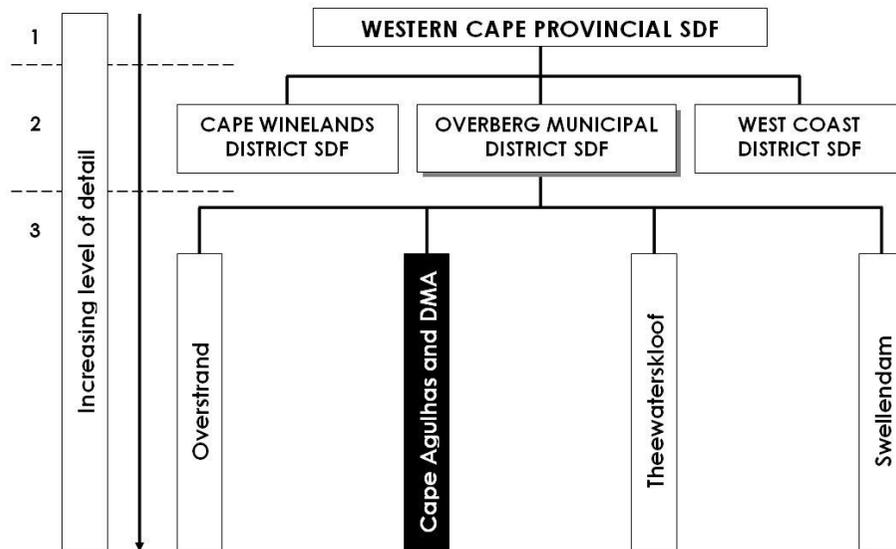


Figure 1.3 Layers of SDF and Level of Details

1.5 CONSULTANT'S BRIEF

The Brief is to review and update the Spatial Development Framework (SDF) for the Cape Agulhas and the DMA Municipality. The Cape Agulhas and the DMA SDF's were prepared in 2005. The aim of the current process is to update these two SDF's. However, subsequent to the approval of the SDF's, in a Western Cape Provincial Gazette Notice No. 6518, dated 29 April 2008, the DMA was incorporated into the Cape Agulhas Municipality. Therefore, the current SDF review process will cover and present a single SDF for two areas of jurisdiction.

The SDF, in order to inform land management and investment decisions, has to include maps which indicate precisely:

- Preferred focal areas for certain types of land use;
- Areas from which certain types of land use are excluded;
- Location of IDP projects;
- Strategies, guidelines and projects for intervention.

The following methodology is used in this project:

Phase One : Analysis and Status Quo Report

Phase Two : Strategy Formulation

Phase Three : Project Identification

Phase Four : Integration and Production of Draft SDF

Phase Five : Approval of SDF

The following serves as the specific focus of the review:

1.5.1 The withdrawal of the approved Struisbaai and L' Agulhas Local Structure Plans by the Provincial Department of Environmental Affairs and Development Planning (DEA&DP) upon approval of the reviewed Spatial Development Framework (SDF) in terms of the requirements of the Land Use Planning Ordinance, 1985.

1.5.2 Alignment with the National Spatial Development Perspective (NSDP).

1.5.3 Integration and alignment the SDF with Provincial policy frameworks and guidelines, such as the Provincial Spatial Development Framework, Provincial Urban Edge guideline, Resort policy, Policy on the establishment of Golf Courses and Polo fields,

Bio-regional Policy Guidelines, Provincial Growth and Development Strategy, and other applicable policies and guidelines.

- 1.5.4 Integration and alignment with the Overberg District Municipal Integrated Development Plan (IDP) and SDF.
- 1.5.5 Identification and mapping of all vacant municipal and state land within the municipal area in order to assist in the restructuring and integration of the various towns as well as Land Reform initiatives.
- 1.5.6 Incorporation of applicable specialist input into the SDF, which *inter alia* includes the following documentation and processes:
- Cape Agulhas Municipal Housing Plan;
 - Input obtained from the Cape Agulhas IDP process;
 - Proposal for the development of the Southernmost Tip of Africa;
 - Initiatives of the Agulhas National Park;
 - Agulhas Biodiversity Initiative;
 - The compilation of a Bioregional Plan for the Overberg region;
 - Overberg Area Based Plan (Land Reform);
 - Cape Agulhas Tourism Development Framework; and,
 - Overberg District Transport Plan.
- 1.5.7 Review the state of municipal services and the impact thereof on future urban development.
- 1.5.8 Review the demarcation of the Central Business Areas of the various towns within the Cape Agulhas Municipal area, location criteria for Bed & Breakfast facilities, Guesthouses, home industries and areas identified for agricultural small-scale farmers.
- 1.5.9 Identify suitable sites to be utilised as church premises for all the towns in the Cape Agulhas towns.
- 1.5.10 Review the subdivision guidelines proposed for the various planning areas in terms of the approved Cape Agulhas SDF, as well the rural areas.
- 1.5.11 Review proposals regarding the establishment of light industrial areas for Bredasdorp, Napier and Struisbaai.

1.5.12 Identify suitable housing areas for Proteem and Klipdale.

1.5.13 Recommend/policy regarding the future utilisation of the Struisbaai smallholding area.

1.5.14 Identify suitable informal trade area for Ward 4 Bredasdorp.

1.5.15 Review of recommendations of the Napier Spatial Development Framework.

The following deliverables are to be included:

- i. Resumes of meetings;
- ii. Powerpoint slide shows and handouts of presentations;
- iii. Reports to be developed incrementally as project progresses;
- iv. An atlas of status quo maps;
- v. A set of proposals maps.

All of these products should be compatible with national, provincial and district GIS databases.

