

# CHAPTER

# 2

## 2. POLICY CONTEXT & VISION DIRECTIVES

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## 2.1. Introduction

This Eden District SDF is prepared in relation to the current spatial planning policy context, which translates legislation and principles into a spatial direction, approach and proposals for the District. The national, provincial and local policies and strategies that set the spatial planning agenda for Eden District Municipality's area of jurisdiction are outlined in this Chapter.

This Chapter also summarises the informants to the spatial vision for the District. These are derived from the District's current policies and strategic agendas, parallel planning processes, stakeholder inputs and the policies and strategies of other spheres of government.

This Chapter includes:

- A synthesis of the existing policy context and the interpretation of the spatial implications of these policies for the District Municipality.
- The outcomes of the joint vision session facilitated by SCEDP to establish a platform of shared values and direction for the Southern Cape and confirm the establishment of ten regionally relevant focus groups.
- The basis for an emerging set of development principles and vision directives based on existing policy and the outcomes of the vision session.

## 2.2. Legislative Context

The SDF must comply with all relevant process and content requirements of the Spatial Planning and Land Use Management Act (SPLUMA), 2013 (Act No 16 of 2013), the Western Cape Land Use Planning Act (LUPA), 2014 (Act No 3 of 2014) and the Municipal Systems Act (MSA) (Act 32 of 2000).

### 2.2.1. Municipal Systems Act

The Local Government MSA, 32 of 2000, sets out the requirements for a SDF as a component of the mandatory IDP that every municipality is required to adopt.

### 2.2.2. The Spatial Planning and Land Use Management Act

SPLUMA (2013) provides the legislative foundation for all spatial planning and land use management activities in South Africa. It seeks to promote consistency and uniformity in procedures and decision-making. Its policy objectives aim to address historical spatial imbalances and embed the principles of sustainable development into land use and planning regulatory tools, and legislative instruments, such as SDFs and their supporting tools such as zoning schemes.

### 2.2.3. The Western Cape Government Land Use Planning Act

The purpose of LUPA is to consolidate legislation in the Western Cape Province that relates to spatial planning and to co-ordinate public investment. A MSDF must comply with section 11 of LUPA when it adopts or amends its MSDF in terms of the MSA:

(2) A municipal spatial development framework must at least—

- Comply with other applicable legislation;
- Promote predictability in the utilisation of land;
- Address development priorities;
- Where relevant, provide for specific spatial focus areas, including towns, other nodes, sensitive areas, or areas experiencing specific development pressure; and
- Consist of a report and maps covering the whole municipal area, reflecting municipal planning and the following structuring elements:
  - Transportation routes;
  - Open space systems and ecological corridors;

(iii) Proposed major projects of organs of state with substantial spatial implications;

(iv) Outer limits to lateral expansion; and

(v) Densification of urban areas.

(3) A municipal spatial development framework must be aligned with the provincial development plans and strategies and must complement those development plans and strategies.

### 2.2.4. Founding Principles

Chapter 2 of SPLUMA sets out the development principles that must guide the preparation, adoption and implementation of any SDF, policy or by-law concerning spatial planning and the development or use of land. These objectives include the redress of spatial injustices and the integration of socio-economic and environmental considerations in land use management in order to balance current development needs with those of the future generations in a transformative manner. SPLUMA reinforces and unifies the NDP vision and policies in respect of using spatial planning mechanisms to eliminate poverty and inequality while creating conditions for inclusive growth by seeking to foster a high-employment economy that delivers on social and spatial cohesion.

The five founding principles as set out in Section 7 (a) to (e) of SPLUMA that apply throughout the country and to the all SDFs are:

- Spatial Justice:** Redressing past spatial and other development imbalances through improved access to and use of land by disadvantaged communities.
- Spatial Sustainability:** Relates to the need to promote spatial planning and land use management and land development systems that are based on and promote the principles of socio-economic and environmentally sustainable development in South Africa.
- Efficiency:** The spatial efficiency pillar places significant importance on the optimisation of existing

resources and the accompanying infrastructure, including the oiling of development application procedures in order to promote growth and employment.

4. **Spatial Resilience:** Relates to mitigation, adaptability and innovations to secure communities from spatial dimensions of socio-economic and environmental (climate change) shocks.
5. **Good Administration:** Spatial planning objectives are not only highly dependent upon a strong co-ordinating role of central government, but are also

predicated upon good governance mechanisms, incorporating meaningful consultations and co-ordination with a view to achieving the desired outcomes across the various planning spheres and domains.

Based on these principles, a SDF at a district scale needs to be framed with due consideration to the spatial dynamics of surrounding areas. A district SDF must also identify and focus in on priority areas to channel public investment into priority areas, and align the

capital investment programmes of different government departments.

## 2.3. Policy Context

Diagram 5 synthesises key national, provincial, regional and local policies relevant to Eden District. These policies have been analysed in terms of their objectives, their implications and the effects these have for assessing the spatial status quo of the district, and framing proposals for the SDF.

### 2.3.1. National Development Plan 2030

The objective of the National Development Plan (NDP) is to “eliminate income poverty and reduce inequality” by 2030 (WCG, 2013:11). The NDP outlines spatial priorities to enhance the nation’s capabilities. These include focusing on urban and rural transformation, improving infrastructure and enhancing environmental sustainability and resilience (WCG, 2013). Aspects of the NDP that relate to human settlements and are focused on improving public transport, developing settlements closer to economic opportunities, as well as increasing employment opportunities in informal settlements (National Planning Commission, 2012). Of particular relevance to Eden District, is the plan’s advocacy to increase urban densities, prevent the development of housing in isolated locations and to transform the national space economy.

### 2.3.2. WCG Provincial Strategic Plan

Western Cape Government’s Provincial Strategic Plan (PSP) sets out a vision for improving the lives of citizens over the next five years. The PSP comprises of five Provincial Strategic Goals (PSG). PSGs are aligned with the objectives of SPLUMA and aim to contribute to improving the Western Cape Province over the next five years. PSGs aim to:

1. Create opportunities for growth and jobs

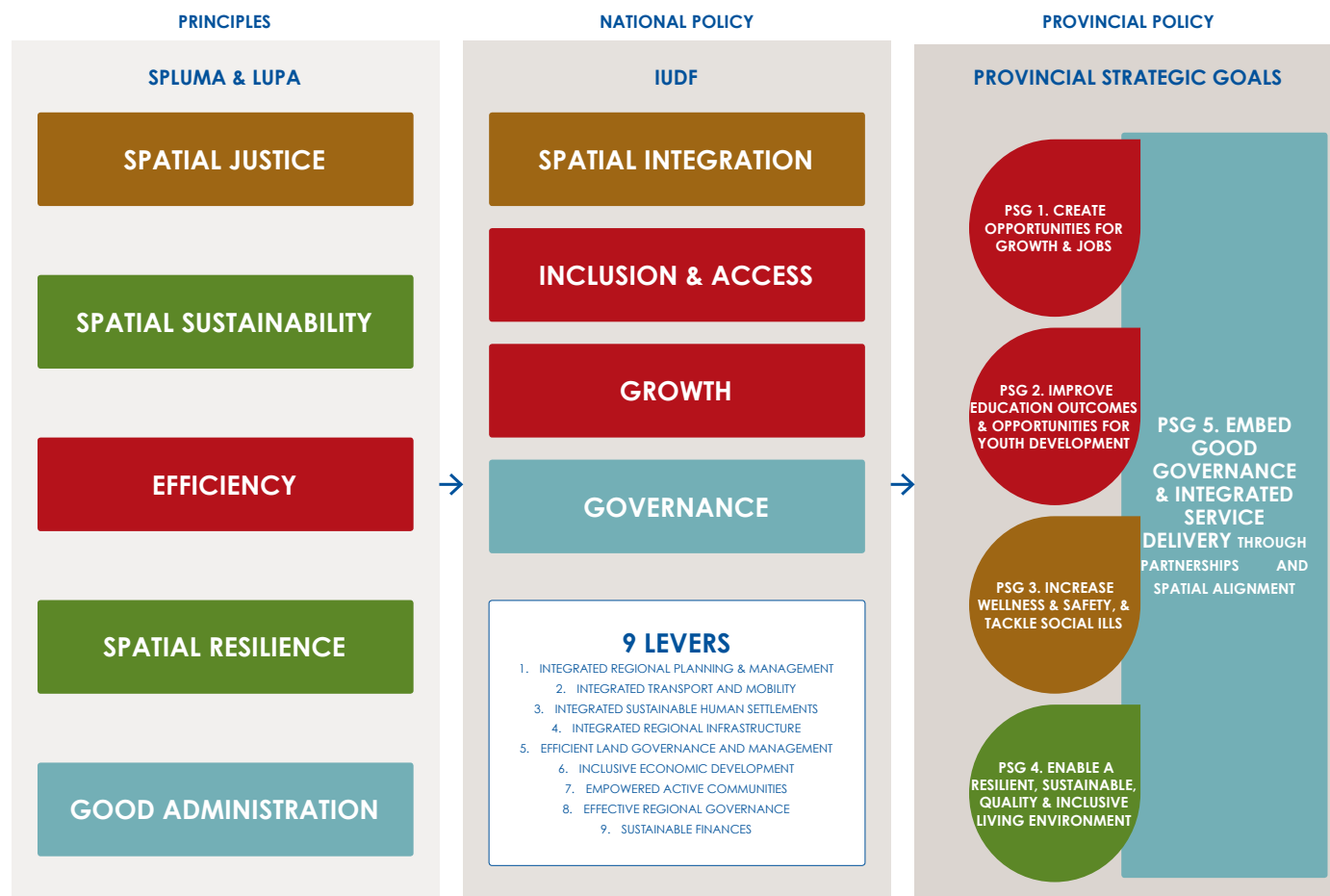


Diagram 5. Linking National and Provincial Principles that Must Underpin the Eden SDF Approach

- *Creating an enabling environment to attract investment, grow the economy and create jobs by supporting high growth economic sectors.*
- 2. Improve education outcomes and opportunities for youth development
- *Expanding quality education across the province and providing opportunities for youth to realise their full potential.*
- 3. Increase wellness and safety, and tackle social ills
- *Addressing health, safety and social ills by supporting healthy communities, a healthy workforce, and healthy families, youth and children.*
- 4. Enable a resilient, sustainable, quality and inclusive living environment
- *Improving urban and rural areas through enhanced management of land, an enhanced climate change plan and better living conditions for all.*

- 5. Embed good governance and integrated service delivery through partnerships and spatial alignment
- *Delivering good governance and an inclusive society that increases access to information, in partnership with active citizens, business and institutions.*

2.3.3. Eden SDF 2009

The spatial vision for Eden District as stipulated in the 2009 SDF report focuses on maintaining the District’s position as a regional driver through developing the comparative advantage of each settlement in the District, promoting economic growth and creating more viable spatially integrated settlements. The spatial Conceptual Framework for Eden District in 2009 is shown in Figure 4.

The SDF envisions a form of settlement planning and development that is compatible with improving a range of transport options and walkability of settlements, supported by an open space system that conjures up

images of Eden District, in addition to conserving a variety of natural environments and minimising disaster risks.

The SDF contains proposals regarding the future role and development of towns, harbours, airports and transport linkages underpinned by a “Green Framework” as the regional system of open spaces. A review and assessment of the 2009 Eden District SDF is provided in the Annexure. The assessment of the SDF was used to inform the review and update of the present SDF.

2.3.4. Eden IDP 2016 / 2017

The Eden District Municipal IDP establishes a set of objectives for the District, these include:

- Promote healthy and socially stable communities
- Build a capacitated workforce and communities
- Conduct regional bulk infrastructure planning and implement projects, roads maintenance and public transport: manage and develop council fixed assets
- Promote sustainable environmental management and public safety
- Ensure financial viability of the Eden District Municipality
- Promote good governance
- Grow the District economy

It is a key requirement of the SDF that alignment between the SDF and IDP is achieved. Ultimately, the SDFs 20-year time horizon should provide the long-term vision for the IDP’s 5-year implementation and delivery cycle.

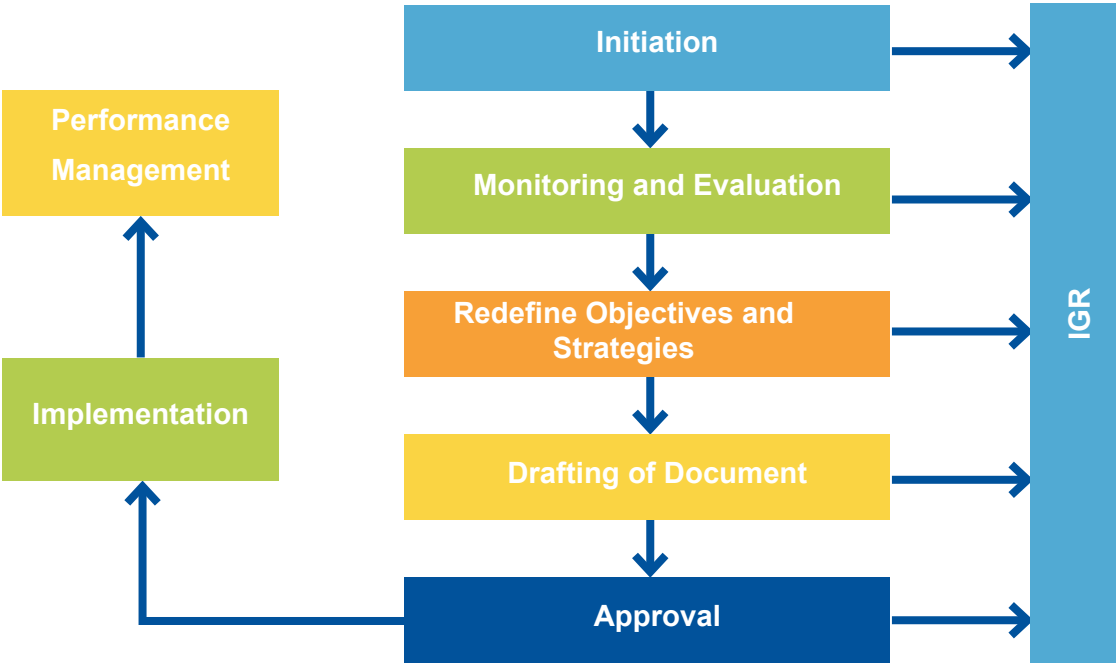


Diagram 6. The Process Followed in Drafting the Eden District IDP (2015)

Eden Spatial Development Framework | November 2017



## 2.3.5. Synthesis of Key Relevant Policies at National, Provincial, Regional and Local Level

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
NATIONAL				
1	National Development Plan (2011)			
	<p>The objective of the NDP is to eliminate income poverty and reduce inequality by 2030.</p>	<p>Spatial transformation is advocated given the enormous costs imposed by existing spatial divides.</p> <p>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.</p> <p>Building Environmental Sustainability and Resilience is a long term strategy to transition to a low carbon economy.</p>	<p>A new approach to innovative spatial transformation is required at the district level.</p> <p>Renewable energies and alternative technologies must be incentivised.</p> <p>Focusing on poverty alleviation is key in driving local municipalities decision-making processes.</p>	<p>Immigration is a key challenge for the Eden District, therefore informal settlement upgrading and creating the circumstances for sustainable economic opportunities is crucial to the realisation of the NDP goals.</p> <p>Eden District is strategically located nationally in terms of promoting and capitalising on opportunities relating to the diversification of energy mix – Mossel Bay harbour and other industrial functions can complement this transition and attract national investment.</p>
2	Integrated Urban Development Framework (2016)			
	<p>The IUDF seeks to foster a shared understanding across government and society about how best to manage urbanisation and achieve the goals of economic development, job creation and improved living conditions for South Africa's people. The IUDF sets out a vision of creating "liveable, safe, resource-efficient cities and towns that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life". Proposals for the alignment of people's jobs, livelihoods and services promises an urban dividend that can reset the country's social and economic growth trajectory.</p>	<p>The IUDF sets four strategic goals:</p> <ol style="list-style-type: none"> <li>1. Spatial integration - To forge new spatial forms in settlement, transport, social and economic areas.</li> <li>2. Inclusion and access - To ensure people have access to social and economic services, opportunities and choices.</li> <li>3. Growth - To harness urban dynamism for inclusive, sustainable economic growth and development.</li> <li>4. Governance - To enhance the capacity of the state and its citizens to work together to achieve spatial and social integration.</li> </ol>	<ul style="list-style-type: none"> <li>• The IUDF emphasizes improving the planning and implementation of current programmes, as opposed to introducing new interventions. The Eden SDF must therefore build on current initiatives and proposals.</li> <li>• Successful implementation requires a shift from a sectoral approach to one that is driven by a common vision and spatial agenda. In the case of urban regions the IUDF advocates the use of strategic medium to long term planning instruments to forge a shared vision and spatial agenda. The Eden District SDF can facilitate this role.</li> </ul>	<ul style="list-style-type: none"> <li>• The IUDF provides a regional framework of principles and development goals that are aligned with national targets, which can guide Eden District in terms of development patterns and sustainable governance structures.</li> <li>• Aligning spatial integration with economic development will be key to ensuring more sustainable growth in Eden District and the SDF can take guidance from the IUDF's proposals towards achieving this.</li> </ul>

Table 1. Synthesis of Relevant Policies

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
NATIONAL				
3	National Freshwater Ecosystem Priority Areas (2011)			
	<p>The National Freshwater Ecosystem Priority Areas (NFEPA) map provides strategic spatial priorities for conserving South Africa's aquatic ecosystems and supporting sustainable use of water resources. FEPAs were identified based on a range of criteria dealing with the maintenance of key ecological processes and the conservation of ecosystem types and species associated with rivers, wetlands and estuaries (Driver et al. 2012).</p>	<p>The NFEPA project is a multi-partner project which aims to:</p> <ol style="list-style-type: none"> <li>1. Identify Freshwater Ecosystem Priority Areas (FEPAs) to meet national biodiversity goals for freshwater ecosystems; and</li> <li>2. Develop a basis for enabling effective implementation of measures to protect FEPAs, including free flowing rivers.</li> </ol>	<p>Water resources do not work in isolation from one another or the surrounding catchment areas. It is therefore important to include FEPAs in the assessment of regional land use decision making such as the SDF.</p> <p>FEPAs data included in the SDF will inform the ecological assessment in land use decisions, on various scales and in various sectors, through illustrated and described priority areas.</p> <p>Land use planning within the SDF should be consistent with the management objectives of FEPAs.</p> <p>The incorporation of FEPAs in the SDF can promote the establishment and maintenance of ecological corridors along large river corridors and wetland clusters. This data can also be incorporated when considering / managing conservation areas.</p>	<p><b>Challenges:</b></p> <p>Water resources are increasingly threatened and polluted by land use, new development and cover that continues to cause habitat loss and degradation. The protection of these systems is often severely hindered by societal perceptions, and the constraints in estimating their economic value, as opposed to the economic gains of development. There are gaps and limitations to the FEPA data.</p> <p><b>Opportunities:</b></p> <p>The conservation of biodiversity, and specifically water resources, is becoming more important in the context of climate change. There is an opportunity to devise strategies to protect ecosystems through good land use planning. The FEPA data can be used to identify and prioritise sensitive areas to incorporate in planning and strategies. River systems need to be ground truthed and appropriate buffers need to be mapped before they are lost or under development pressure.</p>
4	National Biodiversity Assessment (2011)			
	<p>This report assesses the state of South Africa's biodiversity and ecosystems, across terrestrial, freshwater, estuarine and marine environments, with an emphasis on giving spatial information where possible, especially about ecosystems. It provides a mechanism for synthesising key aspects of South Africa's excellent biodiversity science and making it available to policymakers, decision-makers and practitioners in a range of sectors.</p>	<p>It provides a spatial picture of the location of South Africa's threatened and under-protected ecosystems, and focuses attention on geographic priority areas for biodiversity conservation</p>	<p>Destruction of important Palmiet Wetlands in the Riversdale / Heidelberg area.</p> <p>Destruction of river banks by bulldozing which impacts water quality.</p> <p>Destruction of ecological linkages</p> <p>Eden District has a high level of alien invasive plant species especially along river banks. This leads to further degradation of aquatic systems which impacts on the water quality and quantity available in the region.</p>	<p><b>Challenges:</b></p> <p>Erosion of the various rivers in Eden District.</p> <p>Invasive alien vegetation.</p> <p>Impact of climate change along the coast.</p> <p><b>Opportunities:</b></p> <p>Alien invasive eradication programmes need to be established to create employment opportunities and to protect and renew indigenous biodiversity. Biodiversity linkages need to be identified and mapped.</p> <p>Greater protection along the coast is required. This will be addressed by the coastal setback line determination for the Eden District.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
PROVINCIAL				
1	Western Cape Provincial Spatial Development Framework (2014)			
	<p>The PSDF gives spatial expression to the PSP and takes the Western Cape on a path towards:</p> <ul style="list-style-type: none"> <li>Greater inclusivity, productivity, competitiveness and opportunities in its urban and rural space-economies;</li> <li>Better protection of its place-based (i.e. spatial) assets;</li> <li>Strengthened resilience of its natural and built environments; and</li> <li>Improved effectiveness in spatial governance and on-the-ground delivery of public services, facilities and amenities.</li> </ul>	<p>Other development priorities include: growing the economy, opening up opportunities for inclusive economic growth in urban and rural areas, moving towards inclusivity, competitiveness and opportunities in the rural-urban space economies with better protection of spatial assets such as cultural and scenic landscapes of the region.</p> <p>The PSDF calls for targeted public investment towards regional infrastructure to unlock the potential of emerging economic centres.</p> <p>The PSDF also aims to establish a highly skilled innovation driven, resource efficient, connected, high opportunity and collaborative society.</p>	<p>The PSDF gives priority to bolstering the spatial performance of the Southern Cape region, and recommends the preparation of a RSIF, which is currently being developed.</p> <p>The PSDF also highlights the need to enhance the emerging regional industrial centre in George and Mossel Bay, as well as the Garden Route coastal belt as a leisure and tourism region</p> <p>Eden District has therefore been identified not only as having very high growth potential but also as a strategic area within the province regarding its scenic value, regional competitiveness and economic performance.</p>	<p>The PSDF encourages investment in the Southern Cape Region within a spatial implementation framework – this framework will now be integrated with the Eden District SDF.</p> <p>The SDF must align with the provincial vision for the region through cohesive strategies that maintains a regional perspective of the role of the district within the province.</p>
2	Western Cape Infrastructure Framework (2013)			
	<p>The Western Cape Infrastructure Framework (WCIF) is a long-term strategic framework that sets out the required changes and development agendas relating to infrastructure provision. Given the sector-based and institutionally fragmented history of infrastructure planning, the WCIF defines a new approach to co-ordinated and strategic infrastructure planning.</p>	<p>The WCIF quantifies the scale and nature of infrastructure requirements in the province - how and where infrastructure provision needs to evolve to satisfy a new agenda in a changing world, and who will be responsible. The framework also sets out high-level transitions required to achieve the Western Cape's development agenda, and differentiates between sub-infrastructure sectors</p>	<p>In terms of infrastructure management and financing in Eden District, the WCIF aims to improve access to water, and deal with issues associated with national roads and the implementation of a bus system.</p>	<p>Information and Communication Technology (ICT) and regional transport infrastructure could benefit the economic performance of the area.</p>



	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
PROVINCIAL				
3	Western Cape Biodiversity Framework (2017)			
	<p>The Western Cape Biodiversity Sector Plan (WCBSP) illustrates vicinities of biodiversity that are significant throughout the Western Cape. The data covers major coastal and estuarine habitats, as well as terrestrial and freshwater realms respectively.</p> <p>The WCBSP replaces the Western Cape Biodiversity Framework from 2014.</p>	<p>To identify Critical Biodiversity Areas (CBAs) and Ecological Support Areas (ESAs) which are areas required to meet biodiversity targets for ecosystems, species and ecological processes. The datasets cover the Western Cape municipalities except for the City of Cape Town, which has its own biodiversity network project and associated shape files.</p> <p>Emphasis is placed on the spatial implications for development and conservation.</p> <p>The Western Cape's Ecosystem Threat Status has also been made available for download. This dataset was developed to more accurately reflect the current threat status of ecosystems in the Western Cape Province, especially in terms of habitat loss.</p>	<p>In order for the SDF to aid in reaching biodiversity targets and indirectly maintain or improve human well-being it needs to consider the WCBSP information in development planning.</p> <p>It is important that land use planning within the SDF is consistent with the management objectives presented by WCBSP information.</p>	<p><b>Challenges:</b></p> <p>The data covers a broad area, it has limitations regarding detailed accuracy, and therefore must be viewed in alignment with local data and ground-truthing.</p> <p>Without proper buy-in and understanding from key role players it is unlikely the WCBSP will achieve its aims.</p> <p><b>Opportunities:</b></p> <p>There is potential to improve and create an integrated, co-ordinated and uniform approach to biodiversity management.</p> <p>There is also opportunity to coordinate with a matrix of other important environmental data to strengthen linkages.</p>
4	Western Cape Provincial Land Transport Framework (2013)			
	<p>The Provincial Land Transport Framework's (PLTF) goals are to:</p> <ul style="list-style-type: none"> <li>Establish and operationalise a Provincial Transport Management Forum to co-ordinate trans-modal and transversal transport access;</li> <li>Develop a safety and security plan for rail, road and non-motorised transport;</li> <li>Promote integrated transport systems;</li> <li>Develop transport plans that respond to the Western Cape's rural challenges;</li> <li>Develop trans-modal strategies to improve economic efficiency; and</li> <li>Roll-out the PLTF to all transport entities and optimise funding.</li> </ul>	<p>The strategic focus of the PLTF are:</p> <ul style="list-style-type: none"> <li>Public transport strategies include Mobility strategies at the district level, including the framework for Integrated Rapid Public Transport Networks (IRPTN) and integration between modes;</li> <li>Enhancement of Non-Motorised Transport (NMT), Scholar and Environmental sustainability;</li> <li>Adequate transport infrastructure</li> <li>Transport management, including freight and ITS</li> <li>Road traffic safety and incident management</li> <li>Address tourism travel needs</li> <li>Effective delivery of institutional structures</li> </ul>	<p>The PLTF calls for transport policies and strategies to be "determinant / co-determinant" of spatial and economic development plans, rather than "responding" to key elements of other Provincial plans</p> <p>Integrated economic development, land use and transport planning, rather than hierarchy of plans that "lead" or "follow"</p>	<p>Strict urban edges, densification, clustering of civic and business activities, development along identified corridors and the promotion of public and NMT.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
REGIONAL				
1	Coastal Setback Lines Project for Eden District (2014)			
	While no set-back lines have yet been determined for the Eden District Municipality, an assessment of sea level rise and flood hazard risk has been completed.	To identify areas of high and low risk and put in place mechanisms to ensure the risks are understood and properly assessed.	<p>Most of the coastal dune areas in Eden District have already been subject to erosion inundation, groundwater contamination and extreme events (DEA&amp;DP, 2010). Large amounts of time and money have been spent to try to protect infrastructure from sea erosion events. This has the potential to become extremely costly in the future, because sea level rise and more extreme weather events are likely to occur and numerous land owners will be affected. This will place pressure on authorities to fix damages.</p> <p>Areas identified to be at greatest overall risk include: Sedgefield-Swartvlei; Wilderness East; Wilderness West; Knysna; Plettenberg Bay; Hartenbos; Keurbooms-Bitou; Nature's Valley; Klein-Brakrivier; Groot-Brakrivier; Walker's Bay and Mossel Bay (DEA&amp;DP, 2010).</p>	The SDF must consider areas of risk in the identification of future growth areas. The areas with high risk should be protected and future development in these areas should be restricted..
2	Gouritz Cluster Biosphere Reserve Spatial Plan (2016) and The Garden Route Biodiversity Reserve Proclamation (2017)			
	<p>The District has two UNESCO Biosphere Reserves covering much of its area. These are the Gouritz Cluster Biosphere Reserve, and the Garden Route Biosphere Reserve, proclaimed and recognised by UNESCO on 9 June 2015 and 14 June 2017, respectively. They are the Western Cape's 4th and 5th Biospheres, and South Africa's 7th and 9th. Collectively, Biosphere Reserves cover more than 35% of the Western Cape Province.</p> <p>The Gouritz Cluster Biosphere Reserve (GCBR) Spatial Plan has the following objectives:</p> <p>By 2020, the GCBR will be (inter-)nationally recognised and respected for its balanced and effective approach to ecological sustainability and human development.</p> <p>The GCBR will be experienced as an inclusive, approachable and "desired collaborator" for all population groups and institutions in the domain.</p>	<p>The GCBR identifies four priority areas:</p> <ol style="list-style-type: none"> <li>1. Flagship initiatives to restore degraded landscapes while creating employment and to convert alien biomass into economically viable products</li> <li>2. A suite of smaller scale (peri-)urban and rural projects to catalyse ecologically sustainable livelihoods.</li> <li>3. Knowledge generation and communication about innovations and practices that have a positive impact on the domain's ecology and all its population.</li> <li>4. Promote growth in business development, employment, training and entrepreneurial endeavours, contribute to poverty alleviation, to encourage sustainable biodiversity-based businesses and their contribution to the green economy on the Garden Route..</li> </ol>	<ul style="list-style-type: none"> <li>• Increase visitors and tourists</li> <li>• Enable the integration of ecosystems and corridors and a better understanding and more tolerant human environment interaction</li> </ul>	<p>Employment creation potential in the conservation, restoration and maintenance of natural ecosystems on private agricultural land. An immediate opportunity is the restoration of degraded Subtropical Thicket vegetation.</p> <p>Employment potential for a variety of scientific studies and projects as well as projects such as alien clearing, erosion control and erosion protection. Erosion control and protection are ideal as unskilled labour projects.</p> <p>Global carbon trading – a mechanism to reduce climate change by the capture of carbon from certain types of newly planted vegetation – transfers economic value to carbon. The central premise is that farming carbon can become a more sustainable and more profitable venture for landowners than present unsustainable stock farming practices. Pilot restoration projects have already been completed in collaboration with LandCare and CapeNature. The scope for additional work in this area is significant, and can be enhanced if it can be combined with land reform efforts by assisting emerging black farmers to enter into the carbon economy.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
REGIONAL				
3	Eden District Integrated Waste Management Plan (2014)			
	<p>The Eden District Integrated Waste Management Plan has the following objectives:</p> <ul style="list-style-type: none"> <li>- Educate, strengthen capacity and raise awareness in Integrated Waste Management</li> <li>- Improve waste information management</li> <li>- Promote sound, adequate and equitable waste management practices</li> <li>- Mainstream Integrated Waste Management planning in municipalities and industry</li> <li>- Facilitate access to funds to implement Integrated Waste Management in the province</li> <li>- Ensure the safe and integrated management of hazardous waste management</li> </ul>	<p>Since the Integrated Waste Management Plan has been adopted, the next stage would be the process of implementing this plan which inter alia entails the consultation process with the public.</p> <p>The first step in educating the public about waste is to make them aware of any new waste management procedures and facilities available to them.</p> <p>Educating the public will cause a greater awareness of the need for waste minimisation. This will reduce waste generation rates which will in turn reduce transport volumes and costs. It is important to also provide feedback to the public of the success of their efforts, for example publishing month to month volumes of waste diverted from being landfilled.</p> <p>The generic draft integrated waste management by-laws should be implemented throughout the District.</p>	<p>It must be ensured that all waste management facilities are regularly audited as stipulated in each waste permit. Regular audits will ensure that these facilities are operated correctly and efficiently. Ensuring the correct operations will maximise the results of efforts of waste reduction and recovery and therefore the benefits thereof.</p>	<p>A top priority should be to establish the new regional landfill site.</p> <p>Other opportunities include creating pollution free zones, as charcoal manufacturing, brick making and biomass burning are arising. There is a need to protect the quality environment of the District, which is a great tourist attraction.</p>
4	Eden District Rural Development Plan (2016)			
	<p>The Eden District Rural Development Plan (RDP) focuses on achieving three phases of development:</p> <ol style="list-style-type: none"> <li>1. Meeting basic human needs</li> <li>2. Rural enterprise development</li> <li>3. Developing agro-village industries, sustained by credit facilities and value chain markets.</li> </ol> <p>Additionally, the plan aims to achieve Agrarian Transformation, which is based on the pillars of land reform. These pillars include: land redistribution, land restitution, land development, land tenure and administration.</p> <p>The plan's overall goal is towards improving the material conditions and life chances of those people living in rural areas defined as "poverty pockets" (that is, people whose lives are presently defined by a state of impoverishment).</p>	<p>The plan focuses on the identification of poverty pockets within the Eden District and will formulate a plan to enable the integration of these areas into the value chains of the appropriate functional region/s.</p> <p>Agricultural development has been identified as a key sector for rural economic transformation. As a result, the Rural Economic Transformation Model (RETM) is followed to fast-track agricultural development - consisting of four components, namely: community, cropping, land and livestock.</p>	<p>An Agrihub is proposed for Oudtshoorn – to be developed as a networked innovation system of agro-production, processing, logistics, marketing, training and extension services.</p> <p>Farmer Production Support Units in Dysselsdorp and Haarlem have been prioritised.</p>	<p>Due to the fact that the RDP plan is still in development phase there is opportunity for the SDF to feed into the proposal process and also gain inputs from the RDP research and prioritisation.</p> <p>The regional rural component of the SDF regarding issues, proposals and implementation strategies will be developed based on the RDP plan.</p>

	POLICY PRINCIPLES & OBJECTIVES	FOCUS	IMPLICATIONS FOR EDEN DISTRICT SDF	FUTURE SPATIAL CHALLENGES / OPPORTUNITIES
REGIONAL				
5	Eden District Integrated Transport Plan (2016)			
	<p>The Eden Integrated Transport Plan (ITP) is structured around seven objectives namely:</p> <ol style="list-style-type: none"> <li>1. Provide Integrated Public Transport Networks (IPTN) in rural regions;</li> <li>2. Prioritise the provision of public transport services among higher density settlements to improve viability of public transport subsidies;</li> <li>3. Provide public transport and NMT infrastructure, particularly in larger urban centres;</li> <li>4. Supply safe public transport services;</li> <li>5. Ensure there is a well-maintained road network;</li> <li>6. Shift contestable freight from road to rail and prioritise general freight over bulk freight;</li> <li>7. Create the institutional capacity and administrative environment to perform the functions required of the municipality by the NLTA.</li> </ol>	<p>The vision for 2016 is a demand-responsive, sustainable, balanced and equitable rural transport system that allows the basic access needs of individuals to be met, is affordable, operates efficiently, offers choice of transportation modes, and supports a vibrant economy. In order to achieve this the ITP focuses on the following goals:</p> <ul style="list-style-type: none"> <li>• Improve public transport services between towns through co-ordination, information and selective subsidies.</li> <li>• Reliance on spatial development of towns to enable walkable and viable public transport services.</li> <li>• Promote and facilitate a modal shift to NMT</li> <li>• Address parking problems that exist all year, rather than only during holiday season.</li> <li>• Co-ordinate planning of freight overnight facilities to minimise the impact of freight on noise and congestion in towns.</li> </ul>	<p>The majority of towns in the district are still small enough so that most trips could be made on foot or bicycle in a short time. The focus should be on finding solutions to afford higher density development of housing, institutional, office and retail facilities.</p> <p>This must be supported by improvement in NMT facilities to enable a culture of walking and cycling in lieu of cars and taxis.</p> <p>This is also needed in support of parking strategies to reduce congestion from town centres. Build on capacity from GoGeorge experience to expand scheduled / arranged services between towns. Be mindful of facilitating sprawl by enabling more people to live further due to subsidised transport.</p> <p>Identify core freight routes and support appropriate zoning for freight related activities, e.g. truck stops, along these routes.</p>	<p><b>Challenge:</b></p> <p>Increased costs of higher density housing developments to support public transport cannot be justified without a compelling and agreed long-term benefit. This applies to private and public funding models.</p> <p><b>Opportunities:</b></p> <p>Since long-term benefits are compelling, they must be demonstrated through the SDF to allow for the adoption of appropriate zoning requirements and funding models.</p>
6	Eden District Mobility Strategy (2012)			
	<p>The Mobility Strategy presents concepts for public transport within the Eden District. The strategy puts in place an overall framework within which individual projects within the various municipalities can be implemented (Figure 5).</p>		<p>Incorporate / update public transport proposals</p>	<p>Understand and align the development objectives of towns in order to enable an integrated land use / transport approach.</p>



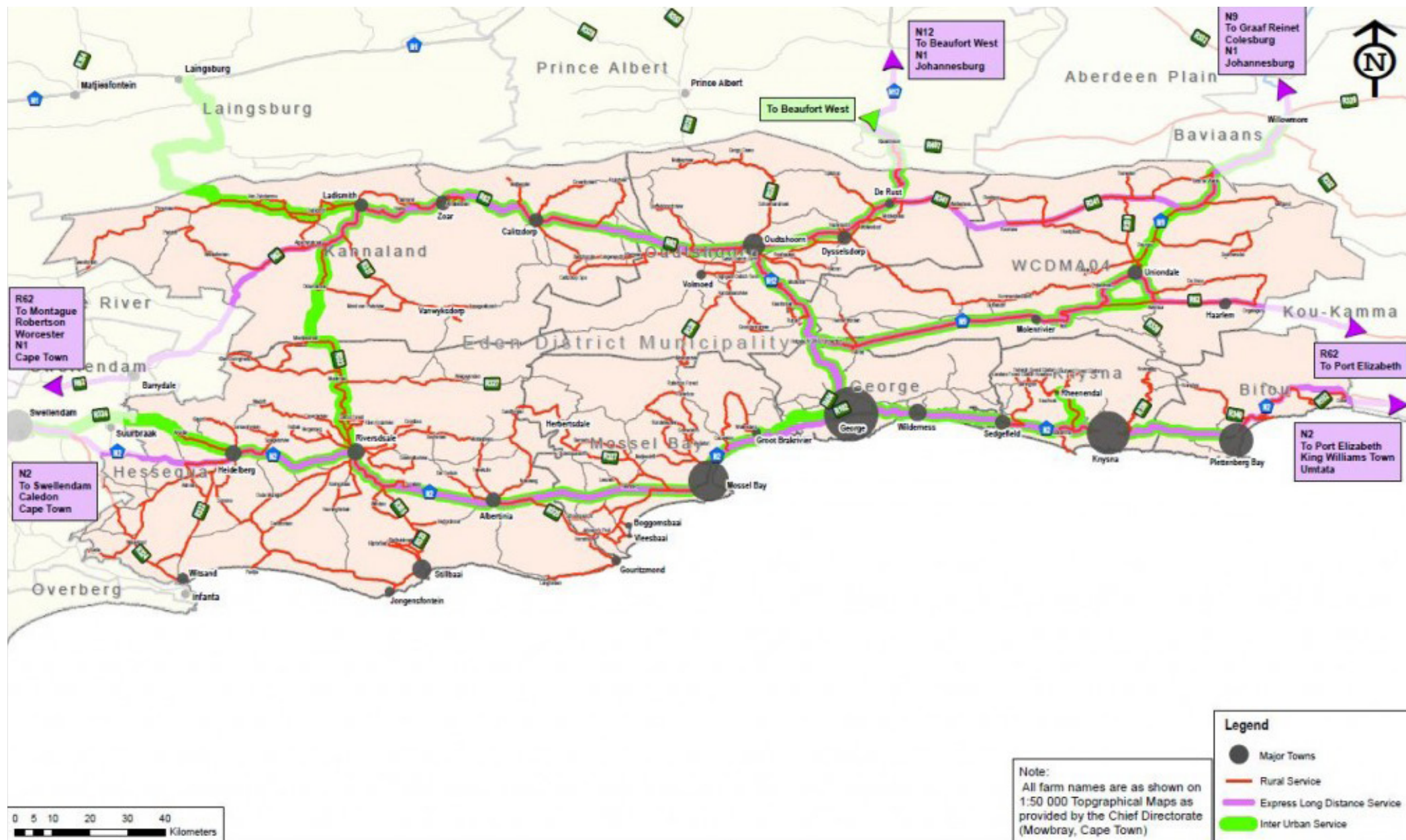


Figure 5. Eden District Mobility Strategy Concepts - Passenger Desire Lines (GIBB, June 2011)



### 2.3.6. Municipal SDFs

This section provides an overview of the currently approved MSDFs of the B Municipalities within Eden District. It also highlights the progress of review to align with SPLUMA and the WCG's directive to municipalities in the Western Cape at the time of drafting this SDF. The various stages of progress of the MSDFs is shown in Table 2.

The MEC for Planning in the Western Cape WCG has alerted all municipalities that a MSDF is a core component of an IDP and therefore, it needs to be integrated into the IDP development and amendment process, as dictated by a municipality's IDP process plan.

The status of the MSDFs are expressed below:

- Eden District Municipality: Currently being reviewed – last approved in 2010
- Bitou Local Municipality: amended and approved in June 2017.
- Knysna Local Municipality: synthesised Knysna ISDF and approved in June 2017.
- George Local Municipality: approved in June 2017 together with gap analysis.
- Kannaland Local Municipality: approved in 2017
- Oudtshoorn Local Municipality: approved in June 2017
- Hessequa Local Municipality: amended in June 2017.
- Mossel Bay Local Municipality: reviewed and approved in 2017.

The compilation of the B Municipality SDFs in Figure 6 illustrates the unevenness in detail between these SDFs, as well as the lack of alignment across municipal boundaries. This highlights the need for a co-ordinated spatial direction for the District.

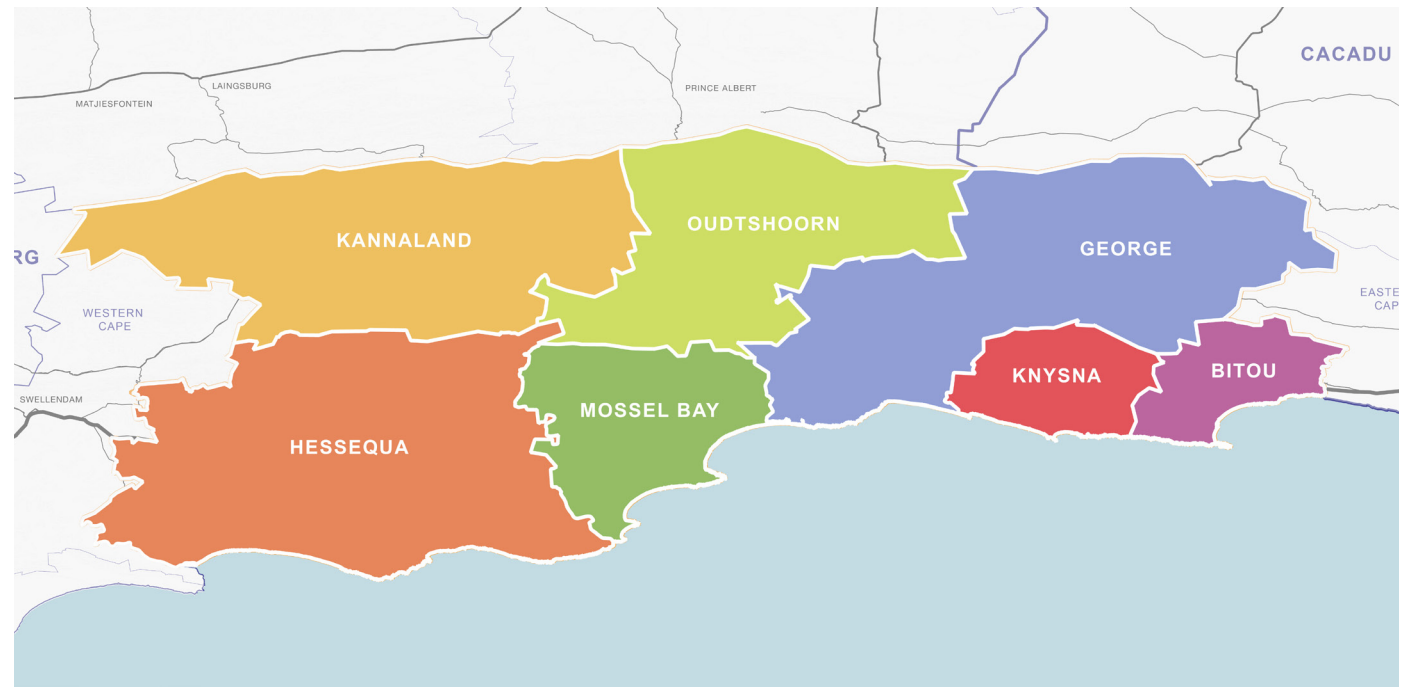


Figure 6. Municipal Boundaries in Eden District (Eden IDP 2016)

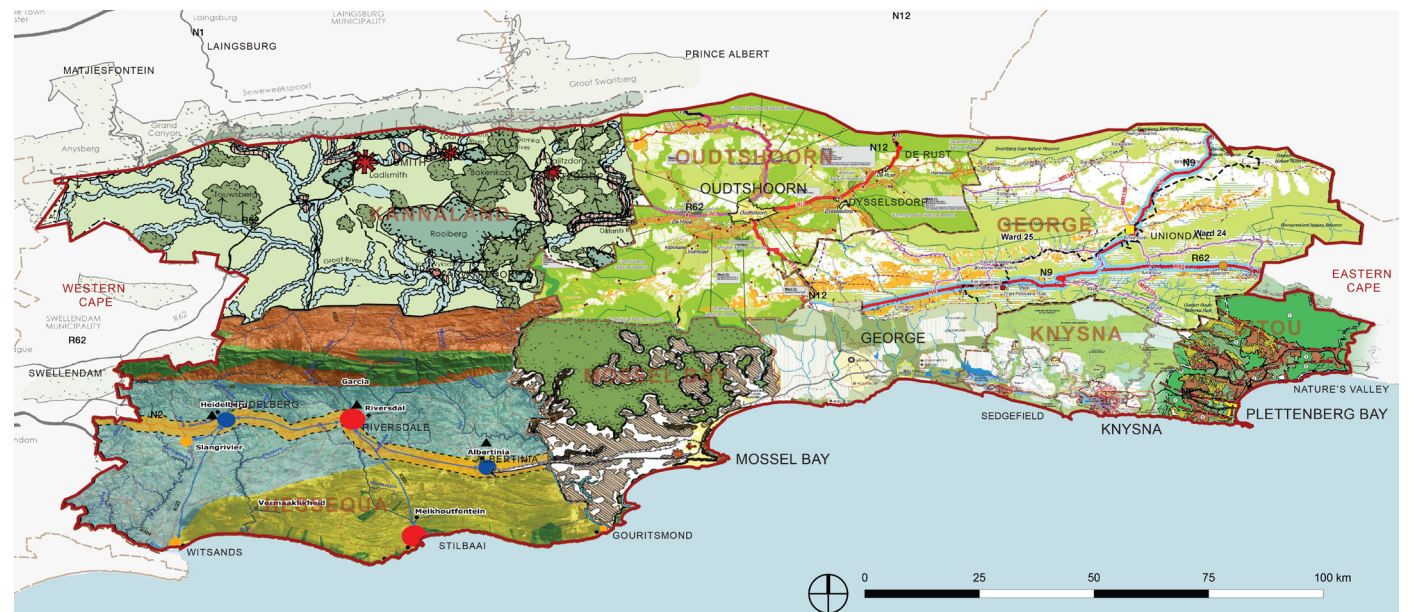


Figure 7. Composite of Currently Approved SDFs for B Municipalities within the Eden District

SDF PROGRESS							
Step 10: Submit to MEC							
Step 9: Notice in media							
Step 8: Council adoption							
Step 7: Comment period							
Step 6: Steps for no ISC							
Step 5: Steps for ISC							
Step 4: Establish PC							
Step 3: Inform Minister							
Step 2: Notice to Compile							
Step 1: Decide ISC							
Municipalities	Eden	Bitou	Knysna	George	Kannaland	Oudtshoorn	Mossel Bay

Table 2. Synthesis of Local Municipal SDF Progress

### 2.3.7. Key Policy Considerations

In relation to the national average, Eden District has been identified as having relatively high growth potential as a strategic area within the province with regards to scenic value, regional competitiveness and economic performance. A synthesis of key policy directives for Eden District, reveals that regional alignment is critical to optimise the District's strategic potential. Some of the key policy implications for the SDF are highlighted below:

Biodiversity planning incorporated into land use decision making as per the 2017 Western Cape Biodiversity Sector Plan (WCBSF) will ensure that biodiversity targets are achieved while maintaining natural system functionality and improving human well-being.

Improved access to water, dealing with issues associated with national roads and the implementation of an integrated transport system is evident throughout the policy proposals. The SDF can play a role in determining core freight routes while expanding on mobility strategies, concepts and proposals.

The enhancement of the emerging regional industrial centre in George and Mossel Bay, the proposed Agrihub in Oudtshoorn, as well as the promotion of the Garden Route coastal belt as a leisure and tourism region will also need be articulated and unpacked further in the SDF.

A large proportion of policies highlight the need to move towards higher density housing development. They also note the need for affordable institutional, office and retail facilities, supported by improvement in NMT facilities to enable a culture of walking and cycling.

The Eden District Municipality is a leader in climate change adaptation responses in the province with an approved a Climate Change Adaptation Plan adopted in 2014. Although some mention is made of mitigating the impacts of climate change, the principal focus of the plan responds to adaptation, particularly given the large number of disasters and extreme events taking place in the area and that will take place in the future. It is acknowledged that skills and capacity are limited at the local level and there are pressing short-term needs that draw on limited municipal funds. Climate change related disasters will be one of the biggest costs items to governing bodies and this will be an ongoing expense if measures are not put in place to respond to climate change. However, by incorporating climate change responses into planning processes, these issues can be addressed.

## 2.4. Eden District Strategic Vision

### 2.4.1. Focus and Approach

Alignment between Eden District's Vision and Key Strategies, IDP and the SDF is imperative, in order to ensure that the inclusion and approval of the SDF as part of the IDP is coherent.

The Eden District Vision adopted in May 2017 is a broad statement of how Council sees the development of the Eden District Municipality (Diagram 8). It provides a long-term goal, towards which all actions of the strategic plan should be directed. Eden District's 2017 – 2022 vision envisages:

**“Eden” as the leading, enabling and inclusive District, characterised by equitable and sustainable development, high quality of life and equal opportunities for all.**

The Eden District Mission expands on the vision and adopted the following mission statement in order to achieve it.

The Eden District Municipality as a category C local authority strives, to deliver on its mandate through:

- Unlocking resources for equitable, prosperous and sustainable development;
- Providing the platform for co-ordination of bulk infrastructure planning across the District;
- Providing strategic leadership towards inclusive / radical / rigorous socio-economic change;
- Transformation to address social economic and spatial injustice;
- Redressing inequalities and access to ensure inclusive services, information and opportunities for all citizens of the District;
- Initiating funding mobilisation initiatives / programmes to ensure financial sustainability;

- Co-ordinating and facilitating social development initiatives; and
- As a District municipality, the achievement of the municipal vision, mission and strategic objectives will be guided by the following key institutional values:
  - *Integrity*
  - *Excellence*
  - *Inspired*
  - *Caring (Ubuntu)*
  - *Respect*
  - *Resourceful*

The SDF must spatialise the Eden District Vision and the strategies within a sustainable, long-term growth path as required by SPLUMA. The District has given the SDF Review clear direction to:

- Address financial, social, environmental and institutional sustainability to set the foundation for a vibrant, sustainable region;
- Actively promote spatial integration, inclusion and redress;
- Enable appropriate land use planning oversight; and,
- Optimise the District's assets and ensure the resilience of regional resources and infrastructure.

Many of the regional spatial issues and opportunities within the District are an expression of a range of institutional, sector and socio-economic tensions. These are often the result of fragmentation and confusion between:

- The mandates, aims and practices of different sectors;
- The imperatives of the public and private sectors;
- Between spheres of government;
- Between legislation and on the ground realities; and,
- Local, regional and provincial mandates and imperatives.

It is essential to acknowledge these tensions, so that appropriate proposals are made to address them. Some of the key tensions that have a direct bearing on the District SDF include:

- Sprawling urban and rural development versus its sense of place, environmental assets and agricultural and tourism potential;
- Regional infrastructure and mobility versus the need to protect the quality and character of towns and rural landscapes that underpin the qualities that draw investment into the area;
- Growth and economic development versus water scarcity, waste crisis and loss of environmental and agricultural assets; and,
- Gas, oil, fracking and the potential impacts of associated development and industry on the scenic and cultural landscape and “garden” qualities of Eden District.

The SDF has been framed to try to work with these tensions and find innovative solutions between sectors, spheres and scales. In essence to find ways for a problem in one area to become the solution to another. These include:

- The impact and relevance of opportunities, conflicts and issues for the District's spatial planning mandate;
- The policy alignment or misalignment that relates to the problem;
- The implications of this for the Eden District SDF.

### 2.4.2. Spatial Drivers of Change

If the Eden District is to achieve its full potential as a sustainable and integrated District, there are six central issues that must be addressed explicitly in the SDF to meet the provisions of SPLUMA, LUPA, the PDSF, Provincial Sustainable Transport Programme (PSTP), the Provincial Strategic Plan and Provincial Land Transport Framework.



The six big issues were distilled from the policy review, focus group inputs, specialist sector interviews and cross-sectoral investigation. These issues cut across line functions and spheres of government and are:

- Regional resource capacity constraints;
- Regional competitive advantage;
- Sprawling low density settlement;
- Constrained regional accessibility;
- Erosion of biodiversity and cultural landscapes; and
- Sustainability of agriculture and rural settlements.

These big issues point to some radical shifts in the spatial direction of development in Eden District. The social, environmental and economic realities of the District Municipality will only improve when the development trajectory is placed on a path towards a compact urban form.

The status quo issues have been synthesised into **four spatial drivers of change**, illustrated in Diagram 7. They are in line with the Eden District Vision and Mission adopted in the 2017 IDP and the policy review. The four overarching integrative and connected strategic spatial drivers of change form the focus of this SDF and are fundamental to achieving co-ordinated spatial planning for the sustainable growth and resilience of the District.

These spatial drivers have directed the approach to the revision of the District's SDF and include:

1. A sustainable environment is an economy positioned for growth - **The Economy is the Environment**;
2. **Regional Accessibility** for Inclusive and Equitable Growth;
3. **Co-ordinated Growth Management** is Key to Financial Sustainability;
4. These are underpinned by a fourth driver; Effective, Transversal Institutional Integration – **we need to plan, budget and manage as one government**. This speaks to the institutional context within which

spatial planning must take effect, with particular reference to municipal finance, co-ordinated infrastructure planning and delivery, as well as robust project preparation and pipelines.

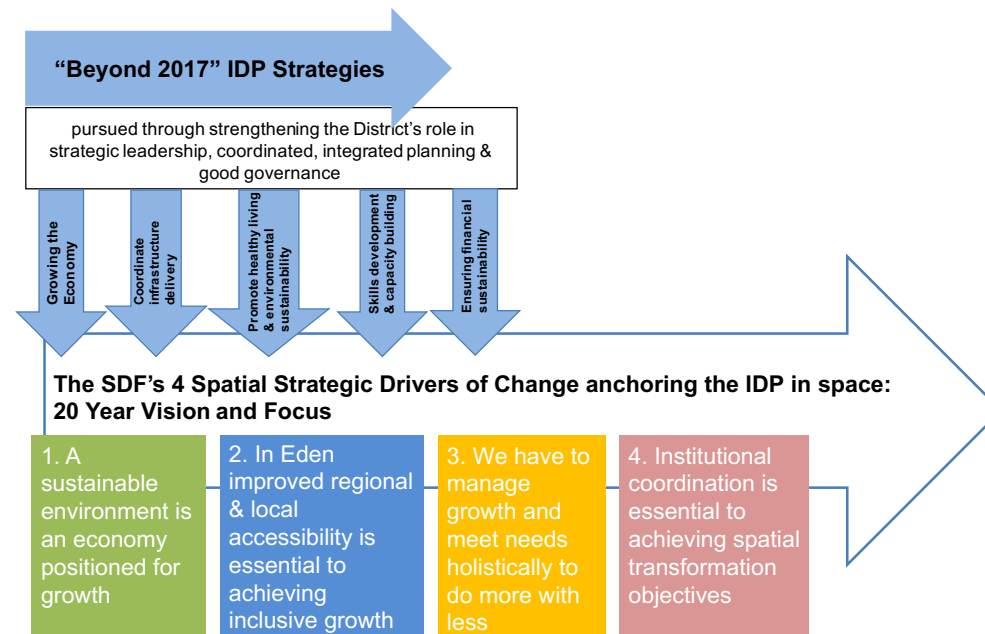


Diagram 7. Eden Vision and Mission with SDF Strategies



**“Eden” the leading, enabling and inclusive District characterised by equitable and sustainable development, high quality of life and equal opportunities for all.**

The Eden District Municipality, as a category C local authority, strives to deliver on our mandate through:

1. Unlocking resources for equitable, prosperous and sustainable development
2. Provide a platform for coordination of bulk infrastructure planning across the District
3. Provide strategic leadership towards inclusive / radical rigorous socio-economic transformation to address socio-economic and spatial injustice
4. Redress inequal access to ensure inclusive services, information and opportunities for all citizens of the District
5. Initiate funding mobilisation initiatives / programmes to ensure financial sustainability
6. Coordinate and facilitate development initiatives

**Healthy & Socially  
Stable Communities**

**Skilled Workforce &  
Communities**

**Bulk Infrastructure  
Coordination**

**Environmental  
Management & Public  
Safety**

**Good Governance**

**Financial Viability**

**An Inclusive Economy**

**Excellence**

**Integrity**

**Caring**

**Inspire (Ubuntu)**

**Respect**

**Resourceful**

**Batho Pele**

Diagram 8. Eden District Municipality Vision and Mission Diagram

## 2.5. Stakeholder Engagement

During the policy and vision phase of the SDF process and as part of the procedure of alignment and consultation for the Eden District SDF, several stakeholder engagement processes took place. These engagements included the Joint Strategic Vision Session (November 2016), Focus Area Workshops (February 2017), the IDP Council Workshop and engagement with local municipalities. The outcomes of these workshops and public engagement resulted in the formulation of the four key themes that are outlined in the previous section.

### 2.5.1. Joint Strategic Vision Session

The purpose of the visioning session held in November 2016, was to engage with a broader group of stakeholders – from all spheres of government, as well as from non-government organisations - on a long-term visioning exercise. The objective was to establish a platform of shared values and direction between key public and private sector strategic partners, to share the status and progress with respect to parallel planning initiatives within Eden District. Additionally, the intention was to confirm and initiate ten focus groups to drive and co-ordinate key sector inputs in order to begin to frame the beginnings of a strategy response for some of the District's most intractable issues and latent opportunities that exist within the region.

#### 2.5.1.1 Methodology

The visioning workshop was structured in a manner to elicit a response from all the attendees at the session. The room was divided into six groups, all of whom were provided with a map of the District. Each participant was provided with four green stickers (to indicate assets and strengths of the region), four yellow stickers (to indicate areas of latent opportunity and underutilised assets) and four red stickers (to indicate areas of weakness or problems in the region). Each member of the group then placed their coloured stickers on their maps and the key strengths, opportunities and challenges that existed in the District were discussed. Each group developed a set

of “big ideas” of things that would like to see occur in the region. Then all members of the visioning session voted on what they thought were the best big ideas which are highlighted below and illustrated in Figure 8.

#### 2.5.1.2 Top 10 “Big Ideas”

The Top 10 “Big Ideas” that were generated from the Vision Session include:

1. Develop the region's intellectual capacity through skills development, tertiary education facilities and attracting innovative industries.
2. Capitalise on the potentials of trade facilities and transport logistics – enhance the region's harbours (Mossel Bay) and develop a coherent strategy for the location of airports, trade logistic centres, railway lines and the realignment of strategic transport routes.
3. Diversify the tourism sector, harnessing and cultivating tourism assets (heritage, sport, natural environment, rehabilitation) and developing a strong unique brand for the region through a collective branding agency for the Garden Route.
4. Facilitate and incentivise the revitalisation of degraded urban and rural areas.
5. Conserve and protect the natural environment and improve disaster risk management of fires and floods.
6. Focus on agri-processing and ICT
7. Ensure the supply of bulk water storage and improved water management.
8. Develop a regional integrated public transportation system
9. Improve integrated waste management
10. Align institutional decision-making through integrated planning, collaboration and transversal governance.

### 2.5.2. Focus Area Workshops

Following consultation between Eden, SCEDP and WCG, and deriving key findings from the Southern Cape RSIF Status Quo report, ten focus groups were established with the intention to develop a “Strategy Outline” for the particular topic or focus group.

Focus Groups were tasked to clarify key questions that were discussed in various groups in the workshop in February 2017. The Focus Groups were also asked to identify the big ideas, solutions and actions that need to take place, and to develop a brief implementation framework that included the major players, resources, and time frames.

These Focus Groups were structured around the following ten key themes deemed relevant to the regional scale of planning in Eden District, they include:

- Agriculture
- Aviation
- Disaster Management, Safety and Security
- Engineering and Bulk Services
- Environment and Cultural Landscapes
- Industry, Tourism and Business
- Innovation, Skills and Entrepreneurship
- Oil, Gas, Ports and Port Logistics
- Transport and Access
- Settlement, Growth Management and Social Facilities

The outcomes of the focus group exercise have been incorporated into the Status Quo Baseline resource document. A synthesis of the Status Quo Report is provided in the following Chapter.

### 2.5.3. The IDP - SDF Vision Workshop

In July 2017, a Council Workshop was held to review and consolidate the strategic vision for the Eden District so that one common vision for the Municipality as a whole could be established and then reflected in both the IDP and the SDF. The outcomes of this workshop are discussed in Section 2.4.

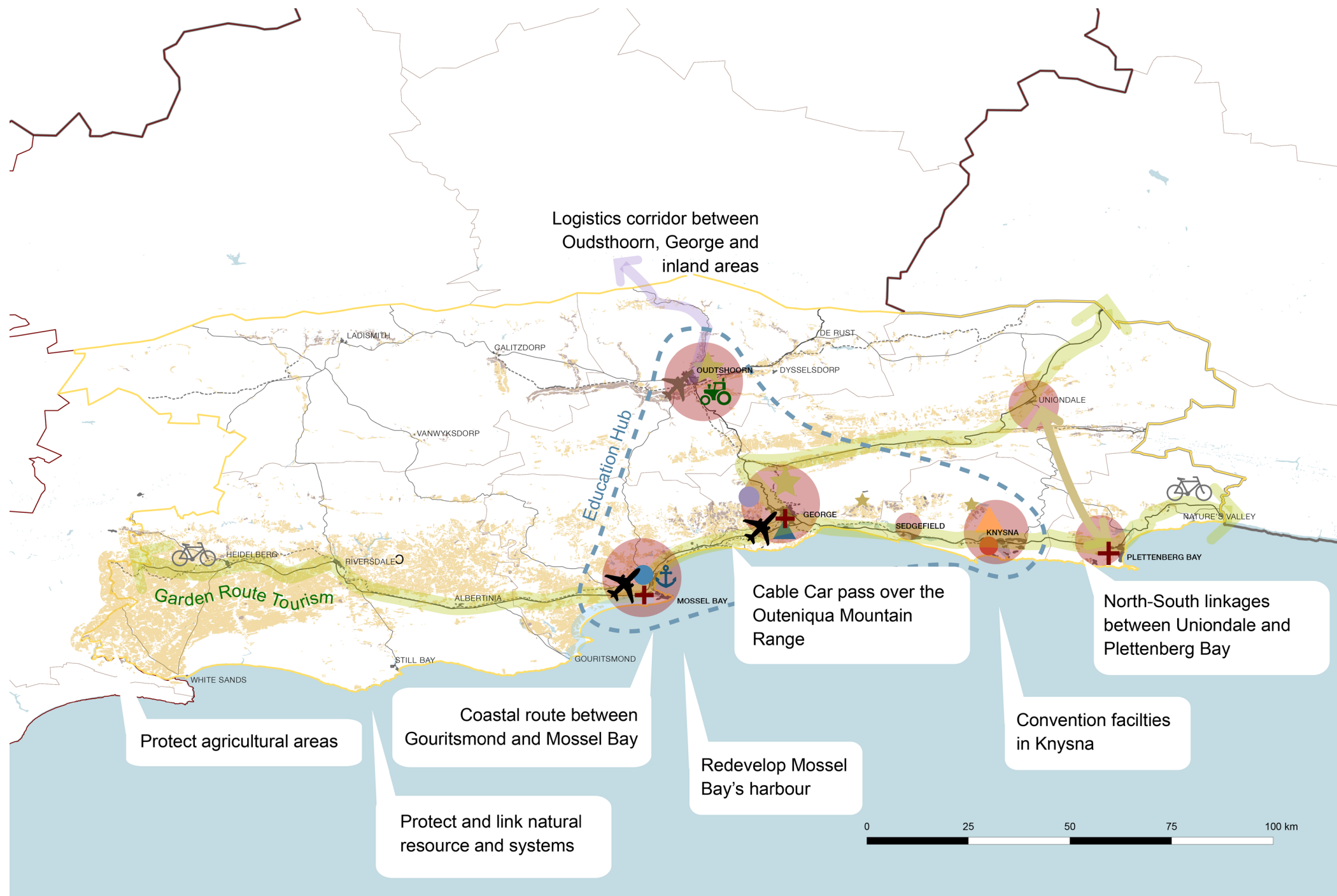


Figure 8. Conceptual Representation of the Key Spatial Proposals that Emerged Through Stakeholder Discussions at the Vision Session

