

EDEN DISTRICT SPATIAL DEVELOPMENT FRAMEWORK



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Executive Summary

This Spatial Development Framework (SDF) for Eden District supercedes the 2009 Eden District SDF. The SDF has been reviewed and updated to align with the Spatial Planning and Land Use Management Act (SPLUMA) of 2013, the Western Cape Government (WCG) Provincial Spatial Development Framework (PSDF) and Land Use Planning Act (LUPA), as well as the Eden District Integrated Development Plan (IDP) and strategic goals.

This format of the SDF has been prepared in line with the Department of Rural Development and Land Reform's (DRDLR) SDF Guidelines. The outline of the document is described below.

Chapter 1: SDF Focus and Process, outlines the purpose, scope of the Eden District SDF and provides a synopsis of the process followed in the preparation of the SDF commencing in November 2016. This chapter also frames parallel planning processes and strategies of other spheres of government that have taken place within the Eden District jurisdiction and are relevant to the spatial structuring of the District.

Chapter 2: Policy Context and Vision Directives, this chapter describes the spatial implications of national, provincial, regional and local scale policies relevant to spatial planning in the District. These policies are distilled to set out the legislative foundation for the SDF Review. This Chapter also includes an overview of key points raised in engagements with the local municipalities within the District to supplement the outcomes of the focus group workshops.

The Eden District spatial vision in this SDF was generated in consultation with the Eden District Council and is informed by the following:

- Eden District's strategic objectives and IDP vision, as formulated in a joint IDP and SDF vision workshop in June 2017.

- The outcomes of ten focus group workshops convened by the Southern Cape Economic Development Partnership (SCEDP)
- The Western Cape Government's Southern Cape Regional Spatial Implementation Framework (RSIF).

This policy foundation, along with the Eden District's strategic vision, provides the "lens" for evaluating the spatial planning status quo of the District. This vision and strategic direction identifies four key drivers of spatial change within the District. These drivers are taken forward into SDF strategies:

1. The economy is the environment; a strategy founded on the principle that a sustainable economy in Eden District is an economy that is positioned for growth.
2. Regional accessibility for inclusive growth; a strategy that is based on the notion that improved regional accessibility is essential to achieving inclusive growth
3. Co-ordinated growth management for financial sustainability; a strategy informed by the realities of global fiscal austerity and the need for responsible growth management that does more with less to secure future social and economic resilience.
4. Planning, budgeting and managing as one government, this strategy highlights that real intergovernmental cooperation is essential to achieving the spatial transformation goals of SPLUMA and the three spatial strategies above.

These strategies lie at the heart of this SDF. The problem statement, spatial concept, spatial proposals and implementation framework are organised around these directives.

Chapter 3: Context, Role and Issues, sets out the spatial status quo of Eden District. This Chapter highlights the main spatial concerns within the District in terms of the four key drivers that are established in Chapter 2. This

Chapter also outlines the trends and priorities that SDF proposals must respond to, such as the economic and demographic context.

While the municipalities within Eden District are relatively strong within the Western Cape, Eden District needs to operate within a difficult economic and fiscal context for the foreseeable future. All three spheres of government deliver services in Eden District. However, is a steady decline in national and provincial government spending in Eden District in the Medium-Term Revenue and Expenditure Framework (MTREF) period. This SDF therefore frames spatial recommendations in a time of growing anxiety over economic, political, and social divides. The reality that the economy is not delivering prosperity for all.

This Chapter also attempts to understand what is driving change, so that the framework for sustainable, inclusive and well-managed growth addresses the correct factors. Eden District's population is estimated to be 613 124 in 2017, making it the second largest non-metro district municipality in the Western Cape. The population is forecast to grow in the future, but at a slower rate. It is estimated that by 2040 the District's population will be 721,637, growing at a rate of 0.79%. Households are also growing at a significantly higher rate than the population. Trends show that households are increasingly single-headed or are migrants in search of opportunity and are mobile in the context of searching for employment and are therefore potentially transitory.

As with the population distribution across space, the economy of the Eden District is distributed unevenly across the region. George has experienced the highest rate of economic growth, as well as the highest employment growth (MERO, 2017). George and Mossel Bay employ just over half of Eden District's population. While Oudtshoorn outperformed other municipalities, in Gross Domestic Product per Region (GDPR) growth (aside from George), this did not translate

into corresponding employment growth. Knysna and Kannaland experienced the lowest average GDP growth at 2.6%. These figures have aided in establishing where there is opportunity for development in the District.

Key spatial concerns and trends within the District have been highlighted in Chapter 3 in terms of the four key spatial drivers of change. In relation to “The Economy is the Environment”. The SDF underscores that Eden District’s bio-physical environment forms the basis of its economy and provides a diverse natural resource base. The economy has become increasingly diversified, but its roots lie in agriculture and forestry. However, cultural landscapes, agricultural land and biodiversity areas are being eroded by sprawling urban development, pollution and alien vegetation. Similarly, changing environmental systems dynamics, as a result of climate change will present a risk and associated costs to the economy and demand immediate adaptation. Therefore, it is critical that the natural systems and the environmental resource base of the economy is managed and that disaster risks are mitigated to ensure the resilience of the District’s economy.

In terms of the second key directive is “Regional Accessibility for Inclusive Growth”. Eden District has constrained regional accessibility and transport due to its topography and the sprawling landscape of urban settlements. This is exacerbated by limited airplane access to the District and there are few east-west routes into and out of the region. Access is further constrained between the N1, the coastal zone and limited capacity passes between the mountain ranges. The linear coastal distribution of development is costly to service and access. This results in conflict between local accessibility and regional and national mobility needs. Poor accessibility can impose a cost on households and economic actors that can restrict growth and development or disincentivise investment entirely. At the same time, if it works well it can catalyse significant change and open up opportunities for inclusive growth.

The third key directive is “Co-ordinated Growth Management is Key to Financial Sustainability”. The

District’s resource capacities are under severe pressure and cannot sustain projected population growth while using current conventional technologies and practices. The SDF identifies how spatial considerations can contribute to the integration of development and inclusive growth within real infrastructure capacity limits. New ways of integrating development with infrastructure must be embraced to secure a sustainable future for municipal finances, citizens and the economy. Sprawling low-density settlements are undermining the sustainability of the District by preventing the equitable provision of public services, threatening public health and safety, eroding the natural environment and increasing socio-economic fragmentation. Without a new and transformative approach, the low density and sprawling settlement growth will continue. This will exacerbate the threats that impact negatively on the population, the financial viability of local municipalities, and the economic prospects and functioning of Eden District.

The fourth directive is “We Need to Plan, Budget and Manage as One Government”. The environmental, resource, economic systems and infrastructure systems that support the health and wealth of the Eden District do not follow jurisdictional boundaries. If they are not managed and supported as systems they will experience significant dysfunctionalities. This compels the Eden District and its associated municipalities to work as one and share resources to ensure these systems are supported to work at their best. This means that investments must be co-ordinated so that they are mutually reinforcing, spatially targeted and prioritised based on an equitable framework that ensures efficiency and sustainability.

Chapter 4: SDF Spatial Proposals, this Chapter presents a spatial concept for Eden District and expands on this concept to formulate a set of spatial development proposals, policies and guidelines. These proposals respond to the four key drivers of spatial change identified in Eden District’s vision and mission workshop that was adopted with the IDP in May 2017, as well as the challenges and opportunities outlined in Chapter 3. A summary of the proposals are outlined below.

1. “The Economy is the Environment”: The economy of Eden District is highly dependent on its underlying natural resource base. The District is comprised of two diverse landscapes character areas, the Garden Route and the Klein Karoo. This spatial strategy is to protect, enhance and develop the distinct attributes and resources of the Klein Karoo and Garden Route, as two different but interconnected places each with their varied: natural and agricultural resource base, economic role and potential, and diverse landscape, lifestyle and tourism offerings.
2. “Regional Accessibility for Inclusive Growth”: Access refers to the ability of people to access economic opportunities, social services and recreational amenities. This strategy seeks to enable accessibility to and between the Klein Karoo and Garden Route as well as the greater Eden District by:
 - Establishing a clear primary and secondary regional route hierarchy, role and investment priorities (N2 versus R62).
 - Addressing connectivity between the coastal belt and inland areas, the District needs to be viewed as being part of the larger “coastal economy corridor”. Long-term infrastructure investments, such as rail, could be developed with the aim of strengthening this national corridor and thus benefiting the District.
 - Enabling virtual and physical accessibility through ICT infrastructure to improve access to opportunity and services.
3. “Co-ordinated Growth Management is Key to Financial Sustainability”: to ensure that Eden District is both prosperous and sustainable, this strategy is focused on the management of growth and the associated infrastructure systems so that the physical resource base is protected, opportunities are created for residents to prosper, and limited resources are used efficiently to protect long term financial sustainability of households, businesses and government. The spatial strategy outlines the future role of settlements and their potential to absorb growth. The overarching objective is to achieve

balance within settlements so that they function optimally and within finite resource constraints.

Chapter 5: Implementation Framework, this Chapter is made up of two parts. The first is an outline and proposed foundation for a Capital Investment Framework for Eden District. The second section comprises of an implementation action matrix that sets out priority actions to take the SDF proposals into reality. This action agenda is organised in relation to the main SDF strategies and includes three main categories of action. These include policy action, institutional action and projects.

In terms of the Capital Investment Framework, the following is recommended for Eden District Municipality:

- • The District needs to take a strong leadership and capacity building role in verifying and segmenting the real housing backlogs in the municipality so that proper infrastructure, human settlement and social facility planning can take place;
- • The District must build capacity to assist in land use decisions that impact on infrastructure co-ordination, environmental health and disaster management;
- • The District needs to build capacity to assist and co-ordinate fiscal impact tools to evaluate the financial capability and impacts of land use management decisions at the B Municipality level.

This document is supplemented by the following annexures that provide supporting detail to the main report:

- The SDF Review Framework and Assessment Findings
- The Synthesis of the SCEP Focus Groups held in November 2016
- Record of Stakeholder Comments and Responses

Abbreviations

ACSA - Airports Company South Africa

AH - Agri:Hub

AQMP – Air Quality Management Plan

BAU - Business as usual

BNG - Breaking New Ground

CBA – Critical Biodiversity Area

CBD – Central Business District

CEF – Capital Expenditure Framework

CML – Coastal Management Line

CSIR - Council for Scientific and Industrial Research

DAFF - Department of Agriculture, Forestry and Fisheries

DCoG - Department of Cooperative Governance

DEA&DP - Department of Environmental Affairs and Development Planning (WCG)

DM - District Municipality

DoHS - Department of Human Settlements

DRDLR - Department of Rural Development and Land Reform's

DTA - Department of Traditional Affairs

DTPW – Department of Transport and Public Works

EDM – Eden District Municipality

EIA - Environmental Impact Assessment

ESA – Ecological Support Areas

FAR - Floor Area Ratio

FEPA – Freshwater Ecosystem Priority Areas

FG - Focus Group

FPSU - Farmer Production Support Units

GCBR - Gouritz Cluster Biosphere Reserve Spatial Plan

GDP - Gross Domestic Produce

GDPR – Gross Domestic Produce Revenue

GIPTN - George Integrated Public Transport Network

GPS - Growth Potential Study

GVA – Gross Value Added

HIA - Heritage Impact Assessment

ICT - Information and Communication Technology

IDP - Integrated Development Plan

IPTN - Integrated Public Transport Network

IRPTN - Integrated Rapid Public Transport Networks

ISC – Intergovernmental Steering Committee

ISDF - Integrated Spatial Development Framework

ITP - Integrated Transport Plan

IUDF - Integrated Urban Development Framework

LED – Local Economic Development

LG MTEC – Local Government Medium Term Expenditure Committee

LM - Local Municipality

LMSDF – Local Municipality Spatial Development Framework

LUPA - Land Use Planning Act

MBT - Minibus Taxi

MERO - Municipal Economic Review and Outlook

MIG - Municipal Infrastructure Grant

MSA - Municipal Systems Act

MSDF - Municipal Spatial Development Framework

MSFM - Municipal Services Financial Model

MTREF – Medium Term Revenue and Expenditure Framework

NDP - National Development Plan

NEMA - National Environmental Management Act

NFEPA - National Freshwater Ecosystem Priority Areas

NHRA - National Heritage Resources Act

NMT - Non-Motorised Transport

PAJA – Promotion of Justice Act

PDFP - Port Development Framework Plan

PFH - Proclaimed Fishing Harbours

PLTF - Provincial Land and Transport Framework

PPP – Public Private Partnership	SQ - Status Quo
PRASA - Passenger Rail Agency of South Africa	TNPA - Transnet National Ports Authority
PSDF - Provincial Spatial Development Framework	WC - Western Cape
PSG - Provincial Strategic Goal	WCBF - Western Cape Biodiversity Framework
PSP - Provincial Strategic Plan	WCBSP - Western Cape Biodiversity Sector Plan
PSTP - Provincial Sustainable Transport Programme	WCCCRS - Western Cape Climate Change Response Strategy
PTOG - Public Transport Operating Grant	WCED –Western Cape Education Department
PWC – Price Waterhouse Coopers	WCG - Western Cape Government
RDP – Rural Development Plan	WCHSF - Western Cape Human Settlement Framework
RETM - Rural Economic Transformation Model	WCIF - Western Cape Infrastructure Framework
RSIF - Regional Spatial Implementation Framework	WCPLTF - Western Cape Provincial Land Transport Framework
RUMC – Rural Urban Market Centre	UAMP – User Asset Management Plan
SANBI - South African National Biodiversity Institute	
SANRAL - South African National Roads Agency Limited	
SCEDP - Southern Cape Economic Development Partnership	
SCRSIF - Southern Cape Regional Spatial Implementation Framework	
SDF - Spatial Development Framework	
SEP – Socio-economic Profile	
SPC – Spatial Planning Categories	
SPLUMA - Spatial Planning and Land Use Management Act	

Glossary of Terms

Agri:Hub - an Agri:Hub is a production, equipment hire, processing, packaging, logistics, innovation and training unit that is located in a designated town within a district

Agri:Park - an Agri:Park is a networked system of agri:production, agri:processing, logistics, marketing, training and extension services that are located in a District Municipality. The system is physically supported by three types of facilities and services that are located in designated towns or settlements in the district, identified as: a Farmer Production Support Unit (FPSU); an Agri:Hub (AH); and a Rural Urban Market Centre (RUMC).

Asset Protection Zones – the zones between the built environment and the hazard area within which modifications are made to protect the built environment.

Biodiversity - is the variability among living organisms from all sources including terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species and ecosystems.

Biome – a group of ecosystems which may differ considerably in the species that contain, but function in ecologically similar ways. In practice, although biomes contain both plants and animals, for the purpose of identifying biomes and mapping them, the vegetation type is used to define biome boundaries.

Bioregional Planning - defined as an internationally recognised planning concept aimed at achieving sustainable development.

Buffer Zones - areas peripheral to a specific protected area, where restrictions on resource use and special development measures are undertaken in order to further protect and enhance the conservation value of the protected area.

Coastal Zone - the area comprising of coastal public property, the coastal protection zone, coastal access land, coastal protected areas, the seashore and coastal waters, and includes any aspect of the environment on, in, under and above such area.

Compact - the compact city or city of short distances is an urban planning and urban design concept, which promotes relatively high residential density with mixed land uses.

Complete Streets – is a transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation. Complete Streets allow for safe travel by those walking, cycling, driving automobiles, riding public transportation, or delivering goods.

Consolidation - consolidation nodes are settlements where infrastructure and land development investment should be carefully assessed in terms of existing infrastructure, accessibility and economic potential. Government investments should be aimed at consolidation of low growth, low opportunity settlements so that they function optimally. This may include the introduction of new virtual teaching facilities to lower the cost and time barriers to high quality education (including tertiary education) in remote rural settlements. The notion of consolidation implies that (unless it is associated with a new economic driver) investment in new housing development in such nodes should not be encouraged.

Ecological Corridors - are spatially delineated areas necessary for the maintenance of ecological integrity and processes.

Eco-tourism - tourism directed toward natural, often threatened, environments, especially to support conservation efforts and observe wildlife.

Estuary - a body of surface water -

- a) That is permanently or periodically open to the sea;
- b) In which a rise and fall of the water level as a result of the tides is measurable at spring tides when the body of surface water is open to the sea; or
- c) In respect of which the salinity is higher than fresh water as a result of the influence of the sea, and where there is a salinity gradient between the tidal reach and the mouth of the body of surface water

Farmer Production Support Unit - a FPSU is a rural small-holder farmer outreach and capacity building unit, which is based in a designated town or settlement and is linked with farmers and markets. The FPSU does primary collection, some storage, processing for the local market, and extension services including mechanization

Growth – growth Nodes are identified as settlements that have the economic, institutional and infrastructural capacity to accommodate new growth. Unless otherwise stated this “growth” refers to economic and population growth and should not be conflated with spatial / lateral growth. Where reference is made to lateral spatial growth, this is specified or referred to as sprawl, which is not desirable. The rationale in the SDF is to encourage government and private sector investment in infrastructure and new housing opportunities in places where jobs and facilities are easily accessible rather than develop new housing projects or government facilities in places that have no economic opportunity or that have low growth potential. From a government investment and infrastructure development perspective, where funds are limited and need to be spent strategically, capital investment should be predominantly focused on growth nodes over consolidation nodes.

Growth Potential - the attributes of both high economic growth prospects and a concentration of human need within a particular locality. Integrated development

- promotes mixed-income housing delivery, single residential, general residential and subsidy units.

Integrated Development Plan - the IDP is a five-year plan which local government is required to compile to determine the development needs of the municipality. The projects within the IDP is also linked to the municipality's budget.

Mixed Use – development which includes the horizontal and vertical integration of suitable and compatible residential and non-residential land uses within the same area or on the same land parcel.

Poverty Pockets – areas where people's lives are defined by a state of impoverishment

RAMSAR – wetlands of International Importance as declared by the Convention on Wetlands, an intergovernmental environmental treaty established in 1971 by UNESCO. It provides for national action and international cooperation regarding the conservation of wetlands, and the sustainable use of their resources.

Regional Planning - is a plan that deals with unique considerations that cross provincial and/or municipal boundaries and apply to a particular spatial location. A region is defined as being a circumscribed geographical area characterised by distinctive economic, social or natural features which may or may not correspond to the administrative boundary of a province or provinces or a municipality or municipalities.

Spatial Development Framework - a SDF is a framework that seeks to guide overall spatial distribution of current and desirable land uses within a municipality in order to give effect to the vision, goals and objectives of the municipal IDP.

Spatial Integration - a strategy to address the spatial fragmentation legacy of former spatial planning

approaches and land use management, associated with acts such as the Group Areas Act, Urban Areas Act, Physical Planning Act and the Homelands Act, etc. The strategy engages issues of urban restructuring, settlement location and property development to reduce urban sprawl, integrating different communities (mixed income and mixed tenure), land use activities (mixed use: commercial, retail, recreational, transport, residential, social service, etc.) and the shift from a single motor car urban design concept to a new urban design concept based on public transport.

SPLUMA - the Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA) is a national law that was passed by Parliament in 2013. The law gives the DRDLR the power to pass regulations in terms of SPLUMA to provide additional detail on how the law should be implemented.

Strong Towns – a movement that is concerned about communities and the urban environment. The mission of strong towns is to support a model of development that allows cities, towns and neighbourhoods to become financially strong and resilient.

Sustainable Development - development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs.

Transit Oriented Development - describes moderate to high density development that incorporates a mix of land uses, compact design, pedestrian and cycle friendly environments. It also promotes the clustering of public and civic spaces around the hub of a transit station or along a transit corridor.

Urban Restructuring - is a strategy to increase urban quality of life and urban citizenship through integrated transport-led land reform (densification, infill and development of strategically located public brown/greenfield sites) within a demarcated urban edge,

and upgrade of (previously) degraded areas and new developments.

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