

# WESTERN CAPE PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK



**FINAL**

NOVEMBER 2005



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## THE WESTERN CAPE PROVINCE TODAY

prepared for:



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Make no small plans; they have no magic to stir our blood and probably themselves will not be realised. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will not die, but long after we are gone be a living thing, asserting itself with ever growing insistence.

Daniel Hudson Burnham, (1846-1912)



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## GLOSSARY

ABI	Agulhas Biodiversity Initiative	DWAF	National Department of Water Affairs and Forestry
ABET	Adult Basic Education and Training	EDRC	Energy for Development Research Centre
BPOs	Business Processing Outsourcing	ESDP	European Spatial Development Perspective
BPSPC	Broad Provincial Spatial Planning Category	FET	Further Education and Training
C.A.P.E.	Cape Action Plan for the Environment	GCBI	Greater Cedarberg Biodiversity Initiative
CFR	Cape Floristic Region	GHG	Green House Gases, especially carbon dioxide (CO <sub>2</sub> ), also nitrogen oxide (NOs), ozone (O <sub>3</sub> ), methane, water vapour, chlorofluorocarbons (CFCs)
CCDI	Cape Craft and Design Initiative	GI	Gouritz Initiative
CIC	Creative Industrial Chamber	GRI	Garden Route Initiative
CITI	Cape Information Technology Initiative	HDI	Human Development Indicators
CMA	Catchment Management Agency	ICT	Information and Communication Technology
CMIP	Consolidated Municipal Infrastructure Program	IDC	Industrial Development Corporation
CMS	Catchment Management Strategies	IDP	Integrated Development Plan
COGSI	Cape Oil and Gas Supply Initiative	IDZ	Industrial Development Zone
CSIR	Council for Scientific Investigation and Research	IPCC	Intergovernmental Panel on Climate Change
CtC	Calling the Cape	ISRDP	Integrated Sustainable Rural Development Program
CWDSDF	Cape Winelands District Spatial Development Framework	ISPs	Internal Strategic Perspectives
DCAS	Provincial Department of Cultural Affairs and Sport	ITDF	Integrated Tourism Development Framework
DDEADP	Provincial Department of Environmental Affairs and Development Planning	IUCN	International Union for the Conservation of Nature and Natural Resources
DEAT	National Department of Environmental Affairs and Tourism	IZS	Integrated Zoning Scheme (City of Cape Town)
DEDT	Provincial Department of Economic Development and Tourism	JSE	Johannesburg Stock Exchange
DFID	United Kingdom Department for International Development	KPIs	Key Performance Indicators
DME	National Department of Mineral and Energy	LRAD	Land Redistribution for Agricultural Development
DoA	Provincial Department of Agriculture	LSDF	Local Spatial Development Framework
DSDF	District Spatial Development Framework		
DTPW	Provincial Department of Transport and Public Works		

LTAs	Local Tourism Agencies	SDP	Spatial Development Plan - must be consistent with SDF but the decision for approval lies with the municipality
LUPO	Land Use Planning Ordinance	SEA	Strategic Environmental Assessment
MCM	Marine and Coastal Management Branch	SIP	Strategic Infrastructure Plan
MEDS	Micro-Economic Development Strategy	SKEP	Succulent Karoo Ecosystem Plan
MFMA	Municipal Financial Management Act	SMMEs	Small Medium and Micro Enterprises
MIG	Municipal Infrastructure Grant	SoEs	State Owned Enterprises
MSA	Municipal Systems Act	SoER	State of the Environment Report
MTEC	Medium Term Expenditure Committee	STEP	Subtropical Thicket Ecosystem Plan
NSBA	National Spatial Biodiversity Assessment	TRANCA	Transformation of Certain Rural Areas Act (94 of 1998)
NSDP	National Spatial Development Perspective	UCT	University of Cape Town
PAWC	Provincial Administration : Western Cape	UNESCO	United Nations Education, Scientific and Cultural Organisation
PDC	Provincial Development Council	URP	Urban Renewal Program
PERO	Provincial Economic Review & Outlook	WCPSDF	Western Cape Provincial Spatial Development Framework
PGDP	Provincial Growth and Development Plan	WC SER	Western Cape Socio Economic Review, Provincial Treasury, 2003
PGDS	Provincial Growth and Development Strategy	WMA	Water Management Area
PGWC	Provincial Government Western Cape	WESGRO	Western Cape Growth and Development Agency
PIMS	Planning and Implementation Management Support Centre	WRC	Water Research Commission
RED DOOR PROGRAM	Real Economic Development Program	WSSD	World Summit on Sustainable Development - Johannesburg 2002
RHP	River Health Program	WWTW	Waste Water Treatment Works
SACCA		VIA	Visual Impact Assessment
SAHRA	South African Heritage Resource Agency		
SANBI	South African National Botanical Institute		
SDF	Spatial Development Framework - has to be approved through IDP processes by the Municipality. Once the Law Reform process is completed SDFs must be approved by Province. This can be independent of the IDP process.		
SDIP	Sustainable Development Implementation Plan		

## DEFINITIONS (these definitions pertain to this document only)

Accommodation:	temporary lease, rental or tariff e.g. hotel room, chalet, apartment, lodge, labourers' quarters.
Anticipated Rights:	land use rights which have not been approved and which have no legal status.
Biodiversity Offsets:	"Biodiversity offsets are conservation activities intended to compensate for the residual, unavoidable harm to biodiversity caused by development projects so as to ensure no net loss of biodiversity" (Ten Kate, et al, 2004, Biodiversity offsets. Views experience and the business case (IUCA, Gland, Switzerland and Cambridge UK and Insight Investment, London)
Brownfield Land:	land previously used for urban infrastructure, tip sites, rail yards, gasworks, etc and now vacant and which can be rehabilitated and used for urban development purposes.
Buffer Areas:	are made up of remaining natural habitat in endangered, vulnerable and least threatened ecosystems, including remnants (determined by CapeNature and / or SANBI (South African National Biodiversity Institute)) in accordance with the National Spatial Biodiversity Assessment and / or applicable fine-scale biodiversity plans. Extensive agriculture occurs as an overlay zone because of the close relationship between dry land grazing and veld quality (biodiversity). There are two types of Buffer Areas. Buffer 1 in which land may be converted to other uses if satisfactory offsets are provided and Buffer 2 where no such offsets will be necessary.
Coastal Zone:	for spatial planning purposes, the area between the highwater mark as delineated by a land surveyor and either the furthest extent of a line demarcating the transition between dune and terrestrial vegetation as determined by a botanist with

appropriate qualifications and experience, or 1 kilometre from the high-water mark whichever is the furthest.

Core Areas:	are terrestrial, aquatic and marine areas of high conservation importance (highly irreplaceable) that must be protected from change or restored to their former level of functioning. Both public and private ownership is permitted in Core Areas. Privately owned land should be designated in some way, either as private nature reserves or under the stewardship regulations. There are two types of Core Areas, namely Core 1 which currently enjoys a level of statutory proclamation or designation and Core 2 areas which should be brought up to Core Area 1 status.
Cottages:	secondary residences situated on farms outside of the urban edge.
Current Rights:	land use rights which are in force or have been approved.
Development:	in relation to a place, means any process initiated by a person or body to change the use, physical nature, or appearance of that place, and without limitation includes: <ul style="list-style-type: none"><li>(a) the construction, erection, alteration, demolition or removal of a structure or building for which building-plan approval is required;</li><li>(b) change of actual land-use;</li><li>(c) up- or downgrading of development rights, including the subdivision or consolidation of land;</li><li>(d) the preparation, surveying or advertising of land in anticipation of approval of amended rights or in a way as to suggest possible approval;</li><li>(e) the installation of infrastructure or the preparation of land therefor;</li></ul>

- (f) changes to the existing or natural topography of land;
- (g) the destruction or removal of vegetation, and
- (h) any other physical change being brought about in respect of land, buildings, infrastructure or other structures;

**Ecological Corridors:** are spatially defined (or demarcated) areas necessary for the maintenance of ecological integrity and persistence of ecological processes. Ecological Corridors designated Core 2 areas link the Core 1 areas so that they create a continuous network throughout the province. They differ from Core 1 areas in that they can contain land currently designated for Buffer, Intensive Agriculture or Urban Development. Urban development, intensive and extensive agriculture should be discouraged within these corridors.

**Extensive Agriculture:** stock farming on natural veld.

**Farm House:** a primary residence on a farm as part of the freehold of the whole property.

**Fixed Investment:** generally refers to the construction of plant and buildings in excess of R1 million.

**Greenfield land:** vacant land that has never been developed generally on the fringes of urban settlements.

**Intensive Agriculture:** land with crop farming or forestry potential or existing agricultural activity or has been ploughed within the previous 10 years.

**Interim Urban Edge:** current extent of urban (townships with registered general plans) development - to serve, from approval of the WCPSDF and until the Medium Term Urban Edge is demarcated by local municipal SDFs, as an immediate urban edge corresponding to the furthest extent of approved townships.

**Land Use Rights:** means the right to utilize that land in accordance with the zoning thereof, including any departure.

**Medium Term:** the Urban Edge drawn up in the SDF delineation process

**Urban Edge:** to ensure a target of average gross 25du/ha within 5 to 10 years and/or meaningful consolidation of apartheid town elements; it is defined as medium term to acknowledge that average gross densities in rapidly growing settlements could achieve the desired average gross density fairly quickly (5 - 10 years) after which the Urban Edge and growth management policies should be reviewed. Note: to ensure security of investment for agriculture the Medium Term Edge should remain fixed for at least 10 to 15 years.

**Residences:** individual freehold ownership, including single dwelling, group housing, blocks of flats including sectional title apartments, farm house and cottage.

**River Corridors:** River Corridors include the main stems of all rivers and their tributaries which shall be protected by a 30m buffer from urban development, intensive and extensive agriculture. Urban development, intensive and extensive agriculture should be discouraged within these corridors. River Corridors differ from Core 1 areas, see definition for Core Areas, in that they currently contain land that may be designated Buffer, Intensive Agriculture or Urban Development.

**Rural Development Densities:** residential densities outside the Urban Edge less than or equal to 1du/10ha

**Urban Development Densities:** residential densities inside the Urban Edge greater than or equal to 1 du/ha



# FOREWORD

In this, the second decade after democracy, it has become apparent that changes to the spatial structure and living environments of our cities and settlements require innovative and new approaches in order to change the course of the old apartheid planning paradigms. Furthermore, the exploitation of our natural resources has made it apparent that drastic measures need to be introduced in order to save our beautiful Province for future generations. This requires a thorough assessment of constraints and opportunities, with bold actions in rectifying these where necessary.

The Department of Environmental Affairs and Development Planning was assigned the responsibility of drafting a Western Cape Provincial Spatial Development Framework (WCPSDF) as one of the Lead Strategies of iKapa Elilhumayo, subsequent to the signing of the Provincial Growth and Development Strategy Framework Agreement by the social partners during December 2003. My Department immediately embarked on the process of developing the WCPSDF in close collaboration with the Provincial Development Council and its social partners. National and provincial departments, municipalities, parastatals and other relevant roleplayers were also involved in the process.

A Steering Committee was established, chaired by Ms Dipolelo Elford Chief Director for Environment and Land Planning in my Department. Consultants, Messrs CNdV Africa, were appointed for this ambitious project. After more than 18 months of hard work, I am proud to present this project to the Premier of the Western Cape, Ebrahim Rasool. I firmly believe that this first ever spatial development framework for the Western Cape contains ground breaking initiatives that will, if implemented correctly, ensure that the necessary spatial changes and improvements in our living environments will be eminent.

The Western Cape Spatial Development Framework is aligned with the National Spatial Development Perspective and other national policy frameworks, and endorses the vision of the Western Cape Provincial Government to create "A Home for All". It will enhance the developmental growth path already paved by the iKapa Elilhumayo Strategy and the other lead strategies.

## Nature of the Proposals

It will become apparent from the WCPSDF that the associated policies intend to be far reaching and will have the potential to impact on almost every aspect of social, environmental and economic activities in the Province. This is because the analyses showed that the future economic, social and environmental threats that were identified some years ago, have now arrived in a number of notable instances. Examples of these, with respect to the natural environment would be; water scarcity, poor water quality and pollution, traffic congestion and air pollution, destruction of bio-diversity, agricultural land and scenic landscapes. On the social front the province has been experiencing high levels of migration across the socio-economic spectrum and particularly from people with low levels of skills and literacy, desperate for opportunities to integrate with the main stream economy. These pressures are increased by the need for social justice with respect to access to land and housing, both areas where considerable shortfalls are becoming apparent. The situation is compounded by a booming economy which has provided considerable benefits for those well positioned to take the opportunities that have presented themselves, but which has exacerbated income, asset and spatial inequalities.

The Province thus finds itself at a crossroad. Should it continue to follow its historic development path, which, while tried and tested, particularly regarding its ability to create short term financial profits, may be driving the Province further down the road of social injustice, environmental unsustainability and economic inequality with catastrophic repercussions, or should it take the less travelled sustainable development route.

Thus, the policies in this framework are likely to engender intense debate as the implications of their impact on lifestyles become apparent. There may be doubt as to whether the symptoms and their causes are as bad as they are portrayed. There may even be agreement that, yes, the symptoms are pretty bad but that it is necessary to continue with current development patterns for a while longer in order to address short term economic survival.

What has become clear is the negative consequences of many current development trends, such as urban sprawl, urban growth that continues the spatial pattern of apartheid, private car usage, or high water demand and waste generation patterns. At the same time it has become apparent that the location of some public and private investment is not laying the basis for economic, social and environmental sustainability but is, in fact, building foundations for an inappropriate growth model based on mass conspicuous consumption and private car usage.

The Western Cape Provincial Spatial Development Framework not only provides a new spatial pattern for the future development of the Province, but provides more predictability with regards to where development should take place, and where it should not take place. It is necessary that those development applications, that are aligned with this policy document and which are further aligned with other policies, strategies and legislation, should be rewarded by fast tracking those applications. My Department and I are in the process of developing the detail of this process and it should be possible to include this in the new integrated legislation that my Department is drafting.

The proposals in this document represent a sincere and thorough effort to present a set of policies and actions to address the problems. These policies will ultimately provide the best opportunities and most effective way to achieve environmental sustainability, economic efficiency and social justice. Support must therefore be given to these policies to ensure that they will be effective. Thus, the challenge will be to ensure that there is sufficient commitment to implement the policies.

May decision-makers, both in the public and private sector, communities, developers and professionals all benefit from this very important strategic and visionary framework document.



**TASNEEM ESSOP**

Provincial Minister of Environment, Planning and Economic Development

# 1. INTRODUCTION

## 1.1 PURPOSE OF THE WESTERN CAPE PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK (WCPSDF)

This report describes the Western Cape's Provincial Spatial Development Framework (WCPSDF). The purpose of the WCPSDF is to:

- Be the spatial expression of the Provincial Growth and Development Strategy (PGDS);
- Guide municipal (district, local and metropolitan) Integrated Development Plans (IDPs) and Spatial Development Frameworks (SDFs) and provincial and municipal Spatial Development Plans (SDPs);
- Help prioritise and align investment and infrastructure plans of other provincial departments, as well as national departments' and parastatals' plans and programmes in the Province;
- Provide clear signals to the private sector about desired development directions;
- Increase predictability in the development environment, for example by establishing “no go”, “maybe” and “go” areas for development; and,
- Redress the spatial legacy of apartheid.

The study area of the WCPSDF is shown in Figure 1.1. The WCPSDF was commissioned by the Department of Environment Affairs and Development Planning (DEA&DP) as one of the eight lead strategies of iKapa Elihlumayo, the pillars of the Provincial Growth and Development Strategy (PGDS).

The report is structured as follows:

- Section 1 introduces the WCPSDF and explains its purpose;
- Section 2 outlines the WCPSDF's starting points, provided by national and provincial policy, and the process through which the WCPSDF was developed;
- Section 3 summarises the normative principles, the major spatial elements, and the vision provided by the WCPSDF;
- Section 4 analyses the key issues facing the Province's natural resources, built environment and socio-economic patterns;

- Section 5 summarises the current status of overarching policy and legislation, zoning schemes and district and local SDFs;
- Section 6 provides an overview of comments on drafts of the WCPSDF received from the various roadshows and bilateral meetings;
- Section 7 synthesises the spatial implications and development direction that arise from this analysis. Many of the diagrams contained in Section 4 are repeated in Section 7. This is so that, if needs be a short version of the report containing sections 1, 2, 3, 7, 8 and 9 can be prepared;
- Section 8 describes the WCPSDF spatial plan and sets out the WCPSDF's policies and corresponding action plans (it should be read together with the WCPSDF map). Where appropriate relevant legislation is identified;
- Section 9 outlines how the WCPSDF principles and proposals are to be implemented, and recommends a set of tools and mechanisms to facilitate this; and,
- Section 10 concludes the WCPSDF by describing risks that may affect its implementation and how they should be addressed.

## 1.2 WHAT IS THE WCPSDF AND WHY DOES THE WESTERN CAPE NEED IT?

People, economic activity, social needs, infrastructure and natural resources are not evenly distributed across the landscape. These geographic variations are not incidental – some are the results of topography, others of history - but these variations and forces impact directly on economic growth, social justice, and the ability of the natural environment to support human activities now and in the future. Their spatial distribution in part reflects the distribution and intensity of natural features and resources across the landscape. In South Africa especially, spatial policies have historically been actively used as a political tool, to shape our economy, our social fabric, and the way we use our natural resources – in almost all instances to the benefit of the privileged few.

If the Western Cape is not simply to reinforce spatial patterns established in the past, and the socio-economic and environmental inequalities that

accompany them, then the economy and society will have to be consciously reshaped using amongst others, spatial policies. Equally important is to recognise the spatial impacts of policies, investments and decisions in all arenas. Even those policies, programmes, projects and decisions that do not seem at first glance to have spatial implications, have to be interrogated to ensure that inequitable past patterns or new unsustainable patterns are not inadvertently reinforced into the future.

In particular, decisions about where to invest public sector resources have strong spatial impacts and can be used effectively to achieve developmental objectives, especially if all three spheres of government and their departments as well as state owned enterprises (SoEs) reinforce each others' investment decisions.

Furthermore, sustainable development outcomes require an integrated cross-sectoral approach to managing land and resources (both natural and human-made) at the local level. This is much easier to achieve in practice with a clear set of principles and policies that provide a spatial framework for co-operative governance and streamlined decision-making.

In light of national guidelines for the PGDS, incorporating international commitments to sustainable development, the WCPSDF:

- Analyses the **issues** facing 28 sectors in the biophysical, socio-economic and built environment;
- Provides a set of **normative principles** or departure points that guide the Province's approach to dealing with socio-economic issues that are manifested spatially;
- Provides a **map** giving guidance for the future spatial development of the Province based on broad provincial Spatial Planning Categories (BSPCs) and a series of other relevant features; and,
- Provides a set of **policies**, some of which are linked directly to particular conditions on the ground, i.e. through the BSPCs, and others which apply throughout the Province.

The WCPSDF deals both with issues that are explicitly spatial (for example, where future residential development should be located), and with issues that have not to date in South Africa been viewed as part of spatial policy but which have significant spatial impacts (for example, recycling of waste, or limiting carbon emissions). The scope of the WCPSDF is thus broader than traditionally associated with land use planning.

The WCPSDF is a long-term planning instrument, which is to be reviewed every five years. As will be seen from the sections that follow, the WCPSDF sets out a bold vision for changing the development path of the Western Cape. The Western Cape government recognises that this cannot be achieved overnight. Many of the proposals contained in the WCPSDF have substantial implications for the allocation of public resources, and will take time to put in place. Some of the proposals are intended to take effect immediately, and others will come into affect in Year 2, 3, 4 or 5. Suggested timeframes for implementation are given for the proposals in Section 8. The view taken in the WCPSDF is that it is important not to compromise on doing the right thing simply because it is difficult or the necessary resources are not available immediately.

#### **A note on scale, and the relationship of the WCPSDF to municipal SDFs**

The WCPSDF is intended to be broad-scale. This means that, for example, the WCPSDF will not, except in circumstances of important Province-wide interest having to be served, provide answers about what to do or not to do on an individual cadastral unit or site (erf or farm). Most of the underlying spatial data layers used in the WCPSDF map were mapped at a scale of approximately 1:2 500 000, which means that a point on the map may be out by up to 2500m (2,5km) on the ground. **The broad provincial Spatial Planning Categories set out in the WCPSDF should be refined and delineated in greater detail in district and local SDFs.** In addition, ground-truthing and site assessment will be required for individual development applications in order to make decisions about particular appropriate development or activities.

### **1.3 LEGAL STATUS OF THE WCPSDF**

The WCPSDF is a policy document; it does not create or take away any rights to use land. This means that organs of state and officials must take account of, and apply relevant provisions of, the WCPSDF when making decisions that affect the use of the land in the Province. However, like all guidelines, the WCPSDF must not be applied rigidly but in a developmental way that takes account of the particular circumstances of each case.

Nevertheless, the WCPSDF sends clear signals as to how rights to use land should be allocated and exercised in order to re-orientate our society towards an equitable and sustainable future. It is intended to implement the Framework Agreement on Growth and Development in the Western

Cape signed by representatives of provincial and local government and their social partners on 14 November 2003. In particular, the WCPSDF will enable the National Spatial Development Perspective (NSDP) to be applied in the Province by defining a common spatial vision and direction around which to align the PGDS, Integrated Development Plans (IDPs), Urban Renewal Programmes (URPs) and Integrated Sustainable Rural Development Programmes (ISRDP) and other initiatives. In this way it will be made easier for all spheres of government to promote equitable and sustainable development effectively and concertedly, as envisaged by the Intergovernmental Relations Framework Act No. 13 of 2005.

The provincial government is also in the process of drafting an integrated plan, environmental and heritage law (currently in a draft Bill format) that will facilitate sustainable development in a variety of ways, including by requiring the Province to develop and regularly update, a provincial policy and spatial framework to guide decision-makers. The WCPSDF will be the first such spatial framework once the Bill is passed and becomes a Provincial Act, and the WCPSDF will then have to be updated and applied in accordance with the provisions of the new Act.

In the interim, the WCPSDF will be adopted as a structure plan in terms of the Land Use Planning Ordinance (LUPO). LUPO provides therefor that the general purpose of a structure plan is to lay down guidelines for the future spatial development of the area to which it relates (in this case the whole Province) in such a way as will most effectively promote "order and the general welfare of the community". A structure plan is intended to guide anyone making a decision under LUPO, particularly when determining whether or not a proposed development is desirable. The role of the WCPSDF will therefore be to provide guidelines to help decision-makers under LUPO to determine the desirability of a proposed development by considering whether or not it is socially, economically and ecologically sustainable. This will require both provincial and municipal decision-makers to consider which of the policy statements in the WCPSDF are relevant in the circumstances and the weight that should be given to each, in order to secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

It is the intention of the Western Cape Government to make relevant policies contained in the WCPSDF mandatory in terms of legislation and to include these policies in appropriate legislation. These policies are

indicated with a 'M' next to the applicable policy in Chapter 8 of this report. The balance of the policies are indicated with a 'G' to indicate that they are guiding principles.

**Mandatory measures** refer to policies that are regarded as being of sufficient social, economic or environmental importance as to demand that every effort possible should be made to effectively implement that policy.

**Guidelines** refer to policies that are intended as general developmental goals and whose detailed implementation may vary due to place specific conditions and therefore requiring a certain amount of flexibility in their application.

## 1.4 THE CONSISTENCY PRINCIPLE

The WCPSDF confirms the consistency principle in the relations between spatial development frameworks and plans in the hierarchy of spatial development frameworks and plans.

Lower order spatial development frameworks/plans will have to be consistent with higher order spatial development frameworks/plans. Therefore the provincial spatial development framework must be consistent with the designation, policy statements and requirements of any national spatial development plan/framework/perspective and similarly regional plans (i.e. provincial spatial development plans) as well as the district municipal and eventually the local municipal spatial development frameworks and plans must be consistent with the provincial spatial development framework and with each other.

If a lower order spatial development framework/plan is not consistent with the higher order spatial development framework/plan, it will require that the lower order spatial development framework/plan must be amended in order to align it with the higher order spatial development framework/plan. However, there might be occasions where detail planning at the lower level can provide new information that necessitates (after careful consideration of the implications and impact of this new information), that the higher order spatial development framework/plan must be amended.

At the most fundamental level a development proposal (or a proposal contained in a lower-order framework/plan) can, when measured against the designation of the land concerned in terms of an applicable spatial development framework/plan, be found to weigh up in one of three ways:

- (1) The designation provides for the proposal (and at the proposed extent/density, if relevant).
- (2) The designation and text does not explicitly provide for the proposal, but on the other hand the proposal is not necessarily clearly in conflict with the intent and purpose of the designation concerned.
- (3) The proposal is in conflict with the designation.

These three initial findings lead to different planning and procedural outcomes respectively:

- In the case of (1), the proposal is evaluated further without any further action i.t.o. the framework/plan against which the proposal was measured;
- In the case of (2), an official consistency ruling must be made. If it is positive, the proposal concerned can go ahead; if negative, the proposal becomes a category 3 case (see below); and,
- In the case of (3), consideration can be given to amending the plan against which the proposal was measured. Such evaluation must take place prior to or at the latest simultaneous with evaluation of the proposal concerned. If the amendment application i.r.o. of the framework/plan against which the proposal was measured (the initial result having been to find it to be a category 3 case) then succeeds, the framework/plan gets amended and the proposal can proceed; if the amendment application is unsuccessful, the proposal cannot go ahead.



**Figure 1.1 Western Cape Province**



## 2. TERMS OF REFERENCE

### 2.1 GUIDING PRINCIPLE: SUSTAINABLE DEVELOPMENT

The WCPSDF takes as its starting point the goal of sustainable development. Although sustainable development is a much talked about and widely supported goal, in practice our development path, globally, nationally and in the Western Cape, is taking us in the opposite direction. The WCPSDF's principles and policies are challenging, precisely because they go beyond the usual lip-service paid to the goal of sustainable development.

Not everyone has the same interpretation and understanding of "sustainability". This causes numerous problems between civil society, developers, conservationists and authorities. In the view of the Western Cape government, development is only acceptable and in the public interest if it is socially equitable, economically viable and environmentally sustainable. This means that **the development needs of present generations should be met without the ability of future generations to meet their own needs, being compromised**. Sustainable development encompasses the integration of social, economic and ecological factors into planning, decision-making and implementation so as to ensure that development serves present and future generations. It is of crucial importance for the long-term survival of human beings that all development complies with this principle.

The concept of sustainability is illustrated in Figure 2.1. The three pillars of sustainability, also referred to as the "triple bottom line", are:

- Ecological integrity (Planet): This refers to the continued wholeness and success of the environment in terms of providing for and sustaining life on Earth, and concerns both the natural and human-made environment. Due to the fact that the survival of species, including our own, ultimately depends on the ecology, *Ecological integrity* is then a key factor in the environmental sustainability equation. In this regard it must be remembered that the Western Cape is home to one of the six floral kingdoms of the world;

- Social justice (People): This refers to both material human wellbeing (the absence of poverty) and spiritual human wellbeing, i.e. provision of a physical and moral space where the continuity of a complex society and ecology is sought to be maintained and enhanced, and its health attained. In the South African context the concept of social justice is an extremely important component as it emphasises the need to redress the wrongs of the past as a central component of social sustainability; and,
- Economic efficiency (Prosperity): This refers to the optimisation of benefit at the lowest cost, i.e. optimal development must be achieved at the lowest possible cost – and moreover, to comply with the sustainability principle, taking **all** costs now and in future into consideration.

These three pillars of sustainability can be viewed as providers of the capital necessary for each subsequent pillar to function. Thus, economic capital is dependent on both natural and social capital, see Figure 2.2.

It is important to note that the nesting of the circles, economic, social and environmental is to illustrate that the economic capital cannot draw more from society and the environment than what they can yield sustainably in the long term.

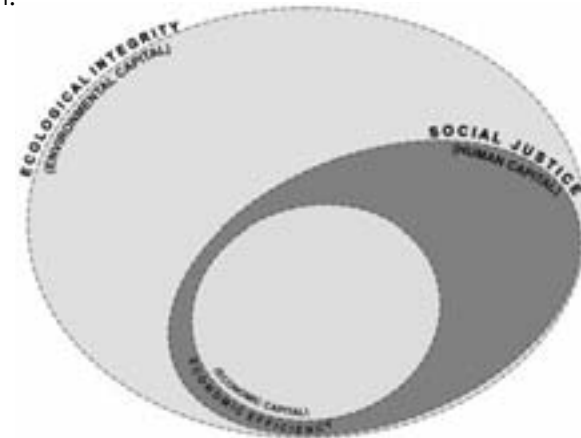


Figure 2.1 The Triple Bottom Line Relationship Framework

## 2.2 OVERARCHING GUIDELINES

Overarching guidelines for the WCPSDF are provided by the National Spatial Development Perspective (NSDP), in the context of the World Summit on Sustainable Development (WSSD) 2002 by biodiversity and other national and international commitments, and is also informed by the Western Cape's iKapa Elihlumayo strategy, and when it is completed, the Provincial Growth and Development Strategy. The NSDP was adopted by the National Cabinet in 2003.

### 2.2.1 National Spatial Development Perspective

The NSDP guides the alignment of investment in social and economic infrastructure across departments and spheres of government in order to tackle development challenges effectively.

It provides national objectives for spatial development; addresses the changing spatial economy and its impact on commitment to social reconstruction, sustainable growth, social justice and environmental integrity; responds to spatial trends in terms of impact on infrastructure investment and development spending, and co-ordinates planning and policy in the three spheres of government.

#### **WCPSDF Normative Principles**

The WCPSDF is guided by the following NSDP normative principles, based on national and provincial policy and the starting points discussed above.

- Government spending on fixed investment should prioritise areas of economic growth or economic potential;
- Efforts to address past and current social inequalities should focus more on people than on places;
- Settlement growth and economic development opportunities should be channelled into activity corridors and nodes adjacent to or linked to the main growth centres;
- Because the market has not rectified the space economy since 1994 there is a need for intervention; and,
- Future urban and rural development of the Province should significantly change current patterns of resource use (biodiversity, productive land, visual amenity, unsustainable building materials, water, air) so that there is a meaningful reduction in their consumption in order that all future generations also benefit.

### 2.2.2 Development Facilitation Act, 1995 (DFA – Act 67 of 1995)

Although for historical reasons the DFA does not apply largely in the Western Cape, the principles espoused by the Act are applicable to all land development. The following principles are of particular relevance:

- Provide for urban and rural land development and facilitate development of formal and informal, existing and new settlements;
- Discourage illegal occupation of land with due recognition of informal land development processes;
- Promote efficient and integrated land development:
  - Integration of social, economic, institutional and physical aspects of land development;
  - Integrated land development in rural and urban areas;
  - Promote availability of residential and employment opportunities in close proximity to each other;
  - Optimise the use of existing resources;
  - Promote a diverse combination of land uses;
  - Discourage the phenomenon of urban sprawl and contribute to development of more compact towns and cities;
  - Contribute to the correction of historically distorted spatial patterns of settlement in the Republic; and,
  - Encourage environmentally sustainable land development.
- Assist communities to actively participate in the process of land development;
- Capacities of disadvantaged persons involved in land development should be developed;
- Encourage and optimise the contributions of all sectors of the economy to land development;
- Promote sustainable land development at the required scale:
  - Promote land development within means of the Republic;
  - Establishment of viable communities;
  - Sustained protection of the environment;
  - Meet the basic needs of all citizens in an affordable way; and,
  - Safe utilisation of land.
- Promote speedy land development; and,
- Security of tenure, provide possible range of tenure alternatives.

The principles recognise that urban areas should utilise land more efficiently and effectively, particularly in locations close to employment opportunities in order to discourage urban sprawl.

### 2.2.3 iKapa Elihlumayo : Towards a Provincial Growth & Development Strategy

**iKapa Elihlumayo** is a series of strategies giving rise to a framework for the growth and development of the Western Cape, which faces formidable development challenges, described in Section 4. When the Western Cape MEC for Finance and Economic Development opened the provincial legislature in February 2003, he introduced the concept of "iKapa Elihlumayo – the growing Cape". He stated that "Hope, Delivery and Dignity" will be the defining objective for the Western Cape government for the next decade. iKapa Elihlumayo is a major initiative by government supported by its social partners to set an effective development agenda, not only for government, but also for all stakeholders working together to realise the Province's vision of **A Home for All**. (PGWC : Policy & Strategic Management)

In order for this to happen, the activities of all partners in the Province need to be marshalled to the achievement of a common set of developmental goals. This implies the co-ordination and integration of budgets of three different spheres of government to ensure alignment with each other's goals and strategies as well as to eliminate duplication. In addition, the internal responsibilities of each sphere of government need to be aligned, co-ordinated and integrated to produce the maximum impact for public and private investors.

The key purpose of the iKapa Elihlumayo strategy is to grow the economy of the Western Cape through catalytic socio-economic interventions that will increase wage employment and per capita income, strengthen sectors, grow new enterprises, raise skill levels, reduce disparities, and broaden meaningful economic participation by all.

#### The iKapa Elihlumayo Vision: A Home for All

##### **"A Home for All"**

**iKapa Elihlumayo! 'The Growing Cape'** calls for creativity, dedication and boldness in our drive to bring dignity, equity and prosperity to the Western Cape – **a Home for All!** This requires a critical paradigm shift from welfare dependence to economic self-reliance, growing the economy and

increasing employment – and that the Western Cape broaden ownership in order to fight poverty, reduce disparity and improve living standards.

The iKapa Elihlumayo vision has four general outcome goals:

- increasing economic growth;
- increasing employment and economic participation;
- reducing geographic and socio-economic inequality; and,
- providing a sustainable social safety net.

#### *The provincial government of the Western Cape's Mission*

Working effectively with all stakeholders to serve the people of the Western Cape, through:

- Building Social Capital;
- Building Human Capital; and,
- Enhanced Economic Participation and Growth.

*Providing the above by means of good holistic governance with sustainable use of resources and the environment.* To this end **eight developmental priorities** have been identified. These priorities allow the Western Cape to take the concept of iKapa Elihlumayo a step closer towards a strategy that will address the key societal challenges in the Province.

The iKapa Elihlumayo strategy identifies its eight key developmental programs as follows:

1. Building Social Capital with an emphasis on Youth;
2. Building Human Capital with an emphasis on Youth;
3. Strategic Infrastructure Plan;
4. The Micro-Economic Development Strategy;
- 5. The Provincial Spatial Development Framework;**
6. Co-ordination and Communication;
7. Improving Financial Governance; and,
8. Provincialisation of municipal-rendered Services.

Each one is outlined briefly below.

**Program 1 Building Social Capital with an emphasis on Youth (Social Capital Strategy)**

Increasing evidence shows that social cohesion and social capital is critical for poverty alleviation and sustainable human and economic development. High crime, high poverty rates, early school leaving, slow delivery of appropriate housing, community building projects and the after-effects of the pre-1994 cultural, political and economic divide, all point to the necessity of building social capital in our communities.

Social capital refers to the strengthening and establishment of networks, relationships, norms and values that contribute to the building of social cohesion, racial integration and the strengthening of a social safety net during times of crisis. It is not an end in itself, but a means to an end. The notion of social capital suggests that existing networks in society should be strengthened in promoting a "stronger glue" to permeate society.

There is both positive and negative social capital. Gangs would be an example of negative social capital.

The current situation facing the Province is:

High unemployment particularly amongst the younger economically active population group, high crime rates, early school leaving, high pregnancy rates, slow delivery of appropriate housing and the after-effects of the pre-1994 cultural, political and economic divide. The single biggest issue facing the Western Cape is poverty. In this Province the inequality between the rich and poor is greater than in other Provinces despite a higher than average economic growth rate, perceived wealth creation and development.

Social capital is an important tool in addressing the multi-dimensional and systemic nature of poverty. Poor people's access to opportunities and resources are restricted to amongst others, their lack of access to the networks in society through which one gains access to these opportunities and resources.

The Social Capital Strategy is explicitly designed to introduce and secure a paradigm shift in the conception and delivery of social services. It aims to

develop a new model of delivery which will overcome the problems of "silo thinking".

In order for social capital formation to take effect, the state and relevant stakeholders will need to develop strategies to address the following challenges:

- Distrust of the state;
- Relationships between civil servants and communities;
- High levels of dependence on the state;
- Xenophobia, racism and distrust; and,
- The disregard for laws / norms of a strong well-adjusted society.

Strategies to improve social capital include the following:

- Improved accessibility to government services and information;
- Ensuring that citizens of the Province are safe;
- Fostering citizens with a strong sense of well-being ;
- Encouraging citizens to be civic-minded;
- Strong families at the core of developed communities; and,
- Providing a scientific base for social capital formation.

Implementation should happen through:

- The Premier's Intergovernmental Forum and Technical Committee, both supported by a technical task team;
- Clusters and Technical Task Teams to follow a programme and project management approach;
- Provincial departments, local government, NGOs, religious groups, civil society and communities; and,
- Provincial Top Management.

**Program 2 Building Human Capital with an emphasis on Youth (Human Resource Development Strategy)**

Human capital is a major challenge towards realising the goals of iKapa Elihlumayo. In both South Africa and the Western Cape, unemployment has a very strong youth dimension with the youth cohort making up 82% of all unemployment. Government's Human Resource Strategy emphasises preparing the youth for employment. The strategy will emphasise the acquisition of opportunities through technical and vocational education, entrepreneurship, learnerships, apprenticeships and internships.

The building of human capital refers to developing the values, attitudes, skills and knowledge of the people of the Province, particularly the youth. Thereby enabling them to make informed life and career choices for active participation in the development of the Province.

The current situation is one characterised by the following:

- A context of growing unemployment and poverty;
- Growing inequality;
- A poor skills base, leading to decreased uptake of available employment; and,
- A “jobless” and “mutating job” future where not all school graduates can expect to be employed, and where those who are employed will constantly have to upgrade their skills and knowledge if they wish to retain their employment, or to acquire entrepreneurial skills in order to re-invent themselves.

The strategy focuses on:

1. Ensuring that the primary and secondary educational institutions are made to function better as institutions and that through this the quality of education is improved and that learners achieve more and perform better.
2. By focusing especially on the Further Education and Training (FET) sector, enabling learners to acquire the necessary knowledge and skills to access either Higher education opportunities and/or gain access to the employment market, where they can contribute to the development of the regional economy.

This strategy sees the need to move away from the “normal” approach to education management, from where resources are provided and the system is left alone to deliver its own products, to where education provision, development and delivery must be directed to deliver specific and identified outputs i.e. preparing the youth to take up their positions and responsibilities in society.

### **Program 3 Strategic Infrastructure Plan (SIP)**

The challenge is to spend strategically on infrastructure in locations where the economic and social returns will be the highest. In this regard the Western Cape government commits itself to maintaining and developing

economic and social infrastructure in a manner that addresses development in space.

The role of government is to provide a secure institutional and physical environment within which its citizens can exercise their initiative to reach their full potential. Infrastructure is an essential part of that environment. The SIP forms part of governments' strategy to enable economic and social activity. Based on the principles of the WCPSDF, the primary purpose of the SIP is to guide infrastructure investment by both the public and private sectors over the next five to ten years and to improve the management and use of the State's existing infrastructure assets.

Six key objectives identified for the SIP are:

- Growing prosperity through increasing economic growth;
- Improving well-being;
- Attaining sustainability through alignment with the WCPSDF;
- Fostering creativity i.e. developing human capital;
- Building communities (building social capital as well as sustainable and integrated human settlements in space); and,
- Expanding opportunities.

Four mechanisms through which the above-mentioned six objectives can be met, are:

- The identification of key projects through co-ordinated infrastructure planning for implementation;
- The promotion of sustainable development through the way in which infrastructure is built;
- Optimal utilisation of infrastructure; and,
- Proactive and inventive approaches to planning, design, construction and maintenance.

### **Program 4 The Micro-Economic Development Strategy (MEDS)**

The key challenge in formulating the Micro-Economic Development Strategy is that it should support priority sectors in the Province to achieve a better fit between what the provincial economy has to offer and what global and domestic markets demand. The goal of the MEDS is to improve the livelihood and quality of life of all the citizens within the Province through economic growth that creates high quality jobs, generates wealth

and investment and helps to ensure the Province's long-term fiscal health. This strategy is to be co-ordinated and integrated with the human resources development, equity, competitiveness and infrastructural interventions as well as with the job-creation and poverty alleviation aspects of the social capital strategy.

In essence the MEDS offers an analytical tool for provincial government to determine how it will allocate resources (human, information, funding) and exercise influence in order to achieve the vision.

Interventions arising from the MEDS fall into four main categories:

- Sector based interventions;
- Theme-based interventions;
- Interventions to increase economic participation by all; and,
- General economic stimulation interventions.

To date research has been done on eighteen sections of the primary, secondary and tertiary sectors. A summary of each of these themes taken from the MEDs Summary document follows:

*i. Call Centres and Business Processing Outsourcing (BPOs)*

Call centres and BPOs are a rapidly growing industry at 25% per annum in 2004 and already employing 11000 people.

Another 20 000 direct jobs are likely and, as a result of employment multipliers, could grow to as many as 100 000. Jobs can be created for under R1000 of investment per job.

Most employment opportunities are aimed at the semi-skilled, particularly school leavers.

**Issues** facing the sector include:

- Labour costs, in comparison with competitors in India and other similar economies, are high;
- Telecommunication costs are high; and,
- Safe and efficient public transport is needed as call centres and BPOs operate 24 hour shifts as they service time zones around the world.

**Recommendations:**

- The Calling the Cape (CtC) initiative should continue to enjoy high levels of support;
- Properties suitable for use by call centres and BPOs which are easily accessible by public transport and well served by telecommunications should be identified; and,
- Safe and convenient public transport should be assured.

*ii. Oil and Gas*

The upstream oil and gas industry is premised on there being viable yields from the oil and gas fields off the Namibian and West coasts. The intention is that these will feed pipelines routed at least to Saldanha-Vredenburg or otherwise Cape Town. A pipeline from the West Coast to Mossel Bay to take advantage of the production capacity already in place at Mosgas is also being considered.

Should these yields prove viable then the MEDS Strategy argues that the opportunities could be substantial (although not, at this stage, quantified) providing the following issues are addressed:

**Issues:**

- An "8% new build fabrication market share" as achieved over the next 5 years;
- An optimally located fabrication hub being created, possibly either at Saldanha-Vredenburg or Mossel Bay;
- Current production is spread all over South Africa and therefore a national initiative possibly being necessary;
- The main market for products is likely to be West Africa;
- Despite at first glance the Western Cape not offering any particular advantages in accessing this market, the need to capitalise on the Western Cape leading this initiative with the Cape Oil and Gas Supply Initiative (COGSI); and,
- General issues that also need to be addressed, e.g. include import parity pricing, uncompetitive domestic logistical networks and severe labour shortages.

**Recommendations:**

- Further research is necessary on these factors before the potential of this sector's can be properly assessed; and,

- This is critical with respect to the WCPSTDF as the two potential locations of the upstream oil and gas industry, namely Saldanha-Vredenburg and Mossel Bay, offer important benefits for distributing economic activity around the Province.

### iii. *Electronics*

70 firms create 25% of all the sector's output in South Africa. The sector's strength lies in high level engineering skills and niche applications rather than mass-produced parts or components. The sector also has to overcome distance from international markets, a lack of co-ordination within the sector and little marketing support, especially overseas.

#### **Recommendations:**

- Because of the limited domestic market, growth in this sector should be export driven. The necessary co-ordination to achieve this could be led by PGWC;
- It is important that current levels of skills and research and development capacity are maintained but proposals for an Industrial Development Zone (IDZ) are not recommended without considerable further analysis, particularly as employment creation potential appears limited; and,
- The City of Cape Town and environs, particularly Stellenbosch, are likely to remain the main locational focus of the industry.

### iv. *Biotechnology*

Although bio-technology is one of the key technologies promoted by national government, the Western Cape hosts one of three national innovation centres and there are over 400 research groups, there are less than 20 firms actually engaged in the sector.

Furthermore, because of the long lead times to start up, capital intensive nature, low remuneration levels and high skills needs, the sector is not seen as having much economic nor employment impact in the Province. Again the main focus of activities in this sector is the City of Cape Town.

#### **Recommendations:**

- PGWC should promote inter-business contacts and networking; and,

- Beyond this there does not seem to be justification for an industrial policy in this sector at this stage.

### v. *Crafts*

27% of South African crafters are in the Western Cape with 60% of these in the City of Cape Town. 2010 enterprises employ 7100 people. It is a labour intensive sector employing people with low formal skill levels with strong links to the tourism industry.

The sector has strong local and global linkages and represents an important "stepping stone" industry, i.e. one that is ideally suited to bridging the gap between the first and second economies. The sector has the potential to create sustainable livelihoods out of a relatively low skills base with minimal input.

#### **Issues:**

- The sector is inadequately co-ordinated which threatens the long term sustainability and welfare of projects; and,
- The need for well located space for both manufacturing and retail operations is not sufficiently highlighted.

#### **Recommendations:**

- Support for the Cape Craft and Design Institute (CCDI) should increase for informal and formal crafters; and,
- Well located space for crafts should be promoted at or near road intersections, high street shopping areas, shopping centres and transport interchanges.

### vi. *Cultural and Creative Industries*

Cultural and creative industries including architecture, design, theatre, music and publishing employ 50 000 people in the Western Cape. The sector mainly includes SMMEs, provide labour intensive employment, attracts relatively well educated staff especially women and has a high impact on the tourism, service and retail sectors.

#### **Issues:**

- Lack of a representative structure to co-ordinate niche sub-sectors;
- Data and research;

- Skilled middle and senior managers; and
- Lack of start up capital.

**Recommendations:**

- Establishing a Creative Industrial Chamber (CIC); and,
- No spatial recommendations are made as this sector is relatively footloose.

vii. *Film*

The Western Cape film sector has an annual budget of R1000million which leverages another R2500million in upstream and downstream economic activity. The Western Cape industry comprises almost 50% of the national industry.

**Issues:**

- Audience development;
- Training;
- Funding and distribution;
- Tax and labour legislation including immigration permits;
- Location and support industry problems;
- Empowerment; and,
- Research.

**Recommendations:**

- Support for the Cape Film Commission should continue;
- Restrictive tax, employment, overtime and work permit issues must be addressed; and,
- The film industry clearly is very spatially sensitive with regard to access to a wide variety of locations. Highlighting the importance of protecting sensitive land and urban scapes and ensuring that light conditions are not worsened through pollution, especially in the City of Cape Town, would be critical.

viii. *Financial Services*

In GRP terms the financial services sector has rapidly increased during the period 1995-2003 and it now contributes nearly 14% of the regional economy. However, employment growth in this sector only increased at 1% per annum.

**Issues:**

- The chronic shortage of skilled and trained personnel which contributes to the extremely low level of labour absorption;
- Racial and gender inequalities; and,
- Spatially the sector is footloose and it is generally attracted to locations of high environmental and cultural quality; for example, there are a number of Johannesburg Stock Exchange (JSE) listed companies whose head offices are in Stellenbosch and Franschhoek as well as at the City of Cape Town.

**Recommendation:**

- To establish a national financial services academy which should ideally be located in the Western Cape.

ix. *Human Resource Development*

The three focus areas for human resources and skills development in the Western Cape are, i) Schooling as a foundation for skills development; ii) Intermediate skills development; and iii) Higher education's contribution to regional innovation.

**Recommendations:**

- A multi-level skills and human resources development strategy is needed in Province;
- There is a need for a shared understanding of current capacity, potential and strategic direction;
- Deepen the quality of literacy and numeracy as a foundation in the primary school;
- Address the high rate of dropout after Grade 10;
- Clarify a priority role for FET colleges and the role of other public and private providers in intermediate skills sector;
- Create a comprehensive intermediate skilling information management system;
- Create a shared vision of a regional system of innovation and higher education's role; and,
- Develop an intellectual property framework.

x. *Small Medium and Micro Enterprises (SMMEs)*

The small business sector makes an important contribution to the Western Cape economy. However, rates of entrepreneurial activity both in the Western Cape and in South Africa as a whole, are significantly below equivalent rates in other developing countries.

Black people and women are under-represented amongst small business owners and managers.

**Recommendations:**

- Institute a policy to support an increase in the rate of participation of South Africans in starting and running small businesses;
- Institute a policy to support the survival and growth of already established businesses;
- Institute a policy to support the narrowing of historical inequalities in participation by blacks and women in owner operated small businesses;
- Increase the long term supply of people with skills and mindsets needed to succeed in owner-managed businesses, thereby building an enterprise culture;
- Increase the information available to people thinking of starting a business;
- Support existing businesses to grow their businesses; and,
- Support start-up activities and business growth among specific groups of the population.

xi. *Fishing and Aquaculture*

The Western Cape accounts for about 90% of the South African fishing industry, with fishing activity being predominantly centred along the West Coast, from Simon's Town to Saldanha.

**Recommendations:**

- Establish a business development support programme, including finance, for small commercial fishing enterprises;
- Upgrade small fishing harbours;
- Improve urban infrastructure for fishing villages;
- Explore Public Private Partnership options as a vehicle to address needs of local fishermen; and,

- Strengthen mariculture and aquaculture, especially research via co-financing.

xii. *Clothing and Textiles*

**Issues:**

- This industry is not competitive in the manufacture of basic items such as T-shirts, but is competitive in areas of man-made fibres and woollen articles;
- There is a need to look at more specialised niche markets rather than focus on basic fashion items;
- The domestic market is vulnerable to imports from China; and,
- There are still opportunities for export.

**Recommendations**

- Support a sector cluster programme which seeks to enhance inter and intra firm efficiencies and provides incentives for smaller firms;
- Support a centre for the clothing and textile industry, undertaking training and research and focusing on marketing, merchandising and design; and,
- Provide focused assistance in the spheres of export marketing and (foreign) investment promotion.

xiii. *Agriculture*

The diversity of agricultural enterprises contributes to agriculture's general stability.

The Western Cape's agricultural sector has grown relatively rapidly over the past decades.

Farmers have shown the ability to adapt to the rapidly changing policy environment, although misguided international agricultural protection policies could threaten this ability in the longer run.

**Issues:**

- Limited water availability;
- Impacts of climate change;
- Land reform;
- Food security; and,

- Impacts on biodiversity.

**Recommendations:**

- Encourage more efficient irrigation technology;
- Improve freight and shipping infrastructure;
- Develop appropriate land reform models and encourage partnerships; and,
- Provide food safety nets.

xiv. *Information and Communication Technology (ICT)*

This sector refers to industries that provide goods and services that support the electronic display, processing, storage and transmission of information. Business support for ICT is provided by both the public and private sector. The mission of the Cape Information technology Initiative (CITI), the cluster development and network promotion agency for the ICT industry in the Western Cape, is to grow the Western Cape as an internationally successful ICT hub.

The ICT Services sector shows the most potential for growth and is presently supported by an existing capability in the Western Cape. The telecommunication services sector is expected to explode, following the anticipated liberalisation of the telecommunication sector.

Key **strategic levers** for repositioning the sector are:

- Reducing the costs of telecommunications;
- Skills development;
- Attracting the right type of companies; and,
- Government led procurement to create demand.

xv. *Tourism*

The tourism industry in the Province is a very large industry with a multiplicity of stakeholders and role players.

Key **issues** include:

- Weak statistical picture of the industry at a provincial level;
- An ineffective 'business as usual' approach; and,
- No mechanism to evaluate targets.

Key **interventions** identified:

- Establish a Provincial Tourism Development Forum;
- Develop a procedure for prioritising interventions identified through the Integrated Tourism Development Framework (ITDF);
- Establish a statistical profile of the industry; and,
- Establish a provincial support function for district municipalities, towns and LTAs that lack capacity.

xvi. *Metals and Engineering*

Upstream basic metals production, much of which is exported in unbeneficiated form, continues to dominate the industry. The growth of the boat-building industry in the Western Cape has also been impressive. Although employment levels in basic iron and steel have been cut sharply, the growth in metal products in recent years have led to increases in both value added and employment opportunities. The development of the foundry industry in the Province is significant, and is a crucial contributor to the employment growth. Since the South African economy has become more integrated into the global economy, there have been striking increases in international trade flows across industries, both imports and exports. This represents a major opportunity for coastal locations such as the Western Cape to realise the potential gains from trade through building competitive capabilities in order to access international markets.

**Recommendations:**

- Address cost competitiveness issues, e.g. wharfage;
- Ensure policies for skills and training are effectively implemented;
- Monitor various technology initiatives;
- Benchmarking (specifically for foundries); and,
- Select target areas for government action.

**Program 5 The Provincial Spatial Development Framework**

The WCPSDF is necessary to ensure an integrated and effective approach to economic and social development so that government's infrastructure investment and development spending has better spatial outcomes than is currently being achieved. The WCPSDF will set out an integrated social, economic and environmental framework for the future of the Province. This

framework will guide and be a key component of both the infrastructure and micro-economic strategies.

#### **Program 6 Co-ordination and Communication (Holistic Governance)**

The Province faces many challenges but has limited resources to address them. It is important that government's resources be utilised in a way that provides maximum benefit. Cabinet Committees and Administrative Clusters established at provincial level facilitate co-ordination and integration and minimise duplication between departments. This will also ensure the optimal use of limited resources within the Province.

#### **Program 7 Improving Financial Governance**

The Province's most important tool in pursuing its developmental priorities is the provincial budget and the services that are funded by it. The iKapa Elihlumayo vision translates into a strategy to use the provincial budget as a whole as well as a series of strategic partnerships to stimulate the economy and to open it up to wider participation particularly with local government.

#### **Program 8 Provincialisation of Municipality-rendered Provincial Services**

The key challenge here is to find a way for the Province to take over the responsibility, from 2007 onwards, for certain services currently rendered by municipalities on its behalf.

These developmental priorities were derived from an overview of development challenges in the Province (the Socio-Economic Review) (Ref: PGWC Provincial Treasury : 2003). The process also included assessments of provincial service delivery (Medium Term Expenditure (MTEC) bilaterals, efficacy reviews and efficiency reviews), and thorough deliberations through the process that culminated in the Provincial Growth and Development Summit (2003), where all the social partners pledged their commitment to developing the Province. The Building Human Capital Strategy, the Micro-Economic Development Strategy and the Building Social Capital Strategy give direct expression to the three themes

mentioned in the Mission of the Province while the rest of the priorities provide transversal support for these three.

How are the developmental priorities going to be achieved?

**Through holistic governance** (integrated governance, co-operative governance, responsive governance and globally connected governance). The objective of holistic governance is that it guides and directs the functions and choices of the three spheres of government towards the provision of coherent governance and a seamless and expanding delivery of services.

Holistic governance is therefore not co-operation for the sake of it, but co-operation with the aim of marshalling the distinctive and complementary efforts, capacity, leadership and resources of each sphere and directing these effectively towards the objective of government as a whole.

The broad policy and spending priorities of the Western Cape government are contained in its iKapa Elihlumayo vision. Whilst the provincial departments operate with constitutionally defined functional mandates, departments are also mandated to promote and develop the Western Cape according to localised or provincial-specific objectives. In this regard the Province is shifting its attention to more **integrated approaches to service delivery**. Integrated programmes will be driven by the Administrative Clusters and Cabinet Committees. Clusters take responsibility for co-ordinating the strategies and projects related to specific priority areas. In this regard the building of administrative and institutional capacity remains a priority, as does the establishment of effective partnerships between the Social Partners.

#### **2.2.4 The Provincial Growth and Development Strategy (PGDS)**

The PGWC, together with its social partners, is responsible for formulating a PGDS, in line with national policy frameworks. The PGDS will be taken through the Green Paper process into a White Paper and will provide the strategic framework, sectoral strategies and programmes aimed at a rapid improvement in the quality of life for all of the people of the Province. To do this, the PGDS sets out a vision with quantified and sequenced targets in the areas of economic growth, employment creation, poverty eradication, skills development and equity – building effective local communities for the

ten-year period 2004–2014, underpinned by the sustainable development approach.

The PGDS represents a step forward from previous development planning processes in the Province, which have tended to be sectorally driven and fragmented, short-term and sometimes reactive. The PGDS gives the Western Cape Province the opportunity for medium-to-long range (10 year) strategic planning to prioritise and address major structural deficiencies in the social economy and the natural environment.

Extensive consultation with and input from provincial and national departments, public entities, municipalities, business and labour organisations, NGOs and civil society in the planning process to date also means that the PGDS provides the opportunity for building long-term co-operation between the social partners around a coherent sustainable development strategy for the Province.

## 2.3 BIOREGIONAL PLANNING

The PGWC supports bioregional planning as the methodology on which spatial planning should be based. Bioregional planning can be defined as land-use planning and management that promotes sustainable development. The bioregional planning approach divides human experience of the environment into five subcomponents: sense of *place*, sense of *history*, sense of *craft*, sense of *nature* and sense of *limits*. People's experience of their environment is informed by their view of the physical place in which they find themselves, their background, the things that they do, their natural surroundings, and the limits of what they consider to be achievable or where they can go.

The bioregional planning methodology involves the use of Spatial Planning Categories to reflect desired land use. The four main Spatial Planning Categories, which are reflected in the WCPSDF, are: Core, Buffer, Intensive Agriculture, and Urban. The bioregional planning methodology as applied in the Western Cape is recognised and endorsed in the WCPSDF. These are discussed in much greater detail in the Bioregional Planning Manual (ref: PGWC, 2000), and in Section 8 of this report where the methodology forms the basis of the land use management proposals.

## 2.4 OTHER GUIDING PRINCIPLES

Other guiding principles are provided by the National Environmental Management Act and the Development Facilitation Act, see Annexure 1.

## 2.5 OTHER DEPARTMENTAL STRATEGIES AND POLICY

### 2.5.1 Draft Guidelines for Golf Courses, Golf Estates, Polo Fields, Polo Estates and Similar Developments in the Western Cape (April 2005)

The intention with these policy guidelines is to contribute to appropriate development and to introduce certainty and consistency in the development process. The policy guidelines will provide clarity to all participants in the process, facilitating transparency and strengthening the application and decision making process through spelling out detailed requirements that are not provided for in legislation.

This document will be finalised in November 2005 and the principles contained within it have been included in the WCPSDF and alignment has been ensured.

### 2.5.2 Manual for the Processing of Resort Development Applications (February 2005)

The guidelines contained in this document are intended to assist authorities in the task of processing resort applications and in the decision making process in respect of resort developments.

The preference for temporary accommodation and the need to be sensitive to the natural and / or rural character of the environment as well as the associated criteria of unit size and density are important considerations.

This document will be finalised in November 2005 and the principles contained within it have been included in the WCPSDF and alignment has been ensured.

### **2.5.3 Urban Edge Guidelines (April 2005)**

This document sets out criteria for the preparation of Urban Edges i.e. it sets out what issues and factors should be considered in the drawing of Urban Edges and also where Urban Edges should be drawn around towns and cities. In addition the document sets out guidelines for the management of Urban Edges in the Province.

The principles contained within the document have been included in the WCPSDF and alignment has been ensured.

### **2.5.4 A Settlement Framework for the Western Cape Province (Green Paper), 2003**

The settlement framework determines a broad strategy and policy that gave direction to spatial planning (it recommended a document similar to the WCPSDF) and sets guidelines for the management of settlements from a provincial perspective and has been incorporated into the WCPSDF.

### **2.5.5 Breaking New Ground Housing Plan, 2005**

This is a national plan for the delivery of homes and the development of human settlements. The main objective is to ensure integrated and sustainable human settlements by redressing the legacy of racial and social divisions, combating urban sprawl, ensuring accessibility / centrality for the poor and creating empowered and vibrant communities through social capital formation.

Key aspects of the Plan include:

- The integration and building of secure communities;
- A three tier categorizing of housing beneficiaries; and,
- Redefining the role of government in the housing market.

### **2.5.6 Policy for the Settlement of Farm Workers (September 2000)**

The policy is focused on the variety of settlement needs in the Western Cape farm worker community. It groups settlement options into two broad models, namely "on the farm" and "off the farm" options. "Off the farm" settlements can either be in an existing town / node or in an agri-village (new node) - which could include forestry as the reason for deviating from

the no-new-node principle. These settlements should be so located that they would result in the development of sustainable communities and should promote rural and agricultural (inclusive of forestry) development.

### **2.5.7 Provincial Zoning Scheme Model By-Law**

This is a set of Zoning Scheme By-Laws drafted by DEA&DP and could be accepted by a municipality in unchanged form or adjusted form, or the municipality could decide to develop its own set off Zoning Scheme By-Laws. The general purposes of this zoning scheme are:

- To promote and implement the applicable national, provincial and municipal planning and development principles;
- To determine use rights, to manage urban growth, development and utilisation of land, as well as conservation of the natural and cultural environment, in order to:
  - Achieve co-ordinated and harmonious development of the municipal area;
  - Promote integrated and sustainable development;
  - Enhance the quality of the built environment; and,
  - Protect important natural and cultural resources.

### **2.5.8 Policy for the Establishment of Agricultural Holdings in the Urban Fringe (September 2000)**

The aim of the policy is to create opportunities for aspirant farmers on plots of land below the minimum farm size required in most agricultural districts in the Province.

## **2.6 THE PROCESS OF DEVELOPING THE WCPSDF**

The WCPSDF was developed over the period 2004 to end 2005, in three main stages:

- Analysis and synthesis of key findings (June to December 2004);
- Development of proposals (January to April 2005); and,
- Finalisation, alignment with other iKapa strategies and adoption (May to November 2005).

A fourth stage will encompass the formal approval of the WCPSDF in terms of legislation during January/February 2006.

A fifth stage will involve the building of capacity and training with regard to the implementation of the WCPSDF.

### 2.6.1 Stakeholder participation

The WCPSDF involved substantial participation from stakeholders through a range of mechanisms:

- The **WCPSDF Steering Committee**, which met monthly over the course of the project, and included representatives from provincial and national departments and agencies, municipalities, and NGOs;
- **Expert input** in the analysis phase, to assist with identifying key issues and their spatial implications;
- Three **roadshows**, one in October 2004 to present the analysis and one in April 2005 to present the proposals (these roadshows involved workshops in every district and the City of Cape Town, and involved representatives of all the social partners). A third roadshow addressing executive mayors, councillors and senior officials was conducted by the Minister in August and September 2005. Over 1000 people representing 300 organisations attended the roadshows;
- Numerous one on one discussions and presentations to provincial government departments, organisations, institutions, etc.;
- The **WCPSDF Consultative Summit** on 29 November 2004;
- Opportunities for **public comment** on draft documents; and,
- 106 comments were received, see Annexure A.

### 2.6.2 Related projects

The WCPSDF relates closely to several other provincial projects:

- **Growth Potential Study of Towns** (Van der Merwe, IJ, 2005), undertaken by the University of Stellenbosch – this study fed directly into the WCPSDF;
- The Provincial **State of the Environment Overview Report** (SRK Consulting Engineers, 2004), undertaken by SRK. The WCPSDF Steering Committee also served as the steering committee for the SoER. The SoER provided valuable indicators for tracking the implementation of the WCPSDF, as well as other information;

- The **Golf Course Guidelines** (MCA Planners et al, 2004), the proposals in the WCPSDF align with the recommendations from this guideline document;
- **Urban Edge Study** (Enviro Dinamik, 2005) The purpose of this study and the report is to establish criteria for the preparation of urban edges, i.e. to determine what issues and factors should be considered in the drawing of urban edges and also where urban edges should be drawn around towns and cities. In addition thereto the report / study must set out the guidelines for the management of the urban edges in the Province, i.e. provide policies for the consideration of land use applications inside, on or over the urban edge, or for that matter land use applications that leapfrog development and would occur in rural areas, ultimately skewing development trends; and,
- **Integrated Law Reform Project** (DEA&DP, 2005) The Integrated Law Reform project aims to eradicate duplication in the environmental, planning and heritage legislation and aims to combine these three pieces of legislation into a single coherent Act.

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## 3. CONCEPTUAL APPROACH

### 3.1 VISION

The WCPSDF shares the vision of A Home for All in the Western Cape. While the WCPSDF cannot address all the challenges of achieving this vision, it does have a key role to play in ensuring that the overall spatial framework for development in the Province is sustainable.

As a cross-sectoral, integrated spatial development framework, the task of the WCPSDF is to set out clearly what it will take to put the Western Cape on a sustainable development path.

The Western Cape, along with the rest of South Africa, is not on a sustainable development path, in spite of frequent acknowledgement of the importance of sustainable development.

The consequences of the current development path are:

- Increasing income, asset and spatial inequalities between rich and poor with increasing concentration of wealth among a small minority (PERO: 2005);
- Perpetuating apartheid spatial planning patterns entrenching race and class divisions in the Province's urban settlements;
- Deteriorating urban functioning and with the poorest living furthest from areas of opportunities, without viable public transport systems;
- Limited access to social services for the poor;
- Less and less public access to the coast as it is increasingly privatised for the wealthy;
- A water crisis, as groundwater and river ecosystems cannot cope with the amount of water abstracted from them to meet increasing demands for water;
- Collapse of ecological functioning as biodiversity is lost through destruction of natural habitat and alien invasive species, leading to loss of ecosystem services such as natural purification of water supplies and creation of drainage systems, moderation of floods, droughts and temperature extremes, generation and renewal of soil fertility, and prevention of soil erosion and nutrient cycling; and,
- Air pollution, mainly from vehicle emissions.

Changing the Province's development path to a sustainable one is going to require changes in the way things are done in the Province – sometimes dramatic changes that will be resisted by vocal and powerful interest groups. This means that political will is a key ingredient of the successful implementation of the new development path (see Sections 8 and 9 on Implementation for discussion on this and other key ingredients).

It is easy to talk about "sustainable development" and to agree that it is a priority. Business as usual will not be effective. The WCPSDF provides practical mechanisms for shifting to a sustainable development path, and changing from business as usual to something new.

Many of the problems and challenges faced in the Western Cape are common to other regions and countries, especially in the developing world. The Western Cape, and South Africa, could lead the way internationally in achieving the shift to a sustainable development path.

The Western Cape's natural environment is unique, even on a world scale, given that one of the world's six floral kingdoms occurs only here. The fynbos that characterises the Cape Floral Kingdom is not only a unique veld/vegetation type, but also represents or symbolises the more general natural vistas of the Province with its fold mountains, its many valleys, its coastal plains and its Karoo interior. This natural environment must at the least be preserved in its current state, and preferably enhanced. To fail in this would lead to the ruin of the Western Cape's splendour and therefore its socio-economic and environmental-integrity base as well as the well-being of the inhabitants of the Province.

In his State of the Province address at the 2005 session of the Legislature, the Premier Ebrahim Rasool concluded by saying that the provincial government focuses simultaneously on doing the right thing for the long term as well as not compromising on the importance of delivering on the immediate needs of our people. Such a strategy is not without tension and challenge, but its achievement will be a historical feat.

### 3.2 STRATEGIES TO MOVE BEYOND GENERALISED GOALS AND OBJECTIVES TO ACHIEVE MEANINGFUL IMPACT

At a workshop held with senior officials in November 2004 a review of the impact of previous planning initiatives on policy-making and implementation, revealed little change to a number of key indicators including income, assets and spatial inequalities, rate of consumption of rural and agricultural land, destruction of sensitive scenic vistas and a substantial increase in road traffic, particularly of private motor vehicles.

This suggests that generalised goals and objectives, while they may be widely agreed to, do not provide sufficient guidance to enable effective changes. One reason often cited for this state of affairs is that most SDFs are not more than guidelines that are adhered to almost only at whim with regards to spatial planning particularly when they are not statutorily approved. However, making the WCPSDF statutory is necessary but not sufficient to achieve the changes needed to place the Western Cape on a sustainable development path. Even if the WCPSDF principles and policies are enshrined in law, a common understanding of *precisely* what needs to change and how it will be implemented is still required. This begs the question, how is such a change or transformation achieved?

The process of transformation in other parts of South African society has generally followed a two stage process. First, general visions and objectives were spelt out with a hope that they would be voluntarily achieved. Unfortunately, experience indicated that, with a few exceptions, compliance with these new visions and objectives was not achieved. This led to the second stage of the process, namely the introduction of quotas (Charters) and Key Performance Indicators (KPIs). These have turned out to be a powerful tool in refocusing mindsets in new directions as they provide concrete measures against which to assess progress.

KPIs will not be prepared in detail as the WCPSDF is an overarching document and this will be the responsibility of government departments (national and provincial), municipalities, organisations and businesses. Nevertheless, where appropriate the WCPSDF lays down clear parameters, in some cases quantitative, against which progress can be measured (see Section 8 which deals with the detailed policy proposals of the WCPSDF).

### 3.3 A FRAMEWORK OF INTERRELATED SYSTEMS WITHIN THE PROVINCE

There is always tension between the reality that life and all of its components function and are experienced as a single interrelated system, and the need to disaggregate these components for the purpose of research and teaching (hence the divisions at school into subjects and at university into faculties) and administration (compartmentalisation of government into departments and ministries). The last three to four decades have seen this tension emphasise separation to the extent that governments and educational institutions become increasingly unable to address cohesively the various demands made of them. This state of affairs was clearly recognised with the Western Cape government's commitment to holistic governance.

However, this holistic approach can only be effective if it is carried as a golden thread through all the activities of government including background research, proposal formulation and implementation. This places a considerable challenge on the WCPSDF to go beyond the traditional rational comprehensive approach to spatial planning, in order to avoid compartmentalisation and to support the achievement of holistic governance. This is done in the WCPSDF through the use of a "framework of interrelated systems", which recognises that activities in the Province occur as a multi-layered matrix in a single space - the geographical extent of the Province. Although there is clearly some exchange outside the boundaries, e.g. imports and exports, fiscal transfers, energy transmission and cyclical and permanent migration, ultimately the Province depends on the resources within its boundaries.

Figure 3.1 illustrates this relationship by showing how the 28 subsections of the WCPSDF's analysis (see Section 4) are all interrelated within the spatial extent of the Province, even though they may be separated for the purposes of research, implementation and management.

At the macro level the layers can be grouped into three categories. Natural systems are the primary or foundational layer on which all of the others rest, acknowledging the natural capital base on which the other two set of layers must feed, in a sustainable way. Thus, geology and soils and climate form the basic geomorphological relationship which gives rise

to hydrological, topographical and biodiversity patterns. Agriculture and mining are included in this sub-set due to their close relationship with the natural environment.

Previous research (Gasson, 1998) shows a primary correlation between population distribution and the underlying pattern of natural environmental distribution, rather than with the pattern of the built environment. The pattern of the built environment is nothing more than a reflection of how the relationship between population requirements and natural resources is resolved. The next set of layers resting on top of the natural systems layers relates to socio-economic trends.

The final set of layers deal with the built environment, and the analysis that follows will show that it is with these layers and the patterns they follow that most problems with resource sustainability occur.

Planning, heritage and environmental policy are seen as three golden threads that have a transverse relationship with all the layers of the framework.

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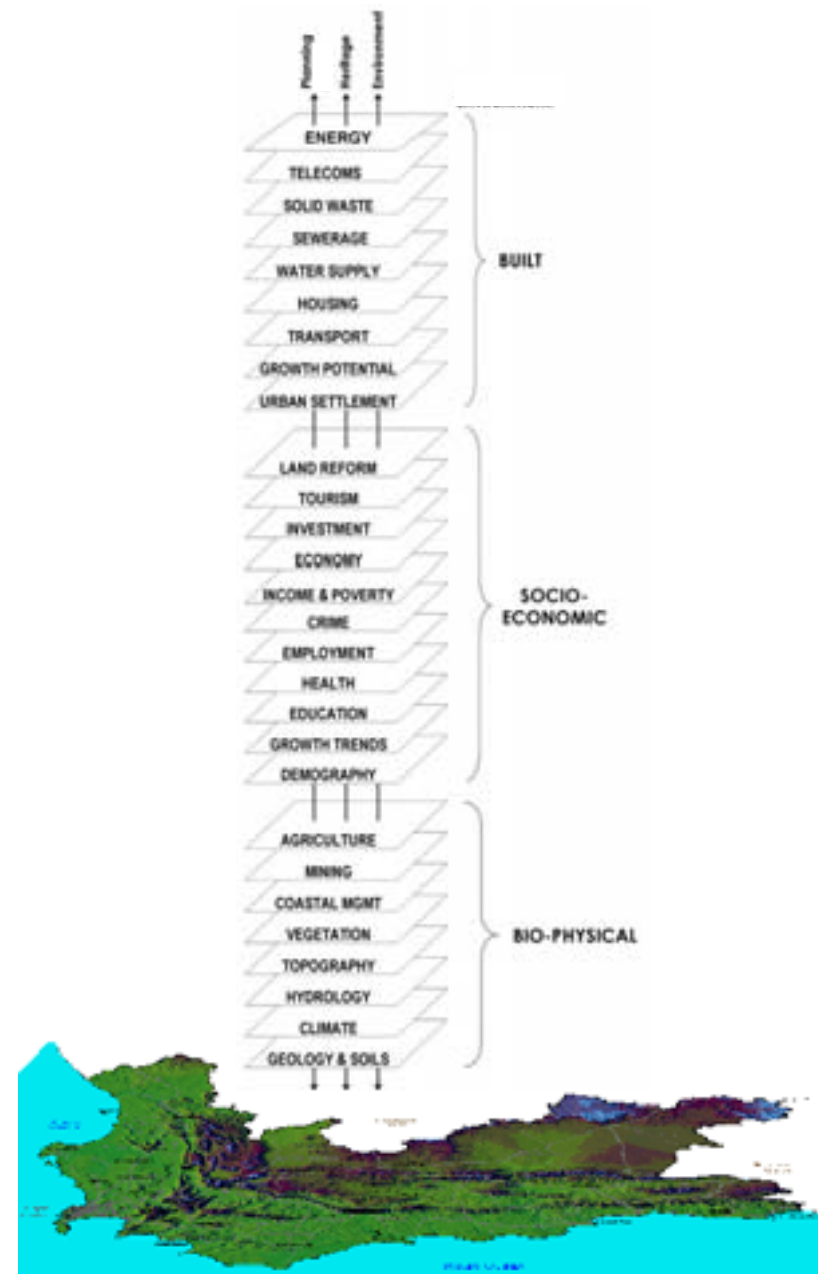


Figure 3.1 A Framework of Interrelated Systems

