

6. SUMMARY OF COMMENTS TO DRAFT 2 OF THE WCPSDF

This section summarises the comments to the WCPSDF Draft 2 proposals.

All in all over 1000 people representing 550 organisations (including organs of state) attended the three rounds of provincial workshops. Many of these attended the WCPSDF summit held at Cape Town International Convention Centre on 29 November 2004 (\pm 300 people). Attendance at the road shows was organised by the Provincial Development Council from their data base to ensure that the four Social Partners in each district were informed and given the opportunity to attend. A third round of workshops was conducted by the Minister of Environment, Development Planning & Economic Affairs from August to October 2005 which was attended by approximately 224 people representing 103 organisations.

Figure 6.1 summarises the above workshops and meetings and the total list of people who attended.

WORKSHOPS Venues	FIRST ROUND		SECOND ROUND		THIRD ROUND (Mayors & Councilors)	
	Dates	No. of Attendees	Dates	No. of Attendees	Dates	No. of Attendees
	2004		2005		2005	
Central Karoo	11 Oct	44	11 April	40	15 Aug	18
Eden	12 Oct	108	12 April	108	16 Aug	67
Overberg	13 Oct	47	13 April	37	22 Aug	43
City of Cape Town	14 Oct	88	14 April	79	20 Sept	53
Winelands	18 Oct	60	18 April	70	1 Aug	25
West Coast	19 Oct	53	19 April	58	12 Oct	18
Total		400		392		224

Figure 6.1 Summarised List of Provincial Workshops

A number of dedicated bilateral presentations were made to conferences and organisations whose members were considered to be directly impacted by the proposals one way or another. Another approximately 1300 people attended these various meetings and presentations. Further presentations were also held at the request of stakeholder groups where possible to give their rank and file members an

opportunity to comment on the proposals, see Figure 6.2. An additional workshop was held in the City of Cape Town in November 2004.

106 written submissions to the Draft 2 WCPSDF proposals were received by the date of the final extension of the deadline (13 May 2005) for responses. These comments were generally in response to the road show presentations in the various districts of the Province and/or to the written proposals received either in hardcopy format from the various presentations or downloaded from Capegateway, the provincial government website.

BILATERAL MEETINGS : WORKSHOPS AND CONFERENCE PRESENTATIONS		
Venue	Date	Organisation
CTICC	1 November 2004	WCPSDF Summit
Constantia	20 January 2004	PGWC : Department of Culture and Sport (50)
UCT	April 21, 2005	South African Planning Institute (30)
George	May 7, 2005	Southern Cape Land Claims Committee (45)
Salt River	May 21, 2005	Civil Society (PDC) (\pm 25)
Fishhoek	May 2005	South Peninsula Ratepayers Association (20)
Constantia	6 May 2005	Association Consulting T&RPS (ACTRP) (50)
DEADP Offices	5 May, 10 May	SA Property Owners Association (SAPOA)
Pinelands	12 May, 23 May	Institute of Estate Agents (15)
George	February 23, 2005	Eden IDP/ SDF Summit (180)
Elsenburg	July 21, 2005	Department of Agriculture
Elsenburg	September 7, 2005	Department of Agriculture, AgriWesCape (\pm 40)
Cape Town	September 30, 2005	ICOMOS-SA & AHAP (\pm 20)
Cape Town	September 2/9, 2005	Department of Land Affairs/Land Commission
Rondebosch	June 10, 2005	Institute of Valuers Conference (150)
Stellenbosch	August 30, 2005	Rode Conference (231)
Bellville	May 3, 2005	PDC meeting
Cape Town	August 4, 2005	Chamber of Commerce - Business (PDC) (\pm 15)
Salt River	21 May 2005	Civil Society (53)
Civic Centre	August 8, 2005	City of Cape Town : Planning Committee

Figure 6.2 Bilateral Meetings

6.1 GENERAL RESPONSE

Generally, there was overall support for the proposals. This was evident from the response at the workshops and many of the written submissions, that, while they may have had particular items of concern, were supportive of the many other proposals.

There was a widespread feeling that many of the proposals, particularly those embracing resource conservation and urban restructuring, were long overdue. This support was manifest even among those stakeholder groups whose projects, either in process or still in concept, may need to be amended as a result of the proposals becoming applicable in law. In many instances respondents fully supported proposals and rather focussed on implementation. In this regard there was considerable concern that the proposals would be watered down, changed, or deleted in response to the lobbying that may occur from parties whose interests may be threatened.

It is important, in addressing issues of concern, that the overall and widespread support for the proposals is not forgotten and that the positive momentum created by the process to date is not lost. This can be achieved by a number of parallel processes that address the following categories of proposals simultaneously:

- i. Proposals for which there was widespread support and which can therefore be approved as policy subject to the detail of their implementation;
- ii. Proposals which are appropriate, particularly in the long term but which may generate short term resistance, and for which there may need to be fine tuning and lobbying for their support; and,
- iii. Proposals which were inappropriate and which should be deleted.

Judging from the public participation response most proposals fit into the first category with the remainder fitting into the second. No proposals fed into the third category although there may still be lobbyists who would like proposals in the second category watered down or deleted.

Because of the comprehensiveness of the public participation process there was a broad range of respondents. Their comments in many cases reflected particular philosophical or experiential positions as well as the frame of reference of the respondent; for example, academia, the NGO and CBO sector, business or government. However, it should be stated that the WCPSDF, while it must influence and guide as wide a range of stakeholder groups as possible, is primarily a document aimed at governance and assisting the authorities in this regard. It is not, and cannot be, a popular or academic document.

Nine major areas of concern were identified from the responses as follows:

1. Public participation;
2. Scale and scope;
3. Development outside the Urban Edge;
4. Appropriateness of densities, urban restructuring and a tightly drawn Urban Edge;
5. Rural development, the growth potential study and the NSDP;
6. Statutory basis and legal rights;
7. Implementation;
8. Overall vision for the WCPSDF; and,
9. Regional planning theory.

6.2 PUBLIC PARTICIPATION PROCESS

The public participation process itself was raised as a major concern, particularly by civil society groups in the northern and southern areas of the City of Cape Town. The point was made that over 70% of the Province's population live in the City and that only affording the City one out of six district workshops in the three rounds of workshops did not represent a fair opportunity for civil society within the City of Cape Town to engage with the WCPSDF proposals.

It should be pointed out that the public participation strategy for the first two rounds of workshops was managed by the PDC, who were responsible for publicising the WCPSDF process with their stakeholder groups, before it commenced. Due to criticism of metropolitan bias of previous processes from the rural areas where as many or even more workshops had been held in the City compared to the remainder of the

Province, it was decided to treat the City as a single district for the purposes of the WCPSDF. Judging by the lack of complaints from the rural areas regarding metro bias in contrast to previous processes this strategy was successful from the point of view of this criticism.

Nevertheless, the complaint about inadequate opportunities for civic groups in the City of Cape Town to participate was addressed by an additional workshop with civil society in Cape Town at a venue chosen by them and by holding further workshops on request where possible. An additional workshop was also held in the Southern Cape in response to a request from civic groups in this region.

Solution:

A solution to future provincial processes of this nature would be to hold workshops in each of the City of Cape Town's administrative areas (six) as well as in each of the provincial districts. This would amount to eleven workshops instead of six in each cycle. Extra costs for these additional workshops would be reduced to some extent as travel would be considerably reduced and accommodation would not be necessary in the City of Cape Town when compared to the district workshops.

Notwithstanding their concerns over the public participation process the City of Cape Town civics were generally supportive of the proposals with their main concern being the need for strong political will and effective implementation.

They also raised concerns regarding the alignment of the WCPSDF and the City of Cape Town Integrated Zoning Scheme (IZS) being "workshopped" during this period, believing that the two processes should be brought into alignment. However, the IZS does not fall within the scope of the WCPSDF at present and other avenues are required to address this concern.

6.3 SCALE AND SCOPE

Two levels of concern were raised in this regard:

First, there was a response that the WCPSDF should confine itself to provincial level issues only and that certain issues, not clearly defined but presumably those such as restructuring urban settlements, should be left entirely to the municipal level. Concerns were raised regarding the principle of co-operative governance and the dangers of appearing to interfere in the scope of another sphere of government. There was also a sense that the WCPSDF should be making some kind of a determination of the ideal settlement hierarchy of the Province.

Secondly, there was a response that the WCPSDF should be giving more direction at the regional or district level, particularly with regard to issues such as encouraging the "Sense of Place".

Solution:

The issue of scale and scope of the WCPSDF was deliberated a number of times at project steering committee meetings and the following position was arrived at:

With regards to the overall settlement and provincial wide strategy of the WCPSDF it was decided that the emphasis should be on identifying and mapping a broad land-use planning classification for the entire Province, based on current statutorily defined areas and a provincial level of understanding of the arable land and biodiversity resources as provided by the Department of Agriculture, Department of Cultural Affairs and Sport and the South African National Biodiversity Institute (SANBI) via Department of Environmental Affairs and Development Planning. The **detailed** alignment and mapping of the land-use planning category boundaries to assist with development control and other land-use planning requirements should be done at the municipal SDF level, or even, if appropriate, at the large project level according to land-use and other principles agreed at the provincial level.

This principle applies similarly to the issues of urban restructuring. The WCPSDF should determine the principles and performance criteria, for example, achieving a gross town density of 25 du/ha, but precisely how and where this is done in an urban settlement should be determined by the local municipalities in spatial development plans (SDPs) for their urban settlements.

Proposals dealing with regional sense of place should not be determined at the provincial level but rather at the district level again according to clearly defined principles. Thus the criticism that the WCPSDF should be spelling out proposals for the "sense of place" for the districts is unfounded. It is more appropriate for the districts themselves to develop an idea of what their own "sense of place" is. The WCPSDF should not go beyond discouraging/prohibiting the copying of foreign styles and encouraging the districts/ regions and the towns to develop and strengthen their own "sense of place" and produce urban design and architectural guidelines to strengthen their unique landscape and architectural character.

The following table gives an indication of scale and scope with regards to the following tasks as example:

TASKS	PROVINCE	DISTRICT	LOCAL
Spatial Planning Categories	Principles Broad Mapping	Co-ordination and broad mapping	Detailed alignment
Urban restructuring	Principles	Co-ordination	Detailed plans
Facilities Location	Principles	Co-ordination	Detailed plans
Sense of Place	Principles Scenic quality General policy, e.g. discourage copying of foreign architectural styles	Broad mapping	Detailed mapping Urban design and architectural guidelines

Figure 6.3 Examples of different tasks and responsibilities

One of the concerns raised in regard to scope and scale related to the issue of unfunded mandates as local municipalities believed that they would be allocated tasks for which, although reasonable that they should implement the detail, they do not have the funds.

There are four responses in relation to this concern:

First, the issue of unfunded mandates should not cloud the argument of the appropriate level at which tasks should be performed. This could lead to an unsatisfactory situation whereby provincial or even national levels of government do local planning and implementation by default merely

because they have the available financial resources. Rather, ways should be found to provide funds for action at the appropriate level.

Secondly, the management and budgeting processes of the municipality should be scrutinised to ensure that funds that should be made available for these tasks are not being used elsewhere because the priority system has not been carefully worked out. The IDP process is meant to assist with addressing the appropriate prioritising of operational and capital expenditure.

Thirdly, in many instances, particularly if the need for detailed planning arises because of a major development application, the costs of this work could be made part of the application costs of the project to be paid by the developer. This can be justified on the grounds that municipal funding is being used in other areas to facilitate development such as low income housing for which there is a much greater public benefit.

Fourthly, there may be instances, such as the Area Wide Planning Initiative in the Slanghoek Valley, where it may be appropriate for provincial and even national funding from a number of departments to be made available for detailed planning because it can be argued to have a wider benefit than just the municipality on its own. The IDP process is designed to facilitate such a funding strategy and the provincial level of government should assist this where necessary.

Finally, this issue also raises the question of co-operative governance between different spheres of government as enshrined in Section 41(g) and (n) in the Constitution (ref: Constitution of the Republic of SA (Act No. 108 of 1996)) and the Intergovernmental Relations Act. This upholds the principle that for many issues local authorities are best placed to comment on and intervene at the grass-roots level, and should not be subject to overarching policies imposed through a top down process that may be inappropriate on the ground.

However, there are four aspects that could counteract this principle. The first is that in some instances it has proved difficult to implement important national policies, particularly those aimed at changing the status quo with respect to issues such as land reform and urban restructuring.

The second is that in certain instances local communities may take advantage of the principle of co-operative governance to entrench the status quo, a situation not seen as acceptable should this amount to preserving inequitable legacies from the past.

Thirdly, in many instances local authorities themselves have requested stronger and clearer guidance from provincial and national levels as to what they should be doing at the local level.

Fourthly, Section 156(4) (6) and (7) requires that national and provincial government ensure the effective performance of local authorities.

Therefore, the following is recommended:

- 1. The responsibilities and duties of the four spheres of government be spelt out in the WCPSDF implementation for consideration by representatives of these spheres as to what the tasks should be and how they would differ at the different levels. (Note: for the purposes of the WCPSDF the four are; 1) national, 2) provincial, 3) district, and, 4) local. (Note: in terms of three spheres of government district and local comprise one sphere, i.e. local government.)**
- 2. That mechanisms, such as those existing in the Municipal Systems Act, whereby municipality actions have to take national and provincial policy into account, and should not operate independently, should be clearly identified.**

6.4 DEVELOPMENT OUTSIDE THE URBAN EDGE

There was concern from a few stakeholders, generally from that group of property developers and their associated professionals who specialise in developments outside the Urban Edge, particularly golf course, eco and agricultural estates, about the proposal to limit such developments to those whose primary role is the support of biodiversity conservation.

This group believe that economic development and employment creation should also feature very strongly as motivation for such projects. This appears to be because these stakeholders generally propose large projects ranging from 400 to 2000 units, and their scale is such that a large

number of units are necessary to afford the costs of the infrastructure associated with these projects. This tends to be excessively expensive due to the sprawling, low density nature of their layouts, particularly when full standard municipal services are installed. Such large projects cannot be justified on biodiversity conservation reasons alone and so the argument for economic growth and employment creation is used with respect to potential tourism, servicing and construction job opportunities.

This group's second major area of concern was the proposal to prohibit freehold, sectional title and shareblock forms of tenure for areas of land below that of the minimum farm size as determined by the Dept. of Agriculture outside of the Urban Edge. Their main concern was that, even for small scale projects, it is much more difficult to raise capital from the banks without some form of private ownership collateral. Most small scale private resorts that did not involve some form of private ownership depended on income from other sources of the owner or developer, especially in their start up years. While there are some projects that successfully employ this model their long term financial sustainability is not guaranteed particularly should the subject property be sold out of the portfolio of the owner or developer who was cross-subsidising it. Starting such projects is also difficult in those instances, which is probably most cases, where the developer/land owner does not have access to other income streams. In most cases there is only the land parcel in question to provide the asset from which to generate income.

Solution:

With respect to the first concern, i.e. to limit projects outside the Urban Edge to those which have biodiversity conservation as their prime motivation and, in this context, to relegate economic growth and employment generation benefits to secondary importance only, the following is suggested:

The importance given to supporting projects outside the Urban Edge which are motivated primarily on biodiversity conservation grounds should be maintained if environmentally sustainable use of resources as required by the many environmental protocols signed by the government are to be followed through to the local level. Economic growth and employment creation goals are important and should be considered but only as a secondary rather than a primary motivation for such

developments. Issues of Land Reform and broadening black people's ownership of land and businesses must also play a part but, again, this should be in the context of promoting biodiversity.

However, it is essential that this policy emphasis enjoys strong political support. Without this support it will be difficult to sustain such a policy. In any event these should form part of the motivation of every project and not just those outside of the Urban Edge. A process should be set in motion whereby this policy emphasis is discussed and then endorsed or amended at the political level. This will provide the necessary policy support on which to go forward with the recommended bias or emphasis.

With regards to the second issue regarding the prohibiting of freehold, sectional title and shareblock it is suggested that this proposal is amended to permit these forms of tenure but within the context of conditions around the first proposals, namely that any such development should have as its prime motivation, biodiversity conservation and land reform.

The other conditions proposed for such development relating to:

- Visual impact, architectural, urban design and site location;
- Use of renewable building materials;
- Use of sustainable energy and water and sewage treatment technologies;
- Maximum bulk and height restrictions; and,
- Maximum number of units;

should remain.

The last bullet point, maximum number of units, has been a controversial issue. There has been general concern that too many units have either been proposed or permitted in large projects outside of the Urban Edge leading to problems associated with urban sprawl such as visual blight, excessive need to travel due to remote locations and high demand for service capacity, especially for bulk infrastructure which costs are generally the responsibility of the municipality.

There have been efforts to contain the number of units outside of the Urban Edge. For example, the Dept. of Agriculture permits one unit per 10 hectares up to a maximum of 5. There is a similar condition in LUPO also

based on a maximum of 1 unit per 10 hectares. (Land Use Planning Ordinance, 15 of 1985). A number of local structure plans have also been grappling with this issue. Their proposals have differentiated between freehold and rental accommodation with greater densities permitted for rental accommodation. Landscape visual carrying capacity has also been taken into account with lower densities permitted on landscapes with low visual carrying capacity such as plains.

The following maximum density controls for developments outside of the Urban Edge are proposed:

1	2	3	4	5	6
Landscape Type	Free hold/ sectional title/shareblock Units/ha (areas described in columns 4 and 5 to be excluded before permissible densities calculated)	Rental Units/ha (areas described in columns 4 and 5 to be excluded before permissible densities calculated)	Max. Slope	Other exclusion zones (floodplains, wetlands, rivers, ecological, visual impact setback lines)	Building Height
MOUNTAINS	1 / 20	1 / 10	1:4	as defined by experts	2
HILLS	1/20	1 / 10	1:4	as defined by experts	1
PLAINS	1 / 100	1 / 50	1:4	as defined by experts	1

Figure 6.4 Maximum Density Controls for Developments outside the Urban Edge

Notes:

1. The municipality must, as part of its SDF, classify all the landscapes within its boundaries in terms of one of the three landscape types. These should be agreed by the project steering committee and be ratified by provincial departments.
2. Lower numbers of units are permitted under the ownership than rental categories because of the tendency of ownership units to be considerably larger and therefore have greater impact.
3. The ratio of units per hectare does not imply that this should be the minimum subdivision size. Plots should be no more than the minimum required footprint to accommodate the required building footprint, i.e. from 500 to 1000m².

4. The location of dwelling units should not be spread evenly across the landscape but should rather be clustered according to ecological design criteria that should reveal the most suitable areas for development according to a McHarg type sieve map analysis of natural and built attributes.
5. Excluding slopes greater than 1: 4 and other ecological exclusion zones will have the effect of further limiting development as these areas should be excluded from the areas for which the density calculation applies in columns two and three.
6. Height restrictions are higher in areas with greater visual carrying capacity, e.g. the mountains and lower in those with less, i.e. the hills and plains.
7. All services, (bulk, linking and connections) including waste disposal and roads required for projects outside of the Urban Edge shall be the responsibility of the owner/ developer and not the municipality for both construction and operational phases.
8. The layout, design and materials used in buildings, roads and landscaping shall vary according to the sense of place in different part of the Province as reflected in district and local municipal architectural, urban design, services and landscape design guidelines that must be prepared.
9. Other requirements such as environmentally appropriate building design, the provision of offsets, and safeguards for land reform programs still apply.

6.5 APPROPRIATENESS OF DENSITIES, URBAN RESTRUCTURING AND A TIGHTLY DRAWN URBAN EDGE

There was concern from a number of parties that the proposals to increase urban densities to an average gross density of 25 du/ha was too ubiquitous, that this would destroy the unique character of the settlements of the Province and that it would lead to unacceptable high rise buildings in rural villages and towns. This was also coupled to a fear of urban restructuring itself, which appeared to imply that in these instances, objectors to the policy proposal were content with the current apartheid derived status quo. There was also a concern that the result of the principles proposed for the Urban Edge drawing would be too tight to permit needed urban settlement growth.

There are a number of points to be reiterated in this regard:

An average gross density of 25du/ha is a minimum performance hurdle

First, the figure of 25 du/ha is derived from local and international research which has found that this is a minimum density at which urban settlements begin to significantly improve their urban performance. (Ref: Urban Task Force, 1998 : Towards an Urban Renaissance; research in Europe - examples of town plans (Leuven Morgen Het Ruimtelijk Structuurplan in Openbaar Onderzoek, Richtinggevend Gedeelte Bindend Gedeelte, 2003). Dewar et al, 1991, South African Cities A manifesto for Change, Urban Problems Research Unit, University of Cape Town.) In fact some authorities have put this figure considerably higher at 50 dwelling units per hectare. (Dewar, 1995, Creating Vibrant Urban Places to Live : a Primer, NEWHCO, Cape Town).

Research relating densities in different suburbs of an urban settlement to their performance showed a marked increase in urban performance including:

- The ability to walk to a number of different destinations on foot;
- Improved surveillance and security;
- Wide range of employment and retail (shopping) opportunities within easy access; and a
- Vibrant and active streetscape.

(CNdV Africa, 2003. Stellenbosch Growth Management Strategy, Stellenbosch Municipality)

Thus, the figure of an **average** gross density of 25du/ha should be seen as a hurdle below which urban settlements will not perform adequately, and above which a number of positive opportunities begin to be achievable. It is clear that the figure of average gross densities of 25du/ha is a fundamental and universal indicator or metric that is more akin to a formula that, if not achieved, will result in sub-optimal urban performance.

A single density benchmark will not create a stereotype

Secondly, although an **average** gross density 25du/ha has been identified effectively as a single hurdle this does not mean that, if applied to all settlements, that it would result in a sterile, stereotyping of the character of these towns¹. This density hurdle can be achieved in many different ways, through different layouts, densification of different parts of the urban settlement according to its structure of higher and lower order streets and

¹ Indeed it would be difficult to find a more effective way of creating the monotonous and sterile environments that characterize many of the Provinces' urban settlements than the combination of road setback lines, single dwelling based zoning schemes and national building regulations, currently in force, and whose impacts must be addressed.

areas of higher and lower access, and different building styles, massing and form. Because of this flexibility it is possible to achieve higher densities and actually strengthen particularly the historic character of most settlements which was based on a higher density, walking distance urban form. Higher gross densities, even as high as 60 to 100 dwelling units hectare gross, will be necessary in areas of highest accessibility in order to achieve **average** gross densities of 25 du/ha, which implies that in other areas densities can remain lower, as little as 4 to 8 dwelling units per / hectare on the periphery. Thus, there is plenty of opportunity for positive local character to be expressed.

2 to 3 storeys can achieve significant density increases

Thirdly, calculations show that it is possible to achieve gross densities as high as 60 to 100 dwelling units without going above 2 to 3 storeys.

e.g. 1 hectare = 10 000 m²

Set aside 40% of property used for roads and open space purposes

This leaves 6 000 m² to be used for say residential purposes

This permits 60 x 100 m² plots = 60 du /ha

50% coverage on each plot allows 50 m² ground floor

2 storeys = 100 m² gross building area

3 storeys = 150 m² gross building area

Both 100 m² and 150 m² gross building areas per unit are more than adequate for social and middle income housing.

Furthermore, it can be seen from these calculations that densities of 100 du/ha can easily be achieved if plots are reduced to 60 m² or an apartment type configuration without plots is used, for instance the 2 and 3 storey housing on the N2 Gateway project with apartment areas of 34 – 70 m².

It is clear that fears of high rise buildings being necessary to achieve higher densities are unfounded.

Increasing densities can only be achieved in settlements experiencing growth pressure

Fourthly, this AVERAGE gross density figure can only be given effect in those towns experiencing development pressure where it should be used as one of a suite of policies to guide development control. It is these settlements that are most in need of restructuring if they are to successfully meet the needs of their current and future inhabitants in a sustainable manner. Obviously in settlements where there is no demand for urban development this policy would not be relevant and so would not impinge on the existing character of the settlement.

Restructuring of urban land-use and socio-economic patterns is also necessary

Fifthly, there are other aspects to urban restructuring other than densification. These include the need to reorganise the location of many of the activities in urban settlements whose dispersed geographical pattern creates a large demand for motorised travel, which in most cases has to be by private transport due to inadequate public transport services. There is also a need to reorganise the socio-economic pattern of urban settlements which, in many areas, still reflects the racist separation of the Group Areas Act. Although the concerns about the consequences of reorganising these patterns for property values and community stability are noted it is believed that if the principle of a Socio-economic Gradient within walking distance is sensitively applied these concerns can be reasonably dealt with, while at the same time making significant progress to dismantling urban settlements' apartheid layouts.

A tightly drawn urban edge is necessary if densities are to effectively increase

Sixthly, if the need to densify and restructure urban settlements is regarded seriously then a tightly drawn Urban Edge is non-negotiable. (Reference : Dewar & Todeschini) Most urban settlements in the Province, on average, have **average** gross dwelling units densities of 12 du/ha. This is approximately half of what average gross densities should be to achieve adequately performing urban settlements. For example, one participant at a workshop on the April road show reported that one of the reasons for South Africa's inability to compete with China's labour costs is that Chinese labour is able to walk to work whereas in South Africa, individuals, companies and the state were having to bear high transport costs, through fares, higher wages and subsidies.

A key component of raising densities is to limit the outward spread of urban settlements. If the area of urban settlements continues to increase outwards then increasing densities is made more difficult. If this problem is to be addressed as soon as possible then it is essential that the urban edge is held as tight as possible for a five or 10 year period, as long as it takes to increase densities. This will obviously be easier and quicker to achieve in faster growing settlements than slower ones. If a loose approach is taken to delineating the urban Edge, particularly if there is an intent to continue to facilitate the current form of low density urban sprawl that remains the dominant urban form for high income and subsidy housing projects, then surprise and concern should not be raised at the lack of change to urban structure and its associated inefficiencies in the Province's settlements in the future.

Measures to address increasing land costs (that are already occurring)

Seventhly, concerns have been raised that constraining lateral urban growth by a tightly drawn urban edge and increasing densities will increase property prices to the level that will make urban restructuring and particularly providing access to land for the urban poor impossible.

The reality is that this has already happened under the current system of loose or undefined urban edges. The only land that is easily available for low income housing is that already owned by the state. In many settlements not only in the City of Cape Town, the Winelands and the Southern Cape but also in more remote villages and towns property prices have risen to the extent that even middle income housing is no longer affordable.

Thus, notwithstanding proposals to tighten the urban edge and increase densities remedies are already necessary to address the problem of affordability. Some of these include:

- Acquisition of well located land by the state (local, provincial or national) for land banking purposes;
- Implementation of a "prescribed assets" policy whereby developers of private property must enable a certain percentage of social and low income housing either on or off site to be constructed;
- Construction of higher density housing schemes so that unit costs are brought down by economies of scale; and,
- Design of such higher density housing schemes to minimise their vulnerability to "down raiding" from higher income groups.

There is also a need to see costs in terms of a comprehensive long term life-cycle approach which takes into account transport and socio-economic costs rather than only short term construction and land acquisition costs. (Ref: A Aucamp et al, 2005. Making Low-Cost Housing Projects More Accessible for Public Transport in Ethekwini: What are the Costs?)

Therefore, it is recommended that achieving an AVERAGE gross density of 25du/ha for all settlements in the Western Cape should remain as a policy proposal. However, the public participation process has revealed considerable misunderstandings regarding densities, their meaning and their impact, even amongst experienced professionals, never mind the general public. It is imperative that in the WCPSPDF training course a module is set aside to clearly explaining the density policy, its implications and how it should be applied.

Furthermore, providing the principle of a Socio-economic Gradient within walking distance is adhered to the policy proposals to restructure cities functionally and socio-economically should be retained.

Finally, the principle of a tight Urban Edge, capable of enabling densities to increase to an AVERAGE gross of 25 du/ha within 5 to 10 years depending on the rate at which the settlement grows, should also be retained.

It should be made clear that within these parameters there are many opportunities for a flexible approach to building form and style, road and landscape proposals that will allow settlements to retain and enhance their individual characters and sense of place.

6.6 RURAL DEVELOPMENT, THE GROWTH POTENTIAL STUDY AND THE NSDP

Both rural community groups and a number of professional respondents were concerned that the implications of the NSDP and the Growth Potential Study would be to neglect rural settlements outside of the City of Cape Town and those towns identified as having either high growth potential or populations in excess of 5000 people.

It appears that some of these comments embody a knee-jerk reaction that labels any policy that attempts to strategically direct scarce resources to areas where there is a likelihood of achieving greater socio-economic returns as a biased policy that unfairly discriminates against those living in less well resourced places. While there may be some grounds for this sentiment from a populist point of view it falls short with regards to the challenges facing government to invest scarce resources in a strategic, replicable manner. It is because of this challenge that government formulated the NSDP in order to responsibly address the issue of wisely investing scarce resources notwithstanding the difficult political implications that would result.

Those responding in this way also failed, it would seem, to appreciate that the proposals emphasise that it is only fixed investment that incurs vast capital expenditure that should be strategically focussed in this way. All other government spending should be directed where and when it is needed.

It will be useful for the WCPSDF to add clarity to the NSDP's definition of fixed investment where it is defined as large scale roads, services, transport facilities, housing, and education and health facilities. It is suggested that the definition relating to "Fixed investment" is clarified as follows:

- All large scale transport infrastructure including, ports, airfields, bridges, rail and roads including all those with paved surfaces;
- All education facilities including universities, colleges, schools and multi-purpose centres;
- All health facilities including hospitals and clinics;
- All permanent services infrastructure including bulk services, including transfer stations and stormwater management systems, and the individual reticulation of water, sewerage, electricity and telecoms; and,
- All formal housing.

(ref: NSDP, p 29-31)

Investment that can occur in all settlements

There are two types of investment that can occur in all settlements.

First, it should be made clear that the requirement of the NSDP to only invest fixed infrastructure in settlements with high economic growth

potential does not apply to basic minimum services. This infrastructure relates to all services required to provide basic minimum infrastructure such as water standpipes/pumps within every 200 metres, access to toilets, rudimentary roads, and electricity. These services will generally be of a communal rather than an individual nature.

In line with the constitution these must be provided wherever they are required including settlements with low economic growth potential. Thus there can be no question of the "all or nothing" approach alluded to by some respondents.

Secondly, social development programs, for example, education, adult basic education and training (ABET), health – HIV/AIDS awareness, TB, Foetal Alcohol Syndrome (FAS), entrepreneurial development and other programs aimed at improving human resources must also be provided in all settlements as required. With respect to the infrastructure required to provide these services existing infrastructure that may be under the control of a single national, provincial or local government department should be upgraded and shared rather than new infrastructure being constructed.

Grounds for investment in settlements with low economic growth potential

Notwithstanding the NSDP's requirements for directing investment to settlements with high growth potential only, the WCPSDF recommends that should a community in a settlement with low growth potential develop of its own initiative programs or projects to the extent that it is able to make a partial contribution financially or in kind then it should also be able to call on the provincial government and other organisations and spheres of government for assistance.

In this way public resources avoid being spent in settlements where there is little potential in terms of the spirit of the NSDP but initiatives that may be forthcoming from such settlements is not stifled but rather encouraged and supported. The PIMS and RED DOOR centres should become major role players in this regard.

The proposals regarding how investment should be directed in terms of the NSDP, the fact that within these parameters there is considerably social and human investment that can be made in settlements with low economic growth potential, and the opportunity for settlements with low economic growth potential to apply for investment to support local

initiatives, should be more clearly spelt out in the WCPSDF. The NSDP guidelines should assist in prioritising scarce financial resources.

6.7 STATUTORY BASIS AND LEGAL RIGHTS

A number of respondents pointed out that it was critical that the WCPSDF indicates very clearly the statutory basis which provided its mandate for preparation and the legal standing on which it was intended to base proposals.

Although the WCPSDF makes reference to a great many pieces of legislation and policies its statutory basis is narrow and defined. Currently, although the Western Cape has been attempting to implement a Planning and Development Act (PDA), in the absence of this Act being statutorily enforced the WCPSDF's legal standing remains the Land Use Planning Ordinance in terms of which its preparation has been advertised as a Section 4(6) structure plan. Much of the WCPSDF, particularly the background research and aspects of the implementation, will not be governed by law but it is the intention that the proposals in their final form and relevant parts of the implementation will be made legally binding, either in terms of LUPO or the new Law Reform product in whatever form it is promulgated.

In conjunction with the law reform project the precise legal standing of the WCPSDF in its implementation stage must be clarified and made known to all interested and affected parties.

6.8 IMPLEMENTATION

As mentioned earlier there was considerable general support for the proposals as they stand, although certain individual proposals were singled out for improvement, but great concern was expressed with regards to their implementation. Details of how proposals would be implemented were requested by a number of respondents.

It was a deliberate strategy for draft 2 of the WCPSDF to only mention implementation in principle and to direct the main focus to the proposals

themselves. This was so as to minimise the degree to which the scope of proposals might be reduced below the levels where they would be effective because of short term constraints around resources, timing, public opinion and the many other constraints that often result in watering down of policy to the extent that it becomes toothless. For example, the goal of "Moving Ahead" the City of Cape Town's Transport Strategy to achieve a modal split of 80% public and 20% private transport is derived from an understanding of the necessary modal split to effectively address a wide range of transport and air quality issues. Its departure point was not, "what can be done in the short term moving incrementally from where we are now?" The 80%/20% split is a goal that highlights the extent to which the existing status quo needs to change in order to achieve sustainability in the transport sector in the City of Cape Town.

If a so-called "pragmatic" approach was taken it may have set a goal of only a 60% public and 40% private motor vehicle modal split. Such a modest and incremental approach from the current 50%/50% split would be unlikely to highlight the extent of the paradigm shift needed to effectively achieve sustainable public transport. Because the targets are so much more closely aligned to the current status quo it would be far easier for "business as usual" to prevail.

Having confirmed that the strategy of not focussing too much on implementation in Draft 2 was successful, nevertheless the WCPSDF as a whole will only be a complete and useful document if there is a rigorous and systematic implementation section to indicate how the proposals might be put into practice.

The final version of this report contains a detailed schedule showing implementation actions and the parties responsible for the proposals contained in the WCPSDF. Much of the implementation in the WCPSDF will occur through the other proposed strategies, especially human capital, social capital and the strategic infrastructure plan.

6.9 OVERALL VISION FOR THE WCPSDF

While most respondents immediately grasped the overall goal of the WCPSDF a few respondents requested that this be made more explicit.

This would provide a central argument that provides the rationale for the three core strategies of the WCPSDF, namely, resource conservation of the natural and rural environment, restructuring and integration of the urban settlements, and human resource development to address problematic socio-economic trends.

There are four main components to the overall goal for the Province contained in the WCPSDF.

The first relates to protection of biodiversity and agricultural resources. The second relates to the potential of different parts of the Province for economic and population growth. The third relates to the need for restructuring of the Province's urban settlements and the fourth relates to the principle of co-operative governance.

Goals:

- To establish and consolidate a network of biodiversity core corridors protecting the sensitive mountainous, coastal, and aquatic (rivers, wetlands and estuaries) assets of the Province that provides both ecological and economic (minimum impact eco-tourism) services so as to protect and enhance the Province's natural capital so that it can continue to provide the necessary ecological, agricultural, fishing, forestry and mining resources for continuing and enhancing life in both the rural and urban areas of the Province. To further ensure the continued sustainability of the Province's social, economic and natural processes there should be a series of measures aimed at limiting the consumption and pollution of scarce natural resources;
- To establish and consolidate a network of regional movement corridors containing well located settlements on combined (where possible) road and rail transport corridors as the priority spatial basis for investment in regional economic and social capital;

Regional economic development corridors based on movement systems terminating within the Province will be anchored between the "global city" of Cape Town and the "regional motors" of Saldanha-Vredenburg and the Southern Cape (Mossel Bay to Plettenberg Bay).

Other less well resourced regional economic development corridors based on movement systems include the N1 corridor between Cape Town and Gauteng, the N7 between Cape Town and the Northern

Cape / Namibia and the Overberg, between Cape Town and Bredasdorp;

- To provide guidelines/non-negotiable pre-conditions to effectively address the apartheid spatial layout of the Province's urban settlements with regards to:
 - Urban restructuring;
 - Bridging and linking communities;
 - Strengthening business thresholds for 1st and 2nd economic activity in particular providing better access for PDIs;
 - Increasing the viability of public and non-motorised transport; and,
 - Ensuring that public (schools, libraries, health and other public facilities), and private enterprises serving the public, (retail, offices) are located so that they maximise rather than dilute the potential synergies between them.
- To be sensitive to the principle of co-operative governance and recognise that the detailed implementation of principles and policies must occur at the district (regional) and local level. At the same time there must be compliance with the fundamental requirements of the national development agenda, particularly the triple bottom line and the transformation of patterns of access to scarce resources which must be allocated strategically, rather than comprehensively. It should be acknowledged that difficult choices will have to be made and while rural development must not be neglected there must be a people based focus to the share of these resources.

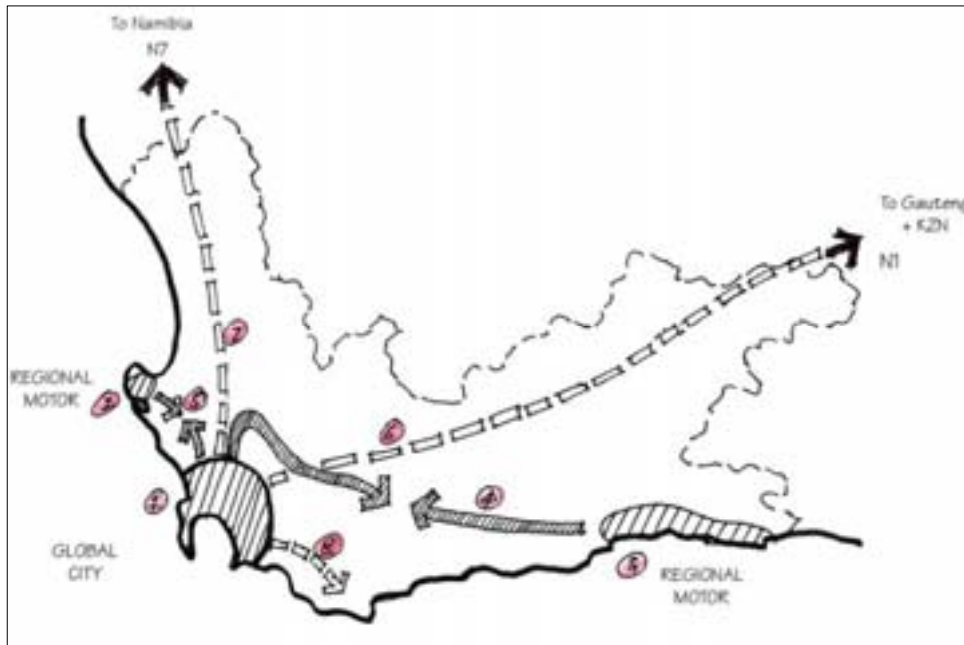


Figure 6.5 Overall Vision for the Province

Essentially the Province can be conceived as containing three main urban cores of varying status.

The primary urban core is the “global city” of Cape Town which has international status as one of the world’s most attractive cities drawing high middle and low income international and national migrants. It is also a major sea-and airport. The city possesses relatively good public transport by South African standards although the services leave much to be desired and rely on a largely captive market that cannot afford private motor vehicles. Although the city possesses a well diversified economy and tends to pay higher wages in the low income categories than in many other parts of SA which makes it attractive to migrants it is facing a number of critical problems. These include the need for vastly improved socio-economic and functional integration and significantly reduced water consumption.

In this regard it should be noted that, together with Saldanha-Vredenburg, also in the Berg River catchment, the population of the City of Cape Town

exceeds 3.5 million people, a figure identified by DWAF in 1986 as being the maximum that could be sustained given water demand patterns and supply capacity. The proof of this statement is supported by the fact that inter-basin transfers from other catchments are now necessary to sustain water supply. The Berg Water Project dam will alleviate this situation for a while but will not address long term sustainability. This poses a very real problem regarding future growth of the City of Cape Town and Saldanha-Vredenburg and raises the question whether efforts should be made to make other catchment areas more attractive to population growth.

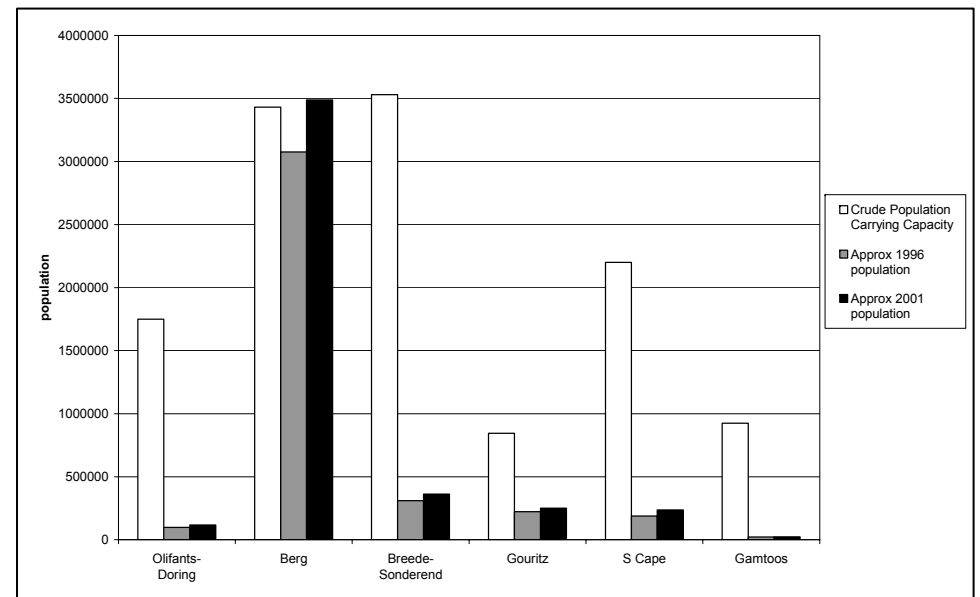


Figure 6.6 Water Carrying Capacity (source: DWAF, 1986; Census 2001)

The other two urban cores include the “regional motors” of Saldanha-Vredenburg and the Southern Cape towns of Mosselbay, George, Knysna and Plettenburg Bay.

Saldanha-Vredenburg possesses one of the largest natural harbours in the world, a major iron ore terminal, several large steel processing plants and has considerable potential for downstream oil and gas related industries. However, it is also situated at the head of an internationally important wetland system in a location of great scenic beauty and fragile ecology

with great tourism potential. It also suffers from severe water scarcity. There is a great need for an innovative plan to energise and reconcile the above factors.

The Southern Cape “regional motor” possesses a number of similar positive characteristics to Cape Town although at a considerably reduced scale. It also attracts a wide socio-economic range of migrants although more so from within South Africa. It also possesses great scenic beauty although much of this is vulnerable to indiscriminate urban development. There is significant manufacturing in the George area and considerable potential for downstream industries from the Mosgas refinery. Other sectors with potential include tertiary services and tourism. However, much of the region is vulnerable to extreme seasonal swings in market demand due to the large holiday component. The region requires careful control of urban development if it is to retain its “garden route” image, a regional public transport system to serve growing traffic volumes particularly between George, Mossel bay and Knysna. There is also a growing shortage of middle income housing in addition to the low income housing backlog.

Unlike Saldanha-Vredenburg the area has no major port and is dependent on the Port of Cape Town.

Regional movement corridors

The growth of the “regional motors” and their relative lack of high order facilities, including a port in the case of the Southern Cape and an international airport at Saldanha-Vredenburg means that there is increasing traffic, mainly road based, between them and the “global city” of Cape Town. The busiest link is to the Southern Cape with, mainly road based traffic along the N2 and increasingly, along the Breede River valley linking with the N1 at Worcester. The Breede River valley rail line parallels the road and links Knysna, at its furthest extremity, to Worcester and the Johannesburg – Cape Town rail line.

The Breede River valley contains a string of urban settlements from Tulbagh in the north to Swellendam in the south with Worcester, the main town, located near the centre straddling the valley and the N1. The valley possesses even greater water resources than the Berg River catchment area but has only 10% of its population. The main economic activities in the valley are agriculture, particularly viticulture which has seen an increase employment as farmers vertically integrate their operations to

include winemaking, and closely allied to the wine industry and taking advantage of the often spectacular scenery and cultural heritage of the area, tourism. The tourist route, R62, overlaps with the northern section of the valley between Tulbagh and Ashton before branching off at Montagu to the Klein Karoo.

From a transport point of view, Paarl, Wellington and Wolseley also form part of this corridor as the Gauteng – Cape Town rail line passes through these settlements and there is increasing traffic on the accompanying road route as well as road freight trucks seek to by-pass the Du Toits Kloof tunnel. There were also reports at the public participation workshops of how communities along the rail line such as Wolseley depend on the main line passenger trains for commuting, post and parcel movement and are being negatively affected by reductions in these services.

These various factors suggest that the Breede River valley has considerable potential to become a primary linear settlement able to absorb much of the Province's population growth in the near future. This growth could take the form of increasing the density of the current towns and villages. This densification should be sensitively done emphasising walking distance. One to two storey buildings should be located close to their front and side boundaries thereby enclosing the streets. To further enhance the rural character of these settlements there should be strict control on their outward expansion so as to preserve the valley's scenic beauty and agricultural and biodiversity resources.

Key actions here include discussions with Transnet re the possibility of offering a considerably upgraded freight and passenger service that can carry a considerable increase in movement demand. Studies are also required to estimate the population carrying capacity of the settlements along the valley. Discussions must also be held with the various elected representatives both at Province and local authority level to understand the desirability of attracting significant numbers of people into the valley and, if positive, how this might be achieved.

Traffic volumes are already increasing between Saldanha-Vredenburg and the City of Cape Town. Unfortunately, unlike the Breede River valley, there is no strongly defined corridor containing a number of urban settlements with associated transport infrastructure. The main road route through Darling, Mamre and Atlantis would have been ideal for this but

there is a high speed and dangerous road route, the West Coast road, that links the City of Cape Town directly to the Saldanha-Vredenburg area, bypassing all other settlements. To the east of the Darling hills is the only continuous rail line between Cape Town and Saldanha-Vredenburg that winds its way through Darling and Hopefield.

Ideally transport road routes should pass **through** the major towns so that the benefits of passing trade can be widespread. Because of the water scarcity in the region, the limited level of development at Saldanha-Vredenburg and the scattered nature of the transport routes this corridor does not have the development potential of the Breede River corridor. Nevertheless, the development of Cape Town and Saldanha-Vredenburg will see greater levels of movement between the two centres in the future.

There are three other infrastructure corridors where road routes coincide with rail and whose development potential should be investigated:

The Elgin, Grabouw, Napier, Bredasdorp line

The southern Overberg is also gaining in importance particularly as a tourist area, and a new road route connecting Gansbaai to Bredasdorp via Elim is shortly to be constructed.

The N7 road and rail corridor

The N7 road route has a somewhat haphazard relationship with its accompanying rail route in that it is closely tied to the rail route along some sections but not in others, such as in the Graafwater region where the rail is far removed from the settlements of Citrusdal and Clanwilliam and again in the Vredendal area which is on the rail line but some distance from the N7 road route. This corridor is also gaining economic strength through growth in the agriculture and tourism industries although their prospects are more fragile than other sectors of the economy like the tertiary services sector in Cape Town. However, unlike the Johannesburg - Cape Town link with its massively strong anchor in Gauteng, this corridor serves only the Northern Cape and Namibia and therefore has much weaker prospects, particularly as it is vulnerable to improvements in port handling capacity at Walvis Bay and the road transport route directly into Gauteng via the Trans-Namib highway through Botswana.

The N1 road and rail corridor

This corridor overlaps with the Breede River corridor in the Paarl Wellington Wolseley area and also includes the direct road route between Paarl and Worcester through the Du Toits Kloof tunnel. Although its hinterland through the central Karoo is sparsely populated and agriculture consists mainly of extensive grazing areas supporting relatively little population and economic activity, the corridor does carry large volumes of freight and, currently, passenger traffic, mainly on the road. Rail traffic, both freight and passenger, has declined in recent years. Passenger traffic, both on the road and rail, is vulnerable to the new vastly reduced fare structures of the regional airline services serving the routes between Gauteng and Cape Town. Nevertheless, this corridor does have economic development potential in the form of passing trade to the settlements along its route. This can be seen in Beaufort West and accounts to some extent for the location of the new regional shopping centre currently under construction in Worcester directly off the N1 route. Other settlements that can be considered advantaged by their location in relation to the N1 include De Doorns, Touws River, Matjiesfontein, Laingsberg, and Leeu Gamka.

These three corridors may benefit substantially should efforts to revive passenger, freight and mixed passenger/freight rail services be successful and the proposal to have high level discussions with Transnet is important in this regard.

Should the investigations into the general economic development potential of the Saldanha-Vredenburg and Grabouw – Bredasdorp corridors, taking into account the revival of the rail services as well as other attributes, prove positive then the appropriateness of re-designating settlements on these corridors currently identified as having low economic growth potential to high economic growth potential should be evaluated.

6.10 REGIONAL PLANNING THEORY

The question of the theoretical base of the WCPSDF was raised in one instance. PGWC has made it clear that the WCPSDF is to be an instrument of governance and not an academic exercise and, as such, there should

not be much significant space devoted to this issue. However, it is useful to briefly overview theoretical positions in this regard.

Before this is done it is useful to restate the primary role of the WCPSDF which is to be a tool of governance that must comply with the principles of the Municipal Systems Act and guidelines for SDFs in terms of IDPs as well as those handed down from the NSDP and the principles of the Development Facilitation Act, 1995. Thus, it is not intended to be an academic treatise but has much more prosaic intent, in that it must be capable of being used by a wide range of government officials as policy, it must be capable of easily influencing budget decisions and, to the greatest extent possible, it must be capable of providing clear and unequivocal guidelines to public and private sector development projects.

Traditionally, considered plans operating at a large scale such as the WCPSDF are regional plans that should confine themselves to regional scale proposals. Proposals for smaller areas such as municipalities or urban settlements should be made at the local scale only. However, due to the multitude of urban problems experienced in settlements throughout the Province relating to enduring apartheid spatial structures, inconvenient access, location of low income housing far from opportunities, and many other issues, there have been calls for at least guiding principles to assist local scale planning in making appropriate and effective proposals at the detailed level.

Thus, the WCPSDF is tasked with providing guidance at both the regional and local scale. It is important that interventions at both scales are guided by a theoretical departure point. This is provided by regional economic and bioregional planning theory at the regional scale and by city planning and urban design theory at the local.

An appropriate mix of theory

It is clear that in terms of the challenges facing the Province that the regional economic planning approach, particularly as it is conceived in Europe (Stohr, Faludi), fails to address a number of the resource constraints facing the Western Cape as revealed in Section 4. Furthermore, this approach does not deal with the developing world context of the Province such as high levels of relative poverty, unequal income distribution, severe shortage of natural resources in certain regions and

rapid rates of urbanisation. This is not to say that the approach is entirely without merit but positive aspects can be considered to have already been taken into account through the NSDP via the European Spatial Development Perspective (ESDP). The focus in the WCPSDF on different types of investment and where they should be directed is an outcome of this approach.

Limiting the WCPSDF to merely providing strategic direction for different types of investment would fall far short of the wide range of needs for provincial spatial policy direction. It is also important that spatial aspects of regional economic policy are guided by the Province's Micro Economic Development Strategy (MEDS).

The bioregional planning approach appears to far more effectively and strategically embrace the wide range of environmental, social and economic issues faced by the Province than does regional economic planning (Atkinson, 1992) There is a need for a wide range of bio-physical, social and urban policies. The bioregional planning approach provides the necessary broad based theoretical basis on which these should be based.

Certain of the bioregional planning principles highlight the necessary but enormous challenges faced by trying to move the development trajectory of the Province onto a sustainable basis. These challenges could be deemed unrealistic or politically unacceptable, particularly in the face of pressure for short term development profits and as a consequence, ignored or inappropriately minimised under a regional economic planning approach.

Urban restructuring – transportation, city planning and urban design theory

The second level of issue that the WCPSDF has been asked to address by the PGWC is that of urban restructuring. This issue is not substantially addressed by regional economic or bioregional planning models although the latter does raise this question in relation to energy consumption and effluent production.

What guidance should the WCPSDF be giving district and local authorities with respect to how to restructure their urban settlements? There are two main aspects to the problem of Western Cape urban settlements.

The first relates to a generic problem of the current urban settlement model as manifested in the Province's settlements. This is based on modernist town planning, particularly the separation of different activities and the assumption that the private motor vehicle could provide the basic parameter for adjudicating access. Problems relating to this aspect of urban structure have been experienced in both third and first world countries around the globe. A number of settlement design principles have emerged in response to these issues, the best known being the New Urbanism, originating mainly in the United States and the urban Village in the United Kingdom (Urban Task Force, 1999, T Aldous, 1994). These principles are aimed at creating more efficient, convenient and pleasant urban settlements through implementing a range of principles including densification, establishing an accessibility framework comprising nodes, corridors, activity spines and streets, strengthening thresholds for community facilities and small businesses, landscaping, tree planting and generally creating convenient and pleasant places in which to live. A review of local SDFs reveals that they are silent on most of these issues notwithstanding the critical importance of addressing these problems with their urban settlements. One of the main reasons for this absence is the lack of guidelines on how these issues should be approached. Hence the WCPSDF makes proposals in this regard.

The second issue relates to problems peculiar to South African and in this case, Western Cape settlements. These are rooted in the apartheid layout of these settlements whereby communities of different race groups continue to live for the most part in separate colour coded suburbs. Although the Group Areas Act has long since been repealed its legacy continues although there is a change from race based separation to class based separation in some instances. Strategies are necessary to deal with this problem that should address achieving both functional and socio-economic integration.

Thus, the WCPSDF proposals will contain guidelines which must be implemented by the local and district SDFs to address these problems in their urban settlements.

REFERENCES AND ACKNOWLEDGEMENTS

- Atkinson, A, "The Urban Bio-Region as 'Sustainable Development' Paradigm", Third World Planning Review, Vol. 14, No. 4, P238), 1992;
- Stohr, WB. On the Theory and Practice of Local Development in Europe in Stohr ed. "Global Challenge and Local Response", p39;
- Faludi A. et al., "Shaping Europe: The European Spatial Development Perspective", Built Environment, Vol. 23. no4. pp260;
- Urban Task Force, "Towards an Urban Renaissance" Spon Press, 1999;
- Aldous, T, "Urban Villages", English Partnerships, 1994;
- Leuwen Morgen Het Ruimtelijk Structuurplan in Openbaar Onderzoek, Richtinggevend Gedeelte Bindend Gedeelte, 2003;
- Dewar et al. South African Cities A manifesto for Change, Urban Problems Research Unit, University of Cape Town, 1991;
- Dewar, D. Creating Vibrant Urban Places to Live : a Primer, NEWHCO, Cape Town, 1995;
- Dewar, D. and Todeschini, F., 1999: Urban Management and Economic Integration in South Africa. Francolin: for the African Institute for Policy Analysis and Economic Integration, Cape Town;
- The Presidency: Policy Co-ordination and Advisory Services, National Spatial Development Perspective (NSDP)- Spatial Guidelines for Infrastructure investment and Development (SGIID), 2003;
- CNdV Africa. Stellenbosch Growth Management Strategy, Stellenbosch Municipality, 2003.