

DRAFT 3

STATUS QUO COMPONENT OF THE CAPE AGULHAS MUNICIPAL SPATIAL DEVELOPMENT FRAMEWORK (CAM SDF)

Document to enable discussion and further inputs prior to
preparation of the SDF

Cape Agulhas Municipality

January 2017

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1. BACKGROUND AND PURPOSE

1.1. Objectives of the CAM MSDF

The new Cape Agulhas Municipality (CAM) Spatial Development Framework (SDF) is under preparation in parallel to the development of the 2017-2022 Integrated Development Plan (IDP).

The SDF is a statutory requirement of all municipalities. Its purpose is to structure and direct – as far as it is possible – the distribution and management of activities and supporting infrastructure in space in a manner which best serves the interest of citizens, today and into the future. As a component of the IDP, preparation of the SDF lag slightly behind, informed as it is by the inputs received during the IDP process, as well as the strategic direction by set by CAM leadership in relation to the IDP.

In its focus, the SDF is not detailed, setting out complete land use and development parameters for every land portion or cadastral entity in CAM or what could or cannot be done in terms of the use and development of land. Rather, the SDF provides broad guidelines; the kind of outcomes to be pursued through land use and development, and associated processes.

1.2. Preparation of the SDF

Broadly, preparation of the SDF involves two phases.

The first phase is predominantly analytical, setting out the “status quo” in relation to spatial matters in CAM; the current policy context, the perspective of citizens and interest groups on challenges, and a professional review of biophysical, socio-economic, and built environment challenges, opportunities, and what is been done by different services and agencies, public and private.

The second phase is more creative, encompassing the preparation of the actual spatial development framework, including spatial development and land use management strategies, policies, guidelines, and supportive programmes and projects to address challenges and exploit opportunities.

Work on the second phase will commence in earnest during the second quarter of 2017 when the broad strategic framework for the IDP is in place. Various public engagement process will accompany conclusion of the status quo phase and preparation of strategies, policies, guidelines, and supportive programmes and projects. The purpose of these engagements will be to ensure that challenges and opportunities have been fully identified, and to elicit creative input on spatial strategy, policy, and so on.

1.3. The current CAM SDF

Complete

1.4. This report

The status quo work covers a broad range of issues and inputs. In some cases, it is difficult to easily extract the exact spatial implications of current issues, initiatives to address them, or the relationship between different thematic or sectoral concerns or initiatives.

This report reflects on the status quo phase of the work in broad terms; trying to extract the broad cross-cutting spatial development and land management issues and opportunities in CAM and possible strategic direction for addressing them. In this way, it sets the scene for work to be undertaken during the second phase: the preparation of spatial development and land use management strategies, policies, guidelines, and supportive programmes and projects.

1.5. Legislative context

As indicated above, the SDF is a statutory requirement of all municipalities. Key framework legislation is presented below.

1.5.1. Municipal Systems Act, 32 of 2000 (MSA)

The MSA first introduced the concept of a SDF as a component of the mandatory IDP that every municipality must adopt. Chapter 5 of the Act deals with integrated development planning and provides the legislative framework for the compilation and adoption of IDPs by municipalities. Within the chapter section 26(e) specifically requires an SDF as a mandatory component of the municipal IDP.

In 2001 the Minister for Provincial and Local Government issued the Local Government: Municipal Planning and Performance Management Regulations. Within these regulations, Regulation 2(4) prescribes the minimum requirements for a municipal SDF.

1.2.2. The Spatial Planning and Land Use Management Act, 2013 (SPLUMA)

SPLUMA is a framework act for all spatial planning and land use management legislation in South Africa. It seeks to promote consistency and uniformity in procedures and decision-making. Other objectives include addressing historical spatial imbalances and the integration of the principles of sustainable development into land use and planning regulatory tools and legislative instruments.

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

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

- **Spatial Justice:** past spatial and other development imbalances must be redressed through improved access to and use of land by disadvantaged communities and persons.

- **Spatial Sustainability:** spatial planning and land use management systems must promote the principles of socio-economic and environmental sustainability through encouraging the protection of prime and unique agricultural land, promoting land development in locations that are sustainable and limit urban sprawl, and consider all current and future costs to all parties involved in the provision of infrastructure and social services to ensure for the creation of viable communities.
- **Efficiency:** land development must optimise the use of existing resources and the accompanying infrastructure, while development application procedures and timeframes must be efficient and streamlined to promote growth and employment.
- **Spatial Resilience:** securing communities and livelihoods from spatial dimensions of socioeconomic and environmental shocks through mitigation and adaptability that is accommodated by flexibility in spatial plans, policies and land use management systems.
- **Good Administration:** all spheres of government must ensure an integrated approach to land use and land development and all departments must provide their sector inputs and comply with prescribed requirements during the preparation or amendment of SDFs. This principle is the pivotal to SPLUMA largely because implementation of the spatial planning vision and objectives is not only highly dependent upon a strong coordinating role of central government, but is also predicated upon good governance mechanisms, incorporating meaningful consultations and coordination with a view to achieving the desired outcomes across the various planning spheres and domains.

The SPLUMA principles are stated in full and further expanded upon in Appendices 1 and 2.

SPLUMA requires national, provincial, and municipal spheres of government to prepare SDFs that establish a clear vision which must be developed through a thorough inventory and analysis based on national spatial planning principles and local long-term development goals and plans. SDFs are thus mandatory at all three spheres of government.

Sub-section 12(2) of SPLUMA confirms that all three spheres must participate in each other's processes of spatial planning and land use management and each sphere must be guided by its own SDF when taking decisions relating to land use and development. Chapter 4 Part A of SPLUMA sets out the focus and general requirements that must guide the preparation and compilation of SDF products at the various scales. Chapter 4 is divided into six parts of which Part A provides an extensive introduction to the purpose and role of SDFs and sets out the preparation requirements and expectations of the SDF process.

General provisions applicable to SDFs

Section 12 (1) of SPLUMA sets out general provisions which are applicable to the preparation of all scales of SDFs. These provisions require that all SDFs must:

- Interpret and represent the spatial development vision of the responsible sphere of government and competent authority.
- Be informed by a long-term spatial development vision.
- Represent the integration and trade-offs associated with all relevant sector policies and plans.
- Guide planning and development decisions across all sectors of government.
- Guide a provincial department or municipality in taking any decision or exercising any discretion in terms of the Act or any other law relating to spatial planning and land use management systems.
- Contribute to a coherent, planned approach to spatial development in the national, provincial and municipal spheres.

- Provide clear and accessible information to the public and private sector and provide direction for investment purposes.
- Include previously disadvantaged areas, areas under traditional leadership, rural areas, informal settlements, slums and land holdings of state-owned enterprises and government agencies and address their inclusion and integration into the spatial, economic, social and environmental objectives of the relevant sphere.
- Address historical spatial imbalances in development.
- Identify the long-term risks of spatial patterns of growth and development and the policies and strategies necessary to mitigate those risks.
- Provide direction for strategic developments, infrastructure investment, promote efficient, sustainable and planned investments by all sectors and indicate priority areas for investment in land development.
- Promote a rational and predictable land development environment to create trust and stimulate investment.
- Take cognizance of any environmental management instrument adopted by the relevant environmental management authority.
- Give effect to national legislation and policies on mineral resources and sustainable utilisation and protection of agricultural resources.
- Consider and, where necessary, incorporate the outcomes of substantial public engagement, including direct participation in the process through public meetings, public exhibitions, public debates and discourses in the media and any other forum or mechanisms that promote such direct involvement.

Section 12 (2) stipulates that:

- The national government, a provincial government and a municipality must participate in the spatial planning and land use management processes that impact on each other to ensure that the plans and programmes are coordinated, consistent and in harmony with each other.
- A SDF adopted in terms of the Act must guide and inform the exercise of any discretion or of any decision taken in terms of the Act or any other law relating to land use and development of land by that sphere of government.

The SPLUMA guidelines for SDFs

SDFs in South Africa have been known to have a number of shortcomings. These include:

- Work not founded on sound or consistent development principles.
- A lack of clear connection between the different scales of planning.
- An overreliance on non-directional analysis and generic policy statements.
- A lack of spatial focus.
- Inadequate emphasis of spatial structure that should be actively planned and managed by the public sector.
- Unconvincing and often inappropriate guidance to the required private sector actions.
- Inadequate linkages between planning, budgeting and implementation.

To provide clear and strategic guidance on the preparation of credible SDFs, the Department of Rural Development and Land Reform (DRDLR) prepared a document “SDF Guidelines: Guidelines for the Development of Provincial, Regional and Municipal Spatial Development Frameworks and Precinct Plans” during 2014.

In terms of the guidelines, an SDF covers a longer time horizon (i.e. greater than 5 years) than spatial plans, and sets out strategies for achieving specific objectives over the medium to longer term. SDFs are not rigid or prescriptive plans that predetermine or try to deal with

all eventualities. They should, however, contain sufficient clarity and direction to provide guidance to land use management decisions while still allowing some flexibility and discretion. SDFs need to distinguish between critical non-negotiables and fixes, and what can be left to more detailed studies. They should be based on normative principles including performance principles that form the basis of monitoring and evaluation of impacts.

In terms of desired focus, SDFs should:

- Enable a vision for the future of regions and places that is based on evidence, local distinctiveness and community derived objectives.
- Translate this vision into a set of policies, priorities, programmes and land allocations together with public sector resources to deliver them.
- Create a framework for private investment and regeneration that promotes economic, environmental and social well-being for a specific region or area.
- Coordinate and deliver public sector components of this vision with other agencies and processes to ensure implementation.
- Reflect the national policy, national policy priorities and programmes relating to land use management and land development.
- Promote social inclusion, spatial equity, desirable settlement patterns, rural revitalisation, urban regeneration and sustainable development.
- Ensure that land development and land use management processes, including applications, procedures and timeframes are efficient and effective.

SDFs should include:

- A report on and an analysis of existing land use patterns.
- A framework for desired land use patterns.
- Existing and future land use plans, programmes and projects relative to key sectors of the economy.
- Mechanisms for identifying strategically located vacant or under-utilised land and for providing access to and the use of such land.

1.6. Relationship to other plans

At national scale the National Development Plan (NDP) sets the country's strategic direction. To give spatial expression to the NDP the DRDLR will prepare the National SDF, which will consolidate the Integrated Urban Development Framework (IUDF) and its rural component. The national fiscus resources the country's development agenda and has programmes in place to ensure that built environment grants are allocated to the achievement of national development priorities (e.g. City Support Programme).

The provinces are responsible for preparing Growth and Development Strategies (GDSs) that are aligned with the NDP. SPLUMA also requires that each province prepares a Provincial Spatial Development Framework (PSDF) to give spatial expression to these agendas, and align municipal planning in the province. Other provincial sector plans (e.g. the Provincial Land and Transport Framework, Infrastructure Framework, Transport Plan, and so on) serve to reinforce these agendas and ensure that public transport and human settlement grants are allocated effectively.

It is at the municipal level that delivery takes place. Here the IDP serves to provide strategic direction and align the efforts of all government spheres.

This SDF is an integral component of the Integrated Development Plan (IDP); it both informs and translates the IDP spatially and guides how the implementation of the IDP should occur in space. The SDF therefore guides the overall spatial distribution of land uses within a Municipality to give effect to the spatial vision, goals and objectives of the Municipality.

1.7. SDF structure

The structure of the CAM SDF will follow the structure proposed in the DRDLR's SDF Guidelines. The proposed contents and structure is attached as Appendix 3.

Aspects from this report – or further contributions received – will be included as part of the CAM SDF.

1.8. Overview of the CAM area

CAM is a Category B (Local) Municipality and one of four municipalities situated within the Overberg District of the Western Cape Province.



Insert map showing individual settlements

The municipal area covers approximately 2 411km² and includes the towns of Bredasdorp and Napier, the coastal towns of Arniston/ Waenhuiskraal, Struisbaai, L'Agulhas (the most southern town in Africa), Suiderstrand and the rural settlements of Protem and Klipdale. It municipal area also includes Elim – which is a private town – and a very large rural area.

The 2011 Census estimated the total CAM population at 33 038 (the 2016 Community Survey indicates a population of 34 698, 5.9% of the district population). Some 19% of CAM's population lives in dispersed homesteads on farms.

CAM is the smallest municipality in the Overberg district but makes up one third of the district area. A large percentage of the population falls within the economically active population (aged 15-65), but the unemployment rate in Cape Agulhas is still relatively high.

The administrative seat of the CAM and Overberg District Municipality is in Bredasdorp.

Environmental issues have become an important factor for the municipality to consider, especially with the effects of global warming and climate change.

2. POLICY, PLANNING AND IMPLEMENTATION CONTEXT

2.1. National, provincial, and district policy context

As indicated in SPLUMA and the Spatial Guidelines, SDFs should reflect the national, provincial and district policy, priorities and programmes relating to land use management and land development.

Appendix 4 contains a table which summarises all the major policy references applicable to the CAM SDF. The sections below summarise key policy priorities and programmes to be considered in preparing the CAM SDF.

2.1.1. National context

National Development Plan 2030

The National Development Plan (NDP) 2030 was developed by the National Planning Commission in the office of the President in 2012. The NDP sets out an integrated strategy for accelerating growth, eliminating poverty and reducing inequality by 2030. The NDP, supported by the New Growth Path and other relevant programmes, provides a platform to look beyond the current constraints to the transformation imperatives over the next 20 to 30 years. Its 2030 goals are to eliminate income poverty and reduce inequality. The NDP's human settlement targets, as set out in Chapter 8, focuses on transforming human settlements and the national space economy. They include:

- More people living closer to their places of work.
- Better quality public transport.
- More jobs in proximity to townships.

To achieve these targets the NDP advocates strong measures to prevent further development of housing in marginal places, increased urban densities to support public transport, incentivising economic activity in and adjacent to townships; and engaging the private sector in the gap housing market.

Other goals relevant to achieving the desired spatial form and a more viable space-economy are:

- Building of safer communities through developing community safety centres to prevent crime.

- Improvement of education, training and innovation through strengthening youth service programmes and introducing new community based programmes to offer young people life skills training, entrepreneurship training, and opportunities to participate in community development programmes.
- A transition to a low-carbon economy.
- A more inclusive rural economy through integrated rural development, including investment in new agricultural technologies, research and the development of adaptation strategies for the protection of rural livelihoods and expansion of commercial agriculture.

The NDP calls for municipal and provincial SDFs:

- Translated into “spatial contracts that are binding across national, provincial and local governments”.
- Promoting a planning system that actively supports the development of plans that cross municipal and even provincial boundaries, especially to deal with biodiversity protection, climate-change adaptation, tourism and transportation.
- Containing an “explicit spatial restructuring strategy” which must include the identification of priority precincts for spatial restructuring.

National Infrastructure Plan

The National Infrastructure Plan (NIP) intends to transform South Africa’s economic landscape while simultaneously creating significant numbers of new jobs, and to strengthen the delivery of basic services. The Cabinet-established Presidential Infrastructure Coordinating Committee (PICC) identified 18 strategic integrated projects (SIPs) to give effect to the plan.

Important for the CAM SDF is:

- SIP 7, the “Integrated urban space and public transport programme”, intended to coordinate the planning and implementation of public transport, human settlement, economic and social infrastructure and location decisions into sustainable urban settlements connected by densified transport corridors. A key concern related to integrating urban space is the upgrading and formalisation of existing informal settlements.
- SIP 8, supporting sustainable green energy initiatives on a national scale through a diverse range of clean energy options.
- SIP 9 and 10 which aims to accelerate the construction of new electricity generation capacity and transmission and distribution network to meet the needs of the economy and address historical imbalances.
- SIP 12 which aims to build and refurbish hospitals, other public health facilities and revamp nursing colleges.
- SIP 13 which supports a national school build programme, replacement of inappropriate school structures and backlogs in classrooms, libraries, computer labs and admin buildings.
- SIP 15 which supports expanding access to communication technology and provide for broadband coverage to all households by 2020.
- SIP 18 which addresses backlogs of adequate water to supply and basic sanitation to meet social needs and support economic growth.

2.1.2. Provincial context

The Western Cape Government’s Strategic and Policy Framework 2014-2019

The Western Cape Government's Strategic and Policy Framework (SPF) identifies five strategic goals and associated "Game Changers" (focus areas where immediate and concerted change could be affected). Most relevant to the CAM SDF is the focus on creating opportunities for growth and jobs, improving education outcomes and opportunities for youth development, increasing wellness and safety, tackling social ills, and a sustainable, inclusive and quality living environment.

OneCape 2040 Vision

The SPF is guided by the longer-term OneCape2040 vision, adopted by the WCG and other key institutions in the Province in 2013. OneCape2040 envisages a transition towards a more inclusive and resilient economic future for the Western Cape region. It sets a common direction to guide planning, action and accountability. To this end, it identifies six "transitions": Educating Cape; Enterprising Cape; Green Cape; Connecting Cape; Living Cape; and Leading Cape.

Provincial Spatial Development Framework

The second key policy initiative, the Provincial Spatial Development Framework (PSDF), 2014 interprets the strategic outcomes presented in the OneCape2040 vision and SPF in relation to where activities should be located and the nature and form of the development to be pursued province-wide. Its purpose is to:

- Address the lingering spatial inequalities that persist because of apartheid's legacy – inequalities that contribute both to current challenges (lack of jobs and skills, education and poverty, and unsustainable settlement patterns and resource use) and to future challenges (climate change, municipal fiscal stress, food insecurity and water deficits),
- Provide a shared spatial development vision for both the public and private sectors and to guide to all sectoral considerations about space and place.
- Direct the location and form of public investment and to influence other investment decisions by establishing a coherent and logical spatial investment framework.

Outcomes advocated by the PSDF are:

- Protecting biodiversity and ecosystem services.
- Safeguarding inland and coastal water resources managing use of water.
- Safeguarding the Western Cape's agricultural, fishing and mineral resources and managing their sustainable use.
- Recycling and recovering waste.
- Delivering clean energy resources.
- Shifting from private to public transport.
- Adapting to and mitigating against climate change.
- Progressive opening-up of opportunities in the space-economy, including the use of regional infrastructure investment to leverage economic growth, the diversification and strengthening of the rural economy, and the revitalisation and strengthening of the urban space-economies as the engines of growth.
- Protecting and managing cultural and scenic landscapes and enhancing a sense of place.
- Improved inter- and intra-regional accessibility.
- Compact, mixed use and integrated settlements.

The PSDF envisages significant transitions in the way space is used and managed Provincially, illustrated by major themes in the table below.

PSDF THEME	FROM	TO
Resources	Mainly curative interventions.	More preventative interventions.
	Resource consumptive living.	Sustainable living technologies.
	Reactive protection of natural, scenic and agricultural resources.	Proactive management of resources as social, economic and environmental assets.
Space economy	Fragmented planning and management of economic infrastructure.	Spatially aligned infrastructure planning, prioritisation and investment.
	Limited economic opportunities.	Variety of livelihood and income opportunities.
	Unbalanced rural and urban space economies.	Balanced urban and rural space economies built around green and information technologies.
Settlement	Suburban approaches to settlement.	Urban approaches to settlement.
	Emphasis on "greenfields" development.	Emphasis on "brownfields" development.
	Low density sprawl.	Increased densities in appropriate locations aligned with resources and space-economy.
	Segregated land use activities.	Integration of complementary land uses.
	Car dependent neighbourhoods and private mobility focus.	Public transport orientation and walkable neighbourhoods.
	Poor quality public spaces.	High quality public spaces.
	Fragmented, isolated and inefficient community facilities.	Integrated, clustered and well located community facilities.
	Focus on private property rights and developer led growth.	Balancing private and public property rights and increased public direction on growth.
	Exclusionary land markets and top-down delivery.	Inclusionary land markets and partnerships with beneficiaries in delivery.
	Limited tenure options and standardised housing types.	Diverse tenure options and wider range of housing typologies.
Delivering finished houses through large contracts and public finance and with standard levels of service.	Progressive housing improvements and incremental development through public, private and community finance with differentiated levels of service.	

The PSDF – in line with national policy – holds that government and policy-makers focus their resources in those areas that have both high or very high growth potential, as well as high to very high social need. In this regard, settlements in CAM do not fall within the upper tier of growth potential and social need. Thus, CAM could not expect absolute or extraordinary prioritisation for additional resources for services beyond what is already provided by government.

The PSDF includes a composite map which graphically portrays the Western Cape's spatial agenda. In line with the Provincial spatial policies, the map shows what land use activities are suitable in different landscapes and highlights where efforts should be focused to grow the Provincial economy. For the agglomeration of urban activity, the Cape Metro functional region, as well as the emerging regional centres of the Greater Saldanha functional region and the George/ Mossel Bay functional region, are prioritised. The priority tourism/ leisure corridors are the Overstrand and Garden Route leisure corridors (the priority tourism routes are the N2-corridor, R62 between Worcester and Oudtshoorn, the N7 corridor and R43). Two priority rural development corridors – areas of agricultural and rural development opportunity – have been identified. The first is on the west coast – stretching from Lutzville in the north to Clanwilliam in the south. The second rural development corridor stretches from Tulbagh in the north-west to Swellendam in the southeast.

The composite map recognises the contribution of CAM to two key Provincial economic sectors: agriculture and tourism.

Specific policy implications of the PSDF for CAM are summarised thematically in the table below.

THEME	IMPLICATIONS
The sustainable use of the Western Cape's assets.	The Western Cape economy is founded on the province's unique asset base. These include farming resources, natural capital (biological diversity) and varied scenic and cultural resources. The coastline is rich in archaeological remains, including middens and limestone caves. The area has a high conservation value because of its biodiversity and includes the Kogelberg biosphere reserve. Marine ecosystems are under threat, with the Overberg offshore regarded as a critically endangered habitat and the Cape Agulhas is an endangered habitat. Transformation of the coastline is of concern given the loss of 14% of threatened ecosystems between 2001 and 2009, mostly because of human activity.
Safeguard inland and coastal water resources, and manage the sustainable use of water.	Development along the coast must not compromise ecological integrity, tourism potential and landscape character. Development should be contained within a limited footprint, preferably within or adjacent to existing settlements, and the required ecological buffers and setbacks must be adhered to.
Developing integrated and sustainable settlements.	Continuing segregation and sprawling urban growth will undermine household and municipal financial sustainability, stifling economic growth.
Protect, manage and enhance sense of place, cultural and scenic landscapes.	Prevent settlement encroachment into agricultural areas, scenic landscapes and biodiversity priority areas, especially between settlements and along coastal edges and river corridors.
Improve inter and intra-regional accessibility.	<ul style="list-style-type: none"> • Direct public funding to unlock well located land within towns, to reduce the operating costs of public transport. • Strengthen functional linkages between settlements and larger towns, with specific attention to introducing rural transport systems.
Promote compact, mixed use and integrated settlements.	Promote functional integration and mixed use as a key component of achieving improved levels of settlement liveability and counter apartheid spatial patterns and decentralization through densification and infill development.
Opening opportunities in the space economy.	Escalating risks to the Provincial space–economy include: climate change and its impacts on economic activities, particularly agriculture; water deficits; and energy and food insecurity. The financial sustainability of municipalities is at risk, and their vulnerability is exacerbated by the high capital and operating costs of low density settlement patterns.
Use regional infrastructure investment to leverage economic growth.	<ul style="list-style-type: none"> • Assess biodiversity, heritage, scenic landscapes and agricultural considerations in evaluating the suitability of sites for bulk infrastructure projects • Evaluate investment alternatives based on holistic cost/ benefit models that factor in capital and operating costs over the lifecycle of the investment. • The rural space-economy agenda is not only about agricultural development, it is also about broad based agrarian transformation, diversifying rural economic activities, tourism, government promotion of rural development and land reform programmes, and functional ecosystems.
Diversify and strengthen the rural economy.	<ul style="list-style-type: none"> • Compatible and sustainable rural activities of an appropriate scale and form can be accommodated outside of the urban edge. • The integrity of the Province's natural and built environment is of critical importance to the further development of tourism, as the tourism economy is nature and heritage based. The Overstrand Coastal Belt is a significant leisure, lifestyle, holiday and retirement economic centre.
Revitalise and strengthen urban space economies as the engine of growth.	Existing economic assets (e.g. CBD's, township centres, modal interchanges, vacant and underutilised strategically located public land parcels, fishing harbours, public squares and markets, etc.) to be targeted to lever the regeneration and revitalisation of urban economies.

2.1.3. District context

Overberg District Municipality IDP

To be completed

Overberg District SDF

To be completed

2.1.4. Implications of national, provincial, and district policy for the CAM SDF

The table below summarises – in broad terms – the implications of national, provincial, and district level policy for the CAM SDF. It begins to outline the prescribed direction and emphasis of future local spatial policy, strategies, and plans.

THEME	IMPLICATIONS FOR THE CAM SDF
BIOPHYSICAL CONTEXT	
Nature areas and resources	<ul style="list-style-type: none"> • Protection and extension of Critical Biodiversity Areas, protected, and vulnerable areas. • Retaining the essential character and intactness of wilderness areas. • Precautionary approach to climate change and sea level rise. • Energy efficiency and change to alternative fuels. • Responsible water use. • Waste minimization and recycling.
SOCIO-ECONOMIC CONTEXT	
Community services	A focus on improving and expanding existing facilities (schools, libraries, and so on) to be more accessible and offer improved services.
Key economic sectors	<ul style="list-style-type: none"> • The protection of agricultural land, enablement of its use and expansion of agricultural output. • The protection and expansion of tourism assets. • The expansion of entrepreneurial opportunity (also for emergent entrepreneurs).
BUILT ENVIRONMENT	
Settlement structure and hierarchy	Focus resources in those areas that have both high or very high growth potential, as well as high to very high social need.
Location of new development	Focus on undeveloped and underdeveloped land in proximity to existing concentrations of activity and people and as far as possible within the existing footprint of settlements.
Spatial prioritisation of public resources in towns/settlements	<ul style="list-style-type: none"> • The upgrading of informal settlements. • Better linkages between informal settlements/ poorer areas and centres of commercial/ public activity. • A richer mix of activities in or proximate to informal settlements (including employment opportunity).
Form of development	<ul style="list-style-type: none"> • Compact, denser development. • Pedestrian friendly development.
Infrastructure investment	Developing and maintaining infrastructure as a basis for economic development and growth.
Housing typology	Housing typologies which meet the different needs of households and income groups.
Transport	A focus on public transport to ensure user convenience and less dependence on private vehicles (there is a recognition that many citizens will never afford a private vehicle and that the use of private vehicles has significant societal costs).
Public facilities	<ul style="list-style-type: none"> • The significance of well-located and managed public facilities as a platform for growth, youth development, increased wellness, safety, and overcoming social ills. • The clustering of public facilities to enable user convenience and efficient management.
Economic infrastructure	Providing opportunity for small entrepreneurs.
Heritage assets	Places and buildings of heritage/ cultural value need to be protected (while ensuring reasonable public access, also as a means of economic development).
GOVERNANCE AND URBAN MANAGEMENT	
Way of work	A more coordinated and integrated approach in government planning, budgeting and delivery.
Partnerships	Partnering with civil society and the private sector to achieve agreed outcomes (as reflected in the IDP and associated frameworks/ plans).
Participation	Active engagement with communities in the planning, resourcing, prioritization, and execution of programmes and projects.

2.2. Local context

CAM's preparatory work for the compilation of the 2017-2022 IDP culminated in a political and administrative leadership multi-day strategic session during December 2016. At this session, municipal leadership considered the inputs received during the initial community participation process and developed the guiding framework for managing the municipality during its term of office and the IDP. This includes a vision, mission, and values for managing the CAM, medium term strategic goals and objectives, and a provisional priority implementation framework (for incorporation in the budget and Service Delivery Business Implementation Plans).

2.2.1 Vision

“Together for excellence”
“Saam vir uitnemendheid”
“Sisonke siyagqwesa”

2.2.2. Mission

“To render excellent services through good governance, public ownership and partnership to create a safer environment that will promote socio-economic growth and ensure future financial sustainability in a prosperous southernmost community.”

2.2.3. Values

- Fairness.
- Integrity.
- Accountability and responsibility.
- Transparency.
- Innovativeness.
- Responsiveness.
- Empathy.

2.2.4. Strategic goals for 2017-2022

- **Local Economic Development** as the key to unlock much needed employment opportunities. Agri-processing must be explored as part of the local economic development strategy.
- **Tourism** research showed that it is a major contributor to the provincial GDP and CAM must design appropriate strategies with the various partners to grow the local tourist industry.
- **Youth Development** and the improvement of social **welfare services**. This is a high priority strategic area and requires urgent attention.
- **Quality and sustainable basic service delivery** (the core mandate of the municipality).

2.2.5. Strategic objectives for 2017-2022

- To establish a culture of good governance.
- To ensure long-term financial sustainability.
- To ensure that infrastructure is provided and maintained.
- To provide community services.
- To create a safe and healthy environment.

2.2.6. Implementation context

The current five-year and annual implementation programme of CAM is in the process of finalisation as part of the IDP and Budget process. Details of this programme – linked to strategic objectives as agreed by CAM leadership at the IDP strategic session in December 2016 – is attached as Appendix 6.

As could be expected – and in line with the municipality’s core business – the draft implementation programme indicates a heavy emphasis on infrastructure enhancement and management.

3. GUIDING PRINCIPLES AND VISION

3.1. Guiding principles

It is proposed that the preparation of the CAM SDF – and future land use/ development management in CAM – be directed by the SPLUMA principles:

- Spatial Justice.
- Spatial Sustainability.
- Efficiency.
- Spatial Resilience.
- Good Administration.

These principles are set out in full in Appendices 1 and 2.

3.2. Spatial vision

In line with the SPLUMA principles, a “working” vision for preparation of the CAM SDF could be:

“Settlements and activities in the Cape Agulhas municipal area distributed and of a nature and form which ensures justice, sustainability, efficiency, livelihood opportunity, and rich life experience for all residents, citizens, and visitors.”

The working vision will be amended (if necessary) during the preparation of the spatial strategy, policies, and proposals.

In finalising the spatial vision, consideration should also be given to the PSDF spatial vision, aligned with OneCape 2040’s vision of “a highly-skilled, innovation driven, resource efficient, connected, high opportunity and collaborative society”. For each of these societal attributes aspired to, OneCape 2040 identifies thematic “big step” changes that need to take place. The PSDF envisages the spatial expression of these themes as follows:

OneCape20140 “BIG STEP”	PSDF VISION RESPONSE
Educating Cape	Everyone has access to a good education, and the cities, towns and rural villages are places of innovation and learning.
Working Cape	There are livelihood prospects available to urban and rural residents, and opportunities for them to find employment and develop enterprises in these markets.
Green Cape	All households can access basic services that are delivered resource efficiently, residents use land and finite resources prudently, and safeguard their ecosystems.
Connecting Cape	Urban and rural communities are inclusive, integrated, connected and collaborate.
Living Cape	Living and working environments are healthy, safe, enabling and accessible, and all have access to the region’s unique lifestyle offering.
Leading Cape	Urban and rural areas are effectively managed.

Given the distinct roles, character, challenges, and opportunities associated with different settlements in CAM, it could be appropriate to develop individual guiding visions for each settlement.

4. SPATIAL CHALLENGES AND OPPORTUNITIES

The sections below describe and analyse a range of spatial challenges and opportunities in CAM, both from a sector and overall perspective. The intent is to set the context for spatial strategies, policies and proposals which will make up the SDF.

In many instances, and in line with the call – in SPLUMA and the Spatial Guidelines – for SDFs focused on spatial issues, full descriptions and details are not repeated from other documentation. For example, the CAM IDP will have a full description of the CAM demographic and socio-economic context.

The emphasis here is on drawing out specific spatial implications and/ or opportunities.

4.1. Existing overall and sector specific challenges and opportunities

4.1.1. The community's view of challenges and opportunities

During the initial public participation process informing the preparation of the 2017-2022 IDP, the administration led a very extensive ward-based public participation process with citizens, community organization, local leaders, and business representatives.

As could be expected, many of the discussions and inputs received at these sessions were very detailed and focused on participant's immediate living environment, relates to issues of settlement management, and do not have direct spatial implications.

The inputs of citizens in all six wards emphasised:

- Safety and security.
- Youth development.
- Job creation.
- Public transport.

During January 2017, the Waenhuis kraal Arniston Residents' Association (WARA) made a specific and extensive submission on developing the new SDF as it pertains to Arniston/ Waenhuis kraal. This submission is an important input to inform further work and is attached in full as Appendix 4.

4.1.2. Administrative leadership's view of challenges and opportunities

As part of the December 2016 IDP strategic session, the administrative leadership of CAM provided inputs on critical challenges, implications, opportunities, and current initiatives related to their work. These inputs are summarized below (arranged thematically as opposed to following strictly "organizational" or functional/service responsibility).

As is the case with community input received as part of the IDP preparation process, many of these do not have direct spatial implications (at the level of concern addressed by an SDF for the overall municipality). Nevertheless, the inputs are provided as a "context" for spatial analysis and planning.

SECTOR	CHALLENGES	IMPLICATIONS AND/ OR OPPORTUNITIES
Municipal revenue	<ul style="list-style-type: none"> Decreasing rates base. Decrease in conditional operating grants. Increasing consumer debtors. Increase in the number of indigent citizens. 	<ul style="list-style-type: none"> A long term financial plan has been completed. A revenue enhancement strategy has been completed. The feasibility (and value for money to the municipality) of PPPs with concessionaires for operating/ managing the public resorts in L'Agulhas, Struisbaai, Arniston and Bredasdorp and financing/ building/ management of the Bredasdorp WWTW upgrade will be investigated. Opportunity to develop additional erven at Arniston/ Waenhuiskraal for enhanced income/ rates base.
Economic development	<ul style="list-style-type: none"> Inadequate economic development. 	<ul style="list-style-type: none"> A comprehensive LED Strategy should be prepared. Explore the feasibility of utilising the SANDF airport in the municipality's jurisdiction for commercial purposes.
Water services	<ul style="list-style-type: none"> Additional water sources for Bredasdorp, Napier, and Struisbaai to unlock development opportunity. Upgrading of WWTW in Bredasdorp and Napier. Refurbishment or replacement of old water and sewer networks. Minimization of non-revenue water. Maintenance of communal ablution facilities in informal settlements. Replacement of old honey suckers. 	<ul style="list-style-type: none"> Funding to be provided in budget. Clearer prioritization to be determined in preparation of Infrastructure Development/ Maintenance Plan.
Roads and stormwater	<ul style="list-style-type: none"> Backlog in road/ stormwater construction. Taxi-rank for BD to facilitate transport in different directions. Poor sidewalks, particularly in business districts (and near old age facilities). Inadequate budget for reseal programmes. Parking issues (particularly during holiday season). 	<ul style="list-style-type: none"> Additional funding for roads and stormwater to be considered in budget to eradicate backlogs/ challenges over 5-10 years. Clearer prioritization to be determined in preparation of Infrastructure Development/ Maintenance Plan.
Solid waste and fleet	<ul style="list-style-type: none"> Bredasdorp landfill requires an additional cell. Absence of a wheelie bin-system. Illegal dumping. Poor participation in recycling initiatives. 	<ul style="list-style-type: none"> Funding to be provided in budget. Clearer prioritization to be determined in preparation of Infrastructure Development/ Maintenance Plan. Investigation related to a new landfill for CAM/ Swellendam to proceed. Wheelie bin system to be implemented.
Electricity services	<ul style="list-style-type: none"> Electricity losses (technical and non-technical). Increasing incidences of copper/ brass theft. Long lead times on supply of electrical equipment. Eskom approaching their installed capacity in all towns. Large deposits required when upgrading network capacity. 	<ul style="list-style-type: none"> Funding to be provided in budget. Clearer prioritization to be determined in preparation of Infrastructure Development/ Maintenance Plan.
Community services/ welfare support	Youth unemployment.	<ul style="list-style-type: none"> Strengthening partnership with businesses to provide opportunity. Youth employment to be addressed specifically in the LED Strategy.
	Youth amenity/ recreational opportunity.	<ul style="list-style-type: none"> Strengthening partnerships with WCG for sports development, development of clubs. Arranging special tournaments (i.e. a "Mayor's CUP").
	Alcohol and women abuse.	<ul style="list-style-type: none"> Stronger partnerships with SAPS, NGOs, and so on. Advocacy for a frail-case centre. Stronger support for a soup kitchen. Ensuring that housing is allocated to vulnerable groups.
Resorts and open space	Vandalism and theft at resorts.	Possible PPP management arrangements for resorts (guided by principles).
	Vandalism of play equipment at parks.	Increased staff.
Cemeteries	Inadequate land for cemeteries in Bredasdorp, Napier, and Struisbaai	Budget for purchasing land for cemeteries to be secured.
Housing	In-migration.	

	Upgrading of informal settlements. Human settlement plan requires review.	Increased focus, budget, and staff. The review could address a “paradigm shift” (required in higher policy) from “quantity of opportunity” to “quality of opportunity”, a broader range of products, allocation to vulnerable groups, and so on.
	Land invasions.	Strong leadership position on land invasions.
	Lengthy town planning processes.	Strengthening inter-departmental cooperation.
	Funding for solar heater programme.	Funding from National Government.
Law enforcement	Inadequate law enforcement (related to speeding, payment of fines, illegal land uses, and so on).	Expansion of law enforcement capacity (including municipal transport for law enforcement officers between settlements).
Land/ building development management	Illegal land use.	<ul style="list-style-type: none"> • Expansion of law enforcement capacity. • Strengthening inter-departmental cooperation. • Strengthening the municipal/court relationship.
	Illegal building work on farms.	Expansion of law enforcement capacity.
	Incomplete survey of rural/ farm land use.	To be completed during 2017.
Environment/ coastal management	Incomplete coastal setback line.	
Air and noise quality management	Inadequate awareness and control.	Strengthening air and noise quality awareness programmes.

4.1.3. Political leadership’s view of challenges and opportunities

The views of political leadership on current challenges and opportunities – as agreed at the December 2016 strategic session – is presented in section 2.2. above.

4.1.4. Conclusions, implications, and/ or opportunities

In summary:

- As could be expected, many of the discussions and inputs received from citizens and interested parties at the IDP participation sessions were very detailed and focused on participant’s immediate living environment, relates to issues of settlement management, and do not have direct spatial implications. Specifically, there is a strong emphasis on issues of community development, youth development, and social welfare. There appear to be an opportunity to focus more on institutional arrangements to integrate and coordinate the work of various extra-municipal organisations involved in community welfare and community development initiatives.
- Infrastructure development and maintenance programmes and projects dominate capital expenditure. Extensive additional resources could not be expected for non-infrastructure projects. This demands and emphasis on partnership, including using public land and assets as incentives to the private sector to meet CAM objectives.
- In their inputs, almost all administrative leaders cited staff shortages as a challenge or inhabitant to service delivery. These challenges are mostly left out in this document as it is “non-spatial” and will be addressed in the IDP. However, staff shortages remain a general contextual informant to preparing the SDF and land use management system. For example, it is unlikely that staff resources will increase significantly. Thus, the focus should be on clear, relatively simple spatial directives.

4.2. Analysis of the biophysical environment

4.2.1. Regional and district biophysical context

The CAM is located at the southern tip of Africa, within the Overberg District of the Western Cape Province. The Cape Fold Belt mountains lie to the north, separating the country’s arid

interior from the flat coastal plains. At the foot of the mountains are the gently rolling plains of generally covered with wheatfields, an area known as the Rûens. The province is home to the Fynbos biome, which includes many threatened ecosystem types. The WCSDF designates much of the municipal area for intensive agriculture, with much of the remainder as Core protected areas and areas of remaining threatened natural vegetation.

Intensive agriculture constitutes 43% of the district's land use, much of which is under irrigation. Formally protected areas and core biodiversity areas comprise 17% of the municipality, whilst an additional 26% has been identified as Critical Biodiversity Areas. A total of 51.25% of the district municipality has been transformed.

4.2.1. Municipal biophysical context

Topography

The CAM area is made up of two distinct topographical regions. In the northwest are the rolling hills of the Rûens, situated at 250 to 400m above sea level. The Bredasdorp, Heuningberg and Soetmuisberg mountains, at up to 1 000m altitude, separate the Rûens from the large coastal lowland known as the Agulhas Plain. Several deep river valleys transect the municipal area.

Hydrology

The municipality falls within the Overberg East hydrology sub-catchment of the Breede Gouritz Management Area. Two major river systems, the Sout and the Heuningnes-Kars-Nuwejaars, occur within the study area, both feeding large areas of wetlands and inland waterbodies on the Agulhas Plain. The Sout River is in the eastern part of the municipality, draining into the De Hoop Vlei with no outlet to the sea. The Heuningnes River in the western part of the municipality is fed by the Kars River, which rises in the Bredasdorp Mountains, and the Nuwejaars River, which rises in the Bredasdorp Mountains. Both empty into the Soetendalsvlei, one of the largest freshwater lakes in South Africa, and an important nursery area for marine fish. It forms part of a complex wetland system with an outlet to the sea via the Heuningnes River in De Mond Nature Reserve. Both De Hoop and De Mond are Rasmars "wetlands of international importance".

Rivers

The municipality's rivers are generally in fair to good condition, primarily impacted by agricultural activities and alien invasive plants, particularly acacias. Only the upper reaches remain in a good or natural state. Near urban areas, and where good farming practices are not followed, the health of the rivers deteriorates into a poor state. The excessive use of fertiliser has led to eutrophication and habitat modification in the Sout River. The upper Kars River is impacted by alien invasive vegetation but the presence of sensitive invertebrates and good populations of indigenous fish suggest that these rivers can easily be rehabilitated.

Coastline and estuaries

The municipal area has approximately 170km of coastline, much of which is under formal protection (Agulhas NP, De Mond NR, De Hoop NR, and De Hoop Marine Protected Area). The Western Cape State of the Environment Report (2013) designates the coastal areas of the Cape Agulhas Municipality as "Coastal Hazard Risk Areas" and the Agulhas Plain as a "Most Vulnerable Area" in terms of climate change impacts. Access to the coast is limited within the municipality due to the formal protected areas along the coast. Proclaimed fishing harbours with public slipways are situated at Arniston/ Waenhuiskraal and Struisbaai. The

slipway at Struisbaai Nostra is no longer operational owing to erosion of the coastline. Public boat launching sites exist at Rietfontein and Suiderstrand.

Three estuaries occur within the municipality: the Ratel River estuary, the Heuningnes estuary and the Klipdriftfontein River estuary. The Ratel River estuary and Klipdriftfontein estuaries are managed by SANParks and CapeNature respectively. The Heuningnes River estuary is a large, permanently open estuary listed as a Ramsar wetland. It extends for approximately 12km across the coastal plain of the Zoetendals Valley. The estuary experiences pressures from habitat loss, changes in hydrology and pollution and is in a poor ecological state. A draft Estuary Management Plan and an Estuary Advisory Forum are in place for the estuary, managed by CapeNature.

Critical Biodiversity Areas and threatened ecosystems

Six Critically Endangered, two Endangered and one Vulnerable vegetation type occur within the municipal area. Very little remains of the critically endangered Rûens shale renosterveld vegetation types that once covered the north of the municipal area, now extensively farmed for cereal crops. The remnants that still occur are designated as critical biodiversity areas and priority clusters are identified for conservation. Largely intact Overberg Sandstone Fynbos dominates the Bredasdorp mountains, and Elim Ferricrete Fynbos occurs in patches in the southwest of the municipality.

Critical biodiversity areas (CBAs) are designated for the municipal area by the Overberg District Municipality Conservation Planning Report (2010). The CBAs are aligned with national standards for bioregional plans, and include all areas of land and aquatic biodiversity which are required to be protected in their natural state to allow ecosystem functioning. They include:

- Remnant renosterveld patches in the Rûens.
- The Bredasdorpberg mountain range.
- The grouping of national park and adjacent CBAs in the Agulhas Plain.
- The OTB Airforce Base, which comprises large areas of contiguous CBAs and Ecological Support Areas (ESAs).
- The De Hoop Nature Reserve and surrounding ESAs.

Three Important Bird and Biodiversity Areas (IBAs) occur in the municipal area. IBAs are designated (by Birdlife South Africa) on the basis that they are critical for the long-term survival of bird species that: are globally threatened, have a restricted range, and are restricted to specific biomes/vegetation types. The Overberg Wheatbelt IBA makes up much of the northern part of the municipality, including the large areas of intensive agriculture used by Blue Cranes. The Agulhas Plain-Heuningnes Estuary IBA incorporates the wetlands in the southwest of the study area and is habitat for several globally and locally threatened bird species while the De Hoop IBA is located within the De Hoop Nature Reserve.

Protected areas

The municipal area includes several protected areas, including a national park (Agulhas), provincial nature reserves (De Hoop and De Mond), and local authority reserves (Bredasdorp). The De Hoop Marine Protected Area is located along the De Hoop coast, where it protects fish populations and marine mammals. Private nature reserves are located along the coast near the Agulhas National Park. The Nuwejaars Wetland Special Management Area is a large area of private land on the Agulhas Plain, the owners of which are signatory to an agreement to conserve and manage the land in sustainable ways.

Formal protected areas comprise 16% of the municipality, whilst an additional 35% has been identified as Critical Biodiversity Areas or Ecological Support Areas. A total of 55.2% of the municipality has been transformed.

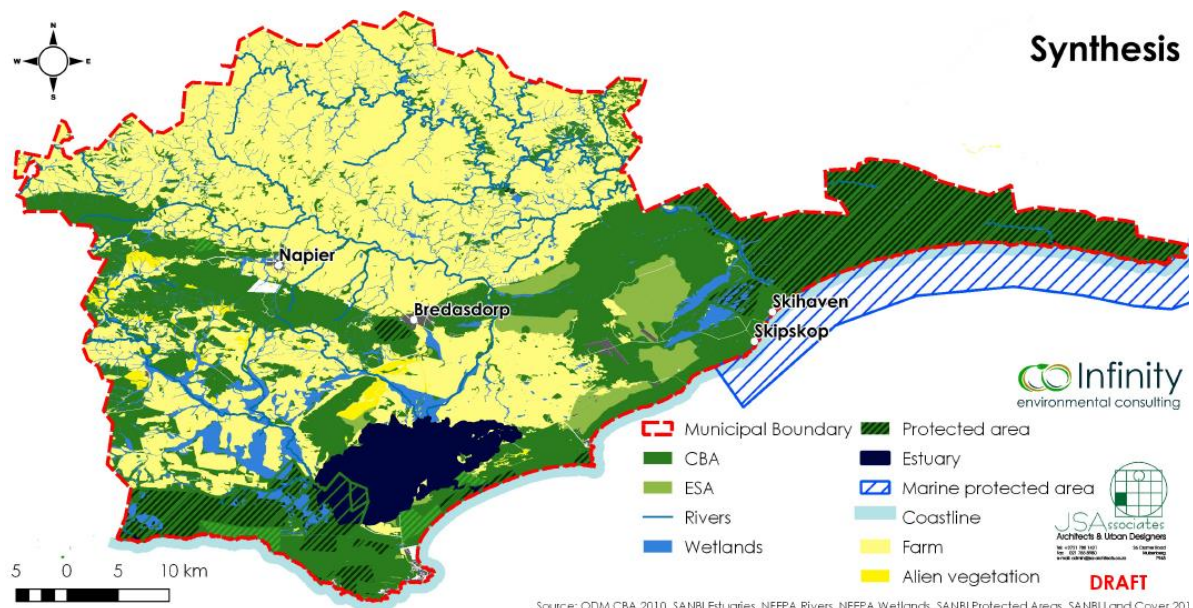
Agriculture

Agricultural activities comprise the most significant land use of the municipal area. Provincial data indicates that approximately 42% of the municipal area is cultivated land, predominantly lucerne (55 000ha), wheat (34 000ha), barley (22 000ha) and canola (11 000ha).

Approximately 12 600ha is utilised for grazing, largely by sheep and to a lesser extent cattle. Agriculture constitutes 47% of the municipality's land use.

Natural resource extraction activities

Mining is not currently a significant economic sector in the municipality. Sand mining and hard rock quarries occur on a small scale, particularly in Bredasdorp. Wild flower collection is a form of natural resource collection practiced on the Agulhas Plain. The Agulhas Biodiversity Initiative is a plan aimed at making economically viable land use of the Agulhas Plain, improving conservation planning and management, and enabling the sustainable use of wild Fynbos flowers.



Map indicating CBAs, protected areas, and other environmental resources

Heritage

Several heritage sites are located within the municipality, including historic buildings in Bredasdorp and Napier town centres, fishermen's cottages in Kassiesbaai, the Elim mission station, and the Struisbaai Hotagtersklip area. The intertidal zone along the rocky Agulhas shoreline contains shell middens indicative of the exploitation of shellfish species by Later Stone Age hunter-gatherers. Cape Agulhas, Rasperpunt and Suiderstrand host well-preserved examples of "viswywers", ancient fish traps constructed by Khoikhoi pastoralists, and rare limestone shelters are situated high up in the cliffs overlooking Rasperpunt.

The Cape Agulhas Lighthouse is a Provincial Heritage Site and the second-oldest lighthouse in the country. The De Hoop Nature Reserve, a World Heritage Site, contains some of the best-preserved examples of coastal Stone Age archaeology and extensive cave systems are also found within the reserve.

4.2.2. Challenges, implications, and/ or opportunities

In summary:

- Considerable work has been completed in identifying areas to be preserved and managed as natural resources. This includes Critical Biodiversity Areas and threatened ecosystems, protected areas, and so on. The required focus in relation to these areas appear to be:
 - Preventing further intrusion of agricultural activity or urban expansion into key Critical Biodiversity Areas and ecological support areas (this should include updating the delineation of urban edges).
 - Extension and integration of areas to be preserved and managed – also through expanded stewardship programmes – and continuous improvement of management and monitoring information and systems.
- Surface water resources (the Western Cape’s primary source) are unevenly distributed, currently used to their limits, and offer few opportunities for more dams. Protection and rehabilitation of river systems and ground water recharge areas is required. A specific focus is to prevent further urban development that threaten these water sources.
- Some environmental issues and challenges are immense in complexity, and broad in the scope of their origin and potential impacts. This includes climate change, sea level rise, and coastal erosion. Managing both the causes and impacts of these challenges require efforts beyond the immediate influence or capacity of the Municipality. It is important for CAM to continue working with other spheres of government and agencies to combat the impacts of these mega challenges. The above does not imply that CAM cannot contribute at a local level. Specifically, CAM should:
 - Adopt a conservative approach to further coastal development (including finalization of the delineation of coastal setback lines).
 - Ensuring resource efficiency in building – also affordable housing – by reducing energy use through building massing and configuration, and exploiting passive energy design.
 - Compacting settlements (also enabling non-motorised transport).
 - Mainstreaming water conservation and demand management in settlement making and upgrading.
 - Protect agricultural land that holds long term food security value from urban encroachment.
- Development along the coast, lakes, rivers and dams must not compromise ecological integrity, tourism potential and landscape character. While public assets to aquatic assets should be enabled, development should be contained within a limited footprint, preferably within or adjacent to existing settlements, and the required ecological buffers and setbacks must be adhered to.
- The overall natural and cultural landscape – and the layered pattern of settlements in response to the natural landscape over time – is a Provincial asset worthy of protection. Maintaining landscape integrity requires:
 - Retaining the essential character and intactness of wilderness areas in the face of fragmentation (through unstructured urbanisation and commercial agriculture).
 - Retaining continuity and interconnectedness of wilderness and agricultural landscapes (for example, through ecological corridors and green linkages).

- One area where it appears more work could be done is in relation to development of a more sophisticated model of local community resource ownership and beneficiation. While the environment and tourism are growing economic sectors in CAM, local citizens – and especially poorer communities – often only benefit marginally. A more inclusive model could be explored where local communities have greater ownership of the use of local resources. For example, local fishermen in Arniston/ Waenhuiskraal could have some form of exclusive fishing rights for a defined area, or a further charge could be imposed on recreational fishing and other leisure activities in a defined area (this matter should be further explored in the Local Economic Development Strategy).

4.3. Analysis of the socio-economic environment

4.3.1. Population

The 2011 Census estimated the total CAM population at 33 038 (the 2016 Community Survey indicates a population of 34 698, 5.9% of the district population). Per population estimates by the WCG Department of Social Development, CAM's population is expected to grow by 1.04% per annum over the immediate term.

4.3.2. Education

The provincial literacy rate was 87.2% in 2011. Literacy rates in the Overberg district were highest in Overstrand Municipality (87.5%) followed by Cape Agulhas (81.1%). In 2013, CAM had the highest Matric pass rate (92.1%) in the Overberg District (followed by Overstrand 92%). In 2016, Overberg achieved a matric pass rate of 92.7%, a 3% increase from 2015.

4.3.3. HIV/ AIDS and TB treatment and care

The Antiretroviral treatment (ART) patient load at Cape Agulhas increased by 24.4% between March 2013 and March 2014 (for the Province, the ART patient load increased by 18.9% 2013 and 2014). In terms of Tuberculosis (TB), all municipalities in the Overberg District reported decreases in the number of patients with TB (with the highest decrease of - 12.1% in CAM).

4.3.4. Child and maternal health

The Overberg District is ranked fourth in the Province in terms of the full immunisation coverage rate (81.6%), outperforming the provincial average of 80.3%. The Overberg District also has the second lowest number of severely malnourished children under 5 years (60), compared to 544 for the City of Cape Town, 218 for Cape Winelands District and 168 for the Eden District. The number of cases of children under 5 with severe malnutrition per 100 000 population in the Overberg District (156) is lower than the provincial average of 180 children.

In relation to maternal health, CAM reported zero maternal mortality rates per 100 000 live births in 2013/ 14. Out of a total of 241 deliveries to women under the age of 18 years reported in the Overberg District in 2013/ 14, the least were reported in CAM (33). CAM also has the lowest terminations of pregnancies per 100 000 population (23), while the highest cases were reported at Overstrand (874), followed by Theewaterskloof (469) and Swellendam (368).

4.3.5. Poverty

CAM reported the lowest poverty rates (19.1%) in the Overberg District in 2010. During the period 2011-2013, CAM also had the highest GDP per capita in the district (R41 536 compared to Overstrand's R33 082).

4.3.6. Crime

Drug-related crime and burglaries at residential premises are the most prevalent forms of crime in CAM, and both have been trending upward since the late 2000's.

4.3.7. Access to basic services

The clear majority of CAM citizens have access to basic services. Access for services compare well to overall figures for the Province and other district municipalities with 97% of citizens having access to water, 97% to housing, 97% to energy, and 90.1% to sanitation. In relation to refuse removal, CAM's access level (80.1%) lag the Province.

4.3.8. Employment

Census 2011 estimated the unemployment rate in the Overberg District at 17.0% (compared to the 21.6% for the Province and 29.8% for South Africa). CAM's unemployment rate of 13.8% was the second lowest in the region after Swellendam (11.4%). CAM had a youth unemployment rate of 19.5% in 2011, which was the second lowest out of the four municipalities in the region, and significantly lower than the City of Cape Town's rate of 31.9%.

Approximately 770 formal jobs were lost in the Agriculture sector over the period 2000-2013. At the same time, 50 jobs were gained in the manufacturing sector and 2 580 in the services sector. There appears to be a trend towards employing highly skilled and skilled individuals within the Overberg District. The Municipal Economic Review and Outlook (MERO) of 2014 indicates that the demand for highly skilled labour grew by 2.8% per annum from 2000-2013, demand for skilled labour by 1.8%, while that for unskilled and semi-skilled workers declined by 2.6%.

4.3.9. The economy

The Overberg District regional economy generated 3.1% of the Western Cape GDP during 2013 (R13.3bn of the total R431bn). In 2013, Cape Agulhas's GDP was estimated at R1 400 million, a 0.53% share of the provincial economy. When non-metropolitan municipalities in the Province are ranked in terms of their contribution to real GDP, Cape Agulhas is ranked 15th (Overstrand is 5th, while Theewaterskloof is 11th and Swellendam is 16th respectively).

The CAM economy grew by 5.3% between 2000 and 2013 (the second fastest in the district, after Overstrand Municipality at 6.3%). The competitive strengths of the district reside in its food value chain, including a stable agriculture sector producing for export market, associated food and beverage processing industries, a strong building and construction sector, business services, tourism, and furniture manufacturing.

During the economic recovery period (2010-2013), the Overberg District was the second fastest growing region in the Province at 3.4% (following Eden District which recorded a real GDP growth rate of 3.8%). The fastest growing sectors within the Overberg District were finance, insurance, real estate, and business services (5.6%), wholesale and retail trade, catering, and accommodation (4.1%), and General government (3.8%). Notable growth rates in the recovery period were also recorded for manufacturing, mining, and quarrying as well

as the community, social, and personal services sectors (each at 2.6%). Agriculture, forestry and fishing sector grew by 0.6% and electricity, gas and water by 0.4%.

4.3.10. Current local economic development initiatives

CAM Participatory Appraisal of Competitive Advantage process (2014)

The WCG Department of Economic Development and Tourism provided support to the Municipality to apply and facilitate a PACA process, aimed at identifying medium and short term catalytic projects or economic opportunities that will make a tangible contribution to economic growth. Local stakeholders participated actively in the process. The process identified the following sectors as being key to development of the local economy:

- Agriculture, which has had good crop yields in recent years and contributed to growth, despite declining employment.
- Agro-processing and tourism.
- Fishing, albeit on a steady decline due to reduced stock and quotas.
- Property, which despite a steady decline has recently begun showing improvement.
- Government services and social grants.
- Private sector income from external markets, in turn, increasing local buying power which benefits local retail, services and small business.

The Overberg District Agri-Parks Master Business Plan (2016)

The Department of Rural Development and Land reform (DRDDL) is custodian of a national project which aims to establish Agri-Parks as “a networked innovation system of agro-production, processing, logistics, marketing, training and extension services located in District Municipalities.”

Agri-Parks are to be farmer controlled and comprise three key elements:

- Farmer Production Support Unit (FPSU), with a focus on primary production towards food security.
- Agri-Hub (AH).
- A Rural Urban Market Centre (RUMC).

The Department of Rural Development and Land Reform commissioned the development of an Agri-Parks Master Business Plan – agreed to in 2016 – to provide high level guidance on the development of the Overberg District Agri-Park.

The objectives of the plan are to:

- Transform and modernise rural areas and small towns in the Overberg DM through the development of the agricultural sector over the next 10 years.
- Develop integrated and networked Agri-Park Infrastructure over the next 10 years.
- Enhance agricultural productivity through enabling producer ownership of 70% of the equity in the Agri-Park, with the state and commercial interests holding the remaining 30% minority shares (as the lead sponsor, the DRDLR must appoint a suitably qualified and experienced Agri-Park Manager who will facilitate the formal establishment of the Agri-Park and its constituent institutional arrangements to ensure that the Agri-Park provides a comprehensive range of Farmer Support Services).
- Facilitate funding and investment for the development of the Agri-Park over the next 5 years.

- Provide technical support and extension services to Agri-Park beneficiaries over the next 10 years and beyond.
- Enhance the capacity and capability of officials responsible for the implementation of the Agri-Park over the next 3 years.

The Overberg DM's Agri-Park is to focus on both the agricultural and ocean economy. The Agri-Pub will be developed in CAM and the Aqua-hub in the Overstrand Municipal Area. Each will support Farmer Support Units (FSU).

Conceptually, the Agri-Hub – proposed for Bredasdorp – will include the following facilities and support services:

- Possible shares in the local Abattoir which needs to expand capacity with linked irrigated pastures (10 to 20ha) to round off animals for the premium meat market. The abattoir should further be linked to the upgrade of the local waste water plant to deliver water of irrigation standard to be used on land made available by the local municipality to establish irrigated pastures to accommodate small farmers. The abattoir will receive stock from the Napier, Genadendal, and Suurbraak FPSUs.
- An animal feed production plant to produce formulated animal feed from locally produced lucerne. It should have an estimated capacity of 500 tons per month. It will receive lucerne from the Napier, Genadendal, and Suurbraak FPSUs.
- Training facilities including lecture halls and lodging for 20 trainees.
- An intake, storage and dispatch facility of about 2 000m² for produce from the feeder FPSUs.
- A small packing and cooling facility for vegetables to handle about 200 tons of vegetables per month.
- A fish Intake, storage (cold-room) and dispatch facility for fish from the Arniston and Struisbaai FPSUs.
- A market facility to sell local produce.
- Office space and secretarial services for local emerging farmers.
- A main production input supply facility to purchase production inputs like fertilizer, chemicals, seed irrigation equipment, small tools, and so on.
- A mechanization centre and equipment servicing and repair centre to effect major repairs to the fleet of trucks, tractors and vehicles that service the hub and its feeder FPSUs.
- Extension services with shared offices at the training centre.
- A market information centre with shared offices at the training centre.

The Farmer Production Support Unit is proposed for Napier – serving Spanjaardsloof and Elim – in support of stock, vegetable, and flower farmers. The FPSU will include the following facilities and support services:

- A small produce handling facility for the receipt and dispatch of produce from the catchment areas, including animals, vegetables, flowers / proteas and in future rooibos and honey bush tea.
- A packing and cooling facility for handling and packing of flowers.
- A mechanization and repair centre.
- A market facility to sell produce locally.
- A production input supply facility.
- A small meeting and internet facility.

Harbour Spatial and Economic Development Framework (2014)

The Harbour Spatial and Economic Development Framework project – part of Operation Phakisa – is headed by the GWC Department of Public Works (DPW). It aims to:

- Ensure that DPW develops each harbour to unlock the economic potential and creating sustainable livelihoods for local communities.
- Develop a Spatial and Economic Development Framework for each harbour to guide planning and development.
- To enable a proactive and planned approach to addressing issues currently experienced by the Harbour Steering Committee, DPW, and other stakeholders.

The two fishing harbours in CAM earmarked for development are the Arniston and Struisbaai Harbours.

Comprehensive Rural Development Programme (2013)

The Comprehensive Rural Development Programme is aimed at strengthening the response to poverty and food insecurity by maximizing the use and management of natural resources to create vibrant, equitable and sustainable rural communities. The program was implemented in various municipalities within the Province and is presently focusing on Arniston and Struisbaai.

Conversion of the military airport into a commercial facility

The conversion of the currently military airport into a commercial facility, specifically for the export of agricultural produce, has been mooted for some time.

4.3.11. Challenges, implications, and/ or opportunities

In summary:

- Public facilities fulfill a critical role in community development and welfare. The municipality should assist in maintaining these facilities to a high standard. From a spatial perspective, it is important to cluster facilities as far as is possible, in this way maximizing management capacity and user experience.
- There appear to be an opportunity to focus more on institutional arrangements to integrate and coordinate the work of various extra-municipal organisations involved in community welfare and community development initiatives.
- Given the capital budget focus on infrastructure, it is important to maximize associated socio economic benefits. For example, the municipal entrepreneurship assistance and development agenda should be directly linked to infrastructure development. Priority should perhaps be given to assisting people in establishing enterprises or acquiring skills directly related to the infrastructure development and maintenance programme.
- Few formal market spaces for emerging entrepreneurs exists. With the above in mind, it appears sensible for CAM to develop an approach to enabling development of a “hierarchy” of markets in different places. This could range from larger formalized spaces (as perhaps the one contemplated by political leadership for Napier; a dedicated formal structure which exposes regional craft, produce, cuisine, and culture, and acts as an enabler of livelihood development and cultural and regional understanding) to small street spaces where individuals can trade in food and goods on a daily or intermittent basis. In this way, the full range of needs in the municipal area could be met, while greater certainty is assured that the requirements of leadership are met or public funds assist targeted beneficiaries.

- CAM should continue to participate actively in inter-governmental initiatives to establish the Agri-Park and Farmer Production Support Unit, upgrade existing harbours, and commercialization of the military airport.

4.4. Analysis of the built environment

4.4.1. Settlement structure

CAM's settlement structure comprises nine towns and settlements of various size as function, as outlined in the table below.

SETTLEMENT	POPULATION SIZE	FUNCTION/ ROLE
Bredasdorp	15 524	Primary settlement in CAM, seat of government, regional services centre.
Napier	4 212	Secondary services centre, sought-after retirement/ second home area.
Struisbaai	3 877	Coastal settlement, sought-after retirement/ second home area and holiday destination.
Elim	1 412	Historic missionary settlement.
Arniston/ Waenhuiskraal	1 267	Historic fishing and coastal settlement, sought-after retirement/ second home area and holiday destination.
L'Agulhas	548	Coastal settlement, sought-after retirement/ second home area and holiday destination.
Suiderstrand	44	Small coastal settlement, retirement/ second home area.
Protem		Small rural service centre.
Klipdale		Small rural service centre.

Outside of formal settlements, 6 152 citizens (almost 19% of the total population) live on farms. Only 526 of these are farm workers (142 households).

In terms of Provincial guidelines¹, CAM settlements are classified as follows:

TYPE OF CENTRE	POPULATION	EXAMPLES	CAM SETTLEMENTS
Regional Centre	> 70 000	Cape Town, George, Paarl, Worcester, Mossel Bay, Oudtshoorn, Stellenbosch	-
Primary regional service centre	20 000-70 000	Knysna, Malmesbury, Swellendam, Beaufort West, Saldanha Bay	-
Secondary regional service centre	5 000-20 000	Villiersdorp, Langebaan, Ashton	Bredasdorp
Rural settlement with threshold to support permanent social services	1 000- 5000	Gouda, McGregor, Yzerfontein	Napier, Struisbaai, Elim, Arniston/ Waenhuiskraal
Rural settlement without threshold to support permanent social services	< 1 000	Witsand, Buffelsbaai, Matjiesfontein	L'Agulhas, Suiderstrand, Protem, Klipdale ²

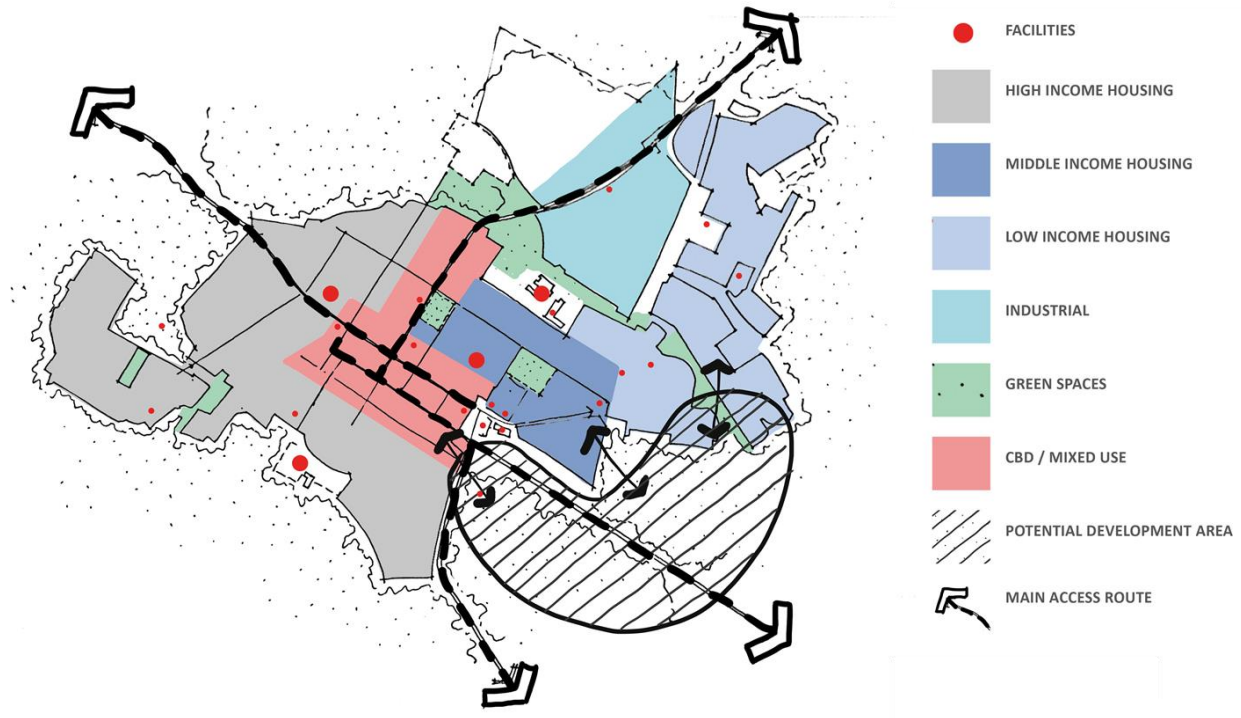
No settlement in CAM is classified as of high or medium-high growth potential and high social needs in terms of the Provincial Growth Potential Study (2013). Bredasdorp and Napier is classified as having medium growth potential and the rest of CAM settlements as having low growth potential. The whole of CAM is classified as of medium social needs.

¹ Based on GUIDELINES FOR THE PROVISION OF SOCIAL FACILITIES IN SOUTH AFRICAN SETTLEMENTS, CSIR, 2012.

² As L'Agulhas is spatially contiguous with Struisbaai, it should possibly also be categorised as a "rural settlement with threshold to support permanent social services".

4.4.2. Spatial analysis of individual settlements

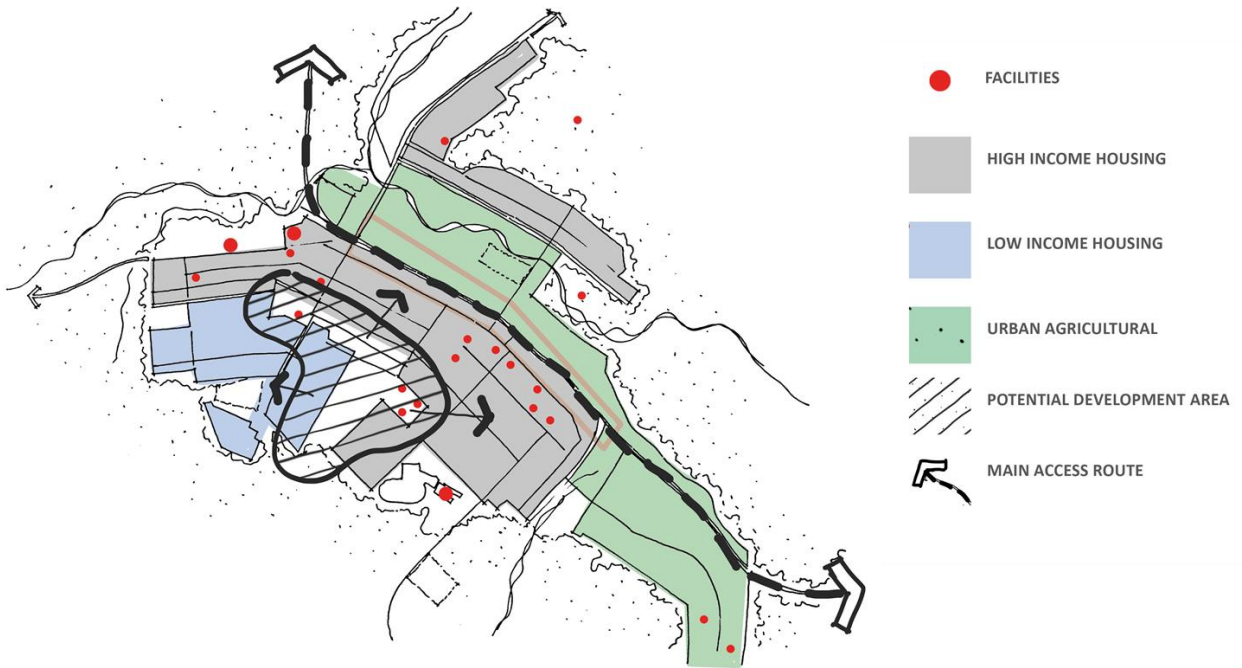
Bredasdorp



QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
<ul style="list-style-type: none"> • Located on key Provincial tourism/ scenic routes. • Located at the intersection of various major routes within CAM. • A broad range of living opportunity, including public, community, and private services. 		Focus major new services, public facilities, or affordable housing projects in Bredasdorp as it offers the most opportunity and services/ facilities serving the needs of most people.
A discernable central business district.		Maintain the walkability of the central business district.
A rural settlement character, including many historic buildings and discernable “main street” area.	Some new development – especially larger shopping centres – respond negatively to the main street.	<ul style="list-style-type: none"> • Acknowledge the importance of heritage resources and carefully manage impacts of new development and changes. • Maintain the current town character, specifically in relation to how new building is designed in relation to the street interface.
Relatively extensive undeveloped or underdeveloped land in proximity to places of opportunity (including what appears excessive land reservations for sport facilities).		The opportunity exists to actively promote a more integrated, compact, and non-motorised transport focused town.
	New affordable housing provided furthest from existing opportunity.	<ul style="list-style-type: none"> • The location of new public facilities or commercial activity should specifically consider accessibility in relation to informal areas/ areas of poverty and deprivation, enabling integration, reducing barriers between communities and enabling more efficient access to facilities and opportunities.

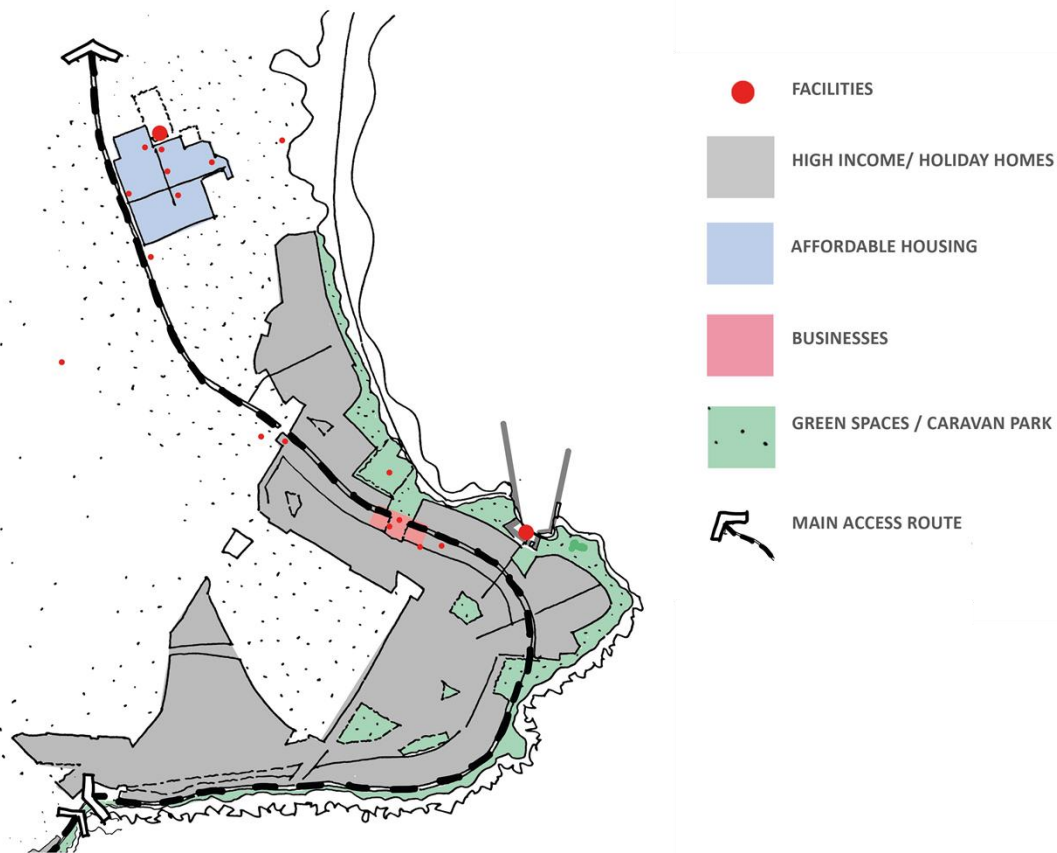
		<ul style="list-style-type: none"> • Available land closest to existing opportunity should be prioritized for affordable housing.
	Limited affordable housing typology	Despite the drive for densification, residential plots need to be sufficiently large to accommodate the development of additional units for rental, the growing of foodstuffs, or working from home (subject to manageable impacts on neighbours).
	Limited supply of GAP housing.	Reserve smaller publicly owned land parcels in town for GAP housing and provide incentives to private sector developers.
	Somewhat “isolated” and scattered provision/ location of new public facilities.	Cluster public facilities together in accessible locations to increase convenience for users.
	Stress on infrastructure services (specifically during peak holiday season).	Carefully consider the infrastructure service implications of additional development.
	Limited facilities for small and emerging entrepreneurs.	Provide, reserve, or prepare land in highly accessible locations for communal or individual entrepreneurial activity benefitting residents from poorer areas (even if the community is not “organized” to take up the opportunity today). There should be a hierarchy of these places, from a large regional market to small spaces with basic facilities (hard surfacing, water, shade, ablution facilities) at strategic locations along busy routes.
	Limited street trees.	Introduce a programme of street tree planting, prioritizing the most public streets.

Napier



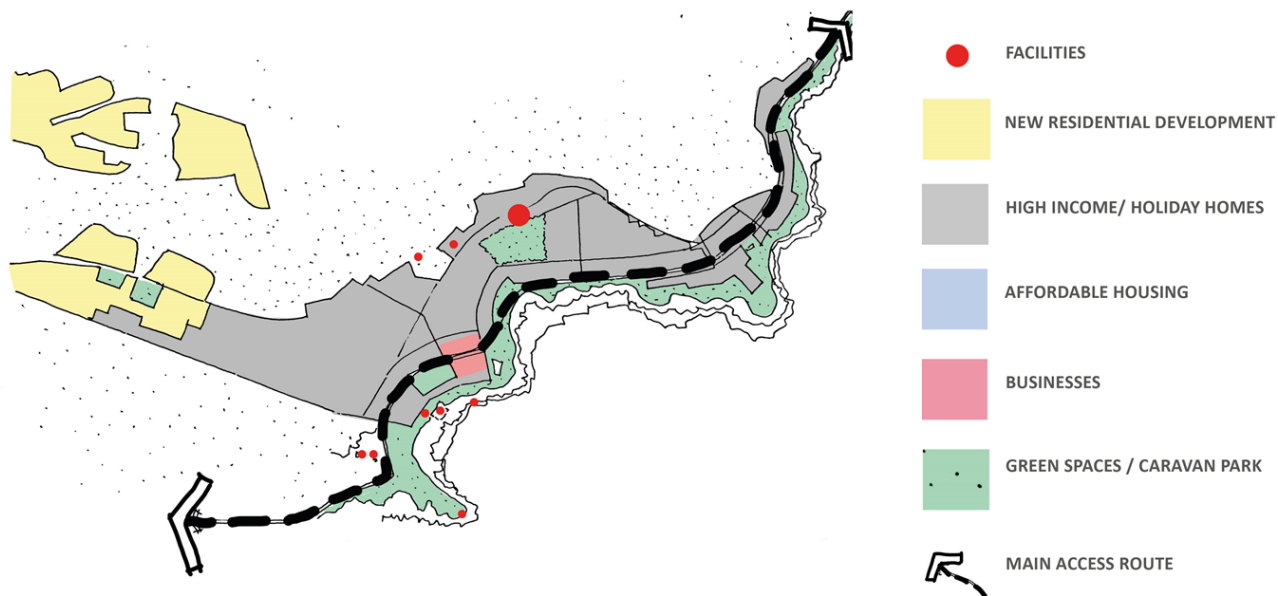
QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
A rural settlement character, including many historic buildings and discernable "main street" area.	Possibly underexplored tourism potential as the "gateway" to CAM.	<ul style="list-style-type: none"> • Acknowledge the importance of heritage resources and carefully manage impacts of new development and changes. • Maintain the current town character, specifically in relation to how new building is designed in relation to the street interface.
Relatively extensive undeveloped or underdeveloped land in proximity to places of opportunity.		The opportunity exists to actively promote a more integrated, compact, and non-motorised transport focused town.
Affordable housing relatively close to commercial and other opportunity.	Limited affordable housing typology	Despite the drive for densification, residential plots need to be sufficiently large to accommodate the development of additional units for rental, the growing of foodstuffs, or working from home (subject to manageable impacts on neighbours).
	Somewhat "isolated" and scattered provision/ location of new public facilities.	Cluster public facilities together in accessible locations to increase convenience for users.
	Stress on infrastructure services (specifically during peak holiday season).	Carefully consider the infrastructure service implications of additional development.
	Limited facilities for small and emerging entrepreneurs.	Provide, reserve, or prepare land in highly accessible locations for communal or individual entrepreneurial activity benefitting residents from poorer areas (even if the community is not "organized" to take up the opportunity today). There should be a hierarchy of these places, from a large regional market to small spaces with basic facilities (hard surfacing, water, shade, ablution facilities) at strategic locations along busy routes.

Struisbaai



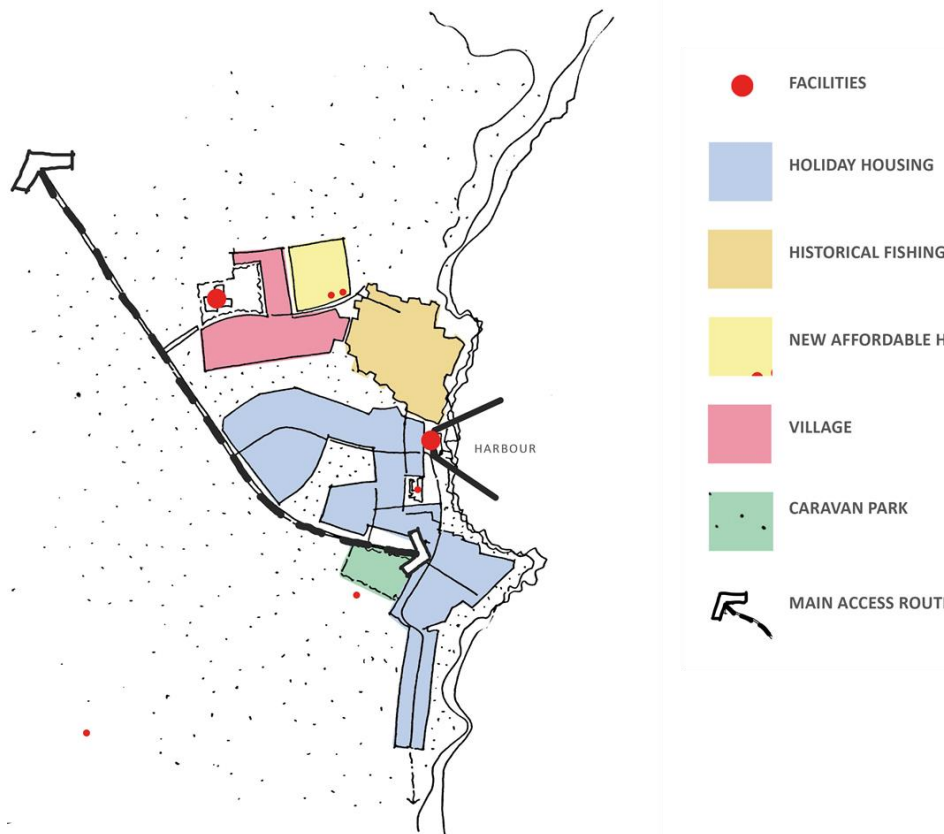
QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
Sprawling, low density suburban coastal development.	Car dependence and pedestrian inconvenience because of low density, sprawling nature (in turn, resulting in demand for space extensive uses such as parking).	Promote infill development as opposed to lateral sprawl.
	Affordable housing provided furthest from existing opportunity.	<ul style="list-style-type: none"> The location of new public facilities or commercial activity should specifically consider accessibility in relation to informal areas/ areas of poverty and deprivation, enabling integration, reducing barriers between communities and enabling more efficient access to facilities and opportunities. Available land closest to existing opportunity should be prioritized for affordable housing.
	Stress on infrastructure services (specifically during peak holiday season).	Carefully consider the infrastructure service implications of additional development.
	Underutilised harbor area.	
	Management of extensive, seasonal municipal camp site/ caravan park.	Should the municipal camp site/ caravan park be made available for PPP management arrangements carefully frame the conditions/ processes for possible future expansion.

L'Agulhas



QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
Sprawling, low density suburban coastal development contiguous with L'Agulhas.	Car dependence and pedestrian inconvenience because of low density, sprawling nature (in turn, resulting in demand for space extensive uses such as parking).	Promote infill development as opposed to lateral sprawl.
	Inadequate "celebration" of the "southern tip of Africa" precinct.	
	Stress on infrastructure services (specifically during peak holiday season).	Carefully consider the infrastructure service implications of additional development.
	Management of extensive, seasonal municipal camp site/ caravan park.	Should the municipal camp site/ caravan park be made available for PPP management arrangements carefully frame the conditions/ processes for possible future expansion.

Arniston/ Waenhuiskraal



QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
Distinct quality of living in proximity to marine and land-based natural resources.		Infill opportunity exists but should carefully consider: <ul style="list-style-type: none"> • The spatial extent of new development areas, with a preference for smaller, strategically located development areas abutting existing development. • The nature of use, favoring eco-tourism and education. • The form and scale of building, favoring smaller “broken up” and low building envelopes in character with the area.
Distinct historic character in relation to the old fishing community (Kassiesbaai is the last remaining historical fishing community in South Africa and is a Grade 1 Heritage Site).		
Distinct social character in the juxtaposition of social groups (e.g. the location of Kassiesbaai close to higher income housing, the location of the hotel close to Kassiesbaai).		<ul style="list-style-type: none"> • Maintain the gradual transition between the built and unbuilt environment at the entry to the village. • Maintain the relative narrow streets and intersections within the village (as a means of managing vehicular flow and assisting pedestrianism).
	Stress on infrastructure services (specifically during peak holiday season).	Carefully consider the infrastructure service implications of additional development.
	Limited commercial opportunity for meeting the daily needs of residents.	<ul style="list-style-type: none"> • Favor distributed small commercial opportunity accessible to residents as opposed to one large centre. • Resist “strip” commercial development.
	Incomplete mixed use commercial centre opposite municipal camp site/ caravan park.	Support initiatives to devise an appropriate use/ design solution for the incomplete mixed use commercial centre and incorporate agreed design parameters in the Zoning Scheme.

	Underutilised harbor area.	<ul style="list-style-type: none"> • Complete the "The Fish House Heritage Center", and associated landscaping in Kassiesbaai. • Harbor upgrade plans should consider the scale and openness of the current facility.
	Poor state of smaller infrastructure works (e.g. access to beach areas, associated vehicular control mechanisms, etc.)	
	Management of extensive, seasonal municipal camp site/ caravan park.	Should the municipal camp site/ caravan park be made available for PPP management arrangements carefully frame the conditions/ processes for possible future expansion.

Elim



QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
<p>Historic Moravian Church settlement.</p>	<ul style="list-style-type: none"> • No formal township status. • The "Opsienersraad" levy taxes and charge service fees for the delivery of services. • Community cannot access government funding (e.g. for the indigent) 	<p>CAM is considering the full implications of incorporation.</p>

Suiderstrand

Insert diagram

QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
Coastal subdivision of larger sized erven. Relatively underdeveloped.		<ul style="list-style-type: none"> • Carefully consider the cost-benefit of tarring the gravel access road. • Carefully consider lateral expansion given the relatively underdeveloped state of the area.

Protem

Insert diagram

QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
Very small rural settlement.		Too small and isolated for expansion.

Klipdale

Insert diagram

QUALITIES	ISSUES/ CHALLENGES	SPATIAL PLANNING/ LUM IMPLICATIONS
Very small rural settlement.		Too small and isolated for expansion,

4.4.3. Rural settlement

Some 19% of CAM's population lives in dispersed homesteads on farms. Limited municipal services (e.g. the occasional emptying of septic tanks) are provided to the farming community.

CAM has commissioned a study of land use on farms. While this work is in progress, the PSDF's policy directives in relation to strengthening the rural economy should be considered. This includes that:

- Rural considerations are to be factored into all municipal IDPs and SDFs, with priority given to getting rural coverage in all district SDFs and then refining the detail of the planning at local municipality level.
- SDFs should be able to assist in the identification of strategically located land for land reform purposes in terms of the Pro-active Land Acquisition Strategy (PLAS).
- Compatible and sustainable rural activities (i.e. activities that are appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate) and of an appropriate scale and form can be accommodated outside the urban edge (except in bona fide wilderness areas).
- While the 2009 PSDF draft Rural Land Use Planning and Management Guidelines are to be reviewed and updated to serve as basis for clarifying the interpretation of this policy, the following criteria should be applied:
 - Environmental authorization, compatibility with land use activities suitable in the CBA it is situated in, and subject to an EIA.
 - The use does not alienate unique or high value agricultural land, or compromise existing farming activities.

- The use does not compromise the current or future possible use of mineral resources.
- The use is consistent with the cultural and scenic landscapes within which it is situated.
- The use does not involve extensions to the municipality's reticulation networks (i.e. served by off-grid technologies).
- The use does not impose real costs or risks to the municipality delivering on their mandate.
- The use does not infringe on the authenticity of rural landscapes.

Given limited staff resources, building development and land use management on farms is a major challenge. The PSDF criteria is significant.

4.4.4. Public facilities

The CAM Library Service consists of nine libraries. The main library is situated in Bredasdorp, while there are also library facilities at Welverdiend (Bredasdorp) Struisbaai, Waenhuiskrans, Napier, Klipdale, Protem and Elim. The internet that is available free of charge in seven of these libraries.

CAM has 7 cemeteries.

The Municipal Area currently has 18 parks with playground equipment, as well as a community park in every ward. There are also sports grounds/ fields and community halls in every ward as well as camp sites/ resorts at Bredasdorp, Arniston, Struisbaai and L'Agulhas.

4.4.5. Infrastructure and services

Free basic services

In terms of CAM's Indigent Policy, all households earning less than R2 860 per month will receive the free basic services as prescribed by national policy. In 2014/15, 3 429 out of 8 826 households (almost 39%) qualified for free basic services.

Free services entail:

- 6kl water.
- 50kw electricity.
- A 40% or 80% rebate on sanitation (depending on household income).
- A 40% or 80% rebate on refuse removal (depending on household income).

Over the last number of years, the growth in the number of poorer families living in CAM, together with housing provision to them, has led to a steady increase in the number of indigent households.

Water

The Municipality's primary water sources are ground water from various boreholes in the area. Bredasdorp has, in addition, the Uitvlucht spring and the Sanddrift Dam.

All towns have sufficient water sources except for Struisbaai where the water source is under ever increasing pressure owing to numerous residential developments and holidaymakers. Water quality problems are experienced in L'Agulhas (options to address these problems are investigated).

Key challenges are:

- Peak water demand during summer season in coastal towns. remains a challenge. The possibility of developing ground water RO-plants in Struisbaai is currently being investigated.
- Unaccounted water of some 20% (to be reduced through the installation of domestic water meters as part of the water meter replacement programme).

All households in the municipal area have access to minimum water standards, defined as access to 25lt of potable water per day supplied within 200m of a household and with a minimum flow of 10lt per minute.

Sanitation (waste water)

Bredasdorp has a full waterborne sewerage system in place. Napier and the coastal towns are partially serviced with a septic tank system (under pressure during peak holiday seasons). Sewer tanks are not seen as a sewerage back log.

All formal households in CAM have access to sanitation services (with no household serviced by CAM dependent on the bucket toilet system).

Except for Bredasdorp, all sewerage purification works have sufficient capacity and are operating at a satisfactory level. An effluent quality control program is in place to minimise the risk of pollution of public streams or ground water sources.

Future sewerage schemes will be implemented as funds become available. Upgrade of the Bredasdorp Waste Water Treatment Plant is a priority.

Electricity

Electricity distribution in the Municipal Area is done by CAM and Eskom (Struisbaai North, Elim, Kassiesbaai, Proteem and Klipdale). All formal households and households in informal settlements have access to electricity and street lighting. Informal settlements where some type of township development has taken place also have access to electricity. Electricity capacity is adequate to cover current demand for electricity in the area.

The Municipality's electricity losses increased from 6.45% in 2014/15 to 7.20% in 2015/16 (still well below the norm). All existing households within the Municipal supply area have access to minimum standards of electricity, defined as an electricity connection at the dwelling.

Waste management

All households in the Municipal Area have access to a weekly refuse collection service. In low income areas, bags are carried out to the nearest collection point. Each household receives 60 black bags per annum free of charge.

The Municipality has a recycling programme in place and the separation of waste takes place at source. A two-bag system has been implemented for collecting of waste. Material that can be recycled is placed in clear bags and other waste in black bags. Businesses also take part in the recycling project and separate the waste for collection. This programme also creates jobs and extensive use is made of the EPWP.

The Municipality has a licensed landfill site in Bredasdorp and three drop-off areas (Napier, Waenhuiskrans and Struisbaai). There is also a licensed landfill site in Elim operated by the Elim Opsienersraad. Waste from drop-offs is collected and transported to the Bredasdorp landfill site.

Street cleaning takes place on a continuous basis throughout the year (in support of the EPWP).

Stormwater

Storm water drainage is a major challenge in CAM owing to backlogs and inadequate storm water systems. All new roads are constructed with storm water drainage and the Municipality aims to construct a minimum of 500m of storm water pipes annually to address the backlog.

ICT systems

As part of its OneCape2040 strategy, the WCG has prioritised the roll-out of a strong broadband network. At first, it is intended to develop an initial backbone to link all Provincial Government buildings and pilot wireless mesh networks in municipalities. It is planned to provide public ICT access within a 2km radius of anyone by 2019 and make available higher connection speeds to businesses. Bredasdorp to Swellendam and Bredasdorp to Caledon Fibre build-out plans are respectively part of Phase 1 and Phase 2 of the Provincial roll-out programme.

4.4.6. Housing

Affordable and GAP housing opportunity

Consistent with National and Provincial policy directives, CAM strives to improve basic service provision to informal settlements while simultaneously decreasing the number of informal dwellings and provide formal new dwellings.

There are currently approximately 3 430 applicants/ potential beneficiaries on the CAM's housing waiting list. Some 60% of the waiting list beneficiaries are in Bredasdorp and 23 % in Napier.

Since 2009/ 10, CAM has provided approximately 1 220 low income houses in Bredasdorp, Napier, Struisbaai, and Arniston/ Waenhuiskraal. Some 65% of these have been in Bredasdorp (consistent with the proportion of housing beneficiaries in Bredasdorp).

Medium term implementation plans entail:

- Bredasdorp site F (809 houses in 2016/17).
- Struisbaai site A (442 houses in 2016/17).
- Bredasdorp PHP (187 houses in 2016/17).
- Bredasdorp GAP housing (an estimated 350 units).
- Napier "integrated development" (an estimated 250 GAP and low cost units).

Higher income housing opportunity

Two projects for higher income housing opportunity were mooted during the status quo work phase.

- A retirement village on municipal land at the Napier entrance to Bredasdorp.

- An extension of Arniston/ Waenhuiskraal north of the main beach area (behind the existing row of houses).

These proposals should be carefully considered in relation to existing service capacity and the built character of surrounding areas.

4.4.7. Transport

Based on information from the Provincial Land Transport Framework (2014), the transport modal split for the Overberg District is as follows:

NON-MOTORISED TRANSPORT	PRIVATE TRANSPORT	PUBLIC TRANSPORT
57% (compared to 20% in Cape Town and 34% in Eden)	26% (the lowest in the Province; compared to 45% in Cape Town and 46% in Eden)	15% (mainly bus; no rail and limited mini-bus taxis; with Cape Winelands, the lowest in the Province; compared to 20% in Eden and 35% in Cape Town)

CAM does not enjoy access to passenger rail services. As private taxi services are intermittent, public transport between the various settlements remain a significant challenge.

The quality of the provincial roads linking the area to the N2 is good.

CAM has approximately 28km gravel roads, maintained on a quarterly basis to a good drivable condition. The intention is to surface all these roads by 2050.

Two major roads have been prioritised for upgrading to a tarred surface owing to potential economic impact. The first is 56km leading to the De Hoop Nature Reserve and the 5km gravel road which links L'Agulhas and Suiderstrand (this road was recently transferred to CAM). Given associated costs, upgrading will occur in partnership with the National and Provincial Departments of Public Works as well as the District Municipality. Upgrading of the road linking Gansbaai and Elim has been completed.

CAM aims to build no less than 1.5km new roads annually. All projects employ labour intensive construction methods and job allocation through the EPWP.

4.4.8. Building development and land use management

On average CAM received some 20 applications for rezoning and land use change and almost 400 applications for building development over the past two to three years. Building development and land use management on farms is a major challenge, given limited staff resources.

4.4.9. Current built environment development and management initiatives

Complete

4.4.10 Challenges, implications, and/ or opportunities

In summary:

- Bredasdorp should be reinforced as the primary settlement in CAM. It is here where most can benefit from investment in higher order facilities and infrastructure.
- Napier is also a major settlement, but the primary investment focus should be more on tourism and culture as opposed to commercial services.

- Coastal towns should be maintained but not be grown laterally significantly.
- Elim and Arniston/ Waenhuiskraal should be maintained and carefully managed for their special historic and cultural characteristics (including the relationship between settlement and the natural environment).
- Significant expansion of the small rural settlements of Klipdale and Protem should not be considered.
- There appears to be no need to significantly grow any settlement “outwards”. Sufficient land is available for infill development in towns and significant subdivided and zoned coastal land has not yet been developed. This strategy has several benefits, including protecting places of nature and agricultural value, compacting settlements for more efficiency, and reducing services costs.
- CAM is currently engaged in undertaken a detailed land use survey of farms. Once this work is completed, careful consideration must be given to a system which both provides reasonable protection to rural and agricultural area and recognises the public resource constraints in implementing the system.
- Given the significance of agriculture to the provincial and municipal economy, a core principle of the spatial framework should be not to permit development which depletes agricultural opportunity.
- The dispersed settlement structure of CAM, together with substantial temporary service user increases during peak holiday periods create significant challenges to infrastructure provision in CAM. It appears important to:
 - Focus resources for infrastructure expansion in areas where the most people will benefit and the leverage of infrastructure for further economic development and job creation will be the greatest. In practice, this implies a focus on Bredasdorp and Napier as opposed to smaller settlements.
 - Not to grow coastal settlements laterally significantly.
 - Focus further development in settlements on infill and the use of underdeveloped land, in this way minimizing the length of service runs.
 - Pursuing reasonable densification in all settlements (while respecting the specific character of places).
 - Ensure that new affordable housing is provided in places and a manner where housing becomes real assets, in this way enabling service users to contribute to service charges.
- Traditionally, it is the norm for infrastructure services to depend on spatial planning to indicate where best to focus infrastructure development. Arguably, given the extent to which infrastructure development and maintenance dominate the municipal resource base, it is as important – through an analysis of its own cost structure – for infrastructure services to also present a case on where and how infrastructure should be provided in the most sustainable way. This issue should be a specific output of the proposed Infrastructure Development Plan (to be prepares during 2017).
- Also important is expanding the scope of infrastructure investment and projects to meet other needs. For example, the establishment of small market spaces and tree planting should be planned and implemented as part of roads infrastructure projects.
- Careful consideration should be given to align CAM’s local business development initiatives – for example, assistance in business registration – and the infrastructure plan and programme to assist in the employment of local people and businesses on infrastructure projects.
- It is unlikely that CAM will ever enjoy the benefit of a comprehensive government supported public transport system – including specialised routes, vehicles and systems – to enable inter-settlement people movement. User numbers are simply too low and distances between settlements substantial. In this context, it would be important to assist (where possible), private sector taxi operators to run regular services enabling people to access opportunity such as work in the different settlements. At the same time, it would appear logical to:

- Focus significant new settlement growth and development in the place of greatest opportunity to minimize inter-settlement movement. In practical terms, it means that significant infrastructure initiatives, job creation initiatives, public facilities, or housing projects should be in Bredasdorp.
- Progressively pursue a compact form for all settlements as far as possible to enable use of non-motorised transport.
- Ensure that each settlement contains a range of facilities required to meet at least the daily needs of citizens, in this way minimizing the need for excessive movement.
- Affordable housing remains a key challenge in CAM. Given the small proportion of farm workers living on farms, it appears that the movement of workers to town has – in recent years – created an additional burden on the municipality to house citizens. The SDF should consider:
 - The principles of SPLUMA, demanding the location of affordable housing in a manner which maximizes livelihood opportunities for poorer citizens.
 - A focus of affordable housing expenditure in settlements which provide optimum work and other opportunities and minimizes inter-settlement movement.
 - Ensuring that the layout and form of affordable housing allow for changing user demands, lifestyles, and increased livelihood opportunity (including sufficient on-site space to grow food and extend units to enable rental, accommodating extended families, or income generating work space).
- There is significant demand for GAP housing in CAM. Many younger people – including CAM staff – find it difficult to find suitable accommodation in CAM. The municipality should support the provision of GAP housing by private developers through land availability incentives.
- Social development and welfare are significant issues raised during the IDP public participation process and leadership strategic sessions. It is also a very significant provincial strategic and policy focus area.
- From a spatial perspective, this requires a specific emphasis on public facilities. Specifically, it is believed that:
 - Cluster social facilities and activities within nodes to optimise accessibility and convenience while also improving operations, security and maintenance.
 - Place higher order public facilities and activity on the most important routes and smaller ones on the main route or at cross roads within communities.
 - Promote Bredasdorp as the location for higher order public facilities.
- Providing an enabling environment for the development of small enterprises has been a longstanding concern of CAM. Thus, some funds have been provided for establishing a market in Bredasdorp. The SDF needs to consider that the informal economy comprises a “continuum” of economic activities, requiring decision-makers and service providers to differentiate what is provided to the needs of different sectors and local areas. Depending on who is to benefit – or the kind of market contemplated – the location of the facility, the services provided to assist traders or visitors, and management arrangements, may differ substantially. With the above in mind, it appears sensible for CAM to develop an approach to enabling development of a “hierarchy” of markets in different places. This could range from larger formalized spaces (as perhaps the one contemplated by political leadership for Napier; a dedicated formal structure which exposes regional craft, produce, cuisine, and culture, and acts as an enabler of livelihood development and cultural and regional understanding) to small street spaces where individuals can trade in food and goods on a daily or intermittent basis. In this way, the full range of needs in the municipal area could be met, while greater certainty is assured that the requirements of leadership are met or public funds assist targeted beneficiaries.
- Several larger projects which could provide significant impetus to the local economy have been mooted for CAM. These include conversion of the currently military airport

into a commercial facility (specifically for the export of agricultural produce), the establishment of an AgriPark in Bredasdorp as part of the Provincial programme to enable agricultural production and entrepreneurship, and the expansion of small craft harbors at Arniston/ Waenhuiskraal and Struisbaai to meet the needs of the fishing industry. These projects can no doubt assist local economic development. However, all of them involve a range of partner organisations and interest, and require resources beyond the means of CAM. Nevertheless, it is important for CAM to remain engaged in exploring these initiatives, and assist through local infrastructure alignment, and so on. Most critical is finalisation of land agreements and infrastructure needs related to the AgriPark in Bredasdorp.

- CAM covers a vast spatial area and numerous land use activities occur across the rural area. Further, many areas are of a character that requires a unique land use management response sensitive to local conditions. Ideally, CAM requires a much stronger land use management staff complement to manage the many different conditions in the municipal area. Given competing needs, more resources are, however, unlikely. Thus, the second phase of work on the SDF possibly needs to address a land use management system and guidelines which is minimalist and relies to a greater degree on management by communities and interest groups.

5. POSSIBLE THEMES AND TASKS FOR THE SDF

Possible core themes for organising information and proposals during the preparation of the SDF phase could be:

- Settlement structure and role.
- Rural settlement.
- Infrastructure.
- Transport and movement.
- Housing location and typology.
- Livelihoods and economic infrastructure.
- Public facilities.
- Individual settlements.

Key technical tasks:

- The delineation and promulgation of coastal setback lines.
- The identification of priority areas outside the protected area network that are critical for the achievement of the Province's conservation targets.
- Updating the delineation of urban edges.
- A clear spatial understanding (mapped) of areas of infrastructure stress.
- Identification of priority areas for housing development.
- Updating of Spatial Planning Categories (SPCs) that reflect suitable land use activities in the different areas.

APPENDICES

APPENDIX 1:

SPLUMA PRINCIPLES

PRINCIPLE	EXPLANATION IN ACT
(a) The principle of spatial justice, whereby –	<p>(i) past spatial and other development imbalances must be redressed through improved access to and use of land;</p> <p>(ii) spatial development frameworks and policies at all spheres of government must address the inclusion of persons and areas that were previously excluded, with an emphasis on informal settlements, former homeland areas and areas characterised by widespread poverty and deprivation;</p> <p>(iii) spatial planning mechanisms, including land use schemes, must incorporate provisions that enable redress in access to land by disadvantaged communities and persons;</p> <p>(iv) land use management systems must include all areas of a municipality and specifically include provisions that are flexible and appropriate for the management of disadvantaged areas, informal settlements and former homeland areas;</p> <p>(v) land development procedures must include provisions that accommodate access to secure tenure and the incremental upgrading of informal areas; and</p> <p>(vi) a Municipal Planning Tribunal considering an application before it, may not be impeded or restricted in the exercise of its discretion solely on the ground that the value of land or property is affected by the outcome of the application;</p>
(b) the principle of spatial sustainability, whereby spatial planning and land use management systems must –	<p>(i) promote land development that is within the fiscal, institutional and administrative means of the Republic;</p> <p>(ii) ensure that special consideration is given to the protection of prime and unique agricultural land;</p> <p>(iii) uphold consistency of land use measures in accordance with environmental management instruments;</p> <p>(iv) promote and stimulate the effective and equitable functioning of land markets;</p> <p>(v) consider all current and future costs to all parties for the provision of infrastructure and social services in land developments;</p> <p>(vi) promote land development in locations that are sustainable and limit urban sprawl; and</p> <p>(vii) result in communities that are viable;</p>
(c) the principle of efficiency, whereby –	<p>(i) land development optimises the use of existing resources and infrastructure;</p> <p>(ii) decision-making procedures are designed to minimise negative financial, social, economic or environmental impacts; and</p> <p>(iii) development application procedures are efficient and streamlined and timeframes are adhered to by all parties;</p>
(d) the principle of spatial resilience, whereby –	flexibility in spatial plans, policies and land use management systems are accommodated to ensure sustainable livelihoods in communities most likely to suffer the impacts of economic and environmental shocks.
(e) the principle of good administration, whereby –	<p>(i) all spheres of government ensure an integrated approach to land use and land development that is guided by the spatial planning and land use management systems as embodied in this Act;</p> <p>(ii) all government departments must provide their sector inputs and comply with any other prescribed requirements during the preparation or amendment of spatial development frameworks;</p> <p>(iii) the requirements of any law relating to land development and land use are met timeously;</p> <p>(iv) the preparation and amendment of spatial plans, policies, land use schemes as well as procedures for development applications, include transparent processes of public participation that afford all parties the opportunity to provide inputs on matters affecting them; and</p> <p>(v) policies, legislation and procedures must be clearly set in order to inform and empower members of the public.</p>

APPENDIX 2:

THE SPLUMA PRINCIPLES INTERPRETED

SPLUMA PRINCIPLE	INTERPRETATION
Spatial justice	<ul style="list-style-type: none"> • Allocate a reasonable proportion of resources annually to the upgrading of informal settlements/ areas of poverty and deprivation. • The location of new public facilities or commercial activity should specifically consider accessibility in relation to informal areas/ areas of poverty and deprivation, enabling integration, reducing barriers between communities and enabling more efficient access to facilities and opportunities. • Provide, reserve, or prepare land in highly accessible locations for communal or individual entrepreneurial activity benefitting residents from poorer areas (even if the community is not “organized” to take up the opportunity today). There should be a hierarchy of these places, from a large regional market to small spaces with basic facilities (hard surfacing, water, shade, ablution facilities) at strategic locations along busy routes.
Spatial sustainability	<ul style="list-style-type: none"> • Ensure the continuity and connection of core biodiversity areas, river systems and landscape elements to establish connected green and landscape networks. • Ensure that all interventions in rural areas and settlements are of an appropriate scale and nature to support rural livelihoods, whilst at that same time protecting the sense of place and the agricultural resource base. • Acknowledge the importance of heritage resources and carefully manage impacts of new development and changes. • Ensure that settlements and places are connected through at least one safe, attractive and pedestrian friendly route. • Densify urban development (while considering heritage and livelihood opportunity). • Place higher order public facilities and activity on the most important routes and smaller ones on the main route or at cross roads within communities. • Ensure that informal settlements are upgraded in terms of a “full menu of services” (including public spaces and facilities as opposed to only basic services).
Efficiency	<ul style="list-style-type: none"> • New development areas should not be enabled unless the availability and use of public and private land already zoned for urban development has been explored. • New development should in the first instance focus on areas where existing infrastructure (both service and community facility infrastructure) capacity exists. • The possible further use of land allocated to public facilities need to be assessed in relation to actual need and usage prior to exploring new development areas (e.g. many sports facilities have large areas which are unused. Further development – e.g. through framing them with housing can assist in compacting towns and reduce the operational burden on facilities). • Cluster social facilities and activities within nodes to optimise accessibility and convenience while also improving operations, security and maintenance.
Resilience	<ul style="list-style-type: none"> • Despite the drive for densification, residential plots need to be sufficiently large so as to accommodate the development of additional units for rental, the growing of foodstuffs, or working from home (subject to manageable impacts on neighbours). • Government/ municipal housing typologies should be designed to enable ready and affordable extension. • Ensure that the interface between green space and development is well designed so that open space is overlooked and not edged by the “backs” of development and blank edges (in this way contributing to surveillance and security).
Good administration	<ul style="list-style-type: none"> • The motivation for new development applications need to specifically address SPLUMA principles.

APPENDIX 3:

THE PROPOSED CONTENTS AND STRUCTURE OF THE CAM SDF

NO.	SUB-CHAPTER	EXPLANATION	PRODUCT	KEY RESPONSIBILITY	GIS/ MAPPING
EXECUTIVE SUMMARY					
	Executive summary	Overview of purpose, the process undertaken, key spatial issues identified during the spatial analysis, and a synopsis of the key proposals contained in the MSDF.	One page.	Project manager	
1. BACKGROUND AND PURPOSE					
1.1.	Legislative context	Legislative context (national/ provincial)	<ul style="list-style-type: none"> • Three pages. • Maps of study area (regional, municipal). 	Project manager	Maps of study area (regional, municipal).
1.2.	Purpose	<ul style="list-style-type: none"> • Study area • Objectives of the MSDF • Relationship to other plans 			
1.3.	Process	<ul style="list-style-type: none"> • Study phases • Resource and institutional arrangements (including service provider, PMT, ISC, Focus Groups) • Public participation (including notification process) • Council decision-making (including internal participation processes) 			
2. POLICY AND PLANNING/ IMPLEMENTATION CONTEXT					
2.1. POLICY CONTEXT					
2.1.1.	National	National (and para-statal) spatial development imperatives that the MSDF needs to align with (as articulated in NDP, national SDF, MTREF, and other national spatial policy documents).	<ul style="list-style-type: none"> • Three pages. • Direct implications for the MSDF presented in table form. 	Project manager	<ul style="list-style-type: none"> • 'Map' of PSDF. • 'Map' of District SDF.
2.1.2.	Provincial	Provincial spatial development imperatives that the MSDF needs to align with (as articulated in provincial growth and development strategy, PSDF, strategic objectives, MTREF, and other provincial policy documents).			
2.1.3.	District	District spatial development imperatives that the MSDF needs to align with (as articulated in the district SDF, IDP, environmental policy, and other district policy documents).			
2.1.4.	Local	Outline the municipal development agenda as articulated in the IDP, existing SDF, sector plans, MTREF, and other key strategic municipal policy documents.			
2.2. IMPLEMENTATION CONTEXT					
2.2.1	Planned expenditure across spheres of government	An outline of planned expenditure in the area (across spheres of government, including para-statals).	<ul style="list-style-type: none"> • Two pages including a summary table. • Map indicating planned expenditure 	Project manager	Map of planned MTREF period expenditure (across spheres of government, including para-statals).

			(distinguishing between spheres of government).		
3.	GUIDING PRINCIPLES AND VISION				
3.1.	Guiding principles	Interpret the local significance and application of national spatial principles as articulated in SPLUMA.	Half page interpretation of SPLUMA principles.	Project manager	
3.2.	Vision	Long term spatial vision for the municipality.	Half page and concept diagram.	Project manager	Simple spatial concept diagram that spatially represents the vision statement.
4.	SPATIAL CHALLENGES AND OPPORTUNITIES				
4.1.	Existing overall/ sector analysis	Strategic presentation of challenges and opportunities as reflected in existing IDP/ sector plans.	Two to three pages (half page per sector).	Project manager	Maps from key sector plans (or a composite map of key sector plan proposals).
4.2.	Public views	Outline of public concerns and contributions.	Two to three pages.	Project manager	
4.3.	Biophysical environment	<ul style="list-style-type: none"> • Overview of environmentally sensitive areas (including agricultural land) and biophysical considerations. • Summary of legacy, current and anticipated future biophysical challenges. • Interpretation of biophysical opportunities. 	Two pages and challenges/ opportunities diagram.	Environmentalist	<p>See page 26-28 of SDF guidelines</p> <p>Regional mapping inputs:</p> <ul style="list-style-type: none"> • Biodiversity corridors • Agricultural activity • Major water bodies and rivers • Mountain ranges • Rural cultural landscapes <p>District context mapping inputs:</p> <ul style="list-style-type: none"> • Critical Biodiversity Areas (CBAs) • Agricultural activity • (dryland, irrigated land etc.) • Protected areas • Threatened ecosystems <p>SDF area mapping inputs:</p> <ul style="list-style-type: none"> • Protected areas • Stewardship sites • CBAs and critical vegetation • Threatened ecosystems • Irrigated land • Major rivers and waterbodies • Forestry and mining (natural resource extraction activities) • Topography and mountain ranges
4.4.	Socio-economic environment	<ul style="list-style-type: none"> • Overview of population growth/ change, urban and rural economic activity/ employment trends, demand for housing across different socio-economic categories, cultural trends, and other socio-economic issues. • Summary of legacy, current and anticipated future socio-economic challenges. • Interpretation of socio-economic opportunities. 	Two pages and challenges/ opportunities diagram.	Project manager	<p>See page 26-28 of SDF guidelines</p> <p>Regional mapping inputs:</p> <ul style="list-style-type: none"> • Economic centres • Service centres • Regional freight and movement corridors • Economic linkages • Tourism hotspots • Productive regions

					<p>District context mapping inputs:</p> <ul style="list-style-type: none"> • Economic role and function of settlements • Direction and nature of economic linkages • Agricultural activity (dryland, irrigated land etc.) • Tourism hotspots • Nature reserves <p>SDF area mapping inputs:</p> <ul style="list-style-type: none"> • Economic centres • Direction and nature of economic linkages • Secondary service centres • Rural settlements and agricultural service centres • Land reform projects • Renewable energy projects • Tourist attractions • Nature reserves
4.5.	Built environment	<ul style="list-style-type: none"> • Overview of the built environment (built form, heritage, infrastructure, land uses, and patterns of activity). • Summary of legacy, current, and anticipated future built environment challenges. • Interpretation of built environment opportunities. 	Two pages and challenges/opportunities diagram.	Urban designer	<p>See page 26-28 of SDF guidelines</p> <p>Regional mapping inputs:</p> <ul style="list-style-type: none"> • Scenic routes and mountain passes • Cultural landscapes • Historic settlements • Natural heritage sites/ RAMSAR sites / Provincial monuments • Regional growth centres <p>District context mapping inputs:</p> <ul style="list-style-type: none"> • Scenic routes and mountain passes • Historic settlements • Natural heritage/ sites of scenic or heritage significance • Growth pressures <p>SDF area mapping inputs:</p> <ul style="list-style-type: none"> • Major movement routes • Scenic routes and mountain passes • Historic settlements • Natural heritage/ sites of scenic or heritage significance • Growth pressures • Urban edges • Infrastructure (power lines, WWTW, solid waste sites etc.)

4.6.	Composite challenges and opportunities (and spatial implications)	<ul style="list-style-type: none"> Synthesis of biophysical, socio-economic and built environment analysis into key challenges/ issues and identify their spatial implications. Interpretation of what needs to be redressed, addressed and mitigated in order to overcome the key spatial challenges and unlock opportunities while aiming to achieve the spatial vision. 	Two pages and challenges/opportunities diagram.	<ul style="list-style-type: none"> Project manager Environmentalist Urban designer 	See page 26-28 of SDF guidelines Composite challenges (legacy, current, future) and opportunities (synthesis) map.
5.	SPATIAL PROPOSALS				
5.1.	Spatial vision	Revisited spatial vision based on new analysis.	Short statement indicating clear rationale.	Project manager	
5.2.	Spatial concept	Diagrammatic concept of the spatial vision.	Clear diagram directly in support of the vision statement.	<ul style="list-style-type: none"> Project manager Urban designer 	See page 28 of SDF guidelines Simple diagram (possibly linked to what should be protected, what should be changed/ reorganized/ renewed, and where and how new activities should be accommodated.
5.3.	Future demand strategy	Future land demand calculations.	One page on the future demand calculations and approach statement (endorsed by client).	<ul style="list-style-type: none"> Project manager Urban designer 	
5.4.	Spatial strategies	Outline of strategies – for the municipality and distinct settlements – in support of the spatial concept, including: <ul style="list-style-type: none"> What should be protected. What should be changed/ reorganized/ renewed. Where and how new activities should be accommodated. Associated implications for management (including LUM). 	<ul style="list-style-type: none"> Concise written statements in support of maps indicating “protect”, “change”, and “new”. Concise written statement of implications for management. 	<ul style="list-style-type: none"> Project manager Environmentalist Urban designer 	See page 29 of SDF guidelines Simple diagrams (indicating what should be protected, what should be changed/ reorganized/ renewed, and where and how new activities should be accommodated.
5.5.	Composite MSDF	Composite MSDF and map including: <ul style="list-style-type: none"> Spatial Planning Categories (SPC) process to determine broader land use categories. Plans for different settlements within municipal area. 	<ul style="list-style-type: none"> Concise description of composite SDF and map. Concise description of settlement SDFs and map. 	Urban planner	<ul style="list-style-type: none"> Simple diagrammatic SDF. Detailed SDF with Spatial Planning Categories (SPC).
6.	IMPLEMENTATION FRAMEWORK				
6.1.	Supporting policies	Policies in support of achieving spatial strategies (e.g. for inclusive housing, densification, regeneration, or integrated transport and land use planning).	Two to three page description.	Project manager	
6.2.	Guidelines	<ul style="list-style-type: none"> Guidelines in support of achieving spatial strategies (e.g. for heritage and conservation, social facility provision, or rural/ traditional areas). Guidelines for and proposed amendments to for the LUMS in support of spatial strategies. 	Two to three page description.	Project manager	
6.3.	Capital investment (and resource allocation) framework	A capital investment framework that indicates: <ul style="list-style-type: none"> How spatial proposals and interventions are to be achieved sequentially (including what is achievable), with attention to what key interventions need to take place, where, and how these are to be “institutionalized” (in plans, budgets, etc.). Prioritization of detailed planning. 	Three to six page description and maps.	Project manager	Maps indicating proposals.

6.4.	Sector integration	Prescriptions on how the MSDF proposals must the proposals, priorities, expenditure, and performance measures of the IDP and sector plans.	Short description per sector.	Project manager	
	APPENDICES				
	Public participation	Detailed description of public participation process and list of I &APs.		Project manager	
	Public views	Detailed reflection of public concerns and contributions (as collected throughout the process).		Project manager	
	Policies	Detailed policies in support of achieving spatial strategies.		Project manager	
	Guidelines	Detailed guidelines in support of achieving spatial strategies.		Project manager	

APPENDIX 4:

SUBMISSION ON THE CAM SDF BY WARA

APPENDIX 5:

POLICY CONTEXT FOR THE CAM SDF

POLICY	ORIGIN AND PURPOSE	IMPORTANT FOCUS FOR THE CAM SDF
National Development Plan	Drafted by the National Planning Commission, the NDP sets out measures to achieve a more prosperous country which is progressively eradicating poverty and inequality.	<ul style="list-style-type: none"> • The NDP identifies increasing employment and improving education as the country's highest priorities. • Key NDP objectives relevant in full or part to the CAMSDF are: <ul style="list-style-type: none"> – The upgrading of informal settlements. – Investment in public transport and systems, including the renewal of the commuter rail fleet, and upgrade of stations and supporting facilities. – Denser, more liveable communities. – Moving jobs and investment to townships located on the margins of cities. – Quality, accessible schools, health facilities, and public spaces.
Medium-term Strategic Framework 2014-2019	The National Cabinet approved the new Medium-term Strategic Framework (MTSF) for 2014 to 2019, as the national implementation framework for the NDP. The MTSF defines the Strategic Objectives and targets of government during the five-year term. The MTSF therefore serves as the principal guide to the planning and the allocation of resources across all spheres of government.	The MTSF is structured around 14 priority outcomes that cover the focus areas identified in the NDP. These are: providing quality basic education, improving health, reducing crime, creating jobs, developing the skills and infrastructure required by the economy, promoting rural development, creating sustainable human settlements, delivering effective and efficient local government and public service, protecting the environment, fostering better international relations, enhancing social development, and promoting social cohesion and nation building.
National Infrastructure Plan (2012)	The NIP intends to transform South Africa's economic landscape while simultaneously creating significant numbers of new jobs, and to strengthen the delivery of basic services. The Cabinet-established Presidential Infrastructure Coordinating Committee (PICC) identified 18 strategic integrated projects (SIPS) to give effect to the plan.	<ul style="list-style-type: none"> • SIP 7 of the NIP entails the "Integrated urban space and public transport programme". The intent with SIP 7 is to coordinate the planning and implementation of public transport, human settlement, economic and social infrastructure and location decisions into sustainable urban settlements connected by densified transport corridors. A key concern related to integrating urban space is the upgrading and formalisation of existing informal settlements. • SIP 8 supports sustainable green energy initiatives on a national scale through a diverse range of clean energy options. • SIP 9 & 10 aims to accelerate the construction of new electricity generation capacity and transmission and distribution network to meet the needs of the economy and address historical imbalances. • SIP 12 aims to build and refurbish hospitals, other public health facilities and revamp nursing colleges. • SIP 13 supports a national school build programme, replacement of inappropriate school structures and backlogs in classrooms, libraries, computer labs and admin buildings. • SIP 15 supports expanding access to communication technology and provide for broadband coverage to all households by 2020. • SIP 18 addresses backlogs of adequate water to supply and basic sanitation to meet social needs and support economic growth.
Urban Network Strategy (2013)	The Urban Network Strategy (UNS) is the spatial approach adopted by the National Treasury to maximise the impact of public investment – through coordinated public intervention in defined spatial locations – on the spatial structure and form of cities.	<ul style="list-style-type: none"> • The aims of the UNS are to: <ul style="list-style-type: none"> – Assist with the spatial integration and targeting of investments – Improve the co-ordination of interventions – Complement the strategic intentions of current and future municipal plans. – Collectively emphasize the importance of coordinated public intervention in defined spatial locations within the city to maximise the effect of public resources utilisation on the spatial form of cities. • The Urban Network consists of a primary network and secondary networks: <ul style="list-style-type: none"> – At the primary network level (or city scale), the strategy proposes the identification of a limited number of significant urban nodes that

		<p>include both traditional centres of economic activity (such as the existing CBD) and new “Urban Hubs” located within each township or cluster of townships. It also emphasizes the importance of connectivity between nodes, through the provision of rapid and cost effective public transport on the primary network and the delineation of activity corridors for future densification and infill development adjacent to the public transport routes.</p> <ul style="list-style-type: none"> – At the secondary network level, the strategy proposes strengthening connectivity between smaller township centres and identified urban hubs.
National Public Transport Strategy (NPTS), 2007	The NPTS provides guidance to all three spheres of government on dealing with the public transport challenges in an integrated, aligned, coordinated manner.	<p>The NPTS has two key thrusts:</p> <ul style="list-style-type: none"> • Accelerated Modal Upgrading, which seeks to provide for new, more efficient, universally accessible, and safe public transport vehicles and skilled operators. • Integrated Rapid Public Transport Networks (IRPTN), which seeks to develop and optimise integrated public transport solutions.
National Rural Transport Strategy (NRTS), 2007	The NRTS provides guidance to all three spheres of government on dealing with the mobility and access challenges experienced in rural areas in an integrated, aligned, coordinated manner.	<p>The NRTS has two main strategic thrusts:</p> <ul style="list-style-type: none"> • Promoting coordinated rural nodal and linkage development. • Developing demand-responsive, balanced, sustainable rural transport systems.
National Biodiversity Strategy and Action Plan (NBSAP)		The strategy sets out a plan of action for the conservation and sustainable use of the country’s biological diversity
The Western Cape Government’s strategic and policy framework 2014-2019	<p>The framework identifies five strategic goals:</p> <ul style="list-style-type: none"> • Create opportunities for growth and jobs. • Improve education outcomes and opportunities for youth development. • Increase wellness, safety and tackle social ills. • Enable a resilient, sustainable, quality and inclusive environment living environment. • Embed good governance and integrated service delivery through partnerships and spatial alignment. <p>The framework identifies seven “Game Changers”:</p> <ul style="list-style-type: none"> • Apprenticeships. • Energy Security. • Broadband. • eLearning. • After Schools Programme. • Alcohol Harms Reduction. • Better Living Model. 	<ul style="list-style-type: none"> • Public investment in infrastructure lowers production costs and boosts economic growth by “crowding-in” related private sector investment. • Investment in roads and transport has a high economic multiplier effect. The WCG has identified infrastructure investment as a key lever underpinning growth, providing an effective mechanism to support socio-economic developments and building a new level of economic resilience in an increasingly challenging fiscal environment. • Key focus areas include providing more reliable and affordable public transport with better coordination across municipalities and between different modes of transport. Increasing investment in public transport and resolving existing public transport policy issues includes attracting private sector investment. Extending bus services, refurbishing commuter trains, linking high-volume corridors and integrating all these into an effective service is important. • Creating opportunities for children to remain in schools for as long as possible and have access to quality education while creating opportunities for the youth to realise their full potential. • Guided by the Healthcare 2030 strategy, the Department of Health remains committed to transforming public health care services by delivering a superior patient experience of quality health services that ultimately results in improved health outcomes and wellness. This will be pursued by, amongst others the further strengthening of the primary health care platform, and redesigning the service to streamline patient flow and improve integrated care. • The WCG priorities for integrated human settlements include well-located land release, the timeous transfer of title deeds, and the implementation of “catalytic projects” which are projects located close to areas of economic activity. • Priorities for the unlocking of well-located land, especially state-owned land, for affordable housing include amending provincial legislation to provide the Department of Human Settlements with powers to acquire and develop other land for human settlements development. Further areas include the Department devolving its land holdings to municipalities to expedite the release of land for human settlements development, collaborating with other provincial government departments to enable access to other provincial land for human settlements development as well as entering Land Availability Agreements with relevant property developers.

Project Khulisa	Project Khulisa is the economic strategy of the Western Cape Government. The strategy focuses on productive and enabling sectors that contribute to the region's competitive advantage and/or having the potential to be catalytic in growing the economy.	The three priority sectors identified are: <ul style="list-style-type: none"> • Agri-processing. • Tourism. • Oil and Gas services.
Western Cape Infrastructure Framework (WCIF), 2013.	The WCIF aims to align the planning, delivery and management of infrastructure provided by all stakeholders (national, provincial and local governments, parastatals and the private sector) for the period to 2040.	<ul style="list-style-type: none"> • The WCG has prioritised "infrastructure-led growth" as a driver of growth and employment in the region. • The WCIF recognises that areas of poor access to services remain in the Western Cape, that much of the bulk infrastructure has suffered from historic underinvestment in maintenance and rehabilitation, that existing infrastructure systems (particularly those of energy and transport) are carbon intensive with high costs to the environment, and that some systems suffer from inefficient management and use of resources. • A major concern is the financial gap for municipal providers of infrastructure: municipalities have a central role to play in providing socially important services and creating a platform for economic development, but their limited access to capital is a major constraint. • Strategic foci specifically relevant to CAM are: <ul style="list-style-type: none"> – A future infrastructure investment approach of improved resource efficiency and less carbon intensive energy. – Continued emphasis on environmental sustainability along the coast, with the understanding of the importance of tourism and sector diversity. – Continued support for farming in the hinterland but with increased diversity and water efficiency, on the understanding that water is a major constraint. – Housing allocations and public and social services facility allocations must be aligned with infrastructure investment plans, growth areas and future development projects, and not planned in isolation.
Western Cape Green Economy Strategic Framework ("Green is Smart"), 2013.	The "Green is Smart" Strategic Framework positions the Western Cape as the leading green economic hub in Africa. The framework outlines the risks to the Province posed by climate change, as well as the economic opportunity presented by a paradigm shift in infrastructure provision.	The framework focuses on six strategic objectives: <ul style="list-style-type: none"> • Become the lowest carbon Province. • Increase usage of low-carbon mobility. • Diversified, climate-resilient agricultural sector and expanded value chain. • Emerging market leader in resilient, liveable and smart built environment. • High growth of green industries and services. • Secure ecosystem infrastructure.
The Western Cape State of the Environment Outlook Report, 2013.	The WCSoE highlights the following challenges related to the consumption and decomposition of resources (i.e. waste, air quality, energy and climate change): <ul style="list-style-type: none"> • Increasing waste generation. • High energy usage in larger settlements. • The implications of climate change and associated risks of sea level rise and flooding. 	The focus areas for climate change adaptation are: <ul style="list-style-type: none"> • Water conservation and demand management. • Built environment adaption. • Ecosystem based adaption. • Food security. • Social resilience. • Sustainable public transport systems.
OneCape 2040	OneCape 2040 aims to direct a transition to a more inclusive society, through economic and social development, resulting in a more resilient economy.	<ul style="list-style-type: none"> • OneCape2040 seeks transition in several key areas to realise the vision of the Western Cape becoming a highly skilled, innovation-driven, resource-efficient, connected, high-opportunity and collaborative society: <ul style="list-style-type: none"> – Educating Cape (knowledge transition): Every person should have access to a good education system in order to be equipped for opportunity. – Working Cape (economic access transition): Any persons willing and able to be economic active should be able to secure work.

		<ul style="list-style-type: none"> – Green Cape (ecological transition): All people should have access to resources such as water, electricity and waste services which are distributed in an efficient and caring manner. – Connecting Cape (cultural transition): Communities should be socially inclusive and cultural and trade ties with other countries should be developed. – Living Cape (settlement transition): Neighbourhoods and towns should quality environments which are highly accessible in terms of public services and opportunities. – Leading Cape (institutional transition): There should be a sense of responsibility amongst society at all levels. • The spatial focus of OneCape2040 is on connection and concentration.
<p>Provincial Spatial Development Framework, Public Draft for comment, October 2013.</p>	<p>The Provincial Spatial Development Framework (PSDF) sets out to put in place a coherent framework for the province's urban and rural areas that gives spatial expression to the national (i.e. NDP) and provincial development agendas and communicates government's spatial development intentions to the private sector and civil society.</p>	<ul style="list-style-type: none"> • The goals of the PSDF are to achieve: <ul style="list-style-type: none"> – More inclusivity, productivity, competitiveness and opportunities in urban and rural space-economies. – Better protection of spatial assets and strengthened resilience of natural and built environments. – Improved effectiveness in the governance of urban and rural areas. • The Guiding Principles set out in the PSDF seeks to achieve: <ul style="list-style-type: none"> – Spatial justice. – Sustainability and resilience. – Spatial efficiency. – Accessibility. – Quality and liveability. • The PSDF aims to CAPITALISE and build on the Western Cape comparative strengths (e.g. gateway status, knowledge economy, lifestyle offering) and leverage the sustainable use of its unique spatial assets, CONSOLIDATE existing and emerging regional economic nodes as they offer the best prospects to generate jobs and stimulate innovation, CONNECT urban and rural markets and consumers, fragmented settlements and critical biodiversity areas (i.e. freight logistics, public transport, broadband, priority climate change ecological corridors, etc.), and CLUSTER economic infrastructure and facilities along public transport routes (to maximise the coverage of these public investments) and respond to unique regional identities within the Western Cape. • The PSDF spatial agenda is pursued through spatial policies, clustered around the three themes of "resources", "space economy", and "settlement". The policy objectives most relevant to the CAMSDF are Policy S3: Promote compact, mixed use and integrated settlements: <ul style="list-style-type: none"> – Target existing economic nodes as levers for the regeneration and revitalisation of settlements. – Promote functional integration and mixed use as a key component of achieving improved levels of settlement liveability and counter apartheid spatial patterns and decentralization though densification and infill. – Locate and package integrated land development packages, infrastructure and services as critical inputs to business establishment and expansion in places that capture efficiencies associated with agglomeration. – Delineate Integration Zones within settlements within which there are opportunities for spatially targeting public intervention to promote more inclusive, efficient and sustainable forms of urban development.
<p>Growth Potential of Towns Study (GPS), 2013.</p>	<p>The primary objective of the GPS was to determine the growth potential of settlements outside the City of Cape Town in terms of potential future economic, population and physical growth. The analysis of growth potential is based on two fundamental and related</p>	<p>No settlement in CAM is classified as of high or medium-high growth potential and high social needs in terms of the GPS. Bredasdorp and Napier is classified as having medium growth potential and the rest of CAM settlements as having low growth potential. The whole of CAM is classified as of medium social needs.</p>

	concepts: inherent preconditions for growth and innovation potential. Five thematic indexes formed the basis for modelling the growth preconditions and innovation potential within each settlement and municipality.	
Western Cape Coastal Management Programme (CMP), 2016	The National Environmental Management: Integrated Coastal Management Act, 2008 (Act No. 24 of 2008) provides for the integrated management of South Africa's coastline to ensure the sustainable development of the coast.	The Western Cape CMP was developed to promote ecologically-, socially-, and economically sustainable coastal development, as well as to prevent inappropriate development along the coast. It is also intended to raise public awareness of the complexities of the coast, thereby promoting active participation in coastal management.
Western Cape Broadband Initiative	The initiative, a partnership between the WCG and CoCT, aims to implement an expansive fibre-optic communication network across Province.	At first, it is intended to develop an initial backbone to link all Provincial Government buildings and pilot wireless mesh networks in municipalities. It is planned to provide public ICT access within a 2km radius of anyone by 2019 and make available higher connection speeds to businesses. Bredasdorp to Swellendam and Bredasdorp to Caledon Fibre build-out plans are respectively part of Phase 1 and Phase 2 of the Provincial roll-out programme.
Overberg District Municipality IDP	To be completed	
Overberg District Municipality Spatial Development Framework	To be completed	
The Critical Biodiversity Areas (CBA) of the Overberg District Municipality (2010) report was prepared in April 2010,		The report indicates the CBAs for the Overberg district. These include protected areas, critical biodiversity areas and ecological support areas. The report indicated that the southern part of the municipal area contains an important mosaic of CBA's, and the northern part, the Runes Agricultural Area, contains some Renosterveld remnants identified as CBA's. There is a need to have these critical biodiversity areas mapped and appropriate guidelines developed to guide conservation thereof.
Overberg District Coastal Management Plan (CMP)		The Overberg District CMP focuses on nine objectives: <ul style="list-style-type: none"> • Facilitation of coastal access. • Compliance and enforcement. • Estuaries. • Marine-and land-based sources of pollution and waste. • Cooperative governance and local government support. • Climate change, dynamic coastal processes, and building resilient communities. • Natural capital and natural resource management. • Social, economic, and development planning. • Education and capacity building.

APPENDIX 6:

IMPLEMENTATION CONTEXT

CAM leadership strategic objectives, priorities, and projects for 2016-2021

VISION	MISSION	GOAL	STRATEGIC OBJECTIVE	DIRECTORATE	DEPARTMENT /FUNCTION	PRIORITIES	PROJECTS ALREADY IDENTIFIED	
Together for excellence	To render excellent services through good governance, public ownership and partnership to create a safer environment that will promote socio-economic growth and ensure future financial sustainability in a prosperous southernmost community	Strategic objective: Governance and institutional development						
		Democratic and accountable governance and institutional sustainability	To provide an administration capable of delivering on service excellence	Municipal Manager	Municipal Manager	<ul style="list-style-type: none"> Development of service delivery model for Elim and Kassiesbaai Implement a system to establish partnerships with different spheres of government and the private sector 		
				Corporate Services	Human Resources	<ul style="list-style-type: none"> Implementation of the HR Strategy Implementation of the Productivity Assessment 		
			To create a culture of public participation and empower communities to participate in the affairs of the Municipality	Municipal Manager	Strategic Services			
				Corporate Services	Client Services			
		Strategic objective: Basic service delivery						
		Accessible, equitable, affordable and sustainable municipal services	To provide equitable quality basic services to all households					
			To maintain all existing infrastructure to ensure sustainable service delivery	Infrastructure Services	All	<ul style="list-style-type: none"> Preparation of an Infrastructure Development Plan Preparation of an Infrastructure Maintenance Plan 		
				Infrastructure Services	Water and Sewerage	<ul style="list-style-type: none"> Additional water sources for Napier, Struisbaai, and Bredasdorp to unlock development Upgrading of WWTW in Napier and Bredasdorp Refurbishment or replacement of old water and sewer networks Minimize non-revenue water Maintenance of communal ablution facilities in informal settlements Replacement of old honey suckers 	RETICULATION <ol style="list-style-type: none"> Jetcleaner (R250 000) Replacement of 3 sewer trucks (R2.4m 2016-2018) Rehabilitation of sewers in Struisbaai-North (R4m) Bredasdorp WWTW (Ark Industries, 2017) Struisbaai water sources (as per WHK model, no capital cost, 2017-2020) Napier WWTW (2018/2019) Napier water sources (R2m, 2017) Bredasdorp water sources (R4m, 2018/2019) L'Agulhas reservoir low pressure zone (R2m, 2018/2019) Water demand management (meter replacement, pressure management, flow monitoring, and so on) Sewerage scheme Struisbaai, Bredasdorp, L'Agulhas, Arniston/Waenhuiskrans (major capital cost) Sewerage scheme Napier PURIFICATION	

VISION	MISSION	GOAL	STRATEGIC OBJECTIVE	DIRECTORATE	DEPARTMENT /FUNCTION	PRIORITIES	PROJECTS ALREADY IDENTIFIED
							<ol style="list-style-type: none"> 1. Upgrading of Bredasdorp WTW (R5m in phases) 2. Meters and equipment for WTWs (R500 000) 3. Napier WTW Napier (R2m in phases) 4. Upgrading of dosing system for WTWs (R100 000)
				Infrastructure Services	Roads and Stormwater	<ul style="list-style-type: none"> • Additional funding for Roads and Stormwater to eradicate backlog over next 5-10 years • Taxi-rank for Bredasdorp to facilitate transport in different directions • Upgrade all sidewalks over 5-10 years in whole area • Adequate budget for reseal programmes (enabling less maintenance) • Parking Masterplan to address parking problems 	<ol style="list-style-type: none"> 1. Resealing of roads in all towns (R1.2m, 2017 onwards) 2. Stormwater in all towns (R700 000, 2017 onwards) 3. RDP road backlogs in all towns (R5m, 2017 onwards) 4. River maintenance and upgrading (R1m, 2018 onwards) 5. CBD sidewalk upgrading in CBDs of all towns (R500 000, 2017 onwards) 6. Non-motorized link between Struisbaai and L'Agulhas 7. Taxi-rank Bredasdorp (R8m) 8. Tarring of Suiderstrand road (2017 onwards) 9. 10m³ truck (R1m, 2018 onwards) 10. Sealy Street, Bredasdorp (R1.2m, 2017 onwards) 11. Jubileum Street, Napier (R1.1m, 2017 onwards) 12. Tamatiekraal Road, Napier (R1m, 2017 onwards)
				Infrastructure Services	Solid waste	<ul style="list-style-type: none"> • New cell at Bredasdorp landfill • Investigation new landfill for CAM and Swellendam Municipality • Commencement of wheelie bin-system • Staff shortages • Illegal dumping and entrance to landfill • Addressing poor participation in recycling initiatives 	<ol style="list-style-type: none"> 1. Wheelie bins and compactor (R4.1m and R1.8m) 2. Waste Recovery Facility (R8m) 3. Tarring of road to landfill site (R3m) 4. Fencing of landfill site (R1m) 5. Napier WTW (R2m in phases) 6. 8-ton garbage truck (R950 000) 7. Recycling store/facility (R1.5m)
				Infrastructure Services	Electrical		<ol style="list-style-type: none"> 1. New aerial platform (R700 000) 2. Electricity Master Plan (R500 000.00) 3. Cable locator (R135 000) 4. 66/11KV infeed sub Bredasdorp (R35m) 5. 66/11KV infeed sub Struisbaai (R35m)
			To provide community facilities and services	Community Services	Public Services	<ul style="list-style-type: none"> • Consider PPPs for the long-term lease of resorts • Immediate action to increase security budget for the resorts ("warm bodies") • Budget for work-team on public open spaces • Budget for purchase of cemetery land 	
				Community Services	Library Services		
			To develop vibrant and sustainable human settlements	Community Services	Human Settlement	<ul style="list-style-type: none"> • Housing typology mix (e.g. semi-detached, duplexes, serviced plot to non-qualifiers, rental stock) • Development of GAP housing • Elim land transfer for housing and library purposes (further discussions with the Moravian Church) 	
				Corporate Services	Town Planning	<ul style="list-style-type: none"> • Spatial Development Framework 	In progress

VISION	MISSION	GOAL	STRATEGIC OBJECTIVE	DIRECTORATE	DEPARTMENT /FUNCTION	PRIORITIES	PROJECTS ALREADY IDENTIFIED
						<ul style="list-style-type: none"> Rural Development Plans 	
				Corporate Services	Building Control		
Strategic objective: Financial management							
		A financially viable and sustainable Municipality	To provide effective financial, asset and procurement management			<ul style="list-style-type: none"> Revenue enhancement strategy Long term financial plan Financial data cleansing 	
			To actively seek alternative funding resources for infrastructure development				
Strategic objective: Local economic development / Tourism							
		An enabling environment for economic development and investment	To promote local economic development			<ul style="list-style-type: none"> Comprehensive LED Strategy and implementation plan SMME Development 	
			To promote tourism			Development of a tourism strategic plan	
Strategic objective: Social and Youth Development							
		To promote the social well-being of all citizens	To promote social and youth development		Human Development	<p>YOUTH DEVELOPMENT</p> <p>Youth and Social Development Strategy</p>	<ol style="list-style-type: none"> Establishment of a Junior Town Council Partnership with SAPS, Safe House, Dept. Social Services Club development programme (six enrolled with WC Department Sport) Sport Academy (WC Dept. Sport) Access to sport and recreational facilities Youth bursary scheme "Mayoral Cup" (Rugby, Soccer, etc.) Street soccer (in partnership with business) Youth drama group/festival Social cohesion through sport, art, and culture
						PROVIDE SUPPORT TO VULNERABLE GROUPS	<ol style="list-style-type: none"> Council lobby for a frail-case centre (WC Dept. Social Development, other stakeholders) Support for the Safe House Annual HIV/AIDS awareness day Support for Street kids (hold seminar with social partners) Prioritise housing allocation to vulnerable groups A well-run, apolitical soup kitchen
Strategic objective: Safe and healthy environment							
		A safe and healthy environment for all citizens and visitors	To create and maintain a safe and healthy environment		Protection Services	<ul style="list-style-type: none"> Expansion of the Law-enforcement unit for residential by-laws enforcement (e.g. over grown plots, illegal house shops) Task team for speed enforcement Training budget for Peace Officer Budget for a fourteen-seater bus to transport law enforcement officers to different towns 	

APPENDIX 7:

A NARRATIVE DESCRIPTION OF CAM'S SPATIAL DEVELOPMENT CHALLENGES, OPPORTUNITIES, AND AN EMERGING SPATIAL STRATEGY (AS PROVISIONAL INPUT TO THE DRAFT 2017-2022 IDP)

1. INTRODUCTION

The new Cape Agulhas Municipality (CAM) Spatial Development Framework (SDF) is under preparation in parallel to the development of the 2017-2022 Integrated Development Plan (IDP).

The SDF is a statutory requirement of all municipalities. Its purpose is to structure and direct – as far as it is possible – the distribution and management of activities and supporting infrastructure in space in a manner which best serves the interest of citizens, today and into the future. As a component of the IDP, preparation of the SDF lag slightly behind, informed as it is by the inputs received during the IDP process, as well as the strategic direction by set by CAM leadership in relation to the IDP.

In its focus, the SDF is not a detailed, setting out complete land use and development parameters for every land portion or cadastral entity in CAM or what could or cannot be done in terms of the use and development of land. Rather, the SDF provides broad guidelines; the kind of outcomes to be pursued through land use and development, and associated processes.

Broadly, preparation of the SDF involves two phases.

The first is predominantly analytical, setting out the “status quo” in relation to spatial matters in CAM; the current policy context, the perspective of citizens and interest groups on challenges, and a professional review of biophysical, socio-economic, and built environment challenges, opportunities, and what is been done by different services and agencies, public and private. The second phase is more creative, encompassing the preparation of the actual spatial development framework, including spatial development and land use management strategies, policies, guidelines, and supportive programmes and projects to address challenges and exploit opportunities.

Work on the second phase will commence in earnest during the second quarter of 2017 when the broad strategic framework for the IDP is in place. Various public engagement process will accompany conclusion of the status quo phase and preparation of strategies, policies, guidelines, and supportive programmes and projects. The purpose of these engagements will be to ensure that challenges and opportunities have been fully identified, and to elicit creative input on spatial strategy, policy, and so on.

The status quo work covers a broad range of issues and inputs. In some cases, it is difficult to easily extract the exact spatial implications of current issues, initiatives to address them, or the relationship between different thematic or sectoral concerns or initiatives. This narrative is an attempt to overcome this complexity.

It reflects on the status quo phase of the work in broad terms; trying to extract the broad cross-cutting spatial development and land management issues and opportunities in CAM and possible strategic direction for addressing them. In this way, it sets the scene for work to be undertaken during the second phase: the preparation of spatial development and land use management strategies, policies, guidelines, and supportive programmes and projects.

2. THE DESIRED SPATIAL OUTCOMES TO BE PURSUED BY THE CAM SDF

The outcomes – or “direction” – pursued by the CAM SDF are broadly rooted in three sources: the legislative context for spatial planning and land use management in South Africa, the policy of various spheres of government, and the views of citizens, interest groups, and the leadership of CAM.

The status quo report reflects these inputs in relative detail. As significant overlap exists – especially in the outcomes stated in statute and policy – only the most significant tenets of these important inputs are presented here.

2.1. Legislative direction

The key legislative informant for the preparation of the CAM SDF – and future land use/development management in CAM – is the Spatial Planning and Land Use Management Act, 2013 (SPLUMA).

Chapter 2 of SPLUMA sets out the development principles that must guide the preparation, adoption and implementation of any spatial development framework, policy or by-law concerning spatial planning and the development or use of land.

These objectives include the redress of spatial injustices and the integration of socio-economic and environmental considerations in land use management to balance current development needs with those of the future generations in a transformative manner. The five founding principles – or outcomes – that apply throughout the country and to all SDFs and land use management are set in Section 7 (a) to (e) of SPLUMA:

- **Spatial Justice:** past spatial and other development imbalances must be redressed through improved access to and use of land by disadvantaged communities and persons.
- **Spatial Sustainability:** spatial planning and land use management systems must promote the principles of socio-economic and environmental sustainability through encouraging the protection of prime and unique agricultural land, promoting land development in locations that are sustainable and limit urban sprawl, and consider all current and future costs to all parties involved in the provision of infrastructure and social services to ensure for the creation of viable communities.
- **Efficiency:** land development must optimise the use of existing resources and the accompanying infrastructure, while development application procedures and timeframes must be efficient and streamlined to promote growth and employment.
- **Spatial Resilience:** securing communities and livelihoods from spatial dimensions of socioeconomic and environmental shocks through mitigation and adaptability that is accommodated by flexibility in spatial plans, policies and land use management systems.
- **Good Administration:** all spheres of government must ensure an integrated approach to land use and land development and all departments must provide their sector inputs and comply with prescribed requirements during the preparation or amendment of SDFs. This principle is the pivotal to SPLUMA largely because implementation of the spatial planning vision and objectives is not only highly dependent upon a strong coordinating role of central government, but is also predicated upon good governance mechanisms, incorporating meaningful consultations and coordination with a view to achieving the desired outcomes across the various planning spheres and domains.

2.2. Policy direction

In relation to policy, two initiatives are particularly important. The first is the Western Cape Government's Strategic and Policy Framework 2014-2019. The framework identifies five strategic goals and associated "Game Changers" (focus areas where immediate and concerted change could be affected). Most relevant to the CAM SDF is the focus on creating opportunities for growth and jobs, improving education outcomes and opportunities for youth development, increasing wellness and safety, tackling social ills, and a sustainable, inclusive and quality living environment.

The second key policy initiative, the Provincial Spatial Development Framework, 2014 (PSDF) interprets the strategic outcomes in relation to where activities should be located and the nature and form of the development to be pursued province-wide. Outcomes advocated by the PSDF are:

- Protecting biodiversity and ecosystem services.
- Safeguarding inland and coastal water resources managing use of water.
- Safeguarding the Western Cape's agricultural, fishing and mineral resources and managing their sustainable use.
- Recycling and recovering waste.
- Delivering clean energy resources.
- Shifting from private to public transport.
- Adapting to and mitigating against climate change.
- Progressive opening-up of opportunities in the space-economy, including the use of regional infrastructure investment to leverage economic growth, the diversification and strengthening of the rural economy, and the revitalisation and strengthening of the urban space-economies as the engines of growth.
- Protecting and managing cultural and scenic landscapes and enhancing a sense of place.
- Improved inter- and intra-regional accessibility.
- Compact, mixed use and integrated settlements.

The PSDF – in line with national policy – holds that government and policy-makers focus their resources in those areas that have both high or very high growth potential, as well as high to very high social need. In this regard, settlements in CAM do not fall within the upper tier of growth potential and social need. Thus, CAM could not expect absolute or extraordinary prioritisation for additional resources for services beyond what is already provided by government.

The PSDF includes a composite map which graphically portrays the Western Cape's spatial agenda. In line with the Provincial spatial policies, the map shows what land use activities are suitable in different landscapes and highlights where efforts should be focused to grow the Provincial economy. For the agglomeration of urban activity, the Cape Metro functional region, as well as the emerging regional centres of the Greater Saldanha functional region and the George/ Mossel Bay functional region, are prioritised. The priority tourism/ leisure corridors are the Overstrand and Garden Route leisure corridors (the priority tourism routes are the N2-corridor, R62 between Worcester and Oudtshoorn, the N7 corridor and R43). Two priority rural development corridors – areas of agricultural and rural development opportunity – have been identified. The first is on the west coast – stretching from Lutzville in the north to Clanwilliam in the south. The second rural development corridor stretches from Tulbagh in the north-west to Swellendam in the southeast.

The composite map recognises the contribution of CAM to two key Provincial economic sectors: agriculture and tourism.

2.3. The views of citizens, interest groups, and the leadership of CAM

During the initial public participation process informing the preparation of the 2017-2022 IDP, the administration led a very extensive ward-based public participation process with citizens, community organization, local leaders, and business representatives.

The inputs of citizens in all six wards emphasised:

- Safety and security.
- Youth development.
- Job creation.
- Public transport.

CAM's preparatory work for the compilation of the 2017-2022 IDP culminated in a political and administrative leadership multi-day strategic session during December 2016. At this session, municipal leadership considered the inputs received during the initial community participation process and developed the guiding framework for managing the municipality during its term of office and the IDP. This includes a vision, mission, and values for managing the CAM, medium term strategic goals and objectives, and a provisional priority implementation framework (for incorporation in the budget and Service Delivery Business Implementation Plans).

Key strategic goals identified for 2017-2022 were:

- Local economic development as the key to unlock much needed employment opportunities (agri-processing requires specific emphasis).
- Tourism as a key contributor to local economic development and job creation.
- Youth development and the improvement of social welfare services.
- Quality and sustainable basic service delivery (the core mandate of the municipality).

Strategic objectives established for 2017-2022:

- To establish a culture of good governance.
- To ensure long-term financial sustainability.
- To ensure that infrastructure is provided and maintained.
- To provide community services.
- To create a safe and healthy environment.

At the same session, the framework five-year and annual implementation programme was compiled. This programme is in the process of finalisation as part of the IDP and Budget process.

In relation to the second phase of SDF work to be undertaken – the preparation of spatial development and land use management strategies, policies, guidelines, and supportive programmes and projects – three core conclusions could be drawn from the participation and strategic sessions involving citizens, interest groups, and the leadership of CAM.

Firstly, many of the discussions and inputs received at citizen participation sessions were very detailed and focused on participant's immediate living environment. Secondly, in line with the municipality's core business, the draft implementation programme indicates a heavy emphasis on infrastructure enhancement and management. Thirdly, the development

agenda has a heavy emphasis on social development and welfare issues, not always implying or necessitating new infrastructure or building.

Major increases in public funding to restructure CAM could not be expected. The limited capital budget needs to be employed to maintain and enhance critical basic service infrastructure. At the same time, when infrastructure is provided or new housing is built, careful consideration should be given to the extent to which such provision maximises “generative” opportunities, including for citizens to establish and maintain livelihoods. Further, concerted effort is required to increase and integrate the work of different spheres of government, the civil society agencies, and the private sector in relation to social development and job creation, making use of existing infrastructure and facilities.

3. NATURAL RESOURCES AND THE ENVIRONMENT

Considerable work has been completed in identifying areas to be preserved and managed as natural resources. This includes Critical Biodiversity Areas and threatened ecosystems, protected areas, and park.

The required focus in relation to these areas appear to be their extension and integration – also through expanded stewardship programmes – and continuous improvement of management and monitoring information and systems.

Some environmental issues and challenges are immense in complexity, and broad in the scope of their origin and potential impacts. This includes climate change, sea level rise, and coastal erosion. Managing both the causes and impacts of these challenges require efforts beyond the immediate influence or capacity of the Municipality. It is important for CAM to continue working with other spheres of government and agencies to combat the impacts of these mega challenges.

The above does not imply that CAM cannot contribute at a local level. Specifically, CAM should:

- Adopt a conservative approach to further coastal development.
- Ensuring resource efficiency in building – also affordable housing – by reducing energy use through building massing and configuration, and exploiting passive energy design.
- Compacting settlements.

One area where it appears more work could be done is in relation to development of a more sophisticated model of local community resource ownership and beneficiation. While the environment and tourism are growing economic sectors in CAM, local citizens – and especially poorer communities – only benefit marginally. A more inclusive model could be explored where local communities have greater ownership of the use of local resources. For example, Local fishermen in Arniston/ Waenhuiskraal could have some form of exclusive fishing rights for a defined area, or a further charge could be imposed on recreational fishing in a defined area (this matter should be further explored in the Local Economic Development Strategy).

4. SETTLEMENT STRUCTURE AND FUNCTION

CAM has a relatively clear settlement structure comprising Bredasdorp as the primary settlement, Napier as a secondary service centre, and relatively special focus “local” coastal and inland settlements.

It is believed that:

- Bredasdorp should be reinforced as the primary settlement in CAM. It is here where most can benefit from investment in higher order facilities and infrastructure.
- Napier is also a major settlement, but the primary investment focus should be more on tourism and culture as opposed to commercial services.
- Coastal towns should be maintained but not be grown significantly.
- Elim should be maintained for its special historic and cultural characteristics.
- Significant expansion of the small rural settlements of Klipdale and Protem should be limited.

There appears to be no need to significantly grow any settlement “outwards”. Sufficient land is available for infill development in towns and significant subdivided and zoned coastal land has not yet been developed. This strategy has several benefits, including protecting places of nature and agricultural value, compacting settlements for more efficiency, reducing services costs.

5. RURAL AREAS AND AGRICULTURE

Rural areas (outside of settlements) contain a very significant proportion of CAM’s population, approximately 19% of the municipal population, or half the number of citizens residing in Bredasdorp. Given distances involved, it is very difficult to implement and monitor a land use management system in these areas comparable to the norm in urban areas.

CAM is currently engaged in undertaken a detailed land use survey of farms. Once this work is completed, careful consideration must be given to a system which both provides reasonable protection to rural and agricultural area and recognises the public resource constraints in implementing the system.

Given the significance of agriculture to the provincial and municipal economy, a core principle of the spatial framework would be not to permit development which depletes agricultural opportunity.

6. THE FOCUS ON INFRASTRUCTURE

The dispersed settlement structure of CAM, together with substantial temporary service user increases during peak holiday periods create significant challenges to infrastructure provision in CAM.

It appears important to:

- Focus resources for infrastructure expansion in areas where the most people will benefit and the leverage of infrastructure for further economic development and job creation will be the greatest. In practice, this implies a focus on Bredasdorp and Napier as opposed to smaller settlements.
- Not to grow coastal settlements laterally.
- Focus further development in settlements on infill and the use of underdeveloped land, in this way minimizing the length of service runs.
- Pursuing reasonable densification in all settlements (while respecting the specific character of places).
- Ensure that new affordable housing is provided in places and a manner where housing becomes real assets, in this way enabling service users to contribute to service charges.

Traditionally, it is the norm for infrastructure services to depend on spatial planning to indicate where best to focus infrastructure development. Arguably, given the extent to which infrastructure development and maintenance dominate the municipal resource base, it is as important – through an analysis of its own cost structure – for infrastructure services to also present a case on where and how infrastructure should be provided in the most sustainable way. This issue should be a specific output of the proposed Infrastructure Development Plan (to be prepared during 2017).

Also important is expanding the scope of infrastructure investment and projects to meet other needs. For example:

- The establishment of small market spaces and tree planting should be planned and implemented as part of roads infrastructure projects.
- Careful consideration should be given to align CAM's local business development initiatives – for example, assistance in business registration – and the infrastructure plan and programme to assist in the employment of local people and businesses on infrastructure projects.

7. Transport

It is unlikely that CAM will ever enjoy the benefit of a comprehensive government supported public transport system – including specialised routes, vehicles and systems – to enable inter-settlement people movement. User numbers are simply too low and distances between settlements substantial. In this context, it would be important to assist (where possible), private sector taxi operators to run regular services enabling people to access opportunity such as work in the different settlements. At the same time, it would appear logical to:

- Focus significant new settlement growth and development in the place of greatest opportunity to minimize inter-settlement movement. In practical terms, it means that significant infrastructure initiatives, job creation initiatives, public facilities, or housing projects should be in Bredasdorp.
- Progressively pursue a compact form for all settlements as far as possible to enable use of non-motorised transport.
- Ensure that each settlement contains a range of facilities required to meet at least the daily needs of citizens, in this way minimizing the need for excessive movement.

8. HOUSING

Affordable housing remains a key challenge in CAM. Given the small proportion of farm workers living on farms, it appears that the movement of workers to town has – in recent years – created an additional burden on the municipality to house citizens.

The SDF should consider:

- The principles of SPLUMA, demanding the location of affordable housing in a manner which maximizes livelihood opportunities for poorer citizens.
- A focus of affordable housing expenditure in settlements which provide optimum work and other opportunities and minimizes inter-settlement movement.
- Ensuring that the layout and form of affordable housing allow for changing user demands, lifestyles, and increased livelihood opportunity (including sufficient on-site space to grow food and extend units to enable rental, accommodating extended families, or income generating work space).

There is significant demand for GAP housing in CAM. Many younger people – including CAM staff – find it difficult to find suitable accommodation in CAM. The municipality should support the provision of GAP housing by private developers through land availability incentives.

9. PUBLIC FACILITIES

Social development and welfare are significant issues raised during the IDP public participation process and leadership strategic sessions. It is also a very significant provincial strategic and policy focus area.

From a spatial perspective, this requires a specific emphasis on public facilities. Specifically, it is believed that:

- Cluster social facilities and activities within nodes to optimise accessibility and convenience while also improving operations, security and maintenance.
- Place higher order public facilities and activity on the most important routes and smaller ones on the main route or at cross roads within communities.
- Promote Bredasdorp as the location for higher order public facilities.

10. ECONOMIC INFRASTRUCTURE AND ENTREPRENEURSHIP OPPORTUNITY

Providing an enabling environment for the development of small enterprises has been a longstanding concern of CAM. Thus, some funds have been provided for establishing a market in Bredasdorp.

The SDF needs to consider that the informal economy comprises a “continuum” of economic activities, requiring decision-makers and service providers to differentiate what is provided to the needs of different sectors and local areas. Depending on who is to benefit – or the kind of market contemplated – the location of the facility, the services provided to assist traders or visitors, and management arrangements, may differ substantially.

With the above in mind, it appears sensible for CAM to develop an approach to enabling development of a “hierarchy” of markets in different places. This could range from larger formalized spaces (as perhaps the one contemplated by political leadership for Napier; a dedicated formal structure which exposes regional craft, produce, cuisine, and culture, and acts as an enabler of livelihood development and cultural and regional understanding) to small street spaces where individuals can trade in food and goods on a daily or intermittent basis. In this way, the full range of needs in the municipal area could be met, while greater certainty is assured that the requirements of leadership are met or public funds assist targeted beneficiaries.

This does not imply that nothing should be done now; the CAM could utilize the existing budget provision to do something at the “lower” end of the hierarchy, a pilot project or projects meeting urgent needs and as an opportunity to “learn through doing”.

While establishing a pilot project, it should be borne in mind that in many cases, municipally provided informal markets have performed badly country-wide; some fait similar to that of publicly provided taxi-ranks. Physically building a market does not automatically ensure its use or it meeting the needs of those targeted.

Often, the key success factor appears to be location – providing accommodation where conditions favour the “business”. Too often have markets being provided in places where

negative conditions perceived to be associated with markets could be “hidden”, while in this way, denying the exposure and passing trade essential to the success of traders. Also important is access to infrastructure, shelter against the sun/ rain, water, sanitation and access to storage facilities. A safe environment is very important. Research in the Durban metropolitan area, revealed that theft and criminal violence were felt as a very serious problem by both women and men traders.

In considering markets, much could be learnt from experience elsewhere. Lessons learnt from Cape Town’s Dignified Spaces Programme – which has delivered some 100 projects over a period of 15 years in many different parts of the city – include:

- Given the uncertainty associated with the actual use of market space areas – depending on the livelihood strategies of traders – it is often best to focus on providing flexible, minimalist public space with critical services – as opposed to highly structured markets. This means that dignified space is provided which could be used as public space – places for relaxation, seating, and play – at times when markets do not function (or prove to be unsustainable). The focus would be on surfacing, seating, shade (through trees and temporary shelter as opposed to permanent buildings), water, and ablution facilities.
- The importance of establishing clear lines of accountability for managing spaces once established. To avoid maintenance and security problems the City now enters contracts with local members of the community who act as managing agents responsible for cleaning, watering trees, security and the allocation of trading spaces.
- The confidence and sustainability associated with planting mature trees in public spaces. Mature trees ensure that shade is provided soonest, survival of trees is better assured, and gives dignity to public space.

11. CATALYTIC PROJECTS

Several larger projects which could provide significant impetus to the local economy have been mooted for CAM. These include:

- Conversion of the currently military airport into a commercial facility, specifically for the export of agricultural produce.
- The establishment of an AgriPark in Bredasdorp as part of the Provincial programme to enable agricultural production and entrepreneurship.
- The expansion of small craft harbors at Arniston/ Waenhuiskraal and Struisbaai to meet the needs of the fishing industry.

These projects can no doubt assist local economic development. However, all of them involve a range of partner organisations and interest, and require resources beyond the means of CAM. Nevertheless, it is important for CAM to remain engaged in exploring these initiatives, and assist through local infrastructure alignment, and so on.

Most critical is finalisation of land agreements and infrastructure needs related to the AgriPark in Bredasdorp.

12. LAND USE MANAGEMENT

As indicated elsewhere, CAM covers a vast spatial area and numerous land use activities occur across the rural area. Further, many areas are of a character that requires a unique land use management response sensitive to local conditions. Ideally, CAM requires a much stronger land use management staff complement to manage the many different conditions in the municipal area. Given competing needs, more resources are, however,

unlikely. Thus, the second phase of work on the SDF possibly needs to address a land use management system and guidelines which is minimalist and relies to a greater degree on management by communities and interest groups.