

SWARTLAND SPATIAL DEVELOPMENT FRAMEWORK

EXECUTIVE SUMMARY
May 2017



SPATIAL VISION, PRINCIPLES AND DIRECTIVES

2017 – 2022

CREATED BY



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Executive Summary

Purpose & Vision

The purpose of the Swartland Spatial Development Framework (SDF) is to guide growth and development in the municipal area or space in a sustainable manner. Hence, future growth, development and land use planning departs from a vision and principles that underscore the protection, creation (development) and support (change) of integrated, sustainable settlements and livable environments to enable economic and social prosperity.

Therefore the spatial vision for the Swartland is:

“Balance development and conservation through the strengthening and expansion of assets in the region to ensure an economically prosperous and a sustainable living environment for all residents in the Swartland.”

Status of the Swartland SDF

The Swartland Spatial Development Framework (SDF), 2012-2017, approved as a component of the Swartland IDP in terms of Section 26(e) of the Municipal Systems Act, Act 32 of 2000, has to be revised every five years as stipulated in the Municipal Systems Act and the Land Use Planning Act No 3 of 2014. Annual additions are also allowed for and in May 2015 such additions were made and approved.

The Amendment bring about the alignment thereof with the National Spatial Planning and Land Use Act, Act 16 of 2013 (SPLUMA) and the Provincial Land Use Planning Act, Act 3 of 2014 (LUPA). In order to ensure alignment integrates IDP proposals and their spatial implications, the amendment forms part of Swartland Integrated Development Plan (IDP) development cycle.

Values and Principles

The values of the Swartland Municipality are: Mutual respect, Positive attitude, Honesty & integrity, Self-discipline, Solidarity and commitment, Support and Work in harmony. These values enable the application of the planning principles of SPLUMA which are Spatial justice, Spatial Sustainability, Efficiency, Spatial Resilience and Good administration to the space we work in which consists of settlements and regions and are structured by elements

that represent connection, space (built and natural), public institutions and utilities. We use structural tools to shape the space in response to the structural elements.

Structural Tools

The structural tools are as follows:

Spatial Tools	Structural Tools	Result (Form)
Define	Continuity and Discontinuity (of movement and built form)	Nodes, Connectors, High ways, Form
Scale	Externalization and Localization	Axis, Routes, Corridors
Flexibility	Same and Different (Homogeneity and Heterogeneity)	Same & mixed use
Intensity of use	Reinforcement and Sparsity (intensity of use)	Centres, Hubs, Corridors, Conservancies

These structural tools are enhanced by policies such as coastal management including setback lines and bioregional categories.

Structural tools applied result in performance qualities of settlements and the region as outlined in the table below:

Performance qualities	
Definition	Features
<p>Livable Environments <i>(Relationship between people and their settlements - present)</i> <i>A livable settlement satisfies more than the basic needs of the communities – it refers to the extent to which the individual as well as the community’s needs for social facilities and health facilities are met. It also is closely related to the quality of life and the level of satisfaction that is experienced by the residents of towns and settlements. (van Kamp et al, 2003)</i></p>	<p><i>Livable environments are recognized by:</i></p> <ul style="list-style-type: none"> <i>Economic growth (economic) – creation of economic, social, cultural and recreational opportunities; provision of mixed uses; the availability of or opportunities to create a variety of services, educational facilities, recreational and job opportunities; provision of different housing typologies and densities.</i> <i>Accessibility (social) – easy access to opportunities and facilities - work/education facilities/housing and recreational facilities are easily accessible and close together; prioritise the incorporation of public transport and pedestrian friendly routes within the movement network to reduce the dependency on motor vehicles.</i> <i>Place Identity (natural & built) – create urban environments with unique place identity that reflect the natural and cultural context that become part of people’s perception of the place; access to open space areas of high quality, scale vs. locality are used to arrange elements to create a place identity (Behrens, R & Watson, V, 1996)</i>

Sustainable Settlements

(Relationship between settlement and environment – future)

Well-managed entities in which economic growth and social development are in balance with the carrying capacity of the natural

systems on which they depend for their existence and result in sustainable development, wealth creation, poverty alleviation and equity (Department of Local Government and Housing, 2005).

A sustainable settlement improve the liveability of a settlement by reducing the impact on the environment through reduced use of resources and the generation of less waste -

Balancing between the three pillars of sustainability:

- *Ecological integrity (Planet) – the continued ability of the natural and built environment to provide in, and continue to provide in all the earthly needs.*
- *Social Justice (People) - material wellbeing (no poverty) and provision of physical and moral wellbeing in which a complex society and ecology can continue to exist and improve. Rectify the spatial legacy of Apartheid.*
- *Economical Effectiveness (Prosperity) – optimising benefits through reduced costs, which include social costs.*

The following provide the spatial objectives for the different spatial environments in the Swartland to protect change and develop these different environments in a sustainable manner:

Strategy

To strategically shape spatial planning in the Swartland region an understanding of the existing challenges and opportunities are required. A synthesis of the Status Quo report (as per SDF 2012 - 2017 as well as discussions and workshops with municipal departments and ward councillors outlined the following strengths and weaknesses and opportunities and threats:

Opportunities	Threats
Access value chains <ul style="list-style-type: none">- IDZ in Saldanha- Proximity to Cape Town Access to information	Economic Globalization & exporting scarce resources
Governance and regulation (SPLUMA)	Climate change
Education <ul style="list-style-type: none">- West Coast College Head Office	Urbanization <ul style="list-style-type: none">- population increased from 72 115 (2001) to 113 782 (2011) and 133 762 (2016)
World economy	Expensive Potable Water
World nature conservation initiatives	Poverty

Strengths	Weaknesses
<p>Settlements</p> <ul style="list-style-type: none"> - Growth towns/ Service Centres (Malmesbury - regional, Moorreesburg - agricultural and Darling – agricultural and agri - tourism) - Tourism nodes (Riebeeek Valley & Yzerfontein) <p>Water Sources/ Courses</p> <ul style="list-style-type: none"> - Berg, Diep and Groenrivier <p>Land Cover</p> <ul style="list-style-type: none"> - Mountains & Hills: Paardeberg, Porseleinberg & Riebeeekberg mountain range, smaller hills - Diversity in agriculture - Natural coastal belt (West Coast) <p>Infrastructure</p> <ul style="list-style-type: none"> - Roads (N7, R27, R45, R46, R315) <p>Economy</p> <ul style="list-style-type: none"> - Commercial services and agriculture are the highest contributor to employment - Commercial services and Manufacturing are the highest contributor to GDP 	<p>Maintenance of Infrastructure</p> <ul style="list-style-type: none"> - Road maintenance: R14.5 million annually & backlog of R147 million <p>Shelter</p> <ul style="list-style-type: none"> - Housing backlog <p>Unemployment</p> <ul style="list-style-type: none"> - Low levels of income - School drop outs - Dependency on subsidies

Strengths

Settlements

- Growth towns/ Service Centres:
 - o Malmesbury as regional, Moorreesburg as agricultural and Darling as agricultural and agri - tourism) centre
- Grow tourism node: Riebeeek Valley & Yzerfontein
- Urban Edges: guide and control orderly development of the built environment and are demarcated for five (5) and twenty (20) periods years in accordance with the planning principles as advocated in SPLUMA and LUPA. The urban edges of the towns in the Swartland protects high value agricultural land and encourage compact urban form, spatial integration (Malmesbury and Abbotsdale) whilst providing for additional land to address the future urban growth.
- Water Sources
- The Berg River supports agriculture and tourism activities along the river whilst the Diep and Groen River support agricultural activities along the Diep and Groenrivier.
- Land Cover
- Mountains & Hills: Paardeberg, Porseleinberg & Riebeeekberg mountain range
- Diversity in agriculture
- Natural coastal belt (West Coast)

- Infrastructure: Road infrastructure include major national (N7) and regional (R27, R45, R46, R315) road which improve movement and connectivity in the region

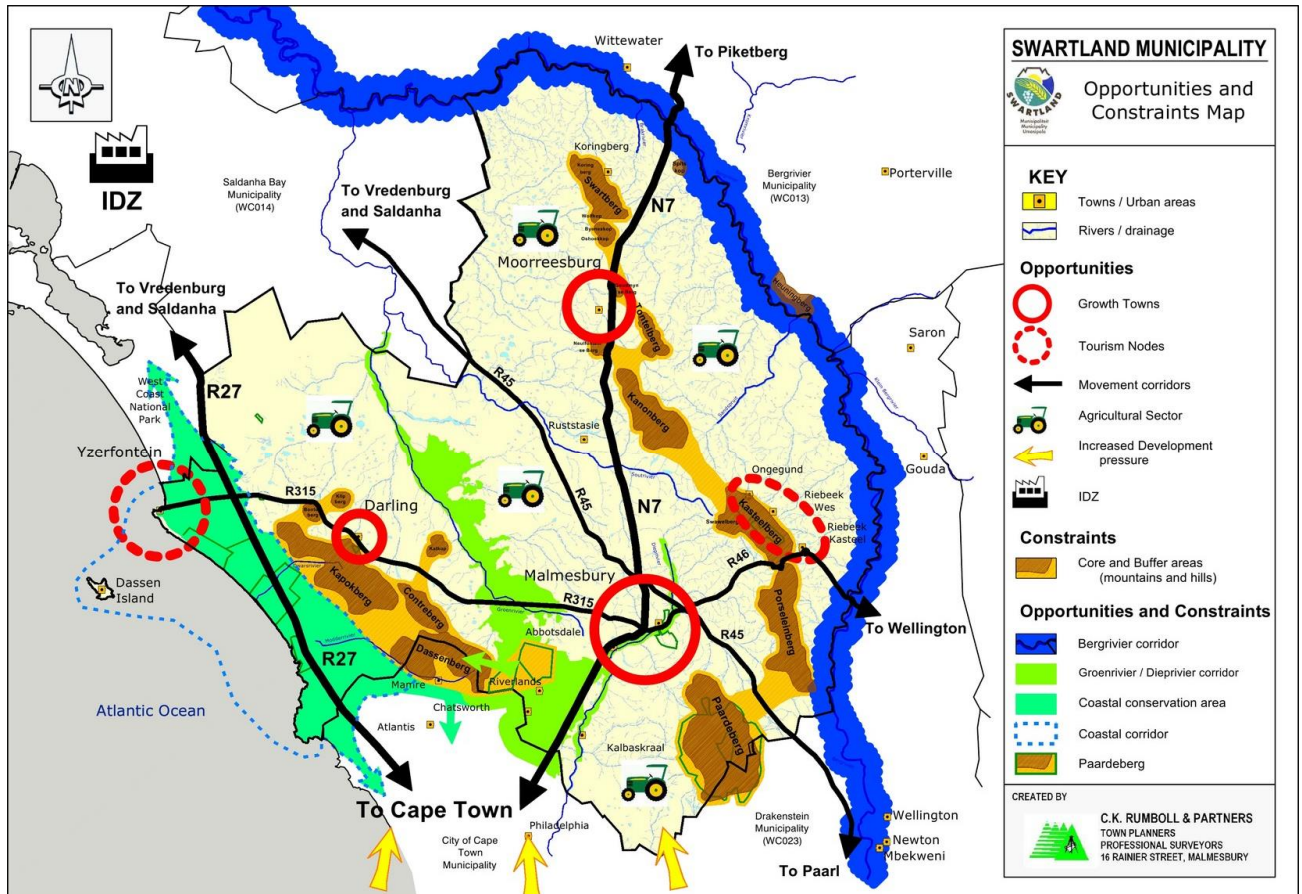
Economy

- Agriculture is the second highest contributor to employment and provides 22% of employment opportunities in the Swartland whilst Commercial Services and General Government and Community, Social and Personal Services provide 41% and 17% employment opportunities respectively.
- The biggest contributors to Gross Value Added (and GDP) are Commercial Services with 51%, manufacturing with 16% and Agriculture 15%. Intensive Agriculture takes place along the south eastern Swartland area bordering Drakenstein which include deciduous fruit, the southern boundary and into the Cape Town metropolitan area which include intensive poultry farms with high connectivity to the markets in the metropole and the world. This rural corridor to the south is further supported by various higher density residential smallholding areas. To strengthen the corridor, intensification (use and size of land units) should be supported and integration with Malmesbury as town.

Weaknesses:

- Maintenance of Infrastructure: To maintain and upgrading infrastructure and provide for future development including state subsidized housing requires a great deal of capital. Swartland roads, enabling mobility and thus the economy, requires R14 520 000 maintenance per year and has a resurfacing backlog of R174 million.
- Land Demand and Shelter: The 2014 Vacant Land Audit and the 2015 Human Settlement Plan concluded that land for future growth is under provided for with 352.7ha over the next 20 years. Whilst sufficient provision was made in Malmesbury and Darling for future expansion, there is a lack of land in Moorreesburg as per the SDF proposals. The housing backlog in 2017 is 17 531 households in need of housing.
- Low levels of income: The most significant challenge in alleviating poverty is to achieve access to the economy as has been demonstrated by the 12.2% or 30 276 households that earn less than R400 in 2011. Lower levels of household income increase the dependency on municipal support which strains municipal resources in an effort to provide free basic services. The Gini Coefficient reflecting income inequality is: 0.58 meaning the income generated in the Swartland is mainly received by less than half of the households in the Swartland. The Dependency ratio is 3:1 shows the number of dependants aged zero to 14 and over the age of 65, to the total population, aged 15 to 64.

- Drop outs: With the average school dropout rate in the Swartland being recorded as 32.9% in 2012, and the dropout rate amongst Grade 10 learners between 2013 and 2015 as 20%, access to early childhood development for children aged seven and fourteen (7-14) becomes imperative.



Note that the literacy levels (successful completion of a minimum of seven years of formal education for those 14 years of age and older) in the Swartland are 78%. The Human Development Index in the Swartland is 0.67 whilst 0.71 in the WC. The Human Development Index is based on measures of life expectancy, literacy and income where a maximum level of 1 indicates a high level of human development.

Threats

- Economic Globalisation and exporting of scarce resources
 - Machination and technology require less labour and well skilled labour to stay competitive.
 - Construction sector one of the highest contributors to Western Cape economy importing building and filling sand from Swartland, causing conflicts with agriculture and Swartland landscape.

- Climate Change: Climate change causes changes to precipitation, seasons, micro-climates and habitat stability and it is projected that the changes will impact negatively on the region and thus on the economy, natural resources and social sectors in the Swartland.
- Urbanization and thus housing: Because of urbanization, with Cape Town as one of the three metropolitans experiencing the highest growth, the development potential of Swartland increased. The Swartland population increased from 72 115 (2001) to 113 782 (2011) and 133 762 (2016) as new settlers urbanize and in-migrate. As a high percentage of these settlers are dependent on state subsidized housing, the challenge is to create compact livable urban areas.
- Affordable water: Providing affordable potable water is another challenge, as transferring water from the West Coast District Municipal area is expensive.
- Poverty and unemployment

Opportunities

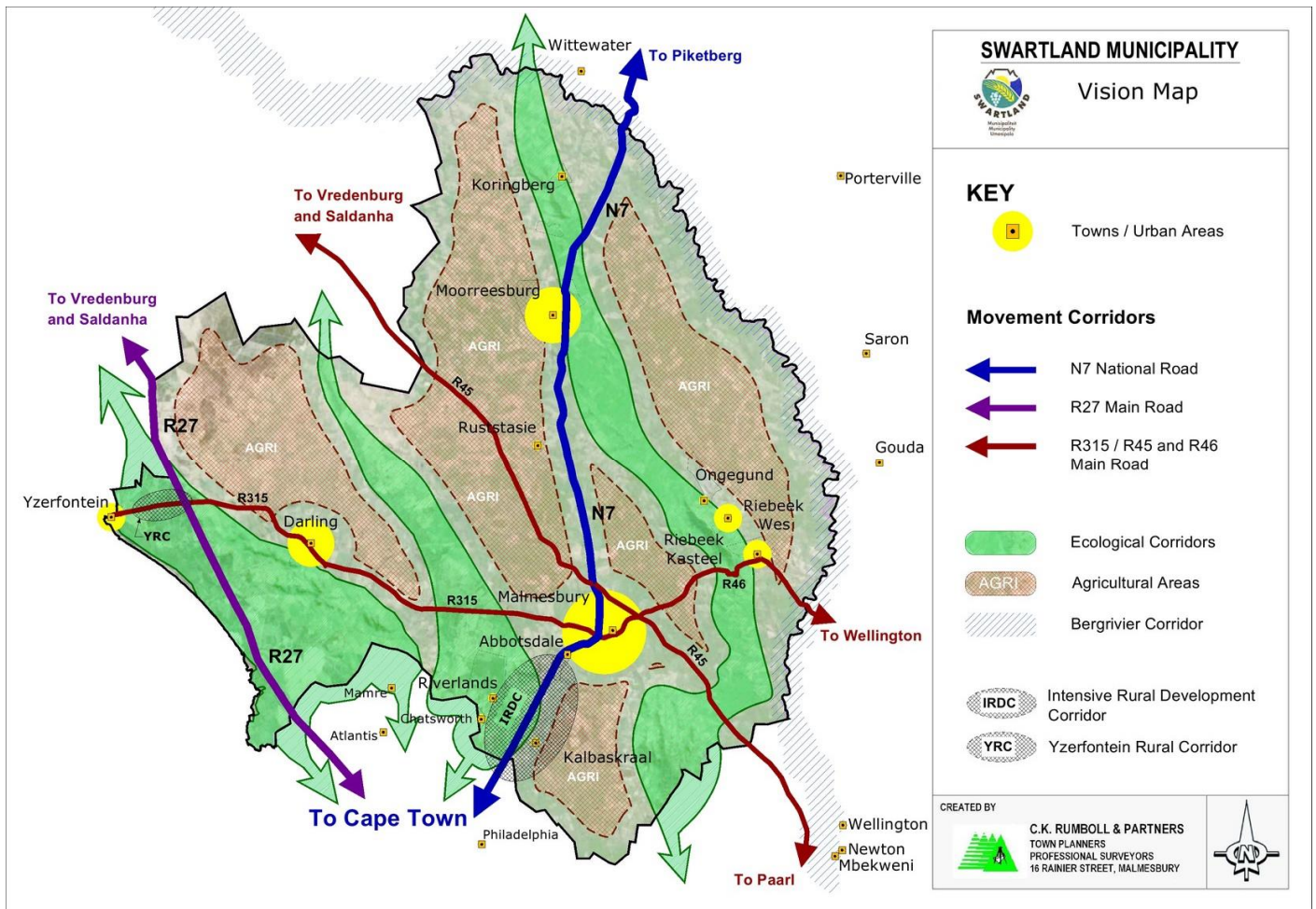
Swartland Municipality will have to rely on partnerships to build on its strengths, change weaknesses and threats into opportunities:

- Access value chains: The Swartland Municipal area is bounded by the Cape Metropolitan Municipality (CPT) to the south with its international ports (air and harbour), the Drakenstein Municipality (WC023) on the south eastern boundary with a strong commercial and industrial base, the Bergrivier Municipality (WC013) with the N7 running to Namibia and Southern Africa along the north eastern boundary and the Saldanha Municipality (WC014) with the eminent IDZ on the northern boundary.
- Access to information: Information is driving the economy of the future and in order to drive economic growth in the Swartland, access to information should be to be prioritized. Swartland is home to strategic communication infrastructure.
- Governance and regulation: The proclamation of SPLUMA provided Swartland municipality with delegated powers. As the Municipality was one of the forerunners to develop its own By-law and integrated Scheme Regulations, and are therefore in a position to govern and regulate development to enable economic growth and establish Swartland as a place to invest.
- Education: Swartland is home to the West Coast College Head Office, which is located in Malmesbury. Supporting the development of a University in the region would be the next move to elevate education levels.
- World economy: Driven by globalization, Swartland is home to several industries and business that export either to the rest of South Africa or to the world. Through its red tape reduction programme Swartland can

enable businesses to be internationally competitive and can regulate and manage the provision of sufficient industrial and commercially zoned land.

- World nature conservation initiatives: The proposed West Coast Conservation Corridor from the West Coast National Park on the northern boundary (Saldanha Municipality) along the Swartland coastline towards the south to the Blaauberg Conservancy in the Cape Metropolitan area.

The figure below illustrates the conceptual spatial plan and vision of the Swartland.



These strengths, weaknesses, opportunities and threats translated into the spatial objectives.

The objectives were aligned with performance qualities of settlements and regions making use of three strategies (to protect, change and develop) whilst applying structural tools simultaneously. This ultimately takes the organization of space (Biophysical, Socio-economic and the Built Environment) back to the principles of SPLUMA.

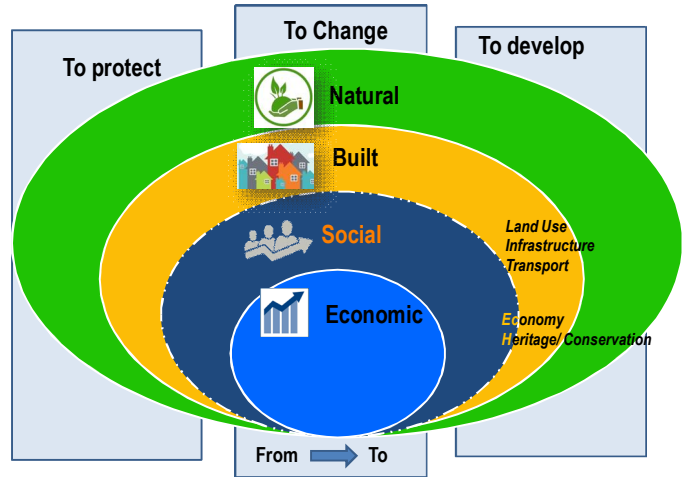
The three strategies in general are:

- To protect resources to ensure their use in perpetuity

- b) To change from a functionalist and modernist planning approach to a human and nature centred approach
- c) To grow opportunities to ensure convenient and equal access

The strategies ensure that development and conservation is balanced by protecting resources, applying human and nature centred planning methodology and growing opportunities to ensure convenience and equal access and that Swartland Municipality optimises the opportunities that are provided by these assets.

Hence the following objectives drive the Swartland SDF:



- a) Objective 1: Grow economic prosperity and facilitate economic sector growth (including mining, agriculture, tourism, commercial and industry [Economic Environment]
- b) Objective 2: *Proximate convenient and equal access* [Economic Environment]
- a) Objective 3: *Sustain material, physical and social well being* [Social Environment]
- c) Objective 4: *Protect and grow place identity and cultural integrity.*[Built Environment]
- d) Objective 5: *Protect Ecological and agricultural integrity (Planet)* [Biophysical or Natural Environment]

The detail strategies per Objective are tabulated below:

SWARTLAND SPATIAL DEVELOPMENT FRAMEWORK – 2017 - 2022	
SPATIAL OBJECTIVES	STRATEGIES
<p>Objective 1: Grow economic prosperity and facilitate economic sector growth (including mining, agriculture, tourism, commercial and industry [Economic Environment]</p> <p>Facilitate economic sector growth (including agriculture, tourism, commercial and industry and mining) in accordance with their potential.</p> <p>Support the Swartland as a primary agricultural production area in the West Coast region and in Western Cape. Capitalize on existing agricultural activities and support diversification in the agricultural sector.</p> <p>Promote land reform and urban agriculture to support food security)</p>	<p>Strategy 1: Protect comparative trade advantage</p> <p>Strategy 6: Grow economic potential & trade advantage, strengthen mobility and economic links, diversification & product development (change)</p> <p>Strategy 11: Develop: competitive advantage, new markets and economic sectors (i.e. tourism, utilities)</p>

<p>Objective 2: <i>Proximate convenient and equal access</i> [Economic Environment]</p> <p>Provide integrated employment opportunities to support sustainable livelihoods. Facilitate sustainable growth of urban areas in accordance with their growth potential. Effective planning of bulk infrastructure to support urban growth. Promote social development, safe communities, and integrated facilities through the sustainable delivery of social facilities, open spaces, recreational opportunities and housing.)</p>	<p>Strategy 2: Protect economic vibrancy</p> <p>Strategy 7: Provide sustainable infrastructure and services and enhance smart growth (change)</p> <p>Strategy 12: Provide land for residential and industrial development</p>
<p>Objective 3: <i>Sustain material, physical and social well being</i> [Social Environment]</p> <p>Promote social development in all areas to create safe and sustainable community life. Support risk management and law enforcement to provide safe living environments.)</p>	<p>Strategy 3: Protect safety and security</p> <p>Strategy 8: Provide social infrastructure and services and enhance smart growth (change)</p> <p>Strategy 13: Manage risk & disaster (man-made and natural)</p>
<p>Objective 4: <i>Protect and grow place identity and cultural integrity</i>. [Built Environment]</p> <p>Recognize and protect the historical and scenic landscape of the Swartland and the historical fabric of urban settlements. Acknowledge the importance of heritage resources and manage the impact of development and support the potential that these resources have on the local economy (for example support cultural festivals and open days in rural areas))</p>	<p>Strategy 4: Protect heritage resources</p> <p>Strategy 9: Grow cultural potential (potential)</p> <p>Strategy 11: Develop competitive advantage, new markets and economic sectors</p>
<p>Objective 5: <i>Protect Ecological and agricultural integrity (Planet)</i> [Biophysical or Natural Environment]</p> <p>Recognize and strengthening of the natural assets within the Swartland and the role they play in the local ecosystem and economy of the region. Strengthening of the connectivity between natural habitat areas in rural and urban areas with support of open space corridors. Recognize and plan for the potential threat that climate change might have on the natural and manmade environment. Consider the sustainable utilization of the natural resources in effective way – allow for alternative energy generation (wind/sun/water), harvesting of wild flowers and wildlife in sustainable way, uses to support agri-tourism such as resort developments in conservation areas.)</p>	<p>Strategy 5: Protect food & water security & formalise conservation of CBAs</p> <p>Strategy 10: Grow conservation potential and apply bioregional classification and coastal management, (change)</p> <p>Strategy 11: Develop competitive advantage, new markets and economic sectors (i.e. tourism, utilities)</p>

Development proposals per Swartland town:

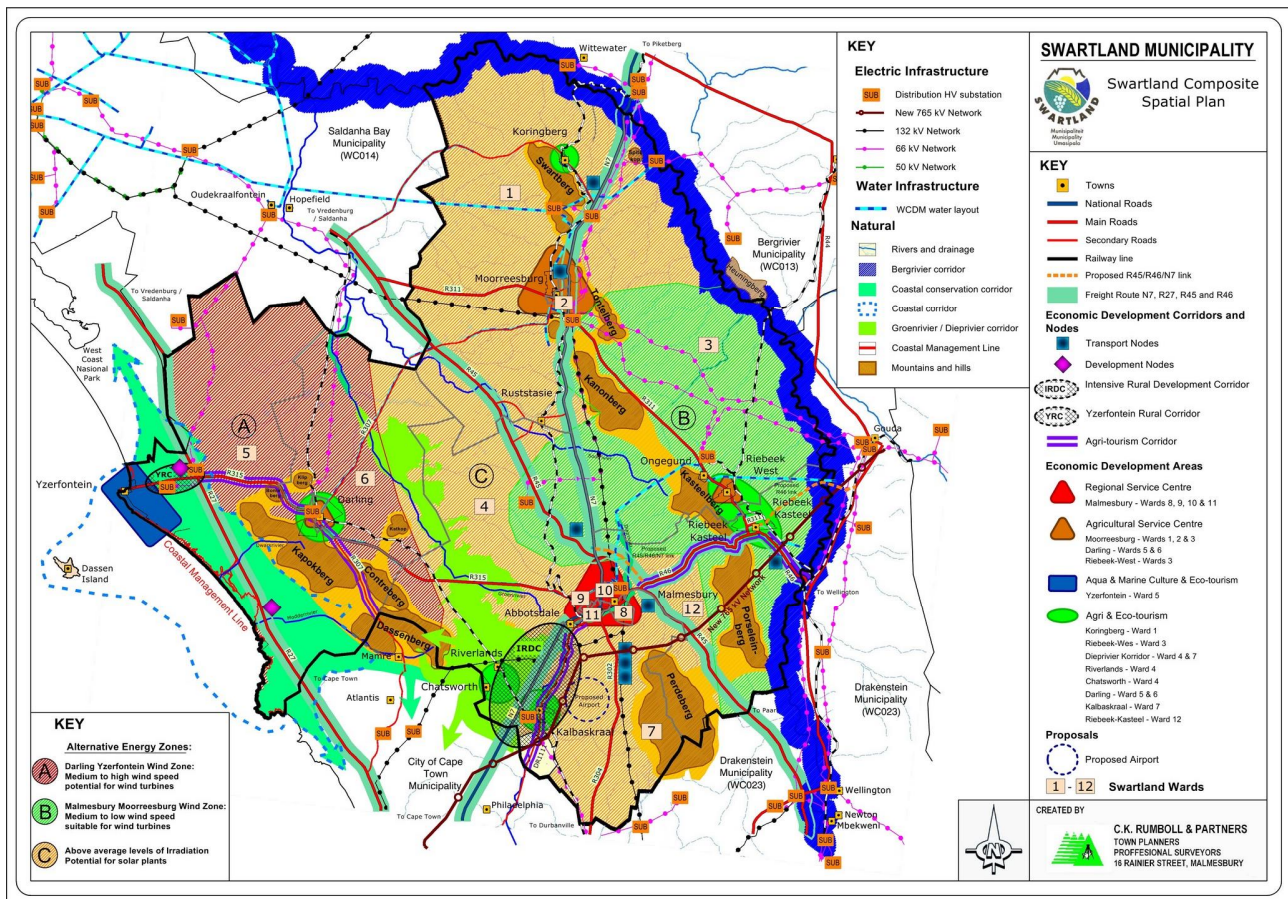
The themes and strategies translate into the following development proposals for Swartland towns

- Malmesbury & Abbotsdale: As regional and service centre development proposals include
 - a) Provide sufficient zoned land for industrial and commercial development,
 - a) Provide sufficient zoned land for residential development
 - c) Balance protection of heritage resources and industrial development
 - d) Enhance tourism
- Moorreesburg: As agricultural service centre development proposals include:
 - a) enhance tourism,
 - b) protect heritage and culture of the Swartland as grain basket of the Western Cape,
 - c) capitalise on N7 connectivity
- Koringberg: As small rural town, develop town and its surrounding as a tourism and agri-tourism node
- Riebeek Kasteel, - West and Ongegund: As small agricultural service centre, development proposals of the Valley include:
 - a) Enhance tourism and agri-tourism
 - b) Maintain and strengthen agricultural service centre
 - c) Protect heritage resources
- Riverlands and Chatsworth: As residential towns development proposals include:
 - a) Enhance and strengthen natural conservation
 - b) Enhance and strengthen the agricultural corridor along the N7 south of Malmesbury
- Kalbaskraal: As residential town, development proposals include:
 - a) Enhance and strengthen agricultural corridor along the N7 south of Malmesbury,
 - b) Provide sufficient zoned land for industrial development
- Darling: As agriculture service centre:
 - a) Strengthen service centre;
 - b) Strengthen tourism and agri-tourism in the surroundings.
 - c) Enhance the integration of agriculture and conservation.
- Yzerfontein: As holiday town development proposals include the strengthening of tourism within the town and eco-tourism in its surroundings as well as a demarcated overlay zone and By-Law amendment to accommodate the film industry.

Development proposals for the Swartland region:

- Develop the N7 rural corridor south of Malmesbury
- Develop a precinct plan to formalise the Paardeberg as a world wine and conservation destination.
- Develop Darling and Yzerfontein as a world biodiversity and film destinations
- Establish the coastal conservation park as an extension of the West Coast Park.
- Develop the Diep River as a historic link between Swartland and Cape Town.
- Declare all CBAs (including Renosterbos remnants around Malmesbury and in Swartland) as formal nature conservation areas.
- Enter into negotiations with the national Department of Agriculture to exempt land earmarked for urban development.
- Formalise spatial and development criteria for the development of sand mines.

These proposals conclude the spatial plan for the Swartland and are illustrated by the composite spatial plan below:



Using SDF document

Swartland SDF: Executive Summary

The document should not be read in isolation as the SDF consist of a package of documents:

THE SDF PACKAGE OF PLANS		
Swartland Integrated Development Plan 2017-2022	Sector Plans: <ul style="list-style-type: none"> • <i>Swartland Human Settlement Plan, 2014</i> • <i>Infrastructure Master Plan</i> • <i>Local Economic Development Plan, 2016</i> • <i>Concept Safety Plan.</i> • <i>Risk Management Plan</i> • <i>Transport Master Plan</i> 	
	Swartland SDF Status Quo Report, 2016 Swartland SDF Report , 2017-2022	SDF Addendums <ul style="list-style-type: none"> • <i>Swartland Draft Heritage Survey – Urban areas, 2009.</i> • <i>Swartland Vacant Land Audit, 2014.</i> • <i>Swartland Climate Change and Hazard Risk Areas Study, 2014.</i> • <i>Swartland Rural Heritage Survey, 2014.</i> • <i>Heritage survey of Swartland Towns, 2008</i> • <i>Dassen Island Nature Reserve Management Plan 2013-2018;</i> • <i>Draft Coastal Management/Setback lines for the West Coast District, June 2014.</i>

The documents listed above should also be considered when any major development proposals are planned.