



**Western Cape
Government**

Environmental Affairs and
Development Planning

Western Cape Land Use Planning Guidelines

Rural Areas

March 2019



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FOREWORD

Amidst the dynamic changes taking place in our Towns and Cities, it is important to acknowledge the role of the rural landscape as the origin of much of our economic, environmental and socio-cultural wellbeing.

As an outcome of the consistent message of the Provincial Spatial Development Framework (PSDF 2014) and its predecessors, which is in alignment with the guiding principles of the National Development Plan 2030 and the OneCape 2040, the Department of Environmental Affairs and Development Planning has heeded the call for the review of the Draft Western Cape PSDF Rural Land Use Planning and Management Guidelines, 2009. This is done with a view to support and guide the implementation of the Provincial agenda in this significant component of the Western Cape Province.

The Department teamed up with the Department of Agriculture and CapeNature to ensure alignment with our governance partners in this matter which, while influencing all sectors, has a direct bearing on the conservation of biological diversity and functionality of ecosystems and the protection of agricultural productive land. In the drafting of this guideline, civil society was engaged through an extended call for comment. This initiative aligns with the Provincial Strategic Plan (PSP) which gives expression to a strong view that progress must be built on a “whole-of society” approach in which collective benefits and obligations are understood in order to map out long-term strategies as enablers to sustainable development. Through the Rural Areas Guideline, we strive to create rural areas which provide unique and sustainable livelihoods for the benefit of all residents, men and women, the youth, the elderly and disabled, and those less advantaged.

The key objective of this guideline is to promote the internationally acknowledged better-practice model of promoting smart growth by containing urban sprawl. The unique role of the rural landscape in the Western Cape as the underpinning of much of our agriculture, manufacturing, exports, related economic activities and tourism depends upon wise decision-making which will secure our long-term future, as well as safeguarding our

unique coastal, scenic and cultural landscapes and heritage character. This guideline serves as a reference to decision-makers, the public and developers alike. Whilst the Rural Areas Guideline is informed by complementary rural planning policies and development strategies of all spheres of government, this Guideline specifically focusses on the spatial planning of rural areas and the management of pressures for land use change in the context of the Western Cape. The Rural Areas Guideline gives a broad guideline of the type and extent of activities supported in a rural context and should contribute to the ease-of-doing-business in rural areas and fast track development in the Province.

The Provincial Government understands the urgent need for both food security and land reform, both of which will largely impact the rural landscape. Success in this regard will depend on a comprehensive understanding of the issues involved and guidelines which promote a synergy which has the potential to enhance desired developmental and societal outcomes.

I am conscious of the abundant opportunities which the rural landscapes offer the Western Cape from a developmental perspective and anticipate that the users of this guideline will achieve the desired balance between development and environmental stewardship which is essential to our collective future.



ANTON BREDELL

Minister of Local Government, Environmental Affairs and Development Planning




A WORD OF THANKS

This guideline document points the way as a response to the need for alignment between the changed legislative planning landscape and the implementation of the Provincial agenda in rural areas. The decision in 2017 to review these guidelines as a derivative of the PSDF (2014) encouraged the Department of Environmental Affairs and Development Planning to assemble an interdepartmental team to give substance to the required content. Faced with escalating development pressures on the Western Cape's rural areas, it was imperative to respond with greater clarity to enhance decision-making and assist municipalities to plan and manage their rural areas more effectively. It is anticipated that the users of this Guideline include decision makers of development management as well as drafters of policy and programs to guide development in rural areas, whether they be operative in a provincial department, municipality or private organization. The unique asset base that comprises the Western Cape requires our concerted efforts in order to ensure a sustainable trajectory of development.

The drafting of a Guideline such as this, which has extensive transversal impacts, required the insightful dedication of a team which reflected both

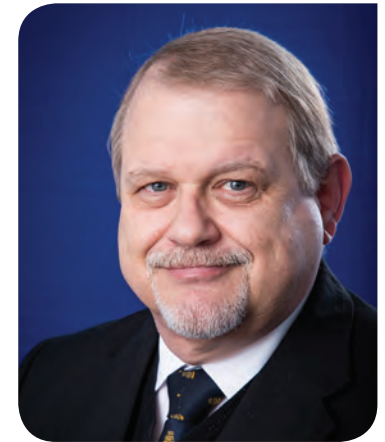
the skill-set required for the task as well as the enthusiasm and passion required to drive the project to its successful conclusion.

I would like to congratulate the team on this collaborative outcome which goes a long way towards providing the much needed guidance on development for the rural areas of this Province.



PIET VAN ZYL

Head of Department: Department of Environmental Affairs and Development Planning





CHAPTER 1: INTRODUCTION

1.1 BACKGROUND

After the compilation of the first **Provincial Spatial Development Framework in 2005** by the Western Cape Department of Environmental Affairs and Development Planning, which was formally approved in June 2009, a series of explanatory manuals were prepared for the implementation of the PSDF and specifically to guide spatial planning and development management decisions affecting the Western Cape's settlements to ensure more compact, viable and financially sustainable urban areas. These included, the **Provincial Urban Edge Guideline, 2005** and **Western Cape PSDF Settlement Restructuring: An Explanatory Manual, 2009**.

Faced with escalating development pressures on the Western Cape's rural areas, the Province also provided guidance to all role players and partners (public and private) on land use planning and management outside built-up areas (i.e. in rural areas). For this reason, **Guidelines for Golf Courses, Golf Estates, Polo Fields and Polo Estates in the Western Cape, 2005** as well as **Guidelines for Resort Developments in the Western Cape, 2005** were prepared. To compliment these guidelines for specific rural land uses, a study was commissioned in October 2007 to prepare coherent planning and management guidelines for the full spectrum of rural land uses and the **Draft Western Cape Rural Provincial Spatial Development Framework Land Use Planning and Management Guidelines, 2009** was compiled.

In 2014, Minister Anton Bredell, Minister of Local Government, Environmental Affairs and Development Planning approved the **Provincial Spatial Development Framework (PSDF)**, and submitted it to the Provincial Cabinet for endorsement in April 2014, replacing the previous PSDF.

Although we are in a rapidly changing environment, many of the key guiding principles and spatial policies of the 2009 PSDF have stood the test of time and were built on and taken forward in the PSDF to give effect to the desired land use planning changes in the Province. The guiding

principles are also found in the National Development Plan 2030 (NDP) and the OneCape2040, that established new complementary development agendas which informed the PSDF.

The PSDF is based on the Province's spatial development status, the findings of the Growth Potential Study of Towns (based on the 2011 Census data) as well as the recommendations of the following specialist studies: **The Significance of Heritage and Scenic Resources, The Impact of Decentralised Office and Commercial Development, and the Financial Sustainability of Current Municipal Spatial Growth Patterns**.

The PSDF was drafted in anticipation of a planning law reform process. Greater clarity regarding the planning responsibility of the three spheres of government emanated from court rulings and new planning legislation, i.e. the National Spatial Planning and Land Use Management Act, 2013 (SPLUMA) and the Western Cape Land Use Planning Act, 2014 (LUPA). Aspects of the 2009 PSDF dealing with provincial and municipal planning functions were inconsistent with the Constitution of the Republic of South Africa, 1996 (the Constitution), and had to be revised, which also necessitated the amendment of the series of explanatory manuals.

The PSDF, which replaced the 2009 PSDF, included a Settlement Toolkit, attached as Annexure 3. The Settlement Toolkit provides spatial guidance on the PSDF's proposals at municipal, town and precinct scales and replaced the **Provincial Urban Edge Guideline, 2005** and the **Western Cape PSDF Settlement Restructuring: An Explanatory Manual, 2009**.

The PSDF called for the review of the **Draft Western Cape PSDF Rural Land Use Planning and Management Guidelines, 2009** to support and guide the **implementation of the Provincial agenda in rural areas** and proposed that the draft guidelines be reviewed and updated to:

- Incorporate the latest Western Cape Biodiversity Spatial Plan categories and associated guidelines; and climate change mitigation information.

- Inform the delineation of Spatial Planning Categories (SPC) and the interpretation of the nature, scale and form of land uses that are suitable in each SPC.
- Provide options for implementing the PSDF policy to protect biodiversity and ecosystem services.
- Assist with the effective management of urban edges and scenic landscape quality and form.
- Serve as basis for development management to improve the planning and management of rural areas in support of the PSDF policy to diversify and strengthen the rural economy.
- Review and incorporate recommendations of the **2005 Guidelines for Resort Development in the Western Cape** in line with the PSDF.
- Include guidelines for renewable energy facilities.

The Western Cape Department of Environmental Affairs and Development Planning initiated the review process in 2017, which resulted into this guideline document. The LUPA defines the term **land use planning as spatial planning and development management** and therefore these guidelines are called the **Western Cape Land Use Planning Guidelines: Rural Areas** (hereinafter referred to the **Rural Areas Guideline**).

With the introduction of the **Rural Areas Guideline**, the following existing guideline documents are being withdrawn and replaced:

- Guidelines for Golf Courses, Golf Estates, Polo Fields and Polo Estates in the Western Cape, 2005;
- Guidelines for Resort Developments in the Western Cape, 2005;

- Draft Western Cape PSDF Rural Land Use Planning and Management Guidelines, 2009;
- Provincial Urban Edge Guideline, 2005; and
- Western Cape PSDF Settlement Restructuring: An Explanatory Manual, 2009.

1.2 OBJECTIVES OF THE RURAL AREAS GUIDELINE

Forming part of the roll-out of the PSDF, the objectives of the **Rural Areas Guideline** are to:

- Promote sustainable development in **appropriate rural locations** throughout the Western Cape, and ensure the inclusive **growth of the rural economy**.
- Safeguard priority biodiversity areas and the functionality of the Province's life supporting **ecological infrastructure and ecosystem services** (i.e. environmental goods and services).
- Maintain the integrity, authenticity and accessibility of the Western Cape's significant farming, ecological, coastal, cultural and scenic rural **landscapes, and natural resources**.
- Assist Western Cape municipalities to **plan and manage** their rural areas more effectively, and to inform the principles of their zoning schemes and spatial development frameworks in a pro-active manner.
- Provide clarity to all role players and partners (public and private) on the type of development that is appropriate **beyond the current built-up areas**, suitable locations where it could take place, and the **desirable form and scale** of such development.

- Be viewed as a gender mainstreaming tool which will move the Western Cape further along the trajectory towards the achievement of equality, particularly the youth and gender equality imperatives in rural land use planning.

Towards fulfilling its exclusive and concurrent constitutional competencies, the desired outcomes of the **Rural Areas Guideline** are:

- **Coherence** in how Western Cape municipalities undertake rural land use planning, and clarity regarding the contents of these plans.
- **Alignment** of municipal rural land use planning with the rural spatial plans prepared by other institutions (e.g. Cape Nature's Biodiversity Spatial Plan, Western Cape Department of Agriculture's Area Wide Plans, Department of Rural Development and Land Reform's Rural Development Plans).
- **Uniformity** in how Western Cape municipalities manage the pressures for rural land use change.
- **Cooperation**, alignment and integration between the spheres of government in planning and managing rural land use.
- The **Rural Areas Guideline** can also be used in testing the **consistency principle**. The SPLUMA states, that no authority may make a land development decision which is inconsistent with a municipal spatial development framework. It may however, depart from the provisions of a spatial development framework, if site-specific circumstances justify a departure from the provisions of such a municipal spatial development framework. The LUPA provides more clarity on the use of the terms compliance, consistency, and deviation from spatial development frameworks. In considering a land use application, the competent authority must have regard to applicable spatial development frameworks, the desirability of the proposed land use and guidelines issued by the Provincial Minister, including the **Rural Areas Guideline**.

When “**need and desirability**” must be considered as part of an environmental impact assessment process, the content of integrated development plans, spatial development frameworks, environmental management frameworks and other relevant plans, frameworks and strategies must be taken into account when considering the merits of each application. The above-mentioned plans will assist the decision taker to ascertain the resultant ecological, social and economic impacts as a result of the alignment or deviation from the plan, framework or strategy.

1.3 STATUS AND APPLICATION OF THE RURAL AREAS GUIDELINE

The LUPA provides for the Provincial Minister responsible for land use planning, to issue guidelines to facilitate the implementation of the land use planning principles, provincial land use planning and to see to the effective performance of municipalities of their land use planning functions. The purpose, legal context, status and application of guidelines and the deviation from guidelines are further described in **Annexure A**.

The **Rural Areas Guideline** is aligned to international, national and provincial policies as set out in Chapter 3 and provides practical planning guidance for implementation in the rural areas of the Western Cape.

The use of the term ‘rural’ in this guideline, is therefore different from the use in other documents, such as the Integrated Urban Development Framework (IUDF), Small Town Regeneration (STR) Strategy and even the National Spatial Development Framework (NSDF), where the term ‘rural’ is used to refer to all areas outside the larger cities, including in other words also ‘rural towns, villages and settlements’.

In respect of the **Rural Areas Guideline** the term, ‘rural areas’, from a development management point of view, refers to all areas outside of the physical outer edge of existing built-up areas and settlements, no matter how small. Therefore ‘**urban areas**’ means the footprint of any settlement,

being it a city, town or village. The distinction is thus made between all settlements (urban areas) on the one hand and all non-urban areas outside of settlements (rural areas) on the other.

The key approach of the IUDF is for a rural-urban spatial continuum: **“The reality is that there is rarely a sharp division between rural and urban areas, but rather a rural-urban spatial continuum”** (page 25). The **Rural Areas Guideline** acknowledges the structural, social, economic and cultural linkages between rural and urban areas and supports these rural-urban linkages through encouraging development within existing small towns, rural settlements and villages and linkages of these nodes to larger urban areas (service towns and regional service centres and the city) with transportation, communication and energy infrastructure as the backbone.

The **Rural Areas Guideline** supports the roll-out of the implementation of the PSDF and its call to open up opportunities in the rural space-economy. Building on the NDP vision of an inclusive and integrated rural economy, which includes a special focus to enhance the skills and capabilities of rural women entrepreneurs with access to land and finance:

“South Africa’s rural communities should have greater opportunities to participate fully in the economic, social and political life of the country, supported by good-quality education, health care, transport and other basic services. Successful land reform, job creation and rising agricultural production will contribute to the development of an inclusive rural economy”.

In terms of State action, focused rural development is set to find expression in various initiatives: targeted agrarian reform, tenure reform, the development of agri-processing and logistic support-hubs, diversification of the local economy, small-town redevelopment and regeneration in accessible locations, public works-led job creation programmes and the roll-out of core government social and municipal services, and the provision of grant support with the building and upgrading of housing, specifically in

identified regional anchors and rural service towns. (Draft National Spatial Development Framework, September 2018).

Whilst the **Rural Areas Guideline** is informed by complementary rural planning policies and -development strategies of all spheres of government, this Guideline specifically focusses on the **spatial planning of rural areas and the management of pressures for land use change in the context of the Western Cape**. The **Rural Areas Guideline** gives a broad guideline of the type and extent of activities supported in a rural context and should contribute to the ease-of-doing-business in rural areas and fast track development in the Province.

The **Rural Areas Guideline** provides support to the development and implementation of spatial plans and the management of land development outside existing built-up areas, but does not represent a rural development strategy. The **Rural Areas Guideline** is to be considered a **guideline for land use planning decisions**, being it spatial planning or development management aspects. A key principle of the **Rural Areas Guideline** is to promote smart growth by containing urban sprawl.

The users of the **Rural Areas Guideline** include decision makers of development management in rural areas and drafters of policy and programmes to guide development in rural areas, whether it is a provincial department, municipality or private organisation. Due to the nature of this document as a guideline, authorities could deviate from it in exceptional cases if justification for such deviation is motivated. Such justification could include the promotion and support for the objectives of strengthening the rural economy but in doing so should not compromise the unique asset base that make up the distinctive rural landscape of the Western Cape.

CHAPTER 2: THE RURAL CONTEXT

2.1 OVERVIEW OF THE WESTERN CAPE'S RURAL LANDSCAPE

The Western Cape is the fourth largest of the nine provinces, with an area of 129 449km² and makes up 10.6% of the country's land surface. The PSDF Specialist Study: **Significance of Heritage and Scenic Resources 2014**, provides more information on the landscape context of the Province. In this study, a geomorphological approach was used because it was found that geology and landform was an overriding trait in determining landscape types at a broad scale.

Together with the coastline, the mountain ranges belonging to the Cape Fold Belt are without doubt, the most significant assets in scenic terms, providing ample leisure opportunities and consequently the foundation of the Western Cape's tourism economy.

The settlement chronology of the Western Cape from the 17th century onwards, as well as the spatial distribution and origins of numerous historical settlements, are one aspect of a very complex and diverse heritage overview of the Province, ranging from its ancient fossil and pre-colonial archaeological record, to its early and later colonial, apartheid and democratic periods.

The PSDF's **Annexure 1: Provincial Overview** presents a profile of the Western Cape's spatial development status, while this section gives a **summary overview of the districts** as a first level of landscape classification.

The Western Cape is best known for **Cape Town, South Africa's 'Mother City'**, a popular travel destination, that is home to Table Mountain and beautiful beaches, among many other attractions. South Africa's global position as the gateway to Africa, has potential to increase investment in Cape Town and drive sectors of the regional economy. Given the juxtaposition

of mountain and sea, the Peninsula offers numerous scenic routes and passes. Important cultural landscapes, containing historical settlements and cultivation (mainly viticulture), include the Constantia Valley, Durbanville Hills, Bottelary Hills and the Lourens River Valley, as well as the Philippi Horticultural Area. Philadelphia is one of the oldest Dutch Reform Church towns of the Western Cape, and Mamre nearby is an historic mission village. Built infrastructure in the Western Cape is excellent, with a well-maintained road system linking the main centres and outlying regions – the West Coast, Cape Winelands, Overberg, Karoo and Garden Route.

North of Cape Town, the **West Coast District** incorporates the West Coast National Park, well known for birds and spring flowers (in late August and September), and the West Coast Fossil Park in Langebaan. Also in the West Coast District is the Cederberg Wilderness Area, an area of contrast where 71 000 ha of rugged mountains are offset in spring by carpets of yellow, orange, blue and purple flowers. The West Coast District has historical settlements and farmsteads situated within a variety of landscapes connected by a network of routes. Two major river systems lie within the region, namely the Olifants and the Berg Rivers. The District is characterised by four distinct sub-regions; the Sandveld, the mountainous areas (Piketberg, Cederberg and Groot Winterhoek), the dry arid region to the north (the Hardeveld and Knersvlakte) and the area to the south, forming part of the wheat lands of the Swartland. The NDP identifies Saldanha Bay and environs as a prospective growth management zone on account of resource-related port and industrial development.

The **Cape Winelands District** consists of Stellenbosch, Drakenstein, Witzenberg, Breede Valley, and Langeberg Municipalities. Situated between the rugged sandstone peaks of the Cape Fold Mountains, the District is an area of high scenic and heritage significance. The wine-growing areas of Stellenbosch, Paarl, Wellington, Franschhoek, Ceres, Worcester, Bonnievale and Robertson are popular attractions, where a Mediterranean climate favours the production of superb wines. The District's fertile valleys are home to some of the world's most renowned vineyards some of which have been earmarked for declaration as World Heritage Sites.

The **District of Overberg** consists of Theewaterskloof, Swellendam, Overstrand and Cape Agulhas Municipalities. The District plays an important role from a food security and agricultural and tourism perspective. A dynamic tension exists between supporting tourism along the coast and preventing the further loss of coastal and marine ecosystems.

The **Central Karoo** is the largest district in the Western Cape Province and is characterised by extensive grazing for sheep and game farming. This invariably means that distances between settlements are vast. The total area of the District covers approximately 30% of the total area of the Western Cape and is sparsely populated. The district comprises of Beaufort West, Prince Albert and Laingsburg Municipalities, with Beaufort West as the primary regional service centre. The area is faced with risks like drought and the possibility of large scale shale gas- and uranium mining.

The **Garden Route** is an area of outstanding natural beauty, made up of wilderness and agricultural landscapes, estuaries, mountain backdrops and coastal settings, including the well-watered and verdant landscapes. The Southern Cape coastal belt has been identified as a significant leisure, lifestyle, holiday, and retirement economic centre – which stretches from Plettenberg Bay and Nature's Valley in the east, to Mossel Bay in the west, with the George/Mossel Bay settlement concentrations being a significant emerging regional economic node of the Province.

2.2 CULTURAL AND SCENIC ASSETS

A specialist study was undertaken in 2013 on **The Significance of Heritage and Scenic Resources**. The study reaffirmed that the Western Cape's cultural and scenic landscapes (Map 1) are significant assets that underpin the rural-space economy, and specifically tourism. A number of scenic landscapes of high significance are under threat and require strategies to ensure their long-term protection. These include:

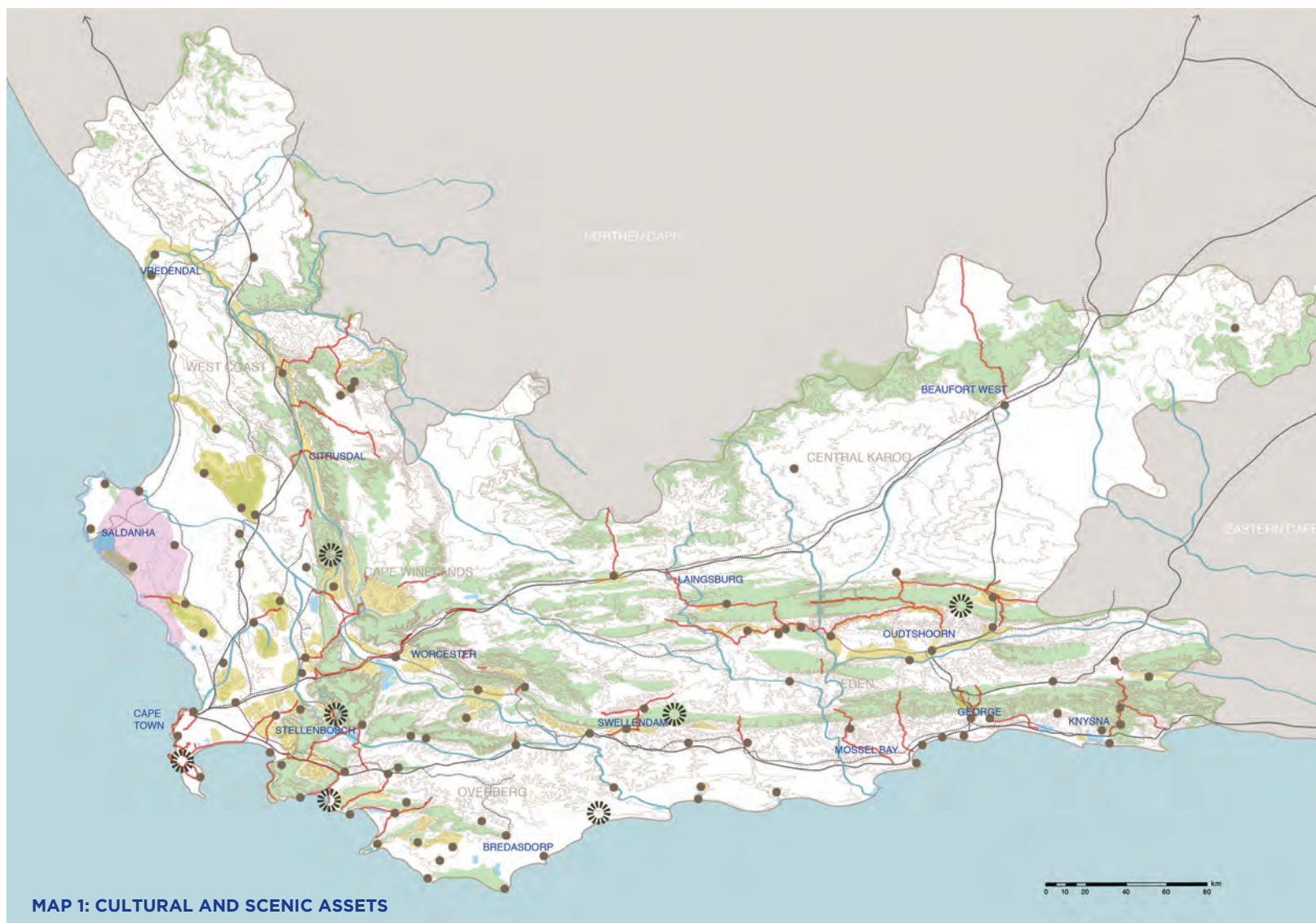
- Rural landscapes of scenic and cultural significance that are situated in close proximity to major urban development pressure (e.g. Cape Winelands).
- Undeveloped coastal landscapes under major development pressure.
- Landscapes under pressure for large scale infrastructural developments such as wind farms, solar energy facilities, transmission lines and shale gas development in the Central Karoo.
- Historic mountain passes and 'poorts' vulnerable to falling into disrepair, or alternatively inappropriate repairs and upgrading (e.g. Swartberg Pass).
- Loss of scenic qualities of wilderness landscapes.

2.3 RURAL VISION

The Western Cape economy is founded on the Province's unique asset base. These include **farming resources**, that make the Western Cape the country's leading exporter of agricultural commodities and whose value chains (e.g. agri-processing) underpin the Province's industrial sector; and its **natural capital** (i.e. biological diversity) and varied **scenic and cultural resources** which are the attraction that makes the Western Cape the country's **premier tourism destination**. The Western Cape seeks to ensure: 1) sustainable development of its rural areas; 2) conservation of their biological diversity; 3) functionality of ecosystems; 4) protection of agricultural productive land; and 5) safeguarding of rural heritage and culture.

In support of this, the following **vision is aspired to**:

- The Province's rural economic base, particularly agriculture and tourism, strengthens, offers opportunities for economic empowerment, and adopts sustainable business practices.



- | | | | | |
|---|------------------------------------|--|---|---|
|  | WORLD HERITAGE SITES | CULTURAL LANDSCAPES:
(AS IDENTIFIED BY OBERHOLZE & WINTER
SPECIALIST STUDY 2013) |  | ARCHAEOLOGICAL LANDSCAPES OF IMPORTANCE |
|  | HISTORIC TOWNS, VILLAGES & HAMLETS | |  | WILDERNESS / NATURAL LANDSCAPES |
|  | PRIMARY RIVER SYSTEM |  | RURAL / AGRICULTURAL LANDSCAPES | |
|  | SCENIC ROUTES & MOUNTAIN PASSES |  | NATURAL ESTUARIES, LAGOONS & LAKES | |

- Rural amenities and economic opportunities are accessible to the province's residents, particularly poor communities with limited mobility and universal access.
- Gender-based inequality challenges are redressed and all men and women and the youth have equal access to and share in economic structures, activities and policies as well as resources when management of natural resources and safeguarding of the environment is concerned.
- The Province's varied and unique natural, cultural and agricultural landscapes enjoy adequate protection, and its blighted landscapes are rehabilitated.
- A clear distinction should exist between the province's urban and rural landscapes, and there is a legible and logical structure of human settlements.
- The Province's core natural (i.e. untransformed) habitats are interconnected and managed to sustain biodiversity.
- The Province's rural landscapes are maintained, either by a responsible party (e.g. statutory authority, land owner, user group, community) or by a partnership between interested parties.
- National, provincial and local government collaborate and align their efforts to plan, manage and sustainably develop the Western Cape's rural areas.
- Settlements and surrounding rural areas functioning as interconnected systems.
- Rural development reinforcing a logical network of settlements of varying sizes and functions.
- Optimising historical investment in rural infrastructure and adopting sustainable technologies in new investments.
- Maintaining the authenticity of the Western Cape's unique rural areas, which involves:
 - preserving the dominance of working agricultural landscapes,
 - ensuring that new development in the rural landscape is as unobtrusive as possible and responds to the 'sense of place',
 - securing and consolidating the conservation estate, and
 - integrating rural developments with existing regional and sub-regional movement routes.
- Planning, implementation and consultation processes and actions will consider needs and requirements of all residents in a gender-responsive manner.

In relation to the rural vision, the **Rural Areas Guideline** strives to achieve the following **performance qualities**:

- Rural areas providing leisure opportunities and unique and sustainable livelihoods for the benefit of all residents, men and women, the youth, the elderly and disabled, and those less advantaged.

CHAPTER 3: LEGISLATIVE AND POLICY FRAMEWORK

This **Rural Areas Guideline** was drafted with due cognisance of, and was informed by, complementary international, national, provincial and municipal planning processes, and it in turn, informs the implementation thereof on local level. The **Rural Areas Guideline** should be read together with a plethora of legislative prescripts, policy informants and guidelines.

A short description of the most relevant documents as listed below, are included in **Annexure B**.

3.1 INTERNATIONAL POLICY INFORMANTS

- United Nations Convention on the Elimination of All Forms of Discrimination against Women, 1979
- Sustainable Development Goals (SDG), United Nations, 2016
- New Urban Agenda (NUA), Habitat III Conference, 2016
- Habitat III, Issue Papers, 10 – Urban-Rural Linkages, United Nations Conference on Housing and Sustainable Urban Development, 2016
- International Guidelines on Urban and Territorial Planning (IG-UTP), 2015
- Agenda 2063: The Africa We Want, The Africa Union, 2015
- International Framework for the Evaluation of Sustainable Land Management (FESLM), Food and Agriculture Organization of the United Nations, 1993

3.2 LEGISLATIVE AND POLICY CONTEXT IN SOUTH AFRICA

- The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)
- Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983) (CARA)
- National Environmental Management Act, 1998 (Act 107 of 1998) (NEMA)
- Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013) (SPLUMA)
- National Development Plan: A Vision for 2030 (NDP), 2012
- Integrated Urban Development Framework (IUDF), 2016
- National Strategy for Sustainable Development and Action Plan 2011 – 2014 (NSSD 1)
- National Biodiversity Strategy and Action Plan (NBSAP), 2015-2025
- Rural Land Use Management and Regulatory Guidelines, draft 2017, Department of Rural Development and Land Reform
- Guideline on Need and Desirability, 2017, Department of Environmental Affairs
- National Spatial Development Framework (NSDF), draft September 2018, Department of Rural Development and Land Reform
- Small Town Regeneration (STR), SALGA

3.3 PROVINCIAL POLICY AND OBJECTIVES

- Western Cape Land Use Planning Act, 2014 (Act 3 of 2014) (LUPA)
- Province of Western Cape: Policy for the Settlement of Farm Workers, September 2000 (PN414/2000, No. 5572)
- Province of Western Cape: Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000
- Provincial Strategic Plan, 2014 - 2019
- Smart Agri Plan, Western Cape Climate Change Response Framework and Implementation Plan for the Agricultural Sector (2016)
- Provincial Spatial Development Framework, 2014
- Provincial Biodiversity Strategy and Action Plan (PBSAP)
- Western Cape Biodiversity Spatial Plan, 2017 (WCBSP)
- OneCape2040, 2012

3.4 PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK

The **Rural Areas Guideline** has been framed to take forward the PSDF's provincial spatial agenda, as well as give effect to the Provincial Strategic Objectives. The PSDF builds on the complementary national and provincial development agendas of the NDP and OneCape2040.

The PSDF coordinates, integrates and aligns Provincial plans and development strategies with policies of National Government; the plans, policies and development strategies of Provincial Departments; and the

plans, policies and development strategies of municipalities. It is the common spatial reference framework for delivering on the Province's strategic development priorities individually and collectively and therefore serves to guide the location and form of public investment in the natural and built environment, so that the returns on these investments are consistent with the Province's development objectives.

Figure 1 depicts the **three spatial themes** underlying the PSDF and their associated elements, supported by spatial governance.

To take forward the Western Cape's Spatial Agenda, the policy framework section sets out how the Western Cape Government (WCG) will carry out its spatial planning responsibilities. Each of the spatial themes as described below in Figure 3, contributes to the achievement of the Western Cape's strategic goals.

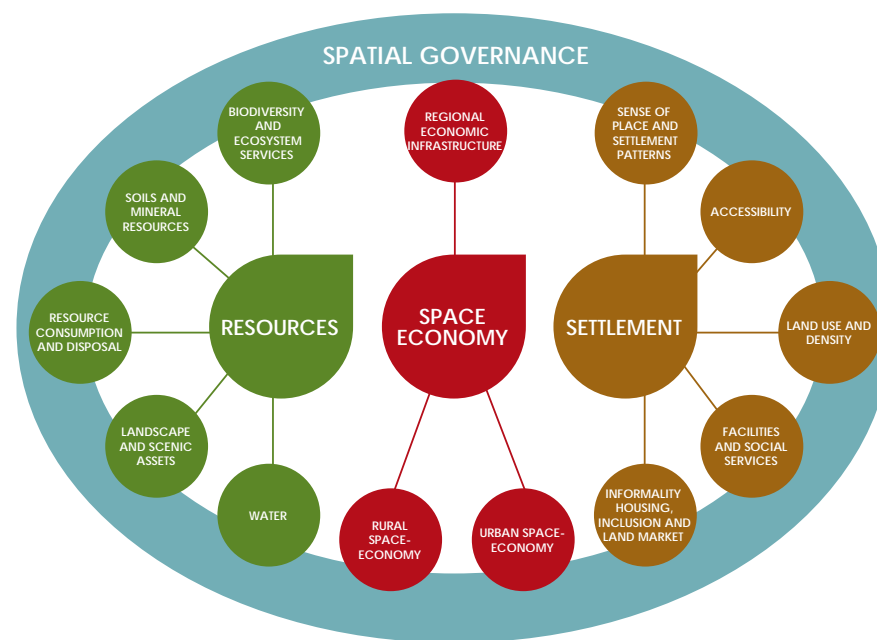


FIGURE 1: THE THREE SPATIAL THEMES AND THEIR ASSOCIATED ELEMENTS, SUPPORTED BY SPATIAL GOVERNANCE

SUSTAINABLE USE OF THE WESTERN CAPE'S RESOURCES

The Western Cape economy is founded on the Province's **unique asset base**. The PSDF's policies encourage the wise use of these assets to promote sustainability. They also safeguard them against risks, by mitigating and/or adapting to current and looming risks. If managed responsibly, the Province's spatial assets hold immense socio-economic development potential. Conversely, mismanagement of these resources can severely hinder development, particularly in the rural areas.

Spatial continuity and connectivity of the **biodiversity network** strengthens its resilience. If biodiversity threats, such as land transformation; the impact of climate change and over abstraction and modification of natural watercourses are not reduced, some ecosystems could collapse, requiring expensive intervention to maintain or replace them. The PSDF encourages the use of Critical Biodiversity Areas mapping to inform spatial planning and development management decisions. The delineation of urban edges in municipal spatial development frameworks steer urban growth pressures away from Critical Biodiversity Areas.

Arable soils and mineral resources are non-renewable assets that are important underpinnings of the Western Cape economy. Safeguarding the Province's agricultural resources, and productively using them without compromising biodiversity, heritage and scenic resources, remains a key challenge. The PSDF promotes sustainable farming and mining. A prerequisite for sustainable farming and mining is coherent land use planning and environmental management systems that are aligned with the development goals. Municipal spatial development frameworks must record unique and high potential agricultural land and demarcate urban edges to protect these areas.

OPENING-UP OPPORTUNITIES IN THE SPACE-ECONOMY

The Western Cape space-economy comprises all of the **diverse economic activities** in the Province's urban centres and its rural areas, and the relationship of these places and spaces to the infrastructure that connects and supports them. The space-economy includes the network of workplaces across the Province and their linkages with local, national and international markets.

The rural space-economy is not only about agricultural development, but also broad based agrarian transformation, **diversifying the rural economy**, tourism, government promotion of rural development and land reform programmes, and functional ecosystems.

Whilst the economy is essentially based on secondary and tertiary activities located mainly in the large urban areas, many of these activities relate to **adding value to the outputs of rural activities**.

DEVELOPING INTEGRATED AND SUSTAINABLE SETTLEMENTS

The Western Cape's **unique sense of place and identity** underpins its economy in numerous ways and requires appropriate responses to the **heritage, cultural and scenic assets** of the Province.

The PSDF promotes smart growth ensuring the efficient use of land and infrastructure, by containing urban sprawl.

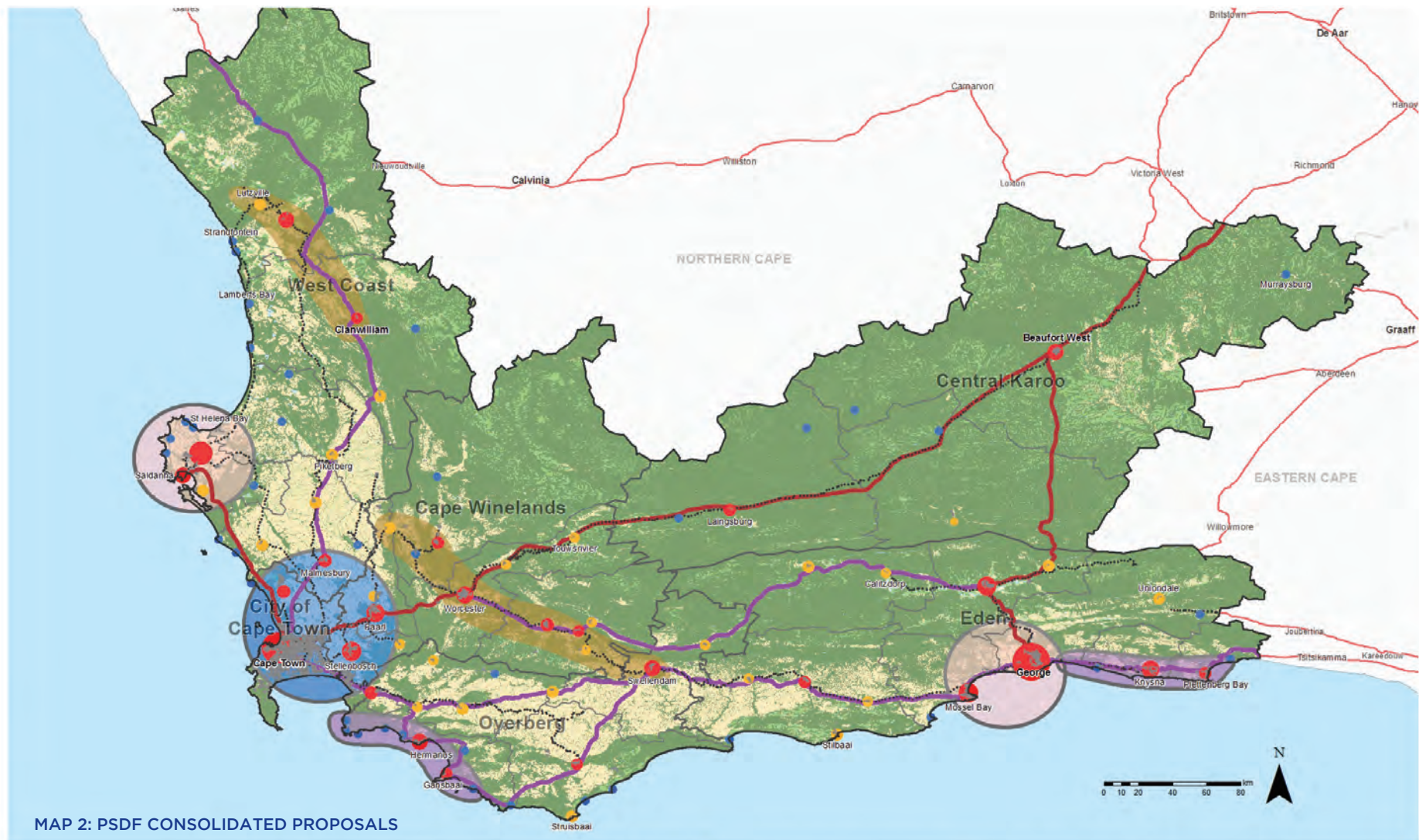
The PSDF is unambiguous about the necessity for more **compact and connected human settlements**.

The PSDF makes the case that it can no longer be business as usual, and accordingly introduces strategies and programmes for systematically changing where and how human settlements are configured and built.

Stemming from the Western Cape's Spatial Agenda, as summarised in Figure 3 above, the PSDF **strategy for opening-up opportunities in the rural space-economy** and has two dimensions, namely:

- Accommodating **a greater diversity of compatible land use activities on farms and in the rural landscape** in general. Compatible activities are those that do not compromise biodiversity, farming activities, cultural and scenic landscapes, and are of an appropriate scale and form to fit in with their context in the rural landscape.
- Channelling public **investment in rural development initiatives** (i.e. land reform, agrarian transformation, environmental rehabilitation, enterprise development, etc.) to areas where it can offer real and sustained improvements to beneficiaries, and the rural community.

This **PSDF consolidated proposals** map (Map 2) is an important spatial planning and development management tool and graphically portrays the Western Cape's spatial agenda. In line with 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. The WCG will support rural communities (inclusive of agri workers and land owners) to take control of their destiny, and help build opportunities for growth and development in rural areas. This involves a shift from a compliance driven system to a developmental system that encourages rural entrepreneurship, whilst recognising the importance of protecting important biodiversity areas and ecological infrastructure.



Spatial Planning Categories (SPC)

- Settlement
- Core
- Buffer
- Agriculture

Priority Urban Functional Regions

- Cape Metro
- Emerging Regional Centres
- Leisure

Rural Development Corridor

- Regional Centre
- Service Centre
- Secondary Settlement

Regional Connector Route

- Tourism Route
- Major Railway Line

CHAPTER 4: SPATIAL PLANNING CATEGORIES (SPC)

The Western Cape's biological diversity underpins livelihoods, the Province's economy and the provision of ecosystem services. Spatial continuity and connectivity of the biodiversity network strengthens its resilience. The **Western Cape Biodiversity Spatial Plan, 2017 (WCBSP)** delineates the Western Cape's biodiversity network.

"Different categories on the WCBSP Map have specific management objectives, according to their biodiversity priority. In broad terms, the biodiversity priority areas need to be maintained in a healthy and functioning condition, whilst those that are less important for biodiversity can be used for a variety of other land uses." Biodiversity priorities are divided into the following **Biodiversity Spatial Plan Map Categories** (see Map 3):

- Protected Area (PA)
- Critical Biodiversity Area (CBA 1)
- Critical Biodiversity Area: Degraded (CBA 2)
- Ecological Support Area (ESA)
- Ecological Support Area: Restore (ESA 2)
- Other Natural Areas (ONA)
- No Natural Remaining (NNR)

The contextualisation of the rural landscape, and an analysis and interpretation of the elements of the rural spatial structure should inform the **Integrated Development Plan's (IDP)** and, in turn, the **Spatial Development Framework's (SDF)** proposals. A SDF's proposals should clearly reflect where in the landscape development should and should not take place. Desired land use patterns are reflected in the delineation of landscape-wide **Spatial Planning Categories (SPCs)**, namely Core, Buffer, Agriculture and Settlement (see map 2).

The PSDF calls for SDFs to delineate SPCs that cover the entire municipal domain, using the latest available WCBSP mapping. SPCs are not

development proposals and do not confer development rights. They are rather the **tools through which the SDF clarifies the inherent land use suitability of different landscapes**. As such, the SDF is the framework within which subsequent detailed development plans for specific projects can be formulated and authorities are encouraged to continue to use WCBSP mapping to inform spatial planning and development management decisions in the Province.

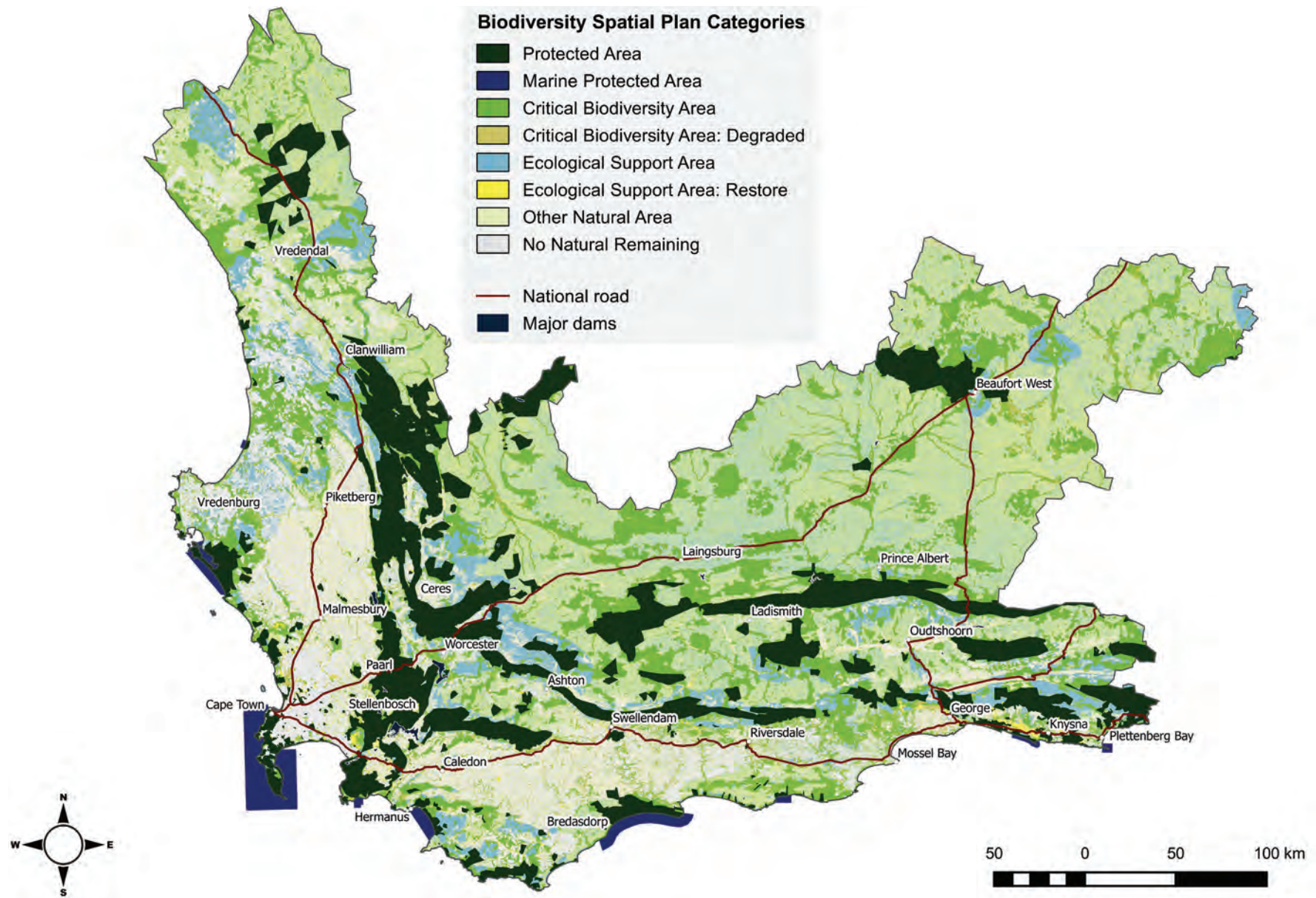
The **Rural Areas Guideline** distinguish between six SPCs, namely:

Core 1	Buffer 1	Agriculture
Core 2	Buffer 2	Settlement

At minimum the SDF needs to delineate the municipal area into four SPCs: Core, Buffer, Agriculture and Settlement.

To assist those compiling a SDF delineating these SPCs across the municipal landscape, each SPC is explained in further detail and guidance is given on:

- A definition of the SPC and clarification of how it fits in with the categorisation of Critical Biodiversity Areas (CBA) used in the WCBSP. See Table 2 for how the WCBSP map categories corresponds with SPCs.
- The purpose/s that the SPC serves.
- The kinds of land use that could be accommodated in the SPC.
- Where these land uses should be located, and their appropriate form and scale.
- How to spatially delineate the SPC.
- How to rationalise the settlement structure.



MAP 3: THE WESTERN CAPE BIODIVERSITY SPATIAL PLAN

		WCBSP MAP CATEGORY						
		PROTECTED AREAS PA	CRITICAL BIODIVERSITY AREA 1 (TERRESTRIAL/ AQUATIC) CBA 1	CRITICAL BIODIVERSITY AREA 2 (DEGRADED) CBA 2	ECOLOGICAL SUPPORT AREA 1 (TERRESTRIAL/ AQUATIC) ESA 1	ECOLOGICAL SUPPORT AREA 2 ESA 2	OTHER NATURAL AREAS (NATURAL TO NEAR- NATURAL/ DEGRADED) ONA	NO NATURAL REMAINING NNR
SPATIAL PLANNING CATEGORY	CORE 1	●	●					
	CORE 2			●	●			
	BUFFER 1						●	
	BUFFER 2					●	●	
	AGRICULTURE							●
	SETTLEMENT							●

TABLE 1: CATEGORIES ON THE BIODIVERSITY SPATIAL PLAN MAP AND THEIR RECOMMENDED CORRESPONDING SPATIAL PLANNING CATEGORY

4.1 GUIDELINES FOR THE CORE 1 SPC

4.1.1 DESCRIPTION AND OBJECTIVE

Core 1 Areas are those parts of the rural landscape required to meet targets/thresholds for **biodiversity patterns or ecological processes** (i.e. Protected Areas and Critical Biodiversity Areas). These include habitats classified as highly irreplaceable, critically endangered, or endangered terrestrial (land), aquatic (rivers, wetlands and estuaries) and marine habitats.

These also include areas currently not yet exhibiting high levels of biodiversity loss, but which should be **protected and restored**, in order to ensure biodiversity pattern and ecological process targets/thresholds can be met, in the most efficient way possible. It also includes essential biological corridors vital to sustain their functionality.

Three components of the rural landscape as mapped by the Western Cape Biodiversity Spatial Plan, make up Core 1 Areas, with the following management objectives:

- **Protected Area** in terms of National Environment Management: Protected Areas Act (NEM: PAA): Must be kept in a natural state, with a management plan focused on maintaining or improving the state of biodiversity.
- **Critical Biodiversity Area 1: Terrestrial:** Maintain in a natural or near-natural state with no further loss of natural habitat.
- **Critical Biodiversity Area 1: Aquatic:** Keep natural, with no further loss of habitat. Degraded areas should be rehabilitated. Only low-impact, biodiversity-sensitive land-uses are appropriate.

The Core 1 SPC:

- Identifies which parts of the rural landscape are of highest conservation importance, and if they are currently protected or not.
- Informs expansion of the Protected Area network through a Protected Area Expansion Strategy.
- Delineates areas that must be maintained in, or restored to, a natural state in order to sustain biodiversity patterns and processes and the functionality of eco-system services.
- Identifies areas of land that could serve as biodiversity offset receiving areas.
- In combination with Core 2 Areas, spatially defines the 'core' of the rural landscape's ecological network.

4.1.2 GUIDELINES ON LAND USE AND ACTIVITIES IN THE CORE 1 SPC

What kinds of activities?

- Essentially Core areas are 'no-go' areas from a development perspective. Accordingly, human impact must be restricted to ensure that there is no further loss of natural habitat.
- Conservation management activities, such as alien clearing, research and environmental education should be encouraged.
- Subject to stringent controls the following biodiversity-compatible land uses (i.e. those of very low impact) may be accommodated in Core 1 areas:

- non-consumptive low impact eco-tourism activities, such as recreation and tourism (e.g. hiking trails, bird and game watching, and visitor overnight accommodation); and
- harvesting of natural resources (e.g. wild flowers for medicinal, culinary or commercial use), subject to a management plan demonstrating the sustainability of harvesting.
- Controlled livestock grazing and game farming must be informed by the habitat type, grazing potential and other site sensitivities. Where Core areas are identified on land that has no formal conservation status (e.g. private farm), no further loss of natural habitat should occur and lower than standard stocking rates are encouraged.
- Powerlines may be permissible under certain conditions.
- Given the often high visual or aesthetic value of these landscapes, no large-scale eco-tourism developments to be permitted.
- Land consolidation should be encouraged and subdivision prohibited.

Where to locate?

- Any development within a Protected Area, must be in accordance with an approved management plan, in terms of the National Environment Management: Protected Areas Act (NEM: PAA).
- Wherever possible, structures associated with activities in Core Areas should preferably be located in neighbouring Buffer areas.
- Detailed site-level mapping of habitat conditions should inform the placement of essential buildings or structures in Core Areas (e.g. as per SANParks Conservation Development Framework planning process).

- Where structures associated with biodiversity-compatible activities are located in Core Areas, these should preferably be located on disturbed footprints.
- Restrict development in Mountain Catchment Areas in order to maintain their high water yielding and water quality function (e.g. plantations, cultivation or other activities which use water, artificially store water, reduce run-off and which may result in increased sediment inputs to aquatic systems).

Appropriate form and scale

- Where buildings and structures in Core Areas are justifiable, environmentally sensitive and sustainable construction principles should be applied to ensure that development is in harmony with the character of the surrounding landscape and to ensure the maintenance of its natural qualities.
- The aesthetic qualities of the receiving environment must be the factor determining the appropriate scale and form of the proposed development.
- Where the mitigation hierarchy has been applied and there are no locational alternatives for a development and it has been proven that the development will provide essential products or services which will directly benefit the local and regional economies and communities and is located within Core 1, then a biodiversity offset must be implemented in terms of the relevant National policy and Provincial guidelines. If a development proposal in Core 1 does not meet this criteria, it should not be authorised.
- Good management practices, with small low density footprints, appropriate technology and design concepts should be encouraged (e.g. Enviro-loos, temporary structures, green architecture and use of natural resources).

- Temporary structures are preferred (e.g. wooden structures, tents, raised boardwalks, and/or tree canopy structures), with units carefully dispersed or clustered (depending on the landscape, habitat and existing infrastructure and access) to achieve least impact. The use of alternative porous materials and innovative eco-friendly design concepts are encouraged.
- Stringent management programs for resource harvesting informed by the carrying capacity and a management plan to ensure appropriate harvesting techniques and volumes.
- Land uses that should not be located in Core 1 because they cause loss of natural habitat or ecosystem functionality, include:
 - any form of mining or prospecting;
 - extensive or intensive grazing that results in species diversity being lost through selective- or over-grazing;
 - conversion of natural habitat for intensive agriculture (cultivation) or plantation forestry;
 - expansion of existing settlements or residential, commercial or industrial infrastructure; and
 - linear infrastructure of any sort that will cause significant loss of habitat and/or disrupts the connectivity of ecological corridors.

4.1.3 CORE SPC DELINEATION GUIDELINES

- Include all formal Protected Areas (which includes Mountain Catchment Areas).
- Include all land designated as CBAs (public or private) that should be

protected, although not all CBAs are designated for formal protection.

- Where possible, incentivise incorporation using the following designations:
 - Private Land: Stewardship Agreements or as a Protected Environment or Nature Reserve in terms of NEM: PAA.
 - Municipal Land: Nature Reserve in terms of NEM: PAA.
 - Title deed restrictions where land has been designated under the Stewardship Program or declared a Nature Reserve or Protected Environment.
 - Rezoning land to appropriate conservation zones.
 - Financial incentives (e.g. the Property Rates Act, Income Tax Act).
 - Other incentives (e.g. resource economic approaches).

4.2 GUIDELINES FOR THE CORE 2 SPC

4.2.1 DESCRIPTION AND OBJECTIVE

Core 2 comprised areas in a **degraded condition** that are required to meet biodiversity targets, for species, ecosystems or ecological processes and infrastructure. These areas **should be rehabilitated and only low-impact, biodiversity-sensitive land-uses** are appropriate.

Core 2 also includes Ecological Support Areas (ESA), that are not essential for meeting biodiversity targets but play an important role in **supporting the ecological functioning of CBAs**, and deliver important ecosystem services. They facilitate landscape connectivity, promote resilience to

climate change, and buffer elements of the landscape including Protected Areas and sites that are important for the survival of individual species.

These also include the following features and areas that may also occur within the Core 1 SPC: climate change adaptation corridors, foredunes, forests, corridors, coastal resource protection areas, endangered ecosystems, rivers, estuaries, wetlands and protection of watercourse, water source and water recharge areas.

Two components of the rural landscape, as mapped by the Western Cape Biodiversity Spatial Plan make up Core 2 Areas, with the following management objectives:

- **Critical Biodiversity Area 2 (Degraded):** Maintain in a natural or near-natural state with no further loss of natural habitat. These areas should be rehabilitated.
- **Ecological Support Area 1:** The desired management objective for all ESAs, is to maintain the land in a near-natural and ecologically functional state, even if some loss of ecosystem composition or structure takes place.

4.2.2 GUIDELINES ON LAND USE AND ACTIVITIES IN THE CORE 2 SPC

What kinds of activities?

- Acceptable land uses are those that are least harmful to biodiversity and include compatible and low impact conservation land uses as per Core 1 Areas, whilst allowing for a limited increase in scale of development in less sensitive areas (provided ecological processes are not disrupted). To be informed by detailed site-level mapping of habitat conditions, transformation thresholds and cumulative impacts.

- Provision for biodiversity offsets in exchange for biodiversity loss should only be considered as a last resort and at a ratio consistent with national policy and Provincial guidelines.
- Where existing agricultural activities (e.g. extensive livestock or game farming) occur in Core 1 or Core 2 Areas, it needs to be subject to:
 - Lower impact practices.
 - Lower than standard stocking rates.
 - Resting cycles (i.e. rotational grazing).
 - Wetland and river bank protection to avoid over-grazing, trampling and destabilization.
 - Avoiding areas containing red data species.
 - Limiting “value-adding” to nature-based tourism.
- No further extensions of intensive or extensive agriculture is promoted.
- Non-consumptive low impact eco-tourism activities such as recreation and tourism (e.g. hiking trails, bird and game watching, and visitor overnight accommodation).
- Liner infrastructure installations such as roads, rail, pipelines, canals and powerlines. Other utilities may also be permissible in certain situations and should be approved subject to restrictive conditions or parameters.
- Non-place bound industry with low-moderate impact and rural businesses such as small scale value adding enterprises for tourism or consumptive uses (e.g. hunting).
- Where to locate?

- Wherever possible, structures associated with activities in Core Areas should preferably be located in neighbouring Buffer areas.
- Detailed site-level mapping of habitat conditions should inform the placement of essential buildings or structures in Core Areas.
- Where structures associated with biodiversity-compatible activities are located in Core Areas, these should preferably be located on disturbed footprints.

Appropriate form and scale

- Where buildings and structures in Core Areas are justifiable, environmentally sensitive and sustainable construction principles should be applied to ensure that development is in harmony with the character of the surrounding landscape and to ensure the maintenance of its natural qualities.
- The aesthetic qualities of the receiving environment must be the factor determining the appropriate scale and form of the proposed development.
- Good management practices, with small low density footprints, appropriate technology and design concepts should be encouraged (e.g. Enviro-loos, temporary structures, green architecture and use of natural resources).
- Temporary structures are preferred (e.g. wooden structures, tents, raised boardwalks and/or tree canopy structures), with units carefully dispersed or clustered to achieve least impact. The use of porous materials and innovative eco-friendly design concepts are encouraged.
- Stringent management programs for resource harvesting informed by determination of carrying capacity and a management plan to ensure appropriate harvesting techniques and volumes.

- Any development, including harvesting is subject to environmental risk assessment considerations, e.g. fire.

Land uses not supported

- Land uses that should not be located in Core 2, include:
 - Any form of mining or prospecting.
 - Large-scale cultivation.
 - Urban or industrial development.

4.2.3 CORE 2 SPC DELINEATION GUIDELINES

- Delineation and inclusion of degraded CBAs (CBA2) and natural ESAs (ESA1) (i.e. river reaches and their buffers and significant seep clusters in support of CBA rivers and wetlands).
- Coastline outside the urban edge, together with coastal processes to be included. Consider the coastal management/set-back lines and the long term risk projections. Where necessary, a separate line can be drawn around existing development and development rights within the risk zone in order to protect the development rights within a 'development island'.
- Incentivise consolidation of the conservation estate by:
 - Financial incentives (e.g. the Property Rates Act, Income Tax Act).
 - Other incentives (e.g. resource economic approaches).

4.3 GUIDELINES FOR THE BUFFER 1 SPC

4.3.1 DESCRIPTION AND OBJECTIVE

These areas may be natural or they may be degraded but still play an **important role in supporting the functioning of PAs or CBAs**, and are essential for delivering ecosystem services. These areas should be **restored and/or managed** to minimize impact on ecological infrastructure functioning; especially soil and water-related services. They do, however, retain much of their natural character. The biodiversity in these non-priority landscapes may still be of value and contribute to maintenance of viable species populations and natural ecosystem functioning and other natural areas may provide essential ecological infrastructure and ecosystem services.

Buffer 1 Areas, as mapped by the Western Cape Biodiversity Spatial Plan, contains the following management objective:

- **Other Natural Areas:** Minimize habitat and species loss and ensure ecosystem functionality through strategic landscape planning. Offers flexibility in permissible land-uses, but some authorisation may still be required for certain land-uses.

Buffer 1 SPC comprises large intact portions and remnants of natural or near natural vegetation not designated as CBA or ESA 1, especially in proximity/adjacent to CBAs and/or ESA 1.

The purpose of the Buffer 1 SPC is to:

- Restore and maintain ecological processes.
- Retain landscape scale biodiversity corridors.
- Strengthen the conservation and extensive agricultural economies through:

- incentivising the consolidation and maintenance of extensive
- agricultural units and broadening the agricultural economic base through farm
- diversification of use and revenue generation (e.g. farm tourism).

- Buffer ESAs which support CBAs.
- Enhance biodiversity through appropriate agricultural practices (e.g. veld management) and rehabilitation of previously disturbed agricultural land.
- Buffer against the impacts of climate change.

4.3.2 GUIDELINES ON LAND USE AND ACTIVITIES IN THE BUFFER 1 SPC

What kinds of activities?

- Conservation activities as per Core 1 and 2 Areas, including sustainable consumptive or non-consumptive uses.
- Forestry or timber plantations may be included in this category.
- Biodiversity compatible land uses, as informed by transformation thresholds, including rural accommodation.
- Development (e.g. structures) in support of both tourism and biodiversity conservation in Core Areas, preferably located in Buffer 1 and 2, if logistically feasible.
- Extensive agriculture comprising extensive game and livestock farming, subject to the following:

- Lower impact practices be favoured (e.g. indigenous game farming as opposed to domestic livestock production).
- Lower than standard stocking rates be employed.
- Resting cycles (i.e. rotational grazing) be employed;
- Buffer areas be protected from over-grazing and trampling, in order to avoid wetland shoreline and river bank erosion and destabilization.
- Avoidance of areas containing Species of Conservation Concern (red data species).
- Limited/small scale “value-adding” through intensified tourism (e.g. resort or recreational facilities) or consumptive uses (e.g. hunting).
- Extension of extensive agriculture may be accommodated if the development still allows for ecological connectivity.

Where to locate?

- Development should target existing farm precincts and disturbed areas, with the utilisation of existing structures and footprints to accommodate development.
- Extensive developments (e.g. caravan and camping sites) should be restricted to sites of limited visual exposure and sites not prominent in the landscape.
- Consolidation and maintenance of Buffer Area land units should be promoted, especially when in private ownership, through rezoning to an appropriate zone (Open Space).

Appropriate form and scale

- Development should reinforce farm precinct and reflect similar vernacular in terms of scale, form and design.
- In the absence of existing farmsteads, development should reflect compact and unobtrusive characteristics, conforming to local vernacular in terms of scale, form and design.
- The design of all proposed development should embrace the spatial form, movement patterns, building design and conservation and ecology of the local area through:
 - Maintaining the dominance of the natural and agricultural landscapes.
 - Maintaining and enhancing natural continuities of green spaces, riverine corridors and movement systems and avoiding fragmentation.
 - Maintaining dominant landscape features and their continuity (e.g. ridge lines, valleys).
 - Protecting conservation-worthy places and heritage assets and areas (e.g. farmsteads).
- Consider environmental risks (e.g. fire).

4.3.3 BUFFER 1 SPC DELINEATION GUIDELINES

- All land designated as large intact portions/remnants of natural or near-natural vegetation not designated as CBA or ESA, especially in proximity/adjacent to CBAs and/or ESA including:
 - rivers and wetlands (together with their buffers),

- vulnerable and least threatened vegetation types,
- significant water yield areas, and
- significant groundwater recharge and discharge areas.
- Corridors (river, vegetation and habitat) necessary to promote and sustain ecological processes.
- Coastline outside the urban edge, together with coastal processes to be included. The coastal management/set-back line must follow the landward boundary of the long term risk projections. Where necessary, a separate line can be drawn around existing development and development rights within the risk zone in order to protect the development rights within a 'development island'.

4.4 GUIDELINES FOR THE BUFFER 2 SPC

4.4.1 DESCRIPTION AND OBJECTIVE

This category includes areas designated as Other Natural Areas, located in an **extensive and/or intensive agriculture matrix** (i.e. livestock production) as the dominant land use.

The Buffer 2 SPC, as mapped by the Western Cape Biodiversity Spatial Plan, should **minimize habitat and species** loss and ensure ecosystem functionality through strategic landscape planning. The areas offer flexibility in permissible land-uses, but some authorisation may still be required for certain land-uses.

The Buffer 2 SPC:

- Is managed for sustainable development of current land use in the area.

- Protects existing agricultural activity (i.e. livestock production) to ensure food security, contribution to the regional economy, maintenance and management of rural areas and contributing to the working agricultural and cultural landscape.
- Facilitates agricultural diversification and non-agricultural opportunities (e.g. game farming, additional dwellings units, tourist facilities) and "value-adding" to the primary product (e.g. cheese-making).
- Accommodates space extensive and nuisance urban uses, and extensive agricultural uses (e.g. waste water treatment plants, piggeries, mushroom growing plants, etc.) while taking into consideration environmental sensitivities.
- Enhances biodiversity through innovative agricultural practices (e.g. veld management).
- Avoids fragmentation of remaining natural habitats and corridors.
- Reverses lost biodiversity in order to reinstate buffer zones and corridors.
- Rehabilitates degraded areas (e.g. agricultural, mining).

4.4.2 GUIDELINES ON LAND USE AND ACTIVITIES IN BUFFER 2

What kind of activities?

- Activities and uses directly relating to the primary agricultural enterprise
- Farm buildings and activities associated with the primary agricultural activity and associated structures (e.g. one homestead, agricultural buildings such as barns, agri worker housing, etc.).
- Additional dwelling units, including:

- units approved in line with the guideline of 1 additional non-alienable dwelling unit per 10 ha to a maximum of 5 per cadastral unit and
- units permissible in terms of Rural Accommodation.
- Additional land uses to facilitate diversification and “value adding” including:
 - restaurant and venue facility;
 - farmstall and farm store;
 - home occupation;
 - local product processing (e.g. cheese-making); and
 - tourist and recreational facilities (e.g. hiking trail, 4x4 routes).
- No fragmentation of farm cadastral unit, rather employ spot zoning and consent uses to accommodate non-agricultural uses.
- Buffer 2 Areas within the “fringe” of settlements to accommodate the following uses not suited to location within the urban edge:
 - space extensive requirements (e.g. regional sports and recreation facilities, tourist facilities); and
 - nuisance and buffer requirements (e.g. waste water treatment plants, cemeteries, solid waste disposal sites, airports, feedlots, quarries and mines, truck stops) while taking into consideration environmental sensitivities.

Where to locate?

- Location of primary agricultural activities (e.g. livestock production) to exclude steep slopes, wetlands, floodplains of rivers and streams (and associated buffers), as well as areas of remnant natural vegetation.
- Development in support of primary cultivation (e.g. product handling and processing) to be located within or peripheral to the farmstead precinct or as distinct clusters at farm outposts.
- Development associated with farm diversification or “value adding” should:
 - not result in excessive expansion and encroachment of building development and land use into farm land with agricultural production potential and
 - not be located in visually exposed areas given the extensive landscape of extensive farming areas.
 - Development (i.e. farm diversification or “value-adding”) to be located within or peripheral to the farmstead precinct or farm outposts and should be accommodated in re-used, converted or replaced farm buildings (i.e. existing footprint) or target already disturbed areas.
- Location of additional development to be informed by existing farm road access and existing service networks.

Appropriate form and scale

- Development of the primary agricultural enterprise (e.g. livestock production) to comply with existing guidelines for extensive agriculture, including:

- carrying capacity;
- veld management and soil erosion control; and
- agricultural setback on wetlands, rivers and streams as per CARA and NEMA regulations.
- Building development to reflect the style, scale, form and the significance of the farmstead precinct or farm outpost, their buildings and setting.
- In the absence of existing farmsteads or farm outposts, development to reflect compact and unobtrusive characteristics, conforming to local vernacular in terms of scale, form and design.

BUFFER 2 SPC DELINEATION GUIDELINES

- All other natural areas that are located in an agricultural matrix, including existing extensive agricultural areas.
- Development design (e.g. accommodation) to maintain and enhance the dominance of the agricultural landscape, continuation of green spaces, riverine corridors, and dominant landscape features (e.g. ridge lines).

4.5 GUIDELINES FOR THE AGRICULTURE SPC

4.5.1 DESCRIPTION AND OBJECTIVE

The Agriculture SPC comprises a consolidation of **the existing and potential intensive agricultural footprint** (i.e. homogeneous farming areas made up of cultivated land and production support areas). It is those areas in which **significant or complete loss of natural habitat** and ecological functioning has taken place due to activities such as ploughing, hardening of surfaces, mining, cultivation and other activities that modify natural habitat. Even

so, they may include small remnants of natural habitat such as the patches or strips of natural habitat that survive between cultivated lands, along river-lines and ridges.

The Agriculture SPC includes:

- Intensive agriculture including Irrigated crop cultivation (annual and perennial).
- Dry land crop cultivation including tillage of non-irrigated crops (annual and perennial).
- Forestry and timber plantations and space extensive agricultural enterprises (e.g. piggeries, intensive feed-lots, poultry battery houses, packs sheds, cooling stores).
- Extensive agriculture including extensive livestock or game farming.

The purpose of the Agriculture SPC is to:

- Consolidate and protect existing and potential agricultural landscapes.
- Facilitate sustainable agricultural development, land and agrarian reform, and food security.
- Stabilise and manage ecosystems to restore ecological functionality.

4.5.2 GUIDELINES ON LAND USE AND ACTIVITIES IN THE AGRICULTURE SPC

What kinds of activities?

- Activities and uses directly related to the primary agricultural enterprise.

- Farm buildings and activities associated with the primary agricultural activity and associated structures (e.g. one homestead, agricultural buildings such as barns, agri worker housing, etc.).
- Additional dwelling units to support rural tourism opportunities and to diversify farm income, in line with the guideline of 1 additional non-alienable dwelling unit per 10ha, up to a maximum of 5 per farm.
- Activities or land uses of appropriate scale that do not detract from farming production, that diversify farm income, and add value to locally produced products, e.g.:
 - farm tourism;
 - Restaurant and function venue facility;
 - farmstall and farm store;
 - home occupation;
 - local product processing (e.g. winery, olive pressing); and
 - rural recreational facilities (e.g. riding school).
- Above-mentioned land uses in an Agriculture SPC will be impacted on by surrounding farming activities (e.g. dust generation, spray drift, etc.) and these impacts are not grounds for restricting farming production.
- Large scale resorts, and tourist and recreation facilities should not be accommodated within Agriculture SPCs as they detract from the functionality and integrity of productive landscapes.
- Intensive-(feed)animal farming in Agriculture SPCs should due to the operational impacts (e.g. odour and traffic) be located in areas where the impact is minimised.

Where to locate?

- The location of agricultural activities will be dictated by local on-farm agro-climatic conditions (e.g. soils, slope, etc.), but wetlands, floodplains and important vegetation remnants should be kept in a natural state.
- Land uses ancillary to or associated with agriculture should be located within or peripheral to the farmstead precinct (preferably in re-used or replaced farm buildings and disturbed areas), not on good or moderate soils, and linked to existing farm access roads and the services network.

Appropriate form and scale

- Farming to be undertaken in accordance with existing guidelines regarding slope, setbacks around wetlands and streams, soil potential, availability of irrigation water etc. (as per CARA and NEMA Regulations).
- Facilities for ancillary on-farm activities should be in scale with and reinforce the farmstead precinct, enhance the historic built fabric and respect conservation-worthy places (these could be natural areas or areas which are degraded but still provide ecological connectivity and/or ecosystem services).
- Landscaping should complement existing planting patterns.
- Fragmentation of farm cadastral units should be prevented, and consent uses and spot zoning should be employed for managing land uses ancillary to or associated with agriculture.
- Consolidation of cadastral units should be promoted, especially where farms have conservation-worthy natural remnants.

4.5.3 AGRICULTURE SPC DELINEATION GUIDELINES

- Land suitable for agriculture should be included, such as:
 - areas of high potential and unique agricultural land;
 - areas in between of lower agricultural potential that are not Core or Buffer SPCs;
 - areas identified in the Land Care/Area-Wide Planning Programs;
 - areas having irrigation rights or future irrigation potential; and
 - land suitable for small-scale farming in close proximity to settlements.

4.6 GUIDELINES FOR THE SETTLEMENT SPC

4.6.1 DESCRIPTION AND OBJECTIVE

This category includes **the city and all existing towns, villages and hamlets**. Settlements are delineated by municipalities in terms of an urban edge or by the Department of Environmental Affairs and Development Planning in terms of the 2014 NEMA Listing Notices as urban areas.

The purpose is to develop and manage settlements on a sustainable basis.

Wherever possible existing settlements should be used to accommodate non-agricultural activities and facilities. This is for reasons of:

- Local economic development;
- Consolidating, integrating and reinforcing settlement structure;
- Improving service delivery;

- Strengthening rural-urban linkages;
- Promoting socio-economic development; and
- Increasing thresholds for service delivery and social facilities.

4.6.2 GUIDELINES ON LAND USE AND ACTIVITIES IN THE SETTLEMENT SPC

What kinds of activities?

- 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 or undermine the right to farm) and of an appropriate scale and form can be accommodated outside the urban edge (except in bona fide wilderness areas).
- Municipal SDFs should include growth management tools such as a densification strategy and targets appropriate to the settlement context; an urban edge to protect agricultural land of high potential and contain settlement footprints; and a set of development incentives to promote integration, higher densities and appropriate development typologies.

Where to locate?

- The municipal SDF and its associated urban edge should define areas suitable for the expansion of existing settlements.
- Visual impact considerations should be taken into account, especially at settlement gateways.
- Prevent settlement encroachment into agricultural areas, scenic landscapes and biodiversity- and ecological system service priority

areas, especially between settlements, and along coastal edges and river corridors.

- Development in urban areas should be guided by the Settlement Toolkit (PSDF Annexure 3) which provides spatial guidance on the PSDF's proposals at municipal, town and precinct scales.
- Curtail new settlement formation that negatively impacts on municipal financial sustainability.
- Where new settlements need to be established, consideration needs to be given to:
 - Accessibility and public transport availability, universal access and access for disabled;
 - Infrastructure provision and cost and long term maintenance costs;
 - Environmental impact (e.g. waste management);
 - Agricultural impact;
 - Visual impact, especially on the rural landscape;
 - Historical settlement patterns and form; and
 - Natural landscape and topographical form as design informants.

Appropriate form and scale

- New buildings and structures should conform to the massing, form, height and material use in existing settlements. When accommodating development in existing settlements the following principles should be adhered to:

- Retain the compact form of smaller settlements.
- Maintain and enhance public spaces.
- Reinforce the close relationship of settlements to the regional route structure.
- Integrate new development into the settlement structure.
- Respect socio-historical and cultural places.
- New settlements should respond to and enhance an economically, socially and spatially meaningful settlement hierarchy that takes into account the role, character and location of settlements in relation to one another while preserving the structural hierarchy of towns, villages, hamlets and farmsteads.

4.6.3 SETTLEMENT SPC DELINEATION GUIDELINES

- Municipal SDFs should divert urban growth pressures away from CBAs.
- Urban “fringe areas” earmarked for urban development or expansion should be included in the Settlement SPC.
- Record high potential and unique agricultural land in SDFs and demarcate urban edges to protect these assets.
- Use CBA, ESA and high potential and unique agricultural land mapping to inform delineation.

CHAPTER 5: SUSTAINABLE FARMING

Cultivable soils and mineral resources are non-renewable assets, that are important underpinnings of the Western Cape economy. As agricultural output is the foundation of the Western Cape's rural economy (see Map 4) and an important input to the urban economy, safeguarding the Province's agricultural resources, and productively using them without compromising biodiversity, heritage and scenic resources, remains a key challenge. There is limited suitable land available for extension of the Province's agricultural footprint, and water availability limits the use of cultivatable soils. Ineffective and inefficient farming practices impinge on agricultural productivity, and contribute to the loss of valuable topsoil. The Western Cape Department of Agriculture's area based plans (1:10 000 scale) and associated spatial data are useful tools to use for detailed planning or assessing farm level land use applications.

5.1 SUSTAINABLE LAND MANAGEMENT

The **International Framework for the Evaluation of Sustainable Land Management (FESLM)** (World Soil Resources Report; Food and Agriculture Organization of the United Nations 1993) sets out a strategic framework approach for evaluating sustainable land management. This approach is advocated because the concept of what constitutes sustainability cannot be rigid, it needs to be capable of adjusting to spatial and temporal change. The evaluation of sustainable land management is an integral part of the process of harmonizing agriculture and food production with the, often conflicting, interests of urban development, economics and the environment. To ensure sustainable use of agricultural land and to build resilience, land management practices (e.g. maintaining and enhancing the production potential of soil, including grazing carrying capacity by introducing correct cropping systems such as conservation agriculture, veld rotation and rehabilitation, and eradication of declared weeds and invasive plants),

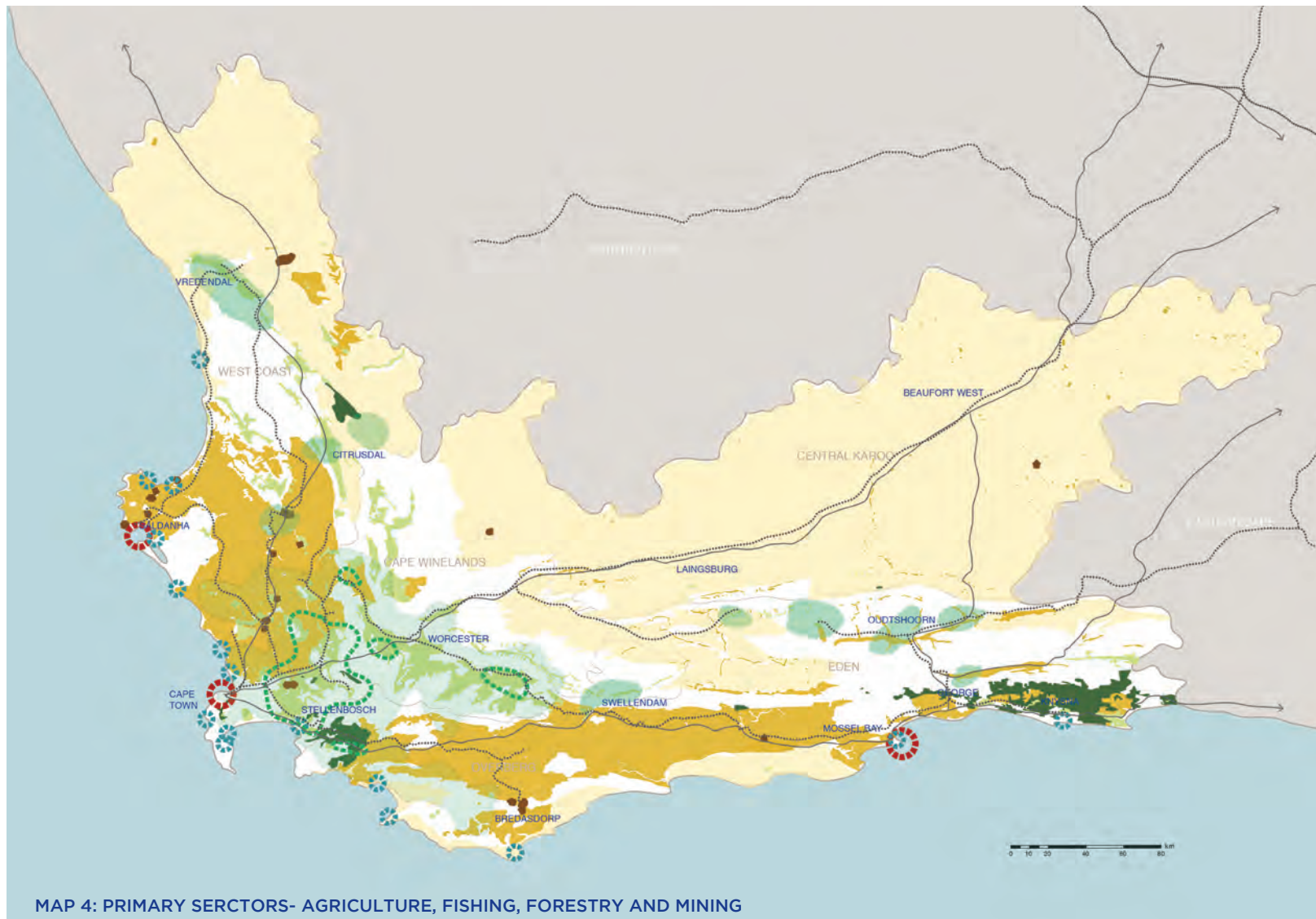
control processes of land degradation (e.g. salination, erosion) and their efficiency in this respect will largely govern the sustainability of a given land use.

The Framework seeks to connect all aspects of the land use under investigation with the multitude of interacting conditions - environmental, economic and social - which collectively determine whether that form of land management is sustainable or will lead to sustainability. Choices between alternative forms of land use or between ways of improving a land use system, may not depend on sustainability alone; but the Framework contributes to these decisions or choices.

The basis of sustainable agriculture, is implementing agricultural activities, that combine technology, policies and activities to integrate natural resources with socio-economic principles by:

- **Productivity:** Maintaining or enhancing services and the biological productivity of the land.
- **Security:** Reducing all levels of production risk to ensure security (socio-economic and natural resources).
- **Protection:** Maintaining the quality and functions of natural resources through the protection of the potential of the soil and water quality.
- **Viability:** Ensuring economically viability.
- **Acceptability:** Implementing actions that are socially acceptable and responsible.

A good balance must be found between these five principles, as the basic 'pillars' on which sustainable land management for agriculture must be constructed.



MAP 4: PRIMARY Sectors- AGRICULTURE, FISHING, FORESTRY AND MINING



Land with agricultural potential, must be conserved for agriculture and the practice thereof. Criteria for high potential agricultural land are described in Report Number GW/A/2002/21 for the National Department of Agriculture by the ARC-Institute for Soil, Climate and Water, dated June 2004.

5.2 NORMS FOR THE SUBDIVISION OF AGRICULTURAL LAND

Following a consultative process with organised agriculture, the various commodity groups and the Western Cape Department of Agriculture, norms/guidelines were established to calculate the farm size for the various farming enterprises. These size norms (to enable an agricultural unit to be farmed in a sustainable manner), are determined over the long term for an average farm with a medium-low and higher potential.

Temporary innovative trends and high prices are not used to calculate optimal farm size. Long term determinants are required for sustained successive optimal economic utilisation of land. If farm sizes are to be calculated on short-term trends, the successive owner/generation can struggle to make the land unit economically viable. This can lead to the over utilisation of the natural resource in an attempt to span the shortfall, which could ultimately lead to unsustainable farming practices.

It is important that the potential of the soil be taken into account, in the determination of farm size. Should the soil potential be low, an increase in the size of the land will be necessitated.

Norms/guidelines for the respective enterprises are reflected in Table 3 and individual applications will be evaluated by the Western Cape Department of Agriculture, based on the information listed in Table 3. Irrigation water refers to the amount of water necessary for irrigation, determined by calculating the irrigation requirements for deciduous fruits as the average water requirement, in order to be risk-averse.

FARMING ENTERPRISE	SIZE/QUANTITY	IRRIGATION WATER	COMMENT
1. Grain (rotational practices are not included in the calculation and should therefore be taken into consideration).	1 200 tonnes		Based on long term yield e.g. 1 200 units ÷ 3 tonnes/ha = 400 ha
2. Livestock: Extensive beef cattle, milk (grazing)	1 200 Small Stock Units (SSU) 200 Large Stock Units (LSU) 60 cows (lactating)		Based on carrying-capacity e.g. 1 200 SSU x 10 ha = 12 000 ha
3. Deciduous Fruits	40 ha	40 ha @ 7 500m ³ /ha	Arable land
4. Citrus	40 ha	40 ha @ 7 500m ³ /ha	Arable land
5. Vineyards	40 ha	40 ha @ 7 500m ³ /ha	Arable land
6. Dryland vineyards	80 ha	-	Suitable climate and soil potential
7. Export Table Grapes	30 ha	30 ha @ 7 500m ³ /ha	Arable land
8. Combination of the above	On merit, comparable to the above sizes		

TABLE 2: IDEAL FARMING UNIT SIZES

CHAPTER 6: MANAGING RURAL LAND USE CHANGE

6.1 PRINCIPLES

The National Environmental Management Act, 1998 (NEMA) calls for development to be **socially, environmentally and economically sustainable** and provided principles which should be considered to achieve sustainable development. Another key principle is for environmental management to place people and their needs at the forefront, and serve their physical, psychological, developmental, cultural and social interests equitably.

The LUPA builds on the development principles, set out in the SPLUMA. These land use planning principles apply to all organs of state responsible for the implementation of legislation regulating the utilisation and development of land and all aspects of spatial development planning, land development and land use management. The principles are categorised as **Spatial Justice, Spatial Sustainability, Efficiency, Spatial Resilience and Good Administration**.

In the drafting of the **Rural Areas Guideline**, care has been taken to ensure that the guidelines promote the objectives and give effect to the NEMA, SPLUMA and LUPA principles, as well as the strategic objectives of the Smart Agri Plan in response to climate change and food security.

SPATIAL JUSTICE

Plans must include everyone. Past spatial and other development imbalances must be redressed through the improved access to and use of land and development management systems must **include all areas of a municipality**.

SUSTAINABILITY

Land development that is **within the fiscal, institutional and administrative means** of the country must be promoted. Prime and unique agricultural land must be protected and environmental management instruments applied to development. The effective and equitable functioning of the land market and development in locations that are sustainable and limit urban sprawl must be promoted.

EFFICIENCY

Land development that **optimises the use of existing resources/infrastructure**, while minimising the negative financial, social, economic or environmental impacts, must be encouraged.

SPATIAL RESILIENCE

Flexibility in spatial plans, policies and development management systems must be accommodated to ensure sustainable livelihoods in communities most likely to suffer the impacts of economic and environmental shocks.

GOOD ADMINISTRATION

Inter-governmental coordination at all spheres is vital to ensure an **integrated approach** to spatial planning and development management. Transparent procedures and processes of public participation are required for spatial plans, policies, zoning schemes and for development applications.

FIGURE 2: LAND USE PLANNING PRINCIPLES

In addition, the following **principles** underpin the **Rural Areas Guideline**:

- Land development proposals should be based on the spatial principles of the PSDF:
 - Spatial justice,
 - Sustainability and Resilience,
 - Spatial efficiency,
 - Accessibility, and
 - Quality and Liveability.
- Good quality and carefully sited development should be encouraged and located as far as possible in existing settlements.
- Accessibility should be a key consideration in all land development decisions.
- New building development should be strictly controlled with respect to scale, dimension, height, colour, roof profile, etc.
- Land development must avoid negative impact on river systems and should therefore not be permitted below the 1:100 flood line or within 100m of a river bank, whichever distance is greater. Where the flood line has not been determined or is out of date, a flood line study is required.
- Land development proposals must avoid negative impacts on coastal resources and be responsive towards coastal risk zones. Therefore, new settlement or resort development along the coastline should be avoided.
- Priority should be given to the re-use of previously developed sites in preference to greenfield sites.
- Consider historical land use to guide future land use, especially with regard to future contribution of land to national food security.
- All development in rural areas should be in keeping and in scale with its location, and sensitive to the character of the rural landscape and local distinctiveness.
- Only 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 is supported.
- Consider in all decision-making, the relevance of how many and which women and men will benefit from the development and in what respect. Also consider whether the development will have any negative or harmful effects on women or men – and particularly, those less advantaged.
- The cumulative effect of all ancillary and non-agricultural land uses should not detract from the rural character of the landscape and the primary agricultural activities.
- Rural activities must have a focus on sustainability and be in harmony with the surrounding agricultural landscape.
- Agricultural resources should be protected for increased agricultural production.
- Gender-transformative aspects must be considered as part of the planning, development, policy making, decision making, budgeting and consultation processes, including, but not limited to the plea of rural women and safety of rural communities.

6.2 GUIDELINES FOR RESPECTIVE LAND USES

Development in the rural area should not:

- have a significant negative impact on biodiversity, ecological system services or the coastal environment;
- lead to the loss or alienation of agricultural land or has a cumulative impact there upon;
- compromise existing or potential farming activities;
- compromise the current and future possible use of mineral resources;
- be inconsistent with the cultural and scenic landscape within which it is situated;
- lead to inefficient service delivery or unjustifiable extensions to the municipality's reticulation networks;
- impose real costs or risks to the municipality delivering on their mandate; and
- infringe on the authenticity of the rural landscape.

Towards a logic and consistent manner in how the pressures for rural land use change are managed in the Western Cape, this chapter sets-out the WCG approach towards a spectrum of rural land uses.

For each rural land use, the land use objective and guidance for implementation at landscape and farm level are listed, accommodating a diversity of compatible land use activities.

The WCG approach to managing development pressures for the rural land uses is covered under the following categories:



Conservation



Industry in Rural Areas



Agriculture



Rural Business



Land Reform



Community Facilities and Institutions



Rural Accommodation



Infrastructure Installations



Tourist and Recreation Facilities



Urban Development

CHAPTER 7: CONSERVATION



Guideline Summary: Biodiversity, heritage and scenic resources all form part of the rural conservation agenda, both at landscape and farm level. The WCG approach to Conservation is to formally protect priority conservation areas, establish ecological linkages across the rural landscape, and mainstream a conservation ethic into all rural activities.

7.1. OBJECTIVES

- Protect and conserve important terrestrial, aquatic (rivers, wetlands and estuaries) and marine habitats, as identified through a Systematic Biodiversity Planning or similar conservation planning process.
- Facilitate the formal protection of priority conservation areas (public and private), as well as implementing conservation management actions for CBAs and ESAs that are not formally proclaimed nature reserves.
- Towards mitigating against the impacts of climate change, to establish ecological corridors across the rural landscape.
- Protect the scenic qualities of the Western Cape's cultural and natural landscapes.
- Protect the Western Cape's rural 'sense of place' and structures of heritage and archaeological significance, and ensure that new development respects cultural landscapes and sites.

7.2 GUIDANCE FOR IMPLEMENTATION

- Landscape level rural conservation priorities should be determined by the WCBSP and the associated handbook, as well as through an assessment of the significance and sensitivity of cultural and scenic landscapes.

- Biodiversity Offset Guidelines and Policies (provincial and national) on the applicability of offsets in different natural landscapes should be considered.
- Mechanisms and incentives for formally protecting areas of endangered and irreplaceable biodiversity include:
 - Private Land: Options are Stewardship Contract Nature Reserves or Protected Environment.
 - Municipal Land: Nature Reserve or Municipal Biodiversity Agreement (e.g. City of Cape Town).
 - Forest Nature Reserves through the National Forest Act and Wilderness Areas in terms of the Wilderness Act.
 - Title deed restrictions where land has been designated under the Stewardship Programme or declared a Nature Reserve or Protected Environment.
 - Rezoning land to appropriate conservation zones.
 - SARS tax incentives.
- Mechanisms for protecting natural areas which have no formal protection include: **"Biodiversity Agreements"** negotiated with a landowner; or "Voluntary Conservation Areas" through the rezoning of the land to appropriate conservation zones and by applying for SARS tax incentives.
- The National Heritage Resources Act (Act 25 of 1999) provides for protection of heritage resources of cultural significance.

- Development approvals to include a spatial depiction (e.g. SG diagram or a georeferenced farm map) of the property(ies) to be conserved and to specify land use restriction and development management provisions, in accordance with an approved management plan.
- A range of community-based conservation programmes, including Land Care, Working for- Water, Wetlands, Fire, etc. are encouraged in conservation areas.
- Effectively manage invasive alien species, fires, grazing and harvesting without damaging the natural veld.
- Employ and enforce current conservation policy, criteria and requirements in accordance with regulations and relevant policies.
- Buildings and infrastructure associated with conservation should be limited to structures such as environmental or tourist facilities, tourist accommodation, utility services and in the case of privately owned conservation areas one homestead/owner's dwelling.
- Not more than one homestead should be permitted irrespective whether the conservation area is owned by entities of multiple ownership.
- Avoid establishing facilities with any permanent on-site employees' residential component in rural conservation areas. Employees should be accommodated in existing settlements, unless the conservation area is located too far to justify daily commuting.
- Accommodation on proclaimed nature reserves should be limited to tourist accommodation, providing opportunities for tourists and visitors to experience the Western Cape's unique biodiversity. Refer to **Chapter 11 Tourist Accommodation** for implementation guidance.

CHAPTER 8: AGRICULTURE



Guideline Summary: As the foundation of the Western Cape's rural economy, the WCG approach to Agriculture is to: promote consolidation of farming landscapes and prevent their fragmentation; provide for land and agrarian reform; improve the economic viability of farming by facilitating diversification of agricultural production; promote enterprise opportunities within the food system and promote sustainable farming practices.

8.1 OBJECTIVES

- Protect agriculture as the primary land use in the rural landscape.
- Restrict the fragmentation of agricultural landscapes and promote consolidation, except small-scale farming enterprises for land reform purpose.
- Protect, maintain and enhance viable agricultural units and encourage sustainable farming practices.
- Provide for small-scale farming and facilitate land, and agrarian, reform.
- Improve the economic viability of farms through the intensification and diversification of agricultural production and improve enterprise opportunities within the food system.
- Improved food resource management (availability of food/food security) and an inclusive food economy (assistance to access to food).
- Sustainable land management is to be tested and monitored based on the principles described in **Chapter 5**.

- Encourage the economic viability of agricultural enterprises through the introduction of non-agricultural land uses including tourist accommodation and facilities and additional dwelling units.

8.2 GUIDANCE FOR IMPLEMENTATION

- Accommodate agriculture (including activities such as harvesting, cooling, storing, sorting, packing and packaging of agricultural produce) in the following SPCs:

Agriculture	Buffer 1	Buffer 2
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- Delineate Agriculture SPC (as per guidelines in Table 2) in SDFs and manage it in a manner which retains their functionality and integrity as farming landscapes.
- Accommodate extensive agriculture on land in Buffer 1 and Buffer 2 SPCs that is not designated for conservation purposes.
- "Nuisance" and space extensive agricultural enterprises (e.g. intensive feed-lots, poultry battery houses) and agricultural industries (winery, distillery, feed mixing, fruit drying and a saw mill) within the agricultural areas (i.e. Buffer 2 and Agriculture Area).
- The norms determined by the Western Cape Department of Agriculture for the subdivision of agricultural land, included in **Chapter 5** will apply.
- Development proposals should be more food sensitive and support interventions related to Food Assistance, Food Safety, Resource Management and an Inclusive Food Economy (Western Cape Household Food and Nutrition Security Strategy, 2016).
- Municipal IDPs and SDFs should include strategies in support of food security and land, and agrarian, reform with due consideration of district rural development plans.

- On-farm intensive production should respond to agro-climatic conditions, referring to the relationship between climate and agriculture, especially for crop production. Agro-climatic conditions mainly refer to soil types, rainfall, temperature, water availability and slope, which influence the type of vegetation.
- Intensification of agricultural activities refer to the process whereby inputs of capital and/or labour are increased to raise the productivity or yield (output) of a fixed land area. Examples include netting, tunnels and clearing of virgin land.
- On-farm extensive production should respond to the ecological and economic sustainability of dry land livestock farming practices as determined by grazing capacity norms, and the occurrence and quality of the veld.
- Farm buildings and associated structures should be clustered within the farmstead precinct.
- The number of agri worker dwelling units must be reasonably connected to the bona fide primary farming and agricultural activities on the farm (refer to **Chapter 10.2 Agri Worker Housing**).
- Buildings accommodating land uses ancillary to or associated with agriculture (e.g. guest house), should be located within the farmstead precinct, preferably using existing structures. Where new buildings are erected these should be on previously disturbed footprints within, or adjacent, to the farm homestead and not on cultivated land and should include appropriate buffers, landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
- The farmstead precinct should be landscaped to enhance existing planting patterns (e.g. windbreaks, avenues, etc.), with attention to water-wise gardening methods.
- All buildings and structures, including pack sheds, netting and tunnels form part of the rural landscape and proposals should be sensitive to tourism routes, with due consideration of colour schemes and design elements.
- Buildings accommodating land uses ancillary to or associated with agriculture, should not detract from the functionality and integrity of farming practices and landscapes and be of an appropriate scale and form. These include: abattoir, additional dwelling units, airfield, and animal care centre, aquaculture, camping site, farm shop, freestanding base telecommunication station, and function venue, guest house, off road trail, plant nursery, quarry, renewable energy structure, tourist facilities and utility service.
- Camp sites of multiple free standing or linked structures of a temporary nature may include caravans, motorhomes and tents, but excludes mobile homes (e.g. Plettenberg homes or ship containers) and are conventionally seen as being part of resort developments. A maximum of 10 tent or caravan stands can also be permitted on agricultural land, dependant on scale and the size of the property.
- Camping establishments should be restricted to a low impact scale and intensity in keeping with the context of the area and its surrounding character. Permanent tents are regarded as additional dwelling units.
- The establishment of additional dwelling units must avoid negative impact on river systems and should therefore not be permitted below the 1:100 flood line or within 100m of a river bank. Where the flood line has not been determined or is out of date, a flood line study is required.

- Land development proposals must avoid negative impacts on coastal resources and be responsive towards coastal risk zones. Therefore, no additional dwelling units or any other type of accommodation, except the homestead/owner's dwelling should be permitted within 1km from the high water mark of the sea or tidal river. Due consideration must be given of any coastal management/set-back line and zone risks.
- Whilst it is preferable that they be located within the farmstead, dispersed rental units should be on existing farm roads, in visually unobtrusive locations, and be self-sufficient in terms of servicing (i.e. no extension of infrastructure networks to remote locations).
- Additional dwelling units should be restricted to 1 unit per 10ha, to a maximum of 5 units; 175m² maximum floor area including garaging and building height of 1 storey (6,5m measured from natural ground level to the highest point of a building). Additional dwelling units may not be alienated, whether by individual erven, sectional title, share block or by any other means.
- Other intrusive land uses (e.g. industries and schools) should be located in urban areas as far as possible and should only be considered when the locational factors warrant such a land use in the rural area in exceptional cases. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area.
- Only 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 should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
- Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas in the rural landscape – landscape context.
- A site development plan must be submitted to the municipality for consideration. The exact proposed footprint must be shown on the site development plan, it should illustrate the placement of the activity in relation to existing buildings on the farm, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage and landscaping.
- Large scale resorts and tourist and recreation facilities that detract from the functionality and integrity of productive farming landscapes should not be allowed.

CHAPTER 9: LAND REFORM



Guideline Summary: The WCG supports the implementation of the Land Reform Programme and therefore the WCG approach to land reform, while encouraging agrarian reform and embracing the changing landscape, is to: 1) provide support to aspirant emerging farmers with access to land for commercial and subsistence farming purposes, 2) create opportunities to develop agricultural holdings in the urban fringe and 3) support different settlement options to allow rural dwellers and their dependants to fully benefit from the various tenure, housing and subsidy benefits and rights which are available to them. Although planning law and other legislative requirements and procedures apply to all citizens, the WCG approach from a land use planning perspective, is to be more lenient and accommodating towards the implementation of land reform projects.

Land reform is a broad all-encompassing term that in the South African context allows for **land restitution**, **land redistribution** and **tenure reform**.

The guidelines hereunder are grouped into three main categories:

- **Agricultural projects:** Introducing new farmers to the agricultural sector contributes to land and agrarian reform and different types of agricultural activities on different scales can be accommodated, depending on the objectives of the land reform beneficiary(ies). Proper farm management and sustainable agricultural practices are promoted.
- **Small scale farming in the urban fringe:** Planning for agricultural holdings in the urban fringe integrates farming land needs with other urban land use requirements and provides opportunities for food gardens and part-time farming in close proximity to, or with good access to housing and employment opportunities, and social and community services and facilities. The urban fringe refers to the spatial transition area between the built-up area of a settlement and its rural hinterland

and is characterised by both urban and rural development pressures. Agricultural holdings on the urban fringe are supported as long as it does not lead to new settlement formation or low density sprawl.

- **Tenure security:** Providing opportunities for the settlement (housing) of rural dwellers in a sustainable manner that are compatible with unique Western Cape circumstances. Non-viable and uncontrolled settlement formation/urbanisation in rural areas are not supported.

9.1 OBJECTIVES

- To support land reform projects that comply with the prescripts of government and does not impact adversely on the agricultural and rural landscape of the Western Cape.
- To guard against inappropriate land development proposed under the guise of land reform.

9.2 GUIDANCE FOR IMPLEMENTATION

Guidance for agricultural projects

- The guidelines with respect to farming enterprises referred to in **Chapter 8 Agriculture** remains applicable to land reform projects on agricultural land.
- The primary rights and development parameters applicable to agricultural zoned land in respect of one homestead, agricultural buildings such as barns and agri worker housing are relevant. Where an agricultural land reform project is implemented on a farm, the same rights apply and if a group of individuals collectively own the land, the provision of housing to all beneficiaries of the land reform project is discouraged as only one homestead for the owner is allowed. The remaining occupants on the farm could be accommodated as agri workers, but settlement formation should be guarded against.

- The number of agri worker dwelling units must be reasonably connected to the bona fide primary farming and agricultural activities on the farm (refer to **Chapter 10.2 Agri Worker Housing**).
- Rural development plans prepared by the national department responsible for land reform should inform Municipal SDFs and local plans by integrating various land reform projects and initiatives such as the roll out of the Agri-Park concept, to promote rural economic transformation in the Western Cape.

Guidance for small scale farming in the urban fringe

- Within the Agriculture SPC reserve areas suitable for small scale farming due to its characteristics and location (e.g. in close proximity to urban areas or along rural movement routes). New agricultural holdings (small agricultural properties) in the urban fringe within the Agriculture SPC are encouraged for cultivation and livestock purposes.
- The Province of Western Cape: Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000 provides more detail on the location, scale and planning of agricultural holdings. The main principles and recommendations are incorporated in the guidelines listed below.
- Managing the diverse development pressures on land surrounding settlements, co-ordinated land development planning of the urban fringe is required.
- Integrated land development planning of the urban fringe is to ensure that:
 - Urban expansion is structured and directed away from environmentally sensitive areas and farming land.
 - Agricultural resources are reserved.
 - Environmental resources are protected as part of integrated open-space systems.
 - Appropriate levels of services can feasibly be supplied to the various urban fringe land uses that need to be accommodated.
 - Land use allocations within the urban fringe are compatible and sustainable.
- Municipal SDFs which do not explicitly deal with urban fringe development issues, should be updated and modified to address this shortcoming. As a minimum, it should address the demarcation of the urban fringe planning area as all land surrounding the built-up area that is, or is likely to be, subject to development pressures.
- Proposals emanating from this planning process, should give attention to the utilisation of existing municipal commonage and state owned land to facilitate the establishment of (community) food gardens and the entry of new farmers into the market.
- Commonages, as a public land resource, offer opportunities for the accommodation of new entrants to the farming sector. Existing commonages should not be alienated or cadastrally fragmented. Those not suitable for farming should be allocated for other public uses such as active or passive recreational or eco-tourism purposes or to serve as ecological support areas.

- To ensure the sustainable utilisation of agricultural resources within the urban fringe, municipalities should use the findings of the municipal SDF compilation process as a basis for demarcation of those areas where such resources (e.g. soil, water, access to markets) reflect potential for agricultural and land reform purposes.
- Agricultural holdings, be it a commercial or subsistence venture, should only be established on land which will support the sustainable utilisation of agricultural resources. Conversely, non-farming urban fringe land uses should not be permitted on such land.
- Agricultural holdings are primarily to give land reform beneficiaries access to land for farming purposes, to provide food security or contributing to the economy.
- A minimum agricultural holding size of 8000m² is recommended for small agricultural properties and such properties should include an independent water source, or a secured water source for the intended agricultural or economic activities and purposes on the land.
- Authorities should closely monitor and control the subdivision of land for agricultural purposes within the urban fringe. Where it is proposed to subdivide land for the purposes of establishing commercial agricultural holdings, the subdivided land portion must be large enough to sustain an economic farming unit. Where it is proposed to subdivide land for the purposes of establishing subsistence agricultural holdings, the subdivided land portion must be large enough to sustain the land reform project's/beneficiary's objectives.
- The Western Cape Department of Agriculture should assist municipalities in determining the minimum size of agricultural holdings applicable to various crop types and carrying-capacity for grazing under different farming conditions.
- The feasibility of providing appropriate levels of services to agricultural holdings within the urban fringe should be investigated. The cost of service delivery needs to be incorporated into the project business plan and municipal infrastructure plans, and the municipality must be able to recoup these costs.
- Agricultural land for this purpose may be subdivided, or leased out and can therefore stay intact, depending on tenure preferences.
- The size of the agricultural holding and local circumstances, especially the availability of engineering services, should inform what tenure conditions are applicable to an agricultural project in the urban fringe.
- In order to prevent the urbanisation of the urban fringe and to ensure that areas set aside for small scale farming do not lead to uncontrolled urban sprawl or settlement formation, authorities should through various means restrict residential rights on agricultural holdings, but make provision for temporary structures on these properties for tool sheds, produce stores, security purposes etc.
- Municipalities should ensure that appropriate zoning or overlay zones are available and used for this purpose to differentiate from conventional agricultural areas, which accommodates multiple dwellings and ancillary uses. These mechanisms should include, development parameters or conditions on the further subdivision of land (to less than 8000m²), animal housing, fencing and other related matters.
- Land reform beneficiaries are encouraged to settle in nearby settlements. Only in exceptional cases, should authorities deviate from these guidelines and permit a maximum of one dwelling per agricultural holding for settlement of the owner or those who work (e.g. security purpose or distance from settlement) the land.

Guidance for security of tenure

- The Province of the Western Cape: Policy for the Settlement of Farm Workers, September 2000 explains how and where various settlement options can be achieved. The settlement of rural dwellers must contribute to sustainable community, rural and agricultural development. The main principles and recommendations are incorporated in the guidelines listed below.
- No new settlement should be permitted in the rural landscape except:
 - agri-villages as defined in the **Province of the Western Cape: Policy for the Settlement of Farm Workers, September 2000** where residents' tenure is protected by a lease or notarial deed of servitude; or
 - the formalisation of the 'urban' component of existing missionary, forestry and conservation settlements.
- Occupiers (agri workers and rural dwellers) have a right of residence "on the farm" in terms of the Extension of Security of Tenure Act, 1997 (Act 62 of 1997) known as ESTA.
- "On-the-farm" settlement options are available to agri workers who presently reside on the farm.
- Circumstances may require of agri workers to stay on the farm due to distance from nearest settlement, working hours, etc. Refer to **Chapter 10.2 Agri worker Housing** for implementation guidance for bona fide agri workers staying on the farm in housing provided for, by the employer to the employee as part of his/her work contract.
- "Off-the-farm" settlement should be directed to existing settlements where beneficiaries may own their homes.
- The WCG approach is to prevent settlement encroachment into agricultural areas and to channel settlement development into existing settlements where there are better employment opportunities and where infrastructure, social and community services and facilities can be provided.
- The subdivision of agricultural land in the rural landscape for individual title to provide security of tenure to agri workers and rural dwellers are not supported. New residential nodes in the rural landscape must be prevented due to municipal efficiency and opportunity costs to deliver services to scattered small nodes versus providing the same services in a central urban area.
- The establishment of new settlements can only be justified in exceptional cases (i.e. when there are compelling reasons not to use existing settlements). Each case will need to be carefully evaluated on its merits as part of the municipal SDF compilation process.
- In light of the substantial cost of establishing and maintaining new settlements and fiscal constraints confronting municipalities, the establishment of new settlements is not encouraged. The preferred approach is to make optimum use of existing public investment in established settlements. Refer to **Chapter 16 Urban Development** for implementation guidance for new settlements.
- As an alternative to agri workers settling in existing settlements, in certain cases the agri-village option may be applicable. An agri-village is a privately established and managed settlement, situated on private land within a farming area and exclusively accommodates the local agri worker community.
- The only circumstances under which an agri-village should be considered include the following:

- In a farming area where there is a concentration of agri workers due to the type of agricultural activities and that has a substantial demand for “off-the-farm” settlement.
 - Areas where there are no established settlements within practical commuting distance (approximately 30km) and a municipality that has no feasible means of establishing and managing a new town.
 - Where the owners and workforce of a company farm, or a group of neighbouring farms, identify sufficient demand and the capacity for the establishment of a centrally located settlement where housing and communal facilities and services can be cost-effectively provided to the local agri worker community.
 - The essential feature of an agri-village is that it is developed, owned and managed by a legally constituted institution/legal entity representing a partnership between farmer(s), agri workers and government. Access to housing is restricted to bona fide agri workers and their dependents. Security of tenure is afforded by way of a lease or notarial deed of servitude, as the land and housing remain the property of the institution/legal entity.
- Whilst the provision and maintenance of housing, engineering infrastructure and services and community facilities in an agri-village is the responsibility of the institution/legal entity, the municipality may be requested to provide bulk services. Given the risks associated with the sustainability of an institution/legal entity managing an agri-village, developers must provide guarantees to municipalities for the long term provision and maintenance of services.
 - The option of “off-the-farm” settlement of agri workers to provide tenure security in agri-villages or in new settlements, should only be considered when the short and long term financial, environmental and social sustainability of a project can be ensured, and existing settlements are too far away to commute to.
 - In light of the substantial managerial and financial resources required to establish and maintain small settlements, and their potential negative impact on the environment and also due to the relatively short distance between settlements in the densely populated rural areas of the Province, the establishment of agri-villages or new settlements as “off-the-farm” options both have limited applicability in the Western Cape.

CHAPTER 10: RURAL ACCOMMODATION



Guideline Summary: Given the Western Cape's unique rural communities and landscapes, tourism offers exciting prospects to diversify and strengthen the rural economy. Accordingly, the WCG approach to Rural Accommodation, is to facilitate the provision of a variety of short term tourism accommodation across the rural landscape, that is in keeping with the local character.

Towards integrated rural development and sustainable settlements in the Western Cape, new housing development beyond the current extent of urban development needs to be curtailed. The WCG approach to Rural Accommodation is to channel pressures for residential development to existing towns, villages and hamlets. On-the-farm accommodation for agri workers should be provided in a sustainable manner that does not compromise the functionality and integrity of farming practices.

The WCG approach is to prevent further development of extensive residential lifestyle properties (i.e. smallholdings) in the rural landscape. New smallholdings can be established on suitable land on the urban fringe.

Accommodation in the rural areas cater for:

- Tourist Accommodation, including resorts and nature reserves; and
- Agri worker housing.

Other than the abovementioned opportunities and types of accommodation, no other residential development or accommodation units are allowed in the rural landscape. The following accommodation types **should be avoided at all cost:**

- Multiple residences of owners of farms, nature reserves or resorts where the owner is an entity with more than one shareholder.

- Alienable units.
- Urban sprawl into the rural landscape, including linear coastal development.
- New settlements.

This policy envisages a wide range of accommodation/residential opportunities in the rural area which is summarised in the table below and discussed in further detail in this section.

LOCATION	TYPE OF ACCOMMODATION
Farms	One homestead (owner's dwelling) Five additional dwellings Agri worker housing Guest house Camping sites
Resorts	Temporary Tourist accommodation Employees' accommodation
Nature reserves	One homestead (Owner's dwelling) Accommodation for tourists Employees' accommodation
Smallholdings (on urban fringe)	One homestead (Owner's dwelling) Second dwelling Guest house
Agri-village	Accommodation for bona fide agri workers

TABLE 3: ACCOMMODATION OPPORTUNITIES IN THE RURAL AREA

10.1 TOURIST ACCOMMODATION

10.1.1 OBJECTIVES

- To provide a range of opportunities, including different typologies, for tourists and visitors to experience the Western Cape's unique rural landscapes; e.g. additional dwelling units on farms, B&Bs, guesthouses, backpacker lodges, lodges, resorts, hotels, and camping sites.
- To offer more people access to unique tourism and recreational resources in sought-after natural areas, where it would not otherwise have been possible.
- To contribute towards the sustainability and well-being of the relevant areas where tourist accommodation is considered.
- To align the scale and form of overnight facilities with the character and qualities of the Western Cape's diverse rural areas.
- To diversify farm income.
- To provide accommodation in proclaimed nature reserves.

10.1.2 GUIDANCE FOR IMPLEMENTATION

- Large scale tourist accommodation should preferably be provided in or close to urban areas.
- Tourist accommodation in the rural landscape could be allowed if, of an appropriate scale and form, appropriate to the SPC.
- Tourist accommodation in the rural landscape should be clustered in visually discreet nodes.

- Only 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 should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
- Tourist accommodation in the rural landscape should cater exclusively for the temporary accommodation for in transit visitors.
- Units in resorts should primarily be allowed to facilitate access to the conservation areas, coastal resources or leisure facilities of the Province on the basis of temporary or short term accommodation.
- The form and scale of tourist accommodation should reinforce rural landscape qualities. Information on the architectural design must be provided, for the purposes of heritage and visual assessments.
- Buildings should include appropriate buffers, landscaping and screening to reduce their visual impact on the rural landscape.
- The cumulative effect of all ancillary and non-agricultural land uses should not detract from the rural character of the landscape and the primary agricultural activities.
- Tourist accommodation should preferably make use of existing buildings or new buildings on disturbed footprints, and these should take the natural and heritage significance of the site into consideration.
- Tourist accommodation facilities where appropriate, should be located within or peripheral to the farmstead. Their buildings should complement the farm's vernacular.

- It should be recognized that surrounding farming activities (e.g. noise, odour, and spray drift) may impact negatively on on-farm tourist accommodation. When located in a nature reserve, facilities should be located in areas as determined in the protected area management plan.
- The establishment of all types of accommodation in rural areas must avoid negative impacts on river systems and should therefore not be permitted below the 1:100 flood line or within 100m of a river bank. Where the flood line has not been determined or is out of date, a flood line study is required.
- Land development proposals must avoid negative impacts on coastal resources and be responsive towards coastal risk zones. Due consideration must be given of any coastal management/set-back line and zone risks.
- Whilst it is preferable that they be located within the farmstead, dispersed rental units should be adjacent to existing farm roads, in visually unobtrusive locations, and be self-sufficient in terms of servicing (i.e. no extension of infrastructure networks to remote locations).
- Additional dwelling units should be restricted to 1 unit per 10ha, to a maximum of 5 units; 175m² maximum floor area including garaging and building height of 1 storey (6,5m measured from natural ground level to the highest point of a building). Additional dwelling units should not be alienated, whether by individual erven, sectional title, share block or by any other means.
- Camp sites of multiple free standing or linked structures of a temporary nature may include motorhomes, caravans and tents, but excludes mobile homes (e.g. Plettenberg homes or ship containers) and are conventionally seen as being part of resort developments, but can also be permitted on agricultural land, dependant on scale.
- Camping establishments should be restricted to a low impact scale and intensity in keeping with the context of the area and its surrounding character. Permanent tents are regarded to be additional dwelling units.
- Tourist accommodation should be located appropriately, avoiding high risk areas (e.g. fire, flooding, coastal processes) and conflict with productive farming areas. Visitors to on-farm tourist accommodation may also impact on surrounding farming activities (e.g. dust from vehicles). Due consideration of any coastal management/set-back lines and zone risks.
- Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas.
- A site development plan must be submitted to the municipality for consideration. The exact proposed footprint must be shown on the site development plan, it should illustrate the placement of the facility in relation to existing buildings on the farm, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage and landscaping.

Guidance for implementation specific to resort development

- A resort development should be closely associated with a resource which clearly benefits and distinguishes the site, in terms of its amenity value, from surrounding properties.
- Resort applications outside urban areas can only be considered if linked to a unique resource, unless the area in question has already been demarcated for resort development in terms of an approved SDF or overlay zone.

- Only in exceptional cases where special desirability factors can be motivated, would any probability arise for new resorts to be established. Such a resource is:
 - High amenity value in the immediate coastal area, with direct access to the sea, river mouth, river and particularly a sandy beach.
 - Unique physical features of the site which preclude the creation of a precedent for undesirable ribbon development or the establishment of an excessive number of nodes over a short distance.
 - Usually a natural resource (e.g. a hot water source, beach, dam, mountain range, lagoon or river).
 - Occasionally, an existing, established man-made feature (e.g. historic battle field, or gallery of rock paintings), which has regional significance and is complementary to a unique natural resource.
 - An established regional-scale dam with a surface area of at least 1km² allowing recreation activities.
 - Of such a nature that it makes the subject property particularly favourable in relation to other properties in the area (locational advantage).
 - Of sufficient value to justify long-distance travel by visitors and the desire to stay longer than one day.
 - Inseparable from the property on which the source is located.
- If access to a linear or natural resource exists within an existing urban area nearby, then new resort development outside of the urban edge should not be permitted.
- In the event of the linear source being general as opposed to unique (i.e. where it can be associated to more than one property along it with an advantage to justify resort development thereon), a maximum of 10 units per cadastral unit will apply.
- 27. Rural resorts should be compact and clustered in nodes and a range of accommodation types is encouraged.
- Therefore, the planning policy of confining development to certain nodes, identified in terms of a strict application of desirability factors, is aimed precisely at avoiding ribbon development in the rural areas.
- Resorts may not be located within productive agricultural landscapes, but must be situated adjacent to a natural feature or resource (e.g. dam, river) that offers a variety of leisure and recreation opportunities (e.g. hiking, mountain biking, water based activities), and is well connected to regional routes.
- If the resource is located on a different parcel of land, there should be binding agreement or notarial tie, which links the respective properties.
- Should there be more than one cadastral unit linked to the source, a proportional share for each cadastral unit linked to the source, has to be calculated based on mutual agreements with the point of departure being the respective cadastral units' frontage to the source and its size combined relative to the other cadastral units involved, with the total for all the cadastral units not exceeding 50 units in the case of a hot spring, or 50 units per 1km² of water surface in the case of a water body (in the latter case maximally 50 units per cadastral unit).
- The following resort density norms, in addition to other land use factors and environmental impact shall be used to establish the maximum number of units permitted on land units outside the urban edge.

- Graph 3 only applies to resort developments where the units are rented out on a short term basis as holiday accommodation units and no form of alienation of units whatsoever are proposed.
- The **dotted line** on the graph applies to properties being larger than 50 ha and of which the sea or river frontage or other linear source exceeds at least 1km.
- In cases where properties are located in-land, i.e. further than at least 5km from the high water mark of the sea or tidal river the 1km frontage does not apply. The applicant must still motivate the number of units on the solid line according to the uniqueness of the source on the property.
- The **solid line** is applicable to large flat extensive areas, exceeding 500 ha, such as for example farms in the Karoo with a low visual carrying capacity.
- The maximum number units allowed for in the table is 50 units. Only in exceptional circumstances should more than 50 units be allowed.
- Properties smaller than 50 ha in size are not accommodated for in the table, since only the additional dwelling density model should be used for those properties i.e. 1 unit per 10 ha with a maximum of 5 units, with the exception of one additional unit that can be allowed in all cases irrespective of the size of the agricultural land unit. This implies that a rezoning to resort zone should not be entertained for properties of which the size is less than 50 ha.
- The above norms do not apply to resorts within urban areas, and furthermore do not apply in addition to units approved or to be approved in line with the guideline of 1 additional non-alienable dwelling unit per 10 ha to a maximum of 5 (i.e. in the latter case such number of units, if already approved, are to be subtracted from the number of units yielded in terms of the above resort norms, or if considered afterwards,

may only be approved to the extent that potential for units may still be existing in terms of the above resort norms).

- However, the above norms apply in addition to bona fide agri worker or forestry employees' housing.
- If a property of 50 ha or less is located within 1km of the high water mark of the sea or a tidal river additional dwellings may not be allowed unless it complies with the municipal zoning scheme with regards to "additional dwelling unit".
- Subdividing and alienating individual units in rural resort developments is not allowed, given its negative impact on rural landscapes. The resort development itself may not be subdivided and alienated from the original farm (whether individual erf, sectional title, share block or by any other means).

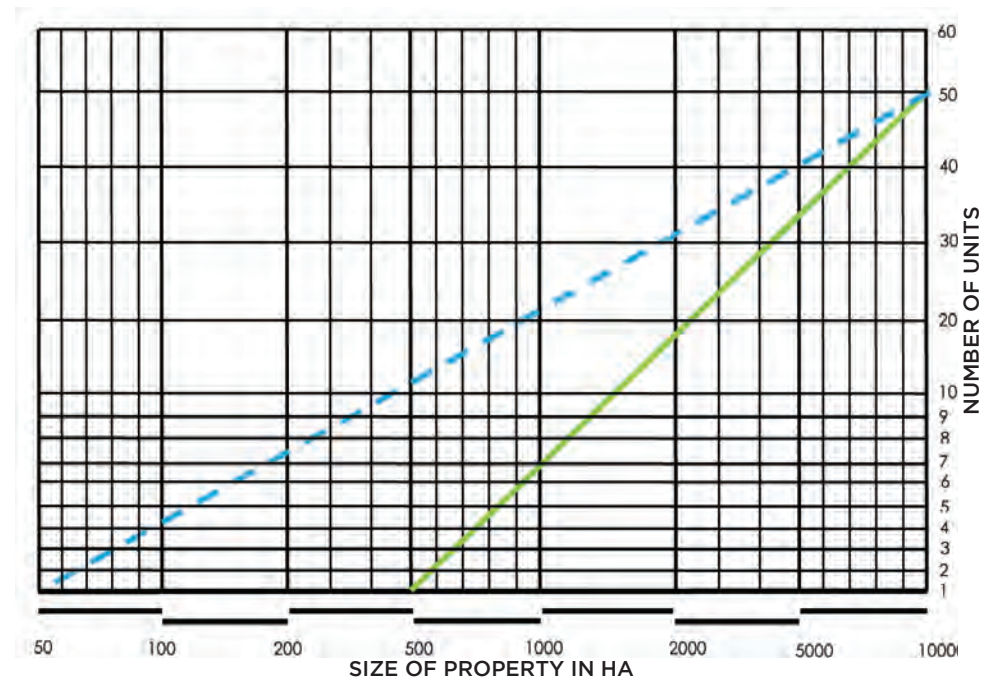


FIGURE 3: RESORT DENSITIES FOR LINEAR SOURCE

- The building height of any new resort unit should be restricted to that of a single storey (6,5m measured from natural ground level to the highest point of a building).
- The maximum floor area of a resort unit should be limited to 120m², including garaging.
- The unique quality and strength of the source and the size of the land unit should be the main informants in determining the size (i.e. number of units) of the resort.
- The following resort size categories can be suggested:

SIZE	DESCRIPTION
Small	1-10 units and floor area not being more than 120m ² per unit
Medium	11-30 units and floor area not being more than 120m ² per unit
Large	31-50 units and floor area not being more than 120m ² per unit (Approval of a resort of more than 50 units, though not impossible, is discouraged)

TABLE 4: RESORT SIZE CATEGORIES

10.2 AGRI WORKER HOUSING

For the purpose of this section, agri workers include labourers and farm managers that are involved in the primary agricultural activities on the farm or any other activity that is reasonably connected with the main farming activities (e.g. the harvesting, cooling, storing, sorting, packing and packaging of agricultural produce), including those working in agricultural industries.

10.2.1 OBJECTIVES

- To provide housing for bona fide agri workers, in a sustainable manner that does not compromise the functionality and integrity of farming landscapes.
- To accommodate housing on farms for agri workers, as provided for by the employer to the employee as part of his/her work contract.

10.2.2 GUIDANCE FOR IMPLEMENTATION

- Agri worker housing is regarded as part of the normal farm operations based on the extent of the bona fide agricultural activities on the land unit and applicable in all rural SPCs.
- Accommodation for any other employee involved in any land use activity on land not zoned Agriculture, is not included here and is strongly discouraged.
- Units may not be alienated, whether by individual erven, sectional title, share block or by any other means.
- The building height of agri worker dwelling units should be restricted to that of a single storey (6,5m measured from natural ground level to the highest point of a building) with a maximum floor area of 175m², including garaging. Only in exceptional cases should structures higher than single storey be considered.
- The need to accommodate large numbers of seasonal workers on the farm, will be the exception. Employers are encouraged to provide transport rather than housing benefits to seasonal or temporary workers.
- Appropriate accommodation (dorm type) can be provided to temporary workers in instances where the farm is not located within practical commuting distance (approximately 30km) to the nearest town.

- Agri worker housing should not be permitted below the 1:100 flood line or within 100m of a river bank.
- It should also not be within 1km from the high water mark of the sea or tidal river. Due consideration must be given of any coastal management/ set-back line and zone risks.
- The placement of the dwelling units should not undermine the sustainable utilisation of agricultural resources, biodiversity or ecological system services.
- Housing for agri workers should respond to cultural places and settlement patterns and new dwelling units should conform to local vernacular in terms of scale, form and materials. In assessing site development plans and building plans authorities should request and consider information on the architectural design, for the purposes of heritage and visual impact.
- Buildings should include appropriate buffers, landscaping and screening to reduce their visual impact on the rural landscape.
- Where possible agri workers' dwelling units should be clustered and located in close proximity to rural movement routes, existing services and housing stock where-ever possible.
- The number of units must reasonably be connected to the bona fide primary farming and agricultural activities on the land unit. Apply employee ratio norms (average number of employees per hectare per produce) as recommended by the various organised commodity groups (e.g. Hortgro, Redmeat, Vinpro), whilst also recognising the difference between permanent and seasonal agri workers.
- Whilst accommodation for agri workers in the past did not require planning approval in terms of the zoning scheme, it is recommended

that this aspect be regulated in future by means of a site development plan for submission to the municipality for its approval or even as consent use.

- If more than one property is involved, accommodation should ideally be provided on the land unit (property) where production is taking place, with the bulk of the dwelling units on the larger property (cadastral unit).
- Where the employer farms on more than one property, consideration should be given to the location of the accommodation facilities in relation to the main farmstead.
- A site development plan must be submitted to the municipality for consideration. The exact proposed footprint must be shown on the site development plan, it should illustrate the placement of the accommodation units in relation to existing buildings on the farm and take into account all ancillary, community and welfare facilities. It should also illustrate details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage and landscaping.
- The option of “off-the-farm” settlement of agri workers to provide tenure security in agri-villages or in new settlements should only be considered when the short and long term financial, environmental and social sustainability of a project can be ensured and existing settlements are too far away to commute to. The Province of the Western Cape: Policy for the Settlement of Farm Workers, September 2000 explains how and where various settlement options can be achieved.
- The settlement of agri workers must contribute to sustainable community, rural and agricultural development. Refer to **Chapter 9 Land Reform** (agri-village) and **Chapter 16 Urban Development** (new town) for implementation guidance.

CHAPTER 11: TOURIST AND RECREATIONAL FACILITIES



Guideline Summary: Towards diversifying the Western Cape's rural economic base into the tourism and recreation sectors, and developing these sectors on a sustainable and equitable basis – the WC G approach to tourism and recreational facilities

in rural areas is to facilitate appropriate investment in these sectors across the rural landscape.

11.1 OBJECTIVES

- To diversify the Western Cape's rural economic base into the tourism and recreation sectors, and develop these sectors on a sustainable and equitable basis.
- To offer a range of appropriate nature, cultural and agri-based rural tourism facilities, and recreational opportunities across the rural landscape (e.g. animal sanctuary, paintball, shooting ranges, and conference facilities).
- To provide citizens access to resources, the coast and the rural landscape.

11.2 GUIDANCE FOR IMPLEMENTATION

- Whilst tourist and recreational facilities should be accommodated across the rural landscape (i.e. in all SPCs), the nature and scale of the facility provided needs to be closely aligned with the environmental characteristics of the local context.
- Any facility not directly related to the rural landscape should preferably be located within, or peripheral to, urban centres. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area.

- The development should have no adverse effects on society, natural systems and agricultural resources. The long term impact on the municipality (resources and financial); water supply and demand; agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
- Avoid establishing facilities with any permanent on-site employees' residences in rural areas, as on-the-farm accommodation is restricted to agri workers. Employees should be accommodated in existing settlements.
- Rural tourism and recreation facilities and activities should not compromise farm production, and must be placed to reinforce the farmstead precinct.
- Development applications should include a locality plan to indicate how it contributes to the clustering of facilities in nodal areas.
- A site development plan must be submitted to the municipality for consideration. The exact proposed footprint must be shown on the site development plan, it should illustrate the placement of the activity in relation to existing buildings on the farm, and provide details on infrastructure provision, access and parking arrangements and the position and nature of all proposed signage and landscaping.
- Environmentally sensitive areas (e.g. wetlands and other special habitats) should be avoided, and the placement of facilities and activities should be informed by a landscape assessment (i.e. considering biodiversity, cultural & scenic attributes).
- Existing structures or disturbed footprints should preferably be used, and adequate provision made for access and parking. Buildings should respond to the farm's built vernacular and should include appropriate

buffers, landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.

- The appropriate nature and scale of a facility within a particular context should be determined by considering:
 - the extent of the cadastral portion, and
 - the sensitivity of, and impact on, the receiving environment (i.e. agricultural or natural).
- The scale of a development must be limited to the extent that it will not promote secondary development (e.g. service stations, shopping centres, retail activities, social services such as schools, etc.) on or around the site such that a new, unplanned development node is created.
- Only 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 should be accommodated.
- A large-scale recreational facility that includes a residential component (e.g. golf courses, polo fields, horse racing) should be located in the urban fringe, with the residential component treated as an extension of the urban fabric.
- Landscaped areas, which generally require the application of fertilizers, herbicides and pesticides, should be located above the 1:100-year flood line. Where the flood line has not been determined or is out of date, a flood line study is required.
- The development should not result in the removal of traditional access used by local communities, particularly where they are dependent on

such access for their livelihood or recreation, or for cultural and / or heritage purposes (e.g. coast and rivers, mountains, commonage for grazing and other natural or man-made features).

- The development of the site should not negatively affect the role, function, public enjoyment and status of open space systems/networks, designated sites of cultural significance and/or sites identified as being of conservation significance.
- The development should not result in or contribute to visually obtrusive or ribbon development along the coastline, visually sensitive areas, cliffs or ridges.
- The services associated with a development should not have a negative impact on the environment. The impact of these services should be taken into account when determining the appropriate location for a development. In particular, sewerage provision should not result in pollution of surface or groundwater (e.g. no soak-ways should be permitted).

CHAPTER 12: RURAL BUSINESS



Guideline Summary: Towards strengthening the rural economy, the WCG approach to businesses in rural areas is to facilitate the development of businesses serving the needs of rural communities and tourists, as well as agricultural production, in suitable locations throughout the landscape.

12.1 OBJECTIVES

- To facilitate the development of rural businesses serving the needs of local communities, rural tourists and agricultural production.
- To provide guidance on suitable locations for appropriate development along main tourism routes.

12.2 GUIDANCE FOR IMPLEMENTATION

- Appropriate rural businesses could be accommodated in all Spatial Planning Categories (e.g. curio-shop appropriate in a National Park), but with restrictions and subject to site attributes.
- Place-bound businesses (businesses ancillary to agriculture or serving rural needs) include farm stalls and farm shops, restaurants and venue facilities (e.g. conferences and weddings).
- Place-bound businesses should preferably be located on the farm to consolidate the farmstead precinct, and complement the farm's operations.
- Restaurants and venue facilities should be located within the farmstead precinct and be of appropriate scale and vernacular design, generate positive socio-economic returns and do not compromise the

environment; agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape.

- Any new buildings in the rural area need to be informed by local vernacular regarding scale, form and building materials (e.g. roadside farm stall) and should include appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of heritage and visual assessments.
- Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas, a site development plan illustrating the placement of the business in relation to existing buildings on the farm, details on infrastructure provision, access and parking arrangements and the position and nature of all proposed signage and landscaping.
- A farm shop should be limited to the sale of daily requisites to agri workers on the farm and neighbouring farms and farm stalls to selling products produced and processed on the farm to tourists and visitors. Each should be limited to a maximum floor space of 100m², including storage facilities.
- Restaurant and venue facilities to be of a scale compatible with the farmstead precinct and/or surrounding rural context.
- Private educational and institutional facilities, rehabilitation and wellness centres are regarded as business and not community facilities (**Chapter 14 Community Facilities and Institutions**) and should be located within urban areas in order to reinforce their economic base.

- Non place-bound businesses (businesses not ancillary to agriculture or serving rural needs), should be located within urban areas and should only be considered in the rural area when exceptional cases and locational factors warrant such a land use. The obligation is on the applicant to illustrate why the land use cannot be accommodated in the urban area. Examples include a petrol station, hardware store, truck stop, transport contractors, wellness centres, frail care facilities and animal feed factory.
- Only 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 should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.

CHAPTER 13: MINING AND INDUSTRY IN THE RURAL AREAS



Guideline summary: Towards strengthening the rural economy, the WCG approach to industries in rural areas is to facilitate the development of rural industrial activity in suitable locations and at appropriate scale.

13.1 OBJECTIVES

- To facilitate the development of industrial activity that underpins the rural economy, conservation and tourism.
- Appropriate industrial activity in rural areas includes:
 - Packing, storage and bottling or processing of agricultural products.
 - Small scale production or processing activities associated with tourist facilities.
 - Extracting minerals e.g. salt mining.
 - Processing natural resources e.g. bottling of spring water.

13.2 GUIDANCE FOR IMPLEMENTATION

- Industry in rural areas should only be located in the following SPCs:



- All non-place-bound industry (industries not ancillary to agriculture or serving the rural needs e.g. transport contractors, breweries, fabricating pallets, bottling & canning plants, abattoirs, sawmills and builder's

yards) should be located within urban areas. The obligation is on the applicant to illustrate why the industry must be located in the rural area rather than in an industrial area of a town.

- Industries associated with tourist facilities in the rural areas such as a small scale brewery, butchery or arts and craft factory can be accommodated, depending on local conditions.
- Only 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 should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
- Extractive industry (i.e. quarrying and mining) and secondary beneficiation (e.g. cement block production, concrete batch plants, pre-mix asphalt plants) have to take place at the mineral or material source. If the mine will result in a significant negative impact on biodiversity, a biodiversity offset must be considered in accordance with National policy and Provincial guidelines.
- All place-bound agricultural industry related to the processing of locally sourced (i.e. from own and/or surrounding farms) products due to the perishability thereof, should be located within the farmstead precinct in the agricultural area.
- Industry in rural areas should not adversely affect the agricultural potential of the property.
- Agricultural industry should be subservient or related to the dominant agricultural use of the property and/or surrounding farms.

- The employees of an agricultural industry as provided for in **Chapter 10.2 Agri Worker Housing** can be accommodated on the farm in a sustainable manner, that does not compromise the functionality and integrity of farming landscapes.
- Avoid establishing industries with any permanent on-site employees' residential component in rural areas as on the farm accommodation is restricted to agri workers. Employees should be accommodated in existing settlements..
- Structures accommodating industry should conform to local vernacular, and attention needs to be given to appropriate buffers, and landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of heritage and visual assessments.
- Development applications should include a locality plan to indicate how it contributes to the clustering of nodal areas.
- A site development plan must be submitted to the municipality for consideration. The exact proposed footprint must be shown on the site development plan, it should illustrate the placement of the industry in relation to existing buildings on the property, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage and landscaping.
- The subdivision of agricultural land to accommodate industrial activities should be discouraged and only used as a last resort so as not to fragment the agricultural landscape.
- Before subdivision is considered, all other options to fund and provide security for loans' and financing, e.g. long term lease agreements, shareholding in the land holding entity or title deed restrictions should be investigated before subdivision is granted.
- Conditions should be imposed to effectively manage waste and effluent.

CHAPTER 14: COMMUNITY FACILITIES AND INSTITUTIONS



Guideline Summary: The WCG approach to community facilities and institutions in rural areas is that community facilities serving rural communities should be located within existing settlements, except when travel distances are too far or rural population concentrations justifies the location of community facilities in rural areas.

14.1 OBJECTIVES

- Community facilities and institutions are defined as state provided facilities and/or non-profit services catering for the local farm/rural community.
- Rural community facilities include: educational, health, assembly, religious, sport, etc.
- To provide facilities necessary for the sustainable socio-economic development of rural communities.
- To provide for institutions requiring extensive land or an isolated location (e.g. correctional facilities).
- To provide for institutions serving agricultural production (e.g. agricultural schools and research facilities).

14.2 GUIDANCE FOR IMPLEMENTATION

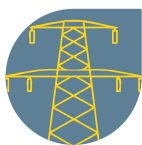
- Facilities and institutions should be located in the following SPCs:

Settlement	Agriculture	Buffer 2
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- Where ever practical, community facilities should be located in settlements. Location within the rural landscape may be required in exceptional cases when travel distances are too far or rural population concentrations justifies the location of community facilities in rural areas.
- In extensive agricultural areas, it is preferable to locate rural community facilities and institutions in Buffer 2 SPCs, and along regional accessible roads.
- In instances where community facilities are justified “on-farm”, existing farm structures or existing footprints should be utilised, with local vernacular informing the scale, form and use of materials.
- Facilities to be located on disturbed areas and areas of low agricultural potential.
- The nodal clustering of community facilities in service points should be promoted, with these points accommodating both mobile services and fixed community facilities (e.g. health, pension payments). The scale and frequency of services provided will be as per departmental specifications (e.g. Health, Education, Social Development, etc.)
- Education facilities should be established in accordance with departmental specifications, including crèches and sport fields.

- The subdivision of agricultural land to accommodate community facilities or institutions should be discouraged and lease agreements are preferred so that the buildings can be re-used for agricultural activities if the service is discontinued.
- Wherever possible new community facilities should be located in settlements and not in isolated locations and should be for the exclusive or primary use of the farm/local rural community.
- Only 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 should be accommodated. The long term impact on the municipality (resources and financial); agricultural activities, production and sustainability, risk and finances; and the scenic, heritage and cultural landscape should be considered when decisions are taken.
- Development applications should include a locality plan to indicate how it contributes to the clustering of nodal facilities.
- A site development plan must be submitted to the municipality for consideration. The exact proposed footprint must be shown on the site development plan, it should illustrate the placement of the facility in relation to existing buildings on the farm, and provide details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage and landscaping.
- Any new buildings in the rural area to be informed by local vernacular regarding scale, form and building materials (e.g. roadside farm stall) and should include appropriate buffers, landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of heritage and visual assessments.

CHAPTER 15: INFRASTRUCTURE INSTALLATIONS



Guideline Summary: Bulk infrastructure installations serve the broader community (i.e. both urban and rural). Because of their need for extensive space, unique locational requirements, or negative impact on surrounding areas – they often are located outside urban areas. The WCG approach to infrastructure installations in rural areas is to ensure that these essential public installations can function effectively in suitable rural locations (i.e. settlements or Buffer 2 SPCs).

15.1 OBJECTIVES

- To provide for infrastructure installations and facilities that serve the broader community (i.e. both urban and rural). They include: airports, military bases, prisons, waste water treatment works, reservoirs and dams, power plants, renewable energy facilities, waste disposal sites, linear infrastructure (e.g. roads, rail, pipelines and canals), distribution power lines and freestanding base telecommunication stations etc.
- Because of their need for extensive space, unique locational requirements, or negative impact on surrounding areas – they often need to be located outside urban areas.
- The WCG objective is to ensure that these essential public installations can function effectively in suitable locations on the landscape.

15.2 GUIDANCE FOR IMPLEMENTATION

- Infrastructure installations and facilities should preferably be located in the following SPCs:

Settlement

Buffer 2

- Where locations inside urban areas are impractical, then extensive agricultural areas peripheral to settlements are the preferred alternative.
- Where possible installations should be located on previously disturbed terrain, or land of low biodiversity or agricultural value and should not interfere with, or impact negatively on, existing or planned production areas as well as agricultural infrastructure.
- Within the Agricultural SPC only essential installations should be accommodated.
- Installations, facilities or supporting infrastructure should, where possible, not be established on slopes of more than 12%. Should there be no other suitable site; every care should be taken not to cause erosion in any form.
- No subdivision of agricultural land will be allowed to accommodate the establishment of any installation, facility or supporting infrastructure or access routes in any form or for any purpose unless the application adheres to the norms and standards for approval of the subdivision of agricultural land.
- Any installation, facility and associated infrastructure, including buildings, power lines, cables and roads must be maintained and in instances where it has reached the end of its productive life or has been abandoned, it must be removed and the area should be rehabilitated where possible.
- An installation or any part thereof, may only be lit for safety and operational purposes and the lighting must be appropriately screened from abutting land units.
- Signs on installations must comply with national and local signage regulations and be limited to those necessary to identify the operator, to provide 24 hours' emergency contact numbers and warning of any danger.

- No commercial advertising, including advertising of the provider and operator, should be displayed on any structure.
- All access routes, existing or newly constructed and utilized during the construction and/or maintenance of the infrastructure or facilities should be restored to its original state after completion of the establishment of the structures. Every care should be taken not to damage or degrade the status of the natural resources base of the farm (including natural vegetation, water courses and wetlands) during the construction phase or to impact negatively on the farming or production practices on the farm.
- The height of buildings associated with infrastructure installation structures is restricted to a maximum of 8.5m (measured from natural ground level to the highest point of a building).
- The maximum height of a renewable energy structure will be technology-dependent.
- Setbacks are to be set for safety and environmental reasons. In the case of a wind turbine the distance from the following should be considered:
 - the nearest residential, commercial or critical agricultural structures such as animal housing, outbuildings, store rooms, excluding structures such as water troughs, feed dispensers, and windmills;
 - the cadastral boundary of the land unit;
 - any public or private road or right of way;
 - any electrical infrastructure; and
 - important feeding or breeding areas for bats and birds at risk of collisions.
- The municipal SDF planning process should be used to ensure that new bulk installations are appropriately located on the landscape, and that buffer areas around existing installations are used optimally for new bulk installations.
- Whilst often unavoidable, every effort should be made not to disturb natural landscapes with the construction of infrastructure installations through landscape-wide impact mitigation measures. For example, a wind turbine structure must be treated with a neutral, non-reflective exterior colour designed to blend with the surrounding natural environment, and to the satisfaction of the competent authority. A solar structure may not cause any adverse effects due to its reflective nature and must be designed and erected accordingly, as required by the competent authority.
- Avoid establishing infrastructure or facilities with any permanent on-site employees' residential component in rural areas as on-the-farm accommodation is restricted to agri workers. Employees should be accommodated in existing settlements.
- Installations to include appropriate buffers, landscaping and screening to reduce their visual impact on the rural landscape. Information on the architectural design must be provided, for the purposes of heritage and visual assessments.

CHAPTER 16: URBAN DEVELOPMENT



Guideline Summary: The WCG approach to urban development is to channel settlement development pressures into the current footprint of the Western Cape's city, towns, villages and hamlets. Only in exceptional cases should new settlements of appropriate scale and compatibility be considered within the rural landscape.

16.1 URBAN AREAS

16.1.1 OBJECTIVES

- To maintain existing nodes and a meaningful settlement hierarchy in the Western Cape.
- To prevent urban development encroachment into agricultural areas, scenic landscapes and biodiversity priority areas.
- To promote smart growth by containing urban sprawl and prioritising infill and densification of existing urban areas.
- To provide housing opportunities for rural dwellers in existing settlements.

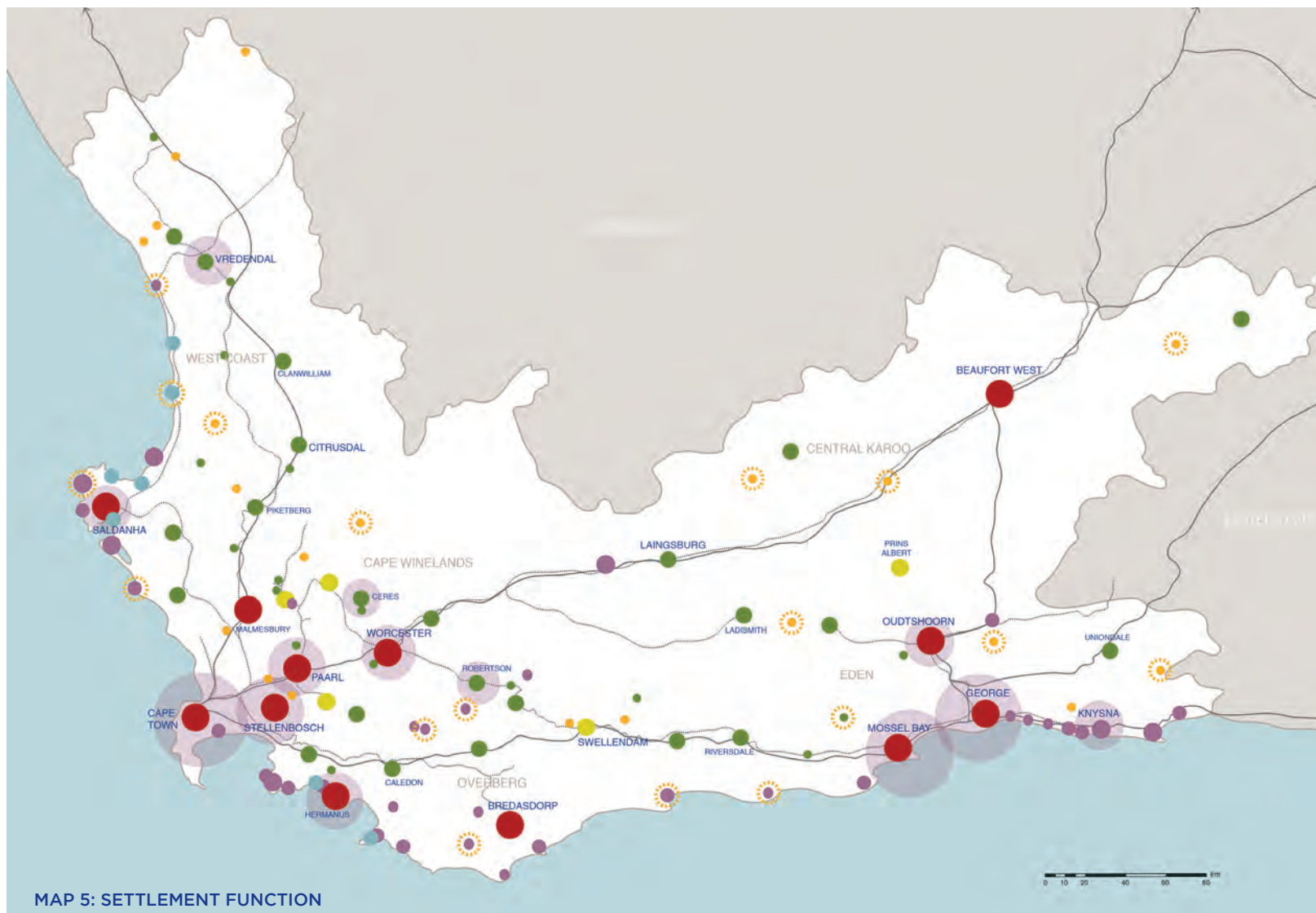
16.1.2 GUIDANCE FOR IMPLEMENTATION

- Spatial growth pressures should be managed and tools such as urban edges, the Growth Potential Study and Municipal Services Financial Model as per the PSDF should be used to contain outward growth pressures.
- Municipalities are encouraged to delineate urban edges or to describe the municipality's planned outer limit of urban expansion to contain

settlement footprints and to prevent settlement encroachment into agricultural areas, scenic landscapes and biodiversity priority areas, especially along coastal edges and river corridors.

- All areas recognised as urban nodes, as well as areas planned for urban development or expansion should be reflected in the Settlement SPC.
- Smart growth principles should be promoted to ensure efficient use of land and infrastructure by prioritising infill, intensification, integration and restructuring of urban areas. Municipal SDFs should include growth management tools such as a densification strategy and targets appropriate to the settlement context and a set of development incentives to promote integration, higher densities and appropriate development typologies.
- Big box developments (e.g. malls, office or retail space, storage and warehousing facilities) in the urban fringe should be limited and no big box developments in the rural areas are permitted.
- Managing the diverse development pressures on land surrounding settlements, co-ordinated land development planning of the urban fringe (the spatial transition area between the built-up area of a settlement and its rural hinterland) is required.
- Municipal spatial development frameworks which do not explicitly deal with urban fringe development issues, should be updated and modified to address the shortcoming. As a minimum it should address the following aspects:
 - Demarcation of the urban fringe planning area as all land surrounding the built-up area that is, or is likely to be, subject to development pressures.

- Survey of agricultural resources (e.g. soils, water, climate) in the urban fringe.
- Survey of built and natural environmental features and systems in the urban fringe.
- Survey of agricultural activities and other non-farming land uses (e.g. smallholding areas, quarries, recreation areas, etc.) within the urban fringe.
- Survey of infrastructural facilities and systems within the urban fringe and an assessment of their capacities.
- Determination of the spatial requirements of urban growth and the extent to which growth can be accommodated within the urban area (i.e. through infill and densification) and/or in the urban fringe (i.e. through expansion).
- Determination of non-urban land use requirements within the urban fringe.
- Integrated land development planning of the urban fringe is to ensure that:
 - Urban expansion is structured and directed away from environmentally sensitive areas and farming land.
 - Agricultural resources are reserved.
 - Environmental resources are protected as part of integrated open-space systems.
 - Appropriate levels of service can feasibly be supplied to the various urban fringe land uses that need to be accommodated.
- Land use allocations within the urban fringe are compatible and sustainable.
- Consider the settlement hierarchy of the Western Cape and take into account the role, character and location of urban areas in relation to one another and enhance the structural hierarchy of towns, villages, hamlets and farmsteads in relation to historical settlement patterns, as well as their current role in the rural economy and emerging rural development initiatives.
- Settlement and population concentration continues in the urban centres with regional service centres growing. Rural development investment based on the economic role and function of settlements in rural areas should be prioritised, acknowledging that agriculture, fishing, mining and tourism remain important economic underpinnings of rural settlements (Map 5).
- Small towns are a necessity and important links to the development of rural regions, and the role of small towns as service centres, within a hierarchy of settlements (CSIR Functional Town Typology, 2018), is emphasised and the role of towns should be understood in their regional context (Map 6). Small towns can contribute to regional and rural development in different ways.
- At the same time, there are many isolated, declining settlements in the Western Cape and these continue to be marginalised by distance and transportation costs. They are also costly to supply social services to. When further residential development is proposed in these settlements, its location, the economic outlook of the area, the distance to other settlements with economic opportunities and access to community and social services and facilities should be considered carefully.
- Inter-settlement patterns, trends and dynamics should be explored to compare urban areas relative to rural areas to better understand regional



- RURAL SETTLEMENT
- ISOLATED SETTLEMENTS
- PRIMARY CLUSTERS OF ACTIVITIES & SERVICES

TOWN CLASSIFICATION:
(AS PER GROWTH POTENTIAL STUDY 2010)

- REGIONAL CENTRE
- AGRICULTURAL CENTRE
- TOURISM SETTLEMENT
- AGRICULTURE & TOURISM SETTLEMENT
- FISHING VILLAGE

and spatial interrelations. The CSIR Functional Town Typology, 2018 was developed to explore settlement dynamics at regional level and enables temporal and spatial comparison of settlements independent of municipal boundary demarcation. (http://stepsa.org/typology_table.html)

- In remote locations or in exceptional cases, new residential developments in the rural areas should be channelled to existing nodes of a residential nature, such as forestry stations instead of creating new nodes or altering the purpose of other rural nodes, such as agricultural service nodes.
- An integrated approach is required to strengthen urban-rural linkages as economic activities associated with urban and rural areas are not exclusive.
- Distinguish between the role and function of different rural nodes and with care consider the inclusion of nodes of residential nature in the Settlement SPC. Service nodes should remain in the Agriculture SPC.
- In all cases the provision of housing and associated services to rural communities should preferably take place in existing settlements, thereby improving their sustainability.
- No new settlements should be permitted in the rural landscape except agri-villages or the formalisation of the 'urban' component of existing missionary, forestry and conservation settlements.
- The subdivision or alienation of properties for residential purposes in the rural area is not permitted.
- Low density sprawl into the rural landscape (e.g. golf-, agricultural, rural lifestyle estates) should be discouraged and where allowed the real financial impact on the municipality should be established and recouped.

- Layout options of new residential development should respond to current settlement quality and form and new urban areas should be clustered in layout and development applications should include a locality plan to indicate how it contributes to the settlement hierarchy in the area.
- Municipalities should prepare heritage inventories, to inform spatial development frameworks to promote the effective integration of heritage management and planning and to guide land development applications in rural areas.

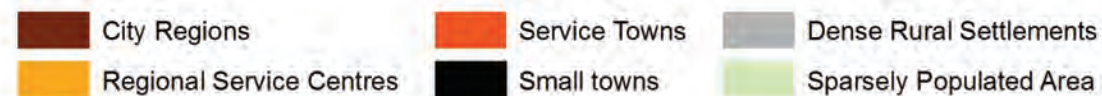
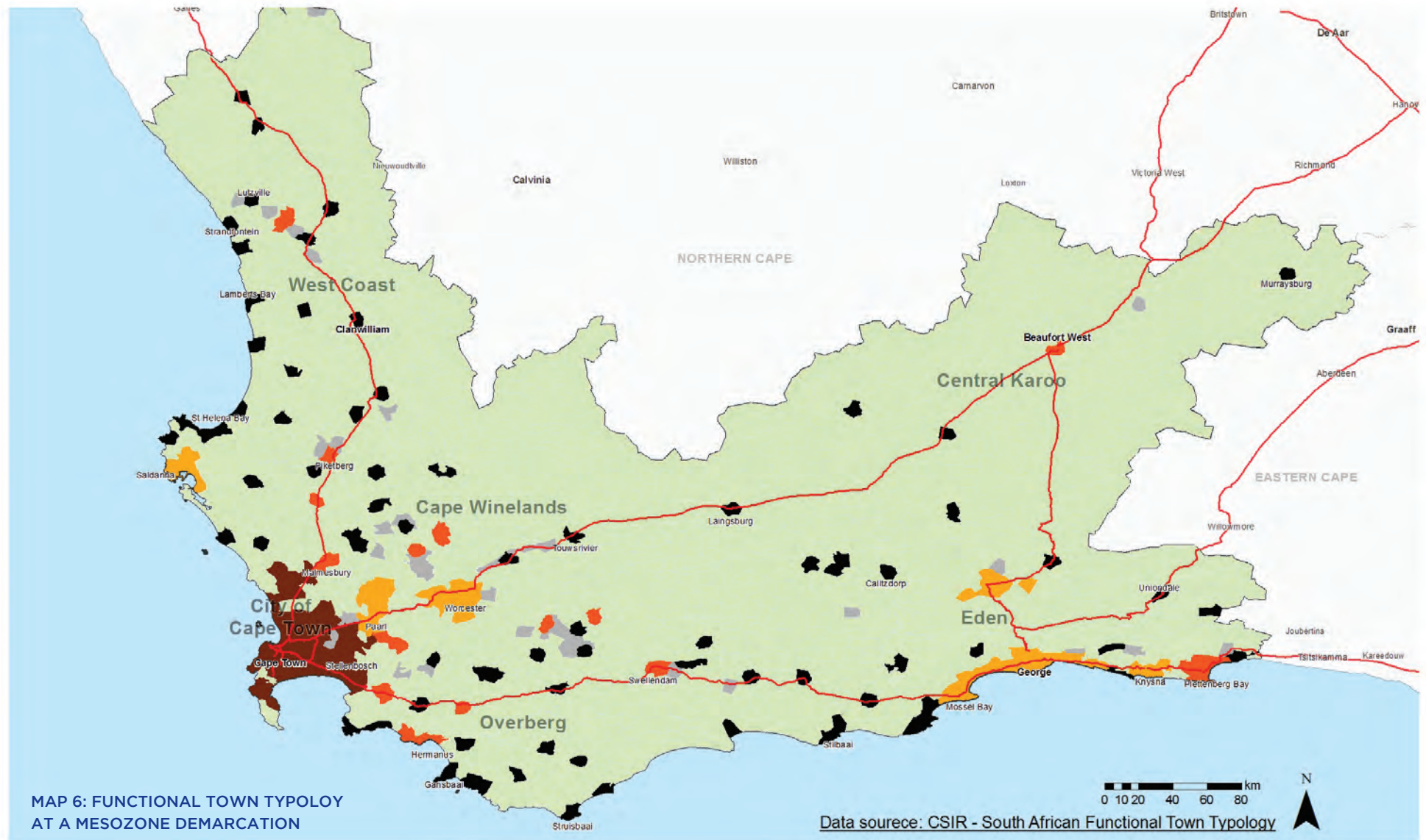
16.2 SMALLHOLDINGS

16.2.1 OBJECTIVES

- To accommodate larger residential properties in order to provide a full range of opportunities. This may be used for limited agriculture, but primarily serve as places of residence for people who seek a rural lifestyle.
- The WCG objective is to prevent new smallholding development from fragmenting the Western Cape's rural landscapes.

16.2.2 GUIDANCE FOR IMPLEMENTATION

- Smallholdings are traditionally located in a serene and tranquil environment with farming or country life characteristics outside the densely populated urban areas of the city or towns. Natural vegetation and agricultural landscaping contributes to the rustic ambiance.
- The demand for residential smallholdings in the urban fringe stems from the rural lifestyle opportunities they offer in close proximity to town. Notwithstanding the fact that some residents keep horses, livestock or cultivate some of their land on a part-time basis, smallholdings are primarily used for extensive residential purposes.



- The establishment of new smallholding developments (e.g. rural lifestyle-, agricultural estates) is not encouraged and should be considered with circumspection.
- When planning new smallholding developments, properties targeted at the rural lifestyle market should be limited to appropriate locations close to settlements and should not be permitted in agricultural areas.
- A smallholding unit size of between 4000m² and 3 hectares is recommended in the urban fringe of a demarcated urban area, with consideration to subsequent subdivision as part of the urban growth frontier. If planned for and identified in municipal SDFs, smallholdings should not encourage urban sprawl.
- The rural landscape character of the area should be considered in determining the appropriate unit size.
- Smallholdings should not be located on or have a detrimental effect on high and medium potential agricultural land or land of biodiversity significance.
- A management plan and site development plan should be compiled for all smallholding areas, with attention to: permitted land uses; minimum subdivision size; property owner's association; services provision; environmental management and landscaping. Information on the architectural design must be provided, for the purposes of the heritage and visual assessments.
- Existing smallholdings in CBAs and ESAs are encouraged to include measures to manage the biodiversity on site and minimize impacts and the introduction of mechanisms such as overlay zones or precinct plans to manage additional restrictions or controls should be considered.
- A clear distinction must be made between smallholdings of a residential and those of a bona fide agricultural nature (agricultural holdings). Refer to **Chapter 9 Land Reform** for details on agricultural holdings (i.e. small scale farming in the urban fringe).

CHAPTER 17: DEVELOPMENT APPLICATIONS

In approving development applications, authorities must **consider the impact** that a development may have on the municipality, agriculture and the rural landscape and must ensure through appropriate conditions and other measures that activities are appropriate in a rural context, that the development generate positive socio-economic returns, and do not compromise the environment or ability of the municipality to deliver on its mandate.

In assessing proposed developments in rural areas, the following criteria should be applied:

- Environmental authorisation.
- Compatibility with land use activities suitable in the WCBSP category it is situated in, and subject to an environmental impact assessment.
- Does not alienate unique or high value agricultural land, or compromise existing farming activities.
- Does not compromise the current or future possible use of mineral resources.
- Is compatible with the cultural and scenic landscapes within which the development is proposed.
- Does not lead to inefficient service delivery or unjustifiable extensions to the municipality's reticulation networks.
- Does not impose real costs or risks to the municipality delivering on its mandate.

- Does not infringe on the authenticity of rural landscapes.
- Due consideration of any coastal management/set-back lines and zone risks.

Due consideration must be given to good administrative practice whereby procedures for preparation and amendment of spatial plans, policies, zoning schemes as well as procedures for development applications, include transparent processes of public participation, particularly taking due consideration of gender-specific requirements and that of the less advantaged communities into account. Policies, legislation and procedures must be clearly set in order to inform and empower men and women, and redress gender-based disadvantages and particularly those less advantaged.

Development applications should contain detailed information and maps indicating the habitat type(s) on the site and location of CBAs, ESAs and any other special or rare biodiversity features.

It is therefore necessary for the applicant to, when submitting a land use application, motivate for the development and why the land use cannot be accommodated in the urban area and to provide information on the **long term** effect that the development may have on:

- the municipality (resources and financial),
- agricultural activities, production and sustainability, risk and finances,
- biodiversity and ecological infrastructure and
- the scenic, heritage and cultural landscape.

Past gender-based spatial and other development imbalances must be redressed through improved access to land, use of land, resources, economic

and social opportunities, taking into account gender-specific targets for both men and women, youth and particularly those less advantaged.

Due consideration should be given to environmental risk assessments (e.g. fire).

Land development must avoid negative impact on river systems and should therefore not be permitted below the 1:100 flood line or within 100m of a river bank. Where the flood line has not been determined or is out of date, a flood line study is required.

Land development proposals must avoid negative impacts on coastal resources and be responsive towards coastal risk zones. Due consideration must be given of any coastal management/set-back line and zone risks.

Development applications should include a **locality plan** to indicate how the proposed development contributes to the clustering of nodal areas.

As part of the application, a **site development plan** must also be submitted to the competent authority for consideration to ensure that a clear and comprehensive exposition of the intended development is made available for scrutiny. The exact proposed footprint must be shown.

Other features, like existing buildings, landscaping and infrastructure provision should also be indicated on the site development plan, illustrating the placement of the new activity in relation to existing buildings on the farm, and details of infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage and landscaping and safety and security considerations for both men and women, and with due consideration to gender-specific considerations, and to keep women, children, the elderly and disabled persons safe through risk responsive planning and design.

The site development plan must be advertised with the application for comment by interested and affected parties.

A site development plan comprises a detailed graphical depiction of the exact intention and scope of a proposed development. It is therefore very useful for the purposes of evaluation by the public and authorities, and it has the added advantage that it can be amended to incorporate the spatial conditions as prescribed by the various authorities. Subsequent to the municipality granting approval of the updated site development plan, no building plan may be submitted or approved which is not consistent with an adopted site development plan.

When there is a land use application further information on the **architectural design** must be provided, for the purposes of the heritage and visual assessments, which covers the following aspects:

- Architectural style and character of buildings.
- Fencing arrangements.
- Materials and colours to be used.
- Hard and soft landscaping including signage.
- Height of buildings.
- Lighting (especially also site illumination).
- Any form of external advertising, direction signs and/or outdoor display in respect of the proposed development.

All buildings and structures form part of the rural landscape and proposals should be sensitive to tourism routes and the colour scheme and design of any type of building or structure. When municipalities decide on building

plan approvals, the impact on the rural landscape should be considered. In terms of the National Building Regulations and Building Standards Act, 1977 **no buildings may be erected without the prior approval by the municipality.** The Act defines a building as any structure or part thereof, whether of a temporary or permanent nature and irrespective of the materials used in the erection thereof, erected or used for or in connection with-

- the accommodation or convenience of human beings or animals;
- the manufacture, processing, storage or sale of any goods;
- the rendering of any service;
- the destruction or treatment of refuse or other waste materials;
- the cultivation or growing of any plant or crop.

Any wall, swimming bath, swimming pool, reservoir or bridge or any other structure connected therewith and any fuel pump or any tank used in connection therewith are also regarded as buildings that require approval.

When the municipality considers a building plan application for approval, the municipality must ensure and be satisfied that the application in question complies with the requirements of the National Building Regulations and Building Standards Act, 1977 and any other applicable law. If the municipality is not satisfied that the **building plan application complies with any applicable law**, or has found that the building to which the application in question relates, is to be erected in such manner or will be of such nature or appearance that-

- the area in which it is to be erected will probably or in fact be disfigured thereby;

- it will probably or in fact be unsightly or objectionable;
- it will probably or in fact derogate from the value of adjoining or neighbouring properties;
- will probably or in fact be dangerous to life or property;
- then such municipality shall refuse to grant its approval in respect of the building plan.

The building plan and site development plan approval process is deemed the appropriate process where architectural or aesthetic matters should be considered. In the absence of an approved architectural and aesthetic policy or guidelines for the geographical area or the relevant development, the building plan proposal should be accompanied by an **architectural** and **aesthetic** statement and how it was interpreted and implemented in the proposed building structure. The architectural and aesthetic statement will derive from interpreting the prevailing architecture and any other aesthetic natural or man-made features from the surrounding or immediate context. The resulting architectural and/or aesthetic design of the proposed building must illustrate and motivate how the architectural and aesthetic statement has been taken into account in order to build on, strengthen and/ or protect the prevailing architecture and/ or aesthetics of the area.



LIST OF ACRONYMS

CARA	Conservation of Agricultural Resources Act	PA	Protected Areas
CBA	Critical Biodiversity Area	PSDF	Provincial Spatial Development Framework
ESA	Ecological Support Area	SALGA	South African Local Government Association
IDP	Integrated Development Plan	SDF	Spatial Development Framework
IUDF	Integrated Urban Development Framework	SDG	Sustainable Development Goals
LUPA	Western Cape Land Use Planning Act	SPC	Spatial Planning Category
NDP	National Development Plan	STR	Small Town Regeneration
NEM: PAA	National Environmental Management: Protected Areas Act	SPLUMA	National Spatial Planning and Land Use Management Act
NEMA	National Environmental Management Act	WCBSP	Western Cape Biodiversity Spatial Plan
NSDF	National Spatial Development Framework	WCG	Western Cape Government

GLOSSARY OF TERMS

“additional dwelling units” means dwelling units that may be erected on a land unit zoned for agricultural purpose where a permitted dwelling house has first been erected, provided that the additional dwelling units, shall remain on the same cadastral unit. The number of additional units permitted is 1 additional unit per 10ha, to a maximum of 5 units. A maximum floor area, including garaging of 175m² and building height of 1 storey (6,5m) is encouraged, while permanent tents are regarded to be additional dwelling units. Additional dwelling units may not be alienated, whether by individual erven, sectional title, share block or by any other means.

“agricultural land” means land outside the physical outer edge of the existing urban area, excluding land declared as a protected area or land that is zoned for a purpose other than agriculture.

“agri-village” means a privately established and managed settlement situated on private land within a farming area and exclusively accommodates the local agri worker community.

“agricultural holdings” means small agricultural properties on the urban fringe.

“agricultural industry” means the processing of locally sourced (i.e. from own and/or surrounding farms) products due to the perishability thereof and it should be subservient or related to the dominant agricultural use of the property and/or surrounding farms.

“agri workers” means labourers and farm managers that are involved in the primary agricultural activities on the farm or any other activity that is reasonably connected with the main farming activities (e.g. the harvesting, cooling, storing, sorting, packing and packaging of agricultural produce), including those working in agricultural industries.

“biodiversity offset” means those mechanisms used in certain instances to offset/compensate for unavoidable, residual biodiversity loss in threatened ecosystems.

“commonage” refers to land owned by a municipality that was usually acquired through state grants or from the church. The precise legal position of commonage normally depends on the specific conditions under which the land was granted, or the conditions contained within the title deed of the land, but generally it is to serve the needs and interests of the poorer residents of a specific town. Municipal commonage is land which has a public character and should be made available on a leasehold basis. Municipal commonage differs from other municipal owned land in that the residents of the town have acquired grazing rights on the land, or the land was granted expressly to benefit the needy local residents. (Policy Document 12/1997: Municipal Commonage: Policy and Procedures, DRDLR)

“critical biodiversity areas (CBA)” means areas that are required to meet biodiversity targets for species, ecosystems or ecological processes and infrastructure. These include: all areas required to meet biodiversity pattern (e.g. species, ecosystems) targets; critically endangered ecosystems (terrestrial, wetland and river types); all areas required to meet ecological infrastructure targets, which are aimed at ensuring the continued existence and functioning of ecosystems and delivery of essential ecosystem services; and critical corridors to maintain landscape connectivity. CBAs are areas of high biodiversity and ecological value and need to be kept in a natural or near-natural state, with no further loss of habitat or species. Degraded areas should be rehabilitated to natural or near-natural condition. Only low-impact, biodiversity-sensitive land uses are appropriate.

“development management” means the management of land development on a provincial and municipal level through mechanisms such as planning regulations, by-laws, zoning schemes, building plan applications etc.

“ecological support areas (ESA)” means areas that are not essential for meeting biodiversity targets, but that play an important role in supporting the functioning of Protected Areas or Critical Biodiversity Areas, and are often vital for delivering ecosystem services. They support landscape connectivity, encompass the ecological infrastructure from which ecosystem goods and services flow, and strengthen resilience to climate change. ESAs need to be maintained in at least a functional and often natural state, in order to support the purpose for which they were identified, but some limited habitat loss may be acceptable. A greater range of land uses over wider areas is appropriate, subject to an authorisation process that ensures the underlying biodiversity objectives and ecological functioning are not compromised. Cumulative impacts should also be explicitly considered.

“gender mainstreaming” is a widely used concept within the international development community and stems from the recognition that the differences and disparities between women and men are closely linked and impact all aspects of society, at macro, meso and micro levels. Therefor a gender perspective must be integrated at all levels and in all facets of planning and management. As a concept, mainstreaming of gender in this Rural Areas Guideline refers to an integrated approach towards the goal of gender equality, and as such, mainstreaming should strengthen the legitimacy of gender equality as a fundamental goal, to be reflected in all development and institutional practices and processes, and as such be able to influence the broader economic, political and social policies and structures.

“high potential agricultural land” means the best land available for, suited to and capable of consistently producing optimum yields of a wide range of agricultural products (food, feed, forage, fibre and oilseed), with minimum damage to the environment.

“land use planning” means spatial planning and development management.

“protected areas (PA)” means areas that are formally protected by law and recognised in terms of the NEM: PAA. This includes gazetted private Nature Reserves and Protected Environments concluded via a stewardship programme.

“rural areas” means all areas outside of the physical outer edge of existing built-up areas and settlements, no matter how small; i.e. all non-urban areas outside of settlements.

“rural development” is a multi-dimensional term, whose meaning encompasses: improved and sustainable provision of services to rural communities; enhanced opportunities for rural income generation and local economic development; improving the functionality and integrity of ecosystems; upgraded physical infrastructure; social cohesion and physical security within rural communities; upholding rural cultural values and lifestyles; active representation in local political processes; and provision for the vulnerable. (Adapted from RSA Integrated Sustainable Rural Development Strategy (ISRDS) 2000).

“site development plan” means a detailed graphical depiction of the exact intention and scope of a proposed development. Features to be indicated include: the exact proposed footprint, existing buildings, landscaping and infrastructure provision, the placement of the new activity in relation to existing buildings on the farm, details on infrastructure provision, engineering services, access and parking arrangements and the position and nature of all proposed signage and landscaping.

“unique agricultural land” means land that is or can be used for producing specific high value crops. It is not necessarily high potential but important to agriculture due to a specific combination of location, climate or soil properties that make it highly suited for a specific crop when managed with specific farming or conservation methods. This includes land of high local importance where it is useful and environmentally sound to encourage continued agricultural production, even if some or most of the land is of mediocre quality for agriculture and is not used for particularly high value crops.

“urban areas” means the footprint of any settlement, being it a city, town or village.

“urban fringe” means the spatial transition area located between the built-up area of a town/urban centre and its rural hinterland and is characterised by both urban and rural development pressures.

IMAGE REFERENCES

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ANNEXURE A

THE PURPOSE, STATUS AND APPLICATION OF GUIDELINES

1. THE PURPOSE

Guidelines refers to information or a toolkit, which intends to advise people on the best practice of how something should be done or what something should be.

The purpose of guidelines in the context of the land use planning functionality is to guide decision making by assisting to determine the extent of desirability of the proposed land use. Land use planning guidelines therefore provide clarity and certainty to applicants, authorities and functionaries on the understanding and consistent application of concepts related to the associated regulatory land use management practices and processes and to ensure that administratively sound decisions are taken.

2. THE LEGISLATIVE CONTEXT

Even though land use management is primarily a competency of local government, the provincial government also have a Constitutional mandate to regulate land use planning when such matters falls within the scope and interest of provincial planning and other provincial competencies. This mandate includes support to municipalities, which may include the issuing of land use management guidelines that serve in the interest of both provincial and municipal planning.

Development in the rural areas in general and specifically on land zoned for agricultural purposes, are a primary concern of the WCG. The Western Cape Land Use Planning Act, 2014 (Act 3 of 2014), read together with Section 10(1)(b) of the Land Use Planning Regulations, 2015, stipulates

provisions when the compulsory provincial comment or a provincial land use application are required if the development of agricultural zoned land is intended. To assist and facilitate applications in rural areas and decisions taken by municipalities on such applications, and especially if the land is zoned for agricultural purposes, the Department has also developed these **Rural Areas Guideline**.

The basis for decision making on any land use and land development applications, are stipulated in SPLUMA sections 22 and 43. The relevance of these **Rural Areas Guideline** finds application as a basis for decision making in accordance with the following prescripts in section 42:

(1) In considering and deciding an application a Municipal Planning Tribunal must-(b) make a decision which is **consistent with norms and standards**, measures designed to protect and promote **the sustainable use of agricultural land, national and provincial government policies...**;

It is evident that the concept of consistency is entrenched in the planning law provisions. It is thus a requirement for an applicant to address, motivate and demonstrate a development application's consistency with any applicable guidelines. Similarly, an application must, in the first instance, be assessed for consistency in relation to the guidelines which may require a degree of discretion in determining consistency.

A development proposal or development application can be considered consistent with the guidelines by virtue of the fact that:

- the guidelines provide for the development through its proposals, or
- it is deemed to be consistent with the guidelines as it is not necessarily clearly in conflict with the intent and purpose of the provisions of the guidelines

3. THE STATUS OF GUIDELINES

Guidelines are never mandatory, are not binding and are not enforced. Within the realm of both the relevant legislative prescripts and land use planning practice, there are however some definite boundaries in the application of guidelines. A guideline document will therefore provide a framework to give more clarity on the meaning, boundaries and application of these terms when land use and land development applications are motivated, evaluated, and decided on.

It must therefore also be noted that advice provided on the basis of guidelines would not constitute a consistency ruling on the matter, but rather informed comment that applies to such guidelines. Whilst these guideline attempts to provide greater clarity and give direction to the application of these concepts, the decision-maker are not bound by such direction that is derived from advice provided during e.g. a pre-consultation meeting.

4. THE APPLICATION OF GUIDELINES

It is important for decision-makers to note that consistency is not always an absolute concept, and more so when the basis for such determination is a guideline. There is also some degree of elasticity in the understanding and interpretation of guidelines, which may give rise to some degree of discretion in its application when land use and land development applications are being motivated, evaluated and decided on.

When an absolute or outright consistency finding is not possible, there should however still be substantive consistency for the purpose of compliance. This means that when consistency with a guideline is measured, it would not be appropriate to make an inconsistent finding if the proposal fails on any single aspect of the guidelines.

It is thus also imperative that the evaluation address the guidelines as a whole, as opposed to the individual aspects concerned. Assessment of

an individual application in terms of the principles should therefore occur on the basis of how it contributes or detracts from achieving the overall objective of the guidelines as a whole as opposed to concerning a single aspect of the guideline.

It would however be appropriate for the decision maker to apply his or her mind to the relative weight which should be attached to the aspects, with which the proposed application does not comply with. The consideration of the importance of such aspect cannot be generic and must take into account the unique context of the proposed application.

Decision makers are thus required to undertake an evaluative exercise for the purpose of determining consistency of the proposed application with the subject guidelines. A proposed development will deviate from the guidelines if it is substantially inconsistent with such provisions.

5. DEVIATION FROM GUIDELINES

A decision maker is however not prohibited from taking a decision on a land development application if the decision deviates from the guidelines, provided that the application must motivate to justify the deviation. In such instances the unique and exceptional circumstances which are relevant and present in the context of the application in question, may render the applicable guidelines inappropriate.

In such a case, the decision-maker must consider whether there are any cases which render the application of the guidelines to the applicant's particular case undesirable or improper or, to put it differently, if the applicant's case is an exceptional proposal. It is thus imperative that justification or good reason for departing from the guidelines are properly motivated.

Where a finding of consistency cannot be made, and the application consequently deviates from the guidelines, the application must be supported with a description of the deviation in the application, a motivation with

reasons why a departure in the particular case is justified, and the impact of such deviation on the overall objective of the applicable guidelines.

A key element and consideration for such justification would be that the proposed development that is inconsistent with the broadly applicable concepts of the guidelines, would not undermine the main goals and objects of the guidelines.

Factors for deviation are relevant in the context of the application in question, and are deemed to be present in the instance of the proposed development. This context may render the applicable guidelines potentially inappropriate in the context of the specific application, and the proposed development should be motivated by the applicant to be noticeably different from other similar types of developments as a means to support and justify the intended deviation.

It seems to be the notion that once it has been determined that justifiable motivation exist to deviate from the guidelines, that the application must be approved and the deviation from the guidelines is then permissible. Consistency with the guidelines is however not the only consideration and there are other principles of the subject planning laws, the relevant planning frameworks and policies which also needs to be applied and assessed to evaluate the desirability of the proposed development. It would accordingly be possible that an application may be refused in terms of a lack of consistency or desirability with other relevant considerations even though it was found that justifiable motivation exists to deviate from any specific and applicable guideline document.

A deviation from the guidelines should nevertheless be undertaken with caution, and should avoid its extrapolation to the wider area, avoid future precedent based motivation of applications and possible resultant cumulative impacts. Guidelines will also serve no purpose if adherence to it is not the norm, hence the logical provision for the criteria of justifiability when decisions that are inconsistent with the guidelines are made.

ANNEXURE B

LEGISLATIVE AND POLICY FRAMEWORK

1. INTERNATIONAL POLICY INFORMANTS

In 2015 the African Union adopted **Agenda 2063: The Africa We Want** as a roadmap for continental development. Essentially it aligns thinking from across the continent and distils the vision in a set of seven aspirations. Aspiration 1 calls for “A prosperous Africa based on inclusive growth and sustainable development” and states that: “We aspire that by 2063, Africa shall be a prosperous continent, with the means and resources to drive its own development” and sets, amongst others, the following goals:

- Cities and other settlements are hubs of cultural and economic activities, with modernized infrastructure, and **people have access** to affordable and decent housing including housing finance together with all the basic necessities of life such as, water, sanitation, energy, public transport and ICT (Information and Communication Technology).
- Economies are structurally transformed to create **shared growth**, decent jobs and economic opportunities for all.
- Modern agriculture for increased production, productivity and value addition contributes to farmer and national prosperity and Africa’s collective **food security**.
- Africa’s unique natural endowments, its environment and ecosystems, including its wildlife and wild lands are **healthy, valued and protected**, with climate resilient economies and communities.

The United Nations’ **Sustainable Development Goals (SDG), 2016** go beyond social development and include all three dimensions of sustainable development – social, economic and environmental.



The SDGs are universal, complex and integrated, implying that the goals and targets are relevant to all countries and all stakeholders within the countries. The principle of “no one left behind”, which is one of the overriding messages of the new agenda, advocates for countries to go beyond averages. The SDGs should benefit all – eradicating poverty and reducing inequalities.

The **New Urban Agenda (NUA)**, adopted at the Habitat III Conference in October 2016 will aim for city sustainability, shaping our liveability, homes and neighbourhoods. The agenda responds to the urban century and recognises the growth energised by cities but also their spatial, social, cultural and economic inequalities. The most relevant SDG to the NUA is SDG 11, which aims to: make cities, communities and **human settlements inclusive, safe, resilient and sustainable**. The Action Framework for the Implementation of the New Urban Agenda noted that effective planning and design depend on the **principles of connectedness, inclusivity and resilience** and calls for appropriate planning and design processes that will contribute to the definition of compact urban footprint, agricultural

and natural protection areas, preventing unwanted urban sprawl, and strengthening urban-rural linkages.

As noted in the **Habitat III Issue Papers, 10 – Urban-Rural Linkages, United Nations Conference on Housing and Sustainable Urban Development, 2016**, “urban and rural areas depend on each other. Urban centres depend on rural areas and the rural sector for a range of goods and services, notably food, clean water, environmental services, and raw materials among others. Rural areas in turn typically depend on urban areas for access to services, employment opportunities, and markets. The role of small and medium sized towns, is integral, as they frequently provide a bridge between rural dwellers and urban centres, strengthening the economic opportunities, providing a market and access to basic services.

Urban-rural linkages refer to complementary and synergetic functions and flows of people, natural resources, capital, goods, employment, ecosystem services, information and technology between rural, peri-urban and urban areas. Balanced outcomes for economic growth across urban and rural areas are a vital objective of sustainable development that leaves no one behind. Rather than competing for scarce resources, the discourse needs to evolve towards understanding the synergies that can be obtained from sustainable, balanced investments and managing trade-offs to achieve a shared destiny.

The **urban-rural linkages** agenda promotes complementarities and networks of places, rather than segregation. It aims to highlight the differences and comparative advantages of places in order to enhance linkages. This dynamic relationship is reflected in large cities, which have significant economic advantages and opportunities, and smaller towns, which play important functions in the development of their surrounding rural regions and support a more diverse local economic base. Meanwhile, despite rural areas being a source of unprecedented migration, they are also peaceful and harmonious areas to live in, providing “water towers” and cultural relief for citizens, if managed sustainably.”

The NUA acknowledged the principles and strategies for urban and territorial planning contained in the **International Guidelines on Urban and Territorial Planning (IG-UTP)**, adopted in April 2015. The IG-UTP is built on one goal: **improving policies, plans, designs** and implementation processes leading to more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change. To orientate and guide decision-makers in developing or reviewing urban and territorial policies, plans and designs through an integrated planning approach, the Guidelines are structured along 12 key planning principles and 114 recommendations in 5 main sections and addressed to the 4 stakeholder groups.

The **International Framework for the Evaluation of Sustainable Land Management (FESLM)** (Food and Agriculture Organization of the United Nations 1993) proposes a strategic framework approach for evaluating sustainable land management. The basis for sustainable agriculture is to strive towards implementing agricultural activities by combining technology, policies and activities to integrate natural resources with socio-economic principles of: **Productivity, Security, Protection, Viability and Acceptability**. These are seen to be the basic “pillars” on which sustainable land management must be constructed and against which its findings must be tested and monitored.

2. LEGISLATIVE AND POLICY CONTEXT IN SOUTH AFRICA

The **Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983) (CARA)** provides for the conservation of the natural agricultural resources of South Africa by the **maintenance of the production potential of land** and it promotes the conservation of the soil, the water sources and the vegetation.

The **National Environmental Management Act, 1998 (Act 107 of 1998) (NEMA)** calls for **development to be socially, environmentally and economically sustainable** as the environment is held in public trust for

the people; the beneficial use of environmental resources must serve the public interest and the environment must be protected as the people's common heritage. The Act provides for a framework for integrating good environmental management into all development activities and promote certainty with regard to decision-making by organs of state on matter affecting the environment.

The **Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013) (SPLUMA)** introduced significant changes to the **spatial planning, land use management and land development system** in South Africa and provided clarity to a three-sphere system of integrated planning at the national, provincial and municipal sphere. The role of municipalities as the authorities of first instance has been re-affirmed and the Act allows for the creation of Provincial Legislation and Municipal By-laws that relates to the specific context in a province or municipality.

The 2012 **National Development Plan: A Vision for 2030 (NDP)** is a plan to unite South Africans, unleash the energies of its citizens, grow an inclusive economy, build capabilities, and enhance the capability of the state and leaders **working together to solve complex problems**. Of relevance are the NDP's spatial priorities for:

- Urban and Rural Transformation
- Improving Infrastructure
- Building Environmental Sustainability
- Resilience.

The NDP's key objectives to be achieved by the year 2030 are to eliminate income poverty and reduce inequality.

The 2016 **Integrated Urban Development Framework (IUDF)** steers urban growth towards a sustainable model of compact, connected and coordinated towns and cities and provides a roadmap to implement the NDP's vision for spatial transformation – **creating liveable, inclusive** and resilient towns and cities while reversing apartheid's spatial legacy. To achieve this transformative vision, the IUDF sets four strategic goals:

- **Spatial integration:** To forge new spatial forms in settlement, transport, social and economic areas.
- **Inclusion and access:** To ensure people have access to social and economic services, opportunities and choices.
- **Growth:** To harness urban dynamism for inclusive, sustainable economic growth and development.
- **Governance:** To enhance the capacity of the state and its citizens to work together to achieve spatial and social integration.

The economic, social and environmental interdependence of rural and urban areas is widely acknowledged. The rural-urban interdependence perspective considers and capitalises on the intense flow of public and private capital, people (migration and commuting), goods (trade), services, ideas and information between the urban and rural areas. Developing solutions to benefit the whole country is difficult if rural and urban areas are seen as opposites, especially as these areas are becoming increasingly integrated because of better transport and communications, and migration. Therefore, focusing on linkages (not separateness) can help reframe how development occurs in rural and urban areas. Strong linkages can enhance growth by facilitating the flow of resources to where they will have the largest economic and social net benefits (page 29). Good infrastructure should enhance socio-economic development by providing access to urban markets, health and education facilities, and employment opportunities. Furthermore, road and rail infrastructure should link local farmers to food

processing industries. National and provincial governments, working with local government, should invest in the development of good transport networks (road and rail) and ensure the alignment of Strategic Infrastructure Projects (SIPs) with other major transport investments. Promoting access to ICT infrastructure (such as fast broadband and mobile coverage) in both urban and rural areas is also critical in improving rural-urban linkages (page 73).

Through the **National Strategy for Sustainable Development and Action Plan 2011 – 2014 (NSSD 1)** a fixed definition of these terms has been accepted in a South African context:

- **Sustainability** (or a sustainable society) is seen as the overall goal of the NSSD 1. Sustainability in this context implies **ecological sustainability**. In the first instance, it recognises that the maintenance of healthy ecosystems and natural resources are preconditions for human wellbeing. In the second instance, it recognises that there are limits to the goods and services that can be provided. In other words, ecological sustainability acknowledges that human beings are part of nature and not a separate entity.
- **Sustainable development** is the process that is followed to achieve the goal of sustainability. Sustainable development implies the selection and implementation of a development option, which allows for appropriate and justifiable social and economic goals to be achieved, based on the meeting of basic needs and equity, without compromising the natural system on which it is based.

The **Rural Land Use Management and Regulatory Guidelines** for South Africa (draft 2017) drafted by the Department of Rural Development and Land Reform is a strategic instrument, emanating from SPLUMA to help in the achievement of various policy objectives as set out by the NDP, the Comprehensive Rural Development Programme (CRDP) and SPLUMA. It provides the necessary guidance in the definition of rural areas, framing of

desired rural spatial planning outcomes and facilitate interaction between the various spheres of government in achievement of such outcomes. The principal aim of the Guidelines is to provide a framework for integrating land use in rural areas into formal municipal planning processes in a way that allows adaptation to the diversities of different rural contexts of South Africa.

The **Guideline on Need and Desirability (2017)** compiled by the Department of Environmental Affairs contains information on best practice and how to meet the peremptory requirements prescribed by the legislation and sets out both the strategic and statutory context for the consideration of the need and desirability of a development involving any one of the NEMA listed activities. Need and desirability is based on the principle of sustainability, set out in the Constitution and in NEMA, and provided for in various policies and plans, including the NDP. Addressing the need and desirability of a development is a way of ensuring sustainable development – in other words, that a development is **ecologically sustainable and socially and economically justifiable** – and ensuring the simultaneous achievement of the triple bottom-line.

Based on the NDP and SPLUMA as guides and drivers, interrelated shifts with regards to our rural areas are proposed by the **National Spatial Development Framework** (draft September 2018) (NSDF) to ensure the movement to a truly Post-Apartheid National Spatial Development Pattern.

- Recognising the need to develop and strengthen regional-rural systems in the pursuit of vibrant, inclusive and sustainable rural development.
- Pursuing the identification, development and strengthening of **‘regional development anchors’** in rural areas, to (1) connect urban to rural areas in mutually-beneficial ways, and (2) act as catalysts for regional-rural development.
- Developing a systems-based **‘polycentric rural service-delivery**

network' around regional developments anchor and carefully selected 'rural service towns', to provide quality public services, and ensure far greater levels of rural-to-rural interaction and local economic development.

- Exploring the delineation of '**rural edges**' in rural areas to ensure the protection of (1) the unique, intrinsic qualities of our rural areas, (2) the cultural, customary and historical value they have, and (3) the often highly sensitive ecosystems they harbour.
- Pursuing **intra-rural** trade as core systemic and social glue/cohesion-activity between villages and towns in rural areas, and not malls, which at core are little more than 'one-sided extraction transaction points'.
- Pursuing greater **resilience of rural areas through diversification**, in so doing ensuring that they are not and do not become 'single economic sector' places.

The **Small Town Regeneration (STR)** Programme of SALGA is aimed at the regeneration, restoration and fulfilling the economic potential of underperforming small towns. It looks for ways and means to **strengthen small town economies**; provide better quality of life; and build and leverage on the local assets of such towns. It further acknowledges that regional connectivity and economic value chains are the main conduits that enable economic development on a larger scale. Understanding the economic regions within which the municipalities are located presents a real opportunity for **cross boundary municipal collaboration, cooperative spatial governance and joint planning** for achieving shared economic futures. The Karoo STR Initiative is part of the wider STR Programme and it is intended to be a strategic partnership between public, private, academic, non-governmental as well as community based organisations within the Karoo across the Provinces of the Western Cape, Northern Cape, Eastern Cape and Free State.

3. PROVINCIAL POLICY AND OBJECTIVES

Land use planning principles set out in SPLUMA and the **Western Cape Land Use Planning Act, 2014 (Act 3 of 2014) (LUPA)** apply to all organs of state responsible for the implementation of legislation regulating the **utilisation and development of land and guide spatial development frameworks, zoning schemes or any policy concerning land use planning**, any steps to ensure sustainable development and the consideration of applications that impacts on the utilisation and development of land.

The Province of Western Cape: **Policy for the Settlement of Farm Workers, September 2000** (PN414/2000, No. 5572) strives at creating "on the farm" and "off the farm" settlement options to allow Western Cape farm workers and their dependents to fully benefit from the various tenure, housing and subsidy benefits and rights which are availed to them, and explaining how and where these options can be achieved. Alternative settlement options should be available to promote and facilitate permanent settlement, in line with local needs and circumstances. The settlement of rural dwellers must contribute to **sustainable community, rural and agricultural development** in the Western Cape.

It is the vision of the Western Cape that access to land on the fringe of urban areas, and its utilisation, will contribute to **sustainable agricultural and urban development**. The Province of Western Cape: **Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000** (PN415/2000, No. 5576) aims at creating opportunities for aspirant farmers to access land and develop agricultural holdings in the urban fringe, and explain how municipalities can manage the implementation of these opportunities.

The Provincial Strategic Plan 2014-2019 (PSP) gives highest priority to economic growth and job creation and builds on the 2012 **OneCape2040** initiative which complements the NDP and sets the goal of "**creating a resilient, inclusive and competitive Western Cape with higher rates of employment producing growing incomes, greater equality and an improved quality of life**".

The **Provincial Strategic Plan (PSP)** sets out the Western Cape Government's vision and strategic priorities. The WCG remains committed to building an "Open-opportunity Society for All" in the Province, which is also the cornerstone of the Constitution. The PSP gives expression to a strong view that progress must be built on a "whole-of-society" approach in which citizens, civil society and business actively partner with the state – encapsulated in the Western Cape Government's "Better Together" slogan. The PSP is also closely aligned with the NDP, which commits South Africa to ending poverty by 2030; as well as the Medium-term Strategic Framework as the national implementation framework for the NDP. The PSP also reflects the PSDF – a critical enabler for development – and the longer-term OneCape 2040 vision of "a highly skilled, innovation-driven, resource-efficient, connected, high-opportunity society for all". The PSP translates this vision into an actionable, measurable policy agenda focused both on tackling the Province's greatest challenges, and on unlocking the full potential of its people. Finally, the PSP is underpinned by the six core values of the WCG: Caring, Competence, Accountability, Integrity, Innovation and Responsiveness.

The **Provincial Biodiversity Strategy and Action Plan (PBSAP)** aligns with the National and Provincial Medium Term Strategic Frameworks 2014-2019 as well as the National Biodiversity Strategy and Action Plan (NBSAP), 2015-2025. It integrates South Africa's obligations under the Convention on Biological Diversity into the provincial context. The PBSAP is a strategic framework which prioritises and co-ordinates the collective efforts of stakeholders to ensure that biodiversity and **ecological infrastructure is optimally conserved, sustainably utilised; and that benefits are equitably shared.**

The **SmartAgri Plan**, the Western Cape Climate Change Response Framework and Implementation Plan for the Agricultural Sector (2016) builds on the Western Cape Climate Change Response Strategy (2014) and its Implementation Framework, specifically the focus area of "Food Security". It also aligns closely with the WCG: Agriculture Strategic Goals. One of

the seven Goals is "Optimise the sustainable utilisation of water and land resources to increase climate smart agricultural production". The SmartAgri Plan suggests that the Western Cape Department of Agriculture and other sectoral institutions and stakeholders pursue the vision of: **"Leading the Way to a Climate-Resilient Agricultural Future for the Western Cape"**. In pursuit of this vision, the SmartAgri Plan proposes the following four Strategic Focus Areas (SFA):

Promote a climate-resilient low carbon production system that is productive, competitive, equitable and ecologically sustainable across the value chain.

- Strengthen effective climate disaster risk reduction and management for agriculture.
- Strengthen monitoring, data and knowledge management and sharing, and lead strategic research for climate change and agriculture.
- Ensure good co-operative governance and institutional planning for effective climate change response implementation for agriculture.

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