

5. LAND USE POLICIES AND GUIDELINES

5.1 INTRODUCTION

The objective of this section is to provide land use management guidelines to assist the local authority in the decision making process. Policies and guidelines can be refined on an on-going basis. This chapter should also inform the processes related to compiling a revised and integrated new zoning scheme for the Overstrand Municipal area.

5.2 AGRICULTURAL LAND USE POLICY

5.2.1 Background

The agricultural sector accounts for 13% of the labour force employed in the Overstrand municipal area. As agricultural land is a non-renewable resource, it is necessary to have guidelines to inform land use management and to protect and conserve those valuable agricultural resources.

5.2.2 Key spatial policy concerns / issues: Summary

- Land use and development:
 - Protect areas with high agricultural production potential
 - Provide guidelines to assess the desirability of non-agricultural land use applications
 - Provide guidelines to assess the desirability of subdivisions on land zoned for agricultural purposes
 - Provide guidelines for the establishment of off-the-farm settlements / agri-villages
 - To implement a system of proper land use planning on farms to separate soil-based productive areas from sensitive environments and unproductive land.

5.2.3 Objectives

- Objective 1: To protect prime and unique agricultural areas.
- Objective 2: To assist local communities in identifying potential areas for small-scale farming.
- Objective 3: To provide guidelines that will assist the local authority to assess land use applications outside urban areas.

5.2.4 Prime and unique agricultural soils

(i) Motivation

The identification and mapping of prime and unique agricultural areas will ensure that stringent measures and policies can be implemented to protect valuable agricultural production areas. As classification currently does not exist, special provisions should be made as an interim measure for areas classified as high primary production areas. These provisions should include land use management guidelines compiled to protect the top soils, undesirable subdivisions, restrictions against non-agricultural land use development and measures to promote optimal utilisation of agricultural land and available water resources. High agricultural production potential areas are located along the coast from Rooi Els to Buffeljags (refer Volume I: *Plan 35* and *Figure 11*).

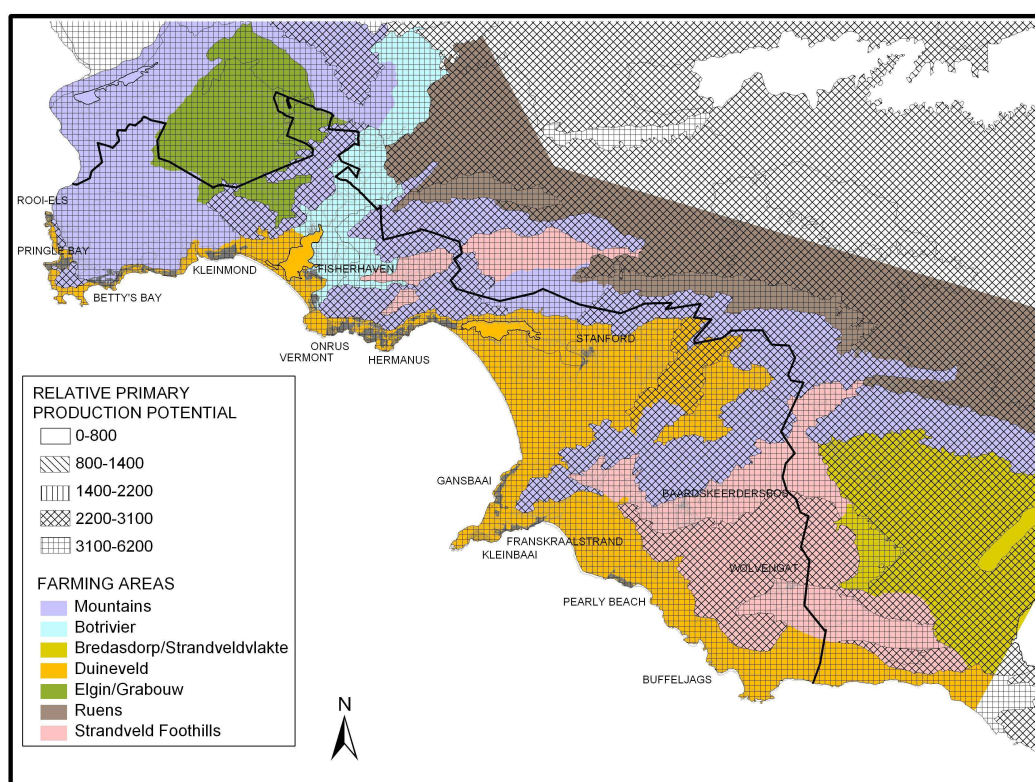


FIGURE 11: AGRICULTURAL SOILS AND THE PRODUCTION POTENTIAL

(ii) Policies and guidelines

No.	Policy statement
P2.1	High agricultural production areas are those areas where agricultural development should be promoted as indicated on Plan 35 (Volume I) and protected against non-agricultural development and resource degradation.
P2.2	Sustainable use of agricultural land and resources should be promoted. The agricultural sector should employ the principles of "Land Care" as endorsed by the Department responsible for Agriculture.

Issue	Guidelines
High production potential areas	<ul style="list-style-type: none"> Retain high production potential areas exclusively for agricultural purposes

Issue	Guidelines
Land Care	<ul style="list-style-type: none"> In adherence to the principles of Land Care (refer paragraph 5.2.8), natural resources for agricultural production purposes should be used in a sustainable manner with special reference to water usage, grazing, cultivation and soil potential.
Subdivision and sustainability	<ul style="list-style-type: none"> The subdivision and/or rezoning of land portions should be assessed only on the basis of studies certified by a specialist (i.e. soil report) to support the agricultural sustainability of the proposed subdivided portions
Placement of non-agricultural uses	<ul style="list-style-type: none"> General guidelines for the placement of non-agricultural land uses in high agricultural production areas: <ul style="list-style-type: none"> near / next to access roads and road intersections undevelopable agricultural areas at locations where the aesthetic impact is minimal at locations with minimum disturbance of agricultural land use activities and character.

5.2.5 Agri-holdings

(i) Motivation:

The agricultural areas, and more specifically the urban fringes of rural and urban nodes, are continually under threat from subdivision into non sustainable units. Urban growth is encroaching onto surrounding farming areas and agricultural land in the urban fringe is more intensively used. Emerging farmers also seek locations near urban and rural nodes to enter into the agricultural sector.

Agricultural holdings exist in many forms, the main types of ventures according to the Policy for the establishment of agricultural holdings in the urban fringe, September 2000 (P.N. 415 / 2000) are:

- Commercial: Farming venture to make a profit
- Project-based: Individuals /group managed by a legal entity for profit or new farmer training, income supplementation or any combination of these.
- Community Agriculture: Part-time farming and subsistence farming ventures managed by a legal entity for food / income supplementation, skills training and subsistence purposes.

Development of bona fide agri-holdings can make a significant contribution to local economic development for rural communities while also with creating opportunities for aspirant farmers. An agri-holding policy should therefore seek to spatially guide the development of agri-holdings that will contribute to sustainable agricultural development.

(ii) Policies and guidelines

No.	Policy statement
P3.1	Agri-holdings should only be established on land which will support the sustainable utilisation of agricultural resources.
P3.2	The Municipality should ensure that proper urban fringe planning exists incorporating agri-holdings before land use development applications are processed on commonages.

Issue	Guidelines
Definition / Description	<ul style="list-style-type: none"> Agri-holdings, whether for commercial purposes or according to the Land Reform Programme (i.e. project-based or community venture purposes), are developed for <i>bona fide</i> agricultural purposes.
Tenure / Ownership	<ul style="list-style-type: none"> Land identified for agri-holdings can be in private/public ownership. A Communal Property Association should be established.
Land Use	<ul style="list-style-type: none"> Agri-holdings are primarily intended for farming purposes. Residents on the specific farming unit should be involved in farming on the land unit. Settlement rights on agri-holdings should be restricted.
Locality	<ul style="list-style-type: none"> Within the urban edge or within Rural Development Areas (RDA's) – refer Section 5.4.4. On rural land or commonage. Primarily on land with high agricultural production potential.
Purpose	<ul style="list-style-type: none"> Land should be developed for <i>bona fide</i> agricultural purposes; Can also include non-soil based agricultural activities (e.g. vegetable tunnels).
Subdivision	<ul style="list-style-type: none"> Where it is proposed to subdivide land for agricultural holdings, the land portion must be large enough to sustain an economic farming unit. Project participants/ beneficiaries may each be allocated land on the farming unit, but the cadastral unit on which the project is to be established should remain intact. Commonages should not be fragmented as a result of the establishment of agricultural holdings.

5.2.6 Agri-villages

(i) Motivation:

Agri-villages can exist as “on-the-farm” settlements and “off-the-farm” settlements and represents a partnership between farmer, farm worker and the government. Residence in an agri-village is restricted to *bona fide* farm workers and dependants of farms involved.

Currently no agri-villages exist in the Overstrand Municipality. However, the need exists to formulate criteria for the location of public settlements and private settlements for off-the-farm settlement of farm workers. **Several rural nodes exist within the study area and investigations should be undertaken to determine the desirability of these nodes for agri-village purposes.**

(ii) Policies and guidelines

No.	Policy statement
P4.1	“Off-the-farm” settlements should not be established (save for exceptional circumstances), where such a settlement will create a new town / public settlement. The approach should be to make optimum use of existing public investments in established towns / villages / hamlets / settlements.
P4.2	The creation of “off-the-farm” public settlements should be subject to socio-economic surveys to ascertain the <u>demand</u> for farm worker settlement (on a District level).
P4.3	Where “off-the-farm” private settlements are considered within rural settlements, consideration should be given to commuting distances (weekly) to urban nodes, availability of essential services (water, sewerage, electricity) and availability of community services (schools, clinic, municipal offices, etc.)

No.	Policy statement
P4.4	The local authority should ensure that farm worker housing within private settlements/agri-villages conforms to minimum standards (e.g. compliances with building regulations; minimum housing subsidy requirements; availability of drinking water; toilet facility in each house)
P4.5	Agri-villages should support the sustainable utilisation of agricultural resources.

Issue	Guidelines
Definition / Description	<ul style="list-style-type: none"> Agri-villages means a settlement for <i>bona fide</i> farm workers and dependants of a restricted size established and managed by a legal institution that is situated within an agricultural area. The development of an agri-village represents a partnership between farmer, farm worker and state.
Types of settlement	<ul style="list-style-type: none"> "Off-the-farm" settlement may be facilitated by two types of settlement, namely: <ul style="list-style-type: none"> within an existing town, commonage, "outspan" or other public land (a public settlement) on a commercial farm (a private settlement)
Security of tenure	<ul style="list-style-type: none"> Agri-village is developed, owned and managed by a legally constituted institution, such as: <ul style="list-style-type: none"> Trust; Communal Property Association; Sectional Title. Right of ownership not obligatory, but right of tenure afforded by a lease or notarial deed of servitude as the land and housing remain the property of the institution. Restrict "on-the-farm" accommodation to <i>bona fide</i> workers and retirees to prevent the establishment of rental residential complexes and new rural settlements.
Subdivision	<ul style="list-style-type: none"> Can be subdivided if the development envisaged on the subdivided portion/s is cost effective and feasible in terms of: <ul style="list-style-type: none"> provision of access; housing; services; Avoid cadastral fragmentation of agricultural land Avoid "urbanisation" of rural areas. Avoid sprawl of agri-village.
Spatial location	<ul style="list-style-type: none"> Should be located on land with low agricultural potential. Should be located in close proximity to existing agricultural nodes / farm buildings. If "on-the-farm," then it should be located in close proximity to existing structures
Circumstances when "off-the-farm" settlement can be supported	<ul style="list-style-type: none"> If no established settlements exist within practical commuting distance of the farm where farm workers are employed, and the municipality has no feasible means of establishing and managing a new public town/settlement. Where the owners and the workforce have identified sufficient demand in a location where communal facilities and services can be cost effectively provided. Where the type of product cultivated or nature of farming activities precludes "on-the-farm housing" (e.g. pest control).
Visual Impact	<ul style="list-style-type: none"> Housing units in the settlement should be grouped together. The siting of agri-villages should be subject to a visual impact assessment (refer section 5.3.10). The development of an agri-village should be subject to approved urban design and architectural guidelines.

5.2.7 Subdivision of agricultural land

(i) Motivation:

The subdivision of land zoned as Agriculture Zone I and the subdivision of economically sustainable agricultural units into non-sustainable units reduces the agricultural production potential of farming units. Further implications are the loss of rural character, the creation of new rural nodes and problems relating to service provision.

For the purposes of determining the minimum size of a sustainable farming unit, a number of variables may apply, such as:

- production type (i.e. wine, deciduous fruit, vegetables, livestock, etc)
- management competency
- land prices
- potential of soil
- availability of water (an agreement on allocation of existing lawful water use must be registered to the apportioned property. Within 60 (sixty) days of a sale, an application must be submitted to DWAF for such licensing.

(ii) Policies and guidelines

No.	Policy statement
P5.1	Subdivision of agricultural land should be strongly resisted except where it is consistent with the requirements as stipulated by Subdivision of Agricultural Land Act, 1970 (Act 70 of 1970) and the related policy of the responsible department.
P5.2	Prime and unique agricultural land should be protected (refer to section 5.2.4).
P5.3	Agricultural land may only be considered for subdivision on the basis of proof that the subdivided units will be economically sustainable productive units.
P5.4	The norms and guidelines for the ideal land unit size for agricultural purposes formulated by the Department of Agriculture: Western Cape shall govern the applications for subdivisions.

Issue	Guidelines
Sustainability	<ul style="list-style-type: none"> • Adequate proof to be provided of sustainability of subdivided portions based on a report by a qualified soil scientist supported by the responsible government department. • Where the type of farming is non-soil based (e.g. poultry), a report by a recognised specialist supporting the sustainability of the farming unit, will not necessarily constitute enough motivation for the subdivision of an agricultural land unit, but rather the production potential of the natural resources (i.e. soil, water).
Subdivision: Guidelines	<ul style="list-style-type: none"> • General guidelines for subdivision boundaries along natural features: <ul style="list-style-type: none"> - Tree lines - Contours - Sensitive areas - Rivers • General guidelines for subdivision boundaries: <ul style="list-style-type: none"> - Fence lines - Roads - Rail - Service servitudes

Issue	Guidelines
	<ul style="list-style-type: none"> - Canals
	<ul style="list-style-type: none"> • Where subdivision is allowed, the preferred separation of land units should be guided by: <ul style="list-style-type: none"> - Considerations relating to: <ul style="list-style-type: none"> Land uses; Conservation; Bulk infrastructure; Vehicular access arrangements. - Separation of agricultural and non-agricultural land uses. - Separation of agricultural and conservation areas (i.e. natural veld not usable for agricultural purposes). Environmentally sensitive areas should preferably be rezoned for conservation purposes (i.e. Open Space Zone III). • Create subdivisions along a road, railway line or bulk service bisect alignments that an agricultural unit, impacting on practical daily farming activities.
Subdivision : Size	<ul style="list-style-type: none"> • A subdivided portion should be large enough to sustain an economic farming unit. • Promote consolidation with other units.

5.2.8 Land Care and Area Wide Conservation Planning

(i) Motivation

The bioregional planning model provides a significant departure from previous planning models to a land use management system that is aimed at protecting ecosystems. While municipalities have a measure of control over land use practices and its implementation within urban areas, the urban fringe and other public owned land, almost 80% of land outside the abovementioned areas are privately owned farming areas. Therefore, in order to increase the benefits of the bioregional planning model, land use planning on a "farm level" needs to be incorporated into the overall spatial planning approach.

The approach adopted by the Department of Agriculture where large scale planning involves the local community to address the concerns of their community, while striving to improve the health of the land, is called **Land Care and Area Wide Conservation Planning**. Area wide planning strives to find common ground within a community where competition for resources and resource use issues exist (i.e. erosion, water logging, basic water quality, water supplies and endangered species).

(ii) Policies and guidelines

P6.1	Land Care Planning should be used as a mechanism to assist in decision making where the competition for natural resources is of primary importance.
-------------	---

Issue	Guidelines
Guidelines for implementation of a Land Care project	<ul style="list-style-type: none"> • Delineate the area using local priorities i.e.: <ul style="list-style-type: none"> - landscape features - watershed (i.e. Palmiet River Catchment, Botriver Catchment, Riviersonderend Catchment, Klein River Catchment, Sout River Catchment) - eco-regions - endangered species habitats

Issue	Guidelines
	<ul style="list-style-type: none"> • Formulation of a common goal by all stakeholders and develop a shared responsibility and conservation objectives. • Focus on natural systems and ecological processes to sustain resources. • Strive to balance natural resources with social and economic needs.
Sensitive areas	<ul style="list-style-type: none"> • Demarcate sensitive areas according to spatial planning categories on a 1:10000 scale map; • Protect untransformed areas; • Incorporate environmental corridors into the spatial organisation of land uses.
Mitigation of impacts	<ul style="list-style-type: none"> • Identify rehabilitation areas for incorporation into ecological corridors (e.g. river banks, alien infusion / infestation, soil erosion drainage lines, over grazing, etc.)
Land use change	<ul style="list-style-type: none"> • Implement site-specific sense of place criteria for the assessment of the potential impacts from the proposed land use change. • Ensure that the proposed land use change is consistent with the overall principles for the relevant SPC's (refer section 4).

5.2.9 Emerging Farmers: Land Reform Implementation Strategy

(i) Background

The need to accommodate emerging farmers within the overall spatial development framework, is highlighted by a document published by the Department of Land Affairs: Worcester District Office (October 2003) setting out the Overberg land reform implementation strategy for 2004 – 2006. The main objective of this document is to put into place strategies and systems that will achieve the national target for the transfer of 30% of agricultural land to previously disadvantaged individuals and to establish security of tenure for rural occupiers.

The following section provides a summary of the three strategic objectives of the Development of Land Affairs for the Overberg region.

(ii) Objective 1: Transfer of 30% land to previously disadvantaged

The Land Distribution for Agricultural Development (LRAD) programme provides access to agricultural land for those who qualify. A subsidy amount is provided to beneficiaries of R20 000 minimum if the beneficiary makes his own contribution of R5000. The amount can be enlarged if more funds are made available by the beneficiary.

The provision of commonage land is a second component of the redistribution policy where the municipality is the registered owner of the commonage. Depending on the method followed to secure the land, a lease contract is signed with the local authority. Commonage land can be used as a starting point to proceed from subsistence farming to small scale commercial and independent commercial farming. The municipality as the applicant and land owner can also apply for the subsidy and will be responsible for the management and monitoring of land use and development for agricultural projects.

(iii) Objective 2: Tenure of farm workers

This strategy focus on ensuring that housing is provided for those in the rural areas. Municipalities can play an important role to address the need for farm worker housing as most housing strategies of municipalities do not make any provision for farm worker housing. The subsidy amount is R16 000, but has been found to be insufficient to secure basic housing.

The Extension of Security of Tenure Act, 1997 (Act 62 of 1997) or ESTA, provides guidelines to land owners and occupiers relating to where and how farm evictions may / or may not be implemented. This Act applies to all land outside proclaimed townships. The focus of the Act is on two types of settlements, namely on-the-farm and off-the-farm settlements. The proposed policy for agri-villages according to section 5.2.6 of this document, provides the policy directives for land use management in this regard.

(iv) Objective 3: Planning and support

The focus of the Department's strategy will include:

- Ensuring that groups of people are identified for training
- Training should start before land is occupied
- Applicants for LRAD must have proof of previous exposure to farming
- Commercial farmers should be involved to help with capacity building
- Mentorship should be established during the planning/implementation process
- Investigations should be done to search for additional measures to implement land reform other than land acquisitions, such as establishing projects on commonage properties, food security projects, land leasing etc.
- The three main client groups that have been identified, are:
 - Subsistence farmers
 - Small-scale commercial farmers
 - Commercial farmers

It should be noted that the planning and implementation of the above objectives is a detailed sectoral initiative. This SDF serves to give cognisance to land reform and emerging farmers and further recommends that a detailed plan and implementation programme is urgently initiated to meet the abovementioned objectives within the Overberg District and more specifically the Overstrand Municipal Area.

5.2.10 Strategies

The following strategies are proposed for the implementation of the agricultural land use policy.

No.	Strategy
S1.1	<u>Pilot Land Care project</u> Implement as a pilot Land Care project, area wide planning where the sustainable utilisation of resources is of paramount importance.

5.3 RURAL LAND USE POLICY

5.3.1 Background

The change of land use from agricultural to other non-agricultural uses, outside demarcated urban areas, may have significant impacts, not only on environmental processes and eco-systems, but also on the character of the area, the existing historical settlement pattern, the provision of services, and the protection of agricultural land. The recent trend towards land use diversification resulting in a mixed land use pattern (i.e. tourism related land uses, agri-industries, etc) also referred to as transition areas can be attributed to the need to supplement or diversify from an agricultural economic base, to other income sources.

The practical need therefore exists to provide policies and land use management guidelines to inform the location and intensity of use, related to the following rural land uses:

- Extensive residential and rural holdings;
- Guest farms and bed & breakfast enterprises;
- Resorts;
- Residential Estates;
- Community Infrastructure;
- Agri-industries;
- Mining.

5.3.2 Key spatial policy concerns / issues: Summary

Land use and development (*refer to Vol 1 Sections 7 to 8*):

- Provide guidelines to assess the desirability of non-agricultural land use applications;
- Provide land use management guidelines for tourism development within rural areas;
- Provide guidelines to assess desirability of agri-industries; and
- Provide guidelines to assess the desirability of resort applications.

5.3.3 Objectives

Objective 1: Implement guidelines to protect the rural character of the area and scarce / valuable agricultural soil.

Objective 2: To designate transition areas that can accommodate land use diversification.

5.3.4 On-the-farm and off-the-farm : non-agricultural uses

For land use management purposes, distinction should be made between on-the-farm and off-the-farm non-agricultural related land uses.

Off-the-farm non-agricultural related uses provide a service to the rural and agricultural community including tourism uses and are located outside urban nodes and existing rural settlements. These enterprises are normally located along major routes on a property zoned for non-agricultural purposes.

On-the-farm non-agricultural uses are normally related to tourism, agri-industries and business. The uses are located on the same property as the farming unit. Generally less impact on the rural character of the environment results than for off-the-farm non-agricultural related uses.

(v) *Policies and guidelines*

No.	Policy statement
P7.1	While non-agricultural related land uses contribute towards economic development in agricultural and rural areas, their location and visual impact should be carefully assessed to ensure that the sense of place considerations of the development contribute towards / enhance the character of the rural environment.
P7.2	On-the-farm non-agricultural related development should only be supported where the development contributes towards the sustainability of the farming unit.
P7.3	Land use management should aim to restrict the intrusion of non-agricultural uses into agricultural areas, avoid sterilisation of agricultural resources, retain and reinforce homogenous agricultural development areas and reduce negative impacts on agricultural activities.
P7.4	Only non-agricultural land-uses that complement and support the rural and agricultural communities and local tourism should be permitted. These uses should be restricted to existing rural settlements and only in exceptional circumstances should non-agricultural uses be permitted outside rural settlements.

Issue	Guidelines
Subdivision: Off-the-farm (outside rural settlements)	<ul style="list-style-type: none"> The general restrictions for the subdivision of agricultural land shall apply according to section 5.2.7. Restrict the subdivision for non-agricultural related land uses to locations in close proximity of intersections at local roads and at approved access points.
Subdivision: on-the-farm	<ul style="list-style-type: none"> The general restrictions for subdivision of agricultural land shall apply according to section 5.2.7. Only in exceptional circumstances should the subdivision for non-agricultural purposes of land designated for agricultural purposes, be permitted. Avoid subdivision and investigate land leasing or rental to avoid forming unit fragmentation and permanent non-conforming uses.
Land uses: Off-the-farm	<ul style="list-style-type: none"> Restrict non-agricultural land uses to designated rural development areas (RDA's) (refer Section 5.4.4), rural areas and areas where a mixed land use character already exists. Restrict non-agricultural land uses to those that support the farming community and tourism development. Typical non-agricultural land use types include: <ul style="list-style-type: none"> farm schools, places of instruction agri-industries tourist facilities / accommodation (refer section 5.3.7) engineering services (bulk services) agri-village residential estates

Issue	Guidelines
Land uses: on-the-farm	<ul style="list-style-type: none"> Restrict non-agricultural land uses only to those that support the sustainable production potential of the farming unit. Typical non-agricultural land use types include: <ul style="list-style-type: none"> farm school agri-industry (refer section 5.3.8) tourist facilities / accommodation (refer section 5.3.7) agri-village (refer section 5.2.6)

5.3.5 Rural residential

(i) Motivation:

Rural residential is a recent land use phenomenon of most towns and is a direct response to the demand for residential living in a rural environment. Rural residential does not involve sustainable agricultural land use practices although agricultural related activities may occur in these areas.

The lack of land use management guidelines often results in an undesirable land use mix incorporating non-residential and non-agricultural related uses within the urban fringe (e.g. transport, services industries, panel beating, warehousing, etc.).

An additional concern is that proper urban fringe planning or planning of RDA (rural development areas) is required to ensure that the designation of rural residential takes into consideration sensitive areas, agricultural productive areas, future urban growth and services provision considerations.

(ii) Policies and guidelines

No.	Policy statement
P8.1	The designation of rural residential should be integrated with proper urban fringe or RDA planning to accommodate considerations relating to conservation, urban growth management, agricultural productive areas, small scale farming, services provision and impacts on the rural character.
P8.2	Rural residential areas should only be permitted on land which is regarded by the Department of Agriculture: Western Cape as of low soil production potential. Their size should be restricted and the only uses permitted should be those that are desirable within an urban environment.
P8.3	The rural residential land use category should be used to buffer extensive agricultural areas and conservation related environmentally sensitive areas, to buffer against residential intrusion of the agricultural area, to promote agri-tourism and to accommodate agri-related activities.
P8.4	The rural residential areas should ultimately represent rural and agricultural based land uses which reflect its intensive land use development character.

Issue	Guidelines
Location and description	<ul style="list-style-type: none"> Locate within demarcated urban edge, rural settlements and designated Rural Development Areas (RDA's) – refer to Section 5.4.4; On low agricultural production potential land.
Rural residential: Development parameters	<ul style="list-style-type: none"> Minimum size – 3000m²/unit Maximum size – 5ha

Land use parameters	<ul style="list-style-type: none"> • If desirable, the following land uses could be supported (if legal access to water/sanitation is available): <ul style="list-style-type: none"> - Dwelling unit; - Additional dwelling; - Home occupation - Bed and Breakfast; - Guest house - Nursery - Kennel - Riding school - Keeping of animals - Service trade - Agricultural - Warehousing
---------------------	--

5.3.6 Residential estates policy

(i) Motivation

Residential estates are a (popular) new land use trend within rural areas. Residential estates provide an exclusive life style within a high quality environment. Their distribution pattern and location need to be carefully assessed, to ensure that potential impacts relating to water resources, agricultural, visual and overall spatial development pattern are taken into consideration.

(ii) Policies and guidelines

No.	Policy statement
P9.1	The designation of residential estates should be integrated with proper urban fringe planning; the policies for the spatial development pattern (refer section 5.4) i.e. conservation, urban growth management, agricultural productive areas, small scale farming, services provision; impacts on the rural character and compliance with the land use management systems according to the spatial planning categories proposed in terms of the Bioregional Planning Model (refer section 4).
P9.2	Residential estates should not be permitted in areas designated for agri-holding purposes, areas regarded as having high productive agricultural potential and/or prime and unique agriculture areas, sensitive ecosystems or future urban growth areas.
P9.3	Residential estates should primarily be permitted within urban nodes, rural settlements and designated rural development areas (RDA's – refer Section 5.4.4).

Issue	Guidelines
Definition / Description	<ul style="list-style-type: none"> • Residential estates are harmoniously designed and built housing developments providing an exclusive lifestyle within a high quality environment. Residential estates are arranged in and around the biophysical features of that development (e.g. eco-estate, golf estate, agri-estate, equestrian estate).

Issue	Guidelines
Land use parameters	<ul style="list-style-type: none"> • Avoid fragmentation of natural systems and loss of biodiversity. • Where residential estates are dependant upon bulk civil services (sewer and water) from existing urban areas, these should be regarded as urban development. All other residential estates should be regarded as resorts (refer paragraph 5.3.7 (iv)). • Residential estates applications should be required to address and meet the requirements of the National Water Act (Act 36 of 1998) relating to "reserve determination", water services development plans and treated effluent requirements.
Development parameters	<ul style="list-style-type: none"> • The size of the development / number of units / density shall be determined: <ul style="list-style-type: none"> - by contextual informants such as environmental sensitivity, views, carrying capacity for the environment, services provision - on its own merits according to desirability criteria - with reference to the principal place making elements (refer to section 5.3.10) - A site development plan (SDP) should be submitted simultaneously for all development applications. Council to determine conditions of approval attached to the SDP.

5.3.7 Tourism related land uses policy

(i) Motivation

Tourism related uses exceed all other non-agricultural land uses that exist within the rural areas.

Tourism related land uses / attractions in the rural areas include:

- Facility operated tourism services for day visitors such as conference facilities, restaurants, wineries, gift shops; farm stalls, farm stores, sport and recreation facilities;
- Agri-tourism accommodation facilities such as guest farms and bed & breakfast enterprises;
- Eco-tourism accommodation such as guest houses, resorts, camping and hotels.

Development of tourism related uses which are often located close to natural areas, along scenic routes and in intensive agricultural productive areas, may lead to negative impacts on the character of the rural and agricultural areas or the loss of productive agricultural land. Given the economic benefits from tourism related development, their development and use should be carefully managed to the advantage of the community, while retaining natural environments and without destroying agricultural resources.

*As a general guideline, the distinction should be drawn between **agri-tourism** development and **eco-tourism** development. Agri-tourism is not dependant on the existence of a nearby natural resource, but provides an added income for a farming enterprise. The primary source of income and land use development remains for agricultural purposes. Eco-tourism development is resource based, but excludes agriculture. The existence and attraction for an eco-tourism resort development should be dependant on the natural resource endowment of the location where the resort is to be developed.*

(ii) *On-route tourist facilities: conference facilities, restaurants, gift shops, farm stalls, etc.*

The most important consideration relating to the location of on-route tourist facilities, are their accessibility, their visual impact and considerations regarding their impact as non-agricultural uses within a rural environment.

No.	Policy statement
P10.1	As a general principle, tourist facilities should be carefully located to mitigate their potential visual impacts.
P10.2	Tourist facilities should be of a scale and built form that is consistent with the character of the rural environment.
P10.3	The establishment of tourist facilities should have as its primary objective the sale of goods / services to tourists as opposed to the sale of convenience goods and services to the local population / residents. Tourist facilities should therefore be complementary to farming activities and to tourism within a rural area.
P10.4	The primary source of income for a tourist facility should be the selling of products / services that are associated with farming as well as products that may contribute towards the existing farming or rural enterprises.

Issue	Guidelines
Definition / description	<ul style="list-style-type: none"> On-route tourist facilities refers to roadside related amenities for tourists or visitors such as conference facilities, restaurants, gift shops, farm stalls, farm stores. Tourist facilities are stop-over places and therefore easily accessible via popular tourist routes.
Subdivision	<ul style="list-style-type: none"> Where roadside tourist facilities are supported on land zoned for agricultural purposes, subdivision should not be permitted.
Spatial distribution	<ul style="list-style-type: none"> Avoid multiple access routes to abutting tourist facilities within 500m as determined by the Road Access Guidelines. Undertake a road access management plan along road sections where higher frequencies of tourist related development exist/are expected. Designate mixed use areas along routes that can accommodate tourist facilities. Obtain access approval from the responsible transport department.
Visual impact	<ul style="list-style-type: none"> Where considered visually sensitive / intrusive or of historic significance, a visual impact assessment (refer Section 5.3.10) should be undertaken. Tourist facilities should be located within low-lying topography and/or preferably be screened with vegetation in order to minimise visual impacts. The use of appropriate architecture should be promoted.
Development parameters	<ul style="list-style-type: none"> A site development plan (SDP) should be submitted for all development applications. Council to determine conditions of approval attached to the SDP. Farm stalls and gift shops should not exceed a maximum coverage of 100m². Buildings should not exceed 10m in height above the grade line to the ridge of the roof, provided that where Council is satisfied that a greater height is necessary for the function of the building, it may permit a greater height.
Signage	<ul style="list-style-type: none"> The maximum permitted size of signage visible from a public road should be 4,5m². All roadside advertising boards should be approved by the District Roads Engineer.

(iii) Agri-tourism accommodation: bed & breakfast and guest farms

Tourism accommodation in farm dwellings provides the opportunity for farming enterprises to generate additional income whilst contributing to tourism development in the region. Bed and breakfast establishments or guest farms provide the opportunity to accommodate tourists within the rural environment and on a working farm. Where property owners engage in environmental conservation, the provision of agri-tourism accommodation may provide an indirect financial benefit and incentive towards maintaining and improving conservation initiatives.

No.	Policy statement
P11.1	Smaller scale agri-tourism accommodation facilities on farming enterprises should be accommodated where these contribute towards the income of the farm unit.
P11.2	Bed and breakfast and guest farms should be of a scale and built form that are consistent with the character of the rural environment.
P11.3	Subdivision of agricultural units for agri-tourism accommodation purposes should not be permitted.

Issue	Guidelines
Definition / description	<ul style="list-style-type: none"> Agri-tourism accommodation means the land use activity for the purposes of providing overnight stay to transient / travelling guests in a dwelling unit. The types of facilities include mainly smaller scale operations, namely: <ul style="list-style-type: none"> bed and breakfast guest farms
Subdivision	<ul style="list-style-type: none"> Where agri-tourist accommodation is supported, subdivision should not be permitted.
Land use parameters	<ul style="list-style-type: none"> Accommodation should be restricted to a dwelling unit or additional dwelling unit/s. The dominant use shall remain for living accommodation purposes. Owner / Manager must be resident on the property while the operation is conducted.

Issue	Guidelines
Development parameters	<ul style="list-style-type: none"> Owner to submit a site development plan (SDP) and building plans and indicate which areas are to be used for bed and breakfast purposes. Where provision is made for less than 2 rooms or 5 people, such an operation shall be regarded as-of-right, a service for occupational practise purposes. A bed-and-breakfast operation should not exceed 10 rooms or 20 people. Dwelling operated accommodation that exceeds this requirement should be regarded as a resort and rezoning will be required. For a farm unit smaller than 10ha, only one additional dwelling unit shall be permitted for a guest house, bed and breakfast enterprise or holiday accommodation purposes. The ratio shall be 1 additional dwelling unit / 10ha or a maximum of 5 units. Where an agricultural unit is larger than 50ha, application can be made for a maximum of 10 additional units, subject thereto that for more than 5 additional units on an agricultural unit, application will be required for resort purposes. Only the "footprints" of the buildings could be rezoned for Resort I purposes, depending on the objective of the development. The size of the additional dwelling unit should be restricted to 120 m². A site development plan (SDP) should be submitted for all development applications. Council to determine conditions of approval attached to the SDP.
Location	<ul style="list-style-type: none"> Structures / buildings for agri-tourism purposes should be located in close proximity to existing structures / clustered; Structures / buildings must be preferably accessible from main roads.
Visual impact	<ul style="list-style-type: none"> Where considered visually sensitive / intrusive or of historic significance, a visual impact assessment (refer Section 5.3.10) should be undertaken.
Farm worker housing	<ul style="list-style-type: none"> Where former farm worker cottages are to be utilised for agri-tourism purposes, the land owner should provide adequate proof that sufficient accommodation exists for farm workers.
Signage	<ul style="list-style-type: none"> The maximum permitted size of signage visible from a public road is 4,5m². All roadside advertising boards must be approved by the District Roads Engineer. Road signage should be uniform and blend with the landscape.

(iv) Eco-tourism: guest houses, resorts, camping, hotels

Tourist accommodation exists in many forms in Overstrand. Tourist facilities include resorts, hotels, guest houses, as well as bed and breakfast enterprises. Given the natural beauty of the rural areas and the need that exists among the farming community to supplement their incomes, the trend towards tourist accommodation has increased in recent years. The need exists to provide location and management guidelines in this regard.

From a land use management perspective, the need has been identified for clear policy guidelines for the subdivision of land for resort purposes. Alienation of land for Resort II purposes often results in the subdivision of valuable agricultural land creating a once-off benefit to the land owner with almost no value added to the agriculture of the enterprise.

No.	Policy statement
P12.1	Eco-tourism accommodation should only be permitted as a single enterprise. Separate alienation (Resort Zone II purposes) should as a general principle only be permitted within existing urban nodes, rural settlements, the urban fringe and designated rural development areas (RDA – refer Section 5.4.4).
P12.2	Council should only in exceptional circumstances allow separate alienation (Resort Zone II purposes) within conservation and environmentally sensitive areas, where adequate proof is provided to its satisfaction of the implementation of an approved environmental management plan and in exchange for designating / rezoning land for conservation purposes.
P12.3	A primary requirement of an eco-tourism development should be that the development should be natural resource based focused on a specific natural attraction.

Issue	Guidelines
Definition / description	<ul style="list-style-type: none"> Eco-tourism development means a business enterprise providing overnight accommodation to transient guests and related holiday activities often located within a unique setting. The types of facilities include a range of building sizes, building types and building arrangements such as: <ul style="list-style-type: none"> - resorts (holiday accommodation) - guest house - camping - hotels
Land use parameters	<ul style="list-style-type: none"> Ancillary activities / uses to be shown on a SDP and Council to approve the use; i.e. lecture rooms, restaurants, tourist facilities, conference facilities, spa/hydro wellness centre and any other use which is in its opinion reasonably and ordinarily related to the resort. Where more than 5 additional units are permitted on an agricultural unit, application will be required for resort purposes. Only the "footprints" of the buildings could be rezoned to resort purposes, depending on the objective of the development.
Development parameters	<ul style="list-style-type: none"> The size of the development / number of units / density shall be determined: <ul style="list-style-type: none"> - by contextual informants such as environmental sensitivity, views, carrying capacity for the environment, services provision - on its own merits according to desirability criteria - with reference to place-making elements (refer to Section 5.3.10) - maximum density of 1 unit/2,5 ha A site development plan (SDP) should be submitted simultaneously for all development applications. Council to determine conditions of approval attached to the SDP. The cumulative effect of the existing buildings and the proposed development should not impact on the rural character of the surrounding area. Proof must be provided that sufficient housing exists for farm workers before additional dwelling units for tourism purposes will be permitted. The resort development should not be subdivided from the agricultural unit. The size of additional dwellings should be restricted to 120m². Dwellings should be grouped and where applicable, incorporated into the farm buildings. Visual impacts should be restricted and the aesthetic qualities of buildings should complement the existing architecture and heritage character of the area.

Issue	Guidelines
Development form	<ul style="list-style-type: none"> Prevent linear development (e.g. along rivers or along the shores of dams) by strictly limiting development within designated nodes/clusters.
Services	<ul style="list-style-type: none"> Water provision for domestic and drinking purposes should comply with the SABS's standards for domestic water (SABS 241). Any solid waste that may arise from the proposed development should be moved to an approved dumping site. The storage/ transportation of any solid waste should be done in a manner that will prevent any form of pollution of the environment, including pollution of water resources. All domestic sewerage should be disposed of in such a manner as to prevent any pollution of water resources (underground or surface). If septic tanks are to be used, an impact study should be undertaken in order to determine the soil characteristics as well as the possible impact of such disposal on ground water resources. All services should be provided by the developer subject to requirements of Water Services Act for water and sewage.

(v) *Scenic routes*

The visual amenity of the study area is a significant resource that should be protected in order to ensure the quality of the environment as a whole, as well as promote the tourism and the recreational potential of the municipality. It is therefore important that development, in particular along important tourist and main transport routes, be managed to prevent development that may detract from the natural beauty of the landscape or cultural significance of the built environment.

The areas with the most significant scenic qualities accessible from rural roads are primarily located within the mountainous areas. Scenic route development has potential economic advantages to rural communities.

No.	Policy statement
P13.1	A balance between conservation, development and tourism facilities along scenic routes should be established to ensure sustainability.
P13.2	Roads traversing the outstanding scenery of the Overstrand Municipality should be designated as scenic routes, and views and vistas from these routes should be protected from insensitive development.
P13.3	Until detailed scenic route investigations are implemented and as a precautionary measure, the entire R43 should be regarded as a scenic route.

Issue	Guidelines
Definition / Description	<ul style="list-style-type: none"> Scenic drives / routes mean routes which have been identified as such on the basis of selected criteria in that they possess outstanding intrinsic scenic assets of both the natural environment and built form, considered either unique to the region or representative of a particular regional character.
Maintenance and development of scenic routes	<ul style="list-style-type: none"> Scenic route sections should be identified. Compile a management plan to govern development, upgrading and monitoring responsibilities. Scenic route development should be integrated with local / rural economic development initiatives and tourism development strategies.

Issue	Guidelines
Rehabilitation and maintenance of character along rural scenic routes	<ul style="list-style-type: none"> Determine adequate set-backs of developments, planting and access restrictions. Restrict where appropriate roadside developments and associated signage along identified scenic routes. Control the location of tourist facilities (e.g. farm stalls, tourist shops, craft vendors), with landscape rehabilitation conditions to prevent future failure. Rehabilitate disturbed areas along the identified scenic routes (e.g. quarries, dumping sites, alien vegetation, etc).
Degree of significance	<ul style="list-style-type: none"> Assess the degree of significance of a particular route or section of a route for its classification as a scenic route. Determine the vulnerability of and threats to the particular scenic significance if developed / destroyed.
Criteria of significance	<ul style="list-style-type: none"> Assess the desirability of development based on the degree to which the following scenic route selection criteria will be affected or destroyed: <ul style="list-style-type: none"> visual qualities historic / socio-political / archaeological qualities botanical and geological qualities range of experiences points of attraction

5.3.8 Agri-Industries policy

(i) Motivation

Agri-industries provide an essential contribution to the rural economy of Overstrand Municipality. Examples of agri-industries located in the municipal area are:

- Feeding- pens;
- Chicken breeding facilities;
- Wineries;
- Mariculture, etc.

Industries are often developed on farms in favour of established nodes, which create the following concerns:

- As a result of poor accessibility and manpower constraints, regular monitoring of potential negative environmental impacts on the farm is restricted.
- Similarly the relevant health and safety regulations are not regularly monitored.

(ii) Policies and guidelines

No.	Policy statement
P14.1	Agri-industries should be located within existing nodes, settlements, extensive residential / rural residential areas and designated rural development areas (RDA's).
P14.2	When agri-industries are considered for development outside the preferred locations according to Policy 13.1, adequate proof must be provided (by an agricultural specialist) of alternative options that have been investigated and the reasons for not selecting these.

No.	Policy statement
P14.3	Subject to fulfilling policies P13.1 and P13.2, agri-industries should only be permitted on farms on the basis of adequate proof to the satisfaction of the responsible department, that the agri-industry (e.g. cheese factory) will add value to the current production base of the farm (e.g. cattle farm). The primary product or resource for agricultural industry purposes must be an agricultural product produced on the farm.

Issue	Guidelines
Visual impact	<ul style="list-style-type: none"> • Agri-industries should be sensitively sited in the landscape, while buildings should be clustered; • Construction- materials and colours should blend in with the surrounding landscape, or should be designed according to the vernacular architecture of the area. • Industrial buildings (e.g. packing sheds and wineries) should be placed at a minimum of 100m from scenic routes, unless adequate measures can be implemented to the satisfaction of Council to restrict the visual impact along scenic routes. • Where considered visually sensitive / intrusive or of historic significance, a visual impact assessment (refer section 5.10) should be undertaken. • Landscaping and/or screening must be implemented to the satisfaction of Council, where it is deemed necessary by Council.
Development parameters	<ul style="list-style-type: none"> • A site development plan (SDP) should be submitted for all development applications. Council to determine conditions of approval attached to the SDP.
Land use parameters	<ul style="list-style-type: none"> • The relevant health regulations and by-laws relating inter alia to nuisance, pollution of ground water and air, control of disease, insects and pest, etc. shall apply. • Water use and waste water disposal must be approved by DWAF/local authority in terms of Water Services Act/National Water Act before new development is approved or subdivisions are granted. • Agri-processing of a farm product could be permitted as a consent use according to Agricultural Zone I (section 8 scheme regulations) • Large scale agri-processing of a farm product which includes imported raw materials within a structure/building for that purpose, should be rezoned to Agricultural Zone II (section 8 scheme regulations) for the structure. • Where agri-processing consists of imported raw materials, rezoning to Industrial Zone I (section 8 scheme regulations) for the structure will be required. (The above refers to agricultural processing, irrespective of its location on-the-farm or off-the-farm)
Subdivision	<ul style="list-style-type: none"> • The subdivision of an agri-industry from a farming unit should not be permitted.

5.3.9 Mining policy

(i) Motivation

Sand, stone and clay mining and related processing activities are the predominant mining activities that exist within the Overstrand Municipal area. Sand mines are often situated in isolated areas and in other instances within a visually prominent or environmentally sensitive area. Several gravel quarries exist on farms in the municipal area.

An important aspect relating to mining is the need to find a balance between economic and environmental considerations given the fact that mineral exploitation is important for the construction industry, as well as other industrial applications.

(ii) *Policies and guidelines*

No.	Policy statement
P15.1	The desirability of designating mining areas should take into account the worth of the material to be extracted against the long term costs to the visual quality of the area, the potential loss in agricultural production, as well as the impacts on existing rights of neighbouring property owners.
P15.2	Extractive industrial activities should be in harmony with the ecological systems, respecting the processes that control the functioning of these elements.
P15.3	The mining of minerals, rock and sand should be undertaken in a legal and efficient manner.
P15.4	Mining areas should be fully rehabilitated, as per minimum statutory requirements, once the extraction of mining resources ceases.
P15.5	The spatial location of mining activities needs to be carefully considered relative to the location of other comparable resources, infrastructure availability and environmental sensitivity.

Issue	Guidelines
Conservation	<ul style="list-style-type: none"> Mining activities should have as few as possible negative impacts on the natural environment. All mining activities should be subject to: <ul style="list-style-type: none"> an EIA in terms of the Environmental Conservation Act. The approval of an Environmental Management Plan (EMP).
Rehabilitation	<ul style="list-style-type: none"> Rehabilitation of mined areas should be a requirement undertaken simultaneously with mining operations. Rehabilitation should be monitored by an appointed Environmental Control Officer (ECO). Mining companies should be held accountable for the rehabilitation of mined areas.
Spatial location	<ul style="list-style-type: none"> Avoid mining activities in / near and implement mitigation measures if permitted for: <ul style="list-style-type: none"> Environmentally sensitive areas i.e. irreplaceable and vulnerable areas according to the bioregional planning model – refer section 4 – especially in Conservation I and Conservation II areas; Visually prominent locations; Areas with prime and unique agricultural land; Ecologically vulnerable areas; Areas in view of identified scenic routes; Sensitive hydrological systems.

5.3.10 Sense of place and (heritage) impact assessment policy

(i) *Motivation*

The protection of the rural character is essential, as the natural beauty and splendour of the agricultural and untransformed landscapes contributes to the inherent qualities of the area. Protection of this character will produce indirect benefits for the municipality and the community, including the tourism sector and the property industry.

(ii) Policies and guidelines

No.	Policy statement
P16.1	<ul style="list-style-type: none"> Where development is considered in an area / location regarded as visually sensitive, a visual impact assessment should be conducted to protect its significant sense of place characteristics.
P16.2	<ul style="list-style-type: none"> The proponent / developer must ensure that the environmental issues / concerns related to the project are identified. This is achieved through the undertaking of a scoping process for the listed activities. The listed activities requiring Environmental Impact Assessments (EIA's) are listed in Regulations No. 1183 in Government Gazette No. 21, 22, 26, 28A of the Environmental Conservation Act, 1989 (Act no. 73 of 1989).
P16.3	<ul style="list-style-type: none"> Where development is considered in an area / location regarded as of cultural / heritage significance, the historic, architectural, environmental, social, etc. significance should be determined to protect its significance. Where required / determined, a Heritage Impact Baseline Report could be required as part of the EIA Scoping Report. The proponent / developer must therefore also ensure that an assessment of the impact on any identified or known heritage resources is undertaken according to the provisions of National Heritage Resources Act, 1999 (Act No. 25 of 1999).

Issue	Guidelines
Significance and vulnerability	<ul style="list-style-type: none"> Determine the significance of a particular sense of place characteristic for informing the quality of the environment. Determine the vulnerability of and threats to the particular sense of place characteristic if destroyed.
Principal place-making elements	<ul style="list-style-type: none"> Assess the principal place-making elements of visually sensitive areas and the impact of the proposed development on these elements e.g. <ul style="list-style-type: none"> Slopes / topography (backdrop zones) gateway character (entering / departing experience) structuring landscapes (valley, river) land use edges (agricultural) special places (clustered historic buildings) views (close-up, distant, corridor, panoramic)
Principles for establishing environmental integrity ("Critical Regionalism" - according to manual for the application of Bioregional Planning in the Western Cape; October 2003 page 111 – 113).	<ul style="list-style-type: none"> To achieve the objective of sustainable development, the planning, management and assessment of development applications should be guided by the principles of critical regionalism.

5.3.11 Strategies

The following strategies are proposed for the implementation of the rural land use policy.

No.	Strategy
S2.1	<p>Scenic route study</p> <ul style="list-style-type: none"> Undertake a scenic route study of the R43, the R44 and Hemel and Aarde Road to classify scenic drive sections and to provide guidelines for development adjacent to these route sections.

No.	Strategy
S2.2	Heritage resources study <ul style="list-style-type: none"> Undertake a study to determine the state of the cultural-historic environment of the municipality. The objective of such a study will be to categorise heritage assets according to their significance, vulnerability, suggested grading and management status. A register can then be compiled to list heritage resources of national, provincial and local authority responsibilities.

5.4 DEVELOPMENT PATTERN POLICY (URBAN NODES AND SETTLEMENTS) (*REFER FIGURE 12*)

5.4.1 Background

Development pattern refers to the distribution of urban nodes and settlements and their locational characteristics. The characteristics of the development pattern within Overstrand are:

- Development consists of two main categories, namely urban nodes and Agricultural settlements;
- Urban nodes are located in a linear development pattern along the coastline, with some identifiable conurbations (e.g. Onrusrivier / Vermont / Zwelihle / Hermanus and De Kelders / Gansbaai / Franskraal);
- Agricultural settlements (low intensity nodal settlements) are located inland (eg. Baardskeerdersbos, Wolvengat).

5.4.2 Key spatial policy concerns / issues: Summary

- To promote a sub-regional development pattern, which ensures a sustainable development pattern which promotes the comparative growth potential of the urban nodes within a well-defined hierarchy;
- Retain the character and role of Agriculture settlements while improving the sustainability of their impact on the environment (ie. Water, waste sewerage management, etc);
- Recognise the need for limited development in areas outside core urban and agricultural settlements.

5.4.3 Objectives

Objective 1: To establish a co-ordinated pattern of urban and agricultural / settlements on a regional / municipal level to ensure the efficient distribution of resources between based on their growth potential and function.

Objective 2: To promote the functional role of urban nodes, agricultural settlements and rural areas consistent with the identified hierarchy and their specific comparative advantages.



FIGURE 12: URBAN NODES AND SETTLEMENTS

5.4.4 Nodal and settlement development pattern

(i) Motivation

The positive effects of a well-managed development pattern are varied, and include, amongst others:

- ensuring a well balanced functional development pattern based on growth potential and comparative advantages;
- the distribution of infrastructure and resources in a manner which promote the sustainability and development potential of the municipal area;
- increasing employment by maximising development and economic growth opportunities;
- protecting sensitive environmental areas, prime and unique agricultural land and thereby broadening the municipality's economic base;
- reducing unnecessary duplication and gaps in the provision of community facilities and services.

(ii) Proposed hierarchy

The classification of urban nodes and settlements provides an understanding of their role and function. The functions that a town performs also reflect the position of a settlement in the hierarchy of settlements. A higher order function is associated with a greater number of people utilising that node / settlement.

The proposed hierarchy of nodes in Overstrand as identified in Volume I of the Overstrand SDF (refer Volume I Section 7.5.2) is as follows:

HIERARCHY	ORDER	CLASSIFICATION
Regional node	1st	Greater Hermanus (Overstrand Municipality)
Sub-regional node	2nd	Greater Gansbaai, Kleinmond

HIERARCHY	ORDER	CLASSIFICATION
Local nodes	3rd	Rooi Els, Pringle Bay, Betty's Bay, Stanford
Rural nodes	4th	Baardkeerdersbos
Rural settlements	5th	Buffeljags, Wolwengat, Spanjaardskloof

(iii) *Policies and guidelines*

No.	Policy statement
P17.1	The existing pattern of development should be maintained and the establishment of new nodes or settlements should not be permitted.
P17.2	Retain the rural hinterland as homogeneous agricultural areas and untransformed natural areas through the concentration of development within the existing nodes and settlements.
P17.3	To improve the level of sustainability of nodes and settlements, developments should be guided to locate within nodes and settlements where a comparative advantage for a specific land use already exists and which complements the function of the node or settlement.
P17.4	Where the need has been identified for development in rural areas for purposes of accommodating agri-villages, agri-holdings, agri-industries, agri-estates, resorts, tourism facilities, public facilities (e.g. health care, school), or any other non-agricultural uses, these should be concentrated within existing rural settlements.
P17.5	Non-agricultural land uses or agricultural land uses that are not soil-based which can be accommodated on smaller properties, or for which their location within any existing node or settlement is regarded as undesirable, should be directed to designated Rural Development Areas (RDA).
P17.6	Special land use management guidelines and regulations should be compiled for RDA's to protect the environment, rural character and agricultural development potential.
P17.7	As a general principle, encourage the development of rural settlements that already exist.
P17.8	The identification of designated rural development areas (RDA's) should be informed by the criteria of land use intensity, accessibility and ownership.

Issue	Guidelines
Urban nodes: General	<ul style="list-style-type: none"> As a general principle, a balanced approach towards growth and development within nodes should be followed, to ensure that one or more nodes are not developed at the expense of other nodes. To implement the above, a strategic growth and economic development plan should be compiled for each node, focussing on selected projects that will harness the comparative advantages of nodes as shown in sub-paragraph (iv) below. Public investment initiatives should focus on strategically located (public) properties that are linked to the town's comparative advantage. The focus of public investment should also be to upgrade / develop public properties to improve the quality of life of the low income residents in order to create an enabling environment for job creation, in partnership with private investment.
Rural development area (RDA)	<ul style="list-style-type: none"> Compile a detailed local level framework plan for each RDA to ensure that pressure for mixed use and non-residential development in designated RDA's are managed to the advantage of the environment, rural character and agricultural development potential of the area.
Land uses within a RDA	<ul style="list-style-type: none"> The range of land uses that could be permitted within an RDA are: <ul style="list-style-type: none"> agri-villages, agri-holdings, agri-estates, agri-industries tourist facilities including restaurants, gift shops, farm stalls tourist accommodation including guest houses, hotel and bed and breakfast bulk services residential estates

Issue	Guidelines
Rural settlements (public): general	<ul style="list-style-type: none"> • New rural settlements should only be established in exceptional circumstances. • Development within rural settlements should take heed of place-making considerations that are sensitive to the rural character of the area. • All new rural settlements should be developed in accordance with an approved framework plan.
Rural settlements (public): land use activities	<ul style="list-style-type: none"> • Land use activities that could be considered in rural settlements are: <ul style="list-style-type: none"> - Agri-industries - Community facilities (cemetery, church, clinic, POS, multi-purpose centre, schools) - Residential - Business / commercial activities - Services - Tourist facilities - Tourist accommodation - Business services and light industry - Residential estates

(iv) Comparative advantage and function

Locational investment / development and local economic (LED) development decisions should also be informed by the existing development, growth potential and function of the town. Such an approach should ensure that development capitalises on existing investment, as well as infrastructure and services to avoid duplication and to encourage economies of scale.

Each node / settlement therefore has by definition a comparative advantage relative to another which may exist according to historic development reasons, natural resources, the location, the character of the node / settlement and the function / level of specialisation that already exist compared to other nodes / settlements.

It is therefore proposed that growth management decisions must be informed by the comparative advantages and functions between settlements, as illustrated below.

Location	Main Function	Comparative advantage
Greater Hermanus	Administrative centre / Tourism	<ul style="list-style-type: none"> • Government offices • Harbour • Local authority decision making centre • International, national, provincial and regional tourism destination (whale watching) • Historic precinct
Greater Gansbaai	Marine industry / Tourism	<ul style="list-style-type: none"> • Abalone harvesting • Abalone and fin mariculture • Natural setting / coastline, tourism • Fishing industry • Boat launching / harbour • Eco-tourism great white shark
Kleinmond Rooi Els Pringle Bay	Administrative / Residential / Retirement	<ul style="list-style-type: none"> • Tourist accommodation / weekend getaway destination • Protea farm / export • Country town character • Vacant residential properties • Natural setting and coastal location

Location	Main Function	Comparative advantage
Stanford	Rural village / Tourism centre / Poultry	<ul style="list-style-type: none"> • Tourism destination • Historic precinct • Country town character • Natural setting • Tourism accommodation • Brewery (tourist attraction)
Baardkeerder sbos	Rural settlement	<ul style="list-style-type: none"> • Rural (hide-away) character • Natural setting • Extensive residential plots
Buffeljags	Fishing	<ul style="list-style-type: none"> • Coastal setting
Wolvengat	Rural settlement	<ul style="list-style-type: none"> • Extensive residential plots • Natural setting • Rural character

5.4.5 Strategies

The following strategies are proposed for the implementation of the development pattern policy.

No.	Strategy
S3.1	Compile a spatial development plan for the Hemel and Aarde Valley as well as the Danger Point / Birkenhead area, given their identification as areas where rural development should be encouraged.
S3.2	Compile a local economic development (LED) plan for each node to generate economic development according to the spatial and local economic comparative advantage.

5.5 URBAN LAND USE POLICY

5.5.1 Background

Urban land use for the purpose of this report refers to the following primary urban land use categories:

- Housing
- Community facilities
- Business and economic development
- Industrial

The demographic projections indicate that there will be sustained pressure for urban development in the core urban areas, specifically Gansbaai and Greater Hermanus. It must therefore be expected that future population growth will increase the pressure for “green field” development, intensification of land uses, demands on services, infrastructure, etc. The management of land uses, specifically residential, will therefore require careful consideration, if economic and environmental sustainability is to be achieved and the character of certain urban nodes, retained.

Critical to any growth management strategy will be the timely provision of bulk infrastructure capacity (water, sewerage, electricity), in the identified growth areas, to address both existing capacity backlogs and the supply of additional capacity to provide for growth.

This section sets out policy recommendations and strategies for the ongoing management of the designated core urban areas within Overstrand. This policy includes directives for all components of the core urban areas as dealt with in Section 4 of this report.

5.5.2 Key spatial policy and related concerns / issues: Summary

- The need for a co-ordinated growth management policy framework for implementation to ensure uniformity of approach.
- The lack of spatially defined urban extension areas, given the existing subsidized housing backlogs, projected population growth.
- The lack of clear spatial policy directives and guidelines for the management of different land use categories, particularly outside defined urban nodes and agricultural settlements.
- The existing bulk service infrastructure backlogs and the need to provide additional capacities in a manner that ensure maximum economic return.

5.5.3 Objectives

- Objective 1: To provide a growth management framework for future urban development.
- Objective 2: To address past imbalances and promote equal access to services, facilities and opportunities.
- Objective 3: To provide clear guidelines for urban and rural land use management.
- Objective 4: To provide a spatial plan that will promote a sustainable, efficient and integrated urban structure.

5.5.4 Urban Growth Management Policy

(i) Motivation

As a result of the complex historical, locational, socio-cultural resource available and other economic factors influencing the economic growth it is considered critical that a clear spatial development concept is compiled for the entire municipal area.

An overall spatial understanding of the growth pressures and development potential of each urban area is required as the basis to inform the specific spatial land use management policies.

(ii) Key spatial concerns

The demarcation of an urban edge for the urban areas in Overstrand is important for the achievement of the SDF principles regarding the containment of urban sprawl, the intensification of development, and the integration of urban areas. The urban edge is a clearly demarcated line that forms the boundary between urban developments and rural / agricultural areas. The urban edge is essential for the protection of valuable agricultural land, as well as natural and cultural resources and will serve to establish a limit beyond which urban development will not be permitted.

A number of challenges have been identified in addressing the growth management for nodes, namely:

- Curtail the pattern of low-density, hap-hazardous and discontinuous urban development;
- Protect those environments and resources within and outside the urban fringe that contribute to sense of place characteristics;
- Re-orientate expectations of continuous outward expansion of the urban areas;
- Promote a more compact, denser, efficient and environmentally sustainable urban form;
- Rationalise the supply of bulk infrastructure and service capacity to ensure that the bulk capacity is provided in the urban areas where growth and development is considered desirable.

(iii) *Policies*

No.	Policy statement
P18.1	To contain and manage urban sprawl and to improve urban efficiencies, urban development should be contained within the defined urban edge for the duration of the policy period (2005-2015).
P18.2	Future urban growth should be managed to achieve sustainable communities, sustainable resource use and sustainable bulk services provision.
P18.3	Judicious densification and intensification in urban areas should be actively promoted.

(iv) *Guidelines*

Densification: Definition / Description	<ul style="list-style-type: none"> • Densification is the process used to increase the number of dwelling units per area (hectare) within the boundaries of a specific area.
Densification : mechanisms	<ul style="list-style-type: none"> - A number of mechanisms can be implemented to promote higher densities, including: - Permitting second dwellings; - Permitting smaller subdivisions; - A density map outlining blanket restrictions per area; - Urban edge delineation.
Densification plan	<ul style="list-style-type: none"> • To address the current rate of urban sprawl, the projected population increase and land required (refer Section 3.3.3) a general strategy of densification should be implemented. • An area specific densification policy should be compiled for each town, to promote appropriate densification:
Densification : General directives	<ul style="list-style-type: none"> • Compile a density map for each urban node at the level of neighbourhood planning units. • Promote re-subdivision with the CBD • Promote densification along major movement routes. • Promote densification surrounding open spaces. • As a general guideline, densities should be planned according to three main categories, namely high density (30u/h and higher), medium density ($\pm 20u/ha$) and low density (10u/ha and lower)
Urban edge: General informants	<p>The following general guidelines should be used in the demarcation of the urban edges:</p> <ul style="list-style-type: none"> • Existing planning policy; • Existing zoning and land uses; • Natural environmental informants: <ul style="list-style-type: none"> - Natural water courses - 1:50 yr flood line

	<ul style="list-style-type: none"> - Wetlands - Slopes steeper than 1:4 - Ridgelines - Unstable geology - Sensitive vegetation - Protected natural environments • Agricultural potential of land; • Built environment <ul style="list-style-type: none"> - Cultural heritage structures - Scenic routes; - Vehicular accessibility • Planning policy, zoning and ownership.
--	--

5.5.5 Housing policy

(i) Motivation

The projected population growth in Overstrand municipality will increase pressure on the demand for housing. The SDF is *inter alia* concerned with the optimum use of land within the context of the study area. An appropriate balance therefore needs to be achieved between densities, which control the location and amount of land used for residential development and the need to provide satisfactory residential environments and the protection of the natural attributes of the area's setting. Furthermore, a full range of residential needs must be catered for. The needs of the poor, youth, the single and the elderly are becoming more prevalent and therefore must be addressed in future residential policies.

(ii) Key spatial concerns

- The current backlog for the provision of subsidised housing;
- Shortage of public land on the commonage within certain urban nodes;
- The areas higher population growth rates attributed to in-migration relative to the growth rate of the Overberg District and Western Cape;
- To balance the shortage of subsidised housing with the need to protect the rural / village character of urban areas and to promote sustainable urban development;
- Creating a balance between the housing need, the growth potential of local economic to provide work opportunities and their ability to exist as economically viable entities.

(iii) Policies

No.	Policy statement
P19.1	Addressing the current housing backlog, particularly the subsidized subsidised housing category, should be regarded as a very high priority.
P19.2	A balanced and co-ordinated approach should be followed across the municipality to address the housing need in the subsidised housing category linked to the capital budget program.
P19.3	Residential areas should be pro-actively identified within the urban edge for all income groups.
P19.4	Promote and attract residents with high skill levels through planning of middle and higher income residential developments.

(iv) Guidelines

Housing backlog (Subsidised housing)	<ul style="list-style-type: none"> • Address the current housing backlog through the Government subsidy scheme; • Compile a housing plan to accommodate the current backlog in 5 years; • Pro-actively identify land through a land audit linked to a land release programme; • Continual monitoring of the waiting lists and yearly updates of census data.
Migration	<ul style="list-style-type: none"> • To manage the impact of in-migration, it is proposed that the land release / subsidy provision programme should be balanced with the growth rate to ensure that in-migration is not supply side driven. • Regular socio-economic data should be compiled of informal households to : <ul style="list-style-type: none"> - Determine the reasons for migration - Ensure regular monitoring - To support pro-active planning
Middle and high income housing	<ul style="list-style-type: none"> • While the majority of the housing backlog is in the low income category, middle and high income housing areas should also be made available as part of an integrated strategy to: <ul style="list-style-type: none"> - Attract people with higher skills levels - Increase the rates base - Promote local economic development - Ensure a variety of housing types, including group housing, semi-detached, row houses, walk-up apartments, flats and mixed-used areas.
Development pattern:	<ul style="list-style-type: none"> • Housing development should be planned at appropriate locations that are consistent with the municipality's overall development pattern policy for nodes and settlements according to section 5.5. Housing development should therefore be: <ul style="list-style-type: none"> - Accommodated within existing nodes and settlements, to enable low income households easy access to services, facilities and job opportunities. - Promoted within public settlements - Accommodated within agri-villages, provided that the policies according to section 5.2.6 relating to security of tenure, subdivision, usual impact, etc. apply
General guidelines for land identification	<ul style="list-style-type: none"> • Subsidised housing should not be developed on slopes steeper than 1:4 • No development should be permitted below the 1:50 year flood line • Avoid environmentally sensitive areas

5.5.6 Community facilities policy*(i) Motivation*

Community facilities provide an essential collective support system for the urban population. The public domain and public facilities / infrastructure are a public responsibility and when carefully planned, can contribute towards place making, a worthy urbanity, sense of place, pride and belonging, well-being and generally an improvement of the quality of life for all.

From the analysis undertaken in Volume I (refer to Volume I Section 7), the range of community facilities was documented including primary health care centres, schools, sport facilities, libraries and various other civic amenities. However, area specific shortcomings exist with regard to the equitable provision, distribution and standards of the facilities, especially within the lower income areas.

In light of the above, a community facilities policy is required to redress and ensure the equitable provision of a range of community facilities and services to meet the physical, social, economic and spiritual needs of the community.

(ii) Key spatial concerns

- Lack of access to primary health care centres in low income areas;
- The need to establish multi-purpose community centres;
- Improving accessibility to community facilities for the communities they serve;
- Provision for the expansion of cemeteries and the identification of locations for new cemeteries.

(iii) Policies

No.	Policy statement
P20.1	A range and number of basic social services and community facilities that meet the needs of poorer communities should be provided.
P20.2	As a general principle, communities should have equitable access to primary health care and education.
P20.3	The multiple purpose use of community facilities should be encouraged.
P20.4	Ensure that community facilities have adequate capacity to serve their surrounding community.
P20.5	Each community or neighbourhood should have access to at least one well maintained, centrally located and functional open space.

(iv) Guidelines

Issue	Guidelines
Location of community services precincts	<ul style="list-style-type: none"> • Locate facility clusters (multi-purpose community centres) at points of maximum accessibility (i.e. transport interchanges) to encourage pedestrian movement and convenience. • Encourage multiple use of community facilities (e.g. adult education, health care, indoor sports, etc.); • Higher order community services (civic centre, post office, and library) should be located within a node to strengthen the viability of nodes.
Standards for provision	<ul style="list-style-type: none"> • Church: 1/300 erven • Crèche: 1/600 erven • Primary school: 1/1000 residential erven • Secondary schools: 1/2000 residential erven • Community centres: 1/5000 erven • Library: 1 per 10 000 people • Primary health care centre: 1/5000 erven • Taxi rank: 1/5000 erven • Public open space in Greenfield development: $\pm 10\%$ of the gross area should be developed as functional developed open spaces.

5.5.7 Business and Economic Development policy

(i) *Motivation*

Spatial restructuring of the current commercial land use pattern within the context of this section, relates to two main focus areas:

- Spatial strategies that aim to address the imbalances created by the group areas legislation of the past.
- Spatial strategies that aim to attract new investment to selected urban precincts.

Spatial structuring is often used as a strategy to stimulate local economic development (LED). The policy framework incorporates strategic interventions to redirect and focus business growth and development in an integrated manner within selected precincts of the urban area. Examples of such spatial interventions include the identification / demarcation of nodes, activity streets, urban improvement districts, business "hives", and informal trading areas.

The impact of the imbalances created by group area planning and generally the lack of spatial integration of the urban framework with regard to the location of business-related land uses includes amongst other:

- Longer travelling distances for the poor to the CBD.
- The emergence of home-based businesses in disadvantaged areas.
- The inability of emerging business to finance location costs within the CBD.
- The impact of illegal business uses (e.g. shebeens) within disadvantaged areas.
- The emergence of informal trading areas at locations considered undesirable as a result of health and safety risks.
- Lack of connectivity between areas of opportunity.

The challenge therefore is to spatially direct the restructuring of the unequal development pattern, and in particular business related land uses and opportunities. While the need for spatial restructuring is acknowledged, the current realities should also be considered such as:

- Unattractiveness of previously disadvantaged areas which are perceived as high risk.
- The phenomenon of economies of scale, meaning that business agglomerates within established business districts to capitalise on the existing market / buying power.
- Acknowledge that the SDF cannot on its own contribute directly to the creation of employment, but rather that policies and multi-pronged strategies aimed at the restructuring of the imbalances that exist will contribute towards economic development and ultimately employment creation.

(ii) *Key spatial concerns*

- The role, function and comparative economic advantage of each local CBD, should be clearly defined in the context of towns LED strategy and reflected in spatial planning policy and proposals;

- The creation of mechanisms to address the imbalances and unequal distribution of economic opportunities and to improve connectivity in the urban areas within a commercial hierarchy framework;
- To guide the establishment of lower order business nodes in or near to previously disadvantaged communities;
- The need to formulate land use management guidelines for home enterprises/house shops;
- The need to accommodate spatially informal traders and SMME's in urban areas;
- The need to formulate land use management guidelines for shebeen, taverns and sale of liquor.

(iii) *Policies*

No.	Policy statement
P21.1	Economic development should be structured within the context of the broader regional and sub-regional spatial context, considering firstly the functional hierarchy and role that a particular urban node fulfils (refer section 5.4.4 (ii)) and secondly considering the comparative advantage (refer Section 5.4.4 (iv)) of that specific urban node.
P21.2	Business / commercial related land uses should be confined to the core urban areas (central business district) and secondary / lower order nodes. The infiltration of business / commercial uses into residential areas or the periphery of the CBD, should be avoided, unless beneficial to local residents.
P21.3	To address the spatial imbalances and inequality of access to opportunities for previously disadvantaged communities, neighbourhood nodes should be identified at locations near movement routes linked to the CBD via activity streets.
P21.4	Neighbourhood nodes and the CBD should become the nucleus of business/commercial and other public infrastructure/services, ultimately becoming focused clusters of facilities and services/multi-purpose centres.
P21.5	To attract new investment, local planning initiatives should focus on strategies (where applicable) for the development of activity streets , strategies for historic conservation districts and strategies for urban renewal/improvement districts specifically in previously disadvantaged areas.
P21.6	The development of SMME's should be encouraged in selected locations near or within the CBD and neighbourhood nodes, activity streets or industrial areas.
P21.7	Home-enterprises and house shops should be permitted in residential areas, provided that the uses will not impact on the well-being of residents in the neighbourhood.

(iv) *Urban restructuring concepts (nodes, activity streets, improvement districts and LED)*

The planning concepts associated with spatial planning (i.e. **nodes, corridors, activity spines and activity streets**) have been adopted for planning purposes in relatively smaller towns (also refer to section 5.5.4).

- ***CBD nodes and neighbourhood nodes***

Although all towns within the municipality are categorised as urban nodes, nodes at a neighbourhood level, for the purposes of this study, refers to two specific types of nodes:

- the **central business district** (CBD) of a town (CBD node); and
- the lower order business area located in the neighbourhood which may consist of one or two shops and public facilities nearby (**neighbourhood node**).

- **Activity streets**

- Activity streets are main collector roads that act either as a linkage between the CBD node and the neighbourhood node or a route of higher activity within a node.
- These routes accommodate public transport and mixed land use activities (i.e. shops, business services, public facilities, flats, guest houses, tourist shops) of a higher intensity. Direct access is available with on-street parking.

- **Role and function**

The identification of activity streets and CBD / neighbourhood nodes can play an important role in the spatial restructuring of a town, namely:

- Redressing imbalances through the integration of previously disadvantaged communities
- Optimising accessibility and exposure along the movement network (activity street)
- Encouraging multipurpose facility clusters within neighbourhood nodes accommodating public facilities and business
- Redirecting the infiltration of residential areas by non-residential uses to the nodes and activity streets.

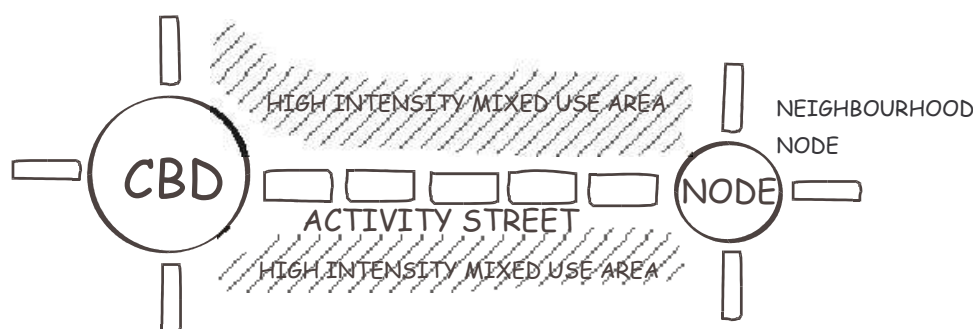


FIGURE 13: ILLUSTRATING NODES AND ACTIVITY STREETS

- **Urban improvement districts**

The objective for the establishment of an urban improvement district is to prevent the degeneration of towns and the consequential urban decay, and instead facilitating their upliftment, economic growth and sustainable development.

The municipality or individuals can initiate the establishment of an urban improvement district for a geographic area to assist the Council in the fulfilment of its development objectives. When adopted as a by-law, the improvement district provides a mechanism whereby property owners and tenants will be encouraged to jointly participate in the process of sustainable development. A plan is then compiled to indicate the proposed improvements and the cost of the improvements.

- ***Urban conservation districts***

Protecting the urban heritage provides an attractive incentive for tourism development and related investment in urban areas. Urban conservation areas are also established on a geographic basis and can be implemented through several mechanisms, such as an improvement district, a statutory conservation overlay zone in terms of the zoning scheme regulations and establishing an aesthetic committee.

- ***LED (Local Economic Development)***

Local Economic Development (LED) is an outcome based, local initiative, driven by local stakeholders. It involves identifying and using primarily local resources, ideals and skills to stimulate economic growth and development. The aim of LED should be to generate employment opportunities for local residents, alleviate poverty, and to redistribute resources and opportunities to the benefits of all communities within the municipal area.

Local economic development also has a spatial significance, illustrated as follows:

- LED should be structured around the comparative advantage of a town (refer section 5.4.4(iv))
- LED may include the identification of appropriate locations for the development of business hives, incorporating small, micro and medium enterprise (SMME) such as repair and maintenance work, arts and crafts.
- LED may include the identification of appropriate locations for the demarcation of informal trading areas.
- Integrating LED with the identified activity streets, nodes and improvement districts within urban areas.

(v) ***Guidelines***

Issue	Guidelines
Activity streets and neighbourhood nodes	<ul style="list-style-type: none"> • Activity streets are of local significance and should be informed by local planning strategies. • Local planning should: <ul style="list-style-type: none"> - Identify existing concentrations of mixed land use activities which can be classified as neighbourhood nodes - Identify and demarcate the CBD node - Identify routes which connect nodes with the potential of developing into activity streets - Identify routes within nodes that are higher volume traffic routes and where higher intensity mixed land uses can be accommodated / already exist, which have the potential to be developed into activity streets. • Development should be contained within nodes and additional growth should be directed to a route which has the potential to develop into an activity street.

Issue	Guidelines
Improvement districts and conservation districts	<ul style="list-style-type: none"> Local planning should: <ul style="list-style-type: none"> Identify urban precincts which have the potential to benefit from redevelopment and to attract new investments, such as locations near public transport routes; (e.g. the R43) at modal interchanges (e.g. station); older buildings showing signs of urban decay Compile a framework plan for selected urban precincts followed by action plans for it's implementation (e.g. enact an improvement district as a by-law; amend the zoning scheme to create conservation overlay zone)
Home occupation/ House shops	<ul style="list-style-type: none"> Local planning should: <ul style="list-style-type: none"> Establish neighbourhood planning areas based on similarities of the residential character Determine the need of residents for home businesses and home-occupations Establish policy guidelines and/or an overlay zone that reflects the local land use management concerns relating to home occupations/shops
Liquor sales	<ul style="list-style-type: none"> Liquor sales must preferably not be allowed in residential areas. Liquor sales should not be permitted as a primary use right in residential zones. Where liquor sales should not be permitted in residential areas it shall only be as a Consent Use. Liquor sales should not be permitted as a primary use right in business or industrial zones. It should not result in a change of character of the surrounding area. When an application for liquor trading is approved it should be subject to all relevant municipal by-laws and zoning scheme regulations regarding health and safety standards, parking requirements, signage, etc. Existing shebeens or bottle stores in residential areas should be encouraged to relocate to suitable business areas by means of more favourable conditions and regulations. Council may instruct the owner to mitigate the impact of the activity, by any means it considers necessary such as additional soundproofing or reduced hours of operation.
Bed and Breakfast	<ul style="list-style-type: none"> The primary use of the residential land unit should remain residential. The owner of the property should reside on the land unit concerned. The property should be subject to zoning scheme regulations regarding parking, signage and any other regulations the council deems necessary. Council may instruct the owner to mitigate the impact of the activity.
Home Enterprise	<ul style="list-style-type: none"> Home enterprises should be permitted only in residential areas, provided that the primary use of the property remains residential. The residential character of any façade of the dwelling house should not be altered. The land unit should be subject to zoning scheme regulations regarding parking, signage and any other regulations the council deems necessary. The council may impose additional conditions such as limited hours of operation, in order to mitigate any impact that the enterprise may have on the surrounding area.

5.5.8 Industrial Development Policy

(i) Motivation

The economy of Overstrand should be built on the areas comparative advantages. In order to maximise the opportunities for industrial development and growth within the Overstrand local industrial initiatives should focus on the production / process of products directly related to the sub-regional and local comparative advantage. New industries should therefore be encouraged within the higher growth potential urban nodes, where industrial development can be accommodated and where the type of industrial use would not impact on the established character of an area or town.

(ii) Key spatial concerns

- Protecting the character of urban nodes from undesirable industrial development;
- Optimising the benefits of accessibility to the N2 and the road network;
- Protecting the character of rural and agricultural areas and scenic routes from visual impacts of industrial and agri-industry development.
- Enhancing the agglomeration benefits and economies of scale where established industrial developments exist;
- Attracting industrial investment to stimulate employment creation in specifically identified areas and towns.

(iii) Policies

No.	Policy statement
P22.1	The establishment of industries should be encouraged in specific identified urban areas within established industrial precincts.
P22.2	The provision of bulk infrastructure and services to industrial areas must be given the highest priority.
P22.3	Existing un-serviced zoned industrial land should be developed before new portions of industrial land are rezoned.
P22.4	The development of light industrial/business hives which accommodate a large number of small manufacturers should be encouraged.
P22.5	In order to maximise the comparative economic advantages and to create forward and backward economic linkages, industries should be clustered together in an existing industrial node.
P22.6	Water and industrial waste water disposal should be approved by DWAF in consultation with local authority in terms of WSA/NWA.

(iv) Guidelines

Issue	Guidelines
Location : General	<ul style="list-style-type: none"> • Promote industrial growth within the urban edges of towns; • Avoid locations in close proximity to existing ecological corridors; • Industrial uses should be clustered with other industrial properties; • In close proximity to existing bulk services. • Concentrate development within the Greater Hermanus Area and Gansbaai.

Issue	Guidelines
Light / Service industries	<ul style="list-style-type: none"> Provide for limited service industrial development to address local needs within lower order urban nodes to protect the character of these urban areas, namely in Kleinmond, Stanford, and Pearly Beach.
Visual impact	<ul style="list-style-type: none"> Avoid visual impacts from scenic routes or other prominent visual vantage points. Avoid visual impacts from structures and buildings that are not consistent or sensitive to the scale, colour, form and context of the existing development. Conduct a visual impact assessment where such an impact is envisaged from any proposed development. Use landscaping and/or screening to mitigate visual impacts.

5.5.9 Strategies

The following strategies are proposed for the implementation of the urban land use policies:

No.	Strategy
S4.1	<u>Land release program</u> Compile a land release programme and land audit for addressing the housing backlog in 5 years.
S4.2	<u>LED strategy</u> Compile a LED strategy for each urban node based on its comparative advantage and its functional hierarchy for nodes within the region.

5.6 TRANSPORTATION AND TRAFFIC POLICY

5.6.1 Background

The formulation of transportation policy at the local municipal level needs to take into account the broader policy context at the district municipal and provincial government levels, and the resultant implications for local policy determination and derived strategies and proposals.

With continued population and economic development growth of the Overstrand Municipal area, pressures on the municipal road network will increase. Commuter and tourist related traffic is therefore likely to grow, and need to be accommodated through continued maintenance and upgrading of existing roads, as well as construction of new roads where these have been identified. In addition, the demand for improved public transport services in especially the rural areas is likely to grow, and appropriate strategies are required to meet these demands.

5.6.2 Key policy concerns / issues : Summary

- Road budgets have been subject to severe cut-backs by provincial authorities in the past, which resulted in deteriorating road pavement quality of many roads. This has led to a shift of funds allocated to increased requirements for routine road maintenance, at the expense of new or expanded road infrastructure projects.

- The shortfall in road funding has caused additional financial distress in some municipalities where the municipality provides in-house road maintenance on an agency basis for the Province (Idasa, 2004).
- However, the current budget for the Medium Term Economic Framework (MTEF) has allocated a significant increase of funding to rehabilitation/ upgrading of elements of the road network in support of unlocking constraints to potential economic growth in identified locations (PGWC, 2005).
- The current lack of integration and coordination between the different spheres of government in IDP formulation is of concern and there is a threat that scarce funding may be inappropriately directed (Idasa, 2004).
- Investigations into the devolution of certain classes of road to local authorities are currently underway – the implications for commensurate local financial and planning autonomy are not clear.
- The public transport system in the Greater Hermanus area is well organised and established. In the rest of the municipality, in particular the rural areas, public transport is lacking and facilities are poor in areas where it does exist. The transportation problem in rural communities is characterised by remoteness, dependency and unaffordability.
- Capacity constraints along R43 between Onrus and Hermanus, during recreational peak periods, but increasingly during normal commuter periods, will need to be addressed in order to sustain the growth of the region's tourism potential.
- There is an opportunity to readdress the lack of integrated planning and transport infrastructure through the Municipal Infrastructure Grant (MIG) policy. The Overstrand SDF provides the municipality with a context and a set of priorities for such infrastructure funding applications.

5.6.3 Objectives

- Objective 1: To meet the transport needs of all sectors of the community.
- Objective 2: To develop transport infrastructure which supports economic growth.
- Objective 3: To ensure that the quality of the road network is maintained and improved through timeous maintenance and upgrading interventions.
- Objective 4: To minimise total transportation cost, i.e. to optimise infrastructure and road cost such as to minimise total cost to the economy, while maintaining minimum infrastructure standards (PGWC, 2005).
- Objective 5: To expand the range of available transport modes by promoting viable public transport services.

5.6.4 Transportation and Traffic Policy

(i) Policies

No.	Policy statement
P23.1	Ensure that the road system continues to meet the movement demands of all the inhabitants in the Overstrand.
P23.2	Ensure that upgrading of critical components of the Overstrand transport network is prioritised for implementation.
P23.3	Explore all possible sources of funding to assist maintenance, upgrading and expansion of the Overstrand road network.
P23.4	Address localised traffic, non-motorised transport and road safety problems.
P23.5	Improve mobility and access for rural communities dependent on public transport services.

(ii) Guidelines

Issue	Guidelines
1	<ul style="list-style-type: none"> • Submit priority infrastructure projects to the Provincial Strategic Infrastructure Programme (SIP) currently being developed by PGWC to capitalise on any investment nodes identified in the Overstrand area. • Monitor traffic flow data on all major road links (from PAWC road log reports and other traffic count sources), to identify traffic demand / capacity characteristics. • Evaluate Pavement Management System of the Western Cape Provincial Administration, which provides assessments of pavement conditions on surfaced and gravel roads, and identifies upgrading and maintenance priorities (including resealing and regraveling). • Monitor budgeted road projects (routine & preventative maintenance, rehabilitation, upgrading, new construction, etc.) to ensure timely implementation and completion to budget.
2	<ul style="list-style-type: none"> • Identify and consider range of options for future road infrastructure improvements to R43 corridor between Fisherhaven and Hermanus and an appropriate Hermanus bypass/ relief route for "through traffic". • Implement upgrading proposals along Gansbaai – Bredasdorp link and along R326 (Hemel-en-Aarde road). • Implement proposals from the Airfield & Helipad Study for Overberg and Environs. • Ensure that road infrastructure and transport operations meet the growing tourism demand along the full length of the Overstrand coastline.
3	<ul style="list-style-type: none"> • Identify and motivate possible additional road upgrading projects in terms of the Municipal Infrastructure Grant (MIG) policy. • Submit detailed reports to PGWC to motivate funding for priority identified road projects. • Identify upgrading/ maintenance projects suitable for labour-based construction and eligible for funding through the Expanded Public Works Programme.
4	<ul style="list-style-type: none"> • Identify all localised traffic, non-motorised transport and road safety problems and ensure resultant improvements are made provision for in municipal budgets. • Refer to Section 7 for detailed proposals.

Issue	Guidelines
5	<ul style="list-style-type: none"> Assess provisions of Public Transport Plan for Overberg District Municipality (if completed) for public transport service improvements specific to the Overstrand. This forms the basis for public transport infrastructure and services assistance from the provincial government to local authorities. Mobility strategy programmes are being developed by the PGWC in district areas, which include coordination of public transport services in line with the National Rural Transport Strategy. Such programmes are planned to be extended to inter alia Overberg, and should be monitored. In transport disadvantaged rural areas, and where the role and function of existing transport services can not be extended, local communities will be encouraged (by the PGWC and the local municipal authority) to promote their own public transport services through the establishment of SMME's (Provincial White Paper, 1997). In support of the above, PGWC is training public transport operators as part of job creation and skills development programmes (includes business skills, customer care and fleet management) - Overstrand to ensure participation. Non-motorised transport master plans are being developed by the PGWC, the implications of which need to be assessed by Overstrand. There is an existing opportunity to provide both road and off-road cycling facilities to meet the growing recreational and tourism demand for the region.

5.7 BULK SERVICES INFRASTRUCTURE

5.7.1 Background

This section on bulk services infrastructure covers the following main categories:

- Sanitation
- Solid waste removal
- Water supply
- Stormwater
- Electricity

Roads and traffic engineering are covered separately.

In the context of the provision of each of these bulk services the Overstrand consists of a number of geographically independent regions and sub-regions, which may or may not need independent consideration or consolidation. These are as follows:

- Kleinmond, Rooi Els, Hangklip, Pringle Bay, Betty's Bay
- Greater Hermanus, including Fisherhaven and Hawston
- Stanford
- Greater Gansbaai
- Pearly Beach
- Baardskeerdersbos,
- Wolvengat
- Buffeljagsbaai

Most of the coastal communities originated as a result of the fishing opportunities both for survival and as a holiday attraction. Consequently there was only a small need for permanent service resources while the intermittent holiday requirements being of a temporary nature could accommodate the lack thereof. However with the major growth experienced recently where holiday homes increasingly became retirement homes and the area became better known the character of the demand for services changed towards the need for a significant permanent demand linked with the increasing demand for quality in the peak holiday service. This has lead to a service demand with a regular base flow and times of high peak demand which can extend from periods of three days to periods of thirty days or more. These extended peak demands, which can be as high as three or more times the average demand put a severe load on the available services.

The high growth rate in the region starting in the mid-nineties has resulted in significant shortfalls in the level of service provision and the use of expensive service options such as tanker collection and transport of sewage to the WWTW is exacerbating the high cost of service provision.

5.7.2 Key Spatial Policy Concerns

- A co-ordinated policy framework is needed for the implementation of services to ensure uniformity of approach.
- The consistent growth of the area since 1996 has created a significant backlog in the provision of infrastructure, resulting in service failures occurring already due to demand exceeding the available capacity. This growth in demand is likely to continue accelerating until it peaks round about 2010.
- The shortfall in service provision is already having a severe negative effect on the financial viability of the Municipality as well as on future economic growth and job creation.
- The long lead times required for the provision of bulk infrastructure necessitate effective and timeous long term planning. This can only be circumvented by visionary decisions and partnerships for funding and implementation.
- The high cost of essential infrastructure presently required exceeds the limited funds being made available on the annual capital budget of the Municipality.
- The lack of adequate bulk infrastructure exposes the Municipality to costly legal action and penalties due to the failure to meet health and safety and other regulations (e.g. pollution of rivers, groundwater and sea with inadequately treated sewage) or to service the demands for development.
- In many areas aging or poorly constructed services the cause of excessive maintenance requirements. This together with inadequate capacity and inefficient options such as the use of conservancy tanks and a tanker collection facility result in excessive operating costs and the inability of the Municipal maintenance teams to cope with the workload during peak periods.
- The shortfall water supply, sewerage and electricity supply services has in many areas already reached or exceeded the critical limits.

5.7.3 Objectives

Objective 1: To implement pro-actively a holistic policy framework for provision of services.

- Objective 2: To develop and maintain funding and financial structures to ensure the sustainable provision of services in the municipal areas.
- Objective 3: To promote equal access to services, facilities and opportunities.
- Objective 4: To formulate guidelines for management and development of services in urban areas.
- Objective 5: To plan for an efficient and integrated urban structure.
- Objective 6: To investigate, plan and develop the systems and structures needed to effect the urgent implementation of adequate services in all urban areas to meet the present and future needs.

5.7.4 Provision of Services

5.7.4.1 Sewerage

(i) Motivation

The National Water Act 36 of 1998, the Water Services Act 108 of 1997 and the Municipal Systems Act 32 of 2000 together with other legislation control the collection treatment and disposal of wastewater.

Sanitation embodies the safe removal, treatment and disposal of human waste matter. In rural settings this is normally affected by the use of pit latrines and their derivatives and later septic tanks with soakaways. Once urbanization occurred with the densification of dwelling areas the land was no longer capable of just absorbing this waste matter and waterborne sewerage systems with major waste water treatment works were developed. The Overstrand is caught in between with many areas still using septic tanks with associated pollution or the threat thereof arising from densification of the urban areas. An interim measure of using conservancy tanks with tankers collecting the effluent for transport to a central treatment works is in use but is expensive to operate and is at present also stretched to the limit of the municipal capabilities.

The provision of a waterborne sewerage service requires the construction of expensive capital works many elements of which have an economic life of twenty years or more and this needs to be taken into account in the funding and financing .

Key factors are:

- Potential and perceived pollution threats to ground water resources due to the use of septic tanks and soakaways.
- Potential and perceived pollution threat to coast and tidal zone due to continued use of septic tanks and soakaways.
- Excessive cost to community and the municipal resources of the conservancy tank and tanker sewage collection system.
- Negative aesthetic effects of the tanker collection system in medium to high density urban areas.

- Constraints on development as a result of the conservancy tank and tanker sewage collection system.
- Potential benefits regarding conservation of water resources that could be achieved by appropriate treatment and re-use of final products.
- Cost savings that could be achieved by the introduction of a waterborne sewerage system.

(ii) *Key Spatial Concerns*

- Sustainable development is dependent on a holistic approach to sanitation provision.
- Regional and sub-regional combinations need consideration for optimal provision of sewage treatment facilities.
- Pollution from septic tanks and soakaways can affect our aquifers and surface waters if the environment is overloaded.

(iii) *Policies*

No.	Policy statement
P24.1	To provide sustainable sanitation solutions for all areas within the Overstrand within five years.
P24.2	To use long term (20 years or more) master planning to determine the regional and sub-regional characteristics of collector and outfall sewers, pumping systems and sites for waste water treatment facilities.
P24.3	To protect and sustain aquifers and prevent pollution of all water resources.
P24.4	To use wastewater treatment processes and systems that maximise the opportunities for beneficial re-use of the effluent and other waste products while minimising energy requirements.
P24.5	To determine the optimum configuration whether with local or regional collection and treatment for sanitation services for each community.

(iv) *Guidelines*

Issue	Guidelines
1	Acknowledge that a waterborne sewerage system is a commercial service that should pay for itself.
2	Ring fence the service in each independent region or sub-region to be able to monitor the performance of the system.
3	Structure the tariffs charged to take into account the indigent, pensioner and fixed income retired residents on the one hand and second dwelling holiday house owners, luxury property owners and the commercial sector on the other hand.
4	Service all existing properties and make provision for servicing all new properties as soon as possible to spread the revenue collection over as wide an area as possible.
5	Investigate and evaluate the option of installing purified effluent reticulation for the use of garden watering, golf course and sportsfield irrigation and also for the purpose of sanitation in sub-economic areas.
6	Include the connection of the existing drainage system into the new sewer system as part of the construction contracts as it is essential to get all properties connected as early as possible for flow and revenue benefits.

5.7.4.2 Solid Waste Removal

(i) Motivation

In urban areas solid waste / refuse is generated faster than it can be disposed of within individual properties and hence systems were developed for its collection and disposal on a community wide basis. The disposal of the waste matter in landfill sites with limited control has resulted in contamination of the substrata and pollution of ground and surface water resources. Recent legislation has lead to improved control and an awareness of the need for a holistic approach to the matter since if uncontrolled the volumes involved will fill all suitable fill sites within a short period of time. Proper control allows for protection of the environment through leachate and gas collection facilities to prevent contamination of the substrata, groundwater and the atmosphere. Suitable sites are limited and consequently regional schemes are evolved to improve landfill site management and control, but this results in longer transport distances and costs. Since much of our refuse and solid waste is actually made up of materials and elements that could be re-used such as glass, paper, metals, many plastics and compostable organic matter the total volume for disposal can be considerably reduced if this matter is removed prior to disposal at the landfill sites. In addition, if the separation can be achieved at source the benefits gained from reduced waste transport, longer lifespans for landfill sites and the reduced need for raw materials could be enormous.

The provision of this service requires the construction of expensive capital works many elements of which have an economic life of twenty years or more and this needs to be taken into account in their funding and financing .

(ii) Key Spatial Concerns

- Landfill disposal of all refuse and solid waste requires large areas of land which meet the stringent conditions pertaining to the prevention of leachate seeping into the substrata and contaminating any groundwater and environmental resources.
- A regional approach as adopted for the Rooi Els / Betty's Bay / Kleinmond and Greater Hermanus allows for better selection, management and control of the landfill sites but this is at the expense of transporting the waste over long distances.
- At present the Stanford - Greater Gansbaai region uses the existing Gansbaai landfill site with weekly collections in Stanford, Baardskeerdersbos, Pearly beach and Buffeljagsbaai. The landfill site has a temporary licence and is possibly not suitable for long term use as it appears to overlie a major aquifer.
- Separation at source to recover re-usable materials and also to extract hazardous matter such as medical waste, mercury batteries, oils and toxic chemicals can reduce the transport requirements, prolong the life of the site and allow for specialised treatment of the hazardous matter.

(iii) Policies

No.	Policy statement
P25.1	To optimise and improve with practice the operation of the newly developed Karwyderskraal regional scheme.
P25.2	To actively promote separation at source of all recoverable waste matter and to eliminate hazardous matter from the normal collection and landfill disposal cycle.

P25.3	To plan and develop a regional solid waste removal and disposal system for the Stanford / Gansbaai / Baardskeerdersbos / Pearly Beach sections of Overstrand.
--------------	---

(iv) *Guidelines*

Issue	Guidelines
1	For areas not yet served by a regional scheme, locate and develop the optimum site for landfill waste disposal. Complete full geological survey and assessments, obtain a permit and develop the site for long term operation with leachate collection and planned ultimate closure.
2	Close down present landfill sites as they are removed from service and rehabilitate for other use.
3	Plan and develop collection service with transfer stations for long hauls as necessary.
4	Identify and establish collection facilities for hazardous waste materials, such as oil, medical waste including "sharps", mercury batteries and chemical toxic waste matter, for collection, transport to and disposal at an appropriate hazardous waste disposal site.
5	Actively market, develop and implement a "waste separation at source" program over the whole of the Overstrand. Consider "job creation" variations of this option - both in the suburbs and at the transfer stations. Enter into partnerships with the existing "waste recovery" businesses where appropriate.
6	Remember that the benefit of this "recovery" option is not limited to the resale value of the material recovered but also includes the reduced transport requirements, the longer life of the landfill site and where appropriate the isolation of hazardous waste materials - e.g. spent batteries.
7	Ensure proper design and management of landfill sites to protect the aquifers from the effects of strong and hazardous leachate effluents from landfill sites.

5.7.4.3 Water Supply

(i) *Motivation*

Without water there is no life.

In South Africa water is a scarce commodity and much research and effort has been applied to optimise the use of our available water resources. The National Water Act 36 of 1998, the Water Services Act 108 of 1997 and the Municipal Systems Act 32 of 2000 together with other legislation control the collection and use of this resource.

The provision of this service requires the construction of expensive capital works many elements of which have an economic life of twenty years or more and this needs to be taken into account in their funding and financing .

The two main sources of water are derived by abstraction of ground water and surface water. Neither have been fully evaluated to determine their rechargeable / sustainable limits. The other potential source for water is by desalination of sea water. This last option is still, with present technology, two to three times more costly than the cost of collecting and purifying and transporting surface waters.

In many instances these groundwater and surface water resources are threatened by pollution and the evapotranspiration demands of alien and other vegetation or other developments.

(ii) Key Spatial Concerns

Although the Overstrand falls within the jurisdiction of the Breede River Water Management Authority (WMA) it is not within the catchment of the Breede river itself, but the catchments of several local coastal rivers. The urban areas within Overstrand fall into five main regions which are as follows:

- Kleinmond, Rooi Els, Hangklip, Pringle Bay, Betty's Bay
- Greater Hermanus, including Fisherhaven and Hawston
- Stanford
- Greater Gansbaai, including Pearly Beach

In addition there are a number of small villages such as Baardskeerdersbos, Wolvengat, Buffeljagsbaai and Spanjaardskloof and other developments such as Arabella and Benguella Cove which may or may not be able meet their needs from local boreholes and surface water resources. Alternatively these communities if close enough to one of the larger centres could obtain their water from the latter.

The water resources for these regions are at present totally independent of one another due to their geographic locations and topographical characteristics.

(iii) Policies

No.	Policy statement
P26.1	To provide sustainable water supply solutions for all areas within the Overstrand within five years.
P26.2	To use long term (20 years or more) master planning to determine the regional, sub-regional and local characteristics of resources and requirements for purification, storage and distribution facilities.
P26.3	To protect and sustain aquifers and prevent pollution of all water resources.
P26.4	To determine the total resource limits as far as possible for the initiation of planning beyond 20 years.
P26.5	To actively use water demand management to minimise water consumption and losses to extend the useful life of the available resources.
P26.6	To encourage the re-use of treated waste water where practicable to reduce the demand on potable water or purify the waste water sufficiently for aquifer recharge or for direct re-use as potable water.
P26.7	To avoid as far as possible the disposal of effluent to rivers or to the sea as this represents the discarding of a valuable asset.
P26.8	To identify those property owners where the erf is a second or holiday home and withdraw from them the free supply of the first 6 kl/month. These users already receive this allocation at their primary residence and the cost of providing for the reticulation and capacity to meet the needs of these holidaymakers under peak demand conditions far exceeds the revenue recovered if the first 6 kl/month is free.

(iv) Guidelines

Issue	Guidelines
1	Acknowledge that a water supply and distribution system is a commercial service that should pay for itself.
2	Ring fence the service in each independent region or sub-region to be able to monitor the performance of the system.
3	Structure the tariffs charged to take into account the indigent, pensioner and fixed income retired residents on the one hand and second dwelling holiday house owners, luxury property owners and the commercial sector on the other hand.
4	Develop mechanisms for the selective application of the free supply of the first 6 kl/month so that only the permanent residents benefit from this rebate.
5	Service all existing properties and make provision for servicing all new properties as soon as possible to spread the revenue collection over as wide and area as possible.
6	Investigate and evaluate the option of installing purified effluent reticulation for the use of garden watering, golf course and sportsfield irrigation and also for the purpose of sanitation in sub-economic areas.
7	Encourage the use of rainwater collection and storage facilities for garden watering and car washing, etc.
8	Actively promote the development of "Water Wise" gardens and for new developments encourage consideration of dual supply systems to provide recovered treated wastewater for gardening, etc.
9	Implement active water demand management programmes in each area of the municipality.
10	Actively extend the "alien vegetation removal" programme to all areas within the Overstrand where this growth may be affecting our water resources.
11	Introduce measures to make provision for the attenuation of the extended high peak demand for water during the holiday seasons.

*5.7.4.4 Stormwater**(i) Motivation*

Stormwater drainage is not a commercial service for which tariffs are payable and consequently it must be funded from the general budget of the municipality.

The need for stormwater drainage systems is the result of several different factors which fall into two categories. The first category is linked to natural effects such as topography (e.g. natural stream and river channels and steepness of the area) and rainfall characteristics (high intensity rainfall for extended durations). In the second category the factors are based on the effects of urbanisation such as increased runoff from building roofs and from roads and paved areas and also due to the higher flow speeds of the runoff along paved routes rather than through veld grass, etc. As a result of these factors urban development generally generates higher volumes of runoff from storms and because of the speed of flow much higher peak flows are experienced. It is consequently necessary to make accommodation for these stormwater flows by installing drainage systems to avoid flooding and to keep the environment safe.

Since the stormwater runoff is generated on surface and stays on the ground surface or in pipes and channels for the duration of its flow through the urban or developed area, it will pick up and carry with it most of the dust, oils, other liquids and debris that has been deposited on these surfaces since the last significant rainfall. Consequently this stormwater runoff, and in particular the first flows after a dry season, will be polluted with this dust, oil, other liquids and other matter which can lead to unsightly collections of rubbish, and waste, etc. at various places along the watercourses.

Depending on the characteristics of the local area, the stormwater flows could create significant hazards to life and to the local structures.

(ii) Key Spatial Concerns

Due to the generally ribbon like urban development along the coastline there are generally a large number of small stormwater drainage systems each discharging on the seaward side of the street nearest to the coastline or on the beach itself. At each of these discharge points debris and waste referred to above will accumulate and due to the need to keep the effects on tourism in mind this waste matter needs to be removed before it becomes unsightly.

In particular where the stormwater flows originate in the mountains or hills behind the urban area and flow through it to the coast it is essential that the systems are able to carry the projected flows. In some instances the construction of holding ponds or similar structures can help to minimise risks.

In many areas there are local depressions which tend to flood in periods of intensive rainfall. In addition some areas are very flat with a high water table with the resultant tendency to flood. In these areas the stormwater drainage system may serve a dual purpose and be designed also to maintain the ground water level below the surface.

(iii) Policies

No.	Policy statement
P27.1	To complete the master planning for stormwater drainage in the urban areas.
P27.2	To develop a priority programme for the implementation of stormwater drainage.
P27.3	To use a holistic approach to stormwater drainage systems to attenuate stormwater flows where necessary.
P27.4	To make provision for collection of waste debris and other pollutants at stormwater pipe discharge points. (The present cleanliness policy will help considerably to minimise this problem.)
P27.5	To use the stormwater drainage system where appropriate to maintain ground water levels below ground surface in developed areas where the water table can rise to or above the ground level in wet periods.

(iv) Guidelines

Issue	Guidelines
1	Complete the master planning and detail planning for all stormwater drainage systems needed within the Municipal area.
2	Complete a risk analysis to determine the priorities for upgrading of the stormwater drainage systems to the required standards.

Issue	Guidelines
3	Implement a programme for the construction of stormwater drainage systems throughout the Municipal area.
4	Develop systems for trapping the debris and waste at the stormwater discharge points to allow for regular removal of this waste.
5	Implement a preventative maintenance programme to keep the drainage channels and pipework free of debris and obstructions.

5.7.4.5 Electricity

(i) Motivation

Without electricity supplies no development can take place.

The electricity bulk supply to Overstrand branches off from the national grid at Worcester comes down to Houw Hoek and from there to Hermanus, Stanford and Gansbaai with the last section supplying to Baardskeerdersbos, Wolvengat, Spanjaardskloof, and the farming community. As this is a spur line any failure results in a power interruption for all consumers downstream of that point.

The provision of this service requires the construction of expensive capital works many elements of which have an economic life of twenty years or more and this needs to be taken into account in their funding and financing. The upgrading of the service also takes several years of planning, design and administration to implement. In other words, it is essential to have comprehensive master planning in place to be able to predict and pre-empt likely development. This planning can ensure that bulk supply facilities are in place in time to meet the demands of new developments. Key local distribution facilities should also be developed at the same time. Only local links should have to be constructed in the vicinity of any development to meet its individual requirements.

(ii) Key Spatial Concerns

Overstrand is at the end of a long spur bulk supply chain and just as planning is essential for the Overstrand to be ready to serve new consumers it is also essential to provide the bulk supply authority - in this case Eskom - with the long term planning information so that this bulk supply spur line can be upgraded timeously to meet the needs of the consumer groups like Overstrand.

Consideration should also be given to linking up areas on a grid basis so that when interruptions for repairs or planned upgrading occur the downstream consumers can be served from an alternative route.

(iii) Policies

No.	Policy statement
P27.1	To provide sustainable electricity supply services for all areas within the Overstrand within five years.

P27.2	To use long term (20 years or more) master planning to determine the regional sub-regional and local characteristics of resources and requirements for bulk power supply and distribution facilities.
P27.3	To be aware of and actively prepare for the implementation of the Regional Electricity Distribution Systems (REDS) programme.
P27.4	To complete a detailed asset analysis database schedule of all existing electricity supply and distribution facilities.
P27.5	To actively use demand management and load shedding systems to minimise the peak demand loads on the bulk supply and on the local distribution systems.

(iv) *Guidelines*

Issue	Guidelines
1	Acknowledge that an electricity supply and distribution system is a commercial service that should pay for itself.
2	Ring fence the service in each independent region or sub-region to be able to monitor the performance of the system.
3	Structure the tariffs charged to take into account the indigent, pensioner and fixed income retired residents on the one hand and second dwelling holiday house owners, luxury property owners and the commercial sector on the other hand.
4	Actively prepare for the implementation of the Regional Electricity Distribution Systems (REDS) programme.
5	Complete a detailed asset analysis database schedule of all existing electricity supply and distribution facilities.

5.7.5 Strategies

5.7.5.1 General

- Prepare and/or upgrade master planning for all services on the basis of a minimum design horizon of 20 years with regular reviews at least every five years.
- Recognise that the bulk services, sanitation, water supply, electricity and solid waste removal, are each a commercial service to be supplied and operated efficiently and economically to the benefit of the consumers, i.e. each service should be run as a separate financial entity. The provision of these services requires the construction of expensive capital works many elements of which have an economic life of twenty years or more and this needs to be taken into account in their funding and financing. They should be operated on normal sound business principles. Develop the financial and management structures to operate these services as individual business entities.
- Develop and update regularly a long term (20 year or longer) master plan for each service with costing based on the life of the individual elements, e.g. concrete structures - 20 to 50 years; pipe lines - 20 to 50 years; mechanical plant and equipment - 5 to 10 years.
- Where appropriate, forms of Public Private Partnership including joint ventures should be explored for possible benefits to the community.
- Develop, implement and maintain an asset management register together with an active maintenance and replacement management program
- Develop and manage an information and guidance program to assist the inclusion of appropriate planning and budgeting in the IDP process.

- Actively engage the services of all competent local service providers both in the direct provision of services and in the training and support of developing SMME's and personnel.
- Investigate and explore all funding sources whether state (provincial and national), local or international. Institute a program for the development and preparation of an appropriate business plan for each individual project including full cost benefit analyses in order to draw the most favourable funding options.

5.7.5.2 Sewerage

- Implementation of a full sewerage scheme now as a matter of extreme urgency for the Gansbaai, Stanford and Pearly Beach area and for the Hawston – Fisherhaven area in particular.
- The use of sewage pump stations should be minimized where possible and these should be developed and maintained to "fail-safe" standards.
- Wastewater treatment works (WWTW) must have adequate capacity for foreseeable future and located on a permanent site.
- WWTW design must be ecologically sustainable, allow for optimum resource recovery and re-use and adhere to the principles of water conservation.

5.7.5.3 Solid Waste Removal

- Develop a regional scheme for the collection and disposal of solid waste for the Stanford - Gansbaai region including Baardskeerdersbos, Pearly Beach and Buffeljagsbaai.
- Develop systems for waste recovery and recycling with separation at source together with an active public awareness campaign.

5.7.5.4 Water Supply

- As a matter of urgency investigate and determine the extent and capacity of ground water and other sources together with their recharge rates for long term planning of the water supply systems.
- Implement Water Demand Management systems throughout the Municipal area to make effective use of the available resources. – Actively implement a community awareness program on resource scarcity and value.

5.7.5.5 Stormwater

- Planning needs to be addressed on a catchment by catchment basis
- Stormwater "hot-spots" need to be identified and addressed.

5.7.5.6 Electricity

- On completion of the long term planning for the required electricity supply services initiate urgent negotiations with Eskom for the upgrading of the bulk supply system - 11 kV and 66 kV - needed to meet present and future demands.
- Plan and implement the upgrading of the Municipal Low Tension bulk supply system needed to meet present and future demands.

5.7.6 Implementation

The major priorities in the provision of services in the Overstrand subject to further detailed analysis are:

- (i) Implementation of a sewerage scheme to serve the Greater Gansbaai area.
- (ii) Upgrading of the bulk power supply to Overstrand.
- (iii) Upgrading of the Municipal low and high tension distribution networks in Gansbaai, Hermanus and Stanford.
- (iv) Upgrading of the water purification facilities and distribution system in Gansbaai
- (v) The investigation into and identification of new sources of raw water for Pearly Beach, Stanford and Gansbaai.
- (vi) Planning and development of services for the Hawston / Fisherhaven area.

5.7.7 Conclusions

It must be noted that the resolution of these shortcomings in the provision of services by 2010, while making maximum use of all competent local service providers, would have an enormous positive impact on the local economy and on job creation – both during implementation and thereafter.

5.8 HERITAGE / LANDSCAPE CONSERVATION POLICY (A)

5.8.1 Background

The heritage component of the Status Quo Report (Volume I) dated February 2004 described the following:

- The legal context, primarily the provisions of the National Heritage Resources Act (No. 25 of 1999).
- Theoretical points of departure and guiding conservation principles for the identification and management of heritage resources in the study area.
- A review of relevant spatial and policy plans as they affected heritage resources.
- The outcome of a limited consultation process.
- The evolution of the cultural-historical environment (pre-colonial, Dutch colonial, British colonial and twentieth century landscape).
- Statement of heritage significance and vulnerability for the various sub-regions identified in the report.

This section summarizes the key spatial policy concerns and heritage issues emerging out of the status quo report, and formulates a series of heritage policies to contribute the overall spatial development strategy and land use proposals for the Overstrand Municipal area.

5.8.2 Summary of key spatial policy concerns and heritage issues.

Issues identified below emerge from the analysis of the study area as described in the status quo report and the limited, targeted consultation process.

- The integrated natural and cultural heritage resources, particularly in the area associated with the Kogelberg Biosphere.
- The predominance of the physical landform and the related botanical richness and diversity in the western section of the study area, and the tendency of villages to sit within this green landscape. The limited absorption capacity in terms of further development of these areas.
- The need to retain the respective characters of the different villages and to steer development into areas which have capacity for further growth.
- The richness of the pre-colonial history of this area, particularly related to the coastline, and the high level of vulnerability of these resources.
- The need to protect the contexts of specific heritage sites.
- The need to develop a strategic approach to the management of heritage resources i.e. in terms of limited resources, not everything can be effectively conserved or managed. Only those resources which are good or outstanding examples of their types, are rare or representative, are of high scenic quality or critical to maintaining context of a specific resource should be considered.
- The need for effective locally based heritage management structures, preferably to function as local government sub-committees and the need to financial and secretarial support.
- The need for guidelines and regulations for proposed conservation areas and overlay zones to protect the particular character of identified areas.

5.8.3 Heritage Policy

The following derived from the overall principles identified in the Status Quo Report, provide a draft policy framework for the management of heritage resources in the study area. An overarching policy is first identified and policies related to specific issues are then formulated.

Policies are guided by an overall vision of the Overstrand area as an area of high heritage significance which derives its character from its dramatic scenic setting, particularly the sweep from mountain to coastline, to rich and varied archaeology, its historical townscapes and cultural landscapes, and the diversity of cultural values associated with a range of attitudes towards the past.

Overarching heritage policy

The Municipality shall coordinate and manage the protection and enhancement of the unique character of the region and ensure that appropriate heritage management practices become an integral component of overall municipal management.

1. **Conservation and Development**

Development is essential to the long term sustainable growth of the area. Heritage management should be integrated into other municipal responsibilities and policy objectives to guide development by supporting economic growth while protecting heritage resources.

2. **Cultural landscapes**

The area contains a wide range of unique and dramatic natural and cultural landscapes. They provide physical evidence of the area's evolution over time and contribute strongly to a sense of place and identity. The Municipality shall thus conserve and enhance the unique cultural landscapes and scenic qualities of the region for the benefits of its inhabitants and for cultural tourism by using such landscape as dynamic reference points and positive indicators for growth and change.

3. **The layering of history**

The Overstrand area demonstrates a rich and varied layering of history from pre-colonial times. The Municipality shall thus respect all periods and resist the emphasis of one particular period to the possible exclusion of others. In doing so, it shall accept change as an essential parameter of the heritage management process and encourage the need for the creation of "new heritage". In managing change, the Municipality will define the essence of what is to be maintained and the criteria for managing change, whether individual sites or cultural landscapes.

4. **Cultural Diversity**

Heritage places and practices are identified and understood differently by people and this is a dynamic process which change over time. The Municipality shall thus acknowledge and speak to elicit these different perspectives or readings of the past and be representative of the broad range of places and practices that are meaningful to different cultural groupings.

5. **Public Participation**

Public participation is essential in the identification and safeguarding of heritage resources. The range of communities in the Overstrand are valuable resources of knowledge and awareness and can play a useful role in sustainable heritage management. The Municipality shall thus encourage different forms of partnership between itself and representative local communities and organizations.

It shall also encourage participation in heritage issues through effective communication and training to ensure that participation becomes an integral part of heritage management.

6. Environmental Sustainability

There is the need to encourage sustainable development within the reality and potential of existing cultural, physical and environmental resources. The Municipality shall thus balance the developmental demands placed on the environment with the effective protection of the historical environments, the aims of social progress, and the stimulation of significant levels of economic growth and employment.

7. Heritage Tourism and Economic Growth

Heritage resources can be regarded as valuable economic resources and can contribute to the promotion of tourism in the area. To this end the Municipality shall encourage the appropriate use of heritage resources for job creation through tourism, and the presentation and interpretation of heritage sites and landscapes for tourism purposes.

8. Context

The context of individual heritage sites is critical to the conserving of their significance. The conservation of individual heritage sites is often negated if the context is destroyed. It is therefore critical to establish significance at a number of scales, both spatially and socially.

The Municipality shall thus consider the relevance of the physical and social landscape context in the deliberations regarding the management of heritage resources. The Municipality shall thus ensure that the character of places based on their context and scale, as opposed to an emphasis on individual heritage sites, is protected and enhanced.

9. Archaeology

The Overstrand area is rich in archaeological resources, most of which represent a previously under-researched and undocumented record of the country's pre-colonial and early contact history.

The Municipality shall thus ensure that the appropriate archaeological investigations are undertaken where development is proposed. In doing so, it shall assist the relevant authority, Heritage Western Cape.

10. Tangible and intangible components of heritage

The Municipality shall acknowledge that heritage value resides also in intangible elements; in ceremonies, oral traditions, memories, rituals and indigenous knowledge systems. Not all aspects of cultural significance find experience in material physical fabric. Living heritage is an integral component of everyday experience and contributes largely to individual and social identity.

The Municipality shall thus explore means of identifying the range of intangible heritage sources which are mostly unacknowledged and develop methodologies for their protection and enhancement.

11. Authenticity and integrity

Authenticity is a key concept in heritage management planning. It requires judgement based on a critical assessment of the essence of a heritage and its relation to its context. Being authentic refers to being sincere, true or genuine. It acknowledges that each heritage resource reflects a particular response to a range of historical processes. It is closely related to the concept of integrity which refers to an unbroken state, material wholeness or completeness.

The Municipality shall thus ensure that, as far as possible, heritage resources are conserved in their authentic state to reflect the historical and cultural values that have accrued to them over time. In doing so, it shall ensure that a clear distinction is made between authentic material fabric and later contemporary interventions.

5.9 HERITAGE / LANDSCAPE CONSERVATION POLICY (B)

5.9.1 Heritage sites in the Overstrand study area

This range of sites and objects within this area is enormous in terms of definitions contained within the National Heritage Resources Act 25 of 1999. The series of maps which accompany this report show places of known archaeological significance that have been discovered by archaeologists or reported to museums, universities and amateur societies. The information is variable in quality – some of it is very old and unreliably plotted (GPS has only been in common use in the last 10 years). Furthermore site locations need to be regularly updated, especially since destruction of sites is almost a daily event considering rampant coastal development.

It must be understood that in reality only a very small percentage of the Overberg has been subject to archaeological survey. The point plot locations of archaeological sites tend to reflect the efficiency of the survey teams rather than the actual distribution of archaeological sites on the ground. The absence of archaeological sites on any given portion of the landscape can reflect that a particular area has not been searched rather than the area contains no archaeological material.

The accompanying series of maps contains shaded areas which indicate places of known archaeological sensitivity which have been subject to some form of archaeological assessment in the past. Other specific archaeological sites are marked with a yellow triangle and assigned a reference number which correlates to the spreadsheet provided.

Appendix A presents a detailed commentary on the kinds of archaeological sites that have been identified in the Overstrand while a general description is presented below.

(a) *Palaeontological material*

The coastal zone of the Western Cape contains fossiliferous material throughout – anywhere where there is sand rich in calcium carbonates the fossilized bone of mammals, mollusc shells, and even traces of microscopic organisms are to be found. The reason for this is that calcium carbonate from the shell in sea sand is an excellent preservative of bone. Sensitive material is to found anywhere where are aeolianite or calcrete deposits, dune seas, or limestone rich coastal plains. Also important from a scientific perspective are the remnants of ancient landforms, shoreline regressions and transgressions that characterise much of our coast.

(b) *Archaeological sites*

Pre-colonial archaeological sites within the coastal zone were numerous due to the fact that the sea was a rich source of animal protein for prehistoric people. Archaeological sites along our coastline date from more than a million years ago until the Late Stone Age when ancestors of the Khoekhoen and San targeted coastal resources more than ever before. Archaeological sites can be found virtually anywhere along the coast, especially within 1km of the shoreline. Also found within the coastal zone are virtually the full range of heritage resources protected by the National Heritage Resources Act 25 of 1999 which protects structures and objects of the colonial period.

- **Unique early sites** – The Western Cape Province has the distinction of having some of the earliest shell middens identified anywhere in the world. To date, five such sites have been discovered and are actively being researched by teams of archaeologists (local and international composition) mostly supported by international funding agencies. An example of such a site is Die Kelders at Gans Baai. There are no doubt more of these sites along our coast but they are very difficult to find – deeply buried or fossilised into tough matrices of calcrete. Being more than 100 000 years old, they represent the behaviour of our common human ancestors and are thus the heritage of human kind at large.
- **Shell middens** – Within the last 10 000 years ancestors of Khoekhoen and San targeted the coast, the sea level having stabilised roughly where it is today (within a meter or two). By this time shellfish and other marine foods had become established as a core component of the human diet. Shell middens are the most common form of archaeological sites within the coastal zone being found most frequently with 1km from the coast; however it is not unusual to find archaeological sites with marine shell on them 20km from the coast. Despite efforts to develop predictive models for the locations of archaeological sites, none have been successful enough to be fully reliable. Despite that fact that shell middens are fairly numerous, they are also extremely fragile. Sadly most of our coastal archaeological sites have already been impacted by 20th and 21st century activities with the result that well- preserved sites are comparatively rare and considered a conservation priority by heritage professionals.

- **Colonial period archaeological sites** – These are numerous in that this is the heritage of the historic period. All structures more than 60 years old and places of human habitation, artefacts associated with historic dwelling places, bottle dumps that are more than 100 years old are protected. This includes a vast range of objects and places that include buildings, landscapes, battlefields, industrial structures and objects, harbours, railway lines, graveyards, WW2 gun emplacements, radar stations and observation posts but to name a few.
- **Shipwrecks** – Shipwrecks (more than 50 years old) and objects associated with them are specifically protected sites of the coastal zone, some lying offshore, others lying on the beaches or in the shallow waters of the coastal zone.
- **Graves** – All graves and cemeteries are protected by the NHRA, no matter how old they are. Unmarked graves can occur anywhere and are frequently impacted by development activities.

The heritage resources of South Africa are collectively termed the “National Estate” a massive collection of assets, buildings and places, some of which have been described, studied and catalogued while the majority are unknown – yet to be discovered, appraised and included within the National database.

(c) *Conservation status of heritage sites in the coastal zone*

The collective cumulative impacts to the “Provincial Estate” to date has been considerable. For example, we would estimate that more than 60% of pre-colonial and colonial period archaeological sites on the Cape Peninsula have been completely destroyed by property development while most of the remaining ones have been disturbed by some form of human activity. Unchecked property development has occurred in recent years along the south coast, most of it without any form of heritage impact assessment despite the requirements of the NHRA and the legislation the preceded it. In coastal areas not directly developed, the injudicious use of off-road vehicles has been a major contributor to destruction – especially when they are driven off existing road systems through the coastal dunes and strandveld. Shell middens have been destroyed on a daily basis, most of those that have survived are damaged while the few that remain in tact need to be conserved. Unlike plants and animals, these elements of the landscape cannot reproduce themselves, are very difficult to mitigate satisfactorily in the face of development activities. They are finite resources that once damaged or destroyed will never be the same again.

(d) *Current impacts to pre-colonial heritage resources*

Despite a body of heritage legislation that is potentially powerful and compiled from what is considered to be best international practise to date, impacts to heritage continue. The agents of this are complex and range from wilful disregard for the law to lack of capacity among even professional persons responsible for applying and administering both heritage and environmental legislation. Some identified sources of impacts are listed below.

(e) Physical impacts

- **Property development** – property developments (housing and resorts, illegal and legal mining, road construction) that take place without a heritage impact assessment (HIA), whether done as part of EIA or separately have had a major impact – especially along the south coast for which very few HIA reports have been lodged.
- **Recreational activities, off-road vehicles and illegal roads and trails** – despite attempts to discourage illegal use of off-road vehicles on beaches, drivers continue to attempt to gain access to beaches. Unfortunately the prohibition of driving on beaches has an unfortunate result for heritage sites. Most heritage sites are not situated on beaches but tend to be set back in the dune cordons, behind the dune cordons and on rocky promontories within 1km of the coast. In other words just the kind of places that off-road vehicles now use to avoid driving on beaches. Other than change of land use and property development, off-road vehicles cause the most damage to surface archaeological sites. Informal footpaths through dune systems, informal braai and picnic areas have contributed to the destruction of archaeological sites by polluting them with modern materials, erosion and illegal collection of artefacts.
- **Illegal alterations of historic buildings and places** – by law alterations to structures that are older than 60 years of age require a Heritage Western Cape permit. Although many developments that involve historical fabric are approved through the proper channels, many builders, property owners - even architects and local government bodies are ignorant of heritage issues and/or disregard the requirements resulting in not only destruction of the fabric of historic places, but also importantly destruction of the context and landscape in which they are situated.

(f) Impacts caused by lack of capacity

Very few local authorities, administrative or land-owning institutions employ staff, who have any form of heritage training. They are unable to understand the language and philosophy of heritage management have very little grasp of the importance and range of the "National Estate" and the laws that protect it. This critical lack of capacity means that people who are in a policing or administrative role are unable to effectively apply our existing heritage legislation, are unable to identify and appoint the appropriate consultants with respect to heritage matters, and worse still are not equipped to evaluate the quality of heritage impact assessment work or the products of professional practitioners.

- **Institutional lack of capacity** - Training of environmental assessors to date has focussed on the natural and social environment and has not included any formal training in heritage. Because of this, persons responsible for the commissioning and carryout of environmental impact assessments are poorly equipped to appoint appropriate heritage professionals for heritage impact assessments within the realms of EIA's. In turn, the auditing of the quality of heritage work that takes place is not always adequate.
- **Non-compliance with the law** - despite legal requirements, environmental impact assessments regularly take place without any form of heritage component. The reasons for this are either disregard for heritage (seen as an additional costly burden by both clients and consultants), ignorance of the legislative requirements and the inability of compliance agencies to judge when a heritage assessment is appropriate or not.

- **Lack of adequate professional training** - archaeologists and other heritage impact specialists themselves have, through the inadequacy of conventional University training in heritage related issues, made poor conservation decisions with respect to places of heritage importance (these decisions very seldom being picked up by compliance agencies on account of their own lack of capacity to conduct educated and detailed audits).
- **Lack of education opportunity.** Heritage conservation is not formally taught at any South African tertiary institution – the wisdom that has accumulated in South Africa to date is born of individual and institutional experience. Professional guidelines and associations are only now beginning to emerge within the discipline. The result of this is that there are very few opportunities offered in South Africa where people can actively build their capacity in this field.

5.9.2 Protection of archaeological heritage sites

(a) *Compliance authorities*

A key to this process would be to establish relationships with SAHRA who are currently setting up the database of the “National Estate” as well as Heritage Western Cape who’s fully trained archaeologists are responsible for the management of grade 2 and 3 heritage sites in the Province. Absolutely crucial to effective control is to increase the capacity of persons in compliance and administrative positions to ensure that resources are identified through the proper implementation of the process of heritage impact assessment and conservation planning.

(b) *Archaeological heritage sites and tourism*

The enormous range of heritage sites on the coast and in the hinterland are almost completely unexploited for tourism purposes. The concept of achieving sustainable utilisation of these resources is appropriate. Adaptive reuse of historic places, buildings and archaeological sites through tourism can be an excellent way of ensuring that a place is valued, maintained and conserved for future generations, needless to say that there are also benefits in terms of job creation and social development. However the way that that these goals are achieved is critical as incorrect decisions about the future of a heritage place and the way it is used can destroy its historical significance.

The exploitation of any place of heritage importance needs to be accompanied by very thoughtful conservation planning (done by a professional) to ensure that the significant qualities of the place are not compromised or lost. There is a growing body of heritage conservation planners, most of them in private practise who are developing the skills to ensure that heritage tourism is sustainable.

5.9.3 Strategies for the conservation of pre-colonial heritage resources

(a) *The identifying of resources of archaeological, cultural and scientific value*

This is a massive task that has been ongoing since the establishment of the disciplines of archaeology, palaeontology since the late 19th century. The process continues on a daily basis through the research of institutions and individuals. It is unfeasible to commission an enormous project to identify all heritage sites. The reason for this is that every year new heritage sites are created through the 60 year and 100 year protection clause of the NHRA, palaeontological and archaeological sites become exposed or hidden according to varying geological conditions, but most importantly perceptions of what is a "significant" heritage place change from community to community and over time. Research priorities change as scientists gain new knowledge – sites and artefacts can gain or lose significance depending on the progress of knowledge. The process of discovery and evaluation is ongoing.

- The most powerful tools in operation at the moment is the process of Heritage Impact Assessment (see section 38 of the NHRA). This not only identifies sites and places but also appraises them and grades them for significance on criteria that are both community value and scientifically based. Hand in hand with this is the process of conservation planning for heritage sites and cultural landscapes – a new concept in South Africa, the necessity of which is implied by legislation.
- It is critical that the HIA process is carried out properly and those persons in compliance positions have the capacity to ensure that this work takes place when it needs to, and that its quality is sufficient. Property developers must be made to commission HIAs, and thereafter be made to comply with any conservation planning that is necessary to protect a place or site of importance.
- The NHRA is designed to bring certain aspects of heritage management to local authority and community level. It is very important that community organizations use their sources on the ground to identify places that are important to them, maintain registers and notes about places and their status. This makes it much easier for heritage impact assessors to broaden the quality of their product and for the regional heritage authorities to manage the "National Estate".

5.9.4 The conservation, management and exploitation of areas rich in heritage sites

- Any organisation or person responsible for the management of large tracts of land, must be encouraged to commission heritage conservation planning studies (before any impacting activities are envisaged) to ensure that any heritage assets that they have on their properties are properly cared for. A Conservation Plan is a tool that identifies a heritage place/s, determines its historical significance, identifies its vulnerabilities then develops policies to protect it. This is especially important where tourism ventures are envisaged. There are well-tried methods of conservation planning. The system developed by James Semple Kerr for Australia, and now adopted by Britain and as well as a number of European and Asian countries is an excellent basis on which to develop local conservation planning tools and workshops. There are number of heritage consultants based in this province who have the capacity to develop heritage conservation plans.

- The South African Heritage Resources Agency is in the process of establishing the database of the National Estate. This is a GIS based system on which the location, attributes and status of any heritage sites are recorded. There are databases housed in museums and universities which will ultimately be incorporated. Like the identification of heritage sites, the development of this database will be a continuous process. The database will be accessible to provincial heritage authorities and other heritage managers. All sites and objects located through HIAs and other surveys will be included within the database. The support of the database will be critical in developing regional conservation strategies.

5.9.5 Establishing appropriate uses for heritage sites

Again, HIA's and conservation planning are critical in the process of establishing if the significance of a place, site or object is being diminished by inappropriate activities. At present the capacity for compliance agencies to police activities that take place at heritage sites and other sensitive areas is woefully inadequate. The support of community organizations such as heritage workgroups regional museums and heritage societies is greatly needed to assist in the policing of heritage sites within their domains. It must be noted that any organization or individual has the right to lay a charge at police station with respect to the willful destruction or damage to a heritage site (in terms of the National Heritage Resources Act). This is no longer the sole prerogative of SAHRA. Many organizations are not aware that they are able to do this and do not exercise this power.

5.9.6 Concluding comment

The National Heritage Resources Act is a good legislative basis for conserving and sustaining heritage. It is designed to be implemented at a local level and provides a mechanism by which local heritage organisations can be registered and contribute to the protection of local resources. The functioning of the legislation is massively handicapped by lack of capacity at virtually every level of control. The fact that there are no heritage officers stationed at local government level means that an impossible work burden is placed on the small professional staff of SAHRA and Heritage Western Cape. On the other hand, the products offered by heritage practitioners remains un-standardised and of variable quality – a situation that will continue until such time that compliance officers have the capacity to evaluate work produced.

The problems facing heritage management in the Western Cape Province are solvable and need to be addressed from two angles.

1. Professionals

- Heritage practitioners need to continue to consolidate their professional status, develop methodological guidelines, and develop a system of peer review. Continuous education and development of methodology must be a priority.
- Environmental scientists need to become familiar with heritage law, learn the language of heritage and make sure that heritage assessments are carried out as part of EIAs.

2. Capacity building

- Ideally every local authority, nature conservation organization or National Park should have at its disposal at least one person who carries the portfolio of “heritage officer”. Such a person can be a member of a local heritage committee, be an employed staff member or carry out this duty as part of his/her existing job. The “heritage officer” should receive a basic training in heritage conservation issues, heritage tourism and the law. He/she could provide a policing role, monitor heritage impacts, liaise with SAHRA, Heritage West Cape, Department of Environment Affairs and Tourism.
- Environmental officers, conservation officers, persons who hold conservation related posts in local and regional government need to increase their capacity to apply and police the provisions of the National Heritage Resources Act.
- Tertiary institutions must be encouraged to develop short courses in heritage conservation to increase the capacity of consultants, officials, conservation officers, staff of environmental organisations and even landowners and individuals to identify and conserve heritage, and approach the development of heritage places for tourism in such a way that their significance is retained for the appreciation of future generations as well.

3. Making the legislation work

Although the conservation of archaeological material faces many threats, much has been achieved through simply following the requirements of legislation as best as possible. To date several hundred studies have been completed resulting in the conservation / mitigation of archaeological sites all round the country.

- It is paramount that the local authority ensure that any new development area be subject to a Heritage Impact Assessment which includes the services of a credible professional archaeologist to identify archaeological material and develop means of conserving it.
- Careful conservation planning must accompany tourism development close to or on any heritage site or place of heritage significance.
- Local capacity building in heritage conservation needs to be a medium / long-term goal.