

**SPATIAL PROFILE & DRAFT AMENDMENTS TO THE
SPATIAL DEVELOPMENT FRAMEWORK**

Integrative Spatial and Infrastructure Planning

Approved by Council for Public Comment on 15 March 2023

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ABBREVIATIONS

A

AFS	Annual Financial Statements
AQMP	Air Quality Management Plan
ATC	Adam Tas Corridor
ATC LSDF	Adam Tas Corridor Local Spatial Development Framework

B

BNG	Breaking New Ground
BTT	Boschendal Treasury Trust

C

CAPEX	Capital Expenditure
CBA	Critical Biodiversity Area
CBD	Central Business District
CoCT	City of Cape Town
CEF	Capital Expenditure Framework
CEIP	Capital Expenditure Implementation Plan
CIF	Capital Investment Framework
CITP	Comprehensive Integrated Transport Plan
CPI	Consumer Price Index
CSIR	Council for Scientific and Industrial Research
CSP	Cities Support Programme
CWDM	Cape Winelands District Municipality

D

DCoG	Department of Cooperative Governance
DEA&DP	Department of Environmental Affairs and Development Planning
DGDS	District Growth and Development Strategy
DHS	Western Cape: Department of Human Settlements
DLG	Western Cape: Department of Local Government
DRD&LR	Department of Rural Development

DTPW

E

EIA	Environmental Impact Assessment
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F

FA	Functional Area
FLISP	Finance Linked Individual Subsidy Programme

G

GAP	Government assisted housing in the affordability “gap” for home owners earning between R3 501 and R18 000 per month
GCM	Greater Cape Metro
GCMRSIF	Greater Cape Metro Regional Spatial Implementation Framework

GDP

GVA

H

HA	Hectare
HIV	Human Immunodeficiency Virus
HSDG	Human Settlements Development Grant

I

I&AP	Interested and Affected Parties
ICM	Intermediate City Municipality
IDP	Integrated Development Plan
IHSP	Integrated Human Settlements Plan
IIIF	Integrated Infrastructure Investment Framework
INEP	Integrated National Electrification Programme
ITP	Integrated Transport Plan
ISC	Integrated Steering Committee
IUDF	Integrated Urban Development Framework

and Land Reform

Western Cape: Department of Transport and Public Works

IZS

IUDG

L

LDC	Lynedoch Development Company
LED	Local Economic Development
LG	Local Government
LHOA	Lynedoch Home Owners’ Association
LSDF (s)	Local Spatial Development Framework
LSU	Large Stock Unit
LTFM	Long term financial model
LTFP	Long term financial plan
LTFS	Long term financial strategy
LUMS	Land Use Management System
LUPA	Western Cape: Land Use Planning Act

M

MAYCO	Mayoral Committee
MPBL	Stellenbosch Municipal Planning By-law
MERO	Municipal Economic Review and Outlook
MFMA	Local Government: Municipal Finance Management Act 56 of 2003 (revised 2011)
MSA	Local Government: Municipal Systems Act, 32 of 2000
MSDF	Municipal Spatial Development Framework
MTREF	Medium Term Revenue and Expenditure Framework

N

NDP	National Development Plan
NEMA	National Environmental Management Act
NGP	New Growth Path
NHRA	National Heritage Resources Act
NMT	Non-motorised transport

NSDF Framework	National Spatial Development	UDZ	Urban Development Zone
NT	National Treasury	US	University of Stellenbosch
O		USDG	Urban Settlement Development
P		Grant	
PDA	Priority development area	UNESCO	United Nations Educational, Scientific and Cultural Organisation
PERO	Provincial Economic Review and Outlook	V	
PMT	Project Management Team (also known as Project Steering Committee)	V&A	Victoria and Alfred Waterfront
W			
PSDF	Provincial Spatial Development Framework	WCG	Western Cape Government
		Wesgro	Western Cape Tourism, Trade and Investment Promotion Agency
PSTP Program	Provincial Sustainable Transport		
Q			
R			
RSIF	Regional Spatial Implementation Framework		
RAP	Rural Area Plan		
S			
SALGA	South African Local Government Association		
SANBI	South African National Biodiversity Institute		
SEMF	Strategic Environment Management Framework		
SDF(s)	Spatial Development Framework		
SDGs	Sustainable Development Goals		
SM	Stellenbosch Municipality		
SMME(s)	Small and Medium Enterprise		
SOE(s)	State Owned Enterprise		
SPCs	Spatial Planning Categories		
SPOs	Spatial Planning Outcomes		
SPLUMA	Spatial Planning and Land Use Management Act 16 of 2013		
SSU	Small Stock Unit		
StatsSA	Statistics South Africa		
T			
TB	Tuberculosis		
U			
UDS	Urban Development Strategy		



PART 1:

INTRODUCTION

1. BACKGROUND & PURPOSE

Spatial planning is a high-level planning process that is inherently integrative and strategic, it takes into account a wide range of factors and concerns and addresses the uniquely spatial aspects of those concerns.

The action(s) of spatial planning aims to:

- Enable a vision and consistent direction for the future of the municipal area based on evidence, local distinctiveness, and community-derived objectives.
- Translate this vision and direction into a set of policies, priorities, programmes, and land allocations together with the public sector resources to deliver them.
- Create a framework for private investment and regeneration that promotes economic, environmental, and social well-being.
- Coordinate and deliver the public-sector components of this vision with other agencies and processes to ensure implementation.

In essence, it entails more than land use management; it provides a key role in providing a long-term framework for development and coordinating policies across sectors. By so doing, effective spatial planning helps to avoid the duplication of efforts by the government and can assist in the coordination of sectoral policies to ensure maximum positive impact from the investment of resources to achieve the spatial vision as agreed to by all stakeholders.

Integrative Spatial Planning Approach

Spatial planning is critical for delivering economic, social and environmental benefits (refer to Box 1) by creating more stable and predictable conditions for investment and development, securing community benefits from development, and promoting prudent use of land and natural resources for development. Spatial planning is therefore an important lever for promoting sustainable development and improving the quality of life.

Integrative Spatial Planning is informed by universal planning approaches and concepts; normative - and developmental planning principles, norms and standards. These informants provide clarity on the scope and focus for achieving spatial planning outcomes/benefits (refer to Box 1 & Figure 1) for creating positively performing areas which are generally regarded as successful and liveable settlements.

The characteristics of a desirable and successful settlement tend to be:

- Integrated and connected,
- Inclusive,
- Convenient,
- Resilient and adaptable,
- Efficient,
- Safe and healthy,
- Economically supportive, and –

- Characterful and aesthetically pleasing.

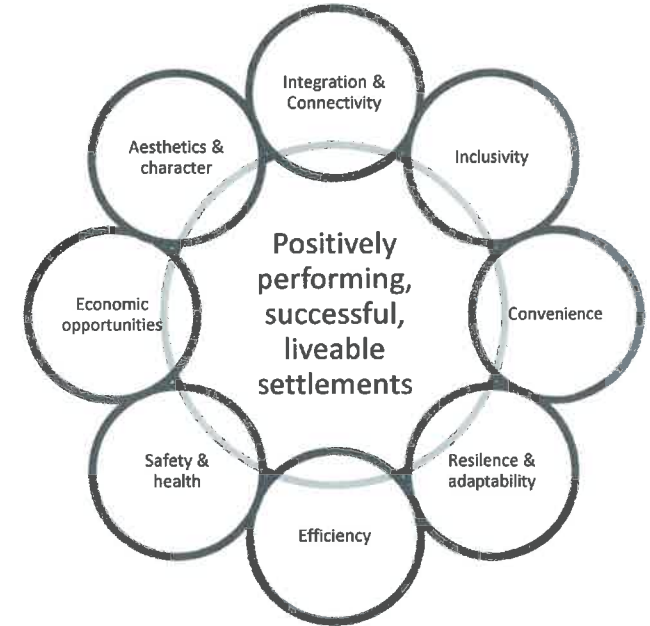


Figure 1

BOX 1: BENEFITS OF SPATIAL PLANNING

Economic benefits

- Providing more stability and confidence for investment;
- Identifying land in appropriate locations to meet the need for economic development;
- Ensuring that land for development is well placed in relation to the transport network and the labour force;
- Promoting environmental quality in both urban and rural areas, which can then create more favourable conditions for investment and development;
- Identifying development that meets the needs of local communities;
- Promoting regeneration and renewal;
- Making decisions in a more efficient and consistent way.

Social benefits

- Considering the needs of the local communities in policy development;
- Improving accessibility when considering the location of new development;
- Supporting the provision of local facilities where they are lacking;
- Promoting the re-use of vacant and derelict land, particularly where it has a negative impact on quality of life and economic development potential;
- Aiding the creation and maintenance of pleasant, healthy, and safe environments.

Environmental benefits

- Promoting regeneration and the appropriate use of land, buildings and infrastructure;
- Promoting the use of previously developed (brownfield) land and minimizing development on greenfield land;
- Conserving important environmental, historic and cultural assets;
- Addressing potential environmental risks (e.g. flooding, air quality);
- Protecting and enhancing areas for recreation and natural heritage;
- Promoting access to development by all modes of transport (e.g. walking, cycling, and public transport), not just by private vehicle;
- Encouraging energy efficiency in the layout and design of the development.

Box 1

To achieve these positively performing, successful, liveable settlements the following requirements are required of the planning system, namely:

- To achieve a greater mix of land uses and densities in the urban structure that provide a full range of urban functions – housing, employment and services – in a pattern which minimized the need to travel great distances to work, shop or conduct business. The efficient use of land needs to be compatible with social well-being and healthy environmental objectives.
- To initiate urban regeneration in inner city areas and main streets with high-density concentrations of mixed employment, residential and other uses. These areas with adequate investment in modernisation and renovation of the existing stock and infrastructure can provide housing closer to services and a wider range of lifestyle opportunities.
- To enhance and support the regeneration of housing estates through innovative financing, technological and regulatory initiatives, and demonstration projects. Focusing on the elimination of barriers towards investment will facilitate small-scale urban renewal through cooperative efforts and self-help.
- To enhance broad participation, improve community involvement and build support for sustainable planning policies and programmes; to promote community identity through the creation of meeting places, public spaces, pedestrian networks, and preservation of historic buildings and attractive streetscapes.
- To provide a range of cultural and recreation opportunities that correspond to diverse needs

through efficient use of natural areas for passive recreation and cultural purposes; to maintain a system of integrated and interconnected open spaces, parks, and river valleys; to protect the natural habitat and resources in the areas.

- To provide water and sewerage infrastructure that accommodates the needs of the local community, while meeting the healthy environment objectives; to undertake the considerable improvement of existing infrastructure in order to reduce the amount of untreated urban runoff wastewater discharge; to increase the capacity of the existing infrastructure to accommodate urban growth and intensification.
- To improve and expand the transport system to meet the challenges of readjustment in the urban economy and to sustain the competitiveness of public transport. To maximise efficiency, supplement conventional public transit with specialised services directed at specific market segments; to promote energy efficiency and alternative modes of transport.

2. MSDF PROGRAMME

The system of Integrative Spatial Planning

One of the legislated spatial planning system tools available to Urban and Regional Planners is Spatial Development Frameworks (SDFs) — a strategic and integrated spatial planning policy —, that must outline specific arrangements for prioritisation,

mobilising, sequencing and implementing public and private infrastructural and land development investment in the priority spatial structuring areas as identified in these spatial development frameworks to give effect to the vision, goals and objectives of the municipal Integrated Development Plan (IDP) or related business plans of the government.

The (MSDF) covers the jurisdictional area of the municipality. In the case of SM, the MSDF must answer the following questions: “How is Stellenbosch going to develop over the next ten to thirty years? What kind of development will take place, where will it take place, and who will be responsible for what aspect of the development? What are the non-negotiables and fixes necessary to achieve the proposed development path, and which areas require more detailed studies/precinct plans?” — all while maintaining the best and sustainable use of resources.

With the reform in planning law a shift in focus to integrative spatial planning approach was facilitated. This shift results in:

- More effective coordination of sectoral actions that have a cross-sectional spatial dimension.
- Greater responsibility for operating the system for authorities at regional and local levels, while ensuring conformity and adequate support.
- More effective participation by local communities and other stakeholders.
- The ability of planning authorities to recoup a proportion of the financial gain from the allocation of development rights to private developers to provide or pay for externality effects and provide local community benefits.

- The responsible consideration of environmental impacts of development, so that any adverse impacts are mitigated and/or compensated for.

Users of the MSDF

The MSDF for SM targets two broad user categories. The first is the government sector, across spheres from national to local government, including State Owned Enterprises (SOEs). While the MSDF is informed by the spatial direction stated in national, provincial, and district level policy, it also sets out the municipality’s spatial agenda for government departments across spheres of government to consider and follow. Most importantly, the MSDF outlines the municipality’s spatial agenda to its own service departments, ensuring that their sector plans, programmes, and projects are grounded in a sound and common spatial logic.

The second user category is the private and community sector, comprising business enterprises, non-government organisations (NGOs), institutions, property developers, and private citizens. While the private sector operates with relative freedom spatially — making spatial decisions within the framework of land ownership, zoning, and associated regulations and processes — the MSDF gives an indication of where and how the municipality intends to channel public investment, influence, and other resources at its disposal. This includes where infrastructure and public facility investment will be prioritised, where private sector partnerships will be sought in development, and how the municipality will view applications for land use change.

Local spatial strategy informants to the MSDF (2019), review and proposed amendments (2022/2023)

The approved MSDF, 2019 was informed by various specialist and spatial strategies, namely:

- The development of scenarios of land demand to inform the development of a preferred 20-year growth strategy, development path, and nodal development concepts for SM. This work culminated in status quo and Urban Development Strategy (UDS) documents during 2017.
- The Rural Area Plan (RAP) which provides an analysis and synthesis of the rural areas of Stellenbosch Municipality.
- Heritage surveys and inventories of large-scale landscape areas in the rural domain of the municipality informing proposed heritage areas (complementing previous inventory work completed for urban areas).
- Approved Heritage Inventory, 2018
- Area-based planning investigations for parts of the municipality, notably Stellenbosch town, Klapmuts, and the area north of Kaymandi.
- Capital Expenditure Framework, 2019.

Since the approval of the MSDF (2019), related work has focused on:

- Area-based planning investigations for the Adam Tas Corridor, located in Stellenbosch town culminated in the approval and adoption of the Adam Tas Corridor Local Area Spatial Development Framework (ATC LASDF), 2022 and Development Guidelines. The catalytic

initiative was done in partnership with the WCG: DEA&DP.

- In parallel the Adam Tas Corridor Overlay Zone (2022/23) was developed and advertised for public comment. The intention is to finalise the overlay zone in 2023.
- A Memorandum of Understanding (MOU) was signed in 2022 by SM and the collective land owners in the ATC, confirming the spatial vision and implementation of the ATC LASDF. Council approved the MOU in August 2022.
- The Capital Expenditure Framework (CEF) was revised as part of the Integrated Urban development Grant (IUDG) in 2020 and 2021, in alignment with the municipal spatial vision as well as the functional areas (FAs) and priority development areas (PDAs) for the municipality in order to prepare a socio-economic and developmental profile for the municipality and each of the FAs and PDAs. This input enabled an extensive spatial demand quantification and setting of programmatic long-term infrastructure investment targets required to realise the spatial vision of the municipality.
- The Long-term Financial Plan/Strategy (2021) which forms a key component of the CEF was also completed in 2022 as a key budget impact simulator to determine the affordability envelope and the optimal funding mix for capital investment for the municipality based on profiles contained in the CEF.
- A Capital Planning Forum (CPF) was established in (...) to coordinate sector plans, prioritisation, mobilising, sequencing and implementing

public infrastructural and land development investment in the priority spatial structuring areas.

- An updated CEF was commissioned in 2023 due to the approval of the ATC LASDF, 2022 and Development Guidelines. The intention is to finalise and adopt the updated CEF as part of the amendment of SDF/IDP process for 2023/2024.
- The Inclusionary Zoning Policy identified in the MSDF implementation framework was completed and has been published for public comment. The intention is to finalise the policy during 2023. This was done in partnership with the WCG: DEA&DP and Development Action Group (DAG), City of Cape Town and other metropolitan municipalities considering the development of the policy.
- Investigation of the Rhenish complex for economic development opportunities has been concluded in 2021/2022. This is linked to the proposed urban revitalisation of Mill Square and surrounds as initiated by Council in 2022.
- The Klapmuts Concept Plan was approved as part of the MSDF, 2019 and confirmed by Council in 2021. Support was provided for the establishment of the intergovernmental initiative around the development of Klapmuts (Stellenbosch – Drakenstien – WCG via DEA&DP – and other affected government departments) through the Greater Cape Metropolitan Regional Spatial Implementation Framework (GCMRSIF) Intergovernmental

Steering Committee in order to ensure joint planning and development of the node.

- Significant progress has been made in planning and land use decisions for an “Innovation Precinct” or “Smart City district”, directly west of, and adjacent to Klapmuts South. A land agreement with the University of Stellenbosch (US) to possibly establish university related activities in this area is currently being negotiated. Phase 1 – 3 has been approved and some amendments to land use approvals are currently under consideration.
- To support the cross-border catalytic project identified in the MSDF to unlock development in Klapmuts North, as well as to enable the relocation of land extensive manufacturing, logistics, and warehousing enterprises from Stellenbosch town (linked to ATC LASDF) to Klapmuts, the SM accordingly submitted a municipal boundary redetermination application to the Demarcation Board in 2022. The Council approved the submission in 2022 and the re-determination process is currently in progress with feedback expected in 2023/2024.
- Correction of Tables 20 and 28 within the approved MSDF was adopted by Council in 2022.
- SM invasive alien plant management plan and Air Quality Management Plan was reviewed and adopted in November 2022.
- The amendment and adoption of the review of the Stellenbosch By-Law on Municipal Land Use Planning has been advertised for public

comment. The intention is to finalise the review of the by-law during 2023.

- The Housing Pipeline Review was approved in 2022, and the Integrated Human Settlements Plan (IHSP) is being updated and the intention is to finalise and adopt the policy during 2023.
- Comprehensive Integrated Transport Plan (CITP) has been updated and the intention is the finalisation and adoption of the policy during 2023.
- The Idas Valley/Botmaskop Nature Area Environmental Management Plan was approved by Council in February 2023.
- The Integrated Waste Management Plan for SM was approved in 2020.

In parallel to MSDF work, considerable progress has been made, in collaboration with the Western Cape Government (WCG) through participation in the Greater Cape Metropolitan Regional Spatial Implementation Framework (GCMRSIF) Intergovernmental Steering Committee – on a continuous basis – with adjoining municipalities to discuss regional spatial development trends, cross-border challenges, opportunities, risks and infrastructural constraints.

Continued partnership with all local municipalities within the Western Cape and the WCG:DEA&DP to share best practices and improving coordination on matters related to Spatial Planning and Land Use Management sector through the Western Cape Planning Heads Forum.

Process and Timeframes

The continued work on sector plans, prioritisation, mobilising, sequencing and implementing public

infrastructural and land development investment over the medium term (10-years) through the CEF process has highlighted the need to strategically align some sector plans with the MSDF. Accordingly, the review and amendment process of the MSDF was initiated and approved by Council in November 2021 to enable improved municipal policy coherency and vertical alignment. The amendment was included in the Integrated Development Plan (IDP) and Budget Process Plan for 2022-2027 and revised SDF/IDP/Budget time Schedule for 2022/2023.

Council also supported and approved the process as stipulated in terms of Section 11(b) of LUPA; Section 3(1)(b) of the MPBL for amending the MSDF. Therefore, Council approved the establishment of a municipal project committee and the publication of the proposed amendment of the MSDF for a sixty (60) day period for public commenting to all organs of state and the public.

The standard operating procedure for the amendment of the MSDF without an Intergovernmental Steering Committee (ISC) as contained in the WCG: DEA&DP Practice Note was used as a guideline and the steps were recorded in the IDP and Budget Process Plan (as referenced above) in terms of Section 28 of the MSA.

Approach

In preparing the review and amendment of the MSDF; previous studies, new and updated policy documents, and plans have been considered and continues to form the basis of the MSDF, 2019 and its subsequent proposed amendment. The methodology comprised primary and secondary data collection, and intensive consultation with local, national, and provincial government actors as well as the communities.

The collected data were triangulated with a desktop review of multiple literature sources, including academic sources. A set of spatial analyses were conducted from regional, municipal, to neighbourhood scales to define the major challenges and opportunities to inform the implementation plans (including the CEF). These socio-economic, spatial profiles, and spatial demand quantification were initiated during the CEF process in 2021. These profiles and spatial outcomes were reviewed and validated with the strategic assessment, and primary actors in the project.

The profiles informs and confirms the status quo of the MSDF, 2019 and the spatial transformation vision and targets reflected in the spatial strategy. Accordingly the status quo as part of the MSDF has been updated through the CEF process and are reflected in combination with the Status Quo of the MSDF, 2019 and CEF, 2021 in section (...) below. It should be noted that due to various catalytic projects being approved (i.e. ATC LASDF), the profile is currently being updated through the CEF process, 2022/2023 and will be adopted and attached as part of the amended MSDF, 2022/2023 in Part 7 of the document and Appendix G.

The approach for the amendment of the MSDF follows the SDF Guidelines (2017) and consists of four interlinked components in the MSDF process:

- Spatial analytics and urban profiling around substantive spatial themes,
- Developing a strategic vision and scenario building,
- Defining prioritized infrastructure investment and establishing linkage to financing, and –
- Contributing to knowledge exchange (change to M&E).

Some of the MSDF sections were found not necessary to be updated due to no changes being noted since the adoption of the MSDF (2020 - 2022) through the review process. The sections are listed below with an indication provided on which sections have been identified for updates.

- Part 1: Introduction (updated)
- Part 2: Legislative and Policy Context (partially)
- Part 3: Status Quo, Challenges and Opportunities**
- Part 4: Vision and Concept**
- Part 5: Plans and Settlement Proposals (partially)
- Part 6: Implementation Framework**
- Part 7: Capital Expenditure Framework (updated)
- Part 8: Monitoring and Review**
- Part 9: Proposed development proposals and comments received for consideration in amended MSDF and maps

To ensure consistency and ease of reference the unchanged sections and maps are transposed into this report. The aim is to also assist in user-friendliness for the target audience.

3. STRUCTURE OF THE AMENDED MSDF

The amended MSDF, 2023 are set out in the following parts:

- Part 2: Legislative and Policy Context (upartially – IDP section)
- Part 3: Status Quo, Challenges and Opportunities (unchanged)**
- Part 4: Vision and Concept (unchanged)**
- Part 5: Plans and Settlement Proposals (tables 20 and 28)

- Part 6: Implementation Framework (unchanged)
- Part 7: Capital Expenditure Framework (updated)
- Part 8: Monitoring and Review (unchanged).

Appendices related to the status quo, guidelines, public input received and proposed amendments to the urban edge.

- Appendix A: Policy Framework (unchanged)**
- Appendix B: Public comment received following the request for submission of development proposal (private & public) (updated)
- Appendix C: Spatial Planning Categories, associated SEMF policy and WCG guidelines (unchanged)**
- Appendix D: Thematic guidelines drawn from “WCLUP: Rural Guidelines” which may be applicable to different SPCs (unchanged)
- Appendix E: Norms / Guidelines for the size of agricultural holdings (unchanged)
- Appendix F: Housing pipeline (updated)
- Appendix G: Capital Expenditure Framework (updated)



PART 2:

LEGISLATIVE AND POLICY CONTEXT

4. LEGISLATIVE AND POLICY CONTEXT

The sections below outline key legislative and policy informants of the MSDF (including the amendment).

Legislative Requirements for MSDFs

4.1 Municipal Systems Act

The Municipal Systems Act, 32 of 2000 (MSA) first introduced the concept of a MSDF as a component of the mandatory IDP that every municipality must adopt to govern its allocation of resources. Chapter 5 of the Act deals with integrated development planning and provides the legislative framework for the compilation and adoption of IDPs by municipalities. Within the chapter, section 26(e) specifically requires an SDF as a mandatory component of the municipal IDP. In 2001 the Minister for Provincial and Local Government issued the Local Government: Municipal Planning and Performance Management Regulations. Within these regulations, Regulation 2(4) prescribes the minimum requirements for a MSDF.

4.2 Spatial Planning and Land Use Management Act

With the enactment of the Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA), a new planning regime was introduced in South Africa. It replaced disparate apartheid era laws with a coherent legislative system as the foundation for all spatial planning and land use management activities in South Africa. It seeks to promote consistency and uniformity in procedures and decision-making. Other objectives include addressing historical spatial imbalances and the integration of the principles of sustainable development into land use and planning regulatory tools and legislative instruments. In broad terms, SPLUMA differentiates between two components of

the planning system:

- SDFs; and -
- The Land Use Management System (LUMS).

As indicated above, SDFs are guiding and informing documents that indicate the desired spatial form of an area and define strategies and policies to achieve this. They inform and guide the LUMS, which includes town planning and zoning schemes, allocating development rights, and the procedures and processes for maintaining the maintenance of or changes in development rights.

SDFs can be prepared for different spatial domains, for example, the country, a province or region, municipal area (MSDF), or part of a municipal area. Plans for parts of a municipal area are referred to as Local Spatial Development Framework (LSDFs) or Precinct Plans. In terms of SPLUMA, a MSDF covers a longer time horizon (i.e. five years or longer) than spatial plans, and sets out strategies for achieving specific objectives over the medium to longer term (10 – 20 years). SDFs are not rigid or prescriptive plans that predetermine or try to deal with all eventualities, or sets out complete land use and development parameters for every land portion or cadastral entity. They should, however, contain sufficient clarity and direction to provide guidance to land use management decisions while still allowing some flexibility and discretion. MSDFs need to distinguish between critical non-negotiables and fixes, and what can be left to more detailed studies. They should be based on normative principles including performance principles that form the basis of monitoring and evaluation of impacts.

Chapter 2 of SPLUMA sets out the development principles that must guide the preparation, adoption and implementation of any SDF, policy or by-law

concerning spatial planning and the development or use of land. These principles, outlined in more detail in Table 1, include the redress of spatial injustices and the integration of socio-economic and environmental considerations in land use management to balance current development needs with those of the future generations in a transformative manner. SPLUMA reinforces and unifies the National Development Plan (NDP) in respect of using spatial planning mechanisms to eliminate poverty and inequality while creating conditions for inclusive growth by seeking to foster a high-employment economy that delivers on social and spatial cohesion.

The SPLUMA principles are aligned with key international treaties and conventions, supported by South Africa, and including the UN Agenda for Sustainable Development, and its associated sustainable development goals (SDGs) and implementation programmes.

Chapter 4 of SPLUMA provides requirements for the preparation of SDFs, which includes stipulations regarding the process of preparing a SDF and the contents of an SDF. All spheres of government must prepare SDFs that establish a clear vision for spatial development, based on a thorough inventory and analysis and underpinned by national spatial planning principles and local long-term development goals and plans. Sub-section 12(2) of SPLUMA requires that all three spheres must participate in each other's processes of spatial planning and land use management and each sphere must be guided by its own SDF when taking decisions relating to land use and development.

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

- Interpret and represent the spatial development vision of the responsible sphere of government and competent authority.
- Be informed by a long-term spatial development vision.
- Represent the integration and trade-off of all relevant sector policies and plans.
- Guide planning and development decisions across all sectors of government.
- Guide a provincial department or municipality in taking any decision or exercising any discretion in terms of the Act or any other law relating to spatial planning and land use management systems.
- Contribute to a coherent, planned approach to spatial development in the national, provincial and municipal spheres.
- Provide clear and accessible information to the public and private sector and provide direction for investment purposes.
- Include previously disadvantaged areas, areas under traditional leadership, rural areas, informal settlements, slums and land holdings of state-owned enterprises and government agencies and address their inclusion and integration into the spatial, economic, social and environmental objectives of the relevant sphere.
- Address historical spatial imbalances in development.
- Identify the long-term risks of particular spatial patterns of growth and development and the policies and strategies necessary to mitigate those risks.
- Provide direction for strategic developments, infrastructure investment, promote efficient, sustainable and planned investments by all sectors.
- A framework for desired land use patterns.
- Existing and future land use plans, programmes and projects relative to key sectors of the economy.
- Mechanisms for identifying strategically located vacant or under-utilised land and for providing access to and the use of such land.

The time frames for the preparation of a MSDF overlaps with that of the municipal IDP. At the municipal level, IDPs, which include budget projections, financial and sector plans, are set every five years correlating with political terms of office in local government. MSDFs should be subject to a major review every five years, with less comprehensive reviews annually.²

In support of SPLUMA, the Department of Rural Development (DRD&LR) and Land Reform prepared detailed process and content “Guidelines for the Development of Provincial, Regional and Municipal Spatial Development Frameworks and Precinct Plans”. The SM follows these guidelines in its work on the MSDF.

SDFs should include:

- A report on and an analysis of existing land use patterns.

PRINCIPLE	MEANING
SPATIAL JUSTICE	<ul style="list-style-type: none"> • Past spatial and other development imbalances must be redressed through improved access to and use of land. • SDFs (and associated policies) must address the inclusion of persons and areas that were previously excluded, with an emphasis on informal settlements, and areas characterised by widespread poverty and deprivation. • Spatial planning mechanisms, including land use schemes, must incorporate provisions that enable redress in access to land by disadvantaged communities and persons. • Land use management systems must include all areas of a municipality and specifically include provisions that are flexible and appropriate for the management of disadvantaged areas and informal settlements. • Land development procedures must include provisions that accommodate access to secure tenure and the incremental upgrading of informal areas. • In considering an application, a Municipal Planning Tribunal may not be impeded or restricted in the exercise of its discretion solely because the value of land or property is affected by the outcome of the application.
SPATIAL EFFICIENCY	<ul style="list-style-type: none"> • Land development must optimise the use of existing resources and infrastructure. • Decision-making procedures must be designed to minimise negative financial, social, economic or environmental impacts. • Development application procedures must be efficient, streamlined, and timeframes adhered to by all parties.
SPATIAL SUSTAINABILITY	<ul style="list-style-type: none"> • Only land development that is within the fiscal, institutional and administrative means of government may be promoted. • Special consideration must be given to the protection of prime and unique agricultural land. • Land use issues must be dealt consistently in accordance with environmental management instruments. • Land use management and planning must promote and stimulate the effective and equitable functioning of land markets. • Current and future costs to all parties must be considered when providing infrastructure and social services for land developments. • Land development should only be promoted in locations that are sustainable, limit urban sprawl, and result in communities that are viable.
SPATIAL RESILIENCE	<ul style="list-style-type: none"> • Spatial plans, policies and land use management systems must be flexible to ensure sustainable livelihoods in communities most likely to suffer the impacts of economic and environmental shocks.
GOOD ADMINISTRATION	<ul style="list-style-type: none"> • All spheres of government must ensure an integrated approach to land use and land development. • All government departments must provide their sector inputs and comply with any other prescribed requirements during the preparation or amendment of SDFs. • The requirements of any law relating to land development and land use must be met timeously. • The preparation and amendment of spatial plans, policies, land use schemes as well as procedures for development applications, must include transparent processes of public participation that afford all parties the opportunity to provide inputs on matters affecting them. • Policies, legislation and procedures must be clearly set out in a manner which informs and empowers the public.

4.3 National Environmental Management Act

Similar to SPLUMA, the National Environmental Management Act, Act 107 of 1998 (NEMA), is identified as “framework legislation”, intended to define overarching and generally applicable principles to guide related legislation as well as all activities integral to environmental management. Its broad purpose is to provide for co-operative environmental governance by establishing principles for decision-making on matters effecting the environment, institutions that will promote co-operative governance and procedures for coordinating environmental functions exercised by organs of the state, provide for certain aspects of the administration and enforcement of other environmental management laws, and related matters.

NEMA is critical in so far as the issues of environmental sustainability, resilience to climate change, and wise use of the natural resource base, are key to the current and future socio-economic wellbeing of residents in the municipal area. This is especially so because of the fact that sectors such as agriculture and tourism, which all rely to a great extent on the natural assets of the area, remain of great importance to the local economy and are likely to do so in future. In this regard, the National Environmental Management Principles are important and are to be applied in tandem with the development principles set out in SPLUMA. It is also notable that both SPLUMA and NEMA provide for an integrated and coordinated approach towards managing land use and land development processes. This approach is based on co-operative governance and envisages the utilization of spatial planning and environmental management “instruments” such as SDFs and environmental management frameworks to align the imperatives of

enabling development whilst ensuring that biodiversity and other critical elements of the natural environment are adequately protected to ensure sustainability.

4.4 The Western Cape Government Land Use Planning Act

The Western Cape Government (WCG), through the Land Use Planning Act 3 of 2014 (LUPA), has adopted its own legislation to consolidate the legal requirements that relates to spatial planning and public investment in the Western Cape. There is some overlap between SPLUMA and LUPA with regard to aspects such as the content and process of preparing and adopting a MSDF. In terms of LUPA, a MSDF must:

- Comply with other applicable legislation.
- Promote predictability in the utilisation of land.
- Address development priorities.
- Where relevant, provide for specific spatial focus areas, including towns, other nodes, sensitive areas, or areas experiencing specific development pressure.
- Consist of a report and maps covering the whole municipal area, reflecting municipal planning and the following structuring elements:
 - Transportation routes.
 - Open space systems and ecological corridors.
 - Proposed major projects of organs of state with substantial spatial implications.
 - Outer limits to lateral expansion.
 - Densification of urban areas.

LUPA also sets out the minimum institutional arrangements for preparing SDFs, enabling participation across spheres of government and sectors. These institutional arrangements are further described in the SM Municipal Land Use Planning By-law 2015 (MPBL). The by-law will give effect to the municipal planning function allocated to municipalities in terms of Part B of Schedule 4 of the Constitution and certain requirements set out in SPLUMA and LUPA.

Policy Context for SDFs

Numerous policy frameworks focus the work of government holistically, the spatial arrangement of activities or specific sectors. These are explored fully in the IDP. In the sections below, only key spatial policy informants are summarised, namely the National Development Plan (NDP), the national Integrated Urban Development Framework (IUDF), the WCG’s Provincial Spatial Development Framework (PSDF), the Greater Cape Metro (GCM) Regional Spatial Implementation Framework (RSIF), and the IDP. A fuller set of applicable policy is attached in table form as Appendix A.

4.5 The National Development Plan 2030

The National Development Plan 2030 (NDP), developed by the National Planning Commission and adopted in 2012, serves as the strategic framework guiding and structuring the country’s development imperatives and is supported by the New Growth Path (NGP) and other national strategies. In principle, the NDP is underpinned by, and seeks to advance, a paradigm of development that sees the role of government as enabling by creating the conditions, opportunities and capabilities conducive to sustainable and inclusive economic growth. The NDP sets out the pillars through which to cultivate and expand a robust, entrepreneurial and innovative

economy that will address South Africa's primary challenge of significantly rolling back poverty and inequality by 2030.

The legacy of apartheid spatial settlement patterns that hinder inclusivity and access to economic opportunities, as well as the poor location and under-maintenance of major infrastructure, are two of the nine identified core challenges facing the country's development. Aimed at facilitating a virtuous cycle of expanding opportunity for all, the NDP proposes a program of action that includes the spatial transformation of South Africa's towns, cities and rural settlements given the "enormous social, environmental and financial costs imposed by spatial divides". Of particular relevance for the SM MSDF are the recommendations set out in Chapter 8: Transforming Human Settlements and the National Space Economy, including the upgrading of all informal settlements on suitable, well-located land; increasing urban densities to support public transport and reduce sprawl; promoting mixed housing strategies and compact urban development in close proximity to services and livelihood opportunities; and investing in public transport infrastructure and systems (with a special focus on commuter rail) to ensure more affordable, safe, reliable and coordinated public transport.

4.6 Integrated Urban Development Framework

The Integrated Urban Development Framework (IUDF), approved by National Cabinet in 2016, aims to steer urban growth nationally towards a sustainable model of compact, connected and coordinated towns and cities. The IUDF provides a roadmap to implement the NDP's vision for spatial

transformation, creating liveable, inclusive and resilient towns and cities while reversing apartheid spatial legacy. To achieve this transformative vision, four overall strategic goals are introduced:

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

These strategic goals inform the priority objectives of nine policy levers, premised on the understanding that integrated urban planning forms the basis for achieving integrated urban development, which follows a special sequence of urban policy actions. Integrated transport needs to inform targeted investments into integrated human settlements, underpinned by integrated infrastructure network systems and efficient land governance. The IUDF states that, taken all together, these levers can trigger economic diversification, inclusion and empowered communities, if supported by effective governance and financial reform.

4.7 The WCG Provincial Spatial Development Framework

The WCG's Provincial Spatial Development Framework (PSDF) sets out to:

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

The spatial agenda advocated by the PSDF is summarised in Table 2.

The PSDF sets out the key strategic spatial transitions required to achieve a more sustainable use of provincial assets, the opening-up of opportunities in the space-economy and the development of integrated and sustainable settlements. These are summarised in Table 3.

The PSDF includes a composite map which graphically portrays the Western Cape's spatial agenda. In line with the Provincial spatial policies, the map shows what land use activities are suitable in different landscapes and highlights where efforts should be focused to grow the Provincial economy. For the agglomeration of urban activity, the Cape Metro functional region, which includes the SM, as well as the emerging regional centres of the Greater Saldanha functional region and the George/Mossel Bay functional region, is prioritised.

FOCUS	WHAT IT INVOLVES
GROWING THE WESTERN CAPE ECONOMY IN PARTNERSHIP WITH THE PRIVATE SECTOR, NON-GOVERNMENTAL AND COMMUNITY BASED ORGANISATIONS	<ul style="list-style-type: none"> Targeting public investment into the main driver of the Provincial economy (i.e. the Cape Metro functional region, the emerging Saldanha Bay/ Vredenburg and George/ Mossel Bay regional industrial centres, and the Overstrand and Southern Cape leisure and tourism regions). Managing urban growth pressures to ensure more efficient, equitable and sustainable spatial performance. Aligning, and coordinating public investments and leveraging private sector and community investment to restructure dysfunctional human settlements. Supporting municipalities in managing urban informality, making urban land markets work for the poor, broadening access to accommodation options, and improving living conditions. Promoting an urban rather than suburban approach to settlement development (i.e. diversification, integration and intensification of land uses). Boosting land reform and rural development, securing the agricultural economy and the vulnerability of farm residents, and diversifying rural livelihood and income earning opportunities.
USING INFRASTRUCTURE INVESTMENT AS PRIMARY LEVER TO BRING ABOUT THE REQUIRED URBAN AND RURAL SPATIAL TRANSITIONS	<ul style="list-style-type: none"> Aligning infrastructure, transport and spatial planning, the prioritisation of investment and on the ground delivery. Using public transport and ICT networks to connect markets and communities. Transitioning to sustainable technologies, as set out in the WCIF. Maintaining existing infrastructure.
IMPROVING OVERSIGHT OF THE SUSTAINABLE USE OF THE WESTERN CAPE'S SPATIAL ASSETS	<ul style="list-style-type: none"> Safeguarding the biodiversity network and functionality of ecosystem services, a prerequisite for a sustainable future. Prudent use of the Western Cape's precious land, water and agricultural resources, all of which underpin the regional economy. Safeguarding and celebrating the Western Cape's unique cultural, scenic and coastal resources, on which the tourism economy depends. Understanding the spatial implications of known risks (e.g. climate change and its economic impact, sea level rise associated with extreme climatic events) and introducing risk mitigation and/or adaptation measures.



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

4.8 The Greater Cape Metro Regional Spatial Implementation Framework

The Greater Cape Metro (GCM) Regional Spatial Implementation Framework (RSIF), completed under the guidance of the WCG in 2017, aims to build consensus between the spheres of government and state-owned companies on what spatial outcomes the GCM should strive for, where in space these should take place, and how they should be configured. The GCM covers the municipal jurisdictions of Cape Town, Saldanha Bay, Swartland, Drakenstein, Stellenbosch, Breede Valley, Theewaterskloof, and Overstrand.

The regional settlement concept proposed by the GCM RSIF is built on the following key tenets:

- Containing settlement footprints by curtailing the further development of peripheral dormitory housing projects.
- Targeting built environment investments within regional centres, specifically in nodes of high accessibility and economic opportunity.
- Targeting these locations for public and private residential investment, especially rental housing, to allow for maximum mobility between centres within the affordable housing sector.
- Using infrastructure assets (specifically key movement routes) as “drivers” of economic development and job creation.
- Promoting regeneration and urban upgrading within strategic economic centres as well as high-population townships across the functional region.
- Shifting to more urban forms of development

within town centres including higher densities and urban format social facilities.

- Connecting these nodes within an efficient and flexible regional public transport and freight network.
- Maintaining valuable agricultural and nature assets.

In terms of role and function, Paarl and Wellington is designated as the Northern Winelands service, administrative, tertiary education, agri-processing and distribution, and tourist centre, with very high or high growth potential. Stellenbosch is designated as the Southern Winelands service, administrative, tertiary education and research, and agri-processing centre, as well as home to multi-national enterprise headquarters, a key tourism destination, and focus for technology industry, with very high growth potential.

In relation to Klapmuts, the RSIF recognises that:

- Existing infrastructure in the area (i.e. the N1, R101, R44 and the Paarl-Bellville railway line and station), which dictate the location of certain transport, modal change or break-of-bulk land uses.
- Klapmuts is a significant new regional economic node within metropolitan area and spatial target for developing a “consolidated platform for export of processed agri-food products (e.g. inland packaging and “containerisation port”) and “an inter-municipal growth management priority”.



- Legend**
- Spatial Planning Categories
- Core 1
 - Core 2
 - Buffer 1
 - Buffer 2
 - Intensive Agriculture
 - Settlement
 - National Freight Corridors
 - Regional Freight Corridors
 - Rail Network
 - Cape Town International Airport
 - Additional Airport Options
 - Harbours
 - Regional Centres
 - District Centres
 - Inland Port Site Options
 - Sea Port
 - Proposed Agri-Hubs
 - Proposed Aqua Parks & Hubs
 - Special Economic Zones (SEZ)
 - Rural Development Area

4.9 SM Integrated Development Plan

The SM Integrated Development Plan 2022-2027 (IDP) is aimed at coordinating the efforts of various municipal departments in achieving the vision for the municipality as a “integrated valley of opportunity and innovation”. Efforts to achieve this vision are channeled into five specific focus areas:

- Valley of possibility – aimed at attracting investment, growing the economy and employment.
- Green and sustainable valley – aimed at ensuring

that the asset base of the municipality is protected and enhanced.

- Safe Valley – aimed at ensuring that its residents are and feel safe.
- Dignified living – aimed at improving conditions for residents through access to education and economic opportunities.
- Good governance and Compliance – aimed at ensuring that municipality is managed efficiently and effectively to the benefit of all stakeholders.

Budget expenditure is closely linked to these focus areas and achieving these outcomes.

Table 4 illustrates how the MSDF will contribute, in terms of its focus and contribution, to achieving the aims articulated for each strategic focus area. The intent of the Strategic goals for the 5th Generation IDP 2022-2027 will remain the same as the strategic goals of the 4th Generation IDP. The strategic focus areas directly relates to achieving the five municipal strategic focus areas contained in the IDP. The table below illustrates the spatial alignment between the IDP and SDF.

IDP STRATEGIC FOCUS AREA	RELATED CONCERNS OF THE SDF	SDF STRATEGIC DIRECTION
SFA1: VALLEY OF POSSIBILITY	The way settlements, nature and agriculture are spatially developed and managed to enhance individual and collective livelihood opportunities and enterprise development, and overcome inequity and exclusion.	<ul style="list-style-type: none"> • Containment of settlements to protect nature / agricultural areas and enable public and non-motorised transport and movement. • A focus on public and non-motorised transport and movement.
SFA2: GREEN AND SUSTAINABLE VALLEY	The way settlements, nature and agricultural areas are spatially developed and managed to maintain and enhance natural resources and ensure a future balance between human settlement and its use of natural resources and opportunity.	Protection of natural areas, agricultural areas, and river corridors.
SFA3: SAFE VALLEY	The way settlements, nature and agricultural areas are spatially developed and managed to ensure individual and collective safety in living, in movement, at work, institutions, and play.	Denser settlements with diverse activity to ensure surveillance.
SFA4: DIGNIFIED LIVING	The way settlements, nature and agricultural areas are spatially developed and managed to ensure equal access to shelter, facilities and services, notwithstanding material wealth, age, gender, or physical ability.	A specific focus on the needs of “ordinary” citizens, experiencing limited access to opportunity because of restricted available material resources.
SFA5: GOOD GOVERNANCE AND COMPLIANCE	The way settlements, nature and agricultural areas are spatially developed and managed to ensure individual and collective participation – based on accessible information and open processes – in matters related to spatial planning and land use management.	Presenting information, including opportunities and choices in a manner that assists its internalisation by all.

Policy implications

The table below sets out key policy imperatives for

the MSDF in summary form, drawn from higher level policy directives and organised in relation to broad themes of enquiry identified in the SPLUMA

guidelines.

THEME	SUB-THEME	IMPLICATIONS FOR THE SM SDF	
BIOPHYSICAL ENVIRONMENT	<ul style="list-style-type: none"> Biodiversity and ecosystem services Water Soils and mineral resources Resource consumption and disposal Landscape and scenic assets 	<ul style="list-style-type: none"> • Protection and extension of Critical Biodiversity Areas, protected, and vulnerable areas. • Precautionary approach to climate change and sea level rise. • Responsible water use. • Protection of water resources. • Protection of valuable soils for agriculture. 	<ul style="list-style-type: none"> • Protection of mineral resources for possible extraction. • Energy efficiency and change to alternative fuels. • Waste minimization and recycling. • Retaining the essential character and intactness of wilderness areas.
SOCIO-ECONOMIC ENVIRONMENT	<ul style="list-style-type: none"> Regional and municipal economic infrastructure Rural space-economy Settlement space-economy 	<ul style="list-style-type: none"> • Developing and maintaining infrastructure as a basis for economic development and growth • The protection of agricultural land, enablement of its use and expansion of agricultural output. • Focus on undeveloped and underdeveloped land in proximity to existing concentrations of activity and people and as far as possible within the existing footprint of settlements. • The protection and expansion of tourism assets. • The expansion of entrepreneurial opportunity (also for emergent entrepreneurs). 	<ul style="list-style-type: none"> • Focus resources in those areas that have both high or very high growth potential, as well as high to very high social need. • Better linkages between informal settlements/ poorer areas and centres of commercial/ public activity. • A richer mix of activities in or proximate to informal settlements (including employment opportunity). • The protection and expansion of tourism assets. • The expansion of entrepreneurial opportunity (also for emergent entrepreneurs).
BUILT ENVIRONMENT	<ul style="list-style-type: none"> Sense of place and settlement patterns Accessibility Land use and density Facilities and social services Informality, housing delivery, inclusion and urban land markets 	<ul style="list-style-type: none"> • The protection of places and buildings of heritage/ cultural value (while ensuring reasonable public access, also as a means of economic development). • A focus on public transport to ensure user convenience and less dependence on private vehicles (there is a recognition that many citizens will never afford a private vehicle and that the use of private vehicles has significant societal costs). • Compact, denser development. • Pedestrian friendly development. 	<ul style="list-style-type: none"> • A focus on improving and expanding existing facilities (schools, libraries, and so on) to be more accessible and offer improved services. • The significance of well-located and managed public facilities as a platform for growth, youth development, increased wellness, safety, and overcoming social ills. • The clustering of public facilities to enable user convenience and efficient management. • The upgrading of informal settlements. • Housing typologies which meet the different needs of households and income groups.
GOVERNANCE	Way of work	<ul style="list-style-type: none"> • A more coordinated and integrated approach in government planning, budgeting and delivery. • Partnering with civil society and the private sector to achieve agreed outcomes (as reflected in the IDP and associated frameworks/ plans). 	<ul style="list-style-type: none"> • Active engagement with communities in the planning, resourcing, prioritization, and execution of programmes and projects.



PART 3:
**STATUS QUO, ISSUES, CHALLENGES &
OPPORTUNITIES**

5. SPATIAL CONTEXTUALISATION

Demarcation history

South Africa undergoes a reassessment of its municipal boundaries before each municipal election. Changes in municipal boundaries affect all levels of planning and also long-term development strategies. The next table shows the municipality(s) which previously formed part of the current municipality.

	2011	2006	2001
District municipality(s) / Metropolitan area(s) affected:	Cape Winelands	Cape Winelands DC	Boland DM, City of Cape Town MM
Local municipality(s) affected:	Stellenbosch	Stellenbosch	City of Cape Town
Number of wards	22	19	19

The data shows that Stellenbosch had little demarcation disruptions over its history. This contributes to stability in the municipal administrative area. Major shifts in demarcations can have a disruptive impact.

Regional context

Stellenbosch Municipality (SM) is located in the heart of the Cape Winelands, a highly valued cultural landscape with globally important natural habitats. The municipality is bounded to the east and south by the Drakenstein, Wemmershoek and Limietberg mountain ranges. The Hottentots Holland range (i.e. Stellenbosch, Jonkershoek and Simonsberg Mountains) and the Bottelary Hills form the backdrop to the town of Stellenbosch itself. These mountains, and the

fertile agricultural valleys which they shelter, are key elements contributing to the sense of place of the municipal area. Significant portions of the municipality fall within globally recognised biosphere areas with large tracts of land designated as public and private conservation areas.

The greater part of the municipal area comprises fertile soils, constituting some of the country's highest yielding agricultural land (in terms of income and employment generation). The region's extensive agricultural areas, particularly those under vineyards and orchards, also attribute scenic value and character to the region, valued by both local inhabitants and visitors. Nature, scenic value, and agriculture add significantly to the value of the area as one of South Africa's premier tourist destinations.

Institutionally, SM forms part of the Cape Winelands District Municipality (CWDM) of the Western Cape Province of South Africa. The municipality adjoins the City of Cape Town (CoCT) to the west and south and the Breede Valley, Drakenstein and Theewaterskloof Municipalities to the east and north (refer to Figure 2).

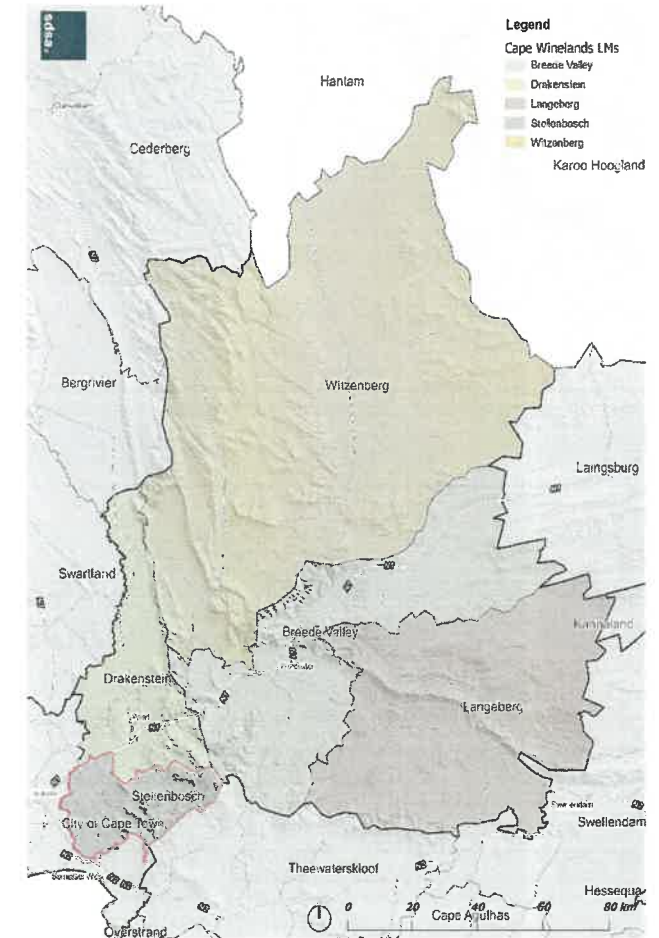
Functionally, SM forms part of the Cape Town Region and covers a geographical area of approximately 830km².

Local context

The main settlements are the historic towns of Stellenbosch (including Jamestown) and Franschhoek, and Klapmuts. There are also several smaller rural nodes, including Pniel, Johannesdal, Lanquedoc, Lynedoch, and Raithby. New nodes are emerging around agricultural

service centres, for example, Koelenhof and Vlotenburg.

The location of Stellenbosch in the regional context is significant. On the one hand, it has a strong link with the Cape Town area through its location. On the other hand, however, its location on the fringe of one of South Africa's most prominent city regions provides challenges in its spatial and economic competitiveness. Issues related to its urban-rural transitional character



provide challenges of growth and development (refer to Figure 3).

3. Status Quo, Issues, Challenges and Opportunities

The sections below outline the status quo in SM in relation to the themes identified in the SPLUMA guidelines, and identifies specific challenges and opportunities informing the MSDF.

3.1. Biophysical Environment

3.1.1. Attributes

The attributes of the biophysical environment listed below have been summarised from the draft Stellenbosch Environmental Management Framework 2018 (SEMF) as well as the draft SM Rural Area Plan (RAP) dated June 2018. These reports can be referenced for further detailed information.

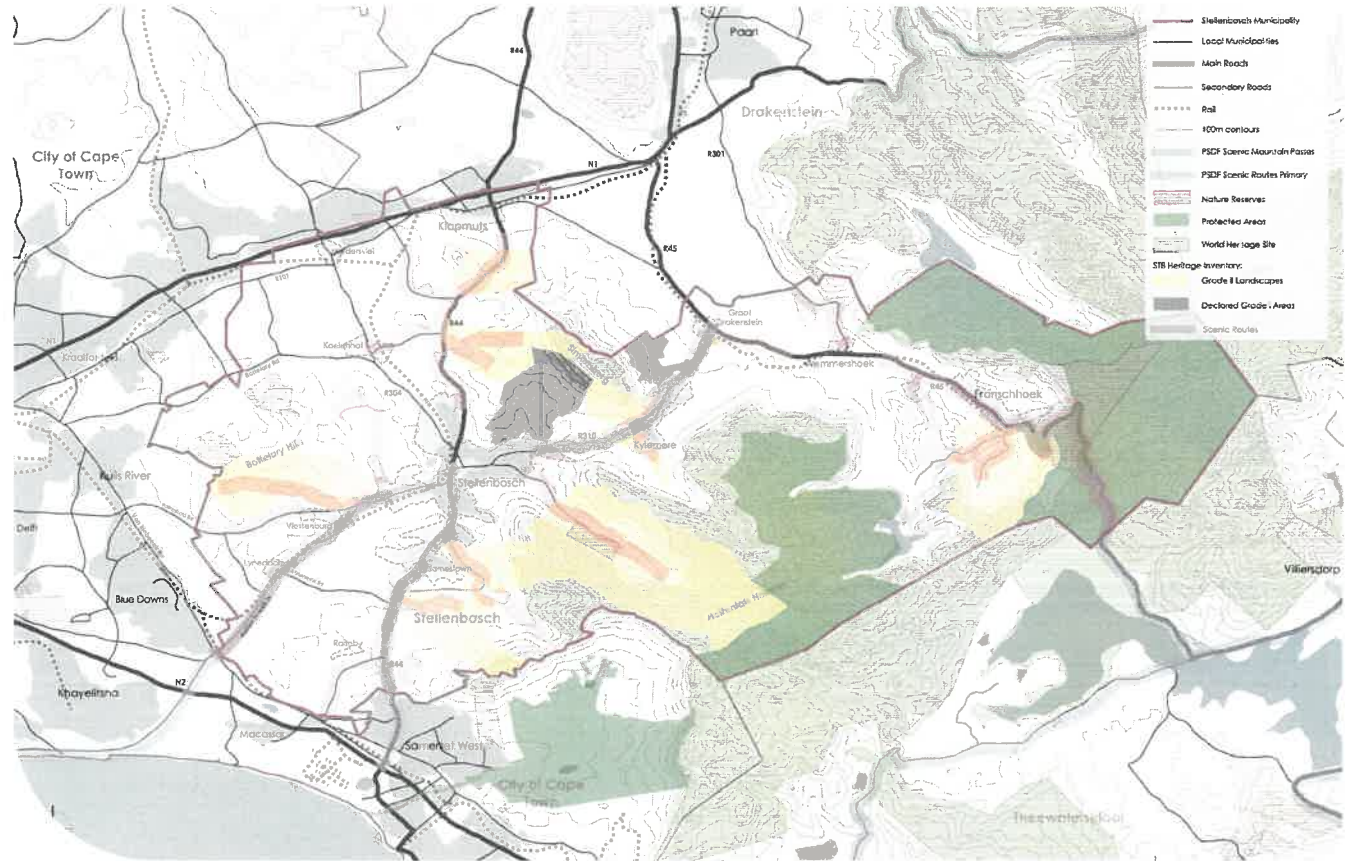


Figure 7. Scenic landscape elements and conserved landscaped/biophysical areas

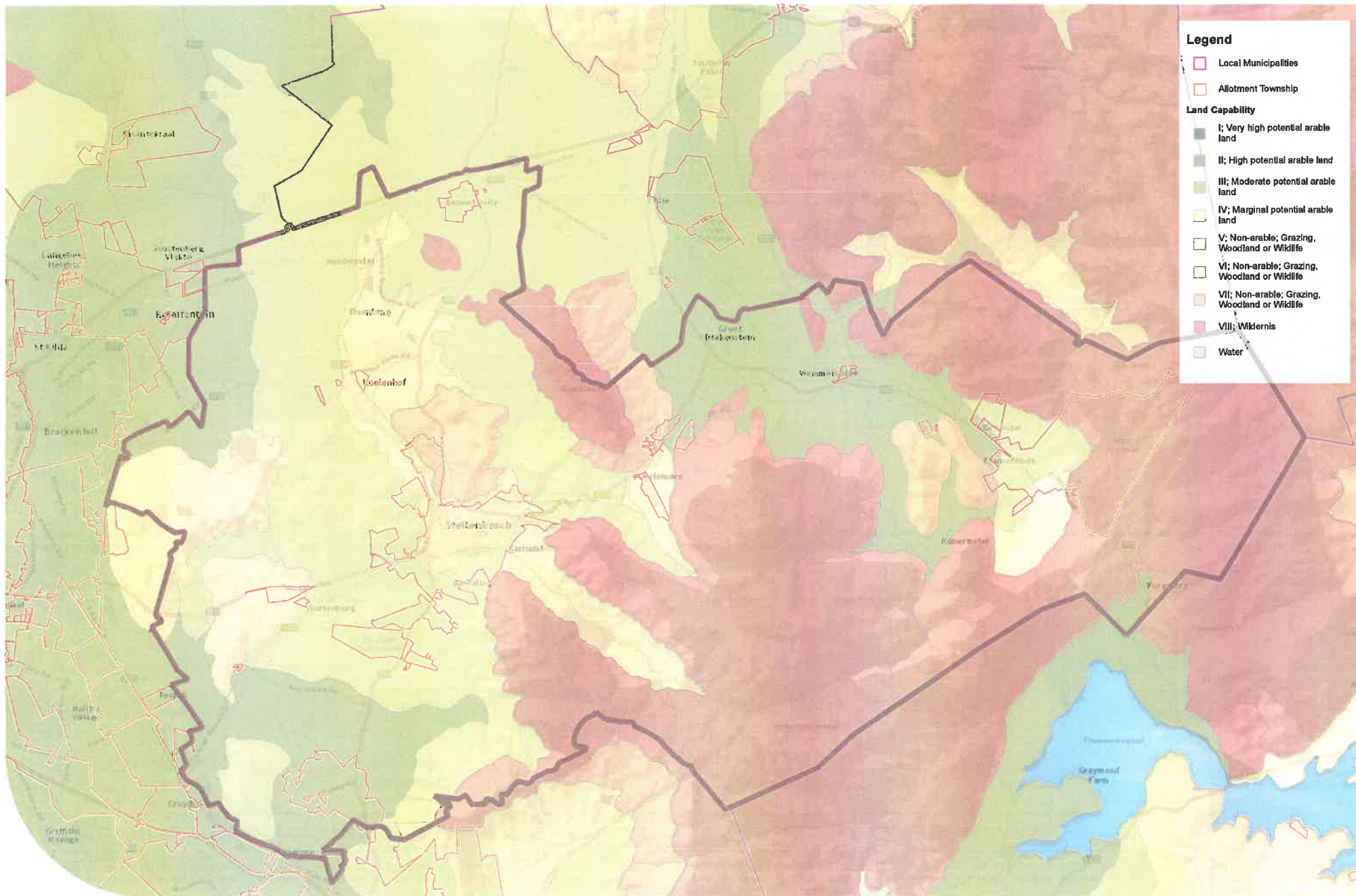


Figure 8. Land capability (Cape Farm Mapper)



Figure 9. Rural landscape activities

Table 6. Stellenbosch's Biophysical context - key attributes summarised

THEME	ATTRIBUTES	
Nature and Scenic Areas	<ul style="list-style-type: none"> Significant portions of SM fall within globally recognized biosphere areas and designated public and private conservation areas. Eleven public conservation areas cover some 28 741ha or 34.6% of the municipal area, with a further 3 000ha managed as private conservation areas. 	<ul style="list-style-type: none"> The SM's landscape consisting of a series of valleys on a base of rolling hills to the west culminating in steep and dramatic mountain backdrops to the east and south-east, highly valued for its scenic beauty and sense of place. This landscape, which comprises the natural and human-made, has been assessed and graded in terms of its heritage significance and some of the landscape units identified, e.g. the Idas Valley has been classified as a Grade I area, i.e. of national importance (Stellenbosch Heritage Inventory, 2018).
Water Resources	<ul style="list-style-type: none"> A large portion of the mountainous south east of the SM is defined as a Strategic Water Source Area (SWSA). (SWSAs supply a disproportionate amount of mean annual runoff to a geographical region of interest. They form the ecological infrastructure on which most of built infrastructure for water services depends. Investing in SWSAs is also an important mechanism for long-term adaptation to the effects on climate change on water provision growth and development.) The Eerste River and Franschhoek River are the two important river systems in the municipal area, providing a source of water, recreation, contributing to the sense of place and assisting with storm water drainage. The Franschhoek River flows into the Upper Berg River system. 	<ul style="list-style-type: none"> The upper sections of the Eerste and the Berg Rivers are relatively pristine while most of the rivers located in the intensively cultivated and built-up areas of Stellenbosch, Franschhoek, Priel and Klipmuts are largely modified and degraded. As an example, the Plankenbrug River is highly polluted owing to uncontrolled discharge of pollutants from settlements and agriculture along its course.
Flora	<ul style="list-style-type: none"> SM falls within the Cape Floral Kingdom, internationally recognised as one of the six floral kingdoms of the world (occupying 0,06% of the earth's surface). The Cape Floral Kingdom is the only floral kingdom contained within a single country and characterised by its exceptional richness in plant species and its endemism. Critical and vulnerable habitats are mostly found in the mountainous south-eastern parts of the municipality, where large tracts of land are already formally protected. However, within the municipal area nearly all the remaining vegetation is Critically Endangered or Vulnerable. 	<ul style="list-style-type: none"> This area is the habitat of Mountain Fynbos, considered less threatened. This area is also included in the Cape Floral Region Protected Areas World Heritage Site (part of the World Heritage List of UNESCO and the Cape Winelands Biosphere Reserve). The Simonsberg and parts of the Bottelary hills have also been identified as CBAs, with the latter containing the last remnants of Sand Plain and Renosterveld Fynbos, which naturally occur to the west of the municipal area, but have been virtually obliterated by agriculture.
Fauna	<ul style="list-style-type: none"> Most of the wildlife of the SM is confined to the mountainous nature area to the south-east, with the fauna consisting of endemic invertebrates, fish, amphibians and reptiles, birds, and mammals. 	<ul style="list-style-type: none"> Certain indigenous fish species (including the Witvis and Berg River Redfin), which occur in this system, are critically endangered.
Agriculture	<ul style="list-style-type: none"> The greater part of the municipality comprises high to medium potential soils, capable of efficient agricultural production, and constitutes some of the country's highest yielding agricultural land (in terms of income and employment generation). The deeper soils, located around Stellenbosch town, Franschhoek and along major routes, are potentially the best soils for arable agriculture. These are also the areas likely to face the most pressure for urban development. There are approximately 23 000ha of land under cultivation comprising approximately 3 000ha of dryland crops, (mainly vineyards and orchards) and approximately 19 000ha of land under irrigation. Approximately 16 000ha are under vineyards, with approximately 4700ha of land used for grazing (mainly cattle and horses). The irrigated vineyards and orchard blocks mostly found in the western parts of the municipality and in the Dwars River and Franschhoek valleys, represent a significant investment in agricultural infrastructure and productivity. 	<ul style="list-style-type: none"> The total extent of land under cultivation varies marginally over time depending on market, climatic, and business cycle conditions. In recent years there appears to have been a slight reduction in land under vineyards in favour of grazing. Between 2000 and 2015 approximately 214ha of agricultural land was lost to development and, in addition, approximately 60ha of agricultural land inside the urban edge was left uncultivated by 2015. The region's extensive agricultural areas, particularly those under vineyards and orchards, also attribute scenic value and character to the region, which is valued by both the local inhabitants and visitors. This is a significant contributor to the value of the area as one of South Africa's premier tourist destinations and there is a strong interdependence between tourism and the wine industry in Stellenbosch.
Municipally Owned Agricultural Land	<ul style="list-style-type: none"> The SM currently owns ±86 agricultural units comprised 1 680ha in total, of which 76 are encumbered by long term lease agreements. Of these land units, 432ha have water rights. Of the 76 land parcels currently under lease agreements, six individuals are currently leasing four or more units, totaling 500ha, whilst a further eight individuals are leasing more than one unit, totaling 234ha. 	<ul style="list-style-type: none"> 99% of the rented farm land owned by the SM is located to the south-west of Stellenbosch in the Spier corridor. 60% of this land is rented by two large role-players. Most of the contracts came to an end in 2007 (when it was decided to categorise the farms into lease categories for short-term, medium, and long-term, depending on when the Municipality anticipate that they will need the land). The existing income from land rental is small compared to the total municipal budget (only about R2m per annum) or other income sources.
Climate Change	<ul style="list-style-type: none"> Global warming and climate change is likely to have the effect of reducing available water especially for agriculture; increasing average temperatures, and more extreme weather events and may lead to a reduction in yields, increased use of devices such as shade netting (already evident) and changes in crops. This in turn will impact on scenic landscapes. 	

Table 7. Stellenbosch's Biophysical context - issues and implications

KEY ISSUES	SDF IMPLICATIONS
<ul style="list-style-type: none"> • Biodiversity and related ecological services essential to human existence are threatened by the fragmentation of eco-systems, transformation and degradation of land. • The most highly modified and polluted sections of rivers in the municipal area are those that run through agricultural and urban areas, where natural buffer areas have been eroded and rivers are impacted by agricultural run-off, over-extraction, storm water and waste water discharge, and the reduced flow resulting from climate change. • High potential agricultural land is lost to other land uses, including urban development. • The impact of climate change on the natural resource base and agriculture is still unclear, but it is likely to impact on the quality of life and economic base of the municipal area. 	<ul style="list-style-type: none"> • <i>The outward growth of settlements should be restricted to prevent the consumption of valuable agricultural and natural environments and associated economic benefits.</i> • <i>The efficient use of centrally located land within existing urban areas is critical to prevent the erosion of agricultural and natural assets.</i> • <i>The upgrading of existing poorer settlements is essential to prevent the degradation of natural assets.</i> • <i>New building and settlement expansion should be limited to already disturbed areas of lowest environmental and agricultural value.</i> • <i>New development should consider the impacts of climate change, for example through ensuring sufficient and appropriate landscaping that assists in lowering temperatures. In addition, the creation of attractive urban public spaces and places, where extreme heat is mitigated, will be important for both local residents and the tourism industry.</i>



Figure 10. The impact of the recent severe drought conditions in the Western Cape on grape yields is high, with poor yield years coinciding with moderate or severe drought periods for the wine industry.



Figure 11. Water quality and habitat diversity in the Plankenbrug River have been reduced by stormwater and wastewater discharges from Kayamandi and Stellenbosch. This river has been identified as a high risk area for human health by the 2005 State of the Rivers Report

3.2. Socio-Economic Context

The information presented below is a summary of the status quo investigations prepared as part of the Stellenbosch Urban Development Strategy (UDS) in 2017, the 2017-2022 IDP for Stellenbosch (dated May 2018), the Socio-economic Profile for the Stellenbosch Municipality, published by the WCG in 2017, and the Municipal Economic Review and Outlook published by the WCG Provincial Treasury during 2018.

3.2.1. Attributes

Table 8. Stellenbosch's Socio-Economic context - key attributes summarised

THEME	ATTRIBUTES	
Population	<ul style="list-style-type: none"> SM, despite its relatively smaller land area, has the second largest population in the CWDM, estimated at 176 523 in 2018. The population is expected to reach 190 680 by 2023 (a 8% growth rate off the 2018 base estimate). The municipality's population gender breakdown is relatively evenly split between male and female. SM's population is strongly concentrated within the 20-24 and 25-29 age categories. 	<ul style="list-style-type: none"> In 2011, there were 43 420 households within the municipality. This increased to 52 374 in 2016. The Black African grouping constituted 20,4% of the total population in 2001, 28% in 2011, and considering the projected population, could contribute about 34,1% to the total population in 2021 and 38,3% in 2031. The Coloured grouping contributed 57,5% to the total population in 2001 which decreases, if measured for the same three intervals above, to 52,2%, 48,4% and 45,7% respectively.
Urbanisation	<ul style="list-style-type: none"> In 2001, 67,5% of the total population in the municipal area lived within the urban areas. This percentage increased to 72,1% in 2011 and an estimated 74,2% in 2016. The percentage share of the total population living in urban areas could increase further to 76% by 2021 and to 79% by 2031. In 2021 and 2031, the Black African and Coloured groupings will together comprise more than 80% of the total population, as well as the population residing in urban areas. 	<ul style="list-style-type: none"> It is estimated that 91% of the people living in the urban areas of the municipality in 2031 will reside in Stellenbosch town, Klapmuts or Franschoek. Almost 59% of the labour force residing in the municipal area lives in Stellenbosch town and Franschoek.
Integration and Inequality	<ul style="list-style-type: none"> The degree of racial segregation in terms of settlement pattern in SM is very high (just below that of Overstrand Municipality, which has the highest value of all local municipalities in South Africa). 	<ul style="list-style-type: none"> The SM had a GINI coefficient of 6,2 in 2016, which is higher than that of the Cape Winelands District and the Western Cape Province as a whole.
Education	<ul style="list-style-type: none"> The literacy rate in SM was recorded at 84,9% in 2011 which was higher than the average literacy rates of the CWDM (81,7%) and the rest of South Africa (80,9%). However, it was lower than that of the Western Cape Province (87,2%). The learner-teacher ratio within SM remained below 30 learners per teacher between 2012 and 2014 but deteriorated to 33 learners per teacher in 2015. Factors influencing the learner teacher ratio include the ability of schools to employ more educators when needed and the ability to collect fees. The drop-out rate for learners within SM that enrolled from Grade 10 in 2014 to Grade 12 in 2016 was 23%. These high levels of high school drop-outs are influenced by a wide array of 	<ul style="list-style-type: none"> socio-economic factors including teenage pregnancies, availability of no-fee schools, indigent households and unemployment. SM had 39 schools in 2016, accommodating 26 085 learners at the start of 2016. The total number of learners appears to have stabilised since 2014. Given a challenging economic context, schools have been reporting an increase in parents being unable to pay their school fees. The proportion of no-fee schools have dropped somewhat between 2015 and 2016, to 64,1%.
Poverty	<ul style="list-style-type: none"> Approximately 53,1% of households in SM fall within the low income bracket, of which 20,4% have no income. Less than 50% of households fall within the middle to higher income categories, split between 35,6% in middle income group and 11,5% in the higher income group. 	<ul style="list-style-type: none"> The number of indigent citizens in SM increased between 2014 and 2015. The intensity of poverty, i.e. the proportion of poor people that are below the poverty line within the municipal area, decreased from 42,1% in 2011 to 39,8% in 2016.

Table 9. Stellenbosch's Socio-Economic context - key attributes summarised (cont.)

THEME	ATTRIBUTES	
Health	<ul style="list-style-type: none"> SM has a mother-to-child HIV transmission rate of 2,6%, higher than the 1,7% District and the 1,4% Provincial rate. The TB patient load had a slight decrease in 2015/ 16. The number of malnourished children under five years in the CWDM in 2015 was 1,4 per 100 000 children. SM's rate currently at 0,4. The District's neonatal mortality rate of 6,5 is higher than the Province's 2019 target of 6,0 per 1000 live births. Stellenbosch's rate at 2,2 is lower than the District rate and the Provincial target and has improved from the 2014 rate of 4,0. In the CWDM, 15,0% of babies born were underweight. At 9,0%, Stellenbosch's rate is lower than that of the District and the Province (14,5%). 	<ul style="list-style-type: none"> SM has a zero maternal mortality ratio. In comparison, the District recorded 46,5 per 100 000 live births. The Province has a maternal mortality ratio target of 65 by 2019. In 2015, the delivery rate to women under 18 years in the District was 6,1%. At 4,3%, Stellenbosch's rate is lower than that of the District. SM's termination of pregnancy rate of 0,4 per 1 000 live births is lower than the District's rate. Overall almost all of the indicators for child and maternal health have improved in the last year which indicates that Stellenbosch is making progress towards reaching its health targets.
Water	<ul style="list-style-type: none"> With the average annual household growth rate exceeding the municipality's ability to provide piped water to households, the proportion of households with access to water declined from 99,1% in 2011 to 98,5% in 2016. 	<ul style="list-style-type: none"> Approximately 39% of water supply infrastructure is in poor condition with backlogs in maintenance requiring R325m to address. SM allocated R203m to the capital budget to address the backlog and provide for future development.
Electricity	<ul style="list-style-type: none"> 2,8% of households make use of sources of energy other than electricity. Access to electricity for lighting purposes improved by 17,9% from 40 352 households in 2011 to 47 594 households in 2016. 	<ul style="list-style-type: none"> The proportion of households with access to electricity services decreased from 92,9% in 2011 to 90,9% in 2016.
Sanitation	<ul style="list-style-type: none"> A total of 988 households (1,9% of total households) within SM still make use of sanitation services other than flushed and chemical toilets (i.e. pit latrines, ecological toilets, bucket toilets, or none). About 43,4% of the sanitation infrastructure is in a poor or very poor condition, with an estimated R283,4m required to maintain sewer reticulation assets. 	<ul style="list-style-type: none"> Despite the maintenance backlog, SM made significant progress in improving access to sanitation, increasing the proportion of households with access to sanitation from 91,7% in 2011 to 98,1% in 2016.
Refuse	<ul style="list-style-type: none"> The majority of household in SM has their refuse removed by local authorities at least weekly (71,0%). 	<ul style="list-style-type: none"> However, this service provision dropped from 87% in 2011.
Housing	<ul style="list-style-type: none"> The majority of households in SM currently reside in formal dwellings (65,1%) whilst 34,9% of the households resided either in informal (17 829), traditional (366), and "other" (107) dwellings in 2016. The annual average household growth rate between 2011 and 2016 was 0,9% or 1 791 households per annum. 	<ul style="list-style-type: none"> With only an additional 1 447 formal dwellings recorded over this period, the number of households informally housed has increased faster than the provision of formal dwellings. The proportion of formal households declined from 75,1% to 65,1% over this period. SM is unable to cope with rate of household growth, with the percentage of formal households declining from 75,1% to 65,1% from 2011 to 2016.
Crime	<ul style="list-style-type: none"> The murder rate within SM remained unchanged at 45 reported cases per 100 000 people between 2015 and 2016. Drug-related crimes within SM increased sharply by 20,9% from 1 195 reported cases per 100 000 people in 2015 to 1 444 cases in 2016. 	<ul style="list-style-type: none"> The number of residential burglaries cases within SM increased by 6,9% from 1 037 in 2015 to 1 108 in 2016.
Economy	<ul style="list-style-type: none"> It is understood that Stellenbosch is the secondary municipality or "town" with the most JSE listed corporations in South Africa and the highest concentration of "dollar millionaires". SM's economy grew at an annual average rate of 1,7% between 2013 and 2017. Employment growth remains fairly moderate, averaging 2,2% per annum since 2005. The majority (30,7% or 23 064 workers) of the employed workforce SM operate within the informal sector, which has grown by 9,0% per annum on average since 2005. The semi-skilled sector (which employs 23 392 workers or 24% of the municipality's workforce) experienced marginal growth of 1,3% per annum over the past decade. The skilled sector employs some 13 030 workers, and grew at a rate of 1,2% annum since 2005. Overall, SM's unemployment rate increased to approximately 11% in 2017. Commercial services (encompass the wholesale and retail trade, catering and accommodation, transport, storage and communication and finance, insurance, real estate and business services industries) comprised 52,3% of the municipality's GDP in 2016. This sector employed 45,2% of the municipality's workforce. Agriculture, forestry and fishing sector will see retraction due to the severe impact of water restrictions. The decline in output from agriculture will influence the manufacturing sector, which will also contract until the impact of the water restrictions is overcome. 	<ul style="list-style-type: none"> The tertiary sector is likely to see faster growth, but the government sector is not expected to show growth. The general government and community, social and personal services sector comprised 17,4% of the municipality's overall GDP in 2016. This sector employs 24,3% of the municipality's workforce and its employment growth over the period 2005-2015 averaged 3,0% per annum. Wholesale and retail, catering, and accommodation comprised of 20% of SM's overall GDP, and employed 24,4% (largest contributor) of the workforce in 2016. Economic decline in this sector will have an impact on its contribution to the employment. The manufacturing sector comprised 17,1% of the municipality's GDP in 2016. The sector has experienced contraction of 0,2% per annum on average over the period 2005-2015. The largest sub-sector contributor being that of food, beverages and tobacco (40%), petroleum products (13,3%) and wood, paper, publishing and printing (12,8%). This sector accommodated 10,3% of the workforce. The agricultural sector comprised 6% of SM's GDP in 2015. The sector grew by 1,4% for the period 2005-2015. Employment picked up significantly after the recession and grew at a rate of 3,1% per annum on average since 2010. On net employment, 2 976 jobs have been lost since 2005 and not all of the jobs lost prior to and during the recession have been recovered. Despite contributing only 6% to GDP, the agriculture sector contributes 14,7% (3rd largest) to the municipality's employment, with its contribution to work generation outweighing its comparative economic contribution. Economic decline in this sector will therefore have a significant impact on the overall contribution to employment. The construction sector comprised 5,5% of the SM's GDP in 2016. The sector grew by 2,5% over the period 2010-2015 and employed 5,1% of the workforce.



Figure 12. Racial distribution in Stellenbosch (dotmap.adrianfrith.com)

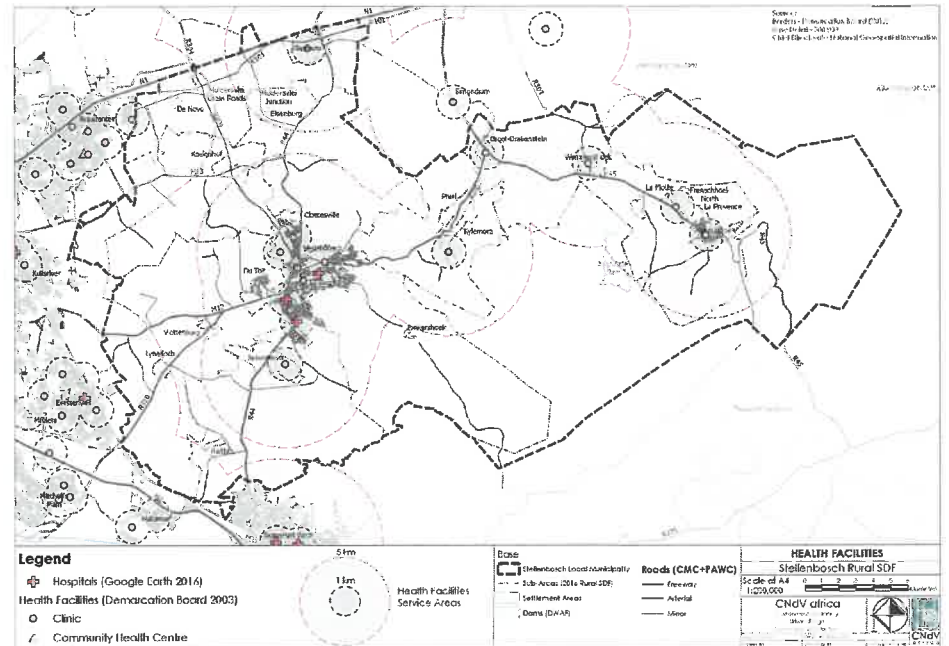


Figure 14. Access to Health Facilities

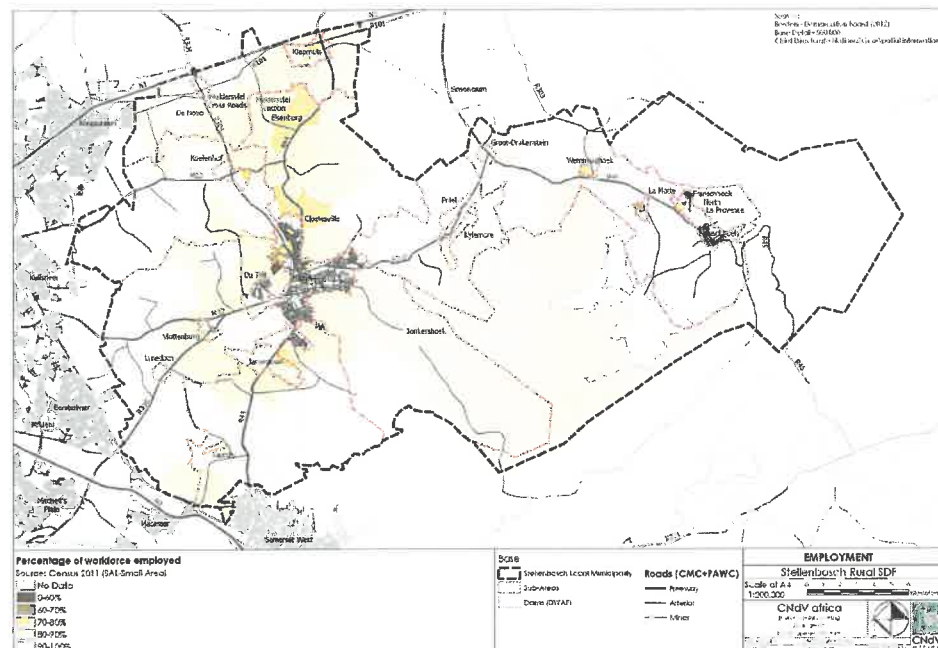


Figure 13. Percentage of workforce employed

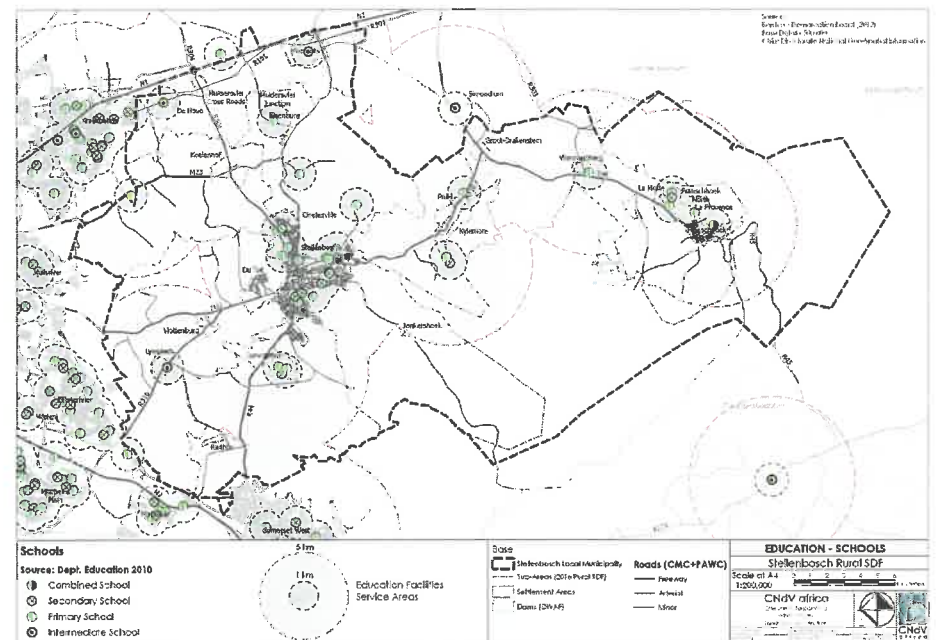


Figure 15. Access to Schools

Table 10. Stellenbosch's Socio-Economic context - issues and implications

KEY ISSUE	SDF IMPLICATIONS
<ul style="list-style-type: none"> • SM will continue to grow, without the economy necessarily being fully geared to provide work opportunities or generate funds to provide needed services. • A growing youthful population, large student population, and seasonal influx of labour could potentially increase the municipality's dependency ratio and a smaller base from which local authorities can collect revenue for basic services. • Continued inequality is likely to lead to incidents of social unrest and instability. • Increased assistance to public facilities will be required – especially schools – given limited household means. • Crime rates remain high. • Significant upgrading and extension of basic services to poorer citizens will remain a priority. • The growth in the informal sector as the only means to ensure livelihoods to poorer citizens is expected to continue. • Economic sectors accommodating unskilled workers (especially manufacturing and agriculture) show slow growth. • SM's inability to provide essential services (e.g. refuse removal) lead to dumping, environmental degradation and/ or the health-related problems. 	<ul style="list-style-type: none"> • <i>High levels of poverty and indigence imply an increased burden on municipal financial resources to provide in community needs.</i> • <i>An urban structure and form which minimises household costs (e.g. for travel), and maximises entrepreneurial opportunity and thresholds supportive of small businesses is critical.</i> • <i>Given the backlog in the maintenance of infrastructure and servicing existing residents, SM is challenged in meeting the current demand for services. With the infrastructure budget declining in future periods, an urban structure and form which minimises municipal servicing and maintenance cost is critical.</i> • <i>Albeit the contribution of agriculture to GDP is relatively low, it is very significant in relation to supporting tourism and employment.</i>

3.3. Built Environment Context

The challenges faces the built environment of the SM have been documented in a variety of sector plans prepared by the municipality, including a Water Master Plan (2011) and (2017), a Stormwater Masterplan (2013), a Sewer Master Plan (2017), a Comprehensive Integrated Transport Plan 2016-2020

(2016), an Electrical Infrastructure Master Plan (2015) as well as area-specific plans such as the Klapmuts Special Area Development Plan (2017); and the draft UDS (dated 2017), and draft Stellenbosch Municipality Rural Area Plan (2017), the RAP and previous MSDFs. The table below provides a summary of the issues and challenges of relevance to the MSDF.

3.3.1. Attributes

Table 11. Stellenbosch's Built Environment context - key attributes summarised

THEME	ATTRIBUTES	
Settlement Pattern and Role	<ul style="list-style-type: none"> Stellenbosch town remains the most significant settlement within SM, followed by Klapmuts, Franschhoek, and a number of smaller dispersed settlements. 	
Rural Settlement	<ul style="list-style-type: none"> There is a backlog of over 3 000 housing opportunities in rural areas (based on information from the Draft Rural Plan). 	
Historic Built Assets	<ul style="list-style-type: none"> SM has a rich asset of historic places and buildings, in large part saved through the intervention of Historiese Huis in the past. 	<ul style="list-style-type: none"> There appears significant disused historical industrial buildings which in time could be repurposed for alternative uses while recognising industrial and labour history.
Land Use and Density	<ul style="list-style-type: none"> Dwelling densities have increased in Stellenbosch town, Klapmuts and Franschhoek but are still significantly lower than the targeted density set in planning policy and studies of 25 du/ha. In 2015 the average density in Stellenbosch was 8,17 dwelling units per hectare, with Franschhoek only slightly higher at 10,22 units and Klapmuts falling between these two at 9,94 (densities vary significantly between neighbourhoods within settlements). In the municipal area, the split in housing typology between 1996 and 2015 is: dwelling houses (74%), flats (17%), other residential buildings (6%), and townhouses (3%). 	<ul style="list-style-type: none"> The office development market in the municipal area has been relatively flat over recent years compared to the highs of 2005-2010. The retail property development market in the municipal area is highly sporadic in nature with several spikes in building activity interspersed with short- to medium-term troughs. Trends in the industrial property development market in the municipal area are hard to discern, with some years showing a substantial spike in building activity compared to previous years and other years showing very little (or no) building activity.
Facilities and Social Services	<ul style="list-style-type: none"> There appears to be an adequate number of facilities within reach of the majority of households to meet the educational and health care needs of SM, but challenges relate to operational and household affordability as well as the capacity of these facilities (e.g. overcrowded schools in poorer neighbourhoods) 	
Regional Infrastructure	<ul style="list-style-type: none"> Plans to upgrade various regional mobility routes (R44, R310 and R304) are likely to improve regional mobility. However, the impact of these at a local level are likely to be minimal without targeted interventions to resolve local congestion. 	<ul style="list-style-type: none"> Regional water supply remains constrained; however, recent rains and major augmentation schemes being implemented by national and provincial departments are likely to improve the security of supply over the medium term.
Municipal Infrastructure	<ul style="list-style-type: none"> SM's water is of good quality and complies with National Standards. The SM has been replacing old water meters on an ongoing basis. Systems have been upgraded to address the accuracy of data readings. The SM faces capacity problems at various waste water treatment works. Various projects have commenced to undertake expansion and rehabilitation works. 97% of households in SM have access to sanitation services above the minimum service levels. SM is highly dependent on the CCT for water security, with most of the towns making up SM having a supplementary supply from the City. In the light of the projected growth of Stellenbosch, this is not viewed as a sustainable situation. The Devon Valley landfill site has a remaining life of less than two years. 	<ul style="list-style-type: none"> SM's significant challenges are the augmentation of existing water sources, the replacement and upgrading of old infrastructure, the provision of sustainable basic services to informal settlements and to ensure the provision of basic services to rural communities located on farms. According to the Electrical Infrastructure Master Plan (2015), the overall condition of the existing infrastructure is good given the age of the equipment. On the whole the electrical network is fairly robust, and should support future developments, provided timeous upgrades are implemented as outlined in the Master Plan. The stormwater infrastructure is in a good condition, with a few exceptions where localized upgrading is required.
Service Related Protests	<ul style="list-style-type: none"> Service related protests and land invasions occur intermittently. 	
Municipal Land Ownership	<ul style="list-style-type: none"> A total of 40.4% or 33 544ha of the land in SM is owned by either government or Municipality. The rest of the land, approximately 50 316ha, is privately owned. 	<ul style="list-style-type: none"> The SM owns 4 219.4ha of urban and rural land spread out in fragments across the entire municipal area. The tradability of this land, is by choice, low as the Municipality prefers long-term lease agreements as contractual arrangements with third parties rather than selling outright. Arguably, this is one of the reasons why house prices are so high in Stellenbosch town. The supply side is artificially constrained.

Table 12. Stellenbosch's Built Environment context - key attributes summarised (cont.)

THEME	ATTRIBUTES	
<p>Housing and Shelter</p>	<ul style="list-style-type: none"> The percentage of households in formal housing has decreased from 75,1% in 2011 to 65,1%, illustrating the difficulty keeping pace with housing demand of the growing number of lower income households. The current housing demand waiting list comprise some 15 780 applicants (Western Cape Housing Demand Database extract for Stellenbosch, May 2018). The middle to high income housing demand was projected to be 1 850 units in 2016 (Urban Econ's Stellenbosch Market Assessment, 2016). The student accommodation demand was recorded as 4 200 beds in 2016 (Urban Econ's Stellenbosch Market Assessment, 2016). Cloetesville, Idas Valley, Kayamandi, and Jamestown; all within a 5km of radius of Central Stellenbosch make up 45% (7 035) of the SM's total BNG housing need. Neither Idas Valley, Cloetesville, nor Kayamandi, have extensive land options to accommodate the current demand. 	<ul style="list-style-type: none"> 74% (11 615) of the applicants has been on the waiting list for longer than 10 years, 24% (3 818) of which are currently on the waiting list for more than 20 years. Cloetesville (84%), and Idas Valley (88%) have the highest proportion of applicants on the waiting list for 10 years or more. Given the current profile of those on the waiting list for less than 10 years, it is evident that housing demand will be driven by applicants from Klappmuts and Kayamandi. Those older than 40 years and on the waiting list for more than 10 years make up 8 390 (53%) of all applicants. More than 50% of Kylemore/ Priel, Jamestown, Idas Valley and Franschoek's housing demand have applicants that are older than 40 years and have been on the waiting list for more than 10 years. The rate of housing delivery during the current MTREF period (466 units) and post the current MTREF period (81 66) is not meeting demand. The housing backlog will thus increase, as well as the number of informally housed households.
<p>LUM Trends</p>	<ul style="list-style-type: none"> Almost 70% of all recently submitted strategic land-development applications had a peripheral location (i.e. contributing to urban sprawl with associated costs), and even more (89%) of these applications were greenfields developments. 	<ul style="list-style-type: none"> A very high number (55%) of all land-development applications submitted to SM between 2007 and 2015, were for (or included) a permanent departure. This is evidence of a changing pattern in the use of land that is not yet accommodated in zoning schemes. Only about 25% of all land-development applications submitted to SM pertains to rural land.
<p>Large Land User Trends</p>	<ul style="list-style-type: none"> Distell – owner and user of the Adam Tas and Bergkelder land holdings – intends to relocate its operations to a centralized facility in Klappmuts (north of the N1). 	
<p>Property Market</p>	<ul style="list-style-type: none"> Considering all house-price bands in the urban areas, the mean and median values increased significantly in almost all areas between 2012 and 2016. The value increase of full-title and sectional-title properties combined in the urban areas was 47%, which equals an annual compound growth of 10%. Between 2008 and 2017, nominal full-title property rentals in Stellenbosch town showed growth of roughly 8,1% per annum while sectional-title property rentals grew by about 10,5% per annum. 	<ul style="list-style-type: none"> Over the same period, building costs (as measured by the CPI) showed growth of roughly 6% p.a. This implies that over the past eight years residential rentals in Stellenbosch were able to grow in real terms.
<p>Movement and Access</p>	<ul style="list-style-type: none"> The Municipality contains 312km of roads and an additional 35km of roads which are 80/20 subsidized by the Province. Around 6km of the roads have block pavement surfacing. 11km of the roads are unpaved roads and most are paved roads with bituminous, flexible pavement surfacing. Around 80% of the roads are Class 5 Access roads with the balance being Class 4 Collectors, with a few Class 3 roads mainly in the 80/20 Provincial subsidy category. Road network condition assessments show an improvement in the overall condition of the SM's road network over the last 12 years. The latest Road Asset Management Plan indicates that around 7km (2,5%) of the roads in SM are in poor or very poor condition. The current modal split in SM is as follows: light vehicles: 87%; minibus taxis: 7,5%; bus: 4,5%; heavy vehicles: 1,5% (rail information is not available in the RMP). Approximately 12% of all traffic within the SM are buses and mini-bus taxis (low compared to CCT with approximately 36% public transport usage). The RMP found that the present road network – particularly provincial roads – fails to cope with the longer-term growth needs of the Stellenbosch area and some roads, particularly in the historic town area, may in future operate at capacity during peak periods (unless modal shift changes). The RMP found that the following road sections function beyond capacity: The R304 before its intersection with the R44; The R44 (south) between Paradyskloof and the Van Reede intersection; Bird Street between the R44 and Du Toit Street; Merriman and Cluver Streets between Bird Street and Helshoogte Road; Dorp Street between the R44 and Piet Retief Street; Adam Tas Road between its junction with the R44 and Merriman Street; Piet Retief Street; Van Reede and Vrede Streets between the R44 and Piet Retief Street. Access roads found to be under severe pressure are: The Welgevonden access road; Lang Street into Cloetesville; Rustenburg Road into Idas Valley; The Techno Park access road. 60% of SM's households do not have access to a car, and are dependent on unsupported informal public transport or travel on foot. 	<ul style="list-style-type: none"> Some 3 200 persons travel into town during the highest peak hour, if assumed 1 person per vehicle and no buses or taxis. 70% of all trips entering Stellenbosch town are by private car. There is worsening peak period congestion, with average traffic speeds pushed down to 13km/h (below cycling speed) and a throughput per lane of only 600 persons per hour due to the very low vehicle occupancies. Local (<5km) peak period person trips within the town of Stellenbosch total twice the number of longer distance (>5km) passenger commute trips. Approximately 80% of the workforce employed in the municipal area live in the town of Stellenbosch and make trips of less than 5km in distance. 95% of all NMT trips within the Stellenbosch town are made by low income residents. Over 80% of all local trips by choice-user are made by car. A bypass tying in with the R44 in the vicinity of the Annandale Road in the south and with the R304 in the vicinity of the Welgevonden Road intersection in the north is under investigation. The route is envisaged as a dual carriageway, over a distance of ±14 km, with no direct property access and grade separated intersections (interchanges). However, this proposal appears to have no official status. Scheduled passenger trains in the Stellenbosch area run over a total rail line distance of 18 km, and trains stop at seven stations in the municipal area (Lynedoch, Spier, Vloetsburg, Stellenbosch town, Koelenhof, Muldersvlei and Klappmuts). Franschoek, La Motte and Wemmershoek are alongside the Franschoek line which is no longer in operation). Public bus services are limited. There are 28 scholar bus contracts within the Municipality, transporting up to 4 263 scholars. According to the Transport Register there are 43 routes operated by mini-bus taxis. Currently, 114 mini-bus taxis have been surveyed and 157 operating licences have been issued. The majority of routes are operating at above 75% service capacity.

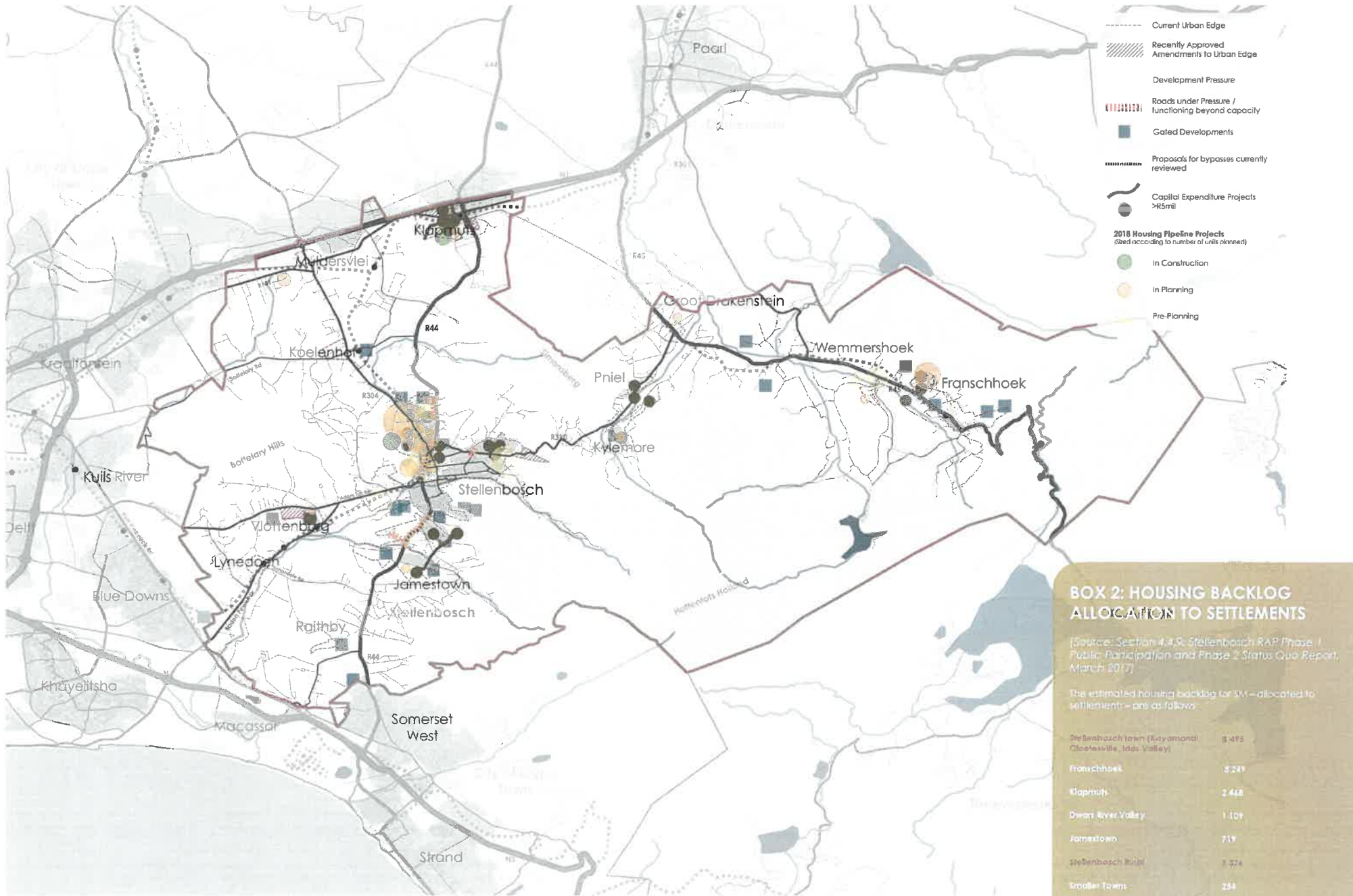


Figure 16. Housing and development trends, bypasses and gated communities

Table 12. Stellenbosch's Built Environment context - issues and implications

KEY ISSUES	SDF IMPLICATIONS
<ul style="list-style-type: none"> • Many households do not have access to water within their dwellings. • Much of the key water supply infrastructure in the SM area is in disrepair. • Much of the sanitation infrastructure in the SM area is in a poor or very poor condition. • Relatively low density development predominates in the area. • Most new development reinforces a pattern of low overall densities and seek peripheral locations. • Existing industrial/ manufacturing operations and land holding in the centre of Stellenbosch town impede large scale restructuring of the settlement. • There is a significant backlog in housing for the poor. • There appears to be significant demand for student housing and affordable housing for employed, lower and middle income groups. • The rate of current housing delivery for the poor and lower income groups is significantly lower than that required to address backlogs and demand meaningfully. • It is expected that a significant proportion of housing backlogs for farm workers – and future need for farm worker housing – will have to be met in urban areas. • Property prices and rentals in SM have shown significant growth (of a higher percentage than the increase in cost of building). • Many poor areas appear to have a high incidence of overcrowding. • Many movement trip needs in SM remain unsatisfied or are undertaken with great hardship. For these captive populations, access to ever more dispersed activity is increasingly difficult. • Virtually all available funding is allocated to providing general road infrastructure rather than the development of transport systems and approaches that serve the most effective and sustainable movement of people and goods. 	<ul style="list-style-type: none"> • <i>Available municipal capital funding is required for backlogs and maintenance, i.e. there are virtually no funds to investment in support of new development and improvements to address existing problems with infrastructure (e.g. limited provision for NMT).</i> • <i>The current service and housing delivery model is ineffective in addressing the municipality's housing demand and growth. Housing demand and the associated land demand for the currently delivery model shows that the municipality does not have access to adequate land to serve the current and projected housing demand.</i> • <i>Given the limited income of a large proportion of the population, a settlement structure and form prioritizing walking and public and NMT, should be pursued.</i> • <i>Given low levels of road space utilization in terms of vehicle occupancy, there appears no basis for capacity increases to infrastructure accommodating general traffic.</i> • <i>The proposed bypass is likely to stimulate further settlement sprawl and "lock-out" projects aimed at restructuring Stellenbosch town.</i> • <i>Stellenbosch town has high potential volume of NMT users should the environment be more encouraging of NMT modes, particularly cycling.</i> • <i>The relocation of large industrial land users from Stellenbosch town (to Klapmuts) presents significant opportunity to restructure Stellenbosch town.</i>

3.4. Institutional Context

Information regarding the institutional issues that have a bearing on spatial planning and development has been extracted from the IDP and the 2018 Medium Term Revenue and Expenditure Framework (MTREF) of the municipality.

Table 13. Stellenbosch's Institutional context - key attributes summarised

THEME	ATTRIBUTES	
Staff Resources	<ul style="list-style-type: none"> Few municipal staff resources are available for dedicated future planning (across sectors) or driving larger, transformative, and catalytic programmes and projects. There appears to be limited capacity for planning and managing public and NMT programmes and projects. 	<ul style="list-style-type: none"> Inter-municipal and municipal-provincial institutional arrangements for addressing joint planning challenges appears weak and intermittent.
Sector Integration	<ul style="list-style-type: none"> There appears to be poor integration between spatial and transport planning. 	<ul style="list-style-type: none"> Transport planning focus and expenditure remain focused on roads and accommodating private vehicular transport.
Partnerships	<ul style="list-style-type: none"> Albeit many partnerships between communities and organisations (including the municipality) exists to assist community based initiatives, address specific community needs, and environmental issues, there appears no high-level public-private partnership that will fundamentally "shape" major challenges facing the municipality (including infrastructure, transport demand management, and housing). 	
Operating and Capital Budget	<ul style="list-style-type: none"> The operating income (including grants and subsidies) of the SM increased by 12,38% from 2012/ 13 to 2014/ 15 or 6,01% on average per annum over the period. Operating expenditure increased by 17,43% over the period or 8,36% per annum. Grants and subsidies received do not exceed the operating income generated by SM from its own activities, and the reliance on grants and subsidies will probably decrease further should the emerging trend continue. Rates income per capita increased from R1 213,15 in 2012/ 13 to R1 408,79 in 2014/ 15 (16,13% over the period). Over the period, the rates income increased from R203,7m to R249,7m or by 22,49%, while the population increased by 5,48%. The increase in the population figures and the increase in the rates income per capita may suggest that a larger number of the population is contributing to an increasing rates base, but also reflects on the above average increase in property values in the large parts of the municipal area. The municipality spent 90% of its capital expenditure budget in the 2014/ 15 financial year, while capital spending in 2013/ 14 was 92% of the budget. Most of the capital budget was spent on infrastructure and housing. 	<ul style="list-style-type: none"> MIG expenditure increased from 2012/ 13 to 2013/ 14 at a faster rate than operating income and operating expenditure. From 2012/ 13 to 2013/ 14, operating expenditure grew at 17,43% while MIG expenditure increased by 60,98%, with operating income that increased at 12,38%. From 2013/ 14 to 2014/ 15, MIG expenditure increased at a higher rate (28,78%) than operating expenditure (9,8%). Operating income decreased by 2,07%. SM experienced a general increase in outstanding consumer debt between 2012/ 13 and 2014/ 15 across all sectors, with the largest increase that accrued to rates. SM's MTREF capital budget increased by approximately 13% to R2 244 370 898 for 2018/ 19. Of this, R1 716 330 147 (76%) is allocated to the operating budget and R528 040 751 (24%) to capital investment. Allocations from National government for the 2017-2021 MTREF will total R160m, of which the bulk is MIG funding, with R70m from the PGWC, mostly allocated towards housing development. Infrastructure expenditure over the MTREF 2018-2021 period totals R1,1bn, and makes up 82% of the total capital expenditure allocation of R1,35bn. SM has borrowed R340m (25% of the total infrastructure budget) to fund their priority infrastructure needs. For the capital budget over the MTREF period 2018-2021, borrowings total 30% (R160m) in 2018/ 19, 21% (R100m) in 2019/ 20 and 23% (R80m) in 2020/ 21.
Asset Management	<ul style="list-style-type: none"> The SM appears to have no processes or procedures for proactively using municipal land assets as a resource to address identified developmental needs. 	
Planned Government Spending	<ul style="list-style-type: none"> Given the worsening fiscal outlook, National and Provincial Government grant allocations towards the capital expenditure reduces over the MTREF period, from the peak of R91m in 2018/ 19 to R58m and R68m in the following years. 	<ul style="list-style-type: none"> Provincial government funding allocated to SM in the 2017/ 18 financial year was largely focused on road infrastructure maintenance and upgrades (R90m) with lesser amounts spent on the upgrade of the Stellenbosch Hospital (R14m) and the PC Petersen Primary School (R15m).

Table 14. Stellenbosch's Institutional context - issues and implications

KEY ISSUES	SDF IMPLICATIONS
<ul style="list-style-type: none"> • SM has a limited institutional capacity and insufficient funding for the management of transport issues. • Integration between transport and spatial planning has never been achieved in Stellenbosch. • Given the extent and development potential inherent in the very large municipal land resource, current management arrangements for this resource appears inadequate. • With government's contribution towards capital expenditure declining and with SM needing to borrow 25% of their capital expenditure spend over the MTREF 2018-2021, SM is under increasing pressure to fund capital expenditure from their own reserves. • SM cannot maintain the current rate of infrastructure spend post MTREF period. The decreasing loan contribution amount and SM's replacements reserves towards 2021 leads to a significant decrease in the total capital budget and investment in infrastructure 2021. • SM's ability to fund to fund infrastructure from their own reserves primarily relies on the ability in achieving 96% collection rates for services. Mounting consumer pressures in paying the increasing costs of service makes the likelihood of achieving the projected collection rates questionable, thus putting SM in a financially vulnerable position to fund capital expenditure projects. 	<ul style="list-style-type: none"> • <i>Given budget constraints and existing maintenance backlog, SM's future capital budget should prioritise critical infrastructure projects and addressing backlog within the current urban footprint in lieu of future growth prospects.</i> • <i>Development and densification efforts will need to be focused on where the capital and operational expenditure is concentrated.</i> • <i>Further expansion of SM's current built footprint will dissipate the SM's ability to maximise the use and productivity of existing infrastructure and further extend the SM's future liability in needing to attend to the building and maintenance of new infrastructure.</i> • <i>SM should seek to maximise their return on infrastructure assets by increasing the number of people serviced by existing infrastructure assets and by decreasing the number of indigent households that need to be served by newly constructed infrastructure (as they are unable to achieve a return on the assets while it increases their future maintenance burden).</i>

3.5. Synthesis of Status Quo

There are a number of concerns and observations related to Stellenbosch's existing mode of settlement development and management. These are summarized below under the themes used for analysing the status quo.

Bio-physical

- The degradation of key ecological assets and loss of productive agricultural land has not been arrested. For example, there is no indication that the condition of the river systems in the municipal area has improved significantly since problems first manifested. In addition, significant amounts of agricultural land have been lost to development over the past decade.
- Climate change is likely to have a significant impact on the natural resource base of the municipal area, which will include a reduction in water, increased temperatures, increased fire risks, and increased incidences of extreme weather events. This, in turn, will impact on agricultural production, scenic landscapes, the livability of urban areas and the ability to provide basic services such as water and sewerage treatment.
- Considerable progress has been made at provincial and local levels to prepare guidelines enabling ancillary activities in nature and agriculture areas, providing increased access to nature and diversified farm income.

Socio-economic

- The population of the SM is likely to continue to grow above the average provincial rate, and urbanisation is likely to increase, with the main settlements having to absorb the bulk of this growth.

- The ability of the economy to absorb growth, particularly with regard to job creation, is a concern. Indications are that the growth in indigent households, who traditionally are employed in unskilled and semi-skilled jobs, is disproportionate to employment growth, which has been slow in these categories (e.g. agriculture).
- The informal sector will continue to provide livelihoods to a significant proportion of residents, but the prevailing settlement structure and form does not recognize the needs of marginal entrepreneurs.
- A growing youthful population, large student population, and seasonal influx of labour is likely to increase the municipality's dependency ratio, in addition to a smaller base from which the municipality can collect revenue to provide services and opportunities that will improve the lives of the especially the poor.
- Inequality in the municipal area, and particularly the historic towns such as Stellenbosch and Franschhoek, remains significant. Although inequality is generally accepted to be unsustainable and is likely to lead to social unrest and instability, current development patterns are simply not addressing this issue.
- Crime rates remain high. The market response – focused on providing security for those who can afford it (e.g. through gated development) – is likely to exacerbate inequality and segregation.
- The upgrading and provision of basic services and housing will remain the focus of the SM and other government agencies for the foreseeable future, thus foregoing investment in other areas that would likely have more socio-economic spin-offs and result in improved place-making.
- The SM's inability to provide essential services (e.g. refuse removal) leads to dumping,

environmental degradation and resulting health-related problems.

Built environment

- Infrastructure backlogs – specifically in poor areas – and essential municipal infrastructure requires significant investment and maintenance. This applies to all basic services (electricity, water supply, wastewater management and solid waste disposal).
- The need for housing and shelter – both for the lower income groups and those with employment – has not been adequately met. The existing "housing pipeline" will not meet the need for those requiring state assistance, and little is built which is affordable to ordinary workers. A pattern of intermittent land invasions and associated "responsive" basic infrastructure provision, as well as daily inward commuting of ordinary workers and students, is likely to continue.
- Property and land is inordinately expensive in SM (particularly in Stellenbosch town and Franschhoek), locking out both the poor and lower/ middle income workers from the property market. Without significant intervention in the property market, this situation is likely to worsen.
- Inequality in SM is particularly evident in the structure of settlements, with low density development accommodating the wealthy, while the poor is accommodated in high density, poor quality peripheral areas. Significant numbers of people live in informal shelters. Many new developments reinforce a pattern of low overall densities and are located in peripheral areas, entrenching dependency on private transport, amongst other inefficiencies.
- New high density development mostly focus on the student market, and target groups using private vehicles.



Figure 17. Current development pressures on the periphery of settlements in the SM

- The numerous heritage resources located within the settlements of SM are assets of immense value. Many of these (e.g. parts of the Rhenish complex in Stellenbosch), are underutilized, and have the potential to become vehicles for innovative development that can contribute to creating a more inclusive economy.
- The existing industrial/ manufacturing operations and land holdings in the centre of Stellenbosch town impede large scale restructuring of the settlement.
- The planned move of Distell – occupying large tracts of strategic land in Stellenbosch town – to Klapmuts presents very significant opportunities for the future development of Stellenbosch, Klapmuts, and the broader regional space economy. If not rigorously managed as a shared initiative between the public and private sectors, the opportunity may be lost. SM should focus maximum effort on utilizing the opportunity presented to address the needs of the town.
- Transport planning practice within Provincial government has maintained a “regional mobility lens” with the bulk of planning effort and funding allocated to road infrastructure rehabilitation and expansions that provide for and respond to demand side growth, largely attributed to unconstrained low occupancy private vehicles at the cost of local mobility. Too little focus is placed on progressively improving the efficiency of use of existing road space through shifting modes and altering travel patterns.
- This regional mobility approach and “roads for growth” focus has very high financial, economic, social and environmental costs, is unsustainable and is exclusionary to most the population, i.e. those who do not have access to private transport. Furthermore, a regional “lens” which attempts to accommodate private vehicles growth has adverse

consequences for managing transport at the finer, localised level where trips concentrate.

- Currently the provision of public transport, non-motorised modes and travel demand management programmes are generally considered as local municipal functions, and not a core responsibility or competency of the Province. Given the extent of transport issues in SM, the municipality has limited institutional capacity and funding for the management of transport issues. As a result, sustainable transport approaches have been extensively overlooked in favour of traditional engineering solutions.
- The SM has recently developed a “living”, continuously updated online housing demand database and an associated mobile application (to be launched in August 2019).
- The SM will embark on a programme of cleaning the database, including calling all applicants currently on the Western Cape Housing Demand Database to come forward and update their details (this will ensure that deceased applicants are removed from the database) and a clear understanding of the demand for different housing programmes as determined by different income groups.
- Those who have left the SM area will also be removed from the online database system
- The mobile application will ensure that residents update their information without visiting the office and also apply for housing using their smart phones.

Institutional

- The municipal budget is relatively small considering the depth, range, and variability of citizen needs, specifically in relation to the needs of poorer citizens.

- While current funds are allocated to addressing critical issues – specifically related to infrastructure augmentation and maintenance – it appears that the municipality does not have the resources to fundamentally reverse backlogs or negative trends in shelter or infrastructure needs.
- The diagram below illustrates the focus of public and private sector investment in the SM. The municipality largely focuses on meeting service backlogs, its ability to respond to crisis, and asset maintenance. There is little scope in the budget for new “productive” investment that will result in significant economic growth to benefit the whole community. By contrast, the private sector largely funds new assets for a select group. Private sector investment is

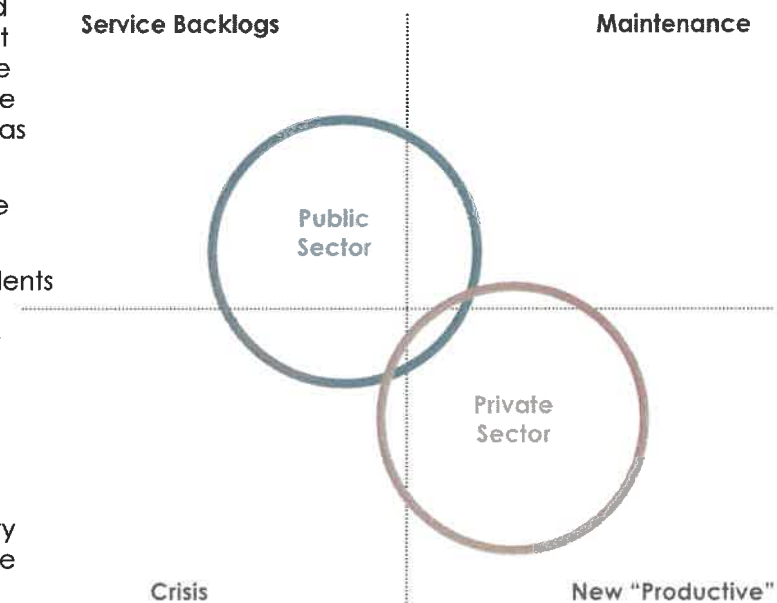


Diagram 1. Investment focus of the public and private sectors

not structured to contribute to the long term maintenance of common assets or addressing the developmental needs of the municipal area.

- Although rates income is expected to grow, this additional income will be largely required to maintain the existing infrastructure and services.
- The municipality has significant land assets, and although some programs have been put in place to support small farmers, the bulk of its land holdings has not been meaningfully employed as a resource to address citizen needs.
- Significant partnering between the municipality and the corporate sector (which has considerable material and human resources) in relation to addressing needs – and restructuring the settlement – has not occurred.
- The municipality has undertaken an inordinate amount of planning studies, both overarching in nature and sector specific. Collectively, these comprise a huge volume of analysis and guidelines for future management, difficult to comprehend and “make sense of”. It appears that there is significant disjuncture between the extent of policy and process guidelines available and what could be logically managed by the municipality in day-to-day decision-making. Considerable duplication appears between plans – each “discovering” the municipality anew – as opposed to focusing on a particular functional area or focus in a manner which supports others.
- Despite the principles and proposals put forward by these plans to address the skewed pattern of development in most of the settlements in the SM, particularly Stellenbosch, there has been hardly any change in the structure of these settlements since the transition to democracy. Most developments follow a “business-as-usual” pattern.

- Sector planning remains fragmented, especially in relation to spatial and transport planning, where the drive to augment and extend road space appear in contradiction to the public and NMT focus required by spatial planning for the municipality.
- Current planning initiatives have not addressed the economic generative opportunity associated with Klipmuts, its relationship with settlement opportunity for people close to work, and the associated opportunity to restructure Stellenbosch town as manufacturing concerns leave town in search of locations which better meet current business strategy and plans.

3.6. Land Budget Considerations

Determining the future demand for housing, other forms of development and the associated infrastructure requirements form part of the requirements for the preparation of an MSDP as set out in SPLUMA. An understanding of the housing need in particular has to be translated into land requirements with a view to understanding the land need and distribution thereof across the municipal area.

Determining the demand for housing and services is based on the current demand (i.e. backlog) and the demand that will be generated through growth. Land requirements are then informed by a realistic projection of the density of development required to accommodate the demand. An understanding of the land requirements is also informed by the type of housing demand. In this regard it is traditional to distinguish between the demand for affordable housing (indigent) and housing taken up by the open market (non-indigent) as the form of housing provision for these markets may vary. The land demand as calculated is then measured against available land. In the current policy context, available land includes all land that is potentially developable within urban areas and within the urban edges determined by previous spatial planning exercises, for the various

settlements earmarked to accommodate growth. In the SM context it is argued that affordable housing, for which there is a considerable land demand, will be accommodated in the main urban centres of Stellenbosch, Franschhoek and Klipmuts where housing beneficiaries will have access to socio-economic opportunities. The findings presented in this section are largely based on the work done for the 2018 SM UDS.

3.6.1. Projected housing and land demand

Housing for indigent

- Estimated need for houses, municipality-wide, in the “give-away” bracket in 2016: **11 618**³
- Estimated unfulfilled need of houses by 2036, assuming that no houses for the indigent will be built between 2016 and 2036: **17 847**
- However, if the current rate of delivery persists only **7 805** units would have been added by 2036, thus still resulting in a significant backlog.

Housing for the non-indigent <80 m²

- Estimated need, municipality-wide in 2016: **15 042** (this includes a variety of unit types aimed at various markets, such as GAP housing, flats and townhouses, and stand-alone units)
- If no supply is added by 2036: **23 106**

These unit numbers have been translated into land demand, based on various scenarios set on in the UDS, ranging from a projection of the current pattern of fairly low density development, to higher densities based on certain economic forecasts. According to these figures, the 5 year forecast for land demand for housing in the middle of the road scenario (or “consensus scenario”) is projected at 228ha by 2021. By 2036 the land demand for housing would range from 1 339ha, based on current patterns, to 741ha in a low growth scenario.

³ The most recent figures contained in the Western Cape Department of Human Settlements Demand Database, May 2018, shows a housing demand of 15 780 units in this bracket.

The total gross land demand, also making provision for other land uses that will result from growth such as commercial, industrial and infrastructure, is estimated to be 270ha by 2021 and 996ha by 2036 in the middle of road/ consensus development scenario.

3.6.2. Allocation of demand across the municipal area

The UDS allocates land demand to nodes based on historic land take up and an “adjusted nodal location”. The historic land take-up in nodes is given in Table 15.

The UDS adjusted nodal allocation (away from historic trends) is based on:

- Market preference for a certain land-use in a specific location (based on market trends).
- The positioning strategies and a “normalized” situation with respect to infrastructure and the stock of developable land (it ignores backlogs and surpluses in infrastructure provision and availability of developable stock).

Based on this work, which includes a nuanced understanding of the role of the various settlements in the SM and their respective projected growth rates, the overall demand for land for indigent housing within a five and ten year forecast period has been projected as indicated in Table 16.

The table indicates that the largest demand for housing is, as to be expected, in the town of Stellenbosch, which already accommodates 70% of the urban population of the SM. Franschhoek and Klapmuts together only accommodate 20% of the SM urban population, with the remainder spread throughout the smaller villages and hamlets. The ratio for the proposed allocation of indigent housing is thus a 7:2:1 spread between Stellenbosch, Franschhoek and Klapmuts.

Table 17 indicates land currently available within the urban edge as indicated in the UDS strategy. This includes strategic landholdings such as the

Table 15. The historic land take-up in nodes

HISTORIC GROSS LAND TAKE-UP BY NODE 2000 - 2015 (ALL LAND USES)		
Town / Settlement	Land Take-Up (ha)	Percentage Share (rounded to 10)
Stellenbosch (Town)	271	60%
Franschhoek	82	20%
Klapmuts	56	10%
Other	72	10%
TOTAL	481	100%

Distelland along the Adam Tas corridor will possibly become available for development in future.

It is evident that there is more than enough land to accommodate the indigent housing need. Although it is obvious that the market demand for development (for housing, commercial and industrial demand) also requires consideration in the MSDP, it is argued that providing housing opportunities (in whichever form) for the indigent is critical, whereas the municipality can exercise its discretion when considering market driven applications and thus have more control over the supply-side. In any case, it is evident that there is also sufficient opportunity for market driven development, if considered that the current ratio of built-up versus vacant land in the towns of Stellenbosch, Klapmuts and Franschhoek is 5.4:3.5 (built-up/ vacant) within the urban edge.

In addition, current densities remain below 10 du/ha for these settlements, and although they have been increasing somewhat in recent years, densities are still significantly lower than the targeted density of 25 du/ha set in higher level planning policies and

studies. Thus, provision should also be made for redevelopment and densification as a means to accommodate market demand.

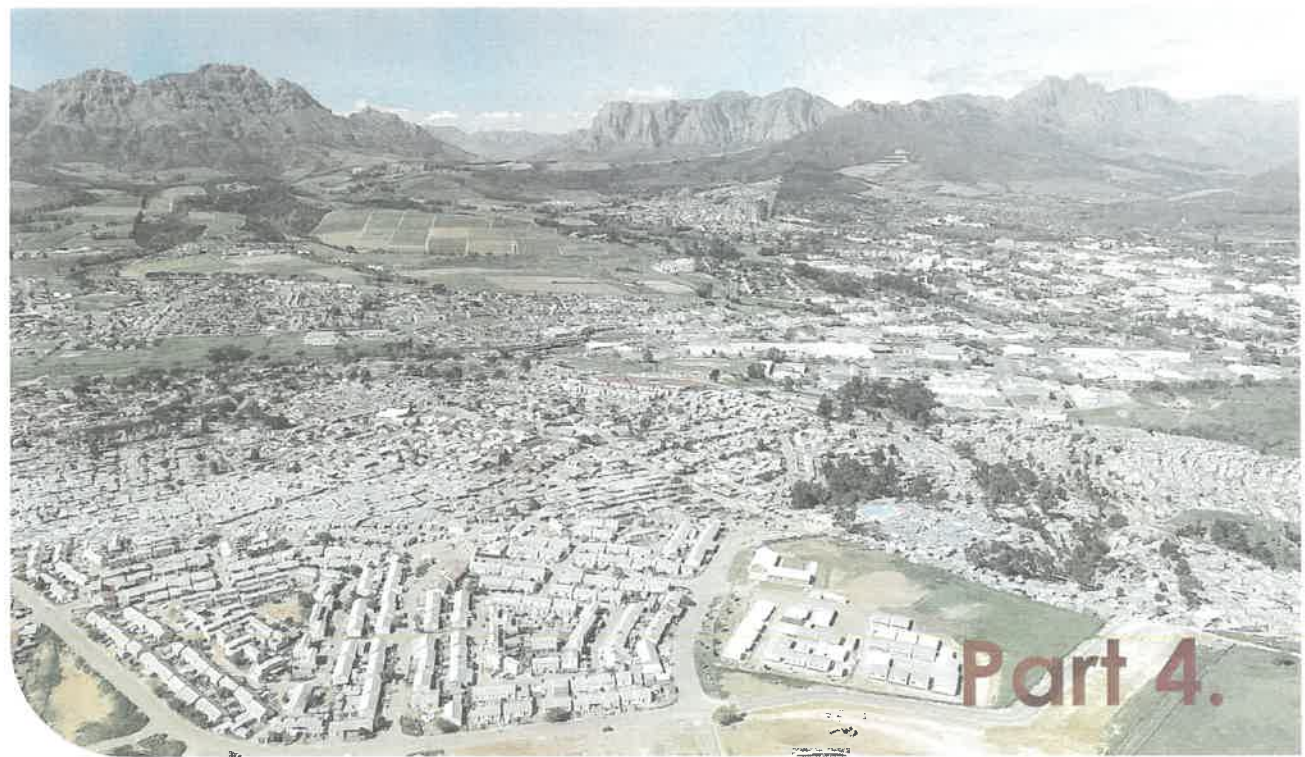
In conclusion, it is clear that the future development demand could be met in an effective and inclusive manner within the current urban edge of these three towns.

Table 16. Land demand for housing per node

Settlement	% of municipal/ urban population	Indigent housing need (2021)	Land need in ha (number of units x 120m ² erven)	Indigent housing need (2026)	Land need in ha (number of units x 120m ² erven)
Stellenbosch (Town)	51/ 70	8 357 (based on 2,6% annual growth)	100	9 363 (based on a 2,3% annual growth)	112
Klapmuts	5/ 7	1 208 (based on 3,6% annual growth)	14	1 420 (based on 3,3% annual growth)	17
Franschhoek	9,5/ 13	4 370 (based on 4,6% annual growth)	52	5 394 (based on 4,3% annual growth)	65
Dwarsrivier (Pniël, Johannesdal)	5,9/ 8,2				
Dwarsrivier (Kylemore, Lanquedoc)					
La Motte	1/ 1,4				
Groot Drakenstein	0,8/ 1				
Wemmershoek	0,5/ 0,7				
Koelenhof	0,2/ 0,26				
Muldersvlei	0,04/ 0,06				
Vlottenburg	0,08/ 1				
Raithby	0,5/ 0,8				
Lynedoch	0,1/ 0,14				

Table 17. Land availability

LAND	STELLENBOSCH	FRANSCHHOEK	KLAPMUTS
Currently available (UDS 2018)	633ha	131ha	146ha
2021 requirement for indigent housing	100	52	14
2026 requirement – cumulative for indigent housing	112	65	17



Part 4. Vision and Concept

4. Vision and Concept

4.1. Introduction

This section outlines a vision, key considerations, and spatial concept for the spatial planning and land use management of SM.

4.1.1. Vision

In line with the SM's vision as the "Valley of Opportunity and Innovation" (as contained in the IDP), the vision for spatial development and management is described as follows:

"We envisage a municipal area even more special than it is today; a place of natural beauty, rich in the way it preserves and exposes elements of history and culture, its produce from the land, the quality of its institutions, and the mindfulness and innovations of its people.

It is a future Stellenbosch municipal area that remains familiar; it has retained what differentiates the municipality from other places, its landscapes, historic buildings and settlement patterns, and the specialness of its institutions. It is resilient; it has adapted to the needs of today without losing what is special from the past. It is inclusive; it has accommodated the needs of citizens from all walks of life without fear. It is diverse and therefore productive. In adapting to new needs, and accommodating new people, it has become the stage for new expressions of culture, new businesses, and new ways of doing.

In form, it comprises a set of compact settlements, large and small, surrounded by natural and productive landscapes, and linked by means of public transport. Internally, settlements are relatively dense, cyclable and

walkable. Each portrays a unique character, closely linked to its surrounding landscape, the reach and extent of its public institutions, and the capacity and opportunity of its infrastructure. Each provides for a range of citizens from all walks of life, with significant choice in place of residence."

4.1.2. Key Principles

Working towards this vision, a number of principles are key:

First, maintain and grow the assets of the Stellenbosch Municipality's natural environment and farming areas. Humanity depends on nature for physical and spiritual sustenance, livelihoods, and survival. Ecosystems provide numerous benefits or ecosystem services that underpin economic development and support human well-being. They include provisioning services such as food, freshwater, and fuel as well as an array of regulating services such as water purification, pollination, and climate regulation. Healthy ecosystems are a prerequisite to sustaining economic development and mitigating and adapting to climate change. The plan provides for activities enabling access to nature and for diversifying farm income in a manner which does not detract from the functionality and integrity of nature and farming areas and landscapes.

Second, respect and grow our cultural heritage, the legacy of physical artefacts and intangible attributes of society inherited from past generations maintained in the present and preserved for the benefit of future generations. Cultural heritage underpins aspects of the economy and differentiates places. Culture is a dynamic construct; forever emerging in response to new challenges, new interactions and opportunity, and new interpretations. Spatially, we must organise

Stellenbosch in a manner which also sets the stage for new expressions of culture.

Third, within developable areas – areas not set aside for limited development owing to its natural or cultural significance – allow future opportunity to build on existing infrastructure investment, on the opportunity inherent in these systems when reconfigured, augmented or expanded.

Infrastructure represents significant public investment over generations, not readily replicated over the short term. It represents substantial assets for enabling individual and communal development opportunity of different kinds. From a spatial perspective, movement systems are particularly significant. Elements of the movement system, and how they interconnect, have a fundamental impact on accessibility, and therefore economic and social opportunity. Specifically important is places of intersection between movement systems – places which focus human energy, where movement flows merge – and where people on foot can readily engage with public transport.

Fourth, clarify and respect the different roles and potentials of existing settlements. All settlements are not the same. Some are large, supported by significant economic and social infrastructure, offer a range of opportunity, and can accommodate growth and change. Others are small and the chance to provide for growth or change is minimal. Generally, the potential of settlements to help change and growth relates directly to their relationship with natural assets, cultural assets, and infrastructure. We must accommodate change and growth where existing assets will be impacted on the least or lend itself to generating new opportunity.

Fifth, address human needs – for housing, infrastructure, and facilities – clearly in terms of the constraints and opportunity related to natural

assets, cultural assets, infrastructure, and the role of settlements. We must meet human need in areas where the assets of nature will not be degraded, where cultural assets can be best respected and expanded, and where current infrastructure and settlement agglomeration offers the greatest opportunity. Generally, we can help human need in two ways. The first is through infill and redevelopment of existing settled areas. The second is through new green-field development. We need to focus on both while restricting the spatial footprint of settlements outside existing urban areas as far as possible.

Sixth, pursue balanced communities. All settlements should be balanced. That means they should provide for all groups, and dependent on size, a range of services and opportunities for residents. It also says they should provide for walking and cycling, not only cars.

Finally, focus energy on a few catalytic areas that offer extensive opportunity and address present risk. Planning cannot attempt to treat all areas equally. Some areas offer more opportunity for more people than others. We need to focus on the areas and actions where a significant number of people will benefit, where we will meet their needs. There is also a need to focus on areas of "deep" need, notwithstanding location, where limited opportunity poses a risk to livelihoods. Some informal settlements and poorer areas may not be located to offer the best chance for inhabitants, yet services need to be provided and maintained here. However, significant new development should not occur in these places, exacerbating undesirable impacts or further limiting the opportunity for people to pursue sustainable livelihoods.

4.2. Concept

The concept for spatial development and management of SM comprises seven key tenets:

1: Maintain and grow our natural assets

Valuable land areas, including critical biodiversity areas, agricultural land, land affecting the maintenance of water resources, and so on, cannot be built upon extensively, it cannot be the focus for significantly accommodating existing or future settlement need spatially.

2: Respect and grow our cultural heritage

The areas and spaces – built and unbuilt – that embody the cultural heritage and opportunity of SM needs to be preserved and exposed further. Some areas and spaces need to be maintained intact, others provide the opportunity for new activity, in turn exposing and enabling new expressions of culture.

3: Direct growth to areas of lesser natural and cultural significance as well as movement opportunity

Within areas of lesser natural and cultural significance, the focus should be on areas where different modes of transport intersect, specifically places where people on foot – or using non-motorised transport – can readily engage with public transport.

4: Clarify and respect the different roles and functions of settlements

The role and potentials of different settlements in Stellenbosch require clarification. In broad terms, the role of a settlement is determined by its relationship to natural and cultural assets and the capacity of existing infrastructure to accommodate change and growth.

5: Clarify and respect the roles and functions of different elements of movement structure

Ensure a balanced approach to transport in SM, appropriately serving regional mobility needs and local level accessibility improvements, aligned with the spatial concept.

6: Ensure balanced, sustainable communities

Ensure that all settlements are balanced and sustainable, providing for different groups, maintaining minimal development footprints, walkability, and so on.

7: Focus collective energy on critical lead projects

Harness available energy and resources to focus on a few catalytic areas that offer extensive opportunity fastest and address present risk.

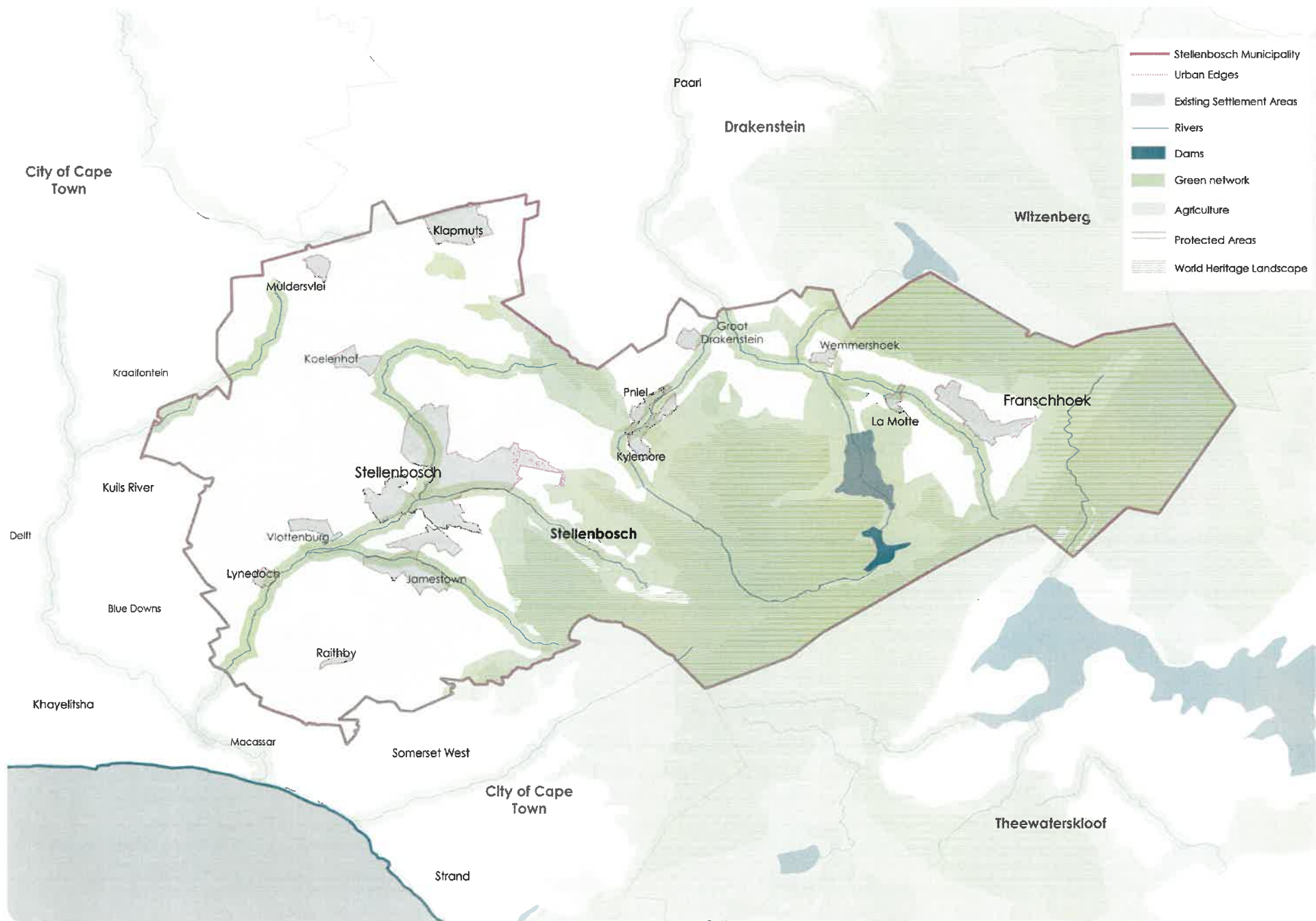


Figure 18. Concept 1 - maintain and grow our natural assets

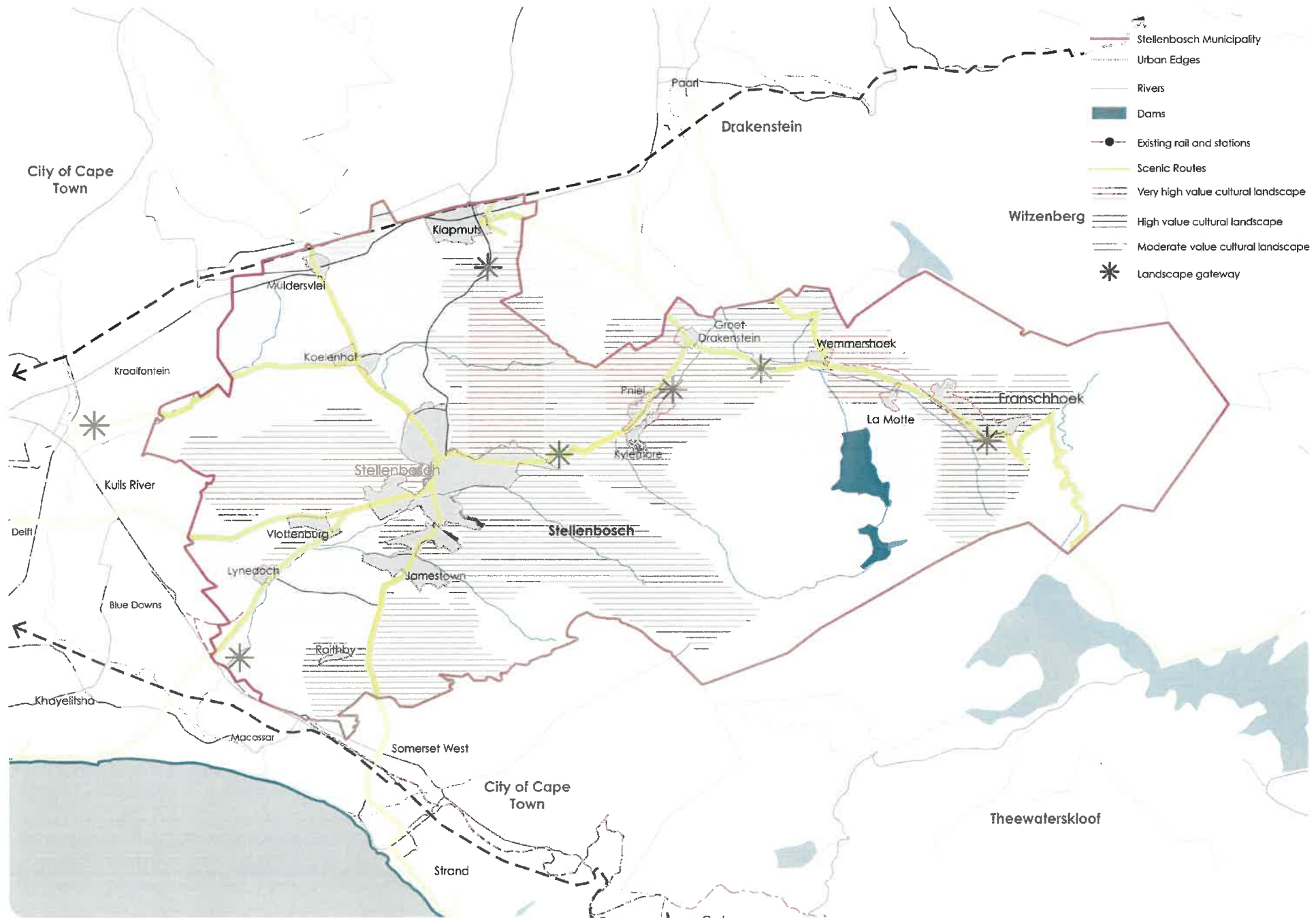


Figure 19. Concept 2 - Respect and grow our cultural heritage

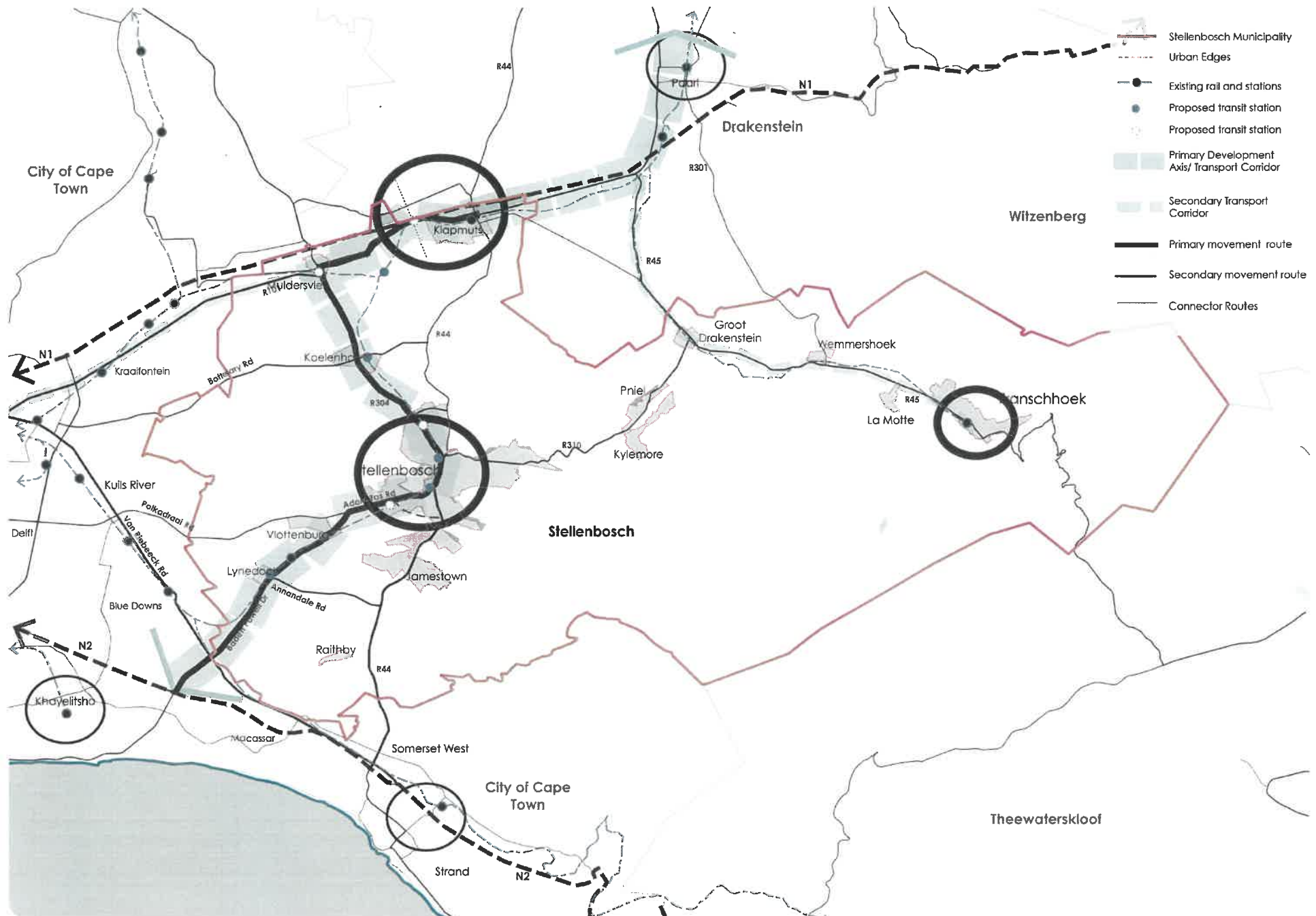


Figure 20. Concept 3 - Direct growth to areas of lesser natural and cultural significance as well as movement opportunity

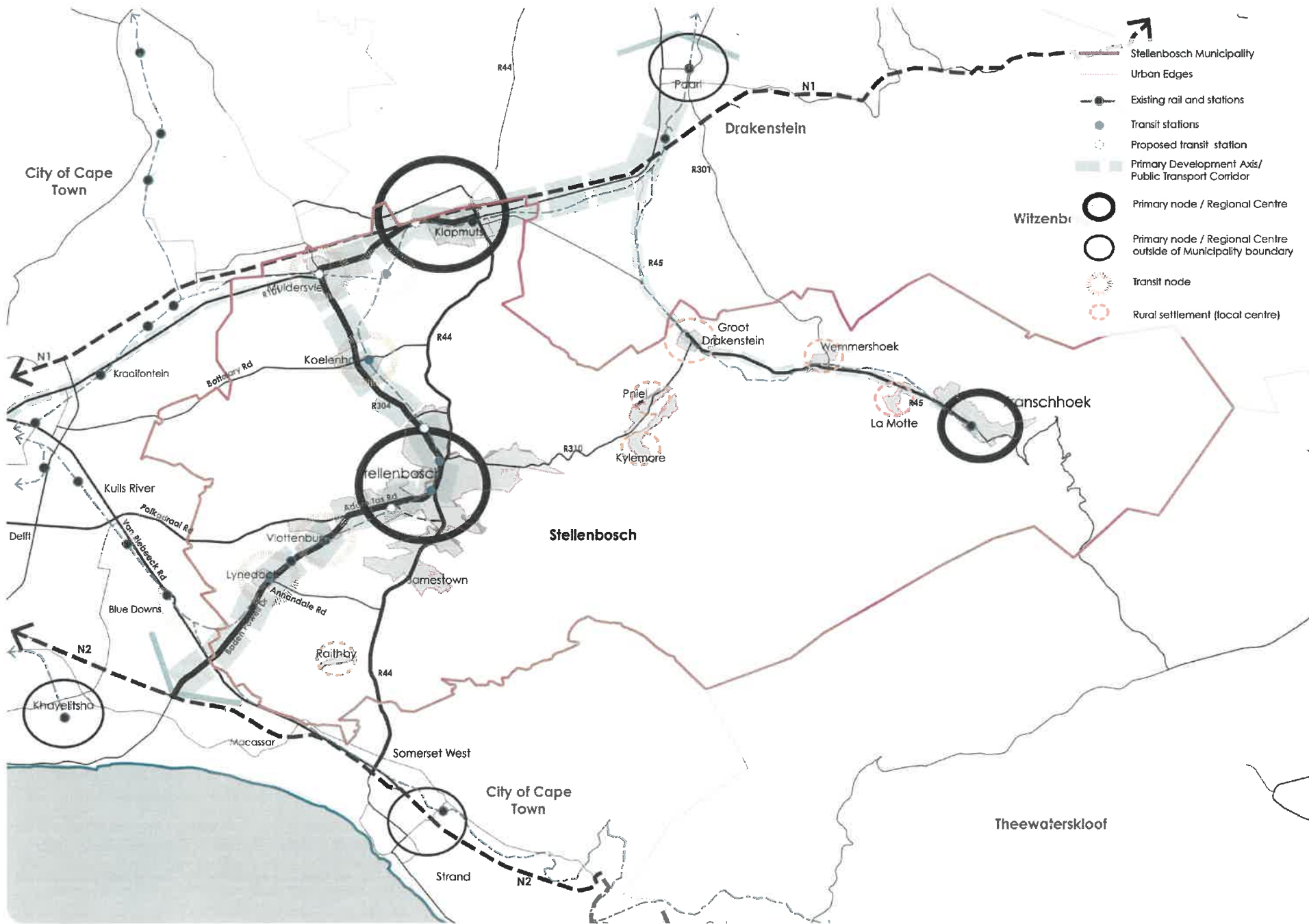


Figure 21. Concept 4 - Clarify and respect the different roles and functions of settlements

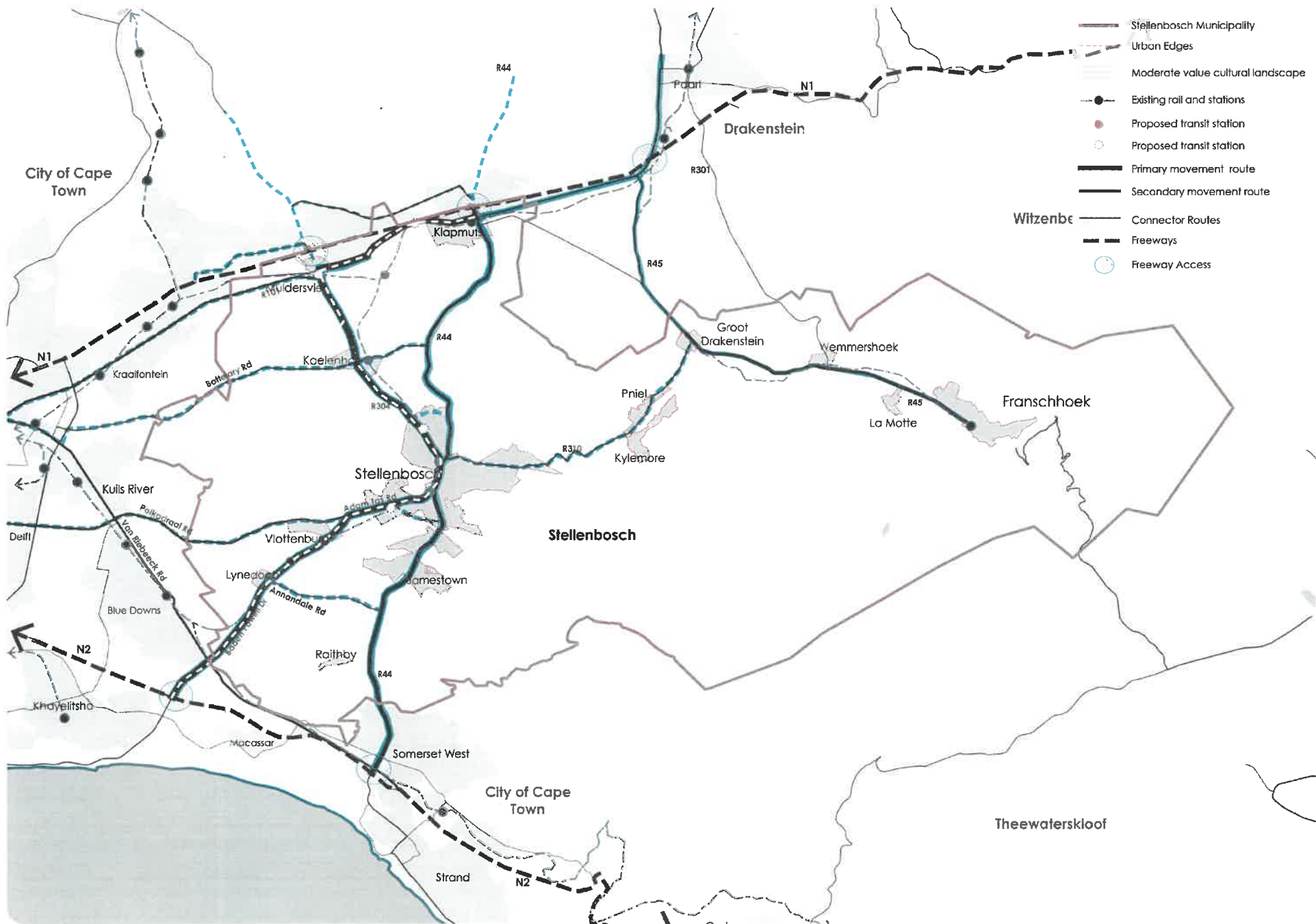


Figure 22. Concept 5 - Clarify and respect the roles and functions of different elements of movement structure

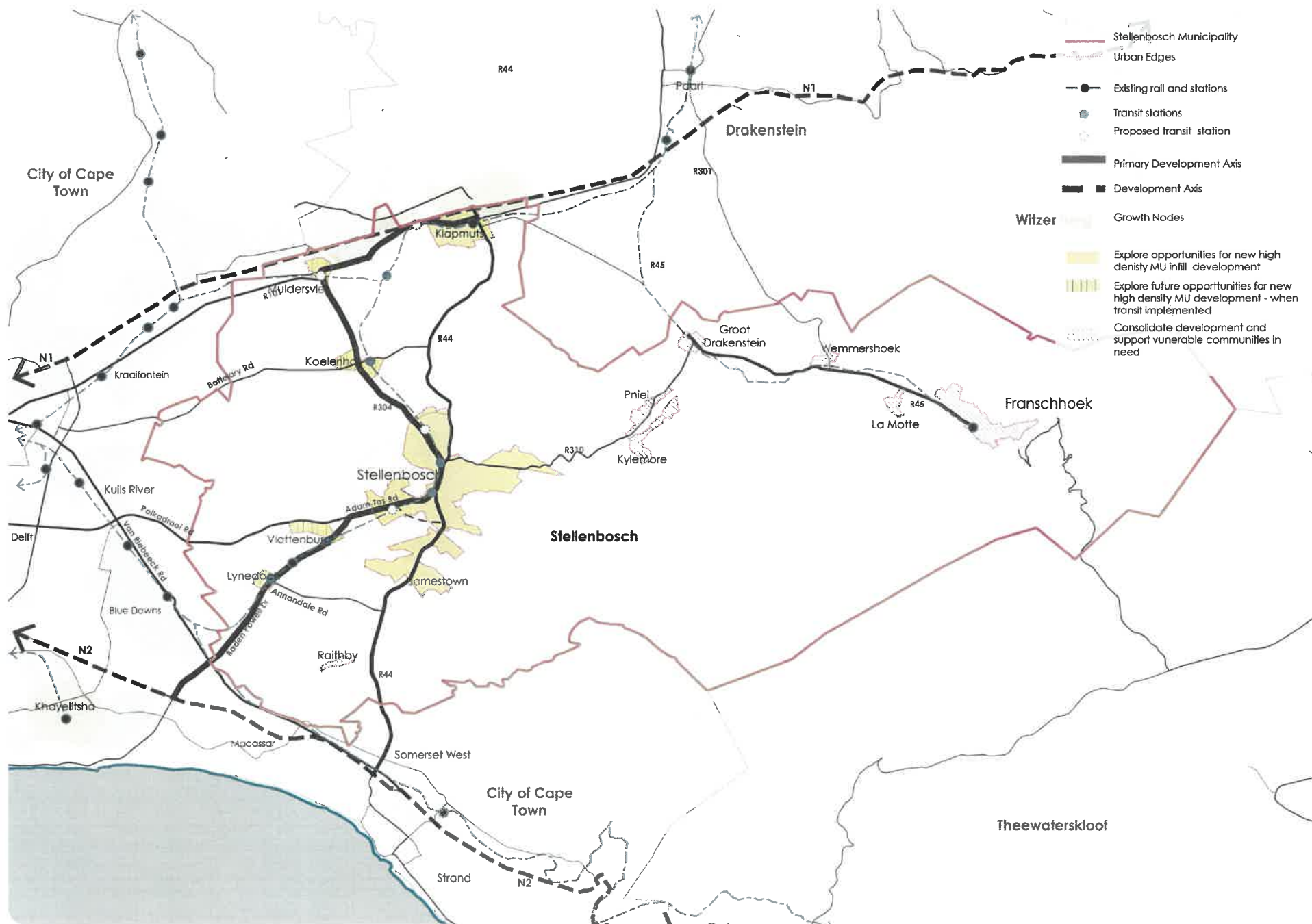


Figure 23. Concept 6 - Ensure balanced, sustainable communities

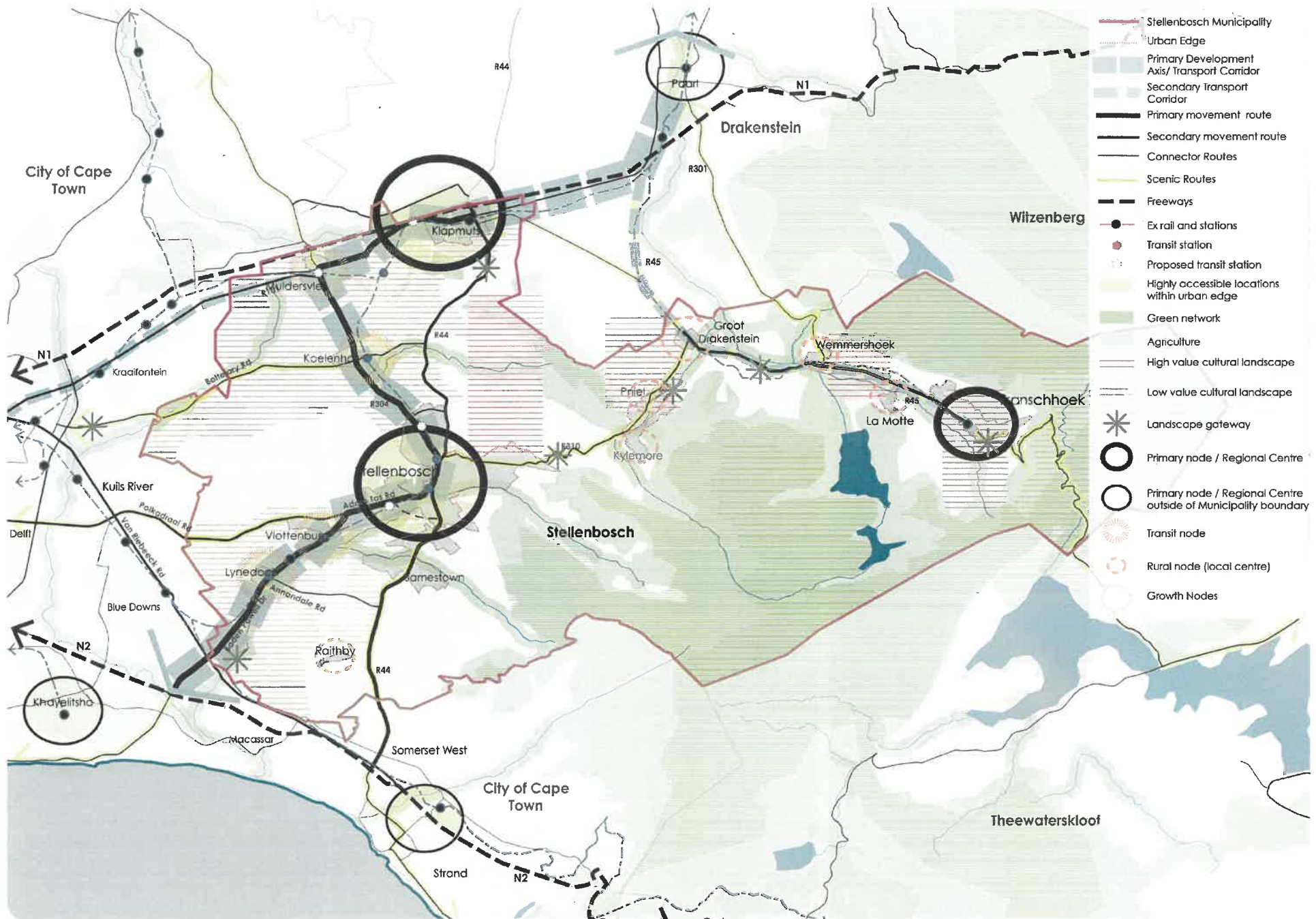


Figure 24. Consolidated Concept



Part 5.

**PLANS AND SETTLEMENT
PROPOSALS**

5. Plans and Settlement Proposals

5.1. Introduction

The sections below outline plans and written proposals for:

1. The SM area as a whole.
2. Major towns (including Stellenbosch, Klapmuts, and Franschhoek).
3. Small settlements in the Franschhoek Valley (including La Motte and Wemmershoek).
4. Small settlements in the Dwars River Valley (including Groot Drakenstein, Pniel, Lanquedoc, Johannesdal, and Kylemore).
5. Small settlements along the R304 (including Muldersvlei and Koelenhof).
6. Small settlements along Baden Powell Drive (including Vlottenburg, Lynedoch, and Spier).
7. Raithby.

It is important to remember that the plans constitute one type of planning instrument. Not all of the MSDF objectives or intent can be readily illustrated two-dimensionally on a plan. Therefore, the plans are accompanied by a table describing plan elements and associated proposals. The plans should be read with the written information contained in the tables accompanying the plans as well as the policies and guidelines contained in the MSDF.

Each settlement plan is introduced by a concept plan, an illustration of the core ideas related to spatial management and development of the settlement.

As indicated elsewhere in this document, spatial plans and proposals can seldomly be fully implemented without supportive actions in other functional areas or sectors. For example, and specifically in Stellenbosch town, it is doubtful whether the desired form of compact, diverse, inclusive, and walkable settlements will be achieved without parallel supportive initiatives to manage the unimpeded use of private vehicles. For this reason, the plan tables also include – where important – related non-spatial proposals.

Broadly – and aligned to the SPLUMA MSDF guidelines – the settlement plans entails three types of actions or initiatives:

- Protective actions – things to be protected and maintained to achieve the vision and spatial concept.
- Change actions – things that need to be changed, transformed, or enhanced to achieve the vision and spatial concept.
- New development actions – new development or initiatives to be undertaken to achieve the vision and spatial concept.

Under these broad types of actions, strategic focus areas and settlement elements are dealt with; for example, protective actions will broadly relate to protecting elements of nature, agriculture, scenic landscapes, historically and culturally significant precincts and places, and so on.

All of the settlements in SM are not the same. For example, they differ in population, range of activities, the extent to which they contribute to livelihood potential in the area as a whole, and the nature and extent of resources required to unlock potential. For this reason, not all plans and settlement proposals are developed to the same level of detail. The emphasis is on the larger ones, those who contribute – today and potentially in future – to the lives of the majority of people.

With the above in mind, the plans for the smaller settlements are grouped, especially where they are located in proximity to each other.

It is also the SM's intent to develop more detailed LSDFs or Precinct Plans for each of the settlements following adoption of the MSDF.

5.2. The Stellenbosch Municipal Area as a Whole⁴

The overall plan indicates a municipal area largely set aside as protected and managed areas of nature and high value agricultural land. These areas of nature and agriculture are critical in delivering various ecological and economic services and opportunity. Significant change in use and land development is not envisaged in the nature and agricultural areas. Only non-consumptive activities are permitted (for example, passive outdoor recreation and tourism, traditional ceremonies, research and environmental education) in core nature areas. In agricultural areas, associated building structures are permitted, as well as dwelling units to support rural tourism, and ancillary rural activities that serves to diversify farm income. However, these should not undermine the sustainability of agricultural production, and adhere to the guidelines contained in the SEMF and “Western Cape Land Use Planning: Rural Guidelines”.

A hierarchy of settlements, large and small – each with distinctive characteristics and potentials – and linked through a system of routes, is set in this landscape. Both open areas of nature and agriculture and parts of settlements and the routes that connect them, carry strong historic and cultural values, and contribute significantly to the tourism economy.

While all settlements continually undergo change and require change to improve livelihood opportunity and convenience for existing residents, not all are envisaged to accommodate significant growth. Those envisaged to accommodate both larger scale change and significant growth are situated on the Baden Powell Drive-Adam Tas-R304 corridor. Further, given the railway running on this corridor, the opportunity for settlement closely related to public transport exists here. **The corridor is in not proposed as a continuous development**

strip. Rather it is to comprise contained, walkable settlements surrounded by nature and agriculture, linked via different transport modes, with the rail line as backbone.

The largest of these settlements, where significant development over the short to medium term is foreseen, are the towns of Stellenbosch and Klapmuts. The potential of Klapmuts for economic development and associated housing is particularly significant, located as it is on the metropolitan area's major freight route. Over the longer term, the Muldersvlei/ Koelenhof and Vlotenburg/ Lynedoch areas can potentially develop into significant settlements. Although considerably smaller than Stellenbosch and Klapmuts, these expanded settlements are nevertheless envisaged as balanced, inclusive communities. Over the longer term, these expanded settlements are foreseen to fulfill a role in containing the sprawl of Stellenbosch town, threatening valuable nature and agricultural areas. **Importantly, they should not grow significantly unless parallel public transport arrangements can be provided.**

The remainder of settlements are not proposed for major growth, primarily because they are not associated with movement routes and other opportunity than can support substantial livelihood opportunity for all community groups. The focus in these settlements should be on on-going improvements to livelihood opportunity for residents, and the management of services and places. The largest of these settlements is Franschhoek, a significant tourism destination.

The SM Engineering Services Department supports the focus on Stellenbosch and Klapmuts as priority development areas as appropriate bulk service networks exist which could be expanded upon. The secondary investment areas identified along Baden Powell Drive and the R304 will require significant bulk infrastructure development. Extensive development is not supported in these areas until sufficient capital funding is available to fund the required infrastructure.

Engineering services also support the principle that development in these secondary areas should only be supported once appropriate public transport services are available.

⁴ “Stellenbosch Municipal Area as a Whole” refers to the whole municipal area, including all settlements and rural/ nature areas.

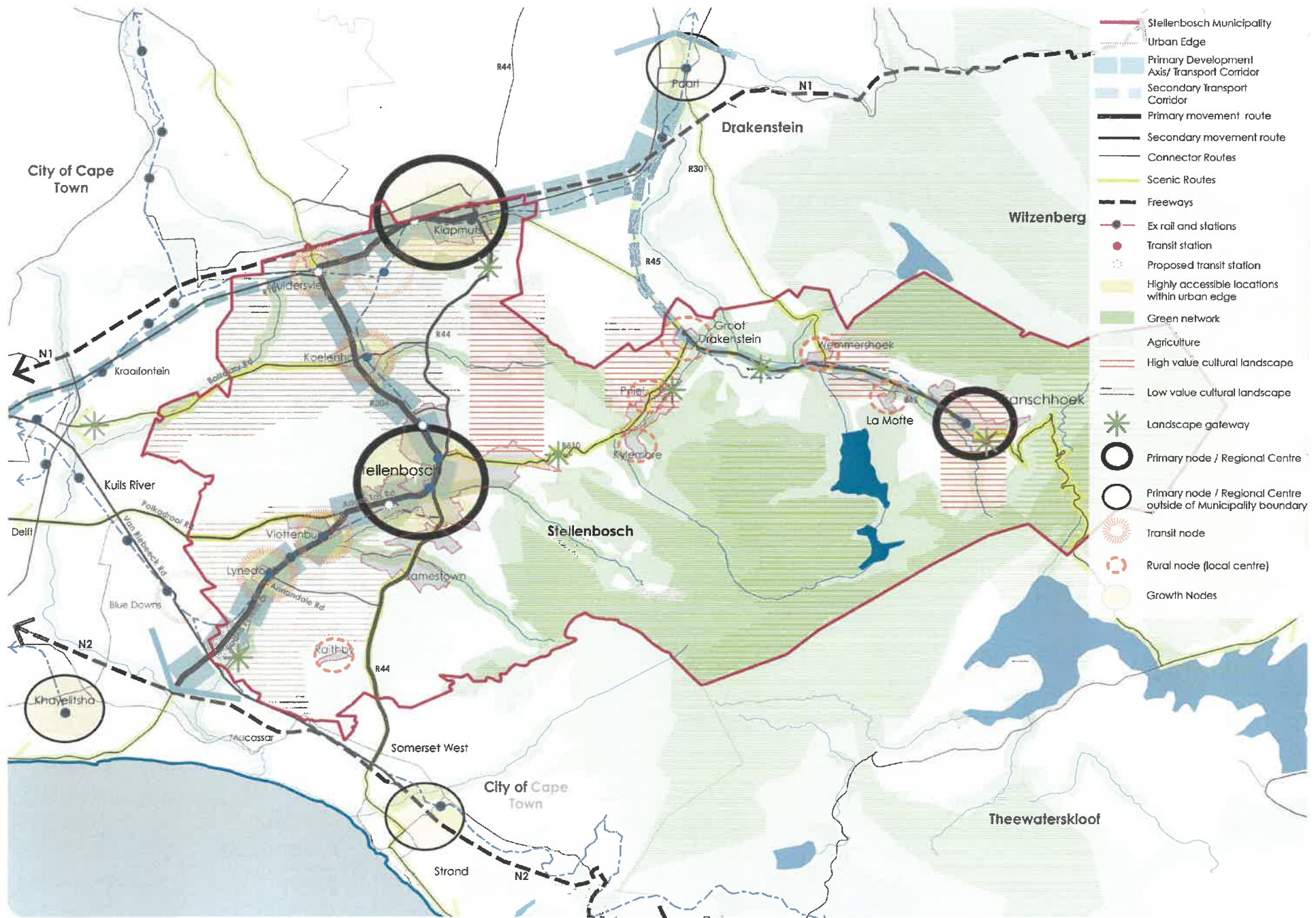


Figure 25. Consolidated Concept for the SM area

Table 18. Plan Elements and Proposals for the SM as a whole

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	Critical biodiversity and nature areas.	<ul style="list-style-type: none"> Work to extend, integrate, restore, and protect a system of protected areas that transect the municipality and includes low-to-high elevation, terrestrial, freshwater, wetlands, rivers, and other ecosystem types, as well as the full range of climate, soil, and geological conditions. Maintain Core (and to an extent Buffer) areas largely as "no-go" areas from a development perspective, only permitting non-consumptive activities (for example, passive outdoor recreation and tourism, traditional ceremonies, research and environmental education). Where value-adding development is required (for example for temporary accommodation), preference should be given to currently disturbed areas as development footprints. 	<ul style="list-style-type: none"> Provide active support for Stewardship Programmes, Land-care Programmes, and the establishment of Conservancies and Special Management which protects and expands biodiversity and nature areas. Implement institutional/ management actions contained in the SEMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along all river corridors (including the Kromrivier, Plankenbrug, Eerste River, and Blaauklippen River). No development should be permitted on river banks below the 1:100 flood-lines. 	<ul style="list-style-type: none"> Work to clean polluted rivers (particularly the Plankenbrug).
	Agricultural land	<ul style="list-style-type: none"> High potential agricultural land must be excluded from non-agricultural development. Subdivision of agricultural land or changes in land-use must not lead to the creation of uneconomical or sub-economical agricultural units. Building structures associated with agriculture, dwelling units to support rural tourism, and ancillary rural activities that serves to diversify farm income, are permitted and should adhere to the guidelines contained in the SEMF and "Western Cape Land Use Planning: Rural Guidelines". Actively engage the CCT and DM related to land use applications which threaten agricultural land located on the border with these municipalities. 	<ul style="list-style-type: none"> Support the expansion and diversification of sustainable agriculture production and food security.
	Urban edge	<ul style="list-style-type: none"> Prohibit the ad-hoc further outward expansion of urban settlements through maintaining tight urban edges. 	
	Scenic landscapes, scenic routes, and special places of arrival	<ul style="list-style-type: none"> Protect critical scenic routes and landscapes (as identified in surveys). Maintain a clear distinction between urban development and nature/ agricultural areas at the entrances to settlements. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). Work to grow the extent of historically and culturally significant precincts and places in daily use and accessible to the public (through appropriate re-design and use of disused places). 	<ul style="list-style-type: none"> Consider the transfer of government owned historically and culturally significant precincts and places to entities geared to manage them sustainably. Actively support community involvement in cultural and tourism activities celebrating history and culture.
	Settlement hierarchy	<ul style="list-style-type: none"> Maintain the existing hierarchy of larger urban towns and small rural settlements (with Stellenbosch and Klapmuts prioritised for further development over the short to medium term). 	

Table 19. Plan Elements and Proposals for the SM as a whole (cont.)

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Progressively upgrade existing informal settlements, focusing on basic services and community facilities. Actively support development in areas between informal settlements and established areas. 	<ul style="list-style-type: none"> Utilise government land assets to enable integration between informal settlements and established areas.
	Areas for residential densification and infill	<ul style="list-style-type: none"> Actively support residential densification and infill development within urban areas (with due consideration to the valued qualities of specific areas). 	<ul style="list-style-type: none"> Utilise government land assets to enable residential densification and infill development.
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Actively support the regional locational advantages of Klapmuts to support economic development, job creation, and associated housing. Actively support mixed land use in settlement centres. Ensure adequate provision for small and emerging entrepreneurs at good locations in all settlements. Actively improve public space in town centres (specifically Stellenbosch and Franschhoek). 	<ul style="list-style-type: none"> Support private sector led institutional arrangements assist with urban management in town centres.
	Improved access and mobility	<ul style="list-style-type: none"> Distinguish between the roles fulfilled by different routes and ensure that design changes and management measures applicable to routes support these roles. Promote public and NMT (e.g. through densification, the re-design of existing routes, and development of new routes). 	<ul style="list-style-type: none"> Ensure that the design of all roads provide for appropriate NMT movement. Pro-actively, and in partnership with key corporations/institutions, introduce transport demand management measures favouring public transport and NMT.
	Community/ Institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. Institutional buildings (accommodating community activities, educational and health services, and entrepreneurial development and skills training) should be located at points of highest access in urban settlements. 	<ul style="list-style-type: none"> Retain and expand University of Stellenbosch functions and other large education institutions within Stellenbosch town as far as possible (unless there are place-specific reasons for favoring an alternative location).
	Improved landscaping and public amenity	<ul style="list-style-type: none"> Actively improve landscaping and public amenity at places of high people concentrations (e.g. community facilities and high streets). 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development	<ul style="list-style-type: none"> Actively support the Adam Tas Corridor within Stellenbosch town for new mixed use development. Support the development of a "innovation precinct" or "smart city" in Klapmuts South. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and redevelopment. Support redevelopment by making available government land assets.
	Significant new industrial development	<ul style="list-style-type: none"> Actively support the development of Klapmuts North for industries and employment generating enterprises related to manufacturing, logistics, and warehousing. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and development.
	Significant new residential development	<ul style="list-style-type: none"> Explore the feasibility and pre-conditions of Muldersvlei/ Koelenhof and Vlotenburg/ Lynedoch to be developed as more significant, inclusive settlements over the longer term (subject to the availability of public transport). 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and development.
	Significant change to access and mobility provision	<ul style="list-style-type: none"> Explore the feasibility of changing/ complementing the rail service along the Baden Powell Drive-Adam Tas-R304 corridor to a system providing a more frequent, flexible service better integrated into the urban realm. Alternatively, a regular bus service should be explored serving the same route. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and unlocking of the opportunity.

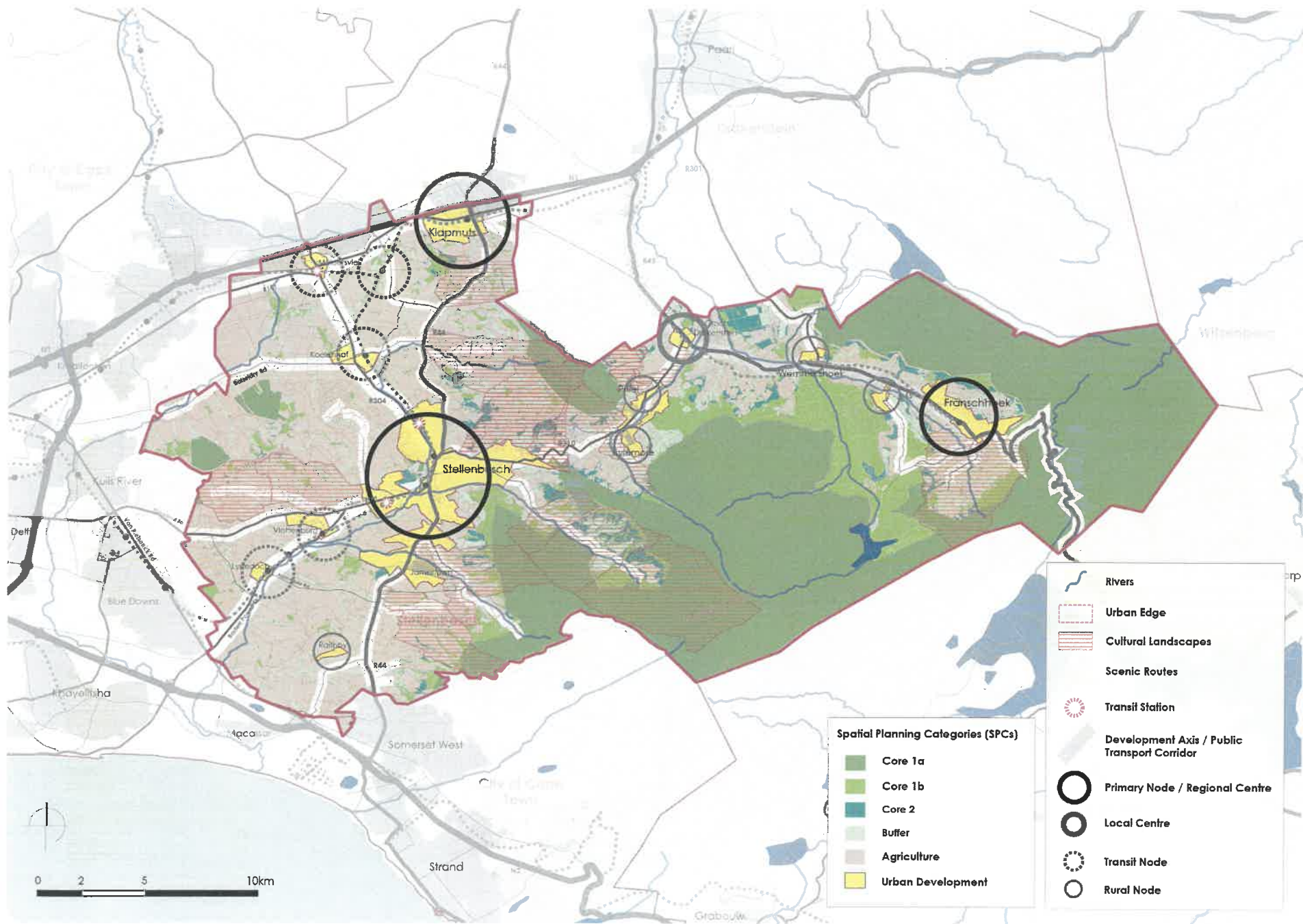


Figure 26. Municipal Spatial Framework for the SM area

5.3. Stellenbosch Town

Stellenbosch town will remain the major settlement within the municipality; a significant centre comprising extensive education, commercial and government services with a reach both locally and beyond the borders of the municipality, tourism attractions, places of residence, and associated community facilities.

Retaining what is special in Stellenbosch town requires change. The town has grown significantly as a place of study, work, and tourism, while perhaps inadequately providing residential opportunity for all groups, and certainly lacking adequate provision of public transport and NMT options. Managing residential growth of the town, through providing more inclusive housing at higher densities than the norm, is vital. This can and must bring significant reductions in commuting by private vehicles to and within Stellenbosch town, and provide the preconditions for sustainable public transport and NMT to and within the town.

The most significant redevelopment opportunity within Stellenbosch town is the Adam Tas Corridor, stretching from the Droë Dyke and the Old Sawmill sites in the west along Adam Tas Road and the railway line, to Kayamandi, the R304, and Cloetesville in the north. Large industrial spaces – currently disused or to be vacated over time – exist here. Redevelopment offers the opportunity to accommodate many more residents within Stellenbosch town, without a negative impact on agricultural land, nature areas, historically significant precincts, or "choice" lower density residential areas. In many ways, the Adam Tas Corridor represents the key to protect and enhance what is special within Stellenbosch town, as well as the relationship between the town and surrounding nature and agricultural areas.

Conceptually, the Adam Tas Corridor is the focus of new town building, west of the old Stellenbosch town and central business district (CBD). The "seam" between the new and old districts comprises Die Braak and Rhenish complex, which can form the

public heart of Stellenbosch town. The CBD or town centre in itself can be improved, focused on public space and increased pedestrianism. A recent focus on the installation of public art could be used as catalyst for further public space improvements.

Other infill opportunities also exist in Stellenbosch town, specifically in Cloetesville, Idas Valley, Stellenbosch Central, along the edges of Jamestown. There are also opportunities to change the nature of existing places to become more "balanced" as local districts.

Kayamandi has been under new pressure for outward expansion, specifically from new residents moving to Stellenbosch from elsewhere (within and outside the metropolitan region). This pressure, arguably, hinders efforts to upgrade and transform the area. New residents, through land invasion, increase pressure on municipal and other resources which could be utilized for upgrading. Ideally, Kayamandi should not be extended beyond the northern reach of Cloetesville (with Welgevonden Boulevard as the northern edge) and its reach to the east should be minimized as far as possible (in other words, a band of development along the R304 should be promoted).

The inclusivity of infill housing opportunity – referring to the extent to which the housing provides for different income and demographic groups – whether as part of the Adam Tas Corridor or elsewhere within Stellenbosch town – is critical. Unless more opportunity is provided for both ordinary people working in Stellenbosch, and students, it will be difficult to impact on the number of people commuting to and from Stellenbosch town in private vehicles on a daily basis.

Further development of Stellenbosch town as a balanced, inclusive settlement, with sustainable public and NMT options available, will require significant partnership between major institutions across sectors. For example, most of the Adam Tas Corridor is in private ownership, and a purely commercial approach to redevelopment of the land may not be in the best interest of the

town. Further, it would appear that much of the traffic congestion in Stellenbosch town relate to the university, whether it is students commuting from other areas in the metropolitan areas, or students living within the town using cars for short trips. A key prerequisite for implementation of the spatial proposals for Stellenbosch town is therefore establishing the institutional arrangements for joint planning and implementation towards common objectives, beyond those of individual institutional or corporate interests.

Also significant for the balanced development of Stellenbosch town, and retaining a compact town surrounded by nature and agriculture, is the development of the Baden Powell Drive-Adam Tas Road-R304 transit and development corridor, enabling public transport to and from Stellenbosch town, and alternative settlement opportunity, proximate to, but outside of Stellenbosch town. Critical will be the feasibility of changing the rail service along the Baden Powell Drive-Adam Tas-R304 corridor to a more frequent, flexible service better integrated into the urban realm. Alternatively, a regular bus service should be explored serving the same route.

Table 20. Plan Elements and Proposals for Stellenbosch Town

TYPE OF SDF ELEMENT ACTION		SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding Stellenbosch town. Work to increasingly connect and integrate nature areas, also with the urban green areas, to form an integrated green web or framework across the town and its hinterland area. 	<ul style="list-style-type: none"> Implement management actions contained in the SEMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along the Kromrivier, Plankenbrug, Eerste River, and Blaauklippen River corridors. 	<ul style="list-style-type: none"> Improve water quality in the Plankenbrug River (through infrastructure improvements in
	Agricultural land	<ul style="list-style-type: none"> Retain and improve the relationship between Stellenbosch town and surrounding agricultural land. 	
	Urban edge	<ul style="list-style-type: none"> As a general principle, contain the footprint of Stellenbosch town as far as possible within the existing urban edge (while enabling logical, small extensions). 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to the town. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). Improve public space and movement routes within historically and culturally significant precincts, with a focus on pedestrianism. Work to grow the extent of historically and culturally significant precincts and places in daily use and accessible to the public (through appropriate re-design and use of specifically disused industrial buildings along the Adam Tas Corridor). Define and hold the northern and eastern edges of Kayamandi. Support land use change along George Blake Road to enable the integration of Kayamandi with the Adam Tas Corridor and Stellenbosch central area. 	
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Support land use change along George Blake Road to enable the integration of Kayamandi with the Adam Tas Corridor and Stellenbosch central area. 	<ul style="list-style-type: none"> Utilise government land assets to enable integration between informal settlements and established areas.
	Areas for residential densification and infill	<ul style="list-style-type: none"> Pro-actively support higher density infill residential opportunity in the town centre, areas immediately surrounding it, and along major routes (with consideration of historic areas and structures). 	<ul style="list-style-type: none"> Utilise government land assets to enable residential densification and infill development.
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Retain and actively support mixed use redevelopment and building within the town centre and surrounding areas, comprising living space above active streetfronts. Actively support pedestrianism and improved public space within the old town centre 	<ul style="list-style-type: none"> Support private sector led institutional arrangements assist with urban management in the town centre.
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT within Stellenbosch town. Improve access to the Techo Park, specifically from the north-west. 	<ul style="list-style-type: none"> Pro-actively, and in partnership with key corporations/ institutions, introduce transport mode demand measurements favouring public and NMT. Ensure that the design of all roads within and surrounding the town provides for appropriate NMT movement.
	Community/ Institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. Retain, as far as is possible, University and other educational uses within Stellenbosch town. 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.

New Development Actions	Significant new mixed use development	<ul style="list-style-type: none"> Develop the Adam Tas Corridor as a mixed-use, high density urban district, with strong internal and external public and NMT connections. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and redevelopment. Support redevelopment by making available government land assets.
	Significant new residential development	<ul style="list-style-type: none"> Support inclusive infill development on vacant public land within Cloetesville, Idas Valley, Central Stellenbosch, and Jamestown. Support infill development on private land within Stellenbosch town in a manner which serves to compact the town, expand residential opportunity, and rationalize the edges between built and unbuilt areas. 	
	Significant change to access and mobility provision	<ul style="list-style-type: none"> Explore the feasibility of changing/ complementing the rail service along the Baden Powell Drive-Adam Tas-R304 corridor to a system providing a more frequent, flexible service better integrated into the urban realm. Alternatively, a regular bus service should be explored serving the same route. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and unlocking of the opportunity.

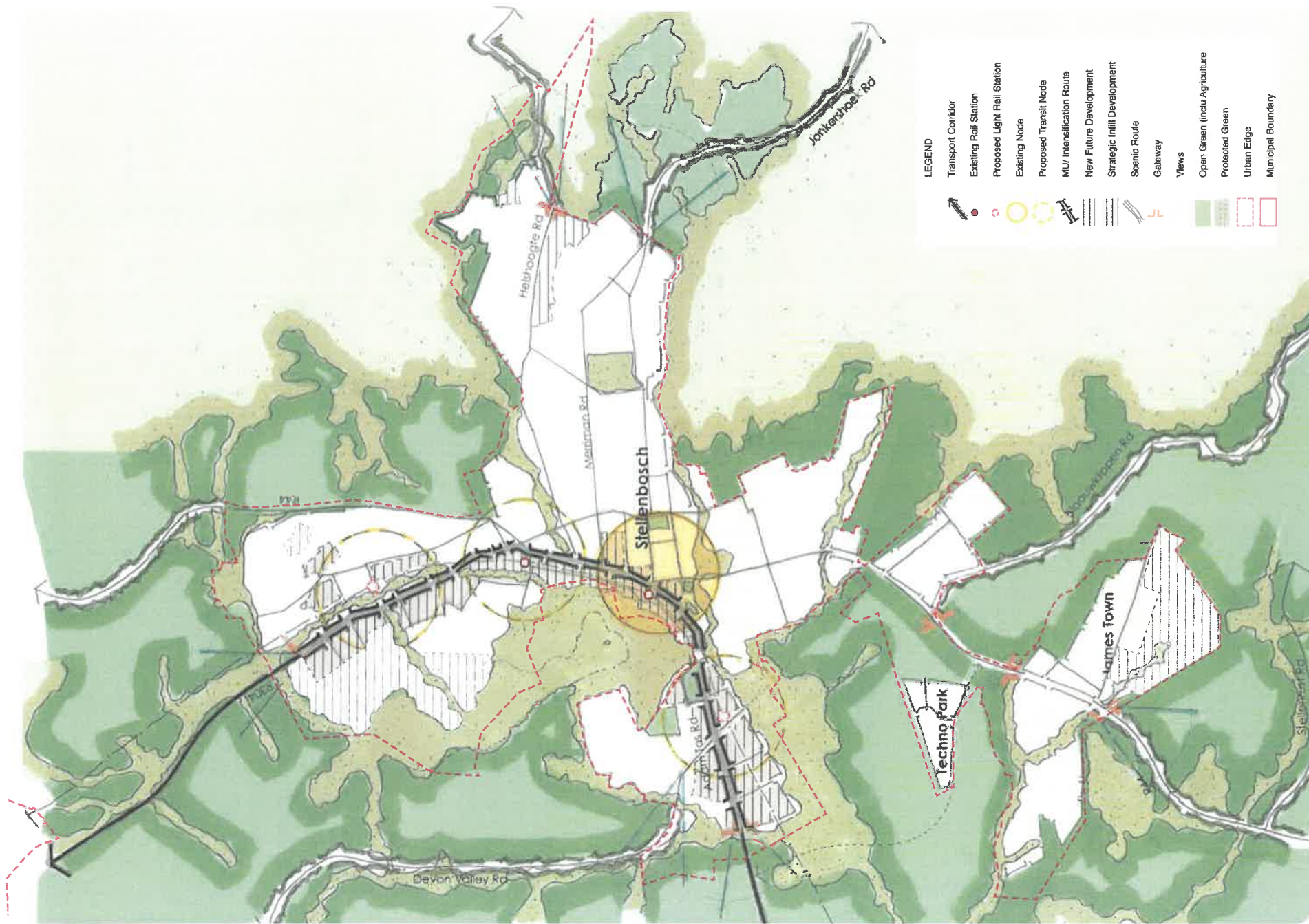


Figure 27. Stellenbosch Town Concept

STELLENBOSCH CONCEPT

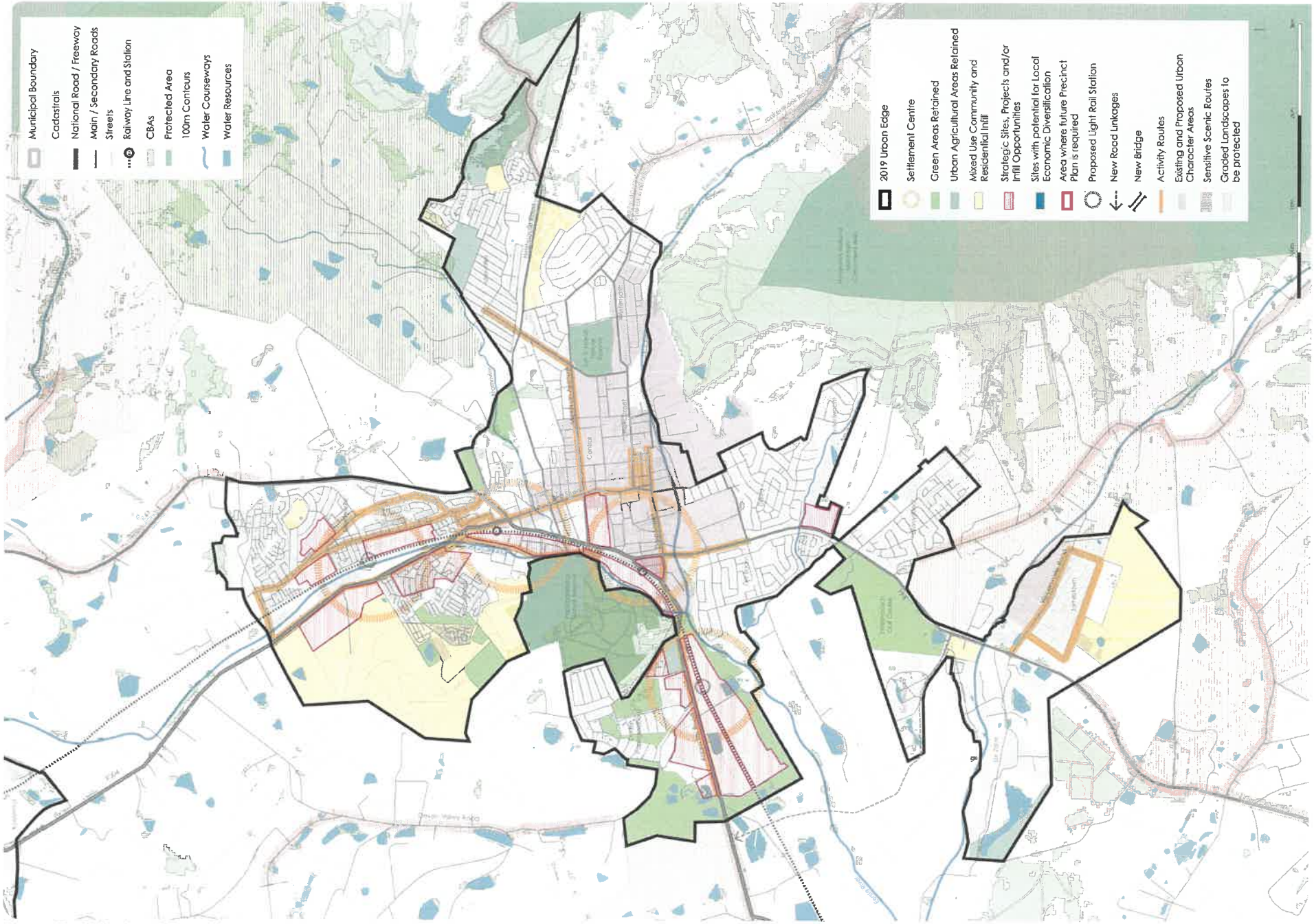


Figure 28. Stellenbosch Town Plan

STELLENBOSCH FRAMEWORK

5.4. Klapmuts

Located as it is on the N1 transport corridor – which carries 93% of metropolitan bound freight traffic – Klapmuts is a potentially significant centre for economic activity and residence within the metropolitan region and SM (as identified in the GCM RSIF). To date, the settlement is characterized by residential use and limited commercial and work-related activity. Public sector resource constraints have prevented the infrastructure investment required to enable and unlock the full potential of the area for private sector economic development as envisaged in the GCM RSIF.

The decision by Distell to relocate to and consolidate many of its operations in Klapmuts is critical to commence more balanced development of the settlement. Distell proposes to develop a beverage production, bottling, warehousing and distribution facility on Paarl Farm 736/RE, located north of the N1, consolidating certain existing cellars, processing plants, and distribution centres in the Greater Cape Town area. The farm measures some 200 ha in extent. The beverage production, bottling, warehousing and distribution facility will take up approximately 53 ha.

The project proposal includes commercial and mixed-use development on the remainder of the site which is not environmentally sensitive to provide opportunities both for Distell's suppliers to co-locate, and for other business development in the Klapmuts North area. The site does not have municipal services, and the proposed development will therefore require the installation of bulk service infrastructure, including water, wastewater treatment, stormwater, electricity, and internal roads.

Significant progress has been made in planning for a "Innovation Precinct" or "Smart City" district west of but contiguous to Klapmuts south. This includes a land agreement with the University of Stellenbosch to possibly establish university related activities in this area. The urban edge has been adjusted in recognition of the opportunity associated with this initiative.

A number of issues require specific care in managing the development of Klapmuts over the short to medium term. The first is speculative applications for land use change on the back of the proposed Distell development. Already, a draft local plan prepared by DM has indicated very extensive development east of Farm 736/RE. Distell will not fund the extensive infrastructure required to unlock development here, and arguably, land use change to the east of Farm 736/RE could detract from the opportunity inherent in Farm 736/RE. The second is the linkages between Klapmuts north and south, specifically along Groenfontein Road and a possible NMT crossing over the N1 linking residential areas south of the N1 directly with Farm 736/RE. Without these linkages, residents to the south of the N1 will not be able to benefit from the opportunity enabled north of the N1. The third is speculative higher income residential development in the Klapmuts area, based on the area's regional vehicular accessibility. Higher income development is not a problem in and of itself, but ideally it should not be in the form of low density gated communities.

Most importantly, the N1 corridor – including adjacent land also serviced by the old Main Road and railway – stretching from the CCT through Klapmuts towards Paarl, requires urgent joint planning. Much potential to generate economic opportunity exists here, but careful planning and decisions are required in relation to where to start, what areas to prioritise for development, and what to protect as nature and agriculture.

A critical non-spatial issue related to Klapmuts is its split administration between DM and SM. Consideration should be given to approach the Demarcation Board to adjust municipal boundaries in a manner where Klapmuts North and South falls within one municipal administration. In this regard, Klapmuts appears functionally more related to SM than DM. SM has also, for many years, invested in services for the Klapmuts community.

KLAPMUTS CONCEPT



Figure 29. Klapmuts Concept

Table 21. Plan Elements and Proposals for Klapmuts

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding Klapmuts. Work to increasingly connect and integrate nature areas, also with the urban green areas, to form an integrated green web or framework across the municipal area. 	<ul style="list-style-type: none"> Implement management actions contained in the EMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along the stream corridors. 	
	Agricultural land	<ul style="list-style-type: none"> Retain and improve the relationship between Klapmuts and surrounding agricultural land. 	
	Urban edge	<ul style="list-style-type: none"> As a general principle, contain the footprint of Klapmuts as far as possible within the existing urban edge. 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to the town. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). 	
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Prioritise informal settlements for upgrading and service provision. 	<ul style="list-style-type: none"> Utilise government land assets to enable integration between informal settlements and established areas.
	Areas for residential densification and infill	<ul style="list-style-type: none"> Pro-actively support higher density infill residential opportunity in Klapmuts South. 	<ul style="list-style-type: none"> Utilise government land assets to enable residential densification and infill development.
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Retain and actively support mixed use redevelopment and building within the town centre and surrounding areas, comprising living space above active street fronts. 	<ul style="list-style-type: none"> Assist development opportunity for small/ emerging entrepreneurs.
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT within Klapmuts. Prioritise NMT connections between Klapmuts North and South (in parallel with the development of Farm 736/RE). 	<ul style="list-style-type: none"> Pro-actively, and in partnership with key corporations/ institutions, introduce transport mode demand measurements favouring public and NMT. Ensure that the design of all roads within and surrounding the town provides for appropriate NMT movement.
	Community/ Institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development	<ul style="list-style-type: none"> Support the development of Farm 736/RE in Klapmuts North to unlock the development potential of Klapmuts (with an emphasis on job creation). Support the development of a "innovation precinct" or "smart city" in Klapmuts South. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and development.
	Significant new residential development	<ul style="list-style-type: none"> Ensure that housing in Klapmuts South provides for a range of income groups. 	
	Significant change to access and mobility provision	<ul style="list-style-type: none"> Improve linkages between Klapmuts North and South, specifically along Groenfonten Road and a possible NMT crossing over the NT. Explore the feasibility of changing/ complementing the rail service along the Baden Powell Drive-Adam Tas-R304 corridor to a system providing a more frequent, flexible service better integrated into the urban realm. Alternatively, a regular bus service should be explored serving the same route. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and unlocking of the opportunity.

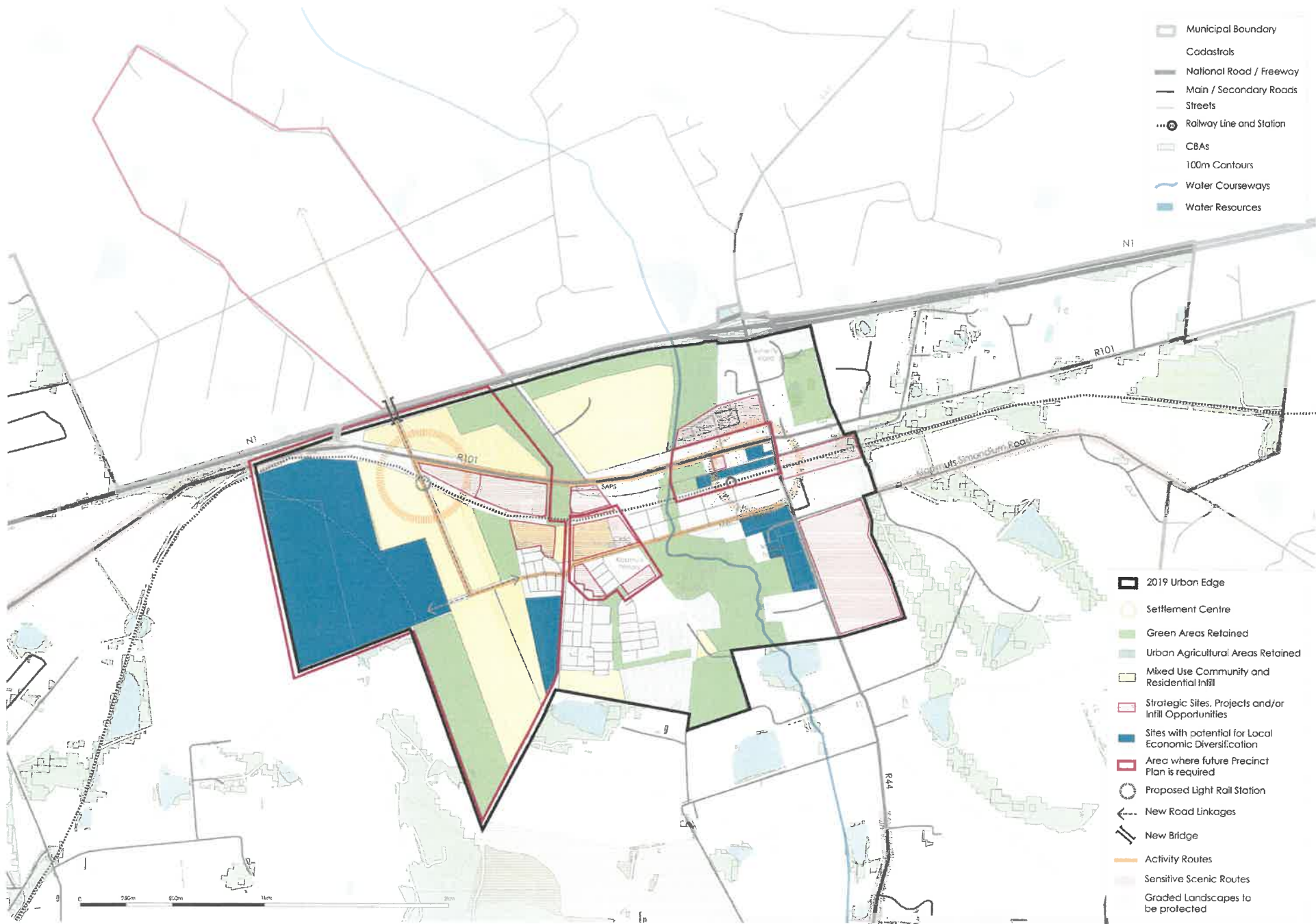


Figure 30. Klappmuts Plan

5.5. Franschhoek

Traditionally, in spatial planning for SM, Franschhoek is regarded as the second most significant settlement in the municipality, after Stellenbosch town. In terms of the current work, and as motivated elsewhere in this report, the municipal settlement hierarchy requires revisiting in terms of the proposed concept for spatial planning and management of the area. In terms of the concept, the focus for major development is on areas least sensitive in terms of nature and cultural assets, and where available infrastructure, and specifically movement networks, can support growth. In focus, this means Stellenbosch town and Klapmuts.

Franschhoek is viewed as having less livelihood potential (as confirmed by the WCG's Growth Potential of Towns study). This does not imply that no growth should be entertained. There is opportunity, but the focus should be on improving living conditions for existing residents as opposed to significant new growth.

The historic development of the settlement has resulted in the partitioning of urban space in Franschhoek. In broad terms, people live in two separate geographic entities, namely Groendal/Langrug and Franschhoek "town". In terms of socio-economic, demographic and built-environment conditions, there are vast differences between the two areas. The area between the north-west and south-west is not fully developed but within the urban edge. Potential for infill development exists here. There is also opportunity to reinforce mixed use development further along Main Road to the north-west, enabling convenience and entrepreneurship opportunity for residents living in this part of the settlement. Significant opportunity exists for improved NMT linkages between the north-west and south-west along Main Road.

FRANSCHHOEK CONCEPT

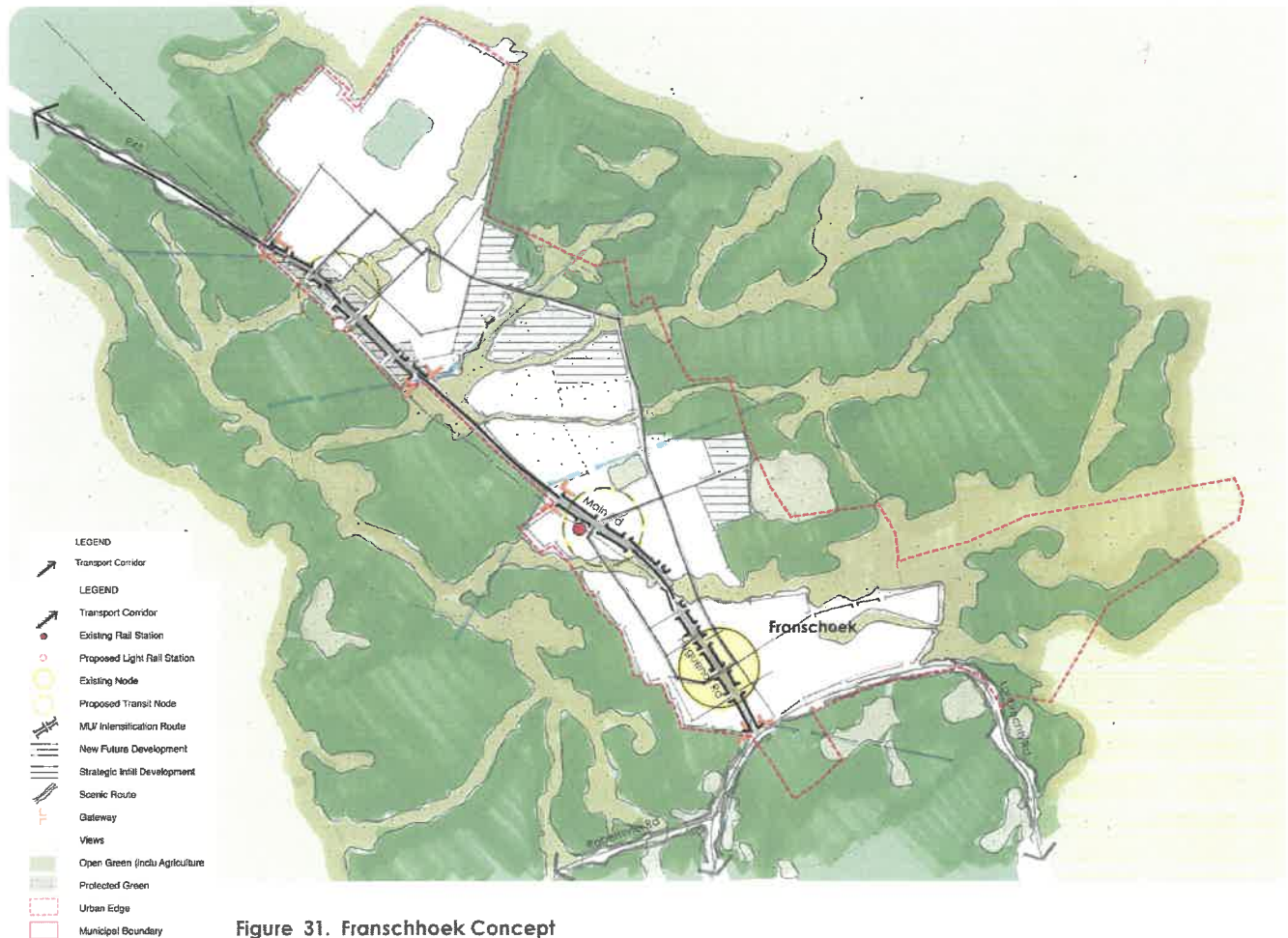
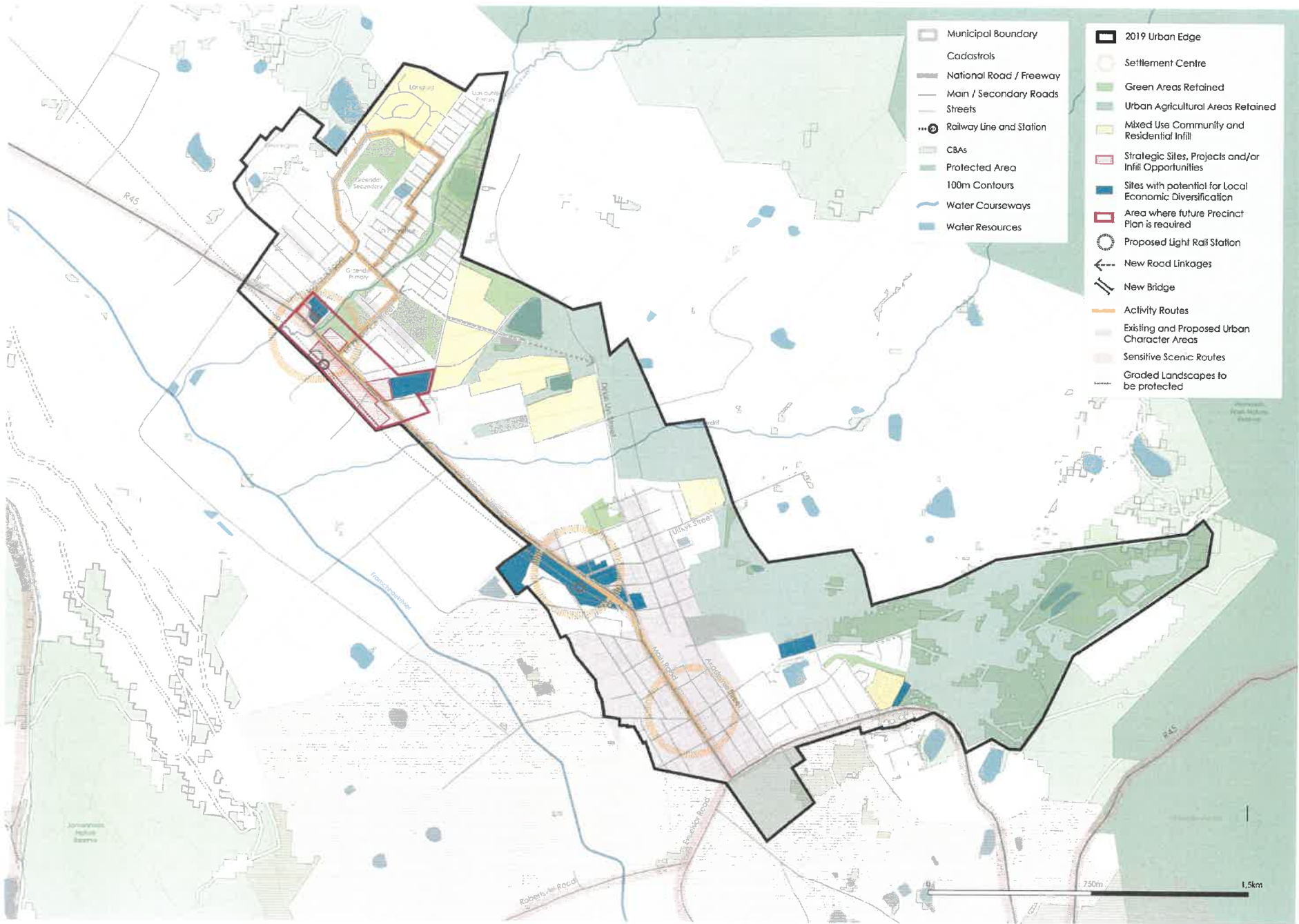


Figure 31. Franschhoek Concept

Table 22. Plan Elements and Proposals for Franschhoek

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding Franschhoek. Work to increasingly connect and integrate nature areas, also with the urban green areas, to form an integrated green web or framework across the municipal area. 	<ul style="list-style-type: none"> Implement management actions contained in the EMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along the stream corridors. 	
	Agricultural land	<ul style="list-style-type: none"> Retain and improve the relationship between Franschhoek and surrounding agricultural land. 	
	Urban edge	<ul style="list-style-type: none"> As a general principle, contain the footprint of Franschhoek as far as possible within the existing urban edge. 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to the town. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). 	
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Prioritise informal settlements for upgrading and service provision. 	<ul style="list-style-type: none"> Utilise government land assets to enable integration between informal settlements and established areas.
	Areas for residential densification and infill	<ul style="list-style-type: none"> Focus infill development on the largely undeveloped part within the urban edge (between the north-western and south-eastern parts of the settlement). Ensure that residential development provides for a range of housing types and income groups. Ensure that future development is woven into the urban fabric of the existing town. Actively undertake in-situ upgrading initiatives in Langrug. 	<ul style="list-style-type: none"> Utilise government land assets to enable residential densification and infill development.
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Focus new mixed use development as far as possible along Main Road. Actively support pedestrianism and improved public space within the old town centre. 	<ul style="list-style-type: none"> Assist development opportunity for small/ emerging entrepreneurs. Support private sector led institutional arrangements assist with urban management in the town centre.
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT within Franschhoek. Explore improved movement linkages between the north-western and south-eastern parts of the settlement. 	<ul style="list-style-type: none"> Ensure that the design of all roads within and surrounding the town provides for appropriate NMT movement.
	Community/ Institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development		
	Significant new residential development		
	Significant change to access and mobility provision		



FRANSCHHOEK FRAMEWORK

Figure 32. Franschhoek Plan

5.6. Small Settlements in the Franschhoek Valley

5.6.1. La Motte

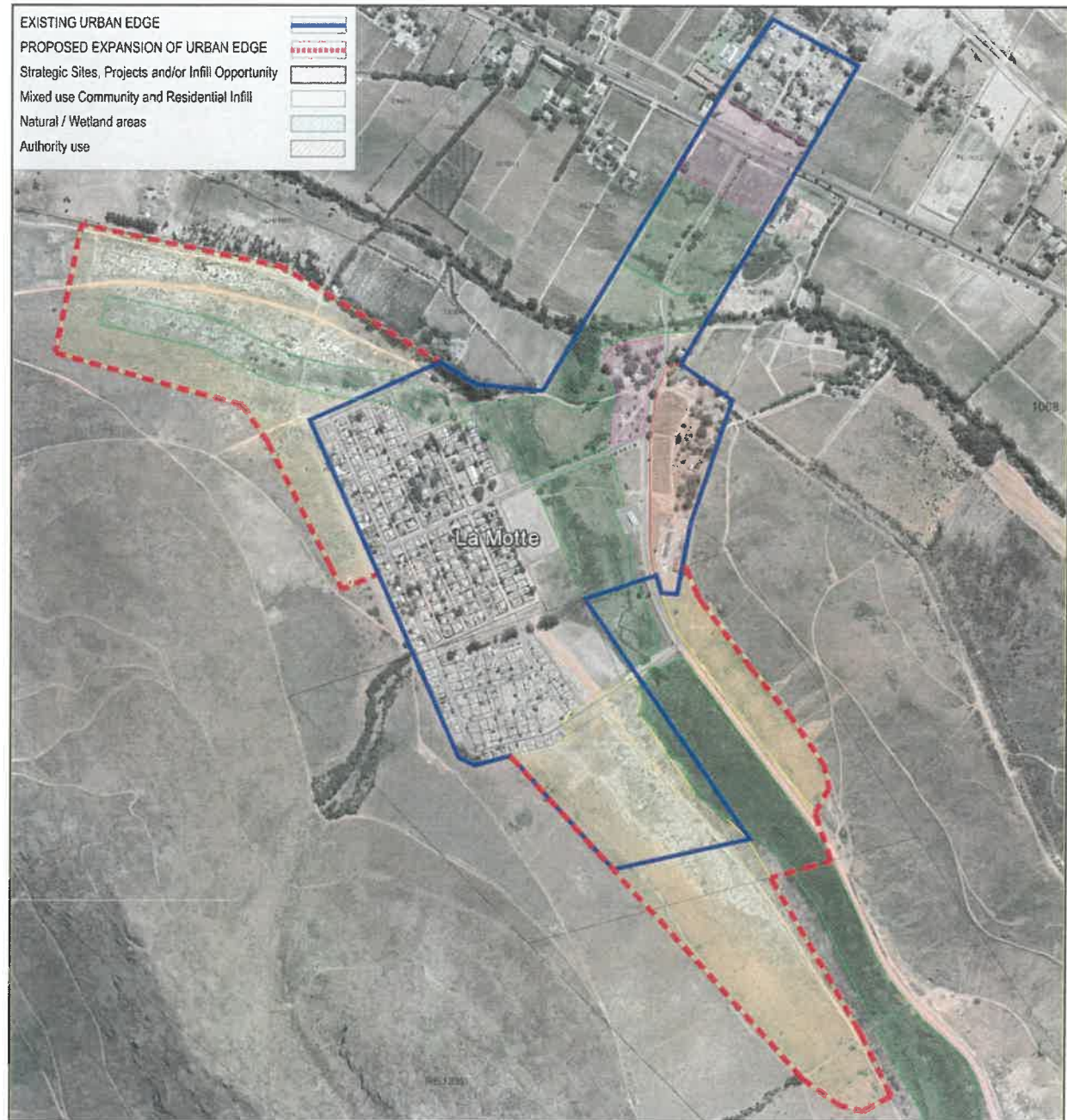
La Motte is a former forestry village situated on the Roberstville Road, some 5km west of Franschhoek. It serves as a place of living for workers mostly engaged in agricultural work on surrounding farms. Situated in a valley 1km off the R45, it does not have a significant commercial component supported by passing trade.

Originally built to house forestry workers, the village is made up of the initial forestry worker dwellings and a range of community facilities. During the construction phase of the Berg River Water Scheme, some 80 new houses were built adjacent to the existing settlement to temporarily house construction workers (these houses are progressively transferred to identified beneficiaries on the municipal housing list).

Given the need for affordable housing in the Franschhoek valley, and following recommendations of the previous MSDF, studies were completed in 2017 to support the development of affordable housing on portions of state-owned land adjacent and proximate to the village. Rezoning from agricultural use to subdivisional area was to follow the initial studies.

La Motte's rural character will be respected in future development. It is intended to provide a range of housing types, including farm resident housing, GAP housing, and site and service housing.

Figure 33. Possible area for expansion for municipal housing proposals, north and south of La Motte (Extract from a planning motivation letter for the "Proposed extension of urban edge of La Motte and inclusion of regional cemeteries, Stellenbosch Municipal Area" by CK Rumboll & Partners, 5 July 2019)



5.6.2. Wemmershoek

Wemmershoek is a former forestry village situated at the intersection of the R45 and R303, the rail line, and the confluence of the Berg and Franschoek Rivers, some 6km west of Franschoek. It serves as a place of living for workers mostly engaged in agricultural work on surrounding farms. It does not have a significant commercial component supported by passing trade.

Given its location, Wemmershoek offers real potential as a contained place of living and work. Much of this, however, relates to possible future maximisation and re-use of the sawmill site. In the absence of sustainable local work opportunities, it will remain a place of residence for people commuting elsewhere for work.

As indicated in the previous MSDF, there is an opportunity to extend the village east of the R301. Ideally, this opportunity should not be explored unless in parallel with significant local employment generating land uses.

WEMMERSHOEK - LA MOTTE CONCEPT



Figure 34. Wemmershoek - La Motte Concept

Table 23. Plan Elements and Proposals for La Motte - Wemmershoek

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding La Motte and Wemmershoek. Work to increasingly connect and integrate nature areas, also with urban green areas, to form an integrated green web or framework across the municipal area. 	<ul style="list-style-type: none"> Implement management actions contained in the EMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along the stream corridors. 	
	Agricultural land	<ul style="list-style-type: none"> Retain and improve the relationship between La Motte, Wemmershoek, and surrounding agricultural land. 	
	Urban edge	<ul style="list-style-type: none"> As a general principle, contain the footprint of La Motte and Wemmershoek as far as possible within the existing urban edges. 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to the settlements. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). 	
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Accommodate inhabitants of informal structures in planning for the settlements. 	
	Areas for residential densification and infill	<ul style="list-style-type: none"> Consider underutilised open space within the settlements for infill development. 	<ul style="list-style-type: none"> Utilise government land assets to enable residential densification and infill development.
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Focus new mixed use development in La Motte on Farms 1653, 1339, 1/1158 and RE/1158 and around the intersection of the Robertslei Road and the R45. Focus new mixed use development in Wemmershoek on the sawmill site. 	<ul style="list-style-type: none"> Assist development opportunity for small/ emerging entrepreneurs.
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT between La Motte, Wemmershoek, the R45, and Franschoek. 	<ul style="list-style-type: none"> Ensure that the design of all roads within and surrounding the settlements provides for appropriate NMT movement.
	Community/ Institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development		
	Significant new residential development		
	Significant change to access and mobility provision		

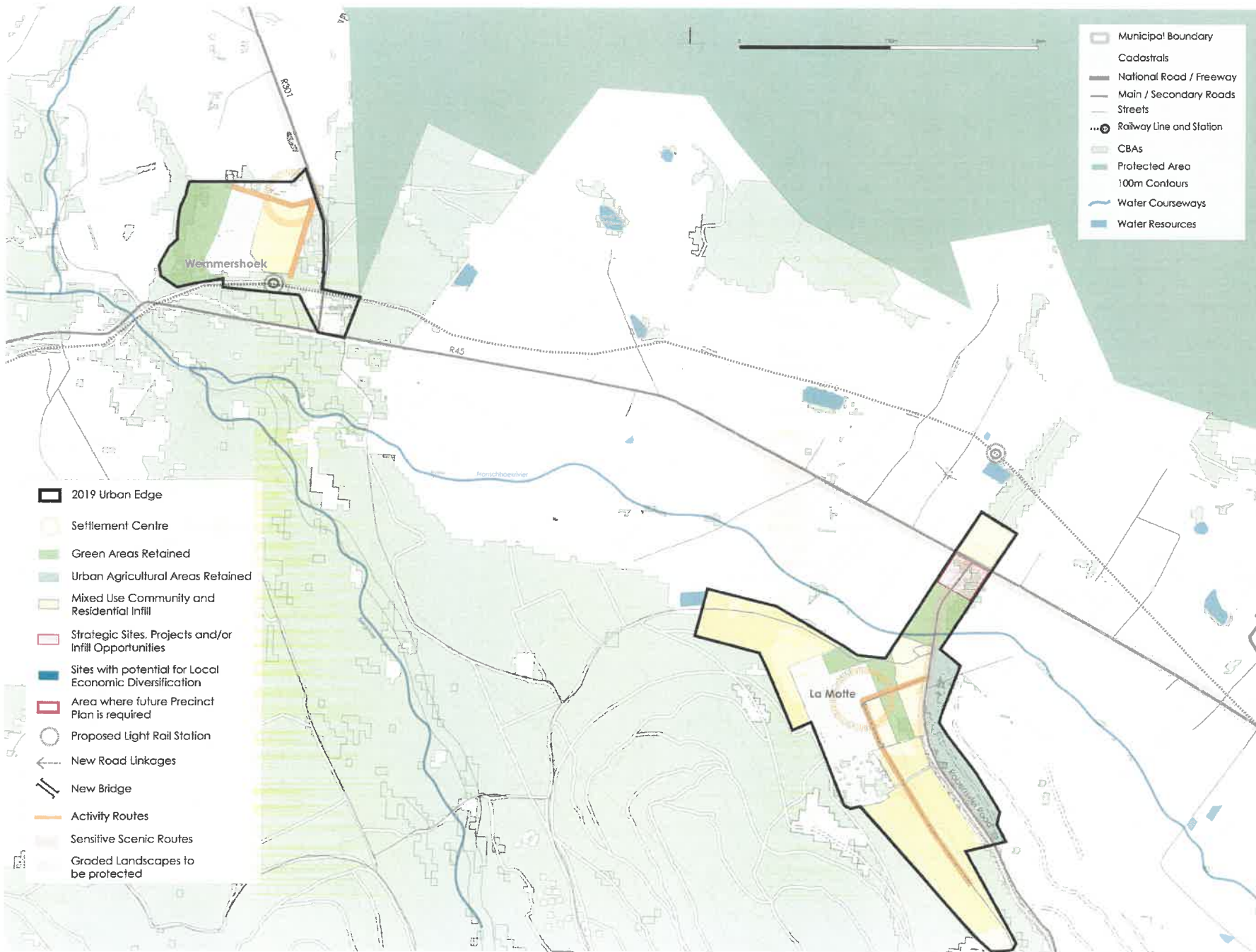


Figure 35. La Motte - Wemmershoek Plan

5.7. Small Settlements in the Dwars River Valley

The Dwars River Valley comprises the small towns of Groot Drakenstein, Pniel, Lanquedoc, Johannesdal, and Kylemore, situated west and east of the R310 Helshoogte Road which links Stellenbosch town with the R45 at Groot Drakenstein. The area is a wine and culinary destination, with an array of experiences and attractions, and has become an important part of the Stellenbosch Wine Route.

5.7.1. Groot Drakenstein

Groot Drakenstein is located at the intersection of the R310 to Stellenbosch and the R45 between Franschhoek and the N2. The area comprise industrial land uses (a pallet factory, canning factory, and food preparation factory), vacant industrial land, office use, community facilities (police station and clinic), agriculture, dwelling houses, rail station and sheds, and vacant and uncultivated land.

The previous MSDF identified the area as a location for development of a structured village node. Since then, significant planning work has been undertaken to determine how best to develop the village, considering its historic, socio-economic, environmental, and servicing context.

In relation to land south of the R45, several development proposals have been generated over the last 15 years for the Boschendal landholding, through various planning processes. This comprised extensive development proposals which saw significant portions of the farm being proposed for various extensive residential developments, a retirement village, equestrian estate and other residential estate "villages". In 2012 new shareholders invested in the farm and reviewed this previous development approach. The proposals which were at that stage being advertised for comment were then withdrawn from the statutory processes.

Current planning provides for a rural "Cape Village" with distinct and authentic rural settlement qualities of some 25ha, including 475 dwelling units, 100 guest units, 5 500m² retail space, 9 000m² general commercial use, a new clinic, and an early childhood development and aftercare centre with a capacity for 120 children .

Residential development will comprise a mix of housing types ranging from freestanding dwelling houses on single erven (at nett densities of ±4-11 du/ha) to more compact row houses (±25du/ha) to apartments (±86 du/ha). The overall gross density for residential development is 17, 85 dwelling units/ha and the development will comprise a maximum of 475 dwelling units.

The mixed-use business area of the village is centred on a "high street" where the public can access it any time of the day. An important feature at the heart of this high street is the farmer's market which will provide small entrepreneurs, surrounding farmers, home crafters, artists and small local businesses the opportunity to access a regular, local market. It is intended for the buildings in this precinct to be mixed-use in nature, with retail and business at ground floor levels and residential apartments or general business use at upper levels. It is the intention to ensure a mixed offering of commercial, shopping, restaurants and convenience goods which will serve the residents, visitors and surrounding communities. It is important to note that it is not the intention of this



Figure 36. Boschendal Site Development Plan by Philip Briel Architects, From Boschendal Village: Planning Report for NEMA Basic Assessment Report Version 1.9 - June 2017

development to contain a shopping centre. The GLA proposed is sufficiently limited and designed on a publicly accessible high street concept, to ensure it takes the form of a local business node.

It proposed to relocate the existing clinic in the area to a more centrally located position in the new village. The early childhood development and aftercare centre will serve both the residents of the village surrounding villages.

Environmental authorisation for the proposed development was granted in March 2018.

To ensure that the Boschendal Village development benefits residents in the Dwars Rivier Valley, an agreement was confirmed that 5% value of the initial sale of properties and 0.5% of all subsequent sales will be transferred to the Boschendal Treasury Trust (BTT) to ensure that development needs of Dwars Rivier are met through this opportunity.

The owners of Boschendal Estate, Boschendal (Pty) Ltd have embarked on a process to establish a vision and compile a Draft Conceptual Framework (CF) for their landholding. As agreed with the SM the intention is to develop this Draft CF into a Farm SDP in terms of the requirements set out in Chapter 20 of the SM Zoning Scheme. The purpose of the work is to guide and help the new BE owners plan for the future, inform the municipality as to how the new owners intend to give shape to their new vision, and direct land use management decisions. While the BE Draft CF is not ready for inclusion in the MSDF, current planning focuses on the following elements:

- Reinforcing the agricultural role and business of Boschendal Estate, thereby creating local job opportunities.
- Addressing ecological and social injustices of the past as far as possible in the planning and design of the Boschendal Estate and surrounds.
- Promoting experiential tourism on the Boschendal Estate to augment the agricultural business component through the

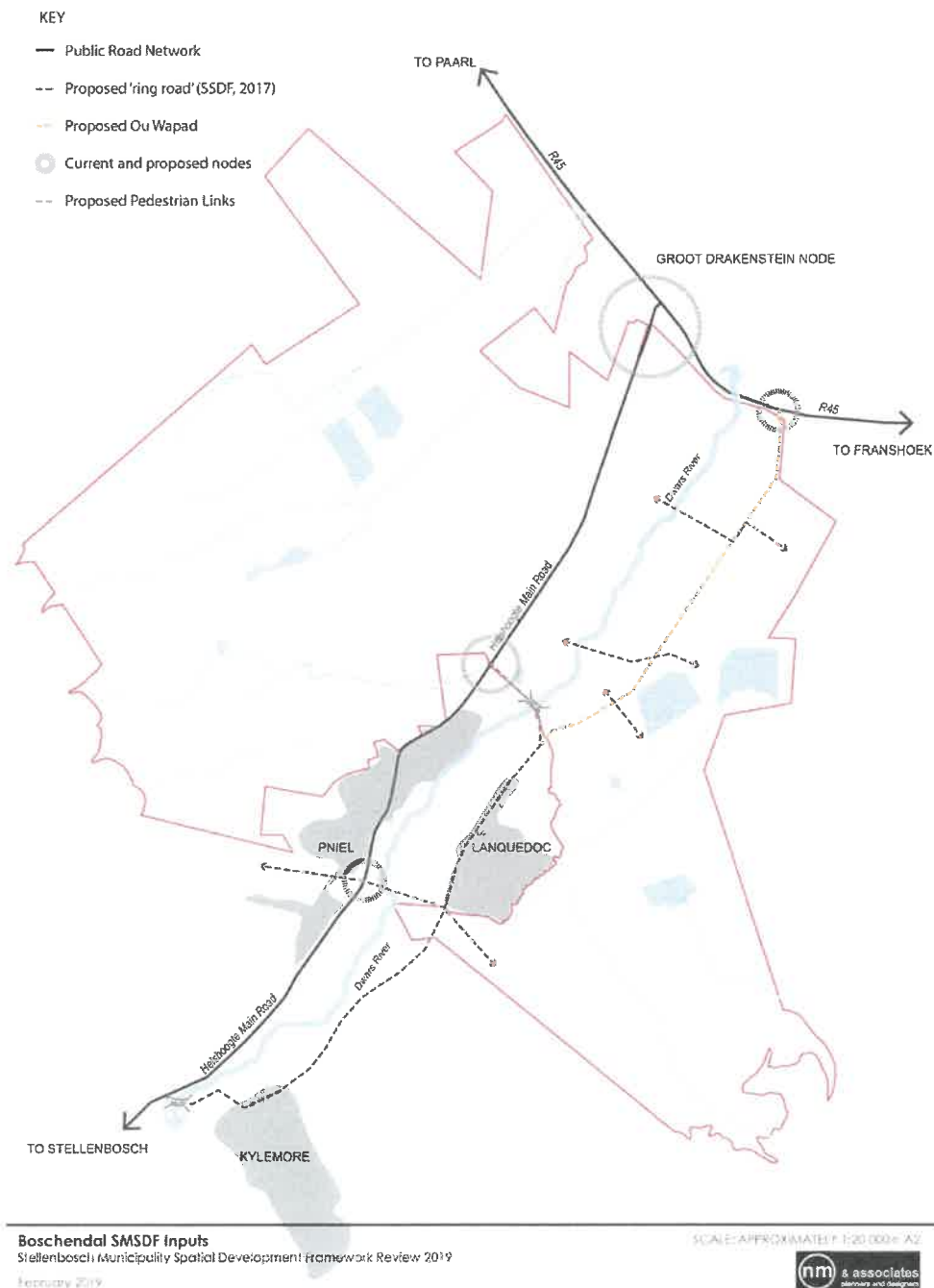


Figure 37. Conceptual proposal prepared as part of Boschendal Estate Draft Conceptual Framework to illustrate proposed NMT routes and associated opportunity

rehabilitation of old derelict buildings into guest accommodation and other appropriate land uses.

- Improving access and mobility including investment in NMT within Boschendal Estate.

In relation to NMT, Heritage studies have alluded to the presence of historic routes across the Dwars River Valley, one of the most dominant being the "Ou Wapad", which allowed communities residing on the eastern banks of the Dwars River such as Kylemore and Lanquedoc more direct access to each other and the R45 route. A public NMT route along the alignment of the Ou Wapad, across Boschendal, is thus seen as one of the main components of the CF for Boschendal Estate. Investment in landscaping and small clusters of development along the route will enable support for business opportunities for local communities in the Valley that may result from development and investment along the route, the creation of spaces along the route for the local community to engage visitors to the Valley, and engagement and participation towards formulation of collective memories in the Valley.

The implications of a new NMT route on the overall valley movement structure and settlement pattern is potentially profound as it will allow local residents affordable access to local destinations such as schools, clinics and work via foot or bicycle. Where the new route connects with the higher order external access systems, local gateways can be created. This in turn presents an opportunity to create more exposure to support local economic activity and/ or logical locations for public investment in social facilities including public transport stops.

It is hoped that current work for Boschendal Estate will be finalized for inclusion in the MSDF during its first annual review.

Meerlust, a small community north of the R45, is a previous forestry worker community. In 2017, SM affirmed a commitment to take over the

management of Meerlust until such time as the property (Portion 1 of the Farm Meerlust No 1006) is transferred to the Municipality. It was also agreed that the Council take over the Groot Drakenstein / Meerlust Rural Housing Project from Cape Winelands District Municipality, seek a Power of Attorney from the National Department of Public Works in order to proceed with the planning and implementation of the Groot Drakenstein / Meerlust Rural Housing Project, initiate a call for development proposals from prospective developers, and conclude an agreement with the successful bidder for the planning and implementation of the project.

5.7.2. Pniel, Lanquedoc, Johannesdal, and Kylemore

Pniel, Lanquedoc, Johannesdal, and Kylemore remain relatively distinct, with small scale farms within the urban edge of each. Agricultural trade and labor continue to feature strongly in these settlements, both in land use, and the well-being of people. Settlements contain numerous places of historic significance and the density of development is relatively low. Undeveloped land within the urban edge occur south of Pniel and in a corridor between Lanquedoc and Kylemore (these areas were defined as future development areas in the previous MSDF).

DWARS RIVER VALLEY CONCEPT

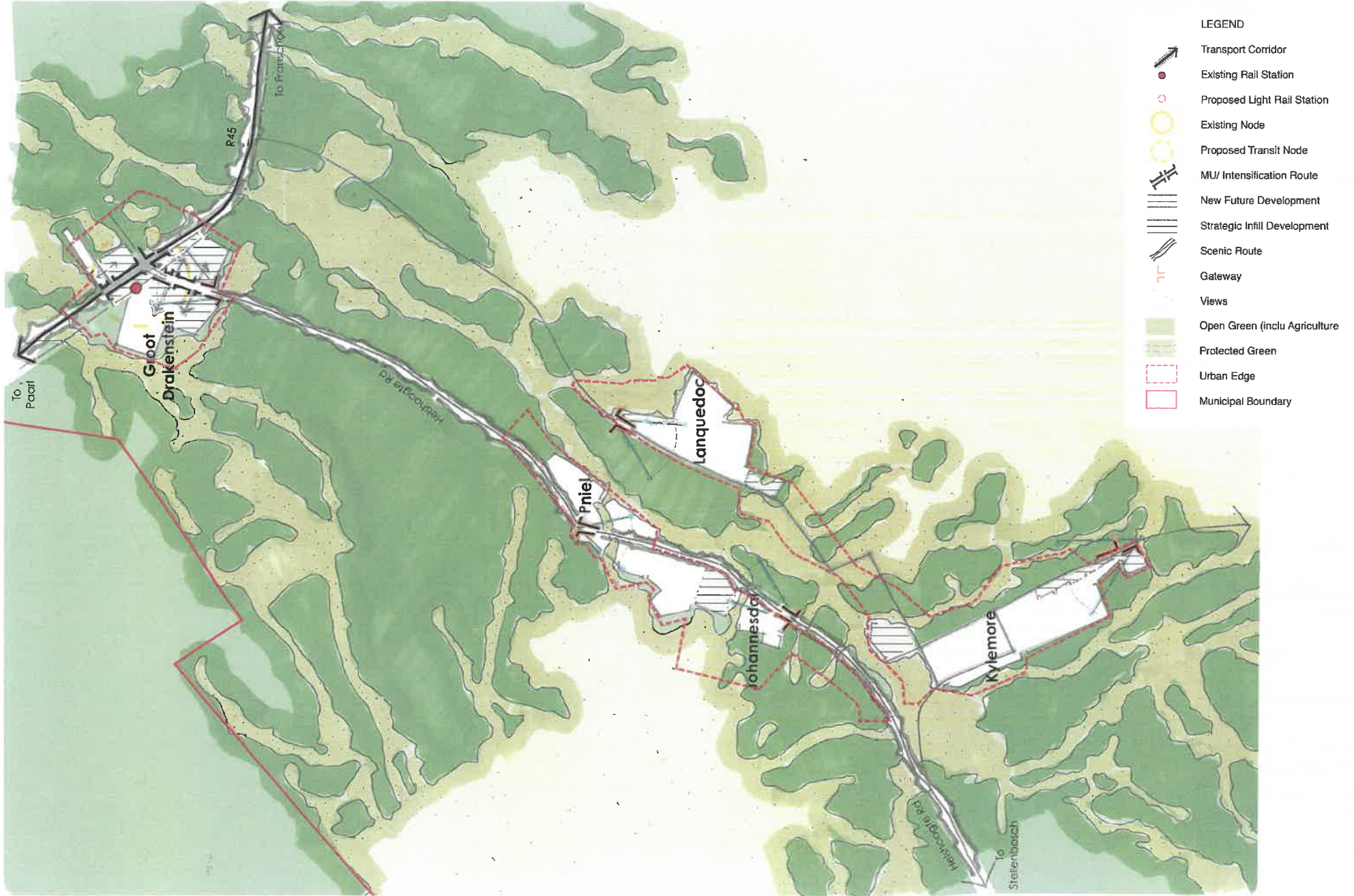


Figure 38. Dwars River Valley Concept

Table 24. Plan Elements and Proposals for Dwars River Valley Settlements

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding settlements of the Dwars River Valley. Work to increasingly connect and integrate nature areas, also with urban green areas, to form an integrated green web or framework across the municipal area. 	<ul style="list-style-type: none"> Implement management actions contained in the EMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along the stream corridors. 	<ul style="list-style-type: none"> Ensure that river rehabilitation activities takes place.
	Agricultural land	<ul style="list-style-type: none"> Retain and improve the relationship between settlements of the Dwars River Valley and surrounding agricultural land. 	<ul style="list-style-type: none"> Protect small scale agricultural opportunity and initiatives to transfer associated skills to the youth.
	Urban edge	<ul style="list-style-type: none"> As a general principle, contain the footprint of settlements of the Dwars River Valley within existing urban edges. 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to the settlements. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). 	
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Accommodate inhabitants of informal structures in planning for the settlements. 	
	Areas for residential densification and infill	<ul style="list-style-type: none"> Ensure that residential development provides for a range of housing types and income groups. Ensure that future development is woven into the urban fabric of existing settlements. Consider underutilised open space within the settlements for infill development that will enhance socio-economic potential of those who currently reside in these towns. 	<ul style="list-style-type: none"> Utilise government land assets to enable residential densification and infill development.
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Focus addressing service needs in cluster developments, in this way improving mixed use and enhancing economic opportunities. Focus key protects on current mixed-use developments, while ensure future pockets of growth are integrated into the current and new developments. 	<ul style="list-style-type: none"> Assist development opportunity for small/ emerging entrepreneurs.
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT within and between settlements of the Dwars River Valley. 	<ul style="list-style-type: none"> Ensure that the design of all roads within and surrounding settlements provides for appropriate NMT movement.
	Community/ Institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development		
	Significant new residential development		
	Significant change to access and mobility provision		

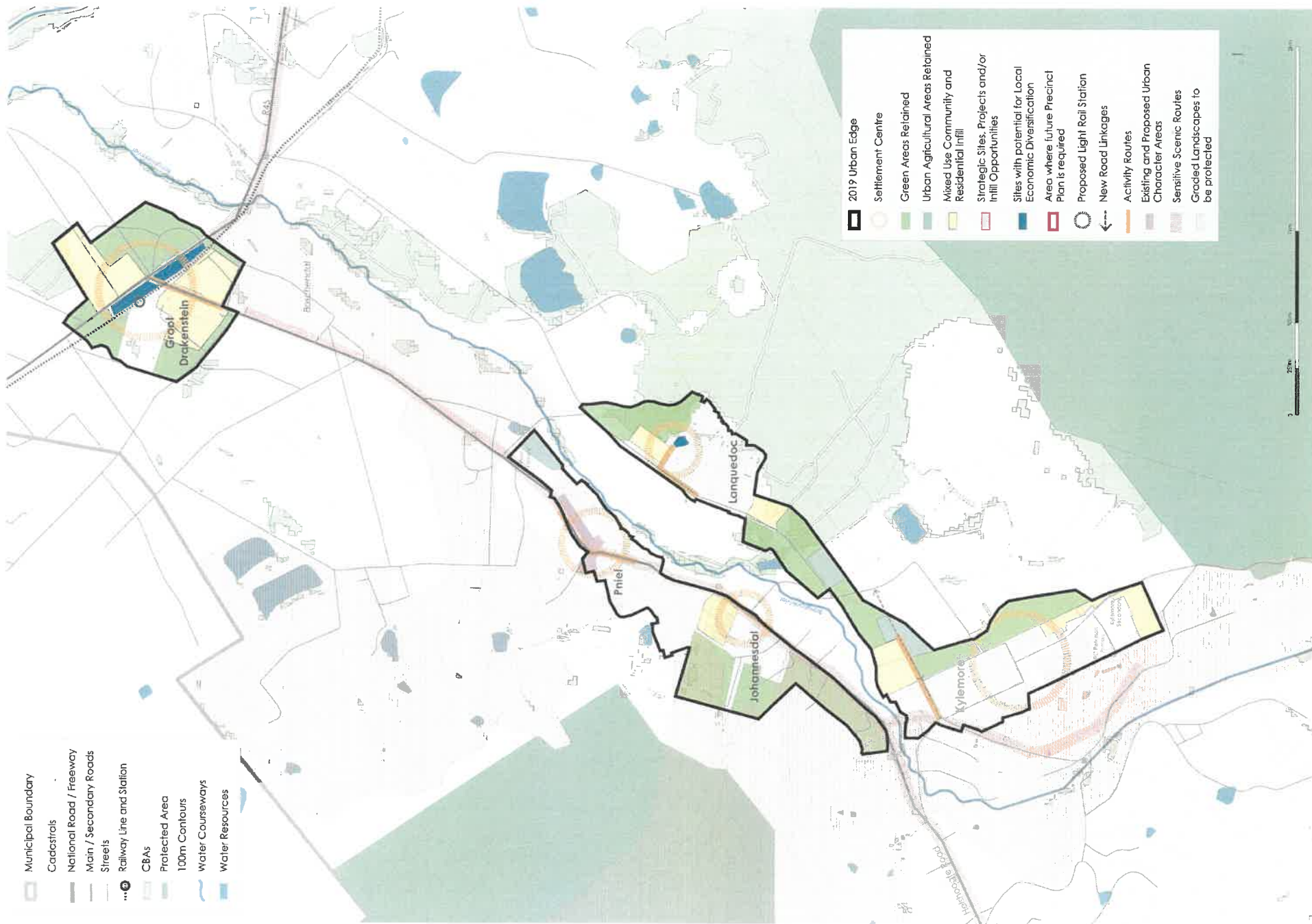


Figure 39. Dwars River Valley Plan

5.8. Jonkershoek

The Jonkershoek Valley is a unique area characterized by intensive agriculture and natural beauty, currently experiencing a broad range of development pressures. In 2015, a LSDF was approved by Council for a 61.8km² part of the valley bounded by the residential areas of Rozendal and Karindal, a line joining the peaks of Stellenboschberg to the south-west, the peaks of Jonkershoekberg to the north-east, and the cadastral boundary of the Farm Jonkershoek 385 to the southeast.

The LSDF divides the Jonkershoek Valley into four distinctive parts:

1. An agricultural precinct comprising farms and smallholdings in the lower valley.
2. A mixed use precinct of state/ parastatal facilities and housing in the central valley.

3. A forestry precinct comprising the upper valley catchment and forestry area.
4. A conservation and natural vegetation precinct comprising the Jonkershoek Nature Reserve in the upper valley.

While the LSDF contains proposals for all four areas, the focus is on the mixed use precinct. The intent here is to formalize development in two nodes, preventing the loss of green space between or outside the nodes. A non-urbanised appearance of the nodes is promoted, with the settlement not replicating urban functions normally located in Stellenbosch town.

The mixed used precinct is separated into:

- A southern sub-precinct accommodating uses related to research and innovation, forestry, conservation management and eco-, recreation and educational tourism.

Accommodation for eco-tourist purposes is restricted to temporary stay.

- A northern-sub precinct accommodating two nodes as "settlements" or "hamlets" comprising of existing residential buildings and infrastructure, together with limited residential infill (some 50 units), providing accommodation to any person who may have a right to settle in the Jonkershoek Valley as well as persons renting residual existing housing stock. The total estimated population who qualify to reside in the mixed use precinct is estimated at ±445 (123 households).

It was proposed to establish a trust to secure and manage the rights of those currently residing in the Jonkershoek Valley. This requires the integration and co-ordination of planning and development initiatives of Stellenbosch Municipality, Cape Pine (Pty) Ltd, CapeNature, and various provincial and state departments.

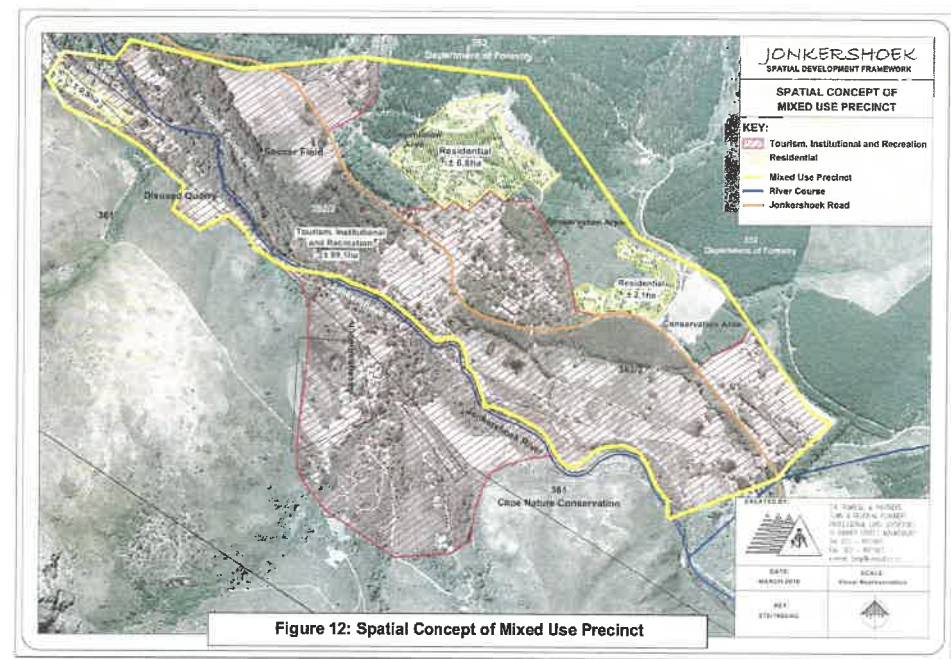
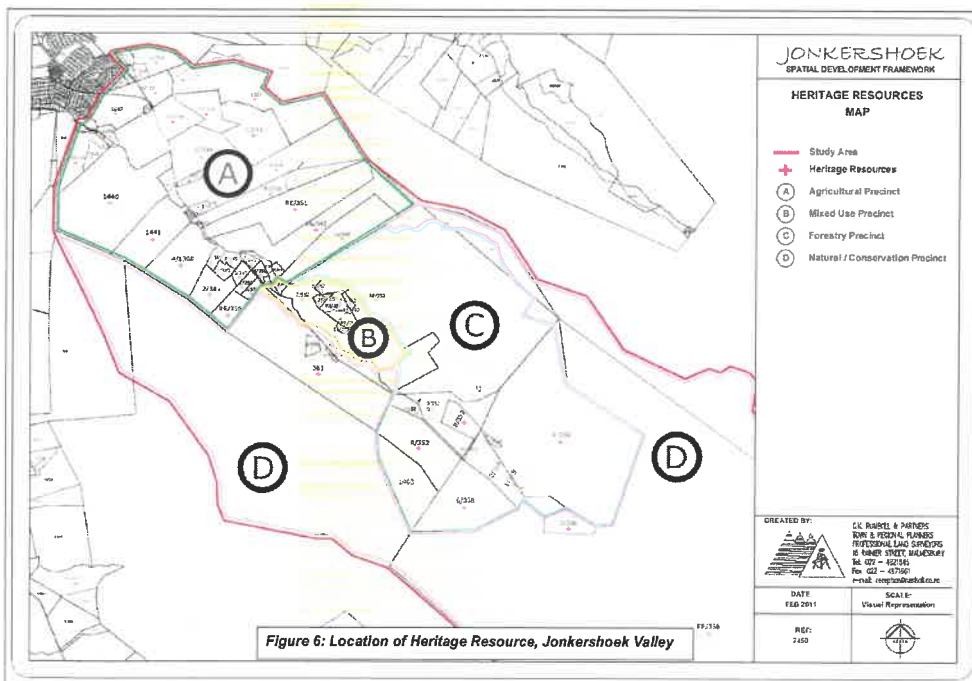


Figure 40. Land use precincts and the spatial concept for the mixed use precinct (Jonkershoek SDF approved by Council in 2015)

As Jonkershoek is not defined as a "complete" settlement, no detailed plan description deemed necessary. The proposals contained in the 2015 document, aimed at preserving what is special in the valley and providing accommodation to any person who may have a right to settle in the Jonkershoek Valley as well as persons renting residual existing housing stock, remain valid.

5.9. Small Settlements along the R304

5.9.1. Muldersvlei Crossroads

Given its location in relation to regional routes, Muldersvlei Crossroads appears to have the potential for further formal settlement development. Ideally, it should be planned as part of a broader initiative related to the N1 corridor stretching from CCT to DM, including Klapmuts.

With respect to De Novo, SM is of the view that over the short to medium term, farmer development projects should be supported, including subdivision to appropriately sized portions as required

Significant growth is not foreseen during the planning period, as in the absence of frequent public transport, such growth is likely to be "gated" and dominated by private vehicular movement.

5.9.2. Koelenhof

Koelenhof is located at the intersection of the R304 and M23, some 4km north of Stellenbosch town. The R304 provides access to the N1, and the M23 to Cape Town/ Kraaifontein in the west and the R44 (which leads to Klapmuts) in the east. The railway line (parallel to the R304) runs through the area.

A LSDF was prepared for Koelenhof in 2007. The LSDF proposed that the role of Koelenhof be that of a mainly agricultural hamlet with limited residential and industrial uses (to help its residents and some

from Stellenbosch). The area within the urban edge of Koelenhof comprises some 196ha.

Land identified for housing includes 22,4ha of subsidy housing (approximately 560 units), 32,2ha for GAP housing (approximately 800 units), and 30,5ha for market related housing (approximately 765 units). An area of 22,6ha is provided for industrial development, 29,6ha for mixed use development, and 13,1ha for institutional uses. Relatively little of this development allocation has been taken up.

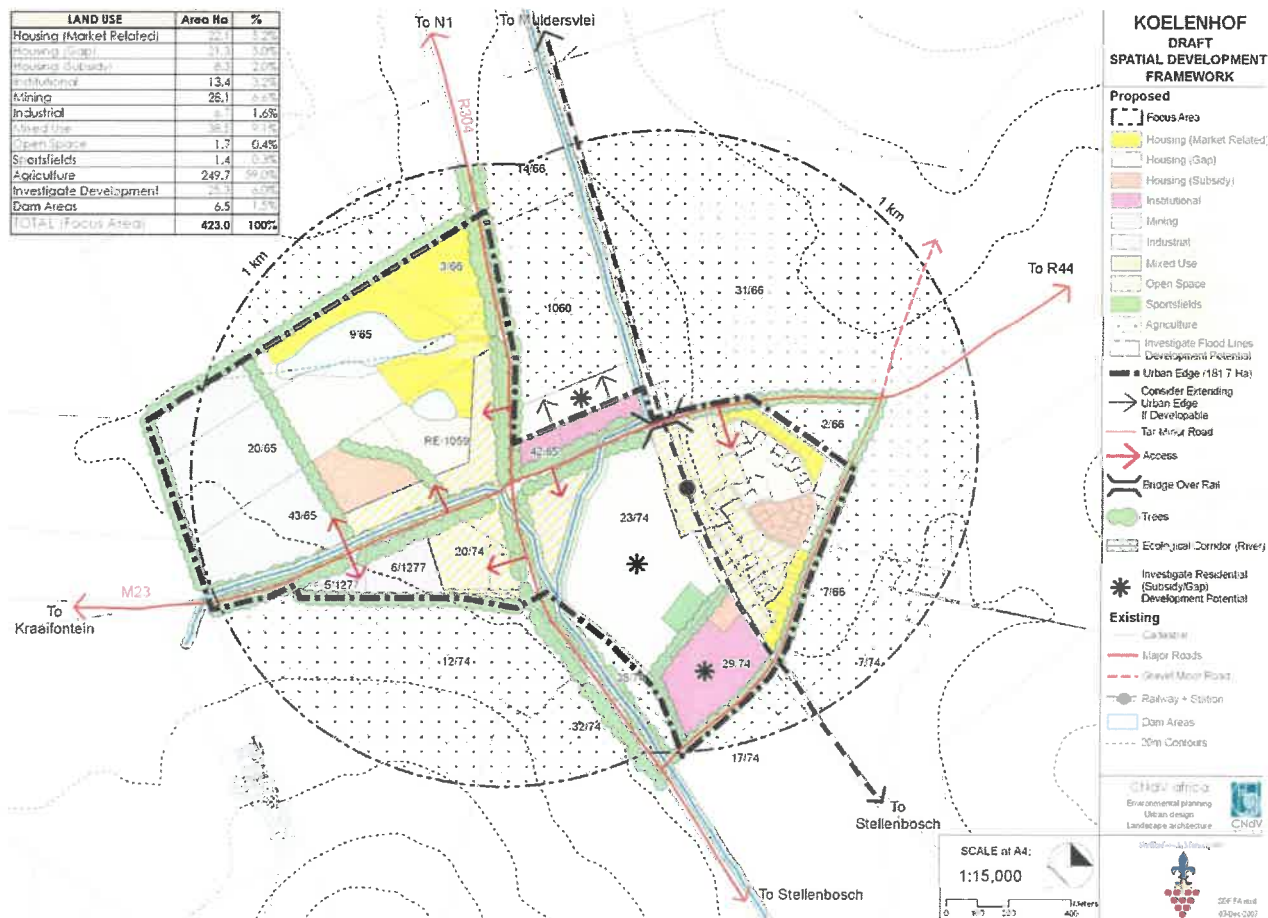


Figure 41. Koelenhof Spatial Development Framework Revision and Urban Edge Defermiation - Final Draft 2007

KOELENHOF - MULDESVLEI CONCEPT

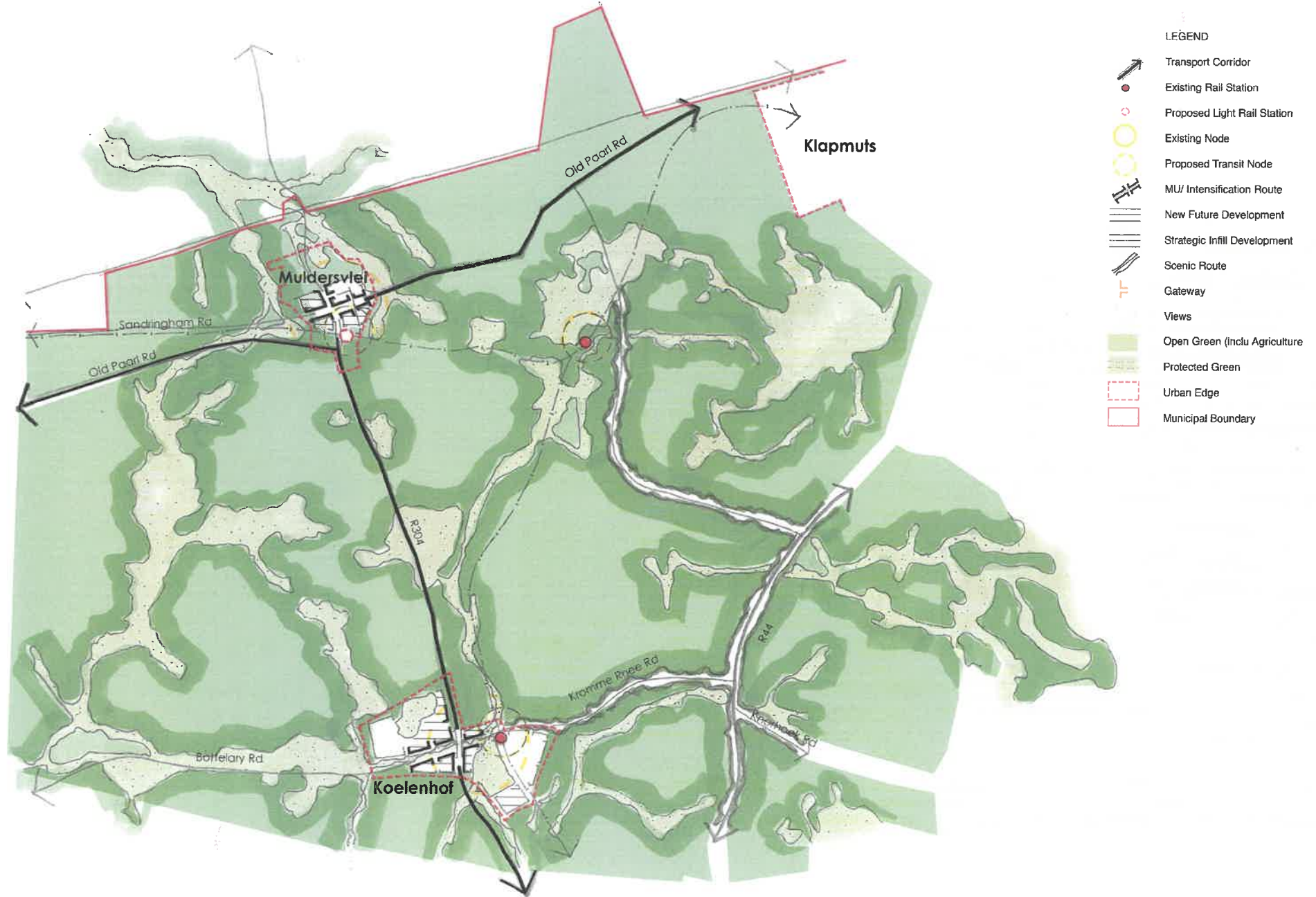


Figure 42. Koelenhof - Muldersvlei Concept

Table 25. Plan Elements and Proposals for Koelenhof - Muldersvlei

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding small settlements along the R304. Work to increasingly connect and integrate nature areas, also with the urban green areas, to form an integrated green web or framework across the municipal area. 	<ul style="list-style-type: none"> Implement management actions contained in the EMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along stream corridors. 	
	Agricultural land	<ul style="list-style-type: none"> Retain and improve the relationship between small settlements along the R304 and surrounding agricultural land. 	
	Urban edge	<ul style="list-style-type: none"> As a general principle, contain the footprints of small settlements along the R304 as far as possible within the existing urban edge. 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to small settlements along the R304. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). 	
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Accommodate inhabitants of informal structures in planning for the settlements. 	
	Areas for residential densification and infill	<ul style="list-style-type: none"> Ensure that residential development provides for a range of housing types and income groups. Ensure that future development is woven into the urban fabric of existing settlements. Consider underutilised open space within the settlements for infill development that will enhance socio-economic potential of those who currently reside in these towns. 	<ul style="list-style-type: none"> Utilise government land assets to enable residential densification and infill development.
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Focus addressing service needs in cluster developments, in this way improving mixed use and enhancing economic opportunities. 	
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT within and between small settlements along the R304. 	<ul style="list-style-type: none"> Ensure that the design of all roads within and surrounding settlements provides for appropriate NMT movement.
	Community/ Institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development	<ul style="list-style-type: none"> Over the longer term, Muldersvlei and Koelenhof along the R304 corridor could possibly accommodate more growth, and be established as inclusive settlements offering a range of opportunities. However, these settlements are not prioritized for development at this stage. Explore the feasibility of changing/ complementing the rail service along the Baden Powell Drive-Adam Tas-R304 corridor to a system providing a more frequent, flexible service better integrated into the urban realm. Alternatively, a regular bus service should be explored serving the same route. Explore the development of De Novo as an emerging farmer incubator. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and development.
	Significant new residential development		
	Significant change to access and mobility provision		

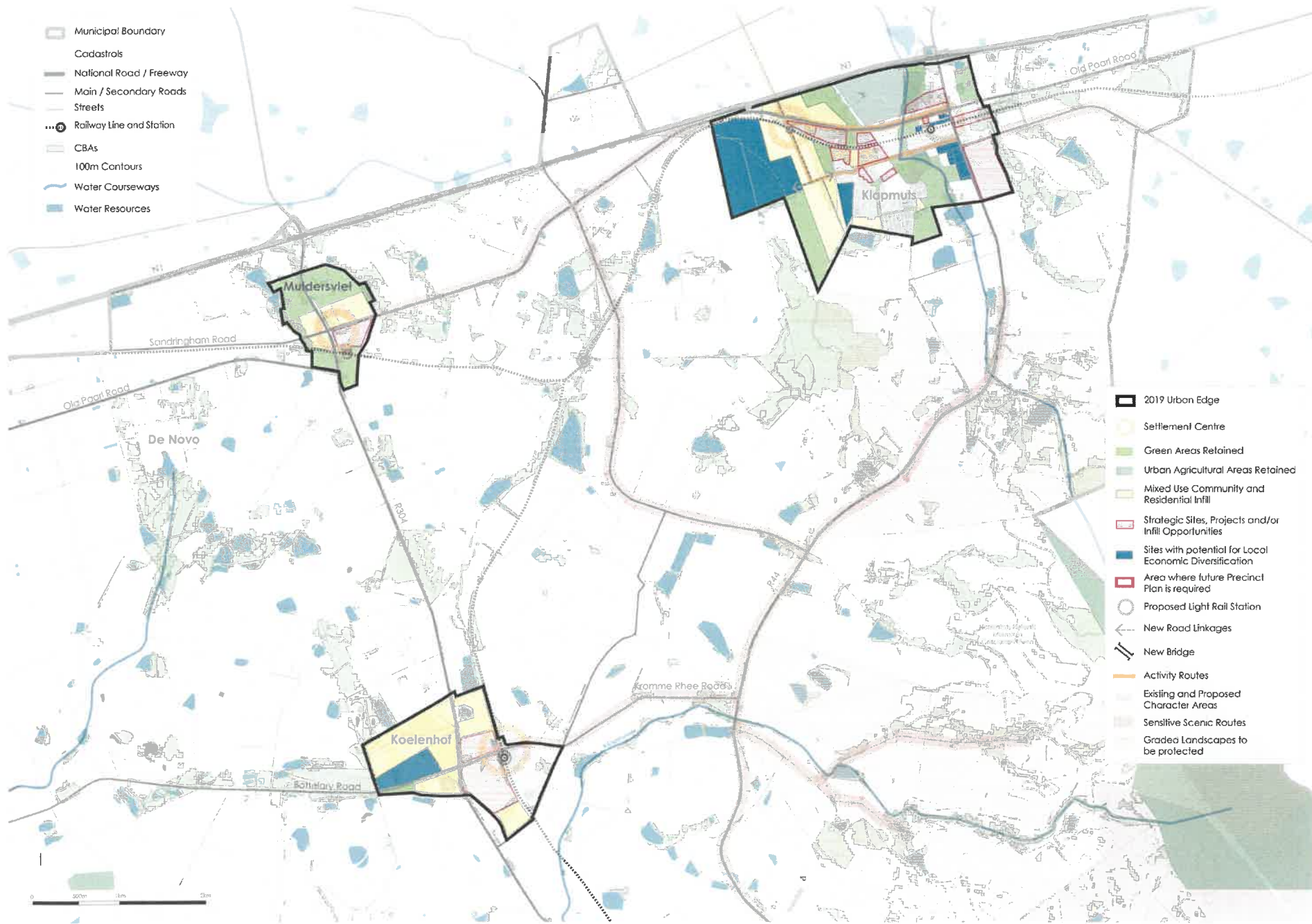


Figure 43. Koelenhof Muldersvlei Plan

5.10. Small Settlements along Baden Powell Drive

5.10.1. Vlottenburg

Vlottenburg is located approximately five km west of Stellenbosch town. Starting off as a processing node with Van Ryn Brandy Cellar and the Vlottenburg Winery, it steadily grew as a small residential node for a variety of income groups.

The previous MSDF identified the area as a location for development of a structured village node. The development consortium's preferred village layout of some 77ha includes 375 single residential units,

90 townhouses, 343 walkup apartments, 97 mixed use flats/ apartments a retail centre of 5 000m², hotel school, medical centre, mixed use buildings, hotel and conference facility, education facilities (including a private school), sports fields and private open space. A revised layout was prepared (and incorporated in the final EIA report) in response to comments received on the draft EIA report regarding the scale of the proposed development, and a proposal to amend the urban edge of Vlottenburg.

The revised layout comprises a smaller overall development footprint (52ha), includes most of the

preferred layout, but with fewer single residential units, more mixed use flats/ apartments, and excludes the 5 000m² shops/ business premise, private school and the community sports field and clubhouse.

In principle, it is believed that a structured village could be supported at Vlottenburg. It should, however, be inclusive in the opportunity provided, including a full range of housing types and local services. Critically, it should not proceed unless a more frequent, flexible public transport service can be provided along the Baden Powell-Adam Tas corridor.



Figure 44. Alternative 1 and 2 from Vredenheim Engineering Services Report (Aurecon, 8 June 2017)

5.10.2. Spier

The village at Spier, abutting the R310, is part of the 620ha historic Spier Farm. Housing a 150-room hotel, conference centre, restaurants, and winery, the village component has become a centre for the arts, recreation, and tourist destination. Sustainability is of key importance to the entire farm operation, and active programs are in place to maintain the environment and associated communities.

5.10.3. Lynedoch

Lynedoch is a unique settlement – named Lynedoch Eco Village – situated halfway between Khayalitsha and Stellenbosch on the R310 and at the intersection of the R310 and Annandale Road. The village is home to the Sustainability Institute, which offers a number of degree and other education and training programmes in partnership with the University of Stellenbosch and other organisations, a number of schools, guest facility, and residences.

Development commenced almost 20 years ago, managed by a non-profit company called the Lynedoch Development Company (LDC). International and local development aid funders and local banks assisted to fund the development. Technical and institutional arrangements and procedures for the development of the village were structured to meet ecological, social and economic sustainability. The Lynedoch Home Owners Association (LHOA) was established to take primary responsibility for service delivery.

Achieving social inclusivity remains a key aim. The Constitution of the LHOA imposes on all home owners severe restrictions on resale by making it compulsory that any seller of any property must first offer the property to the LHOA and only then offer it to a third party at a price that is not lower than the price proposed to the LHOA.

Further growth of the Sustainability Institute and its partners' education focus and offer, through expanded and new programmes, and further accommodation for students and staff within a compact, pedestrian oriented, child friendly community, appears appropriate.

VLOTTENBURG - SPIER - LYNEDOCH CONCEPT



Figure 45. Vloottenburg - Spier - Lynedoch Concept

Table 26. Plan Elements and Proposals for Vloffenburg - Spier - Lynedoch

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding small settlements along Baden Powell Drive. Work to increasingly connect and integrate nature areas, also with the urban green areas, to form an integrated green web or framework across the municipal area. 	<ul style="list-style-type: none"> Implement management actions contained in the EMF.
	Water courses	<ul style="list-style-type: none"> Improve public continuity, access, and space along the stream corridors. 	
	Agricultural land	<ul style="list-style-type: none"> Retain and improve the relationship between small settlements along Baden Powell Drive and surrounding agricultural land. 	
	Urban edge	<ul style="list-style-type: none"> As a general principle, contain the footprint of small settlements along Baden Powell Drive as far as possible within the existing urban edge. 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to the small settlements along Baden Powell Drive. 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). 	
Change Actions	Informal settlements to be upgraded	<ul style="list-style-type: none"> Prioritise informal settlements for upgrading and service provision. 	
	Areas for residential densification and infill	<ul style="list-style-type: none"> Focus infill development on undeveloped land within the urban edge. 	
	Areas for mixed land use and improved economic opportunity	<ul style="list-style-type: none"> Maintain the scale of mixed used and economic opportunity areas to reflect the current role of settlements. 	
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT within and between small settlements along Baden Powell Drive. 	<ul style="list-style-type: none"> Ensure that the design of all roads within and surrounding the settlements provides for appropriate NMT movement.
	Community/ institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. Maintain Lynedoch as a focus for education and training (with various focus areas and "levels" of education). 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development	<ul style="list-style-type: none"> Over the longer term, Vloffenburg, Spier, and Lynedoch along the Baden Powell-Adam Tas-R304 corridor could possibly accommodate more growth, and be established as inclusive settlements offering a range of opportunities. However, these settlements are not prioritized for development at this stage. 	<ul style="list-style-type: none"> Support private sector led institutional arrangements to enable joint planning and development.
	Significant new residential development	<ul style="list-style-type: none"> Explore the feasibility of changing/ complementing the rail service along the Baden Powell Drive-Adam Tas-R304 corridor to a system providing a more frequent, flexible service better integrated into the urban realm. Alternatively, a regular bus service should be explored serving the same route. 	
	Significant change to access and mobility provision		

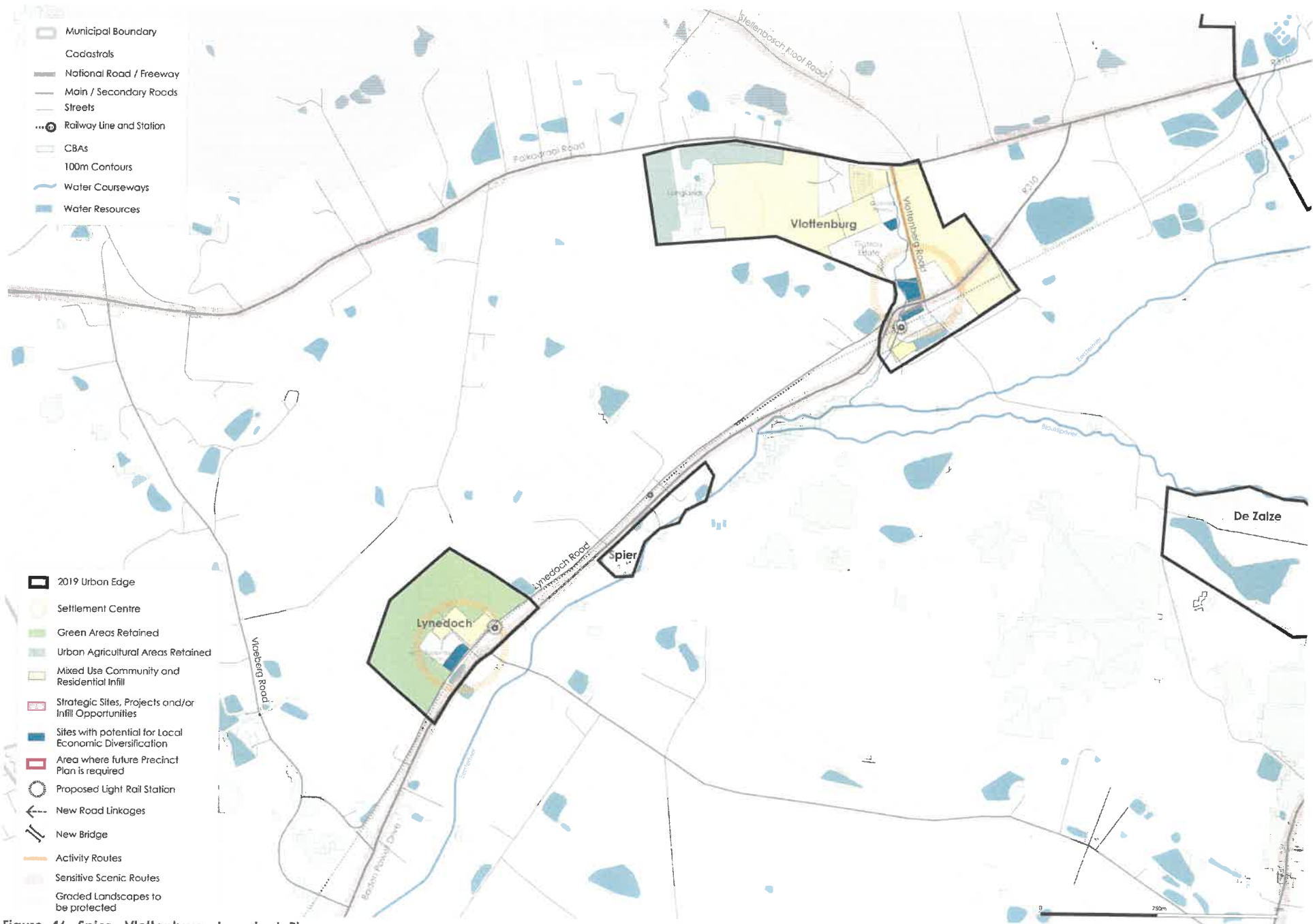


Figure 46. Spier - Vloffenburg - Lynedoch Plan

5.11. Raithby

Raithby is a small rural settlement, situated in the heart of the agricultural area roughly defined by the R310, R44, Old Main Road to the west, Main Road through Firgrove, and Helderberg Village to the south. Access to the village is via Raithby Road, which intersects with Winery Road, in turn providing access to Old Main Road and the R44 (some 1,25km from the village).

Raithby is regarded as the settlement within the Municipality that most strongly retains its characteristic 19th century Mission Town structure and pattern. Raithby Road runs parallel to the river course, with long, narrow "water erf" plots still occupying the space between them. Houses are set hard up against Raithby Road (and Hendricks Street, which encircles the commonage) and their back gardens are open, cultivated areas leading down to the stream. A steep rise beyond the stream course creates a green, cultivated and agricultural backdrop against which the garden allotments are viewed. The two key institutional buildings are located above Raithby Road: the Methodist Church and the school. These are set against the gentle rise of the hill beyond. Between these buildings and the houses is the commonage, which is an open area where the community can literally, and spatially, "come together".

The Municipal Zoning Scheme contains an overlay zoned, framed to protect the historical significance of the remaining water erven and environs.

Since 2009, a single development entity has assembled some 650ha of farm land to the east and south of Raithby (up to the CCT waterworks facility and Helderberg Village) with a stated view to strengthen agriculture, the tourism and hospitality industry, and engineering services, and enable mixed use development. Clearly, there is intent to undertake significant development into the future.

However, there appears no justification for significant change to current municipal spatial planning in response to the land acquisition initiative. The focus of the MSDF is to retain the unique characteristics of the settlement.

RAITHBY CONCEPT

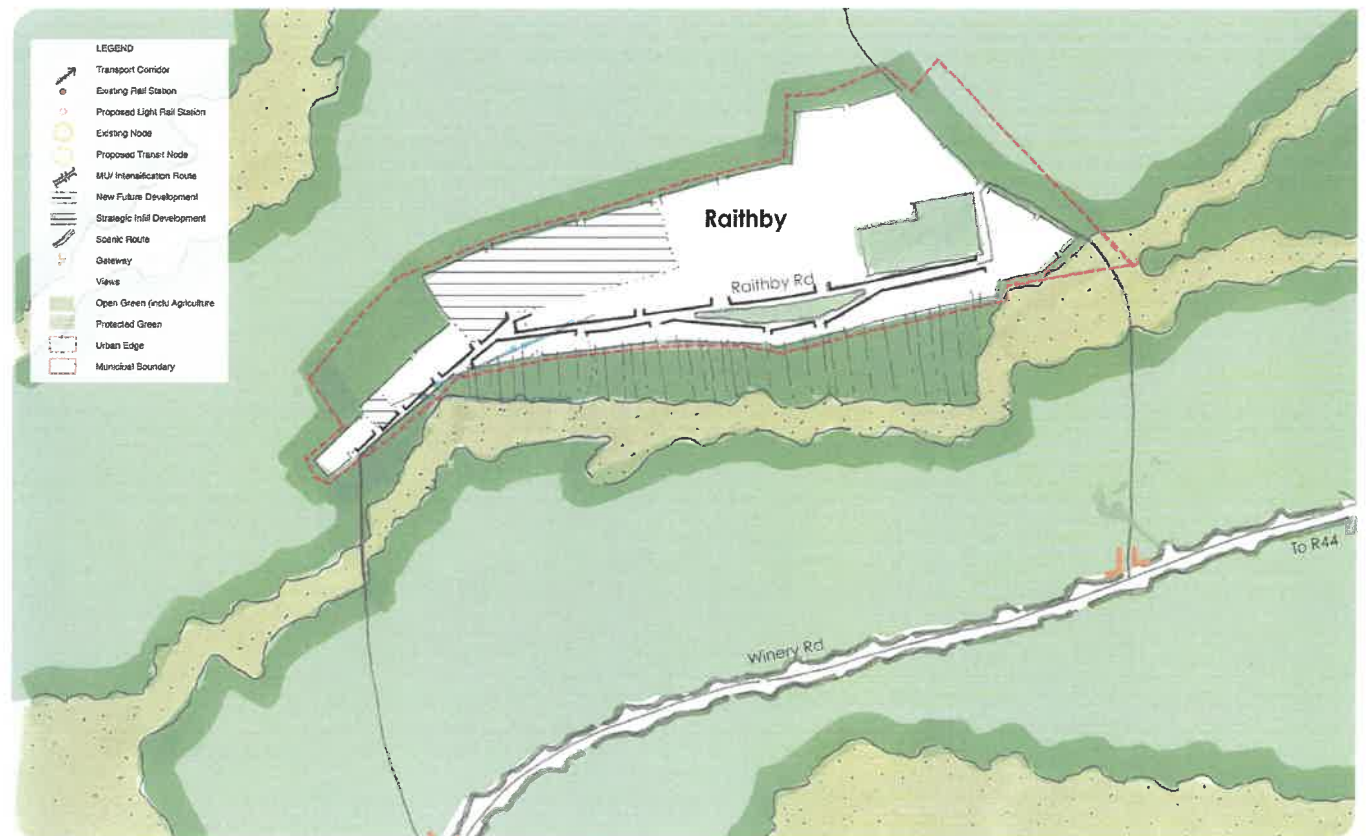


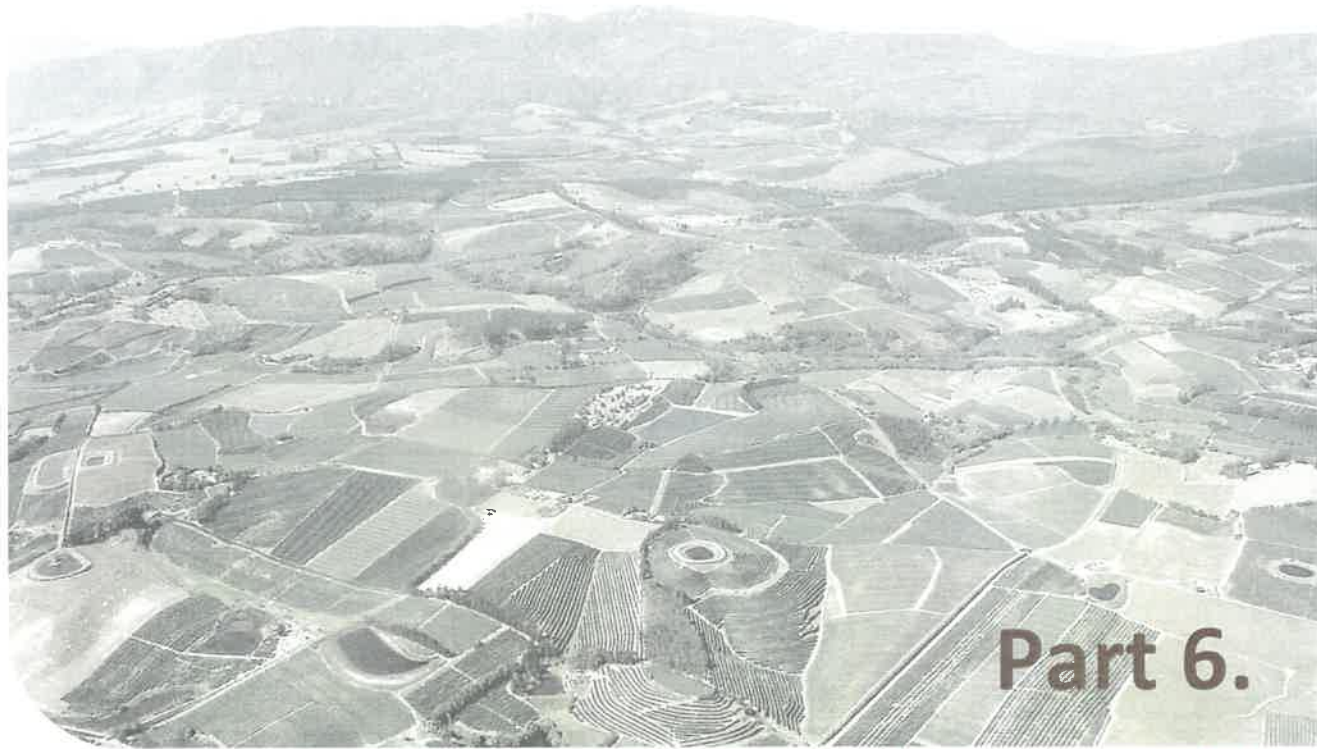
Figure 47. Raithby Concept

Table 27. Plan Elements and Proposals for Raithby

TYPE OF ACTION	SDF ELEMENT	SPATIAL PROPOSALS	RELATED NON SPATIAL PROPOSALS
Protective Actions	CBA's, ESA's, Protected areas	<ul style="list-style-type: none"> Maintain and improve the nature areas surrounding Raithby. Work to increasingly connect and integrate nature areas, also with settlement green areas, to form an integrated green web or framework across the area. 	<ul style="list-style-type: none"> Implement management actions contained in the EMF.
	Water courses	<ul style="list-style-type: none"> Retain and improve the relationship between Raithby and surrounding agricultural land. 	
	Agricultural land	<ul style="list-style-type: none"> As a general principle, contain the footprint of Raithby as far as possible within the existing urban edge. 	
	Urban edge	<ul style="list-style-type: none"> Retain the strong sense of transition between agriculture and human settlement at the entrances to the Raithby. 	
	Scenic landscapes, scenic routes, special places	<ul style="list-style-type: none"> Maintain the integrity of historically and culturally significant precincts and places (as indicated in completed surveys). 	
	Historically and culturally significant precincts and places	<ul style="list-style-type: none"> Maintain the Cape Mission Village structure, form, and character of Raithby. 	<ul style="list-style-type: none"> Actively support local community initiatives to celebrate/ expose locally significant historically and culturally significant precincts and places.
Change Actions	Informal settlements to be upgraded		
	Areas for residential densification and infill	<ul style="list-style-type: none"> Focus infill development on undeveloped land within the urban edge of Raithby. 	
	Areas for mixed land use and improved economic opportunity		
	Improved access and mobility	<ul style="list-style-type: none"> Pro-actively improve conditions for walking and NMT within Raithby. 	<ul style="list-style-type: none"> Ensure that the design of all roads within and surrounding the settlement provides for appropriate NMT movement.
	Community/ institutional use	<ul style="list-style-type: none"> Cluster community facilities together with commercial, transport, informal sector and other activities so as to maximise convenience, safety and socio-economic potential. 	<ul style="list-style-type: none"> Actively support the shared use of community facilities.
	Improved landscaping and public amenity	<ul style="list-style-type: none"> As far as possible, focus investment in parks, open space, and social facilities accessible by public and NMT, in this way also increasing the surveillance of these facilities. 	<ul style="list-style-type: none"> Actively involve local communities in the development and management of public amenities.
New Development Actions	Significant new mixed use development	<ul style="list-style-type: none"> No significant new development is envisaged in Raithby village. 	
	Significant new residential development		
	Significant change to access and mobility provision		



Figure 48. Raithby Plan



Part 6.

IMPLEMENTATION FRAMEWORK

6. Implementation Framework

6.1. Introduction

The SPLUMA guidelines require, as part of the MSDF, a high-level Implementation Framework setting out the required measures that will support adoption of the SDF proposals while aligning the capital investment and budgeting process moving forward. The MSDF Implementation Framework comprises the following sections:

- A proposed settlement hierarchy.
- Priority development areas and themes.
- A policy framework (linked to strategies).
- Guidelines, studies, and information supporting the policies.
- Implications for sector planning and specific development themes, including:
 - Movement.
 - Housing.
 - Local economic development.
- Implications for inter-municipal planning
- Land use management and regulations.
- Catalytic initiatives.
- Further planning work.
- Institutional arrangements.
- Checklists in support of decision-making.
- A municipal leadership and advocacy agenda related to spatial development and management.

6.2. Proposed Settlement Hierarchy

The proposed settlement hierarchy for SM, supporting the spatial plan and proposals for the settlement as a whole, is outlined in Table 28.

6.3. Priority Development Areas and Trends

In terms of the MSDF concept, prioritisation of development – at a broad level – are of two types. The first is spatial and targeted at significant future growth in specific places. The second is sectoral or thematic, focused on the kind of development to be prioritised.

Spatial areas for priority development over the MSDF planning period are:

- Stellenbosch town.
- Klappmuts.

As argued elsewhere in this document, it is here, by virtue of settlement location in relation to broader regional networks and existing opportunity within settlements, that the needs of most people can be met, in a compact settlement form while protecting the municipality's nature and agricultural assets.

Over the longer term, Muldersvlei/ Koelenhof and Vlotenburg/ Lynedoch along the Baden Powell-Adam Tas-R304 could possibly accommodate more growth, and be established as inclusive settlements offering a range of opportunities. However, much work needs to be done to ensure the appropriate make-up of these settlements (including each providing opportunity for a range of income groups) and integration with the corridor in terms of public transport. They are therefore not prioritised for significant development over the MSDF period. **Should significant development be enabled in these areas now, it is likely to be focused on private vehicular use and higher income groups (in gated developments), and will in all probability reduce the potential of initiatives to transform Stellenbosch town and Klappmuts.**

The focus on Stellenbosch town and Klappmuts does not exclude all development focus in Franschhoek and the smaller settlements. Rather, it is argued that these settlements should not accommodate significant growth as the pre-conditions for accommodating such growth does not exist to the same extent as in Stellenbosch town and Klappmuts. What should be emphasized in Franschhoek and smaller settlements is improving conditions for existing residents and natural growth within a context of retaining what is uniquely special in each (from the perspective of history, settlement structure and form, relationship with nature and agriculture, and so on).

In terms of sectoral or thematic focus, the spatial development priority in all settlements should be to:

- Upgrade the servicing and transformation of informal settlements.
- Provide housing for lower income groups in accessible locations (specifically through infill of vacant and underutilised land or redevelopment of existing building footprints).
- Expand and improve public and NMT routes.
- Improve public and community facilities and places (e.g. through clustering, framing them with infill development to improve edges and surveillance, prioritisation for landscaping, and so on).
- Expand the recognition, restoration, and exposure of historically and culturally significant precincts and places (both in the form and use of precincts and places).

Table 28. Proposed Settlement Hierarchy

ROLE		DEVELOPMENT AND LAND USE MANAGEMENT FOCUS
PRIMARY SETTLEMENTS		
STELLENBOSCH TOWN	<ul style="list-style-type: none"> • A significant centre comprising extensive education, commercial and government services with a reach both locally and beyond the borders of the municipality, tourism attractions, places of residence, and associated community facilities. 	<ul style="list-style-type: none"> • Broadening of residential opportunity for lower income groups, students, and the lower to middle housing market segments. • Upgrade of informal settlements. • Retention of University functions in town. • Enablement of the Adam Tas Corridor. • Sensitive residential infill and compaction. • Drive to established “balanced” precincts (e.g. Cloetesville). • Public transport development, travel demand management, parking controls, and NMT improvements.
KLAPMUTS	<ul style="list-style-type: none"> • Focus for economic development (utilizing a favorable location for manufacturing, logistics, and warehousing enterprises) and associated residential opportunity. 	<ul style="list-style-type: none"> • Support for development of RE/Farm 736 as a lever to economic development utilising a favorable location for manufacturing, logistics, and warehousing enterprises. • Balanced housing provision in Klapmuts South, focused on those who can benefit from employment provision through unlocking Klapmuts North. • Establishing the Klapmuts town centre. • NMT improvements.
FRANSCHHOEK	<ul style="list-style-type: none"> • Secondary service centre, significant tourist destination, and place of residence. 	<ul style="list-style-type: none"> • Upgrade of informal settlements • NMT improvements. • Sensitive infill within urban edge providing inclusive housing and extended commercial opportunity (also for small and emerging entrepreneurs). • Retention of historic character.
• SECONDARY SETTLEMENTS		
LA MOTTE	<ul style="list-style-type: none"> • Contained rural settlement. 	<ul style="list-style-type: none"> • Diversification of existing activities to curtail the need for movement. • Sensitive location of diversified uses closer to the R45. • Limited further housing development.
WEMMERSHOEK	<ul style="list-style-type: none"> • Contained rural settlement. 	<ul style="list-style-type: none"> • Possible extension of residential opportunity linked to re-use of saw-mill site and local employment opportunity.
GROOT DRAKENSTEIN	<ul style="list-style-type: none"> • Contained historic rural settlements. 	<ul style="list-style-type: none"> • Accommodation of sensitive private and public sector initiatives offering expanded livelihood (including tourism) and residential opportunity.
DWARS RIVER VALLEY	<ul style="list-style-type: none"> • Contained historic rural settlements. 	<ul style="list-style-type: none"> • Accommodation of sensitive private and public sector initiatives offering expanded livelihood (including tourism) and residential opportunity.
JONKERSHOEK	<ul style="list-style-type: none"> • Contained, but dispersed collection of institutional, recreational and residential uses. 	<ul style="list-style-type: none"> • Rationalisation and containment of existing occupation rights.
MULDERSVLEI KOELENHOF	<ul style="list-style-type: none"> • Contained rural settlement. • Contained rural settlement. 	<ul style="list-style-type: none"> • Potential future consolidated, inclusive settlement linked to rail/bus. • Potential future consolidated, inclusive settlement linked to rail/bus.
VLOTTENBURG	<ul style="list-style-type: none"> • Contained rural settlement. 	<ul style="list-style-type: none"> • Potential future consolidated, inclusive settlement linked to rail/bus.
LYNEDOCH	<ul style="list-style-type: none"> • Contained village and institutional cluster. 	<ul style="list-style-type: none"> • Gradual expansion of unique development model based focused on sustainable living and education.
SPIER	<ul style="list-style-type: none"> • Contained tourism and cultural centre. 	<ul style="list-style-type: none"> • Containment and limited expansion of existing offering.
RAITHBY	<ul style="list-style-type: none"> • Contained historic rural settlement. 	<ul style="list-style-type: none"> • Protection of unique historic settlement structure and form.

6.4. Policy Framework

Table 29 below sets out specific spatial policies to support the MSDF concept and settlement plans. In using the policy framework, it is important to note that one specific policy or guideline should not be highlighted or used exclusively to support a specific initiative. Rather, each policy supports the other; each "frames" the other. Thus, initiatives or proposals should be evaluated in terms of the policy framework as a whole.

Further, the successful implementation of spatial policy and guidelines is often dependent on related, supportive, non-spatial policy. This implies policy alignment across municipal functional areas and services.

The table also includes specific work guidelines which begins to frame work to be undertaken – or continued – in support of proposed policies.

Table 29. Proposed MSDF Policies

	STRATEGY	SPATIAL POLICY	NON-SPATIAL, SUPPORTIVE POLICY	WORK GUIDELINES
1	Maintain and grow the assets of SM's natural environment.	<ul style="list-style-type: none"> As far as is possible, protect and expand priority conservation areas, establish ecological linkages, and preserve high-potential agricultural land within the municipality. Resist the subdivision of viable agricultural land unless it forms part of a new balanced, integrated, and inclusive settlement supportive of the MSDF objectives, an agri-village in line with provincial policy for the settlement of farm workers, or the formalisation of the "urban" component of existing forestry settlements (for example Jonkershoek and La Motte). Support compatible and sustainable rural activities outside the urban edge (including tourism) if these activities are of a nature and form appropriate in a rural context, generate positive socio-economic returns, and do not compromise the environment, agricultural sustainability, or the ability of the municipality to deliver on its mandate. 	<ul style="list-style-type: none"> Proactively maintain and upgrade municipal infrastructure services to limit/ mitigate risk to ecological services. Support initiatives to protect water resources, rehabilitate degraded aquatic systems, retrofit or implement water demand management systems, and mainstream water conservation. Support energy diversification and energy efficiency initiatives to enable a transition to a low carbon, sustainable energy future. Support initiatives to extend public access to nature assets without compromising the integrity of nature areas or ecological services. Support initiatives by the private sector to extend environmental stewardship. Assist in initiatives to diversify, strengthen, and open up new opportunities and jobs in the rural economy, including the identification of strategically located land for land reform purposes. Support initiatives to utilise municipally-owned agricultural land for small scale agriculture, forge partnerships with non-governmental or public benefit organisations to assume management responsibilities for commonages, and provide basic agricultural services to commonages. 	<ul style="list-style-type: none"> Prepare and implement management plans for municipal nature reserves and other ecological assets. Prepare and implement invasive species control plans for municipal properties. Prepare and implement initiatives for the rehabilitation of rivers and wetlands in urban areas. Develop resource efficient strategies for all municipal services and land and building development (e.g. compulsory green energy installations in building development, grey water circulation, sustainable urban drainage, etc.). Utilise and contribute to municipal and provincial mapping and planning initiatives that inform land use decision-making supportive of ecological integrity, securing natural resources, and protecting agricultural land of high value. Delineate and manage urban edges and watercourse setbacks in a manner which diverts urban growth pressures away from important natural and agricultural assets. Apply biodiversity offsets in cases where development in areas of endangered and irreplaceable biodiversity cannot be avoided. Actively engage with adjoining municipalities and provincial government to ensure that the integrity of SM's natural environment is maintained (specifically in relation to land use management in adjoining municipal areas).
2	Respect, preserve and grow the cultural heritage of SM.	<ul style="list-style-type: none"> Preserve significant cultural and historic assets within the municipality and grow the opportunity for new or emerging forms of cultural expression through expanding the use of existing cultural assets or supporting new uses for areas or structures of historic value. As far as is possible, protect cultural landscape assets – including undeveloped ridge lines, view corridors, scenic routes, and vistas – from development. Support alternative uses for historic structures and places which will enable its preservation (subject to adherence to general MSDF strategy and policies). 	<ul style="list-style-type: none"> Support the transfer of municipal assets of cultural and historic value to organisations geared to manage these assets sustainably in the interest of the broader community. Manage heritage places and structures in terms of the recommendations of municipal heritage studies. 	<ul style="list-style-type: none"> Maintain and utilise municipal and inter-governmental evaluation and mapping initiatives to inform land use decision-making supportive of cultural integrity, and securing historic places and structures. Actively engage – on a continuous basis – with adjoining municipalities and provincial government to ensure that the integrity of SM's heritage is maintained (specifically in relation to land use management in adjoining municipal areas).
3	<p>Direct significant growth or new development in SM to areas:</p> <ul style="list-style-type: none"> Not identified as of the most critical natural or cultural significance. Where the most opportunity exist in existing infrastructure investment, whether reconfigured, augmented, or expanded. 	<ul style="list-style-type: none"> Prioritise the targeted settlements on the Baden Powell-Adam Tas-R304 corridor for growth/ new development. Over the MSDF period, focus on Stellenbosch town and Klapmuts to accommodate significant new growth. 	<ul style="list-style-type: none"> Align the policy and planning of all municipal services to support accommodating significant growth and new development as proposed in specific areas. Progressively utilise the municipality's significant asset of land as a resource to direct major growth or new development to areas not identified as of the most critical natural or cultural significance. Allocate municipal funds for land acquisition in areas identified as most suitable for growth or new development (specifically for development as lower income housing). 	<ul style="list-style-type: none"> Together with the WCG, undertake inter-service investigations to determine the exact location, size, nature, and form of new settlement areas to accommodate new growth. Develop specific framework planning, land use management, infrastructure, financial, and urban design provisions and directives to ensure the optimal development of identified settlement areas to accommodate new growth.

Table 30. Proposed MSDF Policies (cont.)

	STRATEGY	SPATIAL POLICY	NON-SPATIAL, SUPPORTIVE POLICY	WORK GUIDELINES
4	<p>Clarify and respect the different roles and potentials of settlements in SM and maintain the identity of each.</p>	<ul style="list-style-type: none"> • Ensure that each settlement – large and small – remains a distinct entity, surrounded by natural open space and agricultural land. • Maintain a clear hierarchy of settlements which (in general terms) focus new growth and development in larger settlements to: <ul style="list-style-type: none"> - Minimise associated impacts on the environment, agricultural land, and natural resources. - Maximise livelihood opportunity through building on the availability of existing public facilities, and commercial opportunity. - Maximise the sustainability of new facilities and commercial opportunity. - Enable the provision of infrastructure in the most efficient and cost effective way. - Minimise the need for inter-settlement movement. - Maximise opportunity for and use of non-motorised and public transport. - Minimise growth in smaller settlements where opportunity is limited while improving access to local services and facilities (required daily). - Maintain and enhance the unique historic, cultural, and settlement characteristics of different settlements. 	<ul style="list-style-type: none"> • Align the policy and planning of all municipal services to support the proposed settlement hierarchy and development/ management approach. • Reinforce the role of Stellenbosch town as a regional service and tourism centre focused on higher order educational, health, government, and commercial uses, as well as unique historic assets. • Reinforce the role of Klapmuts as a potential regional logistics/ warehousing/ manufacturing hub – with associated residential opportunity – based on its location at the intersection of the N1 and regional north/ south movement routes. • Maintain Franschoek as a centre for tourism and culture with limited growth potential. 	<ul style="list-style-type: none"> • Support the re-location of land extensive manufacturing, logistics, and warehousing enterprises from Stellenbosch town to Klapmuts. • Maintain the nature and form of small rural settlements while enabling small changes towards improving livelihood opportunity.
5	<p>Ensure a balance approach to transport in SM, that appropriately serves regional mobility needs and local level accessibility improvements.</p>	<ul style="list-style-type: none"> • Actively promote compact, dense, mixed use development which reduces car dependence and enables and promotes use of public and NMT. 	<ul style="list-style-type: none"> • Shift municipal resources to include a greater focus on non-motorised, shared vehicle travel, and public transport solutions. • Establish measures to ensure that there is inter-service agreement on the settlement hierarchy, settlement roles, and associated function, modes of transport to be carried, and development/ management approach to be followed in relation to different sections of the municipal movement network. • Work with provincial and national government to affirm the proposed categorisation of movement forms, and associated infrastructure and management needs in Stellenbosch. • Proactively seek management of travel demand among key stakeholders in SM, in a manner that significantly higher passenger volumes is gradually achieved from existing transport infrastructure. • Proactively allocate resources to improve NMT in the municipal area. • Strengthen the role played by rail based public transport, including advocating for an improved frequent rail service on the Eerste River/ Klapmuts rail line as backbone of transport movement along the Baden Powell-Adam Tas-R304 corridor. 	<ul style="list-style-type: none"> • Assess future transport development/ improvements in relation to impact on the complete settlement system. • Guard against needed/ required vehicular routes of necessity resulting in development of undeveloped land traversed by the route.

Table 31. Proposed MSDF Policies (cont.)

	STRATEGY	SPATIAL POLICY	NON-SPATIAL, SUPPORTIVE POLICY	WORK GUIDELINES
6	Develop all settlements as balanced, inclusive, appropriately serviced, communities, negotiable through NMT and exhibiting a positive relationship with surrounding nature and agricultural land.	<ul style="list-style-type: none"> Work towards and maintain – for each settlement in the municipality – a compact form and structure to achieve better efficiency in service delivery and resource use, the viability of public and NMT, and facilitate inclusion, integration, and entrepreneurship development. Adopt a conservative view towards the extension of existing urban edges over the MSDF period. Actively support infill development and the adaptive re-use of existing structures. Support increased densities in new, infill, and redevelopment projects. Rationalise space standards – especially of social facilities – and release surplus land for other uses, specifically housing. Support the general upgrading and transformation of existing informal settlements. 	<ul style="list-style-type: none"> Proactively drive transport demand management programmes (specifically in and around Stellenbosch town) to curtail private vehicle use. Shift more transport resources to the development and operation of effective public transport services and comprehensive provision of NMT. 	<ul style="list-style-type: none"> Review the delineation of restructuring zones to support the MSDF objectives Support development which emphasizes public transport/ NMT as opposed to private vehicular use. Integrate spatial planning, transport planning (emphasising public and NMT), and social facilities planning. Move away from self-reinforcing conditions for development in terms of car parking minimum standards, and ensure the active participation and collaboration between land owner, developer, and municipality towards the provision of alternatives to car use. Actively engage – on a continuous basis – with adjoining municipalities and provincial government to ensure that the integrity of SM's settlements as contained, balanced communities is maintained (specifically in relation to land use management in adjoining municipal areas).
		<ul style="list-style-type: none"> Expand housing opportunity for a broader range of groups – including lower income groups and students – particularly in settlements forming part of the Baden Powell-Adam Tas-R304 corridor. 	<ul style="list-style-type: none"> Prioritise basic residential services for poor households, specifically in informal settlements, backyard dwellings, and a minimum level of basic services to marginalized rural settlements. Resist existing informal settlements being the only viable settlement option for poor households by supporting the identification and servicing of alternative areas for settlement. Ensure that asset management best practice is followed to maintain existing infrastructure investment and prevent greater replacement cost in future. Reinforce basic service delivery with good quality urban management to support household and economic asset development. 	<ul style="list-style-type: none"> Put in place an inter-governmental portfolio of land (existing and earmarked for purchase), an agreed land preparation programme, and a release strategy, for publicly assisted, lower income housing (including the BNG, FLISP, social/ rental, and GAP markets). Identify alternative settlement locations for poor households, over and above existing informal settlements. To assist the municipality in housing provision, support initiatives to house farm workers on farms (in a manner which secures tenure).
		<ul style="list-style-type: none"> Provide and maintain a system of accessible social facilities, integrated with public space and public and NMT routes. 	<ul style="list-style-type: none"> Reinforce social facilities with good quality urban management to ensure service excellence and sustainability. Focus on fewer but better social facilities. 	<ul style="list-style-type: none"> Develop an inclusionary housing policy and guidelines. Prioritise infill housing opportunity on public land for the BNG, FLISP, social/ rental, and GAP markets. Where possible, proactively plan for back-yarding opportunity in lower income housing projects. Actively support the development of student housing in Stellenbosch town. Cluster social facilities. Locate facilities in association with public space and public and NMT routes.
		<ul style="list-style-type: none"> Provide and maintain an urban open space/ public space system integrated with public transport/ NMT, social facilities, and linked to natural assets (e.g. river corridors). 	<ul style="list-style-type: none"> Prioritise open/ public space development in poor and denser neighbourhoods of the municipality. Reinforce open/ public space with good quality urban management to ensure use and safety. 	<ul style="list-style-type: none"> Ensure that the edges between building development and open spaces promote activity and passive surveillance.
		<ul style="list-style-type: none"> Ensure work and commercial opportunity accessible through public and NMT to all communities and providing opportunities for emerging and small entrepreneurs. 		<ul style="list-style-type: none"> Avoid large retail malls and office parks in peripheral locations reliant on private vehicular access and which detract from the viability of established commercial and work areas, and lock out small entrepreneurs.

Table 32. Proposed MSDF Policies (cont.)

	STRATEGY	SPATIAL POLICY	NON-SPATIAL, SUPPORTIVE POLICY	WORK GUIDELINES
7	Actively seek conditions to enable the private and community sectors to align their resources and initiatives with the MSDF principles and proposals.	<ul style="list-style-type: none"> Conscious of public resource constraints, actively seek and support private and community sector partnership to expand livelihood opportunities, settlement opportunity for ordinary citizens, and the national imperative to expand participation in the economy. 	<ul style="list-style-type: none"> Develop an incentives package to support private and community sector partnerships in achieving the MSDF principles and proposals. 	<ul style="list-style-type: none"> Enable private and community sector participation by making known the Municipality's spatial principles and intent in user friendly communiques and guidelines. Require private land owners in key areas to plan and coordinate development collectively (beyond individual property boundaries and interests) in order to ensure appropriate infrastructure arrangements, the provision of inclusionary housing, public facilities, and so on.
8	Focus major development energy in SM on a few catalytic development areas that offer extensive, inclusive opportunity.	<ul style="list-style-type: none"> Focus major development effort in SM on: <ul style="list-style-type: none"> - Unlocking development in Klapmuts North. - The Adam Tas Corridor (in Stellenbosch town). 	<ul style="list-style-type: none"> Clearly communicate municipal objectives and principles – across functional areas and services – for development and urban management in catalytic areas. Seek land owner, provincial government, and national government support to develop catalytic areas in the best public interest. Support the establishment of institutional arrangements solely dedicated to enable development of catalytic areas and proceed with work to detail the broader plan and activity programme. Align municipal infrastructure and social services planning to support development in catalytic areas. Use municipal and government owned land assets to support development in catalytic areas. 	<ul style="list-style-type: none"> Ensure that catalytic areas be developed as inclusive, appropriately serviced communities, negotiable through NMT and exhibiting a positive relationship with surrounding nature and agricultural land. Prepare land use management measures to enable development in catalytic areas. Define catalytic areas as "restructuring" or other special-measure areas to enable benefit from national and provincial support and incentives.

6.5. Guidelines, Studies and Information Supporting the Policies

SM, in partnership with other organisations, has completed a number of investigations and surveys to gather information in support of decision-making. For example, extensive work has been done to gather, categorise, and understand information related to historically and culturally significant precincts and places, scenic landscapes and routes, areas of environmental significance, and special places of arrival.

This work is available to assist in decision-making, whether by the municipality, the private sector (in framing development proposals), or members of the public (in responding to development proposals). It represents detail findings of a level not portrayed in the MSDF. In this way, the work forms part of the MSDF implementation framework, and should be actively employed in decision-making. An on-going task for the municipality and its partners is to extend, refine, and integrate the different information resources on an on-going basis.

Similarly, the provincial and national government spheres have completed guidelines and studies which could be used to support the strategies and policies contained in the MSDF. Key guideline documents, studies, and information is listed in Table 33.

Table 33. Supportive Guidelines

	STRATEGY	SPECIFIC PUBLISHED GUIDELINES AND DIRECTIVES
1	Maintain and grow the assets of Stellenbosch Municipality's natural environment.	<ul style="list-style-type: none"> Formally protected areas, critical biodiversity areas and ecological support areas are detailed in the Western Cape Biodiversity Spatial Plan (2017) and associated handbook. Guidelines for the assessment of land use proposals that affect natural areas are contained in Guidelines for Environmental Assessment in the Western Cape. Guidelines for applying biodiversity offsets are contained in the Western Cape Guideline on Biodiversity Offsets (2015) and National Wetland Offset Guidelines. Formal protection mechanisms that can be used for areas of endangered and irreplaceable biodiversity, include: <ul style="list-style-type: none"> Private land: Stewardship Contract Nature Reserves, Biodiversity Agreements, and/ or Protected Environments. Municipal Land: Nature Reserve and/ or municipal Biodiversity Agreement. Guidelines for managing nature, rural and agricultural areas are contained in the Western Cape Land Use Planning: Rural Guidelines (2018). Norms and guidelines for farm size is contained in the Western Cape Land Use Planning: Rural Guidelines (2018).
2	Respect, preserve and grow the cultural heritage of Stellenbosch Municipality.	<ul style="list-style-type: none"> Heritage resources in Stellenbosch Municipality are outlined in a series of reports under the title Draft Revised Heritage Inventory of the Tangible Heritage Resources In the Stellenbosch Municipality (2018).
3	Direct significant growth or new development in SM to areas: <ul style="list-style-type: none"> Not identified as of the most critical natural or cultural significance. Where the most opportunity exist in existing infrastructure investment, whether reconfigured, augmented, or expanded. 	<ul style="list-style-type: none"> Heritage resources studies identified above.
4	Clarify and respect the different roles and potentials of settlements in SM and maintain the identity of each.	<ul style="list-style-type: none"> A study determined the growth potential and socio-economic needs of settlements in the Western Cape outside of the Cape Town metropolitan area using quantitative data is described in Western Cape Government: Growth Potential Study (2014).
5	Ensure a balance approach to transport in SM, that appropriately serves regional mobility needs and local level accessibility improvements.	<ul style="list-style-type: none"> An approach and work programme is contained in Towards A Sustainable Transport Strategy for Stellenbosch Municipality: Reflections on the Current Situation, a Vision for the Future and a Way Forward for Alignment and Adoption (Summary Report December 2017).
6	Develop all settlements as balanced, inclusive, appropriately serviced, communities, negotiable through NMT and exhibiting a positive relationship with surrounding nature and agricultural land.	<ul style="list-style-type: none"> Guidelines for the upgrading of informal settlements are contained in Towards Incremental Informal Settlement Upgrading: Supporting municipalities in identifying contextually appropriate options (https://www.westerncape.gov.za/assets/departments/human-settlements/docs/issp/western_cape_issp_design_and_tenure_options_2016.pdf) Guidelines for the development of human settlements are contained in Guidelines for Human Settlement Planning and Design Volume 1, prepared by the CSIR (https://www.csir.co.za/sites/default/files/Documents/Red_bookvol1.pdf) Guidelines and standards for social facilities are contained in Development Parameters: A Quick Reference for the Provision of Facilities within Settlements of the Western Cape (https://www.westerncape.gov.za/eacdp/files/atoms/files/Development%20Parameters%20Booklet%20-%2010%20feb%202014.pdf.)
7	Actively seek conditions to enable the private and community sectors to align their resources and initiatives with the MSDF principles and proposals.	<ul style="list-style-type: none"> The existing proposal for defining Restructuring zones in Stellenbosch town is motivated and illustrated in Stellenbosch: Defining Restructuring Zone for Social Housing (2016).
8	Focus major development energy in SM on a few catalytic development areas that offer extensive, inclusive opportunity.	

6.6. Implications for Sector Planning and Specific Development Themes

6.6.1. Environmental and rural area management

Large parts of SM comprise unique and critical biodiversity and agricultural areas which provide life-supporting ecosystem services. These areas also have qualities and are used for activities critical to sustaining key economic sectors including food and wine production and tourism. The imperatives of resource conservation, biodiversity, and heritage protection may conflict spatially with the need to develop and sustain economic activity and poverty alleviation.

Environmental management frameworks are one tool intended to guide land use decision-making. An environmental management framework is an analysis of biophysical and socioeconomic attributes of an area, and an identification of where specific land uses should be practiced based on those attributes.

In recognition of the intrinsic value of its nature and land assets, SM has developed broad Spatial Planning Categories (SPCs) – outlined in the Strategic Environment Management Framework (SEMF) – as a broad guide to land use planning and management in the municipal area. These categories, and associated guidelines, are aligned to international, national and provincial development objectives.

The SEMF (and its SPCs) does not create – or remove – land use rights. Rather, the SEMF is a key decision support tool for any organ of state making decisions that affect the use of land and other resources. It provides the decision-maker with information on the environmental assets and resources likely to be affected by a given land use and sets out associated principles and guidelines. It functions at both the level of policy (what should occur) and as best-available-information (what

is). The relevant organs of state – including the SM as well as provincial and national environmental authorities – must take account of and apply relevant provisions of the SEMF, when making spatial planning and land use decisions. This requirement is given legal emphasis in both SPLUMA (section 7(b)(3)) and the National Environmental Management Act (section 24O (1)(b)(v)).

The SPCs are spatially illustrated in Figure 48. What they comprise as outlined in the SEMF are outlined in the table attached as Appendix 3. The table also contains key policies associated with each category as contained in the SEMF and guidelines contained in the “Western Cape Land Use Planning: Rural Guidelines”.

The table attached as Appendix 4 contains thematic guidelines drawn from “Western Cape Land Use Planning: Rural Guidelines” which may be applicable to different SPCs. Appendix 5 contains norms and guidelines for the size of agricultural holdings as contained in the “Western Cape Land Use Planning: Rural Guidelines”.

As is often the case with work undertaken between different spheres of government – and at different times – the SEMF categories and those contained in the WCG guidelines do not align seamlessly. The table nevertheless attempts to achieve alignment in applicable guidelines. Further, as the SEMF contains many guidelines addressing non-spatial aspects of urban and environmental management – and the current emphasis is the MSDF – the table extracts those guidelines with a specific spatial emphasis.

The categories indicated in bold red are indicated on the SEMF composite SPC map (Figure 48).

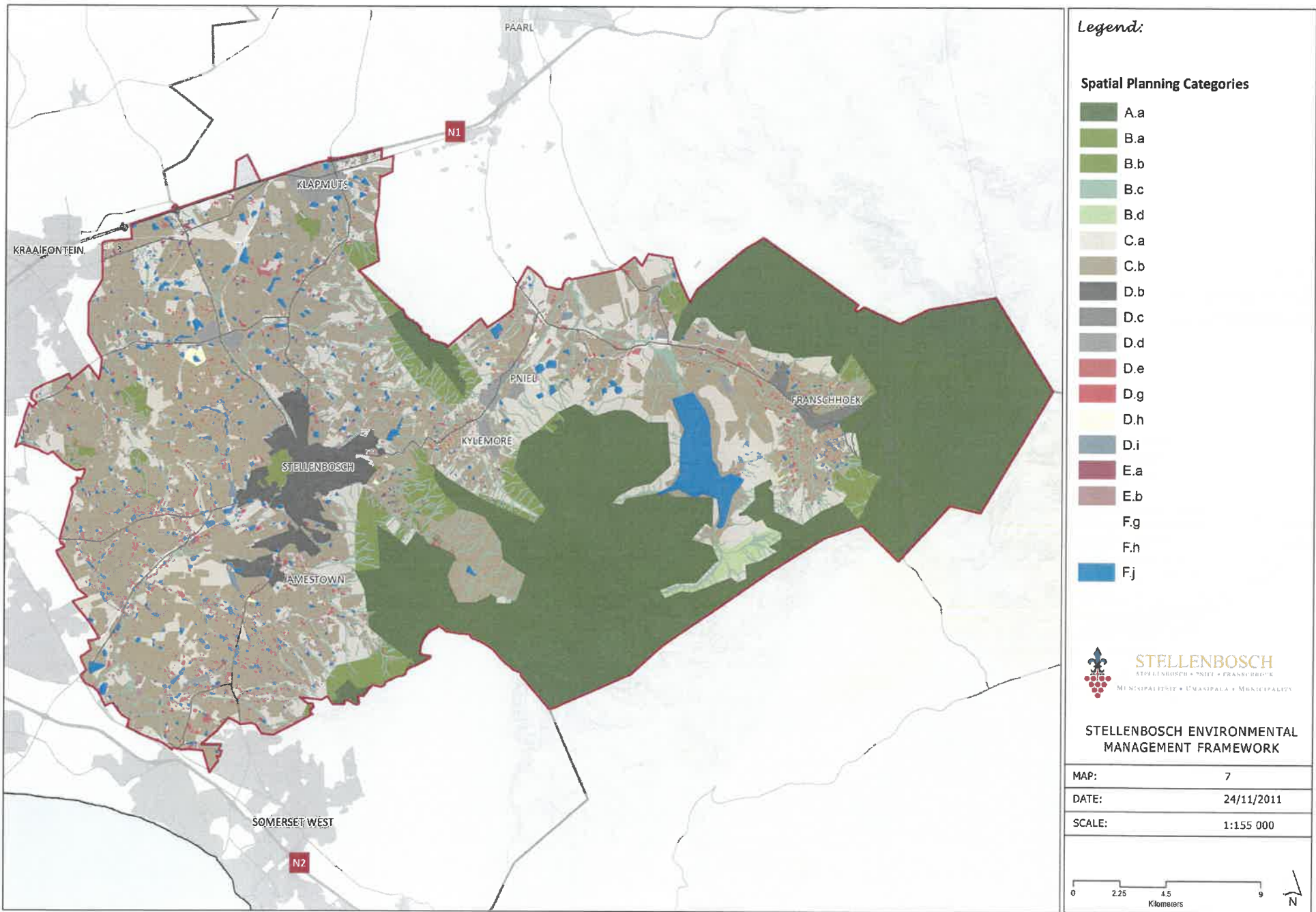


Figure 49. SEMF SPCs map

6.6.2. Movement

6.6.2.1 The relationship between spatial and transport planning

The SM has made progress in fulfilling the above objectives of its Comprehensive Integrated Transport Plan (CITP), and continues with its planning and implementation of projects.

The CITP and Road Master Plan (RMP) proposes the establishment of additional transport routes to address the backlog of an incomplete road network. These additional routes would provide for a more effective distribution of traffic which would benefit broader communities as well as to the traveling public through all modes of transport (including public transport and NMT).

While spatial planning is concerned with the efficient organisation of land use and activities in space the challenge for transport planning is to provide the effective connections between land-uses in order that activities can be reached, and needs fulfilled. Transport planning and spatial development planning therefore are mutually dependent and must be fully interwoven within strategy in order to effect integrated and progressive development outcomes. SM's MSDF and transport plans must not be regarded as separate, independent undertakings but rather be detailed through coordination and advance through implementation in parallel.

Achieving the range of objectives set out in the MSDF is dependent upon comprehensive adjustments to current transport and mobility patterns. Likewise for the shifts in transport and accessibility to come about relies upon close adherence to spatial development principles.

In this section, the conceptual basis and the framework for the essential mobility and transport shifts that will facilitate spatial development outcomes are presented.

6.6.2.2 Traditional practice

Arguably, traditional spatial and transport planning follows a cycle of continuous outward development, serviced primarily through private vehicular mobility. This leads to a vicious cycle of loss of nature and agricultural land, inability to make public transport work, loss of opportunity for those who cannot afford vehicles, congestion on roads, provision of further road capacity, and further sprawl. Progressive cities pursue higher densities, a mix of uses, and public and NMT transport; a virtuous cycle focused on inclusive and sustainable urban settlement and transport management emphasising the importance of people and place over motor vehicle led planning and development.

6.6.2.3 Required shifts

Transport in SM (comprising both passenger and freight trips) is on a path of continued increase for the foreseeable future. To align with both broader transport policy objectives this growth must be rigorously managed such that resulting transport

patterns do not undermine broader spatial and development goals. At this stage, unconstrained movement by private vehicle has now resulted in road corridors operating beyond capacity during peak periods as well as through the day and so roads are unable to fulfil their intended function as effective movement spines, and prevent the effective serving of the adjacent land uses. The spatial development response, if the system doesn't change, is a continuing pattern of new development shifting outwards to and beyond the urban edge, resulting in ever lower density and loss of green and agricultural assets, responses which are the exact opposite of the desired spatial policy.

Figure 48 illustrates a conceptual approach to align transport planning with the MSDF. The graph shows passenger trips steadily increasing into the future. With no intervention on current trends this implies that total vehicle trips will increase at a slightly higher rate due to steadily increasing levels of car ownership and no improvement to public transport or other transport alternatives. The green line indicates the intervention scenario with total

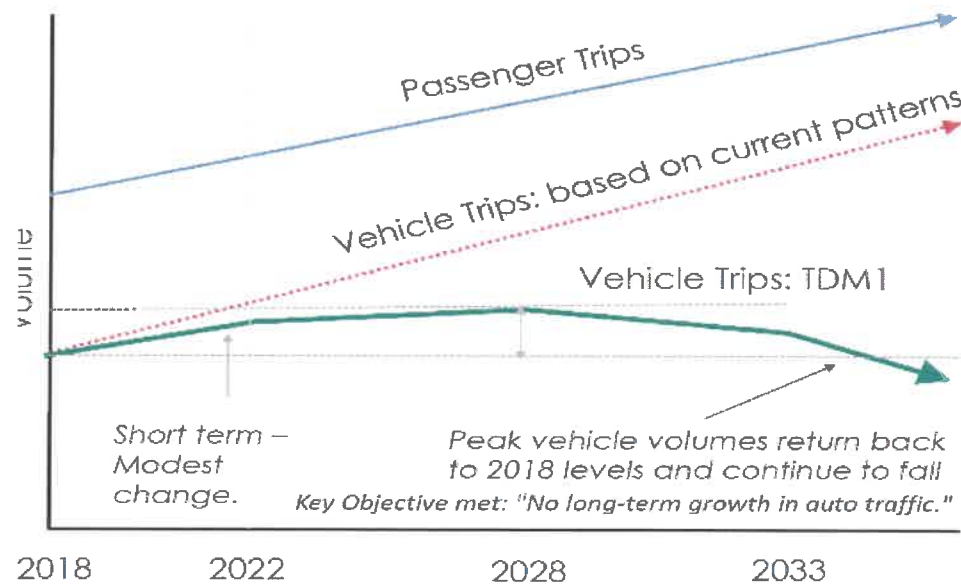


Figure 50. A conceptual approach to align transport planning with the MSDF

vehicle trips, showing a levelling off, a maximum point, followed by a steady decline. This represents the target, to be achieved through both managing the supply of transport and the demand for trip-making, such that total vehicle trips undertaken reduce levels back to current levels and continue to decline into the future. The interventions required to achieve this central objective are outlined in the following sections.

Achieving change in transport patterns requires a combination of interventions including:

- e. Changes in mode of travel (of a given trip) includes moving:
 - From low occupancy motor vehicles to shared, higher occupancy vehicles and onto public transport.
 - From motor vehicle to non-motorised (cycling and walking) transport.
- f. Changes in transport demand in terms of the trip itself:
 - Undertake the trip at a different time, (e.g. move outside of peak travel).
 - Reduce the trip frequency.
 - Change trip origin or destination (implies land use change).

For the transport specific strategies to manage travel demands we concentrate on providing a choice of alternative modes of travel to enable shifts to occur. We need to work to a situation where future growth is enabled by the introduction of shared transport options, formal public transport and for the shorter journeys provision for safe cycling and walking.

Improved and expanded public transport is essential for the future development of Stellenbosch. Current road based public transport offered by the minibus taxi industry provides an informal, unscheduled service used by lower income households who have no access to a car. Necessary improvements include:

- Minimum service levels and increased service availability through the day
- Improved reliability, safety and passenger comfort
- Financial support offering a level of fare relief.

To reverse the trend of ongoing growth in commuters by private transport, and to accommodate further commuting growth and support spatial development requirements of Stellenbosch improved quality of public transport and an expanded network of services are vital. This migration to formal public transport and a full network will require a combination of:

- Corporate/ business park services.
- University contracted services.
- The emergence of shuttle and scheduled public transport routes as new services partially achieved through the progressive upgrading of MTB routes and operations.
- Park-and-ride operations.

- New services plus progressive upgrading of MTB routes and operations.
- Improved commuter rail.
- Local light rail service option.

6.6.2.4 A conceptual public transport network supporting the MSDP

Figure 49 illustrates a concept of a future public transport network for SM, including:

- An intensified passenger service on the rail corridor.
- Formal scheduled bus routes and indicative main stops.
- Park and ride routes with indicative main transfer park and ride stations.

Ultimately the required transport outcomes include running scheduled formal public transport services along all main arterials routes between main commuting origins and destinations as illustrated in Table 34 below.

Table 34. Desired public transport routes

SECTOR	ROUTE	CONNECTING SETTLEMENTS	MODE
R310 / Adam Tas / R304 Development Corridor	R310	Eerste River, Lyndoch, Vloffenburg to Stellenbosch	Road and rail
	R304	Koelenhof to Stellenbosch	Road and rail
	R304	Durbanville and Brackenfell to Stellenbosch	Road and rail
North	R44	Paarl and Klapmuts to Stellenbosch	Road and rail
West	M11/ Adam Tas	Bellville and Kuils River to Stellenbosch	Road and rail
South	R44	Strand and Somerset West to Stellenbosch	Road
East	R310	Franschhoek and Pniel to Stellenbosch	Road

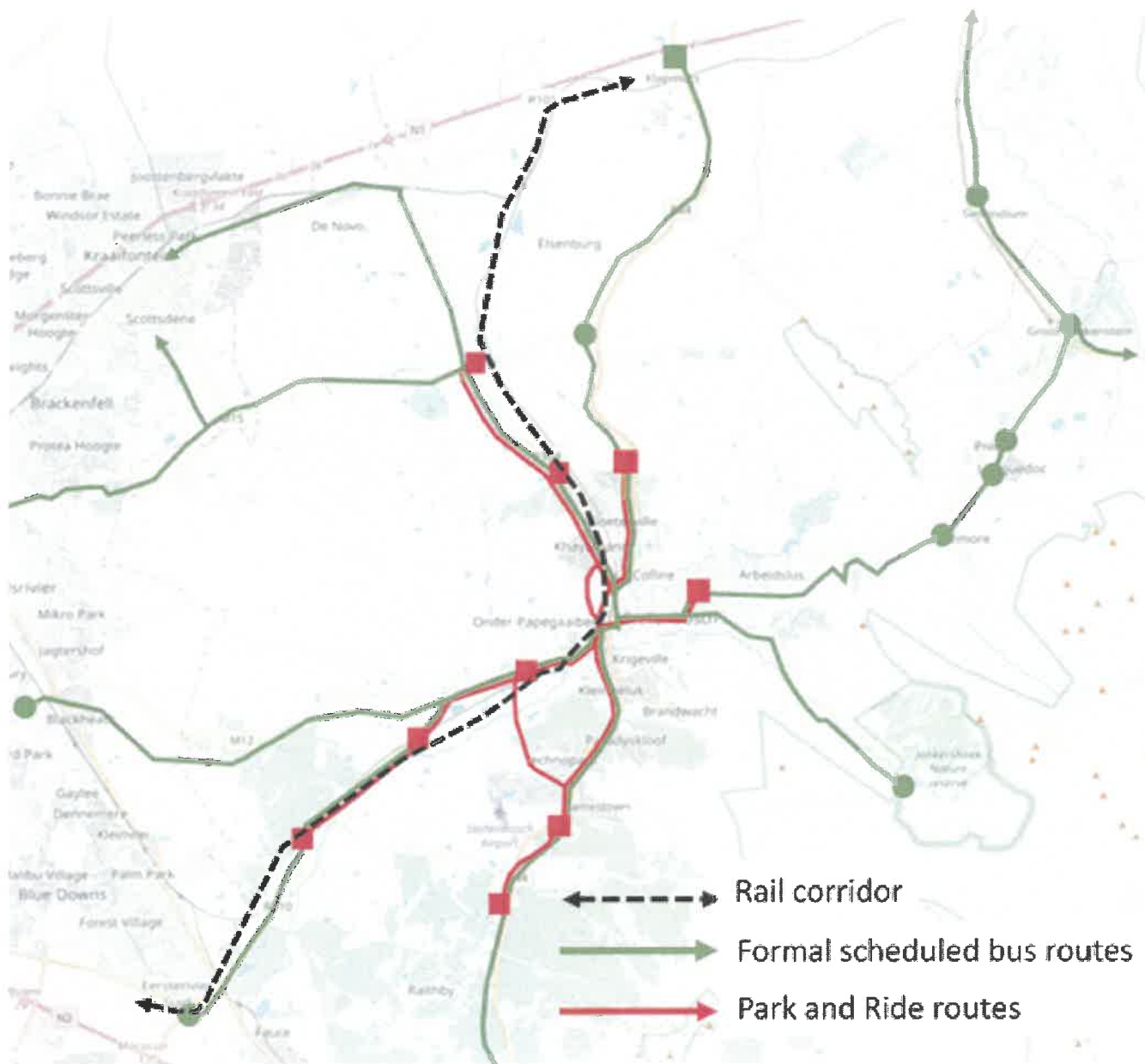


Figure 51. A conceptual public transport network for SM

Potential public transport nodes along main arterial routes into Stellenbosch are shown in Table 35 and potential park and ride locations in Table 36 (targeted settlement nodes are highlighted, and nodes on the rail corridor are shaded).

The future public transport network will develop steadily over time and can only advance successfully through a well-structured and integrated process involving many role players. Park and ride sites along arterial routes are a top priority for development, allowing current private car commuters the option of driving to these nodes from where demand thresholds will enable a combination of public shuttle services and corporate chartered services to operate between central Stellenbosch and other main employment nodes. Park and ride sites along the Adam Tas Corridor will generate activity and so provide the base thresholds for some retail, commerce and other service developments which in turn support planned settlement growth at the nodes. Other park and rides will be sited along routes where development along the corridor must be prevented. Here, careful placement and land-use control must be heeded such that mobility benefits are achieved without compromising the spatial development plans.

6.6.2.5 The design of routes

Given the dependence of citizens on NMT, and the need to shift more people to public and NMT, it is critical that the design of roads – whether new connections or improvements and enhancements to existing routes, consider NMT needs. Arguably, if included in the design of projects upfront, the provision of NMT facilities will not add significantly to project cost. Similarly, road design should provide for future regular public transport services (as opposed to private vehicular use only).

6.6.2.6 Transport within settlements

Within all settlements transport for NMT should be expanded, recognizing the reality that the majority of citizens do not have access to provide vehicles.

Table 35. Potential public transport nodes

R310 / ADAM TAS	R44 SOUTH	R310 to R45	R44	R304
Eerste River	Somerset West	Franschhoek	Klapmuts	Joostenberg
Lyndoch	Winery Road	Pniel	Elsenberg	Koelenhof
Vlottenburg	Annandale Road	Kylemore	Kromme Rhee	Nuutgevonden
Droë Dyke/ Oude Libertas	Jamestown	Idas Valley	Welgevonden	Kayamandi Bridge
Central Station	Techno Park		Cloetesville	
Plankenbrug	Mediclinic			

Table 36. Possible park and ride locations

R310 / ADAM TAS	R44 SOUTH	R310 to R45	R44	R304
Lyndoch	Annandale Road	Kylemore	Welgevonden	Koelenhof
Vlottenburg	Jamestown	Idas Valley		Nuutgevonden
Droë Dyke/ Oude Libertas	Techno Park			

No.	Road	Road Name	Current Provision			Extend Provision for..				Future Corridor Development		
											Transport	Land Use Activity
1-2	R44	Strand Road									Road based formalised public transport priority route.	Limit / prevent new development. Scenic Route
3-7	R310	Baden Powell									Rail and road high capacity primary public transport priority route	Encourage compact, mixed use, redevelopment and contained growth at the specific nodes
8-10	M12	Polkadraai Rd									Road based formalised public transport and P&R priority route.	Mobility Route. Limit / prevent new development.
11	M23	Bottelary Rd									Road based formalised public transport priority route.	Compact, mixed use, redevelopment and contained growth at Koelenhof & Devenvale.
12-14	R304	Malmesbury Rd									Road based formalised public transport and P&R priority route.	Encourage compact, mixed use, redevelopment and contained growth at Koelenhof node & R304-R101 nodes (Sandringham & Joosetenburg)
15-17	R44	Klapmuts Rd									Road based formalised public transport and P&R priority route.	Limit / prevent new development. Scenic route. Focus compact, mixed use development at Klapmuts
18-20	R310	Banhoek Rd									Road based formalised public transport route.	Scenic Route. Consolidate development at specific nodes
21		Kromme Rhee Rd									Rail and road public transport & P&R linking route	Encourage compact, mixed use, redevelopment and contained growth at Koelenhof only.
22		Annandale Rd									Road based linking route	Mobility route. Limit / prevent new development. Scenic Route
23-24	R45	Paarl-Franschoek									Road based public transport priority route.	Mobility route. Limit / prevent new development. Scenic Route
25-27	R301	Wemmeshoek Rd									Road based public transport priority route.	Mobility route. Limit / prevent new development

Figure 52. Future Development of Arterial Road Transport Corridors in and around Stellenbosch (Transport Futures, 2018)

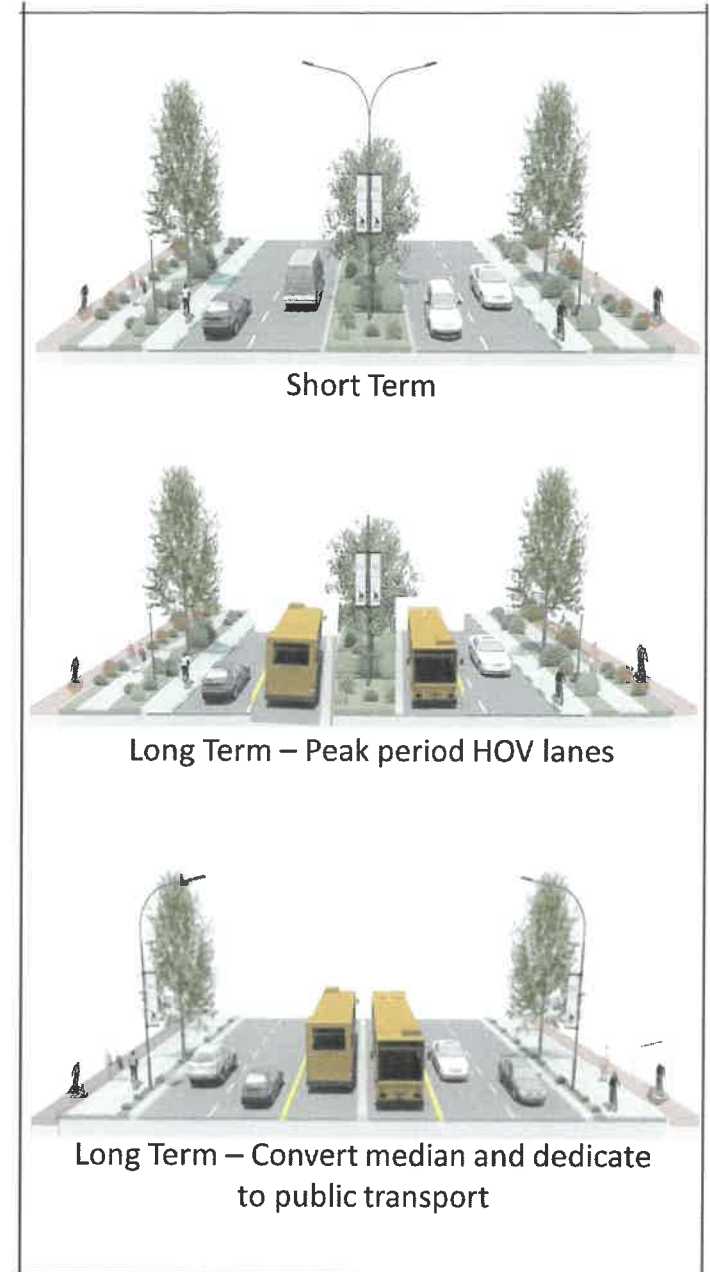


Figure 53. Future recommended road designs - cross sections for public transport and NMT (Transport Futures, 2018)

6.6.3. Housing

The current SM housing pipeline is largely aligned with the MSDF (See Appendix F). As detailed work is undertaken in support of projects, further alignment between housing and the MSDF will be sought.

In broad terms, the MSDF has the following implications for housing planning and delivery:

- Stellenbosch town and Klapmuts should be the focus for accommodating significant new growth over the short to medium term. It is in these towns where livelihood opportunities can be best assured and where people can best be accommodated without resulting in significant movement of residents in search of work and other opportunities.
- The housing focus in other settlements should primarily be to improve conditions for existing citizens, specifically those in informal settlements, backyard structures, and those lacking security of tenure.
- Over the longer term, it is believed that some settlements along the Baden-Powell-Adam Tas-R304 corridor can support larger populations, particularly the broader Muldersvlei/ Koelenhof and Vlotenburg/ Spier/ Lynedoch areas.
- A critical pre-condition for larger inclusive settlements in these areas is the establishment of a quality, frequent public transport service (in time possibly rail-based) serving the corridor and all settlements along it.
- In all settlements housing development should focus – while considering the unique character and nature of existing areas – on densification, infill opportunity (also rationalizing and improving edge conditions to roads, open spaces, and community facilities), and the re-use of disused precincts, in this way maximizing the use of available land resources, minimizing pressure for the lateral expansion of settlements, enabling efficient service provision, and the

viability of undertaking trips by local public transport, cycling and walking.

- All housing projects should – as far as possible – focus on a range of typologies, enabling access for a range of income groups.
- All housing projects should consider the availability of social facilities and the daily retail needs (e.g. for purchasing food stuffs) of residents, enabling less dependence on the need to move other than by walking and cycling to satisfy everyday needs.
- As far as possible, sufficient accommodation should be provided associated with education institutions in Stellenbosch town to enable all those who wish to reside in proximity to their institutions, at a reasonable cost, the opportunity to do so.
- Farmers should be actively supported to provide agri-worker housing (following the guidelines contained in “Western Cape Land Use Planning: Rural Guidelines”).
- Gated residential development is not favored. Public components of development should remain public, enabling integration of neighbourhoods and through movement. Security to private components of developments could be provided through other means than the fencing and access control of large development blocks or areas neighbourhoods.

6.6.4. Local economic development

In broad terms, the MSDF has the following implications for local economic development:

- A precautionary approach to the municipality's assets of nature, agricultural land, scenic landscapes and routes, and historically and culturally significant precincts and places, which underlies critical livelihood processes, including a strong tourism economy.

- Stellenbosch town and Klapmuts should be the focus for significant commercial and industrial use, with gradual relocation of larger industrial enterprises to Klapmuts (benefitting from its regional freight and logistics locational advantages).
- Franschhoek maintaining a focus on commercial uses serving local residents and the tourism economy.
- Small rural settlements should contain commercial activities meeting the daily needs of residents and work spaces enabling livelihood opportunity.
- The location, planning, and design of commercial and office developments to compliment and assist in improving the economic performance, usability, attractiveness and experiential quality of existing town centres. “In centre” and “edge of centre” developments are the recommended location for new large scale commercial/ retail developments, having the least negative and most positive impacts to the town centre and town as a whole (as indicated in evidence gathered in support of developing the PSDF).
- Active support for non-residential development integrating fragmented parts of settlements and specifically integrating and offering access and opportunity to poorer settlements.
- Rural place-bound businesses (including farm stalls and farm shops, restaurants and venue facilities) of appropriate location and scale to complement farming operations, and not compromise the environment, agricultural sustainability, and the scenic, heritage and cultural landscape (following the guidelines contained in “Western Cape Land Use Planning: Rural Guidelines”).
- Rural place-bound agricultural industry related to the processing of locally sourced (i.e. from own and/or surrounding farms) products, and not compromise the environment, agricultural

sustainability, and the scenic, heritage and cultural landscape (following the guidelines contained in "Western Cape Land Use Planning: Rural Guidelines").

- Support for various forms of leisure and tourism activities across the rural landscape, of appropriate location, scale, and form not to compromise the environment, agricultural sustainability, and the scenic, heritage and cultural landscape (following the guidelines contained in "Western Cape Land Use Planning: Rural Guidelines").

6.7. Land Use Management Guidelines and Regulations

SM has prepared a draft Integrated Zoning Scheme (IZS) to standardize, review and address the main shortcomings of the current zoning schemes of earlier administrations. These older schemes are the Stellenbosch, Franschhoek, Kayamandi, and Rural Area zoning schemes. Each regulated land in different ways.

The draft IZS was approved by Council during October 2017 to enable a second round of public participation. Additional comments and inputs received from interested and affected parties will be reviewed and the edited IZS will be submitted to Council for adoption during 2019.

The MSDF and IZS are aligned in that both planning instruments pursue the same objectives. For example, the IZS provides for:

- A Natural Environment Zone, aimed at protecting assets of nature while conditionally providing for other associated uses, including access routes, sports activities, and tourist facilities and accommodation, which ensures enjoyment of these areas for leisure and recreation.
- An Agricultural and Rural Zone, aimed at protecting productive agricultural land while also enabling the diversification of farm income and provision of services to agri-workers.

- Overlay zones recognizing the unique characteristics of the Stellenbosch, Franschhoek, Jonkershoek Valley, Dwars River Valley, and Ida's Valley historical areas, scenic routes across the Municipal area, and specific local economic areas.
- The densification of traditional residential areas through second dwellings, guest establishments and provisions for home-based work.

Some of the major interventions proposed in the MSDF may require additions to the IZS. For example, development of the Adam Tas Corridor may be assisted through an overlay zone, outlining land use parameters and processes specific to the development area. This, however, will be clarified as the project specifications are finalised (anticipated during the 2019/ 20 business year).

Similarly, it would be justifiably to include a university overlay zone, incorporating special provisions related to university activities and space. Ideally, this overlay zone should also include private property largely used for student residential accommodation. This overlay zone can be finalised in parallel with university master planning.

6.8. Implications for Inter-Municipal Planning

The sections below summarises general and place-specific issues related to spatial planning and land use management impacting on SM within the context of neighbouring municipalities.

6.8.1. General inter-municipal planning issues

It would appear that municipalities adjoining the CCT are experiencing (as a result of a combination of factors related to land availability and price, traffic congestion, and lifestyle demand), increased demand for:

- The location of corporate headquarters and centralised, large, space extensive

warehousing/ logistic complexes proximate to major inter regional routes.

- Lifestyle residential "estates", proximate to nature.
- Low income settlement opportunity in less "competitive" locations with easier access to social facilities, work, and lower travel cost.

These demands manifest in increased stress on the adjoining municipalities' ability to curtail the sprawl of settlements and protect agricultural land, and to meet "own" demands for lower income settlement opportunity and associated social facilities. Importantly also, it requires an inter-municipal view of the role of the N1 corridor in the metropolitan space-economy.

The issue of low income settlement opportunity is particularly significant. As indicated in the CCT MSDF, the City has to deliver some 35 000 housing opportunities each year – over 20 years – to meet the current backlog. Actual delivery is far lower, and, as a result, the MSDF notes a transition from formal, market-led housing supply, to informal solutions. There is no doubt that the demand for housing of residents and workers in the CCT's, is beginning to "spill-over" to adjoining settlements and municipalities, where land invasions are occurring for the first time.

In some ways it would appear that municipalities adjoining the CCT are now confronted with significant challenges not experienced before, and directly related to the CCT. Arguably, municipalities adjoining the CCT are not resourced to manage these pressures on their own.

The existing institutional response to these challenges – contained in municipal policy documents – is primarily that it is a spatial issue, to be addressed by collaborative planning forums between municipalities.

As indicated in the CCT MSDF, "Cape Town functions within a regional spatial structure, where the settlements, transport network, agricultural

resources and natural systems all interact in a system supporting the economy, services and food security." The same applies to adjoining municipalities. It is doubtful whether spatial planning, or collaborative forums comprising planners from the relevant municipalities, will succeed in managing the pressures associated

with the current settlement "system". Increasingly, the argument could be made for a metropolitan-wide planning authority dealing with inter-municipal planning issues, and the associated resourcing required.

6.8.2. Place-specific inter-municipal planning issues

The table below summarises key place-specific inter-municipal planning issues. As a basis, the issues and comments as contained in the Cape Town MSDF are listed, expanded upon with comments from the perspective of the Stellenbosch MSDF.

Table 37. Place-specific inter-municipal planning issues

URBAN GROWTH ISSUE	MANAGEMENT REQUIREMENT (AS STATED IN THE CAPE TOWN SDF)	STELLENBOSCH MSDF VIEW
DE NOVO		
<p>Uncertainty regarding the future function and development of provincial land located off Old Paarl Road (R101) in the SM area, directly abutting the CCT-SM boundary east of Bloekombos. Historically the land was farmed but it is subject to escalating urban development pressures.</p>	<ul style="list-style-type: none"> There is increasing urban growth pressure in the north-eastern metro-corridor. As the Du Novo land is in close proximity to the Paarl-Cape Town commuter railway line, the R101 and N1, it is subject to escalating development pressure. In making a decision on its future, consideration needs to be given to its past use for intensive agriculture, especially as favourable soil types and access to the Stellenbosch (Theewaterskloof) Irrigation Scheme underscore its agricultural significance. Its location abutting the CCT-SM boundary, and in close proximity to the Bloekombos settlement, necessitates that the two municipalities collaborate in assessing the optimum and sustainable use of the De Novo land. 	<ul style="list-style-type: none"> From the perspective of the Stellenbosch MSDF, there is no doubt that there will be increasing pressure for development along the whole of the N1 corridor, including the old Main Road, from the CCT boundary through to DM (including Ben Bernard). Ideally, this corridor requires a inter-municipal planning intervention, together with the WCG. The initiative should identify areas to be prioritized for development, areas to be left for agriculture and the continuity of natural systems, phasing, and so on. SM is of the view that, over the short to medium term, Klapmuts should be prioritized.
KLAPMUTS		
<p>Both Stellenbosch and Drakenstein municipalities have identified Klapmuts as a prospective sub-regional urban node along the N1. Residential and industrial development opportunities have been identified north and south of the N1, and the area has also been identified as having potential to serve as a regional freight logistics hub.</p>	<p>To take develop proposals forward the following needs to be considered:</p> <ul style="list-style-type: none"> Existing infrastructure (i.e. N1, R101, R44 and the Paarl-Bellville railway line and station) which dictate the location of certain transport, modal change or break-of-bulk land uses. The existing development footprint of Klapmuts as well as potential development land parcels including land north of the N1 and the N1-R101- railway line corridor east of Klapmuts, the latter extending up to Paarl South Industria and including a proposed green logistics hub. Potential for an inland port and agri-processing, packaging and dispatch platform. Avoiding daily movement across the N1 between place of work and residence or social facilities. Achieving an appropriate metro gateway. A collaborative sub-regional growth management spatial framework between the Stellenbosch and Drakenstein municipalities in order to avoid unsustainable "twin developments". 	<p>The SM MSDF supports development of Klapmuts (north and south) as a significant area of economic opportunity – located on the metropolitan area's major freight route – and place of settlement proximate to work opportunity. The Distell led development of Farm 736/RE is supported, unlocking work opportunity for a significant community in an area of lesser agricultural opportunity and nature/ cultural value. Key considerations into the future include:</p> <ul style="list-style-type: none"> Realistic assumptions about the extent of future land use categories and take-up rates. Careful consideration of land use change east of Farm 736/RE. NMT integration of the north and south across the N1. Careful consideration of high-end, gated residential development capitalising on the private vehicular accessibility of Klapmuts. <p>The area stretching from Klapmuts to Paarl, situated between the N1 and Old Paarl Road – including Ben Bernard – appears to have significant metropolitan-wide potential for enterprises depending on good freight access. Its future should also be the subject of inter-municipal planning.</p>

Table 38. Place-specific inter-municipal planning issues (cont.)

URBAN GROWTH ISSUE	MANAGEMENT REQUIREMENT (AS STATED IN THE CAPE TOWN SDF)	STELLENBOSCH MSDF VIEW
SIMONDIUM / GROOT DRAKENSTEIN		
<p>The threat of ribbon-development along the DR45 between Simondium and Groot Drakenstein impacts on both the scenic tourism route and significant heritage and agricultural working landscapes.</p>	<p>The close proximity of Simondium and Groot Drakenstein either side of the Drakenstein and Stellenbosch municipal boundary requires co-ordination of their respective municipal urban development programmes in order to ensure:</p> <ul style="list-style-type: none"> • Limiting ribbon development along the R45 and a restricting settlement footprint along such route. • Containing growth of the settlements through infill, densification and strict management urban edges. • Appropriate development abutting the R45. • Appropriate usage of underdeveloped tracts of land between the two settlements (e.g. the Bien Donne provincial land) in order to retain/ reinforce the natural, heritage and agricultural working landscapes. 	<ul style="list-style-type: none"> • From the perspective of the Stellenbosch MSDF, the areas towards Franschhoek – and including smaller settlements – offer less livelihood opportunity than the Baden Powell-Adam Tas-R304 corridor and contain high value nature, culture and agricultural assets. It is not the appropriate focus for accommodating significant new growth. The Paarl/ Franschhoek corridor is progressively occupied by those who can – for now – bridge space in private vehicles, in the process displacing agricultural land. Further mono-functional, gated residential development in the area should be resisted, and livelihood and settlement conditions in existing settlements be improved without enabling significant new growth. • A specific concern to SM is that the extent and nature of development in the southern parts of DM will increase pressure for state assisted housing in and around Franschhoek as little affordable housing is provided as part of the new developments along the R45.
ZEVENWACHT / BOTTELARY HILLS		
<p>There is a threat to the visual amenity of the Bottelary Hills within the eastern visual envelope of the metro area.</p>	<ul style="list-style-type: none"> • Increased demand for residential development extending northwards from Polkadraai Road (M12) to Bottelary Road (M23) including Zevenwacht, Klein Zevenwacht and Haasendal, given the following: <ul style="list-style-type: none"> - Metropolitan access via the Stellenbosch Arterial/ Polkadraai Road (M12), as well as east-west linkages (e.g. Saxdowns Road). - Up-slope localities (e.g. Langverwacht Road) enjoying panoramic views of the Peninsula. - Close proximity to world-renowned vineyards and wineries (Zevenwacht, Hazendal). • Such urban growth is eroding the visual amenity of the Bottelary Hills, impacting on the agricultural working landscape and prompting demand for developments within adjacent areas in the Stellenbosch municipal area enjoying similar locational advantages. • Accordingly, cross-boundary urban growth management collaboration is required between the CCT and Stellenbosch Municipality to ensure that the visual, natural and agricultural integrity of the Bottelary Hills is maintained. 	<p>Given the location of the area, and access, pressure for development is expected. The CCT should hold its urban edge, while there appears to be significant infill (lower income) housing opportunity east of Van Riebeeck Road between Polkadraai Road and Baden Powell Road.</p>

Table 39. Place-specific inter-municipal planning issues (cont.)

URBAN GROWTH ISSUE	MANAGEMENT REQUIREMENT (AS STATED IN THE CAPE TOWN SDF)	STELLENBOSCH MSDF VIEW
FAURE		
<p>There is a development threat to "winelands" in the Faure Hills.</p>	<ul style="list-style-type: none"> • Residential development within the CCT municipal boundary between Faure and Firgrove including Croydon Vineyard Estate, Croydon Olive Estate, Kelderhof Country Estate, and Sitari Fields, is prompting demand for similar residential developments to the north of the CCT municipal boundary and urban edge within the Faure Hills. The location of such demand within the Stellenbosch municipal area is motivated by developers given the following: <ul style="list-style-type: none"> - Convenient linkages to bulk services within the downslope CCT developments. - Access to potable water given the nearby Faure water-works and reservoir. - Being highly accessible given the proximity of the N2 and R102. - Panoramic views of False Bay and the Peninsula. - Being within a viticulture area with access to renowned wineries (e.g. Vergenoegd) and within close proximity to Dreamworld. • Such development outside the CCT urban edge will impact directly on the "winelands" within the SM area. Accordingly, a collaborative urban edge/ municipal boundary assessment undertaken by CCT and SM is required to soften the CCT urban edge, especially where such edge coincides with the municipal boundary and directly abuts vineyards. This would serve to lessen the threat to the adjacent viticulture areas and address the misperception of developers regarding extending the urban edge within the Faure Hills to benefit from its locational advantages. 	<p>Further encroachment of agricultural land should be resisted. Arguably, however, it is development supported by the CCT that has led to significant pressure on agriculture and nature areas within SM.</p>
HELDERBERG HILLS		
<p>Settlement model roll-out threatens to agricultural working and heritage landscapes between Stellenbosch and Helderberg.</p>	<ul style="list-style-type: none"> • Settlement types, their roll-out and management within the Stellenbosch-Helderberg rural interface area demonstrates the following settlement policy disparities: <ul style="list-style-type: none"> - A CCT settlement policy underpinned by strict settlement growth management (i.e. containment) and limited non-agricultural and new settlement development in its rural area. - A SM settlement policy focussing on "inter-connected nodes" with existing rural and urban settlement transformation through densification and extension. • The roll-out of the "inter-connected node" settlement model within the Stellenbosch-Helderberg interface rural area raises concern in the following respects: <ul style="list-style-type: none"> - Various urban settlement forms, architectural styles and land use components not compatible with the existing heritage and agricultural working landscape (e.g. James Town/ De Zalze node). - Promotion of ribbon development along the R44 (e.g. James Town/ De Zalze node). - Development or extension of inter-connected nodes in close proximity to the CCT urban edge (e.g. Raithby, De Wynlanden Estate) with such developments prompting similar development demand outside the CCT urban edge. • Ensuring the integrity of heritage and agricultural working landscapes that comprise the Stellenbosch-Helderberg rural interface requires a CCT-SM collaborative planning forum to achieve synergy between the disparate settlement policies. 	<p>The concept of "inter-connected" nodes contained in the previous Stellenbosch MSDF is mis-represented by the CCT. The concept acknowledges the existence of existing settlements – including Raithby – but does not necessarily imply its further development. This notion is re-affirmed in the new MSDF. In many ways, the CCT, through allowing land use change, created extreme pressure on agricultural land within the jurisdiction of SM.</p>

CATALYTIC INITIATIVES

Adam Tas Corridor

The most strategically located land in Stellenbosch town comprises large industrial spaces, including land previously occupied by Cape Sawmills and Distell facilities. A significant proportion of these have been vacated or will be vacated in the foreseeable future in response to changes in the operating context of manufacturing enterprises.

Thoughtful redevelopment of these spaces – at scale – can contribute meaningfully to meeting existing challenges and MSDF objectives.

In simple terms, the concept is to launch the restructuring of Stellenbosch town through redevelopment of the Adam Tas Corridor, the area stretching along the R310 and R44 along the foot of Papegaaiberg from the disused Cape Sawmills site in the west to Kayamandi and Cloeteville in the north.

It forms the western edge to the town but is not well integrated with the rest of Stellenbosch, largely because of the barrier/ severance effect of the R44 and the railway line. Much of the area has a manufacturing use history. It includes the disused sawmill site, the government owned Droë Dyke area, Distell's Adam Tas facility, Oude Libertas, various Remgro property assets, Bosman's Crossing, the rail station, Bergkelder complex, Van der Stel sports complex, the George Blake Road area, and parts of Kayamandi and Cloeteville. Underutilised and disused land in the area measures more than 300ha.

Conceptually, a linear new district within Stellenbosch is envisaged adjacent to and straddling (in places) Adam Tas Road, the R44, and railway line. Overall, development should be mixed, high density and favour access by pedestrians and cyclists.

A central movement system (with an emphasis on public transport and NMT) forms the spine of the area, and is linked to adjacent districts south

and west of the corridor. The corridor retains west-east and north-south vehicular movement (both destined for Stellenbosch town and through movement) as well as the rail line. Remote parking facilities will form part of the corridor concept, with passengers transferring via public transport, cycling and walking to reach destinations within the town of Stellenbosch. The R44 and rail line specifically could be bridged in parts to enable integration across the corridor to access adjacent areas.

The corridor is not envisaged as homogenous along its length, with uses and built form responding to existing conditions and its relationship with surrounding areas. Conceptually, three areas could be defined, each linked through a sub-district.

- The southern district comprises the disused sawmill site, Droë Dyke, and the Adam Tas complex. It can accommodate a mix of high density residential and commercial uses, as well as public facilities (including sports fields).
- The central district is the largest, including Bosman's Crossing, the Bergkelder, and the Van der Stel Sports complex. Here, development should be the most intense, comprising a mix of commercial, institutional, and high density residential use. The "seam" between this district and west Stellenbosch is Die Braak and Rhenish complex. The southern and central districts are linked through Oude Libertas. Oude Libertas remains a public place, although some infill development (comprising additional public/ educational facilities) is possible.
- The northern district focuses on the southern parts of Kayamandi. The central and northern districts are linked through George Blake Road. This area effectively becomes the "main street" of Kayamandi, a focus for commercial, institutional, and high density residential use integrated with the rest of the corridor and western Stellenbosch town.

Along the corridor as a whole – depending on local conditions – significant re-use of existing

buildings is envisaged. This is seen as a fundamental prerequisite for diversity, in built character and activity (as reuse offers the opportunity for great variety of spaces). Aspects of the industrial use history of the area should remain visible. A range of housing types, in the form of apartments should be provided, accommodating different income groups and family types.

Redevelopment in terms of the concept offers the opportunity to:

- Grow Stellenbosch town – and accommodate existing demand – in a manner which prevents sprawl, and create conditions for efficient, creative living and working.
- Stimulate and act as a catalyst for the development of improved public transport and NMT
- Rethink and reconstruct infrastructure, and particularly the movement system, including the possible partial grade separation of east-west and north-south movement systems, in turn, integrating the east and west of town and releasing land for development.
- Integrate Kayamandi and Stellenbosch town seamlessly.
- Shift new development focus to the west of town, with Die Braak and Rhenish complex forming the center and seam between the new west and east of Stellenbosch town.
- Accommodate the parking of vehicles on the edge of town whilst the corridor provides for and promotes a greater focus on pedestrianism and cycling into the core town.
- Accommodate uses which meet urgent needs, specifically higher density housing and university expansion, also assisting in establishing a compact, less sprawling town, public transport, and pedestrianism.
- Increases land value east of the R44 and in the area between Kayamandi and the Bergkelder complex. Existing manufacturing enterprises can gradually

relocate to the north, closer to the N1 logistics corridor (as planned by Distell for their operations).

A spatial plan for the corridor is needed. This plan should spell out – in broad terms – what activities should ideally happen where (and in what form), where to start, and what infrastructure is anticipated by when. However, a spatial plan is not enough. The preparation of the plan has to be situated within a broader surround of development and transport objectives, institutional arrangements and agreements, and parallel professional work streams.

Institutional arrangements are critical. It would include broad agreement between land owners and the municipality to pursue the corridor development, the objectives to be sought, how to resource the work, and associated processes.

It would appear that the private sector is best situated to lead the initiative. Land owners – unlike the municipality – have the resources to undertake planning.

Parallel work streams should explore:

- Economic modelling of development options.
- Corridor access and mobility planning and scenario modelling.
- How ordinary citizens with limited material wealth can benefit from the development.
- The nature of efficient, “smart” infrastructure to support living, services, and business.

Critically, development of the corridor needs to be supported by broader strategies impacting on Stellenbosch town as a whole. These include:

- Focusing University functions on the town (as opposed to decentralisation).
- Private vehicle demand management (specifically to curtail the use of private vehicles for short trips within the town).

Critical also, both for the Adam Tas Corridor and the broader Baden Powell-Adam Tas-R304

development corridor is to explore the feasibility of introducing a more reliable and frequent rail service along the Eerste River-Stellenbosch-Muldersvlei-Klapmuts rail line. The aim should be to have a more frequent passenger service along the corridor, and connected larger and smaller settlements. Safe crossing of rail infrastructure also requires specific attention.

At the time of submission of the MSDF, considerable progress has been made by and owners, the municipality, WCG, and the University, to prepare for joint planning of the Adam Tas Corridor.

The Adam Tas Corridor is a significant opportunity, similar in potential scope and impact over generations to the establishment of the university, the Rupert-initiated drive to save and sustain historic precincts and places, and the declaration of core nature areas for preservation. It is a very large project, some five times the extent of the successful Victoria & Alfred Waterfront (V & AW) in Cape Town.

It involves more stakeholders and land owners than the V & AW did, and similarly challenging obstacles. It will require sustained, committed work over a prolonged period of time, trade-offs, and a departure of current norms.

Given the scope and complexity of the project, the immediate focus is to understand what it will take to achieve mindful redevelopment of the corridor. Its feasibility, dependencies, and risks need to be fully understood with a view to making recommendations to land owners and other parties involved as to how to proceed in the most responsible way.



6.9.2. Development of Klapmuts

The Greater Cape Metro Regional Spatial Implementation Framework (RSIF) contains very specific policy directives related to Klapmuts, aimed at addressing pressing sub-regional and local space economy issues. Key policy objectives include:

- Using infrastructure assets (e.g. key movement routes) as “drivers” of economic development and job creation.
- Recognition that existing infrastructure in the area (i.e. N1, R101, R44 and the Paarl-Bellville railway line and station) dictate the location of certain transport, modal change or break-of-bulk land uses.
- Recognition of the Klapmuts area as a significant new regional economic node within metropolitan area and spatial target for developing a “consolidated platform for export of processed agri-food products (e.g. inland packaging and containerisation port)” and “an inter-municipal growth management priority”.
- The consolidation of and support for existing and emerging regional economic nodes as they offer the best prospects to generate jobs and stimulate innovation.
- The clustering of economic infrastructure and facilities along public transport routes.
- Maintaining valuable agricultural and nature assets.
- Providing work opportunity in proximity to living areas.

There is no doubt that Klapmuts is a potentially significant centre for economic activity and residence within the metropolitan region and SM, located as it is on the N1 transport corridor which carries 93% of metropolitan freight traffic. To date, the settlement is characterized by residential use and limited commercial and work-related activity. Public sector resource constraints have prevented the infrastructure investment required to enable

and unlock the full potential of the area for private sector economic development as envisaged in the GCM RSIF.

The decision by Distell Limited to relocate to and consolidate its operations in Klapmuts is critical to commence more balanced development of the settlement. Distell Limited proposes to develop a beverage production, bottling, warehousing and distribution facility on Paarl Farm 736/RE, located north of the N1, consolidating certain existing cellars, processing plants, and distribution centres in the Greater Cape Town area. The farm measures some 200 ha in extent. The beverage production, bottling, warehousing and distribution facility will take up approximately 53 ha.

The project proposal includes commercial and mixed-use development on the remainder of the site which is not environmentally sensitive to provide opportunities both for Distell's suppliers to co-locate, and for other business development in the Klapmuts North area. The site does not have municipal services, and the proposed development will therefore require the installation of bulk service infrastructure, including water, wastewater treatment, stormwater, electricity, and internal roads. (See Figure 54 for the Development Framework).

Significant progress has been made in planning for a “Innovation Precinct” or “Smart City” district west of but contiguous to Klapmuts south. This include a land agreement with the University of Stellenbosch to possibly establish university related activities in this area. The urban edge has been adjusted in recognition of the opportunity associated with this initiative (See Figure 55 for the concept Development Framework).

A number of issues require specific care in managing the development of Klapmuts over the short to medium term.

- The first is speculative applications for land use change on the back of the proposed Distell development. Already, a draft local plan

prepared by DM has indicated very extensive development east of Farm 736/RE. Distell will not fund the extensive infrastructure required to unlock development here, and arguably, land use change to the east of Farm 736/RE could detract from the opportunity inherent in Farm 736/RE.

- The second is the linkages between Klapmuts north and south, specifically along Groenfontein Road and a possible NMT crossing over the N1 linking residential areas south of the N1 directly with Farm 736/RE. Without these linkages, residents to the south of the N1 will not be able to benefit from the opportunity enabled north of the N1.
- The third is speculative higher income residential development in the Klapmuts area, based on the area's regional vehicular accessibility. Higher income development is not a problem in and of itself, but ideally it should not be in the form of low density gated communities.

Given that management of Klapmuts is split between DM and SM (respectively responsible for the area north and south of the N1), special arrangements will be required to ensure that the settlement as a whole develops responsibly, in a manner which ensures thoughtful prioritization, infrastructure investment, and opportunity for a range of income groups.

Arguably, recent LSDF planning work commissioned by DM for the area east of Farm 736/RE begins to illustrate the problem of insufficient coordinated planning. The LSDF envisages a very significant extent of development for Klapmuts North. Specifically, in terms of a 20-year growth trajectory, Commercial Office development of 912 354m² is envisaged, Commercial Retail development of 187 839m², and General Light Industrial Development of 370 120m². A number of issues emerge:

Firstly, the realism of these land use projections within the context of the regional economy is questioned. To illustrate:

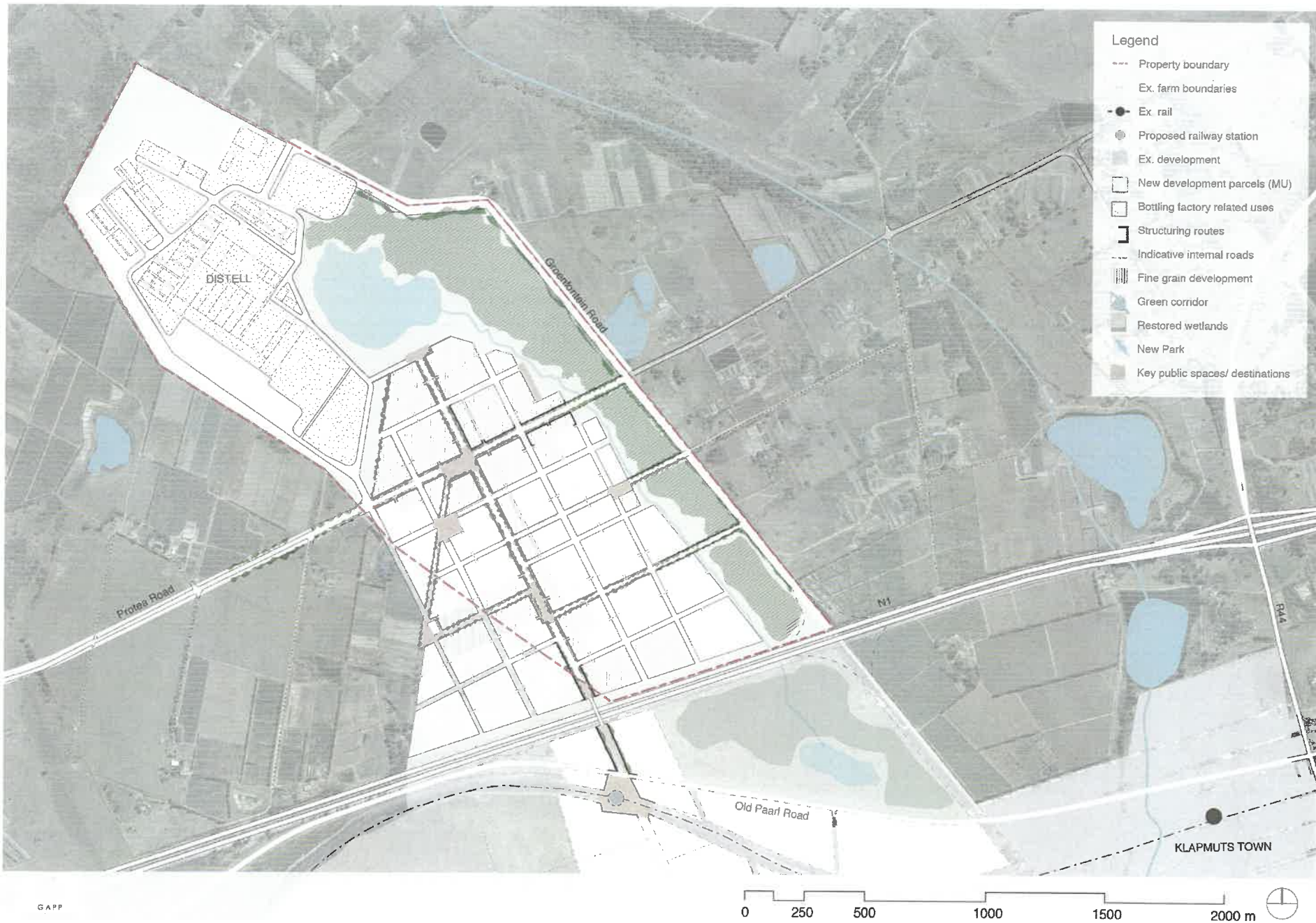


Figure 55. The proposed development by Distell on Farm 736/RE, Klapmuts (GAPP Architects)

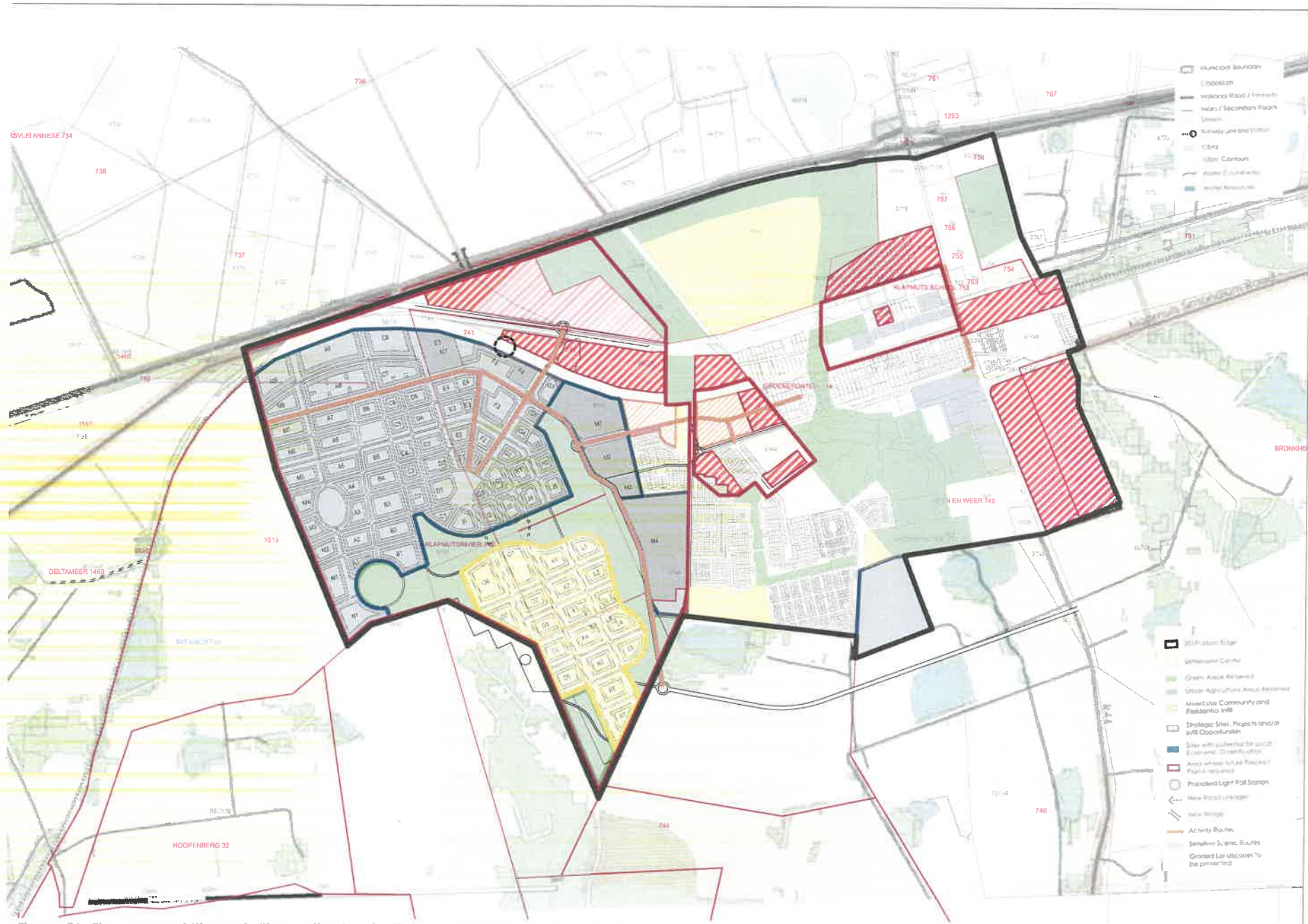


Figure 56. The proposed Klapmuts "Innovation Precinct" Concept (Osmond Lange Architects and Planners)

- Considering the envisaged Commercial Office allocation, it is noted that Cape Town CBD currently has some 940 000m² of office space, Sandton in Gauteng is larger at over 1,2m m² of Commercial Office space, Midrand at some 640 000m², and Century City (some 20 years in the making) at some 340 000m².
- In relation to Commercial Retail space, it is noted that more of this use is envisaged for Klapmuts North than Century City's current 140 000m².
- While 370 120m² is provided for General Light Industrial Development, the proposed Distell distribution centre alone will comprise 125 000m², and many new logistic centres recently completed in the Kraaifontein/ Brackenfell area range in size between 45 000m² and 120 000m². The master plan prepared as part of the acquisition process of Farm 736/RE foresee significantly more light industrial floor area than the 370 120m² indicated in the LSDF.

Secondly, these land use allocations need to be viewed against the policy context, which sees Klapmuts as a regional freight/ logistics hub – with a focus on job creation – and establishing a balanced community. It would appear that the LSDF over-emphasises commercial office and retail development, “exploiting” the areas’ access to regional vehicular routes, and private vehicular access, at the expense of job creation at scale – and establishing a regional light industrial hub – serving an existing poorer community in proximity to a freight movement corridor.

Thirdly, it is maintained that the infrastructure service requirements – and affordability – of the projected land use allocations are understated. For example, it is known that any development north of the N1 over and above the proposed Distell distribution centre of 125 000m² will involve very costly reconfiguration and augmentation of intersections with the N1. It would be irresponsible to create expectations around land use without these

associated requirements being resolved to a fair degree of detail.

Finally, Farm 736/RE is remarkably unique; comprising some of the least valuable agricultural land within the Paarl/ Stellenbosch area. It would appear that the LSDF, given the development process for Farm 736/RE, assumes that adjacent land to the east, of higher agricultural value, should also be developed.

6.9.3. Alternative rail service along the Baden Powell Drive-Adam Tas-R304 corridor

As indicated above, it is critical, both for the Adam Tas Corridor and the broader Baden Powell-Adam Tas-R304 development corridor to explore the feasibility of introducing a more frequent and reliable rail service along the Eerste River-Stellenbosch-Muldersvlei-Klapmuts rail line. The aim should be to have a more frequent passenger service along the corridor, connecting larger and smaller settlements. Lighter rail stock – possibly in the form of a “tram” system has been suggested – offering the advantage of safe at grade crossing of the rail line and other modes of transport, in turn, enabling “lighter” infrastructure support for settlement development and concomitant cost savings. Alternatively, the viability of a regular bus service along this route should be explored. The SM should commence engagements with PRASA in this regard.

As argued elsewhere in this document, Stellenbosch town and Klapmuts should be the focus for significant settlement growth. It is here, by virtue of settlement location in relation to broader regional networks and existing opportunity within settlements, that the needs of most people can be met, in a compact settlement form while protecting the Municipality's nature and agricultural assets.

Over the longer term, Muldersvlei/ Koelenhof and Vlottenburg along the Baden Powell-Adam Tas-R304 corridor could possibly accommodate more growth, and be established as inclusive

settlements offering a range of opportunities. However, much work needs to be done to ensure the appropriate make-up of these settlements (including each providing opportunity for a range of income groups) and integration with the corridor in terms of public transport.

The smaller settlements are therefore not prioritised for significant development over the MSDF period. Should significant development be enabled in these areas now, it is likely to be focused on private vehicular use and higher income groups, and will in all probability reduce the potential of initiatives to transform Stellenbosch town and Klapmuts.

6.10. Further Planning Work

6.10.1. Future settlement along the Baden Powell Drive-Adam Tas-R304 corridor

As indicated above, over the longer term, Muldersvlei/ Koelenhof and Vlottenburg along the Baden Powell-Adam Tas-R304 corridor could possibly accommodate more growth, and be established as inclusive settlements offering a range of opportunities. However, these settlements are not prioritised for development at this stage. Critical pre-conditions for significant development include:

- The measures required to ensure that settlements provide for a range of housing types and income groups (in a balanced manner).
- Establishing regular public transport services between settlements, including services between the expanded smaller settlements and Stellenbosch town.
- Understanding to what extent settlements can provide local employment, in this way minimizing the need for transport to other settlements.

6.10.2. Other local planning initiatives

Ideally, each of the settlements in SM should have a LSDF, applying the principles of the MSDF in more detail. The priority for LSDFs should be determined by the position and role of settlements in the SM settlement hierarchy.

The SM has appointed service providers to investigate and establish the rights for two regional cemetery sites in the municipal area. All the specialist studies have been completed and the Land Use Planning and Environmental applications was submitted and in progress. The first is the proposed Calcutta Memorial Park, located ±10km north-west of Stellenbosch to the east of the R304, on Remainder of Farm 29, Stellenbosch RD. The second is Louws Bos Memorial Park located south-west of Stellenbosch town and south of Annandale Road, on Remainder of Farm 502, Stellenbosch.

6.11. Institutional Arrangements

The SM has dedicated staff resources for spatial planning, land use management, and environmental management organized as the Planning and Economic Development Directorate). Work occurs within the framework set by annually approved Service Delivery and Budget Implementation Plans (aligned with the IDP), decision-making processes and procedures set by Council, and a suite of legislation and regulations guiding spatial planning, land use management, and environmental management (including SPLUMA, LUPA, and the National Environmental Management Act).

The Planning and Economic Development Directorate will facilitate implementation of the MSDF in terms of institutional alignment, including:

- The extent to which the main argument and strategies of the MSDF are incorporated into Annual Reports, annual IDP Reviews, future municipal IDPs, and so on.
- The annual review of the MSDF as part of the IDP review process.

- The extent to which the main argument and strategies of the MSDF inform sector planning and resource allocation.
- The extent to which the main argument and strategies of the MSDF inform land use management decision-making.
- Alignment with and progress in implementing the municipality's Human Settlement Plan and Comprehensive Integrated Transport Plan.
- The mutual responsiveness of the MSDF and national, provincial and regional plans, programmes and actions (including the extent to which MSDF implementation can benefit from national and provincial programmes and funding).

Over and above institutional arrangements in place, it appears that two aspects require specific focus in support of the MSDF.

6.11.1. Inter-municipal planning

The first relates to inter-municipal planning. As indicated elsewhere in the MSDF, SM (and other adjoining municipalities) appears to experience increasing challenges related to development pressure in Cape Town. This pressure is of different kinds. The first is pressure on the agricultural edges of Stellenbosch through residential expansion within Cape Town. The second is migration to SM (whether in the form of corporate decentralization, or both higher and lower income home seekers), leading to pressure on available resources, service capacity, and land within and around the settlements of SM.

While municipal planners do liaise on matters of common concern, there appears to be a need for greater high-level agreement on spatial planning for "both sides" of municipal boundaries. The spatial implications of pressure related to migration to SM could be managed locally, should there be agreement to redevelop existing settlement footprints rather than enabling further green-fields development (as a general rule). However, the municipality's increased resource needs to accommodate new growth – a non-spatial issue – should be acknowledged and addressed.

6.11.2. Private sector joint planning

The second relates to joint planning and action resourced by the private sector, increasingly needed for a number of reasons:

- The municipal human and financial resource base is simply too small to achieve the vision of the MSDF or implement associated strategies and plans.
- Many matters critical to implementing the MSDF fall outside the direct control or core business of the municipality. For example, the Municipality does not necessarily own the land associated with projects critical to achieve MSDF objectives.
- It is increasingly evident that individual land owners are finding it difficult to develop – to make the most of what they have – individually. Specifically, the transport and movement implications of individual proposals require strong and dedicated integration.
- Individual land owners do not necessarily control the extent of land required to undertake inclusive development, focusing on opportunity for a range of income groups. Inclusive development often requires cross-subsidisation, in turn, enabled by larger land parcels and development yields.
- The municipality's focus is often – and understandably so – on the "immediate", or

shorter-term challenges. Much what is needed to implement the MSDF or catalytic projects requires a longer-term view, a committed focus on one challenge, and cushioning from the daily and considerable demands of municipal management.

Partnerships are needed, with different agencies and individuals working in concert with the municipality to implement agreed objectives. Further, partnerships are required between individual corporations and owners of land. The Adam Tas corridor is a prime example: making the most of the disused sawmill site, Bergkelder complex, Van der Stel complex, Die Braak and Rhenish complex – in a manner which contributes to agreed objectives for developing Stellenbosch town – is only possible if various land owners, the municipality, University, and investors work together, including undertaking joint planning, the “pooling” of land resources, sharing of professional costs, infrastructure investment, and so on. The municipality simply do not have the resources – and is overburdened with varied demands in different locations – to lead the work and investment involved.

6.12. Checklists in Support of Decision-Making

To further assist in aligning day-to-day land use and building development management decision-making and detailed planning – public and private – with the MSDF, it is proposed that a “checklist” of questions be employed.

If the initiators of development proposals, applicants, officials, and decision-makers all, in general terms, address the same questions in the conceptualisation, assessment, and decision-making related to proposals, a common, shared “culture” could be established where key tenets of the SDF is considered and followed on a continuous basis.

Although focused on the location, nature, and form of activities in space, the checklist incorporates

questions addressing issues beyond space, including matters of resource management, finance, institutional sustainability, and so on.

It is not envisaged that the checklist be followed slavishly in considering every development proposal. Yet, its use is important in ensuring that relevant issues be addressed and discussed to enable decision-making in line with the MSDF and broader provincial and national planning policy. If, in assessing a proposal or project, posing a question results in a negative answer, the proposal probably requires very careful consideration, further work, or change.

The checklist should not be viewed as static. Rather, it should be reviewed periodically and in parallel with the MSDF review – perhaps under the leadership of the Municipal Planning Tribunal and with input from all stakeholders – to reflect the municipal spatial planning agenda and challenges.

It is proposed that the questions – together with the SPLUMA principles, and the key SDF strategies and policies – are packaged in an easy-to-use and accessible form to facilitate wide usage.

Table 40. Checklists

CHECKLIST QUESTION OR ISSUE	YES	NO
BIOPHYSICAL RESOURCES		
Is the proposal located in or does it impact on a formally protected area, Critical Biodiversity Area, or Ecological Support Area?		
Can associated impacts be managed without diminishing the integrity of the formally protected area, Critical Biodiversity Area, or Ecological Support Area?		
Does the proposal protect, maintain, or enhance the sustainability of existing ecological systems and services?		
Will the proposal result in a loss of agricultural land or impede the viable use of agricultural land?		
Does the proposal assist to diversify agriculture, enable broader access to agricultural opportunity, and increase food security?		
Is the proposal located within, on, or outside the proposed urban edge?		
If on the edge of a settlement or green space, does the proposal assist in defining and protecting that edge better and more appropriately than at present?		
Is the proposal situated within a river or wetland setback, or a flood line?		
Does the project enable enhanced and appropriate public access to natural resources, amenity, and recreational opportunity?		
Has the project considered recycling, rainwater collection, and alternative energy generation?		
SCENIC LANDSCAPES, SCENIC ROUTES AND SPECIAL PLACE OF ARRIVAL		
Does the proposal impact on a scenic landscape, scenic routes, or special place of arrival?		
Can associated impacts be managed and minimised without diminishing the integrity of the scenic landscape, scenic routes, or special place of arrival?		
HISTORICALLY OR CULTURALLY SIGNIFICANT PRECINCTS OR PLACES		
Does the proposal impact on a historic or culturally significant precinct, place, or structure?		
Has the proposal considered the re-use of an existing precinct, place, or structure to ensure preserving or exposing its historical or cultural significance?		
Does the proposal enable the inclusive expression and celebration of culture, old and new?		
SETTLEMENT ROLE AND HIERARCHY		
Does the proposal fit the proposed role of the settlement outlined in the MSDF, its position in the settlement hierarchy, and associated development/ management approach?		
MOVEMENT INFRASTRUCTURE		
Does the nature and alignment of the route accord with the provisions of the MSDF?		
Is the proposed new route structurally significant in that it improves connectivity between different areas?		
Does the route fill an important gap in the movement network?		
Does the route promote public and NMT transport?		
Has the costs and benefits of the route been fully assessed?		
Has the design of the route or road infrastructure considered other associated benefits, including the development of small market spaces and infrastructure for emerging entrepreneurs?		

Table 41. Checklists (cont.)

CHECKLIST QUESTION OR ISSUE	YES	NO
NATURE AND FORM OF DEVELOPMENT		
Does the proposal promote compact, dense, mixed use development which makes the best use of land, reduces car dependence, and enables public and NMT?		
Has the proposal considered how it responds to and is integrated with public transport/ NMT and social facilities planning?		
Is the proposal enterprising and transformative in that it is likely to stimulate desirable change within its broader precinct and context?		
Does the proposal expand housing opportunity for a broader range of groups, including lower income groups and students?		
Will the proposal "lock-out" desirable development and opportunity elsewhere by virtue of its location and scale (and through that attracting development energy in a direction not supported by the MSDf)?		
Does the project support inclusion, including providing a range of housing types and/ or opportunity for small/ emerging entrepreneurs.		
Has the proposal made the best use of existing structures on its site?		
UPGRADING AND INTEGRATION OF SETTLEMENTS		
Does the project contribute to the upgrading of an informal settlement or affordable housing area?		
Does the project assist to integrate informal settlements and affordable housing areas with existing centres of commercial activity and employment?		
Does the project significantly increase the size of an existing informal settlement area?		
GOVERNMENT / PUBLICLY ASSISTED HOUSING		
Does the proposal enable residential infill, densification, and a compact settlement structure?		
Is the project located in an area where the value of assets is likely to increase (in that way assisting to curtail the proportion of indigent citizens)?		
Is the scale of the project appropriate in terms of not creating clusters of poverty?		
Are there adequate social and economic opportunities associated with the project?		
Is the project closely integrated with surrounding areas?		
Is the ratio between net and gross densities appropriate?		
Does the project promote appropriate choice in terms of unit, type, size, progressive completion, price, and tenure?		
Does the proposed erf sizes, units, and type enable changes to the unit which respond to new household needs?		
Is the housing provided used creatively to define public space?		
SOCIAL FACILITIES		
Is the proposed location appropriate for the order or scale of social facility proposed?		
Has the proposal considered the upgrading or enhancement of existing social facilities as opposed to building a new one?		
Does the project promote the clustering of social facilities in a manner which enhances user convenience, sharing, and efficient, cost effective facility management?		
Has the proposal considered the possibility of high-density housing as an integral part of the project?		
Does the facility help to define public space and is the frontage onto the street active?		
Has recycling, rainwater collection, and solar energy mechanisms been considered to minimise the long term operational costs of the facility?		

Table 42. Checklists (cont.)

CHECKLIST QUESTION OR ISSUE	YES	NO
PUBLIC SPACE		
Is the space associated with high pedestrian flows?		
Do surrounding activities enhance the use of the space (at all hours)?		
Are the edges of the space well defined?		
Is the scale of the space adequate for its potential functions?		
Is the space comfortable in terms of a human scale?		
Are the materials to be used robust enough to accommodate heavy public use?		
COMMERCIAL DEVELOPMENT		
Is the project located in a recognised business centre or in a manner which would serve to integrate an informal settlement or affordable housing area with existing centres of activity?		
Is the project easily accessible by public/ NMT?		
Does the project significantly enhance convenience and non-motorised access in hitherto unserved areas?		
Does the project place unreasonable strain on existing parking and movement routes?		
Does the project promote balance in land use in local areas?		
Does the project promote open and fair market competition and provide opportunity for smaller enterprises?		
Does the project contribute to the public spatial environment and promote a pleasant and safe pedestrian environment (for example, no dead frontages)?		
INFRASTRUCTURE SERVICES		
Does the infrastructure project or investment contribute to secure Stellenbosch Municipality's regional and local space economy?		
Is the proposed infrastructure project encouraging human settlement in the desired direction?		
Does the project or investment improve or extend an existing service rather than being a stand-alone initiative?		
Is the capacity of the service appropriate in terms of future activities and potential activities as outlined in the MSDF?		
Are the potential barrier effects and negative impacts on surrounding uses of the service/ infrastructure minimised?		
Was the use of alternative technologies considered?		
Is creative use made of waste and by products?		

Table 43. Checklists (cont.)

CHECKLIST QUESTION OR ISSUE	YES	NO
CATALYTIC PROJECTS		
Is the project part of a larger catalytic project identified in the MSDF?		
Does the project support the aims, objectives, and development programme of the catalytic project?		
Does the project carry the full support of the institution responsible for managing the catalytic project?		
INSTITUTIONAL ARRANGEMENTS		
Has the project considered partnerships – between different land owners, or land owners and a community or the public sector – to maximise its broader benefits, whether in the livelihood opportunity it offers, making the best use of resources of land, or shared infrastructure provision?		
Has the municipality discussed possible partnerships aimed at maximising the benefits of the project with the project initiator?		
Does the project justify specific institutional arrangements to ensure its implementation and sustainability?		
Has the required institutional arrangements been agreed to and formalised?		
Will the project result in institutional and/ or funding pressure on the municipality?		
Can the municipality accommodate the institutional and/ or funding pressure associated with the project, now and into the future?		

6.13. A Municipal Leadership and Advocacy Agenda related to Spatial Development†

In terms of the Constitution and associated legislation, local government in South Africa has far-reaching obligations and responsibilities. Key is to direct – within the context of national and provincial policy – the provision of services, promotion of a safe and healthy environment, and promotion social and economic development, in a manner which is sustainable. Determining and managing the direction, nature, and form of spatial development within the municipality, is a key function.

Elected representatives carry significant authority in relation to decision-making. Their task is a difficult one. While acting upon the technical work and inputs of officials, elected representatives are often required to deal with and mediate between different needs and requests on a daily basis, whether emanating from a specific sector (e.g. one functional area struggling from a lack of resources to fulfill its services), a community, individual citizen, or the corporate sector.

Arguably, they are also not expected – or have the time – to fully comprehend the technical detail embodied in the work of officials. They should, however, lead at the level of principle, and direct, inspire, and monitor accordingly.

What can a municipal leadership and advocacy agenda look like? What should be foremost on the mind of leadership? What should they be particularly vigilant about, advocate for, and monitor in every initiative? Table 44 below begins to outline such an agenda from the perspective of spatial planning and land use management.

Table 44. A municipal leadership and advocacy agenda from the perspective of spatial planning and land use management

	ISSUE	SPECIFIC CONCERNS RELATED TO THE ISSUE
1	The critical role of the environment in providing ecological services, key to the economy and sustainability of life in general.	<ul style="list-style-type: none"> Activities, development, or ways of providing services which detract from the functioning of the natural environment or places.
2	The critical role of agricultural land – whatever its current use – in providing food security.	<ul style="list-style-type: none"> Activities, development, or ways of providing services which detracts from the current or future use of land for food production or related use.
3	The critical role of historic and cultural assets in the municipal economy.	<ul style="list-style-type: none"> The loss of built or unbuilt cultural places and activities. Inadequate exposure of neglected cultural practices. Inadequate places and opportunity for practicing new forms of cultural expression.
4	The critical need to enable the gradual upgrading of informal settlements.	<ul style="list-style-type: none"> Inadequate forward planning for settlement and the resultant on-going accommodation of new residents in areas already limited in resources and opportunity.
5	The relationship between settlement form (e.g. its density, mix of uses, and extent to which it provides opportunity for different groups) and common-day challenges such as the prospect of all to find sustainable, dignified, livelihoods, traffic congestion, safety, and so on.	<ul style="list-style-type: none"> The relationship between development density and municipal servicing costs. The relationship between development density and the viability of public/ NMT. The relationship between a focus on higher income, "exclusive" development and the need for people to travel from afar to work/ study in Stellenbosch town. The relationship between development density, inclusive and mixed activity, and entrepreneurship opportunity, mutual learning, and innovation. The relationship between 24/ 7 activity and safety.
6	The critical role of social facilities and public space in the lives of ordinary citizens.	<ul style="list-style-type: none"> The developmental role of social facilities and public space. The relationship between the clustering, exposure, and sharing of social facilities (and associated public space), and the quality and sustainability of social service delivery.
7	The critical role of NMT modes to access opportunity, specifically for ordinary citizens.	<ul style="list-style-type: none"> The very high costs of transport infrastructure as compared to other forms of municipal infrastructure services. The relatively small proportion of the population serviced by private vehicles and concomitant cost on the environment.
8	The long-term resource impacts of spatial decisions today on the sustainability of government, communities and enterprises.	<ul style="list-style-type: none"> The long-term costs of urban sprawl and the outward growth of settlements in relation to environmental sustainability, agricultural potential, and the municipal infrastructure maintenance budget.
9	The limitations of municipal resources, and therefore the need to work with the private and community sectors to meet collective objectives.	<ul style="list-style-type: none"> The extent of private and community sector development energy available, and its possible contribution to address challenges if closer aligned to the municipal development agenda.
10	The interrelationship between settlements, and need to work with adjoining municipalities and overarching government structures.	<ul style="list-style-type: none"> The resource constraints of Stellenbosch Municipality, and its preparedness to accommodate impacts related to development pressure in adjoining municipalities.



Part 7.

CAPITAL EXPENDITURE FRAMEWORK

CAPITAL EXPENDITURE FRAMEWORK

Introduction

SPLUMA requires that MSDFs “determine a capital expenditure framework for the municipality’s development programmes, depicted spatially”. SPLUMA does not provide further detail on what this Capital Expenditure Framework (CEF) should include and there is currently no specification for a SPLUMA-compliant CEF. The intention appears to more effectively link the Municipality’s spatial development strategies to one of the primary means with which to implement these strategies, namely the Municipality’s budget and the budgets of other government stakeholders. By providing more specific guidance on what investments should be made where, in what order of priority, alignment between the Municipality’s strategies, plans and policies and development on the ground is better maintained and the risk that budget allocations undermine or contradict the MSDF are mitigated.

The Capital Expenditure Framework (CEF) has become a key tool supporting government’s initiatives to achieve national settlement development and management objectives. The Integrated Urban Development Framework (IUDF), approved by Cabinet in 2016, sets out the national policy framework for transforming and restructuring South Africa’s urban spaces, guided by the vision of creating “livable, safe, resource efficient cities and towns that are socially integrated, economically inclusive and globally competitive”. In addition the IUDF proposes an urban growth model premised on compact and connected cities and towns. With the acceptance of the IUDF as policy, the emphasis has now shifted to implementation.

The IUDF is coordinated by the Department of Cooperative Governance (DOCG), which has set up the institutional arrangements for the coordination of activities across government departments and agencies, under the overall management of an IUDF Working Group on which partner organizations such as National Treasury, organized local government and the World Bank are represented. Within the IUDF, the Intermediate City Municipality Programme (ICM), which includes 39 municipalities, is intended to provide support for the cities in the middle size and density range of the continuum. Stellenbosch Municipality is part of the ICM.

The purpose of the ICMs support strategy is to help translate IUDF policy into practical programmes of action in the ICMs. In so doing the initiative aims to give impetus to achieve the main IUDF goals, which are forging new integrated forms of spatial development; ensuring that people have access to social economic services, opportunities and choices; harnessing urban dynamism to achieve inclusive and sustainable growth; and enhancing the governance capacity of the state and citizens in ICMs.

One element of the implementation of the IUDF is the introduction of a consolidated infrastructure grant and all 39 ICMs are all eligible for the Integrated Urban Development Grant (IUDG) from 2019/ 20. The business plan for the IUDG is a three- year capital programme that is aligned with a long- term CEF. There are a number of key intentions in introducing the CEF as the basis for monitoring the IUDG:

- To ensure that priorities identified in the spatial development framework are translated into capital programmes.

- To promote long-term infrastructure planning.
- To promote infrastructure planning that is better integrated across sectors and spheres and within space.
- To promote a more integrated approach to planning within municipalities that brings together technical, financial and planning expertise.

The DCOG recently prepared a “Guide to preparing a Capital Expenditure Framework (Draft Document)” to provide ICMs with guidance with regard to what a CEF is, what it should include for the purposes of the IUDG, and how to go about a CEF. The Guide defines a CEF as “a consolidated, high-level view of infrastructure investment needs in a municipality over the long term (10 years) that considers not only infrastructure needs but also how these needs can be financed and what impact the required investment in infrastructure will have on the financial viability of the municipality going forward.”

Stellenbosch Municipality has updated the CEF in 2022/2023, in parallel with the MSDF amendment. The updated CEF is incorporated into the SDF as Appendix G. Work on the CEF is on-going, including its alignment with the MSDF.

APPENDICES


B. DEVELOPMENT PROPOSALS RECEIVED DURING PUBLIC COMMENT (2022)

The proposal to amend the SM SDF, 2019 was advertised during September 2022. The public and all interested and affected parties were invited to register as I&AP. In addition the public was provided an opportunity to submit comments to be included in the review of the MSDF, as well as the submissions for development proposal to inform the proposed amendment process of the MSDF. Five (5) development proposals were submitted by the public, of which four (4) were resubmissions from the previous MSDF process, and only one (1) was new.

During this time the CPF initiated the CEF amendment process (2022/2023) and various discussions were held with each of the Directorates around projects that require alignment with the MSDF. During this strategic and spatial alignment phase only two (2) development proposals were submitted for consideration as amendments to the MSDF.

Private and public submissions received are summarised in Tables 51.

Table 51. Summary table of first round comments received as well as associated responses

SUBMISSION	DEVELOPMENT PROPOSAL	COMMENTS/RECOMMENDATIONS
<p>PRIMARY SETTLEMENT SUBMISSIONS</p> <p>SM: INTEGRATED HUMAN SETTLEMENTS</p> <p>STELLENBOSCH</p>	<p>JAMESTOWN PHASE 4</p> <ul style="list-style-type: none"> Portion 3 of Farm No 527, Stellenbosch forms part of the IRDP & FLISP housing programme as noted in the adopted Housing Pipeline (Council resolution 25/05/2022) and forms part of the greater Jamestown development proposed. An estimated 1500 – 2000 service sites and top structures is proposed. 	<ul style="list-style-type: none"> The project forms part of the Municipality's Housing Pipeline and is incorporated in the Municipal 5-year IDP (dated 2022 – 2027). The project is located within the proclaimed Stellenbosch PHDA and will provide new housing opportunities in the GAP Market which is a strategic objective of the Integrated Human Settlements Directorate. The proposal is consistent with the inclusive development supported by the approved SDF and from a strategic spatial alignment perspective, the project falls within the spatially targeted areas i.e. the functional area and priority development area. <p>Recommendation: Include Portion 3 of the Farm No 527 earmarked for urban infill within the urban edge.</p>

SM: WASTE SERVICES

SM: ORGANIC WASTE TRANSFER STATION

- A Portion of Farm 279, Stellenbosch is currently being used as vineyards, an oxidation pond from the WWTW and the Stellenbosch Material Recovery Facility and Recycling.
- The municipality has adopted the IWMP and the SM Organic Waste Diversion Plan (2021) and subsequently appointed a service provider to conduct all the necessary basic assessments (environmental, visual, heritage, civil & traffic) for the submission of a subdivision and rezoning application to urban services.
- Environmental Authorisation has been granted by DEA&DP in April 2021.
- SM Engineering Services Department proposes to expand and cluster the current and proposed waste services, to accommodate the current and future development pressures within Stellenbosch, and Klapmuts.

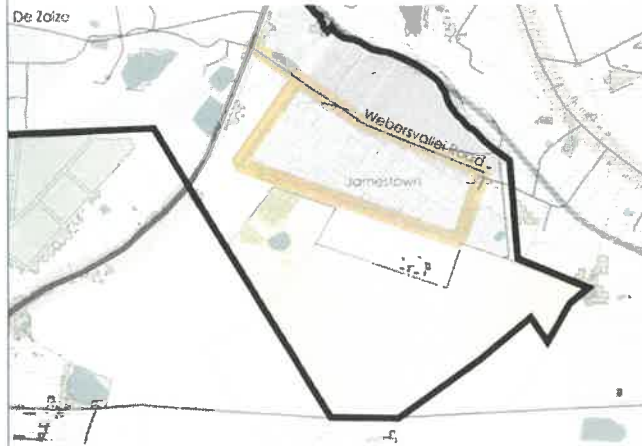


- The proposal is in line with the adopted Council policies (i.e. IWMP and Organic Waste Diversion Plan) and will assist the municipality to reach its target as set by DEA&DP to reduce the organic waste stream by 50% in 2022 and complete diversion (100%) by 2027.
- The municipality owns the property and the proposed land uses is an extension of the current WWTW, landfill and associated uses.
- The project is incorporated in the Municipal 5-year IDP (dated 2022 – 2027).

Recommendation: Include the proposed subdivided portion of Farm 279, Stellenbosch for urban services within the urban edge.

JAMESTOWN WATER ERVEN

- Proposes the exclusion of the water erven from the urban edge on the northern edge of Jamestown due to its high heritage status and to reinforce the planning principles in the MSDF. This will reinforce the municipal administrations assessments on urban developments on these erven and ensure policy coherence and consistent decision-making.
- FSM suggests that the urban edge should be returned to its pre-2010 alignment to run along the edge of Webersvallei Road. All the cadastral units between Webersvallei Road and the Blaauwklippen River which lie east of La Clemence should be excluded from the urban edge.

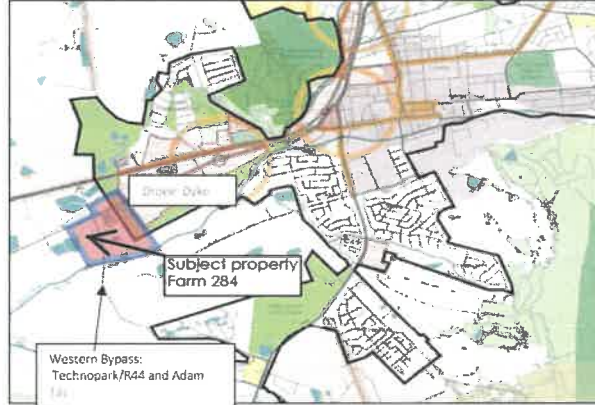


- This comment was strongly supported by the Jamestown community during the public participation process with regards to the urban development approved on Portions 52, 53,54, & 71 of Farm 510, Stellenbosch. The spatial trend of high-density, up-market, gated residential urban development on these water erven are noted and has since increased significantly. To ensure policy coherence with the intent set out by the MSDF to protect the most significant cultural and heritage element of the settlement as identified by the Stellenbosch Heritage Inventory, and to ensure consistent decision making the comments are supported.

Recommendation: Exclude the Jamestown water erven from the urban edge

- Inclusion of the total extent of Remainder Farm 284 within the western urban edge boundary of Stellenbosch Town.
- The site is strategically situated and adjacent to the Adam Tas Corridor with the Techno Park/R310 link alignment currently being proposed (SM MSDF & the SM Roads Master Plan) over the property, rendering the site not viable for the continued use of agricultural purposes.

LOCATION OF THE PROPERTY IN RELATION TO THE STELLENBOSCH TOWN URBAN EDGE



- The road is currently in the planning and design phase and the project timeline falls in the short to medium term as reflected in the Roads Master Plan, 2019 and the current draft CITP, 2023. The first phase for the implementation of the ATC over the next 10-years does not include precinct 1 – i.e. Droë Dyke and the proposed development application at this stage is premature based on the capital expenditure focus on precincts 2 - 6 over the next 10-years for the ATC.

Recommendation: Do not include this portion within the urban edge.

STELLENBOSCH

TV3 ARCHITECTS, TOWN PLANNERS & URBAN DESIGNERS

BRANDWACHT

- A portion of Farm 1049, Stellenbosch.
- Site specific deviation from the approved Stellenbosch Municipality's Spatial Development Framework, 2019 to initiate an urban infill development outside the approved urban edge of Stellenbosch is currently being circulated for public comment.



- Spatial transformation to create a more balanced and inclusive town, is currently the focus from the Municipality as identified in the MSDF implementation plan, ATC LASDF, and CEF. The intention of the development is for an up-market, low-density gated estate located on agricultural land and an open space system provided for in the MSDF. In terms of the Heritage Inventory the site has been graded within the area of green transition conservation system, which values agricultural land and the rural character as high and safeguards this area from urban sprawl. Due to the inconsistency with the principles contained in the MSDF regarding maintaining the natural environment (SPLUMA spatial sustainability development principle), and pursuing balanced communities the development deviates from the policy intentions of the municipality and should not be considered.

Recommendation: Do not include this portion within the urban edge.

KLAPMUTS

TV3 ARCHITECTS, TOWN PLANNERS & URBAN DESIGNERS

ARRA

- Portion of Portion 7 of Farm 744, Klapmuts.



- No new studies, market support or a formal application has been received with regards to the Arra development as previously commented on in the public participation response table in the MSDF 2019. The Klapmuts urban edge has been considerably adjusted in 2019 to accommodate the Stellenbosch Bridge development and the timeframe for development falls within the medium to long term (10 – 20 years) with no visible progress at this stage. Accordingly this southern urban expansion into agricultural land is not supported.

Recommendation: Do not include this portion within the urban edge

KLAPMUTS

TV3 ARCHITECTS, TOWN PLANNERS & URBAN DESIGNERS
TV3 & FRANCOIS KLOMP

BRAEMER FARM MIXED USE DEVELOPMENT

- Portion 2 of Farm 742, Klapmuts and Portion 2 of Farm 748, Klapmuts.



Portion 2 of Farm 742 and Erf 2183, Klapmuts

- No new studies, market support or a formal application has been received with regards to the Arra development as previously commented on in the public participation response table in the MSDP 2019. The Klapmuts urban edge has been considerably adjusted in 2019 to accommodate the Stellenbosch Bridge development and the timeframe for development falls within the medium to long term (10 – 20 years) with no visible progress at this stage. Accordingly this southern urban expansion into agricultural land is not supported.

Recommendation: Do not include this portion within the urban edge

SM: SPATIAL PLANNING & DEVELOPMENT MANAGEMENT

ANURA LIFESTYLE ESTATE

- Portion 41 of Farm 748, Paarl
- Approval was given for the rezoning, subdivision, departure, amendment of conditions, and Site Development Plan – with an extension of these land use rights approved in June 2019.



Recommendation: Determine and delineate an urban edge only around this approved development.

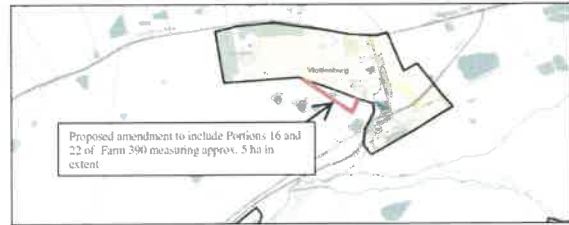
SECONDARY SETTLEMENT (RURAL NODE) SUBMISSIONS

VLOTTENBURG

EMILE VAN DER MERWE
TOWN PLANNING
CONSULTANTS

- The inclusion of Portions 16 & 22 of Farm 390, Stellenbosch within the south western urban edge boundary of the approved Vloottenburg node. Currently the properties are functioning as residential smallholdings (3ha and 2.9ha) and not suited to be farmed as viable economic agricultural entities.

LOCATION OF THE PROPERTY IN RELATION TO THE VLOTTENBURG URBAN EDGE



- The settlement character of Vloottenburg as defined by the Heritage Inventory is that of an agri-industrial node within a rural agricultural landscape. In terms of the MSDP the development of Vloottenburg should not be prioritised until a well-functioning public transport system to Stellenbosch town is functioning to address the envisaged transport requirements.
- The development criteria for Vloottenburg as stated in the Heritage Inventory is to promote densification within the urban node and to contain sprawl into the rural area and agricultural land.
- The land consist of good agricultural land and the development thereof should not be considered due to the size of the land units. The proposed inclusion of the property into the urban edge constitutes urban sprawl which should be resisted.

Recommendation: Do not include within the urban edge.

F. HOUSING PIPELINE

[PLACEHOLDER]

The most recent housing development pipeline will serve at Council simultaneously as the proposed amended MSDP and after this process, it will be included and consolidated for public comment. The type and number of units may change as relevant studies are concluded.

G. CAPITAL EXPENDITURE FRAMEWORK

[PLACEHOLDER]

CEF will serve as a separate item and it will be included and consolidated for public comment.