RURAL MANAGEMENT FRAMEWORK for the CITY of CAPE TOWN

Volume I: Findings and Recommendations

Report 1283/R7
May 2002

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CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

GESIE THERON: Planning Professional

25 October 2002

Dear Sir / Ms,

DISTRIBUTION OF FINAL RURAL MANAGEMENT FRAMEWORK DOCUMENT

The Rural Management Framework policy document has been completed and awaits policy adoption by Council. The report and brochure is being distributed for information in the interim. The Planning and Environment Portfolio Committee did however recommend that Council adopt the policy. You will be informed of Council's decision on this matter in due course.

Enclosed for your information is a copy of the final report including an information brochure. The brochure provides a quick reference of the management guidelines, a map of the spatial framework and a summarisation of the scope of the study.

Please distribute the brochure to relevant members of your administration. **The report can also been downloaded on the internet at www.capetown.gov.za/planning.**

We would like to take the opportunity to thank you, for the valuable contributions made towards the completion of the report.

Please contact *Gesie Theron (Tel: 487 2772)* should you wish further information.

Yours faithfully

for CITY MANAGER

Geagte Mnr / Me,

VERSPREIDING VAN DIE FINALE LANDELIKE BESTUURSRAAMWERK VERSLAG

Die beleidsdokument vir die Landelike Bestuursraamwerk is voltooi en in die proses om goedgekeur te word deur die Raad. Die verslag en brosjure word solank ter inligting versprei. Die Portefeuljekomitee vir Beplanning- en Omgewing het die dokument vir goedkeuring deur die Raad aanbeveel. U sal mettertyd van die Raad se besluit verwittig word.

Hierby ingesluit is 'n afskrif van die finale dokument asook 'n inligtingsbrosjure. Die brosjure is 'n samevatting van die doel en omvang van die studie en sluit 'n kaart van die ruimtelike raamwerk asook verwysings na bestuurriglyne in.

Verprei asseblief die brosjures na die betrokke lede van die administrasie. **Die verslag kan ook op die internet verkry word onder www.capetown.gov.za/planning**

U word ook bedank vir die waardevolle insette wat daartoe gelei het dat die studie voltooi kon word.
Indien enige verdere inligting verlang, kontak asseblief vir *Gesie Theron (tel 487 2772)*.

Die uwe

nms STADSBESTUURDER

RURAL MANAGEMENT FRAMEWORK for the CITY OF CAPE TOWN

Volume I: Findings and Recommendations

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EXECUTIVE SUMMARY

BACKGROUND

The rural areas in and around metropolitan Cape Town are under threat from various quarters. Examples of these threats include:

- urban sprawl that brings with it receding rural landscapes, the loss of productive farmland and disruption of ecological systems;
- ad hoc rural subdivision and settlement intensification which erodes those cultural and scenic qualities which tourists find attractive;
- the intrusion of urban activities into the rural environment giving rise to no clear distinction between town and country; and
- declining levels of security and poor service delivery to rural households.

Prior to 2001 the rural areas of the Cape Metropolitan Area (CMA) were under the jurisdiction of 6 different local authorities and two adjoining district municipalities, each of which had its own approach to management of its rural areas. The new City of Cape Town is keen to align these different approaches towards common objectives. To this end the City, in association with the neighboring West Coast and Boland District Municipalities, and the adjoining Stellenbosch, Drakenstein and Swartland Municipalities, initiated an investigation into the formulation and adoption of a management framework for Cape Town's rural areas.

With the aim of introducing a consistent and sustainable basis of managing the CMA's unique rural areas, consultants were appointed to assist with the preparation of the Rural Management Framework for the City of Cape Town.

RURAL STUDY AREA

The study area for the Rural Management Framework extends from the Urban Edge to the new outer jurisdictional boundaries of the City of Cape Town. This represents the rural hinterland of the City's Blaauwberg, Tygerberg, Oostenberg and Helderberg Administrations. In addition, the study area also includes the Philippi Horticulture Area (PHA), which is a rural enclave inside the Urban Edge.

Whilst this rural study area accommodates only 1% of a metropolitan population of 3,1 million, Cape Town's rural landscape encompasses an area significantly larger than its urban area. Cape Town's rural areas are not the City's urban growth frontiers and need to be managed fundamentally differently to the urban environment.

THE STATE OF THE RURAL ENVIRONMENT

The environmental features of Cape Town's rural area are many and varied and include: prominent topographical features; principal rivers, wetlands and aquifers; a coastal zone that includes marine protected areas; a mosaic of natural habitats accommodating remnants of the Cape Floral Kingdom; a network of Protected Natural Areas; an emerging Metropolitan Open Space

System (MOSS) within the urban area; a variety of heritage areas and cultural sites; and a network of scenic rural landscapes and routes.

Indicators of the state of Cape Town's rural environment reveal that the area is faced with the following threats:

- Loss of indigenous vegetation biomes.
- Alien vegetation infestation.
- Over exploitation of marine resources.
- Depletion of soil resources.
- Escalating demand on scarce water resources and deteriorating water quality.
- Rapid urbanization intruding into the rural landscape.
- An escalating urban waste stream and widespread littering.
- Poorly recorded cultural and scenic resources.

Key environmental management issues that need to be addressed in Cape Town's rural areas are as follows:

i. Establishing a consolidated data base of Cape Town's rural environmental resources.
ii. Linking fragmented natural habitats through a system of ecological corridors.
iii. Sustainable use of the Cape Town's terrestrial and marine resources.
iv. Strengthening and enforcing the environmental regulatory system.
v. Co-ordinating the management responsibilities of statutory authorities and entering into management partnerships with non-governmental organizations and land owners.
vi. Integrating environmental management with management of spatial growth and the socio-economic environment.
vii. Facilitating conservation practices by private land owners.

SOCIO-ECONOMIC CONDITIONS

Although Cape Town's rural areas accommodate only 1% of the metropolitan population (i.e. 30 000 people), there are significant disparities in the socio-economic conditions of the rural community. For those who can afford it, Cape Town's rural areas offer a unique rural lifestyle in close proximity to the city.

There is also widespread poverty and homelessness within the farm worker community, as well as within the communities of informal rural settlements. Farm worker evictions, which have increased in recent years with the introduction of land tenure reforms, have added to rural settlement pressures. Much of the current housing stock on farms is being converted into tourist accommodation.

Many residents of Cape Town's rural informal settlements are more dependent on the urban economy than the rural economy for income earning opportunities. They reside in rural informal settlements not as a lifestyle choice, but because it is easier and more affordable to erect a shack here compared to in urban areas. The poor mobility of the rural poor and their dispersed settlement pattern

complicates the provision of municipal services and facilities to these vulnerable groups.

Escalating crime also impacts negatively on the lifestyle and security of all rural residents. Absentee land owners who do not maintain their rural properties contribute to the poor levels of property and personal security in the rural areas.

To date no significant new farmer establishment or land reform projects have been implemented in Cape Town's rural areas. Addressing the need for land and agrarian reform in Cape Town emerges as a key management challenge.

Another challenge to be faced is preventing Cape Town's rural areas from becoming the setting for urban overspill housing.

Notwithstanding the need to channel housing demand inside the Urban Edge, the delivery of municipal services to poor rural households presents a significant management challenge, particularly the provision of free basic services.

RURAL LAND USE AND SETTLEMENT

Key rural land use features in Cape Town include: a variety of established farming areas; emerging farming areas; various formal conservation areas; areas of high conservation worth and sensitive habitats that do not have formal conservation status; rural settlement patterns in the form of smallholding areas, informal settlements and rural nodes; coastal recreation resorts; and extractive industries.

Cape Town's rural areas are under pressure to accommodate a greater mix and intensity of activity, and associated with this there is escalating demand to sub-divide rural land. Whilst some of these activities are of a rural function and form, the rural area is also vulnerable to an intrusion of urban activities. The intrusion of urban activities manifests itself in a growing incidence of non-conforming uses (e.g. transport operators) especially in rural areas peripheral to industrial and low-income areas and on smallholdings of little or no agricultural potential.

On vacant rural private and public land where there are low levels of surveillance, there is a growing incidence of illegal activities including vandalism of property and theft of product, illegal dumping of urban waste, unauthorized sand mining, and informal settlement.

An intensification of agricultural activities in the rural area is also evident. Associated with the intensification and diversification of land use in the rural areas is a growing pressure to extend current levels of rural service provision commensurate to those available in urban areas. There is a growing incidence of using rural properties for industrial and commercial purposes in order to avoid the higher costs of trading out of business or industrial premises in the urban area.

Rural land use management issues arising that need to be addressed include the following:

i. Protecting the functionality and form of Cape Town's rural area from urban intrusion.
ii. Integrating fragmented rural conservation areas.
iii. Incentivising sound conservation practices on private land.
iv. Controlling the growth of rural settlements.

SIGNIFICANCE OF CAPE TOWN'S RURAL AREAS

Notwithstanding Cape Town's many and varied rural features, its uniqueness stems from the fact that it is a landscape of historic and cultural significance, it is a global ecological treasure and it is a landmark of the City.

The Rural Management Framework serves to ensure that Cape Town's special rural qualities endure outside of the Urban Edge. The aim is to ensure that this area retains a rural functionality and form. To this end the Rural Management Framework sets out to reconcile the diverse, and sometimes conflicting, land use pressures along Cape Town's urban fringe. Rural functionality means that the area must be able to perform the following different roles:

- Area of natural, cultural and scenic resource conservation.
- Source of Cape Town's fresh produce.
- Source of Cape Town's water.
- Rural Experience Close to the City
- City's outdoor leisure and recreation area.
- Location of the City's bulk utilities
- City's long term growth frontier.

DIAGNOSIS OF THE PROBLEM

Rural areas of a metropolitan region are complex areas to manage given the involvement of all spheres of government in rural affairs. The jurisdiction and responsibilities of the different parties is not always clearly defined, leading to confusion and delays in the implementation of rural programmes.

The different spheres of government generally have adequate legislation and policies in place to regulate rural land usage and ensure sustainable rural resource utilization. The problem experienced is a lack of consistency between different policies, a lack of capacity to enforce and implement, poor co-ordination between different authorities, and poor political commitment to the rural areas of Cape Town.

Cape Town's rural area has not been adequately considered in many metropolitan planning initiatives and the MSDF focuses on the urban environment of Cape Town. The common perception and approach in the past was that Cape Town's rural surrounds are the metropolitan growth frontier. Seldom was the area recognized and managed as a unique and precious asset of the city. As a result Cape Town's growth management policies and land use management systems reflect a strong urban bias.

Rural communities consulted felt they were isolated and alienated from the previous system of municipal government. Within the old local authorities there

was little co-ordination of rural activities between departments, and the built and natural environments were managed separately.

VISION FOR CAPE TOWN'S RURAL AREAS

The new City of Cape Town has the opportunity to manage its rural areas fundamentally differently from what was the case in the past. The rural vision aspired to is one where:

- the varied and unique natural, cultural and agricultural landscapes that frame the city are protected;
- blighted rural landscapes are rehabilitated;
- there is a clear distinction between Cape Town's built (i.e. urban) and rural environment;
- Cape Town's natural habitats are linked together by a system of ecological corridors;
- there are opportunities for new and emergent farmers;
- settlement is contained; and
- rural communities work together with authorities in managing the area.

A NEW APPROACH TO RURAL MANAGEMENT

The recent establishment of a single municipal authority, the City of Cape Town, represents a unique opportunity to introduce a new and consistent approach to managing the rural areas around the city. The challenge is to put in place an effective and sustainable rural management system.

New institutional arrangements are under consideration as part of the metropolitan municipality's organizational development. Determination of management and service delivery responsibilities for the rural areas are part of these considerations. As part of this process it is necessary to re-orientate the relationship between rural communities and the local authority towards a co-operative governance model with shared responsibilities. Internationally this approach has proved to be sustainable and effective.

An integrated approach to the management of Cape Town's rural areas is required. This requires the alignment of the City's rural management structures with the following complimentary measures:

- regulatory (e.g. adoption of a coherent Zoning Scheme),
- land acquisition (e.g. acquisition of land to establish commonages),
- fiscal (i.e. using the introduction of rural rates as an opportunity to incentivise private land owners to carry out sound utilisation and conservation practices on their land),
- property rights (i.e. implementation of tenure and land reform programmes in Cape Town's rural periphery), and
- communication and information (e.g. consolidated rural data base).

RURAL SPATIAL STRATEGY

The spatial strategy put forward for the conservation and development of Cape Town's rural areas involves:

- Accommodation of all urban development pressures inside the Urban Edge and strict prevention of urban intrusion into the rural hinterland.
- The containment of rural settlement growth within existing settlement boundaries.
- Rehabilitation and protection of Cape Town's unique rural environmental qualities (i.e. ecological, cultural and scenic) and the spatial integration of conservation areas so as to establish an overall 'green structure' to serve as a long term building block of a regional city.
- Protection of the established and emerging farming areas in and around the city, and the opening up of opportunities for new and emergent farmers.
- Diversification and intensification of rural activities and land uses (e.g. eco and agri-tourism ventures).
- Development of rural gateways into the city.

RURAL SPATIAL FRAMEWORK

Towards achieving this strategy a Rural Spatial Framework has been prepared, the elements of which are outlined below.

a) Green Structure

The Rural Spatial Framework has as its primary structuring element the designation of an environmental footprint, or so-called green structure, for the rural areas of the City of Cape Town. Within the rural area the green structure serves primarily a conservation function and secondary recreation, leisure and educational functions. The green structure must endure and its integrity ensured by protecting it from development.

Defined in accordance with bio-regional planning principles, the intention is to enhance the environmental quality and functionality of the rural (and not city's) green structure, and extend it over time to link with the MOSS inside the Urban Edge and conservation worthy areas in the surrounding rural hinterland.

b) Agricultural Areas

Historically agricultural land has not played a significant role in urban structuring. This arises from farmland being poorly defined (e.g. zoned Rural), its reservation being determined by a single factor (e.g. soil potential), and the fact that it is often mono-functional (e.g. wheat lands) and perceived to be in relative abundance.

The Rural Spatial Framework redresses this anomaly through the designation of agricultural areas as an important structuring element in the long term growth of the city. The designation of agricultural areas is based on the need for intensive agricultural production areas (e.g. horticulture) in close proximity to the city. This is on account of cost advantages due to proximity to the market, direct and indirect employment opportunities for city dwellers, stimulation of secondary business activities (e.g. marketing) and food security opportunities for lower-income city residents.

The designated agricultural areas represent functional agricultural production zones that are capable of sustaining farming activities (e.g. adequate size to

permit agri-pest control programmes), can achieve the necessary economies of scale (e.g. support facilities and services), are not negatively impacted on by existing or future urban development (e.g. spray-drift, agri-odour), and can accommodate existing and future agri-infrastructure (e.g. irrigation scheme).

c) Rural Development Area

Cities around the world require land peripheral to built-up areas to accommodate space extensive activities and urban support facilities. The Rural Management Framework has identified Rural Development Areas (RDAs) to accommodate the following activities outside the Urban Edge:

- Agri-associated "nuisance industries" (e.g. mushroom cultivation, battery farming, piggeries, etc.).
- Land reform, including the broadening of access to agriculture (i.e. new farmer settlement programmes) and the establishment of commonages.
- Emerging rural-based tourism ventures (e.g. enviro-tourism, adventure tourism) and agricultural ventures (e.g. boutique farms, cottage industry, etc.)
- Metropolitan infrastructure (e.g. sewage treatment works, landfill sites, etc.).
- Rural living environments (e.g. smallholdings).
- Rural-based accommodation and facilities to support rural ventures (e.g. enviro-tourism) and environmental conservation attractions (e.g. biosphere reserves, nature reserves).

The following four Rural Development Areas are designated:

- Blaauwberg Rural Development Area
- Fisantekraal – Klipheuwel Rural Development Area
- Macassar Rural Development Area
- Firlands Rural Development Area.

d) Rural Settlement

New settlement formation in Cape Town's rural areas is not recommended. This is on account of the substantial costs of establishing dormitory settlement infrastructure outside the Urban Edge, the negative impact on agricultural and environmental resources, and in support of densification within the Urban Edge. The Rural Management Framework emphasises maintaining and reinforcing existing rural settlement patterns and fixing a settlement edge around settlements. Agricultural opportunities need to be established (e.g. small scale agriculture, community agriculture) within or peripheral to rural settlements to serve as a transitional land use or buffer to the surrounding rural areas.

While the various smallholding areas offer a "rural living" environment for many city dwellers, these areas also offer opportunities for intensive agriculture (e.g. floriculture), recreation activities (e.g. equestrian centres), agro- and eco-tourism ventures, and new farm worker settlement opportunities. There is a need to rationalise existing smallholding areas prior to establishing new areas. Accordingly, the Rural Management Framework recommends that smallholding

development be restricted to existing areas, and that within these areas an intensification and diversification of use be permitted.

e) Gateways

Where major city access routes traverse the rural area, the "uniqueness" of the rural landscape informs both the character of such gateways and the benefits to be derived from gateway settings. The Rural Management Framework identifies the following gateway precincts as major rural area structuring elements which inform and underpin both the character of the city for incoming travellers and that of the rural hinterland and surrounding regions for those departing the city.

N7: City and Swartland gateway.
R27: City and West Coast gateway.
N1: City and Winelands gateway.
N2: City and Overberg gateway.

RURAL MANAGEMENT GUIDELINES

In support of the Rural Spatial Framework guidelines for the management of Cape Town's rural areas have been prepared. Guidelines for the following rural management aspects are covered:

- Land use
- Natural resources
- Water resources
- Heritage and scenic resources
- Agricultural resources
- Land reform
- Infrastructure and service provision
- Rural settlement
- Community development
- Organisational arrangements

CONCLUSION

The Rural Management Framework for the City of Cape Town has established principles on which the management of the rural area should be based, it has presented a Rural Spatial Framework that compliments the MSDF, and it has provided guidelines for the management of the rural environment.

The Framework represents an input to the on-going process of designing and setting up new organisational structures and systems for Cape Town's rural areas. As such, the Framework informs and will be informed by these parallel initiatives. In addition the Rural Management Framework forms an important contribution to the integrated land use management system that the City is introducing.

The Rural Management Framework introduces a new approach to managing a unique and valuable asset of the City. Without the judicious management of this special area, Cape Town's future prospects will be compromised.

LANDELIKE BESTUURSRAAMWERK VIR DIE STAD KAAPSTAD: UITVOERENDE OPSOMMING

AGTERGROND

Die landelike gebiede in en rondom metropolitaanse Kaapstad word van verskeie kante bedreig. Voorbeelde van hierdie bedreigings sluit die volgende in:

- stadskruip wat met die agteruitgang van landelike landskappe, die verlies van produktiewe landbougrond en ontwrigting van ekologiese stelsels gepaardgaan;
- ad hoc landelike onderverdeling en vestigingstoename wat juis daardie kulturele en landskapseienskappe wat die toeriste aantreklik vind, wegvreet;
- die indringing van stedelike aktiwiteite in die landelike omgewing wat daartoe aanleiding gee dat daar geen duidelike onderskeid tussen dorp en platteland is nie; en
- afnemende sekuriteitsvlakke en swak dienslewering aan landelike huishoudings.

Voor 2001 was die landelike gebiede van die Kaapse Metropolitaanse Gebied (KMG) onder die regsbevoegdheid van 6 verskillende plaaslike owerhede en twee aangrensende distriksmunisipaliteite wat elkeen sy eie benadering tot die bestuur van sy landelike gebiede gehad het. Die nuwe Stad Kaapstad is gretig om hierdie verskillende benaderings in gemeenskaplike doelwitte te omskep. Om hierdie rede het die Stad Kaapstad in samewerking met die naburige Weskus- en Boland Distriksmunisipaliteite, en die aangrensende Stellenbosch, Drakenstein en Swartland Munisipaliteite 'n ondersoek geloods na die formulering en aanvaarding van 'n bestuursraamwerk vir Kaapstad se landelike gebiede.

Konsultante is aangestel om met die voorbereiding van die Landelike Bestuursraamwerk vir die Stad Kaapstad behulpsaam te wees met die oog daarop om 'n volgehoue en handhaafbare grondslag vir die bestuur van die KMG se unieke landelike gebiede daar te stel.

LANDELIKE STUDIEGEBIED

Die studiegebied vir die Landelike Bestuursraamwerk strek van die stadsgrens tot by die nuwe buiteregsgebiedsgrense van die Stad Kaapstad. Dit verteenwoordig die landelike hinterland van die Stad se Blaauwberg-, Tygerberg-Oostenberg- en Helderberg-administrasies. Daarbenewens sluit die studiegebied ook die Philippi-Tuinboukundige Gebied (PTG) in wat 'n landelike grondgebied binne die stadsgrens is.

Terwyl hierdie landelike studiegebied slegs 1% van 'n metropolitaanse bevolking van 3,1 miljoen akkommodeer, omvat Kaapstad se landelike landskap 'n gebied wat aansienlik groter as sy stedelike gebied is. Kaapstad se landelike gebiede is nie die Stad se stedelike groeigrense nie en moet in beginsel anders as die stedelike omgewing bestuur word.

DIE TOESTAND VAN DIE LANDELIKE OMGEWING

Die omgewingskenmerke van Kaapstad se landelike gebied is veelvoudig en veelsoortig en sluit die volgende in: prominente topografiese kenmerke; hoofriviere, moerasse en waterdraers; 'n kussone wat marinebeskermde gebiede insluit; 'n mosaïek van natuurlike habitats wat die oorblyfsels van die Kaapse Planteryk bevat; 'n netwerk van Beskermde Natuurlike Gebiede; 'n opkomende Metropolitaanse Oop Ruimte Stelsel (MOSS) binne die stadsgebied; 'n verskeidenheid van erfenisgebiede en kulturele terreine; en 'n netwerk van skilderagtige, landelike natuurskoon en roetes.

Aanwysers van die toestand van Kaapstad se landelike omgewing toon dat die gebied voor die volgende bedreigings staan:

- Verlies van inheemse plantebiome
- Uitheemse plantegroei-infestering
- Oorontginning van marinehulpbronne
- Uitputting van grondhulpbronne
- Toenemende vraag na skaars waterhulpbronne en agteruitgang van die gehalte van water
- Vinnige verstedeliking wat in die landelike landskap indring
- 'n Toenemende stroom van stedelike afval en wydverspreide rommel-strooiery
- Swak opgetekende kulturele en natuurskoonhulpbronne

Sleutelomgewingsbestuurskwessies wat in die Stad Kaapstad se landelike gebiede aangespreek moet word is as volg:

i. Daarstelling van 'n gekonsolideerde databasis van Kaapstad se landelike omgewingshulpbronne
ii. Verbinding van gefragmenteerde natuurlike habitats deur 'n stelsel van ekologiese korridors
iii. Handhaafbare gebruik van Kaapstad se terrestriale en marinehulpbronne
iv. Versterking en toepassing van die omgewings- regulerende stelsel
v. Koördinering van die bestuursverantwoordelikhede van statutêre owerhede en die aangaan van bestuursvennootskappe met nie-regeringsorganisasies en grondeienaars
vi. Integrasie van omgewingsbestuur met bestuur van ruimtelike groei en die sosio-ekonomiese omgewing
vii. Fasilitering van bewaringspraktyke deur private grondeienaars.

SOSIO-EKONOMIESE TOESTANDE

Hoewel Kaapstad se landelike gebiede slegs 1% van die metropolitaanse bevolking huisves (i.e. 30 000 mense), is daar belangrike teenstrydighede in die sosio-ekonomiese toestande van die landelike gemeenskap. Vir diegene wat dit kan bekostig, bied Kaapstad se landelike gebiede 'n unieke landelike lewenstyl in die nabyheid van die stad.

Daar bestaan ook wydverspreide armoede en dakloosheid in die plaasarbeidergemeenskap, asook in die gemeenskappe van informele landelike

nedersettings. Die uitsetting van plaasarbeiders wat oor die laaste jare toegeneem het met die instelling van grondbesithervorming het tot landelike vestigingsdruk bygedra. Baie van die huidige behuisingsvoorraad op plase word tans in toeristehuisvesting omskep.

Baie inwoners van Kaapstad se landelike, informele nedersettings is meer afhanklik van die stedelike ekonomie as die landelike ekonomie vir geleenthede wat inkomste verdien. Hulle woon in landelike nedersettings nie omdat hulle dit as 'n lewenstyl verkies nie, maar omdat dit makliker en meer bekostigbaar is om 'n hut hier op te rig in vergelyking met in die stedelike gebiede. Die swak mobiliteit van die landelike armes en hulle verspreide vestigingspatroon maak die voorsiening van munisipale dienste en fasiliteite aan hierdie kwetsbare groepe uiters ingewikkeld.

Toenemende misdaad het ook 'n negatiewe invloed op die lewenstyl en sekuriteit van alle plattelandse inwoners. Afwesige grondeienaars wat nie hulle landelike eiendomme in stand hou nie, dra tot die swak eiendoms- en persoonlike sekuriteitsvlakke in die landelike gebiede by.

Tot op hede is geen betekenisvolle landbou-ondernemings- of grondhervormingsprojekte in Kaapstad se landelike gebiede geïmplementeer nie. Die behoefte om grond- en landbouhervorming in Kaapstad aan te spreek het 'n sleutelbestuursuitdaging geword.

'n Verdere uitdaging wat die hoof gebied moet word is om te voorkom dat Kaapstad se landelike gebiede 'n omgewing vir stedelike oorbevolkingsbehuising word.

Ondanks die behoefte om die vraag na behuising binne die stadsgrens te kanaliseer, bied die lewering van munisipale dienste aan arm landelike huishoudings 'n belangrike bestuursuitdaging, veral die voorsiening van gratis basiese dienste.

LANDELIKE GRONDGEBRUIK EN VESTIGING

Sleutel- landelike grondgebruikskenmerke in Kaapstad sluit die volgende in: 'n verskeidenheid van gevestigde landbougebiede; opkomende landbougebiede; verskeie formele bewaringsgebiede; gebiede met 'n hoë bewaringswaarde en sensitiewe habitats sonder formele bewaringstatus; landelike nedersettingspatrone in die vorm van klein hoewe-gebiede; informele nedersettings en landelike nodes; kusontspanningsoorde; en natuurprodukte-industrieë.

Kaapstad se landelike gebiede verkeer onder druk om 'n groter verskeidenheid en toename van aktiwiteit te huisves, en verbonde hieraan is die toenemende eis om landelike grond onder te verdeel. Hoewel sommige van hierdie aktiwiteite van 'n plaaslike aard en vorm is, is die landelike gebied ook vatbaar vir 'n indringing van stedelike aktiwiteite. Die indringing van stedelike aktiwiteite word in 'n groeiende voorkoms van afwykende gebruike (bv. vervoeroperateurs) gemanifesteer, veral in landelike gebiede op die rand van nywerheids- en lae-inkomstegebiede en op klein hoewe met baie min of geen landboupotensiaal.

Op oop landelike private en openbare grond waar daar lae bewakingsvlakke is, is daar 'n toenemende voorkoms van onwettige aktiwiteite insluitende vandalisme van eiendom en diefstal van produkte, onwettige storting van stedelike afval, ongemagtige sandmynbou en informele nedersetting.

'n Toename van landbou-aktiwiteite in the landelike gebied is ook bemerkbaar. Die intensivering en afwisseling van grondgebruik in die landelike gebiede gaan gepaard met 'n toenemende druk om huidige vlakke van landelike diensvoorsiening gelykmatig met dié in stedelike gebiede uit te brei. Daar word toenemend gevind dat landelike eiendomme vir nywerheids- en kommersiële doeleindes gebruik word ten einde die hoër koste van handel dryf vanaf sake- of nywerheidspersele in die stedelike gebied te vermy.

Landelike grondgebruiksbestuurskwessies wat ontstaan het en aangespreek moet word sluit die volgende in:

i. Om die funksionaliteit en vorm van Kaapstad se landelike gebied teen stedelike indringing te beskerm
ii. Integrasie van gefragmenteerde landelike bewaringsgebiede
iii. Aansporing van gesonde bewaringspraktyke op private grond
iv. Beheer van groeiende landelike nedersettings

BETEKENIS VAN KAAPSTAD SE LANDELIKE GEBIEDE

Ondanks Kaapstad se talryke en veelsoortige landelike kenmerke, vind die stad se unieke voorkoms sy oorsprong in die feit dat dit 'n landskap van geskiedkundige en kulturele betekenis is. Dis 'n globale ekologiese skat en 'n landmerk van die stad.

Die Landelike Bestuursraamwerk dien om te verseker dat Kaapstad se spesiale landelike eienskappe buite die stadsgrens bly voortbestaan. Die oogmerk is om te verseker dat hierdie gebied 'n landelike funksionaliteit en vorm behou. Om hierdie rede beoog die Landelike Bestuursraamwerk om die diverse en soms teenstrydige grondgebruiksdruk langs Kaapstad se stedelike rand te versoen. Landelike funksionaliteit beteken dat die gebied die volgende verskillende rolle moet kan speel:

- Gebied van natuurlike, kulturele en natuurskoonhulpbronbewaring
- Bron van Kaapstad se vars produkte
- Bron van Kaapstad se water
- Landelike ondervinding naby die Stad
- Stad se buitevermaak- en ontspanningsgebied
- Ligging van die Stad se grootmaatnutsdienste
- Stad se langtermyngroeigrens

DIAGNOSE VAN DIE PROBLEEM

Landelike gebiede van 'n metropolitaanse streek is moeilike gebiede om te bestuur, gegewe die betrokkenheid van alle regeringsfere in landelike aangeleenthede. Die jurisdiksie en verantwoordelikhede van die verskillende partye is nie altyd duidelik omskryf nie en dit lei tot verwarring en vertragings in die implementering van landelike programme.

Die verskillende regeringsfere beskik oor die algemeen oor voldoende wetgewing en beleide om landelike grondgebruik te reguleer en verseker handhaafbare landelike hulpbronbenutting. Die probleem wat ondervind word is 'n gebrek aan standvastigheid tussen verskillende beleide, 'n gebrek aan kapasiteit om toe te pas en te implementeer, swak samewerking tussen verskillende owerhede, en 'n swak politieke verbintenis tot die landelike gebiede van Kaapstad.

Kaapstad se landelike gebied is nie voldoende in baie metropolitaanse beplanningsinisiatiewe in aanmerking geneem nie en die MROR fokus op die stedelike omgewing van Kaapstad.

Die algemene persepsie en benadering in die verlede was, dat Kaapstad se landelike omgewing die metropolitaanse groeigrens was. Die gebied is selde as 'n unieke en waardevolle bate van die stad beskou en bestuur. As 'n gevolg weerspieël Kaapstad se groeibestuursbeleide en grondgebruikbestuurstelsels 'n sterk stedelike partydigheid.

Landelike gemeenskappe wat geraadpleeg is, het gevoel dat hulle geïsoleer en vervreemd was van die vorige stelsel van munisipale regering. Daar was min koördinering van landelike aktiwiteite tussen departemente binne die ou plaaslike owerhede en die beboude en natuurlike omgewing is afsonderlik bestuur.

VISIE VIR KAAPSTAD SE LANDELIKE GEBIEDE

Die nuwe Stad Kaapstad het die geleentheid om sy landelike gebiede in wese anders as wat die geval in die verlede was, te bestuur. Die landelike visie wat nagestreef word is een waar:

- die veelsoortige en unieke natuurlike, kulturele en landboukundige landskappe wat die stad omring, beskerm word;
- vernietigde landelike landskappe gerehabiliteer word;
- daar 'n duidelike onderskeid getref word tussen Kaapstad se beboude (i.e. stedelike) en landelike omgewing;
- Kaapstad se natuurlike habitats deur 'n stelsel van ekologiese korridors verbind word;
- daar geleenthede vir nuwe en opkomende boere is;
- nedersetting nie ingehou word nie; en
- waar landelike gemeenskappe met die owerhede saamwerk om die gebied te bestuur.

'N NUWE BENADERING TOT LANDELIKE BESTUUR

Die onlangse totstandkoming van 'n enkele munisipale owerheid, die Stad Kaapstad, verteenwoordig 'n eenmalige geleentheid om 'n nuwe en standvastige benadering tot die bestuur van landelike gebiede rondom die stad in te stel. Die uitdaging is om 'n doeltreffende en handhaafbare landelike bestuurstelsel daar te stel.

Nuwe institusionele reëlings word tans as deel van die munisipaliteit se metropolitaanse organisatoriese ontwikkeling in oorweging geneem. Bepaling van bestuurs- en diensleweringsverantwoordelikhede vir die landelike gebiede

vorm deel van hierdie oorwegings. As deel van hierdie proses is dit nodig om die verhouding tussen landelike gemeenskappe en die plaaslike owerheid te reoriënteer met die oog op 'n saamwerkende regeringsmodel met gedeelde verantwoordelikhede. Hierdie benadering het hom internasionaal as handhaafbaar en doeltreffend bewys.

'n Geïntegreerde benadering tot die bestuur van die Stad se landelike gebiede word vereis. Dit verg die groepering van die Stad se landelike bestuurstrukture met die volgende aanvullende maatreëls:

- regulering (bv. aanvaarding van 'n samehangende Soneringskema),
- grondverkryging (bv. verkryging van grond om dorpsgrond daar te stel),
- fiskaal (i.e. om die heffing van landelike belasting as 'n geleentheid te gebruik om grondeienaars aan te spoor om gesonde benuttings- en bewaringspraktyke op hulle grond toe te pas),
- eiendomsregte (i.e. implementering van eiendomsreg- en grondhervormingsprogramme in Kaapstad se landelike omstreke); en
- kommunikasie en inligting (bv. gekonsolideerde landelike databasis).

LANDELIKE RUIMTELIKE STRATEGIE

Die ruimtelike strategie wat vir bewaring en ontwikkeling van Kaapstad se landelike gebiede aanbeveel word, behels:

- Akkommodasie van alle stedelike ontwikkelingsdruk binne die stadsgrens en streng voorkoming van stedelike indringing in die landelike hinterland.
- Die stuiting van landelike nedersettingsgroei binne bestaande nedersettingsgrense.
- Rehabilitering en beskerming van Kaapstad se unieke landelike omgewingskenmerke (i.e. ekologies, kultureel en landskap) en die ruimtelike integrering van bewaringsgebiede om 'n algehele 'groen struktuur' daar te stel om as 'n langtermynboublok van 'n streekstad te dien.
- Beskerming van die gevestigde en opkomende landbougebiede in en rondom die stad, en die moontlikheid van geleenthede vir nuwe en opkomende boere.
- Afwisseling en intensivering van landelike aktiwiteite en grondgebruike (bv. eko- en agritoerisme-ondernemings).
- Ontwikkeling van landelike poorte tot die stad.

LANDELIKE RUIMTELIKE RAAMWERK

'n Landelike Ruimtelike Raamwerk is voorberei om hierdie strategie te bereik. Die elemente daarvan word hieronder uiteengesit.

a) Groen Struktuur

Die Landelike Ruimtelike Raamwerk se primêre struktureringselement is die aanwysing van 'n omgewingsvoetafdruk, of die sogenaamde groen struktuur, vir die Stad Kaapstad. Binne die landelike gebied dien die groen struktuur hoofsaaklik as bewaringsfunksie en sekondêre ontspannings-, vermaaklikheids- en opvoedkundige funksie. Die groen struktuur is daarop gemik om te bly

bestaan en sy integriteit moet verseker word deur dit teen ontwikkeling te beskerm.

In ooreenstemming met die biostreeksbeplanningsbeginsels, is dit die voorneme om die omgewingsgehalte en funksionaliteit van die stad se groen struktuur te verbeter, en dit met verloop van tyd uit te brei om met die MOSS binne die stadsgrens en gebiede wat bewaringswaardig is in die omliggende landelike hinterland te verbind.

b) Landbougebiede

Geskiedkundige landbougrond het nie 'n betekenisvolle rol in stedelike strukturering gespeel nie. Dit vloei voort uit die feit dat landbougrond swak afgebaken is (bv. landelik gesoneer), die reservering daarvan deur 'n enkele faktor bepaal word (bv. grondpotensiaal), en die feit dat dit dikwels monofunksioneel is (bv. koringlande) en as relatief volop beskou word.

Die Landelike Ruimtelike Raamwerk stel hierdie anomalie reg deur die aanwysing van landbougebiede as 'n belangrike struktureringselement in die langtermyngroei van die stad. Die aanwysing van landbougebiede is gebaseer op die behoefte aan intensiewe landbouproduksiegebiede (bv. tuinbou) in die nabyheid van die stad. Dit is vanweë kostevoordele weens die nabyheid aan die mark, direkte en indirekte werksgeleenthede vir stadsbewoners, stimulering van sekondêre sake-aktiwiteite (bv. bemarking) en voedselsekuriteitsgeleenthede vir stadsbewoners met 'n lae inkomste.

Die aangewese landbougebiede verteenwoordig funksionele landbouproduksiesones wat in staat is om landbouaktiwiteite te handhaaf (bv. voldoende grootte om landbouplaagbeheerprogramme toe te laat), kan die nodige skaalbesparings bereik (bv. ondersteuningsfasiliteite en -dienste), word nie negatief deur bestaande of toekomstige stedelike ontwikkeling beïnvloed nie (bv. spuitdrywing, landboureuke), en kan bestaande en toekomstige landbou-infrastruktuur akkommodeer (bv. besproeiingskema).

c) Landelike Ontwikkelingsgebied

Stede rondom die wêreld vereis grond op die randgebied van beboude gebiede om ruimte-intensiewe aktiwiteite en stedelike ondersteuningsfasiliteite te akkommodeer. Die Landelike Bestuursraamwerk het Landelike Ontwikkelingsgebiede (LOGe) geïdentifiseer om die volgende aktiwiteite buite die stadsgrens te akkommodeer:

- Landbouverwante "hinderlike nywerhede" (bv. kweking van sampioene, batteryboerdery, varkboerdery, ens).
- Grondhervorming insluitende die verbreding van toegang tot landbou (i.e. nuwe vestigingsprogramme vir boere) en die daarstelling van dorpsgronde.
- Opkomende landelike toerisme-ondernemings (bv. omgewingstoerisme, avontuurtoerisme) en landbou-ondernemings (bv. boetiekplase, tuisnywerhede, ens).
- Metropolitaanse infrastruktuur (bv. rioolbehandelingswerke, grondopvullingsterreine, ens)
- Landelike woonomgewings (bv. klein hoewe)

- Huisvesting op die platteland en fasiliteite om landelike ondernemings te ondersteun (bv. omgewingstoerisme) en omgewingsbewaringsattraksies (bv.biosfeerreservate, natuurreservate).

Die volgende vier Landelike Ontwikkelingsgebiede is aangewys:

- Blaauwberg Landelike Ontwikkelingsgebied
- Fisantekraal – Klipheuwel Landelike Ontwikkelingsgebied
- Macassar Landelike Ontwikkelingsgebied
- Firlands Landelike Ontwikkelingsgebied

d) Landelike Nedersetting

'n Nuwe nedersettingsformasie in Kaapstad se landelike gebiede word nie aanbeveel nie. Dit is vanweë die aansienlike koste wat aan die daarstelling van 'n slaapvestigingsinfrastruktuur buite die stadsgrens verbonde is, die negatiewe impak op landbou- en omgewingshulpbronne, en ter ondersteuning van die verdigting binne die stadsgrens. Die Landelike Bestuursraamwerk beklemtoon die instandhouding en versterking van bestaande landelike vestigingspatrone en dat 'n vestigingsgrens rondom nedersettings aangebring moet word. Landbougeleenthede moet daargestel word (bv. landbou op 'n klein skaal, gemeenskapslandbou) binne of op die randgebied van landelike nedersettings om as 'n oorgangsgrondgebruik of buffer vir die omliggende landelike gebiede te dien.

Terwyl die verskeie klein hoewe-gebiede 'n "landelike lewenstyl" vir baie stadsbewoners bied, bied hierdie gebiede ook geleenthede vir intensiewe landbou (bv. blomkweking), ontspanningsaktiwiteite (bv. perderuitersentrums), landbou- en ekotoerisme-ondernemings, en nuwe vestigingsgeleenthede vir plaasarbeiders. Daar is 'n behoefte om bestaande klein hoewe-gebiede te rasionaliseer voordat nuwe gebiede daargestel word. Gevolglik beveel die Landelike Bestuursraamwerk aan dat klein hoewe-ontwikkeling tot die bestaande gebiede beperk word en dat 'n intensivering en afwisseling van gebruik in hierdie gebiede aangemoedig word.

e) Poorte

Waar die hooftoegangsroetes tot stede deur die landelike gebied loop, beïnvloed die "uniekheid" van die landelike landskap beide die karakter van sodanige poorte en die voordele wat sodanige poortomgewings bied. Die Landelike Bestuursraamwerk identifiseer die volgende poortomstreke as hoof- landelike omgewingstruktureringselemente wat beide die karakter van die stad vir inkomende reisigers en die karakter van die landelike hinterland en omliggende streke vir diegene wat die stad verlaat, beïnvloed en ondersteun.

N7: Stads- en Swartlandpoort
R27: Stads- en Weskuspoort
N1: Stads- en Wynlandepoort
N2: Stads- en Overbergpoort

LANDELIKE BESTUURSRIGLYNE

Ter ondersteuning van die Landelike Ruimtelike Raamwerk is riglyne vir die bestuur van Kaapstad se landelike gebiede voorberei. Hierdie riglyne dek die volgende landelike aspekte:

- Grondgebruik
- Natuurlike hulpbronne
- Waterhulpbronne
- Erfenis- en natuurskoonhulpbronne
- Landbouhulpbronne
- Grondhervorming
- Infrastruktuur en diensverskaffing
- Landelike vestiging
- Gemeenskapsontwikkeling
- Organisatoriese reëlings

SLOT

Die Landelike Bestuursraamwerk vir die Stad Kaapstad het beginsels daargestel waarop die bestuur van die landelike gebied gebaseer moet word, 'n Landelike Ruimtelike Raamwerk gebied wat die MROR aanvul en riglyne vir die bestuur van die landelike omgewing verskaf.

Die Raamwerk verteenwoordig insette in die voortgesette proses van ontwerp en die daarstelling van nuwe organisatoriese strukture en stelsels vir die Stad Kaapstad se landelike gebiede. As sodanig, oefen die Raamwerk 'n invloed uit en sal dit deur hierdie ooreenstemmende inisiatiewe beïnvloed word. Addisioneel lewer die Landelike Bestuursraamwerk 'n belangrike bydrae tot die geïntegreerde grondgebruik bestuurstelsel wat tans deur Stad Kaapstad onderneem word.

Die Landelike Bestuursraamwerk stel 'n nuwe benadering tot die bestuur van 'n unieke en waardevolle bate van die Stad bekend. Sonder die oordeelkundige bestuur van hierdie spesiale gebied sal Kaapstad se toekomstige vooruitsigte in gevaar gestel word.

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LIST OF ABBREVIATIONS

BCA:	BLAAUWBERG CONSERVATION AREA
BOTSOC:	BOTANICAL SOCIETY OF SOUTH AFRICA
CBO:	COMMUNITY BASED ORGANISATION
CBPWP:	COMMUNITY BASED PUBLIC WORKS PROGRAMME
CFA:	CAPE FLATS AQUIFER
CID:	COMMUNITY IMPROVED DISTRICTS
CIRD:	CENTRE FOR INTEGRATED RURAL DEVELOPMENT
CIZ:	CONSERVATION INTERFACE ZONE
CMA:	CAPE METROPOLITAN AREA
CMC:	CAPE METROPOLITAN COUNCIL
CNC:	CAPE NATURE CONSERVATION
CofCT:	CITY OF CAPE TOWN
DECAS:	DEPARTMENT OF ENVIRONMENT, CULTURE AND SPORT
DWAF:	DEPARTMENT OF WATER AFFAIRS AND FORESTRY
EIA:	ENVIRONMENTAL IMPACT ASSESSMENT
EMPR:	ENVIRONMENTAL MANAGEMENT PROGRAMME REPORT
ESTA:	EXTENSION OF SECURITY OF TENURE ACT, 1997 (Act 62 of 1997)
GIS:	GEOGRAPHIC INFORMATION SYSTEM
I&APs:	INTERESTED AND AFFECTED PARTIES
IDP:	INTEGRATED DEVELOPMENT PLAN
IEM:	INTEGRATED ENVIRONMENTAL MANAGEMENT
IMEP:	INTEGRATED METROPOLITAN ENVIRONMENTAL POLICY
LANOK:	LANDELIKE ONTWIKKELINGS MAATSKAPY (former LANDELIKE ONTWIKKELINGS KOöPERASIE)
LUPO:	LAND USE PLANNING ORDINANCE, 1985 (Ordinance 15 of 1985)
MLC:	METROPOLITAN LOCAL COUNCIL
MOSS:	METROPOLITAN OPEN SPACE SYSTEM
MSDF:	METROPOLITAN SPATIAL DEVELOPMENT FRAMEWORK
NEMA:	NATIONAL ENVIRONMENTAL ACT, 1998 (ACT 107 OF 1998)
NGO:	NON-GOVERNMENT ORGANISATION
NNR:	NATIONAL NUCLEAR REGULATOR
PAWC:	PROVINCIAL ADMINISTRATION OF THE WESTERN CAPE
PCZ:	PRIMARY CONSERVATION ZONE
PDA:	WESTERN CAPE PLANNING AND DEVELOPMENT ACT, 1999 (Act 7 of 1999)
PHA:	PHILIPPI HORTICULTURAL AREA
PHDB:	PROVINCIAL HOUSING DEVELOPMENT BOARD
PNE:	PROTECTED NATURAL ENVIRONMENT
PPP:	PUBLIC PRIVATE PARTNERSHIP
RDA	RURAL DEVELOPMENT AREA
SAHRA:	SOUTH AFRICAN HERITAGE RESOURCES AGENCY
SCA:	SENSITIVE COASTAL AREA
SDF:	SPATIAL DEVELOPMENT FRAMEWORK
SEA:	STRATEGIC ENVIRONMENTAL ASSESSMENT
SMME:	SMALL, MEDIUM AND MICRO ENTERPRISE
USP:	URBAN STRUCTURE PLAN
WCRSC:	WESTERN CAPE REGIONAL SERVICES COUNCIL
WESGRO:	WESTERN INVESTMENT AND TRADE PROMOTION AGENCY (former WESTERN CAPE ECONOMIC GROWTH AGENCY)

GLOSSARY OF TERMS

ADVENTURE TOURISM:	Defined as a holiday that contains an element of personal challenge through controlled risk, daring and/or excitement, often in a relatively inaccessible environment. Activities include canoeing, white-water rafting, sailing, rock climbing, walking, trekking, caving, expeditions, hang gliding, ballooning, mountain biking, horse riding, scuba diving, etc. (Robford Tourism, 2000)
AGRI-INDUSTRY and AGRI-PROCESSING	An enterprise for the processing of agricultural products on a farming unit or within a rural area owing to the nature, perishableness and fragility of such agricultural products (e.g. wineries, farm pack stores, etc.).
AGRI-SUBURB:	A residential area developed specifically to accommodate farm workers and their dependents and which forms a functional part of a town. Security of tenure is according to right of ownership. Agri-suburbs may be developed on a private, public or joint-venture basis. (PAWC, 2000)
AGRI-VILLAGE:	A private settlement established and managed by a legal institution that is situated within an agricultural area and where residence is restricted to bona fide farm workers and their dependents of the farms involved in the development. Security of tenure is according to a lease agreement contract or life rights and does not include right of ownership. (PAWC, 2000)
AGRICULTURE:	The cultivation of land for crops and plants or the breeding of animals or the operation of a game farm on an extensive basis on natural veld or land.
AGRICULTURAL HOLDINGS:	Land portions on which commercial, project-based or community farming ventures are undertaken. (PAWC, 2000)
AGRO-TOURISM:	A type of tourism in which travellers travel to rural areas to experience the activities and lifestyles of people living and working in the agricultural sector. (Robford Tourism, 2000)
BOUTIQUE WINERY:	A wine-making enterprise which is located independently of vineyard establishment, with its location benefiting from a rural setting and tourist traffic.
COMMERCIAL AGRICULTURE:	Full-time farming ventures undertaken by an individual or a business entity for a profit motive. (PAWC, 2000)
COMMUNITY AGRICULTURE:	Part-time farming ventures undertaken collectively by members of a community under the auspices of a legal entity that is representative of the participating members. The motive may be food and/or income supplementation, skills training or for subsistence purposes. (PAWC, 2000)
COMMUNITY COMMONAGE:	Piece of land belonging to, open to or affecting the whole community or public.

COMMUNITY GARDEN:	Single land unit utilized by a community for agricultural purposes (mainly for subsistence production).
ECO-TOURISM:	A type of tourism in which travellers are sensitive to the environment, will tend to travel to places where the environment is being protected, and will do business with companies that are sensitive to the needs of the environment. (Robford Tourism, 2000) It is defined by the Eco-Tourism Society as responsible travel to natural areas that conserves the environment and improves the welfare of local people.
ENVIRO-TOURISM:	A type of tourism which involves travel to relatively undisturbed or uncontaminated natural areas with the objective of studying, admiring and enjoying the natural environment of that area. An important point is that the person who practices enviro-tourism has the opportunity of immersing him or herself in nature in a way that most people cannot enjoy in their routine, urban existences. (Robford Tourism, 2000)
EXTENSIVE RESIDENTIAL (also GENTLEMEN'S ESTATE and SMALLHOLDING):	Large land units (up to 8 000m²) situated close to or within an urban area that have a residential function as primary use. These units may also accommodate one or more of several secondary land uses which are controlled through local management policy.
GREEN STRUCTURE:	A structured, connected system of green space.
HAMLET:	Rural settlement providing agricultural services and accommodating farm workers and other persons striving for a rural lifestyle.
INTENSIVE FEED FARMING (also FACTORY FARMING and BATTERY FARMING)	The keeping, feeding and breeding of animals on a intensive basis.
KIT OF PUBLIC PARTS:	A planned cluster of facilities which provide a range of social services and opportunities in one place. (Muni-SDF, 2000)
KITCHEN RULES:	Management regulations and development parameters compiled by a community and local authority for a specific area.
PROJECT-BASED AGRICULTURE:	Small scale farming ventures undertaken by individuals or groups of individuals that collectively form part of a larger agriculture project which is managed by a legal entity representative of the participating members. The motive of the project may be profit making, new farmer training, income supplementation or a combination of these objectives. (PAWC, 2000)
PUBLIC PRIVATE PARTNERSHIP:	Co-operative partnerships between the public and private sectors where each party brings in the resources it has in terms of planning, money, skills and other contributions.

RURAL DEVELOPMENT AREA:	Geographic area forming part of Cape Town's rural area, within which a range and diversity of rural associated activities are accommodated. All of these activities are essentially of a rural character, function and form, and include: agriculture, land reform, community commonages, rural living, agro- and enviro-tourism, and bulk infrastructure and facilities serving the metropolitan area.
SMALL AGRICULTURAL LAND UNIT:	Land unit situated within an urban or rural area that has an agricultural function as its primary land use.
URBAN FRINGE:	The spatial transition area located between the built-up area of a town / urban centre and its rural hinterland. This zone links a core of concentrated population and activities with a set of dispersed activities dependent on natural resources. It is an area characterized by both urban and rural development pressures. (PAWC, 2000)
VALUE ADDING ACTIVITIES:	Associated uses which enhance the value derived from the primary use (e.g. processing of "on-farm" produced product.).
WIND FARM:	A rural-based facility employing wind turbines to generate wind energy.

1. INTRODUCTION

1.1 BACKGROUND

The rural areas in and around metropolitan Cape Town are under threat from various quarters. Examples of these threats include: urban sprawl that brings with it receding rural landscapes, the loss of productive farmland and disruption of ecological systems; ad hoc rural subdivision and settlement intensification which erodes those cultural and scenic qualities which tourists find attractive; the intrusion of urban activities into the rural environment giving rise to no clear distinction between town and country; and declining levels of security and poor service delivery to rural households.

Prior to 2001, the rural areas of the Cape Metropolitan Area (CMA) were under the jurisdiction of 6 different local authorities and two adjoining district municipalities, each of which had its own approach to management of its rural areas. The new city structure, the City of Cape Town, is keen to align these different approaches towards common objectives. To this end CMC Administration, in association with South Peninsula, Oostenberg, Tygerberg, Helderberg, Cape Town and Blaauwberg Administrations, the West Coast and Boland District Municipalities, and the adjoining Stellenbosch, Drakenstein and Swartland Municipalities, initiated an investigation into the formulation and adoption of a coherent and consistent management framework for the City of Cape Town's rural areas.

The outcome of this initiative, a Rural Management Framework for the City of Cape Town, is documented in this report.

1.2 RURAL MANAGEMENT STUDY FOR THE CITY OF CAPE TOWN

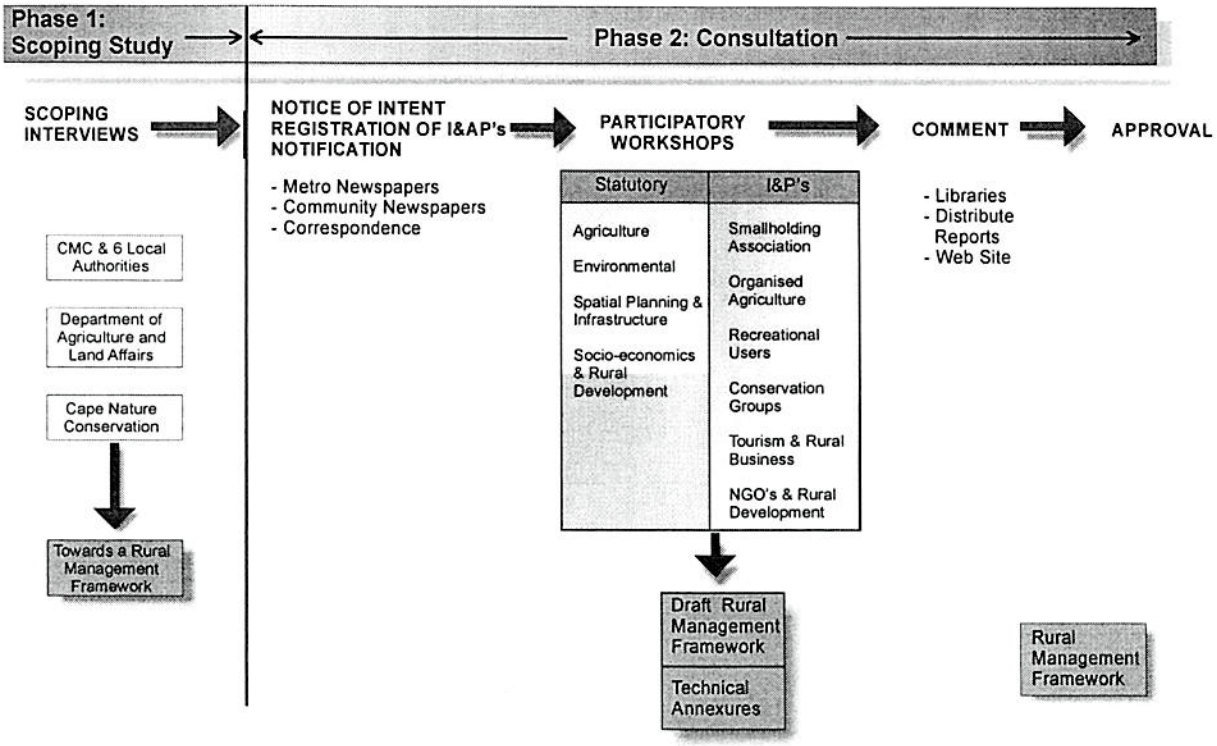
CMC Administration appointed consultants to assist with the preparation of the Rural Management Framework for the City of Cape Town. As illustrated in Diagram 1 overleaf, the study was phased as follows:

Phase I: During 2000, prior to the establishment of the City of Cape Town, an initial scoping of CMA rural management issues was undertaken. This scoping exercise was done by way of interviews with officials of the various municipalities and other statutory authorities, as well as a desk-top study of available information. Phase I identified a range of rural management issues that need to be addressed, and explored different approaches to the resolution of these issues. The findings of this phase were documented in an October 2000 report titled "CMA Rural Management Study: Phase I: Towards a Rural Management Framework".

Phase II: During 2001, with the advent of the City of Cape Town, attention focused on broadening the Rural Management Study so as to obtain input from interested and affected parties (IAPs).

From this perspective an in depth examination of the City's rural management issues was undertaken, practical ways of dealing with the pressing rural issues identified were explored and a draft Rural Management Framework was compiled.

The draft Rural Management Framework was then distributed for comment by statutory authorities, rural stakeholders and the general public. Based on comments received the framework was then amended, as documented in this report.



1.3 OBJECTIVES

With the aim of introducing a consistent and sustainable basis of managing the CMA's unique rural areas, the specific objectives of the Rural Management Framework for the City of Cape Town are as follows:

i. To establish **principles** on which the management of the City's rural areas should be founded.

ii. To develop a **spatial framework** for the rural areas of the City of Cape Town, that compliments the Metropolitan Spatial Development Framework (MSDF).

iii. To formulate a set of **management guidelines** for the City's different rural sectors (i.e. agriculture, tourism and rural enterprises, land use, land reform, etc).

iv. To set out **procedural guidelines** for the compilation of local area action plans for specific rural precincts and/or rural activities (i.e. Phase III).

1.4 LIMITATIONS

The City of Cape Town is undergoing a process of fundamental institutional restructuring given the amalgamation of 7 previously separate municipal administrations. All institutional structures applicable in the rural areas, responsibilities for the delivery of services in rural areas, management arrangements and rural rates systems are under review. The Rural Management Framework serves as an informant to this on-going process of institutional reform of metropolitan government

Whilst the main emphasis of this study is on spatial growth management, consideration is also given to how the management of the physical environment relates to socio-economic and institutional considerations. As such this study sets out to inform parallel initiatives underway and is presented as a framework to be developed and refined over time.

1.5 STUDY AREA

As illustrated in **Figure 1**, the primary study area extends from the Urban Edge to the new outer jurisdictional boundaries of the City of Cape Town. This represents the rural hinterland of the city's Blaauwberg, Tygerberg, Oostenberg and Helderberg Administrations. In addition, the study area includes the Philippi Horticulture Area (PHA) located within the Cape Town Administration's area of jurisdiction. Rural areas located on the Cape Peninsula (e.g. Tokai, Constantia, Red-Hill, Noordhoek, etc.), as well as the Cape Peninsula National Park, were excluded from the study. Whilst these areas also have rural characteristics worthy of protection, they are being dealt with by in-depth local are planning studies (e.g. A Special Area Study of Historic Constantia).

In order to understand rural-urban linkages, a secondary study area was also considered comprising the City's urban areas, as well as surrounding functional rural areas of municipalities (Category B and C) abutting the City of Cape Town.

1.6 INSTITUTIONAL ARRANGEMENTS

In order to assess the broader functioning of the City's rural areas, the study was undertaken in accordance with the following institutional arrangements:

i. A **Technical Committee**, comprising the consultants and a core CMC Administration team from the Spatial Planning and Environmental Directorates, were responsible for the day-to-day management of the project.

ii. A **Steering Committee** was established to oversee the study, provide ad hoc inputs, and review the findings and recommendations. The Steering Committee comprised representatives of the CMC Administration, the other six City of Cape Town Administrations, the District Municipalities of the West Coast and Boland, the Drakenstein,

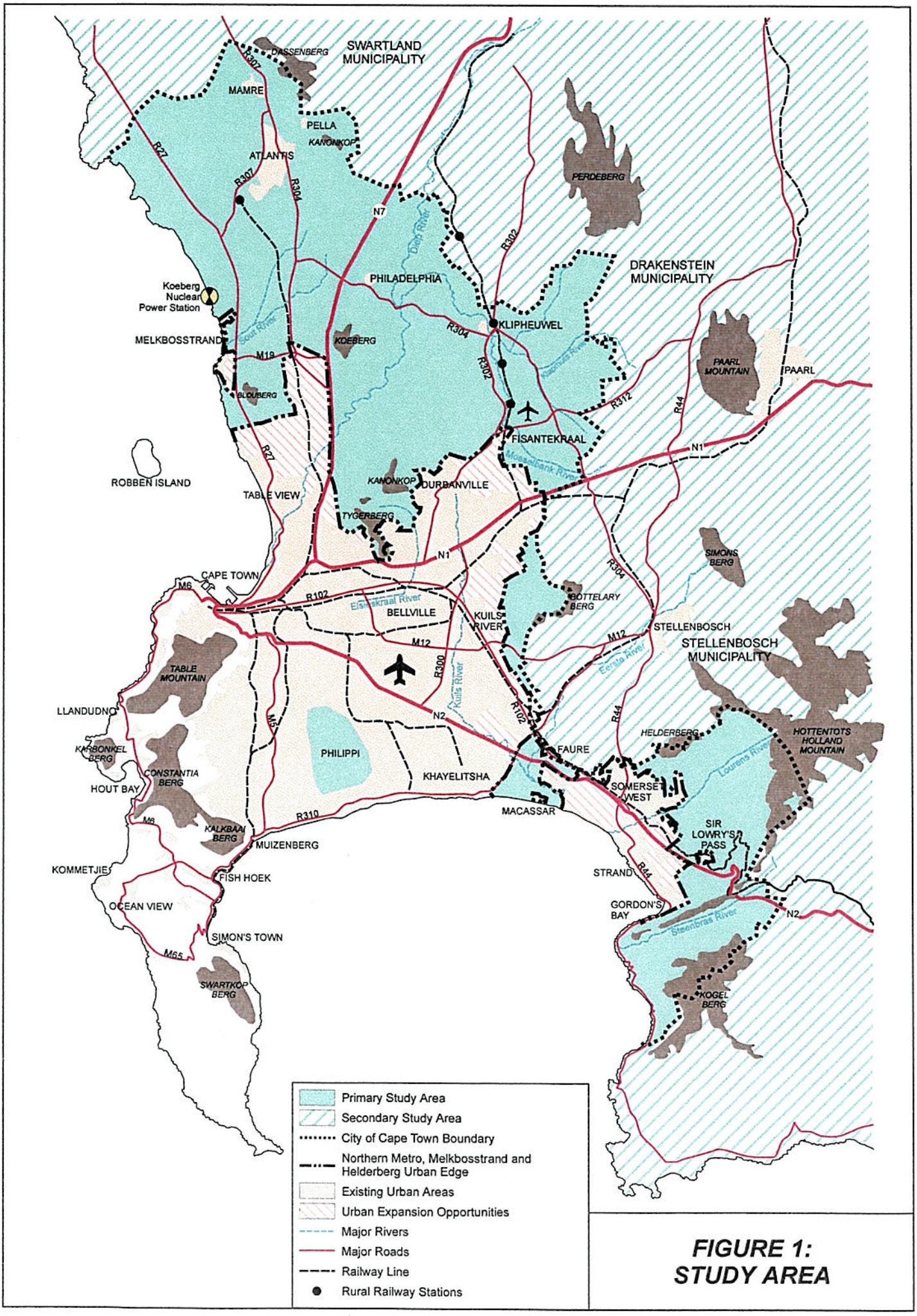


FIGURE 1: STUDY AREA

Stellenbosch and Swartland Municipalities, the Department of Land Affairs and the consultants.

Phase II of the study also incorporated a major stakeholder participation process, as detailed in Section 1.7.

1.7 STAKEHOLDER PARTICIPATION

The rural stakeholder participation process undertaken as part of Phase II of the Rural Management Framework study (refer Volume 2: Annexures D, G and H for details) served the following purposes:

- To engage and seek input from interested and affected parties (I&APs) on what the pressing issues facing the City's rural areas are, and to explore how to go about meeting these challenges.

- To engage the various spheres of government and non-governmental organizations in forums where collaborative approaches to rural management were explored.

- To increase awareness of the threats facing the City's rural areas, and to highlight the need for maintaining the character and functionality of rural areas.

The methodology employed to engage rural stakeholders (i.e. individuals and organisations) involved the following sequential tasks (see Diagram 1):

i. Call for Registration of Interest

A press advertisement was placed calling for registration of interested and affected parties (refer Volume 2; Annexure G1).

ii. Registration of Interested and Affected Parties

During February and March 2001, 39 stakeholders registered as I&APs (refer Volume 2; Annexure G2).

iii. Notification

I&APs who had registered their interest, together with additional I&APs identified by the consultant team and Steering Committee, were notified of the workshop programme and invited to participate and/or submit written submissions.

In total 145 invitations were issued. (Refer Volume 2; Annexure G3 for details).

iv. Workshop Programme

A series of 4 statutory authority and non-governmental organization (NGO) workshops (refer Volume 2; Annexures H1-H4) were convened,

focussing on the following four themes: agriculture; environmental management; spatial planning and infrastructure provision; and socio-economic and rural development.

An additional six workshops (refer Volume 2; Annexures H5–H10) were convened with the following interest and user groups: smallholding associations; organized agriculture; recreational users; conservation groups; rural business and tourism; and rural NGOs.

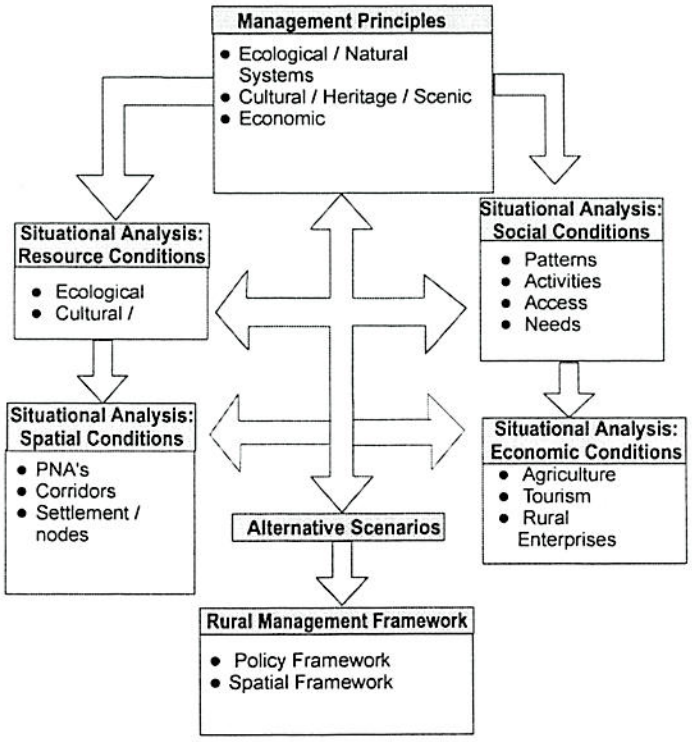
v. Distribution of Draft Report for Comment

The draft Rural Management Framework was circulated to the Steering Committee for comment, subsequently it was amended, and then presented to the Planning and Environmental Portfolio Committee who resolved that the draft report be distributed for public comment.

Full details of the participatory process and the inputs made to the study are set out in Volume 2; Annexures D, G and H.

1.8 APPROACH FOLLOWED

The Rural Management Framework for the City of Cape Town has been prepared in accordance with the guidelines for Strategic Environmental Assessments (SEA), as published by the Department of Environmental Affairs and Tourism. The Department defines a SEA as "a process of integrating the concept of sustainability into strategic decision making".



In accordance with the SEA approach followed, as illustrated, the opportunities and constraints that the rural environment places on development have been assessed. The points of departure were the

management principles set out in the Integrated Metropolitan Environmental Policy (IMEP), the goals for planning and development in the CMA set out in the MSDF, and the City of Cape Town's new Vision Statement.

These represent management specifications of acceptable conditions to be achieved in the City's rural areas, or what are sometimes referred to as the limits of acceptable change. From this basis a situational analysis of conditions in the City's rural areas was undertaken, and key rural management issues were identified.

Alternative rural management scenarios were then considered in formulating the Rural Management Framework.

1.9 PRODUCTS AND REPORT STRUCTURE

The Rural Management Framework for the City of Cape Town comprises the following two volumes:

(i) **Volume I: Findings and Recommendations** which is structured as follows:

- Chapter 1 serving as an introduction and background to the study and terms of reference.
- Chapter 2 sets out the management specifications to be achieved in Cape Town's rural areas.
- Chapter 3 provides a contextual analysis of the study area.
- Chapter 4 puts forward an approach to the management of the city's rural environment.
- Chapter 5 presents a Rural Spatial Framework for the City of Cape Town.
- Chapter 6 sets out guidelines to the management of the City's rural areas.
- Chapter 7 outlines the way forward.

(ii) **Volume 2: Technical Annexures** which comprise the following technical data supporting Volume 1:

- Annexure A: List of Agencies Consulted and Relevant Contact Addresses.
- Annexure B: List of Relevant Studies and Legislation Reviewed.
- Annexure C: Review of Existing Legislation, Policy and Planning Studies.
- Annexure D: Identification of Management and Rural Activity and Component Related Issues.
- Annexure E: Schedule IV of the PDA.
- Annexure F: Department of Agriculture; Sub-division Guidelines.
- Annexure G: Participatory Process.
- Annexure H: Statutory and Interest and User Group Workshops.

2. RURAL MANAGEMENT SPECIFICATIONS

This chapter provides a conceptual framework to the Rural Management Framework for the City of Cape Town. It reviews the principles underpinning relevant national, provincial and metropolitan policy initiatives. Collectively these represent the management specifications, or performance standards, of the desired conditions and qualities to be achieved and sustained in the City of Cape Town's rural areas. In the chapter attention is given to specifying the social, economic and environmental conditions aspired to in the City's rural areas.

To this end this chapter covers the following topics:

- From a national perspective, the directive principles of the Draft Land Use Bill (2000) are outlined.
- From a rural development perspective, planning principles that underpin the Department of Land Affair's Rural Development Framework (2000) are set out.
- From a provincial perspective, the principles underpinning Western Cape policies concerning Farm Worker Settlement and the Agricultural Holdings in the urban fringe.
- From an metropolitan environmental management perspective, the City's IMEP principles and sectoral approaches are covered.
- From a metropolitan growth management perspective, the MSDF's (2001) goals for guiding planning and development in Cape Town are set out.

2.1 LAND USE MANAGEMENT

Towards a consistent approach to land use management by the different spheres of government, the Draft Land Use Bill (March 2000) sets out the following directive principles:

i. Sustainable Management and Use of Resources

The following sustainability norms are set out in the Bill:

- Land may be used or developed only in accordance with the law.
- General interests should enjoy preference over private interests.
- Disaster management should be integrated into land use management.
- The protection of natural, environmental and cultural resources should be a primary aim.
- Land used for agricultural purposes may only be allocated to another use where real need exists, and prime agricultural land should as far as possible remain available for production.

ii. Equality of Protection and Benefits

The following equality norms are set out in the Bill:

- Public involvement in land use processes.

- Opportunities for previously disadvantaged communities to share in the benefits and opportunities.
- Decision making based on societal interests, not only those affected.

iii. Integration

The following integration norms are set out in the Bill:

- Co-ordination and alignment of land use management with the policies of other organs of state in any sphere of government.
- Promotion of efficient, functional and integrated settlements.
- Decision making guided by the availability of appropriate services and infrastructure.
- Promotion of racial integration.
- Promotion of mixed land use development.

iv. Fair and Good Governance

Towards fair and good governance the following norms are set out in the Bill:

- Lawful, reasonable and procedurally fair decision making.
- The right to written reasons where decisions adversely affect rights.
- Community capacity building.
- Public access to decision making forums.
- Accessibility of officialdom.
- Decision making within pre-determined time frames.

2.2 RURAL DEVELOPMENT FRAMEWORK

The Department of Agriculture and Land Affairs' Rural Development Framework (2000), in support of the national priority given to rural development, sets out a methodology for achieving a rapid and sustained reduction in absolute poverty in rural areas. To this end the framework identifies the following requirements:

- Broadening access to natural resources, including arable and grazing land, to facilitate the establishment of aspirant farmers and improve income and employment opportunities.

- Organising a spatial and temporal framework for development in marginalised areas by establishing periodic markets to restore and initiate economic activity and rights.

- Provision of land for the investment/development of basic infrastructure and social services (e.g. schools, health care).

- Spatial rationalization and integration of rural settlement.

The Rural Development Framework identifies a serious risk of increased land degradation if preventive measures and improved management do not accompany the land reform programme. To this end the framework emphasizes the importance of integrating environmental management and land use planning.

2.3 PROVINCIAL FARMWORKER SETTLEMENT AND URBAN FRINGE POLICIES

i. Western Cape Policy for the Settlement of Farm Workers

This provincial policy addresses the need of farm workers to be settled permanently in order to fully benefit from the various tenure, housing subsidy benefits and rights which are afforded to them, with such settlement contributing to sustainable community, rural and agricultural development.

The policy explores and identifies both "on the farm" and "off the farm" settlement options. These include the right of residence in terms of the Extension of Security of Tenure Act (ESTA), sub-division of the farm unit, provision for retirement, settlement in existing towns, and the establishment of new towns and agri-villages. Furthermore, the policy details a project preparation process, approval procedures and authority responsibilities.

Of significance are the following:

- All farm workers have the right to reside and retire on land they reside on in terms of ESTA.
- The sub-division of farm units to facilitate settlement must be cost effective and feasible, employing existing resources (e.g. houses) where possible.
- Farm share equity and redistribution schemes initiated as part of the land reform programme need to address the settlement needs of beneficiaries.
- "Off-farm" settlement should preferably occur in existing towns and rural villages/hamlets, taking cognisance of the availability of funds given existing housing backlogs in such settlements.
- New residential neighbourhoods, agri-suburbs or retirement villages targeted specifically at farm workers must be functionally integrated into existing towns.
- Given the substantial managerial and financial resources required to establish and maintain rural settlements, and their potential negative impact on the environment, the establishment of agri-villages or hamlets in the rural hinterland has limited applicability.

ii. Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe

This provincial policy aims at establishing opportunities for aspirant farmers to access land and develop agricultural holdings in the urban

fringe. The policy calls for integrated planning processes to be followed to ensure the following:

- Direct urban expansion away from environmentally sensitive areas and farming land.
- Reservation and protection of agricultural resources.
- Protection of environmental resources as part of integrated open space systems.
- Compatibility and sustainability of land use allocations in the urban fringe.

2.4 INTEGRATED METROPOLITAN ENVIRONMENTAL POLICY

2.4.1 General Policy Principles

- The Integrated Metropolitan Environmental Policy (IMEP) makes a commitment to adopting and implementing the principles of sustainable development in the City of Cape Town. There is thus a need to ensure that current natural resource use patterns in the rural areas of the City benefit all, whilst ensuring that these resources are protected for the use of future generations.

- IMEP makes a commitment to an holistic approach to the environment and to protecting the City's unique bio-diversity.

- IMEP commits the city to responsible stewardship of the resources within local governments charge.

- IMEP endorses the precautionary principle in terms of which if the impacts of a proposed activity are uncertain, then that activity should not be undertaken.

2.4.2 Sectoral Approaches to IMEP

Concerning the management of the City's rural areas, the following sectoral approaches set out in IMEP are of relevance:

- Ensuring that the quality of coastal, marine and inland waters is suitable for the maintenance of bio-diversity and the protection of human health.

- Conservation and enhancement of soils in the City in support of bio-diversity and farming activities.

- Recognition that the natural environment is the City's most valuable resource and that conservation of terrestrial bio-diversity is a priority.

- Ensuring sustainable and equitable land use practices in the City.

- Preservation and protection of the City's diverse cultural heritage.

- Recognition that uncontrolled urban expansion threatens the resources of the City .

- Recognition that an effective Metropolitan Open Space System (MOSS) is essential to the protection of biodiversity and ensuring access to recreational opportunities for all.

- A commitment to sources of energy with the least impact on the environment.

2.5 METROPOLITAN SPATIAL DEVELOPMENT FRAMEWORK

The MSDF focuses on managing the growth of the City's urban areas, and has as one of its cornerstones the delineation of an Urban Edge as interface with the rural area. The Urban Edge serves to contain urban sprawl, promote more compact settlement patterns and protect rural areas of notable agricultural, recreational, mineral and ecological potential.

The MSDF identifies the following policy guidelines applicable to the management of the City's rural areas:

- Scenic landscape protection and enhancement measures including: the protection and improvement of the inherent qualities of scenic landscape areas; resisting land allocations likely to have an adverse impact on scenic landscape areas; and maintenance of scenic metropolitan routes to serve a network of tourist facilities, accommodation and resorts.

- Prevention of development within nature reserves, both public and private, and on public open spaces not formally managed or proclaimed (e.g. land within and between farming areas, areas of indigenous vegetation, etc).

- Resisting land allocations which will have an adverse effect on inland waters or where there is a flood risk.

- Safeguarding areas with strategic mineral deposits from development or land uses which will inhibit their exploitation.

- In principle excluding development within agricultural areas, except that which is specifically related to agricultural uses.

- Establishing a Metropolitan Open Space System (MOSS). While this system is being established primarily within the urban fabric, there is scope to extend the system into the rural areas. River Catchment Studies are being undertaken for the City's river systems (e.g. Diep River) which provide a platform for extending the MOSS into the rural hinterland. Management proposals and requirements for these river courses and their catchments need to inform rural development.

3. CONTEXTUAL ANALYSIS

Having established a conceptual basis for the management of the City of Cape Town's rural areas in the previous chapter, this chapter contextualises the study area. In this chapter:

- The key features of the rural area are highlighted, with specific attention to the state of the environment, socio-economic conditions, land use patterns, infrastructural networks and organizational arrangements in the rural area.
- The significance and role of Cape Town's rural areas is explored.
- The key issues that need to be addressed in the Rural Management Framework are identified.

3.1 KEY FEATURES OF CAPE TOWN'S RURAL AREA

The Rural Management Framework concerns itself with those areas of the City of Cape Town falling outside the Urban Edge. As illustrated in **Figure 1**, the study area comprises two distinctive rural areas, namely: the rural enclave of the Philippi Horticultural Area; and the Blaauwberg, Tygerberg, Oostenberg and Helderberg rural hinterlands on the outskirts of the city.

Whilst these areas accommodate only 1% of a metropolitan population of 3,1 million, Cape Town's rural landscape encompasses an area significantly larger than its urban area. Cape Town's rural areas are not the City's urban growth frontiers and need to be managed fundamentally differently to the urban environment. Key features of the City's rural areas are illustrated in Figures 2 to 4, and described below.

3.1.1 The Rural Environment

The environmental features of Cape Town's rural area are illustrated in **Figure 2** and outlined below:

- **Prominent topographical features** in the form of: Table Mountain and the Peninsula mountain chain; the promontories of Blouberg, Koeberg, Kanonkop and Dassenberg up the West Coast; Perdeberg on the northern fringe of the metro; the Tygerberg hills; the Bottelary hills on the eastern fringe; and the Helderberg in the south-east.

- Cape Town's principal **rivers and wetlands,** in the form of the Sout, Diep, Mosselbank, Kuils, Eerste and Lourens Rivers, are all systems significantly modified and degraded by the impacts of urban development. The region has a deficit of surface water resources but is well endowed with underground reserves in the form of the Cape Flats and Atlantis **aquifers**.

- Oceanographic conditions along Cape Town's coastline provide a favourable habitat for a wide variety of marine plants and animals. The **coastal zone** includes marine protected areas and the proposed False Bay Coastal Park.

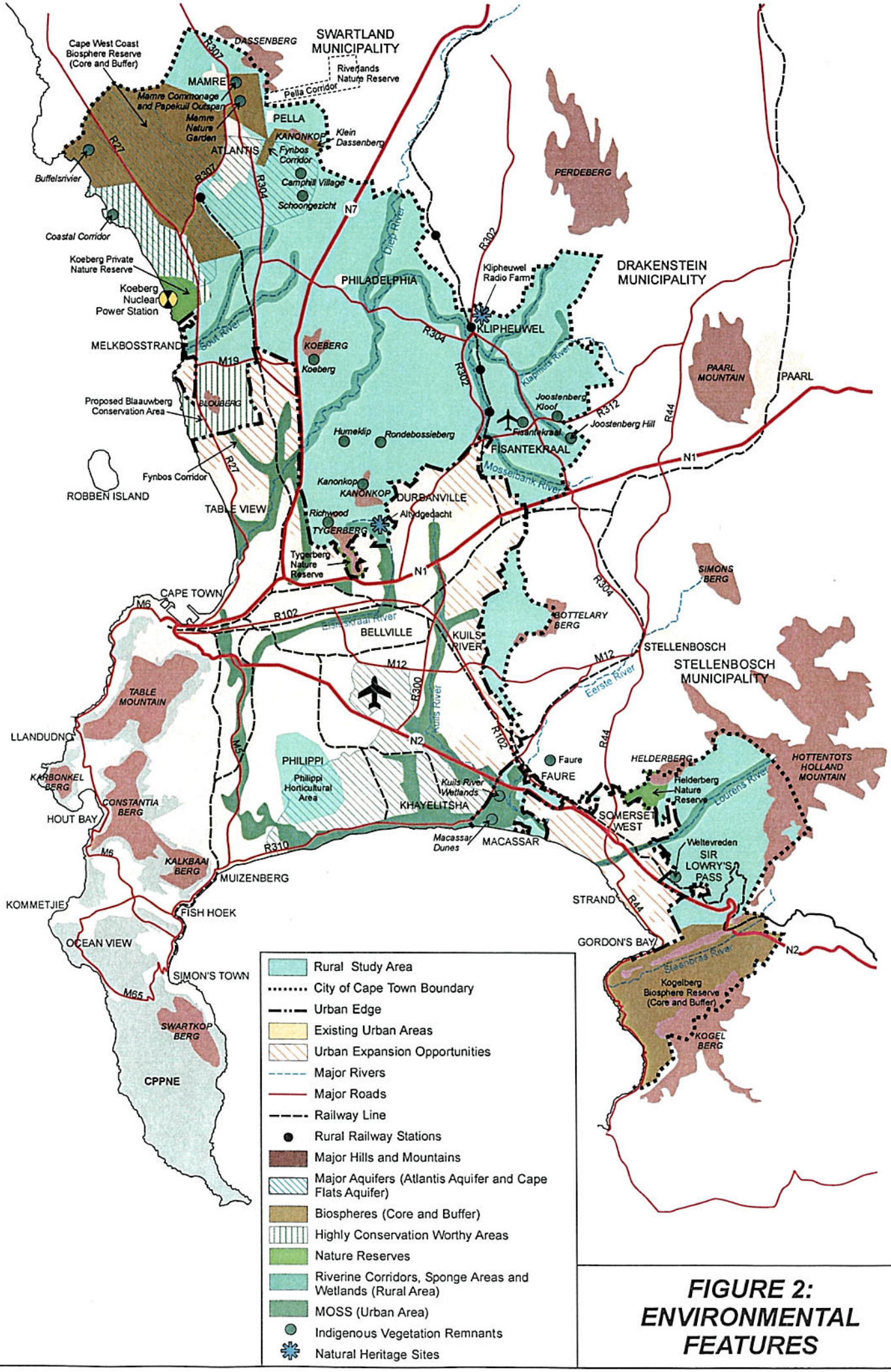


FIGURE 2: ENVIRONMENTAL FEATURES

Management Issues:

- To date no significant new farmer establishment or land reform projects have been implemented in Cape Town's rural areas. Addressing the need for land and agrarian reform in Cape Town emerges as a key management challenge.

- Another challenge to be faced is preventing Cape Town's rural areas from becoming the setting for urban overspill housing.

- Notwithstanding the need to channel housing demand inside the Urban Edge, the delivery of municipal services to poor rural households presents a significant management challenge, particularly the provision of free basic services.

3.1.3 Rural Land Use and Settlement

Figure 3 illustrates land use and settlement patterns in Cape Town's rural areas, key features of which are as follows:

- A variety of established farming areas inclusive of Durbanville Hills (viticulture), Philadelphia (grain), Perdeberg (grain), Bottelary (viticulture), Philippi (horticulture), Constantia (viticulture) and Fisantekraal (mixed farming).

- Emerging farming areas in the form of horticulture along the N1 axis, the Mamre commonage and the slopes of the Dassenberg, and viticulture on the slopes of the Tygerberg as well as in the Perdeberg area.

- Various formal conservation areas, as detailed in **Figure 2**.

- Areas of high conservation worth and sensitive habitats that do not have formal conservation status, as detailed in **Figure 2**.

- Rural settlement patterns in the form of:
  - smallholding areas (Klein Dassenberg, Kleine Zoute Rivier, Mikpunt, Westerdale, High Riding, Tré Donne, Firlands, Schaapkraal and Sandvlei).
  - informal settlements (Spoorkamp, Skandaalkamp, Witsands and Macassar).
  - rural nodes (Klipheuwel, Philadelphia and Pella).

- Coastal recreation resorts (Silwerstroomstrand, Eerste Steen, Monwabisi, Macassar Beach, Steenbras River Mouth and Koeël Bay).

- Extractive industries involved with the mining of clay, building sand and construction aggregates.

- A mosaic of natural habitats accommodating remnants of the **vegetation biomes** of the Cape Floral Kingdom, inclusive of Strandveld, Rhenosterveld, mountain fynbos and Sand Plain Fynbos.

- A network of **Protected Natural Areas** in the form of:
  - Cape Peninsula Protected Natural Environment (CPPNE), most of which is managed as the Cape Peninsula National Park (CPNP).
  - The Kogelberg Biosphere Reserve forming Cape Town's south eastern gateway and the Cape West Coast Biosphere Reserve the southern extent of which extends down to Rietvlei.
  - Local nature reserves.

- An emerging **Metropolitan Open Space System** (MOSS) within the Urban Edge that extends down to the coast and outside the Urban Edge into the surrounding rural area.

- A variety of **heritage areas and cultural sites** within Cape Town's rural areas.

- A network of **scenic rural landscapes and routes**.

Environmental Threats

Indicators of the state of Cape Town's rural environment reveal that the area is faced with the following environmental threats:

i. Despite a significant increase in areas with formal conservation status, some vegetation types remain critically threatened (i.e. Sand Plain Fynbos and Renosterveld biomes). Of the 37 botanical hotspots within the boundaries of the City of Cape Town, 10 are located within the rural area and of these only 4 have formal conservation status or are being managed to some extent.

ii. Alien vegetation infestation threatens rural biodiversity and contributes to abnormal and intense fire regimes.

iii. Cape Town's marine resources are a very threatened natural resources due to over exploitation of species.

iv. Cape Town's soil resources are under threat due to urban expansion into the rural fringe, illegal mining activities and soil erosion. This impacts negatively on Cape Town's biota and erodes the area's agricultural potential.

v. Cape Town's hydrology has been significantly modified by both urban and rural development and the region's scarce water resources are under threat. Water quality is deteriorating on account or urban pollutants and agricultural fertilizers. Bathing and recreational water sport use are affected by the amount of faecal coliform in the water.

vi. Cape Town's rapid pace of urbanization, its substantial housing backlogs amongst the urban poor, and the slow rate of housing

delivery (mainly in the form of greenfields housing projects on the outskirts of the urban area) – all impact negatively on the quality of the rural environment.

vii. Bulk infrastructure facilities and metropolitan transport systems continue to make inroads into Cape Town's rural areas. This leads to the fragmentation of ecological systems and the erosion of cultural and scenic resources.

viii. Cape Town's escalating waste stream poses a continued threat to the rural environment. A new metropolitan waste disposal site is being sought in the rural area to replace the Vissershok facility once it is full. Litter and indiscriminate dumping continue to blight the rural landscape around the city.

ix. Cape Town's cultural and scenic resources are also under threat as they are poorly recorded and their environmental significance is not fully appreciated.

Environmental Management Issues

The Rural Management Framework for the City of Cape Town needs to address the following environmental issues:

- Establishing a consolidated data base of Cape Town's rural environmental resources.
- Linking fragmented natural habitats through a system of ecological corridors.
- Sustainable use of the Cape Town's terrestrial and marine resources.
- Strengthening and enforcing the environmental regulatory system.
- Co-ordinating the management responsibilities of statutory authorities and entering into management partnerships with non-governmental organizations and land owners.
- Integrating environmental management with management of spatial growth and the socio-economic environment.
- Incentivising conservation practices by private land owners.

3.1.2 Socio Economic Conditions

As the boundaries of the new City of Cape Town were demarcated subsequent to the 1996 Census, it is difficult to source demographic information on the rural population. Based on Census data and input from Health Departments serving the rural areas, a best estimate of Cape Town's rural population is tabulated as follows:

Administrative Area	Geographic sub-areas	Population	Total
Helderberg	Firlands/Broadland smallholdings	1588	
	Sir Lowry's Pass Environs/Knorhoek,	2095	
	Lourensford, Parel Valley	645	
	Macassar, Faure Environs and Sandvlei	2631	6959
Oostenberg			1000
Tygerberg	Durbanville Hills	2045	
	Fisantekraal	1360	
	Klipheuwel, Philapdelphia and Environs	2200	5605
Blaauwberg	West of N7	1521	
	Klein Dassenberg	1382	
	Pella	1240	
	Mamre Surrounds (excl. Mamre)	1923	
	Atlantis Surrounds	1174	7240
Cape Town	Philippi Horticultural Area, Schaapkraal		3971
South Peninsula	Deep South Rural		4800
Total Rural Population of City of Cape Town			**29575**

Source: 1996 Census updated with inputs from local authority departments.

Although Cape Town's rural areas accommodate only 1% of the metropolitan population, there are significant disparities in the socio-economic conditions of the rural community. For those who can afford it, Cape Town's rural areas offer a unique rural lifestyle in close proximity to the city. Much of the current farm labour housing stock is being converted into tourist accommodation.

There is also widespread poverty and homelessness within the farm worker community, as well as within the communities of informal rural settlements. Farm worker evictions, which have increased in recent years with the introduction of land tenure reforms, have added to rural settlement pressures.

Many residents of Cape Town's rural informal settlements are more dependent on the urban economy than the rural economy for income earning opportunities. They reside in rural informal settlements not as a lifestyle choice, but because it is easier and more affordable to erect a shack here compared to in urban areas. The poor mobility of the rural poor and their dispersed settlement pattern complicates the provision of municipal services and facilities to these vulnerable groups.

Escalating crime also impacts negatively on the lifestyle and security of all rural residents. Absentee land owners who do not maintain their rural properties contribute to the poor levels of property and personal security in the rural areas.

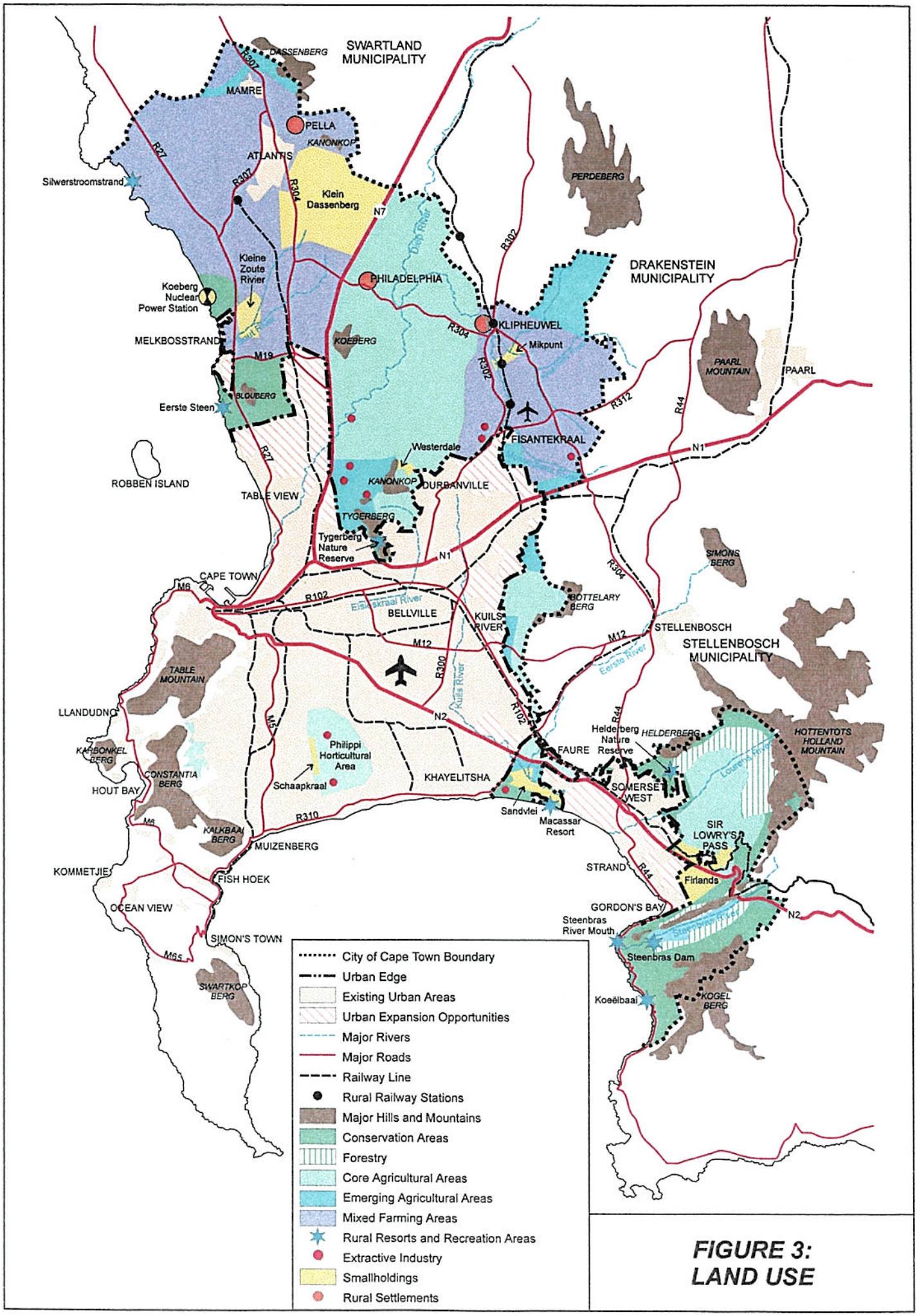


FIGURE 3: LAND USE

Land Use and Settlement Trends

i. Cape Town's rural areas are under pressure to accommodate a greater mix and intensity of activity, and associated with this there is escalating demand to sub-divide rural land. Whilst some of these activities are of a rural function and form, the rural area is also vulnerable to an intrusion of urban activities. Examples of the kinds of land use pressure Cape Town's rural areas are subject to are as follows:

- A variety of residential forms, including multiple dwelling units on farms and smallholdings, extensive residential holdings, cluster housing, residential cottages, equestrian and golf estates, and what are referred to as gentlemen's estates.
- Informal settlement given inadequate formal housing inside the urban area.
- Hamlets and housing estates for the "off-farm" accommodation of farm workers.
- Institutional uses (e.g. private schools).
- Tourism facilities (e.g. restaurants, conference and reception facilities, resorts, country guest houses).
- Rural enterprise and industry.
- Formal and informal trading facilities along tourist routes.
- Agri-processing undertakings on farms (e.g. boutique wineries, packaging plants).

ii. The intrusion of urban activities manifests itself in a growing incidence of non-conforming uses (e.g. transport operators) especially in rural areas peripheral to industrial and low-income areas and on smallholdings of little or no agricultural potential.

iii. On vacant rural private and public land where there are low levels of surveillance, there is a growing incidence of illegal activities including vandalism of property and theft of product, illegal dumping of urban waste, unauthorized sand mining, and informal settlement.

iv. Associated with the intensification and diversification of land use in the rural areas is a growing pressure to extend current levels of rural service provision commensurate to those available in urban areas.

v. Escalating impacts on the natural resources of the rural area arising from the sub-division of land, residents of informal settlements harvesting natural resources and the dumping of urban waste.

vi. An intensification of agricultural activities in the rural area, value adding activities in the form of agri-processing, and a diversification of the rural economy into the tourism market.

vii. A growing incidence of using rural properties for industrial and commercial purposes in order to avoid the higher costs of trading out of business or industrial premises in the urban area.

Management Issues

Land use management issues arising that need to be addressed in the Rural Management Framework include the following:

- Protecting the functionality and form of Cape Town's rural area from urban intrusion.
- Integrating fragmented rural conservation areas.
- Incentivising sound conservation practices on private land.
- Controlling the growth of rural settlements.

3.1.4 Rural Infrastructure

Figure 4 illustrates Cape Town's bulk infrastructural and transport networks which are situated in the rural areas. These include:

- The Atlantis, Melkbos and Macassar sewerage treatment works.
- Cape Town's water treatment works and reservoirs.
- Koeberg power station and the national transmission grid emanating from this facility.
- The national road network converging on Cape Town and the Class 2 and 3 routes serving the metropolitan area.
- The rail network and stations serving the rural area.

Management Issues

Infrastructural issues to be addressed in the Rural Management Framework include the following:

- Minimising the land use severance impact of bulk infrastructural facilities.
- Appropriate and affordable levels of service delivery to farms, households and businesses in the rural areas.

3.1.5 Rural Management

The City of Cape Town has a new and extensive rural area under its jurisdiction. Previously the area was managed on a fragmented basis by different municipal administrations. How this area will be managed in future is currently unresolved. This study serves as an informant to the setting up of effective rural management structures and systems.

Based on consultation with statutory roleplayers active in the rural areas of Cape Town, the following management issues were identified (see Volume 2: Annexure D for details):

i. Rural areas of a metropolitan region are complex areas to manage given the involvement of all spheres of government in rural affairs. The jurisdiction and responsibilities of the different parties is not always clearly defined, leading to confusion and delays in the implementation of rural programmes.

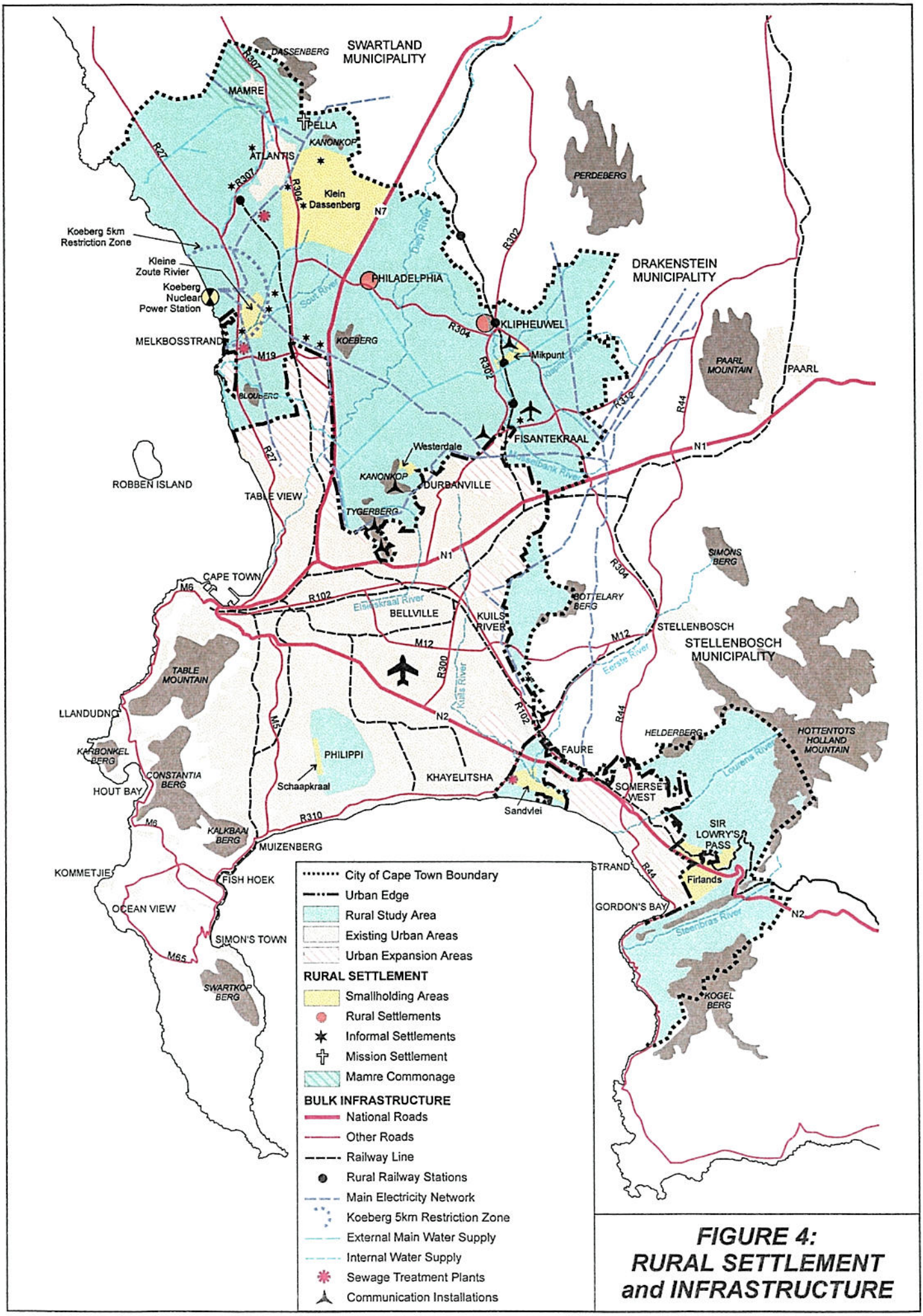


FIGURE 4:
RURAL SETTLEMENT and INFRASTRUCTURE

ii. The different spheres of government generally have adequate legislation and policies in place to regulate rural land usage and ensure sustainable rural resource utilization. The problem experienced is a lack of consistency between different policies, a lack of capacity to enforce and implement, poor co-ordination between different authorities, and poor political commitment to the rural areas of Cape Town.

iii. Cape Town's rural area has not been adequately considered in many metropolitan planning initiatives and the MSDF focuses on the urban environment of Cape Town.

3.2 SIGNIFICANCE OF CAPE TOWN'S RURAL AREAS

Notwithstanding Cape Town's many and varied rural features as outlined above, its significance and uniqueness stems from the following:

i. An Historic and Cultural Landscape

Situated within and surrounding a thriving and populous city, the rural environment has been significantly modified by man. Cape Town's rural areas are of considerable heritage significance, as they reflect a gradation of human interventions which go back to the early Stone Age period.

ii. An Ecological Treasure

Fortunately there are also important remnants of undisturbed and natural areas within the area of jurisdiction of the City of Cape Town, not all of which enjoy statutory protection. Forming part of the Cape Floral Kingdom, the City's rural areas have the distinction of the highest number of species and the highest biodiversity for any equivalent sized area in the world. In terms of biodiversity conservation, Cape Town's rural habitats are under threat and their protection is of fundamental importance.

iii. Cape Town's Landmark

Cape Town's rural landscapes, renowned for their scenic splendor, provide the city with its unique and dramatic context and comprise the prime asset underpinning the City's tourism industry. These landmarks form the setting, backdrop to and gateway into the city. At the local level, rural landscapes are what gives Cape Town's varied rural precincts their unique character and sense of place.

The retention and enhancement of these special environmental qualities is a primary management objective in Cape Town's rural areas.

3.3 THE ROLE OF CAPE TOWN'S RURAL AREA

The City of Cape Town's Urban Edge demarcates the outer extent of urban development for the next 20 years. The Urban Edge serves to contain and consolidate urban settlement, and protect the unique qualities of the rural environment from further urban encroachment.

The Rural Management Framework also serves to ensure that Cape Town's special rural qualities endure outside of the Urban Edge. The aim is to ensure that this area retains a rural functionality and form.

To this end the Rural Management Framework sets out to reconcile the diverse, and sometimes conflicting, land use pressures along Cape Town's urban fringe. Rural functionality means that the area must be able to perform the following different roles:

i. Area of Natural, Cultural and Scenic Resource Conservation

Cape Town's rural areas fulfill a vital role in terms of conservation of the environment. Strict protection of Cape Town's remaining natural habitats and their linkage through a system of ecological corridors are required to sustain the unique biodiversity of Cape Town's rural areas. Similarly the rural areas need to be managed to ensure that their rich and varied cultural and scenic resources may be enjoyed by future generations.

ii. Source of Cape Town's Fresh Produce

Cape Town's rural areas are of horticultural significance as the main source of the city's food. The bulk of fresh produce sold at the Cape Town Market is grown in Cape Town's rural areas, particularly the Philippi Horticultural Area. The rural hinterlands of Tygerberg, Oostenberg and Helderberg are also of agricultural significance, particularly in the viticulture industry. Rural management objectives are the protection of agricultural landscapes and the opening up of opportunities for new and emergent farmers in and around Cape Town.

iii. Source of Cape Town's Water

Cape Town's rural areas are underlain by significant reserves of groundwater, as contained in the Cape Flats and Atlantis aquifers, with the rural landscape functioning as their recharge areas. The City's rural areas also function as catchments of some of the City's rivers and dams. Rural management objectives are the protection of the City's scarce water resources and their judicious use by both urban and rural consumers.

iv. Rural Experience Close to the City

The rural areas in and around Cape Town serve an important role as refuges from the hustle and bustle of the city. Their recreational role is important, as is the alternative lifestyle and experience the rural areas

offer city residents and tourists. The qualities that make this area attractive to many stand in stark contrast to the qualities of a vibrant urban area. This underscores the importance of differential but symbotic approaches to the management of the City's urban and rural areas.

v. City's Outdoor Leisure and Recreation Area

Cape Town's rural areas provide a variety of outdoor leisure and recreational opportunities for locals and visitors.

vi. Location of the City's Bulk Utilities

It is within the rural areas surrounding Cape Town that the bulk utilities serving the city have to be located.

vii. City's Long Term Growth Frontier

When urban development has eventually expanded up to the urban edge, portions of the rural area will need to be developed as the City's longer term urban growth frontier.

The next chapters of the Rural Management Framework address how these divergent, and sometimes conflicting, roles of the City's rural area can be reconciled on a sustainable basis.

4. RURAL MANAGEMENT APPROACH

Having set the management specifications for Cape Town's rural areas in **Chapter 2** and undertaken a contextual analysis of the study area in **Chapter 3**, in this chapter rural management alternatives are considered and an overall approach is formulated.

In the chapter:

- Alternative approaches to managing rural areas surrounding cities are considered, based on international experience.
- The rural management problem facing Cape Town is explained and diagnosed.
- A vision statement for Cape Town's rural areas is formulated.
- An overall approach to the management of Cape Town's rural areas is put forward.

4.1 INTERNATIONAL EXPERIENCE

There are fundamental differences in approach between eastern and western countries in their management of the rural area surrounding cities, or what is also referred to in the literature as the 'urban fringe'.

The Japanese Approach

The following quotation by Herbert sums up the Japanese approach:

"The Japanese metropolitan edge / rural area offers an interesting experience of a dense intermixture of supposedly incompatible land uses, for example horticulture, industry, schools, housing, garages and offices, as well as a refreshing absence of social aggregation. This land use mix or mosaic reflects a distinctive cultural tradition, but is regarded as a failure by European and American planning criteria.

Instead the Japanese emphasize the positive aspects of a development philosophy based on expansion and on urban / rural mixture and regard it as a more useful and realistic proto-type for the rapidly urbanizing and industrializing countries of Asia than the segregationist restrictive notions of land use planning embodied in the West". (Herbert, 1986).

Development planners in Taiwan and Japan (Erskine, 1992) stress the importance of drawing together government and non-governmental bodies to simultaneously address the following urban fringe management aspects:

- Human resources development (i.e. basic education, skills training, organisational development, institution building and agricultural extension).

- Land use management (i.e. land reform, agriculture, forestry, agroforestry, settlements and conservation).
- Infrastructure and services (i.e. electrification, water resources and sanitation).
- Rural industry (i.e. agri-processing, component manufacturing).
- Adaptive research (i.e. appropriate technology and farming systems).
- Community health and population control.

The British Approach

A collaborative approach to managing the urban fringe is also favoured in western countries. Western countries, however, tend to strive to segregate urban and rural land-uses within the urban fringe. The British, for example, emphasise the need for retention and enhancement of rural areas and their amenities (i.e. agricultural areas, forests, conservation areas), with an emphasis on organisational arrangements to achieve this as opposed to relying on statutory controls. "Countryside management" (Joint Special Advisory Group, 1994) in one form or another has been promoted to resolve urban fringe problems. Two basic approaches are employed, namely local authority run Country Management Schemes, and privately promoted Groundwork Trusts.

Current mechanisms employed to implement the above include:

- Countryside management projects (e.g. river valley development) often including inter-authority and inter-department efforts (e.g. conservation, water utilisation, recreation).
- Groundwork Trusts including volunteer / community involvement in environmental issues and improvements (e.g. fencing and securing sensitive land) working in partnership with local authorities.
- Countryside services including management by local authorities or contractors of open space and coastal areas.
- Community forests and woodland projects involving volunteer groups in the establishment and maintenance of forestry areas, with plant material, equipment and technical advice being supplied by local authority.
- Public access projects to improve accessibility to recreational and natural areas (volunteer and authority participation).

The Canadian Approach

A serious loss of Canada's agricultural land due to urban expansion and mega-project development (e.g. airports) has emphasised the preservation of agricultural land as an important aspect of the conservationist movement (Gayler, 1982). This has resulted in "Designated Agricultural Areas" with limited non-farm development allowed in British Columbia and Quebec provinces.

The American Approach

The production and economic importance of agricultural land in the United States (Nation Agricultural Lands Study, 1992) has led to farmland protection measures and legislation in several states. These include:

- the declaring of agricultural districts;
- agricultural zoning;
- right-to-farm laws;
- differential assessment and death tax benefits for farmland and ownership; and
- purchase of interests in land to avoid non-farm utilisation.

According to Bunker management of rural areas surrounding cities *"should send very clear signals and guidelines to the community as to the patterns, locations and limits of investment and development in the fringe that are desired and in the public interest"* (1992; p:232).

The Australian Approach

In reviewing the Australian experience Bunker (1992) emphasises the importance of the rural urban fringe for primary production (i.e. horticulture, vineyards and flowers), but notes that planning policy has failed to insulate rural activities from urbanisation pressures. Current problems within the urban fringe of Australian cities include 'right to farm' disputes, perceived 'development rights', and a deterioration in socio-economic and environmental conditions.

Bunker cites Adelaide as a case study where efforts were made to resolve different farming, recreational, residential and environmental interests in a management plan. Essentially the plan comprises a series of land-use zones and related controls / codes of practise. Here land capability information is used to determine the suitability of land for various activities, ranging from stringent protection to primary production to residential uses. The plan also allows for the transferral of development rights to less sensitive locations.

Lessons from International Experience

Thus whilst the east and west reflect cultural differences with respect to the desirability of mixing urban and rural activities within the urban fringe, a common theme emerging is their emphasis on public-private partnerships for the affective management of these complex areas.

4.2 DIAGNOSIS OF THE PROBLEM

Drawing on the rural issues identified in the stakeholder consultation process (see Volume 2 for details), the new City of Cape Town is faced with the following rural management problems:

- Receding rural landscapes
- Depletion of the rural resource base

- Loss of habitat diversity
- Erosion of cultural landscapes
- Rural blight
- Urban intrusion into the rural environment
- Pockets of poverty and homelessness outside the Urban Edge
- Cadastral fragmentation of farmlands
- No land reform or new farmer opportunities
- Declining levels of personal and property security

There is no shortage of legislation and policies in place to deal with these problems. The basic problem is not one of a lack of policy, but rather that Cape Town's rural areas have been ineffectively managed to date. In the previous municipal dispensation Cape Town's rural areas were managed separately, giving rise to a weak political commitment to their cause.

The common perception and approach in the past was that Cape Town's rural surrounds are the metropolitan growth frontier. Seldom was the area recognized and managed as a unique and precious asset of the city. As a result Cape Town's growth management policies and land use management systems reflect a strong urban bias.

Rural communities consulted felt they were isolated and alienated from the previous system of municipal government. Within the old local authorities there was little co-ordination of rural activities between departments, and the built and natural environments were managed separately.

4.3 VISION STATEMENT

The new City of Cape Town has the opportunity to manage its rural areas fundamentally differently from what was the case in the past. The rural vision aspired to is one where:

- the varied and unique natural, cultural and agricultural landscapes that frame the city are protected;
- blighted rural landscapes are rehabilitated;
- there is a clear distinction between Cape Town's built (i.e. urban) and rural environment;
- Cape Town's natural habitats are linked together by a system of ecological corridors;
- there are opportunities for new and emergent farmers;
- settlement is contained; and
- rural communities work together with authorities in managing the area.

4.4 A NEW APPROACH

The recent establishment of a single municipal authority, the City of Cape Town, represents a unique opportunity to introduce a new and consistent approach to managing the rural areas around the city. The challenge is to put in place an effective and sustainable rural management system.

New institutional arrangements are under consideration as part of the metropolitan municipality's organizational development. Determination of management and service delivery responsibilities for the rural areas are part of these considerations. As part of this process it is necessary to re-orientate the relationship between rural communities and the local authority towards a co-operative governance model with shared responsibilities. Internationally this approach has proved to be sustainable and effective.

An integrated approach to the management of Cape Town's rural areas is required. This requires the alignment of the City's rural management structures with the following complimentary measures:

- regulatory (e.g. adoption of a coherent Zoning Scheme),
- land acquisition (e.g. acquisition of land to establish commonages),
- fiscal (i.e. using the introduction of rural rates as an opportunity to incentivise private land owners to carry out sound utilisation and conservation practices on their land),
- property rights (i.e. implementation of tenure and land reform programmes in Cape Town's rural periphery), and communication and information (e.g. consolidated rural data base).

5. RURAL SPATIAL FRAMEWORK

To compliment and reinforce Cape Town's urban growth management strategy as set out in the MSDF, this chapter presents a spatial framework for the conservation and development of the city's rural areas.

In the chapter:

- A spatial strategy for managing Cape Town's rural areas is set out.
- The Rural Spatial Framework is presented and the structural components of the framework are described.

5.1 RURAL SPATIAL STRATEGY

The spatial strategy put forward for the conservation and development of Cape Town's rural areas involves:

- Accommodation of all urban development pressures inside the Urban Edge and strict prevention of urban intrusion into the rural hinterland.
- The containment of rural settlement growth within existing settlement boundaries.
- Rehabilitation and protection of Cape Town's unique rural environmental qualities (i.e. ecological, cultural and scenic) and the spatial integration of conservation areas so as to establish an overall 'green structure' to serve as long term building block of a regional city.
- Protection of the established and emerging farming areas in and around the city, and the opening up of opportunities for new and emergent farmers.
- Diversification and intensification of rural activities and land uses (e.g. eco- and agro-tourism ventures).
- Development of rural gateways into the city.

Figure 5 illustrates the resultant Rural Spatial Framework as a guide to the management of Cape Town's rural areas. In the following sections the structural elements of this framework are outlined.

5.2 GREEN STRUCTURE

The Rural Spatial Framework has as its primary structuring element the designation of an environmental footprint, or so-called green structure, for the City of Cape Town. Within the rural area the green structure serves primarily a conservation function and secondary recreation, leisure and educational functions. The green structure is intended to endure and its integrity needs to be ensured by protecting it from development.

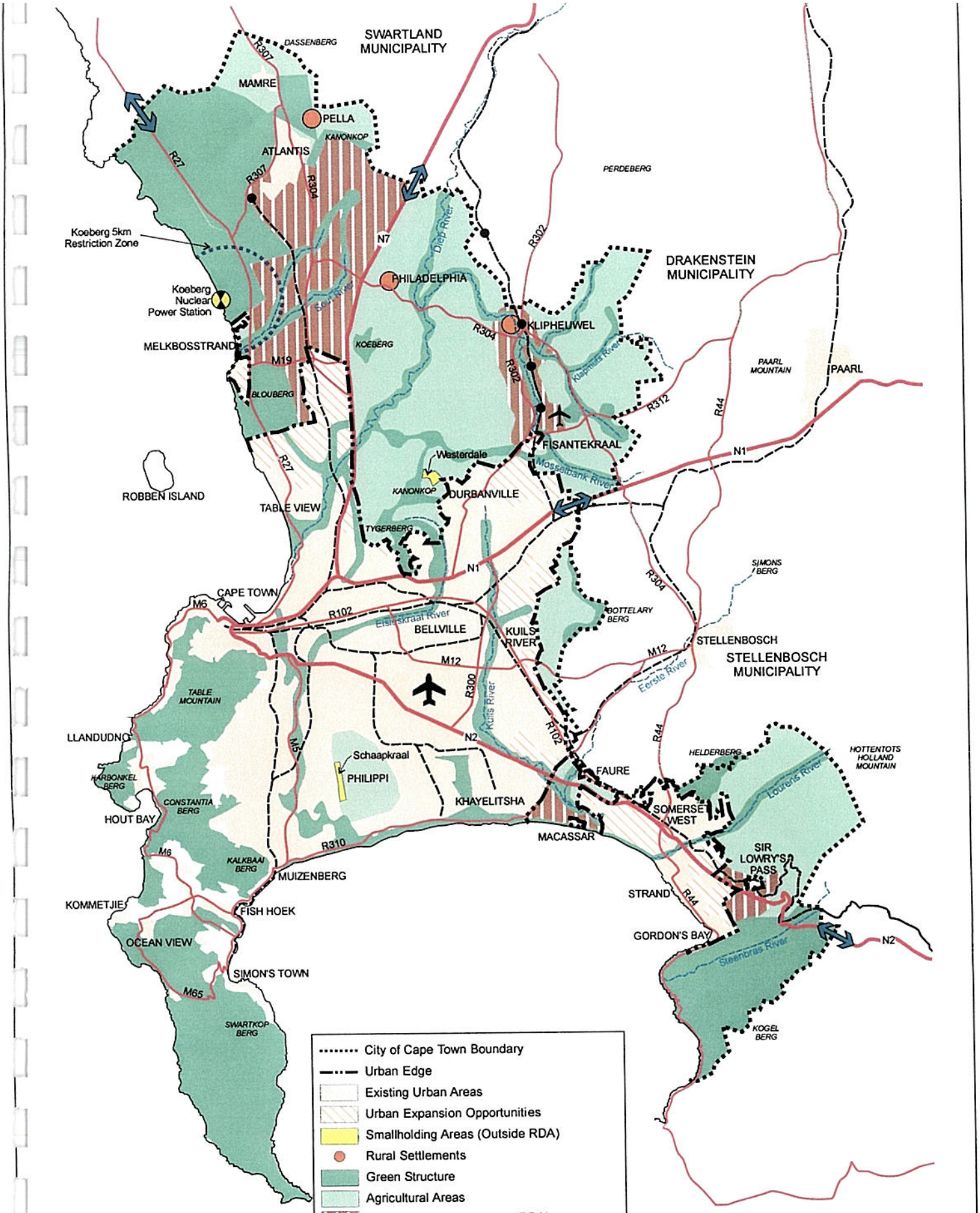


FIGURE 5: RURAL SPATIAL FRAMEWORK

Designated in accordance with bio-regional planning principles, the intention is to enhance the environmental quality and functionally of the City's green structure, and extend it over time to link up with the MOSS inside the Urban Edge and conservation worthy areas in the surrounding rural hinterland.

The green structure is a composite of the conservation worthy areas and natural resources identified in **Figure 2**. It comprises the following main elements:

- The foundations of the city's green structure are the coastal zone, the CPPNE, and the core and buffer areas of the Cape West Coast and Kogelberg Biosphere Reserves.

- The building blocks of the green structure are: the city's nature reserves and heritage areas (not all of which are recorded); the MOSS; the riverine corridors, sponge areas and wetlands.

- The cement bonding the green structure is a system of existing and proposed ecological corridors that serve to strengthen the region's bio-diversity and make it more resilient to urban impacts.

At local scale the intention is to extend the green structure to link up with indigenous vegetation remnants (e.g. Renosterveld remnants) and natural landscape features(e.g. hilltops). This is to be achieved by the adoption of ecological set-backs in farming areas, alien vegetation clearing programmes and the use of conservancies.

Guidelines for the management of Cape Town's ecological, cultural and scenic resources are set out in **Chapter 6**.

5.3 AGRICULTURAL AREAS

Historically agricultural land has not played a significant role in urban structuring. This arises from farmland being poorly defined (e.g. zoned Rural), its reservation being determined by a single factor (e.g. soil potential), and the fact that it is often mono-functional (e.g. wheat lands) and perceived to be in relative abundance.

The Rural Spatial Framework attempts to redress this anomaly through the designation of agricultural areas as an important structuring element in the long term growth of the city. The designation of agricultural areas is based on the following:

i. The need for intensive agricultural production areas (e.g. horticulture) in close proximity to the city. This is on account of cost advantages due to proximity to the market, direct and indirect employment opportunities for city dwellers, stimulation of secondary business activities (e.g. marketing) and food security opportunities for lower-income city residents.

ii. Limited availability of agricultural resources (i.e. soil, water) and the increasing erosion of such resources by city development.

iii. Suitability of rural areas on the periphery of the city for land reform, community gardens and new farmer settlement projects. These are desirable locations due to market proximity and easy access to urban facilities.

iv. Such areas forming part of, or an extension to, the MOSS and city's "green structure".

The criteria applied in the reservation of agricultural areas were:

- A combination of soil type, water availability and micro-climate.
- Where the product produced is of economic and strategic value (e.g. earning of foreign exchange).
- Where production has secondary and tertiary sector linkages (e.g. fresh produce hawking – Philippi), cultural (e.g. Mamre Commonage) and historical significance (e.g. Vergelegen).
- Where the potential of the resources is permanently enhanced (e.g. Stellenbosch and Helderberg Irrigation Scheme) or can be augmented (e.g. future irrigation of area south of Perdeberg).
- Where the resources can be employed to facilitate land reform and supplement food security.

The designated areas represent functional agricultural production areas that are capable of sustaining farming activities (e.g. adequate size to permit agri-pest control programmes), can achieve the necessary economies of scale (e.g. support facilities and services), are not negatively impacted on by existing or future urban development (e.g. spray-drift, agri-odour), and can accommodate existing and future agri-infrastructure (e.g. irrigation scheme).

On this basis a broad spatial reservation of agricultural areas has been conducted as input to the Rural Management Framework (refer **Figure 3**). Refinement of these areas should be subject to additional technical evaluations (e.g. soil mapping, groundwater assessment, etc.) being conducted.

LOCALITY	AGRICULTURAL AREA RESERVATION
(i) Helderberg Area: • N2 Sir Lowry's Pass • Somerset West	❑ Area north of Sir Lowry's Pass Road and east of urban edge, including Schapenberg, Weddersville and Knorhoek (e.g. viticulture, deciduous fruits, olives, etc). ❑ Lourensford – Vergelegen area east and north-east of Somerset West (e.g. viticulture, olives, deciduous fruits).
(ii) Faure	❑ Farm Vergenoegd and land abutting Eerste and Kuils Rivers south of the N2 (e.g. viticulture, new farmers, horticulture, community gardens).
(iii) Kuils River	❑ Upper slopes of the Bottelary Hills, with retention of smallholdings on the lower slopes as buffer to urban area (e.g. viticulture).

LOCALITY	AGRICULTURAL AREA RESERVATION
(iv) Kraaifontein	❑ Agricultural and horticultural area abutting Wallacedene and Botfontein Road (e.g. horticulture, floriculture, community gardens). ❑ Agricultural and horticultural area abutting N1 route (i.e. north and south) between Joostenbergvlakte and the R304 and north of Joostenbergvlakte (e.g. horticulture).
(v) Area between Durbanville – Kraaifontein and R304	❑ Mixed farming agricultural area (e.g. livestock, factory farming – poultry, mushrooms, dairy, etc). Suitable for new farmer settlement.
(vi) Area south of Perdeberg	❑ Mixed farming and viticulture and citrus, as suitable soil can be further enhance with future irrigation.
(vii) Durbanville Hills	❑ Viticulture area (e.g. red noble varieties).
(viii) Area between Durbanville Hills and N7, and immediately north of Durbanville Hills	❑ Transitional viticulture/grain area.
(ix) Area extending northwards from Durbanville east of the N7 towards Kalbaskraal	❑ Grain production.
(x) Mamre Commonage	❑ Reserve northern portion (i.e. pediment slopes of the Dassenberg) for viticulture, deciduous fruit, etc., and riverine areas for horticulture (i.e. community gardens and allotments).
(xi) Philippi Horticultural Area	❑ Horticulture, floriculture, community gardens and new farmer settlement.

Poor soil conditions and poor water yields and quality do not warrant reservation of the area west of the N7, extending from Tableview in the south to Mamre in the north and down to the coast in the west.

Whilst the abovementioned areas all have inherent agricultural potential, achieving production and conserving agricultural resources requires high levels of management skills. Guidelines to direct the management of agricultural land use are detailed in **Chapter 6**.

5.4 RURAL DEVELOPMENT AREAS

Cities around the world require areas peripheral to their urban edges to accommodate a range of space extensive uses and support facilities. The rural management framework has identified the need for accommodating the following activities peripheral to and outside the urban edge:

(i) Agri-associated "nuisance industries" (e.g. mushroom cultivation, battery farming, piggeries, etc.).
(ii) Land reform, specifically the broadening of access to agriculture (e.g. new farmers).
(iii) Emerging rural-based tourism (e.g. enviro-tourism, adventure tourism) and agricultural ventures (e.g. boutique farms, cottage industry, etc.)
(iv) Metropolitan and sub-regional infrastructure (e.g. sewage treatment works, landfill sites, etc.).
(v) Rural living (e.g. smallholdings).

(vi) Rural-based accommodation and facilities to support rural ventures (e.g. enviro-tourism) and environmental conservation attractions (e.g. biosphere reserves, nature reserves).

Although the major portion of the rural area of the City of Cape Town requires protection given its agricultural or environmental significance, certain composite areas present opportunities for accommodating the aforementioned rural-based uses. These areas suitable for the accommodation of a greater mix of rural activities have the following characteristics:

(i) They are of low to medium-low agricultural potential, therefore not suited to intensive large-scale commercial farming and restricted to either mono-culture (e.g. grain) or smaller-scale mixed farming. However, such areas are suited for non-soil based farming (e.g. hydroponics) or for small scale intensive cultivation subsequent to soil enhancement and manipulation (i.e. chemical and structural).

(ii) The close proximity of these areas to the City favours rural living and the establishment of rural-based tourism and agri-ventures.

(iii) The close proximity of these areas relative to the city's environmental features makes them well suited for accommodating environmental education centres, adventure camps, accommodation, support infrastructure and enviro-resorts (e.g. game lodges).

(iv) The proximity of these areas to lower income communities presents land reform opportunities (e.g. new farmer and community farming).

(v) Such areas incorporate existing smallholding areas, the majority of which are subject to land use intensification and diversification pressures.

(vi) Such areas have extensive alien plant infestation and present community-based rehabilitation opportunities.

(vii) Such areas accommodate riverine and wetland systems of metropolitan significance, many of which require environmental rehabilitation.

(viii) These areas are topographically suited for accommodating space extensive metropolitan facilities (e.g. regional sub-stations, sewage treatment works, wind farms, etc.).

The Rural Management Framework demarcates such areas as "Rural Development Areas". The following four Rural Development Areas are identified:

(i) **Blaauwberg Rural Development Area**, comprising an area extending east-west between the N7 and R27, and north-south between Atlantis / Klein Dassenberg smallholding area and the

proposed Blaauwberg Conservation Area (BCA). Broad land use guidelines for the Blaauwberg RDA are as follows:

- Northern and north-eastern sector of the proposed Conservation Interface Zone (CIZ) of the BCA:
  - Reserve for support facilities, both public and private, including accommodation, education centres, adventure camps and resorts (e.g. game lodges), with such accommodation facilities being restricted to rental accommodation and excluding individual ownership or title.
- Eastern sector of proposed CIZ of the BCA:
  - Establishment of a "municipal commonage" presenting opportunities for previously disadvantaged communities, such as new farmer settlement, community gardens, community-based small and micro enterprises related to enviro-tourism and agri-processing, the establishment of woodlots and initiation refuges.
- Central sector north of the M19 route:
  - Retain as agricultural, including the Kleine Zoute Rivier smallholding area, with the location of environmentally friendly space extensive metropolitan facilities (wind farm, Omega Sub-station).
  - Promote "value adding" activities (e.g. farm-stays, agro-tourism, equestrian centres) on existing agricultural units outside the 5km Koeberg restriction zone.
  - Environmental upgrading of Sout River and the introduction of agricultural set-backs and the establishment of an ecological corridor.
- Northern sector south of Atlantis:
  - New farmer settlement and community farming projects, with the acquisition of a commonage to serve Atlantis / Witsand, with additional opportunities for community-based small and micro enterprises related to enviro-tourism (adjacent biosphere) and agri-processing, the establishment of woodlots and initiation refuges.
- Northern sector east of Atlantis:
  - Optimise utilisation of Klein Dassenberg smallholdings (e.g. sub-division) and use diversification (e.g. eco-village and "value adding" activities).
  - Introduction of conservancies (e.g. Schoongezicht, Camphill, and Klein Dassenberg) to protect indigenous vegetation remnants.
  - Introduction of a community-based alien plant removal programme.

(ii) **Fisantekraal – Klipheuwel Rural Development Area**, comprising an area extending east-west between and straddling the Bellville – Malmesbury railway line and the R302 (Klipheuwel Road), and north-south between Klipheuwel and Lichtenburg Road (Fisantekraal). Broad land use guidelines for the Fisantekraal – Klipheuwel RDA are as follows:

- Mixed farming, together with "nuisance agri-industry" (e.g. mushroom cultivation) and space extensive agri-production (e.g. poultry battery houses).
- Land reform programmes.
- Agri-village for farm worker accommodation, with such a village forming a functional part of Fisantekraal and possibly linked to a commonage to provide agricultural / community garden opportunities for Fisantekraal.
- Extractive industry (sand and clay mining), brick making and ceramic product manufacturing.
- Environmental upgrading of Mosselbank River and associated wetlands, the introduction of agricultural set-backs and the establishment of an ecological corridor, together with linkage to the MOSS.
- Optimise utilisation of Mikpunt smallholding area through densification and diversification.
- Optimise employment of Klipheuwel as a rural node, together with the acquisition of a commonage area for new farmer / community garden development.
- Appropriate location of proposed metropolitan infrastructure and facilities, including a proposed regional sewage treatment works and regional cemetery.

(iii) **Macassar Rural Development Area**; comprising an area extending east-west from Macassar / SOMCHEM urban edge to the R310 (Baden Powell Drive), and north-south from the N2 to the Helderberg / Tygerberg Administration boundary, but excluding Macassar Beach Development. Broad land use guidelines for the Macassar RDA are as follows:

- Mixed farming, together with intensive cultivation (e.g. vegetables) along the Eerste and Kuils Rivers, within the Sandvlei smallholdings and between the Kuils River and the N2 (Vergenoegd).
- Land reform programmes, including viticulture (Vergenoegd) and the acquisition of a commonage area for Macassar (e.g. new farmer and community gardens).
- Extractive industry (sand mining).
- Environmental upgrading of Kuils and Eerste Rivers and associated wetlands, the introduction of agricultural set-backs and the establishment of ecological corridors, together with linkage to the MOSS.
- Introduction of a community-based alien plant eradication programme.
- Optimise utilisation of Sandvlei smallholding area through densification (e.g. sub-division) and diversification of land use and activities, especially subsequent to sand mining.
- Accommodation of space extensive metropolitan facilities (e.g. Zandvliet sewage treatment works, Boystown, etc.).
- Promotion of "value adding" activities (e.g. tourist facilities, agri-processing) on smallholdings.

(iv) **Firlands Rural Development Area**; comprising and area extending north-south from north of Sir Lowry's Pass Road to Gustrouw Road, and east-west from the lower reaches of the Steenbras Mountain / Sir Lowry's Pass to Broadlands, but excluding Sir Lowry's Pass Village. Broad guidelines for the Firlands RDA are as follows:

- Optimise utilisation of all smallholding areas, including Firlands/Gustrouw, Broadlands, High Riding and Tré Donne through densification and diversification (e.g. eco-villages, equestrian estates, game lodges, tourist ventures and facilites, etc.).
- Optimise agricultural use of properties north of Sir Lowry's Pass Road (i.e. extending from Waterkloof in the west to Myrtle Grove in the east) through the introduction of agro-tourism activities (e.g. vineyards and tourist accommodation) subsequent to a community-based alien vegetation eradication programme.
- Land reform including the establishment of new farmers and community gardens through the acquisition of a commonage to serve Sir Lowry's Pass Village. Such a commonage could also accommodate community-based small and micro-enterprises related to enviro-tourism, agri-processing, the establishment of woodlots and initiation refuges.
- Environmental upgrading of Sir Lowry's Pass River through alien vegetation clearing, the introduction of development and agricultural set-backs and the establishment of an ecological corridor, together with linkage to the MOSS.
- Alien vegetation eradication through a community-based programme.

Rural Development Areas, given their city and coastal proximity, will be under pressure for accommodating residential-based rural developments (e.g. eco-villages, vineyard estates, equestrian villages, etc.). However, it is recommended that:

(i) Outside of existing smallholding areas and rural settlements, a moratorium should be placed on sub-division for permanent residential settlement until a significant rationalisation of land use has occurred. In the interim, new residential-based rural developments projects (e.g. eco-villages, vineyard villages)should be restricted to existing smallholding areas and rural settlements.

(ii) Sub-division within the Rural Development Areas should be being restricted to:
- The settlement of new and community farmers with such settlement being on a project basis (refer **Chapter 6**; Management Guidelines).
- The establishment of rural tourist facilities, with any accommodation component complying with current Resort I zoning regulations (i.e. temporary rental accommodation for holiday purposes).

- The establishment of bona-fide agricultural units where such sub-division meets the requirements of the Department of Agriculture (refer **Chapter 6**).

5.5 RURAL SETTLEMENT

New settlement formation in Cape Town's rural areas is not recommended, due to:

- The high costs of providing municipal services to rural localities;
- their negative impact on agricultural and environmental resources; and
- their dormitory function.

This recommendation is motivated on the grounds of supporting settlement densification within the urban edge. Thus the Rural Management Framework emphasises maintaining and reinforcing existing settlements (i.e. both rural settlements and smallholding areas).

(i) Rural Settlements

Pella, Philadelphia and Klipheuwel, the rural settlements serving the City of Cape Town's rural area, offer opportunities for:

- Improving existing service levels and development standards through densification.
- Providing social services facility clusters (e.g. rural "kit of public parts") to serve the settlement and surrounding rural communities.
- Fostering an economic base to counteract "dormitory trends", with such settlements serving as agri- and tourism centres.
- Promoting agricultural opportunities within and peripheral to the settlement.
- Introducing land reform.
- Providing for the settlement and security of tenure for farm workers preferring "off-farm" settlement.

A settlement edge needs to be demarcated around each of these rural settlements, with such an edge making provision for settlement expansion. Community agriculture projects within or peripheral to the settlement edge need to be promoted, to serve as a buffer to the surrounding rural areas.

(ii) Smallholding Areas

While the various smallholding areas offer a "rural living" environment for many city dwellers, these areas also offer opportunities for intensive agriculture (e.g. floriculture), recreation activities (e.g. equestrian centres), agro- and eco-tourism ventures, and new farm worker settlement opportunities.

Low levels of erf utilisation and excessive plot sizes in smallholding areas are an economic liability for many land owners and contribute to environmental degradation. There is a need to rationalise existing smallholding areas prior to establishing new areas. Accordingly, the Rural Management Framework recommends that further smallholding development be restricted to existing areas, with increased sustainability being achieved through intensification (i.e. sub-division) and diversification of land use.

Furthermore, it is recommended that existing smallholding areas be contained within their existing jurisdictional boundaries.

5.6 GATEWAY PRECINCTS

The uniqueness of Cape Town's rural landscape derives from its distinguishing natural features (e.g. indigenous vegetation, topography), its dramatic vistas, and the legacy of man's impact on the environment.

Where major city access routes traverse the rural area, the "uniqueness" of the rural landscape provides character to these gateways to the city and countryside.

The Rural Management Framework identifies gateway precincts as major rural area structuring elements. Not only do they influence the experience of the visitor arriving in the city but also that of those departing the city. The following gateway precincts are identified:

(i) N7: City and Swartland gateway.
(ii) R27: City and West Coast gateway.
(iii) N1: City and Winelands gateway.
(iv) N2: City and Overberg gateway.

The Rural Management Framework identifies the need for the strategic management of these gateways (refer **Chapter 7**).

6. RURAL MANAGEMENT GUIDELINES

In support of the Rural Spatial Framework presented in the last chapter, this chapter sets out guidelines for the management of Cape Town's rural areas. The guidelines focus on the management of the rural environment. For each management aspect covered, overall guidelines are presented as well as specific guidelines in a tabular format.

Guidelines for the following rural management aspects are covered in this chapter:

6.1 Land use
6.2 Natural resources
6.3 Water resources
6.4 Heritage and scenic resources
6.5 Agricultural resources
6.6 Land reform
6.7 Infrastructure and service provision
6.8 Rural settlement
6.9 Community development
6.10 Organisational arrangements

6.1 LAND USE MANAGEMENT GUIDELINES

Detailed guidelines for land use management in the rural areas are set out in Annexure A.1. Overall guidelines are listed below:

(i) Rural areas require renewed status in cape Town's land use management system, including **reservation** as a permanent land use and statutory protection through the zoning scheme.

(ii) The development of a consolidated **land use data base** of Cape Town's new rural area of jurisdiction is a pre-requisite for effective management.

(iii) As outlined in chapter 5, the **sub-division of rural land** should be closely controlled and subject to:

- Maintaining a distinction between productive agricultural land (i.e. farm units) and non-productive land (e.g. smallholdings or extensive residential units).
- The establishment of viable agricultural units.
- Improving the sustainability of smallholding areas.
- Restricting new smallholding areas to within the urban edge, within existing smallholding areas or rural settlements, or within designated Rural Development Areas.
- Any form of rural residential sub-division (e.g. eco-village, wine estate village, golf links, etc.) should be restricted to within existing rural settlements and smallholdings, or within designated Rural Development Areas.

(iv) A **mix of rural land uses** should be allowed to facilitate a diversification and intensification of agriculture, a strengthening of the rural economic base and to strengthen rural urban linkages.

(v) **The rural land use management and building control systems** should be enforced to ensure minimum standards, and copliance with environmental regulations.

(vi) The urban edge needs to be maintained to contain settlement growth and prevent an intrusion of urban activities into the rural landscape.

6.2 MANAGEMENT OF NATURAL RESOURCES

Detailed guidelines for the management of natural resources in the rural areas of Cape Town are set out in Annexure A.2. These guidelines are aimed at the **protection of conservation worthy habitats** (i.e. fauna and flora) and the **regulation of development** in natural areas.

6.3 MANAGEMENT OF WATER RESOURCES

Detailed guidelines for the management of water resources are set out in Annexure A.3. These aim at the **management of water resources** in terms of sustainability and quality, together with pollution reduction and overall catchment management.

6.4 MANAGEMENT OF CULTURAL AND SCENIC RESOURCES

Annexure A.4 sets out guidelines for the management of cultural and scenic landscapes. These are aimed at ensuring the **protection and maintenance of the rural landscape** and its **scenic, cultural and heritage resources.**

6.5 MANAGEMENT OF AGRICULTURAL RESOURCES

Annexure A.5 details guidelines for the management of agricultural resources and farming areas in rural Cape Town. **Management of agricultural resources** and practices strives to achieve a balance between agricultural production and environmental performance.

6.6 GUIDELINES FOR LAND REFORM

Annexure A.6 sets out guidelines for land reform and new farmer establishment in the rural areas of Cape Town. These are aimed at broadening of access to agricultural resources through facilitating land reform within the rural area, as well as the effective employment of commonages and State land for rural development purposes.

6.7 RURAL SERVICE PROVISION

Annexure A.7 sets out detailed guidelines for infrastructure and services provision in the rural areas. These are aimed at ensuring **minimum levels of service provision** with environmental guarantees and the management of disaster risks (e.g. fire, flooding).

6.8 RURAL SETTLEMENTS

Annexure A.8 sets out guidelines for the management of rural settlements. **Management guidelines for rural settlements** include:

- Limiting settlement growth to within existing rural settlements and designated urban areas.
- Containment of existing rural settlements and smallholding areas to prevent sprawl into the rural area.
- Limited settlement within designated rural development areas.
- Establishing rural-urban linkages.
- Management of the **settlement of farm workers.**

6.9 SOCIO-ECONOMIC DEVELOPMENT

Annexure A.9 details guidelines for socio-development of rural communities. These aim at improving **social conditions and economic opportunity** for rural dwellers, especially those from previously disadvantaged communities, and with a focus on the poor and homeless.

6.10 ORGANISATIONAL ARRANGEMENTS

Annexure A.10 sets out guidelines for rural organisational arrangements and rural rates. These aim at the re-instatement and reinforcement of **rural management**, together with the establishment of appropriate **financial instruments** to facilitate rural conservation and development practices.

7. CONCLUSIONS AND RECOMMENDATIONS

7.1 CONCLUSIONS

The Rural Management Framework for the City of Cape Town has established that the city's rural resources and rural areas are of vital socio-economic and environmental importance, but that they require a better management to date. The recent establishment of metropolitan government means that for the first time the rural areas around the city are under the control of one local authority. This presents a golden opportunity for the introduction of coherent and effective rural management in Cape Town. The Rural Management Framework calls for a new approach to managing a unique and valuable asset of the City. Without the judicious management of this special area, Cape Town's future prospects will be compromised.

To this end the Rural Management Framework has set out principles on which the management of Cape Town's rural areas should be based (refer **Chapter 2**). It has also presented a Spatial Framework as basis for the management of the rural environment (refer **Chapter 5**). Furthermore, it has provided practical guidelines for the management of different aspects of the rural environment (refer **Chapter 6**).

The Rural Management Framework was prepared in consultation with statutory authorities and rural role-players. The framework is consistent with Council's Integrated Environmental Management Policy (IMEP), it complements the Metropolitan Spatial Development framework (MSDF) and serves as valuable input to the city's Integrated Development Plan (IDP).

The Rural Management Framework focuses on growth management (i.e. spatial) considerations. It represents an important input to the on-going process of designing and setting up new organisational structures and systems of governance for Cape Town's rural areas. As such, the Rural Spatial Framework informs and is informed by parallel city initiatives such as the introduction of a new Land Use Management System, the Metropolitan Open Space System, the Urban Edge, the Scenic Drive Management Study, and the Integrated Metropolitan Environmental Management Strategy.

7.2 KEY RURAL MANAGEMENT CONSIDERATIONS

Integral to the implementation of the rural spatial framework set out in chapter 5, is the compilation of detailed management strategies/plans for its components (e.g. rural settlements, commonages, gateways, etc) and priority rural precincts. Procedural guidelines for these subsequent activities are set out below.

Rural management priorities emanating from the framework are as follows:

(i) Control of rural settlement growth.
(ii) Rationalizing existing smallholding areas.
(iii) Establishment of municipal commonages.
(iv) Introducing rural development areas.
(v) Protecting the City's gateway precincts.
(vi) Rural leisure and recreation activities.
(vii) Agricultural and groundwater resources.
(viii) Rural data base.

(i) Rural Settlements (e.g. Pella, Philadelphia and Klipheuwel)

Planning intervention is urgently required to ensure the sustainable development of rural settlements within both the context of the rural area and the City as a whole. This requires a holistic assessment, planning and development approach, in consultation with the local communities, which is inclusive of the following:

- Exploration of methods of reinforcing settlements (e.g. intensification and densification of use).
- Identification of guidelines for maintaining and enhancing settlement character (e.g. rural/historic).
- Establishment of mechanisms for containing settlement growth (e.g. fixed edge, establishment of fringe agricultural opportunities).
- Exploration of opportunities for fostering an economic base to counteract "dormitory" trends (e.g. tourism, agri-processing).
- Explore opportunities and mechanisms for creating a "sense of place" to promote a sense of identity and a point of social and economic interaction.
- Identify agricultural opportunities within or peripheral to the settlement (e.g. food security, new farmers, commercial production).
- Addressing of the settlement of farm workers and the introduction of land reform.
- Identify mechanisms/programmes to address service levels and development standards (e.g. upgrading, infill/densification, provision of social services).
- Identify rural-urban linkages (e.g. periodic and syncronised mobile service delivery, improved public transport).
- Explore options of acquiring "commonage" land for community purposes (e.g. grazing, community agriculture).

(ii) Rationalization of Smallholding Areas (e.g. Mikpunt, Schaapkraal)

While smallholding areas have traditionally been regarded as areas offering a rural lifestyle to a select segment of the City's population, such areas offer the following additional opportunities:

- Land reform potential, especially the establishment of new farmers given existing land sub-division and access to facilities and markets.
- Intensive agriculture and associated processing.
- Agro-tourism, especially production processes and product processing (e.g. farm cheese manufacturing, farmstays, etc.).
- Enviro-tourism (e.g. game-lodges, trails, etc.).
- City recreation (e.g. equestrian centres).

Planning and management intervention is required in order to optimise usage within existing smallholding areas. The following actions are required to improve the long-term sustainability of these areas:

- Exploration of methods of improving sustainability of smallholding areas (e.g. densification, land use diversification).
- Identification of guidelines for maintaining and enhancing the rural character and achieving rural activity attractions / specialisations (e.g. city equestrian area).
- Establishment of mechanisms to contain growth of smallholding areas and reduce negative impacts on surrounding rural areas.
- Establishment of a set of "kitchen rules" including minimum or optimum unit size, range of primary and secondary permitted uses, etc.
- Establishment of environmental status (e.g. alien plant infestation, fire hazard) and identify prevention and remedial measures.
- Evaluation of production resources (e.g. soil, water) and set development guidelines accordingly.
- Identification of mechanisms / programmes to address service levels and access.
- Identification of opportunities for new farmer settlement and land reform.
- Identification of rural urban linkages (e.g. agro- and eco-tourism, agri-product processing, etc.).

(iii) Establishment of Commonages

The inability to access land in the rural areas represents a major constraint to the land reform process. A real need exists to make provision for rural community support facilities and activities (e.g. community gardens, livestock grazing, new farmer establishment, establishment of community-based agri-processing or enviro-tourism ventures, and initiation refuges).

Commonages, as public assets, offer a platform through performance-based land leasing for capacity building and entrepreneurial development of previously disadvantaged communities, especially within the agricultural, environmental and tourism fields.

The identification of prospective municipal commonages requires priority attention, with such identification being directed at areas peripheral to rural settlements and urban settlements located adjacent to the urban edge (e.g. Fisantekraal, Bloekombos-Wallacedene). Cognisance needs to be taken of the following:

- Requirements of communities in terms of spatial extent, community use and commensurate physical resource (e.g. soil, irrigation) attributes.
- Community institutional capacity and resources to manage commonages.

The Department of Land Affairs and Agriculture has introduced a programme to assist municipalities establish commonages. The city should engage with the department to explore participating in this programme. Introduction of commonages should be subject to the following guidelines (as currently employed in the rationalisation of the Mamre Commonage, which is being undertaken in terms of the Transformation of Certain Rural Areas Act, 1998 (Act 94 of 1998)):

- Determine the bio-physical, socio-economic, infrastructure and institutional resources and their sustainability.
- Determine community land use and ownership/usage preferences.
- Identify land use and ownership/usage models.
- Compilation of a business plan to effect such models and the development / conservation of the commonage.

Within the scope of the Rural Spatial Framework and inside designated RDAs, it as at a local area level that prospective landholdings for the possible establishment of municipal commonages should be evaluated and feasibility studies undertaken.

(iv) Rural Development Areas

The Rural Spatial Framework presented in chapter 5 identified a series of Rural Development Areas (RDAs). Guidelines for the management of these areas are as follows:

- Evaluate resources and their sustainability as informants to:
  - New farmer and community farming opportunities.
  - Eco-tourism and environmental education and support activities (e.g. accommodation).
  - Establishment of enviro / agri-settlements (e.g. smallholdings, eco-villages, vineyard estates, etc.).
- Establish engineering services requirements / feasibility.
- Evaluate the feasibility of establishing a "community commonage area" to serve the needy in terms of new farmer and community farming establishment, establishment of small and micro rural enterprises (e.g. eco-tourism, agri-product processing, etc.).
- Determine management guidelines for land use and environmental management.

(v) Gateway Precincts

Where major city access routes (e.g. N1, N2, N7) traverse the rural area, the quality of the rural landscape determines the character of such gateways. In the absence of detailed management plans, such gateways are subject to ribbon development, non-conforming uses and ad hoc sub-division. These development patterns threaten the integrity of the urban edge and impact negatively on the quality of rural landscapes.

In order to protect the city's unique rural/urban gateways, the following guidelines should be applied in local area management plans that should be prepared for these precincts:

- Identify the intrinsic characteristics that give the specific gateway its sense of place.
- Determine the appropriate mix and scale of activities that is desirable to accommodate within the precinct, taking into consideration local environmental sensitivities and the need for a viable economic basis to the gateway.
- Establish a landscape framework for the gateway inclusive of a coherent signage policy.

(vi) Codes of Conduct for Outdoor Leisure and Recreation Activities

Increasing usage of the rural area by the city's residents for outdoor leisure and recreation activities impacts on the rural environment and sometimes gives rise to conflicts with local residents. Outdoor leisure and recreation activities, on both public and private land, requires appropriate management control.

In consultation with the Department of Environmental Affairs, Culture and Sport (DECAS), the city should manage these activities by promoting the introduction of Codes of Conduct for specific leisure and recreation activities. The preparation of Codes of Conduct should be the responsibility of user groups. They should be drawn up in accordance with applicable environmental legislation, the IMEP and the Rural Management Framework. Codes of conduct should be prepared in consultation with interested and affected parties, and attention should be given to the following:

- The intensity, frequency and duration of activity in areas.
- Legal implications (i.e. rights, responsibilities and legal sanctions).
- Operating requirements (e.g. licensing).
- Participant qualifications and affiliation requirements (e.g. club or forum).
- Operating arrangements with land owners (e.g. land leasing, use contracts).
- Impacts and remedial measures.
- Monitoring and evaluation.

- Accident management and liability arrangements.

(vii) Consolidation of Agricultural and Groundwater Resource Data

The Rural Management Framework identifies composite agricultural areas that need to be protected, as well as areas with irrigation potential. Securing these rural resources as future city building blocks requires their detailed mapping and the incorporation of this information into a city-wide rural data base.

(viii) Compilation of a Rural Data-Base

The absence of a comprehensive rural land use data base for Cape Town currently restricts the City's management effectiveness across the full extent of its new rural jurisdiction. This information is needed to evaluate applications, identify planning informants and serve as a basis for determining rates, services charges and engineering services provision. The initiation of a city-wide rural area data base requires the consolidation of separate data bases of the various administrations, the introduction of land use data capture protocols, and the retrieval of archived historic records.

Such a rural land use data base should incorporated into the city's Geographic Information System (GIS).

7.3 MANAGEMENT PRIORITIES

Rural management priorities should be determined from local area (i.e. ward and sub-council level) planning and consultation processes. Priorities emerging from the Rural Management Framework preparation process are as listed below:

(i) Preparation of spatial development and management frameworks for the rural settlements of Pella (Blaauwberg Administration) and Philadelphia (Tygerberg Administration).

(ii) Preparation of management plans for the smallholding areas of Mikpunt (Tygerberg Administration) and Schaapkraal (Cape Town Administration).

(iii) Preparation of management plans for the following Rural Development Areas:
- Blaauwberg RDA (Blaauwberg Administration).
- Fisantekraal – Klipheuwel RDArea (Tygerberg / Oostenberg Administration).
- Macassar RDA (Helderberg Administration).
- Firlands RDA (Helderberg Administration).

(iv) Preparation of conservation development frameworks for the gateways of the N2 Axis (i.e. from Sir Lowry's Pass to Somerset West in Helderberg Administration's area), and the N7 Axis (i.e. from Klein

Dassenberg to Vissershok in Blaauwberg / Tygerberg Administration area).

(v) In consultation with the Department of Land Affairs and Agriculture, the initiation of a municipal commonage establishment programme should be investigated. Target areas for investigation are the identified Rural Development Areas of Blaauwberg, Fisantekraal – Klipheuwel, Macassar and Firlands.

(vi) The Departments of Agricultural and Water Affairs and Forestry, and the Agricultural Research Council should be co-opted to assist in preparing a consolidated data base of agricultural and groundwater resources for the City's rural areas.

(vii) A co-ordinated city-wide rural data base establishment programme and its incorporation into the City's GIS should be initiated.

(viii) In consultation with DECAS, the introduction of Codes of Conduct by rural leisure and recreation activity user groups should be facilitated.

(ix) In consultation with surrounding municipalities, urban and rural growth management strategies should be synchronised.

(x) A rural management operational manual for city officials in the different administrations should be compiled.

7.4 RECOMMENDATIONS

In endorsing the adoption of the overall Rural Management Framework, the Planning and Environmental Portfolio Committee recommends that:

i. The Spatial Framework set out in chapter 5 of the Rural Management Framework is adopted by Council as the City's physical guide to managing conservation and development initiatives in the rural areas.
ii. The Management Guidelines set out in chapter 6 of the Rural Management Framework are adopted by Council as basis of managing land use, resources, settlement and infrastructure, and community development in the City's rural areas.
iii. Sub-councils determine local priorities for rural management intervention, and these should be addressed in terms of the procedures and guidelines set out in the overall Rural Management Framework.
iv. The City consults with the Department of Land Affairs and Agriculture to explore participating in their programme of assistance to local authorities for the establishment of municipal commonages.
v. The City liaises with surrounding local authorities to ensure that urban and rural growth management is synchronized between municipalities.

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Annexure A.1: Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.1.1 Reservation of the Rural Area	(i) Protection of rural area: • Rural landscape • Agricultural and horticultural resources • Mineral resources • Natural environment	(i) Give the rural area and its rural use a permanent status through continued and ensured statutory protection, use and demarcation of the rural area to ensure: • Retention and enhancement of the rural landscape, protection of natural and non-renewable resources and exploitation of mineral resources. • Role of rural area as a city building block.	(i) Legislation: • LUPO • PDA • Minerals Act, 1991 (Act 50 of 1991). • Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). • National Heritage Resources Act, 1999 (Act 25 of 1999). • Environment Conservation Act, 1989 (Act 73 of 1989). • National Water Act, 1998 (Act 36 of 1998).	• Incorporation, assessment and planning of rural areas as integral components of spatial development frameworks. • Alternative or complimentary proclamation of specific areas to achieve resource protection in the event of land use management failure: - Establishment of conservation areas natural resources, PNE's, conservancies) i.t.o. Environment Conservation Act. - Declare mineral use areas i.t.o. Section 23 of the Minerals Act. - Promote conservation of agricultural resources i.t.o establishing a conservation committee i.t.o Section 15 of the Conservation of Agricultural Resources Act. - Declaration of cultural or significant landscapes i.t.o. the National Heritage Resources Act. - Establishment of water management areas and catchment management strategies i.t.o. National Water Act.	(i) Dept of Minerals and Energy. (ii) DWAF. (iii) South African Heritage Resources Agency (SAHRA). (iv) PAWC. (v) City of Cape Town. (vi) Land owners. (vii) DECAS.
			(ii) City of Cape Town rural area reservation and protection in statutory plans: • Cape Metropolitan Area: - Peninsula Urban Structure Plan, (1988). - Hottentots-Holland Basin Urban Structure Plan, (1988). - Stellenbosch Urban Structure Plan, (1988). - Paarl-Wellington Urban Structure Plan, (1991). • Atlantis and Environs Urban Structure Plan, (1981).	• Contextualisation of the Rural Management Framework as a Rural Spatial Development Framework and timeous incorporation within the MSDF prior to withdrawal / replacement of the various Cape Metropolitan Area "structure plans" (former guide plans).	(i) PAWC. (ii) City of Cape Town.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.1.2 Compilation of a Land Use Data Base.	(i) Employment of a data base as a rural area management tool.	(i) Effective land use data capture, storage and retrieval to facilitate: • Access to historic records of land use and building development approvals or refusals. • Management evaluation of new applications, • Identification of land use / building development as planning informants. • Serving as a basis for determining rates, service charges, engineering services provision.	(i) Electronically captured rural area property / erf register linked to GIS mapping	• Introduction of a rural area data base as part of an city-wide property / land use data base, requiring the following: - Initiation, upgrading and management of city-wide rural area data bases. - Co-ordination of such data bases i.t.o. format, data fields, etc. - Co-ordination of current land use data capture initiatives; e.g. property records, property valuations, farm worker housing, etc. - Retrieval and capture of stored historic records (e.g. WCRSC). • Link with existing CMC Administration data base and Areas of Environmental Significance Study digital mapping to serve as an integrated land use and natural resource management tool. • Initiate additional data fields (e.g. soil mapping and groundwater resources) for rural area.	(i) City of Cape Town. (ii) Dept of Agriculture. (iii) Agricultural Research Council. (iv) DWAF.
A.1.3 Sub-division of Rural Land	(i) Productive Agricultural Units versus Smallholdings or Extensive Residential Units.	(i) Optimal utilisation of agricultural resources through selective sub-division and use allocation regarding: • Productive agricultural land. • Non-productive agricultural land.	(i) Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000.	• Conduct an agricultural potential analysis (e.g. soil type, availability of water) as part of new SDF's or upgrading of existing structure plans. - Reservation of areas suitable for agricultural production (small and large units, community agricultural projects, new farmers, etc.). - Reservation of areas for smallholdings or extensive residential units, including: areas of low agri-potential and areas not suitable for residential / urban purposes (e.g. wet areas, buffers along arterial roads).	(i) PAWC. (ii) City of Cape Town. (iii) Dept. of Agriculture. (iv) DWAF. (v) Agricultural Research Council. (vi) DECAS.
	(ii) Sub-division of Agricultural Areas (farm units).	(i) Sub-division subject to maintaining a sustainable agricultural unit and in accordance with the availability of irrigation water for the subdivided and remaining portion. (ii) Minimum sub-division size to be in accordance with the current sub-division criteria of the Dept. of Agriculture (Volume 2: refer Annexure F).	(i) Sub-division of Agricultural Land Act, 1970 (Act 70 of 1970). (ii) National Water Act, 1998 (Act 36 of 1998).	• Sub-division applications to include: - Assessment of agricultural potential of subdivided portions. - Purpose for which subdivided portions will be used (e.g. type of crop). - Assessment of irrigation water availability.	(i) Land owner/user. (ii) Dept. of Agriculture. (iii) City of Cape Town. (iv) DECAS. (v) DWAF

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
	(iii) Sub-division of Rural Development Areas.	(i) Sub-division to facilitate the establishment of "rural-based" activities and uses, but retain the rural character of the area and its environmental integrity. (ii) Sub-division to facilitate the settlement of new and community farmers (refer **Chapter 6**; Management Guidelines). (iii) Minimum sub-division size subject to appropriate standards for each use / activity (e.g. zoning schemes). (iv) Excluding areas within the 5km Koeberg restriction zone.	In accordance with the recommendations of: (i) Local planning proposals (e.g. SDF's for the Rural Development Area formulated between the local authority and local communities. (ii) Existing zoning scheme regulations. (iii) National Water Act, 1998 (Act 36 of 1998). (iv) Specific provincial or City of Cape Town Administration standards, policy or regulations for uses / activities (e.g. smallholdings, tourism facilities). (v) Atlantis and Environs Urban Structure Plan, (1981).	• Compilation of a sub-division feasibility plan based on an assessment of the impact / feasibility and sustainability of sub-divisions in terms of engineering services and access requirements, specifically addressing impact on groundwater (extraction / pollution) i.t.o. the National Water Act.	(i) Land owner / user. (ii) City of Cape Town. (iii) Dept. of Agriculture. (iv) DECAS. (v) DWAF.
	(iv) Sub-division of Existing Smallholding Areas	(i) Limited sub-division in order to: • Retain rural character • Improve sustainability i.t.o. maintenance and provision of engineering services. (ii) Minimum sub-division size subject to: • The provision of adequate / appropriate engineering services and access, and the keeping of livestock. • Minimum sub-division standards of existing zoning schemes. (iii) Excluding areas within the 5km Koeberg restriction zone (e.g. Kleine Zoute Rivier smallholding area).	In accordance with the recommendations of: (i) Local planning proposals (e.g. SDF) negotiated / formulated between local authority and local smallholding community (e.g. "kitchen rules"). (ii) CMC Administration's Smallholding Policy. (iii) A sub-division feasibility plan. (iv) National Water Act, 1998 (Act 36 of 1998). (v) Existing zoning schemes regulations. (vi) Atlantis and Environs Urban Structure Plan, (1981).	• Compilation of a sub-division feasibility plan based on an assessment of the impact / feasibility and sustainability of sub-divisions in terms of engineering services and access requirements, specifically addressing impact on groundwater (extraction / pollution) i.t.o. the National Water Act.	(i) City of Cape Town. (ii) Smallholders / smallholders association. (iv) DWAF.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
	(iv) Sub-division of New Smallholding Areas (Extensive Residential)	(i) Provision of "rural lifestyle units" without negatively impacting on the agricultural resource through location on non-productive agricultural land. (ii) Minimum sub-division size subject to: • Allowance for keeping of livestock. • Provision of adequate / appropriate engineering services and access. • Minimum sub-division standards of existing zoning schemes. (iii) Excluding areas within the 5km Koeberg restriction zone.	(i) Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000. (ii) Sub-division of Agricultural Land Act, 1970 (Act 70 of 1970). (iii) Local City of Cape Town Administration planning proposal or strategies (e.g. SDF or Rural Strategy). (iv) National Water Act, 1998 (Act 36 of 1998). (v) A sub-division feasibility plan. (vi) Existing zoning scheme regulations. (vii) Atlantis and Environs Urban Structure Plan, (1981).	• Compilation of a sub-division feasibility plan based on an assessment of the impact / feasibility and sustainability of sub-divisions in terms of engineering services and access requirements, specifically addressing impact on groundwater (extraction / pollution) i.t.o. the National Water Act. • Restrict "smallholding" or "extensive residential" development to areas: - within the urban edge of the urban area or rural settlements in order to prevent "islands" of development within farming areas, with resultant costly servicing and traffic impact on agricultural activities. - within designated rural development areas subsequent to successful densification and optimisation of existing smallholdings in such areas.	(i) City of Cape Town. (ii) DWAF. (iii) Developer / applicant. (iv) Dept. of Agriculture.
	(v) Sub-division for non-agricultural uses (e.g. retail, institutional)	(i) Restrict sub-division in rural / agricultural hinterland in order to: • Optimally employ agricultural resources. • Retain and reinforce a homogenous agricultural hinterland. • Reduce impact of intrusive uses. • Reduce negative impact on agricultural activities.	(i) Local City of Cape Town Administration planning proposals or strategy (e.g. SDF or rural strategy). (ii) Sub-division of Agricultural Land Act, 1970 (Act 70 of 1970). (iii) Existing zoning scheme regulations. (iv) National Water Act, 1998 (Act 36 of 1998).	• Locate supportive off-farm agricultural uses (e.g. schools, retail outlets, "off-farm" agri-processing facilities, etc.) in existing rural settlements or in nearby urban areas, given availability of services, labour, etc. • Where non-agricultural uses are required "on-farm" or within farming areas, employ land leasing or rental in order to avoid farm unit fragmentation or permanent non-conforming uses in the event of venture failure. • The sub-division of any form of residential-based rural sub-division (e.g. eco-village, golf links) be restricted to within the urban edge of the urban area or within existing rural settlements or within existing smallholding areas. Only subsequent to the optimisation (e.g. densification) of smallholding areas and rural settlements will such sub-divisions be considered within the respective rural development areas.	(i) City of Cape Town. (ii) Dept. of Agriculture. (iii) DWAF. (iv) Developer / applicant.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.1.4 Rural Land Use Reservation, Diversification and Intensification.	(i) Agriculture	(i) Employ agriculture as the primary land use in order to: • Maintain and enhance agricultural character of the rural area. • Ensure sustainable agri-resource utilisation for agri-purposes given metropolitan market proximity.	(i) LUPO/PDA. (ii) Sub-division of Agricultural Act, 1970 (Act 70 of 1970). (iii) Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000. (iv) Cape Metropolitan Area: • Peninsula Urban Structure Plan, (1988). • Hottentots-Holland Basin Urban Structure Plan, (1988). • Stellenbosch Urban Structure Plan, (1988). • Paarl-Wellington Urban Structure Plan, (1991). (v) Atlantis and Environs Urban Structure Plan, (1981).	• Maintain urban edge. • Application and enforcement of zoning regulations. • Promotion of agricultural area identity through export and local product promotions, inclusion on tourist routes, etc.	(i) City of Cape Town. (ii) Dept. of Agriculture. (iii) PAWC. (iv) Land owner / user.
		(ii) Allow for a mix of other rural land uses while retaining agriculture as the dominant use, to facilitate: • Diversification and intensification of agriculture. • Strengthening the rural economic base and local income generation. • Agri-processing and local service trades. • Tourist facilities and activities. • Rural urban linkages.	(i) LUPO/PDA. (ii) Local authority zoning regulations and health regulations. (iii) Specific local authority policies, e.g. B&B, guest house, agri-processing policy guidelines. (iv) Environment Conservation Act, 1989 (Act 73 of 1989).	• Compilation and enforcement of local authority guidelines / regulations for consent uses (e.g. wineries, B&B's, guesthouses). • Co-ordination between planning, tourism and agri-industry regarding demand type and quality of facilities required. • Rezoning, consent use or departure application. • Application for Exemption or Authorisation under EIA regulations, especially regarding waste water or by-product disposal.	(i) City of Cape Town Tourism and respective local Tourism Buro's. (ii) Agricultural sector and industry. (iii) Local community representative structures (e.g. farming community). (iv) City of Cape Town. (v) Land owner / user.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
	(ii) Rural Development Areas	(i) Employ identified Rural Development Areas to accommodate: • Space extensive city support facilities requiring a rural location (e.g. regional sewage treatment works). • Settlement of new and community farmers, especially projects linked to the land reform process and the acquisition of community commonages. • Smallholdings and extensive residential developments. • Residential – linked development requiring a rural location (e.g. eco-village, equestrian village). • Rural-based tourism ventures and activities (e.g. equestrian centres, wildlife rehabilitation centres, farmstays, trails, etc). • "Value-adding" agricultural and rural activities (e.g. "on-farm" produced product processing and sales). • Environmental enhancement and rehabilitation programmes. • Support facilities to serve adjacent biosphere reserves or conservation areas (e.g. accommodation and education centres). (ii) Any development resulting in an enhancement of existing rights is restricted within the Koeberg 5km restriction zone. (iii) Sub-division for the purposes of new smallholding establishment and residential-based rural developments (e.g. eco-village) is restricted to existing smallholding areas and rural settlements within rural development areas. Only subsequent to optimisation of such smallholding areas and settlements being achieved will sub-division be permitted elsewhere in the respective rural development area.	In accordance with the recommendations of: (i) Local planning proposals (e.g. SDF's) compiled for such rural development areas and negotiated / formulated between the local authority and respective communities. (ii) Various City of Cape Town Administration policies, strategies and planning proposals (e.g. SDF's, rural policies, etc.). (iii) Existing zoning scheme regulations. (iv) National Water Act, 1998 (Act 36 of 1998). (v) Environmental Conservation Act, 1989 (Act 73 of 1989). (vi) Atlantis and Environs Urban Structure Plan, (1981).	• Compilation of a plan (e.g. SDF) for each Rural Development Area based on an assessment of: - environmental opportunities and constraints. - agri-potential assessment and irrigation proposals. - engineering serviceability and access. - development restrictions (e.g. Koeberg restriction zone). - potential land use mix and capacities in terms of impact and compatibility within the rural area.	(i) City of Cape Town. (ii) Resident communities and land owners / users. (iii) Dept. of Agriculture. (iv) DWAF. (v) DECAS.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
	(iii) Smallholdings / Extensive Residential Units	(i) Employ existing smallholdings as extensive residential areas in order to: • Maintain and enhance the rural character of the City of Cape Town rural area. • Promote agro-tourism. • Retain and reinforce the accommodation of agriculture of related activities (e.g. equestrian, nurseries). • Serve as a buffer against urban intrusion into the rural area when located along the edge of a rural settlement.	(i) LUPO/PDA. (ii) Sub-division of Agricultural Land Act, 1970 (Act 70 of 1970). (iii) Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000.	• Application and enforcement of zoning regulations. • Promotion of smallholding areas as tourist attractions (e.g. cottage industries, rural accommodation, horse trails, etc).	(i) City of Cape Town. (ii) Dept. of Agriculture. (iii) PAWC. (iv) Land owner / user.
		(ii) Allow for limited development of other rural uses while retaining the smallholding character, to facilitate: • Intensification of use of holdings. • Strengthening of income / affordability of maintenance. • Tourist facilities and activities. • Future economic sustainability of holdings. • Rural urban linkages. Any development resulting in an enhancement of existing rights is restricted within the Koeberg 5km restriction zone.	(i) LUPO/PDA. (ii) Local authority zoning regulations and health regulations. (iii) Local authority policies for smallholding areas or specific policies (e.g. guesthouses). (iv) Environment Conservation Act, 1989 (Act 73 of 1989). (v) Atlantis and Environs Urban Structure Plan, (1981).	• Compilation and enforcement of local authority guidelines / regulations for consent uses (e.g. guesthouses, resorts). • Consultation between local authority and smallholders (e.g. association) regarding land use types required / permissible. • Rezoning, consent use or departure application. • Application for Exemption or Authorisation under EIA regulations.	(i) City of Cape Town. (ii) Local community representative structures. (iii) City of Cape Town Tourism and respective local Tourism Buro's. (iv) DECAS. (v) Applicant.
	(iv) Agricultural Processing	(i) Restrict "on-farm" processing to processing of "on-farm" produced product to prevent rural area from being misused for industrial purposes.	(i) Local authority zoning regulations and health regulations. (ii) National Water Act, 1998 (Act 36 of 1998). (iii) Environment Conservation Act, 1989 (Act 73 of 1989). (iv) Specific local authority policies.	• Rezoning, consent use or departure application. • Formulate local policies for "on-farm" processing for different agricultural crops (e.g. wineries, olive-oil presses) in terms of "on-farm" production requirements. • Application for Exemption or Authorisation under EIA regulations, especially regarding waste water or by-product disposal.	(i) City of Cape Town. (ii) Dept. of Agriculture (iii) DECAS. (iv) DWAF. (v) Applicant.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
	(v) Mining	(i) Protection and optimal exploitation of mineral resources	(i) EMPR and mining license or permit i.t.o. Minerals Act, 1991 (Act 50 of 1991). (ii) Cape Metropolitan Area: • Peninsula Urban Structure Plan, (1988). • Hottentots-Holland Basin Urban Structure Plan, (1988). • Stellenbosch Urban Structure Plan, (1988). • Paarl-Wellington Urban Structure Plan, (1991). (iii) Atlantis and Environs Urban Structure Plan, (1981) (iv) Structure Plan for Mining, 2000. (v) Departure for mining i.t.o. local authority zoning regulations.	• Application for mining license or permit. • Participation of local authority in EMPR process to ensure adequate regulations or requirements for land use management, protection of natural vegetation and habitats, and rehabilitation.	(i) DECAS. (ii) City of Cape Town. (iii) Dept. of Minerals and Energy. (iv) Dept. of Agriculture. (v) DECAS. (vi) DWAF. (vii) Mine owner / operator.
	(vi) Other uses (e.g. agri-processing of imported agri-product, non agri-uses including institutions, "rural industry", schools, etc.).	(i) Location of non-agricultural uses in adjoining urban area or existing rural settlements in order to: • Restrict intrusion of non-agricultural uses into agricultural area. • Reinforce economic base of rural settlements. • Provide employment in rural settlements (i.e. counteract dormitory tendency).	(i) Local authority zoning regulations. (ii) City of Cape Town Administration SDF's or specific policies (e.g. hamlet, rural nodes, etc.).	• Formulate policy for reinforcing economic basis of existing rural settlements. • Enforce local authority zoning regulations. • Facilitate development in existing settlements i.t.o services and land availability.	(i) City of Cape Town. (ii) Dept. of Trade and Industry. (iii) WESGRO. (iv) Applicant. (v) Rural settlement community representative structure.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.1.5 Land Use and Building Development Management	(i) Conformity of Land Use Regulations.	(i) Application of land use regulations which are: • Appropriate for the rural area i.t.o addressing existing and emerging rural land uses and activities. • Common to all areas in the City of Cape Town rural area. • Endorsed by the rural population.	(i) LUPO/PDA. (ii) Existing local authority zoning regulations.	• Require rationalisation to achieve conformity between City of Cape Town Administrations (e.g. pending Metropolitan Zoning Framework): • Compatible land use restrictions (e.g. building lines) ,especially in abutting areas. - Similar application of land use management mechanisms (e.g. departure, rezoning). - Similar permitted uses (e.g. primary, consent). • Consultation with local community structures regarding primary uses, consent uses, and scale and mix of permitted uses. • Incorporation of "rural specific" regulations (e.g. extensive residential).	(i) PAWC. (ii) City of Cape Town. (iii) Local community representative structures.
	(ii) Change of Land Use and Exploitation or Use of Natural Resources	(i) Scheduled Activities: • New cultivated lands (previously natural veld). • Land use changes and undertaking "scheduled activities".	(i) Environment Conservation Act, 1989 (Act 73 of 1989); Government Notice R1182 (5 Sept. 1997).	• Application for Exemption or Authorisation under EIA regulations	(i) Land owner/user. (ii) DECAS Regional Office. (iii) Relevant agricultural extension officer. (iv) Dept. of Agriculture: Resource Conservation.
		(ii) Consent Use / Departure Applications.	(i) LUPO/PDA. (ii) City of Cape Town Administration zoning regulations and relevant planning policies.	• Submission of Consent Use / Departure application and required supporting studies.	(i) City of Cape Town. (ii) PAWC.
		(iii) Application for mining license or permit.	(i) Minerals Act, 1991 (Act 50 of 1991). (ii) EMPR compiled in terms of Minerals Act. (iii) License or permit issued by Dept. of Minerals and Energy. (iv) Departure for mining i.t.o local authority zoning regulations.	• Local authority to supply input / criteria at the following stages of license and permit applications: - During compilation of EMPR regarding EIA requirements, rehabilitation, land use management, public participation, etc. - During application for closure of mine. - During renewal of permits (2 yearly). • Local authority to report any violation or failure to comply with EMPR to Dept. of Minerals and Energy.	(i) City of Cape Town. (ii) Mine owner / operator. (iii) Dept. of Minerals and Energy. (iv) DECAS. (v) Dept. of Agriculture. (vi) Dept. of Water Affairs and Forestry.

Annexure A.1 (continued): Land Use Management Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
	(iii) Non-conforming Use.	(i) Rationalisation of non-conforming uses and restoration of rural environment.	(i) Local authority zoning regulations. (ii) LUPO/PDA.	• Evaluation of suitability i.t.o local authority scheme regulations, followed by: - Prosecution and termination. - Application for a consent use, a departure or rezoning and compliance with respective criteria. • Rehabilitation of impact of non-conforming use.	(i) PAWC. (ii) Respective City of Cape Town Administration. (iii) Land owner.
	(iv) Built Structures.	(i) All structures to be in accordance with current building regulations i.t.o: • Quality of construction. • Minimum standards.	(i) Local authority building and health regulations. (ii) National Building Regulations and Building Standards Act, 1977 (Act 103 of 1977). (iii) Western Cape Policy for the Settlement of Farm Workers, 2000.	• In-field monitoring and inspection. • Prosecution of offenders. • Formulate and enforce regulations for tunnel and shade structures (e.g. intensive agriculture and nurseries).	(i) City of Cape Town. (ii) PAWC.
	(v) Building Line Restriction.	(i) Regulation of the location of permanent and temporary built structures and activities: • on private and public land; and • alongside and within road reserves and intersections, to reduce health and safety risks and visual impact.	(i) South African National Roads Agency Act, 1998 (Act 7 of 1998). (ii) Roads Ordinance, 1976 (Ordinance 18 of 1976). (iii) Advertising on Roads and Ribbon Development Act, 1940 (Act 21 of 1940). (iv) Local authority zoning regulations.	• Regulate agricultural activities and informal trading in road reserves. • Enforcement of building restriction by: - Local authorities. - South African National Roads Agency. • Specific attention be given to such building restrictions along the main routes to reduce visual impact (e.g. N1, N2, N7, R27 and interchanges).	(i) City of Cape Town. (ii) South African National Roads Agency. (iii) PAWC (Roads). (iv) Land owner / user.
	(vi) Rural Edge Management	(i) Establishing and maintaining a fixed rural edge abutting both: • the urban area, and • the rural hinterland, to prevent intrusion by non-agricultural activities.	(i) Existing Helderberg Basin, Northern Metro and Peninsula Urban Edge Studies (2000). (ii) MSDF. (iii) City of Cape Town Administration SDF's.	• Establish City of Cape Town -District and Category B Municipality Rural Co-ordination Forum to manage outer rural edge with adjoining authorities. • Management of urban edge i.t.o. urban edge studies. • Statutory proclamation of urban edges.	(i) City of Cape Town. (ii) PAWC. (iii) Respective Category B or District Municipality.

Annexure A.2 Guidelines for Management of Natural Resources

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.2.1 Vegetation and Natural Habitats	(i) Protection of scarce and conservation worthy indigenous fauna and flora, natural habitats and ecological corridors.	(i) Conservation of rare and endemic plant species, maintenance of species diversity and natural habitats supporting sensitive terrestrial and marine flora. (ii) Conservation of rare and endangered wildlife and marine species, maintenance of species diversity and habitat conservation. (iii) Sustainable utilisation of indigenous flora and terrestrial and marine species. (iv) Maintenance and consolidation of conservation worthy vegetation, natural habitats and ecological corridors that may fulfil important open space (e.g. extension of MOSS into rural area) or other critically important conservation functions.	(i) Environment Conservation Act 1989 (Act 73 of 1989). (ii) Sea Shore Act, 1935 (Act 21 of 1935). (iii) Marine Living Resources Act, 1998 (Act 18 of 1998). (iv) BOTSOC "Core Flora Conservation Areas." (v) City of Cape Town: Areas of Environmental Significance Study and its current revision/updating (2001). (vi) IMEP.	• Need to highlight priority conservation areas through prioritising each data category (e.g. flora, fauna). Refer current "Identification of Key Nature Conservation Areas Study" (City of Cape Town, 2001). • Establish and maintain statutory protected areas, including: - Kogelberg Biosphere Reserve. - Southern sector of Cape West Coast Biosphere Reserve. - Provincial and private nature reserves; - Marine protected areas. - PNE's. - Core flora conservation areas identified on the Cape Flats. - Conservancies over private land to protect natural veld remnants and to reserve ecological corridors and localised conservation worthy habitats. • Enforcement of resource utilisation through permit / license system, monitoring, research, control and law enforcement. • Research, monitor and regulate natural harvesting and commercial cultivation, propagation / breeding of indigenous flora, fauna and marine resources.	(i) Land owner / user. (ii) City of Cape Town. (iii) DECAS. (iv) Botanical Society of South Africa. (v) Marine and Coastal Management. (vi) Department of Agriculture. (vii) Agricultural Research Council: Fynbos Institute.
6.2.2 Environmental Management	(i) Regulating development in natural areas.	(i) Reduce impact of development on natural areas through achieving a balance between conservation and development and ensuring that environmental considerations are fully integrated into planning and development process.	(i) Environment Conservation Act 1989 (Act 73 of 1989); (Government Notice R1182, 5 Sept. 1997). (ii) LUPO/PDA. (iii) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (iv) National Water Act, 1998 (Act 36 of 1998). (v) National Environmental Management Act, 1998 (Act 107 of 1998) (vi) Minerals Act, 1991 (Act 50 of 1991). (vii) Structure Plan for Mining, 2000.	• Application for Exemption and Authorisation under EIA regulations for Scheduled Activities: - New cultivated lands (previously natural veld); - Land use changes and undertaking "Scheduled Activities. • Application for "Controlled Activities" in PNE's. • Application for permits for certain activities in SCA's (Sensitive Coastal Areas). • Application and enforcement of EMPR's (i.e. regulate mining impact and rehabilitation).	(i) Land owner /user. (ii) Resource Conservation: Department of Agriculture. (iii) DECAS. (iv) City of Cape Town. (v) Department of Minerals and Energy.

Annexure A.2 (continued): Guidelines for Management of Natural Resources

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
		(ii) Introduction of a Land Care and Land Management Programme to address: • Combating and preventing soil erosion; • Protection of natural vegetation; • Combating of weeds and invader plants; • Protection of aquatic systems; • Reducing and preventing ground and surface water pollution; • Removal and / or screening of disused machinery, equipment, etc; and • Reducing fire hazard.	(i) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (ii) National Water Act, 1998 (Act 36 of 1998). (iii) Environment Conservation Act, 1989 (Act 73 of 1989). (iv) National Veld and Forest Act, 1998.	• In-field monitoring and inspection. • Prosecution of offenders. • Rehabilitation. • Employment of Working for Water Programme. • Rationalisation of non-conforming and unauthorised uses. • Establish Fire Prevention Committees. • Establish Land Care Committees.	(i) Land owner / user. (ii) Department of Agriculture. (iii) DWAF. (iv) DECAS. (v) City of Cape Town. (vi) Land Care and Fire Prevention Committees.

Annexure A.3: Guidelines of Water Resources

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.3.1 Surface and Groundwater	(i) Maintain Groundwater Sustainability and Quality (primary and secondary aquifers).	(i) Registration of all water users to enforce water use monitoring in terms of National Water Act.	(i) National Water Act, 1998 (Act 36 of 1998). (ii) Section 21 (a) and (b) of National Water Act, 1998.	• Registration of all existing surface and groundwater users. • Licensing of all new ground and surface water users and registered users exceeding General Authorisations of 8 October, 1999.	(i) Land owner / users. (ii) Dept. Water Affairs and Forestry. (iii) C of CT.
		(ii) Monitoring of aquifer pollution.	(i) National Water Act, 1998 (Act 36 of 1998)	• Introduction of a borehole / well-point monitoring programme. • Compilation of a management plan to ensure aquifer pollution does not impact on future rural and metropolitan extraction.	(i) C of CT. (ii) Land owners / users.
		(iii) Co-ordinated consumption and quality monitoring.	(i) National Water Act, 1998 (Act 36 of 1998)	• Establishment and registration of Water User Associations.	(i) Water users. (ii) Dept. of Water Affairs and Forestry.
	(ii) Reduce surface water pollution.	(i) Improve surface water quality by reducing nutrient and sediment load through: • Improved farming practices. • Nutrient removal through increased detention time. • Rationalisation of stormwater run-off from adjacent urban area and rural settlements. • Promotion of riverine vegetation buffers (ecological corridors) to increase nutrient removal and trap eroded material.	(i) National Water Act, 1998 (Act 36 of 1998). (ii) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983).	• Increased utilisation of biodegradable fertilisers and reduced soil erosion. • Development of stormwater detention facilities incorporating reed beds: - On farms and within extensive horticultural areas (e.g. Philippi). - Adjacent to rural settlements and the urban edge. • Establishment of ecological or agricultural set-backs along water courses.	(i) Land owner / users. (ii) Dept. of Agriculture. (iii) Dept. of Water Affairs and Forestry. (iv) City of Cape Town Administrations.
		(ii) Control and monitor irrigation of agricultural lands with waste water.	(i) Section 21 (e) of the National Water Act, 1988.	• Registration of all irrigation with waste water if more than 10m³ of waste water is used for irrigation on any given day. • Licensing of all new and registered waste water irrigation users exceeding General Authorisation of 8 October, 1999. • Compliance with waste water quality and irrigation location criteria i.t.o limits of General Authorisation. • Inspections, monitoring and prosecution.	(i) Land owner / users. (ii) Dept. of Water Affairs and Forestry.

Annexure A.3 (continued): Guidelines of Water Resources

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
		(iii) Control and monitoring of storage and disposal of waste water (including domestic waste water).	(i) Section 21 (g) of the National Water Act, 1988. Note: Domestic waste water disposal permitted without registration under General Authorisation.	• Registration of all waste water discharge of over 50m³ of waste water on any given day. • Licensing of all new and registered waste water discharge exceeding General Authorisation of 8 October, 1999. • Compliance with limits of General Authorisation. • Inspections, monitoring and prosecution.	(i) Land owner or lawful occupier. (ii) Dept. of Water Affairs and Forestry.
		(iv) Control and monitoring of discharge of water or water containing waste into a water resource.	(i) National Water Act, 1998 (Act 36 of 1998). Note: Not applicable to normal domestic practices (i.e. Schedule 1 water users).	• Registration of all waste water discharge of over 2000m³ of waste water on any given day. • Licensing of all new and registered waste water discharge exceeding General Authorisation. • Compliance with waste water quality of General Authorisation. • Inspections, monitoring and prosecution.	(i) Land owner or lawful occupier. (ii) Dept. of Water Affairs and Forestry.
A.3.2 Catchment Management	(i) Protection and management of catchments.	(i) Need for delegation of water resource management to catchment level and to involve local communities in protection, use and development of the resource.	(i) National Water Act, 1998 (Act 36 of 1998).	• Establishment of catchment management agencies for each water management area.	(i) DWAF. (ii) Water users. (iii) C of CT.
		(ii) Need to set principles for allocating water to existing and prospective users, given the need for water resource protection, use, development, conservation, management and control.	(i) National Water Act, 1998 (Act 36 of 1998).	• Formulation of catchment management strategies for each water management area.	(i) DWAF. (ii) Water users. (iii) C of CT. (iv) Catchment Management Agency.

Annexure A.4: Guidelines for Management of Heritage and Scenic Resources

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.4.1 Heritage and Scenic Resources	(i) Protection and maintenance of the Rural Landscape and its Cultural and Heritage Resources.	(i) Need to protect and enhance the scenic resources and aesthetic character of the rural area given the current transformation of the area due to increasing land use diversification and intensification, commercialisation and the need for exposure, and exploitation of natural and non-renewable resources.	(i) National Heritage Resources Act,1999 (Act 25 of 1999). (ii) LUPO/PDA. (iii) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (iv) Environment Conservation Act, 1989 (Act 73 of 1989). (v) South African National Roads Agency Act, 1998 (Act 7 of 1998). (vi) Advertising on Roads and Ribbon Development Act, 1940 (Act 21 of 1940). (vii) CMC Administration Scenic Routes Study and Outdoor Advertising Policy.	• Declaration , protection and restoration of: - Cultural and significant landscapes (e.g. land use patterns). - Historic buildings, farmsteads and sites. • Rehabilitation and maintenance of rural movement routes, including: - Adequate set-back of developments and screen planting. - Restricting roadside developments and associated signage. - Controlled location of craft vendors, with landscape rehabilitation conditions in event of venture failure. - Removal of alien vegetation and dumped material. • Co-ordinated and standardised signage policy to achieve: - Signage being informative and reflecting the rural character of the area. - Appropriate siting to reduce visual impact on rural landscape. • Rehabilitation of disturbed areas (e.g. areas scarred by erosion or quarrying). • Initiate community based programmes to remove alien vegetation, restoration of indigenous flora and remove dumped wastes. • Appropriate landscape and building design guidelines and regulations for new developments and structures, and the restoration of existing developments and structures.	(i) SAHRA. (ii) City of Cape Town Tourism and local Tourism Buro's. (iii) DECAS. (iv) SA National Roads Agency. (v) PAWC. (vi) City of Cape Town. (vii) Land owners / users. (viii) Rural community and NGO's and CBO's. (ix) DWAF.

Annexure A.5: Guidelines for Management of Agricultural Resources

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.5.1 Agricultural Resources	(i) Management and Sustainable Utilisation of Agricultural Resources.	(i) Ensuring the sustainable utilisation of agricultural resources, and achieving a balance between agricultural production and environmental performance.	(i) Environment Conservation Act, 1989 (Act 73 of 1989). (ii) National Water Act, 1998 (Act 36 of 1998). (iii) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (iv) Sub-division of Agricultural Land Act, 1970 (Act 70 of 1970). (v) Current sub-division guidelines of the Department of Agriculture (refer Volume 2: Annexure F). (vi) Local authority zoning regulations and SDF's.	• Enforce agricultural land use reservation. • Maintain sustainable agricultural units i.t.o sub-division criteria. • Employment of stricter environmental management by farmers i.t.o: - EIA regulations for Scheduled Activities. - Accepting greater environmental responsibility (e.g. biological pest control). - Promoting sensitive habitats (e.g. conservancies). • Farmers sharing in the management of the rural area i.t.o: - Being partners in rehabilitation and maintenance programmes (e.g. Landcare). - Being responsible for sensitive building and signage design and adherence to land use and building development regulations. - Restricting "on-farm" accommodation to bona-fide workers and retirees and not establishing rental residential complexes.	(i) Dept. of Agriculture. (ii) DWAF. (iii) DECAS. (iv) City of Cape Town. (v) Farm owner / user.

Annexure A.6: Land Reform and New Farmer Settlement Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.6.1 Land Reform and New Farmer Settlement	(i) Facilitation of Land Reform within the Rural Area	(i) Broadening of access to agricultural resources in the rural area to facilitate the establishment of aspirant farmers from previously disadvantaged communities, with such development contributing to the sustainable utilisation of agricultural resources, and improving income and employment opportunities.	(i) ESTA (1997). (ii) Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000. (iii) Development and funding programmes of: • Dept. of Land Affairs; Land Acquisition Grant and Commercial Farmer Programme. • Land Bank. (iv) Information, support and training: • LANOK. • Land Development Unit. • African Farmers Union. • Abilimi Besekhaya. • Elsenburg Agricultural College. (v) Western Cape Policy for the Settlement of Farm Workers, 2000.	• Address farm evictions i.t.o. ESTA • Introduce mentor training programmes to transfer agricultural skills. • Promote equity share farming. • Explore new farmer settlement and establishment of community agricultural projects in the rural area i.t.o. Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000, with the following being prescribed: - Need to employ various agricultural models (e.g. commercial farmers, community gardens) in order to meet requirements of participants. - New farmer and community based farming activities / projects need to be project based in order to ensure sustainable use and management. - Settlement rights on agricultural holdings need to be restricted in order to prevent urbanisation of the rural area. - All projects require a development / business plan compiled as part of a prescribed project preparation process. - New farmer and community based projects including small land units or large numbers of participants should be located within or contiguous to the edge of the urban area or rural settlements in order to facilitate services supply and access to community facilities. • Participation of relevant City of Cape Town Administration on District Assessment Committee.	(i) City of Cape Town. (ii) Dept. of Land Affairs. (iii) Dept. of Agriculture. (iv) Various parastatal, NGO and other training, development and funding agencies. (v) New and community based farmers.

Annexure A.6 (continued): Land Reform and New Farmer Settlement Guidelines

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.6.2 Use of Commonages and State Land	(i) Utilisation of Commonage and State Land for Land Reform.	(i) Existing commonages and State land, given their public nature, offer opportunities for agricultural purposes on a leasehold basis whereby local poor residents can supplement their income and gain access to agricultural resources (refer current Transformation of Mamre Commonage Study, 2001).	(i) Municipal Commonage User Guide; Dept. of Land Affairs, 1997. (ii) Western Cape Policy for the Establishment of Agricultural Holdings in the Urban Fringe, 2000. (iii) Transformation of Certain Rural Areas Act, 1998 (Act 94 of 1998).	• Explore suitability of existing commonages and State land for new farmers and community agricultural projects i.t.o: - Location (access to facilities). - Agricultural suitability. - Servicing feasibility. • Resource poor local authorities can create or extend a commonage (e.g. rural settlements) through acquisition of Dept. of Land Affairs grant finance. • Lease commonage and State land on a long-term performance basis to aspirant new farmers in order to allow for investment and ensure utilisation.	(i) Dept. of Land Affairs. (ii) City of Cape Town. (iv) New and community based farmers. (v) Dept. of Agriculture.

Annexure A.7: Guidelines for Infrastructure and Service Delivery

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.7.1 Domestic Services: - Toilet provision. - Potable water supply. - Stormwater drainage. - Refuse removal.	(i) Inadequate or poor performance, especially on smallholdings, farms, in informal settlements and due to overcrowding in rural settlements.	(i) Provision of a minimum standard of services to facilitate acceptable community health and environmental performance levels.	(i) Local authority health and building regulations. (ii) National Building Regulations and Building Standards Act, 1977 (Act 103 of 1977). (iii) Minimum service levels i.t.o.: - Western Cape Policy for the Settlement of Farm Workers (2000). - PHDB.	• Ensure all domestic services are in accordance with current minimum standards and local authority health and building regulations, i.t.o: - Quality of construction. - Appropriate standards (i.e. informal or formal settlement). • In-field monitoring, inspection and prosecution of offenders.	(i) City of Cape Town. (ii) PAWC. (iii) PHDB. (iv) Land owner / landlord.
A.7.2 Solid Waste Disposal	(i) Uncontrolled and unmanaged dumping on public and private land and within rural road reserves.	(i) Reduce environmental (pollution and visual) and health impact.	(i) Environment Conservation Act, 1989 (Act 43 of 1983). (ii) National Water Act, 1998 (Act 36 of 1998). (iii) Local authority health and building regulations. (iv) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983).	• In-field monitoring, inspection and prosecution of offenders. • Demarcation of community / localised tipping areas and/or provision of "skips" at selected localities (e.g. informal settlements and within rural settlements). • Initiate community based "clean-up" and rehabilitation projects.	(i) City of Cape Town. (ii) Land owners / users. (iii) Rural community. (iv) NGO's and CBO's.
A.7.3 Rural Roads	(i) Poor condition, maintenance and standards. (ii) Proclamation status of rural roads.	(i) Need to improve condition to increase safety, facilitate local activities (e.g. agricultural product transportation), and establish and improve rural-urban linkages. (ii) Need to rationalise proclamation status of rural roads relevant to usage.	(i) PAWC and local authority design and maintenance standards. (ii) Pending transfer of rural roads to City of Cape Town.	• Improved maintenance programme. • Increase road width and improve intersection safety. • Provision of road verges to improve vehicle user and pedestrian safety. • Participation in province-wide assessment of rural roads.	(i) PAWC (Roads). (ii) City of Cape Town.

Annexure A.7 (continued): Guidelines for Infrastructure and Service Delivery

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.7.4 Fire Control	(i) Increased fire hazard due to alien vegetation infestation, informal settlement and unauthorised burning of waste material.	(i) Reduce fire risk and atmospheric pollution.	(i) Environment Conservation Act, 1989 (Act 43 of 1983). (ii) National Water Act, 1998 (Act 36 of 1998). (iii) Local authority health and building regulations. (iv) Conservation of Agricultural Resources Act, 1983 (Act 43 of 1983). (v) National Veld and Forest Act, 1998. (vi) CMC Administration's "Smoke Free Zone" regulations.	• In-field monitoring, inspection and prosecution of offenders (e.g. alien vegetation and illegal burning). • Local authority to require land owners (public and private) to remove alien vegetation. • Restrict unauthorised burning of waste. • Amend CMC Administration's "Smoke Free Zone" regulations to facilitate agricultural practices. • Employment of the Working for Water Programme. • Initiate community based alien vegetation removal projects. • Establish Fire Prevention Committees.	(i) City of Cape Town (ii) DECAS. (iii) Dept. of Water Affairs and Forestry. (iv) NGO's and CBO's. (v) Dept. of Agriculture.

Annexure A.8: Guidelines for Managing Rural Settlement

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.8.1 Rural Settlements Nodes or Hamlets	(i) Establishment of new rural settlements, nodes or hamlets.	(i) Limited opportunity for new nodes / settlements in City of Cape Town rural area given: • The substantial management and financial resources required to establish and maintain such settlements. • Their potential negative impact on the agricultural hinterland and environment. • Dormitory opportunities arising from metropolitan proximity and lower accommodation costs. • The need for densification within the urban edge.	(i) City of Cape Town SDF's and IDP's. (ii) Western Cape Policy for the Settlement of Farm workers, 2000. (iii) MSDF.	• Maintain and reinforce existing rural settlements and nodes i.t.o.: - Improved development standards and provision of land for development of basic infrastructure (e.g. housing) through infill / densification and provision of social services facility clusters (e.g. rural "kit of public parts"). - Fostering an economic base to counteract "dormitory" trends, with settlements / nodes serving as agro- and tourism centres for the City of Cape Town rural area. - Creating a "sense" of place (e.g. market, historic centre) to promote a sense of identity and a point of social and economic interaction. - Promoting agricultural opportunity within and peripheral to the settlement (e.g. commonage) to accommodate including: food security (e.g. community gardens); entry and training opportunities for new farmers) and commercial production. - Introducing the land reform programme.	(i) City of Cape Town. (ii) PAWC. (iii) PHDB. (iv) Dept. of Trade and Industries. (v) Dept. of Agriculture (vi) Dept. of Land Affairs.
	(ii) Containment of settlements, nodes, hamlets and other sub-divisions (e.g. smallholdings).	(i) Containment of settlements to their existing jurisdictional areas to prevent sprawl into the agricultural hinterland and a threat to both the inner and outer edges of the City of Cape Town rural area.	(i) Helderberg Basin, Northern Metro and Peninsula Urban Edge Studies (2000). (ii) MSDF. (iii) City of Cape Town's DF's and policies (e.g. rural strategies, hamlet policy).	• Establish a statutory edge around rural settlements, with such an edge being reinforced by the establishment of agricultural opportunities (e.g. small scale agriculture, urban agriculture). • Establish a statutory settlement edge around smallholding sub-divisions which are located within the rural area and not contiguous to an urban edge or rural settlement.	(i) City of Cape Town

Annexure A.8 (continued): Guidelines for Managing Rural Settlement

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
	(iii) Rural-urban Linkages.	(i) Need to integrate settlements with rural hinterland, metropolitan area and other urban centres.	(i) MSDF. (ii) SDF's and policies (e.g. rural strategies) of the City of Cape Town. (iii) Public Works road improvement programme to marginalized communities. (iv) IDP's and SDF's of the City of Cape Town.	• Facilitate rural-urban linkages through: - Periodic provision and synchronisation of services through markets (e.g. agri-products), mobile services (e.g. library, pension payouts), and information transfer (e.g. environmental, community health) in rural settlements or central localities in rural area. - Improvement of settlement access routes and public transport system. - Location of large scale facilities (e.g. education) serving the rural hinterland in settlements. - Balanced rural-urban investment, especially regarding public and social services.	(i) City of Cape Town. (ii) PAWC (Transport Branch).
A.8.2 Settlement of Farm Workers	(i) "On-farm" or "Off-farm" settlement.	(i) Need of farm workers to be settled permanently in order to fully benefit from the various tenure, housing subsidy benefits and rights which are afforded to them, with such settlement contributing to sustainable community rural and agricultural development.	(i) Western Cape Policy for the Settlement of Farm Workers, 2000. (ii) ESTA. (iii) City of Cape Town Administrations' SDF's and settlement policies.	• Promote permanent settlement of farm workers in accordance with procedures outlined in the Western Cape Policy for the Settlement of Farm Workers, with the following being of significance for the City of Cape Town rural area: - "On-farm" settlement must be cost effective and feasible, employing existing resources (e.g. dwellings) where possible. - "Off-farm" settlement in existing rural settlements/hamlets and nearby urban areas should be promoted given existing services, but should take cognisance of existing housing backlogs in such settlements and availability of funds. - "Off-farm" settlement in new rural settlements/hamlets/agri-villages should be restricted in the City of Cape of Cape Town rural area given substantial managerial and financial resources required to establish and maintain such settlements.	(i) City of Cape Town. (ii) DECAS. (iii) Dept. of Water Affairs and Forestry. (iv) NGO's and CBO's. (v) Dept. of Agriculture. (vi) Dept. of Land Affairs.

Annexure A.9: Guidelines for Community Development

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.9.1 Conditions and Development	(i) Housing shortfall, poor housing condition, farm evictions, and limited local education and health facilities.	(i) Improvement of social conditions and opportunities available to City of Cape Town rural and farm worker community through health, education and community development interventions.	(i) Local authority health and welfare regulations and by-laws. (ii) Community development and monitoring programmes of: - Child Health Policy Institute. - Rural Health and Education Trust: Farm Health Worker Programme. (iii) ESTA (iv) Western Cape Policy for the Settlement of Farm Workers (2000). (v) Other NGO based community / social development and upliftment programmes. (vi) Rural Development Framework; Dept. of Land Affairs.	• Upgrade and maintain clinic and education facilities in rural settlements and rural area to meet the basic needs of all rural dwellers. • In areas without community services, establish a spatial and temporal framework (locality / facility) at which local authority – departmental syncronisation of periodic service delivery can take place (e.g. pension and welfare payments, venue for community functions and mobile health services). • Improve security of tenure of farm dwellers i.t.o. Western Cape Policy for the Settlement of Farm Workers and ESTA. • Apply ESTA to address farm evictions and inform farm workers of their rights of residence as workers and pensioners. • Transfer of information and capacity building programmes with an emphasis on informed decision making and establishing and managing community structures. • Upgrade services and housing condition and explore housing options to address shortfalls. • Introduce community upliftment programmes (e.g. adult education, life skills).	(i) City of Cape Town. (ii) Child Health Policy Institute (iii) PAWC: Education / Welfare (iv) Rural Health and Education Trust. (v) Other NGO's. (vi) Department of Land Affairs. (vii) Rural and farm worker community. (viii) Land owners / users.

Annexure A.9 (continued): Guidelines for Community Development

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.9.2 Economic Conditions and Opportunities	(i) Lack of local economic opportunities.	(i) Stimulation of local economic opportunities and development through skills transfer, agro-and tourism hospitality training, establishment of agro-/tourism businesses and establishment of new farmer and community farming projects.	(i) Mentor Training. (ii) Equity share farming. (iii) Commercial Farmer Programme of Dept. of Land Affairs. (iv) Development and funding programmes of: - Business Partners. - LANOK. - Land Bank. - Khula New Cape Equity Fund. (v) Information and support: - African Farmers Union. - Abalimi Besekhaya. (vi) Training: - LANOK. - Goedgedacht Agricultural Resource Centre. - Elsenburg Agricultural College. - Land Development Unit (Univ. of Western Cape). (vii) Thuso small business mentorship programme.	• Introduce mentor programmes to transfer agri-and tourism / hospitality skills. • Establish or facilitate access to agro- and tourism training facilities to facilitate: - Training of agro- and tourism career entrants. - Training and certification of current farm workers to improve ability and occupation status. • Establish SMME's: - Agri-processing. - Agri-transport. - Agri-marketing. - Tourism and hospitality industry. • Explore new farmer settlement and establishment of community agricultural projects in City of Cape Town rural area. • Facilitate employment opportunities through establishing CBPWP's and community based rehabilitation programmes (e.g. Working for Water Programme).	(i) City of Cape Town. (ii) Dept. of Land Affairs. (iii) Dept. of Agriculture. (iv) Dept. of Trade and Industry. (v) Various parastatal, NGO and other training, development and funding agencies. (vi) City of Cape Town Tourism and local tourism buro's.

Annexure A.10: Guidelines for Organisational Arrangement

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.10.1 Management	(i) Management components.	(i) Re-instatement and reinforcement of rural management in both the short and medium – long term and the strategic management of the issues at hand through: • Re-orientation of local authority – community relationship. • Broadening management responsibility. • Improving rural management responsibility. • Improving rural management capacity. • Establishing a local management presence. • Ensuring rural status and recognition within the City of Cape Town management structure.	(i) Existing community based partnerships (e.g. smallholders associations) and forums (e.g. IDP). (ii) Existing community based programmes (e.g. Working for Water Programme) (iii) Statutory established community and user structures / committees i.t.o. legislation (e.g. Water User Associations). (iv) Departmental, NGO and CBO community based structures (e.g. local health committees).	• Re-orientate local authority – rural community relationship i.t.o: - Demonstrating commitment to and recognition of the rural area through local presence and forging of partnerships. - Restoring confidence through local actions (e.g. maintenance, land use management). • Broadening management responsibility through: - Building PPP's for the effective management of the rural area, including: ➢ local community based rural forums (e.g. rural residents associations) as local authority management partners (e.g. land use management / developing regulations) and to participate in IDP Representative Forums; ➢ CBPWP's to facilitate community based local infrastructure service delivery and maintenance (e.g. engineering works); ➢ forming partnership with statutory authorities, NGO's and CBO's for the initiation and co-ordination of rural rehabilitation and development programmes (e.g. Working for Water Programme); ➢ employing management agreements (e.g. conservancies) to conserve and protect conservation worthy areas in private ownership. - Differentiate between national, provincial , metropolitan and local management responsibility in rural area and forge local authority collaborative management systems with provincial and national authorities (e.g. conservation). • Improving rural management capacity i.t.o: - Introducing rural management capacity building programmes (e.g. staff and rural community structures). - Employment of effective and appropriate management mechanisms (e.g. rationalisation of land use regulations to attain conformity and applicability). - Being strategic i.t.o what is to be managed given complexity of rural area. • Allocation of manpower and resources. • Establishing a local presence and capacity through designated officials (e.g. rural officers) to demonstrate management commitment, understanding of rural issues and to facilitate a direct community – local authority channel of communication. • City of Cape Town Administrations to create local capacity to manage natural disasters (e.g. flood, fires, drought) and to support Catchment Management Agencies, Water Associations and Fire Protection Committees.	(i) City of Cape Town and IDP Representative Forum. (ii) Rural community. (iii) Local rural community forums (e.g. smallholders association). (iv) Provincial, state and parastatal departments. (v) Rural based NGO's and CBO's.

Annexure A.10 (continued): Guidelines for Organisational Arrangement

COMPONENT	MANAGEMENT ASPECT	PRINCIPLE / GUIDELINE	MANAGEMENT MECHANISM	ACTION / PROGRAMME REQUIRED	RESPONSIBLE PARTY
A.10.2 Finance	(i) Financial Instruments.	(i) Establish appropriate financial instruments to facilitate rural management including: • Levying of equitable rates and service charges in accordance with local facility opportunities and level of services delivered within and outside the rural area (e.g. use of libraries in urban area). • Cost effective service delivery. • Budgeting for rural expenses.	(i) Property Valuation Ordinance, 1993. (ii) Property Rates Bill (2000).	• Introduce fiscal measures (e.g. rates, community service charges). • Service charges to be based on the principle of "user pays" and "availability charges". • Tie rural IDP to budgetary process. • Allocate funds for rural staff, management and capacity building. • Facilitate PPP's to unlock external sources of finance (e.g. private and public sector funds for rehabilitation projects). • Explore the guaranteeing of critical rural services (e.g. road maintenance, fire control) through strategic budget allocations based on IDP's. • Consider a tax exemption to promote environmental and land use performance (e.g. establishment of conservancies, removal of alien vegetation and cessation of non-conforming uses).	(i) City of Cape Town. (ii) Rural community. (iii) Rural based ratepayers associations. (iv) Provincial and state departments. (v) Private sector.