



DENNIS MOSS PARTNERSHIP

Architects • Urban & Regional Planners • Environmental Planners
Landscape Architects • Urban Designers

MEMORANDUM PERTAINING TO BIOREGIONAL PLANNING AND MANAGEMENT IN STELLENBOSCH MUNICIPALITY

PREPARED FOR MAYOR OF STELLENBOSCH

3 JULY 2006

1 INTRODUCTION

In order to promote sustainable development and coherent integrated land-use planning on the local level, the Stellenbosch Town Council has adopted the bioregional planning and management approach advocated by the Provincial Government of the Western Cape (PGWC). The Council furthermore resolved to support UNESCO's Man and the Biosphere (MAB) Program and the establishment of a biosphere reserve in the Cape Winelands in terms of the latter program (refer to the Stellenbosch IDP).

In its quest to promote the Stellenbosch Municipality as an '*area of excellence and good practice*' the Stellenbosch Council recognized that it needs to ensure that the highest level of efficiency is attained in performing its functions, and that its sustainable development policies, programs and action plans therefore have to be aligned with those of the provincial and national spheres of government and be supportive of the relevant international programs, protocols and agreements.

The Council subsequently commissioned the preparation of a 'package' of planning and land use management frameworks that were to give practical effect to bioregional planning throughout the Greater Stellenbosch Municipality.

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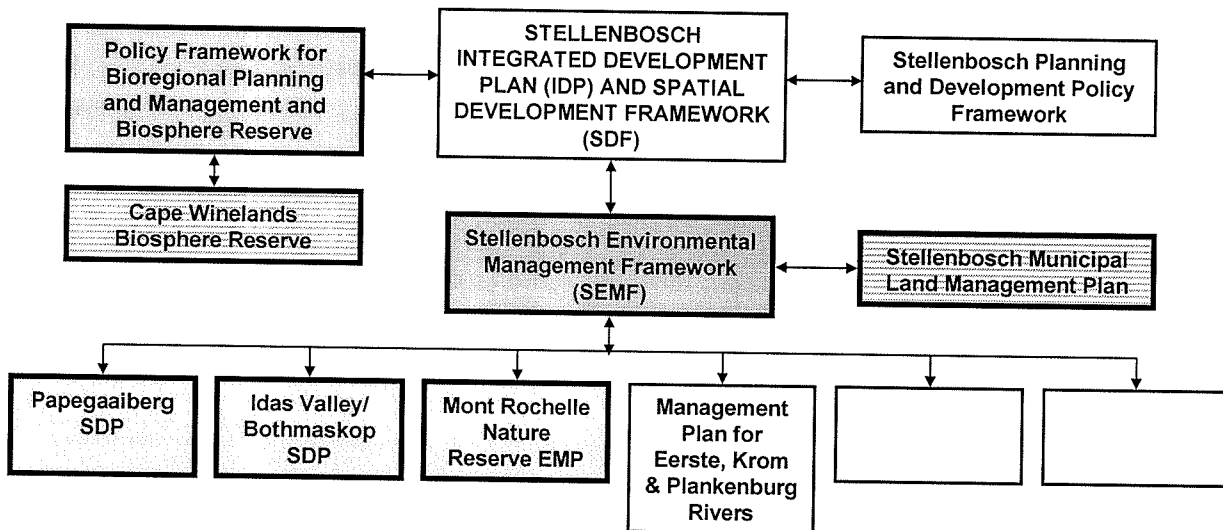
As such, these documents were to serve as a premise for on-going planning, management and development-related decisions facing the Council.

2 BIOREGIONAL PLANNING AND MANAGEMENT DOCUMENTS PREPARED FOR MUNICIPALITY

A number of draft bioregional planning documents were subsequently prepared by Dennis Moss Partnership, which includes the following:

- a) Policy Framework for Bioregional Planning and Management and Biosphere Reserves (June 2004).
- b) Stellenbosch Environmental Management Framework (June 2006).
- c) Papegaaiberg Spatial Development Plan (March 2005).
- d) Bothmaskop / Idas Valley Spatial Development Plan (June 2005).

The figure below illustrates the various documents in a hierarchical relationship with other municipal planning and development frameworks and plans, in particular, the Stellenbosch IDP and SDF.



In addition to those listed above, and as indicated by the figure, Dennis Moss Partnership prepared various documents pertaining to the proposed Cape Winelands Biosphere Reserve (which was initiated by Stellenbosch Municipality), and the draft *Stellenbosch*

Municipal Land Management Plan (September 2004)¹. The latter document was prepared for the Directorate: Corporate Services of the municipality.

As illustrated by the figure, the hierarchy of planning and management frameworks should ideally include a detailed SDP for each of the neighbourhood areas, precincts, wards, ecosystems, etc. that form part of the Greater Stellenbosch Municipality.

3 SUMMARY OF COMPLETED DRAFT BIOREGIONAL PLANNING AND MANAGEMENT DOCUMENTS

The various bioregional planning and management documents referred to above and their functions are summarized as follows.

3.1 POLICY FRAMEWORK FOR BIOREGIONAL PLANNING AND MANAGEMENT AND BIOSPHERE RESERVES (JUNE 2004)

The municipality has resolved to adopt the bioregional planning approach as described in the *Manual for the application of Bioregional Planning in the Western Cape* (PGWC, 2003).

The *Policy Framework for Bioregional Planning and Management and Biosphere Reserves* summarises the policy of the Stellenbosch Council pertaining to the implementation of bioregional planning and management, and describes how the development policies, programs and action plans of the municipality should be aligned with those of the provincial and national spheres of government and the relevant international programs, protocols and agreements.

¹ The primary objectives of the Stellenbosch Municipal Land Management Plan are to:

- a) Provide a spatial plan, based on the municipal land audit, of the identified municipal land and other properties of the Stellenbosch Municipality.
- b) Categorise municipal property into broad *Land Use Categories*.
- c) Provide development strategies and policy regarding the management of the identified *Land Use Categories* that will address land reform, status of agricultural land and future lease agreements, promote environmental conservation, urban agriculture and maximize community advantages from municipal property.
- d) Provide generic guidelines regarding the general legislative status of lease agreements of municipal properties with specific reference to lease terms and termination procedures.
- e) Provide guidance to developers with regard to the planning and design of projects and the establishment of contractual agreements and appropriate partnerships with the municipality and the affected communities, the purpose of which will be to ensure that each development brings sustainable benefit for all parties as well as the receiving environment.

In particular, this document clarifies municipal policy and guidelines pertaining to the following:

- a) *Municipal Strategies for Sustainable Development.*
- b) Providing a standard format for the implementation of such strategies throughout the municipality.
- c) Supporting the preparation, updating, and implementation of the Stellenbosch IDP and the SDF and any SDPs prepared for specific areas within the municipality.
- d) Providing guidance to developers with regard to the planning and design of projects and the establishment of contractual agreements and appropriate partnerships with the municipality and the affected communities, the purpose of which is to ensure that each development brings sustainable benefit for all stakeholders as well as the receiving environment.
- e) Facilitating the establishment and future management of the proposed Cape Winelands Biosphere Reserve in accordance with the Western Cape Biosphere Reserve Draft Bill and the criteria and procedures put forward in the Seville Strategy on Biosphere Reserves.

3.1.1 STATUS OF THE POLICY FRAMEWORK AND SUGGESTED WAY FORWARD

The document has not been subject to any public participation and has not been formally adopted by Council.

It is suggested that the document be reviewed by Dennis Moss Partnership and then made available for public scrutiny and comment. A final document incorporating such public comments would be submitted to Council for approval and formal adoption.

3.2 STELLENBOSCH ENVIRONMENTAL MANAGEMENT FRAMEWORK (JUNE 2006)

The purpose of the *Stellenbosch Environmental Management Framework* (SEMF) is to:

- a) Serve as a basis for the preparation of detailed SDPs and management plans for specific areas or aspects (e.g. river management, fire management, pollution control, etc.).

- b) Facilitate the future management of all environmental aspects of the Greater Stellenbosch Municipality in accordance with the bioregional planning approach that has been adopted by the municipality in the form of the *Policy Framework for Bioregional Planning and Management and Biosphere Reserves*.
- c) Facilitate the management of the municipality in terms of biosphere reserve principles, or as part of the proposed Cape Winelands Biosphere Reserve if the latter is to come into fruition.
- d) Promote sustainable development throughout the municipality in a manner that supports the intentions of *inter alia* NEPAD, Agenda 21 and Local Agenda 21.
- e) Promote the conservation of biodiversity both within and outside formal conservation areas.
- f) Provide a spatial framework and serve as a basis for the evaluation of development proposals in terms of site-specific criteria.

In order to achieve the above objectives, the SEMF has to facilitate or achieve the following:

- (i) Develop an understanding for the unique ecological, cultural and social characteristics and components of the Stellenbosch municipal area and the way they co-exist and function (for the environment to be optimally effective in terms of its community-supporting functions, it is of paramount importance that the symbiosis of site-specific characteristics and functions be maintained).
- (ii) Restore and maintain the natural functioning of the component ecosystems of the municipality (i.e. maintain the '*intrinsic*', '*instrumental*' and '*systemic*' values that are directly related to the well-being of the dependent natural and human communities).
- (iii) Align the planning and management of the Greater Stellenbosch Municipality with international strategies aimed at promoting environmental sustainability (e.g. support the establishment of the proposed Cape Winelands Biosphere Reserve).

3.2.1 STATUS OF THE ENVIRONMENTAL MANAGEMENT FRAMEWORK AND SUGGESTED WAY FORWARD

The final consultative draft of the SEMF is currently being completed and will be made available for public scrutiny and comment during August-September upon which the document would be submitted to Council for approval and formal adoption.

As stated above, a primary objective of the SEMF is to serve as a basis for the preparation of detailed SDPs and management plans for specific areas, or aspects, with the view to ensure their long-term sustainability. In order to give effect to this objective, it is suggested that consideration be given by the municipality to the preparation of a dedicated SDP for each of the component places (neighbourhood areas, precincts, wards, ecosystems, etc.) of the municipal area in accordance with the bioregional planning approach and policy guidelines stipulated in the *Policy Framework for Bioregional Planning and Management and Biosphere Reserves* and the SEMF.

The detailed planning to be undertaken in this regard should, ideally, commence in priority areas such as Jonkershoek, the upper catchment of the Blaauwklippen River (including Paradyskloof and environs), Dwars River Valley, and Du Toits River. Environmental priority areas that need to be addressed include the wetlands in the municipality, with specific reference to those at Lanquedoc, Wemmershoek, De Novo and Purgatory. It is suggested that a priority list and program for such planning be prepared by the Department of Environment and Recreation Management, the initiator of the SEMF and the SDPs for Papegaaiberg and Botmaskop / Idas Valley summarized below.

It is suggested that potentially contentious decisions pertaining to development in any sensitive area identified in the SEMF be put on hold until a site-specific SDP for the relevant area has been completed and approved by Council.

3.3 PAPEGAAIBERG SPATIAL DEVELOPMENT PLAN

The Papegaaiberg Spatial Development Plan (Papegaaiberg SDP) was prepared in context of the following:

- a) Western Cape Planning and Development Act, 1999 (Act 7 of 1999) (this Act has since been withdrawn).
- b) Manual for the application of Bioregional Planning in the Western Cape (PGWC, 2003).
- c) Winelands Integrated Development Framework (Winelands District Council, November 2000).
- d) Greater Stellenbosch 2002-2006 Integrated Development Plan (June 2002) and its Spatial Plan.

- e) Policy Framework for Bioregional Planning and Management and Biosphere Reserves (June 2004)
- f) Draft Stellenbosch Spatial Development Framework (May 2003).
- g) Draft Stellenbosch Environmental Management Framework.

In accordance with the bioregional planning approach it was recognised that Papegaaiberg should not be planned and managed in isolation and that consideration had to be given to relevant issues immediately outside its boundaries. The intention of the Papegaaiberg SDP is therefore to facilitate the following:

- (i) Provision of sustainable educational and outdoor recreational opportunities on Papegaaiberg and ensuring an equitable balance of opportunities and benefits in its utilisation.
- (ii) Seeking greater co-operation between all spheres of government and working towards the integration of environmental planning and management in the municipality as a whole.
- (iii) Promoting a conservation ethos in the minds of the people of the area and the general public.
- (iv) Providing a 'laboratory' for sustainable biodiversity conservation.
- (v) Illustrating the implementation of bioregional planning and management on Papegaaiberg as an integral part of the municipality.
- (vi) Implementing management practices that benefit current and future generations, and honour associated obligations and undertakings at all levels of society.
- (vii) Striving for recognition by all the people of Stellenbosch that Papegaaiberg is 'theirs' to enjoy in a spirit of community.
- (viii) Promoting a shared responsibility with the people of Stellenbosch to maintain the health, diversity and productivity of Papegaaiberg in a spirit of stewardship and caring.
- (ix) Developing an integrated long-term environmental planning and management policy for Papegaaiberg as a unique place.
- (x) Ensuring that future growth and development proposals for Stellenbosch are compatible with the vision, goals and objectives of Papegaaiberg and its associated ecological corridors.
- (xi) Restoring and maintaining the natural functioning of Papegaaiberg as part of an ecosystem (i.e. maintain the '*intrinsic*', '*instrumental*' and '*systemic*' values that are directly related to the well-being of the dependent natural and human communities).

- (xii) Aligning the planning and management of Papegaaiberg with international strategies aimed at promoting environmental sustainability (e.g. include Papegaaiberg into the proposed Cape Winelands Biosphere Reserve).

3.3.1 STATUS OF THE PAPEGAAIBERG SDP AND SUGGESTED WAY FORWARD

The general purpose of an SDP is to *achieve coordinated and harmonious planning and development of the area to which it relates, so that sustainable development is achieved in the most effective manner, whilst in the process promoting health, safety, order, ambience, convenience and general welfare* (refer to the Manual for the application of Bioregional Planning in the Western Cape {PGWC, 2003}).

Although an SDP does not confer, or take away, any land use rights, the official approval of such a plan by the municipality, does grant substantial status to the plan. The municipality, as part of approving the SDP, can include specific measures applicable to the SDP, which may be utilised to test the consistency of development proposals, or other subordinate plans, with the SDP.

Through the SDP, Stellenbosch Municipality has taken the initiative to promote the restoration of the *intrinsic, systemic and instrumental* value of Papegaaiberg. In this regard, it is noted that there is no 'quick-fix' solution for the current status of Papegaaiberg. The restoration of the area requires a concerted and costly long-term environmental management process focused on the natural and cultural environment both on Papegaaiberg and immediately outside its boundaries. The SDP presents the first step in such a process.

The Papegaaiberg SDP should therefore not be seen as a final product, but rather as a step towards the implementation of integrated environmental planning as '*an organised process that enables people to work together, think carefully about the potential and problems of their area, set goals and objectives, define activities, implement projects, take actions agreed upon by the communities, evaluate progress and refine their approach*' (definition of bioregional planning put forward in the Manual for the application of Bioregional Planning in the Western Cape {PGWC, 2003}).

The Papegaaiberg SDP was advertised in the local newspaper and made available for public scrutiny and comment for a period of six weeks. Two meetings were subsequently held with community representatives upon which the document was finalized and submitted to the Stellenbosch Council for consideration.

The SDP has, as yet, not been approved and adopted by Council. This is primarily due the promulgation of new legislation and policy that are of relevance to municipal management in the Western Cape (e.g. the Provincial Spatial Development Framework) and the destructive wildfires that recently occurred on Papegaaiberg which necessitated a revision of certain aspects of the document. Guidelines put forward in the document have, however, been implemented in the restoration and current management of Papegaaiberg.

The SDP is currently being revised and will be made available for public scrutiny and input during August-September. It is suggested that the final document be submitted to Council for consideration together with the revised *Policy Framework for Bioregional Planning and Management and Biosphere Reserves* and the SEMF.

3.4 BOTMASKOP / IDAS VALLEY SPATIAL DEVELOPMENT PLAN (JUNE 2005).

The planning context and planning approach adopted for the preparation of the Botmaskop / Idas Valley SDP are similar to those of the Papegaaiberg SDP summarised under Section 3.3 above.

The intention of the Botmaskop / Idas Valley SDP is to facilitate the following:

- a) Provision of sustainable educational and outdoor recreational opportunities on Botmaskop and ensuring an equitable balance of opportunities and benefits in its utilisation.
- b) Seeking greater co-operation between all spheres of government and working towards the integration of environmental planning and management in the municipality as a whole.
- c) Promoting a conservation ethos in the minds of the people of the area and the general public.
- d) Providing a 'laboratory' for sustainable biodiversity conservation.
- e) Illustrating the implementation of bioregional planning and management in Botmaskop / Idas Valley as an integral part of the municipality.

- f) Implementing management practices that benefit current and future generations, and honour associated obligations and undertakings at all levels of society.
- g) Seeking greater co-operation between the municipality and relevant landowners and other stakeholders and working towards a *Memorandum of Understanding and Intent* with regard to the sustainable management of Botmaskop / Idas Valley.
- h) Promoting a shared responsibility with the people of Stellenbosch to maintain the health, diversity and productivity of Botmaskop / Idas Valley in a spirit of stewardship and caring.
- i) Developing an integrated long-term environmental planning and management policy for all of the remaining natural areas and/or ecological corridors in Botmaskop / Idas Valley.
- j) Ensuring that future growth and development proposals for Stellenbosch are compatible with the vision, goals and objectives of Botmaskop / Idas Valley and its associated cultural and natural environment.
- k) Restoration and maintenance of the natural functioning of Botmaskop / Idas Valley as part of an ecosystem (i.e. maintain the '*intrinsic*', '*instrumental*' and '*systemic*' values that are directly related to the well-being of the dependent natural and human communities).
- l) Alignment of the planning and management of Botmaskop / Idas Valley with international strategies aimed at promoting environmental sustainability (e.g. include Botmaskop / Idas Valley into the proposed Cape Winelands Biosphere Reserve).

3.4.1 STATUS OF THE BOTMASKOP / IDAS VALLEY SDP AND SUGGESTED WAY FORWARD

Upon approval, the Botmaskop / Idas Valley SDP will have similar status as the Papegaaiberg SDP (refer to the summary in Section 3.3.1 above).

The draft Botmaskop / Idas Valley SDP was advertised in the local newspaper and made available for public scrutiny and comment for a period of four weeks. Various comments were received from stakeholders, which were incorporated into the latest draft document. The latter document was finalized during April 2006 and is due for submission to Council during August.

However, it is suggested that the SDP be subject to a similar revision and public participation process as the Papegaaiberg SDP and that it be submitted to Council during October together with the revised *Policy Framework for Bioregional Planning and Management and Biosphere Reserves*, the SEMF and the revised Papegaaiberg SDP.

4 OVERARCHING INTENTION OF THE BIOREGIONAL PLANNING FRAMEWORKS AND PLANS

4.1 SUPPORTING AND SUPPLEMENTING THE STELLENBOSCH SDF

The 'package' of bioregional planning frameworks and plans referred to in this document (i.e. the *Policy Framework for Bioregional Planning and Management and Biosphere Reserves*, the SEMF and the site-specific SDPs for Papegaaiberg and Botmaskop / Idas Valley) was prepared with the objective to supplement the Stellenbosch IDP and, in particular, the SDF. The various documents *inter alia* collectively serve as an inventory of projects, or actions, to be undertaken under the IDP, and also as a framework for measuring and managing the performance of the municipality in terms of a set of performance management criteria.

As stated previously, the Council has resolved to adopt the bioregional planning approach. Directives in this regard have been incorporated into the IDP, with specific reference to the following:

- *Foster and promote the principles of sustainable development and bioregional planning* (IDP 2002-2003, Section 6.3).
- *The ex-Winelands District Council's SDF needs to be incorporated into the Stellenbosch SDF and must be implemented as a matter of urgency* (IDP 2002-2003, Ref. n-7.13.029).

During February 2006 Council resolved that the current SDF (December 2005) does not reflect the key recommendations and directives of existing municipal policy documents and on 27 February 2006 adopted the following resolution:

- *That the current SDF (December 2005) be supported on condition that the said document be amended to include detail strategic guidelines which will inform sectoral frameworks for sub-areas of the Greater Stellenbosch, such as those identified in the Winelands Integrated Development Framework (WIDF), in order to*

give effect to the sectoral integrated planning for the area of jurisdiction of Stellenbosch Municipality as a whole. Amendments to the SDF document must include the incorporation of bioregional planning principles and the DFA principles applicable to the municipal area, as well as strategies to address the problems identified on a national level pertaining to bridging the gap between the first and second economies, land reform and the Municipality's endeavours to promote public-private partnerships.

- *That the amendment of Stellenbosch SDF (December 2005) should recognize other applicable municipal planning strategies currently ignored and that the SDF should give practical effect to the strategies, objectives and planning principles as spelt out in such policy documents.*

The *Policy Framework for Bioregional Planning and Management and Biosphere Reserves*, the SEMF and the site-specific SDPs for Papegaaiberg and Botmaskop / Idas Valley should serve as a basis for achieving compliance of the SDF with the above Council resolution and with the key directives² of the WIDF, in particular. In this regard, specific reference is made to the rectification, or supplementation, of questionable recommendations of the current SDF pertaining to *inter alia* the following:

- a) Application of *Spatial Planning Categories* in land use classification of the area.
- b) Establishment and management of *Special Management Areas* as a strategy to ensure long-term environmental sustainability.
- c) Development of nodal rural settlements (hamlets).
- d) Demarcation and role of spatial planning units such as bioregions, neighbourhood areas, and neighbourhood precincts.
- e) Implementation of site-specific planning and design guidelines based on the concept of critical regionalism.

It is suggested that the preparation of all land use planning and management frameworks and plans (e.g. the Stellenbosch SDF) be put on hold until the 'package' of bioregional planning documents has been formally approved and adopted by Council. The documents

² It is important to note that the WIDF directives have evolved through extensive public participation undertaken as part of the preparation of the WIDF. This process, together with the approval of the document by the former Winelands District Municipality, has created huge expectations with, in particular, the previously disadvantaged communities of the area, few of which have realised as yet.

should then serve as a basis for the preparation, or completion, of any such frameworks and plans.

5 SUMMARY OF SUGGESTED REVISION, APPROVAL AND IMPLEMENTATION OF BIOREGIONAL PLANNING DOCUMENTS

It is suggested that the various bioregional planning documents be revised, approved and implemented in accordance with the following summarized steps and time frame.

DOCUMENT	STEPS TO BE TAKEN	TIME FRAME
Policy Framework for Bioregional Planning and Management and Biosphere Reserves	a) Revision by DMP	July-Aug 2006
	b) Public consultation.	Aug-Sept 2006
	c) Preparation of final document.	Sept-Oct 2006
	d) Submission to Council.	Oct 2006
	e) Approval and adoption.	Oct-Nov 2006
Stellenbosch Environmental Management Framework	a) Completion of consultative draft by DMP	Jul-Aug 2006
	b) Public consultation.	Aug-Sept 2006
	c) Preparation of final document.	Sept-Oct 2006
	d) Submission to Council.	Oct 2006
	e) Approval and adoption.	Oct-Nov 2006
Papegaaiberg Spatial Development Plan	a) Revision by DMP	Jul-Aug 2006
	b) Public consultation.	Aug-Sept 2006
	c) Preparation of final document.	Sept-Oct 2006
	d) Submission to Council.	Oct 2006
	e) Approval and adoption.	Oct-Nov 2006
Botmaskop / Idas Valley Spatial Development Plan	a) Revision by DMP	Jul-Aug 2006
	b) Public consultation.	Aug-Sept 2006
	c) Preparation of final document.	Sept-Oct 2006
	d) Submission to Council.	Oct 2006
	e) Approval and adoption.	Oct-Nov 2006

It is suggested that the work summarized in the table above be undertaken by Dennis Moss Partnership as part of their existing municipal appointments. There will therefore not be any budget implications and appointment procedures to be complied with.

DENNIS MOSS PARTNERSHIP