

Annexure 8: Gap-analysis

The Bergrivier Spatial Development Framework is to be a proposal of spatial guidelines to take effect within the municipal area in order to direct future spatial interventions as a result of growth, development and policy and to reduce developmental disparities.

It is paramount for the SDF to deliver articulated and definite spatial goals and objectives, supported by indicators, to justify any footing within the municipal planning authority. These goals and objectives should be supplementary to the vision of the Municipality. The indicators need to be incorporated into the municipal performance management systems albeit this would only secure intervention within the municipal set-up and not beyond.

The SDF should also be instrumental in real change and progression as an informant at a specific strategic planning level and in a format that is understood by the implementers. These recipients of SDF output differ but need to be synchronized in product and process for the SDF to be relevant. Products include inter alia the IDP, Sectoral Plans, Nat. and Prov. Government Strategies, Budget, PMS, SDBIP, etc with the process referring to timeframes, structures, project management, etc. On the other hand, an SDF also relies on input from other planning interventions and the following elements (broadly speaking) define the reciprocal nature of the formulation processes, namely:

- Planning
 - o vision, mission, goals, objectives
 - o needs identification and analysis
 - o public participation, communication
 - o information, data
 - o prioritization
 - o projects and programmes
- Policy
 - o alignment, integration,
 - o development and conservation guidelines
 - o information, data (repeat)
 - o prioritization (repeat)
 - o projects and programmes (repeat)
- Implementation
 - o land-use management
 - o hierarchy of spatial configuration
 - o private and public investment
 - o land-use priorities

As the single, inclusive and strategic plan for the development of the municipality¹ (read the municipal area) the IDP Project Life-Cycle should determine and provide the leading platform in this reciprocal process.

Present-day planning has to progress beyond the silo effect and discard the phenomenon where the emphasis in an SDF was on spatial only, as was prominent in the creation of Guide Plans and Structure Plans. Any planning intervention needs to adopt a multi-disciplinary approach in order to allow for the accumulative output of planning converging as a collective.

The inherent quality of the elements of each of the mentioned products and / or process, impacts on the eventual input received and articulated within the SDF.

¹ Section 25 (1), Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)

Some other pertinent issues that determine the quality of the SDF proposals are the following:

- An SDF must be part of a comprehensive planning agenda by a local authority that unfortunately still represents massive deficiencies in product and process², and effectively restricts the approval of an SDF to being only a legal requirement of local government and an in-house land-use guideline document
- The “influential depth” of an SDF is limited (see figure 1)

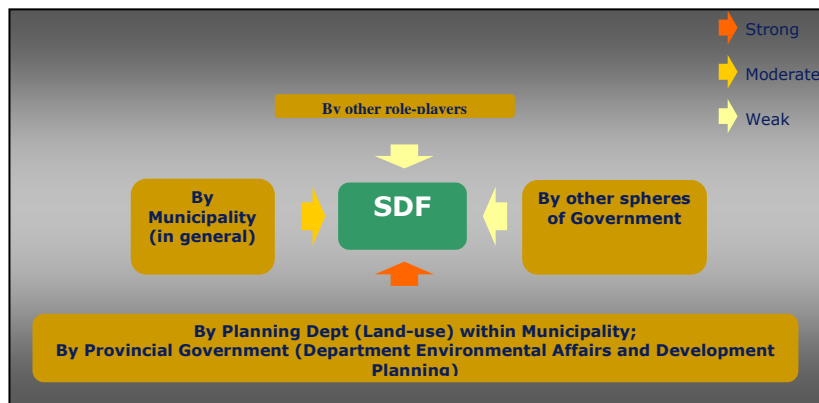


Figure 1

- An SDF is mostly undertaken in the context of limited resources and institutional scope that detracts from any possible credibility and professional influence, and
- The legislative environment for an SDF constantly changes and is incomplete or in transition.

The formulation of the BSDF 2008 does not comprehend as outcome a fully fledged broad-based Spatial Development Framework as most prominently promoted in the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) but rather a more issue-orientated approach to address strategic spatial planning elements that require immediate consideration. The *raison d'être* is two-fold in that Provincial Government demanded certain present-day spatial planning interventions and the Bergrivier Integrated Development Plan alluded to the need for the existing Spatial Development Framework to be upgraded *in the context of current national, provincial and regional spatial policy*³. The tender notice put forward at the time by the Bergrivier Municipality identified the core output of the amended BSDF to be the following:

- A delineated urban edge for Velddrif, Laaipek (including Port Owen & Noordhoek), Dwarskersbos, Aurora, Redelinghuys, Eendekuil, Piketberg, Porterville;
- Inclusion of the farms south of the Berg River; and
- To reflect the spatial implications of the Bergrivier Municipality’s current Integrated Development Plan.

² Consolidated Annual Municipal Performance Report, Period ending June 2007

³ Bergrivier Integrated Development Plan, 2007

The following table describes the planning environment within the municipal area, namely:

Component	Products (applicable within municipal area)	BSDF (2008) context
Integrated Development Plan	IDP 2006 - 2011	Considered the content of the draft IDP May 2008;
Spatial	SDF 2002 and various other documents containing spatial guidelines but all with different footings, namely <ul style="list-style-type: none"> - Considered a particular spatial issue - Varying approval status - Different formats of participation - etc 	Considered only the spatial guidelines pertaining to the urban areas as per brief of the BSDF 2008 review
Environmental	Integrated Environmental Programme at District level	Considered all available information i.e. Fine Scale Biodiversity Planning, ENPAT and RAVA
Heritage/ Culture	None	
Social	Poverty Alleviation Strategy at District level	Considered some of the findings and information of the PAS
Transport	Integrated Transport Plan at District level	Considered some of the findings and information of the ITP
Infrastructure	Master Plans for municipal services	Considered all Master Plans
Economy	Local Economic Development Strategy (2002)	Considered to the extent of present-day applicability
Disaster Management	Disaster Management Plan at District level	Considered some of the findings and information of the DMP
Land Reform	District Area Based Plan to be formulated	

It is of paramount importance to understand that an SDF is not supposed to be an isolated planning intervention, but an integral part of the holistic planning agenda within a municipal area. The application of a web-based planning approach is essential to comprehend the operational framework of service delivery, development priorities and growth interventions. This approach relegates all planning informants to supplementary inputs for the IDP, with the specifics of each component to be addressed by means of a specialized planning intervention. **The SDF subsequently needs to focus on (only) spatial issues with guidelines forthcoming "in order to direct future spatial interventions as a result of growth, development and policy and to reduce developmental disparities".**

The following table identifies elements of a fully-fledged SDF that have or still need to be considered in the context of the BSDF 2008, namely:

Area	Description	BSDF (2008) output
Urban		
Urban Edge Delineation	Included the development of an evaluation model using a set of criteria to determine the desirability of a land unit w.r.t. within the urban structure and function; Included projections regarding population growth, housing demand and economic growth rates as well as a study of strategic vacant land	Completed for seven towns within the municipal area; Still to be completed for Goedverwacht, Wittewater
Urban/ Town Spatial Development Plan	A plan (at site-specific level) for each town (including the Moravian settlements) that considers the inherent attributes and dynamics as a collective with subsequent development guidelines pertaining to desired patterns of land-use, urbanisation, nodes, corridors, land-use, urban/ rural linkages, urban renewal strategies, neighbourhood plans (e.g. preferred land-use intensity, possible mixed-use areas, integrated neighbourhoods, etc); To also provide secondary proposals towards development guidelines for landscapes, streetscapes,	Only determined contextual importance towards the delineation of the urban edge

	conservation (environmental, heritage), local economic development and transport	
Densification Strategy	-	Densification guidelines to be refined as part of neighbourhood planning
Vacant Land Audit	-	Completed, in association with Housing Master Plan
Rural		
Rural Development Guidelines	A comprehensive plan that considers the rural area with subsequent development guidelines on spatial configuration priorities, land-use, subdivision, sensitive and/ or particular development areas; non-urban activities and facilities, etc; To also provide secondary proposals on biodiversity conservation, environmental conservation programmes, mining activities, agricultural practices, tourism-related developments, land reform,	Considered only the role of the towns and the indirect relations between the urban and rural areas regarding the delineation of the urban edge
Municipal area		
Higher Order Policy Framework	-	Considered its conceptual importance towards the delineation of the urban edge
Institutional capacity	To determine the capacity within the Municipality to create and manage the spatial policy	Reference to the "influential depths" of the BSDF 2008
Spatial Planning Categories	-	For the remainder of the municipal area (to the north of the Berg River)
Implementation		
Implementation framework	Develop indicators to measure the outcome of spatial interventions Consider capital investment frameworks	Not considered

The Land-use Management System of the municipality also needs to become integrated and aligned with the present-day planning output.

This gap-analysis was completed as requested by the Provincial Government.

It is of paramount importance to acknowledge the influence of the IDP (and other sectoral plans) in the eventual detail and outcome of the SDF. The PGWC promotes that the spatial component of the IDP must be represented by the SDF.