13. INTRODUCTION

The spatial development strategy, as an integral part of the Spatial Development Framework (SDF) plan, is the management proposal for the implementation of the spatial planning concept for the Saldanha Bay municipal area. The spatial planning concept and the development principles contained herein, will therefore provide the context for the overall spatial structure and the broad development principles which are required to ensure that appropriate forms of urban settlement, growth, urban development and land use management are promoted in the Saldanha Bay municipal area as a whole.

The objectives of the spatial planning concept and the development principles are the following:

- To provide spatial definition to the vision and strategic priorities of the municipality.
- To identify strategic priority areas for public / private sector investments.
- To establish a spatial framework to assist decision makers in addressing development initiatives, concerns, problems and opportunities based on sound planning principles.
- To provide strong direction to developers and other private sector initiatives.
- To ensure that the municipality’s service infrastructure, investment and strategy respond positively to the development and basic needs of the greater community.
- To provide clear, strategic, policy direction and prioritisation to local level priority planning areas.
- To create a clear framework to direct ongoing data collection, analysis and planning so that over time, the municipal planning framework becomes an increasingly refined, more detailed management tool.
- To make recommendations which will ensure that certain critical, higher priority areas / aspects are subjected to further more detailed planning.

13.1 Inputs into the Spatial Planning Concept

The spatial development concept for the municipal area, together with its development policies and land use proposals, will provide the broad basis for municipal wide spatial planning in the Saldanha Bay Municipal area for the next 5 to 10 years. The primary function of this broad municipal wide spatial development perspective will be to define the spatial form, extent and nature of development at a broad spatial level and thus provide an overall growth management framework for the Saldanha Bay municipal area.

The compilation of the overall spatial planning concept for the Saldanha Bay municipal area has been informed by:

- a set of universal overarching spatial planning principles;
- an analysis and assessment of the bio-physical elements, ecological processes, natural landscape features, urban morphology and related systems of the study area;
13.1.1 Overarching spatial planning principles

The methodology used in the compilation of the overarching spatial planning concept for the Saldanha Bay area has been informed by a number of spatial planning principles which should, on an ongoing basis, underpin the municipality’s approach to the integrated spatial management of land use and economic development within its jurisdictional area. These principles being:

- **An overarching spatial development pattern based on a clear hierarchy of nodes and settlements:**

  Ideally, development should be guided by an overarching, hierarchical, spatial development pattern of nodes and settlements. The hierarchy of development patterns should be clearly defined and based upon empirically determined growth potentials, the principles of comparative advantage and sustainable development theory.

- **Containment and directed growth:**

  The relative growth of urban nodes and rural / agricultural settlements should be strictly contained and strategically directed within well-defined boundaries to ensure maximum economic, environmental and social returns at both the local and regional level.

- **Compaction and densification:**

  Growth should be managed so as to ensure that development pressures are, wherever possible, directed and absorbed within the defined urban areas. Appropriate densification specific to each urban area must be encouraged to limit unwanted sprawl into the rural hinterland.

- **Ecological integrity:**

  The diversity, health and productivity of natural eco-systems and biodiversity, throughout the rural, urban and agricultural areas should be maintained through an interlinked web of managed natural areas and ecological corridors so as to ensure the protection of important and sensitive habitats.

- **Agricultural enhancement:**

  Identify and protect prime and unique agricultural areas from non-soil based land use activities.

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1 It should be noted that there are numerous “planning principles” which are applicable in terms of urban planning and growth management which are not highlighted.
• **Strategic locational advantage:**

The diversification of industrial and rural based economic development must be based on proven locational and comparative resource advantages. Such development opportunities should be strategically promoted in strategic locations to maximise integration and the stimulation of economic growth and employment opportunities.

13.1.2 **Analysis and Assessment**

The formulation of the overarching spatial planning concept for the Saldanha Bay municipal area has been informed by a spatial analysis of the biophysical features and ecological processes, natural land forms, farming districts, roads, urban nodes and settlement distribution. An analysis of the economic growth potential, as well as the provincial, regional and sub-regional policy directives, has also been undertaken and used to inform the compilation of the overarching spatial planning concept for the Saldanha Municipal area. These primary spatial informants, in summary being:

(i) **Biophysical features, ecological processes and potential corridors**

Critical areas for biodiversity conservation and the maintenance of ecological services (e.g. water production) include:

- protected areas
- vegetation and habitat which is regarded as irreplaceable and of local / global significance
- rivers and wetland areas
- areas important for maintaining the ecological and evolutionary processes
- special habitats

![Figure 48: Biophysical Features, Ecological Processes and Potential Corridors](image-url)
(ii) **Physical morphology and landscape features**

The main land forming elements which define the morphology of the landscape include:

- mountains and steep slopes
- valley floors
- the coastline
- natural corridors and waterways

(iii) **Intensive agricultural resource areas**

There is a need to identify high potential agricultural land and make a clear distinction between bona fide agricultural land and untransformed natural areas with conservation-worthy vegetation.

![Figure 49: Intensive Agricultural Resource Areas](image)

(iv) **Spatial Development Pattern**

The determination of the land use pattern for the municipal area requires the identification and spatial definition and mapping of:

- Conservation areas
- Agricultural areas
- Core urban areas
- Industrial areas
- Extractive industrial areas
Institutional settlements

(v) Urban and rural settlement pattern, form, hierarchy and linkages

For the purposes of promoting local economic development within the Saldanha Bay municipal area, it is imperative that:

- There is clear definition and understanding of the role and function of each core urban area
- The towns are ordered according to their functional hierarchy relative to the surrounding system of urban settlements
- The promotion of each town’s specific economic advantage is prioritised

The spatial planning principles (refer section 13.1.1) and the synthesis of natural and man-made elements, collectively contribute towards informing the compilation of the overarching Spatial Management Concept for the Saldanha Bay municipal area.
13.2 The Spatial Management Concept: Municipal Level

13.2.1 Primary elements of the Spatial Management Concept

*Plan 30* illustrates the spatial management concept for the Saldanha Bay municipal area. The objective of the spatial management concept is to provide a broad overarching guide to future development and land use management for the Saldanha Bay municipal area at the conceptual level. This conceptual framework, together with the Spatial Development Plan (SDF), should provide an informed response to understanding the spatial dynamics of the relationship between growth potential, anthropogenic impacts, socio-economic factors, natural features and natural processes.

The objective of the spatial management concept is therefore to direct growth and development to areas with the highest potential and physical capacity to accommodate long term sustainable growth. In this regard, adequate greenfield urban extension areas have been identified in Vredenburg and Saldanha.

The primary elements which have informed the proposed spatial management concept are as follows:

- The need to protect areas which;
  - Have a high irreplaceability factor in terms of meeting targets for biodiversity conservation,
  - Are important for the maintenance of ecological and evolutionary processes,
  - Are critical to the provision of ecological services and special habitats;

- The integration of the river systems and coastline as ecological corridors into the regional open space system;

- The incorporation of protected natural areas and areas under conservation management into the regional open space system;

- The protection of high soil-based agricultural production potential areas;

- The promotion of urban development and growth within an established growth potential hierarchy which takes cognisance of the main functions, growth potentials, comparative economic advantages and specific location and spatial capacities of the various urban areas;

- The maintenance, protection and promotion of high quality urban (including historical/cultural environments) and natural environments.
13.2.2 Overall Spatial Management Concept

(i) Areas of major growth (level 1 on Hierarchy, refer Figure 51)

- Vredenburg
- Saldanha
- Saldanha Port

Vredenburg and Saldanha have both been identified by the *Growth Potential of Towns* (Provincial Government of the Western Cape (PGWC), 2005) as towns with a relatively high growth potential in the Western Cape Province. Significant growth is therefore expected within these urban areas and thus the spatial management concept proposes to focus this growth inwards via corridors and nodes to form a major growth centre. It is envisaged that this proposal will eventually result in Vredenburg, Saldanha and the Port, growing together over time into a combined sustainable Metropolitan area in accordance with the aforementioned normative principles (refer 11.1.1) which collectively ensure efficient and compact forms of urban development.

(ii) Areas of intermediate growth (Level 2 and 3 on Hierarchy, refer Figure 51)

- Langebaan
- St Helena Bay

*Figure 51: Spatial Management Concept and Hierarchy of towns*
The abovementioned areas have limited future development potential but play a specific regional role in supporting Vredenburg and Saldanha.

Langebaan & St Helena are identified as having substantial tourist potential but limited industrial activity.

Langebaan furthermore has been identified as a classical example of a 'dormitory town' which serve Saldanha and Vredenburg.

As such, future development in these towns should be focused around the following aspects:

− Strengthening the tourist potential of each of town;
− Developing Langebaan further to support the level 1 hierarchy centres;
− Providing a support base for, and encourage improvements in, the current fishing related industries in St Helena Bay.

(iii) Areas of limited growth (Level 4 on Hierarchy)

− Paternoster
− Hopefield
− Jakobsbaai

Paternoster and Jakobsbaai's primary economic function is tourism. Hopefield is a rural service centre with limited growth potential. Potential does however exist to expand Hopefield’s regional role by expanding the West Coast National Park in the direction of Hopefield and relocating the entrance to the park to the Hopefield area. Should the relocation of the entrance be relocated in the near future, Hopefield’s regional role may have to be reconsidered.

The Growth Potential of Towns (PGWC, 2005) clearly states that limited infrastructural investment should be made in areas with limited growth potential. Subsequently, it is proposed to curb the urban extension of Paternoster, Jakobsbaai and Hopefield. For various reasons, the extensive growth of these towns is either undesirable from a historical conservation point of view (Paternoster), or would be counter productive to achieving the sustainable development principles described in section 13.1.1.

The growth potential of Paternoster, Jakobsbaai and Hopefield is envisaged to be limited and investment in infrastructure would be more effective if focused in the major growth centres of the Saldanha Bay municipal area. Notwithstanding the above, protecting the natural and historical heritage, investing in the social infrastructure and creating compact quality environments for residents remain important aspects to address.

It is recommended that the hierarchy of towns as set out above be adopted and that all future decisions regarding the investment of public funds in infrastructure and community facilities be prioritised in accordance with the development / investment priorities as set out above.
(iv) The Urban Activity Corridor between Saldanha and Vredenburg

An important aspect of the overall spatial development concept is the promotion of the concept of a proposed activity corridor which is to link Saldanha and Vredenburg. Saldanha and Vredenburg are envisioned to function as two major metropolitan nodes. It is proposed that the link between these nodes takes the form of an Activity Corridor.

Conceptually, the following inputs are regarded as important:

- **The corridor must support mobility as well as accessibility.** Public transport provision is essential to structurally reinforce the proposed activity corridor. Higher density uses abutting the proposed activity corridor will be enhanced by a public transport system and increases in population density will further serve to accumulate economies of scale and ensure that public transport use thresholds are sufficient to ensure the feasibility of establishing an efficient public transport system.

- **Higher densities and mixed land uses (vertical and horizontal) must be encouraged along the corridor.** At the outset, the increased densities will be moderate and applicable only to those properties fronting onto Saldanha Road, but over time, as the corridor develops, densities should be increased in the 800m walking distance zone along each side of the corridor.

- **The third most important aspect to focus on is ensuring the spatial grouping of higher order uses into activity nodes which will support the corridor.** A corridor consists of various projects which are developed over time. It is important that the incremental development of the corridor occurs in an orderly fashion. The character of the activity corridor will vary along its length, and it will for example not consist only of a uniform strip of business development. Variation is important for quality urban environments, and some areas may have a distinct residential character as opposed to exclusively retail and commercial uses. Planning the corridor on a detail level is thus necessary to identify the different characteristics and varying densities along the length of the corridor. This will enable the incremental (but co-ordinated) development of individual projects over time which will collectively make up the “Saldanha-Vredenburg” Activity Corridor.

- **The direction of growth must be focused to ensure the orderly development of the corridor.** To this end, the following guidelines are proposed:

![Image: Growth management concept for the corridor](image-url)

**Figure 52: Growth management concept for the corridor**
Growth must be stimulated from Vredenburg towards Saldanha by encouraging higher order facilities to locate along Saldanha Road in Vredenburg. Saldanha Road in Vredenburg is the logical ‘anchor point’ of the proposed corridor and it is envisaged that higher order facilities will be attracted to this location and direct growth in the direction of the proposed corridor (refer Figure 52).

Redevelopment within the Saldanha Central Business District area has been identified as an important issue to address to prevent urban stagnation. It is anticipated that growth along, and in the direction of the corridor, will follow at a slower pace in Saldanha due to the necessity for redevelopment of the existing area. For example, much of the existing urban fabric along the Main Road in Saldanha has been identified for moderate densification. Greenfields residential expansion is encouraged from the Saldanha end of the Corridor.

In the short term, the intersection at the Saldanha Road R45 (MR238) Road and Trunk Road 85 are envisaged to develop as a third node. This intersection will form the “hub” in a wheel, linking Jakobsbaai and Saldanha Port to the Activity Corridor (refer Figure 53).

The proposed corridor is the most significant proposed urban structuring element in the Municipal area and is regarded as a major opportunity for urban growth and future development in the Municipal area.

(v) The Industrial Development Corridor between Saldanha Port and Vredenburg

Saldanha Port and the “Back of Port” area has been identified by the relevant authorities as the economic engine room of the Municipal area. The ‘Back of Port’ area is regarded as critical for the growth of the region and is seen as a major economic growth point in the Western Cape Province.

The Port itself falls under the jurisdiction of the National Ports Authority, which takes responsibility for planning and management. Major provision has been made for the expansion of the port and in this regard, an extensive Port Development Framework has been prepared. In terms of the spatial development concept for the Saldanha bay municipal area it is important that sufficient transportation links to the port exist to ensure the development potential in this area is adequately harnessed.
As an economic spin off from the proposed upgrading and expansion at the Saldanha Bay Port, major industrial development is envisaged to occur within the "Back of Port" area. The spatial development concept anticipates that the Back of Port industrial expansion will be a turnkey project driving the growth of a major industrial corridor which, in the longer term, is envisaged to link the eastern part of Saldanha with the Port and the Port with the south-western section of Vredenburg (refer Figure 54 and Plan 30). This plan should be read in conjunction with the Municipality’s master-planning for service provision. It is anticipated that this corridor will grow from the Port towards the other towns. The Industrial Corridor will be located on both sides of the railway line.

A major obstacle in realising the development potential of the proposed industrial corridor is the provision of sufficient service infrastructure, including road linkages. The provision of service infrastructure is regarded to be a key public investment required to unlock the development potential of the industrial corridor.

It is recommended that a separate, detailed development framework be prepared to unpack the development requirements for the Back of Port Industrial Corridor, taking cognisance of service provision as well as the planning which has been undertaken by the National Ports Authority (refer Section 3.2.7).
(vi) **The airport and airspace related aspects**

There is currently an airport located to the east of the intersection of R79 with Main Road 238. This airport serves as an important civil aviation service for the West Coast region. Proposals have been made to upgrade the airport and incorporate it into the envisaged corridor along Main Road 238. Guidelines to this effect are contained in the report “Proposed Draft New Airport Urban Node, 2006”, which is meant to guide Council concerning the development of the corridor. The proposals made in the approved Vredenburg-Saldanha and Environs Urban Structure Plan are important and should be implemented if the airport is to function optimally.

(vii) **The Military presence in the area**

The South African Defense Force (SADF) occupies several sites in the area and the presence of the SADF has a definitive impact on urban structure, future growth and the existing possibilities for future expansion of urban areas.

- The Langebaan air force base is the primary training centre for the Air Force in South Africa. Langebaan’s prominence is currently in the process of being enhanced and pilots are currently training at this location.
- It is required that the airspace for the Langebaan air force base be maintained from a safety perspective. There is a possibility that the airspace requirements may impact on future expansion opportunities.
- A major Special Operations Training Centre exists in Langebaan. Although there are no current plans to relocate this facility, there is a possibility for the residential redevelopment land should the Special Operations Training Centre decide to move their facility.
- The Military Academy in Saldanha occupies a large portion of significantly well located land. In the past portions of military land have been released for urban development. The Military Academy is very sparsely developed. The land owned by the Military academy has been included in the urban edge in the event that certain land parcels may become available for development in the near future.
- The South African Navy operates from Saldanha. The existing harbour in Saldanha is utilised for these purposes.

(viii) **The expansion of the West Coast National Park and other important regional conservation aspects**

On a conceptual level, it is proposed that the expansion of the West Coast National Park be encouraged, especially towards the interior. The potential exists to merge the Park and several private properties which are currently managed as private nature reserves into one large protected nature area. This proposal will ensure a new focus for Hopefield, which is currently isolated. Should expansion of the Park prove successful, it would be possible to move its entrance closer to Hopefield, in which case, Hopefield could become a gateway town into the Park. This may provide new growth opportunities within the Hopefield settlement.
The fossil park in the area is an important heritage resource which could potentially form part of a network of protected areas within the Saldanha Bay municipal area. The unique qualities of the fossil park should be enhanced as an important regional tourist attraction.

(ix) Service Management plans to accommodate growth

Adequate and timeous service infrastructure provision is important in supporting the potential growth which is anticipated for the Saldanha Bay municipal area. Provision must also be made in the future planning of the infrastructure for a significant increase in the rate of population growth. To this end, it is therefore recommended that all the Municipal Infrastructure Management Plans be updated based on the content of this document, the Spatial Development Framework for the Saldanha Bay municipality. The revision of the infrastructure management plans must not only provide for the volume of growth, but must also take cognisance of the specific spatial proposals which are highlighted herein. Furthermore, it is essential that infrastructural services support and enable development to be undertaken as is proposed in this plan. It is critical that future budgeting secures funding for the implementation / installation of these services.

Electricity generation

ESKOM and PetroSA have recently embarked on a project to identify various sites for the generation of electricity through a Gas Fired Power Plant. Thus far, three options were identified. The project has however been temporarily suspended but may be re-initiated in the near future. Electricity generation use is considered to be a “government use” as per the categories of uses used in this spatial development framework. The use is regarded as being compatible when located either within existing, or proposed industrial areas which are located adjacent to the existing Eskom Aurora Substation. Should an alternative location be selected outside of a recognised industrial area, it is recommended that the Spatial Development Framework only be amended once the Environmental Impact Assessment processes have been concluded and the choice of location approved by the relevant authorities.

13.3 Municipal Spatial Development Strategy

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

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

This section sets out policy recommendations and strategies for the ongoing management of the designated core urban areas within Saldanha Bay.
13.3.1 **Key spatial policy and related concerns/issues: Summary**

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

13.3.2 **Objectives**

**Objective 1:** To provide an integrated growth management framework for future urban development.

**Objective 2:** To address past imbalances and promote equal access to services, facilities and opportunities.

**Objective 3:** To provide clear guidelines for urban and rural land use management.

**Objective 4:** To provide a spatial plan that will promote a sustainable, efficient and integrated urban structure.

For the purposes of this section of the document, the term *strategy* is understood as referring to the key strategic interventions required to successfully implement the **Spatial Development Concept / Growth Management Strategy** for the Saldanha Bay Municipal area. In this regard, it is recommended that six (6) **key strategies** should underpin all spatially related decision making in the Saldanha Bay municipal area. The 6 key strategies are:

(i) **Adherence to Spatial Planning Structuring elements**

| Strategy: | Adopt an approach which consciously measures projects and development applications against the normative Spatial Planning Principles as set out in 13.1.1 and the Structuring Elements as set out in 13.2.2 |

The **Spatial Planning Principles** (refer to 13.1.1) and the **Structuring Elements** (refer to 13.2.2) are the guidelines through which the ordered and efficient restructuring and future growth of the Saldanha Bay municipal area can be achieved.
(ii) Managing Population Growth and in-migration

**Strategy:**
Adopt a selective “supply driven” approach by only providing for housing growth and related community facilities in the urban areas where the highest potential for sustained economic growth exists.

The growth management strategy will ensure that ‘supply side’ provision for future growth exists in terms of land, bulk services, etc. in accordance with the growth potential hierarchy of the Spatial Management Concept.

(iii) Housing Strategy

**Strategy:**
Eliminate the current subsidised housing backlog through the implementation of a co-ordinated housing supply plan. Ensure that the overall provision of land for housing makes provision for a balanced mix and range of housing types for all income groups.

The housing strategy implies that:

- The existing subsidized housing backlog will be addressed by 2013;
- The pro-active identification of suitable land for housing in areas with the highest growth potential as per the growth management framework will be undertaken;
- Bulk services development and related service provision is coordinated with the housing supply plan.

(iv) Bulk Service Infrastructure Provision

**Strategy:**
Compile a co-ordinated bulk infrastructure supply provision policy which prioritises the implementation of bulk infrastructure based on the municipal spatial development concept / Growth Management Framework.

The infrastructure provision strategy implies that the provision of roads and services must be strategically prioritised to ensure that a ‘supply side’ approach is followed. In this instance a supply side approach will ensure the provision and upgrading of the existing capacities of bulk services in the towns and areas as indicated by the growth management plan. The intention being to ensure that future development is strategically facilitated in areas which have the highest potential to sustain economic growth and provide the maximum amount of employment opportunities.
(v) Stimulate economic growth through specific economic development projects / drivers

**Strategy:**
Stimulate economic growth and development in areas which are linked to their comparative locational advantage. The Saldanha Bay municipality must identify and actively facilitate key catalyst projects in conjunction with strategic partnerships with business / investors.

It is critical that key economic development projects are located in areas with the highest growth potential to sustain economic growth and provide employment opportunities.

(vi) Priority areas for biodiversity conservation

**Strategy:**
All public owned land (including state, provincial and municipal property) that is of high conservation importance is to be included in a formal municipal nature reserve network. The mechanism with which this can be achieved is through establishing contract nature reserves negotiated in conjunction with the WCNCB conservation stewardship programme whose function in this instance is to provide legally binding guidelines for land-use in protected areas.

The objective of prioritising biodiversity conservation is to ensure that a broader formal conservation strategy is implemented for publicly owned land within the Saldanha Bay municipal area. Private land owners should also be encouraged to join the WCNCB’s conservation stewardship programme through an incentive scheme in order to conserve land identified as critical for biodiversity conservation in perpetuity.

13.4 Urban Growth Management Policy

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

(ii) **Key spatial concerns**

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

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

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

(iii) Strategy

a. **An urban edge should be determined for each settlement with a view to promote densification and create a more compact urban form.**

(iv) Policies

a. **To contain and manage urban sprawl and to improve urban efficiencies, urban development should be contained within the defined urban edge for the duration of the policy period.**

b. **Future urban growth should be managed to achieve sustainable communities, sustainable resource use and sustainable bulk services provision.**

c. **Judicious densification and intensification in urban areas should be actively promoted.**

(v) Guidelines

<table>
<thead>
<tr>
<th>Densification: Definition/Description</th>
<th>Densification is the process used to increase the number of dwelling units per area (hectare) within the boundaries of a specific area.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Densification: mechanisms</td>
<td>A number of mechanisms can be implemented to promote higher densities, including:</td>
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<tr>
<td></td>
<td>- Permitting second dwellings;</td>
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<td></td>
<td>- Permitting smaller subdivisions;</td>
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<td></td>
<td>- A density map outlining blanket restrictions per area;</td>
</tr>
<tr>
<td></td>
<td>- Urban edge delineation.</td>
</tr>
<tr>
<td>Densification plan</td>
<td>To address the current rate of urban sprawl, the projected population increase and land required, a general strategy of densification should be implemented.</td>
</tr>
<tr>
<td></td>
<td>This can be achieved by compiling a vacant land use audit (Refer Annexure A) to provide baseline information pertaining to vacant erven, identifying properties suitable for higher density development within the urban edge.</td>
</tr>
<tr>
<td></td>
<td>An area specific densification policy should be compiled for each town, to promote appropriate densification:</td>
</tr>
<tr>
<td>Densification : General directives</td>
<td>Compile a density proposal for each urban node at the level of neighbourhood planning units.</td>
</tr>
<tr>
<td></td>
<td>Promote re-subdivision with the CBD</td>
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<td></td>
<td>Promote densification along major movement routes.</td>
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<td></td>
<td>Promote densification surrounding open spaces.</td>
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<td></td>
<td>As a general guideline, densities should be planned according to three main categories, namely high density (35u/h and higher), medium density (±20-25u/ha) and low density (10u/ha and lower).</td>
</tr>
</tbody>
</table>
### Urban edge: General informants

The following general guidelines should be used in the demarcation of the urban edges:

- Existing planning policy;
- Existing zoning and land uses;
- Natural environmental informants:
  - Natural water courses,
  - 1:50 year flood line,
  - Wetlands,
  - Slopes steeper than 1:4,
  - Ridgelines,
  - Unstable geology,
  - Sensitive vegetation, and
  - Protected natural environments.
- Agricultural potential of land;
- Built environment:
  - Cultural heritage structures,
  - Scenic routes,
  - Vehicular accessibility.
- Planning policy, zoning and ownership.

### 13.4.1 Housing policy

**Motivation**

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

**Key spatial concerns**

- the current backlog for the provision of subsidised housing;
- shortage of public land on the commonage within certain urban nodes;
- the area’s higher population growth rates attributed to in-migration;
- to balance the shortage of subsidised housing with the need to protect the rural/village character of urban areas and to promote sustainable urban development; and
- creating a balance between the housing need, the growth potential of the local economy to provide work opportunities, and their ability to exist as economically viable entities.

**Strategy**

- Restructure the spatial development patterns through integration of previously disadvantaged communities, the elimination of housing backlogs and the identification of land for high, middle and low income housing on the basis of the comparative growth potential of the towns within Saldanha Bay Municipality.
### (iv) Policies

<table>
<thead>
<tr>
<th>No.</th>
<th>Policy statement</th>
</tr>
</thead>
<tbody>
<tr>
<td>a</td>
<td>Addressing the current housing backlog, particularly the subsidised housing category, should be regarded as a very high priority.</td>
</tr>
<tr>
<td>b</td>
<td>A balanced and co-ordinated approach should be followed across the municipality to address the housing need in the subsidised housing category linked to the capital budget programme.</td>
</tr>
<tr>
<td>c</td>
<td>Residential areas should be pro-actively identified within the urban edge for all income groups.</td>
</tr>
<tr>
<td>d</td>
<td>Promote and attract residents with high skill levels through planning of middle and higher income residential developments.</td>
</tr>
</tbody>
</table>

### (v) Guidelines

| Housing backlog (Subsidised housing) | • Address the current housing backlog through the Government subsidy scheme;  
| | • Compile a housing plan to accommodate the current backlog in five years;  
| | • Pro-actively identify land through a land audit linked to a land release programme;  
| | • Continual monitoring of the waiting lists and yearly updates of census data. |
| Migration | • To manage the impact of in-migration, it is proposed that the land release/subsidy provision programme should be balanced with the growth rate to ensure that in-migration is not supply side driven.  
| | • Regular socio-economic data should be compiled of informal households to:  
| | - Determine the reasons for migration.  
| | - Ensure regular monitoring.  
| | - To support pro-active planning. |
| Middle and high income housing | • While the majority of the housing backlog is in the low income category, middle and high income housing areas should also be made available as part of an integrated strategy to:  
| | - Attract people with higher skills levels,  
| | - Increase the rates base,  
| | - Promote local economic development,  
| | - Ensure a variety of housing types, including group housing, semi-detached, row houses, walk-up apartments, flats and mixed-used areas. |
| Development pattern: | • Housing development should be planned at appropriate locations that are consistent with the municipality’s overall development pattern policy for nodes and settlements according. Housing development should therefore be:  
| | - Accommodated within existing nodes and settlements, to enable low income households easy access to services, facilities and job opportunities.  
| | - Promoted within public settlements.  
| | - Accommodated within agri-villages, provided that the policies relating to security of tenure, subdivision, usual impact, etc. apply. |
| General guidelines for land identification | • Subsidised housing should not be developed on slopes steeper than 1:4.  
| | • No development should be permitted below the 1:50 year flood line.  
| | • Avoid environmentally sensitive areas. |
(vi) **Projected Housing Need**

The future housing need for high, medium and low income groups applicable to each town within Saldanha Bay’s Municipal area has been determined using the following methodology:

- The projected growth of each town was determined through an analysis of each town’s historical growth based on the National Population Census figures (1996, 2001) *(refer section 5.1.6).*
- The projected population increases were then classified into 3 distinct “*income groups*” including:
  - Low-income: 60% of population
  - Middle-income: 25% of population
  - High-income: 15% of population
- An “*average household size*” and “*density assumption*” was allocated to each income group, thereby facilitating the calculation of the amount of land needed to provide housing for each income group. Specific to each town, the following general assumptions were made to calculate the future development need:
  
  a. **Household size**

  - Average household size (Low-income): 5 persons
  - Average household size (Middle-income): 4 persons
  - Average household size (High-income): 3 persons

  b. **Density**

  - Density: (Low-income): 35 units/ha
  - Density: (Middle-income): 20 units/ha
  - Density: (High-income): 10 units/ha

- The ‘densification potential’ within the existing urban areas was calculated for each town and then offset against the total number of housing units required to accommodate future spatial expansion.

The abovementioned assumptions provide a rational and logical methodology to project the future requirements i.e.o. housing provision for each town within the Saldanha Bay municipal area. The growth projections for each town were then considered in conjunction with the overarching *Spatial Management Concept* *(refer Section 13.2)*, the objective being, to create a development model which directs growth and development to areas with the highest potential and physical capacity to accommodate long term sustainable growth.

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2 Income split adjusted for selected towns based on characteristics of the town in consultation with Municipal Planner Mr. D. Visser (2008)
3 Average household size & density assumption adjusted based on unique characteristics of each town adjusted in consultation with Municipal Planner Mr. D. Visser (2008);
4 Densification potential per zone was based on the identified characteristics specific to each urban area through consultation with Municipal Planner Mr. D. Visser (2008);