



## MEMORANDUM

<i>TO</i>	<b>Knysna Municipal Council</b>
<i>FROM</i>	<b>Municipal Manager – Dr. M. Gratz</b>
<i>CC</i>	
<i>DATE</i>	<b>March 2020</b>
<i>COLLAB. REF.</i>	
<i>FILE REF.</i>	
<i>REGARDING</i>	<b>Proposed IDP Amendment as for end May 2020</b>

### 1. **PURPOSE:**

This memorandum is submitted, in terms of Section 34 of the Municipal Systems Act, to propose the amendment of the 2017-2022 Integrated Development Plan (IDP) of Knysna Municipality. The reasons for the proposed amendment is set out in the background below.

### 2. **BACKGROUND:**

In the Department of Environmental Affairs and Development Planning (DEADP) Circular EADP: 0011/2016, dated 25 July 2016, distributed to all municipalities, the relationship between the Municipal Spatial Development Framework (MSDF) and the IDP was set out. The Circular emphasises that the legislation emphatically makes the MSDF part of the IDP and, most importantly, that the legislation does not allow for the MSDF to be drafted, adopted or amended in isolation or separately from the IDP. Municipalities are required to ensure that their MSDF is approved as a core component of their IDP.

### 3. **MOTIVATION:**

A Knysna Municipal Spatial Development Framework (MSDF) Synthesis was approved in 2017, to commence the amendment of its SDF. The Knysna Municipality continued the amendment process of the MSDF Synthesis as part of the 2018/19 review of the IDP. This amendment followed the Intergovernmental Steering Committee process in terms of Section 3(1)(a) of the Knysna Municipality Municipal Planning Bylaw (2016).

The Status Quo Report and draft revised MSDF which incorporates a draft Capital Investment Framework was tabled to Council on 18 March 2019. Following the closing of the public commenting period on 21 May 2019 engagements, extensive inputs were received and comment requiring further considerations for improvement was also submitted by DEADP. In consultation with DEADP, it was proposed that the municipality

consider the comments and during this review period and amend its IDP consequently. The process is concluded and the comments received have been addressed.

The MSDF is governed by both the Spatial Planning & Land Use Management Act (2013) (SPLUMA) and the Municipal Systems Act (2000) (MSA). Section 20 of SPLUMA only makes provision for either preparing a new SDF or amending an existing SDF. The term 'review' is made in connection with the IDP (and its core components). That is, to "review performance of the municipality in respect of the IDP / SDF and reflect on changing circumstances". Section 34 of the MSA refers to a review of the implementation of the IDP (and its core components) and changing circumstances. Any change or amendment to the existing SDF or the development of a new SDF will therefore trigger an amendment process for the IDP. The finalisation of the current revision of the SDF, can therefore only be affected by a review of the SDF.

If a Municipality wants to make changes to an SDF (or any other part of an IDP), it must do so in accordance with the prescribed IDP amendment process. The mandated process is set out in regulation 3 of the Local Government: Municipal Planning and Performance Management Regulations of 2001 which requires that:

- (1) only a member or committee of a municipal council may introduce a proposal for amending the municipality's integrated development plan in the council*
- (2) any proposal for amending a municipality's integrated development plan must be –*
  - a. accompanied by a memorandum setting out the reasons for the proposal;*
  - b. aligned with the framework adopted in terms of section 27 of the Act*
- (3) an amendment to a municipality's integrated development plan is adopted by a decision taken by a municipal council in accordance with the rules and orders of the council*
- (4) no amendment to a municipality's integrated development plan may be adopted by the municipal council unless-*
  - a. all the members of the council have been given reasonable notice;*
  - b. the proposed amendment has been published for public comment for a period of at least 21 days in a manner that allows the public an opportunity to make representations with regard to the proposed amendment*
  - c. the municipality, if it is a district municipality has, complied with sub regulation (5) and*
  - d. the municipality, if it is a local municipality, has complied with sub regulation (6)*
- (6) a local municipality that considers an amendment to its integrated development plan must –*
  - a. consult the district municipality in whose area it falls on the proposed amendment; and*
  - b. take all comments submitted to it by the district municipality into account before it takes a final decision on the proposed amendment.*

**KNYSNA MSDF 2019 (VERSION 3): RECORD OF AMENDMENTS TO THE DRAFT REPORT VERSION 2.1  
(FOLLOWING PUBLIC PARTICIPATION)**

<b>Chapter/ Section No</b>	<b>Chapter/ Section</b>	<b>Nature of revision</b>
<b>1</b>	<b>Introduction</b>	
1.1	Purpose of the Knysna MSDF	No change
1.2	Role of the MSDF	No change
1.3	Spatial planning processes preceding this MSDF	No change
1.4	Preparation process and timeframes	No change
1.4.1	Drafting Process	No change
1.4.2	Public Engagement	Updated
1.5	Document Structure	No change
<b>3-2</b>	<b>Overview of the Knysna Municipal Area: Spatial Assets, Opportunities and Challenges</b>	
<del>3-1</del> 2.1	The Place	Reference to Knysna's positioning within the National Spatial Development Framework added.
<del>3-2</del> 2.2	The People	No change
<del>3-3</del> 2.3	The Infrastructure	The existing pollution of the Knysna estuary due to poorly maintained storm water infrastructure is emphasized. The environmental and economic risk to Knysna of poor maintenance of the waste water treatment works and backlogs in servicing informal settlements is highlighted further. The compromising of the mobility function of the R 339 where it approaches Knysna Town has been noted here.
2.4	Governance	No change
<b>4 3</b>	<b>Knysna Municipal Spatial Development Framework</b>	
<del>4-1</del> 3.1	Vision Directives	No change
<del>4-2</del> 3.2	Spatial development vision	No change
<del>4-3</del> 3.3	Spatial development strategies	First objective of the second strategy split into 2
4-4 3.4	Spatial Development Framework: Applying these strategies in space	No change
<del>4.4.1</del> 3.4.1	Manage risk, safeguard resilience: The integrity of Knysna's environmental and economic assets must be central to a secure future for all	
<del>4.4.2.2</del> 3.4.2.2	Spatial Proposals	
	b. Conservation Estate Expansion	Further explanatory text provided on the purpose of the marine buffer area
	C Urban Edge and Coastal Management Line	Title edited. Urban Area content relocated to new section 4.1.4. New content explaining where the purpose and approach of the urban edge and explaining why in some instances the urban edge and CML do not align and where urban edge falls on seaward side of the CML.
<del>4.4.1.3</del> 3.4.1.3	Spatial policies and policy guidelines	
	Policy A3	Edited to recognize existing rights but confirm that state is not possible for any risk incurred

		vi) Edited – “No new development rights.” x) explanatory text added include that Noetzie falls within a Garden Route National Park (GRNP) Marine Buffer Area to support the Marine Protected Area
	Policy A4	i) Edited to reference urban edges in particular ii) Edited to suggest that overlay zone also regulate vegetation planting vii) Policy guideline added re dedicated management of forestry exit areas
	Policy A5	viii) minor descriptive edit
	Policy B2	i) This text has been substantially changed to remove reference to the Simola/ Blaricum Heights area. This is replaced with a direction towards the north of Concordia and eastwards along the N2. The need for careful consideration of a number of associated concerns has been documented here.
4.4.1.4 3.4.1.4	<i>Decision-making support tools</i> a Rural Development Guidelines and Spatial Planning Categories b Spatial Planning Categories and Critical Biodiversity Areas c Coastal Management	Heading revised to ‘Western Cape Land Use Planning Guidelines: Rural Areas’ Text and link to resource updated Text added to further explain the Western Cape Spatial Biodiversity Plan and the Coastal Management Line – what these are, their status and how they are to be used.
4.4.2 3.4.2	Drive inclusivity for economic and social well-being: Access to opportunity for all	
4.4.2.2 3.4.2.2	Spatial Proposals	
	a. Settlement Hierarchy	Settlement Hierarchy as presented in Table 3 has been amended to align with draft NSDF, PSDF, CSIR framework Table 4/ Rural and Tourism Settlement/ Appropriate Development: edited to include ‘Sustainable leveraging of biodiversity for economic development strongly supported.’ Table 4/ Rural and Coastal Hamlets/ Appropriate Development: Edited to make clearer in respect of infrastructure and infill development.
	b. Integrated centres and accessibility network in Knysna town	Table 5/ Primary/ Knysna CBD: Edited to reduce 5 storeys to 4 (12m) as allowed in the Municipal Zoning Scheme By-Law for business premises but proposed to apply to residential use in this area too. The need for more detailed planning to also pay attention to the streetscape added.
	c. Accessibility and Mobility Network/ Accessibility Network  Public space system and Non-motorised transport network  Special public coastal access and recreational destinations	Text added in favour of the funicular proposal as an approach that will ensure greater safety. Additional text added to paragraph discussing Central Park proposal to include consideration of the northern edge as an economic opportunity and the importance of designing for safety with regard to the public transport/ non-motorised transport connections across the park between the Heidevallei site and the Northern Areas.  Text added promoting formal constructive working relationships with resident communities as partners

	d. Accommodating Urban Growth	Note added re dynamic nature of this environment and the estimate nature of the information provided. Paragraph on Sedgefield edited and text added regarding the application of an inclusionary housing provision here with reference to SPLUMA Reference to Simola/ Blaricum Heights as a medium to long term residential growth area removed and replaced with reference to the areas north of the northern areas and to the east of Knysna town as a long term growth area. Further text added re future of forestry hamlets along the N2 to the east of Knysna town and their incorporation into the broader housing programme.
	e Inclusive infill development	Text added regarding incentives for inclusive development in the restructuring zone and a note that the list of sites presented is not exhaustive ( <i>noting that additional sites have been identified in the CBD area by HDA but not specified in this report</i> ) Text added: An inclusionary housing requirement should be applied in terms of the Municipality's Land Use Scheme, as expected by SPLUMA, to the restructuring zone but should also be tested for application more widely in the Knysna Town Area where undeveloped land within the urban edge is proposed or and any redevelopment of land for multiple housing units. Text added to last paragraph regarding need for context specific urban design guidelines as well where necessary
	g Adequate provision of facilities	Further text added regarding schools. Further information added re the anticipated facilities required to accommodate household growth over the next 10 years. Additional text included regarding cemeteries and the need for a demand analysis and projections and cost reflective user charges.
<del>4.4.2.3</del> 3.4.2.3	Spatial policies and policy guidelines	
	Policy F1	ii) Wording edited to reference an inclusionary housing provision in terms of the Zoning Scheme by-Law. Application of such a provision to new development and the redevelopment of sites for multiple housing units in Sedgefield added. iii) Sedgefield added
	Policy F2	Settlement hierarchy in policy statement aligned to revised settlement hierarchy
	Policy H3	Wording amended and extended to include the Garden Route tourism economy
	Policy H4	Reference to the PSDF Heritage and Scenic Resources Specialist study (2013) included
	Policy I3	Policy statement revised to ensure consistency in settlement hierarchy terminology i) "Enable security of tenure through township establishment for, and limited to, existing households..." added iv) Comprehensive Integrated Transport plan replaced with Local Integrated Transport Plan vi) New guideline setting out considerations regarding the expansion of forestry settlements along the N2

	Policy J1	i) A requirement for financial modelling added ii) Reworded to refer to levels of service and innovative, sustainable, ecologically friendly infrastructure solutions that are affordable and sustainable for local communities to maintain
	Policy J2	i) "Backyarding" replaced with formal/ informal second dwelling/ yard accommodation ii) "Existing and future" as of right added to text iii) Reference to needing to remove policy/ regulatory contradictions added. The sensitivity of the environment
4.5 3.5	Composite Knysna Municipal Spatial Development Framework	
<b>5 4</b>	<b>Implementation Framework</b>	
5.1 4.1	Implementation Requirements	Reference to Annexure 4 – Implementation Actions Table inserted
5.1.1 4.1.1	Institutional Requirements	No change
5.1.2 4.1.2	Sector Plan Alignment	<i>4.1.2.2 Human Settlements Plan</i> The need to verify backlogs noted to include informal settlement, backyarding and over-crowding. Bullet added re the need for this plan to include a vacant and under-utilised land audit or the Knysna town area. Bullet added regarding the need to review and plan for/ confirm the future approach to the "bosdorpies" with particular reference to Middelerf, Springfield and Swaneberg
5.1.3 4.1.3	Local Area Planning Priorities	Reference to design guidelines for increased heights removed. Design guidelines for streetscape improvements added. The prioritization of a local area spatial development framework for the area between Simola and Blaricum Heights removed as this has been reviewed as an inappropriate growth direction for Knysna town. The Welbedacht/ Eastford Downs area is identified as a priority area for local area planning to guide future development and densification, text regarding planning in this area previously contained in the section dealing with 'Urban Edge Delineation' has been moved here. The consideration of land use implications of a possible intersection between the existing N2 and N2 bypass in this area in the future added here. A local development plan with a sustainability focus is identified as a priority need for the Western Heads area. Paragraph added noting capacity constraints for undertaking local area planning on the part of the Municipality and supporting the development of partnerships that might allow such exercises to be led by others on the basis of clear terms approved upfront by the Municipality.
4.1.4	Urban Area	New section. With content relocated from 4.4.1.2 (3.4.1.2) c regarding the designation of and Urban Area in terms of NEMA and edited to indicate as work in progress.
5.2 4.2	Capital Investment Framework	No change

<del>5.2.1</del> 4.2.1	Spatial Categories for Investment Planning and Prioritisation	Medium – Long Term Urban Growth Area This text has been substantially changed to remove reference to the Simola/ Blaricum Heights area. This is replaced with a direction towards the north of Concordia and eastwards along the N2. The need for careful consideration of a number of associated concerns has been documented here.
<del>5.2.2</del> 4.2.2	Housing, Health and Education	No change
<del>5.2.3</del> 4.2.3	Utilities: Water, Wastewater, Electricity and Water	No change
<del>5.2.4</del> 4.2.4	Public Transport and Roads	No change
<del>5.3</del> 4.3	Capital Expenditure Framework	Summary for the key findings/ conclusions of the CEF included with proposals for consideration in a reiteration of the CEF.
<del>6</del> 5	<b>Conclusion</b>	Last paragraph edited to assume adoption of the MSDF
<del>6.1</del> 5.1	Outstanding Matters	Changed to Outstanding Information
<del>6.1.1</del> 5.1.1	Outstanding Information	Heading removed
<del>6.1.2</del> 5.1.2	Urban Edge Delineation	Section removed. Discussion regarding Welbedacht Lane area moved to 'Local Area Planning Priorities' section.
<del>6.2</del> 5.2	Monitoring and Evaluation	No change
<del>6.3</del> 5.3	SDF Review Timeframes	No change
<del>7</del> 6	<b>Bibliography</b>	No change
<b>Annexure 1</b>	Policy Context, Vision Directives and Status Quo Report, December 2018	No change
<b>Annexure 2</b>	Capital Expenditure Framework	No change
<b>Annexure 3</b>	Urban Growth Proposals Assessment Framework	No change
<b>Annexure 4</b>	MSDF Implementation Actions	New

The current revision of the SDF has been consulted with the public as well as other government departments through the Intergovernmental Steering Committee Process. It provides clarity in respect of development scope for public and private sector investment and decision making parameters for development applications. It is, therefore recommended that the IDP amendment is introduced to Council, as the outcome of the current review process.

The table below serves as a record of amendments to the Draft SDF Report Version 2.1 following the public participation that took place in April 2019:

**OTHER:**

- All relevant maps have been updated to include revisions to the urban edge and settlement hierarchy
- Map added only showing Knysna town urban edge and Coastal Management Line
- Map of Knysna town neighborhoods added
- Additional Acronym explanations included where necessary

**4. FINANCIAL IMPLICATIONS:**

There are no financial implications.

**5. RECOMMENDATION:**

It is recommended that the Deputy Executive mayor introduces the proposal to amend the Integrated Development Plan to Council.

**6. FROM:**

**Dr M Gratz**  
**Acting Municipal Manager**

**ADDENDUMS:**

- Department of Environmental Affairs and Development Planning Circular dated, 25 July 2016
- Comment on draft revised SDF from Department of Environmental Affairs and Development Planning, dated 08 March 2019