



Kurt Luger & Matthias Ripp (Eds.)
**World Heritage, Place Making
and Sustainable Tourism**

Towards Integrated Approaches
in Heritage Management

StudienVerlag

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Editor's Preface

This publication is intended as an in-depth contribution to the global discourse on World Heritage preservation, and the commodification of urban landscapes. In recent years, the phenomenon of 'over-tourism' has become a major challenge for numerous tourist destinations and a heated discussed subject in the public. However, this is just one of many issues that World Heritage sites are facing today. Broader consideration must be given to the intertwined relationships of planning, zoning policies and preservation strategies in urban spaces. These will need to address the vulnerabilities of urban spaces, the effectiveness of World Heritage management structures and the valorization of cultural heritage.

By conceptualizing management practices and examining several case studies from each continent, we hope to present proven solutions for current issues and key understandings that can foster sustainable development.

During the past decade, scientific research and the activities of international bodies and organizations have increasingly focused on cultural heritage sites – World Heritage sites in particular. With the European Year of Cultural Heritage (ECHY) in 2018, the topic became of central importance throughout Europe, and millions of people participated in events and cultural performances. However, NGOs, international organizations and public bodies have also expressed a rising number of concerns – especially as to the negative impacts triggered by the uncontrolled development of tourism conflicts, connected to urban development projects that challenge the integrity of heritage sites, or criticisms of the limited benefit for local communities. The term 'over-tourism' was rapidly taken up by the media, but a more thorough examination of the complex and complicated situation is needed, if we are to understand the hidden sets of interests and open needs of heritage sites as well as the multidimensional facets of heritage. Other factors affecting heritage sites and their users include the ongoing digitalization of societies, as well as climate change, and a wide range of social and economic challenges. During the creation of this book a whole new threat was added: the whole world was hit hard by COVID-19 – and also World Heritage sites are affected by the many restrictions and the complete standstill of international tourism. We have responded by adding a book chapter on what sustainable tourism could look like in the post-COVID-19 period.

In this book we focus on tourism, but operate with a far wider scope in order to explain and reflect the reality of heritage sites. Although several publications on tourism and on heritage management are available, not much has been written about the interrelationship of many aspects that make up the total picture. This book is unique in its broad scope in geographical as well as disciplinary terms. The contributing authors come not only from Europe and the Americas, but also from Asia and Africa, with professional backgrounds ranging from scientists to heritage managers, from architects to tourism promoters, from urban planners to concerned members of civil society. The unifying element is cultural heritage and urban development, un-

derstood as a complex system that is determined by the several layers outlined in the 2020 Historic Urban Landscape Convention and by the strong role of local communities following the 2005 Faro Convention on the Value of Cultural Heritage for Society.

Here we offer a platform for interdisciplinary discourse, focusing on the junction of scientific theories and practical experiences. The outcome is a colourful mix of theoretical considerations, practical insights and reflections on a wide range of topics, drawing on case studies, applied research and in-depth understanding of the complexity of the issues involved. We hope to offer wider perspectives, so that the book can serve as a bridge between these various disciplines, stimulating dialogue among the spheres of heritage, sustainable tourism and spatial planning.

The point of departure for this publication was the OWHC (Organization of World Heritage Cities) regional conference held in Amsterdam, November 2018. Under the heading ‘Heritage and Tourism: Local Communities and Visitors – Sharing Responsibilities’, the coordination team from the Regional OWHC Secretariat based in Regensburg (Monika Göttler and Matthias Ripp) invited members and several experts for exchange of experiences in managing the World Heritage City of Amsterdam, in order to gain deeper insights into the practical management measures taken. The OWHC is a global network of urban heritage sites. It was founded in 1993 following a UNESCO recommendation that there be exchange and learning between World Heritage Cities. The objectives of the OWHC are as follows:

- to promote implementation of the World Heritage Convention
- to encourage co-operation and the exchange of information and expertise on matters of conservation and management of urban heritage
- to develop a sense of solidarity among OWHC member cities
(See: <https://www.ovpm.org/all-about-owhc/introduction-and-mission/>)

The OWHC has a potential membership base of more than 300 cities – municipalities that have a site inscribed on the UNESCO World Heritage List. In practice, this means that the OWHC represents a combined urban population of over 164 million people. The organization has its administrative General Secretariat in Québec, Canada, and is supported by eight Regional Secretariats on five continents. The North-west Europe and North America Regional Secretariat has 23 active members from 13 countries and is headquartered in Regensburg, Germany.

It was at the 14th OWHC World Congress held in Gyeongju, South Korea, that members chose ‘Tourism and Heritage’ as a theme for 2018/19. The Amsterdam conference reflected this theme, with 46 participants from 15 World Heritage sites contributing substantially to the conference working programme.

This present publication is a follow-up to the Amsterdam conference. An open call elicited an astonishing response: 25 out of 43 proposals were selected for peer-review and later inclusion in this publication.

With tourism in cities on the rise, cultural heritage is becoming a civic focal point for local residents and temporary visitors as well. The increased numbers of users of an urban space result in qualitative changes in the relationship to heritage. Cultural tourism has long been viewed as positive, not least because visitors provide funding that help to conserve the heritage site. However, negative consequences often arise when visitor numbers soar in already crowded city centres. Recognizing this problem, UNESCO launched the World Heritage Sustainable Tourism Programme in 2011. This programme embodies a new approach, based on dialogue and stakeholder cooperation where planning for tourism and heritage management is integrated at the destination level. This provides an international framework for cooperation and coordinates achievements across sectors in order to safeguard heritage and achieve sustainable economic development. (See: <https://whc.unesco.org/en/tourism/>)

It is our hope that this publication will enhance the basis of knowledge and skills required for effective management of World Heritage sites. We understand 'heritage' as both a system and process. This system is complex, consisting of a great range of elements and processes. Fully understanding the complexity of heritage, tourism and urban planning requires a holistic, interdisciplinary approach. It is essential to overcome sectoral boundaries, to get the full picture of the current situation of heritage sites around the globe. Such an approach is in line with recent trends as well as the findings of the 2016 Habitat III Conference in Quito, the EU Urban Agenda on the international level, and the 2011 Recommendation on the Historic Urban Landscape, which is increasingly put into practice in heritage sites around the world.

Kurt Luger & Matthias Ripp
Salzburg/Regensburg, December 2020

Dennis Moss

An Integrated Development Plan and a Spatial Development Framework for the Greater Stellenbosch, South Africa

1 Synopsis

Stellenbosch Municipality is in the process of preparing an Integrated Development Plan (IDP) and a Spatial Development Framework (SDF) for the Greater Stellenbosch. At the request of the executive committee of *e’Bosch Heritage Project* (www.ebosch.co.za), this report was prepared by the undersigned in consultation with e’Bosch as a contribution to the public discussions that are taking place during the preparation of the IDP/SDF process and with due regard for the commitments e’Bosch have made in the joint endorsement of the Declaration of Intent between Stellenbosch Municipality and the University of Stellenbosch on 12 July 2012. Established in 2011 as a voluntary non-governmental organization, the e’Bosch project aims to help develop ways to promote social inclusion and eliminating social injustice in communities in the greater Stellenbosch area. At the heart of this commitment is to promote a mutual culture (a way of life), which could be handed down to future generations. e’Bosch views this culture as synonymous with a sustainability culture that arises from a sustainable development process. In democratic South Africa, a culture of the above kind commenced with Mr Mandela’s release from prison in 1990, which introduced a culture of cooperation and nation-building and is consistent with the Bill of Rights of South Africa’s Constitution.

In 2001 Stellenbosch Municipality was established in its current form and in 2007 its area of jurisdiction was included by UNESCO in the World Network of Biosphere Reserves in terms of its Man and the Biosphere (MaB) Programme. With the listing of the Cape Winelands Biosphere Reserve (that includes parts of the mountain range along its eastern boundary of Stellenbosch as World Heritage Sites), the Greater Stellenbosch was recognised as an international environmental asset of significance.

Since 2001 Stellenbosch has prepared several cycles of IDP’s (Integrated Development Plans) and SDF’s (Spatial Development Frameworks) that served as roadmaps for the Greater Stellenbosch. The revision and updating of the Stellenbosch IDP/SDF are once again underway. The review of the IDP/SDF is, for the first time, being prepared in accordance with legislation that had been aligned with the Constitution. A public participation process is underway to enable the public to contribute to its making.

This document is premised on the principle that sustainable development has sustainability as its ultimate goal. e’Bosch is of the view that the promotion of a mutual culture, seen in this context, is a way of life that drives behaviour and decision-making that promotes sustainability in practice. In this regard reference is, amongst other considerations made to the policy decision taken by the 3rd Congress of the UCLG (United Cities and Local Government) that recognised culture as the fourth pillar of sustainable development, the other three being environmental, social and economic.

The dominant role that culture can play in promoting sustainable development and long-term sustainability does not feature strongly in mainstream planning and governance and often does not take centre stage in decision-making pertaining to the preparation of IDP/SDF’s. Ultimately, culture drives sustainable development and underpins long-term sustainability and would, therefore, shape the future heritage of the Greater Stellenbosch.

In this regard, it is accepted that, without an inclusive culture of sustainability embedded in the conscience of humankind, it will not be possible for humans to overcome the current threats to its existence, posed by climate change, pollution of the seas and the devastation of the natural integrity of the biosphere. Embedded in the concept of culture is creativity that is a springboard required to unlock human capital that has to be employed synergistically together with monetary, environmental, infrastructural and social capital to enable sustainable development and sustainability.

From a practical perspective, the spatial organisational and managerial portal through which a mutual culture of excellence and sustainability can be promoted in the Greater Stellenbosch is the Cape Winelands Biosphere Reserve in context of the Stellenbosch IDP/SDF. This also provides the route through which global partnerships could be forged, having regard for the principal objectives of UNESCO pertaining to education, science and culture. e’Bosch recognises that culture and creativity are inextricably integrated and supports the principle that culture plays a decisive role in the promotion of the Creative Economy.

The Creative Economy includes the Cultural Economy that has both consumer-demands and symbolic value characteristics (UNESCO/UNDP). These concepts should also be considered in the context of the views of UNESCO/UNDP that “there is no such thing as *“the economy”*, but rather that all human beings are caught up in rhythms, movements, relationships and exchanges of resources. These phenomena are grounded, lived, and guided by cultural norms and predilections” (UNESCO/UNDP 2013, 24–25). In essence, this has to be translated into the practical and implementable language of an IDP/SDF strategically, spatially and three-dimensionally as required in planning law, policy and best practice.

This article is a condensed version of the discussion document which provides a perspective of the role Stellenbosch could play in promoting sustainable development and sustainability in the preparation of the IDP/SDF with due regard for the Decla-

ration of Intent of 12 July 2012. It refers to the background that had given rise to the current opportunities and the events relating to spatial and environmental planning and design that took place in the period 1990–2001 when Stellenbosch Municipality was formally established and to the history of the establishment of the Cape Winelands Biosphere Reserve as well as its current and future value.

The nature and value of the Declaration of Intent are explained in the context of the Constitutional Principles relating to sustainable development, the legislative/policy framework and best practice required to make this explicit. This includes a motivation for recognising the imperative that spatial planning and design decisions have to be informed by a multi-scalar and normative decision-making process to ensure that optimal integration of decisions and concomitant actions would be achieved. In this regard, best practice and spatial planning and design practices are highlighted and demonstrated.

The need for promoting a mutual culture of sustainability, to be considered in the context of the spatial economy, the creative economy and the cultural economy, is briefly addressed. It is within this context that short-term IDP/SDF cycles are to be considered in medium-term (30 years) and long-term (50 years and more) planning horizons.

It emphasised that the establishment of partnerships on all scales is a critical success factor and that Stellenbosch University and the Municipality are the principal institutional role players in achieving this optimally, as is contemplated in the Declaration of Intent.

The Cape Winelands Biosphere Reserve and its concomitant World Network of Biosphere Reserves provide a unique portal through which this can be optimally promoted and practically achieved.

A fundamental objective of the Constitution of South Africa is to serve as a transformational instrument to enable a developmental state that is sustainable. This resonates with the September 2015 UN Resolution *Transforming our World: 2030 Agenda on Sustainable Development* and the December 2015 *Paris Agreement on Climate Change*.

In South Africa these objectives are to be achieved by a systematic sustainable development process as contemplated in the Bill of Rights of the Constitution (Section 24) and as aligned with applicable planning legislation and policy. In essence, this requires the efficient and just use of resources (capital) in a manner that would enable human well-being and the promotion of the integrity of the environment by an integrated multi-scalar systems approach to planning, design and resource-use. The purpose is to “ensure that the whole would be greater than the sum of its parts” (South African Department of Environmental Affairs: *Need and Desirability*, 2017).

The international agreements that South Africa is committed to, read together with the South African Constitution and concomitant legislation and policy, have placed a profound responsibility on society to turn its back on a “business as usual

approach to life” and for all to help transform the Globe from its current unsustainable trajectory to a sustainable one.

A systems-approach to the promotion of sustainable development is a requirement of South Africa’s planning legislation and policy and it is, therefore, a foundational principle that should inform decision-making. Such an approach requires an understating of how the parts of a system interrelate, how the system works over time and how systems fit into larger systems. A system should be viewed as a group of interconnected elements that work together to achieve a common purpose or a function. A system comprises elements, interconnections and purposes of functions. If one of these components are missing, a system does not exist (Rutherford 2018).

The ability of humanity, to give effect to sustainable development is severely constrained by an outdated world-view, imbedded in a business-as-usual approach that remains stubbornly entrenched in society (Capra 1996). He describes this as a crisis of perception and argues that the latter phenomenon is derived from the fact that most of society share a perception of reality that is inadequate to successfully address the challenges a globally interconnected and interdependent world faces.

The figure below illustrates the Sustainable Development System as required by the Department of Environmental Affairs (DEA) and that is also a requirement of NEMA.

The sustainable development system, as is illustrated above, comprises *governance-, ecological-, social- and economic* sub-systems. It requires seeing wholes and preparing frameworks through which interrelationships, spatial patterns and three-dimensional form, and processes are considered as integrated systems rather than isolated stand-alone sectoral issues.

In this article it is demonstrated how municipal spatial planning could be enhanced by employing systems-based planning policy, informed by international best practice spatial planning and design theories and principles. In this regard reference is made to the seminal publications included in the bibliography of this document. The practical application of best practice theories and principles, as listed in the bibliography of this article, demonstrates how legislation and policy could be made explicit with specific reference to the UN 2030 Agenda on Sustainable Development, the Paris Agreement on Climate Change and the UNESCO’s listed Cape Winelands Biosphere Reserve.



The Sustainable Development System in South Africa – (Source: Adapted from National Department of Environmental Affairs, 2008, p 15)

2 A Culture of Sustainability

It was only recently (especially after World War II) that a common (mutual) global sustainability culture emerged, based on the promotion of a way of life, characterised by shared values and a global cooperation. Since the 1960's an awareness emerged for the fragile nature of global ecological systems and the need to promote a way of life that respects the limits of the carrying capacity of the earth. During the past 40 years a global culture of sustainability emerged and grew steadily. Landmark agreements in this regard were the global adoption of the definition of sustainable development by the Brundtland Commission in 1987; first world summit on sustainable development that took place in Rio de Janeiro in 1992; the seminal Seville MaB Conference that took place in 1995; UN's 2030 Agenda for Sustainable Development of 2015 and the Paris Agreement on Climate Change that was also adopted in 2015.

A global culture of sustainability is destined to remain a distant prospect unless it is inculcated in the hearts and minds of individuals, small groups, communities and society at large to the extent that it truly becomes a way of life (culture) on all scales, from the local to the global scale.

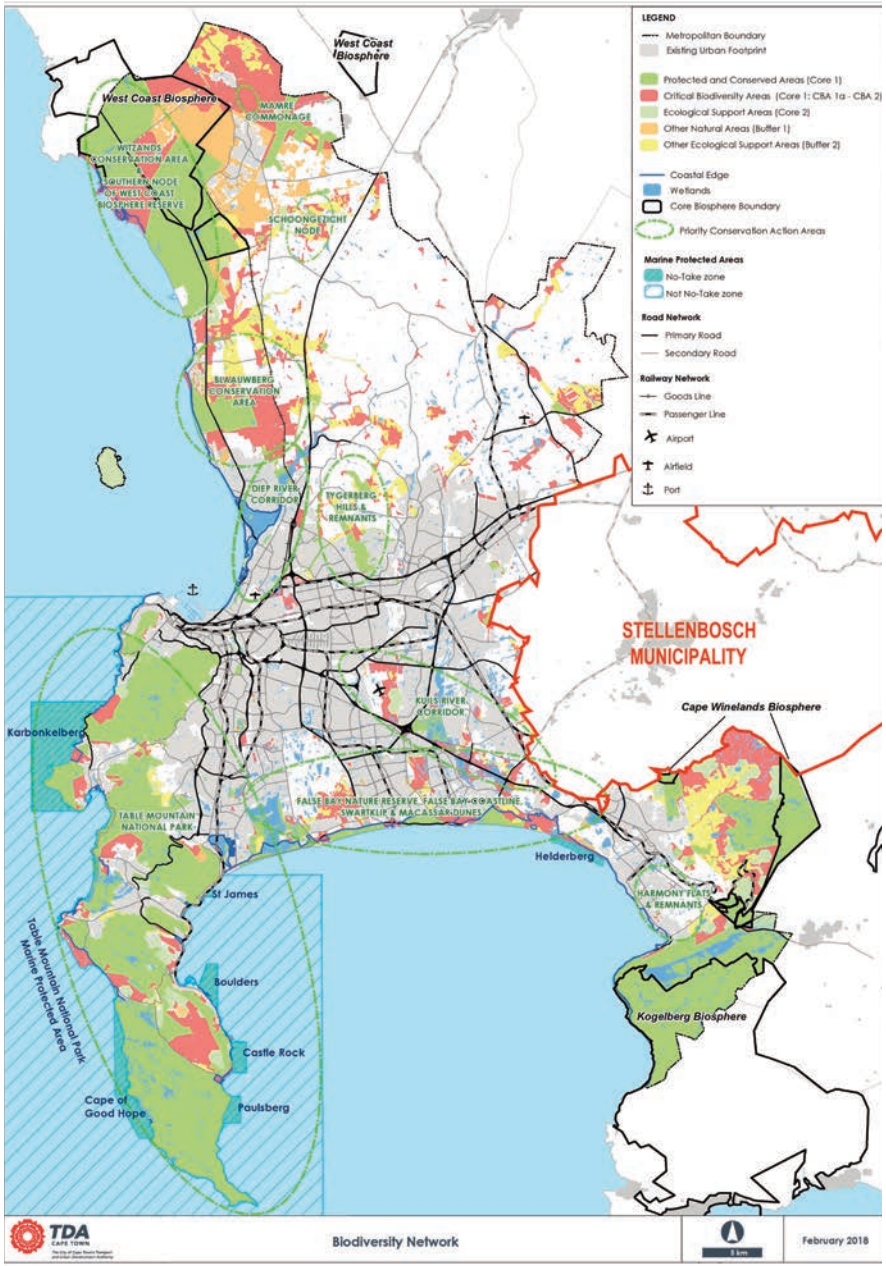
It is the principal aim of e'Bosch in the Stellenbosch municipal area, having regard for its commitments to the promotion of a mutual culture, as is contemplated internationally. In this regard, it is recognised that human decision-making and behaviour are primarily influenced by culture. The global consumer culture, modern agriculture, car culture etc. are mainstream forces that place stress on global sustainability. A global culture founded on respect for the limits of the carrying capacity of the earth's finite resources (measured in terms of consumption and waste) is globally considered as the only way the ideals of long-term global sustainability can be achieved. A mutual culture can, therefore, be considered to be synonymous with a sustainability culture. The latter is to be promoted and achieved through a sustainable development process.

In the Western Cape region, the promotion of a culture of sustainability took a significant step forward in the early 1990's when the then Cape Nature Conservation initiated and mobilized regional cooperation to employ the principles of UNESCO's Man and the Biosphere Reserve (MaB) in decision-making on the Cape Floristic regional scale (macro-bioregion). It was not until post-1994 that these principles could gain traction. Following on the seminal UNESCO conference on the MaB programme in 1995 in Seville Spain (to which South Africa was invited), the adoption of bioregional planning principles and the establishment of biosphere reserves in South Africa were formally committed to by the Western Cape Province in terms of its Bioregional Planning Policy (2001) and Manual (2003). The Bioregional Planning Policy and Manual of the Western Cape served as a first-order decision-making planning informants and provided the context for the preparation for IDP's and SDF's at the time. The values, principles and strategies of this provincial policy and manual were principally informed by UNESCO's MaB Programme.

The first map below indicates the extent of three MaB listed Biosphere reserves, Kogelberg, Cape Winelands and the West-Coast Biosphere Reserve. These are located to the South, East and North of the Cape Town city boundaries. Table Mountain National Park is located in Cape Town. The Kogelberg and the West Coast Biosphere Reserves are partially located within Cape Town’s boundary. The second map, the Cape Town Biodiversity Plan shown here serve as a principal informant for land use planning decision-making in the Greater Cape Town area. The Stellenbosch municipal boundary is indicated by the red line on both plans.



Graph 1: Cape Winelands, UNESCO MaB listed Biosphere Reserves (Source: Dennis Moss Partnership)



Graph 2: Cape Town Biodiversity Network Plan (Source: Adapted from City of Cape Town, 2018, p 69)

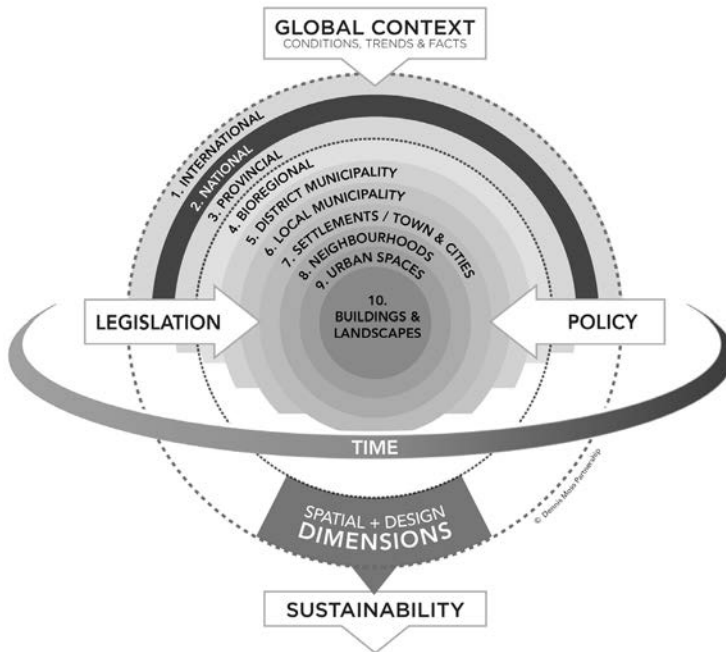
3 Environmental Framework for Integrated Planning

An IDP must be prepared in terms of the Municipal Systems Act (MSA) of 2000 that, amongst other requirements, must reflect the municipal council's vision for the long-term development of the municipality and must include a spatial development framework (SDF) that should include basic guidelines for a land-use management system for the municipality. In terms of the MSA, a municipality must establish a performance management system that should promote a culture of performance. A municipality must, in terms of the MSA, exercise their executive and legislative authority within the constitutional system of cooperative government.

Furthermore, the Constitution requires that international treaties, entered into or endorsed by the national executive, should be viewed as South Africa's policy and should be respected (Section 231 of the Constitution). It is also to be noted that since 2016 an SDF must comply with the National Spatial Land Use Management Act (SPLUMA) and the Land Use Planning Act (LUPA) of the Western Cape that have been aligned with the Constitution of South Africa that came into effect in 2016. Furthermore, South Africa was a signatory to both the UN Agenda 2030 and the Paris Agreement on Climate Change (that also came into effect in 2016). Stellenbosch Municipality endorsed a national agreement with UNESCO in support of the establishment of the Cape Winelands Biosphere Reserve and the promotion of UNESCO'S Man and the Biosphere (MaB) Programme in 2007. The Cape Winelands Biosphere Reserve has been included in the World Network of Biosphere Reserves (one of 686 biosphere reserves globally) and incorporates several World Heritage Sites that are included in the Stellenbosch municipal area. It is a unique South African asset, recognised as an area of extraordinary value globally.

In the first edition of the National Development Plan (NDP) in 2012, it was stated that South Africa needs to "showcase its excellence". Ultimately, the excellence of the municipal sphere of government would be measured by the degree to which a municipality and its people give practical effect to the vision and objectives of its IDP/SDF that would, in turn, demonstrate excellence in promoting sustainable development and long-term sustainability, as contemplated in the Constitution. This is a shared responsibility between a governing municipal council, every staff member of the municipality and the people of the greater Stellenbosch.

Given the progress that had been made during the enfolding democratization of local government during the past three decades and the recent commitment to the UN Agenda 2030 on Sustainable Development and the Paris Agreement on Climate Change, the people of Stellenbosch have been enabled to undertake land-use planning, design and the management of resources in the Greater Stellenbosch in a globally integrated manner. It is, therefore, of particular importance that the IDP/SDF should be founded on the principle of sustainable development and long-term sustainability considered in a global context. The diagramme below illustrates an integrated planning approach, where decisions would be informed by legislation and policy on all scales, from the international to the local scale.



Graph 3: Multi-scalar integrated planning/design approach and the principal decision-making informants (Source: Dennis Moss Partnership)

Since 1994 strategic planning and management were undertaken in terms of the emerging integrated development policies and principles and a number of IDP/SDF were accordingly prepared in the Cape region including those for Stellenbosch during the past 25 years. As from July 2016 integrated development planning had to be consistent with bespoke legislation that had to be aligned with the Constitution and in accordance with international treaties that South Africa was committed to.

The adoption of the UN 2030 Agenda for Sustainable Development and the Paris Agreement in 2015 present a watershed along civilisations journey towards long-term sustainability. The structures to optimise international collaboration to achieve this in practice are now, for the first time in human history, in place, and it is imperative for the review of the IDP/SDF to be seen through this lens.

South Africa is a signatory of the UN 2030 Agenda for Sustainable Development, and the UN-supported Paris Accord on Climate Change and UNESCO’s Man and the Biosphere (MaB) Programme. As mentioned, the latter is regarded by the UN as one of the principal global instruments to promote and give practical effect to the UN 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDG’s). The SDG’s are a universal call to action to end poverty, protect the planet, and ensure that all people enjoy peace and prosperity. As is stated in the UN 2030 Agenda for Sustainable Development documentation, these goals are inter-

connected – often the key to the success of one will involve tackling issues more commonly associated with another.

In practice, this would require giving effect to the SDG's, their 169 targets (and indicators) by aligning the SDG's and applicable targets with the IDP/SDF strategically and spatially. Progress should ideally be measured in terms of bespoke methodologies aligned with municipal performance management systems.

The cultural and urban environment of the Greater Stellenbosch reflects a history of 340 years, spanning across the archaeological remains of the pre-colonial settlement in this area, its colonial past to the recent period of Apartheid and the current impact of the high levels of migration to the Greater Stellenbosch and the Cape Metropolitan region.

Making the Constitution explicit across the cultural and urban landscape is the central challenge facing all who live in this area. Constitutionally this has to be done by promoting sustainable development that should be guided by legislation and policy, and that requires the employment of resources, efficiently and justly.

Much has been written about the uniqueness of the built and cultural environment of the Greater Stellenbosch. Plans and strategies to protect and enhance this heritage are addressed to a significant degree in previous and current municipal SDF's. Given the current legislation, policies and priorities, the focus of the SDF review process has to, in terms of legislation and policy, fall on how to enable sustainable development that is inclusive, and that responds appropriately to a multi-scalar approach.

4 Decision Making in a Participatory Way

The single greatest challenge is how to address the rapid urbanisation that the Greater Stellenbosch is facing and, in context of the latter to enable the Greater Stellenbosch to maintain its unique qualities and its global competitive advantages. For the past number of decades, a policy has been pursued to concentrate development in a hierarchy of nodal settlements with Stellenbosch, Franschhoek and Klapmuts as the principal urban centres. Klapmuts, located along the autoroute N1 with direct road links to Cape Town, Paarl and Stellenbosch, has been considered as the area with the most significant growth potential – it is the only node that has significant potential for urban expansion for housing, commercial and industrial development.

In the Greater Stellenbosch there are several informal settlement areas that require urgent and special planning attention and bespoke strategies for action. Integrated plans and strategies would have to be prepared that would optimise resource use. Innovative design and capacity building are required to enable sustainable development in these areas optimally. In particular, unconventional synergistic employment of capital (monetary, environmental, infrastructural, social and human) should ideally become the norm in addressing these challenges efficiently and justly. Furthermore, one of the most critical interventions is to generate renewable

energy (electricity) for individual households, in a manner that would not add costs to the household expenditure. Energy supplied in this manner should also unlock additional multipliers through access to the internet and educational programmes that would improve human well-being. Multipliers should ideally be scalable from the household, community, cooperatives to the neighbourhood scale.



Graph 4: Stellenbosch Municipality (Source: Stellenbosch Municipality)

From a design, construction and development perspective, new ways of thinking (as contemplated in the NDP) would be required to enable individuals, families and communities to be successful participants in shaping the places where they live in a manner that would resonate with the unique qualities of the Greater Stellenbosch. This will require innovative approaches that are currently under consideration by the SDF planning team. For example, approaches such as those advocated in Kelvin Campbell’s publication *Making Massive Small Change* that demonstrates how enormous urban challenges can be successfully overcome by small actions. “Harnessing the collective power of many small ideas and actions to make a big difference” (Campbell 2018, 12).

In addition to the rapid urbanisation of the informal sector, the urban areas of the Greater Stellenbosch have consistently experienced high growth rates that put pressure on the urban and natural systems of the municipal area as a whole. The latter must be considered in context of the rapid urbanisation in parallel to market-related property development demand and supply forces experienced in Cape Town, Drakenstein and Greater Stellenbosch and *vice versa*. Space to accommodate the rapid

urbanisation, market-related housing and commercial and industrial development in Stellenbosch is limited (with the exception of Klappmuts that was identified as a growth point for Stellenbosch decades ago). Innovative planning and design solutions would have to be agreed to in this regard. This should include qualitative densification of existing urban areas and the identification of new areas for expansion for subsidised, affordable and market-related housing and mix-use development. Of decisive importance is to pursue balanced solutions within the context of the socio-economic and biophysical carrying capacity of the Greater Stellenbosch and the maintenance and enhancement of the qualities of its landscapes. A sense of limits will have to be recognised as imperative in this regard.

The preparation of an IDP/SDF is a complex matter, and the question that can rightfully be asked is where one should begin. The objective is to prepare an SDF that would respond appropriately to the applicable constitutional imperatives on all scales, from the international to the local scale and that will have to be informed by constitutional norms and principles. It is also of importance not to consider the product of an SDF in spatial terms only. The human habitat is a lived-in three-dimensional space (social construction) with specific character and meaning. Traditional settlements (such as historic Stellenbosch) are good examples of such social constructions and demonstrate how their form and structure were determined by the culture of those who lived there. Whilst the remnants of traditional place-making principles are, to a degree, still found in new developments, modern settlement-form is primarily determined by pre-established spatial subdivision patterns and development rules and financial/market forces that dictate development outcomes relating to density, building heights, building lines, total floor area etc. The form and character of settlement in modern times are at present predominantly the products of zoning schemes, planning by-laws and the commercial market.

SPLUMA/LUPA requires an SDF to provide guidance on the form and structure of settlements and to inform the preparation of planning schemes and by-laws, in terms of the principles of *efficiency, justice, sustainability, resilience* and *good administration*. Municipal zoning schemes and planning by-laws should enable these principles to be translated into two-dimensional physical spatial planning and three-dimensional physical form and structure that would create character and atmosphere of a settlement that resonates with the unique sense of place of the Greater Stellenbosch (landscaping should form part of this).

In the period 1998–2000 the Winelands District Council prepared the Winelands Integrated Development Framework (WIDF). The WIDF area approximately corresponded to the area of jurisdiction of the current Stellenbosch and Drakenstein Municipalities (the area of the Cape Winelands Biosphere Reserve west of the Hotentots Holland/Drakenstein Mountain range). The WIDF was adopted by Stellenbosch Municipality in 2001. A volume entitled “Guiding Principles” was dedicated to the philosophy and good practice that should be considered in planning/design decision-making in historical, cultural landscapes and settlements that are located in

unique natural landscapes. The WIDF was prepared in parallel to the Bioregional Planning Policy of the Western Cape that was, in turn, informed by the principles of UNESCO's MaB Programme. The WIDF, therefore, addressed sustainable development consistent with current legislation and policy at the time. A strategy that was incorporated in the WIDF documentation was to demarcate neighbourhood areas across the WIDF area to serve as building blocks for integrated "wall to wall" neighbourhood planning. It was during this time that the concept of a hierarchical nodal settlement pattern was incorporated into the formal planning process of Stellenbosch and the principles of bioregional planning and critical regionalism were adopted on both a provincial and the Winelands district scales. The concept of critical regionalism generally applies to unique areas (for example the Provence region in France, the Cotswold region in England, Tuscany in Italy – and the Greater Stellenbosch etc.). Such areas are recognised for both their global cultural landscape and settlement, qualities reflected on the district, farm, town neighbourhood and building scales.

Accordingly, five tenets identified by Douglas Kelbaugh, to give practical effect to the promotion of the essential qualities of historical regions were adopted for the Winelands in the WIDF. These are *sense of place, history, nature, crafts* and *limits*. The following extracts from Lynch (1998) and Kelbaugh (1999) provide a synoptic introduction to the subject.

Sense of Place

This is the degree to which a place can be clearly perceived and mentally differentiated and structured in time and space by its residents. Identity is the degree to which a person can recognise a place being distinctive from other places and having a character of its own – a convenient peg to hang personal memories, feelings and values on" (Lynch, 1981, 132).

Sense of History

History is a rich archive for planners and designers. Traditional architecture language can evolve much as the spoken language does. New places that rhymes with familiar imagery is as naturally pleasing to the eye as it is to the ear (Kelbaugh).

Sense of Nature

Nature is a good model for design as it holds the key to vitality and sustainability-working together designers, developers and owners can fulfil an ecological role to protect and preserve ecosystems, natural cycle chains and the symbioses between organisms and their environment (Kelbaugh).

Sense of Craft

The construction of buildings and structures have become lighter and even junkier over time and do not age well ... notwithstanding these realities craft need to be promoted (Kelbaugh).

Sense of Limits

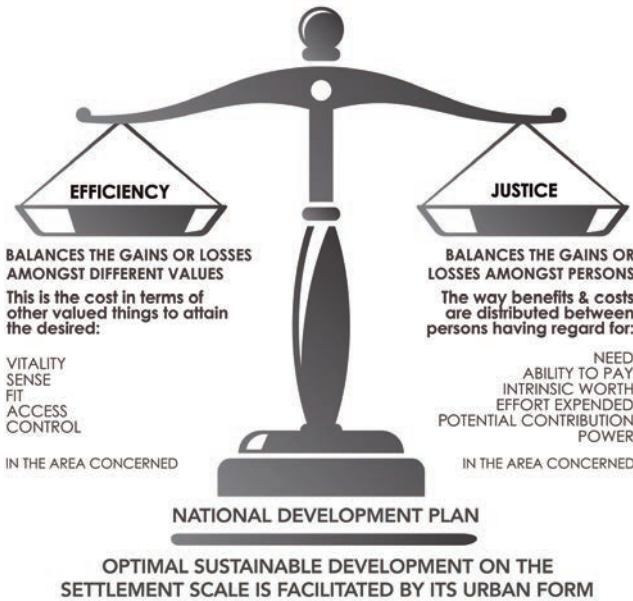
Sense of limits is a world view in which it is accepted that "we can't have it all, in which there is tragedy as well as happiness, in which there are finite resources and a limited number of times we can get it right ... The classical point of view favours harmony and

balance, rather than originality and freedom. Convention takes on as much or more importance as invention. Tradition is valued as much or more than innovation (Kelbaugh).

In the WIDF, the overarching question of how good settlements are to be achieved, in context of agreed to norms, principles and values (that should inform decision-making) was addressed with reference to the seminal work of Lynch. His normative model for good city form (that was developed by him in the early 1980's) was adopted in the preparation of the WIDF (constitutionally relevant to this day if considered in context of SPLUMA and LUPA). The starting point of Lynch's theory was that a good settlement form has to be determined by measuring its performance in terms of specific normative criteria. The criteria identified by him were, first of all vitality (the biological health of the system) followed by sense (the quality of place), fit (how the parts fit together), access (how do people get around) and control (how the settlement system is controlled, and who takes responsibility for it).

Lynch demonstrated that the values, *efficiency* and *justice* (the first two SPLUMA/LUPA principles) should always be appended to any list of good things. As a starting point, one should define these terms. *Efficiency* balances gains and losses amongst different values whilst, *Justice* balances the gains and losses amongst persons. Efficiency is the cost in terms of other valued things to attain the desired vitality, sense, fit, access and control in the area concerned. Justice is the way benefits and costs are distributed between persons.

The figure illustrates the above normative model.



In the WIDF planners, designers and participants in the planning process were encouraged to, in planning for the future, consider these principles in the planning and design of new settlements and to have regard for these principles in allocating resources and measuring the performance of settlements.

It is to be noted that, promoting the sense of place qualities was second only to vitality in Lynch's

Norms and Urban Form (Source: Dennis Moss Partnership)

model. In the WIDF, much effort had gone into promoting the recognition of traditional and artistic fundamentals in settlement planning and design. In an SDF, the foundations should ideally be laid to recover this art. It is therefore of importance to enable planning by-laws to give effect to the traditional place-making qualities of the Greater Stellenbosch in practice. In so doing, the active participation of the authorities, design professionals, property developers and the public to develop a culture that appreciates traditional place-making qualities in the built and landscapes of the Greater Stellenbosch will be rekindled.

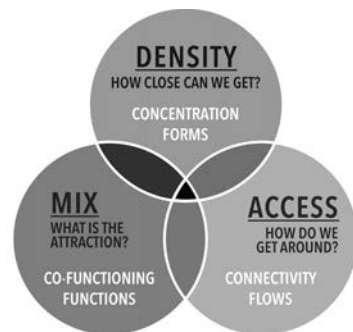
These matters were extensively addressed in the WIDF, from both a philosophical and a strategic/practical perspective. The former was described and demonstrated with reference to the seminal work of Norberg-Schulz (1984, 1985) and the latter with reference to the work of Roger Trancik (1986). Schulz applied the phenomenological method of inquiry to describe reality as is perceived and understood by human consciousness, as opposed to relying on technical, scientific description or data only. Trancik demonstrates how to recover the qualities of traditional urban space that had been lost as a consequence of the implementation of the philosophies of the modern movement in architecture.

These concepts and theories were extensively discussed and demonstrated during the preparation of the WIDF to help enrich public debate and participation. The current IDP/SDF could benefit from the work that had been done twenty years ago.

Having considered urban form and quality, informed by normative decision-making, and having regard for past policies adopted by Stellenbosch Municipality relating to traditional place-making philosophies and principles (that formed the foundation of the traditional settlements of the Winelands), it would be necessary to consider current best practice approaches for the fast pace development that settlements in the Greater Stellenbosch are experiencing.

In this regard, it is recommended that the recent work of Dovey be considered. He points out that his book was written primarily to demonstrate the application of particular ways of thinking rather than the exposition of theory. He regards theory as a toolkit – the means rather than the end.

He argues that ultimately, theory must be judged by its usefulness and introduces the concept of the Urban DMA (that resonates with the biological DNA). This is an alliance of Density, Mix and Access, as is illustrated by the figure below that demonstrates the synergy between the way's cities (settlements and towns) “concentrate people and buildings, the ways they mix differences together and the networks we use to get around the city”(Dovey 2016, 3).



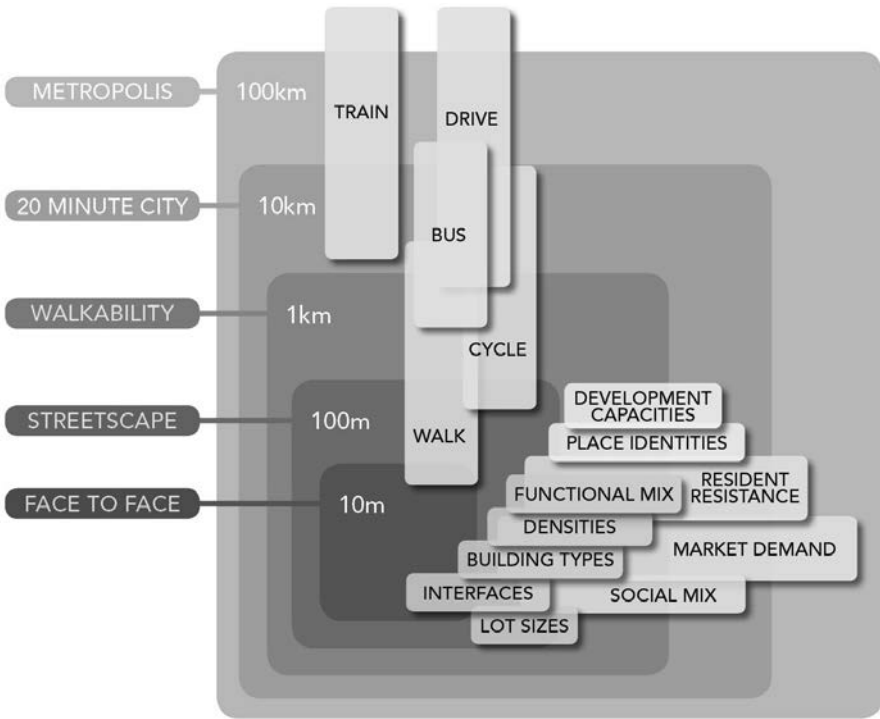
— THE URBAN DMA —

(Source: Kim Dovey 2016)

Dovey’s DMA should also be considered in context of the promotion of the Smart City philosophy, (that, in short, translates into the connected city) that already forms part of Stellenbosch Municipal Planning policy.

In this regard, Stellenbosch Municipality has taken steps to establish a TOD (Transit Oriented Development) hub. Future sustainable development planning would be significantly enhanced if the principles of the ‘1km walkable city’ would be incorporated into the Stellenbosch SDF in all nodal settlements and adjoining neighbourhoods. This principle is illustrated in the figure below and also serves to demonstrate the importance of recognising scale in the planning and design process, starting from the 10m (face-face) scale.

Furthermore, it is imperative to recognise that good urban areas cannot be achieved by spatial thinking only – these systems are multi-dimensional. In this regard, it is recommended that the substantive urban design dimensions, identified by Carmona et al.(2010), be consulted and considered in the participation process. This approach is critical if the requirement of National Environmental Management Act (NEMA) that the “whole should be greater than the sum of its parts” is to be pursued.

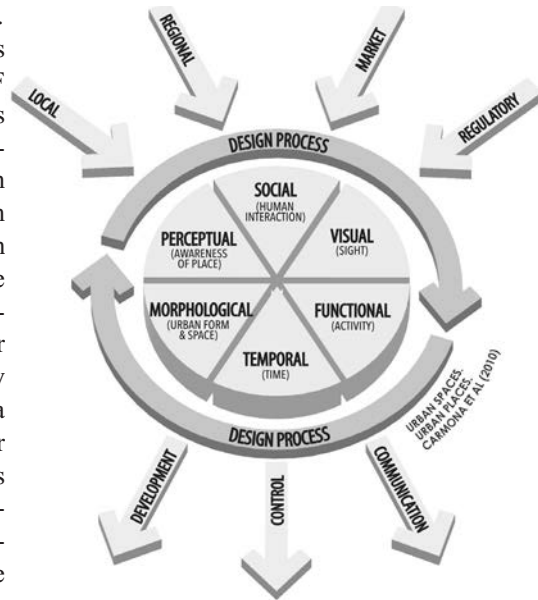


Multi-scale thinking linkages, modes of transport and land-use mix (Source: Adapted from Dovey 2016, p. 255)

With regard to the IDP/SDF of Stellenbosch, value would be added if the review is considered in context of the matters raised in this document pertaining to the global sustainable development programmes that Stellenbosch is committed to and the critical role of qualitative place-making in context of the traditional socio-economic and cultural constructs of the built and cultural rural environment that has provided Stellenbosch with its uniqueness.

Of decisive significance is the preparation of the IDP/SDF plans and strategies to address the development challenges facing the Greater Stellenbosch in partnership with Stellenbosch University. The traditional “town and gown” concept is one of the unique comparative and competitive advantages that the Greater Stellenbosch has internationally in which the university plays a principal role. Having regard for the wealth of knowledge, skills and competences of the university and the speed at which innovation and technology would be advanced in the near future, the strengthening of the existing partnership between the municipality and the university would contribute decisively to the creation of a sustainable development trajectory for the Greater Stellenbosch that would be exemplary locally, nationally and internationally.

In the latter regard it is to be noted that the Sustainability Institute of the University and a range of specialist departments, management entities and individuals have vast knowledge and expertise in matters relating to urban, socio-economic, cultural and environmental challenges that are directly of relevance to sustainable development. A significant number of university departments, management entities and individuals are already in partnership with the municipality and these relationships could be strengthened in the context of the implementation of new legislation and the constitutional imperatives of the UN 2030 Agenda and the Paris Agreement. The IDP/SDF can strengthen these partnerships and serve as a bridge to NGO’s, communities and the general public.



Six Dimensions of Urban Design
(Source: Adapted from Carmona et al. 2010)

5 Towards a Vision of Mutual Culture for the Greater Stellenbosch

The Declaration of Intent between Stellenbosch Municipality, Stellenbosch University and e’Bosch on 25 July 2012 resonates with both the UN Agenda 2030 Goals and targets, as well as with the MaB Programme and with the Paris Agreement on Climate Change and is consistent with the South African Constitution and the legislation and policies that circumscribe the preparation of Stellenbosch IDP/SDF. The central objective of the 2012 declaration was to “*Create a mutual culture alongside existing cultural traditions. The aim is for the entire community to accept this mutual culture as a way of life, which could be handed down to future generations. To achieve this, every Stellenbosch residents’ voluntary participation is needed*”. The IDP/SDF of Stellenbosch is an instrument that can be employed to achieve this most optimally.

It is within this context that the challenges facing Stellenbosch can be addressed. The most acute challenge is to address the pace and extent of the rapid urbanisation that Stellenbosch has experienced over the past number of decades that have, in the view of many people, become overwhelming. To this challenge must be added the need to address the legacy of historic injustices that has manifested itself in rising crime, violence, concomitant urban decay in some areas, inequality, lack of affordability of decent housing and poverty. These are huge challenges that have to be overcome and that would require responses that would measure up to the scale of the challenges. The framework within which this has to be addressed is the IDP/SDF that should enable the implementation of an optimal sustainable development process to be implemented over the short (5 years) and medium-term (30 years) in context of long-term (50 years +) planning criteria.

Having regard for the commitment to the UN Agenda 2030, the Sustainable Development Goal (SDG) No. 11 that addresses community and urban development should, in particular, serve to inform IDP/SDF decision-making. In the latter regard, reference is also made to UN Habitat’s recommendation to, first identify the key principles and objectives that are to be achieved and then to demonstrate how to give effect to these (UN Habitat 2010). In this regard, differentiation should ideally be made between short and medium-term.

It is imperative to recognise the role that a qualitative built environment and cultural landscapes play in the long-term sustainability of Stellenbosch. This heritage should include an understanding of place as an art form that has developed over centuries. This art form has to be viewed in a multi-scalar perspective that starts with the building scale. Buildings are literally the building blocks of all settlements, the way buildings are designed (their aesthetical appearance), the way they are located on the land to create spaces and places that have meaning for those that live in the settlement, have to be guided by design principles and criteria provided in the SDF, “*every community needs a symbol of its existence and ... much of*

community frustrations has come into being because the visual reason for its life is missing“ (Sitte 2013, viii). Creativity in the design of the built and landscape environment should be inextricably linked to spatial planning.

The promotion of qualitative development has been recognised as a priority in the planning policy of the Greater Stellenbosch for decades. A rule of thumb guideline that is proposed in the 2000 Winelands Integrated Development Plan (WIDF) and in the 2003 Bioregional Planning Policy of the Western Cape Province is to promote and maintain a: *sense of place, history, nature, craft and limits* in project planning and design decision-making and development as described above.

The work done by e’Bosch across Stellenbosch is cross-cutting, it strengthens a culture of inclusivity and promotes the advancement of mutual values upon which optimal integrated decision-making and actions depend. If the plans and activities of e’Bosch are aligned with the IDP/SDF and if the latter is aligned with the UNESCO’s MaB Programme, sustainable development efficiency and justice would be increased. SDG 17 of the UN 2030 Agenda focuses explicitly on the critical role that partnerships play in optimising sustainable development. Integrated partnerships across the board hold tremendous promise for the successful advancement of sustainable development. e’Bosch, Stellenbosch Municipality and Stellenbosch University have, in the spirit of the 2012 Declaration of Intent, played a constructive role in laying the foundations for such partnerships and could contribute towards partnerships in general to become a feature of the culture of sustainability of Stellenbosch.

The IDP/SDF are the principal instruments to strengthen this. It is imperative to recognise that the values upon which sustainable development are built are, in essence, ethical. The MaB Programme subscribes to the notion that ethical values form the basis of decision-making and action in accordance with an ideal accepted in a given moral system. It is accepted that what makes ethical values different from all other values, is their overriding character. They articulate an imperative, or a ‘must’, that cannot be escaped by anyone who subscribes to them and they are converted into practice through principles and rules.

If the imperative or ‘must-do’ that flows from an ethical value is denied, then that value and its importance itself is denied. Such a denial is therefore not a matter of arbitrary choice – the ethical domain is circumscribed not only by the value choices made by humans but also by the critical weighing of the expected consequences of their choices” (UNESCO 2010). The pillars of sustainable development, i.e. the promotion of human well-being and the enhancement of the integrity of the natural environment, are founded on ethical values. The principles through which these values should be given effect include the just and efficient use of resources (capital) in accordance with legislative and official policy frameworks. Sustainable development is therefore circumscribed by the ethical domain. In the 2012 National Development Plan for South Africa, a call was made for a new way of thinking. With South Africa’s formal commitment to the UN 2030 Agenda for Sustainable Development, the Paris Agreement and UNESCO’s MaB Programme, the doors

have opened for South Africa to do so as an international partner. The preparation of the IDP and the SDF for Stellenbosch creates an opportunity for these documents to be pioneering global projects, having regard for the fact that the Greater Stellenbosch is entirely located in the Cape Winelands Biosphere, that forms part of the 686 strong World Network of Biosphere Reserves. At bottom, the challenge is to create a mutual culture for the Greater Stellenbosch as is contemplated in the Declaration of Intent of 2012 that would promote long-term sustainability. The SDF/IDP review that is, for the first time in the history of Stellenbosch, to be aligned with the Constitution of South Africa provides the portal through which sustainable development can be promoted and provides a roadmap for long-term sustainability to be facilitated in the global context. The MaB Programme is an instrument to promote integrated multi-scalar participation for institutions, business, NGO's, communities and individuals to work together to promote this culture and to advance practical implementation in an integrated multi-scalar manner.

Sustainability could be optimised through multi-scalar partnerships as is contemplated in the Declaration of Intent and promoted in the context of UNESCO's MaB Programme. In this regard, it would be of value to place the promotion of a sustainability culture centre stage and to have regard for the potential to advance the Creative Economy and the Cultural Economy, as advised in the UNESCO and the UNDP Creative Economy Report and having regard for the spatial economy that is a principal dimension of the Stellenbosch IDP/SDF.

6 Conclusion

The purpose of this document was to provide an overarching perspective on the potential participation of e'Bosch and its members relating to its core objective to promote a mutual culture for the people of Stellenbosch alongside other cultural traditions that can be handed down to future generations. Accordingly, the main focus of the report was on the Greater Stellenbosch in context of planning integration, from the local municipality scale to the international scale by respecting the values, principles, objectives and strategies that are addressed above.

The review of the Stellenbosch IDP/SDF, that is undertaken with due regard for a multi-scalar approach in context of the international commitments of Stellenbosch to integrate local planning with global commitments, would enhance the sustainable development value chain greatly.

Of particular significance is the preparation of a bespoke medium-term SDF (30 years) plan for the Greater Stellenbosch as the latter would help develop a greater understanding of the context within which the five-year IDP/SDF cycles should be considered.

Having regard for the 2012 Declaration of Intent, it follows that such a plan should ideally be prepared by Stellenbosch Municipality in collaboration with Stellenbosch University in a spirit of partnership with civil society.

Abbreviations

DEA	Department of Environmental Affairs
IDP	Integrated Development Plan
LUPA	Western Cape Land Use Management Act
MAB	Man and the Biosphere Programme
MSA	Municipal Systems Act
NEMA	National Environmental Management Act
SDF	Spatial Development Framework
SPLUMA	Spatial Planning and Land Use Management Act
TOD	Transit Oriented Development
NDP	National Development Plan
UCLG	United Cities and Local Government
WIDF	Winelands Integrated Development Framework
WNBR	World Network of Biosphere Reserves

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The Author

Dennis Moss is thought leader of e’Bosch on the Environment and the Cape Winelands Biosphere Reserve.

He established Dennis Moss Partnership (DMP) in 1983 as a multi-disciplinary professional practice in urban, regional planning and design, architecture and landscape architecture. DMP (and Dennis in his professional capacity) is recognised by UNESCO as experts in the field of bioregional planning in the UNESCO’s MaB Programme. Dennis holds a Master’s degree in urban and regional planning from Stellenbosch University (1980) that was supplemented by a postgraduate course (1984–1985) in urban design at Stellenbosch University. DMP prepared the application for the nomination of the Cape Winelands Biosphere Reserve that was listed in 2007 by UNESCO.

DMP’s work testifies to a 30-year alignment with UN Programmes to advance sustainable development, combat climate change and enable long-term sustainability. Since that time many multi-scalar integrated conservation and development plans were prepared by DMP.

dennis@dmp.co.za