



Msukaligwa Spatial Development Framework



Legislative Framework Draft 2

Vision Statement Draft 2

21 JUNE 2019

TABLE OF CONTENTS

1	INTRODUCTION	4
1.1	Background	4
1.2	Purpose of SDF	7
1.3	SDF Legal Content Requirements	7
1.4	Other Legislation	9
1.5	Planning Process	10
1.6	Document Structure.....	11
2	POLICY CONTEXT	12
2.1	Introduction: Policy Context	12
2.2	National Policy and Strategic Direction	12
2.2.1	National Development Plan, Vision 2030	12
2.2.2	Medium Term Strategic Framework (MTSF), 2014-19	13
2.2.3	Spatial Planning and Land Use Management Act, 16 of 2013	14
2.2.4	National Infrastructure Plan (NIP).....	15
2.2.5	National Spatial Development Framework (2019, draft).....	16
2.2.6	National Transport Master Plan (NATMAP) 2050.....	16
2.2.7	Comprehensive Rural Development Programme, 2009	18
2.2.8	Integrated Urban Development Framework (IUDF) 2016	20
2.2.9	Human Settlements Policy.....	21
2.2.10	National Water Resource Strategy, 2013.....	21
2.2.11	Draft National Climate Change Adaptation Strategy, 2019	22
2.3	Provincial Policy and Strategic Direction	23
2.3.1	Mpumalanga Vision, 2030 (2013-2030).....	23

2.3.2	Mpumalanga Spatial Development Framework (MSDF), 2019	23
2.3.3	Mpumalanga Industrial Development Plan (MIDP), 2015	26
2.3.4	Mpumalanga Biodiversity Sector Plan (MBSP), 2014	26
2.3.5	Climate Change Adaptation Strategies for Mpumalanga, 2015	27
2.3.6	Mpumalanga Human Settlements Master Plan, 2013.....	28
2.3.7	Mpumalanga Tourism Strategy (MTS), 2018	28
2.3.8	Provincial Comprehensive Rural Development Programme	29
2.4	District Policy and Strategic Direction.....	29
2.4.1	Gert Sibande Spatial Development Framework, 2014.....	29
2.4.2	Gert Sibande Rural Development Plan (GSRDP), 2017	30
2.4.3	Gert Sibande Integrated Development Plan 2018-19.....	32
2.5	Local Policy and Strategic Direction	34
2.5.1	Msukaligwa Integrated Development Plan 2019/20	34
2.5.2	Msukaligwa Spatial Development Framework, 2010	35
2.5.3	Msukaligwa / Chief Albert Luthuli Environmental Management Framework (EMF), 2010	37
2.5.4	Land Use Management	38
2.5.5	Horizontal Alignment	39
2.6	Synthesis: Policy Context	40
3	SPATIAL VISION	41
4	WAY FORWARD.....	41

LIST OF TABLES

Table 1:	Gert Sibande Municipalities	4
Table 2:	Msukaligwa FSPUs.....	18

Table 3: Mpumalanga Climate Change Adaptation Strategies	28
--	----

LIST OF FIGURES

Figure 1: SDF Process	10
Figure 2: Proposed Rail (NATMAP 2050)	17
Figure 3: FPSU Concept	19
Figure 4: IUDF Intermediate Cities	20
Figure 5: National Climate Change Interventions	22
Figure 6: MSDF	24
Figure 7: Corridors	25
Figure 8: MTS Objectives.....	29
Figure 9: Gert Sibande SDF.....	30
Figure 10: Rural Development Mechanisms	31
Figure 11: Rural Intervention Areas	31
Figure 12: IDP: Community Priority Needs	34
Figure 13: Msukaligwa SDF 2010	35
Figure 14: Local Spatial Guidelines 2010.....	36
Figure 15: EMF Management Zones	38
Figure 16: Surrounding SDFs	39

LIST OF MAPS

Map 1: Local Context.....	5
Map 2: Regional Context.....	6

Msukaligwa Spatial Development Framework

1 INTRODUCTION

1.1 Background

The main objective of the project as stated in the term of reference is to do a targeted review of the Msukaligwa SDF 2010 to ensure the SDF meets the requirements of SPLUMA and the 2016 SPLUMA By-Law.

Msukaligwa Municipality is located in Mpumalanga. It is a predominantly rural area, covering 6016 km². The municipality has a total population of approximately 164 608 people with a relatively low population density of 27.3 people per square kilometre.¹ Msukaligwa is one of the seven Local Municipalities within the Gert Sibande District.²

Local Municipality	Main Admin Location
Chief Albert Luthuli	Carolina
Dipaseleng	Balfour
Lekwa	Standerton
Msukaligwa	Ermelo
Mkhondo	Piet Retief
Dr Pixley Isaka Ka Seme	Volksrust
Govan Mbeki	Secunda

Table 1: Gert Sibande Municipalities

Ermelo/Wesselton is the highest order urban settlement in Msukaligwa, located at a central point to a range of regional routes (road and rail) including the N17, N11 and N2. The main settlements in Msukaligwa are Ermelo/Wesselton; Breyten/KwaZanele; Chrissiesmeer/KwaChibikhulu; Davel/KwaDela; Warburton/Nganga; Lothair/Silindile; and Sheepmoor.³ The municipal area, including settlements and main routes are shown on **Map 1: Local Context** below.

The regional context of Msukaligwa, showing its location in the Gert Sibande District and relative location to other major towns in the region is illustrated on **Map 2: Regional Context** below.

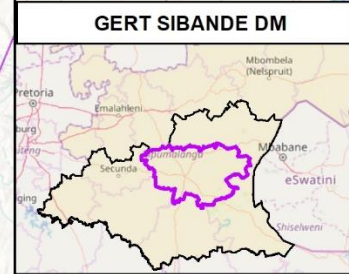
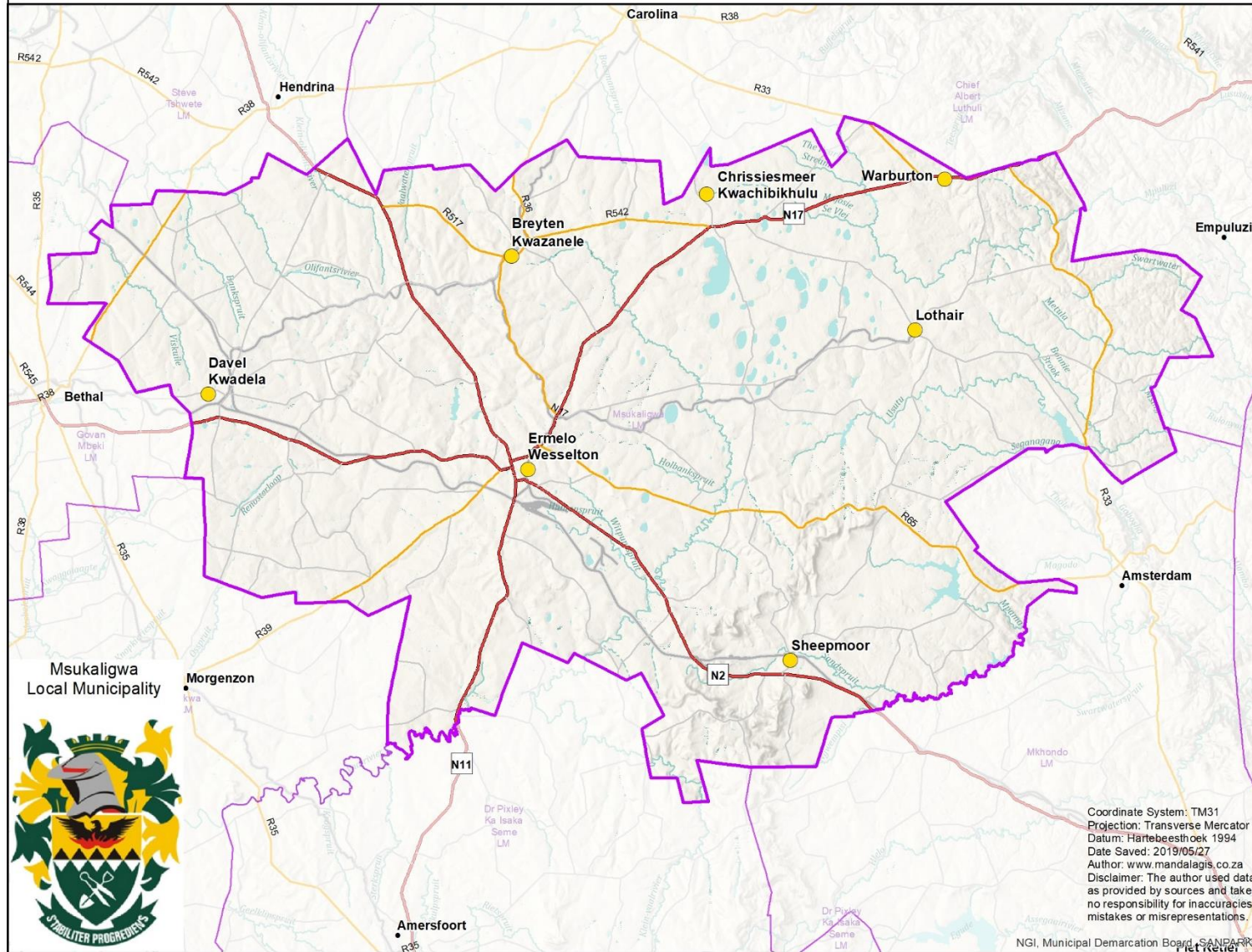
¹ StatsSA 2016 Community Survey.

² Gert Sibande District. 2018. Gert Sibande Integrated Development Plan 2018-19.

³ Msukaligwa Local Municipality. 2019. Draft Integrated Development Plan 2019-2020

Msukaligwa LM SDF

Local Context



MSUKALIGWA LM

Legend

- Msukaligwa Local Municipality
- Towns
- Railway Line
- Freeway
- Major Arterial
- Minor Arterial

Coordinate System: TM31
 Projection: Transverse Mercator
 Datum: Hartbeesthoek 1994
 Date Saved: 2019/05/27
 Author: www.mandalagis.co.za
 Disclaimer: The author used data as provided by sources and takes no responsibility for inaccuracies, mistakes or misrepresentations.

Scale: 1:450 000

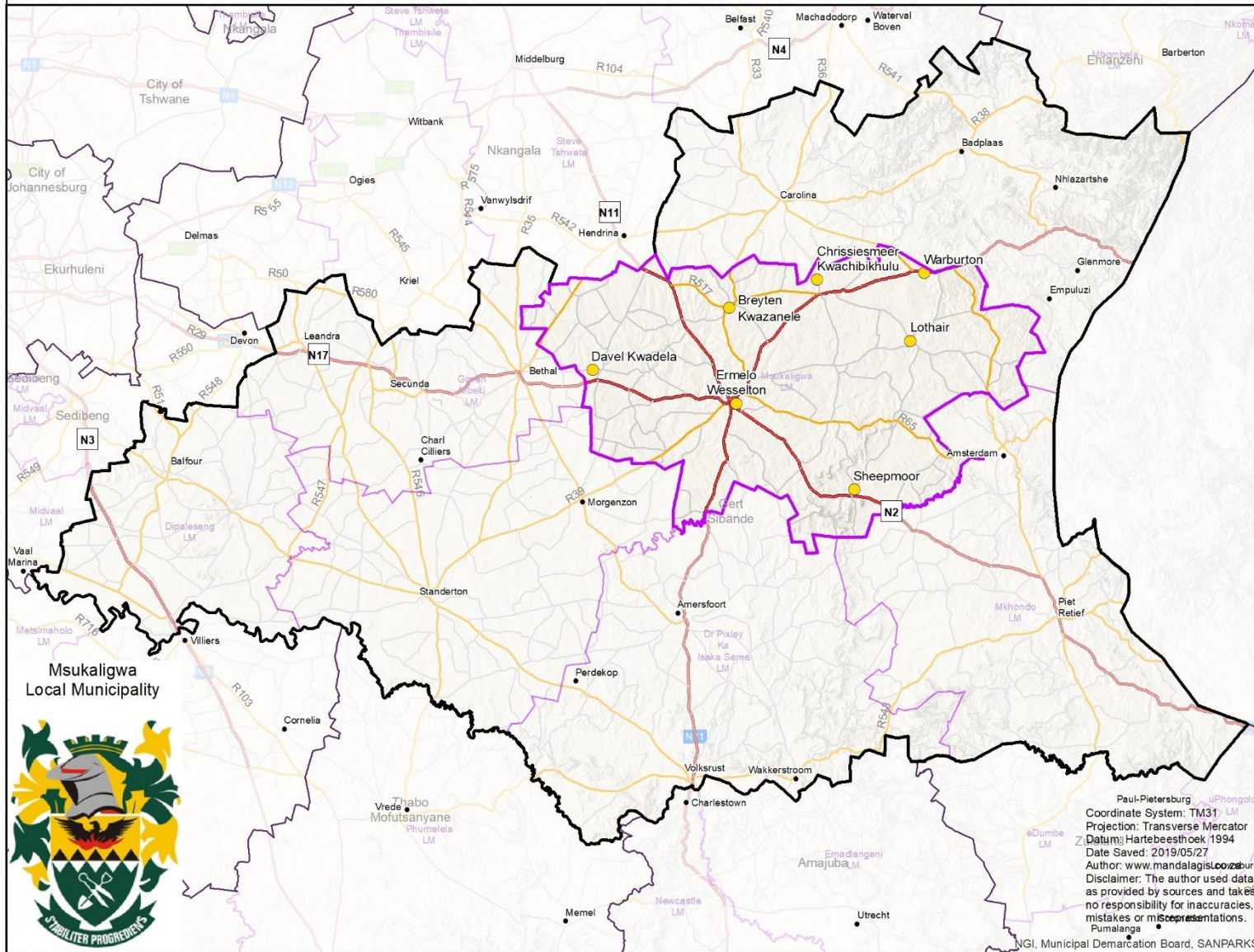
0 12.5 25 Kilometers

NGI, Municipal Demarcation Board, SANDARS3

Map 1: Local Context

Msukaligwa LM SDF

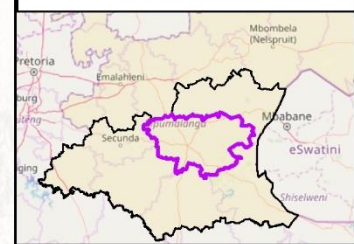
Regional Context



MPUMALANGA



GERT SIBANDE DM



MSUKALIGWA LM

Legend

- Msukaligwa Local Municipality
- Towns
- Gert Sibande District Municipality
- Freeway
- Major
- Minor

Coordinate System: TM31
 Projection: Transverse Mercator
 Datum: Hartebeesthoek 1994
 Date Saved: 2019/05/27
 Author: www.mandalagis.com
 Disclaimer: The author used data as provided by sources and takes no responsibility for inaccuracies, mistakes or misrepresentations.

1:1 000 000



Map 2: Regional Context

1.2 Purpose of SDF

A Spatial Development Framework (SDF) is a core component of a Municipality's economic, sectoral, spatial, social, institutional, environmental vision. A Municipal SDF is prepared in terms of the Spatial Planning and Land Use Management Act, 16 of 2013, and is regarded as a mechanism to direct future growth and achieve the desired spatial form of the Municipality.

More specifically, it is a framework that seeks to guide the overall spatial distribution of current and desirable future land uses within a municipality in order to give effect to the vision, goals and objectives of the municipal IDP. The aims of an SDF are to promote sustainable functional and integrated human settlements, maximise resource efficiency, and enhance regional identity and unique character of a place.

A credible SDF must have at least the following characteristics in terms of the DRDLR SDF Guidelines 2017:⁴

- 1- It is based on an agreed vision and planning principles that promote equity and sustainability;
- 2- It is aligned with relevant national and provincial policy;
- 3- It reflects a clear understanding of the reality of the municipal spatial environmental, social and economic systems;
- 4- It provides sufficient detail to inform Council decision that have a spatial dimension;
- 5- It includes an implementation plan, with measurable targets;
- 6- It is realistic in terms of growth prospects and the financial and institutional capacity of the municipality;
- 7- It is aligned with the municipal environmental management framework where applicable;
- 8- It enjoys a high level of buy-in from all stakeholders;
- 9- It provides guidance for the municipality's land use management systems; and
- 10- It is clear, succinct and accessible to a wide audience.

1.3 SDF Legal Content Requirements

SDFs are legislated in terms of the Spatial Planning and Land Use Management Act (SPLUMA), 16 of 2013. SPLUMA regulates that national planning system and instruments. As part of the prescribed instruments, it requires each municipality to prepare an SDF.

In section 12 of SPLUMA, the role and purpose of the SDF are explicitly stated as follows:

- 12. (1) The national and provincial spheres of government and each municipality must prepare spatial development frameworks that—*
- (a) interpret and represent the spatial development vision of the responsible sphere of government and competent authority;*
 - (b) are informed by a long-term spatial development vision statement and plan;*

⁴ DRDLR SDF Guidelines, 2017 <http://www.ruraldevelopment.gov.za/services/299-spatial-planning-and-land-use-management/538-sdf-guidelines#.XN5lqel7nIU>

- (c) represent the integration and trade-off of all relevant sector policies and plans;*
- (d) guide planning and development decisions across all sectors of government;*
- (e) guide a provincial department or municipality in taking any decision or exercising any discretion in terms of this Act or any other law relating to spatial planning and land use management systems;*
- (f) contribute to a coherent, planned approach to spatial development in the national, provincial and municipal spheres;*
- (g) provide clear and accessible information to the public and private sector and provide direction for investment purposes;*
- (h) include previously disadvantaged areas, areas under traditional leadership, rural areas, informal settlements, slums and land holdings of state-owned enterprises and government agencies and address their inclusion and integration into the spatial, economic, social and environmental objectives of the relevant sphere;*
- (i) address historical spatial imbalances in development;*
- (j) identify the long-term risks of particular spatial patterns of growth and development and the policies and strategies necessary to mitigate those risks;*
- (k) provide direction for strategic developments, infrastructure investment, promote efficient, sustainable and planned investments by all sectors and indicate priority areas for investment in land development;*
- (l) promote a rational and predictable land development environment to create trust and stimulate investment;*
- (m) take cognisance of any environmental management instrument adopted by the relevant environmental management authority;*
- (n) give effect to national legislation and policies on mineral resources and sustainable utilisation and protection of agricultural resources; and*
- (o) consider and, where necessary, incorporate the outcomes of substantial public engagement, including direct participation in the process through public meetings, public exhibitions, public debates and discourses in the media and any other forum or mechanisms that promote such direct involvement.*

SPLUMA also stipulates the minimum contents of a municipal spatial development framework to be as follows:

“21. A municipal spatial development framework must—

- (a) give effect to the development principles and applicable norms and standards set out in Chapter 2;*
- (b) include a written and spatial representation of a five-year spatial development plan for the spatial form of the municipality;*
- (c) include a longer term spatial development vision statement for the municipal area which indicates a desired spatial growth and development pattern for the next 10 to 20 years;*
- (d) identify current and future significant structuring and restructuring elements of the spatial form of the municipality, including development corridors, activity spines and economic nodes where public and private investment will be prioritised and facilitated;*
- (e) include population growth estimates for the next five years;*
- (f) include estimates of the demand for housing units across different socioeconomic categories and the planned location and density of future housing developments;*
- (g) include estimates of economic activity and employment trends and locations in the municipal area for the next five years;*
- (h) identify, quantify and provide location requirements of engineering infrastructure and services provision for existing and future development needs for the next five years;*
- (i) identify the designated areas where a national or provincial inclusionary housing policy may be applicable;*

- (j) include a strategic assessment of the environmental pressures and opportunities within the municipal area, including the spatial location of environmental sensitivities, high potential agricultural land and coastal access strips, where applicable;*
- (k) identify the designation of areas in the municipality where incremental upgrading approaches to development and regulation will be applicable;*
- (l) identify the designation of areas in which—*
 - (i) more detailed local plans must be developed; and*
 - (ii) shortened land use development procedures may be applicable and land use schemes may be so amended;*
- (m) provide the spatial expression of the coordination, alignment and integration of sectoral policies of all municipal departments;*
- (n) determine a capital expenditure framework for the municipality’s development programmes, depicted spatially.”*

1.4 Other Legislation

While SPLUMA is the law mandating the SDF process, the provisions of other legislation do have to be followed in its preparation and implementation. The impact of this legislation is not as direct or detailed as SPLUMA, but rather sets the framing conditions within which the SDF has to be prepared. Of highest relevance are the following:

- The **Constitution** of South Africa, which amongst others assigns powers and functions to the three spheres of government and provides for the right to access basic services
- Municipal Systems Act (**MSA**), 32 of 2000, which regulates the relationship between the Integrated Development Plan (IDP) and SDF. The MSA essential requires that the SDF must provide a spatial rationale to the IDP.
- The National Environmental Management Act (**NEMA**), 107 of 1998; and National Environmental Management: **Biodiversity Act**, 10 of 2004, which provides for environmental management processes and instruments. The Mpumalanga Biodiversity Sector Plan, 2014, is a contextualised instrument flowing from these provisions and will be used for direct guidance in the preparation of the SDF.
- The Municipal Finance Management (**MFMA**), Act 56 of 2003 and the annual Division of Revenue Act (**DORA**) have implications for implementation in terms of project funding and permissible funding mechanisms and budgeting processes. These pieces of legislation directs the municipal budgeting process, to which the SDF should lend a spatial rationale.
- The **Housing Act**, 107 OF 1997 (amended 1999, 2001) regulates the roles of different spheres of government in the human settlement development process. This is relevant for the implementation of projects. For implementation of project, the Municipality and Provincial Human Settlements Department should use to SDF for alignment purposes in housing delivery.
- Other sectoral legislation dealing with powers and functions include the Land **Transport Act**, 5 of 2009 and the **Infrastructure Development Act**, 23 of 2014. In this context, again the municipal and provincial SDFs are instruments to be used for alignment of planning and project implementation.

1.5 Planning Process

The Department of Rural Development and Land Reform SDF Guidelines⁵ propose a multi-stage process to compile a municipal SDF. In the preparation of the Msukaligwa SDF, this process will be used as a basis, with time frames and deliverables customised for local circumstances where necessary. At project completion, the project phases with the relevant dates and deliverables / events will be included in the document.

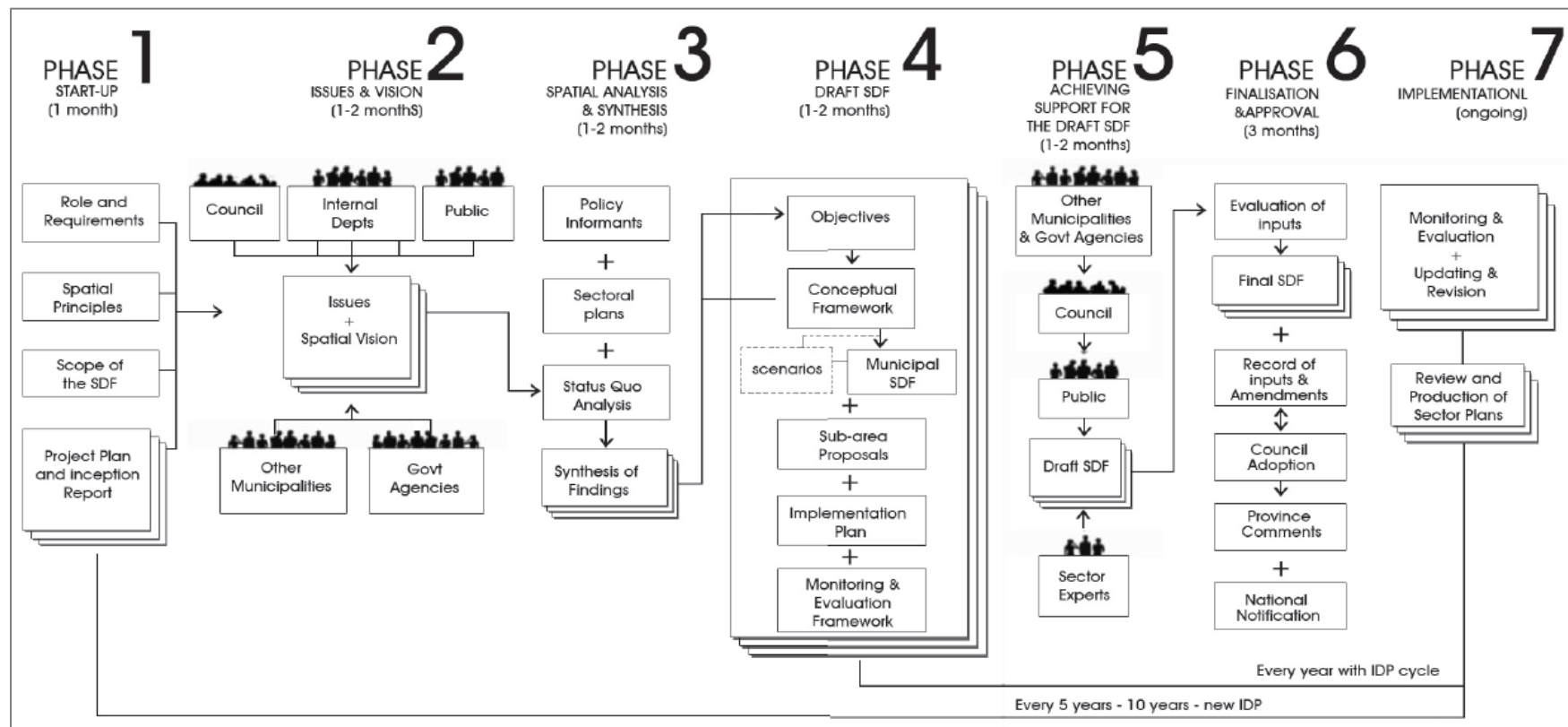


Figure 1: SDF Process

(To be completed according to project progress.)

⁵ DRDLR SDF Guidelines, 2017 <http://www.ruraldevelopment.gov.za/services/299-spatial-planning-and-land-use-management/538-sdf-guidelines#.XN5lqel7nIU>

1.6 Document Structure

The document will contain the following sections:

- Section 1: Background and Introduction
- Section 2: Policy Context
- Section 3: Vision
- Section 4: Status Quo Analysis
- Section 5: Synthesis: Spatial Issues and Opportunities
- Section 6: Spatial Proposals
- Section 7: Implementation Framework

2.1 Introduction: Policy Context

In this section, policy and other strategic guidance with direct relevance for the Msukaligwa SDF will be examined. The implications for the Msukaligwa SDF will be highlighted. It should be noted that this section is not intended to be a comprehensive list of all policies. The focus will be on recent and relevant policy with a direct impact on the Msukaligwa SDF.

2.2 National Policy and Strategic Direction

In addition to the SPLUMA requirements for SDFs as described in the section above, a range of strategic planning instruments, policies and position papers set the strategic direction for spatial development at a national level. National policy and legislation are usually framed as direction-giving, as opposed to local-specific. The focus will be on policy and legislation that provides specific spatial directives.

2.2.1 National Development Plan, Vision 2030

The National Development Plan (NDP) focuses on the following areas; for each of these specific actions and targets have been set:

- Economy and employment
- Economic infrastructure
- Transition to a low-carbon economy
- Inclusive rural economy
- South Africa in the regional and the world
- Human settlements
- Education, training and innovation
- Health care for all
- Social protection
- Building safer communities
- Building a capable state
- Fighting corruption and enhancing accountability
- Transforming society and uniting the country

The NDP sets the overall development direction for the country, also suggesting a National Spatial Development Framework to provide a spatial interpretation of the NDP at national scale.

While the NDP is not specific regarding local spatial direction, there are some policy elements that are of relevance to Msukaligwa and could influence its spatial development. These include:

- Moving towards a non-carbon economy, e.g. in South Africa decreasing the reliance on coal-fired power stations is a big issue. Msukaligwa's economy is partly reliant on coal mining and transport. It would be necessary to identify opportunities to diversify the economy to buffer the impact of a decreased reliance on coal in future.
- A move away from this sector will require the diversification of the local economy toward the tertiary sector and greener solutions like renewable energy
- Consideration of alternative, higher value adding economic sectors and related skills that would be required to support such sectors. E.g. more focus on secondary sector (manufacturing) and tertiary sector (outsourced services such as call centres, etc.) For some sectors reskilling / ABET initiatives may be required.
- Related to the above, linking into regional opportunities. Msukaligwa is well placed regionally, with major roads and rail flowing through Ermelo acting as a central place.
- Eliminate health and other social infrastructure backlogs; find alternative ways of delivering health / social services in dispersed rural areas where thresholds are not high enough to support permanent facilities. This is especially relevant for the small towns in the area.
- Reactivate rural economies, activated through improved infrastructure and service delivery, a review of land tenure, services to small and micro farmers, a review of mining industry commitments to social investment, and tourism investments.
- Establishing a network of viable rural nodes where communities can access services will be important for rural development in Msukaligwa.
- Among its high level directives, the NDP notes certain spatial focus areas. Of relevance are:
 - Ermelo – Richards Bay freight corridor (via the N2) which is noted as an important national corridor
 - Ermelo - N17 link to eSwatini (former Swaziland)
 - Msukaligwa with its mining resources, agriculture and natural environmental assets could also be considered a resource critical area.

2.2.2 Medium Term Strategic Framework (MTSF), 2014-19

The current MTSF is the government's strategic plan for the electoral term that ended in 2019. It is expected that it will be reviewed and a new MTSF be released for the electoral term that just commenced. It contains the actions and targets for Government. To give effect of the objectives of the MTSF, 14 Outcomes have been formulated which are:

- 1) Quality basic education
- 2) Long and healthy life for all South Africans
- 3) All people in South Africa are and feel safe
- 4) Decent employment through inclusive growth
- 5) A skilled and capable workforce to support an inclusive growth path
- 6) An efficient, competitive and responsive economic infrastructure network
- 7) Vibrant, equitable, sustainable rural communities contributing towards food security for all
- 8) Sustainable human settlements and improved quality of household life

- 9) Responsive, accountable, effective and efficient local government
- 10) Protect and enhance our environmental assets and natural resources
- 11) Create a better South Africa and contribute to a better Africa and a better world
- 12) An efficient, effective and development-oriented public service
- 13) A comprehensive, responsive and sustainable social protection system
- 14) A diverse, socially cohesive society with a common national identity

For each outcome, a set of sub-outcomes with specific targets and indicators have been set. The targets with associated actions and indicators are focussed at national and provincial scale. For example, Outcome 7 (Rural Development) has a sub-outcome relating to “increase access to quality infrastructure and functional services, particularly in education, healthcare and public transport in rural area’ where quantitative targets have been set, e.g. for the number of households provided with electricity.

These targets are set at national level, and provincial and local targets set in strategic planning processes should contribute to achieving the national target. The impact on the SDF is at a strategic level, e.g. ensuring that natural resources are mapped at a local scale and not impacted on by development proposal, identifying areas that still lack access to basic services, prioritising agricultural areas for food security, etc.

2.2.3 Spatial Planning and Land Use Management Act, 16 of 2013

Development principles contained in SPLUMA should guide spatial planning in the country. The spatial principles are:

- (a) The principle of **spatial justice**, whereby—
 - (i) past spatial and other development imbalances must be redressed through improved access to and use of land;
 - (ii) spatial development frameworks and policies at all spheres of government must address the inclusion of persons and areas that were previously excluded, with an emphasis on informal settlements, former homeland areas and areas characterised by widespread poverty and deprivation;
 - (iii) spatial planning mechanisms, including land use schemes, must incorporate provisions that enable redress in access to land by disadvantaged communities and persons;
 - (iv) land use management systems must include all areas of a municipality and specifically include provisions that are flexible and appropriate for the management of disadvantaged areas, informal settlements and former homeland areas;
 - (v) land development procedures must include provisions that accommodate access to secure tenure and the incremental upgrading of informal areas; and
 - (vi) a Municipal Planning Tribunal considering an application before it, may not be impeded or restricted in the exercise of its discretion solely on the ground that the value of land or property is affected by the outcome of the application;
- (b) the principle of **spatial sustainability**, whereby spatial planning and land use management systems must—
 - (i) promote land development that is within the fiscal, institutional and administrative means of the Republic;
 - (ii) ensure that special consideration is given to the protection of prime and unique agricultural land;
 - (iii) uphold consistency of land use measures in accordance with environmental management instruments;

- (iv) promote and stimulate the effective and equitable functioning of land markets;
 - (v) consider all current and future costs to all parties for the provision of infrastructure and social services in land developments;
 - (vi) promote land development in locations that are sustainable and limit urban sprawl; and
 - (vii) result in communities that are viable;
- (c) the principle of **efficiency**, whereby—
- (i) land development optimises the use of existing resources and infrastructure;
 - (ii) decision-making procedures are designed to minimise negative financial, social, economic or environmental impacts; and
 - (iii) development application procedures are efficient and streamlined and timeframes are adhered to by all parties;
- (d) the principle of **spatial resilience**, whereby flexibility in spatial plans, policies and land use management systems are accommodated to ensure sustainable livelihoods in communities most likely to suffer the impacts of economic and environmental shocks; and
- (e) the principle of **good administration**, whereby—
- (i) all spheres of government ensure an integrated approach to land use and land development that is guided by the spatial planning and land use management systems as embodied in this Act;
 - (ii) all government departments must provide their sector inputs and comply with any other prescribed requirements during the preparation or amendment of spatial development frameworks;
 - (iii) the requirements of any law relating to land development and land use are met timeously;
 - (iv) the preparation and amendment of spatial plans, policies, land use schemes as well as procedures for development applications, include transparent processes of public participation that afford all parties the opportunity to provide inputs on matters affecting them; and
 - (v) policies, legislation and procedures must be clearly set in order to inform and empower members of the public.

The spatial application of the development principles in Msukaligwa means a focus on the following:

- Addressing rural development and access to services in areas currently not serviced or where low levels of development persist.
- Management of sprawling human settlements to ensure a more compact form for more efficient service delivery and to limit impact on natural resources. Ensuring that former “buffer zones” separating area are used for infill development.
- Identification of areas where important resources should be protected, e.g. natural areas or productive agricultural land.
- Identifying areas for targeted investment to address specific challenges in terms of access to services and economic opportunity.
- Through the SDF, guiding the development of an appropriate land use management system.

2.2.4 National Infrastructure Plan (NIP)

The NIP was established to integrate strategic infrastructure projects nationally to promote:

- re- industrialisation through manufacturing of inputs, components and machinery;

- skills development aimed at critical categories;
- greening the economy; and
- empowerment.

Eighteen Strategic Integrated Projects (SIPs) have been identified. While not much spatial information is available in the public domain for all the specific SIP projects, some projects have been identified that may have an impact on Msukaligwa.:

- SIP1, which mainly deals with minerals in the Waterberg area, also includes a freight transport component down to Richards Bay. This new part of this link will consist of rail from Lephalale in Limpopo to Ermelo. No information on time frames was available at time of writing.
- The energy generation focussed SIP9 includes resource areas for coal. In the short to medium term while coal powered energy is still the main source of energy nationally, the coal fields situation in Msukaligwa may play a role as a resource area, with implications for road and rail based transport of coal to power stations.
- SIPs 11 and 18 focussing on rural development and infrastructure backlogs may be applicable to some areas in Msukaligwa, although not specific information is available at the stage of writing.

2.2.5 National Spatial Development Framework (2019, draft)

At the time of writing, a new draft National Spatial Development Framework was being finalised. While no final document was available, it does appear that some of the direction-giving elements emanating from the draft NSDF were included in the new Mpumalanga Spatial Development Framework (MSDF).

The MSDF will be used as reference point to inform the Msukaligwa SDF to ensure that this new framework is considered in the formulation of the Msukaligwa SDF. Should a final NSDF become available during the course of SDF formulation, its provisions will be considered and included.

2.2.6 National Transport Master Plan (NATMAP) 2050

The goal of NATMAP is to develop a dynamic, long-term and sustainable land use, multi-modal transportation system for the development of networks, infrastructure facilities, interchange and termini facilities, and service delivery strategies for South Africa. The core directives are to:

- Place greater emphasis on developing rail as a transportation medium,
- Ensure greater integration between land use development and transportation planning; and
- Put more emphasis on enhancing development of several priority national transport corridors.

Msukaligwa will be directly affected by some of the long term projects proposed in NATMAP 2050:⁶

- A new high speed rail is proposed to link Gauteng to Durban, which will pass through Ermelo, indicated as [30] on figure below. This however appear to be a longer term project.
- A more likely project is the upgrade of the freight rail from Ermelo to Richards Bay, and the extension of freight lines from the north through Ermelo (part of SIP1). These are indicated as [72] and [104] on the figure below.

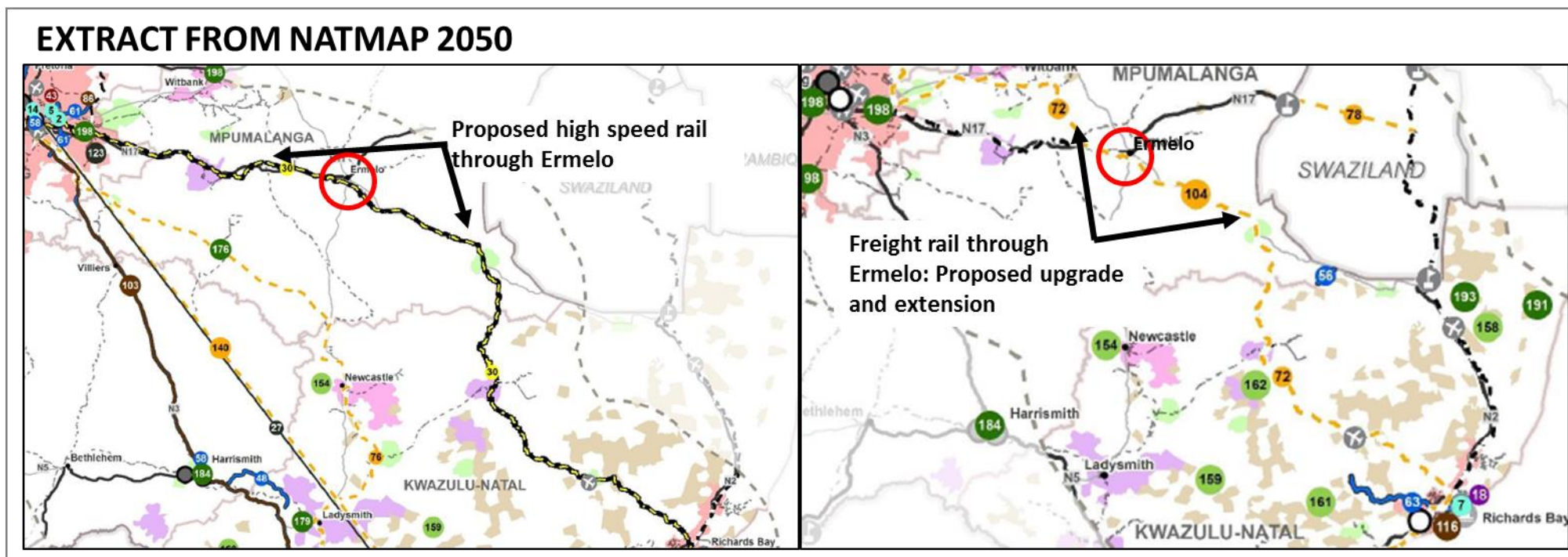


Figure 2: Proposed Rail (NATMAP 2050)

⁶ Extract from maps contained in NATMAP 2050 document. http://www.transport.gov.za/documents/11623/39906/13_ImplementationMethodology2017.pdf/a79d2a45-eb3b-4d67-ada9-ed63af4d3308

2.2.7 Comprehensive Rural Development Programme, 2009⁷

The DRDLR states that the “CRDP is focused on enabling rural people to take control of their destiny, with the support from government, and thereby dealing effectively with rural poverty through the optimal use and management of natural resources. This will be achieved through a co-ordinated and integrated broad based agrarian transformation as well as the strategic investment in economic and social infrastructure that will benefit the entire rural communities.” To ensure the achievement of rural development objectives, a three-pronged strategy including agrarian transformation, rural development and land reform is proposed:

- Agrarian Transformation: increased production and the optimal and sustainable use of natural resources; livestock farming and cropping, including the related value chain processes; the establishment and strengthening of rural livelihoods for vibrant local economic development; the use of appropriate technology, modern approaches and indigenous knowledge systems; and food security, dignity and an improved quality of life for each rural household.
- Rural development: the establishment of economic and social infrastructure.
- Land Reform: Increasing the pace of land redistribution; fast-track the settlement of labour tenant claims, especially in KwaZulu-Natal and Mpumalanga; speeding up the settlement of outstanding land restitution claims; and effective support to all land reform programmes through land planning and information.

In terms of impact on the Msukaligwa SDF, the first consideration would be any land claims and land reform initiatives and their impact on development proposals.

Secondly, the Department of Rural Development and Land Reform recently launched the Agri Parks Programme with the aim to support the agricultural sector in selected nodes across the country. The model includes a central node (Agri Park), linked to Farmer Production Support Units (FPSUs) that will lend more direct support to local farmers. There is no designated Agri Park in Msukaligwa, as Mkhondo is the preferred site for an Agri Park in the Gert Sibande District. Msukaligwa has been designated for Farmer Production Support Units (FPSUs) in the following locations:⁸

Municipality	Location of FPSU	Main Commodities	Priority
Msukaligwa	Sheepmore	Vegetables, livestock, grains, fruit (appels, berries),	Phase 1
	Chrissiesmeer	dry beans	Phase 2
	Ermelo		Phase 3
	Breyten		Phase 4

Table 2: Msukaligwa FPSUs

The FPSU concept is described in more detail in the figure below:⁹

⁷http://www.ruraldevelopment.gov.za/DLA-Internet/content/pages/CRDP_Background_and_Framework.jsp.

⁸ Gert Sibande District Rural Development Plan, 2017.

⁹ DRDLR. <http://www.ruraldevelopment.gov.za/agri-parks/362-agri-parks/1144-farmer-production-support-unit-fpsu#.XOT-8-l7nIU>

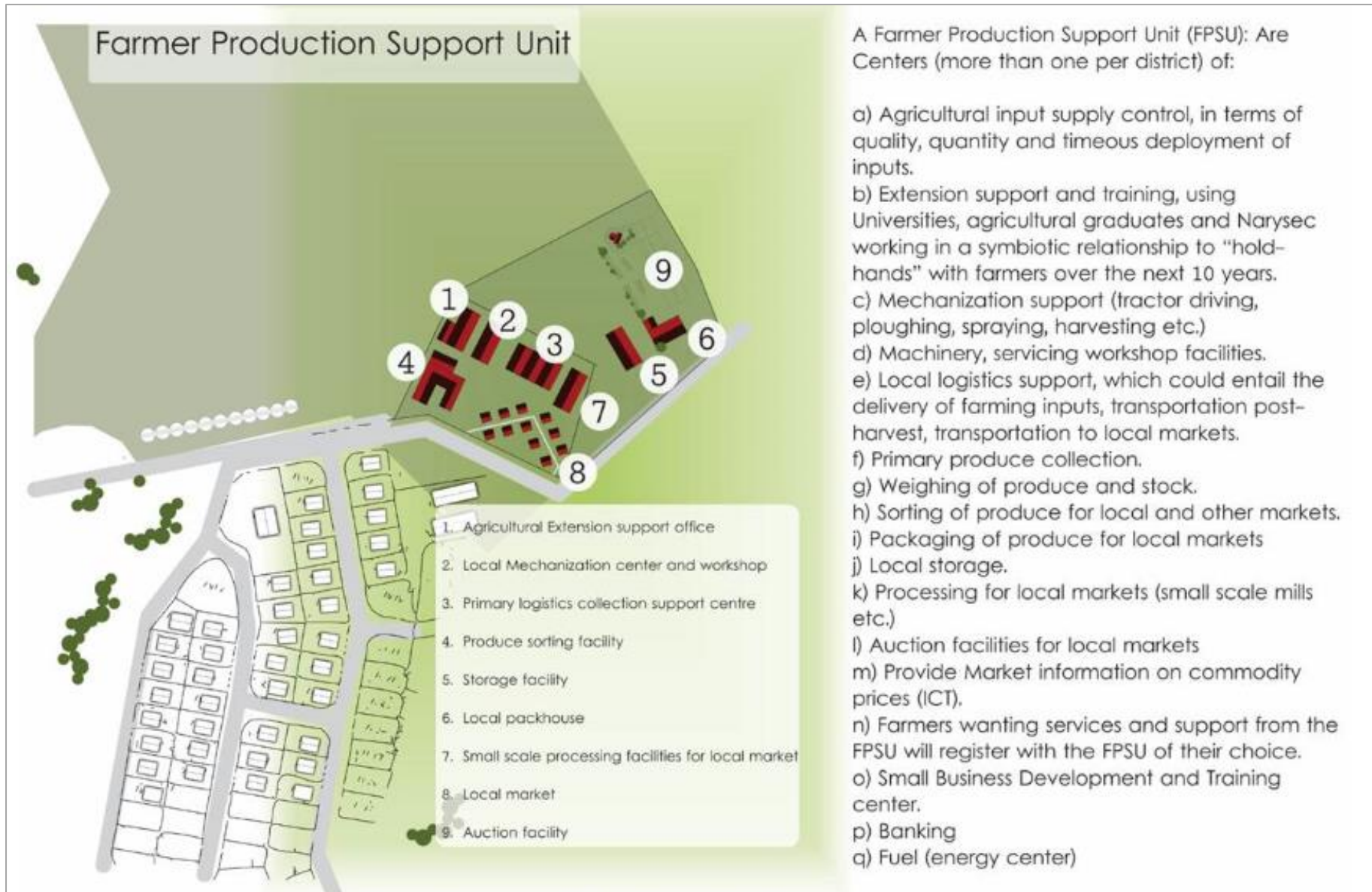


Figure 3: FPSU Concept

2.2.8 Integrated Urban Development Framework (IUDF) 2016

The (IUDF) focuses on the spatial transformation of human settlements or a New Deal for South African towns and cities. The IUDF contains four strategic goals:

- Spatial integration: To forge new spatial forms in settlement, transport, social and economic areas.
- Inclusion and access: To ensure people have access to social and economic services, opportunities and choices.
- Growth: To harness urban dynamism for inclusive, sustainable economic growth and development.
- Governance: To enhance the capacity of the state and its citizens to work together to achieve spatial and social integration.

To implement the strategic goals, the IUDF contains nine policy levers which are:

- Integrated urban planning as the basis for achieving integrated urban development, which follows a specific sequence of urban policy actions
- Integrated transport
- Targeted investments into integrated human settlements
- Integrated infrastructure network systems
- Efficient land governance, which all together can trigger
- Economic diversification and inclusion
- Empowered communities
- Effective governance and financial reform

Following the approval of the IUDF and IUDF Implementation Framework (2016-2019), the implementation of the framework is set to proceed as follows:¹⁰

- CSP: Supports the eight metros with work across all nine levers of the IUDF.
- ICMP: Funds mobilised for 37 intermediate cities – methodology is being tested through two pilot projects in uMhlatuze and Polokwane.
- SALGA: Small town regeneration programme with an initial focus on the Karoo as an economic development region.
- Partnerships with research institutes, universities, donor agencies and other stakeholders to foster an ‘urban think-tank’ and enhanced advocacy for urban development
- Work taking place across the nine levers with participation from a number of departments and agencies.

Figure 4: IUDF Intermediate Cities

Large Semi-diversified	Mining	Manufacturing	Service Centre	Low GVA/High Pop/High density
Emfuleni	Rustenburg	Mogale City	Matlosana	Bushbuckridge
Msunduzi	Matjhabeng	Newcastle	Maluti a Phofung	Makhado
Mbombela	Emalahleni	Govan Mbeki	Nkomazi	Greater Tzaneen
Polokwane	Madibeng	uMhlatuze	Thulamela	Mafikeng
	Rand West	Drakenstein	Sol Plaatjie	Enoch Mgijima
	Steve Tshwete	KwaDukuza	Mogalakwena	King Sabata
	Merafong	Alfred Duma	Ventersdorp/Tlokwe	
	Gr Tubatse/Fetakgomo	Metsimaholo	George	
	Ba-Phalaborwa	Stellenbosch	Gr Giyani	
	Lephalale		Ray Nkonyeni	

¹⁰ COGTA, 2018 at <http://www.cogta.gov.za/?p=4574>

At the time of writing, Msukaligwa LM was not directly impacted by the first round of IUDF implementation¹¹. No settlement in Msukaligwa has been classified as either a metro or intermediate city, implying that all settlements would resort under the category of small towns.

2.2.9 Human Settlements Policy

At the time of writing, the Human Settlements Master Spatial Plan was mentioned in presentations and other documents, but no final version of the document was available for review. The National Strategy for Sustainable Development (Breaking New Ground) (2004) is as such still regarded as the official human settlements policy. The plan promotes the creation of a non-racial, integrated society through the development of sustainable human settlements and quality housing. It sets the following objectives:

- Accelerate housing delivery;
- Improve the quality of housing products and environments;
- Ensure asset creation;
- Ensure a single, efficient formal housing market; and
- Restructure and integrate human settlements.

In the absence of specific spatial guidance at a national level, the Provincial human settlements plan and Provincial SDF will be consulted to inform the Msukaligwa SDF.

2.2.10 National Water Resource Strategy, 2013

The Strategy deals with the protection and use of water resources at a national scale. The south western part of Msukaligwa is part of the Upper Vaal Catchment, which is one of the strategic water areas. No large scale projects are planned for the Msukaligwa area in terms of the lists contained in the strategy document. Of importance to Msukaligwa is to recognised the significance of protection of its water resources for regional benefit. For local spatial planning, the implications are to identify the relevant water sources, and ensure that these are not adversely impacted on by human development (e.g. settlements, agriculture, mining, etc.). Environmental data on strategic water resource areas will be used to delineate such areas in the SDF process.

Spatial form should also adhere to the SPLUMA principles to ensure efficient development.

Information contained in the strategy, e.g. water transfer areas, will be considered in the Status Quo Analysis.

¹¹ COGTA, 2018. Presentation to DBSA Infrastructure Dialogues workshop 17 May 2018

2.2.11 Draft National Climate Change Adaptation Strategy, 2019

The vision stated in the Strategy is:

To transition to a climate resilient South Africa, which will follow a sustainable development path, guided by anticipation, adaptation and recovery from a changing climate and environment to achieve our development aspirations.

The Draft Strategy outlines nine interventions at a national scale that at present has no direct spatial implication for Msukaligwa. Some of the mechanisms and research emanating from the Strategy may be applicable in future.



Figure 5: National Climate Change Interventions

2.3 Provincial Policy and Strategic Direction

More specific direction-giving detail is provided at a Provincial Scale, with more direct implications for the Msukaligwa SDF. The following were considered to be relevant:

2.3.1 Mpumalanga Vision, 2030 (2013-2030)

The Mpumalanga Vision 2030 document was developed as a province-specific implementation framework for the National Development Plan. The Mpumalanga Vision 2030 document formulated a developmental rationale for the province which was based on the following eight Key Drivers:

Key Driver 1: Nodal Development	Key Driver 2: Business, Commercial and Industrial Development
Key Driver 3: Tourism Development	Key Driver 4: Forestry Development
Key Driver 5: Agricultural Development	Key Driver 6: Mining and Energy Related Development
Key Driver 7: Urban Development	Key Driver 8: Rural Development

These Drivers have been taken into account in the formulation of the new Mpumalanga SDF. For the purpose of the Msukaligwa SDF, direct spatial guidance will as such be taken from the Mpumalanga SDF.

2.3.2 Mpumalanga Spatial Development Framework (MSDF), 2019

The MSDF interprets national policy in a provincial contexts and provides directs spatial guidance for the future development of the Province. In terms of the MSDF, Msukaligwa are part of both the provincial tourism belt and provincial mining belt. Ermelo is regarded as a key economic growth and innovation centre with a focus on mining, transport/logistics and agriculture. Ermelo is also defined as a regional service centre that should provide high level social services to surrounding areas. Msukaligwa is set to play an increasingly important role in provincial connectivity and corridor development, with Ermelo as a central node for a number significant existing and future corridors (freight rail, passenger transport, road transport).

EXTRACT: MPUMALANGA SPATIAL DEVELOPMENT FRAMEWORK 2019

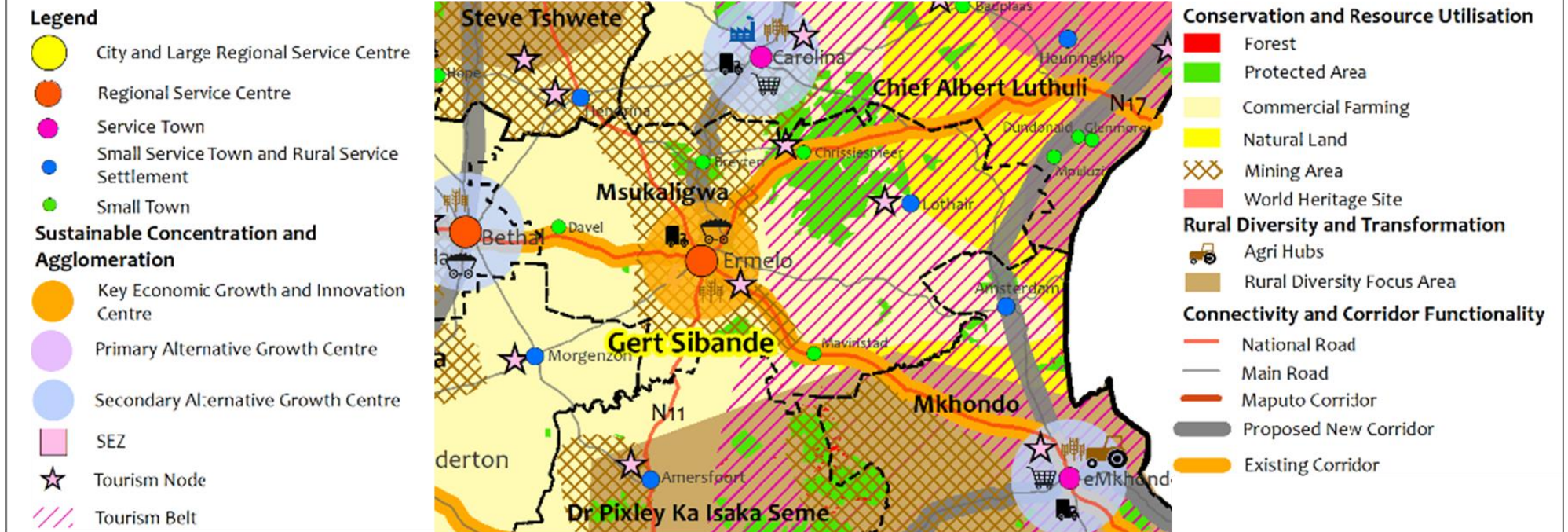


Figure 6: MSDF

Msukaligwa is also specifically included as a spatial focus area in relation to the following strategies contained in the MSDF:

- Ermelo is a node along various major existing and proposed corridors, including:
 - N17-N12 Corridor, linking Gauteng and KZN.
 - N11 Limpopo-Mpumalanga-K24 Corridor, linking Limpopo from Mokopane / Groblersdal.
 - Proposed passenger rail corridor along N17 to eSwatini.
 - Ermelo is noted to have an important role to play to strengthen regional linkages and economic infrastructure.

Current and proposed corridors are shown on the figure to the right.

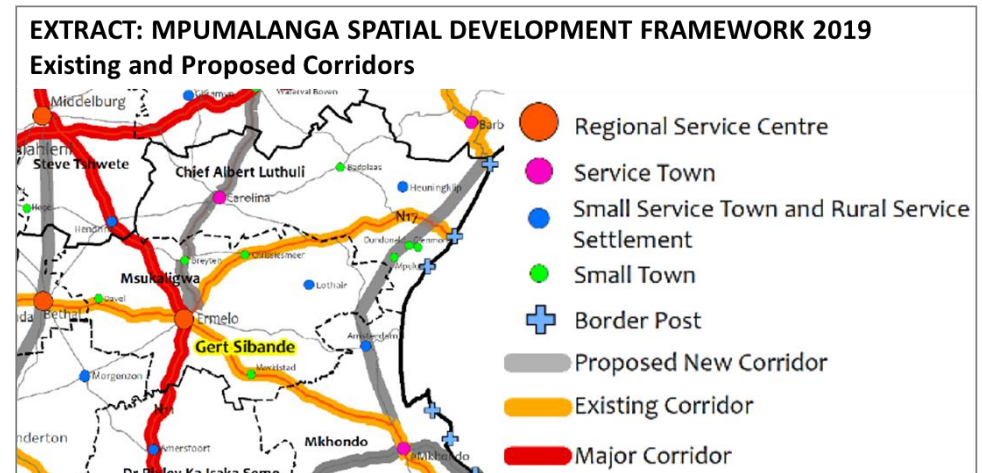


Figure 7: Corridors

- It is proposed to strengthen the economic bases of the key urban centres, with Ermelo being a key focus area for agriculture and related activities, mining, utilities and power generation, as well as transport and logistics.
- Ermelo is included in the spatial targeting to leverage on existing resources for industrial, mining and commercial uses.
- In a strategy to exploit the “Fourth Industrial Revolution”, it is suggested to develop business incubation centres and innovation centres, as well as training and educational institutes, at various towns including Ermelo
- The Lake District at Chrissiesmeer is one of the area targeted for the development of underdeveloped and undeveloped tourism areas and development of necessary tourist facilities.
- Township economic development is proposed for various areas in Msukaligwa i.e. Kwachibikhulu, Kwadela, Kwazenele, Phumula, Silindile.
- It is proposed that the environmental heritage and conservation areas, biodiversity hotspots and ecological corridors should be treated as a special Biodiversity Management Zone to be actively protected, managed and enhanced so as to ensure that these are not degraded by mining, forestry, agricultural and human settlement activities. This includes the Chrissiesmeer Lakes District.
- High agricultural potential exists across most the Msukaligwa and should be managed and protected.
- It is proposed that “Special Control Zones” be developed to regulate mining activities Mpumalanga Lakes District (including Chrissiesmeer).
- It is proposed to consolidate settlement development and growth by way of infill development and densification of human settlements in the identified Strategic Development Areas (SDA’s) and housing priority areas, including identified restructuring zones in identified Restructuring Zones in Ermelo.
- Improving the water reliability and water quality in priority areas and densely populated areas is set as a strategy, with Msukaligwa LM being included as one of the Priority 1 areas.

The detailed spatial proposals in the MSDF will be taken into account in the proposals made in the Msukaligwa SDF. The MSDF pulls together significant aspects of sectoral plans and policies in the province, and will be regarded as the overall provincial spatial guiding framework.

2.3.3 Mpumalanga Industrial Development Plan (MIDP), 2015

The MIDP aims to promote industrialisation in the province by establishing Industrial Centres of Competence in targeted industrial sectors within specific regions.

The following hubs are proposed:

- Mining and Metals Technology Park- A comprehensive facility for promoting industrial development within the mining and metals manufacturing sectors. This should be logistically well-positioned, adjacent to the N4 between eMalahleni and Middelburg and have a size of around 600 hectares.
- Forestry Technology Park- It will provide a platform for inter-firm cooperation, and lead to specialisation and improvement in quality standards for exports out of the Province. The park will be based at Sabie.
- International Fresh Produce Market- A site has been identified close to Nelspruit and the Riverside Park mixed-use regional node. Development has commenced.
- Petrochemicals Technology Park- The Park is aimed at stimulating economic growth and job creation, both through small, medium and micro-sized enterprise (SMME) incubation and large-scale production. This park is based at Secunda.
- Agro-processing Technology Park- The park has been proposed within the Nkomazi SEZ. The proposed Technology Park will serve as a hub for the development of other rural nodes, such as the proposed agro-processing hub in Bushbuckridge linked to the Dumphries C Irrigation Scheme and the Giba Community Property Association farming development near Hazyview.

Msukaligwa is not directly impact by the MIDP and its priority hubs.

2.3.4 Mpumalanga Biodiversity Sector Plan (MBSP), 2014

The Mpumalanga Tourism and Parks Agency prepared to MBSP in order to guide the use of land in an environmentally sustainable way. According to the MBSP Handbook, “The MBSP is an up-to-date, fine-scale plan that identifies a province-wide network of Critical Biodiversity Areas (CBAs), and Ecological Support Areas (ESAs) that:

- Achieve national and provincial biodiversity targets on the least amount of land possible
- Have the least conflict with other forms of land-use
- Favour areas that are important for freshwater ecosystems and water security
- Promote adaptation to climate change and connectivity across the landscape.”

The MBSP also includes provisions on climate change.

The GIS layers available as part of the MBSP are very fine grain and will be used to inform the Msukaligwa SDF directly in terms of identifying critical biodiversity areas and other relevant environmental information. Large parts of Msukaligwa are regarded as sensitive especially on its eastern side, including the lakes at Chrissiesmeer.

2.3.5 Climate Change Adaptation Strategies for Mpumalanga, 2015

The Climate Change strategies proposed centre on eight themes, for which specific strategies are proposed. The strategies are mainly about research, partnership development and other institutional issues. At present, these strategies does not have any direct spatial implication for Msukaligwa. The application of the SPLUMA principles, and taking into account the MBSP as described above, will however make a contribution to ensuring greater climate change resilience in Msukaligwa.

Focus Area	Strategies
Agriculture	<ul style="list-style-type: none"> Formally establish and strengthen strategic long-term partnerships for Climate Smart Agriculture. Secure, dedicate, and allocate substantial funding to carry out studies within the province. Fund and implement a comprehensive climate change awareness and skills-building programme within the farming communities.
Forestry	<ul style="list-style-type: none"> Conduct further research into the development of more climate resilient trees. Revise site classification models. Review the Sector Disaster Management Plan for Forestry
Rural and Urban Livelihoods and Settlements	<ul style="list-style-type: none"> Devote resources to identifying and providing training on alternate sources of livelihood for different regions and communities within Mpumalanga. Create and strengthen support business development mechanisms for smallholder farmers. Redouble efforts to improve overall socio-economic security and wellbeing. Improve building practices and strengthen monitoring. Leverage existing financial mechanisms. Enhance disaster management and response. Improve information dissemination. Make better use of SPLUMA.
Terrestrial and Aquatic Ecosystems	<ul style="list-style-type: none"> Develop a specialized climate change management programme to focus on protection of Mpumalanga's two main terrestrial ecosystems in the face of climate change. Identify and integrate specific climate-change related priorities and metrics when next revising the Mpumalanga Biodiversity Sector Plan (MBSP). Expand protected areas and promote the protected area expansion strategy. Enhance the use of ecological infrastructure to create natural buffers that create resilience against extreme weather events.
Tourism	<ul style="list-style-type: none"> Formally establish and draw resources to a scientific research project to better understand the impact of ecosystem and biodiversity changes on the tourism sector in Mpumalanga. Identify suitable buffers around protected areas so as not to negatively impact on tourism on reserves. Identify most sensitive or vulnerable tourist sites and site-specific adaptation measures.
Water Supply	<ul style="list-style-type: none"> Establish a cross-sectoral, inter-departmental governance framework to help integrate and mainstream climate change adaptation into all water related operations. Ensure that proposed water related infrastructure projects explicitly integrate climate change resilience into their planning and design stages. Raise performance and efficiency of water service delivery for domestic use, with aggressive quantitative targets.
Human Health	<ul style="list-style-type: none"> Formally join, participate in, and leverage capacity and information from global climate change health networks and knowledge-sharing platforms. Secure, dedicate, and allocate substantial funding for better climate-related health surveillance and monitoring in the province and to carry out studies within Mpumalanga on health impacts of climate change. Fund and implement a comprehensive public health and climate change awareness and adaptive capacity building programme.

Focus Area	Strategies
Disaster Management	<ul style="list-style-type: none"> • Secure, dedicate, and allocate funding for research on specific climate-related disaster risks for Mpumalanga, based on climate change scenarios, including identifying geographic hotspots for each major disaster type. • Develop and implement public awareness and training programmes based on this evidence base to educate people about climate change related disaster risks and responses. • Strengthen overall disaster prevention, disaster management, and disaster response in the province through broad-based capacity building of first responders and relevant officials.

Table 3: Mpumalanga Climate Change Adaptation Strategies

2.3.6 Mpumalanga Human Settlements Master Plan, 2013

The Plan contain the following spatial objectives:

- Promote the availability of residential and employment opportunities in close proximity to each other;
- Contribute towards the correction of historically distorted spatial patterns of settlement in towns by filling the strategically located vacant strips of land between segregated communities, and providing for economic and social integration;
- Optimise the use of existing resources including bulk infrastructure, roads, transportation and social facilities; and
- Contain the phenomenon of urban sprawl in urban areas through the introduction of an Urban Development Boundary/ Urban Edge which will contribute towards the development of more compact towns through processes of infill development and densification – especially around economic activity nodes and along public transport corridors.

The spatial objectives will be applied to the local context of Msukaligwa. In terms of specific spatial implications for human settlement development, Ermelo has been identified as one of the five primary nodes and Breyten and KwaZanele as two of the 40 tertiary nodes in the province. However, at the time of writing, the 2013 document was under review. Its spatial guidance have been incorporated into the new MSDF. For the purpose of the Msukaligwa SDF, spatial guidance will be taken from the MSDF.

2.3.7 Mpumalanga Tourism Strategy (MTS), 2018

The vision for the MTS is “to encourage and support inclusive growth that will sustain and transform the tourism sector, enhance the livelihood of the people and strengthen the competitiveness of the province and a tourism destination”.

The objectives of the MTS are shown in the figure to the right.

Figure 8: MTS Objectives



The new Tourism Strategy is not spatially referenced in detail, but does refer to some place-specific initiatives of relevance for Msukaligwa which include:

- Industrial / agricultural and township tourism for Gert Sibande District to be investigated
- Revitalisation of existing tourism routes and areas (as identified in previous strategy), most of which are located north of Msukaligwa. In Msukaligwa, the Chrissiesmeer area is recognised as an important tourist attraction

Strategies such as place marketing and tourism events will be taken into account in SDF proposals for developing the tourism sector in Msukaligwa.

2.3.8 Provincial Comprehensive Rural Development Programme

Msukaligwa does not form part of the Mpumalanga CRDP focus areas which are Bushbuckridge, Chief Albert Luthuli, Dr JS Moroka, Dr Pixley Ka Isaka Seme, Mkhondo, Nkomazi and Thembisile Hani.

2.4 District Policy and Strategic Direction

2.4.1 Gert Sibande Spatial Development Framework, 2014

The Gert Sibande SDF identified Ermelo as a primary / secondary node, and Breyten, Chrissiesmeer, Lothair and Davel as tertiary / rural nodes. It clearly illustrated the central position of Ermelo in the national and regional movement system, both road and rail.

The area around Chrissiesmeer was identified as a biodiversity conservation node.

The east of Msukaligwa was part of the tourism belt, with the west designated for agriculture and mining.

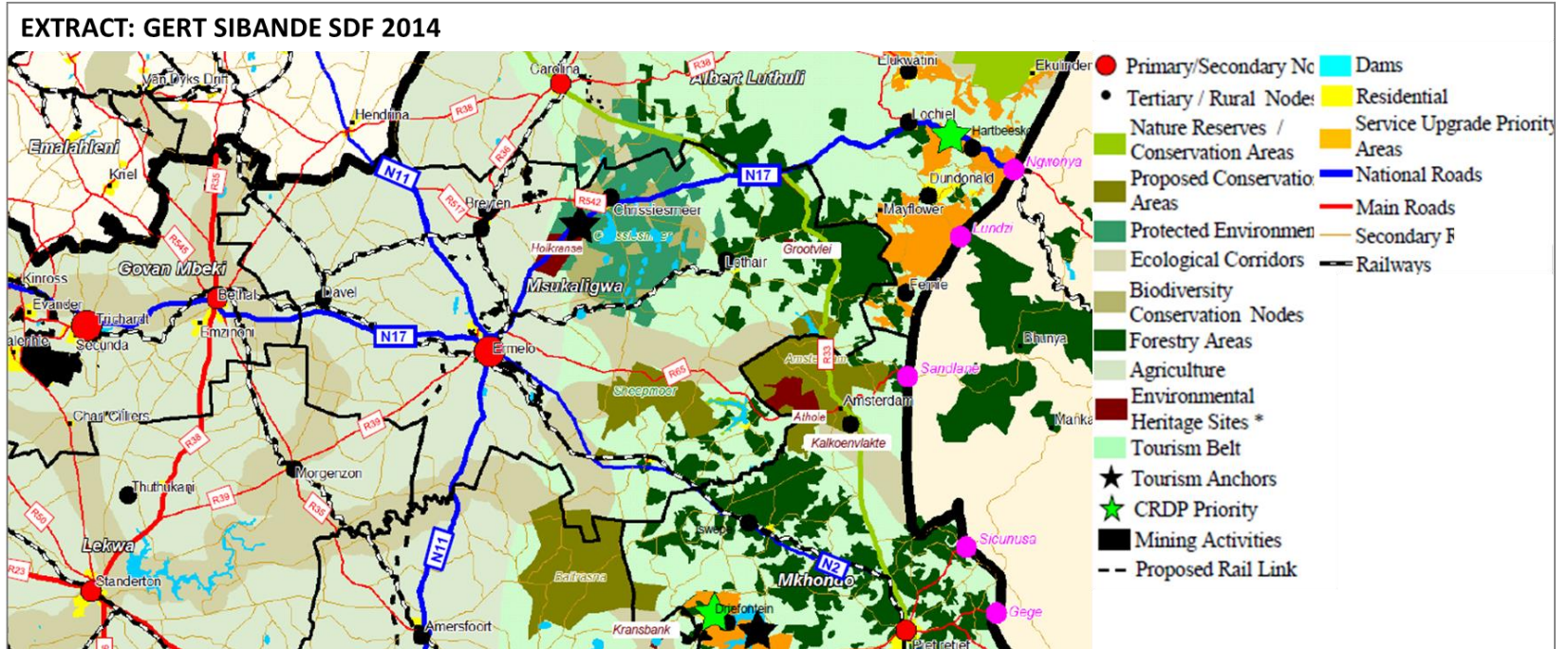


Figure 9: Gert Sibande SDF

2.4.2 Gert Sibande Rural Development Plan (GSRDP), 2017

The purpose of the GSRDP is to address the needs of people who live in extreme poverty and who are subjected to underdevelopment in the rural parts of the Gert Sibande District. It is intended to enhance the impact of intensified and targeted government and private investments in these areas through an assessment of current developmental realities and potential in these areas, culminating in interventions that will bring change in the livelihoods of people. The intention of the GSRDP is also to ensure inclusion of rural areas in spatial planning and land development, with the GSRDP to be incorporated into the District SDF and Local SDF's while projects identified will feed into the District and Local IDP processes. The GSRDP proposes a series of rural development mechanisms, depicted in the figure below.

Figure 10: Rural Development Mechanisms

Mechanism	Description
Economic Infrastructure	Invest in infrastructure that will enhance economic development and job creation: irrigation systems, dams, electricity networks, transport infrastructure, agro industries, farming equipment and markets
Market Infrastructure Development	Support the development of agro -food market infrastructure
Agricultural Business Mechanism	Improving food security by means of the development of a more professional, intensive, organized and open agricultural business/ market mechanism that will help ensure food safety and improve farmers' income
Rural Industrialization	Encourage investment in the agro-industrial sector
Land reform	Effective land reforms and agricultural services are needed in all regions to be able to reduce poverty
Productivity and Competitiveness	Offering financial incentives to increase small farmer productivity by means of improving the productivity and competitiveness of agriculture and the whole food production chain
Technical Support	Providing technical assistance and research information for farmers. Programmes which initially involve a limited number of activities and employ simple, practical technologies should get preference
Institutional Structure	Institutional structures involving public and private sector are required to facilitate support programmes and funding allocation

For more detailed planning and intervention, Rural Intervention Areas are identified, as shown below:

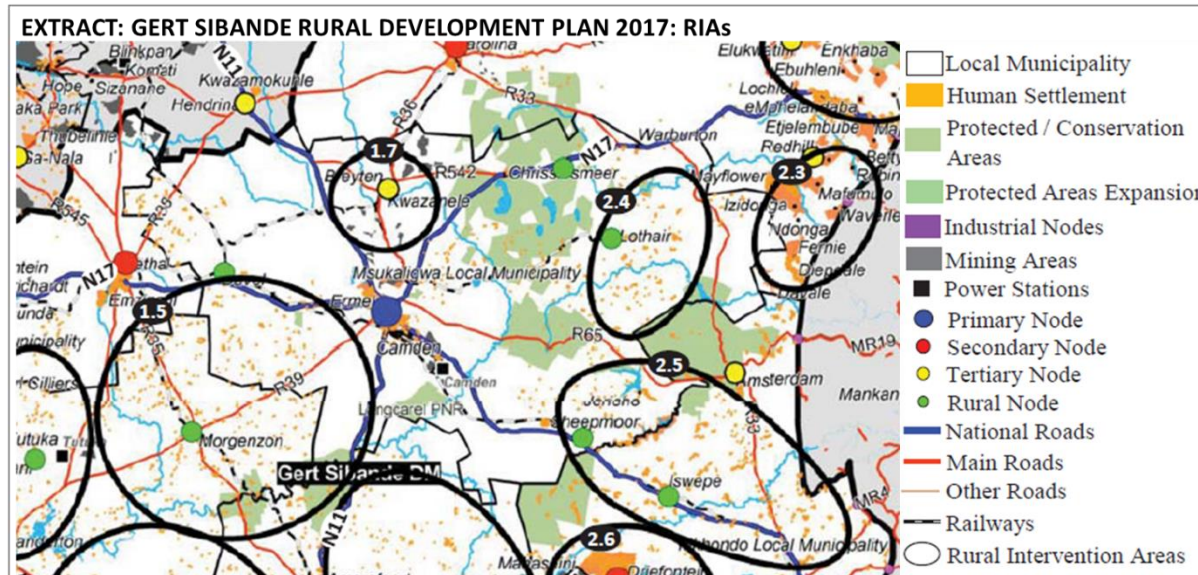


Figure 11: Rural Intervention Areas

The following Rural Implementation Areas (RIAs) are fully or partially located in Msukaligwa:

- RIA 1.5: The same principle was applied in the triangular shaped rural area between Bethal, Ermelo and Amersfoort where Morgenzon can be strengthened as a Rural Node serving surrounding rural communities.
- RIA 1.7: The Breyten-Kwazanele node is central to this Rural Intervention area which is located between Bethal, Ermelo and Carolina. This area is characterised by a number of Land Reform initiatives.
- RIA 2.4: Lothair is the most prominent node within this Rural Intervention Area. It forms part of the forestry belt and a number of Land Reform initiatives are located in the area.

- RIA 2.5: This area includes the forestry areas to the north of route N2 between Ermelo and Piet Retief with Sheepmoor and Iswepe being the main nodal points. There are several incidences of informal settlement in these forested areas with Mondi currently working on the establishment of 9 agri villages in the area.

The proposals for the RIAs are as follows:

- Rural Intervention Area 1.5:
 - Consolidate activities around Morgenzon where there are a number of land reform initiatives underway (Morgenzon is not located in Msukaligwa but part of the hinterland of this RIA is).
 - Potential for poultry, vegetables, livestock, soya and maize
- Rural Intervention Area 1.7:
 - This is an area of high intensity in terms of Land Reform activity (Breyten node)
 - Mining pressure may increase significantly in future
 - Agricultural activities: livestock, maize, deciduous fruits
 - FPSU proposed in area
- Rural Intervention Area 2.4 (Lothair):
 - Settle land claims in and around Lothair
 - Potential for forestry, wool and maize farming
 - Establish wool handling or beneficiation facility
 - Train CPA farm beneficiaries in productive tree farming
 - Establish black-owned co-op to establish grain silo/ share in TWK silo
- Rural Intervention Area 2.5 (Central Core Forestry Area):
 - Served by Amsterdam, Sheepmoore, and Driefontein FPSU's
 - Forestry activity in core and livestock, grains (maize and beans) and vegetables in surrounding areas
 - Establish black-owned co-op to establish grain silo or give small farmers access to silos at Iswepe
 - Train the CPA farms to farm productively with trees
 - Compile business plans for tree farms with emphasis on how to generate income while trees are maturing
 - Provide crucial infrastructure to CPA tree farms:
 - Transport (transportation of harvested trees to mills)
 - Firefighting equipment
 - Formulate strategy for small agri-villages in forests with Mondi/ Sappi initiative

2.4.3 Gert Sibande Integrated Development Plan 2018-19

The IDP sets out the vision and mission of the District:

Vision - A community driven district of excellence and development

Mission - To support and coordinate our local municipalities to provide excellent services and development

The spatial development rationale set out in the Gert Sibande IDP is based on the following development principles, and will be taken into account when formulating the SDF:

- Actively protect, enhance and manage the natural environmental resources of the District by way of the guidelines provided in the GSDM Environmental Management Framework (EMF).
- Optimally capitalise on the strategic location of the District through strengthening of the five national/provincial economic corridors, and to functionally link all towns and settlements to one another and to surrounding regions.
- Establish a functional hierarchy of nodal points in the Gert Sibande District area to optimise the delivery of social and engineering infrastructure/services, promote local economic development, and protect valuable agricultural land.
- Provide a full range of social services at all the identified nodal points, in accordance with the nationally approved Thusong Centre concept.
- Consolidate the urban structure of the District around the highest order centres by way of residential infill development and densification in Strategic Development Areas (SDAs) identified in Municipal Spatial Development Frameworks.
- Ensure that all areas in the GSDM (urban and rural) are at least provided with the constitutionally mandated minimum levels of services as prescribed by the NDP and enshrined in the Constitution.
- Utilise the Chrissiesmeer-Heyshope-Wakkerstroom precincts as Tourism Anchors around which to develop and promote the eastern parts of the District (around route R33) as a Primary Tourism Corridor.
- Promote forestry within and along the identified Primary Tourism Corridor.
- Promote intensive and extensive commercial farming activities throughout the District, and facilitate Agrarian Transformation within the CRDP priority areas.
- Facilitate and accommodate mining in the District in a sustainable manner in order to support local electricity generation and industrial development.
- Unlock the industrial development potential of existing towns through developing industry specific Special Economic Zones/Economic Clusters throughout the District, in line with the Mpumalanga SDF and the Mpumalanga Vision 2030 Strategy in accordance with the following sectors:
 - Agricultural Cluster
 - Forestry Cluster
 - Industrial Cluster
 - Enhance business activities (formal and informal) in the Central Business Districts of identified nodal points in the District, and consolidate business activities around Thusong Centres and modal transfer facilities in rural areas.

The IDP is also clear regarding the land use management challenges in the District. The formulation of updated SDF for the district and local municipalities is one of the steps to be taken towards establishing a fully-fledged land use management system, to be followed by the compilation of Land Use Schemes.

Furthermore, the IDP provide important developmental data that will be taken into account in the formulation of the Msukaligwa SDF.

2.5 Local Policy and Strategic Direction

2.5.1 Msukaligwa Integrated Development Plan 2019/20

Vision: A Beacon of Service Excellence

Mission:

- Enhancing community participation to steer development initiatives towards community needs;
- Advocating and stimulating local economy to promote economic growth and development;
- Improving good governance and measurable service delivery techniques;
- Enhancing effectiveness and efficiency in the utilization of available resources;
- Empowering our communities and the vulnerable groups in particular;
- Working in partnership with all its stakeholders; and
- Continuously mobilizing resources to achieve high standards in service delivery

Strategic Objectives:

- To provide sustainable and reliable services to communities
- To improve the viability and management of municipal finances
- To strengthen the fight against fraud and corruption
- To build a capable workforce to deliver services
- To strengthen public participation, corporate governance and accountability
- To coordinate efforts to address unemployment and poverty
- To ensure long term planning that provides for social cohesion and spatial transformation

The IDP provides a summary of community priority needs, which clearly points to a need for basic service delivery, followed by housing provision.

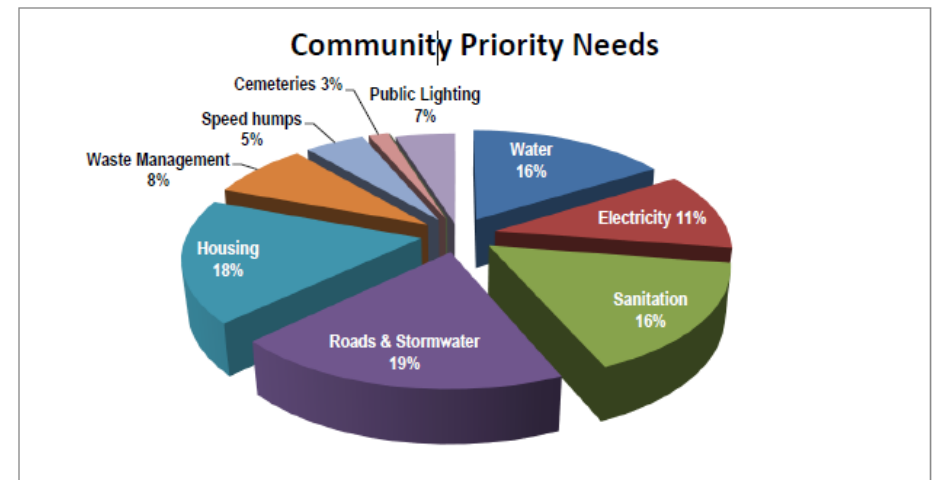


Figure 12: IDP: Community Priority Needs

In the preparation of the SDF, the guidance provided by the vision mission and objectives will be taken into account where spatially applicable. The spatial implication of major projects will be considered. The IDP will also be used for data on service backlogs and similar issues.

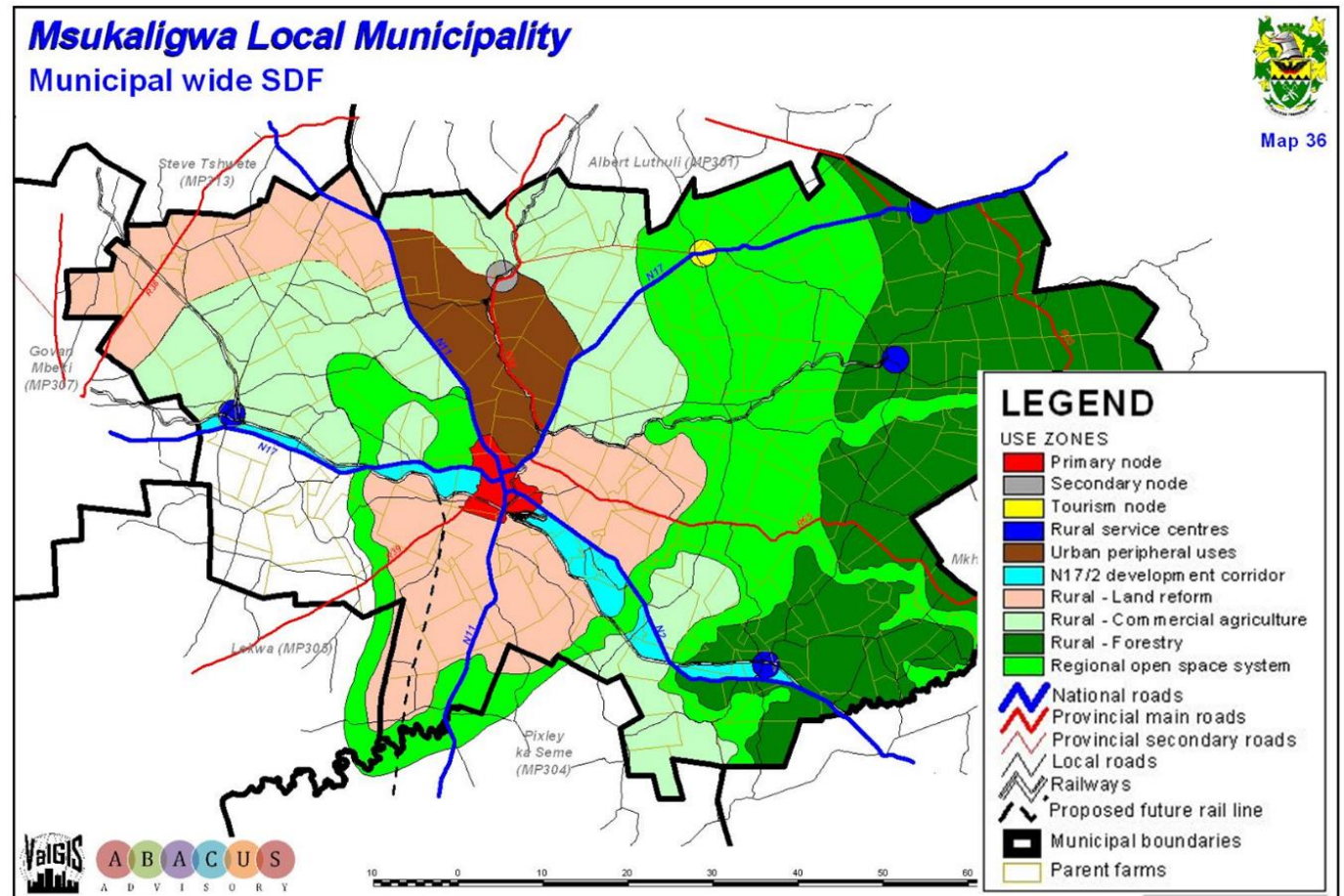
2.5.2 Msukaligwa Spatial Development Framework, 2010

Although the current SDF is fairly dated, the spatial structure proposed in the document will be taken into account in the review process. Strategic spatial planning is based on a long term vision for an area, meaning that many of the proposals, e.g. the nodal and movement structure, would not necessarily change.

The proposed land use structure is shown on the overall SDF map. The SDF 2010 proposes a nodal hierarchy as follows:

- Primary Node : Ermelo/Wesselton
- Secondary Node : Breyten/Kwazanele
- Tourism Node : Chrissiesmeer/Kwachibikhulu
- Rural Service Centres: Davel/Kwadela, Lothair/Silindele, Warburton/Nganga, Sheepmoor

Figure 13: Msukaligwa SDF 2010



It recognises the N17/N2 Development Corridor as an important structuring element. It proposes an urban edge to protect natural and agricultural areas. The eastern part of the municipal area is designated for forestry and parts of the regional open space system, also forming part of tourism development. It designates areas in the west for commercial agriculture and land reform, whilst designating the area between Ermelo and Breyten for urban peripheral uses. These uses include rural residential and agricultural holdings, mining and related uses, low intensity service industries and transport-related concerns, intensive agriculture and beneficiation of agricultural produce, etc.

Assessment of the SDF pointed out that the current SDF does make provision for addressing spatial disparities and protected national resources.

In addition to the overall SDF, spatial development guidelines for the three main nodes were also included. These focused on more specific land uses, areas for expansion, and urban edges.

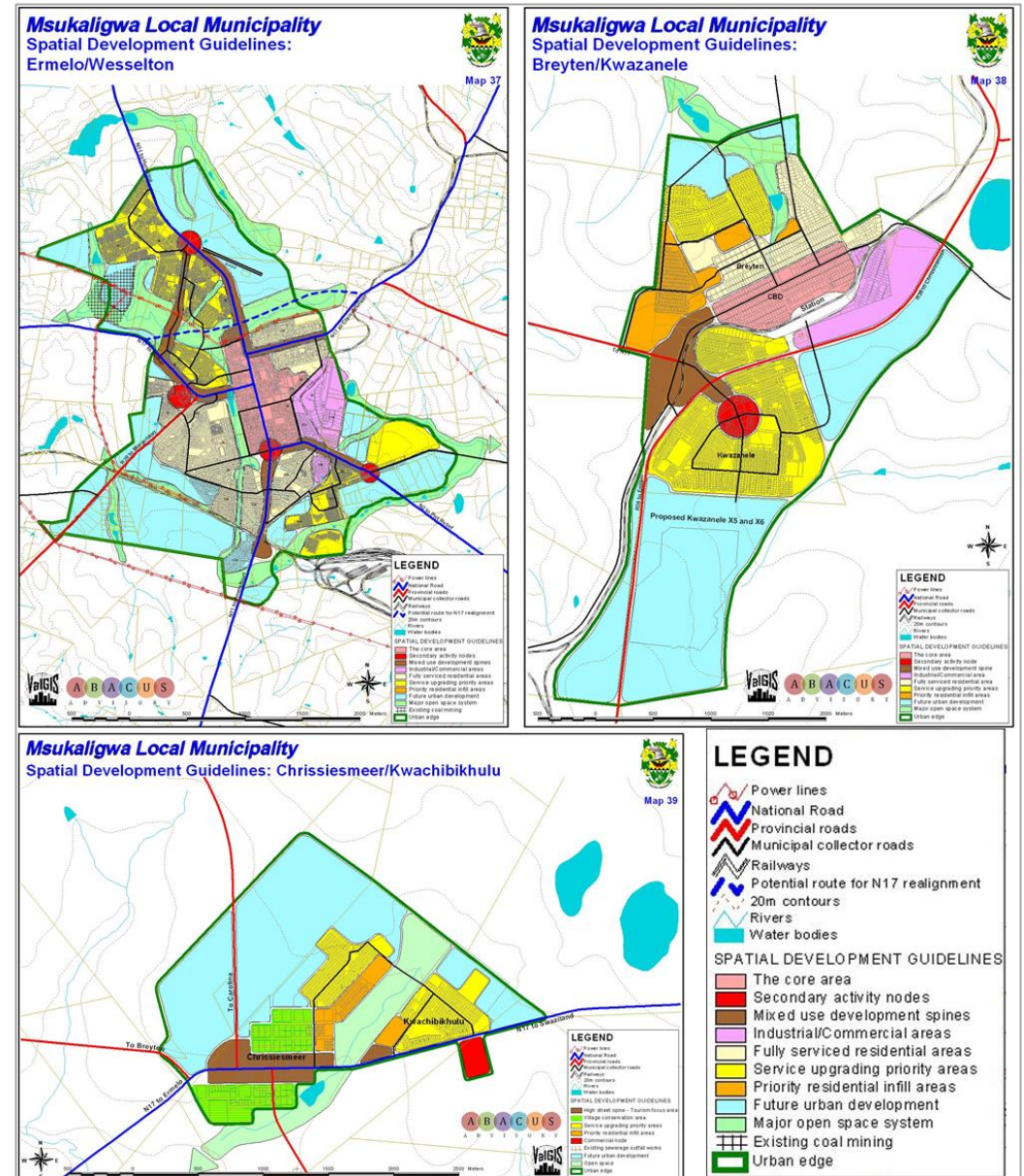


Figure 14: Local Spatial Guidelines 2010

2.5.3 Msukaligwa / Chief Albert Luthuli Environmental Management Framework (EMF), 2010

It is stated in the EMF that the purpose of the EMF is to “serve as a management and decision-making tool that provides authorities with information about the ‘state of the environment’ and the associated planning parameters. It will identify and spatially represent areas of potential conflict between sensitive environments and development proposals thus assisting in integrating social, economic and environmental factors into planning.

The main components of the EMF are as follows:

- 1- Environmental Management Zones: Attributes with similar environmental sensitivities are combined to create zones with associated land use management requirements:
 - Zone 1: Conservation
 - Zone 2: Agriculture
 - Zone 3: Forestry
 - Zone 4: Tourism
 - Zone 5: Urban/residential
 - Zone 6: Mining
 - Zone 7: Industrial and commercial

The management zone guidelines, indicating appropriate land uses and other actions per zone (Table 5.3 of the EMF), will be used as an input in formulating the land use proposals for the SDF.

Other supportive components of the EMF, to also assist with development and land use management at a lower scale than the SDF, are included in the EMF.

- 2- Consolidated Environmental Attributes Map (CEAM): The CEAM consolidates environmental sensitivity attributes at any one point. A sensitivity code is calculated through the addition of environmental sensitivity ratings and the Predominant Sensitivity for a given feature. This code gives an indication of all sensitivity ratings that occur within a feature, and the development constraints linked to these attributes. The Predominant Sensitivity Rank identifies the most sensitive attribute in the area which always predominates.
- 3- Spatial Decision Support Tool: (SDST): The environmental attributes layers and CEAM together form the basis of the SDST, which is based on an Arc GIS platform. The SDST is able to identify and report on attributes’ sensitivity and development constraints in the MALLM area.

EXTRACT: MSUKALIGWA / ALBERT LUTHULI EMF 2010

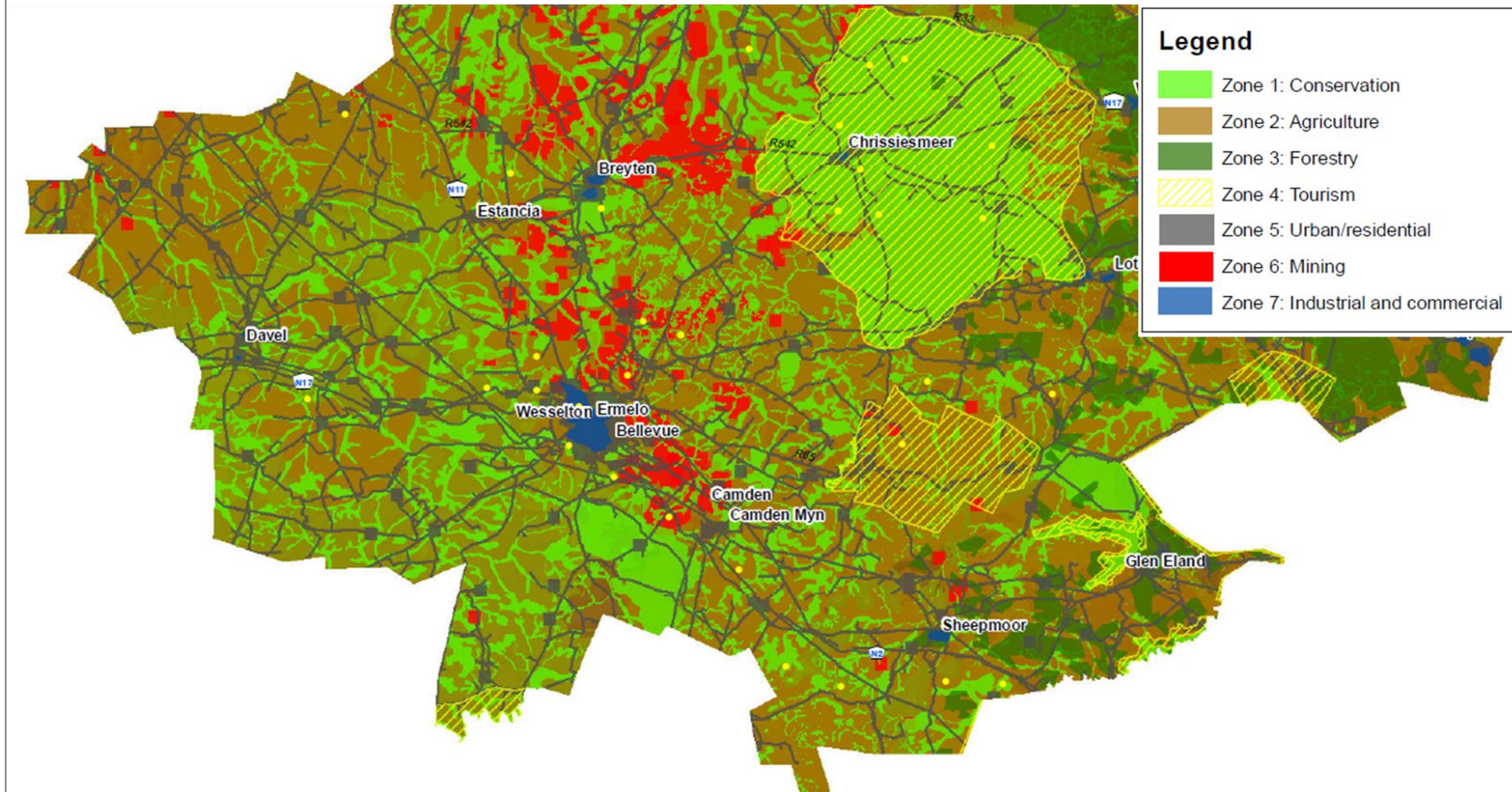


Figure 15: EMF Management Zones

2.5.4 Land Use Management

A spatial planning and land use management by-law has been jointly promulgated in April 2016 for the following local municipalities that form part of the Gert Sibande District:

- Chief Albert Luthuli
- Dipaleseng
- Dr Pixley Ka Isaka Seme
- Lekwa
- Mkhondo
- Msukaligwa

The by-law requires that a Steering Committee oversees the preparation of the SDF, as is currently the case. The by-law also provides for circumstances around a departure from the SDF by development applications and how to deal with such situations.

The provision of this bylaw will be taken into account where land use management proposals are made as part of the Msukaligwa SDF. Msukaligwa does not yet have a wall-to-wall land use scheme as required by SPLUMA. In the development of a new land use scheme, it will have to be kept in mind that mines will also be subject to land use zoning, similar to all other land uses in the municipality.

2.5.5 Horizontal Alignment

The current SDFs for surrounding local municipalities are aligned to the current Msukaligwa SDF in terms of:

- Use of nodal hierarchy.
- Main movement lines, i.e. regional roads and rail, that connect to Msukaligwa.
- Rural land uses, e.g. agricultural and forestry areas, as well as conservation and mining areas.

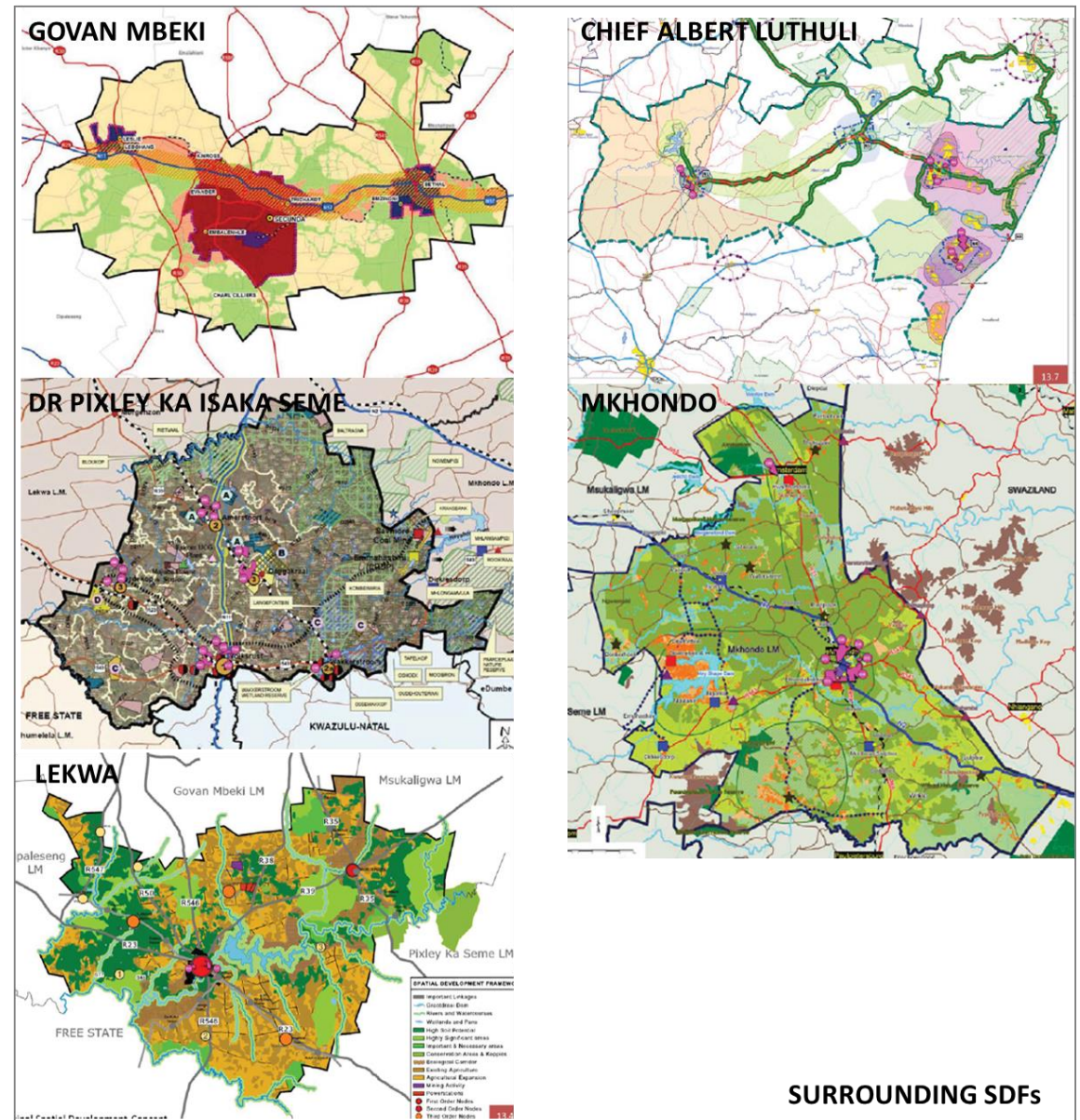


Figure 16: Surrounding SDFs

No specific issues or conflicting proposals were identified in current local SDFs of surrounding municipalities.

Current SDF proposals, as well as SDFs currently being reviewed, will be taken into account when formulating the reviewed Msukaligwa SDF.

2.6 Synthesis: Policy Context

The following emerges a key themes from policy and strategic direction:

- The need to address spatial disparities and stimulate rural development to ensure access to services and economic opportunity prevails. One of the ways to address this is to create a well-connected network of viable rural towns and settlements which provide a range of services and fulfil specific roles in the local economy. The towns / settlements should also be the focus points for housing development.
- The diverse rural nature and natural resources (including ecological systems, agricultural land and mineral resources) of Msukaligwa should be managed and protected.
- Msukaligwa, specifically Ermelo, is located at a central point regionally where road and rail transport both converge and pass through, connecting important national nodes and production areas
- Economic diversification is important for the area, especially in view of moves away from a coal-based economy.

3 SPATIAL VISION

The spatial vision represent the long term development view for Msukaligwa. It will guide the remainder of the document in terms of:

- The issues that will be analysed as part of the Status Quo Analysis, identifying key opportunities and constraints relating to the fulfilment of the vision
- The development objectives and spatial strategies will be formulated with the aim of achieving the vision
- The implementation plan will provide guidance as to the first steps to be taken to fulfil the vision.

The spatial vision is based on the strategic direction set by policy and legislation, as well as the key characteristics of the municipal development context. The key spatial concepts underpinning the vision are:

- Rural development based on a strong, interconnected network of rural nodes, giving access to services and also serving as access point to markets for extensive rural activities such as agriculture, conservation, tourism and mining.
- Protection and sustainable use of natural resources which include productive agricultural land, surface and ground water, mineral deposits and nature areas.
- Enhanced quality of settlements which includes access to basic services, access to appropriate social services, facilitation of economic development and a more compact, connected settlement form to enhance efficiency and prevent the impact of settlement sprawl on natural resources.
- Enhanced regional connectivity for movement of good and people, to ensure that Msukaligwa reaps the benefits of wider regional economies and forms part of regional economic value chains.

The spatial vision is formulated as follows:

Msukaligwa is central to a **diversified, vibrant rural economy** that make optimal use of **natural resources**, supported by a **well-connected network of sustainable rural service and economic nodes**, where **people** have access to services and economic opportunity.

The spatial concepts underlying the vision, as well as the vision statement, will be tested against stakeholder views and inputs.

4 WAY FORWARD

The next phase in the development of the SDF will be the status quo analysis, which will lead to the identification of key spatial issues and opportunities. These will inform the development proposals of the SDF.