



REVIEW OF A MUNICIPAL SPATIAL DEVELOPMENT FRAMEWORK (SDF) FOR THE DR PIXLEY KA ISAKA SEME MUNICIPALITY: MPUMALANGA PROVINCE

POLICY CONTEXT AND VISION DIRECTIVE
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1. INTRODUCTION

The Dr Pixley Ka Isaka Seme Spatial Development Framework 2019 will form an integral part of the Dr Pixley Ka Isaka Seme Integrated Development Planning process as per the requirements of the Municipal Systems Act, 2000. The Spatial Development Framework provides the necessary guidance of land uses at the local level in order to ensure the application of the development principles of sustainability, integration, equality, efficiency and fair and good governance in order to create the quality of living, investors confidence and security of tenure.

Therefore, the development of the Dr Pixley Ka Isaka Seme Spatial Development Framework should reflect key strategic policy and legislative framework which include the national, provincial and local planning agenda. The review of the Dr Pixley Ka Isaka Seme SDF is done in terms of the Spatial Planning and Land Use Management Act 16 of 2013 and Spatial Planning and Regulations in terms of the Land Use Management Act 2013.

The aim of the Spatial Development Framework is to give direction to spatial development within the local municipality:

- Ensuring compliance with the SPLUMA legislation and principles.
- Aligning Spatial Development Frameworks of municipalities within the district and adjoining municipalities.
- Aligning Spatial development within the local municipality with International and national spatial initiatives and plans.
- Co-ordinating land use management actions within the district.

The Dr Pixley Ka Isaka Seme Spatial Development Framework will consist of the following Phases:

- Phase 1: Policy Context and Vision Directive
- Phase 2: Spatial Challenges and Opportunities
- Phase 3: Spatial Proposals
- Phase 4: MSDF Implementation Framework
- Phase 5: Final Spatial Development Framework

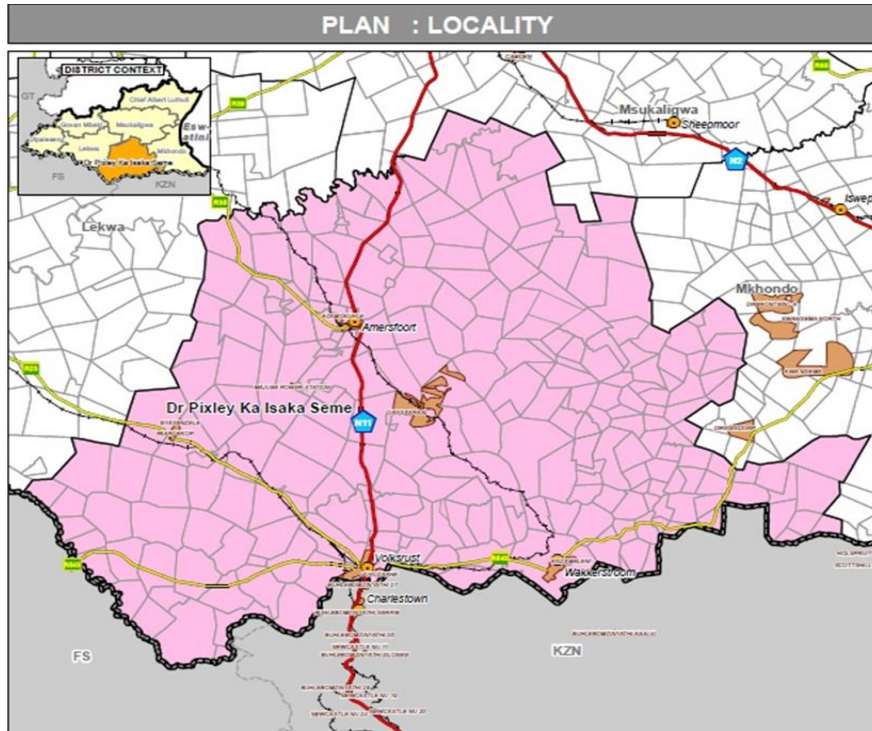
This report focuses on the policy context and vision directives that will inform the development of the MSDF. Key to these is the need to peruse and analyse key legislation and policies that have a direct impact on the spatial form of the Dr Pixley Ka Isaka Seme Local Municipality and further develop as long term spatial

vision for the municipality as required by Section 21 of the Spatial Planning and Land Use Management Act, 2013.



2. MUNICIPAL OVERVIEW

Description: The Dr Pixley Ka Isaka Seme Local Municipality is a Category B municipality situated within the Gert Sibande District in the Mpumalanga Province.



It is bordered by Msukaligwa in the north, the Free State and KwaZulu-Natal Provinces in the south, Mkhondo in the east, and Lekwa in the west. It is one of the seven municipalities that make up the district, accounting for 16% of its geographical area.

Volksrust is the seat of the municipality.

Area: 5 227km²

Main Towns: Amersfoort, Perdekop, Volksrust, Wakkerstroom

Main Economic Sectors: Agriculture (20%), trade (19.9%), community services (16.4%), construction (12.1%), finance (5.9%), manufacturing (4.6%), transport (4.4%), utilities (3.8%) and mining (2.2%)

(Municipalities of South Africa: *Online*)

3. NATIONAL LEGISLATION

Post-1994, the new democratic government of the Republic of South Africa went about formulating legislation that was aimed at reversing the post-colonial, apartheid-era spatial planning approach to development that has led to the critical problems affecting the country to this day. One of the first key pieces of legislation adopted by the new government was the Development Facilitation Act of 1995. Considered the first piece of legislation that dealt specifically with spatial planning, the legislation brought about changes and a new approach to spatial planning.

Through the legislation, tribunals were formed that would oversee land development applications at the national and provincial level. The enactment of the Constitution, in 1996, was the Government's democratic approach to development and fostering a consultative approach to developmental planning. For a developmental State to reach its full potential, the State further enacted legislation that addresses the following:

- Environmental management;
- Mining and quarrying;
- Infrastructure development;
- The establishment of local government;
- The role of traditional authorities; and
- Intergovernmental relations.

These pieces of legislation, and how these impact or will be applied in the compilation of the spatial development framework, are contained hereunder.

3.1. The Constitution of South Africa, 1996, (Act No. 108 of 1996)

Section 152 informs the formation of local government. Local government is made up of municipalities and their entities and has the executive and legislative authority that is overseen by the Executive Council of the municipality, which is made up of elected councillors. The autonomous nature of municipalities allows these institutions to run their affairs in order to not only provide service delivery for communities located within the jurisdiction but also to ensure that the economies of the municipalities are sustainable in nature. The developmental nature of local government is driven by the need for community development.



Read together with the Guidelines for the Development of Provincial, Regional and Municipal Spatial Development Frameworks and Precinct Plans, 2014, the Constitution, through Section 152(1)(a) requires municipalities to encourage community participation in municipal processes and that, through Section 160(4), encourage communities to get involved in municipal bylaws whereby comments can be submitted during the compilation. This is to confirm that community participation is a cornerstone for democracy.

Section 211 goes on to further recognise a role for traditional leaders and requires the National Government to enact legislation that provides guidelines for the role of traditional leaders in local governance. This legislation has since been enacted at a national level and is referred to as the Traditional Leadership and Governance Framework Act in 2003.

3.2. The Traditional Leadership and Governance Framework Act, 2003, (Act No. 41 of 2003)


This piece of legislation identifies the role that traditional leaders play in municipal governance. An advisory role, to municipalities, is required for traditional leaders as a way of uplifting communities under areas administered by these authorities. Section 3 (a) (ii) and (b) requires the house of traditional leaders to advise the municipalities on the development of planning frameworks that impact on traditional communities and to participate in local programmes that have the development of rural communities as an object. Emanating from the national legislation, the Mpumalanga Provincial Government enacted the Mpumalanga Traditional Leadership and Governance Act in 2005 as a guiding principle for traditional leaders in the Province.

As part of the integrated development planning policy, traditional leaders are expected to encourage communities to participate in the process of amending, reviewing and adopting the municipal IDP. The Municipal Systems Act sees the SDF as a key component of the IDP. Section 76 of the MSA goes on to further require that a municipal service must be provided to areas administered by traditional authorities through the entering of a service delivery agreement.

3.3. The Spatial Land Use Management Act, 2013 (Act No. 16 of 2013)

SPLUMA, read together with the regulations, gives a detailed breakdown of the requirements that have to be met by a municipal SDF. Section 21 requires a municipal SDF 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 socio-economic 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;
 - o) determine the purpose, desired impact and structure of the land use management scheme to apply in that municipal area; and
 - p) include an implementation plan comprising of—
 - i. sectoral requirements, including budgets and resources for implementation;
 - ii. necessary amendments to a land use scheme;
 - iii. specification of institutional arrangements necessary for implementation;
 - iv. specification of implementation targets, including dates and monitoring indicators; and

- v. specification, where necessary, of any arrangements for partnerships in the implementation process.

Chapter 2 of SPLUMA identifies development principles that need to be addressed as a way of ensuring that local government performs its duties diligently to ensure that communities are served without any hindrance.

Table 1: SPLUMA Development Principles

No.	Development Principles	Deliverables
1.	Spatial Justice	<ul style="list-style-type: none"> ▪ past spatial and other development imbalances must be redressed through improved access to and use of land; ▪ 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; ▪ spatial planning mechanisms, including land use schemes, must incorporate provisions that enable redress in access to land by disadvantaged communities and persons; ▪ 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; ▪ land development procedures must include provisions that accommodate access to secure tenure and the incremental upgrading of informal areas; and ▪ 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.
2.	Spatial Sustainability	<ul style="list-style-type: none"> ▪ spatial planning and land use management systems must; ▪ promote land development that is within the fiscal, institutional and administrative means of the Republic;



	<ul style="list-style-type: none"> ▪ ensure that special consideration is given to the protection of prime and unique agricultural land; ▪ uphold consistency of land use measures in accordance with environmental management instruments; ▪ promote and stimulate the effective and equitable functioning of land markets; ▪ consider all current and future costs to all parties for the ▪ provision of infrastructure and social services in land developments; ▪ promote land development in locations that are sustainable and limit urban sprawl; and ▪ result in communities that are viable.
3. Efficiency	<ul style="list-style-type: none"> ▪ land development optimises the use of existing resources and infrastructure; ▪ decision-making procedures are designed to minimise negative financial, social, economic or environmental impacts; and ▪ development application procedures are efficient and streamlined and timeframes are adhered to by all parties.
4. Spatial Resilience	<ul style="list-style-type: none"> ▪ 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.
5. Good Administration	<ul style="list-style-type: none"> ▪ 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 SPLUMA; ▪ all government departments must provide their sector inputs and comply with any other prescribed requirements during the preparation or amendment of spatial development frameworks; ▪ the requirements of any law relating to land development and land use are met timeously; ▪ 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 ▪ policies, legislation and procedures must be clearly set in order to inform and empower members of the public.



The aforementioned principles will be key in guiding the spatial proposals as a way of ensuring that the interests of the public remain a driving force and set goal in attaining sustainable development and addressing the past imbalances on spatial planning.

3.4. The Intergovernmental Relations Framework Act, 2005, (Act No. 13 of 2005)

Governance between State Organs is enhanced through this piece of legislation. The history of the fragmented nature of South African spatial planning requires an integrated approach to addressing spatial development. It is the role of the Mpumalanga Provincial Government, through the Department of Cooperative Governance and Traditional Affairs to not only play a supportive role for the spatial development of local government but to also ensure that there is monitoring in achieving set developmental goals. Intergovernmental relations should be encouraged. Through the municipality's spatial planning and land use management bylaw, an intergovernmental project steering committee has been formed and is a key institution in the compilation of the municipality's SDF.

The Constitution of the country recognises the autonomy of municipalities but encourages intergovernmental relations as a way of having a collaborative planning approach to addressing the many spatial challenges facing South Africa. The three spheres of government utilise these relations to coordinate and align sector plans that are set to have positive feedback on municipalities, with the District playing a key role in offering technical and administrative assistance to municipalities in the event that local government fails to fulfil its developmental role.

3.5. The Local Government: Municipal Systems Act, 2000, (Act No. 32 of 2000)

Chapter 26 of the MSA requires a spatial development framework to be a core component of the IDP. It is envisaged that the SDF would in turn set up the basic guidelines for land use management systems within the local government sphere. The IDP, a five-year strategic policy for the municipality, is seen as a strategic instrument that is aimed at guiding both planning and development within local government. The Executive Council of the municipality is guided by the IDP to ensure that the developmental nature of municipalities is realized as a way of reversing the apartheid era spatial planning that remains frustratingly in place 25 years after the dawn of democracy.



Amongst the key principles that the IDP requires is community participation in municipal planning. To understand this concept, it is important to understand the definition of community participation. Scholars have written many definitions of this concept over a long period of time.

Community Participation indicates an active role for the community, leading to significant control over decisions made during engagements. Other countries use the terms “citizen participation” and “public participation” and it is often contrasted with “citizen action” which sees citizens having an active participatory role in determining their purpose and future ¹. Charles Abrams defines community participation as, “the theory that the local community should be given an active role in programs and improvements directly affecting it” ². Public participation is a proactive rather than a predetermined process where education is necessary from the political elite to foster the public to take charge of their own development initiatives that would promote a new mandate for local government³.

Key amongst the above is identifying that communities have to be active participants in local government. Section 16 of the MSA requires the local government to develop a culture of participatory governance in municipal affairs. The purpose of this to encourage, and create conditions for the local community to participate in the affairs of the municipality on, amongst others, the preparation, implementation and review of its integrated development plan. The interpretation, therefore, would be that municipalities have to ensure that communities form an integral part of municipal planning.

Read together with SPLUMA and the municipal SPLUM bylaw, the development of a municipal SDF requires the full participation of the community. Before the Executive Council of the Pixley-Ka-Seme Local Municipality can adopt the MSDF, it will have to go through a public participation process whereby participants are informed of the contents of the policy and what it entails for the community.

3.6. The Local Government: Municipal Structures Act, 1998, (Act No. 117 of 1998)

The Structures Act puts municipal structures of governance in place. Each structure has defined roles and responsibilities. The Dr Pixley Ka Isaka Seme

¹ https://sarkissian.com.au/wp-content/uploads/2010/11/What_is_community_participation.pdf

² <https://www.mcgill.ca/mchg/files/mchg/chapter2.pdf>

³ <http://www.bangladeshsociology.org/2.pdf>



Local Municipality is a Category B municipality. Category B municipalities contain the following:

- a municipality with a collective executive system;
- a municipality with a collective executive system combined with a ward participatory system;
- a municipality with a mayoral executive system;
- a municipality with a mayoral executive system combined with a ward participatory system;
- a municipality with a plenary executive system; and
- a municipality with a plenary executive system combined with a ward participatory system.

The Executive Council of a municipality is made up of elected councilors. The Executive Council is responsible for the following:

- Make policies and bylaws that are informed by, and seek to satisfy, community needs with regard to the matters that it has the right to administer;
- Ensure implementation of national, provincial and local legislation and policies by supplying appropriate resources and authority to the administration;
- Establish suitable control and reporting systems and procedures for monitoring and evaluating policy implementation in order to give account to the community with regard thereto;
- Ensure that the municipality meets its executive obligations, discharges its developmental duties and realises the constitutional objects of local government as elaborated in legislation.
- Enforce the codes of conduct for employees and councilors;
- Cooperate with other spheres of government, organs of state within those spheres and municipalities;
- Build and promote good relations with the private sector, nongovernmental and community organizations and other local organisations;
- Act as an employer; and
- Approve the budget of the municipality.⁴

Section 81 of the Act calls for the participation of traditional councilors in the Municipal Council. Traditional authorities that observe a system of customary law can participate in the proceedings of the Municipal Council. These traditional leaders must be allowed to attend and participate in any meeting of the Council.

⁴ SALGA 2011



It is imperative that the above key parties are acknowledged from the onset as it is expected that both will play a significant role in the compilation of the SDF. The Executive Council will be responsible for the adoption of the policy whereas traditional leaders are expected to play a key role in the development of policies that affect the development of areas under their administration.

3.7. The National Environmental Management Act, 1998, (Act No. 107 of 1998)

This very crucial piece of legislation aims to provide for co-operative environmental governance by establishing principles for decision-making on matters affecting the environment, institutions that will promote cooperative governance and procedures for coordinating environmental functions exercised by organs of state and to provide for certain aspects of the administration and enforcement of other environmental management laws.

Section 24 of the Constitution requires that environmental protection be key in protecting lives and ensuring that future generations enjoy the benefits of this protection. The Section goes on to require that legislation be put in place to prevent pollution and environmental degradation, promote nature conservation secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

Section 21(J) of SPLUMA goes on to require that an SDF must include a strategic assessment of the environmental pressures and opportunities. The spatial location of environmental sensitivities and high potential agricultural land should be depicted as to allow municipalities to protect the natural environment. NEMA enforces environmental management and its principles will be adapted to the proposed SDF. Emanating from NEMA, the following pieces of legislation will also be applicable to the development of the MSDF.

3.8. The National Environmental Biodiversity Act, 2004, (Act No. 10 of 2004) that aims

The legislation aims to provide for the following:

- to provide for the management and conservation of South Africa's biodiversity within the framework of the National Environmental Management Act, 1998;
- protect of species and ecosystems that warrant national protection;
- to promote the sustainable use of indigenous biological resources;



- to ensure the fair and equitable sharing of benefits arising from bioprospecting involving indigenous biological resources; and
- the establishment and functions of a South African National Biodiversity Institute (SANBI).

The South African National Biodiversity Institute (SANBI) contributes to South Africa's sustainable development by facilitating access to biodiversity data, generating information and knowledge, building capacity, providing policy advice, showcasing and conserving biodiversity in its national botanical and zoological gardens. ⁵

3.9. The National Environmental Air Quality Act, 2004, (Act No. 39 of 2004)

The legislation aims:

- to reform the law regulating air quality in order to protect the environment by providing reasonable measures for the prevention of pollution and ecological degradation and for securing ecologically sustainable development while promoting justifiable economic and social development;
- to provide for national norms and standards regulating air quality monitoring, management and control by all spheres of government;
- put measures in place for specific air quality measures.

The 2010 SDF identified the planting of trees as a vital component of producing quality air to communities. The enduring value of trees comes from their ability to turn the sun's energy into oxygen, sustaining all human and other animal life on Earth. Advocates against deforestation warn that the consumption of trees for industrial purposes threatens the delicate balance necessary for this chemical process to take place. The unique chemical process that trees and plants use to turn light energy from the sun into oxygen is known as photosynthesis. "Photosynthesis" is a Greek word meaning "light" and "putting together."

During this process, trees harness the sun's energy, using it to put carbon dioxide gas together with water to produce oxygen ⁶. The above can be read and implemented together with the National Forests Act, 1998, (Act No. 84 of 1998) which seeks to reform the law on forests.

⁵ <https://www.sanbi.org/about/>

⁶ <https://sciencing.com/trees-turn-carbon-dioxide-oxygen-10034022.html>



3.10. The National Environmental Waste Act, 2008, (Act No. 59 of 2008)

The legislation aims to achieve the following:

- reform the law regulating waste management in order to protect health and the environment by providing reasonable measures for the prevention of pollution and ecological degradation and for securing ecologically sustainable development;
- to provide for institutional arrangements and planning matters;
- to provide for national norms and standards for regulating the management of waste by all spheres of government;
- to provide for specific waste management measures;
- to provide for the licensing and control of waste management activities;
- to provide for the remediation of contaminated land; and
- to provide for the national waste information system; to provide for compliance and enforcement.

The municipality's waste management plan must be able to address pollution caused by waste pollution. Failure to deal with waste pollution can lead to the following problems:

Surface Water Contamination: Waste that ends up in water bodies negatively change the chemical composition of the water. Technically, this is called water pollution. This will affect all ecosystems existing in the water. It can also cause harm to animals that drink from such polluted water.

Soil Contamination: Hazardous chemicals that get into the soil (contaminants) can harm plants when they take up the contamination through their roots. If humans eat plants and animals that have been in contact with such polluted soils, there can be a negative impact on their health.

Pollution: Bad waste management practices can result in land and air pollution and can cause respiratory problems and other adverse health effects as contaminants are absorbed from the lungs into other parts of the body. (Pollution is fully covered here)



Leachate: Liquid that forms as water trickles through contaminated areas is called Leachate. It forms a very harmful mixture of chemicals that may result in hazardous substances entering surface water, groundwater or soil.⁷

3.11. The National Protected Areas Act, 2003, (Act No. 57 of 2003)

The legislation aims to:

- provide for the protection and conservation of ecologically viable areas representative of South Africa's biological diversity and its natural landscapes and seascapes;
- for the establishment of a national register of all national, provincial and local protected areas;
- for the management of those areas in accordance with national norms and standards;
- for intergovernmental co-operation and public consultation in matters concerning protected areas; and
- for the continued existence, governance and functions of South African National Parks.

In the event that there are any protected areas within the municipality, these will be buffered and depicted spatially on a map so that the ordinary citizen can easily identify their location and importance to the bigger picture of environmental management.

3.12. The National Heritage Resources Act, 1999, (Act No. 25 of 1999)

The legislation aims to:

- introduce an integrated and interactive system for the management of the national heritage resources;
- promote good government at all levels, and empower civil society to nurture and conserve their heritage resources so that they may be bequeathed to future generations;
- lay down general principles for governing heritage resources management throughout South Africa;
- introduce an integrated system for the identification, assessment and management of the heritage resources of South Africa;

⁷ <https://www.eschooltoday.com/waste-recycling/effects-of-poor-waste-management.html>



- establish the South African Heritage Resources Agency together with its Council to coordinate and promote the management of heritage resources at the national level;
- set norms and maintain essential national standards for the management of heritage resources in South Africa and to protect heritage resources of national significance;
- control the export of nationally significant heritage objects and the import into the country of cultural property illegally exported from foreign countries;
- enable the provinces to establish heritage authorities which must adopt powers to protect and manage certain categories of heritage resources;
- provide for the protection and management of conservation-worthy places and areas by local authorities.

3.13. The National Water Act, 1998, (Act No. 36 of 1998)

The legislation aims to provide for fundamental reform of the law relating to water resources.

Water is an important source of life for all living beings, animals and plants. On a developmental front, the legislation requires the determination of floodlines as a safety net to protect communities from possible floods. No one may establish a township unless the compiled layout plan shows, in a form acceptable to the local municipality concerned, lines indicating the maximum level likely to be reached by floodwaters on average once in every 100 years. The SDF will depict all water bodies as to allow authorities to identify all areas that potentially can experience flooding during rainy seasons.

Photo 1: Example of a floodline





Source: EE Publishers 2016 [*Online*]

3.14. The Subdivision of Agricultural Land Act, 1970, (Act No. 70 of 1970)

The legislation aims to control the subdivision and, in connection therewith, the use of agricultural land. Food security is one of the government's key focus areas to ensure sustainable development and economic growth. Read together with the **Preservation and Development of Agricultural Land Bill, 2015**, the two pieces of legislation prohibit the rezoning or subdivision of high potential agricultural land. *Agricultural Land* is defined as...

"all land in the jurisdiction of the Republic, excluding land –

- in a proclaimed township;
- with regard to which an application for a declaration as a township had been submitted in accordance with applicable township establishment legislation prior to the date of commencement of this Act: Provided that such application is approved;
- which, immediately prior to the date of commencement of this Act, was formally zoned for non-agricultural purposes by any sphere of government or any public entity; or



- which the Minister, after consultation with other relevant Ministers and MECs concerned, within the provisions established in this Act, excludes by means of a notice in the Gazette.”

Section 21(j) of SPLUMA requires that this high potential agricultural land be depicted spatially and protected from any form of disturbance.

3.15. The Mineral and Petroleum Resources Development Act, 2002, (Act No. 28 of 2002)

The legislation was enacted to make provision for equitable access to and sustainable development of South Africa’s mineral and petroleum resources. According to a report by the US Geological Survey in 2012, South Africa was seen to have the largest reserves of manganese and platinum deposits in the world. To this day, the country is seen to have the world’s most valuable mineral deposits, estimated to be worth R20.3 trillion and has, over a long time, contributed significantly to the GDP of the country.

Emanating from the above, the 2010 Pixley-Ka-Seme SDF identified the following mining activities within the municipality; sand, dolerite and coal mining. Mining covers 0.04% of the land area of the municipality. The report identifies small scale open cast mining around Wakkerstroom and coal mining around Amersfoort. Of key importance is the following environmental issue identified in the SDF:

“The spreading of coal mining activities in the Wakkerstroom area is of concern as this area is of high conservation value to the extensive wetlands found there. Mining would seriously threaten the integrity of the wetlands and other habitats. Open cast coal mining also has an impact on surface water and groundwater resources as a result of AMD and higher turbidity levels.”

The report goes on to mention that operational mines in the area threaten the underground water system. It is important that the current SDF is responsive to such environmental threats to ensure that basic principles of environmental management are adhered to by all stakeholders.

3.16. The National Land Transport Act, 2009, (Act No. 5 of 2009)

The legislation provides for the process of transformation and restructuring the national land transport system. National transportation is vital in ensuring that continuous movement of people and goods is in place as that contributes



positively to the growth of the economy. The previous SDF makes a point that the transportation routes in the area have been able to support the agricultural sector. These identified routes link the farming areas with the towns and surrounding areas. Alarming, the large truck hauls in the area have caused extensive damage to existing roads whereas the existing rail network is struggling due to the high demand for maintenance of the system.

It is the role of an SDF to identify engineering infrastructure that can significantly contribute to the growth and development of a municipality as a way of attracting investment to the area. One of the anchor projects identified in the municipality's 2019/2020 IDP is the Majuba Rail. Through this project, the power utility, Eskom, is trying to shift from the current form of using trucks for coal delivery and rather utilize railways as the trucks have had a significant negative impact on the road infrastructure of the municipality. The project will include extending the railway line to neighbouring municipalities which will significantly contribute to infrastructure development and the movement of both people and goods.

3.17. The Infrastructure Development Act, 2014, (Act No. 23 of 2014)

The legislation aims to:

- provide for the facilitation and coordination of public infrastructure development which is of significant economic or social importance to the Republic;
- ensure that infrastructure development in the Republic is given priority in planning, approval and implementation; to ensure that the development goals of the state are promoted through infrastructure development; and
- improve the management of such infrastructure during all life-cycle phases, including planning, approval, implementation and operations.

The legislation, through the Presidential Infrastructure Coordinating Commission, requires the participation of municipalities in the Commission. Despite focusing primarily on metropolitan municipalities, the South African Local Government Association (SALGA) is a body that represents the interests of local municipalities in the Commission. The Council, which forms part of Commission, is responsible for the following:

- a) coordinate the development, maintenance, implementation and monitoring of the national infrastructure plan;
- b) coordinate the determination of priorities for infrastructure development;
- c) designate strategic integrated projects contemplated in Section 7 of the Act and designate SIP Chairpersons and SIP coordinators for them;



- d) ensure that infrastructure development in respect of any strategic integrated project is given priority in planning, approval and implementation;
- e) ensure co-operation between Organs of the State affected by projects undertaken;
- f) coordinate the identification of strategic international partners with which to conclude agreements which seek to promote the objects of the Act;
- g) identify—
 - i. the current and future needs and related priorities in relation to infrastructure development of the Republic, or in the region as it relates to the Republic;
 - ii. any legislation and other regulatory measures that impede or may impede infrastructure development, and advise the executive authority of the relevant sphere of government;
 - iii. the direct and indirect impact of any strategic integrated project on job creation, youth employment and economic inclusiveness, including in relation to women and persons with disabilities;
 - iv. the direct and indirect impact of any strategic integrated project on economic equality and social cohesion;
 - v. financial matters that may impact on infrastructure development and maintenance; and
 - vi. the social impact of strategic integrated projects;
- h) evaluate existing infrastructure with a view to improving planning, procurement, construction, operations and maintenance;
- i) consider proposals for infrastructure development and maintenance;
- j) promote investment and identify and develop strategies to cause the removal of impediments to investment;
- k) generally, encourage and facilitate economic and industrial development connected with infrastructure or any strategic integrated project;
- l) promote the creation of decent employment opportunities and skills development, training and education, especially for historically disadvantaged persons and communities, women and persons with disabilities, in so far as it relates to infrastructure and any strategic integrated project;
- m) address in all phases of a strategic integrated project, including its planning, implementation, operation and maintenance phases, capacity constraints and blockages to infrastructure development and improve coordination and integration within strategic integrated projects; and
- n) develop and issue guidelines and frameworks to facilitate and align the implementation of strategic integrated projects.

The legislation is vital in that local government, an active area for service delivery must ensure that there is a coordinated approach to infrastructure development and the maintenance thereof. Infrastructure development is vital for economic development and growth as it is able to attract investment. With a number of mines and the Majuba Power station in the vicinity, it is important that any spatial development of the municipality is informed by set opportunities to ensure



economic participation of the communities in local governance and a coordinated effort to align plans between both the private and public sectors.

3.18. The National Building Regulation and Building Standards Act, 1977, (Act No. 103 of 1977)

The legislation aims to provide for the promotion of uniformity in the law relating to the erection of buildings in the areas of jurisdiction of local authorities and also subscribes the building standards. The substandard nature of structures requires a principled approach to building construction. The spatial proposals that will be made in the third Phase of this project will ensure that there is adherence to set legislative frameworks on buildings as a way of protecting lives and ensuring safer environments.



4. INTERNATIONAL AND NATIONAL POLICIES, PLANS AND DIRECTIVE

The Dr Pixley Ka Isaka Seme Spatial Development Framework will be guided by a set of international, regional, national, provincial, district and local development policies outlined as follows.

1. Sustainable Development.
2. Strengthening of national, regional and local development planning.
3. Strengthening of industrialization, agriculture and food security.
4. Stabilisation of greenhouse effects.
5. Corridor and nodal development promotion.
6. Integration of economic development and human settlements spatial justice, sustainability, efficiency, resilience and good administration.

4.1. Sustainable Development Goals

The United Nations 17 Sustainable Development Goals in require the mobilisation of efforts to end all forms of poverty through sustainable economic growth, fight inequality in a range of social needs including education, health, social protection and employment opportunities and tackle climate change and ensure environmental protection.



Figure 1: UN Sustainable Development Goals



Source: UNESCO: *Online*

4.2. New Urban Agenda

The New Urban Agenda promotes human settlements to:

- Fulfil their social function, including the social and ecological function of land, with a view to progressively achieving the full realization of the right to adequate housing as a component of the right to an adequate standard of living, without discrimination, universal access to safe and affordable drinking water and sanitation, as well as equal access for all to public goods and quality services in areas such as food security and nutrition, health, education, infrastructure, mobility and transportation, energy, air quality and livelihoods.
- Be participatory, promote civic engagement, engender a sense of belonging and ownership among all their inhabitants, prioritise safe, inclusive, accessible, green and quality public spaces that are friendly for families, enhance social and intergenerational interactions, cultural expressions and political participation, as appropriate, and foster social cohesion, inclusion and safety in peaceful and pluralistic societies, where the needs of all inhabitants are met, recognising the specific needs of those in vulnerable situations.
- Achieve gender equality and empower all women and girls by ensuring women's full and effective participation and equal rights in all fields and in leadership at all levels of decision making, by ensuring decent work and equal pay for equal work, or work of equal value, for all women and by preventing and eliminating all forms of discrimination, violence and harassment against women and girls in private and public spaces.

- Meet the challenges and opportunities of present and future sustained, inclusive and sustainable economic growth, leveraging urbanisation for structural transformation, high productivity, value-added activities and resource efficiency, harnessing local economies and taking note of the contribution of the informal economy while supporting a sustainable transition to the formal economy.
- Fulfil their territorial functions across administrative boundaries and act as hubs and drivers for balanced, sustainable and integrated urban and territorial development at all levels.
- Promote age- and gender-responsive planning and investment for sustainable, safe and accessible urban mobility for all and resource-efficient transport systems for passengers and freight, effectively linking people, places, goods, services and economic opportunities.
- Adopt and implement disaster risk reduction and management, reduce vulnerability, build resilience and responsiveness to natural and human-made hazards and foster mitigation of and adaptation to climate change.
- Protect, conserve, restore and promote their ecosystems, water, natural habitats and biodiversity, minimize their environmental impact and change to sustainable consumption and production patterns.

4.3. The African Union Agenda 2063

The African Union Agenda 2063 focuses on a social, economic and political renaissance that links the past, present and future. Agenda 2063 also seeks to:

- Develop human capital through education and training especially in science, technology and innovation.
- Eradicate diseases.
- Accelerate Africa's infrastructure investment.
- Create an enabling environment for the development of the private sector.
- Take ownership of, use and develop the national resources as a basis for industrialisation.
- Preserve arable land; develop rural economies, agriculture production, and agro-processing to achieve food security.
- Expand and develop an urban infrastructure and develop planned approaches to rapid urbanisation and the emergence of new cities.
- Preserve the environment, fight desertification and mitigate the effects of climate change.

4.4. National Spatial Development Perspective (NSDP)

The **National Spatial Development Perspective (NSDP)** provides a framework to deliberate the future development of the **national space economy** and recommends mechanisms to bring about optimum alignment between infrastructure investment and development programmes within localities. It utilises **principles and the notions** of need and potential as a common backdrop against which investment and spending decisions should be considered and made. In addition to this, while the NSDP provides an initial



interpretation of the potential of different localities and sectors, this is not a definitive measure. The PGDS and IDP provide more rigorous assessments of potential by combining the NSDP's initial interpretation with local knowledge and research.

The NSDP principles contribute to the broader growth and development policy objectives of government:

Principle 1: Rapid economic growth that is sustained and inclusive is a pre-requisite for the achievement of other policy objectives, amongst which poverty alleviation is key.

Principle 2: Government has a constitutional obligation to provide basic services to all citizens (e.g. water, energy, health and educational facilities) wherever they reside.

Principle 3: Beyond the constitutional obligation identified in Principle 2 above, Government spending on fixed investment, should be focused on localities of economic growth and/or economic potential in order to:

- gear up private sector investment
- stimulate sustainable economic activities
- create long-term employment opportunities
- Efforts to address past and current social inequalities should focus on people, not places

Principle 4: In localities where there are both high levels of poverty and development potential, this could include fixed capital investment beyond basic services to exploit the potential of those localities.

In localities with low development potential, Government spending should focus on providing social transfers, human resource development and labour market intelligence which would enable people to become more mobile and migrate to localities that are more likely to provide sustainable employment or other economic opportunities

In order to overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent to or link the main growth centres.

Principle 5: Infrastructure investment should primarily support localities that will become major growth nodes in South Africa and the SADC region to create regional gateways to the global economy



The National Spatial Development Perspective (NSDP) requires optimum alignment between infrastructure investment and development programmes within localities. The Dr Pixley Ka Isaka Seme Spatial Development Framework needs to guide investment to:

- Areas of need but with economic potential.
- Areas of potential development.
- Areas of economic growth.
- Areas of economic potential.
- Activity corridors and nodes adjacent to growth centres.
- Areas with the potential to become major growth nodes in the SADC context.
- Mechanisms for effective dialogue with stakeholders to enhance synchronisation in planning and prioritisation.

Human capital development but no infrastructure investment beyond basic services provision needs to take place in areas with low economic potential should also be provided for.

4.5. State of the Nation Address (SONA) 2019

President Cyril Ramaphosa delivered the 25 annual State of the Nation Address on the 7 February 2019, and highlighted that government has committed to undertaking the following tasks:

- Accelerate inclusive economic growth and create jobs
- Improve the education system and develop skills that we need now and in the future.
- Improve the conditions of life for all South Africans, especially the poor
- Strengthen the capacity of the State to address the needs of the people

In addition to the above mentioned, the state will also begin the process of stabilising and supporting 57 municipalities and inject an additional 10000 municipal infrastructure projects should be implemented. Since Dr Pixley Ka Isaka Seme local municipality is predominantly an agricultural precinct, the government plans to accelerate land reform programs and work to expand agricultural output and promote economic inclusion.

Through policy and legislative interventions, the state will ensure that more land is made available for agricultural, industrial development and human settlement. An investment to implement projects to the value of R187 billion are underway and projects worth R26 billion are on the pre-implementation phase. Through these investment projects, the government will greatly invest in supporting farmers in rural areas to ensure that resituated and communal land is productively utilised and ultimately, providing skills development and capacity building programmes for smallholders and emerging black farmers.



4.6. National Transport Master Plan 2050 (NATMAP)

The government identified the need to develop a transport master plan for South Africa that is comprehensive, multi-modal, integrated and dynamic and provides a sustainable framework and not just for providing transport but also to provide infrastructure and service. The National Transport Master Plan vision is to acknowledge and reinforce that transport is the core of the country's economy and could be utilised to reinforce the South Africa socio-economic development by aligning with key legislation, policy and planning frameworks. Spatially the NATMAP 2050 aims to achieve the following:

- Settlement and investment encouraged in areas with high development and economic growth potential.
- Settlements of exclusion must be linked to areas with economic opportunity.
- Transportation must support an integrated settlement pattern.
- Growth and development must be environmentally sustainable.
- Key rural areas must be developed into sustainable economic entities.
- Industrial development must focus on international markets.
- Comparative and competitive advantages of regions must be exploited.
- The extension of the Nelspruit-Phalaborwa railway corridor to link with the Beitbridge Border post at Musina in the north and to Richards Bay via Swaziland.

4.7. National Development Plan 2030

The National Development Plan (NDP) sets out to describe the envisioned scenario for South Africa in which its goals and objectives will be achieved. The NDP's wide-ranging and extensive coverage requires the involvement of almost every government department in its implementation, not only at national but also at the provincial and municipal level. The National Development Plan Vision 2030 promotes a shift from a state providing a range of social services and security to a state, which in partnership with communities must build on the platform of social services and social security and contribute to a more balanced approach by developing the capabilities of people.

The development and upgrading of capabilities to enable sustainable and inclusive development require:

- **An economy that will create more jobs**
 - Realising an environment for sustainable employment and inclusive economic growth.
 - Promoting employment in labor-intensive industries.
 - Raising exports and competitiveness.
 - Strengthening governments' capacity to give leadership to economic development.
 - Mobilising all sectors of society around a national vision.

- **Improving Infrastructure**

The NDP recommends the increase in capital investment spending in **economic infrastructure** in order to crowd in private investment rather than consumption. These include capital investment in roads, rail, ports, electricity, water sanitation, public transport and housing. The upgrading of informal settlements, public transport infrastructure and systems, water schemes and renewable energy are some of the prioritised investments.

- **An inclusive and integrated rural economy**

Jobs need to be created through effective land reform and the growth of irrigated agriculture and land production. Basic services that will enable people to develop the capabilities they need to take advantage of economic opportunities throughout the country and so contribute to the development of their communities through remittances and the transfer of skills. This includes ensuring food security and the empowerment of farm workers. Industries such as agro-processing, tourism, fisheries and small enterprises should be developed where the potential exists.

- **Reversing the spatial effects of apartheid**

Settlement patterns should meet the needs and preferences of the citizens, taking into account broader social, environmental, and economic interests. Travel distances need to be shorter. This means ensuring that a larger proportion of workers live closer to their places of work and that public transport is safe, reliable, affordable and energy efficient. It means building denser and more liveable cities and towns. In rural areas, settlement patterns must balance the social, cultural and agricultural needs of families with the need to provide cost-effective services to households. Three complementary strategies are proposed:

- Increasing urban population density, while improving the livability of cities by providing parks and other open spaces, and ensuring safety.
- Providing more reliable and affordable public transport with better co-ordination across municipalities and between different modes.
- Moving jobs and investment towards dense townships that area on the margins of cities.

Rural spatial planning should focus on sensible and sustainable land reform, support to farmers, the rollout of household services and appropriate economic infrastructures such as roads and irrigation schemes.

Spatial targeting includes the following broad concepts:

- **The National Competitiveness Corridor**

The corridor of logistic hubs, road, rail fuel and others connect and includes Gauteng and eThekweni accounting for about 46 percent of the national GDP.



- **Nodes of Competitiveness**

These include localities that account for at least 5 percent of GDP or jobs, which have experienced higher than average growth since 1994, or which have the potential for high growth in future.

- **Rural restructuring zones**

These rural areas have large populations that are experiencing change. Such areas need management, institutional development, land and tenure reform, infrastructure provision and economic stimuli. These include the more densely populated parts of the previous homelands, where there are population dynamics and sufficient numbers of people to provide the basis for viable markets. There may also be areas with agricultural, tourism or mining potential.

- **Transnational development corridors**

These corridors are critical to creating an integrated southern African economy, which requires specific interventions around economic stimulus and trade and transport networks. The corridors between Gauteng and Zimbabwe, Botswana and Mozambique are likely **to be recognized as the primary transnational development corridors.**

- **Special intervention areas**

- Job Intervention zones - Areas that have lost **more than 20 percent of their jobs over the past decade**, with significant losses to the national economy. The state may seek to **stimulate the growth of new sectors**, develop new skills or, in extreme cases, promote out-migration.
- **Growth management** zones - areas of rapid anticipated growth that may require special planning and management
- **Green economy zones** - These are zones with proven potential to create “green jobs”, where short-term state intervention could leverage significant private development.
 - Transforming society and uniting the country.

4.8. The National Growth Path

In order to provide for sustainable economic growth and eradicate poverty, the National Growth Path supports the deepening of the domestic and regional market by growing employment, increasing incomes and undertaking other measures to improve equity and income distribution, and widening of the market for South African goods and services through a stronger focus on exports to the region and other rapidly growing economies.



The National Growth Path focuses on areas that have the potential for creating employment on a large scale (“jobs drivers”), mostly by the private sector and on securing strong and sustainable growth in the next decade.

The jobs drivers identified are:

- Substantial public investment in infrastructure, both to create employment directly in construction, operation and maintenance as well as the production of inputs, and indirectly by improving efficiency across the economy;
- Targeting more labour-absorbing activities across the main economic sectors i.e. the **agricultural and mining value chains, manufacturing and services**;
- Taking advantage of new opportunities in knowledge and green economies;
- Leveraging social capital in the social economy and the public services; and
- Fostering rural development and regional integration.
- In each of these areas, a special effort needs to be made to generate opportunities for young people, who face the highest unemployment rate.

4.9. Integrated Urban Development Framework (IUDF)

The Integrated Urban Development Framework determines that urbanisation will result that by 2030, almost three-quarters (71.3%) of South Africa’s population will reside in urban areas. This Government’s position to that is contained in The Integrated Urban Development Framework (IUDF).

The Integrated Urban Development Framework (IUDF) is the government’s policy position to guide the future growth and management of urban areas. The IUDF replies and builds on:

- Goal 11 of the Sustainable Development Goals (SDGs):

“Making cities and human settlements inclusive, safe, resilient and sustainable.”

- Chapter 8 of the National Development Plan (NDP):

“Transforming human settlements and the national space economy’ and its vision for urban South Africa:

“**By** 2030 South Africa should observe meaningful and measurable progress in reviving rural areas and in creating more functionally integrated, balanced and vibrant urban settlements.”

For this to be the country must:

- Clarify and relentlessly pursue a national vision for spatial development.
- Sharpen the instruments for achieving this vision.



- Build the required capabilities in the state and among citizens⁸ ”

Spatial transformation is the overall outcome of the IUDF, providing a New Deal for South African cities and towns, by:

- Steering urban growth towards a sustainable growth model of *compact, connected* and *coordinated* cities and towns.
- Guiding the development of inclusive, resilient and livable urban settlements.
- Addressing the unique conditions and challenges facing South Africa’s cities and towns directly.

In pursuing this vision for South Africa’s urban the different types of cities and towns, each with different roles and requirement requires the interpretation and pursuance of this transformative vision in differentiated and locally relevant ways.

The IUDF introduces four overall strategic goals in support of spatial transformation:

- **Spatial integration:** To forge new spatial forms in the settlement, transport, social and economic areas.
- **Inclusion and access:** To ensure people have access to social and economic opportunities
- **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

4.10. The Industrial Policy Plan (IPAP)

The Industrial Policy Plan provides a special focus on minerals and beneficiation, agriculture and agro-processing, energy, attracting investments and growing the oceans economy.

The objectives of the industrial policy plan are as follows:

- The developmental model focused on radical economic transformation and social inclusion
 - Diversifying the economy and providing strong support for value-added manufacturing;
 - Building regional investment, trade and industrial development integration;
-



- Working with the private sector to prepare for and adapt to challenges in digitised production and logistics associated with the 4th Industrial Revolution

4.11. The Agricultural Policy Action Plan

The Agricultural Policy Action Plan (APAP) is a national policy that seeks to accomplish Outcome 4 (decent employment through inclusive growth), Outcome 10 (protection of environmental assets and natural resources) and Outcome 7 (Comprehensive Rural Development and food security). The Agricultural Policy Action Plan is one of the key drivers for agricultural development as a means of ensuring that rural families are catered for and that upcoming farmer are assisted.

4.12. Government Outcomes

The Cabinet adopted the 12 Outcomes as a directive in which to foster efficient and effective public service delivery. Performance agreements were then signed by cabinet minister to their specific outcomes. A more detailed delivery agreement has been adopted with clear extended targets and responsibilities to National and Provincial Departments, Agencies and Municipalities.

Municipalities across the country are required to implement and consider the 12 Outcomes when reviewing their IDP which will have an adverse effect on the Municipal SDP. Below are the 12 Outcomes and the related outputs, together with indicative areas where Mpumalanga Province and Municipalities have a role to play in either contributing directly to the realisation of the Outcomes or facilitate the work of National and Provincial Departments in realising them. The outcomes outlined below are the ones identified that will affect Dr Pixley Ka Isaka Seme spatially.

- **OUTCOME 6_An efficient, competitive and responsive economic infrastructure network**

In terms of Outcome 6, South Africa needs to head into a new growth trajectory, working towards an inclusive and dynamic economy. The economic infrastructure is a precondition for providing basic services such as water, sanitation, telecommunications and public transport and needs to be resilient enough to cater to businesses, industrial and household needs. The State will need to ensure that a sufficient amount of energy and water is accessible. The government should significantly work towards diversifying the economic base, this should include providing the capacity to produce capital for infrastructure products around the sub- Saharan Africa.



- **OUTCOME 7_Vibrant, equitable, sustainable rural communities contributing towards food security for all**

South Africa's rural areas are still largely characterised by apartheid spatial design (patterns) which resulted in fragmented and distorted spatial patterns which largely affected the rural areas. Therefore, public officials responsible for rural areas are required to create an integrated and inclusive rural economy. It is important to note that the growth of rural areas has been stagnant particularly due to insufficient progress in increasing production in the agricultural sector and unable to access new markets. Outcome 7 will manage to is to encourage improved land administration and spatial planning for integrated development in rural areas in the Dr Pixley Ka Isaka Seme Municipal area.

- **OUTCOME 8_Sustainable human settlements and improved quality of household life**

To develop spatial plans to ensure new housing developments are in line with national policy on integrated human settlements and further participate in the identification of suitable land for social housing.

- **OUTCOME 9_Responsive, Accountable, effective and efficient developmental local government system**

In order to address specific weaknesses experienced in local government especially with regards to intergovernmental collaboration and capacity support. The three spheres of government work in isolation and have no synergy in providing oversight and support to each other. The development of the Dr Pixley ka Isaka Seme Spatial Development Framework will need National and Provincial government to play a crucial role in assisting the municipality in developing and implementing the plan.

- **OUTCOME 10_Protect and Enhance our Environmental Assets and Natural Resources**

In line with the SPLUMA principle of sustainability, this Outcome focuses on a sustainable environment whereby the municipal area should be resilient to environmental issues such as natural disasters caused by climate change. The outcome focuses on fostering low carbon emission

4.13. Department of Rural Development and Land Reform SDF Guidelines 2014

With the enactment of the Spatial Planning and Land Use Management Act (SPLUMA) in 2013, a new planning regime was introduced in South Africa. The SDF guidelines take its point of departure from SPLUMAs requirements and stipulations for the preparation of SDFs while aiming to incorporate SPLUMAs founding principles into the SDF preparation process. The guidelines serve to clarify the roles and responsibilities of the Dr Pixley Ka Isaka Seme in the preparation and review of its SDF.



At its fundamental core, spatial planning deals with the art of science of place shaping at different scales. Therefore, the aim of the Spatial Development Plan guidelines is to:

- Enable a vision for the future regions and places that are based on evidence, local distinctiveness and community derived objectives.
- Translate this vision into a set of policies, priorities, programmes and land allocations together with public sector resources to deliver them.
- Create a framework for private investment and regeneration that promotes economic, environmental and social well-being for a specific region or area; and
- Coordinate and deliver the public sector components of this vision with other agencies and processes in order to ensure for collaborative, coordinated and integrated implementation.

4.14. SPLUMA Founding Principles

Chapter 2 of SPLUMA sets out the development principles that must guide the preparation, adoption and implementation of any spatial development framework, policy or by-law concerning spatial planning and the development or use of land. SPLUMA reinforces and unifies the NDP's vision and policies in respect of using spatial planning mechanisms to eliminate poverty and inequality while creating conditions for inclusive growth by seeking to foster a high-employment economy that delivers on social and spatial cohesion.

Spatial Justice: *past spatial and other development imbalances must be redressed through improved access to and use of land by disadvantaged communities and persons.*

Spatial Sustainability: *spatial planning and land use management systems must promote the principles of socio-economic and environmental sustainability through; encouraging the protection of prime and unique agricultural land; promoting land development in locations that are sustainable and limit urban sprawl; consider all current and future costs to all parties involved in the provision of infrastructure and social services so as to ensure for the creation of viable communities.*

Efficiency: *land development must optimise the use of existing resources and the accompanying infrastructure, while development application procedures and timeframes must be efficient and streamlined in order to promote growth and employment.*

Spatial Resilience: *securing communities and livelihoods from spatial dimensions of socio-economic and environmental shocks through mitigation and adaptability that is accommodated by flexibility in spatial plans, policies and land use management systems.*

Good Administration: *all spheres of government must ensure an integrated approach to land use and land development and all departments must provide their sector inputs and comply with prescribed requirements during the preparation or amendment of SDFs.*



This principle is the fulcrum of this framework largely because implementation of the spatial planning vision and objectives is not only highly dependent upon a strong coordinating role of central government but is also predicated upon good governance mechanisms, incorporating meaningful consultations and coordination with a view to achieving the desired outcomes across the various planning spheres and domains.



4. PROVINCIAL POLICIES, PLANS AND DIRECTIVES

4.15. State of the Province Address: Mpumalanga 2019

The State of the Nation Address (SONA) was then followed by respective State of the Province (SOPA) delivered by the Premiers of the provinces in their respective Provincial Legislatures. The Premier Refilwe Mtshweni delivered the Mpumalanga State of the Province address on 22 of February is the continued effort to pursue a radical socio-economic transformation, unemployment among youth, advances social transformation and consequently built a country that is free of poverty, inequality and unemployment.

The Province of Mpumalanga has developed a range of laws, policies and programmes to ensure the provision of basic services, job creation, poverty alleviation, eradicate violence by ensuring that the most vulnerable are protected and cared for. The Mpumalanga Province inherited predominantly rural areas with pockets of a few developed towns servicing the minority whilst the majority had very little or no access to basic services. The picture is different today from pre-1994 as the province has made strides in providing services for its residents: The following are key strategic interventions identified for 2019:

- Economic Growth and Job Creation
- Job Creation and Skills Development
- Agriculture and Land Reform

4.16. Mpumalanga Vision 2030

The Mpumalanga Vision 2030 Strategic Implementation Framework (2013-2030) is established as a direct implementation response to the National Development Plan Vision 2030. It seeks to present and affirm the province's approach towards realising the adopted and articulated national vision and development plan.

The decision to develop a long term strategic implementation framework emanates from the desire within the Mpumalanga Provincial Government to ensure that the Province and other stakeholders work with a common purpose for the development of the province and all of its constitutive geographical areas. The Mpumalanga Vision 2030 proposes the following key drivers for spatial development which will transform the spatial pattern of The Dr Pixley Ka Isaka Seme Municipal jurisdiction:

- Key Driver 1: Corridor and 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
- Key Driver 9: Environmental Management and Conversion

4.17. Mpumalanga Spatial Development Framework

The Mpumalanga Spatial Development Framework (MSDF) is an indicative framework that promotes, clarifies and refines the spatial development principles and development priorities supported by the relevant policies and legislation such as the National Development Plan and the Mpumalanga Vision 2030 and defines the desired spatial form of Mpumalanga.

The MSDFs aim is to guide the specific decision regarding the spatial development and arrangement, within and between settlements, and to guide investment and development spending. A set of interrelated strategic development objectives provide the foundation for the spatial development strategies for Mpumalanga supporting the Spatial Indicative Framework. Ten strategic objectives were identified providing Strategic Focus Areas (Areas of Intervention on provincial, district and local level).

4.18. Mpumalanga Tourism Growth Strategy

The aim of the strategy is to elaborate a framework to guide tourism initiatives and development. The ultimate objective is to attain sustainable benefits for the people of Mpumalanga by creating additional economic activity.

The strategy proposes the implementation of the following ten initiatives:

- Reorganise the institutional framework
- Improve air access
- Upgrade, diversity and expand the product
- Attract tourism investment
- Improve customer research
- Increase destination and product promotion
- Upgrade service skills
- Improve economic infrastructure
- Strengthen transformation and empowerment
- Improve product standards



4.19. Mpumalanga Economic Growth and Development Plan (MEGDP)

The Mpumalanga Economic Growth and Development Path (MEGDP, 2011) provides an economic landscape in the Mpumalanga Province. The province has taken a pioneering approach to the development of its Economy in developing the MEGDP. The Mpumalanga Economic Growth and Development Plan has been strategically aligned National Strategies and Provincial strategies. The primary objective is of the MEGDP is to foster economic growth in the province by ultimately reducing poverty, creating employment opportunities and reduce inequality in the province. The policy sets out to achieve the following spatial strategic objectives:

- Actively promote and support economic growth and development in terms of the provincial economy, its linkages to the national and international economy.
- The provision of efficient and effective services in social and human development in areas such as health, education, social welfare and particularly investment in human capital.



5. LOCAL POLICIES, PLANS AND DIRECTIVES

4.20. Gert Sibande Rural Development Plan

The aim of the Gert Sibande Rural Development Plan is to identify productive functional regions and alleviate people living in extreme poverty subjected to underdevelopment in the rural parts of the region. The rural development plan further focuses on revitalising rural areas by encouraging investment from government and private entities. Resulting in the plan ensuring inclusion of the district rural areas in spatial planning and land development.

Furthermore, Gert Sibande Rural Development Plan should be focused on functional regions characterised by rural areas with high population, unique settlement patterns and subsistence and commercial agricultural potential. There are fourteen Rural Interventions Areas identified in the Gert Sibande District and Dr Pixley Ka Isaka Seme falls within the RIA 1.6 whereby Daggakraal is the focal point for this Rural Intervention Area and mainly covers the area between Wakkerstroom, Volksrust, Amersfoort and Driefonetein.

Gert Sibande Rural development plans strategic initiatives include but limited:

- **Agricultural Transformation:**
 - Livestock farming and related value chain development (exploring all possible species for food and economic activity)
 - Cropping and related value chain development (exploring all possible species, especially indigenous plants)
- **Rural Development:**
 - the establishment of business initiatives, agro-industries, cooperatives, cultural initiatives and vibrant local markets in rural settings
 - The empowerment of rural communities, especially women and the youth, through facilitating strong organisational and institutional capabilities.

4.21. Gert Sibande Integrated Development Plan 2018/2019

The Gert Sibande Integrated Development Plan forms an integrated policy framework for the development of the Dr Pixley Ka Seme Spatial Development Framework as the districts development priorities, budgets and implementation activities are est. Therefore, the Gert Sibande Integrated plan becomes the local government expression for service delivery, infrastructure development, economic growth and poverty alleviation.

Dr Pixley ka Isaka Seme Local Municipality has been identified as an area with a high potential for cattle farming activities. The IDP has noticed that apart from commercial farming subsistence farming plays a vital role in the livelihoods of many communities within the district. Vertical alignment needs to be ensured with the seven districts that fall under Gert Sibande District. The following are projects identified in Gert Sibande

4.22. Dr Pixley Ka Isaka Seme Integrated Development Plan 2018/2019

Section 25 of the Municipal Systems Act, 32 of 2000 requires that each municipal council must within a prescribed period after the start of its elected term adopt a single, inclusive and strategic plan, commonly known as Integrated Development Plan (IDP). The IDP must guide and inform all planning, development, budgeting decisions of the municipality. The MSA also requires that each municipality develop a Spatial Development Framework as a core component of the IDP and that provides a spatial representation of the IDP.

The Dr Pixley Ka Isaka Seme IDP is crafted under the following mission statement:

"To deliver quality services, in accordance with our Integrated Development Plan. This will be achieved through community participation, skilled and motivated staff, rapid economic development and a tourism friendly environment".

The following projects identified in the IDP that affect the Dr Pixley Ka Isaka Seme Municipality spatially:

Table 2: IDP Projects

Project/Activity	Responsible Department	Estimated Project Cost
VOLKRUST		
1:100 year Flood line determination (old town)	Technical & Engineering Services	R 150 000.00
New municipal airport	Planning & Economic Development	R 2 500 000.00
Sport stadium	Community Services	R 2 000 000 .00
Thusong Centre	Community Services	R1 000 000.00
Township Establishment: Ext 4	Planning & Economic Development	R1 200 000.00
Township Establishment: North of R543	Planning & Economic Development	R 1 500 000.00
Township Establishment: North of Ext 6	Planning & Economic Development	R 100 000.00
VUKUZAKHE		

1: 100-year flood line determination	Technical & Engineering Services	R 200 000.00
Extension of Cemetery	Community Services	R 500 000.00
Communal Grazing Field	Community Services	R 350 000.00
Township Establishment: North of R543	Planning & Economic Development	R 2 200 000.00
Thusong Centre	Community Services	R 1 500 000.00
AMERSFOORT		
1: 100-year flood line determination	Technical & Engineering Services	R 150 000.00
Extension of Cemetery	Community Services	R 120 000.00
Communal Grazing Field	Community Services	R 350 000.00
Township Establishment: North of R543	Planning & Economic Development	R 2 200 000.00
EZAMOKUHLE		
1: 100-year flood line determination	Technical & Engineering Services	R 150 000.00
Thusong Centre	Community Services	R 1 500 000.00
Township Establishment: North East	Planning & Economic Development	R 1 200 000.00
Sports Stadium Development	Community Services	R 4 000 000.00
Proposed New Access Road	Technical & Engineering Services	R 3 000 000.00
PERDEKOP/SIYAZENZELA		
1: 100-year floodline determination	Technical & Engineering Services	R 150 000.00
Upgrading of informal Settlement (R23)	Planning & Economic Development	R550 000.00
Thusong Center	Community Services	R1 500 000.00
WAKKERSTROOM/ESIZAMELENI		
1:100 year Flood line determination (old town)	Technical & Engineering Services	R 150 000.00
Wetland Delineation	Technical & Engineering Services	R 100 000.00
Sport stadium	Community Services	R 4 000 000 .00
Thusong Centre	Community Services	R1 000 000.00
Township Establishment: Esizamelani	Planning & Economic Development	R1 191 681.00
DAGGAKRAAL/SINQOBILE		
Thusong Centre	Community Services	R1 000 000.00
Regional Cemetery	Community Services	R 850 000.00
NON URBAN AREAS		

Potential Residential Development	High	Planning & Economic Development	Private Investor
Potential Development	Mining	Planning & Economic Development	Negotiate with Dept. Mineral Resources
Potential Developments	Dam	Planning & Economic Development	Private Investor

4.23. Dr Pixley Ka Isaka Seme Spatial Development Framework 2010

The Dr Pixley Ka Isaka Seme Spatial Development Framework 2010, which is under review has recognized Dr Pixley Ka Isaka Seme Local Municipality as having different economic sectors that contribute to the economy of the area. These sectors include agriculture, mining, manufacturing, electricity, construction, trade, transport, finance and community services. The biggest contributor to the GVA of the municipal area is the agricultural sector with community services and trade as the second and largest contributors, with the mining sector contributing the least.

In categorising the areas, the SDF had identified the following:

Table 3: Urban & Rural Categories

No.	Urban	Rural
1.	<ul style="list-style-type: none"> ▪ Volksrust/Vukuzakhe ▪ Amersfoort/Ezamokuhle ▪ Perdekop/Siyazenzela ▪ Wakkerstroom/Esizameleni ▪ Daggakraal (Rural Residential)/Sinqobile (Rural Residential) 	<ul style="list-style-type: none"> ▪ Farm land around urban areas

4.24. Gert Sibande District Municipality's Spatial Development Framework

The district adopted the following key development principles:

Development Principle 1: To actively protect, enhance and manage the natural environmental resources of the District in order to ensure a sustainable equilibrium between biodiversity, conservation, mining, manufacturing, industrial activities, agriculture, forestry and tourism-related activities within the District.

Development Principle 2: To optimally capitalise on the strategic location of the District and its 5 key economic strips/corridors and to functionally link all towns and settlements to one another through establishing and maintaining a strategic road and rail network comprising of internal and external linkages.

Development Principle 3: To utilize the existing natural environment, cultural-historic and man-made activity areas within the District as Tourism Anchors and Nodes; and to develop and promote the eastern parts of the District (around route R33) as a Primary Tourism Corridor linking the Lowveld Tourism Precinct to the north (in Ehlanzeni), to the St. Lucia Tourism Precinct located to the south of the District.

Development Principle 4: To promote forestry within and along the identified Primary Tourism Corridor.

Development Principle 5: To promote intensive and extensive commercial farming activities throughout the District, and to facilitate and concentrate subsistence farming activities within certain rural communities.

Development Principle 6: To unlock the development potential of existing towns through developing industry-specific Special Economic Zones / Economic Clusters throughout the District, in line with the MPISF and the provincial LED Strategy and in accordance with the Agricultural, Forestry and Industrial Cluster.

Development Principle 7: To facilitate and accommodate mining in the District in a sustainable manner in order to support local electricity generation and industrial development.

Development Principle 8: To establish a functional hierarchy of towns and settlements in the District, and to ensure equitable access to social infrastructure and the promotion of local economic development by way of Thusong Centres (Multi-Purpose Community Centres (MPCC's)).

Development Principle 9: To ensure that all communities have access to at least the minimum levels of service as enshrined in the Constitution.

Development Principle 10: To consolidate the urban structure of the District around the highest order centres by way of infill development and densification in Strategic Development Areas (SDA's).

The Gert Sibande District Municipality's SDF identified the following as key nodes in the local municipal area:

- Second Order Node: Volksrust
- Third Order Node: Amersfoort, Perdekop/Siyazenzela, Daggakraal, Wakkerstroom

The reviewal of the local municipality will determine if these areas will be elevated to a higher order as determined by issues like population growth and infrastructure needs after the analysis.





6. VISION DIRECTIVE

A Vision Statement defines what the SDF tends to achieve in the next coming years. A Vision Statement takes into account the current status of the organisation and serves to point the direction of where the organization wishes to go. Section 26 of the Municipal Systems Act requires a municipal integrated development plan to have a vision for the long term development, of the municipality, with special emphasis on the municipality's most critical development and internal transformation needs.

The vision of Dr Pixley Ka Isaka Seme Local Municipality as set out in the IDP:

"A credible, customer friendly and well-developed Municipality".

Section 21 of SPLUMA goes further to require the inclusion of 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. The spatial vision statement of the municipality's SDF is:

"An attractive, vibrant place to live & work, while still being able to meet the needs of its residents through the provision of sustainable human settlement & socio-economic opportunities".

The aforementioned vision statement is aligned with the municipality's IDP objectives:

- To provide access to basic service delivery to the community.
- To provide the effective, efficient and transformed human resource.
- To create & promote a conducive environment for socio- economic development.
- To provide sound financial management & compliance with legislation.
- To deepen democracy through public participation and promote good governance.
- To ensure integrated rural and urban planning.



7. SYNTHESIS

The first phase of the municipality's compilation of the SDF sets the wheels in motion on the approach and methodology to be adopted in terms of both the legislative and policy frameworks. Despite municipalities being seen as autonomous entities, it is still imperative that their spatial restructuring is both linked and aligned to existing spatial directives adopted at the national and local level to ensure that it fits into the adopted holistic approach to planning.

The next phase of the project digs deeper into the biophysical and socio-economic analysis of the municipality to measure growth, challenges and potential approaches to spatial development derived from the previous municipal SDF. Key to the analysis will be to determine how the population has grown over the years as a way to align with SPLUMA's requirements for planning for the people. Ultimately, that is the key driver for collaborative planning.

