



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

POLICY CONTEXT AND VISION DIRECTIVE
12 JULY 2019

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1. INTRODUCTION

KV Development Group were appointed, by the Mpumalanga Provincial Department of Co-operative Governance and Traditional Affairs (CoGTA), in April 2019 to review the spatial development framework of the Dr Pixley Ka Isaka Seme Local Municipality in the Gert Sibande District Municipality, Mpumalanga Province.

The main objective of this project is to develop a SPLUMA-compliant spatial development framework for the entire municipal area that also covers mining and conservation areas as well as settlements under traditional authorities. The spatial development framework (SDF) must also meet the standard guidelines set by the Department of Rural Development and Land Reform (DRDLR), the Spatial Planning and Land Use Management Act, Act 16 of 2013 (SPLUMA) and its regulations.

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 SDF 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 SDF 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 as well as the municipality's SPLUM Bylaw of 2016.

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.

1.1. Project Phases

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.

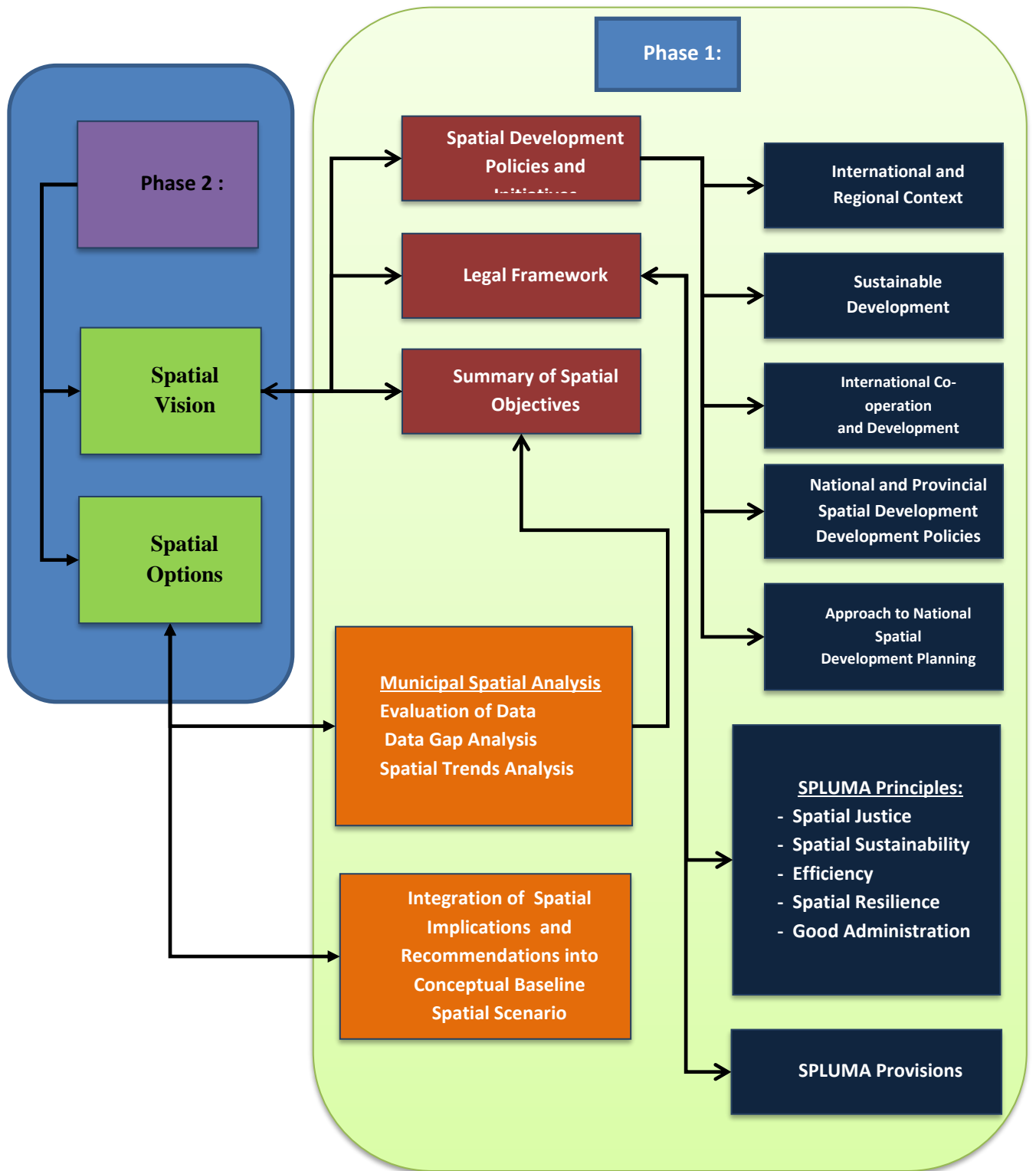
1.1.1 Phase 1: Policy Context & Vision Directive

1.1.1.1 Legislative Framework

Phase 1 will also look at all pieces of legislation and adopted government policies that inform the spatial trajectory of the Dr Pixley Ka Isaka Seme Local Municipality. Plans and Policies developed by the district municipality, the local municipality, sector departments and parastatals will have to be made available to the service provider to peruse and align with the envisaged future spatial development of the municipality. Phase 1 has since been presented to both the PSC and the IGSC.

Meetings with the key stakeholders will be conducted to agree on the spatial vision and to identify the needs and issues that must be addressed in the framework. This phase precedes the status quo investigation paired with public participation. Phase 1 is an overview of all the policies in place that will inform the development of the SDF. In developing a vision of the municipality, it would be imperative to address and map the spatial vision of the municipality as contained in the Municipal IDP. The vision statement will be discussed with the municipality for further inputs and undertaking.

Table 1: Status Quo, Spatial Options & Proposals



The international, national, regional, provincial development strategies, sector policy directives (e.g. fiscal, environmental, infrastructural, transport, human

settlement, etc.) and other collaborative governmental development initiatives will be considered. These include but are not restricted to:

International and Regional Context

- The Sustainability Development Goals (SDGs)
- The New Urban Agenda
- The African Union Agenda 2063
- The NEPAD Spatial Development Programme (SPD)
- UNESCO's Mab Programme
- Other relevant development frameworks and plans

National Legislation

- The Constitution of the Republic of South Africa
- The Spatial Planning and Land Use Management Act 16 of 2013
- The Municipal Systems Act, Act No. 32 of 2000 (MSA)
- The Traditional Leadership and Governance Framework Act No. 41 of 2003
- The National Environment Management Act No. 107 of 1998
- The National Environment Biodiversity Act No. 10 of 2004
- The National Environment Air Quality Act No. 39 of 2004
- The National Environmental Waste Act, 59 of 2008
- The National Environmental Forest Act No. 84 of 1998
- The National Environmental Protected Areas Act No. 57 of 2003
- The National Environmental Water Act. No 36 of 1998
- The Subdivision of Agricultural Land Act, 1970 (Act No. 70 of 1970)
- The National Heritage Resources Act No. 25 of 1999
- The Mineral and Petroleum Resources Development Act No. 28 of 2002
- The National Land Transport Act No. 5 of 2009
- The Infrastructure Development Act No. 23 of 2014
- The Preservation and Development Agriculture Land Bill, 2015
- The National Building Regulations and Building Standards Act (No. 103 of 1977)
- The National Spatial Development Framework (in the process)
- The Integrated Urban Development Framework 2017
- The National Strategy for Sustainable Development (NSSD).

Provincial Context

- Mpumalanga Provincial Spatial Development Framework
- Mpumalanga Vision 2030 (2013-2030)
- Mpumalanga Economic Growth and Development Path, 2011
- Mpumalanga Infrastructure Master Plan
- Mpumalanga Tourism Growth Strategy 2018
- Provincial Comprehensive Rural Development Programme
- Mpumalanga Industrial Development Plan
- Other Provincial Policies and Plans

- State of the Province Address
- Climate Change Strategies
- Biodiversity Plan (SANBI)
- Other relevant development frameworks and plans
- The Comprehensive Rural Development Programme

Municipal Developmental Planning

- District Municipal Development Frameworks
- District Municipal Sector Planning including:
 - Transportation Sector Plan
 - Biodiversity Plan
 - Roads Master Planning
 - Rural Development Plan
 - Other Local Municipality Spatial Development Frameworks and Sector Plans

1.1.1.2 Vision Directive

The spatial objectives emanating from the spatial development policy and legislative framework provide the basis for the alignment and integration development policies and legislation into the SDF. The international, national, regional, provincial development strategies, sector policy directives (e.g. fiscal, environmental, infrastructural, transport, human settlement, etc.) and other collaborative governmental development initiatives will be considered.

Based on the summary of the spatial objectives and the working groups' engagement, the spatial vision is developed. The Spatial Vision is derived from Spatial Objectives summarised from the relevant spatial development policies and initiatives, the legal framework and the research.

As a first step towards a holistic spatial development vision for the Municipality, a Spatial Development Concept needs to be formulated. This Spatial Development Concept models spatial direction and context to future developments. This Development Concept promotes, clarifies and refines the most feasible spatial development.

The Spatial Vision provides for Spatial Options are determined through a process involving:

- The integration of Spatial Implications and Recommendations into a Spatial Development Concept
- The determination of alternative future spatial development scenarios

1.1.1.3 The Integration of Spatial Implications and Recommendations into a Conceptual Baseline Spatial Scenario

A baseline spatial development scenario will be developed based on existing spatial development aspects and trends determined above.

1.1.1.4 The Determination of alternative future spatial development scenarios

Future Spatial Development Scenarios as development options need to be formulated as a departure of the baseline scenario which in the context of historical trends and dynamics informed by possible growth scenarios. Potential growth scenarios, for example, may include a “low growth, inequitable share development scenario (existing)”, or a “growth intervention, equitable share development scenario (high growth)”, to name only two.

1.1.2 Phase 2: Spatial Challenges & Opportunities

1.1.2.1 Spatial Directives

Phase 2 involves the investigation and analysis of the status quo. Having introduced the SDF to the stakeholders and received their feedback on issues and spatial vision, Phase 2 will use these inputs to guide in-depth spatial analysis of the conditions within the municipality. This will form compilation of the SDF.

A comprehensive investigation into matters that have an implication for the spatial form and development of the municipality will be analysed to ensure that the SDF is strongly rooted in reality. This investigation will be guided by the outcome of Phase 2, particularly by the spatial vision and issues raised.

The status quo analysis will include:

- Information and data that can be measured and monitored such as population data, housing need, crime.
- Quantification of infrastructure capacities and costs to address backlogs
- Analysis of the biophysical, socioeconomic and built environment.
- A spatial indication of infrastructure capacities and where it will be feasible to invest in new infrastructure and where to upgrade existing infrastructure.
- Mapped information on the status quo themes.
- Quantification of housing need, population growth and land requirements.
- Qualitative assessment of the performance of the municipality against desired spatial form and principles.
- Map or set maps indicating a municipal-wide issue and specific issues.
- Synthesis map or set of maps indicating key spatial challenges and opportunities.

1.1.3 Phase 3: Spatial Proposals

In the first step in this phase is to draft the objectives for the spatial development framework of the municipality based on the spatial vision and goals, principles and issues raised by the stakeholders and the findings of the status quo analysis. The objectives will relate to the status analysis and also indicate the desired long term result related to a specific aspect of the vision. As a next step, the spatial tools and concepts needed to achieve these objectives will be identified. The Draft SDF document will include a summary of the outcomes of previous phases and published separately from the Status Quo and other reports.

SDF plan and proposals will consist of the following components:

- Objectives
- Principles
- Spatial proposals and strategies
- Policies (supporting proposals)
- Implementation Framework (public investment framework, investment priorities and priority programmes)
- The SDF map will contain sufficient data so that it can be read/ proposals are understood on their own.
- The SDF will contain detail local spatial development framework for the Rural Focus Areas

The development strategies and policies of the Spatial Development Framework need to be supportive of the objectives of the Vision 2030 National Development Plan, the National Infrastructure Plan and the 9 Point Plan, international and national policies, principles and initiatives to reduce poverty and inequality over the next two decades.

In order to provide spatial dimension to the Vision 2030 National Development Plan, the National Infrastructure Plan and the 9 Point Plan, international and national policies, principles and initiatives to reduce poverty and inequality, the Spatial Development Framework needs to spatially support the mechanisms required in these plans and also provide guidance for future spatial development that is aligned to national, provincial, district and local planning.

1.1.4 Phase 4: Implementation Framework

Implementation of the SDF includes the monitoring of the goals or key performance indicators, as well as the implementation of capital expenditure framework and policies. The implementation of the MSDF will be informed by the Capital Expenditure Framework (CEF) which seeks to address prioritised areas where the municipality spends money on the development and upgrades. Immediately after compilation of the CEF, the service provider will compile an Implementation Framework (IF) which identifies projects, cost estimates and resources needed in ascertaining that the MSDF is fully implemented and that its targets are fully met.

The Capital Expenditure Framework and Implementation Framework will be presented to stakeholders for further input and clarity.

1.1.5 Phase 5: Final MSDF

Phase 5 will focus on achieving support for the SDF proposals. This will be done extensively as possible to solicit buy-in from a wide range of stakeholders. This is the second round of public participation.

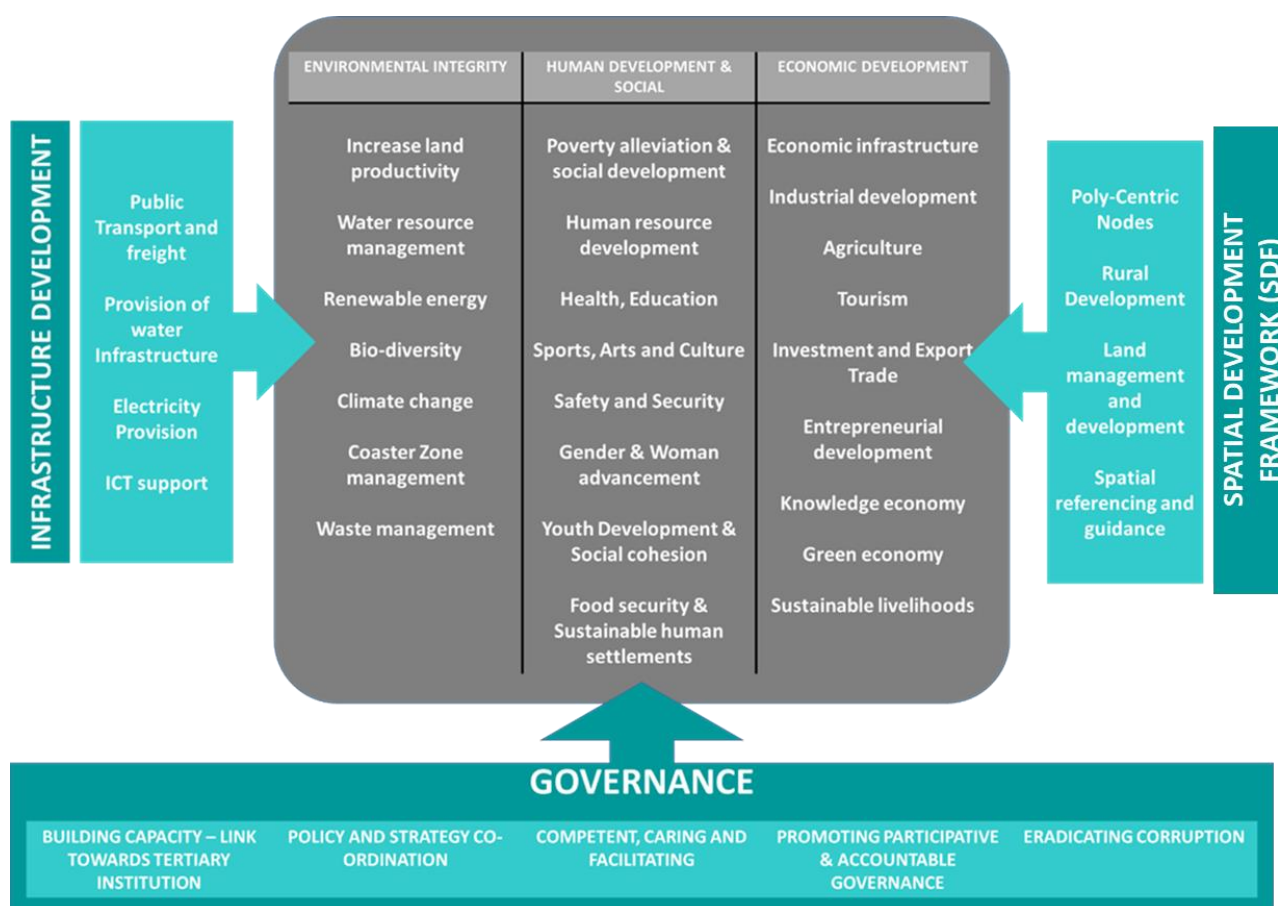
Phase 5 will include:

- A political endorsement of the draft SDF to be released for comments
- A record of written and oral submissions from the public with comments on the draft SDF.
- Agreement with affected municipalities on the alignment of the SDF proposals with the planning of affected municipalities
- Alternatively an agreed way forward on the resolution of conflicts
- A record of decision regarding the alignment of the proposals with the municipalities.
- A record of comment and input from affected government departments on the draft SDF.

The project steering committee will reflect on the input received from Phase 4, amend the SDF where necessary and submit the final Draft SDF to the Council for approval. It is imperative that the compilation of the MSDF will, going forward, inform and influence the IDP programmes and align with the investment of the municipality.

The final comprehensive documents are taken through the processes below required for approval by the Local Municipality.

Figure 1: Process for finalisation of the MSDF



1.1.6 PSC Endorsement

The final draft of the SDF, inclusive of its implementation framework and incorporation of public inputs is presented to the PSC for their final inputs and recommendation to the Municipal Council that it be approved.

1.1.7 Executive Summary

Based on the comments received on the Draft Municipal Spatial Development Framework, the report and mapping and Executive Summary are finalised.

1.2. Objectives of the MSDF

The following should be provisions for mandatory inclusion in the SDF:

- Development of a spatial vision and objectives of the IDP and the whole municipality;

- Development of a conceptual scenario for envisaged spatial form;
- Development of a Micro – spatial Plan for the core areas;
- Setting out of objectives that reflect the desired spatial form of the rural municipality;
- Contain strategies, policies and plans which must-
 - Analyse the opportunities and constraints within the municipality concerning the heritage, economy, agriculture, environment, infrastructure, social development and tourism;
 - Delineate the agricultural land that has high potential;
 - Indicate desired patterns of land use within the municipality;
 - Identify existing and future land reform projects;
 - Address spatial reconstruction of the location and nature of development within the municipality including desired settlement patterns; and
 - Provide strategic guidance with respect to the location and nature of development within the municipality.
- Set out a basic framework for the development of a land use management system in the municipality;
- Set out a basic framework for the development of a land use management system within the municipality;
- Set out a capital expenditure framework for the municipality’s development programs within the prioritization matrix (Prioritized list of development interventions and spatial locations);
- Analysis and clarification of how sector departments will implement the SDF;
- Contain a strategic assessment of the environmental impact of the SDF;
- Identify programs, interventions and projects of the development of land within the municipality;
- Be aligned with SDFs of neighbouring municipalities; and
- Provide a visual representation of the desired spatial form of the municipality, which;
 - Must indicate where public and private land development and infrastructure investments should take place;
 - Must indicate all cross-border issues, challenges and alignment of programmes shared with neighbouring municipalities, provinces and countries;
 - Must indicate desired or undesired utilization of space in a particular area;
 - Must delineate the urban edge (in terms of NEMA);
 - Must identify areas where strategic interventions are required; and
 - Must indicate areas where priority spending is required.
- Identify existing and proposed nodal areas for the development of infrastructure and social services.

1.3. Legal Requirements for Reviewing an MSDF

A number of legal requirements informs the development of the MSDF. Section 26 of the Municipal Systems Act, 2000, (Act No. 32 of 2000) sees a municipal SDF as a core component of the integrated development plan of local government and effectively requires the policy to inform the land use management of the municipal area. An MSDF is required to provide the guiding principles for the management of land use within the municipal sphere. As a policy, the MSDF becomes an integral part of the IDP.

Section 4 of the Local Government: Municipal Planning and Performance Management Regulations of 2001 requires the SDF, as reflected in the municipal IDP, to address the following:

- a) give effect to the principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act 67 of 1995). The DFA has since been repealed by the Spatial Planning and Land Use Management Act of 2013;
- b) set out objectives that reflect the desired spatial form of the municipality;
- c) contain strategies and policies regarding the manner in which to achieve the objectives referred to in paragraph (b), which strategies and policies must-
 - I. indicate desired patterns of land use within the municipality;
 - II. address the spatial reconstruction of the municipality; and
 - III. provide strategic guidance in respect to the location and nature of development within the municipality;
- d) set out basic guidelines for a land use management system in the municipality;
- e) set out a capital investment framework for the municipality's development programs;
- f) contain a strategic assessment of the environmental impact of the spatial development framework;
- g) identify programs and projects for the development of land within the municipality;
- h) be aligned with the spatial development frameworks reflected in the integrated development plans of neighbouring municipalities; and
- i) provide a visual representation of the desired spatial form of the municipality, which representation-
 - I. must indicate where public and private land development and infrastructure investment should take place;
 - II. must indicate desired or undesired utilisation of space in a particular area;
 - III. may delineate the urban edge;
 - IV. must identify areas where strategic intervention is required; and
 - V. must indicate areas where priority spending is required.

Read together with the Section 21 of SPLUMA, the stated information, above, is further aligned with the Dr Pixley Ka Isaka Seme's Spatial Planning and Land Use Management Bylaw 2016 that informs the development of the MSDF. The bylaw informs the formation of the Project Steering Committee (PSC), led by the Municipal Manager, to ensure that municipal policies and plans are aligned with the proposed MSDF. The PSC, as a key driver of the compilation of a municipal SDF, is entrusted with:

- preparation, amendment or reviewing of the municipal spatial development framework for adoption by the Executive Council;
- providing technical knowledge and expertise;
- monitoring progress and ensuring that the drafting municipal spatial development framework or amendment of the municipal spatial development framework is progressing according to the approved process plan;
- guiding the public participation process, including ensuring that the registered key public sector stakeholders remain informed;
- ensuring alignment of the municipal spatial development framework with the development plans and strategies of other affected municipalities and organs of state as contemplated in Section 24(1) of the Municipal Systems Act;
- facilitating the integration of other sector plans into the municipal spatial development framework; and
- overseeing the incorporation of amendments to the draft municipal spatial development framework or draft amendment or review of the municipal spatial development framework to address comments obtained during the process of drafting thereof.

1.4. Stakeholders in the MSDF Processes

As part of the institutional framework for the development, amendment or reviewing of the MSDF, Section 7(3)(d) of the municipal bylaw requires the PSC to "guide the public participation process, including ensuring that the registered key public sector stakeholders remain informed". Public participation is the cornerstone of the development of municipal policies as envisaged by the Constitution. Section 160(4)(b) requires all bylaws that are developed by municipalities to be made available to the public for perusal and comments. This is further emphasised by the White Paper on Local Government (117 of 1998) which identifies local government as a vital sphere that interacts directly with the public to ensure that there is the promotion of community participation in municipal processes.

In ensuring that the MSDF is a document that is universally accepted, the Guidelines for the Development of Provincial, Regional and Municipal Spatial Development Frameworks and Precinct Plans, as approved in 2014, require the

public participation to be a key driver. That way, the MSDF is open to public scrutiny thus ensuring that the process was transparent. The following committees have already been established to ensure that the reviewing of the Pixley ka Isaka Seme Local Municipality's spatial development framework adheres to an adopted framework on the compilation of such a crucial policy document:

- Project Steering Committee that involves the participation of the Municipality, the Department of Co-operative Governance and Traditional Affairs and the consulting firm;
- Intergovernmental Steering Committee that involves sector departments and parastatals.

The following stakeholders have been identified to participate and contribute to the review of the SDF.

Table 2: List of Stakeholders

MUNICIPAL STAKEHOLDERS
Gert Sibande District Municipality
Dr Pixley Ka Isaka Seme Municipality & Sector Departments
Neighbouring Local Municipalities
Tribal Authorities & Affected Communities
Ward Councillors & Ward committees
Municipal Council
PROVINCIAL STAKEHOLDERS
Mpumalanga Office of the Premiere
Department of Co-operative Governance & Traditional Affairs (CoGTA)
Department of Human Settlements
Department of Public Works, Roads and Transport
Department of Economic Development & Tourism
Department of Education
Department of Health & Social Development
Department of Sports, Arts & Culture
NATIONAL STAKEHOLDERS
National Department of Water and Sanitation
National Department of Mineral Resources
National Department of Rural Development and Land Reform (DRDLR) and Regional Land Claims Commission Mpumalanga
South African Post Office (SAPO)
Eskom
SANRAL
Transnet
Telkom
CONSULTANTS
KV Development Group (Pty) Ltd

The aforementioned committees are there to ensure that the project is executed within the set time frames and contribute to the compilation through participation and making documents, which can contribute immensely to the compilation of

the SDF, available. The latter will ensure that there is alignment between the SDF and other policy reports that have been compiled and affect the spatial development of the municipality.

By the time Phase 3: Spatial Proposals, which is in effect the Draft SDF document, is compiled, it will go out for public participation. Before that happens, the Executive Council of the Local Municipality will have to approve the draft document for public participation. The public will be informed through the different municipal processes of the advertisement of the draft SDF. It is imperative that the public participation process is at the discretion of the municipality and principles of Section 21 of the Municipal Systems Act, read together with Section 9 of the DPKIS Spatial Planning and Land Use Management Bylaw, 2016, whereby notices must be placed in the Mpumalanga Provincial Gazette and local newspapers, informing the public at large of the intention of the municipality to develop and adopt the MSDF.

1.5. Project Plan

The project is scheduled to be executed in a period of 12 months. The proposed project plan, showing all the Milestones and set timeframes, is contained hereunder:

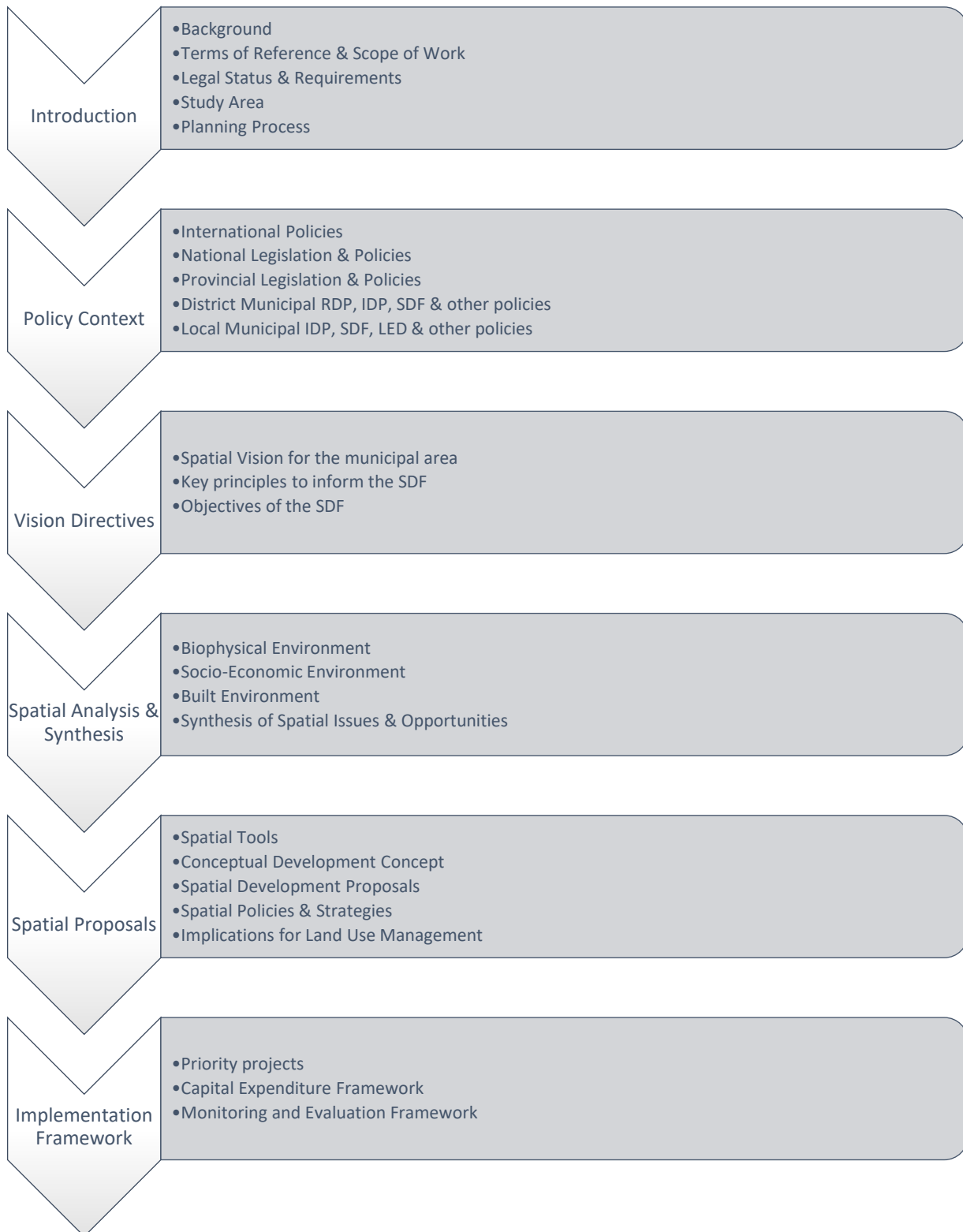
Table 3: Project Plan

Phase	Milestone	Deliverable	Stakeholder	IGSC Meeting
1	Project Inception	<ul style="list-style-type: none"> ▪ Project Inception Report 	<ul style="list-style-type: none"> - Project Management Team (PMT) - Intergovernmental Steering Committee 	03 May 2019
2	Policy Context & Vision Directive	<ul style="list-style-type: none"> ▪ Literature Review Report ▪ Spatial Vision and Objectives 	<ul style="list-style-type: none"> - Project Management Team (PMT) - Intergovernmental Steering Committee 	30 May 2019
3	Spatial Opportunities & Challenges	<ul style="list-style-type: none"> ▪ Status Quo Analysis 	<ul style="list-style-type: none"> - Project Management Team (PMT) - Intergovernmental Steering Committee 	30 July 2019
4	Spatial Proposals	<ul style="list-style-type: none"> ▪ Spatial Proposals ▪ Draft MSDF 	<ul style="list-style-type: none"> - Project Management Team (PMT) - Intergovernmental Steering Committee 	30 September 2019
5	MSDF Implementation Framework	<ul style="list-style-type: none"> ▪ Implementation framework/plan ▪ Capital Expenditure Framework 	<ul style="list-style-type: none"> - Project Management Team (PMT) - Intergovernmental Steering Committee 	30 November 2019
6	Final MSDF	<ul style="list-style-type: none"> ▪ Consolidated report ▪ Public Notice ▪ Adoption 	<ul style="list-style-type: none"> - Project Management Team (PMT) - Intergovernmental Steering Committee 	30 March 2020

2. PROPOSED REPORT STRUCTURE

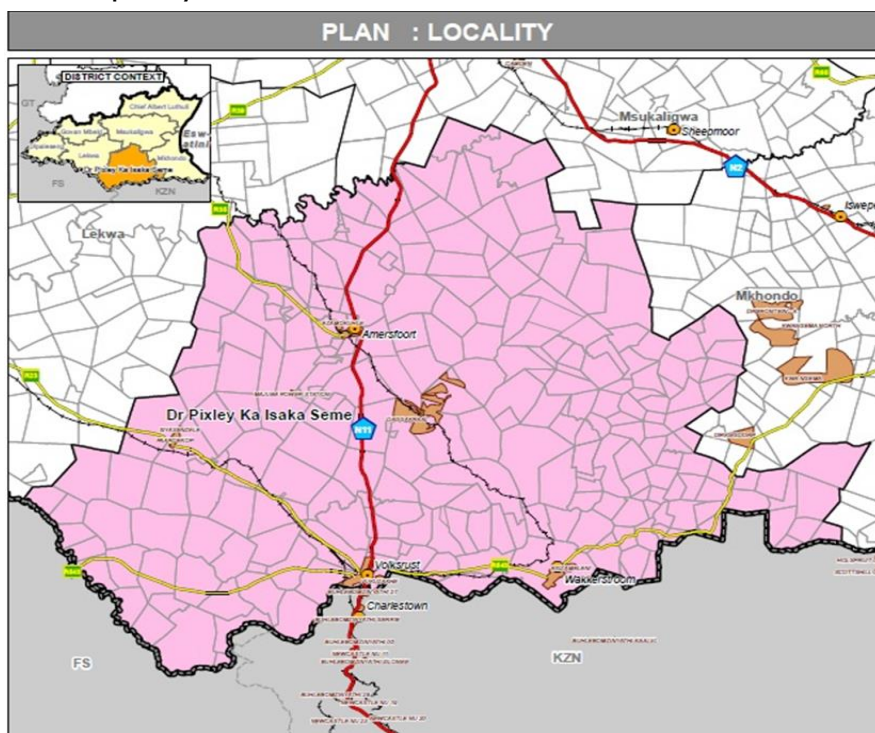
The proposed outline of the draft MSDF document is presented below:

Figure 2: Proposed MSDF Report Structure



3. 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.



Msukaligwa borders it 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*)

The municipality is predominately urban in nature, with the urban centres of Amersfoort, Volksrust and Wakkerstroom being the core urban centres and developmental areas of the municipality. Volksrust functions as the largest commercial centre within the municipality. The town fulfils a central place function with the largest residential and commercial component although it is not situated in the centre of the municipal area but in the southern part of the municipal area close to the border of Kwa-Zulu Natal.

The location of the town on the N11 and the intersection of the R23 and R543 and the railway line connection led to the diversified development of the area. The town has good engineering and social services and hence supports itself as

well as the surrounding rural community. According to the latest valuation roll, there are a total number of 3152 registered stands in the town.

The rural area surrounding the urban area is characterised by farmland and there is not an established rural node within the rural area other than Daggakraal, which is considered more as an urban area with a rural component due to the size of the settlement.

4. 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 4: 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; ▪ ensure that special consideration is given to the protection of prime and unique agricultural land;

	<ul style="list-style-type: none"> ▪ 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.

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 future¹. 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 Isaka 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.

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.

⁴ SALGA 2011

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 oxygen⁶. 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.

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

The legislation aims to achieve the following:

⁵ <https://www.sanbi.org/about/>

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

- 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

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

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;
- 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 all stakeholders adhere to basic principles of environmental management.

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 neighboring 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 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 3: 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 25th 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.

The NDP 2030 requires all SDFs to be translated into spatial contracts that bind national, provincial and local governments into a collaborative process of addressing the country’s spatial challenges that came about as a result of the apartheid-era spatial approach that continues to affect the country twenty five years after democracy. The National Planning Commission’s Diagnostic Report identified the following as key challenges:

- Dysfunctional settlement patterns across the country;
- Challenges facing towns and cities;
- Uncertain prospects of rural areas;
- Challenges of providing housing and basic services and reactivating communities; and
- Weak spatial planning and governance capabilities.

The NDP sees transportation networks as vital to spatial transformation within urban centres and thus a need to ensure that there is interconnection and free movement of people and goods. Urban centres are seen as vital to growth and development and thus should be developed and maintained to ensure that communities are accommodated and provided with access to services. The transformative approach of a MSDF is vital in ensuring that the goals set in the NDP are not only achievable but become key drivers for change and development. The approach to ensuring that this is achieved lies primarily with institutional capacity to take local government forward. It is imperative that local government has the capacity and technical ability to not only achieve set goals but also ensure that development happens in a sustainable and uniform manner. Communities have to be mobilized in order to become equal partners in addressing the undesirable spatial form or pattern.

In its requirement for the development of an NSDF, discussed in later sections, the NDP requires an approach that strategically places a developmental approach that not only enhances earmarked areas but improves the economy too. Areas that have the potential for growth and development should, as a result, be prioritized so that resources can be channeled there. This can be achieved through an MSDF, as the policy is able to identify nodes, transnational development corridors, activity spines or special intervention areas and nodes. This does not necessarily mean that other areas are neglected. It simply means that the efficient utilization of resources will be channeled in a way that ensures sustainability. Ultimately, this is the role of the Dr Pixley ka Isaka Seme Local Municipality's spatial development framework...to be transformative, encourage development, reinvigorate the community and ensure that officials perform their duties diligently.

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 requirements 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.

4.15. The National Spatial Development Framework, 2018

Section 12(1), of SPLUMA, which also deals with the SDFs of provincial governments and municipalities, specifies that the National Spatial Development Framework (NSDF) must:

- Interpret and represent the spatial development vision of the national sphere of government;
- Be informed by a long-term spatial development vision statement and plan;
- Represent the integration and trade-off of all relevant national sector policies and plans;
- Guide planning and development across all sectors of the national sphere of government;
- Contribute to a coherent planned approach to spatial development in the three spheres of government;
- Provide clear and accessible information to the public and private sector, and provide direction for investment purposes;
- Include previously disadvantaged areas, areas under traditional leadership, rural areas, informal settlements, slums and landholdings of state-owned enterprises and government agencies, and ensure their inclusion and integration into the spatial, economic, social and environmental objectives of the national sphere of government;
- Address historical spatial imbalances in development.
- Identify the long-term risks of particular spatial patterns of growth and development and the policies and strategies necessary to mitigate those risks;
- Provide direction for strategic developments and infrastructure investment, promote efficient, sustainable and planned investments by all sectors, and indicate priority areas for investment in land development;
- Promote a rational and predictable land development environment to create trust and stimulate investment;
- Give effect to national legislation and policies on mineral resources, and the sustainable utilisation and protection of agricultural resources; and
- Consider, and where necessary, incorporate the outcomes of substantial public engagement in the framework.

Section 13(3) requires that the NSDF should consider:

- All policies, plans and programmes of public and private bodies that impact on spatial planning, land development and land use management;
- Any matter relevant to the coordination of such policies, plans and programmes that impact on spatial planning, land development and land use management; and
- All representations submitted to the Minister in respect of the framework.

Section 14 of SPLUMA further requires that the content of the NSDF should:

- Give effect to the development principles and norms and standards set out in the Act;
- Give effect to all relevant national policies, priorities, plans and legislation;
- Coordinate and integrate provincial and municipal SDFs;
- Enhance spatial coordination and land use management activities at the national level;
- Indicate desired patterns of land use in the country; and
- Take cognisance of any environmental management instrument adopted by the relevant environmental management authority.

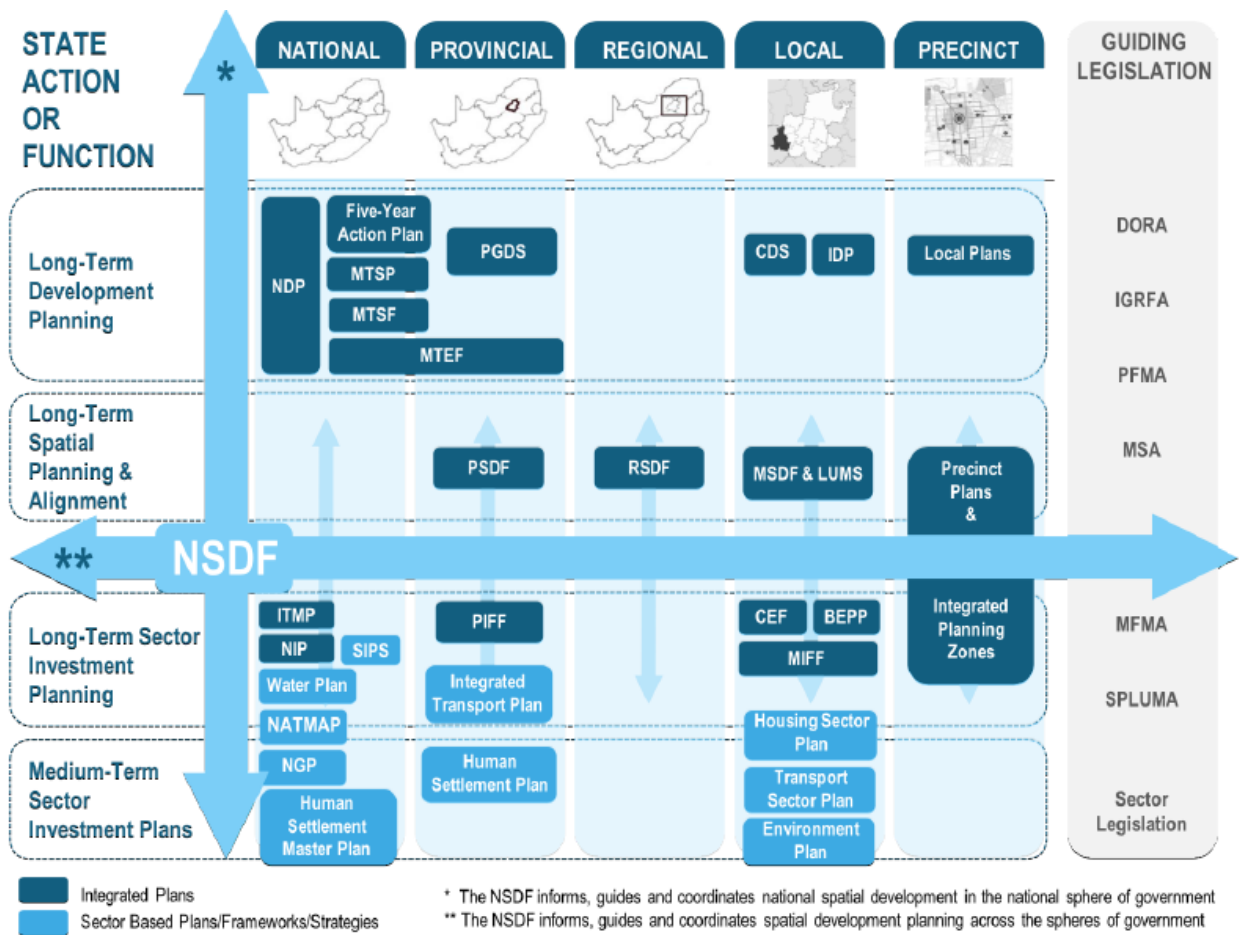
Key to ensuring the alignment of spatial policies, the three spheres of government must, through a collaborative and coordinated process, work together to ensure that there is a holistic approach to spatial planning. It is the role of the NSDF to contribute and give expression to national development policies and plans as well as ensure the integration of various sectoral policies and sectors as a way of mitigating the spatial challenges currently affecting South Africa. The cornerstone for achieving this is the collaborative approach to spatial planning. To achieve this, the NSDF has developed the following vital steps:

- Step 1: The existing National Development Paradigm, including the Constitution, the National Development Plan and the existing legal and policy framework, notably SPLUMA and the Integrated Urban Development Framework (IUDF), is used to:
 - Articulate a compelling and persuasive Post-Apartheid Spatial Development Logic and identify the 'shifts' from the old and existing logic that this new logic requires; and
 - Craft a strong and credible Post-Apartheid National Spatial Development Vision;
- Step 2: The new logic and vision is used together with an analysis of the current and unfolding 'national spatial development landscape', to develop a set of National Spatial Development Concepts, and craft a desired Post-Apartheid National Spatial Development Pattern consisting of (1) a National Spatial Development Frame, and (2) a series of NSDF Sub-Frames;

- Step 3: The National Spatial Development Frame and NSDF Sub-Frames are used to indicate what Interventions and Priority Actions are required to bring about the desired Post-Apartheid National Spatial Development Pattern; and
- Step 4: The (1) desired Post-Apartheid Spatial Development Pattern, (2) National Spatial Development Frames and NSDF Sub-Frames, and (3) associated series of Interventions and Priority Actions are used to prepare clear Implementation Guidance for realising the desired national spatial transformation.

These steps are articulated in the visual representation contained hereunder:

Figure 4: The Role of the MSDF within Sector Plans



As articulated earlier, the NSDF ensures that there is an alignment of spatial policies from a national perspective, through to provinces and then at a local level to ensure that there is coordination in applying spatial changes that have a direct impact to the livelihoods of this country’s citizens. The DPKIS’s SDF will be informed by the provincial and regional SDF in ensuring that the higher structures’ proposals are implemented fully at a local level. The IGSC is there to ensure that this is an achieved reality.

5. PROVINCIAL POLICIES, PLANS AND DIRECTIVES

5.1. 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

5.2. 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
 - The Mpumalanga Province's corridor investment is focused on the Maputo-N4, N17- N2 and the N11. The latter national road, the N11, cuts across the DPKIS Local Municipality, joining it with Msukalikwa Local Municipality in the north and the KwaZulu-Natal Province in the south. This makes the N11 a strategic national road for the municipality as it also acts as a link between the towns of Armersfort and Volksrust. These towns form part of the main urban centres of the municipality. The five primary nodes where developments is to be concentrated in the province are Emalahleni, Middleburg, Mbombela/Nelspruit, Secunda and Ermelo. The close proximity of Ermelo to the study area makes it a vital corridor to tap into as to attract further development and investment south of the town.
- Key Driver 2: Business, Commercial and Industrial Development
 - This driver focuses on development of business and commercial sectors on the primary, secondary and rural nodes in Mpumalanga as these activities can generate significant number of job opportunities. In terms of industrial development, the bulk of industrial investment in Mpumalanga Province should be clustered around the existing industrial strongholds, in Emalahleni and Middelburg (Steel Industry), Secunda (Petrochemical Industry) and Mbombela (Mixed Industries). Volksrust is the main industrial centre for the study area. As a primary node, the town also has municipal, government buildings located the town, which should lead to it being promoted as the major business node in the municipality, and services in the area should be optimised for this purpose.
- Key Driver 3: Tourism Development
 - The Mpumalanga Lake District, Heyshope Dam and Wakkerstroom Biosphere Reserve in the Gert Sibande District Municipality, have been earmarked as key functional areas for tourism. Wakkerstroom is located within the study area. It has the richest open space system, which forms part of the wetland around the town. The existence of the wetland creates ample opportunities for functional open space systems and need to be developed as such in combination with the tourism strategy for the area. Other than the wetland, there are various open spaces within Amersfoort and a good open space system within Esizameleni, which is a result of the flood lines traversing the town.
- Key Driver 4: Forestry Development
 - Investment aimed at enhancing the contribution of forestry to the economy of Mpumalanga should be directed to the two main forestry precincts in the province: the northern forestry precinct around Mashishing, Graskop and Sabie, with Sabie being the main centre for forestry related industries; and the southern forestry precinct in the area between Barberton and eMkhondo, with eMkhondo being the main centre for forestry related industries. The potential for local economic development initiatives and job creation in sectors such as commerce: small, medium and micro enterprises: agriculture, forestry, tourism, and labour-intensive public works should be promoted. The prime importance of broadening access to land resources, the establishment of partnerships between local government and the private sector and NGO's for the promotions of a wide range of enterprises is recognized. These should be built upon to utilized the local natural

resource base and of the potential for trading links within an area. These should be strengthened through the establishment of rings of markets for locally and regionally produced goods and services, linking small towns into regional economies, building total production and cash circulation and more competitive position in the wider economy.

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- Key Driver 5: Agricultural Development

- Agriculture related investment should focus on the Comprehensive Rural Development Programmes (CRDP) pilot areas are located in Bushbuckridge, Nkomazi, Albert Luthuli, and Mkhondo, Pixley ka Seme, Thembisile Hani and Dr JS Moroka Municipalities. Agriculture is one of the top economic sectors that contributes to the GVA of the study area. In 2010, it contributed 18.85% to the GVA of the municipality, rising from 16.79% in 2006. It further contributed 5.53% to the GVA of the Mpumalanga Province. It is also the highest employment sector. It is vital that resources are channelled towards this sector as it can grow further and distribute significantly to the economic growth of both the municipality and the province.

- Key Driver 6: Mining and Energy-Related Development

- Infrastructure investment aimed at enhancing the mining and electricity industry should be consolidated in the western Highveld of Mpumalanga where the vast majority of coalmines and power stations are located. In areas such as eMalahleni, Steve Tshwete, Standerton and Secunda. Mining contributed 0.92% to the GVA of the municipality, whereas energy contributed 10.74%. In 2010, 49 people worked in the mining sector whereas 105 people were employed in the energy sector. With a number of mines and power stations in and around the study area, it would be advisable to tap into these two industries due their ability to provide employment opportunities.

- Key Driver 7: Urban Development

- The main strategic priorities with regard to urban development and accommodating urbanisation in Mpumalanga include the following:
 - Integration of urban settlement structures.
 - Containment of urban sprawl.
 - The provision of high densities of mixed land uses within close proximity of economic activity nodes and transportation systems.
 - The provision of a system of activity corridors, nodes, spines and streets supporting sustainable transportation and road systems.
 - Efficient engineering infrastructure and roads.
 - The provision of sustainable housing.
 - Community facilities taking into consideration the regional, sub-regional, district and local needs of the communities

The desired spatial form for the study area is based on the principle of accommodating urban development and population growth in the most cost effective and sustainable way possible. To contain and manage urban sprawl and to improve urban efficiency, urban development should be contained

within the urban area/edge. New urban development should as a minimum requirement adhere to the principles of the “Red book” (Guidelines for Human Settlement Planning and Design) with respect to the provision of open space. Environmental and visual impact of all urban development should be carefully considered and evaluated against impact on the surrounding area and character.

- Key Driver 8: Rural Development

- Vision 2030 places particular emphasis on building the economy in rural areas, and more specifically through the following approach, which is embedded into the Comprehensive Rural Development Programme (CRDP). The proposed approach towards rural development in Mpumalanga Province centres around the following three principles;
 - Establishment of Thusong Centres;
 - Rural Settlement Consolidation; and
 - Agrarian Transformation.
- The unique nature of farming in the study area increase pressure for higher impact rural development, necessitating land use management guidelines with respect to development of rural non-agricultural land uses. These land uses are normally associated with demands in the rural area for non-agricultural or service related industries. The high rural population and shift towards tourism and eco-related activities, further necessitates clear policy guidelines with respect to non-agricultural uses in the rural area. Rural non-agricultural land uses specifically, but not exclusively refer to the following activities.
 - Farm schools
 - Agri-industries
 - Engineering services
 - Service trades and farm shops
 - Warehousing and packing sheds
 - Nurseries, kennels and riding schools

- Key Driver 9: Environmental Management and Conservation

- The rural hinterland should also be utilised to promote conservation of environmentally sensitive areas in Mpumalanga. As far as mining is concerned, it is important to establish proper environmental management systems during the operational phase of the mines to prevent large-scale water and air pollution.

5.3. 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).

The Mpumalanga SDF identifies the following spatial development objectives:

a) Connectivity & Corridor Functionality

This theme intends to:

- Ensure connectivity between nodes and connectivity from surrounding areas, for example lower nodes, major industrial concentrations with areas of concentration, which implies a hierarchy of movement routes – linking to functionality of the road network.
- Accommodate connectivity through provincial roads to connect marginalised areas with main corridors.
- Incorporate connectivity to a green open space system – ideally linked to tourism corridors.
- Recognise secondary towns as part of the overall settlement and economic network of the province, with functional linkages between the urban conurbation and the hinterland.
- Enhance effectiveness of the N4 Maputo Corridor – linked to the approach of identifying and stimulating smaller “intermediate” nodes – corridor/node concept.

b) Sustainable Concentration & Agglomeration

This theme refers to the creation of an agglomeration economy that will encourage people and economic activities to locate near one another in urban centres and industrial clusters. It assumes that for sustainable development it is vital to concentrate development at strategic places and preserve land for agriculture and essential services. The salient features of this theme are provided below;

- Focus on the creation of agglomeration economies and clustering linked to nodes and potential nodes.
- Allow the concentration of opportunities in key nodes, along key corridors, and of public investment in and around these nodes or connectors – N4, N17, and R40.
- Allow for broadening the economic base in the concentration areas through infrastructure investment, land release and skills development.

- Optimise the utilisation of existing infrastructure and social amenities, particularly in areas where spare capacity exists – also linked to areas of potential opportunity in proximity to corridors and possible smaller nodes on the corridors.
- Bring more people closer to a greater number of opportunities in the areas of concentration through increased densities, implying a need for affordable and lower income housing as directed through social housing zones.
- Ensure that densification take place according to the nature and scale of the node or corridor and in relation to the location of these places in the broader urban environment. This would then guide the types of densities (medium or higher densities) that would be suitable in different locations – CSIR nodes.

c) Conservation & Resource Utilisation

This theme intends to

- Allow for the maintenance of healthy natural environments, ecosystems and biophysical processes which support life, and which must be allowed to continue without significant change.
- Ensure that stresses that affect environmental integrity are avoided, or at the very least limited and mitigated through appropriate mitigations and offsets -
- Focus on maximising the use of scarce natural resources through recycling, the transformation of existing consumption patterns, the use of zero-emission transportation systems and the reduction of waste.
- Create a functional and aesthetically pleasing integrated open space system across the province that will not only add essential cultural services, but also contribute to the enhancement of the other types of ecosystems as well.
- Protect high-potential agricultural land to ensure future food security. Development proposals for should therefore not impact on this valuable and irreplaceable resource – linked to the land capability assessment to protect category 8 – 15.
- Mining, especially coal mining remains one of the provinces key economic sectors, realising the contestation of resources through mining the negative impacts requires management and positive mitigation interventions – environment, water, air pollution and agricultural land.

d) Liveability & Sense of Place

This theme intends to

- It should lead to the creation of settlements in which people live in a way that is worthy of human beings and healthy social interaction.
- Include those spatial, social and environmental characteristics and qualities that uniquely contribute to people’s sense of personal and collective wellbeing and to their sense of satisfaction in being the residents of a settlement;
- Confirm functional integration between human settlement planning, economic opportunity and public transport is the key driving factor for spatial transformation – elements of smart growth.
- Allowing people to reclaim public spaces through improved safety and security.
- Address the spatial marginalisation of townships and the overwhelming tendency to locate government-funded housing projects on the periphery through spatial integration and development of housing on well-located land parcels. Not lead to further spatial fragmentation.
- Not all areas in the province should be the same. Different zones would be suitable for different types of development.
- Pursue the most efficient, sustainable and equitable urban development, but at the same time acknowledge the reality that it may not be possible to accommodate a significant proportion of households in a compact urban footprint.

e) Rural Diversity & Transformation

This theme intends to:

- Introduce the development of various types of environments that are linked to the spatial characteristics of that geographic location – recognition of the rural concept and developmental initiatives through the RDPs
- Create choices for residents within the rural economy linked to access to markets, food security and security of land tenure.

The Mpumalanga SDF has adopted a Polycentric Growth Management Model for its spatial structuring. This method is one whereby the spatial structure is based on a hierarchy of growth centres which incorporate (i) integrated business, (ii) employment and (iii) community nodes that are well connected by means of movement infrastructure and systems. The advantages of this method are listed hereunder.

- It delivers a more balanced approach to development, is about managed growth and intensification at strategic locations, and focuses heavily on the principle of proximity.
- Areas that are not close to major centres or functional linkage opportunities are developed at lower intensities, not disregarding any local opportunity to the benefit of the local population thus allowing for greater diversity in terms of development typologies across the province.
- The system is characterised by a number of well-structured “compact” environments (growth centres), interspersed and surrounded by areas of lower density and intensity. Instead of a blanket compaction approach, compaction is therefore focused around a specific spatial structure.

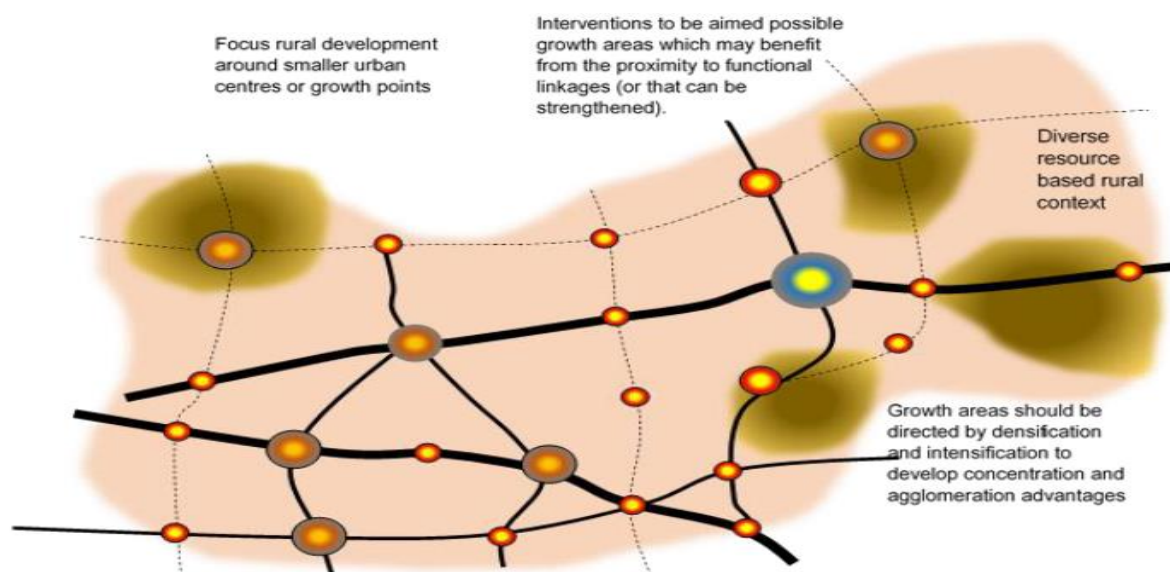
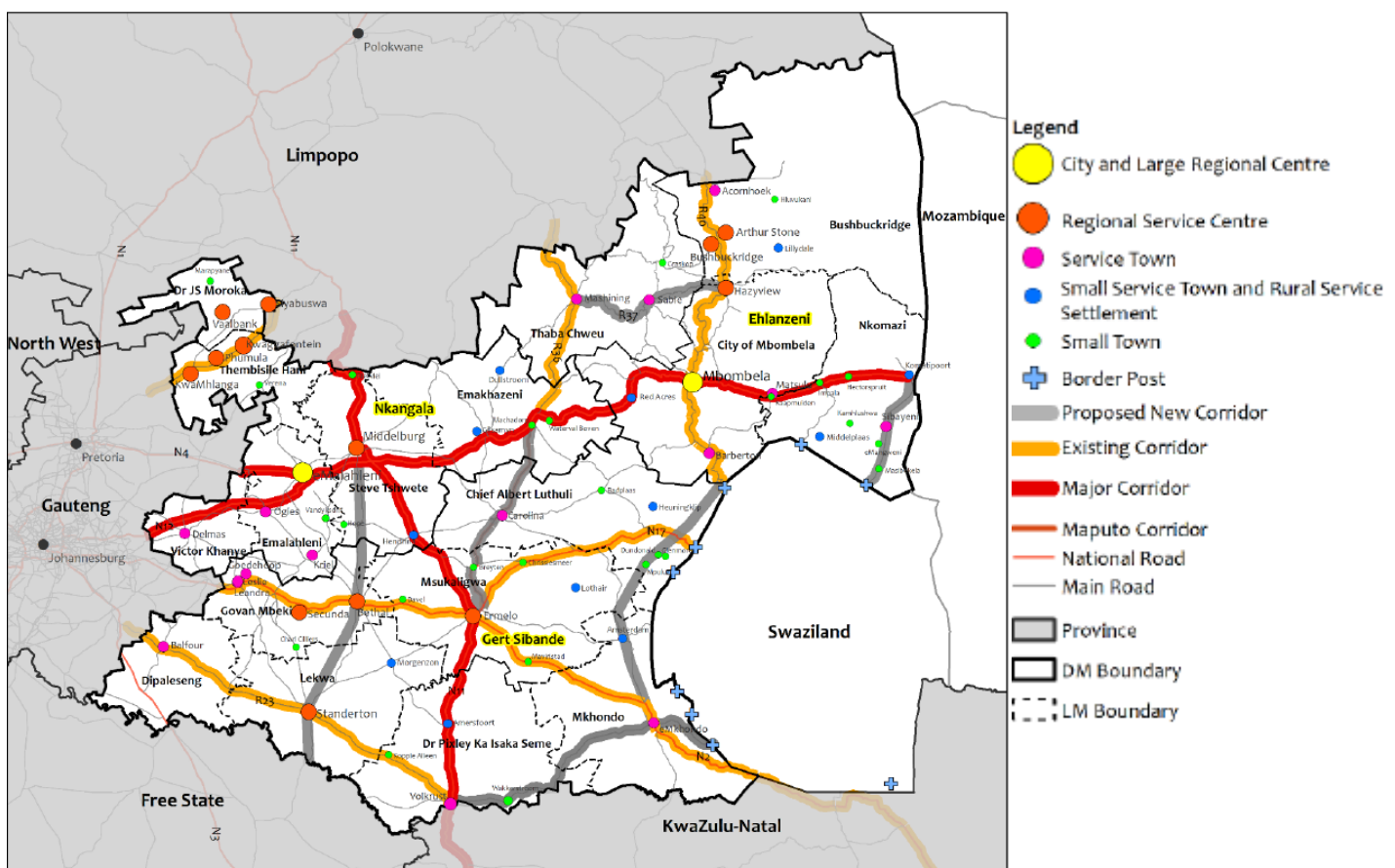


Figure 5: Polycentric System

One of the major corridors identified the provincial SDF is the N11 through the study area. One of the Strategic Objectives of the Provincial SDF is the need to develop all existing corridors and building new linkage corridors to increase capacity and economic opportunities and ensure connectivity to the surrounding areas. The identified/ proposed corridor developments are mentioned in Vision 2030, District SDF's and National Spatial Development Framework (NSDF, 2018). The strategic corridors are derived based on importance in terms of provincial and inter-regional linkages. There are three major corridors in Mpumalanga N4, N11 and N17/N2. The N11 provides a regional corridor that will become more important with the development of the Waterberg coal reserves. The N11 provides interaction between the N1, N4 and N2/N17 corridors and will play a major part in the region as a transportation corridor to Richards Bay. The focus for developing the existing corridors on existing corridors will strengthen the transportation network and streamline the freight movement.

Figure 6: Mpumalanga Corridors



5.4. 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

5.5. 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.

6. LOCAL POLICIES, PLANS AND DIRECTIVES

6.1. 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.

The Gert Sibande RDP identifies Rural Intervention Areas whereby Community Based Plans need to be compiled in the near future. Such planning processes will bring about proposals pertaining to community/social organisation and a Business Plan for the area comprising a number of projects earmarked for implementation. Daggakraal is the focal point for this Rural Intervention Area

which mainly covers the area between Wakkerstroom, Volksrust, Amersfoort and Driefontein. The RDP further identifies Rural Intervention Areas. The report proclaims that a Rural Intervention Area can comprise of rural informal settlements, rural villages under traditional leadership and/ or clusters of farm workers either displaced or working on farms in the area. The first important step towards enhancing rural development in the Rural Intervention Area is then to compile a Community Based Rural Precinct Plan for the area.

This plan needs to be compiled in close consultation with all local stakeholders and beneficiaries, including relevant Traditional Leaders and the relevant municipal officials as all these parties need to take co-ownership of the plan once it is completed, and ensure development which is consistent with the proposals contained in the plan. This approach will also ensure alignment and cooperation between the Traditional Leaders and the relevant Local Municipality. The following a the proposed scope and methodology for a Community Based Rural Precinct Plan.

Table 5: Scope & Methodology for a Community Based Rural Precinct Plan

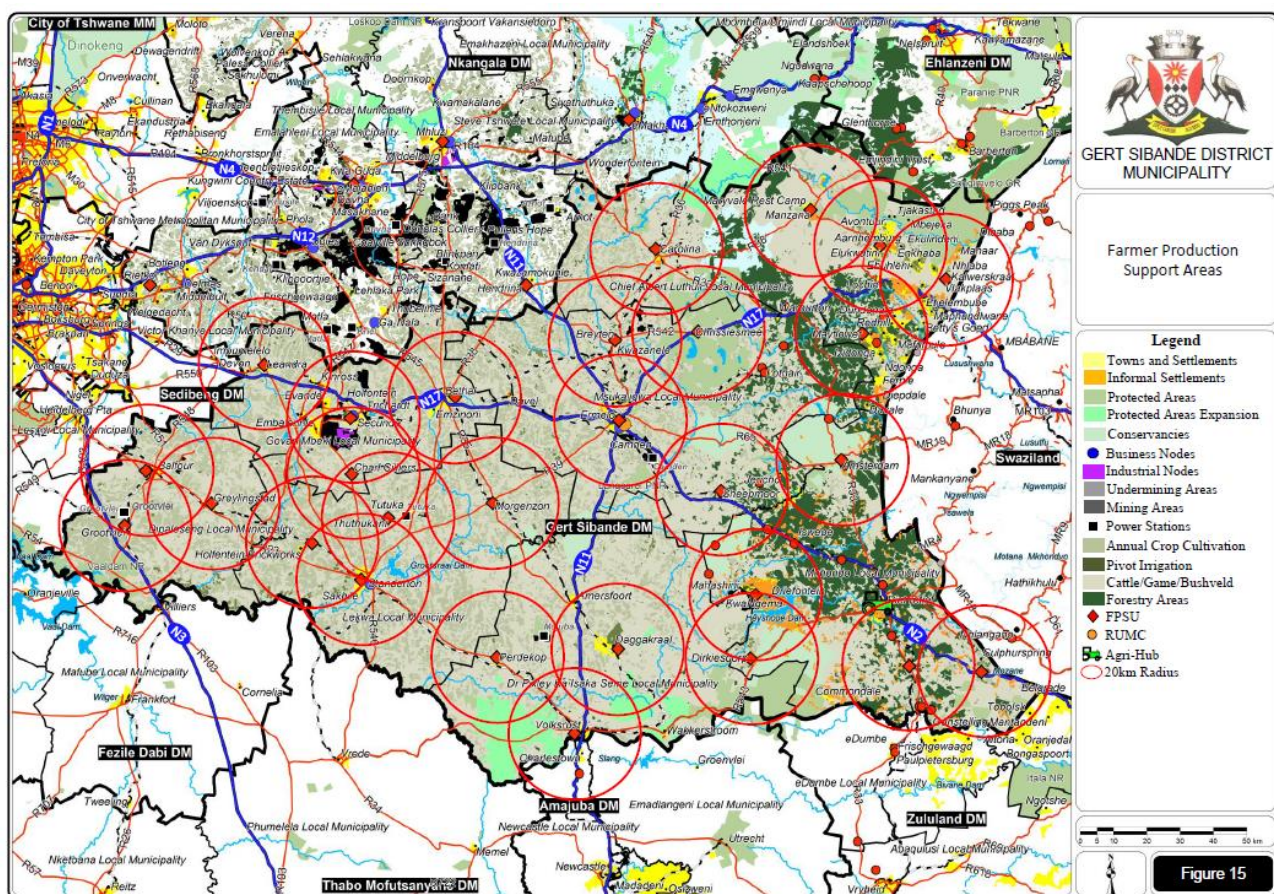
1.	Confirm primary and secondary study area
2.	Compile cadastral base map
3.	Confirm legal status and land use rights on all properties in primary study area
4.	Determine Development Vision of Stakeholders/ Beneficiaries - Spatial: Land Use Distribution, Infrastructure etc. - Institutional: Internal Organisational Structure and Processes
5.	Analyse spatial structure and land use composition of study area
6.	Identify all resources available: Natural/ Man made
7.	Define development opportunities/ constraints - Legal - Social - Institutional - Physical - Economic
8.	Compare development opportunities/ constraints to stakeholder Development Vision (alignment)
9.	Formulate alternative Development Concepts/ Scenarios
10.	Community Select preferred Development Concept/ Scenario
11.	Compile Development Framework/Map (Precinct Plan)
12.	Formulate Development Strategy
13.	Compile Implementation Programme/ Business Plan
14.	Community Approval (Including Traditional Leaders)
15.	Municipal Approval of Rural Precinct Plan in terms of SPLUMA
16.	Incorporate into Municipal IDP and Budgeting Process

The periodic review and update of municipal SDFs provide an ideal opportunity for refinement of proposals for the respective Rural Intervention Areas identified

in each of the local municipalities. The municipalities could also take the lead in commissioning the compilation of even more detailed Precinct Plans for the individual Rural Intervention Plans as contemplated in section 21(I)(i) of the Spatial Planning and Land Use Management Act.

The GSDM RDP identifies a few towns within the Pixley Ka Isaka Seme LM that have been earmarked for prioritisation in the Farmer Production Support Units for the District area. The towns of Volksrust, Daggakraal and Perdekop are seen to be crucial for the production of livestock, grains, fruits (apples and berries), vegetables, soya and grains.

Figure 7: Location of FPSA



Source: GSDM RDP 2017

6.2. 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

6.3. 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 man0made 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 review 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.

6.4. 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 6: 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

6.5. 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 7: 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

7. VISION DIRECTIVE

A Vision Statement defines what the SDF tends to achieve in the next coming years. A Vision Statement takes into account the 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.

8. 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.