



Unity In Development  
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# EMALAHLENI LOCAL MUNICIPALITY

## FINAL Ndonga Local Spatial Development Framework

25 May 2018

COMPLETED: 25 MAY 2018

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DATE:

06/06/2018

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# 1. INTRODUCTION AND BACKGROUND

**Emalahleni Local Municipality** (hereafter referred to as “ELM”) has appointed Tshani Consulting CC to assist them with the preparation of the **Ndonga Local Spatial Development Framework**.

In terms of Section 26 (e) of the Municipal Systems Act (Act No. 32 of 2000), a Spatial Development Framework (SDF) in respect of a Municipality’s area of jurisdiction is a legally required component of a Municipality’s Integrated Development Plan (IDP).

This document therefore serves as Phase 4 which is the “**Implementation Plan**” for the Final Spatial Development Framework for Ndonga.

## BACKGROUND

The broad Spatial Development Framework of Emalahleni has identified rural nodes that need to be developed further, to reach their full potential of development. The Local Spatial Development Framework is intended to create a holistic approach for the development of **Ndonga Area**, thereby unleashing development potential, attracting investment and removing blockages inherited from previous planning methods.

## PROJECT OBJECTIVES

The outputs expected are as follows:

- Local Spatial Development Framework Rural Node textual document including all maps, tables and figures in both hardcopy (printed) and soft copy (electronic as pdf and MS word document)
- All maps contained in SDF textual document as electronic image files (e.g. JPEG)
- All spatial information used to generate the SDF maps in shape file format together with correct and descriptive attribute information as to what each LSDF construct represents.

## SCOPE OF WORK

The process that is to be followed by Tshani Consulting CC, include the following broad steps:

- Updating cadastral base maps for Ndonga with the latest information (to be sourced from the Surveyor General Office);
- Carrying out a detailed land use survey for Ndonga Node;
- Liaising with stakeholder to agree on the spatial vision and issues;
- Liaising with relevant service providers to establish a clear picture of the current infrastructure networks and service catchment(s) in Ndonga and illustrates these visually (spatially);
- Consulting with the municipality and key stakeholders identify the main spatial development features (characteristic land use patterns, development trends and related land use dynamics) currently applicable in this rural node;

- Establishing clearly the objectives of the Emalahleni Municipality in relation to spatial development in Ndonga, with particular emphasis on clarifying the principle to be followed in the management of spatial development through Land Use Management and Development Control.
- Identifying the Municipality’s strategies and Policies that are adopted to achieve its spatial development objectives on the basis of the above and consideration of the spatial implications of the information obtained on the various transportation and infrastructure networks and facilities in the development nodes;
- Illustrating the spatial features and objectives (proposed directions of growth and indicative preferred land use zones) for land development in the development node in a conceptual Spatial Development Framework);
- Formulating a clear overall Plan of the desired spatial form of the rural node and accompanying preferred land use outcomes. As part of the overall Plan for Ndonga, the following detailed elements are required:-
  - Traffic Management Plans that must deal with all relevant issues pertaining to the appropriate road network and location of public transport facilities in the Ndonga area and its existing and/or planned extensions;
  - Infrastructure Development Framework that will identify the key infrastructure needs and specific bulk network requirements to ensure that the provision of an adequate level of service can be provided to residents and enterprises based in Ndonga;
  - Detailed Land Use Management Guidelines that will incorporate Design Guidelines dealing with issues such as erf coverage, building height restrictions, set back lines and the provision of parking and goods loading spaces.
- Identifying key spatial planning and/or infrastructure projects required to be implemented to enable further spatial development in the node;

- Providing guidance on the required environment management approach to ensure that the development of this node is undertaken in a sustainable manner; and
- Submitting a consolidated report on a detailed local Spatial Development Framework for Ndonga for approval of the Emalahleni Municipal Council.

## METHODOLOGY FOLLOWED

The following methodology was utilised for the completion of this project: -

### PROJECT METHODOLOGY/PROCESS

The purpose of this project is to facilitate the Development of the Ndonga Local Spatial Framework Plan in order to align the proposals with existing and new programs (sector plans) that have spatial implications.

#### Phase 1: Project initiation and finalisation of the terms of reference

The project commenced with an Inception Meeting with Project Manager to sign SLA agreement and the finalisation of the terms of reference, the establishment of the relevant project committee.

#### Phase 2: Situation Analysis

This Phase included the analysis of the exiting tourism potential, settlement areas, accessibility, land use, economic and environmental consideration, infrastructure and the physical Spatial and institutional context. Community and stake holder input at this stage are critical during this phase. All opportunities, constraints, problems and, key informants relating to the study area was identified and captured.

### Phase 3: Development of Concept Plan and Frameworks

A development concept was created which was linked to goals and objectives for development within the study area. The concept was based on principles and guidelines for development within the study area.

### Phase 4: Implementation

A list of projects will be identified. A budget, targeted date, possible source for budget will be identified during this phase.

### Phase 5: Public Notification and Approval Process

The Draft LSDF will be advertised in the local newspaper and thereafter the final report will be submitted to the municipality for council approval and adoption.

## CONSULTATIVE PROCESS

Public participation and consultation internally and externally is an important part of the preparation of this LSDF. Stakeholders involved were representing different organisations and civil society in general.

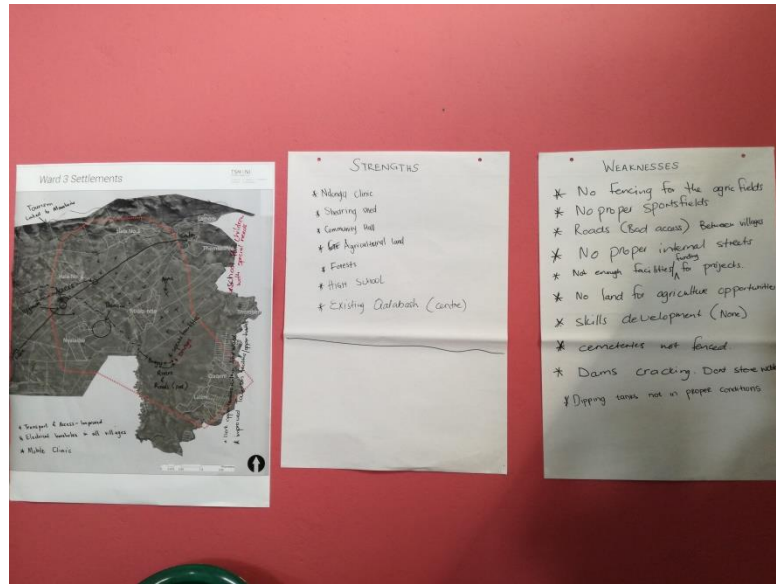
From Emalahleni LM's side, the formulation of the Local Spatial Development Framework was managed and coordinated by a Task Team comprising officials and councillors from different Municipal departments. *Table 1* below indicates relevant meetings and workshops held during the consultative period.

TABLE NO. 1: MEETINGS AND WORKSHOPS HELD	
MEETING/WORKSHOP	DATE
Project Inception meeting	07 March 2018
Situation Analysis Presentation	16 April 2018

## PARTICIPATION PROCESS

A community Presentation and Workshop was held during Phase 2 as it was imperative to hear the views of the community as well as involving them in the planning process of Ndonga Area . The workshop was attended by the ward councillor and the ward committee of Ward 3. Another Workshop will be held during this phase which will include the community as well as municipal internal departments and various government departments.





## 2. LOCALITY

### DISTRICT CONTEXT

The locality described below is from a district level. The Chris Hani District Municipality is surrounded by Joe Gqabi District Municipality to the north, OR Tambo District Municipality to the east, Amathole District Municipality to the south and Sarah Baartman District Municipality to the south-west. As indicated on Plan 1 which is the District Locality Plan, Chris Hani District Municipality includes the following local municipalities:-

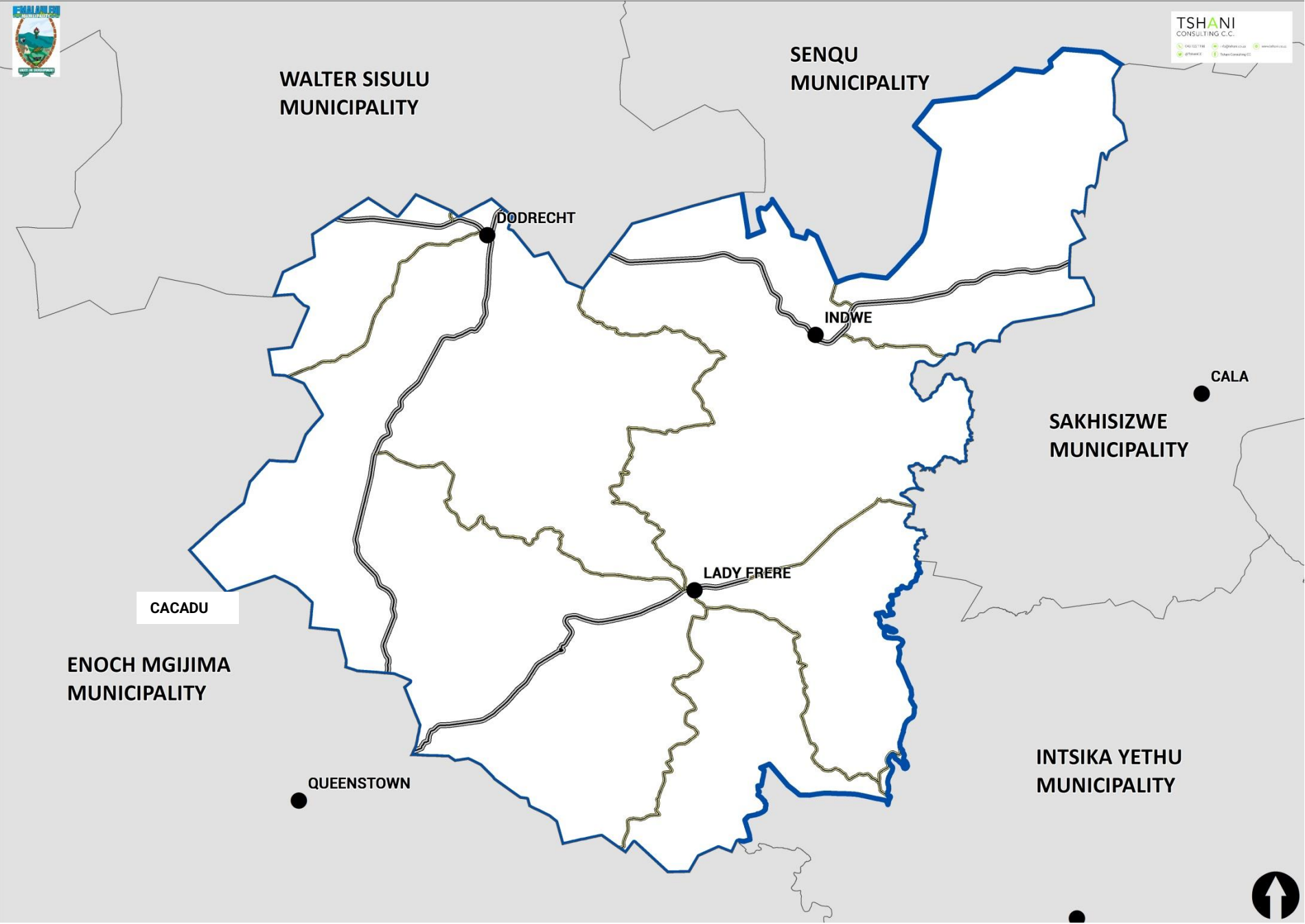
- Engcobo
- Sakhisizwe
- **Emalahleni**
- Intsika Yethu
- Enoch Mgijima (consist of Lukhanji/Tsolwana/Inkwanca)
- Nxuba Yethemba



Plan No. 1: DISTRICT LOCALITY PLAN

# MUNICIPAL CONTEXT

Emalahleni Local Municipality is surrounded to the north by Senqu LM and Walter Sisulu Local Municipality, (previously known as Gariep LM and Maletswai LM), to the south and west by Enoch Mgijima Local Municipality, (previously known as Lukhanji LM / Tsolwana LM / Inkwanca LM) and to the east by Sakhiswe Local Municipality.



Plan No. 2: MUNICIPAL LOCALITY PLAN

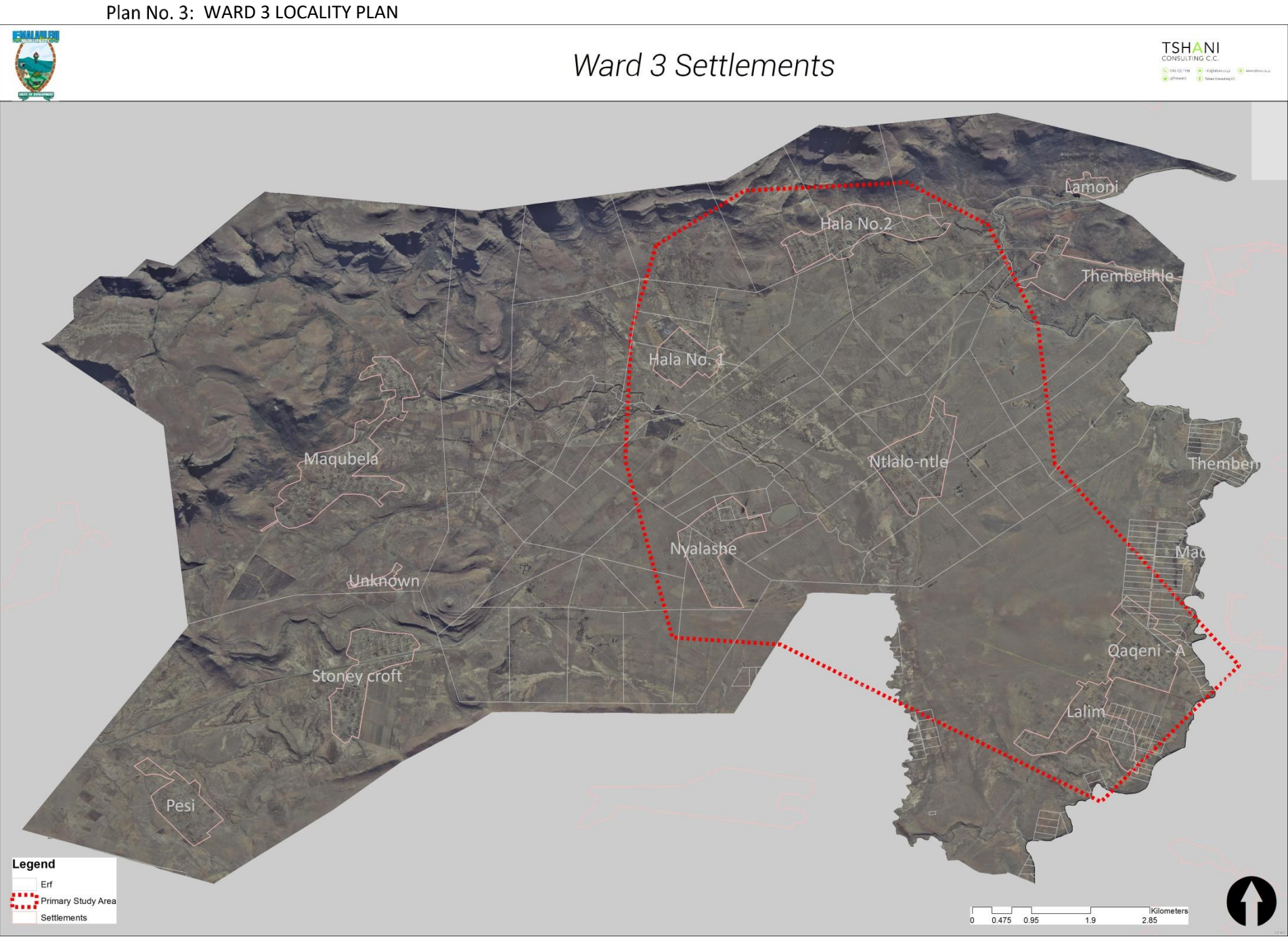
# LOCAL CONTEXT

The primary study area is upper and Lower Ndonga area and the secondary study area is Ward 3.

The settlement involved in this Study is as follows:

- Halo No. 1
- Hala No.2
- Greyspan
- Ntlalo-ntle
- Maqubela
- Stoney Croft
- Pesi
- Lamoni
- Thembelihle
- Qaqeni-A
- Lalim.

Ward 3 is situated along R410 between Cacadu and Cala towns



### 3. STRATEGIC

This section of the report comprises of the following subsections: -

- **Legal Requirements:** An analysis of the main Legal documents and Acts.
- **Policy Analysis:** An analysis of the main policy documents, like the Chris Hani District Integrated Development Plan and the Spatial Development Framework as well as the Emalahleni Local Municipality Integrated Development Plan and the Spatial Development Framework.

#### LEGAL REQUIREMENTS

In addition to the strategic direction provided by the forgoing planning instruments, the Spatial Development Framework needs to ensure that it is cognisant of National legislation, which may have effect on the approach adopted by Emalahleni LM or which may have implications for the way the Spatial Development Framework deals with certain informants.

For the **Ndonga Local Spatial Development Framework**, the key legislative and policy elements to spatial planning are the following:

- The White Paper on National Transport Policy (August 1996).
- The Municipal Systems Act (Act 32 of 2000).
- The Spatial Planning and Land Use Management Act No.16 of 2013.

The Municipal Systems Act, promulgated in 2000, enshrined in law the principal planning tool of local government, namely, the Integrated Development Plan (IDP).

Chapter Five of the Municipal Systems Act describes the IDP as a single, inclusive and strategic plan for the development of a municipality that will be the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development in the municipality. The aspect of the Act is that every IDP includes a ‘spatial development framework, which must include provision of basic guidelines for a land use management system for the municipality’.

The Local Spatial Development Framework will now effectively fulfil the role of being a forward plan describing the intended nature of spatial development in Ndonga. Moreover, in terms of Section 35(2) of the Act: “A Local Spatial Development Framework contained in an Integrated Development Plan prevails over a plan as defined in Section 1 of the Physical Planning Act (Act No. 125 of 1991)”.

#### The White Paper on Wise Land Use: Spatial Planning and Land Use Management

The White Paper builds on the conceptual approach to land use and development embodied in the Development Facilitation Act and entrenches the normative approach to spatial planning and land use management.

The normative approach to planning endorsed in the White Paper is presented in the form of directive principles and norms.

‘The principles are conceived of as first principles in the sense of general or fundamental values of a democratic and open society, on which the norms are based or from which the norms are derived. The norms emanating from the principles are understood as principles of right action, as authoritative rules or standards asserting or denying that something has to be done or has value.’

Both the principles and norms are focused on and correlated to the field of spatial planning and land use, but need further actualisation in specific, concrete contexts (i.e. spatial development frameworks). The purpose of a normative approach is ‘to ensure wise land use’. Wise land use is inspired by humane considerations regarding the responsibility society and the state has to preserve the earth’s natural assets for present and future generations in a sustainable and economic way. Wise land use is premised on the consideration that by rational planning of all uses of land in an integrated manner, it is possible to link social and economic development with environmental protection and enhancement, making the most efficient trade-offs, and minimising conflicts.

As with the DFA General Principles, the principles and norms espoused in the White Paper do not prescribe black and white, yes-or-no outcomes, but serve to ensure that decisions are made with reference to a uniform and coherent set of desired policy outcomes.

The interpretation and application of the principles and norms is seen to be context-specific, as conditions upon which principles and norms have to be applied are not uniform throughout the country. This means, essentially, that a Spatial Development Framework is to be guided by the legislated principles and norms but would need to respond to the specific conditions prevailing in the area of its application. Therefore, the Spatial Development Framework is required to give practical effect to the principles and norms established in law (presently, the DFA General Principles for Land Development, as set out above).

#### Municipal System Act 32 of 2000

The Municipal Systems Act No. 32 of 2000 was promulgated to ensure financially and economically viable municipalities. A Chapter of the

aforementioned Act that deals with Integrated Development Planning requires every municipality to adopt a Strategic Plan for development of a municipality.

The key aspect of the Act is the requirement that every IDP include: “a Spatial Development Framework, which must include provision of basic guidelines for a land use management system for the municipality”.

It should also be noted that the IDP and its components, once adopted by the Council of a Municipality, “is the principle strategic planning instrument, which guides and informs all planning and development; and all decisions with regard to planning, management and development, in the municipality” and also indicates that “a Spatial Development Framework contained in an Integrated Development Plan, prevails over a plan, as defined in Section 1 of the Physical Planning Act 1991 (Act No. 125 of 1991)”.

It is therefore apparent that a Spatial Development Framework fulfils the role of being a Forward Plan that describes the intended pattern of spatial development, in a municipal area.

Section 26(e) and the subsequent regulations in terms of the Municipal Systems Act (32 of 2000) stipulate the following requirements of a SDF:

A SDF must reflect in a municipality’s IDP must:

- Legal Determine spatial priorities;
- Set out guidelines for a land use management system;
- Set out capital expenditure framework
- Identify spatial programmes and projects
- Provide a visual representation

## WHAT IS THE LINK BETWEEN THE IDP AND THE SDF?

In support of the SDF, the IDP needs to:

- Provide a clear strategic vision, set of goals and objectives of the municipality.

- Identify the challenges currently facing the municipality that can be tackled in the long-term spatial plan of the municipality.
- Given an indication of the priority funding allocation.

In support of the IDP, the SDF needs to:

- Give physical effect to the vision, goals and objectives of the IDP.
- Visually indicate and co-ordinate the spatial implications of the municipal sector plans contained in the IDP.
- Spatially reflect the strategies proposed in the IDP.
- Assist with prioritisation and alignment of municipal and other provincial departments spending.

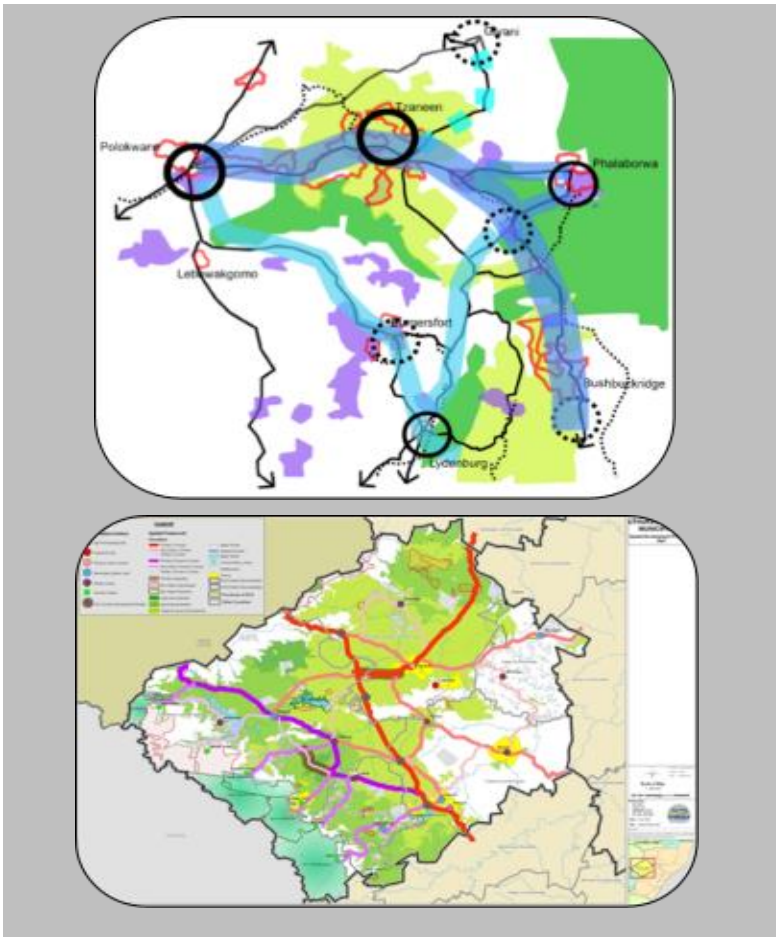


FIGURE NO. 1:

## SPATIAL PLANNING LAND USE MANAGEMENT ACT (SPLUMA) 2013

### SPATIAL PLANNING LAND USE MANAGEMENT ACT (SPLUMA)

The Spatial Planning and Land Use Management Act No. 16 of 2013 (SPLUMA) was assented to by the President on 5<sup>th</sup> August 2013. SPLUMA is a framework act for all spatial planning and land use management legislation in South Africa. It seeks to promote consistency and uniformity in procedures and decision-making. Other objectives include addressing historical spatial imbalances and the integration of the principles of sustainable development into land use and planning regulatory tools and legislative instruments.

The five founding principles as set out in Section 7 (a) to (e) of SPLUMA that apply throughout the country and to the all SDFs covered in these Guidelines are:

(a) *The principle of spatial justice, whereby –*

- (i) *past spatial and other development imbalances must be redressed through improved access to and use of land;*
- (ii) *spatial development frameworks and policies at all spheres of government must address the inclusion of persons and areas that were previously excluded, with an emphasis on informal settlements, former homeland areas and areas characterized by widespread poverty and deprivation;*
- (iii) *spatial planning mechanisms, including land use schemes, must incorporate provisions that enable redress in access to land by disadvantaged communities and persons;*
- (iv) *land use management systems must include all areas of a municipality and specifically include provisions that are flexible and appropriate for the management of disadvantaged areas, informal settlements and former homelands areas;*
- (v) *land development procedures must include provisions that accommodate access to secure tenure and the incremental upgrading of informal areas; and*
- (vi) *a Municipal Planning Tribunal considering an application before it, may not be impeded or restricted in the exercise of its discretion solely on the ground that the value of land or property is affected by the outcome of the application;*

(b) *the principle of spatial sustainability, whereby spatial planning and land use management systems must –*

- (i) *promote land development that is within the fiscal, institutional and administrative means of the Republic;*
- (ii) *ensure the special consideration is given to the protection of prime and unique agriculture land;*

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

		BIOPHYSICAL	SOCIO-ECONOMIC	BUILT ENVIRONMENT
PROVINCIAL		Bioregions; biodiversity corridors; coastal zones and estuaries; protected areas; terrestrial-marine interfaces; disaster prone areas	Economic role of province and major cities within national space economy; regional economic infrastructure; primary provincial economic sectors; Special Economic Zones (SEZ); demographic trends and population growth projections; urban-rural migration patterns	Scenic landscapes; scenic routes; cultural heritage; hierarchy and role of settlements; provincial accessibility patterns
	REGIONS	Bioregions; ecosystems and ecosystem services; biodiversity corridors; coastal zones and estuaries; protected areas; terrestrial-marine interfaces; disaster prone areas; air and water quality; landscape level climate change adaptation corridors	Regional economic centres and space economy; regional economic infrastructure; Infrastructure Development Zones (IDZ); national Strategic Integrated Projects (SIP), urban-rural linkages; regional tourism activities; agricultural activities; demographic trends and population growth projections	Scenic landscapes; scenic routes and regional gateways; cultural heritage; hierarchy and role of settlements; regional growth nodes; regional accessibility patterns
MUNICIPALITIES	District	Ecosystems and ecosystem services; biodiversity corridors; protected areas; river corridors; disaster prone areas; farming regions and rural landscapes	Economic centres and space economy; economic infrastructure; primary economic sectors; demographic trends and population growth projections; urban-rural migration patterns; regional tourism activities; agricultural activities; rural development	Scenic landscapes; scenic routes; cultural heritage; accessibility patterns; gateways and destinations; land reform
	Metropolitan	Ecosystems and ecosystem services; critical biodiversity areas (CBA); protected areas; river corridors; topography and ridge lines; disaster prone areas; air and water quality; urban open space systems; farming regions and rural landscapes	Economic role of urban centre/s within provincial space economy; economic infrastructure; primary economic sectors and growth trends; demographic trends and population growth projections; social services; urban-rural migration patterns	Scenic landscapes; scenic routes; cultural heritage and heritage resources; gateways and destinations; role of settlements and their inter-relationships; movement routes, activity corridors and hubs of activity; housing; public space; industrial and commercial land use; future development trends (submitted or approved major developments); densities
	Local (Urban and Rural)	Critical biodiversity areas (CBA); protected areas; river corridors; topography and ridge lines; disaster prone areas; air and water quality; urban open space systems; farming regions and agricultural land (dry and irrigated); rural landscape and sense of place	Economic role of settlements within regional space economy; economic infrastructure; primary economic sectors and growth trends; demographic trends and population growth projections; social services; urban-rural migration patterns; agricultural activities; rural development	Scenic landscapes; scenic routes; cultural heritage and heritage resources; gateways and destinations; role of settlements and their inter-relationships; movement routes, activity streets and hubs of activity; public space; industrial and commercial land use; land reform; housing (farmworker/informal/GAP/social etc.); future development trends (submitted or approved major developments); densities

FIGURE NO. 2:

Guidelines for the Development of Provincial, Regional and Municipal Spatial Development Frameworks and Precinct Plans.

DRDLR. 2014. Page 22.

[http://www.ruraldevelopment.gov.za/phocadownload/spatial\\_Planning/Information/SDFG\\_Final%20Draft.pdf](http://www.ruraldevelopment.gov.za/phocadownload/spatial_Planning/Information/SDFG_Final%20Draft.pdf)

POLICY ANALYSIS

In addition to SPLUMA the following Policies have been explored as part of this Local Spatial Development Framework in order to ensure guidance is taken from the key spatial Informants when developing the LSDF.

NATIONAL POLICY

There are a number of key policy documents to be considered in terms of National Policy influencing Spatial Development decisions. These include the following:

STRATEGIC FRAMEWORK FOR SUSTAINABLE DEVELOPMENT IN SOUTH AFRICA (2006)

A key target of the Millennium Development Goals is to integrate the principles of sustainable development into country policies and programmes. This document seeks to address this void by initiating a broad framework for sustainable development in the country that can serve as a basis from which to develop and consolidate a national strategy and action plan.

PATHWAYS TO SUSTAINABLE DEVELOPMENT

Three strategic priority areas for action and intervention have been identified to promote the achievement of sustainable development described in the national vision. These priority areas or “pathways” to achieving sustainable development are:

- Enhancing systems for integrated planning and implementation;
- Sustaining our ecosystems and using resources sustainability;
- Investing in sustainable economic development and infrastructure

NATIONAL BIODIVERSITY STRATEGY AND ACTION PLAN (2005)

South Africa initiated a process to develop a National Biodiversity Strategy and Action Plan in 2005. The goal of the NBSAP is to *conserve and manage terrestrial and aquatic biodiversity to ensure sustainable and equitable benefits to the people of South Africa, now and in the future.*

BIO-REGIONAL PLANNING PRINCIPLES

Associated with the bio-diversity initiative is the use of bio-regional planning principles in guiding development planning and land use management (refer to Figure 3 below). The bio-regional planning principles highlight the value of various biomes (a group of ecosystems) when considering the position of urban edges. It determines various spatial planning categories (SPC’s), two of which are core and buffer areas. Core areas indicate wilderness areas, where no development should occur. Buffer areas are in support of the core areas and are also not intended for substantial urban development. As a result, the indication of bio-regional spatial planning categories would affect the alignment of urban edges and cognisance should be taken of the SPC’s, especially in the coastal and mountainous regions. The following figure gives more background to the bio-regional planning approach.

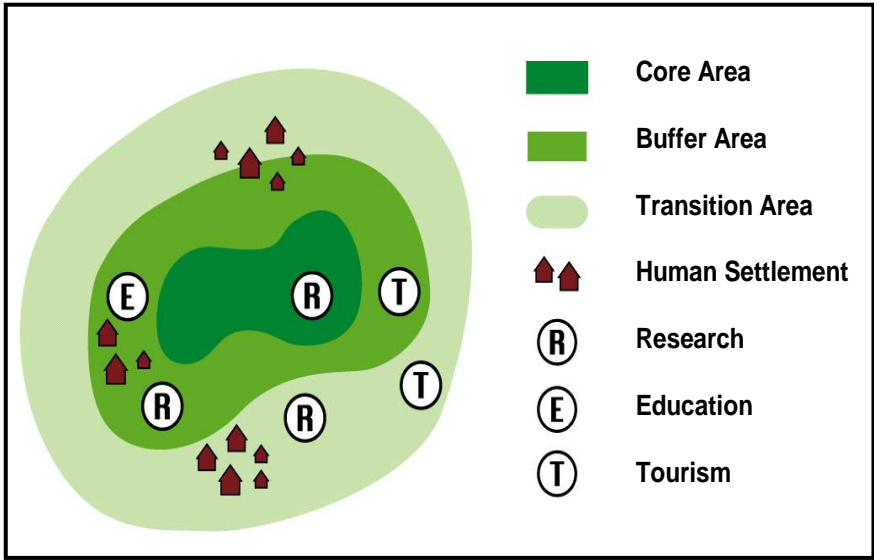


FIGURE NO. 3: BIO-REGIONAL PLANNING PRINCIPLES (BUFFALO CITY URBAN EDGE STUDY 2007)

NATIONAL TRANSPORT POLICY

Transportation of people, goods and services are a vital component of the economy and any spatial planning needs to reflect the transportation framework and systems needed to support it. The transport planning and development environment is governed by several transport policies and legislation at National and provincial levels. According to the Provincial Land Transport Framework document, the main National Policies and Legislation that guide and direct transport planning in South Africa is:

- White Paper on National Transport Policy (1996). The six broad goals as outlined in the White Paper are:
  - To support the goals of the Reconstruction and Development Programme for meeting the basic needs, growing the economy, developing human resources, and democratising decision making;
  - To enable customers requiring transport for people or goods to access the transport systems in ways which best satisfy their chosen criteria;
  - To improve the safety, security, reliability, quality and speed of transporting goods and people;
  - To improve South Africa's competitiveness and that of its transport infrastructure and operations through greater effectiveness and efficiency to better meet the needs of different customer groups, both locally and globally;
  - To invest in infrastructure or transport systems in ways which satisfy social, economic or strategic investment criteria; and
  - To achieve the above objectives in a manner which is, economically and environmentally sustainable, and minimises negative side effects?

The vision for transport in South Africa by the year 2020 is stated in the Action Agenda as follows:

*"It will meet the needs of freight and passenger customers for accessible, affordable, safe, frequent. High quality, reliable, efficient and seamless transport operations and infrastructure. It will do so in a constantly upgrading, innovative, flexible and economically and environmentally*

sustainable manner. In so doing, transport will support and enable government strategies, particularly those for growth, development, redistribution, employment creation and social integration, both in South Africa and in the Southern African region."

### EASTERN CAPE PROVINCIAL SPATIAL DEVELOPMENT PLAN (2010)

A review of the Eastern Cape Provincial Spatial Development Plan (PSDP) was completed in final draft form at the end of 2010 and comprises a clear set of policies based on a development philosophy and a long-term vision for the spatial framework for the province. The PSDP requires future Spatial Development Frameworks to align with these policies and principles, as described below.

**According to the PSDP and the PGDP, the Eastern Cape vision for 20 to 30 years is linked to a “poverty free” Eastern Cape founded on a modern, ecologically sustainable economy, based on agriculture, tourism and industry.** In order to achieve this vision, the Provincial Spatial Development Framework for the future is described as having “managed human settlements, clustered in settlement regions and corridors, alongside productive regions, managed ecological resource areas and connected to strategic transportation routes.”

Municipal Spatial Development Frameworks (SDFs) are required to be “wall to wall” in future, including the rural as well as urban areas. These frameworks are to become strategic spatial development management tools, as a “spatial mirror” of the IDP. The municipal SDFs are required to reflect all sensitive environmental core areas, human settlements, valuable resource areas and infrastructure.

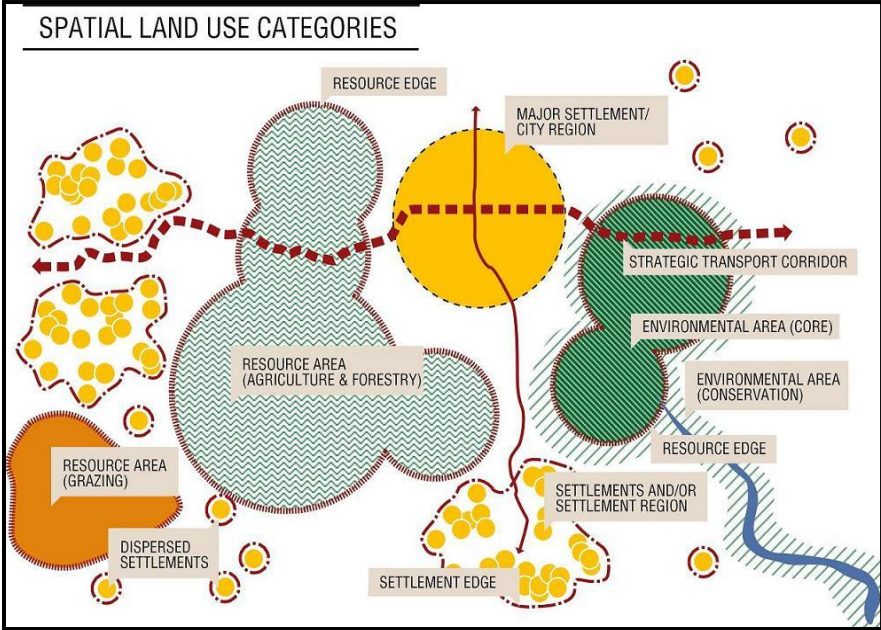


FIGURE NO. 4: SPATIAL AND LAND USE CATEGORIES

In order to become more relevant and useful in guiding development, SDFs are required to be linked to community livelihoods and their development values. The ECPSDP recommends Spatial Development Principles be applied in all cases, namely:

- Conserve natural resource areas;
- Embrace settlement regions;
- All human settlements have importance;
- Achieve integration through identified focus areas; and
- Focus development along strategic transport routes.

SDFs need to be simple and easy to understand as far as possible, with full and transparent community consultation and negotiation. In addition, they should incorporate mixed land uses, enable integrated human settlement, and contain proposals for proactive state led land development and investment promotion. SDFs should also contain agreed land use management guidelines for the area concerned, according to the community development values and principles. The detailed

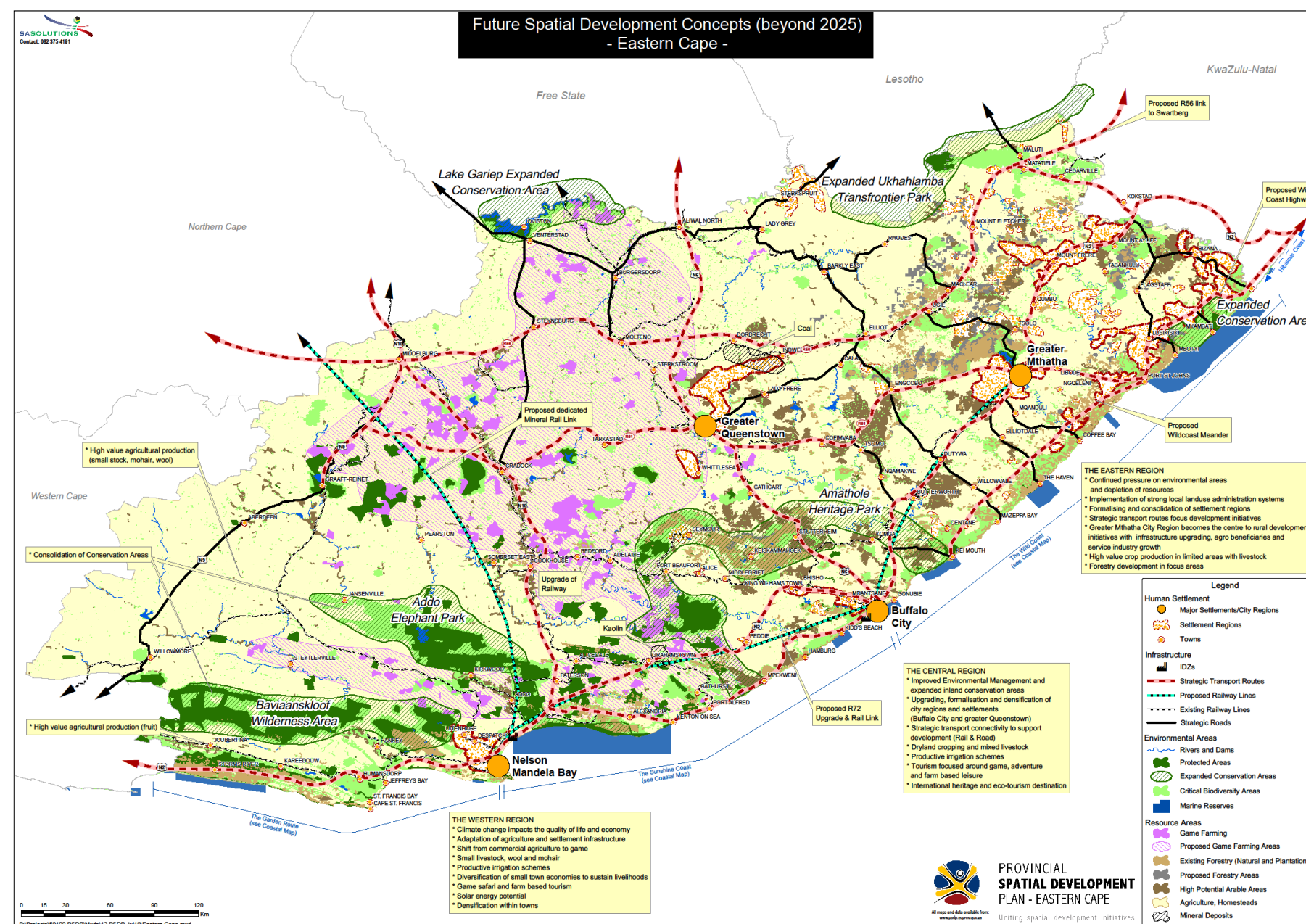
requirements for land use management guidelines are contained in the PSDP Tool Kits.

The Tool Kit for the PSDP contains detailed requirements for the contents of SDFs, including explanations, examples and guidelines for spatial maps, which are also necessary. The tool kit indicates that the SDF needs to be structured to align with the pillars of the PGDP and contain analysis and proposals in spatial frameworks (shown spatially on GIS maps) according to the following pillars:

- The Environment;
- Social Development and Human Settlements;
- Rural Development;
- Economic Development;
- Infrastructure;
- Human Resources; and
- Governance.

In addition to having wall to wall coverage and involve full community participation, SDFs need also to contain a comprehensive analysis of the existing situation, reflecting opportunities, constraints and resources. The analysis needs to discuss settlement dynamics, urban trends as well as land use changes. This information will assist the municipality to form the development philosophy for the area, to guide future decisions about where public funds should be invested to sustain future development.

Thereafter, SDFs should contain a clear vision and strategies based on local developmental needs. Such strategies would need to include strategies for sustainable development, local economic growth and poverty reduction, land release, housing, social and economic infrastructure, commercial development and, finally, different investment strategies for high and low economic potential. Current environmental



policy needs to be considered in order to ensure the strategic environmental assessment of proposals and projects contained in the SDF can be achieved and any likely impacts may be determined and mitigated.

FIGURE NO. 5: ECPSDP MAP

providers are to be used, the municipality should commit itself to skills transfer towards building future capacity. Each SDF needs to have an Implementation Plan, with associated budgets linked to the SDBIP of the Municipal IDP. The Eastern Cape PSDP requires that each SDF has clear horizontal and vertical alignment with adjacent municipalities (including the District Municipality) sector departments and parastatal entities. In this way, the SDF can display all priority areas and projects as a “spatial mirror” of the IDP.

### PROVINCIAL GROWTH AND DEVELOPMENT PLAN (2004-14)

The PGDP is the strategic plan for the medium-to-long range (10 year) of the province for the period 2004-14. It identifies the major structural deficiencies in the economy and the conditions of society and develops strategic objectives and priorities to address these challenges. It articulates a consensus-based vision and quantified targets for Provincial Growth and Development through a clear strategy framework. This strategy framework is expected to guide strategy development and objectives for provincial and local government in the province.

The need for a strategic approach to growth and development came from the recognition that a comprehensive strategic response is needed to poverty and the associated structural constraints to growth and development. The PGDP therefore developed six strategic objectives and each strategic objective has a series of priority programmes as follows.

#### ■ Strategic Objective 1: Poverty Eradication

- Promoting access to high-quality employment and economic opportunities;
- Boosting the physical asset base of the poor;
- Supporting access to basic services;
- Strengthening community management and organisation of own initiatives and external programmes;
- Deepening democratic participation; and
- Assuring access to legal entitlements and security.

The municipality should have adequate human resources to implement the SDF and an assessment of these resources or, if outside service

- **Strategic Objective 2:** Agrarian Transformation and Food Security
  - Promoting food security through expanded smallholder production;
  - Expanding the asset base of the poor through effective land tenure reform; and
  - Increasing the use of land for commercial agriculture in the former homelands, especially through ownership and institutional mechanisms that benefit the poorest households.

- **Strategic Objective 3:** Manufacturing Diversification and Tourism
  - Developing agro-industries to enhance local beneficiation and spread economic opportunity in rural communities;
  - Transforming the auto sector to enhance local content and increase competitiveness;
  - Diversifying manufacturing by enhancing export capacity and downstream beneficiation; and
  - Promoting provincial tourism to create employment and raise incomes in rural areas.

- **Strategic Objective 4:** Infrastructure Development
  - Eliminate social backlogs in access roads, schools, clinics, electricity, water and sanitation;
  - Leverage economic growth through improving transport infrastructure, as well as establishing and promoting development zones, nodes and corridors;
  - Establish centralised infrastructure planning, implementation and monitoring capability to enhance the socioeconomic impact of such spending, and increase efficiency gains and job creation; and
  - Identify and package strategic infrastructure projects and programmes that can help boost economic growth and attract private investment.

- **Strategic Objective 5:** Human Resource Development
  - Further education and training (FET) transformation;
  - Adult basic education and training (ABET);
  - Early childhood development (ECD);
  - Scarce skills for the public sector;
  - Learnerships; and

- Producing a provincial human resource development strategy.

- **Strategic Objective 6:** Public Sector and Institutional Transformation
  - Improving service delivery in health, education, social development and public works and strengthening the centre of government to drive PGDP implementation.

The relationship between the strategic objectives is illustrated in *Figure 6 below*, where the three foundational objectives of public sector transformation, human resources development and infrastructure development support the three key objectives of poverty eradication, agrarian transformation and manufacturing diversification

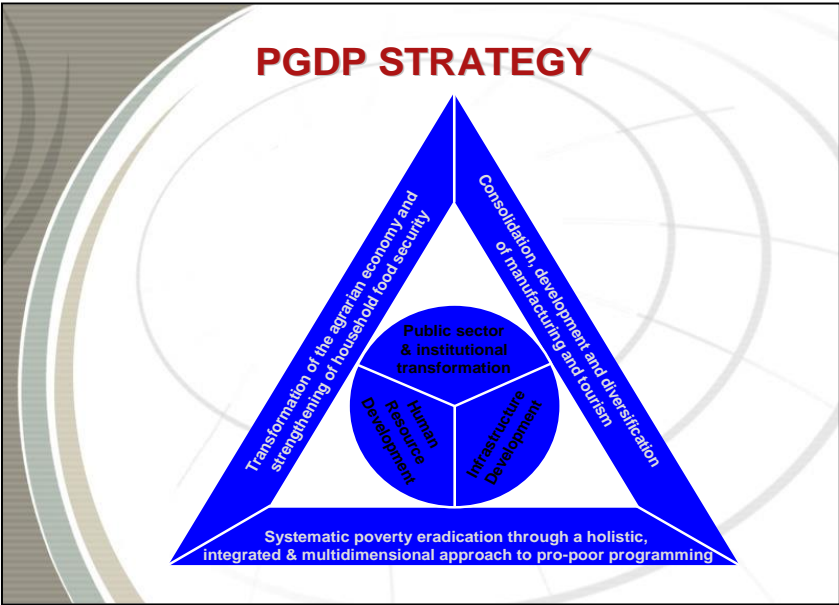


FIGURE NO. 6: PGDP STRATEGIC APPROACH

In March 2009 an assessment of PGDP implementation was completed. It concluded that ‘the PGDP has not yet had the desired impact on the lives and wellbeing of people in the Eastern Cape’. It cited four main elements as contributing to lack of progress, as follows.

- **Policy environment** – The absence of an overarching, integrated medium-to-long range national development strategy has severely impeded the implementation of the PGDP. The PGDP has been expected to align with myriad national policies, and this has affected

the efficacy of intergovernmental coordination and undermined centralisation;

- **Resources** – Lack of adequate funding and inadequate technical resources have acted to retard development progress. The absence of a national development policy has also affected the extent to which fiscal transfers and budgets have followed policy priorities;
- **Implementation** – The weakness of the PGDP lies not in its underlying strategy, but in its implementation. Adequate capacity in the public sector is a key concern; and
- **Leadership** – The PGDP is not seen as the central enabling framework to which all initiatives must align. At the level of political leadership, the PGDP has no champion.

As an outcome of the assessment a revised diagram of the PGDP pillars was prepared (refer to Figure 7 below).

A Poverty Free Eastern Cape PGDP REVISED PILLARS				
Social Protection and Basic Service Delivery	Agrarian Transformation & Rural Development	Human Resource Development and Education	Infrastructure	Manufacturing Diversification
<b>KPAs</b>	<b>KPAs</b>	<b>KPAs</b>	<b>KPAs</b>	<b>KPAs</b>
Income Security Municipal Services Housing Comprehensive healthcare Expand EPWP towards sustainability Community safety Gender based violence Nutrition	<ul style="list-style-type: none"> <li>Land Reform (redistribution, redress, tenure, land use)</li> <li>Area based planning</li> <li>Food security</li> <li>Agricultural infrastructure</li> <li>Agro processing</li> <li>Institution building</li> </ul>	<ul style="list-style-type: none"> <li>HRD plan</li> <li>ECD</li> <li>Improve access, throughput and quality of GET education band</li> <li>Improve quality and status of FET</li> <li>ABET and literacy</li> <li>Public service (provincial and local) skills and training</li> </ul>	<ul style="list-style-type: none"> <li>Integrated infrastructure plan</li> <li>Establish project preparation fund</li> <li>Infrastructure finance strategy</li> <li>Strengthen state capacity</li> <li>Technical support centre</li> </ul>	<ul style="list-style-type: none"> <li>Industrial Development</li> <li>Development finance</li> <li>Tourism Development</li> <li>Local Economic Development</li> <li>Cooperatives development</li> <li>Innovation and R+D</li> <li>Institutional building and reconfiguration</li> </ul>
Public Sector and Institutional Transformation				
<b>KPAs</b>				
<ul style="list-style-type: none"> <li>Institutional arrangements for PGDP</li> <li>Improved research and M&amp;E</li> <li>Central Planning</li> <li>Strategic repositioning of Local Government</li> </ul>				

<ul style="list-style-type: none"> <li>Stakeholder participation and coordination</li> </ul>	Organisational/Institutional gearing
----------------------------------------------------------------------------------------------	--------------------------------------

FIGURE NO. 7: PGDP REVISED PILLARS

ASGISA EC(PTY) LTD EASTERN CAPE

AsgiSA in the Eastern Cape (AsgiSA-EC) was launched to implement some of the PGDP priorities. Substantial progress has been made towards forming a dedicated Rural Development Agency (RDA) and it is initially focusing on the former Transkei, the poorest part of the province, through the following six programmes:

- Agriculture and agro-processing
- Forestry Development
- Water resource development
- Hydro power and Alternative Energy
- Tourism development
- Sustainable Human Settlement

LAND REFORM POLICY

The government’s Land Reform Policy is now seen as one of the three strategic pillars of the CRDP framework. Land Reform policy is set out in the 1997 White Paper on South African Land Policy and now falls under the jurisdiction of the Department of Rural Development and Land Reform. The policy has three components: Restitution, Redistribution and Tenure Reform.

- **Restitution** – involves the returning land or providing compensation to those who were dispossessed after 1913.
- **Redistribution** – increases black ownership of rural land through discretionary grants allocated to people to acquire land through the market.

- **Tenure Reform** – improves the security of tenure of dwellers on rural and peri-urban land.

DISTRICT POLICY

CHRIS HANI DISTRICT INTEGRATED DEVELOPMENT PLAN 2012-17

The Chris Hani District IDP was developed for the years 2012-2017. Chris Hani District Municipality covers an area of 36 558 km² in extent and is surrounded by the district municipalities of Amatole, Sarah Baartman, Joe Gqabi and OR Tambo. It is made up of the following eight local municipalities: Emalahleni, Engcobo, Inkwanca, Intsika Yethu, Inxuba Yethemba, Lukhanji, Sakhisizwe and Tsolwana.

The largest population in the district resides in Lukhanji Municipality with a total population of 197 767 and a percentage of 24% of the CHDM total population. One may interpret this high population to migration, with people (job seekers) coming closer to employment opportunities. The new demarcation boundaries have led to a population shift, with Engcobo LM gaining resulting in it having the second highest population of 162 568 (20% of DM population) while Intsika Yethu, decreasing in numbers having a total population of 143 329 (18% of DM population) **Emalahleni has a total population of 110 436 (14% of DM population)**; Sakhisizwe has a total population of 73 493 (9% of DM population), Inxuba Yethemba has a total population of 68 144 (8% of DM population); Tsolwana has a population of 30 842 (4% of DM population); and Inkwanca has a population of 22 911 (3% of DM population).

The Chris Hani District economy is heavily reliant on Community Services and without the employment opportunities offered by Government, the economy would be in decline.

The CHDM has placed itself as a rural area characterized by agricultural activities, but the biggest contributors to the economy are the government (community services 52%) and other service sectors (Trade 15%, Finance

14%), these are support sectors to the main economic activities of an area. Due to the underdeveloped nature of the main economic activity, agriculture; the government has become the key economic driver in the area. This means that the CHDM needs to facilitate the development of the entrepreneur driven sectors; such as agriculture, construction and manufacturing as they have the greatest employment potential for the people of the area.

The Vision developed for CHDM is *“a people-centred developmental rural district municipality”, with the mission to “co-ordinate governance for quality service and better communities through co-operative governance, socioeconomic development, integrated development planning, and sustainable utilization of resources”.*

In an effort to realise the vision, CHDM developed the following five Broad Strategic Objectives that are aligned to the National KPAs:

- Ensuring an Effective, Efficient and Co-ordinated Financial Management that enables CHDM to deliver its mandate.
- To consistently create an enabling environment for Economic Growth, Rural Development and Employment opportunities, with the following relevant strategies:
  - Ensuring the establishment of Development Agency
  - Promoting Urban /Rural renewal to attract investors for Economic Development
  - Prioritising Forestry as Sector that contributes to reduction of unemployment and economic development
  - Ensuring the promotion and development of Tourism within the district
  - creating an enabling environment for sustainable business development
  - ensuring the preservation of Heritage Resources within the district
  - To ensure effective economical efficient procurement of goods and services
  - Increasing the contribution of livestock to the district economy
  - Increasing the contribution of Agriculture to the district economy

- Revitalizing the infrastructure in the irrigation schemes for contribution to economic growth.
  - developing and promoting Tourism within the district
  - ensuring the facilitation and coordination of Housing development within CHDM
  - ensuring universal coverage with respect to water services by 2014
  - providing well maintained and accessible roads
- Ensuring provision of Basic Services in a well-structured, efficient and integrated manner.
  - To encourage the involvement and collaboration of Communities and Stakeholders through working together to achieve good governance in an integrated manner.
  - To establish and maintain a skilled labour force guided by policies to function optimally towards the delivery of services to communities.

## CHRIS HANI DM SDF REVIEW 2012

The Chris District Municipality adopted its Spatial Development Framework in 2010. The SDF spatially represents the developmental direction and approach of the institution, aligned with its Regional Economic Development Strategy (REDS) which identified the use of corridors to align development initiatives within the district. This approach further required the identification of developmental nodes and a hierarchical category of settlements based on their functions. These nodes are defined in the SDF.

The Chris Hani District is comprised of three historically distinct areas, the result of which is seen in the spatial development of the district. The former Ciskei is made up of the Hewu and Glen Grey magisterial district and the former Transkei, which includes primarily the districts of Ngcobo, Cala, Cofimvaba, Tsomo and Cacadu magisterial districts. These are characterised by significant underdevelopment and a high level of poverty. This is primarily due to historical policies which saw such areas as providing migrant labour to the former Republic of South Africa, while ensuring the dependents remain settled within the homelands. The balance of the Chris Hani District Municipality area is made up of former

RSA magisterial districts, which were administered under the Stormberg and Midlands Regional Services Councils. These areas are generally characterised by a higher level of services and comparatively more affluent population.

**According to the SDF most of the towns are developing without any strategic direction;** peri-urban areas have developed close to the towns itself, which is functionally part of the town. Within the overall urban structure of Chris Hani DM, the Central Business Districts of all towns are of great current and potential strategic importance for transportation, business, commercial and service activities.

CBD regeneration was identified as a major local economic development opportunity by the CHDM. It is noted that Queenstown is identified as a strategic Development Zone in the Provincial Spatial Development Plan. This is where most goods and services and higher order infrastructure are located. The secondary urban areas within the District are Cradock and Middleburg. Here, fewer goods and services are available, and a generally lower level of infrastructure and housing is found.

The SDF highlights the character of the farming districts of Elliot, Molteno, Sterkstroom, Hofmeyer, Cradock, Tarkastad, Queenstown and Wodehouse. Those regions that were part of the Ciskei and Transkei remain as subsistence farming areas. In recent years, there has been a decline in the contribution of commercial farming to the economy. However, **agriculture remains one of the key potential growth sectors.** The agricultural strategy has prioritised the following sectors for investment; Agro-processing e.g. Cheese production, livestock farming particularly goats and cattle and high value crop production e.g. hydroponics and bio-fuels.

In the comparative and competitive advantage study undertaken in the Regional Economic Development Strategy (REDS), the broadly defined agriculture sector and timber production and related value-adding activities were clearly identified as the sectors that have the most economic development potential in the district. The agricultural strategy has prioritised the following sectors for investment:

- Livestock production and agro-product processing;
- High value crop production;
- Timber and its processing

The eastern part of Chris Hani DM has the most potential for agriculture and forestry because of the climatic and physical endowments e.g. rainfall, soil type etc. The following agriculture projects and resources are located in the Eastern part of the CHDM.

- Irrigation and agriculture from Xonxa Dam, Lubisi Dam and Ncora Dam;
- ASGISA driven agricultural projects i.e. fruit growing in the Cofimvaba and Cala areas;
- Forestry in the mountainous areas north of Ngcobo

## CHRIS HANI AREA BASED PLAN

The Land Reform Area Based Plan is a sector plan of the Municipality, to be implemented in partnership with the Department of Rural Development and Land Reform, the Department of Agriculture, and Chris Hani District Municipality. The Area Based Plan is a plan aimed at ensuring the achievement of local land reform objectives and targets in a coordinated and integrated manner with other development initiatives.

The Chris Hani District Land Reform ABP Vision is as follows:

- A transformed farming community that is:
  - Reflective of a racially diverse rural population living in harmony, with tenure, social and economic security;
  - Agriculturally productive in all municipal areas, producing food for the population in an economic and environmentally sustainable manner.
- Transformed communal settlement and land areas that are:
  - Reflective of households with secure and defined tenure rights, which are protected by law; Reflective of an efficient and effective system of administration of the land and the

- management of the use of the land;
- Agriculturally productive, with allotments and commonages producing food for the household and, and where appropriate, on a commercial basis, in an economic and environmentally sustainable manner.

Objectives and Targets for the Municipal ABP are: redistribution and communal land management. These are depicted below.

## REDISTRIBUTION

- In terms of the national policy objective of achieving a 30% redistribution of white owned farmland:
- In terms of the national policy objective of productivity on redistributed farms: Farms redistributed achieve at least 80% of envisaged production output estimated in the Project Business Plan and generate at least 75% of envisaged beneficiary income estimated in the Project Business Plan within 5 years from land occupation by the beneficiaries, with output and income steadily increasing from its baseline in year one.

## COMMUNAL LAND MANAGEMENT:

The key Focus Areas for land reform in the communal land areas have been identified as:

- Land Administration (by which is meant, in this ABP, dealing with the key issues of land allocations, and recording and managing land rights in communal land areas);
- Tenure reform or, more specifically, land rights clarification, upgrading or formalization (achieving recognized security of tenure); and
- Dealing with issues of settlement planning and land use management (for example, to better permit natural resource utilisation for

economic development and/or manage such natural resources to ensure appropriate land use and prevent resource degradation).

- Strategies applied to deal with these focus areas are:
  - To implement a targeted programme of Local Planning Processes in areas prioritized by local municipalities.
  - To secure management support from the District Municipality and the Department of Rural Development and Land Reform for Local Planning Processes projects.
  - To establish a capacity building programme in support of local planning projects being implemented.
- The Institutional Framework for Implementing the ABP is:
  - Establish local land reform offices with a Land Reform Administrator;
  - Establish and convene the local Land Reform Committee;
  - Participate in the District Land Reform Forum; and
  - Implement and manage the Small-Scale Farmer Support Programme

## CHRIS HANI REGIONAL ECONOMIC DEVELOPMENT STRATEGY 2009

The CHDM Local and Regional Economic Development Strategy was developed in 2009 through an intensive consultative process with the participation of key stakeholders from the public and private sectors and civil society informed by current agreements; District, Provincial and National policy positions and plans, and relevant legislation. The strategy is reviewed annually so as to conform to changing circumstances. Particular emphasis has been placed in the 2006 Growth and

Development Summit (GDS) agreement in the formulation of this strategy. The strategy acknowledges our rural situation and therefore advocates for promotion of rural urban equity in infrastructure development, services expansion and stimulation of economic opportunities.

The strategy provides focused areas around which resources can be leveraged and mobilised in order to contribute to the broad overall objective of ensuring that all people in the district are able to benefit from the economy.

The Chris Hani IDP explains the district economic development planning is informed partly by the NSDP (National Spatial Development Perspective) which advocates the following expenditure principles:

- Focus economic growth and employment creation in areas where this is most effective and sustainable as economic growth is a prerequisite for the achievement of other policy objectives, key among which would be poverty alleviation.
- The position taken by the Chris Hani Regional Economic Development Strategy is that the primary responsibility is to:-
- Improve the socio-economic support to prepare people to take up economic opportunities;
- continuously improve the enabling environment by minimising red tape and the transaction cost of doing business, and
  - Create an enabling environment for new investment as well as the retention and expansion of existing business.

► In addition, the strategy proposes:

- The District should foster development on the basis of local potential by ensuring that government spending on fixed investment, beyond the constitutional obligation to provide basic services to all citizens (such as water, electricity as well as health and educational facilities) is focused on localities of economic growth and/or economic potential in order to attract private-sector investment, stimulate sustainable economic activities and/or create long-term employment opportunities.

- Address past and current social inequalities by focusing on people not places so that in localities where there are high levels of poverty and development potential capital investment expands beyond basic service provision to exploit the potential. In localities with low development potential, government spending, beyond basic services, should focus on providing social transfers, human resource development and labour market intelligence to enable people to become more mobile and migrate, if they choose to, to localities that are more likely to provide sustainable employment or other economic opportunities.
- Overcome the spatial distortions of apartheid by channelling future settlement and economic development opportunities into activity corridors and nodes that are adjacent to or link the main growth centres to create regional gateways to the global economy.

The Agricultural Sector is regarded as the primary Competitive Advantage of the District and the achievement of sustained economic growth and development and the creation of a competitive advantage for the District rely absolutely on the prioritisation of interventions which will have the greatest impact both socially and economically. The Competitive Advantage therefore for the district points to the broadly defined agricultural sector as the one with the most potential to contribute to job creation, promoting of livelihoods opportunities and contributing to sustained social and economic growth and development.

The Provincial Department of Agriculture and Rural Development and ASGISA\_EC is in the process of developing comprehensive business plans for the irrigation schemes in order to ensure the establishment of professional management, encouragement of entrepreneurship, and inclusion of integrated business development support. This sector is of political significance and has the potential to contribute to regional food security, service local markets and social development. This remains an important strategic area of focus for the CHDM and requires a detailed and specific intervention.

CHDM is committed to a corridor development approach. Integral to this approach is a focus on geographic and spatial initiatives and interventions which link the node towns and small towns surrounding these nodes in an

integrated economic development process. Small town regeneration initiatives are central to this approach.

**The East corridor** runs along the R61 and links Ngcobo, Cofimvaba and Tsomo to Queenstown. **The North-East corridor links Elliot, Cala and Cacadu to Queenstown.** **The West corridor** links Middelburg to Cradock along the N10 and then links Cradock, Tarkastad to Queenstown along the R61. **The North South corridor** links Whittelsea to Queenstown and Molteno.

One of the main objectives of the corridor development approach is to ensure integration and alignment of economic development plans with spatial development plans, land use plans, infrastructure development plans and other relevant sector plans. It allows CHDM to implement a wide range of generic and routine LED initiatives, whilst simultaneously focusing on the defined area of strategic differentiation and the concept of value chain integration.

The Regional Economic Development Strategy outlines certain sectors or areas of focus, including:

- SMMEs;
- Agricultural Development – Agro processing, livestock (goats and cattle) and High value crop production (hydroponics and bio-fuels);
- Forestry, timber and wood production;
- Construction and coal mining;
- Manufacturing;
- Agro-processing; and
- Tourism.

## LOCAL POLICY

### EMALAHLENI LM IDP (2013-14)

In terms of the Strengths Weaknesses Opportunities Threat

#### STRENGTH

The natural and built environment in Emalahleni LM offers some key opportunities to enhance the local economy and to offer residents the prospects of a better life.

These include: -

- ▶ There is potential for higher productive uses of certain land areas for agriculture, especially in the sectors of crop production in areas where irrigation is possible from the Xonxa and Lubisi Dams and livestock (sheep farming)
- ▶ There is identified potential for coal mining to be revived and extended in the area around Indwe. In terms of the land capability, some 34% of the total land area is deemed suitable to moderate and limited crop production. The remainder of the land area is best suited to livestock farming.
- ▶ **The town of Cacadu has a relatively strong-functioning wholesale and retail trade sector that services the surrounding rural settlements.**
- ▶ The town of Indwe, too, has a Rural Service Centre function and also has potential to be formalised as a base for a resurgent coal mining industry in the local area.
- ▶ Dordrecht , too, plays a Service Centre role to surrounding areas, which are predominantly comprised of extensive farming lands and there may be some potential to revive past sectors of activity in the town (e.g. dairy/cheese manufacturing)
- ▶ Whilst the human resources capacity at Municipal level in relation to managing spatial development is presently relatively limited, the fact remains that Emalahleni Municipality has qualified staff members attending to the function, which is not the norm across the Eastern Cape and must be regarded as strength in comparison with most other Local Municipalities in the Province.

#### WEAKNESSES

- ▶ At a regional level, Emalahleni may be described as a peripheral area in relation to the national space economy (where the dominant regions include Gauteng/Tshwane, the Western Cape and the eThekweni

Metropolitan area) as well as the Eastern Cape economy (where the space economy is dominated by the Nelson Mandela Metropolitan area and Buffalo City).

- ▶ From the perspective of economic production, the Emalahleni area is currently of marginal significance at both the level of the National economy (where it contributes less than 6/10ths of a percent to GDP) and the Provincial economy (where it produces less than a percent to GDP).
- ▶ Given its relative position in relation to the major economic centres and the key transportation routes of the country, it appears likely that the area will remain relatively marginalized.
- ▶ From an overall economic perspective, the Emalahleni economy is dominated by the state sector, with the primary sector (agriculture, forestry and fisheries) contributing only 2% of Gross Value Added (GVA) to the economy whilst the GVA contributed by Government and Services sectors is 55%.
- ▶ The above facts are underlined by the extent to which state grants and subsidies in the form of pensions and grants in aid appear to bolster the livelihoods of Emalahleni residents, where annually almost R800 million is paid over to households. This figure represents around 44% of the total GVA produced in Emalahleni. The proximity of Queenstown means that it is more difficult for local businesses based in the three smaller towns to thrive and compete against businesses in the larger centre that enjoy far greater trading thresholds and therefore are able to be more competitive in terms of pricing as well as range of goods and services provided.
- ▶ The resident population of Emalahleni (approximately 116,000 people or 30,000 households) is characterized by a preponderance of youth (almost 60% of the population is below the age of 20) and an overall gender ratio of 51% females to 49% males.
- ▶ Indications are that the area's status as a marginal/peripheral area result in young people of working age (20+) leaving the area in search of better opportunities. It further appears that more men do so than women.

- ▶ Of the resident population, unemployment appears to be as high as 50% within the economically active age group.
- ▶ Skills levels are generally low amongst the population, with only just over 12% of the adult population having matric or higher qualifications.
- ▶ The Emalahleni area (like most rural municipalities) is characterized by a settlement pattern that comprises largely of low density and dispersed rural settlements surrounded by undefined commons land.
- ▶ Urban-style development in the area is limited to the three towns of Cacadu, Indwe and Dordrecht.
- ▶ There is also a clear trend for settlement densification along the major transport routes serving the area, with accessibility/ease of movement becoming a priority for residents.
- ▶ Solid Waste Management is a weakness in that only Dordrecht has a licensed solid waste site and, it is reported, no solid waste collection system is in operation in Cacadu, which is the Municipality's most important urban centre (from an administrative as well as economic point of view)
- ▶ The Emalahleni area is dominated by highly erodible claypan soils in the central and southern basins and an assessment of Land Cover indicates that approximately 18% of the Municipal area may be classified as degraded and/or impacted by soil erosion.
- ▶ Land tenure in the former Transkei portions of Emalahleni is characterized by so-called old order right (PTOs and informal land rights) in the areas falling outside the proclaimed town area of Cacadu.
- ▶ Jurisdictional uncertainty over land use management authority in areas outside the Cacadu town commonage appears to be resulting in unmanaged (or at least un-planned) settlement development, especially in areas of better accessibility.
- ▶ Given the reliance on the natural resources of the Emalahleni area for economic development in the primary sector as well as the tourism sector, a significant threat to the sustainable use of these resources is presented by the continuation of the current mode of unplanned and

un-managed land use and settlement development in the rural areas outside the town jurisdictions.

- ▶ Un-planned development threatens the natural resources base of the area and represents a threat the environmental "quality" of the area as well.
- ▶ Moreover, the trend towards un-managed settlement development occurring in a ribbon along the main transport routes threatens the use of the major routes for effective transportation of goods and people.
- ▶ Given the context that is the specific history of underdevelopment in the Emalahleni area, there remains an ongoing legacy of basic infrastructure backlogs, which is a fundamental challenge for the relevant authorities.
- ▶ Such backlogs exist in both the rural and urban settlements of Emalahleni
- ▶ The infrastructure backlogs also apply to higher order infrastructure related to identify potentials in the tourism sectors (facilities and tourism-related infrastructure such as health facilities at tourism nodes etc.).
- ▶ Apart from the areas alongside the main traffic routes through the Emalahleni area, accessibility is a major issue impacting on spatial development. This is especially so for the dispersed rural settlements located at greater distances from the main proclaimed roads.
- ▶ The institutional challenges of the Municipality in relation to spatial development are particularly compounded by the jurisdictional complexities in relation to land matters set out above.

## OPPORTUNITIES

- ▶ Emalahleni local municipality consists of the three main urban nodes being the towns of Cacadu, Indwe and Dordrecht; and is surrounded by large rural settlements and villages.
- ▶ This vision is that of a municipality that delivers appropriate, sustainable and affordable services towards socio-economic growth

for the development of its community. Emalahleni Municipality promotes quality and excellent services that are valued by its customers through effective partnerships and active community participation as it plans for the future.

- ▶ As indicated in the IDP, focus needs to be placed on areas of identified development potential (i.e. tourism) and efforts must be aimed at making such areas function optimally by ensuring clear planning and land use management frameworks are in place; and that basic Levels of Service are developed and maintained there.
- ▶ The scope for the development of the Local tourism sector within the Municipal area is vast but is hampered by the fact that there is no dedicated plan or strategy responsible for developing and driving local tourism development. A project has been identified to address this and to develop and implement a local tourism plan.
- ▶ Cultural tourism, linked to the Liberation and Heritage Route, has been identified with potential for tourism development.

The following is a list of heritage resources identified within Emalahleni Local Municipality:

- *St Marks Mission on White Kei (Still functional mission church. Also, the last habitation of Madolo, a San Chief – 1860)*
- *Macubeni Coal Mine near Indwe (Washed out old coal mine showing early mining methods)*
- *Glen Grey Falls near Cacadu (A beautiful natural site)*
- *The Kloof near Dordrecht (Natural site with some unique flora)*
- *Cacadu River at Cacadu*
- *Churches in Cacadu (Two examples of 19th Century Churches)*
- *Anderson Museum at Dordrecht*
- *Victorian Buildings at Dordrecht (Architectural example)*

- *Burgher Statue at Dordrecht*
- *San Rock Art at Dordrecht*
- *Methodist Church at Dordrecht (Architectural example)*
- *Doring river Dam at Indwe (Leisure area)*

## EMALAHLENI LM SPATIAL DEVELOPMENT FRAMEWORK (2010)

- ▶ In terms of the Emalahleni Local Municipality Spatial Development Framework, 2010, areas of tourism potential are identified as a ‘special development area’.
- ▶ Tourism facilities and attractions in the area are limited and there are no anchoring attractions for the area, except the possibility of promoting farm stays. The potential tourism attractions are listed below:

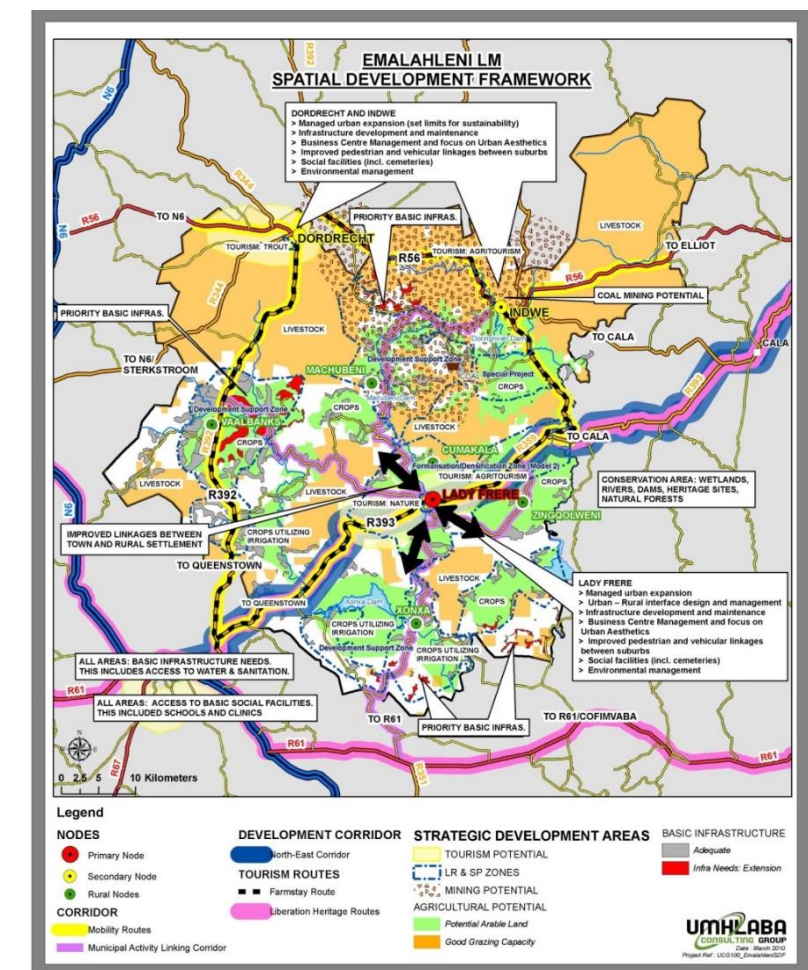
Nature-Based Tourism:

- *Glen Grey Falls near Cacadu*
- *The Kloof near Dordrecht*
- *Cacadu River at Cacadu*
- *Doornriver Dam at Indwe*
- *Fly-Fishing resources around Dordrecht*
- *Xonxa Dameritage Tourism:*
- *St Marks Mission on White Kei*
- *Macubeni Coal Mine near Indwe*
- *Churches in Cacadu*
- *Methodist Church at Dordrecht*
- *Anderson Museum at Dordrecht*

- *Victorian Buildings at Dordrecht*
- *Burgher Statue at Dordrecht*
- *San Rock Art at Dordrecht*

The Plan below, extracted from the SDF, illustrates a composite view of the structuring elements in an overall SDF Plan for Emalahleni.

FIGURE NO. 8: EMALAHLENI LM SDF PROPOSALS



## 4. CURRENT SITUATION

### KEY ISSUES

During the Situation Analysis Phase, the Situation Analysis Workshop and a One on one meeting with the ward councillor the following Key Issues were captured. These key issues will now also form the basis for the Development Strategy.

The following are some of the key issues raised by the community within Ward 3 as well as the councillor. We have also incorporated the key issues from the Emalahleni LM IDP 2017.

- There is a lack of Municipal Maintenance;
- The community has indicated that waters from the mountain during rainy days causes flooding problems.
- There is a lack of proper road infrastructure and access;
- There is a need for proper bulk infrastructure;
- There is no cleaning staff at the Ndonga Clinic;
- The VIP toilet system is not cleaned on a regular basis;
- There is a major access problem after rainy days with internal streets as well as access points into the settlements. The roads are muddy and there is no proper storm water management.
- No proper fencing along the R410 between Cacadu town and Cala to keep animals from crossing the road.

### SWOT: STRENGTHS WEAKNESSES OPPORTUNITIES AND THREATS

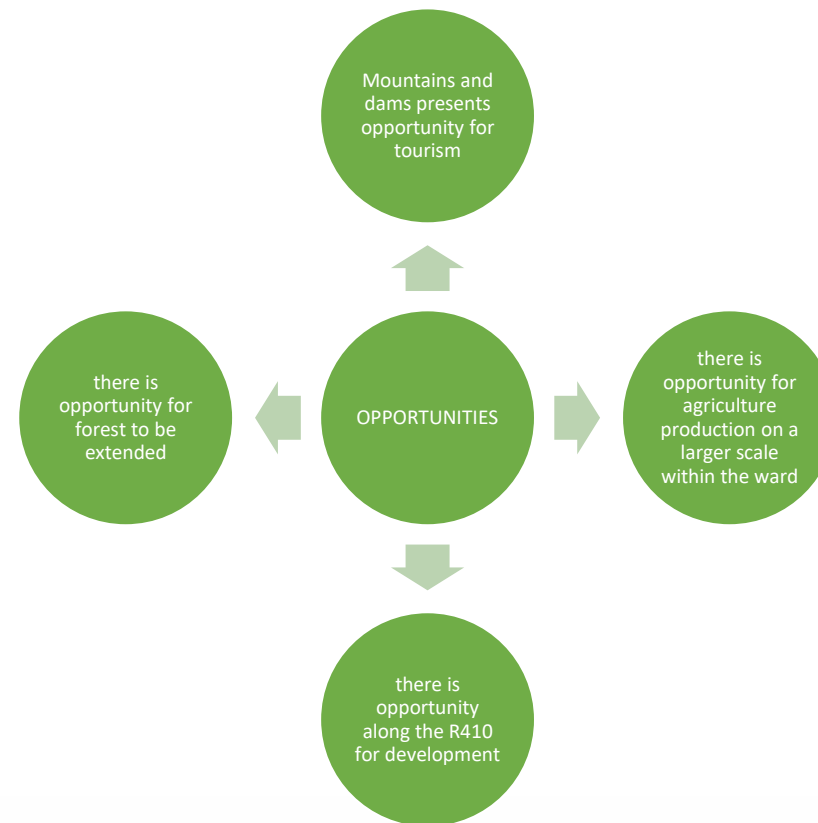
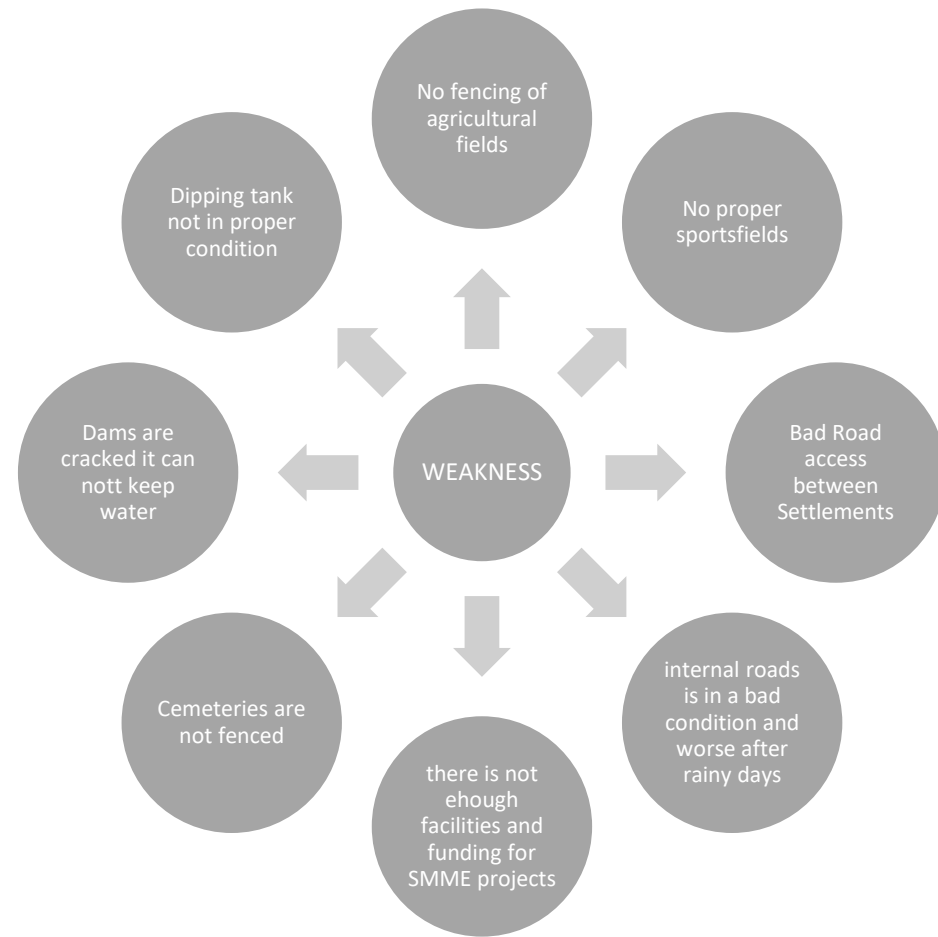
The Strengths, Weakness, Opportunities and Threats captured below were captured during a workshop session with the community and stakeholders on 16 February 2017.

During the workshop, the attendees were divided into four groups. The SWOT was captured in that manner and is as illustrated below:

The SWOT reflects the Strengths Weaknesses Opportunities and Treats found within Ward 3. The components from the SWOT derives from a workshop with the ward committee

The issues mention in the SWOT should be considered when planning to develop the ward.





# 5. DEVELOPMENT STRATEGY

The formulation of a Local Spatial Development Framework Plan is a legal requirement, which every Municipality must adhere to as part of their Integrated Development Planning process (IDP). Refer: Section 26 (e) of the Municipal Systems Act (Act 32 of 2000).

The Local Spatial Development Framework (LSDF) essentially creates a map “picture” of what the area will look like in the future in accordance with the Municipality’s vision and objectives developed during the IDP process.

An Integrated Development Plan is a development plan for the entire municipal area. It informs and is the basis for development programmes and projects by government, non-governmental organizations and the private sector. It is the key strategic planning tool for the municipality. It is therefore important that the LSDF is aligned with the IDP in terms of the vision, objectives, strategies, priorities and key spatial challenges as defined and identified within the IDP.

## NDONGA VISION

The following SPATIAL VISION was proposed in order to guide future spatial development within Ndonga Node.

“A VIBRANT TOURIST FRIENDLY AREA WITH WELL MAINTAINED ROAD INFRASTRUCTURE AND DEVELOPMENT THAT WILL ENHANCE TOURISM AND IMPROVE THE ECONOMIC ACTIVITIES WITHIN THE WARD TO CREATE A SPACE WHERE RESIDENTS CAN LIVE WORK AND PLAY”

## NDONGA NODE SPATIAL OBJECTIVES AND STRATEGIES

The table below illustrate the proposed Objectives and Strategies for the Ndonga Node. These objectives and strategies will help to comprehend the vision for this study area.

OBJECTIVES	STRATEGIES
Improve and maintain infrastructure within the study area.	<ul style="list-style-type: none"><li>▪ Access Road maintenance programmes.</li><li>▪ Sanitation programme to be provided to suit the needs of the people and the landscape.</li><li>▪ Water infrastructure maintenance programme.</li><li>▪ Improve stormwater management within the study area.</li></ul>
Manage Land Use within study area	<ul style="list-style-type: none"><li>▪ Implement the settlement and development proposals within Ndonga Node LSDF.</li><li>▪ Promote future Development linked to tourism.</li></ul>
Implement Environmental Principles to help maintain environmental areas	<ul style="list-style-type: none"><li>▪ Protect environmental sensitive areas</li><li>▪ Introduction of a buffer strip around rivers.</li></ul>
Support SMME and enhance skills development through a sustainable programme development	<ul style="list-style-type: none"><li>▪ Empower the community with skills development training.</li><li>▪ Empower and train the women and young people.</li></ul>

## PROPOSED DEVELOPMENT SCENARIOS

The development scenarios are intended to give input to the assorted options for development in order to guide where investment could be directed, what development would be feasible and how stakeholders could participate, given the likely benefits expected to arise from each scenario. In addition, scenario planning enables the stakeholders to achieve common consensus on the best spatial development form for the focus area and the prioritisation of expenditure to reach the desired development outcome. The agreed scenario is then used as the framework for the preparation of the Spatial, Economic and Infrastructure Plans.

### The following two scenarios have been identified:-

#### Scenario 1: Uncontrolled Development

The municipality allows development to happen without any municipal approved concept plans and without Land Use Management control. This means that there will be no proper protection zones put in place, especially around areas that need protection. It also means that land can be used for any purpose other than what it is intended for.

#### Scenario 2: Realistic Approach

A well planned and developed Ndonga Development Node, with approved plans to upgrade basic infrastructure. A scenario where one will see a developed ward, that will cater for the diverse needs of the community of ward 3 (and surrounding wards) as well as the upgraded Social Recreational Facilities and investment support to the Agricultural and Tourism Sector.

This scenario will also make provision for a sustainable settlement area, sustainable and supported Small Medium Micro Enterprises. This scenario is considered as the “**preferred**” scenario.

**Tourism:** Proposed Tourism concept along the Greyspan dam envisages the development of a controlled Picnic Facility, with Entertainment Area, as well as Play Area for kids also providing braai facilities.

This will see the greater extent of the community benefitting by the creation of jobs, and exposure that will attract tourists and, therefore, an increase in the local economy. Tourism potential in Ward 3 is also linked to the mountains.

As part of **Agriculture** there is a need for emerging farmers to be supported through programmes and skills development in order to sustain and grow the industry. Agriculture potential is proposed along the mountain and in between the settlements.

**Infrastructure:** The concept seeks evident improvement in Infrastructure development within the Ndonga Node as well as the surrounding wards. This improved infrastructure will allow the local community to benefit from improved quality of living, improved access into the ward, job creation, and enhance tourist attraction to the Ndonga No.2 Settlement with its scenic mountains.

**Residential Zone:** The concept around the residential zone is to better the quality of life for the community by improving basic infrastructure. This concept seeks to expand residential development within each settlement. Strategic densification is proposed on vacant developable land linked to the upgrade of existing social facilities. This concept also seeks to formalisation of all existing settlements

**Environment:** Special control of areas along the rivers is proposed through the creation of buffers along all rivers.

**Nodal Areas:** The concept around proposed nodes is to enhance and allow mixed use development like a Multipurpose Centre, possible Petrol Filling Station, Government Mobile Offices, bigger shops etc.

## NDONGA NODE CONCEPTUAL DEVELOPMENT FRAMEWORK

The Ndonga Node “**Concept Plan**” considers the potential for vibrant residential settlements; proposed mixed land uses areas around important nodes, proposed tourism around the dam and the scenic mountains, and vibrant agriculture. This will effectively attract investment and infrastructure development for Ndonga.

## CONCEPT PLAN



FIGURE NO. 9: CONCEPT PLAN

## 6. PROPOSED SPATIAL FRAMEWORKS

### INTRODUCTION

The proposed frameworks for the Ndonga Local Spatial Development Framework have been aligned with the three (3) Pillars of the Regulations and Guidelines developed by the Spatial Planning Land Use Management Act No. 16 of 2013.

The combination of the elements discussed per pillar below, results in the compilation of the draft Local Spatial Development Framework Plan.

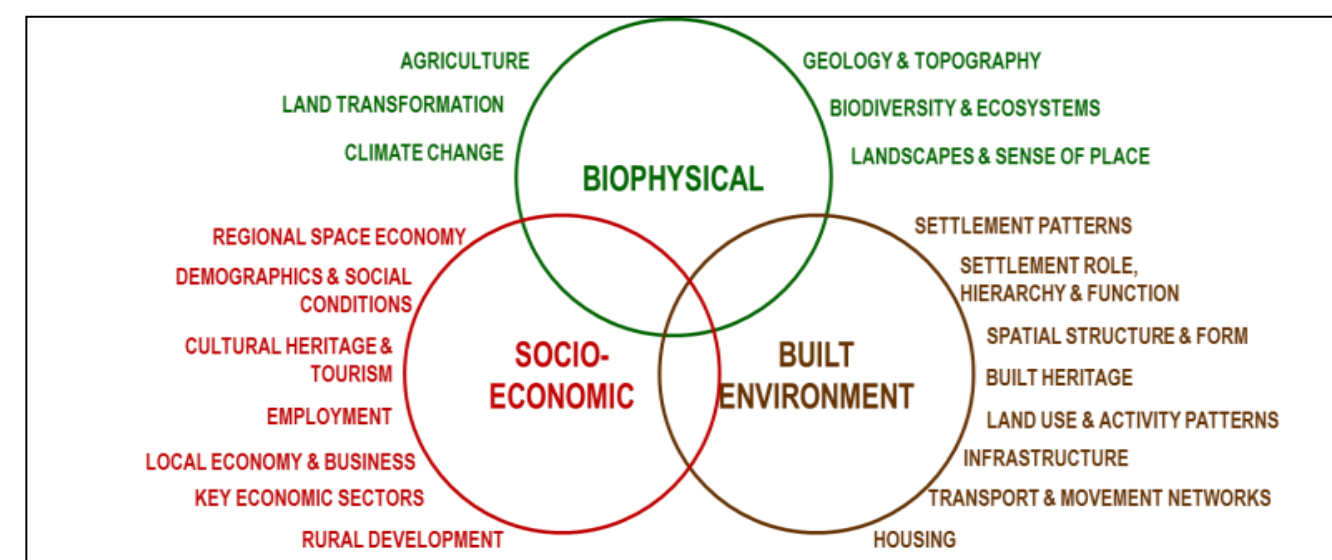


FIGURE NO. 10: DEPARTMENT OF RURAL DEVELOPMENT AND LAND REFORM'S SPATIAL DEVELOPMENT FRAMEWORK DIAGRAM

The municipal spatial development framework is founded on the frameworks of the Department of Rural Development and Land Reform's Spatial Development Framework Guidelines. The pillars are as follows:-

- Biophysical Framework
- Socio Economic Framework
- Built Environment Framework

BIOPHYSICAL FRAMEWORK

The environmental component of this Biophysical Framework is guided by Environmental Acts and Regulations discussed in more detail in the previous phase, the Situation Analysis Phase.

The Biophysical Framework focuses on the following topics:-

- ▶ Environment,
- ▶ Climate Change
- ▶ Critical Biodiversity Area
- ▶ Agriculture

Environment

The Environment under this heading refers to the natural physical environment we live in; these include rivers, trees, plants, ecosystem, forest, caves etc.

The following NEMA principles relevant to Ndonga Node LSDF are proposed:

- ▶ All Proposed Development must be socially, environmentally and economically sustainable.
- ▶ Avoid, or minimise and remedy:
  - Disturbance to ecosystems
  - Loss of bio-diversity
  - Pollution
  - Degradation of the environment
  - Disturbance of cultural heritage sites and landscapes
  - Waste, and promotion of recycling
- ▶ Practice risk aversion adhere to the precautionary principle and acknowledge the limits of our knowledge.
- ▶ Selection of the “best practicable environmental option”.
- ▶ Decisions based on Social, Economic and Environmental Impact Assessment.
- ▶ Promote environmental health in the workplace.
- ▶ Stewardship – the environment is a public resource to be protected and managed in the interests of the public.

Environmentally sensitive areas

Environmental sensitive areas include the following:

- Rivers and water courses ;
- Thicket areas; and
- Grasslands

These areas should be as far as possible be protected and communication with Department of Economic Development and Environmental Affairs is vital before development within these areas take place.

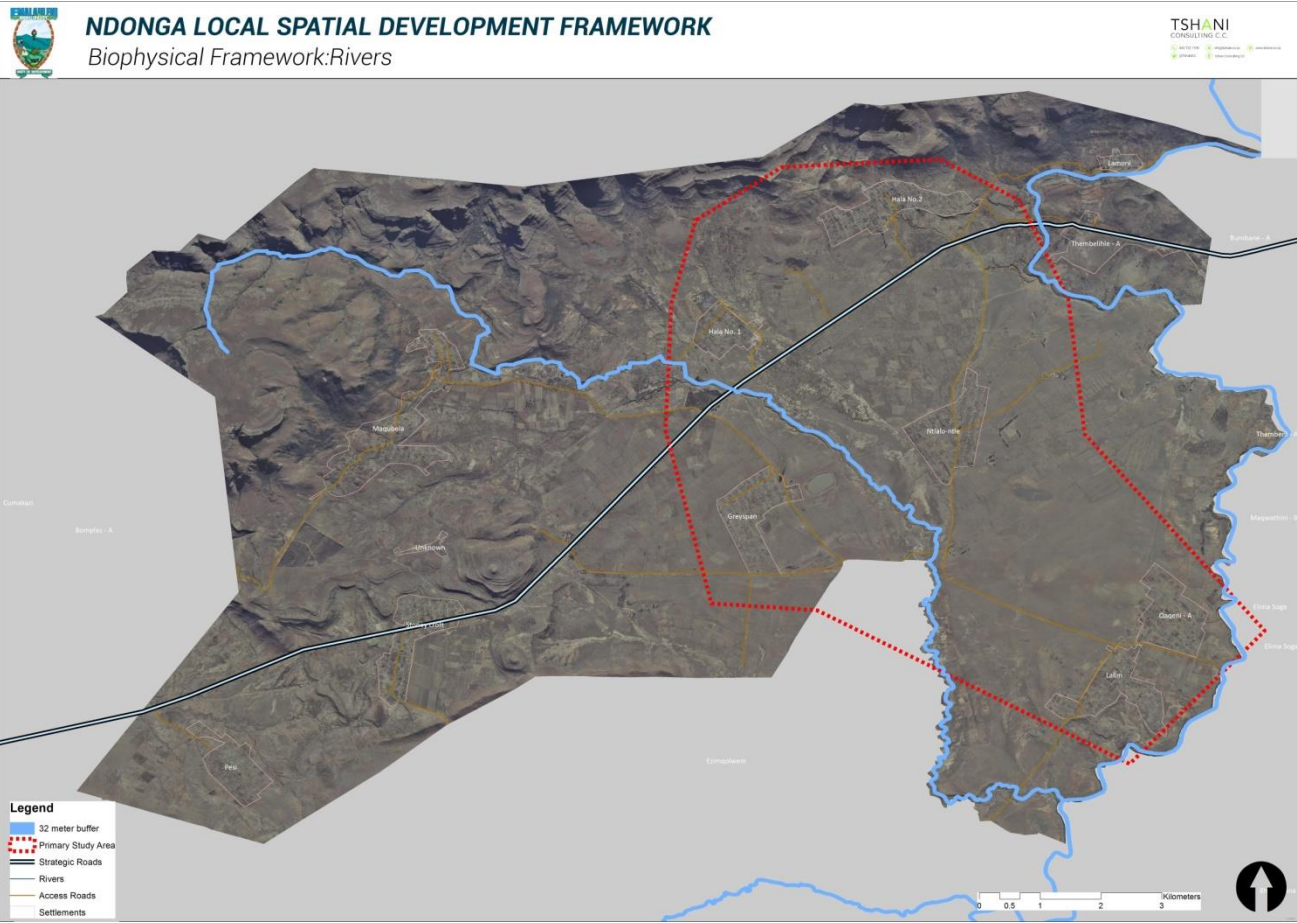
The following general environmental guidelines for spatial planning are standard proposals:-

NO-GO AREAS	GO-BUT AREAS		
No Development Areas	Inside Urban Edges	Limited Development Areas Outside Urban Edge (Rural Context)	
<ul style="list-style-type: none"><li>■ Areas of high environmental sensitivity and conservation value</li><li>■ Indigenous forests</li><li>■ Proclaimed nature reserves</li><li>■ STEP Protected, Process and Critically Endangered areas</li><li>■ Rivers, estuaries and undisturbed riparian zones of rivers</li><li>■ Diverse grasslands and thicket vegetation types</li></ul>	<ul style="list-style-type: none"><li>■ Urban Settlement</li><li>■ Residential</li><li>■ Public-Funded Housing</li><li>■ Resort Development</li><li>■ Business and Trade</li></ul> Other <ul style="list-style-type: none"><li>■ Develop from Inside – Outward (Phasing)</li></ul> <p>BUT, no for</p> <ul style="list-style-type: none"><li>■ Environmentally sensitive areas within the urban edge</li><li>■ Lack of services</li></ul>	<ul style="list-style-type: none"><li>■ Limited by</li><li>■ EIA process</li><li>■ Low density</li><li>■ Density/footprint/impact restrictions</li><li>■ Not in areas of environmental sensitivity</li><li>■ Unique &amp; Sustainable Developments</li><li>■ Must show tangible economic benefits to broader community</li><li>■ Clustering of built form</li><li>■ Aesthetic controls</li><li>■ Mitigate impacts</li><li>■ Show net gains for the environment</li><li>■ Provision of services</li></ul>	
<b>Zoning:</b>  Open Space Zone III (nature reserve) or Special Zone: Conservation	Zoning: Various		<b>Zoning:</b> Mixed - Agriculture Zone I/Resort Zone I or II/Residential/ Open Space Zone III /Special Zone: Conservation

Proposals for sensitive environmental areas

- It is proposed in this framework to have at least 32m buffer around rivers and streams.
- No pollution in the rivers or close to water sources.

- No development within 32m of any river.



Plan No. 4: RIVERS

Environmental Impact Assessment

“Certain activities” proposed in the Ndonga Node LSDF will potentially trigger the need to conduct an Environmental Impact Assessment (EIA) in terms of the NEMA EIA Regulations (2006). While it is currently not possible to anticipate the full complement of projects that will require an EIA or the scope of an EIA, the following table provides an indication of some of the probable triggers for a Basic Assessment or Full EIA (incorporating comprehensive Scoping and Impact Assessment components).

Activity number	Activity description
Basic Assessment	
1	The construction of facilities or infrastructure, including associated structures or infrastructure, for: <ul style="list-style-type: none"><li>agri-industrial purposes, outside areas with an existing land use zoning for industrial purposes, that cover an area of 1 000 square metres or more;</li><li>the bulk transportation of sewage and water, including storm water, in pipelines with an internal diameter of 0,36 metres or more; or</li><li>a peak throughput of 120 litres per second or more;</li><li>the transmission and distribution of electricity above ground with a capacity of more than 33 kilovolts and less than 120 kilovolts;</li><li>the treatment of effluent, wastewater or sewage with an annual throughput capacity of more than 2 000 cubic metres but less than 15 000 cubic metres;</li><li>launching of watercraft on inland fresh water systems;</li></ul>
15	The construction of a road that is wider than 4 metres or that has a reserve wider than 6 metres, excluding roads that fall within the ambit of another listed activity or which are access roads of less than 30 metres long.
16	The transformation of undeveloped, vacant or derelict land to – <ul style="list-style-type: none"><li>residential, mixed, retail, commercial, industrial or institutional use where such development does not constitute infill and where the total area to be transformed is bigger than 1 hectare.</li></ul>
18	The subdivision of portions of land 9 hectares or larger into portions of 5 hectares or less.
Full Scoping and EIA	
1	The construction of facilities or infrastructure, including associated structures or infrastructure, for: <ul style="list-style-type: none"><li>the treatment of effluent, wastewater or sewage with an annual throughput capacity of 15 000 cubic metres or more;</li><li>rail transportation, including:<ul style="list-style-type: none"><li>railway lines;</li><li>stations; or</li><li>shunting yards;</li></ul></li></ul>
2	Any development activity, including associated structures and infrastructure, where the total area of the developed area is, or is intended to be, 20 hectares or more.
3	The construction of filling stations, including associated structures and infrastructure, or any other facility for the underground storage of a dangerous good, including petrol, diesel, liquid petroleum gas or paraffin.

CLIMATE CHANGE

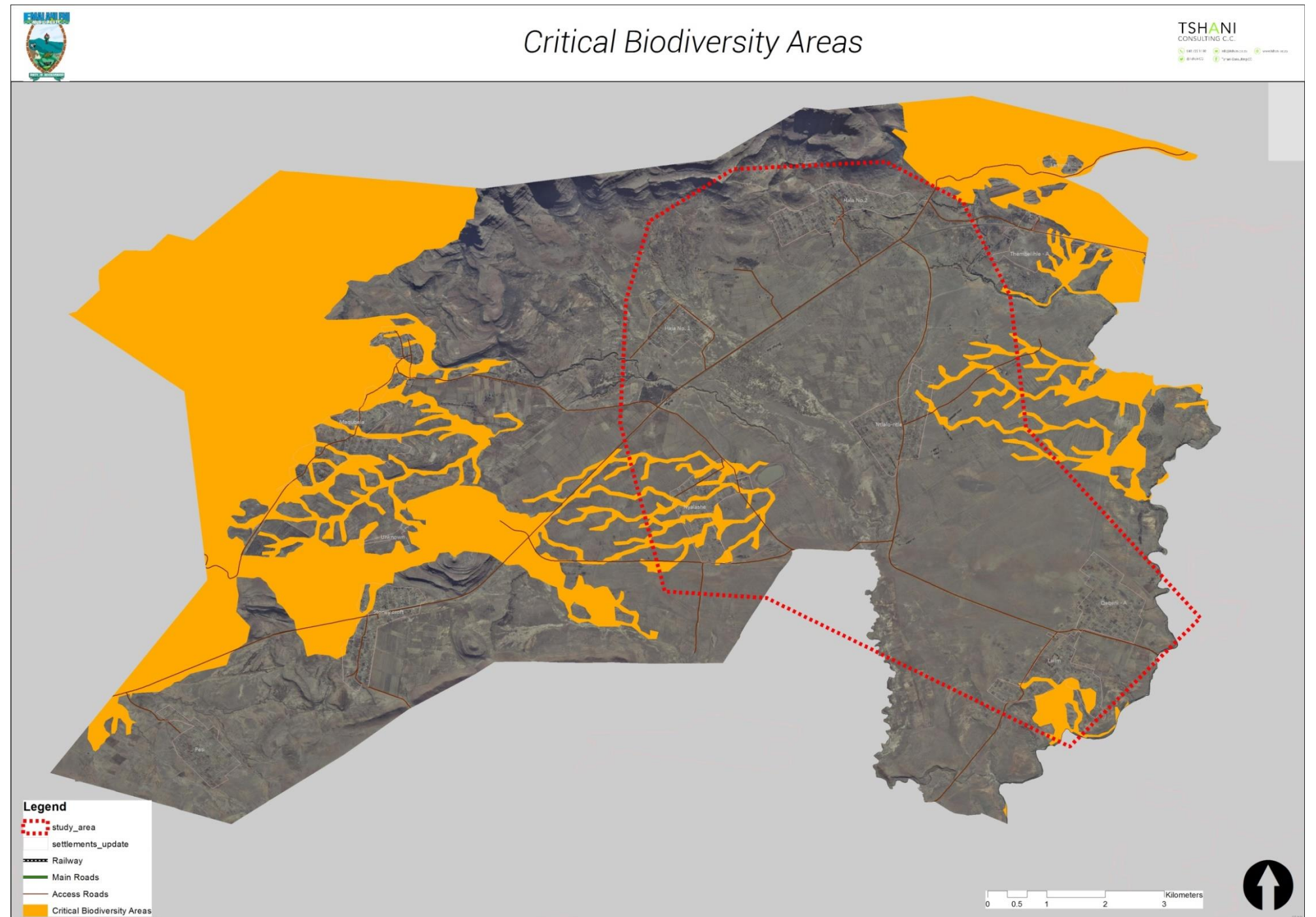
Climate Change includes the rising of carbon dioxide levels and other heat trapping gasses in the atmosphere which has widespread impacts with more extreme heat events, fires and drought; and more extreme storms, rainfall and

floods. This change in weather will have implication and impact on human livelihoods, forests fresh water supplies agriculture and other environmental resources.

As a result, policy and development plans must take cognizance of the implications of a changing climate and develop strategies for both mitigation and adaptation for a changing climate.

## CRITICAL BIODIVERSITY AREA

The plan illustrates where the Critical Biodiversity area located within Ward 3. It is mainly located along the river system and the mountains



## AGRICULTURE

Agriculture within the Primary study area is ainly subsistence farming.

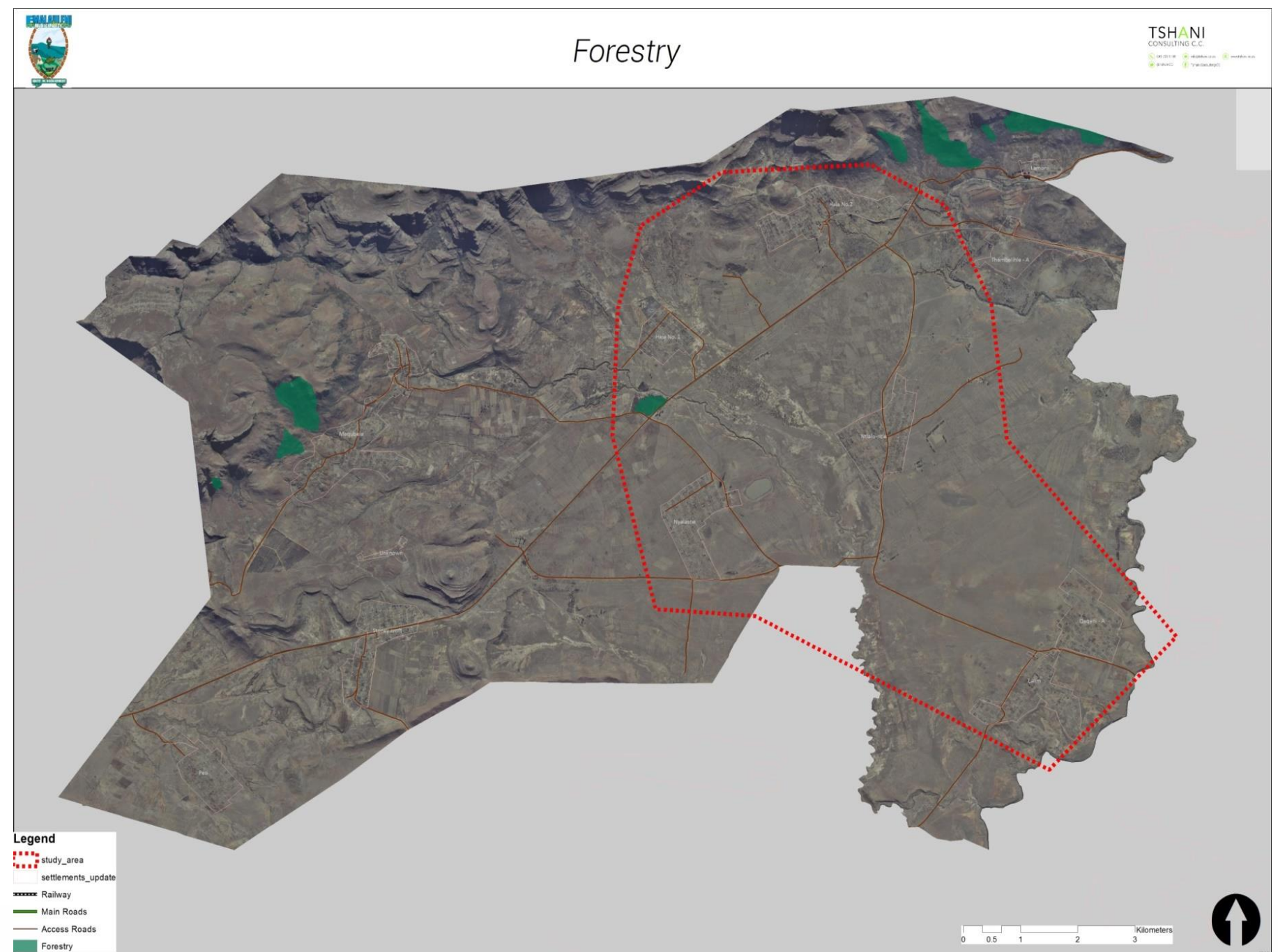
The types of subsitence farming partice within Ward 3 ranges from mielie fileds to livestock such as sheep, cattle,donkeys, horses,pigs, chicken and goats.

The communities within the ward build their own kraal on their property where the animals are kept. The animals feed from grazing area between houses and on the open fields. The animlas drink water from the rivers and dams within diffrenet laocations within the study area.

## FORESTRY

Small pockets of forest exisit within the study area. The trees is mainly used as fire wood by the community within the ward. The municipality together with the community wishes to expand on the forestry in order to enhance the lifes of people living within the municipality. Assitance can be sourced from the Department of Agriculture to start with a feasibility study and to see wheter it will be a feasibile project to continue with.

The plan indicate the spatial illustration of the existing forestry area.





SOCIO ECONOMIC FRAMEWORK

SOCIAL FACILITIES

This section seeks to give an overview of the types of Social Facilities found within Ward 3. The Social Facilities are limited to churches, sports filed, community hall, schools and clinics.

The table below illustrates the walking distance in km, that a household should be located from a facility.

The following strategies for social infrastructure is based on the criteria as stipulated in terms of the CSIR Human Settlement Guidelines: -

CSIR HUMAN SETTLEMENT GUIDELINES	
PLANNING THRESHOLDS	WALKING DISTANCE
Crèche	1.5km Radius
Primary School	1.5km Radius
Secondary High School	1.5km Radius
Clinic	1.5km Radius
Police Station	5km Radius
Post Office	1km Radius
Hospital	5km

EDUCATION FACILITIES: CRECHE

With reference to Plan 4; the Plan illustrates Primary and Secondary Schools as well as one Pre School within Ward 3 called Nokulunga Pre-School

The one preschool as indicated on the picture is not sufficient to cater for the population of this ward.



Photo: Nokulunga Pre School

.EDUCATION FACILITIES

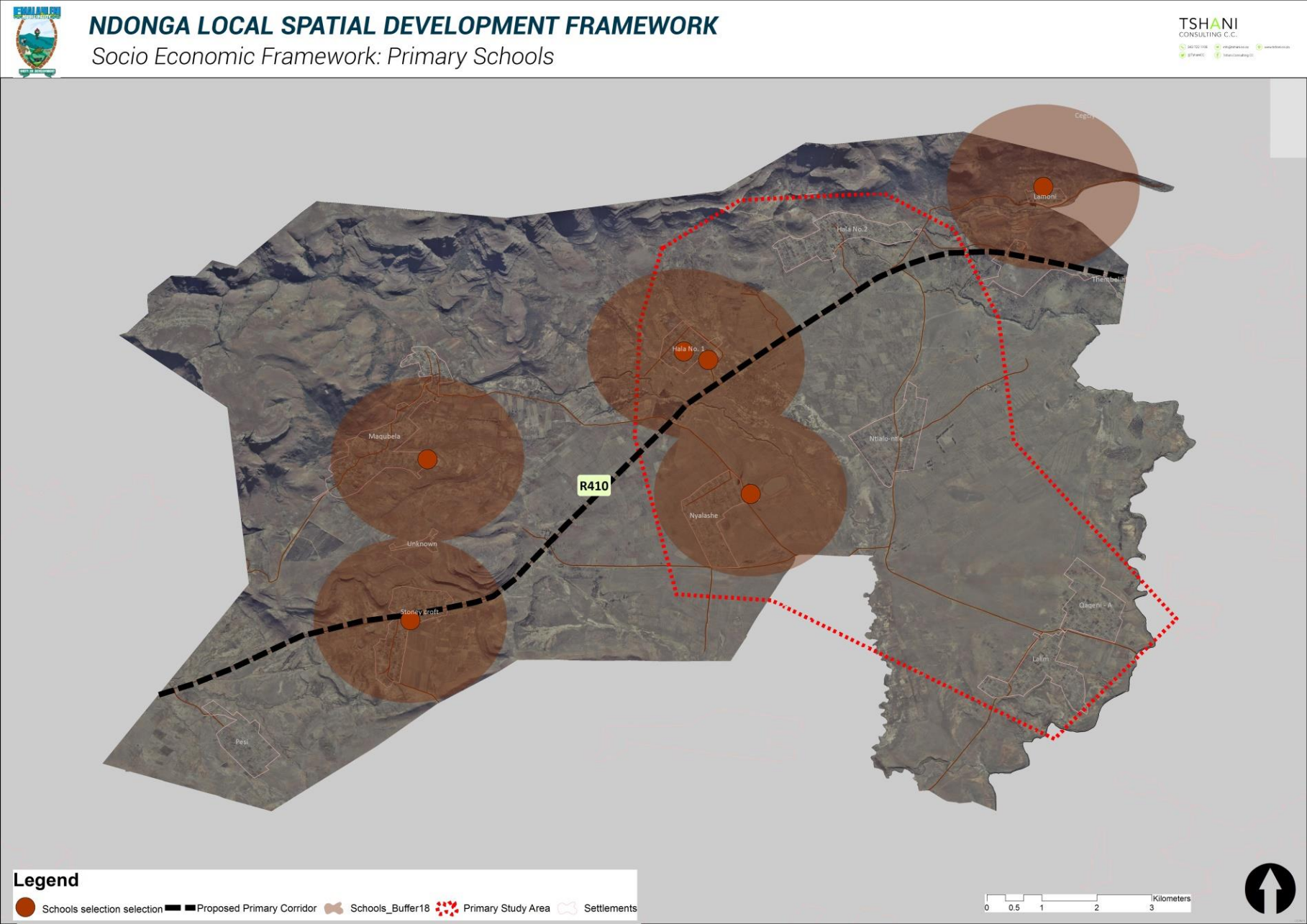
There are four Primary Schools and two Senior Primary Schools within the Ward 3.

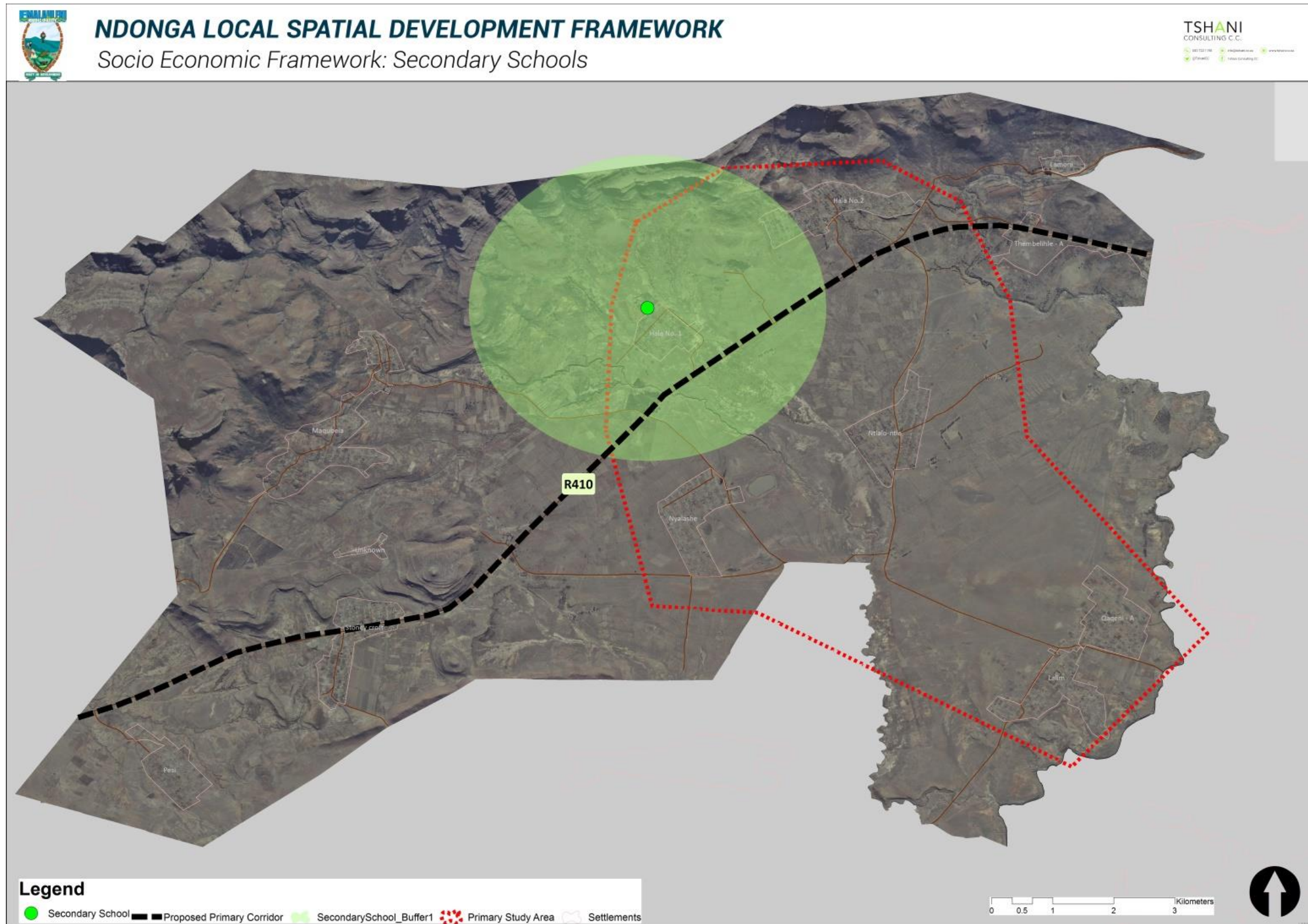
Plan 4 on the next page illustrates the spatial locality of all the schools within ward 3. The condition of all the school buildings



Photo: Secondary School in Ndonga 2

Photo: Greyspan Primary School





## Proposals

- Department of Social Welfare and Department of Education to assist all creches financially, to buy educational equipment.

### HEALTH FACILITIES: HOSPITAL

There is no hospital within Ward 3. The closest hospital is in Cacadu 10km from the study area.

### HEALTH FACILITIES: CLINIC

There are three (3) clinics within Ward 3, situated within Hala No. 2 known as Ndonga No. 2, Stoney Draft and Lamoni settlement.

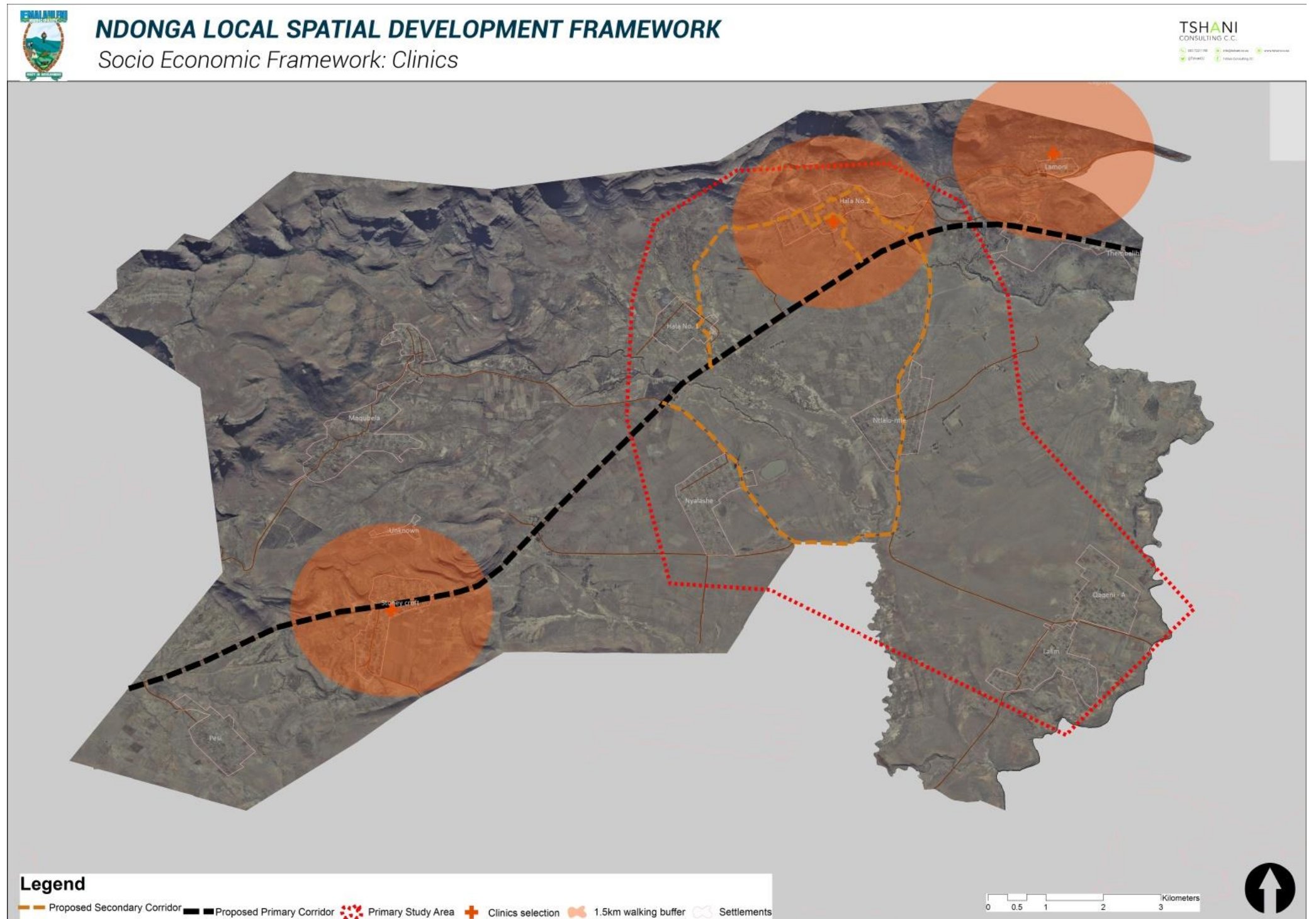
The clinic in Stoney Draft is a Satellite Clinic. The condition of the clinic within Ndonga No. 2 is in a very good condition. the department of Health also have security at this clinic 24h a day. This clinic is also used as day hospital.

### Proposal

**Department of Health:** Make ambulance available at clinics to assist with patients who need urgent medical assistants.



Photo: Ndonga Clinic



### LIBRARY

There is no library within Ward 1, not even any facilities at one of the schools. This is problematic as, knowledge is power, and the children within the area are deprived of the necessity of reading a book.

## POLICE STATION

There is no Police Station within the area the closest Police Station is in Cacadu 10 km away and Indwe 25km away. Stock theft is a problem in the area and the high unemployment levels in the area were also attributed as a contributing factor of most criminal acts performed. The problem of drug and alcohol abuse also causes strain to households within the study area.

## Proposal

South African Police Service to do a feasibility study to establishment a satellite Police station within the study area.

## SPORTS FIELD

There are informal sports fields within each settlement and at selected schools. The condition of these sports fields is poor and in need of maintenance.



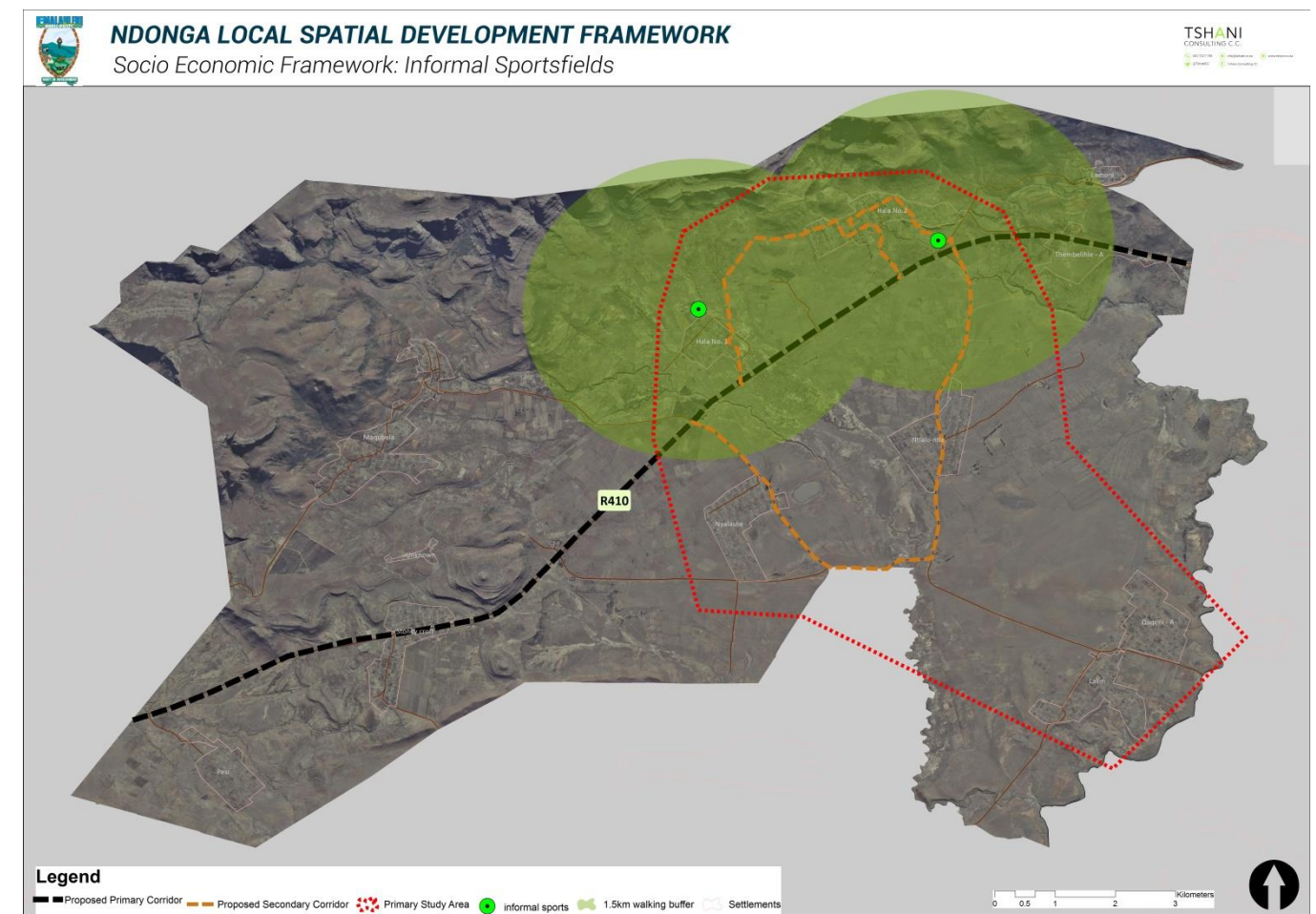
*Photo: Sports field in Ndonga No 2*

All the soccer fields do not have any nets at the goal box and even the rugby fields do not have proper rugby posts.

The above picture illustrates a soccer field without grass, the pictures clearly illustrates that there is a need for maintenance of sports facilities within Ward 3.

## Proposal

Department of Arts and Culture to assist with the upgrade of Sports fields within the ward.



## CEMETERIES

There is at least one cemetery in each settlement and it is not located in close proximity of the houses. The spatial location of these cemeteries is unknown at this stage, however during the Situation Analysis Workshop Tshani Consulting CC will do an exercise where we will ask the community to spatially locate all these cemetery sites.



This exercise will assist the municipality in sourcing and distributing funds for fencing and the cleaning of these cemeteries.

### Proposal

This exercise will assist the municipality in sourcing and distributing funds for fencing and the cleaning of these cemeteries.

## POST OFFICE

There are no Post Offices within Ward 3 and the closest is in Cacadu.

## SOCIAL GRANT POINTS

Social grants and pensions are paid at stores and community halls within the Ward. There are nine (9) pay points within Ward 3.

## CHURCHES

Attending church is one of the ways in which the community of ward 3 devote their time too. There is at least one church within each settlement. The condition of these churches ranges from good to fair.



The Catholic Church situated within Hala No.2 is an historical building in a good condition.



Photo: Church in Hala No 1

This church, built with zink, is situated within Ndonga No.1. Not all the churches within the area have means to build proper structures.

### **COMMUNITY HALLS**

There is one community hall situated within Greyspan Settlement, which is a newly constructed Multi-Purpose Centre.



Photo: Greyspan Settlement.

### **Proposal**

Emalahleni LM plan to establish at least one more Community Hall within the ward.

## HOUSING PROPOSALS

Population growth within Ward 3 will result in increased demands for accommodation. Although land for Housing Projects is not available at this stage, the municipality and Department of Human Settlement have the obligation to assist with Disaster Housing as well as building RDP houses. This LSDF seeks to encourage infill residential development to happen within the Ward.

## LOCAL ECONOMIC DEVELOPMENT

### ECONOMIC ACTIVITIES

There are no big shops within the ward the only shopping facility the community has is spaza shops. There is at least one spaza shop within each village. These shops are owned by locals and foreigners of whom the majority is foreigners.

Big shopping which is normally at the end of the month, on pension or grant pay out dates is done in Cacadu where they are “spoilt for choice”.

The following economic activities exist within the ward:

- Bakkie Taxi operations,
- Spaza shops (mainly owned by foreign nationals).
- Taverns and shebeens.
- Selling of fruits and mixed vegetables (sold outside school’s premises and around the villages).
- Brickmaking
- Sand mining
- Agriculture

### SMME

Social capital is also a vital component of social structure and social organisation in the communities. There are a few community social organisations in which form the fabric of community socio-cultural, economic and religious organisation. These include *stokvels*, *umgalelo* (savings club), sports clubs and church groups. All these community organisations had a large membership footprint in the communities.



*Gabion Stone Project:* this project was formed by a female who reside within Ward 3. The extent of this project is unknown. This project provides gabion stone along the roadways within Ward 3. The picture illustrates to the reader what Gabion Stone are.

*Brick Making:* Small-scale excavation mining is occurring near local rivers with ad hoc mining of sand for building and brick making purposes by individuals and/or operators without permit. The lack of regulation of this activity poses an environmental threat. There is a great need for the Municipality, with the assistance of DEDEAT and DME, to develop a functional by-law to regulate and manage this activity to protect the environment from damage.

There are a few companies that have obtained a mining permit based on an agreement with the affected communities.

## BUILT ENVIRONMENT FRAMEWORK

The Local Spatial Development Framework for Ndonga Development Node elaborates clear and detailed objectives and related planning tools for the management and direction of spatial development and land use management to achieve the proposed development vision set out in this Local Spatial Development Framework.

### Spatial Land Use Structuring Elements:-

This section deals with basic “Spatial Structuring Elements” that guide Spatial Development decision making in Ndonga Development Node. These elements are used to manage and guide development into certain patterns or arrangement which is intended to promote more efficient future development. The specific spatial structuring elements are described below:-

**‘Development Node’** is a term which has been usually ascribed to cities, towns and villages. This tends to work against the need to achieve rural development through integration of urban and rural areas. It is accordingly proposed the term node is to be less prominent and less significant in future SDFs with the emphasis rather being placed on identifying ‘human settlements’ where integrated programmes can be shared. Such settlements can be both urban and rural in nature and could serve to bridge the diversity between these communities;

**The ‘settlement edge’** can also be used to manage the investment and characteristics of infrastructure levels according to the needs of communities and economic activities located within settlement edges or outside settlement edges; the settlement edge can be used to encourage more efficient use of underutilised land existing in a settlement or town, through development of vacant land or the re-use of ‘brownfield’ degraded land areas;

**An ‘activity corridor’** is normally used to symbolise the area where important economic activities are to be encouraged along a particular transport route. There is often difficulty in stakeholder perceptions regarding the term ‘corridor’ and the purpose of such a planning tool. It is proposed that use of the term ‘transport route’ be adopted in future because

it places emphasis on the transportation activity, which is critical for economic clusters to grow in both urban and rural environments;

**A ‘focus area’** is proposed where a strategic or special programme and infrastructure investments are required because of inherent potential in that area (examples could be an important intersection within a village, an agro-processing zone or an industrial development zone);

**A ‘transition area’** is to be used in areas where it is felt necessary to manage the change from intensely developed built up areas to less densely developed and more rural areas;

**‘Natural resource area’** are used to identify resources areas so as to enable effective management of environmentally sensitive areas, economic potential, high potential agricultural zones and forestry areas; and finally

**An ‘environmental area no development zone’** targets the non-negotiable preserved areas where development of any kind would not be considered under any circumstances.

In response to the Conceptual Framework, the Local Spatial Development Framework for the Ndonga Development Node elaborates clear and detailed objectives and elated planning tools for the management and direction of spatial development and land use management to achieve the proposed development vision set out in the Local Spatial Development Framework.

### Proposed Spatial Structuring Elements

In order to plan efficiently, there needs to be a focus on investing resource in areas of opportunity. In order to create maximum impact, there needs to be certain structuring elements to give guidance. For the Ndonga Development Node LSDF, there are four (4) basic Spatial Structuring Elements that can guide spatial development decision-making in the town. These elements include:

- Development Nodes;
- Development Corridors;
- Settlement Edges; and
- Mixed Use

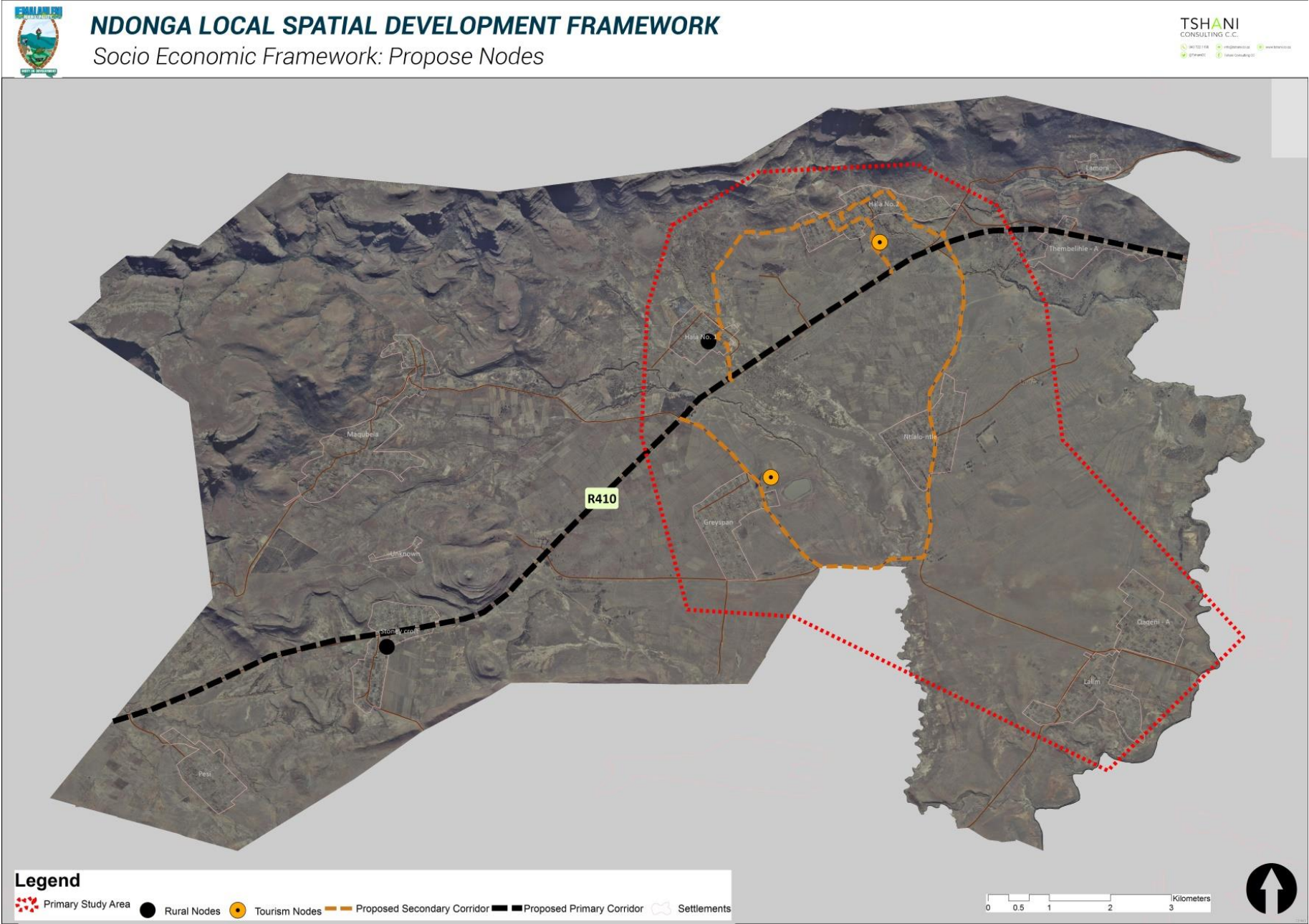
### DEVELOPMENT NODE

Nodes are generally described as areas of mixed land use development, usually having a high intensity of activities involving retail, traffic, office, industry and residential land uses. These are the places where most interaction takes place between people and organizations, enabling most efficient transactions and exchange of goods and services. Nodes are usually located at nodal interchanges to provide maximum access and usually act as catalysts for new growth and development. The analysis of trends and development opportunities establishes a clear spatial pattern for the Ndonga study area.

The proposed nodes are captured in the table below and illustrated on the plan below to show the spatial locations of the nodes.

Type		Function
Rural Nodes	Stoney Croft Hala No. 1	A proposed Rural Service Node according to the CSIR threshold should allow a travel distance of

		<p>5km/1-hour travel by foot to access its public facilities.</p> <p>Areas where medium order community facilities can be bundled in order to ensure that a greater number of rural residents are served in a more efficient and effective way.</p> <p>Ideally, these and future rural service centres are located in close proximity to public transport routes to ensure maximum accessibility to facilities</p> <p>Local planning to maximize use of resources</p> <p>Local land use schemes to be negotiated</p>
Tourism Node	Hala No. 1 Nyalashe	<p>Proposed Tourism Hub</p> <p>Local Land use Scheme to be negotiated.</p>

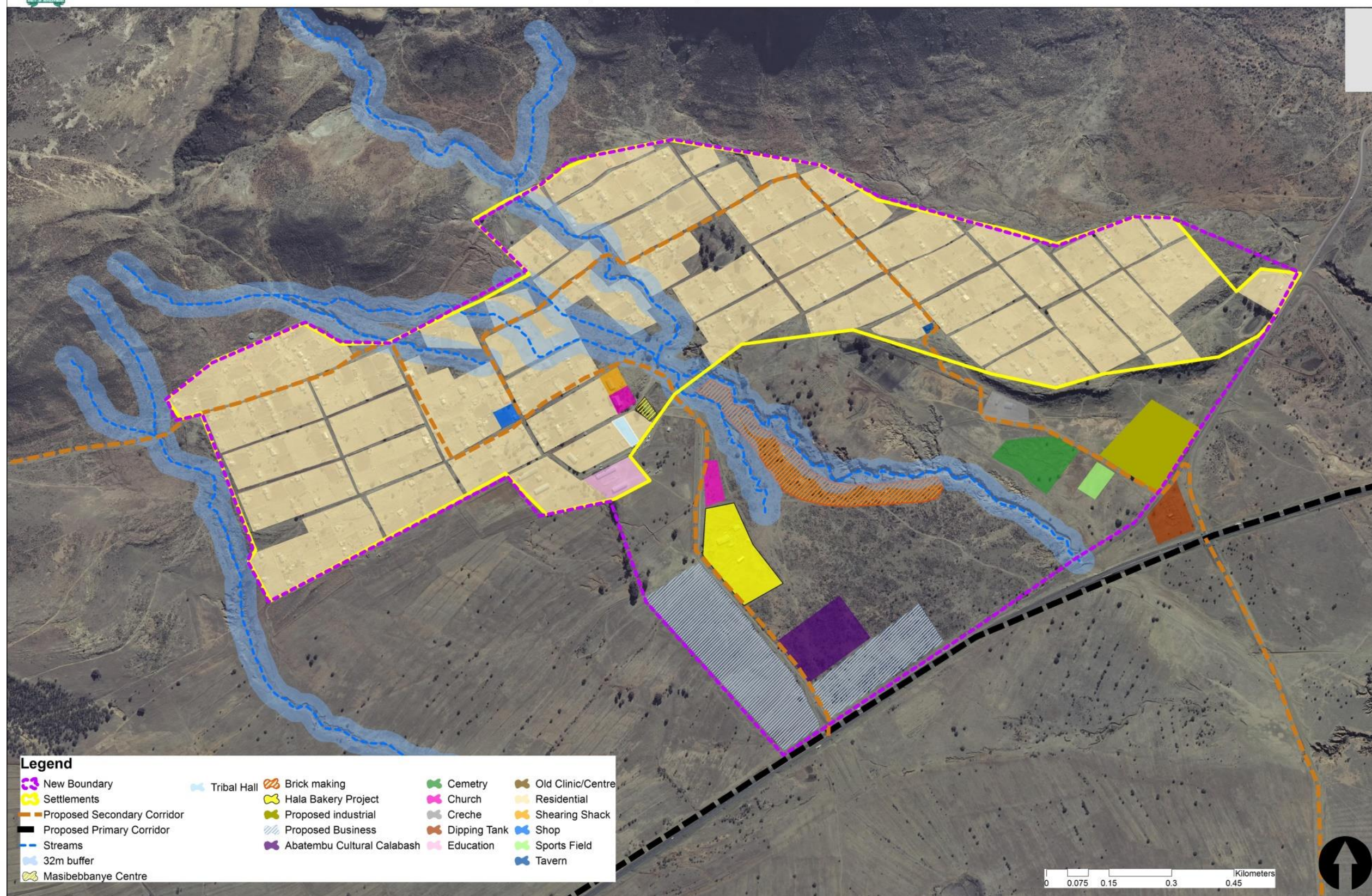




# NDONGA LOCAL SPATIAL DEVELOPMENT FRAMEWORK

Built Environment Framework: Tourism Node (Hala No 2)

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Plan No. 5: PROPOSED NODES

Proposed Development Corridors

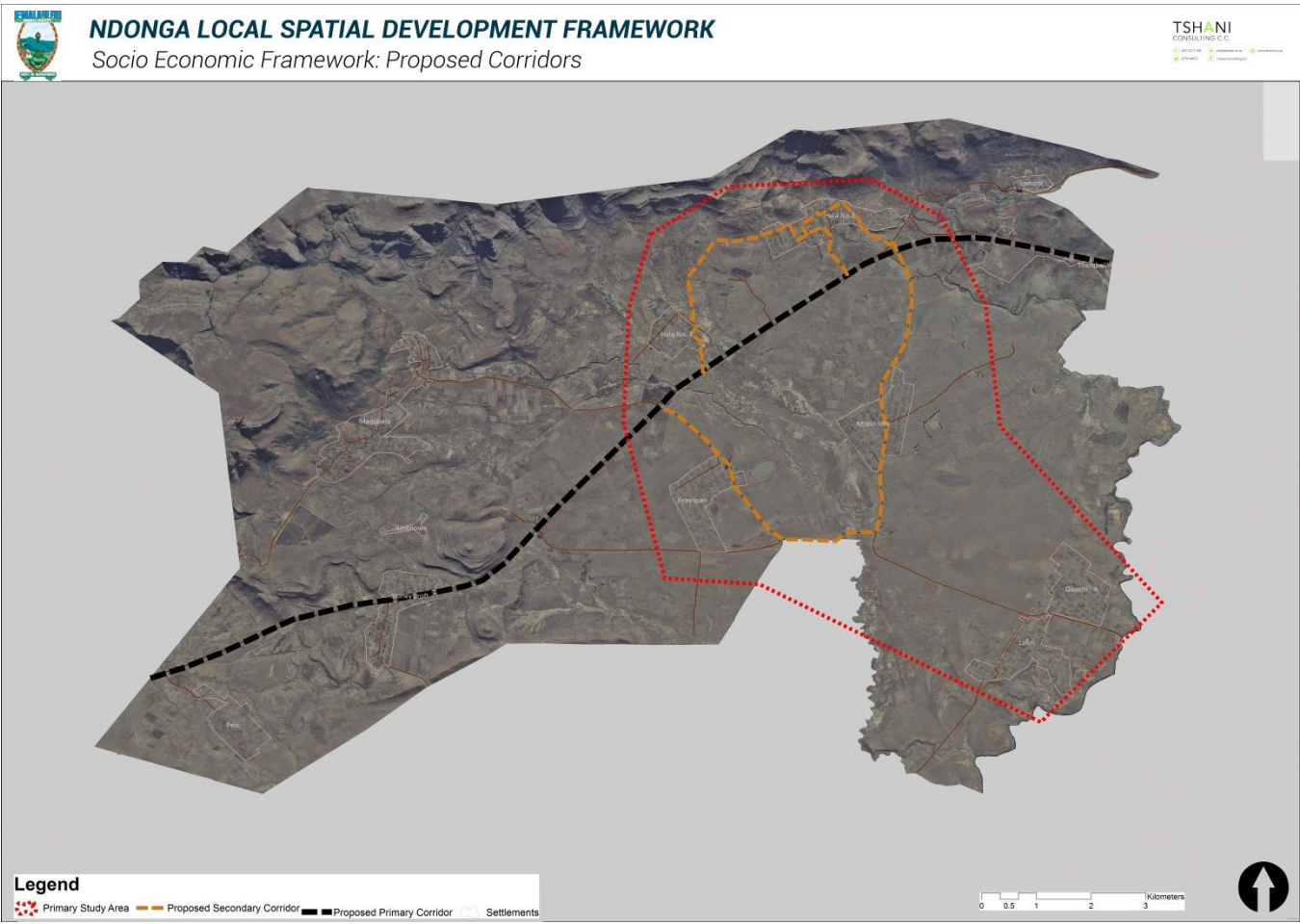
The notion of development corridors, both as structuring elements to guide spatial planning, as well as special development areas with specific types of development potential, has been well established internationally.

Typically, development corridors have been identified as roads or other transport routes along which existing and/or potential land developments at a higher than average intensity (can) occur.

The term “Transport corridors” be adopted in future because it places emphasis on the transportation activity, which is critical for economic clusters to grow in both urban and rural environments

Within the Ndonga Development Node, there is one “Proposed Primary Corridor”, namely, the DR 8581 which runs through the study area.

Development Corridors		
TYPE	MAP CODES	LOCATION
Primary Corridor	Brown	Existing Transport Route the DR 8581
Secondary Corridor	Orange	Main access routes within the study area.



Plan No. 6: PROPOSED CORRIDOR

## Settlement edges

A ‘settlement edge’, as illustrated on the diagram below, is the dividing line or boundary between areas of urban development (a settlement) and non-urban or rural development. It also defines the logical boundary between areas with unique features and purposes, such as the boundary between areas considered environmentally sensitive and those suitable for development.

Settlement edges are used to manage investment and characteristics of infrastructure levels according to the needs of communities and economic activities located within settlement edges or outside settlement edges; and are used to encourage more efficient use of underutilized land existing in a settlement or town, through development of vacant land or the re-use of “brownfield” degraded land areas.

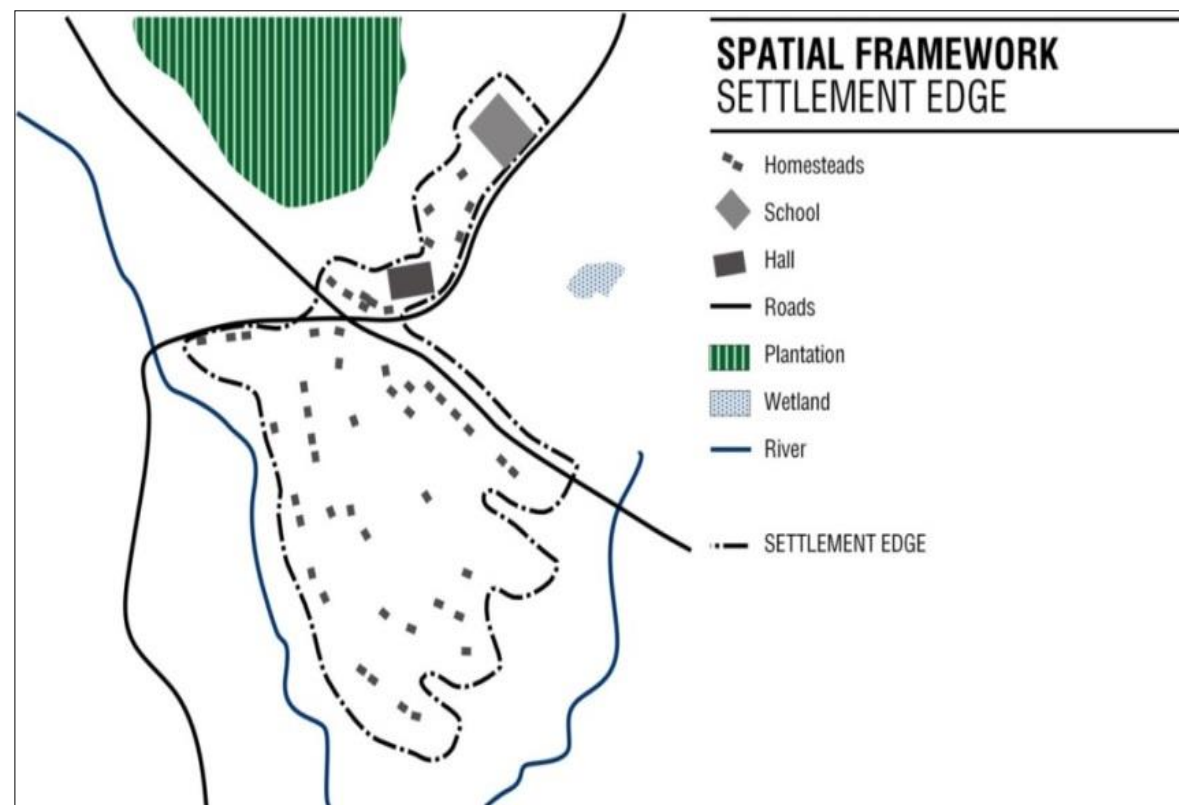


FIGURE NO. 11: SETTLEMENT EDGE DIAGRAM











## PROPOSALS

It is proposed that the municipality prepare a Rural Settlement Development Plan for the municipal area.

### MIXED USE

Depending on the land-use mix and the location of development, it may not always be desirable to have a mix of uses on one land parcel. The issue of mixed-use needs to be viewed at two scales:

**Macro-scale** (i.e. within a local authority) - residential developments closer to work opportunities and business activities closer to residential areas should be encouraged, thereby achieving a better land-use mix over time.

**Micro-scale** (i.e. on a single parcel of land) – strategies can be adopted to create a mix of land-use to create diverse, interesting and opportunity rich environments. Each case should be viewed on its merits; bearing in mind that overall a greater mix of activities is desirable.

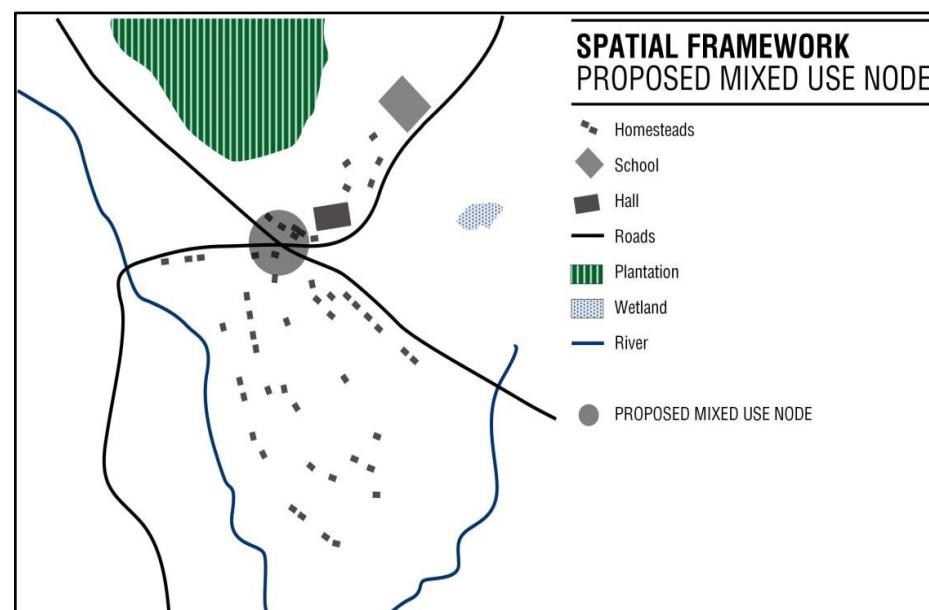


FIGURE NO. 12: DIAGRAM OF PROPOSED MIXED-USE NODE

The ideal of having mixed-use development is not a blanket philosophy. There may well be areas in which it remains desirable to limit business activities.

### INFRASTRUCTURE PROPOSALS

The areas of greatest need are defined as those areas with the lowest income per capita income levels and worst-off settlement areas. These areas require priority basic needs intervention and strategic proposals to improve the level of well-being of communities in these areas. These proposals need to include poverty alleviation programs and basic infrastructure investment.

#### Water

Water supply to the area sometimes becomes a challenge where the existing water supply to the area is infrequent and cannot supply the needs of all users.

Upgrading the infrastructure should be priority with the Engineering Department of Emalahleni LM and sufficient budget should be sourced to improve the lives of the people within ward 3.

It is recommended that boreholes be used in areas of greatest need.

It is also recommended that use be made of rainwater harvesting techniques in order to supplement the water supply. An order of magnitude cost to supply and fit a 5000l tank and install guttering on a house is approximately R6000 per house.

#### Sanitation

Although the community within ward 3 pleads for better access to sanitation for all households it remains a challenge that can be rectified over years to come.

Ventilated Improved Pit Latrines VIPs is the preferred option for this area because of its topography and location.

Proposed Sanitation upgrade preferably VIPs at a cost of R9 000 per household in the following settlements Ngadlume; Thaleni; Helushe;

Luxeni; Gxojeni; Plaatkop; Mkhapusi/Stocks/Dyobhudaka; Trust/Waterfall village; Tshamazimba

#### Stormwater

Stormwater drainage is to be surface and would run along the route of the road network. Harvesting stormwater is a potential 'green' technology that could be implemented. (the costs thereof have been included in the roads).

#### Roads

##### Primary Corridor (Main Road) and other

The cost of surfacing the main road as a first priority for this area is approximately R40million.

The second priority will be the Secondary Corridors and a third priority will be to upgrade all the access roads within the ward.

#### Bridges

There are low level bridges throughout the study area that would also require upgrading; an order of magnitude cost is approximately R20mil for one bridge.

#### Electricity

The residents within Ward 3 requested for improved electricity supply to all residential settlements.

Alternate energy services may also need to be considered during the electricity supply application process in an effort to reduce the impact on the electricity grid.

Proposed Green energy initiatives will include solar for hot water heating, Low energy lighting, photovoltaic panels (PV) for scaled levels of electricity supply.

#### Green Infrastructure Technology

Green Infrastructure is an economical strong approach to use nature and climate change to benefit people. The main components of this approach include stormwater management, climate adaptation, less heat stress, more

biodiversity, food production, better air quality, sustainable energy production, clean water and healthy soils, as well as the more anthropocentric functions such as increased quality of life through recreation and providing shade and shelter in and around towns and cities. Green infrastructure also serves to provide an ecological framework for social, economic and environmental health of the surroundings.

**Rainwater harvesting** – installing gutters and plastic tanks to catch rainwater from roof tops that could be used for potable water.

**Stormwater harvesting** – stormwater could be diverted to a collection point which could be used to water gardens and farmlands. In addition, planting trees in the steep areas would intercept rainfall and thus reduce soil erosion.

Solid waste recycling – certain items of solid waste can be collected to recycling and could potentially be sold thereby creating employment for residents.

**Greywater reuse** - Greywater is gently used water from bathroom sinks, showers, tubs, and washing machines. It is not water that has come into contact with faces. Greywater could be collected to water gardens and farms.



**Solar panels** could be used for electricity as they are less intrusive on the residents & can be locally installed at each house where the resident can take ownership.

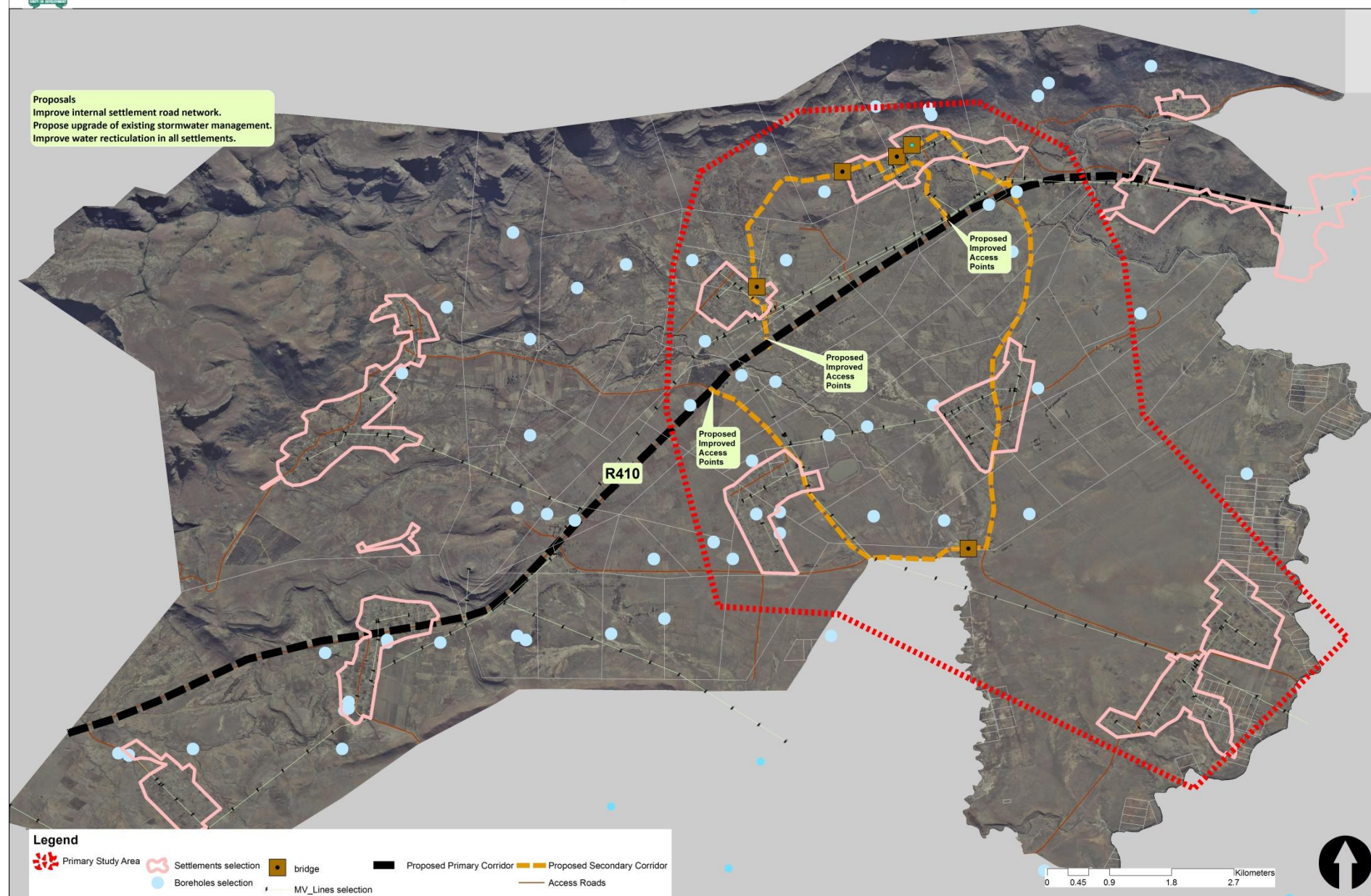


# NDONGA LOCAL SPATIAL DEVELOPMENT FRAMEWORK

Built Environment Framework: Infrastructure Proposals

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Proposals  
Improve internal settlement road network.  
Propose upgrade of existing stormwater management.  
Improve water reticulation in all settlements.



**Legend**

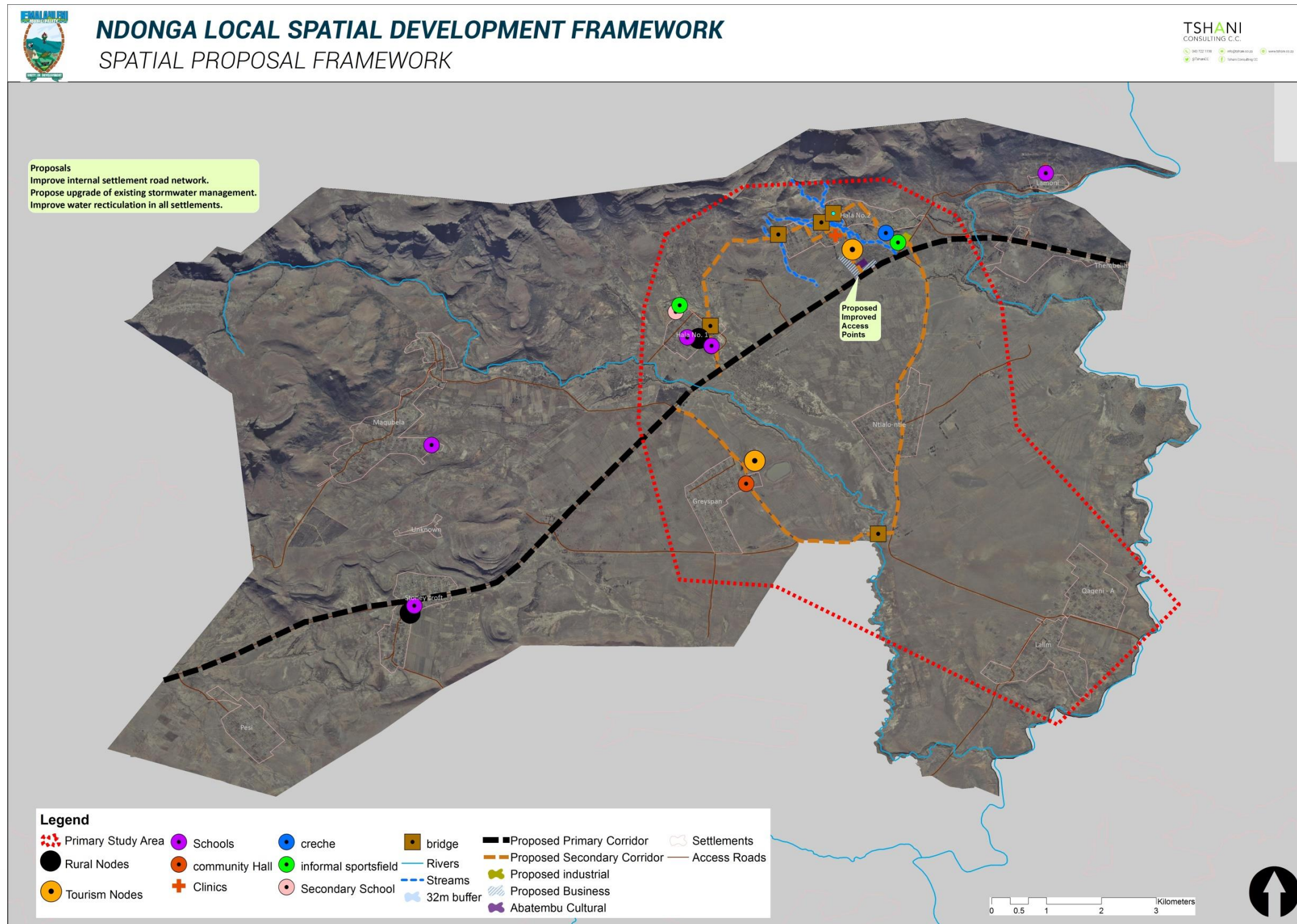
Primary Study Area	Settlements selection	bridge	Proposed Primary Corridor	Proposed Secondary Corridor
Boreholes selection	MV_Lines selection	Access Roads		

Plan No. 7: INFRASTRUCTURE PROPOSAL



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## 7. OVERALL SPATIAL DEVELOPMENT FRAMEWORK



This plan illustrates the overall spatial development framework for Local Spatial Development Framework.

## 8. PROJECT IMPLEMENTATION

The following sections highlight the project proposals which should be implementation which will enhance the settlement after implementation thereof.

NO.	NAME	PROJECT DESCRIPTION	STUDY AREA	RESPONSIBILITY	BUDGET ESTIMATE	PHASING
01	Settlement Entrance	Project to formalise the entrance into the settlement	Entrance	<ul style="list-style-type: none"> <li>LED</li> <li>Planning</li> </ul>	R 600 000	Medium
02	Rain Water Harvesting	Project to install rainwater harvesting measures within the settlements	Ndonga	<ul style="list-style-type: none"> <li>Infrastructure &amp; Planning</li> <li>Environment Management</li> </ul>	R 5 000 000	High
03	Solar Panels	Project to install renewable energy measures within the settlements	Ndonga	<ul style="list-style-type: none"> <li>Infrastructure &amp; Planning</li> <li>LED &amp; Environment Management</li> </ul>	R 10000 000	High
04	Renewable Energy Feasibility Study for Ndonga Settlement	Feasibility study to determine best methods of renewable energy.	Ndonga	<ul style="list-style-type: none"> <li>Infrastructure &amp; Planning</li> <li>LED &amp; Environment Management</li> </ul>	R 350 000	Medium
06	Revenue Enhancement Strategy	A project to enhance the revenue generation within the municipality	Ndonga	<ul style="list-style-type: none"> <li>Finance Office</li> </ul>	R 250 000	High
07	Development Levy	Establish a policy to implement a development levy to be paid by private developers	Ndonga	<ul style="list-style-type: none"> <li>Finance Office</li> </ul>	R 200 000	High
08	Township Formalisation	Formalisation of the Ndonga Settlements with Formal Layouts and integration into the zoning scheme.	Ndonga	<ul style="list-style-type: none"> <li>Planning and Development</li> </ul>	R750 000.00	High
09	Develop Linkages with surrounding settlements	Enhance the linkages with surrounding settlements	Ndonga	<ul style="list-style-type: none"> <li>Planning and Development</li> </ul>	R 350 000.00	Medium
10	Tourism By-Laws		ELM	<ul style="list-style-type: none"> <li>LED and Tourism</li> </ul>	R 500 000.00	Medium
11	Road Infrastructure Upgrading	Formalisation of Main Roads within the settlement	Ndonga	<ul style="list-style-type: none"> <li>Roads and Infrastructure</li> </ul>	R 10 000 000.00	High
12	Development of a Taxi Rank		Ndonga	<ul style="list-style-type: none"> <li>Roads and Infrastructure</li> </ul>	R 5 000 000.00	Medium
13	Maintenance of Internal Roads		Ndonga	<ul style="list-style-type: none"> <li>Roads and Infrastructure</li> </ul>	R 15 000 000.00	Medium

14	Road and Information Signage		Ndonga	• Roads and Infrastructure	R 800 000.00	Low
15	Installation of bins and recycling posts		Ndonga	• Municipal Services	R 400 000.00	Medium
16	Development of Public Open Space		Ndonga	• Planning	R 350 000.00	High
17	Development of Children's Playground		Ndonga	• Planning	R 150 000.00	High
18	Development of Sports field		Ndonga	• Sports and Recreation	R 350 000.00	High
19	Market squares and Agriculture Market		Ndonga	• LED	R 350 000.00	Medium
20	Agriculture Feasibility Study and Strategy		ELM	• Agriculture	R 500 000.00	Medium
<b>ECONOMIC STIMULATION</b>						
01	Develop a Database of Informal Traders within the town with focus on local and foreign owned business		Ndonga	• LED & Environment Management	R 150 000	High
02	Establish a data base of all SMME and Co-operatives		Ndonga	• LED & Environment Management	R 250 000	High
05	Conduct community outreach programmes on tourism, arts & crafts.		Ndonga	• LED & Environment Management • Social & Community Development	R 300 000	Medium
07	Industrial Feasibility and Management Plan		ELM	• Infrastructure and planning	R 400 000	Medium
08	Business Incubator Hub		Ndonga & surrounds	• LED & Environment Management	R 2 500 000	Medium

10	Skills audit		ELM	• LED & Environment Management	R 350 000	High
11	Marketing and Promotion Strategy		ELM	• Marketing and Communications	R 500 000	High
12	Women and Youth Programmes		ELM	• Social Development	R 750 000.00	High
13	Training and Skills Development		ELM	• Social Development	R 500 000.00	High

## 9. CONCLUSION

Ndonga is a unique are which is home to many people and villages. However, the area lacks in terms of providing for its people efficiently and effectively.

However, through this Local Spatial Development Framework prepared and the detailed project proposals identified, the Ndonga settlement will be able to provide for the needs to the people.

Through the proposals shown and discussed in this report, the Ndonga settlement is able to be viewed as settlement which is strongly knitted and is well integrated. It would be a settlement that residents would be proud of and the Municipality can grow into an area for future living and development.