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1 INTRODUCTION

1.1 PURPOSE OF THE MPUMALANGA PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK

The Spatial Planning and Land Use Management Act (SPLUMA), 2013, Act No 16 of 2013 is a national law that was passed by Parliament in August, 2013. It seeks to address past spatial and regulatory imbalances within the Country which was based on racial inequality, segregation and unsustainable settlement patterns. The Act establishes a spatial planning system as a framework towards transformation and integration.

The Terms of Reference (ToR) identifies the role of clear developmental, regulatory land and development management to give effect to the principles contained in SPLUMA.

The Provincial Spatial Development Framework (PSDF) shall serve the purpose of: spatial justice, spatial sustainability, efficiency, spatial resilience and good administration; integrating necessary functionalities and linkages within the spheres of government, delivering a multitude of services linked to an integrated development approach in the province. The PSDF should include the new planning paradigm implementation and must integrate and sufficiently provide an economically and socially balanced development between rural and urban areas in the province. The PSDF should also aim to reduce the spatial fragmentation which poses major developmental challenges in spite of the existence of several initiatives and programmes.

The objectives of the PSDF are to cover the following aspects at provincial level: integration of development policies, strategies and objectives at various levels; prioritized land use development patterns; translate developmental needs; unpack spatial directives and objectives for implementation; provide investment guidance and the mechanisms for implementation; provide guidance on sectorial development needs, investments, integration and programme implementation.

SPLUMA further acknowledges the legal effect of the PSDF whereby it comes into operation by the approval by the Executive Council and the publication in the Provincial Gazette. The result is that all provincial development plans, projects and programmes must be consistent with the PSDF (Section 17 of the Act).

1.2 INTRODUCTION TO MPUMALANGA PROVINCE

Mpumalanga means “place where the sun rises”. It is the second-smallest province in South Africa and located in
the north-eastern part of the country, bordering Swaziland and Mozambique.

Mpumalanga covers an area of 76 495km² and has a population of 4 335 964, making it one of the most populous provinces in the country.

The province is rich in coal reserves and home to South Africa’s major coal-fired power stations (eMalahleni is the biggest coal producer in Africa).

Mpumalanga is known for its mining, manufacturing, and forestry and service sectors. The tourism and agro-processing sectors have shown major growth potential over the years. Agriculture in Mpumalanga is characterised by a combination of commercial and subsistence farming practices.

It is situated on the high plateau grasslands of the Middleveld and characterised by large areas of mountain peaks and ridges in the lowveld which contributes to the scenic beauty and tourism destinations in the province.

Administratively Mpumalanga is divided into three district municipalities (See Map 1), which are further subdivided into 17 local municipalities. The City of Mbombela is the capital of the province and the administrative and business centre of the lowveld. Other major cities and towns in Mpumalanga include eMalahleni (previously Witbank), Middelburg, Standerton, eMkhondo (previously Piet Retief), Malalane, Ermelo, Barberton and Sabie.

The Maputo Corridor, which links Mpumalanga with Gauteng and Maputo in Mozambique, harbours extensive potential in terms of economic development and growth for the region. The N17 also is an important transport corridor linking Gauteng with Kwa Zulu Natal through the southern part of Mpumalanga.
Map 1: Mpumalanga Province

Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months
1.3 RELEVANCE OF POLICIES AND DIRECTIVES

The importance of various policies and directives are different for various spheres of government which can be categorized in global, national, provincial and local scale. The policies and directives are important at international level because of the following factors:

- Global warming and climate change is one of the 21st century challenges which will have global impact on all countries.
- Global Economic Impact through trade and migration
- Large scale migration seeking better living environment and access to opportunities.
- To deal with the impact of technological revolution and globalisation on economies and settlement patterns.

The dichotomy of planning systems existed during the apartheid era which resulted in segregated spaces and different laws applied in different areas across South Africa. After the democracy it was required to unify the objectives and goals of the democratic society through a national act for a uniform planning system. The policy and directives at national, provincial and local level are important because:

- Planning policies and directives will help to harmonise and integrate activities and issues of society.
- Policy and directives help in uniformity of growth and development across various spheres of government.
- Policies reinforce government commitment and influence cultural attitudes and ideologies for the society. They serve as capturing and promoting the goals, visions and principles which underpin the planning system.
- It serves as a legal framework including goals, principles, guidelines and statements to guide the development of a nation, province, region and cities.
- Planning Frameworks are instruments which contain a general spatial pattern and they outline the general framework for the designated area and usually rely on regulatory instruments to be implemented.
- The spatial planning law consists of provision for what and how instruments need to be developed and implemented.
- Policies and directives prescribe how the planning system should operate and guide the criteria for the preparation of land use schemes and zoning.
• The policies and directives designate roles and responsibilities along with decision making tools for various spheres of government. It provides direction and a way of thinking for authorities while performing administrative duties.

• Policy instruments can also be required to give effect to various spatial plans developed at different levels.

• It promotes sustainable development and address social, economic and environmental issues.

• The policy and directives deal with core challenges of spatial transformation and the revitalisation of economy to enable more equitable socio-economic development.

• It helps to transform the inequitable urban and rural human settlement formations into more functional, sustainable and productive use patterns.

1.4 PSDF INTEGRATION OF POLICIES AND DIRECTIVES

The PSDF must be integrated with existing national, provincial and municipal plans, processes and priorities, in terms of both the content of various plans and various structures involved, in the management and alignment of planning processes;

The plan must guide the enhancement of social and economic infrastructure development, skills development / capacity building, and address basic infrastructure needs, such as: housing, water, sanitation and electricity at a broad level.

There is a critical need for alignment between sector departments, parastatals and the municipal development agenda in ensuring integrated and sustainable development.
Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months

Figure 1: Hierarchy of Policies

- **National Plans and Policies**: Must integrate and incorporate directives/vision of the national plans and policies. Must be consistent with the NDP, NSDF and other national plans. Must integrate with global plan and policies for sustainable development affecting the Mpumalanga Province.

- **Provincial Plans and Policies**: Must be consistent with the PGDP, and other provincial and departmental plans and policies. Must provide directions for future spatial development.

- **Local Plans and Policies**: Must integrate and incorporate exiting municipal SDFs, local plans and policies. Must provide directions for future spatial development.

- **Global Plan and Policies**: The future vision and goals are derived based on the Global, National and Provincial policies.
2 THE LEGISLATIVE CONTEXT IN SOUTH AFRICA

2.1 SOUTH AFRICAN CONSTITUTION

The Constitution of South Africa, contained in Act 108 of 1996, is the supreme law of South Africa. Amongst other things, it prescribes different functions to different tiers of government to ensure the equitable and functional distribution of roles, responsibilities and duties. In accordance it has assigned specific functions to national and provincial government.

Contained in Schedule 4 is the concurrent national and provincial legislative competence. Herein, both national and provincial government have responsibility to undertake regional planning and development. Under Schedule 5, the Act defines exclusive provincial legislative competence, which expressly includes provincial planning.

Since there might be some overlap as to the responsibilities, the Constitutional Court has indicated that ‘urban and rural development’ is a matter that falls under the concurrent powers of national and provincial government. A reason for treating land development as a national competence and as part of ‘urban and rural development’ could be to maintain essential national standards in terms of section 44(2)(c) of the Constitution, or that uniformity across the nation is required in terms of section 146(2) of the Constitution. It could also include the establishment of financing schemes for development, the creation of bodies to undertake housing schemes or to build urban infrastructure, and the setting of development standards to be applied by municipalities.

Chapter 3 of the Constitution is dedicated towards ‘Co-operative Government’, which concerns the involvement, participation and sharing of information across the different tiers of government. It recognises that all levels of government are important and play a critical role in taking the country forward. Therefore, there should be a free-flow of information between all spheres of the government.

In summary, it is a requirement of the South African Constitution that the Mpumalanga Provincial government undertake provincial planning for its province, and to achieve co-operative governance, this plan should guide planning between different departments at provincial level.

Similarly, it should inform plans at municipal level, while in turn the plan itself must also be informed by the plans from the other tiers of government (e.g. Integrated Development Plans, Spatial Development Frameworks etc.).
2.2 SPATIAL PLANNING AND LAND USE MANAGEMENT ACT (SPLUMA)

The Spatial Planning and Land Use Management Act, Act 16 of 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 in spatial planning across the country.

The 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.

This piece of national legislation is an important component for the future of spatial planning in South Africa. It places spatial planning and land use management in its rightful place, and it will necessitate this, not only at a local municipal level, but equally at district, provincial and national level.

It should follow that SA will have a full set of spatial development plans covering the entire country with all plans adhering to a proper national standard. As for provincial planning the Act stipulates that the process should consist of:

- The compilation, approval and review of a provincial spatial development framework;

- Monitoring compliance by municipalities with this Act and with provincial legislation in relation to the preparation, approval, review and implementation of municipal spatial development frameworks and a land use management system;

- The planning by a province for the efficient and sustainable execution of its legislative and executive powers insofar as they relate to the development of land and the change of land use; and

- The making and reviewing of policies and laws necessary to implement provincial planning.

The Act further provides a host of development principles, which should apply to spatial planning, land development and land use management for the Limpopo SDF. These are:

- The principle of spatial justice:
  - Deal with spatial imbalances and include areas that were previously excluded.
  - Redress access to land for the previously disadvantaged
  - Plan for incremental upgrading and secure tenure

- The principle of spatial sustainability, whereby spatial planning and land use management systems must:
• The principle of **efficiency**:
  o Optimise efficient use of resources and infrastructure
  o Minimise negative financial, social, economic or environmental impacts
  o Efficient and streamlined application procedures

• 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.

• The principle of **good administration**:
  o Integrated approach to land use and land development
  o Free-flow of information plans and policies between and within tiers of government
  o Empowering citizens

The Act clearly states that a provincial spatial development framework should be in line with the policies of national government and should be aligned with the plans, policies and development strategies of adjoining provinces.
Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months
3 INTERNATIONAL POLICIES AND DIRECTIVES

South Africa is a signatory to a number of international treaties, agreements, and programmes. Some of the policies and directives, emanating from the country’s treaties and programmes, impact the development of the Provincial Spatial Development Framework. The ensuing section analyses some of the relevant international policies and directives.

3.1 UNITED NATIONS’ SUSTAINABLE DEVELOPMENT GOALS

From a spatial planning context, the most relevant goal is goal number 11: Sustainable Cities and Communities - Make cities and human settlements inclusive, safe, resilient and sustainable. This goal puts forward a number of targets for 2030. The key and relevant targets1 for the current study are:

- Ensure access for all with regards to adequate, safe and affordable housing, basic services and upgrading of slums.
- Provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety - notably by expanding public transport, with special attention to the needs of those in vulnerable situations.
- Enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries.
- Strengthen efforts to protect and safeguard the world’s cultural and natural heritage.
- Reduce the adverse per capita environmental impact of cities, by paying special attention to air quality, municipal and other waste management challenges.
- Provide universal access to safe, inclusive and accessible green and public spaces - in particular for women and children, older persons and persons with disabilities.
- Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning.
- Substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to

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climate change, resilience to disasters, and develop and implement holistic disaster risk management at all levels.

3.2 UN-HABITAT INTERNATIONAL GUIDELINES ON URBAN AND TERRITORIAL PLANNING

The United Nations Human Settlements Programme (UN-Habitat) recognizes that urban and territorial planning has the ability to restructure the forms and functions of cities and regions, assist in creating economic growth, prosperity, and employment, while addressing the needs of the most vulnerable, marginalized or underserved groups. The UN-Habitat views urban and territorial planning as a decision-making process aimed at realizing economic, social, cultural and environmental goals through the development of spatial visions, strategies and plans and the application of a set of policy principles, tools, institutional and participatory mechanisms and regulatory procedures. Having realized the functions and potential and urban and territorial planning, UN-Habitat, in 2015, published International Guidelines on Urban and Territorial Planning. The guidelines put forward the following four basic planning principles that should be inherent to any spatial planning exercise:

- advocate physical compactness;
- promote social inclusiveness;
- enable integrated and connected cities and territories; and
- facilitate resilience to climate change.

3.3 MAN AND THE BIOSPHERE PROGRAMME (UNESCO)

UNESCO’s Man and the Biosphere Programme (MaB), is an intergovernmental scientific programme aiming at establishing a scientific basis for the improvement of relationships between people and their environments. The programme identified three strategic objectives for 2015-25; Conserve biodiversity, restore and enhance ecosystem services, and foster the sustainable use of natural resources.

- Contribute to building sustainable, healthy and equitable societies, economies and thriving human settlements in harmony with the biosphere.
- Facilitate biodiversity and sustainability science, education for sustainable development (ESD) and capacity building.
- Support mitigation and adaptation to climate change and other aspects of global environmental change.

At present, there are six recognised bio-sphere reserves in South Africa of which one is the Kruger to Canyons situated partly in Mpumalanga province. It encompasses the Kruger National Park, Blyde River Canyon Nature Reserve as well as other surrounding National and Provincial Nature Reserves.

3.4 SADC TRANSFRONTIER CONSERVATION AREAS

Southern African Development Community’s (SADC) and Transfrontier Conservation Areas (TFCAs) are very much similar to MAB’s biosphere reserves in many respects. With the aim of managing shared natural and cultural resources collaboratively and beyond international boundaries for improved biodiversity conservation and socio-economic development, TFCAs have been established. The critical strategic objectives behind establishing the TFCAs are:

- Promote conservation and sustainable use of biological and cultural resources beyond international boundaries.
- Promote synergy in regional initiatives for economic, social and conservation benefits.
- Facilitate and promote regional peace, cooperation and socio-economic development.
- Involve local communities in the programme to bestow the TFCAs with the legitimacy they deserve. At the same time, provide jobs and income opportunities for local people living within and around the TFCAs.
- Enable tourists to drive across international boundaries into adjoining conservation areas of participating countries with minimal hurdles or bother.

With the above-stated aims and objectives a total of 14 TFCAs have been identified and demarcated, out of which the following two fall partially in Mpumalanga.

- **Great Limpopo Transfrontier Park**- A vast conservation area, encompassing 37,500 sq.km in size, ranges the borders of South Africa, Mozambique, and Zimbabwe. This conservation area joins some of the most established wildlife areas, ecological corridors, communal natural resource management areas, private game reserves, and hunting concession areas.

- **Lubombo Transfrontier Conservation and Area**- It straddles an area of 10,029 sq.km and borders Swaziland, Mozambique, and South Africa. The Lubombo is a unique and complex TFCA by many aspects- it consists five mini TFCAs and includes a range of habitats ranging from game reserves to ramsar sites to even marine and coastal conservation areas.

• It is pertinent to mention that Mpumalanga partly falls within Maputaland-Pondoland-Albany biodiversity region. The region is a refuge for the critically endangered black rhino. In addition, the province includes several globally recognized centres of endemism such as Wolkeberg, Sekhukhuneland, Barberton, and Maputaland-Pondoland.

3.5 NEPAD SPATIAL DEVELOPMENT PROGRAMMES

3.5.1 MAPUTO DEVELOPMENT CORRIDOR

The Maputo Development Corridor (MDC) as part of the Coast 2 Coast Corridor (Walvis Bay to Maputo) is supported by a transportation corridor connecting Gauteng to the port of Maputo on the east coast. The MDC was launched as a Spatial Development Initiative (SDI) in 1996. The MDC is based on the objectives4 to:

• Rehabilitate the primary infrastructure network - road, rail, port and dredging, and border posts.
• Maximise investment in both the inherent potential of the corridor area and in the added opportunities.

• Boost social development, employment opportunities of historically disadvantaged communities.

The MDC also aims to enhance competitiveness through the promotion of investment zones to accelerate and coordinate investment and social development.

3.5.2 PHALABORWA SPATIAL DEVELOPMENT INITIATIVE

The Phalaborwa Spatial initiative establishes a sub-corridor between Ba-Phalaborwa and Nelspruit and is supported by the R40 (linking Ba-Phalaborwa with the MDC) and Phalaborwa rail link. The SDI traverses the municipalities of Ba-Phalaborwa, Maruleng, Bushbuck Ridge and City of Mbombela and focuses on the stimulation of new eco-tourism through the Kruger 2 Canyon Biosphere.

3.6 TRANS-NATIONAL SPATIAL DEVELOPMENT INITIATIVES

Transnational agreements that support sustainable, balanced and equitable regional development include, Trans Frontier Conservation Areas (TFCAs) and tourism based Spatial Development Initiatives (SDIs) which includes the Great Limpopo Transfrontier Park and Biodiversity Corridor including Songimvelo-Malalotja Trans frontier Conservation Areas (TFCA).

4 Fredrik Söderbaum, Institutional Aspects of the Maputo Development Corridor, 2001
Strategic catalytic economic, social and engineering infrastructure development supports these programmes.
Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months

Map 2: National, Regional, Spatial Policies and Directives

Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months
3.7 KEY INTERNATIONAL POLICY TAKEAWAYS

The above study offers potential points of departure and possible trajectories of the Provincial Spatial Development Framework for Mpumalanga. The polices and plans emphasise the critical sectors that the PSDF must take into consideration to honour the nation’s international obligation as well as to go with the contemporary ideas of spatial planning prevailing in the international arena. The key takeaways of the above study are summarised below;

- **Sustainability and Climate Change Mitigation and Adoption:** These two are the most reoccurring themes and objectives in the above-mentioned plans and policies. It is therefore suggested that the PSDF should promote development that is sustainable and resilient to climate change.

- **Conservation:** Mpumalanga is home to some unique eco-systems and globally recognized centres of endemism. Some initiatives including the UNESCO’s MaB and SADC’s TFCA advocate for conserving biodiversity and ecosystems. The PSDF must take cognizance of the existing conservation initiatives and promote conservation of the region’s biodiversity, restore and enhance ecosystems.

- **Integration:** The United Nations’ Sustainable Development Goals and UN-Habitat International Guidelines on Urban and Territorial Planning endorse transforming of segregated cities and regions into integrated ones. The PSDF should establish positive economic, social and environmental links between urban, peri-urban and rural areas and create connected and integrated towns and regions. Transport and economic development corridors like the Maputo Corridor have the potential to facilitate regional integration and trade and reduce poverty, particularly in catchment regions. The PSDF should give particular impetus on careful coordination the social, economic and physical development of the corridors and their surroundings.

- **Social Inclusion:** Inclusion of all type of people is one of the recurrent issues in few of the above-mentioned plans. Social inclusion is also a key pillar for achieving SPLUMA’s “Spatial Justice” principle. Therefore, the PSDF must thrive to build healthy communities that are connected, integrated and inclusive. The PSDF must also impact positively on providing basic services to left out communities.
Figure 3: Key Takeaways from the International Plans and Policies

- **Economic Development**: Many argue that facilitating economic growth is an indispensable objective of any development policy. A few of the above discussed plans and policies clearly articulate the intention of developing sustainable economies. It is therefore imperative that the PSDF should promote economic development while also promoting sustainability. The Maputo Development Corridor and Phalaborwa Corridor can play an important role in developing Mpumalanga’s economy as it provides an excellent opportunity to boost trade within and beyond the province.
4 NATIONAL SPATIAL PLANS, POLICIES AND DIRECTIVES

4.1 NATIONAL DEVELOPMENT PLAN 2030

Government committed itself to the development of a longer-term perspective on the future of South Africa with the overall intention of ensuring a sound basis to direct and coordinate planning across all spheres of government. The National Planning Commission was appointed to draft a national vision and development plan. The NDP focuses on the following key priority areas:

- An economy that will create more jobs;
- Improving infrastructure;
- Transition to low carbon economy;
- Reversing the spatial effects of apartheid in urban and rural areas;
- Improving the quality of education, training and innovation;
- Quality health for all;
- Social protection;
- Building safer communities;
- Reforming the public sector.

The NDP reports that in urban areas in-migration, especially by the young and poor, increases pressure on services and transport, complicated by apartheid fragmented geography. Economic growth has been slower than the demand for employment. In particular accommodation faces challenges, including financing for lower end housing and its incorporation into the market, and slow progress on rental accommodation (CRU and Social Housing) and upgrading of informal settlements. In urban areas, key NDP recommendations include:

- Upgrading all informal settlements on suitable, well-located land by 2030;
- Increased urban densities to reduce sprawl and costs;
- Investments to shift jobs and investment to the urban townships on the peripheries;
- Substantial investments in safe, reliable and affordable public transport and better co-ordination among the various modes;
- A comprehensive review of the grant and subsidy regime for housing to ensure diversity in product and finance options and spatial mix;
- A focused strategy on the housing gap market, involving banks, subsidies and employer housing schemes;
- The development of spatial compacts.

In the rural areas, the National Development Plan reports that general productivity has been declining and outmigation to cities and towns has been accelerating.
The rural landscape is characterised by rural densification without associated infrastructure and governance arrangements, ill located land-reform initiatives from the perspective of viable farming, or access to markets, and many of these initiatives conflict with other imperatives such as mining or preserving biodiversity. This situation is unsustainable and requires timeous intervention.

The NDP suggests that rural interventions will differentiate less dense marginal areas primarily needing appropriate service provision from more viable and denser areas with transport and market access, including:

- Innovative, targeted and better co-ordinated provision of infrastructure (including ICTs) and services provision supported by the spatial consolidation of rural settlements to enhance densities and associated service delivery;
- Prioritising agricultural and rural development along mobility corridors, to build local economies and contribute to national food security;
- Identification of non-agricultural opportunities such as tourism and mining, especially with a “green” focus;
- Promoting small-town development as nodes/core areas of rural development;
- Implementing mechanisms to make land markets work more effectively for the poor, especially women.

The NDP provides for spatial development proposals as part of the national spatial development interventions referenced schematically in Figure 4

- **Primary Transnational Development Corridors** and cross border infrastructure connections. These include:
  - The **Maputo Development Corridor** (MDC) which runs through the province as the N4 freeway;
  - The Ermelo-Richards Bay Freight Corridor;
  - A link between Ermelo and Swaziland;
- **Gauteng as a national Node of Competitiveness** which strongly associates with the nearby economic activity nodes in proximity to Gauteng, which relates to eMalahleni, Middelburg, Secunda and Nelspruit as part of the Maputo Development Corridor.
- **The National Competitiveness Corridor** building on the Durban-Gauteng Freight Corridor, providing for logistics hubs, road, rail and fuel transportation.
- **Rural Restructuring Zones**: These zones include the more densely occupied parts of the previous homelands where there is sufficient numbers of people to provide the basis for viable markets through the Comprehensive Rural Development Programme (CRDP). The rural restructuring zones within Mpumalanga as part of the provincial CRDP programme.
- **Resource critical zones**: These have valued mineral resources, and are areas of great importance to biodiversity and critical water production. The
sustainability of these areas is crucial and needs specific policies to protect them.

Figure 4: The NDPs Proposed National Schema for Spatial Targeting
(Source: National Development Plan, 2030)

4.2 NATIONAL SPATIAL DEVELOPMENT FRAMEWORK (DRAFT)

The appointment of the National Planning Commission in 2010, and the subsequent preparation and adoption of the 2030- National Development Plan in 2012. It was especially Chapter 8 of the NDP – Transforming Human Settlement

... and the National Space Economy – that made specific reference to the need for a “national spatial development framework”. Such a framework, it held, must optimise, integrate and coordinate the energies and economic impacts of the strategic interventions in national space. This was recognised as important, given the core significance of space and access to land in bringing about transformation, and ensuring that people and places benefit from this intervention. The chapter also included a “proposed national schema for spatial targeting” (see Figure 4) and set out a series of directives for such a framework but stopped short from providing it.

The NSDF must accelerate spatial transformation and ensure that equitable outcomes are achieved. It must do so in full recognition of (1) the need for urgency to act on redressing the apartheid spatial legacy, and (2) the scale of what the redress requires in terms of approach, resource use, and state capability. It needs to ensure that segregated development is reversed, and fundamentally improve the spatial quality, liveability vibrancy and productive capacity of places in which Black families live. The NSDF must provide guidance on the minimum amenities, functions and services that different types of settlements in the country must have or provide. This will be enhanced by the Norms and Standards that the DRDLR is preparing in accordance with SPLUMA in a separate process.
The NSDF must ensure that the ecological base on which all livelihoods and economic growth depends is protected and harnessed. As such, it must provide for (1) the development of sustainable human settlements in the national space with the long-term future in mind, and (2) the wise effective and inclusive use and enjoyment of the country’s land, water and energy resources.

The Spatial Development Vision and Mission that is proposed for our country, based on these drivers, builds on the overarching goal of equity, unity and connectedness, and reads as follows:

Vision Statement:
“All Our People Living in Shared and Transformed Places in an Integrated, Sustainable and Competitive National Space Economy”

Mission Statement:
“Making our Common Desired Spatial Future Together Through Better Planning, Investment, Delivery and Monitoring”

Guided by the normative principles contained in SPLUMA and the NDP directives as set out in the previous section, as well as the fourteen strategic outcomes of the Medium Term Strategic Framework, the vision will be realised by achieving the following set of mutually reinforcing high-level spatial frames as indicated in Figure 5

The high-level frames of the NSDF will be incorporated into the Mpumalanga SDF thereby establishing the vertical linkage to the national spatial development plan.
4.3 MEDIUM TERM STRATEGIC FRAMEWORK

The Medium Term Strategic Framework (MTSF) is Government’s strategic plan for the 2014-2019 electoral term. It reflects the commitments made in the election manifesto of the governing party, including Government’s support for a competitive economy, creation of decent work opportunities and encouragement of investment.

This is the first MTSF to follow the adoption of the NDP in 2012. The introduction of a long-term plan is intended to bring greater coherence and continuity to the planning system; thus the MTSF is intended to become a five year building block towards the achievement of the vision and goals of the country’s long-term plan. It further allows new programmes, legislation and regulations to be assessed against long-term goals and priorities.

Within the NDP vision key policy instruments developed in the previous term will, together with the MTSF, continue to drive government’s policy agenda. These include the New Growth Path, which sets the trajectory of economic development, the National Infrastructure Plan, which guides the rollout of infrastructure to improve people’s lives and enable economic growth, and the Industrial Policy Action Plan, which focuses on promoting investment and competitiveness in leading sectors and industries.

In its focus on the 2014-2019 electoral mandate/manifesto, and its elaboration into fourteen key outcomes and associated activities and targets, the MTSF has two overarching strategic themes – radical economic transformation and improving service delivery.

Government’s programme of radical economic transformation is about placing the economy on a qualitatively different path that ensures more rapid, sustainable growth, higher investment, increased employment, reduced inequality and de-racialisation of the economy. The MTSF lists the main pillars for achieving radical economic transformation through rapid and inclusive growth.

- Productive investment crowded in through the infrastructure build programme
- Competitiveness enhancement in productive sectors of the economy (notably agriculture and mining)
- Addressing spatial imbalances in economic opportunities
- Elimination of unnecessary regulatory burdens
- Workers’ education and skills development to meet economic needs
- A macroeconomic and financial framework to support employment-creating growth
- Workplace conflict reduction and improved cooperation between government, organised business and organised labour
• Expanded opportunities for historically excluded and vulnerable groups, small businesses and cooperatives
• Public employment schemes to provide relief for the unemployed and build community solidarity

With regards to service delivery, the MTSF notes that Government is committed to improving access to housing and basic services, including the provision of approximately 1.495 million housing opportunities, the upgrading of informal settlements, and the expansion of access to water, sanitation and electricity.

To give effect to the two key pillars of the MTSF, it is structured around fourteen (14) Priority Outcomes which includes:

• Quality basic education
• A long and healthy life for all South Africans
• All people in South Africa are and feel safe
• Decent employment through inclusive growth
• A skilled and capable workforce to support an inclusive growth path
• An efficient, competitive and responsive economic infrastructure network
• Vibrant, equitable, sustainable rural communities contributing towards food security for all
• Sustainable human settlements and improved quality of household life
• Responsive, accountable, effective and efficient local government
• Protect and enhance our environmental assets and natural resources
• Create a better South Africa and contribute to a better Africa and a better world
• An efficient, effective and development-oriented public service
• A comprehensive, responsive and sustainable social protection system
• A diverse, socially cohesive society with a common national identity

Fourteen appendices to the MTSF contain detailed plans for the next five years for each of the Outcome areas. They set out the core objectives, the major challenges that have been identified and programmes and actions to be implemented during the 2014-2019 period. Each outcome is broken down into sub-outcomes containing a set of actions together with indicators for measuring progress, targets and timeframes.

4.4 NATIONAL INFRASTRUCTURE PLAN

The New Growth Path set a goal of 5 million new jobs by 2020; identified structural problems in the economy to be overcome; and pointed to opportunities in specific sectors and markets or “jobs drivers”. Notably, the first jobs driver
was infrastructure. Yet, it was noted that weak capacity, poor coordination and weak integration currently limit the development impact of infrastructure in the country. In response, Cabinet established the Presidential Infrastructure Coordinating Commission (PICC) to:

- coordinate, integrate and accelerate implementation;
- develop a single common National Infrastructure Plan that will be monitored and centrally driven (summarised below);
- identify who is responsible and hold them to account; and
- develop a 20-year planning framework beyond one administration to avoid a stop-start pattern to the infrastructure roll-out.

The National infrastructure Plan (NIP) seeks to promote:

- re-industrialisation through manufacturing of inputs, components and machinery;
- skills development aimed at critical categories;
- greening the economy; and
- empowerment.

The NIP comprises 18 identified Strategic Integrated Projects (SIPs) which integrate more than 150 municipal infrastructure plans into a coherent package. The proposed SIPs entail both social and economic infrastructure across all nine provinces, but with an emphasis on lagging regions. They comprise catalytic projects that can fast-track development and growth.

Note that many of the components within the SIPs have a national footprint such as the infrastructure programmes for school building, healthcare facilities and expanding access to broadband. However, the SIPs that impacts on the Mpumalanga Province are:

- SIP 1: Unlocking the northern mineral belt with Waterberg as the catalyst (with an emphasis on investment on heavy haul rail links to Richard’s Bay through Mpumalanga).
- SIP 9: Electricity generation to support socio-economic development (including Kusile power station).
- SIP 11: Increased investment in Agri-logistics and rural infrastructure (high impact catalytic and differentiated service\(^5\)).
- SIP 18: Water and sanitation infrastructure in the form of addressing water backlogs and the provision of

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\(^5\) The CSIR in conjunction with the Department of Rural Development and Land Reform have prepared guidelines for the differentiated provision of social services in rural areas. In context, these guidelines provide “for the planning and budgeting of government provided social facilities and services and for the provision of suitable land allocations for such services in all human settlements projects in terms of SPLUMA”
sustainable supply of water and sanitation services to meet social needs and support economic growth. Through the SIPS the national infrastructure master plan aims to unlock certain areas of Mpumalanga.

4.5 INDUSTRIAL POLICY ACTION PLAN

The major weakness identified in South Africa’s long-term industrialisation process is that the decline in the share of employment in the traditional tradable sectors, particularly mining and agriculture has not been offset by a sufficiently large increase in the share of relatively labour-intensive employment in non-traditional tradable goods and services, particularly manufacturing. Consequently, the objectives of the IPAP2 are:

- To facilitate a shift away from reliance on traditional commodities and non-tradable services and promote value-added goods and services that compete in export markets (against imports).
- To intensify the industrialisation process and move towards a knowledge rich economy.
- To promote a more labour-absorbing industrialisation path, with particular emphasis on tradable labour-absorbing goods and services and economic linkages that enhance employment creation.
- To promote a broader-based industrialisation path characterised by increased participation of historically disadvantaged people and marginalised regions in the mainstream of the industrial economy.

4.6 THE REGIONAL INDUSTRIAL DEVELOPMENT STRATEGY

The Department of Trade and Industry formulated a Regional Industrial Development Strategy (RIDS) in 2006. The aim was to promote regions based on their economic comparative advantages and to design support measures appropriate to each region to:

- Respond to persistent inequalities between the first and second economies;
- Encourage regions to seize current and potential opportunities presented by both the national and the international market economies; and
- Encourage the country’s most successful economic regions to consolidate and improve on their current economic potential.

Notably, since the late-1990s, there has been a resurgence of interest internationally in the notion of regional industrial development as a spatial economic mechanism to assist regions to achieve their economic potential within the context of a market economy. Key features of ‘new’ regional support include:
• A focus on enhancing physical and social infrastructure;
• A multi-sectorial approach to development which moves beyond an exclusive manufacturing focus, to a focus on knowledge-based development, tourism and improvement of human capital;
• A reliance on partnership formation and the driving of development from the ‘bottom-up’ through regional agencies/partnerships, able to galvanise local development and tap into private and state resources and capacities;
• A focus on unique programmes for each region based on local strengths and opportunities i.e. local comparative advantages;
• A focus on cluster development; and
• Support for business retention and expansion programmes.

In view of the fact that the South African Economy is a resource-based economy the purpose of RIDS is to respond in broad terms to issues of spatial differentiation in economic welfare levels. A key challenge is both to simultaneously support lagging regions and to assist leading regions to capitalise on their inherent strengths and potential.

Usefully, in respect of potential economic regions and clusters, the RIDS provides a spatially referenced development perspective schematically indicated in Figure 6. A key feature of the national space economy is the economic dominance of the three primary economic cores of Gauteng, greater Cape Town and eThekweni-UMsunduzi. By classifying regions according to their level of development, it is possible to identify several additional prominent economic regions. Outside the three primary economic cores there are at least 16 other prominent economic regions, based primarily on gross value added and key mineral, energy and manufacturing linkages.

These regions have clear comparative and competitive advantages which, to a large extent, are based on the strength of the dominant economic activities and industrial concentration nodes within them. Clustering of related economic activities is clearly a key regional competitive advantage in these areas. Appropriate support to enhance the competitive edge of these regions would clearly be of national and regional significance.

Furthermore, as shown in Figure 7, Mpumalanga’s critical advantage is its tourism, agricultural and mining and energy complexes. In a nutshell, it has a well-developed primary sector which is its national advantage over other and in particular the adjoining provinces. In addition strategic and functional linkages with Gauteng and export opportunities associated with
the export opportunities associated with the Maputo-Walvis Bay Development Corridor towards Botswana are important directives.

An additional spatial aspect to consider is that two of the four main mining nodes in South Africa are in Limpopo (Lephalale and Phalaborwa) which is linked to Mpumalanga via the R40 corridor.
Figure 6: RIDS Core Regions and Spatial Economic Linkages
Figure 7: RIDS Specific Districts with Significant Inherent Economic Potential
4.7 AGRICULTURAL POLICY ACTION PLAN

The Agriculture Policy Action Plan (APAP) seeks to assist in the achievement of Outcome 4 (Decent Employment through Inclusive Growth), Outcome 7 (Comprehensive Rural Development and Food Security) and Outcome 10 (environmental assets and natural resources that are well protected and continually enhanced) of the MTSF (2014-2019) and aligns itself to the New Growth Path (NGP) and the National Development Plan (NDP).

APAP focuses on a discrete number of value chains identified as strategic in meeting the objectives of the NGP, NDP and IPAP and these are:

- Contribution to food security;
- Job creation;
- Value of production;
- Growth potential; and
- Potential contribution to trade balance (including via export expansion and import substitution).

APAP recognises agriculture as a sector with significant job creation potential and with strategic links to beneficiation opportunities. When exploring the different models of rural development, there seems to be coherent global evidence that agriculture presents the best opportunities for the advancement of rural development agenda. Agriculture plays a strategic role in respect of food security, agrarian transformation and rural development.

As a recommendation, the impact of APAP could also be intensified by exploring opportunities in the sectors outside of rural development and land reform. For example, the Province could mobilise for the increase in the number of schools offering Agriculture as an assessed subject and support those schools. The Province could offer tertiary education bursaries for learners who wish to enrol in Agricultural Studies. In this way, the Province is in a position to make a social capital investment for the advancement of APAP.

4.8 NATIONAL TRANSPORT MASTER PLAN (NATMAP), 2050

The main purpose of the National Transportation Master Plan 2005-2050 is to motivate a prioritised programme for interventions to upgrade the transportation system in South Africa. Its goal is to develop a dynamic, long-term and sustainable land use / multi-modal transportation system for the development of networks, infrastructure facilities, interchange and termini facilities, and service delivery strategies for South Africa. The core directives or paradigm shifts emanating from the Master Plan are to:

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

Figure conceptually depicts the major corridors identified in South Africa as part of the NATMAP. With respect to Mpumalanga Province the following should be noted:

• The proposed expansion of the international freight rail line from Nelspruit via Bushbuckridge and Maruleng to Musina, and onto Zimbabwe in order to make an international rail freight connection;
• Freight rail infrastructure expansion from Mbombela (Nelspruit) via Polokwane to Lephalale and to the untapped coal reserves;
• Freight rail infrastructure expansion from Lephalale via Rustenburg to Pretoria and Johannesburg to transport the coal reserves to other areas of the country – also the power stations in Mpumalanga;
• Combined Road and Passenger rail infrastructure development from Mpumalanga to facilitate daily passenger mobility. (Moloto Corridor and Phalaborwa-Mbombela Corridor).
Figure 8: NATMAP 2050 Alignment with SIPS and National Corridors
(Source: National Transport Master Plan (NATMAP) 2050 Synopsis Report)
4.9 INTEGRATED URBAN DEVELOPMENT FRAMEWORK (IUDF)

The Integrated Urban Development Framework (IUDF) is a policy initiative of the Government of South Africa, coordinated by the Department of Cooperative Governance and Traditional Affairs (COGTA). The IUDF responds to the post-2015 Sustainable Development Goals (SDGs), in particular to Goal 11: Making cities and human settlements inclusive, safe, resilient and sustainable. It also builds on various chapters of the National Development Plan (NDP) and extends Chapter 8 Transforming human settlements and the national space economy underpinned by four strategic goals:

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

The IUDF states that the overall outcome of spatial transformation marks a ‘New Deal’ for South African cities and towns and the strategic goals indicated above inform the priority objectives of the nine policy levers, which are premised on:

- Integrated urban planning as the basis for achieving integrated urban development, which follows a specific sequence of urban policy actions
- Integrated transport
- Targeted investments into integrated human settlements
- Integrated infrastructure network systems
- Efficient land governance, which all together can trigger
- Economic diversification and inclusion
- Empowered communities
- Effective governance and financial reform
Figure 9: Core Elements of the IUDF
(Source: Integrated Urban Development Framework)
4.10 NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT

The National Strategy for Sustainable Development, alternatively referred to as Breaking New Ground (2004), is a comprehensive plan for the development of sustainable human settlements. Commissioned by the Department of Human Settlement, the plan promotes the creation of a non-racial, integrated society through the development of sustainable human settlements and quality housing. Within this, the Department is committed to meeting the following specific objectives:

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

The plan envisages a multi-dimensional approach to housing delivery. Instead of having a one-set formula for the production of the houses, the plan should encompass the flexibility required to carry out project specific solutions to the unique barriers faced in each separate undertaking. The dominant production of single houses on single plots in distant locations with initially weak socio-economic infrastructure is inflexible to local dynamics and changes in demand. The new human settlements plan moves away from the current focus of housing delivery towards more responsive mechanisms which address the multidimensional needs of sustainable human settlements.

Unsustainable and dysfunctional settlements are a major issue in Mpumalanga Province. Changing the settlement pattern is and will continue to be a major challenge for government, but “breaking new ground” should provide much needed policy support to change the way housing has been delivered in the past. Most critical will be institutional and financial reform to achieve physical reform.

4.11 KEY TAKEAWAYS

The various national policies as asserted above all recognise the various spatial development challenges confronting South Africa. They acknowledge the uneven distribution of environmental and socio-economic imperatives, which have often been exacerbated by the legacy of the previous planning regime. In order to respond to these challenges, various spatial interventions are required within key geographical areas in order to address inequality and facilitate shared growth while also recognising environmental management imperatives. There is unity across them all as they promote:

- Economic development
- Rural integration
- Protection of the natural environment
- Co-operation and integrated governance
- Planning for social and economic sustainability
- Infrastructure development and expansion
- Rural upliftment and strategic development

The Mpumalanga Provincial Spatial Development Framework is a key strategic spatial planning document aimed at promoting sustainable development through an analysis and thorough understanding of the Province’s existing profile and appropriately devising strategies that maximise on its strengths and opportunities. It must serve as a basis for coordinated and integrated delivery of provincial programmes and set out government’s spatial development intentions to the private sector as well as civil society.
5 PROVINCIAL POLICIES AND DIRECTIVES

5.1 MPUMALANGA VISION, 2030 (2013-2030)

The Mpumalanga Vision 2030 Strategic Implementation Framework (2013-2030) was established as a direct implementation response to the National Development Plan Vision, 2030. The framework describes the Province’s approach to realizing the objectives of the NDP in the provincial context and seeks to achieve the MPG’s Provincial Strategic Objectives (PSO’s). Mpumalanga Vision, 2030 provides a provincial expression of the key priorities, objectives and targets that enumerated in the NDP and expressed within the policy. It seeks to present and affirm the province’s approach towards realising the national vision and development plan. The implementation framework builds on and informs past and existing sectorial and related planning interventions within the province. The Vision 2030 Implementation Framework provides a basis for prioritisation during medium-term and annual planning cycles. The focus of the Mpumalanga Vision 2030 is to provide a summary overview on the facilitation of decision-making and the prioritisation of rolling back poverty, and inequality by raising living standards to an acceptable minimum, which entails a combination of interventions directed at increasing employment, improving the quality of education, productive growth, a social wage and good quality public services.

The objective of the Implementation Framework is to overcome a disjointed approach to planning in the province by ensuring that all stakeholders approach the implementation of Vision 2030 through commonly agreed strategies and programmatic interventions. The objective is to also provide a strategic overview in order to set high level provincial targets; inform choices and trade-offs and to locate strategies, programmes and projects within a focused spatial representation of the content.

In addition to and prior to this framework, the Mpumalanga Government already had a number of plans and strategies in place which were used as a starting point for the Implementation Framework. Each of these plans have identified challenges and actions that have been incorporated within the broad framework of the National Development Plan which translates into the Mpumalanga Vision 2030. The key element in this approach was to ensure that the plan incorporates focused spatial representation of the content and intention.
The implementation framework therefore informed the development of several existing sectorial plans and initiatives in Mpumalanga such as the:

- Mpumalanga Economic Growth and Development Path (MEGDP),
- Mpumalanga Infrastructure Development Master Plan (MIDP),
- Biodiversity Master Plan,
- Human Settlements Master Plans,
- Industrial Development Plan, and
- The current formulation of the Provincial Spatial Development Framework.

Figure 10: Plans informed by the Vision 2030
The Implementation Framework is structured on the basis of three interrelated impact areas. This approach is based on the NPC conclusion that Government and other stakeholders should be willing to prioritise and focus most of their resources on a few strategic priorities. Figure 10 depicts the overall organising structure of the implementation framework.

The approach that the plan takes is that, in order to achieve the desired socio-economic outcomes, key mechanisms must be put in place to facilitate the achievement of these goals. In turn, these mechanisms need to build on strong foundations and conditions. Unless the conditions are in place, it will not be possible to drive development and create jobs through infrastructure development.

In line with the principles of the NDP, the Vision 2030 highlights the following socio-economic outcomes as priorities:

- Employment & Economic Growth
- Education and Training
- Health Care for all
- Social Protection

These priorities do not imply that all other plans and policies in place should be deferred, but should however aim to focus the activities and decisions of the Province on few key areas, leveraging high impact for improved and sustainable long term socio-economic development in Mpumalanga. The achievement of these priorities is further dependent on the critical success factors described as “mechanisms” and “conditions”.

Figure 11: Organising structure of the MP Vision 2030
Mpumalanga Vision 2030 includes key targets for the Province that are in line with those expressed in the NDP. These targets have been developed with due consideration given to the specific demographic, institutional, spatial and socio-economic advantages and challenges of the Province. These targets include:

- Economy and Unemployment Targets;
- Education, Training and Innovation Targets;
- Health Care Targets; and
- Social Protection Targets.

The Mpumalanga Vision 2030 document formulated a spatial rationale for the province which is based on the nine Key Drivers.

Key Drivers 1 to 6 are focused towards promoting economic development and job creation according to the space economy of Mpumalanga province from which priority nodes/areas for economic development have been identified.

Key Drivers 7 and 8 are focused on human settlement in and around these priority nodes/areas identified.

Key Driver 9 is focused on the conservation and sustainable management of the natural environment.

Figure 12: Vision 2030 key drivers
**Key Driver 1: Nodal Development**

- Corridors investment within the province is proposed to be channelled through the Maputo- N4, N17- N2 and the N11.
- The five primary nodes where developments is to be concentrated in the province are Witbank/ Emalahleni, Middleburg, Mbombela/ Nelspruit, Secunda and Ermelo.

**Key Driver 2: Business, Commercial and Industrial Development**

- This driver focuses on development of business and commercial sectors on the primary, secondary and rural nodes in Mpumalanga as these activities can generate significant number of job opportunities. In terms of industrial development the bulk of industrial investment in Mpumalanga Province should be clustered around the existing industrial strongholds, in Witbank and Middelburg (Steel Industry), Secunda (Petrochemical Industry) and Nelspruit/Mbombela (Mixed Industries).6
- The plan also emphasises on the opportunity to enhance industrial activity in Mashishing/Lydenburg which represents the southern end of the Dilokong Platinum Corridor located between Polokwane in Limpopo Province and Mashising in Mpumalanga Province. Along the Dilokong Corridor, Mashishing is the urban centre closest to the export harbours of Maputo and Richards Bay.
- Expansion of Commercial and Business areas in the five primary nodes

**Key Driver 3: Tourism Development**

- Tourism related investment in Mpumalanga should be channelled into five main functional areas/precincts namely:
  - The well-established Sabie, Graskop, Mbombela, and Kruger National Park (Kruger 2 Canyon) area generally referred to as the Mpumalanga Lowveld;
  - The Belfast-Machadodorp-Dullstroom “Trout-Triangle” area along the Mpumalanga Escarpment which also represents the tourism gateway from Gauteng Province to the Mpumalanga Lowveld;
  - The relatively undeveloped Loskopdam-Dinokeng tourism belt which extends from the Loskop Dam, through the Thembisile-Hani and JS Moroka Municipalities in the western extents of the Province, right up to the Dinokeng Nature Reserve in Gauteng Province;

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The Somgimvelo-Malolotja Transfrontier Conservation Area around Barberton;
The Mpumalanga Lake District, Heyshope Dam and Wakkerstroom Biosphere Reserve in the Gert Sibande District.

**Key Driver 4: Forestry Development**
- Investment aimed at enhancing the contribution of forestry to the economy of Mpumalanga should be directed to the two main forestry precincts in the province: the northern forestry precinct around Mashising, Graskop and Sabie, with Sabie being the main centre for forestry related industries; and the southern forestry precinct in the area between Barberton and eMkhondo, with eMkhondo being the main centre for forestry related industries.

**Key Driver 5: Agricultural Development**
- Agriculture related investment should focus on:
  - Supporting and maintaining existing commercial farming activities in the Province (referring to the Mpumalanga Highveld and small strip of land from Komatipoort to Mbombela, White River and up to Hazyview in the Lowveld); and
  - Enhancing agrarian transformation in the deep rural areas in line with the objectives of the CRDP.
- The CRDP pilot areas are located in Bushbuckridge, Nkomazi, Albert Luthuli, and Mkhondo, Pixley ka Seme, Thembisile Hani and Dr JS Moroka Municipalities.

**Key Driver 6: Mining and Energy Related Development**
- Infrastructure investment aimed at enhancing the mining and electricity industry should be consolidated in the western Highveld of Mpumalanga where the vast majority of coalmines and power stations are located. In areas such as eMalahleni, Steve Tshwete, Standerton and Secunda.

**Key Driver 7: Urban Development**
- The main strategic priorities with regard to urban development and accommodating urbanisation in Mpumalanga include the following:
  - Integration of urban settlement structures.
  - Containment of urban sprawl.
  - The provision of high densities of mixed land uses within close proximity of economic activity nodes and transportation systems.
  - The provision of a system of activity corridors, nodes, spines and streets supporting sustainable transportation and road systems.
Key Driver 8: Rural Development
- Vision 2030 places particular emphasis on building the economy in rural areas, and more specifically through the following approach which is embedded into the Comprehensive Rural Development Programme (CRDP)
  - The proposed approach towards rural development in Mpumalanga Province centres around the following three principles
    ✓ Establishment of Thusong Centres;
    ✓ Rural Settlement Consolidation; and
    ✓ Agrarian Transformation.

Key Driver 9: Environmental Management and Conservation
- The rural hinterland should also be utilised to promote conservation of environmentally sensitive areas in Mpumalanga.
- As far as mining is concerned, it is important to establish proper environmental management systems during the operational phase of the mines to prevent large scale water and air pollution.

5.2 MPUMALANGA ECONOMIC GROWTH AND DEVELOPMENT PATH, 2011
The Mpumalanga Economic Growth and Development Path (MEGDP) is informed by the National Economic Growth Path. The Mpumalanga Province is committed at increasing local economic development and job creation in the agricultural, industrial, manufacturing, green economy, tourism and mining sectors. The MEGDP provides a detailed framework for the realisation of these objectives. The focal point of the Economic Growth and Development Path is the creation of appropriate labour absorbing jobs which will have a positive direct, indirect and induced effects on the Provincial economy and the living standards of its people.

The primary objective of the MEGDP is to grow the economy of the province; balance growth and development in order to creates jobs, reduce poverty and inequality, and improve the socio-economic conditions of the province. The growth plan is anchored on a few factors including sector development, Inclusive & shared growth, spatial distribution, regional integration, sustainable human development and environmental sustainability with clearly defined strategic targets over the medium to long term period.

The MEGDP key targets to achieve the desired growth within the province are as follows:
1. Reduce the unemployment rate to 15% by 2020 therefore creating 720,000 new jobs
• Move from 890,000 employed in 2010 to 1.6 million employed in 2020

2. Reduce inequality by enhancing the skill set of the labour force, fixed capital investment and improvements in education.
   • Reducing the Gini-coefficient from 0.65 to 0.55

3. Reduce the poverty rate from the 2009 level of 47.8% to 25% by 2020.
   • Focus will be on job creation through public works programmes, employment guarantee schemes, education and skills attainment

The Mpumalanga Economic Growth and Development Programme is centred on the following Pillars:

• Job creation
• Inclusive and shared growth of a diversified economy
• Spatial distribution
• Integration of regional economies
• Sustainable human development
• Environmental sustainability

The following job drivers will be utilised to realise the objectives of the MEGDP and to secure a strong and sustainable growth for the next decade.

• Infrastructure for Employment & Development
• Job Creation in Economic Sectors such as:
  ✓ Agriculture and forestry
  ✓ Mining and energy
  ✓ Manufacturing and beneficiation
  ✓ Tourism and cultural industries

• Seizing the Potential for New Economies in:
  ✓ Green Industries
  ✓ Information and Communication Technology

• Investing in Social Capital & the Public Service
• Spatial Development
  ✓ Rural Development
  ✓ Regional and International Co-operation

The last section of the MEGDP focuses on specific strategic interventions which aims at unlocking and supporting the realisation of the initiatives noted in Mpumalanga’s Economic Growth and Development Path. The following interventions provide guidance on mechanisms that will contribute to unlocking the economic growth and employment potential inherent in key sectors as follows:

• Effective and efficient BBBEEE which empowers previously disadvantaged to positively contribute to the economy;
• Skills development and capacity which is linked to the identified growth trajectories;
• Reducing the cost of doing business in MP and barriers to entry;
- Increasing MPs competitive advantages and creating appropriate investment incentives;
- Support to Cooperatives and SMMEs to ensure sustained development;
- Project financing; and
- Provision of conducive Infrastructure for economic growth and development (land claims, water licences, communications, etc.).

5.3 Mpumalanga Spatial Development Framework - Draft (2013)

The Mpumalanga PSDF outlines nine interrelated strategic objectives which were identified as Strategic Focus Areas (areas of Intervention on Provincial, District and local level):

- Strategic Objective 1: Capitalize on the regional spatial development initiatives.
- Strategic Objective 2: Focus development on development corridors and nodes.
- Strategic Objective 3: Protect biodiversity and agricultural resources.
- Strategic Objective 4: Economic development and job creation supporting and guiding the spatial development pattern of Mpumalanga.
- Strategic Objective 5: Accommodating urbanization within the province.
- Strategic Objective 6: The integration of the historically disadvantaged communities into a functional nodal and settlement pattern.
- Strategic Objective 7: Tenure Upgrading.
- Strategic Objective 8: Promote the development of rural areas that can support sustainable economic, social and engineering infrastructure.
- Strategic Objective 9: Infrastructure Investment.

Following from the Strategic Objectives a number of Strategic Focus Areas (Areas of Intervention) were identified as illustrated on the Mpumalanga Indicative Framework (Figure 9). The following directives apply to the Strategic Focus Areas noted in the Mpumalanga SDF - Draft (2013):

- The concentration of development within development and activity nodes with a regional and sub-regional function viz. Mbombela (Nelspruit), Emalahleni (eMalahleni), Steve Tshwete (Middelburg), Govan Mbeki (Secunda) and Msukaligwa (Ermelo). Restructure these development and activity nodes to accommodate growth.
- The large population concentrations (supported by activity nodes) of Dr JS Moroka (Siyabuswa), Thembisile
Hani (KwaMhlangwa), Bushbuck Ridge (Acornhoek, Bushbuckridge), Nkomazi, Nsikazi within Mbombela and Chief Albert Luthuli should:

- Link with nearby nodes of economic potential by providing efficient transportation and roads infrastructure providing for high mobility of movement;
- Integrate economic activities to provide local employment

- The Secondary activity nodes of Delmas, Standerton, Bethal, Belfast, Mashishing, Barberton, Komatipoort and Mkhondo should:
  - Balance the population with economic activities;
  - Provide social, economic and engineering infrastructure in support of the existing population.

- The small settlements of Pixley ka Isaka Seme (Volksrust), Dipaleseng (Balfour) and other smaller towns need to act as service centres for the surrounding population.

- Dispersed villages should not be discouraged. The clustering of villages to allow for the provision of sustainable social and economic infrastructure should be encouraged.

- The housing of mining and power station personnel should take place in existing nearby towns.

The Mpumalanga SDF furthermore stipulates that infrastructure investment needs to promote the role and function of rural communities and focus on the development of communities to manage and develop their local economies, become self-sufficient, create livelihoods, add to the economy and reduce their dependency on social grants.

Rural development thus needs to provide for rural population clusters that can support sustainable economic, social and engineering infrastructure, but also be accessible to higher order economic and social services within nearby urban nodes. Road and transportation linkages to urban areas need to be provided and maintained.
Figure 13: Mpumalanga PSDF 2013 Indicative Framework

Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months
5.4 **MPUMALANGA INFRASTRUCTURE MASTER PLAN**

The MIMP is based on a multi-disciplinary study dealing with the full spectrum of infrastructure including amongst others, basic infrastructure, social infrastructure and economic infrastructure intended to unlock economic development potential within the province. It cuts across a wide range of development sectors and represents a key element towards the future sustainable development of Mpumalanga Province. The MIMP proposes that the following development principles be paramount in terms of guiding and directing decisions regarding infrastructure investment in the Province:

**Principle 1: Balance economic growth and social upliftment**

Following a balanced investment approach which focuses on both infrastructure investment to promote economic growth, and investment to enhance social upliftment.

**Principle 2: Respond to regional differences in development potential**

Infrastructure Investment to respond to the locational factors and economic drivers of the province and take into consideration regional differences in terms of development potential.

**Principle 3: Recognise roles and responsibilities of stakeholders**

Recognising the roles and responsibilities of all stakeholders and facilitating the functional integration and alignment of infrastructure investment between these.

**Principle 4: Build on existing initiatives**

Building on existing initiatives as a priority to support the successful implementation thereof.

**Principle 5: Preserve existing assets**

Sufficiently allocating funding towards maintenance and preservation of existing assets (infrastructure) as part of a broader infrastructure life-cycle approach.

**Principle 6: Align investment with available resources**

Aligning infrastructure investment in Mpumalanga Province with the availability of resources in the Province.

**Principle 7: Build a heritage**

Promoting investment in image building assets for the Province.

5.5 **HUMAN SETTLEMENT MASTER PLAN (2013)**

Note: The Master plan is in process of review

One of the fundamental principles of the Mpumalanga Sustainable Human Settlement Master Plan is that all public and private housing projects in cities, towns and villages in Mpumalanga should comply with the following spatial objectives:
• Promote the availability of residential and employment opportunities in close proximity to each other;
• Contribute towards the correction of historically distorted spatial patterns of settlement in towns by filling the strategically located vacant strips of land between segregated communities, and providing for economic and social integration;
• Optimise the use of existing resources including bulk infrastructure, roads, transportation and social facilities; and
• Contain the phenomenon of urban sprawl in urban areas through the introduction of an Urban Development Boundary/Urban Edge which will contribute towards the development of more compact towns through processes of infill development and densification – especially around economic activity nodes and along public transport corridors.

The Mpumalanga Human Settlement Master Plan comprises fifteen Strategic Objectives as listed below:

Strategic Objective 1: Ensure that all Human Settlement related planning and implementation activities are aligned with the objectives, guidelines and directives as defined in National and Provincial Policies and Legislation.


Strategic Objective 3: Encourage sustainable resource use by exploring alternative technologies, designs, layouts, topography, etc. in order to achieve the most energy- and cost-effective development.

Strategic Objective 4: Implement Annual IDP Housing Chapter Compilation/Review Procedure.

Strategic Objective 5: Establish a comprehensive Mpumalanga Human Settlement Demand Monitoring Database and GIS System to Inform Decisions Pertaining to Location, Scale and Priority of Human Settlement Projects.

Strategic Objective 6: Local and Provincial Housing Needs Register (Demand Database) to Become Official Source of Information for Housing Demand and Waiting Lists.

Strategic Objective 7: Enhance alignment between Mpumalanga Human Settlement Projects and Provincial, District and Local Spatial Development Frameworks by only considering land located in Strategic Development Areas.

Strategic Objective 8: Facilitate Technically Informed Land and Building Acquisition Based on Results of Comprehensive Feasibility Assessment Processes.

Strategic Objective 9: Establish a Human Settlements Delivery Planning Unit to Manage and Maintain the Provincial Database and Monitoring System, and to
Facilitate and Inform the Formulation of the Annual Departmental Business

Plan in Conjunction with District and Local Municipalities, and other Provincial Departments.

**Strategic Objective 10:** Ensure that Town planning/ Township Establishment processes are Comprehensive and Technically Sound in order to grant beneficiaries sufficient Security of Tenure.

**Strategic Objective 11:** Initiate Processes Which Will Ensure the Installation of Appropriate Engineering Services as part of every Human Settlement Project in Mpumalanga.

**Strategic Objective 12:** Facilitate the Provision of a Sufficient Number of Community Facilities parallel to the Construction of Housing (top structures) in every Human Settlement Project in Mpumalanga.

**Strategic Objective 13:** Expanding Community Participation and Consumer Education Programmes through Community Outreach Initiatives.

**Strategic Objective 14:** To actively enhance Rural Development by aligning Human Settlement Projects and Programmes to the Comprehensive Rural Development Programme of the Province.

**Strategic Objective 15:** Align Provincial Tenure Upgrading Programme with Human Settlement Programmes.

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In terms of Strategic Objective 7, future human settlement projects will rely on Spatial Development Frameworks to indicate the optimum location for different types of housing in municipal areas.

This could include (1) areas earmarked for large scale RDP projects in urban or rural areas; (2) social housing and CRU funded housing (rental stock) in business areas as part of mixed-use developments or in areas earmarked for urban renewal; (3) priority areas for development of rural housing and to accommodate upgrading of Informal Settlements; and priority areas to accommodate medium and (4) higher density residential development (full ownership or rental stock).

The Master Plan supports the notion of mixed income, mixed use and mixed tenure developments; energy efficient township layouts and construction materials; sound and scientific based feasibility assessment of land for housing development; comprehensive township establishment processes leading to sufficient security of tenure; the synchronised provision of appropriate engineering services and community facilities to all new housing developments in the province; and a special focus on enhancing rural development through provision of housing in a sustainable manner in rural nodal areas.
Figure 14 indicates the focus areas (priority nodal areas) in the Province for future housing provision, while Figure 14 illustrates conceptually the proposed spatial distribution of various housing programmes over the next 10 years.

Figure 14: Human Settlement Priority Nodal Areas
Source: Mpumalanga Human Settlement Master Plan, 2013

Figure 15: Consolidated Housing Programme
Source: Mpumalanga Human Settlement Master Plan, 2013
5.6 MPUMALANGA TOURISM GROWTH STRATEGY (2007)

Note: The strategy is in process of review

The Mpumalanga Provincial Government aims to develop the tourism sector as a driver of economic activity and diversification. It is convinced that the Province has natural and cultural resource base upon which to develop a sustainable tourism industry as some parts of Mpumalanga represent world-renowned tourism destinations e.g. the Kruger National Park.

Subsequently, the Provincial Government in cooperation with the Mpumalanga Tourism and Parks Agency (MTPA) formulated the Mpumalanga Tourism Growth Strategy (MTGS) (2007). As part of the strategy, an indicative assessment was undertaken of what the market wants, of which the results were correlated with what the Province can realistically supply in terms of product development. The analysis demonstrated that Mpumalanga’s tourism product can be diversified and expanded to cover a wide range of product market segments, namely:

- Nature tourism
- Residential
- Activity tourism
- Shopping
- Adventure
- Medical
- Golf
- Conference
- Eco-resorts
- Tours
- Special interest
- Festivals/ events
- Leisure/ entertainment

Based on the market opportunities, and feedback from consultations with stakeholders, a tourism vision up to 2016 was formulated for the Province (see Figure xx). To realize “Vision 2016”, the MTGS proposes a number of “Flagship Projects”, some of which are directly applicable/ relevant to the NDM, namely:

1. The Mpumalanga Route

The MTGS proposed the development of tourism routes (i.e. The Mpumalanga Route), which will take visitors from Johannesburg through Mpumalanga, via Swaziland (or Mozambique), to the Coast of St Lucia or Durban. With its combinations of stunning mountain scenery, outstanding wildlife, historic sites, culture, championship golf courses, events, the Kingdom of Swaziland, Mozambique and the Indian Ocean, such a route was envisioned to be the second to none in terms of tourist attractiveness.

However, the Mpumalanga Route does not necessarily follow a single route. For example, are some diversions that are established to the industrial museums at Middelburg or Secunda; the Ndebele cultural villages; the Loskop Dam; the Highland Meander or The Panorama, while, as an alternative to travelling to the Coast via Swaziland, some visitors might prefer to continue along the N4 to Maputo and Mozambique.

2. Commercialisation of MTPA Parks and Reserves
The MTPA parks and reserves represent a major opportunity to expand and diversify the Province’s nature and leisure tourism product. However, the parks and reserves require major investment and improved management. This can be achieved through a commercialisation strategy which could attract private sector investment.

3. Industrial Museums

In order to capitalise on the region’s importance as South Africa’s main coal mining area, it is recommended that at least two industrial museums/interpretative centres be established – one at Middelburg (based on coal mining) and one at Secunda (based on Sasol’s fuel from coal plant and underground coal mining complex). These museums could be modelled on the existing Kimberley Mine Museum, or the Atlas Coal Mine National Historic Site in Alberta, Canada for example. The economic benefits of these are obvious. Yet, less obvious, but equally important are the sense of identity and pride which they invoke in local heritage.

The guiding principles to be applied in pursuit of achieving MTPA’s vision and the commercialisation objectives are:

- Developing a diverse range of alternative tourism products to meet the requirements of different market segments, including providing affordable access to local communities and others from previously disadvantaged backgrounds;
- Developing products that complement and do not compromise or threaten the natural resources on which the tourism developments rely;
- Planning and zoning developments spatially within protected areas to ensure an integrated approach between conservation and development and to maintain the integrity of the biodiversity and cultural resources;
- Partnering with land claimants and other local communities to promote a conservation economy in and around the parks in support of local economic development in line with Mpumalanga Vision 2030;
- Following a consultative and integrated approach by involving all relevant stakeholders in the development process, including alignment with municipal IDPs;
- Creating an enabling and investor friendly environment;
- Promoting the involvement of the private sector in the development, funding and management of tourism facilities; and
- Complying with all relevant legislation and regulations, including the PFMA and Treasury Regulations, the Tourism BEE Charter and Scorecard, as well as environmental legislation such as Environmental Impact Assessment Regulations.
Figure 16 Mpumalanga Tourism Vision 2016
Source: Mpumalanga Tourism Growth Strategy, 2007
5.7 PROVINCIAL COMPREHENSIVE RURAL DEVELOPMENT PROGRAMME

The Comprehensive Rural Development Programme (CRDP) is third planned priority for rural development within the government’s current Medium Term Strategic Framework which was drafted for 2014-2019. The strategic design of the programme is established on experiences from pilot sites designated through socio-economic profiling, community participatory processes and intergovernmental co-operation. The CRDP is based on a positive participatory community-based planning approach rather than an interventionist approach to rural development.

The CRDP will be implemented on seven municipalities namely, Chief Albert Luthuli, Dr JS Moroka, Bushbuckridge, Nkomazi, Thembisile Hani, Pixley Ka Isaka Seme and Mkhondo Local Municipality.

The objective of the CRDP is to eradicate poverty and food insecurity through efficient use of natural resources to build vibrant, equitable and sustainable rural communities. It helps to improve the quality of life and welfare along with rectification of past inequalities through rights-based interferences and address tilted patterns of distribution and ownership of wealth and assets.

The strategic objective of the CRDP is therefore to facilitate integrated development and social cohesion through participatory approaches in partnership with all sectors of society. The definitive vision of creating vibrant, equitable and sustainable rural communities will be accomplished through a three-pronged strategy based on:

- a coordinated and integrated broad-based agrarian transformation;
- strategically increasing rural development;
- an improved land reform programme.

Outcome 7

Vibrant, equitable and sustainable rural communities and food security for all will be achieved through the following outputs:

Following are the Projects and Provincial output of CRDP:

**Output 1:** Sustainable agrarian reform with a thriving small and large farming sector services to support livelihoods

**Output 2:** Improved access to affordable and diverse food

**Output 3:** Improved rural services to support livelihoods

**Outside 4:** Improved employment opportunities and economic livelihoods

**Output 5:** Enabling institutional environment for sustainable and inclusive growth
5.8 BIODIVERSITY SECTOR PLAN, 2014

The Mpumalanga Biodiversity Sector Plan (MBSP) is a guideline which is part of a wider set of national biodiversity planning tools and initiatives that are designed for national legislation and policy. It also guides as a spatial tool to inform permissible land uses that support biodiversity and ecological processes which allow for species and ecosystems to adapt to climate change. The MBSP includes a set of maps of the terrestrial and freshwater biodiversity priority areas supplemented by relative information available for use in land use and development planning, environmental assessment and regulation, including natural resource management. The following are the features of Biodiversity Sector Plan:

- Land Use Decision Support tool;
- Inform priority areas for protected area expansion;
- Prioritise management interventions to wetland rehabilitation, alien plant control and monitoring.

The process of recognizing the spatial biodiversity priorities is called systematic biodiversity planning. The process is done to recognize spatially effective method of protecting a typical sample of biodiversity that is able to persevere on the smallest amount of land possible whilst avoiding conflict between biodiversity objectives and other land uses. The strategies that guides the province through MBSP are as follows:

- To implement National Environmental Management: Biodiversity Act 2004 (NEMBA) and comply with requirements of National Biodiversity Framework and International conventions.
- Identification of highest priority biodiversity areas that should be incorporated in provincial planning initiatives.
- Mitigate and adapt to the threats of climate change.

Furthermore, the MBSP, 2014, incorporates climate change improvement features in Mpumalanga province as following:

- Climate Change landscape facets.
- Climate Change refugia.
- Climate Change Corridors.

The terrestrial Biodiversity Sector Plan is shown below.

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Map 3: Mpumalanga Biodiversity Sector Plan
Source: Mpumalanga Biodiversity Sector Plan, MPTA

Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months
5.9 MPUMALANGA INDUSTRIAL DEVELOPMENT PLAN

The Mpumalanga Industrial Development Plan (MIDP), adopted by the Department of Economic Development & Tourism, Mpumalanga in 2015, promotes industrialisation in the province by establishing Industrial Centres of Competence in targeted industrial sectors within well-defined regions. The MIDP has identified a number of key industrial sectors which could lay the foundation industrial development in the Province, in particular, their diversification into downstream value-adding sectors for labour absorption, at the same time supporting current upstream value addition activities. The plan acknowledges the concentration of industrial sectors in specific regions and proposes the Industrial Centres of Competence accordingly. Locations of these Industrial Centres of Competence are shown in Map 4.

The MIDP has identified the need for further unpacking Industrial Centres of Competence linking these with development interventions to establish the innovation platforms necessary for supporting sustainable industrial development in the targeted sectors, and to form a central hub or nerve centre from which the Industrial Centre of Competence can be effectively marketed, promoted, coordinated and managed. The MIDP proposes to develop the following central hubs:

- **Mining and Metals Technology Park** - A comprehensive facility for promoting industrial development within the mining and metals manufacturing sectors. This should be logistically well-positioned, adjacent to the N4 between eMalahleni and Middleburg. The preferred size of this park is 600 hectares.
- **Forestry Technology Park** - It will provide a platform for inter-firm cooperation, and lead to specialisation and improvement in quality standards for exports out of the Province. The park will be based at Sabie.
- **International Fresh Produce Market** - A site has been identified on the Sabie/Mashishing Road close to Nelspruit and the Riverside Park mixed-use regional node.
- **Petrochemicals Technology Park** - One of the major industrialisation initiatives in the Province, aimed at stimulating economic growth and job creation, both through Small, Medium and Micro-sized Enterprise (SMME) incubation and large-scale production. This park is based at Secunda. Land for the development of the proposed Technology Park has already been allocated by the Local Municipality.
- **Agro-processing Technology Park** - The park has been proposed within the Nkomazi SEZ. The proposed Technology Park will serve as a hub for the development of other rural nodes, such as the proposed agro-processing hub in Bushbuckridge.
linked to the Dumfries C Irrigation Scheme and the Giba Community Property Association farming development new Hazyview.

In addition to intensification of industrial activities within the Industrial Centres of Competence, the MIDP advocates for the industrialisation of rural nodes to promote holistic socio-economic development in the province. To promote rural industrialisation, the plan proposes to develop activity links between the priority rural nodes (see Table 1) with the Industrial Centres of Competence to enable business flows, technology transfer and capacity development.

Table 1: The Industrial Centres of Competence and Links to Priority Rural and CRDP Nodes

<table>
<thead>
<tr>
<th>Centre</th>
<th>Centre of Competence</th>
<th>Industrial Centre of Competence</th>
<th>Central hub/s</th>
<th>Links to Priority Rural and CRDP Nodes</th>
</tr>
</thead>
<tbody>
<tr>
<td>eMalahleni</td>
<td>Mining and Metals Centre of Competence</td>
<td>Mining and Metals Industrial Centre of Competence</td>
<td>Mining and Metals Technology Park</td>
<td>Thembisile Hani (KwaMhlanga) Dr. JS Moroka (Siyabuswa)</td>
</tr>
<tr>
<td>Middelburg</td>
<td>Metals Manufacturing Centre of Competence</td>
<td>Petrochemicals Industrial Centre of Competence</td>
<td>Petrochemicals Industrial Supplier Park</td>
<td></td>
</tr>
<tr>
<td>Secunda</td>
<td>Petrochemicals Centre of Competence</td>
<td>Petrochemicals Industrial Centre of Competence</td>
<td></td>
<td>Bushbuckridge Chief Albert Luthuli</td>
</tr>
<tr>
<td>Mbombela</td>
<td>Agriculture Technology Centre of Competence</td>
<td>Agriculture and Forestry Industrial Centre of Competence</td>
<td>Forestry Technology Park</td>
<td>Chief Albert Luthuli (Elukwatini) Nkomazi KaNyamazane</td>
</tr>
<tr>
<td>Sabie</td>
<td>Forestry Centre of Competence</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Komatipoort</td>
<td>Agro-Processing Centre of Competence</td>
<td>Nkomazi Special Economic Zone</td>
<td>Agro-Processing Technology Park</td>
<td></td>
</tr>
</tbody>
</table>

Source: Mpumalanga Industrial Development Plan, 2015
Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months
The MIDP puts special impetus on spatial planning for achieving the proposed industrialisation. As per the plan, allocation of land and investment in spatial infrastructure required for industrialisation must be guided by spatial planning. Thus, the PSDF has a critical role to play in guiding industrial development in the province. The central for PSDF in achieving industrialisation in the region are (a) allocation of land for industrial development and support infrastructure especially in and around the Industrial Centres of Competence, and (b) creating efficient linkages between the industrial centres and parks and priority rural nodes.

5.10 PROVINCIAL POLICIES AND DIRECTIVES KEY TAKEAWAYS

- **Integrated housing Strategy**

The human settlement plan emphasizes on prioritising housing projects for urban areas and agri-villages to ensure an integrated and balanced human settlement. In addition, it focuses on using and allocating the limited resources, financial and human, to a wide variety of potential developments including improvement of basic infrastructure services in the existing households and mobilising public land to build affordable housing.

- **Economic Growth and Poverty Reduction**

Economic growth, one of Mpumalanga’s main objectives, is guided by the NDP, SDF, Mpumalanga Economic Growth and Strategy, and Mpumalanga Infrastructure Master Plan. The infrastructure master plan highlights the imperatives for economic growth and social upliftment through steering the future infrastructure investment. A dynamic framework was adopted to continuously monitor infrastructure investments and assess the impact on economic growth, job creation and poverty alleviation.

- **Basic Infrastructure**

Providing basic infrastructure was highlighted in most of the provincial documents like the SDF, Human Settlement Plan and Infrastructure Master Plan. The investment framework for basic infrastructure was categorized into sectors like water supply, sanitation, electricity and waste management. There are many backlogs due to rapid urban developments and the investment requires to be expanded to meet the future infrastructure demands of the province.

- **Sustainable Rural Communities and Development**

The Mpumalanga Vision 2030 and Comprehensive Rural Development Plan (CRDP) highlights on development of sustainable rural communities through socio-economic profiling, community participatory processes and intergovernmental co-operation. The objective is to eradicate poverty and food insecurity by making best use...
Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months

of natural sustainable resources to build a vibrant, equitable and sustainable rural communities. This will help in improving the quality of life and welfare in rural communities by rectifying the past inequalities.

- **Biodiversity Land Uses**

Biodiversity land uses are guided by the Biodiversity Sector Plan to support permissible land uses through ecological process that allow for species to adapt to climate change. Biodiversity is a major factor for Mpumalanga province due to the conservation and preservation of the biodiversity land uses in the province. The natural and protected environment in Mpumalanga area is around 33% of the total area of the province, which needs to be preserved under the Biodiversity Sector Plan (Source: Biodiversity Sector Plan).
6 DISTRICT SPATIAL DEVELOPMENT FRAMEWORKS

6.1 DISTRICT SPATIAL DEVELOPMENT FRAMEWORKS

As part of the analysis done on the various District SDF’s, relevant objectives and development priorities set out in each framework were extracted and grouped under the following themes. These themes are based on the developmental key drivers of the Mpumalanga Vision 2030.

- Corridor and Nodal Development
- Economic Development
- Tourism and Forestry Development
- Agricultural Development
- Mining and Energy Related Development
- Urban Development
- Rural Development
- Environmental Management and Conservation

The following is a brief overview of each District SDF within Mpumalanga province. This analysis was done in order to determine the frequency in which the various principles appeared in different policies and to see if there is some alignment between the various District SDF’s and Province policies and directives.

6.1.1 GERT SIBANDE DISTRICT MUNICIPALITY

Corridor and Nodal Development

With regard to corridor and nodal development, the Gert Sibande SDF key focus areas are to: (i) develop comparative and competitive key localities through the clustering of key economic sectors developments in identified development corridors, activity strips or zones, (ii) improving accessibility of rural towns, and informal settlements to the social and economic opportunities in urban areas mainly through the development of public transport networks, activity nodes and corridors, (iii) prioritising agricultural and rural development along mobility corridors and at strategic intersections, (iv) concentration of development within and along development and activity nodes, (v) develop secondary business nodes and economic spines, (vi). Strengthen and upgrade on the existing freight corridors, (vii) developing logistic and industrial corridors, (viii) corridor development along the N2 and N17.

Economic Development

With regard to economic development, the following key focus areas can be identified: (i) integrate economic activities to provide local employment and job creation, (ii)
facilitate economic growth and development in the manufacturing, mining, agriculture and tourism sectors

Tourism and Forestry Development

The Gert Sibande SDF prioritises the following key focus areas with regard to the tourism and forestry development: (i) develop and promote forestry within and along the identified tourism corridor (i.e. the forestry precincts in eMkhondo and Barberton), (ii) tourism and cultural tourism development, (iii) commercial forestry

Agricultural Development

In regard to agricultural development the focus areas identified are to: (i) support intensive and extensive farming activities, (ii) commercialization of farming, (iii) develop agricultural service centres, (iv) protection against the loss of high potential agricultural land, (v) agrarian transformation of key agricultural land especially within Lekwa LM, (vi) promote residential and subsistence farming activities

Mining and Energy Related Development

As per the analysis done, the following focus areas can be identified with regard to the mining and energy related development: (i) facilitate and accommodate the existing mining sector, (ii) develop industries that will serve coal mines in towns like Ermelo and Standerton, (iii) proper rehabilitation of mines after use, (iv) establish proper environmental management systems during the operational stage of mines, (v) strengthening of the Richards bay coal line rail freight corridor.

Urban Development

The Gert Sibande SDF prioritises the following key focus areas with regard to urban development: (i) development of adequate, affordable and a variety of housing opportunities in activity nodes and corridors, (ii) upgrade of informal settlements with a focus on mixed-use development, (iii) provision of adequate social infrastructure and services to both rural and informal settlements (iv) integrate housing with public transport systems and economic and social infrastructure, (v) procure sustainable land housing and social amenities, (vi) focusing development in strategically targeted nodes and corridors where high density, mixed-use developments are encouraged, (vii) focusing on densification and infill development in combination with an urban development boundary in order to limit urban sprawl, (viii) integration and linking of spatially segregated parts, (ix) urban regeneration and restructuring.

Rural Development

In regards to rural development the focus areas can be prioritised: (i) focusing on the development of new and the rehabilitation of existing infrastructure, Improving and developing infrastructure conducive to economic development – e.g. transportation infrastructure, agricultural infrastructure, water and electricity
infrastructure, (ii) improving and developing infrastructure conducive to social development, (iii) rural nodal development, (iv) the development of small town business as catalyst for rural development, (v) sustainable economic development in order to curb the depopulation in rural areas, (vi) promote agro-processing/industries, tourism and small enterprise and trade development in order to support rural communities and improve food security, and inequality, (vii) small-town development as nodes of rural development, (viii) support and renew secondary nodes or smaller towns which will in turn support rural communities and development.

**Environmental Management and Conservation**

In regards to environmental management and conservation the focus areas can be prioritised: (i) protection and enhancement of conservation areas and agricultural land with a focus on food security, (ii) limiting the effects of mining on high potential agricultural land, (iii) protect sensitive areas and agriculture land in surrounding region, (iv) conservation and sustainable use of natural environmental resources within the district.

### 6.1.2 EHLANZENI DISTRICT MUNICIPALITY

**Corridor and Nodal Development**

The Ehlanzeni SDF prioritises the following key focus areas with regards to corridor and nodal development (i) improve linkages of transport networks and roads, (ii) develop transportation corridor that will form a crucial role in the Maputo corridor, (iii) establishment of the R40 corridor from City of Mbombela towards Phalaborwa, (iv) develop and transportation infrastructure and upgrading of roads to ensure regional, sub-regional and local connectivity.

**Economic Development**

The Ehlanzeni SDF prioritises the following key focus areas with regards to economic development: (i) focus investment on localities with greatest economic potential, (ii) Development of manufacturing and industrial parks, (iii) enhance industrial activities around the three existing industrial core areas, i.e. Mbombela- White River industrial area, Mkhulu and Acornhoek and Bushbuckridge areas.

**Tourism and Forestry Development**

In regards to tourism and forestry development the following focus areas are prioritised: (i) enhance investment in the tourism, ecological and forestry related industries, (ii) focusing on tourism development and linkages with the Kruger 2 Canyon precinct, (iii) ecotourism development and attractions.

**Agricultural Development**

In regards to agricultural development the following focus areas are prioritised: (i) development of the agricultural sector as input into the manufacturing and production ventures through agro-processing in the City of Mbombela
are (ii) promote urban agriculture and small-scale farming, (iii) restrict extensive and intensive agriculture to rural areas and outside the urban edge. Establish environmental management strategies for commercial farming activities in areas such as Bushbuckridge and Thaba Chweu, (iv) foster agriculture and mining potential.

Urban Development
In regards to urban development the following focus areas are prioritised: (i) cultural and heritage preservation, (ii) restructuring, integration and densification of dysfunctional city patterns which are a result of previous apartheid policies (iii) establish sustainable human settlements and tenure upgrading, (iv) upgrading of services and facilities, (v) development of institutional facilities.

Rural Development
The Ehlanzeni SDF prioritises the following key focus areas with regards to the rural development: (i) focusing on rural economic development, (ii) development of sustainable settlements in rural areas, (iii) the development of engineering and social services infrastructure into areas with weak services levels.

Environmental Management and Conservation
The Ehlanzeni SDF prioritises the following key focus areas with regards to the environmental management and conservation: (i) protecting critical natural resources while promoting the mining sector, (ii) protection of natural resources from agricultural activities, (iii) responsible use and management of the natural environment focusing mainly on areas of high priority and high environmental sensitivity intersect, detailed management and planning needs to take place, (iv) protection and conservation of critical biodiversity from cultivation based agriculture.

6.1.3 NKANGALA DISTRICT MUNICIPALITY

Corridor and Nodal Development
The Nkangala SDF prioritises the following key focus areas with regards to corridor and nodal development (i) enhance nodal development, (ii) improving and developing of linkages and connectivity to service centres, (iii) establish mobility links between areas with low and high economic potential, (iv) establishment of nodal hierarchies in order to achieve physical, social and economic integration of communities, (v) proposed densification along activity nodes and corridors, (vi) upgrading and maintenance of road infrastructure and network linkages.

Economic Development
The Nkangala SDF prioritises the following key focus areas with regards to economic development: (i) promote and establish local economies e.g. by developing special economic zones, (ii) integrate economic activities to provide local employment, (iii) establishment of an industrial and commercial hub/ corridor which will be mainly linked with the Nkangala international airport in
Victor Khanye LM, (iv) establishment of industrial/commercial nodes, (v) expansion of industrial areas such as the steel industries around Witbank and Middleburg, linking with Steelpoort via the Dilokong Corridor.

Tourism and Forestry Development

In regards to tourism and forestry development the following focus areas are prioritised: (i) development of the tourism potential of the surrounding small towns, (ii) linking of nature reserves in both the Dr JS Moroka LM and Thembisile Hani LM as part of the Loskopdam-Dinokeng tourism belt, in order to establish integrated ecotourism in the area, (ii) focus investment on business and cultural tourism.

Agricultural Development

In regards to agricultural development the following focus areas are prioritised (i) maximise on cattle and game farming opportunities, (ii) promote sustainable farming communities, (iii) promote urban agriculture.

Mining and Energy Related Development

In regards to mining and energy related development the following focus areas are prioritised (i) enhancement of mining activities and the revitalization of mining towns for socio-economic opportunities, (ii) development of the Eskom Kusile power station.

Urban Development

The Nkangala SDF prioritises the following key focus areas with regards to urban development: (i) focusing on urban renewal, restructuring and revitalisation of small towns, (ii) provision for upgrading of informal settlements and the development of sustainable human settlements, (iii) development of formal low-income housing, (iv) sustainable social and economic infrastructure, (v) development of social centres and community facilities, (vi) sustainable service delivery and infrastructure.

Rural Development

The Nkangala SDF prioritises the following key focus areas with regards to rural development: (i) facilitate and enhance subsistence farming in rural hinterlands around rural settlements, (ii) introduction of solar panels to enhance energy supply and cost efficiency to farmers, (iii) regeneration of agri-settlements, (iv) land redistribution for agricultural production.

Environmental Management and Conservation

The Nkangala SDF prioritises the following key focus areas with regards to environmental management and conservation: (i) sustainable water harvesting techniques and initiatives to improve water supply in the district, (ii) conservation of critical biodiversity within the nature reserves, (iii) minimise biodiversity treats from open cast mining.
Development of a Provincial Spatial Development Framework (PSDF) for Mpumalanga Province within a Period of 18 Months
7 DISTRICT RURAL DEVELOPMENT PLANS

Drawing on the lessons learnt from past unsuccessful programmes and strategies, the Department of Rural Development and Land Reform (DRDLR) developed the Comprehensive Rural Development Programme (CRDP) in 2009. This new emphasis on Rural Development as well as the implementation of the new Spatial Planning and Land Use Management Act (SPLUMA), led to the Department Rural Development and Land Reform initiating District Rural Development Plans for each district in Mpumalanga.

The plans addressed the rural context of Mpumalanga to ensure sustainable livelihoods for those households residing in the rural areas. Broadly the plans addressed the following objectives:

- Improve foods security and household income for rural families.
  - Implement measures to ensure households migrate from subsistence agriculture to that of a commercial kind.
  - Improvement in ecological situation
  - Develop sustainable food quality
  - Improve Households income
- Develop rural business and community organizations

- Harness the power of BIG Business to incubate business acumen as part of the agri-park concept
- Develop a number of business in each local municipality every year
- Assist increasing self-sustaining small business up to 5 members per entity
- Attract youths and agricultural graduates to setup rural business
- Develop operational and self-sustaining cooperatives
- Expand business through incubating at least 20 new ventures per annum
- Provide flexible training and education
  - Public/Private partnerships to provide training in the agricultural and tourism sectors
  - Create entrepreneurial skills development by group practical exercises every month.
- Provide cost effective infrastructure without sacrificing quality of services
  - Prioritise spending on capital projects that will enable some of the projects in this plan
  - Assist in providing rural infrastructure in every local municipality
• Create cost-effective and excellent working environment
• Deliver quality construction at local cost within budget limits

✓ Economic sector development to create jobs for especially youths, women and people with disabilities.
✓ Create temporal and permanent jobs for artisan workers
✓ To empower youths to appreciate and implement agricultural related projects.
✓ Integration of development and social cohesion focusing on integrating rural communities with economic nodes through various development corridors.
✓ Environmental protection and conservation recognises the principle that for rural development to thrive there is a need to protect the natural environment and agricultural potential land.
8 DRAFT SPATIAL VISION AND DEVELOPMENT OBJECTIVES

8.1 SUMMARY OF ALL KEY TAKEAWAYS

The following is an analysis and a summary of all key takeaways from the relevant policies, directives and frameworks that will give effect to the development objectives of the PSDF.

Table 2: Summary of Key Takeaways

<table>
<thead>
<tr>
<th>Key Takeaways</th>
<th>International Policies</th>
<th>National Policies</th>
<th>Provincial Policies</th>
<th>Local and District Policies</th>
<th>Rural Plans</th>
<th>Development</th>
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</table>
8.2 DEVELOPMENT OBJECTIVES

Critical feedback regarding the development objectives was received from the Project Steering Committee (PSC) meeting.

From the feedback the following is a word cloud representation of how the PSC rated the proposed development objects:

This is done in order to visualize the importance of each proposed objective as per inputs from the PSC members.

Objective 1: Promote sustainable development

- Climate change resilient development;
- Establish sustainable agriculture and industrial practises;
- Creation of green economies;
- Focus development on transit oriented development;
- Spatial Transformation.

Figure 18: Word cloud representation of objectives
Objective 2: Conservation of natural resources and biodiversity
- Protection and management of critical biodiversity;
- Curbing carbon emissions through the development of a more sustainable electricity supply, more energy efficient industrial, commercial and mining operations;
- Management of water resources and the protection of ecological infrastructure (i.e. wetlands);
- Climate change strategies.

Objective 3: Promote economic development, growth and poverty reduction through social inclusion.
- Improve investment in key economic sectors
- Create employment opportunities in Economic Sectors such as:
  ✓ Agriculture and forestry;
  ✓ Mining;
  ✓ Manufacturing;
  ✓ Tourism;
- Reduce the prevalence of poverty and inequality in communities
- Promote social justice
- Inclusion of previously disadvantaged communities in to the grater urban fabric

Objective 4: Integrated development
- The integration of economically disadvantaged communities into the urban system, particularly those on the periphery of the system;
- Promotion of densification in strategic located areas to ensure more efficient resource use and to reduce urban sprawl;
- Integrated human settlement development.

Objective 5: Concentrate development on development corridors and nodes
- Improve accessibility to rural towns and settlements by the development of transportation networks;
- Enhance and expand existing freight corridors and transportation nodes;
- Prioritise rural development along mobility corridors
- Promote the development of nodes and corridors in rural areas historically disadvantaged communities that will help provide linkages to urban areas.

Objective 6: Promote rural development
- Establish agri-processing facilities for rural economic development;
- A coordinated and integrated broad-based agrarian transformation;
- Agri-park concept;
- Improve basic infrastructure and services.
Objectives 7: Promote tourism development
- Promotion of sustainable tourism;
- Creation of tourism nodes and corridors;

Objective 8: Tenure Upgrading
- Promote spatial justice through tenure upgrading.

8.3 SPATIAL GOALS
To address the identified spatial challenges and give effect to the relevant policies the PSDF should focus development of Mpumalanga towards:
- more inclusivity, productivity, competitiveness and opportunities in urban and rural space-economies;
- protection of resources and strengthened resilience of natural and built environments; and
- improved effectiveness in the governance.

8.4 DRAFT SPATIAL VISION
SPLUMA requires national, provincial, and municipal spheres of government to prepare SDFs that establish a clear vision which must be developed through a thorough inventory and analysis based on national spatial planning principles and local long-term development goals and plans.

The PSDF gives spatial expression to the vision encapsulated in a Provincial Growth and Development Strategy (PGDS) – and other relevant provincial policies. As such both have a long term (i.e. greater than 20 year) planning horizons in terms of overall vision and strategies to achieve them. The PSDF provide the framework for a provincial spatial vision.

8.4.1 WORKING TOWARDS A SPATIAL VISION
As mentioned earlier, the PSDF’s spatial vision is primarily a spatial expression of the Provincial Growth and Development Strategy. In addition to above, the vision should provide a clear indication of the desired outcome and help guide organisational decisions and actions to ensure larger benefit of public. In the light of the above a few key elements (see Figure 19) of the vision have been identified. The elements represent the key items that the PSDF should address.
Figure 19: Elements of Draft Spatial Vision

8.5 **SPATIAL VISION**

The elements of the spatial vision were presented at PSC and PMC meetings. Based on the feedback received at those meetings the following draft Vision has been formulated:

“A Mpumalanga that has a sustainable, vibrant and inclusive economy while developing all resources and promoting a healthy environment through innovation”
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