

- ❖ Ensure Sustainable Development Strategies.
- ❖ Improve provision for information.
- ❖ Skills Development.
- ❖ LED support and implementation.
- ❖ Integrated Land Use Management System.
- ❖ Implementation and monitor of a Performance Management System. (PMS).
- ❖ Environmental Management.
- ❖ Optimise tourism potential.
- ❖ Rural Development
- ❖ Poverty alleviation, particularly in rural areas.
- ❖ Service backlogs (water, sanitation, electricity, roads, stormwater, solid waste, cleansing) needs to be addressed.
- ❖ Upgrading and maintenance of roads and stormwater, electricity, water, sewer and purification networks.
- ❖ Improve access and linkages between towns, informal and rural settlements.
- ❖ Public transportation should be improved. Bus and taxi ranks must be upgraded and the railway line should be better utilised. Public facilities should be provided at bus stops, taxi ranks and stations.
- ❖ Improve solid waste management.
- ❖ Broaden Revenue Base.
- ❖ Ensure high level of payment for Services.
- ❖ Indigent provision.
- ❖ Access to land, housing and security of tenure.
- ❖ Access to social services and community centres.

- ❖ Building of new and upgrading of existing sport and recreation facilities.
- ❖ Improvement education facilities on all levels.
- ❖ Implementation of the HIV/AIDS plan.
- ❖ Crime prevention (Safety and Security).

3. CHAPTER 3: STRATEGIC AGENDA AND POLICY GUIDELINES APPLICABLE TO MIDVAAL LOCAL MUNICIPALITY

3.1 INTRODUCTION

One of the objectives of the Midvaal Integrated Development plan is to align resources and expenditure with community needs. To fulfill this role, the Municipality needs to align itself with National and Provincial directives and draw these down into the spectrum of local service delivery.

The political leadership of the Midvaal Municipality put forward a Vision, Key Priorities and Focus Areas for Service Delivery which have to be achieved (fully or partly) during their term of office. The Focus Areas or Key Performance Areas (KPA's) are based on the most pertinent National and Provincial Government directives which impact on Local Government service delivery, and set out the strategic priorities of the Municipality and forms the basis for the Municipal budget. The KPA's, in combination with the National and Provincial Government directives are collectively referred to as the Strategic Agenda for the Midvaal Municipality.

The IDP is primarily founded on the Strategic Agenda and translates the strategic directives emanating from this into Departmental Objectives, Strategies and Projects (Chapter 4), and the Financial Plan (Chapter 5) for the Municipality.

3.2 KEY DETERMINANTS TO THE IDP

3.2.1 LOCAL DIRECTIVES

The following section reflects on the Vision, Principles and Fundamentals of the Midvaal Municipality.

3.2.2 VISION

The Vision of the Midvaal Municipality is to achieve:

“The Midvaal Municipal area, as the southern growth point of Gauteng, will be a renowned centre for residential settlement, tourism, agriculture, business, industry and commerce. We strive to enhance and sustain the quality of life in our urban and rural areas”.

3.2.3 PRINCIPLES UNDERLYING THE VISION

The vision is underpinned by the following principles:

- Sustainable growth and development;

- Quality, affordable services;
- Financial health and fiscal discipline;
- Transformation and integration;
- Accountable and transparent local government;
- Recognition – diversity;
- Respect – fundamental rights;
- Equity;
- Focus on supply side economics and asset management;
- Safe and secure living environment;
- Importance of Open Space System and natural assets.

3.2.4 FUNDAMENTALS

The Vision will provide direction in the planning process and will ensure that the process is focussed. In terms of the Vision, there are certain fundamentals or non-negotiable, which, together with the underlying principles, provide guidelines for decision-making. These guidelines should form the basis for any decision made by the Midvaal Municipality, stakeholders, interested and affected parties and potential investors. The following fundamentals for development were identified and confirmed through public involvement:

- Promote development which is in line with the Midvaal Spatial Development Framework and Provincial Urban Edge (Provincial Urban Edge Policy)

- Protect the Midvaal Central Business District (CBD) (Meyerton CBD) as the primary node.
- Protect and promote public and private investment.
- Preserve and protect natural resources and sensitive environmental areas.
- Support the socio-economic growth and development of the regional and sub-regional centres to the benefit of the entire Midvaal Municipality.
- Promote physical, social and economic integration within the Midvaal Municipality.
- Consistency in policies, strategies, land use management and by-laws.

3.2.5 MIDVAAL KEY PERFORMANCE AREAS

- Provision of Infrastructure;
- The establishment of work opportunities and the promotion of economic investment opportunities;
- The provision of adequate social and recreational facilities;
- The provision of housing in an integrated manner;
- Safety and Security; and
- Environmental awareness.

3.3 MIDVAAL SPATIAL DEVELOPMENT FRAMEWORK

3.3.1 INTRODUCTION

The Spatial Development Framework for the Midvaal area is a visual representation of the Development Vision and Interventions required for achieving the Development Objectives. The Spatial Development Framework should not be interpreted as a blueprint or master plan aimed at controlling physical development, but rather the framework giving structure to an area while allowing it to grow and adapt to changing circumstances. The Spatial Development Framework needs to be closely read with the fundamentals, objectives, strategies, programmes, interventions and projects. *Please refer to **Map 1: Midvaal Spatial Development Framework** as well as full document for more details.*

The Spatial Development Framework indicates areas of existing development and proposed expansion for specific land uses, e.g. industrial development, institutional development, residential development etc. The Framework Plan indicates broad desirable land use categories and should be supplemented by a Land Use Management System to address land use management, densities, floor areas, height zones etc.

This plan should be seen as a framework aimed at promoting and guiding a development in accordance with the Vision and Fundamentals.

The following are considered as key issues to be addressed by the Spatial Development Framework:

- ❖ **Distorted urban form and structure – scattered location of settlements and population concentrations.**
- ❖ **Poor accessibility to social and economic activities for rural populations.**
- ❖ **Linear urban form with ribbon development along major roads, resulting in sprawl. There is no clear hierarchy of nodes and settlements in the area.**
- ❖ **Limited information on environmental issues. This also makes an assessment of the environmental impact of spatial development difficult.**
- ❖ **Informal settlements with high population densities and poor access to basic services. These settlements are not integrated into the urban fabric and are dormitory residential areas, with no supporting land uses.**
- ❖ **Under-utilisation of the railway network and inefficient public transport.**

The following sets out the objectives for spatial form and physical development in Midvaal, with strategies and interventions for achieving this.

Development in South Africa is broadly guided and directed by a wide range of legislation. Some legislation is discipline specific e.g. housing, transport and environment, while others are more generic in nature, focusing on planning processes, alignment of planning processes and proposals, and the legal requirements pertaining to plans to be compiled.

3.3.2 LEGAL FRAMEWORK

- ***THE MUNICIPAL SYSTEMS ACT, 2000 [ACT NO. 32 OF 2000]***

In terms of Chapter 5 of the Municipal Systems Act each local authority in South Africa is required to compile an Integrated Development Plan for its area of jurisdiction. In Section 26 of the Municipal Systems Act it is furthermore stated that the core components of an Integrated Development Plan are the following:

- a) the **municipal council's vision** for the long term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- b) an **assessment of the existing level of development** in the municipality, which must include an identification of communities which do not have access to basic municipal services;

- c) the **council's development priorities and objectives** for its elected term, including its local economic development aims and its internal transformation needs;
- d) the **council's development strategies** which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;
- e) a **spatial development framework** which must include the provision of basic guidelines for a land use management system for the municipality;
- f) the **council's operational strategies**;
- g) applicable **disaster management plans**;
- h) a **financial plan**, which must include a budget projection for at least the next three years; and
- i) the **key performance indicators and performance targets** determined.

One of the elements of an Integrated Development Plan listed above [paragraph (e)] is thus the Spatial Development Framework. This document deals with that component of the IDP.

- **GOVERNMENT GAZETTE NO.22605 OF 2001**

In terms of **Government Gazette No. 22605** dated 24 August 2001, a Spatial Development Framework of an Integrated Development Plan should at least achieve the following objectives:

- a) to **give effect to the principles of land development** as contained in Chapter 1 of the Development Facilitation Act [Act 67 of 1995];
- b) to **set out objectives** that reflect the desired spatial form of the municipality;
- c) to **contain strategies and policies** regarding the manner in which to achieve the objectives referred to above, which strategies and policies must:
 - i. indicate **desired patterns of land use** within the municipality;
 - ii. address the **spatial reconstruction of the municipality**; and
 - iii. **provide strategic guidance** in respect of the location and nature of development within the municipality
- d) to set out **basic guidelines for a land use management system** in the municipality;

- e) to set out a **capital investment framework** for the municipality's development programmes;
 - f) to contain a **strategic assessment of the environmental impact** of the spatial development framework;
 - g) to **identify programmes and projects** for the development of land within the municipality;
 - h) to be **aligned with the Spatial Development Frameworks** reflected in the Integrated Development Plans of **neighbouring municipalities**; and
 - i) to provide a **visual representation of the desired spatial form** of the municipality, which representation will indicate where **public and private land development** and **infrastructure investment** should take place,
- ***THE GAUTENG PLANNING AND DEVELOPMENT ACT, 2003 [ACT 3 OF 2003]***

Section 31 of the Gauteng Planning and Development Act, 2003, stipulates that :

- a) Metropolitan and local municipalities shall formulate spatial development frameworks;

- b) District municipalities shall formulate a spatial development framework for the district as a whole, within which local municipalities in the area of the district municipality shall formulate more detailed and specific spatial development frameworks which shall be consistent with the district spatial development framework; and
- c) A spatial development framework shall form part of an integrated development plan prepared by a municipality in terms of section 32 of the Local Government Municipal Systems Act, 2000.

Section 32 of the Act stipulates that the subject matter of an SDF shall include:

- a) the representation in the form of a map or maps together with an explanatory report of the desired spatial form of the municipality, and
- b) the indication of where public and private development and infrastructure investment should take place;
- c) the indication of desired development and land use patterns for different areas;
- d) the indication of where development or particular land-uses should be discouraged or restricted;
- e) the principles set out in the Act;

- i. the broad indication of the areas where priority spending should take place; and
- ii. the provisions of guidelines for development and land use decision-making by the municipality.

Section 34 of the Act prescribes that any SDF should be aligned with adjoining SDF's, the provincial SDF and other national and provincial plans, policies, strategies and programmes in respect of spatial planning and development.

Section 35 of the Act stipulates that municipalities must formally adopt Spatial Development Frameworks and must give notice of such adoption in the Provincial Gazette.

In addition to existing legislation, a range of national, provincial and local development policies and plans exist to further guide and direct development in South Africa. Three of these, namely the **National Spatial Development Perspective (NSDP)**, the **Provincial Gauteng Growth and Development (GPGDS)**, and the **National Integrated Sustainable Rural Development Strategy (ISRDS)** are of particular importance in developing a Development Framework for the District as well as to guide the local municipalities in a clear direction..

The following section briefly deals with each, and highlights the most important guidelines presented.

- **NATIONAL AND PROVINCIAL POLICY AND LEGISLATIVE IMPERATIVES**

- **NATIONAL 2014 VISION**

As part of South Africa's celebration of 10 years of democracy, National Government formulated Vision 2014 to guide itself for the next ten years. The vision is to build a society that is truly united, non-racial, non-sexist and democratic. Central to this is a single and integrated economy that benefits all.

The combination of some of the most important targets and objectives making up Vision 2014 are as follows:

- *Reduce unemployment by half through new jobs, skills development, assistance to small businesses, opportunities for self-employment and sustainable community livelihoods.*
- *Reduce poverty by half through economic development, comprehensive social security, land reform and improved household and community assets.*
- *Provide the skills required by the economy, build capacity and provide resources across society to encourage self-employment with an education system that is geared for productive work, good citizenship and a caring society.*

- *Ensure that all South Africans, including especially the poor and those at risk – children, youth, women, the aged and people with disabilities – are fully able to exercise their constitutional rights and enjoy the full dignity of freedom.*
- *Compassionate government service to the people:* national, provincial and local public representatives who are accessible; and citizens who know their rights and insist on fair treatment and efficient service.
- Massively reduce health risks such as tuberculoses, diabetes, malnutrition and maternal deaths and turn the tide against HIV and AIDS, and, working with the rest of Southern Africa, strive to eliminate malaria, and improve services to achieve a better national health profile and reduction of preventable causes of death, including violent crime and road accidents.
- Significantly reduce the number of serious and priority crimes as well as cases awaiting trial, with a society that actively challenges crime and corruption, and with programmes that also address the social roots of criminality.
- Position South Africa strategically as an effective force in global relations, with vibrant and balanced trade and other relations with countries of the South and the North, and in an Africa that is growing, prospering and benefiting all Africans, especially the poor.

Vision 2014 translates into practical steps, with the following specific implications for the Midvaal Municipality:

- A growing economy.
- Sustainable livelihoods – inter alia creating job opportunities through the Expanded Public Works Programme (EPWP).
- Access to services:
 - Speed up programmes to provide water, sanitation and electricity.
 - Build more subsidised housing.
 - Improve services in health facilities.
 - Ensure that all children have decent educational facilities and services.
 - Realise Batho Pele principles and improve services in government offices.
- Comprehensive Social Security.
- Prevention of crime and corruption through enhanced, visible policing.
- Constitutional rights and governance through improved interaction between government and the people.
- ***NATIONAL SPATIAL DEVELOPMENT PERSPECTIVE (NSDP)***

The National Spatial Development Perspective was initiated in 1999 with the aim of not only providing a strategic assessment of the spatial distribution and socio-economic characteristics of the South African

population, but also gaining an understanding of the distribution of economic activity and potential across the South African landscape. Based on the research conducted, and with key trends and issues identified, the NSDP currently delineates a number of guidelines for infrastructure investment in South Africa.

The rationale behind the guidelines is rooted in the argument of **rather than investing in physical infrastructure to improve the quality of life of people living in low productivity areas, government should rather invest in people**. The logic of the latter argument is that investing in people is a more efficient use of government resources. Investing in people potentially results in increased opportunity and choice to relocate to high growth areas. Investing in places can leave people trapped in low growth areas without any guarantee that this will attract new investment into the area.

Hence, in essence, the NSDP argues that government's social objectives will be best achieved through infrastructure investment in economically sustainable areas with proven development potential. Therefore, **areas displaying little or no potential for growth should only be provided with the constitutionally mandated minimum levels of services**, and the focus of government spending should rather be on the people, i.e. social development spending. Social development spending may involve developing labour market intelligence, human resource development, and health and social transfers. Crucially, this kind of "development spending" is specifically aimed at enabling the South African youth located in areas in

which they have no hope of finding employment, to gradually gravitate to areas with high economic potential.

Consistent with this philosophy, and given the need to reach and sustain an annual economic growth rate of 6% each year, the NSDP argues that resources and collaborative government action should be concentrated on maintaining and growing the economy in the 26 locations currently contributing 83% of the national GVA (see the NSDP document). This strategy is supported by the belief that through investing in these areas, the bulk of those living in poverty in South Africa will also be reached. Currently, the Sedibeng District Municipality hosts one of the 21 functional urban areas with the biggest contribution to the national economy, namely Vereeniging in the Emfuleni LM.

As such, Vereeniging and its surrounding area (which includes Meyerton and Vanderbijlpark and Heidelberg) should be the **primary focus area for infrastructure investment within the District**. Consistent with the principles of the NSDP, areas other than Vereeniging displaying both high levels of economic potential and poverty should also be the focus of more extensive infrastructure spending.

Furthermore, in line with the NSDP, government spending should primarily be focused on "social development spending," and only providing the constitutionally mandated minimum levels of services to the numerous other settlements spread throughout the DM.

In this spirit the NDSDP proposes four sets of actions that the various spheres of government should partake in to reach its key economic and social inclusion targets. These are:

A set of generic actions such as more robust economic analysis, “proper” spatial development planning and improved monitoring and review;

Actions aimed at diversifying, strengthening and sustaining the economy and improving the integration between spaces of need and economic activity in the areas of significant economic activity, high concentrations of people and high levels of poverty;

Focused economic development actions in the areas with low levels of economic activity, high concentrations of people, and high levels of poverty; and

Supportive actions to be undertaken by each of the spheres of government to give effect to the objectives of the State.

Following from the broad philosophy and actions put forward by the NSDP, various principles to guide development decisions have also been formulated. A brief summary of these principles is given below:

Economic growth is a prerequisite for the achievement of other policy objectives, key among which would be poverty alleviation.

Government spending on fixed investment, beyond the constitutional obligation to provide basic services to all citizens (such as water, electricity as well as health and educational facilities), would therefore be focused on

localities of economic growth and/or economic potential in order to attract private-sector investment, stimulate sustainable economic activities and/or create long-term employment opportunities.

Efforts to address past and current social inequalities should focus on people, not places. In localities where there are both high levels of poverty and development potential, this could include fixed capital investment beyond basic services to exploit the potential of those localities.

In localities with low development potential, government spending, beyond basic services, should focus on providing social transfers, human resource development and labour market intelligence. This will enable people to become more mobile and migrate, if they choose to, to localities that are more likely to provide sustainable employment or other economic opportunities.

In order to overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent to or link the main growth centres. Infrastructure investment and development spending should primarily support localities that will become major growth nodes in South Africa and the Southern African Development Community region to create regional gateways to the global economy.

- **THE ACCELERATED AND SHARED GROWTH INITIATIVE FOR SOUTH AFRICA (ASGISA)**

The **Accelerated and Shared Growth Initiative for South Africa (ASGISA)** has identified a series of decisive national interventions to ensure that South Africa achieves the set growth rate (6%) needed to meet its social objectives. The interventions have been classified into six categories, which impact specifically in terms of the GDS, namely:

- Infrastructure programmes;
- Sector investment (or industrial) strategies;
- Skills and education initiatives;
- Second economy interventions;
- Macro-economic issues; and
- Public administration issues.

Nationally significant provincial infrastructure projects in Gauteng with relevance to the Sedibeng District Municipality include:

The R59 Development Corridor, which runs just north/southerly direction of the District.

Furthermore, the following infrastructure projects and “Programmes of Action” associated with ASGISA are applicable to the Province in general, and include *inter alia*:

- a) Upgrading of the Further Education and Training colleges;

- b) **Improving the availability and reliability of infrastructure services** such as provincial and local roads, bulk water infrastructure and water supply networks, energy distribution, housing, schools and clinics, business centres, and sports and recreation facilities;
- c) The development and **implementation of multi-purpose government service centres**, including police stations, courts and correctional facilities;
- d) **Maximum exploitation of agricultural potential** and opportunities;
- e) Promotion of the arts and culture industry;
- f) **Tourism growth promotion** and the preservation and development of heritage sites;
- g) Export promotion;
- h) **SMME development**;
- i) Extended Public Works Programme (EPWP);
- j) **Local Economic Development (LED)**;
- k) Urban and Rural Development Programme; and
- l) **Environmental management.**

Essentially then, a SDF for the MLM should propose a spatial strategy that will help / enable the District Municipality to realize, and align themselves with the above mentioned interventions and infrastructure projects.

- **THE NATIONAL INTEGRATED SUSTAINABLE RURAL DEVELOPMENT STRATEGY (ISRDS)**

As Midvaal LM is mostly rural, it is imperative to acknowledge the relevance of the National Integrated Sustainable Rural Development Strategy (ISRDS). Rural South Africa is faced with conditions that are widely associated with rural areas around the world, such as high levels of poverty, constrained incomes due to economies that are not sufficiently vibrant, and sparse populations. Furthermore, to add to the already dire situation, South Africa has some unique features and development challenges derived from the legacy of planned economic marginalisation by the former homeland system of the then apartheid government. Consequently, South Africa features numerous marginalised high density settlements isolated from economic opportunities and basic infrastructure provision.

In order to rectify this situation, the government launched the Integrated and Sustainable Rural Development Strategy (ISRDS). The ISRDS is designed to realise a vision that will “**attain socially cohesive and stable rural communities with viable institutions, sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people, who are equipped to contribute to growth and development**”. Translated, the strategy simply presents an opportunity for South Africa’s rural people to realise their own potential and contribute more fully to their country’s future.

The **principles** behind the ISRDS are:

- Rural development:** is multi-dimensional and much broader than poverty alleviation through social programs and transfers; it places emphasis on changing environments to enable poor people to earn more, invest in themselves and their communities and contribute toward maintenance of key infrastructure; a successful strategy will make people less poor, rather than more comfortable in their poverty.
- Sustainable:** sustainability is derived from increased local growth, and where rural people care about success and are able to access resources to keep the strategy going.
- Integrated:** integration is complex and requires effective co-ordination across traditional sectors in all levels of government; the Integrated Development Plan (IDP) process will establish a primary focus of integration at the municipal level.
- Rural Safety net:** safety nets are still needed, and South Africa is exceptional amongst developing countries in that many of the key programs of social assistance extend to rural people and prevent much hardship.

Fortunately, the MLM does not feature much levels of poverty due to the municipality’s low population figures and great local and regional comparative advantages in agriculture and transportation (R59

transportation corridor). Consequently, these should be exploited, and the spatial development planning of the DM should take into consideration the following strategic pointers emerging from the ISRDS. These include:

Planning should aim for comprehensive regional development where urban settlements form an integral part of the strategy. Supporting a population development strategy that enhances the choices open to women, that constructively engages the youth in all communities and that provides for accessible health facilities and the possibility for lifelong learning.

Planning should ensure that levels of inequality in living standards and access to basic services between rural and urban areas are reduced. Importantly, the basic focus within rural areas should be to provide only the constitutionally mandated minimum level of services in a financially sustainable manner.

Supporting commercial farming and the exploitation of export markets for agriculture. Furthermore, the marginalisation of agriculture, particularly in the former homelands, needs to be addressed.

Creating markets for rural products and integrating markets through appropriate infrastructure investments:

- Exploiting areas of mineral potential in a sustainable manner.
- Promoting tourism that enhances and protects the natural environment.

- **SEDIBENG GROWTH AND DEVELOPMENT STRATEGY (SGDS)**

Another important government initiative implemented during the past few years is the Sedibeng Growth and Development Strategy (PGDS) programme. Through the Provincial Growth and Development Strategies, the first generation SGDS was compiled within the parameters set by the National Spatial Development Perspective, as well as the Integrated Sustainable Rural Development Strategy as defined by national government.

A PGDS is a “**strategic and integrated provincial development plan that provides direction and scope for province-wide development programmes and projects**, within the context of a long-term perspective and taking into consideration resources available and constraints.” Furthermore, a PGDS provides “**a spatially referenced framework for both public and private sector investment**, indicating areas of opportunity and development priorities and enabling intergovernmental alignment.”

In essence then, the Provincial Growth and Development Strategies are aimed at providing strategic directives to District and Local Municipalities in formulating their more detailed Integrated Development Plans (IDPs), and Spatial Development Frameworks (SDF). It is thus essential that the issues and directives emanating from PGDSs’ be compatible with the vision, priority areas, and guidelines of SDFs of local and district municipalities.

Strategy	Focus Area
Reinventing the Economy	Promote the establishment of manufacturing sector; Tourism and leisure; Residential Property Development; Agriculture; Green Sector; Role of Government;
Renewing our Communities	Change nature of Housing Delivery; Making Sedibeng attractive Concentrate public investment in identified nodes; Renew CBD's;
Reviving over Environment	Partnership to manage the environment; Initiatives to clean our water, land and air; Waste and recycling;
Reintegrating our Region	Improved Transport connectivity; Revitalisation of corridors; Well developed logistical support to industry and business; ICT Connectivity; Integrated Residential

Strategy	Focus Area
	development;
Releasing Human Potential	Local Partnership for education and training; Building Social capital; Promotion of BBBEE; Network of leaders;

3.3.3 DEVELOPMENT PRINCIPLE

The main principles which should underpin development in South Africa, as prescribed in Section 3 [1] of the Development Facilitation Act [DFA] [Act 67 of 1995], are as follows :

- a) Promote the integration of the social, economic, institutional and physical aspects of land development.
- b) Promote integrated land development in rural and urban areas in support of each other.
- c) Promote the availability of residential and employment opportunities in close proximity to or integrated with each other.
- d) Optimise the use of existing resources, including resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation, social facilities, etc.
- e) Promote the development of diverse combinations of land uses, also at a detail level.

- f) Discourage the phenomenon of “urban sprawl” and promote the development of more compact towns.
- g) Promote the correction of the historically distorted spatial patterns of settlement in South African towns and cities.
- h) Promote environmentally sustainable land development practices and processes.
- i) Promote the establishment of viable communities.

The national Land Use Management Bill of South Africa [30 March 2001] prescribes 5 “directive principles” in Chapter 2, which can be summarized as follows:

Sustainability – sustainable management and use of the resources making up the natural and built environment.

Equality – everyone affected by spatial planning, land use management and land development processes and decisions should enjoy equal protection and benefits and no one should be subjected to unfair discrimination.

Efficiency – the optimum development results should be achieved with the minimum consumption of resources.

Integration – the separate and diverse elements involved in spatial planning, land use management and land development should be combined and co-ordinated into a more complete and harmonious whole.

Fair and good governance – spatial planning, land use management and land development should be democratic, participatory and legitimate in nature.

The Gauteng Planning and Development Act, No. 3 of 2003, lists a number of principles to promote spatial restructuring and sustainable development, *inter alia* the following:

- a) Promote compact urban development, limit urban sprawl and protect agricultural resources.
- b) Support the correction of historically distorted spatial development patterns.
- c) Promote integrated urban and rural development in support of each other.
- d) Optimize the use of existing resources.
- e) Promote the establishment of viable communities.
- f) Balance environmental considerations and economic imperatives.
- g) Ensure the safe utilization of land.

The above DFA, Land Use Management Bill and Gauteng Planning and Development Act principles provide the broad policy framework of national and provincial government within which local authorities have to conduct their day-to-day affairs and development initiatives. The fundamental, underlying principle is the promotion of sustainable development, i.e. finding a balance between the natural, social and economic environment.

This definition is also in line with the Local Agenda 21 principles.

3.3.4 SDF - DEVELOPMENT GUIDELINES / STRATEGIES

Spatial development, capital investment as well as public and private infrastructure investment should be in accordance with the Spatial Development Framework. In this regard, public and private investment should be focused on the optimal use of existing resources, as well as addressing service backlogs. In this regard, the projects put forward in terms of the IDP, indicated on the Project Plan, should enjoy highest priority in terms of public and private investment.

An integrated Land Use Management System should be implemented for the entire Midvaal area, to improve on the current situation of a multitude of Town Planning Schemes applicable to the area. The Land Use Management System should promote the objectives and strategies for spatial development set out in this section of the Integrated Development Plan.

Development / new development must be guided by the following guidelines:

- ❖ **Give effect to the implementation of the Urban Edge as put forward in terms of the Gauteng Spatial Development Framework.**
- ❖ **Protection of Open Spaces and Conservancies;**

- ❖ **Protect rivers, wetlands, watercourses, drainage areas and areas of historical and cultural significance.**
- ❖ **Promote a strong transportation network;**
- ❖ **Promote Compact Urban Form;**
- ❖ **Promote the concentration of non-residential activities in nodes;**
- ❖ **Promote appropriate mixed land uses in nodes, even at the scale of individual erven;**
- ❖ **Promote appropriate mixed land uses within areas identified for mix use development, subject to the following criteria :**
 - a) The surrounding area / existing developments must be taken into consideration;
 - b) Availability of Infrastructure to support proposed land use / development;
 - c) Compliment and support existing / approved / legal surrounding land uses;
 - d) Must be compatible with surrounding developments / area and build form;
 - e) Access to the satisfaction of the controlling authority;
 - f) No or limited environmental impact on the area / surroundings;

- ❖ **Promote appropriate mixed land uses in the Economic Corridor along the R59;**
- ❖ **Protect the character and amenity of existing residential areas (urban and rural);**
- ❖ **Manage densification and infill in accordance with the above-mentioned measures or specific policies or framework plans for specific areas;**
- ❖ **Support for major development such as Doornkuil / Savanna City / Klipriver Business Park.**

➤ **URBAN EDGE**

INTRODUCTION

The proposed urban edge is largely predicated on the provincially demarcated urban edge, with some modifications in certain areas. The provincial urban edge delineation process promotes and guides development of new areas within the municipalities.

The objective of the Urban Edge is to contain urban sprawl and focus on infill and densification, thereby maximizing the use of existing engineering infrastructure and the optimization of the existing transportation network.

The urban edge delineation process thus welcomes the opportunity to make proposals for a revised Urban Edge, which while continuing to limit

urban sprawl and expansion also acknowledges developmental pressures of a growing economy and population.

The Sedibeng District Municipality, in conjunction with the Local Municipality of Midvaal LM annually submit one (1) joint proposal for the delineation of the Urban Edge. The proposal is based upon the approved Sedibeng District Municipality Spatial Development Framework, which is contained in the IDP 2007-2011.

The annual proposal of urban edge amendment is based on the following criteria:

- **CONSERVATION OF THE ENVIRONMENT**

The Municipality has environmental resources which can contribute to the promotion of tourism and related activities. The promotion of tourism should not be viewed to be in conflict with conservation, but rather as an asset to enhance the regional economy. However, environmental concerns will continue to be managed in terms of the relevant legislation and the EIA processes can suggest or ensure the relevant mitigation and conservation measures.

- **OPTIMAL UTILIZATION OF ENGINEERING SERVICES**

A number of areas where no/ limited bulk infrastructure exists have been identified for inclusion into the Urban Edge owing to the following reasons:

- To maximize the tourism potential along natural attributes;

- To acknowledge areas which have been subject to development pressure, where a number of applications have been approved by the respective Local Municipalities; and
- To minimize the effect of fragmented localized engineering solutions on developments at the periphery of the existing urban areas.

• OPTIMIZATION OF PUBLIC TRANSPORT

The Sedibeng SDF focuses development along the major transportation corridors of the N1, N3, and nodal areas along the N17 and R59 as well as inter-urban corridors (R54, R23, R28, R57, R103 and the R42) along which future integrated developments is proposed. With the inclusion of these corridors within the Urban Edge, it will facilitate and promote the optimization of public transport and densification along the corridors.

It is proposed that developments adjacent to corridors outside the Urban Edge be supported for tourism.

➤ RE-ALIGNMENT OF THE 2010-2011 URBAN EDGE

The urban edge delineation process within Midvaal LM included the following:

The areas are Klipriver business development area, the Heineken Development, areas along the R59 (from Garthdale going South to Golfpark). In addition, it includes the Meyerton CBD (North to South). Also in the proposal, the extension proposes an extension North wards along Provincial Route R59 to include the whole area between Route R59 and the Klipriver.

The Spatial Development Framework proposes certain amendments to the alignment of the current Urban Edge due to the existing spatial development pattern of the Midvaal Area and much needed new development initiatives.

The amendments are as follows:

- To include Doornkuil – EIA and Township Establishment approved;
- To include the existing Towns : Riverdale & Kliprivier (Kookrus) Townships;

The amended urban development area includes the existing proclaimed townships of Kliprivier (Kookrus) and Riversdale, which are excluded from the provincial proposal.

The proposed extension of the urban edge in these areas will ensure that sufficient land is available for future residential development in close proximity to the Meyerton CBD, which already has most of the social facilities and other urban amenities to cater for such development (**Refer to Map2: Midvaal Urban Edge for more details**).

In line with the provincial guidelines, the Sedibeng District Council confirms that the urban edge can and may be amended in future as and where this may be required, based on the merit of the situation.

➤ **PROTECTION OF OPEN SPACE AND CONSERVATION AREAS**

The Spatial Development Framework currently provides a conceptual representation of the Municipal Open Space System. Once the necessary planning exercises have been completed to identify the MOSS, the Spatial Development Framework should be updated to incorporate these exact areas. The MOSS will then be implemented through the Spatial Development Framework as well as policies and guidelines for the protection of these areas.

Currently, Sedibeng District Municipality is conducting a Regional Open Space System and it must be noted that a detailed strategic environmental assessment does not form part of this document. The results of this exercise will serve to enhance the detail pertaining to the regional open space system to be conserved and developed in the district in future. The open space system is predicated on the major watercourses, ridges and koppies and other natural features within the study area. All sites identified as irreplaceable in the GDARD Gauteng Conservation Plan must be accommodated in the primary open space system, with appropriate buffers and corridors.

The GDARD policy of buffer zones around ridges, water courses/bodies and other environmental features should be incorporated into the open space planning of the district. As far as rivers and wetlands are concerned, a minimum of 50-100m above the 1:100 year floodline is required as a buffer. All development should be in line with the approved Midvaal Environmental Management Framework of 2007.

The Suikerbosrand Nature Reserve is a major nature reserve with a well developed tourism and recreational infrastructure. However, the reserve is under threat from urban sprawl. Low cost informal housing in the Katoorus area to the north in Ekurhuleni is having some impact on the immediate local environment. Reserves are protected by means of a buffer that consist of an open land or low intensity agricultural uses.

The Suikerbosrand Nature Reserve and Vaal Dam should be protected and promoted through land uses that could attract further tourism to the area.

➤ **PROMOTION OF A STRONG MOVEMENT NETWORK**

A strong movement network is required to create regional and local linkages and promote connectivity between nodes. The R59 is the most prominent road in the Midvaal area. This road should be promoted as an Economic Spine, with economic uses along the road, as well as the promotion of public transport and transport facilities along the road. The R59 should be promoted as a movement corridor within the Midvaal area and a link with surrounding nodes, service centres and tourism attractions.

The location of the R59, Morris Road and the railway line as parallel movement networks in close proximity to each other lends itself to corridor development; therefore the Economic Spine is promoted along this potential corridor. Ribbon development along other roads is however not promoted, as these impact on the mobility of the movement network. The R82 also provides for movement in the Western part of the area.

The Midvaal has two commuter rail lines, both running north-southwards, linking Vereeniging and Vereeniging towards Free State province with Johannesburg and Germiston.

As per the Global City region report, railway services should represent the core service around which public transport is provided. The existing railway lines are a permanent infrastructure and they will always present opportunities for transit orientated development.

Currently there are no extensions to the existing commuter rail system and services are foreseen at this stage, however the upgrading of stations and development of intermodal transport facilities should be promoted through economic development and transport plans.

➤ **PROMOTION OF COMPACT URBAN FORM**

Unmanaged densification in the rural areas, land invasion and unmanaged urban expansion lead to inefficient urban form and functioning. The Spatial Development Framework for the Midvaal area promotes compact urban form through the nodal hierarchy. Informal settlements are shown on the Spatial Development Framework. These areas should be contained to their current extent to enable formalisation and upgrading and areas should be formalised and upgraded within specific guidelines for future development and provision of non-residential land uses.

In the formal urban areas densification is promoted in and around nodes and open spaces, subject to the availability and capacity of engineering

services. The Land Use Management System should provide guidelines in terms of appropriate densities, height, coverage and floor area ratios.

The promotion of a hierarchy of nodes as concentration points for activities and non-residential uses is critical to achieve compact urban form and promote a viable public transport system. The location of existing and proposed nodes is indicated on the Spatial Development Framework. Further intensification of nodes should however be subject to the availability of engineering services.

Protection of property values and investment, particularly residential investment is extremely important; hence concentration of non-residential activities is promoted in nodes. These activities should however be of appropriate scale and intensity to complement the nodes. The Meyerton Central Business District should be promoted as the location for highest order goods and services. Neighbourhood supporting functions and uses should be supported in the Secondary and Tertiary Nodes.

The Spatial Development Framework ensures the protection of natural areas and prime agricultural land against urban sprawl. Natural areas of conservation and tourism significance are indicated, as well as land with high commercial agricultural value. The intrusion of urban uses and subdivision of land in these areas should be discouraged.

➤ **PROMOTION OF A HIERARCHY OF NODES**

The Spatial Development Framework indicates the hierarchy of nodes for the Midvaal area. It also indicates the proposed location of service centres in the Secondary and Tertiary Nodes.

The exact location of the Tertiary Nodes has to be established in terms of the business plans for the Multi Purpose Community Centres. A concentration of economic and social activities and services in the nodes should be encouraged to promote viable levels of activity within these centres.

The following hierarchy of nodes is proposed:

- ❖ **PRIMARY NODE:** Meyerton CBD / Sicelo;
- ❖ **SECONDARY NODES:** Meyerton North and South, Doornkuil, Walkersville, De Deur, Vaal Marina.
- ❖ **TERTIARY NODES:** Henley on Klip, Mamello and Kliprivier.
- ❖ **PROPOSED AND EXISTING MULTI-PURPOSE COMMUNITY CENTRES:** Kliprivier, Doornkuil, Ohenimuri, Sicelo and Lakeside

Existing concentrations of non-residential development, particularly industrial and commercial in Randvaal, Highbury and Valley Settlements are also recognised as growth points along the R59 Highway.

The Secondary and Tertiary Nodes are seen as the prime areas for intensification of business and commercial uses. The high population densities just outside the Western boundary of Midvaal in Orange Farm were also considered in the Spatial Development Framework.

❖ **PRIMARY NODE - CENTRAL BUSINESS DISTRICTS [CBD'S]**

The major mixed use activity node within municipality is Meyerton. This area represents massive concentrations of public and private investment and is a huge asset which needs to be protected and maintained at all costs.

The Meyerton CBD is in a fair condition; however it requires strategic development guidance to ensure its long-term feasibility.

❖ **SECONDARY NODES - RURAL SERVICE CENTRES**

The concept of rural service centres entails the clustering of community services and facilities [e.g. schools, clinics, emergency services, pay points, community halls, etc.] in a central area serving a surrounding rural population. Such clustering of services obviously holds some economies of scale, e.g. multi-use and maximal utilization of facilities, transport cost savings, etc.

A number of rural service nodes are already present within the Midvaal area, as follows:

VAAL MARINA / MAMELLO: which is situated in the Southern extremity of Midvaal, abutting the Vaaldam. In addition to being a major recreational/tourism area, it also serves the rural population in the Southern parts of Midvaal Local Municipality.

WALKERVILLE / DE DEUR: These nodes, which are situated on Route R82, serve the rural population in the Western and North Western part of Midvaal between the R59 and N1 freeways.

DOORNKUIL: Development of such Secondary Nodes / Rural Service centres should be promoted and constructed simultaneously with the development of the township / infrastructure to ensure effective service delivery and sustainable community.

A detail audit of current services and facilities available in the abovementioned nodes needs to be done as part of the rural development strategy for Sedibeng DM / Midvaal LM, as well as a policy pertaining to those services and facilities which should be established within such rural service centres, in addition to those which have already been established. The district and the local municipalities should as a principle prioritise the strengthening and consolidation of the existing rural service nodes, before attempting to establish or develop new ones.

❖ **TERTIARY NODES**

The concept of Tertiary Nodes entails the clustering of community services and supporting facilities [e.g. schools, clinics, emergency services, pay points, community halls, etc.] in a central area serving a community / settlement.

❖ **EXISTING AND PROPOSED MULTI PURPOSE COMMUNITY CENTRES (MPC)**

The concept of Multi purpose Centres entails the clustering of community services and supporting facilities [e.g. schools, clinics, emergency services, pay points, community halls, etc.] for a specific community / settlement . Such clustering of services obviously holds some economies of scale, e.g. multi-use and maximal utilization of facilities, transport cost savings, etc.

- **Existing MPC**
Lakeside, Sicelo
- **Proposed MPC**
Kliprivier, Doornkuil, Ohenimuri

➤ **R59 – ECONOMIC DEVELOPMENT CORRIDOR**

The economic development corridor includes the promotion of an economic hub within the R59 and M61 (on the eastern side of the R59) as well as the commuter rail line, running parallel to one another from Meyerton North wards, provide an opportunity for the development of a fully fledged development corridor.

The stretch of land on the Eastern side of the R59 already displays all the signs of a rudimentary development corridor, with a variety of industrial and commercial uses having established in this area, interspersed with residential development and stretches of vacant land.

Generally an economic development or activity corridor can be defined as a linear strip or area, approximately 500m to 2km wide, connecting large activity nodes, traversing urban or inter-urban areas, surrounding major transport facilities, providing an appropriate regional level of mobility and accessibility to adjacent areas, and containing a high concentration of population and mixed land uses [job opportunities]. In the context of the R59 as an economic corridor, it has the above mentioned characteristics.

The R59 corridor accommodates major linear transport routes which are the rail, freeways as well as the arterials. Along the corridor, there are areas or nodes for job opportunities [industrial, commercial and business], social, cultural and sporting facilities as well as the residential accommodation. Also, the R59 activity corridor incorporates activity spines, nodes and streets.

The R59 should be promoted and developed in accordance with the R59 Strategy. Furthermore a Development Framework for the R59 should be formulated which includes amongst other the type of land uses permitted, intensity and scale (e.g. Floor Area Ratio and Height) and aesthetical guidelines (Urban Design) of the R59 Economic Development Corridor. (Refer to the R59 Strategy for more detail).

➤ **R82 – MOBILITY / RESTRICTED DEVELOPMENT CORRIDOR**

The following principles will be applied in deciding on desirable and permissible land uses along the R82 Activity Spine:

- Protect the existing major nodes in the Midvaal LM area, specifically the CBD and industrial areas of Meyerton / Midvaal;

- Protect the corridor status of the R59 and prevent competition between the R59 and R82;
- Restrict development along the R82 to identified nodes;
- Limit and manage development permitted along the R82 to ensure that the road is upgraded to improve safety and service standards as well as protect the mobility function of the route;
- Protect the existing rural character and associated tourism potential of Midvaal Local Municipality along and / or in close proximity to the R82;
- Maintain the farms and agricultural holdings in the area for agricultural and rural residential purposes;
- Amenity and rural residential character along / adjacent to / in close proximity to the R82 should be protected.

➤ **URBAN RESIDENTIAL AREAS**

Protect the amenity and character of the existing residential areas by means of:

- Not allowing non residential land uses within these areas;
- Promote residential densification in terms of Council Policy and availability of infrastructure;

➤ **INDUSTRIAL/ COMMERCIAL AREAS**

The major industrial/commercial areas in the district are as follows :

Meyerton; Klipriver Business Park, Waterval, Highbury, Sybrand van Niekerk and Daleside / Witkop

Substantial parcels of vacant industrial-zoned land are still present within most of the abovementioned areas, development of these land parcels should receive priority. Light industrial and commercial development will be an important component of the land use mix which will eventually make up the proposed R59 economic development corridor.

As far as heavy/noxious industrial development is concerned, it should be ensured that adequate buffer zones are created between this development and surrounding residential development.

These types of land uses need to be concentrated and strategically located in terms of compatible land uses and environmental impact, as well as accessibility.

➤ **INFORMAL SETTLEMENTS**

The formalisation of informal settlements needs to be achieved through upgrading programmes. This is done as part of the low cost housing process, in terms of provincial housing subsidies.

➤ **RURAL RESIDENTIAL AND PERIPHERAL USES**

Most of the agricultural holdings within the Midvaal LM area of jurisdiction, as well as some of the areas falling directly outside the proposed urban edge, are proposed for “Peripheral Uses” and “Rural Residential”.

There is almost never a sharp cut-off point between urban development and extensive agriculture, and it is therefore envisaged that a transitional area will develop on the agricultural holdings and around the urban edge, which may comprise of a range of different peripheral uses.

It is proposed that low intensity land uses associated and compatible with agricultural holdings and rural residential areas may be supported. Intensive agriculture should be promoted in these areas. If properly developed, these uses can actually support the urban edge and serve as a barrier to future expansion of the urban environment.

➤ **INTENSIVE AGRICULTURE**

As indicated in the SDF Map, the majority of the rural hinterland within Midvaal LM area of jurisdiction is earmarked for agricultural uses. These areas are in the most remote parts of Midvaal Local Municipality and are furthest removed from existing urban activity.

The agricultural potential and land use must be protected.

➤ **AREAS REQUIRING FURTHER INVESTIGATION**

- **DOORNKUIL AREA / SAVANNA CITY**

Doornkuil / Savanna City Township was approved by the Midvaal LM, subject certain conditions of which an Urban Management Plan must be approved.

- **VAAL MARINA STRATEGIC DEVELOPMENT AREA**

The Vaal Marina area which forms the Southern boundary of Midvaal Local Municipality, presents a major opportunity to diversify the local economy by means of major tourism and recreational development. The area is currently underdeveloped in terms of its potential.

A strategic development plan for this area should be drawn up as a matter of priority. Such a strategic development plan should include, *inter alia*, the following aspects:

- a) detailed environmental assessment;
- b) strategic development opportunities and objectives;
- c) physical development plan;
- d) operational and capital investment plan;
- e) engineering services plan;
- f) overall transportation plan;
- g) identification of possible investors and major role players;
- h) identification of markets; and
- i) formulation of a comprehensive marketing plan.

In the interim, development management in this area must be done in collaboration with Gauteng Department Agriculture and Rural Development (GDARD previously known as Gauteng Department of Agricultural, Conservation and Environment (GDARD)) for the benefit of the Vaalriver system as a whole.

- **TEDDERFIED AH, GARTHDALE / KLIPWATER AND SURROUNDING AREAS**

These areas are not promoted for urban development / intensification / densification due to the following reasons : (Not limited to the following)

- a) Lack of access to engineering services (capacity and availability);
- b) Outside the Urban Edge;
- c) Environmental sensitivity;
- d) Geotechnical conditions;

However there are constant development pressures in these areas as a result of proposed development within the City of Johannesburg and Ekurhuleni Municipality's area of jurisdiction, whereby the proposed developments are located direct to the north of Tedderfield AH, Garthdale / Klipwater.

No large scale urban development will be considered prior to the compilation and approval of a comprehensive and detailed Development Framework Plan for the aforesaid areas.

Densification within the urban areas may be permitted, subject to the availability of infrastructure and in accordance with Council Policy.

➤ **FOCUS AREAS FOR LAND REFORM AND RURAL LED DEVELOPMENT**

Land reform and rural local economic development are seen as crucial to the future political stability and economic growth within Midvaal local municipality.

Most areas in the Midvaal Local municipality, especially the land east of Meyerton is generally highly suitable for agricultural development. Areas between the Klipriver and the Suikerbosrand Nature Reserve are characterised by a high agricultural potential.

These areas are characterized by intensive commercial crop cultivation, including dry land and irrigated crops.

➤ **ECO-TOURISM ACTIVITIES.**

The R42, R549 and R54 has been classified as Tourism Corridors, and supportive tourism initiatives and hospitality land uses as per the Urban Edge Provincial Policy may be supported.

Eco-tourism activities and facilities in general should be actively promoted and properly developed in addition to the aforesaid Tourism Corridors, subject to the following criteria :

- Must be compatible with the character of the area;
- May not interfere with or negatively impact on the amenity of the area;
- Scale and Intensity must be compatible with the area;

➤ **LAND USE MANAGEMENT**

At present the Midvaal Municipality is making use of the following statutory land management documents

Town Planning Schemes:

- Walkerville Town Planning Scheme, 1994;
- Peri-Urban Town Planning Scheme, 1978;
- Randvaal Town Planning Scheme, 1994;
- Meyerton Town Planning Scheme, 1986;
- Vereeniging Town Planning Scheme, 1992;
- Vaal Marina Town Planning Scheme, 1993;

Environmental Policy:

- Midvaal Environmental Management Framework

The need for uniform land use management measures and policies throughout the Midvaal area is however essential. The Land Use Management Bill, which requires that a uniform Land Use Scheme must be formulated for an area, has been promulgated.