

CHAPTER FOUR

Spatial Development Framework

4.1 Purpose, Principles and Objectives

The preparation of the Matatiele Municipality Spatial Development Framework (SDF) is based on the Status Quo Analysis and is guided by those development informants, which have a spatial implication.

The SDF is also guided by policy documents and legislation providing spatial strategic guidelines to include, amongst other;

- the Development Facilitation Act (DFA)
- the Housing Act and White Paper
- the National Environment Management Act (NEMA)
- the White Paper on South African Land Policy
- the Green Paper on Development and Planning

4.2 Legislation and Policy

The Regulations promulgated in terms of the Municipal Systems Act, 2000 set out the following requirements for a Spatial Development Framework:

A spatial development framework reflected in a municipality's integrated development plan must:

- (a) *give effect to the principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act No. 67 of 1995);*
- (b) *set out objectives that reflect the desired spatial form of the municipality;*
- (c) *contain strategies and policies regarding the manner in which to achieve the objectives referred to in paragraph (b), which strategies and policies must-*
 - (i) indicate desired patterns of land use within the municipality;*
 - (ii) address the spatial reconstruction of the municipality; and*
 - (iii) provide strategic guidance in respect of the location and nature of development within the municipality.*
- (d) *set out basic guidelines for a land use management system in the municipality;*
- (e) *set out a capital investment framework for the municipality's development programs;*

- (f) *contain a strategic assessment of the environmental impact of the spatial development framework;*
- (g) *identify programs and projects for the development of land within the municipality;*
- (h) *be aligned with the spatial development frameworks reflected in the integrated development plans of neighbouring municipalities; and*
- (i) *provide a visual representation of the desired spatial form of the municipality, which representation –*
 - (i) *must indicate where public and private land development and infrastructure investment should take place;*
 - (ii) *must indicate desired or undesired utilization of space in a particular area;*
 - (iii) *may delineate the urban edge;*
 - (iv) *must identify areas where strategic intervention is required; and*
 - (v) *must indicate areas where priority spending is required”.*

4.2.1 The principles contained in the Development Facilitation Act (DFA)

Chapter 1 of the DFA sets out a number of principles which apply to all land development. The following principles would apply to the formulation and content of a Spatial Development Framework.

- a) *Policies, administrative practice and laws should:*
 - (i) *provide for urban and rural land development;*
 - (ii) *facilitate the development of formal and informal, existing and new settlements;*
 - (iii) *discourage the illegal occupation of land, with due recognition of informal land development processes;*
 - (iv) *promote speedy land development;*
 - (v) *promote efficient and integrated land development in that they:*
 - *promote the integration of the social, economic, institutional and physical aspects of land development;*
 - *promote integrated land development in rural and urban areas in support of each other;*
 - *promote the availability of residential and employment opportunities in close proximity to or integrated with each other;*
 - *optimize the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities;*
 - *promote a diverse combination of land uses, also at the level of individual erven or subdivisions of land;*
 - *discourage the phenomenon of “urban sprawl” in urban areas and contribute to the development of more compact towns and cities;*

- *contribute to the correction of the historically distorted spatial patterns of settlement in the Republic and to the optimum use of existing infrastructure in excess of current needs; and*
 - *encourage environmentally sustainable land development practices and processes.*
- b. *Members of communities affected by land development should actively participate in the process of land development.*
- c. *The skills and capacities of disadvantaged persons involved in land development should be developed.*
- d. *Policy, administrative practice and laws should promote sustainable land development at the required scale in that they should –*
- (i) promote land development which is within the fiscal, institutional and administrative means of the Republic;*
 - (ii) promote the establishment of viable communities;*
 - (iii) promote sustained protection of the environment'*
 - (iv) meet the basic needs of all citizens in an affordable way; and*
 - (v) ensure the safe utilization of land by taking into consideration factors such as geological formations and hazardous undermined areas*
- e. *Each proposed land development area should be judged on its own merits and no particular use of land, such as residential, commercial, conservational, industrial, community facility, mining, agricultural or public use, should in advance or in general be regarded as being less important or desirable than any other use of land.*
- f. *Land development should result in security of tenure, provide for the widest possible range of tenure alternatives, including individual and communal tenure, and in cases where land development takes the form of upgrading an existing settlement, not deprive beneficial occupiers of homes or land or, where it is necessary for land or homes occupied by them to be utilized for other purposes, their interests in such land or homes should be reasonably accommodated in some other manner.*
- g. *A competent authority at national, provincial and local government level should coordinate the interests of the various sectors involved in or affected by land development so as to minimize conflicting demands on scarce resources.*

- h. Policy, administrative practice and laws relating to land development should stimulate the effective functioning of a land development market based on open competition between suppliers of goods and services.*

4.2.2 EASTERN CAPE PROVINCIAL SPATIAL DEVELOPMENT PLAN (ECPSDP)

The Eastern Cape Provincial Development Plan (ECPSDP) provides spatial context to for all sectors of development. In essence, it is a combination of two plans viz. the Provincial Development Plan (PDP) and the Provincial Growth and development Plan (PGDP). The ECPDP provides strategic principles rather than a prescriptive framework for development for local and district municipalities.

4.2.3 ENVIRONMENTAL MANAGEMENT LEGISLATION

There are several pieces of legislation that have implications on the long-term management of environmental resources around Matatiele Local Municipality. Integrating environmental management into development initiatives is not a choice but a response to the law of the Republic of South Africa. Policy and legislation have specific stipulations on the matter.

4.2.4 SOUTH AFRICAN CONSTITUTION (Act No 108, 1996)

The environmental clause of the Bill of Rights of the South African Constitution, the supreme law of the land, provides that:

Everyone has the right:

- a) To an environment that is not harmful to their health or well-being and
- b) To have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that .
 - i) Prevent pollution and ecological degradation
 - ii) Promote conservation
 - iii) Secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

4.2.5 NATIONAL ENVIRONMENTAL MANAGEMENT ACT (Act No, 107, 1998)

The Environmental Management Act 107 of 1998 provides an overall framework for environmental management in South Africa to ensure the effective protection and responsible utilization of the environment. According to the Act, the protection of the environment and the promotion of sustainable utilization of natural resources will take place as a matter of policy.

Its prime aim is to provide for co-operative governance to establish principles for decision making on matters affecting the environment, establishing institutions to promote co-operative governance and establishing procedures for coordinating environmental functions

4.2.6 CONSERVATION OF AGRICULTURAL LAND ACT (Act No 43, 1983)

The Act provides for, among others, control over the utilization of the natural agricultural resources to promote the conservation of the soil, water sources and vegetation, and the combating of weeds and invader plants.

4.2.7 MOUNTAIN CATCHMENT AREAS ACT (Act No 63, 1976)

The Act recognizes mountain catchments as sensitive areas and makes provision for their conservation. This is especially important for Matatiele Local Municipality as the area still possesses some of the most pristine mountain resources.

4.2.8 NATIONAL WATER ACT (Act No.36, 1998)

Application of this legislation will ensure that Matatiele Local Municipality optimizes utilization of the water resources in the District. It aims to manage the country's water resources to meet a wide range of objectives including basic needs, equitable access, facilitating social and economic development, protecting ecosystems and preventing pollution.

4.2.9 NATIONAL FORESTS ACT (Act No 84, 1998)

Sustainable management of the Matatiele LM forest resources can be realized and equity achieved through application of this Act with the development of criteria, indicators and standards as per provisions of the Act.

4.2.10 MINERALS ACT (Act No.50, 1991)

Concerns that have been repeatedly raised of late will be addressed as application of this piece of legislation regulates prospecting and exploitation, and also regulates utilization and rehabilitation of land during and after prospecting and mining operations, including quarry and sand mining.

4.2.11 THE HOUSING ACT (Act No 107, 1997)

The Housing Act, 1997 stipulates that housing development must take due cognisance of the impact of housing development on the natural environment. Flowing from the White Paper the Act expands on the provisions of the Constitution, prescribes general principles for housing development. The

Housing Act, 1997 states that national, provincial and local spheres of government must ensure that housing development is based on integrated development planning. The Integrated Development Planning process ensures that all plans (e.g. water services plans, housing development plans, EIAs) are considered when developing an area.

4.3 THE IDP'S STRATEGIC FRAMEWORK

In addition to the national and provincial legislation and policies as set out above, the SDF would also be guided by the IDP's Strategic Framework.

The vision of the Municipality focuses on the following:

“To provide the quality services that meet the needs of the community in an effective and efficient manner in accordance with the national guidelines on service delivery.”

The Strategic Framework also contains a wide-ranging set of objectives and strategies which are aimed at addressing a number of key issues. The following objectives are especially relevant to the formulation of a SDF.

- Improve accessibility in rural areas and improve linkages between urban and rural components.
- To stimulate local economic development; with specific emphasis on tourism, agriculture, and manufacturing.
- To actively pursue the provision of housing to all communities within the Municipality, within the context of overall community development.
- To achieve a balance between the developmental needs of all local communities, the demands of the tourism and manufacturing industry and sound environmental management principles.
- To raise environmental awareness amongst all the communities in the municipal area.

4.4 AN INTEGRATED APPROACH TO DEVELOPMENT AND LAND USE MANAGEMENT

An integrated approach to land use management needs to be adopted by Municipality, which seeks to:

- Create a more efficient urban form by:
 - densifying existing urban nodes in appropriate locations

- strengthening secondary service centers
- identifying and implementing development corridors
- Ensure a more efficient use of infrastructure
- Promote more flexible land use mix in appropriate locations
- Give preference to those land uses that will assist in achieving the Municipality's Vision and particularly the local economic development and environmental objectives
- Preserve high quality agricultural land
- Ensure that environmental objectives are taken into account in the formulation and adjudication of development proposals
- Create an environment conducive to investors and small entrepreneurs
- Optimize the inherent tourism and recreation potential of the area
- Maintain and enhance local character, to ensure diversity and provide the full range of tourism needs.

4.4.1 Environmental Management

The existing landscape quality is one of the primary tourism attractions, and its maintenance should be taken into account in the formulation and adjudication of development proposals. The intrinsic bio-diversity value of eco-systems and natural habitats on commercial farmlands provide the basis for eco-tourism diversification, thus activities need to be carefully planned in order to integrate with the environmental attributes and minimize any negative impacts. In terms of land use management, the specific ecosystems and vegetation communities that require specific environmental management are wetlands, grasslands, coastal and other indigenous forests which provide the habitats of important species.

An Integrated Environmental Programme, which will form the basis of the SEA and EMP should be undertaken by the Municipality.

4.4.2 Alignment with neighbouring municipalities and District Integrated Development Plans

Alignment is being co-ordinated at District level through its SDF.

4.4.3 National and Provincial Planning Initiatives that are relevant to the Spatial

Framework

- Maluti Drakensburg Transfrontier Project
- ISRDP

4.5 FORMULATION OF A SPATIAL DEVELOPMENT FRAMEWORK

In general term, development proposals should seek to meet the following Spatial Guidelines:

- " Promote the integration of social, economic, institutional and physical aspects of land development.
- " Promote integrated development in rural and urban areas, and with each other.
- " Promote residential and employment opportunities, in close proximity to each other.
- " Optimise existing resources.
- " Promote diverse combination of land uses.
- " Promote compact urban areas and discourage urban sprawl.
- " Assist in correcting historically distorted settlement patterns, and optimise the use of existing settlements.
- " Encourage environmental sustainability.
- " Meet basic needs in an economically and environmentally efficient and sustainable manner.
- " Provision must be made for security of tenure and different tenure options.
- " Land development should be co-ordinated so as to minimise conflict and stimulate competition.
- " There should be a rapid release of land for development.
- " The disturbance of eco-systems and loss of bio-diversity must be avoided or at least minimised and remedied.
- " Pollution and degradation of the environment is to be avoided, or where they cannot be altogether avoided, minimised and remedied.
- " Disturbance of landscapes and sites that constitute the nation's cultural heritage are to be avoided, or where they cannot be altogether avoided, minimised and remedied.
- "

Spatial = relating to physical space

Spatial Development Framework = A Spatial Development Framework is a framework that seeks to guide overall spatial distribution of current and desirable land uses within a municipality, in order to give effect to the vision, goals and objectives of the municipal IDP. It is a plan that outlines developmental principles, policies and goals that are applicable in the municipal area in relation to physical space.

A Spatial Development Framework provides a broad indication of where different types of development should take place within the municipal area- in other words it provides a spatial guidance for development. The spatial framework is the structure, which allows for the development of a co-ordinated and integrated economic development strategy to harness and exploit opportunities on a large scale throughout the District Municipality. An

important feature of any spatial framework is the system of nodes and corridors.

The Spatial Development concept is based on the following:

- location and accessibility
- population concentrations
- availability of services
- economic opportunities
- consideration for areas of conservation
- consideration of areas that are of historical importance

The formulation of a Spatial Development Framework entails the following steps:

studying the spatial profile of the municipal area (i.e. the development informants);
assessing the spatial impact of the various development strategies;
preparing a Spatial Development Framework Plan.

4.5.1 THE SPATIAL DEVELOPMENT FRAMEWORK MAP

1. Development Concept

In addition to the development information provided by the local context, the most appropriate future spatial development pattern is informed by aspects such as existing land use patterns, population concentrations, availability of services, accessibility, agricultural development potential and environmental consideration.

The broad development concept contained in the SDF consists of the following:

- Primary Node;
- Secondary Node;
- Satellite Service Nodes;
- Tourism Node;
- Agriculture and Tourism;
- Primary gateway, Adventure and Eco tourism
- Urban Expansion;
- Settlements;
- Environmental Management and Eco-Tourism;
- Mining Potential;
- Commercial Afforestation, Agriculture and Tourism;
- Primary Movement Corridors;

- Secondary Movement Corridors; and
- Tertiary Movement Corridors.

The development informant and the various component of the SDF are discussed in more detail in the following paragraphs:

➤ **Primary Node**

The Matatiele Town (comprehensive Scheme area) is a regional center servicing the entire Matatiele Municipality. Therefore this is a primary node for investment promotion and centre of supply of services in the Matatiele Municipality. This node has administrative, social, and economic potential and there is provision of concentration of different activities of services.

➤ **Secondary Node**

Cedarville and Maluti are low key service, housing and administrative centres within the Municipality. There is potential for further infill and densification of these areas to promote efficient service provision to the communities. Detailed planning and formalization in this regard is required to achieve this.

➤ **Service Satellite Node**

Satellite Service Nodes represent the lowest order of locality, where a range of service and economic activities could be concentrated in a sustainable way and are located in the periphery of the Hub, + (*ibid*). Its locations are usually the most accessible locations within an acceptable walking distance of particular community. These services may be located at a clinic, store, tribal court or taxi rank.

The level of service that are normally found at these nodes are:

- Clinic / Mobile service
- Post Boxes
- Shops
- Secondary and Primary School
- Weekly Service; and
- Weekly / Mobile Service.

These were identified in Caba/Mdeni Afzondeling, Outspan, QueensMercy, Qili and Thaba Chicha / Sjoka. Local area development plans for formalization of these areas need to be prepared in order to provide services in an effective and efficient manner.

➤ **Tourism Node**

Ongeluksnek nature reserve is the primary tourism node within Matatiele Municipality. This node requires a high degree of protection as it has biodiversity and provides eco-system services, unique landscapes and important in terms of ecological, historical / cultural values.

➤ **Agriculture and Tourism**

The general objective is therefore that agricultural activities should continue, and natural resources be conserved. Tourism developments should be limited to natural and culture-based activities, and preferably integrated with farming activities.

Important elements of the tourism resource base include the high quality scenic values, and the river and still water resources. Outdoor recreation attractions including hiking, four-wheel drive and mountain bike trails, bird watching and limited game viewing, hunting and fishing.

Most of land in this zone is characterized by high scenic values, and it is considered that there is a considerable potential for community-based tourism and ecotourism in this area.

➤ **Primary, Gateway, Adventure and Eco-tourism**

Well managed agriculture occurs in this zone. Future development of the municipality should seek to preserve the agricultural land in the area, develops its specific potentials and provide for diversification e.g. Tourism.

Although much of the area is farmed for commercial agriculture it contains a vast combination of natural resources and landscapes for getaway tourism.

In the course of diversifying to tourism conservation efforts should be applied using protection mechanisms such as bio-sphere reserves. Any tourism development should integrate with such efforts.

Current land uses in commercial, agriculture and tourism range from extensive to intensive forms of agriculture, and limited commercial afforestation. Just over half of the land has been transformed by agricultural practices, while the remainder consists of extensive natural communities, principally native grassland. There are limited areas with high nature conservation value in this zone, especially wetlands and areas of woody vegetation. Some of the best agricultural soils in the region occur in this zone,

which have the potential to support intensive agriculture. Many of the soils in this area are suitable for commercial agriculture.

➤ **Urban Expansion**

These are the areas which form the interface between the existing built-up urban areas and the surrounding agricultural area, where development pressures are likely to occur. Agriculture, residential estates and tourism related development are the type of land uses which would be encouraged. Generally, densities would be lower than in the existing built-up areas, and the appropriate density would be determined by an analysis of factors such as accessibility, availability of services, physical features and environmental considerations.

It is important that prior to any development, subdivisions and service provision (water, roads, etc) that a detailed structure plan be prepared to ensure coherent and harmonious development.

➤ **Settlements**

In this area, tourism developments should be rural-based, of a small scale, labour orientated and related to the existing agricultural activities and the natural resource base. It is envisaged that subsistence agriculture and housing will be the primary land use in this zone, exceeding tourism in importance. Large-scale land transformation such as residential estates and other forms of large-scale accommodation should not be allowed. Particular attention should be paid to the retention of the integrity of rural landscapes.

➤ **Environmental Management and Eco-Tourism**

Areas of Environmental Management and Eco-Tourism have important water and nature conservation values, but some do not enjoy formal legal protection. These areas contain natural communities of high nature-conservation value, and also important grazing resources and have bushveld which occupy virtually the entire zone.

Other important areas which have been included in the areas of Conservation / Adventure and Eco-Tourism include the Drakensberg Mountains and Incise River Valleys which has Natural forests, Medicinal Plants, threatened species, important species and grasslands.

The objectives for designating such areas are to draw attention to their sensitive nature, and the need for appropriate special and sustainable management measures.

The existing landscape quality is one of the primary tourism attractions, and its maintenance should be taken into account. The intrinsic bio-diversity value of eco-systems and natural habitats on agricultural farmlands provide the basis for eco-tourism diversification and sustainable farming practices, thus activities need to be carefully planned in order to integrate with the environmental attributes and minimize any negative impacts.

These are generally areas of lower accessibility and higher environmental sensitivity. The general objective is therefore that agricultural activities should continue, and natural resources be conserved. Tourism developments should be limited to natural and culture-based activities, and preferably integrated with farming activities.

These areas do not only support eco-systems, but are attractive to tourism and offer economic opportunities. They are also important sources of indigenous herbs and muthi.

These areas require a particularly high degree of protection as they are key areas of biodiversity because they provide eco-system services or are unique landscapes or viewpoints or areas of ecological, historical or cultural importance. It also includes areas that by virtue of their ecological or biological functions provide services that contribute to natural disaster management systems. The principles which should apply to conservation areas area as follows:

- Adequate protection to ensure sustainable provision of ecosystem services.
- Protection in terms of national and provincial laws, policies and guidelines.
- No permanent settlement should be permitted with identified areas and settlement adjacent to such areas must comply with agreed upon environmental management principles
- The use and development of these areas must only take place on a planned and controlled basis.

➤ **Mining Potential**

This exists in environmental management areas and eco-tourism in Wards 8 and 24 with potential of diamond, coal, paraffin mining. Detailed investigations into these potentials need to be investigated and should promote sustainable use of these non-renewable resources. These could have positive spinoffs for the community of Matatiele Municipality and boost local economic development.

➤ **Commercial Afforestation, Agriculture and Tourism**

Areas around Afzondeling are identified to have potential for commercial afforestation. Vast areas within Matatiele Municipality have potential for forestry. These areas have not been specifically highlighted as there is high competition in the forestry industry to acquire these. There is however a huge potential for local economic development through forestry in the Municipality.

➤ **Primary Movement Corridor**

R56 from Kokstad through Cedarville and Matatiele to Mt Fletcher is a primary movement corridor. This road provides high linkages with surrounding municipalities and economic nodes. It also provides an alternative shorter route to Cape Town with views of scenic beauty, beauty which can attract both domestic and International tourist thereby promoting LED projects at some locations.

The road from Matatiele to Maluti linking to Lesotho is also a primary corridor cross cutting the International boundaries. This road requires regular maintenance and upgrade as it has huge volumes of traffic.

➤ **Secondary Movement Corridor**

These roads provide linkages to the majority of population of Matatiele Municipality and also markets for LED. They are major public transportation routes. These roads provide better service delivery to communities. Regular maintenance and strengthening through tarring is a requirement to improve the quality of lives of communities.

➤ **Tertiary Movement Corridor**

These corridors provide vital linkages to service satellites in the District and ensure connectivity with service delivery in communities.