



!Kheis
Munisipaliteit
Municipality

**LAND DEVELOPMENT
PLAN/RURAL
SPATIAL DEVELOPMENT
FRAMEWORK
2014**

EXECUTIVE SUMMARY



INTRODUCTION

The !Kheis Local Municipality (KLM) does not have a Spatial Development Framework (SDF), and never had one. This is a huge gap, with (1) a range of new solar power projects being planned for and launched in the area, and (2) the region having to urgently embark on a new economic trajectory to address the growing unemployment, poverty and despair many of its people have to contend with.

THE ROLE OF A SDF IN MUNICIPAL PLANNING

While the KLM is urgently in need of an SDF, the Constitution and national legislation mandates every municipality to (1) manage the area under its jurisdiction, and (2) undertake social, economic and spatial development in this area. In response to both (1) the pressing need and (2) the legal requirements, the KLM requested the Department of Rural Development and Land Reform (DRDLR) to assist it with preparing an SDF. The DRDLR responded to this call, published a call for proposals and appointed Business Enterprises at the University of Pretoria (BE@UP) to assist the KLM in this regard.

Spatial Development Planning, the backbone of the preparation of an SDF, is a legally-sanctioned, defined and guided activity by which the *use, utilisation and/or development* of space in a *geographically defined area* is carefully considered and planned to ensure the realisation of *social, environmental, economic and political objectives* during, or at the end of a *given period of time*. A crucial component of a Local Municipal SDF is that it is *aligned and harmonised* with:

- Relevant District Municipality and Provincial SDFs,
- National and provincial strategic and sector plans and frameworks; and
- Neighbouring municipal IDPs, SDFs and sector plans and strategies and provincial plans, strategies and frameworks.

This crucial ‘intergovernmental alignment’ was a key driver in the preparation of the KLM SDF, both in (1) the analysis and synthesis phases, and (2) the SDF proposals.

In terms of the prevailing legal and policy framework, a *municipal SDF must guide, direct and regulate land development and land uses in a municipality’s area of jurisdiction in accordance with the municipality’s development vision, goals and objectives, as set out in its IDP*, by providing for State interventions in the space economy of the municipality. On a *strategic level*, and at the current historical post-apartheid juncture, this means rectifying the endemic inequalities and inefficiencies of South African settlements through decisive proposals on:

- The medium and long-term development trajectory of municipalities;
- The direction, nature and programming of future settlement expansion;
- The spatial location and capacity of investment in economic and household infrastructure; and
- The corrective and progressive broadening of access for previously excluded South Africans to wealth-generating natural and manmade resources, including land redistribution.

On an *operational level*, it means providing guidance for a Municipal Land Use Management System (LUMS) with regards to:

- The location, density, intensity, mix and use of desirable land uses;
- The location, impact, intensity and scale of operation of necessary, but undesirable land uses; and
- The attraction and facilitation of desirable land uses to ensure and enhance desired settlement patterns and land-use profiles in terms of diversity and intensity.

THE PROCESS FOLLOWED DURING THE DEVELOPMENT OF THE KLM SDF

The process of reviewing the KLM SDF consisted of *seven inter-related phases*:

- *Phase 1: Start-up*: Project clarification, including the reaching of agreements on objectives, approach, methodology and timeframes;
- *Phase 2: Issues and Vision*: identification, quantification and description of development challenges and issues in the KLM, and definition of the vision for the SDF;
- *Phase 3: Analysis and Synthesis*: Identification of opportunities and constraints and strategic interventions required in the KLM;
- *Phase 4: Draft SDF*: Preparation of a Draft SDF for the KLM;
- *Phase 5: Obtaining support for the Draft SDF*: Ensuring buy-in and support for the Draft SDF from the local community, government and the private sector;
- *Phase 6: Finalisation and Approval*: Finalisation of the KLM SDF based on the comments from the consultation process and additional data-gathering and mapping; and
- *Phase 7: Implementation Planning*: Preparation of an Implementation Framework for the KLM SDF.

SYNTHESIS OF THE STATUS QUO ANALYSIS AND COMMUNITY ENGAGEMENT

The *synthesis* of the analysis and the community engagements revealed a series of *key issues, trends and opportunities in the KLM*, which can be summarised as follows:

The KLM is blessed with a vast, unique, rugged, and timeless natural beauty of a kind that strikes ‘the outsider’ as somewhat of a ‘majestic silence’. The Orange/Gariep River, which meanders through the topmost north-eastern part of the municipal area, is not only a very attractive sight, but also a source of

life for those living in the area through the State-funded infrastructure investments made in the 1930s in the form of the Boegoeberg Dam, the Balanseer Dam and the 270 kilometres of canals in the form of a highly productive irrigation scheme. This Scheme, like any form of infrastructure, however, requires regular and sustained maintenance. In addition to this, the fruits of the Scheme are not equally shared by those living in and working on it, with white farmers still by far in the majority on ‘the Scheme’. Post-1994, limited and only small-scale attempts have been made to address this state of affairs. This has meant that the establishment of a cohort of brown and black farmers that are more than just subsistence farmers is still a dream and, judging from current conditions and proposals, still some way off.

The one-sidedness of the local economy, both in terms of (1) sector – primarily agriculture and associated beneficiation activities (dried fruit, wine cellars) and (2) participants – white persons owning the farms, the factories and the shares in the beneficiation activities, means that there are very marked differences and highly visible divisions/cleavages in the KLM society. In terms of space, the lines are drawn by the Orange/Gariep River, the canal system and the N10: On the eastern side of the N10, between the road and the river, a generally, highly intensive white-owned farming operation is found. On the western side of the road, between the N10 and a series of rugged mountains, are a series of settlements (Grootdrink, Wegdraai and Toplevel) established for so-called Poor White communities, but which are now home to predominantly brown/Coloured communities. Life is very different on the two sides of the road. While not all the white farmers are living the high life, they are by and large still much better off than the brown/Coloured communities, of whom many are unemployed or employed on a seasonal and low wage-base on the farms. The small and seasonal nature of wage income in these communities means that economic conditions are tough, life is hard and life chances for children are very limited. While the State social grant system provides much-needed assistance, keeps the community alive and sustains a few small local businesses, it does not provide enough of an injection to elevate these deeply

impoverished communities out of poverty, or to support endogenous economic activities and ensure a transition to a less State-dependent kind of economy.

In the absence of any real economic opportunities in the settlements on the western side of the N10, and without ownership of, or access to capital to start their own businesses, there is not much focus on, or consideration of the future. Life revolves on the here and now, and on looking sideways at what others have and are getting from the State as near-sole provider, and not on looking ahead. This not only means that jealousy abounds, but also that local politics revolve around petty issues and result in communities not seeing each other as partners or as part of a larger !Kheis family/community, but as adversaries trapped in a brutal zero-sum game in which the benefit/gain of one is the loss of another. The focus on petty issues and a fixation on highly localised, generally futile squabbles and politicking, disables the work of the local municipality. Everything is politicised and everything is read through a party-political lens. Nothing is viewed as well-intended and hence nothing is responded to with an open mind. Local development and the urgently required project of crafting and making a way forward out of poverty is far from the collective mind.

Housing, services and maintenance are by and large provided by the State, and which is, given limited budgets, struggling to keep up with local needs in these areas. This means that (1) poverty and inequality continues, (2) people do not allow each other a chance of trying to do something to improve their lives, and (3) local youth have little to look forward to. These conditions, coupled with the weak health and ambulance services, an unsatisfactory police service, a feeling of deep remoteness from any place of importance, long travelling distances to get to 'decent/chain' shops, alcohol and drug abuse, and associated violence and a-social behaviour life, have led to a sense of futility and desperation. This hopelessness further erodes the social fabric and makes people, especially youth, highly exploitable and vulnerable to both insiders and outsiders. The longer these conditions prevail, the worse matters will become,

and the harder it will become to change the lives of these communities for the better. In addition to this, without strong planning guidance (both regarding regional and local spatial development) there is a very good chance that such broader development and transformation ventures, should they materialise, could be undertaken in an unsynchronised, uncoordinated, non-aligned and wasteful form.

While the social and economic challenges are substantial, there are equally substantial opportunities and possibilities in the area. Key amongst these are the existing agricultural and associated beneficiation opportunities on the Scheme, which could be further expanded upon by making use of groundwater sources in the wider region. This will, however, require a long-term regional rural development plan for the area, high levels of sharing of the available land and water resources by all, adequate and sustained allocation of budgets, high levels of intergovernmental collaboration and the full support and participation of established farmers. Should this be done, the future could look very different for those currently struggling to survive on a day-to-day base in the settlements along the N10.

In addition to the more established agriculture and associated beneficiation sector, the area is embarking on a new era of solar power generation. While only in its infancy, the sector holds sizeable economic growth and job creation potential. Through the introduction of more stable lower to middle-income earners to the area, the chances of more retail and service activities locating in the area are also increased. It is crucial though, that participation in the solar era is open for all that live in the area, and not just made available to an elite group of local businesspeople and/or foreigners. In addition to this, the spatial development plans for the area have to be used to ensure that the resulting infrastructure and social investment in the KLM (1) takes place in a targeted way in nodes along the N10, and (2) not in labour camps or private residential estates, and (3) that the whole community benefits from it.

The area also has huge tourism potential, which in contrast to many other parts of the province where mining activities abound, is not threatened by any

of the existing and emerging economic activities. The tourism sector is in fact supported, and can provide a further trigger for growth in the agriculture and beneficiation sectors, by boosting demand for and local consumption of local produce. The managed and sustainable utilisation/exploitation of the tourism potential will, however, not happen by itself. The tendency in the region for people to do things for themselves only is also not conducive for this pursuit. Planning, collective endeavour and innovative proposals will be required, together with a public and private sector working in unison and with a shared, long-term future vision in mind. Should this be done, the long term benefits for a large number of inhabitants of the KLM can be significant. Of crucial importance is to maintain the niche location and level of exposure of the KLM in rural South Africa – i.e. not too distant (proximity to Upington and its international airport), not too inaccessible (easily within reach through the airport in Upington and the recently upgraded N10) and while rural, not too rugged nor too urban – in fact, just right!

While the KLM has many opportunities and real prospects, it also faces a series of threats and constraints that will need to be avoided and/or managed. These include the threat of global warming in an already very warm part of the country, coupled with a higher frequency and more severe extremities in temperatures, rainfall figures and the prevalence of frost. While this is a global phenomenon about which those living and working in the KLM do not have much control, there are ways of planning for and mediating the risks it poses. While these responses are varied and span many sectors and spheres of government, spatial planning can provide a framework in which these responses can be located and integrated. And, while only a small part of the larger puzzle, this SDF has a key part to play, and will do so, as will be elaborated upon in the later spatial development proposals-section.

Another serious, but at least more manageable concern is the maintenance of the Scheme-infrastructure and the protection and enhancement of its functionality. Key to doing so is a plan, a budget, wise leadership and a collective approach and sustained action. Where some of these are already in

place, they need to be kept so. Where not, and where the levels of collaboration, also within the KLM and the NC Province, are not yet what they could be, these need to be worked on, built out and strengthened. Associated with the ‘threat’ surrounding the functioning of the Scheme is the threat of the reduction and removal of the water rights in the area. This is not an issue tied to the established or emerging farmers in the area, but one of ensuring that the community of farmers on the Scheme and those extracting water from the Orange/Gariep River as a whole retain their use-rights in the KLM. In addition to that, to secure more rights if and when such rights should become available. Importantly though, this pursuit of ‘retaining and securing water rights’ should be done in a responsible way and not just be a case of selfishly wanting to ‘have and to hold’ on to the rights at the cost of farmers in other districts in the country.

KLM SDF VISION, MISSION AND OBJECTIVES

In order to (1) address the identified challenges and issues, (2) optimise the strengths, and (3) utilise the opportunities in the KLM, the *vision*, as put forward in, and pursued by the KLM SDF is:

‘A diverse, well connected, vibrant, economically integrated and socially cohesive municipality in which all residents enjoy a decent quality of life’.

The accompanying *spatial mission* of the municipality is to ensure:

- The provision of a well-functioning, affordable and reliable public transport service to ensure connectivity between the various settlements;
- The provision of basic municipal services in all the settlements in the municipal area;
- The provision of access for all to housing;
- The spatial location of future land uses in a logical, efficient and sustainable manner;

- The provision of health, education and early childhood development services that meet the needs of all the people in accessible buildings;
- The provision of safe and maintained recreational facilities in all the settlements in the municipal area;
- The provision of land for grazing of animals and the growing of fruit and vegetables; and
- The provision of land, equipment, technical support and mentoring to assist in the establishment of beneficiation and manufacturing activities in all the settlements in the municipal area.

The *following spatial development objectives for the KLM*, as set out in the SDF, are based on (1) the spatial vision and mission statement, (2) issues raised by stakeholders, and (3) the findings of the spatial development analysis:

- **Objective One:** To improve the accessibility to and quality of government services;
- **Objective Two:** To develop settlements that allow their inhabitants to live dignified lives;
- **Objective Three:** To increase the participation of all the inhabitants of the municipality in the local and regional economy; and
- **Objective Four:** To provide an attractive settlement for residents, investors and tourists.

In order to address the challenges present in the KLM, four *overarching spatial development strategies* have been developed:

- **Spatial Development Strategy One:** Improve the quality and accessibility of Government Services, especially health services and education;
- **Spatial Development Strategy Two:** Create Community Facility Clusters in every settlement that are not only focused on providing government services, but also on creating spaces for youth development;

- **Spatial Development Strategy Three:** Create jobs through a focus on beneficiation, agriculture, tourism and exploitation of the construction and operational stages of the solar projects in the area; and
- **Spatial Development Strategy Four:** Develop Groblershoop into an attractive Kalahari village that can attract residents, investors/businesses and tourists.

KLM SPATIAL DEVELOPMENT STRATEGIES

For each of the four Spatial Development Strategies, a series of *projects* are proposed. These are set out below under each of the development strategies:

Spatial Development Strategy One:

- Preparation of a KLM Health Service Revitalisation Plan based on a comprehensive study of the exact needs of each settlement;
- Identification of appropriate sites for Early Childhood Development Centres in consultation with existing service providers and communities in each settlement; and
- Ensuring that all government investment, notably in the areas of education and health services, is provided in the proposed Community Facility Clusters in each of the settlements.

Spatial Development Strategy Two:

- Commitment by the KLM, the FZMDM and all relevant provincial government departments to the clustering of services from hence forward;
- Establishment of a Community Facility Cluster Task Team to manage the development of these clusters and ensure that a functional rural-regional approach is used in the allocation of the various government facilities/services in the various settlements in the municipality;

- Development of detailed design guidelines for the development of the Community Facility Clusters that take the extreme climatic conditions into consideration;
- Detailed delineation of the Cluster areas;
- Maintenance and upgrading of Cluster areas; and
- Only approving applications for non-residential land-uses in places where these could strengthen the Community Facility Clusters.

Spatial Development Strategy Three:

- Undertaking a detailed study of 'real economic opportunities' in the municipality;
- Establishing a Local Economic Development Forum to focus on maximising on economic opportunities in the area, including negotiations with relevant sector departments in the NC provincial government and the local business and farming community;
- Establishing a Youth Development Forum to ensure the involvement of youth in all economic activities in the area;
- Identifying sites for the start-up/roll-out of economic activities; and
- Entering into negotiations around land swapping with the private sector, should State and Commonage Land not be located in areas suitable for utilisation by the communities in the municipality.

Spatial Development Strategy Four:

- Commissioning the preparation of an urban design framework that will both enable (1) the development of Groblershoop into an attractive 'Kalahari village' and (2) the development of a vibrant agri-processing and manufacturing economy through:
 - Connecting-up Groblershoop and Sternham through (1) activities that can grow the local economy and create jobs using a 'job creation corridor', and (2) the provision of

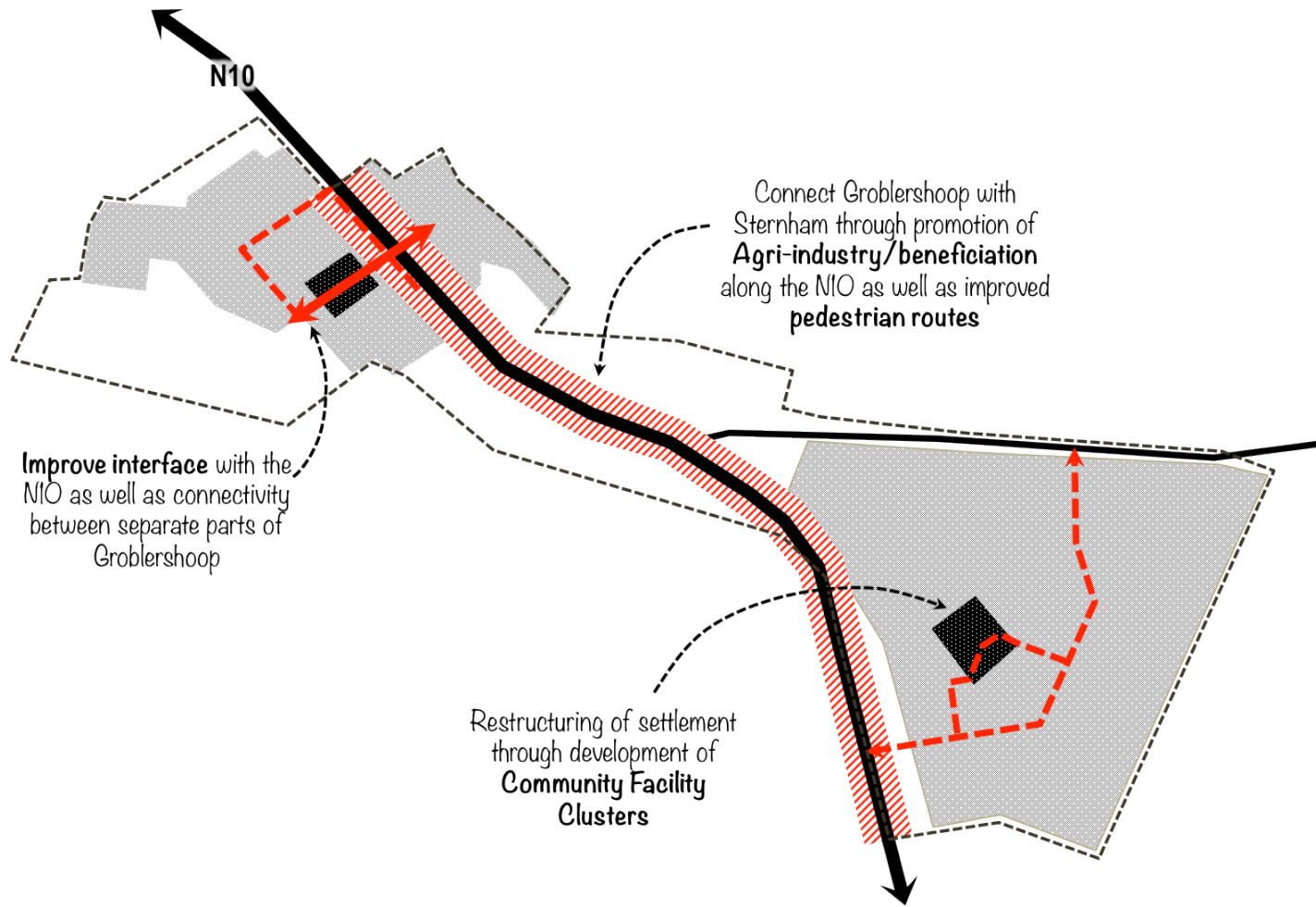
adequate shaded and shielded walkways for pedestrians from both settlements; and

- Providing a proper open market space with adequate municipal services, shade and protection from the heat and the rain for informal traders in Groblershoop;
- Putting in place adequate pollution control measures in the areas where beneficiation will be undertaken to protect the crucially important water source in the area; and
- Taking great care when considering land-use development applications in the area to not allow the energy derived from concentration of complimentary land uses to be dissipated.

KLM SDF SETTLEMENT DEVELOPMENT FRAMEWORKS AND CONSOLIDATED SDF

The Spatial Development Strategies are translated spatially into a set of Settlement Development Frameworks for each settlement in the KLM, which functions as the link between the higher-level consolidated SDF and the more detailed Land Use Management System. The Settlement Development Frameworks provide (1) an overview of the key spatial challenges for each settlement, (2) a rationale for the proposed development framework, as well as (3) an illustrated development framework to guide development in each of the settlements. As an example, the Spatial Logic (**Figure 1**) and Development Framework (**Map 1**) of Groblershoop is provided below in addition to the Spatial Logic (**Figure 2**) and the final Consolidated KLM SDF (**Map 2**).

Figure 1: Groblershoop Spatial Logic



Map 1: Groblershoop Development Framework

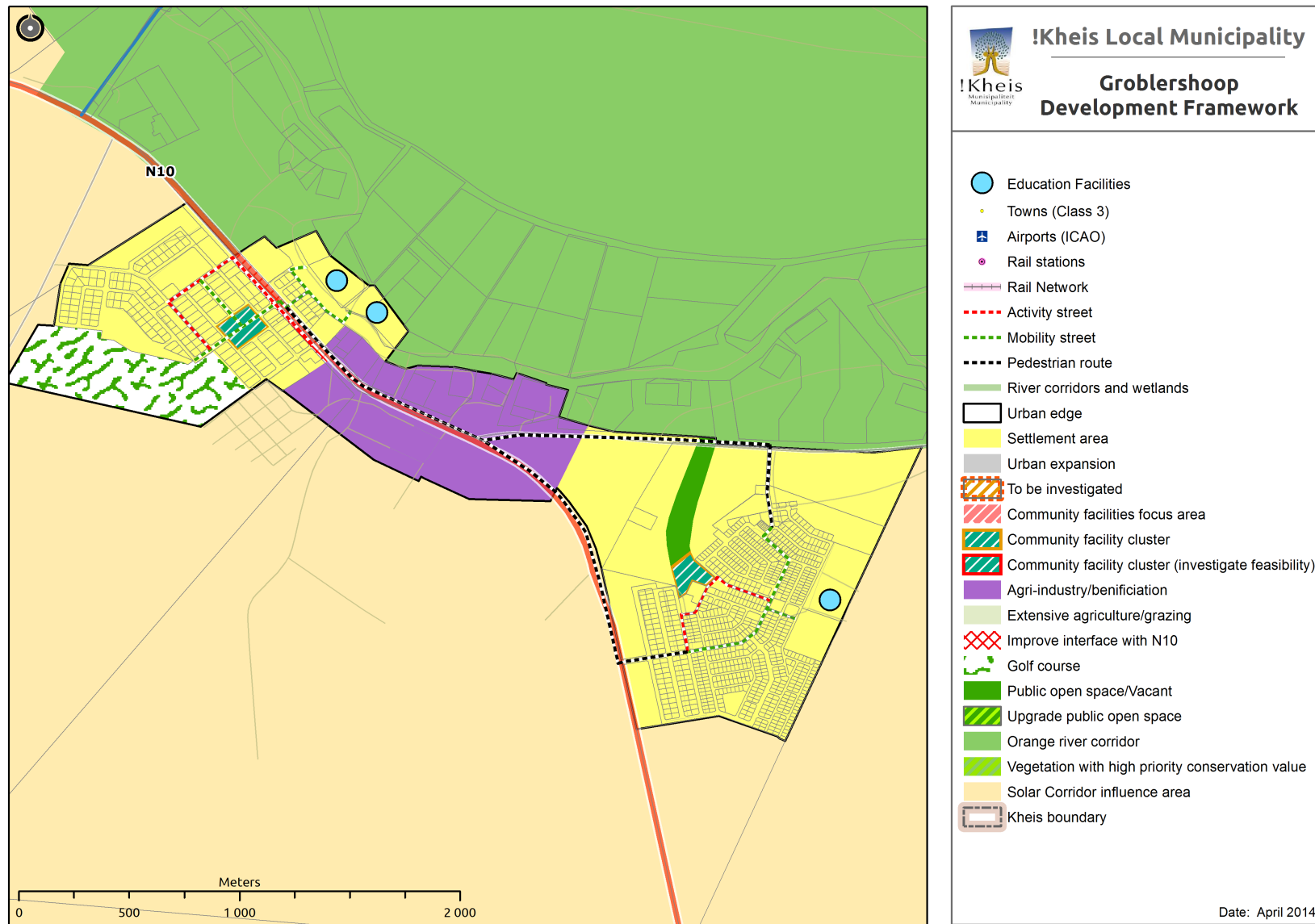
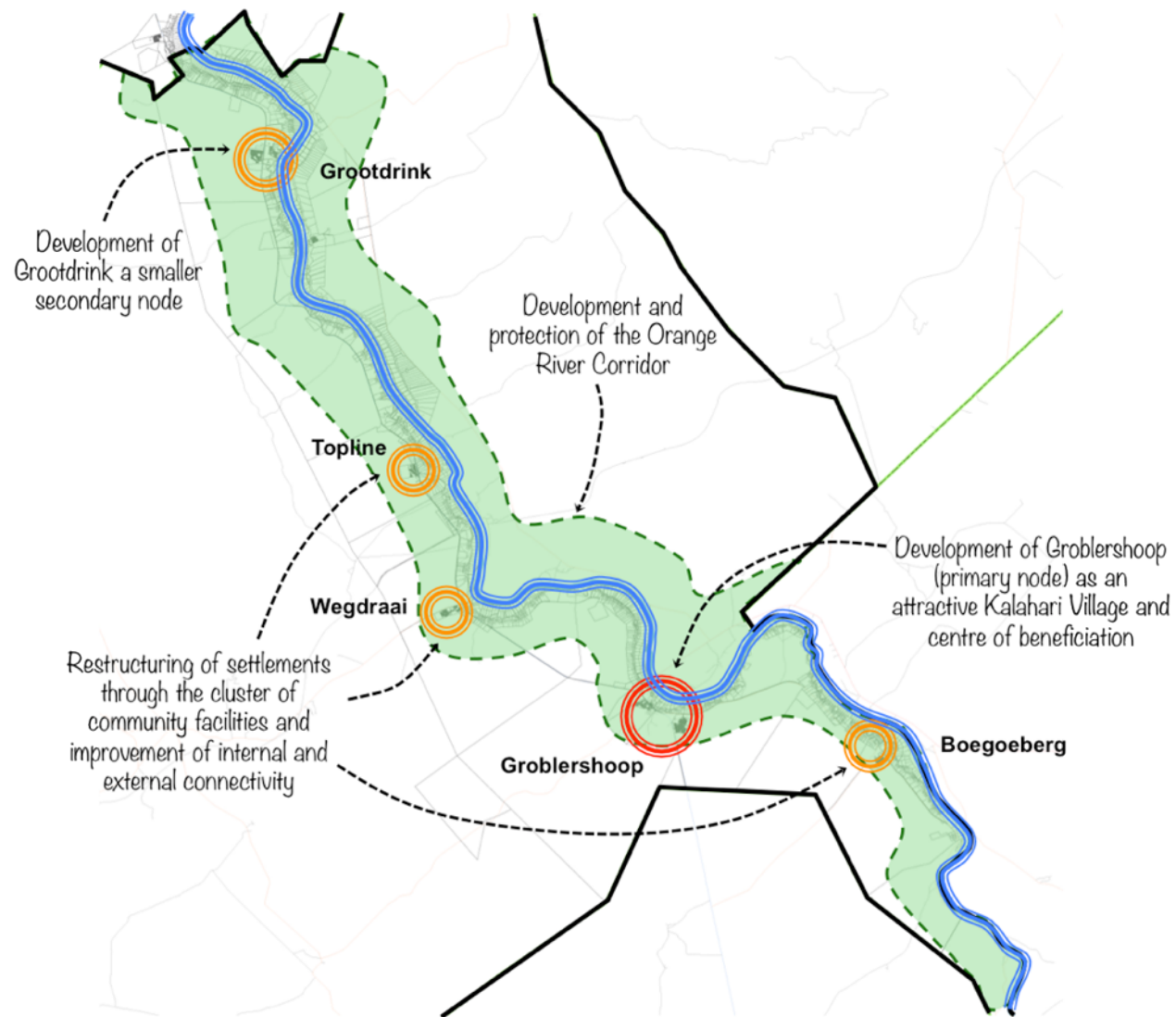
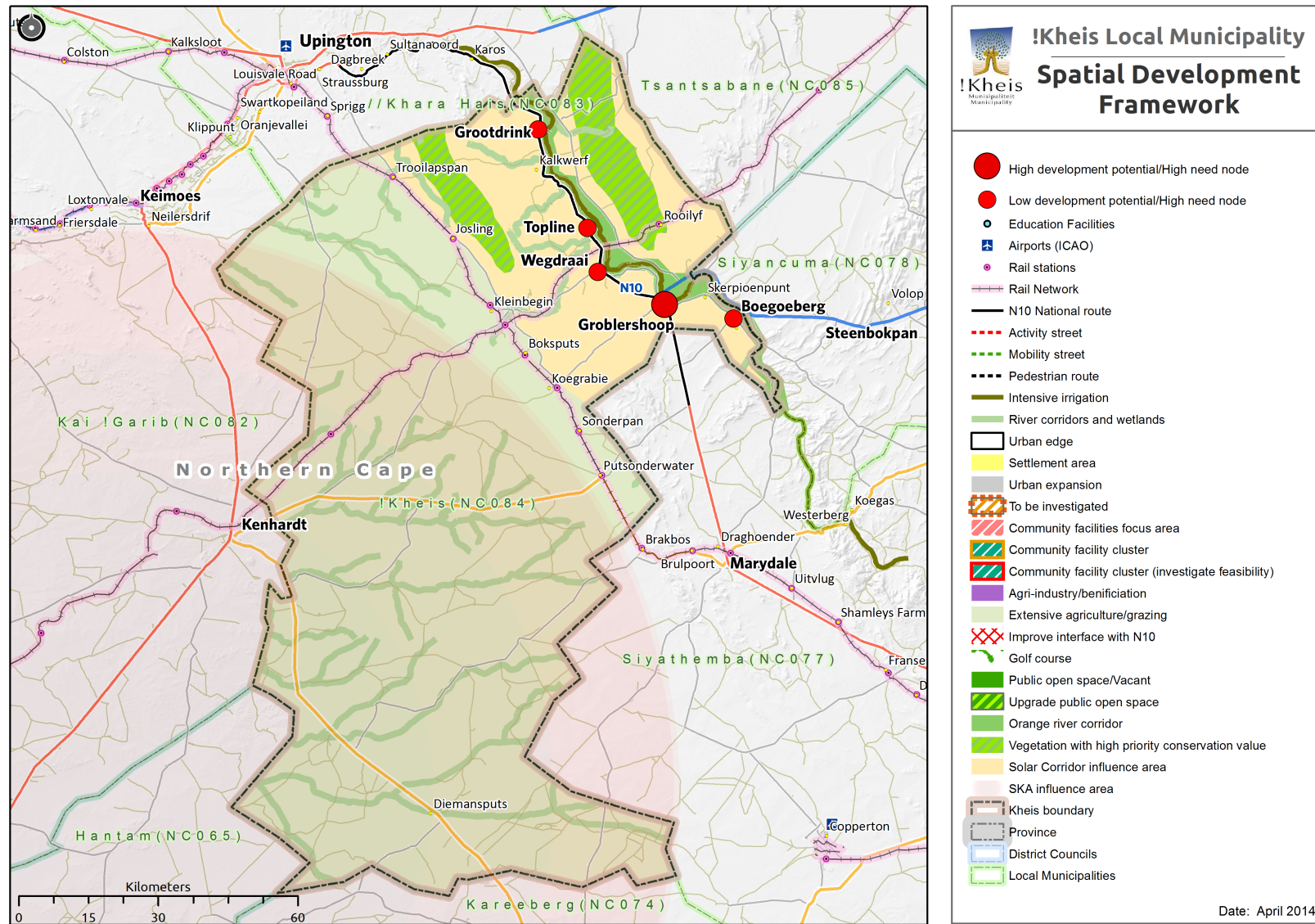


Figure 2: KLM SDF Spatial Logic



Map 2: Consolidated KLM SDF



IMPLEMENTATION FRAMEWORK

The *Implementation Framework* provides the objectives, target groups, location, outputs, project timeline, responsible agencies, major activities, cost/budget and source of funding for each of the projects.

A *Priority Matrix*, as developed by the DRDLR to standardise the prioritisation process in all the SDFs in the Northern Cape, was used to prioritise the projects in the SDF. The matrix makes use of a scoring method, which consists of:

- Spatial fundamentals, using the KLM SDF seven Development Objectives;
- Alignment with the provincial and district SDFs; and
- Benefits to the Community.

It is now up to the KLM, its partners, communities, farmers and businesses, and the relevant provincial and national government departments to give expression to the SDF through rapid, sustained and focused implementation.