Guidelines for the Development of Spatial Development Frameworks

Version 2

SIMPLIFIED SPATIAL DEVELOPMENT FRAMEWORK GUIDELINES
2011
Simplified Spatial Development Guidelines

Statement of Intent

In terms of Section 26(e) of the Local Government: Municipal Systems Act, No. 32 of 2000 (the “MSA”) requires all municipalities to compile Spatial Development Frameworks (the “SDF”) as a core component of Integrated Development Plans (the “IDP”). The SDF Guidelines have been developed by the Department to ensure that the quality of SDFs is of high standard and to assist in directing and coordinating development within municipalities. The shortened version only contains some of the key aspects, therefore the shortened SDF Guideline must be read in consultation with the main SDF Guideline document as the main document captures comprehensive information and also contains relevant illustrations.

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Glossary

Communal Land
Communal Land means land which is, or is to be, occupied or used by members of a community subject to the rules or custom of that community (Communal Land Rights Bill of 17 October 2003).

Community
Community means a group of persons whose rights to land are derived from shared rules determining access to land held in common by such group (Communal Land Rights Bill of 17 October 2003).

Corridors
Corridors are links between nodes, along which an increased intensity of development may be encouraged. Corridors provide efficient access to a higher level of economic opportunities than would generally be the case in less structured space. They typically include public transport routes.

Credible Spatial Development Framework (SDF)
The definition credible includes the following meanings plausible, believable, apparently reasonable and valid. It further means; capable of being conceived. A credible SDF is therefore one, which has adequately analysed the state of the municipality and details the drivers for change and effectively gives direction for the future growth and development of the municipality in alignment to government policies. It should also be equipped with a thorough implementation plan; comprising of costs, responsible persons, and lists of actionables from a short to long term period.

Density
Density is the number of units (e.g. people, dwelling units, floor area) per unit of land area, e.g. dwelling units/ hectare.

Densification
Densification is the increased use of space both horizontally and vertically within existing areas/ properties and new developments, accompanied by an increased number of units and/or population threshold (CoCT, Draft SDF, 2009).

Efficiency
Development that maximises development goals such as sustainability, integration, accessibility, affordability, and quality of living, relative to financial, environmental, and social costs, including ongoing and future costs (Nelson Mandela Bay Municipality, 2007).

Environmental Management Framework
An Environmental Management Framework (EMF) provides a study of the biophysical and socio-cultural systems of a geographically defined area to reveal where specific land uses may best be practiced and to offer performance standards for maintaining appropriate use of such land (Cape Gateway, 2010).

Food Security
Physical and economic access, at all times, to sufficient, safe and nutritious food to meet dietary needs and food preferences for an active and healthy life. (FAO, 2005)

Hamlet
A hamlet is a small village without a church. the people inhabiting hamlet do not lack faith, but it is due to lack of population and finance to support such a permanent home or afford a preacher or a teacher http://wikipedia.org
Infill Development
Development of vacant or underutilised land within existing settlements in order to optimise the use of infrastructure, increase urban densities and promote integration.

Integrated Development Plan
The strategic municipal development plan, reviewed on an annual basis, required by the MSA (Act 32 of 2000) which guides municipal decisions and budgets as well as the development programs of SoEs and the private sector.

Land Use Management
Establishing or implementing any measure to regulate the use or a change in the form or function of land, and includes land development (S1, Land Use Management Bill, 2008).

Land Use Management System
A system used to regulate land use in a municipality, including a town planning or zoning scheme, or policies related to how land is used on a plot by plot basis.

Nodes
Nodes are areas where a higher intensity of land uses and activities are supported and promoted. Typically any given municipal area would accommodate a hierarchy of nodes that indicates the relative intensity of development anticipated for the various nodes, their varying sizes, and their dominant nature.

Rural Areas and Rural Development
- can be defined as areas outside urban settlements where population densities are less than 150 people / km²; and
- dwelling densities are less than 1du/ ha.
Rural development generally includes primary economic activities; agriculture, agro-processing, mining, tourism, resource extraction, water, energy.

Scenario
A plausible and often simplified option of how the future may develop, based on a coherent and internally consistent set of assumptions about driving forces and key relationships (IPCC, 2007). Often a set of different scenarios are considered as part of the process of agreeing on a way forward.

Simplified Spatial Development Guidelines

Strategic Environmental Assessment
A Strategic Environmental Assessment (SEA) is a system of incorporating environmental considerations into policies, plans and programmes.

Sector Plans
Sector Plans are municipal plans for different functions such as biodiversity conservation, housing, transport, local economic development and disaster management. They may also be geographically based, for example a sub-region, settlement within a local Municipality or a component of a settlement.

Settlement
A settlement is small community, village or a group of houses in a thinly populated area. http://dictionary.reference.com

Spatial Planning
Spatial planning is a planning process that is inherently integrative and strategic, takes into account a wide range of factors and concerns and addresses how those aspects should be arranged on the land (White Paper on Spatial Planning and Land Use Management, 2001).

Spatial Development Framework
An SDF is that it 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. The aims of a Spatial Development Framework are to promote sustainable functional and integrated human settlements, maximise resource efficiency, and enhance regional identity and unique character of a place.

Stakeholders
Stakeholders are agencies, organisations, groups or individuals who have a direct or indirect interest in a development intervention or its evaluation (African Development Bank, et al, undated).

Sustainable Development
Sustainable Development requires the integration of social, economic and environmental factors in the planning, implementation and evaluation of decisions to ensure that development serves present and future generations (NEMA, 107. Of 1998).
Town Planning Scheme or Zoning Scheme
A legal instrument for regulating the use of land in terms of provincial or national legislation, see Land Use Management System.

Urban Areas and Urban Development
- can be defined as places where population densities are greater than 150 people / km²
- dwelling unit densities greater than 1du/ha
- settlement contained within an Urban Edge
- services provided on a grid reticulation system
- some primary; urban agriculture, building materials, resource extraction but mainly secondary and tertiary economic activity

Urban Edge
A demarcated line and interrelated policy that serves to manage, direct and limit urban expansion (City of Cape Town, Draft Table Bay District SDP, 2009).

Urban Sprawl
Urban Sprawl is the expansion of urban areas across the landscape and the conversion of forested, wetland and agricultural areas to urban areas.

Village
A village is a clustered human settlement, larger than a hamlet and usually smaller than a town, with the population ranging from a few hundred; often located in the rural areas.

Water Security
Water security is the reliable availability of an acceptable quantity and quality of water for health, livelihoods and production, coupled with an acceptable level of water-related risks. (Grey and Sadoff 2007: 4)
## Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ABET</td>
<td>Adult Basic Education and Training</td>
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<td>ABLSP</td>
<td>Area Based Land Sector Plan</td>
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<td>ACSA</td>
<td>Airports Company South Africa</td>
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<td>CBA</td>
<td>Critical Biodiversity Area</td>
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<td>CF</td>
<td>Concept Framework</td>
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<tr>
<td>COGTA</td>
<td>Department of Cooperative Governance and Traditional Affairs</td>
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<tr>
<td>CRDP</td>
<td>Comprehensive Rural Development Program</td>
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<td>DEA</td>
<td>Department of Environmental Affairs</td>
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<td>DFA</td>
<td>Development Facilitation Act (Act 67 of 1995)</td>
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<td>DMA</td>
<td>Disaster Management Act (Act 57 of 2002)</td>
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<td>DMR</td>
<td>Department of Mineral Resources</td>
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<td>DoT</td>
<td>Department of Transport</td>
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<td>DRDLR</td>
<td>Department of Rural Development and Land Reform</td>
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<td>DWA</td>
<td>Department of Water Affairs</td>
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<td>EIA</td>
<td>Environmental Impact Assessment</td>
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<td>EMF</td>
<td>Environmental Management Framework</td>
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<td>ESA</td>
<td>Ecological Support Area</td>
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<td>ESERF</td>
<td>Ecological Socio-Economic Relationship Framework</td>
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<td>GIS</td>
<td>Geographical Information System</td>
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<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>IGRA</td>
<td>Intergovernmental Relations Framework Act (Act 13 of 2005)</td>
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<td>ISHSP</td>
<td>Integrated Sustainable Human Settlement Plan</td>
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<td>ITP</td>
<td>Integrated Transport Plan</td>
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<td>IWMP</td>
<td>Integrated Waste Management Plan</td>
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<td>HSP</td>
<td>Human Settlement Plan</td>
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<td>LED</td>
<td>Local Economic Development</td>
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<td>LUMB</td>
<td>Land Use Management Bill, 2008</td>
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<td>LUMS</td>
<td>Land Use Management System</td>
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<td>MINTEK</td>
<td>National Mineral Technology Institute</td>
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<td>MFMA</td>
<td>Municipal Financial Management Act</td>
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<td>MTIEF</td>
<td>Medium Term Income and Expenditure Framework</td>
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<td>MSA</td>
<td>Municipal Systems Act (Act 32 of 2000)</td>
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<td>MEC</td>
<td>Member of Executive Council</td>
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<td>NDPG</td>
<td>Neighbourhood Development Partnership Grant</td>
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<tr>
<td>NEMA</td>
<td>National Environmental Management Act (Act 107 of 1998)</td>
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<tr>
<td>NEMBA</td>
<td>National Environmental Management: Biodiversity Act (Act 10 of 2004)</td>
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<td>NIMBY</td>
<td>“Not in my Back Yard”</td>
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<td>NHA</td>
<td>National Health Act (Act 61 of 2003)</td>
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<td>NHRA</td>
<td>National Heritage Resources Act (Act 25 of 1999)</td>
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<td>NLTTA</td>
<td>National Land Transportation Transition Act (Act 22 of 2000)</td>
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<td>NMT</td>
<td>Non-Motorised Transport</td>
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<td>NSDP</td>
<td>National Spatial Development Perspective</td>
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<td>NWA</td>
<td>National Water Act</td>
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<td>PGDS</td>
<td>Provincial Growth and Development Strategy</td>
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<td>PRASA</td>
<td>Passenger Rail Agency of South Africa</td>
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<td>SAHRA</td>
<td>South African Heritage Resources Agency</td>
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<tr>
<td>SANBI</td>
<td>South African National Botanical Institute</td>
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<tr>
<td>SANParks</td>
<td>South African National Parks</td>
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<tr>
<td>SDF</td>
<td>Spatial Development Framework</td>
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<tr>
<td>SEA</td>
<td>Strategic Environmental Assessment</td>
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<td>SOE</td>
<td>State Owned Enterprise</td>
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<tr>
<td>SPC</td>
<td>Spatial Planning Category</td>
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<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities, Threats</td>
</tr>
<tr>
<td>VIP</td>
<td>Ventilated Improved Pit Latrine</td>
</tr>
<tr>
<td>WSA</td>
<td>Water Services Act (Act 108 of 1997) or Water Services Authority</td>
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<tr>
<td>WSDP</td>
<td>Water Services Development Plan</td>
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</table>
Introduction to the Guidelines

(i) Purpose of the Guidelines
This simplified document entails a set of guidelines to assist municipalities with the formulation of Metropolitan, District and Local Spatial Development Frameworks (SDFs) that:

a) Comply with the requirements of the Municipal Systems Act (MSA) (Act 32 of 2000) and the National Environmental Management Act (NEMA) (Act 107 of 1998); and,

b) Reflect and implement the principles for spatial development set out in the Development Facilitation Act (DFA) (Act 67 of 1995).

Therefore, a Spatial Development Framework (SDF) is a core component of a Municipality’s economic, sectoral, spatial, social, institutional, environmental vision. In other words it is a tool to achieve the desired spatial form of the Municipality.

These guidelines include practical advice on how to:

i. write and illustrate SDF reports;

ii. ensure that the SDF is accessible to a wide audience;

iii. achieve support for the SDF from all stakeholders; and,

iv. propose spatial interventions that will effectively address common spatial issues facing municipalities and assist with achieving the desired spatial form.

v. be a spatial manifestation of government - wide programmes in accordance with the sound principles contained in Chapter One of the DFA.

vi. be central to the achievement of the vision and objectives of the respective municipality.

vii. facilitate alignment of various sector plans (strategies for facilitating alignment).

viii. address spatial inefficiencies.

ix. facilitate the urban/ rural interrelationship and sustainability of rural areas.

(ii) Background to the Guidelines
These guidelines have been prepared in response to the growing recognition that SDFs are not sufficiently effective in addressing the spatial inequalities and inefficiencies of our society. Old patterns of development that promote segregation and marginalisation of especially the poor deplete resources to the benefit of a few, continue.

(iii) Intended Users
These guidelines are intended to be used by:
Municipal officials; Service providers; Councilors; all stakeholders Municipal officials; Provincial and other government agencies.

(iv) Characteristics of a Credible SDF
a) is based on an agreed vision and planning principles that promote equity and sustainability.
b) is aligned with relevant national and provincial policy;
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c) reflects a clear understanding of the reality of the municipal spatial environmental, social and economic systems, particularly with regard to urban infra-structure needs and capacity;
d) provides sufficient detail to inform Council decisions;
e) includes an implementation plan, with measurable targets;
f) is realistic in terms of growth prospects and the financial and institutional capacity of the municipality to implement the proposals;
g) is aligned with the municipal Environmental Management Framework (EMF), where applicable;
h) is aligned with any applicable bio-regional plan, a copy of which must be inserted in the relevant section;
i) provides guidance for sector plans and development initiatives from all government;
j) provides guidance for the Municipality’s LUMS; and,
k) is clear, succinct and accessible to a wide audience.

(v) The Process of Formulating an SDF

The detailed process comprises 7 phases as follows:

![Diagram showing the phases of formulating an SDF]

The phases are designed to flow from one to the next following a logical sequence that clarifies the brief as soon as possible, has a public engagement to identify strategic issues, creates awareness of the process, and stimulates future thinking, analyses the status quo, and then provides development proposals in the form of a framework, followed by an implementation plan.

(vi) Timelines

These guidelines are intended for use by Metropolitan (A), District (B) and Local (C) Municipalities. However, the requirements for the formulation of certain aspects of the SDF may differ for each of these types of municipalities.

(vii) How to Use the Guidelines Manual

This guideline manual is structured according to the phases of preparing an SDF as set out in the above flow chart.
1. **PHASE 1: START-UP**

The start-up phase lays the foundation for the successful formulation of the SDF. This phase entails:

a) **Getting political support for SDF formulation**
   It is crucial that the Council is involved from the onset in the formulation of the SDF in order to keep them on board and informed throughout the process with regular presentations at Council meetings.

b) **Setting up a Steering and Joint Technical Committee to guide the work**
   The formulation or revision of an SDF is to set up an institutional structure in the form of a steering committee that can oversee the SDF process and ensure that the responsible officials and/or consultants deliver on the agreed terms of reference.

c) **Joint Technical Committee**
   The joint technical committee is convened simultaneously with the steering committee. This committee is tasked with providing technical input into the SDF. In particular it should ensure that the SDF is informed by planning being undertaken by the various departments within the municipality.

d) **Use of consultants**
   Municipalities must realize that they should not rely solely on consultants to undertake the compilation of the SDF. It is the responsibility of the Municipal Manager,

e) **Costs of SDFs**
   Budgets should be in the region of R500,000 for small municipalities with a single settlement and/or a population of between 5,000 and 20,000. This cost can include sectoral SDPs for one or two Settlements.

R750,000 to R1m should be allocated for larger multimodal local or district municipalities with a population of between 20,000 to 100,000. Guidelines only should be provided for large settlements, which should be subject to detailed sectoral SDPs that are done strategically, as required, so that the SDF is not held up until every sub-plan is completed.

f) **Understanding the scope of an SDF**
   The formulation of an SDF is a legal requirement, and the SDF should fulfill the requirements as set out in the relevant legislation.
   These requirements should be summarized in the start-up phase of the SDF, to ensure that the scope of work is complete, and to empower stakeholders participating in the formulation of the SDF. This summary should form part of the background information presented during the first round of public participation.

1.1 **Current Relevant Legislation**

<table>
<thead>
<tr>
<th>SUMMARY OF CURRENT RELEVANT LEGISLATION PERTAINING TO SDFs</th>
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<tbody>
<tr>
<td>Municipal Systems Act (Act 32 of 2000)</td>
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<tr>
<td>Local Government: Municipal Planning and Performance</td>
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<tr>
<td>Management Regulations (GN R796 of 2001)</td>
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<tr>
<td>White Paper on Spatial Planning and Land Use Management (2001)</td>
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<tr>
<td>Land Use Management Bill (B27 of 2008) (SPLUMB (Draft))</td>
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<tr>
<td>Municipal Financial Management Act (56 of 2003)</td>
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<td>Subdivision of Agricultural Land Act 70 of 1970</td>
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<td>National Environmental Management Act no.107 of 1998</td>
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</tbody>
</table>

1.2 **General Tips for Producing an SDF**
Illustrate all aspects of the SDF with maps and diagrams. It is particularly important to spatially illustrate (i.e. map):
- status quo information;
- spatial vision;
- problems and issues; and,
-opportunities and constraints to demonstrate the link between proposals and their informants (basis).

Where informants such as national policy, socio-economic trends or characteristics of the built environment are listed and described, the implications of this information for the SDF should be indicated immediately afterwards.

All graphics and tables should be directly referred to in their accompanying text.

All graphics and tables should be numbered and named with a caption.

Sections, pages and graphics should be numbered according to a clear system. Refer to technical note 7 for map symbols, fills and colours to be used.

1.3 Format of the SDF Document
During Phase 1 the compilation of the SDF documentation should be initiated. As each phase of work of the SDF is completed it should be written up as a chapter of the final report. Therefore, format and layout should be agreed at the start. Consider the following when starting this process:

- A4 documents are easy to distribute, print and copy (as opposed to A3).
- Make an effort to present the document in black and white. If colour graphics are unavoidable, keep them to the minimum, i.e. the opportunity and constraints plans and the final SDF.
- Whether the document is presented in portrait or landscape format will depend on the general orientation of the physical shape of the municipality. Decide whether a map of the municipality is best presented in portrait or landscape format when the map is oriented with north pointing to the top of the page (note that north should ALWAYS be directed to the top of the page).

1.4 Language and Pitch
- Avoid the use of planning jargon.
- Include a glossary of planning terms and a list of acronyms used.
- Keep the language simple and avoid long sections of text without illustrations.
- Include a clear summary/explanation of the structure of the SDF document(s) at the beginning of the report.
- Enlist a lay person/non-planner to proof read the document before publishing to ensure that it is understandable to everyone.

1.5 Relationship with IDP
The IDP is the overall strategic development plan, prepared in terms of the MSA, that guide decision making, budgeting and development in the municipality. As the SDF has a pivotal role in directing municipal spending and; private sector investment, the SDF is a critical and integral component of the IDP.

1.6 Timespan of the SDF
The SDF presents a long term vision of the desired spatial form of a municipality, and thus is a critical informant to bulk infrastructure planning which normally has a 20 year planning horizon.

1.7 Hierarchical Differentiation of the SDF
The scope of the SDF will differ for each municipality, depending on the predominant nature of the municipal area, the complexity of the issues facing the municipality and the resources available to formulate the SDF.
2. PHASE 2: ISSUES AND VISION

In Phase 2 the SDF process is introduced to the public who must also be involved in assisting with identifying the issues and formulating the spatial vision. It will be important to find a balance between sufficient public participation and a long drawn out engagement that unnecessarily delays the SDF. A two stage engagement has been found to provide a satisfactory balance which also complies with the requirements of the MSA, see box below.

First Round Public Participation, integrated with IDP Process in order to formulate or reiterate the vision, set goals and priorities.

2.1 Public Participation

Phase 2 focuses on the first of two rounds of intensive public participation (the second round being the focus of Phase 5). These rounds of public participation can be linked with the IDP process.

In addition to this process there may be a need for bilateral meetings with individual stakeholders during the course of formulating the SDF, as specific issues come up. There may also be a need for one or two more rounds of public participation, particularly if draft SDF scenarios have to be discussed and a preferred one identified.

However, such rounds of public participation are expensive and time consuming and the need for them should be carefully assessed. The success and effectiveness of the SDF will, to a large degree, depend on the level of buy-in achieved from all stakeholders. This buy-in is crucial to bridging the gap between the SDF as a policy document and its implementation.

The purpose of consultation in Phase 2 is to invite all stakeholders to participate in the formulation of the SDF, to identify issues to be addressed in the Spatial Analysis and SDF, and to agree to a spatial vision that will underpin the SDF.

2.2 Stakeholder Identification

Stakeholders in the preparation of the SDF include the following:

- Residents and property owners of the municipality;
- Civil society organizations such as civics, ratepayers' associations, heritage organizations, business chambers, informal traders' organizations, farmers' unions;
- Property developers active in the municipal area;
- Political structures and representatives at the municipal level such as ward committees, Councilors and Council Committees;
- Officials from other departments within the municipality whose work will either influence or be influenced by the SDF;
- Adjoining municipalities including district municipalities – their Councils and officials;
2.3 Guidelines for Advertising
- Should be a multi-pronged strategy including:
  - insertions in Municipal accounts; local newspapers;
  - posters in prominent civic meeting points, public transport vehicles;
  - notice in agendas if civic bodies – IDP representative forums

2.4 Outcomes of Phase 2
- A database of community stakeholders who wish to participate in the SDF process.
- Commitment from all the relevant municipal departments to engage in the formulation of the SDF and an agreed process for engagement.
- An agreed process for participation from government agencies.
- An understanding of the spatial issues to be addressed in the SDF.
- An agreed spatial vision for the SDF.
- Goals based on the spatial vision.
- Political support for the SDF vision and goals.

3. PHASE 3: SPATIAL ANALYSIS AND SYNTHESIS

Having introduced the SDF to the public and received their feedback on issues and a spatial vision, Phase 3 uses these inputs to guide in-depth spatial analysis of conditions in the Municipality. Outputs from this work will inform the compilation of the SDF in Phase 4.

Department of Rural Development and Land Reform: 2011
In this phase the compilers of the SDF undertake a comprehensive investigation into all matters that have an implication for the spatial form and development of the municipality, so as to ensure that the SDF is strongly rooted in reality.

This investigation is guided by the outcomes of Phase 2, particularly the spatial vision and issues raised and includes an understanding of the legal and policy context (already initiated in Phase 1), as well as the bio-physical, socio-economic and built environment of the municipality – the status quo.

Throughout this investigation it is of critical importance that the implications of the information gathered for the SDF is understood and recorded.

Finally this work is synthesized and interpreted in order to get an overview of the spatial issues and opportunities within the municipality.

3.1 Spatial Analysis

The Spatial Analysis presents the overall spatial picture of the municipality, i.e. the current situation, patterns and trends within the municipal area and includes the quantification of the needs and capacities of the municipality.

The Spatial Analysis should not be a random collection of information for the sake of producing a report. Information gathering should be focused on the implications for the development of the municipality (for instance an understanding of the soils in the municipal area, will help direct growth away from arable land); emphasizing the spatial implications of the trends and drivers of urban growth and development.

3.2 Analysis Matrix

The status quo information should be systematically unpacked, see the figure below, which list 26 key sectors grouped into biophysical, socio-economic and built environment which must be taken into account. It is important to map all aspects of the status quo investigation and analysis. Consists of three main branches namely:

- **Biophysical environment**
  This natural capital base is the primary or foundational layer on which the remaining two set of layers must feed in a sustainable way.

Geology, soils and climate form the basic geomorphological relationship which gives rise to hydrological, topographical and biodiversity patterns. Agriculture and mining are included in this sub-set due to their close relationship with the natural environment.

- **Socio-economic environment**
  This layer follows on the bio-physical layer as it reflects the relationship between population requirements and the natural resource base. In other words, the distribution of the population is directly influenced by the services rendered by the bio-physical environment, e.g. mineral resources attract people with certain characteristics to an area, and they in turn attract other services providers, such as shopkeepers and teachers.

- **Built environment**
  The built environment in turn reflects the socio-economic base and patterns in any given area. Although the built environments relationship with the natural resource base is thus derived rather than a primary relationship, it is the components of this built environment layer that impacts the most severely on resource sustainability.
3.3 Synthesis of the Phase 3 Findings
This phase is concluded by a succinct yet comprehensive synthesis of the findings of the work done in Phase 3, with the focus on understanding the implications for the formulation of the SDF.

3.4 Outcomes of Phase 3
- Quantification of needs and capacities. Information and data that can be measured and monitored such as population data, housing need, crime.
- Quantification of infrastructure capacities and costs to address backlogs.
- Spatial indication of infrastructure capacities and where it will be feasible to invest in new infrastructure and where to upgrade existing infrastructure.
- Mapped information on the status quo themes.
- Quantification of housing need, population growth and land requirements.
- Qualitative assessment of performance of municipality against desired spatial form and principles.
- Map or set of maps indicating municipal wide issues and area specific issues.
- Synthesis map or set of maps indicating key spatial challenges and opportunities.

4. PHASE 4: DRAFT SDF
The draft SDF proposals are formulated in this phase. They should be directly informed by:
- Policy and principles (Phase 1);
- Issues and vision (Phase 2);
- Status quo synthesis (Phase 3).

This phase is guided by objectives for the municipality’s spatial development based on a spatial vision and goals, principles, issues raised by stakeholders and findings from the spatial analysis. Objectives indicate the desired long term result related to a specific aspect of the vision. Typically objectives could relate to the overarching themes of the spatial analysis, such as protection of the natural resource base, or the improvement of settlement structures. It should also describe the Municipality’s unique sense of place including those of its settlements where relevant.

Where appropriate, objectives should be measurable and expressed as key performance indicators that will inform the implementation of prioritised projects.
Simplified Spatial Development Guidelines

4.1 Spatial Tools and Concepts
As a next step the spatial tools and concepts needed to achieve these objectives must be identified. The following tools and concepts will be required to address issues currently faced by municipalities:

**Nodes**
These are areas where a higher intensity of land uses and activities will be supported and promoted. Nodal development improves efficiency as it provides easy access and creates thresholds for a variety of uses and public transport services.

**Corridors**
Corridors are links between nodes, along which an increased intensity of development will naturally be attracted and should be encouraged. Similar to nodes they improve access to opportunities.

**Infill and Densification**
In addition to nodes and corridors, it may necessary to identify areas where infill development and densification will be pursued, as a tool to achieve spatial integration, increase population thresholds.

**Containment**
This concept refers to the need to limit inefficient low-density development, typically through the use of an urban edge, which indicates the boundary for urban development for an agreed period of time.

**Protection**
This concept is explicitly aimed at protecting valuable natural, economic or heritage resources, such as agricultural land, wetlands, ecological corridors or scenic landscapes. Protection may be required for components of settlements (e.g. the establishment of a network of green spaces in urban areas) or rural landscapes outside of settlements.

**Growth Areas**
The identification of appropriate / future growth opportunities is an important aspect of an SDF. By proactively indicating such areas, based on the agreed the principles, the often negative impacts of unguided market forces can be curtailed. These can include the redevelopment of existing development areas to higher intensities, vacant land suitable for infill development as well as Greenfield sites.

4.2 SDF Document
Where the Draft SDF document is published separately from the Status Quo and other reports, it needs to include a summary of the outcomes of the previous phases. The SDF plan and proposals is the essence of the municipal SDF and should consist of the following components:

- Objectives
- Principles
- Spatial proposals and strategies
- Policies (supporting proposals)
- Implementation Framework (public investment framework, investment priorities and priority programmes)
- The SDF map should contain sufficient data so that it can be read and proposals are understood on its own.

Emakhazeni Local Municipality Spatial Development Framework 2010
5. PHASE 5: ACHIEVING SUPPORT FOR DRAFT SDF

Phase 5 is focused on achieving support for the SDF proposals. This should be done as extensively as possible to solicit buy-in from a wide range of stakeholders. This is the second round of public participation.

Again, as with Phase 2 participation in this phase could be integrated with IDP forum meetings to save on resources and interface with stakeholders who have already demonstrated interest at this level.

5.1 Abutting Municipalities
As a first step in achieving support for the SDF, meetings will be required with abutting municipalities to discuss the proposals, particularly those with cross-border implications, such as:

- the role of corridors and linkages extending to neighbouring municipalities;
- the role of settlements in relation to those of the neighbouring municipality;
- conservation areas that abut/extend to neighbouring municipalities; and,
- the proposals for tourism resources.

5.2 Other Government Departments
This workshop should be minuted and the minutes circulated for endorsement. In addition government departments should also be requested to submit their comments in writing within an agreed period.

5.3 Key Private Stakeholders
Significant landowners, chambers of commerce and industry should also be engaged at this stage to try and align their development proposals with those of the SDF.

5.4 Traditional Leaders
Where relevant, i.e. on communal land, traditional leaders should be properly engaged with to ensure the support for the SDF.

5.5 Political Support
Once neighbouring municipalities and government departments have been consulted, the draft SDF should be presented to Council for endorsement and to make the draft available for comment. This should take form of a workshop (dedicated meeting) with the full Council where the SDF is unpacked in detail.

5.6 Public Input and Comment on the Draft Proposals
Engaging the public in discussing the SDF proposals should follow a similar process to the first round of public participation.

5.7 Inputs from Sector Experts
At this stage it may also be useful to discuss the proposals with representatives of specific sectors or one or two experts in a sector,
5.8 Outcomes of Phase 5

- Political endorsement of the draft SDF to be released for comment
- A record of written and oral submissions from the public with comments on the draft SDF.
- Agreement with affected municipalities on the alignment of the SDF proposals with the planning of affected municipalities
- Alternatively an agreed way forward on the resolution of conflicts
- A record of decisions regarding the alignment of the proposals with that of neighbouring municipalities.
- A record of comment and input from affected government departments on the draft SDF.

6. PHASE 6: FINALISATION AND APPROVAL

Phase 6, the technical project committee should reflect on the input received from Phase 5, amend the SDF where necessary, submit the final Draft SDF to Council for approval. It is vitally important that the amendment process is properly captured, so that Council's willingness to engage their constituents and consider their input as required by law is recorded.

6.1 Assessment of Input Received

As a first step the input received from Phase 5 will have to be assessed as to the relevance and validity of the comments. It is suggested that all the inputs from Phase 5 be arranged according to themes, in a table format, that also records by whom the comment was made, and in which forum (e.g. written submission or workshop).

6.2 Deciding on Amendments

Once the exercise of recording and assessing the proposed amendments and comments have been completed, the drafters of the SDF should prepare a proposed response to these comments and present this to the steering committee for discussion and decision. This proposed response should be captured in the combined record of comments and suggested amendments. Reasons for accepting or rejecting proposed amendments should be given.

6.3 Record of Amendments

- As a final step in this process, the record of amendments should be finalized with an indication of which aspects of the draft SDF has been amended.
- Thus the complete record of amendments will consist of a table which lists:
  - Comments/suggested amendments according to themes.
  - Who made the comment and how/where.
  - The response to the comments (i.e. whether it is agreed to or not and the motivation for this decision).
  - The amendments made to the draft SDF document.

6.4 Endorsement by Municipal Departments and Other Government Agencies

In order to lay a foundation for the implementation of the SDF the formal endorsement of all the relevant municipal departments for whom implementing the SDF might have financial, human resource or policy implications, as well as provincial government departments, in particular education, health, transport and housing, should be obtained prior to presenting the SDF to Council for approval. The final report should contain a foreword by the Mayor and be signed off by the Municipal Manager.

6.5 Legal Requirements for Political Approval

6.5.1 Municipal approval in terms of section 25 of the Municipal Systems Act (Act 32 of 2000)

A municipality must formally adopt its IDP of which the SDF is a core component (section 26(e)). The IDP then guides all Council decisions with regard to planning, management and development (section 35). Thus, although there is no specific mention or use of the word —approval in relation to IDPs or SDFs, it would seem that in essence municipalities approve their SDFs through adoption of the IDP via a council resolution.

6.5.2 Provincial approval

Once adopted the IDP has to be forwarded to the MEC for local government of the relevant province for comment. Section 33(5) of
the MSA gives powers to the MEC (through an ad hoc committee) to force a municipality to amend its IDP if it believes that it does not comply with the MSA or is not aligned with the development plans or strategies of other affected municipalities or other organs of state.

6.5.3 National DRDLR Notification
Once the SDF has been approved by Council and endorsed by the MEC depending on each province’s procedures, it should be submitted to the DRDLR for notification.

6.6 Notification to General Public
Similarly, all stakeholders / public should also be informed of the date that the SDF was approved and where an approved copy of the report may be obtained or viewed.

6.7 Outcomes of Phase 6
- A succinct record of all comments and suggested amendments to the SDF, responses to those comments and amendments to the SDF.
- A Council approved SDF, endorsed by the MEC or premier as relevant.

7. PHASE 7: IMPLEMENTATION

In this phase the implementation activities documented in the SDF, see Phase 4, are actually carried out. Implementation of the SDF includes the monitoring of the goals or key performance indicators, as well as the implementation of capital investment and policies. This process should start as soon as the SDF has been approved and endorsed.

7.1 Implementation
Convene a meeting of municipal joint technical committee, to discuss the implementation plan, programme and responsibilities. This committee could be one that is already in place to have oversight of IDP Implementation. Include the head of finance and IDP manager to ensure that budgetary provision is made for identified projects.

Agree on a vehicle for regular report back (either dedicated meetings or existing municipal structures).

There will be three main aspects to implementation;
- using the SDF to guide municipal decision making in directing the location and nature of capital projects and operational activities, in the various sector plans, This will occur via the IDP and the budget – MTIEF.
- drawing up strategies or policies, incentives, and by-laws to facilitate implementation of the SDF by various stakeholders; including sector departments who have submitted their finalised sector plans.
- development control (land use management) procedures for the processing of building plans and change of use applications.

Such revisions should be guided by the vision, goals, principles and spatial development proposals put forward by the SDF.

7.2 Monitoring
At the meeting referred to above, agree on responsibilities for monitoring the implementation which may require a review of the SDF.

7.3 Vision Cycles

7.3.1 20 year horizon
The SDF should provide a 20 year spatial vision for the municipality. The SDF vision and proposals present a long term vision for the development of the municipality. It is recommend that a complimentary 10-15 year Growth Management Plan for Metropolitan Municipalities be developed.

There is both a spatial logic and an infrastructure logic informing future development processes. It is difficult to capture the infrastructure logic (asset risk, asset maintenance, new investment) in a metro level SDF.

The preparation of a complimentary 10-15 year Growth Management Plan could be a key informant into the IDP budget cycle and, could provide a bridge between the short term timeframe of the ITP and the medium - longer term SDF timeframe – this may also be a suitable mechanism for metro municipalities to align sector linked priority action areas (CoCT 2010).
7.3.2 5 year SDF amendments
Even though it forms part of the IDP, the complete SDF will not necessarily be reviewed on a yearly basis, but ideally it should be reviewed at least on a five year basis in line with the 5 year IDP cycle. A complete revision may be necessary after 10 -15 years.

7.3.3 Annual revision
The implementation plan should be revised yearly, based on the outcomes of the monitoring and evaluation of the SDF. Specific aspects that may require annual or medium term revision include the identification of priority areas for:

- intervention (as interventions address the issues in those areas); and,
- capital investment projects.

7.4 Production and Review of Sector Plans and Alignment with SDF
All sector plans, whether it is for a line function, e.g. infrastructure, transport, health, environmental management, disaster management or detailed settlement or sub-area development plans have a spatial underpinning which should be aligned with the SDF. For this reason, as well as if updating is required due to developments in a particular sector, revision of the sector plans can also occur as part of the implementation Phase 7, i.e. after the SDF is complete.

If one or more sector plans are produced concurrently with the SDF then care must be taken to ensure that spatial aspects are aligned with the SDF’s proposals.

7.5 SDF Review Committee
It may be useful to form an SDF Review Committee, possibly as part of the IDP process whose specific tasks is to monitor and review the effectiveness of the SDF with respect to the implementation of the sector plans and the IDP. This committee may be formed out of the Project Steering Committee.

<table>
<thead>
<tr>
<th>Proposal</th>
<th>Actions Required</th>
<th>Cost (rand)</th>
<th>Responsibility</th>
<th>Time Frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Surveying of households</td>
<td>A complete survey of people and dwelling units will be undertaken in order to update residency records.</td>
<td>R50 000</td>
<td>City Housing Department</td>
<td>x</td>
</tr>
<tr>
<td>2. New Township Development</td>
<td>Negotiate the purchase of farmland in order to begin roll-over upgrade process.</td>
<td>R5 000 000</td>
<td>City Housing Department</td>
<td>x</td>
</tr>
<tr>
<td>4. Temporary services</td>
<td>Investigate the need for temporary services. Provide temporary services where the need is most urgent.</td>
<td>R500 000</td>
<td>City Engineering Services/Contractor</td>
<td>x</td>
</tr>
<tr>
<td>5. Roll-over Upgrade</td>
<td>Begin the relocation of people in the northern settlements into newly bought farmland.</td>
<td>R7 000 000</td>
<td>City Housing Department</td>
<td>x</td>
</tr>
<tr>
<td>6. Planning of Civil and Electrical Services</td>
<td>Begin the layout planning and preliminary design of civil and electrical services on newly bought farmland.</td>
<td>R 3 000 000</td>
<td>Planning Directorate: City / Consultants</td>
<td>x</td>
</tr>
<tr>
<td>7. Housing Provision</td>
<td>Housing Plans and onset of building construction.</td>
<td>R10 000 000</td>
<td>Consultants/City Housing Department</td>
<td>x</td>
</tr>
</tbody>
</table>