

**Mpumalanga Vision 2030  
Strategic Implementation Framework  
2013-2030**

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# CONTENTS

<b>CONTENTS</b> .....	<b>2</b>
LIST OF FIGURES AND TABLES .....	3
<b>1. BACKGROUND</b> .....	<b>4</b>
1.1 THE VISION 2030 MPUMALANGA PROCESS .....	5
<b>2. VISION 2030 AND THE NATIONAL DEVELOPMENT PLAN</b> .....	<b>7</b>
2.1 SOCIO-ECONOMIC OUTCOMES.....	7
2.1.1 <i>Economy and employment</i> .....	7
2.1.2 <i>Improving education, training and innovation</i> .....	8
2.1.3 <i>Health care for all</i> .....	9
2.1.4 <i>Social protection</i> .....	10
2.2 MECHANISMS.....	10
2.2.1 <i>Economic infrastructure</i> .....	10
2.2.2 <i>Transforming human settlements</i> .....	11
2.2.3 <i>Environmental sustainability and resilience</i> .....	13
2.2.4 <i>Inclusive rural economy</i> .....	14
2.3 CONDITIONS.....	15
2.3.1 <i>Building a capable and developmental state</i> .....	15
2.3.2 <i>Fighting corruption</i> .....	15
2.3.3 <i>Building supportive, safe and cohesive communities</i> .....	16
<b>3. CHANGE DRIVERS AND THE CONTEXT</b> .....	<b>18</b>
3.1 DRIVERS OF CHANGE.....	18
3.1.1 <i>Climate change</i> .....	18
3.1.2 <i>Globalisation and the rise of the east</i> .....	18
3.1.3 <i>Global poverty and inequality</i> .....	19
3.1.4 <i>Technology and interconnectivity</i> .....	20
3.1.5 <i>Responding to global and regional change drivers</i> .....	20
3.2 PROVINCIAL CONTEXT.....	21
3.2.1 <i>Population and development context</i> .....	21
3.2.2 <i>Infrastructure and services</i> .....	23
3.2.3 <i>The economy of the province</i> .....	24
3.2.4 <i>Employment, labour and skills</i> .....	25
3.2.5 <i>Health, education and community safety</i> .....	27
3.2.6 <i>Environment and natural resources</i> .....	29
<b>4 IMPLEMENTATION FRAMEWORK</b> .....	<b>31</b>
4.1 SOCIO-ECONOMIC OUTCOMES .....	31
4.1.1 <i>Economy and employment priorities</i> .....	32
4.1.2 <i>Education, training and innovation priorities</i> .....	34
4.1.3 <i>Health for all priorities</i> .....	36
4.2. MECHANISMS .....	38
4.2.1 <i>Economic infrastructure priorities</i> .....	38
4.2.2 <i>Human settlement priorities</i> .....	39
4.2.3 <i>Environmental sustainability and resilience priorities</i> .....	41
4.3 CONDITIONS.....	43
4.3.1 <i>Priorities for building a capable and developmental state</i> .....	43
4.3.2 <i>Priorities for fighting corruption</i> .....	44
4.3.3 <i>Priorities for building supportive, safe and cohesive communities</i> .....	45
<b>5. APPLICATION OF SPATIAL PERSPECTIVE</b> .....	<b>47</b>
5.1 CORRIDOR DEVELOPMENT .....	47
5.2 BUSINESS, COMMERCIAL AND INDUSTRIAL DEVELOPMENT .....	49
5.3 TOURISM DEVELOPMENT .....	50
5.4 FORESTRY DEVELOPMENT .....	51
5.5 AGRICULTURAL DEVELOPMENT .....	52
5.6 MINING AND ENERGY RELATED DEVELOPMENT .....	53

5.7	URBAN DEVELOPMENT .....	54
5.7.1	<i>Urban Restructuring</i> .....	55
5.7.2	<i>Urban Renewal and Revitalisation</i> .....	56
5.8	RURAL DEVELOPMENT.....	56
5.8.1	<i>Establishment of Thusong Centres</i> .....	57
5.8.2	<i>Rural Settlement Consolidation</i> .....	58
5.8.3	<i>Agrarian Transformation</i> .....	58
5.9	ENVIRONMENTAL MANAGEMENT AND CONSERVATION.....	59
	<i>As far as mining is concerned, it is important to establish proper environmental management systems during the operational phase of the mines to prevent large scale water and air pollution. Thereafter, rehabilitation processes need to be carefully monitored to ensure that the agricultural potential of the land is successfully restored once mining activity is terminated.</i> .....	59
5.10	INFRASTRUCTURE IMPLICATIONS.....	59
<b>6.</b>	<b>CONCLUSION</b> .....	<b>62</b>
6.1	THE VISION 2030 MPUMALANGA PROCESS.....	62
6.2	THE BIG ISSUE IS THE MANY SPECIFIC ISSUES .....	64
6.3	FACING THE TENSIONS AND TRADE-OFFS .....	66
6.3.1	<i>Effective spatial arrangements for rural agriculture vis-à-vis traditional land use</i> .....	67
6.3.2	<i>Demands on land for mineral exploitation vis-à-vis commercial agriculture, and the resource implications</i> .....	67
6.3.3	<i>Selected other instances of tensions and trade-offs to be addressed</i> .....	68
6.3.4	<i>Afterword</i> .....	69

## List of Figures and Tables

FIGURE 1: ORGANISING STRUCTURE OF THE PLAN .....	6
FIGURE 2: POPULATION TRENDS .....	22
FIGURE 3: MPUMALANGA REGIONAL ROAD NETWORK .....	24
FIGURE 4: EMPLOYMENT DISTRIBUTION.....	26
FIGURE 5: WATER INFRASTRUCTURE .....	30
TABLE 1: PROGRAMMES FOR IMPROVING EMPLOYMENT AND ECONOMIC GROWTH .....	33
TABLE 2: EDUCATION AND TRAINING PROGRAMMES .....	35
TABLE 3: HEALTH PROGRAMMES .....	37
TABLE 4: INFRASTRUCTURE PROGRAMMES.....	39
TABLE 5: HUMAN SETTLEMENT PROGRAMMES.....	41
TABLE 6: ENVIRONMENTAL SUSTAINABILITY PROGRAMMES .....	42
TABLE 7: PROGRAMMES FOR BUILDING A CAPABLE AND DEVELOPMENTAL STATE .....	44
TABLE 8: PROGRAMMES FOR FIGHTING CORRUPTION .....	45
TABLE 9: PROGRAMMES FOR ADVANCING SUPPORTIVE, SAFE AND COHESIVE COMMUNITIES .....	46
FIGURE 6A: SPATIAL ECONOMY.....	47
TABLE 10: CORRIDORS AND TOWNS .....	48
FIGURE 6B: SPATIAL ECONOMY .....	51
FIGURE 6C: SPATIAL ECONOMY .....	52
FIGURE 6D: SPATIAL ECONOMY .....	54
FIGURE 7: RURAL DEVELOPMENT NODE .....	<b>ERROR! BOOKMARK NOT DEFINED.</b>
FIGURE 8: SPATIAL DEVELOPMENT FRAMEWORK.....	<b>ERROR! BOOKMARK NOT DEFINED.</b>
TABLE 11: INFRASTRUCTURE IMPLICATIONS.....	59

## **1. Background**

The Green Paper: National Strategic Planning of 2009 established the foundations for a longer-term approach to planning in South Africa. Government committed itself to the development of a longer term perspective on the future of South Africa with the overall intention of ensuring that such a perspective would form the foundations for medium term and annual planning across the country.

The National Planning Commission (NPC) was appointed by the president in May 2010 to draft a vision and national development plan. As part of the process, the Commission released a Diagnostic Report on the shortcomings and achievements of the country since 1994. This report was welcomed as a constructive assessment and led to the development of the draft national plan, released in November 2011. The Commission consulted widely on this plan and as part of this process the Mpumalanga Provincial Government initiated consultations across all of its districts.

During the consultations, there was broad support for the draft plans, proposals on modifications that need to be made, and suggestions on strategies for the effective implementation of the plan. Central to the submission of the Mpumalanga Province was a commitment towards adapting and contextualising the plan to the specific realities of the province and ensuring that all stakeholders remain committed towards its implementation.

Subsequently, the Mpumalanga Vision 2030 Strategic Implementation Framework (2013-2030) is established as a direct implementation response to the national Vision 2030. It seeks to present and affirm the province's approach towards realising the adopted and articulated national vision and development plan. The decision to develop a long term strategic implementation framework emanates from the desire within the Mpumalanga Provincial Government to ensure that the Province and other stakeholders work with common purpose for the development of the province and all of its constitutive geographical areas.

In structuring the Mpumalanga Vision 2030 Strategic Implementation Framework, careful attention is focused on ensuring that there is close synergy between the implementation framework's contents and the provisions and choices defined in the national Vision 2030 plan. The implementation framework builds on sectorial and related planning interventions which have unfolded within the province. The orientation towards crafting the framework is to ensure that it remains simple and accessible, without losing the substance and complexity of the development process in the province and as is reflected in Vision 2030.

The Mpumalanga Vision 2030 Implementation Plan is furthermore directed towards decision-making and action at the macro policy level as a guide to all governance levels within the province. In so doing, attempts were made to ensure that the implementation framework establishes a balance between detail and the articulation of clear and constant high level provincial targets and strategies at the strategic level. It can be used to facilitate decision making and prioritisation, to inform choices and trade-offs, and to shape action within and outside of government. A key element in this approach was to ensure that the plan incorporates focused spatial representation of the content and intention.

The detailed strategies and actions to follow from the Mpumalanga Vision 2030 Strategic Implementation Framework are to be defined in provincial sector plans like the provincial Economic Growth and Development Path, Infrastructure Master Plan, Human Settlement Strategy, Biodiversity and Conservation Plan, Integrated Transport Master Plan, Human Resource Development Plan and the like.

Section 1 of the Implementation Framework provides a broad overview of the manner in which the plan is organised and the general approach taken towards articulating the priority programmes and policy intervention for the province. In addition to providing the rationale for the plan, this section provides a spatial picture of the province, inclusive of demographic trends, the economy, labour and related environmental, social and infrastructure trends.

### **1.1 The Vision 2030 Mpumalanga Process**

Development and development planning is not a linear process. Vision 2030 has been introduced in a context of continuous planning across all levels of government. In addition to various sector plans, the Province has an established medium-term and annual planning process. Coupled with this, districts and municipalities generate Integrated Developmental Plans on a continuous basis.

Given the complexity of planning, a consolidated perspective on the future that would ensure an integrated approach to planning based on a common set of priorities. The objective of the Implementation Framework and Plan is to overcome a disjointed approach to planning by ensuring that all stakeholders approach the implementation of Vision 2030 through commonly agreed strategies and programmatic interventions.

The Implementation Framework and Plan is consistent with the provisions of Vision 2030. The plan rests on a multidimensional framework that seeks to 'bring about a virtuous cycle of development, with progress in one area supporting advances in others'. In practice, the focus of the plan is on rolling back poverty and inequality. This involves raising living standards to a minimum and entails a combination of interventions directed increasing employment, improving the quality of education, productive growth, a social wage and good quality public services. All of these are interlinked.

Vision 2030 is predicated on an approach to change that links capabilities, to opportunities and employment, and also incorporates the establishment of focused and interlinked priorities. The Province's Implementation Framework and Plan is structured on the basis of three interrelated impact areas. The approach taken responds to the NPC conclusion that Government and other stakeholders have to be willing to prioritise and that public officials should focus most of their attention on a few strategic priorities. The overall structure for organising the Implementation Framework and Plan is depicted in the following Figure 1.

**Figure 1: Organising structure of the plan**



The logic of this approach is that in order for the socio-economic outcomes to be achieved, key mechanisms must be in place to facilitate the achievement of objectives. In turn, these mechanisms need to build on the strong foundations of a safe and cohesive society and honest and capable public service. Unless these conditions are in place, it will not be possible to drive development and create jobs through infrastructure development.

The Implementation Framework and Plan provides a basis for prioritisation during medium-term and annual planning cycles. Progress in one area supports advances in others. Section 2 summarises the key objectives and outcomes of Vision 2030. Section 3 provides an overview of the Mpumalanga development context, together with a provincialized perspective on the broader drivers of change. Section 4 integrates the various policies and strategies into a framework for prioritisation. Section 5 provides spatial perspective and Section 6 concludes with an approach for more detailed planning.

The details contained in Vision 2030 *complement the strategies that have emerged in the province* and are generally consistent with the plans that have emerged at the local level, as reflected in District and Local Integrated Development Plans (IDPs). As with the Medium Term Plan of the Province, Vision 2030 provides some indications on the choices that have to be made and the development orientation that needs to be fostered within the Province.

Vision 2030 captures in a clear and concise manner the *broader drivers of change globally and across the region*. In this respect, it correctly identifies the implications of the global and regional trends on development and the parameters within which development will unfold. It also provides a positive indication of the opportunities that stand before South Africa as a result of the key drivers of change. The Provincial Plan similarly maps provincial trends and their possible impact on development.

## **2. Vision 2030 and the National Development Plan**

Vision 2030 has been formulated as a National Development Plan and covers the overall geographical space of South Africa. This summary is provided as the framework for the localisation of the plan and its translation into active provincial specific actions. This characterisation, in the form of a summary, serves to ensure that the Plan is broadly understood by stakeholders in the province and that there is a common appreciation of the parameters it establishes for what should and can be done within the province. Each of the priority areas in the Vision 2030 plan are outlined within the framework of the structure established for the Implementation Plan.

### **2.1 Socio-economic Outcomes**

#### ***2.1.1 Economy and employment***

Vision 2030 is predicated on the perspective that South Africa needs an economy that is inclusive, more dynamic and, in which, the fruits of growth are shared equitably. It is held that by 2030, the economy should be close to full employment, equip people with the skills they need, ensure ownership of production is more diverse and able to grow rapidly, and provide resources to pay for investment in human and physical capital.

Vision 2030 is driven by a belief that South Africa would be able to create 11 million jobs by 2030 through the following specific actions:

- Improving economic policy coordination and implementation
- Building partnerships between the public sector, business and labour to facilitate, direct and promote investment in labour-intensive areas.
- Raising competitiveness in export earnings through better infrastructure and public services, lowering the costs of doing business, improving skills and innovations, and targeting state
- Strengthening the functioning of labour markets to improve skills acquisitions, match job seekers and job openings, and reduce conflict.

It is furthermore noted that transforming the economy and creating sustainable jobs would mean that the rate of economic growth would need to exceed five percent a year on average. In this respect a number of proposals are made, as follows:

- Increased exports
- A more efficient and competitive infrastructure
- Reducing the costs of living for low income and working class households
- Reduce costs of regulatory compliance
- A larger, more effective innovation system
- Support for small business
- An expanded skills base
- Strengthen financial services
- A commitment to public and private procurement

- A higher rate of investment
- A labour market that is more responsive to economic opportunity
- Enhanced commercial diplomatic services.

The Commissioners were particularly mindful of the choices that need to be made to achieve higher levels of employment. In this respect, specific emphasis was placed on prioritising entry into employment without diminution of existing working conditions. They also note the importance of improving the functioning of the labour market.

### ***2.1.2 Improving education, training and innovation***

The National Plan sees education as a priority for development and the achievement of the 2030 Vision. Specific targets have been set in all areas of education from early childhood development to higher education. One of the challenges for Mpumalanga in implementing the vision for education and training will be prioritising objectives to match provincial needs and demands.

The National Plan focuses on three key areas: schooling, further education and training and higher education. A key focus, in recognition of the crisis in education, is improvement in access and quality of education. In this regard, the Plan specifically identifies:

- Early childhood development on the understanding that at least two years of pre-school education provide the necessary foundations for learning at school. Government should increase funding to ensure universal access to ECD and include nutrition and care programmes. Coordination between state and non-state providers will be essential.
- Properly qualified, professional, competent and committed teaching, management and public service support for schools in order to achieve improved performance in literacy, maths and science. Specifically, 90 percent of learners in grades 3, 6 and 9 must achieve 50 percent of more in national assessments, and 90 percent of learners should successfully complete 12 years of schooling. Specifically, all stakeholders need to support the goal of quality education and work towards the professionalization of the teaching and school management. Technical support should be provided to under-performing schools and good performance should be recognised and nurtured.
- Finally, school infrastructure backlogs need to be addressed.

The National Plan prioritises the quality and scope of the further education and training and skills development sector noting that:

- An expanded system of diverse institutions (colleges and Community Education and Training Centres (CETC)) needs to be established in order to increase enrolments to 1.25 million in colleges and 1 million in CETCs. In addition, college educators will need to be trained in order to improve the capacity of FETs to become preferred institutions for vocational education and training with an 80% throughput rate.
- Adequate support must be provided to link further education and training to workplaces and employment opportunities. In addition, the roles and functions of Sector Education Training Authorities need to be clarified to improve skills planning.



In higher education, enrolments are expected to increase to 1.62 million, with a focus on maths and science based degrees, improved throughput and doctoral degrees (5000 a year). This will require the development of new universities in Mpumalanga and Northern Cape as well as degrees that provide bridging support for disadvantaged students. Staff at universities should improve qualifications, increasing the percentage with PhDs to over 75. Universities should identify areas of strength and be responsive to their immediate environment. Research at universities should promote innovation and the development of knowledge. Service-linked scholarships can be provided in key areas such as nursing, teaching and social work.

### **2.1.3 Health care for all**

The NPC notes “the long-term health outcomes are shaped by factors largely outside the health system: lifestyle, nutrition, education, diet, sexual behaviour, exercise, road accidents and the level of violence”. This includes the promotion active lifestyles, balanced diets, health awareness, road safety and control alcohol abuse.

The NPC report envisages that by 2030 “the health system should provide quality care to all, free at the point of service, or paid for by publically provided or privately funded insurance”. Implementing the future National Health Insurance (NHI) system at provincial level involves, firstly, a district based approach to primary health care needs. This needs:

- more personnel including professionals and paramedics,
- new forms of management authority including greater discretion at facility level and
- strengthened statutory structures for community representations in health systems governance
- a focus on maternal and infant health care

Secondly the NHI involves greatly extending the number and role of community health workers. The estimate at a national level is to recruit, train and deploy between 700k and 1300k community health workers to implement co implement community-based health care.

Thirdly, provinces will focus on the improvement of regional hospitals. For these to be adequately staffed, the production of specialists in the five main specialist areas (medicine, surgery, obstetrics, paediatrics and psychiatry) will have to be accelerated. On the management side, minimum qualifications for hospitals managers will have to be established, and monitored to ensure that all managers have necessary qualifications.

Regarding the HIV/AIDS epidemic the NPC stresses a continuing need for education and prevention as well as testing and treatment. It poses continuing challenges for the TB rate. Particular priorities are to:

- Provide ARVs to high risk people and
- Provide effective micro biocides routinely to all women 16 years and older
- Broaden coverage of ARV treatment to all HIV-positive people
- Disability must be integrated into all facets of planning, including enhanced access to education, skills development and employment.

### **2.1.4 Social protection**

Vision 2030 established a broader approach to social protection with the objective of ensuring that no one lives below a defined minimum social floor. It is envisaged that this will be done through multiple avenues. In terms of which it is expected that all children would enjoy social services and benefits aimed at facilitating access to nutrition, health care, education, social care and safety. Of particular importance in this is addressing hunger and malnutrition.

Amongst the objectives established within Vision 2030 are the provision of income support through active labour market initiatives, the establishment of retirement provisions, and a system that responds to the growth in temporary employment. In line with the objective established the following specific actions are anticipated:

- Together with social partners, determine a social floor that can be progressively realised through rising employment, higher earnings and social grants and other aspects of the social wage.
- Increase the supply of four categories of social service professionals to 55 000, to respond to the demand for appropriate basic social welfare services, i.e. social workers, auxiliary or assistant social workers, community development workers, and child and youth care workers.
- Identify the main elements of a comprehensive food security and nutrition strategy and launch a campaign.
- Create incentives that encourage a culture of individual saving for risks and loss of income due to old age, illness, injury or loss of work for workers in both the formal and informal sectors.
- Explore designs of a mixture of financing and institutional frameworks that enables those in the informal economy to participate in contributory social insurance schemes.
- Pilot mechanisms and incentives to assist the unemployed to access the labour market.
- Expand existing public employment initiatives to create opportunities for the unemployed. Develop a consolidated institutional framework that supports coherent policy implementation, integrated social security administration, and effective regulation and oversight of the system.

## **2.2 Mechanisms**

### **2.2.1 Economic infrastructure**

The focus in the Plan is on economic infrastructure which includes energy, electricity, water, transport and broadband. An underlying issue in the provision of infrastructure for development relates to regulatory capacity. The national regulation of production, supply and pricing is critical for economic growth, reliable supply and environmental security. However, this can result in tensions between provincial priorities and national regulatory processes.

The Plan encourages a shift towards renewable energy sources recognising the limits of electricity that relies on dwindling coal reserves. The current reliance on coal for energy means that adequate supply for electricity and liquid fuel is a concern. Waterberg will be

developed as an alternative coal supply region. There is a need to balance domestic coal supply with growth in exports, and find alternative sustainable renewable energy resources, such as gas.

Within these constraints, people with access to the electricity grid should rise to 90 percent. This will require new electricity resources in the amount of 40 000MW, or which at least 20 000MW should come from renewable resources. The electricity distribution businesses of the large municipalities should be ring-fenced to resolve maintenance backlogs and ensure investment in skills development and infrastructure.

Within this process, care should be taken to balance competing demands between lower carbon power generation versus the need to be competitive and maximise use of mineral resources; public versus private ownership and job creation versus job losses from new technology.

Water resources need to be more carefully maintained and managed to balance supply for domestic use and growth through reuse, efficiency improvements, conservation and demand management. This includes a new management strategy and development in the Lesotho Highlands, Umzimvubu and Makhathini Flats.

All people must have access to clean, potable water by 2030, and there must be sufficient water for agriculture and industry, recognising some of the trade-offs in the use of water. Water demand in urban areas should be reduced by 15 percent below the business as usual scenario. Regional water and wastewater utilities need to be developed and the mandates of existing water boards expanded.

The public transport system needs to be improved so that more people commute to work to work on public system to preserve road infrastructure. Rail systems need to improve for commercial use, specifically coal, together with port capacity. Specifically, Durban should increase to 20 million containers by 2030.

### ***2.2.2 Transforming human settlements***

The Vision recognises that where people live and work matters. Yet apartheid planning consigned the majority of South Africans to places far away from work, where services could not be sustained, and where it was difficult to access the benefits of society and participate in the economy.

In the rural areas, in general productivity has been declining and outmigration to cities and towns has been accelerating. Yet in some areas growth in sectors such as retail, transport and construction has increased, fuelled by social grants. Such developments are covered in section 2.2.4. They imply the need for differentiating the challenges (and recommendations, below); including rural densification without associated infrastructure and governance arrangements, ill located land-reform initiatives from the perspective of viable farming, or access to markets, or in conflict with other imperatives such as mining or preserving biodiversity.

In urban areas, expanding city-regions blur boundaries, and decision making. In-migration, especially by the young and poor, increases pressure on services and transport, complicated

by apartheid-fragmented geography. Growth has been slower than the demand for employment. In particular accommodation faces challenges, including financing for lower end housing and its incorporation into the market, and slow progress on rental accommodation and upgrading of informal settlements.

As a foundation for its specific recommendations, NDP 2030 envisages reforming and strengthening of government's planning capabilities in order to:

- Resolve fragmentation and improve co-ordination in planning across components and spheres of government.
- In particular, assist the improvement and professionalization of planning at municipal and district level, and effective upward articulation of planning.
- Introduce spatial development framework and norms, including improving the balance between location of jobs and people.
- Foster citizen participation in spatial visioning and planning processes.
- National spatial restructuring fund, integrating currently defused funding.
- Establish a national observatory for spatial data and analysis.

The national spatial framework - in accordance with principles of justice, sustainability, resilience, quality and efficiency – will address lateral considerations such as national and transnational development corridors, resource-critical regions (whether minerals, water or ecosystems), and special intervention zones (regarding jobs, especially “green jobs” and sectoral growth prospects).

In urban areas, key NDP recommendations include:

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

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

- Innovative, targeted and better co-ordinated provision of infrastructure (including ICTs) and services provision;
- Prioritising agricultural and rural development along mobility corridors, to build local economies and contribute to national food security;
- Identification of non-agricultural opportunities such as tourism and mining, especially with a “green” focus’;
- Small-town development as nodes of rural development;

- Mechanisms to make land markets work more effectively for the poor, especially women.

### ***2.2.3 Environmental sustainability and resilience***

The NPC's treatment of sustainability spans not only environmental aspects but also the activation of rural communities, including of land reform and the densification of cities and towns.

The NPC notes that climate change is having a marked impact on South Africa. Corresponding policies applicable at provincial level to reduce carbon emissions include electricity from renewable such as bio fuels and improving energy efficiency via incentives. In addition energy usage can be diminished by applying regulations for energy efficient buildings and by setting and meeting provincial targets for solar water heating.

The NPC also proposes an environmental management framework including targets for protected areas and monitoring with indicators for national resources. This would include policies and innovations for sustainable water use to balance mining and irrigation demands. The NPC sets the following objectives for the Country:

- A set of indicators for natural resources accompanied by publication of annual reports on the health of identified resources to inform policy.
- A target for the amount of land and oceans under protection (presently about 7.9 million hectares of land, 848 kilometres of coastline and 4 172 square kilometres of ocean are protected).
- Achieve the peak, plateau and decline trajectory for greenhouse gas emissions, with the peak being reached around 2025.
- By 2030, an economy-wide carbon price should be entrenched.
- Zero emission building standards by 2030.
- Absolute reductions in the total volume of waste disposed to landfill each year.
- At least 20 000MW of renewable energy should be contracted by 2030.
- Improved disaster preparedness for extreme climate events.
- Increased investment in new agricultural technologies, research and the development of adaptation strategies for the protection of rural livelihoods and expansion of commercial agriculture.

The following actions are proposed:

- An independent Climate Change Centre, in partnership with academic and other appropriate institutions, is established by government to support the actions of government, business and civil society.
- Put in place a regulatory framework for land use, to ensure the conservation and restoration of protected areas
- Carbon price, building standards, vehicle emission standards and municipal regulations to achieve scale in stimulating renewable energy, waste recycling and in retrofitting buildings.
- Carbon-pricing mechanisms supported by a wider suite of mitigation policy instruments to drive energy efficiency.
- All new buildings to meet the energy efficiency criteria set out in South African National Standard 204.
- Channel public investment into research, new agricultural technologies for commercial farming, as well as for the development of adaptation strategies and support services for small-scale and rural farmers.

#### **2.2.4 Inclusive rural economy**

Particular emphasis is placed on building the economy in rural areas. In this respect, Vision 2030 proposes the following approach:

- Creating more jobs through agricultural development, based on effective land reform and the growth of irrigated agriculture and land production
- Providing basic services that enable people to develop capabilities to take advantage of opportunities around the country, enabling them to contribute to their communities through remittances and skills transfer.
- Developing industries such as agro-processing, tourism, fisheries and small enterprises where potential exists.

To achieve the objective of increasing jobs from within rural economies, the following specific actions are envisaged within Vision 2030:

- Rural economies will be activated through improved infrastructure and service delivery, a review of land tenure, service to small and micro farmers, a review of mining industry commitments to social investment, and tourism investments.
- Create tenure security for communal farmers, especially women, investigate different forms of financing and vesting of private property rights to land reform beneficiaries that does not hamper beneficiaries with high debt burden,

The plan also envisages investments in irrigation infrastructure in the Makathini Flats and Umzimbubu Raver Basin.

## 2.3 Conditions

### 2.3.1 *Building a capable and developmental state*

The National Plan sees a capable and developmental state as a requirement for achieving the developmental objectives. A developmental state intervenes to correct historical inequalities and plays a transformative role to create opportunities for more people. A capable state is professional, insulated from undue political pressure, competent and responsive to the needs of all citizens.

Building a professional public service requires:

- Stabilising the political-administrative interface by creating an administrative head of the public service responsible for managing the career progression of heads of department. In addition, the Public Service Commission should champion and monitor norms and standards for appointment to senior positions and human resources managed should be located with the head of department.
- Making the public service and local government a career of choice through graduate recruitment, skills development and assessment, placements and secondments. This includes building confidence in the recruitment and appointments process through fair process and adequate criteria.
- Ensuring that staff at all levels have the authority, experience, competence and support required to do their jobs.

A second critical requirement of a capable state are improved inter-governmental relations. This entails a clarification of roles and responsibilities, managing uneven capacity and using differentiation to ensure a better fit between the capacity and responsibilities of provinces and municipalities. This may involve the development of regional utilities for local government services and a less hierarchical approach to coordination for routine issues.

The developmental potential of state owned enterprises should be improved through a focus on mandates, governance and capacity. Specifically, public interest mandates for SOEs will improve coordination between policy and shareholder ministries by making them jointly responsible for appointing the board through a credible process.

### 2.3.2 *Fighting corruption*

Vision 2030 sets the objective of achieving a corrupt free society, with high adherence to ethics throughout society and a government that is accountable to its people. To achieve this objective, the following specific actions are proposed:

- The capacity of corruption fighting agencies should be enhanced and public education should be part of the mandate of the anti-corruption agencies.
- The National Anti-Corruption Forum should be strengthened and resourced.
- Expand the scope of whistle-blower protection to include disclosure to bodies other than the Public Protector and the Auditor-General. Strengthen measures to ensure the security of whistle-blowers.
- Centralize oversight of tenders of long duration or above a certain amount.

- An accountability framework should be developed linking the liability of individual public servants to their responsibilities in proportion to their seniority.
- Clear rules restricting business interests of public servants should be developed.
- Corruption in the private sector is reported on and monitored by an agency similar to the Public Protector.
- Restraint-of-trade agreements for senior civil servants and politicians at all levels of government.

### *2.3.3 Building supportive, safe and cohesive communities*

Achieving and sustaining supportive, safe and cohesive communities has three broad requirements, each covered in a separate chapters of the NDP: social protection, safety, and social cohesion. The first requirement involves **social protection**. This is covered in more detail in section 2.1.4. From a specifically community perspective, four noteworthy kinds of interventions are recommended in the NDP:

- An increase supply of social workers, auxiliaries, and workers in community development and childcare
- Expanded public employment initiatives, and incentives to create opportunities of the unemployed
- Food security and nutrition strategy and campaign especially for pregnant women and young children
- Focus on competition, access, efficiency and the costs of transport, food, telecommunications and other goods and services to lower the cost of living especially for poor households.

The second broad requirement is that people are and feel safe in their community, in particular with women, children and vulnerable groups feeling protected. Indeed, **safety** is also a human right, as well as a precondition of social and economic development. Although the component departments of the criminal justice system are national functions, the various programmes required are implemented at provincial and local level.

The NDP identifies five main requirements for an effective system to be achieved, in which communities may have confidence.

- The first is better co-operation and co-ordination among the component departments of policing, justice, and correctional services - extending to their extensive provincial or municipal sites.
- The second is professional and capable policing, with standards for recruitment and promotion, plus codes of conduct and professionalism set by a national policing board. Performance must be linked to disciplinary regulations, and disciplinary action must be promptly followed through. A two-tier selection process may be envisaged, with objective competence testing. Specialised units, such as forensics, should be re-established with associated capacity-building in partnership with the private sector and universities.
- Thirdly, the NDP recommends demilitarisation of the police force, in accordance with its mandate to “protect and serve”. This entails shifting from an ethos of command



and control to one of leadership and self-determination; from following up crime to preventing it through community policing. There are two corollaries.

- Fourthly, policing has to adopt a holistic approach, tackling the fundamental causes of criminality in collaboration with related departments like Social Development. In this vein the NDP canvasses a range of sectoral policing requirements, spanning children, youth, women, schools, and rural areas.
- Lastly, community participation by civil society organisations is essential, including measures such as the extension of community service to law graduates, community audits, voluntary participation in crime prevention, and safety plans for learners in schools and inner city youth.

The third broad requirement for safe and sustainable communities is **social cohesion**. The NDP has the vision of a united, prosperous, non-racial and non-sexist democratic South Africa where citizens accept that they have both rights and responsibilities. However, the legacies of the past are persistent. Differences of race, class, gender, location and language translate into differences of opportunity and discrimination.

These are partly tackled by the objective measures recommended throughout this Plan, to improve education and health, increase employment, transform the economy, tackle rural development, implement redress, extend the social wage, etc., in order to diminish inequality. However, for such changes to succeed and be sustainable, subjective transformation – of the knowledge, beliefs and motivations of citizens in families and communities – is equally important.

The NDP suggests various far-reaching measures:

- Popularising the Constitution and the values it embodies, as well as consequent documents such as the Bill of Responsibilities for young people in school;
- Media campaigns opposing racism, sexism, homophobia and xenophobia;
- Improving institutions fostering gender equity, non-racialism, economic empowerment, etc.
- Incentivising the learning of an indigenous language;
- Improving public spaces and facilities – sporting, cultural etc. – and extending their shared usage for better understanding and interaction across race and class;
- Promotion, especially by leader role models, of citizen participation in Ward Committees, School Governing Bodies and Community Policing Forums;
- Achieving of a social contract into the shared vision articulated by the NDP.

### 3. Change Drivers and the Context<sup>1</sup>

This section maps the national and regional drivers of change as well as the provincial developmental context. The drivers and context serve to ensure that there is a consistent approach among all stakeholders and governance levels within the province.

#### 3.1 Drivers of Change

The current financial crisis has highlighted the increase in economic inequality globally and given rise to a call for efficient market policies that also embrace principles of social justice. Over the next two decades, emerging markets and developing countries will power global growth as they shed their role as suppliers of low-cost goods and services, and become providers of capital, talent and innovation. Africa's changing demographic structure, increased urbanization, untapped agricultural potential and need for better infrastructure provide significant opportunities for growth. While climate change is a major threat, developments in science and technology will enable countries to mitigate the effects, without undermining growth.

##### 3.1.1 Climate change

All evidence points to the fact that emissions of carbon dioxide and other greenhouse gases are changing the earth's climate. Rising temperature and extreme weather events are likely to take a disproportionate toll on Africa. Climate change has the potential to severely reduce food production and make portable water scarcer, with the consequences for increasing migration and conflict for scarce resources.

South Africa faces particular challenges, as rising temperatures and changing rainfall patterns will have consequences for food production and water supply. In responding to these changes, industries and households will have to reduce their negative impact on the environment. South Africa's primary approach to climate change is to strengthen the countries resilience. Adaption policies and measures include adequate support for vulnerable groups, significant investments in new adaptive technologies, conservation, rehabilitation and the restoration of natural ecosystems. Policy makers and managers thus face a complex web of considerations that need to feature in their decision-making.

*The policies established for changing energy consumption patterns to manage environmental impact will have specific implications for the Mpumalanga as it generates a large percentage of the country's carbon pollution. As the province is expected to provide for the energy needs of the country, careful attention should be given to the costs of rehabilitation and the management of the consequences of pollution within the province.*

##### 3.1.2 Globalisation and the rise of the east

Globalisation, as reflected in the pace of economic integration, is impacting directly on livelihoods and production in South Africa. The rise of new markets also increases competition, placing downward pressures on wages, especially in the manufacturing sector.

South Africa has to confront some difficult choices. The period of high demand for natural resources can be used as an opportunity to generate returns that would assist in upgrading capacities, however, this requires that resources be extracted and used sensibly. The

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<sup>1</sup> This section is drawn from the Provincial Growth and Development Strategy (2004-2014)

emergence of China, India and Brazil has already changed the nature of global trade and investments, and is changing the nature of international politics. After decades of divergence, inequality between nations is decreasing. Industrial development and high rates of urbanisation are likely to keep the demand for resources relatively high for a decade or more. These trends will broaden opportunities for all economies, including South Africa.

As the demand for the Province's raw materials increases and the market value of these materials increase, there would be pressures for the emergence of certain sectors at the expense of others. The trade-offs of more mining, relative to tourism and agriculture would need to be managed to ensure that short run gains don't undermine the long-term development of the province. Considerations would need to feature in the land use approach within the province and the manner in which these would feature in prospecting and mining licenses. Provincial considerations would need to inform national actions so that the region is not disadvantaged over the long-term and appropriate balanced are established to manage land use.

*Given global changes, the East is likely to become more and more dominant as a trading partner. Even as the Province currently relies on and trades with the European Union, China, India and other geographical regions are increasingly becoming important for the province. While the province is likely to export raw materials to China, the country could also serve as a market for processed agricultural products and tourism. The province would need strategies relevant for new markets and changing global relationships.*

### **3.1.3 Global poverty and inequality**

Globalisation has been marked by negative trends. Inequality has risen and the gap between the rich and poor has grown over the past two decades. A quarter of the population of developing countries still lives on less than US\$1,25 a day, 1 billion people lack clean drinking water, 1.6 billion have no access to electricity, and 3 billion do not have adequate sanitation. HIV/AIDS has been devastating in sub-Saharan Africa.

In response to the global scale of poverty and its consequences for all the World Summit for Sustainable Development (WSSD) in Johannesburg in 2000 agreed to the Millennium Development Goals (MDGs) as a means of securing a sustainable path for the world and to eradicate poverty. Five years into the new millennium, that vision of a world that has made measurable progress towards peace, security, human rights, democracy and good governance seems remote given that more than a billion people live below the poverty line (a dollar a day). Africa is the only continent where poverty is on the increase and sub-Saharan Africa, in particular, struggles against poverty, transport challenges, low economic growth, malaria and HIV/Aids.

*Given the consequences of the spread of poverty and resultant social turmoil, the province would need to ensure that the persistence of inequity does not result in deeper social challenges. A partnership needs to be established with all stakeholders to reduce inequity and establish a commitment to fairness in the distribution of resources. This would require deepening access to economic opportunity and the wealth generated from the use of the province's natural resources. Of particular importance is establishing partnerships that ensure local communities benefit directly from larger scale economic projects, such as mining.*

### 3.1.4 Technology and interconnectivity

Development in science and technology are fundamentally changing the way people live, communicate and transact, with profound impact on economic development. New technologies and interconnectivity have the possibility of changing people's lives for the better and can lead to improvements in health and education. The potential of technology is huge, but largely untapped in Africa. Many countries generally lack the skilled labour and capital. Conventional production inputs, such as land, labour and capital account for less than half of the differences in per capita income across nations. The rest is largely due to the inability to adopt technologies to raise productivity. In a world where information is generally accessible, the key is to use information purposefully in a complex and demanding world. This requires that there be an increase in building the stock of knowledge and encouraging new insights and techniques. Adopting better technology leads to higher productivity and encourages creativity. In societies with limited knowledge, bright people feel stifled and move on to better opportunities.

*In addition to ensuring that the province is connected the rest of the world, attention should to be focused on ensuring that the province has the required technical capacities within its terrain of comparative advantage. Inter-connectivity and skills in technology would need to be focused on areas that are relevant to the economy of the province. In particular, this would include the tourism, agriculture and mining/energy sectors.*

### 3.1.5 Responding to global and regional change drivers

The ability of government, departments and individual's to navigate the global trends and forces of change will be determined by their insights of current circumstances, by the foresight that is established about possible futures and by the policies and practices that adopt for the future. The unintended consequence of globalisation is that it forces government and individuals in responsible positions to adopt policies and practices that do not necessarily accommodate the needs of local communities. The challenge for managers is how to accommodate global common human needs with local demands and needs. The first step in this process is recognising global demands as part of the process of establishing strategies to balance these with local needs and demands. Failures to act today are likely also to impact on future generations.

Africa is the second most populous continent. Its current population of just over 1 billion is expected to rise to 2.2 billion over the next 40 years. Although the reliance on resource exports creates challenges for the continent, there is much to suggest that the continents economy will continue to grow at a rapid pace. Improvements in economic growth provide Africa with a greater voice in global political and economic institutions. Even as there are many challenges in the continent with respect to on-going and recurrent conflicts, strong growth on the continent has opened up major opportunities for South African firms and industries, which have contributed to development by investing in telecommunications, banking and mining, construction and retail. One of the biggest exports since 1994 has been management skills, deployed in settings that are common to South African, but less familiar to competitors from developed countries.

*The province is well positioned to drive economic growth in Southern Africa through the linkages established with Mozambique. Strengthening these linkages and working with Mozambique and Swaziland to expand further north into the east coast of Africa would serve to ensure that the province and its towns develop as the primary trade points for some parts of the continent.*

## **3.2 Provincial context**

The province of Mpumalanga is located on the eastern side of South Africa, and shares provincial borders with KwaZulu-Natal in the south, the Free State in the south-west, Gauteng in the west and Limpopo in the north. The province occupies 6.5% of South Africa's surface area and is the gateway to Swaziland and Mozambique. Its location allows access to African and international markets through Mozambique, as well as the most populous province in South Africa and largest economic hub in Africa, Gauteng.

The province is characterised by natural beauty, and has a wealth of natural resources, especially biodiversity and minerals, but is constrained by a general lack of groundwater reservoirs and few perennial rivers. The climate supports a wide variety of agricultural activities including pastures, dry-land cereals, plantation forestry, intensive arable crops through to sub-tropical fruit and sugarcane (irrigated). Much of the province is well suited to human habitation. The Province comprises three (3) district municipalities, namely Ehlanzeni, Gert Sibande and Nkangala with eighteen (18) local municipalities.

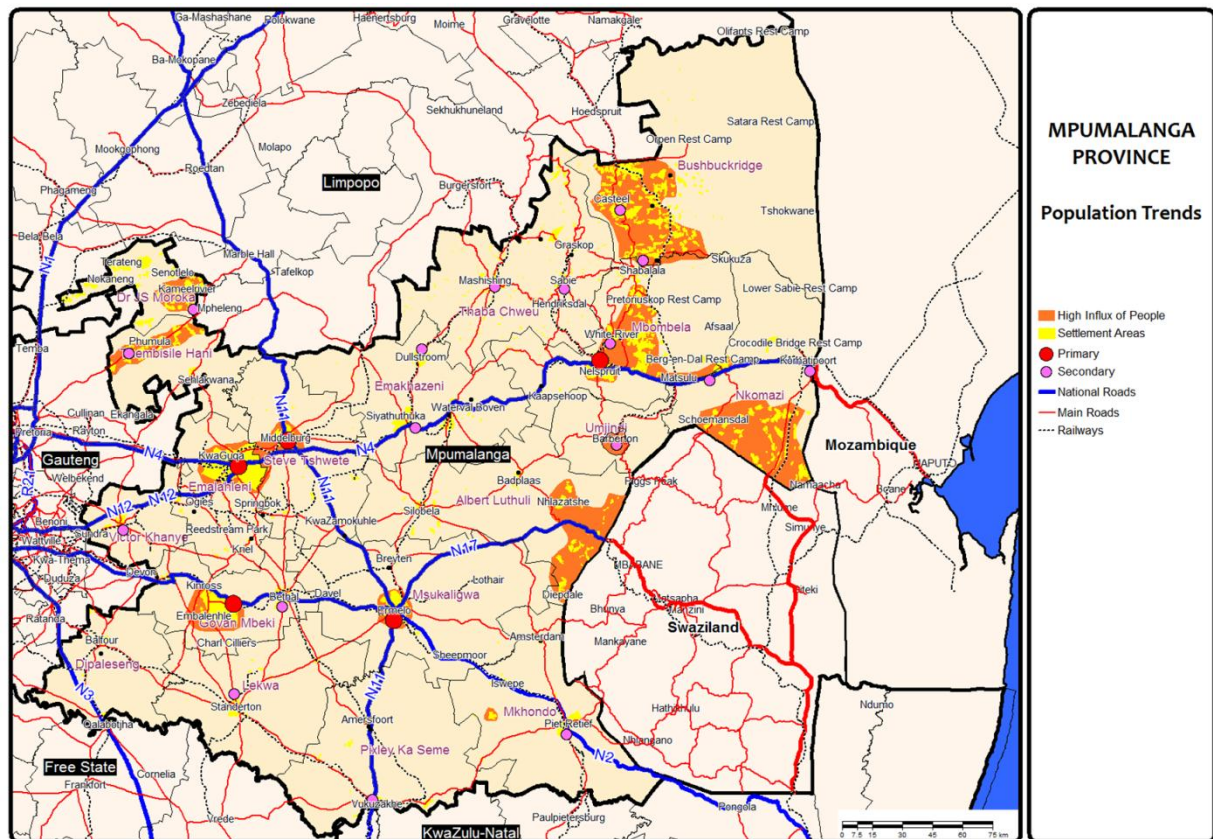
### ***3.2.1 Population and development context***

Mpumalanga's population was estimated at 4.04 million in 2011, growing by around 1.8% per year between 2001 and 2011. The population groups within the province were estimated as 90.7% Black African, 0.9% Coloured, 0.7% Asian, 0.2% Other and 7.5% White, with a sex ratio of 102 females per 100 males. There is no indication of a significant change in either ratio over time. The age distribution shows a steady decrease in the percentage of the population that are under 15 years old reaching 31.2% by 2011. However, a projection by the Population Unit, Department of Health & Social Services shows that that the provincial population pyramid will change dramatically by 2031.

There is a considerable amount of internal migration within South Africa and the province. Mpumalanga registered a positive net migration of 52 845 between 2001 and 2011. The majority of in-migration stemmed from outside of South Africa (30.3%) followed by Gauteng (25.1%). Out-migration to Gauteng (64.1%) and Limpopo (13.2%) accounted for the majority of outflows.



**Figure 2: Population trends**



According to the Living Conditions Survey 2008-09 (Figure 2), 62.5% of the population of Mpumalanga lived below the upper-bound poverty line (R577 per person per month) compared to 52.3% nationally. Some 32.1% of Mpumalanga's population lived below the food poverty line (R305 per person per month) compared to 26.3% in South Africa.

According to Census 2011, the average household income in Mpumalanga increased from R31 186 per annum in 2001 to R77 609 per annum in 2011. Some 76.9% of all individuals in Mpumalanga reported a monthly income below R1 600, while 62.7% of individuals reported income below R400 per month. In 2011, salaries and wages were the primary income sources for the majority of households in South Africa (56.6%), while pensions and grants made up a significant percentage (24.3%), with remittances acting as a primary income source for approximately 9.5% of households. 30% of unemployed individuals live in households without any wage-earners or pensioners. The marginalisation of the unemployed in households with little or no access to wage-income or support from pensions raises the question on how these households are supporting themselves.

In 2011, salaries and wages were the primary income sources for the majority of households in Mpumalanga (57.2%), while pensions and grants made up a significant percentage (21.4%), with remittances acting as a primary income source for approximately 12.4% of households. The proportion of households in Mpumalanga receiving grants was 49.5% in 2011 compared with the national rate of 44.8%.

Mpumalanga experienced an average annual growth in per capita expenditure of just 1.3%, with the poorest 10% actually experiencing a decrease. Only the richest 10% experienced an increase substantially above the provincial average. Within the national context, all three of

the province's district municipalities are in the national twenty district (and metropolitan) municipalities having the highest proportion of the national population living in poverty, comprising close to 9% of the national total. 40% of the province's population resides in the former Bantustans. Geographically smaller concentrations of poverty occur in and around major concentrations of economic activity, such as towns. Scattered pockets of poverty occur throughout the province in areas with below average levels of economic activity.

Income distribution over the period 1996 to 2009 has become much more skewed than national income distribution. The provinces face high levels of inequity and will face immense difficulties in achieving the 0.59 percent national Gini coefficient target established for 2014.

*Poverty and inequality have been increasing in the province and pose fundamental challenges to development and security in the region. The general growth in poverty and inequality in a context of rising expectations from government is a cause of instability. The province would need to address poverty and inequality directly to ensure that communities retain confidence in the future and a general willingness to participate in economic development of the region.*

### **3.2.2 Infrastructure and services**

About 32% of Mpumalanga's population lives in urban areas. However, definitions of 'rural' and 'urban' are not clear or consistent, so that a large proportion of the people classified as 'rural' populations (e.g. Bushbuckridge) cannot truly be deemed to be rural in terms of their needs or economic activities. There has been a steady decrease in the number of households living in informal dwellings, standing at 10.9% in 2011.

The percentage of households without basic sanitation (7.2%) and those receiving refuse removal (42.4%) services has improved between 2001 and 2011, however, the total backlogs has increased in line with the increase in the number of households. However, the provision of other services has increased, with percentages of households at or above the basic levels for water (87.4%), electricity for lighting (86.4%). While cell-phone access is now near universal (91.1% of households), internet connectivity (31.4% of households) is extremely restricted and true broadband connectivity restricted to the major urban centres.

The main road network of Mpumalanga covers approximately 24 000 km of which 700 km is primary or national roads (see Figure 3). The secondary or provincial roads covers approximately 16 000 km with 9 254 km of tertiary or unproclaimed gravel roads that are not routinely maintained. International and inter-regional accessibility is often limited by mountainous terrain. Although the N4 is the major corridor in Mpumalanga, economic activities (especially forestry, mining and agriculture) are dispersed throughout the province, leading to high usage of secondary and tertiary roads. The lack of a highway linking Nelspruit with Polokwane to the north or Durban to the south limits opportunities for development. Bus services remain concentrated around the economic hubs of the province or serve the need of moving workers from the former Bantustans to the economic hubs of the country. Taxis play an important role in the movement of people operating within the local economies, especially where people are poor and not well-served by public transport.

**Figure 3: Mpumalanga regional road network**



The road network in Mpumalanga is primarily used to move raw materials from mining and farming centres to Gauteng, and export goods from Gauteng and the mines to the coast. The Kruger Mpumalanga International Airport (KMIA) became operational during October 2002. In addition there are 15 licensed aerodromes in Mpumalanga of which 8 are public. Air transport is very restricted, and of significance only to the tourism and business sectors.

*Infrastructure expenditure has not kept pace with the needs of the province and has in the past few years been focused on extending infrastructure to communities, with limited attention focused on the needs of the province's economy. Spatial settlement patterns make it difficult for the provinces to respond to all needs and it is increasingly important that infrastructure investments be used as incentives to attract settlement and increase densification closer to where the economy is growing. The province is also faced with settlements emerging in areas with low economic potential and hence increasingly imperative that settlement be regulated and incentivised properly through infrastructure investments in areas with high economic potential.*

### **3.2.3 The economy of the province**

Mpumalanga's economy accounted for 6.3% of South Africa's GDP in 2011. In 2011, Mpumalanga exports accounted for an average of 1.7% of national exports and 0.4% of national imports. The economic structure of Mpumalanga is markedly different to that of other provinces, and shares few similarities with the national level. While provincial growth occurred across all industries between 1996 and 2011, this growth was lower than the national averages with the exception of mining and manufacturing. Exports growth was also lower in Mpumalanga than nationally.

Mpumalanga's economy remains heavily reliant upon the primary sector, accounting for 21.9% of GDP in 2011 compared with 8.3% nationally. Mining account for 84.5% of the value added of the primary sector, the balance contributed by agriculture. The secondary sector accounts for 27.8% of GDP, significantly higher than the national average of 22.6%. It is dominated by some sectors that rely heavily on products from the primary sector, including



petrochemicals and chemicals, metal products (including machinery and equipment) from mining, food & beverages and wood products from agriculture and forestry. Electricity and water are also included within the secondary sector contributing to 20.8% of the total value of secondary activities.

Mpumalanga contributes 8.7% of the national GDP in the agriculture, forestry & fisheries sector in 2011. Major sub-sectors include timber & paper production, fruit, cereal crops and livestock. Between 2001 and 2011 the sector shed 4% of its workforce while increasing output at an average of 1.9% per year.

Products mined in the Province include granite (for construction), gold, platinum-group metals, chrome & vanadium (ferro-alloys) and coal (electricity generation). 90% of South Africa's coal is produced in Mpumalanga, providing the source of 77% of electricity generation in South Africa, as well as a substantial contributor to export earnings. Mpumalanga's coal industry is characterised by 5 companies accounting for 90% of coal production, 11 mines producing 70% of coal extracted (by volume), and generating 24.6% of the nation's primary mineral sales. 23% of the province's coal is consumed by Sasol for the production of petrochemicals. Mpumalanga is the fourth largest petroleum user amongst provinces so is particularly sensitive to high fuel prices. Energy-intensive sectors include mining (7%), agriculture (3%), industry (36%) and transport (26%).

Mpumalanga's tertiary sector accounts for 50.4% of GDP, and is dominated by community services and finance. Again, there is a link between the tertiary and the primary sector with financial expertise that is strong in agriculture and in mining. With a strong reliance by the province on the performance of the primary sector, the international downturn of 2009 impacted more on Mpumalanga than on South African, with provincial growth of -1.7% compared to -1.5% nationally.

*The space economy of the province reflects that a more holistic approach is needed on the types of investments that would be relevant across the province in order to encourage growth that is relevant to different parts of the province. As different parts of the province have different comparative advantages (resources, agriculture, manufacturing/services and tourism) choices would need to be made on types of investments in different areas. A more structured approach to the development of each area would be needed and to avoid a situation where investments do not match the economic value and potential of certain areas. This is explored in Section 5.*

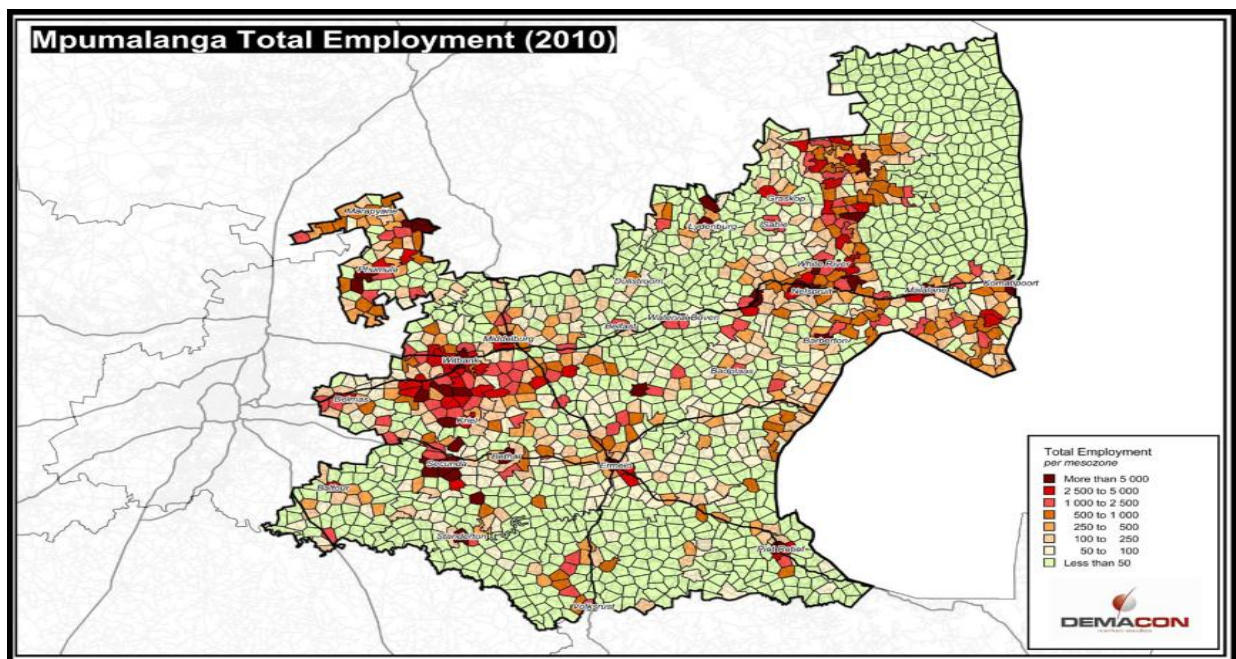
### **3.2.4 Employment, labour and skills**

Mpumalanga's labour market is characterised by a low participation rate and a high unemployment rate (see Figure 4). In the third quarter of 2012, the unemployment rate in Mpumalanga was 31.1%. Between the third quarter 2011 and the third quarter 2012, according to Statistics SA, there was a discernible increase in participation rates alongside growing employment and increasing unemployment, suggesting a struggling labour market in the province.

Africans account for a significantly larger share in the labour force in Mpumalanga (91.8%) relative to the national labour force (74.7%). During the 2008-2012 period, Labour Force Participation Rate (LFPR) for Africans increased whereas for Coloureds it declined. The proportion of employed without any education in Mpumalanga (6.3%) is also more than double the national share (2.6%) suggesting that the employed in Mpumalanga are lesser educated than the rest of South Africa. Nevertheless, since 2008 there was a significant drop

in the share of the provincial labour force with no education (from 9.7% to 6.3%), along with a significant rise in the percentage of post matric holders (12.9% to 16.0%). Some sectors (such as agriculture and manufacturing) have seen job losses for unskilled and semi-skilled workers, accompanied by employment expansion for skilled workers. Other sectors (such as transport & communication and even finance) have seen the opposite trend, with lower skilled workers increasing their share of sectoral employment. Yet other sectors (such as construction and community services) have seen employment for all three skills groupings expanding.

**Figure 4: Employment distribution**



Unemployment rates in the province have remained high since 1995 and have shown limited levels of decline. Total employment in Mpumalanga has increased by an average of 1.3% per year between 2001 and 2011, which is less than the rate of economic expansion in the province (2.9%). Overall, output expansion in the province was accompanied by employment growth, with every 1% of GDP growth in the province translating into a 0.45% increase in employment. Hence, no jobless growth is evident for Mpumalanga as a whole. However, the employment elasticity of agriculture, utilities and manufacturing was negative over the period 2001 to 2011.

From the third quarter 2008 to the third quarter 2012, approximately 19 300 jobs were lost in the province.. The informal sector in Mpumalanga is large, accounting for 21.4% of total employment, a significantly higher share than in South Africa as a whole (16.1%). The main drivers of employment in Mpumalanga over the period 2011-2012 was finance and agriculture, whereas mining and construction shed the highest numbers .

The unemployment rate for Africans are significantly higher than for Whites in Mpumalanga. In 1995, unemployment among Africans (38.7%) was more than four times that of Whites, while in 2012 this ratio had increased to almost thirteen times. The broad unemployment rates by gender are also telling. Females in Mpumalanga have an

unemployment rate roughly 1.4 times that of males. The youth (15-34 years) unemployment rate was disturbingly high at close to 43% in 2012..

*Employment is closely linked to economic growth and skills availability. Current distribution within the province is as a result of historical spatial patterns and education levels. It is becoming increasingly imperative that people be attracted to areas of economic potential as slow rates of internal migration often results in jobs being taken up by migrants from other regions. Skills availability and education opportunities do not reflect needs within specific areas of the province. Skills are imported from outside of economic growth areas as there are often no matching training institutions to develop community skills for local projects.*

### **3.2.5 Health, education and community safety**

More than 88% of the Mpumalanga population relies on the public health sector resulting in an increased burden on the primary health care system. The ten leading causes of death in Mpumalanga are tuberculosis, influenza and pneumonia, intestinal infectious diseases, certain disorders involving the immune mechanism, cerebrovascular diseases, other forms of heart disease, respiratory and cardiovascular disorders specific to the perinatal period, diabetes mellitus, digestive system disorders of foetus and new-borns, and hypertensive diseases.

The province currently has 28 public hospitals and 17 private hospitals. 23 of these are district level hospitals and 3 of them are regional hospitals, namely Ermelo, Mapulaneng and Themba. The remaining 2 hospitals (Witbank and Rob Ferreira, Nelspruit) are currently described as Level 3 hospitals i.e. able to provide some tertiary level services. The province does not have a tertiary hospital. The current hospital facilities do not necessarily address the population distribution in the province as some of the hospitals may be located too close to other facilities.. Based on a ratio of 1 hospital per 300 000 population the province requires 11 district level hospitals. There also appears to be insufficient number of staff available to staff the facilities.

There are currently 224 clinics and 47 Community Health Centres (CHCs). Clinics and CHCs are generally well distributed in relation to district hospitals. Primary health care is provided in the clinics and CHCs as well as in 76 mobiles and in the community through 105 home-based care organisations. There is a gradual increase in TB case findings since 2004. The cure rate for TB remains low and in 2006 stood at 56%. The number of TB reported cases from January to December 2007 stands at 19 791 compared with 18 351 in the 2006 period. The case finding for the period January to March 2008 stands at 4 631. Of the new TB cases 46% were found to be HIV positive.

Clients tested for HIV on the Voluntary Counselling and Testing programme and found to be positive stood at 54 843 for 2007. In the first quarter of 2008/09 (April-June) 31 840 patients received antiretroviral treatment. 23 hospitals and 2 CHCs are accredited to provide antiretroviral treatment against the target of 25 hospitals and 2 CHCs. 333 sites offer Voluntary Counselling and Testing. The province will have to contribute to the attainment of the national target to reduce the incidence of HIV and Aids to 50% by 2011.

Infant mortality rates have fallen to match the national average of 59 deaths per one thousand births but are much lower than provinces such as Gauteng (46). Over the period 2004 – 2006 there was an increase in the number of maternal deaths. Malnutrition has seen

an overall gradual decrease since 2004 and the provision of Vitamin A supplementation to children and mothers has exceeded the national target of 80% and stands at 93.8%. Immunisation coverage is increasing in the province, it currently stands at 82% and will be increased to 90%. Malaria deaths have decreased significantly in the province since 2006/2007. Mpumalanga's population had an average life expectancy of 49.5 years in 2002. This is much lower than the national average of 52.5 years.

By 2011, 14.1% of Mpumalanga's population has received no schooling, 15.9% some primary schooling, 60.4% have some level of secondary schooling and 9.7% have some form of higher education. Mpumalanga has 8.5% of the country's learners, 8.2% of its educators and 7.4% of its schools. In 2012 Mpumalanga had 1 054 783 learners and 34 664 educators. Mpumalanga is the fifth biggest province in terms of learners after KwaZulu-Natal, Eastern Cape, Gauteng, and Limpopo. Access and equity in the education sector is still hampered by challenges around school transport systems, the cost of education to poorer households mainly because of market distortions in the provision of crucial education items such as uniforms, text books and transport.

The number of schools in Mpumalanga is 1 920. This does not, however, give an indication of the quality of the school facilities and whether the schools have capacity to serve the growing school-going population – for example, approximately 400 schools remain without an electrical supply. In addition, there are 14 special schools. The matric pass rate has been rising from 58% in 2005 to 65% in 2006, although it did fall to 60% in 2007.

Early Childhood Development (ECD) enrolments have expanded rapidly rising from 18 000 in 2004 to 114 000 in 2011. Efficiency in the schooling system remains low as the province continues to be plagued by high dropout, repetition and failure rates. These inefficiencies increase the cost of maintaining the education system. The extent to which the education system, at all levels, is able to adequately prepare students for further education and / or employment in the labour market requires greater insight. Mpumalanga remains one of two provinces in South Africa that does not have a university.

Statistics on crime in the Province over the past years indicate that overall crime has declined in the province. The contact crime statistics indicate that murder has decreased significantly over the last three years to 835 cases reported for the financial year 2007/08. Over the period 2002 ending March 2005 the number of cases reported for murder averaged 1 073. Murder appears to be concentrated in the more densely populated settlements. The number of murder cases reported increased in areas such as KwaMhlanga and Emalahleni and the Calcutta area. The ratio of murder per 100 000 of the population stands at 23. Attempted murder has also decreased particularly in densely populated settlements such as Kanyamazane, Masoyi and Emalahleni. There has however been a marked increase of cases in areas such as Barberton and Embalenhle.

*Education, policing and community services have to be provided over a wide geographical space, as a result of historical spatial settlement patterns. The result of current settlement patterns is a growth in demand for services in areas of settlement that do not match economic growth points. Expanding services over a wide spatial terrain is expensive and not sustainable as people eventually move to areas of economic growth. As with infrastructure investments, expansion of services should be used as an instrument to enhance increased concentration in more sustainable urban and rural*

*nodes. Service expansion must be in line with future potential and should be based on appropriate planning and not just on the basis of local demands.*

### **3.2.6 Environment and natural resources**

The economy of Mpumalanga is characterised by mining, industry, agriculture and power generation, all of which are strongly dependent on natural resources, and whose activities result in land transformation and the production of waste and pollution. Emerging international and national priorities (including the Kyoto Protocol, Convention on Biodiversity Convention, etc.) as well as local environmental constraints (including water shortages exacerbated by pollution, air pollution, etc.) will place an increasing emphasis on a shift to a more sustainable growth trajectory within Mpumalanga in the medium to long term.

Mpumalanga contains three of South Africa's nine biomes, namely grasslands (Highveld and escarpment), savannah (escarpment foothills and Lowveld) and forest (south and east facing escarpment valleys). 35.8% of land within Mpumalanga has been transformed primarily within the grassland biome. Nearly 9% of the province's ecosystems are endangered, some critically so, of which most are grasslands and further at risk from the proposed expansion of coal mining operations. While 14.8% of the province's land is under formal protection within national parks, provincial parks and private reserves, 70% of this area is within the Kruger National Park, so just 2.3% of the grassland biome is protected. The 2007 Mpumalanga Biodiversity Conservation Assessment indicates that, outside of existing protected areas, 24.2% of the province still needs to be formally protected or regulated such that only low-impact land uses takes place.

Ecosystems and biodiversity are threatened through fragmentation and transformation as a result of developments such as mining, urbanisation, forestry and agriculture. Mining is expected to have a substantial future negative impact, particularly within the grassland biome, as could the development of large-scale biofuels using agricultural feed-stocks. Since 2000, 32% of the province has been subject to new applications for minerals development. In 2007, an assessment of the 30 river types within the province, 33% were classified as critically endangered. 50% of the province's water run-off into its rivers is from only 19% of the land surface. By 1995, alien invasive vegetation in Mpumalanga was estimated to use more than twice the amount of water than domestic, industrial & mining usage combined.

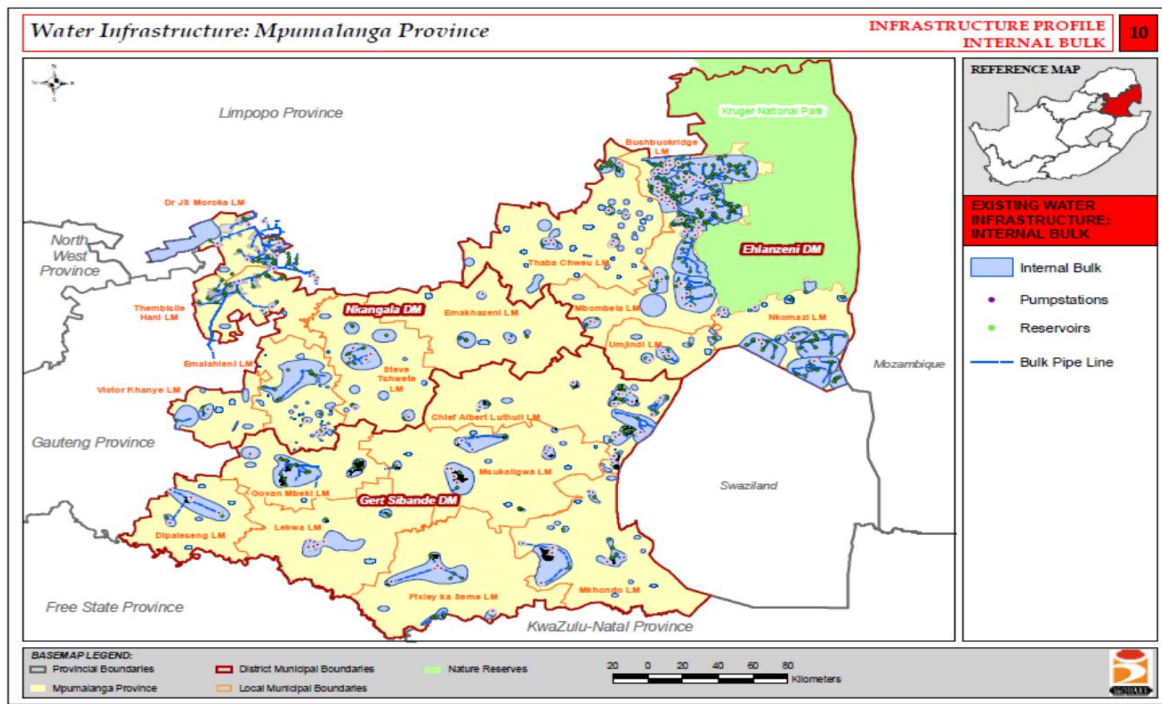
Water demand (Figure 5) already exceeds the capacity of almost all the province's rivers. Integrated water resource management and planning must cover the availability of water resources to support economic growth including the development of new storage schemes, water quality, the efficient use of water and its appropriate allocation. A backlog exists with regard to waste water treatment facilities within Mpumalanga which results in sewerage contamination of water and the environment. 17 of 18 municipalities within the province have indicated the need for additional capacity with regard to waste water treatment facilities. This poses a threat to the health of people living downstream who access the water for domestic consumption or use.

There are low levels of waste reclamation and recycling and inadequate waste management infrastructure within Mpumalanga – 50% of municipal landfill sites are unpermitted. General or domestic waste forms a small percentage of overall waste generation within South Africa.



Domestic and commercial waste contributes about 1.5% to the total waste stream within the country, whilst 87.7% of waste is generated from mining. More hazardous waste is generated within the Mpumalanga province (31.8%) than any of the other provinces.

**Figure 5: Water Infrastructure**



There is currently little focus on the efficiency in which natural resources (which the Mpumalanga economy is still reliant upon) are used or towards ensuring equitable access to such resources. This is not just a governmental or corporate issue, but one that also requires individuals to change their own lifestyle to use resources efficiently, reduce waste and recycle where practical.

*Environmental issues are complex, so it is essential that responsibilities are clearly defined between all spheres of government, and co-operative environmental governance is strengthened, and capacity increased. For instance, many municipalities concentrate on water services, without sufficient attention to water conservation and demand-side management. The failure to maintain a suitable balance will result in longer-term challenges. A careful balance also needs to be established on the manner in which water is utilised and on re-cycling of water used in the mining sector.*

## 4 Implementation Framework

The Implementation Framework takes as its starting point Vision 2030 as a government programme. The National Development Plan sets out the objectives to be achieved by all provinces by 2030. Some of these are quite specific. For example, everyone should have access to clean, potable water, or 90% pass rates in education and training. Others are less clear on specific goals but provide clear guidelines.

In addition and prior to this framework, the Mpumalanga Government already has a number of plans and strategies in place which have provided some building blocks for the Implementation Framework. These include several earlier sectoral plans and an integrative document, and the recent Economic Growth and Development Path (MEGDP), plus the Infrastructure Development Master Plan (MIDP), the Spatial Development Master Plan, and – in preparation – Biodiversity and Human Settlements Master Plans. Each of these identifies challenges and actions that can be located within the broad framework of the National Development Plan.

The focus of the Mpumalanga Vision 2030 Implementation Framework is to provide a summary overview to facilitate decision-making and prioritisation. In this process, the government will be required to manage trade-offs. There are several possibilities. Consider a difficult issue in Mpumalanga, the competing demand for water among coal-mining, agriculture and human settlements. The trade-off can be mitigated by:

- first, focusing on **increasing efficiencies** of present practices (water recycling on mines and power stations, choice of commercial agricultural outputs that are less water-demanding, maintenance of reticulation in settlements to avoid loss);
- second, optimally **phasing-in of programmes** with water-demand implications (e.g. timetabling the set-up of new industries with heavy water demand, seasonal water management, phased reticulation of new settlement areas); and
- finally, when **choice** is unavoidable, taking strategic decisions guided by the Implementation Framework (e.g. assess proposals mindful not only of jobs created, but also of jobs per million litres of water, and their location near denser settlements).

### 4.1 Socio-economic outcomes

In keeping with the frameworks established for the Mpumalanga Vision 2030 Implementation Framework, this section provides an outline of the socio-economic outcomes to be achieved as a result of planning interventions. The key socio-economic outcomes identified in Vision 2030 are employment, health, education and social security. In Mpumalanga, the priority focus areas are employment and education, as these are seen to address the two critical needs for the long term development of the province. These are addressed in detail in the MEGDP and overall human resource planning.

An area that is only indirectly explored in Mpumalanga policies and plans are those associated with social security. This is primarily because policy relating to the provision of social grants, pensions and providing a social wage are all national competencies. However, Mpumalanga Province will have to factor in this priority in considerations relating to employment, education and balancing competing demands to ensure food security. As the

space economy of Mpumalanga demonstrates, care will need to be taken to protect agricultural areas from mining and industrial creep to ensure that sufficient food is produced in the long term.

#### *4.1.1 Economy and employment priorities*

The MEGDP, sectoral plans and consultations emphasise the importance of ensuring that the conditions for creating employment are in place. This requires a focus on government process on the one hand, and appropriate stakeholder interaction and engagement on the other. Since new employment creation is largely in small business, the processes to support them need attention: access to credit, locally, perhaps via municipalities; linkages to the needs of larger businesses investing in the province; with an emphasis on the commercial and manufacturing sectors rather than subsistence services.

There are also opportunities in public-private partnerships for the maintenance of infrastructure for large industry, notably roads to adjacent local and foreign markets for agriculture and agro-processing. Constraints on land use for commercial purposes need solving: slow resolution of land claims, unproductive use of restituted land, skills deficits among farmers, environmental assessments processes, and limited technology. Red-tape of government at different levels often tends to obstruct new schemes.

The MEGDP specially notes the importance of reducing the cost of living for poor households and costs of doing business through microeconomic reforms, by, for example, improving turnaround time for business applications and establishing incentive packages and direct support. This would be linked to removing the most pressing constraints on growth, investment and job creation, including energy generation and distribution, urban planning etc.

A second critical focus area is skills development with an emphasis on being strategic about building the capacity that will support local industry and employment creation, hence in the areas of mining, science, services and agriculture. Attention is needed in general to the quality of schooling – dealt with in a separate section – and in particular to workplace skills, especially technical and artisan skills, so that supply is responsive to demands within the labour market and people can access jobs within the region.

Use can be made of accredited training providers, technically-oriented colleges need to be improved and expanded. There should be more engagement with companies during and after training for graduates to have work-place opportunities. The skills of new farmers should similarly be developed. Planning of skills development should be aligned to needs of the economy within districts and the province. Otherwise, these needs are met by an influx of people from other regions and countries.

Finally, more support for job creation at local level is required. This may involve the development of employment nodes in rural and urban areas making strategic use of the space economy. This is explored in more detail in Chapter 5. The districts face the reality that many working people come from other provinces and other regions. Whilst recognizing the right of free movement, it is important that attention also be focused on securing employment of people within communities close to economic opportunities and developments.



In particular, mines should prioritise local employment, in accordance with the commitments made in receiving licences. This needs to be monitored on an on-going basis. To sustain existing jobs local companies need protection, e.g. in government procurement, even as further investment is encouraged in new areas and sectors by a better business environment.

A number of provincial plans make direct reference to job creation and the interventions required. The final and closing section of the MEGDP focuses on specific strategic interventions for the development of the provinces economy and hence the creation of jobs. These are broadly consistent with the provisions of Vision 2030 and include in addition to the areas detailed above:

- Effective and efficient BBEEE which empowers previously disadvantaged to positively contribute to the economy;
- Increasing competitive advantages and creating appropriate investment incentives;
- Support to cooperatives and SMMEs to ensure sustained development;
- Provision of conducive infrastructure for economic growth and development
- Using public works to create 400 000 full time equivalent jobs by 2020.

In addition, plans and polices focusing on employment also make reference to building effective labour relations by building agreements between employers and unions on enabling access to new employment opportunities by, for example, agreeing on entry-level wages; providing opportunities to prepare and place matric graduates; developing their proposals to reduce youth unemployment and using probationary periods to build appropriate capacity. Youth employment needs to be a priority.

In addition, to a focus on employment the MEGDP and other plans emphasize the importance of rural economic development and growth. This is particularly a concern at district level for areas such as Bushbuckridge. Existing plans for Mpumalanga are in line with the National Plan, emphasising agricultures and agro-processing as well as using infrastructure development, especially transport and water, to kick-start the rural economy. This rural focus is repeated in education, health and human settlements.

**Table 1: Programmes for improving employment and economic growth**

<ul style="list-style-type: none"> <li>• <b>Adopt a targeted sectoral approach to economic growth</b> <ul style="list-style-type: none"> <li>• Target potential expansion areas, such as green industry (bio-fuels), tourism, mining prerequisites and beneficiation of agricultural outputs</li> <li>• Increase the benefit of mineral resources and agriculture by certainty over property rights</li> <li>• Increase rail, water and energy infrastructure</li> <li>• Embark on programme for monitoring impact of regulatory environment</li> </ul> </li> <li>• <b>Remove the most pressing constraints on growth, investment and job creation, including energy generation and distribution, urban planning etc.</b> <ul style="list-style-type: none"> <li>• Change regulations laws to ensure sensitivity to the needs of small business</li> <li>• Reduce the costs of doing business, by reducing electricity tariffs, rates charges</li> <li>• Attract business services, and build on the advantage of the province’s telecommunications, banking and retail firms</li> </ul> </li> </ul>
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- **Target interventions regarding employment**
  - Broaden the expanded public works programme
  - Facilitate agreement between employers and unions on entry-level wages
  - Subsidise the placement sector to identify and place matric graduates into jobs
  - Encourage business and labour proposals to reduce youth unemployment
  - Adopt a pragmatic and performance-driven approach to probationary periods
  - Strengthen dispute resolutions mechanisms in the labour market
- **Reduce the cost of living for poor households and costs of doing business through microeconomic reforms.**
  - Improve turnaround time for business applications
  - Establish incentive packages and direct support
- **Focused resource-based skills development, notably mining, agricultural extension, forestry, tourism, and manufacturing**
  - Higher education institutions to focus on skills requirements according to space economy of province
  - Flexible use of relevant private-sector skills developers
  - Adopt a more open immigration culture to expand supply of high-level skills
  - At the same time, ensure local employment creation around development nodes

#### ***4.1.2 Education, training and innovation priorities***

The National Plan stresses that an effective education system is central not only to every individual's employment opportunities, but to the economic development, health and citizen engagement of the nation. Yet the education system is in crisis, with high drop-outs before matric, low pass-marks, and poor training and work-rate among some teachers. Schools servicing rural areas and informal settlements are very badly resourced. Only 70% of the 743 000 children between 5 and 14 years are at school, which is below the national average and needs to be increased in line with the National Plan.

Attention needs to be focussed on nutrition, including school gardens; scholar transport; and fees, perhaps via the 'indigence policies' of municipalities, rather than fee and no-fee schools. This is important also as a link into social security as school nutrition protects the most vulnerable and poor children. Early childhood development is critical, especially in rural areas. Crèches mostly focus on care: instead, the introduction of two years of pre-school education must be accelerated. Finally, there needs to be a comprehensive and inclusive approach to disabled learners.

In urban areas quality must improve in majority-African schools in townships, to retain enrolment there instead of "in town"; and previously advantaged schools must be held to work as expected. In all, the aim is equal opportunities within education and a more inclusive approach. Additionally, more financial support is necessary for tertiary education.

As part of managing the crisis in education, teaching should be considered an essential service, thus preventing situations where teachers go on strike and children remain neglected when they should be in classrooms. The quality of teaching, management and organisation in schools should be considered a national crisis. There needs to be deeper and wider investments in teacher training to make sure that all children are enabled to develop their subject skills, especially in maths and science. Educators should have the skills to provide career guidance, including at the level of primary schools. The educational system

can be used to help build the values of responsible and accountable citizenship in the society.

The content of education should move beyond what was introduced in the post-apartheid period: to be responsive to the global, but also focused on local development needs in the Province. A better balance is needed between academic, technical and entrepreneurial skills. This will contribute significantly to innovation in the province particularly in the area of biofuel development. Skills development in the province should be linked to industry needs and job creation and focused on building local talent.

Likewise, Further Education and Training Colleges and the establishment of a university for the province should be driven by provincial priorities as defined by the space economy of Mpumalanga. The University of Mpumalanga needs to support priority and scarce skills development in the province. The school to work transition needs to be managed by improving teaching of gateway subjects, support FET institutions, providing internships and in-service development and bursaries.

Many of the provincial plans, as mapped out in the introduction, highlight the critical importance of improving education provision and developing skills that are relevant to employment and economic growth. Many of the province's education and training plans are incorporated into the MEGDP, sector plans, the Infrastructure Plan and the Spatial Development Framework. The most significant document in relation to education and training is the Mpumalanga Human Resource Development Strategy 2005 to 2014 (31 March 2010). This HR strategy creates the basis for coordinated, integrated and sustainable HR planning in the province by linking into the provinces key skills needs and proposing a development model from foundation phase to employment.

A key aspect of this model is the idea of working with business to build relevant skills for the economy. The document provides strategies on providing early childhood development, improving school infrastructure and delivery and linking skills development to employment. Considerable focus is given to the training to employment pipeline and role of different stakeholders in its development. This approach is reflected in the MEGDP and other Master Plans where skills development and capacity building comprises an important component.

**Table 2: Education and training programmes**

- **To improve upon the 70% of 743 000 children between 5 and 14 years at school:**
  - Improve schooling infrastructure, esp. in rural and “township” schools
  - Improve access and retention through e.g. early childhood development, nutrition support, transport arrangements
  - Deem teaching to be essential service
  - Provide intensive teacher-training, especially in maths and science
  - Address the building of responsible and accountable citizenship
- **Better manage the school to work transition:**
  - Improve teaching of gateway subjects
  - Use FET colleges as an important access route
  - Expand in-service capacity development
  - Deploy professionals to rural areas upon completion of training.

- Accelerate internships and learnerships in priority areas
- **Link skills development to provincial industry needs and job creation:**
  - Apply SETAs, NSF and the Innovation Fund to support drive skills development
  - Extend and improve FET colleges to build local capacity based on the provincial space economy and associated different needs in various parts of the province
  - Education infrastructure investment to be in line with the provincial nodal hierarchy (tertiary facilities at higher order nodes)
  - Include entrepreneurial as well as technical skills in curricula
- **Develop and ensure the relevance of the future University of Mpumalanga:**
  - Focus diplomas on the priority skills needs of the province
  - Optimise the pipeline of candidates from schools and FET colleges
  - Ensure broad provision of bursaries, and stricter repayment arrangements
- Improve stakeholder relationships between provincial government, local authorities, the private sector and civil society
- Fast-track and monitor the implementation of the provincial HRD Strategy
- **Address priority education and training projects from MEGDP:**
  - Forestry technical training
  - Maths and Science Academy

### **4.1.3 Health for all priorities**

Mpumalanga faces the same quadruple burden of disease identified in the National Plan for the country at large: notably HIV and AIDS and TB, high maternal and child mortality, non-communicable diseases, and violence and injuries. Their impact is exacerbated by poverty and rural underdevelopment; and an over-stretched and inefficient health system. In the Mpumalanga context, policy and plans emphasize three priorities for an effective multi-level health system. (Health also requires attention to water, sanitation, nutrition and health education, which are dealt with under other sections.)

In the delivery of health services, more attention must be given to home-based care, and the training and resources needed to sustain it. Home care removes the burden from clinics and hospitals and is often more costs effective. Coupled with this, a comprehensive system of trained community health workers needs to be introduced, for home visits, home-care training and effective referrals to local clinics. These clinics in turn need to be adequately supplied and staffed. They must also be supported by professionals who are sufficiently numerous not only at provincial but at district level where they are most needed. This approach contributes significantly to building social security support networks in communities.

The increased disease load requires the entire health infrastructure to be expanded, upgraded and maintained, specially the regional hospitals. Public hospitals can usefully emulate professional, managerial and system efficiencies in private facilities, to ensure that patients are treated as customers and human life is valued in the treatment process. Health facilities and general delivery will thereby come to meet the standards anticipated within a National Health Insurance approach, and bridge the division between public and private hospitals. What is intended by Government, especially as it relates to the new National Health Insurance System, needs to be communicated to communities.

The burden on the health system is increased by the unhealthy lifestyles of many people in the country – sometimes a consequence of poverty, but sometimes of poor choices. As a contribution to prevention rather than treatment, we need more comprehensive and proactive efforts towards encouraging and educating healthier lifestyles and the concept of wellness. Examples from the consultations include more fostering of sports, especially in poorer rural schools; creating and sustaining genuine recreation areas, not just for ‘braais and drinking’ and accommodating cyclists and runners in our infrastructure.

The provincial Department of Health is one of three provincial Departments to have formulated a Delivery Agreement, in 2010, focused in its case on Outcome 2 of government’s twelve key outcomes for 2010-2014, namely “A long and healthy life for all South Africans”. The Agreement provides a department-specific, clinical and technical complement to the priorities of Vision 2030 at national level that were echoed in the consultations: a holistic approach to wellness, and preparation for the NHI, notably in respect of strengthened regional hospitals and a district-co-ordinated community-based approach to health care.

The Agreement notes, in addition to strengthening health system effectiveness, that government’s other three sector priorities are increasing life expectancy, decreasing maternal and child mortality, and combating HIV and AIDS while decreasing the burden of diseases from tuberculosis. It records the targets in these respects, and detailed recommendations for each, several of which were emphasised in the consultations reported above.

**Table 3: Health programmes**

<ul style="list-style-type: none"> <li>• Improve regional hospitals <ul style="list-style-type: none"> <li>• Emphasise the district-based approach to primary health</li> <li>• Upgrade infrastructure</li> <li>• Ensure managerial and system efficiencies</li> <li>• Employ regional-level specialists e.g. surgery</li> </ul> </li> <li>• Ensure clinics are adequately supplied and staffed <ul style="list-style-type: none"> <li>• Arrange professional support, through ICTs</li> <li>• Provide extra clinics at district level where most needed</li> </ul> </li> <li>• Expand and improve the system of trained community health workers, including <ul style="list-style-type: none"> <li>• Home visits and home-care training</li> <li>• Referrals to local clinics.</li> <li>• Mother and child programmes</li> </ul> </li> <li>• Undertake planned and timetabled health delivery improvements to meet the standards for a NIH: <ul style="list-style-type: none"> <li>• Bridge the public-private division</li> <li>• Provide more personnel including professionals and paramedics</li> <li>• Set and monitor minimum qualifications for hospital and clinical managers</li> <li>• Strengthen statutory structures for community representations in health systems governance</li> <li>• Communicate new NIH to communities</li> </ul> </li> <li>• Educate and disseminate the concept of wellness <ul style="list-style-type: none"> <li>• Foster more sports, especially in poorer schools</li> <li>• Create and sustain genuine recreation areas</li> <li>• Promote nutrition, sexual behaviour, road safety, and alcohol abuse</li> </ul> </li> </ul>
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- Extend treatment and prevention of HIV including ARVs, micro biocides and contraception
- Improve the efficiency of the Health Department:
  - finalise the incorporation of local municipality clinics
  - Introduce innovative forms of management authority and delegation
  - improve information management, including monitoring and evaluation linked to performance

## **4.2. Mechanisms**

### ***4.2.1 Economic infrastructure priorities***

There is a lack of economic, health, education and physical infrastructure to support and sustain job creation and development. Mpumalanga is in the process of finalising an Infrastructure Master Plan which will serve as a catalyst for economic growth, employment creation and poverty alleviation through the planning, provision and maintenance of infrastructure. The challenge with infrastructure development is to ensure that it is coordinated to link health, education and employment opportunities. Use should be made of private sector investment for this purpose.

Basic water, health, electrical, waste and transport infrastructure is degrading and needs to be upgraded to ensure that current facilities are optimally utilised. Where possible, use should be made of government services for maintenance rather than contractors. Partnerships can be used to sustain maintenance operations and explore infrastructure alternatives, such as sustainable energy use, biofuel developments and water storage. Resources will be needed for bulk water infrastructure and for the maintenance of the existing network.

An integrated road and rail plan is being developed for the Province as the current system does not cater for the traveling and transportation needs of citizens and tourists in the province. The railways system needs to be upgraded and expanded to facilitate access and the general movement of goods and services. The Maputo Development Corridor also requires further attention and expansion to ensure that it continues to benefit the region. Many roads are not maintained and not enough attention is focused on the establishment of feeder networks from large settlements. These efforts would facilitate greater regional cooperation for infrastructure development.

The specific orientation and purpose of the plan is to integrate the planning and decision-making processes relating to infrastructure, align plans with the MEGDP and other Master Plans and create a framework for monitoring the impact of infrastructure development on economic growth, employment creation and poverty alleviation. The plan focuses on rail freight infrastructure, alternative energy, upgrading bulk water supply and infrastructure and technical support to farmers. Preliminary findings suggest that urban areas in general have reasonably good infrastructure and constitute viable development nodes, but this is not the case in rural areas.

**Table 4: Infrastructure programmes**

- Accelerate completion and implementation of the Infrastructure Master Plan, ensuring that it spans:
  - Co-ordinated and phased increase in capacity for water, transport and energy
  - Regulations to foster effective and appropriate emissions improvement
  - A balancing of the needs of industry, agriculture, settlements and environment, mindful also of social needs such as jobs
  - Adequate maintenance of infrastructure, e.g. roads, water treatment, clinics and hospitals, schools, etc.
- Extend railway infrastructure to support industry:
  - Extend the regional rail system along the Moloto corridor
  - Expand the provincial coal haulage network in Mpumalanga Highveld area
  - Improve the regional passenger rail system along R40 corridor and N4
  - Provide Lothair-Swaziland rail link
- Improve road transport networks including feeder roads in support of provincial corridor approach:
  - As support for agro-processing and forestry
  - To enhance tourism and access to work opportunities
  - For local economic development and market access
- Economic infrastructure to focus on district competitive advantages:
  - Steel Industry: Witbank, Middelburg, Mashishing
  - Petrochemical Industry: TEKS Complex in Govan Mbeki
  - Forestry Industry: Sabie, Lothair, Makhondo
  - Agri Industries:
    - Seven CRDP Pilot Areas (Rural Nodes)
    - Secondary Nodes
    - Primary Nodes along provincial corridors
  - Mining Beneficiation: Witbank, Middelburg, Mashishing, Secunda, Ermelo
  - Tourism Industry:
    - Kruger 2 Canyon
    - Somgimvelo-Malolotja Trans Frontier Park
    - Chrissiesmeer-Heyshope-Walkerstroom
    - Trout Triangle (Dullstroom)
    - Loskop Dam Dinokeng
- Introduce “green” infrastructure:
  - Develop alternative energy supply options
  - Set up bio-fuel processing plants in the province through PPPs
- Use ICT in manufacturing, mining, tourism, agriculture and communications
- Address priority infrastructure projects from MEGDP
  - Water infrastructure
  - Tourism infrastructure
  - ICC and tourism development node

#### **4.2.2 Human settlement priorities**

As regards spatial planning and capacity, The Mpumalanga Spatial Development Framework (MSPDF) is unfolding rapidly, and has been explicitly aligned to the principles, trajectory and content embodied in the NDP. It embodies the commitment that spatial planning should be central to development planning. It envisages the following specific approaches:

- The MSPDF will ensure alignment and integration among the district SDFs where necessary as well as provide guidance;

- In addition to the NDP, the Provincial SDF takes into consideration several other processes such as the Mpumalanga Province Growth and Development Strategy, the Provincial Infrastructure Masterplan, the SPLUMB, and the Mpumalanga Planning & Development Bill among others;
- In line with the NDP commitment to citizen participation, the draft Provincial SDF will be presented to municipalities and relevant stakeholders through a structured consultative process for inputs and consideration.

Municipalities have developed IDPs - albeit of presently uneven standard - that are reflective of local needs, and that should both inform and be aligned to provincial planning processes. The province recognises that it is imperative that communication with communities improve and that they be informed of developments and make inputs to them.

Two regional concerns are of particular concern to Mpumalanga. On the one hand, Mpumalanga is traversed by important mobility - and development corridors implying the expansion of large towns as well as the development of rural nodes envisaged in the NDP. On the other hand, the enhanced mobility requires attention to issues of migration from other countries and improved border control, to prevent illegal entry and settlements in South Africa, competition for jobs, and over-extension of social services.

For urban areas, key NDP proposals directly relevant to Mpumalanga are to increase both population density and liveability in cities; to ensure the physical, social and economic integration of historically segregated communities through processes of urban restructuring; to move jobs and investment towards dense townships on city margins; to promote urban renewal and revitalisation in all small towns in Mpumalanga Province; and to upgrade informal settlements on suitable, economically well-located land by 2030. In the medium term, planning efforts should focus on creating mixed suburbs in urban areas accessible to rich and poor of all races, to begin to address the spatial distortions and inequity in living spaces resulting from apartheid.

Over the longer term the focus should be on the consolidation of the fragmented urban and rural settlement structure in three priority areas in Mpumalanga Province – Mbombela and surrounds, the Witbank-Middelburg-Ogies-Verena complex and the Secunda complex. The long term objective should be to functionally consolidate these areas through various interventionist approaches into functional, cost efficient and sustainable metropolitan areas.

Regarding rural areas, Mpumalanga is one of the provinces inheriting the challenges regarding former homelands and their “tribal areas” noted by the NDP. It remains a challenge to regulate the dispersed allocation of land for settlement by traditional authorities. As described in Section 5, consolidated rural nodes and small urban centres in greater numbers where social and economic infrastructure and services are clustered together would assist in ensuring people have access to services and infrastructure in a sustainable manner. It would also assist rural economic growth and development, which can extend to economic opportunities such as partnerships with the commercial value chain, mining and agro-business.



At the same time, land would remain available for black-led commercial-scale farming. This in turn demands sophisticated spatial planning regarding market access for small producers, land restitution processes, climate in relation to produce, etc. Finally, public transport systems provide access to jobs and markets, and improve tourism. These need to be expanded or developed accordingly, to support development and sustain rural no less than urban networks.

**Table 5: Human settlement programmes**

<ul style="list-style-type: none"> <li>• In line with national initiatives and frameworks, conclude and implement the Mpumalanga Spatial Development Framework for improved development <ul style="list-style-type: none"> <li>• Ensure synergies with the Growth and Development Strategy, the Infrastructure Master Plan, SPLUM, IDPs etc.</li> <li>• Develop capacity for spatial analysis of trends</li> <li>• Apply suitable provincial norms, including improving the balance between location of jobs and people</li> <li>• Incentivise citizen activity for local planning and development of spatial compacts</li> </ul> </li> <li>• Maximise economic development opportunities through economic activity nodes linked to major N-S and E-W transport corridors</li> <li>• Evolve a strategy for restructuring of cities and associated resource allocation to promote better located housing settlements</li> <li>• Invest in ensure safe, reliable and affordable public transport</li> <li>• Establish regulations to encourage heterogeneous and mixed-use communities</li> <li>• Initiate urban renewal strategies for small towns in partnership with the private sector e.g. mining houses</li> <li>• Consolidate large urban-rural settlement conurbations to establish metropolitan areas around Mbombela, Witbank-Middelburg and TEKS complex at Secunda</li> <li>• Enhance service delivery through establishment of Thusong Centres in urban and rural areas</li> <li>• Implement Rural Clustering approach and address support options for rural livelihoods <ul style="list-style-type: none"> <li>• Introduce mechanisms to make land markets work more effectively for the poor</li> <li>• Provide special incentives for the development of rural nodes</li> <li>• Regulate traditional land allocation and optimise land restitution arrangements to free up large areas viable for black-led commercial farming</li> <li>• Build infrastructure to improve linkages for small industrial activities in rural nodes, to mining and agri-business</li> <li>• Consolidate public investment around identified rural nodes (Thusong Centres)</li> </ul> </li> <li>• Address priority human settlement projects from MEGDP <ul style="list-style-type: none"> <li>• Fresh produce markets related to rural nodes for local sales and food security</li> <li>• Komatipoort 'dry port' Special Economic Zone to optimise regional trade</li> </ul> </li> </ul>
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### ***4.2.3 Environmental sustainability and resilience priorities***

Mpumalanga is the worst carbon-emitting province precisely because its eleven coal-fired power stations have to produce three-quarters of the nation's electricity. And they are fed by coal mines that vie with parks for land, and with farms for water. As the third-largest agricultural producer, the province needs half its water for irrigation. With such trade-offs in mind, existing Mpumalanga plans yielded the following priorities for sustainable resource use.

The provision and securing of mineral rights creates tension in the use of other resources, particularly water. When mineral rights are granted, attention should be focused on monitoring implementation as many companies do not abide by the provisions made for

local employment, local investments and environmental requirements. New models of ownership of mines should be explored to secure the use of resources for the wider development of the region. In particular, the possibility of establishing private public partnerships for mining and other economic activities must be explored. Environmental policies need to be more responsive to demands and needs of the economy in the region.

Reserves and parks are not optimally exploited for the expansion of tourism and hence the creation of jobs for local communities. For such developments, use can also be made of cooperative structures. The use of land for economic activities will increasingly be a challenge as there is growing demand for prospecting rights over land. A balance needs to be established between land for mining and land for agricultural purposes within the region.

Although agriculture and agro-processing is an advantage in the region, this needs to be looked at in the context of the availability of water resources. There needs to be more investment in water infrastructure and in alternative technologies for the storage and utilization of water resources. Despite a number of dams, restrictions placed on water usage limits potential for local economic development. A more flexible approach is required.

A new Biodiversity Master Plan is in preparation. An *Mpumalanga Biodiversity Conservation Plan Handbook* (MBCP) was produced in 2007. The text of this handbook (p. vii) “sets the statutory context by outlining the laws which define the state’s mandate to protect and manage biodiversity. It then proceeds to broadly describe the biomes and ecosystems that occur in the Province, treating rivers and wetlands separately and emphasizing their importance, both in biodiversity and water conservation. Aspects of ecosystem functioning are also covered in these descriptions, to provide some understanding of how habitats differ and the way they respond to various management activities. The distribution of biomes and vegetation types is displayed in maps. Ecosystem status, a measure of the extent to which each vegetation type has been transformed by loss of natural habitat, is assessed and also mapped.”

The MBCP identifies (p. ix) “24.2% of the Province, outside of protected areas, that must be managed using biodiversity friendly forms of land use to ensure ‘living landscapes’ into the future. Protected areas account for a further 14.8%, including the southern Kruger NP at 10.4%.” The MBCP notes that the remaining 61% of the Province allows for considerable freedom of choice for development, provided EIA procedures guide all development proposals.

**Table 6: Environmental sustainability programmes**

<ul style="list-style-type: none"><li>• Extend integrated, spatially-based sustainable development policy and regulations, to:<ul style="list-style-type: none"><li>• Balance interests of mining, agriculture and settlements regarding water and land use</li><li>• Effectively police carbon emissions and air quality</li><li>• Monitor the realisation of minerals agreement responsibilities</li><li>• Explore innovative public-private ownership arrangements to ensure wider social benefits from investment</li></ul></li><li>• Achieve better exploitation of reserves and parks through:<ul style="list-style-type: none"><li>• Expansion of tourism</li><li>• Creation of related service and support jobs for local communities</li><li>• Use of cooperative structures</li></ul></li></ul>
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- Expand provision of services and infrastructure on an environmentally sustainable basis:
  - Initiate public and private partnerships including tourism, water storage and use, etc.
  - Prioritise local employment and investment
- Further extend provision of electricity, water and waste to informal settlement by:
  - Roll-out of solar geysers
  - Improved transport between settlements and jobs
  - Supporting industry-related services and beneficiation
- Foster environmentally targeted rural enterprise development, e.g. feedstock for biofuel conversion and related spin-offs
- Closely regulate and monitor key sectors, regarding environmental impact and trade-offs in resource use (land, water, energy etc.), notably:
  - Coal mining
  - Sasol-based manufacturing
  - Steel production
  - Agribusiness

## 4.3 Conditions

### 4.3.1 *Priorities for building a capable and developmental state*

A capacitated state requires an appropriate distribution of resources and capacity. A mismatch between responsibilities and numbers of people can impact on delivery at different levels. For example, professionals who should be placed in local or district offices, tend to be located in provincial offices. Section 152 of the Constitution requires that responsibilities be transferred to the local level when capacities are established. Similarly, more use should be made of skills and capacities located in the private sector through partnerships. Training should be provided to ensure that officials have the required skills and attitudes to deliver in accordance with established plans.

A better sharing of functions and responsibilities between all tiers of government (local, district, province and national) will improve delivery. When plans and policies are not properly aligned, the local sphere bears the brunt. Cooperation and coordination between different government levels will ensure alignment and coordination of plans. Popularizing the plans will make citizens aware of government's intentions.

The province should ensure that in addition to coordinated planning, emphasis should be placed on implementing programmes. Once the distribution of responsibilities is clear, implementation should be a priority. All implementation should be monitored within government, and externally, to ensure accountability.

While there isn't a provincial plan that deals specifically with building state capability, many of the sector plans and the MEGDP identify areas in which the state needs to be capacitated to provide the appropriate support to or drive various development processes. Key issues are the role of state as a regulator in the competition for resources, in providing support and procedures for growth and development processes and in ensuring the protection and maintenance of provincial resources and infrastructure.

Other areas are stakeholder participation and forums, integrated planning across sectors and levels and more effective inter-governmental interaction between the provincial and

local governments. There is an overall emphasis on providing a professional and responsive service across sectors.

**Table 7: Programmes for building a capable and developmental state**

<ul style="list-style-type: none"> <li>• Develop an integrated planning process for the Mpumalanga government:             <ul style="list-style-type: none"> <li>• Include stakeholders, citizen representation and all levels of government</li> <li>• Focus on outcomes, and providing a professional and responsive service</li> <li>• Link public service skills development to performance improvement</li> </ul> </li> <li>• Build local capacity and public service careers through skills development, internships and shared experience:             <ul style="list-style-type: none"> <li>• Build stability at senior management levels by reducing turnover</li> <li>• Assess competency at recruitment and selection stage</li> <li>• Monitor implementation and deal with non-performance</li> <li>• Link the PMDS to work-place Skills Plans and to development</li> <li>• Enhance the skills base through private-sector partnerships</li> </ul> </li> <li>• Advance government’s role in enabling business development:             <ul style="list-style-type: none"> <li>• Train government staff (provincial, district and municipal) on dealing with regulation formulation and enforcement</li> <li>• Sensitise them to the need for a small business-friendly regulatory environment.</li> <li>• Encourage meaningful stakeholder engagement</li> </ul> </li> <li>• Foster co-ordination across sectors and levels of government to ensure strategic and operational alignment             <ul style="list-style-type: none"> <li>• Improve intergovernmental relationships with national, district and municipal governments</li> <li>• Optimise interdepartmental relationships within the Province</li> <li>• Attend to disparities in resources and responsibilities</li> <li>• Maximise transfer of responsibilities to local level when capacities are established</li> </ul> </li> </ul>
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#### **4.3.2 Priorities for fighting corruption**

Corruption is rooted in social systems and processes and can best be prevented by changing social values and educating citizens and communities. Attention needs to be focused on building patriotism and people’s commitment to ensuring that corrupt practices are stemmed. The web of corruption extends deep and needs to be confronted. Business ethics and moral education will build a positive culture so that people don’t engage in unethical and corrupt acts.

There is sometimes a tendency for the media to mislabel types of corruption, failing to distinguish between ‘irregular’ and ‘unlawful expenditure. However, the media does need to expose and report corruption, together with whistle blowers and citizens. The existing mechanisms should be strengthened and accountability must be improved to ensure that members of the public remain prepared to reports acts of corruption. Communities should be empowered to report acts of corruption that they witness. Additionally, the media should also report on positive initiatives to fight corruption so as to encourage good practice.

There need to be consequences for corruption. This means that perpetrators must be charged and subject to the criminal justice system. The idea of centralising large tenders needs to be reflected on carefully, as it might well be better to ensure deeper delegation and hence establish transparency and accountability at the local level to act against the

possibility of corruption. Centralisation might result in more, rather than less corruption. There needs to be more monitoring of the tender system.

Actions related to anti-corruption largely emanate from responses structured to ensure compliance with relevant legislation and established interventions that have unfolded nationally. Provincial actions have been dispersed and are not contained in specific plan. Given the spread of responsibility and urgency of the issues and the call for a more collective approach, it is becoming imperative that provincially specific action would need to be institutionalised through more direct actions that fall within the authority and powers of the province.

**Table 8: Programmes for fighting corruption**

<ul style="list-style-type: none"> <li>• Systematise and strengthen anti-corruption policies and regulations:             <ul style="list-style-type: none"> <li>• Ensure policies are documented, disseminated and implemented</li> <li>• Implement national policies on conflicts of interests and ethics</li> <li>• Extend coverage to business ethics</li> <li>• Institutionalise a province-wide approach and well-resourced integrity function regarding corruption</li> </ul> </li> <li>• Build practical capacity for wider transparency and accountability regarding procurement within provincial and municipal government:             <ul style="list-style-type: none"> <li>• Implement strengthened tender procedures and compliance monitoring</li> <li>• Ensure perpetrators are charged and subject to criminal justice</li> <li>• Support and extend mechanisms for, and protection of, whistle-blowing</li> </ul> </li> <li>• Roll-out a provincial anti-corruption drive:             <ul style="list-style-type: none"> <li>• Establish a citizens-education initiative on corruption</li> <li>• Empower communities to report corruption</li> <li>• Encourage media reportage of positive practices as well as successful prosecutions</li> </ul> </li> </ul>
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#### ***4.3.3 Priorities for building supportive, safe and cohesive communities***

Mpumalanga’s rich cultural and linguistic diversity presents many opportunities to advance the social cohesion urged by the NDP. On the one hand, mixed-use residential areas can go a long way in ensuring that there is greater integration. On the other, building a wider South African culture and identity must be premised on an appreciation of our different histories and cultures; and indeed, notably in the case of Mpumalanga, with the histories and cultures of the neighbours, to whose needs the Province owes part of its economic success.

In this regard, Mpumalanga can contemplate the observation of the NDP that learning of languages is critical as it facilitates cross-cultural interactions and improves communication. The Province may apply its concurrent competence in this regard, even as it recognises the importance placed by many parents on the building of English as a common language.

The educational process can also be used to develop a sense of civic responsibility, patriotism and belonging. There is stakeholder support in Mpumalanga for the approach that the Constitution should stand as the cornerstone for building and uniting the nation. Efforts should be focused on building the love for the country through the national flag and the national anthem. Mpumalanga may wish to pioneer the discussing of the social contract envisaged by the NDP among the key stakeholders.

This focus, together with the possible role of sports that is emphasised by the NDP, can include taking responsibility for keeping environments clean and preventing widespread littering.

**Table 9: Programmes for advancing supportive, safe and cohesive communities**

- Support orientation of policing towards:
  - Community policing
  - Attention to under-resourced rural crime priorities, e.g. stock theft
  - Holistic crime prevention
  - Active engagement of communities in Police Forums
- Increase coverage and efficiency of social protection:
  - Increase the numbers of social-service professionals
  - Monitor and improve grants access through Community Development Workers
  - Increased the number and reach of public works jobs
  - Ensure the integrity of the national grants payment system
- Promote the integrating of cultures and communities
  - Extend mixed use residential areas for greater integration
  - Create opportunities for interaction. e.g. in sports, amongst people from different cultural backgrounds
  - Encourage the learning of languages
- Promote initiatives for extension of civic responsibility
  - Keep environments clean and preventing littering
  - Foster civic engagement, e.g. volunteering, social support
  - Develop awareness of the Constitution and love of the national flag
- Advance the bill of responsibility in schools

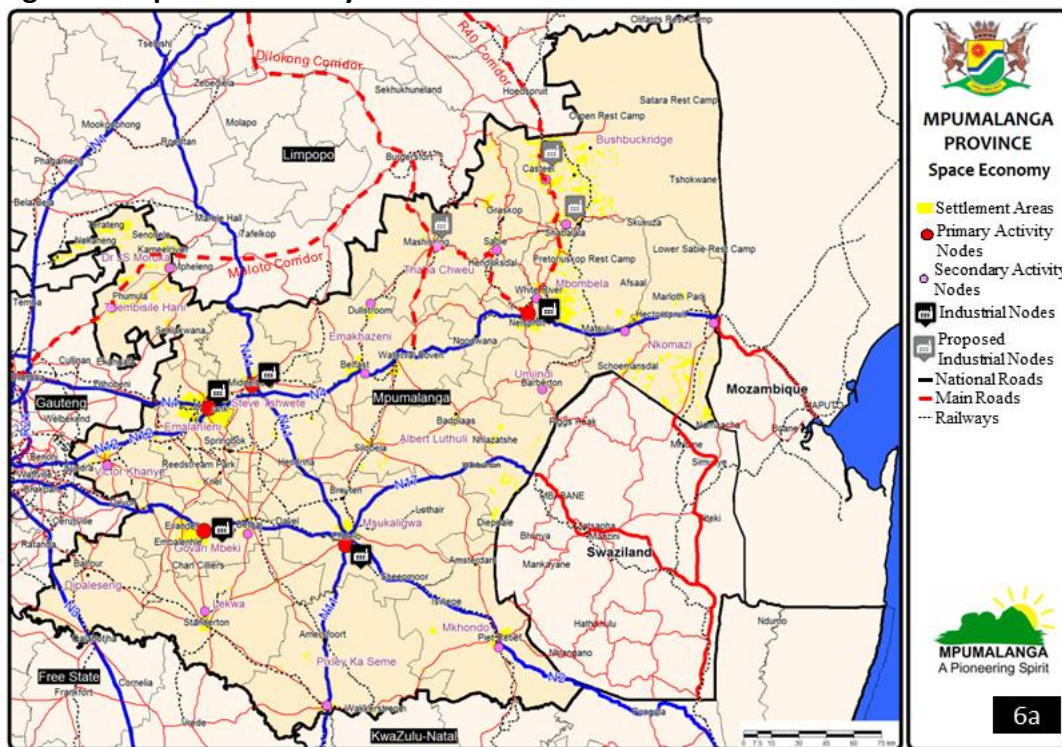
## 5. Provincial Spatial Perspective/Logic

There are a number of Key Drivers to the future development of Mpumalanga Province. All of these have a spatial dimension, and the collective application of the Key Drivers represent a Spatial Rationale/Logic towards the future development of the province.

### 5.1 Key Driver 1: Corridor and Nodal Development

Mpumalanga holds a number of existing and future national and provincial transport and development corridors which form the backbone to the spatial structure of the province (refer to Figure 6a). This network effectively links Mpumalanga to neighbouring countries like Swaziland and Mozambique; to surrounding provinces including Limpopo, North West, Gauteng, Free State and KwaZulu-Natal; and to three major export harbours in Southern Africa – Maputo, Richards Bay and Durban-eThekweni.

Figure 6a: Spatial economy



The three most important of these corridors are the Maputo-N4, the N17/N2 and the N11. About 78% of the provincial population reside along these three corridors while economic activity along these represent about 97% of the Mpumalanga GVA and 88% of employment opportunities in the province. (Refer to Table 10).



**Table 10: Corridors and towns**

Corridor Route	N4/N12	N17/N2	N11
Population	2,284,235	824,036	526,217
Population % of Mpu	46.0%	21.1%	10.6%
GVA% of Mpumalanga	59.0	23.3	15.1
Employment % of Mpu	53.0	21.8	13.5
Unemployment (Mpu 28.3%)	23.1	22.3	22.0
Income earnings per annum (Mpu R55,510)	75146	54915	73014

The corridor network in the province links the main towns and cities (activity nodes) to one another, and to the surrounding rural areas. The major towns and cities directly linked to each of the corridors are summarised in Table 11.

**Table 11: Major Activity Nodes along Mpumalanga Corridors**

Corridor	Major Activity Nodes Linked
• Maputo N4 Corridor	Nelspruit-Mbombela, Komatipoort, Middelburg, Witbank, Belfast
• N17-N2 Corridor	Secunda, Ermelo, Mkhondo
• Dilokong Corridor (R37)	Mashishing, Middelburg, Witbank
• N11 Limpopo-Mpumalanga-K24 Corridor	Middelburg, Hendrina, Ermelo, Amersfoort, Volksrust
• R40-Mbombela-Bushbuckridge-Polokwane Corridor	Nelspruit-Mbombela, White River, Hazyview-Mkhulu, Acornhoek
• Moloto Corridor (R537)	Siyabuswa, Kwaggafontein, KwaMhlanga, Moloto
• Gauteng-eThekweni Freight Corridor (R23)	Standerton, Volksrust
• R555-Steelpoort-Middelburg	Middelburg, Witbank
• R544 Witbank-Verena Corridor	Witbank, Verena, Vlaklaagte

These activity nodes attract subregional trade, industry and services which provide economic growth opportunities and employment to the existing and future urban and rural hinterland population. Naturally, these should be high priority areas for investment in economic and social infrastructure as this would enhance the viability and functionality of the respective development corridors as well.

The activity nodes vary in size and function and are therefore categorised as follow:

- a few Primary Nodes which represent the largest towns and cities in the province;
- a number of Secondary Nodes which include a range of the smaller towns; and
- a number of Rural Nodes which are focal points around which to consolidate social and economic infrastructure in the rural parts of Mpumalanga.

The five Primary Activity Nodes in the province are Witbank/Emalahleni, Middelburg, Mbombela/ Nelspruit, Secunda and Ermelo – all of which are located along the two most important transport/development corridors in Mpumalanga (the N4 corridor and the N17-N2 corridor). Economic infrastructure investment in these areas would build on the existing footprint of significant economic activity in the province, and therefore has an above average chance of rendering a positive return on investment. Each of these nodes also serve a large local population as these areas attract people from the rural parts of the province seeking job opportunities.

The five Primary Activity Nodes are well-supported by a number of smaller, Secondary Nodes which act as economic and social service centres to local residents of the towns as well as surrounding rural communities e.g. Delmas-Victor Khanye, Standerton, Bethal, Belfast, Mashishing-Lydenburg, KwaMhlanga, Siyabuswa, Acornhoek, Bushbuckridge, Barberton, Komatipoort and Mkhondo. Most of these secondary nodes hold potential for further enhancement and functional diversification of local economic activity.

The number and spatial distribution of the Rural Nodes still need to be defined/confirmed by Local and District Spatial Development Frameworks in the province, but the principle of consolidating social and economic infrastructure investment around these points to promote sustainable rural development should be paramount in the provincial approach to future rural development. In the short term, the priority Rural Nodes to be developed should be the seven CRDP Pilot Areas in Mpumalanga. This principle is discussed more comprehensively in section 5.8 of this document.

In terms of the long term vision for the province it is important to enhance the functional diversity of economic activity in all these nodal points. This will broaden the economic base of the province, and improve service delivery to local and surrounding rural communities. Typical actions in this regard could include investment in agro-industries, forestry related industries (where applicable), commercial and industrial activity in the designated industrial areas of these towns, and business activity (office, retail and government services) clustered together in well-managed central business districts (CBD's).

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

Business and commercial development should be promoted in the demarcated business/commercial areas of all the primary, secondary and rural nodes in Mpumalanga Province. Apart from serving the needs of consumers at each of these nodes, business and commercial activity also generate a significant number of job opportunities in the cities, towns and villages of the province.

As depicted on Figure 6a the bulk of industrial investment in Mpumalanga Province should be clustered around the existing industrial strongholds, being Witbank and Middelburg (Steel Industry), Secunda (Petrochemical Industry) and Nelspruit/Mbombela (Mixed Industries).

There is also an opportunity to enhance industrial activity at Mashishing/Lydenburg which represents the southern end of the Dilokong Platinum Corridor located between Polokwane in Limpopo Province and Mashising in Mpumalanga Province. Along the Dilokong Corridor, Mashising is the urban centre closest to the export harbours of Maputo and Richards Bay which provides it with a competitive advantage for the future establishment of platinum and steel beneficiation/processing related industries. Alternatively, such industries could be added to the current cluster of steel industries around Middelburg and Witbank, but these centres are further removed from the two export harbours referred to above.

The establishment of the R40 corridor from Mbombela, past White River and towards Phalaborwa, Polokwane and Musina in Limpopo Province as depicted on Figure 6a could

also pose opportunities for new, enhanced industrial activity around the three existing industrial core areas along the route: the Mbombela-White River industrial area, and the industrial infrastructure located at Mkhulu and Acornhoek (see Figure 6a) in the densely populated Bushbuckridge area to the north.

It is believed that the benefits to be derived from business, commercial and industrial infrastructure investment in the higher order nodes in Mpumalanga Province will gradually “trickle down” to a larger number of lower order nodes, benefiting the broader community. However, the short to medium term priority areas for investment to set these processes into motion should be the primary and secondary nodes referred to above where risks are limited.

### **5.3 Key Driver 3: Tourism Development**

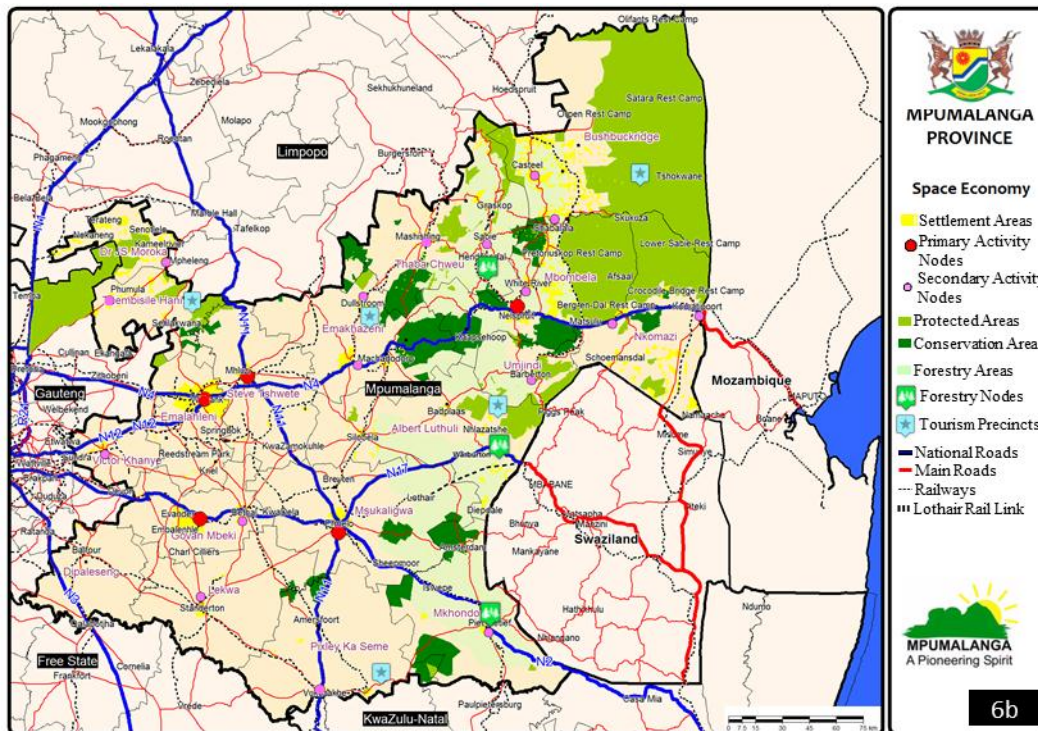
Tourism related investment should be channelled into five main functional areas/precincts in Mpumalanga Province. These five tourism functional areas also correspond strongly with the location of protected areas and conservation areas in the Province as illustrated on Figure 6b and include:

- The well-established Sabie, Graskop, Mbombela, and Kruger National Park (Kruger 2 Canyon) area generally referred to as the Mpumalanga Lowveld;
- The Belfast-Machadodorp-Dullstroom “Trout-Triangle” area along the Mpumalanga Escarpment which also represents the tourism gateway from Gauteng Province to the Mpumalanga Lowveld;
- The relatively undeveloped Loskopdam-Dinokeng tourism belt which extends from the Loskop Dam, through the Thembisile-Hani and JS Moroka Municipalities in the western extents of the Province, right up to the Dinokeng Nature Reserve in Gauteng Province;
- The Somgimvelo-Malolotja Transfrontier Conservation Area around Barberton;
- The Mpumalanga Lake District, Heyshope Dam and Wakkerstroom Biosphere Reserve in the Gert Sibande District.

The Kruger 2 Canyon and Trout Triangle precincts are already fairly well-developed and attract significant private sector investment. The Loskop Dam-Dinokeng precinct would, however, require some public intervention/ investment (especially in the Thembisile Hani and JS Moroka areas) in order to promote and brand this area as a comprehensive tourism destination which would attract visitors and private investment.

The Mpumalanga Lake District around Chrissiesmeer, Heyshope Dam, and Wakkerstroom Biosphere Reserve are threatened by encroaching mining activity from the west.

**Figure 6b: Spatial economy**



#### 5.4 Key Driver 4: Forestry Development

Investment aimed at enhancing the contribution of forestry to the economy of Mpumalanga should be directed to the two main forestry precincts in the province: the northern forestry precinct around Mashising, Graskop and Sabie, with Sabie being the main centre for forestry related industries; and the southern forestry precinct in the area between Barberton and Mkhondo with Mkhondo being the main centre for forestry related industries (Figure 6b).

With the proposed expansion of the railway line from Lothair up to Ngwenya at the N17-Oshoek border post with Swaziland, a third forestry node could be developed around the existing small forestry node at Warburton or Lochiel. Such investment would also benefit the large rural population located in the north-eastern extents of Albert Luthuli Local Municipality close to the Swaziland border.

Trade and investment opportunities in the wood and forestry sector that are applicable to these areas include the following:

**Table 12: Trade and investment opportunities in the wood and forestry sector**

<ul style="list-style-type: none"> <li>• Paper and pulp</li> <li>• Sawn timber</li> <li>• Furniture</li> <li>• Construction timber</li> <li>• Chipboard</li> <li>• Veneer boards</li> <li>• Ultra boards</li> <li>• Transmission poles</li> </ul>	<ul style="list-style-type: none"> <li>• Mining timber</li> <li>• Pulp wood</li> <li>• Community forestry</li> <li>• Charcoal production</li> <li>• Afforestation</li> <li>• Industrial forestry</li> <li>• Multiple use forestry</li> <li>• Forest protection</li> </ul>
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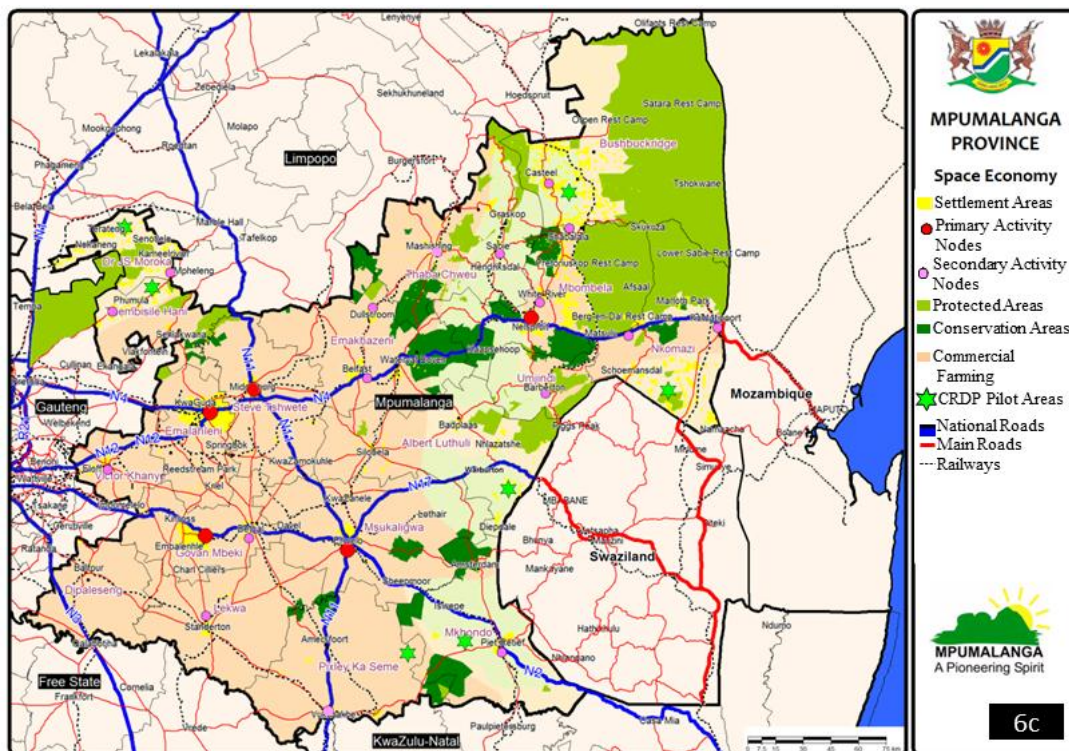
## 5.5 Key Driver 5: Agricultural Development

Agriculture related investment should focus on:

- Supporting and maintaining existing commercial farming activities in the Province in the areas where extensive commercial farming and large scale food production currently occur (refer to the Mpumalanga Highveld and small strip of land from Komatipoort to Mbombela, White River and up to Hazyview in the Mpumalanga Lowveld) (Figure 6c); and
- Enhancing agrarian transformation in the deep rural areas of Mpumalanga in line with the objectives of the Comprehensive Rural Development Programme. Agrarian transformation in this context aims to facilitate the transition from predominantly subsistence farming to commercial small scale farming in these rural areas.

As illustrated on Figure 6c the CRDP pilot areas are located in Bushbuckridge, Nkomazi, Albert Luthuli, Mkhondo, Pixley ka Seme, Thembisile Hani and Dr JS Moroka Municipalities.

**Figure 6c: Spatial economy**



The current CRDP pilot project areas in Mpumalanga Province should be the short to medium term priority areas for rural agricultural investment in the Province.

Typical investment in these CRDP areas should be in the form of:

- Farming equipment, irrigation systems, agricultural training facilities (agri-colleges);
- The establishment of local fresh produce markets which could lead to the development of small scale agro industries focusing on processing and/or packaging of local products before exporting it to larger centres;
- Social infrastructure in the form of centrally-located Thusong Centres serving each of the CRDP areas, and which provide a comprehensive range of community facilities at a one-stop destination within these rural communities;

- Rural housing programmes which are to be clustered around these Thusong Centres. This will not only improve the utilisation of the community facilities located here, but also create the “critical mass” required to enhance the potential for local economic development – including the establishment of fresh produce markets and associated agro-processing activities.

Agricultural Infrastructure provided in the province should be linked to the most viable agricultural activities in the province which are summarised in Table 13 below:

**Table 13: Most viable agricultural activities in Mpumalanga Province**

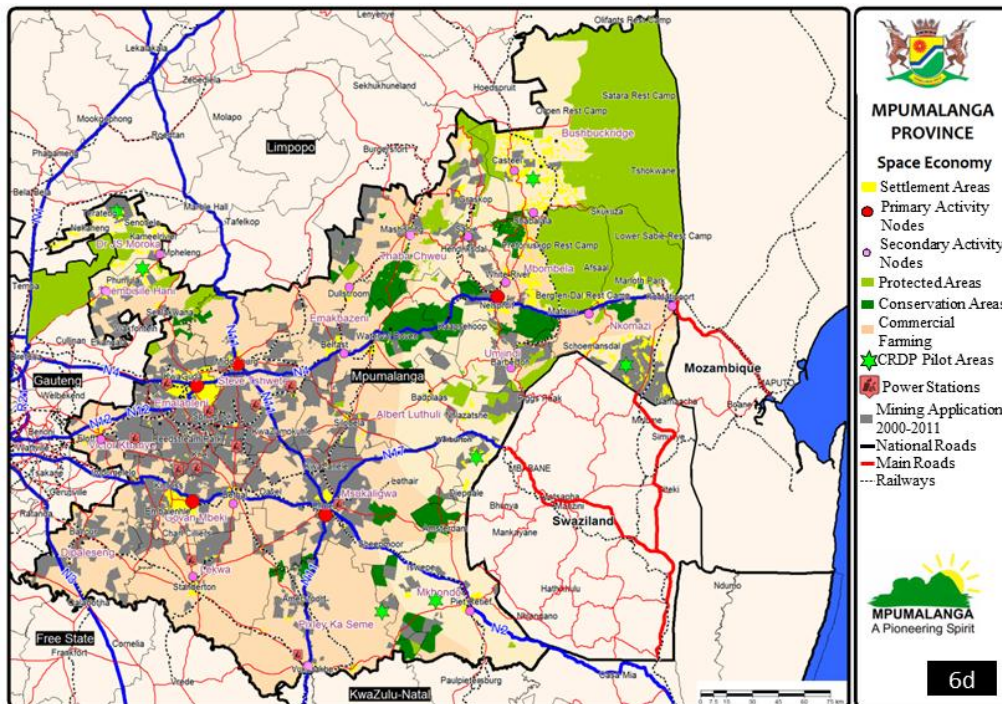
Highveld Region
<ul style="list-style-type: none"> <li>• Milling and processing of summer and winter cereals</li> <li>• Extraction of edible oils</li> <li>• Processing of: maize, beans and deciduous fruit into juices, concentrate, jams and canned fruits</li> </ul>
Lowveld Region
<ul style="list-style-type: none"> <li>• Sugar refining</li> <li>• Processing of: <ul style="list-style-type: none"> <li>- Fruits into juices, concentrates, jams, canning and drying</li> <li>- Vegetables into canning, freezing, drying</li> </ul> </li> <li>• Value adding to nuts</li> <li>• Production of honey</li> <li>• Processing of fruits for input in pharmaceutical industry</li> <li>• Essential oils from tropical, subtropical and citrus fruits</li> <li>• Process of tropical fruit with exotic recipes</li> </ul>

## 5.6 Key Driver 6: Mining and Energy Related Development

Infrastructure investment aimed at enhancing the mining and electricity industry should be consolidated in the western highveld of Mpumalanga where the vast majority of coalmines and power stations are located. As indicated on Figure 6d this broadly represents the area between Emalahleni, Steve Tshwete, Standerton and Secunda.



**Figure 6d: Spatial economy**



In the medium to longer term there is a definite prospect that coal reserves in Mpumalanga will become depleted, and that coal supply to the power stations will have to be supplemented with coal from the Waterberg region in the north-western parts of Limpopo Province. This may require the future development of a coal haulage link from Lephalale-Vaalwater in Limpopo Province, through Modimolle and towards the Secunda-Emalahleni area in Mpumalanga. The spatial impact of such an initiative on the north-western parts of Mpumalanga Province is unknown at this stage.

### **5.7 Key Driver 7: Urban Development**

In terms of the National Development Plan: Vision 2030, human settlement patterns within cities and towns should meet the needs and preferences of the citizens, taking into account broader social, environmental and economic interests. Travel distances need to be shorter which implies ensuring that a larger proportion of workers live closer to their places of work, and that public transport is safe, reliable, affordable and energy efficient.

In line with the above, the main strategic priorities with regard to urban development and accommodating urbanisation in Mpumalanga include the following:

- An integrated urban settlement structure eradicating the existing dysfunctional urban settlement structure, where the poor people, living in neighbourhoods, severed from economic and employment centres have to travel long distances to work, shop or utilise social facilities.
- To contain urban sprawl and to provide compact urban development, a well determined and enforced urban edge needs to be demarcated that considers the long term demand for all urban land uses, the preservation of open space, prime and unique agriculture land, areas of natural beauty, heritage sites and critical environmental areas.



Urban development takes place within the urban edges in the form of infill development and densification.

- The provision of high densities of mixed land uses within close proximity of economic activity nodes and transportation systems and the enhancement of residential densities.
- The provision of a system of activity corridors, nodes, spines and streets supporting sustainable transportation and road systems.
- Efficient engineering infrastructure and roads.
- The provision of housing to provide for:
  - The growth in demand for housing
  - The eradication of housing backlogs
  - Upgrading of informal housing areas
  - A variety of housing choices
- Community facilities taking into consideration the regional, subregional, district and local needs of the communities.

The above requires two main interventions in the urban areas of Mpumalanga Province: Urban Restructuring and Urban Renewal.

### ***5.7.1 Urban Restructuring***

Urban Restructuring is aimed at transforming cities, towns and villages into more sustainable human settlements. The appropriate utilisation of well-located public owned land and public funded housing initiatives can act as powerful tools towards achieving urban restructuring objectives in Mpumalanga.

Subsequently, all public and private housing projects in cities and towns in Mpumalanga should comply with the following spatial objectives:

- Promote the availability of residential and employment opportunities in close proximity to each other;
- Contribute towards the correction of historically distorted spatial patterns of settlement in towns by filling the strategically located vacant strips of land between segregated communities, and providing for economic and social integration;
- Optimise the use of existing resources including bulk infrastructure, roads, transportation and social facilities; and
- Contain the phenomenon of urban sprawl in urban areas through the introduction of an Urban Development Boundary/Urban Edge which will contribute towards the development of more compact towns through processes of infill development and densification – especially around economic activity nodes and along public transport corridors.

Apart from complying with the spatial directives as listed above, housing development in Mpumalanga should also be in line with the objectives of the Breaking New Ground Policy which aims to promote mixed income residential development offering a wide range of housing typologies at various levels of affordability and providing a range of tenure alternatives.

In the medium to longer term the objective should be to consolidate and densify the fragmented urban and rural settlement structure in three priority areas in the province with a view to transforming these into metropolitan areas. This will require strong interventionist approaches in terms of planning and development across municipal boundaries in these areas. The areas to be considered include Mbombela and its rural surrounds including parts of Bushbuckridge and Nkomazi; the Witbank-Middelburg-Ogies complex extending up to Verena and settlements along the Moloto Corridor in Thembisile Hani; and the Trichardt-Evander-Kinross-Secunda (TEKS) complex in the Gert Sibande District.

### ***5.7.2 Urban Renewal and Revitalisation***

Urban Renewal and Revitalisation is relevant to all business/commercial areas and residential neighbourhoods in cities and towns in Mpumalanga Province, but even more so in the small towns in the Province, many of which are currently in a state of neglect and urban decay. The private sector should become active partners with government towards addressing the revitalisation of the small towns. The mining industry in particular can play a significant role in this regard as confirmed in the agreements reached in the recent Mpumalanga Mining Indaba.

The establishment of social/community facilities in the form of Thusong Centres in existing urban activity nodes/business areas will not only ensure convenient, one-stop social services to communities in the urban parts of the province, but also promote economic development as it adds to the diversity of facilities and services provided in these areas.

Furthermore, the Neighbourhood Development Partnership Grant (NDPG) initiated by National Treasury could make a significant contribution towards enhancing business opportunities at strategic locations in former township areas in Mpumalanga and thereby “moving jobs and investment towards dense townships that are on the margins of cities” as contemplated in the National Development Plan.

## **5.8 Key Driver 8: Rural Development**

As part of the Spatial Rationale for future development in Mpumalanga Province, it is important to focus on rural development in the Province. Vision 2030 places particular emphasis on building the economy in rural areas, and more specifically through the following approach which is embedded into the Comprehensive Rural Development Programme (CRDP):

- Creating more jobs through agricultural development, based on effective land reform and the growth of irrigated agriculture and land production.
- Providing basic services that enable people to develop capabilities to take advantage of opportunities around the country, enabling them to contribute to their communities through remittances and skills transfer.
- Developing industries such as agro-processing, tourism, fisheries and small enterprises where potential exists.

In pursuance of the above, the proposed approach towards rural development in Mpumalanga Province centres around the following three principles:

### 5.8.1 Establishment of Thusong Centres

This principle requires that strategically located and accessible points should be identified in all rural parts of Mpumalanga Province. These should then become focal points for public investment around which to establish a comprehensive range of community facilities serving the social needs of surrounding rural communities. Apart from clustering community facilities and services at these points, the Mpumalanga Department of Human Settlement should also consolidate large scale rural housing/ human settlement projects in and around these nodes rather than providing numerous small scale housing projects scattered randomly throughout the rural parts of the province.

The clustering of social facilities and services, and the associated concentration of people through well-coordinated rural human settlement programmes, could then also act as stimulus to promote local economic development in the form of formal and informal trade at these rural nodes as schematically illustrated on Figure 7.

Figure 7: Rural development node



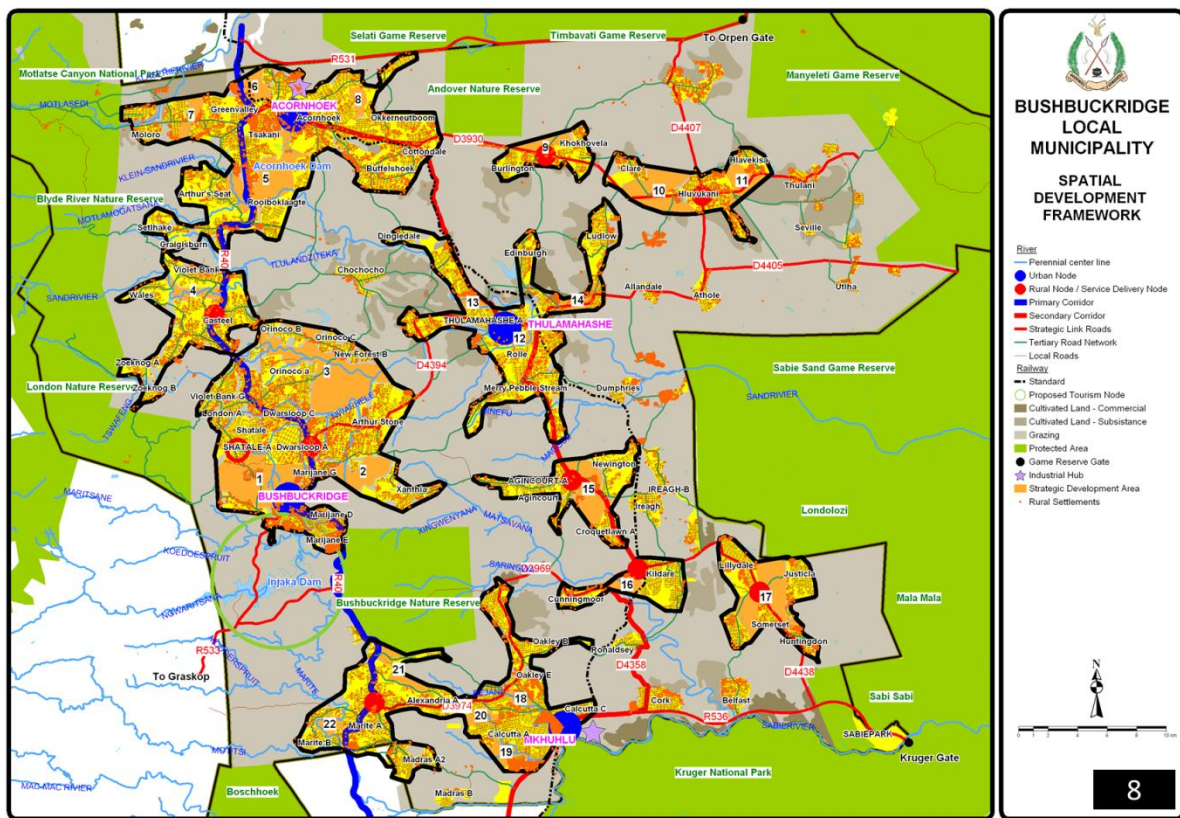
The clustering of such a wide range of social and economic services and facilities would furthermore justify the provision of proper engineering services to serve these communities at an appropriate economy of scale. The establishment of these centres can eventually facilitate the development of local fresh produce markets, agri-processing industries and establishment of a variety of local small enterprises. The proximity of rural service delivery nodes (markets) could also act as incentive to local small farmers to increase agricultural production in the surrounding rural areas – contributing towards agrarian transformation.

### 5.8.2 Rural Settlement Consolidation

It is furthermore important that existing settlements around these service delivery nodes be functionally consolidated and integrated over time. This can be achieved by way of the establishment of rural development boundaries which will firstly limit/curb the uncontrolled expansion of these low density settlements. Furthermore, it will promote infill development and densification within the rural development boundary which, in turn, will lead to more sustainable rural human settlements. This principle is schematically illustrated on **Figure 8** depicting a potential rural development boundary for the Bushbuckridge municipal area in the province. The consolidation of these settlements into rural clusters around rural service delivery points will transform these areas into functionally viable and sustainable clusters of human settlement in the rural parts of the province.

This approach will also support the long term vision to establish a number of metropolitan areas in Mpumalanga Province as discussed under section 5.7.1.

**Figure 8: Spatial development framework**



### 5.8.3 Agrarian Transformation

As far as the rural hinterland between these rural clusters is concerned, the important principle would be to promote agrarian transformation in order to transform these areas from subsistence farming to commercial farming areas. Such approach will contribute significantly towards improved food security and economic empowerment. This should be done within the guidelines provided by CRDP, and more specifically the guidelines pertaining to agrarian transformation which make provision for agricultural training and skills development, provision of farming equipment and infrastructure like electricity, roads, and water storage systems to enhance irrigation systems, and land reform.

## 5.9 Key Driver 9: Environmental Management and Conservation

The rural hinterland should also be utilised to promote conservation of environmentally sensitive areas in Mpumalanga. In turn, such conservation areas can be utilised as tourism precincts to promote local economic activity, and to ensure the sustainable utilisation of these resources in the province.

As far as mining is concerned, it is important to establish proper environmental management systems during the operational phase of the mines to prevent large scale water and air pollution. Thereafter, rehabilitation processes need to be carefully monitored to ensure that the agricultural potential of the land is successfully restored once mining activity is terminated.

## 5.10 Infrastructure Implications

**Table 11: Infrastructure implications**

	Key Drivers	Infrastructure Projects	Preferred/Optimum Location
1.	Corridor Development	<ul style="list-style-type: none"> <li>Upgrading of Maputo (N4), N2/N17 and N11 primary corridors</li> </ul>	
		<ul style="list-style-type: none"> <li>Proposed cargo airport facility at Victor Khanye</li> </ul>	<ul style="list-style-type: none"> <li>Victor Khanye</li> </ul>
		<ul style="list-style-type: none"> <li>Border Post Upgrading</li> </ul>	<ul style="list-style-type: none"> <li>Mozambique and Swaziland</li> </ul>
		<ul style="list-style-type: none"> <li>Consolidating economic activity at strategic locations along development corridors</li> </ul>	<ul style="list-style-type: none"> <li>All nodes</li> </ul>
		<ul style="list-style-type: none"> <li>Industrial development along Dilokong Corridor</li> </ul>	<ul style="list-style-type: none"> <li>Mashishing</li> <li>Emalaheni/Witbank-Middelburg</li> </ul>
		<ul style="list-style-type: none"> <li>Coal haulage link between Waterberg coal fields and Mpumalanga power stations</li> </ul>	<ul style="list-style-type: none"> <li>Limpopo-Mpumalanga</li> </ul>
		<ul style="list-style-type: none"> <li>Railway link between Lothair and Richards Bay via Swaziland</li> </ul>	<ul style="list-style-type: none"> <li>Lothair</li> </ul>
		<ul style="list-style-type: none"> <li>Introduction of a passenger railway service along R40</li> </ul>	<ul style="list-style-type: none"> <li>Mbombela-Bushbuckridge</li> </ul>
		<ul style="list-style-type: none"> <li>Establishment of Moloto Rail Corridor</li> </ul>	<ul style="list-style-type: none"> <li>Moloto to Siyabuswa</li> </ul>
		<ul style="list-style-type: none"> <li>Upgrading of route R40 and branding of investment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Nelspruit-White River</li> <li>Hazyview-Mkhulu</li> <li>Bushbuckridge-Acornhoek</li> </ul>
		<ul style="list-style-type: none"> <li>Improvement of Nelspruit-Burgersfort road links (R34 and R37) with Dilokong Platinum Corridor</li> </ul>	<ul style="list-style-type: none"> <li>Nelspruit-Mashishing-Burgersfort</li> </ul>
		<ul style="list-style-type: none"> <li>Upgrading Middelburg-eMalaheni road (R555) and rail link with Steelpoort</li> </ul>	<ul style="list-style-type: none"> <li>Steve Tshwete</li> </ul>
		<ul style="list-style-type: none"> <li>Enhancing links between N4 and southern parts of Nkomazi</li> </ul>	<ul style="list-style-type: none"> <li>Nkomazi</li> </ul>
		2.	Nodal Hierarchy
<ul style="list-style-type: none"> <li>Lower Order Business, Commercial</li> </ul>	<ul style="list-style-type: none"> <li>Secondary Nodes</li> </ul>		



	Key Drivers	Infrastructure Projects	Preferred/Optimum Location
		and Industrial Infrastructure Investment	
		<ul style="list-style-type: none"> <li>• Establishment of Thusong Centres</li> </ul>	<ul style="list-style-type: none"> <li>• Rural Nodes</li> </ul>
		<ul style="list-style-type: none"> <li>• Provincial High Order Education Facilities <ul style="list-style-type: none"> <li>- Mpumalanga University</li> <li>- SA Universities Satellite Campuses</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Primary Nodes <ul style="list-style-type: none"> <li>• Mbombela</li> <li>• Emalahleni, Mbombela</li> </ul> </li> </ul>
3.	Business, Commercial and Industrial Development	<ul style="list-style-type: none"> <li>• Expansion of Business and Commercial Areas</li> <li>• Establishment of Industrial Parks</li> <li>• Ferrochrome Smelter</li> <li>• Entrepreneur Development Centre</li> </ul>	<ul style="list-style-type: none"> <li>• Five Primary Nodes <ul style="list-style-type: none"> <li>• Five Primary Nodes along N4 and N17-N2 Corridors</li> <li>• Emalahleni, Middelburg</li> <li>• Emalahleni</li> </ul> </li> </ul>
4.	Tourism Development	<ul style="list-style-type: none"> <li>• High Altitude Training Centre/ Sports Academy</li> <li>• International Convention Centre</li> <li>• Tourism Node Development</li> <li>• Facility Upgrading and Marketing</li> <li>• Tourism Branding, Signage, Marketing</li> </ul>	<ul style="list-style-type: none"> <li>• Belfast <ul style="list-style-type: none"> <li>• Mbombela or Bushbuckridge (close to Kruger National Park)</li> <li>• Dinokeng-Loskop Dam Precinct</li> <li>• Dinokeng-Loskop Dam Precinct (Zithabiseni-Bundu-Mkhombo Dam)</li> <li>• Five Provincial Tourism Precincts</li> </ul> </li> </ul>
5.	Forestry Development	<ul style="list-style-type: none"> <li>• Forestry Technical Training Centres</li> <li>• Wood SMME Incubator</li> <li>• Lothair-Ngwenya Rail Link</li> </ul>	<ul style="list-style-type: none"> <li>• Sabie, Mkhondo</li> <li>• Sabie, Mkhondo</li> <li>• Lothair</li> </ul>
6.	Agricultural Development	<ul style="list-style-type: none"> <li>• Lowveld Food Technology Centre</li> <li>• Regional Fresh Produce Market</li> <li>• Sugar Mill Plant</li> <li>• Dry Port SEZ/Logistics Hub</li> <li>• Establishment of Biofuels Plant</li> <li>• Small Scale Milling and Canning Plants</li> <li>• Hydroponic Projects</li> <li>• Agri Parks</li> <li>• Poultry Farming</li> <li>• Irrigation Schemes</li> </ul>	<ul style="list-style-type: none"> <li>• Mbombela</li> <li>• Mbombela/Komatipoort</li> <li>• Komatipoort/Nkomazi</li> <li>• Komatipoort</li> <li>• Secunda</li> <li>• Rural Nodes in CRDP areas</li> <li>• 7 CRDP areas</li> <li>• 7 CRDP areas</li> <li>• 7 CRDP areas</li> <li>• 7 CRDP areas</li> </ul>
7.	Mining and Electricity Development	<ul style="list-style-type: none"> <li>• Bulk Water Supply</li> <li>• Water Reclamation Programme</li> <li>• Dedicated Environmental Management Programmes</li> <li>• Coal Haulage Upgrade (Road to Rail)</li> <li>• Mining and Energy Tertiary Training Facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Emalahleni-Middelburg-Ermelo-Secunda</li> <li>• Emalahleni-Middelburg-Ermelo-Secunda</li> <li>• Emalahleni-Middelburg-Ermelo-Secunda</li> <li>• Emalahleni-Middelburg-Ermelo-Secunda</li> <li>• Emalahleni/Secunda</li> </ul>

	Key Drivers	Infrastructure Projects	Preferred/Optimum Location
		<ul style="list-style-type: none"> <li>• Maths and Science Academy</li> </ul>	<ul style="list-style-type: none"> <li>• Emalahleni/Secunda</li> </ul>
		<ul style="list-style-type: none"> <li>• Mining Entrepreneur Development Centre</li> </ul>	<ul style="list-style-type: none"> <li>• Emalahleni</li> </ul>
		<ul style="list-style-type: none"> <li>• Mining Supplier Park</li> </ul>	<ul style="list-style-type: none"> <li>• Emalahleni</li> </ul>
8.	Rural Development Nodal	<ul style="list-style-type: none"> <li>• Establishment of Thusong Centres in each of seven CRDP Rural Nodes</li> </ul>	<ul style="list-style-type: none"> <li>• Seven CRDP Rural Nodes</li> </ul>
		<ul style="list-style-type: none"> <li>• Construction of Dams/ Irrigation Systems</li> </ul>	<ul style="list-style-type: none"> <li>• Seven CRDP Rural Nodes</li> <li>• Around sugarcane industry</li> </ul>
		<ul style="list-style-type: none"> <li>• Consolidation of Rural Housing around Rural Nodes</li> </ul>	<ul style="list-style-type: none"> <li>• Seven CRDP Rural Nodes</li> </ul>
		<ul style="list-style-type: none"> <li>• Transport Linkages to Urban Areas</li> </ul>	<ul style="list-style-type: none"> <li>• All rural areas</li> </ul>
		<ul style="list-style-type: none"> <li>• Water, Sanitation and Electricity at each Rural Node</li> </ul>	<ul style="list-style-type: none"> <li>• Seven CRDP Rural Nodes</li> </ul>
		<ul style="list-style-type: none"> <li>• Consolidating Rural Housing around Rural Nodes</li> </ul>	<ul style="list-style-type: none"> <li>• All Rural Nodes</li> </ul>
		<ul style="list-style-type: none"> <li>• Pre-Active demarcation of residential sites for rural settlement in tribal areas</li> </ul>	<ul style="list-style-type: none"> <li>• All Rural Areas</li> </ul>
9.	Urban Development	<ul style="list-style-type: none"> <li>• Establish Urban Housing on well-located land contributing towards Urban Restructuring</li> </ul>	<ul style="list-style-type: none"> <li>• All Towns and Cities</li> </ul>
		<ul style="list-style-type: none"> <li>• Focus Housing Projects on areas of greatest demand</li> </ul>	<ul style="list-style-type: none"> <li>• Emalahleni</li> <li>• Secunda</li> <li>• Mbombela-Nelspruit</li> <li>• Thembisile</li> <li>• Bushbuckridge</li> <li>• Nkomazi</li> </ul>
		<ul style="list-style-type: none"> <li>• Implement Breaking New Ground Principles in all housing projects</li> </ul>	<ul style="list-style-type: none"> <li>• All municipalities</li> </ul>
		<ul style="list-style-type: none"> <li>• Consolidate urban and rural settlements to establish provincial metropolitan areas</li> </ul>	<ul style="list-style-type: none"> <li>• Mbombela-Bushbuckridge-Nkomazi</li> <li>• Witbank-Middelburg-Verena-Ogies</li> <li>• Trichard-Evander-Kinross-Secunda</li> </ul>



## 6. Conclusion

*South Africa is now planned to the n<sup>th</sup> degree. And yet so few of these ideas seem to have actually travelled the precarious path from planning, to adoption, to implementation. Business Day, 17/08/2012.*

The above quotation from *Business Day* reminds why so many elegant plans seem almost immediately to land up on the shelf and gather dust. It is much more difficult to harness and improve state systems to achieve actual implementation, than it is to commission a fresh plan. In order to try and avoid a familiar fate for this Framework and Plan, this Conclusion develops some considerations regarding implementation, specifically in relation to the policies, programmes and spatial perspective presented in Sections 4 and 5.

### 6.1 The Vision 2030 Mpumalanga process

The document represents the initial pro-active response of the government of Mpumalanga province to the Vision 2030 National Development Plan (NDP). In many respects what this document contains is deliberately not new. It draws on, and seeks to integrate key findings and recommendations from, a number of plans and strategies that the Mpumalanga government already has in place. These “building blocks” include:

- several earlier sectoral plans (including agro-processing, bio-fuels, forestry, human resources, mining, petrochemicals, and small business) and an integrative cross-sectoral summary; selected departmental delivery plans;
- the most recent version of the Economic Growth and Development Path (MEGDP); Master Plans on Infrastructure Development (MIDP), Spatial Development, and – in preparation – Biodiversity and Human Settlements.

However, what *is* new is that key findings and recommendations from these building blocks are summarised, integrated and connected within the holistic development framework of the Vision 2030 NDP, which is expressed in eleven domains. Moreover, as explained in Section 1, in this report these eleven domains have been grouped and linked into a strategically prioritised, implementation-oriented hierarchy under three headings: socio-economic outcomes, mechanisms, and conditions, as in Figure 1.

In addition, pursuant to the National Spatial Development Framework, a cognisance has been taken throughout of a spatial perspective. This systematic aligning of Mpumalanga-relevant strategies and programmes to the NDP and NSDF was strongly guided by relevant inputs from within Mpumalanga itself:

- by three consultations earlier in 2012 with key stakeholders at provincial, district, and municipal level, spanning government and civil society;
- by a session that garnered detailed inputs from specialist planners in functions at all these levels; and
- by on-going formative guidance from the responsible top officials in the Office of the Premier.

In addition, Plan Associates, who consult to the Office of the Premier, participated in the later phases of the process, to yield the complementary spatial perspective. Two National Planning Commissioners kindly availed themselves for broad discussion of key parameters of the NDP that might have particular salience for the province. It is helpful briefly to recall the preceding sections of this Implementation Framework and Plan.

Section	Content
1	Section 1 maps the process of framing and finalising the plan.
2	Section 2 describes the eleven domains of the NDP organised under the framework described in Figure 1 and how they relate to Mpumalanga.
3	<p>Section 3 draws heavily on the latest MEGDP in two respects. The first is a review of key drivers at national level. Since they form the macro-context within which Mpumalanga development has to unfold, in general the Implementation Framework and Plan expects to align with these drivers: such as the impact of the East, and of globalisation, and its competing consequences such as greater income unevenness on the one hand and technological interconnectedness on the other.</p> <p>But in certain respects, local conditions provide an important variation, whose implications then need to be thought through, and will arise below: such as climate change, where Mpumalanga is expected by the rest of the country to generate much of its electricity as cheaply as possible from coal-fired power stations, but thereby has a much higher than average carbon emission footprint.</p> <p>The second part of section 3 gives, with the assistance of spatial distributions, a summary of relevant demographic and socio-economic facts about Mpumalanga. This is required to inform the generation of Mpumalanga-specific versions of NDP strategies, policies, programmes and spatial trajectories in the ensuing sections.</p>
4	<p>Section 4 is the “meat and potatoes” course of the meal. It is structured under the domains of the NDP, with the exception of social protection, and inclusive rural economies which are considered lateral and are included in all the areas. The narrative for each area summarises the salient Mpumalanga-specific policies and programmes that are be critical to Mpumalanga’s development from 2013 to 2030, whether within the domain (e.g. education) or drawing upon other domain (e.g. improvement of infrastructure at rural schools).</p> <p>These broader programmes are summarised in a table to assist the planning process within Mpumalanga’s departments, as they use this Framework to formulate priorities and inter-departmental dependencies in their next round of annual Strategic Plans, and then budgeting for them.</p>
5	Section 5 is the “dessert” of the meal. The spatial perspective has already infused the descriptive presentation of the factual socio-economic profile of the province in Section 3.2. Now, the spatial perspective draws variously on many of the recommendations of section 4, while demonstrating three imperatives:

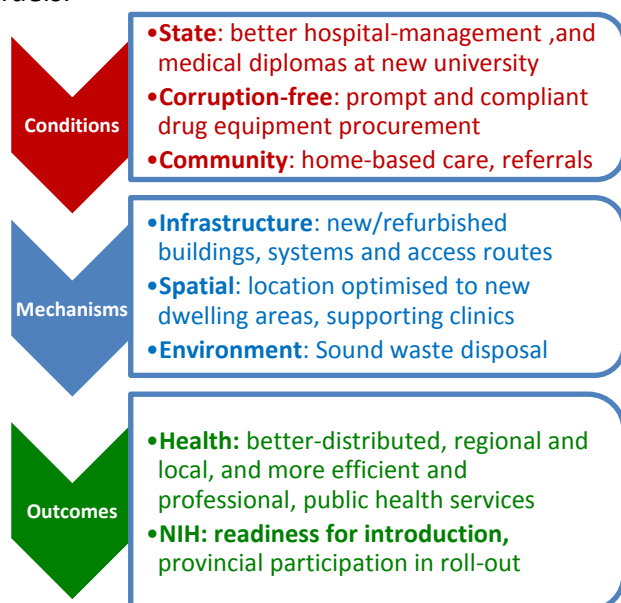
Section	Content
	<ul style="list-style-type: none"> <li>• The first is the importance of expanding and enhancing primary and secondary development “nodes” in relation to the spatial political economy of the province, <i>inter alia</i> including the transport corridors, the distribution of resource use – arable land, water, minerals, biospheres etc. – across the major economic sectors of the province.</li> <li>• The second imperative, in the rural context, concerns the importance of avoiding dispersed allocation of land by traditional authorities. Instead, like the NDP, it urges the densifying of rural settlements into second- and third-tier development nodes, thereby freeing up rural land areas for viable-scale black-led commercial agriculture and spin-offs.</li> <li>• The third imperative covers the various requirements of improved and sustainable urban settlements, as expand or newly arise to meet needs along transport corridors.</li> </ul>

## 6.2 The big issue *is* the many specific issues

The nine NDP-aligned rationales and their summary boxes of Section 4, and the particular spatial imperatives, that they also inform in Section 5 constitute a holistic development framework to the Premier and the Executive, aligned to the inter-related domains of the NDP, and suitable for the Office of the Premier and the MECs’ Departments to carry into their planning and budgeting: for the year ahead, for the rolling three-year METF (Medium Term Expenditure Framework) and for the long-term 2030 time-scale posted by the NDP.

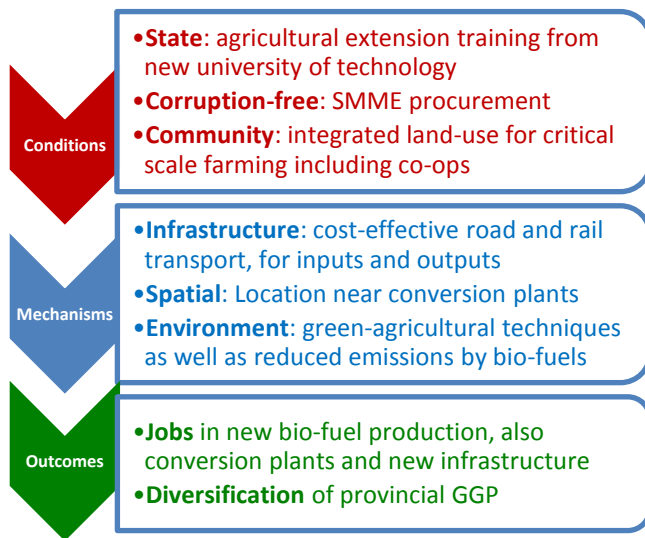
The holistic diagnosis of the NDP previously, and the recommendations now (as summarised in Section 2), make clear that there is not one silver bullet, nor indeed two or three, which will solve the development challenges still facing South Africa, and Mpumalanga within it. Rather, the one big issue *is* the many specific issues identified in Sections 4 and 5, and the many policies and programmes recommended there for implementation.

Likewise, the one big challenge is to bring them under effective implementation as efficaciously as possible, in planned, co-ordinated and collaborative fashion. For this oft-uttered phrase, in “planned, co-ordinated and collaborative fashion” is much more difficult to achieve than utter. Consider the two adjacent graphic examples, among the many in Section 4: improved regional hospitals, and rural agricultural production for “green” bio-fuels.



It is seen that the outcomes depend on interlinked deliverables from almost all the domains that are distinguished by the NDP. For regional hospitals to function effectively, they need safe buildings, reliable electricity for the operating theatre and infant incubators, and adequate clean water for everything from the wards to the vast laundry. There must be regular and hygienic disposal of

medical and waste, and good access roads for staff, patients and supplies. Their management as well as their medical and nursing staff must be professional, well-trained, and caring, probably trained in diplomas from the new university. They will also be corruption-free, so that tenders for pharmaceuticals, new buildings and equipment will be swiftly and uncontroversially implemented. And the entire hospital will be embedded in a network of local clinics, d supplemented by community-level social development and home-based care, so that it can focus on the more demanding referrals.



The second diagram could be similarly elaborated. It illustrates the mechanisms and conditions required for rurally-based agriculture to be sufficiently high tech and also appropriately located to feed bio-fuel plants.

The management implications of securing the contributions from the different provincial departments with appropriate timing, then effectively achieving the necessary integration, are daunting. Practical experience shows

that such intricate projects - and all substantial projects will be similarly intricate – almost always exceed budget and deadlines, even when they enjoy inter-departmental political and executive support, determined project-planning, private sector participation, and good management.

Indeed, there is much about the unavoidable organisation of electoral cycles, and of departments into precedent and recognisable shapes, that is inimical to successful longer-term, interdepartmental, development-oriented public management. Heads of Department have performance goals that can more reliably be delivered, which tend to be incremental and intra-departmental rather than developmental and collaborative. Procurement regulations, originally correctly intended to favour black-led small enterprises, have become increasingly laborious, formulaic and centralised in the attempt to mitigate tender corruption. And even if this weren't so, the timetables, locales, and budget cycles of the different ingredients in the two examples above – some long-term, others short-term; some under local control, others demanding regional interventions; some implying new policies, others demanding more budget – are difficult to harmonise and connect.

In the face of this checklist of obstacles, it is perhaps surprising that the empirical evidence indicates that the solution is to be had in a back to basics approach which highlights the importance of a capable state. Undoubtedly the most exacting ingredient in public-sector led development is good management. Yet a recent study of three Mpumalanga departments, identified among their peers as relatively successful, found that management for effective implementation had four aspects that were all well-known:

- **Strong leadership:** good leaders have a clear vision, communicate it widely, handle complicated stake-holder relations, lead ethically by example, and focus on results.

- **Consistent management and performance expectations:** managers are hands-on, trained, and tenacious, with clear objectives and performance expectations of themselves and of their teams framed in terms of their distinctive contribution to the department's strategic plan.
- **Staff focused on doing their jobs:** administrators and support staff are motivated by an understanding of their essential contribution to the wider goals, are trained and equipped and service-oriented, and expect to work regularly and hard.
- **Fair and consistent monitoring and evaluation of performance** with consequences for non-performance as well as performance: significant incentives, simply and flexibly assigned by empowered managers, are critical for motivation. Equally critical is general awareness that under-performers and cheats will be promptly and vigorously sanctioned without fear or favour.

To this one might add a “can-do” culture in each organisation to glue these ingredients together, as well as a provincial leadership determined to use its executive apparatus to enable, achieve, and reward the essential interdepartmental engagements, despite the extra effort and complication.

### 6.3 Facing the tensions and trade-offs

Unfortunately, there remains another big issue: **resource constraints**. There are not sufficient resources available – financial, infrastructural, organisational, human – for Mpumalanga to take up the recommendations on all fronts, commencing simultaneously, to the desirable scale. Confronting and managing this reality is perhaps the prime responsibility of political principals, and it has to be done fearlessly and frankly. In tackling tensions and trade-offs, there are broadly three possibilities.

- The first is to **dissolve the resource constraint**, by achieving increasing efficiencies through innovative technologies, management techniques, or social arrangements.
- The second is to **phase in policies and programmes**, to remain within the resource constraint and thereby avoid overload on facilities and capabilities.
- The third – when a **choice** between option A and option B cannot be dissolved or phased and is actually unavoidable – is to be guided by the approach of this Framework into recognizing the unavoidable mix of considerations that must be taken into account: social benefits as well as efficiencies, the long term as well as the short, the wider as well as the local perspective.

Below we consider, as exemplars, two main instances of such tensions and trade-offs, and identify a couple more, that the alert reader will probably already have recognised as the text unfolded. They arise partly because of competing resource or organisational requirements for objectives to be achieved in different productive sectors, attended to by different government departments: effective farming arrangements in relation to traditional land-use, and land for mining in relation to agriculture.

Other instances noticed are public sector efficiency in relation to performance management; and the risk of sustaining apartheid divides by investment decisions. Of course there are others, but our two exemplars will illustrate how the complexity of the issues, requires a deft mix of dissolving, phasing and choosing to address them.

In respect of these potential conflicts of policy and programming, even more than the inter-departmental project collaborations illustrated in the previous Section 6.2, it follows that, as Departments develop their Strategic Plans under this Framework, and the decisions have to be taken at political level to dissolve, phase or choose, there will have to be determined inter-MEC liaison, and genuinely joint team-based planning and execution among officials.

This is “cluster” work. It is laborious, time-consuming, difficult to plan and complicated to performance-manage. But, as the examples below will illustrate, it is critical that the difficulties be confronted for success be achieved. Almost inevitably, the really important development challenges are those not only that refuse to obey departmental boundaries, but that pose tensions to be managed or choices to be made among trade-offs.

### ***6.3.1 Effective spatial arrangements for rural agriculture vis-à-vis traditional land use***

In Figures 6a to 6d, the numerous, irregularly shaped yellow-coloured patches in the Bushbuckridge area westwards of the Kruger Park represent the result of on-going traditional land-allocations for rural settlements and associated subsistence farming.

The spatial perspective in Section 5.2 notes that this has several disadvantages: the patches are scattered, tend to lack good road access, and are too distant from rural nodes for the cost-effective provision of services, especially reticulated water and sanitation and a Thusong Centre. Moreover, the scattering prevents the consolidation of critical-sized areas for viable black-led rural agriculture and associated local beneficiation concerns. This inhibits the expansion of local cash employment and incomes for secondary development. As a result, schools and clinics in such subsistence areas cannot undertake cost-recovery for sustainability. Through roads to tourist areas become degraded.

Aligned to the rural-densification approach of the NDP, Section 5.2 instead suggests the consolidation of rural nodes with the sort of boundaries (in the Bushbuckridge example) indicated in Figure 8; served by a second- or third-tier node with the sort of plan illustrated in Figure 9. Equally importantly, between these relatively bounded nodes, land is freed up for viable commercial rather than subsistence farming, of crops that support job-creation and export, and supported by irrigation. There is the chance of developing rural industry such as agro-processing, fisheries, and environmental tourism, supported by secondary road access to markets. Additional measures canvassed by the NDP include possible communal land tenure arrangements, especially for women, and improved agricultural extension support.

A pre-requisite is for political principals to transact with traditional authorities, supported the respective provincial and indeed national government departments, to secure the necessary buy-in for innovative policies and regulations on the change in land use.

### ***6.3.2 Demands on land for mineral exploitation vis-à-vis commercial agriculture, and the resource implications***

The “spatial economy” of the province shown in Figure 6 vividly depicts a crucial tension requiring policy attention. The spread of grey-shaded areas to the West represent the

potential expansion of mining, in terms of mineral claims. This spread increasingly overlays the pale pink areas, which represent large-scale commercial farming on the Highveld.

The tension extends beyond land use to competition for resources, notably water but also electricity. Recently an association of Ermelo farmers' successfully resorted to the courts regarding acid water being released by neighbouring mines, after they failed to secure a response from the national department of Minerals and Energy. Farming adjacent to open-cast mining is degraded by the spread of dust and other pollutants. Small-scale mining is correctly encouraged for BBBEE reasons, but environmental compliance is relatively more expensive for such operators it takes lower priority; and the dispersion of such enterprises extends the demands on road maintenance.

There are also present and future interprovincial and national issues. Coal reserves will start depleting towards the end of the planning period, necessitating massive transport arrangements from north-western Limpopo, and onwards for export to Richards Bay or Maputo. This will affect the placement of secondary economic development along that corridor (see Figure 3). Likewise, the smelting operations for new platinum deposits in Limpopo, also oriented to export, might most rationally occur around Mashishing/Lydenburg, which would potentially jeopardise part of the Highveld tourism zone.

The balancing of these activities and their related resource requirements must also attend to their differing social benefits, which differ widely. It was seen in Section 3.2.3 that a fifth, 21.9%, of the province's GDP comes from primary activity, within which more than four-fifths is mining (primarily coal) and the balance is agriculture. The secondary sector is large, at 27.8%, because of petrochemicals and electricity generation (Sasol and Eskom). The largest employment industry is trade. The next-largest employment industry is community services.

Thus, with jobs and value-add firmly in the equation, choice is not a possibility, and attention must be focused on increasing efficiencies and on phasing of demand. Various recommendations in Section 4 are in this vein:

- Improving certainty over property rights to encourage exploiting of resources
- Improved monitoring of the social-benefit obligations of mineral rights
- Assessing the impact of the regulatory environment, while improving emission controls
- Focussed skills development for the two sectors, including fet colleges and the new university
- Fostering of targeted immigration for scarce skills, while being alert to local employment creation
- Extended and better-maintained transport networks, for cola and produce
- Enhanced public-private stakeholder relationships, and new forms of ownership

### ***6.3.3 Selected other instances of tensions and trade-offs to be addressed***

Other instances of competing imperatives, requiring efficiencies, phasing or even choice to mitigate them, will have been noticed in Section 4 and 5. Here are two of the more notable:



- Development should not worsen the spatial-apartheid imbalance in production. Yet, as Section 5 notes, the best positive return on investment will be gained along the existing N4 and N17-N2 corridors; and around the existing industrial strongholds of steel, petrochemicals, and mixed industry (the last in Mbombela/Nelspruit). To complement this, very concerted attention will be required to the model of bounded rural nodes and land-use consolidation in Section 5.2 previously and Section 6.4.1 above; complemented by improved transport connectivity, service delivery centres, land reform, and flexible environmental management.
- A successful development state also needs to be capable. The Mpumalanga consultations quite boldly included suggestions that a professionalised civil service was preferable to cadre deployment if the latter entailed lesser skills and merit. In particular, regarding teachers, the point was emphasised that they needed better in-service training; to be on time and task in the classroom; and subject to performance management. Indeed it was suggested in more than one consultation that teaching should be classified as an essential service, to prevent loss of schooling through strikes. Such points were also emphasised in the NDP, as summarised in Section 2.1.1 above. However, raising these at present might not be comfortable as between the ruling alliance and its two biggest union partners.

#### **6.3.4 Afterword**

Given the national-level imperatives of the NDP, as modulated by the specific context and circumstances of the province, this Implementation Framework and Plan has sought to build upon the numerous prior Mpumalanga planning documents, updated both by the MEGDP and broad stakeholder consultations. It has yielded the nine sets of recommended policies and programmes contained in Section 4, each with its rationale; which closely complement the spatial perspective offered in Section 5, especially on the demands of viable rural development. In conjunction, these should provide a force for improved implementation and alignment when taken into the annual and rolling three-year Strategic Plans of provincial Departments and the IDPs. The single most important driver will be the bold and evidence-based tackling of the provincial tensions and trade-offs distinctive of Mpumalanga, exemplars of which have been considered in this Conclusion.