

KHWEZI-NALEDI & STERKSPRUIT: ECONOMIC REGENERATION DEVELOPMENT PROJECT

FEBRUARY 2011

NEIGHBOURHOOD DEVELOPMENT PARTNERSHIP GRANT

Khwezi-Naledi & Sterkspruit, Senqu Municipality, Eastern Cape

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Authors

			
Senqu Municipality	Setplan E.L.	Sektor Cons. Engineers	Keypoint Rural Dev. Support Services
R. Crozier Tel: 051 - 603 0012 Cell: 082 748 7859 Fax: 051 - 743 7374 piet.setplan@iafrica.com	P. Jonas Tel: 043 - 743 3883 Cell: 082 559 8218 Fax: 043 - 743 7374 piet.setplan@iafrica.com	P.R. de Wet Tel: 048 – 881 3576 Cell: 082 378 4333 Fax: 048 – 881 3299 philipdewet@sektor.co.za	P. Wood Cell: 082 576 9009 Fax: 043 - 743 7374 pwood@cybertrade.co.za

Table of Contents

1. EXECUTIVE SUMMARY	5
2. PROGRAMME DESCRIPTION	10
3. SITUATIONAL ANALYSIS	12
3.1 Senqu spatial and socio-economic aspects	12
3.1.1 Unemployment levels	13
3.1.2 Household Income and Poverty Levels	15
3.1.3 Dependency on Social Grants	16
3.1.4 Education	17
3.1.5 Local Economic Overview	17
3.1.6 Housing and Settlement Analysis	21
3.1.7 Access to Social Infrastructure and Facilities	21
3.2 Sterkspruit Historical Land-Legal Context	24
3.3 Land Tenure	26
3.4 Infrastructure and Services	28
3.5 Completed Studies / surveys and summary of findings	29
3.5.1 Socio-economic Survey: Sterkspruit	29
3.5.2 Low level retail investigation: Lady Grey	34
3.5.3 Sterkspruit Spatial, Land Use and Tenure assessment	36
3.6 Conclusion	38
3.7 Development Projects and Status	38
3.7.1 Sterkspruit Shopping Centre	38
3.7.2 Sterkspruit Irrigation Centre	39
3.7.3 Sterkspruit Land Audit	39
3.7.4 Sterkspruit Solid Waste Site	40
4. RATIONALE & OBJECTIVES – GAP ANALYSIS – PROPOSED INTERVENTIONS	41
4.1 Spatial Structure of Sterkspruit	41

4.2	Lady Grey - Khwezi-Naledi nodal Development and middle income housing.....	42
4.3	Additional Studies required.....	42
5.	MARKET ASSESSMENT AND NEED	44
5.1	Sterkspruit Settlement and Tenure Upgrade.....	44
5.2	Khwezi-Naledi nodal development.....	45
6.	PROGRAMME SPECIFICATION – REGENERATION STRATEGY.....	46
6.1	Sterkspruit CBD Re-Generation Projects.....	46
6.1.1	Upgrading of Quitrent.....	46
6.1.2	Acquisition of land for services – Commonage Project	48
6.1.3	Sterkspruit Local Spatial Development Framework	50
6.2	Sterkspruit Development and Upgrade Project	53
6.2.1	Sterkspruit Settlement Upgrade Project.....	53
6.2.2	Revitalisation of land administration and land use management in Sterkspruit Town and surrounds	55
6.2.3	Conducting a feasibility study for irrigation development in blocks 2 to 5 Quitrent Land	60
6.3	Lady Grey Projects / Strategies	62
6.3.1	Vision.....	62
6.3.2	Khwezi-Naledi Node Development	62
6.3.3	Greening	63
6.3.4	Middle Income Housing.....	65
6.4	Projects Shortlisted.....	66
7.	STRATEGY AND IMPLEMENTATION PROGRAMME	67
8.	PROJECT PLANS	69
8.1	Sterkspruit Re-development initiative	69
8.1.1	Sterkspruit Settlement Upgrade	69
8.1.2	Upgrading of Quitrent.....	69
8.1.3	Acquisition of specific land parcels	69
8.2	Lady Grey Projects	70

8.2.1	Khwezi-Naledi Node Development	70
8.2.2	Greening Project	70
8.2.3	Middle Income Housing.....	70
9.	EXIT AND REVIEW.....	71
10.	FINANCIAL FEASIBILITY AND ARRANGEMENTS	73
10.1	Project Management / Scope Definition.....	73
10.2	Socio-Economic Study	74
10.3	Prepare Business Plan	75
10.4	Greening of Khwezi-Naledi	75
10.5	Economic & Social Hub – Khwezi-Naledi.....	76
10.6	Sterkspruit CBD Re-generation	76
10.7	Sterkspruit Settlement Planning & Upgrade.....	77
10.8	Financial Summary	77
11.	RISK ASSESSMENT AND MANAGEMENT.....	79
12.	REFERENCES	80
13.	ANNEXURES	81
A.	Sterkspruit Settlement Upgrade Project Plan.....	81
B.	Business Plan for Upgrading Sterkspruit Quitrent – submitted to DRDLR.....	81
C.	Khwezi-Naledi Greening Project Plan	81

1. Executive Summary

The Khwezi-Naledi / Sterkspruit Re-Generation project is an initiative of Senqu Municipality, in association with National Treasury through its Neighbourhood Development Partnership Grant.

There are a number of spatial structuring, land legal and infrastructural issues that need to be resolved in order to allow Sterkspruit and Lady Grey (Khwezi-Naledi) to function as fully integrated and viable towns, fulfilling their role as service centres to the resident communities and those in the wider catchment area.

The project has identified a number of catalytic project interventions aimed at re-developing Khwezi-Naledi and Sterkspruit within the parameters of the NDPG. The projects include:

- Khwezi-Naledi Greening Project
- Khwezi-Naledi Economic and Social Hub Development
- Lady Grey Middle Income Housing
- Sterkspruit CBD Re-Generation Project
- Sterkspruit Settlement Upgrade Project
- Sterkspruit Local Spatial Development Framework
- Revitalisation of Land Use Management and Land Administration in Sterkspruit and surrounds
- Feasibility Study for irrigation development on Quitrent allotments

Shortlisted strategies and their related desired outcomes are given in the table below.

No	STRATEGY	OUTCOME	NDPG FUNDING		LEVERAGE	
			APPLICATION	AMOUNT	ORGANIZATION / APPLICATION	AMOUNT
1.	Formalisation of Quitrent arable allotments	To establish clear formal ownership rights that will enable investment in infrastructure to unlock optimal productive use of the land	<ul style="list-style-type: none"> - feasibility - piloting - business plan compilation 	R1,323,084.54	DRDLR funds for: <ul style="list-style-type: none"> - project management, - sales administration, - conveyancing 	To be finalised
2.	Settlement formalisation and upgrade of “rural” settlements that form part of the functional urban area of Sterkspruit	To guide future implementation of infrastructure and social services, enable formalisation and upgrade of tenure rights and the development of a sustainable human settlement	<ul style="list-style-type: none"> - feasibility/pre-planning - business plan - community resolutions - project management - EIA exemption - engineering services - township establishment - survey and sales administration 	R7,570,170.00	DRDLR funds for: <ul style="list-style-type: none"> - additional settlement upgrade – expansion of formalisation programme 	To be finalised
					DHS funds for: <ul style="list-style-type: none"> - Top Structures - internal infrastructure - conveyancing 	R233,000,000.00

No	STRATEGY	OUTCOME	NDPG FUNDING		LEVERAGE	
			APPLICATION	AMOUNT	ORGANIZATION / APPLICATION	AMOUNT
3.	Land Acquisition of strategic land parcels	To enable development of essential bulk infrastructure networks	<ul style="list-style-type: none"> - feasibility/pre-planning - EIA - preliminary designs - community resolutions - surveying - conveyancing - fencing 	R320,000.00	Municipal Infrastructure Grant (MIG) funds for: <ul style="list-style-type: none"> - infrastructure development costs 	R20,000,000.00
4.	Formulation of a Local Spatial Development Framework that will consider the present developmental challenges and future land use requirements	To provide clear guidance for future spatial development decisions in Sterkspruit.	<ul style="list-style-type: none"> - funds for LSDF 	R428,700.00	DRDLR funds for: <ul style="list-style-type: none"> - Rural SDF 	R350,000.00

No	STRATEGY	OUTCOME	NDPG FUNDING		LEVERAGE	
			APPLICATION	AMOUNT	ORGANIZATION / APPLICATION	AMOUNT
5.	Khwezi-Naledi Node Development at the intersection of the main access road into Lady Grey and the residential area of Khwezi-Naledi.	To provide economic opportunity at a social hot spot, and to create a safer and more accessible environment for pedestrians between Khwezi-Naledi and Lady Grey.	<ul style="list-style-type: none"> - landscaping - rezoning & subdivision - infrastructure R8 230 500.00 	R8,955,837.45	Private Sector and banks funds for <ul style="list-style-type: none"> - private retail development - finance 	To be determined
6.	Greening of Khwezi-Naledi, the proposed node and the pathway between them	To improve the living conditions of the residents of Khwezi-Naledi and to create/raise a sense of pride	<ul style="list-style-type: none"> - planting materials - equipment - transport - labour - supervision and training - publicity campaign. R590 520.00 	R709,618.24	Environmental NGO's funding for: <ul style="list-style-type: none"> - 2nd Phase planting in rest of township and other Senqu townships 	To be determined
					DEAT Cleaning and Greening Campaign	To be determined

The overall re-generation programme will be coordinated under the NDPG programme, with active involvement by the Municipality in the management of the implementation of the respective components.

In addition, to ensure integration of departmental programmes and to avoid duplication, a multi-lateral Project Steering Committee has been established to oversee the projects. This structure presently includes representatives from

- National Treasury
- Department of Rural Development and Land Reform (DRDLR)
- Department of Agriculture
- Senqu Municipality
- Traditional Authority
- Residents of the respective communities
- Sterkspruit Chamber of Commerce
- Joe Gqabi District Municipality's Development Agency.

The only project which cannot commence immediately on approval of the Business Plan is the Khwezi-Naledi greening project. Damage to the outlet works of the Lady Grey Dam has resulted in a critical water shortage in Lady Grey. Reparation of the works has been completed and it is envisaged that the greening project will be implemented during Spring 2011.

All the other initiatives have commenced and already and it is estimated that all projects will be completed during the 2012/2013 financial year. The projected cash flow is shown in the table below. The expenditure up to date is also contained in the table.

2007/8	2008/9	2009/10	2010/11	2011/12	2012/13
R 250 307.52	R 440 651.23	R 355 793.33	R 10 140 388.07	R 9 267 859.85	R 45 000.00

2. Programme Description

The Khwezi-Naledi / Sterkspruit Re-Generation project is an initiative of Senqu Municipality, in association with National Treasury through its Neighbourhood Development Partnership Grant.

The Neighbourhood Development Partnership Grant (NDPG) focuses on what has been identified as a national priority – being **the re-development of South Africa's Townships**.

Within this, the central development challenge is to address the lack of development of social, recreational and economic infrastructure in areas that are typically characterised by the following:

- Low cost and often informal residential bias, accommodating mostly poor households with high unemployment rates.
- Lack of community and commercial infrastructure.
- Lack of economic activity and income retention.
- Poor internal and external mobility, with resulting poor access to social and commercial facilities that may exist in the surrounding areas.
- Lack of urban structure and poor quality neighbourhood environment with associated lack of sense of place and lack of greening and maintenance of public places.
- Poorly performing residential property market with low levels of private sector investment.

As part of an integrated approach to address the above described situation, the Khwezi-Naledi / Sterkspruit Regeneration Project has identified a number of catalytic project interventions, envisaged to be the first steps in a process aimed at re-developing Khwezi-Naledi and Sterkspruit within the parameters of the NDPG. The projects include:

- Khwezi-Naledi Greening Project
- Khwezi-Naledi Economic and Social Hub Development
- Lady Grey Middle Income Housing
- Sterkspruit CBD Re-Generation Project
- Sterkspruit Settlement Upgrade Project
- Sterkspruit Local Spatial Development Framework

- Revitalisation of Land Use Management and Land Administration in Sterkspruit and surrounds
- Feasibility Study for irrigation development on Quitrent allotments

Due to the nature of interventions requiring integration of departmental programmes so as to avoid duplication, a multi-lateral Project Steering Committee has been established to oversee the project. This structure presently includes representatives from the following institutions:

- National Treasury
- Department of Rural Development and Land Reform
- Department of Agriculture
- Senqu Municipality
- Traditional Authority
- Residents
- Sterkspruit Chamber of Commerce
- Joe Gqabi District Municipality's Development Agency

3. Situational Analysis

3.1 SENQU SPATIAL AND SOCIO-ECONOMIC ASPECTS

Senqu Municipality's area is characterised by a composite settlement and land use pattern, incorporating urban, peri-urban and rural components, which were previously administered as separate local government entities. The area covered by the Municipality is approximately 7,329 km² in extent. Political representation is based on 16 Wards within this area.

Senqu local municipality is predominantly rural with a large proportion of people residing in traditional villages and traditional homes. The prevalence of extensive farming in the district historically resulted in the formation of service centres, i.e. Barkly East and Lady Grey along the main transport routes. These urban centres offer services and retail facilities to the surrounding rural hinterland. Sterkspruit is a rural service centre serving the surrounding rural area and also some residents from Lesotho.

The existing urban areas and rural/peri-urban settlements in Senqu are, typically, spatially fragmented in nature. This spatial fragmentation creates a costly and inefficient settlement pattern, particularly in the urban areas, where levels of services are commonly of a higher order.

Sterkspruit and its surrounding villages is the most populated and growing area within the Senqu Municipality, comprising about 93% of the total population of the municipality. The historical development of Sterkspruit has not followed traditional development patterns and practices, which generally result in a town developing from the central business district outwards as the demand and need for additional land for development is experienced.

Sterkspruit seems to have experienced its development pressures from the outside inwards, as a result of the intensive development on the fringes of the town, which are now exerting pressure on the central area. The result is that the central area (CBD) cannot cope with the demands for land and the related traffic congestion which is currently being experienced in Sterkspruit. In addition, the road layout has not been designed to deal with the additional development pressures and resultant traffic flows, exacerbating the situation.

The town has very limited commonage for the purposes of expansion, with the majority of land on the outskirts of the town being tribal land held in trust by the government under the previous Department of Land Affairs, now Department of Rural Development and Land Reform. The municipality is severely hampered in its attempts to provide services infrastructure and plan for

the expansion of the town, as it does not own any of the surrounding land, as should normally be the case.

3.1.1 Unemployment levels

Data from the 2007 Community Survey indicates that the percentage of people who are unemployed but not looking for work is 65%, compared to 54% for the district and 48% for the province. There are 10 373 people employed in Senqu (16.58% of the population), compared to 25% in the district and 29% in the province.

Senqu Municipality relies heavily on external role players for both services and markets. The closest large service node is Aliwal North in Maletswai Municipality. Services and markets are, however, also sought in further areas like Queenstown, Bloemfontein and East London. Sterkspruit is growing considerably, because of the road to the Lesotho border post (Telle Bridge) that has been surfaced.

The plan shown in **Figure 3.1** is based on data from the 2001 Census, and indicates the percentage of the potential workforce (i.e. those aged 15 to 65) who are employed across the district. It is clear that in 2001 Senqu had the second lowest percentage of employment, but this picture has changed with the updated data from the Community Survey 2007.

The pie chart indicates the economic sectors for employment in Senqu Municipality, with Community Services accounting for 36% of the employment, followed by agriculture with 21%.

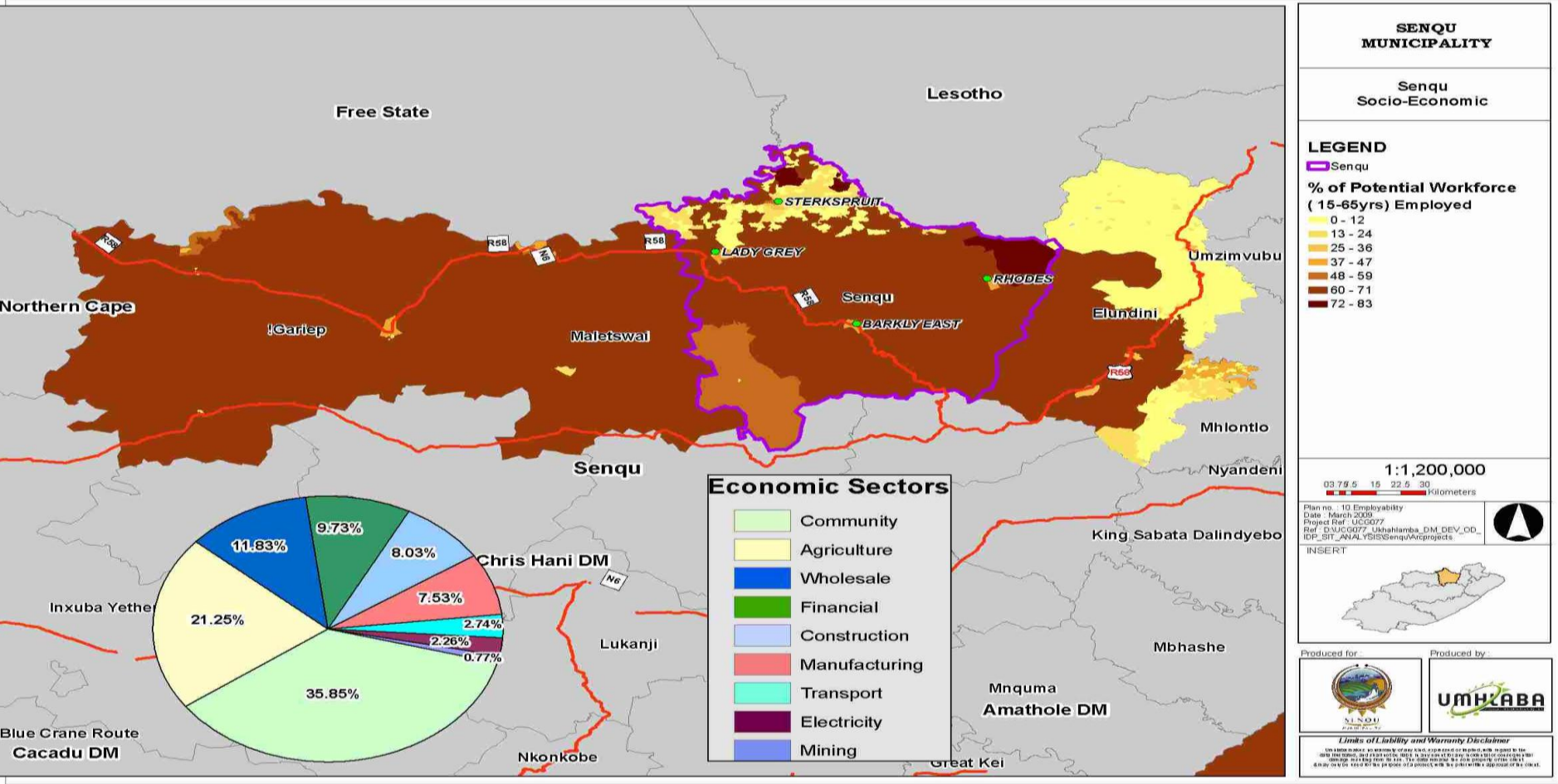


FIGURE 3.1: Percentage of potential workforce

Summary and implications:

- The Senqu Municipal area has the highest rate of unemployment in the district, with 65% of the population unemployed and not actively searching for work
- The sector which contributes the most to employment is the community sector (36%), followed by the agricultural sector at 21%.
- The Community and Social Services sector refers largely to employment in Government services. As such, it is mainly financed by tax revenue and not, therefore, considered a wealth-productive sector within the overall market albeit that wages and salaries paid by the government sector contribute to spending in the local economy.
- To increase the agricultural contribution to the economy, greater emphasis needs to be placed on educating communities in the former homeland areas to utilise available agricultural resources for commercial gain.
- There is therefore a need for education and training programmes throughout the Municipality that are focused on sustainable livelihood opportunities (*ECSECC, 2001*). The importance of SMME development cannot be overemphasized with the high number of residents that are involved in their own businesses.
- Senqu's economy has limited diversification. The Social Services sector is the largest contributor to the economy, but this sector has no productive potential, it can simply sustain other activities in the retail and informal sectors.

3.1.2 Household Income and Poverty Levels

The data from the Community Survey 2007 indicates that 50.25% of the population of Senqu earn no income and that a further 21.39% earn between R1 and R1600 per month. This is compared to 50.58% of the district population with no income and 59.34% of the provincial population with no income. This has implications with regard to affordability of services and the sustainability of these services. Many people are dependent on social grants.

The Community Survey 2007 indicates that a total of 71.64% (50.25% + 21.39%) of the Senqu population earn either no income or an income up to R1600 per month, compared to 74.51% of the population of the district and 81.46% of the province.

The dependency ratio indicates the ratio between those who are not economically active by virtue of their age (i.e. either younger than 19 or older than 65 and thus economically

dependent) to those who are within the economically active age between 20 and 65. In Senqu the dependency ratio is 161:100, which means that for every 100 economically active people, there are 161 people who are dependent.

Summary and implications:

- The low levels of household income and relatively high unemployment rates combine to signify that the majority of residents in the Senqu area do not have any significant level of disposable income. Just under 72% of the Senqu population earn less than R1 600 per month.
- This, allied with the fact that few report that they can depend from one month to the next on a consistent (or fixed) income aside from social grants, means that the sustainability of new housing and services provision must be a concern.
- That, in turn, highlights the need for the Senqu Municipality to place clear strategic focus on where to prioritise such developments and on how to complement its development efforts with support for local economic development initiatives.
- The highest levels of dependency in the Senqu Municipal area are to be found in the former Transkei areas, with the worst off areas being located in the rural settlement areas.
- Overall, the average dependency ratio of 161:100 is an indicator of an impoverished population with little margin for survival. Once again, this places a premium on ensuring wise locational decisions that contribute to sustainability of development initiatives.

3.1.3 Dependency on Social Grants

Data from SASSA (August 2008) indicates that the total value of state support in the form of grants to the Senqu Municipality is R16,898,310 per month. This is 41.9% of the total value of state support to the district (at R40,301,044 per month).

Summary and implications

- The Senqu municipal area receives almost 42% of the total value of state support to the Joe Gqabi district in the form of social grants.
- The number of social grants paid to the residents of the municipality is an important boost to the economy, particularly for the retail sector in Sterkspruit.

3.1.4 Education

Senqu Municipal area has 153 schools of which 68 are Primary, 17 are Secondary, 63 are Combined and 5 are ECD. Senqu Municipality has the lowest levels of education in the District, with 47% of the population having only received a primary school education. There is generally a lack of educational facilities.

There is only one tertiary education facility (FET Collage) in the Municipality. The lack of education facilities is further exacerbated by the dilapidated condition of existing facilities especially some of the farm schools.

Community Survey 2007 data indicates that 47% of the Senqu population has received education up to Grade 6, while 14.61% have received no schooling and a small percentage has some form of tertiary education.

Summary and implications

- The low levels of education need to be addressed (12% of the district and 14.61% of Senqu has no formal schooling). In order to do this, the appropriate education facilities and skills training need to be provided.
- The low literacy rate is to the detriment of the local economy as it limits participation in certain economic sectors. Again appropriate education facilities and skills training need to be provided.
- From a spatial perspective, the critical judgement to be made in regard to the provision of educational facilities is the optimum spatial distribution of these facilities. Given the limitations placed on available resources, a strategic approach is advocated in line with the National Spatial Development Perspective and the Provincial Spatial Development Plan.

3.1.5 Local Economic Overview

In general, skills levels are low, with the majority of residents reliant on government/community services for employment or primary economic activities such as agriculture. The distribution of employment sectors is indicated in **Figure 3.2**.

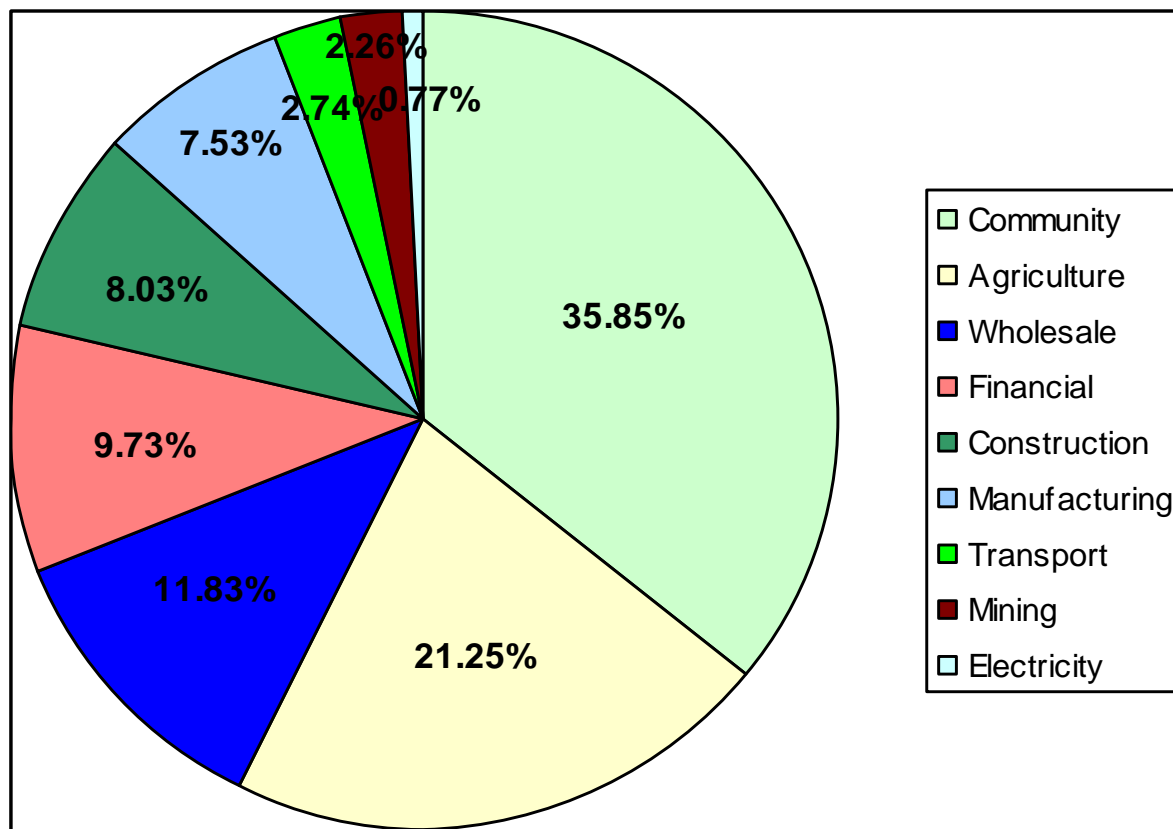


FIGURE 3.2: Distribution of employment sectors in Senqu Municipality

About 39% of Senqu Municipality workforce is made up of elementary or unskilled workers, the largest percentage in the District. Senqu Municipality has low levels of senior management and technical staff, 3% and 4% respectively. This corresponds with low levels of educational facilities in that area, and indicates a need for skills development and education programmes.

Within the Government sector there is limited opportunity for growth and no real sustainable wealth creation for people who live in the Senqu area. In the community/social and other personal services, again there are limited opportunities for growth and no sustainable wealth creation. These two sectors rely on people being employed usually by the state, but as institutions or sectors themselves do not create significant spin-offs that could lead to the area prospering. +

On the other hand the Agriculture/Forestry sector does have significant growth potential. Moreover, with the investment by Steinhoff International into the Ugie area of Elundini Municipality, there is likely to be economic spin-offs whether directly or indirectly and growth in the area, growth in the GGP and increased confidence in the economy.

Senqu Municipal area is becoming one of the largest (if not the largest) wool and potato producer in the district as well as the province, and the processing of these products could add economic value to the district area. Unfortunately this sector is also highly sensitive to market trends, and productivity as well as characteristics such as the weather therefore contributes to the fluctuating growth pattern of the regional economy. Processing remains a challenge as products are still taken outside the district and even the province, to be processed.

The Trade/ Catering and Accommodation sector also has good potential for growth. With the improved road linkages and possible changes to the macro level transport routes there will be an opportunity for trade and the catering/ accommodation sector to grow. There is still a relatively untapped tourism market and areas of unspoilt natural beauty, coupled with a variety of leisure and recreation facilities and historic value.

Overall, a number of key challenges and characteristics of the local economy are:

- Negative growth in employment and in Gross Value Added (GVA) is pervasive – the former Transkei Sterkspruit/Herschel district being the only exception;
- The significance of the Sterkspruit district economy to the composite Senqu economy is evident, where positive growth is seen for the Municipality in spite of negative rates of growth, particularly for GVA, in all other district economies;
- Services is the dominant sector in terms of GVA contribution across all but the Lady Grey district in the region, where Agriculture dominates;
- After Services, the next most prominent sector for the remaining districts (i.e. all but Lady Grey) is either Trade or Agriculture;
- Transport and Finance have a presence in the region, while manufacturing appears marginal;
- Ubiquitously high economic concentration (Services / Agriculture) – this has severe implications should a dominant sector face decline;
- Such decline could feasibly be brought about, particularly in the vulnerable sector of agriculture which is routinely challenged by market, natural or environmental conditions;
- Institutional rationalisation, cut-backs and relocation are a few factors which could have an adverse impact on Services. It is further notable that Services, by its very name, is not a productive sector in the sense that it is a service to the community with no tangible,

saleable “product”, it is generally dependent on external funding (government) and hence its growth is externally limited/determined;

- The proportion of people entering the labour market, based on EAP (Employee Assistance Programmes) growth rates, exceeds absorption capacity across all districts, since growth in employment is consistently lower than EAP growth
- Tourism and agriculture are the major economic drivers of the Senqu economy. The recent Senqu LED case study reflects that the northern part of the municipality (Sterkspruit), which is the most densely populated as well as the poorest area of the municipality, is characterised by “dispersed rural settlements with subsistence farming on communal (but state-owned) land with high levels of unemployment; whilst the centre and southern parts of the municipality is dominated by commercial farming and an increasingly tourism-based economy.”

Community Services is, as noted previously, the dominant economic sector in Senqu and it is one of only two sectors to have increased its relative share of the local economy, in terms of GVA, from 44.2% in 1996 to 49.9% in 2004. The other sector to evidence a positive shift in relative share of GVA is Finance, from 6.7% to 7.2%. In terms of employment, Services is the only sector to gain in relative share, from 31.5% in 1996 to 39.9% in 2004.

Trade (18.5%) is the second largest contributor to GVA in Senqu, followed by Agriculture (16.5%), then Finance (7.2%). These top four sectors, including Services, are the only sectors in Senqu to generate positive growth rates in GVA contribution, from 1996 to 2004. Positive growth in local employment contribution was, however, generated only by Agriculture (0.51%pa) and Services (0.95%pa); Utilities (0.76%pa) also recorded positive employment growth but, in the absence of mining activity, remains the smallest contributor to both GVA and employment in Senqu. Rather than diversifying, the local economy has become more concentrated. This trend is indicated not only by the positive rates of growth for dominant sectors, but by the tress index, which increased from 66.55 in 1996 to 71.88 in 2004.

Informal sector activity in Senqu is centred on Trade (35.6%), with the construction (21.7%) and transport (18.8%) sectors emerging as next prominent. Growth in informal sector ‘employment’, at 5.99%pa, has substantially outstripped that in the formal sector (0.96%pa), from 1996 to 2004. The top performing sectors in the local informal economy are trade (9.70%pa), services (7.83%pa) and finance (6.77%pa). The rate of growth for total opportunities (formal and informal) in local employment averages 1.79%pa from 1996 to 2004, which is considerably greater than the population growth rate (0.97%pa) for the same period.

Summary and implications:

- The agricultural sector is the most important sector for the local economy and its performance must be enhanced. The tourism potential must also be exploited, as there is strong potential linked to the ski industry in this area.
- Land and agrarian reform must contribute to the growth of the agricultural sector and not detract from it. Land and agrarian reform is related to the issues of tenure reform and resource management in the settlement areas of the municipality, particularly around Sterkspruit.

3.1.6 Housing and Settlement Analysis

The Community Survey 2007 provides data on the types of main dwelling for the Senqu Municipality. There are 10784 households, or 30.72% of the population who live in traditional dwellings/ huts/ structures made of traditional materials and 60.90 % who live in a house or brick structure on a separate stand or yard.

3.1.7 Access to Social Infrastructure and Facilities

i. Health

Senqu Municipality has 4 hospitals, 17 clinics, 8 mobile clinics, 2 satellite clinics and a few health care centres around its area of jurisdiction. 24 hour services are not rendered in any of the clinics and emergency cases are referred to the hospitals. Only one (1) clinic in Taba Lesoba Village was due to be constructed in the financial year 2008/2009.

A large number of people in Senqu remain without access to healthcare, as there are few mobile services (8) in the areas of Sterkspruit due to the dilapidated state of the roads infrastructure. In the areas where a mobile clinic is operational, the poor conditions of the roads make it impossible to access some communities and this makes it too expensive for all of the communities to access the fixed health facilities in town. This means that they can't attend preventive services such as immunization for children and family planning.

ii. Community Facilities – Senqu Municipality

The spreading of the community facilities in the Senqu area is indicated in **Figure 3.3**. The drawing clearly indicates the concentration of facilities in the northern and north-western area of Senqu.

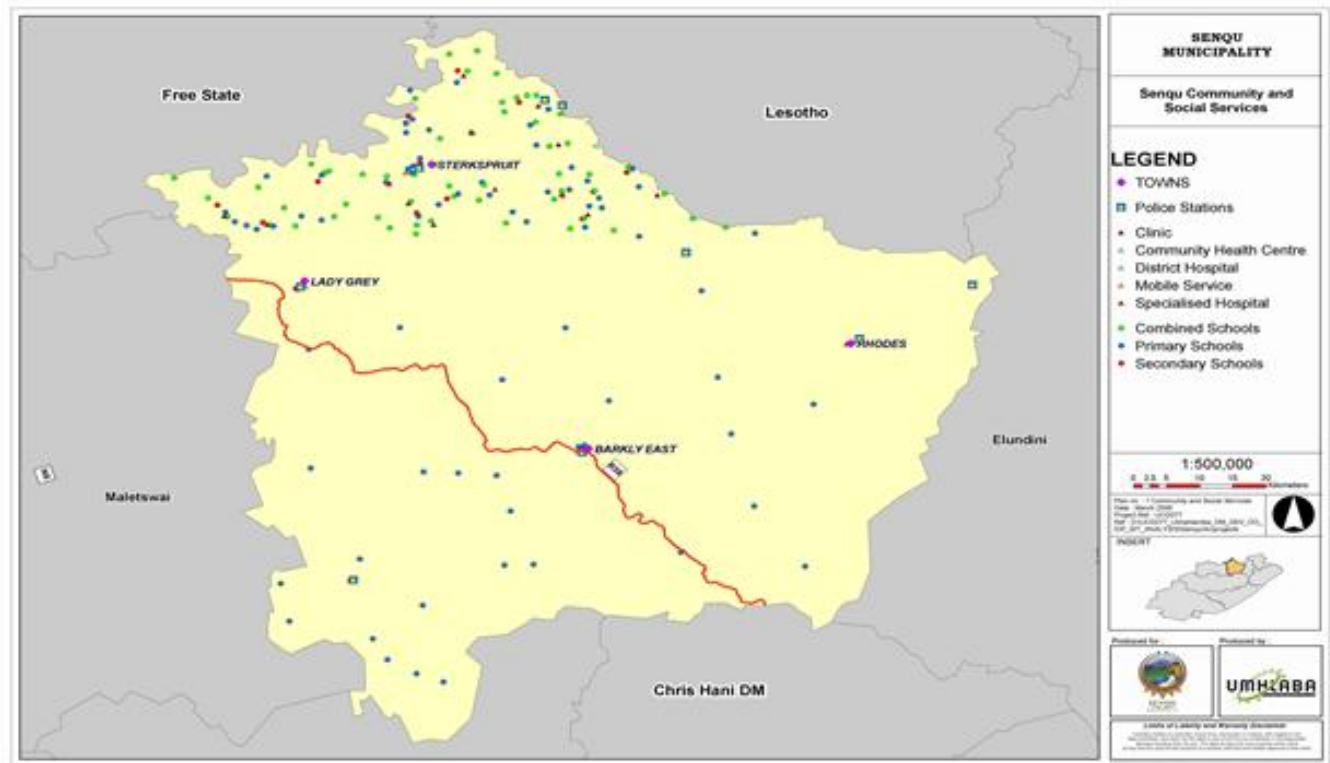


FIGURE 3.3: Spreading of community facilities in Senqu Municipal area

iii. Security Facilities

There are 8 police stations in Senqu, with 3 of these being located in the towns of Lady Grey, Sterkspruit and Barkly East. Poor road conditions and few rural satellite police stations mean that access of rural villages to security facilities is a concern.

There is also a need amongst community members to increase the number of Police Stations in particularly the rural areas of Sterkspruit because of the accessibility challenges due to poor road infrastructure.

iv. Farm Security and Stock Theft

Stock theft is a serious concern that is experienced in the area. It has resulted in some areas changing farming patterns away from small stock (sheep) to large stock (cattle), which are harder to steal in numbers. Farmers closer to towns, on more main routes or bordering communal land and those at the borders with Lesotho have a higher incidence of stock theft. It is believed that syndicated groups are also involved in stock theft and that not all stock theft is “for the pot”. The proximity of the district to Lesotho and the much-reported stock theft allegations may be linked to this.

Summary and implications:

- Close to 72% of Senqu’s population lives below the poverty line and many are without basic services, which will increase the prevalence of diseases such as TB, malnutrition, pneumonia, diarrhoea, gastrointestinal etc. Preventative rather than purely curative measures need to be taken.
- HIV/Aids is increasing the pressure and demand on health and social services. In the National Antenatal HIV survey it is reported that in 1999, 450 000 people in the Eastern Cape province were infected with HIV. It went on to state that it projects that 160 000 people would have died of AIDS in the province by the year 2009. Medical and social facilities need to have the resources and training to deal with the HIV/Aids pandemic.

3.2 STERKSPRUIT HISTORICAL LAND-LEGAL CONTEXT

Sterspruit is situated within the Herschel magisterial district, which is situated on the South Western border of Lesotho. Under the previous dispensation, the area was originally designated as part of the Ciskei homeland. However, in a chessboard move employed in Bantustan politics, it was transferred to the Transkei in 1975 in exchange for land between East London and Queenstown.. The area has experienced two homeland scheme removals of people from the area, one group to Bophuthatswana and another to Ciskei (Ntabethemba), as part of the broader apartheid scheme of removals.

The District of Herschel is the ancestral home to San hunter-gatherers who were displaced by the modern African population from the 1830s onwards, as refugees of Mfecane and the frontier wars. It is from this period that successive groups of Thembu, Sotho and Mfengu origin settled in the area. The first “whites” to settle in the area arrived around the 1840s with the establishment of a Wesleyan Methodist Missionary Church called Wittebergen, under the jurisdiction of the Cape Colony. Some quitrent titles date back to this period. More land was later added to the Wittebergen Native Reserve (for occupation by “aboriginals” only) during the 1850s and in 1870 it was designated a magisterial district. (Walker C.; p4; 1988)

Herschel was among the areas specifically reserved for African ownership in terms of the Land Act of 1913. Like other Native Reserves, the district became a source of cheap migrant labour for mines, farms and industries. With the promulgation of the Bantu Authorities Act of 1951, tribal authorities were established in Herschel. These were Amahlubi, Mayemane, Batlokoa, Basotho, and Amavundle. During this period the pre-existing chieftancy system was transformed and grafted into the apartheid state machinery. The tribal boundaries that were drawn were in actual fact superimposed over an already heterogonous people.

From the early 1960s, the district experienced a great deal of strife and hardship, starting with “Betterment planning” which was implemented in the early 1960s. Long term residents of the area claim that the process was followed by devastating cycles of livestock deaths, paralleled by a massive population growth on a limited land base. Besides the enforced consolidation of residential villages for those who had land, Betterment implied tighter land use controls. The broader problems of overpopulation, insufficient land and lack of investment in local agriculture were left untouched.

“Betterment planning”, better known as “trust” to the local people, is one of the most deeply resented programmes which is still well remembered by the people of Herschel and the relocatees. It was in actual fact a programme that imposed a particular form of land use. In the process of implementing this government-imposed programme, some individual families were moved from fertile lands to marginal lands and vice versa, or some lost larger plots for smaller ones, but it did not result in loss of land at a macro level. The converse of this is that some who would otherwise not have had access to land, given the population explosion, did manage to get some access to land in the process.

Herschel had by the 1960s become home to a mixed population of Xhosa and Sotho speakers, who are estimated to have totalled about 77 000 by 1970. (Walker C.; p1; 1988) One of the important critical milestones in the history of the area after Betterment was the dumping of a number of farm evictees around mid 1960’s. The resultant population explosion did not augur very well for the fragile environment that was already showing increasing signs of severe erosion. The history of betterment has resulted in the following restitution claims being lodged with the Regional Land Claims Commission.

Table 3.1: Restitution Claims lodged

Administrative area	Villages	Nature of claim
Bensonvale		Betterment
Khiba		Betterment
Bebeza		Betterment
Polmietfontein	Hohobeng	Betterment
Tabalesoba	Dulciesnek	Betterment
Rooival (Qhimirha)		Betterment
Ndofela		Betterment
Phelandaba		Betterment
Tyinindini	Mfinci	Betterment
Governor’sdrift	Macacuma	Betterment
Rietfontein	Belfontein	Betterment
Bamboespruit		Betterment
Skisazana		Betterment
Jozana’s Hoek	Magwiji	Dam construction removal

3.3 LAND TENURE

The commercial agriculture areas within Senqu Municipality as well as the towns of Rhodes, Lady Grey and Sterkspruit are characterised by free-hold tenure as the predominant form of land holding.

The second form of land right holding that characterises some parts of Herschel district is quit-rent title taking its origins in the British Colonial history. It is found in small pockets of land in Bensonvale, Wittebergen, Ndofela and Sterkspruit. It is inherently a form of levy or land tax imposed on freehold or leased land by a higher landowning authority, usually government or its assigns. This form of tenure was used both in respect of certain arable and residential allotments. Quitrent allotments were:

- Land rights granted in perpetuity, subject to conditions, which include the proviso's that the land cannot be alienated except with the approval in writing of the Governor, all roads and thoroughfares remaining free and uninterrupted for the public good and to regular and timeous payment of annual quitrent fee.
- Land parcels are surveyed and the diagrams are kept by the Surveyor General. The land is subject to Municipal regulations that had to be drafted to administer the land.

The one key legacy of this form of tenure is that it is generally characterised by a widespread neglect by holders of these titles to update registers on the death or departure of registered owners. Formal systems of succession and registration tend to be disregarded as the land is often treated as a familial land holding, passing from generation to generation to next-of-kin, informally. While not allowed in terms of conditions of quitrent, informal sales were commonplace. Only one quitrent allotment in the urban fringe of Sterkspruit has been upgraded to freehold tenure, and this was done by the private owner, while those that were not upgraded require title adjustment. The complications of alienability of these titles has made these lands sterile for development.

The third form of land tenure which is found predominantly in the former homeland portions of Senqu, in the five chieftaincy areas, is the communal tenure characterised by the Permission to Occupy (PTO) or Certificate of Occupation, largely based on proclamation R188. The main features of this tenure form are:

- The land is not surveyed.
- The land remains the property of the state.

- The land cannot be sold.
- It is a usufruct permission-based land right.

This permission-based form of tenure is associated with lack of security, lack of clarity, systemic corruption in the administration, overcrowding, overlapping of land rights, and breakdown of administrative systems. Informal sales also do take place with this form of tenure, with many of the sales driven by individuals in the traditional authority system.

Following the implementation of betterment, a policy implemented between the 1950s and early 1970s, traditional leaders, the Department of Justice and the Department of Agriculture played a crucial part in the land administration system of the area, with each party having a distinct role.

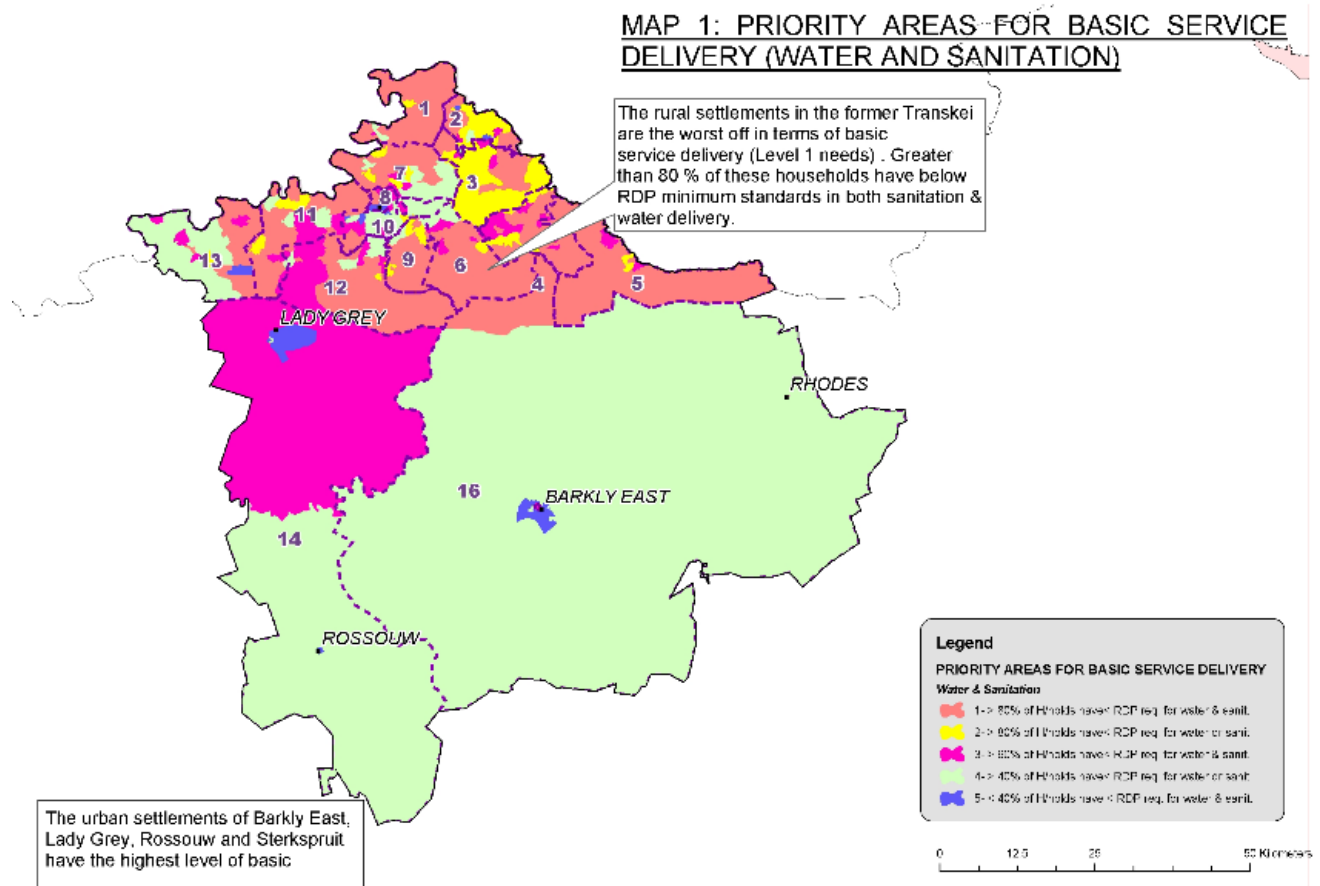
The Department of Justice was responsible for issuing of PTOs (Permission to Occupy) while the Department of Agriculture was more active in the realm of land use planning and land use management. The PTOs were issued by the Department of Justice in terms of Section 29(i) and (ii) of the Transkei Act No. 4 of 1968. Land or site applications were filed through the tribal or chieftaincy system to the Department of Agriculture.

Once application procedures had been followed, the Department of Agriculture was responsible for making planning considerations in respect of the sites to be allocated, including the spatial layout and demarcation thereof. When a village had run out of land for allocation of additional residential sites, the Department made an application for extension of kraal sites from the local magistrate.

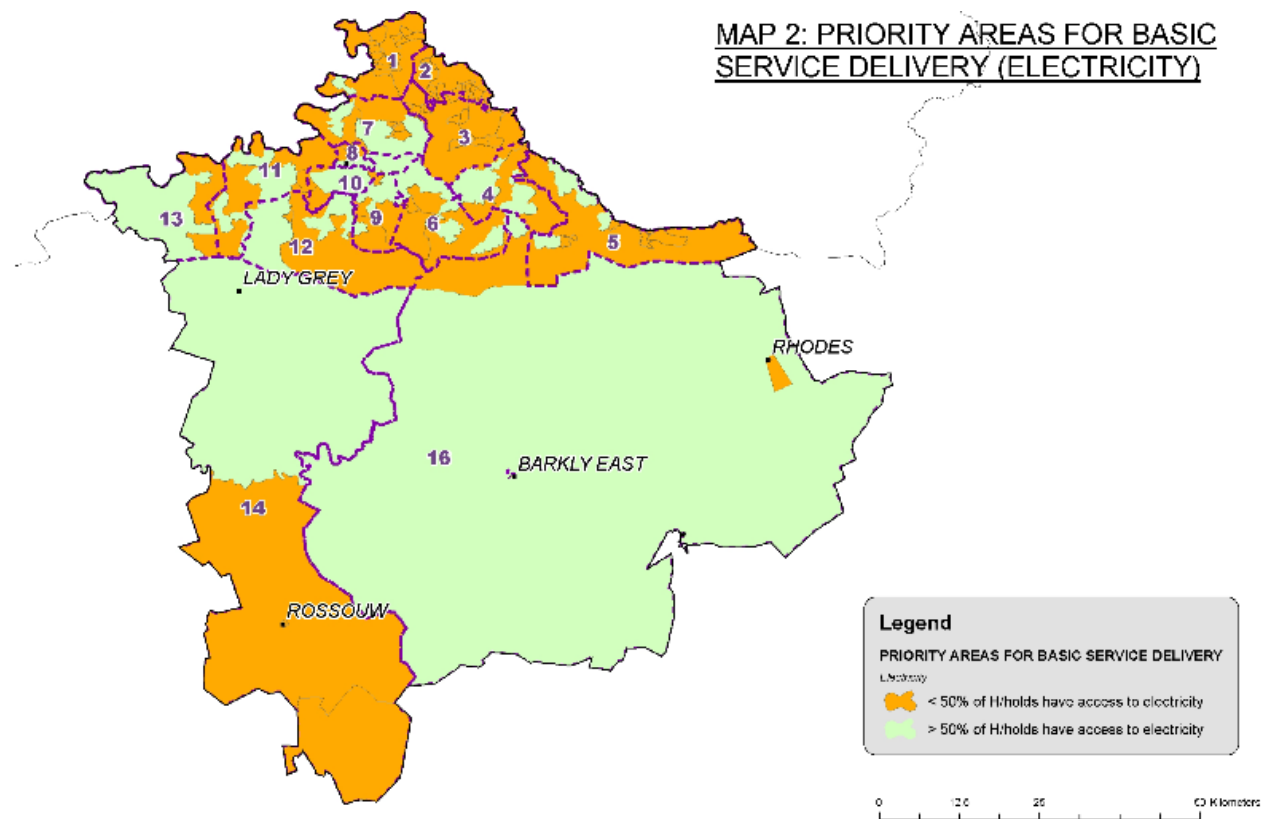
Post 1994 the provincial Department of Agriculture continued to issue out PTOs in the Herschel district due to lack of a replacement system. Parallel to these allocations, councillors have also had a hand in allocating land, while many simply invaded.

3.4 INFRASTRUCTURE AND SERVICES

As reported in the Senqu Spatial Development Framework Review – 2009, rural settlements in the former Transkei areas (Herschel District) are the worst off in terms of infrastructure service delivery, where more than 80% of the residents do not have access to basic levels of services (Refer Map 1).



As reflected on Map 2 (extracted from the Senqu Spatial Development Framework Review – 2009), less than 50% of the population in the rural settlements in the former Transkei areas and Rossouw have access to electricity.



3.5 COMPLETED STUDIES / SURVEYS AND SUMMARY OF FINDINGS

3.5.1 Socio-economic Survey: Sterkspruit

A socio-economic survey was undertaken in Sterkspruit. The goal of this study was to collect data on the Sterkspruit community in order to have an informed understanding of the socio-economic profile of the community, as well as the economic role and function of Sterkspruit town itself. This profile would provide the information required to engage in purposeful planning of the node and take informed decisions on strategic investments.

The study involved three surveys, namely:

- Socio-economic survey
- Survey of existing businesses in Sterkspruit
- Survey of taxis

The purpose of the socio-economic survey was to gain a better understanding of the demographic profile of the community, their employment and income status, access to services, as well as their expenditure profile.

The survey of existing businesses and taxis intended to determine the profile of these industries in the town.

i. Survey technique

The study area comprised the larger Sterkspruit, including Lady Grey and Herschel. Because of the large size of the study area and the dispersed distribution of the villages, it was decided to use the *stratified random sampling technique*. The technique requires the pre-selection of the specific villages to be included in the sample. The individual households to be included in the survey can be selected on a random basis by the fieldworkers.

ii. Study area and sample size

To ensure a representative sample, it was decided to base the selection of the villages on their distance from Sterkspruit. For this purpose, three concentric circles were drawn using Sterkspruit as the centriod namely:

- 0 – 10km
- 10 – 16km
- 16 – 20km

The next step was to identify villages on a random basis in each of these categories. After consultation with the Municipal Manager and Mayor, it was decided to include Herschel, Coville, Lady Grey (Khwezi-Naledi) and at least one village located more than 20 km's from Sterkspruit.

The 2001 estimations of *SA Statistics* indicate a population of just over 135 500. If assumed that the average household size is 4, this would calculate to about 33 900 households. The population is considered fairly homogenous and a 2% sample size was considered adequate. This calculated to about 700 questionnaires.

The final villages and the sample size per village are presented in the table below:

Table 3.2: Sample size and distribution

Distance from Sterkspruit	Name of village	Ward	Sample size
16 – 20 km radius	N'Dofela A	1	22
	N'Dofela B	1	23
	Qoboshane	2 and 3	45
	Hillside	4	45
	Pelandaba	6	45
10 – 16 km radius	Blue Gums	13	46
	Maxeba	12	46
	Jozana's Hoek A & B	12	50
	Walaza	1	45
0 – 10 km radius	Macacumbe	7	46
	Voyizane	9	45
	Bensonvale	10	50
	Tapelong	10	45
	Sterkspruit	10	34
Other	Upper Telle	5	45
	Khwezi-Naledi	14	45
	Herchelle	11	22
	Coville	13	20
TOTAL			720

iii. Summary of the findings

a. Socio-economic survey

- Very young age profile with only 57% of the population falling in the potentially economic active age cohort.

- Inability of the local economy to absorb the local labour force, resulting in male absenteeism (males seeking employment elsewhere) and a high unemployment figure of 65%.
- Low levels of formal education with only 52% of the potential labour force having a secondary (or higher) level of education. Even this low figure is considered inflated and the actual levels of education, including those with no education are probably much lower. This not only restricts the marketability of the labour force, but also limits the entrepreneurial ability of the community.
- Approximately 60% of those who have formal employment are Government employees, indicating the narrow base of the formal economy.
- The agriculture and construction sectors are important sources of seasonal and temporary employment.
- The average monthly household income is estimated at R2 058, which is below the MLL (Minimum Living Level) estimated at R2 570. The survey shows that about 72% of the households earn less than the MLL, and therefore live in poverty.
- About 50% of income is earned in the formal sector (which is dominated by Government) and another 37% from Social Grants. This profile shows the high level of dependency on Social Grants.
- Home production may contribute very little towards formal income, but it plays an important role in the economic survival strategy of the households.
- Households spend on average about 60% of income on food, which confirms the low-income levels.
- 55% of the community are of the opinion that local conditions have improved (17% significantly and 38% somewhat) with 33% being of the opinion that conditions remained the same. Only 8% are of the opinion that conditions have deteriorated (2% dramatically and 6% somewhat). This suggests, albeit at a very broad level, that the municipality is providing a fairly good service to the community.
- There is not a strong correlation between the distance away from Sterkspruit and the level of services. Rather, difference in service levels can be attributed to the efforts of individual councillors.
- The main reasons why there has been an improvement in the living conditions are:
 - Water improvements

- Electricity improvements
- Road improvements
- Provision of housing
- Provision of toilets
- Provision of Apollo lights
- Provide clinics

b. Taxi survey

- There is only one taxi association namely the Herschel United Taxi Association (HUTA).
- Households spend on average about 6% of their income on transport
- A large portion of the taxis (45%) make two trips per day, approximately 80% of the taxis transporting between 11 and 30 passengers per day
- The fare seems to increase if part of, or the whole trip is on dirt road. This can mainly be attributed to lower passenger densities and the bad condition of the roads which result in higher maintenance costs.
- The most important need from the taxi owners is to improve the quality of the dirt roads, followed by an improved taxi rank with shelters and ablution facilities.

c. Business survey

- A large number of national retail brands have opened in Sterkspruit which is an indication of the business confidence by the commercial sector.
- A large number of these businesses have opened up in the last 8 – 15 years, with only 10% having been operational for more than 10 years.
- The majority of the businesses are small and employ between 5 to 10 people.
- Turnover levels seem to have contracted as a result of the higher levels of competition (due to more businesses opening).
- Factors that hamper business development include:
 - The lack of parking space, specifically off-loading facilities.
 - The quality of the water (bad taste and colour).
 - Lack of regular clean up (waste bins that overflow).

- Electricity cuts (businesses are not always notified when electricity will be cut).
- Lack of proper taxi ranks.
- A lack of urban and traffic planning to address the traffic congestion.

Strategic conclusions

- It can be assumed that the bulk of future private sector investment will focus on Sterkspruit town (e.g. retail) as the location offers the highest possibility to generate a profit. If this is correct, public sector investment should focus on the following to unlock and promote private sector investment:
 - Physical infrastructure
 - Institutional systems
 - Operational systems
 - Broadening the economic base
- In addition, the public sector should also invest in those elements that will improve the quality of life of the communities.

3.5.2 Low level retail investigation: Lady Grey

A Best Use Study discussion document was prepared for a parcel of land situated on the corner of the Khwezi-Naledi access road and the main road into Lady Grey. The land parcel was identified further to recognising the development trend in Lady Grey/Khwezi-Naledi whereby new businesses tend to locate on the Lady Grey main road towards the entrance to Khwezi-Naledi. Towards identifying possible projects that fulfil the criteria set by the NDPG programme it was decided to investigate the possibility of creating a commercial/mixed use development on the Khwezi-Naledi/Lady Grey main access road intersection.

This study set out the physical and land legal characteristics of the specific site, being a portion of the Remainder of Portion 16 of Farm Zagte Vally No 32. Towards determining whether demand exists for additional commercial development, research conducted by Urban Studies, was investigated in order to determine the type of retail facility that would be sustainable in terms of the catchment area's population.

A land use survey of the existing retail uses in Lady Grey, both occupied and vacant, was undertaken. During the land use survey the following observations were made:

- A number of existing business buildings were vacant, which indicates a limited demand for retail space.
- Some of the businesses were sparsely stocked with commodities, which can be interpreted as a response to limited demand.
- The type of commodities sold are mainly restricted to basic foodstuffs and clothing, which further indicates the limited affordability levels and extent of disposable income.
- The total supply of Gross Leasable Area of businesses is estimated at 4400 m² of which some 700 m² is vacant.

The population estimate for the ward, which includes Lady Grey and Khwezi-Naledi, is 8802. The Urban Studies research indicates that for a population of approximately 8802, a local convenience centre or neighbourhood centre would be justified. The floor area of a local convenience store could justify a centre of between 1 000m² to 5 000m².

It is clear from the calculation of the existing floor area in Lady Grey that there is already adequate provision for retail floor space, some of which is presently vacant.

Based on the research conducted and the resultant calculations, it is concluded that at present, the population size does not justify any additional retail floor space within Lady Grey and Khwezi-Naledi. The number of vacant shops in Lady Grey clearly indicates that there is insufficient demand for retail space at present.

In addition, institutional interference by creating additional commercial space in Lady Grey, which is not in response to a clear and recognisable demand in the market, should rather be left to market forces to determine. It is suggested that efforts be focused on creating an enabling environment for the possible future development of retail space.

The land in question is an important site for both Lady Grey and Khwezi-Naledi, and while there is at present no demand for additional retail space, the site can be developed in such a manner as to benefit the residents, but also provide the opportunity for further development in the future when market conditions change.

The study thus proposed that the site be levelled and landscaped and that some facilities in the form of benches and dustbins be provided on the site. In addition, the land use survey conducted clearly indicated that there is a strong pedestrian link between Lady Grey and Khwezi-Naledi. At present, residents use a rough informal pathway, which provides no facilities in terms of paving or lighting and this can be improved as part of the NDPG programme. The

property adjacent to the intersection further functions as a gathering area where residents meet spontaneously en route to the pedestrian path to Lady Grey. Residents and long distance taxi operators also use the intersection as a collection point.

The formalisation of the pedestrian link and the landscaping of the land adjacent to the intersection will assist in creating the enabling environment, which can in future provide an opportunity for further development and establishment of a mixed use development.

In summary, the study concluded that:

- There is presently adequate provision for retail floor space, some of which is presently vacant.
- The present population size does not justify any additional retail floor space within Lady Grey and Khwezi-Naledi.
- Institutional interference by creating additional commercial space in Lady Grey, which is not in response to a clear and recognisable demand in the market, should rather be left to market forces to determine.
- It is suggested that efforts be focused on creating an enabling environment for the possible future development of retail space.
- The Khwezi-Naledi node is an important site for both Lady Grey and Khwezi-Naledi. Whilst there is at present no demand for additional retail space, the site can be developed in such a manner as to benefit the residents and to provide opportunity for further development when market conditions change.
- The formalisation of the pedestrian link and the landscaping of the land adjacent to the intersection will assist in creating the enabling environment, which can in future provide an opportunity for further development and establishment of a mixed use development

3.5.3 Sterkspruit Spatial, Land Use and Tenure assessment

During preparatory investigations for the envisaged Settlement Upgrade process, a number of assessments were done of the Sterkspruit town and surrounds. These include:

- Obtaining mapping of the settlements, including satellite imagery and cadastral base mapping.
- Undertaking a land use and property survey in the town and surrounding settlements.

- Obtaining tenure information.
- Spatial assessment.

From the above, the following conclusions are drawn:

Although the town of Herschel was originally conceived as the administrative centre for the district, the town of Sterkspruit has over time taken over the role as economic and administrative centre.

The rural settlement area around Sterkspruit Town, and in particular the settlements of Mogesi and New Rest, have in recent years been the subject of significant influx and densification. This has progressed to the point where these rural settlements have functionally become part of the urban centre.

Due to the nature of the development being entirely informal, limited forward planning of civil and transport infrastructure have taken place. This has resulted in poor spatial form with associated insufficient provision for social and recreational facilities and bulk infrastructure.

The significant increase in population has in turn created an increase in demand for land for expansion of business and commercial developments. Due to the external pressure from influx and densification along the periphery and within the CBD, a number of development challenges have arose.

In summary, the following need to be noted:

- There is an absence of forward-looking spatial planning and associated land use control – to guide and manage the growth and densification of the greater Sterkspruit area.
- Bulk infrastructure capacity insufficient to cope with the demand, resulting in unacceptable levels of pollution and associated health risks. Particularly noted is the need for waste water / sewerage treatment and solid waste disposal.
- Coupled with the above, the present status of land surrounding the town being communal land, limits the ability of the Municipality to promptly access suitable land to respond to the developmental needs arising from the significant influx.
- In-fill and densification within the CBD, with little consideration of off-street parking and loading, which results in extreme congestion during peak periods.
- The lack of formal tenure on land on the periphery of town (within “rural” settlements) limits the ability of the property market to respond to the opportunities associated with high

demand of strategically located land parcels. This further limits the ability of residents to use their residential properties as a vehicle for economic growth.

3.6 CONCLUSION

From the above discussion, it is clear that there are a number of spatial structuring, land legal and infrastructural issues that need to be resolved in order to allow Sterkspruit and Lady Grey (Kwezi- Naledi) to function as fully integrated and viable towns, fulfilling its role as a service centre to the resident communities and those in the wider catchment area.

The NDPG programme and its funding capabilities are considered to be suitable avenues to address the issues raised above and secure solutions which fit into the ambit of the NDPG's philosophy of regeneration of neighbourhoods.

3.7 DEVELOPMENT PROJECTS AND STATUS

This section will add on to the status quo data by providing examples of projects that are hampered or restricted by factors that the intervention of the NDPG programme intends to address. The subject development projects have a very definite impact on the spatial structure and future development of the area.

3.7.1 Sterkspruit Shopping Centre

An application for the establishment of a 19 000m² shopping centre, comprising subdivision, rezoning and consolidation of the Remaining Extent of Erf 142 Wittebergen (a former quitrent property), was submitted for consideration in terms of the Townships Ordinance, 33 of 1934 during March 2008.

The proposed shopping centre is located adjacent to a site which the Senqu Municipality has earmarked for development as a taxi rank. The proposal is in line with the Senqu Spatial Development Framework and, on approval, would provide a much needed retail and commercial facility for the residents of Sterkspruit and surrounding villages.

However, the consideration and approval of the application was halted pending the outcome of a court case involving a dispute over the legal owners of the property. It appears as if the

matter has now been resolved in the courts, leaving the way open for the application to be considered for approval.

The delay in finalisation of the application as a result of an ownership dispute indicates that upgrading of the rights of similar quitrent properties is vital in order to pave the way for unhindered development to take place.

3.7.2 Sterkspruit Irrigation Centre

An irrigation scheme comprising some of the quitrent properties on the edge of Sterkspruit was probably initiated by the old Transkei Department of Agriculture. The Department of Agriculture would have financed the scheme and the presumption is that the land holders would have been compensated for their holding either in cash or by becoming a producer on the scheme. It is likely that the scheme would have had a central management with individual plot owners / holders as shareholders. The original design was based on the scheduling of 340ha of land under the Jozannashoek Dam. To date 70ha directly under the dam is being utilised.

If the scheme were to be resuscitated, the implementer would have to negotiate with the holders. The four blocks of quitrent land holdings (garden lots) are all situated on land which would form part of a potential irrigation scheme.

However, due to the present uncertainty around the history of this scheme, more investigation will be required before any relevant conclusions can be reached.

3.7.3 Sterkspruit Land Audit

A land audit in Sterkspruit was initiated with the Senqu Municipality to deal with the discrepancies in ownership of land within Sterkspruit and with encroachments onto neighbouring properties and streets. A report was compiled detailing the extent of the discrepancies and the process required to deal with them. The process now requires survey amendments in order for the ownership and encroachment aspects to be legalised.

3.7.4 Sterkspruit Solid Waste Site

The municipality needs to make provision for a solid waste disposal site, and a proposal to develop a vacant site within the town has been turned down due to environmental considerations.

The municipality does not have any commonage available for this purpose. Clearly, some arrangement will have to be made to use communal land on the outskirts of the town, as a use of this nature needs a buffer of at least 500m.

4. Rationale & Objectives – GAP Analysis – Proposed Interventions

Based on the findings and recommendations of the various studies undertaken to date, this section will describe envisaged catalytic interventions to address some of the key aspects linked to the inefficient spatial structuring that hinders development. The interventions must comply with the aim of township regeneration.

4.1 SPATIAL STRUCTURE OF STERKSPRUIT

In order to address the dysfunctional spatial structure of Sterkspruit, the Senqu Municipality has adopted a four-pronged strategy to deal with the issues relating to land in and around Sterkspruit. This is based on the status quo study of the legal status of land ownership and use within the Sterkspruit town and surrounding traditional areas is set out in previous sections

The three strategies and their related desired outcomes are as follows:

- Formalisation of Quitrent arable allotments – to establish clear formal ownership rights that will enable investment in infrastructure to unlock optimal productive use of the land.
- Settlement formalisation and upgrade of “rural” settlements that form part of the functional urban area of Sterkspruit – to guide future implementation of infrastructure and social services, enable formalisation and upgrade of tenure rights and the development of a sustainable human settlement.
- Land Acquisition of strategic land parcels – to enable development of essential bulk infrastructure networks.
- Formulation of a Local Spatial Development Framework that will consider the present developmental challenges and future land use requirements - to provide clear guidance for future spatial development decision in Sterkspruit.

A Council Resolution in support of the strategies has been taken and forwarded to the Senqu Municipality's IDP section for inclusion in the Municipality's IDP.

More information on these strategies is given in section 6 – programme specification – regeneration strategy.

4.2 LADY GREY - KHWEZI-NALEDI NODAL DEVELOPMENT AND MIDDLE INCOME HOUSING

In order to create an enabling environment for future development of retail space within the strategically important Kwezi–Naledi node as described in the previous section, the following are proposed:

- Limit institutional interference and allow market forces to determine the creation of additional commercial space in Lady Grey.
- The formalisation of the pedestrian link between Khwezi-Naledi and the CBD
- Landscaping of land adjacent to the intersection of the main road and entrance to Khwezi-Naledi.
- Create an enabling environment, which can in future provide an opportunity for further development and establishment of a mixed use development node

A Council Resolution in support of the strategies has been taken and forwarded to the Senqu Municipality's IDP section for inclusion in the Municipality's IDP.

The reported demand for middle-income residential development in Lady Grey needs to be further investigated by way of a market demand and feasibility assessment.

4.3 ADDITIONAL STUDIES REQUIRED

Section 6 of the Sterkspruit Socio-Economic Survey dealt with the need to broaden the economic base of the Sterkspruit area.

Although the primary focus of the NDPG is not economic development *per se*, the narrow and small economic base of the Sterkspruit area is one of the main reasons why the private sector is hesitant to diversify invest in the area outside of the retail trade functions within the town, as it is highly unlikely that any meaningful profit can be made. As such, it is considered imperative that a concerted effort be made to lay the foundations for broader and more robust economic development. The agricultural sector, and to a lesser extent the tourism industry, offer the most realistic options to broaden the economic base.

To this end the following agricultural options can be identified for further investigation:

- Agricultural Production and Marketing
 - Livestock
 - Agronomic crops
 - Vegetables
 - Fruit
 - Essential Oils
- Processing of Agricultural Products
- Fresh Produce Market
- Training and Service Centre
- Access to, and sources of credit
- Identification of all role players and disciplines involved and ensuring their buy-in and commitment
- Develop an integrated plan of action

5. Market Assessment and Need

5.1 STERKSPRUIT SETTLEMENT AND TENURE UPGRADE

As set out in the previous sections, within this NDPG context, the central development challenge in Sterkspruit can be summarised as follows: -

- Sterkspruit Town and abutting rural settlements are administratively and legally divorced. Although functioning as one town, service delivery and land administration is fragmented and problematic.
- Lack of bulk sewerage treatment capacity and solid waste disposal infrastructure creates significant environmental and health risks as well as constraints to the development of the area
- Continuous uncontrolled influx and densification of functionally urban residential neighbourhoods around a highly congested Central Business District (CBD) prevents much needed expansion of the business area and, as a result, restricts growth of the retail and wholesale business sectors in the town.
- Lack of a coherent urban structure and poor quality neighbourhood environments with low cost and predominantly informal residential bias.
- Lack of planning intervention to ensure sustainable human settlement development that ensures residents' access to: –
 - Adequate shelter and services.
 - Secure tenure.
 - Social and recreational facilities.
 - Economic infrastructure.
 - Infrastructure reticulation (including for the surrounding rural settlements).
 - Poor service delivery (refuse collection and water) to abutting settlements.
 - Economic activity and income retention.

The need for Sterkspruit's Re-development Initiative is therefore clearly a critical first step in an integrated approach to address the above described situation.

5.2 KHWEZI-NALEDI NODAL DEVELOPMENT

The study already undertaken in Lady Grey relating to provision of retail facilities indicated that there is a demand for some form of development at the Kwezi Node, but that the market does not exist at present for this to include retail facilities.

The study noted that the Khwezi-Naledi node is an important site for both Lady Grey and Khwezi-Naledi and that whilst presently no demand for additional retail space exists in Lady Grey, the site can be developed in such a manner as to benefit the residents and to provide opportunity for future commercial development when market conditions change.

The formalisation of the pedestrian link and the landscaping of the land adjacent to the intersection will assist in creating the enabling environment, which can in future provide an opportunity for further development and establishment of a mixed use development

6. Programme Specification – Regeneration Strategy

The intention of this section is to make use of the information gathered in the status quo and the suggested interventions to propose a strategy for the regeneration of Senqu. The high level feasibility has indicated that interventions should be focussed in Sterkspruit and Lady Grey.

6.1 STERKSPRUIT CBD RE-GENERATION PROJECTS

The vision of this intervention is to create an environment that is conducive to the development and regeneration of Sterkspruit, through the improvement in the spatial structure and eradication of blockages to development.

6.1.1 Upgrading of Quitrent

i. Aim of the Strategy

The aim of upgrading of quitrent is to incrementally upgrade all quitrent titles in the area of jurisdiction of Senqu local municipality, with the following objectives:

- To upgrade (Phase 1: 74 titles + Phase 2:153) quitrent titles to freehold.
- Compile business plans for funding to the Department of Rural Development and Land Reform.

ii. Motivation

The strategy is intended to clarify the rights holders and to enhance records by upgrading titles to freehold and updating title records to current rightful rights holders. The Upgrading of Land Tenure Rights Act No. 112 of 1991 will be used to upgrade the quitrent rights. The Deeds Registries Act No. 47 of 1937 will enable issuing of freehold titles and the adjustment of title to qualifying beneficiary households.

iii. Approach

The DRDLR has been consulted in order to agree on the process to be followed in the upgrading of quitrent.

The process to be followed includes:

- Conducting a rights inquiry, which entails a deeds office search, Surveyor General research into present status of quitrent allotments, tracing descendants, compiling family trees, facilitating family decisions on successors-in-title, facilitating drafting of affidavits and collection of other supporting documents, investigation of overlapping rights on quitrent land, and making recommendations on the upgrading.
- Land surveying will be conducted to identify and/or relocate missing beacons and to show them to rights holders.
- Sales administration will entail collection of all supporting documents that will be required for the conveyancing process (ID documents, marriage certificates, death certificates, rates clearance certificates etc.)

A detailed rights inquiry process was conducted for the initial 74 land parcels closest to Sterkspruit town, utilising NDPG resources. The purpose of the initial work will be to pilot the upgrading process with a view to replicate lessons on a wider scale. A Phase 1 Business Plan was compiled and submitted to DRDLR for completion of the upgrading process. A second (Phase 2) Business Plan was drafted for the remaining 153 quitrent titles and submitted to DRDLR.

The funding application to DRDLR will be for project management, facilitation, survey (identification of pegs), sales administration and conveyancing tasks required to complete this process.

The upgrade of quitrent is expected to partially open up a land market, which will inevitably provide some space for urban land development.

iv. Funding arrangement

	Source	Purpose	Amount (incl. VAT)
TA	NDPG	Feasibility, piloting, business plan compilation	R244 000.00
Leveraged funds	DRDLR	Project management, sales administration, conveyancing	

6.1.2 Acquisition of land for services – Commonage Project

i. Aim of strategy

The aim of this strategy is to acquire land for the provision of vital municipal services.

ii. Motivation

The State Land Disposal Act will be used for the purposes of facilitating the acquisition of portions of communal land for the purposes of establishing a sewage treatment works and solid waste disposal site. MIG, to whom the infrastructure developments grant application will be submitted, will require that upon completion the municipality owns both facilities. The State Land Disposal Act should be used to formally transfer the land from the national state to the municipality. The important difference with this land is that the community, and specific individuals, will be losing rights to land – as it will be important for the Municipality to have unfettered access to the land. Moreover, the land that will be used for the sewerage and waste sites will require buffer zones with restricted use provisions, which may further affect the rights of the local community.

As required in both the Interim Protection of Informal Rights Act No. 31 of 1996 and in terms of the Department of Rural Development and Land Reform's "Interim Procedures Governing Land Development Decisions Which Require The Consent Of The Minister Of Land Affairs As Nominal Owner Of The Land", a process of obtaining the consent of the current rights holders will be undertaken and will result in a community resolution/s to agree. This process with the community will result in reports to the Minister of Rural Development and Land Reform.

The aim of this project is to support the municipality in acquiring land from the communal area for services. The objectives are:

- To acquire land for solid waste disposal.
- To acquire land for sewage treatment works.

iii. Approach

The technical processes of identification of suitable site for both projects will be undertaken making use of the NDPG grant. Once the sites have been identified and suitability determined, the rights holders will be identified and initial consultation processes initiated alongside the development of preliminary designs and EIA (Environmental Impact Assessment). On conclusion of the EIA, the requisite community resolutions will be facilitated and secured. An

application will be submitted to the DRDLR for ratification by the State Land Disposal Committee and later an approval by the Minister.

The municipality has, in the light of this, embarked on a process of engaging with the communities as owners of the land, with the DRDLR playing a central part as custodian of the land. The current thinking within the municipality is that the municipality should seek the transfer of this land from the national state to the municipality. The following points are for noting: -

- The mountainous landscape is a major limiting factor in terms of identification of suitable sites for the waste disposal site and waste water treatment works. Both these facilities have to be situated a certain distance from settled areas.
- The proposed land acquisition project by the municipality is likely to impact negatively on certain groups and/ or individual rights. There needs to be some consensus on how these rights would be compensated. The loss of rights in this process could either be compensated by rights to other land on other parts of communal land, if this is at all possible, or by financial compensation, by priority listing on the housing list, or by rights to private land elsewhere which is acquired through the land reform programme, etc. Clearly this will be affected by a range of factors but primarily related to the rights that they are losing so that there can be comparable redress.
- The “cause” of the transfer of the land from the national state to the municipality, in terms of the SLDA could be to “sell, exchange, donate or lease” the land. Given the need for the municipality to have unfettered access, and that the municipality will be investing much money in the land, the “lease” option does not seem applicable under these circumstances. Moreover, the sale of the land by the national government to the municipality would also seem to be inappropriate in this situation. The actual cause to be used in this instance therefore is likely to be either an exchange or a donation and this would again be worked out in the process of negotiation once it is clear what the current rights actually are, and what the compensation to the rights holder may be.

iv. Funding arrangement

Funding proposals for the final detailed designs will be developed and submitted to MIG for funding.

	Source	Purpose	Amount (incl. VAT)
TA	NDPG	Feasibility/pre-planning, preliminary designs, resolutions, conveyancing, fencing. EIA, community surveying,	R320 000.00
Leveraged funds	MIG		

6.1.3 Sterkspruit Local Spatial Development Framework

i. Aim of strategy

The aim of this strategy is to formulate a local spatial framework that will capture the developmental trends and needs and establish a clear framework and spatial structure to guide future development decisions.

ii. Motivation

As described in earlier sections of this document, the rural settlement area around Sterkspruit Town, and in particular the settlements of Mogesi and New Rest, have in recent years been the subject of significant influx and densification. This has progressed to the point where these rural settlements have functionally become part of the urban centre. Due to the nature of the development being entirely informal, limited forward planning of civil and transport infrastructure have taken place. This has resulted in poor spatial form with associated insufficient provision for social and recreational facilities and bulk infrastructure.

The significant increase in population has in turn created an increase in demand for land for expansion of business and commercial developments. Due to the external pressure from influx and densification along the periphery and within the CBD, a number of development challenges have arose, including:

- Complete absence of forward-looking spatial planning and associated land use control – to guide and manage the growth and densification of the greater Sterkspruit area.
- Bulk infrastructure capacity insufficient to cope with the demand, resulting in unacceptable levels of pollution and associated health risks. Particularly noted is the need for wastewater / sewerage treatment and solid waste disposal.

- Coupled with the above, the present status of land surrounding the town being communal land, limits the ability of the Municipality to promptly access suitable land to respond to the developmental needs arising from the significant influx.
- In-fill and densification within the CBD, with little consideration of off-street parking and loading, which results in extreme congestion during peak periods.
- The lack of formal tenure on land on the periphery of town (within “rural” settlements) limits the ability of the property market to respond to the opportunities associated with high demand of strategically located land parcels. This further limits the ability of residents to use their residential properties as a vehicle for economic growth.

In order to ensure that all the proposed interventions to address the above described issues are implemented in a coordinated manner and positioned in space according to appropriate spatial norms and standards and without conflict with other potentially competing land uses - a Local Spatial Development Framework needs to be developed.

iii. Approach

It is anticipated that the following steps will be required.

Formulation of a Development Perspective

- Review of all applicable development proposals, plans, studies and policies applicable to, or that may have implications for the study area.
- Description of the study area in terms of the following: -

Land Use, Land Ownership status, development trends, formal and informal business / retail activities, natural features, transportation and movement, Infrastructure networks and capacity.

Formulation of Development Strategy

- Identify the priority spatial issues and trends, major problems and opportunities for spatial development.
- Indicate conceptually how various Legislative and Policy Frameworks guide decision-making in relation to land use and spatial development, desired patterns of land use at concept level.
- Formulate an overall vision for spatial development in Sterkspruit.

Formulate a Spatial Development Framework for the Sterkspruit area.

The Spatial Development Framework to include spatial representations of: -

- Key development nodes and Special Development Areas
- Movement routes
- Areas of environmental sensitivity and conservation-worthiness that need to be managed and/or protected from development.
- Ensure alignment with other relevant plans
- Incorporate inputs from any relevant Sector Plan initiatives
- Formulate guidelines for land use management

Formulation of Development Programmes and Budgets

- Provide a list of relevant projects to implement the Spatial Development Framework, including cost estimates, action assignments and phasing.
- Map the locality of key projects with spatial impacts and reflect these on a separate Projects Plan as an addendum to the Spatial Development Framework.

iv. Funding arrangement

Funding proposals for the final detailed designs will be developed and submitted to MIG for funding.

	Source	Purpose	Amount (incl. VAT)
TA	NDPG	Local Spatial Development Framework	R428 700.00
Leveraged funds	DRDLR	Spatial Planning - Rural SDF	R350 000.00

6.2 STERKSPRUIT DEVELOPMENT AND UPGRADE PROJECT

6.2.1 Sterkspruit Settlement Upgrade Project

i. Aim of the strategy

The aim of this strategy is the upgrading of all the settlements immediately abutting Sterkspruit Town. The objectives are:

- Establish sustainable human settlements with appropriate levels of access to facilities and services and secure tenure.

ii. Motivation

Within this NDPG context, the central development challenge in Sterkspruit at present is to address the following:

- Sterkspruit Town and immediately abutting “rural” settlements, although functionally one, are administratively and legally separated. This result in service delivery and land administration has become fragmented and problematic.
- Continuous uncontrolled influx and densification of functionally urban residential neighbourhoods around a highly congested Central Business District (CBD), which effectively prevents much needed expansion of the business area and, as a result, restricts growth of the retail and wholesale business sectors in the town, for which there is an apparent high demand.
- Lack of a coherent urban structure and poor quality neighbourhood environments with associated lack of sense of place and lack of greening and maintenance of public places.
- Low cost and predominantly informal residential bias, accommodating mostly poor households with high unemployment rates.
- Lack of planning intervention to ensure sustainable human settlement development that ensures residents’ access to: –
 - Adequate shelter and services.
 - Secure tenure.
 - Social and recreational facilities.
 - Economic infrastructure.

- Infrastructure reticulation (including for the surrounding rural settlements).
- Service delivery.
- Economic activity and income retention.

As part of the Sterkspruit Re-development Initiative, the settlement upgrade project is therefore considered as one of the important steps in an integrated approach to address the above-described situation.

iii. Approach

The following project activities are anticipated:

- Facilitation of community understanding and support for the process. Community Resolution obtained, in line with procedures prescribed in terms of the Interim Protection of Informal Land Rights Act.
- Obtaining Satellite imagery and mapping.
- Slope analysis.
- Mapping and numbering of existing properties / structures
- Conducting of comprehensive rights inquiry (investigation / research and recording of land rights of residents).
- Assessment of geotechnical and floodline areas.
- Layout plan preparation and approval in terms of appropriate legislation.
- Surveying and registration of General Plans

Based on the activities included above, prepare applications for funding to address needs identified during for upgrade process. Envisaged applications include Rural Housing Subsidies and MIG funding.

iv. Funding arrangements

The funding applications will be prepared and forwarded to the Department of Rural Development and Land Reform (DRDLR) and to the Department of Human Settlement (DHS).

	Source	Purpose	Amount (incl. VAT)
TA	NDPG	Feasibility/pre-planning, business plan, community resolutions, project management, EIA exemption, engineering services, township establishment, survey and sales administration.	R7 310 250.00
Leveraged funds	DRDLR ¹	Additional settlement upgrade – expansion of formalisation program	
	DHS	Top Structures, internal infrastructure and conveyancing	R233 000 000.00

6.2.2 Revitalisation of land administration and land use management in Sterkspruit Town and surrounds

A detailed Business Plan is in the process of being developed.

i. Aim

The primary aim of the strategy is to set in place a consensus-driven *Land Management System* that will guide and manage the development and use of land as well as – wherever relevant – the allocation of land in accordance with the vision, strategies and policies of the Senqu Integrated Development Plan and Spatial Development Framework.

It is necessary to ensure an appropriate Land Management System in the subject area in order to protect the interests of the general public and to promote sustainable development and an improved quality of life for residents of the area.

The strategy's Overall Goals are as follows:

To provide for an overarching Land Management System that takes into account the differences between land that is formally planned and proclaimed as townships in terms of the legislation governing land survey and deeds registration and land that is described as

communal land in the Sterkspruit urban and rural areas encompassed by the land described as the Sterkspruit Administrative Area (AA).

- In so doing:
 - To promote convenient access to opportunities and services.
 - To promote the creation of safe and healthy living environments.
 - To provide a legal basis for the participation of the public in land use management matters.
 - To promote orderly development and enhance amenity (pleasant living environments).
 - To facilitate rapid release of land for residential and other development with a view to curb land invasions and development of unplanned informal settlements.

The strategy's objectives are as follows:

- To investigate available legal instruments that should support land management (the process of administering and recording land allocations and parcels of land occupied, assigned to, or owned by legal persons).
- To establish the legally applicable land use management instruments available for use in the various categories of land in the subject area.
- To develop an integrated local land use management and land administration system (overall Land Management System) through participatory methods.
- To develop guidelines for the allocation, planning and demarcation of sites.
- To designate desirable land uses and provide clarity on what may or may not occur on a property land parcel and what may be considered at the discretion of the municipality/land use regulator.
- To resolve conflict between different land uses and to control negative consequences of conflicting uses.

ii. Motivation

The municipality recognises that formalisation of land tenure is not feasible for all the rural settlements, from the point of view of the costs involved in formalisation. However, the municipality is finding itself increasingly in need of taking up a more central role in land administration and land use management.

The municipality, which is constitutionally entrusted with the responsibility of providing services to the communities, is not involved in land administration.

Historically land administration in the former Herschel district was shared between the Department of Agriculture, the Department of Justice and traditional leadership structures. After 1996 the Department of Justice which historically played the role of allocation of PTOs was removed from this function.

The current situation in respect of land administration is that many of the functions are fragmented, as follows;

- Application for sites: This function is performed by traditional leaders, but it is not institutionalised in a manner that links this function to other functions that are performed by the Department of Agriculture and the municipality.
- Settlement planning: The provincial Department of Agriculture based in Aliwal North is supposed to fulfil this function, but is ineffective. The local municipality also has a role in this regard in terms of Spatial Development Frameworks, but it is not currently playing that role.
- Delimitation of land parcels: This function is supposed to be fulfilled by the Department of Agriculture and the local municipality. Some headmen and sub-headmen perform this function without involving the Department of Agriculture, and also charge a fee. The role of ward councillors and ward committees is not clear in this regard, and there are instances where they have allocated or sanctioned demarcation of land parcels. The land allocation function has become a contested terrain, being often used for monetary gain or for political patronage. Many people end up invading the land because the system is not responsive.
- Maintenance of a record of land rights: There is limited recording of rights that is undertaken by the Department of Agriculture. The District Municipality has some land related information in its GIS in Barkly East. The Local municipality also has a GIS

system in Lady Grey that does not contain land and settlement information. The hard copy PTO registers held by the local office of the Department of Agriculture is incomplete because land rights are acquired through various informal and illegal systems.

- **Adjudication:** The local office of the Department of Agriculture, based in Sterkspruit is theoretically assigned this function, but it does not have the necessary capacity and tools to perform the function. For this function to be performed effectively there is a need for a complete rights record, GPS and GIS. As a result of this situation, many of the conflicts over boundaries cannot be settled satisfactorily.
- **Fiscal functions:** The fiscal functions within the system have collapsed with some traditional leaders selling land at unregulated prices. There is no system that is understood by the community, and other role players.
- **Enforcement functions:** Due to general lack of a coherent body of policy and legislation, enforcement has also fallen apart. The legal system is unable to handle many of the cases that require adjudication.

As a result of the general breakdown in land administration the following are some of the manifestations:

- Land use management system is dysfunctional, with an increasing number of residential sites being demarcated in unsafe places (between erosion dongas, too close to the public roads, steep slopes, watercourses, under electric pylons etc.). The cost of relocating these sites is often beyond the municipality's means
- Illegal sand mining is on the increase with no controls set in place, and with no revenue generation to the state (the land owner and presumed mineral rights holder).
- Illegal soil mining for brick making is on the increase, resulting in soil erosion and land degradation, again due to lack of controls.
- As a result of the prevalence of sand stone in the area, its mining is on the increase, without any controls, again with no revenue generation to the state (the land owner and presumed mineral rights holder). With the growing population, there is a mushrooming of unplanned grave sites, which are often a potential hazard to underground water sources. Allocation of grave sites is not managed, resulting in practices that are a health risk such as digging graves down the slope instead of upwards.
- No system for maintaining records of livestock on a village basis is in place.

iii. Approach

Given the history of contest over land administration, it is critical that this project is conducted in a manner that is inclusive and consultative. It is critical that the outcomes of the processes are embraced by all local stakeholders.

A study covering the Herschel district will be conducted into the current practices in the system of land administration and land use management land use management.

The study will make use of observation methods, use of desk top information sources, interviews and workshops with key stakeholders groups.

The focus of the study will be on the following aspects:

- An evaluation of the current system or processes of land allocation in respect of residential sites, soil mining for brick making, sand mining, sand stone mining, planning and management of grave yards etc.
 - The study will identify role players involved and the roles they are currently playing or supposed to play, identifying all legal parameters, key challenges and opportunities.
 - The study will need to conclude by making recommendations on how the system of land administration should be rationalised and revived, within the current policy and legal framework.
- Given that the municipality has historically played a limited role in land administration in the communal areas, the study should establish and document loci standi of the local municipality in respect of land administration in communal areas, in relation to other structures that have historically been operating in that space such as traditional leaders and the Department of Agriculture.
 - Based on the identified role of the municipality, human resource implications of its proposed role should be assessed and proposals made in terms of what staff and support systems should be put in place.
- The study should lead to proposals on how to implement a GIS based land information system, drawing on the existing GIS facilities.
 - The study should design, implement and support for 12 months a low cost GIS based settlement planning methodology that will be implemented firstly in the settlements that are undergoing tenure upgrading, and secondly to select settlements that are not undergoing upgrading.
 - Capacity and sustainability should be part of this plan.
- The proposed system would ideally be incorporated into the municipal Spatial Development Framework, in order to ensure that it is centrally managed by the

municipality. The plan should clarify the roles and responsibilities of traditional leaders, the Department of Agriculture, and the District Municipality, and it should also create a framework for collaboration. The document will then be a **statutory document (i.e. enforceable in terms of the applicable Land Use Management Scheme adopted)**.

- Based on the consensus land administration and land use management model that is adopted (i.e. the Land Management System), training modules for training of traditional authorities, ward councillors, ward committees, municipal officials and those of the Department of Agriculture need to be designed.
 - Once the training modules are in place, training will be conducted with all key role players as part of reviving the system.

iv. Funding arrangement

Some initial funding for developing the detailed business plan will be sourced from Treasury. The business plan will be used to leverage funding from the Department of Rural Development and Land Reform.

6.2.3 Conducting a feasibility study for irrigation development in blocks 2 to 5 Quitrent Land

Detailed Business Plan is in the process of being developed.

i. Aim

The aim of this strategy is to undertake a detailed feasibility study for the development of irrigation on Blocks 2 to 5 of the Sterkspruit Quitrent land. The objectives of the feasibility study and irrigation development plan will be:

- To stimulate agricultural production around Sterkspruit
- To clarify objectives of such development and the approach to be taken
- To build into the planning arrangements that build on the enhanced tenure security

ii. Motivation

Blocks 2 to 5 of the quitrent land are underutilised, for a range of reasons, one of which includes land tenure which is prohibitive. With the upgrading of quitrent tenure to freehold, the rightful owners of the land will be known and they will have title to the land. Given that there is scarcity of arable land with high agricultural potential around the Sterkspruit area, it is critical that some effort is made to put the land to productive use. In addition to the land, there is untapped water allocation for most of the quitrent land, further strengthening the need to utilise the resource.

This is an unique opportunity for the combination of land reform, water rights reform and agricultural development.

iii. Approach

The approach that will be used in the feasibility study will be detailed in the business plan that will be developed and submitted to various government departments for funding. Opportunities for leveraging will be explored with the Department of Water Affairs, Department of Agriculture and ASGISA.

iv. Funding arrangements

Opportunities for funding the business plan development through NDPG will be explored, subject to availability of funding. Funding for the actual feasibility study and planning will be leveraged from Department of Water Affairs, Department of Agriculture and ASGISA.

6.3 LADY GREY PROJECTS / STRATEGIES

6.3.1 Vision

The regeneration of Lady Grey and Khwezi-Naledi in line with the Neighbourhood Development Partnership Grant vision.

6.3.2 Khwezi-Naledi Node Development

i. Aim

The aim of this project is to develop the node at the intersection of the main access road into Lady Grey and the residential area of Khwezi-Naledi.

ii. Motivation

As set out above, the node which has been identified in the SDF and IDP for Senqu, is an important site for both Lady Grey and Khwezi-Naledi, and while there is at present no demand for additional retail space, the site can be developed in such a manner so as to benefit the residents, but also provide the opportunity for further development in the future when market conditions change.

iii. Approach

The deliverable for the Kwezi node is thus that the site be levelled and landscaped and that some facilities in the form of benches and dustbins be provided on the site. In addition, a paved pedestrian pathway with lighting is proposed along the route of the present informal pathway between Kwezi and the main road.

Together with the physical improvement of the node, an application for the rezoning and subdivision of the site to create a separate land parcel which has the necessary rights to permit business uses (including retail) will ensure that once potential investors are ready to invest, the land will have its correct zoning in place, and no delays in order to obtain the relevant rights will result.

The formalisation of the pedestrian link, the landscaping of the land adjacent to the intersection and the rezoning and subdivision of the site will assist in creating the enabling environment,

which can in future provide an opportunity for further development and establishment of a mixed use development.

iv. Funding arrangements

	Source	Purpose	Amount (incl. VAT)
TA	NDPG	Landscaping, rezoning and subdivision, infrastructure	R8 230 500.00
Leveraged funds	Private Sector and Banks	Private retail development, finance.	To be determined

6.3.3 Greening

i. Aim

The aim of this project is to plant indigenous trees on either side of the pedestrian link between the Kwezi Node and the present informal pathway between Khwezi-Naledi and the main road, along the second informal pathway leading to the southern part of the new township, along the entrance road from the clinic to the turn off to the new township and to rejuvenate the pine avenue leading into town from the clinic to the junction with the R58. In addition at least one tree, either a suitable indigenous tree for shade or a fruit tree (peach or apricot) for fruit, will be planted on 100 homestead sites in the new township.

ii. Motivation

In line with the NDPG strategy this project supplements the Lady Grey / Kwezi node project and aims at improving important pedestrian linkages and the general environment in part of the township. In addition the municipality would be encouraged to develop a partnership with the community aimed at implementing and maintaining the plantings so as to serve as a model for greening other areas.

iii. Approach

Implementation would be undertaken in a number of stages:

- Consultation and collaboration with the Senqu Municipality to ensure buy-in to the partnership and to identify the homesteads to benefit from the planting. Formation of a Township Greening Committee to represent the community in the identified area. Consultation would take the form of formal meetings with the municipality and the Committee to ensure transparency and participation.
- Publicise the benefits of greening the township through holding a garden competition in the township. Because of the division into old and new Kwezi the competition would have various categories such as best established garden, best new garden etc. The categories would be decided upon in consultation with the municipality and the Greening Committee.
- Quantify tree requirements and choices.
- Procure trees and equipment including fertilizer and compost.
- Train a small number of selected municipal workers to assist in supervising the planting of trees in homestead gardens, junction and public access routes.
- Ensure successful planting by training municipal workers to provide aftercare and extension advice – watering, pruning, spraying etc..

iv. Funding arrangements

	Source	Purpose	Amount (incl. VAT)
TA/CG	NDPG	Planting materials, equipment, transport, labour, supervision and training, & publicity campaign	R590 520.00
Leveraged funds	Environmental NGO's	2 nd Phase planting in rest of township and other Senqu townships	To be determined
	DEAT Cleaning & Greening Campaign		To be determined

6.3.4 Middle Income Housing

i. Aim

The aim of this project is to put in place an enabling environment for the possible development of middle income housing in Lady Grey.

ii. Motivation

The Senqu IDP and SDF set an urban edge around Lady Grey within which development of an urban nature can be contemplated. The land across the main road from the proposed Kwezi node is owned by the municipality, and the SDF indicates that this area could be considered for possible urban agriculture and future residential expansion for low income housing. There is adequate space available for development of middle income residential / housing in this area, should the need arise. Bulk services are available for any proposed development in close proximity to the site.

iii. Approach

The demand for middle income housing in Lady Grey has not been tested, although there appears to be a requirement for more middle income housing generally within the Senqu Municipality. As part of this programme then, certain aspects can be put into place, so that once a demand for middle income housing arises, the land has been appropriately zoned and a separate land parcel created.

This will require an application for the subdivision and rezoning of a portion of the municipal land and a possible draft layout plan to indicate the position of streets and erven.

iv. Funding Arrangements

	Source	Purpose	Amount (incl. VAT)
TA	NDPG	Rezoning and subdivision, infrastructure	To be determined
Leveraged funds	Private Sector	Housing development, private buyers	To be determined
	Banks	Providing Bonds and finance	To be determined

6.4 PROJECTS SHORTLISTED

The following projects/ interventions can be taken further during the present and following funding cycles:

- Upgrading of quitrent land
- Settlement planning and upgrading
- Sterkspruit Local Spatial Development Framework
- Acquisition of specific land parcels
- Khwezi-Naledi Node
- Khwezi-Naledi Greening

7. Strategy and Implementation Programme

It is anticipated that the overall re-generation program will be coordinated under the NDPG program, with active involvement by the Municipality in the management of the implementation of the respective components.

In order to ensure integration of departmental programmes and to avoid duplication, a multi-lateral Project Steering Committee has been established to oversee the projects. This structure presently includes representatives from the following institutions:

- National Treasury
- Department of Rural Development and Land Reform
- Department of Agriculture
- Senqu Municipality
- Traditional Authority
- Residents
- Sterkspruit Chamber of Commerce
- Joe Gqabi District Municipality's Development Agency

It is anticipated that upon securing involvement from other sector departments, along with commitments of funding relevant aspects of the re-development initiative, the following departments will be co-opted onto the Project Steering Committee:

- Department of Economic Development and Environmental Affairs
- Department of Agriculture
- Department of Human Settlement
- Department of Water Affairs

The land which forms the subject of the Sterkspruit re-development Initiative is, in almost all cases, located on surveyed and/or un-surveyed state land deemed to be communal land, which is held in trust by the Department of Rural Development & Land Reform (formerly Land Affairs) on behalf of resident communities. *Therefore, as custodian of such communal land held in trust*

by the state, it is essential for the Department of Rural Development and Land Reform to play a central role in this project.

Specifically, a critical element of the proposed interventions in the communal land areas abutting Sterkspruit is gaining the legal permission to implement the spatial and infrastructural proposals to be proposed on such land. This is because all planning legislation requires the legal (*de jure*) owner of land that is the subject of planning and development processes to give consent to the processes in question, and to mandate the project activities to be carried out to give legal effect to the planning proposals.

The Department of Rural Development's involvement in the project is regarded as critical to the success of Sterkspruit re-development initiative in the following areas:

- Sustainable Rural Development
- Tenure Reform
- Spatial Planning
- Land acquisition for services

Key contributions required from the Department are:

- Ministerial consent for the tenure upgrade.
- Phased financial support for elements of the tenure upgrading processes building on the NDPG initiative.
- Issuing a Power of Attorney to enable the planning and formalisation.
- To participate in the follow-up phases of the project
- Policy guidance in respect of land acquisition for services.

8. Project Plans

8.1 STERKSPRUIT RE-DEVELOPMENT INITIATIVE

8.1.1 Sterkspruit Settlement Upgrade

A Sterkspruit Settlement project plan has been prepared and submitted to NDPG for consideration. A copy of the Project Plan is attached as **Annexure A**.

8.1.2 Upgrading of Quitrent

The required project plan for this intervention is being prepared.

Business plans have been prepared, in addition to the NDPG project plan, in terms of the Upgrading of Land Tenure Rights Act 112 of 1991 and in accordance with the Department of Rural Development and Land Reform's Implementation Manual. The Senqu Municipality has approved these Business Plans. The Business Plan for Phase 1, which includes 70 properties, and Phase 2, comprising 153 properties, is attached as **Annexure B**.

Part of Phase 1 will be undertaken with funding from NDPG, whilst the finalisation of the process (sales administration, land survey and conveyancing) will utilise funding to be leveraged from DRDLR. Research and community consultation for Phase 2 will also be required from NDPG, although some funding can be leveraged from DRDLR.

The estimated leverage from of NDPG funding, in the event of DRDLR business plan funding being approved is 1:4.

8.1.3 Acquisition of specific land parcels

The required project plan for this intervention is being prepared.

Construction of the necessary Solid Waste Management facility will be done with funding approved by MIG. Funding for construction of the Sewerage Treatment works will be sourced from MIG.

8.2 LADY GREY PROJECTS

8.2.1 Khwezi-Naledi Node Development

The required project plan for this intervention is being prepared.

Work has already progressed on elements of the Kwezi Node.

8.2.2 Greening Project

The required project plan for this intervention is attached as **Annexure C**.

The planning for this project is largely complete and implementation awaits progress and synchronisation with the Kwezi Node project.

The types of trees that are suitable have already been determined. Final choice awaits the consultation process with the community and Municipality. In total about 800 trees will be planted in the township and along the three routes already identified.

8.2.3 Middle Income Housing

Additional preliminary assessment and high level feasibility assessment is required on this intervention before a project plan can be compiled.

This will include the following:

- Assessment of site characteristics, cadastral description, ownership and zoning - Professional Town Planner
- Engineering services investigation – Professional engineer
- Preparation of concept layout plan – Professional Town Planner

It is anticipated that the total cost to undertake the above would amount to approximately R150,000 excluding disbursements and VAT.

The project will put in place the rights for a middle-income residential development.

9. Exit and Review

PROJECT	CONTINUATION	FACILITIES	OPERATIONAL PLAN	IDP BUDGET
Upgrading of quitrent	Once full title has been conferred on the land, the owners will be in a position to develop their erven independently, or alternatively sell properties to developers.	No infrastructure/ facilities created	No infrastructure/ facilities created	No IDP budget commitments required
Settlement planning and upgrading	Once settlements have been formalised, the owners of land will be able to develop their erven independently. Funding application will be made to Department of Human Settlement and MIG for development of bulk and internal infrastructure and top structures.	No infrastructure/ facilities created	Municipality has responsibility for land use management	No IDP budget commitments required – Municipal organogram makes provision for Town Planners
Acquisition of specific land parcels	Once land parcels have been acquired, the Municipality can apply for MIG funding to develop and maintain infrastructure	Infrastructure provision and maintenance will be a second phase and will involve MIG and Municipal funding	Maintenance and functioning of infrastructure by Municipality	Commitments required
Kwezi node	Once the enabling environment has been created, a private developer can develop the node. Municipal services to be provided and maintained by the Municipality	Facilities provided will be maintained by the Municipality	Maintenance and functioning of infrastructure by Municipality	Commitments required

PROJECT	CONTINUATION	FACILITIES	OPERATIONAL PLAN	IDP BUDGET
Greening	Municipality to ensure care of the plantings	Plantings will be cared for by the Municipality	Maintenance by Municipality as part of existing maintenance of open spaces and parks	Commitments required
Middle income housing	Once the rights have been approved, a private developer can approach the Municipality to develop the land.	No infrastructure/ facilities will be created at this stage	No infrastructure/ facilities created	No IDP budget commitments required

10. Financial Feasibility and Arrangements

The application of the funding from National Treasury's Neighbourhood Development Partnership Grant (NDPG) can be categorized as follows:

- Project Management / Scope Definition
- Socio-Economic Study
- Prepare Business Plan
- Greening of Khwezi-Naledi
- Economic & Social Hub – Khwezi-Naledi
- Sterkspruit CBD Re-generation
- Sterkspruit Settlement Planning & Upgrade

This section will give information regarding the financial implication of the categories mentioned above.

10.1 PROJECT MANAGEMENT / SCOPE DEFINITION

A budget has been allocated for the overall project management and scope definition tasks required for guiding the implementation of the Senqu NDPG project. The payment for these functions will be from the Technical Assistance (TA) funding. The project management and scope definition function will entail the following

- Liaison with stakeholders - Senqu Municipality, Joe Gqabi District Municipality, National Treasury and other related departments
- Overall project facilitation and administration
- Overall financial administration and management
- Manage implementation of projects

The estimated amount required for the project management and scope definition functions is R775,000 for the duration of the project. Actual expenditure and further projected expenditure is showed in **Table 10.1**.

Table 10.1: Project Management / Scope Definition - Actual and projected expenditure

FUNDING	ACTUAL EXPENDITURE (TA)			PROJECTED EXPENDITURE (TA)			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
Technical Assistance	R 194 522.15	R 0.00	R 124 484.76	R 215 409.98	R 237 837.94	R 0.00	R 772 254.83

10.2 SOCIO-ECONOMIC STUDY

A socio-economic study was undertaken to collect information to indicate the direction of what type of project is needed and will be feasible. A taxi survey and a survey of existing businesses in Sterkspruit were also conducted as part of the socio-economic survey. The socio-economic survey is discussed in detail in paragraph 3.5.1 of this report. The actual expenditure and future expenditure for the socio-economic study out of TA funding is showed in **Table 10.2**.

Table 10.2: Socio-Economic Study – Actual and projected expenditure

FUNDING	ACTUAL EXPENDITURE (TA)			PROJECTED EXPENDITURE (TA)			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
Technical Assistance	R 55 785.37	R 440 651.23	R 59 548.57	R 0.00	R 0.00	R 0.00	R 555 985.17

10.3 PREPARE BUSINESS PLAN

Funds has been allocated for the compiling of the Business Case or also known as the Business Plan. The estimated cost for the compiling of the Business Plan and the projected cash flow is shown in **Table 10.3**. The funds for the preparation of the Business Plan will paid from the TA funds allocated to the project.

Table 10.3: Prepare Business Plan – Actual and projected expenditure

FUNDING	ACTUAL EXPENDITURE			PROJECTED EXPENDITURE			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
Technical Assistance	R 0.00	R 0.00	R 0.00	R 250 000.00	R 0.00	R 0.00	R 250 000.00

10.4 GREENING OF KHWEZI-NALEDI

The Greening of Khwezi-Naledi is discussed in detail in paragraph of 6.3.3 of this report. The financial requirements and expenditure for the Greeining of Khwezi-Naledi initiative is shown in **Table 10.4**.

Table 10.4: Greening of Khwezi-Naledi – Actual and projected expenditure

DESCRIPTION	ACTUAL EXPENDITURE			PROJECTED EXPENDITURE			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
Technical Assistance	R 0.00	R 0.00	R 87 161.24	R 26 457.00	R 0.00	R 0.00	R 113 618.24
Capital Grant	R 0.00	R 0.00	R 0.00	R 0.00	R 551 000.00	R 45 000.00	R 596 000.00
TOTAL	R 0.00	R 0.00	R 87 161.24	R 26 457.00	R 551 000.00	R 45 000.00	R 709 618.24

10.5 ECONOMIC & SOCIAL HUB – KHWEZI-NALEDI

The development of an economic and social hub for Khwezi-Naledi is discussed in detail in paragraph 6.3.2 of this report. Technical Assistance and Capital Grant funding will be used for the funding of the economic and social hub development. The expenditure and projected cash flow for this project is given in **Table 10.5**.

Table 10.5: Khwezi-Naledi Economic & Social Hub – Actual and projected expenditure

DESCRIPTION	ACTUAL EXPENDITURE			PROJECTED EXPENDITURE			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
Technical Assistance	R 0.00	R 0.00	R 24 633.86	R 0.00	R 0.00	R 0.00	R 24 633.86
Capital Grant	R 0.00	R 0.00	R 0.00	R 2 751 203.59	R 6 180 000.00	R 0.00	R 8 931 203.59
TOTAL	R 0.00	R 0.00	R 24 633.86	R 2 751 203.59	R 6 180 000.00	R 0.00	R 8 955 837.45

10.6 STERKSPRUIT CBD RE-GENERATION

The revitalisation of land administration and land use management in Sterkspruit Town and surrounds is discussed in this report in paragraph 6.2.2. The actual expenditure and projected cash flow for this initiative is shown in **Table 10.6**.

Table 10.6: Sterkspruit CBD Re-generation – Actual and projected expenditure

DESCRIPTION	ACTUAL EXPENDITURE			PROJECTED EXPENDITURE			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
Technical Assistance	R 0.00	R 0.00	R 59 964.90	R 0.00	R 0.00	R 0.00	R 59 964.90
Capital Grant	R 0.00	R 0.00	R 0.00	R 413 119.64	R 850 000.00	R 0.00	R 1 263 119.64
TOTAL	R 0.00	R 0.00	R 59 964.90	R 413 119.64	R 850 000.00	R 0.00	R 1 323 084.54

10.7 STERKSPRUIT SETTLEMENT PLANNING & UPGRADE

The Sterkspruit Settlement Planning and Upgrade project is discussed in detail in paragraph 6.2.1 of this report. The actual expenditure and projected cash flow for this initiative is shown in **Table 10.7**.

Table 10.7: Sterkspruit Settlement Planning & Upgrade – Actual and projected expenditure

DESCRIPTION	ACTUAL EXPENDITURE			PROJECTED EXPENDITURE			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
Technical Assistance	R 0.00	R 0.00	R 0.00	R 0.00	R 0.00	R 0.00	R 0.00
Capital Grant	R 0.00	R 0.00	R 0.00	R 6 484 197.86	R 826 052.14	R 0.00	R 7 310 250.00
TOTAL	R 0.00	R 0.00	R 0.00	R 6 484 197.86	R 826 052.14	R 0.00	R 7 310 250.00

10.8 FINANCIAL SUMMARY

A summary of all the expenditure and projected expenditure is given in **Table 10.8**.

Table 10.8: Financial Summary – Actual and projected expenditure

DESCRIPTION	ACTUAL EXPENDITURE			PROJECTED EXPENDITURE			TOTAL
	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
<u>Technical Assistance</u>							
Proj. Management	R 194 522.15	R 0.00	R 124 484.76	R 215 409.98	R 237 837.94	R 0.00	R 772 254.83
Socio-Economic Study	R 55 785.37	R 440 651.23	R 59 548.57	R 0.00	R 0.00	R 0.00	R 555 985.17
Prepare BP	R 0.00	R 0.00	R 0.00	R 250 000.00	R 0.00	R 0.00	R 250 000.00
Kwezi-Naledi Greening	R 0.00	R 0.00	R 87 161.24	R 0.00	R 0.00	R 0.00	R 87 161.24
Kwezi-Naledi Economic & Social Hub	R 0.00	R 0.00	R 24 633.86	R 0.00	R 0.00	R 0.00	R 24 633.86
Sterkspruit CBD Re-generation	R 0.00	R 0.00	R 59 964.90	R 0.00	R 850 000.00	R 0.00	R 909 964.90
Sub-Total 1	R 250 307.52	R 440 651.23	R 355 793.33	R 465 409.98	R 1 087 837.94	R 0.00	R 2 600 000.00
<u>Capital Grant</u>							
Kwezi-Naledi Greening	R 0.00	R 0.00	R 0.00	R 26 457.00	R 551 000.00	R 45 000.00	R 622 457.00
Kwezi-Naledi Economic & Social Hub	R 0.00	R 0.00	R 0.00	R 2 751 203.59	R 6 802 969.77	R 0.00	R 9 554 173.36
Sterkspruit CBD Re-generation	R 0.00	R 0.00	R 0.00	R 413 119.64	R 0.00	R 0.00	R 413 119.64
Sterkspruit Settlement Planning & Upgrade	R 0.00	R 0.00	R 0.00	R 6 484 197.86	R 826 052.14	R 0.00	R 7 310 250.00
Sub-Total 2	R 0.00	R 0.00	R 0.00	R 9 674 978.09	R 8 180 021.91	R 45 000.00	R 17 900 000.00
TOTAL	R 250 307.52	R 440 651.23	R 355 793.33	R 10 140 388.07	R 9 267 859.85	R 45 000.00	R 20 500 000.00

11. Risk Assessment and Management

PROJECT	POTENTIAL RISKS	MITIGATION STRATEGIES
Upgrading of quitrent	No support from quitrent holders Difficulty in tracing descendants	Sensitive community facilitation and interaction
Settlement planning and upgrading	No support from community members and traditional leaders Power of Attorney from state (DRDLR)	Sensitive community facilitation and interaction Consultation with DRDLR
Acquisition of specific land parcels	No support from community members and traditional leaders Finding appropriate sites Funding for infrastructure upgrade Environmental authorisation for waste water and solid waste disposal sites	Sensitive community facilitation and interaction Select and evaluate alternative sites Applications for MIG funding Environmental mitigation measures
Kwezi node	None	
Middle income housing	Uncertain demand Unfeasible if high infrastructure cost, physical constraint	Determine demand for middle income housing Feasibility Assessment
Greening	Care of trees	Ensure that the planting and care of trees gets community and municipal support

12. REFERENCES

1. Senqu Spatial Development Framework Review, May 2009
2. Anderson, M. and Pienaar, K. 2003. Evaluating Land and Agrarian Reform in South Africa: Municipal commonage. An occasional paper series No 5, PLAAS, School of Government, University of the Western Cape
3. Sterkspruit Socio-economic Profile, February 2009

13. Annexures

- A. Sterkspruit Settlement Upgrade Project Plan**
- B. Business Plan for Upgrading Sterkspruit Quitrent – submitted to DRDLR**
- C. Khwezi-Naledi Greening Project Plan**