



# NC PSDF TOOLKITS | 14 – SPLUMA MONITORING



Province of the  
**Northern Cape**  
REPUBLIC OF SOUTH AFRICA

## SUSTAINABLE DEVELOPMENT TOOLKIT

The SPLUMA Monitoring Toolkit is designed to ensure the effective implementation and monitoring of the Spatial Planning and Land Use Management Act (SPLUMA) across the Northern Cape Province. This toolkit supports the alignment of spatial development frameworks (SDFs) at national, provincial, and municipal levels, ensuring coherence and synergy in spatial planning efforts. It provides guidance for district municipalities in overseeing local planning, aligning with the National Spatial Development Framework (NSDF), and integrating with the Provincial Spatial Development Framework (PSDF) drivers. The toolkit aims to standardize monitoring practices, enhance spatial planning capabilities, and ensure adherence to SPLUMA principles across the province.

### TOOLKIT INTENT

By implementing this evaluation tool, the Northern Cape can consistently measure the impact of projects on SPLUMA principles and SDG targets.

The tool will:

- Facilitate discussions and interventions.
- Guide project planning and implementation within the context of provincial developmental objectives.
- Enable departments to align their functions with specific developmental focuses.
- This systematic approach ensures that spatial transformation and sustainable development are at the core of all projects, promoting equitable, efficient, and resilient growth throughout the province.

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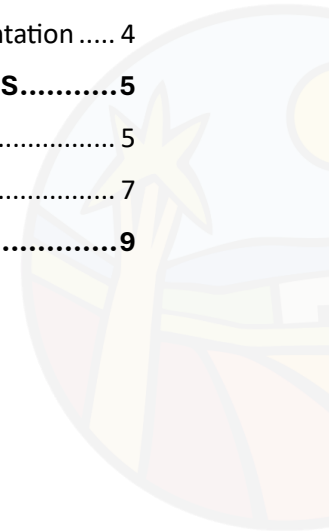
*The Northern Cape Spatial Development Framework (PSDF) is the intellectual property of the Northern Cape Office of the Premier, the Department of Agriculture, Land Reform and Rural Development (DALRRD), and the Maswana Group of Companies.*

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*The TOOLKIT should be read in conjunction with the specific Driver and Spatial Outcomes as proposed in the PSDF. This comprehensive approach ensures that the planning and development initiatives align with the overarching goals of the PSDF, fostering coordinated and sustainable development throughout the Northern Cape Province.*

## CONTENTS

<b>1</b>	<b>INTRODUCTION</b> .....	<b>3</b>
1.1	District Municipality's Role .....	3
1.2	The Role of Local Government in SPLUMA Implementation .....	4
<b>2</b>	<b>MEASURING AND MONITORING SPLUMA PRINCIPLES</b> .....	<b>5</b>
2.1	Monitoring of Spatial Development Frameworks.....	5
2.2	Evaluation of Land Use Applications.....	7
<b>3</b>	<b>CONCLUSION</b> .....	<b>9</b>



# 1 INTRODUCTION

SPLUMA requires all three spheres of government to produce SDFs with varying focuses. The national SDF provides broad strategic direction, provincial SDFs focus on coordination, and municipal SDFs develop detailed plans. The District and Local Municipal SDFs fits into this hierarchy, guiding local municipalities while aligning with national and provincial frameworks.

At the national level, the Department of Agriculture, Rural Development and Land Reform (DALLRD) oversees SPLUMA implementation, monitors the NSDF, and develops regulations. Provincial governments support municipalities by establishing provincial SDFs, providing technical support, and resolving disputes. Local governments are responsible for municipal SDFs, ensuring consistency with provincial and national legislation, and reviewing them every five years.

The Spatial Planning and Land Use Management Act (SPLUMA) mandates all three spheres of government—national, provincial, and municipal—to produce Spatial Development Frameworks (SDFs). These SDFs serve different purposes:

- The National SDF (NSDF) provides broad strategic direction.
- Provincial SDFs focus on coordinating spatial planning efforts within the province.
- Municipal SDFs offer detailed plans for specific local jurisdictions.

The hierarchical structure ensures that district and municipal SDFs align with the broader frameworks set by the national and provincial SDFs. The Department of Agriculture, Rural Development and Land Reform (DALLRD) oversees the implementation of SPLUMA at the national level, including the establishment of the NSDF and other guidelines. At the provincial level, the government supports, monitors, and strengthens municipalities, ensuring that local planning aligns with provincial and national directives. Local governments are responsible for creating Municipal SDFs, which must be consistent with provincial and national legislation.

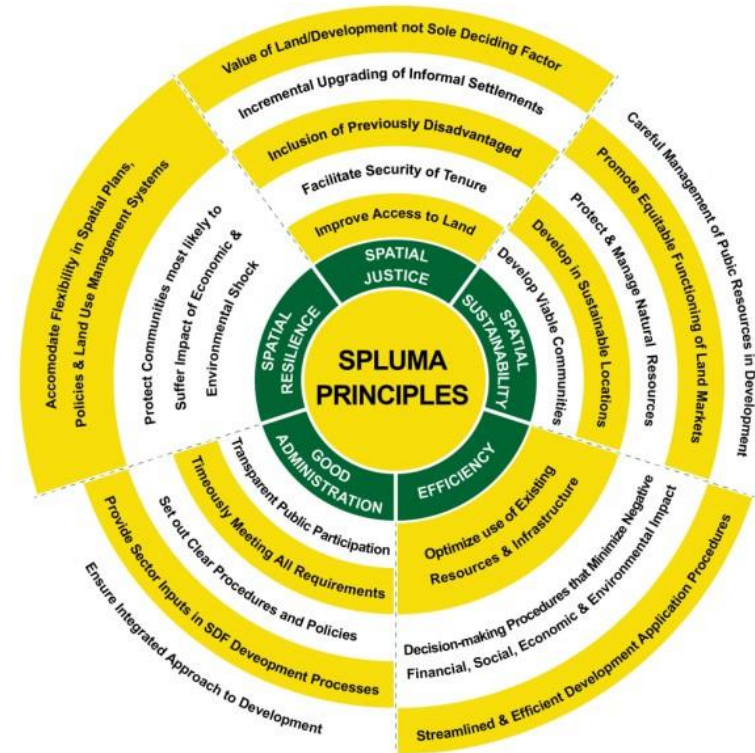


Figure 1: SPLUMA Principles and key Indicators to consider in Spatial Planning

SPLUMA requires that the national government must, in accordance with this Act and the Intergovernmental Relations Framework Act,

**“...develop mechanisms to support and strengthen the capacity of provinces and municipalities to adopt and implement an effective spatial planning and land use management system...”**

## 1.1 District Municipality's Role

District Municipalities, play a critical role in guiding local municipalities. They provide a framework for local planning without impeding detailed local-level plans. However, many districts struggle to manage their spatial planning and land use management responsibilities effectively. To address

this, a "**Shared Services**" approach is recommended, where the district and local municipalities collaborate to ensure adequate technical capacity for planning and land use management.

## 1.2 The Role of Local Government in SPLUMA Implementation

Local government plays a critical role in implementing SPLUMA and ensuring that spatial planning and land use management align with provincial and national objectives. Key responsibilities and roles of local government within the three spheres of government as per SPLUMA include:

- Local municipalities are responsible for preparing and adopting Municipal SDFs, which guide land use and spatial development within their jurisdictions.
- These SDFs must align with provincial and national SDFs, ensuring consistency in spatial planning across different levels of government.
- Local municipalities must establish and implement Land Use Systems (LUS) to regulate land use and development in accordance with the Municipal SDFs.
- LUS include zoning schemes, land use policies, and development control mechanisms to ensure sustainable and orderly development.
- Local governments must facilitate public participation in the preparation, adoption, and implementation of SDFs and LUS.
- This involves engaging with communities, stakeholders, and the public to ensure that planning processes are transparent, inclusive, and responsive to local needs.
- Local municipalities must collaborate with provincial and national governments to ensure that spatial planning initiatives are integrated and aligned with broader developmental objectives.
- This collaboration includes sharing data, coordinating planning efforts, and participating in joint planning initiatives.

- Local governments are responsible for monitoring the implementation of SDFs and LUS and reporting on their progress to provincial and national authorities.
- This includes tracking the achievement of spatial planning objectives, compliance with SPLUMA principles, and contributions towards spatial transformation.
- Local governments must ensure that they have the necessary technical and administrative capacity to effectively implement SPLUMA and manage spatial planning processes.
- This may involve seeking support and capacity-building assistance from provincial and national governments, as well as partnering with other municipalities through shared services arrangements.



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## 2 MEASURING AND MONITORING SPLUMA PRINCIPLES

To consistently measure and monitor the principles of SPLUMA, the Northern Cape can implement a Project Evaluation Tool. This tool will assess projects based on their alignment with SPLUMA's five development principles—Spatial Justice, Sustainability, Resilience, Efficiency, and Good Governance—and their contribution to spatial transformation. The Project Evaluation Tool has a twofold approach, which involves:

- **Monitoring the respective Spatial Development Frameworks (SDFs)**
- **Evaluating land use applications in terms of SPLUMA**

### 2.1 Monitoring of Spatial Development Frameworks

The table provides a comprehensive framework for monitoring and evaluating the PSDF drivers, aligned with SPLUMA principles

**Table 1: PSDF Driver 1: Economic Growth, Development, and Prosperity**

PSDF Outcome	SPLUMA Principle	Indicator
Integrated Transport Planning	Spatial Efficiency	Percentage of roads upgraded in priority areas
		Kilometers of new roads developed
		Number of public transportation projects initiated
Unlocking Economic Development	Good Administration	Amount of investment in tourism and commercial sectors

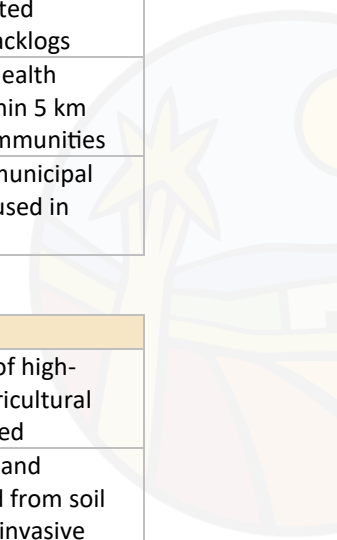
PSDF Outcome	SPLUMA Principle	Indicator
	Spatial Efficiency	Number of commercial and industrial development applications approved
	Spatial Resilience	Number of tourism products and facilities developed

**Table 2: PSDF Driver 2: Social Equity and Human Welfare**

PSDF Outcome	SPLUMA Principle	Indicator
Agriculture	Spatial Justice	Number of agricultural land reform projects supported
Development of Social and Service Infrastructure	Spatial Efficiency	Number of households with access to improved sanitation and water services
		Number of urban areas with eradicated electricity backlogs
		Number of health facilities within 5 km radius of communities
Continuum of Sustainable Human Settlement	Spatial Efficiency	Number of municipal projects focused in nodal areas

**Table 3: PSDF Driver 3: Environmental Sustainability and Resilience**

PSDF Outcome	SPLUMA Principle	Indicator
Agriculture	Spatial Sustainability	Percentage of high-potential agricultural land protected
Environment	Spatial Sustainability	Hectares of land rehabilitated from soil erosion and invasive species
		Implementation rate of water resource management strategies



	Spatial Resilience	Number of protected areas established and managed
	Spatial Resilience	Number of wetlands and riparian zones rehabilitated
Sustainable Spatial Planning System	Spatial Resilience	Number of spatial information systems implemented

**Table 4: PSDF Driver 4: Accountable and Effective Governance**

PSDF Outcome	SPLUMA Principle	Indicator
Sustainable Spatial Planning System	Spatial Justice	Number of SDFs integrated with IDPs and Precinct Plans
	Good Administration	Compliance rate with the SDI Act

**Proposed indicators per SPLUMA principle, grouped per SPLUMA Principle:**

**Table 5: Spatial Efficiency**

Performance Indicators	Means of Verification	Key Actions for PSDF
Upgrading of major transportation routes/roads	Number and location of roads upgraded	Develop and upgrade major transportation routes to improve access and connectivity.
Improving access to existing and proposed focus areas	New roads (km developed)	Create new linkages and gateways to enhance movement structures.
Development along municipal/provincial development corridors	Number of high-impact and catalytic projects located along transportation corridors	Focus development along key development corridors to stimulate economic growth.
Improved public transportation networks	Number of public transportation projects	Upgrade and refurbish public transportation infrastructure to improve local accessibility.

Performance Indicators	Means of Verification	Key Actions for PSDF
Improved sanitation services and infrastructure	Waterborne sanitation systems in urban areas	Enhance sanitation infrastructure to improve quality of life.
Improved access to water	Piped water within houses in urban settlements	Ensure access to water within households and dense settlements.
Improved access to electricity	Eradication of electricity backlogs	Address electricity access backlogs to ensure energy security.
Improved access to social facilities	Access to health facilities within 5km radius	Increase access to health and educational facilities.
Commercial & industrial development	Commercial & industrial development applications	Support commercial and industrial development in nodal areas.
Private sector investment	Uptake of commercial land in dense rural settlements	Encourage private sector investment to boost local economies.
Development of nodes	Number, nature, and budgets for municipal projects in nodes	Focus public sector investment in key nodal areas.
Promoting clusters of public facilities	Availability of infrastructure in nodes	Develop clusters of public facilities to support nodal development.
Compliance with the SDI Act	Generation of new spatial data and improved GIS system	Ensure compliance with the Spatial Data Infrastructure Act and enhance GIS capabilities.

**Table 6: Spatial Sustainability**

Performance Indicators	Means of Verification	Key Actions for PSDF
Protection of high-potential agricultural land	Identification and mapping of high-potential agricultural land	Implement land use controls and protection plans to safeguard agricultural land.



Agricultural development support	Initiatives to promote agriculture and land reform projects	Provide support to agricultural development and land reform projects.
Clearing invasive aliens and land rehabilitation	Initiatives to rehabilitate land affected by soil erosion	Establish environmental management programs and rehabilitation initiatives.
Effective Water Resource Management	Developed Water Resource Management Strategy	Develop and implement water resource management strategies.
Developing Spatial Information Systems	Number of systems approved/implemented	Develop and implement spatial information systems to improve data management.

**Table 7: Spatial Resilience**

Performance Indicators	Means of Verification	Key Actions for PSDF
Establishment of protected areas	Proclamation of environmentally sensitive areas	Proclaim and manage protected areas to conserve biodiversity.
Wetland management	Rehabilitated wetlands and riparian zones	Implement wetland management and rehabilitation programs.
Tourism development	Investment in tourism and commercial sectors	Promote and develop new tourism products and facilities.
Development of Local SDFs	Number of SDFs prepared	Integrate SDFs with IDPs and Precinct Plans for cohesive planning.

**Table 8: Spatial Justice**

Performance Indicators	Means of Verification	Key Actions for PSDF
Agricultural development support	Initiatives to promote agriculture and land reform projects	Provide support to agricultural development and land reform projects.
Development of Local SDFs	Number of SDFs prepared	Integrate SDFs with IDPs and Precinct Plans for cohesive planning.

**Table 9: Good Administration**

Performance Indicators	Means of Verification	Key Actions for PSDF
Tourism development	Investment in tourism and commercial sectors	Promote and develop new tourism products and facilities.
Compliance with the SDI Act	Generation of new spatial data and improved GIS system	Ensure compliance with the Spatial Data Infrastructure Act and enhance GIS capabilities.

These tables provide a comprehensive grouping of performance indicators per SPLUMA principle, aligned with the key actions for the PSDF.

## 2.2 Evaluation of Land Use Applications

The Project Evaluation Tool will evaluate projects on a scale of 1 to 5 based on their adherence to SPLUMA principles, with specific criteria for each principle. The tool will then translate these evaluations into a **monetary value of contribution towards spatial transformation**.

**Table 10: SPLUMA Principles and Evaluation Criteria (Northern Cape Town and Regional Planning Newsletter, Q2, 2022/2023)**

SPLUMA Principle	Score	Criteria
Spatial Justice	1	Not addressing imbalances, excluding all persons.
	2	Unsatisfactory inclusion, neutral to past imbalances.
	3	Addressing fundamental imbalances, general inclusion.
	4	Exceeding expectations in rectifying imbalances, supporting inclusion.
	5	Exceptionally planned to rectify imbalances, focusing on inclusion.
Sustainability	1	Unsustainable location, requires massive financial and institutional changes, neglects agricultural land protection.
	2	Unsuitable location, requires financial and institutional changes, neutral to agricultural land.



	3	Acceptable location, requires some financial and institutional changes.
	4	Suitable location, sensitive to agricultural land protection, limited changes.
	5	Optimal location, excellent use of financial and institutional resources, sensitive to agricultural land protection.
Resilience	1	Not considering potential community shocks.
	2	Identifies concerns but lacks mitigation measures.
	3	Identifies concerns with limited mitigation measures.
	4	Adequate measures to mitigate community shocks.
	5	Exceptional plans to mitigate negative impacts on communities.
Efficiency	1	Mostly negative impacts, not optimizing resources.
	2	Limited negative impacts, uses existing resources.
	3	Neutral impacts, uses existing resources.
	4	Mostly positive impacts, optimizes existing resources.
	5	Only positive impacts, optimizes all resources.
Good Governance	1	Isolated planning, no public participation, disregards SPLUMA.
	2	Some integration, limited stakeholder engagement, minimal SPLUMA compliance.
	3	Integration among departments, low public participation, basic SPLUMA compliance.
	4	Good integration, public participation, adheres to SPLUMA.
	5	Fully integrated, transparent, high public participation, meets SPLUMA requirements.

**Table 11: Scoring and Weighting**

Score	Percentage Contribution
1	0%
2	25%
3	50%
4	75%
5	100%

Projects are scored from 1 to 5 for each principle, with scores translated into a percentage of contribution. The weights assigned to each principle can be adjusted based on provincial developmental priorities. For example, if resilience is prioritized, it will receive a higher weight in the overall calculation. The total score can then be expressed as a factor of the project budget, translating the rating into a monetary value of contribution towards spatial transformation.

### Example Evaluation of a Land Use Application:

**Table 12: Application: Proposed Mixed-Use Development**

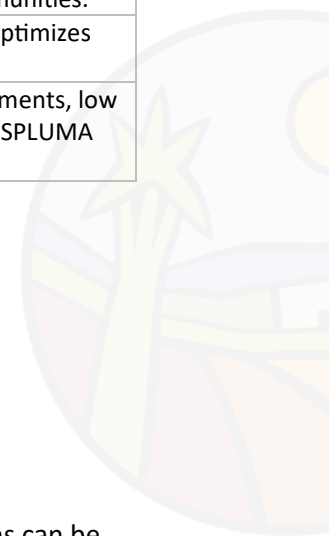
SPLUMA Principle	Score	Percentage Contribution	Criteria
Spatial Justice	4	75%	Exceeding expectations in rectifying imbalances, supporting inclusion.
Sustainability	3	50%	Acceptable location, requires some financial and institutional changes.
Resilience	5	100%	Exceptional plans to mitigate negative impacts on communities.
Efficiency	4	75%	Mostly positive impacts, optimizes existing resources.
Good Governance	3	50%	Integration among departments, low public participation, basic SPLUMA compliance.

### Calculation:

- Spatial Justice : 75% of the maximum contribution
- Sustainability : 50% of the maximum contribution
- Resilience : 100% of the maximum contribution
- Efficiency : 75% of the maximum contribution
- Good Governance : 50% of the maximum contribution

To calculate the total contribution, the percentage contributions can be summed up and divided by the number of principles to get an average:

$$\text{Total Contribution} = \frac{75+50+100+75+75}{5} = 70\%$$





If the project budget is R1,000,000, the monetary value of contribution towards spatial transformation would be:

**Monetary Value = 70% x R 1 000 000 = R 700 000.**

This mixed-use development project would therefore contribute R700,000 towards spatial transformation based on its adherence to SPLUMA principles.

Implementing this proposed tool will enable the province or a municipality to calculate the overall contribution in terms of Rand value toward Spatial Transformation or specific development principles.

This approach can serve as a foundation for discussions, interventions, and project guidance within the context of specific developmental objectives, whether linked to a Spatial Development Framework, Integrated Development Plan, or the District Development Model.

By further refining the development of this project evaluation tool, specific departments can also receive guidance on supporting their core functions within their respective mandates and areas of focus.

### 3 CONCLUSION

By fulfilling these roles, local governments contribute to the overall success of SPLUMA implementation, ensuring that spatial planning and land use management promote sustainable development, spatial justice, and resilience at the local level. This collaborative approach across all three spheres of government helps to achieve the broader objectives of spatial transformation and sustainable development in the Northern Cape and beyond.



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