



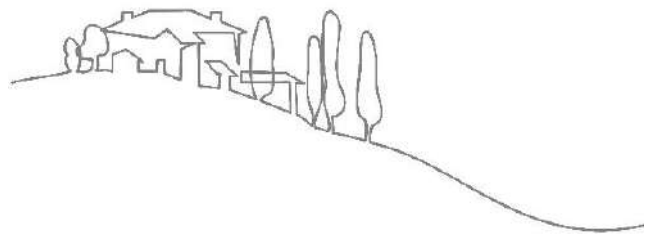
SMALL TOWN REGENERATION STRATEGY AND IMPLEMENTATION PLAN, 2021



cooperative
governance

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

**THE SMALL TOWN REGENERATION STRATEGY
AND IMPLEMENTATION PLAN, 2021**



Opportunities for small towns to prosper are abundant; the landscape for their success is fertile – but success does not happen by accident. The town that understands the factors that influence its chances of success and knows the value of having a vision for economic development, will prosper.

~Stuart Bartlett



CONTENTS

Chapter	Description	Page
i.	Acronyms and Abbreviations	vii
ii.	Terms and Definitions	x
iii.	Acknowledgements	xvi
iv.	Executive summary	xvii
1	Introduction	1
1.1	Identification of the problem	1
1.2	Purpose of the STR Strategy	11
1.3	Extent of the STR Strategy	12
1.4	Limitations of the STR Strategy	13
2	Development directives from legislation, policies, and programmes framing the regeneration of small towns in South Africa	15
2.1	Introduction	15
2.2	Legislative analysis	16
2.3	Policy analysis	17
2.4	Programs	21
2.5	Key findings	25
2.6	Conclusion	30
3	The current state of affairs	33
3.1	Introduction	33
3.2	Contributing factors impeding the implementation of the STR: A spatial planning perspective	33
3.3	Contributing factors to the decline in small towns. A socio-economic perspective	35
3.4	Contributing factors to the LED challenges	42



3.5	Contributing factors to the decline in small towns. A governance/IGR perspective	43
3.6	Summary of key learning form the assessment of the first-generation STR	45
3.7	Summary of key issues to be addressed by the STR Strategy	58
3.8	Conclusion	60
4	The aspirations and strategic focus areas of the STR Strategy	63
4.1	Introduction	63
4.2	What is a small town within the context of the STR Strategy?	64
4.3	STR vision and objectives	65
4.4	Strategic focus areas of the STR Strategy	76
4.5	Conclusion	85
5	Key considerations for the implementation of the STR Strategy at a governmental level	87
5.1	Introduction	87
5.2	Where to start?	88
5.3	Governance Model	107
5.4	Accountability Model	115
5.5	Public entities to be considered for the implementation of the STR Strategy	122
5.6	M&E Model for the implementation of the STR Strategy	129
5.7	Comments from various engagements considered in the development of the strategy	138
5.8	Conclusion	139
6	A new era for small towns in South Africa	141
6.1	Introduction	141
6.2	STR Strategic Area 1: Spatial planning	141
6.3	STR Strategic Area 2: Social development	174
6.4	STR Strategic Area 3: Economic development	183
6.5	STR Strategic Area 4: IGR/governance	192



6.6	STR Strategic Area 5: M&E	207
6.7	The implementation process in a town	210
6.8	Conclusion	219
7	STR Implementation Plan	221
7.1	Values for change	221
7.2	Introduction	221
7.3	Phase 1: Start Up	224
7.4	Phase 2 – 4: Roll out of the STR to small towns	248
7.5	Phase 5: Performance review	258
7.6	Conclusion	260
	References	302
	LIST OF FIGURES	
	Figure 1.1. Urbanisation from 2009 to 2019	2
	Figure 1.2. Index of risk factors	3
	Figure 1.3. Classification of municipalities into urban and rural areas	5
	Figure 1.4. Snapshot of municipalities' performance according to selected indicators	6
	Figure 1.5. Municipal audit outcomes	8
	Figure 1.6. Core elements of the IUDF	11
	Figure 2.1. Legislation, policies, and programmes to be assessed	15
	Figure 2.2. SPLUMA spatial development roles and responsibilities	16
	Figure 2.3. Development Planning in South Africa	17
	Figure 2.4. Development path of the STR Programme	23
	Figure 3.1. In-migrants for the period 2016-2021	38
	Figure 4.1. Different levels of M&E within the STR ecosystem	84
	Figure 5.1. Small towns within the National Resource Risk Areas	91
	Figure 5.2. Small towns within the Central Innovation Belt	92
	Figure 5.3. Small towns within the Arid Innovation Zone	92
	Figure 5.4. Nodal towns in relation to its area of influence	93
	Figure 5.5. Small towns in the Waterberg District	94
	Figure 5.6. Example of a town and its area of influence (FER)	95
	Figure 5.7. National Spatial Prioritisation of towns	99
	Figure 5.8. Towns along the national road network	102



Figure 5.9. Towns along the regional road network	103
Figure 5.10. Small towns located in MMs and ICMs	107
Figure 5.11. Four inter-related characteristics of a developmental local government	108
Figure 5.12. Key development outcomes envisaged for local government	108
Figure 5.13. Governance Model	109
Figure 5.14. Accountability and transparency as requirements of public service delivery	116
Figure 5.15. Accountability in local government	119
Figure 6.1. Spatial planning considerations	142
Figure 6.2. Frameworks which inform urban management	161
Figure 6.3. Accountability in local government	164
Figure 6.4. Differentiation between safety and security	167
Figure 6.5. Bottom-up approach to achieve local social development	174
Figure 6.6. IGR considerations for capacity building at all levels of Government and other key stakeholders such as civil society	194
Figure 6.7. IGR considerations for championing, leadership and accountability	202
Figure 6.8. Where to start	210
Figure 6.9. Key tasks of the Municipal Task Team	211
Figure 6.10. Explore the community and the town	213
Figure 6.11. Community development and planning process	214
Figure 7.1. STR Implementation phases, timeline and key activities	224
Figure 7.2. DCoGs key responsibilities	227
Figure 7.3. Key responsibilities of the Functional Entity / Governing Body and Task Team	228
Figure 7.4. Advantages of having three pilot sites	235
Figure 7.5. STR Priority Towns 1, 2 and 3	250

LIST OF TABLES

Table 3.1. NSDF priorities	47
Table 3.2. Key issues that will inform the next iteration of the STR	58
Table 5.1. Considerations in the demarcation of regions	96
Table 5.2. Elements of readiness	104
Table 5.3. The development of a governance model	112
Table 5.4. Governance model/structure in a local government context	113
Table 5.5. Governance model/structure in town context	114
Table 5.6. Development of an Accountability Model	118
Table 5.7. Towards a sustainable Community Accountability Model (key considerations)	121
Table 5.8. Summary assessment of the institutional options	127



Table 5.9. Results Performance Framework	131
Table 6.1. Aims, role-players and skills for the regionalist approach	145
Table 6.2. Aims, role-players and skills for the town-based approach	147
Table 6.3. Aims, role-players and skills required to address urban and rural linkages	149
Table 6.4. Aims, role-players and skills required for the SEBS	151
Table 6.5. Aims, role-players and skills for infrastructure planning, provision and maintenance	154
Table 6.6. Aims, role-players and skills for GIS	157
Table 6.7. Aims, role-players and skills for the delineation of the development boundary	159
Table 6.8. Aims, role players and skills for the Placemaking and Built Form Framework	164
Table 6.9. Aims, role players and skills for the formulation of Institutional and Regulatory Framework	166
Table 6.10. Aims, role players and skills for safety and security	168
Table 6.11: Aims, role players and skills for area management	170
Table 6.12. Aims, role players and skills for community development	173
Table 6.13. Aims, role players and skills for bottom-up approach	177
Table 6.14. Aims, role-players and skills for community participation, community development and inclusive social development	182
Table 6.15. Aims, role players and skills for the formulation of Institutional and Regulatory Framework	186
Table 6.16. Aims, role-players and skills for infrastructure investment	187
Table 6.17. Aims, role players and skills for capacity building	197
Table 6.18. Aims, role players and skills for training, research and development	198
Table 6.19. Aims, role players and skills for mentorship	200
Table 6.20. Aims, role players and skills for shared services	201
Table 6.21. Governance structure/model – key considerations for the implementation plan	205
Table 6.22. Partners identified	207
Table 7.1. Key targets for the implementation of phase 1	225
Table 7.2. Rational behind Activity 1	229
Table 7.3. Functional entity for overseeing the implementation of the strategy.	230
Table 7.4. Rational behind the testing and refinement of the pilot sites	236
Table 7.5. Implementing the Town-based approach on three (3) pilot sites.	237
Table 7.6. Establishment of a STR Local Community Forum and Action Group	243
Table 7.7. Rational behind roll out of the STR to small towns	248
Table 7.8. Priority 1 Towns	249



Table 7.9. Roll out to prioritised towns (Phase 2 – 4)	251
Table 7.10. Roll out using the Regionalist Approach	255
Table 7.11. Performance Review	258

LIST OF PHOTOS

Photo 3.1. Lack of basic services	36
Photo 3.2. Unused building material left to rot over a year –R6million been wasted on unfinished project to construct an EMPD precinct in Boksburg	36
Photo 3.3. The official unemployment rate in SA in February 2021 was 32.5%	37
Photo 3.4. Spaza shop serving the local community	38
Photo 3.5. Lack of training opportunities	39
Photo 4.1. Montagu in the Western Cape	63
Photo 4.2. Clarens in the Free State	64
Photo 6.1. Including all, means including all.	150
Photo 6.2. Include the leaders of tomorrow	150
Photo 6.3. Building and supporting female entrepreneurs.	150
Photo 6.4. Young children carry bottled water that was delivered by a truck in Swartruggens.	151
Photo 6.5. Example of poor infrastructure maintenance	152
Photo 6.6. Sewage plant in Swartruggens, built in 2012, which is in a state of disrepair.	152
Photo 6.7. Example in Senekal / Matwabeng where the community is revitalising the town through active citizenry.	153
Photo 6.8. GIS data layers or themes	155
Photo 6.9. Satellite imagery showing the development boundary	157
Photo 6.10. Women collecting water	175
Photo 6.11. Early childhood development	175
Photo 6.12. Data capture as part of the SEBS	176
Photo 6.13. Data analysis as part of the SEBS	176

ANNEXURES

Annexure A: A list of small towns as scored against the criteria for the prioritisation of small towns

Annexure B: Comments from various engagements considered in the development of the strategy

Annexure C: Checklist for the implementation of the strategy in a town



i. Acronyms and Abbreviations

ABBREVIATIONS	ACRONYMS
APP	Annual Performance Plan
BEPPs	Built Environment Performance Plans
CAM	Cape Agulhas Municipality
CCB	Community Capacity Building
CDF	Community Development Framework
COGTA	Cooperative Governance and Traditional Affairs
Covid-19	Coronavirus Disease 2019
CSIP	Capacity Support Implementation Plans
CSIR	Council for Scientific and Industrial Research
CSP	Cities Support Programme
CSR	Corporate Social Responsibility
DALRRD	Department of Agriculture Land Reform and Rural Development
DASC	Department of Arts Sports and Culture
DCoG	Department of Cooperative Governance
DDM	District Development Model
DM	District Municipality
DMR	Department of Mineral Resources
DNA	Development Needs Assessment
DNSDF	Draft National Spatial Development Framework 2019
DoL	Department of Labour
DORA	Division of Revenue Act
DPSA	Department of Public Service and Administration
DPME	Department of Performance Monitoring and Evaluation,
DSBD	Department of Small Business Development
EDP	Economic Development and Planning Directorate
FERs	Functional Economic Regions
FMPI	Framework for Managing Performance Information
GBE	Government Business Enterprises
GDP	Gross Domestic Product
GES	Government and Service Index (GES)
GIS	Geographic Information System
GRDP	Gross Regional Development Product



GVA	Gross Value Added
ICM	Intermediate Cities Municipalities Programme
ICT	Information and Communications Technology
IDP	Integrated Development Plan
IGR	Inter-Governmental Relations
IUDF	Integrated Urban Development Framework
IUDG	Integrated Urban Development Grant
KPA	Key Performance Area
KPI	Key Performance Indicator
KRSDF	Karoo Region Spatial Development Framework
LCFAG	Local Community Forum and Action Group
LED	Local Economic Development
LSD	Local Social Development
LM	Local Municipality
LUM	Land-Use Management
LUMS	Land-Use Management System
M&E	Monitoring and Evaluation
MANCO	Management committee
MSDF	Municipal Spatial Development Framework
MoU	Memorandum of Understanding
MTEF	Medium-Term Expenditure Framework
NDP	National Development Plan
NEF	National Empowerment Fund
NPO	Non-Profit Organisation
NSAA	National Strategic Action Areas
NSDF	National Spatial Development Framework
NSDP	National Spatial Development Priorities
NT	National Treasury
NUA	New Urban Agenda
M&E	Monitoring and Evaluation
MPRDA	Mineral and Petroleum Resources Development Act
PFMA	Public Finance Management Act No. 29 of 1999
PMO	Project Management Office
PPM	Project Portfolio Management



PPP	Private-Public partnerships
PSDF	Provincial Spatial Development Framework
QMR	Quarterly Management Reporting
QPRs	Quarterly Performance Reports
RFQ	Request for Quote
RGDP	Regional Gross Domestic Product
Rol	Return on Investment
RSDF	Regional Spatial Development Frameworks
RESDF	Regional Economic Spatial Development Framework
SA	South Africa
SALGA	South African Local Government Association
SEBS	Socio-economic Baseline Study
SEDA	Small Enterprise Development Agency
SEFA	Small Enterprise Finance Agency
SD	Social Development
SDF	Spatial Development Framework
SMME	Small, Medium and Micro Enterprises
STR	Small Town Regeneration
SOEs	State owned entities



ii. Terms and Definitions

TERM	DEFINITION
All-of Society approach	The contribution of and important role played by all relevant stakeholders, including individuals, families and communities, intergovernmental organizations and religious institutions, civil society, academia, the media, voluntary associations and, where and as appropriate, the private sector and industry, in support of national efforts.
Apartheid*	A political system and its laws and policies directed towards the separation of different ethnic or racial groups. Spatially, apartheid involved the physical separation of the four racial groups according to the Population Registration Act of 1950 into so-called “Group Areas” according to the Group Areas Act of 1950. A system of ethnically-based “Bantustans” for Black South Africans was also established.
City*	A human settlement characterised by (1) large and generally diverse communities of people living at high residential densities, (2) a variety of employment opportunities, and (3) high-intensity business and commercial areas.
Crowded out	Crowding out is a phenomenon that occurs when increased government involvement in a sector of the market economy substantially affects the remainder of the market, either on the supply or demand side of the market.
Economic sectors*	A description of the kind of economic activities in a country, or the activities in which the population of a country are active/working. The following five categories/sectors of economic activity are generally used in this regard: (1) the primary sector, which includes agriculture, mining and other natural resource-based industries; (2) the secondary sector, which entails manufacturing, engineering and construction; (3) the tertiary sector, meaning the service industries; (4) the



TERM	DEFINITION
	<p>quaternary sector, which refers to intellectual activities involving education and research; and (5) the quinary sector, which is reserved for the economic activities of high-level decision makers in government and industry. In some instances, the last two sectors are included in the definition of the tertiary sector.</p>
<p>Employment/ Unemployment rate</p>	<p>The employment rate is defined as a measure of the extent to which available labour resources (people available to work) are being used while unemployment rate is the percentage of the total labour force that is unemployed but actively seeking employment and willing to work.</p>
<p>Gross Regional Development Product (GRDP)/Gross Domestic Product by Region (GDP-R)</p>	<p>It is a monetary measure of the market value of all the final goods and services produced in a region. Nominal GRDP measures the value of the outputs of the economy at current prices while Real GRDP referred to as GRDP at constant prices. It is an important indicator which compares economic performance at different times or for different entities.</p>
<p>Gross value added (GVA)</p>	<p>Gross value added (GVA) is an economic productivity metric that measures the contribution of a firm, company or municipality to an economy or sector of a region. Gross value added provides a dollar value for the amount of goods and services that have been produced in a country, minus the cost of all inputs and raw materials that are directly attributable to that production.</p>
<p>Hinterland*</p>	<p>The sparsely populated areas close to an urban settlement or node in which people farm or depend on natural resources for their livelihood, including the villages and small towns that are dispersed throughout these areas.</p>
<p>Infrastructure*</p>	<p>The basic equipment, utilities, productive enterprises, installations, and services essential for the development, operation, and growth of human settlements and economic activities. Infrastructure includes items such as</p>



TERM	DEFINITION
	roads, utility lines for water, sanitation and electricity, drainage structures and communication technology. A distinction is often made between (1) engineering infrastructure, such as roads, electricity, sewerage, water, and (2) social infrastructure, which can broadly be defined as the construction and maintenance of facilities that support social services, such as health, education, community, welfare support, citizen registration and cultural facilities.
Land Reform*	The process of correcting the historical imbalances in (1) ownership of land, and (2) access to land. It entails three types of intervention by the State, viz. (1) land restitution, meaning the redress of wrongs committed during the colonial and Apartheid eras; (2) land redistribution, meaning the provision of land for residential and economic purposes to those who do not have the means to access land); and (3) tenure reform, meaning the provision of security of tenure.
Land-Use Pattern*	The land-use pattern is a general description of how land is occupied or used, and how land-uses tend to be distributed across a specific geographic area. In the context of the National Spatial Development Framework, the national land-use pattern is a high-level description of how the (1) population, (2) settlements, (3) economic activities, and (4) natural areas are distributed and systemically-related within the country as a whole.
Per capita income	Per capita income or average income measures the average income earned per person in a given area in a specified year. It is calculated by dividing the area's total income by its total population and can also be used to evaluate the standard of living and quality of life of the population.
Rural Development*	The process of improving the quality of life and economic well-being of people living in a rural area, by planned



TERM	DEFINITION
	interventions in the area in (1) the ownership and use of land, (2) the provision, maintenance and upgrading of infrastructure and social services, and (3) the type and intensity of economic activities.
Rural	Generally regarded as areas outside cities and towns. Economic activity in these areas is in most cases intrinsically tied to natural resource use and/or beneficiation, and consists of agriculture, fishing, forestry, nature conservation, eco-tourism and mining.
Spatial Planning*	The process of making strategic decisions as to (1) how and for what purpose public, communal and private-owned land in an area (it could be a street, town, province, country or continent) is to be used and developed in an environmentally sustainable, economically viable and affordable way, and (2) how these land portions are to be connected to each other through road and rail networks and served with basic service infrastructure (water, electricity and sanitation) and communication networks (cellular, Wi-Fi and fibre).
Spatial Transformation*	The carefully planned and well-managed process of placing infrastructure, social services and economic activities in settlements in such a way that (1) the segregated spatial patterns inherited from colonial and Apartheid times are broken down, and (2) the inefficiencies, injustices and inequalities in access to opportunities resulting from these past patterns are corrected.
Sustainable Development*	Development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. The definition of sustainable development usually refers to social, economic and institutional components.
Theory of change*	A story of how things, settings or situations can and will be changed through a well-planned and sequenced set of



TERM	DEFINITION
	actions and interventions, to bring about a desired goal, situation or state of affairs.
“Trickle-down”	The theory that the poorest in society gradually benefit as a result of the increasing wealth of the richest.
Town*	A place where people and services are geographically concentrated in a distinct and identifiable area. While towns can vary in size, they tend to have a smaller population, lower residential densities, fewer employment opportunities and fewer and/or smaller economic activities than cities.
Urban Development*	The process of improving the quality of life and economic well-being of people living in an urban area through planned interventions in the area in (1) the ownership and use of land, (2) the provision, maintenance and upgrading of infrastructure and social services, and (3) the type and intensity of economic activities.
Urban*	A term that refers to a city, being in a city, or ‘of a city’. Urban areas are characterised by (1) large communities living at high residential densities, (2) a variety of employment opportunities, and (3) high-intensity business and commercial areas. The ‘urban-rural distinction’ between cities and towns varies from country to country and is most often based on a combination of factors related to population size, level of economic output and development density. Generally, large towns are considered as ‘urban’, whereas small towns are most often regarded as ‘rural’. ‘Urban regions’ in the context of the National Spatial Development Framework refer to large and growing, functionally integrated, built-up regions, that are characterised by areas of high residential density and economic intensity where the population exceeds more than two million inhabitants.



TERM	DEFINITION
Urbanisation*	The process by which an increasing percentage of a country's population (1) moves to live in large towns and cities with the intention of staying there or in a similar urban area, and not returning to the rural area, and (2) is born in an urban area.
Whole of government approach	One in which public service agencies work across portfolio boundaries, formally and informally, to achieve a shared goal and an integrated government response to particular issues. It aims to achieve policy coherence in order to improve effectiveness and efficiency.

* Source: Adapted from the National Spatial Development Framework Draft 2019



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iv. Executive summary

BACKGROUND

The Department of Cooperative Governance (DCoG), acting as the implementing agent of the Integrated Urban Development Framework (IUDF), has embarked on the review of the existing Small Town Regeneration Programme (STR). Since the commission of the STR in 2013/2014 and the adoption of the IUDF in 2016, there have been varying degrees of success and important lessons to be learnt. The DCoG has therefore found it necessary to assess and review the success of the programme on the initial 18 identified towns and thereafter facilitate a coherent, revised, and implementable strategy that is aligned with the IUDF, as well as new national initiatives, such as the District Development Model (DDM), Cities Support Programme (CSP) and Intermediate Cities Municipalities Programme (ICM).

To bring about decisive spatial transformation and simultaneously managing the growing urban population, without neglecting the rural poor, South Africa (SA) can either: (1) invest more in major cities to accommodate migrants and to avoid worsening urban poverty; (2) sustain (or expand) rural investment to provide poor rural households with employment and income opportunities; and (3) due to the stronger connections to the rural poor, invest in towns and secondary cities (Arndt, Davies & Thurlow, 2018:1).

In view of the above, the following research problems will be investigated to obtain an understanding of what can be done to bring about decisive spatial transformation and regeneration in SA's small towns:

- What are the blockages in the regeneration of small towns?
- How can regeneration that is sustainable and progressive towards development in small towns be promoted?
- How can current attempts to regenerate small towns in SA be improved?

EXTENT OF THE STR STRATEGY

The first chapter of the STR Strategy document frames the concerns in the promotion of the regeneration of SA's small towns.

Chapter 2 explores the South African planning system with specific focus on the policies and programmes, which inform and direct the development of cities and towns. This includes a desktop assessment of how the current STR links to the ICM and the CSP.



The basis for Chapter 3 is a desktop assessment of the STR as currently being implemented. This chapter delves into the existing knowledge base of the current STR, which provides practical insight on the current blockages and its shortfalls that hinder the programme. The focus is on evaluating the current success, failures and blockages (lessons learnt).

Chapter 4 focuses on the definition of a small town in the context of the STR Strategy and provides an overview of the vision and objectives to be achieved by the STR Strategy. Furthermore, it addresses the strategic focus areas to be addressed in the development of the STR Strategy.

The focus of Chapter 5 is to provide directives to government in terms of the selection of small towns to be supported, the proposed Governance and Accountability Model, Funding Models available and lastly the M&E Model to be adopted to ensure a practical and implementable STR that will bring about the regeneration of SA's small towns.

The STR Strategy does not only focus on providing directives at a governmental level. Chapter 6 focuses and pays attention to providing direction at a town-level to enable the regeneration of small towns and to support the national goals and strategies to bring about decisive spatial transformation.

Lastly, Chapter 7 consists of an Implementation Plan to move the STR Strategy forward and to ensure the regeneration of small towns in an integrated and holistic manner.

DEVELOPMENT DIRECTIVES FORM LEGISLATION, POLICY AND PROGRAMMES

Legislation, policy, and programmes are the foundation and framework required to bring about decisive spatial transformation and simultaneously managing the growing urban population.

The desktop analysis of legislation, policies and programmes indicates that the most sensible approach to unlocking the potential of small towns in rural areas is to accept the reality of rural differentiation. Also, research has underscored and reiterated the importance of a regional approach when developing a STR Strategy. Thus, it is pertinent that



development strategies must recognise the interdependence of rural and urban spaces and the intermediate cities close to a small town.

It is suggested that a proactive approach is required to identify and resolve intergovernmental and planning problems when considering strategies and programmes for small town regeneration. In view thereof, intergovernmental and differentiated planning, needs to be firmly positioned within the local government governance framework, together with initiatives to build spatial and long-term intergovernmental planning capabilities for growth and development.

The various legislation, policies and programmes are in unison as it is clearly shown that the advocating for urban development is not an alternative to rural development. Small towns are key entities in promoting economic growth of the surrounding remote areas as they create access to markets for economic activities taking place in rural surrounding.

ASSESSMENT OF THE CURRENT STR

Owing to rapid urbanisation, small towns, especially in the rural areas of SA are in distress and some have even lost their economic vitality due to the lack of incentives to retain the economically active labour force. Moreover, the former dependence on a single industry and the general lack of economic diversification have created a degree of stagnation in these towns, which are often unable to keep up with competition from larger economic hubs. Since December 2019, the Covid-19 pandemic added new challenges to small towns, for example, a higher demand on health care facilities and the lack of internet at some schools made home-schooling not only difficult, but in some instances impossible. Small towns that rely on tourism, for example Clarens, at one stage suffered from travel limitations and are still suffering from impacts of fewer tourists.

In organising a response to the problems facing small towns, the South African Local Government Association (SALGA) has assumed an important leadership role. As a result, the STR was initiated by the SALGA in 2013 and was officially launched in 2015.

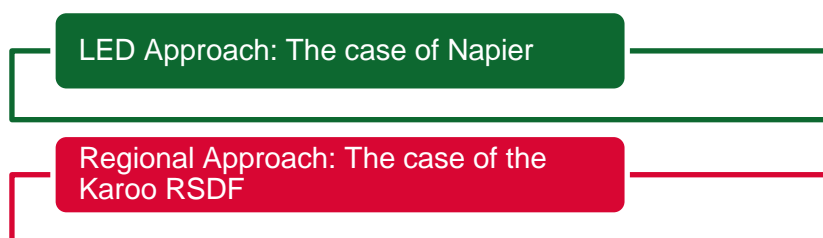
At the inception of the STR, the aim was (1) regeneration, restoration, and fulfilling the economic potential of underperforming small towns, as well as (2) embracing the significance of small towns and their crucial roles in larger hierarchy settlements. Over time, and as evidenced by legislative and policy context indicated, the STR has evolved to



adopt a regionalist approach to small town development and regeneration, which has resulted in a move away from jurisdictional/administrative regions to functional social, spatial and economic regions.

The importance of an integrated, regional approach to small town growth and regeneration was soon recognised by SALGA and its member municipalities. This paved the way for the first Karoo STR Conference that took place in Beaufort West in April 2016, the second was held in De Aar in July 2017 and the third was held in 2018 in Graaff-Reinet. Subsequently, the Karoo STR Conferences paved the way for the drafting of the Karoo Regional Spatial Development Framework.

What is evident is that there are currently two approaches that have been used to implement the STR, as illustrated in the figure below.



What is clear from the assessment of the STR, a co-ordinated effort is required in its implementation. From inception it is important that a town has a clear vision for its development. By town, we mean all actors and stakeholders who are invested or impacted by the socio-economics of a town. Integrated Development Plans and Spatial Development Frameworks are strategic plans that give a voice, structure, and legibility to the vision. Viable, long-term development plans require careful preparation, and it is important that municipalities invest in the formulation of these plans. It is also within these plans that socio-economic goals can be defined.

In support of these strategic plans, it is important to include all affected and relevant stakeholders, therefore the importance of functional institutional arrangements and governance structures cannot be downplayed. In towns where upfront work has been done to form these arrangements, development has been on the rise. Development goals are solidified, strengthened, and individuals are held accountable in towns where these are implemented. A holistic integrated approach, with the support of all parties affected is paramount to the success of STR implementation.



THE ASPIRATIONS AND STRATEGIC FOCUS AREAS OF THE STR STRATEGY

It is evident that there is a renewed emphasis on the development role of small towns and the importance of developing a strategy to enhance the developmental role of small towns.

Thus, taking cognisance of the literature study and the key SA policies and programmes the following definition is offered for small towns within the context of the STR Strategy:

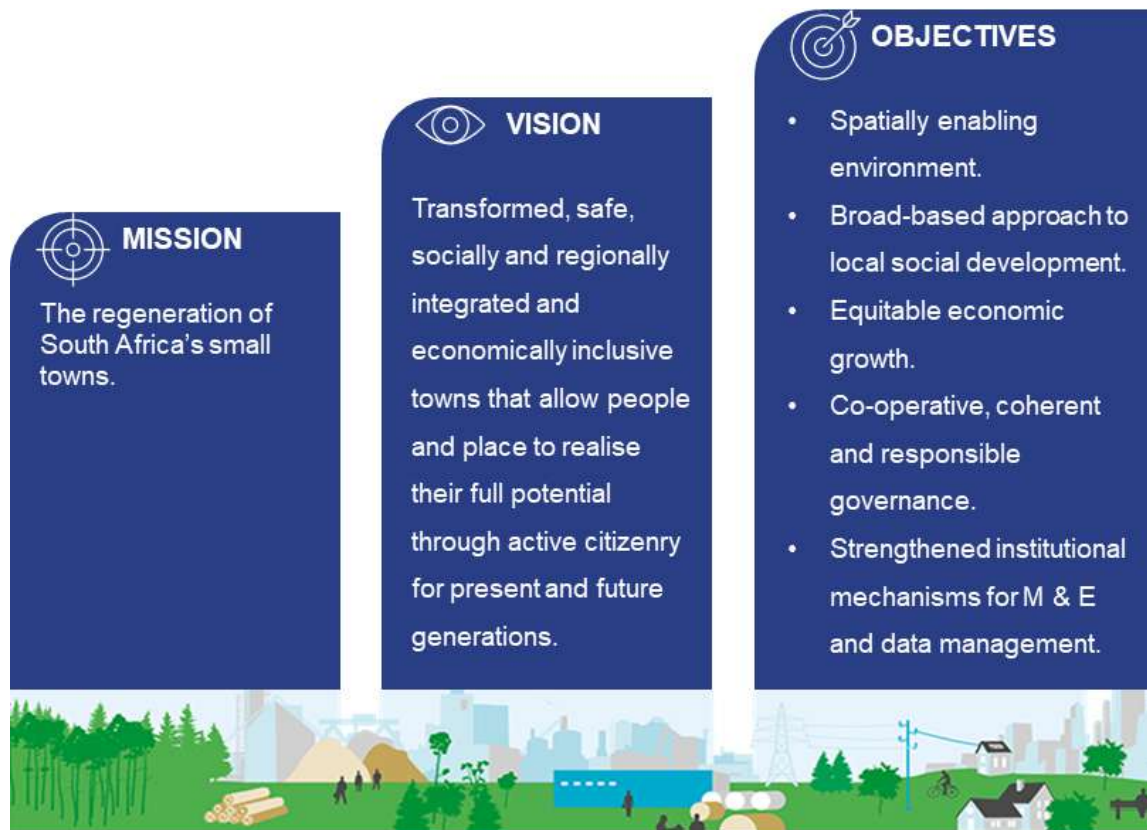
A small town is a settlement of varying size (in population and geographical area) existing below intermediate cities in the settlement hierarchy, creating the spatial and economic link between the cities and rural areas and serves as a local node, which typically relies on natural resources and other functions, and is characterised by varying levels of resources, services, infrastructure, and a limited presence of effective governance structures/authorities.

At the heart of the vision is the central aim to address the developmental needs of small towns. In view thereof, the vision should address the social needs of people living and working in small towns, now and in the future, and create opportunities for the establishment of sustainable communities.

Guided by the STR vision and following the Situational Analysis of the current STR Programme, the objectives of the STR Strategy are to (1) create a spatially enabling environment, by following a (2) broad-based approach to local social development, that will bring about (3) equitable economic growth, through (4) co-operative, coherent and responsible governance, and (5) strengthened institutional mechanisms for monitoring and evaluation and data management.

The aim, vision and objectives are illustrated in the following figure (see overleaf).





KEY CONSIDERATIONS FOR THE IMPLEMENTATION OF THE STR ON A GOVERNMENT LEVEL

SA's towns are all searching for a more just spatial development model whereby the demands of modern sustainable urban development can be met and to advance human development. This is a complex challenge, as towns are faced with a myriad of environments, (physical, economic, social and institutional) which determine their liveability and viability. A town has to, not only appeal to all aspects of its citizens' needs from physiological to self-actualising, but also has to retain and nurture its natural environments, feed, house, and develop its human citizenry and be adaptive. All this in tandem with providing its citizens with a sense of belonging and identity.

It is in this context that this Chapter asks the question, "*How best do we support small towns to achieve transformation, economic growth, livelihoods, regional and social integration, and economic inclusivity in a sustainable manner?*". To answer this question, and through a whole-of-government and all-of society approach, the STR establishes that it is important to (1) align with the National Spatial Development Framework (NSDF) and Integrated Urban Development Framework (IUDF), (2) target investment to unlock



potential, (3) strengthen governance, (4) ensure accountability and (5) create a special entity to move forward with implementing the strategy.

A NEW ERA FOR SMALL TOWNS

Throughout this document it is reiterated that small towns and rural areas are places with unique sites, issues, and characters that are not often seen in more urban development. In rural areas people's relationship to place and space is fundamentally different to those in more urban centres. Within the South African context, the importance of considering the spatial impact of development and spatial planning is not only strongly linked to current needs and priorities, but also to past legacies and challenges in creating a future for South Africans to thrive.

The lack of coherent spatial, social and economic planning in small towns is something that has been evidenced in literature, policy, programmes and through engagements with different stakeholders. This reiterates the importance of addressing how small towns can equip themselves to achieve the STR objective. In this regard the STR therefore makes proposals in terms of aspects such as urban management, highlights the importance of undertaking a Socio-Economic Baseline Study, infrastructure planning, maintenance and provision and places emphasis on the importance of including all in the regeneration process.

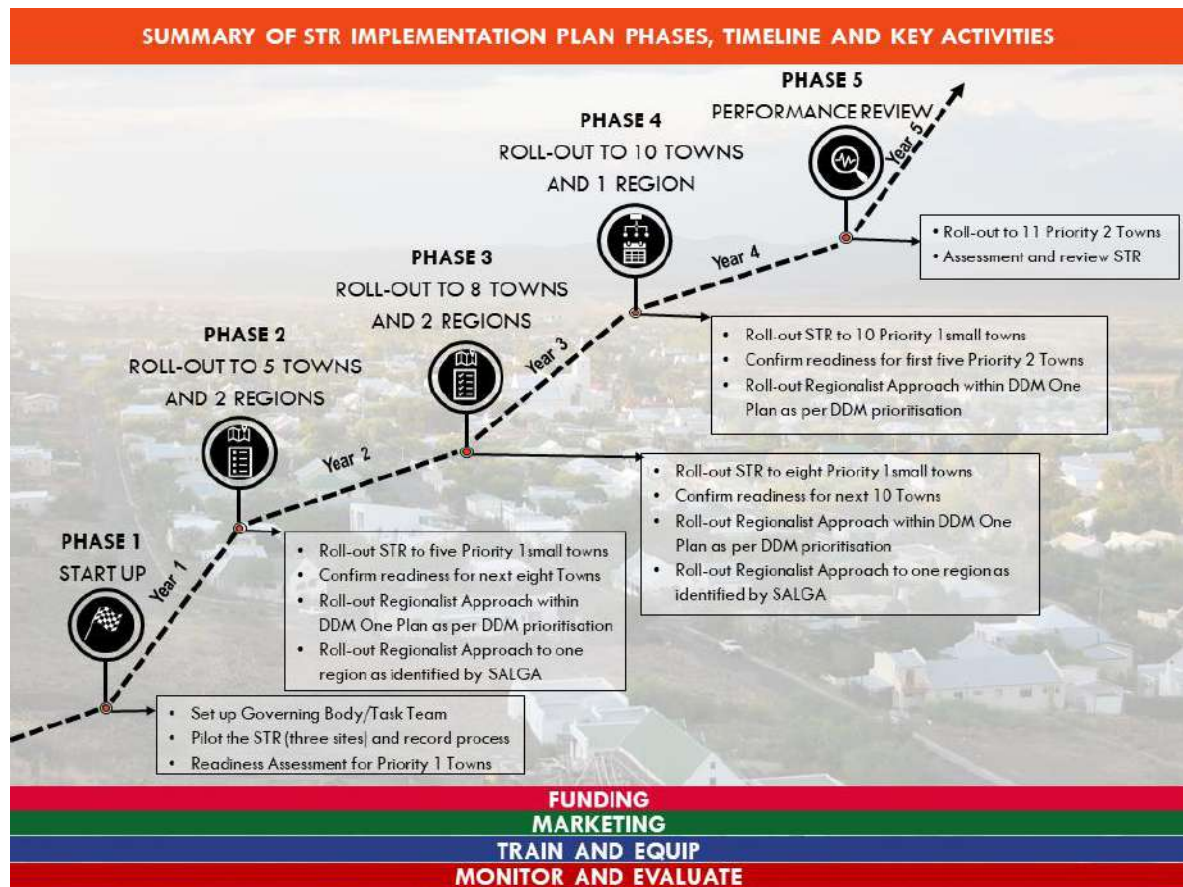
IMPLEMENTATION PLAN

The IUDFs goal of Spatial Transformation can happen only through collaborative and integrated efforts from the various stakeholders – the municipality and its officials, civic society, community members, public and private institutions – following an all of society approach. Reaping the urban dividend will require, a commitment from all role-players to collaborate, as well as strong intergovernmental coordination among the various role players that influence city form and space (IUDF, 2016: 33).



SMALL TOWN REGENERATION STRATEGY | 2021

The following figure illustrates the proposed implementation plan of the STR Strategy.



CONCLUSION

The first implementation of the STR was met with a number of challenges (including its lack of alignment with the IUDF - which was conceived after the fact). This iteration of the STR has taken heed of the lessons learnt from the initial implementation, situational analysis and engagements with stakeholders and aims to provide a more robust and relevant strategy for DCoG to take forward.

From a policy and programme perspective, the approach and proposals offered in this document are aligned with the national development perspective and the identification and implementation of the above projects on the three (3) pilot site towns will provide strong evidence-based insights on the implementation of the STR.



1

INTRODUCTION

Small towns are like metronomes; with the slightest flick, the beat changes.

Mitch Albom

1 Introduction

The Department of Cooperative Governance (DCoG), acting as the implementing agent of the Integrated Urban Development Framework (IUDF), has embarked on the review of the existing Small Town Regeneration Programme (STR). Since the commission of the STR in 2013/2014 and the adoption of the IUDF in 2016, there have been varying degrees of success and important lessons to be learnt. The DCoG has therefore found it necessary to assess and review the success of the programme on the initial 18 identified towns and thereafter facilitate a coherent, revised, and implementable strategy that is aligned with the IUDF, as well as new national initiatives, such as the District Development Model (DDM), Cities Support Programme (CSP) and Intermediate Cities Municipalities Programme (ICM).

The IUDF is South Africa's (SA's) national urban policy approved by cabinet in 2016, which guides the development of urban settlements and simultaneously addresses the challenges facing SA's cities and towns. Therefore, the IUDF has been

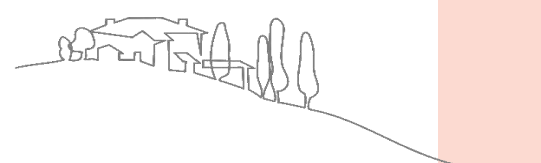


conceptualised across a spectrum of municipal spaces. In this context the IUDF, acknowledges and sees small towns not as stand-alone / forgotten places but as part of a larger integrated urban and rural continuum and therefore, aims to provide through the STR a mechanism for the development of small towns.

1.1 Identification of the problem



Starting in the nineteenth century and throughout the twentieth century, SA's urban population has grown rapidly due to the Anglo-Boer War, the development of gold mines in Johannesburg and the First and Second World War, after which the urban growth rate slowed down (Ogura, 1996:407). In the 1970's the growth rate of the rural (black) population grew due to the SA apartheid governments racially based spatial interventions in the movement and settlement patterns of most of its population, and in the 1980's there was a marked outflow of white people from the rural areas (Ogura, 1996:407; Kok & Collison, 2006:1).



In addition to apartheid and the displacement of people, there are a number of factors that further stimulated the flow of people to the cities. For example, the difficulty of developing agriculture in the black homelands (the issue of land tenure and allocation, the relationship between traditional leaders and government etc.), rural disasters, escalating unemployment in rural areas, better education and health care in cities, and so forth (Kok & Collison, 2006:1; Ogura, 1996:419; Horn, 2019:959). This is further compounded by the land tenure and allocation debate.



Over the last two decades, SA influenced by the change in the political dispensation, increased access to employment, economic, education and social opportunities, experienced a steady increase in the rate of urbanisation. Current urbanisation and migration figures indicate that SA's population are more urban than rural, with a total of 66.86% (see **Figure 1.1**) of SA's population living in urban areas and cities in 2019 (Plecher, 2020) meaning more people living in cities/towns/small towns combined than in rural areas. This figure is well above the world urban population, which according to the United Nations (UN) Population Division was 56.2% in 2020 (Buchholz, 2020).

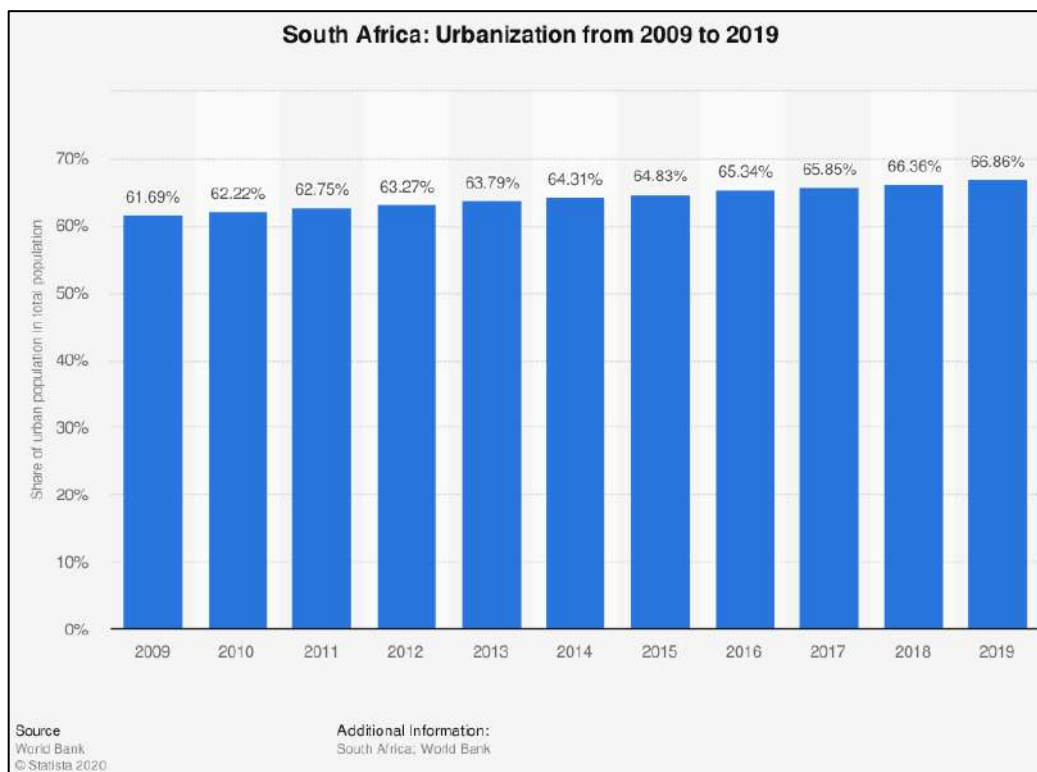


Figure 1.1. Urbanisation from 2009 to 2019

Source: (Plecher, 2020)



SA's major cities are not only home to most of the country's population but are also centres of economic growth and innovation. In this context, urbanisation is associated with progress and prosperity. However, due to the high concentration of people and activities, SA's cities are more vulnerable to various stressors. This is even more evident, with the exponential spreading of the Coronavirus disease of 2019 (Covid-19). This pandemic is evidence of how urbanisation and its indirect effects can increase the risk of human emerging infectious diseases and the spreading thereof.

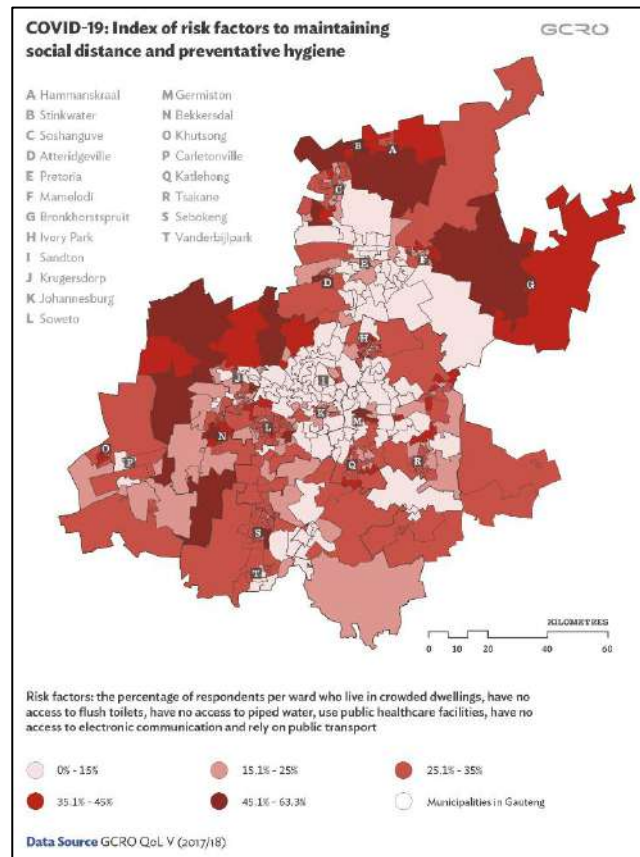
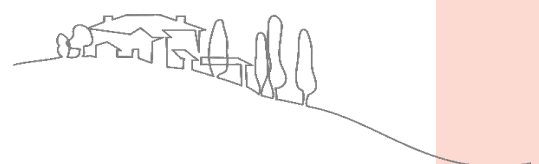


Figure 1.2. Index of risk factors



At present the urbanisation process in SA is creating an urban – rural divide, which has resulted in among other things, spatial fragmentation, racial and social division, poorly developed public services and infrastructure, periodic protests about poor municipal service delivery and failing local economies. However, apart from urbanisation, Arndt, Davies and Thurlow (2018:1) argue that SA is also facing other numerous challenges. For example, modest economic growth and negative structural changes, high unemployment and inequality, and persistent poverty. The new reality of Covid-19 and the disparities it has brought about, along with the historical obstacles, have placed more pressure on cities and widened the urban-rural divide even further. Subsequently, to bring about economic development, job creation, and improved living conditions the management of the growing urban population and the transformation of the inherited spatial structure is a high priority in SA (COGTA, 2016).



Hence, to bring about decisive spatial transformation and simultaneously managing the growing urban population, without neglecting the rural poor, SA can either: (1) invest more in major cities to accommodate migrants and to avoid worsening urban poverty; (2) sustain (or expand) investment in small towns to provide poor rural households with employment and income opportunities; and (3) due to the stronger connections to the rural poor, invest in towns and secondary cities (Arndt, Davies & Thurlow, 2018:1).

In view of the above, the following research problems will be investigated to obtain an understanding of what can be done to bring about decisive spatial transformation and regeneration in SA's small towns:

- What are the blockages in the regeneration of small towns?
- How to promote regeneration that is sustainable and progressive towards development in small towns.
- How to improve current attempts for the regeneration of small towns in SA.

Understanding the blockages that prevent the regeneration of small towns

There is a common thread of blockages which many small towns experience, however, there are also more select or individual issues that are unique to certain areas and include: limited economic diversification, sparsely populated and vulnerable settlements, municipal service infrastructure backlogs, declining or dying mining activity, inadequate government capability and financial viability.

1. Infrastructural, social, and economic blockages may include:

- Poorly functioning ward committees and councillors, so that community needs do not reach decision-makers.
- Poor telecommunications which hamper innovation.
- Poor maintenance of provincial roads which hampers agriculture, tourism and trade.
- Unreliable electricity supply which undermines businesses.
- Bank closures in the small towns.
- Schools without enrichment programmes for youth or adults.
- Poorly functioning tourism departments which fail to understand potential tourism assets and how to develop them.
- Expensive and unreliable and dangerous transport systems – for passenger and goods transport.
- Very few adult and technical training options available.



- Department of Labour programmes are tailored to bigger towns and cities.

2. Municipal blockages may include:

Government consists of national, provincial, and local spheres. In SA there are a total of 257 municipalities, consisting of eight metropolitan, 44 district and 205 local municipalities. The classification of municipalities is closely related to the total density of the municipal population and the proportion of the municipal population living in urban settlements. Therefore, municipalities are separated into three categories, namely (Arndt, Davies & Thurlow, 2018:6; IUDF, 2016:26):

- **Category A** represents the eight metropolitan municipalities (which is further divided into two groups with Group A1 being the four Gauteng and the Cape Town metros, and A2 being eThekweni, Buffalo City, Mangaung and Nelson Mandela Bay) (see **Figure 1.3**).
- **Category B** represents the local municipalities which are divided into the following four groups (see **Figure 1.3**):
 - Category B1: secondary cities;
 - Category B2: large towns;
 - Category B3: small towns; and
 - Category B4: rural areas.
- **Category C** represents the district municipalities, which are further subdivided into local municipalities (as per Category B1 to B4 as identified above).

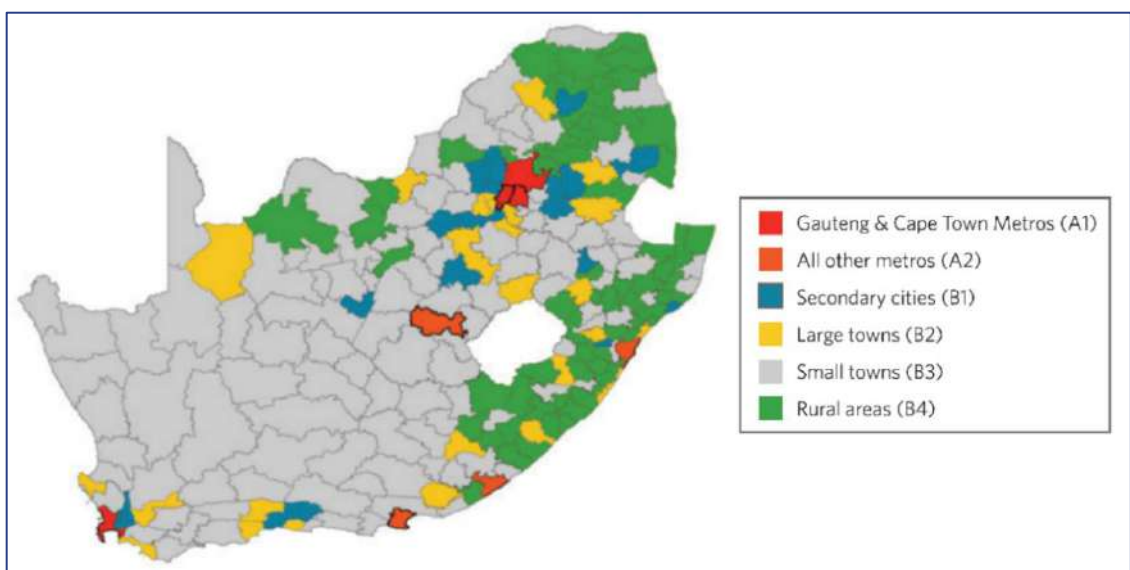


Figure 1.3. Classification of municipalities into urban and rural areas

Source: (Arndt, Davies & Thurlow, 2018:7)



As the basis of a democratic, multicultural, integrated, and non-racial society, and in terms of Section 2.2. of Spatial Planning and Land Use Management Act, Act 16 of 2013 (SPLUMA) local government has been given the mandate to govern, on their own initiative, the local government affairs of their communities and play a vital role in:

- providing democratic and accountable government for local communities;
- ensuring the provision of services to communities in a sustainable manner;
- promoting social and economic development;
- promoting a safe and healthy environment; and
- encouraging the involvement of communities and community organisations in matters of local government.

In terms of the 2017/2018 municipal audit, only 18 municipalities achieved a clean audit (see **Figure 1.5** overleaf). None of the eight Category A municipalities received a clean audit and only 12 of the 231 Category B municipalities and six of the 44 Category C municipalities received a clean audit.

It should be noted that the outcome of the infrastructure section of the audit emphasises the state of extreme distress of SA’s municipal infrastructure. What is of concern is that 41% of municipalities did not develop or approve a road maintenance plan, 49% had no policy/an approved policy on sanitation maintenance and 48% had no policy/an approved policy on water maintenance (see **Figure 1.4**).

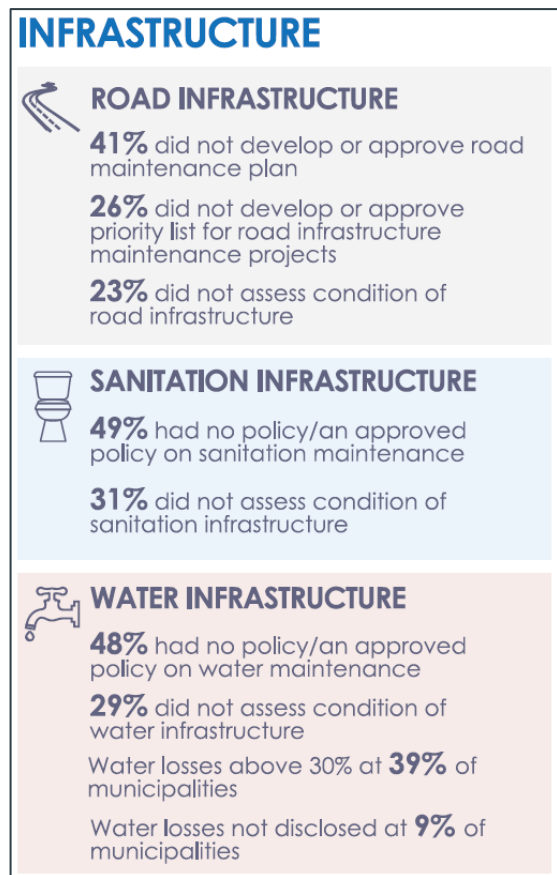
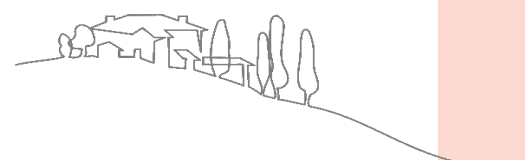
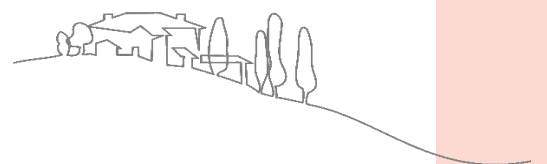


Figure 1.4. Snapshot of municipalities’ performance according to selected indicators

In terms of SPLUMA, the authority and mandate given to local government as authorities of first instance places huge responsibilities on local municipalities and communities which can play a key function in the development of small towns. However, considering that only 18 municipalities received a clean audit, it is imperative



to have an in-depth understanding of the blockages, not just from a spatial perspective, but holistically from a socio-economic, inter-governmental, but also (and most importantly) from a community point of view in order to make recommendations to improve current practices in the regeneration of small towns.



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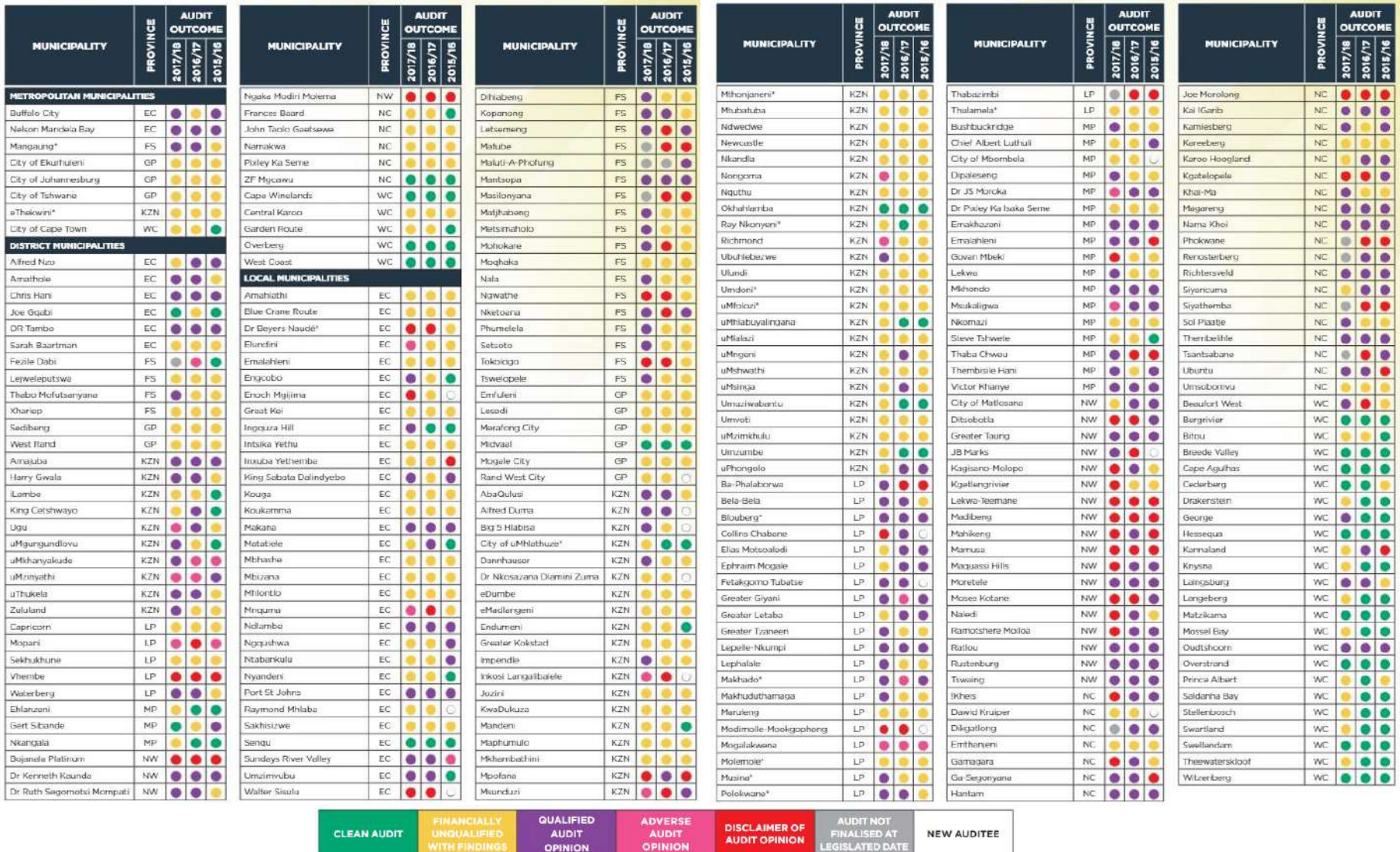


Figure 1.5. Municipal audit outcomes



How to promote regeneration that is sustainable and progressive towards development in small towns

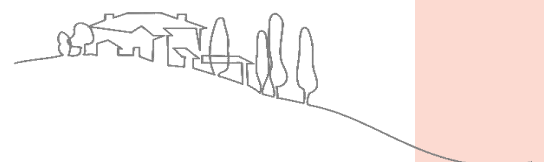
The implementation of SPLUMA is intended to promote effective and productive planning and management of land-use and is a tool to impact spatial change within the framework of the spatial transformation agenda. In conjunction with the spatial transformation agenda, SPLUMA promotes sustainable and equitable development through the development of spatial development frameworks to guide and coordinate municipal spatial planning. It should be noted that, for certain municipalities, insufficient capacity and fiscal resources limit their ability to implement the requirements of SPLUMA.

The wish to promote desirable development in small towns, in line with SPLUMA, is driven by the following concerns that have relevance to the study: (1) there is no definition on how the STR defines a town; (2) there are no governance and accountability structures for institutional mechanisms to support the STR program; (3) current funding support is not sustainable; and (4) how to functionally bridge the urban-rural divide.

Taking into consideration the above-mentioned concerns in the promotion of the regeneration of SA's small towns, an appropriate strategy must take cognisance of the nature and capacity of the authority that is to regulate it. It is not only the ability of the regulating authority, but also the involvement and capability of communities and community organisations.

How to improve current attempts to regenerate small towns in SA

SA has a plethora of overarching and interdependent acts, policies and programmes which govern and direct development, being it spatial, social, economic or environmental in nature. For example, in terms of legislation, the Municipal Systems Act, Act 32 of 2000 requires all municipalities to prepare and formally adopt Integrated Development Plans (IDP) with a five-year strategic plan, which are to be reviewed annually in consultation with communities and other stakeholders. In the same vein, according to the SPLUMA all municipalities are to prepare a five-year Spatial Development Framework (SDF) to guide and direct spatial planning and land-use management. Furthermore, all Municipalities are required, in terms of Section 24(1) of

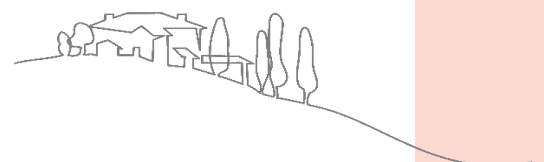


SPLUMA to develop a single land-use scheme, which must cover the whole of the municipality's municipal area (commonly referred to as wall-to-wall land-use management schemes).

On the policy spectrum, there is for example, the Local Economic Development (LED) approach aimed at maximizing the economic potential of municipalities and to encourage local people to work together. Therefore, it makes sense that the IUDF has been conceptualised across a spectrum of municipal spaces to guide the future growth and management of urban areas in a coordinated and homogenous manner. Therefore, attempts and recommendations to improve the regeneration of small towns should be guided by and in alignment with the four strategic goals of the IUDF, namely (IUDF, 2016:8):

- **spatial integration:** to forge new spatial forms in settlement, transport, social and economic areas;
- **inclusion and access:** to ensure that people have access to social and economic services, opportunities and choices;
- **growth:** to harness urban dynamism for inclusive, sustainable economic growth and development; and
- **governance:** to enhance the capacity of the state and its citizens to work together to achieve spatial and social integration.

The IUDF (2016:8) further states that the four strategic goals inform the nine policy levers, which are premised on the understanding that “(1) integrated urban planning forms the basis for achieving integrated urban development, which follows a specific sequence of urban policy actions: (2) integrated transport that informs (3) targeted investment into integrated human settlements, underpinned by (4) integrated infrastructure network systems and (5) efficient land governance, which altogether can trigger (6) economic diversification and inclusion, and (7) empowered communities; all of the above will demand effective (8) governance and (9) financial reform to enable and sustain these policy actions”.



The following figure graphically illustrates the core elements of the IUDF.

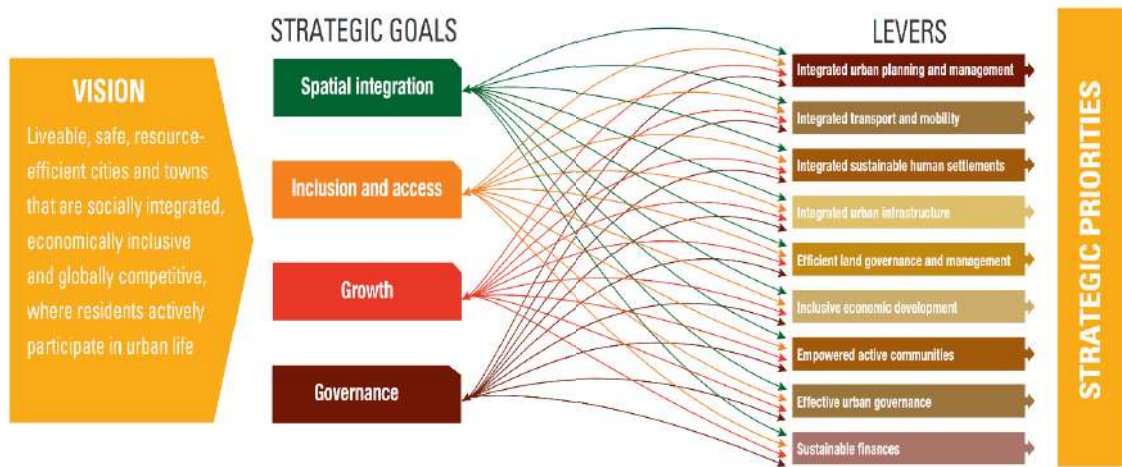


Figure 1.6. Core elements of the IUDF
Source: IUDF (2016:40)

1.2 Purpose of the STR Strategy

The premise of the STR is based on the understanding that there is currently work that has been done by SALGA under the IUDF and that this work needs to be reviewed, refocused and realigned to the IUDF in a programmatic manner over time.

The purpose for the STR initiative is as follows:

Alignment and defined linkages with the IUDF, DDM, CSP and ICM programmes.

- **STR as an implementation tool of the IUDF**

The IUDF has a number of programmes (CSP, ICM and STR) which have been identified as tools for its implementation. The approach of the STR should therefore enhance the implementation of the IUDF within small towns at the same time taking into consideration its existing programmes.

- **Alignment with the DDM**

The DDM places strong emphasis on all three spheres of government collaborating to formulate a plan for each district and metropolitan area. The STR, specifically at an institutional level, needs to align with the initiatives of capacitating and transforming the Inter-Governmental Relations (IGR) space found in the DDM for its successful implementation.

- **Alignment with the Cities Support Programme and Intermediate City Municipalities Programme**

The CSP and ICM spearheaded by DCoG and National Treasury – which are capacity building programmes aimed at building resilient and inclusive cities as well



as institutions. The STR needs to align with the broader goal of these implementation tools and define its support of these programmes.

The STR process involves alignment with the above programmes, formulation of a vision for the programme, understanding reasons for the mixed success in the implementation of the strategy thus far, identifying reasons for town decline and within the regional context identifying strategies for town growth and development.

1.3 *Extent of the STR Strategy*

The first chapter of the STR Strategy document frames the concerns in the promotion of the regeneration of SA's small towns.

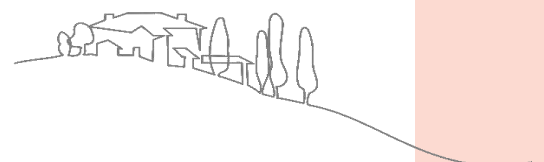
Chapter 2 explores the South African planning system with specific focus on the policies and programmes, which inform and direct the development of cities and towns. This includes a desktop assessment of how the current STR links to the ICM and the CSP.

The basis for Chapter 3 is a desktop assessment of the STR as currently being implemented. This chapter delves into the existing knowledge base of the current STR, which provides practical insight on the current blockages and its shortfalls that hinder the programme. The focus is on evaluating the current success, failures and blockages (lessons learnt).

Chapter 4 focuses on the definition of a small town in the context of the STR Strategy and provides an overview of the vision and objectives to be achieved by the STR Strategy. Furthermore, it addresses the strategic focus areas to be addressed in the development of the STR Strategy.

The focus of Chapter 5 is to provide directives to government in terms of the selection of small towns to be supported, the proposed Governance and Accountability Model, funding models available and lastly the M&E Model to be adopted to ensure a practical and implementable STR that will bring about the regeneration of SA's small towns.

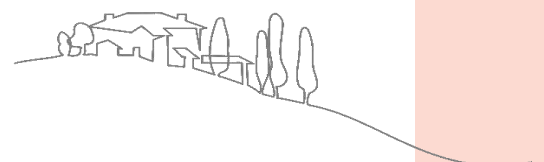
The STR Strategy does not only focuses on providing directives at a governmental level. Chapter 6 focuses and pays attention to providing direction at a town-level to enable the regeneration of small towns and to support the national goals and strategies to bring about decisive spatial transformation.



Lastly, Chapter 7 consists of an Implementation Plan to move the STR Strategy forward and to ensure the regeneration of small towns in an integrated and holistic manner.

1.4 *Limitations of the STR Strategy*

Due to the contemporary and dynamic nature of the project we do not claim that all available or the most recent data has been reviewed. Notwithstanding, a substantial number of documents, articles, legislation, policies, and webpages were reviewed as primary research. We deem the list to have been comprehensive and ample to compile the report and draw conclusions. However, given the research lifespan the research stage could not continue unendingly to be more extensive.



2



DEVELOPMENT DIRECTIVES FROM LEGISLATION, POLICY AND PROGRAMMES

People in small towns, much more than in cities, share a destiny.

Mitch Albom



**cooperative
governance**

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

2 Development directives from legislation, policies, and programmes framing the regeneration of small towns in South Africa

2.1 Introduction

SA is a country with many small towns, where the indigenous people, Dutch settlers, French refugees, and British colonists have all contributed to a host of settlements and spatial patterns, each rich in heritage and culture, and each with its own unique spatial character and social and economic systems. The historic apartheid planning system, however impacted the spatial configuration as well as the development of many of these settlements and has resulted in imbalanced development.

Legislation, policy and programmes are the foundation and framework required to bring about required change, therefore this chapter provides an overview of the different legislative, policy and programme instruments (see **Figure 2.1**) that impact and are vital to the functioning and implementation of STR.

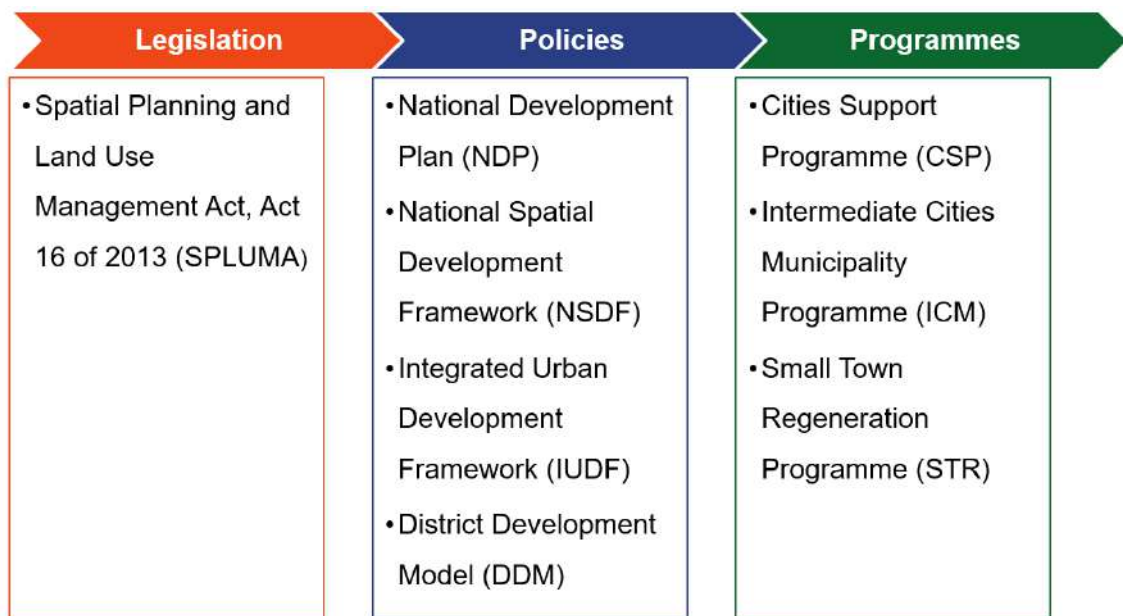


Figure 2.1. Legislation, policies, and programmes to be assessed



2.2 Legislative analysis

SPLUMA was introduced to “provide a framework for spatial planning and land-use management” in South Africa. As such, it not only seeks to attend to and rectify the fragmented, unequal, and unfair apartheid planning system inherited from the Apartheid era, but also its consequences in space. It also aims to provide a strategic response to the questions pertaining to land and spatial injustice.

Being a framework legislation, it seeks to provide “principles, guidance and norms and standards” for planning in the provincial and municipal spheres of government, as well manage and monitor land-use management and delegates responsibilities in the following manner:

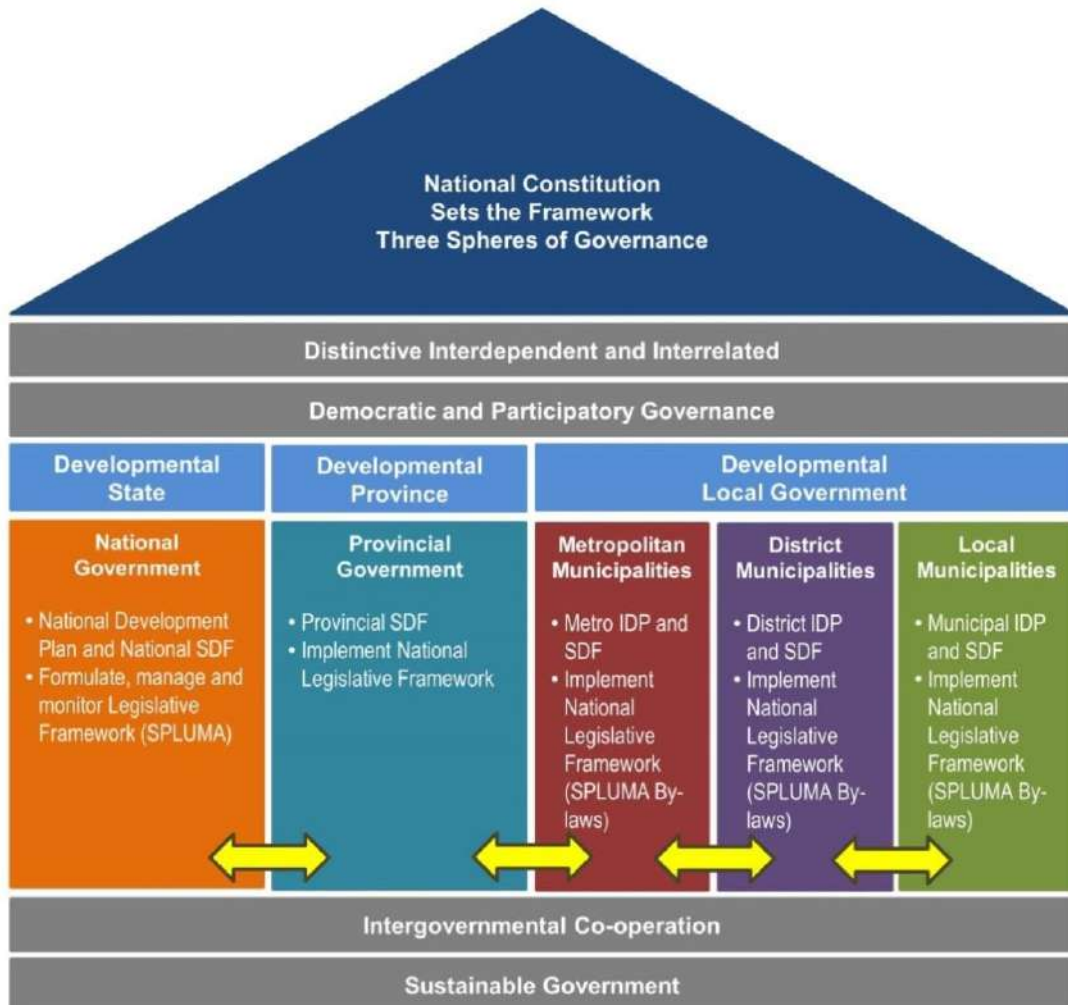
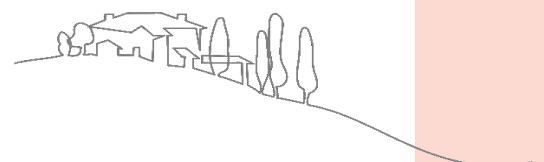


Figure 2.2. SPLUMA spatial development roles and responsibilities

Adapted from Sharing Spatial Planning and Land Use Management: Lessons Learnt in the eThekweni Municipality, 2012



Key findings:

The relevant (government) authority is mandated to implement spatial planning and land-use management within its jurisdiction and spatial transformation cannot occur without a plan – the plan being a SDF. All SDFs are governed by the development principles of SPLUMA, and the different tiers need to be aligned in terms of development objectives and should not be developed in isolation.

2.3 Policy analysis

All development in South Africa is guided by the National Development Plan (NDP). The complex nature of governance and planning in SA, requires different mechanisms with different focus areas to achieve the goals of the NDP. However, each mechanism (championed by different departments) does not work in isolation and needs to be aligned with each other (see **Figure 2.3**).

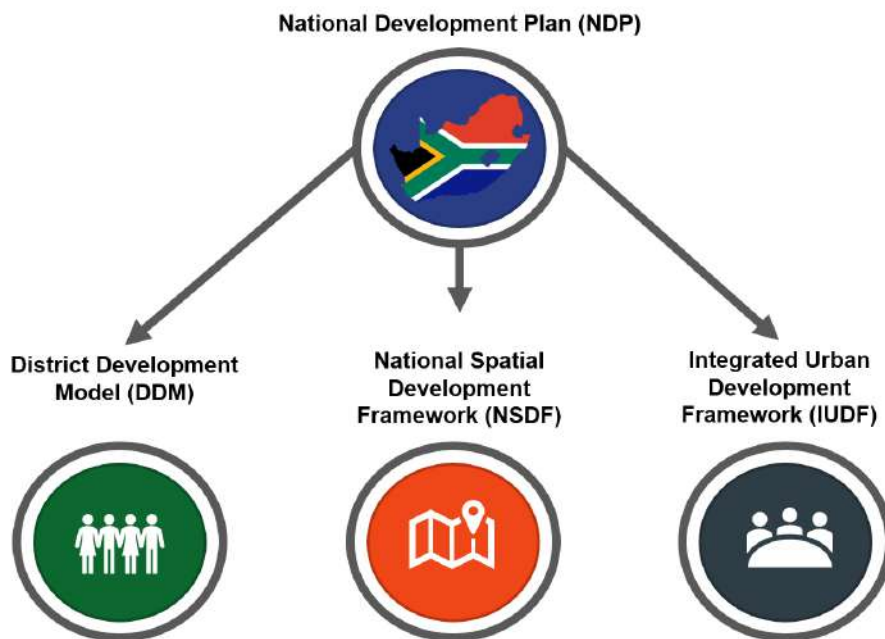
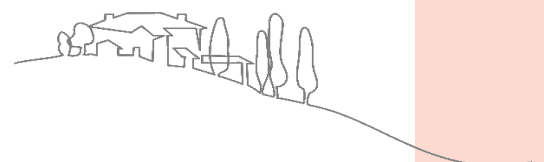


Figure 2.3. Development Planning in South Africa

2.3.1 National Development Plan



The National Development Plan 2030 (NDP), drafted by the National Planning Commission and adopted by Cabinet in 2012 recognises the challenges of cities in the discourse of urbanisation, and small towns and their surrounding hinterlands are included as important elements in the urbanisation conversation. It identifies long term integrated planning (spatial planning) as a requirement and crucial to the performance and implementation of the strategic vision of the NDP.



Key findings:

The NDP serves as the overarching action plan for securing the future of South Africans and emphasises the importance of **regional strategies and rural governance**, for the implementation of development in rural areas, small towns, and hinterlands.

2.3.2 National Spatial Development Framework



The National Spatial Development Framework (NSDF) is drafted in terms of Sections 12, 13 and 14 of SPLUMA and is the spatial mechanism through which the NDP must be realised. The NSDF does three important things, namely: (1) Protects our natural environment and ecosystems for future generations, by demarcating areas for conservation and preservation and identifying environmental risk areas; (2) Identifies the future sustainable urban form by means of dense nodes connected with one another in functional corridors; and (3) Spatially defines and identifies where different sector investments must go, so that investment can be crowded in.

Key findings:

- The NSDF provides spatial representation for the implementation of the NDP.
- The NSDF emphasises a regional approach to development and gives spatial platform to the integration of different plans and programmes over the whole of South Africa.
- The NSDF highlights areas of opportunity as well as challenges upfront and indicates how different areas are inter-dependent and form a functional region.

2.3.3 Integrated Urban Development Framework



The IUDF is a policy response to urbanisation trends as well as the key directives of the NDP. Its key outcome is spatial transformation (IUDF, 2016: 36), with the objective of creating cities and towns that are functionally integrated, balanced and vibrant. **In this aim, the IUDF asks the question...** *“how best do we manage urbanisation and achieve the goals of economic development, job creation and improved living conditions?”* To answer this question, and through a whole-of-government and all-of society approach, the IUDF establishes that it is important to understand the differences as well as linkages between urban and rural areas.



The IUDF puts forward a “new deal” for South Africa’s cities and towns, which it sees as being on a continuum, ranging from the very large metropolitan regions to the smallest towns in rural South Africa.

The **key goals** of the IUDF for urban areas are:

- spatial integration;
- inclusion and access;
- growth; and
- governance.

The IUDF provides a framework for reorganising the system so that cities and towns can become more inclusive, safe, productive and resource efficient, thus becoming good places to work and live (IUDF, 2016). The adoption of the IUDF in 2016 created a favourable policy environment for the implementation of city and town specific economic development goals and objectives.

Key findings:

The IUDF is clear in stating that urban and rural areas cannot holistically develop in isolation. Urban and rural linkages are key to regional spatial, social and economic development which requires specific focus on (amongst other things) investment in human capital, effective intergovernmental planning and co-ordination, investment in infrastructure that will strengthen rural and urban linkages.

2.3.4 District Development Model



The DDM is premised a practical IGR **mechanism for all three spheres of government, including its state-owned entities (SOEs) to work jointly and to plan and act in unison** and is seen as an operational model for improving cooperative governance aimed at building a capable, ethical developmental state. The model is a collaborative process in the form of a single plan for all 44 districts and eight

The **key economic development components of the DDM** are:

- *Supporting local economic drivers;*
- *Accelerating land release and land development; and*
- *Investing in infrastructure for integrated human settlement, economic activity and the provision of basic services.*



metropolitan municipalities which is synchronized with IDPs of municipalities. The DDM aims to complement the IUDF in addressing major social, spatial and economic challenges and is a method of government operating in unison focusing on the municipal district and metropolitan spaces as the impact areas of joint planning, budgeting and implementation.

The DDM approach aims to empower district municipalities to have the requisite skills to undertake feasibility studies and package bankable projects for the local municipalities within their jurisdiction's bridges.

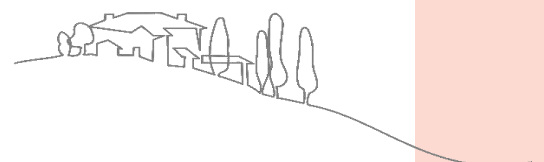
Key findings:

There are two distinct types of Districts: Those with (relatively strong) LMs and those where LMs have barely been established.

IGR plays a major role in the successful implementation of the IUDF and regional development. The structures created and lessons learnt from the implementation of the DDM provide a good foundation for IGR within the STR.

The DDM has been piloted in two district municipalities and one metropolitan municipality where there have been cross cutting lessons. A major hindrance to the programme of the DDM implementation has been the Covid-19 pandemic. However, this has also indicated the need for a more resilient approach going forward. Other challenges identified include the DDM roadmap being understood by few role players, poor governmental participation as well as role ambiguity at a local level.

The DDM is another strategy to aid the implementation of the IUDF and just like it, programmes such as the CSP, ICM and STR have been conceived to achieve goals and objectives.



2.4 Programs

2.4.1 Cities Support Programme

In view of the development challenges that cities face, the CSP as administered by National Treasury has been designed to respond to the implementation support needs of cities in the areas of the (1) built environment; (2) governance and planning; and (3) human settlement management and public transport and climate resilience through (amongst

CTIEs SUPPORT PROGRAMME

- *The CSP promotes an outcome-led approach to urban transformation.*
- *It focuses on strengthening the built environment value chain through the Built Environment Performance Plans.*

others) strengthening core development and spatial planning functions in cities to enable cities to effectively plan and manage development. Effective spatial planning is also seen as a tool to support economic development processes by guiding public-private investment and unlocking land value.

Key findings of the implementation of the CSP include:

- The CSP is relevant to the urban development challenges of South African Cities.
- The CSP is largely internally coherent, but less externally coherent. Duplication of efforts could be overcome through collaboration and streamlining work areas with key departments. Duplication can be avoided through collaboration efforts.
- The CSP appears relatively efficient in respect of structures, systems, processes and procedures, as well as overall costs.
- The CSP is sustainable but faces some risks related to institutionalisation.

2.4.2 Intermediate Cities Municipalities Programme

Spatial transformation being the ultimate goal of the IUDF, the ICM was designed by the DCoG to respond to the development challenges being faced by these secondary cities with the aim of responding to spatial fragmentation and enhancing planning and implementation processes. A major focus of the ICM is the strategic investment and provision of infrastructure to promote mobility and land-use linkages within these cities, but also as points of relevance in the urban – rural continuum.



Key findings from the implementation of the ICM include:

- Contextualising and identifying intermediate cities are complex and depends on multiple indicators.
- Intermediate cities need to deal with a range of vulnerabilities (economic to physical) and risks.
- More emphasis should be placed on the value and potential of intermediate cities.
- Categorisation and differentiation: Categorisation should be more flexible multi-layered, allowing settlements to go up or down the hierarchy and allowing other factors to be included.
- An intermediate city is not necessarily to become a metropolitan area.

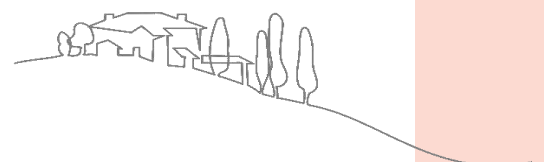
Intermediate cities' relationship with small towns

The importance of intermediate cities to small towns should be recognised. Such cities help to support small towns by providing regional services, but in some cases, they also undermine the economies of small towns by sucking purchasing power out of the small towns – Atkinson, 2021.

2.4.3 Small Town Regeneration Programme

Owing to rapid urbanisation, small towns, especially in the rural areas of South Africa are in distress and some even lost their economic vitality due to the lack of incentives to retain the economically active labour force. Moreover, the former dependence on a single industry and the general lack of economic diversification have created a degree of stagnation in these towns, which are often unable to keep up with competition from larger economic hubs. In organising a response to the problems facing small towns, SALGA has assumed an important leadership role. As a result, the STR was initiated by SALGA in 2013 and was officially launched in 2015.

The importance of an integrated, regional approach to small town growth and regeneration was soon recognised by SALGA and its member municipalities. This paved the way for the first Karoo STR Conference that took place in Beaufort West in April 2016, the second was held in De Aar in July 2017 and the third was held in 2018 in Graaff-Reinet. Subsequently, the Karoo STR Conferences paved the way for the drafting of the Karoo Regional Spatial Development Framework.



With the above in mind, the Draft Small Town Regeneration Strategy 2.0, 2019 (STR 2.0) as prepared by SALGA, identifies a regionalist approach as an evidenced-based and holistic strategy and tool to achieving the IUDF goal within rural/small town areas.

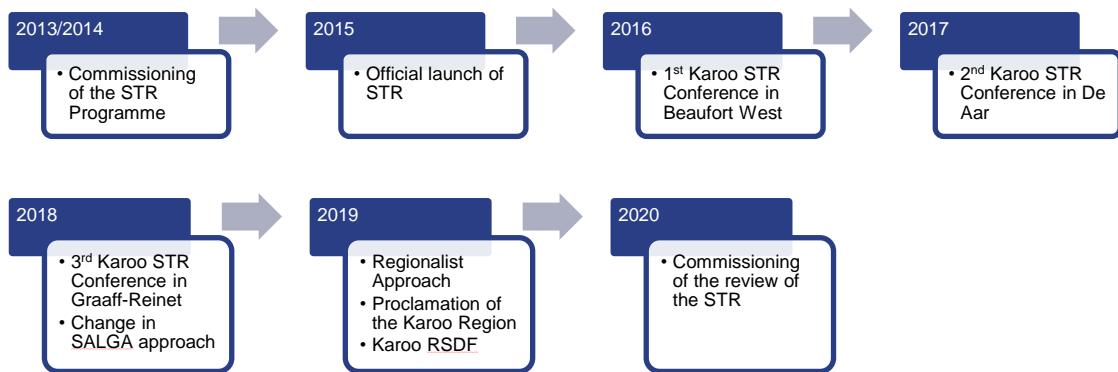


Figure 2.4. Development path of the STR Programme

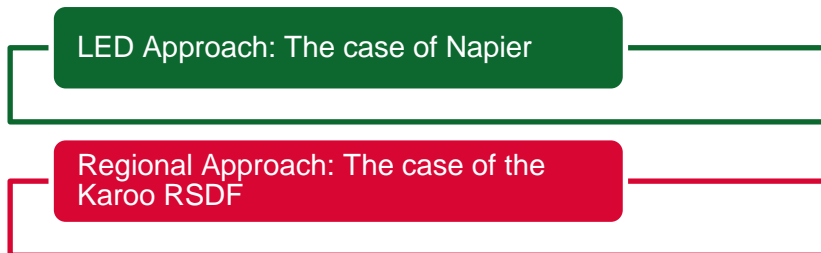
The programme has the following tightly intertwined objectives:

- **To support, popularise and strengthen the introduction of a regional approach** to planning for settlement development, restructuring and consolidation, human development, economic growth and job creation, social service provision and infrastructure investment, upgrading and maintenance in the work of all three spheres and sectors of government and the non-state sector.
- **To support state and non-state entities, actors and initiatives** concerned with and involved in the rejuvenation/regeneration and ‘kickstart development’ of left behind and forgotten places and parts of places within a regionalist approach.
- **To enhance the financial viability of municipalities** through the development, strengthening and deepening of functional regions throughout the country.
- **To provide targeted support to places and regions in a small selection of cases** with the explicit intention of not only assisting the specific place and/or region, but to learn from these cases, or use these cases to assist in the popularisation and strengthening of the regional approach and/or ways in which left behind and forgotten places and/or regions can be rejuvenated/regenerated or kickstarted.
- **To advocate for a capable, willing and enabling government** (including local authority) that actively promotes urban management, functional settlements, and enables economic growth through private sector participation in the economy through municipal-led programmes.
- **To further engage where towns are dysfunctional, and not operating well, it should FIRST be a priority to stabilise and ensure basic levels of service are**



provided. The next step is to realise spatial transformation. Without a functional municipality and settlement, spatial transformation will be a dream, and completely unrealisable.

What is evident is that there are currently two approaches that have been used to implement the STR, as illustrated in the figure below.

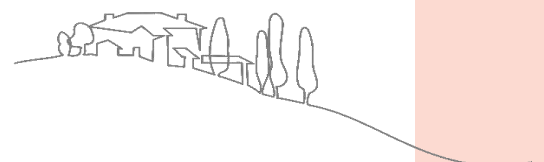


The Karoo Spatial Development Framework (KRSDF), has been initiated as the first of its kind, a regional spatial response to the STR Programme and has in its early stages identified challenges in the consideration of its development, namely:



- The lack of a common 'spatial language' to describe issues, concepts and proposals.
- Providing coherent guidance for implementation for the region as a geographic unit.
- Different levels of detail and according to different structuring elements.
- Little differentiation between small towns and settlements.

The development of the KRSDF highlights that inter-municipal and inter-governmental collaboration will be a vital component of the regional approach. Local government, under the auspice of SALGA, plays a fundamental role in championing holistic solutions and encouraging partnerships to be formed between the small towns, civil society, the private sector and academic institutions as well as provincial and national stakeholders. This should help solidify a robust bottom-up planning process which considers the insights of those working on the ground and helps those in power to implement more effective policies. Although the KRSDF speaks to the small towns within the Karoo region, the same rule of thumb can be applied to all small towns.



2.5 Key findings

The STR has a shared economic development vision and similar to the CSP, the ICM, they all seek to implement IUDF as conceptualized across a spectrum of municipal spaces.

The STR has been piloted in various areas like in Central Karoo District Municipality, 2016 and its identified economic successes, failures as well as gaps are outlined briefly below:



Successes

- Training programmes on small town regeneration were rolled out in the 2014-15 financial year, targeting practitioners responsible for economic development in the municipalities.
- In 2017, after taking into consideration that regional economic value chains and connectivity are the main conduits that enable economic development on a larger scale, the STR began to move away from administrative regions to “functional economic regions” with an accompanying stronger focus on economic development.



Challenges

- A limited focus by municipalities on smaller outlying towns, with the emphasis being on the main towns in the region; and a persisting dependency of municipalities on SALGA for leadership and championing of the initiative.
- A lack of coherence and ineffective coordination.
- The STR initiative that SALGA has started is limited in terms of its current approach.
- Each town was given the ability to formulate its own plan and there was no uniform implementation of the programme nationally.
- Resources within the Local Municipality’s (LMs) were weak.
- LED capacity issues.
- There was no external support from government, hence it would fail internally/locally in terms of implementation and was difficult to sustain.
- Government was not ready to lead a coordinated effort.
- Weak institutional mechanisms and no oversight when it comes to monitoring and evaluation.
- Weak policy support, budgeting, and resources.



- The current programme lacks a long-term view.
- Response was demand driven.
- The lack of a spatial edge influences the ability to plan and target funding within a town.
- SDFs do not look at towns and their relationship to the hinterland.
- STR not aligned to the vision of the IUDF strategic goals.
- STR did not link into the CSP and ICM and the DDM and other policies.



Limitations/ Gaps

- Lack of clear identification and definition of economic regions; thus, there is a need to understand which small towns are part of a larger hierarchy of economic centres.
- It is important to adopt a 'whole of place' approach and not an isolated, piecemeal LED process.
- Lack of a deeper and more context-specific understanding of the double barrelled urban-rural function of towns.
- Lack of political buy-in.
- No clear definition of what a "small town" is.
- There were limited criteria for the selection of towns.

In terms of **lessons learnt**, the STR 2.0 has identified the following lessons:

- Greater success was achieved in towns located in municipalities in which the following institutional factors were present: (1) sound governance systems, (2) sufficient human capital to execute STR, and (3) updated IDPs and SDFs.
- Intermunicipal cooperation is key to dealing with present and future opportunities and threats.
- Government (SALGA, DCoG), private sector, international bodies (Commonwealth, Sustainable Cities Network, European Union) and civil society partners should each have clearly defined and mutually agreed-to roles.
- Public and private sector resources should be directed in a coordinated and integrated manner to support small towns and the municipalities in which they are located.
- The STR should ideally be driven and managed by the Mayor and Municipal Manager together with the municipal Executive Committee.
- Strong technical competence and leadership is critical to success.



The above-mentioned challenges and lessons learnt are pertinent to consider when designing any STR Programme or strategy.

A Spatial Planning perspective

In terms of spatial planning some key findings are highlighted below:

- Spatial planning cannot occur in isolation and requires an integrated approach.
- The success of urban and rural areas is interdependent and urban and rural linkages are key to regional spatial, social, and economic development.
- “Regionalism as a tool” to achieve spatial transformation and the objectives of the IUDF.
- It is essential to consider how the town relates to surrounding rural settlements, regional towns, and cities. This involves identifying the unique services the town provides or has the potential to develop, at local, regional and national level.

A regional approach - RSDF:

*In the eco-region approach that has seen municipalities from the Eastern Cape, Northern Cape, Free State, and the Western Cape come together to tackle issues that transcend their communities. It is hoped that this **cross-boundary approach to economic development has the potential to aid municipalities in a sustainable way**; helping them to diversify economies and subsequently allowing them a degree of protection from various global economic shocks. committees and communities.*






A governance / IGR perspective

In terms of governance, some critical key findings are drawn from the current STR and are outlined below:

- **Provincial and local departments need time to plan their resources before committing their support for an initiative.** This needs to be facilitated by involving provincial and local departments at an early stage in the process and have regular follow-ups with relevant departments.
- **Governance structures:** Establish governance and institutional structures to manage, co-ordinate and implement the STR Strategy. For example, in Stutterheim in the Amahlathi Municipality (see info



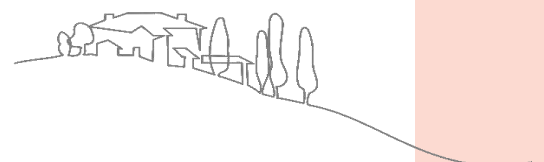
box), initiative involves monthly project steering committee meetings, held now for more than two years, chaired by the local ward councillor.

- **Plan for functional integration:** Planning for more compact, integrated towns involves looking at the functional boundaries of a town – how it is linked to the areas it serves – rather than the usual boundaries set by ward-based planning. 
- **Include strategic stakeholders** at the beginning of the process to allow full participation and build the foundation of trust between role-players. 
- **Involve a variety of partners:** The outcomes of an effective planning process are not only quality planning documents to guide implementation projects, but also partnerships based on trust and a shared vision for the area. 
- In addition to this acknowledgement for the need for a variety of stakeholders to have an input in the STR initiative for it to be truly holistic and effective, there has also been recognition for policymakers to **work beyond arbitrary geographical boundaries** and employ a regional approach to the problems within the small towns (such as in the KRSDP). Thus, building a solid understanding of the resources available within the region provides an excellent opportunity for municipal cooperation and joint planning, which will allow communities to work in unison to achieve common goals in the future. 
- **Understand the town as one unit rather than as separate suburbs or townships.** This involves considering how the different areas of the town relate to each other and the infrastructure that they require to operate effectively. 

INFO BOX





Consider partnering with an economic and development agency:

In the Amahlathi Municipality/ASPIRE partnership, the municipality plays a supportive role in terms of land re-zoning, approval of building plans and other regulatory processes. It also assists with communication among ward committees and communities. ASPIRE manages the regeneration initiative from social facilitation through to project implementation. However, the municipality has to ensure that it has the capacity for the long-term operation and maintenance of the new developments and additional municipal infrastructure after ASPIRE's development role comes to an end.



A socio-economic perspective

Some key socio-economic lessons drawn from previous STR are outlined below.

- Skills development interventions remain one of the best rural and small town development strategies. The current framework of skills development has been more attuned to the needs of cities. Artisan skills development, as well as urban literacy programmes, will enable new urbanites to find opportunities locally, but also elsewhere, in the modern sector. Skills development at improving agricultural production without some value-adding activities and linked to marketing, is not contributing much. 
- Moreover, the soft issues that have the potential to include human reaction should also be taken into consideration. At the lower level but the ultimate receiving end, it is the citizens who need to embrace and reap from project outputs. Thus, whilst STR goals are at a high level wishing to promote town growth and investment, the basic needs of locals should always be considered. The below examples amongst others set the scene for soft issues to which control measures must be explored: (1) Unhealthy competition where small or informal traders (hawkers) take a back seat and suffer due to unavoidable tough competition from attracted big businesses; and (2) Misalignment of operations should be avoided to ensure that municipalities have policies that practically react to social needs. For instance, it is impractical for taxi rank ablution facilities to close at 17h00 while the rank operates extended hours and in fact become busy around such times. 
- Environmental assets like clean air, water and soil are vital resources for economic and social development that need to be looked after if long-term development is to be achieved. For example, avoiding building on wetlands and borders of streams and rivers not only reduces the risk of damage from flooding but also protects long-term water supplies. Trees help to improve air quality in towns, and parks and wildlife corridors can be important recreational and educational areas for residents. 
- A vibrant economic sector is essential for long-term job creation. Identify economic anchor projects that build on local resources and provide opportunities for the development of skills and small businesses. Provide holistic support for small businesses, from business planning to mentorship and facility management. 

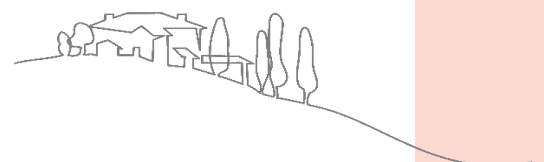


2.6 Conclusion

The various legislation, policies and programmes are in unison as it is clearly shown that the **advocating for urban development is not an alternative to rural development**. Small towns are seen as key entities in promoting economic growth of the surrounding remote areas as they create access to markets for economic activities taking place in rural surrounding. This is also relevant to the STR's regional economic planning which is seen as an important device in achieving comprehensive growth.

Below are general lessons learned from the policies and programmes:

- **Integrated planning is key:** It is important to understand the development vision and direction of all role payers, departments, tiers of government and stakeholders and this is to be considered with long term planning. Silo mentalities mean fragmented planning, duplication of work, wasted existing resources and hinder frameworks, programmes and plans that speak to each other and sustainable development of rural areas and small towns.
- **Manage expectations:** Recognise that construction projects that employ local people, such as building the Mlungisi–Stutterheim bridge, are not long-term job creation projects. Rather they are opportunities for skills training and development. Job creation through the regeneration initiative takes time and involves developing the conditions for successful business initiatives. The municipality can facilitate this through infrastructure improvements, effective governance, provision of training and other support for small business development. However, it also depends on the partnerships and relationships developed between public and private sector investors, local community organisations and entrepreneurs.
- **Research:** Base the plans on thorough research to ensure that they will be viable and suitable for the area. For example, undertake household surveys, supplement general statistical socio-economic information with additional research to establish current local and regional dynamics. Understand how the local central business district (CBD) operates and the regional economy to which the town is linked. Identify ecological areas that cannot be developed because of the environmental services they provide.
- **Potential funders will need comprehensive investigations to support a project.** Similarly, the municipality needs to examine proposals made to them by developers, and projects identified in SDFs or IDPs require analysis. Research may reveal other, more urgent or catalytic projects.



- **Flexibility:** Be open to exploring innovative solutions that can stimulate further development. In the case of Zeerust, pre-conceived plans for one focused project can be opened up to embrace a broader development initiative.
- **Long-term view:** Consider the development of a regeneration strategy, as shown in the Zeerust and Mpumalanga cases; it can be a crucial element in the small town regeneration approach.
- **Institutions should be smart:** This boils down to two related aspects, namely leadership and skills: Winning towns will have to attract high skills and leadership qualities. Many towns have lost their local governance function, which has resulted in a brain drain in many localities. Therefore, towns will have to strategise to replenish their skills and leadership base.
- **Well-functioning and intelligent municipal management:** A municipality that fails to achieve clean audits cannot supply safe water or prevent sewage spilling into the rivers and streams, meet their obligations to Eskom or manage a proper interface between a rate-paying formal business sector and informal hawkers is not capable of pursuing higher level more complex functions. It calls for a radical rethink of the way municipalities are staffed and operating.
- **Think globally, then nationally and then regionally:** This has the following important implications for small towns: Global awareness is not the opposite of LED attempts but getting the context for LED correctly. A town should determine which linkages it and its immediate district activities have with the city-regions and their exports, whether there are any supplies or services that could be produced in the locality for the benefit of such value-chain platforms. The failure of many LED interventions can be ascribed to poor market linkages and an overconcentration on local production. IDP planning should simultaneously be more town-specific than the current IDPs that deal with the municipal area as a whole and based on well-researched locality strategies, but simultaneously not be boxed in by the municipal boundaries. Municipal boundaries worked in many IDPs as dam walls confining thinking processes about economic strategy. Provincial boundaries can also become obstacles to effective economic linkages.



3



THE CURRENT STATE OF AFFAIRS

Every town has a heart and a soul that reflects what residents love about their community and why they choose to live there.

Community Heart and Soul



**cooperative
governance**

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

3 The current state of affairs

3.1 Introduction

At the inception of the STR, the aim was (1) regeneration, restoration, and fulfilling the economic potential of underperforming small towns, as well as (2) embracing the significance of small towns and their crucial roles in larger hierarchy settlements. Over time, and as evidenced by legislative and policy context indicated in the previous Chapter, the STR has evolved to adopt a regionalist approach to small town development and regeneration, which has resulted in a move away from jurisdictional/administrative regions to functional social, spatial, and economic regions.

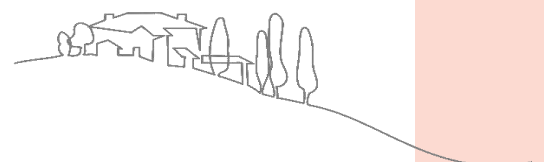
Why focus on small towns?

- *Despite the increasing urbanisation trend, many people reside in non-metro areas.*
- *Small towns are the economic hubs of the rural hinterland but also interdependent on each other.*
- *Existing civic pride and social capital: strong sense of community & identity, which can be leveraged for socio-economic development - SALGA*

This section delves deeper into the contributing factors (1) impeding the implementation of the existing STR, (2) to the decline of small towns, and (3) to the LED challenges. By assessing the STR from a spatial, socio-economic, economic planning, and IGR perspective, an all-encompassing viewpoint is provided. It is from this existing knowledge base, in both the public and private realm, that an evidence-based strategy can be formulated.

3.2 Contributing factors impeding the implementation of the STR: A spatial planning perspective

Each town has its own unique characteristics and potential for development, within different municipal typologies, therefore it is understandable that one approach could not be applied to implementing the STR. However, through an assessment of these approaches the following section aims to shed light on some (not exhaustive) factors that may have impeded the implementation of the STR within the various small towns to date.



Lack of cohesion during roll out

There was a lack of national cohesion in the roll out of the STR and each town was required to formulate its own plan. There was a generic process methodology that could be adapted based on how the local municipality and stakeholders intended to implement the STR. The approach aimed to emphasise local ownership and required local stakeholders to co-design initiatives.

Lack of spatial integration of a small town within the broader context

Emphasis has been placed on a town not being an entity existing in isolation but being part of a broader context through spatial integration and cross border linkages, which plays a pivotal role in the growth and development of small towns. The inability to spatially integrate and link a town, not only within its own boundaries, but also over the wider rural and hinterland areas that the town serves has negatively impacted the STR. For instance, importance is placed on the need for good transport infrastructure and linkages that would enable a small town to act as conduits for goods and services.

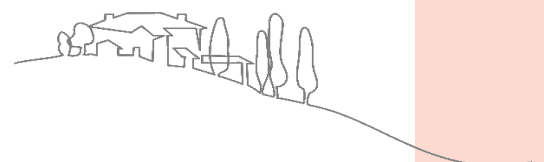
The importance of IDPs and SDFs to guide development

The introduction of SPLUMA indicates municipal compliance through the development of SDFs. The SPLUMA compliant SDFs were to form the basis of spatial implementation of a municipality's IDPs. In cases of municipalities where there were no IDPs or SDFs, (compounded by lack of leadership, know-how, support, and skills shortage), coherent integrated long-term planning could not be possible. Additionally, SPLUMA compliant SDFs will cater for Land-Use Management (LUM) and the day-to-day functions and operations of the municipality – this plays a pivotal role as how a municipality will perform from a capacity and a financial perspective, and also creates the sustainability for future growth and investment opportunities.

SDFs need to be better translated into actions, projects and then budgeted for, in order to implement them.

Core to this is developing a CEF (Capital Expenditure Framework) as required by SPLUMA as per COGTA's guideline and method for CEF's. – Allan Rhodes, 2021

Weak planning systems are aided by sound spatial strategies according to predefined policy discourse or approved development strategies. Therefore, the inability of a



municipality to formulate or follow the guidelines of a structured plan led to no plan or haphazard reactionary implementation.

Diluted focus within the municipalities

The decision to create wall to wall municipalities and to consolidate the almost 1 100 local authorities that existed in 1993 into the current 257 municipalities was aimed at ensuring viable local authorities with proper service delivery capacities. An unforeseen outcome was the fact that several localities lost their government function. In the process local government became more distanced with key officials as well as councillors unfamiliar with local dynamics (Wessels, 2012).

In addition to the above, whilst a number of small towns may fall within a municipality, not all towns would receive the same development focus – seen mostly through budget allocation.

The above highlighted some items that have impacted the successful implementation of the STR.

3.3 Contributing factors to the decline in small towns. A socio-economic perspective

In South Africa, there are many small towns that are in socio-economic decline and unable to provide sustainable services for people living in the surrounding rural areas. Whilst the STR aimed to deal with existing socio-economic issues, an understanding of what they were was lacking. For instance, not all towns completed much need Socio-Economic Baseline Studies (SEBS) prior to the implementation of the STR and could therefore not confirm the magnitude or relevance of importance of the issues to be tackled. The following aims to highlight some general factors that are seen to contribute to the decline of small towns.

Are officials' part of the social (town) fibre?

In the Kopanong Local Municipality in the southern Free State, several senior officials live in Bloemfontein and commute daily in the morning to their offices in Trompsburg, Edenburg and Reddersburg just to disappear in the afternoons back to the city: they are not part of local social fibre of the town and thereby less in touch with local demands and priorities. They seldom visit the other 6 small towns in the municipality. – Wessels, 2012



Poor basic services

When a town, already facing decline is faced with inadequate basic infrastructure, this poses not only developmental issues but also local economic development as well as health and safety issues. This extends to unreliable infrastructure with interruptions in water and electricity supplies and poor roads, constraining



Photo 3.1. Lack of basic services

Source: [IOL](#) (File photo: African News Agency)
No copyright infringement is intended.

manufacturing operations in industrial areas. For instance, poor roads are not only safety hazards, but can impact emergency services and also influence tourism in the town.

Failed infrastructure projects

Government consistently promotes large infrastructure and basic services LED projects as part of their development plans, partly because bricks and mortar are more visible than factors such as 'improved social cohesion', 'better school attendance' and 'improved access to the economy' etc. Large visible infrastructure projects are often poorly conceived and doom people and communities to failure.



Photo 3.2. Unused building material left to rot over a year –R6million been wasted on unfinished project to construct an EMPD precinct in Boksburg

Source: [The Citizen](#)
No copyright infringement is intended.



Unemployment and severe poverty

Small towns fail to create more employment opportunities, or small, medium and micro enterprises which will generate more income for the municipality. However, there are opportunities for job creation through investment in bulk infrastructure and public services (such as electricity, education, emergency services, healthcare, public transportation



Photo 3.3. The official unemployment rate in SA in February 2021 was 32.5%

Source: [News24](#) (Gallo Images/Dino Lloyd)
No copyright infringement is intended.

to name a few) for people in rural areas, which is vital for not only improving people's quality of life but also the future economic development of the area and encourage investment.

Minor demographic revolution

Small and medium-sized towns have experienced a minor demographic revolution. In the towns with a static or shrinking formal sector, in-migration led to a growing number of unemployed people. A proportion of these individuals and families may attempt some kind of informal economic activity. The social grants system, together with the system of public expenditure, has contributed to this trend. For example, in some towns many farm workers have migrated voluntarily to the towns. Some of them have preferred to become unemployed urban residents, so that they can access social services (grants, schools, and clinics) in the towns, in a context where public transport between farm and town is virtually non-existent, and many services to farms have virtually disappeared (such as farm schools and mobile clinics).



Out-migration of middle-class people

The middle class are primarily people with a background in the formal sector, possibly as middle management in public or private organisations that are likely to establish formal small businesses (CDE, 2004). In small towns, this is an extremely valuable sector of the population, because such small businesses can create employment, as well as outsourcing possibilities for

other businesses. In towns where this stratum of population tends to leave, because of perceived better prospects in the cities, it has a major stifling effect on the local economy thus causing a decline in the towns.

GAUTENG RECEIVES THE HIGHEST NUMBER OF IN-MIGRANTS FOR THE PERIOD 2016 TO 2021 The economic strength of Gauteng influences its attractiveness to migrants

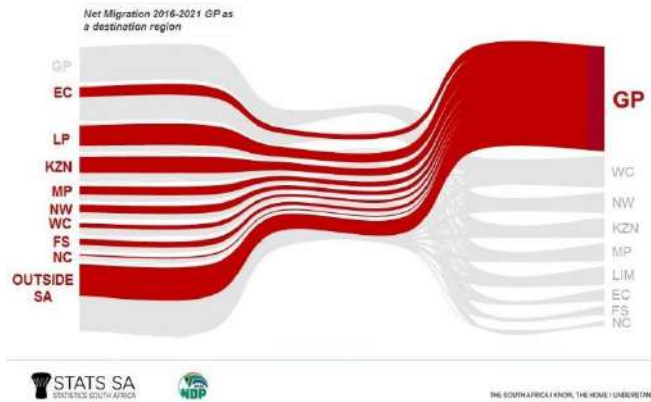


Figure 3.1. In-migrants for the period 2016-2021

Source: [Stats SA](https://www.statssa.gov.za)

Lack of thriving small local business

The local market is limited, and often dominated by one or a few established (often white-owned) enterprises. Shoppers in many small towns use public or private transport to shop in larger towns, causing a leakage of purchasing power. Additionally, a growing number of immigrants are usurping the informal/spaza sector. They tend to provide good service (long



Photo 3.4. Spaza shop serving the local community

Source: [The Conversation](https://www.theconversation.com)

No copyright infringement is intended.

opening hours, fairly good supply of products, etc.), but they seem to undercut local traders, who are being driven out of the sector. This has, on a number of occasions, sparked violent protests and clashes between locals and immigrants.



Lack of support for small local businesses

Few small towns have Chambers of Commerce. This makes it very difficult for municipalities to engage systematically with the local business sector. In addition, many local councillors have shown a steady disregard for local business interests, which further alienates government and business.

Small business support services, such as Small Enterprise Development Agency (SEDA), are located far from most towns. In the Eastern Cape, for example, the main office in Cacadu district is located in Port Elizabeth, and one outlying office is now planned for Graaff-Reinet – leaving numerous towns without business support. Travel costs to larger centres are prohibitive for many informal entrepreneurs, and they therefore cannot access business support. For those companies trying to become formally registered, and operating within the law, access to such services becomes a major hurdle.

Private capital in small towns is usually small in scale, and cannot undertake Corporate Social Responsibility (CSR), which reduces the amount of money and technical support available for new start-up enterprises.

Lack of training and development opportunities

Small towns face added challenges whereby training is difficult to access. The Department of Labour (DoL) has stringent criteria about who can access training. It insists that aspirant trainees must already have a job. This disqualifies the many unemployed people who could benefit from training. Further, the DoL insists that a group of at least 20 people must be available to do a training course – which is often difficult in small towns, where the market could hardly keep a few people gainfully employed in any specific trade.



Photo 3.5. Lack of training opportunities

Source: [Global Giving](#)
No copyright infringement is intended.



The manufacturing base in small towns is typically limited, so that workers tend to have few opportunities for training and acquiring technical skills. People have limited experience in working in large organisations, and therefore lack an effective business network (CDE 2004: 55).

Policy lever 7 of the IUDF seeks to empower active communities by recognising cities and towns that are home to socially and culturally diverse citizens, who are actively involved in city life and committed to making South Africa work. One of the short-term policy objectives is to develop models for civic education. Municipalities, in partnership with civil society and other partners, should explore models for training and equipping community members with the necessary skills to enable meaningful participation. Citizenship education and training (in planning, project management, and budget, institutional and spatial literacy) is needed to strengthen community organisations. Each community activist and community works manager should be equipped with a range of hard skills in community organisation, management and planning. This will enable effective engagement with larger municipal planning systems to ensure that neighbourhood community visions are integrated and will help local government become sufficiently responsive to community needs and opportunities.

Shortfalls of government funded programmes and processes

Many government programmes do not penetrate to rural areas. This includes initiatives such as the Apex Fund (SAMAF), Khula Enterprise Finance, the National Empowerment Fund (NEF), the Tourism Enterprise Programme (TEP), and even SEDA offices (DTI,2005). Virtually the only programme that reaches local communities is SAB's Kickstart programme, but this has increased the number of illegal alcohol outlets.

Municipal procurement can be an important strategy for Small, Medium and Micro Enterprises (SMME) support (Nel and Goldman 2006: 39). But in many municipalities, municipal out-sourcing tends to be constrained by the vested interest of organised labour (e.g., South African Municipal Workers Union), which resists attempts to contract temporary labour to undertake menial tasks (such as litter removal).

Resource dependence

Note: in the proceeding sections the researcher has chosen a case for a single industry (mining) comparison, because of a lack of other studies at small town level in other industries to compare it with. The researcher further acknowledges that factors will vary



not only within particular industries, but also according to region, historical period, and the type of resource being mined.

Resource dependency is the concept which defines people who live in resource dependent towns and who are economically solely dependent on the extraction of the natural resources (Freudenburg & Wilson 2002).

This phenomenon can be likened to the dependence that some small town communities have on mining, which in essence is a finite resource; when the resource is depleted the mine closes, meaning the community or most of the people in the mining industry are left without jobs. Other people lose their jobs because people who spend money from salaries earned through mining no longer do so, firstly because they no longer have an income, or secondly because they have moved away to seek different jobs.

The Case of Flint, Michigan, USA: The danger of being dependent on one resource or industry

Flint's dependence to the automotive industry, when the motoring companies decided to close older, less effective plants, the area was hit very hard and economically devastated. People in almost every sector lost their jobs due to the knock-on effect of job-losses in the automotive industry. Rushen, 1995

Many towns have lost their economic vitality, sometimes because of the burden of a fast-growing low income and low skilled population on the infrastructure, sometimes because of outmigration of some high skilled (often white) people, sometimes because of the collapse or changes in a specific industry.

Resource curse

The concept which arises in the natural flow of the life cycle of a small town that participates in the mining sector, is that of the resource curse. This theme goes hand in hand with resource dependence as discussed in the previous section. The resource curse premise is built on, all things being equal, the assumption that natural resource abundance should increase the income per capita in a country or region where the resource is being extracted.

One of the reasons for the resource curse is policy failure; the biggest reason for this is that governments do not reinvest the proceeds from resource extraction productively. Atkinson & Giles (2003) find that countries which have resource abundance but where



governments consume the resource revenues, feel the effects of the resource curse more severely than countries which re-invest the profits in a sustainable manner. When the institutional capacity is low it compounds the effects of the resource curse. From the literature, it can be concluded that natural resource abundance can be either positive or negative when institutional quality is included in the analysis. It can therefore be argued that the resource curse only shows itself where institutional quality is low.

3.4 Contributing factors to the LED challenges

Following an assessment of how the STR has been implemented from an economic standpoint, the following factors highlight the challenges that the STR has faced in its implementation:

An understanding of the broader economic environment

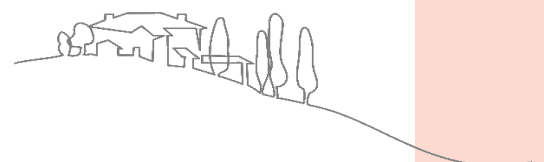
Besides the current STR in SA, the challenge of the inability to have a thorough understanding of the broader economic strengths and regional economic dynamics of each town in their different characteristics has been a challenge. Most of the economic development strategies implemented in small towns, just like the current STR Programme, have faced challenges associated with a “one size fits all” approach to local economic development (Atkinson, 2008).

Lack of political buy-in by governing political structures

The challenge of lack of political buy-in by governing political structures in these small towns leading to limited support has impeded intended achievement of the local economic development goals of the STR. Economic growth is still based on endogenous growth in some of the small towns while it has to be orchestrated by a government induced exogenous demand through funding mechanisms (Atkinson, 2008). With limited funding coupled with constrained resources at municipalities' disposal, the STR has faced difficulties in achieving its economic development goals.

Clarity of institutional arrangements

The seeming lack of clarity of institutional arrangements on which entities will take ownership of the Regional Economic Spatial Development Framework (RESDF) has been a major challenge to the current STR. This has resulted in implementation challenges as well as monitoring and evaluation gaps in the implementation of the strategy.



3.5 Contributing factors to the decline in small towns. A governance/IGR perspective

In South Africa, there are many small towns that are in advanced stages of desolation due to inefficient IGR, broken down and more than often non-existent governance structures.

The decentralisation model and small towns

An unintended consequence of the decentralisation model, brought on by the consolidation and amalgamation of over 1 000 municipalities, has been the loss of a local governing and administrative capacity in many of the small towns, whereby local accountability and opportunities for local participation were lost. The amalgamated local municipalities were motivated on (i) ensuring a proper financial base for the local authority and (ii) ensuring that the governing and administrative capacity that had to rely on scarce resources would be met. An unforeseen consequence was that the managerial and administrative capacities required for managing a multi-nodal municipality exceeded the far more straightforward municipal function approaches that were needed at local municipal levels, whilst the administrative costs were also not limited to benefits because of scale but included additional actual costs such as travelling (both for municipal employees, but also for residents) as well as opportunity costs. The burden of these again came down on the smaller towns, since the main municipal seats are positioned in the larger urban settlement of the local municipality (Wessels, 2012).

Governance and IGR

Internationally and in South Africa, small towns have been subjected to several external factors leading to their decline, with decentralisation processes placing increased pressure on them to develop locally based responses to these external realities. However, very little academic research has been conducted on the impact of national and sub-national public policies on small towns. Instead, the emphasis has tended to fall on policy frameworks and formulas which can be applied in a blanket fashion across different settlement types. The logic of IDPs was meant to overcome such standardisation, however the IDPs have become top-heavy with immaterial data presentations with little attention to local conditions, opportunities, and problems. South African developmental policies have made no provision for coherent socio-economic



developmental support strategies aimed at the more than 500 small towns and the numerous struggling local governance structures, which are virtually all fighting for long-term sustainability (van Niekerk & Marais, 2008).

Intergovernmental integration

Even though legislation exists to guide and promote intergovernmental relations, complex problems of interdepartmental and intergovernmental co-ordination arise as the three spheres of government seek to integrate and give effect to co-operative government by establishing institutions and practices. Many of these institutions and practices unwittingly hamper performance with little overall improvement in co-ordination.

The STR has had a range of governance and IGR failures. Although it is difficult to generalise about the challenges experienced by seven provinces (the STR has not been rolled out in Gauteng, KwaZulu-Natal and there is limited information available for Limpopo), the following key issues can be identified:

- The lack of stable leadership in municipalities, coupled with limited championing of the programme (a system that does not attract and appoint skilled, equipped, able and capacitated officials).
- A lack of capacity in municipalities, which results in municipalities struggling to implement the STR Programme and integrate it with municipal plans and strategies, especially so for IDPs and SDFs.
- A tendency to see the STR Programme as purely an LED programme, with the LED units being primarily responsible for the programme.
- A lack of buy-in on the side of municipalities and a high level of dependency on SALGA.
- A lack of trust in municipal governments, which leads to business not being interested in, or willing to contribute to economic initiatives driven by these entities. This is reinforced by racial cleavages (white businesses, black municipalities). Although it is likely that municipalities are as little responsive to black businesspeople as to white businesspeople.
- Conflicts between local municipalities and “Town Steering Committees” (TSCs), which were put in place due to a lack of trust and local business interests – such as an unwillingness to bring on board experienced consultants from outside the town, as there was a perception that “the work would be for members on the TSCs”.



- A low quality of work and inconsistent engineering fees and disbursements. The rise of tenderpreneurs has inflated prices for consultants and often reduced the quality of consulting reports. There is no incentive for municipalities to pick the best tenders. Very often the municipal staff would not know what the standards are for a good tender or a good product. Municipalities have lost a huge number of skills and institutional memory.
- A lack of intermunicipal and intergovernmental cooperation and collaboration.
- A lack of clarity regarding (1) SALGA's role in the STR Programme, and (2) what is meant by 'regeneration', which creates confusion regarding exactly what SALGA should be doing, as well as how to measure the success of the programme.
- A tendency among SALGA representatives to use a one-shoe-fits-all approach, and not responding to the stark differences in circumstances in different towns, municipalities, regions and provinces.
- A mismatch between Government planning cycles and processes and the requirements of funders.
- A lack of clarity on the implementation of the Intergovernmental Relations Framework Act, 2005, in practice.
- A lack of dedicated funding in Government for cross-border initiatives, which hampers project and programme implementation and economic development. This is a major problem because there is no institutional incentive for provinces or municipalities to collaborate with their neighbours.

3.6 Summary of key learning form the assessment of the first-generation STR

The intention of the STR Programme was, amongst others, meant to assist small towns to grow their local economies. Since the roll out of the programme in 2015, the strategy has been undergoing various adjustments due to lessons being learnt and gaps being identified throughout its implementation.

The success of implementing the STR is a complex matter that involves a number of actors and actions. Key takeaways/learnings speak to the importance of different role players, the importance of, for example IDPs and SDFs, highlights the importance of focus on rural development and how it is linked to small town growth, and most importantly understanding the town (place) that is being planned for. These are some of the elements discussed in the following sections.



3.6.1 Spatial planning perspective

The importance of key partners and institutional arrangements in the development of a small town

Private developers, the business community, as well as the community are important role players specifically when it comes to land availability. Institutional arrangements which include project steering committees and community stakeholder forums also influence the implementation of plans and strategies. These relationships need to be solidified and strengthened as they may hinder the success of any development initiatives. In the case of Napier, its success is attributed to a focussed and championed strategy that included the community, business, local officials, and the support of SALGA. Additionally, the importance of incorporating an oversight committee to monitor the implementation and would tie quite nicely with the approach of the DDM.



Communal tenure is not necessarily an impediment to development

The complexity of the land tenure system in SA is a crucial element to successful implementation of the STR. Strained interactions between LMs and Traditional Authorities and the added acknowledgement of communities of which of the two systems they support has further exacerbated the issue. Traditional Authorities are key partners who can assist in the administration of communal land in and around the small town. An argument can be made that it is possible to integrate dual systems of land tenure and retain advantages from both systems. For Mpumalanga, this was achieved through the Metro respecting traditional forms of land management and working with traditional leaders rather than challenging them.



Focus on rural development in small towns

With the majority of SA's population living in the eight metropolitan municipalities, it is evident that urban centres dominate SA's economy, and that new settlement typologies and spatial patterns have emerged along the rural-urban continuum (IUDF, 2016:25). A strategy for well performing cities is intrinsically linked to successful rural economies. Stronger economic growth in large urban areas over the past decade has funded the roll out of social programmes to towns and rural areas and will continue to do so in the future (CSP Framework, 2012:2).





The discourse on rural development and rural areas in South Africa is gaining momentum, respect and the focussed “development attention” it deserves. (DNSDF, 2018:53). As this trend in focus continues, rural areas are set to become recognised as areas of (1) national significance for surface water and food production and the provision of key national ecosystem services, (2) still home to millions of South Africans, (3) places of retreat, rest and connection with nature and cultural practices, far away from fast-paces urban centres, and (4) sought after domestic and international tourism and retirement destinations (DNSDF, 2018).


The NSDF indicates a number of development corridors and “anchor towns” in South Africa that are earmarked as areas of potential growth, with plans to support and fund them under the new NSDF. It goes on to differentiate large towns as “urban”, whereas **small towns are regarded as “rural” and part of the hinterland** – namely the sparsely populated areas close to an urban settlement of node in which people farm or depend on natural resources for their livelihood.

There is therefore a major focus on the development of rural service centres and other small towns. Within the national network of rural service centres as well as smaller towns and settlements in SA, the NSDF priorities are detailed in the following table (see overleaf).

Table 3.1. NSDF priorities

NSDF Priorities	National Network of Rural Service Centres	Other Small Towns and Settlements
	<p>Strengthen and consolidate existing service centre towns:</p> <p>Towns and border and trade posts such as Manguzi, Komatipoort, Ladybrand and Kamaqhekeza.</p>	<p>Strengthen and consolidate existing towns</p> <p>Service Towns: Modjadjiskloof, Maclear, Marblehall and Paul Pietersburg; and Trade posts and growing towns in border regions, e.g., Alldays, Clarens, Maluti and Rhodes.</p>
	<p>Support Service Centres in stressed regions</p> <p>Victoria West, Carnarvon, Groblershoop and Koffiefontein.</p>	<p>Support towns in stressed regions</p> <p>Areas experiencing a decline in population, e.g., Reivilo, Sannieshof, Pofadder.</p>



NSDF Priorities	National Network of Rural Service Centres	Other Small Towns and Settlements
	<p>Create new Service Centres and transform existing settlements</p> <p>Settlements in dense rural settlement regions, e.g., Barkley East, Bizana, Dundee, Madibogo and Flagstaff.</p>	<p>Develop new towns and transform existing dense settlements</p> <p>In dense growing rural regions, e.g., Qumbu and Pomeroy.</p>

Information that informs planning and land-use management



Within the STR, the availability of accurate up to date base information on towns has been sighted as a challenge. In order to inform spatial development, information such as (1) land ownership, (2) the condition of the land and soils, (3) the carrying capacity of the land, (4) the availability of water on the land, (5) accessibility, (6) the quality of fences and roads, and (7) anticipated exposure to climate change, plays an important role and would be important considerations and will enable long term planning.

Understanding the place/town



The unique character of a town and different typology has been highlighted as a factor to the different implementation of the STR in various towns. Emphasis must be placed on understanding the specific attributes of each settlement in order to compare their functions, organise them in hierarchical categories and analyse the spatial relationships between them, even with scarcity of data, uncertainty, rapidly evolving urban processes and weak planning systems (Spaliviero M, Boerboom L, Gibert M, Spaliviero G & Bajaj M, 2019). For instance, how the STR is implemented in the Karoo and in the Bonjanala region is different due their different regional characteristics as well as development objectives.

A different approach to municipal planning



The state of planning in many municipalities is highlighted as a contributing factor to the failed implementation of the STR. However, through a shift in the approach to its implementation, it is noted that municipalities are able and willing to pool skills and resources that will enable the support of the development of a region. Legislation governing the division of revenue should also enable cross-municipal planning and infrastructure implementation.



Where municipal planning has failed

In 2007 the residents of the town of Sannieshof in North West Province declared a dispute with the Tswaing Local Municipality on the grounds that the state of local service delivery left much to be desired. The ratepayers then formed the Sannieshof Inwoners Belastingbetalers Unie (SIBU) which literally took over the functions of local government of the town, functioning as a local government within a local government (Johan Tempelhoff, 2010).

IDPs should aim to be more town specific

IDP planning should simultaneously be more town-specific than the current IDPs that deal with the municipal area as a whole and based on well researched locality strategies, but simultaneously not be boxed in by the municipal boundaries, or ward boundaries (Wessels, 2012).

Review the existing municipal SDF and compile a local SDF

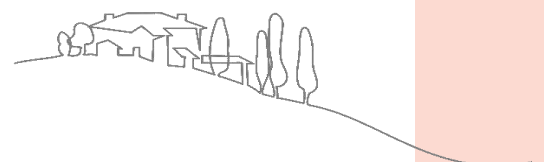
If the urban edge is going to be redefined to make the town function more efficient and address the challenges of marginalised areas posed by apartheid planning, it is likely that a local SDF/precinct plan will be needed. The local SDF/precinct plan needs to be aligned with the municipal SDF, compiled as part of the IDP process. However, the local SDF can also inform the IDP and help refine the municipal SDF to reflect the township's longer-term regeneration plans (SACities, 2011:12).

Include a regional perspective

External, or regional, factors can enhance or constrain a local development. For instance, the willingness of the municipality to engage with regional plans resulted in the initial focus on a community centre in Ikageleng (Zeerust), being broadened to include developments outside the township that will have an impact on the economic development of Ikageleng in the longer term (SACities, 2011:22).

Spatial planning and infrastructure planning should be linked

Infrastructure plays an important role in shaping the spatial organisation of cities and towns, their sustainability and inclusiveness, thus linking spatial planning, infrastructure and budgets is critical.



The initial implementation of the STR has been stunted by the spatial challenges afflicting small towns and rural areas; the lack of a uniform approach; government support and cohesion, diluted focus of municipalities, lack of spatial plans, the strained relationship between LMs and Traditional Authorities, the inability to define the objectives of the STR and align it with the IDP or SDF in a town as well lack of skills and champions to pursue the programme. Whilst there were successes to the first implementation these have been far and few between. Through lessons learnt from this implementation, the approach to STR has adopted a regional approach as seen in the case of the Karoo and Bojanala initiatives.

3.6.2 A socio-economic perspective

The resource curse

The findings indicate that the resource curse does exist in small towns. It was also found that small towns are dependent on a single industry, such as mining and have few alternatives when it comes to diversification. The findings in this study should assist policymakers in government and industry to identify the possible shortcoming of development strategies and plans, and in formulating these strategies and plans in accordance with the specific circumstances of each of these small towns.

The Mineral and Petroleum Resources Development Act, 2002, (Act No 28 of 2002) (MPRDA) is amongst others to transform the mining industries in South Africa. In order to ensure effective transformation in this regard, the Act requires the submission of the Social and Labour Plan (SLP) as a pre-requisite for the granting of mining or production rights. The SLP requires applicants for mining and production rights to develop and implement comprehensive Human Resources Development Programmes, **Mine Community Development Plan, Housing and Living Conditions Plan**, Employment Equity Plan, and **Processes to save jobs and manage downscaling and/or closure**. **The above programmes are aimed at promoting employment and advancement of the social and economic welfare of all South Africans whilst ensuring economic growth and socio-economic development.** To this effect the Department of Mineral Resources (DMR) has provided the relevant guidelines for the development and implementation of the SLP.



Consolidated and coordinated funding

Funding is considered inadequate for small towns to able them to deal with their infrastructure and service delivery challenges (backlogs, as well as infrastructure for growth). Investment in infrastructure is critical in addressing the backlog of basic services, particularly in townships and informal settlements, as well as in growing the economy. Despite progress made, several challenges continue to undermine the implementation of the legislative frameworks, such as inadequate funding for proactive risk reduction planning and activities, coupled with municipalities struggling to spend their infrastructure budgets. Small towns are also unable to predict the funding that they will access from operational grants or whether there will be additional revenue sources, which makes longer-term planning difficult.

There is a need for adequate and consistent donor funding that will serve the primary purpose of investing and responding to public sector incentives and needs. Role players may include the private sector and other public sector departments such as the Department of Agriculture, Land Reform and Rural Development (DARDLR), Department of Arts Sports and Culture (DASC) to name a few.

Realistic approach is needed

There is a need to be more realistic about what can be achieved through regeneration assistance. Long-term regeneration processes need to be locally led, where 'big fix' external prescriptions do not adequately match the process to the challenge.

Investments in localities should be informed

Funding of infrastructure and subsidisation of services will not in itself transform a small town into a viable one, however investment in basic infrastructure and services can act as a catalyst for regeneration. Public investments should in the main be targeted at strengthening sustainable linkages with the economic corridors and that has implications for differentiation in funding by the public sector.

Viable alternatives for development

Some localities are poverty traps and, due to demands for basic and a range of social services, become traps for municipalities and through them, the Treasury, as well. Serious attention should be given to those towns (and the smaller settlements like villages and hamlets) with virtually no growth or poverty reduction potential to reflect on



the nature of public investment. Consideration should even in the most severe cases be given to combined instruments to enable residents to relocate to viable alternatives.

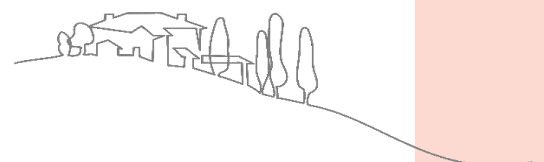
New models of government support

The findings suggest new models for government support are required which recognise that successful processes are developed through sustained 'small wins' over long periods. Whilst tensions between external governance ideas/concepts and the practical realities of local implementation remain, locally specific challenges to implementation cannot be circumvented through external prescription tied to funding. To this end, one can consider the idea of a Small Towns Agency with discretionary small-level grant funding to assist local, bottom-up initiatives.

The DDM can bring about a functional supportive role in its posture that government tackles the deep-rooted silo mentality that exists in how it plans, budgets, and delivers services across the three spheres of government. While not capitalizing on opportunities that exist to mobilize other actors in the private sector, NGOs and communities to achieve social compact. Both the DDM and the IUDF subscribe to the concept of social compact, an all-of-society approach towards improving the lives of people and lastly spatial transformation.

The DDM as a way of working and doing things differently will play a key role in enhancing the implementation of the IUDF, for instance, one of the short-term priorities of the IUDF is to institutionalise long-term planning. The DDM, through the introduction of the One Plan, is on course to make this a reality. While the IUDF advocates for greater involvement of premiers and MECs in planning and development, the DDM also advocates for the same intervention across all three spheres of government, i.e., the recent nomination of political district champions at a national level that cascades to district level is a perfect example of how the IUDF and the DDM complement one another.

Currently some district municipalities are catastrophically dysfunctional. Therefore, the DDM model will require a system of evaluating district municipalities' capacities, and thereafter support development.



Not all small towns have the same path to the future

Some small towns will grow economically as well as in population, others have potential to become well-functioning and effective small towns, and some will struggle and decline. To determine the possible future path requires an assessment of the potential of a town to grow or sustain its current economic activities and thereby its population is a process that should be informed by proper analyses (trends, rather than snapshots) exploring:

- the reasons for growth and/or decline of some of the major economic drivers in the locality (e.g., mining, tourism, government services, agriculture, social grants, etc.);
- the changing impact of regional, provincial and national value chains and the linkages of the town with such value chains;
- a thorough SWOT of all economic and social service sectors as well as institutions of the locality; and
- resources and skills audit.

Skills development

Skills development interventions remain one of the best rural and small town development strategies. The current framework of skills development has been more attuned to the needs of cities. Artisan skills development as well as urban literacy programmes will enable new urbanites to find opportunities locally, but also elsewhere, in the modern sector.

Fresh approach to LED

One of the main elements preventing LED is struggling infrastructure - water cuts, poor road conditions, lack of access to markets, unstable electricity - which deter investment. Despite the billions of rands spent by the Government in the past, return on social investment has often not been sufficient and social volatility and dire local-socio-economic needs remain concerning. Development initiatives in SA have kept falling short of turning the tide on hunger, poverty, inequality, and joblessness. These results indicate that a fresh approach to LED is required. It is recommended to support economic projects devised by local people, who have a vested interest in the project working.

Therefore, a broad-based approach to LED is suggested that can maximise participation and easy entry for all interested people at any level in the socio-economic pyramid and enables a person or household to systematically improve.



The findings in this study should assist policymakers in Government and various industries to identify the possible shortcoming of development strategies and plans, and in formulating these strategies and plans in accordance with the specific circumstances of each of these small towns.

3.6.3 Economic development perspective

Spending priorities

The current STR Strategy has shown that spending priorities must be well directed towards the existing economic strengths of each small town. A one-size-fits all type of economic development approach must be avoided for the effectiveness of any future development strategy.

Government funding alone is not enough to solve economic challenges

One of the key lessons learnt is that Government funding alone cannot adequately solve small towns' economic challenges. That is, Government funding is only enough to kickstart economic development and the continuous, long term economic sustenance of each small town, relies heavily on their endogenous economic activities coupled with interventions from the private sector. As a result, continuous funding through Government grants without capacitating small towns with skills development initiatives, networking and other non-monetary interventions creates survivalist small town economies.

Strategic support for SMMEs and small businesses

The current STR has also demonstrated that strategic support of the SMMEs and small businesses is critical for the positioning of small towns as regional economic nodes. These businesses form a larger part of the small towns' economies as they constitute a significant percentage of the economy in these areas. Incubation, creating access to information and credit, training and networking are critical for the mainstreaming of small businesses operating in small towns.



The influence of migration on the ability to take advantage of an economic development strategy

Moreover, the current strategy has demonstrated that the outward migration in small towns over the past years has lessened the capabilities of the towns to take advantage of any economic development strategy. The notion that the larger the population size of a small town, the higher the chances of economic growth has gained prominence in the implementation of the current STR Strategy. This is also coupled with the realisation that, the increase of population sizes in small towns is largely characterised by an influx of unskilled rural poor coupled with out-migration of the skilled economically active population to larger cities. For this reason, it has been enforced that a deep understanding of demographics of each small town with its proportions of economic activities as well as potential contribution to the economic growth, is very important prior to the implementation of the STR Strategy.

Migration and Social Grant System

Given the social grant system, in-migration brings along disposable income, which can help to support the retail sector. It can also support schools and other public services – teachers, nurses etc ... which can indirectly have economic multiplier effects (Atkinson, 2021).

3.6.4 A governance/IGR perspective

STR to form part of the National Spatial Perspective

The future of small towns cannot be de-linked from a national and regional spatial perspective. In that sense a small town regeneration strategy can only be viable if it would form part of a national spatial perspective. Small town regeneration is not an additional and separate intervention requiring a separate institutional delivery framework.

One approach to implementation

There cannot be a single national template approach for small town regeneration as towns are unique elements with different locational features, characteristics and development objectives or visions. There should rather be a strategy on how small towns could be individually assessed within the national and regional socio-economic context and be classified in categories of similarity that is robust and resilient.



Well-functioning and intelligent municipal management

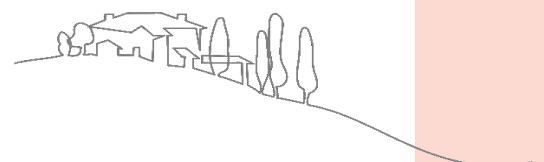
Whilst the vibrancy of a town does not depend on the municipality and local governance alone, but rather on the creative and productive utilisation of local potential and regional linkages by the range of its population, the current low capacity of local municipalities is indicative that municipalities cannot drive successful towns. It calls for a radical rethink of the way municipalities are staffed and operating.

Trickle-down effect of municipal management

For example, a municipality that fails to achieve clean audits, cannot supply safe water or prevent sewage spilling into the rivers and streams, meet their obligations to Eskom or manage a proper interface between a rate-paying formal business sector and informal hawkers is not capable of pursuing higher level more complex functions.

The following lessons were learnt regarding the implementation of the STR with regards to collaborator-municipalities and strategic partners:

- It is important to identify immediate, intermediate, and macro causes for a town's decline, growth or stagnation, as well as any future risks to sustainability.
- A key factor for success is to identify the regional economies within which the towns are located.
- It is important to adopt a 'whole of place' approach and not an isolated, piecemeal LED-process.
- Intermunicipal cooperation is key to dealing with present and future opportunities and threats.
- Government, private sector and civil society partners should each have clearly defined and mutually agreed-to roles.
- Public and private sector resources should be directed in a coordinated and integrated manner to support small towns and the municipalities in which they are located.
- Development should be led by residents and local associations/initiatives to ensure that the development processes and local government initiatives improve and enhance the lives and life chances of citizens.



With regards to the sustainable management of the STR, the following aspects need to be considered:

- The success of the programme is largely improved by the active and continued presence of political will at all levels of government.
- It is crucial that municipalities take ownership of the STR Programme, otherwise the effective management and maintenance of projects is problematic.
- The STR Programme should ideally be driven and managed by the mayor and municipal manager together with the municipal Executive Committee.
- Strong technical competence and leadership is critical to success.
- Private individuals and structures located in the towns/areas should be involved in the process, as they generally have a passion for, and a vested interest in the development of the area.

In delivering government to the nation through co-operative government, one must be reminded of four requirements set out in Section 41(1)(c) of the Constitution:

1. **Effective government** - co-operative government must entail the effective and efficient use of resources, not wastage and duplication, but the unlocking of synergy of collective effort.
2. **Transparent government** - co-operative government should not be an entangled web of committee and consultations, making it difficult to determine who is responsible for what task.
3. **Accountable government** - the system and processes of cooperative government should not impede holding executives accountable for their decisions and actions.
4. **Coherent government** - government should be rational, informed by best information with due regard to consultation between spheres of government. Contradictory or overlapping policies should not arise by oversight, the absence of consultation or poorly informed decisions.

To this end, the success in delivering government to the nation requires "a whole of government" approach.



3.7 Summary of key issues to be addressed by the STR Strategy

The previous sections have unpacked the STR, from a literature point of view, in its implementation and culminated in key takeaways/learnings. The following table provides a summary of key issues to that will inform the next iteration of STR.

Table 3.2. Key issues that will inform the next iteration of the STR

SPATIAL PLANNING	SOCIAL DEVELOPMENT
<ul style="list-style-type: none"> • Towns and rural areas cannot be seen as islands on their own, but part of a broader region. • Co-ordination and buy-in, capacity, skills and knowledge are required in implementation of a regional approach. • Stronger emphasis on spatial and integrated planning required. • Spatial redress and inclusivity require long term planning that involves several stakeholders – including the communities themselves. • Highlight the importance of spatially defining a town. • IDP planning should be town specific, based on well researched locality strategies and not be boxed in by municipal boundaries. 	<ul style="list-style-type: none"> • Inadequate support and a prolonged pattern of declining town centres and increasing regional gaps in the quality of life. • In the small towns, income generating opportunities are few, poverty is pervasive, agriculture has turned expensive and poor social status is pulling people back from getting their children educated to aspire for a better life. • Rapid urbanisation due to lack of opportunity in small towns has its own set of negative socio-economic issues, such as unemployment, poverty and housing shortages. On the other hand, it can bring additional multipliers and lead to increased property prices, which means that property owners get capital gains, which can be reinvested. • Noticeable differences between rural/small town poor and urban/bigger town poor communities, where rural poor are more disadvantaged. • The importance of small towns and its communities are underrated as they perform several essential functions, from market nodes for food producers and processors to providers of services, goods, and non-farm employment to their own population and that of their



	<p>surrounding rural regions.</p> <ul style="list-style-type: none"> • Overloaded old and collapsing infrastructure. • Lack of capacity in infrastructure development and maintenance. • Small towns are not attracting new private investment. • New private investment is constrained by lack of public land transfer and including tenure issues.
ECONOMIC PLANNING	IGR
<ul style="list-style-type: none"> • Unique key success factors affecting a town's economic performance and associated risks need to be identified. • Planned economic outcomes (results) as well as their accompanying basket of economic indicators (for measuring economic performance) needs to be agreed upon at project inception. • Need for benchmarking the programme with other similar and successful programmes implemented internationally. • STR Programme needs to be synchronized with LED plans. • Identification of the key drivers of economic development in each small town. • Determining the economic sphere of influence of small towns over dependent areas, beyond their economic functional boundaries. • Assessment of the impact of the trickle-down, spread and backwash effects of economic development of small towns to the rural surrounding through evaluating the current STR Strategy. 	<ul style="list-style-type: none"> • While local institutions and local governments are increasingly recognised as central to regional development, this has not been accompanied by an appropriate fiscal and financial architecture that enables local governments to perform their growing role. • South African developmental policies have made no provision for coherent socio-economic developmental support strategies aimed at small towns and the numerous struggling local governance structures, which are virtually all fighting for long-term sustainability. • Policies have not benefited small towns and/or been applied inappropriately within small towns. • There are typically poor relationships between municipalities, business and ratepayers. • Lack of effective intergovernmental planning. • What happens at the local level reflects policies and strategic choices made at the macro-level. Clearly, local and regional governments cannot support local sustainable development if there is



	<p>no synergy with national and supra-national levels.</p> <ul style="list-style-type: none"> • Provincial government support has been rather fragmented. • Lack of accountability.
MONITORING AND EVALUATION (M&E)	
<ul style="list-style-type: none"> • Ensure availability of strong institutional mechanisms and capacity for M&E oversight and implementation. • Identify and capacitate institutions responsible for collecting and analysing economic data in the towns. Data only publicly available for municipalities. Without reliable data, success of the programme cannot be determined. Increase use of evidence (data) for improvement of the programme. • Improve knowledge management and promote peer learning amongst the towns in the programme. 	

3.8 Conclusion

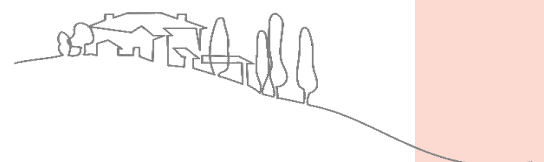
All spheres of government, policy and programmes, take heed of the importance of a coherent, sustainable and implementable strategy. The STR has had some success in its implementation. However, it is noticeable that there are areas of emphasis that require focus.

What is clear from the assessment of the STR is that a co-ordinated effort is required in its implementation. From inception it is important that a town has clear vision for its development. IDPs and SDFs are strategic plans that give a voice, structure and legibility to the vision. Viable, long-term development plans require careful preparation, and it is important that municipalities invest in the formulation of these plans. It is also within these plans that socio-economic goals can be defined.

In support of these strategic plans, it is important to include all affected and relevant stakeholders. The importance of functional institutional arrangements and governance structures cannot be downplayed. In towns where upfront work has been done to form these arrangements, development has been on the rise. In towns where these are applied, development goals are solidified, strengthened and individuals are held



accountable. A holistic integrated approach, with the support of all parties affected is paramount to the success of STR implementation.



4



THE ASPIRATIONS AND STRATEGIC FOCUS AREAS OF THE STR STRATEGY

This country is made up of small towns and big dreams.

Brian Mulroney



**cooperative
governance**

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

4 The aspirations and strategic focus areas of the STR Strategy

4.1 Introduction

It is evident that there is a renewed emphasis on the development of small towns and the importance of developing a strategy to enhance the developmental role of small towns. The significance of small towns, not only in the national space economy, but also in their role in facilitating public life is embraced in the STR Strategy. This necessitates a shift in thinking whereby people and how they for example, experience spaces take precedence.



Photo 4.1. Montagu in the Western Cape

Source: [Touropia](#) (dreamstime/ Grobler du Preez)
No copyright infringement is intended.

According to a conference research paper by the University of Cape Town, it is vital to recognise that not all small towns have the same path to the future. The research states that some will grow economically as well as in population, others have the potential to become well-functioning, and significant small towns and some will struggle and decline.

Furthermore, not all small towns have growth potential; for instance, in some cases, the localities would hardly have the potential to propel the inhabitants out of poverty. The future of such poverty traps has to be considered carefully. There can, therefore, not be a template approach. It is consequently vital to distinguish between the following when considering the implementation of the STR strategy:

- *The nature of the town's main functionality:* If the main functionality is that of mining, the question would be how the value chain for the commodity can be enhanced, as well as how the economic base of the town could be diversified before the mine reaches the end of its cycle, or before the demand for the commodity runs out.



- *Options for the future:* Is the most realistic option for each small town that of growth in population and development in economic terms, or could it in some cases only be to become well-functioning small towns? Is the option for some towns even to manage its decline? For example, Clarens, McGregor, Dullstroom and Greyton will be



Photo 4.2. Clarens in the Free State

Source: [Touropia](#) (dreamstime/ Grobler du Preez)
No copyright infringement is intended.

threatened when they become too busy and too big. There are already some people who had settled in Clarens in the early 90s but have since relocated to Rosendal to escape the tourist hustle and bustle over weekends. It has also been documented in international research that some small European towns are complaining that they are too remote and de-linked, and other places complain about being trampled by tourists and visitors from the cities.

However, what is required to move forward and to give effect to the regeneration of SA's small towns is (1) a coordinated effort between the various spheres of government, (2) an integration and alignment of the efforts of the various policies and programmes, and (3) the development of a STR Strategy in order to assist with the implementation of the programme in a coherent and structured manner.

In view of the afore-mentioned the following sections will provide an overview of (1) the definition of a small town within the context of the STR, (2) the vision and objectives, (3) as well as the proposed strategic focus areas that are vital to the implementation and success thereof.

4.2 ***What is a small town within the context of the STR Strategy?***

Defining a small town is a complex matter (for example the definition of a small town in Europe is different to that in Southern Africa) (SALGA, 2016; McKibbin, et al., 2012). However, in literature small towns are classified either by **size** (either by population count or density), **space**, or by **function and economy** (performance or historical legacy).



Over the last two decades small towns in SA absorbed much of the urban growth and will continue to do so. This is reflected in research, which indicates that there exists an array of small towns, and that there is not a typical small town (a small mining town has a different dynamic and enterprise composition than, say, a tourist town). This makes defining a small town in the SA context complex.

The renewed emphasis of the development role of small towns is therefore an important part of the STR.

The Draft NDP, 2019, define a town as:

“A place where people and services are geographically concentrated in a distinct and identifiable area. While towns can vary in size, they tend to have a smaller population, lower residential densities, fewer employment opportunities and fewer and/or smaller economic activities than cities”.

Thus, taking cognisance of the literature study and the key SA policies and programmes the following definition is offered for small towns within the context of the STR Strategy:

*A small town is a **settlement of varying size** (in population and geographical area) **existing below intermediate cities in the settlement hierarchy, creating the spatial and economic link between the cities and rural areas and serves as a local node, which typically relies on natural resources and other functions, and is characterised by varying levels of resources, services, infrastructure, and a limited presence of effective governance structures/authorities.***

4.3 STR vision and objectives

The vision is guided and shaped by the aim of the STR to revive, restore and fulfil the economic potential of underperforming small towns, as well as to embrace the value of small towns and their central position in larger hierarchical settlements. At the heart of the vision is the central aim to address the developmental needs of small towns. In view thereof, the vision should address the social needs of people living and working in small



“If you do not know where you are going...how will you know when you have arrived?”



towns, now and in the future, and create opportunities to the establishment of sustainable communities.

In view of the afore-mentioned the vision of the STR is:

***“Transformed, safe, socially and regionally integrated and economically viable and inclusive towns, with well-maintained infrastructure (social and civil) that allow people and place to realise their full potential through active citizenry for present and future generations.*”**

Guided by the STR vision and following the Situational Analysis of the current STR Programme, the objectives of the STR Strategy are to (1) create a spatially enabling environment, by following a (2) broad-based approach to local social development, that will bring about (3) equitable economic growth, through (4) co-operative, coherent and responsible governance, and (5) strengthened institutional mechanisms for M&E and data management.

The objectives consider the spatial, socio-economic, governance and institutional elements that will promote sustainable development. The following overview of the STR objectives provide the base from which the development concept and STR Strategy are developed and does not prescribe the order/importance of the objective.

Objective 1: Spatially enabling environment



Spatial Planning

To enable an environment that will result in sustainable development and fair redistribution and allow for the regeneration of small towns in an integrated and informed manner through evidence-based information. The focus is on prioritising spatial integration in terms of the environment, infrastructure upgrades, transport linkages, health and safety and the unlocking of potential markets and improved urban management.



RATIONALE BEHIND OBJECTIVE 1

What informed this objective?

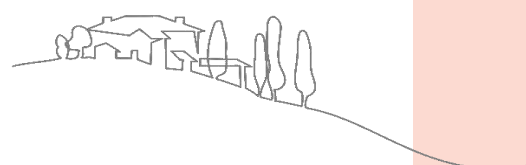
- This iteration of the STR needs to place stronger emphasis on spatial and integrated planning. Planning, co-ordination and integration between different elements such as transport infrastructure and linkages, services infrastructure, environmental protection, socio-economic development, housing, health and safety, private and public sector investment.
- The lack of support for municipalities that govern small towns.
- The lack and quality of resources available to small towns.
- Current initial lack of a long-term vision.
- The lack of integration and cooperation between towns and other regional elements (e.g., rural hinterland and larger urban centres).
- The spatial discrimination and footprint left by apartheid.

What does this objective mean?

- An environment that will result in sustainable development and fair redistribution and allow for the regeneration of small towns in an integrated and informed manner through evidence-based information.
- Correct spatial injustice.
- Creating sustainable futures for current and future generations – in the small town context.
- Development geared to more of an entrepreneurial mind-set.
- Focus on the small town but consider the territory/region.
- Allow for local content to inspire spatial creativity – allow increased, substantial public participation.
- Strategic development that achieves partnership, assimilation, coordination, and joint planning.



<p>What does this objective seek to achieve?</p>	<ul style="list-style-type: none"> • What and how to prioritise spatial integration in terms of the environment, infrastructure upgrades, transport linkages, health and safety and the unlocking of potential markets and improvement of urban management. • It will address the balance in development from a regional perspective. • Place-based spatial intervention, small towns serve as nodes that support regional nodes and corridors. • Enable the creation of polycentric urban systems – providing greater opportunities and variety of nodes for the rural hinterlands. • Encourage greater efficiency. • Private-public partnerships (PPP) and private investment.
<p>What is the focus of this objective?</p>	<ul style="list-style-type: none"> • Provide a coherent framework for development of small towns. • Promote the development of sustainable small towns.
<p>What are the key issues to be addressed?</p>	<ul style="list-style-type: none"> • Towns and rural areas cannot be seen as islands on their own, but part of a broader region. • The importance of spatially defining a town. • Spatial redress and inclusivity. • Development of small towns with diminished functional economies.
<p>What are the key priorities?</p>	<ul style="list-style-type: none"> • Criteria development for the inclusion of towns in the STR Strategy. • Classification of small towns. • Targeted development for towns identified as service centres as per NSDF priorities. • Development/review of up to date SDFs. • Capacity building within local municipalities – perhaps through skills sharing programmes with private sector. • Civil and transport infrastructure upgrades.



- Town beautification – creation of a place through precinct planning and urban design.
- Be more than a developer of place, also be a developer of communities.

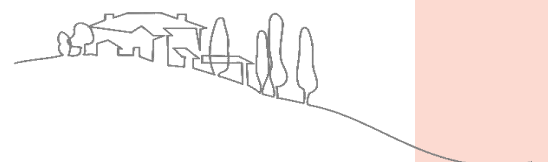
Objective 2: Broad-based approach to local social development



To enable contextually appropriate interventions and development and cascading benefits and to ensure access to the basic service/needs (education/healthcare/ employment/food etc.). Plan = Intervention = Outcome. The focus is to start with people at the bottom of the pyramid to help them discover avenues out of poverty that suit their circumstances and preferences, enabling them to grow meaningful economic activity in their lives.

RATIONALE BEHIND OBJECTIVE 2

<p>What informed this objective?</p>	<ul style="list-style-type: none"> • Poverty, unemployment, poor service delivery is prevalent in most South African small towns. This coupled with limited or inconsistent access to communities meeting their basic needs indicate that development initiatives in SA have kept falling short of turning the tide on hunger, poverty, inequality, and joblessness. These results indicate that a fresh approach to local social development (LSD)/LED is required. • Whilst the STR aimed to deal with existing socio-economic issues, an understanding of what they were was lacking. For instance, not all towns completed much need SEBS prior to the implementation of the STR and could therefore not confirm the magnitude or relevance of importance of the issues to be tackled. • There is a need to be more realistic about what can be achieved through regeneration assistance. Long-term regeneration processes need to be locally led,
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	<p>where ‘big fix’ external prescriptions do not adequately match the process to the challenge.</p>
<p>What does this objective mean?</p>	<ul style="list-style-type: none"> • Broad-based approach to LSD maximises participation and easy entry for all interested people at any level in the socio-economic pyramid and enables a person or household to systematically improve. • Pro-poor. • Inclusive of a large part of the country’s population.
<p>What does this objective seek to achieve?</p>	<ul style="list-style-type: none"> • Contextually appropriate interventions and development. • Cascading benefits which occur over time will most impact or change a community. • Access to the basic service/needs (education/healthcare/employment/food etc.). • Plan = Intervention = Outcome
<p>What is the focus of this objective?</p>	<ul style="list-style-type: none"> • To start with people at the bottom of the pyramid to help them discover avenues out of poverty that suit their circumstances and preferences and enabling them to grow meaningful economic activity in their lives.
<p>What are the key issues to be addressed?</p>	<ul style="list-style-type: none"> • Noticeable differences between small town poor and bigger town poor communities, where small town poor are more disadvantaged. • Overloaded old and collapsing infrastructure. • Under-resourced, underserved, underdeveloped small towns. • Decent living conditions for their residents cannot be ensured.
<p>What are the key priorities?</p>	<ul style="list-style-type: none"> • The primary focus should be on projects that have a long-term impact on the local economy and can contribute to the sustainable beneficial development of a community. • Start with the most vulnerable/under-resourced small towns.



- Start with small towns that pose as viable options for development.
- Encourage the practice of undertaking scoping/feasibility/ baseline assessments prior to rollout the strategy in a selected town. This will mitigate risk of white elephant developments/projects/initiatives and ensure developments/projects/initiatives are contextually appropriate.

Objective 3: Equitable economic growth



To address economic imbalances through strengthening small towns as regional economic nodes; and to facilitate comprehensive economic growth from grassroots level. The focus is to create self-sufficient and integrated towns with sustainable GDP.

RATIONALE BEHIND OBJECTIVE 3

<p>What informed this objective?</p>	<ul style="list-style-type: none"> • Regional economic disparities still exist in small towns. • Some small towns still perform below their resource's capacity/potential. • High rural to urban migration for employment opportunities. • Over reliance on grants for some small towns. • Institutional vacuum on benchmarking and quantifying regional economic performance that is regional gross domestic product (RGDP), gross value added (GVA) and employment in small towns. • A “one size fits all” economic development approach failing some small towns.
<p>What does this objective mean?</p>	<ul style="list-style-type: none"> • Small towns treated as functional economic regions. • Economic development strategies applied as per economic strength and resource base of each small town. • Regional economic relationships identified and supported.



	<ul style="list-style-type: none"> • Active economic participation and inclusion. • Periodic economic performance measurement for informed planning.
What does this objective seek to achieve?	<ul style="list-style-type: none"> • Small towns will gain economic strength as economic nodes. • Economic self-sufficiency and comprehensive growth. • Small towns lagging behind will catch-up. • Regional economic growth resulting to increase in employment levels, RGDP, and GVA. • Regional economic imbalances will be addressed. • Comparative advantage in small towns. • Bottom-up, comprehensive economic growth. • Economic spread/trickle-down effect will be facilitated.
What is the focus of this objective?	<ul style="list-style-type: none"> • To create self-sufficient and integrated towns with sustainable GDP. • Public-Private sector partnerships in funding for economic development of small towns.
What are the key issues to be addressed?	<ul style="list-style-type: none"> • Small towns and their rural areas still appear as the forgotten places due to economic disparities. • Small towns failing to play development roles as regional economic nodes to the surrounding rural areas and their hinterlands. • Demographic information, employment, RGDP performance and GVA data is unavailable for each small town thereby crippling economic planning. • Limited financial resources to implement economic strategies in small towns.
What are the key priorities?	<ul style="list-style-type: none"> • An institution to implement, take ownership of the RSDF and to conduct more economic performance monitoring on periodic bases must be incorporated. • Public-private sector partnerships in funding and infrastructure investment.



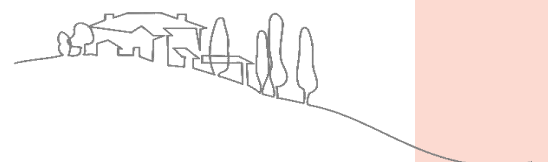
- Prioritisation in selection of towns to optimize economic outcomes in the context of scarcity of financial resources.

Objective 4: Co-operative, coherent and responsible governance



To enable ownership, accountability, good governance, follow-through on interventions, the establishment of clear institutional arrangements, implementing agents/stakeholders to acquire strong technical competence and leadership abilities. Plan = Intervention = Outcome. The focus is capacity building at all levels of government.

RATIONALE BEHIND OBJECTIVE 4	
What informed this objective?	<ul style="list-style-type: none"> • South African developmental policies have made no provision for coherent socio-economic developmental support strategies aimed at small towns and the numerous struggling local governance structures, which are virtually all fighting for long-term sustainability. • Lack of effective intergovernmental planning.
What does this objective mean?	<ul style="list-style-type: none"> • Co-operative: Based on the belief that all three spheres of government are able to work together with Private, NGOs and Civil Society by co-operating and providing the citizens of South Africa the services that would be beneficial to all. Therefore, not an end in itself, but a means to an end, enhancing development and improving the standard of living of people and creating a desirable space. • Coherent: Government should be rational, informed by best information with due regard to consultation between spheres of government. • Responsible: It entails rules, norms, processes, and practices that incorporate values into



	administrative decisions, and combines accountability with discretionary action.
What does this objective seek to achieve?	<ul style="list-style-type: none"> • Ownership. • Accountability. • Good governance. • Follow-through on interventions. • The establishment of clear institutional arrangements. • Implementing agents/stakeholders to acquire strong technical competence and leadership abilities. • Change in mindset and attitude. • Plan = Intervention = Outcome.
What is the focus of this objective?	<ul style="list-style-type: none"> • Capacity building at all levels of government and other key strategic partners (such as communities).
What are the key issues to be addressed?	<ul style="list-style-type: none"> • The lack of stable leadership in municipalities, coupled with limited championing of the STR Strategy. • A lack of intermunicipal and intergovernmental cooperation and collaboration. • A tendency to use a one-shoe-fits-all approach, and not responding to the stark differences in circumstances in different towns, municipalities, regions, and provinces. • Limited presence and/or ineffective governance structures and/or authorities. • Subject to limited government administration and neglect from major stakeholders and policy makers.
What are the key priorities?	<ul style="list-style-type: none"> • Government, private sector, and civil society partners should each have clearly defined and mutually agreed-to roles with oversight committees to monitor growth and development. • Teaching and instilling strong technical competence and leadership as it is critical to success.



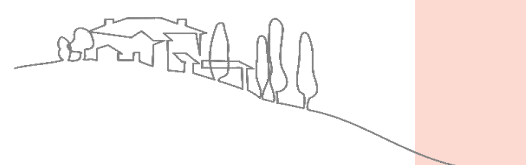
- Key performance indicators (KPIs) to be incorporated into implementation agents' contracts to optimise performance, track, and measure progress against deliverables, achieve goals and objectives and encourage accountability and responsibility. (**need to obtain buy-in*)

Objective 5: Strengthened institutional mechanisms for M & E and data management



To enable the identification and capacitating of institutions responsible for collecting and analysing spatial, social, and economic data in the towns. The focus is to build capacity of Local Government to increase the use of evidence (data) for improvement of the programme.

RATIONALE BEHIND OBJECTIVE 5	
What informed this objective?	<ul style="list-style-type: none"> • Absence of capacitated institutional mechanisms and capacity for M&E oversight and implementation. • Lack of clarity of institutional arrangements on which entity is responsible for data management in small towns.
What does this objective mean?	<ul style="list-style-type: none"> • Need to have reliable data in order for the success of the programme to be determined.
What does this objective seek to achieve?	<ul style="list-style-type: none"> • Identify and capacitate institutions responsible for collecting and analysing spatial, social and economic data in the towns.
What is the focus of this objective?	<ul style="list-style-type: none"> • Build capacity of Local Government to increase use of evidence (data) for improvement of the programme.
What are the key issues to be addressed?	<ul style="list-style-type: none"> • Data management.

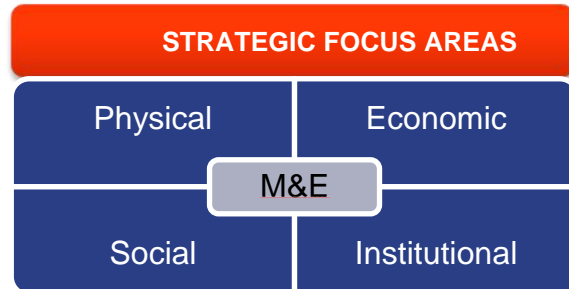


What are the key priorities?

- Identify and capacitate institutions responsible for collecting and analysing economic data in the towns.

4.4 Strategic focus areas of the STR Strategy

The South African planning and development structure is working towards achieving the desired results and targets in terms of restructuring, economic growth, and sustainable development. However, the **spatial**

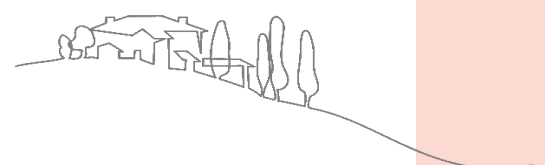


planning system is struggling to function and perform with, and within a very complex **three-sphere government structure**.

We also experience, closely connected to this that the local municipalities responsible for local planning and growth and urban management in general are not performing as they should. This integrated development planning system is further challenged and often seriously confronted with the **increasing needs and challenges of development (spatial, social, environmental, and economic)**, not only from the government (itself), but also from development agencies and particularly from communities (most often impoverished communities in dire need of basic services).

When looking at these challenges, the question that comes to mind is how we deal with these challenges in the STR Strategy and how do we **monitor and evaluate** the success thereof.

These inter-related components above form the thematic areas for the development of the STR Strategy. The following section speaks to focus areas for consideration; however, the order of implementation will depend on the town context and needs.



4.4.1 Strategic Focus Area 1: Spatial Planning



The Constitution states that municipalities should “give priority to the basic needs of the community and promote the social and economic development of the community” (RSA, 1996). However, looking at the fragmented spatial structure, backlogs, lack of and poor quality of infrastructure and services, challenges in terms of the local economy that SA is not performing well enough in terms of development outcomes.

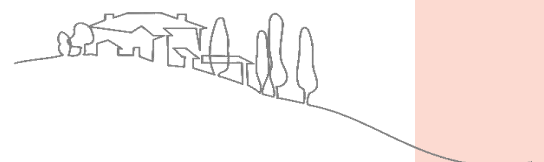
Taking into consideration the growing number of the population residing in cities and towns, there is an ever growing need to ensure equitable distribution of opportunities, such as employment, housing, transportation, and social services, and to promote social justice and inclusivity. In addition, systems are needed to formulate and implement innovative strategies, such as the STR, to deal with the almost overwhelming challenges of sustainability.

How can these challenges be addressed, and development goals be achieved, and what prevents us from achieving this, and how can the STR be improved to enhance and speed up this economic growth that is required?

It is in the context of spatial planning that the complex challenges of social, economic, and environmental issues are embraced across multiple spatial scales (i.e., national, regional, and local levels). The desktop review has alluded to a whole host of lessons learnt and provides a good overview of problems with the current implementation of the programme. It also confirms that there are solutions to be found and that it is not necessary to reinvent the wheel but could learn from its own systems that will inform the implementation of the strategy.

There is a common thread of blockages which many small towns experience. However, there are also more select or individual issues that are unique to certain areas (for example, the Karoo region).

Good spatial plans ensure that good land-use decisions can be made. South Africa is fortunate in that it generally has a good base of strategic spatial plans and in the major cities there is a good hierarchy of plans which inform local decisions. However, this is not necessarily the case in the smaller towns/rural areas.



On a national level, as can be seen in the NSDF a considerable amount of work has gone into the identification of connecting and development corridors as well as the identification of nodes. Thus, the approach in the development of the strategy is not to duplicate efforts already in place, but to integrate and align the work that has been done in the various policies (for example the NSDF) and programmes (e.g., the IUDF).

Although the regionalist approach in the Karoo area is proving successful, it does not mean that it will be the only way to achieve success. Therefore, the approach is to build an adaptive and resilient plan that can be revised and applied through multiple developmental scenarios.

4.4.2 Strategic Focus Area 2: Social Development



It is 'people' projects which allow people to better identify with and benefit from social spending. The primary focus should be on projects that have a long-term impact on the local economy and can contribute to the sustainable beneficial development of a community.

However, showing value for money spent is also far more difficult to do when it is spent on people rather than on infrastructure projects. Yet, this is where the most impact and 'cascading benefits' occur which over time will most impact or change a community.

Considering the typical design flaws that have contributed to past project failures, the following are recommended "ideal characteristics" which are conducive to the development of people themselves:

- ✓ **"Any of us" - inclusive:** design opportunities that makes it possible for anyone willing to put in the effort, to participate and succeed; thereby creating equal opportunity and removing grounds for jealousy.



- ✓ **Easy to get going and free to grow:** simple, uncomplicated opportunities allowing easy entry for any individual, family or business that have the potential for growth.



✓ **No exit plan needed:** structure opportunities to enable every participant to have personal control of each aspect of their undertaking from Day One; this would enable everyone to “wait for no-one”.



✓ **“Walk with us”:** never take the reins from the individual, but build in regular and long-term interaction to guide, encourage, and open doors for each individual as and when needed.



If South Africa can succeed in enabling broad-based development by the masses, many of the detrimental factors currently causing underperformance and failure of development initiatives may diminish.

“The bottom of the pyramid” is the largest, but poorest socio-economic group. The concept and movement demonstrate that the world's poor are an effective market that can be both beneficial for the (local) economy and for the poor themselves. For maximum impact on the poor, the process must start with people at the bottom of the pyramid to help them discover avenues out of poverty that suit their circumstances and preferences, enabling them to grow meaningful economic activity in their lives.

4.4.3 Strategic Focus Area 3: Economic Development



There needs to be a paradigm shift of the current STR in identifying targeted regions as “functional economic regions” with a stronger emphasis on a regional economic planning approach. This is likely to result in the strategy attaining its economic goals. This proposition is supported by Atkinson (2008) who argues that policy makers should not attempt to “lift” successful policies or policy instruments from one entity to another without careful consideration of current market and institutional capacity, and livelihood structures.

The relationship between towns and their rural, agricultural hinterlands is an important factor in small town growth and entrepreneurial prospects (Atkinson, 2008). The STR should ensure that small towns align their economic activities with what is produced in their geographical surrounding. For instance, in agriculturally based regions, this will allow towns to effectively act as market nodes linking food producers to urban consumers and hubs of trade within their regions which will be expected to expand



regional economies resulting in increased employment opportunities as well as an improvement in the RGDP.

Admittedly, population distribution/structure and regional economic bases are not stagnant, they change with time. For this reason, an accurate picture of the demographics as well as the regional economic strengths of small towns is very important in the new approach of the STR.

A periodic monitoring and evaluation of economic progress as well as compilation of data of economic indicators (as articulated in the National Treasury Circular 88 which includes spatial planning indicators) will help in making informed planning within the STR. This will require a collective effort amongst the concerned role players. Without reliable and accurate data, the effects of the strategy cannot be effectively measured.

The strategy should also focus on fostering public-private sector partnerships in infrastructure investment to create inter-regional and intra-regional linkages which will facilitate economic growth in small towns and the realisation of objectives of the STR strategy.

4.4.4 Strategic Focus Area 4: IGR and co-operative governance



The values and principles upon which the Constitution, 1996 were built and the broader goal of extending social services to the poor, should be the indicators for effective intergovernmental relations in South Africa. Institutional practices should be assessed against the ten main objectives of intergovernmental relations that co-operative government requires all state institutions to aspire to, namely:

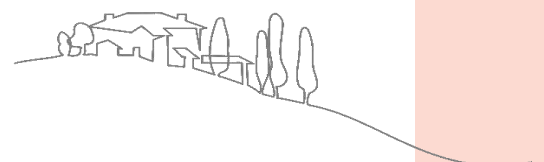
- ✓ Achieving key national policy goals, whose objectives are clear to all state agencies and whose design parameters are informed by provincial and local circumstances.
- ✓ Cost effective and sustainable service provision that is responsive to the needs of communities and accessible to people.
- ✓ Areas of responsibility and accountability for achieving national objectives should be clearly demarcated for every state institution. Various studies have shown that local governments subject to more accountability structures provided better public services than those who were not (Muriu, 2013).



- ✓ Carefully, deliberately and cautiously managing further devolution to provincial and local government and exploring asymmetrical options for devolution when poor capacity is a factor.
- ✓ Unlocking the creativity and energy of collaboration and partnership while strengthening the performance and accountability of distinctive institutions.
- ✓ Eliminating unnecessary and wasteful role duplication and equally unnecessary jurisdiction contest.
- ✓ Constituting performance-based practices and institutions that can, in a flexible but predictable manner, accommodate sector-specific and crosscutting concerns and issues, and promote consultation and information-sharing among the spheres of government.
- ✓ Empowering communities to participate in processes of governance (DPLG, 2004:13).

A study on co-operative practices by the Institute on Governance in Canada (1996:1) provided the following useful insights that are worth bearing in mind when assessing intergovernmental relations practice:

“The goal is not collaboration for its own sake, or at the expense of important policy interests. The goal is co-operation and collaboration as a means to achieve more coherent public policy and more effective service delivery. An ideal public sector environment could be described as one in which opposing views or interests are debated openly and vigorously but debated in the underlying context of seeking the public interest, rather than pursuing organizational or personal ends. The debate should be undertaken in a spirit of achieving a solution, and once that solution is achieved, there should be co-operation and collaboration, across whatever lines are required, to implement it. All of the attitudes, structures and processes which prevent this positive type of co-operation and collaboration are what contribute to the phenomenon known as “turf”.”

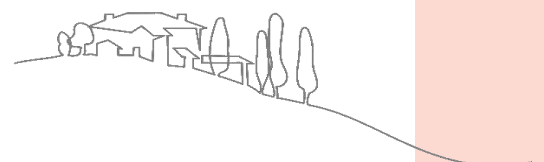


The system of intergovernmental relations in South Africa requires the three spheres of government to forge strong, flexible goal-directed partnerships that can promote collaboration without weakening performance and accountability include civil society, non-state actors and the private sector. This could only happen if political office-bearers and officials in the public sector change their mind-set to embrace co-operation. To ensure sustainable development (whether it is spatial, economic, social or environmental sustainability), government and government institutions should be committed to promoting intergovernmental relations and co-operative governance by focusing on capacity building as well as institutional strengthening.

It is important that the devolution of functions to provincial and local governments should be in line with their capacity to implement these functions in order to prevent unfunded mandates being devolved to provincial and local government. The system of intergovernmental relations should assist government to set, execute and monitor key development priorities regarding the creation of work, fighting poverty and reinforcing national pride, given the relative autonomy of provincial and local government in key areas of social service delivery. Good governance (based on the principles for cooperative governance and intergovernmental relations) is necessary, to strategically manage and administer the developmental needs and priorities of the citizens of South Africa. The following basic principles should be followed namely:

- common loyalty as well as effective;
- transparent;
- accountable; and
- coherent government where the distinctiveness of each sphere is respected.

Government should not just manage sectors, but co-ordinate and integrate the functions in order to promote development. Although the intergovernmental relations system and institutions in South Africa have shortcomings, it still provides a co-operative model of developmental governance.



In delivering governance to the nation through a co-operative government, one must be reminded of the four requirements set out in Section 41(1)(c) of the Constitution:

1. **Effective government** - co-operative government must entail the effective and efficient use of resources, not wastage and duplication, but the unlocking of synergy of collective effort.
2. **Transparent government** - co-operative government should not be an entangled web of committee and consultations, making it difficult to determine who is responsible for what task.
3. **Accountable government** - the system and processes of cooperative government should not impede holding executives accountable for their decisions and actions.
4. **Coherent government** - government should be rational, informed by best information with due regard to consultation between spheres of government. Contradictory or overlapping policies should not arise by oversight, the absence of consultation or poorly informed decisions.

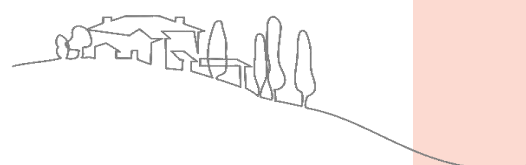
To this end, the success in delivering government to the nation requires "a whole of government" approach.

4.4.5 Strategic Focus Area 5: Monitoring and evaluation



The following figure illustrates the proposed different levels of M&E within the STR ecosystem. This will be the basis for measuring the performance of the strategy.

The following figure (see overleaf) depicts the proposed interface between national commitments, national plans and policies and DCoG's plans and frameworks – in the context of a results-based approach. It provides a view of the causal links between the desired long-term impact or goal and the outcomes identified as necessary for this impact to be realised. Outcomes are then broken down further into the associated outputs, activities and inputs. A set of assumptions underpin identification of each of the elements in the results hierarchy. Assumptions may arise from experience, facts, insights, formal learnings, research or other sources. Through ongoing M&E activities, these assumptions may be surfaced, challenged and refined, thereby allowing those using the M&E Framework to apply insights from past practice when identifying the most appropriate set of activities, outputs and outcomes through which to drive the desired long-term goals (Department of Performance Monitoring and Evaluation, 2016).



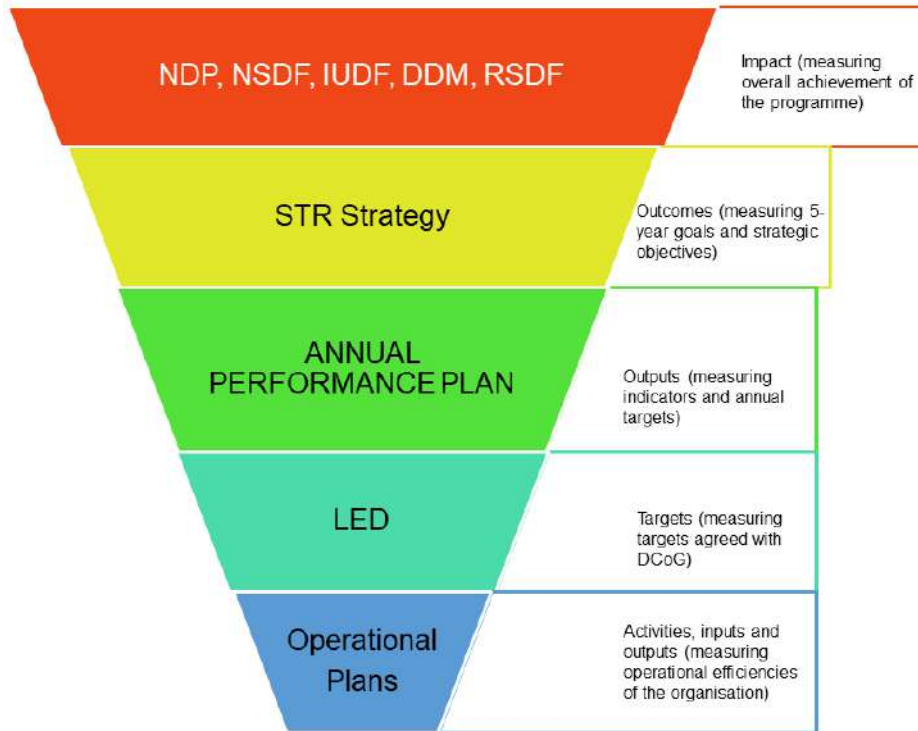


Figure 4.1. Different levels of M&E within the STR ecosystem
 (Adapted from the Department of Performance Monitoring and Evaluation, 2007)

The M&E Framework’s *theory of change* defines all the building blocks required to bring about a given long-term outcome. At each step, the outcomes produced are considered to be preconditions for the stage that follows. In other words, the preconditions for the long-term outcome occur in the intermediate stage of change, and the preconditions for the intermediate outcomes occur in the early stages. This set of connected outcomes is depicted in a map known as an outcomes framework, which is a graphic representation of the change process as it is understood.

To identify each of the elements within the *theory of change*, a process of ‘working backwards’ is required – starting by identifying the intended impact and outcomes, then the deliverables or outputs that will result in these, and the necessary activities, and inputs required for these activities to be carried out.

A well-considered *theory of change*, active learning and the ability to demonstrate sector agility is essential for success in any setting. When plans are implemented, outputs or outcomes that differ from those first envisaged may emerge. Circumstances may shift. New challenges may arise.

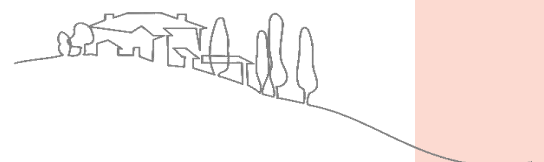


Through reflection, analysis of assumptions versus experiences, and fine-tuning of the strategy and plan, M&E activities will support the achievement of the government-wide and STR outputs and outcomes in the immediate, short, medium and long-term.

4.5 Conclusion

The preceding sections indicated the need for a STR Strategy that is developed in alignment with the relevant legislation, being SPLUMA, policies and programmes. However, what is required is an agreed upon definition of (1) what constitutes a small town, and (2) what are the criteria for the selection of small towns to form part of the program within the context of the proposed STR Strategy.

It is proposed that the STR Strategy be developed on the premises of five integrated and interrelated thematic areas, namely spatial planning, social development, economic planning/development, IGR and co-operative governance and M&E.



5

KEY CONSIDERATIONS FOR THE IMPLEMENTATION OF THE STR AT A GOVERNMENTAL LEVEL

To make a small town achieve its potential, you need everybody. When a blind person carries a crippled person who can see, both of them get where they're going.

Unita Blackwell



**cooperative
governance**

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

5 Key considerations for the implementation of the STR Strategy at a governmental level

5.1 Introduction

What has emerged from the previous sections is that small towns, in SA, are not only a necessary link in the closure of the urban-rural divide and the development of rural areas, but are also playing an important role, as for example service centres, within a hierarchy of settlements. It is in this context that SA's towns are searching for a more just spatial development model whereby the demands of modern sustainable development can be met, and where human development can be advanced. This is a complex challenge, as towns are faced with a myriad of environments, (physical, economic, social and institutional) which determine its liveability and viability. A town has to, not only appeal to all aspects of its citizens' needs from physiological to self-actualising, but also has to retain and nurture its natural environments, feed, house, and develop its human citizenry and be adaptive. All this in tandem with providing its citizens with a sense of belonging and identity.

This challenge is further exaggerated by severe poverty. The UN latest Human Development Report indicated that SA, since 2014 dropped two ranks lower on the Human Development Index (SA ranked 114 out of 189 countries) and one (1) in five (5) South Africans are now living in extreme poverty. What exacerbates social inequality and economic inefficiency in South Africa is the skewed spatial patterns, this is evident in the fact that as much as 65% of economic activity in the country is generated in just three of its nine provinces (Krugell, Mathee, and Mothata, 2018).

Furthermore, a city or town is not a static object and as part of a hierarchy of settlements, it evolves gradually and develops incrementally, and as its population evolves, it should keep evolving (Romaya, 2002). Thus, in the development and planning of SA's small towns it is vital to enable small towns to redevelop themselves in a manner that would be possible to accommodate innovation and meet new requirements in the context of an integrated hierarchy of settlements. The longevity of a town is dependent on its ability to adapt to new functions and identity and its resilience towards change.

Therefore, the IUDF (as SA national urban policy) acknowledges that small towns are part of a larger integrated urban and rural continuum, and as such has been developed



and conceptualised across a spectrum of municipal spaces to guide the development of urban settlements and simultaneously address the challenges of SA's cities and towns. It is in this context that this Chapter asks the question, "*how best do we support the IUDF to achieve transformation and the goals of regional and social integration and economic inclusivity in a sustainable manner in small towns*". To answer this question, and through a whole-of-government and all-of society approach, the STR establishes that it is important to align with the NSDF and IUDF and to target investment to unlock potential.

5.2 Where to start?

To reduce inequality, a healthy rate of growth is important, but when inequality is too pronounced, it leads to social costs and puts a strain on productivity, which in turn suppresses economic activity (Krugell, Mathee, and Mothata, 2018). In an attempt to break the insistent cycle of rising inequality and declining growth, the inherent investment potential of small towns is to be unlocked to stimulate that growth. To achieve this, local communities are to be empowered and government, business and civil society need to form active alliances rather than maintain traditionally adversarial attitudes against each other (Lloyd-Jones and Carmona, 2002).

Targeted long-term investment in small towns with potential will generate growth through spill-overs, which will ultimately enhance the potential and productivity of surrounding areas and create enabling linkages to secondary cities and metros. The purpose of this section is to answer the 'where to start?' question by for example, identifying small towns in South Africa that have strong investment potential, thus where investment will deliver the best returns.

WHERE TO START?

Addressing spatial development through targeted investment

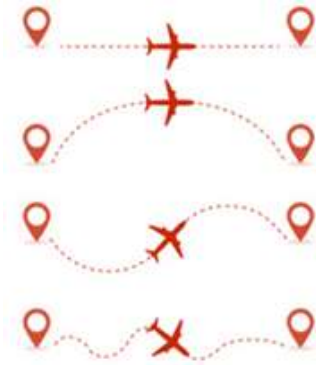
"Many places are not growing economically because of a lack of infrastructure, inadequate skills, poor innovation capacity and weak governance. The locked-in potential of these areas could be released through targeted investment in economic and social infrastructure and institutional support" (National Planning Commission. 2012).



Points of departure

In planning for the regeneration of SA's small towns, the following need to be considered:

- The aim is to provide strategic guidance for the regeneration and spatial restructuring of small towns in the national spatial context and to assist the national initiatives of spatial transformation and inclusive growth.
- The regeneration of small towns is critical for, amongst other factors, the long-term sustainability of rural municipalities, closure of the urban-rural divide, and addressing the issues of brain drain and irregular spending.
- Planning for small towns demands a framework and tools different from those of larger towns and metropolitan cities and as such certain aspects of the pattern of small town living are to be safeguarded.
- The STR is to build on the work already done and has to be realistic, implementable, and practical. Therefore, the STR is a broad-based strategy founded on the principles and proposals of the NSDF, IUDF and DDM.



5.2.1 Where should the regionalist approach be considered?

What has emerged strongly in the previous sections is that for small towns, the relationship between locality and economic ties is of utmost importance. In general, small towns with potential are small towns connected to city-regions by corridors, infrastructure, marketing channels, and skills. It is in this context that following a regionalist approach is advocated. However, as mentioned in Section 4.4.1 although the regionalist approach in the Karoo area is proving successful, it does not mean that it will be the only way to achieve success. Therefore, the approach is to build an adaptive and resilient plan that can be adapted and applied through multiple developmental scenarios.

A movement away from jurisdictional/administrative regions to functional social, geographic and economic regions is the regionalist solution to small town growth and regeneration, which the DDM also advocates. Thus, in this context the question is, *what constitutes a region?* This question is answered by William H. Lucy (1994:305-306) who states that “healthy places nurture healthy people and that public policies should aim at sustaining both healthy people and healthy places, not one of the other. A place



... is as large as a nation or as small as a dwelling and its immediate surroundings, with neighbourhoods, jurisdictions, regions, and states falling between these poles” (Lucy, 1994:305). According to Harmse (2009) a region is “not an absolute phenomenon, but a theoretical concept” and is viewed as an area that is uniform or internally homogeneous with regard to certain predefined criteria. This homogeneity distinguishes it in a specific way from adjacent areas and the region extends over the area in which this distinction prevails (Lucy, 1994:305).

As can be seen in the Karoo region, for example when places are fragile and economically unstable, the lives of individuals are more at risk than when places are cohesive. This statement stresses the importance of strengthening the relationship of people with places. Thus, to achieve the connection between “healthy people and places” consideration should be given for instance to physical design and environmental sustainability (Lucy, 1994:305-306).

The demarcation of regions is, according to Glasson (1992:32) the result of the location of economic activities in response to the differential regional attractions. In its widest sense, the demarcation of regions is about the maximisation of regional sources and the minimisation of social cost in favour of the welfare of all individuals in a region (Botha, 1990:5).

This accentuates the importance of Functional Economic Regions (FERs). Karlsson and Olsson (2015:2) describe FERs as spatial economic systems, consisting of a “number of economically interdependent nodes (centres) of varying sizes and with varying geographical extensions” which resemble the hierarchical spatial structures as described in the central place framework. As such, each functional region consists of a central node (for example a large town) and its hinterland with the corresponding smaller towns. However, functional regions can also be determined in terms of specialisation, such as specialised service regions, manufacturing regions, consumption regions (Karlsson & Olsson, 2015:17).

Within the framework of FERs, SPLUMA makes provision for the development of SDFs which do not adhere to provincial or municipal boundaries. Given what has been said, a region within the context of SPLUMA, means a “circumscribed geographical area characterised by distinctive economic, social or natural features, which may or may not



correspond to the administrative boundary of a province or provinces or a municipality or municipalities” (SPLUMA, 2013:13).

With this frame of reference, the priority corridors and regions, (as identified in the NSDF), should be seen as a starting point for the identification and implementation of the regionalist approach. The focus areas for the consideration of the regionalist approach are therefore the following National Spatial Action Areas (NSAA) (see **Figure 5.1, Figure 5.2 and Figure 5.3**):

- National Transformation Corridors;
- Central Innovation Belt;
- National Resources Risk Areas; and
- Arid-Innovation Region (where the Karoo RSDf is currently being drafted).

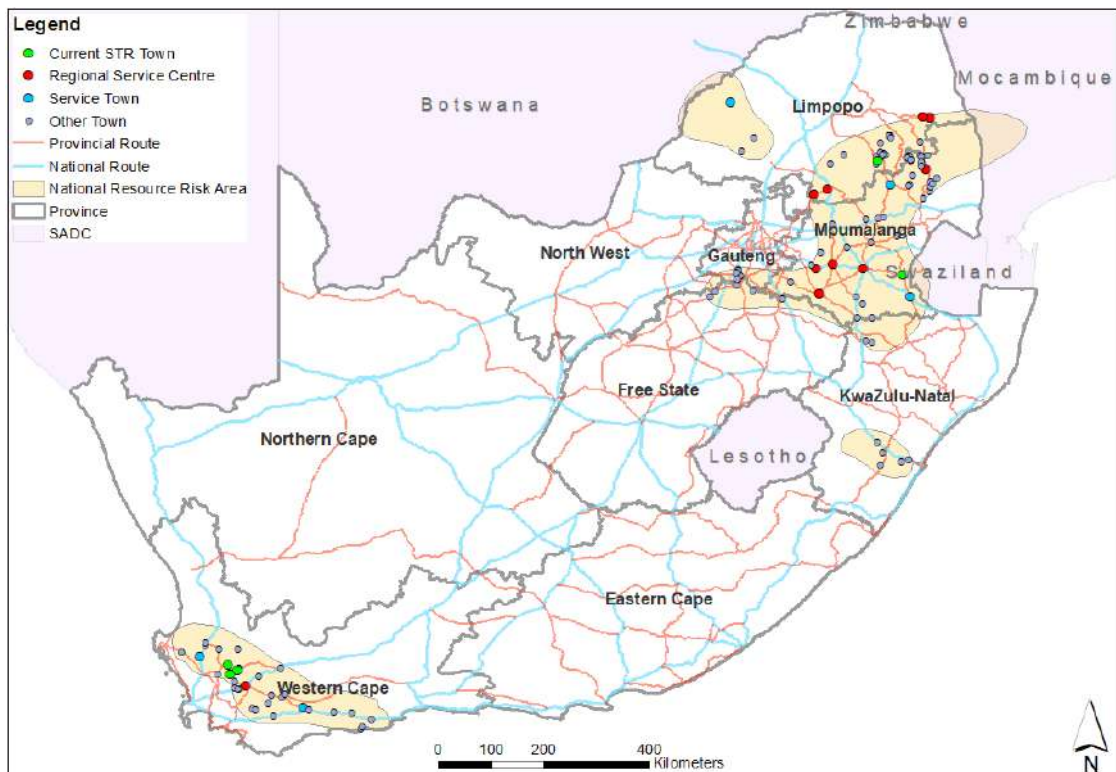


Figure 5.1. Small towns within the National Resource Risk Areas
Adapted from the draft NSDF



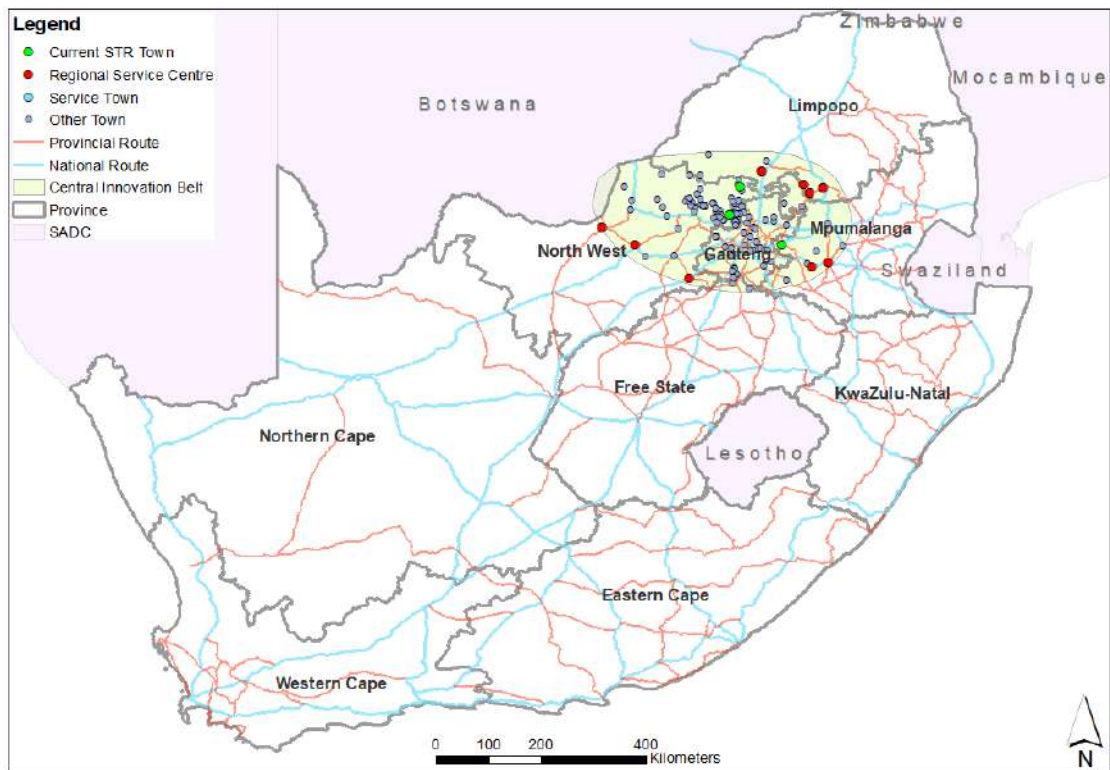
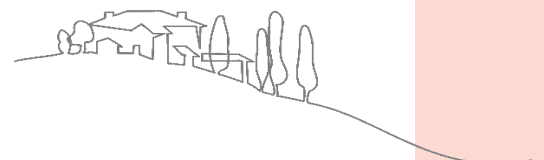


Figure 5.2. Small towns within the Central Innovation Belt
Adapted from the Draft NSDF



Figure 5.3. Small towns within the Arid Innovation Zone
Adapted from the NSDF



It is understood that the NSDF did not necessarily take into consideration the settlement patterns within the NSAA and should therefore go through a delineation process to determine (1) functional areas, (2) the area of influence of the small towns within a region (refer to **Figure 5.4**) and (3) how these towns relate to one another. Furthermore, where the DDM, through the One Plan is being implemented, it is proposed that a regionalist approach be followed in the regeneration of small towns (see **Figure 5.5** for an example of the Waterberg District where the DDM is currently being piloted).

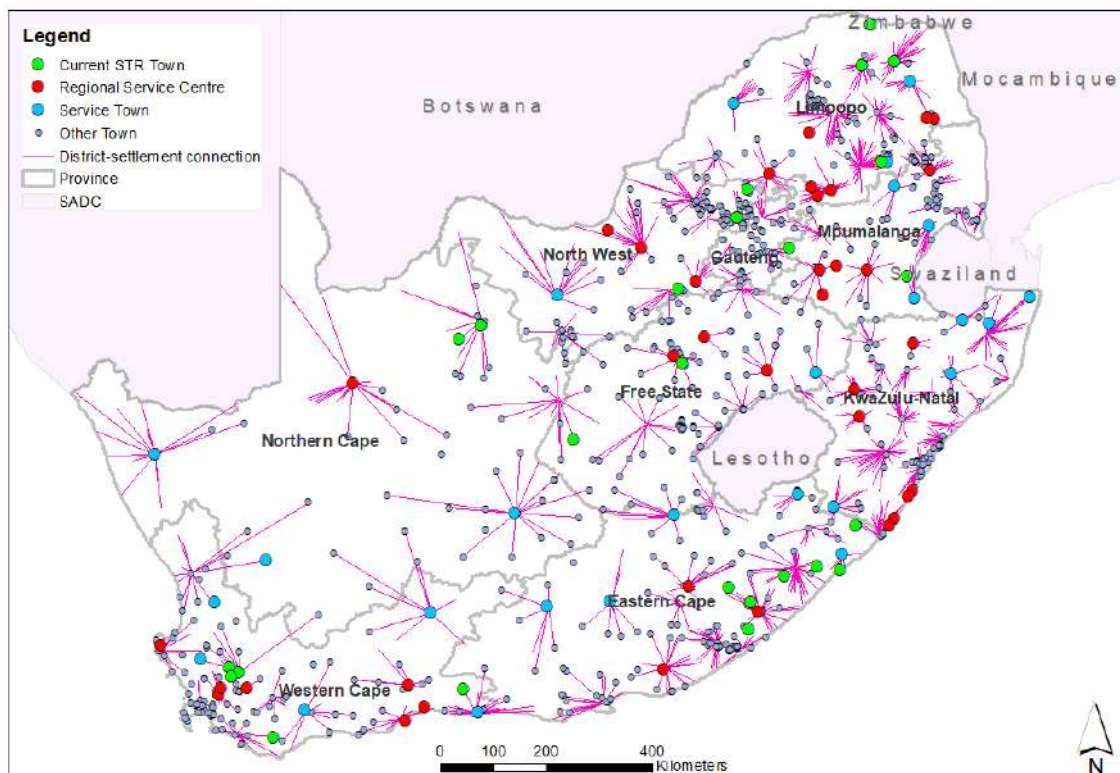


Figure 5.4. Nodal towns in relation to its area of influence



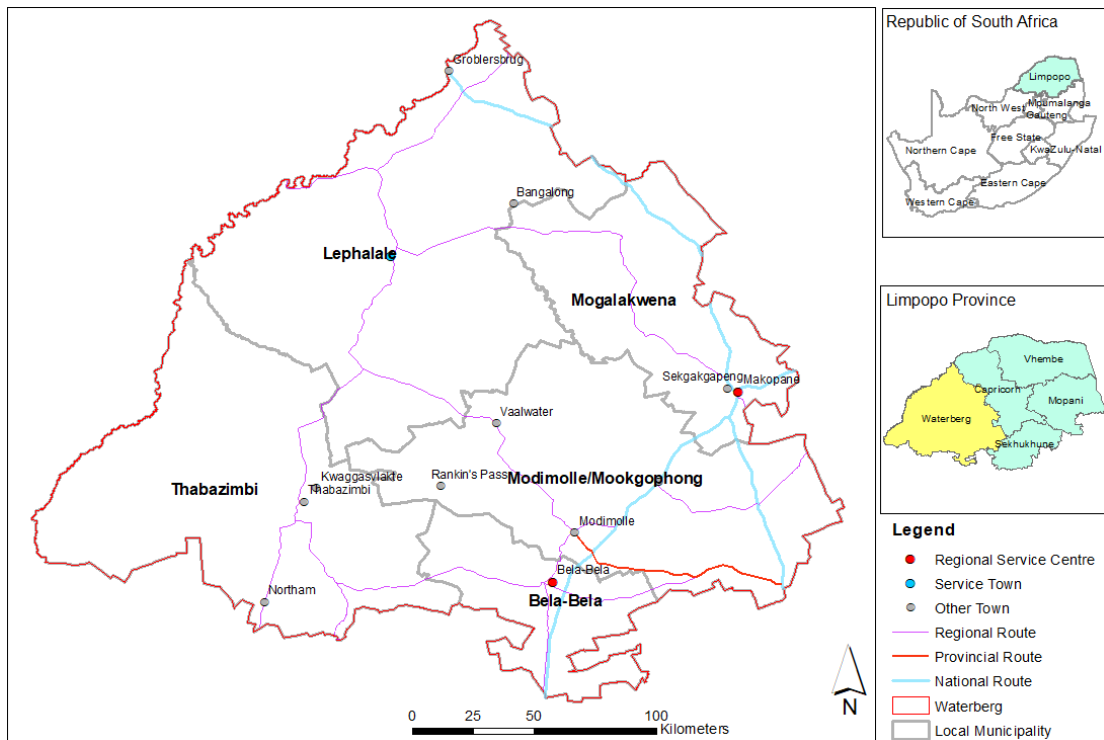
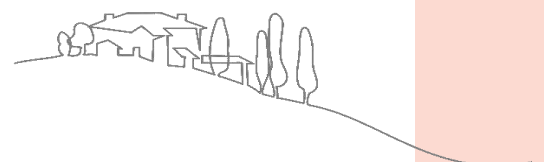


Figure 5.5. Small towns in the Waterberg District

Taking cognisance of the notion of building an adaptive and resilient plan, the STR supports the identification and proclamation of other FERs that fall outside the ambit of the NSDF. It should be noted that FERs can be, according to SPLUMA, made up of more than one provincial, district or local authority, that work together to create stronger economic links. In this context, a region can also be determined by a nodal town (referred to as Regional Development Anchors in the NSDF) and its supporting towns (see example in **Figure 5.6**).



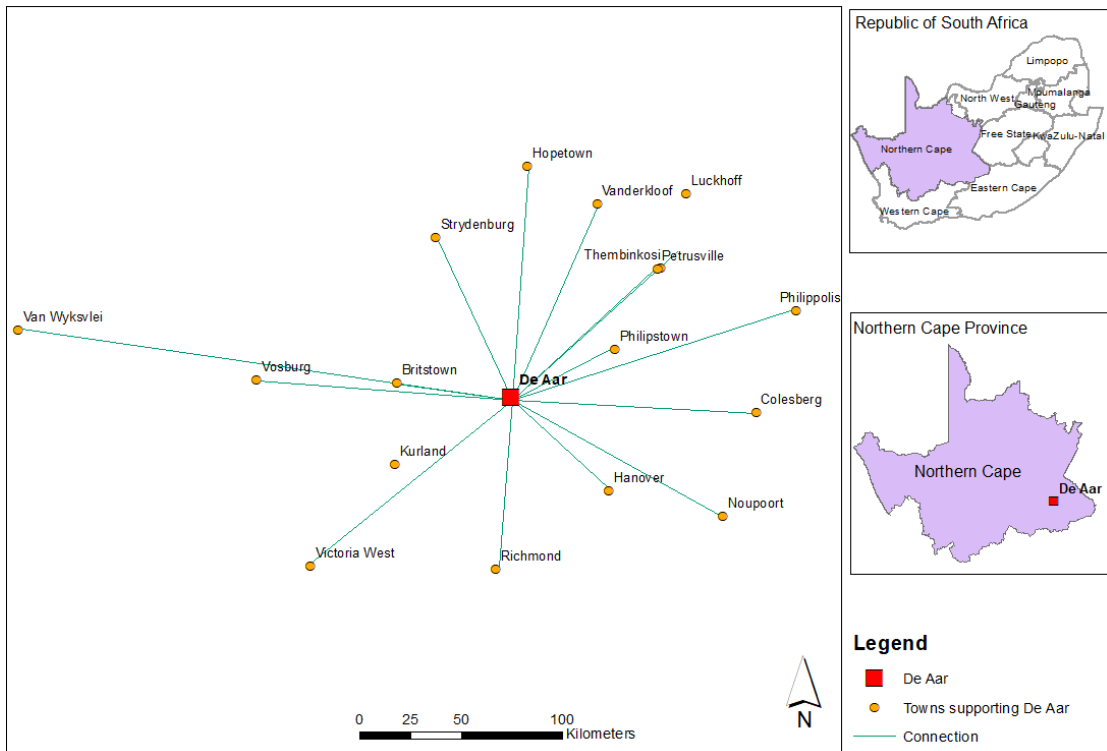


Figure 5.6. Example of a town and its area of influence (FER)

The delineation of FERs involves the grouping of areas with a similar character and which differ from, for instance, other towns outside the region. Various criteria can be applied in the delineation of regions and a region can under certain circumstances be defined by economic data and community input. The character of the region should differ significantly from other areas outside of the region. Thus, the region needs to be homogenous in terms of, amongst other variables the following: Land-use characteristics, demographic characteristics, transport infrastructure, social services and public entities, economic activities, etc.

As a starting point, and in consultation with DCoG and SALGA, the following table (see overleaf) provides an overview of the factors that should be considered in the identification and demarcation of regions.

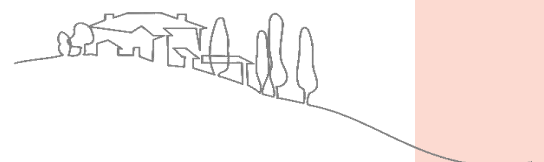


Table 5.1. Considerations in the demarcation of regions

FACTORS TO BE CONSIDERED IN THE DELINEATION OF REGIONS	
Physical Environment Considerations <ul style="list-style-type: none"> • Geography i.e., geology, climate, and topography. • Human settlement patterns. • Location in the national space economy. • Land-use characteristics. 	Economic Considerations <ul style="list-style-type: none"> • Identifications of nodes and their sphere of influence. • Distribution of physical resources. • Economic activities. • Agglomeration of economic activities. • Resources (including natural). • Industries. • Specialisation and competitive advantage of the region.
Infrastructure Considerations <ul style="list-style-type: none"> • Infrastructure network. • Infrastructure priorities. • Road network. 	Social Development Considerations <ul style="list-style-type: none"> • Employment levels. • Access to basic services. • Living conditions.
Other <ul style="list-style-type: none"> • Administrative boundaries. • Organisational capacity. 	

The regionalist approach to the regeneration of small towns is in alignment with Policy Level 1: Integrated urban planning and management of the IUDF as it forges connected settlements, captures the benefits of productivity and growth in a functional area and will assist in targeting investment in an integrated manner in social and economic development.

Where the regionalist approach is followed, it is proposed that the detail required for implementation at a town-level should be further strengthened and enhanced by incorporating the STR town-based approach.

5.2.2 The regeneration of small towns where the regionalist approach is not followed

There is no doubt that spatial transformation is occurring in South Africa, however it is happening at varying degrees with varied outcomes, therefore government is urged to play a more active role in ensuring positive outcomes and more efficient and accessible spatial outcomes. Some progress has been made in developing new instruments for spatial planning within the national context (DCoG, 2016), however what comes out



strongly is that only towns with the required national, provincial/district support, develop in a sustainable manner. The regionalist approach relies heavily on collaborative efforts of different tiers of government and in places where such support is lacking or lagging sustainable development will still need to occur – therefore there need to be interventions at a town-to-town level.

The section before, described how FERs are delineated, and the importance of this is not lost in the criteria for the selection of small towns. The NSDF, IUDF and CSIR have provided a comprehensive body of work on settlement hierarchy as well as the prioritisation of these small towns (classification as National Development Anchors or Service Centres), and the DDM aligns with these by providing a framework for governance within which these small towns and rural areas in the STR can align with. It is within the ambit of this body of work, that the STR takes its point of departure in providing criteria for the selection of small towns.

GUIDING ELEMENTS

- The role and function of the town in the space economy.
- Accessibility and Connectivity.
- Readiness.

Guiding element 1: The role and function of the town in the national space economy

One of the main aims of Spatial Development Planning on a national and regional scale is to achieve the optimum organisation and use of land resources in order to meet the social environmental and economic needs of present and future generations (SACN, 2013). To do this, it is important to understand the flows of resources on a spatial plane. A tool that municipalities use to optimally organise these spatial resources is the SDF. The development of SDFs has in some cases assisted in the alignment of capital budgets, directing development, and identifying specific programmes for land development. However, in some cases, SDFs have been vague and have done little to influence actual patterns of spatial development (DCoG, 2016).

In this context, the “space economy” is defined as comprising of spatial regions as contiguous spaces that share common or related flows and markets for economic activities such as labour and land markets and infrastructure platforms – in other words FERs.



The development of spatial policies and plans all point to a shifting between the following five key approaches to state-led intervention in the space economy (SACN, 2013:8 -9):

1. **To focus state investment in rural/depressed areas as economic drivers that will yield social development benefits and alleviate poverty.** This would prioritise spending in the highest need areas in a bid to stimulate local economies and boost job creation in these areas.
2. **To focus state investment in growth nodes and corridors:** Physical public infrastructure investment would be targeted in these areas on the assumption that benefits from stimulating the overall space economy in areas of high economic potential and high growth will accrue to the macro-economy in general and will indirectly address poverty and economic exclusion.
3. **To focus physical infrastructure investment in growth nodes and corridors while focussing basic services and social investment in poverty-stricken areas.** This approach assumes that in areas of low economic potential state investment would be directed to providing minimum basic services and human capital development opportunities. It assumes that areas of high growth and economic potential are not areas of extreme poverty and social development need. Under the IUDF, a priority is to institutionalise municipal long term infrastructure planning, strengthen its municipal institutional capacity in economic development (IUDF Policy Lever 4 and 6).
4. **To create efficient spatial linkages between economic growth nodes in order to support flows of goods and services and optimise value chains:** The corridor approach relies on transportation linkages to spread benefit by concentrating investment along major trans-regional transportation routes with the intention that more remote areas will develop linkages to the corridor. It is also done with the intention that increase in economic activity along the route will provide local economic development opportunities and allow local producers to access trans-regional economic value-chains. This ties in well with Policy Lever 2 of the IUDF, which speaks to investment on public transport modes, as well as along public transport nodes and corridors.
5. **To prioritise state infrastructure investment and catalytic development spending in rural areas and lagging regions in order to urgently address spatial economic inequalities and exclusion.** This would presumably mean that high-growth nodes would be expected to self-fund infrastructure upgrading



relying on their high local economic output to generate the revenue that would make this possible.

The above approaches find resonance in the IUDF, which prioritises integrated planning and management, investment on public modes, as well as along public transport nodes and corridors and infrastructure investment, which all feed into Policy Level 1 on the importance of infrastructure planning and management.

The NSDF provides a clear perspective of the national space economy (given current and available data) and in doing so, nationally significant areas of economic development potential are identified through the identification of the National Spatial Development Priorities (NSDPs). It is within these earmarked areas that the NSDF encourages targeted investment. Furthermore, national, and regional connectivity is promoted through the provision of nodes, smaller settlements and corridors that are well connected to each other and to the rest of the world through a range of transport modes.

The following figure graphically illustrates the prioritisation of towns within the context of the NSDPs as identified in the NSDF.

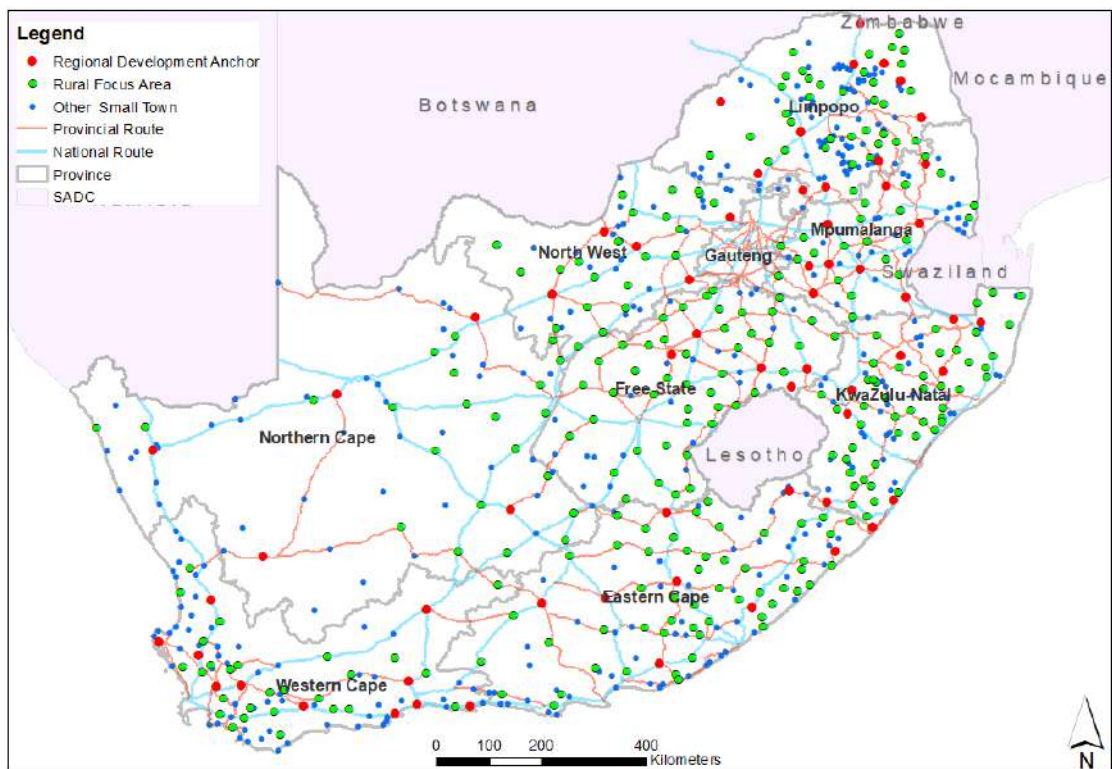


Figure 5.7. National Spatial Prioritisation of towns
Adapted from the Draft NSDF



WHAT SHOULD GOVERNMENT DO?

It is crucial that **objectives of the NSDF and IUDF become embedded in the spatial environment at a local level**. Alignment with the national plans, ensures resource prioritisation from a national to local level.

At a national level town's must:

- Strengthen the role of the region, corridor, or priority area within which they fall.
- Support the function of cities and hinterland which they border.

Guiding element 2: The role and function of the town in the regional space economy

For most regional planning policies, small towns can contribute to regional and rural development in **five main ways** (IIED, 2017: 2):

1. **By acting as centres of demand/markets for agricultural (and mining*) produce from the rural region, either for local consumers or as links to national and export markets.** Access to markets is a prerequisite to increase rural agricultural incomes, and the proximity of local small and intermediate centres to production areas, is assumed to be a key factor.
2. **By acting as centres for the production and distribution of goods and services to their rural region.** Such concentration is assumed to reduce costs and improve access to a variety of services, both public and private and for both rural households and enterprises. Hence, services include agricultural extension, health and education (and access to other government services), as well as banking, post, services of professionals such as lawyers and accountants, lower-order services such as bars and restaurants, and wholesale and retail sales of manufactured goods from within and outside the region.
3. **By becoming centres for the growth and consolidation of rural non-farm activities and employment,** through the development of small and medium-sized enterprises or through the relocation of branches of large private or parastatal enterprises.
4. **By attracting rural migrants from the surrounding region through demand for non-farm labour,** and thereby decreasing pressure on larger urban centres.
5. **By managing natural resources** in ways that respond to the needs of growing rural and urban populations with special attention to protecting resources in the face of local and global environmental change.



*The IUDF proposes to initiate economic development in towns, with a specific target on dying mining towns with the aim to diversify those economies (with different industry).

A common thread for the small town within the regional context is its role as a connecting economic centre - as a bridge between the urban-rural divide. The regional space also allows for a duality in town typology – towns along the peripheries of urban centres and towns bordering or along peripheries of rural areas.

WHAT SHOULD GOVERNMENT DO?

Understand the town's function from a regional perspective and provide opportunity to strengthen this function.

At a regional level, small towns must advance the goals of:

- Enhancing the role of the region.
- Support the small town and rural economies.
- Reconcile sectoral plans with spatial plans.
- Look at opportunities for diversification of the town economy.

The sections above highlight the importance of alignment of spatial policies from a national to local level and the need for conscious thought in linking strategic spatial planning with infrastructure planning. By doing so, municipalities are able to align capital budgets, direct development in a co-ordinated manner and identify area specific programmes for land development.

Guiding element 3: Accessibility and Connectivity – Strengthening urban and rural linkages.

Two immediate urban priorities exist in small towns: (i) **improving the productive and distributive capacities of the town**; and (ii) **improving their nodal public transport capacities in order to better serve their rural hinterlands and the larger urban centres** (IUDF Implementation Plan:27). Access to and the provision of basic services can be an important agent in the reduction of poverty and unemployment and strengthening of social capital. It can also be a factor in reviving agriculture, mining, tourism and other rural non-farm enterprises. For instance, road infrastructure connects rural areas to urban centres and facilitates the mobility of goods and people within the area (National Treasury, 2011: 196).



Fundamental to the economy of small towns are their respective locations, in relation to economic and industrial nodes, and transportation networks. Small towns located near transportation networks show a greater degree of urbanity, indicated by the presence of modernised stress and variation of land-uses.

With reference to transport, small towns form part of development corridors, each showing unique needs and potential. Essentially, by virtue of their ability to be linked to national and regional roads, towns serve an integral part of regional development, irrespective of their status quo (see **Figure 5.8** and **Figure 5.9**) (McKibbin, et al., 2012; Steel, et al., 2019).

It is therefore a priority for municipalities to invest in efficient and sustainable infrastructure to ensure these linkages.

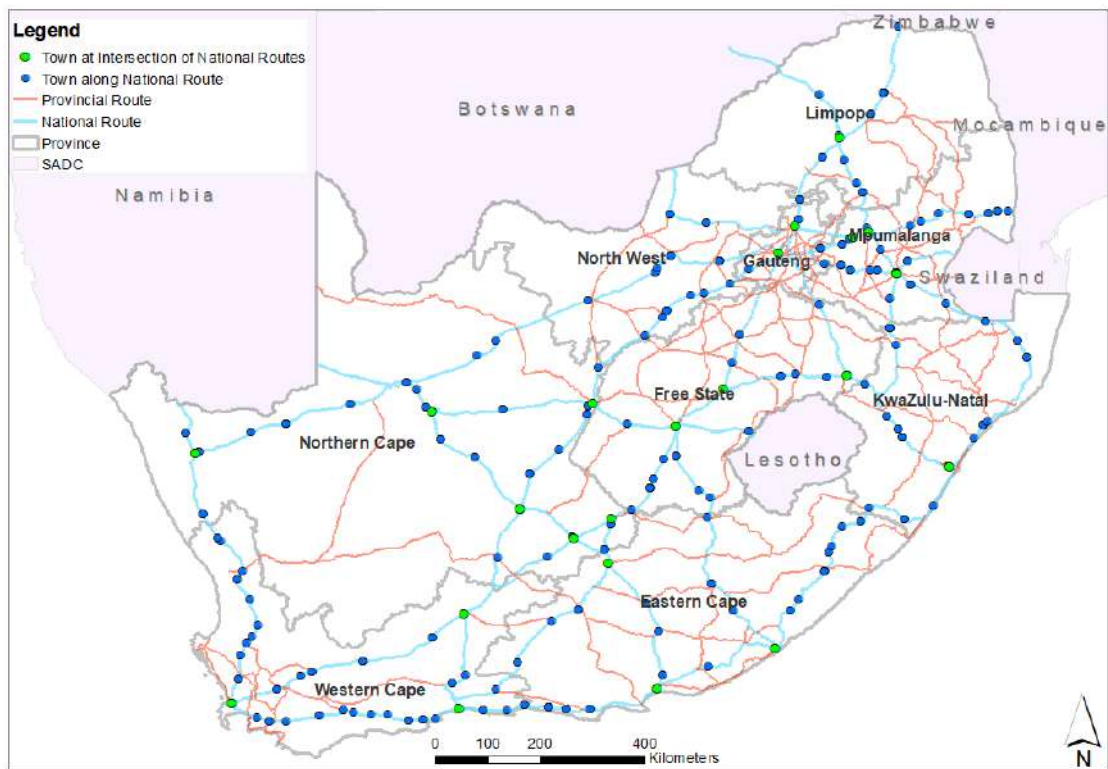


Figure 5.8. Towns along the national road network



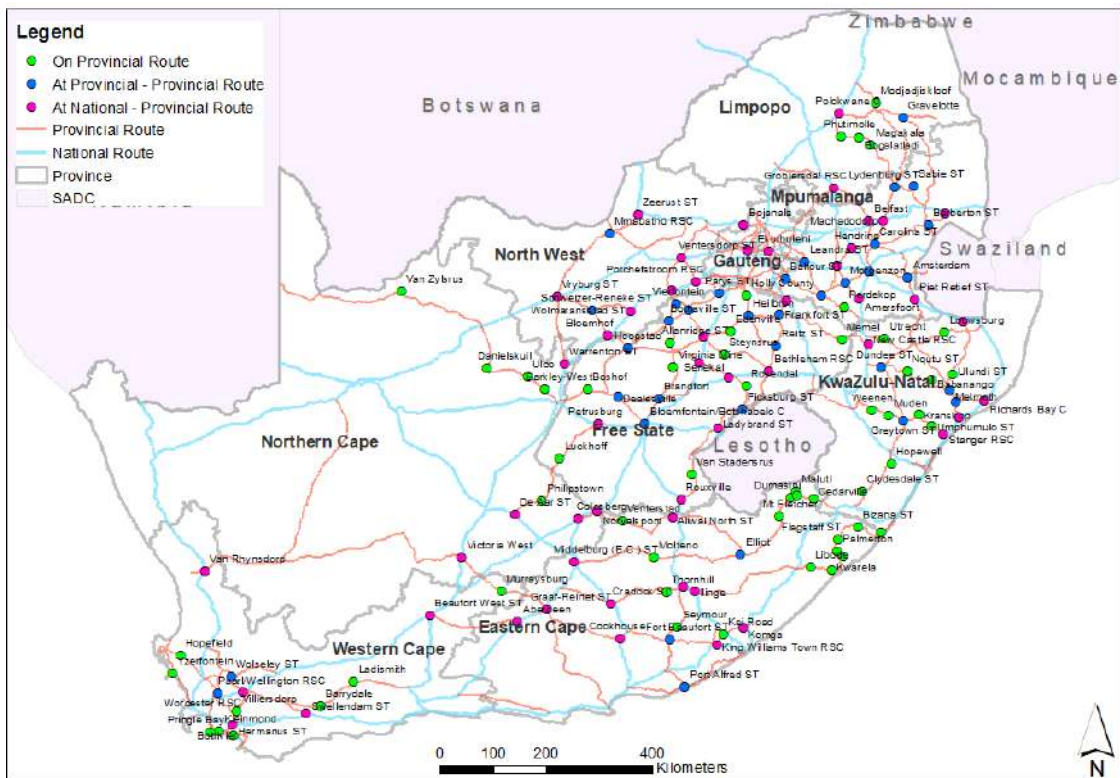


Figure 5.9. Towns along the regional road network

WHAT SHOULD GOVERNMENT DO?

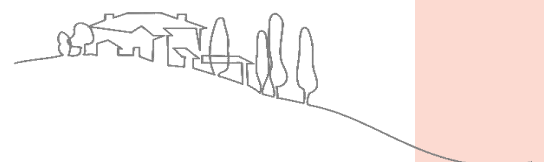
Prioritise small towns that are located along national and regional routes.
Invest in adequate and efficient transport infrastructure.

Towns that fall along national and regional routes, corridors.

Guiding element 4: Readiness

Plan abandonment or lack of buy-in has been identified as a challenge to the successful implementation of the STR. This issue is often linked to the lack in institutional capacity, which only focuses on the commitment of local authorities and officials, but also the lack of buy-in from the community. The ability of a town to make change is extremely important to the success of the implementation of the STR – however is sometimes seen as a *soft* requirement. Small towns are at many different stages of readiness for implementing programs, and this readiness is a major factor in determining whether a local program can be effectively implemented and supported by the community (Edwards & Thurman, 2000).





A readiness assessment speaks to the process of analysing how ready groups are for a particular change. The granular detail of a town’s readiness can be fine-tuned at a

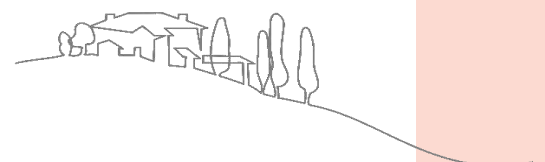


local level. However, the following section aims to highlight the tools or requirements government will require in confirming the general readiness of a town and how this plays a role in town selection. Readiness involves a combination of community interest and capacity as well as government support. Community interest relates to how much anyone cares about what you are trying to do, capacity relates to the social and civic factors – trust and skills, and government support speaks to having the correct resources to guide implementation and community.

The following table portrays the elements of readiness that should be taken into consideration:

Table 5.2. Elements of readiness

Interest and Participation	Strong Leadership	Skilled and Diverse	Collaboration
			
<p>There needs to be interest within the community and from a government level for the need to develop. Interest means ensuring that citizens within the town are engaged and dedicated to see development within their town and requires officials who are close to the pulse of the communities.</p>	<p>A small town needs to have the identified champions within the community and designated municipal officials.</p>	<p>A small town needs leaders who are skilled and knowledgeable, and relatable and from diverse environments (formal and informal, public and private).</p>	<p>The ability of different focus areas to work in collaboration with each other, thus dealing with a broader range of issues.</p>



Town readiness can only be considered at a local level, once a readiness assessment is done to ensure that the identified town has the required elements of readiness. It is at this stage where an “all of society approach” will impact the success of implementation.

WHAT SHOULD GOVERNMENT DO?

Local authorities with the help of community leaders or champions should commission readiness assessments of their towns for development – and where gaps are identified that hinder its readiness – these provide areas of focus for these towns.

Towns that have indicated readiness

5.2.3 Considerations for the prioritisation of small towns for implementation of STR

The STR recognises the need for this alignment and aims to provide practical and contextually relevant proposals, that do not take-away from the extensive work that has already been done by the NSDF and IUDF. The question however remains for many municipalities on what criteria should be included to guide town prioritisation.

Based on the above guidelines, the criteria for prioritisation is provided (see **Annexure A** for a list of small towns as scored against the criteria below).

Towards Prioritisation

Criteria 1 – Identification of small towns for consideration

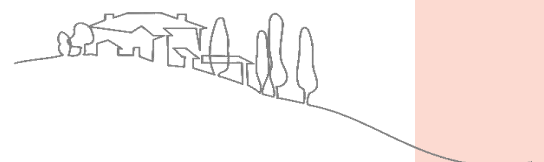
The following elements were considered:

1. The definition of a small town in terms of the STR (See Section 4.2).
2. Towns identified by the NSDF as Regional Development Anchors and Rural Focus Areas.
3. Towns identified in the IUDF as Service Towns.

Criteria 2 – Accessibility

The following elements were considered:

4. Towns located along national routes.
5. Towns located along the intersection of national routes.
6. Towns located along regional routes.
7. Towns located along the intersection of regional routes.



Criteria 3 – Readiness

To ascertain readiness, the following questions are asked:

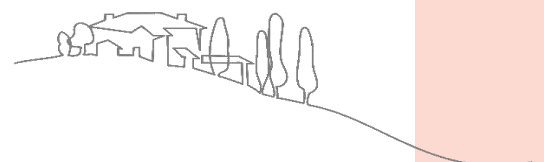
8. Has the town undergone a readiness assessment?
9. Is there a champion for the STR within the local municipality?
10. Is there a champion for the STR within the community?
11. Is there opportunity for the local municipality and the community to collaborate?
12. What skills shortage is identified and how can these be supported?

Participation in the CSP and ICM

To ensure that there is no duplication and dilution of focus, towns which are identified as falling under the CSP and ICM programmes, whilst not prohibited from implementing the STR, are not prioritised at this stage of the review, as the focus is specifically on small towns as classified using the above criteria.

The criteria for towns to form a part of the STR, requires alignment with national spatial objectives, its priority areas, understanding of the role and function of the town, proximity to linkages and access to opportunities. Additionally, skilled leadership and a ready community positively contribute to a town's selection.

The following figure, **Figure 5.10** illustrates the locality of towns within the Metropolitan Municipalities (MM) and ICMs.



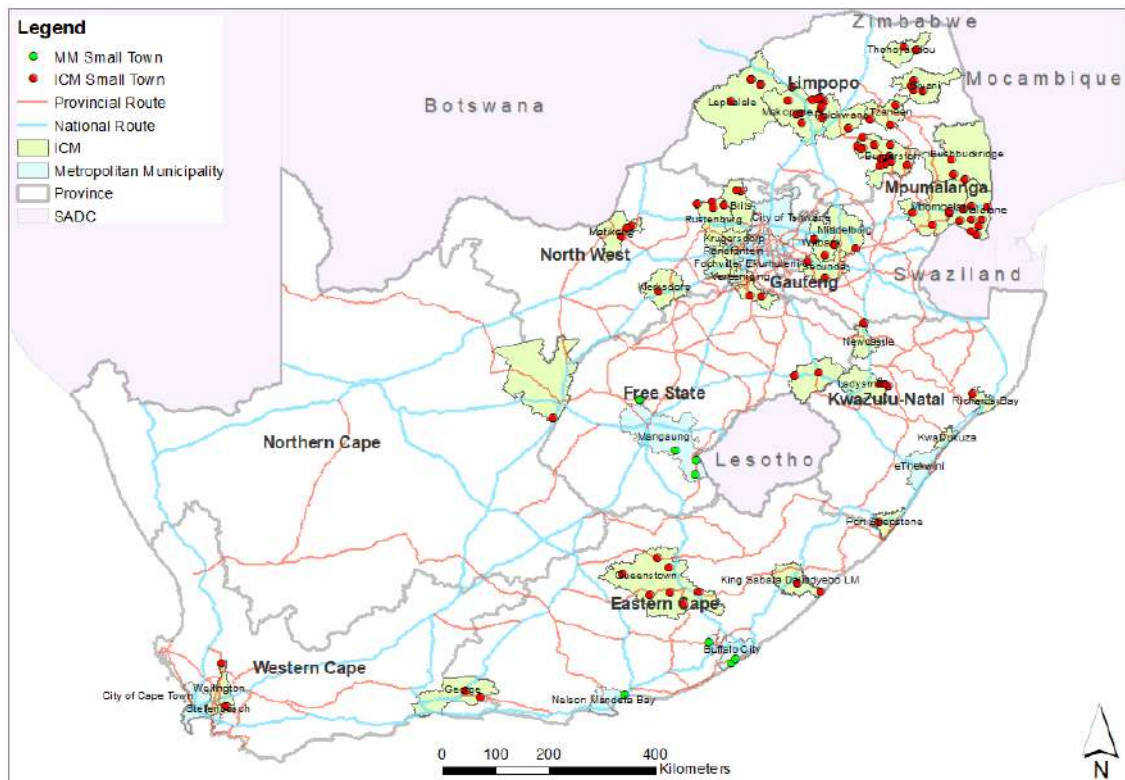


Figure 5.10. Small towns located in MMs and ICMs

5.3 Governance Model

In terms of section 152 (1) (e) of the 1996 Constitution (Act 108 of 1996), one of the objectives of local government is to encourage the involvement of communities and community organisations in the matters of local government. This constitutional prescription is further endorsed in terms of the White Paper on Local Government, 1998 (Government Gazette No. 18739, 13 March 1998:37), which defines **developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic, and material needs and improve their lives.**

From a governance perspective, the DDM which seeks to ensure “local government is capacitated and transformed to play a developmental role” looks at collaborative planning at local, district and metropolitan levels with a focus on four interrelated characteristics.

The term “developmental local government” encapsulates a new mandate, which will be intrinsic to the developmental role local authorities will be required to perform. In



terms of the White Paper on Local Government (1998:38-42), a developmental local government has four inter-related characteristics (see **Figure 5.11**).

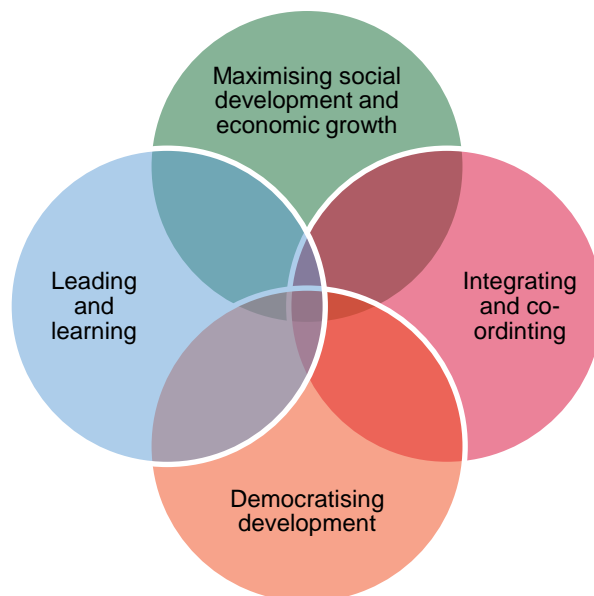


Figure 5.11. Four inter-related characteristics of a developmental local government

The key developmental outcomes envisaged for local government are:

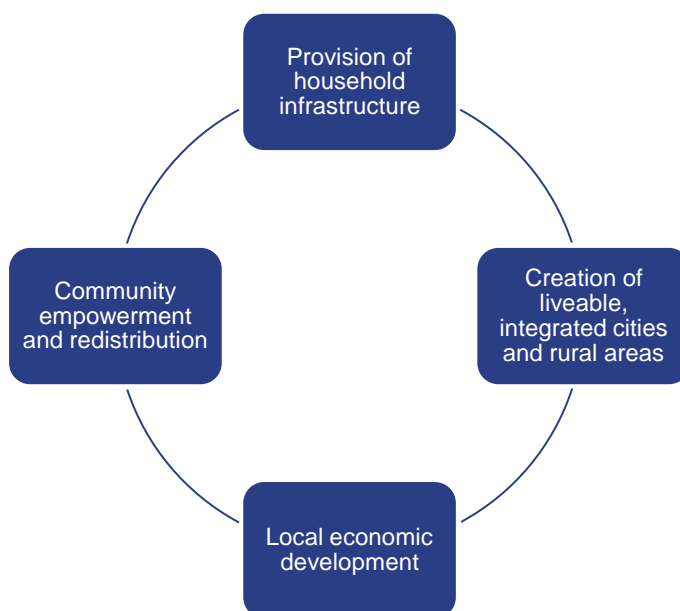


Figure 5.12. Key development outcomes envisaged for local government

The shift in emphasis from “government” (the power to govern) to “governance” (the act of governing) is linked to the global acknowledgement that organs of civil society need to be empowered to share the responsibility for governance. In essence, government institutions require a new citizen-oriented management



approach. In this sense, relationships and partnerships have become more important for local government than in the past.

In alignment with the IUDF Policy Lever 7 Objective “Empowered Active Communities”, the new system of local governance in South Africa requires municipal councils to develop a culture that shifts from representative government to participatory governance. In essence this means that councils must take steps to create a more active local democracy in terms of which decisions will be taken with communities rather than for them.



Figure 5.13. Governance Model

Adapted from Frank Smits: how to setup a good project governance structure

Strengthen participatory governance

In strengthening participatory governance, properly funded citizen-led neighbourhood vision and planning processes should be encouraged, as well as able and motivated people developed who will participate in civic, social and economic and political activities. The revised system should encourage engagements at neighbourhood (not ward) level and use existing relevant community platforms. Citizens should be involved



in planning, designing and managing their neighbourhoods. This will bring integration and cohesion among community members, irrespective of their age, social or racial differences.

In accordance with the NDP, **government should engage with people in their own forums rather than in forums created by the state.** Government should assist in establishing community-created forums that bring together stakeholders to share, understand and learn from each other, thereby promoting social learning. Local communities can also benefit from the skills, enterprise, and networks of new arrivals, which would reduce xenophobia and migrant exclusion. Furthermore, special mechanisms should be developed to enable vulnerable groups to participate, particularly the unschooled, blind, and hearing impaired in communities. Resources must be made available to facilitate these dialogues and to build the capacity of ordinary citizens and social facilitators. Active citizenry at neighbourhood level should complement and enhance the efficiency of the ward committee system.

Invest in people's capabilities

Education enables people to understand societies, cultures, and religions other than their own, instilling respect and appreciation of diversity, and empowering those who are marginalised or excluded from participating in discussions and decision-making. In partnership with civil society and other role-players, municipalities should explore models for equipping community with the necessary skills to participate meaningfully in government. **Citizenship education and training (in planning, project management, and budget, institutional and spatial literacy) is needed to strengthen community organisations.** Community activists and workers should be equipped with skills in community organisation, management, and planning. This will enable effective engagement with the broader municipal planning systems, ensuring that neighbourhood community visions are integrated, and help local government to become sufficiently responsive to community needs and opportunities.

Build institutional capacity to engage

Multi-stakeholder processes are complex and require particular facilitation skills. Capacity should be built at local level to develop and implement area-based management plans. This means that **capacity building within government should**



not be limited to the units/sections responsible for coordinating public participation/stakeholder engagement but should be mainstreamed in all departments. This will require partnerships with relevant NGOs and academic institutions. Government and the private sector need to work more collaboratively to find mechanisms to introduce effective land-value sharing, which has the potential to generate wealth for cities. However, this needs to be balanced with equitable policies and approaches that will benefit all, especially the poor and vulnerable.

Developing the capability of people with governance responsibilities and evaluating their performance, as individuals and as a group

Governors (people with governance responsibilities - individuals or group) need both skills and knowledge to do their jobs well. Skills need to be developed continually to improve performance in the functions of the governing body. The necessary skills include the ability to scrutinise and challenge information received from the executive, including skills in financial management and the ability to recognise when outside expert advice is needed. Knowledge also needs to be updated regularly to equip governors for changing circumstances.

An appraisal and performance review of individuals demonstrates that their role and contribution is important and valued and provides an opportunity for them to take stock of their own development needs. The governing body can improve its collective performance by taking the time to step back and consider its own effectiveness.

Municipalities to uphold and maintain their social licence to operate

A social licence to operate (SLO) refers to the level of acceptance or approval by local communities and stakeholders of organisations and their operations. The concept of social license is closely related to the concept of sustainability. Municipalities therefore need not only regulatory permission but also “social permission” to conduct their business, and the responsibility to fully deliver on their mandate. SLO is created and maintained slowly over time as a company builds trust with the community it operates in and other stakeholders. To protect and build social license, companies are encouraged to first do the right thing and then be seen doing the right thing.



The development of a governance model

The following table provides an overview of where to start with the development of a governance model.

Table 5.3. The development of a governance model

Where do we start?	
Governance Model Checklist	<ol style="list-style-type: none"> 1. Define clear roles and responsibilities for all stakeholders. Members and officials must work together to achieve a common purpose within a framework of clearly defined functions and roles. 2. Appoint leaders that have rich experience and knowledge and sound project management acumen to lead the project. 3. Promote and demonstrate public service values through upholding high standards of conduct and behaviour. 4. Take well informed and transparent decisions and manage risks and performance. 5. Develop the organisational capacity and the leadership capability and competencies of members and officials to operate effectively and fulfil the purpose of the organization. 6. Focusing on the purpose of the authority, on outcomes that deliver sustainable economic and societal benefits and on implementing a vision for the local authority. 7. Engage openly and comprehensively with local people, citizens, and other stakeholders to ensure robust public accountability. 8. The governing body should make clear, to itself and to staff, to whom it is accountable and for what. 9. Take the lead in forming and maintaining relationships with the leaders of other organisations, as a foundation for effective working relationships at operational levels.
YES/NO	

The following model (see overleaf) demonstrates the conceptual foundation of governance in a local government setting for the undertaking of the new STR Strategy.



Table 5.4. Governance model/structure in a local government context

LOCAL GOVERNMENT SETTING			
Governing Body	Focus	High-level role	Granular role
Project Sponsor	Strategic Direction	Project oversight function that glues together all stakeholders	<ul style="list-style-type: none"> Project champions who prescribe project deliverables. Approves the project charter. A decision-making body that authorizes the project to start and to progress from one phase to the next. Business case owner. Accountable throughout the lifespan of the program. Prioritisation of the project within the organisation. Define and manage scope, identify priorities, identify and monitor risks, monitor timelines, monitor quality, provide advice and make decisions. <p><i>Engages regularly with steering committee and Project Management Office (PMO). Recommended to engage with all levels of the governing bodies on a phase-by-phase basis to feel better connected to the project.</i></p>
Steering Committee	Operational Direction	A supervisory board within the government structure that is accountable for managing and addressing businesses issues, monitor risks, quality and project timelines	<ul style="list-style-type: none"> Determines how the project goals and objectives are measured. Approves project management plan, implementation plan and metrics. Monitors and controls the projects to ensure alignment with the charter. Escalation points for any project deviations. Created consistency among project and program governance. Lessons learnt, best practice. Provides traceability for Project Portfolio Management (PPM) governance.
PMO			



			<ul style="list-style-type: none"> • Manages interdependencies. • Governing body that is formed at project initiation to provide oversight, guidance, and support for the project. • To advise, ensure delivery of project outputs and project outcomes. <p><i>Engages regularly with the Project Sponsor and PMs</i></p>
Project Managers	Tactical Direction	Executes in accordance with the objectives set by the project sponsor, steering committee and PMO	<ul style="list-style-type: none"> • Execute in accordance with the established governance plan. • Track the Return on Investment (ROI) on establishing the Project Portfolio Management (PPM) governance. • Manages the progress and performance of the governance plan. • Executes the communication plan. • Manages the stakeholders based on their established expectations. <p><i>Engages regularly with the PMO and Consultative Community-Based Committee at a community level</i></p>

The model below demonstrates the conceptual foundation of governance in a small town setting for the undertaking of the new STR strategy.

Table 5.5. Governance model/structure in town context

SMALL TOWN SETTING			
Governing Body	Focus	High-level role	Granular role
Consultative Community-Based Committee	Combination of Strategic, Operational and Tactical Direction	A group of local key stakeholders who contribute both local and technical knowledge about issues that are relevant to the	<ul style="list-style-type: none"> • Ensure that the views and interests of the community are represented, and that relevant stakeholders are engaged. • Provide advice and propose solutions and a way forward relevant to the project. • Provide an active and positive contribution to the project. • Are involved in essential implementation



		<p>project and provide representation for a variety of stakeholder interests and groups.</p>	<p>aspects that directly affect them.</p> <p><i>Engage regularly with Project Managers at a municipal level</i></p>
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5.4 Accountability Model

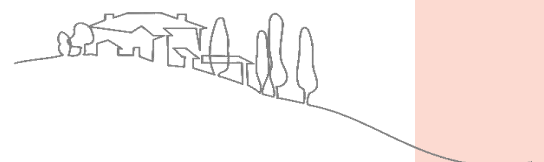
The main aim of this section is to bring about greater accountability, in respect to local government administration and the advancement of local communities, in the pursuit of the delivery of services as defined by local government law in South Africa and in terms of the imperatives of the national and provincial governments. Accountability of government institutions can be referred to as public accountability.

For a government, regardless of whether it is at central, provincial, or local level, accountability essentially means that it must accept responsibility and that it is responsible for accounting to society for what has or has not been done.

Public accountability rests both on giving an account and on being held to account. All government departments have to be efficient because they have to ensure value for taxpayers' money. Efficiency encompasses the qualitative and value-laden expectations of the society. It can be argued that accountability is the fundamental prerequisite for preventing the abuse of power and for ensuring that power is directed towards the achievement of efficiency, effectiveness, responsiveness, and transparency.

Strengthen transparency and accountability

Open, transparent, and accountable government is an imperative prerequisite for community oriented public service delivery, because without it, covert unethical behaviour will result. Accountability and transparency are two particularly important requirements of quality public service delivery.



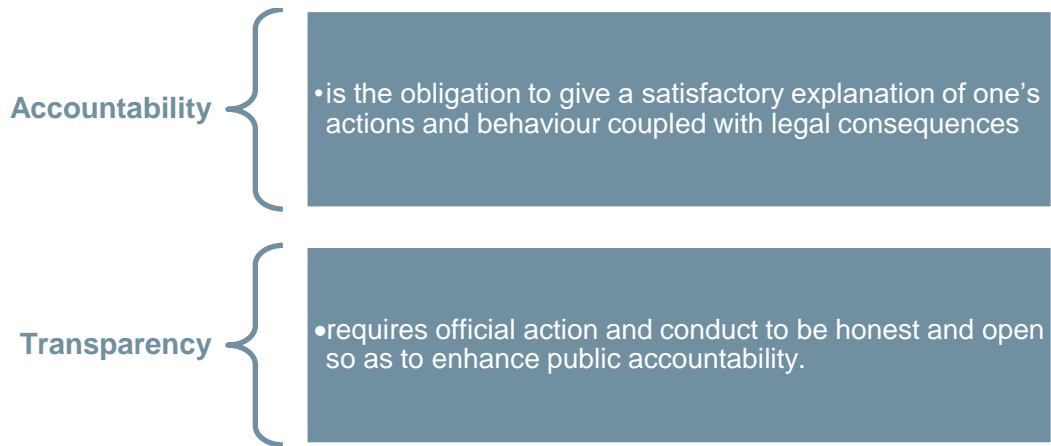


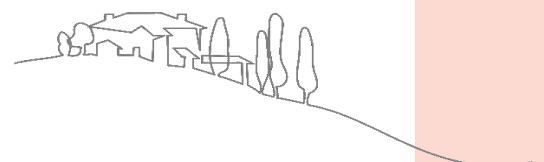
Figure 5.14. Accountability and transparency as requirements of public service delivery

Accountability and transparency are therefore two sides of the same coin.

As urban spaces are shaped by a multiplicity of stakeholders, promoting good governance, and strengthening public participation are critical. Government needs to be accountable to and understand its impact on all population groups. Therefore, priority should be given to interventions contained in the 'Back-to-Basics' Programme in order to promote transparency and democratic decision-making. Innovative technology and other mechanisms should be used to build trust and increase transparency and accountability.

Ensure effective leadership at local level

Leadership, both city and civic, is critical for social transformation. At a city level, the leadership should ensure a connection between residents and their municipality through their respective leaders. In order to promote accountability and transparency, leaders should engage communities on municipal issues, such as budget, projects and general information. Political representatives and administrative leaders should have clear programmes for engaging residents, guided by the relevant legislative and policy prescripts. Municipalities should develop and implement stakeholder engagement and communication strategies. Civic leaders should also work with cities to help drive an agenda of values and inclusion of the most vulnerable groups, and to help overcome barriers associated with class, gender, race, disability, etc.



Good governance means engaging stakeholders and making accountability real

Governing bodies of public services have multiple accountabilities: to the public (citizens) and to those who have the authority, and responsibility, to hold them to account on the public's behalf. Real accountability requires a relationship and a dialogue. Accountability involves an agreed process for both giving an account of your actions and being held to account; a systematic approach to put that process into operation; and a focus on explicit results or outcomes. Real accountability is concerned not only with reporting on or discussing actions already completed, but also with engaging with stakeholders to understand and respond to their views as the organisation plans and carries out its activities.

Taking an active and planned approach to dialogue with and accountability to the public

Appointed governing bodies have to develop an accountability relationship through dialogue. The fuel of this dialogue is interest and confidence. If dialogue is to develop and continue, organisations need to encourage and maintain the interest and confidence of the public and service users. Although these two groups overlap to a large extent in their relationship with public service organisations, the relationship with the public is one of accountability, whereas the relationship with service users is one of consultation and responsiveness. Both groups are diverse, consisting of people with different characteristics and experiences and from many different backgrounds. Approaches to developing a dialogue have to recognise these differences, so that the views of a full range of people are heard. Confidence and interest can both be damaged easily, especially when things go wrong. The organisation's ability to respond to such circumstances is also an important demonstration of its accountability.

In application, the following can be said: the governing body should make it clear that the organisation as a whole seeks and welcomes feedback and ensure that it responds quickly and responsibly to comment. Complaints are a vital and necessary part of feedback, and there should be clear leadership within the governing body on handling and resolving them, and ensuring the lessons learnt are used to improve the service. The governing body should ensure that the organisation has a clear policy on the types of issues on which it will consult or engage the public and service users, respectively. This policy should clearly explain how the organisation will use this input in decision



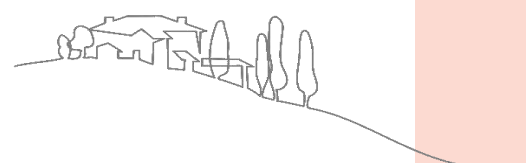
making and how it will feed these decisions back to the public and to service users. The policy should make sure that the organisation hears the views and experiences of people of all backgrounds. Each year, the governing body should publish the organisation’s purpose, strategy, plans and financial statements, as well as information about the organisation’s outcomes, achievements, and the satisfaction of service users in the previous period.

The development of an Accountability Model

The following table provides an overview of where to start with the development of an Accountability Model.

Table 5.6. Development of an Accountability Model

Where do we start?	
Accountability Model Checklist	<ol style="list-style-type: none"> 1. Define clear roles and responsibilities for all stakeholders. Members and officials must work together to achieve a common purpose within a framework of clearly defined functions and roles. 2. Develop a culture of accountability and transparency. 3. Adopt a statement of values and code of ethics. 4. Do not overcommit. 5. Develop a tracking system to monitor progress against deliverables and undertake regular check-ins. 6. Address issues as they arise and take full responsibility. 7. Be transparent. 8. Be responsive. 9. Undertake frequent and robust consultations with key interest groups at all stages of the development process. 10. Evaluate performance, as individuals and as a group (performance appraisal for implementing agents especially).
YES/NO	



Local Government Accountability Model

The following model demonstrates the conceptual foundation of accountability in a local government setting for the undertaking of the new STR strategy. It can also be adopted at a town level as the principals and intention remain constant.

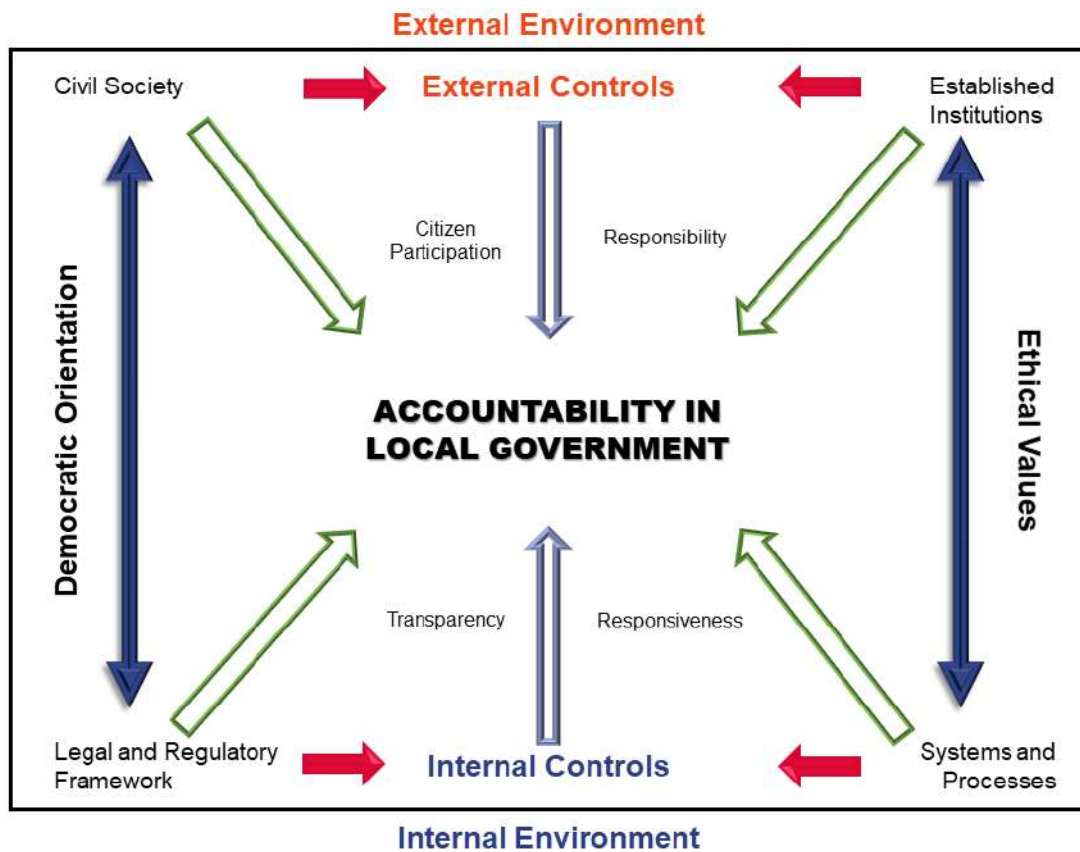


Figure 5.15. Accountability in local government

It can be transcribed from the above figure that accountability in the public sector operates under both internal and external control mechanisms. The external and internal controls thrive on four pillars, namely institutions, systems and processes, legislative and regulatory framework, and civil society. Moreover, the external and internal environments under which public officials operate to serve the public (citizens) are compounded and guided by two major elements: **democratic values and ethics**. Democratic values and ethics are the ideas or beliefs that make a society fair, including democratic decision-making, freedom of speech, equality before the law, social justice, equality, social justice. Public accountability can only thrive where ethical values exist, and within a democratic dispensation. In day-to-day practice, accountability calls for responsibility, responsiveness, transparency, and citizen participation. These aspects



represented in the model constitute the major components that signify accountability within the framework of local government.

Community Accountability Model

In the context of the STR strategy community accountability is a process in which a community work together on the evolution of the community and all its members, to transform the socio-economic conditions.

Hope in depressed small towns can be restored when people see the possibilities and when communities see how their contribution can make a meaningful impact in their community. There are three ways to encourage members of the communities to participate and work together towards a town-based development initiative. The inclusionary approach entails the following:

- Financial contribution – monetary.
- Knowledge contribution – skills and know-how.
- Physical contribution – manpower and time.

Change is also effective if done from a community level. When communities take control of development there is enhanced accountability. When visible change starts at a community level it will catalyse response from municipality to actively participate.

The following model (see overleaf) demonstrates the conceptual foundation of accountability at a community level for the undertaking of the new STR Strategy.

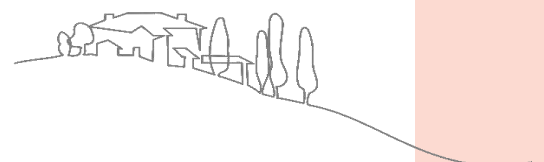


Table 5.7. Towards a sustainable Community Accountability Model (key considerations)

Step	Action	Secondary results	Benefits
One	Community is mobilised	<ul style="list-style-type: none"> Form a strong team on the ground. Get people involved to look after projects. 	Bottom-up Approach
Two	Community take initiative	<ul style="list-style-type: none"> Identify projects. Engage with municipality - advise on project plans and get their buy-in. Seek partnerships for implementation and funding. Draft a simple (non-technical) Memorandum of Understanding (MOU). Communities can also make monetary contributions (this has worked in Senekal for some large infrastructure projects). 	Project Ownership
Three	Community undertakes project responsibilities	<ul style="list-style-type: none"> Municipalities will respond to action. Municipalities will learn from communities (learn by doing/witnessing the good work happening on the ground. 	Project Ownership
Four	Eventual change in mindset and attitude	<ul style="list-style-type: none"> This is the desired outcome. This will lead to systematic change. This will enhance accountability. 	Sustainable Community-based Development



5.5 Public entities to be considered for the implementation of the STR Strategy

This section explores the public entities available for managing and financing the strategy. The situational analysis and literature review demonstrated a high reliance of municipalities on allocations from the National Treasury. Considering the objectives set out in the STR Strategy, this over reliance on allocations from the Government is likely to be unsustainable in the long run and may jeopardize the likelihood of the strategy achieving its goals.

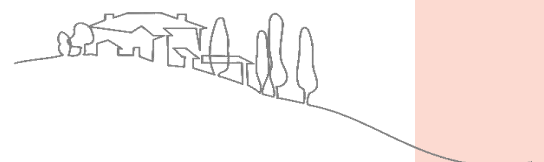
As mitigation of the funding challenge articulated above, municipalities need to explore various funding modalities currently available. Importantly, in order to achieve the objectives, set out, DCoG may need to create a special entity to move forward with implementing the strategy.

5.5.1 The five institutional options to be considered for the implementation of the STR

Many public entities are created by separate 'enabling' acts, which regulate their public purpose mandate to ensure alignment with Government's objectives. Others are created in terms of private law, either through registration in terms of the Companies Act, or as trusts or funds. Still, others have both their own enabling acts and are registered in terms of the Companies Act.

The objectives in creating public entities are diverse and range from facilitating investments, delivering services, or providing strategic goods. From the perspective of National Treasury and the Department of Public Service and Administration (DPSA), public entities should be established for one or more of three primary reasons:

- strategic, social or economic intervention by the state or to deal with strategic risks and dangers that the State or society faces to its security, health, prosperity or wellbeing; and/or
- adopting commercial and business principles in service delivery when it is required; and/or
- signalling that there is need for objectivity and more operational autonomy yet retaining accountability in the delivery of services.



Since the strategy is largely Government driven, the funding options should be within the parameters of the Constitution and the DPSA prescripts, as well as within the parameters of the Public Finance Management Act (PFMA) No. 29 of 1999.

Key considerations from the Public Finance Management Act

The primary legislative arrangement in respect of national and provincial public entities is the PFMA. The PFMA sets out a formal definition of public entities (referred to as “National Public Entities”) in Section 1 of the PFMA as follows:

“national Government business enterprise” means an entity which—

- (a) is a juristic person under the ownership control of the national executive;
- (b) has been assigned financial and operational authority to carry on a business activity;
- (c) as its principal business, provides goods or services in accordance with ordinary business principles; and
- (d) is financed fully or substantially from sources other than—
 - (i) the National Revenue Fund; or
 - (ii) by way of a tax, levy or other statutory money.

“national public entity” means—

- (a) a national Government business enterprise; or
- (b) a board, commission, company, corporation, fund or other entity (other than a national Government business enterprise) which is—
 - (i) established in terms of national legislation;
 - (ii) fully or substantially funded either from the National Revenue Fund, or by way of a tax, levy or other money imposed in terms of national legislation; and
 - (iii) accountable to Parliament.

The following Chapters and sections of the PFMA have relevance:

- The core legislative requirements with respect to fiduciary and related matters in respect of national and provincial SOEs are set out in Chapter 6 of the PFMA and Chapter 7 with respect to the Executive Authorities (i.e., Departments that exercise oversight of their relevant SOEs).



- Chapter 8 of PFMA sets out the restrictions on borrowing, guarantees and other commitments. These restrictions apply to all Organs of State including Public Entities, Government Departments and others and differ according to what Schedule of the PFMA the concerned entity falls under. This means that before funding options can be considered, the type of institutions concerned must be carefully considered. This section sets out to explore the differing forms of State Institutions that can be amenable to financing the strategy.
- Chapter 8, Section 66 (3,a) of the PFMA outlines the types of Government Institutions that are allowed to borrow money, or issue a guarantee, indemnity or security or enter into any other transaction that binds or may bind that public entity to any future commitment. This Section also shows that public entities and Government Business Units are the only form of Institutions that are allowed to borrow money, or issue a guarantee, indemnity or security or enter into any other transaction that binds or may bind that public entity to any future commitment.

Articulating the different entities as per the PFMA Schedules

The current public entity policy framework allows for a number of institutional options. Five institutional options are considered below for the STR Strategy:

1

Programme (in a government department or entity)

Under this option, the STR Strategy would be established within DCoG (or a chosen government department) as a government unit (either as a programme within a division or a division within a department) with its own head – typically a deputy director-general. Programmes are usually funded through direct budget allocations.

2

Special Service Delivery Unit (in a government department)

Similar to a programme, this comprises a dedicated team within a larger unit (a division or department) but could have contracted in capacity to this team and has its own management structure. Budgets are still allocated annually, and final accountability still rests with the accounting officer.

3

Government component (departmental agency)

A government component is linked to a principal department responsible for the relevant policy/functional area in order to assist the executive authority to exercise



oversight over the component on policy implementation, performance, integrated planning, budgeting and service delivery. A government component falls within the budget vote of the principal department.

4

Public entity (Schedule 3A – separate institution)

Public entities are established in terms of enabling legislation in order to perform functions that have been assigned to a separate juristic person. They must have a governing body, which is also the accounting authority. The governing body is accountable to a specific minister for the implementation of its mandate in terms of the enabling legislation. The minister is responsible for tabling the entity's annual financial statements and annual report in Parliament. Public entities may be funded from the fiscus by means of a grant-in-aid (or transfer), or other mechanisms.

5

Government business enterprise (schedule 2 or schedule 3B – separate institution)

This corporate form is suitable for functions that lend themselves to commercialisation including government's public purpose mandates. All government enterprises are 'private' companies registered in terms of section 32 of the Companies Act, 1973 over which the state exercises ownership control, or in which the state has a material interest. They perform functions that lend themselves to commercialisation. They should access the capital markets directly based on their financial performance and the quality of their business. Government enterprises normally do not receive operational subsidies from the fiscus, though government may purchase specific services from such enterprises. Government may also, in its capacity as shareholder, provide capital, loans and other guarantees to enterprises in order to facilitate the development of the enterprises' businesses.

The next section assesses the different options against five broad criteria.

5.5.2 Options Analysis

Set out in the following table is an assessment of the institutional options against the following broad criteria:

- Facilitates good governance.
- Ensures effective accountability / policy alignment.



- Ability to raise funding.
- Ability to attract / retain scarce skills.
- Ability to facilitate market innovation.



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Table 5.8. Summary assessment of the institutional options

No.	Option	Key features	Facilitates Good Governance	Ensures Effective Accountability /Policy Alignment	Ability to raise funding	Ability to facilitate market innovation	Ability to attract / retain scarce skills
1	Programme	<ul style="list-style-type: none"> Dedicated team within a department with defined mandate & funding 	○	◐	○	○	○
2	Special Service Delivery Unit	<ul style="list-style-type: none"> Dedicated team within a department with defined mandate & funding; but has own structure (like the Government Technical Advisory Centre situated in the National Treasury) Has a defined life Could have dedicated in-house resources 	○	◐	○	○	○
4	Government component (agency)	<ul style="list-style-type: none"> Agency within government department High degree of autonomy but no separate legal person 	◐	◐	○	○	○
5	Public entity	<ul style="list-style-type: none"> Separate legal entity Powers / functions determined by legislation Political and administrative autonomy Outside of the Public Service Reliant on transfers from the National Fund 	●	●	◐	●	●
6	Government business enterprise	<ul style="list-style-type: none"> Separate legal entity Powers / functions determined by legislation Political and administrative autonomy Outside of the Public Service Required to raise own revenues and can raise loans etc. 	●	◐	●	●	●

KEY: Meets the requirements: ● Partially meets the requirements: ◐ Does not meet the requirements: ○



Based on the afore-mentioned assessment it is evident that given the specific objectives of the STR Strategy, – notably the objective to achieve equitable economic growth, a Public Entity or Government Business Enterprise (GBE) is likely to perform best. These enable appropriate governance and alignment to be in place while ensuring that there is enough distance from government in their ability to perform their functions. In addition, given the need to raise funding and investments, GBE lend themselves to commercialisation typically for strategic reasons or because of certain inefficiencies in the market and are therefore more appropriate. It is abundantly clear that given the high-income inequality in the country, drastic measures to address market failures need to be devised. As a result, a GBE can be best suited to achieve this objective.

In respect of key risks, it is noted that again a GBE is likely to perform best. In particular, it enables the appropriate balance of accountability and alignment to government policy, while allowing the entity sufficient distance and independence to ensure that there is confidence in the market in respect of its duties that it performs. Further, given that the GBE allows entities to partake in trade activities, the GBE form will also be the most appropriate.

5.5.3 Preferred institutional option

Based on the above assessment, Options (4) Public entity or (5) GBE are potentially suitable, but Option 5 is preferred in view of the advantage it offers with respect to rendering stewardship, investment, funding sourcing, advisory and service delivery functions through an independent entity that promotes public confidence in the objectivity of its decision-making and research. Given the overall strategic direction being proposed, it is suggested that consideration be given to establishing a new GBE as a public sphere institution to be listed under (schedule 2 or schedule 3B – separate institution) the PFMA. Given that the GBE will require an ability to raise funding and to have market innovation, this will be the appropriate form to adopt.

The GBE corporate form is also appealing because it is ideally used for functions that require the involvement of stakeholders and experts to ensure effective and efficient delivery and where it is necessary to assign decision-making to an independent juristic person in order to enhance public confidence in the implementation of a policy framework or the provision of policy advice or research.



GBEs are established in terms of enabling legislation (registered in terms of section 32 of the Companies Act, 1973). They perform functions that lend themselves to commercialisation. They should access the capital markets directly based on their financial performance and quality of the business.

5.6 M&E Model for the implementation of the STR Strategy

The overall objective of the M&E framework is to enable DCoG to improve the M&E implementation of the STR Strategy on the one hand and track the results and impact of the interventions on the other hand. This framework provides a set of principles and a clear road map on how the strategy M&E should be executed in a systematic and co-ordinated manner. The Strategy and Research Division (to be confirmed with DCoG) is the custodian of this M&E Framework, working closely with other units in the organisation who will have a central role to execute the M&E function.

5.6.1 Medium-Term Expenditure Framework Guidelines – National Treasury of the Republic of South Africa

The “Guidelines to the Medium-Term Expenditure Framework” (MTEF), published by the National Treasury of the Republic of South Africa and revised year-on-year, provides detailed instructions to departments on budgeting in particular, however, significant attention is also paid to the management of performance information. It is clear that evidence-based decision-making, particularly in respect of budget allocations, is a priority for Treasury, and to this effect stakeholders (municipalities, provinces, departments) are urged to define credible performance indicators and targets to assist in measuring progress in achieving Governments’ aims and objectives. This requires an extensive emphasis on evaluation that leads to research. The guidelines require that performance be measured against set realistic targets on a regular basis, and “where necessary, non-achievement of targets should be examined, and corrective measures instituted through plans and budgets.”

The MTEF guidelines urge that the requirements outlined in the Framework for Managing Performance Information (FMPI) are closely observed, since “the information related to the performance against pre-determined objectives, is subject to audit in terms of section (20)(2)(c) or section (28)(1)(c) of the Public Audit Act, 2004”. Furthermore, from 2009/10 the Auditor-General has been expressing an opinion on performance information.



This is further expanded on in the Directive on Performance Information as published in Government Gazette No. 29919 on 25 May 2007, as well as the Technical Memorandum no. 42 of 2007 by the Auditor General, which states that:

- “The reporting of information relating to the performance against predetermined objectives is the responsibility of management. The reported information should be submitted together with the financial statements, within two months after the financial year-end.”
- From the 2007-08 PFMA financial year, this included the following:
 - Obtaining an understanding of the internal controls relating to performance information.
 - Obtaining an understanding of the relevant systems to collect, monitor and report performance information. Furthermore, documenting the system descriptions for the relevant systems and verification by means of walk-through tests.
 - Evaluating the existence, consistency, format, and quality of performance information.
 - Comparing reported performance information to relevant source documentation and conducting limited substantive procedures to ensure valid, accurate and complete performance reporting”.

In 2010 National Treasury published a framework for Strategic Planning and Annual Performance Plans which are aimed at providing guidelines to departments on planning, monitoring, and reporting. This therefore means that the strategic plans, and annual performance plans (APPs) of all government departments and public entities had to comply with these.

5.6.2 Building blocks for determining the results hierarchy and performance monitoring framework for the STR Strategy

All STR implementers, including small towns, will gather, package, analyse and report on progress respectively using this results-based hierarchy. This implies that it will not be business as usual (only reporting strictly according to the DCoG’s Guidelines on Quarterly Framework for Validation of Quarterly Performance Reports) but using the results hierarchy as a basis for holistic M&E based planning, implementation and decision-making, at all levels.



Table 5.9. Results Performance Framework

RESULT	TYPES OF PERFORMANCE MEASUREMENT (AS ARTICULATED IN THE APP)
Impact: (contribute) to <i>transformed, safe, socially integrated and economically inclusive towns that allow people and place to realise their full potential through active citizenry for present and future generations.</i>	Investor activity levels; output (% of GDP) per industry sector; export rates of manufacturing goods; income levels. Employment rates; absorption rates of trained people; job vacancy rates; employment equity levels; level of on-the-job productivity; residents' service delivery satisfaction rates.
Objectives (linked to the Strategic Plan and APP Programmes)	Spatially enabling environment; Broad-based approach to local social development; Equitable economic growth; Co-operative, coherent and responsible governance; Strengthened institutional mechanisms for M & E and data management.
Outputs (products, services, and goods):	Output indicators for each of the objectives
Spatially enabling environment	
Broad-based approach to local social development	
Equitable economic growth	
Co-operative, coherent, and responsible governance	
Strengthened institutional mechanisms for M & E and data management	Rating functioning of M&E governance and sector stakeholder structures; customer (staff, governance, stakeholders) satisfaction rates with business processes and systems; budget-plan alignment; level of accuracy of financial data; quality rating for M&E performance review systems and processes.
Activities	Measures for the STR Strategy/business unit processes and activities.
Inputs	Programme/business unit budgets, systems, and human resources.

The tools and instruments that the M&E unit, client administrators, business unit managers, and Quality Assurance Officers, will use, will be customised to include all the measurement variables for use when doing monitoring and reporting. Importantly this framework must serve as the overall framework for the performance measurement



of the strategy. It would be advisable to pilot the tools before roll out in the sites that will be identified.

5.6.3 Tasks and activities

The end result from successful carrying out of these M&E tasks are credible, valid and accurate reports on programme performance that will be submitted to the DCoG, National Treasury, Department of Monitoring and Evaluation (DPME), and the Auditor General. The following are the basic M&E tasks and functions that will need to be performed:

- **Engage DCoG stakeholders and facilitate participation on M&E activities:** The participation of these DCoG stakeholders in monitoring and evaluation exercises should be encouraged. This includes the creation of indicators (in the planning phase) based on stakeholder perceptions, allowing them to formulate questions to include in all M&E processes (reporting, evaluations, and impact assessments), including a role in the follow up to mainstream the recommendations of the process. (PHASE 1 ROLE: PROJECT INCEPTION)
- **Collection and establishing the baseline:** This is an important element of the M&E process. The business unit managers should collect the baseline data and information. A baseline is a pre-requisite to measure the change and a project/programme and intervention's effects. A baseline sets the first basis against which future changes or improvements will be compared. (PHASE 1 ROLE: PROJECT INCEPTION)
- **Information gathering, data analysis and knowledge management:** Collect performance information, prepare periodic technical assessment updates and recommendations for improvements and future guidance on the development and follow up of operational or programme plans. This task also entails doing review progress reports and providing feedback to implementing partners as needed to ensure results-based reports and analysis and capturing of data, validate reports of the grantees before submission. Provide substantive input to prepare programme and project monitoring reports. (PHASE 3 ROLE: PROJECT IMPLEMENTATION)
- **Field monitoring visits:** Units, divisions, and regional office-based staff that are responsible for delivering on specific projects and interventions ought to undertake regular site visits to a) gather performance information, and b) validate and verify submitted reports by either regional offices, employers, training providers, moderators and facilitators. Tools customised to specific projects must be used, and within the ambit of the results-based management framework. These visits are



also aimed to monitor and assess projects in-depth as well as to prepare and manage evaluations, disseminate results, and provide feedback to the organisation about the visits. (PHASES 3 & 4 ROLES: IMPLEMENTATION & CONTINUOUS REPORTING)

- **Impact assessment:** This is a systematic way to assess the difference that the strategy is making, beyond targets and outputs. They must be conducted mid-term of the strategy and at the end of the implementation of the strategy. They must focus on the design of the strategy, processes, results, and impacts, including cause and effect. For DCoG, this is crucial to assess and determine the benefit versus the cost of the investment in the strategy. (PHASE 5 ROLE: REVIEW AND EVALUATION)
- **Desk reviews and data collection and analysis:** This must be a continuous process. These are drawn from a variety of sources (monthly and quarterly reports) to contribute information and knowledge to the M&E and knowledge management system and strengthen programme performance. (PHASES 3 & 4 ROLES: IMPLEMENTATION AND CONTINUOUS REPORTING)

Monitoring and Evaluation of the STR Strategy Deliverables and Products

The deliverables proposed are applicable for both the M&E of the STR Strategy as well as the monitoring of other programmes that are being implemented to meet DCoG targets.

Quarterly Management Reporting (QMR): These will need to be standardised, and they should ideally be presented at the QMR meetings Management Committee (MANCO). The additional products proposed below will augment and give more analytic flesh to the QMR reports.

Validation Field/Site Visit Reports of all the projects that will emanate from the strategy. The M&E unit develops a template to conduct the visits in a coordinated and systematic manner to maintain the same methodology that will facilitate a comparison of analysis and interpretation across all visits. Ideally, these must be conducted every quarter for a targeted sample of projects. Field Visit Reports will be submitted, throughout the year, after every field visit, to the M&E unit, and shared with other supporting divisions like Finance Management and Reporting, Knowledge Management, Supply Chain and Contracts Management.



External Reports: These are based on the monitoring reports sent by the Service Providers, Employers, and other stakeholders/partners, with general remarks and inputs to be followed. Partner and stakeholder surveys can also be very useful.

Monitoring Reports: In line with the QMR template, these reports must capture progress towards achieving the set targets of the learning programmes, including:

- Narrative texts, clearly tracking performance and progress on all projects.
- Track the level of progress on targets for each indicator and progress on APP activities.
- Lessons learned, reflection on general progress, suggested corrective and remedial measures/actions where progress has been slow.

Annual Report: This is a consolidation of all the regular monitoring reports, and evaluation reports, produced internally and commissioned by the M&E unit and other units. Generally, the compilation of the annual reports is led by the corporate services division, and it is essential that the Strategy and Research Division takes lead of this process.

5.6.4 Implementation of the M&E Framework

In seeking to define and even clarify the respective roles and responsibilities in implementation of the framework, key considerations to be taken care of are:

- *Who is responsible for producing day-to-day data?*
- *What are the roles of management in assessing performance?*
- *What is the role of the accounting authority?*
- *What is the role of internal and external evaluators?*
- *For what purpose will this data be used (e.g., for planning and (re)prioritisation, budget preparation, resource allocation, policy, or decision-making, etc.)*

The M&E framework will in the main be used by the Monitoring and Evaluation, Client Services, Programme Implementation, and Knowledge Management. The other internal role players, who will be secondary users of the framework, are the internal supporting divisions such as the Finance Division, Contracts and Supply Chain Management, ICT, and Human Resources. The key stakeholders who will use the framework are the external stakeholders, namely, the Towns, Service Providers,



members of DCoG governance structures. Each of these stakeholders and units has a role to play in the successful execution of the M&E function.

Senior executive MANCO is the custodian of the implementation of this integrated and comprehensive M&E framework at DCoG. The next section explores the roles of various stakeholders in the implementation of the M&E framework.

The role of the Strategy and Research Division

The Strategy and Research Division shall:

- Develop the APP.
- Develop a goals and objectives map for the monitoring and evaluation of the Strategic Plan.
- Develop a strategic objectives indicator and target map for the monitoring of the APP.
- Monitor compliance against the APP and compile QMRs and Quarterly Performance Reports (QPRs).
- Develop and provide tools for the monitoring, reporting and evaluation of organisational performance, APP, learning programmes, projects and operational plans.
- Conduct impact assessments.
- Provide guidelines on monitoring and evaluation prior to and during final selection of STR Strategy projects.
- Advise the MANCO and QMR Forum on the quality of monitoring and evaluation tools and reporting templates.
- Review monitoring reports for quality.
- Consolidate monitoring reports to analyse themes, trends and consolidated quarterly reports for DCoG.
- Facilitate the evaluation of programmes/projects by collecting on-going monitoring data.



The role of the Programme and Project Implementation Unit

The Implementation Unit shall:

- Monitor projects in compliance with the contract requirements signed with service providers in collaboration with the M&E unit viz. receipt and analysis of service provider and other external reports, field visits, data collection from various sources other than field visits, data capturing.
- Report on special projects being implemented.

The role of individual staff members

All individual staff members (head office and regional offices) shall:

- Undertake monitoring activities of their business unit operational plan.
- On-going analysis of monitoring data and reports.
- Drafting of reports from monitoring visits.
- Undertake impact evaluations of their operational activities and projects.
- Engage DCoG stakeholders and facilitate participation on M&E activities.
- Ensure that all existing tools have a monitoring and evaluation element component in them.
- Promote and foster a culture of continuous improvement in carrying their operational tasks.

There needs to be an environment that enables M&E at DCoG for the M&E Framework to be effectively utilised. The next section explores what elements will need to be in place.

Enabling environment

The development and maintenance of a supportive environment in DCoG is crucial to sustaining the monitoring and reporting system. This means that all internal and external parties must be enabled to manage M&E systems that will ensure the production of accurate, objective, and reliable information, and that there are the necessary resources, structural and environmental conditions to support monitoring, reporting, and impact evaluation.

The following areas of focus are required for such an enabling environment:

- At a national level, the proposed “public entity” which will take ownership of the STR will be responsible for M&E and will report to DCOG. On a local level, the



intention of the strategy is to be resilient. In some cases, a formalised structure will be present, however in other cases a structure will have to be created. Therefore, at inception the task team will formalise the M&E implementation appropriate to the town context.

- The M&E unit to design together with other units and divisions (and ICT in particular) a common reporting platform that contains all the reporting processes to be followed and the concomitant information flows.
- Carefully selected and negotiated strategic goals, supported by Smart Measurable Relevant Timely (SMART) indicators and targets.
- Culture change towards monitoring and reporting being a management ethos rather than a function of the M&E Unit. The M&E unit must be viewed as technical support and advisory centre/hub for MANCO, Programme Managers and staff.
- Capacity building for managers to equip them to place at the centre of their responsibilities monitoring and reporting on the implementation of their programmes.
- Guidelines for the required M&E capacity and systems for all units to be developed, and to effectively implement the result-based management approach.
- Information dissemination to everybody (suitable to the specific needs and requirements), and knowledge sharing, to be championed by the Knowledge Management Unit.
- An integrated performance management system that links individual, team, and organisational performance.
- Provide ICT infrastructure to support monitoring and reporting.

Capacity building

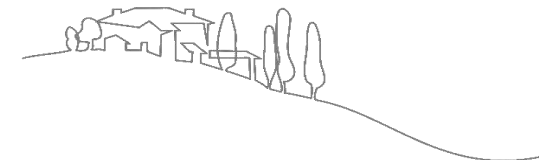
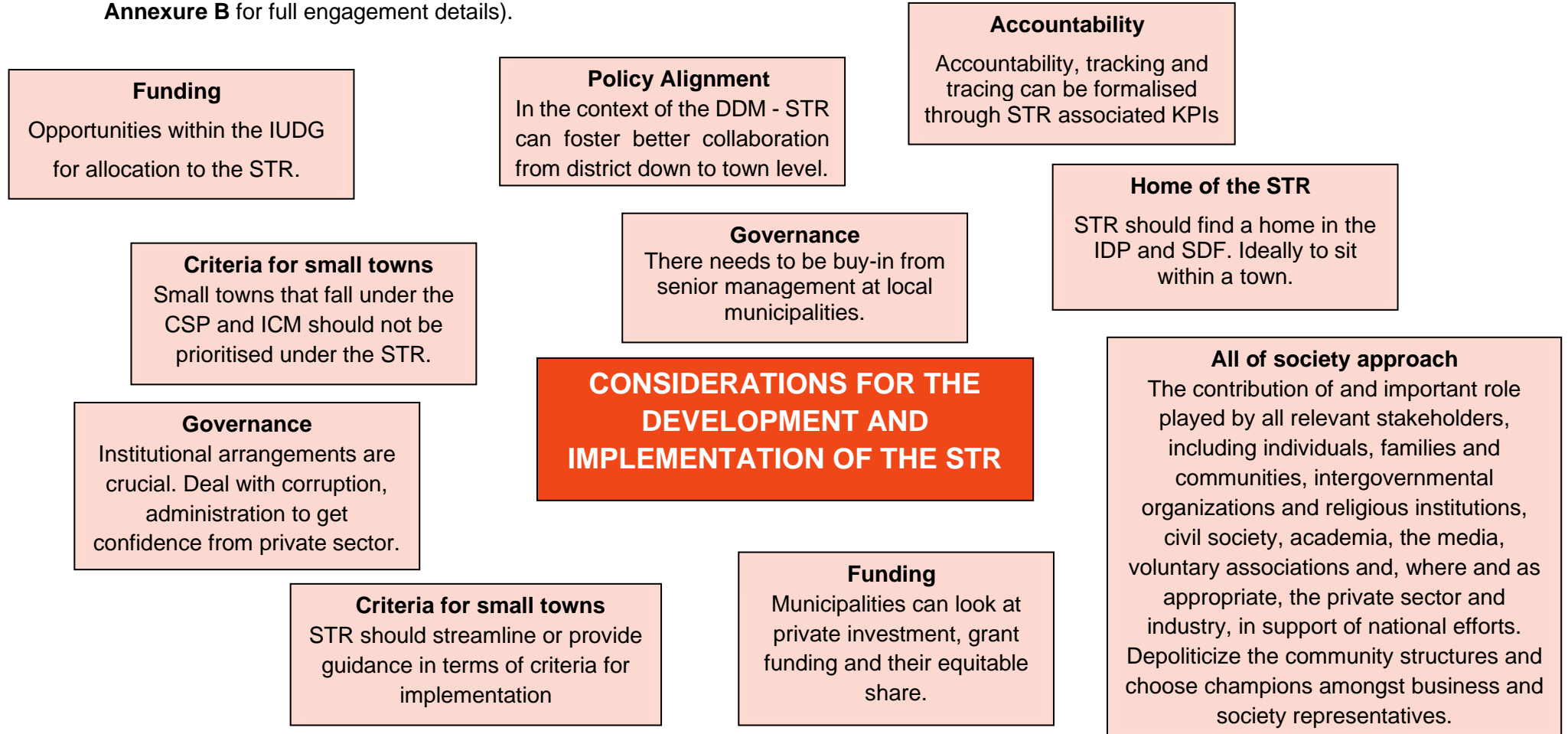
It is important to continually take stock of capacity that exists or does not exist in DCoG to institutionalise M&E of the strategy. A readiness assessment must be undertaken to review the organisation's current ability (from a capacity perspective) must be conducted. This will be done with a view to assess the following dimensions:

- Technical and managerial skills.
- Data systems and tools.
- Available technology and infrastructure.
- Financial resources.



5.7 Comments from various engagements considered in the development of the strategy

The statements and comments below are some highlights that were taken from the various engagements comprising of STR governance structure (PSC, Reference and Consult Committees), local and district municipalities, community forums and business organisations (See **Annexure B** for full engagement details).



5.8 Conclusion

In conclusion, this Chapter considered the key considerations at a governmental level towards the implementation of the STR. It should be noted that the recommendations made should not be used in isolation from the NSDF and the IUDF.

One can easily be overwhelmed by the task to promote and facilitate the regeneration of small towns. The good news is something can be done and if all spheres of government and all of society work together the vision of the STR can be achieved.

To facilitate and guide the implementation of the STR identified various interventions was identified, for example the approach to be followed in the prioritisation of the development of small towns. Should these interventions be addressed and implemented, it will:

- effect the regeneration of small towns, across provincial and local government;
- enhance governance and accountability; and
- result in decisive spatial transformation.



6



A NEW ERA FOR SMALL TOWNS IN SOUTH AFRICA

When a community takes the time to get to know itself, it gains a sense of identity and purpose that informs decisions about its future.

Lyman Orton



6 A new era for small towns in South Africa

6.1 Introduction

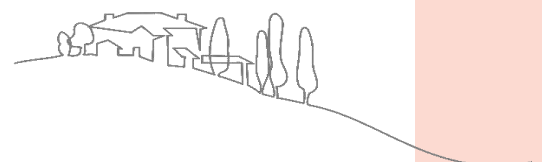
Throughout this document it is reiterated that small towns and rural areas are places with unique sites, issues, and characters that are not often seen in more urban development. It is also noted that in rural areas people’s relationship to place and space is fundamentally different to those in more urban centres. The vision of the STR speaks to the creation of “transformed, safe, socially and regionally integrated and economically viable and inclusive towns that allow people and place to realise their full potential through active citizenry for present and future generations”. To create such an environment, small towns require town level interventions to achieve this vision, which provides a clear picture of the desired end-result in the implementation of the STR in small towns. This chapter looks at how at a town level, the STR can achieve its objectives of:

- A spatially enabling environment.
- Broad-based approach to local social development.
- Equitable economic growth.
- Co-operative, coherent, and responsible governance.
- Strengthened institutional mechanisms for M&E and data management.

This section is informed by the STR vision and objectives as detailed in section 4.3.

6.2 STR Strategic Area 1: Spatial planning

OBJECTIVE 1: SPATIALLY ENABLING ENVIRONMENT	
	<ul style="list-style-type: none"> • To enable an environment that will result in sustainable development and fair redistribution and allow for the regeneration of small towns in an integrated and informed manner through evidence-based information. • The focus is on prioritising spatial integration in terms of the environment, infrastructure upgrades, transport linkages, health and safety and the unlocking of potential markets and improved urban management.
Spatial planning	
	



A spatially enabling environment focusses on spatial planning as well as the institutional and practical requirements for improving urban management structures in a town.

6.2.1 Spatial planning considerations

Within the South African context, the importance of considering the spatial impact of development and spatial planning is not only strongly linked to current needs and priorities, but also to past legacies and challenges in creating a future for South Africans to thrive. Over the course of the last two decades, a range of plans and investment instruments have been put in place to guide development and bring about more effective intergovernmental and spatial alignment within the planning system (Van Huyssteen et al, 2016:11). The lack of coherent spatial planning in small towns is something that has been evidenced in literature, policy, programmes and through engagements with different stakeholders. This focus area aims to highlight the aspects (see **Figure 6.1**) that impact spatial planning and how small towns can equip themselves to achieve the STR objective.

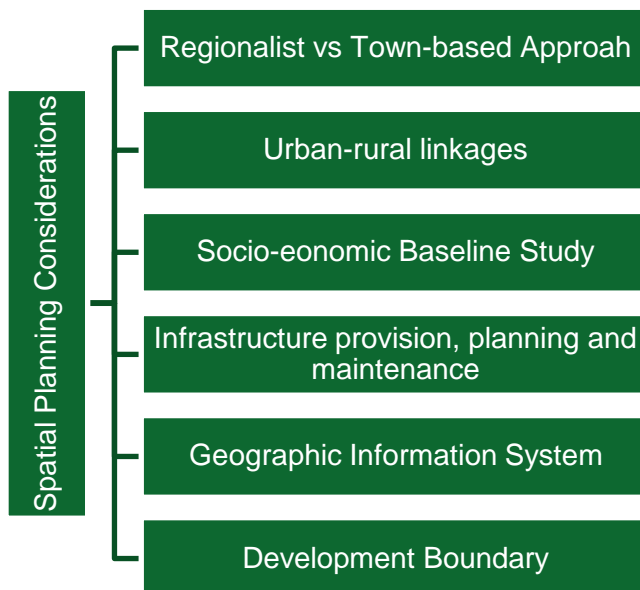
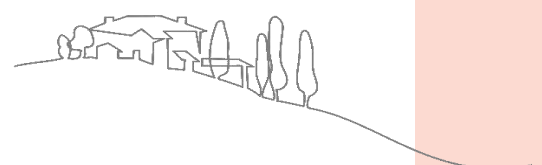


Figure 6.1. Spatial planning considerations

The spatial planning considerations as illustrated in **Figure 6.1** will be addressed in the following section.



Regionalist vs Town-based Approach

The focus is on ring-fencing the different approaches and providing a choice for implementation.

Until recently small towns were an often-overlooked segment of the SA landscape and as a result, many small towns are underserved by government policies and funding when compared to larger towns and metropolitan cities. Furthermore, small towns were, amongst other factors, divided along regional lines, such as the regional differences that distinguish towns in the Western Cape from towns in Limpopo. However, small towns in SA are currently facing similar economic and social challenges that are difficult to address on a town-by-town basis. Faced with these common challenges, some towns are abandoning their centuries-old individualism in favour of cross-community collaboration and are re-evaluating their capacity and assets in order to ensure survival and to contribute to regional growth as alluded to in the previous chapters.

On the other hand, there is the “town-based” approach to the development of small towns, which emphasises the capacity of the civic sector to serve as a facilitator of local development. Here the focus is on community participation and balancing the three-way relationship between government, market, and civic sector (i.e., citizen, non-profit, and non-government organisations).

There are various arguments against and in favour of the two approaches. For example, one argument in support of the regionalist approach is that cross-community cooperation encourages the addressing of overlapping initiatives in a comprehensive manner. Whereas, following a town-based approach (in isolation) may result in separate or unrelated measures to enhance economic growth, transportation, and so on rather than leveraged with other assets from neighbouring towns to achieve the desired results. What is evident is that no small town is the same and that a one-size-fits-all approach is not the answer.

The IUDF Policy Lever 1: Integrated Urban Planning and Management calls for the alignment of spatial, sectoral, and strategic plans which is aligned to the NDP and provincial strategies (IUDF, 2016:47). It is in this context, that the regionalist approach can be executed through policies and programmes such as the STR Programme, DDM, and municipal SDFs. It should be noted that, following a regionalist approach does not



necessarily constitute the delineation of FERs that cross district, provincial and/or municipal boundaries. Furthermore, it could be argued that the intention of municipal SDFs, and especially rural municipal SDFs, encapsulate the notion of a regionalist approach to the regeneration of small towns.

From a regionalist point of view, to ensure a spatially enabling environment and in support of the short-to-medium term priorities of the IUDF Policy Lever 1, the following should be taken into consideration:

- Municipal SDFs should form the basis for the development of long-term plans for all small towns within the area of jurisdiction of a municipality.
- The SDFs are to be in alignment with SPLUMA and in terms of the regeneration of small towns need to identify, amongst other factors, the role and function of each town, nodes for stimulating growth, areas that are to be protected, identification, alignment, and provision of infrastructure (civil and social), alignment in i.e., transport planning, etc.
- Municipal SDFs need to include an implementation plan, linked to the IDP budget, which make provision for the development of a “town-based plan” (**Precinct Plan**), for the regeneration of each small town.
- Where the DDM is being implemented the regeneration of small towns should be coordinated and dealt with on a district basis, as the One Plan articulates the following (1) the current situation, (2) the desired future, (3) strategies and interventions needed to move from the current to the desired, and (4) implementation commitments by all three spheres of government and key stakeholders that will enable the identified strategies and interventions to be implemented (DCoG, 2020:9). Within the context of the DDM, small towns and interventions will be based on spatial planning and budgeting principles following a place-making logic (DCoG, 2020:9).



Following a regionalist approach, as advocated by the STR can strengthen the DDM as follows

- Following a regionalist approach, ensures resource and infrastructure prioritisation, provision and maintenance from a district to local level.
- Enhancing the role and function of the district.
- Support small towns and rural economies in an integrated and holistic manner.
- Small towns with potential are small towns connected to city-regions by corridors, infrastructure, marketing channels, and skills.- thus through the DDM connections can be strengthened and enhanced.
- The optimum organisation and use of land resources in order to meet the social, environmental and economic needs of present and future generations of the district.
- Better understanding of the flow of resources on a spatial scale.
- Alignment of capital budgets, directing development and identifying specific programmes for land, economic and social development.

The following table addresses the aims, role-players and the skills required where the regionalist approach to the regeneration of small towns is undertaken and provides guidance in terms of how this aim can be achieved. (It should be noted that this list is not exhaustive, and towns are able to adapt to their needs).

Table 6.1. Aims, role-players and skills for the regionalist approach

Regionalist approach aims to:	Role-players
<ul style="list-style-type: none"> • Co-ordinate planning interventions and infrastructure (civil and social) investment on a regional level. • Promote long term sustainability in infrastructure maintenance, planning and provision on a regional level. • Addressing of overlapping regional challenges, opportunities, and initiatives in a holistic and integrated manner. 	DCoG District/Provincial Departments Local Authority Urban Planners Engineers Environmental Specialists Stakeholder Engagement Specialists
How can this be achieved	Economists/ Economic Planner Technical skills required: Project Management Stakeholder Engagement Spatial Planning Transport Planning ICT Planning



	Geographic Information Systems (GIS) Engineering Environmental Social Scientist Urban Economic Planner
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From a town-based point of view and, in line with the developmental local government system (which includes amongst others a new entrepreneurial and developmental focus and developmental mindset), to facilitate and enhance growth and development in all sectors of society and to (re)structure and (re)develop the fragmented urban regions in the country (Coetzee, 2010) small towns should be encouraged and empowered to take ownership and be active participants in the regeneration process. Thus, small towns should be encouraged, empowered, and supported to take ownership over their own future.

To ensure a spatially enabling environment, and in support of the IUDF Policy Lever 1: Integrated Urban Planning and Management and Policy Lever 7: Empowered active communities, the following should be taken into consideration:

- SPLUMA compliant Precinct Plans should form the basis for the development of long-term plans for a town, and these Precinct Plans should be incorporated into the municipal SDF and the IDP budgeting process.
- Citizens should be involved in planning, designing, and managing their towns.
- Local government should assist in establishing community-led forums that bring together stakeholders.
- Where possible, local skills, knowledge, experience, and resources should be utilised in the drafting and development of town-based Precinct Plans.

The following table (see overleaf) addresses the aims, role-players and the skills required where the town-based approach to the regeneration of small towns is undertaken and provides guidance in terms of how this aim can be achieved. (It should be noted that this list is not exhaustive, and towns are able to adapt to their needs).



Table 6.2. Aims, role-players and skills for the town-based approach

Town-based approach aims to:	Role-players
<ul style="list-style-type: none"> • Co-ordinate planning interventions and infrastructure (civil and social) investment on a town level. • Promote long term sustainability in infrastructure maintenance planning and provision. • Addressing of overlapping challenges and initiatives. • Creating a sense of place and a favourable environment for investment and development. • Encourage community participation and ownership in the development of the town. 	Local Authority Sector Departments Urban Planners Engineers Environmental Specialists Stakeholder Engagement Specialists Economists/ Economic Planner
How can this be achieved?	Civic and Business
<ul style="list-style-type: none"> • Drafting of a town-based Precinct Plan incorporated into SDFs, IDPs and the DDM One Plans. • Establishment of a Local Community Forum and Action Group (LCFAG). • Memorandum of Understanding (MoU) between the Local Authority and the Community Development Forum. 	Community Traditional Authorities LCFAG Technical skills required: Project Management Stakeholder Engagement Spatial Planning Transport Planning ICT Planning GIS Engineering Environmental Social Scientist Urban Economic Planner Community Stakeholder Engagement

Urban-rural linkages

The focus is on ensuring prioritisation to transport infrastructure and investment.

Small towns and intermediate cities are the first contact point of urbanisation or interface between urban and rural areas. As such the analysis of linkages between rural and urban areas matters because rural and urban livelihoods are interconnected. As incomes from tourism, agriculture (and mining) decrease, rural households are forced to develop new and more complex forms of livelihood strategies which include both agriculture and non-farm incomes as well as remittances from migrants (Ndabeni, 2016:14). In most regions of the world the linkages and interactions between ‘rural’ and



'urban' are an increasingly important component of livelihoods and production systems. They are also, however, extremely diverse (Tacoli, 2017). The spatial representation of these linkages refers to the tangible and intangible exchange between rural-urban areas, people and enterprises. These links are spatial in that they involve the physical movement of goods, people, money, information and waste; and the social networks and relations that span rural and urban locations (Tacoli, 2017).

In view of the afore-mentioned it is clear why the United Nations in 2015 adopted Sustainable Development Goal (SDG) 11 which seeks to make cities and human settlements inclusive, safe, resilient and sustainable. SDG 11 identifies one of its targets as the support of positive economic, social, and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning. It cites sustainable transport as a tool to achieve better integration while respecting the environment, social equity, health, urban and rural linkages, and productivity of rural areas.

To reduce regional inequality and increase resilience, place-based approaches to urban-rural partnerships are needed to develop strategies that build on local conditions and advantages and to understand and support positive urban-rural linkages, what is needed is a combination of **functional and spatial dimensions**. Examples of positive linkages typically share one key factor: the added value produced through functional linkages is retained and reinvested locally, where with appropriate institutional support, it serves as the engine of local economic development. It is here that small towns can play a central role.

The NSDF and IUDF (Policy Lever 2 and 4: focusing on transport and infrastructure) do a good job in providing the framework for which municipalities can promote urban-rural linkages. It is evident that national support is required in ensuring the achievement of this spatial objective as local institutions alone cannot solve fundamental issues behind rural and urban inequalities and depend largely on national policies and development strategies.

The aims, role-players and the skills required to enable the closure of the urban-rural divide and to address urban rural inequalities and how this aim can be achieved is addressed in the following table (see overleaf). (It should be noted that this list is not exhaustive, and towns are able to adapt to their needs).



Table 6.3. Aims, role-players and skills required to address urban and rural linkages

Urban and Rural Linkages aim to:	Role-players
<ul style="list-style-type: none"> • Support economic and social links via transport and infrastructure provision. • Where the DDM is implemented coordinate and integrate basic service provision on a district level. • Address the maintenance, planning and provision of basic services in an integrated and holistic manner. 	Local Authority Sector Departments Transport Planners Urban Planners Environmental Specialists ICT Specialists Traditional Authorities Community Development Forum
How can this be achieved?	Technical skills required: Project Management Stakeholder Engagement Spatial Planning Transport Planning ICT Planning GIS Municipal Finance
<ul style="list-style-type: none"> • Cross-boundary collaboration and integration through the drafting of regional/provincial/district/municipal SDFs. • Budgeting of projects that support economic and social links in the IDP. • Agreement and collaboration with traditional leadership to foster. 	

The role of infrastructure in urban-rural linkages remains critically important. Infrastructure works as a bridge between rural and urban worlds and between agricultural sectors and other sectors of the economy. Again, the significant importance of infrastructure is its role in integrating rural economies to national markets or trade networks (Von bron in Ndabeni, 2016).

Socio-Economic Baseline Study*

The focus is on a baseline which provides a clear picture of the current status quo, demographics and socio-economic environment.

The purpose of the SEBS is to (1) provide a baseline of socio-economic and demographic indicators against which to measure the impacts of the STR in small towns over time; (2) to guide infrastructure (social and civil) provision; and (3) to direct long-term spatial development growth proposals.



.The indicators outlined in the study are intended to be measured on an ongoing basis to measure improvements in socio-economic conditions. A baseline study should commence at the start of a project and its aim is to provide a greater understanding of local communities, including their social and economic environments. A baseline study will flag concerns regarding a project and also show the potential positive and negative impacts that a project can create. It also helps to understand project risks; impacts on communities and gaps to social and economic development (see **Section 6.3.1**).



Photo 6.1. Including all, means including all.

Source: [Younger Family Fun](#).
No copyright infringement is intended.



Photo 6.2. Include the leaders of tomorrow

Source: [Curro](#)
No copyright infringement is intended.

Small towns and their municipalities are notorious for not having up to date, documented policies, programmes, spatial and land-use management data and socio-economic data. The SEBS provides up to date (evidenced-based) information that can feed into GIS for accurate scenario planning and can act as a baseline (status quo) for the Municipal SDF and more specifically for the town-based Precinct Plan. The table below highlights the aims, skills and roles players identified for the formulation of the SEBS.



Photo 6.3. Building and supporting female entrepreneurs.

Source: [Black Economics](#)
No copyright infringement is intended.

The aims, role-players and skills required for SEBS from a spatial planning point of view is addressed in the following table and more detail from a social development point of view is addressed in **Section 6.3.1**.



Table 6.4. Aims, role-players and skills required for the SEBS

The SEBS aims to:	Role-players
<ul style="list-style-type: none"> Update secondary information collected during an earlier order of the magnitude study. Undertake a household and community survey within the areas that are likely to be affected by the project. Assist small towns/municipalities in developing and executing a communications strategy and stakeholder engagement programme appropriate to the pre-feasibility stage. Provide small towns/municipalities with key project priorities and recommendations for the feasibility stage and social and environmental impact assessment work. 	<p>Local Authority Social Scientists Community Development Forum Urban Planners</p> <p>Technical skills required: Project Management and Public Administration (officials and community members) Social Sciences Stakeholder Engagement Spatial Planning</p>

*Further detail of the SEBS is provided in Section 6.3.1

Infrastructure planning, provision and maintenance

The focus in ensuring collaboration/integration between the different department mandates.

SA faces a large degree of spatial inequality, with investment targeted to a few areas e.g., major cities. There are, however, many other parts of the country with inherent economic potential with potential to be further unlocked. Many places are not growing economically because of a **lack of infrastructure**, inadequate skills, poor innovation capacity and weak governance. The locked-in potential of these areas could be released through targeted investment in physical, economic, and social infrastructure and institutional support (Krugell, Mathee & Mothata, 2018). At a further micro level, there should be an environment where communities themselves are able to implement “Turnkey Projects” to kick-start economic investment in their towns.



Photo 6.4. Young children carry bottled water that was delivered by a truck in Swartruggens.

Source: [Gallo Images / City Press / Leon Sadiki](#)
No copyright infringement is intended.



Effective urban planning stimulates a more rational organisation and use of urban spaces and results in infrastructure investments that are sequenced, coordinated and integrated with land development (IUDF, 2016: 43). Part 5 of the NSDF and IUDF Policy Lever 4: Integrated Urban Infrastructure, provides guidance with regards to directing and guiding infrastructure investment and development spending by government and the private sector. Policy Lever 4 prioritises coordinating and sourcing finance for infrastructure, institutionalising municipal long term infrastructure planning, investing in ICT infrastructure, developing infrastructure that bridges the urban-rural divide. Infrastructure planning should also be resilient - the NSDF states that long term spatial and infrastructure planning should be cognisant of the need to adapt from current energy generators to more sustainable methods which will require a *carefully planned, well-communicated and stakeholder sensitive* approach.

The NDP (and NSDF and IUDF) recognises that public infrastructure, enables the economy to grow faster and become more productive through contributing to raising competitiveness and exports and lowering the cost of doing business. Furthermore, infrastructure creates jobs for low-skilled people and promotes spatial inclusivity. Investment in infrastructure also provides opportunities for equitable economic empowerment (Watermeyer & Philips, 2020:iii).



Photo 6.5. Example of poor infrastructure maintenance

Source: [Facebook page of Concerned Scottburgh Residents](#)

No copyright infringement is intended.



Photo 6.6. Sewage plant in Swartruggens, built in 2012, which is in a state of disrepair.

Source: [James de Villiers, News 24](#)

No copyright infringement is intended.



In order for investment in infrastructure to achieve the objectives of eliminating poverty, reducing unemployment and inequality, and promoting equitable economic growth, South Africa needs to have the capability and capacity to maintain, plan and deliver infrastructure efficiently and effectively. Therefore, investment in basic services, roads and information and communication technology infrastructure is paramount.

Small towns are typically associated with aging infrastructure. Interventions include in places where the municipality is unable to service, its citizens are supported by a legal framework that allows private sector, civic society, NGOs to, through Public-private parentships, assist with service delivery or to work in collaboration with the municipality. The formulation of an infrastructure committee comprising of professionals from both public and private sector will ensure alignment with not only the municipal budgets but also to the required stands.

The importance of infrastructure provision and maintenance is an overlapping item in all the STR thematic areas and crucial to the development of a town. This framework will therefore require significant sectoral engagements as well as support from the other tiers of Government. It is also here, where opportunity lies for support from DDM structures to ensure municipal capacity and capabilities. The table below highlights the aims of the framework, the role-players and the skills they require to inform such a framework.

The aims, role-players and skills required for infrastructure planning, provision, and maintenance, as well as how this could be achieved is detailed in the following table. (It should be noted that this list is not exhaustive, and towns are able to adapt to their needs).



Photo 6.7. Example in Senekal / Matwabeng where the community is revitalising the town through active citizenry.

Source: [Facebook Page, Senekal/Matwabeng Community Forum.](#)

No copyright infringement is intended.



Table 6.5. Aims, role-players and skills for infrastructure planning, provision and maintenance

Infrastructure planning aims to:	Role-Players
<ul style="list-style-type: none"> • Co-ordinate infrastructure funding. • Promote long term infrastructure maintenance, planning and provision (for example, fixing of potholes, upgrading the sewerage works, etc.). • Invest in ICT infrastructure. • Infrastructure maintenance, planning and provision to be included in the IDP budgeting process. 	Local Authority Sector Departments Urban Planners Environmental Specialists Engineers ICT Specialists Community Development Forum
How can this be achieved?	Technical skills required: Project Management Stakeholder Engagement Spatial Planning Transport Planning ICT Planning GIS Engineering (civil and electrical) Environmental
<ul style="list-style-type: none"> • Development of an Infrastructure Master Plan addressing, <i>inter alia</i> maintenance, capacity, future growth, upgrades, budgeting, etc. • Incorporation of the Infrastructure Master Plan into the regional/provincial/district/ municipal SDF. • MoU between Local Authority and the Community Development Forum to address community involvement in infrastructure maintenance, (for example fixing of potholes). • Sourcing of funding and grants by the Local Authority and Community Development Forum to address maintenance, provision and upgrades required. • Budget provision via the IDP. 	

Geographic Information Systems

The focus is on the collection of up-to date geo-spatial data and ensuring the correct custodians of this information.

The 4th Industrial Revolution (4IR) mandates a change in the way in which cities and towns operate. Digitising spatial information, ensures up to date data and provides an opportunity for integrated planning and spatial resilience. Whilst the opportunities in and benefits of GIS are known to municipalities, lack of the necessary resources (technical skills and budgetary) is often stated (and often is) as a reason for slow development in this area. Most texts explain that the main limitations of GIS are not hardware and software specific, but rather institution and people specific (Hicken, 2010: 48).



The South African Municipal Systems Act (Act 32 of 2000) states that municipalities are to conduct participation but places the onus on local government to devise the methods to do this. Although most urban centres and certain municipalities appear to be operating GIS units sufficiently well, outlying and rural municipalities generally are not. Through open-source capabilities, GIS can respond to the technical and budgetary limitations of municipalities. Online GIS used to be expensive, too expensive for many cities, towns and small counties (Brown, n.d), however small towns can use Participatory GIS (PGIS) as an approach to ensure equality in information use by those who will be directly affected by it (Hicken, 2010:47). Additionally, GIS systems and applications have evolved and improved to such an extent that beginners (anyone in the community) can produce data of a good standard. The shift from paper to digital has accelerated, and many members of the community now use cell phones and tablets to access information and carry out daily tasks. This includes maintenance, meter reading and new construction in the field, as well as planning, engineering and customer service in the office (Gov1, 2018).

What is participatory GIS?

Participatory GIS (PGIS) or **public participation geographic information system (PPGIS)** is participatory approach to spatial planning and spatial information and communications management. PGIS is the practice of gathering data through traditional methods such as interviews, questions, and focus groups and by using paper maps to record spatial details (Morrow, 1999). This information is then digitized so that it can be analysed and interrogated using computer GIS software, and results can be communicated using computer-drawn maps (Clarke & de Souza, 2018).

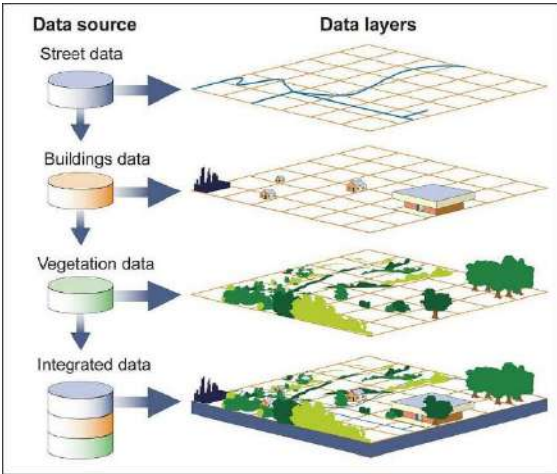


Photo 6.8. GIS data layers or themes

Source: [Al-Saiyd, N.A. A Strategic Framework of GIS Web Applications: Structure and Contents](#)
 No copyright infringement is intended.

In terms of municipal information substructures, it was confirmed that, duplication, inaccuracies and general inefficiencies in the collection, transfer and use of data impede or delay sustainable governance and development. Within a national context, it clarified that South African municipalities currently rely on a range of non-aligned



information sources from national census data to ad hoc local survey data. Herein lies opportunity for community participation to provide credible base information. Community participation and local knowledge were identified as significant contributors to sustainable development at ground level, which is supported in the leading global sustainability initiatives and agendas (Hicken, 2010: 47).

Small towns, rural areas and communities are typically more marginalised and prone to environmental and economic shocks. Therefore, the best approach to create smart community applications is to focus on improving citizen engagement, interdepartmental collaboration, and situational awareness. Once the data and capabilities are in place, communities can launch proof-of-concept projects (Gov1, 2018). Where relevant skills are not available, opportunity lies for collaboration with the private sector thereby promoting knowledge and skills sharing and many small towns are retirement havens for skilled professionals who have a wealth of knowledge and can guide the STR implementation process.

Example of small town modernizing its GIS system.*

Without the big budgets of larger governments, towns like Collierville, Tenn. (pop. 43,000), often contend with older legacy software. To help modernize its geospatial infrastructure, in 2013 Collierville signed up for the Esri Small Government Enterprise License Agreement (ELA), which helps small governments that serve populations of 100,000 or fewer update their GIS platform at an affordable price.

Collierville signed with the Small Government ELA as part of an overall effort to modernize the town's IT infrastructure and enable more efficient collaboration between departments. In early 2014, the GIS Department began working with public works to implement a modernised approach to ditch maintenance inventory management.

***How a small town modernized its GIS in a big way. 2015 Concrete Construction.**

The following table (see overleaf) provide guidance in terms of the aims and role-players to address GIS capability in small towns.



Table 6.6. Aims, role-players and skills for GIS

GIS capability will enable the town to:	Role Players
<ul style="list-style-type: none"> Digitise land-use within the town Delineate the development boundary Provide options for Scenario Planning 	Sector Departments Urban Planners Environmental Specialists ICT Specialists GIS Specialist Community members Technical skills required: Project Management Stakeholder Engagement Spatial Planning Transport Planning ICT Planning GIS Engineering Environmental

Development Boundary

The focus is on delineating the boundaries of towns and ensuring protection and efficient use of existing resources

A development boundary, in its most basic form, separates urban areas from surrounding natural and agricultural areas and shows how much the town can expand in order to meet residential, economic and social needs in the future. Within this framework, development boundaries are a planning tool for sustainable urban form and assist with directing integrated development planning within and outside of the development boundary. Thus, it is not only a tool to indicate where development is to be encouraged and discouraged but also where (1) infrastructure spending and investment are to be directed, (2) land regulations apply, and (3) where



Photo 6.9. Satellite imagery showing the development boundary

Source: [Columbia Insight. Oregon's agricultural lands face off with the state's growing urban population](#)
 No copyright infringement is intended.



land acquisitions might be required in order to accommodate the future growth and development of the town in an integrated, coordinated and holistic manner.

For the delineation of a development boundary the following would be required:

- An inventory of vacant land, potential infill areas, environmentally sensitive and protected areas.
- Housing needs analysis, to determine the type and densities of residential development within the development boundary to accommodate the future growth of the town. This will require the identification of the land area required to accommodate the future growth.
- Economic opportunity analysis, to estimate the need for commercial development, based on historic and current trends related to employment projects and local economic potential. This will require the identification of the land area required to accommodate the future growth.
- Social services provision analysis, to determine the need for social services based on the historic and current trends related to population growth. This will require the identification of land required to accommodate the future needs for social services (for instance, early childhood development centres, schools, clinics, etc.)
- Supply and demand comparison, to determine where a deficit or surplus is, of not only buildable land for residential and commercial needs, but most importantly in basic services.

Taking cognisance of the afore-mentioned, development can be directed, and budgets can be targeted in an evidence based and holistic manner. Therefore, the delineation of a development boundary should form part of the drafting of a municipal and town-based Precinct Plan. Thus, the following table (see overleaf) provides an overview of the aim, role-players and the skills required, and address how the aims of delineating a development boundary could be achieved. (It should be noted that this list is not exhaustive, and towns are able to adapt to their needs).



Table 6.7. Aims, role-players and skills for the delineation of the development boundary

Delineation of a development boundary aims to:	Role Players
<ul style="list-style-type: none"> • Direct infrastructure investment and spending. • Direct growth and development in an evidence based and holistic manner. • Direct funding and budget to areas where the greatest impact can be achieved and where the need is the greatest. 	Local Authority Sector Departments Urban Planners Engineers Environmental Specialists Social Scientist Economists/ Economic Planner GIS Specialist
How can this be achieved?	<p>Technical skills required:</p> Project Management Spatial Planning Transport Planning Socio-economic Environmental Engineering (civil, electrical and transportation)
<ul style="list-style-type: none"> • Demarcation of the development boundary and the inclusion thereof in the SDF and GIS maps. • Conducting a needs analysis and future growth scenarios (see section above addressing the various analysis to be conducted). • Supply and demand comparison. 	

6.2.2 Urban Management

Better management of human settlements in the less developed countries has to become a priority if the aspirations of citizens, governments and the concerned international community are to be realised (Mattingly, 1995:1). In Africa, urban management refers to the political and administrative structures of cities (or towns) and the major challenges that they face to provide both social and physical infrastructure services. These include managing urban economic resources, particularly land and the assets of the built environment, creating employment, and attracting investment in order to improve the quality and quantity of goods and services available (Clarke, 1991 in Wekwete: n.d.).

Within Policy Lever 1: Integrated Urban Planning and Management, the IUDF identifies poor urban management as a detriment to quality of life. Policy Lever 7: Empowered Active Communities, identifies the inadequate provision of quality public spaces, especially in poor communities, as a result of municipal financial constraints or poor urban management. It states that proper urban management can improve the quality of life of citizens and urban productivity and create an environment that supports



economic development. It also speaks to how ordinary citizens should be afforded the opportunity to be a part of the “change they want to see” in order to create clean spaces and safe neighbourhoods.

Another important local responsibility that has significantly emerged is that of social services. This has been the result of the rapid urban growth, civil disorder, lack of employment, and the refugee crisis faced in many countries. Municipal/city governments have been called on greatly to expand the horizon of their management responsibilities to include a significant component of social services delivery. There is a call that they should address a variety of social problems that emanate from lack of employment and growing social disintegration in urban areas (UNCHS/UNDP/World Bank, 1995).

Communities in small towns in SA have taken it upon themselves to deliver basic services (where possible) and to take urban management in their own hands. Small town growth, in this context, refers to initiatives taken locally (by a group) to provide economic opportunities while also enhancing social, civic, and environmental conditions in a sustainable manner. Case studies done on the regeneration and development of small towns categorise the primary development approaches (or a combination thereof) implemented by small towns as (UN Habitat, 2012):

- **Entrepreneurship and small enterprise incubation-based development:** the emphasis is on entrepreneurship or small business incubation strategies and towns are using innovative programming to promote the creation and growth of small business that, in turn, employ local residents and invest in local communities.
- **Place-based development:** the objective is to draw on local assets and sources of competitive advantage, thus, the focus is on strategies which capitalise on the distinctive characteristics of the town, for instance the natural environment, cultural heritage, etc.
- **Human capital-based development:** focuses on cultivating local leadership and improving the workforce and leadership required to move the town forward, as an example, this would be where a town would play a role in creating a regional leadership development programme.
- **Industry or manufacturing-based development:** the emphasis is on industrial, higher technology, or manufacturing development, in this context, tourism can be a catalyst to leverage the town’s quality of life factors and its existing industries to further expand its industrial base.



In assisting small town communities to initiate their own solutions to local problems and to allow for agility in terms of the approaches followed by communities, the STR provides guidance in the establishment of strong institutional frameworks to ensure on the ground implementation. The proposals tend to include some considerations for sustainability and building long-term community capacity to deal with challenges and opportunities. The various frameworks which inform urban management and to be addressed in this section are illustrated below.

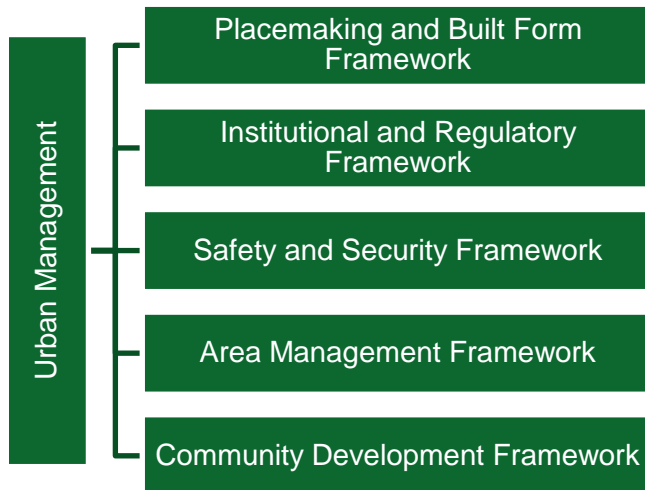


Figure 6.2. Frameworks which inform urban management

Info box

The Centre for Small Town Development in Australia has developed contrasting characteristics of a healthy, vibrant, and resilient community and a stagnant and dying community. It focuses on visuals, attitudes, economics, and civic participation (IDC, n.d.14).

HEALTHY, VIBRANT AND RESILIENT COMMUNITY	STAGNANT AND DYING COMMUNITY
Visuals	
Growing population	Static or declining population
Attractive main street	Deteriorating infrastructure
Healthy business district	Empty shops
Presence of young people	Aging population
Youth participation	Low level of youth participation
Attitudes	
Open to change	Resistance to change
Future in our hands	Dependence on outside cavalry
Can do	Victim mentality
Positive mindset	Negativism and cynicism
Community pride and attachment	Locals talk down community



Openness to new and alternative thinking	Low tolerance for controversy and alternative thinking
Economics	
Willingness to invest locally	Want others to pay the bill
Diversity of employment	Limited range of goods and services
Diversified economic base	Dependence on single employer/industry
Strong local ownership	Strong outside ownership of resources and activities
Strong local development vehicle and agenda	No or weak development vehicle and agenda
Civic partnership	
Diversified leadership base	Same faces do everything
Leadership renewal	Limited leadership renewal
Collaboration	Confrontation
Win-win	Win-lose
Consensus decision-making	Polarisation
Inclusion	Exclusion
Newcomers welcomed and involved	No effort to welcome or involve newcomers
Youth ideas and participation strongly valued	Youth not a priority
Regular opportunities for community dialogue, feedback, idea generation	Limited forum opportunities
Lifelong learning and relevant skill development opportunities	Poor education and training options

Placemaking and Built Form Framework

The focus is to ensure the contextual appropriateness of development interventions and initiatives for a selected town.

What has emerged from the study is that small towns need to be desirable places, thus they need an identity and image that will assist to attract new residents, business, and investment. Placemaking is a process where community, business, the local authority, and other stakeholders work collaboratively to achieve revitalised shared spaces and public realm (City of Charles, 2018: 3) and the built form refers to the function, shape, and configuration of buildings as well as their relationship to streets and open spaces. The Placemaking and Built Form Framework aims to create places that are accessible, well connected, attractive to people

and are enjoyable to be in – it generates a sense of attachment and community as well as an overall structure for guiding the order and hierarchy of the future built quality and

What makes a desirable place?

- They are accessible and well connected to other important places.
- They are comfortable and project a good image.
- They attract people to participate in activities here.
- They are sociable environments in which people want to gather and visit again and again
- They are clean and safe.



character of the town as shaped by the use, design, massing, scale, and type of buildings (City of Lethridge, Built Form Framework).

Small towns are places with unique localities, issues and character and these assets are some of the first to be neglected under bad municipal administration. It is therefore important to capitalise on the strengths of a town through a focus on its unique attributes and how these can be enhanced. The built form, infrastructure, urban design, open space, events, activation, arts and cultural interpretation are among the many important components of place making, but it is people who are central to place making as people give life to a place. Second to people, place making aims to build civic pride and social responsibility, creating happier and more connected citizens.

In the placemaking process community inputs are essential, as it is all about what a “place” means to people. Therefore, it is critical that all people in a community should be offered an opportunity to voice their ideas and aspirations for the places they inhabit. In this context the community is seen as the experts and placemaking is the tool to break down silos within a community, but also between planners, designers, and engineers. The goal is to make, through partnerships and

collaboration, an under-performing town into a place that has a strong sense of community and to instil a sense of pride in the towns’ residents. The Place Diagram (see **Figure 6.3**) as developed by the Project for Public Spaces is one of the tools to help communities to assess and evaluate places. The inner ring represents a place’s key attributes, the middle ring its intangible qualities, and the outer ring its measurable data.



Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.

-Jane Jacobs





Figure 6.3. Accountability in local government
 Source: Project for Public Spaces

To assist in the formulation of a Placemaking and Built Form Framework, the following aims, role players and required skills are identified. (It should be noted that this list is not exhaustive, and towns are able to adapt to their needs).

Table 6.8. Aims, role players and skills for the Placemaking and Built Form Framework

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> Establish a shared understanding of placemaking. Outline a set of guiding principles that underpin the small towns' approach to placemaking and place-based projects. Build the small towns' confidence and capacity to deliver placemaking outcomes. Facilitate enhanced relationships with the community. 	<ul style="list-style-type: none"> Allocated/Designated Official District Champion Sector Departments Citizens Volunteers Architects and Urban Designers Urban Planners Community Development



How can this be achieved?	Forum
<ul style="list-style-type: none"> • Town-based Precinct Plan which is incorporated into the Municipal SDF. • The development of an Urban Design Framework (UDF) that is incorporated into the town-based Precinct Plan. Making provision in the IDP budget for proposals made in the Town-based Precinct Plan. 	<p>Technical skills required:</p> <ul style="list-style-type: none"> Project Management Architecture Urban Design Town Planning Engineering Environmental Stakeholder engagement and community participation GIS

Institutional and Regulatory Framework

The focus is to ensure the contextual appropriateness of development interventions and initiatives for a selected town.

A sound institutional and regulatory framework is mandatory for effective urban/rural land-use management and it provides a useful lens through which to observe some of the shortcomings of urban/rural land-use management. The lack of such a framework is also the root cause of many failures in service delivery. Where such frameworks exist, they are said to be “stringent and not flexible/innovative in welcoming new development regulations and frameworks” (Coetzee, 2010). Such institutional weakness often results from the lack of a clear institutional “home” for planning and management, together with limited capacity within institutions to coordinate and manage initiatives.

The introduction of decentralised, community-based, and participatory approaches and processes for the design, development and implementation of urban programmes and projects increases the prospects for democracy, accountability and transparency and promotes the development of local involvement and enablement (Wekweter, Wegelin, & Vanderschueren, 1996). The Urban Management Institutional Framework would aim to provide a set of organisational structures, rules, and informal norms for service provision. Such a framework is a pre-condition for the successful implementation of urban management within the small town and whilst structures may vary from municipality to municipality, it is essential as a mechanism for dialogue and co-ordination (Peters, online). Once the required resources have been secured, choices



need to be made about the institutional mechanisms through which the urban management interventions are to be applied.

Small towns often lack the capacity to fulfil the necessary roles, therefore an institutional framework provides a clear reference point of the mechanisms available should there be changes in community and municipal structures. The Urban Management Institutional Framework focusses on the institutional arrangements, stakeholders, community initiatives and institutional functions within the community and highlights the various urban management initiatives carried out, for example in the form of voluntary urban/rural management structures or committees. The framework should be linked to an accountability model to ensure reporting at a high level is maintained.

The following table highlights what the framework aims to achieve, the identified role players and skills required.

Table 6.9. Aims, role players and skills for the formulation of Institutional and Regulatory Framework

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> Establish organisational structures for urban/rural management (for example a Community Development Forum). Establish a set of norms and standards for service provision. Identify/Specify roles player (institutions and organisations operating within the community). Promote collaborative development practices. 	Allocated/designated official Sector departments Private and Civic Sector Community champion(s) Technical skills required: Project Management and Public Administration
How can this be achieved?	Understanding of policies and programmes
<ul style="list-style-type: none"> Establishment of an institutional platform for engagement of and management of town-based opportunities and challenges. Incorporation of the Institutional Framework into the town-based Precinct Plan. 	

Safety and Security Framework

The focus is on safety and security interventions in order to create a safe and welcoming town

Locally, Chapter 12 of the NDP speaks to 'Building Safer Communities' and includes using an integrated approach to safety by addressing the underlying drivers of crime



and violence; building community participation in community safety; and strengthening the criminal justice system and professionalising/demilitarising the police as approaches to community safety. Internationally The UN System-wide Guidelines for Safer Cities and Human Settlements, in line with Goal 11 of the 2030 Agenda aims to provide tools that will make cities and human settlements safe. It also outlines element of technical co-operation and assistance required all tiers of government to promote a safety agenda.

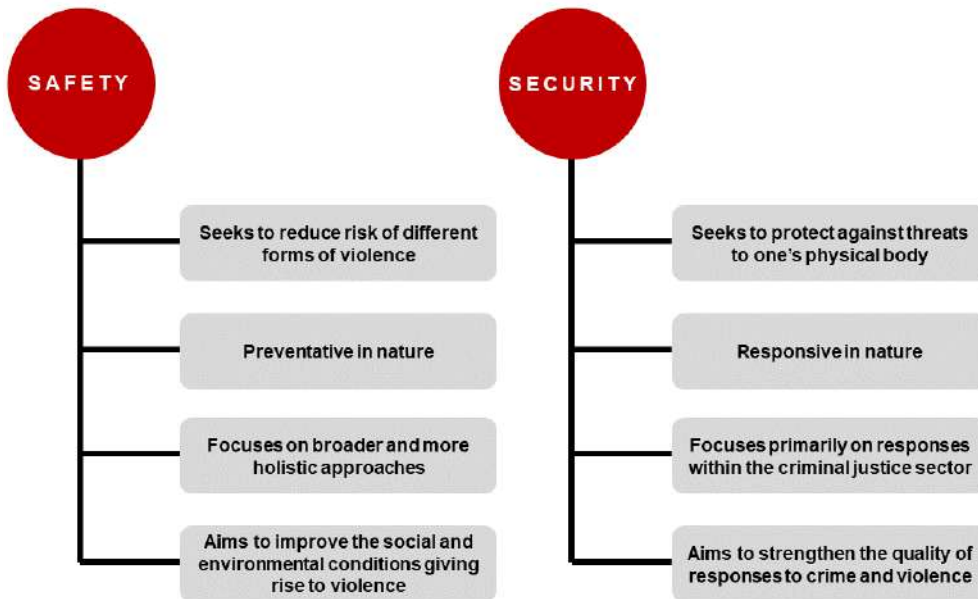


Figure 6.4. Differentiation between safety and security

Building safer communities in South Africa is a complex and challenging task. Planning for safety is not only critical to violence prevention efforts; it is also an integral part of building a healthy and democratic society. In this regard, safety planning speaks more broadly to the social and economic development of a community. A variety of socio-economic issues which plague small towns including youth unemployment, corruption, inequality, drug and alcohol abuse etc. require holistic interventions that extend beyond the criminal justice system to adequately address underlying risks to safety in our communities.



A common belief amongst many officials is that community safety falls outside their mandate and law enforcement is the primary resource for making SA safer. Whilst there is merit in this thinking, the role of law enforcement is generally *responsive*. Actors outside the criminal justice system have a complimentary role to play to *prevent* violence by addressing underlying risk factors present in the small towns (SALGA n.d). More and more small towns (and cities) have taken policing into their own hands and have formed structures within the communities that can assist (e.g., neighbourhood watch).



Disorder is twofold: the broken physical urban environment (empty buildings, broken windows etc.) and social disorder (noise population, youth congregating at street corners etc.).

The town of Senekal quotes this theory as one the reasons for establishing a community forum.

The role of community cannot be undersold in co-ordination and facilitation of roles and responsibility from a community standpoint. Established community networks can be highly effective in decreasing and combating crime and ensure engagement with everyone. Through the development of Safety and Security Frameworks, roles and responsibilities are streamlined and transparent. Therefore, small towns which include community participation ensure their plans have a true depiction and have a thorough understanding of safety and security needs and risk to safety.

The safety and security framework speaks to building liveable and safe communities and can be used as a community empowerment tool. The table below highlights the aims, skills and role players required.

Table 6.10. Aims, role players and skills for safety and security

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> Establish collaboration between law enforcement, local authority and community. 	Safety and security committee Sector departments
<ul style="list-style-type: none"> Define rules, roles and responsibility between law enforcement, local authority, and the community. 	Private and Civic Sector Community members
<ul style="list-style-type: none"> Creation of a Safety and Security Committee. 	Local authority
<ul style="list-style-type: none"> Increase community collaboration to induce greater community surveillance. 	Law enforcement



<ul style="list-style-type: none"> • Incorporate urban design measures that enhance greater accessibility and connectivity for persons. Incorporate safety mechanisms into placemaking (Crime Prevention through Environmental Design – CEPTED). 	<p>Technical skills required:</p> <p>Project Management and Public Administration</p> <p>Public safety and security</p>
<p>How can this be achieved?</p>	
<ul style="list-style-type: none"> • Incorporation of the Safety and Security Framework into the Town-based Precinct Plan. Using the UN Systemwide Guidelines on safer cities and human settlements as a guideline, • Incorporation of CEPTED in the UDF. 	

Area Management Framework

The focus is on the urban elements that require attention, for example cleaning and maintenance.

A result of poor urban maintenance is not only service delivery protests but also the withholding of rates. Various small towns in SA (for example Sannieshof in 2007) opted to withhold rates, and in the case of Great Kei and Harrismith, rates have been withheld with the co-operation of the local municipality. This emphasises the importance of area management. Area management focuses on operations and urban maintenance. It encompasses a broad spectrum of services, competencies, processes, and tools required to assure management of the physical environment.

In SA’s larger towns and metropolitan cities, area management is often addressed by the business community in the form of a City Improvement District (CID). CIDs are designed to help improve the community by bettering conditions for existing businesses and attracting new growth and is a “defined geographic area within which property owners agree to pay for certain services to enhance the physical and social environment of the area. The services provided are supplementary to those provided by the local authority and usually include safety and security patrol officers, pavement cleaning, litter collection, maintenance of public space and the removal of illegal posters”. Unlike rates, the money raised is a dedicated levy that can only be spent in the CID area and is used to provide "top-up" services in compliance with an approved Business Plan. Furthermore, CIDs create jobs, support the local economy, and contributes to social investment initiatives.



The objective of the Area Management Framework is, similar to that of CIDs, to promote a clean and healthy environment and focus on the realisation of community participation in the management, operation and maintenance of the physical environment. The question is, how can this be done, on a town level, without further (financially) burdening local residents?

In answering this question, cognisance should be taken of the fact that the (1) provision of urban services – such as water, power, waste disposal, and road construction and maintenance – was and continues to be the primary responsibility of local government; and (2) financial bases of local government are property taxes and charges for services, particularly electricity delivery.

The Area Management Framework, in the context of the regeneration of small towns in SA, is an opportunity to form public-private partnerships, and to highlight the role of the private sector in importing, adapting, and managing urban management matters. Furthermore, this will require the establishment of Special Ratings Area (SRA) within a town, in accordance with a Special Rating Area By-Law, as a SRA provides for an institutional model and funding mechanism for the provision of services at a higher level.

Towns that are clean, healthy, safe, and aesthetically pleasing bring a sense of pride to residents. Area management allows residents to take even bigger part in the beautification and maintenance of the town. Many small town residents have shown that they are willing and able to take management of these services in response to bad service delivery, in view thereof, the following table address the aims, role players and skills required to enable and ensure area management.

Table 6.11: Aims, role players and skills for area management

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • Create inclusive and vibrant public and open spaces. • Identify departments, individual roles, and responsibilities. • Identify projects that will enable a clean, healthy, and safe environment. 	<p>Area management committee</p> <p>Sector departments</p> <p>Private and Civic Sector</p> <p>Community members</p> <p>Local Authority</p> <p>Law enforcement</p>



How can this be achieved?	Technical skills required:
<ul style="list-style-type: none"> • An MoU between the Local Authority and Community Development Forum. • Community initiated projects, for example a clean-up of streets and parks, etc. this could also be included in the DDM One plans. • Recycling initiatives, etc. 	<ul style="list-style-type: none"> Project Management Urban Management Infrastructure maintenance Financial Management Urban Management

Community Development Framework

Focus on the inclusion of all voices in the development of area-based solutions and the role that private sector and NGOs play.

Community Development is not a static term or process, and so definitions shift over time. Two definitions that are useful to the current process are as follow: *“Community Development is working collaboratively to create connections that mobilize people and resources to resist, reduce and end social and economic inequality. Through this activity, capacity is built continuously to improve collective well-being”* (Toronto Neighbourhood



Centres) and *“Community Development is the process of developing active and sustainable communities based on social justice and mutual respect. It is about influencing power structures to remove the barriers that prevent people from participating in the issues that affect their lives”* (Federation of Community Development Learning UK). Both definitions stress a set of elements that are essential to a town’s community development strategy:

- Working directly in partnership with the community to build its capacity and create the opportunities to achieve its goals.
- Working to build connection, cohesion between groups and connections with decision makers.
- Working to remove the systemic barriers that impede individuals, groups, and the neighbourhood itself from thriving. The organisation is in a privileged and legitimate place to identify and act on these barriers.



- Building sustainability and lasting impacts. There are two major ways to achieve this. Firstly, system changes (public policy/legislative changes - for example the focus on Inclusionary Housing and commissioning of its policy). These system changes will not require future organising by the community (other than to monitor any threats to the legislation) and will have a positive impact over time. The second, is to build the systems, the capacity and the opportunities for community members to continue to work together to reach common goals – not just one-time successes but the networks, connections, trust and resources that will last beyond the people who are currently active.

Guiding principles to community development include:

- Residents and community partners identify the town's assets and needs using tools such as a town survey or discussion groups.
- Residents and partners decide to address concerns and then they put the plan into action.
- Community agencies and institutions identify possible partners and resources. Resources may come from the town, neighbouring cities, or the province (note: on a district level the DDM plays a crucial role in resource identification and provision). Community agencies and institutions help respond to the towns concerns that require change at a level beyond the town (example: access to affordable, nutritious food).
- Residents and partners evaluate what worked well and what needs to be improved.
- Residents and partners make changes and keep going.
- Community Development Framework (CDF) provides ways for residents and service providers to share knowledge and skills about how best to make change that will improve the town.
- CDF supports towns to celebrate their accomplishments to improve their towns.
- Change happens when people work together!



The CDF is a way to develop a community that focuses on their own challenges and opportunities. It brings together residents, community organisations, funders, researchers, and local authority to build strong towns. It starts with the people who live and work in the town. They get together to work on local concerns that matter to them.



Table 6.12. Aims, role players and skills for community development

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • Understand the relationships and dynamics within the community. • Engage and empower citizens. • Work in partnership with community to build capacities and create opportunities. • Remove unnecessary red-tape. 	<p>Community development committee/forum</p> <p>Private and civic sector</p> <p>NGOs</p> <p>Community members</p> <p>Local authority</p> <p>Technical skills required:</p> <p>Project management and public administration</p> <p>Social sciences</p> <p>Stakeholder engagement</p> <p>Financial management</p>



6.3 STR Strategic Area 2: Social development

OBJECTIVE 2: BROAD BASED APPROACH TO LOCAL SOCIAL DEVELOPMENT	
	<ul style="list-style-type: none"> • To enable contextually appropriate interventions, development and cascading benefits; and to ensure access to the basic service/needs (education/healthcare/employment/food etc.). Plan = Intervention = Outcome. • The focus is to start with people at the bottom of the pyramid to help them discover avenues out of poverty that suit their circumstances and preferences, enabling them to grow meaningful economic activity in their lives.
Social Development	
	

6.3.1 Bottom-Up Approach

If SA can succeed in enabling broad-based **development by the masses**, many of the detrimental factors currently causing underperformance and failure of development initiatives may diminish. For maximum impact on the poor, the process must **start with people at the bottom of the pyramid** to help them discover avenues out of poverty that suit their circumstances and preferences, enabling them to grow meaningful economic activity in their lives.

The bottom-up approach speaks to the elements as illustrated below.

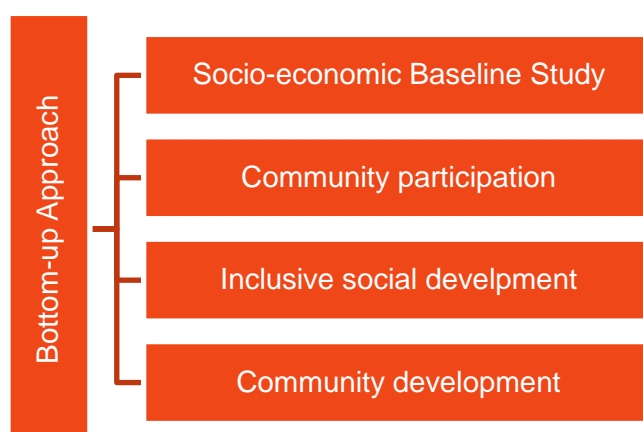


Figure 6.5. Bottom-up approach to achieve local social development



Socio-economic Baseline Study / Diverse (Developmental) Needs Assessment

The focus is to ensure the contextual appropriateness of development interventions and initiatives for a selected town.

Socio-economic research is becoming increasingly important as a way to contextualise investment and development priorities and is an analysis of the current situation to identify the starting points for a programme or project. But most importantly, it provides a voice to indigenous communities, and it positions them as active participants and stakeholders in social development. Herein, it is important to demonstrate their effective participation and buy-in to the STR Strategy and related projects. It is imperative that the STR Strategy and programme are contextually appropriate to the small town (i.e., in terms of the small town's culture, resources, magnitude and impact of the towns on its surrounding communities) and realistic in terms of implementation and sustainability.



Photo 6.10. Women collecting water

Source: [Embassy of Ireland, South Africa](#)
No copyright infringement is intended.

The goal of a SEBS or diverse needs assessment is generally to undertake an impact assessment and bring about socio-economic development and also serve as a baseline to measure any socio-economic spend and the impact thereof on the community. A study/assessment should commence at the start of a project and its aim is to provide a greater understanding of local communities, including their social and economic environments. The study/assessment will flag concerns regarding a project and also show the potential positive and negative impacts that a project can create. The study/assessment will help to prevent many



Photo 6.11. Early childhood development

Source: [City of Ekurhuleni: Health and Social Development](#)

No copyright infringement is intended.



issues including: underestimating project risks, impacts to communities and failure to contribute to social and economic development.

The following resources may be considered in the process:

- What people themselves experience and say their needs are.
- Existing written information in records and reports.
- Research findings regarding the specific community.

Practical application at a town level

1. Strategy design and planning and preparation engagements:

- Formulation of questionnaire, sample selection, preparation meetings with client and key stakeholders and arrangements with key informants where required.
- Create social profile – engage researchers to locate available data in co-operation with local officials and community leaders.

2. Data collection

- Acquire further information – primary data is likely to expand as a project develops. Large projects may conduct a baseline as part of their exploration activities and again when the project reaches feasibility.
- Data collection (via key informant interviews and focus groups).
- Design a quantitative and qualitative survey utilising experienced social scientists and local tertiary institutes or research organisations.
- Implement the questionnaires with the agreed percentage of community members.



Photo 6.12. Data capture as part of the SEBS

Source: [Social Tenure Domain Model](#)
No copyright infringement is intended.



Photo 6.13. Data analysis as part of the SEBS

Source: [Time Doctor](#)
No copyright infringement is intended.

3. Data capture and analysis: Data capture of all completed questionnaire, analysis of findings. Profile the community ensuring coverage of vulnerable groups



- and minorities. Be sure to incorporate stakeholder feedback.
4. Report writing and development of the sustainable community development framework: A detailed findings report will be compiled. The findings report will be compiled to provide recommendation to mitigate negative social impacts, to enhance positive social impacts and to guide the continued engagement with affected stakeholders. Furthermore, the findings will make recommendations for sustainable LED projects.
 5. The final deliverable will highlight and include:
 - The socio-economic baseline profiles of surrounding communities.
 - The profiles of the key role-players in these communities.
 - The needs of the communities.
 - The perceptions/issues/impacts of the communities.
 - The existing sustainable development strategies and initiatives in these communities.
 - Opportunities for LED and Socio-Economic upliftment.
 6. Use the completed social and economic baseline study for conducting a Social Impact and Opportunities Assessment and for monitoring and evaluation activities.
 7. Share study and findings with stakeholders.

Table 6.13. Aims, role players and skills for bottom-up approach

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • First understand your municipality using the DDM Profiles, IDP, SDF. • Engage with all relevant stakeholders and interest groups on the ground and give them a platform to be heard. • Ensure the needs of the communities living in small towns are well articulated and addressed in the strategy. • Ensure that future investment is purposefully allocated. • Ensure that informed decisions are made with regards to social development in small towns. 	<p>Government authorities (National, Provincial, District and Local) and relevant Sector Departments</p> <p>Industry and Local Businesses</p> <p>NGOs and CBOs</p> <p>Youth and Woman Associations</p> <p>Community and Traditional Leaders</p> <p>Educational institutions</p> <p>Statisticians</p> <p>Technical skills required:</p> <p>Community development</p> <p>Social sciences</p> <p>Data analysis</p> <p>Project management</p> <p>Community engagement</p>



How can this be achieved?	M&E
<ul style="list-style-type: none"> • Undertaking a participatory assessment and methodological triangulation of qualitative and quantitative research approaches that will form a basis for evaluating the desired impact of the STR. 	

Community participation

The focus is on participation and collective decision-making that will in turn result in project ownership.

The 1996 Constitution (Act 108 of 1996) and the White Paper on Local Government, 1998 contains specific prescriptions concerning the need for enhanced community participation and consultation regarding local government matters. There is a responsibility on municipalities to develop the capacity of local communities to understand and participate in the governing process as a partner. This envisages greater participation than the casting of a vote every five years at election time (Barichievy 2003:4). In the new system of developmental local government as proposed by national Government, municipalities are firmly embedded in local communities. The legal definition of a municipality is that it comprises not only of the councillors and bureaucracy, but also the community. A defining feature of the new system is the opportunity it offers ordinary people to become actively involved in the governing process.

Inclusive social development

The focus is on a development that includes, marginalised people, sectors and countries in social, political and economic processes for increased human wellbeing, social and environmental sustainability and empowerment.

In recent years, the planning for service delivery mandate has been strategically shifted from a centralised (national) to a more localised (municipal) sphere of government. That is, planning is no longer seen as a top-down but rather regarded as an inclusive process where communities are viewed as key stakeholders. In this sense, community participation is seen as having a major implication on democratising service delivery beyond just representative government but locating users and communities as central role players in the process. Community participation in this context offers a greater control of the underprivileged over their own situation and ensures their full involvement



in determining their own developmental needs. Therefore, municipalities must play a significant role in promoting democracy and ensuring that communities participate in decisions that affect them directly.

Community development

The focus is on promoting a constructive process where community members are supported by agencies to identify and take collective action on issues which are important to them.

Community development can be defined:

" ... to connote the process by which the efforts of the people themselves are united with those of government authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to the national progress. This complex of processes is, therefore made up of two essential elements: the participation of the people themselves in effort to improve their living, with as much reliance as possible on their own initiative; and the provision of technical and other services in ways which encourage initiative, self-help and mutual help and make those more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements" (United Nations: 1963).

This general definition strongly emphasises the involvement and the development of the potential of the people to be developed. It has already been mentioned that the mere provision of material or financial means does not really contribute to the development of the abilities and potential of the members of a community. Through participation during all the phases of community development, development becomes a learning process in which specific human abilities can be acquired that make sustainable development possible. Community development thus offers a certain context in which the human being, as a person, can develop and in which human development comes to fruition. Human development happens when participants work together towards the solutions of community problems.

The community offers an educational context and a learning experience. Active participation within this context offers thus a variety of opportunities to learn. People thus learn and thrive by exposure and experience, while participating and doing.



Through this, education and learning become a direct and inherent part of life, experience, and activities.

All communities, even the poorest, have the potential to identify problems and to take steps towards solving these. In the beginning it might be necessary for motivation and stimulation to come from outside in order to make the community aware of certain "issues". There must however be the right stimulation at the right time, in order to motivate rather than inhibit a sense of self-reliance and self-help. The fact that disadvantaged communities are often characterised by apathy, low self-esteem, lack of confidence, leadership, and organisational skills, indicates that community participation is difficult to accomplish.

This "being part" of the solution of **community problems** creates the opportunity for the person, inter alia:

- to think about problems;
- to think for him/herself about solutions, to express feelings about these and to visualise them.;
- to take his/her own decisions;
- to be part of the solution; and
- to work together with others.

Some points of departure are listed below:

- In the beginning the local community's trust must be won and they must be convinced that the implementing agents will act in the interests of the community and not exploit the community.
- Make the people aware of their own abilities to bring about change in their circumstances.
- Identify issues of importance and build up representation from those who are affected by the issues.
- This occurs by identifying and inviting groups in the community to participate, or by the development of structures in the community.

Practical application (community participation, community development and inclusive social development) at a town level

The Intention ~ People working together within their small town to generate ideas and action for change

Community empowerment is the most important aim of community development. In this respect it is important to involve the poorest, marginalised groups in the community



with the aim of enabling them to develop their potential and to give them the opportunity of becoming involved in the life of their community. This group of people must be made aware that they possess the ability and potential to improve their circumstances. It is of the utmost importance that the group which is supposed to benefit from the project is directly involved.

The problems and needs that were assessed as priorities by the community and the implementing agents, in the preliminary phase, are now described as objectives and possible solutions are assessed. The implementing agent (the municipal task team that is to be formulated specifically for the STR) gives guidance and facilitates the process, but a representative action group of the community is completely involved in the identification of solutions to the problems. People involved in the community development process must get the opportunity to help find the solutions to the community's problems.

Below are some points of departure towards an overall, all-inclusive approach to engage all community members and revitalise their small towns and its surroundings to new glory:

1. In response to this need establish a LCFAG to initiate, develop, implement, and coordinate projects that will uplift the town and all community members (if not already in existence or operational).
2. The LCFAG should also demonstrate that communities can work together despite political and ideological differences. The end goal is to create a town that will be attractive for investors and the residents can flourish.
3. The LCFAG must be seen as a pro-active initiative from the public to engage with the government and actively drive projects and initiatives to better the livelihood of citizens within the Constitutional intent of SA.
4. Small town regeneration necessitates communities to take ownership of their own well-being and their environment. Communities realise their future is in their own hands and must take ownership and responsibility for it.
5. Form a Non-Profit Organisation (NPO) with Trustees. The Trustees will be allocating responsibilities within a management structure.
6. Draft a formal constitution which will guide and govern the activities LCFA and provide practical steps to establish and institutionalise public participation activities and bodies to support government's obligation to service delivery.



7. The LCFAG must have no membership or affiliations and all community members are encouraged to participate voluntarily. Attempts must be made to source funding through donations, sponsors, cloud funding, etc. Funds will only be spent on activities directly related to the projects initiated and mandated by the Trustees.
8. Trustees will meet on a regular basis to consolidate efforts, monitor progress, initiate new projects, update projects status and plan resource requirements. The Trustees shall also hold a database of potential suppliers, funders, and work resources.
9. Government must engage on a regular basis with the LCFAG to ensure cooperation and alignment on issues and activities concerning the communities.

Other issues related to the drafting of a MoU and overall Project Management (the process from initiation to close-out).

Experts, who are prepared to work according to community development principles, are an exceptional asset and must be involved as much as possible. The ideal is to use this source of knowledge as widely spread as possible. The final objective is to identify this expertise within the small town.

If it does not already exist, the first priority is to identify the potential and to nurture and develop it through training; in other words, learn by seeing and doing.

- Mobilise and **promote the talent that exists in the small town**, for example the use of teachers, progressive farmers, and health leaders.
- Develop ways to **broaden the community’s leadership base by mentoring leaders** for new types of organised activities.
- Identify and develop potential leaders.
- Give special attention to the **development of youth leaders, woman leaders** and the promotion of the leadership abilities of organisations and **persons in positions of influence and leadership in the small town.**

Table 6.14. Aims, role-players and skills for community participation, community development and inclusive social development

A framework for a small town would therefore aim to:	Role-players
<ul style="list-style-type: none"> • To improve the refinement and roll out of the STR strategy through the use of local knowledge and effort. • Increase project acceptability; produce a more 	Local government (DCOG and SALGA can play an oversight



<p>equitable distribution of benefits; promote local resource mobilisation; and help ensure project sustainability.</p> <ul style="list-style-type: none"> Invest in people - improving the well-being of every individual in the small town so they can reach their full potential. To promote, sustain, support, and maintain community action. 	<p>role in support to municipalities) Community members</p> <p>Technical skills required:</p> <ul style="list-style-type: none"> Community development Social sciences Community engagement Community liaison Economics Spatial planning
<p>How can this be achieved?</p>	
<ul style="list-style-type: none"> Including the communities in all stages of the project inception – execution – delivery – ongoing project support. Strategic locally led partnerships and collaborations. Eliminating poverty, sustaining economic growth, and improving health, environment, well-being, and equality. Increase the availability and widen the distribution of life-sustaining goods. Raise the standard of living. This includes higher incomes, more jobs, and material needs, better education and knowledge. 	

6.4 STR Strategic Area 3: Economic development

OBJECTIVE 3: EQUITABLE ECONOMIC GROWTH

 <p>Economic Development</p>	<ul style="list-style-type: none"> To address economic imbalances through strengthening small towns as regional economic nodes; and to facilitate comprehensive economic growth from grassroots level. The focus is to create self-sufficient and integrated towns with sustainable GDP.
<div style="display: flex; justify-content: space-around;">    </div>	

The key objective of equitable economic growth proposes (1) addressing economic imbalances through strengthening small towns as regional economic nodes (in



alignment with the regionalist approach described in **section 6.2.1**); and (2) to facilitate comprehensive economic growth from a grassroots level in order to create self-sufficient and integrated towns with sustainable GDP. For the achievement of this objective, (1) regional economic planning and (2) small town economic strengthening are areas of focus for the STR implementation on a town level. This is in alignment within the Policy Levers, 1, 2, 3 and 4 of the IUDF as well as the broader objectives of the DDM at national and local level.

6.4.1 Regional economic planning

Regional economic planning involves interventions in the market mechanism in order to achieve predetermined economic outcomes (Agarwal. A.N, 2003). Its key components are resource allocation, economic decision making (process and institutional arrangements), demand and supply chains and development distribution.

The Regionalist Approach (see section 5.2.1 and section 6.2.1) was identified as one of the tools for the regeneration of small towns. However, following an assessment of how the STR has been implemented from an economic standpoint (see section 3.4) one of the factors that are a contributing to the LED challenges in the regeneration of small towns is the inability to have a thorough understanding of the broader economic strengths and regional economic dynamics. Thus, in order to enable equitable economic growth and in support of the Regionalist Approach this section focusses on the practical requirements for improving regional economic planning from a town level perspective.

Institutional framework

The focus is on the clarification of roles amongst stakeholders with a strong emphasis on collaboration and co-ordination.

It has been noted that cities and towns suffer from relatively poor strategic planning and that cities and towns struggle to perform basic functions effectively and find it almost impossible to implement the more strategic functions related to developmental local government (South African Cities Network, 2014). As a result, integrated regional planning between the towns can potentially cure these challenges facing towns and municipalities. It has also been noted that towns that make deliberate attempts to build



regional networks have the best chance of finding new growth paths (Rodriguez-Pose and Dahl Fitjar, 2013).

To enhance regional economic planning, an Institutional Framework, not only for regional economic planning, provides a reference point of the mechanisms for joint planning, budgeting, and implementation with strong emphasis on municipal cross-boundary partnerships and intergovernmental collaboration. This collaboration should be, where the Regionalist Approach is followed, for instance be incorporated in the DDM, and provincial/municipal SDFs structures. Where a town-based approach is followed, the institutional arrangements should be incorporated under the town-based Precinct Plan. This calls for a clarification of roles between municipalities, central government players, civil society etc., for the achievement of self-sufficient and integrated towns with sustainable GDP. The afore mentioned emphasise the need for regional economic planning to be synchronised to existing spatial and economic development policy frameworks.

Through the Institutional Framework performance measurement and progress assessment towards the goals and objectives of the STR strategy will be carried out. This will assist in making informed short-term and long-term economic forward planning while keeping readily available records, as well as updated data of RGDP, Employment, GVA and per Capita Income.

Furthermore, the Institutional Framework must provide for a Participation and Inclusion Systems. This will be in alignment with the IUDF Policy Lever 7: *Empowered Active Communities* of the IUDF through creating equal access to opportunities and participation in decision making. The IUDF advocates for an ALL OF SOCIETY approach, this is achieved through the transformation vision of the strategic goals namely, inclusion and access which ensures people have access to social and economic services, opportunities, and choices.

Spatial and economic inequality are products of development and growth, and is not unique to SA (for instance, 50% of the GDP of the United States is produced on 2% of its space and 82% of the GDP of the European Union is produced on 36% of its land area) (Oranje, M, van Huyssteen E & Meiklejohn C, 2008:20). Thus, to ensure equitable economic growth and to ensure inclusive and sustainable economic development economic planning systems should be synchronise to local economic networks



including traditional systems and to mainstream these into the regional economic planning processes. Such active citizenry and economic inclusion will strengthen social capital in communities, social contract/trust and create buy-in to the economic development initiatives.

Table 6.15. Aims, role players and skills for the formulation of Institutional and Regulatory Framework

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> Establish organisational structures for the SDF (being it regional, provincial, municipal or town-based). Establish a set of norms and standards for economic development. Identify/specify roles player (for example, institutions and organisations operating within the community). 	Allocated/Designated Official Municipal departments Urban Economic Planner Town Planner Civic and Business Community Community champion(s)
How can this be achieved?	Technical skills required: Project Management and Public Administration Understanding of policies and programmes Understanding of socio-economic planning Understanding of regional planning Financial Management

Infrastructure investment
The focus is on public-private partnerships in funding infrastructure development to strengthen regional economic linkages, create employment, counter out-migration and expand GDP.

According to Oranje, M, van Huyssteen E & Meiklejohn C (2008:20) international case studies and regional development theory shows that unfocused infrastructure spending and human resource development does not boost/improve GDP growth and that regions with a track record of some economic success are more likely to grow than others. Therefore, for development to take place within an integrated and holistic manner, rural regions, and specifically small towns, have to be integrated into national, regional, and local development and infrastructure investment. Sietchiping, et al (2014) points out that infrastructure investment, in comparison to most private investment, can



produce positive externalities throughout an economy, resulting in social returns that outweigh private returns. For example, one of the most significant external impact of regional transportation and communication networks is to expand consumer access by lowering trade costs.

Furthermore, from an urbanisation perspective, several countries have realised that over-concentration of population and economic activity in one or a few major urban areas is undesirable from both an economic and social standpoint. It is in this context that infrastructure investment is crucial in creating urban-rural linkages, facilitating economic growth and access to opportunities as stipulated in Policy Lever 2 under *Integrated Transport and Mobility* of the IUDF. Avenues to fund infrastructure investment through initiatives such as public-private sector partnerships and the Infrastructure Investment Programme for South Africa should be explored. These infrastructure development projects will create employment in small towns which will counter out-migration of skilled labour and foster aggregate regional economic growth as well.

A key focus will also be on ensuring that Government expenditure and support mechanisms are strategic, and goal driven. The IUDF Policy Lever 9: on *Sustainable Finances* of the IUDF emphasizes the need for effective, sustainable, and efficient interventions via the Fiscal Framework. Given the scarcity of financial resources for funding the economic development initiatives of the STR Strategy, well-directed spending and prioritisation towards infrastructure investment and economic strengths of each small town to facilitate comparative advantage and strategic support to small businesses to achieve equitable growth must be explored in the drafting of regional/provincial/municipal and/or town-based Precinct Plans.

Table 6.16. Aims, role-players and skills for infrastructure investment

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • Co-ordinate infrastructure spending. • Support economic and social links via transport and infrastructure provision on a regional and town-based level. • Where the DDM is implemented coordinate and integrate basic service provision on a district level. • Where the DDM is not implemented coordinate and integrate basic service provision on a 	National and Provincial Government (for instance SANRAL) SOEs Sector departments Allocated/Designated Official Town Planner Engineers



<p>provincial/municipal level.</p> <ul style="list-style-type: none"> • Address the maintenance, planning and provision of basic services in an integrated and holistic manner. • Infrastructure maintenance, planning and provision to be included in the IDP budgeting process. • Funding to be sourced for the maintenance, planning and provision of infrastructure. • Forming of public-private partnerships 	<p>Private Sector</p> <p>Technical skills required:</p> <p>Project Management</p> <p>Town Planning</p> <p>infrastructure Planning (civil, electrical, traffic and transportation)</p> <p>GIS</p> <p>Socio-economic specialist</p> <p>Financial Management</p>
<p>How can this be achieved?</p>	
<p>Conduct a supply and demand comparison, in terms of the following to determine where a deficit or surplus is:</p> <ul style="list-style-type: none"> • Housing needs analysis to identify the land area required to accommodate the future housing needs and growth and the impact thereof on infrastructure. • Economic opportunity analysis to identify the land area required to accommodate the future commercial growth and the impact thereof on infrastructure. • Social services provision analysis to identify the land area required to accommodate the future social needs and growth and the impact thereof on infrastructure. <p>Taking cognisance of the afore-mentioned, development can be directed, and budgets can be targeted in an evidence-based manner in the IDP</p>	

6.4.2 Small towns economic strengthening

Cities are commonly thought to be conducive to innovation and economic development because of their density and diversity of firms, sectors, and individuals. The picture is vastly different for small towns and fostering economic development in small towns presents a significance challenge, as small and medium-sized towns differ notably, in terms of (1) their economic base and their economic prospects from most metropolitan areas, (2) have various types of economic base (e.g., tourism, agriculture, mining, etc.), and (3) have different economic fortunes, ranging between improved, static, or deteriorating (Atkinson,

Opportunities for small towns to prosper are abundant; the landscape for their success is fertile – but success does not happen by accident. The town that understands the factors that influence its chances of success and knows the value of having a vision for economic development, will prosper.

~Stuart Bartlett



2008). However, research suggests that innovation can also be found in small towns and rural areas and that rural social networks demonstrates that diversity is multidimensional, and that networks built in rural areas are more diverse along some dimensions than those found in cities (Meili R. & Shearmur, R., 2018). Consequently, there are no “one size fits all” solution for small towns.

Atkinson (2008:5) argues that small town economic strengthening could be understood in relation to (1) the spatial strategies of national and provincial government and that small towns require some level of “productive government spending – i.e. expenditure which will raise local production and multipliers”; (2) without private capital the future of small towns are bleak; (3) to stimulate local economies the comparative advantages of towns need to be analysed (e.g. agriculture, tourism, agri-processing, social services, commerce); (4) to understand the comparative advantages, towns should be understood in their regional context – and that even district boundaries may be too small to analyse and promote the comparative advantages of certain towns (for instance the Karoo); and (5) in addition to the efforts to analyse the comparative advantages and locate strategic capital, special effort should be made to bring services for the second economy into small towns.

In the context of the second economy, Atkinson (2008) point out that the second economy can only be stimulated “if there is a formal economy for it to hook into”. The reasons provided are that (1) formal employment offers work experience; (2) formal investment generates a local economic surplus and multipliers from which informal business can draw; and (3) then to connect the first and second economies, one should look for innovative ways in which partnerships, networks and markets can be fostered.

Intervention 1: Getting public and private investment in small towns off to a good start

Large scale public and private investment is required in small towns. Therefore, Atkinson (2008:22) argues that public and private investment in small towns can be sparked by (1) leveraging public infrastructure to attract and improve sectors such as tourism and agri-processing, ideally through public-private partnerships and based on latent economic potential; and (2) that providing public facilities (e.g., new training schools, orphanages, etc.) will jump-start public and private investment in small towns through leveraging local advantages (such as affordable land or vacant buildings).



The NSDF Sub-Frame 2 mandates that municipalities, supported by provincial and national government sector departments should implement appropriate local and regional economic interventions. However, at the local level, municipal capacity/performance is an aspect of major concern towards kick-starting public and private investment to achieve equitable economic growth in small towns.

In accordance with the NSDF, municipalities are expected to be key drivers of the STR strategy hence their capacity must be interrogated, and solutions offered. The IUDF Policy Lever 5- Efficient Land Governance and Management states that infrastructure, land and property investment will capacitate municipalities for them to carry out their functions. This is not enough without a reliable system of accountability and transparency in municipalities. Strong financial reporting and feedback accounting mechanisms together with strict measures against corruption and maladministration must be employed. An effective finance management system together with infrastructure investment will allow municipalities to expand the revenue base, which will allow them to hire additional and skilled staff for effective services.

Intervention 2: Identification of comparative advantages

Identification and support of existing economic strengths of small towns is very important. Not every small town is the same hence, town specific economic support initiatives based on an understanding of economic dynamics of that town must be employed. The SEBS can assist in this regard and should be deployed in every town. In addition, economic decision making must be sensitive to the structural transformation from agrarian (agricultural) economies to services economies (manufacturing and service) which have taken place over the years in small town regional economies. Injection of funding must be targeted towards endogenous economic strengths of small towns to kick-start economic activity which is expected to expand by multiplier effect to the whole region.

Rural and urban linkages are important for the achievement of equitable economic growth. Economic relationships between small towns and their rural surroundings must be understood and supported. Economic studies must be commissioned to explore the full range of rural and urban linkages that can be exploited. Afterwards, output produced in rural peripheries/hinterland must match and be commensurate to market conditions in the small town. This can lead to strengthened central economic roles of small towns,



when they expand their economic sphere of influence to surrounding rural areas, thereby enabling comprehensive equitable economic growth.

Intervention 3: Building networks and establishing partnerships

Market set-up/structures are an important stone to turn in small towns' economies. Many small towns are often market centres between rural areas and major cities; hence their market conditions must be monitored to ensure they are favourable for economic growth. This economic structure assessment (which should incorporate an assessment of the labour market, product market, input markets, consumer markets and credit markets) can form part of the SEBS that was recommended earlier.

Multi-nodal and multi-activities in small towns must be encouraged to allow for competitiveness, avoidance of market entry barriers and monopolies which result to market distortions and subsequent market failure. Participating in the market should be profitable for both consumers (cities) and suppliers(rural) to achieve economic expansion. As an example, Atkinson (2008:25) explains that small towns are often dominated by branches of larger retail chain, bringing goods to a town at more affordable prices. However, this also provides an opportunity to supply local goods to them (for example fresh produce). Once again, this is where SEDA should provide support and assist in drafting effective contracts to guide relationships. Where market failures exist due to anti-competitive practices such as collusion and dominance, the services of the Competition Commission should be enlisted.

Another important aspect of building networks and partnerships is (1) promoting partnerships between the first and second economy; and (2) to encourage entrepreneurship and outsourcing, as this can lead to reduced costs, improved market access, improved supply, branding benefits, and more (Atkinson, 2008).

The building of network and partnerships and outsourcing opportunities not only relates to the first and second economy, as the municipality can also benefit. A case in point, sectors such as waste management, sanitation (for example the maintenance of drains) and road repairs hold potential for outsourcing to fairly unskilled workers. Once again, SEDA can assist in establishing and guiding these relationships.




Intervention 4: Business support

The second economy/informal business sector is a considerable economic activity in small towns. However, generally speaking, this sector lacks business experience. The support of informal business may see small town economies expand in the long run. Policy Lever 6 for Inclusive Economic Development of the IUDF stipulates that increasing profitability and number of both large- and small-scale business is significant for economic growth. This can be achieved through creating synergies for training and networking informal businesses with the help of institutions like SEDA. In this respect, efforts need to be explored that can ensure that respective SEDA branches in each small town facilitate support to small/informal businesses as they are currently struggling to access such support services.

It should be noted that the private sector and first economies also have a role to play in this regard. For example, through the establishment of business networks and partnerships, as mentioned in Intervention 3, a mentorship programme can be initiated or a “business chamber” which provide guidance and training in terms of business plans, marketing plans, and more, could be established. In this manner, local knowledge and experience is shared and empowered and active communities are created, which is in alignment with Policy Lever 6 of the IUDF.

6.5 STR Strategic Area 4: IGR/governance

OBJECTIVE 4: COOPERATIVE, COHERENT, AND RESPONSIBLE GOVERNANCE	
	<ul style="list-style-type: none"> • To enable ownership, accountability, good governance, follow-through on interventions, the establishment of clear institutional arrangements, implementing agents/stakeholders to acquire strong technical competence and leadership abilities. Plan = Intervention = Outcome. • The focus is capacity building at all levels of government.
IGR & Governance	

South African developmental policies have made no provision for coherent socio-economic developmental support strategies aimed at small towns and the numerous struggling **local governance structures**, which are virtually all fighting for long-term sustainability. Lack of poor leadership and effective intergovernmental planning are elements that have negatively impacted on the efficient running of governmental relations.

Policy Lever 8 of the IUDF, Effective Urban Governance envisages, “Cities and towns that have the necessary institutional, fiscal and planning capabilities to manage multiple



urban stakeholders and intergovernmental relations, in order to build inclusive, resilient and liveable urban space”. Effective urban governance harnesses South Africa’s collective energies to create liveable and inclusive urban areas. This lever is essential for achieving integrated urban planning (Lever 1), transport and mobility (Lever 2), sustainable human settlements (Lever 3) and urban infrastructure (Lever 4). It supports efficient land governance and management (Lever 5), inclusive economic growth (Lever 6), empowered active communities (Lever 7) and sustainable finances (Lever 9). Effective urban governance plays a crucial role in enhancing resilience, ensuring resource efficiency and mitigating climate change, thus ensuring sustainability.

Effective governance should result in:

- well-functioning and highly capable municipalities that deliver on their roles and responsibilities;
- constructive collaboration that advances common purpose across the intergovernmental system;
- accountable and transparent government entities able to respond to the social and economic demands of urban growth; and
- a responsive citizenry that engages with growth and development in their municipal space.

A governance framework is essential as it directs how people interact with the organisation, with regulators and with stakeholders to closely guide and monitor operations.

This section highlights focus areas of the cooperative, coherent and responsible governance objective.



6.5.1 Capacity building at all levels of government and other key stakeholders such as civil society

With state decentralisation rapidly becoming the key features of intergovernmental relations in SA, with higher expectations for bridging the gulf between the government and civil society and government structures and bodies, building the capacity of local government should be a key agenda of central governments and other development partners in order to empower local governments to provide services efficiently to their constituencies. The centrality of capacity development for sustainable local governance is therefore unquestionable and can best be summed up in Blair’s statement that “good local government is not just a matter of creating the right legal, political and institutional framework. It is also about actively building local authority capacity, particularly the understanding and skills, and the ability and desire to learn” (Council of Europe, 2011). Effective local government requires good leadership and strategic management, good service provision, and good community participation which can only be achieved through “innovative” capacity development initiatives.

By capacity, we refer to “the assets, strengths, qualities or characteristics” that enable a voluntary organisation or the sector as a whole to survive while addressing ongoing challenges and to grow and thrive while meeting new opportunities.

Capacity building at all levels of government and other key stakeholders such a civil society speaks to the elements as illustrated in the figure below.

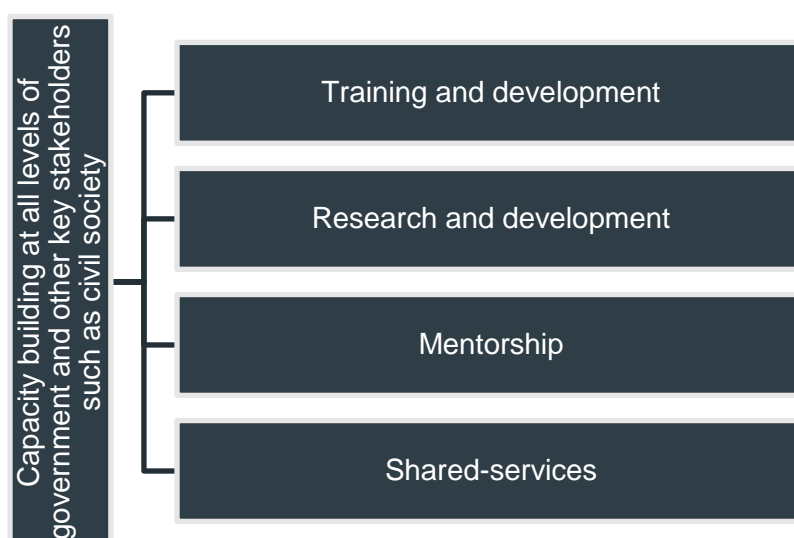
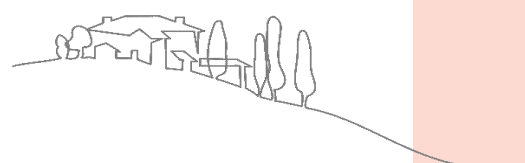


Figure 6.6. IGR considerations for capacity building at all levels of Government and other key stakeholders such as civil society



Capacity building at a government level

Simply and generally defined, therefore, capacity building implies activities which strengthen the knowledge, abilities, skills and behaviour of individuals and improve institutional structures and processes as such that the organisation can efficiently meet its mission and goals in a sustainable way.

Practical application at government level

The following measures were suggested by Nwankwo, Biti and can be considered as a framework of strategies for capacity development at local government level, Governance and accountability – building credible institutions that are viable and credible, human skills – individual skills and the link to institutional development – these two are inextricably linked (Vincent, C & Stephen, C. 2015). This can be achieved through the following measures (Vincent, C & Stephen, C. 2015:2):

- Staff development at local government and community level must be intensified.
- Training in planning and management of local development must be hastened as this will form the basis upon which the local government human capacity will be strengthened.
- Conducting of a staff audit as a first step with a view to determining areas where there are excess capacity and shortfalls which are to be addressed.
- Carrying out recruitment of suitably qualified persons to improve the quality of staff available at local government level.
- Capacities to capture the knowledge from past experiences to use for future and more advanced interventions.

However, depending on the local Government capacities and the need to enrich the process with experiences beyond the local Government, local Governments may opt to employ the services of external facilitators/consultants.

Capacity building at a town level

According to the Western Australian Department for Community Development (2006) Community Capacity Building (CCB) is about promoting the 'capacity' of local communities to develop, implement and sustain their own solutions to problems in a way that helps them shape and exercise control over their physical, social, economic and cultural environments.



CCB focuses on enabling all members of the community, including the poorest and the most disadvantaged, to develop skills and competencies so as to take greater control of their own lives and also contributes to inclusive local development. Not only can communities be more cohesive, but they can also be more resilient and better placed to confront economic and social challenges. Meaningful and effective community capacity building can be stimulated and fostered by national and local governments, and by the capacity which communities have already developed, so that power becomes increasingly embedded within them.

Practical application at a town level

- *Focus on community needs* - Understanding the collective needs of local people is central to any community capacity-building approach.
- *“Bottom-up” or “grassroots” practice* - Successful capacity-building initiatives are largely driven by communities from the bottom up, where local people are free to decide how best to address the issues that concern them (Atkinson, 2006)
- *Strengths-based approach* - CCB requires an understanding of a community’s collective strengths and how they may be used to address community challenges (Stewart, Lohar, & Higgins, 2011). Services can contribute to this by harnessing and building upon the talents and contributions of individuals and communities so that these community members can be better equipped to respond to their own issues.
- *Inclusive practice* - In a CCB context, “inclusion” refers to the process of partnering with as many community members and organisations as possible to work together to achieve common goals. Involving a broad range of relevant sectors and stakeholders aims to provide partners with access to resources and to stimulate further action on a community’s behalf (Bell et al., 2010).
- *Investment in community capacity* - Strategies to build community capacity require an appropriate degree of investment. This includes investment into a community’s infrastructure, including a community’s political, financial and social structures (Bush & Dower, 2002b; Dower & Bush, 2003).
- *Aim for sustainability* - The aim of a CCB frameworks is to achieve sustainable change for the benefit of all groups living in a community. To achieve this, services must seek ways to sustain their own capacity (service capacity) so that they can continue to work with local people to help them address their immediate needs.
- *Seed money* - for education, skill development, & pilot initiatives.



Table 6.17. Aims, role players and skills for capacity building

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • Build internal and external capacity to implement the STR strategy effectively now, and in the future. • Building is whatever is needed to bring a government and communities to the next level of operational, programmatic, financial, or organisational maturity, so it may more effectively and efficiently advance its mission into the future. • See capacity building as not a one-time effort to improve short-term effectiveness, but a continuous improvement strategy toward the creation of a sustainable and effective organisation. 	<p>CoGTA – as new implementors Champions of the first generation STR (municipalities, small town community forums) Local government Academic and research institutions Civic and Business Community</p> <p>Technical skills required: Training and development specialist (discipline/sector dependant) Change management specialist Industrial psychologist Research Data analysis</p>
How can this be achieved?	
<ul style="list-style-type: none"> • Learning from past experiences and not repeating the same mistakes. • Filling in the internal and operational gaps through training and development initiatives. • Web-based education, in-person training, peer-to-peer cohorts, communities of practice, and even pro bono skilled volunteers can offer your non-profit and its board/staff excellent opportunities to build the capacity of the organisation. 	

Training and development

Training and development – The focus is on acquiring new skills, sharpening existing ones, performing better, increase productivity and becoming better leaders.

Training and development is an important issue in South African Local Government. These are related concepts. Several authors argued that the majority of South African workers need new or significantly expanded skills to keep up with the demands of their jobs. Others mentioned that the people who work in the public sector must constantly strive to act in a way that will lead to improvement of the quality-of-service delivery by public institutions. They also mentioned that training is aimed at the practical application of knowledge as well as the development of specific behaviour patterns, attitudes, and motives with a view to realising goals (Carrell et al., 1999).

The population increase leads to the expansion of organisations and their responsibilities. The changing constitutional and political dispensation of SA demands



certain amendments and changes to be made by organisations. The shortage of trained manpower causes higher demand to be made on the available manpower. All these show needs and demands for training and development. Cloete and Mokgoro (1995:91) argued that the new government would have to rely heavily on the public service to implement new policy and facilitate development. They added that the council should develop broad guidelines for public sector training. Further these would relate to current and future human resource needs for the public service. In addition, such a policy would set standards for trainers and training programs (Cloete and Mokgoro, 1995).

Practical application at a municipal level

- Conducting a training survey: asking managers and supervisors what they think the training priorities in their different departments are. The result obtained may be subjective but if the surveys are analysed carefully, they would prove a useful starting point for analysis.

Research and development

The focus is on providing powerful knowledge and insights, which leads to improvements to existing processes where efficiency can be increased, and costs and time spent reduced.

Research in local government is an important tool for improving capacity and outcomes. Research generates new knowledge to improve service delivery, challenge or shed new light on existing attitudes, values, and practices, or develop new perspectives and innovation. To this end there needs to be a string emphasis on research and development being carried out at a local government level as a mandatory requirement prior to the roll out of the STR Strategy and its associated programmes.

Table 6.18. Aims, role players and skills for training, research and development

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • Train staff in order to develop internal capacity to delivery on the STR Strategy. • Increase internal productivity and quality of work. 	SALGA in collaboration with COGTA – as previous implementors
How can this be achieved?	CoGTA – as new lead implementors (this includes
<ul style="list-style-type: none"> • Forming a Training Committee. • Conducting a skills audit. • Identifying skills needs. 	Provincial COGTA) Champions of the first generation STR (municipalities, small town



<ul style="list-style-type: none"> • Developing a Workplace Skills Plan (WSP). • Implementing planned training. • Monitoring and evaluating planned training. 	<p>community forums) Local government Academic and research institutions NGOs Training committees Senior managers and executives Skills development facilitators</p> <p>Technical skills required: Training and development specialist (discipline/sector dependant) Change management specialist Industrial psychologist Research Data analysis</p>
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Mentorship

The focus is on providing intensive, personalised guidance and building knowledge and skills.

Mentoring refers to a formal process in which an employee at a higher level who possesses the relevant skills, takes an interest in the personal and professional development of an employee at a level lower than themselves. Mentors must be equipped with senior leadership experience, wisdom, credibility as well as specific skill and knowledge that are relevant to the mentee. The purpose of this process is to promote leadership development within departments by introducing an alternative yet effective mode of learning where individuals can develop through the transfer of knowledge and skills based on the experience of their peers.

Practical application (government or community level)

- Get current and/or retired managers who is willing to use their expertise to support the next generation of government leaders that will be involved in the roll out of the STR Strategy.
- Provide an effective leadership development mechanism for enhancing human capital in the public service.
- Provide management with a tool to simultaneously monitor and improve the abilities of less experienced managers and new cohorts of managers in the public service.



- Assist in the acquisition of new skills and to change behaviour to fit organisational requirements.
- Improve and maximizing the efficiency of employees in meeting Government’s strategic objectives.
- Improve the quality and overall effectiveness of human resources development in the public service.
- Attract and retain skilled personnel in the public service.

Table 6.19. Aims, role players and skills for mentorship

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • Become a long-term relationship focused on supporting the growth and development of the mentee by the mentor. 	Experienced senior managers and executives Experienced community members that have been part of the first generation STR
How can this be achieved?	Technical skills required: Mentoring and coaching
<ul style="list-style-type: none"> • The mentor becomes a source of wisdom, teaching, and support drawing from his/her practical experience on the ground. 	

Shared-services

The focus is on providing intensive, personalised guidance and building knowledge and skills.

A shared service is an accountable entity within a multi-unit organisation tasked with supplying the business unit, respective divisions, and departments with specialised services. Shared-services and shared management can act as a springboard for transformation, improve efficiency and service delivery and enhance the resilience and capacity of municipalities. Local government continues to lead the way in the public sector with collaborative service delivery and implementation through shared service arrangements, saving the taxpayer money in cumulative efficiency savings from partnerships and collaboration.



Table 6.20. Aims, role players and skills for shared services

A framework for a small town would therefore aim to:	Role players
<ul style="list-style-type: none"> • Fill/address the capacity gap at local government level. • Provide high quality, non-core, but mission-critical services to the STR Strategy at a lower cost and more efficiently. • Have great minds working together for a common purpose. • Hone in personal skills with the required technical skills and experience who will be pivotal to implementing the STR Strategy. 	Social Scientists Community Development Practitioners Social Workers Local municipalities (LED, SD and Municipal managers) GIS specialist Spatial planners Economists Environmentalists NGOs and CBOs Research organisations/Institutions Monitoring and Evaluation specialists
How can this be achieved?	
<ul style="list-style-type: none"> • Clearly define the STR Strategy – should be viewed as a stand-alone so as to not dilute the purpose and intention of the project. • Look at capacity of each local municipality and small town to undertake the strategy and associated programmes. • Identify skills gaps and extent of skills gaps. • Appoint members internal to form part of the shared services strategy team. 	Architects Statisticians Technical skills required: Social Sciences Community development Project Management Monitoring and Evaluation GIS

6.5.2 Championing, leadership and accountability

Governance systems and mechanisms provide greater opportunities for an integrated development approach. Governance involves managing both government and non-government players, such as the private sector, media, and civil society. It requires collaborative and visionary strategic leadership, supported by strong management and clear responsibilities, authorities, and accountabilities. A crucial element is an intergovernmental institutional framework that specifies the delegated responsibilities, encourages transparent communications among players, and enforces a code of conduct.



The first generation STR lacked proper leadership and political will in small towns, which is what resulted in some of the failures. There is a need to strengthen leadership capability and further advocate for this in the DDM Political Champions and the one plan process to create an enabling environment for small towns.

Accountability is the requirement to explain and accept responsibility for carrying out an assigned mandate in light of agreed upon expectations. It is particularly important in situations that involve public trust. In proposing ways in which accountability might be improved, we recognize that extensive accountability already exists in the sector. As mentioned in the previous section capacity building is a vital component of increased accountability and improved governance.

Championing, leadership, and accountability speaks to the elements as illustrated below:

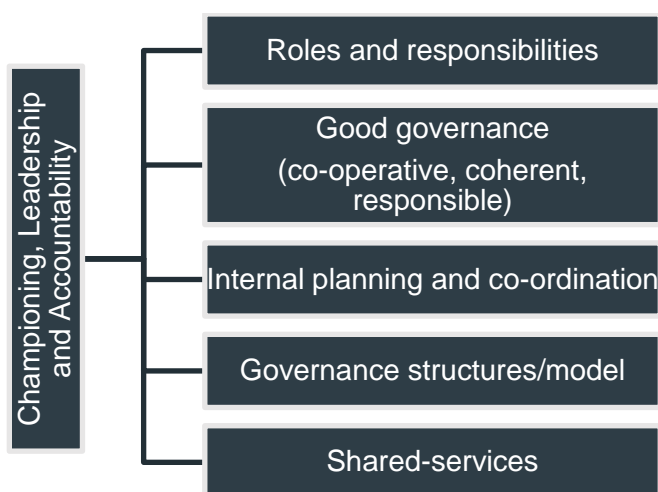


Figure 6.7. IGR considerations for championing, leadership and accountability

Roles and responsibilities

Focus is on defining clear roles and responsibilities for implementing agents.

Before the strategy and associated programmes can be rolled out, all stakeholders are to have distinct mandates and an outline that describes their duties and responsibilities. At a municipal level, it will be those departments and officials responsible for the project. At a town level, it will be organisations that will come alongside government to implement the project.



Good governance (co-operative, coherent, responsible)

The focus is on observing and adhering to good governance principles.

Every organisation should follow best practices for good governance. The benefits of following best practices for good governance are many and the potential impact is boundless. Good governance improves overall performance and promotes trust among all stakeholders. Good governance provides for sound strategic planning and better risk management. Organisations that embrace best practices for governance continually move toward long-term sustainability. Good governance prevents litigiousness and provides far-reaching legal protections for organisations.

In essence, good governance is the standard of rules that allows organisations to ensure that they are serving the needs of their stakeholders and communities effectively and responsibly. However, included in this is that they are running the organisation in a way that meets the organisations short and long-term goals.

Best practices incorporate many different aspects of work. They entail taking a critical look at the qualities and characteristics of the leaders, who they are as people, and the way they approach governing an organisation. Specifically, some of the primary best practices include building a competent governing body, aligning strategies with goals, being accountable, having a high level of ethics and integrity, defining roles and responsibilities, and managing risk effectively.

Practical application at a municipal and at a town level

- *Building a competent governing body* - good governance today has a new focus on diversity and independence. This is because leaders have the task of dealing with issues that are highly complex and often technical in nature. Many perspectives around the table make for good decision-making. Governing bodies should have a composition that incorporates all of the necessary skills and abilities to make sound decisions for the organisation. Governing bodies and committees should participate in regular self-evaluations to identify their strengths and weaknesses.
- *Aligning strategies with goals* - another best practice refers to governing bodies that align their strategies and risk management activities with the organisation's goals. Governing bodies should use all of their human resources and other tools to identify and assess all forms of risk. The board needs to work together to develop the organisation's risk tolerance and risk profile. Additionally, they need to ensure that the organisation has the proper framework and controls in place, so they can



monitor risk and mitigate it when necessary. Best practices require board directors to look at risk and strategy on a short- and long-term basis.

- *Being accountable* - The many STR failures that have been highlighted demonstrate why accountability has such a strong position in best practices for good governance. Governing bodies need to develop strong internal controls and to monitor them often. Having reporting systems that are accurate and transparent, and that have a system of adequate checks and balances, is considered an important part of best practices.
- *Having a high level of ethics and integrity* – governing bodies stand as the voice of the organisation and ultimately the communities. As such, they're often called on to make public presentations. Leaders must consider their fiduciary duties whenever they speak for the organisation. The best nominees are people with a high level of ethics, honesty and integrity in their speech, their works and their relationships with people. Governing bodies should also institute policies for whistleblowing and reporting noncompliance.

Internal planning and co-ordination

The focus is on ensuring that thorough and proper planning is undertaken prior to implementation on the ground (SWOT analysis/SEBS/Diverse Needs Assessment)

Well-coordinated public sector action, supported by the private sector and other stakeholders where relevant, is crucial for creating urban spaces more compact, productive, and equitable.

See section 6.3.1 (a) – it is our recommendation that a comprehensive study and stakeholder engagement process be undertaken prior to implementation of the strategy and the associated programmes on the ground.

Governance Structures/Model

Focus is on each member being equally committed to the organization and mission and willing to take responsibility for the actions.

For the success of the second generation STR Strategy there is a need to formalise a governance structure that will encompass the processes by which the organisation is directed, controlled and held to account. It includes the authority, accountability, leadership, direction and control exercised in an organisation. Greatness can be achieved when good governance principles and practises are applied throughout the whole organisation. Governance is a system and process, not a single activity, and



therefore successful implementation of a good governance strategy requires a systematic approach that incorporates strategic planning, risk management and performance management.

Below is a reiteration of the fundamental reasons why the adoption of good governance practises is important:

- to preserve and strengthen stakeholder confidence;
- to provide the foundation for a high-performing organisation and;
- to ensure the organisation is well placed to respond to a changing external environment.

To this end the proposal is a governance structure/model that should contain three key components that focus on the following tasks: providing leadership, execution, and support (*see section 5.3 for proposed examples*).

Table 6.21. Governance structure/model – key considerations for the implementation plan

Area of responsibility	Key considerations
Providing Leadership (strategic direction)	<ul style="list-style-type: none"> • Projects require significant buy-in at the executive level and thus an oversight or decision-making committee is the critical first component to the governance structure. • Oversee the planning, implementation, operation, and management. • Sets policy, makes key decisions, and commits organisational resources. • Ensures that procedures are in place. • Its members are not generally involved in the daily operational information flow within and between the organisations. • Vision, planning and evaluation – creates vision and mission. <p>Team examples: Project Management Committee Steering Committee Project Sponsor</p>
Execution (operational and tactical direction)	<ul style="list-style-type: none"> • Operational and technical. • Support operational responsibilities. <p>Team examples: Working groups Technical lead</p>



	Political forums
Support (locally-lead direction with a bottom-up approach focus)	<ul style="list-style-type: none"> • Reflects and articulate community needs. • Defines the results that are to be achieved at a community level. <p>Team examples:</p> <p>Reference group</p> <p>Consultative group</p> <p>Community-Based Committee</p>

Shared services

Focus is on establishing a hub of professionals that can be utilised to carry out the mandate efficiently and effectively.

See section 6.5.1 (shared-services).

6.5.3 Forming partnerships

Critical to the successful roll out of the IUDF vision, goals and strategic objectives and also key in the IUDF Implementation Plan 2020-25, is the identification and support of various champions for the implementation of the STR. Due to the number of actors within the development space it is important to align, co-ordinate and collaborate to ensure that champions speak to the same strategic goals. The identification and alignment of the different stakeholders (partners) is an ongoing process from the formation of the STR governing body to its implementation at a town level. These partners include government, state owned entities, the private and civil sector and can also include foreign development initiatives.

The following criteria can be used to establish development partners:

- Development Partner has urbanisation and related matters like infrastructure and capital investment, public finance management, land-use and spatial development, governance and strengthening public institutions, innovation, as one of their strategic priorities.
- Focus on large donors who want to consolidate their investment.
- Possible partnership with other government programmes which are donor-funded, especially for scaling up or innovation, but also to reinforce and ensure complementarity where various programmes are implemented in the same municipalities, be they metros, city municipalities, small towns/areas.



Table 6.22. Partners identified

Government	Private & Civil	Foreign Development Partners	Other
DCoG	SACN	European Commission	NGOs
SALGA	IDC	German Development Cooperation (GIZ)	Motsepe Foundation
DDM/ District Hubs	Mineral Council SA	Flanders	Community Forums and Action Groups
DPME	SA Chamber of Commerce	Swiss Agency for Development and Co operation	Faith Based Institutions
DHS	IPPs	Government Affairs Canada	
National Treasury	Sibikwa Arts Centre	German Development Bank	
MISA		European Investment Bank	
Provincial Government Departments		World Bank Group	
		Dept. of International Development (DFID) & British Embassy	
		UN Habitat World Resource Institute and Coalition for Urban Transition	
		Chinese Development Bank	
		Japanese International Cooperation Agency	

6.6 STR Strategic Area 5: M&E

OBJECTIVE 5: STRENGTHENED INSTITUTIONAL MECHANISMS FOR M&E



Monitoring and Evaluation

- **To enable** the identification and capacitating of institutions responsible for collecting and analysing spatial, social and economic data in the towns.
- **The focus** is to build capacity of Local Government to increase the use of evidence (data) for improvement of the programme.

This objective to strengthen institutional mechanisms for M&E is aligned to the IUDF Policy Lever Number 1: Integrated Urban Planning Management. This Policy Lever recognises that integrated urban planning is essential for coherent development. Specifically, the IUDF states that integrated urban planning “stimulates a more rational organisation and use of urban spaces, guides investments and encourages prudent use of land and natural resources to build sustainable communities. Cities and towns



that are well planned and efficient, and so capture the benefits of productivity and growth, invest in integrated social and economic development, and reduce pollution and carbon emissions, resulting in a sustainable quality of life for all citizens.”

Without strong M&E institutional mechanisms and data management, the achievement of the IUDF Policy Lever 1 and the STR Strategy objectives will be in jeopardy. The following steps are highlighted on the road to building strong M&E capabilities at town level:

1. Before anything else, a process will need to be undertaken to **identify and capacitate institutions responsible for collecting and analysing economic data in the towns**. Afterwards, stakeholder engagements with the identified institutions will need to be undertaken in order to arrive at a collective agreement regarding the respective roles and responsibilities of each party.
2. Afterwards, a **M&E capacity assessment will be undertaken** in order to understand the respective institutions’ capacities to fulfil their roles in the M&E cycle. This capacity assessment will yield information that will be used by the Department and respective stakeholders to fill in the identified gaps prior to the roll out of the M&E of the strategy. Afterwards, the stakeholders will then need to identify implications of the change needed, including the time, expertise and cost likely required to make them, any resistance to be expected, and any impacts on other programmes.
3. Thereafter, **a M&E budget will need to be allocated in order to cater for the M&E activities** that will need to be executed. In this respect, the costs of the M&E work plan (at least for the portion of the activity costs which are paid by the government) will need to be included in the official government budget (e.g., Medium Term Expenditure Framework of Government). Also, activities in the M&E work plan will need to be allocated to the respective branches/units in the department for implementation. In order to ensure sustainability, the costed M&E work plan will need to include resource mobilisation activities to fill financial gaps.
4. The next focus area will be to **ensure that adequate human resource capacity exists to ensure the achievement of the set objective**. In this respect, there will be a need to ensure that designated M&E officers, management and other staff have the necessary knowledge, skills and experience to effectively implement and monitor M E activities as needed. In order to achieve this, the stakeholders will need to ensure that staff learning and



development builds knowledge and skills in line with M&E good practice, and involves and includes M&E officers, management, and other staff.

5. Given the transversal nature of M&E in the implementation of the strategy, M&E partnerships and governance structures will need to be put in place to ensure smooth implementation thereof. In this instance, **a M&E Technical Working Group (TWG)/Committee will need to be formed**. This forum should meet regularly, and stakeholders should be encouraged to actively participate in the M&E TWG/Committee. This M&E TWG/committee coordinated by the department will make decisions via a consensus building process and should include all affected stakeholders. Well-developed mechanisms (e.g., feedback reports, newsletters) to communicate about M&E activities and decisions will need to be put in place.
6. Furthermore, **routine monitoring and performance reviews will be set up to ensure the monitoring of strategy implementation progress**. In this respect, guidelines will be put in place that guide routine M&E activities. These guidelines will document the procedures for recording, collecting, collating, and reporting programme monitoring data. Also, these guidelines will provide instructions on how data quality should be maintained (e.g., avoiding double counting, assure reliability and validity).
7. Last, **a unified database for the M&E system will need to be developed**. This database for electronically capturing and storing data generated for/by the M&E system will need to be functional. Structures, mechanisms procedures and time frame for transmitting, entering, extracting, merging and transferring data between databases that support the M & E system, need to be in place. Importantly, and as articulated earlier in this section, there will need to be adequate human resources for maintaining and updating the database.



6.7 The implementation process in a town

Read with sections 6.2, 6.3, 6.4 and 6.5 and Annexure C

Taking the different thematic areas into consideration, before implementation, the question for each town is, “**Where to start?**”. The following steps provide guidance on where to start with the implementation of the strategy at a town level and these steps seek to **provide step-by-step** guidance on how to get the process started and reiterates the importance of a whole of society approach that places success not only in the hands of the local authority, but with the community and all other relevant stakeholders.

No person, and no strategy, can resuscitate a near-dead town within a few weeks or months, regardless of the funding and resources available.

How a town plans, builds, attracts new business and determines its own community identity – all work towards creating its own vibrancy and attractiveness.

~Stuart Bartlett

The steps as illustrated in **Figure 6.8** will guide the implementation of projects and considerations that should be taken at a town level.

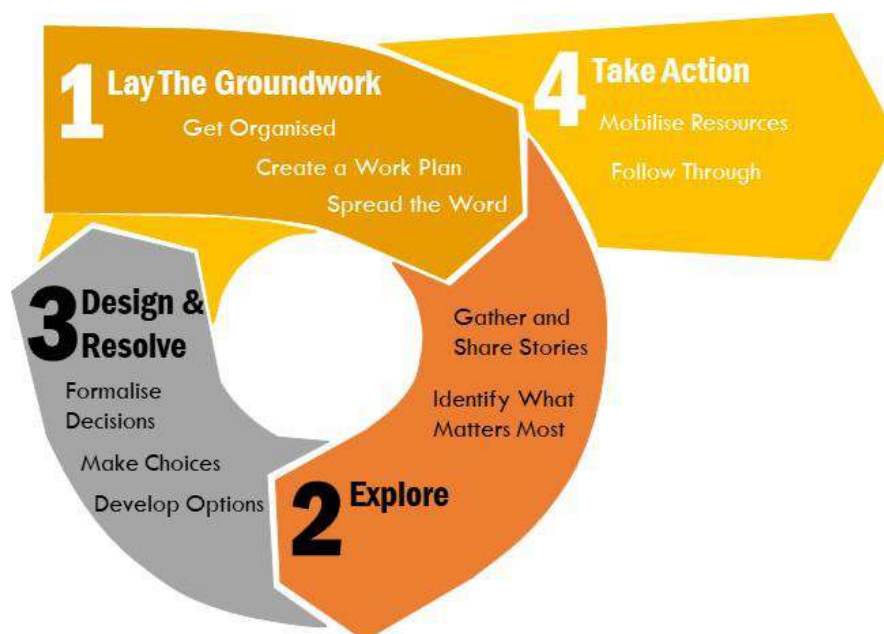


Figure 6.8. Where to start

Adapted from: Community Heart and Soul. www.communityheartandsoul.org

6.7.1 Step 1: Lay the Groundwork

Pivotal to the success of implementation is planning. Laying the groundwork speaks to a clear plan, with the right people spearheading it. Together with the help of partners



or volunteers, setting goals and coming to agreement on what should be included in the process through the formulation of a work plan (project management focussed approach), as well as raising public awareness and interest within the small town community are seen as the crucial first step.

It is in this context that the establishment/appointment of a dedicated municipal task team is advocated as the key step in laying the groundwork. The roles and responsibilities of the municipal task team are as follow (IDC, n.d.):

- Municipality as **leader** - ensures everyone works together.
- Municipality as **enabler** - making things happen.
- Municipality as **advocate** - raises awareness and provide information.
- Municipality as **architect** - develops strategies maximising resources and ~~control~~
- Municipality as **facilitator** - building bridges.
- Municipality as **provider** - leveraging existing resources.
- Municipality as **strategic partner** - finding ways to work together.

The key task of the Municipal Task Team is twofold, namely project management and the forming of partnerships (see **Figure 6.9**).



Figure 6.9. Key tasks of the Municipal Task Team



The forming of public-private-community partnerships is to ensure that all involved in the regeneration of the town share a common interest or goal, to engage and collaborate and to share ideas and knowledge about how to better achieve a better outcome for a common goal. The forming of partnerships in this manner is seen as social capital building, which “strengthens social well-being and sense of community, enhancing the benefits of investments in physical and human capital” (IDC, n.d.:11).

“... Social capital provides the glue which facilitates co-operation, exchange and innovation.”
The New Economy: Beyond the Hype

International research indicates that social capital is created from the ground up. It takes time to develop and necessitates specific and focused attention, such as (IDC, n.d.:11):

- “Community members will become more involved when they believe that their contribution will make a difference.
- They are more likely to support the efforts of others when they trust the integrity of the effort.
- They are likely to undertake new projects if they believe projects succeeded in the past.”

It is proposed that this partnership should be formally structured, and that roles and responsibilities should be agreed upon. It should be noted that a LCFAG may already exist within a town, and the municipality can collaborate and form partnerships with existing forums. The aim is not duplicate existing structures, but to reinforce them where needed. This emphasises the need for a community network analysis in order for the municipality to firstly understand existing networks within the community and secondly of who the key network connectors are. The forming of partnerships in this manner is in alignment with the IUDF Policy Lever 7: Empowered Active Communities.

6.7.2 Step 2: Explore the community

Understanding the community within the small town is essential to effecting relevant and town-based solutions. Town-based solutions require in-depth knowledge of the community, its internal workings as well as networks. Information gathered during community sharing can be confirmed by the community itself, and will provide valuable up-to-date, on-the-ground data.



There are two aspects to Step 2, namely explore the community and explore the town (see **Figure 6.10**).

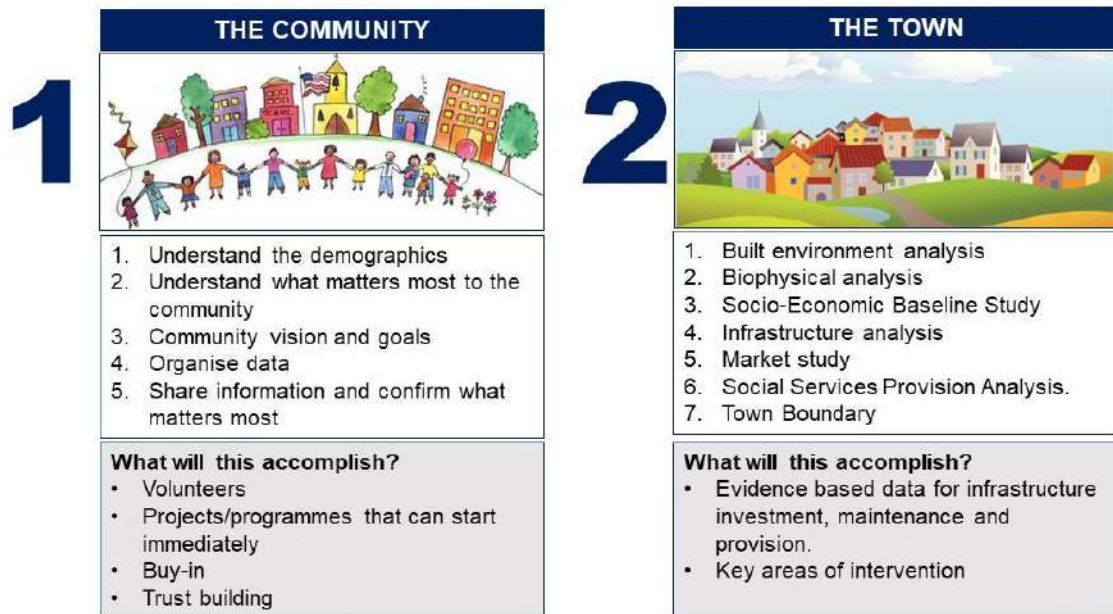


Figure 6.10. Explore the community and the town

The purpose of exploring the community is not only to have a better understanding of the demographics of the town, but more importantly to **uncover what matters most** to the community. The key questions to ask during the explore phase are (IDC, n.d.:20):

- **“Where are we now?** (collecting and analysing information about the current situation in the community and town);
- **Where do we want to go?** (creating a community vision, prioritising issues to be addressed, developing specific goals for the community);
- **How can we get there?** (organising task groups, establishing leadership and responsibilities, making specific plans, implementing and monitoring action plans); and,
- **How do we know that we have arrived?** (review and evaluation, celebration of success, planning for reinvestment or new projects)”.

The elements relevant to exploring the community are illustrated in **Figure 6.11**.



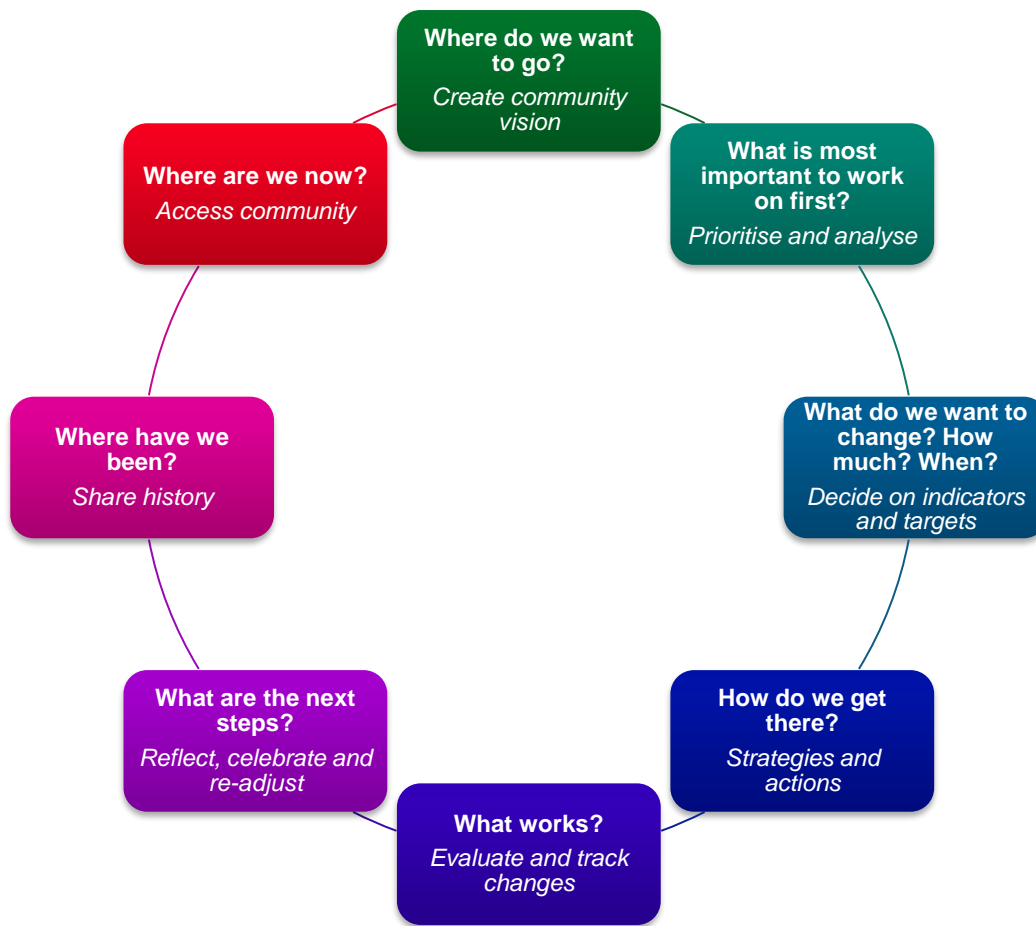


Figure 6.11. Community development and planning process

Source: IDC, n.d. 20.

The common elements agreed to by practitioners regardless of the model used include (IDC, n.d.:21):

- The creation of a **common/shared vision** of the community’s future.
- **Broad based participation**, with representation from a cross-section of community interests and points of view – a commitment to inclusiveness, and a high level of community involvement.
- **Idea generation** by reaching “wide and deep” into the community – in particular the use of action-research strategies for collecting information about the community, analysing available data and demystifying its relevance to community members.
- Thinking and reflection **outside the normal boundaries** and boxes that are familiar.
- **Structured sequential planning** that enables participants and community to identify opportunities, prioritise actions and understand who is doing what and where.
- **Focus on the community’s assets**, rather than deficiencies.



- **Starting with the achievable** and moving towards the important.
- **Long-term orientation** and commitment.
- **Planning and action occurring simultaneously.**
- **Realistic appraisal** of the feasibility of potential opportunities.
- Use of time and resources in those areas that will yield the greatest strategic benefits (**80-20 principle**).
- **Benchmarking** and measurement of progress and outcomes, with adjustment of action steps on a regular basis.
- **Regular celebration** of achievements.

6.7.3 Step 3: Design and resolve

Once there is understanding of the community that is being planned for, ideas, decisions and actions can be taken that best support the town. Ideas will lead to the formulation of options which can be evaluated and prioritised. Once specific options have been chosen, these will need to be supported by formal decision-making and action plans to ensure commitment from the community, the local municipality and well as other stakeholders e.g., civil and business organisations within the town. Formalising decisions provides validity and security for the plans made.

What emerged from the study is that small towns need to be desirable places, thus they need an identity and image that will assist to attract new residents, business, and investment. Placemaking is a process where community, business, the local authority, and other stakeholders work collaboratively to achieve revitalised shared spaces and public realm. This can be done through the drafting of an Urban/Rural Precinct Plan – that can be integrated in the Municipal SDF and the IDP.



Develop a SPLUMA compliant Urban and Rural Precinct Plan that will set the scene for **INCLUSIVE, DEVELOPMENTAL, AND EFFICIENT SPATIAL PLANNING** in the small town.

PURPOSE:

- Budgeting,
- Inclusion in Municipal SDF and IDP (monitoring and evaluation and funding)
- Reporting



Info box

A successful town does not allow negative people to stand in its way of progress. A highly successful town does even more – it wins over the negative people. Towns can win people over by using the PEOPLE approach:

- **Plan** – make a specific plan to win over those who oppose, or might oppose, the initiative.
- **Enlist allies** – include those in your community who share your enthusiasm for the initiative and see its potential for the town, as well as key stakeholders from outside the community.
- **Observe opponents** – know and respect the objections of those who oppose the initiative and be ready to counter objections with solid reasons why the initiative is worth pursuing.
- **Present the plan** – paint a picture of how the town will prosper by taking on the initiative.
- **Lead by example** – be visionary, acknowledge problems, propose solutions, take calculated risks, build teams, be open to suggestions, stay focussed and never give up.
- **Engage others** – involve many people in the initiative as early as possible. An effective way to win over an opponent is to give him/her a role to play in the initiative's success and allow that person to have ownership in it.

Source: IDC

Types of initiatives/strategies that can be considered and included during Step 2: Design and Resolve are (IDC, n.d.:6):

- **Place-based:** A multi-faceted approach to planning, design, and management of spaces that leverages the assets, inspirations, and possibilities of local communities to improve the investment climate.
- **People-centred:** A strategy to development that emphasises self-sufficiency, social fairness, and democratic decision-making in local communities. It acknowledges that economic growth alone does not lead to human development, and it advocates for reforms in social, political, and environmental ideals and practices.
- **Inclusive business:** A strategy that improves low-income areas by incorporating them into supply and value chains.



- **Early realisation:** Provide grant support to respective trusts to form trust- owned firms that will supply services to investee companies that they are tied to, allowing them to realise profits and cash flows from the start.
- **Circular economy:** A technique that aims to maintain resources in use for as long as possible while extracting value from them, before recovering and repurposing products and materials at the end of their service life.
- **Incubators/accelerators:** Institutional arrangements and, in certain cases, physical structures aimed at assisting start-ups and new firms in scaling up their operations.
- **Strategic interventions:** Relates to quick interventions in times of crisis, special need, or opportunity.
- **Project development and support:** Providing support for capacity and management to bring initiatives into full realisation.
- **Pilots and proof of concepts:** Piloting social innovation initiatives having high development effect potential that have not yet been proven, such as new technologies, methods of production, etc.
- **Supporting worker's and community ownership:** empowering ownership opportunities for communities and workers.”

6.7.4 Step 4: Take action

In a small town, gaining momentum is vital, whether it's for initiatives or industry expansion. In a small community, a shift in momentum can be felt very quickly and directly. Communities that thrive have a good sense of which way the momentum is moving and how to act when it swings against them and threatens their survival.

One of the areas where this shift is felt and that has a significant impact on the quality of life of the people who live and work there, is the overall appearance of a town. Buildings, public places, and public spaces contribute to the pride within and value of a community. The visual quality defines the town's personality and reveals how the residents see themselves. Both residents and visitors value the aesthetic quality of the town.

A town's attractiveness can be a financial asset and a draw for visitors and new businesses and towns must celebrate their distinctiveness. Some actions that can be taken immediately to revitalise the town's appearance and that can be implemented with the assistance of the community/volunteers include (IDC, n.d. 13):



- **“Clean-up** – to make a town attractive, creating and maintaining cleanliness is an essential step.
- **Store windows and building facades** – make buildings look lively, whether occupied or not.
- **Beautification and safety** – spaces between buildings, along streets, and specific design features can be improved to make a town visually dramatic, convenient and safe.
- **Signage and assistance** – presentation of what the town has to offer by way of signs, banners and maps can be an effective marketing tool.”

Mobilising the right resources for long-term follow through is crucial. This will ensure the longevity and sustainability of a plan, but also allows for change within the town to not hinder on-going plans. Types of resources include (IDC, n.d.:6):

- “Current industries, businesses and institutions.
- Natural resources such as lakes, beaches, mountains, and forests.
- Man-made resources such as parks, recreation areas, dams.
- Local celebrities, either dead or alive.
- Local flavour, the essence of the town – what distinguishes it from other towns – and might include climate, schools and other education institutions, places of worship, native animals and fish, historical events, locally manufactured products, locally produces products, distinct customs and cultures, festivals, and celebrations.
- Local “brain bank”, a solid core of bright, committed people who are passionate about the town’s welfare. Diversity of experience and thought is good.
- Reconnect and utilise former residents who still have an affinity or commitment to the town.
- Networking, building relationships and partnerships, they may be able to help or open doors.”

In taking action is it essential to build and cultivate an effective brand, come through on promises, focus on core strengths and services and on keeping momentum. What is needed is enthusiasm, persistence, and commitment.



6.8 Conclusion

The aim of Chapter 6 is to empower small towns to be the captains of their own ship and to make proposals that will guide the regeneration of all small towns, and not just those that will be the focus of the STR. Thus, the chapter speaks specifically on those interventions and actions that can be taken on a town-level over a short to long term period.

To facilitate and guide the regeneration of small towns and implementation of the STR various interventions were identified, for example the approach to be followed on a town basis to address issues such as urban/rural management. Should these interventions be addressed and implemented they will:

- effect the regeneration of small towns on a town level;
- encourage community involvement, participation and ownership;
- enhance governance and accountability; and
- result in social and economic development on a town level.



7



STR IMPLEMENTATION PLAN

In cities, you may spend days in ques and be none the wiser about who can help. Here things are different. Problems are human-scale in dorps. So are the solutions.

Dr. Doreen Atkinson



**cooperative
governance**

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

7 STR Implementation Plan

7.1 Values for change

Before embarking on the implementation journey, having clear values helps ensure that all stakeholders are working towards the same goals. The values will shape the culture and impact the STR Strategy. Values help create a purpose, improve team cohesion, and create a sense of commitment for all stakeholders implementing the strategy in their sphere of influence. The STR Strategy and implementation plan values are as follows:



LEADERSHIP – a promise to guide and facilitate others to make a positive difference in their own lives and to contribute to a larger good.



ACCOUNTABILITY - accepting the responsibility of a project, product or even task, from reception to outcome (and everything that may fall in between).



TRUST - a firm belief in the reliability, ability, or strength of each stakeholder.



STEWARDSHIP - this is about getting people to take responsibility for their physical space and surroundings. This involves renewing, repairing, rebuilding and constantly reviewing your physical community to ensure that it is healthy, strong and well-maintained.

7.2 Introduction

*“Implementation in (spatial) planning can be defined in several ways. Bearing in mind the basic axiom of planning is that **making plans is only meaningful if they are going to be realized**, it is expected from spatial planning that plans include and consider their realization” (Stefanović, Josimović & Hristić, 2018).*

SA is stated to have some of the strongest development policies in the world but falls short in the area of implementation. The creation of these policies, programmes and strategies shows an indication of the state’s commitment to development and economic progress. However, the lack of legible plans, lack of skilled resources, the locus of authority, cohesion among government institutions are but a few issues that have impeded implementation of these plans. With the understanding that existing policies



are sufficient, the IUDF Implementation Plan (2016:7) states that whilst new interventions may be introduced in some instances, what is needed **is to improve and change how various programmes and projects are currently planned and implemented** (the review and development of the STR being one of them).

The situational analysis as well as engagements with different stakeholders have directed the development of the strategy and implementation plan and has enabled a deeper look into how the programme is implemented. A holistic integrated approach, with the support of all parties affected is paramount to the success of STR implementation (COGTA, 2021: STR Situational Analysis).

The main conclusion of the majority of authors researching the implementation of plans is that the role of implementation is basically dependent on the planning approach (method) used. The implementation of planning decisions basically depends on the role, or idea of what the plan should be, and the quality of the plan directly affects the success of implementation (Stefanovic, Nebojsa & Danilovic Hristic, Natasa & Milijic, Sasa. 2015). This section therefore aims to provide concise and practical interventions that can implement, as well as identify the roles and responsibilities of the various role-players towards the regeneration of small towns.

The following figure illustrates the proposed steps towards the implementation of the STR Strategy. The implementation of the STR will follow a five (5) phase methodology that comprises:



Phase 1 – the formulation of a Functional Entity/Governing Body and Task Team: This phase will be spearheaded by DCoG together with SALGA to form a body that will provide oversight, lead the marketing of the STR on a national scale and source funding for the next phase. This phase will include the piloting of the STR in three (3) towns, including a town that falls within a DDM One Plan (for example the Waterberg District) and also includes conducting readiness assessments for Priority 1 towns and the training of STR champions within these towns. Capture lessons learnt from pilots.





Phase 2 – Roll out to five (5) Priority 1 towns: This phase will include

- The roll out to five (5) Priority 1 towns that scored the highest during the readiness assessment.
- Roll out of the regionalist approach within a DDM One Plan as per DDM prioritisation.
- Roll out of the regionalist approach to one of the regions as identified by SALGA.
- Confirm readiness for the next eight (8) Priority 1 towns.
- The training of STR champions within these towns.
- Monitor, evaluate and report.



Phase 3 – Roll out to Priority 1 towns (continued):

- The roll out to the next eight (8) Priority 1 towns that scored the highest during the readiness assessment.
- Roll out of the regionalist approach within a DDM One Plan as per DDM prioritisation.
- Roll out of the regionalist approach to one of the regions as identified by SALGA.
- Confirm readiness for the next 10 Priority 1 towns.
- The training of STR champions within these towns.
- Monitor, evaluate and report.



Phase 4 – Roll-out to Priority 1 towns (continued):

- The roll out to the next 10 Priority 1 towns that scored the highest during the readiness assessment.
- Roll out of the regionalist approach within a DDM One Plan as per DDM prioritisation.
- Confirm readiness for the Priority 2 towns.
- The training of STR champions within these towns.
- Monitor, evaluate and report.



Phase 5 – Performance Review : This phase comprises the roll out to eleven Priority 2 towns as well as as an assessment and review process of the implementation of the STR within Phases 1 - 4.



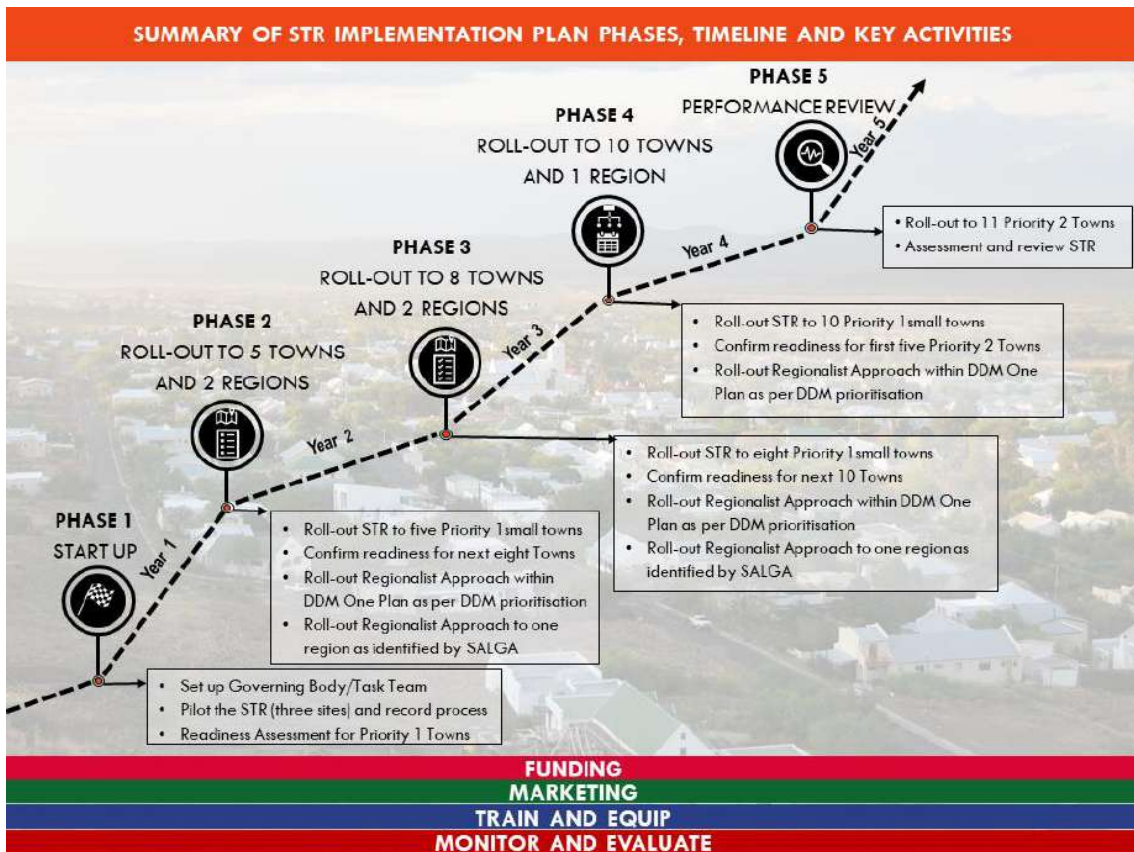


Figure 7.1. STR Implementation phases, timeline and key activities

The above phases provide a sequence to the actions that should occur for implementation and the following sections go into the detail of what is expected within each phase and the responsible parties. Actions such as sourcing and realising of funding, marketing of the programme, the training and equipping of champions and monitoring and evaluation are ongoing and will continue throughout the 5 (five) year period.

The following sections speak to the activities within each phase, the identified roles and responsibilities and timeframe.

7.3 Phase 1: Start Up

The system of intergovernmental relations in SA requires the three spheres of government to forge strong, flexible **goal-directed partnerships** that can promote collaboration without weakening performance and accountability, also including **civil society, non-state actors and the private sector**. To ensure sustainable development (whether it is spatial, economic, social, or environmental sustainability), government and government institutions should be committed to promoting



intergovernmental relations and co-operative governance by focusing on **capacity building** as well as **institutional strengthening**.

In this context, the following table provides an overview of the key targets for DCoG for Phase 1 of the Implementation Plan.

Table 7.1. Key targets for the implementation of phase 1

Output	Output Indicator	Annual Target	Quarterly Target	Activities
Implement the approved STR Strategy for the STR Programme	Implement the STR Strategy for the STR Programme	Implement the STR Strategy for the STR Programme	Q.1 Stakeholder Engagements/ consultation Q.2 Adoption of the STR Strategy Q.3 Set-up a DCoG Task Team and Implement the STR Strategy Q.4 Monitor and Review the implementation of the STR Strategy	a. Consultations with the STR municipalities and Towns, provide support to municipalities b. Host virtual engagements c. Workshop the STR Strategy with key partners d. Get buy-in from municipalities, communities and key stakeholders e. Source funding opportunities f. Report on the STR Strategy adopted and implemented



7.3.1 Formulation of a functional entity or STR Governing Body/Task Team

Many public entities are created by separate 'enabling' acts, which regulate their public purpose mandate to ensure alignment with Government's objectives. The objectives in creating public entities are diverse and range from facilitating investments, delivering services or providing strategic goods. The primary reasons for the establishment of an entity to oversee the implementation of the strategy is detailed in section 5.6, which also provides guidance in terms of the proposed entity to be formed.

To facilitate the establishment of an entity to oversee the implementation of the strategy, it is proposed that the first step (see **Table 7.3**) to be undertaken be the formal establishment of a functional entity or STR Governing Body/Task Team to drive the STR implementation, provide oversight and source funding.

In addition to the above, the system of intergovernmental relations in SA requires the three spheres of government forge strong, flexible goal-directed partnerships that can promote collaboration without weakening performance and accountability also including civil society, non-state actors and the private sector. To ensure sustainable development (whether it is spatial, economic, social, or environmental sustainability), government and government institutions should be committed to promoting intergovernmental relations and co-operative governance by focusing on capacity building as well as institutional strengthening.

In this context, the role and responsibility of DCoG as the custodian of the IUDF (and its related programmes) is to strengthen cooperative governance across the three spheres of government in collaboration/partnership with institutions of traditional leadership, ensuring that provinces and municipalities effectively carry out their service delivery and development functions.

In view of the afore-mentioned DCoG as the custodian of the STR will be responsible for the following in the implementation of the strategy:

- a. Formulising and overseeing a Functional Entity/Governing Body and Task Team to be the implementing agent.
 - Develop job descriptions and appoint a project leader to take over the role of Project Manager for the implementation of the STR.



- Define the roles and responsibilities and KPI's of the personnel of the Functional Entity/Governing Body and Task Team.
 - In collaboration with the Functional Entity/Governing Body and Task Team establish a detailed 12-month work plan and highlight the details of deliverables into KPAs.
 - Equipping/Training and support to the Functional Entity/Governing Body and Task Team.
- b. Forming partnerships and managing stakeholders.
- Identify project champions in all three spheres of Government.
 - Identify stakeholders and partners.
- c. Supporting the Functional Entity/Governing Body and Task Team.
- d. Sourcing funding.
- e. Monitoring and evaluation.

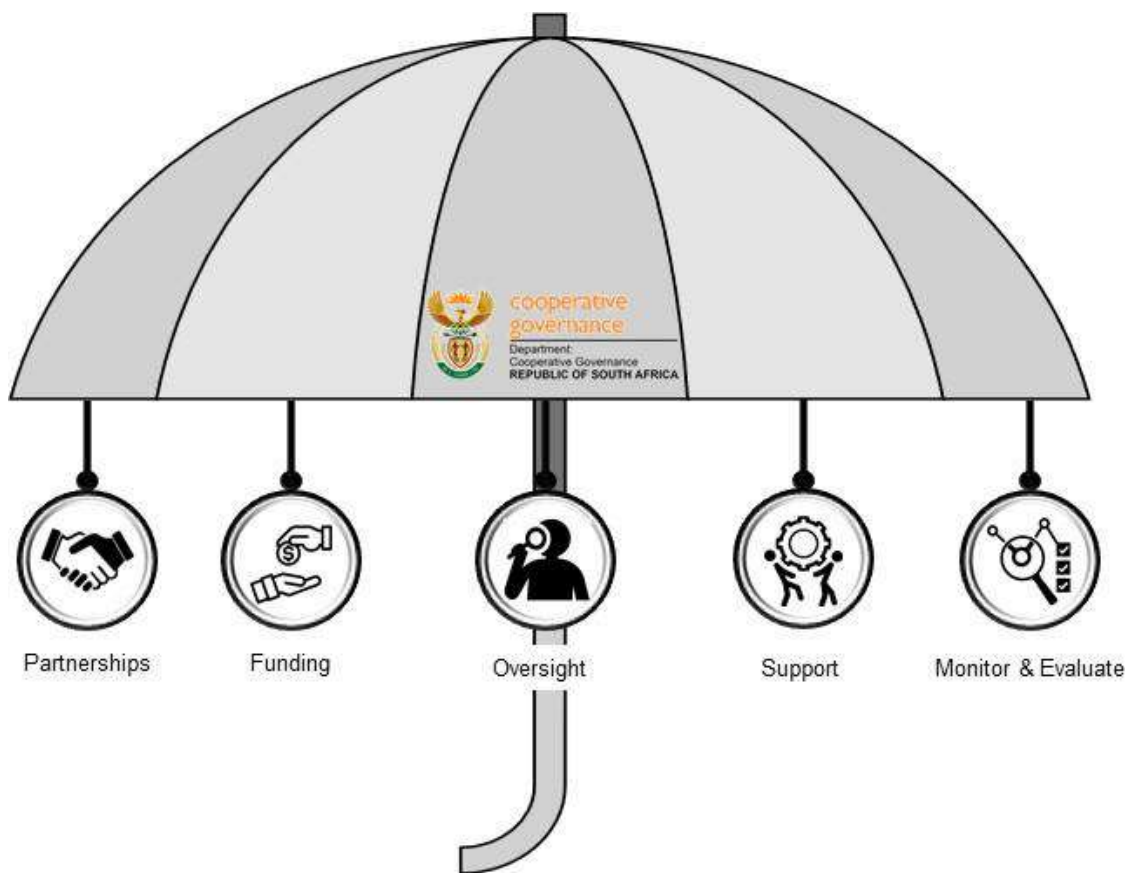


Figure 7.2. DCoGs key responsibilities

Subsequently, the Functional Entity/Governing Body and Task Team will be the implementing agent of the STR and will be responsible for:

- a. Project Management.
- Prepare a Project Management Plan to test the STR in the three (3) pilot sites.



- Stakeholder management.
- b. Project execution and implementation.
 - Identification of towns for prioritisation after piloting.
- c. Capacity building and training.
 - Provide technical support to participating municipalities.
 - Research and development.
 - Draft guidelines resulting from the lessons learned in the implementation of the STR in the three (3) pilot sites.
- d. Release funding to projects and programmes and for the implementation and roll out of the strategy to towns identified for prioritisation.
- e. Communication and marketing to obtain buy-in.
- f. Audit projects and report to DCoG.

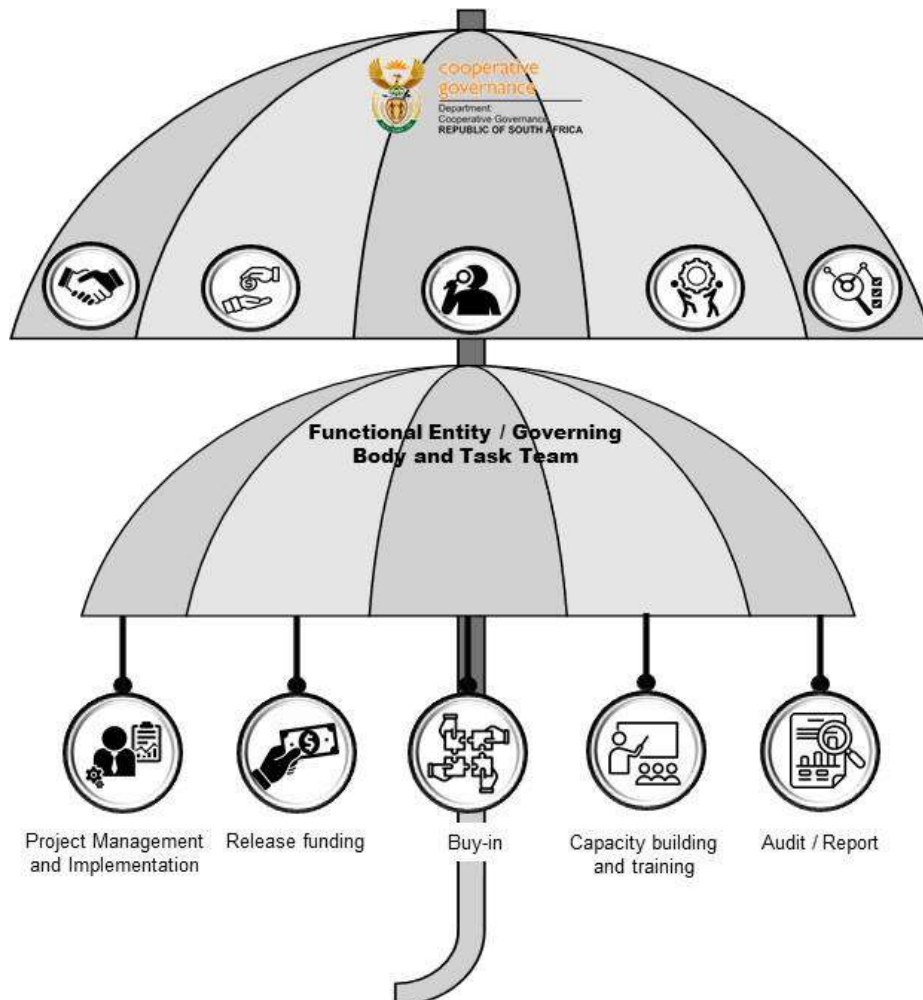


Figure 7.3. Key responsibilities of the Functional Entity / Governing Body and Task Team



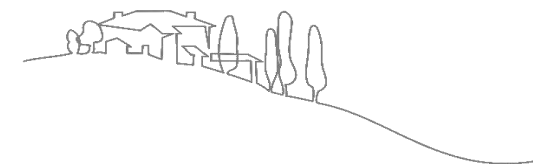
Table 7.2. Rational behind Activity 1

RATIONALE BEHIND PHASE 1	
What informed this activity?	<ul style="list-style-type: none"> • Need for ownership and oversight for the STR at a governmental level. • Lack of effective intergovernmental planning.
What does this activity seek to achieve?	<ul style="list-style-type: none"> • Planning, co-ordination, and integration between all spheres of Government. • Institutional Capacity Building. • Defining roles and responsibilities.
What is the focus of this activity?	<ul style="list-style-type: none"> • Stronger institutional capacity to engage. • Effective leadership at municipal and local level. • Planning, co-ordination and integration between all spheres of Government in the regeneration of small towns.
What are the key priorities?	<ul style="list-style-type: none"> • Establishment of a governing body to drive implementation on a national level. • Mutually agreed-to roles with oversight committees to monitor growth and development. • KPIs to be incorporated into the governing body implementation agents' contracts to optimise performance, track, and measure progress against deliverables, achieve goals and objectives and encourage accountability and responsibility. (<i>*need to obtain buy-in</i>)

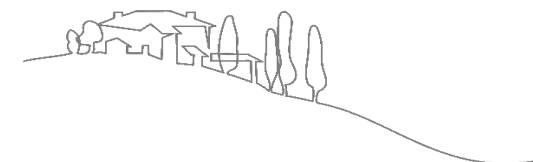


Table 7.3. Functional entity for overseeing the implementation of the strategy.

STR IMPLEMENTATION PLAN 2021-2026 – PHASE 1							
ACTIVITY	FORMULATION OF GOVERNING BODY FOR STR						
STR Objective	<ul style="list-style-type: none"> Objective 4: Co-operative, coherent and responsible governance. Objective 5: Strengthened institutional mechanisms for M & E and data management. 	Alignment with IUDF Policy Lever	<ul style="list-style-type: none"> Lever 5: Efficient land governance and management Policy Lever 8: Effective urban governance Policy Lever 9: Sustainable finances 				
Goal/Target	<ul style="list-style-type: none"> Functional entity overseeing the implementation of the strategy. Planning, co-ordination, and integration between all spheres of government. Institutional capacity building. 	Outcome	<ul style="list-style-type: none"> Schedule 2 or schedule 3B – separate institution in place. Stronger institutional capacity to engage. Effective leadership at municipal and local level. Planning, co-ordination, and integration between all spheres of government in the regeneration of small towns. 				
Short Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	1. Set up a dedicated DCoG task team	DCoG SALGA	X				
	Key steps: <ul style="list-style-type: none"> Undertake formal and transparent recruitment process. Undergo a formal application process (meet all requirements to do well). Determine and assign/appoint DCoG project leaders - ASSIGN THE CORRECT PEOPLE Formalise the governance structures. Formalise means of engagement with all key stakeholders. 						

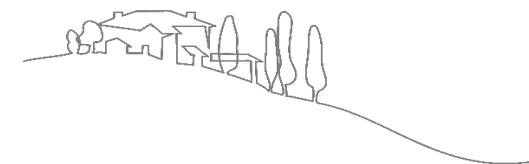


	<ul style="list-style-type: none"> Define role and responsibilities (organogram). Establish a detailed 12-month work plan and highlight the details of deliverables into KPAs. <i>In the interim it is proposed that the Provincial DCoG Reps lead with implementation.</i> 						
	2. Business case for the creation of a new entity developed and approved	DCoG, SALGA, State Attorney's Office	X				
	Key steps: <ul style="list-style-type: none"> Registration of a government enterprise as a 'private' company, registered in terms of section 32 of the Companies Act, 1973 over which the state exercises ownership control, or in which the state has a material interest. Develop job descriptions that are aligned to the organograms on the approved business case. 	DCoG, SALGA, State Attorney's Office	X				
	3. Equipping the Governing Body/ Task Team <ul style="list-style-type: none"> Training and development Research and development Capacity building Mentorship 	DCoG SALGA Local municipality	X	X	X	X	X
	Key steps: <ul style="list-style-type: none"> Build a holistic operational capability. Acquiring new skills, sharpening existing ones, performing better, increase productivity and becoming better leaders. 						
	4. Release funding for identified project plans and interventions						
	Key steps:						



SMALL TOWN REGENERATION STRATEGY | 2021

	<ul style="list-style-type: none"> • Include associated budget and identify project partners. • Interventions will be selected, and priorities based on finding and outcomes of the sector/discipline rational and motivations. • Assess detailed project plans for each intervention. • Identify additional revenue streams. 						
	5. Source Funding	DCoG SALGA Local municipality	X	X	X	X	X
	Key steps: <ul style="list-style-type: none"> • Draft project plan for the three (3) pilots. • Be intentional and aggressive in sourcing funding. • Source funding from public and private sector, international donors. 						
Long Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	6. Implement the strategy	DCoG SALGA Local municipality	X	X	X	X	X
	Key steps: <ul style="list-style-type: none"> • Start with priority interventions. • End with less priority interventions. 						
	7. Monitoring and Evaluation of the strategy	DCoG SALGA Local municipality	X	X	X	X	X
	Key steps: <ul style="list-style-type: none"> • Progress to be reviewed to see what has been implemented of the selected interventions. • interventions audits. 						



	8. Performance review	DCoG	X	X	X	X	X
		SALGA					
		Local municipality					
	<p>Key steps:</p> <ul style="list-style-type: none"> • Review of interventions to assess relevance of existing interventions and uncover new interventions. • Performance review/appraisal of governing bodies. • Review of interventions. • Develop an intervention plan for the next five (5) years drawing from learnt experiences, successes, and failures. 						
Notes/comments	<ul style="list-style-type: none"> • This will be proposed as project one, as proper governance structures and institutional arrangements need to be put in place before the implementation of the strategy and its associated sector/discipline interventions. • The proposed project speaks to focus area: <ol style="list-style-type: none"> 1. Capacity building at all levels of Government. 2. Championing, Leadership and Accountability. 						



7.3.2 Phase 1: Piloting of STR on three (3) towns and readiness assessment for Priority 1 towns.

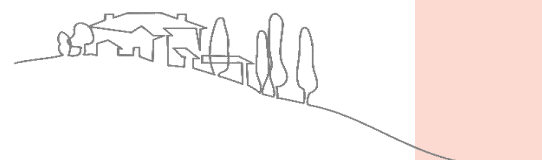
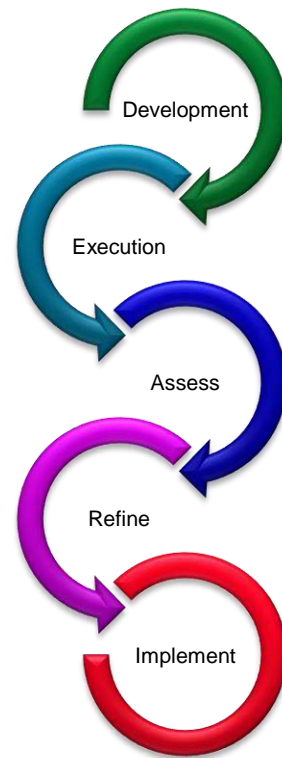
Findings from the Situational Analysis of the STR revealed that there was previously no proper link between the development/planning, execution, impact assessment, refinement, and implementation of the strategy. This being the reason why the development of the STR is focused on overcoming barriers and increasing the effectiveness and pace of the regeneration of SA's small towns.

The STR has been drafted and is ready for execution, yet the proposals and implementation process itself still need to be tested to determine the impact of the strategy and to discover and verify areas that require refinement to ensure sustainability and success in the implementation thereof.

Through the development of the strategy, the importance of pilot sites has been highlighted. The initial implementation of the STR faced several challenges including 1) the lack of criteria in the identification of towns for implementation and 2) a lack of benchmarking or historical referencing of previous small town regeneration efforts.

It is through the process of piloting three (3) sites that roadblocks, opportunities and challenges can be highlighted and implementation can be tested, therefore providing a body of evidence on implementation, drilling down on performance gaps and ensuring improved and effective roll out of the strategy at a larger scale.

Furthermore, engagement with various stakeholders indicates that additional elements should be considered when implementing the strategy e.g., alignment with the DDM, capacity issues facing most municipalities, the need to solidify community engagement in the process etc.



Implementing more than one (1) pilot will expand the frame of reference for the assessment of the strategy, therefore it is proposed that the STR be piloted in three (3) small towns, namely:

DDM Pilot Site	LM Lead Pilot Site	Community Forum Pilot Site
Within a DDM One Plan, spearheaded by the District Municipality.	In municipalities where there is willingness and/or capacity to lead implementation.	In communities where there is willingness and/or capacity to lead implementation.
Proposed Pilot site – Modimolle, Waterberg District Municipality.	Proposed town – Piketberg (Bergrivier LM, West Coast District Municipality) – Top 20 town within Priority List	Proposed town – Senekal (Setsoto LM, Thabo Mofutsanyana DM).

Having three (3) pilot sites will allow for information gathering as a means of expanding the frame of reference for the assessment of the strategy. Through this process knowledge and services can be shared that will contribute towards training implementing agents and to draft evidence-based guidelines for the roll out and implementation of the strategy in other small towns. Determining what works and what does not work to optimise the STR proposals by finding roadblocks, opportunities, and challenges will provide not only a perspective about how well the strategy is performing in each of the three (3) scenarios (i.e., pilot sites as described above), but will drill down into performance gaps to identify areas of improvement, improve efficiency and effectiveness and set performance expectations.

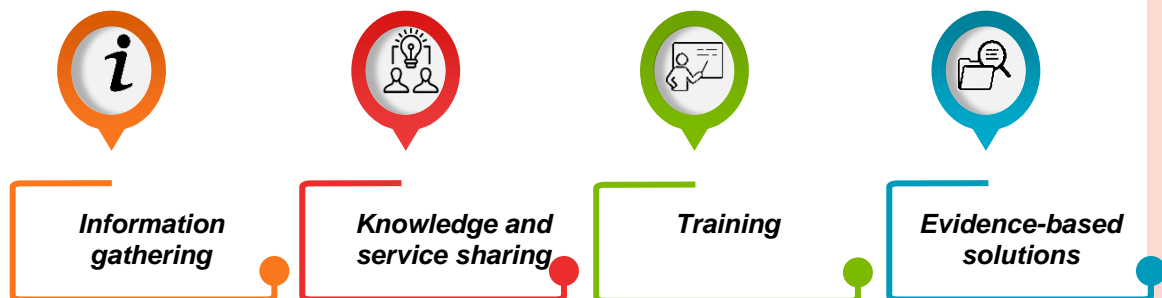


Figure 7.4. Advantages of having three pilot sites

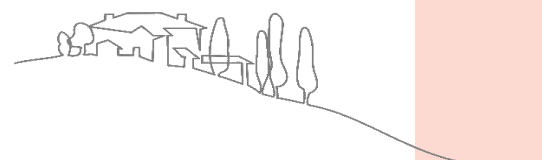


Table 7.4. Rational behind the testing and refinement of the pilot sites

RATIONALE BEHIND THE ANALYSIS AND TESTING OF THE PILOT SITES	
What informed this activity?	<ul style="list-style-type: none"> • Success versus failures of the first implementation of the STR. • The disconnect between proposals at a municipal level and at a town level. • Poor planning, provision, and maintenance of infrastructure (civil and social). • Capacity building issues.
What does this activity seek to achieve?	<ul style="list-style-type: none"> • Identify detail in terms of gaps and challenges to implementation. • Provide lessons learnt. • Give confidence to other towns on tried and tested strategy. • Identify mechanisms for adoption at a local level, e.g., Where will the STR find its “home”? IDP and/or SDF? • Test the formulation of the LCFAG. • Test monitoring and evaluation system.
What is the focus of this activity?	<ul style="list-style-type: none"> • Provide evidence-based case studies on implementation. • To direct spatial and infrastructure planning in the piloted towns in a coherent and integrated manner.
What are the key priorities of this activity?	<ul style="list-style-type: none"> • Develop a knowledge base and management system.

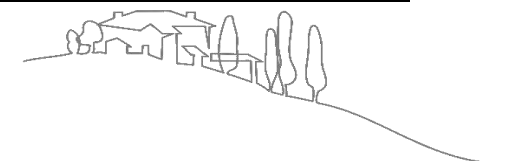
The proposed activity is detailed in **Table 7.5** (see overleaf).



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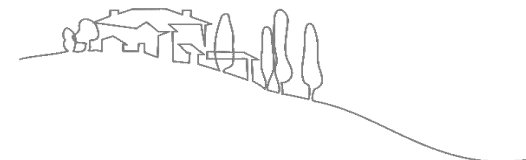
Table 7.5. Implementing the Town-based approach on three (3) pilot sites.

STR IMPLEMENTATION PLAN 2021-2026 – PHASE 2							
ACTIVITY	PILOT WITHIN THREE IDENTIFIED TOWNS						
STR Objective	<ul style="list-style-type: none"> Objective 1: Spatially enabling environment. Objective 2: Broad-based approach to local social development. Objective 3: Equitable economic growth. Objective 4: Co-operative, coherent and responsible governance. Objective 5: Strengthened institutional mechanisms for M&E and data management. 	Alignment with IUDF Policy Lever	<ul style="list-style-type: none"> Lever 1-Integrated Urban Planning and Management Lever 2 -Integrated Transport and Mobility Lever 3 –Integrated Sustainable Human Settlements Lever 4 –Integrated Urban Infrastructure Lever 5 –Efficient Land Governance and Management Lever 6 –Inclusive Economic Development Lever 7 –Empowered Active Communities Lever 8 –Effective Urban Governance Lever 9 –Sustainable Finances 				
Goal/Target	<ul style="list-style-type: none"> To determine the impact of the strategy and to discover and verify areas that require refinement to ensure sustainability and success in the implementation thereof. 	Outcome	<ul style="list-style-type: none"> To develop a comprehensive road map To test and refine the STR proposals and develop a Field Guide. 				
Short Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	1. Kick start implementation in pilot sites	DCoG SALGA Provincial	X				



SMALL TOWN REGENERATION STRATEGY | 2021

		Government Local Municipality					
<p>Key steps:</p> <ul style="list-style-type: none"> • Form Partnerships with identified towns. • Conduct a readiness assessment. <ul style="list-style-type: none"> ○ Identify key interest groups and champions to assist and undertake readiness assessment. ○ Facilitate town readiness assessment (includes facilitation of questionnaires and community engagements). 							
2. Lay the groundwork (2 to 3 months)		STR Governing Body Local Municipality LCFAG	X				
<p>Key steps:</p> <ul style="list-style-type: none"> • Assembling of the team (Municipal Task Team, LCFAG and any other interested parties). • Formalise partnership between Municipal Task Team and LCFAG. • Community network analysis. • Create a detailed work plan with a project budget, roles and responsibilities. • Sourcing funding*. • Prepare communications and outreach plan and start with implementation (marketing and branding). • Set up a data management system (to assist with tracking and M&E). • Formally launch the regeneration programme in the town. • Celebration of achievements. <p>Sourcing Funding to occur during each phase and for the lifetime of a project.</p>							
3. Explore the community and town (6 to 8 months)		Local Municipality LCFAG Community	X				



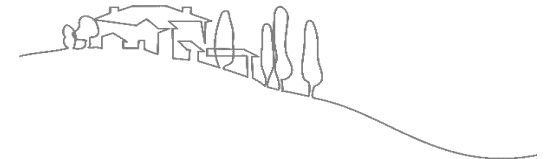
SMALL TOWN REGENERATION STRATEGY | 2021

		National and Provincial Sector Departments					
	<p>Key steps:</p> <ul style="list-style-type: none"> • Community engagement and participation to get buy-in and to gather information. • Establish a volunteer base – growing collaboration. • Through engagements formulate a development vision and goals for the town. • Prepare engagement plan. (Minimum of 4 engagements) • Record of engagement process. • Identify projects and programmes that can start with immediate implementation and prepare action plan. • Prepare SEBS. • Prepare Market Study. • Built environment, biophysical, infrastructure, social service provision assessment and land-use analysis where applicable. • Setting up of a GIS system. • Transcribe and summarize data and the data should be in the public domain. • Sourcing funding*. <p>Celebration of achievements.</p>						
	4. Design and Resolve (4 to 6 months)	Local Municipality LCFAG Community Sector Departments		X			
<p>Key steps:</p> <ul style="list-style-type: none"> • Formulate Precinct Plan (to include place-making and built-form framework) • Formulate Urban Management Plan. • Formulate Safety and Security Plan. 							



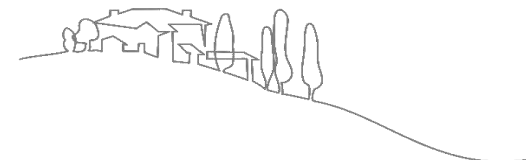
SMALL TOWN REGENERATION STRATEGY | 2021

	<ul style="list-style-type: none"> • Adoption of longer-term projects into SDF and IDP. • Adoption of the STR projects under a One Plan within a District (DDM). • Community engagement (Minimum of 3 engagements). • Prepare Action Plan. • Update of Data • Sourcing Funding*. • Celebration of achievements. 						
	5. Action Plan (3+ Months)	Local Municipality (LED and Social Development) LCFAG Appointed consultant/s	X	X	X	X	X
	<p>Key steps:</p> <ul style="list-style-type: none"> • After Step 2, 3 and 4 there will be reporting to the task team. • Mobilising of resources. • Continuation of plans identified in Step 3. • Inclusion of Precinct Plan in SDF, IDP and DDM One Plan. • Update of Data. • Celebration of achievements. 						
	6. Conduct readiness assessment on Priority 1 towns	DCoG SALGA Local Municipality LCFAG	X				
<p>Key Steps:</p>							



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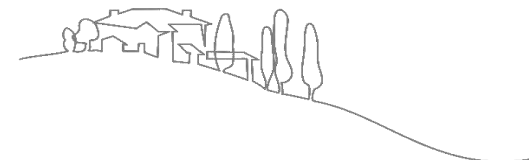
	<ul style="list-style-type: none"> Identify and train champions within Priority 1 towns for training within the LM and the community. Conduct readiness assessment. 						
	7. Source funding	DCoG SALGA Local Municipality LCFAG	X	X	X	X	X
	<p>Key steps:</p> <ul style="list-style-type: none"> Draft project proposals. Be intentional and aggressive in sourcing funding. Source funding from public and private sector, international donors. 						
Long Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	8. Implement identified projects	DCoG SALGA Local Municipality LCFAG		X	X	X	X
	<p>Key steps:</p> <ul style="list-style-type: none"> Start with priority projects. End with less priority projects. 						
	9. Monitoring and Evaluation of implemented development projects	DCoG SALGA Local Municipality LCFAG		X	X	X	X
	<p>Key steps:</p>						



SMALL TOWN REGENERATION STRATEGY | 2021

	<ul style="list-style-type: none"> • Progress to be reviewed to see what has been implemented of the selected social development projects. • Project audits. 						
	10. Review and refinement of all interventions	DCoG		X	X	X	X
		SALGA					
		Local Municipality					
		LCFAG					
	<p>Key steps:</p> <ul style="list-style-type: none"> • Review of Precinct Plan to assess relevance of existing projects and to uncover new needs. • Performance review/appraisal of implementing agents. • Review of projects. • From the pilot sites – draft report on learnt experiences, successes and failures. 						
Notes/comments	<ul style="list-style-type: none"> • DDM provides support whereby struggling municipalities can be capacitated. • Use existing structures that are operational and have sound credibility in the small town, if applicable. 						

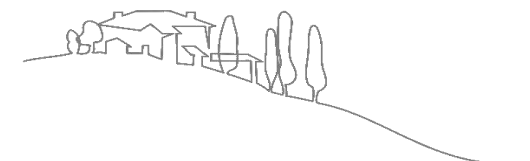
The following table (see overleaf) elaborates on the interventions included in the formulation of a LCFAG.



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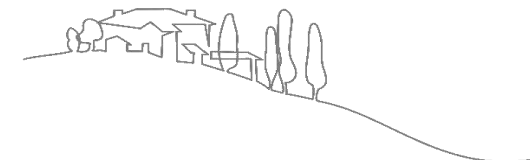
Table 7.6. Establishment of a STR Local Community Forum and Action Group

STR IMPLEMENTATION PLAN 2021-2026							
ACTIVITY	ESTABLISHMENT OF A STR LOCAL COMMUNITY FORUM AND ACTION GROUP (LCFAG)						
STR Objective	Objective 1: Spatially enabling environment. Objective 2: Broad-based approach to local social development.	Alignment with IUDF Policy Lever	<ul style="list-style-type: none"> • Lever 1: Integrated Urban Planning and Management. • Lever 3: Integrated Sustainable Human Settlements. • Lever 7: Empowered Active Communities. • Lever 8: Effective Urban Governance. 				
Goal/Target	All-inclusive approach to engage all community members to work together in partnership with local government to revitalize their small towns and its surroundings.	Outcome	<ul style="list-style-type: none"> • Community led social development. • Properly funded, citizen-led neighbourhood vision and planning processes. • Stronger institutional capacity to engage. • Effective leadership at local level. • Ownership of the STR Programme at a local level. • Contextually appropriate interventions and development. 				
Short Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	1. Appoint a team at a municipal level that will be solely dedicated to the STR project.	Local Municipality (LED and SD)	X				
	Key steps: <ul style="list-style-type: none"> • Opportunity to start the project right by appointing the right people to do the job well. • Ensure members of the team have the right skills and experience. 						



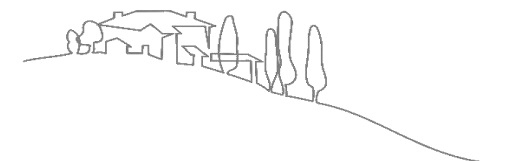
SMALL TOWN REGENERATION STRATEGY | 2021

	<ul style="list-style-type: none"> Each member to sign a legally binding contract (include role, duties, responsibilities, KPAs, KPIs, project plan, RFQ, ToR). 						
	2. Raise awareness and educate people on the new STR strategy, focusing on the vision, mission, objectives and emphasising the importance of the role each member can play in the success of the strategy.	Local Municipality (LED and SD)	X				
	Key steps: <ul style="list-style-type: none"> Obtain buy-in and community support. Use these engagements to identify groups/ members to form part of the LCFAG. 						
	3. Nominate LCFAG members.	Local government Proposed LCFAG members	X				
	Key steps: <ul style="list-style-type: none"> Appoint project leaders – APPOINT THE CORRECT PEOPLE. Draft a constitution and MoU between local government and the LCFAG. Formalize the governance structures. Define role and responsibilities (organogram). Establish a detailed 12-month work plan and highlight the details of deliverables into KPAs. 						
	4. Conduct a Socio-economic Baseline Study/Diverse needs Assessment	Local Municipality (LED and SD) LCFAG Appointed consultant/s		X			
	Key steps: <ul style="list-style-type: none"> Appoint a consultant. 						



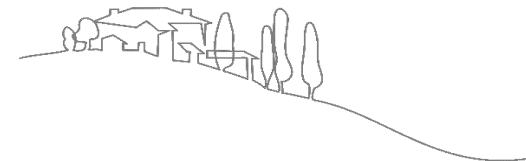
SMALL TOWN REGENERATION STRATEGY | 2021

	<ul style="list-style-type: none"> Refer to section 6.3. 						
	5. Collectively identify social development projects applicable to the small town	Local Municipality (LED and SD) LCFAG Appointed consultant/s		X			
	<p>Key steps:</p> <ul style="list-style-type: none"> Projects will be selected, and priorities based on finding and outcomes of the SEBS or DNA. Draft detailed project plans for each project. Include associated budget and identify project partners. Other sub-implementation plans to step from this phase. 						
	6. Source funding	DCoG SALGA Provincial Government Local Municipality (LED and SD) LCFAG	X	X	X	X	X
	<p>Key steps:</p> <ul style="list-style-type: none"> Draft project proposals. Be intentional and aggressive in sourcing funding. Source funding from public and private sector, international donors. 						
Long Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	7. Implement identified social development projects	DCoG SALGA			X	X	X



SMALL TOWN REGENERATION STRATEGY | 2021

		Provincial Government Local Municipality (LED and SD) LCFAG					
	Key steps: • Start with priority projects. • End with less priority projects.						
	8. Monitoring and Evaluation of implemented social development projects	DCoG SALGA Local Municipality (LED and SD) LCFAG		X	X	X	X
	Key steps: • Progress to be reviewed to see what has been implemented of the selected social development projects. • Project audits.						
	9. Review and refinement of all interventions	DCoG SALGA Provincial Government Local Municipality (LED and SD) LCFAG		X	X	X	X



SMALL TOWN REGENERATION STRATEGY | 2021

	<p>Key steps:</p> <ul style="list-style-type: none"> • Review of SEBS/DNA to assess relevance of existing projects and to uncover new needs. • Performance review/appraisal of implementing agents. • Review of projects. • Develop a plan for the next 5 years drawing from learnt experiences, successes and failures. 						
Notes/comments	<ul style="list-style-type: none"> • Use existing structures that are operational and have sound credibility in the small town, if applicable. • Training on the fundamental principles and intention of STR strategy and proposed interventions to occur throughout. 						



7.4 Phase 2 – 4: Roll out of the STR to small towns

The roll out of the STR to individual towns is based on:

- Historic implementation: During the first implementation there were 18 towns identified, however over the seven (7) year period since implementation only tow (2) claim success, with the rest having stalled or still underway.
- Alignment and collaboration with SALGA.
- Alignment and collaboration with the DDM.
- Capacity constraints within municipalities, DCoG and SALGA.

As a result this STR Implementation Plan, seeks to follow a staggered approach to the roll out of the strategy to ensure impactful implementation. Therefore, criteria was developed for the selection of the prioritised small towns. Furthermore, Criteria 3 speaks to a readiness assessment (See section 5.2: Guiding Element 4) which aims to explore the community where the STR will be implemented and unpack town and community needs. The readiness assessments will occur during each phase (year 2 - 4) in the order of prioritised towns. These assessments enable:

- A deeper understanding of each town and its community at a granular level;
- Obtaining buy-in from the local authority and the community;
- Understanding leadership, skills and capacity dynamics of the town;
- Understanding of existing networks at a local level; and
- Highlighting what areas of development for the town need to be prioritised (the detail of this to be drilled down).

The roll out of the STR to prioritised towns, through conducting a readiness assessment, is an action step that can occur simultaneously as the piloting of the three (3) small towns. Towns that are able to show readiness, namely having internal leadership, capacity and citizen ownership are able to implement at a town level.

Table 7.7. Rational behind roll out of the STR to small towns

RATIONALE BEHIND ROLL OUT TO SMALL TOWNS	
What informed this activity?	<ul style="list-style-type: none"> • Regeneration of small towns.
What does this activity to achieve?	<ul style="list-style-type: none"> • Determine readiness for each town. • Community buy-in and ownership. • Contextually appropriate interventions and development.



	<ul style="list-style-type: none"> • Cascading benefits which occur over time will most impact or change a community.
What is the focus of this activity?	<ul style="list-style-type: none"> • All of society approach.
What are the key priorities?	<ul style="list-style-type: none"> • The primary focus should be on projects that have a long-term impact on the local economy and can contribute to the sustainable beneficial development of a community. • Encourage the practice of undertaking scoping/feasibility/baseline assessments prior to roll out of the strategy in a selected town.

The roll out prioritises Priority 1 towns during the first five (5) years, looking at five (5) towns for Phase 2, with incremental growth per phase. The number of towns to implement is subject to capacity issues and how they have fared during the readiness assessment.

A comprehensive exercise was carried over small towns to determine their prioritisation, which looks at a town’s standing in the IUDF and NSDF, accessibility along national, provincial or regional routes, and readiness. Additionally, towns were scored negatively depending on their location within a Metro or an ICM. See section 5.2 and Annexure A for full list of Priority Towns.

Based on the above criteria, the following towns have been identified as Priority 1 towns over which a readiness assessment has to be conducted during Phase 1 to determine the towns for the focus of roll out during phase 2 - 4.

Table 7.8. Priority 1 Towns

Priority 1 Towns	Weighting*	Local Municipality	District Municipality	Province
1. Beaufort West	17	Beaufort West	Central Karoo	Western Province
2. Colesberg	16	Umsobomvu	Pixley Ka Seme	Northern Cape
3. Lichtenburg	16	Ditsobotla	Ngaka Modiri Molema	North West
4. Vryburg	16	Naledi	Dr Ruth Segomotsi Mompati	Northern Cape
5. Cradock	15	Inxuba Yethemba	Chris Hani	Eastern Cape
6. Middelburg (E.C.)	15	Inxuba Yethemba	Chris Hani	Eastern Cape
7. Springbok	15	Nama Khoi Local Municipality	Namakwa District Municipality	Northern Cape



SMALL TOWN REGENERATION STRATEGY | 2021

Priority 1 Towns	Weighting*	Local Municipality	District Municipality	Province
8. Aliwal North	14	Walter Sisulu	Joe Gqabi	Eastern Cape
9. Graaf-Reinet	14	Dr Beyers Naudé	Sarah Baartman	Eastern Cape
10. Lydenburg	14	Thaba Chweu	Ehlanzeni	Mpumalanga
11. Swellendam	14	Swellendam	Overberg	Western Cape
12. Winburg	14	Masilonyana	Lejweleputswa	Free State
13. Malmesbury	13	Swartland	West Coast	Western Cape
14. Pongola	13	uPhongolo	Zululand	KwaZulu Natal
15. Belfast	12	Emakhazeni	Greater Tubatse	Mpumalanga
16. De Aar	12	Emthanjeni	Pixley Ka Seme	Northern Cape
17. Kokstad	12	Greater Kokstad	Harry Gwala	KwaZulu Natal
18. Wolmaransstad	12	Mquassi Hills	Dr Kenneth Kaunda	North West
19. Aberdeen	11	Dr Beyers Naudé	Sarah Baartman	Eastern Cape
20. Moorreesburg	11	Swartland	West Coast	
21. Piketberg	11	Bergrivier	West Coast	Western Cape
22. Ventersdorp	11	JB Marks	Dr Kenneth Kaunda	North West
23. Zeerust	11	Ramotshere Moiloa	Ngaka Modiri Molema	North West

* See Annexure A for a complete list of Priority 1, 2 and 3 towns.

The following image identifies Priority 1, 2 and 3 towns for the roll out of the STR.

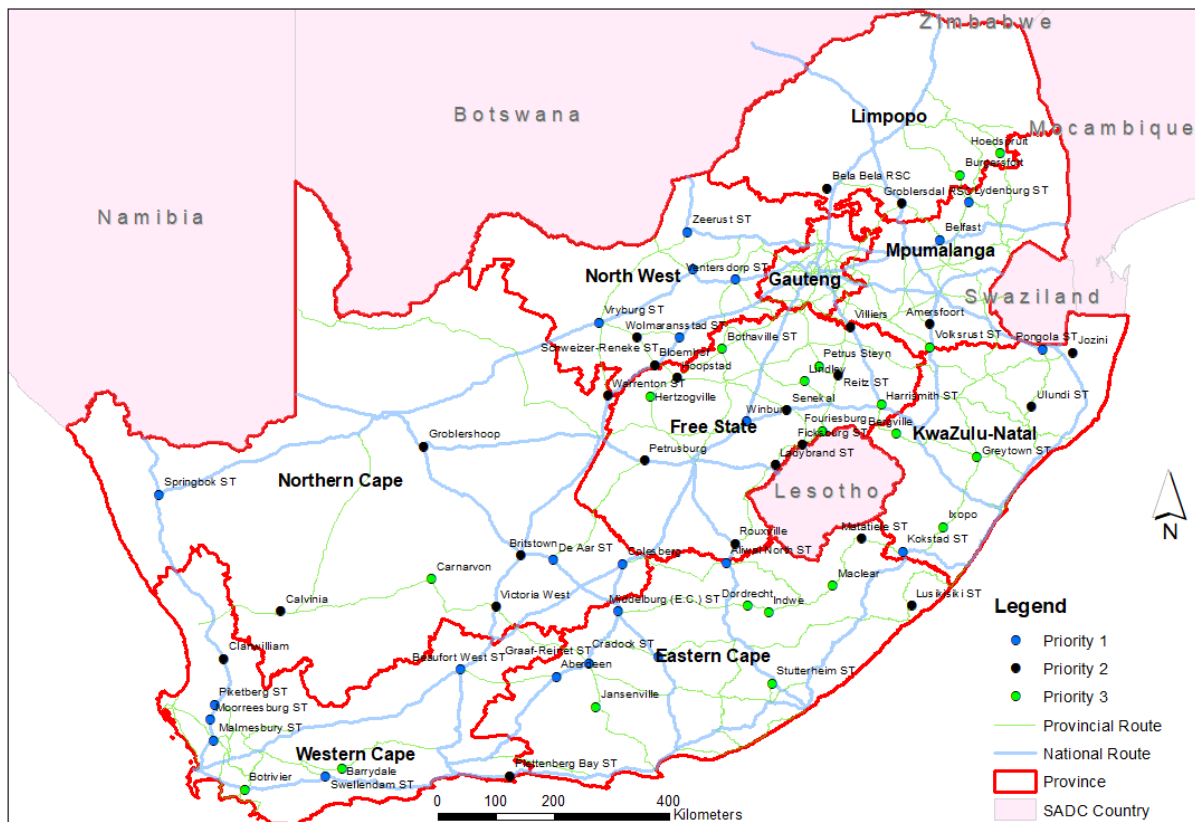


Figure 7.5. STR Priority Towns 1, 2 and 3

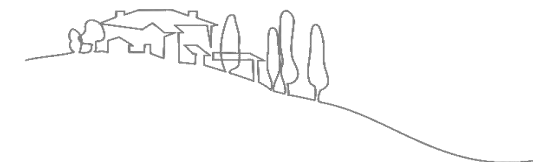
The following tables speak to implementation following the town-based and regionalist approach.



SMALL TOWN REGENERATION STRATEGY | 2021

Table 7.9. Roll out to prioritised towns (Phase 2 – 4)

STR IMPLEMENTATION PLAN 2021-2026 – PHASE 2 – 4							
ACTIVITY	ROLL OUT OF STR IN PRIORITISED SMALL TOWNS						
STR Objective	<ul style="list-style-type: none"> Objective 1: Spatially enabling environment. Objective 2: Broad-based approach to local social development. Objective 3: Equitable economic growth. Objective 4: Co-operative, coherent and responsible governance. Objective 5: Strengthened institutional mechanisms for M&E and data management. 	Alignment with IUDF Policy Lever	<ul style="list-style-type: none"> Levers 1-Integrated Urban Planning and Management Lever 2 -Integrated Transport and Mobility Lever 3 –Integrated Sustainable Human Settlements Lever 4 –Integrated Urban Infrastructure Lever 5 –Efficient Land Governance and Management Lever 6 –Inclusive Economic Development Levers 7 –Empowered Active Communities Lever 8 –Effective Urban Governance Lever 9 –Sustainable Finances 				
Goal/Target	<ul style="list-style-type: none"> A transformed, safe, socially and regionally integrated and economically viable and inclusive town with well-maintained infrastructure that allow people and place to realise their full potential through active citizenry. 	Outcome	<ul style="list-style-type: none"> To develop a comprehensive roadmap for the regeneration of a small town. To develop an implementation plan for projects and programmes. Active Citizens. 				
Short Term Priorities		Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	1. Lay the groundwork (2 to 3 months)	STR Governing Body Local Municipality	X				



SMALL TOWN REGENERATION STRATEGY | 2021

		LCFAG					
	<p>Key steps:</p> <ul style="list-style-type: none"> Assembling of the team (Municipal task Team, LCFAG and any other interested parties) Formalise partnership between Municipal Task Team and LCFAG. Community network analysis. Create a detailed work plan with a project budget, roles, and responsibilities. Sourcing funding*. Prepare communications and outreach plan and start with implementation (marketing and branding). Set up a data management system (to assist with tracking and M&E). Formally launch the Regeneration programme in the town. Celebration of achievements. <p>Sourcing Funding to occur during each phase and for the lifetime of a project.</p>						
	<p>2. Explore the community and town (6 to 8 months)</p>	Local Municipality LCFAG Community Sector Departments	X				
<p>Key steps:</p> <ul style="list-style-type: none"> Community engagement and participation to get buy-in and to gather information. Establish a volunteer base – growing collaboration. Through engagements formulate a development vision and goals for the town. Prepare engagement plan. (Minimum of 4 engagements) Record of engagement process. Identify projects and programmes that can start with immediate implementation and prepare action plan. Prepare SEBS. 							



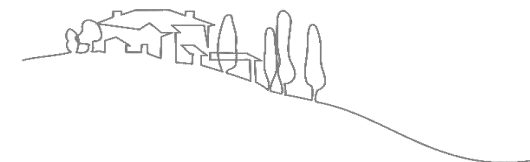
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	<ul style="list-style-type: none"> • Prepare Market Study. • Built environment, biophysical, infrastructure, social service provision assessment and land-use analysis where applicable. • Setting up of a GIS system. • Transcribe and summarize data and the data should be in the public domain. • Sourcing Funding*. • Celebration of achievements. 						
	3. Design and Resolve (4 to 6 months)	Local Municipality LCFAG Community Sector Departments		X			
	<p>Key steps:</p> <ul style="list-style-type: none"> • Formulate Precinct Plan (to include place-making and built-form framework). • Formulate Urban Management Plan. • Formulate Safety and Security Plan. • Adoption of longer-term projects into SDF and IDP. • Adoption of the STR projects under a One Plan within a District (DDM). • Community engagement (minimum of 3 engagements). • Prepare Action Plan. • Update of data • Sourcing Funding*. • Celebration of achievements. 						
4. Action Plan (3+ Months)	Local Municipality (LED and SD) LCFAG Appointed	X	X	X	X	X	



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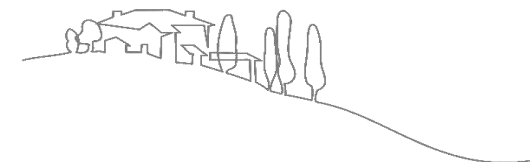
		consultant/s					
	<p>Key steps:</p> <ul style="list-style-type: none"> • After Step 2, 3 and 4 there will be reporting to the task team. • Mobilising of resources. • Continuation of plans identified in Step 3. • Inclusion of Precinct Plan in SDF, IDP and DDM One Plan. • Implementation of projects and programmes as identified in Precinct Plan. • Update of data. • Celebration of achievements. 						
Long Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	5. Source funding	DCoG SALGA Provincial Government Local Municipality LCFAG	X	X	X	X	X
	<p>Key steps:</p> <ul style="list-style-type: none"> • Draft project proposals. • Be intentional and aggressive in sourcing funding. • Source funding from public and private sector, international donors. 						
Notes/comments	<ul style="list-style-type: none"> • Use existing structures that are operational and have sound credibility in the small town, if applicable. • Training on the fundamental principles and intention of STR Strategy and proposed interventions to occur throughout. 						



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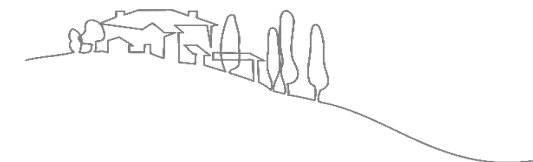
Table 7.10. Roll out using the Regionalist Approach

STR IMPLEMENTATION PLAN 2021-2026			
ACTIVITY	ROLL OUT OF REGIONALIST APPROACH		
STR Objective	<ul style="list-style-type: none"> Objective 1: Spatially enabling environment. Objective 2: Broad-based approach to local social development. Objective 3: Equitable economic growth. Objective 4: Co-operative, coherent and responsible governance. Objective 5: Strengthened institutional mechanisms for M&E and data management. 	Alignment with IUDF Policy Lever	<ul style="list-style-type: none"> Lever 1-Integrated Urban Planning and Management Lever 2 -Integrated Transport and Mobility Lever 3 –Integrated Sustainable Human Settlements Lever 4 –Integrated Urban Infrastructure Lever 5 –Efficient Land Governance and Management Lever 6 –Inclusive Economic Development Lever 7 –Empowered Active Communities Lever 8 –Effective Urban Governance Lever 9 –Sustainable Finances
Goal/Target	<ul style="list-style-type: none"> FER to allow for transformed, safe, socially and regionally integrated and economically viable and inclusive towns with well-maintained and regionally integrated infrastructure. 	Outcome	<ul style="list-style-type: none"> Regionally-focused strategic guidance on important considerations for settlement development and land-use planning. Regional development opportunities and development drivers.



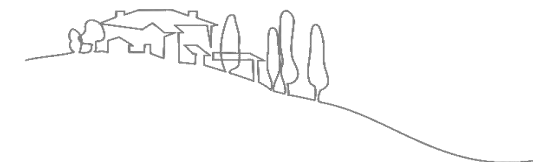
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Short Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	1. Identification of region and key stakeholders and forming of partnerships.	DCoG, SALGA, Municipalities	X				
	Key steps: <ul style="list-style-type: none"> Identification of a Functional Economic Region (for example, DDM One Plan and NDP). Identification of partners and stakeholders (e.g., cross-border collaboration). Formalise governance structure and partnerships. 						
	2. Undertake a market study to identify comparative advantages of towns.	DCoG, SALGA, Municipalities and appointed consultants	X	X			
	Key steps: <ul style="list-style-type: none"> Delineation, adoption and promulgation of FER. 						
	3. Develop RSDF	DCoG, SALGA, Municipalities and appointed consultants			X	X	
	Key steps: <ul style="list-style-type: none"> Draft detailed project plan. Include associated budget and identify project partners. Other sub-implementation plans to step from this phase. Adoption and promulgation of RSDF. 						



SMALL TOWN REGENERATION STRATEGY | 2021

	4. Collaborative institutional performance management framework in place	DCoG, SALGA and Municipalities				X	
Long Term Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	5. Incorporation of the RSDF into Province and District SDFs.	DCoG, SALGA, Provincial Government, Private sector, Business Councils				X	X
	6. Joint coordination of infrastructure projects by both public and private sector (through vehicles such as the Investment Programme for SA and PPP initiatives).					X	X
	7. Continuous monitoring and evaluation of the institutional frameworks and projects.	DCoG, SALGA, Provincial Government, Private sector			X	X	X
8. Provide more financial and non-financial support small businesses and informal sector enterprises.	Provincial Government, DSBD, SEDA, SEFA, DCoG, SALGA, Private Sector				X	X	
Notes/comments							

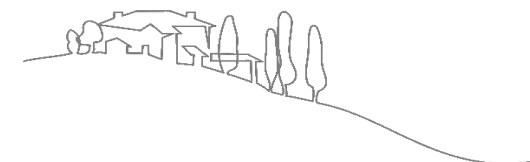


7.5 Phase 5: Performance review

The overall objective of this phase is to ensure there has been proper review during the implementation of the STR as well as to track results and impacts on the interventions. In addition to the review of how the strategy has been implemented this phase will include the continued roll out of the STR to other towns.

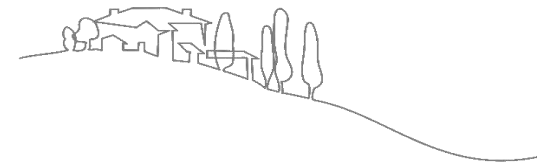
Table 7.11. Performance Review

STR IMPLEMENTATION PLAN 2021-2026 – PHASE 5							
ACTIVITY	PERFORMANCE REVIEW						
STR Objective	<ul style="list-style-type: none"> Objective 4: Co-operative, coherent and responsible governance. Objective 5: Strengthened institutional mechanisms for M & E and data management. 	Alignment with IUDF Policy Lever	<ul style="list-style-type: none"> Levers 1-Integrated Urban Planning and Management Lever 8 –Effective Urban Governance Lever 9 –Sustainable Finances 				
Goal/Target	<ul style="list-style-type: none"> Strengthened M&E institutional arrangements. 	Outcome	<ul style="list-style-type: none"> Improved capacity of Local Government in the use of evidence-based data. 				
Priorities	Intervention	Responsibility / Key institutions	Timeframe (2021-2026)				
			Year 1	Year 2	Year 3	Year 4	Year 5
	1. Performance Review	STR Governing Body Local Municipality LCFAG					X
	Key steps: <ul style="list-style-type: none"> Review of interventions to assess relevance of existing interventions and uncover new interventions. Performance review/appraisal of governing bodies. Review of interventions. Develop an intervention plan for the next five (5) years drawing from learnt experiences, successes, and failures. 						



SMALL TOWN REGENERATION STRATEGY | 2021

- Use existing structures that are operational and have sound credibility in the small town, if applicable.
- Training on the fundamental principles and intention of STR strategy and proposed interventions to occur throughout.
- Update of the Field Guide.



7.6 Conclusion

The first implementation of the STR was met with several challenges (including its lack of alignment with the IUDF - which was conceived after the fact). This iteration of the STR has taken heed of the lessons learnt from the initial implementation, situational analysis and engagements with stakeholders and aims to provide a more robust and relevant strategy for DCoG to take forward.

The implementation of the STR will follow a five (5) phase methodology that comprises:

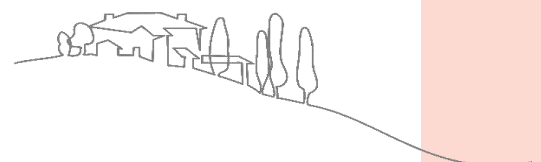
- **Phase 1 – the formulation of a Functional Entity/Governing Body and Task Team.** This phase will be spearheaded by DCoG together with SALGA to form a body that will provide oversight, lead the marketing of the STR on a national scale and source funding for the next phase. This phase will include the piloting of the STR towns, including a town that falls within the DDM One Plan and also includes conducting readiness assessments for Priority 1 towns and the training of STR champions within these towns. It is also during the readiness assessment that towns will indicate their ability to follow a town-based or a regionalist approach.
- **Phase 2 – Roll out to five (5) Priority 1 towns:** This phase will include the roll out to Priority 1 towns, roll out to towns within the DDM One Plan (regionalist and town-based approach), confirming the readiness for the following eight (8) Priority 1 towns, and the training of STR champions within these towns.
- **Phase 3 – Roll out to eight (8) Priority 1 towns:** This phase will include the roll out to eight (8) Priority 1 towns, confirming readiness for the following 10 Priority 1 towns, analysis on the areas for implementation of the Regionalist Approach, and the training of STR champions within these towns.
- **Phase 4 – Roll out to 10 Priority 1 towns:** This phase will conclude the roll out to Priority 1 towns, conducting readiness assessments for Priority 2 towns, implementation of the Regionalist Approach, and the training of STR champions within these towns.
- **Phase 5 – Performance Review:** This phase comprises the roll out to Priority 2 towns as well as an assessment and review process of the implementation of the STR within Phases 1 - 4.

The IUDFs goal of Spatial Transformation can happen only through collaborative and integrated efforts from various stakeholders – the municipality and its officials, civic



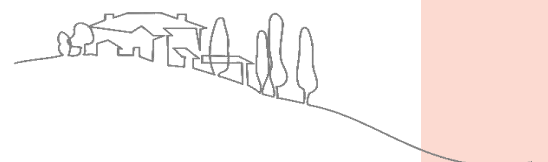
society, community members, public and private institutions – following an all of society approach. Reaping the urban dividend will require a commitment from all role-players to collaborate, as well as strong intergovernmental coordination among the various role players that influence city form and space (IUDF, 2016: 33).

From a policy and programme perspective, the approach and proposals offered in this document are aligned with the national development perspective and the identification and implementation of the above projects on the three (3) pilot site towns will provide strong evidence-based insights on the implementation of the STR.



ANNEXURE A

A LIST OF SMALL TOWNS AS SCORED AGAINST THE CRITERIA FOR THE
PRIORITISATION OF SMALL TOWNS



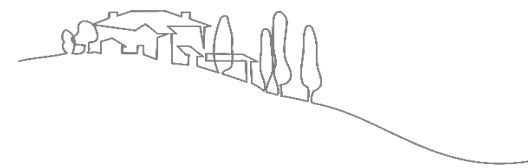
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SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Beaufort West	5		3	5	4											17
Colesberg		4		5	4		2			1						16
Lichtenburg	5		3		4		2		1	1						16
Vryburg	5		3		4	3			1							16
Cradock	5		3		4			1	1	1						15
Middelburg (E.C.)		4		5	4		2									15
Springbok	5	4		5							1					15
Aliwal North	5		3		4				1	1						14
Graaf-Reinet	5		3		4				1	1						14
Lydenburg	5		3			3	2				1					14
Swellendam	5		3		4				1	1						14
Winburg		4		5	4						1					14
Malmesbury			3		4	3	2		1							13
Pongola	5		3		4					1						13
Belfast		4			4		2			1	1					12
De Aar	5		3				2			1	1					12
Kokstad	5		3				2		1		1					12
Wolmaransstad			3		4		2		1	1	1					12
Aberdeen		4			4				1	1	1					11
Moorreesburg	5	4							1		1					11
Piketberg		4			4			1	1	1						11
Ventersdorp			3		4	3			1							11



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Zeerust		4			4		2		1							11
Amersfoort		4			4				1	1						10
Clanwilliam	5	4							1							10
Groblersdal	5		3						1	1						10
Matatiele	5	4								1						10
Petrusburg		4			4				1	1						10
Rouxville		4			4				1	1						10
Senekal			3		4		2				1					10
Victoria West		4			4				1	1						10
Villiers		4			4				1	1						10
Bela Bela	5		3					1								9
Bloemhof			3		4				1	1						9
Britstown		4		5												9
Calvinia	5						2	1		1						9
Ficksburg			3			3	2				1					9
Groblershoop		4		5												9
Hoopstad		4				3	2									9
Jozini	5	4														9
Ladybrand			3		4				1	1						9
Lusikisiki	5		3							1						9
Plettenberg Bay	5		3						1							9
Reitz			3			3	2				1					9



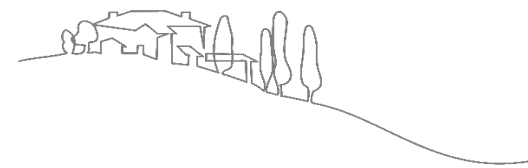
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SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Schweizer-Reneke			3			3	2	1								9
Ulundi	5		3							1						9
Warrenton			3		4				1	1						9
Barrydale		4					2			1	1					8
Bergville		4					2			1	1					8
Bothaville			3			3	2									8
Botrivier					4	3			1							8
Burgersfort	5	4					2			1	1				-5	8
Carnarvon		4					2	1		1						8
Dordrecht		4					2	1		1						8
Fouriesburg		4					2			1	1					8
Greytown			3			3	2									8
Harrismith	5		3	5											-5	8
Hertzogville		4					2			1	1					8
Hoedspruit		4					2			1	1					8
Indwe		4					2			1	1					8
Ixopo		4					2			1	1					8
Jansenville		4					2			1	1					8
Lindley		4					2			1	1					8
Maclear		4					2			1	1					8
Petrus Steyn		4					2			1	1					8
Stutterheim			3		4						1					8



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Volksrust			3				2		1	1	1					8
Adelaide		4					2				1					7
Amsterdam		4				3										7
Ashton		4				3										7
Balfour			3			3				1						7
Barkley East		4					2			1						7
Barkley-West			3				2			1	1					7
Brandfort		4				3										7
Burgersdorp		4					2			1						7
Carolina		4				3										7
Dealesville		4				3										7
Hermanus			3				2			1	1					7
Koffiefontein		4					2			1						7
Koster			3				2			1	1					7
Lady Grey		4					2			1						7
Machadodorp					4				1	1	1					7
Melmoth		4				3										7
Modimolle			3				2	1		1						7
Morgenzon		4				3										7
Musina	5								1		1					7
Nongoma			3				2			1	1					7
Petrusville		4					2			1						7



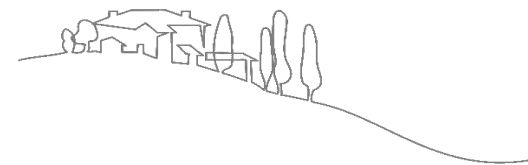
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Port St Johns		4				3										7
Richmond		4						1	1	1						7
Robertson			3				2			1	1					7
Somerset East		4					2			1						7
Stella		4					2				1					7
Taung			3				2			1	1					7
Theunissen			3				2			1	1					7
Verena			3				2			1	1					7
Vrede		4					2	1								7
Vredendal			3				2			1	1					7
Wesselsbron			3				2	1		1						7
Wolseley		4				3										7
Barberton	5		3			3									-5	6
Cathcart		4						1	1							6
Citrusdal		4							1		1					6
Cookhouse					4				1	1						6
De Rust		4							1		1					6
Fort Beaufort			3			3										6
Frankfort			3			3										6
Griekwastad		4							1		1					6
Heidelberg-WC		4							1		1					6
Heilbron			3			3										6



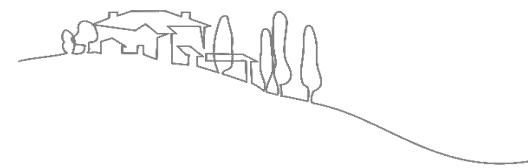
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Hopetown		4						1	1							6
Kakamas		4							1		1					6
Ladysmith	5									1						6
Laingsburg		4							1		1					6
Noupoort		4							1		1					6
Parys			3			3										6
Paterson		4							1		1					6
Port Alfred			3			3										6
Reddersburg		4							1		1					6
Smithfield		4							1		1					6
Steinkopf		4							1		1					6
Steynsburg		4								1	1					6
Trompsburg		4						1	1							6
Van Rhynsdorp					4				1	1						6
Venterstad		4								1	1					6
Viljoenskroon			3			3										6
Vredefort		4								1	1					6
Willowmore		4						1	1							6
Babanango		4								1						5
Bathurst		4								1						5
Bethulie		4									1					5
Boshof		4								1						5



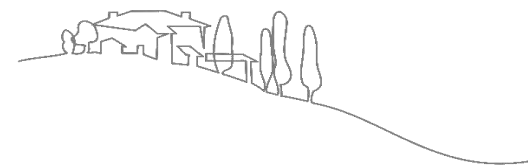
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Bredasdorp		4						1								5
Bulwer		4									1					5
Cala		4									1					5
Carolusberg				5												5
Cofimvaba		4								1						5
Coligny		4									1					5
Concordia				5												5
Cornelia					4						1					5
Delareyville		4						1								5
Delmas						3			1		1					5
Dendron/Dikgale		4									1					5
Devon							2		1	1	1					5
Diphuti		4									1					5
Dullstroom		4									1					5
Engcobo		4									1					5
Exelsior		4						1								5
Flagstaff		4									1					5
Genadendal		4										1				5
Ginginlovu					4						1					5
Grabouw			3						1		1					5
Hankey		4						1								5
Hanover				5												5



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Highflats		4									1					5
Hlabisa		4									1					5
Hluhluwe		4							1							5
Idutywa		4							1							5
Jamestown		4									1					5
Jeffreys Bay			3					1	1							5
Joubertina		4								1						5
Kareedouw							2		1	1	1					5
Kei Road					4					1						5
Keiskammahoek		4									1					5
Kirkwood		4									1					5
Kuruman	5															5
Lady Frere		4									1					5
Lamberts Bay		4									1					5
Libode		4								1						5
Louwsburg		4									1					5
Manguzi	5															5
Marquard		4						1								5
Memel		4								1						5
Mkuze		4							1							5
Moorivier			3					1	1							5
Mookgophong			3						1		1					5



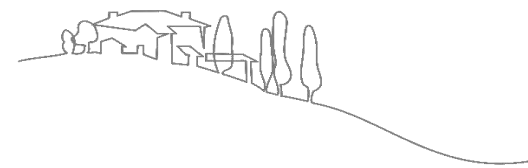
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Morokweng		4									1					5
Mount Ayliff		4							1							5
Murraysburg		4								1						5
Ottosdal		4						1								5
Ozwathini		4									1					5
Peddie		4									1					5
Port Nolloth		4									1					5
Prieska		4							1							5
Prince Albert		4						1								5
Riviersonderend		4							1							5
Roosenekal		4									1					5
Sabie		4									1					5
Seymour		4								1						5
Swartruggens		4								1						5
Tugela Ferry		4								1						5
Tweespruit		4									1					5
Umphumulo		4								1						5
Utrecht		4								1						5
Vaalwater		4									1					5
Warden		4									1					5
West Coast		4								1						5
Badplaas							2			1	1					4



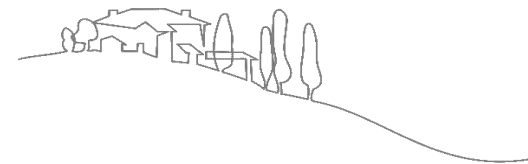
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
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Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Bedford							2			1	1					4
Bizana			3							1						4
Blouberg		4														4
Bochum		4														4
Brandvlei							2	1		1						4
Bultfontein			3					1								4
Calais		4														4
Centane		4														4
Ceza		4														4
Christiana			3					1								4
Clarkebury		4														4
Clydesdale			3							1						4
Coronation							2			1	1					4
Creighton		4														4
Dalton		4														4
Darling		4														4
Dinokana			3								1					4
Douglas			3					1								4
Edenville		4														4
Elliotdale		4														4
Ga-Mafefe		4														4
Ganyesa			3								1					4



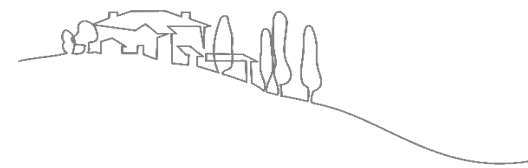
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
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Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Gwalemini		4														4
Harding		4														4
Hendrina			3		4				1	1					-5	4
Himeville		4														4
Hotazel							2			1	1					4
Howick			3					1								4
Ikgomotseng							2			1	1					4
Ingwavuma		4														4
Isithebe			3						1							4
Kei Mouth		4														4
Kenhardt							2			1	1					4
Kenton on sea-Boesmans							2			1	1					4
Koppies		4														4
Kwa Ngwanase		4														4
Lebowakgomo			3								1					4
Lothair		4														4
Loxton							2			1	1					4
Mabeskraal		4														4
Madibogo			3								1					4
Magatle		4														4
Mbazwana		4														4



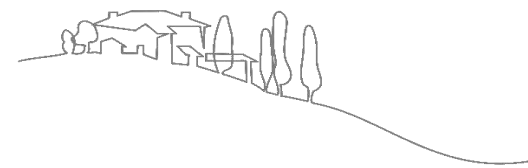
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Mogoto			3					1								4
Mogwase		4														4
Moruleng			3								1					4
Motswedi		4														4
Mount Frere			3						1							4
Mphahlehle			3						1							4
Mphakane			3						1							4
Mtubatuba			3								1					4
Nababeep		4														4
Ndumu		4														4
Ngqeleni		4														4
Nkandla		4														4
Nqamakwe		4														4
Nqutu			3							1						4
Pearston							2			1	1					4
Phondweni		4														4
Phutimolle							2			1	1					4
Porterville							2			1	1					4
Postmasburg			3					1								4
Pudimoe							2			1	1					4
Raditshaba		4														4
Riebeek West		4														4



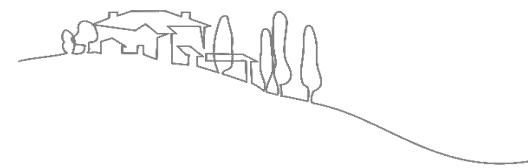
SMALL TOWN REGENERATION STRATEGY | 2021

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Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
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Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Setlagole							2			1	1					4
Sterkspruit			3								1					4
Thabazimbi			3					1								4
Tshaulu		4														4
Tshipise		4														4
Ugu		4														4
Umzinto ST			3								1					4
Velddrif							2			1	1					4
Weenen		4														4
Williston							2			1	1					4
Willowvale		4														4
Zastron		4														4
Zoar							2			1	1					4
Alice							2			1						3
Breyten							2				1					3
Ceres/Wolseley/Tulbagh							2				1					3
Clocolan							2			1						3
Derby							2				1					3
Driekoppies			3													3
Elliot						3										3
Engonyameni			3													3
Eshowe			3													3



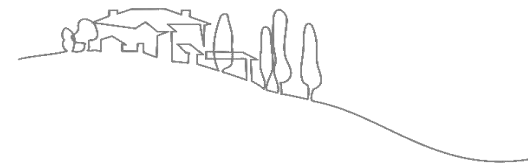
SMALL TOWN REGENERATION STRATEGY | 2021

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Priority 1	CRITERIA 1			CRITERIA 2									CRITERIA 3		DISQUALIFY		
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Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community				
Current STR																	
SMALL TOWNS	WEIGHTING															TOTAL	
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5		
Ga-Kgapane			3													3	
Giyani	5		3												-5	3	
Glen Cowie			3													3	
Glenmore			3													3	
Gravelotte						3										3	
Hobhouse							2			1						3	
iLembe			3													3	
Itsoseng			3													3	
Jane Furse			3													3	
Ka-Bungeni			3													3	
Knysna			3													3	
Leandra			3		4					1					-5	3	
Lephalale	5		3												-5	3	
Lorraine			3													3	
Maluti			3													3	
Matsulu			3		4					1					-5	3	
Montagu							2				1					3	
Nhlazartshe			3													3	
Nieuwoudtville							2			1						3	
Paul-Pietersburg			3													3	
Philipstown							2			1						3	
Phokwane			3													3	



SMALL TOWN REGENERATION STRATEGY | 2021

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Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
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Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Saldanha			3													3
Sekhukhune			3													3
Steynsrus							2			1						3
Tarkastad		4					2			1	1				-5	3
Umgungundlovu			3													3
Vierfontein						3										3
Villiersdorp						3										3
Wepener		4					2			1	1				-5	3
Winterton-Khetani							2			1						3
Xitlhlani			3													3
Zigagayi						3										3
Amatikulu									1	1						2
Caledon									1		1					2
Chrissiesmeer									1		1					2
Edenburg									1		1					2
Eendekuil								1	1							2
Hartbeesfontein		4	3												-5	2
Hennenman			3				2			1	1				-5	2
Kathu									1		1					2
Klawer									1		1					2
Lidgetton									1		1					2
Makwassie								1	1							2



SMALL TOWN REGENERATION STRATEGY | 2021

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Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Marble Hall									1		1					2
Marchand									1		1					2
Marydale									1		1					2
Molteno		4					2			1					-5	2
Natures Valley									1		1					2
Norvalspont									1	1						2
Nottingham Road									1		1					2
Nuwerus									1		1					2
Pienaarsrivier									1		1					2
Pofadder									1		1					2
Roedtan									1		1					2
Sannieshof									1		1					2
Stanford										1	1					2
Strydenburg									1		1					2
Suurbraak									1		1					2
Tsolo A									1		1					2
Wittlesea			3				2			1	1				-5	2
Aggenys									1							1
Albertinia									1							1
Alexandria										1						1
Alldays								1								1
Amalia											1					1



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Amandelbult											1					1
Arlington											1					1
Arniston											1					1
Barsheba											1					1
Biesiesvlei									1							1
Bitterfontein									1							1
Boggomsbaai									1							1
Bonnievale											1					1
Braemar											1					1
Brits	5							1							-5	1
Buffelsbaai										1						1
Buffelsrivier											1					1
Calitzdorp											1					1
Cape St Francis											1					1
Cedarville											1					1
Clarens								1								1
Danielskuil											1					1
Davel									1							1
De Doorns									1							1
Donnybrook											1					1
Dumasini											1					1
Dunnhauser											1					1



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town									Municipality	Community			
Current STR				NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR					
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Elandsbaai											1					1
Fauresmith											1					1
Franklin											1					1
Franschhoek			3				2			1					-5	1
Fraserburg								1								1
Gansbaai										1						1
Ga-Phasha										1						1
Garies										1						1
Gouritsmond											1					1
Graafwater											1					1
Graskop								1								1
Greyton											1					1
Grootdrink										1						1
Hamburg											1					1
Herbertsdale											1					1
Hogsback											1					1
Hopefield											1					1
Jagersfontein								1								1
Kaapmuiden						4				1	1				-5	1
Karos										1						1
Kayser's Beach											1					1
Keate's drift											1					1



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Kestell		4							1		1				-5	1
Khula Village											1					1
Kleinmond										1						1
Kleinzee											1					1
Klipplaat								1								1
Komatiepoot		4							1		1				-5	1
Komga										1						1
Krakeel River										1						1
Kranskop										1						1
Kwarela										1						1
Leeu Gamka									1							1
Leeudoringstad								1								1
Leeupoort								1								1
Loerie											1					1
Loeriesfontein								1								1
Lohattha											1					1
Louterwater										1						1
Luizville								1								1
Maoleni								1								1
Middeldrift										1						1
Mmakotse											1					1
Modjadjiskloof										1						1



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Mt Fletcher										1						1
Muden										1						1
Napier											1					1
New Hanover										1						1
Niekerkshoop											1					1
Northam											1					1
Olifantshoek									1							1
Onseepkans											1					1
Op-die-Berg											1					1
Orania											1					1
Oviston											1					1
Palmerton										1						1
Patensie											1					1
Paternoster											1					1
Paul Roux									1							1
Perdekop										1						1
Philippolis											1					1
Piet Plessis											1					1
Pilgrim's Rest											1					1
Pomeroy										1						1
Pringle Bay										1						1
Pumalanga										1						1



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Qumbu									1							1
Redelinghuys											1					1
Reivilo								1								1
Rhodes											1					1
Riebeek East											1					1
Riebeek-Kasteel										1						1
Rietfontein										1						1
Riversdale									1							1
Rosendal										1						1
Santoy											1					1
Seafield										1						1
Sekakene									1							1
Sheepmoor									1							1
Sheila										1						1
Springfontein									1							1
St Lucia											1					1
Steytlerville											1					1
Stormsrivier									1							1
Strandfontein											1					1
Struisbaai											1					1
Sutherland								1								1
Thohoyandou	5										1				-5	1



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Thornham									1							1
Touwsrivier									1							1
Tsomo											1					1
Tweeling										1						1
Ulco										1						1
Underberg								1								1
Vaal Marina										1						1
Van Reenen									1							1
Van Zylsrus										1						1
Vanwyksvlei								1								1
Ventersburg					4				1	1					-5	1
Verkeerdevlei											1					1
Vleesbaai											1					1
Vosburg								1								1
Wakkerstroom											1					1
Wartburg											1					1
Waterval Boven									1							1
Wegdraai									1							1
Wesley										1						1
Windsorton											1					1
Witpoort											1					1
Witsand											1					1



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Yzerfontein										1						1
Addo																0
Albert Falls																0
Atamelang																0
Aurora																0
Bogatladi		4								1					-5	0
Boknes Strand																0
Botlokwa																0
Damplaats																0
Dibeng																0
Dlolwana																0
Doringbaai																0
Dududu																0
Dwarskersbos																0
Eksteenfontein																0
Elim																0
Empuluzi																0
Enyati																0
Friemersheim																0
Ga Pila		4									1				-5	0
Ga-Masemola																0
Ga-Phaahla																0



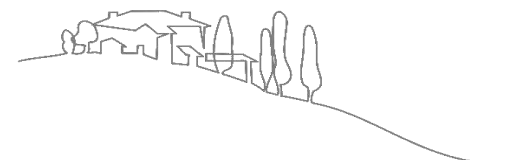
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Ga-Rakgoatha																0
Ga-Talane																0
Geluksburg																0
Great Kei																0
Haga Haga																0
Hondeklip Bay																0
Hopewell																0
Indermark																0
Jacobsdal																0
Kamieskroon																0
Karatara																0
Komaggas																0
Koringberg																0
Kwakhawula																0
Lime Acres																0
Luckhoff																0
Manthestad																0
Marapyane																0
Maserumo																0
Mathapisa																0
Mbizana																0
McGregor																0



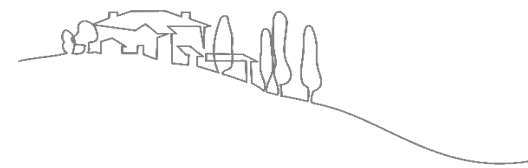
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Merweville																0
Mhlanganisweni																0
Mhlangeni																0
Mnquma LM																0
Moganyaka																0
Mokomeme																0
Monnakato		4									1				-5	0
Morbeng																0
Moretele																0
Moshana																0
Ngodwana		4							1						-5	0
Nieu-Bethesda																0
Nondweni																0
Nyandeni LM																0
Oyster Bay																0
Pearly Beach																0
Pella																0
Radium																0
Rebone		4							1						-5	0
Ritchie		4							1						-5	0
Rooiberg																0
Sekgophokgophong																0



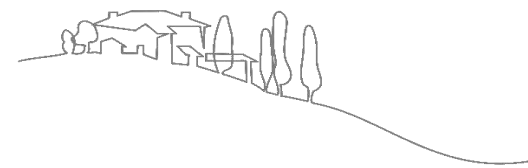
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Sekwati																0
St Helena Bay																0
Stilbaai																0
Swartklip																0
Tabankulu																0
Taweni																0
Tsolo B																0
Tulbagh																0
Ubombo																0
Ugie																0
Vanderkloof																0
Vyeboom																0
Wasbank																0
Witlaagte																0
Zenzele																0
Allanridge			3							1					-5	-1
Coffee Bay		4													-5	-1
Driekop			3							1					-5	-1
Ekuvukeni		4													-5	-1
eMangweni			3								1				-5	-1
Ga-Mmabasotho		4													-5	-1
Ha-Mandiwana		4													-5	-1



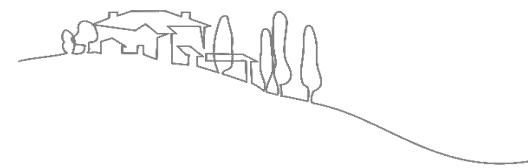
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY		
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Iziqolweni			3						1						-5	-1
Kamaqhekeza			3								1				-5	-1
Kriel			3					1							-5	-1
Ledig-Chaneng			3					1							-5	-1
Masibeleka			3								1				-5	-1
Mosate		4													-5	-1
Mutale		4													-5	-1
Ntambanana		4													-5	-1
Penge		4													-5	-1
Schoemansdal			3								1				-5	-1
Xawela		4													-5	-1
Haenertsburg							2				1				-5	-2
Ha-Mashamba			3												-5	-2
Kamhlushwa			3												-5	-2
Lillydale			3												-5	-2
Madombidzha			3												-5	-2
Mohlaletsi			3												-5	-2
Mpheni			3												-5	-2
Nwamitwa			3												-5	-2
Ohrigstad							2			1					-5	-2
Ottoshoop							2			1					-5	-2
Rockcliff			3												-5	-2



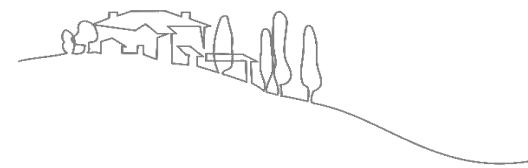
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																	
Priority 1	CRITERIA 1			CRITERIA 2								CRITERIA 3		DISQUALIFY			
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM		
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community				
Current STR																	
SMALL TOWNS	WEIGHTING															TOTAL	
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5		
Vaalkop			3													-5	-2
Malelane									1		1					-5	-3
Ogies									1		1					-5	-3
Uniondale									1		1					-5	-3
Charl Cilliers										1						-5	-4
Charlestown									1							-5	-4
Dominionville									1							-5	-4
Ga Mthekga											1					-5	-4
Haarlem										1						-5	-4
Hectorspruit									1							-5	-4
Hofmeyer								1								-5	-4
Holly County										1						-5	-4
Levubu											1					-5	-4
Maebani											1					-5	-4
Magakala										1						-5	-4
Makhado											1					-5	-4
Makhitha											1					-5	-4
Oranjeville											1					-5	-4
Saron										1						-5	-4
Slurry											1					-5	-4
Steelpoort											1					-5	-4
Sterkstroom								1								-5	-4



SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY				
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM	
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community			
Current STR																
SMALL TOWNS	WEIGHTING															TOTAL
	5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Tsitsing								1							-5	-4
Vanwylsdrif								1							-5	-4
Washersvlei											1				-5	-4
Apel															-5	-5
Bambeni															-5	-5
Colchester				5										-10		-5
Dewetsdorp		4									1			-10		-5
Fafung															-5	-5
Ga-Rasai															-5	-5
Ha-Madodonga															-5	-5
Ha-Mpofu															-5	-5
Ha-Ravele															-5	-5
Hluvukani															-5	-5
Ilinge															-5	-5
Kalkspruit															-5	-5
Ka-Sikhunyane															-5	-5
King Sabata Dalindyebo LM															-5	-5
Letlora															-5	-5
Mabopo															-5	-5
Mgobode															-5	-5
Mogapeng															-5	-5



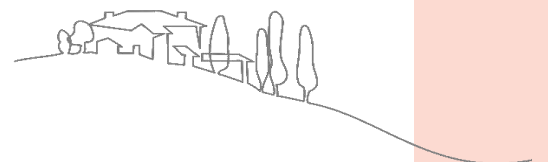
SMALL TOWN REGENERATION STRATEGY | 2021

SMALL TOWN REGENERATION STRATEGY: PRIORITISATION OF SMALL TOWNS																	
Priority 1	CRITERIA 1			CRITERIA 2						CRITERIA 3		DISQUALIFY					
Priority 2	NSDF		IUDF	INTERSECTION OF					ALONG			READINESS		Metro	ICM		
Priority 3	Regional Development Anchor	Rural Focus Area	Service Town	NR-NR	NR-PR	PR-PR	PR-RR	RR-RR	NR	PR	RR	Municipality	Community				
Current STR																	
SMALL TOWNS		WEIGHTING														TOTAL	
		5	4	3	5	4	3	2	1	1	1	1	10	10	-10	-5	
Mqanduli																-5	-5
Muila																-5	-5
Mulima																-5	-5
Ngwanamago																-5	-5
Rapitsi																-5	-5
Rooigrond																-5	-5
Rooivaal																-5	-5
Sebora																-5	-5
Sechaba																-5	-5
Skukuza																-5	-5
Stilfontein																-5	-5
Thornhill																-5	-5
Tibanefo																-5	-5
Tubatse																-5	-5
Tukakgomo																-5	-5
Virginia																-5	-5
Zamenskomste																-5	-5
Kidd's Beach								2			1	1			-10		-6
Dimbaza			3												-10		-7
Van Stadensrus											1				-10		-9



ANNEXURE B

COMMENTS FROM VARIOUS ENGAGEMENTS CONSIDERED IN THE DEVELOPMENT OF THE STRATEGY



SMALL TOWN REGENERATION - COMMENTS FROM ENGAGEMENTS/MINUTES

PSC	
Challenges/ Areas to consider	To be included in STR strategy
<ul style="list-style-type: none"> • Different Programmes should speak to each other. • The definition should be careful not to define Small Towns as all under resourced, underperforming, under serviced etc. • look at other initiatives that are targeting a community approach • DCoG must work with District and let the District decide which towns should be piloted. 	<ul style="list-style-type: none"> • STR should have key focus and interventions specific to towns. • Use exiting institutional knowledge. • STR should be aligned and enhance the New Urban Agenda • What kind of support can STR offer small town tourism? • Propose interventions that support the informal economy. • Small towns should be marketed as desirable. • Like the approach of the DDM as a base for the roll out, but also to anchor it on the District Hubs. • There is a need to institutionalise the STR. The strategy must be in the IDP and SDF.
REFERENCE COMMITTEE	
Challenges/ Areas to consider	To be included in STR strategy
<ul style="list-style-type: none"> • Accountability • Governance • Corruption • Economic Development • Capacity • Involvement of communities 	<ul style="list-style-type: none"> • Leadership – champions are required from LM and Community with knowledge and skills to lead implementation. • Funding – incorporate stimulus handed out by the Presidency. • Accountability - incorporation of KPIs. Ensure a system of accountability and monitoring. • Re-establish trust between Local Municipality and its residents. • Municipalities - Assist municipalities and small towns with Traditional Areas and get buy-in from senior management at LM. • Governance – Strengthen IGR, existing structures can be used – need to ensure that correct management systems are in place. • Community - Depoliticise community structures, manage conflict within forums, and strengthen public participation. • Implementation – multi-departmental ownership of STR is required. STR should have legal standing in IDP and SDF. DDM should be incorporated in implementation. There needs to be an implementation criteria and it should be piloted in two towns. • Funding – have a dedicated fund for STR. • Collaboration and alignment between LM, Community and Traditional Authorities. • Have a definition for small towns. • Understand the competitive advantage of a town.
CONSULTATIVE COMMITTEE	
Challenges/ Areas to consider	To be included in STR strategy
<ul style="list-style-type: none"> • Human Resources, skills and capacity issues • Trust in Municipality is lacking • Jurisdiction issues and processes of the Traditional Authorities. 	<ul style="list-style-type: none"> • Define Roles and Responsibilities of different actors. Create new organogram for STR • Project management focused approach to implementation. • Designated officials for implementation.



<ul style="list-style-type: none"> • Internal Co-operation. • Land is an issue – resistance of traditional systems will impact implementation. 	<ul style="list-style-type: none"> • Need or a strategic unit with clear partnership agreements. • STR should be part of KPIs at a municipal level. • Communities are integral to implementation and should be involved. • Let people choose their champions – proper representation of all stakeholders is required. • Depoliticise the community structures and choose champions amongst business and society representatives. • Rope in certain Government organisations at a local level – eg. MISA
DISTRICT AND LOCAL MUNICIPALITIES	
Challenges/ Areas to consider	To be included in STR strategy
<ul style="list-style-type: none"> • Oversight and someone taking responsibility for the project or programme. • Limited private investment available – Government needs to align its spending and planning patters. • Rural areas and villages are neglected. • Role of councillors in the system. • Red Tape. • Political agenda • National investment and prioritisation. • Resources are key to implementation. 	<ul style="list-style-type: none"> • Incorporate recovery plans of LMs • Bottom Up approach is needed. • LM and Community Structures should have clear TOR. • Towns should identify and develop strategic pillars. • Piloting is very important. • Towns within the Metros and ICM should not be prioritised. • There must be a combination of different funding. Look at the potential of the different towns and the availability within different departments. • There needs to be pilot of STR to serve as benchmark.
ORGANISATIONS	
Challenges/ Areas to consider	To be included in STR strategy
<ul style="list-style-type: none"> • Look at DALRRD – the focus is mainly on land reform and agriculture – no clear direction into what rural development is. • Departments should focus on infrastructure development – water, ICT, roads • Main economic focus of small towns is Agriculture and Tourism – identify infrastructural needs that can support the growth and scale of initiatives per industry 	<ul style="list-style-type: none"> • Understanding each town’s role and function and its infrastructure deficiencies.
COMMUNITY FORUM ENGAGEMENTS	
Challenges/ Areas to consider	To be included in STR strategy
<ul style="list-style-type: none"> • Financially and morally bankrupt municipality • LM salary bill is more than community service contributions. • Community sees nothing from equitable share. • LM refuses to listen and engage with community. • LM has created culture of non-payment. • LM officials are not vested in the communities they serve. • Business not interested in investing due to 	<ul style="list-style-type: none"> • LM should only be in charge of major infrastructure and community should deal with small and immediate service delivery issues. • Service delivery should be excluded from politics. • Involve the community. • Avenue for community to work together with Government. • Skills development for LM and community is important. • Keep LM and community accountable. • Have accountable people in place.

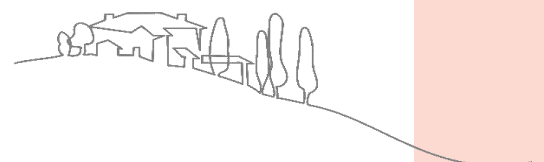


<p>poor service delivery and infrastructure issues.</p> <ul style="list-style-type: none"> • No preventative maintenance being done. 	<ul style="list-style-type: none"> • A timeframe for LM to do its work – include tracking and tracing. • Get competent people in.
<ul style="list-style-type: none"> • Racial tension, decline of social trust and morale amongst communities due to politicization of community development matters. • Corruption, lack of commitment and mismanagement has rendered municipalities dysfunctional. • Political tension and sabotage impeding development efforts. • Urban mismanagement an issue. • Municipalities lacking skilled personnel and knowledge. • Inefficient use of financial resources crippling municipalities. • Inefficient law enforcement in small towns. • Lack of interest of Government structures like SEDA to support community-based development efforts. • Behavioural and attitude problem in officials (for example, Police Officers). 	<ul style="list-style-type: none"> • Formulation, Considerations and Operation of Community Committee • Strategy should be a-political. • Start at a community level which will catalyse response from municipality. • Change must start at a grassroots level. Hope is restored when people see the possibilities and see how their contribution can make a meaningful impact in their community. • There is a desperate need to get municipalities functioning optimally again, and this can be done through productive and proactive engagements.
<ul style="list-style-type: none"> • Little has been achieved because of the poor attitude of Municipality. • challenges engaging with CoGTA to find ways to contribute to the regeneration of its town. • Corruption is rife and looting of state resources is common, allegations and counter-allegations of maladministration, fraud and corruption. • No real accountability at a municipal level. • The municipality has been embroiled in internal strife. • The general apathy from the community has been slowly replaced with concern • No quorum in meetings and major decisions with regards to service delivery have not been made on the majority vote. • Ratepayers are not being rendered the service they are entitled to. 	<ul style="list-style-type: none"> • We need to get to a point where we can no longer ignore community needs and community voices. • We need to work to stop a system of disregarding patronage and turning a blind eye to corruption. • Get incumbents out - those that are not performing need to be released from their positions and duties. • Follow a process to put municipalities under administration in a bid to prevent the collapse of governance and bring back stability and order. • Form a community-based NGO that that will serve the role of service delivery - rates diversion. • Rates diversion as a last resort. • Drastic interventions by Government need to be taken in the best interest of the communities.



ANNEXURE C

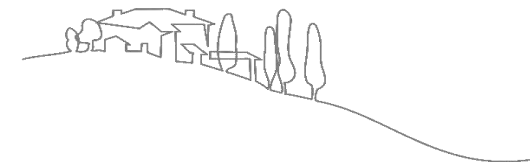
CHECKLIST FOR THE IMPLEMENTATION PROCESS IN A TOWN



SMALL TOWN REGENERATION STRATEGY | 2021

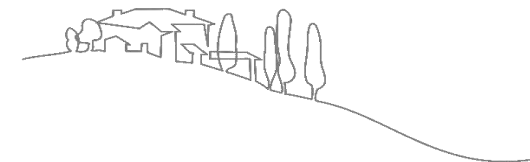
A well organised regeneration process will have the following elements as listed in the checklist below in place.

CHECKLIST FOR THE IMPLEMENTATION PROCESS IN A TOWN		COMPLETED	NOT YET DONE	IN PROCESS
PHASE 1: INITIATE				
<i>Duration: 2- 3 Months</i>				
1.	Assign two dedicated project champions within the Local Municipality to take responsibility for the implementation of the Strategy within a town and who will be the liaison between the community and the municipality.			
2.	Outcome of the Readiness Assessment			
3.	Where there is not an active community forum, establish a Local Community Forum and Action Group (LCFAG) whose members reflect the community and include a coordinator, staff, or contractors ready to perform tasks such as project management and coordination, volunteer management, communications and outreach, event planning, facilitation, website and social media management, and financial oversight.			
4.	Registration of the LCFAG as a non-profit organisation.			
5.	Memorandum of understanding (or council resolution, or any other form of agreement as deemed fit) between the LCFAG and the Local Municipality			
6.	Clear goals for both the overall regeneration process and for each phase that can be explained and understood by everyone.			
7.	A completed Community Network Analysis that captures social networks, to help the LCFAG team be more effective in communications and outreach.			
8.	Volunteer database.			
9.	An engagement strategy that outlines activities and timing (include clear tactics for including youth, marginalised voices, businesspeople, minorities, and the elderly).			
10.	A communications plan specifying which people to reached, how they will be reached and by when.			
11.	Ready-to-go communications tools such as branding and messaging, and website and social media identities.			
12.	A project management plan that details overall tasks, schedules, responsibilities, and budget allocations.			



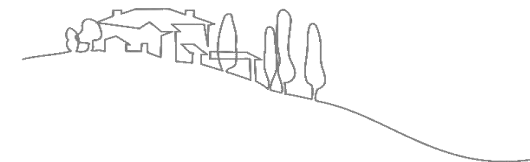
SMALL TOWN REGENERATION STRATEGY | 2021

CHECKLIST FOR THE IMPLEMENTATION PROCESS IN A TOWN		COMPLETED	NOT YET DONE	IN PROCESS
13.	One or more preliminary awareness-raising activities to begin to get the word out, such as a round of introductory presentations with local organisations or a booth at a local event, followed by a more significant and widely publicised “kick-off” event.			
14.	An awareness that kick-off events and presentations are early opportunities to gather information about what matters most to residents, which is a smart way to build towards Phase 2 Explore Your Community activities.			
15.	Short-term actions and early stages of longer-term actions are underway.			
PHASE 2: EXPLORE				
<i>Duration: 6-8 months</i>				
16.	- Community visioning workshop.			
17.	A broad array of activities that, guided by a Community Network Analysis, engage a diverse cross section of the community.			
18.	Collected data used to create a project list.			
19.	Review of the Spatial Development Framework and the Integrated Development Plan projects to determine projects that don't have a budget/funding or where the LCFAG can assist with implementation.			
20.	An accessible record of engagement activities and resulting community input that is widely distributed for additional feedback through the communication network setup in Phase 1.			
21.	A summary of initial ideas, goals and opportunities that can help inform the start of Phase 3.			
22.	Growing collaboration and understating between local organisations, local government, and residents.			
23.	Regular in-person reports between the LCFAG and the Local Municipality project sponsors.			
24.	Short-term actions and the early stages of longer-term actions are underway.			
25.	A quantitative data analysis (from e.g., the Socio-economic Baseline Study, infrastructure analysis, social services provision analysis, etc.), that explores facts, trends, and drivers of change that affects your town's regeneration.			



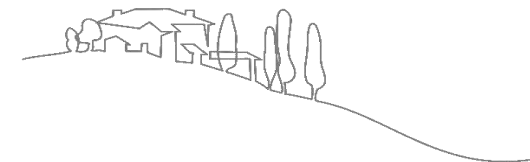
SMALL TOWN REGENERATION STRATEGY | 2021

CHECKLIST FOR THE IMPLEMENTATION PROCESS IN A TOWN		COMPLETED	NOT YET DONE	IN PROCESS
26.	A SWOT analysis.			
27.	Updated project management plan and budget.			
28.	List of funders and potential funders.			
29.	Feedback to community in line with the communications plan.			
30.	Monitoring and evaluation of progress made during Phase 2.			
PHASE 3: MAKE DECISIONS				
<i>Duration: 4-6 months</i>				
31.	Ongoing community engagement to determine the community vision and that vets the ideas, options, and recommendations of this phase.			
32.	A summary of specific and community-agreed-on ideas about how to enhance the town.			
33.	A list of viable options for consideration, based on the community-agreed-on ideas.			
34.	A way to evaluate to what degree options connect to the towns vision.			
35.	An action plan.			
36.	Precinct Plan.			
37.	Decisions about which options to pursue now and which fit for the long term, captured in the Precinct Plan and action plan.			
38.	Commitments of those decisions by the LCFAG and the local municipality as appropriate (by adopting, ratifying, or signing agreements).			
39.	Initial formalisation of a Stewardship Team, to champion the regeneration projects into the future.			
40.	Updated project management plan and budget.			



SMALL TOWN REGENERATION STRATEGY | 2021

CHECKLIST FOR THE IMPLEMENTATION PROCESS IN A TOWN		COMPLETED	NOT YET DONE	IN PROCESS
41.	Feedback to community and funders in line with the communications plan.			
42.	Monitoring and evaluation of progress made during Phase 3.			
PHASE 4: TAKE ACTION				
<i>Duration: 3+ months</i>				
43.	Public acknowledgements of new partnerships that further the regeneration of the town.			
44.	Funding agreements.			
45.	Public recognition of early regeneration actions and results.			
46.	A Stewardship Team tasked with long-term coordination and monitoring, measuring and reporting progress of regeneration efforts.			
47.	Evident expanded capacity and interest in community engagement.			
48.	Short-term actions and the early stages of longer-term actions are underway.			
49.	Ongoing feedback and communication to the community and funders in line with the communications plan.			
50.	Ongoing monitoring and evaluation.			



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