

2. THE PURPOSE OF THE MSDF

Every great city has a vision. In order to realise that vision, a strategy that responds to the various elements of that vision is required. The vision of the CoT is to *become the African Capital City of Excellence*.

The purpose of a spatial framework for the city is to provide a spatial representation of the City Vision and to be a tool to integrate all aspects of spatial (physical) planning such as land use planning; planning of a pedestrian, vehicular and other movement patterns; planning regarding buildings and built-up areas; planning of open space systems; planning of roads and other service infrastructure; as well as to guide all decision-making processes regarding spatial (physical) development.

The MSDF aims to address the following towards the achievement of the City vision:

- Addressing social need
- Restructuring of a spatially inefficient City
- Promotion of sustainable use of land resources
- Strategic direction around infrastructure provision
- Creating opportunities for both rural and urban areas
- Guiding developers and investors as to appropriate investment localities

- Rural management programmes to improve livelihoods and stimulate employment.



3. INSTITUTIONAL CONTEXT

3.1 City Vision and Strategic Objectives

The Vision of the City of Tshwane is to become *The African Capital City of Excellence*. Seven strategic objectives have been identified in order to respond to the vision:

1. Provide basic services, roads and stormwater
2. Stimulate economic Growth and Development and Job Creation
3. Sustainable communities with clean, healthy and safe environment and integrated social services
4. Foster Participatory Democracy and Batho Pele
5. Promote Sound Governance
6. Ensure financial sustainability
7. Organisational Development and Transformation

Over the next 5 years, the City's performance in these seven areas must improve and will be reflected in the input and outcome indicators of the 2011-2016 IDP.

The MSDF responds primarily to

- **Strategic Objective 2** (Economic growth and development):
 - Provide strategic direction around infrastructure provisions
 - Guide developers and investors as to appropriate investment localities
 - Initiate rural management programmes to improve livelihoods and stimulate employment
- **Strategic Objective 3** (sustainable communities with clean healthy and safe environment and integrated social services). :
 - Restructure the spatially inefficient City through compaction, densification and TOD
 - Promote sustainable use of land resources
 - Growth management

Chapter 6 of this document discusses the Capital Investment Framework. This will ensure the alignment of the strategic

objectives of the MSDF with the budget prioritization of the City. It will be against the directives of the CIF that the performance management criteria will be developed for the MSDF. This will be in order to assess whether the City has (in the next 5 years) achieved strategic objectives 2 and 3 from a spatial point of view.

3.2 Legislation

The **Development Facilitation Act** (Act 67 of 1995) is the most significant Act defining principles to guide planning and development. The principles, with their implications, include the following:

- Promote the integration of social, economic, institutional and physical aspects of land development
- Promote integrated land development in rural and urban areas in support of each other
- Promote the availability of residential and employment opportunities in close proximity to/or integrated with each other
- Optimise the use of existing resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities
- Promote a diverse combination of land uses, also at the level of individual erven or subdivisions of land

- Discourage the phenomenon of urban sprawl in urban areas and contribute to the development of more compact towns and cities
- Contribute to the correction of historically distorted spatial patterns of settlement
- Encourage environmentally sustainable land development practices and processes.

In terms of Chapter 5 of the Local Government: **Municipal System Act**, 2000, Act 32 of 2000, the Integrated Development Plan (IDP) is described as a single, inclusive and strategic plan for the development of a municipality. It is the principle strategic planning instrument that guides and informs all planning and development. All decisions with regard to planning, management and development in the municipality should take the IDP into account. A Spatial Development Framework (SDF) is a sectoral plan, which has to be formulated as a core component of the IDP. Thus, like the IDP, the Municipal SDF must be reviewed every 5 years. This SDF must also comply with the requirements of Chapter 2 part 4 of the Local Government: **Municipal Planning and Performance Management Regulations**, 2001 and it must:

- Give effect to the Chapter 1 Principles of the Development Facilitation Act (Act 67 of 1995)
- Set out objectives that reflect the desired spatial form of the city

- Contain strategies and policies regarding the manner in which the above objective is to be achieved specifically with regard to indication of desirable land-use patterns, addressing spatial reconstruction of the city and the location and nature of development within the municipality will be achieved
- Set out a Capital Investment Framework for the municipality's development programs
- Contain a strategic assessment of the environmental impact of the SDF
- Identify programmes and projects for the development of land
- Be aligned with the spatial development frameworks reflected in the integrated development plans of neighbouring municipalities
- Provide visual representation of the desired spatial form of the city, which representation :
 - Must indicate where public and private development and infrastructure investment should take place;
 - Must indicate desired or undesired utilisation of space in particular areas;

- May delineate the urban edge;
- Must identify areas where strategic intervention is required; and
- Must identify areas where priority spending is required

In terms of the Municipal Systems Act, the specific purpose of the SDF is to facilitate efficient land use management and sustainable development of the applicable area.

The urban edge is further discussed in chapter 4.

The **Gauteng Planning and Development Act** (Act 3 of 2003) was gazetted on 17 October 2003. It provides a framework for the preparation of development plans and spatial frameworks. It furthermore sets out principles for planning and development in the Province to promote spatial restructuring and sustainable development. These principles correlate with those as set out in the Development Facilitation Act (Act 67 of 1995). The Act also specifically states that the spatial framework of a municipality should broadly indicate areas where priority spending should take place. This is predominantly aligned with the provisions of the Municipal Structures Act. Section 39 to 43 provides for the compilation of land development policies. Within the auspices of the City's SDF, general land development policy formulation will be an integral component of the spatial development plan formulation process.

In 2010, the Gauteng Department of Economic Development released a revised Gauteng Planning and Development Bill and Regulations. This Bill is set to replace the existing Act of 2003.

The Gauteng Planning and Development Bill aims to:

- a single planning system in the Province that will create linkages and synergy between the plans and implementation programmes of local, provincial and national government
- replace the existing control-orientated approach with a proactive planning and management approach
- establish the new planning paradigm, transparent provincial process will be established. A major component of this system is the formulation of a Provincial Integrated Development Plan that will integrate all plans and programmes and budgets of the three spheres of government

The Act is loosely structured on the process of the Development Facilitation Act, 1995, which functions mainly through a system of Tribunals. The draft **National Spatial Planning and Land Use management Bill** of 2012 seeks to provide a framework for spatial planning and land use management; to provide for the inclusive, developmental, equitable and efficient spatial planning at the different spheres of Government; to provide a framework for the monitoring, co-ordination and review of the spatial planning and land use management system; to allow for policies, principles,

norms and standards for spatial development planning and land use management; to address past spatial and regulatory imbalance; to promote greater consistency and uniformity in the application procedures and decision-making by authorities responsible for land use decisions and development applications; to provide for the establishment, functions and operations of Municipal Planning Tribunals; to provide for the facilitation and enforcement of land use and development measures and to provide for matters connected therewith.

3.3 NATIONAL PLANS

In order to promote the achievement of a non-racial, integrated society through the development of sustainable human settlements and quality housing, there was a need for a policy shift and therefore the 2004 **Breaking New Grounds** policy (BNG), was adopted. The main objective of this policy is to ensure that government delivers sustainable human settlements that are close to socio-economic opportunities.

The **National Spatial Development Perspective** (NSDP) of 2006 is a policy document that developed spatial guidelines for infrastructure investment and development. The NSDP identified the development potential of localities in terms of certain categories of Development Potential, with the intention that these categories should be used to identify the relative comparative advantage of localities in receipt of infrastructure investment and/or development spending. These

categories include Innovation and Experimentation, Production (high value differentiated goods, and labour-intensive mass-produced goods), Public services and Administration, Retail and Services, and Tourism.

The approach to the formulation of the NSDP Guidelines is important, in that it seeks to focus the bulk of fixed investment of government on those areas with the potential for sustainable economic development. In areas of limited potential it is recommended that, beyond a level of basic services, government should concentrate primarily on social investment, so as to give people in these areas better information and opportunities to gravitate towards areas with greater economic potential.

The **Neighbourhood Partnership Development Grant (NPDG) 2007** is an initiative by the National Treasury Department. It is a conditional grant to municipalities through the Division of Revenue Act (DORA). The main thrust of the grant is to *“stimulate and accelerate investment in poor, underserviced residential neighborhoods by providing Technical Assistance and Capital Grant financing for municipal projects that have a distinct private sector element/an intention to achieve this”*.

The implementation of the **Comprehensive Rural Development Programme (CRDP) 2009** is one of the strategic priorities within the government’s current Medium Term Strategic Framework. The programme aims at being an effective response against poverty and food security by maximizing the use and management of natural resources in order to create vibrant, equitable and sustainable rural

communities. It intends to contribute towards the redistribution of country’s agricultural land, improving food security of the rural poor, creating business opportunities, decongesting and rehabilitating over-crowded former homeland areas, and expanding opportunities for women, the youth, people with disabilities and older person who stay in rural areas.

The **National Development Plan- Vision for 2030 (NDP)**, developed by the National Planning Commission and approved in 2011 is an integrated vision statement for South Africa in 2030. The basic intention of the plan is to bring dignity to all South Africans, which would include access to education, health, services, water, housing, electrification, social security, addressing poverty and reducing inequality.

The *Diagnostic* Report of the Planning Commission, which preceded the (NDP) and was released in June 2011 identified the following as central challenges for the nation:

1. Too few people work
2. The standard of education for most black learners is of poor quality
3. Infrastructure is poorly located, under-maintained and insufficient to foster higher growth
4. Spatial patterns exclude the poor from the fruits of development
5. The economy is overly and unsustainably resource intensive
6. A widespread disease burden is compounded by a failing public health system

7. Public services are uneven and often of poor quality
8. Corruption is widespread
9. South Africa remains a divided society

It is these nine challenges that the NDP seeks to address. The summary of the vision for South Africa in 2030 is:

- An economy that will create more jobs
- Improved infrastructure (roads, rail, ports, electricity, water, sanitation, public transport and housing)
- Transition to a low-carbon economy
- An inclusive and integrated rural economy
- Reversing the spatial effects of apartheid
- Improved quality of education, training and innovation
- Quality health care for all
- Safer communities
- Reformed public service
- Transformed and united society

The overarching principles for spatial development are spatial justice, sustainability, resilience, quality and efficiency.

3.4 PROVINCIAL PLANS

The **Gauteng Growth and Development Strategy** (GGDS) is a strategic and integrated provincial development plan, which aims to provide direction and scope for province- wide development programmes and projects within the context of a long term perspective, while taking into consideration resources and constraints. The GGDS’s main purpose is to serve input to firstly, *setting the development trajectory for the province*, secondly, *the formulation of a spatial strategy in the form of a Provincial Spatial Development Framework*, and lastly *municipal IDPs and sector specific and responses*.

G2055 initiative is an initiative aimed at preparing the Gauteng City Region for a population of approximately 28 million people by 2055. The initiative is addressed in the Gauteng Spatial Development Framework.

The **Gauteng Spatial Development Framework** (GSDF, April 2011) informs and guides the MSDF with specific regards to the location and nature of the physical development in the province. The prominence of Tshwane as part of the Gauteng Economic Core, an administrative capital city and home to the public sector is highlighted, as well as the importance of the concentration of economic opportunities in the southern and eastern parts of Tshwane (now forming part of regions 3, 4 and). The following five critical factors were identified in the GSDF and their spatial implications are included in the MSDF:

- Contained urban growth
- Resource based economic development (resulting in the identification of the economic core)
- Re-direction of urban growth (stabilise/limit growth in economically non-viable areas, achieve growth on the land within the economic growth sphere)
- Protection of rural areas and enhancement of tourism and agricultural related activities
- Increased access and mobility.

In terms of the composite spatial plan for Gauteng, the following are of specific importance for Tshwane:

- the Gauteng economic core, focussed along the R21 and N1 with Rosslyn as its northern anchor (and the Johannesburg CBD and OR Tambo International Airport in Ekurhuleni as the other anchors of the Economic Core)
- the support of corridor development along the N1, N4 and R21
- the importance of the R21, Proposed PWV9 (R80 extension) and N1 (towards Bronkhorstspuit) as mobility spines

Over the years policy and plans in the country have been modelled for urban transformation. The defined objective is to promote Gauteng as a **Global City Region** (GCR) i.e. *“to build Gauteng into an*

integrated and globally competitive region where activities of different parts of the Province complement each other in consolidating Gauteng as an economic hub of Africa and internally recognized global city region” The concept of global city regions can be traced back to the “world cities” idea by Hall (1966). The idea seeks to promote Gauteng’s development agenda by positioning the province as a globally competitive city region. The key objective is to reduce unemployment and poverty through promoting economic growth, integrated strategies and joint planning between the different spheres of government.

3.5 HIERARCHY OF SPATIAL PLANS IN TSHWANE

Tshwane’s **City Development Strategy** is a long-term (20-30 year) development strategy for guiding overall development and economic growth of the city and thus espouses the long term vision of council, over several financial and political cycles. It determines the City priorities – directs the IDP prioritisation process and directs the various sectoral plans as well as the budget as reflected in the **Integrated Development Plan (IDP)**.

The Tshwane City Development Strategy (**CDS**) was developed in 2004, and is thus due for review in order to reflect the new strategic direction and priorities of the newly amalgamated City of Tshwane.

The MSDF represents the spatial interpretation of desired growth and development directions for the City. It spatially focuses

economic and infrastructure development and gives spatial expression to the development plans above (CDS and IDP), both for the long- and the medium term.

This MSDF is informed by the legislative framework, national and provincial plans as discussed in chapter 3 of this document. In addition, existing planning within Tshwane was taken into account in conjunction with sound planning principles that are required in order to achieve the city vision.

The purpose of a metropolitan spatial framework for the city is to provide a spatial representation of the city vision and to be a tool to integrate all aspects of spatial (physical) planning such as land use planning; planning for pedestrian movement vehicular and other movement patterns; planning regarding buildings and built-up areas; planning of open space systems; planning of roads and other service infrastructure; as well as to guide all decision-making processes regarding spatial (physical) development.

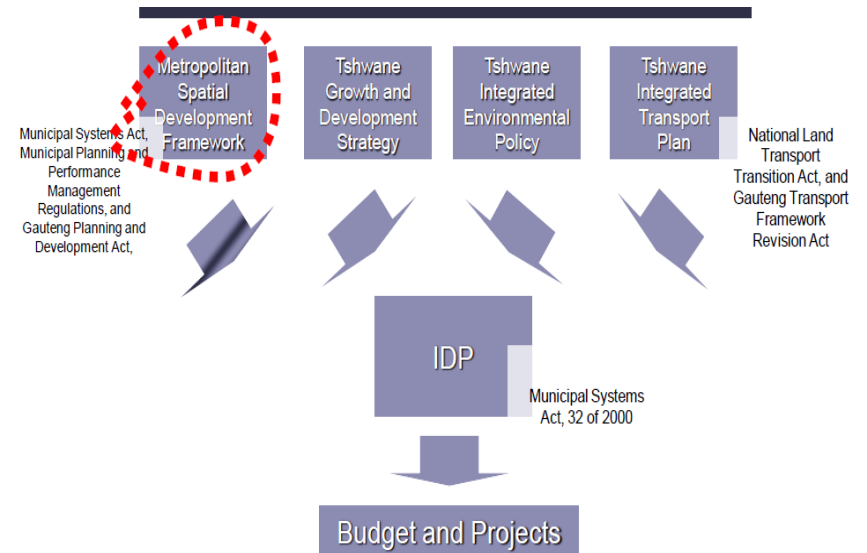
Other sectoral plans for the city exist, e.g. Tshwane Integrated Transport Plan and Tshwane Environmental Policy. All of these plans seek to achieve the City vision.

The **MSDF** is a statutory requirement and focuses on the overall municipal/metropolitan scale.

It is therefore important that, apart from the MSDF, an appropriate hierarchy of spatial development frameworks be developed, guided by the principles, objectives and intentions of the MSDF. These

different spatial frameworks should focus on smaller geographical/functional areas and contain appropriately detailed guidelines to describe the context and intentions and contain meaningful proposals for potential developments. Each lower level spatial plan should support the higher level frameworks/plans that informed their formulation and may not be in contradiction with the higher level planning frameworks.

INSTITUTIONAL AND LEGISLATIVE FRAMEWORK



The smaller scale plans should also take the following into consideration in their formulation:

- the city vision and strategic directions
- the functionality and efficiency of the city
- restructuring the city form
- creating viable, unique, vibrant and attractive environments
- enhancing economic and social opportunities
- the sustainable use and enhancement of an environmental resource
- Enhancing the legibility and identity of the city.

It is important that the smaller scale spatial frameworks/plans should holistically deal with all physical aspects of developments in its urban context, and should address aspects related to (but not limited to):land use and built form

- urban design and the impact on streetscape
- the impact on the green open space system as identified in the Tshwane Open Space Framework
- traffic impact (mobility and safety)
- the impact on service infrastructure.

Following on from the MSDF are the following supporting spatial plans that are applicable at smaller scales, i.e. Regional Spatial Development Frameworks (RSDFs), Local Spatial Development Frameworks (LSDFs) and Precinct and/or Site Plans (in descending order of scale).

The **RSDF**, which follows directly from the MSDF, is considered to be the implementation mechanism for the City's strategic intentions, Metropolitan Spatial Development Framework (MSDF), as well as other Strategic Policies with a spatial emphasis, such as the Council approved Densification and Compaction Strategy, Retail Strategy, Tshwane Integrated Transport Plan and the Tshwane Integrated Environmental Plan.

Similar to the Metropolitan Spatial Development Framework (MSDF), the **Regional Spatial Development Frameworks (RSDFs)** are aimed at dealing with the following spatial related aspects, focussing however, on a regional level:

- Provide spatial direction for development
- Provide an appropriate and integrated regional spatial framework for sustainable development
- Ensure directed public investment, through the identification of geographic areas where intervention is necessary
- Guide local development, in relation to urban movement and activity systems, in order to realize the vision of sustainability and urbanity

- Inform developers and the general public of the location, structure and form of development that will most likely be approved and the sustainable urban planning and development guidelines to be followed
- Promote a proactive approach by urban management in using public-sector funds to provide the basis for effective community and private sector growth and development

The purpose of the said RSDF's is to furthermore, deal with the following issues of metropolitan importance, namely:

- Densification
- Public transport and movement

- Urban growth management
- Rural Management
- Open space and conservation
- Nodal development and job opportunities

Nodal plans for specific focus areas within the City have been included within the Regional Spatial Development Frameworks. The detail of these nodal plans is reflected in Local Spatial Development Frameworks (LSDFs), which support the RSDFs in the same way that RSDFs support the MSDF.