

Institutional Context and Directives for Spatial Development

1. Introduction

The planning and development of cities, towns and rural areas in South Africa are governed by a national developmental agenda that aims to improve the manner in which urban and rural areas develop so as to increase the efficiency, sustainability and investment potential of a municipality, better the conditions in which people live and conduct their daily lives, and protect valuable resources from irresponsible consumption.

This developmental agenda finds expression in numerous sets of national and provincial legislation and policy documents. In order to ensure legitimacy the Mogale City Spatial Development Framework must be formulated within the parameters of this institutional framework. In addition, the Spatial Development Framework is also affected by existing local strategic planning documents, such as the Integrated Development Plans, that direct development of the district and local municipality.

The section below will provide an overview of the relevant legislation, policies and planning frameworks from national, provincial, district and local government that impact on and direct spatial development in South Africa and in particular in Mogale City.

Rather than replicating the contents of each piece of legislation, policy or framework, the aim is here rather to achieve a concise but clear understanding of the intention and implications of these documents for the formulation of the Spatial Development Framework.

The methodology that was therefore followed in this chapter is to –

- Provide a concise summary of the intention and principles/directives of the relevant acts, policies and frameworks; and
- Draw a conclusion on the most pertinent directives for spatial planning and development as promoted by the various levels of government.

2. National and provincial institutional context

There exist a multitude acts and policies from national and provincial government that deal with spatial and physical development in some way or another, and it is impractical in the scope of a document such as this to deal with each and every of these documents. This section therefore instead focuses on those legislation and policies that have a fundamental impact on the manner in which we address spatial and physical development in cities and towns in South Africa.

The general intention of and relevant directives/principles² from the legislation and policies are dealt with in table format for ease of reference. At the end of this section, a summary will be

² *The legislation and policies often contain a large number of principles or directives, only some of which impact directly on the formulation of the spatial development framework. Other principles might deal with*



provided of the overarching principles that emerge from these documents and which have to be taken forward as basic principles of the Mogale City Spatial Development Framework.

2.1 Legislation

South African legislation is largely enabling in nature. It therefore does not prescribe to municipalities but creates the necessary legal environment within which development and planning can take place. Recognizing local government as one of the three spheres of government puts a specific emphasis on intergovernmental relations. The implication is that the municipality is primarily responsible to do their own planning while considering the interest and demands of the communities and stakeholders. This happens within a reciprocal consideration of the planning done in neighbouring municipalities and the other spheres of government.

administrative or governance aspects, and will not be included in these tables in order to focus on the essential issues.

Table 1: Relevance of national legislation to the SDF

National Legislation	Relevant Principles/Directives
<p><u>Constitution of the Republic of South Africa, 1996</u> The Constitution is the supreme law of the land. The Bill of Rights enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom.</p>	<ul style="list-style-type: none"> • Section 24: Everyone has the right to an environment which is not harmful to their health or well-being. • Section 26. (1): Everyone has the right to have access to adequate housing. • Section 152 spells out the objectives of local government as insuring access to at least basic services and facilitating economic development within a framework of financial sustainability.
<p><u>National Environmental Management Act, 1998 (Act 107 of 1998)</u> Establishes principles for decision-making on matters affecting the environment.</p>	<ul style="list-style-type: none"> • Development must be socially, environmentally and economically sustainable. • Equal access to environmental resources, benefits and services to meet basic human needs. • The utmost caution should be used when permission for new development is granted.
<p><u>Municipal Systems Act, 2000 (Act 32 of 2000)</u> In terms of the Act and the Local Government: Municipal Planning and Performance Management Regulations, 2001 all municipalities must prepare a Spatial Development Framework (SDF) as a core component of the Integrated Development Plan (IDP).</p>	<ul style="list-style-type: none"> • It must give effect to the Chapter 1 Principles of the Development Facilitation Act, 1995. • Set out objectives that reflect the desired spatial form of the city. • Contain strategies and policies regarding the manner in which the objectives will be achieved. • Set out basic guidelines for a land-use management system in the municipality. • Set out the 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. • Provide visual representation of the desired spatial form of the city, indicating the following: <ul style="list-style-type: none"> • where public and private development and infrastructure investment should take place; • desired or undesired utilisation of space in particular areas; • urban edge; • areas where strategic intervention is required; • areas where priority spending is required; and • alignment with the spatial development frameworks of neighbouring municipalities.

National Legislation	Relevant Principles/Directives
<p><u>Development Facilitation Act, 1995</u></p> <p>The most significant Act defining principles to guide planning and development</p>	<ul style="list-style-type: none"> • 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 in the Republic and to the optimum use of existing infrastructure in excess of current needs. • Encourage environmentally sustainable land development practices and processes.
<p><u>National Environmental Management Protected Areas Act, 2003 (Act 57 of 2003)</u></p> <p>Provide for the protection and conservation of ecologically viable areas representative of South Africa's biological diversity and its natural landscapes and seascapes.</p>	<p>Of particular importance for spatial planning is the fact that the Act (Chapter 2) makes provision for a System of Protected Areas in South Africa. These include nature reserves, wilderness areas, protected environment, world heritage sites, forest areas and mountain catchment areas. The Cradle of Humankind World Heritage Site, of which a part falls in Mogale City, falls under the protection of this act.</p>
<p><u>UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972</u></p>	<p>The Cradle of Humankind World Heritage Site was established in terms of the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972. <i>In terms of the Convention, "Each State Party to this Convention recognizes that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in Articles 1 and 2 and situated on its territory, belongs primarily to that State. It will do all it can to this end, to the utmost of its own resources and, where appropriate, with any international assistance and co-operation, in particular, financial, artistic, scientific and technical, which it may be able to obtain." The Convention further states that "To ensure that effective and active measures are taken for the protection, conservation and presentation of the cultural and natural heritage situated on its territory, each State Party to this Convention shall endeavor, in so far as possible, and as appropriate for each country to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programmes".</i> In South African context, the National Environmental Management Protected Areas Act, 2003 (Act 57 of 2003) fulfils the role of such a policy.</p>

National Legislation	Relevant Principles/Directives
<p><u>World Heritage Convention Act, 1999 (Act 49 of 1999)</u> Provides for the incorporation of the UNESCO World Heritage Convention into South African Law.</p>	<p>Section 5 makes provision for the enforcement and implementation of the World Heritage Convention in South Africa and the protection of listed World Heritage Sites, including the Cradle of Humankind World Heritage Site. Chapter 5 of the Act sets out the requirements for preparation and implementation of integrated management plans for a World Heritage Site.</p> <p>For purposes of spatial planning and development, the following fundamental principles are applicable-</p> <ul style="list-style-type: none"> • cultural and natural heritage management must be sensitive to the people and their needs and must equitably serve their physical, psychological, developmental, cultural and social interests; • development must be socially, culturally, environmentally and economically sustainable; • community well-being and empowerment must be promoted through cultural and natural heritage education, the raising of cultural and natural heritage awareness, the sharing of knowledge and experience and other appropriate means; • the social, economic, cultural and natural heritage consequences of activities, including disadvantages and benefits, must be considered; • policy, administrative practice and legislation and the interpretation of existing legislation relating to the cultural and natural heritage must promote the integration of these resources in provincial, urban and rural planning and social and economic development; • the cultural and natural heritage is held in public trust for the people, the beneficial use of cultural and environmental resources must serve the public interest and the cultural and natural heritage must be protected as the common heritage of the people; and • sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, dolomitic land and ridges, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.
<p><u>The National Land Transport Act, 2009 (Act 5 of 2009)</u> The purpose of the act is to provide for the transformation and restructuring of the national land transport system of the country. Chapter 4 of the Act sets out general principles for transport planning and its relationship with land use and development planning.</p>	<p>“Land transport planning must be integrated with the land development and land use planning processes, and the integrated transport plans required by this Act are designed to give structure to the function of municipal planning mentioned in Part B of Schedule 4 to the Constitution, and must be accommodated in and form an essential part of integrated development plans, with due regard to legislation applicable to local government, and its integrated transport plan must form the transport component of the integrated development plan of the municipality.”</p>

National Legislation	Relevant Principles/Directives
<p><u>National Housing Act, 1997 (Act no. 107 of 1997) and National Housing Code</u></p> <p>To provide for the facilitation of a sustainable housing development process and to lay down general principles applicable to housing development.</p>	<ul style="list-style-type: none"> • Prioritise the housing needs of the poor. • Provide as wide a choice of housing and tenure options as is reasonably possible. • Be economically, fiscally, socially, and financially affordable and sustainable. • Be based on integrated development planning. • Consider and address the impact on the environment. • Socially and economically viable communities. • Safe and healthy living conditions. • Racial, social, economic, and physical integration in urban and rural areas. • Effective functioning of the housing market and level playing fields. • Higher densities and the economical utilisation of land and services. • Community and recreational facilities in residential areas.

The provincial planning legislation contextualises national legislation.

Table 2: The implications of provincial planning legislation

Provincial Legislation	Relevant Principles/Directives
<p><u>Gauteng Planning and Development Act, 2000 (Act 3 of 2000)</u></p> <p>The Act inter alia sets out principles for planning and development in the Province and creates a framework for the preparation of development plans and frameworks</p>	<ul style="list-style-type: none"> • Promote the more compact development of urban areas and the limitation of urban sprawl and the protection of agricultural resources. • Support the correction of historically distorted spatial patterns of settlement in Gauteng. • Promote integrated land development in rural and urban areas in support of each other. • Promote the use and development of land that optimises the use of existing resources such as engineering services and social facilities. • Achieve positive development qualities, particularly with regard to public environments. • Establish viable communities with convenient access to economic opportunities, infrastructure and social services. • Balance environmental considerations of preserving natural resources for future generations with economic development practices and processes. • Promote the integration of social, economic, environmental, institutional, infrastructural and spatial aspects of development. • Provide for the development of formal and informal settlements. • Discourage illegal occupation of land.

2.2 National policies and frameworks

South Africa has put a strong emphasis on the development of policy. Policy shows government's intent and objectives and guides planning and decision making. The key is to assess the impact of policy at local level in terms of its applicability and the municipality's ability to sustain the development within set policy frameworks.

Table 3: Principles and directives embedded in national policies and frameworks

National Policy/Framework	Principles/Directives
<p><u>Millennium Development Goals, 2000</u> The United Nation's Millennium Development Goals is an ambitious agenda for reducing poverty and improving lives. The target for achieving most of the goals is 2015, using 1990 as a benchmark.</p>	<ul style="list-style-type: none"> • Halving extreme poverty and hunger. • Achieving universal primary education. • Promoting gender equality. • Reducing under-five mortality by two-thirds. • Reducing maternal mortality by three-quarters. • Reversing the spread of HIV and AIDS, malaria and TB. • Ensuring environmental sustainability. • Developing a global partnership for development, with targets for aid, trade and debt relief.
<p><u>National 2014 Vision</u> As part of South Africa's celebration of 10 years of democracy in 2004, National Government formulated Vision 2014 to guide itself over the next 10 years.</p>	<ul style="list-style-type: none"> • Reduce unemployment by half. • Provide the skills required by the economy. • Ensure that all South Africans are fully able to exercise their constitutional rights and enjoy the full dignity of freedom. • Compassionate government service to the people. • Massively reduce health risks. • Significantly reduce the number of serious and priority crimes. • Position South Africa strategically as an effective force in global relations.

National Policy/Framework	Principles/Directives
<p><u>National Spatial Development Perspective</u></p> <p>To guide government investment on national level in such a manner that the greatest measure of benefits could be obtained from such investment. This is done through an in-depth understanding of the national space economy.</p>	<ul style="list-style-type: none"> • Economic growth is a prerequisite for the achievement of poverty alleviation. • Government has a constitutional obligation to provide basic services to all citizens wherever they reside. • Beyond basic services, government spending on fixed investment should be focused on localities of economic growth and/or economic potential. • In localities with low demonstrated economic potential, government should, beyond the provision of basic services, concentrate primarily on human capital development. • Future settlement and economic development opportunities should be channelled into activity corridors and nodes.
<p><u>Breaking New Ground</u></p> <p>This policy is fundamentally about the need to move away from a housing-only approach to a more holistic development of human settlements, including the provision of social and economic infrastructure.</p>	<p>Sustainable Human Settlements comprise-</p> <ul style="list-style-type: none"> • Safe and secure environments. • Adequate access to economic opportunities. • A mix of safe and secure housing and tenure types. • Reliable and affordable basic services, educational, entertainment, health, welfare and police services within a Multi-purpose cluster concept. • Compact, mixed land use, diverse, life-enhancing environments with maximum possibilities for pedestrian movement and transit. • Low-income housing in close proximity to areas of opportunity. • Integrated, functional and environmentally sustainable human settlements, towns, and cities.
<p><u>Comprehensive Rural Development Programme, 2009 (CRDP)</u></p> <p>The strategic objective of the CRDP is to achieve social cohesion and development among rural communities.</p>	<ul style="list-style-type: none"> • Coordinated and integrated broad based agrarian transformation • An improved land reform programme • Strategic investments in economic and social infrastructure.

National Policy/Framework	Principles/Directives
<p><u>White Paper on Spatial Planning and Land Use Management, 2001</u></p> <p>To show practical ways in which South Africa may move to an approach of integrated planning for sustainable management of land resources.</p>	<ul style="list-style-type: none"> • Restructure spatially inefficient settlements. • Promote the sustainable use of the land resources in the country. • Channel resources to areas of greatest need and development potential, thereby redressing the inequitable historical treatment of marginalized areas. • Take into account the fiscal, institutional and administrative capacities of role players, the needs of communities and the environment. • Stimulate economic development opportunities in rural and urban areas. • Support an equitable protection of rights to and in land. • Apply the principles of sustainability, equality, efficiency, integration and fair and good governance to spatial planning and land use management. • Every municipality should have an indicative <i>plan</i> showing desired patterns of land use, directions of growth, urban edges, special development areas and conservation-worthy areas The <i>plan should be flexible</i> and able to change to reflect changing priorities of the municipality.

2.3 Provincial policies and frameworks

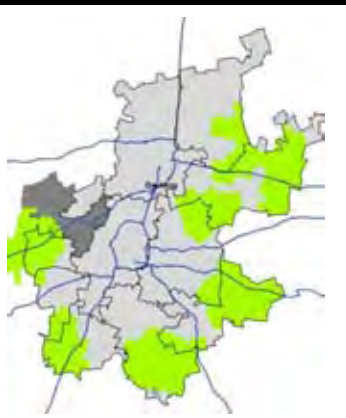
Provincial policies and frameworks have a more direct impact on local development. In the application of development frameworks or in considering development perspectives one should make a distinction between those aspects which lie within the control of the municipality and those that affect the planning environment in which case the municipality must recognise and adopt its approach and strategies accordingly.



Table 4: Principles and directives embedded in provincial policies and frameworks

Gauteng Policy/Framework	Principle/Directive
<p><u>Gauteng Spatial Development Perspective</u></p> <p>The Gauteng Province faces a complex set of challenges of (1) high, but unequal growth, (2) environmental degradation, (3) fragmentation and long travelling distances and (4) huge differences in quality of living, as well as (5) an institutional challenge of prioritising, focusing and coordinating the actions of the three spheres of government and the business community.</p>	<ul style="list-style-type: none"> • Existing spatial concentrations of economic activity and areas showing potential for the expansion of economic activity should be prioritised for public sector fixed investment that supports economic activity. • Promote socio-economic inclusion through strengthening overlaps in economic activity and poverty to address high levels of spatial fragmentation and exclusion. • Stimulate emerging and new spatial overlaps of economic activity and poverty • Develop a sustainable urban region through promoting equitable access to basic services, the protection of natural and cultural resources and an urban form that supports greater efficiencies in land use and service provision. • The Gauteng Spatial Development Perspective draws the following conclusions on and makes the following recommendations for Mogale City: <ul style="list-style-type: none"> • Mogale City is not amongst the top 10 contributors to the total provincial GVA or total employment in Gauteng • Mogale City showed a low economic growth between 1996 and 2004. • The Krugersdorp and Muldersdrift activity areas show significant links with the Gauteng core • The Krugersdorp and Muldersdrift areas form part of a series of loose standing decentralised, stagnating activity areas that are scattered throughout the province. • Kagiso has been identified as one of the top 11 concentrations of poverty in Gauteng • Kagiso has been identified as an area with medium potential access to economic activity at a provincial scale. • In the Krugersdorp, Muldersdrift and Kagiso areas government investment should focus on infrastructure, transport solutions and subsidies, information technology and education and skills development.
<p><u>Gauteng Growth and Development Strategy</u></p> <p>The Gauteng Growth and Development is a practical, action-oriented framework for integrated and sustainable growth and development in the province.</p>	<ul style="list-style-type: none"> • The provision of social and economic infrastructure and services. • Accelerated, labour absorbing economic growth. • Sustainable socio-economic development. • Enhanced government efficiency and cooperative governance. • Deepening participatory democracy. • Contributing to the social and economic development of the continent.

Gauteng Policy/Framework	Principle/Directive
<p><u>Gauteng Spatial Development Framework, 2000</u></p> <p>The Gauteng Spatial Development Framework is intended to guide decisions relating to the location and nature of physical development in Gauteng.</p> <p>Note: The Gauteng Spatial Development Framework is currently being revised.</p>	<ul style="list-style-type: none"> • Resource based economic development. • Contained urban growth (establishing an urban edge for the province). • Re-directing urban growth. • Rural development beyond the urban edge. • Mobility and accessibility. <p>The following aspects specifically relate to Mogale City:</p> <ul style="list-style-type: none"> • Kagiso/Azaadville has been earmarked as Areas of Consolidation. • Muldersdrift east of the R28 has been indicated as a Long Term Densification Area. • Magaliesburg has been earmarked as a rural town, while the SDF states that Tarlton and Hekpoort could also in due course develop into rural towns if they provide a rural service function. • The remainder of the area is indicated as either intensive rural or nature reserve areas.
<p><u>Gauteng Global City Region</u></p> <p>To build Gauteng as an integrated and globally competitive region, where the economic activities of different parts of the province complement each other in consolidating Gauteng as an economic centre of Africa and an international recognised global city-region.</p>	<ul style="list-style-type: none"> • Clear leadership. • A vision and strategy. • Effective institutional relations. • Strong economic clusters, with a particular view to building new growth sectors. • Good telecommunication and business linkages. • Spatial coalitions of partners working together. • A balanced approach to development, that actively incorporates and seeks to spread benefit to the poor.
<p><u>Integrated Report for the Development and Management of the Cradle of Humankind World Heritage Site</u></p>	<p>The Department of Agriculture, Conservation, Environment and Land Affairs (DACEL) of the Gauteng Government prepared the nomination proposal for the fossil hominid sites of Sterkfontein, Swartkrans, Kromdraai, and environs in 1998. On 2 December 1999, South Africa's proposed World Heritage Sites were accepted, and were inscribed on the List of World Heritage Sites by the World Heritage Committee.</p> <p><i>"It becomes incumbent on the Management Authority for the COH WHS to ensure that the near natural state of what was described in the proposal as the core area endures. This can be achieved by recommending appropriate development and land use controls. Improvements in the quality of the core area can be made by recommending appropriate mitigatory and control measures to be applied during the planning phase for developments."</i></p> <p>The Gauteng Provincial Government is currently in the process of developing an Environmental Management Framework for the Cradle of Humankind and its proposed buffer zone, which will further guide and control development in the area.</p>

Gauteng Policy/Framework	Principle/Directive	
<p><u>Gauteng Agricultural Hubs</u></p>	<p>The Gauteng Department of Agriculture, Conservation and Environment has demarcated a number of agricultural hubs throughout the province. These hubs relate to the creation of centres of high quality agricultural activity, where niche market agricultural products such as vegetables, including indigenous vegetables, flowers, herbs and spices will be farmed.</p> <p>The south-western part of Mogale City, roughly to the south and west of the R24, forms part of one such a hub.</p>	

2.4 Key considerations emanating from the national and provincial planning context

The above summary of the most important national and provincial legislation and policies that deal with spatial planning and development in South Africa collectively describes the new South African planning philosophy and approach. From the above, the following set of overarching guiding principles can be drawn which will inform the formulation of the Mogale City Spatial Development Framework.

- Land development must support and facilitate economic growth and development that will contribute to a reduction in unemployment and halve poverty.
- Government investment must focus on areas with economic growth potential.
- Land development must take place in an integrated manner, both spatially and institutionally.

- The use of existing resources and infrastructure must be optimised.
- Urban sprawl must be discouraged and more compact and efficient cities must be promoted. To achieve this, development must be channelled into nodes and corridors.
- Historically distorted development patterns must be corrected by means of physical and social integration and the redirecting of investment to areas of highest value and accessibility.
- The creation of socially and economically viable and sustainable human settlements must be ensured when dealing with housing development.
- Land development must support public transport infrastructure and services.
- Economically, socially and environmentally sustainable development must be encouraged.
- Sensitive natural and cultural heritage environments must be protected against irresponsible, inappropriate and unnecessary development.

From a Gauteng Perspective, the following are specific directives that apply to the Province and Mogale City:

- Economic development that will result in the absorption of unemployment and the strengthening of the Global City Region is the paramount development agenda of the province.
- Localities where there is an overlap between poverty and economic activity, such as Krugersdorp and Kagiso, must be strengthened and developed.
- The Gauteng Urban Edge, 2009 affects development trends in the province.
- The development of Agricultural Hubs in the various Gauteng districts.

A significant policy and legislative aspect of international, national and provincial importance that affects the development of Mogale City and its surrounds is the Cradle of Humankind World Heritage Site. The Site is protected by means of an international convention as well as local legislation, which restricts the manner in which this area can be developed.

3. District and local municipal development plans and frameworks

The following aspects are recognised as being central to the development of a spatial framework for the municipal area. However, within the realm of a cyclical planning process and the interrelationships of planning instruments, one should recognise that the SDF will also inform the Integrated Development Plans, budgets, infrastructure investment plans and economic development plans of the municipality and other institutions of government.

3.1 Integrated Development Plans

The core elements of the Integrated Development Plans of the West Rand District Municipality and Mogale City are set out in the table below. These elements are –

- Vision.

- Key Performance Areas/Strategic Goals.
- Key Priority Areas.
- Community Needs.
- Strategic Spatial Projects.

According to the SWOT Analysis that was done as part of the Mogale City Integrated Development Plan, 2008/2009, Land Use Management (urban and rural development planning and human settlement planning) has been identified as one of the weaknesses in the municipality. Notwithstanding this, spatial planning and land use management do not feature under the strategic goals or the priority issues.

Nonetheless, the importance of spatial planning cannot be underestimated. The implementation of projects identified as part of the Integrated Development Plan require sound spatial development plans as a foundation and facilitating mechanism for coordinated, efficient and sustainable government and private sector investment and service delivery.

Table 5: Local Integrated Development Plans

West Rand District Municipality Integrated Development Plan, 2007/2012		Mogale City Integrated Development Plan, 2008/2009
Vision	"We shall aspire to build a safe and peaceful environment based on a sustainable social, economic and physical development. Thereby providing a better life for all our people, through an institution that exercises governance in a transparent and accountable manner".	"Quality service delivery for all in Mogale City".
Key Performance Areas/Strategic Goals	<ul style="list-style-type: none"> • Service Delivery and Infrastructure Development. • Facilitate Local Economic Development. • Municipal Financial Viability. • Municipal Transformation and Institutional Development. • Good Governance. 	<ul style="list-style-type: none"> • Provide sustainable services to the community. • Promote a sound environmental management system. • Provide sound governance for local communities. • Ensure sound governance practices within the Municipality.
Key Priority Areas	<ul style="list-style-type: none"> • Provision of housing and sustainable human settlements. • Facilitate job creation through Local Economic development and capital projects. • Fighting the spread of HIV/Aids, other health problems and improve social conditions. • Improve access to public safety and social crime prevention. • Improve and maintain municipal financial viability, good governance and institutional transformation. 	
Community Needs	<ul style="list-style-type: none"> • Provision of more land for housing settlement. • Provision of basic services of sanitation and water. • Provision of social services such as clinics and access to government services. • Provision of visible safety and security. 	<ul style="list-style-type: none"> • Housing (including Hostels upgrade and conversion). • Water and Sanitation (rural). • Economic development and job creation. • Roads and Street maintenance. • Electricity. • HIV/AIDS and Health Facilities. • Skills Development Projects. • Education Facilities. • Rural Cemeteries. • Public Safety. • Racism and farm evictions.

West Rand District Municipality Integrated Development Plan, 2007/2012		Mogale City Integrated Development Plan, 2008/2009
Strategic Spatial Projects	<ul style="list-style-type: none"> • Tourism Development in the Cradle of Humankind and Maropeng, including the Katlego Cultural Village Project. • Gauteng 20 Priority Township Programme (Kagiso and Munsieville). • Spatial Development Initiative (SDI) along the R28 route (<i>West Rand Transportation and Nodal Development Strategy</i>). • Leratong Hospital Intersection Nodal and Intermodal transport development. • Lanseria Airport Node. • N17 link road between Nasrec and Klipspruit Valley Road to Randfontein or Mogale City. • K29 road will link Rustenburg and Johannesburg through West Rand and it is seen as a potential corridor in the area. • Muldersdrift and Hekpoort Cemeteries. 	<ul style="list-style-type: none"> • Urban renewal of the CBD. • Magaliesburg Precinct Plan. • Muldersdrift Precinct Plan. • Kagiso CBD Renewal. • Munsieville Urban Renewal. • Urban Open Space Framework. • Leratong Node.

3.2 West Rand District Municipality SDF, 2008

The focus of the West Rand SDF proposals is based on a management approach of the growth and development of the district area. The growth management approach entails:

- Defining principles and objectives;
- Identifying and defining structuring elements and management approaches for each; and
- Developing policy and process directives related to growth management.

The objectives of the West Rand District Spatial Development Framework are as follows:

Objectives	Principles
Create Connectivity	<ul style="list-style-type: none"> • Access to opportunities • Efficient movement of goods and services • Decrease congestion and drive times
Promote Quality urban and rural environments	<ul style="list-style-type: none"> • Clean and safe environments • Well designed build environment • Maintained urban and rural areas
Ensure Viable and sustainable development and growth	<ul style="list-style-type: none"> • Cost effective service provision • Viable infrastructure development • Managing environmental resources • Managing available land resources
Ensure Coordination	<ul style="list-style-type: none"> • More efficient service delivery • Better planning and decision taking

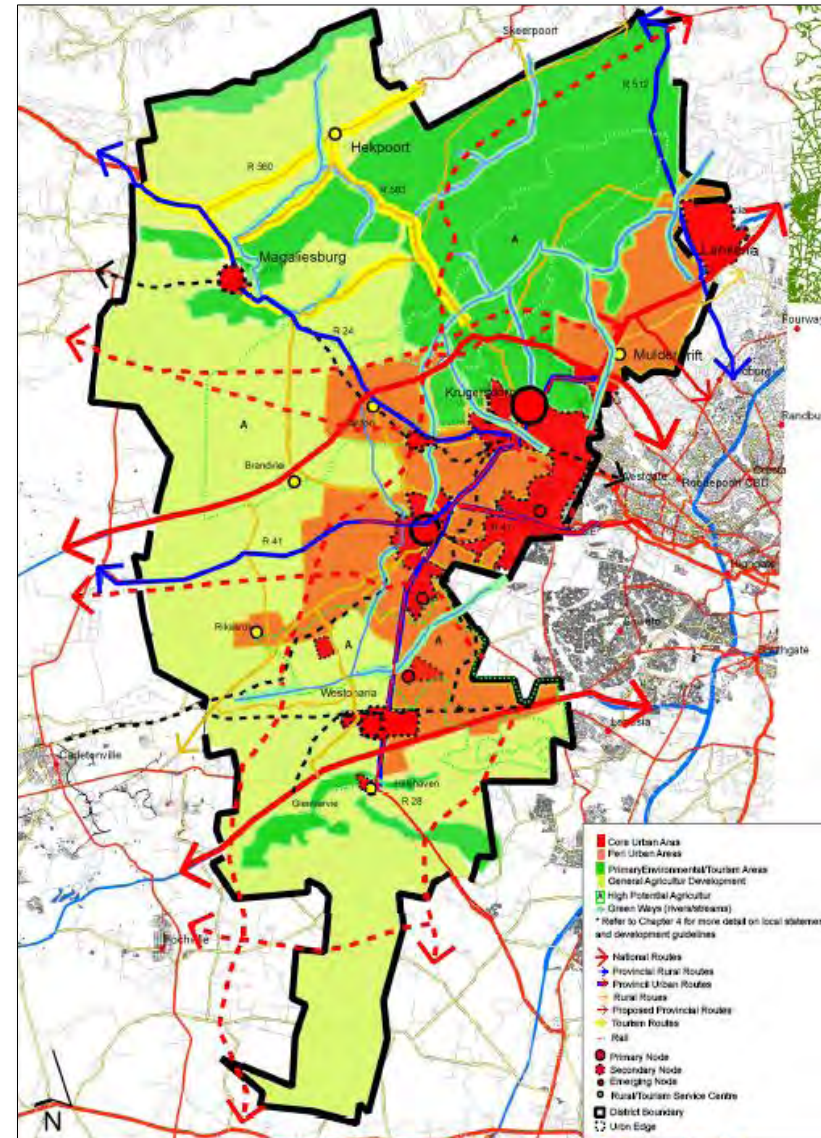


Figure 2: West Rand District Municipality SDF, 2008

The implementation of the West Rand District SDF, 2008 is based on the following strategies:

- Ensuring efficient movement and accessibility
- Promote efficient management of a network of centres of high order activity
- Open Space systems and networks
- Plan and deliver sustainable housing and settlements
- Semi rural and rural activities
- Levels of infrastructure and services
- Promoting a managed Urban Edge
- Ensuring coordination through relevant institutional mechanisms

3.3 West Rand District Municipality Integrated Transport Plan Update 2007

In terms of the West Rand District Municipality Integrated Transport Plan, 2007 the strategic directives for transport that have a spatial implication include *inter alia* the following:

- To establish a safe and comprehensive road and rail network within the WRDM region that will promote the economic development of the area, and enhance the accessibility of previously disadvantaged areas to essential facilities.
- To improve the transportation links with the Greater Johannesburg and the East Rand. Although this can be achieved to an extent through the upgrading of existing east-west routes the construction of the N17 is, however, of paramount importance to achieve the desired linking.
- To improve the transportation links between regional development clusters and nodal points along corridors with an efficient road system that will promote economic activity between the identified development clusters/nodal points.

The following network links that have an impact on the Mogale City SDF were proposed as part of the Strategic Public Transport Network:

- Primary North-South Linkages.
- R28 connecting Krugersdorp in the north to Randfontein and Westonaria in the south (This link ties in with the existing City of Johannesburg SPTN from Hendrik Potgieter Road at the Pinehaven Intersection in the north as well as in the south at the R551 linking into the Stretford Station area).
- Primary East-West Linkages.
- National Route N14.
- R24 (Rustenburg Road) becoming Luipaard Street in Krugersdorp area which becomes Ontdekkers Road in Roodepoort (City of Johannesburg).

3.4 West Rand District Municipality Tourism Development Strategy, 2005

The West Rand District Municipality Tourism Development Strategy provides overarching direction for the development of tourism in the West Rand District Municipality Area. To work towards the achievement of the long term vision to develop the West Rand as a premier tourist destination, it is important that the West Rand must focus on delivering on the following key objectives in a competitive and unique way. To improve its competitive edge, the region must:

- Be visitor focussed.
- Match products to markets.
- Strengthen and expand the product portfolio.
- Define and strengthen tourism spatial components and experience clusters.
- Develop a unique destination positioning.
- Customise experiences through packaging.
- Tailor the marketing message to chosen segments.
- Make it easy to get there and move around.
- Facilitate public sector investment in hard infrastructure.
- Enhance soft infrastructure provision.

3.5 West Rand Rural Housing Strategy, 2008

The West Rand Rural Housing Strategy, 2008 provides guidance for housing development in the rural areas of the West Rand District Municipality through identifying potential areas for the settlement of informal rural dwellers. This document makes certain strategic planning proposals pertaining to development in the rural environment which are focussed on the following interventions –

- Agricultural development;
- Rural Service Centres, focussing on higher order residential development, social services, recreational facilities, service industries, transport facilities and informal markets; and
- The provision of engineering infrastructure and municipal services.

With regard to Mogale City, the Strategy proposes –

- That no new separate settlements be established with the exception of Hekpoort within the rural environment.
- That Mogale City Local Municipality focus on sustainable settlements as opposed to the establishment of smaller fragmented areas.
- That existing settlements be enlarged (based on investigations) at identified development nodal areas and in line with the identified development principles. The enlargement of existing settlements will promote sustainability, increase investor confidence and maximise resources.
- It must not be accepted that all informal rural dwellers want to reside within the rural area. Upon the planning of new urban housing developments, an allocation should be provided to accommodate rural dwellers.

The Strategy then makes specific proposals for the Tarlton, Magaliesburg, Hekpoort and Muldersdrift areas, namely:

- Tarlton:

- No new settlements should be established.
- Tarlton Village 2 must be maximised.
- Informal settlements must be relocated to Magaliesburg or Krugersdorp.

- Magaliesburg:

- Additional land for housing must be provided.
- Relocate Tarlton informal settlements to Magaliesburg.

- Hekpoort:

- Develop Portion 1 of Vogelsand 429IQ (approximately 250 units).
- Smaller informal settlements closer to Magaliesburg should be accommodated in Magaliesburg.

- Muldersdrift:

- No new stand-alone settlements should be created.
- Rietfontein Village, Muldersdrift Homes Trust and Nooitgedacht to be extended.
- Informal settlements in the north close to Lanseria should be relocated to Cosmo City extension.

3.6 Mogale City Spatial Development Framework, 2003

The current Mogale City Spatial Development Framework, 2003 forms the foundation for the 2008/2009 revision of the Spatial Development Framework, and it is therefore important that an in-depth understanding of the current framework is achieved. Although the Mogale City Spatial Development Framework, 2009 will be a complete revision, it is still important to build on the current framework for the sake of achieving consistency and continuation as far as possible, as these qualities assist in building investor confidence and long term infrastructure investment planning.

According to the Mogale City SDF, 2003, “It is meant to provide strategic guidelines and principles in terms of which development initiatives or land use applications can be evaluated.” Table 6 sets out key aspects of the Mogale City Spatial Development Framework, 2003.

The revision will need to take cognisance of the strategic issues and determine whether they have been adequately dealt with/have changed status in terms of their relative strategic importance/have ceased to be a strategic issue for some reason or another since the formulation of the previous SDF.

Table 6: key aspects of the Mogale City Spatial Development Framework, 2003

Development Principles	Structuring Elements	Strategic Issues
<ul style="list-style-type: none"> • Sustainability. • Efficiency. • Integration. 	<ul style="list-style-type: none"> • Rural areas. • Existing and proposed nodes. • Development corridors. • Open Space networks. • Urban Edge. 	<ul style="list-style-type: none"> • Leratong crossing. • Soweto interface. • Re-alignment of Hendrik Potgieter Road. • Proposed casino development. • Urban renewal (including Krugersdorp, Muldersdrift, Munsieville, Kagiso, and Magaliesburg CBD's as well as Chamdor, Factoria, Delporton and Boltonia industrial areas). • Urbanization boundary (Gauteng Urban Edge). • Cosmo city. • Formal housing and land acquisition (development of affordable housing, especially in the rural areas). • Mining land. • Cradle of Humankind World Heritage Site. • Urban integration. • Rural development. • Nodal development. • Public transportation.

3.7 Mogale City Environmental Management Framework

An Environmental Management Framework (EMF) is a framework of spatially represented information (in the form of maps) connected to a variety of parameters. The level of sensitivity of the environment determines these parameters, which provide a framework within which development should proceed in order for it to be environmentally sustainable. The main purpose of an EMF is to proactively identify areas of potential conflict between development proposals and critical and sensitive environments.

The objectives of the Mogale City EMF are –

- To inform future planning processes in Mogale City, such as the Spatial Development Framework.
- Identify sensitive environments (from a social, economic, agricultural, heritage, infrastructural and ecological perspective).
- Assist in identifying a holistic strategy and hierarchy for open space management and planning.
- Assist in identifying local authority environmental priority areas.
- Provide management guidelines for the sustainable management of development in Mogale City.

The main output of the document is a set of management guidelines for the main Importance Rating Categories, in the form of a GIS based decision support tool.

3.8 Local/specialised spatial development frameworks and policies

The municipality has a number of local spatial development frameworks and policies that deal with specific issues or specific areas. These plans will all be taken into consideration when formulating the spatial development framework and include –

- The Master Plan for the Cradle of Humankind World Heritage Site, 2001.
- Muldersdrift Spatial Development Framework, 2009 (Draft)
- The Muldersdrift Spatial Development Strategy, 1997 and Muldersdrift Land Use Survey, 2007.
- Leratong Development Node Intermodal Facility and Urban Design Framework, 2007.
- Mogale City Local Municipality 2010 Strategic Framework Plan.

The purpose of the latter plan is to outline the approach that Mogale City will be taking in preparing itself for the 2010 Soccer World Cup. Mogale City is not one of the host cities for the SA 2010 Soccer World Cup. However, the city has taken a decision to prepare itself for the event, so that it can take advantage of the benefits that come with the event as well as to create a lasting legacy for future generations. The Strategies that form part of the 2010 Strategic Framework Plan include inter alia –

- Tourism Promotion and Development (Cradle of Humankind and Maropeng, Muldersdrift and Magaliesberg Mountains).
- Greening and Beautification.
- Sport Development.
- Public Viewing Sites (Fan Parks).

3.9 Implication for the SDF arising from district and local directives for spatial planning and development

Based on the strategic planning documents that exist for both the West Rand District Municipality and Mogale City, the following are considered to be key issues or directives that inform the revision of the Mogale City Spatial Development Framework, 2009 –

- Service delivery, economic development, environmental management and the development of sustainable human settlements are some of the key priorities of the municipalities.

- Tourism development in the Cradle of Humankind is considered to be one of the most important strategic projects. This includes defining and strengthening tourism clusters and improving accessibility to tourism areas and facilities. The natural areas have been identified as a prime opportunity zone in the district for tourism development.
- The development of the Leratong Node is a strategic project that must receive attention.
- Urban renewal of existing settlements and economic activity areas are important.
- The development and improvement of linkages with Johannesburg is important to link Mogale City with the Gauteng economic core. Internal linkages and linkages to the south, west and north are also important.
- The area to the east of the N14/R28, between Beyers Naude Drive and Hendrik Potgieter Drive is considered to be a potential development zone.
- Settlement development must focus on the strengthening and sustainable expansion of existing settlements in nodal areas rather than the creation of new settlements.

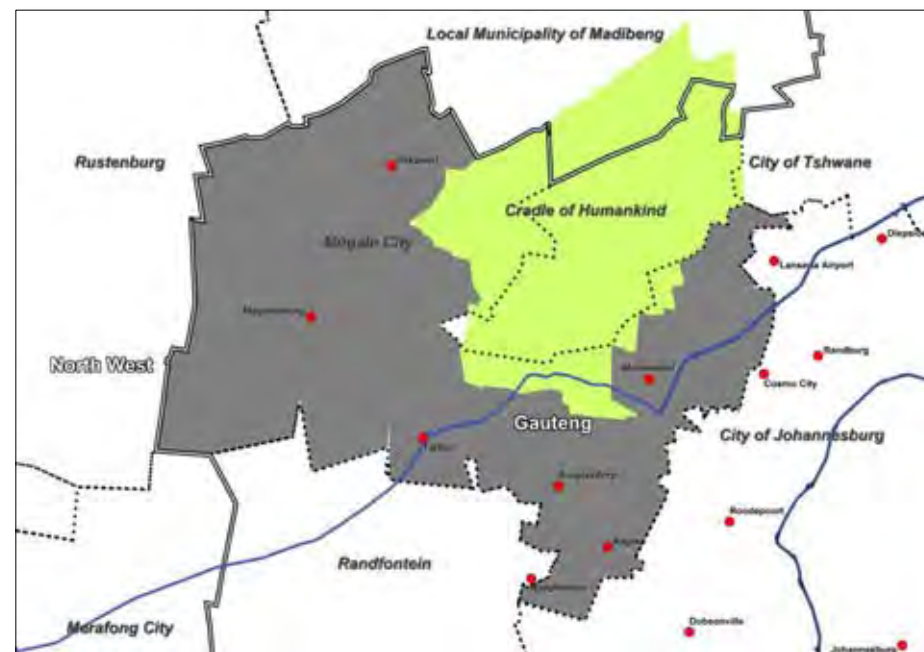
4. Spatial links to adjoining municipalities

Mogale City is in the peculiar situation that it lies on the periphery of the Gauteng metropolitan core and borders onto North West Province in the west. It functions in a sense as a zone of transition between a strong urban core and extended rural area. One should accept that its location will create some development challenges and tensions on the one hand but on the other hand, it should provide unique opportunities for development that do not occur in the metropolitan core nor the rural areas.

The proposals made in the spatial development frameworks for those areas directly adjacent to Mogale City have an impact on future development in Mogale City and hence the proposals made in terms of the Mogale City Spatial Development Framework.

Mogale City is surrounded by the following metropolitan and local municipalities:

North	<ul style="list-style-type: none"> • City of Tshwane Metropolitan Municipality • West Rand District Management Area • Madibeng Local Municipality (North West Province)
East	<ul style="list-style-type: none"> • City of Johannesburg
South	<ul style="list-style-type: none"> • Randfontein Local Municipality • Merafong Local Municipality
West	<ul style="list-style-type: none"> • Rustenburg Local Municipality (North West Province)



Map 1: Mogale City and its neighbours

5. Summary: Key issues flowing from the assessment of the institutional context and directive for spatial planning

All the issues described in the previous section have either a direct impact on the planning process or should be considered when planning is done. However, the issues listed below are central and provides very clear and direct guidance to the broader spatial planning context.

5.1 Key issues arising from the national and provincial spheres of government

The following issues must be regarded as central to the development of an SDF for Mogale City:

- Land development must support and facilitate economic growth and development that will contribute to a reduction in unemployment and halve poverty.
- Government investment must focus on areas with economic growth potential.
- Land development must take place in an integrated manner, both spatially and institutionally
- The use of existing resources and infrastructure must be optimised.
- Urban sprawl must be discouraged and more compact and efficient cities must be promoted. To achieve this, development must be channelled into nodes and corridors.
- Historically distorted development patterns must be corrected by means of physical and social integration and the redirecting of investment to areas of highest value and accessibility.
- The creation of socially and economically viable and sustainable human settlements must be ensured when dealing with housing development.
- Sensitive natural and cultural heritage environments must be protected against irresponsible, inappropriate and unnecessary development.

- Land development must support public transport infrastructure and services.
- Economically, socially and environmentally sustainable development must be encouraged.
- Economic development that will result in the absorption of unemployment and the strengthening of the Global City Region is the paramount development agenda of the province.
- Localities where there is an overlap between poverty and economic activity, such as Krugersdorp and Kagiso, must be strengthened and developed.
- The Gauteng Urban Edge, 2009 affects development trends in Mogale City.
- The Cradle of Humankind World Heritage Site and its proposed buffer zone must be taken into consideration in any development proposals made for the area.
- The development of provincial Agricultural Hubs, one of which is proposed for the south-western part of Mogale City.

5.2 Matters pertaining to the district and local government spheres

The following issues were identified at the local level of development and direct planning and development:

- Service delivery, economic development, environmental management and the development of sustainable human settlements are some of the key priorities of the municipalities.
- Tourism development in the Cradle of Humankind is considered to be one of the most important strategic projects. This includes defining and strengthening tourism clusters and improving accessibility to tourism areas and facilities. The natural areas have been identified as a prime opportunity zone in the district for tourism development.
- The development of the Leratong Node is another strategic project that must receive attention.
- Urban renewal of existing settlements and economic activity areas are important.

- The development and improvement of linkages with Johannesburg is important to link Mogale City with the Gauteng economic core. Internal linkages and linkages to the south, west and north are also important.
- The area to the east of the N14/R28, between Beyers Naude Drive and Hendrik Potgieter Drive is considered to be a potential growth zone.
- Settlement development must focus on the strengthening and sustainable expansion of existing settlements in nodal areas rather than the creation of new settlements.

Of particular importance to the formulation of the Spatial Development Framework are the municipal development objectives (or strategic goals) as set out in the Mogale City Integrated Development Plan, 2008/2009, namely –

- Provide sustainable services to the community.
- Promote a sound environmental management system.
- Provide sound governance for local communities.
- Ensure sound governance practices within the Municipality.