Metropolitan Spatial Development Framework: 2015
ANNEXURES

“Theory of Change”
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## i. Acronyms and abbreviations

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<td>Area Based Planning</td>
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<td>ACC</td>
<td>Aero City Centre</td>
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<td>ACSA</td>
<td>Airports Company South Africa</td>
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<td>BEPP</td>
<td>Built Environment Performance Plan</td>
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<td>BRT</td>
<td>Bus Rapid Transit</td>
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<td>CBA</td>
<td>Critical Biodiversity Areas</td>
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<td>CBD</td>
<td>Central Business District</td>
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<td>CDT</td>
<td>Core Development Triangle</td>
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<td>CEP</td>
<td>Capital Expenditure Programme</td>
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<td>CIF</td>
<td>Capital Investment Framework</td>
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<td>City of Johannesburg</td>
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<td>CoT</td>
<td>City of Tshwane</td>
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<td>CPM</td>
<td>Capital Prioritisation Model</td>
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<td>DFA</td>
<td>Development Facilitation Act</td>
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<td>DWA</td>
<td>Department of Water and Environmental Affairs</td>
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<td>EAP</td>
<td>Economically Active Population</td>
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<td>EBOSS</td>
<td>Ekurhuleni Biodiversity and Open Space Strategy</td>
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<td>EMM</td>
<td>Ekurhuleni Metropolitan Municipality</td>
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<td>EMSDF</td>
<td>Ekurhuleni Metropolitan Spatial Development Framework</td>
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<td>EPMO</td>
<td>Enterprise Project Management Office</td>
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<td>EPWP</td>
<td>Expanded Public Works Programme</td>
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<td>EPZ</td>
<td>Export Processing Zones</td>
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<td>Ecological Support Areas</td>
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<td>Gauteng Agricultural Potential Atlas</td>
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<td>GDF</td>
<td>Growth and Development Framework</td>
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<td>Gross Domestic Product</td>
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<td>Growth and Development Strategy</td>
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<td>Gauteng Employment, Growth and Development Strategy</td>
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<td>GHG</td>
<td>Green House Gases</td>
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<tr>
<td>GSDF</td>
<td>Gauteng Spatial Development Framework</td>
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<td>GSPTN</td>
<td>Gauteng Strategic Public Transport Network</td>
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<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>IDZ</td>
<td>Industrial Development Zones</td>
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<tr>
<td>IRPTN</td>
<td>Integrated Rapid Public Transport Network</td>
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<td>ITP</td>
<td>Integrated Transport Plan</td>
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<tr>
<td>LED</td>
<td>Local Economic Development</td>
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<td>LFPR</td>
<td>Labour Force Participation Rate</td>
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<td>LGTS</td>
<td>Local Government Turnaround Strategy</td>
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<td>LSDF</td>
<td>Local Spatial Development Framework</td>
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<td>Millennium Development Goals</td>
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<td>Neighbourhood Development Programmes</td>
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<td>NWMS</td>
<td>National Waste Management Strategy</td>
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<td>ORTIA</td>
<td>Oliver Tambo International Airport</td>
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<td>PAs</td>
<td>Priority Areas</td>
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<td>PDA</td>
<td>Previously Disadvantaged Areas</td>
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<td>PDWWF</td>
<td>Peak Daily Wet Weather Flows</td>
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<td>PIDA</td>
<td>Programme for Infrastructure Development in Africa</td>
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<td>PRASA</td>
<td>Passenger Rail Authority South Africa</td>
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<td>ROD</td>
<td>Record of Decision</td>
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<td>RSDF</td>
<td>Regional Spatial Development Framework</td>
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<td>SALGA</td>
<td>South African Local Government Association</td>
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<td>SARVA</td>
<td>South African Risk Vulnerability Atlas</td>
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<td>SDBIP</td>
<td>Service Delivery Budget Implementation Plan</td>
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<td>SDBIP</td>
<td>Service Delivery Budget Implementation Plan</td>
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<td>SDF</td>
<td>Spatial Development Framework</td>
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<td>SEZ</td>
<td>Special Economic Zones</td>
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<td>SPLUMA</td>
<td>Spatial Land Use Management Act</td>
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<td>SSeS</td>
<td>Spatial Structural Element</td>
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<td>SUDS</td>
<td>Sustainable Urban Drainage Systems</td>
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<td>TOD</td>
<td>Transit Oriented Development</td>
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<td>UA</td>
<td>Urban Agriculture</td>
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<td>UDB</td>
<td>Urban Development Boundary</td>
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<td>UDZ</td>
<td>Urban Development Zone</td>
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<td>UN</td>
<td>United Nations</td>
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<td>WGO</td>
<td>World Gross Product</td>
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<td>WWTP</td>
<td>Waste Water Treatment Plants</td>
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**Terms and definitions**

**AEROTROPOLIS:** Dr. John Kasarda, Kenan Distinguished Professor of Strategy and Entrepreneurship and Director of the Kenan Institute of Private Enterprise at the University of North Carolina’s Kenan-Flagler Business School coined the word aerotropolis. It refers to a new urban form that has begun to evolve around airports. Analogous in shape to the traditional metropolis made up of a central city and its rings of commuter-heavy suburbs, the aerotropolis consists of an airport city and outlying corridors and clusters of aviation-linked businesses and associated residential development. An aerotropolis typically stretches up to 30 kilometres outward from some airports.

**AIRPORT:** An area on land or water that is used or intended to be used for the landing and take-off of aircraft and includes its buildings and facilities, if any.

**ACTIVITY CORRIDOR:** A linear strip of land or area, connecting primary activity nodes, traversing urban or interurban areas, surrounding a major transport facility or facilities, providing an appropriate regional level of mobility and accessibility to adjacent areas, and should contain a high concentration of population and mixed land uses (job opportunities). Activity corridors normally incorporate activity spines, nodes and activity streets to accommodate the accessibility need, without sacrificing the mobility and regional accessibility function of the higher order transportation facilities in the corridor.

**ACTIVITY NODES:** Spatial concentrations of economic, social and related activities occurring in a distinct focal area.

**ACTIVITY SPINE:** A major road (or roads) or railway line accommodating mixed land uses and high-density development immediately adjacent to this facility. Activity spines are major routes that are connected to one or more secondary activity nodes. Public transport should form a major feature of an activity spine. Activity spines should exhibit satisfactory sub-regional mobility and accessibility and do not necessarily form part of activity corridors.

**ACTIVITY STREETS:** Of a lower order than, but similar to, activity spines where the same principles of linearity and high density mixed land-use apply. The term also refers to a local road that allows for a high degree of accessibility along its length. Activity streets are of a smaller scale than activity spines and do not need to connect major activity nodes. Public transport could occur on activity streets, but is not essential. Activity streets may develop spontaneously within urban areas and do not necessarily form part of an activity corridor.

**AGRICULTURAL HOLDINGS:** Areas intended for agricultural purposes, but much smaller than traditional farms. In the past, utilized primarily for small-scale fruit and vegetable propagation and livestock farming. Nowadays, often associated with residential and recreational activities, such as restaurants, guesthouses, conference facilities, etc.
AIRPORTS, AIRFIELDS AND RAILWAY LINES: Airport and rail infrastructure, including hangars, warehouses, freight storage and distribution, passenger services and hospitality uses (such as restaurants, accommodation and conference facilities) and transport services.

AMENITIES: Community facilities and social amenities, including sport stadia, tertiary education and training, casinos and entertainment centres, hospitals, community centres.

CAPITAL INVESTMENT FRAMEWORK (CIF): a growth management tool utilised to strategically, spatially influence, co-ordinate and guide municipal capital prioritisation and allocation thereof across all sectors.

CBDs: Central Business Districts – offices, retail, general business, recreation and entertainment, light service industries, residential uses, parks and open spaces.

COMPARATIVE ADVANTAGE: What a firm geographic entity, such as a region (district or metropolitan area) or country is most efficient at producing or providing/delivering. In contrast with competitive advantage, in which firms and regions compare themselves with other firms and regions, comparative advantages entails an inward focus, i.e. self-assessment. A region may have a different comparative advantage profile by better education and infrastructure provision and greater institutional density, and targeted government investment in infrastructure could change the internal comparative advantage profile.

COMPETITIVE ADVANTAGES: When a firm or region compares itself with other firm or region. A firm that is able to sustain profits that exceed the average for its industry/sector in the production of goods and the supply of services is said to have an advantage over its competitors.

DEVELOPMENT CORRIDOR: See Corridor.

DENSIFICATION / INTENSIFICATION / INFILL DEVELOPMENT: Elements that are fundamental to the restructuring of the South African ‘Apartheid City’ and to the concept of a compact city that optimally utilises all existing resources within the area.

ECOLOGICAL / ENVIRONMENTAL BUFFER: The edge beyond which no future or long-term environmental development should take place.

ENVIRONMENTAL SYSTEMS: Areas that have significant ecological and/or hydrological value. An integrated system of parkways, natural land and connecting spaces that forms the basis of a broader open space system.

INDUSTRIAL / COMMERCIAL: Light and heavy industries, service industries, warehouses and commercial uses. Noxious industries as per local town planning scheme.

GEOGRAPHIC INFORMATION SYSTEM: The system designed to input, manage, update, analyse and present spatially related information collected and managed by the municipality.
GEOGRAPHIC PRIORITY AREAS: Strategically identified priority areas that guide the spatial prioritisation of capital expenditure and programming - to achieve spatial co-ordinated targeted investment.

HISTORICAL SITES AND LANDMARKS, HERITAGE SITE: Any identifiable building or part thereof, marker, milestone, gravestone, landmark or “tell older than 50 years”. Buildings are among the most enduring features of human occupation, and the definition encompasses all buildings older than 50 years. Examples of modern architecture are included, as well as parts of buildings such as ruins, old fortifications, and Stone and Iron Age settlements. Other landmarks and markers in the environment, such as beacons, cairns, boundary markers, signposts, milestones and gravestones are also protected. “Tell” means the evidence of human occupation that is no longer above ground, such as building foundations and the buried remains of old settlements. These can be studied and interpreted by historical archaeologists.

INFILL PRIORITY AREAS: Undeveloped or underdeveloped strategically located land, which should enjoy priority in terms of development. As this includes mining land, cognisance should be taken of reclamation requirements.

INTEGRATION ZONES: Prioritised spatial focus areas within the urban network that provide opportunities for coordinated public intervention to promote more inclusive, efficient and sustainable forms of urban development. These interventions are likely to include investment programmes, enhanced delivery of services, asset maintenance and regulatory changes.

METROPOLITAN OPEN SPACE SYSTEMS (MOSS): An interconnected and managed network of open space that supports interaction between social, economic and ecological activities, sustaining and enhancing both ecological processes and human settlements. MOSS comprises public and private spaces, human-made or delineated spaces, undeveloped spaces, disturbed ‘natural spaces’ and undisturbed or pristine natural spaces.

MINING: Mines (underground and open cast), mine dump reclamation, quarries and related activities, including shafts, slimes dams, stone crushing and residential uses and offices subsidiary to mining activities.

MIXED LAND USES: Diverse land use combination, including residential uses and other uses compatible with residential uses, such as retail, offices, parks and open spaces, general business and entertainment.

MIXED-USE DEVELOPMENT: Used to promote a more diverse combination of land uses, and to improve the economic and social viability areas of development.

MOBILITY SPINES: Arterial routes along which through-traffic flows with minimal interruption (optimal mobility).
MULTI-PURPOSE CUSTOMER CARE CENTRES: Promote the principle of optimising the use of resources and promoting the establishment of viable communities – especially in the rural environment.

NODES: Spatial concentrations of economic, social and related activities occurring in a distinct focal area.

PRIORITY AREAS: Areas where capital expenditure and operational programmes should be focused on upgrading services and facilities to levels comparable with those of the rest of the metro.

PUBLIC OPEN SPACE: Any land owned by an organ of state, or over which an organ of state has certain real rights arising from the filing in the Deeds Office or other registration office of a general plan of a township, agricultural holding or other division of land, or any alteration, addition to or amendment of such land approved by the Surveyor-General, on which is marked the land to which the public has a common right of use; and is controlled and managed by the municipal council.

PUBLIC SPACES: Any open or enclosed space, square, garden or park, street, road or thoroughfare for use by the general public and which is owned by, or vests in the ownership of, municipal council or organ of state.

SERVICE UPGRADING AREAS: Previously marginalised areas where capital expenditure and operational programmes should be focused on upgrading services and facilities to levels comparable with those of the rest of the metro.

SOCIO-ECONOMIC OPPORTUNITIES: Activities that improve the social and economic well-being of the urban poor, e.g. improved health care, housing, education, recreation, job opportunities, earning power.

SPATIAL DEVELOPMENT FRAMEWORK (SDF): A core component of a municipality’s economic, sectoral, spatial, social, institutional, environmental vision; a tool to achieve the desired spatial form of a municipality.

STRATEGIC DEVELOPMENT AREAS: Strategically located vacant areas designated by the local government for growth. The area is chosen due to its strategic location, the services available in the area, and/or local zoning regulations or comprehensive plans. These areas are used as priority funding areas and can represent both infill development and urban expansion.

SUSTAINABLE LIVELIHOODS: A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for the means of living. A livelihood is sustainable when it can cope with, and recover from, shocks and stresses and maintain and enhance its capabilities and assets both now and in the future, whilst not undermining the natural base.

TRANSIT ORIENTED DEVELOPMENT: Unique mix of land uses located at a high density within a set radius of a railway station or a major public transport node like a bus terminus, or a modal transfer facility.
TRANSPORTATION CORRIDOR: A generally linear tract of land that contains lines of transportation such as highways, railroads, or canals. Often, new transport lines are built alongside existing ones to minimise pollution.

URBAN EDGE: A mechanism to manage the outward sprawl of urban areas and to protect potentially vulnerable natural and ecological areas through the introduction of a spatial limit to urban development. Urban development will not be allowed outside the urban edge.


URBAN SPRAWL: The spread of low-density development (e.g. single dwelling units) away from the urban core areas. This occurs mostly in the form of incremental development on the periphery of existing urban areas.

URBAN NETWORK STRATEGY: A transit-oriented investment planning, development and management approach. Its focus is on strategic spatial transformation that optimises access to social and economic opportunities for all but especially the poor. It aims to work towards a more efficient urban environment that fosters economic growth and development.
iii. Foreword

The dynamic growth and development circumstances and the favourable geographic position of the Ekurhuleni Metropolitan Municipality within Gauteng have led to a rather early review of the 2011 Metropolitan Spatial Development Framework.

This present review has taken place at a time when, inter alia, the Spatial Planning and Land Use Management Act, 2013 has been promulgated at national level, while the review of the Gauteng 25 Year Integrated Transport Master Plan, the extension of the Gautrain rail facility and the preparation of the Aerotropolis Development Strategy have taken place at provincial level.

Internal (metropolitan) plans and strategies that, have been influential in the preparation of the review, include the Ekurhuleni Growth and Development Strategy 2055, the Build Environment Performance Plan, Urban Network Strategy, etc.

It is envisaged that this Metropolitan Spatial Development Framework will guide the spatial development of Ekurhuleni over the next 10 years and that the foundation for long-term sustainable development has been laid by the inclusionary process followed and outcomes obtained during the preparation of this Metropolitan Spatial Development Framework.

“The point of cities is multiplicity of choice”- Jane Jacobs
iv. Acknowledgements

GIBB would like to acknowledge the contribution made by the Ekurhuleni Spatial Planning Project Management Team (PMT), without whom the review of this strategy document would not have been possible.

The PMT team consisted of:
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- Gerard Mac Carron;
- Mali Motsepe;
- Paul Willemse;
- Susan Maluleke;
- Lebo Radebe;
- Ntswaki Matlou; and
- Deon Claassen

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  - Area Heads and Urban Planners of the various CCCs; and
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- Economic Development;
- Environmental Resource Management;
- Human Settlements;
- Transport;
- Energy;
- Waste Management;
- Water and Sanitation;
- Roads and Stormwater.

This review was conducted by:

The GIBB Urban and Rural Planning team:
- Nico Kriek (Project Executive);
- Istell Orton (Project Leader);
- Marieke Kriek;
- Sandra Pyke;
- Carl Erasmus;
- Torben Troup;
- Eriva Nanyonjo;
- Tia Scheepers; and
- Winston Basson
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External contributors include:

Osmond Lange Architects and Planners

MetroGis

IHS

TSE Consulting

Neville Barber Communications
v. **Executive summary**

**INTRODUCTION**

South African cities are all searching for a more just spatial development model whereby the imbalances of the past can be eradicated and the demand of modern sustainable city building can be met.

In this process of urban transformation one has to move from a low density, private transport dominated and dispersed urban structure that has been developed over many years to a public transport oriented higher density compact urban structure where high levels of safety and freedom of choice exist as related to transport modes, housing typologies and proximity to job and recreation opportunities.

This Metropolitan Spatial Development Framework (MSDF) must be viewed as first step towards guiding future spatial development in Ekurhuleni to achieve a more sustainable metropolitan city structure, which can lead economic and social development in Gauteng.

**BACKGROUND**

The review of the Ekurhuleni Metropolitan Spatial Development Framework (EMSDF) was done against the legislative backdrop of the local government Municipal Systems Act (MSA), 32 of 2000 and the Spatial Planning and Land Use Management Act (SPLUMA) 16 of 2013.

Policies that guided this planning process indicate inter alia the National Development Plan (NDP), the Gauteng Employment, Growth and Development Strategy, the Ten Pillar Programme, the Gauteng Spatial Development Strategy and the Ekurhuleni Growth and Development Strategy.

The normative principles as described in the NDP encompass the spirit within which this plan was prepared and in this vein can be described as the guiding principles for the compilation of the EMSDF. These principles are:

- Spatial Justice.
- Spatial Sustainability.
- Spatial Resilience.
- Spatial Quality.
- Spatial Efficiency.

**CONTENTS AND PROCESS**

The MSDF contains the following sections:

- Section A, which includes the contextual perspective of the legislative framework within which the EMSDF was done.
- Section B is a comprehensive status quo analysis of the physical, social, economic and institutional sectors.
Ekurhuleni Metropolitan Spatial Development Framework: 2015

- Section C comprises the spatial development framework, which also includes development guidelines and implementation strategy with catalytic interventions.

The process followed was ongoing throughout the planning period and is summarised in the following diagram.

**STATUS QUO FINDINGS (SPATIAL)**

The main findings from the status quo analysis include the following:
- Ekurhuleni is well placed to accommodate future regional growth in view of the growth patterns in Gauteng and the role of the future growth of the aerotropolis.
- The urban footprint is dispersed with the related pressures on service delivery and transport systems.
- The traditional core areas (CBDs) are unable to provide the needs of the growing residential areas of the south, south-west and east.
- The agricultural areas of the metro appear to have significant development potential in support of the aerotropolis and should as such be protected and developed.
- The well-established transport routes, being rail, road and air.
• The transport system including rail, road and air, is well developed and remains a strong resource to attract and accommodate future development.
• The extensive open space system within the metropolitan area should be protected and developed to support the future densified urban structure.
• Water, sewer and electrical services - all need expansion, specifically in the north-eastern and southern sectors of the metro.

In addition to the above, the main influencing factors, which were taken from the Status Quo Analysis, are indicated in the following table.

<table>
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<tr>
<th>INFLUENCING FACTORS</th>
<th>GROWTH AND DEVELOPMENT STRATEGY</th>
<th>HUMAN SETTLEMENTS</th>
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<td>GROWTH AND DEVELOPMENT STRATEGY</td>
<td>• Re-urbanise</td>
<td>• Mega housing projects</td>
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<td></td>
<td>• Re-industrialise</td>
<td>• Informal settlements</td>
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<td>• Re-generate</td>
<td>• Backyard shacks</td>
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<td></td>
<td>• Re-mobilise</td>
<td>• Housing backlog</td>
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<td></td>
<td>• Re-govern</td>
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<tr>
<td>PLANNING PROCESS</td>
<td>• Fragmented urban structure</td>
<td>AEROTROPOLIS</td>
</tr>
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<td></td>
<td>• Metropolitan identity</td>
<td>• Multi-core districts</td>
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<td></td>
<td>• Peripheral urban development</td>
<td>• Areas of influence</td>
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<td></td>
<td>• Nodal transition</td>
<td>• Research and manufacturing</td>
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<td></td>
<td>• Large open spaces and agriculture</td>
<td>• Creative cluster</td>
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<td></td>
<td>• Regional opportunities</td>
<td>• Agri-business</td>
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<td></td>
<td>• National focus – air, rail</td>
<td>• Logistics</td>
</tr>
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<td></td>
<td>• Strategic land parcels</td>
<td>• Mixed use infill</td>
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<tr>
<td>ENVIRONMENT</td>
<td>• Gauteng Environmental Framework</td>
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<td></td>
<td>• Gauteng Department of Agriculture and Rural Development</td>
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<td></td>
<td>• Ekurhuleni Bio-Regional Plan</td>
<td></td>
</tr>
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<td></td>
<td>• Ekurhuleni Environmental Management Framework</td>
<td></td>
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<tr>
<td></td>
<td>• Ekurhuleni Biodiversity and Open Space Strategy (EBOSS)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Agricultural potential</td>
<td></td>
</tr>
<tr>
<td>TRANSPORT</td>
<td>• Good rail network</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Road based development</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Dedicated freight routes</td>
<td></td>
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<td></td>
<td>• Freight hubs</td>
<td></td>
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<tr>
<td></td>
<td>• Functional public transport</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Gautrain</td>
<td></td>
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<tr>
<td></td>
<td>• Aerotropolis</td>
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<td></td>
<td>• Regional airports</td>
<td></td>
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<tr>
<td></td>
<td>• Pedestrianisation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Transit oriented development</td>
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</tbody>
</table>
METROPOLITAN SPATIAL DEVELOPMENT CONCEPT (MSDC)

The MSDC that now guides the MSDF builds on the existing concept in that it suggests a strengthening and expansion of the core triangle between Kempton Park, Germiston and Benoni, to include the proposed new airport node in the east.

It further proposes the inward growth of the peripheral residential areas i.e. Etwatwa and the development of clearly defined corridors, while the agricultural land needs to be protected (see diagram overleaf).

REVISED MSDF

The revised MSDF includes the following primary building blocks:

- The promotion of functional nodes to serve the population efficiently.
MSDF PRIMARY BUILDING BLOCKS

- The development of functional corridors where economic activities will be concentrated and supported by public transport.

- An effective transport system to serve the urban structure and to guide appropriate densification opportunities.
In addition to the above the **key components** of the MSDF are the following:

<table>
<thead>
<tr>
<th>KEY COMPONENTS</th>
<th>Re-Urbanise</th>
<th>Re-industrialise</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Multi-functional metro core</td>
<td>Multi-functional metro core</td>
</tr>
<tr>
<td></td>
<td>Retrofitting existing primary nodes</td>
<td>Retrofitting existing primary nodes</td>
</tr>
<tr>
<td></td>
<td>New nodal development</td>
<td>New nodal development</td>
</tr>
<tr>
<td></td>
<td>Functional densification</td>
<td>Functional densification</td>
</tr>
<tr>
<td></td>
<td>Effective public transport</td>
<td>Effective public transport</td>
</tr>
<tr>
<td></td>
<td>Inward urban growth</td>
<td>Inward urban growth</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Re-Govern</th>
<th>Re-Mobilise</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permanent urban development boundary (UDB)</td>
<td>Development of under developed social services land</td>
</tr>
<tr>
<td>Functional planning / management regions</td>
<td>Shared facilities</td>
</tr>
<tr>
<td>Planning to lead decision making</td>
<td>Multi-functional facilities</td>
</tr>
<tr>
<td>Lesedi</td>
<td>Public transport</td>
</tr>
<tr>
<td>Growth management strategy</td>
<td>Functional participation (refuse removal)</td>
</tr>
<tr>
<td>Land acquisition (inter-governmental land)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Re-Generate</th>
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<tbody>
<tr>
<td>Re-cycled grey water for agriculture</td>
</tr>
<tr>
<td>Rail transport</td>
</tr>
<tr>
<td>Stormwater management</td>
</tr>
<tr>
<td>Alternative land use / building uses</td>
</tr>
<tr>
<td>Multi-functional land / facilities</td>
</tr>
<tr>
<td>“Green” buildings and services</td>
</tr>
</tbody>
</table>
STRATEGIC PROPOSALS AND CATALYTIC RECOMMENDATIONS

The following strategic proposals are encompassed in the MSDF:

- Establish a permanent urban boundary as per this MSDF;
- Develop the core node as a metropolitan hub around the airport;
- Existing nodes need to be retrofitted to serve the current needs of the metro and new nodes need to be developed to improve connectivity and serviceability in the metro;
- Corridors need to be developed applying the “beads on a string” principle;
- Agriculture should be developed (in conjunction with Lesedi) to become a meaningful contributor to the Ekurhuleni economy;
- Densification needs to support public transport and needs to be supported by sufficient municipal services;
- Transit-orientated development needs to be promoted throughout the metropolitan area;
- Improved regional connectivity needs to be achieved via the development of PWV 3, PWV 5 and PWV 17 routes;
- Rail services need to be improved to augment the road-based public transport services and to develop the inland freight ports of Tambo Springs and Sentrarand; and
- Gautrain extensions need to be pursued to service the eastern side of the airport.

As regards the catalytic recommendations, the following should be implemented with urgency:

[Map showing various development and transportation strategies]
CONCLUSION

The review of the EMSDF 2011 was necessary to align the Ekurhuleni spatial development with new legislation and with large-scale new developments in the region.

As such, this plan should ensure that the future spatial development of the metropolitan area will be sustainable and that it will contribute to the wellbeing of all its citizens.

*Ekurhuleni is well placed to become a leader in the future of Gauteng.*
Dear Sir/Madam

I am a young lad from Ekurhuleni and I think I should comment on spatial development of our city. I am currently unemployed therefore I know how hard life can be but I Love my City Ekurhuleni very much. My comments are as follows:

- As a city we need to build 3 to 4 universities because as a graduate myself I was forced to travel all the way to Wits University to study teaching (HDE). There are farms near Daveyton, Tembisa, Apex and Boksburg prison which can cater for these Universities.

- We also need to develop new railway (train) routes to previously disadvantaged areas such as Tsakane, Kwa-Thema, Duduza, eThwathwa and Vosloorus. The Tsakane train can be linked at Apex Station via Carnival City to Geluksdal, Tsakane, Kwa-Thema then Roadbent near Sharon Park. There is a railway in eThwathwa which can be linked to Daveyton and Springs. The Vosloorus can be linked to Katlehong or Kwesine and Dunswart via Wattville. Chief Luthuli & Kingsway have a Daveyton line passing by we can just build stations nearby. The Leralla line can be expanded to Chloorkop and Modderfontein near Gautrain line.

- Many of our youth are unemployed thus I think we must build Theatres and Media centres for them which will be working 24 hours. These Media centres should have computers which have Wifi as well as software such as Fruityloops, Cubase, Reason, etc. so that those youth who want to venture into music can do so at ease. You can build us one near Sibikwa Arts centre near Benoni. There is a Big Space There.

- Lastly we need Wifi and Ekurhuleni TV which will focus on issues affecting our society. We do not want to migrate to Sandton, Centurion or Randburg because the municipality is failing and cannot take care of us. WE LOVE THIS PLACE EKURHULENI! THANKS!

Yours faithfully
Seleki Madidimala
ANNEXURE A

Policies and Strategies
1 Policies and strategies

The land use proposals of the Ekurhuleni Spatial Development Framework require the implementation of a range of policies and strategies to re-create a smart, creative and developmental city. The policies and strategies required are described in this chapter. Spatial transformation will be addressed in all these strategies.

1.1 Environmental policies

1.1.1 SDFs as the main implementation instrument of EBOSS

EBOSS was used in defining the urban development boundary and is included as a sectoral strategy in the MSDF. Conflicts between EBOSS, the Spatial Development Frameworks and the revised MSDF were identified and mitigated where necessary.

1.2 Municipal infrastructure

The policy put forward for municipal infrastructure services is to ensure the protection and optimal use of existing infrastructure, while providing services in a cost-effective, efficient and sustainable manner. In the long run the ongoing maintenance and/or upgrading of existing services remains a more cost effective option than replacement or provision of new services. Land use development and infrastructure services in the core activity area of Ekurhuleni should be co-ordinated to achieve optimal use of infrastructure, without over-utilising existing ageing infrastructure. This implies that current problems, particularly pertaining to electricity disruptions, should be addressed as part of the strategy promoting industrial extension and intensification. Funding should be provided for the specific development of the core node and this funding should be derived as per departmental budget.

Currently bulk capacity within the Urban Edge for water and sanitation is sufficient, while the upgrading of bulk water at a high cost would be required to unlock development potential in the northern areas and southern rural areas. This supports the policy directive promoting residential infill and land use intensification within the core activity area. The implications of waste generation and waste collection should be considered from the outset in land use applications. This is particularly relevant to land use changes in peripheral areas, where limited waste collection exists and illegal dumping often occurs. Solid waste management and stormwater management strategies needs to be integrated closely with environmental management and environmental health strategies, to ensure sustainable development. A growth management strategy is a critical element in the provision of infrastructure in the city in the light of scarcity of financial recourses.
1.3 Housing

The Gauteng Provincial Department of Housing is conducting the formulation of municipal housing frameworks parallel to the Spatial Development Framework of Ekurhuleni. While there is a specific housing policy and strategy for the provision of subsidised housing in Ekurhuleni, it was considered that this should be incorporated only once finalised through the provincial process. These will include, but are not limited to:

- integrating previously disadvantaged areas into the urban fabric, eradicating informal settlements and working towards residential densification in expansion areas;
- spatial planning for the informal sector, including informal traders, informal service providers and informal housing; and
- review of the EMM Housing Department’s ‘Migration Plan’ so as to support the spatial concept of nodes and corridors and to prevent urban sprawl. Such review must be an integral part of the RSDFs to be prepared. A principle to be applied in this regard is the minimisation of the migration of people both in terms of numbers and distance. Where it is necessary to relocate people, they should remain as close as possible to where they live at present.

1.4 Economic development

The information on economic development was *inter alia* taken from the 2003 “Local Economic Development Strategy”.

To realise the economic strategy and to ensure sustainable development a number of key interventions are needed. These strategic interventions, aimed at contributing to the growth of all the economic sectors, are noted in the sections below. The main focus of all the interventions is to create jobs in small and micro enterprises and in cooperatives; to diversify the economy by providing for local needs and attempting to increase export revenue, and to provide for ownership opportunities for black people, women and the poor. The core components of the economic strategy are discussed below.

1.4.1 Administered pricing and tariffs

This refers to the charges levied for services by the municipality. It should be noted that overall inflation targets make recovery from tariffs vulnerable. Standards on levels of services also affect the setting of tariffs as delivery to under-services areas increases the initial costs. Affordability of service levies would, therefore, be the key to ensuring an increased level payment. The redistributive mechanism of established areas subsidising under-services areas is one way of ensuring that service levies are not prohibitive in under-services areas, as these areas are also economically deprived.

In this respect a sliding scale to accommodate the economically deprived areas would need to be considered, alongside a breakdown of the cost to maintenance and upgrade where needed. In addition, the quality of product or service would need to be factored into the cost determination. Tariffs need to be on a sliding scale based on:

- domestic use in an under-services area;
domestic use in an established area; (designated township);
small business use;
large industry and commercial use; and
Government and service delivery use.

With respect to fuel and electricity, a link to waste recycling and re-usable energy would assist to ensure that the basic quality of life for all is set and that all citizens fall within a basic social security net of affordable services.

Property rates are the key source of revenue for local authorities. It is crucial that all properties be rated. The no-rating exclusion should be based on subsistence living, farming, subsistence plots and shack dwellings, and people in casual jobs and those unemployed.

1.4.2 Sectoral ring-fencing of revenue

The streams of revenue from electricity, water, sewage and refuse removal need to be ring-fenced to ensure that surpluses are used to improve the reach and range of each of the specific services. This tool is not currently applied in Ekurhuleni and requires further financial investigation.

1.4.3 Developing and sustaining economic sectors - agriculture

To ensure economic growth and stability a spread of all economic sectors in the regional economy is essential, with the primary sector of agriculture being firmly in place to build food security. Strategic Interventions on agriculture are backed by an agricultural strategy adopted by the council.

- Wealth creation projects and increasing agricultural exports: Two areas of developing agricultural exports (flower growing and medicinal herbs) are being piloted. These fit in with the provincial strategy to make the best possible use of the richest agricultural soil in Gauteng and exploit the facilities of the Rand Airport, “City-Deep” and the OR Tambo International Airport. A process to link into the agricultural development programmes steering committee set up by the Economic Development Department is also a part of this intervention.

- Restructuring of local state assets for greater efficiencies and black economic empowerment to be realised: The marketing of agricultural products in South Africa was regulated until 1994 through commodity boards. Currently marketing services are deregulated and in the hands of the private sector. The Springs Fresh Produce Market belongs to Ekurhuleni Metropolitan Municipality and provides a marketing service to the agricultural sector. The restructuring of the Springs Fresh Produce Market will cover employment equity, the broadening of the base of agents and suppliers, increasing access to economic opportunities for local people, and restructuring the ownership of the market to ensure that the municipality derives revenue from the investment in the property and, encourages the agricultural sector in the region to play a decisive role in
the operation of the market are key points linked to this intervention. A task team to oversee this process has been set up.

1.4.4 Industrial strategy

Ekurhuleni was, for more than a century, the world’s largest producer of gold and Africa’s most important industrial agglomeration. The location of the industrial areas within the region was primarily as a result of gold mining and the associated development of road and rail infrastructure that could facilitate export trade and deliver supplies to other areas of the country. The transportation routes have also had a significant influence in the spatial layout of the towns within the metro (Roberts, p144).

During the 1980s and 1990s the strength of the area’s manufacturing base was eroded by the decline of the mining industry and decreasing global demand for metal. The Ekurhuleni area was therefore left with large amounts of underused and vacant industrial land. The decline resulted in a drop in employment rates in the manufacturing sector and an overall decline in the heavy industrial base previously associated with the area. The result of this was a rise in service-oriented activities and wholesaling, warehousing and light industrial activities, particularly around the OR Tambo International Airport (Roberts, p146).

While manufacturing continues to be a major employer within the region, policies need to be put in place to ensure a better understanding of the overall industrial situation within the metro within the context of the post-apartheid era. It is incomprehensible that so little is known of the dynamics within the major industrial areas. To this end the metro must develop an industrial strategy followed by programmes and projects to ensure the survival and growth of this sector. A lack of investment in the built environment of the old industrial areas has left these old spaces of manufacturing unsuitable for the production and process requirements of modern or growth sectors of industry (Rogerson, 2000). New industrial areas offer opportunities for the relocation of some of these companies into more modern and convenient premises. The SDF provides for further expansion to suit modern and technologically advanced industries. The SDF further promotes the infill and intensification of the existing areas and this should be done in accordance with the proposed Industrial Strategy.

The strategy should also consider the value added processes that can be developed in conjunction with the heavy industrial companies to try to add value before export. This sector has been relatively successful but more should be done to ensure global competitiveness. In particular the development of black SMMEs will aid this process and an industrial strategy should help to guide future investment and empowerment of these SMMEs.

There is a variety of national government incentives for industrial retention and growth and the beneficiaries of these should be part of the strategy process to ensure that major players in the sector are able to give input. As many studies have proven, shock incentives and the desire to be globally competitive have resulted in job losses, and this must be managed carefully within the region.
The provincial government did recognise the ORTIA as it has two Blue IQ projects, namely the OR Tambo International Airport Cargo Area and the Industrial Development Zone (IDZ) to promote primarily airport-related manufacturing, warehousing and distribution industries. The purpose of the IDZ project is to provide an efficient import and export duty-free zone for high value-added, light manufactured goods exported via air freight. It will provide a marketing platform for South African goods and the location for light export-oriented manufacture industries, together with the avionics and aerospace cluster. The creation of an industrial development zone adjacent to the OR Tambo International Airport will contribute to the competitiveness and growth of the manufacturing sector in Gauteng by lowering the input costs and improving the supply chain efficiencies for firms in the IDZ. (GPG Blue IQ). As per the February 2011 announcement by the Gauteng MEC for Economic Development, Qedani Mahlangu, the IDZ will initially consist of a 135000m² manufacturing space at OR Tambo International Airport where local and foreign jewellery manufacturers can produce high-end gold, diamond, platinum and other semi-precious metals for export markets. The investment initiative would attract between R150 million and R300 million in investment (Gauteng Online, February 2011).

The industrial areas in Ekurhuleni include the full range of industrial activities ranging from heavy and toxic industries to light industrial, commercial and warehousing activities. Within the context of the five main industrial areas identified, some planning now needs to be done towards the functional specialisation of these industrial areas – in both local and regional contexts. The strategy worked out for the Far East Activity Belt could serve as an example in this regard.

As stated by the Premier in his February 2015 state of the Province address: the provincial government together with the Ekurhuleni Metro and national government, was undertaking 29 industrial initiatives, under the banner of the Aerotropolis, to revitalize manufacturing, aviation, transport and logistics industries linked to the OR Tambo International Airport. This will dramatically transform the current industrial structure of the economy of Ekurhuleni.

The Premier highlighted the following state-owned companies initiatives in the EMM that will contribute to the reindustrialisation of Ekurhuleni.:  
- PRASA is rolling out 7 224 new rolling stock units with a projected investment of R123-billion over a period of 20 years.
- Transnet’s investment in the inland freight and logistics ports of Tambo Springs and Sentrarand will create 30 000 jobs in the same period. The Tambo Springs Inland port development will have an estimated R7.5-billion investment over five years.

Furthermore, the Premier mentioned that Airports Company South Africa, Denel and major private sector companies are positioning themselves in line with the imperatives of the aerotropolis. There is huge potential for these projects to attract massive foreign direct investment into the OR Tambo Industrial Development Zone and the Special Economic Zone.
1.4.5 Township business

As announced by the Premier in the February 2015 state of the Province address, the Provincial Government has already committed more than R160-million to the township economy. In the 2015/16 financial year, more than R300 million has been allocated to support township enterprises and co-operatives.

The Premier announced that the Provincial Government will strengthen three existing township economic hubs, in Mohlakeng, Winterveld and Tembisa. Furthermore, he announced that seven new township hubs will be established in Ennerdale, Hammanskraal, Mabopane and Reiger Park, and that industrial Parks in Katlehong, Orlando, Residentia, Khutsong and Ennerdale will be revitalised.

1.4.6 Other

- The role of ORTIA in relation to the Core Development Triangle, Ekurhuleni, Gauteng and South Africa. The spatial impact of the airport should be unpacked, considering both the tourism (passenger)-related land uses, and the industrial (freight)-related land uses.
- An industrial development strategy focussing on Ekurhuleni’s competitive and comparative advantages: Industry retention, job creation and formalisation of the informal sector will be core focus components of this strategy, with specific emphasis on the spatial manifestation thereof.
- EMM needs an economic strategy to guide and justify the development of the regional economy.
- Different sectors/functions involved with economic development should talk to each other.
- Ekurhuleni must create new industrial parks as the current ones are old.
- All CBDs need to be redefined and regenerated as they are decaying.
- Townships as economic nodes need to be revamped (Source: August 2010 input from the Ekurhuleni Economic Development Department).
1.5 Retail development strategies

These are various concentrations of retail, businesses and services in EMM. Those that are too small in scale are not indicated on the spatial development framework. The following classification of centres is put forward as a policy directive.

Business centre classification (Source: Ekurhuleni Regional Retail Sector Investigation, Demacon, 2004)

<table>
<thead>
<tr>
<th>Type of Centre</th>
<th>Size of Centre (m²)</th>
<th>Trade Area</th>
<th>Access Requirements</th>
<th>No of households</th>
<th>Population</th>
<th>Socio-economic groups</th>
<th>Radius</th>
<th>Travel time (minutes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Filling station stores</td>
<td>&lt;250</td>
<td>Only at filling stations</td>
<td>Together with filling station</td>
<td>-</td>
<td>-</td>
<td>All</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spaza</td>
<td>&lt;50</td>
<td>At houses in suburbs</td>
<td>Suburban streets</td>
<td></td>
<td></td>
<td>Low and middle low</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small free-standing centre</td>
<td>500 – 1 000</td>
<td>Part of suburbs</td>
<td>Suburban streets</td>
<td>&lt;2 000</td>
<td>&lt;7 000</td>
<td>Mainly middle, middle low and low</td>
<td>1</td>
<td>&lt;2</td>
</tr>
<tr>
<td>Local convenience stores/centres</td>
<td>1 000 - 5 000</td>
<td>One suburb or parts of suburb(s)</td>
<td>Minor collector road – traffic study may be required</td>
<td>700-3 600</td>
<td>2 500-12 520</td>
<td>All</td>
<td>1.5</td>
<td>3</td>
</tr>
<tr>
<td>Neighbourhood centre</td>
<td>5 000 - 12 000</td>
<td>Suburb(s)</td>
<td>Major collector roads – traffic impact study required</td>
<td>2 400 - 5 700</td>
<td>8 300-20 000</td>
<td>All</td>
<td>2.0</td>
<td>4</td>
</tr>
<tr>
<td>Community centre</td>
<td>12 000 - 25 000</td>
<td>Group of suburbs</td>
<td>Main road – traffic impact study</td>
<td>8 500 - 17 800</td>
<td>30 000 - 62 500</td>
<td>All</td>
<td>3.0</td>
<td>6</td>
</tr>
<tr>
<td>Small regional</td>
<td>25 000 - 50 000</td>
<td>Specific sub-region in city</td>
<td>Main road – traffic impact study</td>
<td>17 800-35 700</td>
<td>62 500 - 125 000</td>
<td>All</td>
<td>5.0</td>
<td>10</td>
</tr>
<tr>
<td>Regional centre</td>
<td>50 000 - 100 000</td>
<td>Large region in city/or whole city</td>
<td>Main road and perhaps national road – traffic impact study</td>
<td>28 600-57 150</td>
<td>100 000 - 200 000</td>
<td>Mainly above average</td>
<td>8.0</td>
<td>16</td>
</tr>
<tr>
<td>Super regional centre</td>
<td>100 000+</td>
<td>Large region in city and surrounding areas</td>
<td>Main and national routes, traffic impact study</td>
<td>57 150-114 300</td>
<td>200 000 - 400 000</td>
<td>Above average</td>
<td>10+</td>
<td>20</td>
</tr>
<tr>
<td>Specialist/theme centre</td>
<td>Vary from 2 000 to 30 000</td>
<td>Depend on type of store or centre – mostly on regional level</td>
<td>Mostly main roads – traffic impact study</td>
<td>5 700 – 85 700</td>
<td>20 000 - 300 000</td>
<td>Mainly above average</td>
<td>5-10</td>
<td>10-30</td>
</tr>
<tr>
<td>Value centre</td>
<td>5 000 - 25 000</td>
<td>Next to regional centre or on main road/highway</td>
<td>Main roads – traffic impact study</td>
<td>4 800-23 800</td>
<td>26 700 - 83 300</td>
<td>Middle to above average</td>
<td>6.0</td>
<td>10</td>
</tr>
<tr>
<td>Hyper centres</td>
<td>15 000 – 35 000</td>
<td>Strong correlation with a regional centre</td>
<td>Main roads</td>
<td>21 400 - 50 000</td>
<td>75 000 - 175 000</td>
<td>Middle to above average</td>
<td>8.0</td>
<td>15</td>
</tr>
</tbody>
</table>

The Ekurhuleni Regional Retail Sector Investigation, 2004 described a number of retail development management guidelines and recommendations. This section outlines the strategies to be implemented in terms of retail activities.

1.5.1 Management strategies

Individual applications still need to be subjected to micro level (i.e. site specific) market potential analysis to cater for local idiosyncrasies. It is, nevertheless, possible to formulate broad strategies as guidelines for retail development in certain areas. Four types of
strategies are proposed to assist the Ekurhuleni Metropolitan Municipality to manage the retail sector:

(i) **Revival strategy:** This strategy must be applied to older nodes; CBDs where the majority of buildings are subject to functional obsolescence and do not cater for modern consumer demand. Over and above the implementation of UDZ Tax Incentive Schemes and building conversion programmes, there is a need to develop nodal repositioning strategies (Refine the role and function of CBDs, identify niche markets).

(ii) **Growth management strategy:** Development is fuelled by market forces which, if left unbridled, may cause the market to overheat in certain areas which, in turn, may be to the detriment of other less attractive nodes, giving rise to increasing vacancy rates, reduced rental income, eventual deferred maintenance and loss of rates and taxes – not only in the retail segment of the market. Furthermore, retail development often serves as catalyst for other types of commercial development, e.g. office sector development and automotive parks, which is not always factored into forecasts that inform spatial plans. Focus areas must include the primary urban cores of higher order retail activities, e.g. East Gate Mall, East Rand Mall and Lakeside Mall and secondary urban cores such as the emerging Carnival City node.

(iii) **Maintenance strategy:** This must be applied to stable nodes with signs of decay. Focused intervention is required to protect investments and the city’s rates base. Examples include the Springs CBD and Bedfordview CBD. The processes must be coupled with the implementation framework to facilitate implementation of the UDZ tax incentive scheme and the programmes around building conversion.

(iv) **Kick-start strategy:** This strategy should be targeted at previously disenfranchised communities. The need is also to encourage clustering of public amenities to create agglomeration advantages for private sector development. Retail development requires feed and the grouping of public facilities is an imperative to kick start development in these areas (the new retail centres in Galeshewe, Sol Plaatjie, are good examples of this).

1.5.2 **Functional levels of the retail sector in Ekurhuleni**

In the context of the above, it is recommended that the most appropriate vehicle through which future retail development should be managed and facilitated, should have as its most basic point of departure a distinction between:

- metropolitan core area;
- primary nodes;
- secondary nodes;
- minor nodes (tertiary and neighbourhood nodes);
- transit-oriented nodes; and
- rural service nodes.
The metropolitan core area can be described broadly as an area of metropolitan significance, aimed at providing economic, social and residential opportunities in an integrated, vibrant, high-intensity, mix-use and pedestrian friendly environment, linked with inter-modal public transport facilities at the highest level of accessibility. The focus on a selected number of urban cores will enable the Ekurhuleni Metropolitan Municipality to make these nodes more attractive and economically viable for new development by private sector; and to improve liveability, vitality, urban performance, pedestrian access, convenience and sense of performance permanence and structural integration.

1.5.3 Nodal leverage mechanisms

To fast track urban core development, local government may consider the following at its disposal:

**Tax incentives:** Local authorities in the United States frequently use reduced rates as an incentive to encourage investment in commerce and industry. South African local authorities are currently prevented from using these types of concessions.

**Infrastructure:** Infrastructure concessions often involve the provision of serviced industrial and commercial sites or special efforts to develop infrastructure and services in selected commercial areas in response to the needs of prospective investors. The implications of these infrastructure concessions are that the investor will be attracted, if the local authority is flexible and sensitive in amending its development/delivery schedule to accommodate the investors’ needs.

**Land and buildings:** An incentive package of this type may involve the sale, transfer or rental of land, buildings or other facilities owned by the local authority on concessionary terms in to attract investment. This further implied assistance by the local authority to obtain premises. However, if the local authority intends making some of its own assets available, it must ensure that they are in compliance MFMA and ATR which apply to the disposal of public assets.

**Regulatory reform:** These concessions involve special efforts by the local authority to reduce constraining regulation and zoning that may stand in the way of potential business development. This aspect implies an accurate and speedy system to supply information relating to, and the approval of, potential investment.

**Finance:** Some international cities provide financial assistance in the form of special grants access to start-up capital, bridging finance and credit, loan guarantees or the underwriting of risks. However, South African local authorities are currently prohibited from undertaking in these activities.

**Approval process:** One of the most basic incentives involved facilitating prompt decisions such as the approval of building plans and rezoning applications. Prospective investors will
lose interest if local authorities take too long to approve plans and applications. The establishment of a one-stop centre could facilitate this process more efficiently.

**Synthesis:** Perhaps the most important notion communicated in the preceding section on retail, has been the fact that public sector investment shapes the course of development. This is particularly true for the second economy areas in Ekurhuleni where special measures will be required to entice the private sector to develop. Whether it is in a first economy or second economy area, development of a healthy, sustainable and balanced retail sector will hinge on the public sector forging a strong alliance with the private sector. It is in this approach that lies the key to establishing harmony between consumer demand and demand.

### 1.6 Mines and quarries

Requirements with regard to development applications, consents and clauses for conditions of approval and title deeds:

Planning and development frameworks should incorporate a requirement for all development located near the mining and quarrying operations to include the following consents and clauses in the conditions of approval and title deeds of any development applications:

- That the development applicant obtains the written consent of the holder of any rights granted in terms of the Mineral and Petroleum Resources Development Act (MPRDA – Act 28 of 2002) over the site or near the development and which may have an impact on that development;
- Any urban development taking place near any quarrying, prospecting or mining related activities and operations is to comply with the approved Environmental Impact Assessment/Environmental Management Plan (EIA/EMP) for the operation and take cognizance of the mining operational plan as contained in the EMP and associated mitigation and management measures;
- The erection or construction of any buildings, roads, railways or any structure within a horizontal distance of 500 m from the workings of the mine or quarry shall comply with all the requirements and obligations of the Mine Health and Safety Act (Act 29 1996) and the associated Mine Health and Safety regulations;
- The following "shock clause" has been accepted by the Department of Mineral Resources and should be included in the conditions of approval and relevant title deeds relating to the development:

  "The following clause is to be incorporated in every deed of transfer/certificate of registered title prepared for registration at the relevant deeds registry relating to the land concerned:

  As this Erf (stand, land etc) forms part of land which is or may be undermined and which may be liable to subsistence, settlement, shock and cracking due to quarrying, prospecting or mining related activities and operations past or present or future, the owner thereof accepts all liability for any damage thereto or any
structure thereon which may result from such subsidence, settlement, shock or cracking”.

All lease and sale agreements should include the following clauses. The lessee / purchaser of the property hereby acknowledges and accepts that:

- Any mining and quarrying operations are conducted in terms of the Minerals Act 1991 and the Mines Health and Safety Act 1996 (“the Acts”). In terms of these Acts entry to any mining lease area and property is strictly controlled and no unauthorised persons may enter the mine property for any reason;
- Mining and quarrying operations are authorised to be conducted on a 24-hour basis and certain operations resulting in noise, vibrations, dust and other types of manufacturing disturbances may cause the lessee / purchaser inconvenience;
- To conduct mining and quarry operations, blasting operations occur on a regular basis resulting in noise, vibrations and dust and other types of disturbances that may cause the lessee / purchaser inconvenience and shall have no claim against the lessor / seller nor mining or quarry operator arising from such operations.
- The lessee / purchaser undertakes not to cede the lease / sublet / sell the property unless it is a term of the cession / sub-lease / sale that the cessionary / sub-lessee / purchaser furnishes an acknowledgement and undertaking as herein set out.

(Source: Adapted from comment by Andrew Barker, by email on 21 October 2010).

The mining sector, although in decline, can be stimulated to make a contribution to the economy, with promoting the expansion of artisanal and small-scale mining.

Strategic intervention on mining is facilitated through the establishment of a mining forum.

The Gauteng Department of Agriculture and Rural Development (GDARD) has initiated a specialist project to investigate the reclamation of mine residue areas for development purposes. This includes the preparation of a strategy and implementation plan to evaluate the suitability of land from the mine residue areas to be used for other productive uses in line with government priorities. Furthermore it is to provide a strategy and implementation plan for mitigation of environmental impacts and prioritised reclamation of mine residue areas.

Recommendations from the report on "Mine Water Management in the Witwatersrand Gold Fields with Special Emphasis on Acid Mine Drainage" December 2010, must be implemented as applicable.

1.7 Land reform

The council faces a challenge of bringing low-income people closer to the core development area because of land costs. Yet it disposes of its own land without taking incognisance of the need for land redistribution and the principle of compacting the city. In terms of the provisions of the MFMA and the Asset Transfer Regulations (ATR) the Council may dispose of
its land only to the highest bidder. However, the President alluded to the need to lease government (Council /State) land so as to achieve equity.

In terms of the MFMA and ATR , land may be retained by the Council only if it is intended for the purposes of providing the minimum level of service. Housing provision by the state is considered to be such a basic minimum level of service and is a basic human right.

Inclusive housing policy: Council owned land closer to job opportunity areas can be used to achieve the inclusionary housing policy objectives. In this regard, public-private partnerships could be entered into by the council. Other housing policy objectives can be achieved without the council having to alienate or dispose of the land outright. Council owns land that has existing residential rights. The council should use the land to achieve the objectives of the inclusive housing policy. In particular, the land should be used for people in the housing “gap market”. These are those employed people who do not qualify for subsidy RDP housing and who are ignored by the banks: mostly newly employed civil servants like teachers and policemen.

Public open areas: The alienation of unserviceable public open areas should be reviewed: in particular in the previously disadvantaged areas which were developed as dormitory suburbs, without complementary services and facilities. The strategy is to have these desired services and facilities especially of the economic nature to be provided. The retail strategy was approved and should be implemented in these areas accordingly. In this regard the provisions of the MFMA and ATR would apply but council might have to be considerate on factors other than price.

Land audit database: A credible and up-to-date database has to be created on council owned land. This will assist Council to understand and know what land it owns and plan to use it strategically.

Cities of the future world, which includes the whole of Africa and therefore Ekurhuleni, face land reform challenges on numerous fronts. These include:
1. land use management reform;
2. acknowledgement of the role of the so-called informal sector;
3. land redistribution to the formally disadvantaged, especially in South Africa, and therefore Ekurhuleni and alternative tenure options relevant to the EMM circumstances;
4. Uurban renewal;
5. land audit and redistribution through disposal; and
6. Land tenure reform

The above issues are addressed in detail below in accordance with the area based planning (ABP) approach of the Department of Land Affairs. ABP would have focus areas that are defined geographically and packaged into land reform products. The land sector aspect of planning is aimed at facilitating forward planning and pro-active land acquisition, and all key stakeholders are offered the opportunity to participate in a process that will define how land reform occurs in the local area.
1.7.1 Land use management reform

Land use management as a requirement of the spatial development framework in terms of statutory provision is dealt with in detail in the text chapter. In this section, the issue pertains to the inclusion and accommodation of the “Informality” or the informal sector issues including:

- informal housing and informal settlements and site and services schemes;
- informal business- spaza shops, taverns, shipping containers;
- other land use that might be considered illegal or unauthorised; and
- the current town planning procedures and processes that exclude the majority of the people, who happen to be the majority of voters in EMM.

1.7.2 Sustainable livelihoods development

Most residents are excluded from the formal activities permitted by the current town planning process and procedures. These residents are found in the previously disadvantaged settlements of EMM; Thokoza, Katlehong and Vosloorus colloquially referred to as Kathorus; Daveyton-Etwatwa; Tsakane, Duduza and KwaThema colloquially as Kwatsaduza; and Tembisa. In these areas reside 70% of the residents of the Metro.

With the unemployment rate as high as 30%, most of the residents including those in informal settlements in the city survive on help from relatives, hand outs, and government grants. Most of these residents, on the margins of poverty and destitution, engage in informal sector enterprise that is not accommodated by the commercial business sector or the banks, including RDP housing developments, stokvels, cooperatives, street trading and other informal business, which lack collateral.

Sustainable livelihoods are therefore beyond the ability of the poor.

Households in abject poverty battle to attain sustainable livelihoods to acquire assets and gain access to entitlements. Consequently the households and individuals within them are vulnerable possibly because of discrimination because of gender, race, disability, religion, geographic location etc. These include women, children and inter-generational poverty caused by lack of employment opportunities.

According to Toukin (2008), assets lacked by the poor and marginalised are categorised (in theory) as:

- natural capital, which includes land;
- physical capital, which include access to basic infrastructure services, housing and means of production;
- human capital, mainly skills to produce and sell;
- social capital, which enables people to access capital through networks and institutions; and
- financial capital, which opens access to suppliers of credit.
1.7.3 Land redistribution

Land distribution in urban areas has played second fiddle if at all in the light of government emphasis on agrarian reform and rural land redistribution. There are three aspects to land reform in terms of government policy: restitution, redistribution and tenure reform.

Land restitution has not been possible for urban areas like EMM for the reason that land use rights might have been upgraded or changed. Most of the forcibly removed, displaced people opted for financial rewards rather than relocation to the places whence they had been removed. However certain persons were awarded their land in Bakerton in Springs and Brakpan ‘Old Location’ in Brakpan.

Redistribution is when the state makes land procumbent to achieve Broad Based Black Economic Empowerment (BBBEE). What is significant to note is that most of these locations where people were forcibly removed were well located along the gold reef that follows the Germiston – Springs railway line. The locations include Dukathole, Stirtonville, Wattville/eTwatha/Actonville, Edenvale and Old Alberton. Some of the mine hostels on mine premises exist to this day. In the absence of land restitution, land redistribution by state/government of the formally marginalised is the only option. This can happen only within tenure limitations, of course. Such land for redistribution may include strategically located land. However, its ownership might have to be varied according to preferable tenure options. This would include empowered options to individuals who have the capital.

The current land claim in Brakpan at the ‘Old Location’ needs to be addressed in terms of land redistribution needs.

1.7.4 Urban renewal

Land reform for developed cities mainly concerns urban revitalisation of rundown city centres. It entails the rejuvenation of rundown areas neglected and/or with absentee landlords. Lessors and lessees show no interest in the maintenance of the buildings.

An urban renewal strategy is in place. Germiston and Kempton Park CBDs were selected as the first two Urban Development Zones (UDZs) for development in the context of urban renewal strategy. The UDZ was a national treasury programme that has since been extended.

For the previously disadvantaged African townships, the National Development in Partnership Grant (NDPG). Was developed by the national treasury. This, with the urban renewal strategy, is unfolding as programmes for urban management and should be supported.

1.7.5 Land audit and alienation

Land alienation should take place in the context of the country’s land reform policy. Three essential elements to this land audit study and strategy are:

- land restitution;
• land audit; and
• land redistribution through disposal of council land.

1.7.6 Land tenure reform

As a result of peoples vulnerability to attain sustainable livelihoods, it is essential that land tenure be reformed. The strategy is to accept the graduation of land tenure within a consortium from informal tenure to freeholds. This would include the availability of public and road reserves for trading and small enterprise developments. The different tenure options include:
• freehold (ownership);
• leasehold;
• co-operative;
• commercial;
• sectional title, and
• commercial property association.

Land tenure is limited and closely intertwined with land use. In poverty stricken areas, informal use is the norm.

1.7.7 Informality

The informal sector enables sustainable livelihoods to be obtained by vulnerable households. New land use management schemes should acknowledge and accommodate access to opportunities to permit residential users to trade, through appropriate design of low-cost housing. The council has an approved street trading policy that includes public land, and is supplied for implementations.

1.8 Urban edge policy

The provincial approach to growth management within the Gauteng City Region is outlined in the Gauteng Growth Management Perspective, 2014 (GGMP). The following statements, in the GGMP (page 82) are the core directives that informed the EMM Urban Edge Policy:
• “The unrestricted outward growth of urban areas in Gauteng must be addressed in order to contain the development footprint in the long term. The focus should be on internal spatial restructuring rather than horizontal expansion.
• An urban edge together with a strong environmental management framework is considered the most effective tool to convey and establish the policy intent of restricting urban sprawl. ...... An urban edge can however never succeed as a stand-alone growth management tool and must form part of a comprehensive approach to growth management.
• An urban edge must be demarcated in such a way that it makes provision for approximately 20-years’ peripheral growth in terms of the targets set for suburban/low priority growth. An urban edge should therefore only be amended under exceptional circumstances.”
Although the Gauteng Urban Edge Policy, 2007 was rescinded in 2011, it laid down demarcation objectives and demarcation criteria to be applied when demarcating or amending an urban edge. The demarcation objectives and criteria are herewith incorporated in the MSDF for application in Ekurhuleni as indicated below:

1.8.1 Demarcation objectives

The following objectives of the urban edge remain important and should be applied in its demarcation:

- Conservation of Environmental Resources – specifically conservation areas, heritage sites, open space and sensitive areas.
- Optimum utilisation of engineering services and community facilities. These services are not only expensive to install but specifically expensive to operate and maintain. The high capital and maintenance costs of development in peripheral areas thus need to be considered carefully.
- Optimisation of public transport systems with resultant reduction in pollution (air, water, noise etc) and travelling time and cost.
- Prevention of urban decay. By drawing a boundary around the existing urban area development is focused inward, resulting in all opportunities being explored, especially the regeneration of decaying areas.
- Promotion of opportunities for redevelopment, infill development and densification. The conservative approach to expansion also results in opportunities for infill development being explored. As well-located land is often more expensive, or vacant land in the urban area often has high levels constraints, higher densities are considered as these result in a higher yield.
- Creating affordable cities for residents - shorter travelling distances (costs) and efficient use of infrastructure. The long term cost to end-users in terms of commuting costs and obtaining goods and services not available in peripheral areas often outweigh the short term cost of cheap land.
- Upgrading/re-use of infrastructure rather than expansion. Proper maintenance and upgrading of existing infrastructure is more cost-efficient than expanding and creating more maintenance costs.
- Restructuring of the Apartheid city – growing Gauteng into a global city region which is internally coherent and externally competitive.
- Improving economy of scale - more people/km² imply more business opportunities and efficient use of community facilities.
- 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 as contemplated in the Gauteng Spatial Development Perspective.
1.8.2 Demarcation criteria

Within the context of the guidelines contained in the above section, it is suggested that municipalities consider the following generic criteria in the demarcation of the urban edge for their respective areas of jurisdiction:

- Protection of the agricultural resource.
- Present growth trends at a regional and local level.
- Creating a compact urban footprint.
- Allowance for realistic urban growth.
- Reduction of peripheral urban growth.

1.8.3 Land uses outside the urban edge

Land uses to be allowed outside the urban edge will be identified for specific areas during the drafting of RSDFs and/or LSDFs for the applicable areas. The following land uses will be evaluated for specific areas outside the urban edge during the drafting of RSDFs:

a) Extensive agriculture.
b) Conservation Areas/Nature Reserves including associated tourism facilities (accommodation, restaurants).
c) Tourism and related activities e.g. curio markets, resorts.
d) Recreational facilities e.g. hiking trails/ hotels/ game lodges with associated tourism facilities.
e) Farm stalls and home industries.
f) Agricultural Holdings in specific areas.
g) Any other related development/service provided that the proposed development/service:
   i. services primarily the local market; and/or
   ii. is resource based (needs to be located near a specific natural resource, e.g. sand quarries, mines, etc.); and/or
   iii. is located at a defined and approved service delivery centre.

Developments/services not complying with the criteria set in (a)–(f) may thus be allowed only if it complies with criteria (i)–(iii)

With regards to the evaluation of the applications, the following procedures are being proposed.

- Application outside the urban edge areas must comply with the criteria:
  In cases where applications fall outside the urban edge, but comply with the criteria for land uses in the rural areas as listed above, the same principle applies as with an application within the urban edge area as listed above. The Ekurhuleni Metro approves/disapproves the application based on its spatial development framework, precinct plans and land use management plan, and subject to other relevant legislation e.g. environmental requirements (EIAs), etc.

- Application outside the urban edge areas not complying with the criteria:
In the case where an application falling outside the urban edge area does not comply with the criteria stipulated above, the Ekurhuleni Metro will conduct the following procedure:

Request for an additional motivation from the applicant which clarifies the following matters:

- The reason for the specific location of the proposed development.
- Indicate who will provide the bulk services and where it will come from (i.e. in terms of water, sanitation, electricity, roads, storm water provision). Although bulk services may already be available in an area the appropriateness of location and capacity would need to be assessed.
- Indicate what the impact of the development on the urban edge would be (i.e. how the development will integrate with the existing urban fabric and what impact it will have on urban sprawl).
- Indicate what the impact of the development will be on the environment negatively affect any endangered animal or red data plant species.
- Indicate what the effect on the existing transportation infrastructure and public transport provision will be in general.
- Prove that there is not a property inside the urban edge suitable for the proposed development.

The EMM will then submit the application and additional motivation, with an accompanying memorandum and draft recommendation from the EMM itself to each of the relevant provincial departments for their comments. The following line function departments will at least be consulted: Environment and Tourism; Roads and Transportation; Development Planning; Housing and Economic Development.

The relevant Gauteng Provincial Department should assess these applications in terms of the Decision Support System linked to the Gauteng Vacant Land Audit and comment in this context on the suitability of the development. The applications must also be referred to GDARD for their comments. The EMM will then make a final decision on the application based on all the facts and comments received during the two phases listed above. The EMM will then inform the relevant provincial departments in writing of its final decision.

1.9 Disaster management

The Ekurhuleni Disaster Management Framework (DMF) and Disaster Management Plan (DMP) coordinate all disaster management activities in Ekurhuleni. The MSDF and RSDFs must record spatial implications for disaster management and the impact of spatial considerations on disaster management into financial cost and human lives. Effective disaster management can inter alia reduce vulnerability to climate change by ensuring a reduce risk to flash flooding by improving storm water management systems and rehabilitating/maintaining to open areas to attenuate flood water.

The MSDF supports other planning, environmental, engineering and health policies, laws, guidelines and procedures in contributing to disaster management. Based on the purpose of
the MSDF, this support is focussed on the spatial components of disaster management, and can be summarised as follows:

- **Flooding:** No new development is to be allowed in the 1:100 year flood line. Flood line determination must be required with all development application if such development is deemed to have an impact on upstream or downstream areas. Where required EMM should determine 1:100 year flood lines for problem areas as identified through the EMM Storm Water Management Policy.

- **Sinkholes and collapsing soils:** No new development is to be allowed on areas affected by undermining, dolomite or other adverse soil conditions. Geotechnical investigations must be required with all new development applications if such development is deemed to be on unsuitable land. Where required EMM must implement mitigating measures as per the EMM Dolomite Risk Management Strategy.

- **Pollution:** No unsuitable development is to be allowed in areas demarcated as buffer/controlled areas around mine dumps, landfill sites, major hazardous installations, sewage treatment plants and airports.

- **Climate change:** Land development should be evaluated based inter alia on its impact on climate change. Special reference should be made to wise water use, food security, reduction of carbon emission, enhancement of public transport, wise electricity use.

- **Acid mine drainage:** This risk is to be further investigated. Areas at risk are to be identified and mapped in the RSDFs.

- **Vulnerable areas:** These include OR Tambo International Airport, all highways, the Apollo Distribution Centre, mine dumps (slimes dams), acid mine drainage areas, industries such as AECl, informal settlements, unsafe buildings, etc. Specific areas are to be identified and mapped in the RSDFs.

- **Land demarcated for use in disaster situations:** EMM must identify facilities and land to be used in disaster situations. Examples of such disasters include the emergency relocation of people in the 2009 xenophobic attacks, land required for the 2010/11 emergency relocation of the Bapsfontein squatters, etc. Where possible, existing facilities such as community halls, schools, churches, sport stadiums, government facilities, etc can be used for short term (days or weeks), immediate accommodation of people in case of disaster. For medium term (weeks or months) accommodation, vacant land must be prepared and kept in a state of readiness. Due to the possibility of land invasion (squatting), the locality of the identified vacant land cannot be made public. Such land will be identified during the RSDF processes.

- **Spatial information:** Applicable spatial information related to disaster management is captured on the Ekurhuleni GIS for use by all EMM Departments and other authorities involved in disaster management.
Hereunder are the disaster risks identified in the Ekurhuleni formal risk and vulnerability assessment conducted during 2008. This section describes the risk profile of the municipality. The preliminary risk and vulnerability assessment performed with the aid of a questionnaire to all Councillors and Ward Councillors indicated the risks and vulnerabilities below.

These risks were confirmed in part through a formal risk assessment in the Southern Service Delivery Region:

Risk formula:

\[
\text{RISK} = \frac{\text{HAZARD} \times \text{VULNERABILITY}}{\text{CAPACITY}}
\]

Risks

- Natural hazards - Lightning strikes causing fires and/or damage to:
  - power lines
  - residential, commercial and industrial buildings
- Informal settlements
  - floods - especially close to or affecting informal settlements
  - heat wave
  - extreme cold
  - fires in informal settlements
  - subsidence in dolomite areas
  - strong winds and tornadoes
  - earthquakes
  - thunderstorms
  - health-related disasters
- Technological hazards
  - hazardous material spills and accidents (roads, rail and air)
  - mine tremors
  - major accidents (especially along the N1, N3, N12, N17, R24 and R21)
  - aircraft crashes (Johannesburg International Airport and Rand Airport)
  - explosions – e.g. (AEL) African Explosives (LTD)
  - Sasol gas pipeline leaks and explosions
  - Petronet pipelines
  - rail accidents and derailments

Vulnerabilities

- Residents living in unsafe areas (dolomite, mine dumps, along major road and rail corridors, etc).
- Residents in informal settlements close to hazards, i.e. gas and fuel pipelines, high tension electrical/overhead wires.
- Residents not trained in disaster risk reduction actions and preparedness.
- Lack of awareness of disaster risks.
Manageability and capacity
Manageability means: Capable of being managed or controlled.
Capacity means: A combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster. Capacity may include physical, institutional, social or economic means and skilled personal or collective attributes such as leadership and management. Capacity may also be described as capability (Source: http://www.unisdr.org/eng/library/lib-terminology-eng%20home.htm Accessed: 1 December 2005).

Drivers of risk and vulnerability: poverty, lack of formal housing and secure tenure, urban growth and densification, (source: Disaster Risk Management, Lecture by Will Faling, University of Pretoria, 24 March 2011).
ANNEXURE B

System of plans
2  System of plans

The Ekurhuleni system of plans is guided by applicable current legislation, including the Municipal Systems Act, the Municipal Planning and Performance Management Regulations, the SPLUMA,2013 etc. All applicable legislation is summarised in the MSDF Status Quo Report (Report 1).

This chapter describes the relationship between all policies, plans, strategies and frameworks applicable to land development applications.

2.1  Spatial Development Frameworks (SDFs)

Over the last number of years, Ekurhuleni pursued a system of wall-to-wall Local Spatial Development Frameworks (LSDFs). Due to the size of Ekurhuleni and the subsequent number of LSDFs required, the City Development Department saw the need to rethink the LSDF approach. An academic critique on the system of wall-to-wall LSDFs was subsequently obtained from the University of the Witwatersrand. Forthcoming from said critique, the SDF approach of Ekurhuleni was revised whereby the metro will now develop an MSDF supported by six RSDFs. Where required at the local level, there will be precinct plans in development areas of strategic importance.

The following Spatial Development Frameworks are replaced by this MSDF:

- MSDF,2011

2.1.1  Metropolitan Spatial Development Framework

The Metropolitan Spatial Development Framework represents the first of three levels of plans to be established in the Ekurhuleni Metro. The three levels of plans are as follows:

- Metropolitan Spatial Development Framework (MSDF);
- Regional Spatial Development Framework (RSDFs); and
- Precinct Plans.

The MSDF is a visual representation of the ‘development vision’ and ‘interventions’ required to achieve the development objectives of the Growth and Development Strategy (GDS) and Integrated Development Plan (IDP) of the Ekurhuleni Metropolitan Municipality. Further to providing the objectives reflecting the desired urban form of Ekurhuleni, the Spatial Development Framework also puts forward policies and strategies for achieving these objectives. It is of utmost importance that Ekurhuleni pursues an approach to development and build a city around a development area that takes cognisance of the four disadvantaged township areas on the peripheries of the metro. In this regard the two alternatives in terms of creating a city identity are considered non-exclusive (Aerotropolis and multi-nodal). This approach ensures that whilst the areas of economic development that developed along the mining belt benefit from economies of scale in terms of location, the townships (PDAs) also develop their own economies in terms of retail development and industrial and commercial
activities in order to address the huge social agenda of the state and the Millennium Development Goals (MDGs).

This plan should, however, not be interpreted as a blueprint or master plan aimed at controlling physical development, but rather as a framework giving strategic guidance in respect of the location and nature of development in the municipality. Desired patterns of land use are indicated in terms of the Spatial Development Framework, although room for interpretation and further refinement still exists. The SDF is development orientated, but flexible to allow for growth and changing circumstances.

The guidelines provided in this document will also service as points of departure / basic principles for the Land Use Management System to be implemented for the Ekurhuleni Metropolitan Area. The Land Use Management Plan should assist in providing the foundation for the drafting of the land use management scheme. The land use management schemes would address detailed land uses (erf level) to be permitted / not permitted, densities, floor areas, height restrictions, etc.

The MSDF is a framework giving strategic guidance in respect of the location and nature of development in the municipality. Desired patterns of land use are indicated in terms of the SDF, although room for interpretation and further refinement still exists. The MSDF is development orientated, to allow for growth and changing circumstances. The MSDF indicates broad, desirable land use patterns and is therefore not a mechanism intended to evaluate or motivate individual land development applications. However, the MSDF may be used to evaluate or motivate individual land development applications in areas where there is no LSDF, only until such time as an applicable RSDF has been completed.

This Metropolitan Spatial Development Framework is reviewed in accordance with the provisions of the Municipal Systems Act 32 of 2000. All aspects from the legislation listed in the Status Quo Report (Report 1) were adhered to in preparing the MSDF.

This MSDF contains a greater level of detail compared to the previous Ekurhuleni MSDF. In this review, input and proposals from the 2011 Regional SDFs were incorporated into the MSDF. For this reason the three Regional SDFs as approved in 2007 can be rescinded with the approval of the MSDF.

### 2.1.2 Regional Spatial Development Frameworks (RSDFs)

The next very important level in the hierarchy of plans is the Regional Spatial Development Framework. In accordance with the Wits critique and best practice, a strategic Regional Spatial development framework (as developed by the City of Joburg and eThekwini, and as conceived in the draft City of Cape Town MSDF) is pursued. A Regional Spatial Development Framework (RSDF) will be prepared for each of the proposed Planning & Urban management Zones so as to replace and refine the previous three Regional SDFs as approved by Ekurhuleni in 2011. Local Spatial Development Frameworks (RSDFs) will, where applicable, be incorporated into the six RSDFs. On approval of the six RSDFs there will thus no longer be individual LSDFs in use. This will significantly simplify the Ekurhuleni hierarchy of plans.
The RSDFs will be formulated in terms of the Municipal Systems Act, the Municipal Planning and Performance Management Regulations, the Development Facilitation Act and the National Environmental Management Act (NEMA). The RSDFs must be attached as annexures to future MSDF Reviews for approval by the EMM Council as an integral component of the IDP in terms of the Municipal Systems Act. A similar submission must be made to the MEC responsible for Development Planning for approval in terms of the Development Facilitation Act.

The MSDF should be interpreted in the drafting of RSDFs so as to achieve detailed land use proposals within the RSDFs. This would ensure that the overall spatial objectives for the Metro are followed through to Zone level, while providing and adequate level of detail to assess land development applications. All spatial policies formulated must be refined and be incorporated into the RSDFs. The incorporation should look at the relevance of the policy in the specific area, but within the parameters of the EMM spatial vision, planning principles and objectives. RSDFs will contain planning detail for the development of strategically located land.

The RSDFs will include detailed land use proposals and is therefore a mechanism intended to evaluate or motivate individual land development applications in areas where a precinct plan is not available. However, this MSDF may be used to evaluate or motivate individual land development applications in areas where there is no LSDF, only until such time as an applicable RSDF has been completed. Until new RSDFs have been approved, existing LSDFs are to be used to evaluate applications.

2.1.3 Precinct Plans

Precinct Plans will be developed for strategic development areas of the metro. Where the need for a fine level of detail with proposals up to individual erf level persists, or where specific trends and tendencies require an overall policy approach, Precinct Plans and policies are used as mechanisms to guide decision making. Such areas will be identified and demarcated in the RSDFs to be drafted.

Existing approved LSDFs that are consistent with this MSDF will be retained for inclusion into the RSDFs. In cases where these LSDFs are not consistent with the MSDF, these LSDFs will have to be amended, updated or revised.

Where available, a Precinct Plan and/or approved policy is thus to be used for the consideration of all application types, (e.g. rezoning, township establishment, consent use, removal of restrictions, DFA applications, etc.). Where available, a Precinct Plan and/or approved policy is to be used by all decision making bodies, i.e. Mayoral Committee, Ekurhuleni Development Tribunal, Municipal Planning Tribunal, Provincial Townships Board, Gauteng Department of Agriculture and Rural Development (GDARD), and all Ekurhuleni officials with delegated authority.
2.2 Land use policies

Implementation of the following land use policies are supported in implementing the MSDF:

- Policy on Security Townships (new developments), 2003;
- Streets and Township Naming Policy, 2003;
- Rezoning on Farm Land Policy, 2003;
- Spaza Shop Policy, 2003;
- Tavern Policy, 2003;
- Accommodation Establishment Policy, 2003;
- Cellular Mast Policy, 2013; Uniform Policy on the placement of Shipping Containers on properties within the Ekurhuleni Metropolitan Area, 2003
- Open Space contributions Policy, 2010; and
- Limited Payout Machines Policy, 2010

The above listed policies are to be referred to in considering land development applications as these policies address specific detailed matters not addressed in the MSDF.

2.3 Sectoral strategic plans

The GDS, IDP and MSDF amalgamate the objectives, strategies and implementation plans of the various development sectors in Ekurhuleni. Many of the Departments in Ekurhuleni embarked on the formulation of Sectoral Strategic Plans, in accordance with legal requirements or their own Key Performance Areas, prior to or during the formulation and revision of the IDP and MSDF. This sectoral input was fed into the MSDF to form a synergistic perspective of development in the metropolitan area. The MSDF makes the influence of various sectoral development aspects on each other and the Metro as a whole clear.

The following specific sectoral plans are to be updated, amended or improved after approval of this MSDF and based on the proposals of this MSDF:

- Sports, Recreation, Arts and Culture: The Status Quo Analysis Phase of this sectoral plan has been completed. The Strategy Phase should consider the MSDF, while the MSDF revision should in future incorporate strategies forthcoming from this sectoral plan.
- Engineering Services: Master Plans for the various aspects forming part of engineering services are currently underway and should be aligned to the MSDF;
- Stormwater Management Plan;
- Integrated Transport Plan: This plan should also be aligned with the SDF, especially with regard to the alignment of the proposed IRPTN routes;
- The IMQS Backlog Study should be updated to reflect the MSDF’s densification approach vs. the sprawl approach used in the current Backlog Study; and
- Infrastructure Delivery Plan which must support housing delivery.

2.4 Land use management schemes

A land use management scheme (LUMS) is more detailed than a SDF (erf/site specific level) and fulfils a different legal function from a SDF. The approved Ekurhuleni Town Planning Scheme is informed by the MSDF so as to provide for implementation of the MSDF. This
specifically relates to definitions used in the MDSF and LUMS and to the implementation of
densities as proposed in the MSDF. In the absence of appropriate and relevant land use
legislation, the LUMS should be promulgated in terms of the Townships and Town Planning
Ordinance 1986 as an interim scheme so that the interpretation of terminology in line with
the MSDF is the same throughout the metropolitan area.

The provision for Special Development Areas (SDAs) in the new Ekurhuleni Scheme Clauses
will be an important spatial tool in implementing SDF proposals.

2.5 Considering land development applications

This Section reflects the official position of the Ekurhuleni Metropolitan Municipality
regarding the use of Spatial Development Frameworks and Policies when considering land
development applications. ‘Land development application’ refers to all application types:
re zoning, township establishment, consent use, removal of restrictions, sub-division, division
of land, and all applications submitted in terms of SPLUMA. This Section is to be used by all
decision making bodies, i.e. Ekurhuleni Development Planning Portfolio Committee,
Ekurhuleni Development Tribunal, DFA Tribunal, Provincial Townships Board, Gauteng
Department of Agriculture and Rural Development (GDARD), and all Ekurhuleni officials with
delegated authority.

In commenting on land development applications, the following standard text is to be used
by all Area Planners as a base for Spatial Planning comment:

The following land use policy is applicable to this application:*

- Policy on Security Townships (new developments), 2003;
- Streets and Township Naming Policy, 2003;
- Rezoning on Farm Land Policy, 2003;
- Spaza Shop Policy, 2003;
- Tavern Policy, 2003;
- Accommodation Establishment Policy, 2003;
- Uniform Policy on the placement of Shipping Containers on properties within the
  Ekurhuleni Metropolitan Area, 2003
- Open Space contributions Policy, 2010; and
- Limited Payout Machines Policy, 2010

The application is in line with the policy/ not in line** with the policy. The application is
supported/ not supported**.

* Remove the policies not applicable
** Remove what is not applicable
ANNEXURE C

Marketing
3  Marketing

After approval, the MSDF must be marketed and/ or communicated to the role players and implementers. The MSDF must be made available as effectively and widely as possible.

3.1  Marketing and communication tools

The following tools will be used to market the MSDF proposals:

- Paper copies of the respective reports;
- CDs with Report 1, 2, 3 and 4 as .pdf files, a MS Power Point presentation and all MSDF shape files to be distributed to identified internal and external role players;
- Email distribution of Report 2 to be distributed to identified internal and external role players;
- Glossy booklets of the MSDF Executive Summary to be distributed to identified internal and external role players;
- Making a MS Power Point presentation to identified audiences, e.g. the Development Forum, Captains of Industry, and internal meetings;
- Distribution of a memo to all EMM users via email to inform all EMM staff of the approval of the MSDF;
- Placement of a notice in the Ekurhuleni Talk (to all staff) to inform all EMM staff of the approval of the MSDF;
- Publication of Report 1, 2, 3 and 4 as pdf files, a MS Power Point presentation and all MSDF shape files on the Ekurhuleni Intranet;
- A press release to all local media to inform the public of the approval of the MSDF;
- Placement of a notice in the Ekurhuleni Talk (to the community) to inform the public of the approval of the MSDF;
- Publication of Report 1, 2, 3 and 4 as pdf files, a MS Power Point presentation and all MSDF shape files on www.ekurhuleni.gov.za;
- Capturing all MSDF shape files on the City Development GIS; and
- Printed A0 maps.

3.2  Internal role players

Internal role players include:

- Political leadership (Executive Mayor and Mayoral Committee);
- Ward Councillors;
- Ward Committees;
- Strategic leadership (City Manager, Heads of Department);
- Technical Departments (Corporate, Regional and CCCs); and
- City Planning Staff (Corporate, CCCs).
3.3 External role players

External role players include:
- National government departments;
- Provincial government departments;
- Adjoining municipalities;
- Parastatals and service providers;
- Effected major land owners (Urban Edge);
- Top 40 Account holders;
- Planning and development related consultants;
- All residents and ratepayers; and
- Special interest groups (e.g., EBI, Development Forum, Mining Forum).
ANNEXURE D

Monitoring and evaluation
4 Monitoring and evaluation

The national government has a monitoring and evaluation system developed in the Presidency dated 2007 and titled “Policy Framework for the Government-wide Monitoring and Evaluation System”. In this system monitoring involves “collecting, analysing and reporting on inputs, activities, outputs, outcomes and impacts as well as external” factors. Evaluation is time bound and periodic.

Monitoring and evaluation system is a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships that enables national, provincial departments, municipalities and other institutions to discharge their duties effectively. Whilst some government departments and municipalities have used report scorecards, Ekurhuleni uses the legislated SDBIP. The SDBIP shall be used to monitor expenditure on capital projects of departments. These will be applied to spatial capital investments projects of line functionaries/departments for the local government capital projects as follows:

Specifics of the intervention: Spatial capital projects of council shall be oriented towards job creation and service delivery. The number of labour intensive jobs created per labour hour shall be optimised and measured by the council. This includes procurement of goods in the process. The intended outcome is improved service delivery and job creation and economic empowerment.

Developing appropriate indicators: The appropriate indicators will be developed with Departments but for capital projects employment shall be in line with national targets of Expanded Public Works Programme (EPWP) of the national government. A proportion of the work to be delivered shall be labour intensive distributed to benefit women, youth and the vulnerable. The proportion would be based on current data sources as bases for determining targets. These figures can be amended accordingly to suit Ekurhuleni circumstances.

Develop data collection strategy: The data shall be provided by line departments on job creation figures for various categories that will be predetermined. The total capital budget of the council will be factored in. Other capital investment projects shall be evaluated to determine the appropriateness of making them labour intensive for income purposes.

Collection of baseline data and setting of realistic performance targets: The baseline data will be taken from current projects measured against current budget to get a feel of the ratio of jobs to provided budget.

Monitoring the implementation of the intervention by collecting data on indicators: Data for monitoring will be collected from the projects delivered and will be compared with similar projects implement at other spheres of government.
**Use monitoring data for evaluation, planning, management and reporting:** This improves performance measurement. Monitoring data is used to evaluate planning and management functions, evaluate and explain emerging issues, and share information with others.

The logical framework (log frame) may be used to measure indicators but currently the metro uses the legislated Service Delivery Budget Implementation Plan (SDBIP). The advantage of the SDBIP is that it is in use and only the data of employ people should be sourced. Currently it is a monthly exercise and should be continued with as part of the monitoring process.

Monitoring and evaluation would go a long way to measuring the successes and failures of council capital development expenditure. A separate database based on the SDBIP concept will be established.
ANNEXURE E

Metropolitan Spatial Development Framework: A3 Plan
This Plan must be read in conjunction with the environmental & agricultural plans and policies applicable in the Ekurhuleni Metropolitan Municipality.
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