

Spatial Strategies Alignment Discussion Paper

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Executive Summary

This Report is a summary of an earlier study undertaken for the South African Cities Network (SACN) and the National Department of Cooperative Governance entitled: 'Spatial Strategies Alignment Review'. The review defined what spatial alignment means. From the definition, certain assumptions, regarding spatial alignment were developed. These assumptions were applied to three case study municipalities: Rustenburg, Ekurhuleni and Lephalale. Certain findings, conclusions and recommendations were drawn using these case studies.

Spatial Strategies alignment is viewed as a policy reform, coordination focused process that marries government intent and action to achieve specified outcomes. In South Africa, spatial strategies alignment means meeting current needs and priorities, and addressing historical racially defined spatial patterns. The Review defines spatial alignment more broadly as having, spatial, sector (i.e. different service delivery departments), institutional relationships and time horizon dimensions. The benefits of the effective coordination of these dimensions are defined as improved service delivery, the addressing of priority place specific interventions, maximizing local area advantages and ensuring that individual interventions realize the long-term vision for the area in question.

The following key findings were drawn from the three case studies:

1. There are numerous spatial plans of different quality, drafted at different times for different time frames.
2. There is evidence of success in targeting areas for investment through prioritising budgets.
3. Limited consideration is given to coordination of incremental spatial impacts of joint interventions in priority areas.
4. Alignment of investments and interventions by different role players can only take place through the alignment of the policies.
5. Municipal Spatial Development Frameworks (MSDFs) place limited emphasis on coordinating provincial and national spatial investment logic, with spatial priorities driven by well defined, uncoordinated sector targets and catalytic projects.
6. While there is solid vertical alignment within functional sectors, horizontal (between sectors) and place based alignment between these sectors is a challenge.
7. There is little constructive engagement with strategic and integrated spatial plans by sector departments and State Owned Entities (SOEs).
8. While the MSDFs fall short in coordinating provincial and national investments the SDF do guide local government and private sector investments.
9. Government is focused on service delivery, but there is little long term, place based 'commitment to either communities or plans.

The report recommends that:

1. A National Spatial Development Framework be finalized.
2. The number of spatial plans that local government needs to implement needs to be rationalized.
3. Government projects and investment in priority local areas should be coordinated by all spheres and sectors.
4. National and provincial government needs to be clear on the critical regional resources and investment considerations that impact on local development planning.
5. Local priorities should be reflected and considered in national and provincial policy.
6. Local plans need to be more strategic in defining interventions in specific locations in line with regional and national strategies.
7. Functional sector alignment requires strategic prioritisation within and across all spheres of government.
8. Effective use of resources will only be realised through the active participation in strategic national, provincial, region and local government planning by government role-players.
9. Similarly, private sector and civil society approaches to spatial investment logic need to inform government spatial planning.

10. Project sequencing and synchronisation over several budgeting and political terms is critical in each planning process.

While the review acknowledges that the case study approach was useful especially in terms of mapping policy impact and defining key policy messages, there were key constraints in the methodology. The fluid definition of what spatial alignment means made it difficult to pin down findings and make recommendations. Secondly, the sample size used (3 case studies) was too small to draw firm conclusions and recommendations. Thirdly, the CSIR experienced difficulties in getting hold of certain policies from Government which limited the completeness of research undertaken. These policies are meant to be public documents that are easily accessible. Finally, national and regional policies are not spatially explicit which makes these difficult to compare with municipal plans that are spatially specific.

However, as the first phase of a diagnostic process to explore key challenges affecting the alignment of spatial policies, plans and initiatives impacting on cities the review provides a foundation for future research and policy development.

Background

This report is a summary of work undertaken under the auspices of the World Bank's South African Urbanisation Review Framework. The report was initiated by the South African Cities Network (SACN) and the National Department of Cooperative Governance (COGTA) and undertaken by the Centre for Scientific and Industrial Research (CSIR) entitled the Spatial Strategies Alignment Review which was completed in November 2015. The original report:

1. "Identifies policy distortions spatially
2. Analyses infrastructure planning/investment priorities; and
3. Suggests Alignment / leverage required between existing actors and processes

The original report highlights the need for coordinated, differentiated policies backed by good governance of associated processes and interventions to address complex challenges facing municipalities. However, government has limited resources, increased pressures to improve service delivery and the need to realise spatial-economic transformation that complicates its development response.

A key premise of the government planning system is the need for government to implement policy through integrated, aligned and effective planning and targeted resource allocation spearheaded by local government.

Policies and implementation mechanisms are aimed at facilitating alignment within government. For example, the Built Environment Performance Plan (BEPP), has been introduced to support place based investment to realise spatial transformation. Additionally, there is a range of non-spatial instruments that seek to realize an integrated development response, namely:

- National, provincial and municipal integrated development plans (IDPs)
- Sector specific plans, policies, strategies and annual reports (e.g. for housing, health, water)
- Funding programmes, tools, frameworks, grants and budgets aimed at aligning infrastructure investment (e.g. Urban Settlement Development Grant, Neighbour Development Programme Grant)
- Major initiatives and catalytic projects embarked upon by sector departments, and agencies (e.g. coal based fire stations, harbour expansion projects)
- Municipal land development and management policies (e.g. land use management schemes)

Despite these policies, the alignment of investment and policy in targeted locations remains a challenge. Effective realisation of intended spatial planning outcomes is not taking place.

Purpose of the Study

The study explores alignment of spatial plans and the ‘logic’ behind the policy instruments that guide spatial planning, resource allocation, implementation and monitoring using three case studies. Through this inquiry key lessons are drawn as to what supports or hinders spatial alignment in South Africa.

Structure of the Report

The report is structured as follows:

1. It defines what is meant by spatial alignment and why it is important
2. It sets out nine assumptions relating to spatial alignment
3. It considers spatial alignment in terms of the South African planning system
4. It investigates the nature of spatial alignment in the context of three case studies: Ekurhuleni, Rustenburg and Lephalale municipalities
5. It relates the key findings drawn from the case studies framed in terms of the nine assumptions
6. Conclusions, recommendations and reflections are extracted from the findings

The Idea of “Spatial Alignment”

Understanding strategic spatial planning and spatial targeting is crucial in defining spatial alignment.

Baker and Wong define spatial planning as an evidence-based planning approach that seeks to ensure that agreed upon spatial future is captured in policy and is realised through projects and other interventions. The objectives of spatial planning are:

- To define a vision for the future development of a place, sensitive to what exists there and the goals of communities.
- To translate the vision for the place into agreed policies, priorities, programmes and projects based on available budgets, staff and political will.
- To coordinate and implement the government components of the vision with other government, private sector and civil society stakeholders.

In South Africa, spatial planning and associated development is not only linked to meeting current needs and priorities, but also needs to address historical spatial patterns caused by racial segregation under Apartheid.

To have the greatest impact spatial plans need to be aligned both as policy, but also in implementation. This ‘linking-up’ has spatial, sector, institution and time dimensions.

1. **Spatial dimension:** To ensure consistency (alignment) in spatial planning there needs to be consistency between different spatial scales of policy-making. From the broad national level (see Figure 1) to the provincial, municipal and precinct levels. All levels need to have the same broad messages around socio-economic context, landscape and settlement structure but become more detailed as one speaks to the human scale of the precinct. South Africa’s policies relate to these spatial levels (e.g. National Development Plan and SPLUMA relates to the range of levels, Provincial strategic objectives inform the regional scale, and integrated development plans consider the municipal and precinct levels)

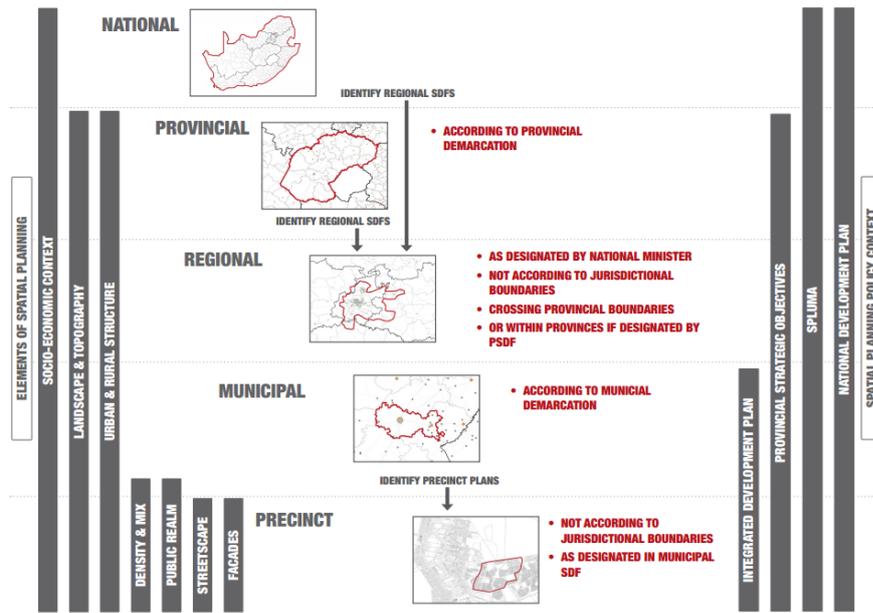


Figure 4. Differentiating the different scales of planning according to the relevant elements, policy contexts and legislative demarcations

Figure 1 The Spatial Dimension of Alignment: The South African Experience (DRDLR. 2014)

- The **Sector dimension** to alignment speaks to the need for a coordinated response from responsible government institutions in relation to different activities (e.g. land use allocation, service delivery and project implementation). Within the context of the study, this requires spatial alignment of sector departments (e.g. transport, energy, water, health etc.) in shared visions, and policies and in the location of projects. Figure 2 provides a template as to how the sector alignment should work in the South African policy context. Alignment of sector policy would have to be achieved across the national, provincial and administrations (spheres of government) through long, 5 year and annual plans.

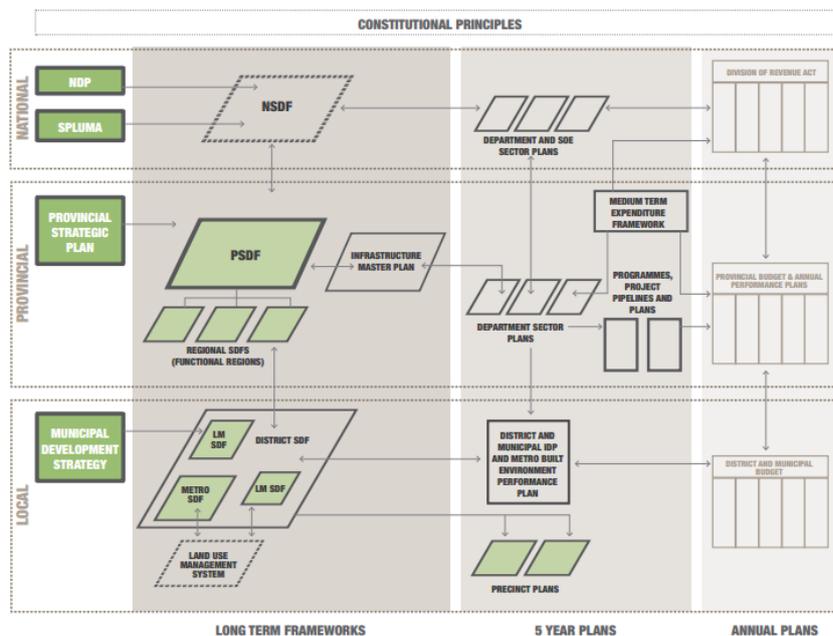


Figure 5. The relationship between spatial frameworks and implementation plans at the various scales of planning

Figure 2 Proposed Sector Alignment of spatial planning in South Africa (DRDLR. 2014)

3. The **Institutional dimension** of spatial alignment speaks to Inter-governmental and multi-stakeholder coordination, between three spheres of government (see Figure 2), state owned entities (e.g. Eskom, Transnet, Prasa), the private sector and civil society. The defining aspect of institutional alignment in South Africa is realising the developmental role of municipalities by ensuring that this local level administration achieves its development and service delivery goals through effective use of available resources and budgets (see figure 2.5).

4. **The Time dimension of spatial planning** alignment requires plans to have different future horizons. There should be short, medium and long term plans that ‘speak’ to one another. This is especially the case in relation the alignment of goals and programmes. Projects in short term plans, should likewise, relate to the medium and long term intentions of longer term plans. Figure 3 illustrates the time dimension of alignment by showing how plans with different in the South African government system are meant to be ‘nested’ in one another over a 25-year period.

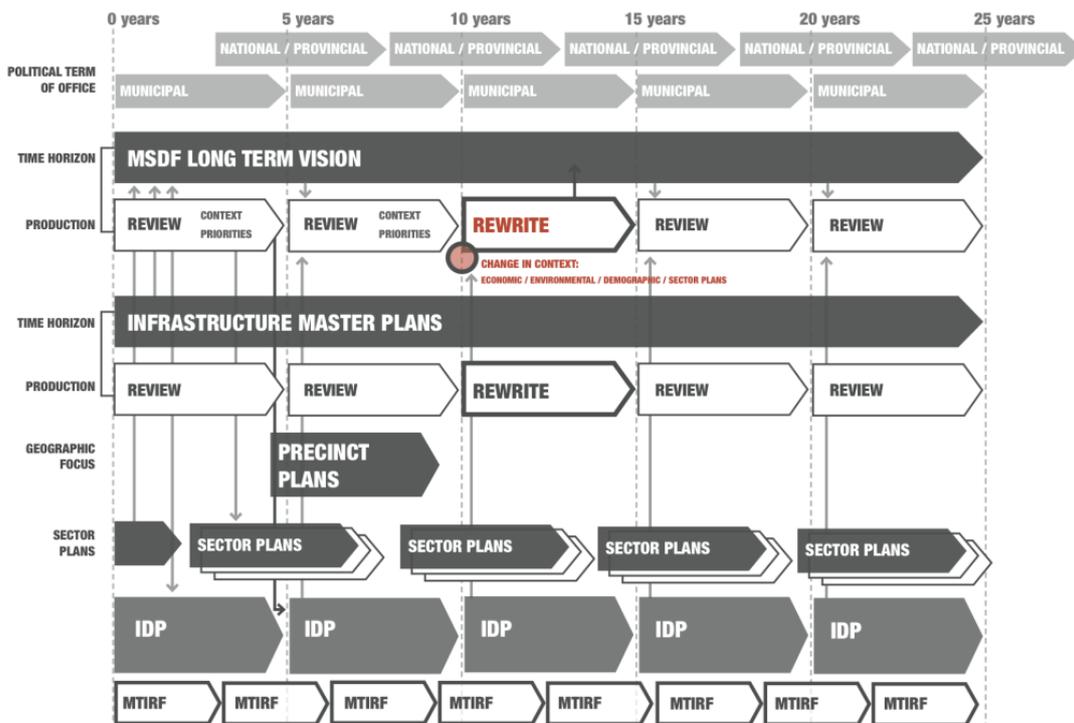


Figure 16. Municipal Spatial Planning Timeframes

Figure 3: Nesting of South African plans over time- the spatial dimension of alignment

Spatial Alignment of plans in South Africa

There are numerous policies in South Africa that need to be aligned from a perspective of space, sector, institution and time. Figure 4 below details these policies based on spatial scale, the type of policy and the institution responsible for the policy. The policies are denoted as acronyms. This sector attempts to define certain critical policies in more detail.

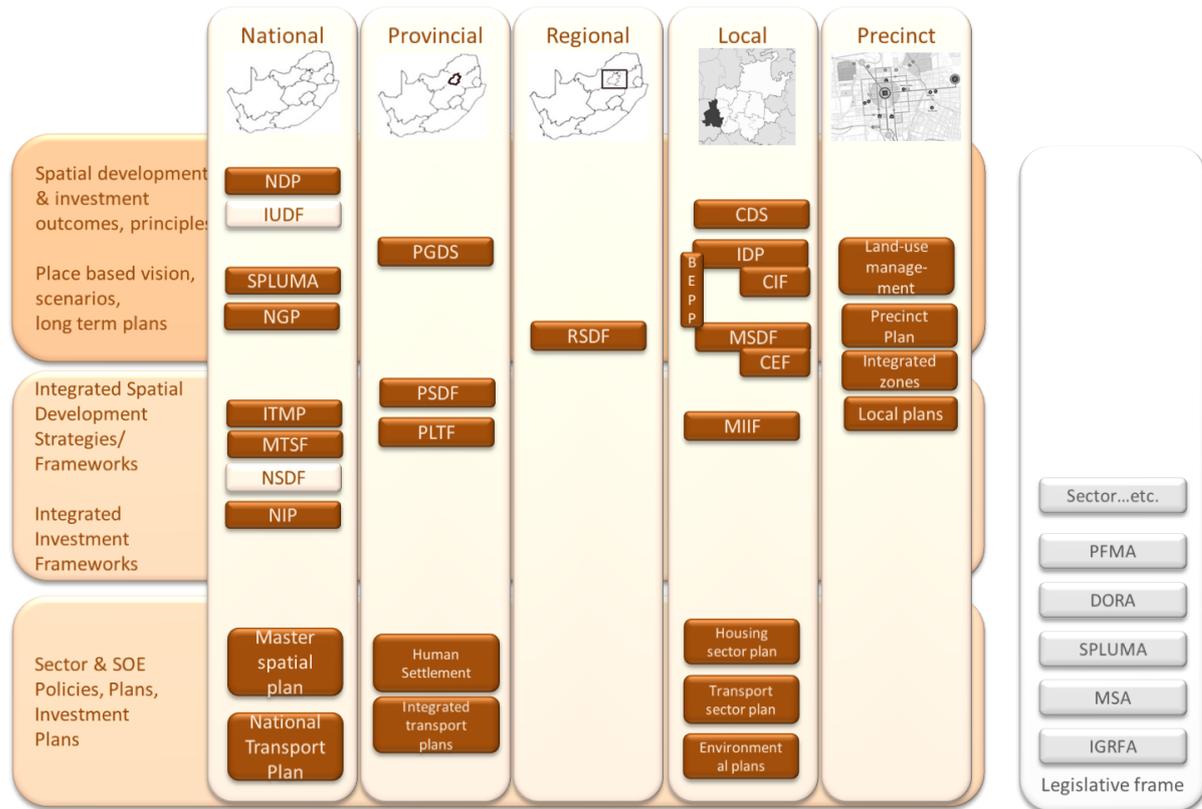


Figure 4: Key South African policy impacting on space with key area of focus.

- The National Spatial Development Framework (**NSDF**) consolidates the concerns of the Integrated Urban Development Framework (**IUDF**) and rural concerns providing the Country's spatial development agenda and guideline for resources allocation at the national sphere of government.
- Provincial Spatial Development Frameworks (**PSDFs**) for each province. PSDFs Interpret the NSDF at a provincial level.
- Regional Spatial Development Frameworks (**RSDFs**) are prepared for a specially designated area by the Minister of Rural Development and Land Reform, and deal with distinctive spatial considerations that cross provincial and municipal boundaries.
- Municipal Spatial Development Frameworks (**MSDF**) guides spatial development in a local government's jurisdictions.
- Local Plans are plans prepared for implementation at the local scale within a municipality (urban or rural), with the specific scale and extent determined by the municipality.

Together these plans, which except for the IUDF, are drawn from the Spatial Planning and Land Use Management Act (SPLUMA) form the backbone of spatial planning in South Africa.

In addition to the specific national spatial planning tools, the as to be completed, NSDF and the IUDF there are other policy instruments that determine whether spatial alignment occurs or not. These have been developed over the past 20 years and include:

- Spatial outcomes and principles as set out in SPLUMA, 2013 and the NDP, 2011.
- Integrated and strategic national, local and regional plans (i.e. Integrated Development Plans (IDPs), and Provincial Growth and Development Strategies (PGDSs)).
- Integrated provincial and municipal sector plans (i.e. integrated housing master plan, integrated transportation plans, integrated disaster management plans).
- Integrated investment frameworks (i.e. Integrated Infrastructure Investment Framework (provincial and municipal), Capital Investment Framework (CIF, municipal)).

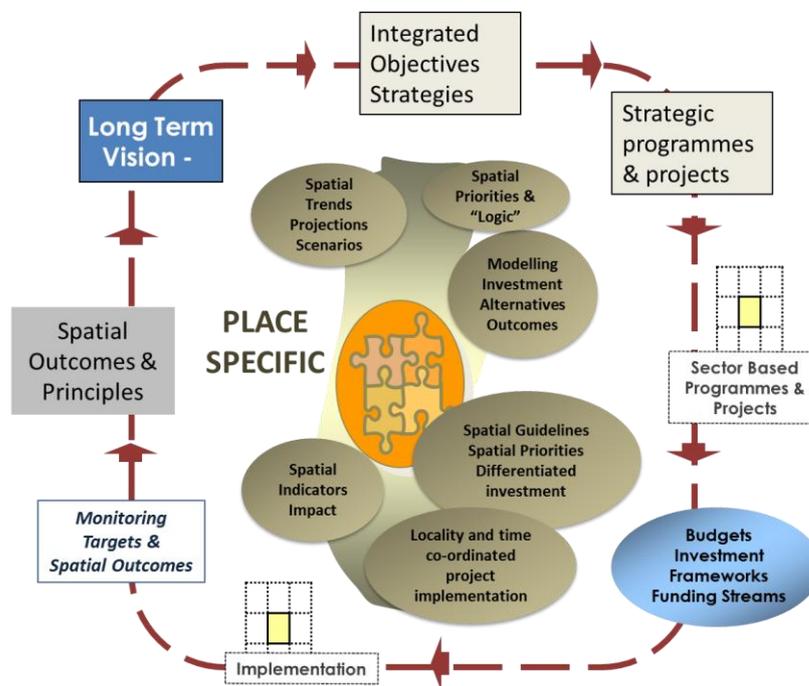
- Spatially targeted budgeting instruments, such as the recent BEPPs introduced by National Treasury.

The Benefits of Spatial Planning Alignment

According to the South African Government (DRDRL, 2014) ensuring alignment across these plans and the other spatially related plans in Figure 4 is critical for South Africa to:

1. Enhance efficiency, impact and delivery of government investment
2. Address critical place based priorities through place specific interventions
3. Harness benefits of location multipliers
4. Ensuring the cumulative impact of individual strategic intervention to realise the long-term development vision for the locality and for South Africa as a whole

Spatial Planning & Decision-making Elements



ELEMENTS/COMPONENTS	EXPECTED CONTRIBUTION/ROLE WITHIN SPATIAL ALIGNMENT
Spatial outcomes and principles	<ul style="list-style-type: none"> • Spatial outcomes and principles as set out in the respective planning policy and legislation instruments would be driven by regional, local and precinct level integrated spatial plans. • There will be synergy between the spatial outcomes and principles and legislation instruments, and the spatial outcomes of sector specific plans and investment strategies, and strategic interventions in the area.
Evidence of alignment of long term spatial vision, strategy, scenario and projections	<ul style="list-style-type: none"> • It is expected that strategic and integrated development plans (PGDS, IDP, NDP, and City Development Strategy) and spatial plans (SDFs) within the different spheres will provide a spatial specific/place specific vision for the future development of an area. • Long term plans can highlight the area's role in the region for the next 20-30 years to achieve broader development outcomes. • Joint long term forecasts and planning enables the spheres of government and sector to plan for, design, and prioritise interventions. • Current 5-year spatial development frameworks, integrated infrastructure and sector plans, as well as capital investment frameworks would form part of a phased approach to realise the vision.
Evidence of integrating strategic spatial development objectives	<ul style="list-style-type: none"> • Alignment of spatial development strategies and approaches is critical for effective investment. • Strategic and integrated development plans (PGDS, IDP, NDP, City Development Strategy) and especially spatial development frameworks (SDFs) at national, regional and local scale

ELEMENTS/COMPONENTS	EXPECTED CONTRIBUTION/ROLE WITHIN SPATIAL ALIGNMENT
and strategies	must be incorporated and aligned <ul style="list-style-type: none"> Aligned spatial strategy will need to consider how the investment relates to local advantages and opportunities. Key national initiatives/sector plans reflect specific spatial investment priorities in given locations.
Evidence of spatial alignment within instruments aimed at strategic guidance with strategic projects and programmes	<ul style="list-style-type: none"> Evidence of infrastructure investment alignment and coordination of government investment in areas of shared jurisdiction should be evident within infrastructure frameworks. Spatial targeting through investment priorities is useful when aligned to a clear spatial logic. Spatial alignment through place based development strategies is critical.
Evidence of spatial alignment within instruments aimed at project/resource investment collaboration	<ul style="list-style-type: none"> Spatial budgeting incentives and development grants can be used to realise strategic projects and programmes in strategic locations Maps of representing spatial investment by government should align with broader spatial priorities, Intergovernmental priorities and activities in prioritised areas (spaces).

Figure 5: Spatial elements of plans and SDFs and expected role in spatial alignment

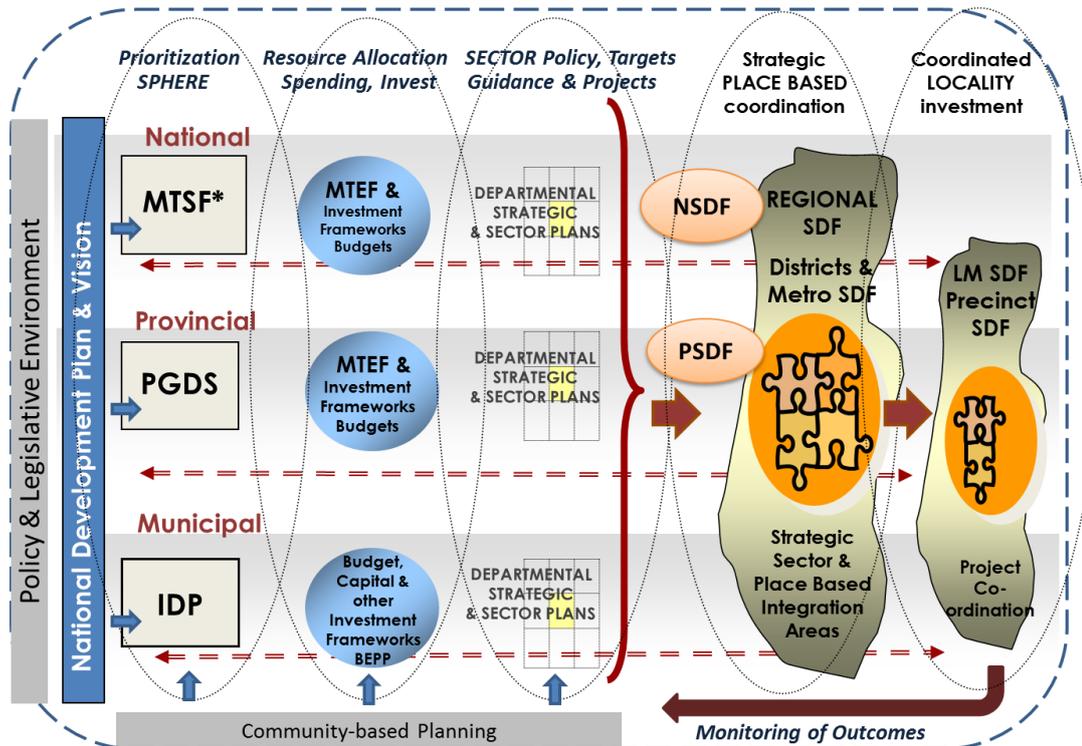
Spatial Alignment Assumptions

The benefits of spatial, sector and institutionally alignment is based on the following assumptions.

1. The plans are in place
2. Spatial alignment implies that government's investment and projects target prioritised areas.
3. Coordination of projects takes place between multiple role players to bring about incremental benefits.
4. Aligned outcomes between sectors and institutions are realised through targeted spatial strategies.
5. In South Africa, spatial alignment within specific places will be guided by municipal IDPs and SDFs.
6. Spatial alignment implies alignment between different spatial scales, policies and spheres of government.
7. Government interventions in priority locations would require alignment between sector departments.
8. Spatial alignment needs to guide investment made by the private sector and civil society to targeted areas.
9. Interventions aimed at ensuring sustainable urban areas requires coordinated long term programmes for targeted areas.

The spatial alignment assumptions as it related to: spatial targeting, institutional coordination between the spheres of government, the prioritization of strategic intervention, the allocation of resources, alignment of sector interventions and the implementation of interventions at targeted areas of a region and municipality is related in Figure 6 below.

Strategic Integrated Decision Making Processes



Adapted from Oranje & Van Huyssteen 2010

Figure 6: Spatial Alignment assumptions as part and parcel of the Strategic Integrated Decision Making Process of Government

Key Findings

This section identifies key findings arising from the cases studies. These are framed in terms of the assumptions detailed at the beginning of the report.

Assumption ONE: The plans are in place

A plethora of plans with spatial development implications exist across spheres and functional sectors. However, when one compares different plans certain challenges arose in determining spatial alignment:

- 1) The biggest challenge was the sheer number of different policies.
- 2) Certain key plans were in the process of being drafted, and were not complete or were unavailable for review.
- 3) Policies were of vastly differing quality. Some plans were well-written and had good quality maps, while other policies were of poor quality.
- 4) The plans relating to the case study area were drafted at different times – in some cases 10 years apart - this means certain plans were outdated and contradicted more recently approved policy documents.
- 5) The various plans have different and sometimes unspecified timeframes for implementation, which means that plans do not mutually support each other.

There are many plans in place but before spatial alignment can be measured, yet alone realized, these challenges need to be addressed.

Assumption TWO: Spatial alignment implies that government's investment and projects target prioritised areas.

With regards to sharing 'spatial priorities' or 'areas of priority focus for government the evidence from the case studies suggests success in targeting areas for investment through budgets. However, this is only when areas are targeted for specific purposes such as an aerotropolis (Ekurhuleni), or as a mining area in crisis (Rustenburg), or an energy hub (Lephalale). If not, then there seems to be little coordination between different spheres of government on the priority of investment areas. Each sector follows its own spatial investment logic.

At a national and regional level, there seems to be priority areas for specific purposes. Examples are the 'platinum belt', or 'Aerotropolis', or certain development corridors, but these are not clearly defined, and do not always find a way into local plans. At a local government level the SDFs do not seem to coordinate these national and provincial priorities or identify the specific places that projects and investment should target. What often happens in practice is that sector departments prioritise areas based on available funding streams.

The BEPP in Ekurhuleni is the most successful of the case studies in clearly identifying priority areas and putting mechanisms in place to ensure that investment happens in these locations.

A gap is the limited attempt to provide strategic spatial direction and phase integrated investment strategies from a national perspective. Leveraging spatial development needs spatial strategy to be embedded in strong governance (civil society, private sector, government, and research capacity), strong partnerships and well-coordinated budgets and associated implementation mechanisms.

Example:

Within the plans in the Rustenburg case study area there is limited evidence of an attempt to integrate strategies, or leverage benefits from investments made by stakeholders (e.g. EDD, DRDLR, the HDA, DPME and the mining companies).

Assumption THREE: Coordination of projects takes place between multiple role players to bring about incremental benefits.

Currently 'spatial alignment' between the three spheres of government is in the form of increased number of ad hoc projects implemented in the same space, with little evidence of utilising expected incremental benefits of spatially targeted investment. Even though there is evidence of spatial alignment of interventions, studies and investments, limited consideration is given to the coordination of incremental spatial impact of interventions.

The strength of alignment currently lies in functional sector based spatial approaches and development priorities, supported by strong institutional and financial instruments to enable implementation of key government priorities.

Example:

Investment in energy generation in Lephalale is prioritised in national, provincial and local plans. There are proposals for coal powered stations, extensions of the railway lines and investments in renewable energy. In anticipation of the growth in the energy and coal mining sectors, the Department of Water Affairs has invested in the areas to increase the water supply to the mines, power stations and the town of Lephalale. However, the investment in energy has been slow to materialise, and the investment in heavy rail has not taken place – to the extent that there is a surplus of water in the area. It seems as if there is coordination of proposed interventions by the various national role players at a policy level, but poor coordination in implementation.

Assumption FOUR: Aligned outcomes between sectors and institutions are realised through targeted spatial strategies

Firstly, spatial **alignment of investments and interventions by different role players** can only be achieved through the **alignment of a range of outcomes and spatial principles**. There is strong evidence of spatial outcomes and principles being taken up in the respective planning policy and legislation instruments. However, the implications and application of these outcomes and principles is unclear and thus there is potential for misunderstanding and conflict between role-players.

Secondly, significant **alignment** can be **seen between political priorities, sector priorities and investment frameworks**, but there is a departure from the medium and longer term priority investment areas in regional and local strategic spatial frameworks. This misalignment is to be expected given the limited resources available and the need to make tradeoffs, between the urgent need for basic service delivery, political crises and priorities and investment in support of key strategic interventions.

Short term crisis interventions at the expense of longer term strategic investment have significant development implications and costs for households and local governments in terms of infrastructure, service delivery and economic growth, but also impact negatively on the sustainable development and resilience of places.

Thirdly, evidence suggests that the **long-term visions, spatial outcomes and development principles** are mostly **generic and are not linked to place specific strategies and programmes, projects, budgets or tasks**. This could be ascribed to the lack of evidence based planning, as well as any future scenarios. It can also be ascribed to national departments having a different set of spatial priority areas, or independent spatial logics driving sector investment decisions. Simultaneously there is a major requirement for local government to comply with numerous funding and reporting mechanisms such as Built Environment Performance Plan (BEPP), sector projects reflected in local IDPs and SDFs to access funds. Strong municipal capacity seems to be required to direct and support sector driven investment.

Fourthly, with regards to **the key elements of spatial planning processes** it is evident that:

- Alignment of a **range of outcomes and spatial principles** works well, with limited spatially explicit analyses.
- There is a **lack of long term vision and long term forecasts** across sectors and spheres.
- **Spatial investment approaches differ widely** across functional sectors and spatial strategies are not explicit or place based.
- **Project level coordination** in the respective IDP and investment framework contexts is lacking.

Example:

All three case studies have shown that the same language is used, and this language relating to spatial principles, outcomes and priorities trickles down from national documents such as the NDP and SPLUMA to the local plans. Plans and strategies largely align due to a shared spatial vision and associated principles. The same ideas are repeated in more recent strategies and plans, across spheres. The projects or initiatives that are supposed to be the vehicles that carry the spatial vision and principles through to the ground appear to lose this strategic intent during implementation.

Assumption FIVE: In South Africa, spatial alignment within specific places will be guided by municipal IDPs and SDFs

Strong and well capacitated municipal government should coordinate interventions in areas of jurisdiction shared by the three spheres of government. Evidence from the three case studies suggests that municipal SDFs place limited emphasis on coordinating provincial and national spatial investment logics. Furthermore, sector departments within local municipalities are poorly aligned with the municipal spatial plans. The results suggest that spatial priorities are driven by well-defined sector targets and catalytic projects each with their own spatial investment logic rather than by an integrated spatial strategy where spatial investment synergies

and location choices act as development drivers. This is unsurprising, given the vast number of plans that would need to be consulted on a regular basis within municipalities to coordinate alignment. Additionally, implementation is driven and directed through sector grant funds and monitored through sector and ministerial targets. The result is that there is little evidence of municipal wide guidance of spatial priorities.

Example:

The Ekurhuleni Metro has approximately 30 departments and each department has a plan that is developed independently and which needs to be incorporated into the Metropolitan SDF. The result becomes a pragmatic coordination of a myriad of plans. A non-exhaustive list of such plans is captured below:

METRO/CITYWIDE	PROVINCIALY	NATIONALLY
<ul style="list-style-type: none"> • Regional (A-F) Spatial Development Frameworks • Urban Development Frameworks • Precinct Plans • PLUG (2013) Aerotropolis Planning and Land Use Guidelines, 2013 • Built Environment Performance Plan, 2015 • The Metropolitan Spatial Development Framework, 2015 • The Capital Investment Framework (CIF) as a component of the MSDF • Ekurhuleni Metropolitan Municipality IDP, Budget and SDBIP, 2011/12-2016/17 • Ekurhuleni Growth and Development Strategy 2055 	<ul style="list-style-type: none"> • Gauteng 2055: Long-Term Development Plan (Discussion Document), 2012 • Gauteng Spatial Development Framework, 2011 • Gauteng 25-year Integrated Transport Implementation Plan, 2012 • Provincial Growth and Development Strategy, 2005 	<ul style="list-style-type: none"> • National Infrastructure Plan, 2012 • National Development Plan 2030 • National Transport Master Plan, 2050 • National Treasury: Urban Renewal Tax Incentive (2003) • Urban Development Zones (Kempton Park and Germiston) • National Treasury: Neighbourhood Development Grant (2007) • Tembisa Urban Renewal Program: Spatial Development Framework (Leralla) • Industrial Development Zone Programme • IDZ-Jewellery Manufacturing Plant- (Airport) • SEZ-PRASA Rolling Stock Fleet Renewal Programme (Dunnotar) • PRASA Station Modernisation Programme (Leralla station)

Assumption SIX: Spatial alignment implies alignment between different spatial scales, policies and spheres of government

Evidence suggests effective top down vertical alignment between national and provincial and local sector/line department plans and strategies in terms of broad strategies, priorities and budgets. There are numerous sector initiatives and targets (i.e. human settlements, infrastructure investment, etc.) with supporting investment frameworks and mechanisms to enable funding and spatial targeting of key projects. There is however little clarity from national and provincial government on critical regional resources and investment constraints and opportunities that will impact local development planning.

While there is solid vertical alignment within functional sectors, horizontal and place based alignment between functional sectors remains a challenge since local plans do not speak to the broad strategies as set out within key regional and national strategies. Furthermore, bottom up vertical alignment seems to be non-existent as none of the local priorities are reflected in provincial or national plans.

Example:

The strategies and plans of the Rustenburg Local Municipality are largely inwardly focused and do not consider the role of Rustenburg within the region. The NDP, the National Infrastructure Plan (NIP) and the North West Provincial Plan highlight the significance of the Platinum Belt for economic development of the North-West Province. The N4 platinum corridor, with Rustenburg at the heart of it, is highlighted as a strategic location for investment to realise the potential of the Platinum Belt. This strategy is not a focus of local spatial plans.

Assumption SEVEN: Government interventions in priority locations would require strong alignment between sector departments

Findings indicate that there is little constructive engagement with the strategic and integrated spatial planning processes and functional sectors to understand key development priorities, and how sector departments could contribute to the development of local areas. There is no regional interaction to enable a better understanding of long term visions and projected growth scenarios. Neither is there an evaluation of the impact of local area interventions by sector departments. There is a lack of spatial visioning, long term projections, prioritised interventions and long term inter-governmental service level agreements within municipalities. Whilst a range of funding, budgeting and reporting instruments are geared towards sector alignment and project implementation within municipalities, there is limited progress in coordinating spatial investment at a national or provincial sphere. There is not sufficient horizontal alignment to make a strategic impact in an area. Each sector department is driven by sector targets, and ‘catalytic’ projects with diverse spatial investment logics rather than a single spatial strategy and programme.

Example:

Whilst the Marikana area in Rustenburg was not the focus of government investment in terms of the 2011 SDF or even in the latest IDP, the Marikana killings saw an unexpected increase in the proportion of capital budget allocated to the Marikana area. It is unclear what the medium to longer term impact of the redirection of investment will have on the rest of Rustenburg and the future of current spatial priorities which have been marginalized by diverting capital to Marikana.

Assumption EIGHT: Spatial alignment needs to guide investment made by the private sector and civil society to targeted areas

While the SDF falls short in coordinating and guiding provincial and national investments, the SDF does guide local government and private sector investments. Private sector investments are guided in making land use management decisions through the proposals of the SDF. There are few indications in any of the plans reviewed of how and where the private sector or civil society is and has been investing based on the SDF.

The IUDF is one of the few national instruments that propose levers to address the impact on the property market, improving investor confidence and implementing economic incentives to stimulate development. Most proposed instruments have a strong focus on service delivery but do not propose explicit place based civil society and private sector collaboration with government,

Assumption NINE: Interventions aimed at ensuring sustainable cities and towns will require coordinated long term programmes for targeted areas

It is evident that government is focused on implementation, but there is little long term, place based ‘commitment’ to either communities or plans.

Many national scale policies address critical issues such as potential energy and water shortages and place vulnerability. The current gap in national scale policy is the absence of an integrated national spatial development analysis that, models potential growth scenarios, and strategic spatial guidance for the sustainable development of regions and informs sector and local implementation plans. The major emphasis in sector plans and targets is geared towards the demand for housing provision and associated service delivery. Where these instruments are geared towards five-year budget timeframes, there is little reference to investment that would support longer term strategies, future infrastructure maintenance or population and economic challenges. The questions that seem to be lacking within spatial frameworks concern pressures created by new trends in human settlements such as declining mining towns.

Example:

In the case of Rustenburg there are few plans that provide a clear future for the City and the surrounding Municipality. This is not only true of local government plans, but national and provincial plans as well.

Considering the nature of the economy of Rustenburg, a clear spatial strategy for managing the mining sector's eventual decline would be an imperative. But little consideration is given on how to diversify the local economy to mitigate against this decline. The SDF (2011) does mention the limited life span of the platinum mines but proposes no strategy to address this outcome. The Integrated Master Plan (Royal Bafokeng Nation and Rustenburg Local Municipality 2014) however has a vision with a strong spatial component and clearly sets out the path to address the closure of the mines. The plan also provides projections of future growth in population, economy and employment structure, on which the strategies are based. However, this plan has no status in government.

Conclusion

Spatial alignment is an ill-defined concept yet an essential objective of spatial planning. It is a critical concept given the extent and severity of South Africa's development challenges. To have effective impact within available resources, every investment, intervention and initiative needs to be aligned spatially at different scales and timeframes. There are many (statutory) checks and balances to encourage spatial alignment between policies but it is clear from this report of the three case studies that plans are not aligned.

For this study, spatial alignment was defined as follows:

- When government investment and interventions are targeted in areas where resources are limited, spatial alignment will mean that the bulk of government's investment and projects will be orientated to these locations.
- Addressing development priorities and spatial transformation requires more than having multiple projects within the same geographic area. Spatial alignment implies coordination of these interventions by multiple role players to bring about incremental compound improvement in a priority area.
- Aligned spatial outcomes, spatial development principles and long term visions are brought into reality through area specific strategies.
- Within the South African planning system and constitutional context, spatial alignment and outcomes will be guided by municipalities through their respective IDPs and SDFs.
- Spatial alignment implies alignment across different spatial scales, and between strategic spatial plans of different spheres of government (vertical alignment).
- Spatial alignment of government interventions within specific places requires strong alignment between different sector departments within given localities, but also within regions and at national level (horizontal alignment).
- Spatial alignment is not only aimed at targeted government investment, but also at guiding investment by the private sector and civil society.
- Interventions aimed at addressing sustainability and socio-economic inequality and spatial legacies require targeted long term programmatic approaches within localities.

Evidence from the case studies suggests that there has been success in coordinating the spatial planning and budget spending in priority locations. However, case study analysis illustrated that 'spatial alignment' between the three spheres of government seems to be in the form of an increased number of projects implemented in the same locality, with little evidence as to whether the investment is coordinated and provides maximum benefit to the community. Whilst plans often reference areas targeted for specific purposes such as an 'international port', in Ekurhuleni, or the mining areas in Rustenburg area, or energy hubs in Lephalale, there seems to be little evidence of pro-active coordination between different spheres of government on these priority investment areas.

The analysis of integrated and strategic development plans, spatial plans, line department/sector plans, and various implementation and budgeting frameworks within the Rustenburg, Lephalale and Ekurhuleni areas highlighted tensions in the spatial outcomes of project driven investment. Particularly between projects that aimed at addressing local service delivery-crises and priorities, and projects aimed at addressing city-wide challenges such as economic development and aimed to realise a sustainable urban form.

Spatial outcomes and underlying principles are often mentioned in the respective planning policy and legislation instruments, however, the application of these is open to interpretation. It was also evident that many longer-term visions, and even spatial outcomes in the respective areas are generic and provide little guidance for place specific intervention. Similarly, the lack of spatial trend analysis is evident in the plans reviewed.

Evidence of vertical alignment was found within the domain of specific sectors, i.e. human settlements, where development priorities and targets are supported by strong institutional and financial instruments to enable implementation at local level. Findings suggest that spatial priorities are driven by well-defined sector targets and catalytic projects each with their own spatial investment logic, rather than by local spatial plans. The case studies highlight effective top down vertical alignment between national, provincial and local sector department plans and strategies. This is not surprising given that numerous sector initiatives and targets (i.e. for human settlements, infrastructure investment, etc.) are effected through supporting investment frameworks.

However, little evidence of alignment was found in terms of providing strategic spatial direction, regional level spatial co-ordination between spheres of government, and spatially specific integrated investment strategies. A major need exists for spatial plan alignment between the different spheres of government. The need for joint regional and national level discourses and clarity regarding the allocation of critical regional resources in cities and towns is evident. This is especially the case in the Rustenburg and Lephalale.

The current lack of spatial guidance and spatial strategy could be addressed with the completion of the National Spatial Development Framework.

Plans reviewed reflect:

- No regional level “place based” interpretation of long term visions and projected growth scenarios
- Limited evaluation of the potential impact of interventions by different sectors or neighbouring municipalities to achieve a co-ordinated impact
- Any reference to medium and longer term inter-governmental or public-private sector service level agreements to achieve outcomes within the case study areas

Evidence from the three case studies suggests that even though project implementation by national and provincial spheres requires projects to be prioritised within municipal plans and investment frameworks, SDFs focus on managing expected private sector driven land use change with little evidence of coordinating intergovernmental, spatial priorities and strategies.

However, there are no indications in any of the plans of the role of private sector, other government agencies or civil society in actively contributing to the development of the municipality’s plan. There is little evidence of municipal wide guidance as to spatial priorities from national, provincial or local sector departments. Given the vast number of plans impacting localities, collaboration in the development of integrated development strategies is sorely needed.

Whilst many national scale plans and policies address and highlight critical issues, potential energy and water crises, vulnerability of places, etc. there is an absence of integrated national spatial development analyses and modeling of development outcomes.

Spatial impact is enhanced through investment geared to “leverage the benefits of densification; strengthen the alignment between state housing and job creation; support the processes that allow the urban poor to gain a foothold in the city; upscale investment in public transport; actively use this investment to reshape urban form; and, significantly improve the quality of spatial governance” (Harrison & Drost n.d). Spatial prioritisation will have to include coordinated place based strategies for “infrastructure investments to maximise the leverage effect of influence of government actions” and use such investment as “a powerful means of shaping places and steering private investment” (Turok, 2014) as well as to invest resources in ways to leverage or create spin-off opportunities (FFC, 2013). However, as indicated in the National Institute for Regional and Spatial Analyses working paper on “Coordinating the Spatial Impacts of Sectoral Policies” (Walsh, 2010, p3):

“The capacity for spatial planning to provide a framework for co-ordination across public and private actors in spatial development context remains a considerable challenge...”

Recommendations

Based on findings of this study, the following recommendations are made with regards to spatial alignment in South Africa:

1. To realise spatial alignment, the country would benefit from the implementation of a National Spatial Development Framework.
2. The number of plans that local government develop, and the number of checks and balances it must adhere to, needs to be rationalised.
3. It is not clear who determines what happens where in government? Government investment and projects in priority local areas should be spatially targeted by institutions across spheres and sectors and coordinated by local government IDPs and SDFs.
4. The vision, outcome and principles in plans are often vague and disconnected from the interventions in plans. It is recommended that national and provincial government be clear on the critical regional resources and investment considerations that will impact local development planning. Local government should be encouraged to make the difficult investment choices based on long terms visions and projected growth scenarios.
5. It is recommended that spatial outcomes be place specific and informed by shared visions, an exploration of possible future scenarios and an analysis of trends.
6. To realise plans a range of spatially explicit, coordinated plans, budgets and investment frameworks are required, otherwise priorities within municipal IDPs will remain driven by national department sector targets, and ‘catalytic’ projects.
7. Local priorities should be reflected and considered in policy undertaken at the provincial and national spheres (bottom up vertical alignment).
8. Local plans would need to be more strategic in defining interventions in specific locations in line with regional and national strategies (vertical alignment).
9. Functional sector alignment requires alignment in strategic prioritisation within and across all spheres, which includes an explicit indication of the specific local government spatial investment approach supported by the sector.
10. It is only through actively participating in strategic national, provincial, regional and district/metro planning that government would be able to move towards more effective use of resources.
11. Private sector and civil society’s spatial investment logic should also be considered together with government investment targets and logic.
12. Project sequencing and synchronisation of timeframes over subsequent budgeting and political terms is required to ensure incremental impact in areas.

Reflections

Certain positive aspects and challenges can be drawn from the methodology used in undertaking the study. Positive aspects of the method were:

1. The place specific case study approach was useful. The insights uncovered during the process would not have been discovered if it were not for the case studies.
2. Summarising the key messages and spatial components of the plans contributed to the identification of gaps, challenges, and areas of constructive or weak spatial alignment.
3. It was valuable to map the spatial priorities and outcomes of the various spheres of government.

Some of the constraints were:

1. The concept of spatial alignment is abstract and too ill-defined, and can mean many things. It was therefore not easy to check for spatial alignment until points of departure were detailed.

2. Doing a plan review and analysis was not the best method to identify gaps, good practices, challenges and lessons with regards to spatial alignment. It held many challenges such as comparing different scales, reviewing plans that were drafted years apart, the sheer number of plans, the varying quality of the plans and the lack of spatial information in the plans.
3. By only selecting a few strategic plans it was difficult to draw conclusions as to the extent of spatial alignment across the country.
4. The difficulty of getting hold of officials and obtaining plans that were meant to be public, but were not accessible, was time consuming and left gaps in the analysis.
5. Very few national and regional plans were spatially explicit. This made it difficult to compare with place based municipal plans to check for spatial alignment.
6. It was of little value to focus on a precinct within each case study area as the point where all plans come together, as originally conceptualised. The precinct plans were too inwardly-focussed to consider provincial or national strategies, and the precincts did not feature in provincial or national plans, in the end the precincts were only used as illustrations of horizontal spatial alignment.
7. To only consider secondary sources means that the picture on spatial alignment is not complete or not up to date. Theoretically it seems as if there is spatial alignment between various spheres of government, but in practice it may be nothing more than generic statements, visions and principles.

Acknowledgements

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The City Network also acknowledges the support and guidance provided by the Department of Cooperative Governance in realising this project.

Annexures - Case Studies

The case studies were selected to represent a variety of settlement types of various sizes, capacity and spatial challenges. The case studies chosen were:

- Ekurhuleni Metropolitan Municipality which was selected as a large, complex urban conurbation with a population of over two million people.
- Rustenburg Local Municipality, a regional town that was selected due to the growth and development complexities realised by mining activity.
- Lephalale, a small to medium sized fast growing town due to government investment in power generation, and mining.

The following steps were undertaken in researching the case studies:

1. Plans for each of the case study areas were collected and reviewed.
2. A field trip was taken to each case study area.
3. Discussions were had with the planners at each of the municipalities.
4. A background report was compiled for each of the case study areas that considered development issues and identified the plans that affected the urban areas.
5. A priority precinct was identified per study area to illustrate spatial alignment in each case study area.
6. Major initiatives and catalytic projects for the case studies sector departments, and government agencies were reviewed.
7. Local government policy was then used to assess vertical and horizontal spatial policy in relation to provincial and national policies, including sector department plans to see whether the plans and policies were 'talking' to one another.
8. The degree of alignment between the plans and policies was then mapped.

Rustenburg

Rustenburg Local Municipality is a local municipality in Bojanala Platinum District Municipality, North West Province. Rustenburg is well connected to Gauteng to the east and Botswana to the West via the N4 highway. Rustenburg is the most populous municipality in the province and the sixth most populous municipality in the Country (StatsSA Census, 2011). The city's economy is dependent on the platinum mining sector

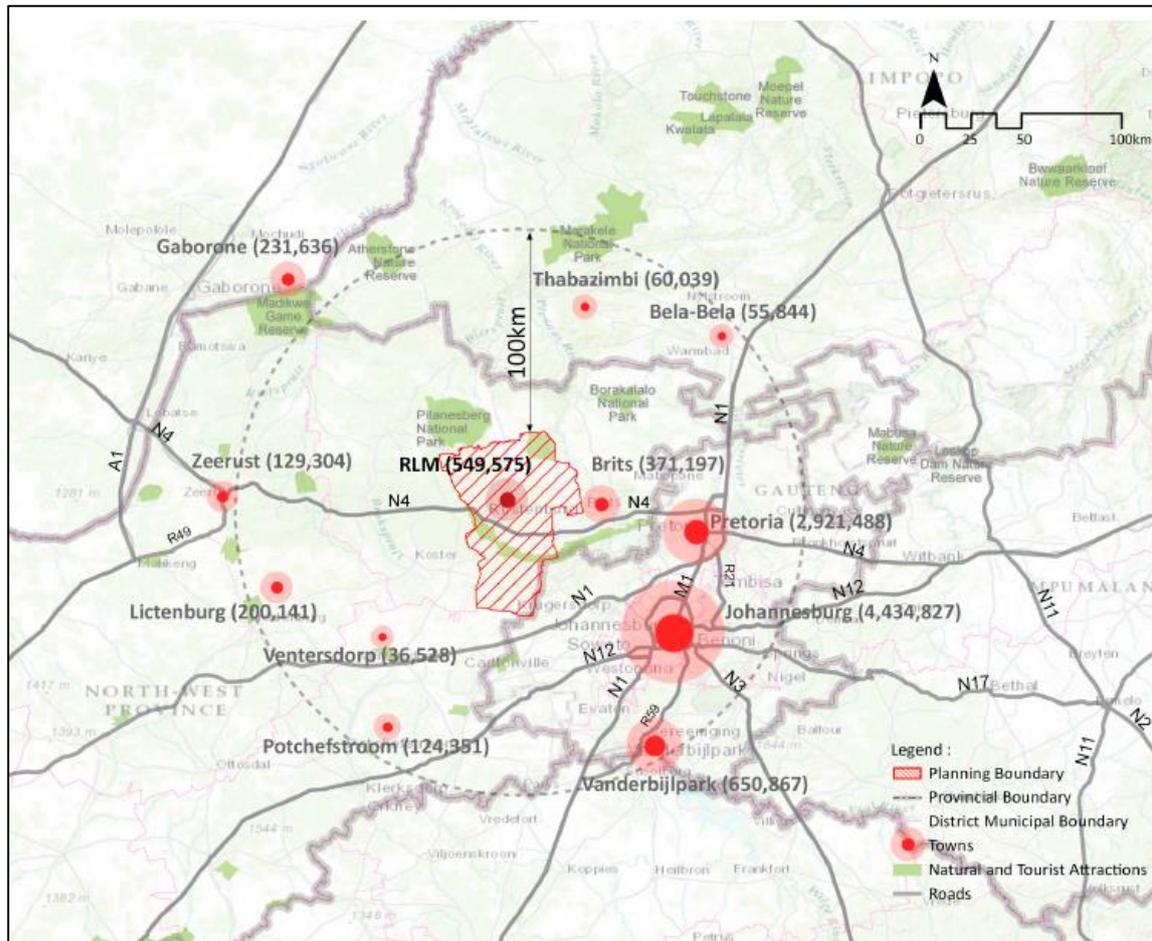


Figure 7: Rustenburg Local Municipality (Royal Bafokeng National & RLM 2014)

As the biggest city in the North-West Province and the centre of the Platinum Spatial Development Initiative within the National Infrastructure Plan (NIP), Rustenburg plays a significant role in the North-West Province's economy and is a strategic area for investment.

The platinum sector has been experiencing serious labour protest since 2007. In August 2012 34 mineworkers were killed by police at Lonmin's Marikana mine. Due to the unrest and subsequent killings there have been several government interventions to address miners' concerns (e.g. the provision of housing), as well as attempts to identify strategies that would see the municipality become less dependent on mining.

Land in the Rustenburg area is owned primarily by three mining companies and the Royal Bafokeng Tradition Authority. The Rustenburg Municipality owns a very small proportion of the land, and faces challenges in obtaining land, realizing its spatial plans, administering land use management processes and providing services within its jurisdiction as a result.

The Waterval/N4 node, the focus precinct for the case study is a strategically located within Rustenburg as it is located where the city connects with the N4 Highway and the Platinum Corridor. The Waterfall node, given its location, has a high potential for private and public sector investment.

MUNICIPAL PLANS			
PLAN	DATE	TIMEFRAME	DEPARTMENT/ INSTITUTION
Capital Investment Framework	2015		Budget and Treasury
City Development Strategy	2006	2025	Office of Municipal Manager
Housing Sector Plan	2012		Planning and Human Settlement
Informal Settlement Upgrading Programme	2012	2012/13 – 2014/15	Planning and Human Settlement
Integrated Development Plan (Review)	2015	2012 – 2017	Office of Municipal Manager
Integrated Master Plan for Rustenburg Local Municipality: Land Use and Zoning Plan	2015	2040	Office of the Mayor / Office of the Municipal Manager
Integrated Master Plan for Rustenburg Local Municipality: Regional Structure Plan	2014	2040	Office of the Mayor / Office of the Municipal Manager
Integrated Master Plan for Rustenburg Local Municipality: Visioning and Programme	2014	2040	Office of the Mayor / Office of the Municipal Manager
Integrated Rapid Transport Plan	2008	2012	Rustenburg Rapid Transport / Office of the Mayor / Office of the Municipal Manager
Local Economic Development Strategy	2011		Local Economic Development
Mixed Land Use Precinct Plan for Waterval Node and N4	2013		Planning and Human Settlement
Municipal budget	2015	2015/16	Budget and Treasury
Open Space Plan			
Royal Bafokeng Nation Master Plan			
Service Delivery Budget Implementation	2014	2014 – 2017	Budget and Treasury /

Plan			Office of the Municipal Manager
Spatial Development Framework Review	2011	2015	Planning and Human Settlement
Spatial Tourism Plan	2006		
NATIONAL AND REGIONAL PLANS			
PLAN	DATE	TIMEFRAME	DEPARTMENT/ INSTITUTION
Bonjanala Platinum District Growth and Development Strategy	2005	2014	Office of the Mayor
Bonjanala Platinum District Integrated Development Plan	2012	2012 – 2017	Office of the Municipal Manager
Department of Human Settlements Master Spatial Plan Discussion Document	2014		Department of Human Settlements / Housing Development Agency
Industrial Policy Action Plan	2015	2015/16 – 2017/18	Department of Trade and Industry
Industrial Policy Action Plan	2014	2014/15 – 2016/17	Department of Trade and Industry
Industrial Policy Action Plan	2013	2013/14 – 2015/16	Department of Trade and Industry
Draft Integrated Urban Development Framework	2014		Department of Cooperative Governance and Traditional Affairs
Medium Term Strategic Framework	2014	2019	The Presidency
National Development Plan: Vision 2030	2011	2030	National Planning Committee
National Infrastructure Plan	2012		Presidential Infrastructure Coordinating Commission
New Growth Path	2011	2020	Economic Development Department
National Transport Master Plan (NATMAP)	2015	2050	National Department of Transport
Neighbourhood Development Programme/ Urban Network Strategy	n.d		National Treasury

Figure 8: Rustenburg related plans and policies

Alignment of policy in space and place

National and regional:

The **NDP** highlights the Platinum Belt as a critical resource area that requires special planning, and the N4 highway as a trans-national development corridor.

The **North West Provincial Development Plan** repeats the vision of the NDP and provides more detail for how the North-West Province is to be developed by defining action plans in support of the vision and goals. Types of intervention areas for spatial development are defined but no specific locations are identified. The only exception is the identification of the platinum belt as a resource critical area, as in the NDP, but no strategy is provided. The Provincial Development Plan encourages building on competitive advantages in the province. One would expect provincial instruments to provide more detailed guidance for investment in the province, but the strategies and spatial guidance are vague and lacking.

The **Human Settlement Master Spatial Plan** compiled by National Department of Human Settlements and the Housing Development Agency uses a multi-criteria analysis to identify spatial priorities for housing and other investment. The plan ranks Rustenburg as sixth out of 50 local municipalities in human settlement investment priority. The entire Rustenburg municipality is identified as a high priority investment area. During the land acquisition process, land within the municipality is identified based on a spatial database tool. The exact location of land acquired for housing in terms of the masterplan is not available.

The **National Infrastructure Plan's Strategic Infrastructure Projects (SIPS)** relevant to Rustenburg are SIP 4 and SIP 7. Part of SIP 7 is the integrated bus orientated public transport system project while SIP 4 includes the electrification and ICT connection upgrades that affect the Municipality. The upgrading projects identified are concentrated in the same areas in the Rustenburg SDF – the Rustenburg CBD and immediate surrounds as well as an infrastructure upgrading project for Marikana.

The **Industrial Policy Action Plan (IPAP)** identifies **Special Economic Zones (SEZs)** as growth engines for industrialisation, regional development and employment creation. An SEZ (Platinum Valley Hub) has been identified in the North-West Province and was initially planned to be in Rustenburg.

The Rustenburg Waterval/N4 2013 Precinct Plan argues that the Rustenburg Municipality would be an ideal location to establish an SEZ because of the mining industry. In keeping with this intent an announcement was made in September 2014 by the Minister of Trade and Industry (Davies, 2014) that an SEZ would be established in Rustenburg and it would be focused around the platinum industry. Subsequently the SEZ was relocated to Moses Kotane Municipality, 45 kilometers north of Rustenburg. Even though the location is still in line with the requirements that the SEZ be located on the Platinum Belt and within the North-West Province, it is in a less strategic location than that offered by the Rustenburg Municipality.

When considering, all national and regional strategies there is a high level of alignment between national plans and spatial priorities. However, when those priorities are related to local strategies and spatial development priorities misalignment is evident. Due to the differences in scale, alignment between national and regional policy and site specific projects is open to interpretation.

Local:

The 2011 **Rustenburg SDF** is the current spatial planning tool used by the Municipality. It identifies strategically important nodes and corridors and proposals and plans to achieve goals and strategies set out in the plan. What is lacking are action plans for the nodes and corridors. The SDF identifies 1st, 2nd and 3rd order settlement nodes. Only one 1st order settlement is identified which is the Rustenburg Central Business District (and includes neighbouring Thlabane. The 2nd order settlements are Boitekong and Phokeng. Five 3rd order settlements are identified: Robega, Luka, Tlaseng, Thekwane and Hartbeesfontein. The SDF's 4th and 5th order settlement clusters are rural settlements (of which Marikana is one). The SDF also identifies development corridors namely the N4 highway corridor, the Rustenburg-Kanana-Tlaseng corridor and the Phokeng-Robega corridor. These nodes and corridors are illustrated in yellow in Figure 9.

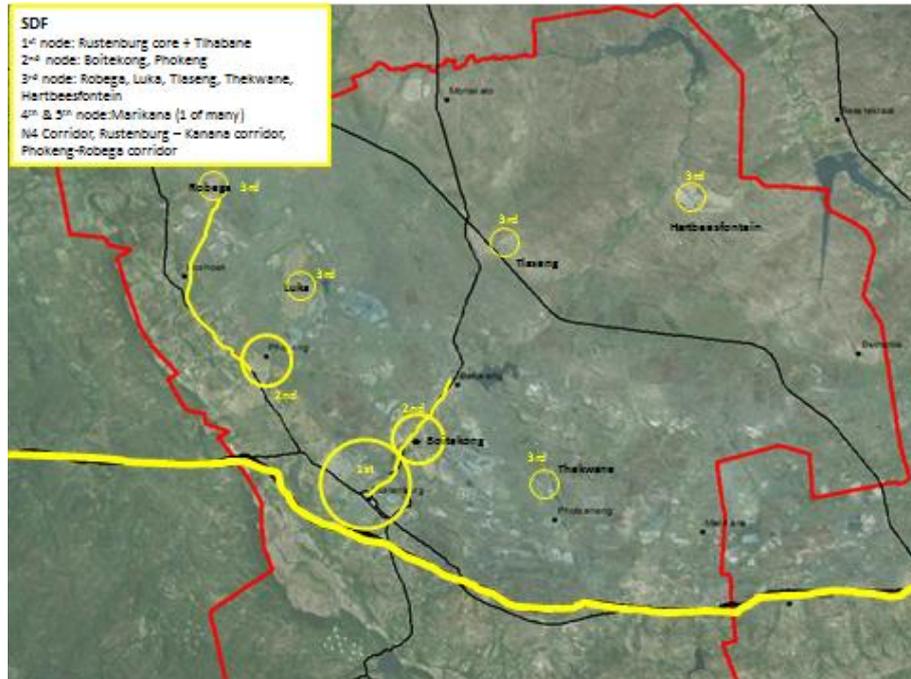


Figure 9: Rustenburg Spatial Development Framework

The major spatial strategies of the **Rustenburg Integrated Master Plan (2014)** are to promote transit-orientated nodal development, to establish regional and town centres through decentralising central business functions and creating an urban hierarchy, as well as to extend the regional public transport network to peripheral towns. The plan identifies nodes that include the city center, new towns and mining towns, illustrated in green in Figure 10. The plan also phases its long-term strategies for implementation. The planned transport connections are aligned with the Rustenburg Integrated Transport Plan. A failing of the plan is that the plan has no budgets for identified projects.

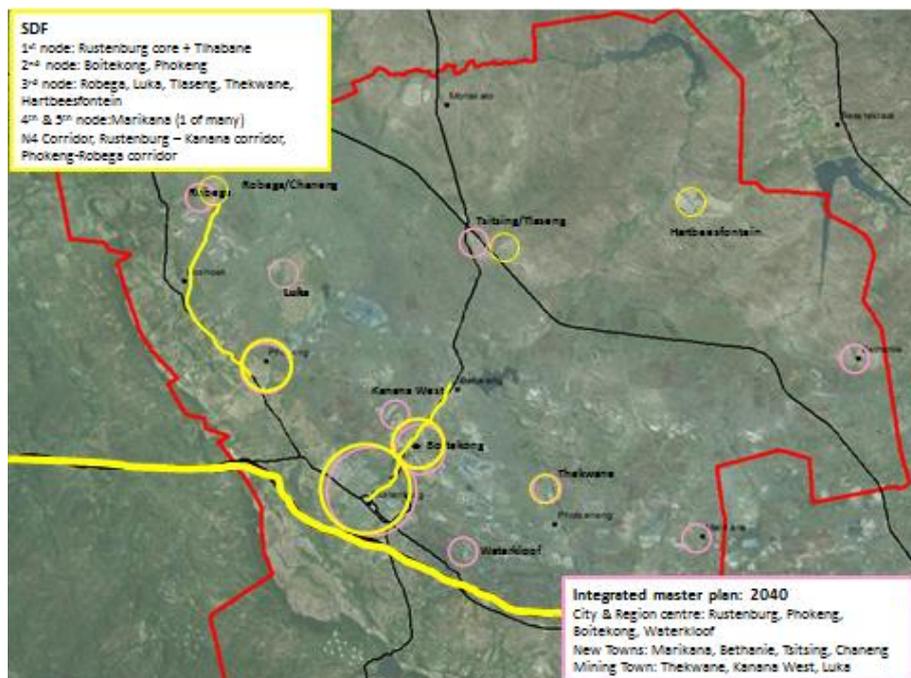


Figure 10: Rustenburg Integrated Master Plan: 2040

The Municipal **Integrated Transport Plan** is focused around the Integrated Transport System and the proposed **Bus Rapid Transit (BRT)** system for Rustenburg. The planned routes are illustrated below:

- Phase 1 will cover the areas of Tlhabane to the CBD and Boitekong to the CBD for 2015 and 2016
- Phase 2 will cover the areas of Kanana, Meriting, Freedom Park, Feehoutpark to Meriting, Industrial Estate to CBD, Karlienpark and Zininaville planned for 2016 and 2017
- Phase 3 will cover the areas of Pudunong, Mosonthal, Lemenong, Lesung, Tshwara, Freedom Park, Saron, Masosobane and Dithabane, Phokeng, Lefaragattha and Tlhabane West for 2019 and 2020
- Phase 4 will cover the remaining areas in Rustenburg

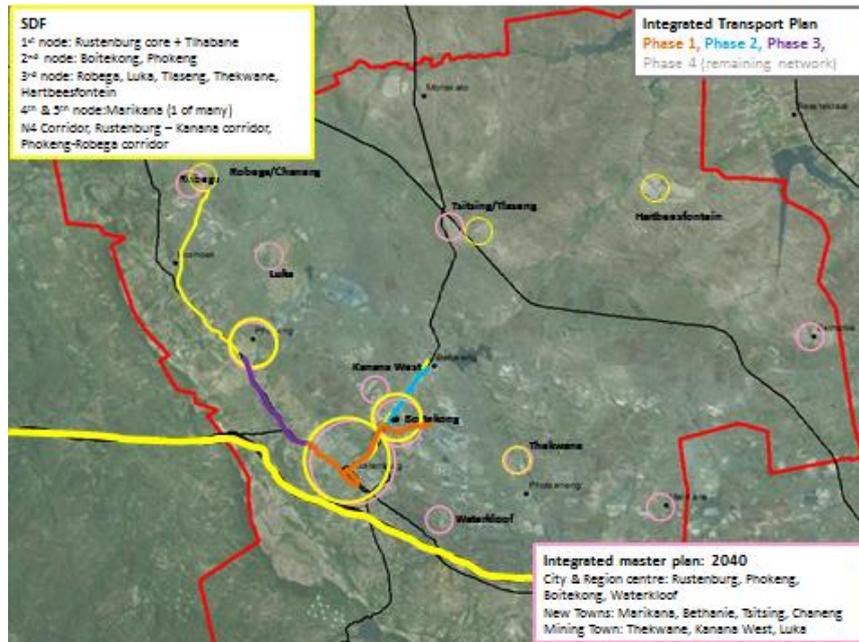


Figure 11: Rustenburg Integrated Transport Plan

Currently, there is significant housing investment in Marikana following the labour protests. However, the Rustenburg Transport Plan is only planning to extend the transit system to Marikana in 2022.

The **Neighbourhood Development Programme** identifies the Rustenburg CBD as the hub and Boitekong, Marikana, Phokeng and Tlhabane as secondary nodes. The secondary transport routes are the D108 from CBD to Marikana, R510 from CBD to Boitekong, R104 and Monareng road from CBD to Tlhabane and the R104 and R565 from the CBD to Phokeng. It appears that development follows funding streams even if the development does not support the long-term goals and vision of the city. This is evident in that the Neighbourhood Development Programme highlights certain nodes where investment will be focused. But when compared to the nodes identified in the SDF and the routes identified by the Integrated Transport Plan, there is misalignment. Per the Rustenburg SDF, the Marikana node is classified as a level 4 rural node, but the Neighbourhood Development Programme identifies it as a secondary node. None of the routes identified by the Programme are linked to the N4 highway corridor, which has been identified as a national and regional priority and the routes prioritised by the programme are not aligned with those prioritised by the transport plan.

As part of the **Housing Sector Plan (2012)** the Marikana Housing Development is a partnership between the government and private sector, namely the Rustenburg Local Municipality, the Provincial Department of Human Settlement, and Lonmin mining. Lonmin has donated 50 hectares of serviced land in Marikana in October 2013 for housing. The Marikana Housing Development will yield 2800 housing units. Marikana has received significant attention since August 2012, especially in terms of housing provision. The Integrated Transport Plan (2008) does not prioritise Marikana. The SDF classifies Marikana as a level 4, rural node of low development priority.

When population numbers of settlements, are compared to the CIF for Rustenburg the majority of capital expenditure is directed to the Rustenburg CBD. This expenditure is in line with the intent of the SDF and the Transport Plan.. Significant capital expenditure is also occurring in small rural settlements on the periphery,

especially in Marikana. This assessment only provides a snapshot of capital expenditure for one year and does not consider multiple annual budgets.

Evidence of spatial alignment within the plans and instruments

Few **national or provincial spatial plans and instruments** propose spatially explicit outcomes for Rustenburg. On a national and provincial level plans are generic, and locations are broad strokes on the map, whereas local plans identify specific locations. Often national or provincial plans identify a general area as an important investment area, but with no reference to local strategies and without implementation plans. For example, in Rustenburg the N4 highway is regarded as an important corridor in national and provincial plans, yet, apart from the Waterfall Precinct Plan, the N4 does not feature in any local plan as an important investment corridor, but is identified as an obstacle that hampers accessibility. The municipal SDF recognises the N4 highway as an opportunity, but no interventions are proposed.

Little evidence of spatially aligned investment was found in the **sector plans** reviewed. Most of the sector plan investments focus on the Rustenburg CBD, Thlabane, Boitekong and Phokeng, but outside of these nodes there seems to be no aligned sector investment. For example, one of the housing sector's major focus areas is Marikana, while the transport plan focuses on investing public transport in very specific corridors, which do not include Marikana. The areas prioritised by the transport plan are in higher density areas like the CBD, Boitekong, Phokeng and Thlabane. Some misalignment between spatial priorities can be attributed to sector plans having been drafted in different years, for example the transport plan is from 2008, while the SDF, housing plan and Master Spatial plan were compiled more recently.

National, provincial and local plans 'speak the same language' in relation to Rustenburg. They all have **similar objectives and adhere to the same general planning principles** and align to the NDP. However, the visions and principles, especially in national sphere policy are generic and are applicable to any development or location. At the local level the challenge is how to interpret spatial outcomes identified on a national level. Across all the spheres the trend is to identify principles and objectives, but proposals and planned interventions often do not support, and sometimes contradict each other.

Most **municipal sector plans** in Rustenburg have generic visions and objectives. However, unlike national and provincial plans, they do not link principles to a common developmental agenda. In this regard:

- There is little attempt to apply broader municipal principles in practice
- The proposed initiatives have little connection to the municipal spatial vision and principles
- Local sector plans do not speak to one another

No plans provide a clear **long term spatial plan** for the Rustenburg Municipality. This is true of local, provincial and national level plans. Most plans at best offer a general long term vision –describing where 'they want to be' in 30 years' time. There are no clear quantifiable projections in national, provincial or local plans applicable to Rustenburg, apart from the Integrated Master Plan (which has no official status). The evidence of how visions are to be realised is not provided. For example, there is a clear national and regional message that Rustenburg is an important place due to mining and is experiencing significant change, but the extent of that change is not investigated. Little information is available in the policies as to what the future population will look like, what the expected migration trends are, what the future needs of the population would be and what these trends mean for service delivery.

In the **municipal sector plans**, there is even less evidence of **long term projections**. There is a lack of evidence based planning. Considering economic development in Rustenburg, it would be expected that there would be a clear vision for how the mining sectors expected decline would be addressed. But there is little consideration of how local economic diversification might occur. The municipal SDF does mention the limited lifespan of the platinum mines but proposes no strategy.

Spatial logic guiding investment, targets and projects:

National and provincial plans are **seldom spatially explicit in their spatial logic guiding investment**. Such plans would identify broad strategic investment areas. When implemented national and provincial become focused on addressing immediate needs regardless of national and provincial or local spatial policy logic. For example, in the Industrial Policy Action Plan (IPAP 2013) as well as the NIP, the North-West Province and Rustenburg are important places to invest in for economic development, yet the SEZ, which was originally planned to be in Rustenburg, was moved to Moses Kotane Local Municipality, a neighbouring municipality, though still in North West. Though this does not go against national strategy the question does arise whether this is the most strategic place to locate an SEZ. Another example is that of the N4 highway corridor which is of strategic importance to national and provincial government, but on local plans is not a priority. The Department of Human Settlement's Master Spatial Plan prioritises Rustenburg as a high priority investment area, in line with national and regional strategies, but the process followed by the Housing Development Agency to identify land within an area like Rustenburg for acquisition for housing investment, is driven by need, informality and deprivation. As such the location of housing projects is not aligned with strategic development priority areas in local government plans. This is evident in the prioritization of housing development in Marikana. Within municipal sector plans there seems to be no single spatial logic that guides investment, as they all focus on different nodes, seemingly without regard for the long-term vision of the SDF or CDS.

There **is inconsistency as to where the important strategic investment areas are**. For example, the Waterval node is identified as an important precinct in the SDF, yet no other sector plans under review refer to it. Money is often spent where the crisis is as such spending is dispersed and does not maximize the impact of available public money by directing investment to specific areas. Sector targets and the need to spend money seem to guide the planning, and not the spatial vision.

The SDF is rather used to direct private investment and for land use management purposes and public investment ignores the SDF priorities. Plans and strategies of municipal sector departments do not align. Spatial priorities are unclear and when they do are not align. The strategies and plans of the Rustenburg Local Municipality are inward focused and do not consider the role of Rustenburg within the region.

Ekurhuleni

Introduction to the area

Ekurhuleni Metropolitan Municipality is in Gauteng, east of Johannesburg; and south of Tshwane. It was established in 2000 as an amalgamation of nine towns on the East Rand and two other councils: Khayalami Metropolitan Council and the Eastern Gauteng Services Council (City of Ekurhuleni, 2013:10). It has a population of 3.2 million (6.1% of South Africa's population) and a surface area of 1975km². Its comparative advantage is in manufacturing, logistics and transport industries.

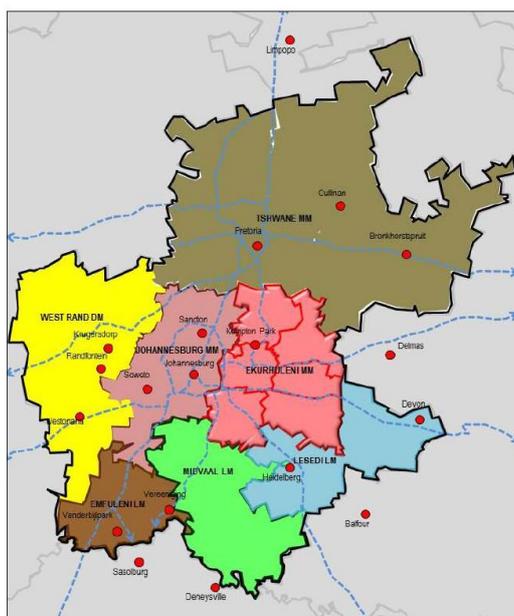


Figure 12: Municipalities in Gauteng (City of Ekurhuleni, 2015)

Strategic role of Ekurhuleni and identified nodes

Commercial and industrial activities are well supported by the road, rail and air network. OR Tambo international airport, which is the busiest in Africa and the primary airport for South Africa, is located in Ekurhuleni. The development of the Airport and its surrounds has been identified as the flagship project to create Africa's first Aerotropolis (City of Ekurhuleni, 2013a). South Africa's busiest rail hub is also located in the municipality. The municipality is also intersected by highways of national and regional significance including the N3, the N12, the N17 and the R21.

Tembisa is a large poor formerly-black township on the northern boundary of Ekurhuleni and is connected via the R21 to the rest of the Metro and was the precinct chosen for the case study. The township shares borders with Johannesburg and Tshwane.

MUNICIPAL PLANS								
PLAN			DATE	TIMEFRAME	DEPARTMENT/ INSTITUTION			
Ekurhuleni	Built	Environment	2015	2015/16	EMM	City	Planning	
Ekurhuleni	Comprehensive	Integrated	2012	2013-2017	Royal	Haskoning	DHV	for
	Transport	Plan			EMM			

Ekurhuleni Human Settlements Development Plan	2011	2011-2015	EMM Department of Human Settlements Department and Gauteng Department of Local Government and Housing
Ekurhuleni Metropolitan Spatial Development Framework (2 nd draft)	2015	2015	GIBB Engineering and Architecture for EMM City Planning and Development
Aerotropolis Planning and Land Use Guidelines	2013	2013	Metroplan Town and Regional Planners for City Planning Department
Ekurhuleni Metropolitan Municipality IDP, Budget and SDBIP	2013	2013/14-2015/16	Ekurhuleni Metropolitan Municipality Strategy and Corporate Planning
Ekurhuleni Growth and Development Strategy	2012	2055	Ekurhuleni Metropolitan Municipality Strategy and Corporate Planning
Tembisa Urban Renewal Programme: Spatial Development Framework	2012	2012	Enhance Strategies for EMM Department of Human Settlements
Long Term Financial Plan	2010	2010	Ekurhuleni Metropolitan Municipality Finance
The Comprehensive Municipal Infrastructure Plan (CMIP)	2009	2009-2025	Currently City Planning is in the process of collating each departments masterplan to create revised version
NATIONAL, PROVINCIAL AND REGIONAL PLANS			
PLAN	DATE	TIMEFRAME	DEPARTMENT/ INSTITUTION
Gauteng Provincial Growth and Development Strategy	2005	2005	Gauteng Provincial Government
Gauteng Spatial Development Framework	2011	2011	Gauteng Department of Economic Development
Gauteng 2055: Long-Term Development Plan	2012	2055	Gauteng Planning Commission
Gauteng 25 Year Integrated Transport Master Plan Part A: 5-year Implementation Plan	2012	2037	Gauteng Department of Roads and Transport
Gauteng Growth Management Perspective	2014	2014	Gauteng Provincial Government

Gauteng Department of Human Settlements Strategic Plan	2014	2014/15-2018/19	Gauteng Department of Human Settlements
Gauteng Township Economy Revitalisation Strategy	2015	2015	Gauteng Department of Economic Development
Gauteng Department of Infrastructure Development Strategic Plan	2014	2014-2019	Gauteng Department of Infrastructure Development
Gauteng Department of Agriculture and Rural Development Annual Performance Plan	2015	2015-16	Gauteng Department of Agriculture and Rural Development
National Human Settlements Spatial Plan (Concept Document)	2014	2014	National Department of Human Settlements
National Development Plan	2012	2030	National planning Commission
National Transport Master Plan (NATMAP)	2012	2050	National Department of Transport
National Infrastructure Plan	2012	2012	Presidential Infrastructural Coordinating Committee
National Spatial Development Perspective	2006	2006	The Presidency

Figure 13: Ekurhuleni related plans and policies

Alignment of policy in space and place

National and Regional Policy

The **National Transport Master Plan (2050)** (NATMAP) identifies the N3 Highway Durban-Free State-Johannesburg corridor as well as the N12 Highway corridor between Johannesburg and Witbank as national corridors.

The **NDP** indicates the need to develop more inland port terminals for moving road based freight. Two such terminals are planned for Ekurhuleni. These are to be located at Sentrarend and Tambo Springs. Sentrarend is an existing inland port where capacity is to be increased, while Tambo Springs is a new development.

The OR Tambo International Airport is highlighted as a critical resource for future development, as is the proposed PWV15 road that is to be constructed east of the airport, linking the R21 to the N17, N12 and N3. The intention of the highway is to improve access to the airport.

The National Infrastructure Plan's Strategic Infrastructure Project (SIP) number 2 is the most significant SIP relating to Ekurhuleni. SIP 2 is the Durban-Free State-Gauteng logistics and industrial corridor. The purpose of the project is to strengthen the logistics and transport corridor between South Africa's main urban areas and include the Aerotropolis project.

The **Gauteng Integrated Master Transport Plan** highlights the N3, N12 and N17 corridors as significant corridors in the Province. It identifies the importance of the OR Tambo International Airport, where an

Industrial Development Zone (IDZ) has also been established under **IPAP**. The Tambo Springs inland port project will also **enjoy IDZ/ Special Economic Zone (SEZ)** status under IPAP according to the Ekurhuleni BEPP. The plan proposes the construction of the PWV18. The PWV18 road is a crucial link from a freight point of view as it will provide an east-west link between the N1 and the N3, linking three major north-south corridors namely the N1, the R59 and the N3. The PWV18 will also improve accessibility between Tambo Springs and Vereeniging/ Vanderbijlpark area via the R59. The Ekurhuleni Comprehensive Integrated Transport Plan does not consider the PWV18 as an important project in the short to medium term.

There is clear spatial alignment between the national and regional plans concerning the N3 corridor. All policies highlight the significance of the corridor for the country, especially in terms of freight transport, and connecting Durban to Gauteng. The OR Tambo International Airport is also a priority for the policies. The NDP, NATMAP and Gauteng Transport Plan flag the importance of inland port terminals. No proposals have been made for rail upgrading in support of the proposed Tambo Springs port terminal. From the perspective of national and regional transport planning it appears that strategies align spatially within Ekurhuleni, that government investment and priorities are spatially targeted, and there are common priorities. When relating these priorities to the local level plans, some misalignment occurs.

Local Policies:

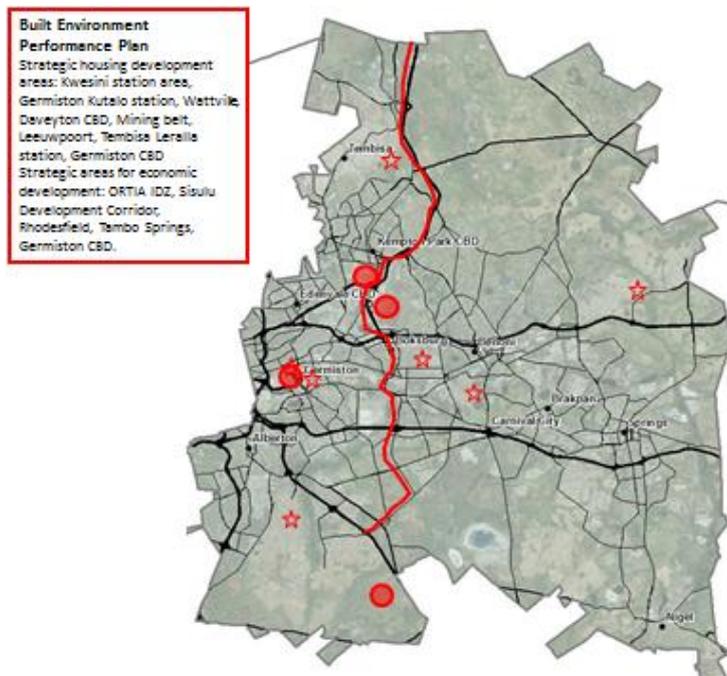


Figure 14: Strategically prioritised areas for housing development and economic development (Ekurhuleni BEPP)

The key focus of the BEPP is to identify Urban Networks and Integration Zones (as informed by the CIF) where catalytic urban development projects can be located. The BEPP proposals draw from local plans. In the BEPP the R21 Albertina Sisulu Development corridor together with certain strategic areas are identified (Figure 14). Strategic housing development areas are represented by red stars and strategic areas for economic development by red circles.

The spatial priorities as highlighted in the Ekurhuleni Metropolitan Spatial Development Framework (MSDF) are illustrated in Figure 15. The Aerotropolis has been identified as the metro’s core priority. The various town centres of the Municipality have been identified as primary and secondary nodes. The MSDF identifies several development corridors. The Tembisa-Kathorus development corridor creates a north-south development link and is envisaged for higher density development and concentrations of economic activity. The Germiston-Daveyton development corridor connects the east of the city to the west, and traverses Boksburg and Benoni to Daveyton and Etwatwa. The planned PWV15 is also highlighted by the MSDF as it is by NATMAP. The

MSDF also highlights the K86 between the Aerotropolis and Daveyton as an important new road but this link is not mentioned in other local plans besides the Aerotropolis plan.

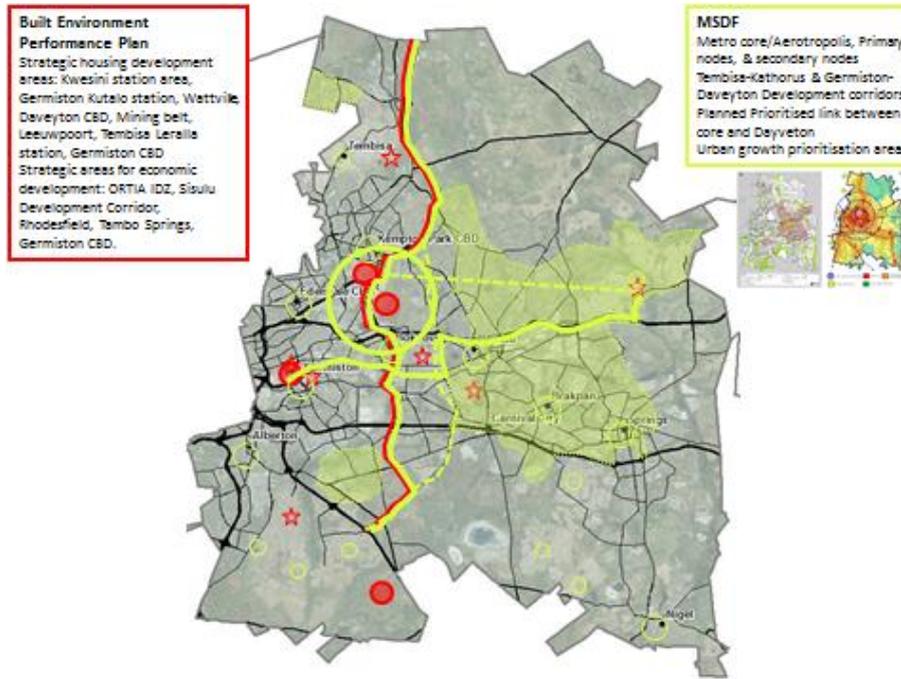


Figure 15: Prioritised spaces in the MSDF

The **MSDF** also highlights ‘priority areas’ where urban growth should be prioritised. The largest of these, covers the areas of Daveyton, Etwatwa, Springs and Benoni.

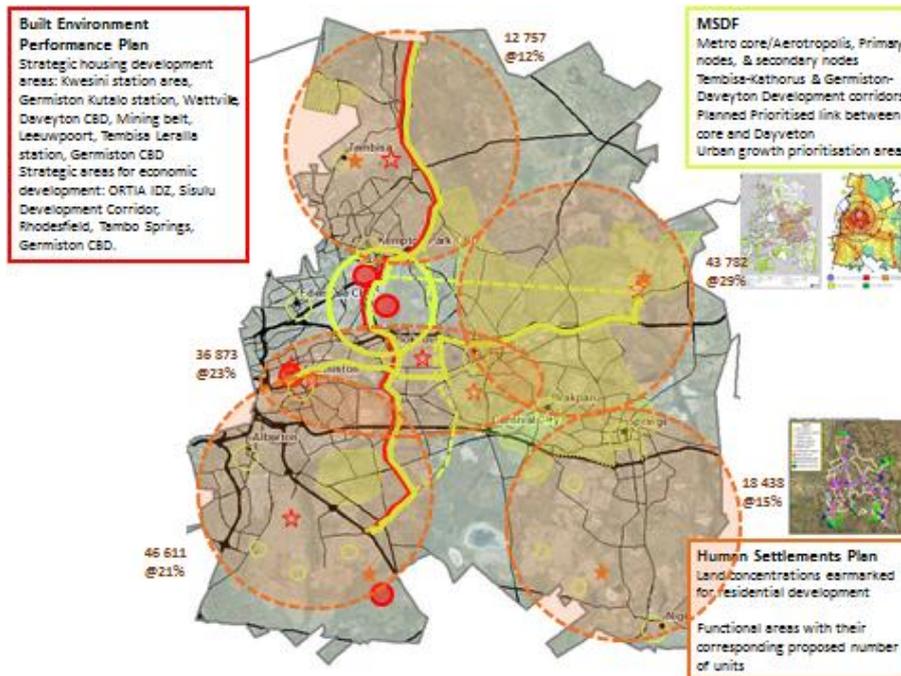


Figure 16: Prioritised spaces for housing identified by the Human Settlements Plan for Ekurhuleni

In Figure 16 the spatial priorities as stated in the **Ekurhuleni Human Settlements Plan** are overlaid with those of the MSDF. The Settlements Plan focuses on locating housing programmes. The housing

programmes include social housing, emergency housing, community residential units, upgrading of informal settlements, integrated residential development and inclusionary housing. The functional human settlement areas are indicated in Figure 16, and the numbers in the Figure relate to the number of housing units planned. The percentages indicate the percentage of the total housing units to be built in the functional area for all the programmes. In addition, the plan identifies four areas for residential development. These areas are Tembisa, Daveyton, the southern parts of the Kwatsaduza complex and the southern parts of the Kathorus complex. These areas are included as they form part of the Upgrading of Informal Settlements Programme that seeks to achieve in-situ formalisation of existing informal settlements. In Figure 16 it highlights that only one of these areas (Daveyton) falls within the urban growth prioritisation areas identified in the MSDF.

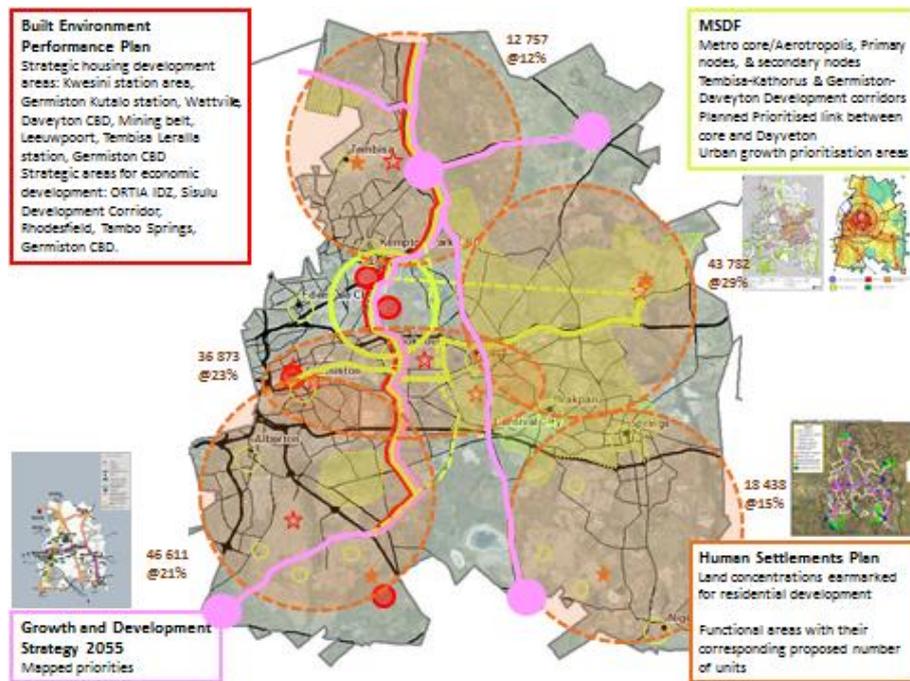


Figure 17: Prioritised spaces identified by the Ekurhuleni Growth and Development Strategy

Figure 17 provides a spatial representation of the **Ekurhuleni Growth and Development Strategy 2055**. The maps in the Growth and Development Strategy are of such poor quality that it is only possible to map the broad outlines of the plan. From the GDS map the Bapsfontein area, the point where the R550 and the R59 intersect at the south-western border of the Metro, the point where the R23 and the R550 cross near Tsakane and the point where the R25 crosses the R21 are major nodes. There is no alignment between the nodes identified in the Growth and Development Strategy and the nodes identified in the MSDF. In addition, the only route highlighted in both the MSDF and the Growth and Development Strategy is the R21. The MSDF identifies Bapsfontein as a rural service node and it is also not recognised as a place of any significance in the BEPP.

Ekurhuleni's local plans are spatially specific in terms of where investment will be prioritised. The OR Tambo International Airport, the R21 Albertina Sisulu development corridor and the Germiston CBD come out as areas for priority coordinated investment. Daveyton and Tembisa also emerge as areas where housing and transport investment is coordinated. There are cases where project misalignment is occurring, notably in relation to GDS projects, the MSDFs growth prioritisation areas and the scattered housing investment in the south of the city. The Integrated Transport Plan for Ekurhuleni is not forward looking and no clear strategies are proposed.

The spatial priorities identified by the national and regional strategies and plans that relate to Ekurhuleni are in line with each other but do not specifically align to the local government plans. The N3 corridor is a major national corridor and is prioritised in all the national and regional transport and infrastructure plans, however

on the metro level the N3 highway does not feature much. This may be due to differences in planning scales and mandates.

Evidence of spatial alignment within the plans and instruments of the three spheres of government and among municipal sectors

There is evidence of spatial alignment between the various spheres of government in relation to Ekurhuleni. Government investment and priorities are spatially targeted, and there is a collective contribution towards joint priorities. The major focus for alignment is the OR Tambo International Airport, which is a regional and national priority. National and provincial government invests in public transport networks, logistic systems and the inland freight ports. Ekurhuleni's local plans are also spatially specific in terms of where coordinated investment will be prioritised (e.g. The OR Tambo International Airport and the R21 Albertina Sisulu development corridor). However, there are examples of misalignment in relation to certain nodes and some of the strategic development areas between the Growth and Development Strategy, the BEPP and the MSDF.

Normative position and spatial principles:

Principles such as justice, sustainability, resilience and efficiency set out in national and provincial spatial strategies are echoed in the local plans for Ekurhuleni. Specific reference on how principles will be adhered to is however lacking. One of the key principals echoed is the creation of sustainable human settlements. In the NDP a chapter is dedicated to sustainable human settlements, and this is manifested in Ekurhuleni through programmes for settlement upgrading and neighbourhood development. On the other hand, misalignment occurs in the specific areas where human settlement initiatives are geographically prioritized where the BEPP Strategic Housing Areas, the Urban Growth Prioritisation areas of the MSDF and the Human Settlements Plan Functional Regions identify different priority areas for housing interventions.

Long term visions, projections and scenarios:

Based on the content of policy documents Ekurhuleni's plans align with that of national government. There is good alignment between the provincial and local visions in the City of Ekurhuleni's documents (i.e. there is a joint focus on good governance, economic growth, environmental well-being and social empowerment). The Ekurhuleni Growth and Development Strategy 2025, was also revised to a 2055 time horizon to align with provincial policy. The Ekurhuleni Growth and Development Strategy 2055 (GDS) proposes various future development scenarios. Ekurhuleni has in turn developed strategic programmes to realise these scenarios which have been incorporated in the SDBIP.

Spatial logic guiding investment, targets and projects:

The investment focus areas by national, provincial and local government align well. The aligned investment areas across the spheres of government include providing housing in marginal areas, upgrading informal settlements, economic development, developing transport and building logistic capacity. Although the focus areas are the same, the geographic locations where investment in these focus areas is directed differs in certain cases.

The BEPP for Ekurhuleni utilises several strategic geographic priority areas from the MSDF. These are areas where capital expenditure and programmes are focused on providing and upgrading services. These geographic priority areas are based on spatial structuring elements and land use proposals (densification areas, geography of Ekurhuleni income, major housing projects, IRPTN corridor, rail stations, primary and secondary nodes, industrial areas and strategic projects).

Strategic spatial role of the area:

The international airport in Ekurhuleni provides the city with a specific strategic role of regional and national importance. This is acknowledged in national, provincial and local sector plans. The province sees the airport as playing a very important role in the regional economy. The City has taken up this strategic role in its own plans through the Aerotropolis Master Plan that defines development in and around the airport.

This vision for the city also finds its way into the precinct plans of specific areas, such as Tembisa. In the spatial development framework for Tembisa, proposals are also made for the integration of Tembisa into the Aerotropolis to create job opportunities for Tembisa residents. This call is supported by the Aerotropolis Planning and Land Use Guidance Document (2013b) which identifies desirable and undesirable land uses within the Aerotropolis. The plan includes Tembisa and the R21 as a corridor that links the airport to the region.

The Regional Spatial Development Framework (RSDF) for Region B (as part of MSDF 2015) recognises the influence of neighbouring municipalities on the bordering township of Tembisa. Although the RSDF mentions Tembisa's role within the neighbouring municipalities the only intervention proposed for linking Tembisa with them is the planned east-west Bus Rapid Transit to Johannesburg. Provincial plans (e.g. Gauteng Spatial Development Framework 2011) also mention the importance of integrating and connecting townships like Tembisa into the broader Gauteng City Region but does not identify the type of initiatives that could be implemented.

Lephalale

Introduction to the area

The Lephalale Local Municipality is in the Limpopo Province. It is the largest municipality by area in the Province and borders with four other local municipalities: Blouberg, Modimolle, Mogalakwena and Thabazimbi. The north-western border of Lephalale municipality forms part of the international border between South Africa and Botswana. The town of Lephalale, previously known as Ellisras, is a gateway town to Botswana.



Figure 18: Lephalale Municipality (Lephalale Local Municipality SDF, 2012)

The main economic sector in Lephalale is mining and quarrying, which contributes 71% to the Gross Value Added (GVA) and offers considerable employment. The Waterberg coal fields located in Lephalale boast more than 40% of the total coal reserves of South Africa. One of the key issues in Lephalale is land, which is predominantly privately owned. The municipality owns a small percentage of land which becomes an obstacle when realizing its development objectives (Oosthuizen 2013: 4). Another issue facing the municipality is the fragmented nature of the existing urban form. The long distances between towns (Lephalale, Marapong and Onverwacht) have a negative impact on coordinating service delivery, as well as the daily activities of the communities (Lephalale Local Municipality IDP 2013). The municipality is faced with major challenges for water, electricity and waste water treatment provision due to the growth in population due to the Medupi Power Station construction which started in 2007, and the growth of the mining sector.

Strategic role of Lephalale and identified nodes

The area will contribute significantly to national energy generation due to the construction of the coal fired power station, and planned future plants.

The identified nodes in the Lephalale Municipality are the towns of Lephalale, Marapong and Onverwacht which is immediately West of Lephalale. The nodes are located within the central part of Lephalale Municipality (Lephalale Local Municipality IDP 2013) and are accessible by major regional roads. Most light industry and business activity takes place in the nodes. Proposed development for the municipality is centred on integrating the nodes and improving the urban environment (Lephalale Local Municipality SDF 2012).

MUNICIPAL PLANS			
PLAN	DATE	TIMEFRAME	DEPARTMENT/ INSTITUTION
Spatial Development Framework	2012	2012-2017	Department of Development Planning (Land Use Management)
Integrated Development Framework	2013	2013-2016	Department of Development Planning
CBD Development Plan	2014		Department of Development Planning
Housing Sector Plan	2008	outdated	Department of Community Services (Housing)
Waterberg Integrated Transport Plan	2011		
Infrastructure Master Plan			Department of Infrastructural Services
Transport Master Plan			
LED Strategy			Department of Development Planning
Integrated Environmental Management Plan			
NATIONAL AND REGIONAL PLANS			
PLAN	DATE	TIMEFRAME	DEPARTMENT/ INSTITUTION
National Development Plan	2011	2011-2030	National Planning Commission
National Infrastructure Plan	2012		Presidential Infrastructure Coordinating Commission
National Transport Master Plan	2010	2010-2050	Department of Transport
Long Term Planning Framework	2014	2014-2044	Transnet & Department of Public Enterprise
Master Spatial Plan	2014		Department of Human Settlements
Integrated Energy Plan	2003		Department of Energy
Integrated Resource Plan for Electricity	2010	2010-2030	Department of Energy

Limpopo Development Plan	2015	2015-2019	
Limpopo Growth and Development Strategy	2005		
Limpopo Green Economy Plan	2013		
Transmission Development Plan	2015	2016-2030	Eskom
National Water Resource Strategy	2013		Department of Water Affairs

Figure 19: Lephhalale related plans and policies

Alignment of policy in space and place

National and regional

The **NDP** identifies Lephhalale as:

1. A key growth and investment area
2. A space where infrastructure investment should be prioritised
3. A space where natural resources should be protected and water resources managed
4. A space requiring the development of an integrated infrastructure investment plan, for water, the environment, rail and energy
5. A resource critical area
6. A Growth Management Zone which is an area of rapid anticipated growth that requires special planning and management
7. A Green Economy zone because the area has “proven potential to create ‘green jobs’ where short term state intervention could leverage significant private sector investment
8. A Rural Restructuring Zone

The key investment sectors to facilitate growth in Lephhalale, according to the NDP, are energy, water and rail infrastructure. These sectors would act as a catalyst for unlocking the potential of the mineral belt, which is also the intention of **SIP 1 of the National Infrastructure Plan**. SIP 1 (see Figure 5.3.3) is aimed at unlocking the northern mineral belt of the Waterberg. Related projects currently underway include: a water pipeline, a coal fired power plant (Medupi), provision of ICT infrastructure, the upgrading of roads and education projects. A SIP project that is yet to begin is the construction of a railway line to haul minerals from the area which also forms part of **Transnet’s Long Term Planning Framework**. Similarly, there are no immediate plans for the construction of the new ‘Coal 3 Station’ that has been prioritised by the **Integrated Resource Plan** and included in the Department of Water Affairs planning.

Investment in energy (and specifically the use coal) is prioritised in Lephhalale and supported by the NDP, NIP, **Limpopo Development Plan**, the **Integrated Energy Plan (IEP)**, **Transmission Development Plan (TDP)**, **Integrated Resource Plan (IRP)** and the local SDF and IDP. The IEP states that water supply is constrained in the area, but more recent water studies and the water SIP state that there is currently enough water, as the mining and energy sectors are not growing at the anticipated rate.

The NDP also prioritise the Lephhalale area as a Green Economy Zone which implies the support of investment in green or renewable energy or the creation of jobs in these sectors. There have been 66 Renewable Energy Independent Power Producer projects commissioned. To date one project is in Lephhalale, namely the Tom Burke Solar Park which is under construction. The IRP, IEP and the Limpopo Green Economy Plan emphasise the importance of renewable energy and the relative advantage of the province in generating solar energy and possibly exporting power to neighbouring countries and provinces.

The National Transport Master Plan (NATMAP) also highlights the need to link the coalfields of Lephalale to the Richards Bay Coal Terminal and the Witbank Coal-Fired Power Stations. The Transnet Long Term Planning Framework (LTPF) and Limpopo Growth and Development Strategy also emphasise the need for this investment.

It is important that investment in energy, mining, rail and water be coordinated to ensure that Lephalale becomes a catalyst for energy generation as envisioned. Currently government investment is not supporting this vision for Lephalale effectively. There has been planned for expansion of water infrastructure, heavy rail infrastructure, the construction of additional coal fired power stations and the expansion of the coal mining sector. However, the implementation of these plans has been disjointed and uncoordinated. Water infrastructure has been expanded, though the expansion of rail infrastructure has not taken place at all. The investment cogs to realise development in Lephalale are turning at different speeds and are hampering growth.

Evidence of spatial alignment within the plans and instruments of the three spheres of government and among municipal sectors

Spatially explicit and place based outcomes:

National and provincial plans are not spatially explicit for Lephalale. Local plans acknowledge national strategies, but are not specific as to where national or provincial outcomes are to be realised. The Province sees Lephalale Municipality as a provincial growth point, but given the size of the municipality this guidance is not specific enough. The place based focus of the strategic local spatial plans, namely the SDF and the Lephalale CBD Regeneration Plan, is on three nodes: the CBD, Onverwacht and Maropong, which are considered the primary development focus areas for the Municipality. No reference to these nodes is made in provincial or national plans.

Normative position and spatial principles:

National, provincial and local plans emphasise the same development objectives and principles of sustainability and efficiency as crucial for the development of Lephalale. Yet there is no spatial component as to how these principles will be realised. Local plans are concerned about the sustainability of the community, the environment and job creation. Ironically, local plans do not consider any economic sectors other than the mining and energy sectors to create future jobs. There is a lack of spatial information in national, provincial and local plans on how objectives and development principles will be realised in space, and how this responds to a long-term development vision for the municipality.

Improving accessibility is an important principle for the local municipal sector plans, which is not reflected in any provincial or national plans. The municipal transport plan aims to increase accessibility by developing public rail transport in the municipality whereas the Lephalale CBD plan wants to improve accessibility by building a by-pass north of the city that would also serve as a catalyst for development. The SDF also refers to principles of spatial justice which is interpreted in the plans to mean redressing the fragmented spatial pattern of Lephalale, service delivery and infrastructure provision. Spatial resilience for vulnerable communities to economic and environmental shocks is also seen as an important principle, however the SDF does not explore how this concept might be achieved spatially.

Long term visions, projections and scenarios:

There is a lack of a long-term plans for Lephalale municipality. Existing plans account for the short to medium term. Without a long-term plan to guide development it becomes difficult to define adequate objectives for the shorter-term plans. Lephalale's long term vision should provide guidance for the housing and services needed to address current backlogs, and support the population influx that is projected due to growth in the energy and mining sectors. The medium term SDF proposes two growth scenarios: basic and exceptional growth, and assumes exceptional growth in the future for Lephalale. No thought is given in any of the national, provincial or local plans to alternative growth scenarios.

Spatial logic guiding investment, targets and projects:

The national (NDP, NIP, LTPF) and provincial investment focus is on Lephalale's role as an energy hub and mining cluster. However, what the plans say and prioritise do not necessarily materialise in the order envisaged. In terms of the prioritised investment areas for Lephalale water investment has taken place but investment in energy and rail infrastructure is lagging.

There is little evidence of local plans being strategically aligned with the investment logic of national and provincial plans. Lephalale is faced with the challenge of building a new future while funding service delivery backlogs. Due to this and the growing pressure for public services the municipality is faced with attempting to address service delivery backlogs while embarking on the vision to become an energy hub and vibrant city. The local SDF and Lephalale CBD development plan are concerned with designing a vibrant city for the expected population growth by investing in the CBD, Onverwacht and Maropong.

The spatial logic of the local government sector plans is also not aligned. The outdated housing sector plan focuses on providing subsidised housing to address the housing backlog, while the SDF and CBD Development Plans focus on providing new residential developments. This is an indication of a lack of coordination not just between government spheres or sectors, but within a single sector. Similarly, the district integrated transport plan and the local transport plan have two completely different foci. The integrated transport plan prioritises public transport amenities and rail while the District plan considers improved accessibility and regional integration through a road bypass. Again, this discrepancy can be attributed to the absence of a long-term vision to guide spatial interventions. This highlights poor sector prioritization and alignment with existing local spatial plans.

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