

# INTEGRATED URBAN DEVELOPMENT FRAMEWORK IMPLEMENTATION PLAN

2016–2019



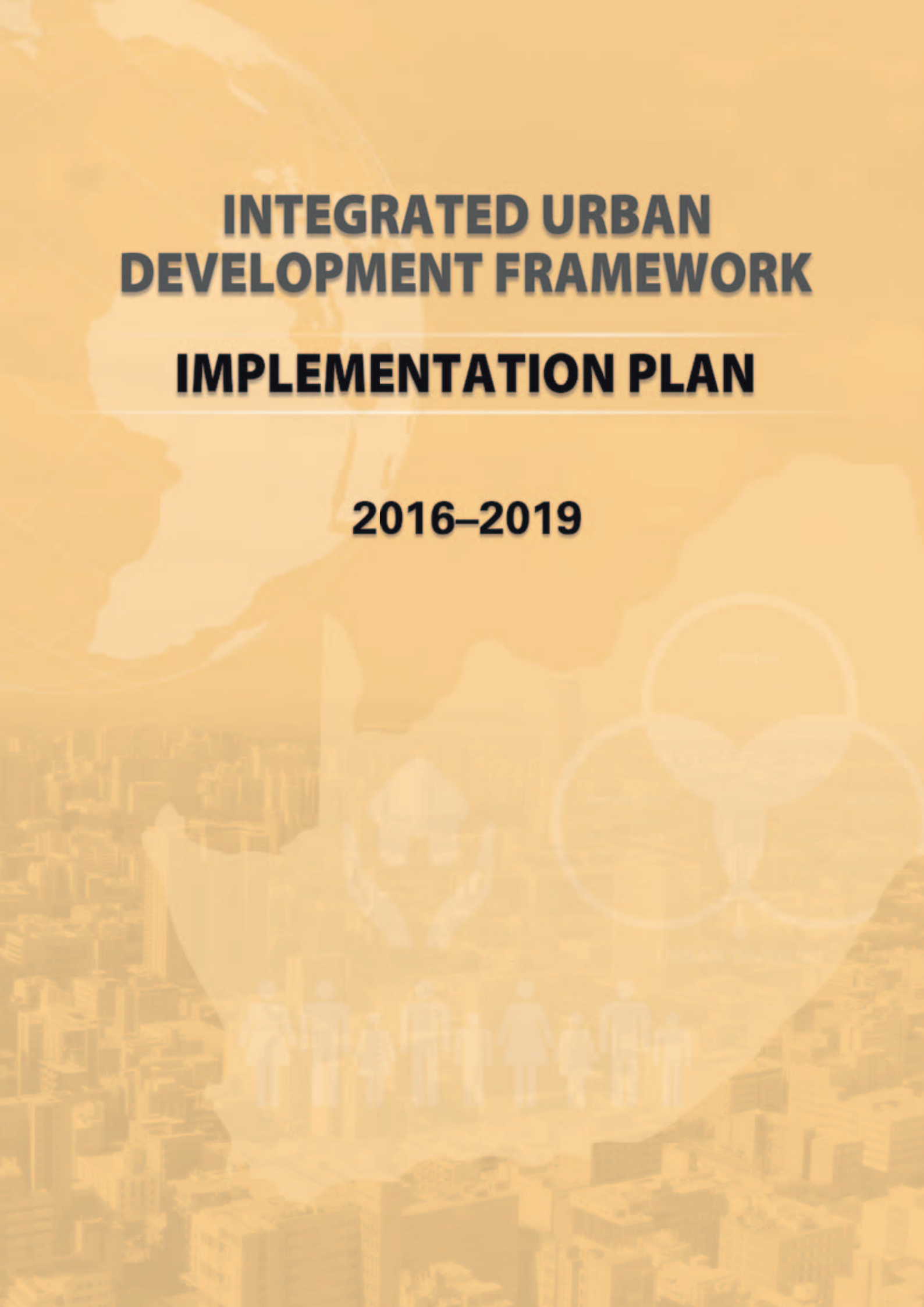
**Cooperative Governance**

Department:  
Cooperative Governance and Traditional Affairs  
REPUBLIC OF SOUTH AFRICA

# **INTEGRATED URBAN DEVELOPMENT FRAMEWORK**

## **IMPLEMENTATION PLAN**

**2016–2019**





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# ACRONYMS

|                |  |
|----------------|--|
| <b>APP</b>     | Annual Performance Plans                                     |
| <b>COGTA</b>   | Department of Cooperative Governance and Traditional Affairs |
| <b>CSP</b>     | City Support Programme                                       |
| <b>DAC</b>     | Department of Arts and Culture                               |
| <b>DCOG</b>    | Department of Cooperative Governance                         |
| <b>DHS</b>     | Department of Human Settlements                              |
| <b>DOE</b>     | Department of Energy   |
| <b>DOH</b>     | Department of Health   |
| <b>DOT</b>     | Department of Transport                                      |
| <b>DPME</b>    | Department of Planning, Monitoring and Evaluation            |
| <b>DPW</b>     | Department of Public Works                                   |
| <b>DRDLR</b>   | Department of Rural Development and Land Reform              |
| <b>DSBD</b>    | Department of Small Business Development                     |
| <b>DSR</b>     | Department of Sports and Recreation                          |
| <b>DTI</b>     | Department of Trade and Industry                             |
| <b>DWA</b>     | Department of Water Affairs                                  |
| <b>EDD</b>     | Economic Development Department                              |
| <b>GCIS</b>    | Government Communication and Information System              |
| <b>IDP</b>     | Integrated Development Plan                                  |
| <b>IGR</b>     | Intergovernmental Relations                                  |
| <b>IGRF</b>    | Intergovernmental Relations Framework                        |
| <b>IUDF</b>    | Integrated Urban Development Framework                       |
| <b>LM</b>      | Local Municipality   |
| <b>MEC</b>     | Member of the Executive Council                              |
| <b>MinMecs</b> | Ministers' and MECs' Forum                                   |
| <b>MTEF</b>    | Medium Term Expenditure Frameworks                           |
| <b>MTSF</b>    | Medium Term Strategic Framework                              |
| <b>NDP</b>     | National Development Plan                                    |
| <b>NGO</b>     | Non-governmental Organisation                                |
| <b>SACN</b>    | South African Cities Network                                 |
| <b>SALGA</b>   | South African Local Government Association                   |
| <b>SDBIP</b>   | Service Delivery and Budget Implementation Plans             |
| <b>SDF</b>     | Spatial Development Framework                                |
| <b>SIP</b>     | Strategic Infrastructure Programme                           |
| <b>SITA</b>    | State Information Technology Agency                          |
| <b>SOE</b>     | State-owned Entity   |
| <b>SPLUMA</b>  | Spatial Planning and Land-use Management Act                 |

## SECTION

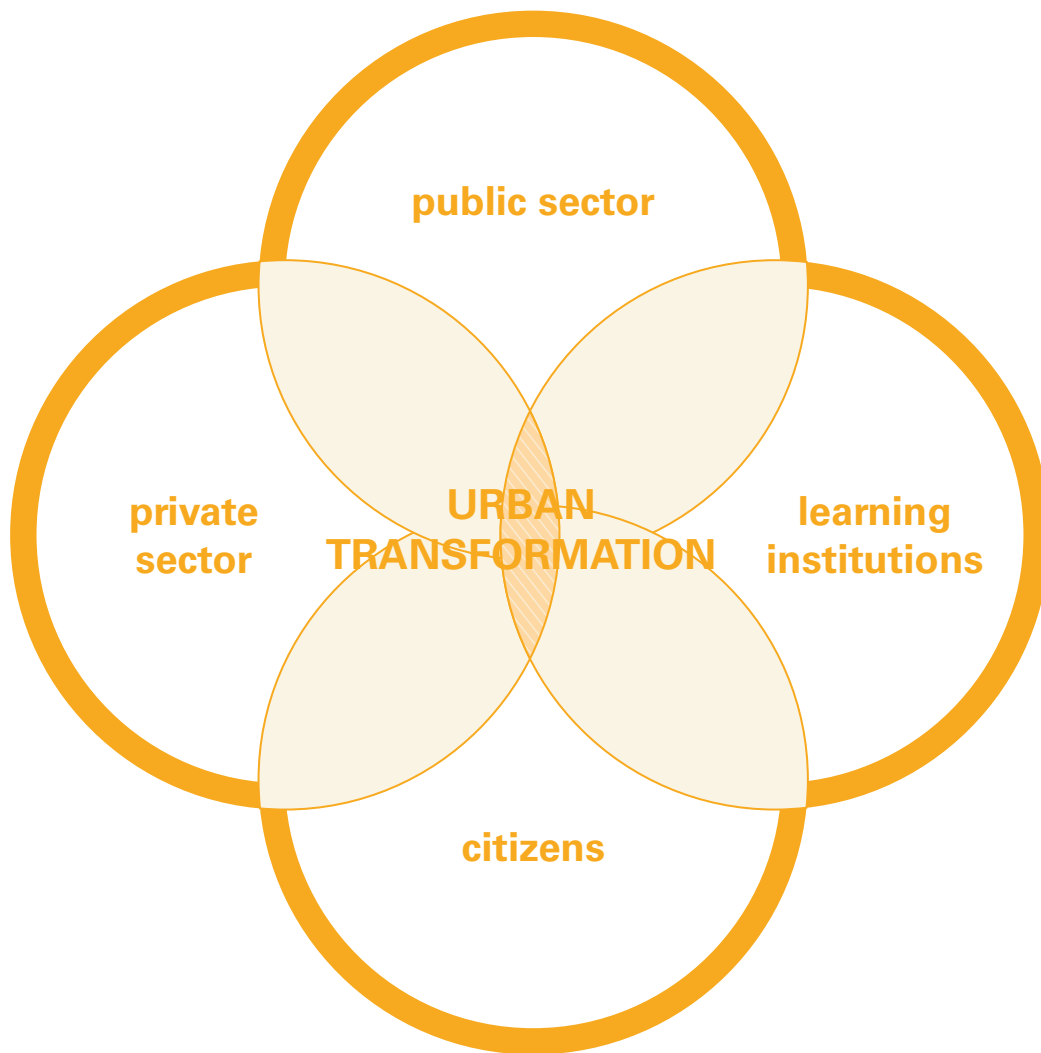
## 01

## INTRODUCTION

The Integrated Urban Development Framework (IUDF) sets out the policy framework for transforming and restructuring South Africa's urban spaces, guided by the vision of creating 'liveable, safe, resource-efficient cities and towns that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life'.

To support this vision, the IUDF proposes an urban growth and management model premised on **compact and connected** cities and towns. This will require a highly coordinated, systematic and collaborative approach by the various levels of government, the private sector and civil society, as well as an understanding of the respective roles and responsibilities needed to achieve the common vision of spatial transformation. It also calls for leadership and strong political will to oversee and support the implementation of the IUDF.

Cities are made and shaped by a range of actors, including communities, the public and private sectors as well as learning institutions. These actors may operate individually and/or collectively to effect growth and development. Each of the nine policy levers and the cross-cutting issues require the **participation of a number of stakeholders** across all spheres and sectors of government, the private sector, non-profit organisations, local community organisations and sector interest groups. When these various groups collaborate and are driven by the same vision and agenda, the desired urban transformation can be achieved (Figure 1).

**FIGURE 1:** Stakeholder participation and collaboration

## SECTION

## 02

## IMPLEMENTING THE IUDF: THE GUIDING PRINCIPLES

The IUDF's implementation is multifaceted and requires different disciplines and skills, and a collaborative paradigm among stakeholders. While new interventions may need to be introduced in some instances, generally what is needed is to improve and change how various programmes and projects are currently planned and implemented. More importantly, success lies in **collaboration** and **strong leadership** at all levels of governments, as well as a shared objective, as opposed to sectoral interests and goals.

The IUDF principles and priorities should inform and guide long-term development plans and policies, strategic infrastructure investments, regulatory and fiscal instruments, spatial targeting, as well as sector policy documents and related legislated framework. This will mean:

- All three spheres of government and all public entities must embrace the IUDF and use its principles when developing plans, programmes or approving projects;
- All policies and legislative frameworks that have an impact on the urban space must consider principles outlined in the IUDF; and
- The medium term strategic frameworks (MTSFs), integrated development plans (IDPs), medium term expenditure frameworks (MTEFs), annual performance plans (APPs) and service delivery and budget implementation plans (SDBIPs) must be aligned to the principles and priorities identified in the IUDF.

For this to become a reality, the way in which goods and services are planned needs to be more strongly aligned within the spheres of government and between the public and private sectors. The following principles are key to the successful implementation of the IUDF.



## 2.1 Acknowledge and adhere to the hierarchy of plans

The current fragmentation among government spheres and departments is largely because the hierarchy and relationship of the different planning instruments are not sufficiently acknowledged and considered, both horizontally and vertically. Successful implementation will require moving beyond the silo and sectoral approach, to being driven by a common vision and agenda as proposed in the IUDF. This requires acknowledging the hierarchy of spatial plans and the spatial logic needed to determine what, how and where things should happen.

The logic for sectoral plans and capital investments should be informed by strategic plans, such as the spatial development frameworks (SDFs), local area plans, precinct plans, etc. At a local level, these should all be expressed within the **IDPs, which should be seen not as municipal plans, but rather as an expression of all of government and its partners in a local space.** This implies that national and provincial government, and state-owned entities (SOEs), should engage with municipalities before deciding where capital investments will be located, to ensure that their investments are aligned to municipal spatial plans. Equally, municipalities should ensure that their spatial and sectoral plans are not developed for compliance, but are credible and aligned to the provincial and national development priorities and goals.

## 2.2 Institutionalise long-term planning

Currently, long-term planning is not fully institutionalised. While some municipalities have developed long-term development plans and supportive infrastructure plans, others have not. These plans are critical for informing IDPs, APPs and SDBIPs in line with a city's development vision. Furthermore, the uneven development of sectoral long-term plans at national and provincial level contributes to a fragmented and contradictory growth and management agenda. Therefore, national and provincial departments must develop long-term plans to guide municipal planning and other non-governmental stakeholders on sectoral priorities. This is critical for ensuring proper alignment of priorities and resources among the various levels of government.

The emergence of city-regions needs to be considered in respect of medium- and long-term planning and coordinated delivery. Therefore, at a local level, development planning should not only be confined to local administrative boundaries, but also take into account regional development. In the immediate term, provinces should facilitate and support the planning and delivery process, while national government undertakes a process to investigate various models for long-term city-region development and governance.

## 2.3 Stick to the agreed integrated plans

Redressing the inefficient spatial patterns and the resultant development challenges will take time and is dependent on quality long-term plans – and sticking to the plan(s) irrespective of changes in offices. As indicated in the MTSF 2014–2019, spatial transformation will not happen overnight but requires an incremental approach. Therefore, decision-makers must stick to the developed long-term plans instead of continuously changing the plans when those in office change. While the strategy to reach the goals might change, the plan itself should not change, except under exceptional and justified circumstances. The priorities identified in the medium- and short-term plans (i.e. IDPs, MTEF, APPs and SDBIPs) must contribute towards a bigger picture. This requires being able to make trade-offs where required, to balance short-termism with long-term goals and vision, and to make investment decisions that address the immediate social and economic needs of the people while also contributing towards the long-term vision.

## 2.4 Strengthen alignment and coordination

The Offices of the Premiers, as centres of provincial collaboration and coordination, supported by provincial departments of local government, are critical for ensuring collaborative planning and integrated delivery, and the alignment of provincial sector plans and APPs (that support integrated urban development) to municipal plans. Forums, such as the Premier's Intergovernmental Forum, the MEC/Mayor's Forum and many others, should be used to forge collaboration and alignment. At a national level, the Department of Planning, Monitoring and Evaluation (DPME) together with the Department of Cooperative Governance (DCOG) must ensure that departmental sector plans and strategic investments are aligned to local spatial plans and priorities.

Achieving alignment and integrated delivery requires addressing the entire built environment value chain, from planning to identifying, funding, implementing and managing projects. Therefore, it is important to ensure that no governmental infrastructure or service provision<sup>1</sup> planning occurs outside the statutory national/regional/provincial/municipal SDFs and IDPs. These integrated plans, which by their nature must include medium- and long-term frameworks, must be institutionalised in all spheres of government, so that implementation is in accordance with the agreed plans, irrespective of which sphere is responsible for providing funds or implementation.

Furthermore, intergovernmental relations (IGR) structures should be used more effectively to strengthen collaboration and agreement on policy priorities and trade-offs that should inform technical alignment. At a national level, the existing committees, particularly the Inter-Ministerial Task Team on Service Delivery, the Presidential Coordinating Committee and the MinMecs are best positioned for this role.

---

1. Water, energy, roads, housing, transport, etc.

## 2.5 Promote collaboration and guide spatial investments

Private and public sector investments should further the imperatives of the IUDF. Municipal IDPs and SDFs should guide all developments, whether public or private. The agreed spatial vision and targeting should inform strategic public sector investments, coordinated primarily at the local government sphere. If a municipality does not have sufficient capacity to coordinate and align such investments, the Office of the Premier and the provincial department responsible for local government should support and facilitate the process. Municipalities need to engage public and private sector developers to ensure that developments promote compact and connected growth as opposed to inefficient sprawl. This requires well-developed spatial plans and land-use management schemes, as well as consistency in sticking to the plans, so that both private and public investors have confidence in the planned growth of the city or town.

Notwithstanding the role that the private sector and citizenry will play in implementing the IUDF, government will need to take the lead in ensuring that the short-, medium- and long-term interventions are realised. IGR will need to be carefully managed, to ensure a collective and coherent implementation, and to avoid any unnecessary duplication of effort. There is an urgent need not only to rely on existing IGR forums to facilitate collaboration and alignment, but also, when necessary, to establish less bureaucratic technical and institutional collaborative mechanisms. This will require promoting both bottom-up and top-down partnerships that are governed by principles of co-ownership rather than hierarchy or compliance.

## SECTION

## 03

## ROLES AND RESPONSIBILITIES

The IUDF is a multi-sectoral policy framework. Therefore, its success depends on the collaboration of various stakeholders, primarily within government. This section outlines the different, yet complementary, roles of the various stakeholders within and outside of government.

The DCOG is the department responsible for integrated urban development and thus for collaborating with other stakeholders, to ensure that the identified activities in the implementation plan are undertaken, to monitor the implementation and to review both the framework and the implementation plan.

The department will facilitate and monitor the coordination of the sector stakeholders, facilitate knowledge management, and report to all relevant oversight structures on the progress made in implementing the IUDF. At an administrative level, the Director-General will report to the Forum of South African Director Generals on progress and challenges experienced, to allow for broader accountability and collective problem solving.

### 3.1 National government

National government remains responsible for providing lever-specific policy direction and support, reviewing and expanding the legislative framework, providing and revising regulations, monitoring performance of both provincial and local government, supporting capacity development and intervening as and when necessary. DCOG and DPME are critical role-players for ensuring greater policy coherence so that national sectoral priorities complement (not contradict) the goals of compact and connected development.

National government should also consolidate its support to urbanised and rapidly urbanising municipalities. Relevant programmes, such as National Treasury's Cities Support Programme (CSP), should be up-scaled and broadened to ensure that sufficient resources and capacity are available to drive the integrated urban agenda both nationally and locally. These programmes must consider the different urban typologies and offer differentiated support packages that acknowledge the specificities of respective towns and cities.

Evidence is emerging that the major metropolitan municipalities have been exploring innovative solutions in areas such as alternative energy, 'green initiatives', improved sanitation, access to the city and mobility plans, water provision for all, access to Wi-Fi, etc. Other spheres of government should support and enhance such initiatives. When directly implementing strategic infrastructure investments, national departments should discuss the planning and scheduling with affected municipalities in order to agree on the locality, implementation schedules and alignment with the necessary support services critical for the success of the initiative. For example, projects such as the Strategic Infrastructure Projects (SIPs) or nationally driven catalytic projects should not be designed and finalised without the active involvement of the municipalities. The spatial and physical planning of new bulk, sanitation and roads infrastructure in particular needs greater collaboration, to ensure effective sequenced planning for new, regeneration or upgrading developments.

## 3.2 Provincial government

Provincial government's role is to provide guidance through the provincial long- and short-term growth and development strategies; amend, expand or develop provincial legislation; monitor the performance of local government; and be the implementing agent in some cases (linked to the allocation of powers and functions). The Offices of the Premier should work closely with the departments responsible for local government to drive an integrated urban development agenda in accordance with the principles outlined in the IUDF. The Offices of the Premier should ensure that spatial investments are aligned to municipal spatial plans and support an integrated urban agenda, and, in partnership with the provincial department responsible for local government, provide support and/or build the capacity of local government to plan and deliver where necessary.

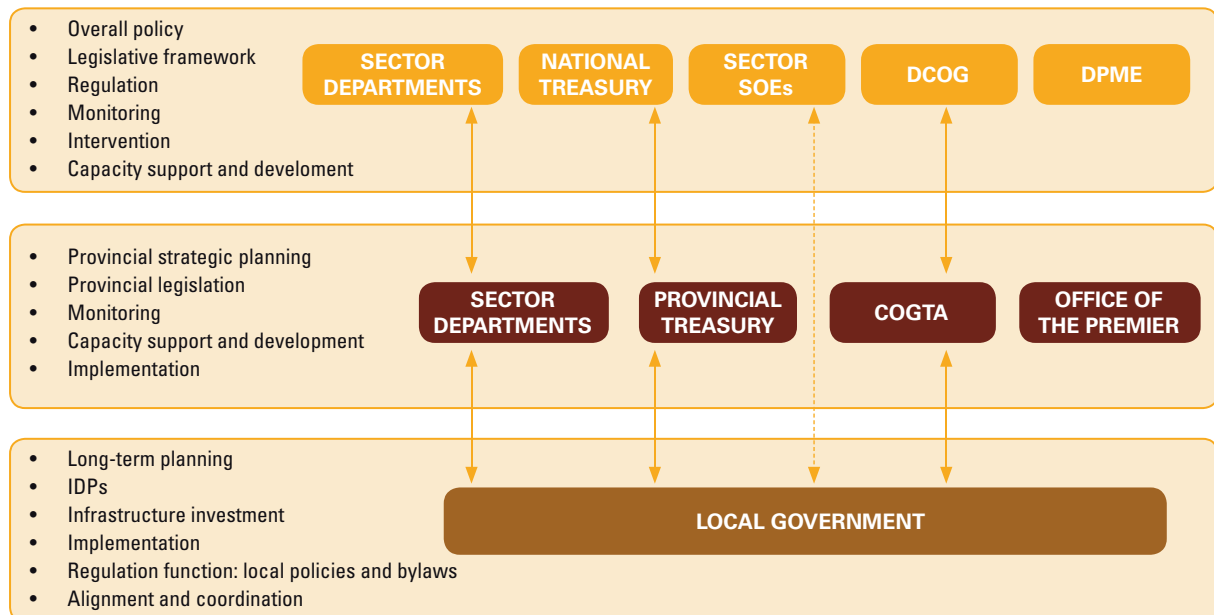
The IUDF provides the broad reference for the country as a whole, but each province faces its own urban specificities, which must be acknowledged and addressed in the implementation process. For example, Gauteng contains three metropolitan areas that are spatially, economically and socially interrelated and connected, whereas the Northern Cape includes small towns that are growing rapidly because of increasing mining activities. The relationship between the province and local governments is critical for ensuring that urban development requirements are adequately promoted and addressed. Key provincial IGR Forums (e.g. the Premier's Intergovernmental Forum and the MEC/Mayor's Forum) should be used to ensure that provincial and local plans and programmes are aligned to the IUDF, to facilitate decisions on large and/or cross-boundary municipal infrastructure plans and projects, to reach agreements on multi-year funding programmes and (where applicable) to improve the integration of services across municipal boundaries, promote capacity building and monitor progress made.

### 3.3 Local government

Local government is required to consolidate existing and/or develop viable long-term growth and development plans, ensuring that each lever is addressed within the municipal area. Municipalities also act in many instances as the primary implementers for services critical for the success of the IUDF. Local spaces are where the developmental objectives are realised, and so municipalities need to align their plans, programmes and budgets to the objectives and priorities of the IUDF, and to coordinate and monitor the progress of any other implementing organisations within their jurisdiction. However, local government can only perform this function effectively if supported by other spheres of government and SOEs. This support includes, among others, being consulted before final decisions are taken about MTEF priorities and strategic infrastructure investments, and identifying certain areas as priority zones for economic development.

Although the three spheres of government will need to perform distinct but interrelated functions, the success of each lever depends on the collaboration and alignment of interventions. Figure 2 summarises the key roles and responsibilities of each sphere of government in implementing the policy levers. It represents the relationships and interdependencies among the various spheres, not a hierarchy. Crucially, it recognises local government's important implementing and integrating role, which other spheres have not always recognised.

**FIGURE 2:** Lever implementation: roles and responsibilities



### 3.4 State-owned entities

South African SOEs represent vital industries in sectors that drive the economy. They dominate three key inputs – electricity, transportation and telecommunications – that are important for overcoming spatial inequalities. Without these SOEs, the resources, tourism, information technology and manufacturing sectors *inter alia* could not function effectively. Most SOEs also own significant portions of strategically located land that is critical for urban restructuring. To improve the developmental role of SOEs, greater collaboration with municipalities and other role-players is essential for sustainable and inclusive urban growth and development. SOEs should participate in municipal processes, particularly the development of long-term development and infrastructure plans, and align their annual plans to the IDPs and SDBIPs. All major investments by the SOEs need to be aligned to municipal plans. Reciprocally, informed by their long-term plans, municipalities need to establish mechanisms for engaging with key SOEs and relevant partners in their spaces.

Importantly, the success of the IUDF is premised on the efficient, effective and economic use of land. In that regard, all non-core land assets of the national state and SOEs should be centrally administered to ensure that land release for local development does not depend on isolated decision-making in departmental bureaucracies.

### 3.5 The private sector

Considerable scope exists for greater public-private partnerships to finance urban infrastructure and land development that will boost economic growth and improve the lives of people. To enable better partnerships, government has introduced programmes that support cities in promoting private and public sector investments. These include the CSP, which assists cities in generating bankable projects and programmes, and in leveraging private sector and intergovernmental partnerships. Incentive programmes, such as Urban Development Zones and Special Economic Zones, also provide an opportunity for spatial targeting that will promote integrated development and economic growth. Furthermore, the Back to Basics Programme and municipal red-tape reduction initiatives are aimed at creating a conducive environment for businesses to flourish. To leverage these initiatives, investors, municipalities and government need to have a stronger and ongoing dialogue about urban development strategies, plans, programmes, investment opportunities and policies.

Private sector developments should also align to municipal plans and promote compact and connected spaces as opposed to the inefficient sprawl that has characterised some of the major new developments. This will require continuous engagements and strengthening relationships between private sector partners and municipalities.

## 3.6 Citizens

The IUDF participation approach is largely driven and informed by the provisions of the White Paper on Local Government (1998) and the Municipal Systems Act (No. 32 of 2000). The White Paper mandates municipalities to find ways of structuring participation and developing mechanisms to enable broad community participation in decision-making. It further emphasises that the state should engage with people in their own forums rather than expect citizens to engage in state-created forums. These provisions are also stressed in the NDP.

Within local government, the tools, strategies and will for authentic citizen engagements and people-centred development generally exist, but capacity and resources remain a key challenge. The Public Participation pillar within the Back to Basics Programme aims to ensure that citizens are central and contribute to development interventions. To achieve this will require building and mainstreaming capacity throughout municipalities, and forming partnerships among government, relevant NGOs, stakeholders and communities, in order to create authentic participation. The establishment of a well-functioning National Urban Forum that brings together a wide range of stakeholders in the urban development arena is critical. This forum should be a partnership among government, research institutions, the private sector and other stakeholders to ensure a shared vision and interventions in pursuance of spatial transformation. The forum should be a regular (not once-off) event at which research papers are presented, discussion groups are held and knowledge is shared.

## 3.7 Support structures

As the voice of organised local government, the South African Local Government Association (SALGA) needs to play an active role in supporting and promoting the IUDF. This is especially important because most implementation will take place within the local government sphere. In addition to supporting municipalities with implementation, SALGA must perform the 'watch-dog' role for local government, identifying the challenges, resource deficits and capacity shortfalls, and then advocating for the necessary support. The South African Cities Network (SACN), as a research and knowledge-generating institution, also has a critical role to play in supporting municipalities and contributing to the national and provincial policy discourse on integrated urban development. The knowledge institutions, development partners, development finance institutions, non-profit institutions operating in the urban development space and community-based organisations are other important role-players with which government needs to partner and fully exploit their resources, skills and expertise. From their side, the institutions need to work with government to develop and implement innovative solutions in support of integrated urban development.



# SECTION 04

## THE IMPLEMENTATION SCHEDULE

The overall outcome of the IUDF is spatial transformation. This marks a New Deal for South African cities and towns, by steering urban growth towards a sustainable growth model of *compact, connected and coordinated* cities and towns. Informed by this outcome and the NDP's vision for urban South Africa, the IUDF aims to guide the development of inclusive, resilient and liveable urban settlements, while directly addressing the unique conditions and challenges facing South Africa's cities and towns. To achieve this transformative vision, four overall strategic goals are identified:

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

**FIGURE 3:** Core elements of the IUDF

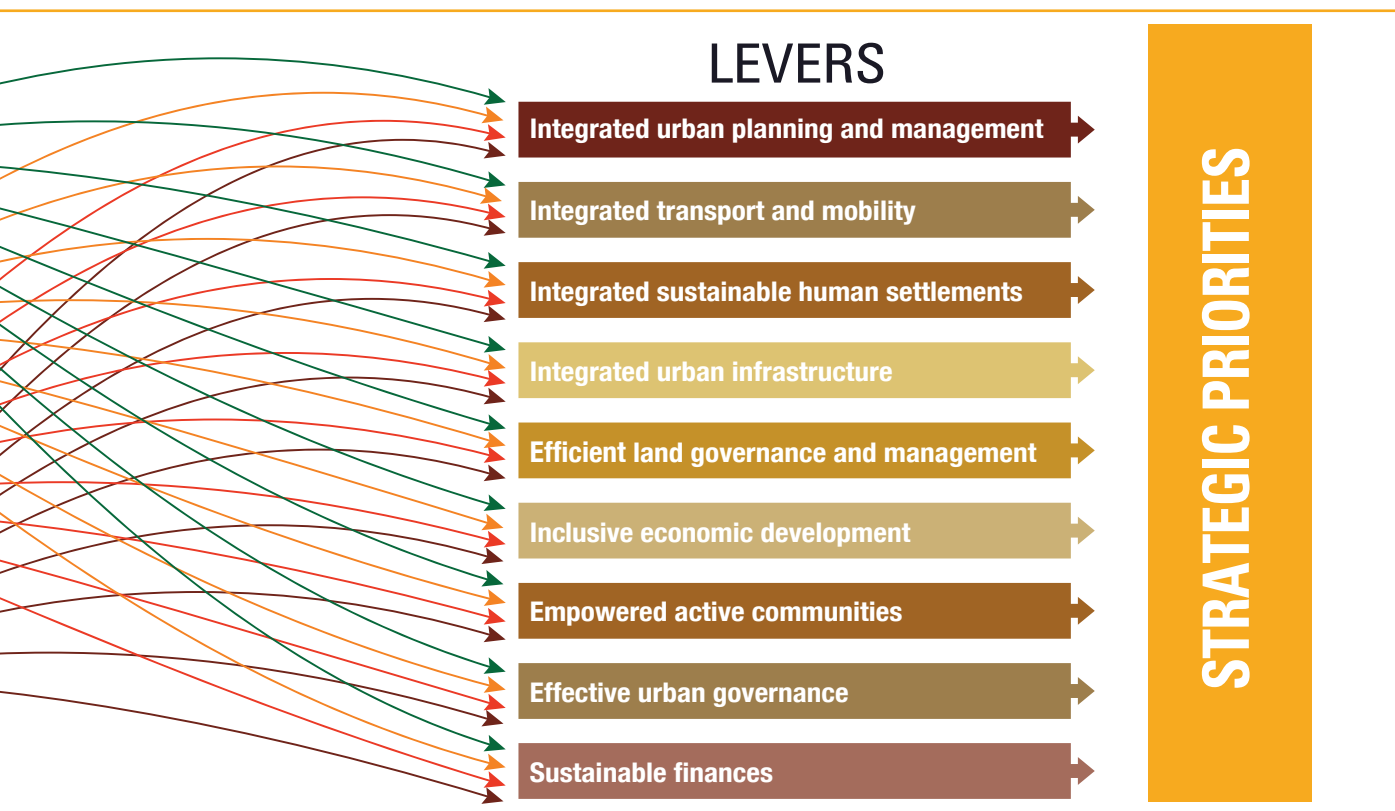


These strategic goals inform the priority objectives of the nine policy levers: integrated urban planning and management, integrated transport and mobility, integrated sustainable human settlements, integrated urban infrastructure, efficient land governance and management, inclusive economic development, empowered active communities, effective urban governance and sustainable finances.

The identification of the policy levers is premised on the understanding that (1) integrated urban planning forms the basis for achieving integrated urban development, which follows a specific sequence of urban policy actions: (2) integrated transport that informs (3) targeted investments into integrated human settlements, underpinned by (4) integrated infrastructure network systems and (5) efficient land governance and management, which all together can trigger (6) economic diversification and inclusion, and (7) empowered communities. All of the above will demand effective (8) governance and (9) sustainable finances to enable and sustain the policy actions. The levers thus seek to address in combination the structural drivers that maintain the status quo.

The IUDF has focused on the importance of having a set of policy guidelines to shape large and small urban areas, so as to improve governance, delivery, development and the economy. Calls for densification and the integration of urban areas have become more urgent, given the inefficiencies in existing patterns of human settlement, transport and the delivery of other basic network services.

The implementation schedule includes programmes and projects to be undertaken in the short term. The plan will be reviewed every three years, not only to monitor progress but also to readjust or reprioritise if necessary. Importantly, the plans must reflect the content and intentions of the MTSF and the inter-ministerial compact agreements.



The proposed implementation plan includes activities and projects that are already in progress, as well as those that need to happen. Of these activities and projects, some may already be monitored and reported on in terms of the various departmental outcomes, while others will require the establishment of additional monitoring and reporting mechanisms.

The lead institution is the champion for each activity, with overall responsibility for coordinating the various stakeholders and ensuring implementation, as outlined in the detailed operational plan.

Given that the IUDF strategy covers all urban areas, the action plans described below will have some relevance for the different contexts, from the small towns to the largest metropolitan areas. While metropolitan areas will need to address most of the action plans in the short term, work should also be undertaken in the medium-sized and smaller urban centres to ensure that they progressively address the key dimensions of the IUDF.

For the short term, the framework identifies a list of priority municipalities and key action plans. Working together with the priority municipalities and the provincial departments responsible for local government, DCOG will finalise the priority areas and action plans for individual municipalities, against which the IUDF implementation will be monitored and evaluated.

The framework further identifies actions that should be undertaken by either national or provincial government in order to strengthen or reform the institutional, policy or regulatory environment in support of the IUDF goals.

Section 4.1 recommends a framework for identifying priority municipalities chosen for immediate intervention of the short-term priorities.

## **4.1** A short-term prioritising framework for municipalities

Various classifications of urbanisation are used in South Africa. As most South African municipalities include some urbanised areas, it is difficult to determine which are (or are not) urban municipalities. Municipalities that are predominantly urban include the eight metropolitan areas and some secondary cities, while other urban places serve their rural hinterlands and are a gathering point for long-distance commutes to larger centres of productive activity.

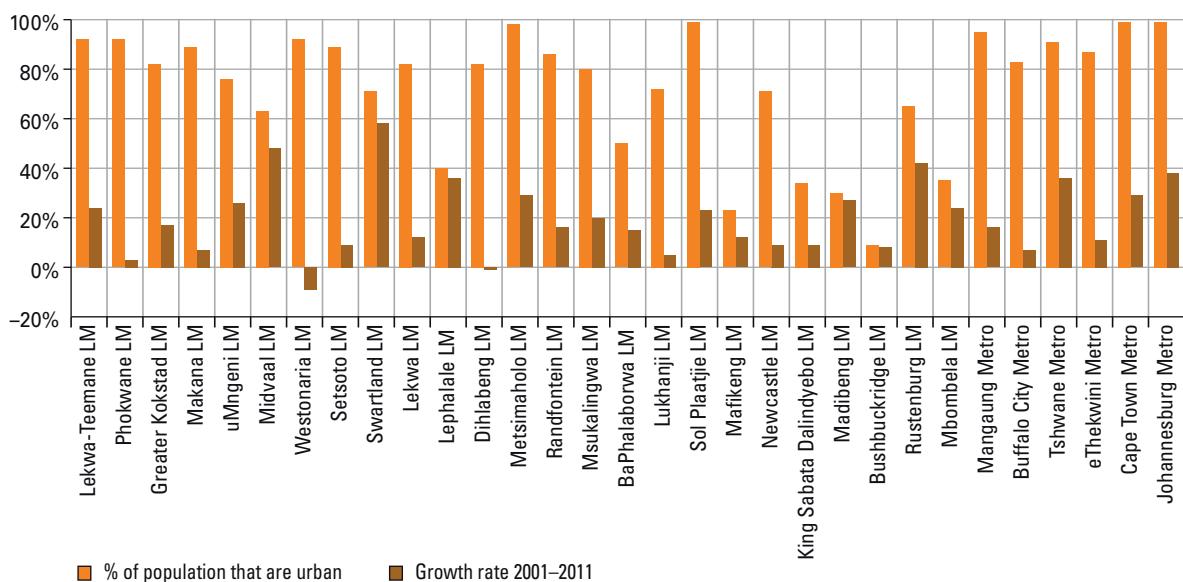
The priority municipalities chosen for immediate intervention include all municipalities with an urban population of at least 45 000 people, as identified by Stats SA, and some fast-growing municipalities, particularly as a result of mining activities. In addition, a process will be undertaken with the provinces to identify other priority municipalities in line with the provincial growth and development strategies. The urban areas of these municipalities range in size: the smallest is Lephalale, with just over 44 000 urban people, while the largest is

Johannesburg, with approximately 4.4 million urban people. The IUDF's short-term priority programme includes **97 municipalities**. The selected 97 municipalities are home to over 75% of the population of South Africa and include both the fastest-growing areas in the country as well as areas that are hardly growing at all.

The table in Annexure 1 gives some basic statistics for these urban areas, including the population size of each urban area and its municipality, the population growth between 2001 and 2011, and the extent of the area with high population densities (over 500 persons per square km<sup>2</sup>).

Figure 4 shows the urban population percentage and population growth rate between 2001 and 2011 for a sample of municipalities.

**FIGURE 4:** Differences in urban population and growth rates in selected municipalities



## 4.2 Spatial scale

Spatial density and scale are possibly the most important factors that influence the delivery of municipal services and are critical for keeping transport and related costs down. Scale and density play a major role in planning and delivery, from the location of municipal offices to ensure equity, to the delivery of public transport systems.

Taken as a whole, most of the 97 municipalities contain high density areas (i.e. over 500 persons per km<sup>2</sup>). Of these municipalities, 92 together account for over two-thirds (or 13 255 square km<sup>2</sup>) of the high density areas in South Africa. Importantly, these areas reflect the urban apartheid spatial patterning, where relatively dense black urban settlements (resulting from forced removals) are still located on the periphery of the formerly white economic centres.

## 4.3 Demographic scale and growth

While the urbanisation process continues to grow unabated, growth patterns across South Africa vary markedly. Some of the major urban centres are growing rapidly, such as Gauteng and Cape Town, with growth rates of over 35% during 2001–2011 (Figure 5).

**FIGURE 5:** Categorisation of municipalities

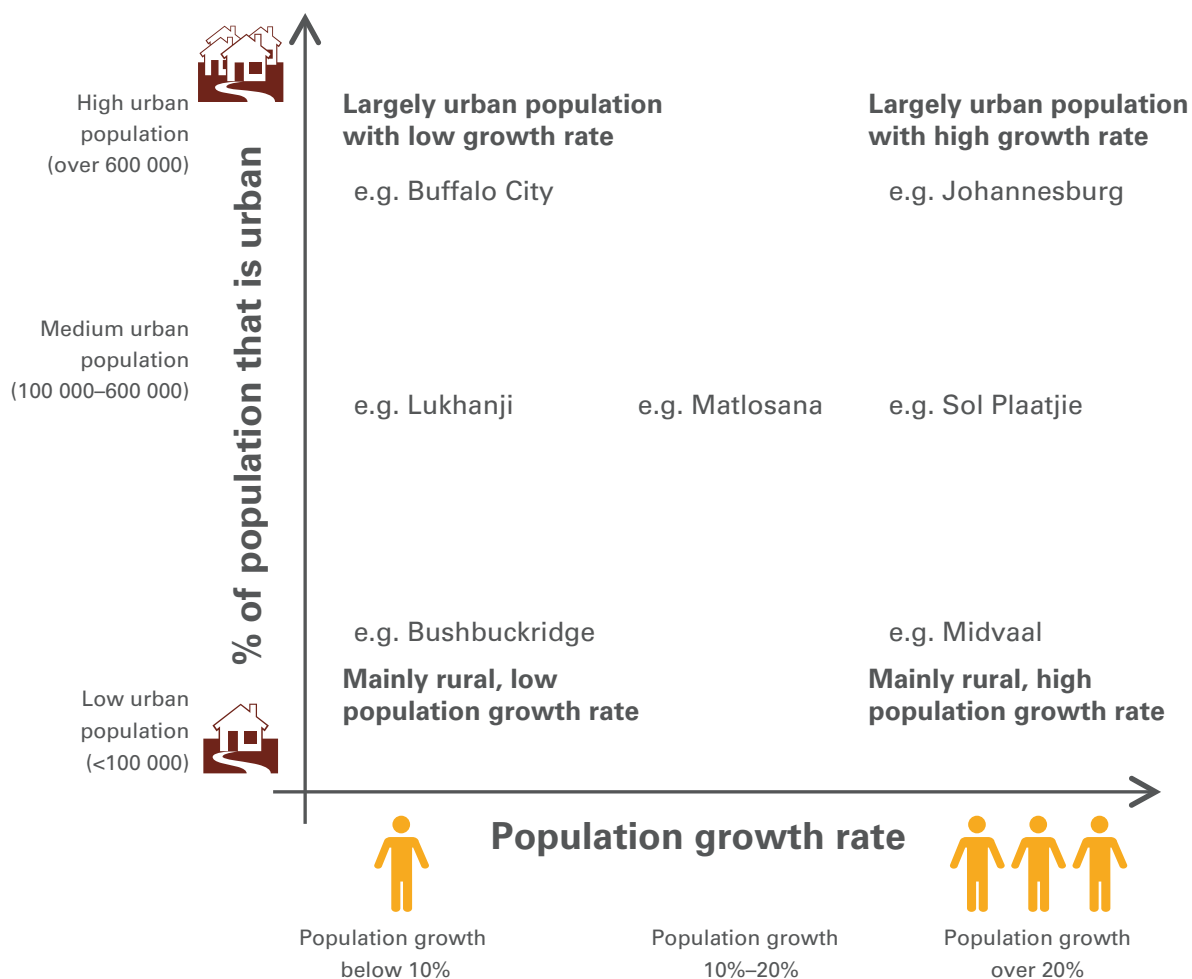


Table 1 gives the different population growth rates for areas with low, medium and high populations.

**TABLE 1:** Population growth rates in South Africa

|   | Population growth below 10%   | Population growth 10–20%   | Population growth over 20%  | Grand total |
|---|---|--|---|-------------|
| High urban population (over 600 000)      | Buffalo City Metro<br>Emfuleni LM   | eThekweni Metro<br>Mangaung Metro<br>Msunduzi LM<br>Nelson Mandela Metro   | City of Cape Town Metro<br>City of Johannesburg Metro<br>City of Tshwane Metro<br>Ekurhuleni Metro  | 10          |
| Medium urban population (100 000–600 000) | Dihlabeng LM<br>Emnambithi LM<br>King Sabata Dalindyebo LM<br>Lukhanji LM<br>Maluti-A-Phofung LM<br>Matjhabeng LM<br>Merafong LM<br>Mogalakwena LM<br>Moghaka LM<br>Newcastle LM<br>Ngwathe LM<br>Setsoto LM<br>Thulamela LM<br>Westonaria LM                           | Breede Valley LM<br>Matlosana LM<br>Msukalingwa LM<br>Randfontein LM<br>uMhlathuze LM  | Drakenstein LM<br>Emalahleni LM<br>George LM<br>Govan Mbeki LM<br>Kwadukuza LM<br>Madibeng LM<br>Mbombela LM<br>Metsimaholo LM<br>Mogale City LM<br>Polokwane LM<br>Rustenburg LM<br>Sol Plaatjie LM<br>Stellenbosh LM<br>Steve Tshwete LM<br>Thembisile LM<br>Tlokwe LM  | 35          |
| Low urban population (<100 000)           | Albert Luthuli LM<br>Bushbuckridge LM<br>Dr JS Moroka LM<br>Greater Tzaneen LM<br>Inxuba Yethemba LM<br>Mafube LM<br>Makana LM<br>Masilonyana LM<br>Mnquma LM<br>Modimolle LM<br>Nala LM<br>Nketoana LM<br>Nkokobe LM<br>Phokwane LM<br>Pixley Ka Seme LM<br>Tswaing LM | Abaqulusi LM<br>BaPhalaborwa LM<br>Ditsobotla LM<br>Elias Motsoaledi LM<br>Greater Kokstad LM<br>Hibiscus Coast LM<br>Langeberg LM<br>Lekwa LM<br>Mafikeng LM<br>Maquassi Hills LM<br>Naledi LM<br>Ndlambe LM<br>Oudtshoorn LM<br>Theewaterskloof LM | //Khara Hais LM<br>Bela-Bela LM<br>Endumeni LM<br>Knysna LM<br>Kouga LM<br>Lekwa-Teemane LM<br>Lephalale LM<br>Lesedi LM<br>Mamusa LM<br>Midvaal LM<br>Mkhondo LM<br>Mossel Bay LM<br>Overstrand LM<br>Saldhana Bay LM<br>Swartland LM<br>Thaba Chweu LM<br>Thabazimbi LM<br>Umjindi LM<br>uMngeni LM<br>Umtshezi LM<br>Victor Khanye LM<br>Witzenberg LM | 52          |
| <b>Grand total</b>                        | <b>32</b>   | <b>23</b>  | <b>42</b>   | <b>97</b>   |

Table 1 indicates clearly an important variable (population) that will define the priority actions taken across the urban municipalities. Key dimensions will include:

- Existing urban population size, including its differentiation (e.g. migrant-sending or migrant-receiving), which will provide a sense of the required scale of intervention;
- Growth rate of urban population, as higher rates of growth will require more resources;
- Spatial form of existing density patterns and spatial plans to create cities that are more efficient. The area and location of high density areas provide a good indication of how the apartheid spatial patterns will be addressed, through different models of spatial reorganisation and planning; and
- Financial, human and technical capabilities and resources for addressing the urban challenges.

In consultation with provinces and affected municipalities, work will be undertaken to better understand to what degree the above dimensions are opportunities or threats, including which of the priority actions will be implemented in each area. The funding regime must consider these overall growth patterns and their implications on infrastructure, and ensure that addressing the growth needs does not perpetuate inefficient spatial patterns, such as those seen when mega-housing projects are located on the outskirts of urban areas rather than used to 're-stitch' them. For new urban areas, such as Lephalale (in Limpopo), investing in comprehensive, collaborative planning is a key lever for creating sustainable compact and connected cities of the 21st century. In all of this, the urban-urban and urban-rural interdependencies will be considered.

As it is unlikely that most of the 97 municipalities will have the requisite capabilities and funding to implement all of the short-term action plans, a diagnostic analysis will look at the size, growth, spatial form, capabilities and resources of each municipality. The analysis will then classify the municipalities, identifying how national and provincial interventions can best assist them in progressively achieving the IUDF goals.

## 4.4 Economic context

The economic base of the municipalities varies enormously. For example, assessed personal tax in Johannesburg is more than R210-billion per annum, compared to R424-million in Maquassi Hills. Inequalities are also great, as measured by the Gini coefficient, and not restricted to only the very wealthy areas. For example, Mogale City, Msunduzi, Polokwane and uMhlathuze all have higher Gini coefficients (meaning higher inequality) than expected based on their overall economic and tax base. This finding suggests that the ability to create greater sustainability and less inequality will vary markedly across (and within) urban areas.

Poverty and unemployment, which vary across the municipalities, must also be addressed. For instance, only 8% of the population in Witzenberg (Western Cape) is unemployed, compared to 52% in Bushbuckridge (Mpumalanga). The proportion of households with 'high income' (i.e. greater than R6 437 per month) varies considerably, from 40% in Tshwane and Cape Town, to

just 9% in Bushbuckridge. Municipalities need a financial and economic model that promotes sustainability and addresses the poor and indigent. Furthermore, given the variances across municipalities, solutions will need to be packaged to suit local contexts.

## 4.5 Service delivery and backlogs

The quality, reliability and quantity of basic network services – water, sanitation, energy, public transport, solid waste removal and roads – across these urban areas vary considerably. This indicates the need to review the financing for infrastructure in these areas. All 97 municipalities have significant service delivery backlogs, which represent a challenge but also an opportunity, as new urban settlements can be used to increase densification and be placed on existing public transport routes.

During the implementation of the IUDF, care must be taken to ensure that, in addition to improving urban efficiencies, the differences between (and within) these urban municipalities are recognised and understood.



# SECTION 05

## SHORT-TERM PRIORITIES (2016–2019)

The overall outcome of the IUDF is spatial transformation. However, spatial transformation cannot be achieved overnight but is a process that requires consistent interventions until the desired goal is reached. As the MTSF 2014–2019 states, ‘there are no quick fixes for spatial transformation but careful consideration of how and where we build infrastructure could change the trajectories of spatial development, and deliver considerable gains for ordinary citizens and the national economy’.

The identified strategies and action plans fall into two broad groups:

- i. Establishing the legislative, policy and planning environments for the IUDF. A national committee needs to drive the identified objectives and actions, and report regularly into the relevant national structure(s) on progress made.
- ii. Implementing objectives and actions at a municipal level, according to a differentiated framework.

In the short term, interventions must both support the identified MTSF priorities (and related delivery outcomes) and pave a way for future priorities. Within the major urban areas, the focus on short-term spatial transformation prioritises:

- Accommodating urban growth in ways that improve efficiencies, such as through increased densification;
- Linking high density and economic areas through integrated rapid transport networks, improving public transport nodes and consolidating economic infrastructure along these nodes and corridors; and
- Regenerating the inner city and other potential economic nodes, in particular providing infrastructure in fast-growing small urban places such as mining towns.

## 5.1 MTSF priority: Addressing spatial imbalances in economic opportunities

The MTSF stresses the need to address the inefficient structure of urban and metropolitan areas, which are characterised by fragmented residential settlement patterns, underdeveloped business areas in townships and long travel times between home and work. Addressing the spatial imbalances and maximising the potential of urban areas requires aligning and integrating investments in the following primary drivers of urban development:

- Transportation (public modes and roads);
- Human settlements;
- Infrastructure networks (social, economic and environmental); and
- Various land-use regulations and effective governance underpinning the above

The following key actions are identified:

### 5.1.1 IUDF priority: Creating a responsive institutional, policy and regulatory environment

Integrated urban development can only be achieved if the policy and regulatory environment supports the urban vision as outlined in the IUDF. This priority is aligned to the MTSF's proposal (p. 24):

Government needs not only to better coordinate collaborative investment by businesses and provincial and local government into key infrastructure projects, but to shape its institutional, policy and regulatory environment in order to enable investment, realise the desired efficiencies, improve infrastructure delivery, and contribute to economic growth and employment creation.

Therefore, the proposed interventions/projects are aimed at creating an institutional and regulatory environment that will promote collaborative planning and integrated delivery in support of the policy levers identified in the IUDF, especially integrated urban planning, integrated transport and mobility, integrated and sustainable human settlements and effective governance.

| REF # | OBJECTIVE   | KEY ACTIONS  | KEY INSTITUTIONS   | TIMEFRAME (2016–2019) |    |    |
|-------|---|--|--|-----------------------|----|----|
|       |   |  |  | Y1                    | Y2 | Y3 |
| 1.    | Ensure coherence of sectoral policy, plans and programme across all levels of government, informed by a shared national spatial vision. | Finalise institutional arrangements in respect of a key Ministry responsible for coordinating government-wide strategic spatial planning and sectoral alignment. | DPME (lead)<br>Department of Rural Development and Land Reform (DRDLR)<br>Department of Cooperative Governance and Traditional Affairs (COGTA) | •                     | •  | •  |

| REF # | OBJECTIVE   | KEY ACTIONS  | KEY INSTITUTIONS  | TIMEFRAME (2016–2019) |    |    |
|-------|---|--|---|-----------------------|----|----|
|       |   |  |   | Y1                    | Y2 | Y3 |
| 2.    |   | Finalise a National Spatial Development Framework (NSDF).  | DPME(lead)<br>DRDLR<br>COGTA  | •                     | •  | •  |
| 3.    | Improve alignment of plans and budgets to create sustainable human settlements. | Review and strengthen current planning frameworks to focus on developmental outcomes.  | DPME(lead)<br>COGTA<br>DRDLR<br>National Treasury   |                       | •  | •  |
| 4.    |   | Amend the Intergovernmental Relations Framework Act (IGRFA).   | COGTA (lead)<br>DPME<br>National Treasury   |                       | •  |    |
|       |   | Develop implementation protocols and spatial contracts for priority areas especially in metros, intermediary cities and fast-growing towns, within the adopted long-term development plans and infrastructure plans. | COGTA (lead)<br>Department of Human Settlements (DHS)<br>DPME<br>Municipalities<br>Transport<br>Department of Trade and Industry (DTI)<br>Department of Water Affairs (DWA)<br>Department of Energy (DOE)<br>SOEs | •                     | •  | •  |

### 5.1.2 IUDF priority: Strengthen intergovernmental planning, budgeting and implementation

Government is already implementing various strategic programmes and projects that shape the urban space. However, the various interventions need to be better aligned and strengthened in order to create the desired urban futures, as outlined in the NDP. The MTSF clearly outlines the broad parameters of the urban agenda, whereby the government's focus is on integrated and better located residential development, investment in public transport networks, support for economic development and job creation, and stronger collaboration between municipalities, local business chambers and civil society stakeholders. Various IUDF policy levers inform this priority: integrated transport and mobility, integrated sustainable human settlements, integrated urban infrastructure and sustainable financing.

The short-term priority is to build on and strengthen existing plans and programmes, such as the SIPs, municipal built environment performance plans, urban networks, transformation plans for the fast-growing mining towns and others. However, these programmes need to be further analysed to assess the degree to which they assist in creating compact and connected cities and towns.

| REF # | OBJECTIVE   | KEY ACTIONS  | KEY INSTITUTIONS  | TIMEFRAME (2016–2019) |    |    |
|-------|---|--|---|-----------------------|----|----|
|       |   |  |   | Y1                    | Y2 | Y3 |
| 5.    | Catalyse development spin-offs emanating from the strategic capital investments (projects). | Develop and implement consolidated local area plans for each of the catalytic projects, including the SIPs.  | Affected municipalities (supported by provinces and responsible sector department)<br>Economic Development Department (EDD) | •                     | •  | •  |
| 6.    |   | Strengthen alignment between various SIPs, especially those in urban spaces and their related infrastructure.  | EDD (lead)<br>SIP coordinators<br>COGTA<br>Municipalities   | •                     | •  |    |
| 7.    |   | Align capital investments and plans in respect of priority economic zones (identified as per the IDZs, IPAP, etc.). Provinces to work with municipalities to ensure alignment of national, provincial and local investments. | Municipalities (lead)<br>COGTA<br>Provinces<br>Private sector<br>EDD<br>DTI   | •                     | •  | •  |
| 8.    | Promote coherent and sustainable urban development.   | Develop institutional model(s)/mechanisms to facilitate regional development.  | COGTA (lead)<br>DPME<br>Offices of the Premier<br>Municipalities  |                       | •  | •  |
| 9.    |   | Improve/develop long-term development plans and infrastructure plans for the intermediate cities and fast-growing mining towns and regions.  | Municipalities (lead)<br>Provinces<br>COGTA   | •                     | •  | •  |

### 5.1.3 IUDF priority: Strengthen rural-urban linkages

A cross-cutting issue identified by the IUDF is the strengthening of rural-urban linkages, which various policy levers (mainly urban planning, urban infrastructure and transport and mobility) should address. Two immediate urban priorities exist in the smaller centres: (i) improving the productive and distributive capacities of the centres; and (ii) improving their nodal public transport capacities in order to better serve their rural hinterlands and the larger urban centres. The following actions are identified in the short-term in support of this priority.

| REF # | OBJECTIVE                                       | KEY ACTIONS  | KEY INSTITUTIONS   | TIMEFRAME (2016–2019) |    |    |
|-------|---|--|--|-----------------------|----|----|
|       |   |  |  | Y1                    | Y2 | Y3 |
| 10.   | Create vibrant and sustainable rural economies. | Identify and package development programmes for prioritised medium and small towns within adopted SDFs and local economic development plans.                               | Offices of the Premier (lead)<br>Provincial COGTA<br>Municipalities DRDLR<br>EDD<br>Department of Small Business Development (DSBD)<br>DTI | •                     | •  | •  |
| 11.   |   | Improve infrastructure and services of strategic facilities, e.g. in community and service centres, as part of the revitalisation of small towns and government precincts. | Department of Public Works (DPW) (lead)<br>Municipalities<br>Relevant national & provincial departments<br>SOEs                            | •                     | •  | •  |

#### 5.1.4 IUDF priority: Controlling urban sprawl

Sprawl is inefficient and costly in several ways. (i) It costs municipalities more to provide and maintain services. (ii) Households have to pay more to access goods and services, which badly affects poor households (iii) because people have to travel long distances to access work and other opportunities. (iv) It contributes to the high levels of pollution because of the number of vehicles with high carbon emissions on the roads. To address this challenge, the IUDF proposes a growth model based on the principles of compact and connected towns and cities. The relationship between the various policy levers is aimed at ensuring the reversal of the inefficient and costly sprawl that characterises South Africa's towns and cities. While it will take time to redress the undesirable spatial patterns, mechanisms to control sprawl need to be implemented urgently.

| REF # | OBJECTIVE  | KEY ACTIONS  | KEY INSTITUTIONS   | TIMEFRAME (2016–2019) |    |    |
|-------|--|--|--|-----------------------|----|----|
|       |  |  |  | Y1                    | Y2 | Y3 |
| 12.   | Reduce travelling distances and create towns and cities that are more compact and efficient. | Fast-track the implementation of SPLUMA through: <ul style="list-style-type: none"> <li>Enforcing the urban development boundaries/urban edges/development lines;</li> <li>Locating all new investments within prioritised nodes or identified strategic areas, as per municipal plans; and</li> <li>Ensuring that land use schemes encourage mixed land use development and higher densities, etc.</li> </ul> | Municipalities (lead)<br>Private sector<br>All departments | •                     | •  |    |

| REF # | OBJECTIVE   | KEY ACTIONS   | KEY INSTITUTIONS   | TIMEFRAME (2016–2019) |    |    |
|-------|---|---|--|-----------------------|----|----|
|       |   |   |  | Y1                    | Y2 | Y3 |
| 13.   | Ensure availability of strategically owned land for restructuring urban spaces. | Develop implementation protocols and streamlined processes to govern release of all strategic land by government (including municipalities) and state owned entities. | DPW (lead)<br>DRDLR<br>COGTA<br>DHS<br>SOEs<br>Municipalities<br>National Treasury | •                     | •  |    |

## 5.2 MTSF priority: Sustainable human settlements and improved household quality of life

Chapter 8 of the NDP calls for a response to spatial patterns across all geographical scales that exacerbate social inequality and economic efficiency. The IUDF policy lever on integrated sustainable human settlements identifies several priorities for ensuring that this outcome is achieved. The following are identified as short-term priorities.

### 5.2.1 IUDF priority: Accelerate the upgrading of informal settlements

The majority of informal settlements are located in areas that promote access but, in some cases, are in environmentally sensitive areas. Therefore, upgrading settlements not only helps in dealing with various risks and vulnerabilities, but also offers an opportunity for improving the quality of life of the households. Government's existing programme to upgrade informal settlements needs to be accelerated, through better coordination and support from various stakeholders. The following interventions are proposed to strengthen and support the current interventions.

| REF # | OBJECTIVE                                      | KEY ACTIONS  | KEY INSTITUTIONS                             | TIMEFRAME (2016–2019) |    |    |
|-------|--|--|--|-----------------------|----|----|
|       |  |  |  | Y1                    | Y2 | Y3 |
| 14.   | Reduce urban risk and improve quality of life. | Identify priority informal settlements in targeted municipalities, package development interventions, and facilitate social compacts for the upgrading of the priority informal settlements. | Municipalities (lead)<br>DHS<br>DWA<br>COGTA | •                     | •  | •  |

## 5.2.2 IUDF priority: Create liveable and safe human settlements

Increasingly, people are reacting not only to the lack of decent housing, but also to the lack of improvement in the quality of their lives, despite the massive built environment investments being made.

| REF # | OBJECTIVE   | KEY ACTIONS  | KEY INSTITUTIONS  | TIMEFRAME (2016–2019) |    |    |
|-------|---|--|---|-----------------------|----|----|
|       |   |  |   | Y1                    | Y2 | Y3 |
| 15.   | Create safe and liveable urban spaces.  | Develop and implement norms and standards for municipal (solid waste management, electricity, road maintenance, and response to service delivery interruptions), health and safety services and public spaces in all residential developments. | Municipalities (lead)<br>DHS<br>DWA<br>DOE<br>Department of Health (DOH)<br>DOT<br>Department of Arts and Culture (DAC)<br>DSR (Department of Sports and Recreation)<br>Civilian Secretariat for Police (CSP) | •                     | •  |    |
| 16.   |   | Strengthen capacity to enforce planning, health, safety and other land-use regulations and bylaws.   | Municipalities  | •                     | •  | •  |
| 17.   | Improve access of the urban poor to areas of economic and social opportunities. | Develop and implement inner-city revitalisation programmes, including a special fund to support inner-city regeneration and urban renewal in the prioritised urban areas.  | Municipalities (lead)<br>COGTA<br>National Treasury<br>DHS  | •                     | •  | •  |

## 5.3 MTSF priority: Job creation and inclusive growth

Many South African are unemployed and live in poverty. Economic transformation and diversification, and inclusive economic growth are some of government's priorities. The MTSF outcome 4 ('Decent employment through inclusive growth') intends creating a stable and supportive environment for growth and investment, while, at the same time, addressing the many economic and social structural challenges.

Economic activities take place within a municipality, and so cities and towns have a responsibility to create an environment that supports economic activities within the scope of their powers and functions. The intention, however, is not to undermine the role of other spheres of government in economic development. The following interventions are proposed in the short-term.

### 5.3.1 IUDF priority: Create a conducive environment for business to flourish

| REF # | OBJECTIVE  | KEY ACTIONS  | KEY INSTITUTIONS                           | TIMEFRAME (2016–2019) |    |    |
|-------|--|--|--|-----------------------|----|----|
|       |  |  |  | Y1                    | Y2 | Y3 |
| 18.   | Reduce the cost of doing business.                             | Develop and implement norms and standards for efficient processing of business applications, including provision of services and infrastructure to businesses. | Municipalities<br>DTI<br>DSBD<br>Provinces | •                     | •  | •  |
| 19.   | Create an enabling environment for small businesses to thrive. | Ensure provision of enabling infrastructure and provide support services for small, micro and informal businesses.   | Municipalities (lead)<br>DSBD<br>Provinces | •                     | •  |    |
| 20.   | Strengthen partnerships with the business sector.              | Improve dialogue and communication with the business sector, and promote partnership programmes.   | Municipalities (lead)<br>COGTA<br>DTI      | •                     | •  | •  |

### 5.3.2 IUDF priority: Job creation

| REF # | OBJECTIVE  | KEY ACTIONS   | KEY INSTITUTIONS  | TIMEFRAME (2016–2019) |    |    |
|-------|--|---|---|-----------------------|----|----|
|       |  |   |   | Y1                    | Y2 | Y3 |
| 21.   | Unlock the economic potential of local areas with municipal interventions that stimulate local economies, focusing specifically on capacitating youth with skills and opportunities. | Invest in economic infrastructure, capacitate economic development units with the right skills and ensure that programmes such as the EPWP and CWP are directly linked to improving the economic potential of areas.                      | Municipalities (lead)<br>Provinces<br>COGTA<br>DPME<br>Private sector   | •                     | •  | •  |
| 22.   |  | Implement support programmes targeting community-based enterprises and other urban livelihood initiatives (such as panel beaters, mechanics, hairdressers, cell phone repairers, artists, recyclers, waste pickers, street traders, etc.) | Municipalities (lead)<br>DSBD<br>EDD<br>Private sector<br>Civil society | •                     | •  | •  |



## 5.4 MTSF priority: Responsive and accountable local government

The vision in the NDP chapter on the capable and developmental state is, by 2030, to have a developmental state that is accountable, focused on citizen's priorities, and capable of delivering high-quality services consistently and sustainably through cooperative governance and participatory democracy. In line with this vision, the 2014–2019 MTSF focuses on ensuring sustainable and reliable access to basic services, improving leadership, managing intergovernmental systems and strengthening capacity for deliberative public participation through improved consultation, communication and feedback mechanisms. The IUDF policy lever on empowered, active communities provides several priorities that empower and enable communities to participate in urban life and help transform the quality of urban life. The following key actions are identified for implementation in the short-term.

### 5.4.1 IUDF priority: Strengthen platforms for public participation and communication with all stakeholders.

| REF # | OBJECTIVE                                      | KEY ACTIONS   | KEY INSTITUTIONS   | TIMEFRAME (2016–2019) |    |    |
|-------|--|---|--|-----------------------|----|----|
|       |  |   |  | Y1                    | Y2 | Y3 |
| 23.   | Build public trust and improve accountability. | Conduct customer satisfaction surveys.  | Municipalities   | •                     | •  | •  |
| 24.   |  | Develop and implement public engagement and communication strategies to augment the ward committee system, including improving the use of technology to communicate with communities, residents and other stakeholders. | Municipalities (lead)<br>Government Communication and Information System (GCIS)<br>State Information Technology Agency (SITA)<br>COGTA | •                     | •  |    |
| 25.   |  | Develop customer complaint mechanisms.  | Municipalities   | •                     |    |    |
| 26.   |  | Involve communities in neighbourhood planning, implementation and monitoring of projects.   | Municipalities   | •                     |    |    |
| 27.   |  | Strengthen partnerships with other non-governmental institutions through the National Urban Forum and other mechanisms.   | Municipalities<br>DHS<br>COGTA   | •                     | •  | •  |

## SECTION

## 06

**CONCLUSION**

The IUDF has identified a number of challenges experienced by South Africa's cities and towns. Informed by the NDP and sustainable development goals, these challenges are translated into potential solutions through the projects identified in the implementation framework. The overall goal of the IUDF – spatial transformation – has given direction to the priorities identified and has informed the growth model of compact, connected and coordinated cities. The IUDF strategic goals of spatial integration, inclusion and access, growth and effective governance encompass this model, which will guide the future growth of our cities and towns.

However, reaping the urban dividend will require, above all, a commitment from all role-players to collaborate, as well as strong intergovernmental coordination among the various role-players that influence city form and space. Therefore, the implementation plan includes the institutional reforms that need to be put in place in order to achieve inclusive urban growth and spatial transformation, and to reverse undesirable apartheid settlement patterns. Some of the key measures include developing long-term plans and strategically aligning sectoral plans and budgets with local plans, to ensure coordinated planning, budgeting and implementation. As plans are implemented at a local level, the implementation plan has sought to determine and highlight the critical role of cities in urban planning and management for spatially transformative urban growth.

# SECTION 07

## ANNEXURE 1: BASIC STATISTICS OF URBAN AREAS

| Municipality            | Population 2011 | Urban population | Growth 2001–2011 (%) | > 500 pp/km <sup>2</sup> (km) |
|-------------------------|-----------------|------------------|----------------------|-------------------------------|
| Johannesburg Metro      | 4 434 827       | 4 391 813        | 37.5                 | 912                           |
| City of Cape Town Metro | 3 740 026       | 3 705 474        | 29.3                 | 751                           |
| Ekurhuleni Metro        | 3 178 470       | 3 133 488        | 28.1                 | 756                           |
| eThekweni Metro         | 3 442 361       | 2 980 762        | 11.4                 | 1041                          |
| City of Tshwane Metro   | 2 921 488       | 2 670 650        | 36.4                 | 956                           |
| Nelson Mandela Metro    | 1 152 115       | 1 123 878        | 14.5                 | 300                           |
| Mangaung Metro          | 747 431         | 710 473          | 15.8                 | 232                           |
| Emfuleni LM             | 721 663         | 701 441          | 9.7                  | 182                           |
| Buffalo City Metro      | 755 200         | 623 227          | 7.1                  | 345                           |
| Msunduzi LM             | 618 536         | 466 282          | 11.9                 | 326                           |
| Matjhabeng LM           | 406 461         | 397 313          | -0.4                 | 138                           |
| Emalahleni LM           | 395 466         | 376 486          | 43.1                 | 175                           |
| Matlosana LM            | 398 676         | 373 271          | 11                   | 132                           |
| Rustenburg LM           | 549 575         | 356 836          | 42                   | 239                           |
| Mogale City LM          | 362 422         | 322 075          | 22.6                 | 105                           |
| Govan Mbeki LM          | 294 538         | 283 362          | 32.8                 | 78                            |
| Polokwane LM            | 628 999         | 263 120          | 23.8                 | 408                           |
| Newcastle LM            | 363 236         | 258 893          | 9.1                  | 129                           |
| Sol Plaatjie LM         | 248 041         | 245 365          | 22.6                 | 60                            |
| Drakenstein LM          | 251 262         | 210 780          | 29.2                 | 49                            |
| Steve Tshwete LM        | 229 831         | 209 602          | 61                   | 72                            |
| Mbombela LM             | 588 794         | 207 900          | 23.5                 | 309                           |
| Kwadukuza LM            | 231 187         | 190 265          | 37.8                 | 101                           |
| Merafong LM             | 197 520         | 189 284          | -6.2                 | 65                            |
| Thembisile LM           | 310 458         | 182 469          | 21                   | 148                           |

| Municipality              | Population 2011 | Urban population | Growth 2001–2011 (%) | > 500 pp/km <sup>2</sup> (km) |
|---------------------------|-----------------|------------------|----------------------|-------------------------------|
| George LM                 | 193 672         | 169 521          | 29.6                 | 45                            |
| King Sabata Dalindyebo LM | 451 710         | 153 809          | 8.5                  | 188                           |
| Metsimaholo LM            | 149 108         | 145 955          | 28.6                 | 55                            |
| uMhlathuze LM             | 334 459         | 142 762          | 15.7                 | 176                           |
| Tlokwe LM                 | 162 762         | 142 533          | 26.8                 | 44                            |
| Moqhaka LM                | 160 532         | 142 524          | -4.4                 | 35                            |
| Madibeng LM               | 477 381         | 141 789          | 37.3                 | 199                           |
| Lukhanji LM               | 190 723         | 137 911          | 4.9                  | 116                           |
| Maluti-A-Phofung LM       | 335 784         | 131 358          | -6.9                 | 169                           |
| Randfontein LM            | 149 286         | 128 081          | 15.9                 | 30                            |
| Emnambithi LM             | 237 437         | 126 156          | 5.3                  | 81                            |
| Breede Valley LM          | 166 825         | 120 750          | 14                   | 29                            |
| Msukalingwa LM            | 149 377         | 119 907          | 19.7                 | 46                            |
| Stellenbosh LM            | 155 733         | 119 256          | 31.2                 | 32                            |
| Thulamela LM              | 618 462         | 115 350          | 6.4                  | 541                           |
| Ngwathe LM                | 120 520         | 110 293          | 1.4                  | 38                            |
| Mogalakwena LM            | 307 682         | 108 579          | 3.1                  | 219                           |
| Dihlabeng LM              | 128 704         | 105 851          | -0.5                 | 29                            |
| Westonaria LM             | 111 767         | 102 641          | 1.8                  | 29                            |
| Setsotho LM               | 112 597         | 100 078          | -8.6                 | 18                            |
| Saldhana Bay LM           | 99 193          | 95 608           | 41.2                 | 53                            |
| Lekwa LM                  | 115 662         | 95 072           | 12                   | 46                            |
| //Khara Hais LM           | 93 494          | 88 868           | 20                   | 34                            |
| Ditsobotla LM             | 168 902         | 88 618           | 14.4                 | 71                            |
| Hibiscus Coast LM         | 256 135         | 87 096           | 17.6                 | 191                           |
| Mossel Bay LM             | 89 430          | 85 195           | 25.1                 | 27                            |
| Kouga LM                  | 98 558          | 83 807           | 38.1                 | 35                            |
| Lesedi LM                 | 99 520          | 83 122           | 38.5                 | 27                            |
| Abaqulusi LM              | 211 060         | 82 598           | 10.5                 | 115                           |
| Swartland LM              | 113 762         | 81 076           | 57.8                 | 30                            |
| Dr JS Moroka LM           | 249 705         | 80 264           | 2.6                  | 167                           |
| Oudtshoorn LM             | 95 933          | 77 589           | 13.3                 | 42                            |
| Albert Luthuli LM         | 186 010         | 76 088           | -0.9                 | 108                           |
| Overstrand LM             | 80 432          | 75 360           | 46.2                 | 33                            |
| BaPhalaborwa LM           | 150 637         | 75 105           | 14.5                 | 78                            |

| Municipality        | Population 2011 | Urban population | Growth 2001–2011 (%) | > 500 pp/km <sup>2</sup> (km) |
|---------------------|-----------------|------------------|----------------------|-------------------------------|
| Theewaterskloof LM  | 108 790         | 74 591           | 16.6                 | 30                            |
| Mkhondo LM          | 171 982         | 73 717           | 20.2                 | 45                            |
| Nala LM             | 81 220          | 72 991           | -17.3                | 16                            |
| Makana LM           | 80 390          | 71 928           | 6.8                  | 14                            |
| uMngeni LM          | 92 710          | 70 654           | 25.5                 | 36                            |
| Thabazimbi LM       | 85 234          | 69 506           | 30.1                 | 21                            |
| Langeberg LM        | 97 724          | 68 188           | 19.6                 | 6                             |
| Mafikeng LM         | 291 527         | 67 365           | 12.4                 | 148                           |
| Thaba Chweu LM      | 98 387          | 65 356           | 20.5                 | 43                            |
| Knysna LM           | 68 659          | 64 242           | 31.9                 | 20                            |
| Maquassi Hills LM   | 77 794          | 62 963           | 12.7                 | 16                            |
| Witzenberg LM       | 115 946         | 62 663           | 30.1                 | 23                            |
| Pixley Ka Seme LM   | 83 235          | 60 203           | 3.1                  | 37                            |
| Midvaal LM          | 95 301          | 60 151           | 48.3                 | 43                            |
| Modimolle LM        | 68 513          | 59 380           | -0.7                 | 9                             |
| Masilonyana LM      | 63 334          | 58 934           | -1.7                 | 13                            |
| Phokwane LM         | 63 000          | 57 783           | 2.7                  | 18                            |
| Inxuba Yethemba LM  | 65 560          | 55 212           | 8.6                  | 12                            |
| Victor Khanye LM    | 75 452          | 54 828           | 33.9                 | 15                            |
| Ndlambe LM          | 61 176          | 54 372           | 11.8                 | 23                            |
| Greater Kokstad LM  | 65 981          | 54 008           | 16.7                 | 7                             |
| Endumeni LM         | 64 862          | 53 699           | 26.9                 | 5                             |
| Mafube LM           | 57 876          | 52 816           | 2.2                  | 22                            |
| Mamusa LM           | 60 355          | 52 099           | 24.8                 | 14                            |
| Nkokobe LM          | 127 115         | 52 077           | -2.1                 | 88                            |
| Mnquma LM           | 252 390         | 51 516           | -11                  | 83                            |
| Naledi LM           | 66 781          | 51 507           | 18.7                 | 16                            |
| Umjindi LM          | 69 577          | 50 902           | 29.5                 | 12                            |
| Umtshezi LM         | 83 153          | 49 262           | 38.4                 | 28                            |
| Nketoana LM         | 60 324          | 49 010           | -2.6                 | 10                            |
| LekwaTeemane LM     | 53 248          | 48 924           | 23.9                 | 8                             |
| Greater Tzaneen LM  | 390 095         | 48 662           | 3.9                  | 296                           |
| Elias Motsoaledi LM | 249 363         | 47 866           | 12.5                 | 191                           |
| Bela-Bela LM        | 66 500          | 47 548           | 27.6                 | 22                            |
| Tswaing LM          | 124 218         | 47 349           | 8.8                  | 40                            |
| Bushbuckridge LM    | 541 248         | 46 534           | 8.2                  | 515                           |
| Lephalale LM        | 115 767         | 46 229           | 35.8                 | 55                            |

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## Cooperative Governance

Department:  
Cooperative Governance and Traditional Affairs  
**REPUBLIC OF SOUTH AFRICA**