

Introduction

A spatial development framework (SDF) seeks to arrange development activities, land uses and the built form in such a manner that they can accommodate the ideas and desires of people without compromising the natural environment and how services are delivered. If not done properly, the system will be very costly, inefficient and can even collapse. A fine balance must be maintained at all times: too much emphasis on one element can harm the system; if development happens too quickly, infrastructure provision cannot keep up.

Many issues will need ongoing discussion and debate: integration with provincial development strategies, linking urban and rural development, functional integration of settlements often located far apart, infrastructure provision, social justice, poverty, etc. All of these are complex and all are connected. The key is optimising development and access to development opportunities for all people.

A SDF integrates various sector plans. The emphasis is on developing an inter-disciplinary approach, to bring different sectoral knowledge to bear on a shared objective. Spatial development frameworks are not comprehensive development blueprints. They must however be proactive and clearly define the desirable directions and outcomes of future growth.

The central question that all urban and regional planners and city managers grapple with is how to ensure the development of sustainable cities, towns and rural areas in a climate where the immediate needs of poverty and lack of basic services overshadow the development agenda. This is the fundamental role that the Mogale City Municipal Spatial Development Framework should play in Mogale City's municipal area, namely ensuring the development of a

sustainable urban and rural environment while at the same time creating an enabling environment for the implementation of the developmental agenda of national government.

1. Legislative requirements for the formulation of Spatial Development Frameworks

In terms of Chapter 5 of the Municipal Systems Act, 2000 (Act 32 of 2000), each municipal council “must adopt a single, inclusive and strategic plan for the development of the municipality”, which is known as the municipality's Integrated Development Plan. In terms of the Act, the municipality's Integrated Development Plan in turn “must reflect ... a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality”.

Chapter 2 of the Local Government: Municipal Planning and Performance Management Regulations, 2001 provides directives for the detail and content of integrated development plans and spatial development frameworks. In terms of section 2(4), a spatial development framework reflected in a municipality's integrated development plan must –

- give effect to the principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act No. 67 of 1995);



- set out objectives that reflect the desired spatial form of the municipality;
- contain strategies and policies regarding the manner in which to achieve the objectives referred to in paragraph (b), which strategies and policies must-
 - indicate desired patterns of land use within the municipality;
 - address the spatial reconstruction of the municipality; and
 - provide strategic guidance in respect of the location and nature of development within the municipality.
- set out basic guidelines for a land use management system in the municipality;
- set out a capital investment framework for the municipality's development programs;
- contain a strategic assessment of the environmental impact of the spatial development framework;
- identify programs and projects for the development of land within the municipality;
- be aligned with the spatial development frameworks reflected in the integrated development plans of neighbouring municipalities; and
- provide a visual representation of the desired spatial form of the municipality, which representation -
 - must indicate where public and private land development and infrastructure investment should take place;
 - must indicate desired or undesired utilisation of space in a particular area;
 - may delineate the urban edge;
 - must identify areas where strategic intervention is required; and
 - must indicate areas where priority spending is required.

2. The purpose of a Spatial Development Framework

Although the legislation provides comprehensive directives for the content and focus areas of spatial development frameworks, it does not create a general understanding of the purpose and importance of spatial development frameworks.

The objectives of the SDF are not all necessarily specific to the SDF; some are also the objectives of city planning and of local government in general. The fundamental objectives which the SDF process is intended to achieve are as follows:

- ***To improve the physical environment of the community as a setting for human activities-to make it more functional, beautiful, decent, healthful, interesting, and efficient.*** This objective is in accord with the broad objective of local government to promote the health, safety, morals, order, convenience, prosperity, and general welfare of the community. These phrases actually pertain to all acts of government.
- ***To promote the public interest, the interest of the community at large, rather than the interests of individuals or special groups within the community.*** The comprehensive nature of the SDF contributes to this purpose, for it facilitates consideration of the over-all physical development of the entire community. Because the plan is based on facts and on studies that attempt to be thorough and impartial, it helps to prevent arbitrary, capricious and biased actions. The contributions of the plan to democratic, responsible government help to safeguard the public interest.
- ***To facilitate the democratic determination and implementation of community policies on physical development.*** The plan is primarily a policy instrument. The plan constitutes a declaration of long-range goals and provides the basis for a program to accomplish the goals. By placing the responsibility for determining policies on the city council and providing an opportunity for citizen participation, the plan facilitates the democratic process.
- ***To effect political and technical coordination in community development.*** Political coordination signifies that a large majority within the community is working toward the

same ends. Technical coordination means a logical relationship among the physical elements dealt with in the plan and the most efficient planning and scheduling of actual improvements so as to avoid conflict, duplication and waste. Effective coordination of such a complex subject requires a unified, integrated plan if the physical elements of the environment are to be managed without costly conflicts of function and if the political forces of the community are to deal with controversial development issues, including the plan itself, in a constructive manner.

- **To inject long-range considerations into the determination of short-range actions.** In effect, this purpose is intended to achieve coordination through time, to attempt to make sure that today's decision will lead toward tomorrow's goal. The extensive use of forecasts and the establishment of long-range goals are significant features of the SDF. The plan represents an effort to add the important time dimension to the decision-making process.
- **To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community.** This purpose is intended to promote wiser decision-making, to achieve informed, constructive government. Through the general plan, the special knowledge of the professional city planner is brought into play in the democratic political process.¹

3. The SDF within the context of municipal planning

All human activities have a spatial dimension. On the one hand human action impact on space and on the other hand space helps to shape and direct human action. It is this dynamic

¹ *These objectives with the development of a SDF sound familiar and fall comfortable into our current views regarding development planning. However, they appear in a book title, The Urban General Plan, authored by T.J Kent in 1964 which gives a review of urban planning approaches since 1910. The context and approach may differ, but the objectives remain.*

relationship that is addressed in a spatial development framework. It is critical that the SDF recognise both the integrated and dynamic nature of development. The figure below highlights the central and strategic role that the SDF plays in the municipal environment. Developing and implementing a sustainable spatial development framework is a pivotal activity in any municipality. However, the need to integrate spatial planning and delivery with other core activities in the municipality is critical. The diagram illustrates this point. The diagram highlights the following:

- **The SDF focus:** The extent of the municipal area requires a dual approach. The focus is on the total municipal area. At this level the emphasis is on determining and assessing municipal wide trends and tendencies with the aim of:
 1. Improved spatial functionality across the whole municipal area;
 2. Integration with the district and provincial SDF's; and
 3. Identifying and developing a settlement typology for more detailed spatial planning.
- **Key points of integration:** Spatial development planning does not happen in isolation. It is necessary to be guided by and linked into other core planning processes in the municipality. The basis of development planning processes is the municipality's IDP which will guide the process in terms of strategic priorities and links. Within the constitutional mandate of municipalities, namely access to services and local economic development, the infrastructure investment plan (IIP) and the local economic development plan (LED) becomes the basis for other planning and integration activities.

Where the Medium Revenue and Expenditure Framework (MTREF) involves the municipality's objectives in monetary terms, the SDF shows where these objectives will be achieved in spatial terms. The MTREF and SDF link with the municipality's project prioritization and implementation processes which in turn, is a derivative of the outcomes of the sector plans which are based on the IIP and SDF within the context of the IDP.

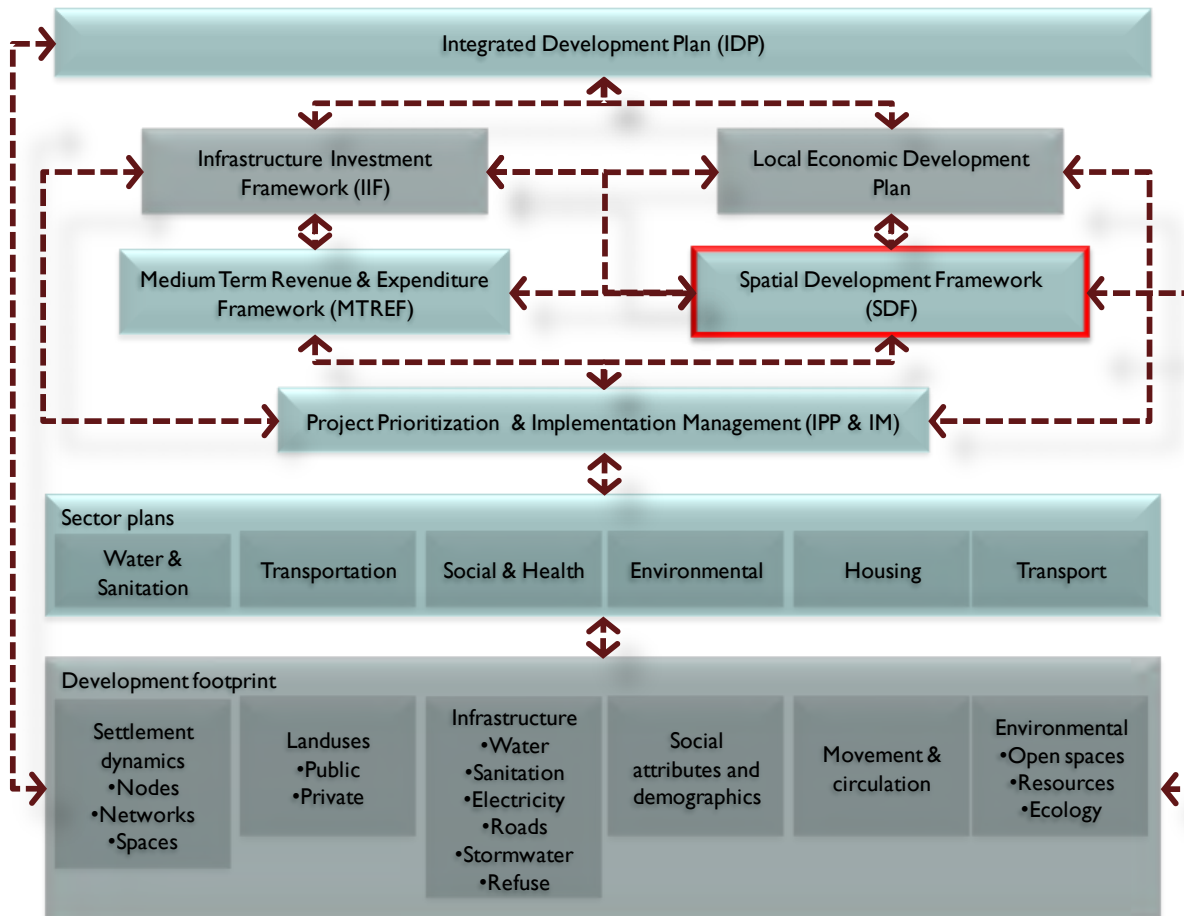


Figure 1: SDF focus and integration

4. The structure of the SDF

An SDF is developed within a very specific legislative and policy framework. Legislation plays an enabling role while policy directs planning within the framework of the constitutional obligations of local government. It is therefore necessary to understand the context within which development takes place. The realities of the development context within the framework of legislation and policies determines the objectives of the SDF and in this way leads to the development of a spatial concept that eventually translates into sustainable implementation strategies and programmes. These elements determined the structure of the SDF which is thus dealt with as the:

- Institutional Context and Directives for Spatial Development.
- The Municipal area in context.
- Objectives of the SDF.
- The Spatial Development Concept.
 - Natural Structuring Elements
 - Growth Management
 - Urban Areas
 - Rural Areas
 - Movement System
 - Cultural Heritage
 - City Image and Public Space
- Implementation.