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Lessons for a new spatial policy from officials' reflections on the implementation of the local spatial development framework: a case study of Ekurhuleni

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Lessons for a New Spatial Policy from Officials' Reflections on the Implementation of the Local Spatial Development Framework: A Case Study of Ekurhuleni

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Date: 24 April 2019

A research report submitted to the Faculty of Engineering and Built Environment, University of Witwatersrand, Johannesburg, in fulfilment of the requirements for Master of Urban Studies

DECLARATION

Student: Lebohang Radebe-Radebe

Student number: 690463

I declare that this research report is my own unaided work. It is submitted for Master of Urban Studies to the University of the Witwatersrand, Johannesburg. It has not been submitted for any degree or examination to any other university.



…….

(Signature of candidate)

24 day of **April** year **2019**

ABSTRACT

This research project investigates practices of planning officials of the City Planning Department at the City of Ekurhuleni Metropolitan Municipality within Gauteng Province in the Republic of South Africa.

The Researcher argues that the emergence of policy in local South African government overlooks the idea of understanding and documenting officials' practices. As polices emerge, attempts to know perspectives and experiences of state officials are a journey that is never explored. The Researcher uses the recently introduced Urban Design Initiative project and the outgoing Local Spatial Development Frameworks as a case study to explore, document and draw lessons from official's practices.

This research project is exploratory and adopts qualitative research methodology. Instruments for data collection includes interviews, observations and documentary sources. To analyse data, the Researcher employs thematic and comparative methods of analysis.

The study is configured to entail three reporting chapters, chapter five presents' findings related to official's practices in implementing Local Spatial Development Frameworks. Chapter six, reports on official's practices in the formulation of the recently introduced Urban Design Precinct Plans, as part of the Urban Design Initiative. Chapter seven provides findings relevant to the benefiting realities identified from the LSDFs and UDI processes. Chapter eight presents on lesson's for new spatial policy and provides concluding remarks.

Keywords: Local spatial development frameworks, officials, roles, practices, city planning, policy, implementation, Urban Design Precinct Plan Initiative

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To God be the glory. "…but the people who know their God shall be strong and carry out great exploits". Daniel 11:32 (NKJV)

This research project is dedicated to my beloved son Tiro Radebe.

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ABBREVIATIONS

ANC- African National Congress

ABP - Area Based Planning

ACSA- Airport Company of South Africa

CBD- Central Business District

CCC - Customer Care Centre

CCA- Customer Care Area

CoE - City of Ekurhuleni

CIF- Capital Investment Framework

DPLG- Department of Local Government

EMPT- Ekurhuleni Municipality Planning Tribunal

ESDR- Eastern Service Delivery Region

GDS- Growth Management Strategy

GIS- Geographic Information System

GPDID- Gauteng Province Department of Infrastructure Development

HOD- Head of Department

HSRC- Human Scientific Research Council

IDP – Integrated Development Plan

IUDF- Integrated Urban Development Framework

JDA- Johannesburg Development Agency

KAPTA- Katlehong People Taxi Association

KATHORUS- Katlehong-Thokoza-Vosloorus

LED- Local Economic Development

LSDF - Local Spatial Development Framework

LUM- Land Use Management

LUS- Land Use Scheme

MMC - Member of Mayoral Committee

MSA - Municipal Systems Act

MSDF - Metropolitan Spatial Development Framework

MSP- Metropolitan Spatial Planning

MTIEF-Medium Term Income and Expenditure Framework

NRF- National Research Fund

POS- Planning Officers' Society

PSUG- Practice of State officials in Urban Governance

NSDR- Northern Service Delivery Region

ORTIA- OR Tambo International Airport

SACPLAN- South African Council for Planners

SPLUMA - Spatial Land Use Management Act

SOCA-State of the City Address

SSDR- Southern Service Delivery Region

SRAC- Sports and Recreation and Arts and Culture

RDP-Reconstruction Development Programme

RSDF- Regional Development Framework

UDI-Urban Design Initiative

VTA- Vosloorus Taxi Association

CHAPTER 1: INTRODUCTION

1.1 INTRODUCTION

This chapter presents key introductory components of the research project which are the study background, research problem, research objectives, research question, and the study's outline.

The City of Ekurhuleni Metropolitan Municipality recently introduced the Urban Design Initiative, this initiative includes amongst others the development of the citywide Urban Design Policy and the formulation of strategically located Urban Design Precinct Plans throughout the city. The idea behind the initiative is mainly to improve the local spatial planning environment together with improving officials' practices as part of achieving radical spatial transformation in the city.

The challenge, however, is that the Urban Design Initiative was initiated without exploring and understanding the context and dynamics confronting officials implementing local spatial instruments such as the Local Spatial Development Framework. In local government South Africa polices emerge without attempts of exploring and documenting perspectives and experiences of state officials. From a spatial planning perspective, the emergence of South Africa as a democratic state in the mid-90s has been coupled with the rapid adoption of international policies (Boshoff & Irurah, 2003). The context of local planning in South Africa encompasses a degree of adopting and keeping up with the international methodologies and practices, as opposed to creating platforms to enable local ones to emerge.

Spatial planning legislation in South Africa was introduced in 1920, "the introduction was strongly inspired by the introduction of town planning legislation in Europe and Britain" (Oranje, 1998:49). From 1940 onwards, the apartheid government used the modernist planning system to determine spatial outcomes. The modernist approach "was supplemented by the so-called structure plan system, a system that was primarily informed by comprehensive planning and the development plan concept that unfolded during the 1930s/1940s in the United Kingdom and the United State of America" (Coetzee, 2005:41).

In recent decades there is no evidence of deviation from the initial adoption of the "British planning and development theories, approaches and tools" (Ferreira, Nel, and Nel, 2016:270). Harrison, Todes, and Watson (2008) provide that the Integrated Development Plans and Spatial Development Frameworks emerged from the international philosophy of decentralization.

As a result of too much reliance on and adoption of international spatial planning tools and instruments, practices of officials in the local government spatial planning space remains unexplored and undocumented. Attempts have been made by the likes of Benit-Gbaffou (2008); Benit-Gbaffou and Bosaka (2015); Molema (2016); Mokgere (2016) and Olivier de Sardan (2008) to engage and explore the disjuncture and discourses of state officials. In their respective studies, the authors highlight the gap that exists in understanding and documenting state official practices. This research project is undertaken with the purpose of addressing the gap that exists in exploring and documenting state official practices.

The difference, however, is that the Researcher undertakes this research project from a spatial planning point of view. As a result, the research is structured firstly to investigate and understand officials' practices during the implementation of the Local Spatial Development Frameworks in the City of Ekurhuleni. These efforts are then followed by an exploration of officials' practices during the process of introducing the city's Urban Design Initiative. The Researcher undertakes these efforts of exploring official's practices with the intention of documenting lessons for new spatial policy in local government South Africa. This research project provides a localized context in relation to officials practices which is relevant in contributing towards improving future spatial planning policies.

1.2 STUDY BACKGROUND

Planning officials and key researchers have criticized the Local Spatial Development Frameworks, the third tier of the three Spatial Development Frameworks in the City of Ekurhuleni (City of Ekurhuleni, 2015). This is because of their inherent limitations in supporting local level planning. LSDFs as key instruments in development planning have been found to have failed to keep up with the recent development trends. Owing to the rigidness associated with the LSDFs, planning officials have highlighted that there are restrictions in the employment of their own intellectual capacity when considering land development applications.

Ever since their inception, LSDFs have been produced and confined to a one-dimensional approach. This one-dimensional approach solely places attention only on guiding land uses through a spatial framework. As opposed to dealing with building aesthetics and environmental sustainability amongst others. As a result, LSDFs have failed to adequately and competitively position the City of Ekurhuleni in delivering a capable and sustainable city as pronounced in the city's long-term strategy (City of Ekurhuleni, 2011).

In the last decade participation in the production of the Local Spatial Development Frameworks has attracted minimal audiences from within and outside the municipality. This has led to infrastructure services and social departments including other entities in the city infrequently acknowledging LSDFs. Officials in other departments barely adhere to LSDFs. This is mainly because departments in the municipality considered LSDFs as a City Planning Department' instrument rather than municipal wide planning instruments. This inability to integrate city departments has promoted a silo type operating environment. The challenge of getting the department working together has also derailed the process of reviewing the LSDFs. As a result, all LSDFs in the city are grossly outdated because the last production took place before 2007. The idea of reviewing all the LSDFs in the city remains in limbo.

Amid these challenges that LSDFs created for planning officials, LSDFs as spatial planning instruments were not living up to the local governmental mandate. The LSDFs impact on redressing the unjust spatial condition that was inherited by the current government from the then government is very limited.

In recent times in 2015, as part of the initiating efforts towards circumventing limitations that resulted from the LSDFs, during the State of the City Address as well as during the Budget Speech, the former Executive Mayor, Cllr Mondli Gungubele declared that; "We*, therefore, commit to reconfigure our apartheid spatial patterns. We must continue taking radical steps to eradicate the psychological, social, economic and spatial manifestations of apartheid, because without us doing so the battle would not have been won. In our effort to systematically intervene towards radical transformation, we have rationalized and aligned the city's flagship programmes to the imperatives of the GDS 2055. By implication, this means that we have prioritized radical socio-economic and spatial development as a cross-cutting imperative to achieve the objectives, we have set ourselves in the area of economic transformation" (SOCA, 2015)*. ***Former Executive Mayor, Cllr Mondli Gungubele, 2015***

The above statement by the former Executive Mayor led to key efforts towards the transformation of the city's landscape. The appointment of the new Divisional Head for Metropolitan Spatial Planning and the Head of Department of the City Planning led to intensive efforts in the development of Urban Design Initiatives. Since the 2015 and 2016 financial year, the planning officials have produced a significant number of key strategic precinct plans and an urban design policy. The intensity of this production has been observed to have gradually intensified each financial year. This happened while the future of LSDFs is left in limbo as the formulation of LSDF

stopped in 2008. Since 2008, planning officials had to navigate through the old LSDFs to direct development. Eventually, in the near future, planning officials will have to implement the Urban Design Initiative and probably formulate more Urban Design Initiatives.

The move from LSDFs to the emergence of the urban design initiative was done with no introspection. The move was subject to the satisfaction of the bureaucratic demands. The bureaucratic demands presented no room for officials to take stock from the production and implementation of the LSDFs. The officials' practices that led to a plethora of limitations and criticism of LSDFs might re-emerge if lessons are not drawn from their experiences. Despite the said criticisms, there are lessons from the production and implementation of LSDFs that could benefit the successful application of the Urban Design Initiatives in the City of Ekurhuleni Metropolitan Municipality.

1.3 STUDY PROBLEM

The Urban Design Initiative was recently introduced by the city's planning Metropolitan Spatial Planning Division planning officials without undertaking a process to reflect and draw lessons from the existing spatial planning instruments such as the Local Spatial Development Framework. The process to introduce the UDI was undertaken without efforts to understand the discourses at the grassroots level, in this case at this city's operational level. The UDI was introduced without undertaking an investigatory process to identify ideal practices at the grassroots level.

1.4 RESEARCH AIMS

This study is aimed at exploring the official's practices and these include the perspective, experience, challenges, roles, and responsibilities in implementing the LSDFs. This research project aims to contribute towards addressing the gap that exists in planning literature dealing with the practices of state officials in urban governance. The research forms part of the Practices of the State in Urban Governance (PSUG) project which is aimed at documenting and understanding how the state works to shape cities and urban societies.

1.5 RESEARCH OBJECTIVES

The underpinning objectives of the research project are as follows;

1. To investigate officials' practices in implementing Local Spatial Development Frameworks;
2. To document (for reference purposes), how officials assess the benefits and limitations of LSDFs;

3. To evaluate officials' practices in formulating Urban Design Initiatives;

4. To identify lessons learnt in order to improve the officials' practices in the City of Ekurhuleni.

1.6 RESEARCH QUESTION

What lessons were learnt from the implementation of the Local Spatial Development Frameworks?

1.6.1 Sub-Questions

How do officials describe their roles in the implementation of the Local Spatial Policy?

How do officials assess the benefits and limitations of LSDFs as a spatial planning instrument?

How do officials describe the Urban Design Initiative?

To what extent is the UDI a solution to the LSDFs limited practices?

What are officials' practices in formulating the Urban Design Precinct Plans as part of the UDI?

To what extent do good practices of the officials derived from the implementation of LSDFs benefit the newly introduced Urban Design Precinct Plan Initiative?

1.7 STUDY OUTLINE

This research report is structured into eight chapters;

Chapter 1 introduces the reader to the research project through a presentation of the research project's key introductory components.

Chapter 2 deconstructs the space of policy implementation in the City of Ekurhuleni.

Chapter 3 includes the literature review and provides an extensive literature exploration.

Chapter 4 has the research methodology, this chapter provides the reader with the methods and techniques that were employed by the researcher in order to respond to the research questions and sub-questions.

Chapter 5 proceeds to provide the reader with the results of the fieldwork. The findings of the fieldwork reported in this chapter deal with the implementation of LSDFs.

Chapter 6 reports on the officials' practices, however, the focus is specifically on the formulation of two precinct plans that form part of the Urban Design Initiative.

Chapter 7 reports on good practices in the implementation of LSDFs carried over to the UDI.

Chapter 8 draws lessons and summarises the study conclusions.

CHAPTER 2:
THE DECONSTRUCTION OF POLICY ENVIRONMENT IN THE CITY OF EKURHULENI

2.1 INTRODUCTION

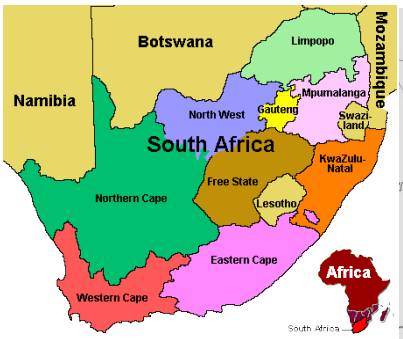
This chapter discusses the study's two key components which are the study area and policy context in the study area. Therefore, the reader will be navigated through the synthesis of the study area, geographical position and the jurisdictions of this research project. Subsequent to discussions aimed at orientating the reader, discussions exploring and deconstructing policy paradigm in the city will then take place. As a result, local planning instruments together with the legislative informants are put into context. The two subjects of the study, the LSDFs and the Urban Design are discussed holistically with other existing planning instruments in the City of Ekurhuleni.

2.2 STUDY AREA SYNTHESIS

The City of Ekurhuleni was established in the year 2000, after the local government elections. The city agglomerated a set of nine relatively small and fragmented towns which are Alberton, Benoni, Boksburg, Brakpan, Edenvale, Germiston, Kempton Park, Nigel and Springs. The City of Ekurhuleni is one of the three metropolitan municipalities that are located within the Gauteng province, in the Republic of South Africa. The city spreads over 15.6% of Gauteng's land mass (City of Ekurhuleni: 2015). The city consists of six regions (Region A-F see *Map 2.3* below). Unlike the other metropolitan regions, the City of Ekurhuleni inherited a very fragmented form which "manifests itself through extreme social isolation and as the worst excesses of apartheid planning placed ever larger townships on the periphery of a weakened urban spine" (City of Ekurhuleni, 2017:13).

The City of Ekurhuleni has not benefited from the development growth perspective as much as the other two metropolitans in the province, which are the City of Johannesburg and the City of Tshwane. The City has never been able to create and implement innovative or competitive and attractive planning instruments and spatial planning tools that provide for desirable urban investment locations. As a result, the "City has the lowest economic growth rate and highest unemployment of all Gauteng Metropolitan Municipalities, low investment in skills development, an economy highly circumscribed by the power of imports to undermine the industrial economy on the other hand and by the relative strength of the service economy in the parts of Gauteng City Region on the other hand" (City of Ekurhuleni 2017:45).

2.2.1 Locality

Republic of South Africa	Gauteng Province	Regions of City of Ekurhuleni
		
Map 2.1 RSA Map *Source: CoE, 2017*	***Map 2.2 Gauteng Map*** *Source: CoE, 2017*	***Map 2.3 City of Ekurhuleni Map*** *Source: CoE, 2017*

2.2.2 Demographics

According to the 2016 Community Survey, the City of Ekurhuleni has an estimated population of 3 379 1042, up 200 634 people from 3 178 470 in the 2011 census. The population growth rate has slowed from as high as 4% in the period between 1996 and 2001 to 2.47% between 2001 and 2011. This represents over 6% of the population of South Africa.

Previous projections had indicated that the 2010 population for Ekurhuleni could be in the order of 3 567 280 in 2005 (the outcome of the 2011 census should be more exact on this matter. The high population growth rate can be attributed to a combination of natural population growth and influx/migration. Information provided by the SA Cities Network (State of the Cities Report, 2011) indicates that over the last five years, about 265 474 in-migrants were counted in the City of Ekurhuleni, mainly originating from the Eastern Cape, KwaZulu-Natal, Mpumalanga and Limpopo Province.

2.2.3 Study jurisdiction

The study area covers the entire area of jurisdiction of the City of Ekurhuleni Metropolitan Municipality as depicted on Map 2.3. The research is focused on the City of Ekurhuleni's City Planning Department Officials.

2.3 RATIONALIZATION OF THE STUDY AREA

The City of Ekurhuleni compared to its counterparts in the Gauteng City Region has been lagging behind in terms of achieving the desired spatial transformation. This explicit setback is largely

attributed to the planning mechanisms that were used and implemented by the city's officials. Prior to the recent concentration of efforts aimed at introducing the urban design initiatives in the city in a form of precinct plans and urban design policy, the city has from its inception implemented a number of Local Spatial Development Local Frameworks as localised forms of directing planning. The city is presently in the process of introducing the Urban Design Precinct Plan on its strategic land parcels

Therefore, the study provides an adequate platform to explore and achieve the research objectives. Firstly, there will be an investigation into the officials' practices in implementing Local Spatial Development Frameworks. It will document how officials assess the benefits and limitations of LSDFs then evaluate officials' practices in formulating Urban Design Initiatives. Lastly, it will identify lessons useful to improve officials' practices in the City of Ekurhuleni. Ultimately, there will be a contribution towards addressing the gap that exists in planning literature dealing with practices of state officials in urban governance.

2.4 DRAWING PARALLELS BETWEEN THE STUDY AREA AND THE TOPIC

This report is about documenting lessons from the old policies that are relevant in shaping the new policies in the local government .The City of Ekurhuleni provides a platform of adequately achieving the objectives of this research project. As discussed earlier, the city is seeking to develop spatial plans that provide stronger guidance to decisions.

RESEARCH PROJECT(Topic)	**STUDY AREA**
Local Government	City of Ekurhuleni MM
Old Policy	LSDFs
New Spatial Policy	UDI Precinct Plans
Practices	Policy Implementation
Officials	Planning Officials

Table 2.1: Depicts the parallels between the study area and the topic

Source: Author, 2017

2.5 CITY'S LAND USE CHALLENGES

Similar to many other municipalities in the country, the city is susceptible to ageing infrastructure, water, sewer and electrical services all need expansion, specifically in the north eastern and southern sectors of the metro City of Ekurhuleni, (2011). The traditional core Central Business District areas are decaying intensively and permitting crime and violence to persist (*ibid)*. According to the South African Cities Network (2017), the city's CBDs are unable to provide the needs of the growing residential areas in the south, south-west and east. The disparities that were generated during the course of apartheid have led to perpetuated inequalities. Black townships continue to suffer high unemployment levels and inferior education level (Stats SA, 2011). Amidst these challenges lies a reality of tremendous decline of the manufacturing hub alongside with the mining industry. These challenges are however, never conceived by migrants who flock in greater numbers, looking for jobs in the large industries that exist in the city. This has led to extreme human settlement problems as "the City of Ekurhuleni is currently experiencing a high housing backlog estimated at 376 936 households consisting of 164 718 in informal settlements; 200 973 in backyards (to be confirmed); and 11 245 in hostels" (City of Ekurhuleni, Human Settlement, 2018).

2.6 LOCAL POLICY AND LEGISLATIVE CONTEXT

This section of the report provides an exploration of the policies that are implemented in the City of Ekurhuleni. Figure 2.1 as reflected below depicts the hierarchy of plans in the City of Ekurhuleni. In addition, the reader is reminded that this study is premised on two concepts which are the LSDFs and Urban Design. Nonetheless, the reader is provided with a holistic overview of the composition of planning policy in the City of Ekurhuleni.

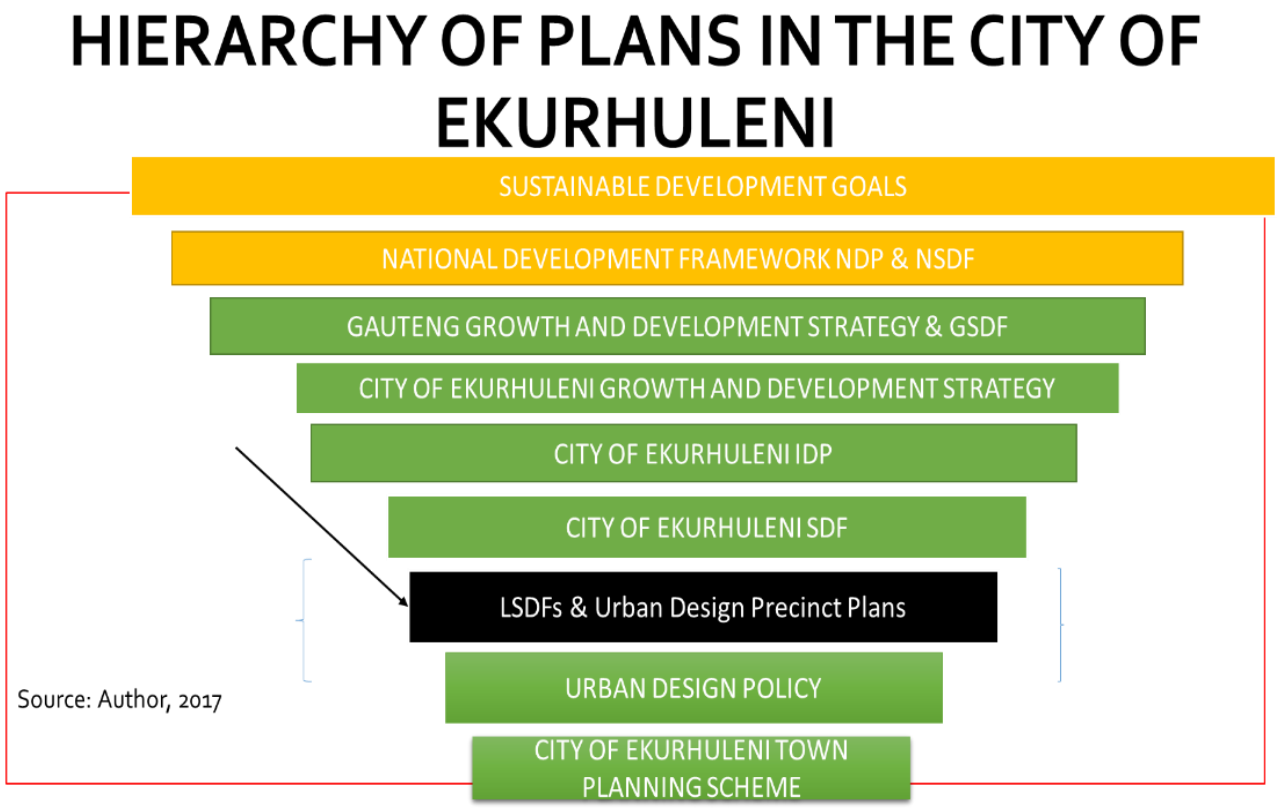


Figure 2.1: Depict Hierarchy of plans in the City of Ekurhuleni

Source: Author 2017

2.6.1 National Development Plan (NDP)

The National Development Plan is a strategic informant at the national level, it focuses on enabling sustainable and inclusive development. “The plan seeks to eliminate poverty and reduce inequality by providing South Africans with secure foundation from which they can expand their capabilities and improve their life opportunities” (City of Ekurhuleni, 2016:32). The plan focuses on the critical capabilities needed to transform the economy and society (RSA, 2017:16). Sectors covered by the include Economy and Employment, Economic infrastructure, Environment sustainability and resilience, Inclusive rural economy, South Africa in the region and the world, Transforming human settlements, Improving education, training and innovation, Health care for all, social protection, Building safer communities, Building a capable and developmental state, Fighting corrupting and National building and social cohesion.

2.6.2 Gauteng Spatial Development Plan (GSDP)

The GSDF is located at the provincial level. It provides a framework and points of reference for the Growth and Development Strategy (GDS) and the Metropolitan Spatial Development Frameworks (MSDFs) of the municipalities in the Gauteng Province.

2.6.3 Growth Development Strategy, 2055

As reflected on Figure 2.1 the Growth Development Strategy is the overarching planning document in the City of Ekurhuleni. It provides a framework and point of reference for all the city's plans, policies and strategies in various areas of operation. The GDS is aimed at establishing a high performing metropolitan government. The GDS outlines the city's three categories and development stages. The first category of development is Delivering the City which has to happen between the 2012 and 2020 period. This stage involves promoting and supporting efforts centred on service delivery and mass implementation infrastructure related projects. The second categorisation is a Capable City which takes place from 2020 to 2030, this stage relies heavily on the first stage as it about the city's ability to compete globally with the leading metropolitans. The last category deals with a Sustainable City which will take place from 2030 to 2055, the stage involves sustaining the city's resources and infrastructure. The GDS indicates that, "future planning has to take key drivers of change seriously and decided whether they are opportunities or threats or a combination of both, and strategies to either react to the effectively or proactively change their direction" (City of Ekurhuleni, 2015:39).

2.6.4 Integrated Development Plan (IDP)

The Integrated Development Plan is located below the GDS as reflected on Figure 2.1. The City's Integrated Development Plan is one of the supreme planning tools that is used to direct and inform the city's budget, management and development actions. It is developed every five years and is usually reviewed annually. The main objective of this document is to translate and help to realise the goals of the city's 2055 GDS.

2.7 THE JOURNEY OF SDFs IN THE CITY OF EKURHULENI

This part of the report unpacks and explores all the details relevant to the Spatial Development Frameworks in the City of Ekurhuleni. The Researcher will first expose the reader to the evolution of the three layers of the Spatial Development Frameworks in its entirety starting from their first adoption in the year 2000 as reflected on Figure 2.2. The LSDF debates will not provide definitions and roles of the instrument but they will elaborate on the methodologies involved in formulating them together with their current status in the City of Ekurhuleni.

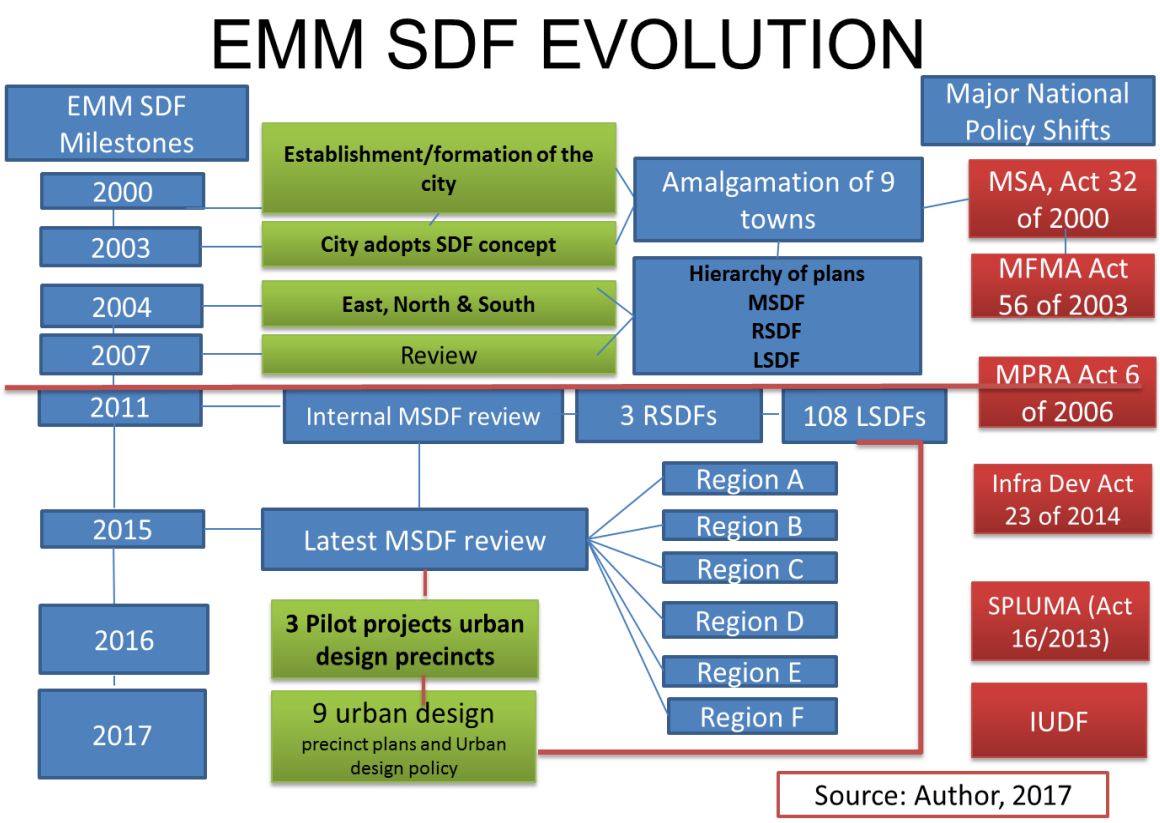


Figure 2.2: Depicts Ekurhuleni Metropolitan Municipality, Spatial Development Frameworks Evolution.

Source: Author, 2017

2.7.1 The history of SDFs in the City of Ekurhuleni put into perspective

The City of Ekurhuleni first adopted the Spatial Development Framework Concept in 2003 as it was aligned to the legislative requirements of the Municipal Systems Act, (Act 32 of 2000). This adoption came after the amalgamation of nine former local administration centres located in the east of Johannesburg in year 2000, post local government elections. In the same year, the Metro adopted a hierarchical approach in the development of spatial development frameworks consisting of the Metropolitan, Regional and Local Spatial Development Frameworks. This meant that the metro wide MSDF was supported by three RSDFs (North, East and South) as the second tier planning documents in the metro spatial planning hierarchy.

The three Regional SDFs were first approved on the 29th of January 2004 and later reviewed in 2007. The 2015 review of the metro's MSDF was to give effect to the recommendations in the MSDF 2011 review. This review was largely occupied with the formulation and consolidation of

the newly delineated Region A-F SDFs. Similar to the preceding reviews; there were recommendations that originated from the 2015 review. The recommendations alluded to the need for urban design initiatives to adequately address in particular the current distorted spatial pattern that existed across the nine historic towns and their outlying dormitory townships. See Figure 2.2 above.

2.7.2 City Ekurhuleni Metropolitan Municipality Spatial Development Framework (MSDF) 2015

The approved City of Ekurhuleni's MSDF is a plan that provides spatial development guidance at the municipal level as highlighted by the city's report, 'yet provides sufficient flexibility for urban planning at the regional and local level' (City of Ekurhuleni, 2015:32). As the first tier in the hierarchy of SDF in the metro, the MSDF details the spatial character of the city comprehensively by presenting significant challenges and the required solutions and efforts. The MSDF provides that in order 'to remedy challenges, a vision-led approach is proposed for urban design at a metropolitan level with the city' (City of Ekurhuleni, 2015:136). According to the MSDF, the urban design approach needs to sufficiently redress precisely the contemporary distorted spatial patterns that exist. At the heart of this approach is the central aim of creating places of beauty and distinct identity. The MSDF further provides that, "the urban design vision should address the social requirements of people living and employed in the area now and in the future, and create opportunities to the establishment of sustainable communities" (City of Ekurhuleni, 2015:12).

2.7.3 Ekurhuleni Regional Spatial Development Frameworks (RSDF A-F)

The City of Ekurhuleni has six Regional Spatial Development Frameworks, which are in Regions A to F. The RSDFs are interlinked and support the MSDF and other strategic municipal documents. The RSDFs are the second tier in the city's hierarchy of plans. These are 'strategic guides, not prescriptive at a site –specific level and they provide a framework for the formulation of more detailed and areas specific plans (City of Ekurhuleni, 2015:2). Region C's RSDF indicates that precinct plans will also be developed and implemented to manage certain existing areas that are in conflict with the RSDFs proposed outcomes in order to align with the RSDF vision. Officials may use RSDFs to evaluate development applications where there are no local planning instruments such as the LSDF or precinct plans.

2.7.4 Defining Local Spatial Development Frameworks

LSDFs are located below the RSDFs as reflected on the hierarchy of plans and are within the same category as the Urban Design (See Figure 2.1). The City of Ekurhuleni (2008:3), indicates

that LSDFs have to “provide a strategic development vision for the study area in line with broad development objectives”. The LSDF sets a vision for the area to be transformed into a regional development node, rather than to remain a low-key neighbourhood centre.

The LSDFs are used where there is a need for a fine level of detail or where specific trends and tendencies require an overall policy approach” (City of Ekurhuleni, 2011). LSDFs are developed to provide officials in the local government with guidance in land use management matters.The LSDFs are third in the hierarchy of SDFs. The city has formulated 47 Local SDFs out of the 103 demarcated LSDFs areas and ‘do not cover the entire Service Delivery Region’ (City of Ekurhuleni, 2011). The Local Spatial Development Framework is similar to the MSDF and RSDFs as they are prepared in terms of the Municipal Systems Act (Act 32 of 2000).

2.7.5 LSDFs unpacked

According to Klug, Karam, Malaza, Todes, Boshoff & Behrens *(2009: 5),* LSDF “*consists of some 24 modules: project management; spatial plan; land use plan; strategic environmental assessment; geotechnical study; open space plan; economic plan; informal trade plan; public land implementation plan; urban design plan; roads planning and access management plan; storm water management plan; public transport plan; waste water local master plan; electricity local master plan; electricity local master plan; waste management plan; social facilities plan; safety and security plan; transport modelling and traffic assessment; marketing strategy; GIS and mapping participation. Although LSDFs are expected to cover something of all these aspects, briefs for particular areas focus mainly on specific aspects deemed to be of importance to the area*”. Contrary to the above, is that the City has to date not been able to produce LSDFs that encompasses all the proposed modules as discussed above. The Researcher discusses modules that form part of the City’s LSDFs under the methodology for developing LSDFs.

2.7.6 Visible tensions of LSDFs

Klug et al., (2009) observe the following challenges with the LSDFs in their academic critique on the City of Ekurhuleni Metropolitan’s LSDFs. Firstly, they provide that in practice, LSDFs were still likely to be too broad to answer site specific decisions in an unequivocal way and unable to respond to all questions about local land-use planning as it was anticipated by the City of Ekurhuleni municipal’s planning officials. They also discovered that most parts of the municipality were without developed LSDFs which made it difficult for planning officials to make decisions on particular sites which were waiting for the development of LSDFs.

2.7.7 Methodology for developing Local Spatial development frameworks

The methodology and approach is usually divided into the following four distinct phases, as outlined in the Figure 2.3 below:

PHASE 1: Contextual Setting: This phase involves analysing the LSDF area within the provincial, metropolitan and environment context. In this regard, the analysis usually deals with policy, and legislative issues on both a macro and local level. Throughout this process, visioning parameters will be defined to align, integrate and focus the future development of the LSDF area.

Phase 2: Situational Analysis: This phase usually involves three primary components. The first component involves an analysis of the physical characteristics of the area, such as geo-technical conditions and the natural environment. The second component involves determining the spatial characteristics of the LSDF area.

The third component involves assessing the development challenges affecting the LSDF area. **Phase 3: Development Vision**: The stage involves defining a development vision for the LSDF area. In the first instance, this will involve defining the character of LSDF area within the framework of the contextual setting and situational analysis as prepared in Phases 1 and 2. Based on this study area character, development directives and a vision will be formulated for the LSDF area.

Phase 4: Development Proposals: This fourth phase involves preparing the Development Proposals for the LSDF area. The Development Proposals are based on the information gathered and the conclusions made in the previous three phases, which are the contextual setting, the analysis and the vision phases.

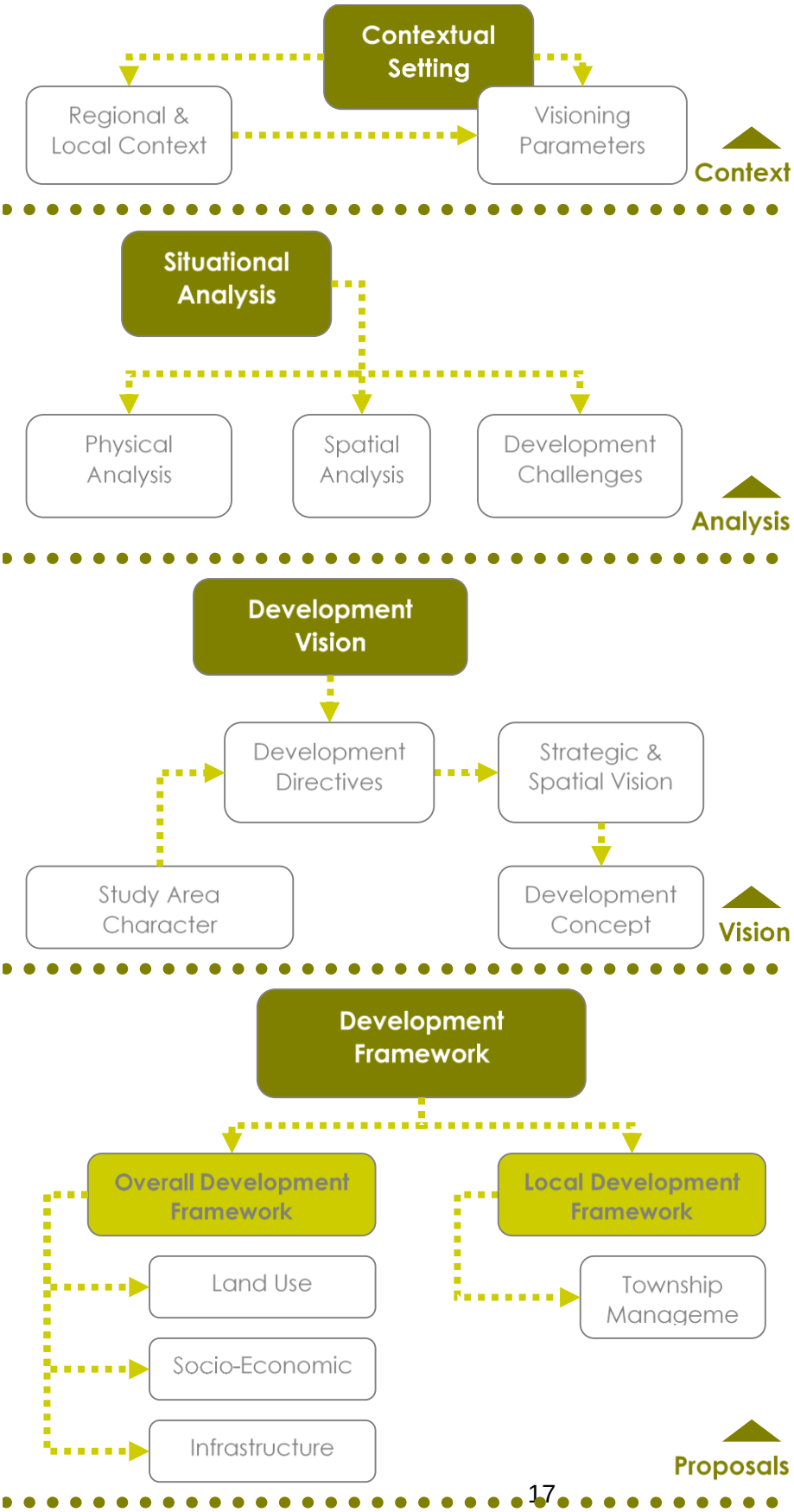
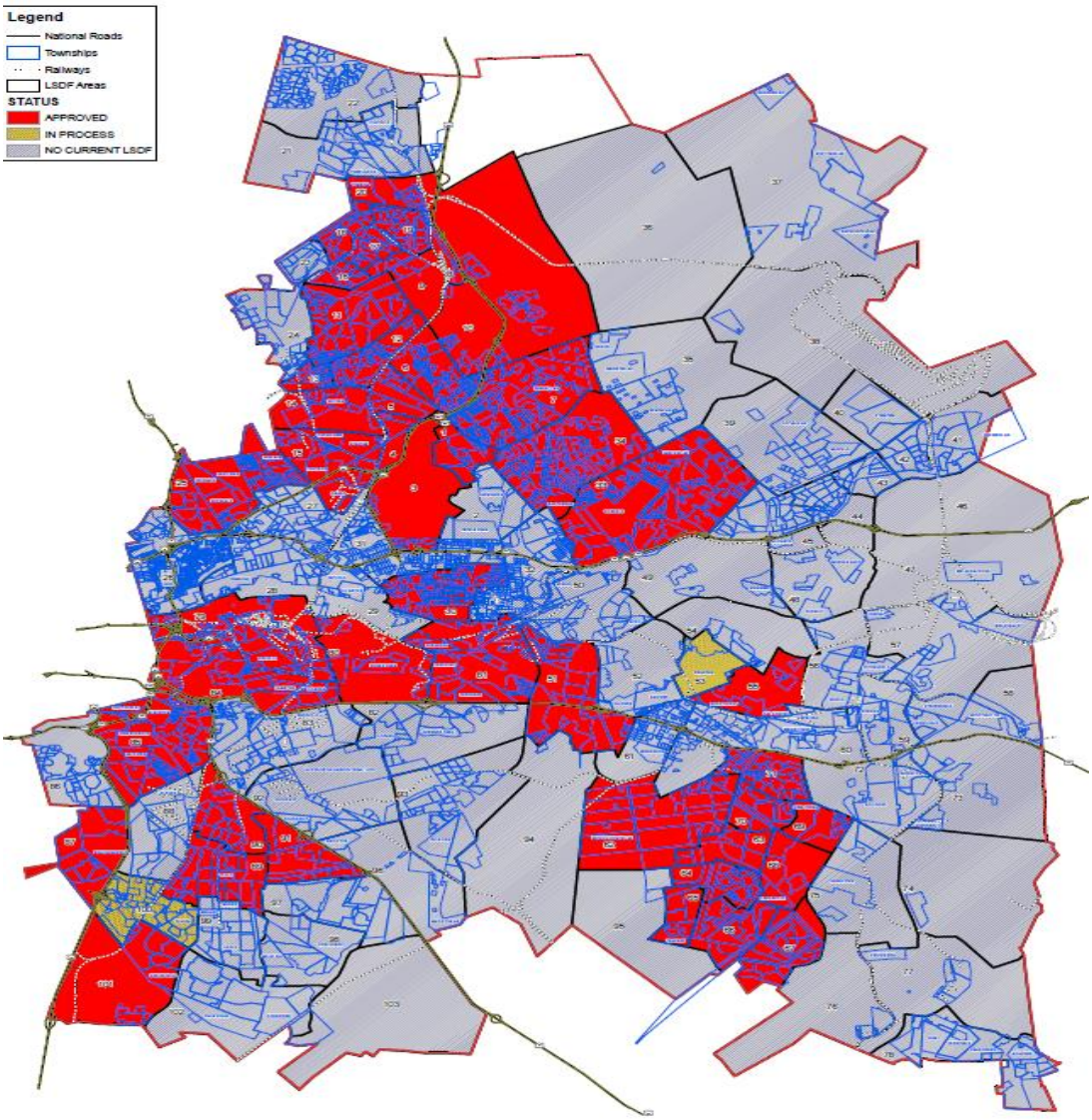

Contextual Setting
Regional & Local Context
Visioning Parameters
Context
Situational Analysis
Physical Analysis
Spatial Analysis
Development Challenges
Analysis
Development Vision
Development Directives
Strategic & Spatial Vision
Study Area Character
Development Concept
Vision
Development Framework
Overall Development Framework
Local Development Framework
Land Use
Township Manageme
Socio-Economic
Infrastructure
Proposals

Figure 2.3: LSDF formulation methodology

Source: City of Ekurhuleni 2008

2.7.8 Demarcation of LSDFs

The metro demarcated 108 areas for the development of LSDFs, and out of this process, 48 were developed, approved and implemented in the metro's specified 'problematic areas'. Refer to the map below.



Map 2.4: Depicts progress made in developing LSDFs –

Source: City of Ekurhuleni, 2009

2.7.9 The future of LSDFs -outlining the City's intentions with LSDFs

During the time of this research project, there were visible but extremely minimal efforts aimed at giving effect to the LSDF's action plan attached as Annexure A1, which resulted in the development of a draft terms of reference for the review of existing LSDFs. However, nothing has moved beyond the above draft items mainly due to the fact that spatial planning officials are intensively involved in the formulation of Urban Design Precinct Plans.

2.8 THE FUTURE IS NOW- URBAN DESIGN PRECINCT PLANS

The previous discussions under this chapter have revealed four key issues. Firstly, it was established that out of the 108 demarcated LSDFs, only 48 were developed, approved and implemented. Secondly, the later discussions revealed that the formulation of LSDF goes beyond year 2000. This therefore means that there are LSDFs that are older than the metro itself which were inherited during the amalgamation of various municipalities. Fourthly, it was also proven that the formulation of LSDFs ceased in 2008. Lastly, it was also revealed in the discussions above that the future of LSDFs is uncertain due to the tremendously weak efforts directed towards LSDFs. This is simply because all efforts since 2016 have been directed towards the formulation of Urban Design Precinct plans.

2.8.1 Urban Design unpacked

The City of Ekurhuleni, (2016) provides that, "urban design operates from the macro scale of the urban structure (planning, zoning, transport and infrastructure networks) to the micro scale of street furniture and lighting". Iyer Design Studio (2017:2) argues that urban design is concerned with the "arrangement, appearance and function of our suburbs, towns and cities". They also identifies urban design as "both a process and an outcome of creating localities in which people live, engage with each other, and the physical place around them" (*ibid)*. "Urban design involves many different disciplines including planning, development, architecture, landscape architecture, engineering, law and finance" (*ibid)*.

The United Kingdom Urban Design Group (2016:1) suggests that, "Urban design is the collaborative and multi-disciplinary process of shaping the physical setting for life in cities, towns and villages; the art of making places; design in an urban context. Urban design involves the design of buildings, groups of buildings, spaces and landscapes, and the establishment of frameworks and processes that facilitate successful development".

Llewellyn-Davies, (2000:12) indicates that, "Urban Design draws together the many strands of environmental responsibility, social equity and economic viability, and place-making; for example,

the creation of places of beauty and identity. Urban design is derived from but transcends related matters such as planning and transportation policy, architectural design, development economics, landscape and engineering. It draws these and other strands together. In summary, urban design is about creating a vision for an area and the deploying of the skills and resources to realise that vision".

2.8.2 Urban Design principles

Principle	Description
Walkability	Pedestrian friendly street design (buildings close to street; porches, windows & doors; tree-lined streets; on street parking; hidden parking lots; garages in rear lane; narrow, slow speed streets)
Connectivity	-Interconnected street grid network disperses traffic & eases walking
Mixed-Use & Diversity	-A mix of shops, offices, apartments, and homes on site. Mixed-use within neighborhoods, within blocks, and within buildings -Diversity of people - of ages, income levels, cultures, and races
Mixed Housing	A range of types, sizes and prices in closer proximity
Quality Architecture & Urban Design	Emphasis on beauty, aesthetics, human comfort, and creating a sense of place; Special placement of civic uses and sites within community. Human scale architecture & beautiful surroundings nourish the human spirit
Traditional Neighborhood Structure	Public space at center
Increased Density	More buildings, residences, shops, and services closer together for ease of walking, to enable a more efficient use of services and resources, and to create a more convenient, enjoyable place to live
Green Transportation	A network of high-quality trains connecting cities, towns, and neighborhoods together -Pedestrian-friendly design that encourages a greater use of bicycles, rollerblades, scooters, and walking as daily transportation

Sustainability	Minimal environmental impact of development and its operations -Eco-friendly technologies, respect for ecology and value of natural systems
Quality of Life	The above principle will lead to a quality of life.

Table 2.2: **Urban Design principles**
Source: United Kingdom Urban Design Group, 2017

2.8.3 Urban design formulation methodology

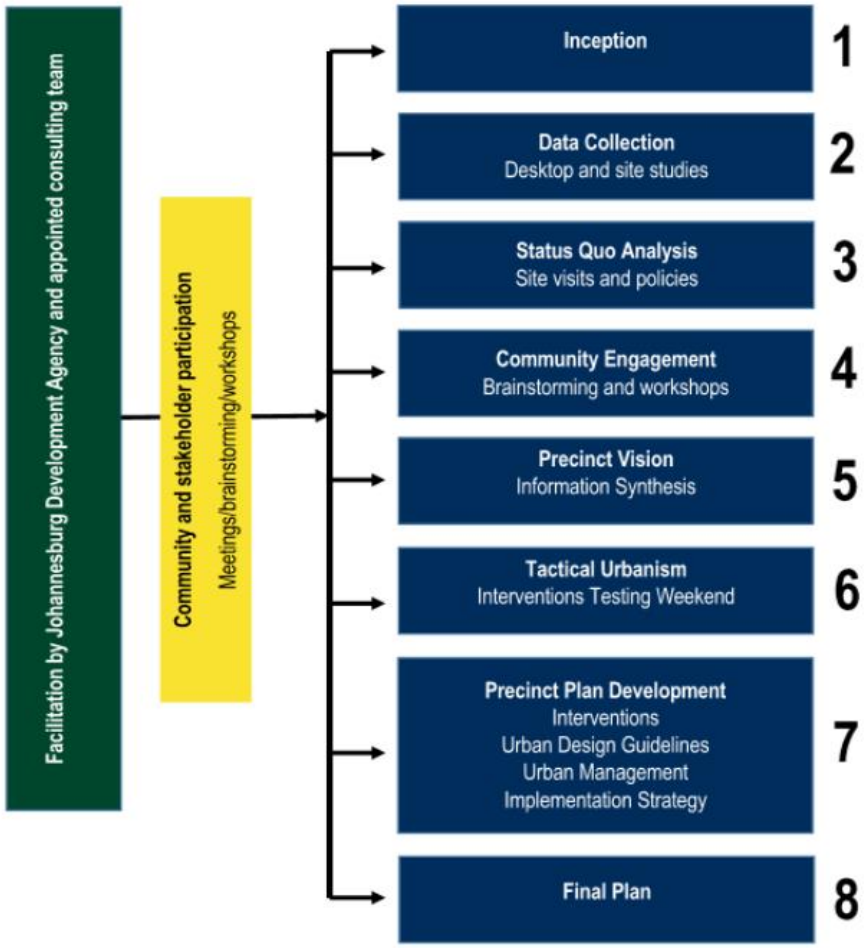


Figure 2.4: Depicts the methodology for formulating Urban Design Precinct Plans
Source: City of Johannesburg Melville Precinct Plan 2017

The process followed when developing an urban design precinct plan as reflected on Figure 2.4 above varies a little from that of developing LSDFs as reflected on Figure 2.3, which was discussed earlier. Stages 1 to 3 of the Figure 2.4 of data collection and the status quo analysis are aligned with Phase 1 of the LSDFs formulation process in the contextual setting. Both the LSDFs and the Urban Design Precinct Plan must undergo participation processes, sectoral as

well as community engagement processes. While it must be appreciated that the terms of reference play a significant role in the plans, key differences that can be easily identified include the urban design precinct plans which emphasize more building and environmental aesthetic and urban management and the LSDFs are much more focused on directing land uses.

2.8.4 Formulated urban Design Precinct Plans

The City of Ekurhuleni has since from 2015/2016 financial year formulated 10 urban design precinct plans for strategic areas in the city and these are Kempton Park CBD, Dries Niemandt, Bredell, Benoni CBD, Germiston Lake and Rand Airport, Primrose, Thelle Mogorane Hospital node in Vosloorus, Wattville and Dunnottar. The following precincts; Natal Spruit and Blaaupan were under formulation during this study.

2.9 TOWN PLANNING SCHEMES

The Researcher provides the reader with discussions around the Town Planning Scheme with the intention of providing a holistic overview of the hierarchy and composition of planning policies in the City of Ekurhuleni. As previously indicated, this study focusses on two concepts which are LSDFs and Urban Design.

Town planning is situated at the lowest level of the hierarchy of planning tools as reflected on Figure 2.1. Town planning schemes are largely applied simply for the separation of land uses and activities by means of zoning. According to Charlton (2008); Watson (2008) and Nel (2011), town planning schemes were initially largely applied in urban areas that were inhabited by whites but recently a number of municipalities including the former townships reserved for blacks are now implementing the schemes. Zack and Silverman (2007) argue that town planning schemes earmark maximum development rights however these rights are often not taken up. The authors provide that “Where a town planning scheme may grant the rights for a multi-storey building, but a single storey development is undertaken on the ground, the development potential is underutilized. The stipulated objectives such as densification are then not achieved and thresholds for public transport and efficient service delivery are compromised” (Zack and Silverman 2007:11).

Spatial Planning and Land Use Management Act (Act 16 of 2013), is a framework for spatial planning and land use management which was adopted in 2013. Chapter three of SPLUMA deals with Land Use Schemes, the chapter first provides definitions of LUS and details their purposes; General matters pertaining to land use scheme; Preparation of draft land use scheme; Institutional framework for preparation, review or amendment of land use scheme; Council approval for

publication of draft land use scheme; Public participation; Incorporation of relevant comments; Preparation of land use scheme; Institutional framework for preparation, review or amendment of land use scheme; Council approval for publication of draft land use scheme; Public participation; Incorporation of relevant comments; Preparation of land use scheme; Submission of land use scheme to Council for approval and adoption; Publication of notice of adoption and approval of land use scheme; Submission to Member of Executive Council; Records; Contents of land use scheme; Register of amendments to land use scheme and Consolidation of amendment of land use scheme.

The City of Ekurhuleni undertook a process of consolidating a number of town planning schemes that were inherited from the former East Rand Municipalities and Peri-Urban Town Planning Schemes in 2014. While the town planning was developed in 2014, it is not in line with the provisions of the recently enacted Spatial Planning and Land Use Management Act (SPLUMA), 16 of 2013). SPLUMA requires a land use scheme to include regulations, maps and a register of all amendments. This has not yet been achieved with the City of Ekurhuleni Town Planning scheme. This is because the City Planning Operations Division has prioritized the Township Regularization project. This project forms part of the Provincial *Ntirisano* programme driven by the current Gauteng Premier Mr David Makhura, one of the key deliverables involves ensuring securing of tenure within the province by issuing title deeds to the previously disadvantaged communities.

2.10 CONCLUSION

This chapter's objective was to present the study's two key components of this research project which are the study area and policy context in the study area. The Researcher is confident that reader is orientated precisely in relation to the study area and policy settings in the study area.

CHAPTER 3: LITERATURE REVIEW

3.1 INTRODUCTION

The last chapter, provided the reader with the context of the study area. This chapter advances the argument through the examination of the literature. The bibliographies of journal articles provided rich sources for further investigation**.**

3.2 LITERATURE CONTEXTUALISATION

This part of the report provides the reader with a broad scope of literature about the four key threads of the study's literatures. From this objective, one has to accept the multiplicity involved in the research. To deal with concept of officials' 'practices', literature on 'everyday practices' are reviewed. For the spatial planning instruments and tools such as the LSDFs and Urban Design, the study reviews three threads respectively and these are literature on master planning and traditional planning; literature on the introduction of new policy instruments and lastly literature on policy implementation.

Literature on everyday practice explores the meanings and key debates both internationally and locally. Literature on traditional and master planning reviews key meanings, international and local discussions, key debates on master planning as well as its critics together with shifts towards strategic planning. Literature on the introduction of new policy in local government will include reviews of the gaps and lessons for officials. Lastly, literature on policy implementation will mainly review debates around the barriers for policy implementation.

3.3 EVERYDAY PRACTICES

According to Certeau (1984), everyday practices are, "ways of operating" that constitute the innumerable practices by means of which users re-appropriate the space organized by techniques of sociocultural production". Everyday practices in this context refer to activities that officials occupy themselves with on behalf of the state. This is to implement and enforce state produced instruments alongside activities that are structured to formulate and develop instruments to guide governance.

3.3.1 Theories of 'Everyday Practices'

Scholars and theorists have examined and analysed 'everyday practice' in urban governance in a context of power to understand the everyday encounters between the state and citizens, employing the Foucauldian Governmentality Approach. Governmentality is a study of power.

According to Foucault, there are three distinctions of forms of power. These forms of power include ‘political sovereignty’, ‘self-discipline’ and ‘conduct of conduct’.

3.3.2 Literature on ‘Everyday Practices’

The Practices of State in Urban Governance (PSUG) Research Programme located in CUBEs at the University of the Witswatesrand is aimed at ‘unpacking practices of local developmental states, through city making. Produced amongst other studies which relate to this research project, the first study is by Bosaka (2015), who explored the ‘Changing Practices of the State; how Johannesburg City Parks officials view opportunities and challenges of community engagement. Bosaka (2015) shows how ‘state officials understand their new mission to partner with communities’ (Bosaka, 2015:17). The article is centred on documenting the manner in which officials in the Johannesburg City Parks employs community participation as a new policy tool. Not far from Bosaka’s study is the study undertaken by Molema (2016) who investigated the practices of community engagement by the City of Johannesburg Development Agency (JDA) officials.

While both studies explore and investigate the practices of state officials, the studies are however, grounded on the concept of ‘community participation’. They both explore and investigate how state officials implement community participation. These studies presents and contribute three dimensions towards this research project. The first dimension or contribution deals with the understanding of practices of officials, the second dimension deals with shifts in practice, ‘changing practices’ or new practices relating to introductions of policy in local government, the third and last dimension deals with implementation. Missing from these studies is the focus and documentation of planning tools.

Bénit-Gbaffou and Oldfied (2011) inspired by the work of Zaniab Bawa (2011) and Partha Chatterjee (2004) ‘explored everyday practices and politics of accessing the state and state resources from a southern perspective’ (Bénit-Gbaffou & Oldfied, 2011). Bénit-Gbaffou and Oldfied (2011) indicate that the forms of state engagement that rely on personal linkages and politics of favour at the local level are an adaptation of local contemporary dynamics.

The article by Chatterjee (2004), according to Bénit-Gbaffou and Oldfied (2011) provides an analysis, which seeks to argue that the majority of the people who are referred to as the ‘political society’ enlists the services of brokers and politicians to mediate on behalf of the state. They further argue that the other group of the society whom they describe as ‘civil society’ or the elite society does not employ similar tactics to lobby for resource and services.

The study by Bénit-Gbaffou and Oldfied (2011) provides an investigation between the state, internal and external engagers. The study analyses ‘the State” and its role in urban governance, through a bottom-up approach focusing in particular on urban residents’ everyday encounters with the state (Bénit-Gbaffou & Oldfied 2011). This study is significant in that it explores practices at the grassroots and provides methods relevant in understanding everyday practices. While the article by Bénit-Gbaffou and Oldfied (2011) explores ‘everyday practices, Gupta (1995); Li (2005); Roy (2009) and Auyero (1999) premise on theorising and deconstructing the ‘state’. Focusing on the encounters with the ‘state’ as opposed to directly, focusing on encounters with ’state officials’ further amplifies the need for this research project.

In a case study commissioned by Urban Landmark at the University of Pretoria, the Department of Town and Regional Planning undertook a research entitled, ‘Urban Development Practice, Developers and Municipalities Share Experiences’. Oranje, Landman and du Toit (2008), reviewed ten development projects to record the lessons that could be learned by municipal officials and the developers, with the primary objective of learning key factors that influence decision making in development projects. This research documents key lessons to be learned from previous means of implementation in the local government. Some of the lessons include, empowering and developing planning officials, the significance of understanding the local context when formulating spatial instruments that addresses the local challenges.

3.3.3 Finding the link between norms and everyday practices

Crawford (2002) classified norms into broad categories; in her argument dealing with the changing worlds, she describes the first category of norms as ‘normative beliefs' and the secondary of norms according to her deals with ‘behavioral norms'. Her definition of ‘normative beliefs' deals with ideas individual group holds in their actions and behaviours, while her definition for ‘behavioral norms' is described as the dominant practices or dominant behaviors. The Researcher identified social, practical and official norms as relevant for this research project to adequately explore and understand official’s practices. The difference between three norms is that social norms are “what people in some group believe to be normal in the group, that is, believed to be a typical action, an appropriate action, or both” (Paluck and Ball 2010:9). Practical norms are described as rules that are not complying with formal rules but are nevertheless enforced (Olivier de Sardan, 2003). Official norms according to Olivier de Sardan (2015:5) are described as “formal rules that control and guides the conduct of officials”. Everyday practices in this context refer to activities that officials occupy themselves with on behalf of the state. This is to implement

and enforce state produced instruments alongside activities that are structured to formulate and develop instruments to guide governance.

3.4 TRADITIONAL PLANNING AND MASTER PLANNING

Master planning is described as the orderly planning of a system aimed at developing an overarching document that determines spatial layout and land use. A traditional master plan includes the following elements; goals and policies, land use, housing, economic development, natural resources, open space as well as recreation, services, facilities, transportation, circulation and implementation.

Watson (2016: 33) argues that, “the rational, technical, planning model of the 1950s and 1960s had origins within the positivist epistemology rooted in the enlightenment tradition of modernity, and was concerned primarily with procedural planning issues”. Watson (2009:154) also provides that “planning in many parts of global South has been strongly informed by planning traditions which emerged in other parts of the world”. The author provides that, “postcolonial theorising has had a major influence on the southern thinkers in planning and other disciplines” (Watson, 2016:37).

The author also equally indicates that, “town and regional planning spread from its areas of origin to the rest of the world through vehicles such as colonialism and the “development agenda” (Watson, 2009:154). According to Klug *et al., (2010*: 414), “master planning became the dominant form of spatial planning in many parts of the world”. Watson (2009:172, as cited in Tait & Jansen, 2007:107) argues that the spread, however, “does not reflect the spatial complexities of places in which they are applied”.

3.4.1 Literature on traditional master planning

Harrison (2006); Charlton (2008); Christopher (1997); Giddings and Hopwood (2006); Oranje, (1995; 2010); Todes (2008); Sekonyela (2014); Nel (2011) and Watson (2002, 2003) provide dynamics of traditional master planning in a South African context. Dewar and Uytenbogaardt (1991) argue that under apartheid, spatial planning in South African cities largely took the form of master planning. Berrisford (2001) argues that there has been very limited change to the legal framework governing urban planning: land use changes and new developments continue to be approved in terms of pre-1994 legislation up until the implementation of SPLUMA from 2013.

The emergence of South Africa as a democratic state in the mid-90s has developed hand in hand with the rapid adoption of international frameworks (Boshoff & Irurah, 2003:256). According to

Watson (2003), ‘development of new national policies has been seen as an essential part of post–apartheid reconstruction’. According to Watson (2003) the re-organisation of local government took place throughout the 1990s, at the same time integration and development became key concepts in policy documents, setting out the new role of the local government. The local government changes were a kind of public-reform not seen elsewhere in the world in recent decades (Watson, 2003:144). Harrison (2003) provides that the mechanisms that emerged were developed for the purposes of promoting coherence at the local level.

From a spatial perspective at the local government level, Powell (2012:16) claims that the local sphere of government was requested to do more with less intellectual and resource capitals. The local sphere has progressively developed numerous policies as an attempt to radically transform the spatial landscape and at the same time address the service delivery challenges. The officials that were involved in the drafting of the new system tended to be either Whites, schooled in the old planning systems and keen to maintain the status quo, or new officials, who still had to find their feet (Oranje , 2003:185).

Oranje and Merrifield (2010) observe that in the South African context there are many policy instruments that were deployed by the state officials, which came in a variety of forms. According to Harrison (2008), the key instrument in the municipal planning framework is the Integrated Development Plan (IDP) and its core components as prescribed by the Municipal System Act (Act 32 of 2000).

3.4.2 Criticisms of master planning

Planning systems originating from the north have been largely criticised mainly because of the following reasons. In the UK and the US “planning theorists on both sides of the Atlantic were immersed in planning in advanced capitalist economies” (Watson, 2016: 34). Its functionality and viability was “reliant on the existence of stable, effective and accountable local government” (Watson, 2009:158).

Beall (2002) as cited by Watson (2009:158) indicates that planning and its systems has found itself at the heart of the local government’s contradictory pressures to promote local governments in order to promote urban economic competitiveness. On the other hand, while dealing with the fall-out from globalisation in the form of growing social exclusion, poverty, unemployment and rapid population growth are often in a context of unfunded mandates and severe local government capacity constraints. Watson (2009:170, citing Bestill and Bulkeley, 2007) argues that most urban plans do not explicitly address the issue of adaptation to climate change’. ‘Notwithstanding the

fact that “engagement with stakeholders and communities was not part of the process and the planner’s role was that of the technical expert in the land use management the processes” *(ibid).* Traditional master planning has been criticised, but continues in various forms (Klug *et al., 2010*: 414).

3.4.3 Shifts to strategic planning

According to Watson, (2009:186), “there have been important shifts in the global north away from comprehensive master plans and towards strategic plans”. There is a “new form of open participatory governance” *(ibid*). There are “attempts to integrate decision-making with other functional policy areas and more strategic, flexible and implementation-orientated plans, shifting ‘away from older rigid zoning schemes” (Watson, 2009:170). Klug *et al., (2010, p.416)* on the other hand argue that, “in the European context, spatial planning has shifted from focusing on land uses towards an emphasis on the spatial integration of sector policies”. These shifts are relevant in context of local government South Africa in promoting flexibility and participation in the formulation of planning instruments. As result of these shifts, planning is gradually acknowledging informality which is extremely prevalent in the Africa and other in Cities of the South.

3.5 INTRODUCTION OF NEW POLICY INSTRUMENTS IN LOCAL GOVERNMENT

Globally, the introduction of new policy instruments in local governments is one of the key processes undertaken by officials. The process sets the tone and predetermines the life expectancy of the introduced instrument. This process requires officials to be creative and innovative. This is simply because ‘new’ is associated with ‘ground breaking’, ‘theory of change’ or ‘Out with the old’ and ‘in with the new’ expressions. While the process involves numerous efforts to be undertaken, officials are expected to live up to this expectation. Official’s undertakings must, however, be within the context that may have led to the emergence of the policy instruments.

According to Driessen, Dieperink, Van Laerhoven, Runhaar, and Vermeulen, (2012:157) new policies in planning can emerge from “conflict, power, policy learning and adaptive capacity”. They maintain that conflict, power, policy learning and adaptive capacity also explains why there is change or new policy instruments in local governments. Pillay, Tomlinson and du Toit (2006:302) suggest that a policy process generally emerges “in a context of changing economic, political and social circumstance”. Paradigm shifts and urban regimes play a significant role in the emergence of new policies. The disadvantage of policies that are influenced by ‘paradigm shifts’ or ‘urban

regimes' is that they are usually radical, passive and neglectful of absorbing good practices that may have prevailed in the previous 'paradigm shifts' or 'urban regimes'.

In the South African context, a report published by the South African Cities Network (2012) provides that policy may emerge to correct the inappropriate planning instruments like the ones that prevailed during the apartheid regime in South Africa, which undermined human rights. As a result, the SACN (2012:9) observes that, "after 1994, South Africa underwent fundamental provincial and local government reform, new laws, new configurations of provinces and local governments and many new policies, heralding a complete paradigm shift in government". The emergence and the introduction of local planning instruments such as the Development Facilitation Act in 1995 and Land Development Objectives very early in the dawn of democracy in South Africa, was primarily to create "extraordinary measures to facilitate and speed up the implementation of reconstruction and development programmes and in relation to land" (RSA, 1995b:1).

The introduction of new policy instruments in local government is part and parcel of "the process of improving the performance of existing systems and of assuring their efficient and equitable response to future changes" (Berman 1995: 27). As a result, policy may emerge in response to public demands, which warrant practices of officials in this instance to consolidate efforts in order to address services delivery matters. Policies emerge as a result of improving officials' practices or the existing systems in order to address services delivery challenges.

3.5.1 Gaps in the emergence of new policies of planning in local government

In the context of local government of South Africa, the introduction of new policy usually emerges without adequate policy analysis, monitoring and evaluation of current policies. At times new policies emerge without thoroughly testing and exhausting the current or old policies. Challenges in official's competencies are usually overlooked and usually never considered as the reasons for policy deficiencies. Change is pushed regardless of understanding official capacities. According to the South African Cities Network (2012:24-25) "over and above the numerical weakness of the professional capacity, i.e. purely in terms of the numbers of planners and support staff, there is also a widespread sense that the available capacity is not equipped or trained to confront the very substantial challenges facing it. On the whole, the experience of planners (and their support staff) is with the implementation of the Ordinances and their experience with the other legislation is generally minimal".

3.5.2 Lessons

Globally, a review of different theoretical approaches on the nature of policy change and implementation provided by the Organisation Economic Co-operation Development suggests that, “lessons from policy change literature suggests that theories have become more sophisticated over the years, and have built upon earlier ones and that each theory has its own strength and weakness, and applicability differs across policy areas as well as the extent of change” (2013:1). OECD (2013) further stipulates that it is therefore essential to understand and establish the extent of policy learning and to establish preferences of officials and their beliefs.

Platzky (1998) observes that planning policies emerged and those developed were essentially based on lessons that were learned in the regional European context. Koma (2010:13) suggests that local government in South Africa needed to “explore, share and apply best practices in areas affecting service delivery such as the human resources, institutional systems and policies and policies”.

In the context of South Africa, the National Planning Commission (2012) observed that new policies emerge without stabilising the political and administrative interface. The commission suggests that there should be a practice of thorough introspection, which must include long-term skills development strategies for senior managers and technical professionals implementing planning instruments at local government level. “Planning needs to be seen as an on-going process and should not be reduced to the production of documents. This means putting analysis, discussion, dialogue and debate at the heart of planning. Planning should include space for reflection on past trends in order to ensure effective learning from existing practices. This also means reflecting on the role of research in planning” (National Development Plan 2015:89).

3.6. POLICY IMPLEMENTATION

This part of the literature deals with the final thread, which is policy implementation. Policy implementation is usually a stage of great actions and its impact arguably exceeds other stages of the policy lifecycle. It also reveals and directs key officials who will implement the policies. Policy implementation can be defined as a process of carrying out a government decision (Berman, 1978). Berman (1978:162) further provides that “implementation is an iterative process in which ideas, expressed as policy, are transformed into behavior, expressed as social action”.

DeGroff and Cargo (2009) in their definition identify the dynamism evolutionary nature of policy implementation. They argue that policy implementation is a “change process which includes networked implementation structures, influenced by socio-political conflict, and administrative

reforms that shape how policy ideas are translated into social betterment programs" (DeGroff and Cargo, 2009: 56). The Figure 3.1 below illustrates a typical holistic overview of a policy life cycle.

Policy implementation requires officials to have certain sets of key skills and abilities. Officials must be able to comprehend the processes and procedures of policy implementation. Processes and procedures of policy implementation can be complex and cumbersome and they may involve multiple actors, as they may also operate at multiple levels. Van Meter and Van Horn (1974:447-448) attest to this argument by providing that, "policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth prior to policy decisions".

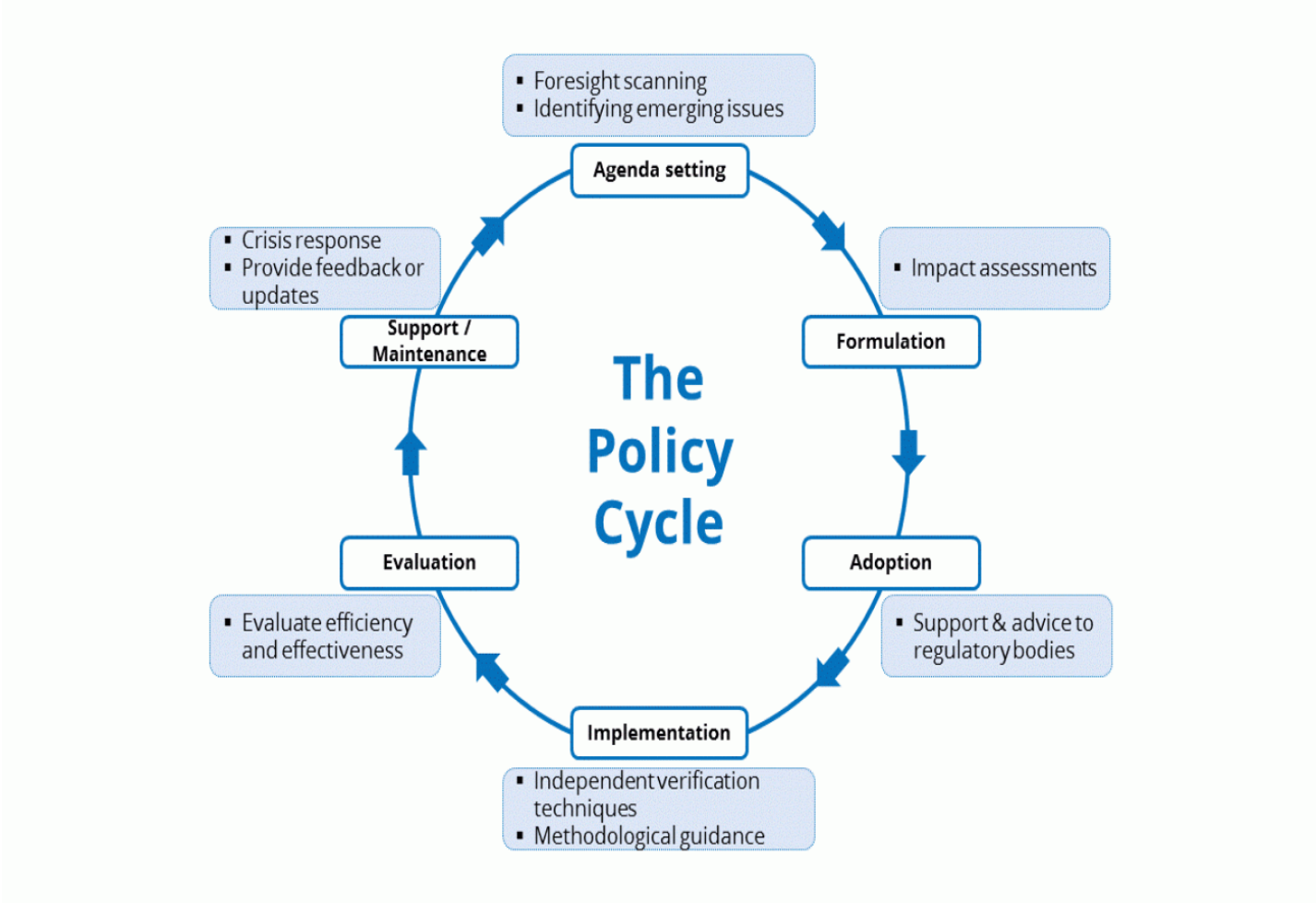


Figure 3.1: The policy cycle showing where different types of scientific advice can be given.

Source: Gif created at http://gifmaker.me/

3.6.1 The meaning of policy implementation

Bain (1992: 112) indicates that, “the process of implementation unfolds in a chronological and sequential fashion in which policy formulation precedes policy implementation”. As reflected in the above Figure 3.1. The process of policy implementation requires consolidated efforts mainly because the State cannot implement its policies on its own. In order for implementation to be successful the State needs to work hand in hand with all the stakeholders. Planning officials on their own are unable to implement spatial planning instruments as they require the help of other development sectors such as the engineering, social and economic and environmental specialists.

3.6.2 Literature on policy implementation

Brynard (2005) argues that policy implementation is arbitrary in that research has been limited to time; quantity; policy type; and is too restricted in defining the concepts of implementation and focused on the approaches of implementation with reference to ‘bottom-up’ versus the ‘top-down’ approaches. In this fashion research on policy implementation has advanced ‘machine like’, ‘scientific’, ‘predictable, vested in the classical model of policy. As a result of this arbitrary approach in literature, O'Toole (1986: 202) observes that, “the field of implementation has yet to address, as part of its research strategy, the challenge of contextuality, beyond fairly empty injunctions for policy makers, implementers, and researchers to pay attention to social, economic, political, and legal setting”. Najam (1995) observes that policy implementation literature, is yet to be focused on “factors between and within implementing organisations’ commitment and capacity of actors within these implementing agencies; the complex and dynamic implementation environment; or the behaviour of target groups and other stakeholders” (Najam, 1995:15).

3.6.3 International context

International literature indicates that, “policy implementation research, and policy research, has run the gamut from macro-level and top-down analyses focusing on how organisational and bureaucratic norms and constraints influence policy implementation, to micro-level analyses highlighting the role of the individual actor as an interpreter or sense-maker in the process of policy implementation” according to Spillane, Reiser, Reimer, (2002:389). According to Torenvlied and Akkerman (2004), there is a group of scholars that emphasise the importance of interactions of public and private organisations in processes of implementation. According to Christensen and Laegreid (2001), there is another group that emphasizes the importance of involving actors from outside the public sector in policy implementation.

Hameed and Nadeem (2007), “discuss the projections and pre-conditions for successful implementation of the new Plan in the light of historic analysis, interviews with stakeholders and the new institutional context under the devolution plan” (*ibid)*. This study is, however, limited in that it focuses solely on problems; the study provides an account of weaknesses and constraints, in the process of preparing plans and implementation of strategies. Their paper is limited in that it fails to acknowledge that lessons should also be drawn about the elevation of officials’ good practices since plan and their implementation cannot be bad from beginning to the end. The study based on the Lahore Metropolitan Area, in Pakistan provides an international account that provides a gap that deals with a more localised account, which will be addressed by this research project.

In their study, Hameed and Nadeem (2007) observed the following challenges that characterised the implementation of the plan. The authors indicate that the city did not have enough planners, “the city faced shortages of planners and other technical staff to undertake the process of implementation, monitoring, and review of the plans” (Hameed & Nadeem, 2007:104). The authors also cite that institutional set-up and preparation approaches led to the lack of coordination. In the midst of these challenges they also claimed that the plan did not have any legal status which led to poor enforcement. There were also insufficient financial resources to implement the spatial instrument.

Hameed and Nadeem (2007) recorded the following lessons to improve planning officials’ practices in policy implementation. Firstly, they suggest “Developing institutionalised coordination mechanisms particularly to link the decision making processes about budgets and infrastructure improvement and development with those of land management” (Hameed and Nadeem, 2007:106). Secondly “Capacity building of agencies responsible for implementation of the new Plan both, by deputing additional technical staff, and through periodic training of the staff” (*ibid)*. Thirdly, they suggest “streamlining legal provisions pertaining to the nature of plan, and plan approval, review and monitoring arrangements” *(ibid)*. Finally, and most relevant is the suggestion of efforts towards recording successes, challenges and learning from this.

3.6.4 African context

“In the African context research on policy and implementation continues to highlight the complexity and unpredictability” (Maima, 2013). In the African context studies on policy implementation are largely clouded by political unrest in the context of colonisation and globalisation. Dziany (2011:12), “Policy formulation and implementation has often been bedeviled

with many challenges of different magnitudes and gravity, many of which have their root cause as bureaucracy*" (ibid).* African policy implementation has also been twisted around the informal and 'illegal' practices and arrangement that happens between State officials and citizens which is not foreign to cities of the global south.

3.6.5 Local context

"Since the early 1990s policy makers have been grappling with land management issues, with the specific intension to reverse the negative spatial, social, economic and political impact of the apartheid city" (Parnell and Jusoh, 2008:11). South Africa went through a major review of policies especially during 1995 to 1996. As a result, South Africa as a developing state in the continent of Africa is "currently in the midst of the implementation era" (Brynard, 2005:4). "Policy implementation and service delivery are critical for both the public and private sectors" (Brynard, 2005:6).

Oranje, (2010:47) argues that when "turning to implementation, post-apartheid spatial development planning initiatives have had far more of a life on paper than in practice". "The reason for the gaps in implementation, and the lack of implementation" according to Merrifield, Oranje, and Fourie, (2008) can be attributed largely to, "(1) Fears of micro-management by an all-powerful super-ministry and loss of independence and planning, budgeting and implementation capacities, (2) Concerns about the political fall-out of the implementation of proposal, (3) Inability and/or fear to deal with vast sums of funds that may be involved, (4) A lack of understanding of the proposals, and (5) A short-term focus on immediate issues".

3.6.6 Barriers of policy implementation

Implementation processes will meet resistance no matter how good the intentions and the preparation. The executive in charge must be ready to deal with a variety of types of barriers to change (Ejler, Ostersen, Graff and Dyrby, 2016). According to Ejler *et al*. (2016), there are four main barriers that create resistance against implementation and these are practical/technical barriers; competency barriers; cultural barriers and management barriers as reflected in Figure 3.1.

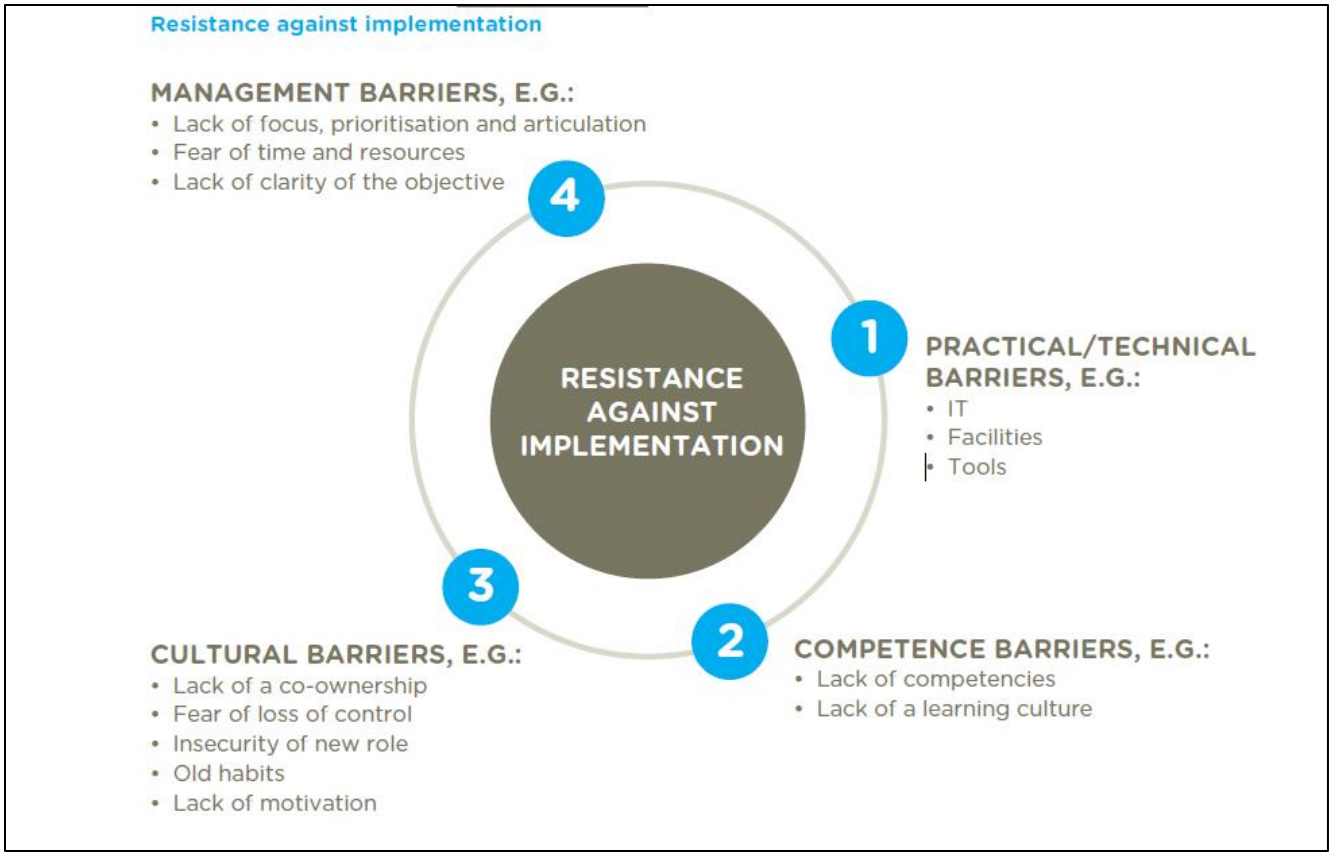


Figure 3.1: Resistance against policy implementation

Source: Ejler. et al, 2016

Practical and technical barriers relate to information technology deficiency alongside with the ability to use IT programmes. Practical/technical barriers are also created by sterile working environments and inefficient policy implementation tools. Cultural barriers can be defined as barriers that result from rules and practices of organisations. Cultural barriers according to De Long and Fahey (2000) are reflected in values, norms and practices. These become barriers when they dictate what practices belong to the organisation and how these practices prevail overtime. Competency barriers relate to the shortage of skills and specialisation alongside the inability to attain education to improve one's competency. Management barriers are instabilities that prevail from incompetent leadership.

3.7 CONCLUSION

The objective of this chapter was to review the four threads of the research project; the Researcher discussed key concepts and debates relating to everyday practices, traditional planning and master planning, introduction of new policy instruments in local government and policy implementation.

The Researcher identified social, practical and officials norms as relevant for this report project to adequately explore and understand officials' practices. The reviewed literature on everyday practices revealed that there is a link between everyday practices and norms. Everyday practices are activities undertaken by officials on behalf of the state. The activities to enforce state produced instruments and the formulation of these instruments are respectively determined by social, practical and officials norms.

Literature on traditional and master planning in the context of South Africa revealed that the local sphere has adopted and progressively developed numerous policies as an attempt to radically transform the spatial landscape and at the same time address the service delivery challenges. Urban planning is still predominately governed by pre-1994 legislations. Recent shifts in planning framework has led to the formulation of SPLUMA which seeks to address the disparities of the past and creation of spatial integration.

Introduction of new policy instruments in local government forms part of the key processes undertaken by officials. Debates under this thread revealed that context plays a critical role in the introduction of new policy. In the context of South Africa new policy emerge to correct the inappropriate planning instruments like the ones that prevailed during the apartheid regime. While from the international context, new policy can emerge from the intention of changing economic, political and social circumstances. Despite reasons for the emergence of new policy both locally and internationally, there is still inadequate policy analysis and through understanding of officials practices and capacities.

Lastly, debates on policy implementation revealed that literature is yet to be focused on "factors between and within implementing organisations' commitment and capacity of actors within these implementing agencies; the complex and dynamic implementation environment; or the behavior of target groups and the other stakeholders" (Najam, 1995:15).

CHAPTER 4:
RESEARCH METHODOLOGY

4.1 INTRODUCTION

This chapter provides the reader with the methods and techniques that were employed by the researcher to respond to the research questions and sub-questions. It is for this purpose that qualitative and quantitative data collection methods linked to inductive thinking or reasoning were observed. The study combined numeric and interpretative strategies. The study employed surveys, interviews, observations, documentary analysis and review. Prior to discussing research processes, the Researcher will first provide the reader with their research position.

4.2 RESEARCH POSITION

As previously indicated in Chapter two under the study synthesis, this research was undertaken in the City of Ekurhuleni Metropolitan Municipality. At that time, the Researcher was employed as a Spatial Planner at the City's City Planning Department, Metropolitan Spatial Planning Division. Prior to joining the Metropolitan Spatial Planning Division, the Researcher had occupied a Town Planning Technician position in Operations (Land Use Management) Division at the Kempton Park CCA (Customer Care Area) still within the City Planning Department.

In light of the above, the study area presented the Researcher with rich, unique dynamics and easy access to officials and documentary sources. Apart from these benefits in the contexts of Gauteng City Region the City of Ekurhuleni is not as researched as the City of Joburg and the City of Tshwane. The Researcher identified the gap that exist in understanding and documenting officials practices particularly in the City of Ekurhuleni because of the minimal attention that is conferred to the City of Ekurhuleni.

The Researcher's intention with this paper is to initiate a localized inclination that positions the planning community particularly planning officials to self-explore, self-correct and learn from their own experiences and provide solutions to current challenges. Planning officials should not be dictated to use imported planning instruments as solutions to the local challenges. Planning officials need to be encouraged and motivated to explore and embrace practices that are relevant to their own circumstances or context.

The research seeks to challenge the notion of perpetual consumption of the narratives that are exclusively conveyed by academics and imported from abroad. The Researcher will do this by documenting practices of officials in the City of Ekurhuleni's City Planning Department. During

the period of her research, the City Planning Department's planning officials were occupied with efforts of introducing and formulating key strategic Urban Design Precinct Plans.

4.3 RESEARCH APPROACH

The research project is exploratory and adopts both quantitative research methodology through a literature review, structured and unstructured interviews and surveys which forms part of the questionnaires conducted with the City of Ekurhuleni officials. The researcher has opted to employ a mixed methods approach for this research project. "In theory a distinction is made between two basic research approaches that is, qualitative and quantitative" (Denzen, 2002:39). The concept "qualitative" according to (Denzin and Lincoln, 2002:17) "implies an emphasis on the qualities of entities and on the process and meaning that are not examined or measured in quantity, amount, intensity or frequency. *See Figure 4.1*

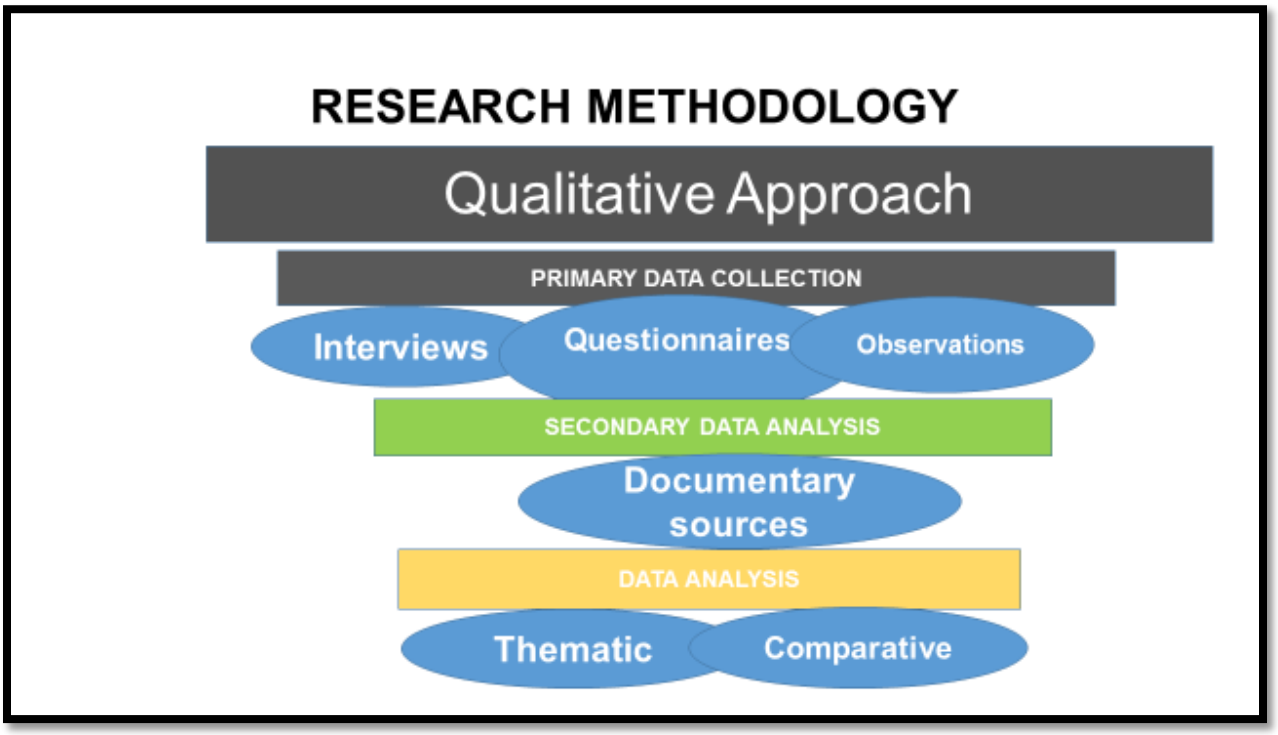


Figure 4.1: Study Methodology

Source: Author, 2019

The combined research strategies enabled the researcher to broaden the dimensions and enhance the scope of the research project. Furthermore, "the major strength of mixed methods designs is that these allow research to develop as comprehensively and completely as possible and when compared with a single method the domain of inquiry is less likely to be constrained by

the method itself" (Radebe-Radebe, 2014:34). The application of the methods was sequential, since according to (Denzin and Lincoln, 2002:10) "in the sequential use of mixed method designed to resolve problems or issues uncovered by the first study or to provide a logical extension from the findings of the study".

4.4 DATA COLLECTION METHODS

Interviews, observations, and documentary sources are primary instruments used for collection of data for this research project.

4.4.1 Interviews

The Researcher designed the interview questionnaire to consist of both quantitative and qualitative variables, open-ended and close-ended questions. Open-ended questions are significant for this research project as they allow "participants to come up with their own words, phrases, or sentences to respond" (Donors-Choose 2018:1). Open-ended questions facilitated the process of adequately documenting official's narratives without any prohibits. Close-ended questions are important as well for this research project because they facilitated the process of exploring the significance of LSDFs through ordered multiple questions. *Study Questionaire is attached as* ***Annexure B****.* Broadly, the questionnaire deals with questions about the roles and experiences of officials in the implementation of LSDFs together with questions relating to formation of the UDI in the City.

4.4.2 Observations

The researcher as an employee of the city planning department undertook both direct and indirect observations. Direct observation is about "watching people and recording their behaviour on the spot" (Calvert, 2002:15). Direct observation took place in three city planning officials' engagement platforms. These platforms included the Metro Spatial Planning Division technical meetings; Division's Urban Design Initiatives (UDI), Precinct Planning PSC (Project steering Committee meeting) and during the City Planning' Department's combined site inspections. Indirect observations were equally employed as a tool to gather data. In indirect observation the researcher must rely on the reported observation (including self-observations) of others.

4.4.3 Documentary sources

(McNamara, 1988) notes the advantages of using document data as "providing inclusive and chronological evidence without interrupting a programme or a client's routine in a programme; the evidence is already present and there are fewer biases about it" (Yin, 1994:98). However, the author warns that, "researchers need to use documents carefully and should not accept them as

literal recordings of events that have taken place. Documentary research is concerned with the use of written records of information" (Calvert, 2002:78) and the collection of such records is referred to as archives. Documentation sources that the researcher used from the city were the IDP, GDS, MSDF, RSDFs and LSDFs.

4.5 KEY RESPONDENTS AND TARGET

"A universe is defined as all potential subjects who possess the attributes in which the research is interested whilst a population limits the boundaries of the study unit to those who possess specific characteristics" (Strydom & Venter, 2002:198). The study involved eleven of the officials of the City Planning Department. Officials that were participated in this research project are reflected the table below;

RESPONDENTS GROUP A	**(3) Three Area Managers from City Operations Division-CCA's**	
	Position in the City Planning Department	**Reason for selection to form part of the study**
Planner D1	Area Manager Boksburg	Expertise
Planner D2	Area Manager Alberton	Expertise
Planner D3	Area Manager Germiston	Mentor- Accessibility and PDA Expertise
RESPONDENTS GROUP B	**(4) Four officials from the Metropolitan Spatial Planning Division**	
	Position in the City Planning Department	**Reason for selection to form part of the study**
Planner A1	Senior Planner in the Metropolitan Spatial Planning Division	Senior- Accessibility & Expertise
Planner A2	Senior Planner in the Metropolitan Spatial Planning Division	Senior- Accessibility & Expertise
Planner A3	Planner in the Metropolitan Spatial Planning Division	Accessibility & Expertise

Planner A4	Junior Planner in the Metropolitan Spatial Planning Division	Diversity and accessibility
RESPONDENTS GROUP C	**(1) One Official from the City Operations Division- EMPT**	
	Position in the City Planning Department	**Reason for selection to form part of the study**
Planner B1	Planner in the EMPT (Ekurhuleni Municipality Planning Tribunal)	Legal expert and accessibility
RESPONDENTS GROUP E	**(2) Two officials from the City Operations Division- Quality Control**	
	Position in the City Planning Department	**Reason for selection to form part of the study**
Planner E1	Senior Planner in the Quality Control Section	Veteran in the department
Planner E2	Planner in the Quality Control Section	Diversity
RESPONDENTS GROUP F	**(1) One Specialist Planning Division**	
	Position in the City Planning Department	**Reason for selection to form part of the study**
Planner C	Junior Planner in the Specialist Planning Division	Accessibility and expertise

Table 4.1: Key respondents of the study

Source: Author, 2017

Figure 4.2 of the report provides details of the key respondents of the study. The above population is designed in a way that enables the reader to navigate with ease and immediately understand the role of each selected planning official in the department and reasons that led to their participation in the study.

While the research mainly focused on the City Planning Department, planning officials as reflected in Figure 4.2 also formed part of the study through observations as reflected on Figure 4.3 below. These external officials were observed during the interactions with the City's Planning Officials.

Non- Respondents	Sector – Department – Interactions
Officials from Municipal Sector departments	Other Departmental Planning officials-From Roads and Stormwater, Energy, Real Estate, Environmental, and Human Settlement
Appointed Consultants	Private Sector appointed to drive the UDI
Other City Planning Officials interacting with the study sample	City Planning

Table 4.2: Non- Participants- indirect respondents of the study

Source: Author, 2017

4.6 DATA ANALYSIS

Marshall and Rossman (1999:150) describe data analysis as the process of "bringing order, structure and meaning to the mass of collected data". This analysis helps to shape the direction of data collection. To analyse qualitative data, the Researcher employs thematic and comparative methods of analysis. Thematic analysis is used to "identify analytical themes within narratives" (Saunders *et al.,* 2012: 601). Thematic analysis can be used to analyse individual narratives or multiple, related narratives. In either approach, the research has to pay attention to the chronological sequence and contextual background of the themes identified. In comparative method of analysis Dey (1993:10) argues that, "we must be able to identify bits of data which can be related for the purposes of comparison". Quantitative analysis techniques such as tables, graphs and statistics will be employed to analyse quantitative data, this will assist to explore, present, describe and examine relationships and trends.

4.7 ETHICAL CONSIDERATION

Yin (1994:48) defines ethics as a, "systematic thought process that leads to a desirable course of action and involves obtaining relevant information, assessing, mapping out feasible alternatives for action and selecting a defensible solution". Radebe-Radebe (2014:14 citing Fox and Meyer, 1995:55) considers ethics as a "system of moral principles (relating) to that branch of philosophy dealing with values relating to human conduct, with respect to rightness or wrongness of certain actions and to the goodness and badness of the motives and ends of such actions. It constitutes the basic principle of right actions undertaken based on rules of conduct".

Radebe-Radebe, (2014:29) citing Bickman and Rog, (2009:6) indicate that “ethics in research refers to the social code that conveys moral integrity and adherence to widely acceptable values in the research fraternity’. Radebe-Radebe, (2014:29) argues that, “general ethical standards for research are undertaken in account for commitment to honesty, avoidance of plagiarism and biasness, and to promoting respect and dignity”.

Decision about who will be consulted and invited to participate in the study were influenced by the Researcher’s experience as a planning official in the metro and largely based on the fact that the Researcher forms part of the team project managing the production of the urban design initiative in the metro. This is solely based on the fact that the Researcher’s experience as an official has positioned her to adequately ascertain who is best to contribute in the study.

4.7.1 Permission and access

The Researcher, acquired a written consent from the City Planning Department to undertake the research project. Memorandum from Divisional Heads of City Operations and Metropolitan Spatial Planning are attached as annexures.

4.8 CONFIDENTIALITY

The selected participants were requested for permission to record the interviews and meetings that form part of the study. During these interviews and meetings, the Researcher was not at liberty to discuss, suggest or comment on any sensitive or any other matters relating to the current formulation the Urban Design Initiative.

4.9 LIMITATIONS

The UDI Project is in progress and as a result, there were matters that could not be disclosed in this research. There were also limitations with regards to detailing the practices of officials in situations where a private owner is involved. The research was also not able to extensively present matters pertaining to ACSA due to the sensitivity and confidentiality of the proposed master plan. However, these limitations did not deter the research from providing an adequate presentation of events.

CHAPTER 5:
OFFICIALS' NARRATIVES: THE CHRONICLES OF IMPLEMENTING LSDFs IN THE CITY

5.1 INTRODUCTION

The previous four chapters familiarized the reader with the details pertaining to the purpose and significance of the research project, the reviewed literature, as well as the research methods employed by the research to gather data. This chapter proceeds to provide the reader with the results of the fieldwork. The findings of the fieldwork reported in this chapter deals with the implementation of LSDFs.

This chapter responds to the following sub-questions; how do officials describe their roles in the implementation of the Local Spatial Policy; how do officials assess the benefits and limitations of LSDFs as a spatial planning instrument? Partially responds to the third sub-question; to what extent do good practices of the officials derived from the implementation of LSDFs benefit the newly introduced Urban Design Precinct Plan Initiative?

As a point of departure the Researcher reports on norms that inform and influence official's everyday practices. Once norms are put into perspective, the Researcher reports on the practices of officials, their views on their respective roles in implementing the LSDFs. This is then followed by a report on how officials assess the benefits and limitations of LSDF as a planning tool. This assessment is done by means of reporting on official's respective experiences and how they measured the relevance of LSDFs as planning tools.

5.2 NORMS AND EVERYDAY PRACTICES

The Researcher identified social, practical and official norms as relevant for this research project to adequately explore and understand official's practices. The Researcher distinguished between the three norms and described social norms as "what people in some group believe to be normal in the group, that is, believed to be a typical action, an appropriate action, or both" (Paluck and Ball 2010:9). Practical norms are described as rules that are not complying with formal rules but are nevertheless enforced (Olivier de Sardan, 2003). Official norms according to Olivier de Sardan (2015:5) are described as "formal rules that control and guides the conduct of officials". Everyday practices in this context refer to activities that officials occupy themselves with on behalf

of the state. This is to implement and enforce state produced instruments alongside activities that are structured to formulate and develop instruments to guide governance.

5.2.1 Official's norms unpacked

The interviewed respondents were requested to provide an indication of norms which influence their roles and practices when implementing LSDFs. Officials were provided with three options as discussed above. Out of the interviewed officials a majority of seven out of eleven said all three norms influenced their practices equally. Two out of the eleven respondents indicated that their practices are influenced by practical norms only. The remaining two out of the eleven respondents indicated official norms as the only influence in their practice. See Figure 5.1 below

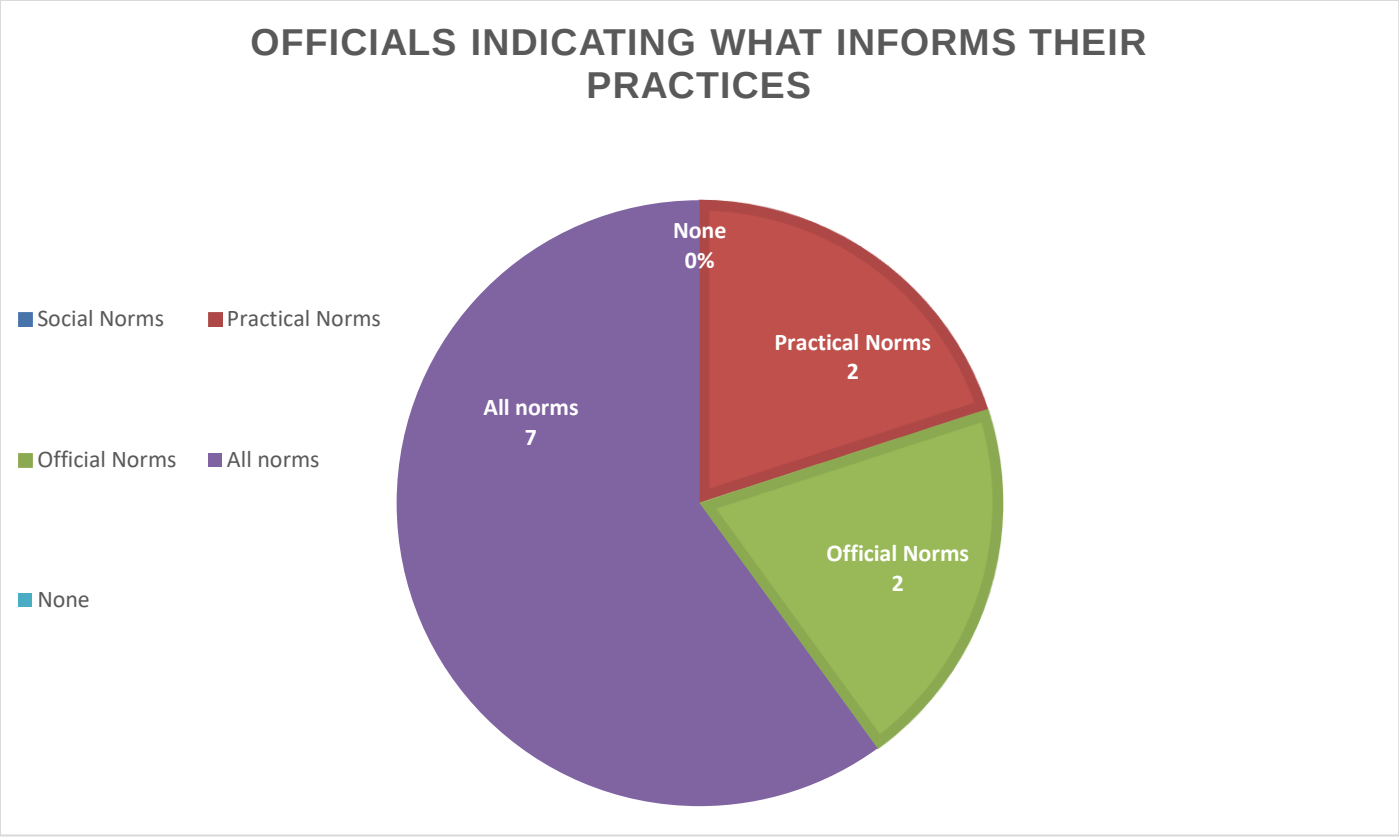


Figure 5.1: Depicts official's *indication of what forms of norms influence their practices*
Source: Author, 2017

Researcher observed that the group of respondents that indicated that all three norms influenced their practices equally was largely characterized by officials from the City Planning Operations Division in the Customer Care Areas (CCA). CCA's are the municipal satellite offices spread in the 9 towns. Officials working at CCA's are more at the grassroots level and interact with communities. This assessment is proven true by utterances provided by *Planner C1, 2017 and*

Planner D3 as reflected below. Planner D1 and Planner D3 are both Area Managers at Customer Care Areas.

Box 5A

"My actions in implementing LSDFs are determined and controlled by Official norms, through the job description, delegation of powers an in as far as the departmental mandate is concerned. There are also societal issues to consider when you implement LSDF which is unlikely covered by the Official norms and as a result of that Social Norms kick, and sometimes practical norms are applied because not everything is black white. You go to all the CCA, we are sometimes confronted by issues that force us to develop our own practices relevant for own CCA".

Planner D1, 2017

Box 5B

"Planning and its planning tools are usually rigid and as there is evidence in the challenges presented by the LSDFs in term of their updates, you need to keep up with the trends, it is for this reason that one finds a balance by the application of all three norms, official, social and practical norms".

Planner D3, 2017

5.3 MAKING SENSE OF THE ROLES AND PRACTICES IN IMPLEMENTING LSDFS

In order to put into perspective, the roles of officials, the research provides the official mandates of the department and the respective divisions. Zooming in on the City Planning Department, it is responsible for driving, sharpening and shaping the City's spatial form within the built environment, as articulated in the Integrated Development Plan (IDP) and the Growth and Development Strategy 2055 (GDS). The spatial development agenda is advanced through various city development policies, plans, growth management initiatives.

5.3.1 City Planning Department functions

In addition to its main responsibility discussed on page 47, the City Planning Department is mandated to assist the City of Ekurhuleni to review and assess development projects. The department has six divisions and functions of each division are summarized on the table below;

City Planning Department Division	Function
Metropolitan Spatial Planning	The key focus area of the Division is the formulation of the Metropolitan, Regional and Local Spatial Development Frameworks that guide investment and development in the city;
City Planning Operations / Land Use Management	The key focus area of the Division is to facilitate development and control land use in the city built environment in the manner that ensures orderly and legally compliant development;
Specialist Division	The key focus area of the Division is to ensure implementation of projects.
Corporate Geo-Informatics	The key focus area of the Division is to ensure that the spatial data of City of Ekurhuleni is captured and maintained centrally for ease of reference in decision making regarding the properties information and dolomitic land; Dolomite and Risk Management: management of hazard features such sinkholes and subsidence.
Building Control	To approve building plans, execute building inspections and initiate legal actions in accordance with the provisions of national building regulations and building standard act, Act 103, 1977 as amended and other related legislation.
Outdoor Advertising	To regulate and manage all forms of outdoor advertising which fall within the jurisdiction of the municipality.

Table 5.1: *Depicts City Planning Department functions*
Source*: City of Ekurhuleni, 2017*

5.3.2 Putting roles into perspective

The South African Council for Planners[1], provide that "*the evolving role of the planner in addressing planning matters and challenges in South Africa presupposes that the planner is obliged to have expert knowledge on the spatial impacts of different land use options, the principles of land economics and the diverse range of forces that influence communities and society*" (SACPLAN, 2015:22). SACPLAN in its discussion document also indicates that a "planner also has to work from a strong ethical base, a base that is strong enough to provide such an incumbent with the arguments and instruments needed to change the course of a proposed development, where necessary"*(ibid).*

5.3.3 On their own, officials narrate practices

This section reports on officials narrations in relation to practices in the implementation of Local Spatial Development Frameworks. The Researcher on page 47 provided that the City Planning Department has six divisions, it is however important to indicate that the focus is only on officials in the three divisions which are the City Operations, Metropolitan Spatial Planning, and Specialist Division. This because officials in the three divisions; Corporate Geo-Informatics, Building Control and Outdoor Advertising do not rely on LSDFs to perform their respective tasks.

5.3.3.1 Practices of Area Managers at CCA's

The extracts below in Box 5C and Box 5D reflects narrations by Area Managers in City Planning Operation Division. Planner D1 is an Area Manager at the Boksburg CCA and Planner D2 also an Area Manager at the Alberton CCA.

Box 5C "*I use the LSDF proposal to guide decisions in respect of land use changes (1) land use inquiries; (2) applications; (3) Alienation of council land; and (5) Comment on Proposed new services/roads"*

Planner D1, 2017

[1] A statutory Council of nominated members appointed in terms of the Planning Profession Act, 2002 (Act 36 of 2002) by the Minister of Rural Development and Land Reform (Department of Rural Development and Land Reform) to regulate the Planning Profession (Planning is both the organisational process of creating and maintaining a plan) in terms of the Act,

Box 5D

"Evaluation of development applications against parameters of LSDFs".

Planner D1, 2017

In analysing Area Managers practices in the implementation of LSDFs, the Researcher observed that the practices articulated above by Area Managers are aligned with the City Operation Division's functions as reflected on page 48.

5.3.3.2 Practices of Metropolitan Spatial Planners

Box 5E

"*Using proposals in the LSDFs to assess land development applications in relation to the land development objectives and proposed land set patterns set out in such LSDF and related policies, and to advise engineering departments for purposes of planning engineering services infrastructure to accommodate proposed development objectives and land use patterns"*.

Planner A1, 2017

Box 5E2

"*Two distinct roles, namely assessing/processing applications submitted in terms of the LSDFs. Secondly interpreting the LSDFs where applications do comply or perhaps where the LSDF is silent on such use. It is critical to ensure consistency in interpretation as well as precedents that are set".*

Planner A2

In analysing Metropolitan Spatial Planners practices in the implementation of LSDFs, the Researcher observed that the practices expressed above by Spatial Planner are in conflict with the Metropolitan Spatial Planning Division's functions as reflected on page 48. It is indicated that the key focus area of the Division is the formulation of the Metropolitan, Regional and Local Spatial Development Frameworks that guide investment and development in the city and not to facilitate development and control land use in the city built environment in the manner that ensures orderly and legally compliant development.

If we consider a definition provided by Todes and Mngadi (2007:6) indicating that “Spatial planning as understood in terms of the Planning Professions Act, would be a component within broader processes of Integrated Development Planning, which deals with the overall priorities and development directions of a municipality, and its appropriate management”. Spatial Planning involves a “collaborative process and is not solely centred on land use or prescriptive regulation, as such it offers a useful mechanism whereby higher level, strategic direction can be articulated to inform lower level” (Miskell 2016:8).

On the other hand Land Use Management in relation to City Operations “refers to an officially recognized system that determines and regulates land use” (Rubin, 2008:30), and “deals with processes by which land is developed, usage of land is define, and activities regulated” (Chalton, 2012, 3). City Operations officials according to Berrisford and Kihato (2008:384) “make use of the town planning scheme and land use frameworks on a daily basis for the purposes of land use management”.

The arguments presented above provide clear distinction between Spatial Planning and Land Use Management. Assessing and evaluating land use applications as provided by the 2 (two) Spatial Planning officials above infringes on the City Operation terrain as characterized with regular management and regulation. Spatial Planning officials need to be at a higher level and focusing on strategic spatial planning in line with the definitions provided above by Todes and Mngadi (2007) and Miskell (2016). City Operations officials are the custodians of Land Use Management should be afforded a space to assess and evaluate development without the duplications and overlaps which may result in undue delays and conflicts.

The above analysis indicates visible overlaps in relation to the practices of Metro Spatial Planning officials and City Operations officials. The significance of the identified overlaps poses as threat in achieving efficiencies in the implementation of LSDFs and other future planning instruments that will emerge in future.

5.3.3.3 Practices of Specialist Division Planners

Box 5F

"My ro*le within the City Planning Department is the rollout and implementation of the Capital Investment Framework (CIF). The objective of the Capital Investment Framework is to ensure that investment into infrastructure is targeted into strategic spatial areas as determined by the MSDF and LSDFs'. My role was not defined specifically to the LSDF's, but to the CIF as a growth management and investment tool as part of the MSDF*".

Planner C1, 2017

The Researcher was unable to gain access in the actual process and the proceedings that take place in the development and programming of projects that form part of the CIF. The researcher observed the following activities during the budgeting of programmes that forms part of the CIF. In a period of about two weeks, the city's departments were invited by the Specialist Division to determine their respective projects to form part of the CIF. The city's departments were allocated slots, during these slots during a period of two weeks 4 people were constantly present. There were two officials from the Specialist Division Planner C and the Head of the Division the other two officials were from the Finance Department.

5.3.3.4 Practices of Quality Control Planners

Planners E1 a Senior Manager from the City Operations Division from the Quality Control section summarized her roles as;

Box 5H

"*Ensuring that applications for land use amendments are in line with the LSDFs*". Planner E2 a junior Planner from the City operations in the Quality Control section summarized her roles as "*Ensuring that the proposed uses conform to the LSDFs*".

Planners E1,2017

5.3.3.4 Practices of Ekurhuleni Municipal Planning Tribunal Planners

Box 5H2

"As the planner in the EMPT, LSDFs play a vital role when assessing applications (especially whether an application is in line with policy, or not) and the ultimate approval thereof. In terms of SPLUMA, 16 of 2013, the EMPT is mandated to consider applications that are not in line with the approved RSDFs and LSDFs wherever possible".

Planner B, 2017

Quality Control and the Ekurhuleni Municipal Planning Tribunal are units located within the City Operations Division. Quality Control Planners only deal with applications that are in line with the provisions of Spatial Development Frameworks. Such application are considered by the City Planning Department Head of Department. The role of Quality Control Planners is to scrutinize the applications on behalf of the HOD. Ekurhuleni Municipal Planning Tribunal on the other hand deals with development applications that are not in line with the provisions of LSDFs and applications that are challenged through objections or negative comments from internal and external departments. The Researcher observed that practices articulated above by Quality Control and the Ekurhuleni Municipal Planning Tribunal officials are aligned with the City Operation Division's functions as reflected on page 47.

5.4 AN INQUIRY OF EXPERIENCES

In this section of this chapter the researcher presents some of the key findings relating to experiences of officials during the implementation of LSDFs. The views expressed by officials are categorized into three. The first category of views details experiences that are of great concern or negative, in this category officials expressed grievances, challenges, and problems. The second category is the actual opposite of the first category, this deals with experiences that can be considered positive or good things officials observed while implementing LSDFs. The third and final category deals with comments that presents both categories, in this category officials were neither directly for or against LSDFs but highlighted the pros and cons.

5.4.1 Experience reflecting red energies that equates to dissatisfaction

Box 5I

"LSDFs limited rooms for interpretations, there are old rigid and let me not speak about how old there are. My experience in implementing these LSDF has been a pain for at times. Go to the townships there is nothing that says there is an LSDF here. These things are just there for control and make planners

idiots totally redundant. You just cannot apply your mind! Or can you? It is always about according to the LSDF! The LSDF says, but what about what the planner say, according to the planer? Why not. I went to school, I am schooled every day, I learn as much as I can every day! But what is the point, because these energies and knowledge will not be applied, I have to abide by the LSDF. Why did we go to planning schools if it is all about administration, how different are from people who went and studied administration and office secretaries. I was born here, I live here, I have worked in different provinces in different municipalities but here it just about compliance with the LSDF, not in line with the LSDF, if you consider an application in conflict with the LSDF you are like a foreigner or an alien who is not towing on some line".

Planner D3, 2017

Box 5J

"My problem with implementing LSDFs is that you are presenting someone's ideas, who come from a different tangent. Consultants who produce these LSDFs just come to follow the scope of work and then they are out of here. I have ideas about my area but because these ideas are not in the LSDFs, they might not be in the LSDFs! They just remain that ideas! We the new planners we have to be involved in the development of LSDFs, we cannot make contact with LSDFs only when it's time for implementation".

Planner A4, 2017

Box 5K

"LSDFs have presented a number of challenges; applications that are not in line with them are usually delayed because they have to go through committees, now the EMPT. Decisions made in the tribunal are in my view subjective and not technical. The officials there apply emotions and not technics. Hence, many deviations from the LSDFs are considered. I am not only blaming the EMPT, but spatial is also guilty for delaying in reviewing these LSDF, operations is also guilty for keeping quiet about these problems".

Planner D2, 2017

5.4.2 Delightful experience that reflect green energies that equates to satisfaction

Box 5L

"When the public walk in my office and they have an enquiry about a particular land parcel or an empty land let say in the CBD, I take out my guns and explain to the client this is what the LSDFs permits. Your preferred land use fits better here and not here and these are the reasons. This sometimes discourages some people to know that they erect containers here and everywhere, pop spaza shops everywhere or business or industries everywhere. I say to the client there has to be harmony and by so doing I present a case that is free from biases without fear or favour".

Planner D2, 2017

Box 5M

"I use LSDFs every day, yes, they old yes there some areas without them and yes, they present gaps here and there. However, we have use LSDFs to implement the type of development we wanted".

Planner D3

5.4.3 Lukewarm experience reflecting energies in between

Box 5N

"My experience with implementing LSDFs, *For me there are good and bad experiences. I am decades in this department, I come here as a junior planner and now I am about to retire. Some LSDFs should retire with me, there are many old LSDF. The problem is that they are never reviewed, and they are supposed to be reviewed, they constantly demand updates. LSDFs get left behind because the market does not wait, the economy will never respect anyone or anything, the constant land demands will not wait, and the population growth will not wait. However the good experiences, in my own as a quality controller, I use LSDF to base my decision making in ensuring compliance. All application that are delegated to HOD pass through me first, I have to make sure that the planner that created the report represented the SDFs adequately, I had to make decisions without LSDFs it was going to difficult for me. I can only imagine a life with LSDFs, what will be the bases of arguments".*

Planner E2, 2017

5.5 USEFULNESS OF LSDFS EVALUATED

The researcher having documented officials expressions on norms, roles and practices and experiences, investigated further to ascertain whether officials still find LSDFs useful. The results are depicted on the graph below. (See figure 5.2)

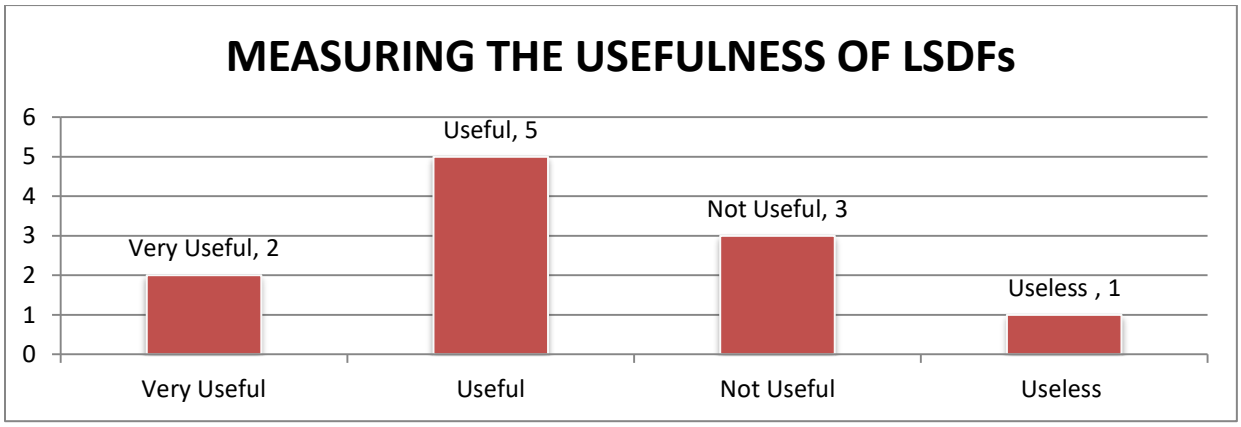


Figure 5.2: *Depicts the officials measuring the usefulness of the LSDFs*
Source: *Author, 2017*

The Researcher observed that the results reflected on Figure 5.2 above, are in contrast with the arguments reflected in chapter one, where it essentially provided that there is gap in internationally adopted policies mainly due to the fact that they do not address the local challenges adequately. The above results are also in conflict with the academic critique by Klug, Karam, Malaza, Todes, Boshoff & Behrens (2009: 5), as discussed in chapter one and two, the authors in the academic critiques discuss some of the frustrations revealed by planning officials in implementing the LSDFs in the City of Ekurhuleni.

5.5.1 Useful elements of LSDFs

Box 5O

"LSDFs are spatial planning tools that provide guidelines for development. The minute you see more than that, you get problems. Remember LSDFs are not town planning schemes. LSDFs are useful because they provide vision for places. LSDFs shape vision for a place and that a very useful contribution".

Planner A1, 2017

5.5.2 None Useful elements of LSDFs

Box 5P

'*LSDFs are supposed to guide development holistically, integrate resource and lead to coordinated efforts. However, that is not the case there are gaps, if we have to be fair and honest it is only city planning town planning who value LSDFs. Other departments are not bothered because LSDFs do not speak their preferred language. LSDFs have a bad reputation because other department officials believe that they are only City Planning tools and citywide tools. If you go now and check other department's master plans and the LSDFs, they are not speaking the same language*. In a nutshell LSDFs are toothless other departments do as they please around.

Planner D2, 2017

5.6 CONCLUSION

This chapter reports on findings discovered by the researcher during the process of obtaining data. Focusing on officials practices in implementing the LSDFs, the researcher is satisfied that key research objectives of this research project were adequately satisfied. The researcher in this chapter provides an investigation of officials' practices in implementing Local Spatial Development Frameworks and documents how officials assess the benefits and limitations of LSDFs.

Seven out of the eleven respondents indicated that the three norms practical norms, social norms and official norms influenced their practices in implementing the LSDFs. It is important to also vocalize the fact that the remaining four consists of respondents of which two solely relies on practical norms and the other two respondents consists of respondents that solely relies on official norms. If we consider a definition provided by SACPLAN (2015:22) which provides that "the evolving role of the planner in addressing planning matters and challenges in South Africa presupposes that the planner is obliged to have expert knowledge on the spatial impacts of different land use options, the principles of land economics and the diverse range of forces that influence communities and society". If we also accept that "cultures evolve through a balance of individual learning and social transmission" as argued by Boyd & Richerson (1985:12). Then this means that to have seven out of the eleven respondents that indicated that the three norms practical norms, social norms and official norms influenced their practices in implementing the LSDFs reflects a degree of a balanced influence on officials practices.

When the interviewed officials were requested to describe their roles in implementing the LSDFs, some of the planning officials described their roles adequately according to their respective planning unit's mandates. While mandates of the various units or divisions within the City Planning differs, there was evidence of duplication and overlaps observed on the roles of officials. The

extract from the interviews below reflect degrees of overlaps and duplications and provides evidence to the researcher's claims of duplications and overlaps in officials roles.

When officials were asked to describe how they assess the benefits and limitations of LSDFs as a spatial planning instrument, in accordance with the thematic method of analysis, their responses were grouped according to three themes. The three themes include experiences reflecting 'red energies', delightful experiences that reflect green energies and lastly lukewarm experiences that the energies 'in between'. The researcher observed that there were more and stronger views that conformed to the first theme, experiences reflecting 'red energies'. Out of the interviewed officials, six indicated that they had a bad experience with LSDFs in their own assessment. Four respondents assessed their experience with the LSDFs as good or aligned with the second theme which is the delightful experience that reflect energies. One out of the represents a respondent that provided a balanced assessment which aligns with the last theme which is lukewarm experiences that are energies 'in between'.

The assessment by officials indicates that the majority of the interviewed City Planning officials which is six, had bad experiences with the LSDFs as a spatial planning tool. However, contrary to the preceding statements and the results above, when officials were asked to the rate the usefulness of the LSDFs as a planning tool as reflected on Figure 5.2 discussed earlier six of the respondents found LSDFs as a spatial planning useful and four found LSDF very useful. The remaining one is the respondent that assessed the LSDF to be not useful in their respective practices.

This chapter did not only adequately respond to the key questions of this report project, the Researcher is confident that this chapter equally captured the title of the study 'Lessons for a New Spatial Policy from Officials' Reflections on the Implementation of the Local Spatial Development Framework: A Case Study of Ekurhuleni' in its entirety. Lessons drawn from this chapter include; the need for officials to have a balance of norms that influence their practices. Officials must only restrict their practices on one isolated norm. The second lesson requires officials not to limit their roles to the respective departmental or units mandates. These lessons are essential in assisting local government to achieve its constitutional mandate and are aligned with the various professional prospects as expressed in Planning Act.

CHAPTER 6:
THE INTRODUCTION OF NEW POLICY- A PROCESS OF BIRTHING THE URBAN DESIGN INITIATIVES IN THE CITY

6.1 INTRODUCTION

The findings in the last chapter revealed some of the lessons to be learned from implementing LSDFs. Chapter five, addressed questions of this research project in relation to Local Spatial Development Frameworks. It documented an investigation of officials' practices in implementing Local Spatial Development Frameworks and how officials assess the benefits and limitations of LSDFs. This chapter, addresses another key question of this research project, aimed at evaluating officials' practices in formulating Urban Design Initiatives. The Researcher documents official's responses in relation to the newly introduced Urban Design Precinct Plan Initiative. Similar to the previous chapter the thematic methods of analysis will be employed.

6.2 OFFICIAL'S UNDERSTANDINGS OF UDI (URBAN DESIGN INITIATIVE)

Urban Design Initiative is a summarized description of multiple urban design activities in the City of Ekurhuleni. As discussed in Chapter two the City of Ekurhuleni underwent a process of formulating strategic urban design precinct plans along with the formulation of a City wide Urban Design Policy. Still on Chapter two of this research project provided key definitions of the concept Urban Design together with the methodology of formulating Urban Design precinct plans and its current status in the City of Ekurhuleni.

6.2.1 UDI from official's perspective

Box 6A

"The UDI primary moves from a two dimension to a three dimension environment and concentrates on built form proposals. The essential characteristics of an LSDF leg land use framework) must also form part of the UDI to make it workable for applications. The UDI recognizes that less than desirable building were resulting from rigid LSDF conditions"

Planner A1, 2017

The two and three dimensions that Planner A1 is highlighting, relates to the multi-dimensional character of the urban design versus that of LSDFs. In Chapter two, the researcher provided that LSDFs are used where there is a need for a "fine level of detail with proposals up to individual

level exists, or where specific trends and tendencies require an overall policy approach" (City of Ekurhuleni, 2011), by means of a land use framework. The 2d and 3d understandings are however applicable to the City of Ekurhuleni.

Box 6B

"The UDI looks at the overall… by developers to a desirable urban form that conforms to basic urban design principles. The LSDF looks at individual applications, and not the cumulative effort thereof and the public space. Better parkades, public faculties (parks) and generally lung environment (green environment-open space corridors) allow the UDI to promote higher densities in line with the RSDF) that were prepared by the LSDF in the past. The UDI process includes a detailed assessment of engineering serves in the precinct and vicinity".

Planner A2, 2017

The Researcher observed that apart from the UDI conforming to the basic urban design principles as depicted on Figure 2.5 on page 20, LSDFs are equally expected to cover all the aspects that Planner A2 is highlighting, such as providing guidance in relation to individual applications, ensuring provision of public space and other public facilities, determine development densities and encompassing details of engineering services.

While the UDI and LSDFs are classified within the same level as illustrated on Figure 2.1 on page 11, the Researcher, identified two differentiating aspects. Firstly, the UDI emphasizes the significance of sustainable architecture and landscape in an area. Which relates to the definition provided by Iyer Design Studio (2017:2) indicating that urban design is concerned with the "arrangement, appearance and function of our suburbs, towns and cities". Secondly, the UDI recognizes the significance of people's experience in an area, in alignment with walkability, diversity and quality of life principles.

6.3 THE UDI AND LSDF LIMITATIONS

On paper, LSDFs appear to be comprehensive and integrated local spatial planning tools according to the definition provided by Klug *et al.,* 2009. The contrast is however reflected on the methodology or approach for formulating LSDFs as discussed in Chapter two of this research report. The researcher indicated previously that LSDFs in the context of the City of Ekurhuleni are mainly developed with the intention of producing a land use framework to guide land development. On the other hand, Urban Design Precinct Plans are formulated to contain more than land use

frameworks. The below Box 6B reflects observations made by Planners A1 in relation to LSDFs limitations and Urban Design Precinct Plans.

Box 6C

The UDI is not necessarily a direct response to the limitations of old LSDFs. This initiative rather extends from a greater acknowledgment of the influence that an urban design approach could have on shaping the development of our cities. However, in formulating urban design precinct plans we do attempt to address the shortcomings of the old LSDFs. LSDFs are also not being done away with, but with the review of LSDFs we will also try to address the shortcomings of the old LSDFs. Also, consider that LSDFs and urban design precinct plans may well be regarded as the same thing with a different name and with the necessary improvements and additional components to what used to be known as LSDFs. "a rose by a different name smells just as sweet"

New urban design precinct plans (which could as well have been LSDFs) lends more prominence (in addition to land use proposals) to

- *The influence of other disciplines (e.g. environmental factors, economic factors etc.) an urban development*
- *Interrelation between private development and the surrounding public environment (streets, parks etc.).*
- *Vertical… (As opposed to only two-dimensional land use patterns).*
- *Active intentions to be undertaken to promote the objective of the plan*
- *Importance of institutional arrangements for implementation.*

Planner A1, 2017

6.4 THE PROCESS OF BIRTHING THE UDI AS A NEW POLICY INSTRUMENT

In chapter two the Researcher provided a methodology of formulating the urban design precinct plans. The Researcher used Figure 2.4 on page 21 to illustrate the process of formulating urban design precinct plans. This process is used as a benchmark to adequately evaluate officials' practices in formulating Urban Design Initiative.

6.4.1 UDI emergence

Prior to reporting on the actual process of formulating Urban Design Precinct Plans in the City of Ekurhuleni, the research provides the reader with details of how the UDI came into existence in the City of Ekurhuleni auxiliary to what the researcher provided in Chapter one of this research report. Historically since the existence of the City of Ekurhuleni in 2000 Urban Design Precinct Plans were formulated in a fragmented fashion without the application of key planning principles

such as integration, sustainability, efficiency, and inclusivity. Key suspects were the Human Settlements, Health and Real Estate Department. These departments formulated precinct plans in silos to comply with the conditions of various grants that they receive. The precinct plans were formulated but the majority were never approved by the Council. Key custodians of planning, the Spatial Planning officials and the City Planning Department were never involved in these practices.

In 2015, the approved MSDF dedicated a chapter on Urban Design, chapter five of the MSDF provided that "to remedy the challenges faced by the city, a vision led approach is proposed for urban design at a metropolitan level within the City of Ekurhuleni" (City of Ekurhuleni, 2015: 136). The MSDF further stipulated that the "urban design approach will need to adequately address in particular the current distorted spatial patterns that exist across the nine historic towns and their outlying dormitory townships" (City of Ekurhuleni, 2015: 137). The MSDF identified the need for urban design and provided key guiding principles in the formulation of an urban design vision and land use strategy, however it did not provide the actual process to be followed when formulating urban design precinct plan.

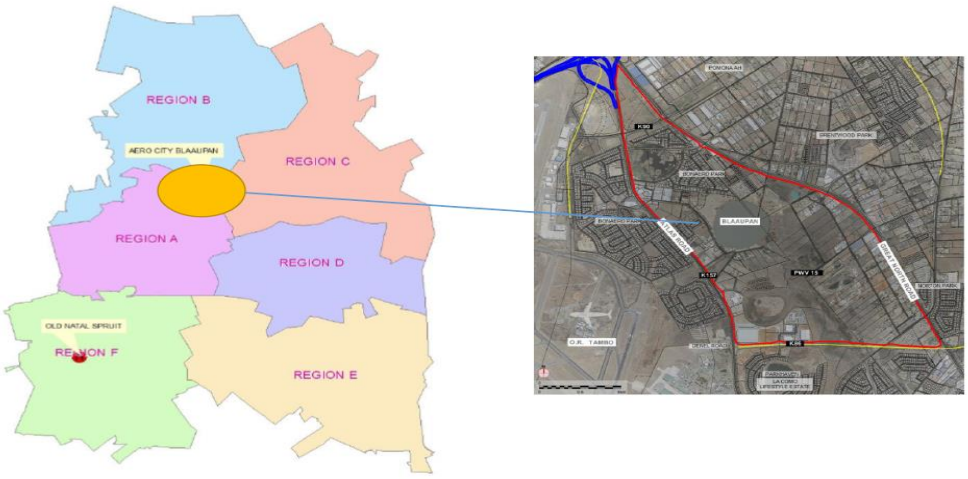
In chapter three literature review, debates under introduction of new policy instruments in local government revealed that “new policies in planning can emerge as a result of conflict, power, policy learning and adaptive capacity” (Driessen *et al.,* 2012:157). That policy process generally emerges “in a context of changing economic, political and social circumstance according to Pillay and Tomlinson (2006:302). In the South African context policies emerged "to correct the inappropriate planning instruments like the ones that prevailed during the apartheid regime in South Africa which undermined human rights" (SACN, 2012:9). The introduction of new policy instruments in local government is part and parcel of "the process of improving the performance of existing systems and of assuring their efficient and equitable response to future changes" (Berman 1995: 27). The arguments presented by Driessen *et al.,* (2012:157); Pillay and Tomlinson (2006:302) as reflected above do not entirely reflect the cause for the emergence of UDI in the City of Ekurhuleni. Arguments provided by SACN (2012:9) and (Berman 1995: 27) as reflected above aligns holistically with the reasons that led to the emergence of the UDI in the City of Ekurhuleni.

6.4.1.1 Stages 1 to 3 data collection and the status quo analysis

Prior to engaging the process, the Researcher provides the reader with the background and rationale for the formation of each precinct. In essence, this deals with Stages 1 to 3 of the process of formulation which involves data collection and the status quo analysis.

6.4.1.1.1. The Blauupan Precinct Plan

The proposed Aero City Blaaupan Precinct plan is located east of the OR Tambo International Airport, on the western boundary of Bonaero Park Township. The study area for this precinct is sandwiched by two major routes, which are Atlas Road which links the Boksburg areas with the northern Kempton Park areas, and Great North Road which links the Benoni areas, and the Kempton Park area. Inside the precinct, there are 3 (three) pans which form part of the environmental system in the area. As a result, of the environmental system and a largely covered surface of the airport, the area is prone to extreme stormwater challenges and flooding. There is a mega church development proposed within the study area, and a mix of industrial land uses and residential uses. There are also some movements in the development of the proposed major freeway that bisects the study area. This major road is identified as important in reducing the congestion that is existing on the current provincial arterials such as the R21 and the N1. The proposed freeway is going to be used as a freight road, which will link the southern areas of Vosloorus and the northern areas in Pretoria.



Map 6.1 Depicts the locality of the proposed Aero City Blaaupan Urban Design Precinct Plan
Source: CoE, 2017

6.4.1.1.2 Old Natal Spruit Precinct Plan

The proposed precinct area presents a momentous dynamism. The recently partly demolished and relocated site of the Old Natal Spruit hospital is a central piece of land in the precinct. The decision to demolish and relocate the legendary hospital was due to the underlying dolomite that created sinkholes. At the heart are the activities that emerged as the result of the hospital, the intense street trading activity with a large presence of taxis and taxi ranks still dominates the area. Several doctors consulting rooms have over time sprawled around the then hospital, a number of 'four- room' old RDP houses have been given a face-lift and converted to serve this purpose. There is still evidence of the original character of the 'four-room' old RDP houses which were discarded by the old regime. Over time this character was supplemented houses with a series of back rental rooms, spaza shops, taverns, and salons. Social facilities such as the special needs school, disability centre, community hall, stadium, and a church sustain the movement in the area.



Map 6.2: Locality of the proposed Old Natal Spruit precinct plan
Source: CoE, 2017

6.4.1.2 Stage 4: Community Participation brainstorming and workshops

The information below reflects workshops that took place as part of the formation of the Aero City Blaaupan and the Old Natal Spruit Urban Design Precinct Plans. The intention of the Charrette is to give effect to stage 4 Community Participation, brainstorming, and workshops.

6.4.1.2.1 Charrette (workshop) Aero City Blauupan Precinct Plan

In attendance were the five professionals from the appointed consulting consortium. The consortium was made up of an Engineer, Social and Economic specialist, and the 3 (three) urban planners. The Metropolitan Spatial Planning Division was represented by three officials which included Planner A1 (the project manager), Planner A2 (precinct plan supporter) and Planner A3 (Researcher and precinct plan coordinator). Also from the Metropolitan Spatial Planning Division was a Senior Official from the Infrastructure Management Section.

6.4.1.2.2 Charrette (workshop) Old Natal Spruit Precinct Plan

In attendance was the six professionals from the consulting consortium, which was made up of an engineer, a social and economic specialist, and 3 (three) urban planners. Three (3) officials inclusive of Planner A1, Planner A2 and Planner A3 represented the metropolitan spatial planning division. City operations division was represented by two planning officials, 1 (one) official from this Division was representing the Germiston-Katlehong CCA and the other representative was from the Alberton-Tokoza CCA. A senior official represented the Roads and Stormwater Department from the (SSDR) Southern Services Delivery Region (now Region F). There were also respective constituents representing Real Estate and Human Settlement Departments.

6.4.1.2..3 Key shortfalls of the Charrettes

Under stage 4, Community Participation, brainstorming, and workshops the Researcher only provides the details attendance of the two charrettes. The discussions that emanated from the charrettes are not reflected here but are, however contextualized in the succeeding stages. Relevant to highlight from stage 4, based on the contexts and dynamics of each precinct as discussed above, the Researcher is able to come to the following conclusion; the attendance of stakeholders reflects the significance of a precinct.

The Old Natal Spruit Urban Design precinct plan had fewer stakeholders compared to Aero City Blaaupan Urban Design Precinct Plan. While, key stakeholders such as ACSA formed part of the charrette in Aero City Blaaupan Urban Design Precinct Plan. Key stakeholders such as the Taxi Associations and Hostel Association and Informal Trade Association were never invited to form part of charrette for Old Natal Spruit Urban Design Precinct Plan. According to the Planner 1 the Taxi Association is notorious and has a tendency to disrupt planning processes. There is a major spruit running through in the Old Natal Spruit Urban Design Precinct Plan, but the Environmental Department chose not to be part of the charrette for Old Natal Spruit Urban Design Precinct Plan. This is despite various invitations by the Spatial Planning planners.

6.4.1.3 Stage 5: Precinct Visioning and information synthesis

Box 6D

"I am really not surprised that the focus is on the 'hard issues' because the table is filled by engineers we are engineers. He proceeded to indicate that 'while we are focusing on roads and land uses, a court battle is currently taking place between the informal settlement squatters and a national department. There are negotiations to give a significant piece of land to squatters. Cllr so and so from the economic cluster can provide us with more details. 'While the focus is on the upcoming PWV routes, expansion of the airport and regional shopping centres there are moves somewhere in the area for the development of RDP houses which we need to plan for".

CAPEX Representative (During the Aero City Blaaupan Urban Design Precinct Plan), 2017

Box 6E

"There are a number of squatter camps in this area about five of them, can the precinct plan address this challenges property values are depreciating fast".

Real Estate Official (During the Aero City Blaaupan Urban Design Precinct Plan**), 2017**

Box 6F

"We don't want development in Bonaero Park we must reserve it for the expansion of the airport we don't want to allow any kind of development".

Planner A1(During the Aero City Blaaupan Urban Design Precinct Plan), 2017

The Researcher observed that the visioning stage was largely contested and characterized with strong views from each of the participating representatives. The Capex representative was observed advocating for actions that favour delivering political promises such as giving the land to the squatters. The Real Estate official was more interested in dealing with the depreciating property values as a result of a number of informal settlements in the area. Planner A1 as a spatial planner was more interested on the long term vision of the area, he was observed making numerous attempts to convince the conflicted representatives to consider preserving of the area for the future expansion of the airport.

6.4.1.4 Stage 6: Tactic Urbanisms, interventions testing

Box 6H

"The alternative routes via Leondale are far and are also subject to intensive flooding. There was a time last year where the residents from Katlehong were trapped in the area and could not leave due to flooded routes. The link from the hospital Road over the spruit and through the Spruitview areas has been appearing in a number of municipal plans. A number of municipal plans have in the past identified this link as urgent but nothing has happened".

Area Development Planner (During the Old Natal Spruit Urban Design Precinct Plan), **2017**

Box 6I

Where you are proposing housing" the site she is referring to now is a piece of vacant land that was previously occupied by an industrial firm and it is zoned "industrial'. I am proposing that you consider leaving the site for industrial use. Katlehong does not have an industrial site with the exception of course of Moshoeshoe industrial, which is equally small. LED (Local Economic Development) should be included here to further explore this option. People must be given this land here to do their micro industrial activities that are frequent in the townships such as spray painting, carpentry, mechanics and others.

Area Development Planner (During the Old Natal Spruit Urban Design Precinct Plan) , **2017**

During stages five and six, the Researcher observed that the Area Development Planner dominated discussions. This because the Old Natal Spruit charrette was attended by few stakeholders and departmental representatives.

6.4.1.5 Stage 7: Interventions, urban design guidelines, urban management and implementation strategy.

Box J

"*How do you put industrial uses in a node, imagine a spray painter in the node next to for instance a restaurant*".

Area Development Planner (During the Old Natal Spruit Urban Design Precinct Plan), **2017**

6.4.1.6 Stage 8: Finalization of the plan

During the time of this research, the plans were not yet finalized. On completion, the plan will go through various municipal committees and eventually the plan will have to be endorsed by the Municipal Council.

6.5 CONCLUSION

The purpose of this chapter was to give effect to the third objective of this research project, which is to; evaluate officials' practices in formulating Urban Design Initiatives. As a result, the Researcher discussed the following key components; Official's understandings of Urban Design Initiatives, followed by LSDFs limitations in relation to the need and the emergence of the UDI , lastly the process of birthing Urban Design Initiatives in the City of Ekurhuleni in the context emerging policies in local government.

The Researcher observed inconsistencies in relation to the attendance by key stakeholders, the Aero City Blaaupan Charrette had more participants than the Old Natal Spruit charrette. The Researcher identified features such the airport, hostel and taxi ranks within the respective precincts influenced the number attendees in relation to departmental representatives. Based on this analysis, the OR Tambo International Airport, as a national key point and a treasured space within the municipality attracted more attendees. Unlike the taxi rank and the hostels which discouraged attendance because of they are identified as violent spaces.

The Researcher observed that officials limited their understandings of the UDI to Urban Design Precinct Plans as opposed to the UDI in its entirety, which includes the Urban Design Policy as well. As a result, officials defined, differentiated and understood Urban Design Precinct Plan in a context of 2 dimension and 3 dimension dichotomy.

The Researcher is satisfied that this chapter adequately presented the reader with findings and results detailing officials’ practices in formulating Urban Design Initiatives in the City of Ekurhuleni.

CHAPTER 7:
A REFLECTION ON BENEFITING REALITIES

7.1 INTRODUCTION

The Researcher designed this research project report to have three reporting chapters. In Chapter three the researcher indicated that “the process of implementation unfolds in a chronological and sequential fashion in which policy formulation precedes policy implementation” (Bain, 1992: 112), chronologically this research report does not deviate from this assertion.

The first reporting chapter was chapter five, in this chapter the researcher reported on investigations relating to officials’ practices in implementing Local Spatial Development Frameworks and documented how officials assess the benefits and limitations of LSDFs. The second reporting chapter was chapter six which reports on, officials' practices in formulating the Urban Design Initiatives focusing on the Urban Design Precinct Plans. The Researcher in chapter six documents official's responses in relation to the newly introduced Urban Design Precinct Plan Initiative.

This chapter proceeds to address another key component of the research project, the researcher reports on official's good practices derived from the implementation of LSDFs to benefit the newly introduced Urban Design Precinct Plan Initiative. The Researcher relies on documentary sources to derive information presented in this chapter. Unlike the previous two reporting chapters, in this chapter the Researcher applies the comparative method of analysis rather that the thematic method of analysis to compare the UDI and LSDFs.

7.2 LOCAL SPATIAL PLANNING MODULES

In chapter two, the Researcher discussed LSDFs modules as provided by Klug et al., (2009:5).The Researcher equally indicated that the Urban Design Initiative, precisely the Urban Design Precinct plans in the context of the City of Ekurhuleni are configured to include above 24 modules as provided by Klug *et al*., 2009 these modules are presented in the form of land use frameworks. Land use frameworks in relation to the Urban Design Precinct Plan are formulated with greater emphasis on the aesthetics, urban form, urban management tactics, identification of key intervention areas and projects. Based on the above discussions the modules are comparable. A spatial planning tool that is able to contain all of these modules conforms to the ideals of good practice.

7.3 DEMARCATION

LSDFs are demarcated on municipal ‘problematic areas’ and Urban Design Precinct Plans are demarcated on municipal ‘strategic areas’. In Chapter two the Researcher indicated that there were 108 demarcated areas for the development of LSDFs. Out of the demarcated areas 48 LSDFs were developed, approved and implemented in the metro’s specified ‘problematic areas’ refer to the Map 2.4. Still on chapter two, the Researcher provided that the 10 newly formulated Urban Design Precinct Plans were formulated on municipal ‘strategic areas’.

The concepts of ‘problematic areas', ‘strategic areas' and ‘priority areas' should be considered with the acknowledgment and understanding of the context and with the consideration of the available policy informant per context. In 2009 the City referred to demarcation areas as ‘‘problematic areas', due to the fact that, planning mechanisms such as the Capital Investment Framework were not yet in existence. The Capital Investment Framework “provides a strategic context in which infrastructure and services investments should occur in the municipality" (City of Tshwane, 2012:170). According to the City of Ekurhuleni (2018:3) "Capital Investment Framework (CIF) is a component of the Metropolitan Spatial Development Framework (MSDF) and is a requirement in terms of Section 4(e) of the Municipal Planning and Performance Management Regulations, 2001 as promulgated in terms of the Municipal Systems Act.

The CIF comprises two key implementation tools being the Capital Prioritization Model and the Geographic Priority Areas". The capital prioritization model is an instrument utilized in the implementation of the CIF in alignment with the annual budget and IDP process. The CPM as part of the prioritization process incorporates the geographic priority areas. Therefore, based on the above assessment, the rationale behind the demarcation of the Urban Design Precinct Plans is aligned to that of LSDFs. The principle and the good practice of demarcating local spatial planning tools in problematic areas still prevails to address spatial challenges strategically.

7.4 SIZE AND SCALE

Figure 2.4 in chapter two indicates Urban Design Precinct Plans and Local Spatial Development Frameworks grouped in the same category in relation to the hierarchy of plans in the City of Ekurhuleni. The two plans are a layer below the Regional Spatial Development Frameworks and a layer above the Urban Design Policy and the Town Planning Scheme. Urban Design Precinct Plans and Local Spatial Development Frameworks are localized spatial planning tools, which are meant to zoom-in into areas to address challenges identified in ‘problematic areas’, ‘strategic areas’ or ‘priority areas’. LSDFs “areas vary in size, but on the whole will be relatively small and

cross-cut ward and other boundaries" (Klug *et al*., 2009:5). LSDFs are formulated for specific local areas and do not cover an entire Service Delivery Region *see Map 2.3 on page* 8. LSDFs are "used where the need for a fine level of detail with proposals up to individual erf level exists, or where specific trends and tendencies require an overall policy approach" (GAPP Architects, 2009: vii). The Urban Design Precinct Plans are formulated with the same principle of being localized and relatively small.

7.5 METHODOLOGY AND FORMULATION PROCESSES

The Researcher in chapter two on Figure 2.3 and Figure 2.4, reflected on methodologies employed to formulate the two localized spatial planning tools. An analysis of these said figures indicates that stages 1 to 3 of Figure 2.7 of data collection and the status quo analysis are aligned with Phase 1 of the LSDFs formulation process in the contextual setting. Both the LSDFs and the Urban Design Precinct Plan must undergo participation processes, sectoral as well as community engagement processes. Stages 5; 6; and 7 involves formulating a strategy or precinct concept and formulating key interventions, which is aligned with LSDF visioning. The Researcher also indicated that the Urban Design Precinct Plan similarly to LSDFs must be considered by the various structures of the municipalities and eventually approved by the Municipal Council.

The Researcher also indicated that there is no statutory process detailing the process for the formulation of Urban Design Precinct Plans specifically. As a result, Urban Design Precinct Plans formulation process is similar to that of formulating Spatial Development Frameworks as outlined by the provisions of SPLUMA (Act 16 of 2013).

7.6 PROJECT MANAGEMENT

In the previous chapter, chapter six the Researcher presented the reader with the observations made during the formulation of the two precinct plans; the Aero Blauupan Precinct Plan and the Old Natal Spruit Precinct Plan charrettes (Stakeholder engagement workshops). The intention of the discussion was to expose the reader to the key role players involved in the formulation of the Urban Design Precinct Plans.

The Urban Design Initiative is a City Planning Department; Metropolitan Spatial Planning Division lead initiative. As a result, Planner A1 (Spatial Planner- Professional Planner) led the process supported by Planner A2 (Spatial Planner- Professional Planner) and Planner A3 (Spatial Planner- Senior Town Planning Technician and also the author). Planning officials and managers from the various Customer Areas also played a supporting role in the formulation of the Urban Design Initiatives. Internal (municipal sector department's representatives) and external

stakeholder (provincial, national governments, public entities representatives, landowners, the business community, including community members and their respective organizations) were key contributors who provided local knowledge information. Consultants' role was to come up with strategies and meet the requirements put in place by Metropolitan Spatial Planning officials. This module of project management is similar to that of project managing the formulation of the LSDFs.

7.7 PROJECT IMPLEMENTATION

The LSDFs implementation process is the only process out the six components which is undertaken after the formulation stage. In chapter three the researcher described policy implementation as "an iterative process in which ideas, expressed as policy, are transformed into behavior, expressed as social action" according to Berman (1978:162). These behaviors, actions or practices were adequately explored in chapter five of this research project. Chapter five documented officials practices in implementing Local Spatial Development Frameworks. In chapter five the researcher concluded that planning officials described their roles adequately according to their respective planning unit's mandates. While mandates of the various units or divisions within the City Planning differs, there was evidence of duplication and overlaps observed on the roles of officials.

The Researcher appreciates the circumstance that the comparative method of analysis cannot be used in relation to this sixth component. This is due to the fact, that the UDI has not yet been implemented, as the researcher previously indicated that the UDI was still under formulation during the process of this research project. The Researcher, however, envisages that the UDI will be implemented in exactly the same manner as the LSDFs this argument is sustained by the mandate of the City Planning Department and its divisions as discussed in Chapter one; two and five. City Operations officials at the Customer Care Areas level will be the key implementers of the UDI. While this is most ideal and a good practice that City Operations officials at the Customer Care Areas level implement the UDI, the Researcher cautions of the parallel processes that prevail as results of duplications and overlaps discussed in above and in chapter five.

7.8 CONCLUSION

This chapter documents official's good practices derived from the implementation of LSDFs to benefit the newly introduced Urban Design Precinct Plan Initiative. To adequately derive good practices from the implementation of LSDFs the Researcher identified six of the following key components of local spatial planning tools which are plan modules, demarcation criterion, size and scale criterion, methodology and formulation process, project management process and

implementation process. These key components were selected because they appeared on both spatial planning tools. The fact that the above components were common in both the spatial planning tools allowed the researcher to employ the comparative method of analysis.

CHAPTER 8:
DRAWING CONCLUSIONS AND LESSONS

8.1 INTRODUCTION

The objective of this chapter is twofold, firstly the Researcher provides concluding remarks to this research project. Secondly, the Researcher reports on the lessons drawn from officials' practices in implementing Local Spatial Development Frameworks and from the officials' practices in formulating Urban Design Initiatives.

8.2 CONCLUDING REMARKS

This research project is aimed at documenting lessons for new spatial policy through an exploration and documentation of official's practices in the City of Ekurhuleni. The research project is relevant because it contributes in addressing the gap that exists in urban governance and spatial planning literature.

The case study, the recently introduced Urban Design Initiative project, and the outgoing Local Spatial Development Frameworks in the City of Ekurhuleni presented the Researcher with a platform that is sufficient to adequately achieve the objectives of this research project. The reviewed literature and the methodology employed enabled the Researcher to adequately answer the study's main question and sub-questions.

To answer the study's main question, the Researcher used the study's sub-questions. As a result, the study was configured to entail three reporting chapters. Lessons are drawn from all three reporting chapters but are however presented in this chapter. The rationale behind this configuration is to ensure that the reader is provided with a clear and simplified sequence of events.

In light of the above, chapter five responds to the following research sub-questions; how do officials describe their roles in the implementation of the Local Spatial Policy; how do officials assess the benefits and limitations of LSDFs as a spatial planning instrument?, and partially responds to the third sub-question; to what extent do good practices of the officials derived from the implementation of LSDFs benefit the newly introduced Urban Design Precinct Plan Initiative?

To respond to the above sub-questions the Researcher began by putting the first thread of the literature everyday practices and norms into context to explore their relationship in officials' practices. The results of a survey in relation to three norms; practical, official and official revealed that out of the interviewed officials a majority of seventy percent said all three norms influenced

their practices equally. Fifteen percent of the respondents indicated that their practices are influenced by practical norms only.

An analysis of the interview recordings revealed that some of the planning officials described their roles adequately according to their respective planning unit's mandates. While mandates of the various units or divisions within the City Planning differs, there was evidence of duplication and overlaps observed on the roles of officials, particularly between City Operations Division and Metropolitan Spatial Planning Division officials.

When officials were asked to describe how they assess the benefits and limitations of LSDFs as a spatial planning instrument, in accordance with the thematic method of analysis, their responses were grouped according to three themes. The three themes include experiences reflecting red energies, delightful experiences that reflect green energies and lastly lukewarm experiences that the energies ‘in between’. The researcher observed that there were more and stronger views that conformed to the first theme, experiences reflecting red energies. Out of the interviewed officials, six indicated that they had a bad experience with LSDFs in their own assessment. Four respondents assessed their experience with the LSDFs as good or aligned with the second theme which is the delightful experience that reflect energies. One out of the represents a respondent that provided a balanced assessment which aligns with the last theme which is lukewarm experiences that are energies ‘in between’.

In chapter six, the Researcher responds to the following research sub-questions; How do officials describe the Urban Design Initiative?; To what extent is the UDI a solution to the LSDFs limited practices?; What are officials’ practices in formulating the Urban Design Precinct Plans as part of the UDI? The Researcher applied the thematic method of analysis to analyse the interview recordings and notes from observations.

The results of this analysis revealed that officials limited their understandings of the UDI to Urban Design Precinct Plans as opposed to the UDI in its entirety, which includes the Urban Design Policy as well. The Researcher observed inconsistencies in relation to the attendance by key stakeholders, the Aero City Blaaupan Charrette had more participants than the Old Natal Spruit charrette. The Researcher identified features such the airport, hostel and taxi ranks within the respective precincts influenced the number attendees in relation to departmental representatives. Based on this analysis, the OR Tambo International Airport, as a national key point and a treasured space within the municipality attracted more attendees. Unlike the taxi rank and the hostels which discouraged attendance because they are identified as violent spaces.

The Researcher in chapter seven responds the last sub-question of this research project of which is to what extent do good practices of the officials derived from the implementation of LSDFs benefit the newly introduced Urban Design Precinct Plan Initiative? The Researcher relies on documentary sources to derive information presented in this chapter. Unlike the previous two reporting chapters, the Researcher applies the comparative method of analysis as opposed to the thematic method of analysis to compare the UDI and LSDFs. The process of analysis of the documentary sources reveals that the UDI will be implemented in the same manner as the LSDFs.

8.3 LESSONS

In this section of the report, the Researcher provides lessons for new spatial policy for local governments in South Africa. The Researcher recommends these lessons to all planning officials involved in formulating and implementing local spatial planning instruments. The Researcher is confident that the lessons drawn from this research project will create an environment whereby local spatial planning policies will only emerge from explored and understood official's practices. In order to provide a systematic presentation of lessons, the Researcher employs the four research project literature threads as reviewed in chapter three as sub-headings.

8.3.1 Introduction of new policy instruments in local government

In chapter three the Researcher indicated that policy may emerge in response to public demands, which warrants practices of officials in this instance to consolidate efforts in order to address service delivery matters. South African Cities Network (2012) provides that new policy instruments in the local government emerge to correct the inappropriate planning instruments like the ones that prevailed during the apartheid regime in South Africa, which undermined human rights according to the South African Cities Network (2012).

Lesson- Identification to be allowed to emerge from the grassroots

The Researcher on page 1 argued that the context of local planning in South Africa encompasses a degree of adopting and keeping up with the international methodologies and practices, as opposed to creating platforms to enable local ones to emerge. The Researcher revealed that South African town planning systems and instruments are "strongly inspired by the introduction of town planning legislation in Europe and Britain" (Oranje, 1998:49).

In Chapter three the reviewed literature under master planning and traditional planning revealed that in the context of local government of South Africa, the introduction of new policy usually emerges without adequate policy analysis, monitoring and evaluation of current policies.

Challenges in officials' competencies are usually overlooked and are usually never considered as the reasons for policy deficiencies.

In order for local planning systems and instruments to emerge, the Researcher provides that Identification must be allowed to emerge from the grassroots as a one of the key recommendations of this research project. New spatial policy must emerge from the grassroots because officials at grassroots are in a better position to understand areas affected by service delivery challenges (Koma, 2010).

Lesson – the point of it all and the value of it all

In order for planning officials to accommodate the shifts in strategic planning as discussed in chapter three, which include amongst others integrated decision making, flexibility, and implementation orientated local spatial plans. The Researcher recommends that planning officials need to know the value of the spatial policy. Planners need to look beyond directing land use patterns and coordination of services. Planners need to be value orientated, spatial planning tools need to add value to developers and to the community at large.

8.3.2 Localized spatial planning

In chapter two the Researcher indicated that the LSDF as a localized spatial planning tool sets a vision for the area to be transformed into a regional development node, rather than to remain a low-key neighbourhood centre. The LSDFs are used where there is a need for a "fine level of detail with proposals up to individual level exists, or where specific trends and tendencies require an overall policy approach" (City of Ekurhuleni, 2011:13). LSDFs are developed to provide officials in the local government with guidance in land use management matters. While this description is sufficient it does not however clearly distinguish LSDF from that of Urban Design Precinct Plans in the context of City of Ekurhuleni. This is because Urban Design Precinct Plans in the City of Ekurhuleni are designed to consist of similar 24 modules as the LSDFs. As a result, the researcher observed a degree of confusion and uncertainty among the interviewed officials with regards to differentiating the LSDFs and the Urban Design Precinct Plans.

To address the gap identified by Pillay, Tomlinson and du Toit (2006:302), dealing mainly with the disadvantages of policies that are influenced by paradigm shifts and urban regimes or context as discussed on in chapter 3, the Researcher recommends that planning officials need to be strategic in their approach and have an overarching framework which deals with the hierarchy of

plans, and the significance of identifying the relationship between the timelines and vision on spatial plans.

Lesson - Describing the plan, where does the plan fit in the hierarchy?

The reader is reminded of Planner A1's views when he asked about his understanding of the UDI "*A rose by a different name smells just as sweet".* When the UDI was introduced there were no efforts towards clearly understanding and differentiating the LSDF. Planning officials need to learn to adequately define their instruments this is necessary for avoiding confusions.

Lesson - Tying a vision to timelines

The officials expressed challenges that related to aged and outdated LSDFs. While LSDFs are aged and outdated, there are no timelines indicated on the studied LSDFs, this negligence has led to poor and non-existent efforts to review the LSDFs. There is a lesson to be learned from this dilemma, officials have to know and carefully express the timelines. Amid this challenge, officials need to also learn to setup time-frames for reviews. Based on my observations during the fieldwork spatial plans should be reviewed annually. This annual review will mean that there are less spatial plans introduced but new ideas are incorporated into reviewed plans.

8.3.3 Everyday practices

The Researcher in chapter three indicated that 'everyday practices' in this context refer to activities that officials occupy themselves with on behalf of the state. This is to implement and enforce state produced instruments alongside activities that are structured to formulate and develop instruments to guide governance.

Lesson- tolerating the diversity of norms that inform official's everyday practices.

In chapter three the Researcher indicated that everyday practices are, 'ways of operating' that constitute the innumerable practices by means of which users re-appropriate the space organized by techniques of sociocultural production (Certeau, 1984). In light of the above, the study revealed that seven out of eleven said all three norms influenced their practices equally. Two out of the eleven respondents indicated that their practices are influenced by practical norms only. The remaining two out of the eleven respondents indicated official norms as the only influence in their practice. *See Figure 5.1*.This reveals that there is diversity in 'ways of operating' and this has to be tolerated and acknowledged because planning officials are confronted by different circumstances.

To give effect to lessons provided by Oranje, Landman and du Toit (2008) as discussed in chapter three, the authors indicate the significance of empowering and developing planning officials and the significance of understanding the local context when formulating spatial instruments that address the local challenges. As a result, the Researcher recommends the following lessons; the ideal workspace planning taking shape outside the boardroom, limited commissions of external planners, Institutionalized constructive deliberation platforms as opposed to corridor deliberations, and empowerment and liberation of officials.

Lesson: Balancing practical, official and social norms

Officials must not consider norms in isolation, they must appreciate the connections that exists between norms.

Lesson: Roles not limited by departmental mandates

The Researcher observed that planning officials serving the previously disadvantaged areas were at times required to perform tasks beyond their divisional mandate. They had to do more than guiding clientele with the LSDFs. They are expected to teach and incubate the clients lodging development applications. There is need mandates to contextualize and accommodate local circumstances

Lessons-The ideal workspace -Planning taking shape outside the boardroom

The Researcher in chapter six discussed the proceedings of the Blauupan and the Old Natal Spruit Charrettes. The charrettes were hosted by Spatial Planning officials in the municipal's boardrooms. The Researcher observed that the use of boardrooms does not offer a creative environment nor an inclusive environment that brings together different stakeholders. As reflected by officials the environment can make or break one's contribution or involvement. Planning officials arranging these events need to learn to accommodate these needs to maximize concentration in any platforms dealing with spatial planning initiatives.

Lesson - Limited commissions of external planners

In chapter six the Researcher indicated that the process of formulating the Urban Design Initiative was led by a Spatial Planning officials. An urban design consulting firm formed part of the project management team. While consultants are vital in producing LSDFs or any other spatial planning initiatives. Commissioning of consultants should be limited. Spatial planning projects and policy development and implementation should be driven by the city's planning officials. Practices of

planning officials should not be only be limited to implementation but need to be thoroughly involved in all stages.

Lesson - Institutionalized constructive deliberation platforms as opposed to corridor deliberations

Officials were very forthcoming with information detailing their respective practices in implementing the LSDFs. During the interviews, while responding to the questionnaires, officials went further to elaborate on key solutions to some of the limitations and shortcomings evident in their practices. They indicated that officials from various divisions hardly engage with one another outside the department and official engagements.

Lesson-Empowerment and liberation of officials

New spatial tools should be designed in such a way that allows empowerment and liberation of planning officials in their practices. Planning officials are not robots but they are human beings with the ability to think. The official's revealed interpretation as one of the problems associated with the implementation of LSDFs.

8.2.4 Policy implementation

In chapter three the Researcher indicated that policy implementation is a “change process which includes networked implementation structures, influenced by socio-political conflict, and administrative reforms that shape how policy ideas are translated into social betterment programs” (DeGroff and Cargo, 2009: 56).

To address the policy implementation challenges as provided by Oranje, (2010) arguing that when “turning to implementation, post-apartheid spatial development planning initiatives have had far more of a life on paper than in practice”. “The reason for the gaps in implementation, and the lack of implementation” according to Merrifield, Oranje, and Fourie, (2008:209) can be attributed largely to, “(1) Fears of micro-management by an all-powerful super-ministry and loss of independence and planning, budgeting and implementation capacities, (2) Concerns about the political fall-out of the implementation of proposal, (3) Inability and/or fear to deal with vast sums of funds that may be involved, (4) A lack of understanding of the proposals, and (5) A short-term focus on immediate issues”. The Researcher recommends the following lessons; A multi-disciplinary web, Moving beyond inviting and encouraging attendance, and development of stakeholder engagement framework.

Lesson- A multi-disciplinary web

The process of formulating the newly introduced UDI precinct plans revealed evidence of a multi-disciplinary team. The process involved key stakeholders from various departments and backgrounds. The challenge, however, remains with the implementation, implementation of LSDFs appears to be only driven by planning officials from the City Planning Department. This is a lesson to be learned, officials from contributing department should not limit their roles only to the formulation. They must, however, align their tasks in their respective departments with the implementation of spatial planning initiatives.

Lesson- Moving beyond inviting and encouraging attendance

Attendance of sector departments and other key stakeholders must not be subjective or be treated as casual requests. In order for the plan modules as discussed in chapter seven to considered thoroughly there is a need to configure the process of engagements. If this is not carefully considered ownership of the formulated plans will only remain with the spatial planners and as highlighted this might have negative bearings on policy implementation.

Lesson – Stakeholder engagement framework

The Researcher is recommending that a Stakeholder Engagement Framework with consequences must be developed at the municipal level to prevent stakeholders from deliberately being absent from workshops. Apart from the deliberately absent stakeholders, there were key stakeholders that were never invited deliberately. In the Old Natal Spruit Urban Design Precinct Plan, the Researcher indicated that the precinct area was characterized by informal and formal taxi hubs, Informal traders, informal settlements and hostel dwellings. Representatives from these sectors were never invited out of fear. The project leader, Planner A1 feared that these representatives might evoke matters, which may delay the formulation process. As a result, of this assumption, the plan was formulated without their knowledge and contribution. A Stakeholder Engagement Framework should be developed in such a way that it removes subjectivity and undue exclusions as discussed above.

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13 November 2018
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TAA

Miss LC Radebe-Radebe
3 Dunlin Road
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South Africa

Dear Miss Lebohang Radebe-Radebe

Master of Urban Studies: Change of title of research

I am pleased to inform you that the following change in the title of your Research Report for the degree of **Master of Urban Studies** has been approved:

From:	**A shift from LSDFS to the implementation of Urban Design initiatives in the Ekurhuleni Metropolitan Municipality officials' roles, experience and challenges in the processes.**
To:	**'Lessons' for new spatial policy from officials' reflection on the implementation of Local Spatial Development Framework: A case study of Ekurhuleni**

Yours sincerely



Professor Ian Jandrell
Dean
Faculty of Engineering and the Built Environment

SCHOOL OF ARCHITECTURE AND PLANNING
HUMAN RESERCH ETHICS COMMITTEE

CLEARANCE CERTIFICATE
PROTOCOL NUMBER: SOAP071/06/2017

PROJECT TITLE:	A shift from LSDFs to the implementation of Urban Design Initiatives in the Ekurhuleni Metropolitan Municipality officials' roles, experience and challenges in the process
INVESTIGATOR/S:	Lebohang Radebe (Student no #690463)
SCHOOL:	Architecture and Planning
DEGREE PROGRAMME:	Master of Urban Studies (MUS)
DATE CONSIDERED:	14 September 2017
EXPIRY DATE:	14 September 2018
DECISION OF THE COMMITTEE:	APPROVED

CHAIRPERSON
(Professor Daniel Irurah)

DATE: 15-09-2017

cc: Supervisor/s: Neil Klug

DECLARATION OF INVESTIGATORS

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to endure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee.

Signature **Date**

SCHOOL OF ARCHITECTURE & PLANNING

PARTICIPANT INFORMATION SHEET

THE INTRODUCTION OF NEW POLICY IN LOCAL GOVERNMENT: DRAWING LESSONS FROM OFFICIAL'S REFLECTIONS ON LOCAL SPATIAL DEVELOPMENT FRAMEWORKS. A CASE OF CITY OF EKURHULENI METROPOLITAN MUNICIPALITY.

Greetings,

My name is **LEBOHANG RADEBE-RADEBE** and I am currently a full time student studying towards a **MASTER OF URBAN STUDIES DEGREE** in the School of Architecture and Planning (SOAP) at the University of Witwatersrand. I am currently examining lessons from the implementation of LSDFs relevant for better implementation of City of Ekurhuleni's urban design initiatives.

I am inviting you to be part of the study through an **interview process**. The interview will take no longer than **1 HOUR** of your time. The place and time **city planning boardroom.** During the course of the interview you will be asked questions regarding your roles experience and challenges encountered during the implementation of LSDFs.

The interview will be **recorded** using an audio recorder and hand written notes.

You have been selected to participate in this study due to your current position in the City Planning Department, Ekurhuleni Metropolitan Municipality. Your participation is **voluntary**, you may refuse to answer any questions that make you uncomfortable, and you may withdraw at any time without penalty or loss. You will receive **no payment or other incentives for your participation.**

Your participation will be completely **anonymous** and you will not be personally identified in the final report. You will be referred to as **planner/senior/junior employee.** However, your **organisation** may be identified as the City Planning Department of the City of Ekurhuleni Metropolitan Municipality.

The results of the interview and your personal views **will not be linked to you in the final report.** *In the event that I use direct quotations from this interview, please note that your identity will not be revealed. Any comments that you make that you deem "**off the record**" or similar, will not be quoted. Further, any information that you share will be kept **confidential** and can only be accessed by me on a **password protected computer**. There are also no foreseeable risks associated with your participation.*

The research undertaken is **solely for academic purposes** and once completed will be available electronically and can be accessed publicly.

If you have any questions, concerns, or comments or if you would like a copy of the final report, please feel free to contact me at **mailbiltong@gmail.com** or my supervisor Mr Neil Klug at Neil.Klug@wits.ac.za

LEBOHANG RADEBE-RADEBE
MASTER OF URBAN STUDIES DEGREE

FORMAL (SIGNED) CONSENT FORM



I hereby confirm that I have been informed by the student researcher of the purpose, procedures, and my rights as a participant. I have received, read and understand the written participant information sheet. I have also been informed of:

- □ the nature of my participation in the form of an interview
- □ the place and duration of the study
- □ the reasons for why I was selected to participate in the study
- □ the voluntary nature, refusal to answer, and withdrawing from the study
- □ no payment or incentives
- □ no loss of benefits or risks
- □ anonymity
- □ confidentiality
- □ how the research findings will be disseminated

I therefore agree to participate in this study by partaking in the interview

I AGREE OR DO NOT AGREE to audio-recording during the interview.

PARTICIPANT:

_____
Printed name

_____ _____
Signature Date

INTERVIEW QUESTIONNAIRE- CITY PLANNING DEPARTMENT- OFFICIALS

STUDY TOPIC: The introduction of new policy in local government: Drawing lessons from official's reflections on Local Spatial Development Frameworks. A case of City of Ekurhuleni Metropolitan Municipality.

1. **PERSONAL INFORMATION (OPTIONAL)**
   1.1 Briefly describe your Planning Educational Background and Work experience
   1.2 Where are you based in the City Planning Department?
   1.3 What is your current position?
   1.4 How long have your been an official in the City Planning Department?

2. **ROLES, TASKS OFFICIAL PRACTICES**
   2.1 How would you describe your roles in the implementation of LSDF(s)?
   2.2 How were your role(s) defined?
   2.3 What informed these role(s)/task(s)/practice(s)?-Official Norms– Social Norms- Political Norms?
   2.4 How would you describe the impact of LSDFs in undertaking your roles as an official?

3. **IMPLEMENTATION OF LOCAL SPATIAL DEVELOPMENT FRAMEWORK**
   3.1 What can you say about LSDF implementation and its limitations?
   3.2 How would you describe your experience in implementing the LSDFs?

Very Bad_____**Excellent**

0 1 2 3 4 5 6 7 8 9 10

Please provide reasons_____

4. **NEW POLICY – URBAN DESIGN PRECINCT PLANS- UDI (Urban Design Initiative)**
   4.1 What can you say about the *process of reforming a policy instrument* – (crafting the UDI as a response to these limitations)?
   4.2 How are the new policy instrument (UDI) attempted or crafted to respond to LSDF implementation challenges?

5. **LESSONS**
   5.1 What do you are lessons to learn from the implementation of the Local Spatial Development Frameworks?

Memorandum

Ekurhuleni
METROPOLITAN MUNICIPALITY

To: **Wits Ethics Committee**
Research Interviewees

Fax: 011 360 2595

From: Tshepiso Lentsoane

Email: Tshepiso.Lentsoane@ekurhuleni.gov.za

Date: 02 June 2017

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MASTER'S RESEARCH TITLED: A SHIFT FROM LSDF'S TO THE IMPLEMENTATION OF URBAN DESIGN INITIATIVES IN THE EKURHULENI METROPOLITAN MUNICIPALITY OFFICIALS' ROLES, EXPERIENCE AND CHALLENGES IN THE PROCESS

This consent letter confirms that I, **Ms Tshepiso Lentsoane, Divisional Head for City Operations, City Planning Department** have been briefed about this academic research study. I have also been informed about the interviews which will be undertaken by **Ms Lebohang Radebe** with the selected **City Operations Area Managers** and **Town Planners.**

.....

MS. T. LENTSOANE
DIVISIONAL HEAD: CITY OPERATIONS

07/06/2017
DATE

Ekurhuleni
METROPOLITAN MUNICIPALITY

MEMORANDUM SPATIAL PLANNING COMMENTS

To: **Wits Ethics Committee**
Research Interviewees

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Date 05 June 2017

MASTER'S RESEARCH TITLED: A SHIFT FROM LSDF'S TO THE IMPLEMENTATION OF URBAN DESIGN INITIATIVES IN THE EKURHULENI METROPOLITAN MUNICIPALITY OFFICIALS' ROLES, EXPERIENCE AND CHALLENGES IN THE PROCESS

This consent letter confirms that I, **Mr S'busiso Dlamini, Divisional Head for Metropolitan Spatial Planning, City Planning Department** have been briefed about this academic research study. I have also been informed about the interviews which will be undertaken by **Ms Lebohang Radebe** with the selected **Metro Spatial Planning Planners.**

Yours faithfully,

8/06/2017

S'BUSISO DLAMINI **DATE**
DIVISIONAL HEAD: METROPOLITAN SPATIAL PLANNING
DEPARTMENT: CITY PLANNING

LSDFs Action Plan

Introduction Summary

The Draft (Mayoral Item_____)on the Implementation strategy for the revised Metropolitan Spatial Development Framework and the Regional Spatial Development Framework for regions B, C, D, E, and F. Reveals some of the Metro LSDF (Local Spatial Development Frameworks) to be rescinded and amended. This is further indicated on Mayoral Item numbered A-CPED 04-2015 (MSDF and the Regional Spatial Development Framework for regions B, C, D, E, and F approval document) .

As indicated above, Area 11 and Area 87 LSDFs are amongst some of the LSDFs that remain in place but require amendments and or review in order to align with the reviewed MSDF and Regional Spatial Development Framework for Regions B, C, D, E, and F, 2015. This will also contribute towards eliminating conflicts and discrepancies that exists within these LSDFs.

Locality (Area 11 LSDF)

The LSDF Area 11 forms part of the Kempton CCA northern areas, Located within Region B. The area LSDF specifically covers the following areas; Birchleigh North and extensions 1, 2, and 3, Birch Acres and extensions 1, 2, 4, 5, 6, 8, 10, 17, Norkem Park and extensions 1, 2, 3, and 4, Terenure 3, extension 5, 7, 20, 24 and 28 (recently developed Restonvale on AH). The LSDF is largely characterized with residential developments and with non-residential development located on major routes and main arterials and on neighborhoods nodes. R25, South east, Pongola Drive and Kwartel major internal route, Orangerivier, Bergrivier, Kwartel and the proposed K60 on the north of the LSDF.

Actions Plan

In order to efficiently facilitate development, assist officials (Planners), developers, development stakeholders in making development decisions. Unleashing the potential of these areas while protecting the dominate land uses (residential) and other natural reserves. Taking into consideration the reviewed Metro Spatial Development Framework 2015, and the newly established Regional Spatial Development Framework, alignment is required. As indicated earlier the said LSDFs (Area 11 and Area 87) require amendments and or minor review.

It recommended that these processes should refrain from acquiring external services providers.

Amendments on Area 11; requires the following;

- Inclusion of the newly established townships; Birch Acres extensions, and Esselen Park Extensions with the inclusion of non-residential land uses and proposals thereof.
- Inclusion (Alignment) of the Human Settlements 'precinct plan' for the proposed Esselen Park areas.
- Reconfiguration of Terenure extension 28 as per the SG diagram. Consideration of "Group housing" land use as opposed to single residential development.
- Reconfiguration of Terenure extension 20, to exclude "Idustrial/Commercial" land use located on a stream.
- Expansion of group housing along Bergrivier Drive towards Kwartel.
- Amendment of the Legend to include the following; 'yellow', differentiate Religious/Institutional and limited home office.

Amendments on the Area 87 LSDF; requires the following action plan;

Area 87 LSDF mainly requires contextual amendments in relation to the indicated/allowed land uses as indicated on figure 1.

The following processes should be considered as part of amending and or review of the said LSDFs (Area 11 and Area 87);

Methodology
Phase 1: Situational Assessment
• Collection of relevant maps, policies and information.
• Land Use Assessment. (Analysis of the received development applications).
• Socio-economic Assessment (on desired land uses).
• Steering Committee meeting 1: Confirmation/collection of development issues.
Phase 2: Development Strategy
• Refine/confirm/amend development land use proposals
• Public meeting 2: Development amendments policies and land use proposals.
Phase 3: Draft Area 11 and 87 Land Use Guideline Plan
• Compile and submit draft plan
• Input and comments from officials and developers and Community)
• Incorporate inputs received
• Final report

Phase 4: Council approval/adoption and implementation.

This action does not contain supply chain processes as per the recommendation of refraining from acquiring external services providers. The following activities are omitted from the action plan, as it is believed that they may be obtained from the reviewed MSDF, Regional Spatial Development Framework for regions B, C, D, E, and F. These actions include;

- **Assessment and or Status quo analysis in relation to engineering services**. It is believed that this information may be obtained from the MSDF, Regional Spatial Development Framework for regions B, C, D, E, and F project.
- **Assessment and status quo analysis in relation to environmental**. It is believed that this information may be obtained from the MSDF, Regional Spatial Development Framework for regions B, C, D, E, and F project.
- **Assessment and status quo analysis in relation to community facilities**. It is believed that this information may be obtained from the MSDF, Regional Spatial Development Framework for regions B, C, D, E, and F project.

Timelines.

The duration of the project will be 90 days. (Noting- **the exclusion of supply chain process and acquiring of external services providers).**

Project Team members/steering Committee.

- Area Managers (Kempton Park CCA and Alberton CCA).
- Area Planners affected by Areas 11 and Area 87 LSDF.
- MSP Planners.
- GIS (Philip Viljoen).

EKURHULENI METROPOLITAN MUNICIPALITY

APPOINTMENT OF A SERVICE PROVIDER FOR ASSISTING THE CITY PLANNING DEPARTMENT IN DRAFTING LOCAL SPATIAL DEVELOPMENT FRAMEWORK ANALYSIS REPORT FOR THE REVIEW OF THE LOCAL SPATIAL DEVELOPMENT FRAMEWORK

TERMS OF REFERENCE

1. PURPOSE AND OBJECTIVE

The Ekurhuleni Metropolitan Municipality (EMM), City Planning Department requires the services of a consultant experienced in drafting detailed Local Spatial Development Framework (LSDF) analysis report for the review of the Local Spatial Development Frameworks which focus on determining the challenges and status of each LSDF. The service provider must holistically identify and analyse emerging trends and areas of conflict with the relevant Regional Spatial Development Framework (RSDF) at a macro and micro level. The services and experience of the consultant are also required for analysing the status quo of all theLSDFs still in operation.

2. BACKGROUND

Ekurhuleni Metropolitan Municipality (EMM) approved the revised Metropolitan Spatial Development Framework (MSDF) and Regional Spatial Development Frameworks for Regions B, C, D, E, and F Item A-CPED (04-2015) in October 2015 in accordance with the provisions of Section 26 (e) of the Municipal System Act 32 of 2000.

The approved revised 2015 MSDF is supported by the compilation of Regional Spatial Development Frameworks (RSDFs) as a second-tier planning document in the EMM spatial planning package of plans then followed by the existing various lower level plans, Local Spatial Development Frameworks (LSDF) as a third-tier planning document in the EMM spatial planning hierarchy. Following the approval of the RSDFs for Region B, C, D, E and F it is key that lower level plans strategically align with the RSDF spatial objectives. The purpose of the RSDFs is to provide a strategic spatial framework that will apply the proposals contained in the revised MSDF 2015. In doing so the RSDFs must follow the lead provided in the MSDF on planning concepts and proposals such as the Aerotropolis concept, densification, public transport, human settlement, service provision and capital investment. The RSDFs interpret current sectoral plans (service plans) and guides the future revision of such plans.

Council also approved Region A RSDF which was commissioned before the other RSDFs due to its critical role and was approved in 2014. The RSDF RegionA includes O.R. Tambo International Airport, Kempton Park CBD, Germiston CBD, Boksburg CBD, the mining belt and a number of industrial areas, was treated as a priority due to its central role in the roll-out and its linkage to the Aerotropolis concept.

3. SCOPE OF WORK

The following work is required:

1) Drafting of a detailed LSDF analysis and assessment report. The report should address *inter alia* the following issues, but not limited to:

   a. Situational/ Status quo analysis for all the LSDF's, addressing *inter alia* the following:
      i. Existing development proposals
      ii. Existing development applications
      iii. Assessment of natural environmental constraints and considerations (in liaison with Ekurhuleni Environmental Resources Management Department and based on existing information available from the said department), which must include *inter alia*:
         - Wetland delineation;
         - Sub-surface / ground water assessment (level / depth and quality);
         - Fauna and flora assessment (ecological assessment)

Note: Depending on the extent of existing information available relating to the LSDFs, the need might be identified for additional information that is critical for executing the required work in formulating an LSDF analysis and assessment report for the particular LSDF. In the event that such information is not available from any existing data sources, additional unforeseen specialist studies / surveys may need to be undertaken, to obtain such information. Subject to the prior permission being obtained from the EMM, such additional specialist studies / surveys may be undertaken on a time (hourly rate) and cost basis. Such additional specialist studies / surveys may however not commence until the EMM has first authorised the additional studies / surveys, as well as the cost associated with it.
This provision does however NOT apply to the above-mentioned assessment of natural environmental constraints and considerations, as such assessment must be undertaken as part of this project and must be budgeted for accordingly in the costing of the project.

   b. Formulating analysis report for emerging trends in the LSDF area also considering the development patterns as per illegal land uses in the area;

   c. Formulating analysis report of areas in conflict with the RSDFs

   d. Formulating a **Spatial Development Plan** and development proposals, addressing:
      i. A spatial development vision for the area (spatial development concept);
      ii. A **land use plan**, including the proposed spatial distribution of land uses, residential densities and housing typologies (at individual erf level), development principles, development controls and parameters

(to the extent deemed necessary to pursue development principles and objectives), the impact of development proposals on surrounding areas and nodes;

iii. A transport plan which outlines any proposed changes to vehicular transport patterns, public transport and non-motorised transport patterns; as well as Existing and Proposed developments along access restricted areas with due regard for existing transportation master plans and strategies.

iv. A **facilities and public amenities plan**, which outlines any recommended additions or changes to public amenities and spaces required within the area.

e. Formulating an I**nfrastructure Plan**, which outlines any infrastructure improvements or changes that are required to support proposed development and future growth, with due regard for existing engineering services capacity and infrastructure master plans and strategies.

f. Addressing **Urban Management** considerations and **institutional arrangements**, towards implementation of proposals emanating from the plan.

2) **Stakeholder participation / consultation** with internal as well as external stakeholders / role-players, in relation to all components of the project.
(The costs for notifications and any other expenditure relating to stakeholder engagements shall be for the account of the service provider and must therefore be budgeted for accordingly).

3) Conducting **a land use survey** (where necessary) to clearly identify existing and upcoming development trends.

4) Prioritisation report on which LSDF's should be review first.

5) **Assess alignment** between:
   - newly approved RSDF as per the LSDF; and

In the event that variations are identified from the above assessments, make **recommendations on amendments to the particular LSDF** (or another plan, as may be most appropriate).

4. DELIVERABLES

1. A comprehensive Project Plan or Inception report should be submitted to EMM within 20 working days of appointment. The Project Plan must at least address the following:

- Confirmation of the names of the project team members who will be involved in the project;
- Detailed tasks/activities to be carried out and allocation of time per task / activity;
- Confirmation of the project timeframes;
- Stakeholder participation / consultation plan;
- A schedule of project meetings for feedback/progress reporting to the EMM Project Manager and identified committees and/or council structures;
- Clarification of any possible uncertainties (if any) resulting from the ToR;
- Identification of key risks and proposed mitigation measures.

2. Editable (MS Word-format) detailed report for the precinct urban design plan (with maps, graphs and tables at clearly legible scale), including five (5) laminated printouts (size and layout to be determined at a later stage with service provider but not larger than A0).

3. An interim report must be submitted upon completion of each task / milestone, followed by a comprehensive final report upon completion of the precinct urban design plan.

4. GIS Data and shape-files of all work completed.

5. MS Power Point presentation(s) for each task / milestone completed.

6. Status quo analysis report for each LSDF

7. Assessment report (with recommendations), from alignment assessment between:
   - newly approved RSDF's;

8. Assessment report (with recommendations), from Prioritisation on which LSDF's should be review first
9. Assessment report (with recommendations), from analysis of emerging trends in the LSDF area also considering the development patterns as per illegal land uses in the area

10. Close-Out Report, including a stakeholder engagement report.

Note: All deliverables submitted in electronic format, shall be in a format that is compatible with the electronic software used by the Ekurhuleni Metropolitan Municipality (e.g. MS Office and Arc GIS) and it shall be editable.

5. TIMEFRAMES

The service provider will begin work on the date of written appointment and shall complete all work and submit all final deliverables before end-June 2018. The inception report must illustrate compliance with this timeframe.

6. SUBMISSION REQUIREMENTS

Submission requirements for a project proposal are as follows:

- A comprehensive proposal addressing at least the following:
  - Interpretation of project brief (in own words) and proposed methodology.
  - Confirmation of the names of the project team members who will be involved in the project;
  - Detailed tasks/activities to be carried out and allocation of time-frames and costing according to deliverables and milestones (as explained further below);
  - Stakeholder participation / consultation plan;
  - Proposed methodology for feedback/progress reporting to the EMM Project Manager.
  - Qualifications of the relevant professionals:
    - Project Leader
    - Other Professional & Technical Staff
  - Proof of registration with relevant professional body / organization (proof of registration as Professional Planner with the South African Council for Planners [SACPLAN] is a prerequisite).
  - CV's of the professional team members, making reference to relevant experience in relevant assignments covering the following categories:
    - Precinct planning / local spatial development framework / plan project

- The service provider must confirm whether they have access to required equipment (e.g. computers, printers, plotters, etc.) and software within their offices. In respect of software, specific reference should be made in respect of the type of software that is available to them in relation to:
  - Generating text reports (e.g. Microsoft Office)
  - GIS-software (e.g. ArcGIS)

- Methodology:
  Submit the proposed methodology, based on your interpretation of the project brief.

- Price (Prices per item should exclude VAT):
  Prices submitted should include the cost of all associated disbursements including all cost associated with both internal and external stakeholder engagements.
  Submit prices (including all disbursements) reflected according to deliverables / milestones respectively for each of the main deliverables (each broken down into its own tasks, milestones and sub-deliverables).
  (<u>Note:</u> For purposes of possible unforeseen additional specialist studies / surveys to be undertaken to obtain additional information that is critical for the execution of the

required work and that is not available from any existing data sources, provision must be made for costing such additional specialist studies / surveys as a special contingency. In this regard, an hourly rate must be specified in respect of each of the respective disciplines that might potentially be involved in such additional specialist studies / surveys [e.g. traffic engineer, civil engineer] identified on grounds of the type of information to be assessed during the status quo analysis.)
<u>This provision does however NOT apply to the above-mentioned assessment of natural environmental constraints and considerations, as such assessment must be undertaken as part of this project and must be budgeted for accordingly in the costing of the project.</u>

- Project time-lines:
  Submit project time-lines reflected according to deliverables / milestones respectively (each broken down into its own tasks, milestones and sub-deliverables).

- Skills transfer to staff of the Ekurhuleni Metropolitan Municipality:
  Submit a proposal on how skills transfer to relevant staff of the Ekurhuleni Metropolitan Municipality (EMM) can be done through this project.

- Completed **<u>Project Deliverables and Payment Schedule</u>**
  (See pro-forma schedule at the end of this document.)

7. SPECIAL REQUIREMENTS

REQUIREMENTS		
STAFF REQUIREMENTS	**QUALIFICATION**	**FUNCTIONS**
Project Leader	Degree / Diploma in Urban / Town Planning and / or Urban Design (from an accredited institution). At least 5 years' experience in the field.	• Manage and guide projects • Quality control • Ensure compliance with relevant policies and legislation • Time management of deliverable task – ensure deadlines are met
Technical Staff (X2)	Degree/Diploma in Urban/Town Planning and / or Urban Design and / or Architecture (from an accredited institution).	• Conceptualisation and design of the Urban Design Policy and detailed precinct plan urban design plans.

	Preferably 3 years or more experience in the field.	
Technical Support Expert: GIS	At least 3 years' experience in GIS.	• Conceptualisation, design and layout of documents. • Inclusion of GIS shape-files into the presentation and represent data graphical. • Provide technical support.
Environmental Expert proficient in performing environmental impact assessments (X1)	Appropriate Degree / Diploma (from an accredited institution). At least 5 years' experience in the field.	• Wetland delineation; • Sub-surface / ground water assessment (level / depth and quality); • Fauna and flora assessment (ecological assessment)
Professional Land Surveyor (X1)	Appropriate Degree / Diploma (from an accredited institution). At least 5 years' experience in the field.	• Conducting land surveying (where necessary)

GENERAL REQUIREMENTS		
Qualifications	Proof of Qualifications	
Registration with relevant professional body	**Project Leader:** Proof of registration as Professional Planner with the South African Council for Planners (SACPLAN)	
Software and hardware capabilities	List of software and hardware tools in support of computer aided design (Revit Architecture, Auto CAD etc,) advanced visual 3D modelling software, ArcGIS capability.	

Legislative and Policy Framework

The project must take cognizance of all relevant legislation and policy directives, including the following but not limited to:

- Municipal Systems Act (Act 32 of 2000)
- Municipal Finance Management Act (Act 56 of 2003)
- Ekurhuleni Growth & Development Strategy, 2055;
- Ekurhuleni Investment and Development Facilitation Strategic Framework;
- Integrated Development Plan;
- Capital Investment Framework;
- Urban Renewal Strategy;
- Metropolitan Spatial Development Framework;
- Gauteng Spatial Development Framework;
- Existing (draft and approved) Regional SDFs and Local SDF's if any;
- Ekurhuleni Densification Strategy;
- Existing planning frameworks and proposals;
- Ekurhuleni Environmental Management Framework (EMF);
- Ekurhuleni Biodiversity and Open Space Strategy;
- Ekurhuleni Bioregional Plan;
- National Disaster Risk Management Framework;
- Gauteng Economic Growth and Development Strategy;
- Ekurhuleni Retail Study;
- All Infrastructure master Plans (e.g. Water and Sanitation; Energy; Roads, etc.)
- Tourism Strategic Framework;
- Tourism Development Plan;
- Local Economic Development Policy;
- Ekurhuleni Core Development Triangle Study;
- LED Policy, Strategy and Implementation Framework;
- Integrated Transport Plan;
- Integrated Rapid Public Transport Network;
- Housing and Human Settlement legislation, policies and strategies
- EMM Supply Chain Regulations and Policy
- Non-motorized Transport Policy

9. SPECIAL CONDITIONS

The EMM reserves the right to cancel the service provider's appointment at any stage and to remunerate the service provider for work carried out up to that stage. Any additional work that the service provider undertakes will be done at the service provider's own risk.

10. INTELLECTUAL PROPERTY

The plans and documents developed in terms of this brief will become the property of the Ekurhuleni Metropolitan Municipality.