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## GENERAL NOTICE

### NOTICE 1111 OF 1995

#### MINISTRY IN THE OFFICE OF THE PRESIDENT

#### URBAN DEVELOPMENT STRATEGY OF THE GOVERNMENT OF NATIONAL UNITY

Pretoria, 12 October 1995.

The Urban Development Strategy of The Government of National Unity is hereby published by the Ministry in the Office of the President as a discussion document for public comment. On the basis of public comment government intends to publish a White Paper on Urban Development.

Comments should be submitted to:

"Urban Development Strategy"

Ministry in the Office of the President

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The deadline for submission of comments is **31 January 1996**.

# **THE URBAN DEVELOPMENT STRATEGY OF THE GOVERNMENT OF NATIONAL UNITY**

October 1995

A discussion document

MINISTRY IN THE OFFICE OF THE PRESIDENT  
Private Bag X1000  
PRETORIA  
0001

## **THE URBAN DEVELOPMENT STRATEGY - REMAKING SOUTH AFRICA'S CITIES AND TOWNS**

Urban areas are the productive heart of the economy, but the majority of the urban population live in appalling conditions far from their places of work. Urban areas are extremely inequitable and inefficient due to decades of apartheid mismanagement. We need to massively improve the quality of life of our people, through creating jobs and deracialising the cities. By mobilising the resources of urban communities, government and the private sector we can make our cities centres of opportunity for all South Africans, and competitive within the world economy. The success of this will depend on the initiative taken by urban residents to build their local authorities and promote local economic development.

The urban development strategy of the Government of National Unity must be informed by the collective wisdom of our people and unite their efforts for development. This is therefore a discussion document which requires your comment. We call on individuals and organisations across the country to discuss, criticise, add to and improve this document.

The RDP office will collate these comments, which should be submitted before the end of January 1996. On the basis of these inputs government will publish a White Paper on urban development.

We hope that you will seize this opportunity and make your contribution to implementing the Reconstruction and Development Programme.



**NELSON R. MANDELA**  
**PRESIDENT**

[REDACTED]

no/30/11/95



# Table of Contents

	PAGE
<b>Executive Summary</b>	<b>9</b>
<b>Figure 1. The Urban Strategy in a Nutshell</b>	<b>12</b>
<b>1. Introduction: Urban Development in a National Context</b>	<b>13</b>
<b>2. The Urban Vision and Strategic Goals</b>	<b>14</b>
<b>2.1 Toward 2020</b>	<b>14</b>
<b>2.2 Strategic Goals</b>	<b>14</b>
<b>3. Key Considerations</b>	<b>15</b>
<b>4. Urban Realities</b>	<b>16</b>
<b>4.1 Urban Areas and National Development</b>	<b>16</b>
4.1.1 Urban Settlement and Population	16
4.1.2 The Links between Urban and Non-Urban Areas	17
4.1.3 Metropolitan Areas, Cities and Towns within their Regions	17
<b>4.2 The Urban Areas Today</b>	<b>18</b>
4.2.1 Urban Dynamics and Structure	18
4.2.2 The Collapse of Urban Apartheid	18
4.2.3 The End of the Monocentric City	19
4.2.4 Scale and Spread	19
<b>Figure 2. Location of Formal and Informal Settlement in the Durban Region</b>	<b>20</b>
4.2.5 The Strengths of the Urban Sector	21
<b>5. Implementing the Urban Strategy: Points of Departure</b>	<b>22</b>
<b>5.1 Policies, programmes and projects</b>	<b>22</b>
<b>5.2 Towards a strategy of reprioritisation and reorganisation</b>	<b>22</b>
<b>5.3 An Incremental Strategy</b>	<b>22</b>

	PAGE
<b>6. Implementing the Urban Strategy: Focus Areas</b>	<b>24</b>
<b>6.1 Integrating Cities and towns and Managing Urban Growth</b>	<b>24</b>
6.1.1 Reform of the urban land and planning system	25
6.1.2 Urban Transportation	26
6.1.3 Environmental Management	27
Figure 3. The Environment and Development: The Cape Town Case	28
<b>6.2 Investing in Urban Development</b>	<b>29</b>
6.2.1 Augmenting and diversifying urban functions	30
6.2.2 Infrastructure investments: systematic and immediate programmes and strategies	30
6.2.3 The National Housing Programme	36
<b>6.3 Building Habitable and Safe Communities</b>	<b>38</b>
6.3.1 Social Development	38
6.3.2 Social Security	39
6.3.3 Maintaining safety and security	40
<b>6.4 Promoting Urban Economic Development</b>	<b>40</b>
6.4.1 Urban Investment and Economic Development	40
6.4.2 Local Economic Development	41
<b>6.5 Creating Institutions for Delivery</b>	<b>42</b>
6.5.1 Transforming and Strengthening Local Government	42
6.5.2 Fiscal issues	43
6.5.3 The Public and Private Sectors in Partnership	44
6.5.4 Roles and Responsibilities of Government Tiers	45
6.5.5 Ensuring Coordination	47
<b>7. The Future: Our Cities, Towns and Neighbourhoods After 2000</b>	<b>48</b>
<b>End Notes</b>	<b>49</b>

## Executive Summary

### "Remaking South Africa's Cities and Towns"

#### *Urban Development in a National Context*

Estimates of the present urban population vary between 19,6 million and 26 million: but there is a distinct growth pattern and by 2020, 75 percent of the population will live and work in these cities and towns. Cities and towns generate 80% of GDP. Better performing urban areas are therefore vital for alleviating poverty and to create a more equitable society. They hold the key to speeding up economic growth and enhancing South Africa's global competitiveness.

The design and implementation of an Urban Strategy is vital to create better performing cities and towns. This strategy will be:

- **principled:** underpinned by the principles of the Reconstruction and Development Programme;
- **practicable:** implementable within the social, fiscal and financial constraints marking South African society;
- **progressive:** aiming at urban reform and overcoming urban apartheid; and forward-moving, seizing opportunities to create better performing cities.

#### *The Urban Vision and Strategic Goals*

The government's vision is that, by 2020, the cities and towns will be:

- based on integrated urban and rural development strategies
- leaders of a globally competitive national economy
- centres of social and economic opportunity for all
- free of racial segregation and gender discrimination
- managed by accountable, democratic local governments
- planned in highly participative fashion
- marked by good infrastructure and services for all
- integrated centres which provide access to many physical and social resources
- environmentally sustainable.

This leaves the Urban Strategy with seven strategic goals:

- to create efficient and productive cities with less poverty and sustained by dynamic economies

- to reduce existing infrastructure and service disparities
- to provide better housing and shelter and greater security of tenure for urban residents
- to encourage affordable growth of local economies
- to tackle spatial inefficiencies, especially the mismatch between where people live and work
- to improve the quality of the urban environment
- to transform local authorities into effective and accountable local government institutions
- to establish safe and secure living and working environments

#### *Urban Realities*

The urban sector is characterised by:

- Four principal city size classes: large metropolitan areas (over two million); large cities (500 000 to two million); medium-sized cities (100 000 to 500 000); small cities and towns (up to 100 000).
- Stark contrasts: well-serviced suburban neighbourhoods versus under-serviced lower-income neighbourhoods with few economic opportunities.
- City centres under strain facing the legacy of apartheid and in need of initiatives which involve the public and private sectors as well as key community interests.
- Economic challenges like the need to diversify (especially in smaller centres) as well as strengths like concentrated and diversified economies, productive infrastructure on scale, and dynamic institutions and social networks.
- Links to rural areas and wider regional development realities: This means that urban development cannot be viewed in isolation from the wider national context.
- As people move to the cities, new opportunities emerge. Urban growth therefore does not necessarily mean greater problems; it offers many opportunities.

## Implementing the Urban Strategy

**D**rawing on the joint efforts of various government departments, the different levels of government and through partnerships with the private sector and community interests, the strategy will be implemented with the following emphases:

- **Stabilisation (Immediate):** focusing on critical backlogs, the restoration of infrastructure services, and the formation of governance capacities through effective government and vibrant civil society;
- **Consolidation (Intermediate):** cementing an integrated package of planning, housing, infrastructure, economic development and social policies and programmes;
- **Managing Urban Growth and Development (Long-Term):** towards realising the Urban Vision after the year 2000.

There are five mutually-reinforcing priority action areas for the Urban Strategy:

### 1 Integrating the Cities and Managing Urban Growth

**G**oals are to integrate the cities and towns, including a special focus on rebuilding the townships; create more jobs, housing and urban amenities through integrated development planning; reduce commuting distances between the workplace and residential areas; facilitate better use of under-utilised or vacant land; introduce environment-sensitive management of development; and to improve urban transport, especially public passenger transport.

Key elements of this strategy are:

- **Urban Land Policy and the Urban Planning System:**
  - The Development Facilitation Act: introducing new measures to facilitate and expedite land development projects and bypassing bottlenecks in existing regulations to accelerate delivery;
  - The Forum for Effective Planning and Development: reappraising policy, procedures and legislation of the current urban planning system and structuring a new integrated development planning system.
- **Urban Transportation:**
  - Urban transportation systems, with regard to both people and goods are in need of comprehensive reform.

- The Department of Transport is reviewing policies on public passenger transport and is also assessing transportation infrastructure needs.

- **Environmental Management:**

- Environmental management must be integrated into local authority functions.
- Environmental considerations also feature prominently in the development of new approaches to land use planning. In this context, the GNU has pledged its support for the international Agenda 21, open space planning, research and environmental education, and pollution control and waste management

### 2 Investing in Urban Development

**I**nvestment will aim at upgrading existing and constructing new housing; restoring and extending infrastructure services; alleviating environmental health hazards; encouraging investment; and through providing job opportunities and social and community facilities. The Municipal Infrastructure Investment Framework (MIIF) sets out the key policy framework in this regard.

The aim is thus a sustainable and goal-orientated strategy. But action has already started. The major initiatives in this regard are:

- The Masakhane Campaign, aimed at normalising governance and accelerating municipal service provision, inter alia seeking to ensure that users pay for the services they consume.
- Special Presidential or Integrated Projects on Urban Renewal which seek to fast-track and kickstart development in selected crisis and violence torn areas. The emphasis of these projects is on integrated provision of infrastructure services, housing and community facilities. Job creation and capacity building receive particular attention.
- The National Housing Programme aims to meet the housing challenge by mobilising and harnessing the resources, efforts and initiatives of communities, the private sector and the state to increase sustainable housing delivery.

### 3 Building Habitable and Safe Communities

The strategy pursues human and social objectives as much as economic and physical development. For the purpose of its social objectives, it will concentrate on:

- Social Development through making development community-based and ensuring social infrastructure in the areas of health, education, sport and recreation
- Social Security in the form of, among others, social grants, child and family services, provision for the aged and disabled and job creation initiatives
- Maintaining safety and security through addressing the socio-economic conditions which have been underpinning crime and violence and also pursuing security force/community initiatives to tackle the problems of crime and violence.

### 4 Promoting Urban Economic Development

In the light of the economic potential of cities and towns, attention must be focused on enhancing the capacity of the urban areas to generate greater economic activity; to achieve growth and competitiveness, and to alleviate urban poverty; and to maximise direct employment opportunities and the multiplier effects from the implementation of urban development programmes.

Assertive Local Economic Development (LED) strategies to retain, expand or attract economic activity must be instituted. A policy framework to promote LED is being developed by a LED Workgroup housed within the Masakhane Campaign. The design of fiscal and regulatory mechanisms to support LED is receiving attention and pilot projects involving partnerships between stakeholders are being formulated. These efforts are being aligned with the implementation of the new small, medium and micro-enterprise policy and the Public Works Programme.

### 5 Creating Institutions for Delivery

The urban strategy - like the entire RDP - requires considerable change in the way South Africans have gone about their business. In the public sector it means more goal-orientated and better monitored management and development-focused priority setting. Interdepartmental and inter-governmental coordination will have to be improved. It also requires a partnership approach between the public and private sectors and communities. In short, the institutional

implications - and requirements - of this strategy are far-reaching and challenging. Significant transformation, change and capacity building are required.

The transformation of local government within a wider context of public sector transformation and refocused and reshaped fiscal and financial arrangements will be of major significance. The Local Government Transition Process is one core element of this strategy, while the Extension of Municipal Services Programme aims to back up local government transition by restoring, improving and extending municipal service provision, in concert with the Masakhane Campaign.

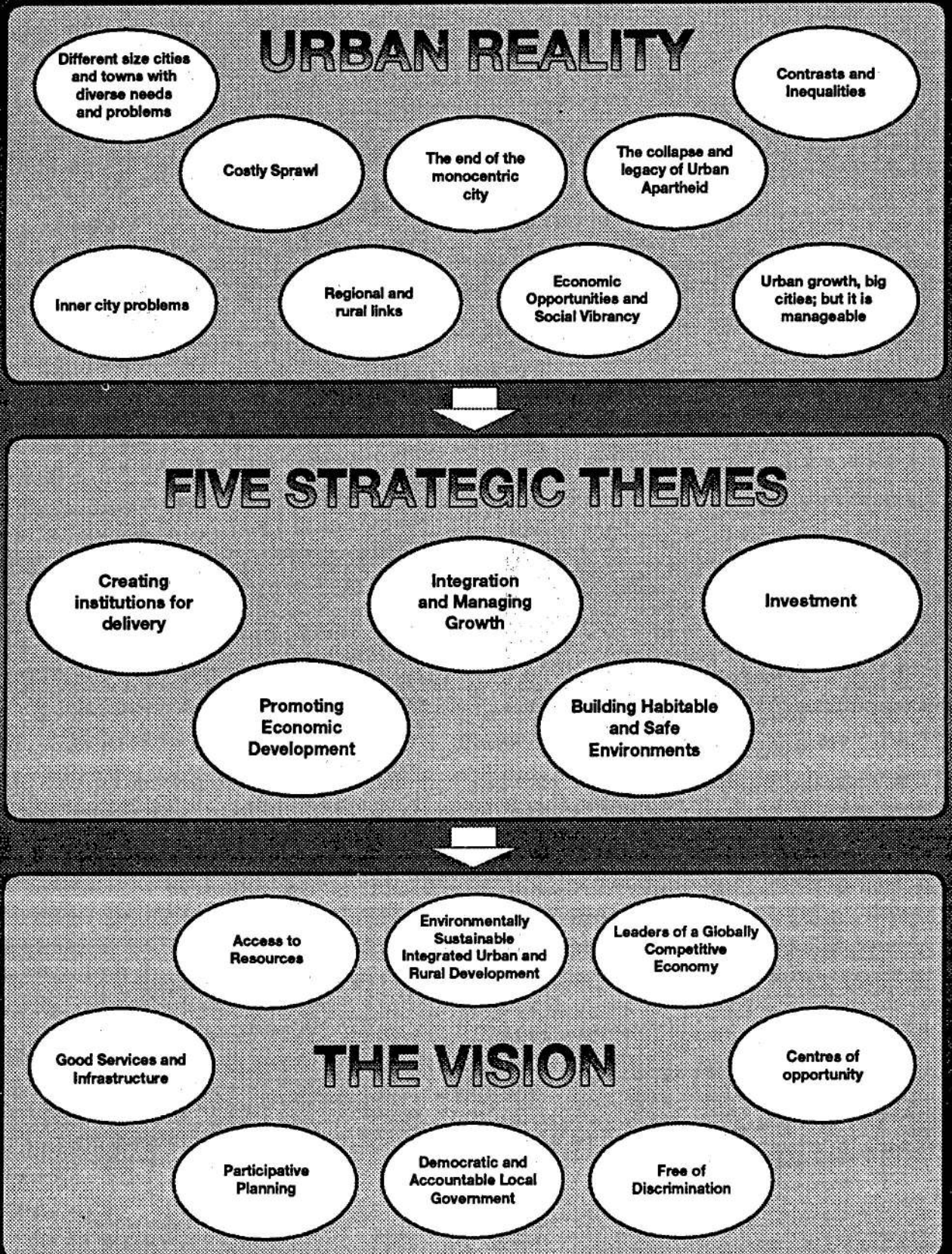
Finally the strategy outlines the roles of the key roleplayers within and outside of government in the pursuit of this strategy. Throughout, the central government will seek to open the way for other levels and the private sector to perform their roles effectively. Arrangements to enhance coordination and cooperation within the public sector and between government and other role-players also receive some specific attention. The Urban Development Task Team will provide a key mechanism in this regard.

### CITIES AND TOWNS AFTER 2000

The Urban Strategy must prepare the way for urban growth on a significant scale. This document is the first step in the formulation and implementation of the strategy. It is imperative now to move rapidly to the execution of urban development programmes and projects; to monitor and evaluate these against key performance indicators and to upgrade information systems; and to undertake the implementation of the Urban Strategy with widespread participation by all urban citizens.



**FIGURE 1: THE URBAN STRATEGY IN A NUTSHELL**



# Urban Development Strategy

## 1. Urban Development in a National Context

Following a global trend, South Africa is experiencing significant urban growth. Demographers use varying definitions of "urban" and "rural" but their figures indicate that between 19,6 million (48 per cent) and 26 million (65 per cent) of all South Africans already live in metropolitan areas, cities and towns. These urban areas account for some 80 per cent of South Africa's Gross Domestic Product. As economic activities and social and cultural opportunities expand in our cities and towns, urbanisation will persist. By 2000, the urban population will be above 70 per cent of the country's total. By 2020, this proportion will likely have risen to 75%.

### URBAN SECTOR

- Generates 80% of the GDP
- Over 60% of the population

- **Economic**

Provides infrastructure for a manufacturing base, and support to small and medium enterprises

Linkages with rural areas

- **Fiscal**

Generates the majority of Government revenue

- **Social**

An institutional and fiscal vehicle for equity and access to services

In the future, then, the urban centres, particularly the metropolitan areas, will function to an even greater degree than today as the social, economic and demographic heart of the country. The success of the Reconstruction and Development Programme (RDP) will largely depend on the progress made in these areas. Better working cities and towns are thus crucial to government strategies for eradicating poverty and for creating a more equitable society. They are also vital to restoring and speeding up economic growth and widening its impact, and to enhancing the global competitiveness of the national economy.<sup>2</sup>

The Government of National Unity believes that the design and implementation of an Urban Strategy is a precondition for the creation of better performing cities and towns. This strategy must be motivated by an Urban Vision - a realisable vision of the cities and towns we wish to live and work in 25 years from now in the year 2020.

The GNU has already taken steps to address the immediate and future needs of the urban population. The aim is to diminish the social inequities and economic inefficiencies which impair the functioning of South Africa's cities and towns. These are first necessary steps towards realising this vision.

The Government of National Unity is wholly committed to projecting a positive vision and to promoting a development strategy for the urban sector. To this end, the interdepartmental Urban Development Task Team has drafted this Urban Strategy discussion document. Appropriately, this was done under the auspices of the Department of Housing and the Ministry in the Office of the President (the Reconstruction and Development Ministry) with technical support from the Development Bank of Southern Africa in particular. The drafting process entailed months of consultation with national, provincial and local government departments and officials, urban policy makers and experts and other urban stakeholders.

*Remaking South Africa's Cities and Towns* is now being put forward for discussion to take cognisance of the widest possible range of views. On the basis of the comments received, the Urban Strategy will be elaborated and published as formal government policy. In this manner, government intends to craft an Urban Strategy which fully addresses the practical concerns of all South Africans involved in the urban environment. The strategy is aimed at national and provincial government departments, local authorities and other roleplayers in the private sector and urban communities. For this purpose, this strategy document:

- Offers a vision for South Africa's cities and towns by 2020 and identifies key strategic objectives in support of that vision;
- Spells out the government's perspective on South Africa's urban realities, within a wider national and regional context which also takes into account the realities, needs and potential role of rural areas;
- Guides the key roleplayers identified above about priorities and the types of policies and choices the GNU believes should underpin investment, reconstruction and development decisions in urban areas.



## 2. The Urban Vision and Strategic Goals

Urban visions help to give direction, to identify and create opportunities, to create consensus, to mobilise resources, and, finally, to achieve results.<sup>3</sup> The Government of National Unity has a clear and positive vision of a desired future for South Africa's cities and towns.

### 2.1 Towards 2020

The next 25 years will see significant urban growth. This growth, coupled with economic expansion, will provide real opportunities to eradicate urban poverty and eliminate housing and service backlogs. The benefits of this growth must be fairly distributed to all. In this way we can meet the goals of providing shelter and affordable services and generating employment for all urban dwellers.

The cities and towns of 2020 will be:

- Leaders of a vibrant national and Southern African economy based upon integrated urban and rural development strategies.
- Economically competitive on an international stage and able to identify and utilise local comparative advantages to the benefit of all their citizens.
- Centres of economic and social opportunity where people can live and work in safety and peace.
- Free of racial and gender discrimination and segregation, enabling people to make residential and employment choices to pursue their ideals.
- Managed by democratic, efficient and accountable metropolitan and local governments geared towards innovative community-led development.
- Planned for in a highly participative fashion that promotes the integration and sustainability of urban environments and convenient and sustainable access to urban resources of all kinds.
- Marked by good infrastructure and effective service delivery for households and business as the bases for an equitable standard of living.
- Integrated industrial, commercial, residential, information and educational centres which provide easy access to a range of urban resources.
- Sustainable cities marked by a balance between built environment and open space; as well as a balance between consumption needs and renewable resources.

### 2.2 Strategic Goals

This Vision mandates seven main goals for the Urban Strategy:

- **To create more efficient and productive cities and towns through the growth and development of local economies:** The aim is to enable households and firms to participate in economic activity so as to encourage job creation and alleviate urban poverty.
- **To rapidly reduce existing disparities in infrastructure and facilities:** This should improve, first, the supply of urban infrastructure services like water, sanitation, electricity, solid waste disposal, drainage, roads, and telecommunications. But it should also entail community facilities like clinics, crèches, schools, libraries and sport and recreation facilities.
- **To provide affordable housing and shelter and greater security of tenure for urban residents within fiscal and other constraints.**
- **To tackle spatial inefficiencies, especially the mismatch between where people live and where they work:** This should be done through integrating land use and transportation planning, by developing urban land more efficiently, and by providing more effective public passenger transport.
- **To improve the overall quality of the urban environment by better integrating environmental concerns within development planning and urban management practices:** To this end, environmental hazards, especially those facing poorer urban dwellers, must be urgently confronted and the sustainable use of resources ensured.
- **To transform local authorities into effective and accountable institutions:** They should be able to plan and facilitate development; finance and provide infrastructure services in collaboration with other levels of government and the private sector; and manage the overall growth of our cities and towns in partnership with citizens willing to pay for the municipal services they consume.
- **To establish secure living and working spaces, marked by social stability.** This requires appropriate social development interventions and steps to reduce urban crime and violence.

### 3. Key Considerations

In proposing an urban agenda in line with the Urban Vision and the strategic goals it motivates, *Remaking South Africa's Cities and Towns* couples **priorities for action to core policies**. These policies, which will lead to changes in legislation where required, steer an integrated set of **programmes and projects**. Altogether, this offers an Urban Strategy which is **principled, practicable and progressive**. This means that:

- The **principles** of the Reconstruction and Development Programme underpin the Urban Strategy. Urban development should therefore be people-driven, integrated and sustainable, and implemented mainly through the reallocation of existing resources. The Urban Strategy must also be located within the broader context of the equitable and efficient functioning of the entire national settlement system. Healthy cities demand healthy countrysides - and vice versa. The strategy will thus form - alongside a Rural Strategy - an integral part of a forthcoming National Growth and Development Strategy.
- \* To be **practicable**, the Urban Strategy addresses the real interests of those living and working in urban areas. It must be implementable within the fiscal and financial constraints imposed by the many pressing needs which face our society. The RDP is **not** an add-on programme: and this applies equally to the Urban Strategy. It is part of the budget and must be achieved primarily by reprioritising existing expenditure and in a fiscally responsible manner. It must also be forthright about the great challenges urban areas face.

- \* The strategy is **progressive** in two senses. First, it tangibly aspires to **urban reform**. This means that it focuses on improving the physical condition and efficiency of cities and towns, and making possible the development of urban economies and of effective institutions. Specific steps are required to redress the racial imbalances which have characterised urban areas. The strategy should also target the concerns of neglected or marginalised urban dwellers. The needs of the poor should be foremost here. It is also crucial to address the distinctive requirements of women, youths and other specific groups in the settings of both the household economy and the broader urban society. Differential racial and gender impacts must be anticipated and planned for in every aspect of the implementation of urban development.

Second, the strategy is progressive in the sense of **forward-moving**. The legacy of urban apartheid must be overcome. At the same time, the strategy must look to the future. Cities are engines of change. Urbanisation should not be viewed as a threat: the opportunities it provides to remake our cities and towns as vehicles capable of moving many of our country's people out of poverty, squalor and environmental degradation must be seized.

## 4. Urban Realities

The Urban Strategy aims to address key realities and challenges. This section briefly explains the government's understanding of South Africa's urban realities. For this purpose, it is necessary to first place urban development in a national context and then to outline some of the main features of South Africa's metropolitan areas, cities and towns.

### 4.1 Urban Areas and National Development

To place urban development in perspective, it is necessary to discuss briefly South Africa's urban settlement pattern and urban population, the links between urban and non-urban areas, the roles played by the different levels of the urban hierarchy in the regional (or provincial) context, and the implications this has for urban development planning.

#### 4.1.1 Urban Settlement and Population

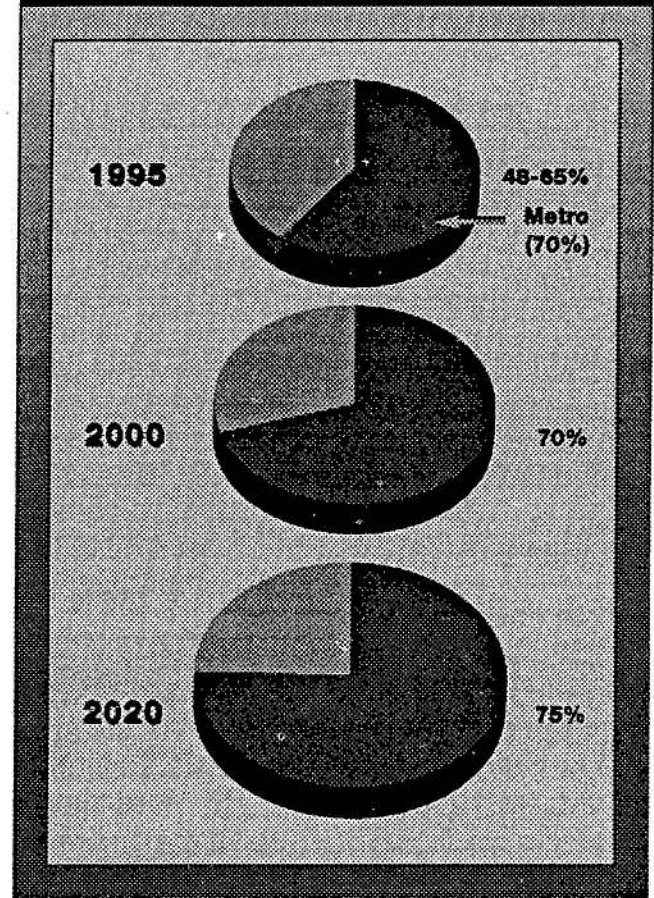
Cities and towns worldwide are grouped into different size classes based on economic, demographic, functional, and jurisdictional considerations. Various definitions and classifications are being used in South Africa and government will clarify this issue further through the interdepartmental Urban Development Task Team (see footnote). At this point, however, the government works from the premise that South Africa contains four principal city size classes:<sup>5</sup>

- **Large metropolitan areas of over two million people:** This category includes Greater Johannesburg, the Durban Functional Region, the Cape Metropolitan Area, the East Rand and Greater Pretoria.
- **Large cities of between 500 000 and two million people:** This includes Port Elizabeth, the West Rand, the Vaal Complex, East London, Bloemfontein, the Orange Free State Goldfields and Pietermaritzburg.

### URBAN GROWTH

- **Total urban population up to 26 million**
- **Urbanisation level presently 65% of population**
- **Urbanisation level of 75% in 2020**
- **Current urban population growth rate of 3.1% per annum**

### THE URBAN POPULATION



*Note: (Urban Growth and Urban Population boxes): These indicators were derived from figures of Central Statistical Services, Development Bank of Southern Africa and The Centre for Development and Enterprise. (Note that figures often differ due to definitions of urban, rural and peri-urban areas).*

- **Intermediate or medium-sized cities of between 100 000 and 500 000** like Klerksdorp, Kimberley, Potchefstroom, Witbank/Middelburg, Pietersburg, Mmabatho and Nelspruit, amongst several others.
- **Small cities and towns with populations of less than 100 000** like Upington, Tzaneen, Port Alfred, Louis Trichardt, Dennington and Ladysmith.

While estimates of the current population vary according to different definitions of "urban" and "rural" areas, demographers agree that the proportion of South Africans who are living in urban areas will continue to rise.

The greatest concentrations of urban populations are in the three main metropolitan areas of Witwatersrand/Pretoria, Durban and Cape Town which together account for some 70% of the total urban population. South Africa's urban



hierarchy is nevertheless not an unbalanced one, with the relative sizes of urban settlements from largest to small corresponding with international norms. The country's largest cities are not excessively large by international standards, and the rates of growth of the various tiers also appear to be normal. Hence there appears to be little reason to favour policies which may artificially induce or restrain growth in a particular centre, region or tier.

Despite variances, estimates of projected population growth in the urban areas generally suggest that there is little reason to expect the rate of urban growth to reach unmanageable proportions. Of course, if some unforeseen and severe environmental crisis emerges in the rural areas this could disturb matters, and there are a few other unpredictable possibilities on the health (eg. Aids) and international migration frontiers.

For the most part, however, the implications of current demographic trends for urban policy are that:

- continued urban growth can be anticipated; and should be planned for;
- the growth rate is sufficiently normal to suggest that effective urban management is possible;
- and there is, therefore, no justification for interventionist policies which attempt to prevent urbanisation.

#### 4.1.2 The Links Between Urban and Non-Urban Areas

Today's urban growth puts into question the traditional dichotomy between urban and rural - between town and countryside. Many denser settlements are simultaneously urban and rural. Commuter townships established by apartheid planning are often on the outer edges of traditional cities. Circulatory migration blurs the distinction between urban and rural dwellers.<sup>6</sup>

These realities underscore the necessity of putting the Urban Strategy within the broader national development context. It should thus focus on cities and towns of all sizes, be coupled with a Rural Strategy and be seen in relation to regional development policy. Urban initiatives are therefore inextricably linked to efforts aimed at minimising the country's inter-regional inequities.

#### 4.1.3 Metropolitan Areas, Cities and Towns within their Regions

The realities facing metropolitan areas, cities and towns must thus be understood in a regional context:

- Metropolitan areas and larger cities focus resources and are

the economic engines for their regions. They serve areas far beyond their own boundaries. It is also increasingly being recognised that these urban centres are often pivotal in determining national links with and prospects in the global economy.

- Medium-sized cities in South Africa tend to be dependent on a narrow, often natural resource-based sectoral economic base. This makes them particularly vulnerable to economic change (recall the recent experience of many gold and coal mining towns)<sup>7</sup>.
- The fate of small cities and towns also often rests on the unpredictable and unstable condition of the agrarian economy.<sup>8</sup> The market dynamics around commercial agriculture have made it increasingly attractive to farmers to conduct their business in larger centres. Many small towns cannot meet the demands which might emanate from land reform programmes in the rural areas.
- While many medium-sized cities and small towns have been exploring tourism to revive their local economies, the success rate is still largely unclear. There is considerable need for more systematic action to enhance the prospects of small towns in particular.

There is a need to base investment and support on potential, rather than on artificial incentives with no prospects of sustainable success. It is also essential to build the type of institutions which will harness potential and positively steer cities and towns towards greater prosperity. The government will - with stakeholders in these areas - creatively seek solutions, but it does not believe that it should intervene extensively. For example, steps are needed to link smaller cities and towns afresh to their immediate hinterlands or to enhance their links to other urban centres, regions and wider markets in general. As explained later, the GNU believes that stakeholders in each city and town should identify opportunities and strengths themselves. They should also manage strategies in their areas, rather than relying on interventions from the centre. At the same time government will seek to align strategic public investment with emergent growth centres and development corridors.

## 4.2 The Urban Areas Today

We turn now to conditions within urban areas themselves. The focus is on urban dynamics and structure; the relative significance of the apartheid legacy; the demise of the monocentric city; the scale and spread of cities and towns; and the strengths of the urban areas.

### 4.2.1 Urban Dynamics and Structure

Our cities and towns of all sizes, but especially the bigger ones which contain some 80% of the urban population, are marked by stark contrasts.

On the one side are formerly white suburban neighbourhoods, segmented, especially in the bigger urban centres, by income and class. These typically well-maintained and well-served low-density residential neighbourhoods intersperse housing with public and private amenities like parks and shops. Homes and facilities are increasingly joined by places of employment, located in high-rise office buildings and low-rise office and industrial parks. Such work sites are often clustered into larger concentrations of economic activity.

The other side is that of lower-income neighbourhoods, notably the townships and informal settlements. These areas encompass government-built "matchbox" formal houses, single-sex hostels now often inhabited by both families and single people, and shacks.<sup>9</sup> In recent times, informal shack settlements have become a feature of virtually every city and town, even though the scale of this trend differs sharply.

While levels of distress are not uniform, lower-income neighbourhoods are often marked by poverty and squalor. They tend to be simultaneously over-crowded and under-served. They lack both formal retail facilities and community and recreational services, particularly open space. Deficient in essential infrastructure like roads, electricity, street lighting and waste disposal facilities, these areas are often environmentally hazardous to their residents. Typically situated at long distances from many economic opportunities,<sup>10</sup> lower-income neighbourhoods also lack viable tax bases. This makes them fiscally dependent on the broader cities or on inter-governmental transfers. Violence and crime are widespread and there have been many symptoms of social disintegration in recent years.

In the major metropolitan areas and cities, city centres straddle these distinct urban worlds. These centres are still the point of interchange for a traditional hub/spoke public passenger transportation system - even though this has been partially superseded in the last decade by a more flexible minibus taxi industry. Today, as with city centres worldwide, they are less the literal and symbolic centres of urban life than in the past. Particularly in Greater Johannesburg, the core city is increasingly under strain. Neglected residential neighbourhoods buckle under the strain of an influx of new settlers and immigrants. Multi-story industrial space is under-utilised or stands empty. Many white-collar office and retail jobs - the economic locomotive that draws a core city with it - have migrated to suburban business centres. The area is increasingly viewed as a zone of decay, insecurity and danger.

The city centres, including Johannesburg's, nonetheless still attract significant investment. As new residents, service providers and other economic actors arrive, the centres change function. They have the potential to thrive as vibrant spheres of public and economic life, provided that appropriate supportive interventions by the public and private sectors are made.

The problems in smaller urban centres are somewhat different, but here too is a challenge to overcome the spatial dispersion imposed by racially-based measures. The distance between "town" and "township" is often considerable and links (eg. transport) are often ineffective. Moreover, the fact that these are often perceived as wholly separate areas, often inhibits initiatives to tackle the challenges of urban integration.

### 4.2.2 The Collapse of Urban Apartheid

Urban apartheid's inheritance confronts city dwellers in the form of the characteristic inequities and inefficiencies briefly detailed above. But the statutory basis of the apartheid city

## URBAN CHALLENGES

- *Ongoing urban growth*
- *Displaced urbanisation with racial / spacial divisions*
- *Private and public investment backlogs*
- *10 years of low economic growth*
- *Constraints on resources available to households and government*
- *Local authority transition and capacity constraints*

has disintegrated in the past decade. Influx control collapsed in the face of popular resistance to grand apartheid's territorial separation. The dream of "orderly urbanisation" faded in a similar fashion, as the impossibility of repressing urbanisation dawned on policy makers. Within urban areas, people defied the enforced separation of home and work. The Group Areas Act was thus actually abolished some time after the actual demise of effective residential segregation.

Furthermore, built-in spatial and functional inefficiencies increased the costs of building, operating, and maintaining the apartheid city's infrastructural systems and providing services to its residents. These costs outwore the capacity of the national fiscus, creating an impetus for change. The inability to sustain urban apartheid financially was intensified by the refusal of people to pay rental and service charges in protest against inadequate and inferior facilities and services provided by illegitimate municipal governments.

Urban apartheid became, quite literally, unsustainable. It has left behind a costly legacy of fiscal crisis, public sector inefficiency and conflict. This significantly complicates the task of urban reconstruction and development.

Addressing this legacy is a driving imperative for a national Urban Strategy. But meeting the goals of the Urban Strategy, as outlined above, clearly demands an understanding of the full complexities of the urban landscape. In this regard, it is important to perceive the non-statutory broad societal forces which are currently shaping our cities and towns.

## THE APARTHEID CITY & TOWN

### IN ADDITION TO BACKLOGS, OUR CITIES AND TOWNS ARE:

- *Sprawling and generally have low density*
- *Inequitable*
- *Inefficient, which slows economic growth*
- *Costly to maintain (for example, annual rail and bus commuter subsidies largely arising from the form of our cities and towns, are in excess of R2 billion)*

### 4.2.3 The End of the Monocentric City

Concurrent with the demise of statutory apartheid, long-run and powerful economic, social, and demographic forces are throwing into question the very model of the centralised industrial city upon which apartheid planning was based.<sup>11</sup>

The notion of "city" itself is being redefined. The monocentric (or centralised) city, with its wedges or rings of distinct and detached land uses radiating out from a dominant centre, is being displaced. It is being transcended in both developed and developing countries by several currents.

One of these is the sheer scale and demographic weight of urbanisation across the world. The nature of economic production and distribution has also changed. Examples of this are the shift from multi-story to single-story industrial space, the switch in goods transportation from train to truck, and the telecommunications and information revolutions. Changing trends such as the greater use of the motor car, the demand for more space-extensive living, and changes in the nature and scale of retailing have also been significant influences.<sup>12</sup>

These currents have led to the emergence of a widely-dispersed polycentric (or multi-centred) city form. This means - in spatial terms - several employment cores and various peripheral settlements. The new form, in fact, exhibits a general blurring of the long-held distinction between urban core and urban periphery.

In South Africa, the forces causing the demise of the apartheid city have operated alongside - and strengthened - the movement away from the monocentric city. The result is a recast urban form and a new style of urban life, spread across the city and spanning its social and economic dimensions.

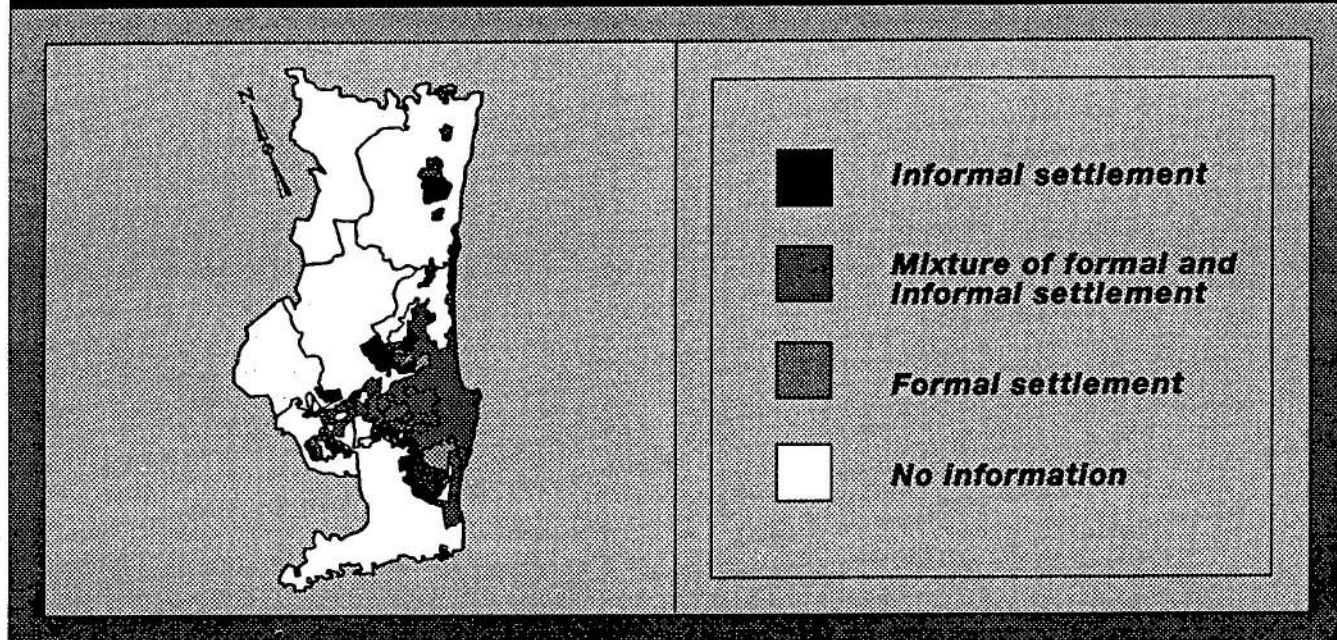
This is the reality which should be accommodated in the Urban Strategy and which sets the parameters for planning and delivery.<sup>13</sup>

### 4.2.4 Scale and Spread

Two aspects of this great shift in urban life are particularly relevant to South Africa's urban sector.

The first is the new **scale** of our cities. The metropolitan areas and large cities are rapidly growing much bigger.<sup>14</sup> These larger urban areas are now made up of hundreds of neighbourhoods which contain many communities of interest.



**Figure 2** Location of Formal & Informal Settlement in the Durban Region

Source: Durban City Council Planning Department

While some of these communities can be defined spatially by neighbourhood boundaries, others cannot. Neighbourhood and community are therefore no longer necessarily the same thing.

The second aspect, accompanying scale, is the extended spread or reach of urban areas. The distances and separations marking the apartheid city are now blown-out to greater proportions. Cities are now on a scale that used to be considered that of a region.

This spread is witnessed principally in the changing locations of jobs and homes. Recent research on informal settlements in KwaZulu-Natal, for instance, points to a new fluidity in the household settlement pattern.<sup>15</sup> A spatial development framework for the Cape Metropolitan Area must plan for housing, jobs, and transportation systems across a vast, 4 500 square kilometre territory.<sup>16</sup> Development Bank of Southern Africa research, now in progress, is exposing a more widely-dispersed pattern of employment location for Greater Johannesburg and other metropolitan areas than has been acknowledged to date.

Yet, spatial mismatch continues in many cities. Concentrations of population often far outnumber work opportunities. In Greater Johannesburg, industrial and service jobs migrate northwards, ever further away from the large low-income townships and informal settlements in the south. The Durban Functional Region's economic activity and jobs are primarily in the centre and to the south. This means that the inhabitants

of the residential areas to the north have to travel long distances to where employment and business are concentrated. The Cape Metropolitan Area's heavily populated south-east sector is vastly under-supplied with work opportunities.

This spatial mismatch is deepened as long as townships, under-served with economic and fiscal bases, remain dormitories despite their obvious potential. It will also intensify as long as the industrial areas adjacent to the townships continue to attract less investment amidst sectoral industrial restructuring. This trend will prevail and even accelerate if crime and violence remain endemic in these zones.

Uncontrolled spread in the form of what planners often call "sprawl," also incurs other costs.<sup>17</sup> Despite lower land costs as compared to central city areas, the overall costs of new urban development can rise as the capital and operating costs of infrastructure services and public transportation facilities increase. Energy use also tends to multiply. Formerly open land, often valuable agricultural land, also gets built over, with negative effects on the integrity of the regional natural environment.

The necessity, then, for spatially and socially integrating a polycentric city is already on the urban agenda in South Africa. Given apartheid's legacy, this is arguably more the case than virtually anywhere else in the world. Planning for integration must incorporate city cores and peripheries as currently defined - and must have the longer-term aim of destroying the periphery as both reality and idea.



This necessity is largely encountered in the major population concentrations, the large metropolitan areas and the large cities. However, intermediate cities and small cities and towns should not be overlooked. They face similar pressures as populations grow naturally and through in-migration. While development is not polycentric, the legacy of decentralisation and deconcentration policies has left these cities and towns with industrial zones and townships far away from town centres. Urban policy must therefore address the integration of these smaller urban complexes against the backdrop of growing demands for space and the need to correct the artificial racial and functional divisions imposed by apartheid and decentralisation in the past.

In facing the new challenges incurred by urban scale and spread, South Africans are not alone. All over the world, city dwellers are struggling to find new terminologies, planning techniques, and delivery mechanisms for the expanded new city. As compared to the confidence of only a few years ago, it is now acknowledged that successful urban management is not assured in the current global situation of rapid urbanisation and massive urban growth. Extra and renewed commitment and effort is required from both urban inhabitants and planners.<sup>18</sup>

#### 4.2.5 The Strengths of the Urban Sector

Amidst such growth and change, the strengths of the urban sector should not be forgotten:

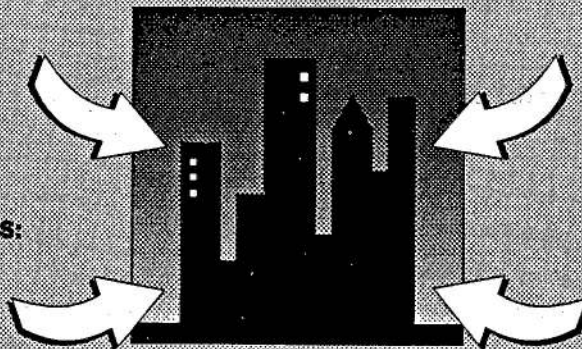
- South Africa's metropolitan areas and larger cities produce and distribute many goods and services. They have functioning and often diversified urban economies which can be revitalised and built upon. The large metropolitan areas are gateways to a Sub-Saharan Africa that has been demonstrating encouraging signs of economic vitality of late.
- A number of intermediate cities and small towns have already shown the way towards locally-based economic growth and development, grounded in careful planning, participation and an emphasis on home-grown strengths.
- Existing urban infrastructural systems - notably transportation, power, water, and telecommunications - similarly provide a base that can be consolidated, extended, and also more equitably distributed.
- Operating municipal governments have technical and financial capacity that can - and will - be used for the betterment of the conditions of all, rather than those of just a minority.
- A relatively sophisticated and effective banking system can finance much of the urban investment required and, with some innovation, will be able to explore new opportunities and serve the development market better.
- Finally, there is a real sense in our cities and towns that everyone's lives are interconnected. This sense has been promoted by widespread public approval of the goals of the Reconstruction and Development Programme. Different stakeholders also found more common ground in the forums that have become such an important part of the decision-making process over the last few years. Most key stakeholders now understand that townships cannot be insulated from higher-income suburbs, as in the past. There is also a recognition that the various urban interest groups can and must work together to remake the cities and towns.

### SOUTH AFRICA'S FINANCIAL SECTOR

WELL DEVELOPED

MISSING COMPONENTS:

- *Dedicated municipal instruments*



MIX OF FINANCIAL INSTRUMENTS AVAILABLE

WILL IMPROVE OVER TIME IN RESPONSE TO INTERNATIONAL COMPETITION

## 5. Implementing the Urban Strategy: Points of Departure

### 5.1 Policies, programmes and projects

The aim of this strategy is effective urban reconstruction and development within a consistent policy framework.

To ensure that these priorities are met:

- Policy needs to outline the broad objectives and focus areas of the strategy;
- Programmes - or "packages of projects" - need to be designed in terms of those objectives and focus areas. These programmes have to ensure that development is implemented in an integrated manner so as to bring about better living and working environments;
- Projects must be managed in the context of these programmes so as to ensure that they meet the overall policy objectives and that they are conducive to the integrated goals of their programmes.

### 5.2 Towards a strategy of reprioritisation and reorganisation

National, provincial and local governments, in partnership with other stakeholders, will therefore be able to design and implement appropriate programmes and projects within a broad framework. Three points should be emphasised here:

- **The implementation of an integrated Urban Strategy will require a fundamental reorganisation of the way government works.** Greater emphasis will be placed on interdepartmental coordination, and on cooperation between these national line departments and their counterparts through the different tiers of government. A clear structure of authority and accountability in the process of implementation will be created.
- **Second, however, consistency does not mean uniformity.** The government seeks strategic success across government departments, levels of government and South Africa at large, but it firmly subscribes to the principle of local initiative. If people on the ground do not innovate, and if they do not take ownership of development in their cities and towns, any strategy will fail. The task of central government is to provide the broad framework and to - highly selectively, albeit equitably - direct resources in

order to address problem areas or encourage successes.

- **Third, this will essentially have to happen through reprioritisation of government expenditure.** The government is committed to fiscal responsibility. The RDP represents the policy framework which spells this out. It is based on the premise that the focus of government activity has to be shifted towards growth on the one hand and addressing the needs of the many historically-disadvantaged South Africans on the other. It is not unrealistic about the scarcity of resources and is thus not an add-on programme but a framework for reprioritisation. This Urban Strategy, as an element of the RDP, is presented in the same spirit.

### 5.3 An incremental strategy

Based on the urban realities and trends depicted above, the Government of National Unity believes that urban development towards the urban vision should be structured around five interlinked themes. These themes are:

- Integrating Cities and Towns and Managing Urban Growth;
- Investing in the Urban Sector;
- Building Communities and Caring for the Vulnerable;
- Promoting Urban Economic Development;
- Creating Institutions for Delivery.

Before focusing on the respective priorities and programmes, the incremental nature of the strategy must be emphasised.

While it is not possible to separate the implementation process into neatly defined sequential phases, it is nonetheless necessary to highlight the emphases which will apply as implementation of the strategy unfolds. These emphases are:

- **Stabilisation:** During the life of the Government of National Unity, the focus will be on critical backlogs, the restoration of infrastructure services, and the formation of core institutional capacities. The intention is to lay the foundation for subsequent action. Key stabilising interventions will be:
  - The Masakhane Campaign, aimed at asserting the role and place of local government and establishing a culture of sustainable service provision (and payment for services).
  - The local government transition process, culminating in the establishment of new local or metropolitan governments with the community elections of late 1995.
  - The RDP Extension of Municipal Services Programme.
  - The seven Special RDP Presidential Projects on Urban Renewal (the Special Integrated Projects).

- The Development Facilitation Act.
- Steps to bring violence and crime under control.
- **Consolidation:** Given a stable basis, the focus will shift towards cementing an integrated package of policies and programmes, notably:
  - Various Land Development, Planning, Transportation, and Environmental Management policies and programmes.
  - The Department of Housing's Housing Programme.
  - Investment in Urban Infrastructure.
  - Urban Economic Development initiatives.
  - Urban Social Policy.
  - Strategies to ensure better safety and security in urban areas.

- **Managing urban growth and development:** Based on effective stabilisation and consolidation, this will be the emphasis after the year 2000. By this time, policy formulation and implementation mechanisms as well as financial and institutional systems will be firmly in place. It will thus be feasible to monitor the progress made with Urban Strategy policies, programmes and projects on the basis of key performance indicators. Where necessary, strategic goals will be reviewed in response to change, and the Urban Vision will be modified accordingly.

Against this background, the policies and programmes making up the Urban Strategy will now be discussed in terms of the five interrelated themes.



## 6. Implementing the Urban Strategy: Focus Areas

This section outlines the core policies and immediate programmes which form part of the Urban Strategy, and which provide the basis for further initiatives by the major roleplayers within and outside the public sector.

### 6.1 Integrating Cities and Towns and Managing Urban Growth

The Urban Strategy seeks, foremost, the physical, social and economic integration of our cities and towns. This means that:

- **Jobs, housing, and urban amenities of all kinds must be furnished in more efficient and integrated urban and metropolitan settlements.** Co-locating urban functions will make cities and towns more efficient in a number of ways. The first is less rigid and more flexible, mixed land uses. It will also be necessary to bring into more productive use the many large tracts of under-utilised or vacant land, particularly state and parastatal-owned as well as mining land. This should be done especially with a view to provide low-income housing closer to business and industrial areas. In similar vein, under-utilised developed areas - like inner cities - should receive attention when urban reconstruction is planned. Physically more integrated cities and towns would also mean shorter commuting distances and times. Such interventions will not only make individual cities and towns more efficient, but they could also have a significant effect on the national economy.
- **Urban settlements must foster the long-term sustainability of the urban environment.** In particular, the environmental impacts of new development will have to be carefully monitored and managed according to the legal requirements of Integrated Environmental Management. Moreover, the corridors or open spaces necessary for the maintenance of biodiversity as well as for psychological health will be required to form an integral part of environmental planning processes.
- **Intensified development should focus public investment around both developed and emergent nodal points in the urban system.** This selective intensification should also occur along already existing transportation corridors. In this way "reurbanisation areas" and "activity corridors" will be created. Such intensified development

## SPATIAL EFFICIENCY

Sound planning and investment in infrastructure increase mobility and locational choices of households and businesses by

- **Making well located vacant land suitable for development**
- **Transport infrastructure improving mobility and reducing commuting times**
- **Fostering an economic base in townships**

must aim at establishing better conditions of access to an expanded range of nearby facilities.

- **The rebuilding of the townships is an essential part of urban reconstruction and integration. The dormitory role of low-income areas must finally be terminated. Specific attention will be focused on these low-income areas: townships, informal settlements, and low-income inner city residential zones.** These areas represent an under-utilised resource for the future. They have to be transformed into productive, habitable, environmentally healthy and safe urban environments, free from crime and violence. Rebuilding the townships is unquestionably the single most important urban development challenge facing the country. It cannot occur in isolation from integrating strategies. The intention is certainly not to reinforce the segregation between different parts of the city. What needs to be done, however, is to ensure equity across the urban landscape and thus offer all urban residents proper opportunities and facilities. This transformation will include augmenting and diversifying urban functions, upgrading existing and constructing new housing, restoring and extending infrastructure services, promoting investment and economic activities and alleviating environmental health hazards.
- **Public passenger transportation routes and systems should be improved and made more flexible.** Better urban transportation will increase household mobility and thus access to wider labour markets and opportunities. Links between central city areas and outlying areas and between nodal points in the urban system will have to be strengthened.

- **Physical integration and social integration should go hand in hand.** An understanding of the "interwoven destinies" of urban stakeholders is a precondition for improved economic performance. Seen through the prism of the global economy, our urban areas are single economic units that either rise, or stagnate and fall together.<sup>19</sup>

### Undoing the Apartheid City

- **Link the component parts of the city through high-density activity corridors**
- **Township upgrading**
- **Urban Infill**
- **Development of buffer zones**
- **Inner city development**

To achieve this, the following short, medium and long-term interventions are either already underway or being planned:

#### 6.1.1 Reform of the urban land and planning system

Urban integration and the management of urban growth depend on effective land use planning incorporating the principles of Integrated Environmental Management (IEM) and a well-functioning urban and regional planning system. This requires drastic reform of the current planning system.

South Africa's planning system is extraordinarily complex, internally contradictory and incoherent. It is based on a large number of racially-based laws and ordinances inherited at national and provincial level, as well as from former homelands. This system holds back - rather than facilitates - urban land development.

The Development Facilitation Act - aimed at addressing urgent land delivery needs - is at the core of the government's stabilisation initiative in this regard. In the longer term, other fundamental reforms of the planning system are envisaged.

- **The Development Facilitation Act:** The departments of National Housing, Regional Affairs, Agriculture and the RDP Ministry have all collaborated on the Development Facilitation Act (DFA). This legislation marks a start to a further process for the restructuring of urban and regional planning in South Africa.

The major immediate purpose of the DFA is to expedite land development projects. It strives to bypass bottlenecks in existing regulations, especially those impeding the delivery of serviced land for low-cost housing. The Act provides a nationally uniform point of reference to assist land development. Promulgated at the national level, provinces will be able to use it until introduction of their own land use legislation (which they can pass in terms of their ascribed competency under the Interim Constitution).

The Act seeks to promote efficient and integrated land development through a set of general principles as the basis for future land developments. These principles include the location of residential and employment opportunities in close proximity or integrated with each other; a diverse combination of land uses; countering urban sprawl; optimising the use of existing resources, notably underutilised infrastructure; and promoting environmentally sustainable land development in terms of the Environment Conservation Act, 73 of 1989. Provincial premiers can add to these principles.

To set the framework and tone for reform in land development and planning laws and policies, the Act makes provision for the establishment of a Development and Planning Commission. This body will advise both the national and provincial governments. Also proposed is the introduction of provincial development tribunals to oversee government approvals of land development in terms of the Act<sup>20</sup>. This will also ensure that planning is done according to the principles of IEM.

- The DFA introduces the concept of Development Tribunals, which are to be appointed by the Premier in each province. Tribunals bring together experts, officials and stakeholders to review, overturn, amend or uphold executive decisions on development. They have the power to subpoena officials, and suspend restrictive legislation, as well as to impose prescribed timeframes for development decisions. The work of tribunals will thus expedite development processes.
- The DFA initiates local level planning through measures to facilitate the formulation and implementation of land development objectives by reference to which the performance of local government may be measured.

It thus focuses on a particular dimension of development - land and spatial development - which is crucial in current circumstances, and which deserves and requires urgent intervention.

## Development Facilitation Act

- **"Fast-track" approach to development**
- **Bypasses existing apartheid planning legislation**
- **Initiates development planning through "land development objectives" (set by local authority or province)**
- **Resolves conflicts rapidly through "development tribunals" at provincial level**
- **Fundamental review of planning system to be undertaken by "Development Planning Commission"**

The DFA is not a replacement for comprehensive and integrated development planning. It anticipates a restructured development planning process. Importantly, it serves to reinforce a strategic approach to development - requiring objectives to be set against the backdrop of socio-economic analysis and consultation and strategies to be formulated accordingly. It links strategies to key performance indicators and plans, and ultimately to programmes, budgets and monitoring activities.

The DFA permits the setting of development performance measures, such as housing targets, as a fast track alternative to time-consuming current procedures. In this fashion, the development performance of local government can be assessed by provincial governments. In view of the urgent need for the rapid assembly and release of land for housing the homeless, government is also investigating other measures to fast-track land development. Such measures will complement the DFA's provisions in this regard.

The DFA also defines land development procedures for the subdivision, servicing, and zoning of urban and rural development, and schedules for the amendment of legislation now in force.

- **Reform of the development planning system:** An inter-governmental forum has been established to reappraise and reform the urban and regional planning system in South Africa. The Forum for Effective Planning and Development includes the provincial MECs responsible for development planning, the RDP coordinators from each province, the Ministers of Land Affairs, Housing and

the RDP and their representatives as well as technical advisors.

In its discussions about a new integrated development planning system for the country, the forum has been focusing on:

- The suitability of current legislation (such as the Physical Planning, Urban Transport and Town and Regional Planning Acts);
- Formulating a proposal for new legislation for development planning;
- Options for the establishment of new or the redefinition of current consultative structures for planning;
- Patterns of industrial and commercial land ownership in order to define targets for such ownership amongst historically-disadvantaged communities.

A new development planning system will incorporate:

- The upgrading of national-scale regional planning (including a reassessment of the Regional Industrial Development Programme);
- Support for provincial governments in their Schedule Six competency to coordinate/integrate development planning;
- Support to metropolitan and local governments to formulate growth management plans (like the Cape Metropolitan Area's Spatial Development Framework).

This development planning system will thus provide for integrated urban development. But it will also connect the national and provincial levels of government to the other tiers of government constitutionally charged with urban management, i.e. local and metropolitan government. Integrated development strategies and growth management plans will be the primary vehicles to locate the intensified development that can structure more integrated urban and metropolitan settlements. This will provide the basis for coordinated land use, transportation, environmental, economic, institutional, infrastructural and fiscal planning in urban areas.

### 6.1.2 Urban Transportation

Any strategy aimed at integration of South Africa's cities and towns has to address issues of transportation. Apartheid planning forced many people to live far from urban amenities and resources. Journeys to work are long and time-consuming for many, and transportation costs high for both households and government. Transportation subsidies alone cost the fiscus in



excess of R2 billion a year, and are particularly excessive in providing for the inhabitants of far-flung "commuter townships." This system urgently requires wholesale reform.

The Department of Transport has primary responsibility in this regard. It is focusing on two spheres:

- **Passenger transport:** Policy towards the country's public passenger transportation system requires immediate re-appraisal. A committee of key stakeholders has been established to review present passenger transport policy and to develop new strategies for financing and operating the system.

The policy review will cover all dominant passenger transport modes: including bus, commuter rail, minibus taxis and the private car. It will establish mechanisms to assure better coordination between the different parts of the transport system. The issue of subsidies will receive special attention. The department also intends to promote the better integration of land use and transportation planning. Specific reference will therefore be given to the support that can be afforded to such integrated planning within a reordered transportation planning system at provincial, metropolitan and local levels. Co-locating housing and employment and making better use of existing transport corridors for intensive development are cornerstones of such thinking.

The major investment required in urban public passenger transport systems over the next five years demands that such investment be fully coordinated with other investments in urban infrastructure. In reviewing transportation policy, government will, as a matter of urgency, determine the available funds to drive a public passenger transport investment programme in that period. Government recognises the crucial role of mass transit in providing greater accessibility to urban opportunities.

As it reassesses the public passenger transport system, the government is particularly concerned about the unacceptable levels of conflict and violence in the minibus taxi industry. This industry now conveys as many passengers as the bus and rail industries combined. Specific steps are being taken to alleviate the situation. A national taxi task team, consisting of ten representatives from the industry and nine officials from central, provincial and local government, has been established. In seeking to stabilise the industry, the team will address such issues as permits, illegal operators, road safety and passenger needs.

- **Transportation infrastructure:** The Interim Constitution

defines public transport as a provincial responsibility while the Urban Transport Act assigns the provision of transport infrastructure in metropolitan areas to the provinces.

Where possible, transportation planning should be aligned to planning processes in new metropolitan authorities.

Where metropolitan authorities lack the capacity to support this effectively, it will be necessary to link transport planning to an appropriate constitutional tier of government like the provincial.

Specific provincially-based initiatives thus form a core part of the strategy around transport. Each province will establish a Provincial Urban Transport Fund which may be used to finance urban transport infrastructure and to allocate funds to metropolitan transport areas, following approval of their transport plans. These transport plans will ideally form part of broader economic development plans aimed at integrating land use, transport infrastructure, housing delivery, urban development and regional planning. This will locate transport within the overall provision of infrastructure and services. Investment in urban transport infrastructure will focus on high impact projects that improve mobility and accessibility, especially for disadvantaged communities.

### 6.1.3 Environmental Management

Environmental management forms an integral part of this Urban Strategy. Housing, planning, infrastructure and other services all have a direct bearing on environmental quality and the health and well-being of urban residents and workers. It is therefore essential to manage development in these areas carefully so as to enhance and protect the quality of the environment within which urban dwellers find themselves.

The government does not regard environmental concerns as a luxury. Much as decent living environments demand environmental awareness and actions, it will simply not be able to address the challenges of alleviating poverty and reconstruction and development if the urban environment is not managed. Steps will be taken to encourage the widest possible cooperation in this regard, but the government will not shy away from introducing the necessary measures to preserve the country's environmental assets.

Environmental management will therefore be integrated more fully with other strategic objectives. As a starting point, the Environmental Conservation Act 73 of 1989 and Notice 51 of 1994 will be used as they guide central, provincial and local authorities towards promoting the objectives of the General Environmental Policy and the principles of IEM.



This is an important commitment, as this policy emphasises the importance of a healthy, safe and dignified life. It links urban development and management to holistic and integrated planning, public participation, and the improvement of environmental expertise. In this vein, the government will emphasise environmentally-sensitive land use planning and impact assessment, the sustainable use of resources and protection of ecologically sensitive areas, the protection of cultural heritage as well as pollution control. Environmental education across the widest possible spectrum of society will receive increasing attention.

Environmental management in the context of urban development will be secured through:

- **Land use planning:** The Department of Environmental Affairs and Tourism (DEA & T) is tasked to promote ecologically sensitive urban planning and development. For this purpose, guidelines for the implementation of Integrated Environmental Management (IEM) have been developed. Legislative instruments are also being developed for environmental impact assessment to support the implementation of IEM principles. This will include assessment requirements for listed urban developments.

Environmental potential atlases are also being developed in the metropolitan areas to align planning to this environmental agenda. The regulations of the Development Facilitation Act include adherence to the principles of IEM.

- **Support for international agreements:** South Africa is already a signatory to international conventions promoting environmental management and awareness. This affects the urban areas directly and a conscious effort will be made to ensure effective links to the urban and rural strategies in support of the RDP. Key actions in this regard are:

- **International Agenda 21**, which is a plan of action for sustainable development and one of five agreements forged between governments at the United Nations Earth Summit in Brazil in 1992. The International Agenda 21 guidelines and programmes require that local authorities initiate comprehensive Local Agenda 21 strategies for sustainable development. Targeted cities will be assisted by DEA & T and other role players to develop local environmental strategies and action plans as part of the Local Agenda 21 process. Community participation will remain a priority throughout. To comply with the reporting requirements

**FIGURE 3 The Environment and Development: The Cape Town Case**



- Potable water resource (major dams and aquifer high transmissivity zone)
- Economic mineral deposits
- Highest agricultural potential (highest investment in infrastructure, medium-high potential soils, water availability)
- Landscapes of scenic, biological and amenity value
- Rural
- Mountains, hills, coastlines, dunes and vleis and associated flora & fauna
- Urban open space amenity
- Built areas of unique environmental quality
- Built urban areas
- Hazards

Source: Cape Town City Council Planning Department

which form part of the global implementation of Agenda 21, the DEA & T will compile annual reports on its implementation in South Africa.

- South Africa has much to learn and considerable work lies ahead in the formulation of policies and the creation of an awareness of the key issues. This is why a firm commitment to such further policy work will be maintained. Moreover, active steps will be taken to stay abreast of and involved in international initiatives and also to find practical ways for the implementation of the policies and strategies that are being developed. A report produced by the Department and the Foundation for Research Development (FRD) on the Global Forum 1994 Meeting on Cities and Sustainable Development will form the basis for further development of national policy and strategy.
- The World Health Organisation's Healthy Cities Programme is at present supported by Greater Johannesburg and the South African Medical Research Council. The government will engage with these processes to identify needs and opportunities for effective support. At the same time, the drive for environmental management will only be effective if all stakeholders subscribe to the view that this is not a matter for government alone. Government interest and support will be managed in this spirit of partnership with other stakeholders.
- **Open space planning:** The DEA & T is involved in the promotion of integrated open space planning and the productive use of open space. Three forums have been established to encourage the efficient and sustainable utilisation of and planning of urban open spaces. This will include the compilation of guidelines and policy on the role of urban agriculture in improving nutrition, creating jobs, and recycling waste. Certain ecologically sensitive sites within urban open space are also being protected through national and international programmes and agreements such as the Ramsar Convention on wetlands, and the natural heritage programme. Cities such as Cape Town and Durban already have environmentally sensitive urban open space planning.
- **Community involvement:** The DEA & T is involving role players at community level with the promotion of the concept of "Primary Environmental Care." Targeted communities will be helped to organise themselves and to apply and strengthen their capacities for the care of the environment, while simultaneously satisfying basic needs.

Guidelines will be developed on the basis of experience gained in these communities.

- **Management of cultural assets:** The DEA & T is initiating a national cultural resources management policy, together with other programmes addressing the protection of cultural resources in the urban development sphere. Role players such as the National Monuments Council are presently engaged in the listing, restoration, and protection of sites and structures of cultural and historical significance in towns and cities throughout the country.
- **Research and environmental education:** Research by the FRD and the World Bank will form a basis to determine sustainability and environmental quality indices for cities to aid monitoring at national level. Liaison at the provincial and local authority levels revealed the need to support the development of environmental expertise at those levels.

Capacity building is also needed for the planning professions, inter alia through environmental inputs into curricula. A strategy to involve the youth and make them aware of the urban environment was initiated with a publication titled *Discover the City*. This will aid the environmental inputs given into the curricula of formal education subjects through a committee established for that purpose.

- **Pollution control and waste management:** The DEA & T is developing a national strategy for waste management and a policy for integrated pollution control. This seeks to combat littering, promote recycling and control toxic wastes.

The government supports the endeavours of Keep South Africa Beautiful. The campaign established a forum in August 1994 to identify problems regarding refuse removal and litter abatement in Gauteng. The department was asked to initiate, coordinate, manage and monitor environmental awareness and educational programmes for the youth by employing NGO's active in the field.

## 6.2 Investing in Urban Development

Both the public and private sectors have an interest in the effective functioning and future success of South Africa's cities and towns. The GNU is determined to fulfil its responsibilities in this regard, but will seek - in tune with international trends - to encourage private sector investment over the widest possible front.

Investment in urban development should support the trans-

formation of cities and towns in line with the urban vision. A consistent national framework is firstly important because it will support the clarification of roles between and within the different levels of government. It will also enhance effective and efficient allocation of scarce resources. Such an investment programme will augment and diversify urban functions, secure the extension and better maintenance of infrastructure, upgrade existing and construct new housing; and alleviate environmental health hazards and the loss of biodiversity.

#### 6.2.1 Augmenting and diversifying urban functions

Many of the points raised under the previous heading of Integrating the cities and Managing urban growth are relevant here and will not be repeated. It is, however, important to note them in an investment context as the government is determined to base its support on this objective of urban integration. This has a number of important implications:

- **Public sector investment in economically unviable new developments will as far as possible be avoided.** People need to be able to live near their places of employment - if they do not, it should be their choice and the structure of the city or town should not compel them to live far away. Given this choice element, the public sector will gain the moral authority to base its transport policies on functional urban areas. Costly and uneconomic subsidies will be phased out. The spatial development of urban areas should assist the movement away from the inefficient subsidy system of the past.
- **Public investment at all levels will be expected to relate to the economic or functional base and potential of an area.** Proper spatial economic and cost benefit analyses will be done to assess the economic, functional and financial feasibility of projects. Naturally, rigid bureaucratic approaches will not be appropriate, but anybody approaching government or any parastatal for support, must know that tough questions will be asked. All relevant public sector agencies at national level - including departments and parastatals - have either already started or will be expected to develop criteria and methodologies appropriate to this task. Where necessary, the government is engaging with other levels of government to address their capacity-building needs. In this context, the evolution of a development planning system, mentioned earlier, is a particularly high priority.
- **Services and infrastructure will be introduced in line with the affordability levels of communities affected.** The principle that people should pay for the services to

which they have access is central to this strategy. This means that the level of services in each area should relate to what the consumers there can afford and are willing to pay for. Where government support is needed to ensure basic service delivery, it will be provided transparently. Deliberate steps will be taken to remove any disguised subsidies. Limited cross-subsidies to enhance household affordability and secure "lifeline" consumption will be necessary.

- **The government has great confidence in the private sector's ability to identify opportunities and secure an efficient allocation of resources.** The preconditions for this are a proper market environment and the necessary supporting mechanisms to address market failure (eg. intergovernmental grants, public intermediaries like the Development Bank of Southern Africa etc.) If these preconditions are met, the private sector can invest significantly in urban areas of different sizes. Ongoing attention is being given to this matter. This is being done in close consultation with various sectors, notably financial and construction interests and public sector intermediaries like the Development Bank of Southern Africa.
- **In principle, upgrading of existing infrastructure and facilities should be explored first before embarking on new extensions.** A flexible - but determined - approach will be followed. It has to be acknowledged that many areas lack even the most basic services. Furthermore, in many cases no systematic attempts were made in the past to ensure that communities have access to a diversity of facilities and services. These factors will be important when decisions are made about priorities in particular areas.

This underscores the importance of integrated development planning which takes into account not merely physical and financial factors, but also economic realities. Moreover, adequate steps to ensure that those affected by developments - whether they entail upgrading or new initiatives - are involved, will be an essential part of the delivery process.

#### 6.2.2 Infrastructure investment: systematic and immediate programmes and strategies

There can be no talk of developed urban areas unless urban residents are better housed and provided with well-functioning infrastructure services.<sup>21</sup> Two considerations are central to developing a strategy to make this possible. The first concerns needs and the ability of consumers to pay. The second entails the economic and social impact of infrastructure.



Based on these considerations, housing and infrastructure investment programmes have and are being developed. This section focuses on the infrastructure aspects of these programmes. It first relates needs and developmental impact to a policy framework for systematic and strategic infrastructure investment. The attention then turns towards some more immediate interventions aimed at addressing urgent needs and laying the basis for ongoing learning (especially from the Extension of Municipal Infrastructure Programme and the Special Integrated Projects (SIPS)).

- **Needs:** Government has taken purposeful steps to ascertain the extent of South Africa's urban infrastructure needs. Since December 1994, an Urban Infrastructure Investment Planning Task Team has developed a comprehensive perspective on infrastructure needs in South Africa's metro-poles, cities and small towns. This Municipal Infrastructure Investment Framework (MIIF) highlighted that urban infrastructure needs are vast:
  - Some 4 million people (15 percent of the urban population) only have access to water which is untreated and not reticulated;
  - About 8 million (30 percent) have access to only minimal sanitation (ie. shared toilet facilities and unimproved pit latrines);
  - Approximately 8,5 million (32 percent) do not have access to electricity;
  - Some 8 million (30 percent) do not have formal road access to their residence, nor do they have any form of stormwater drainage.

The cost of addressing these backlogs depends on the levels of services introduced. The Task Team estimates that an appropriate mix of basic, intermediate and full service investments linked to household affordability in the forthcoming 10 years will cost the country approximately R61 billion. This cost refers to municipal infrastructure only. It thus excludes economic (commercial and industrial) and social facilities as well as national bulk schemes like dams and electricity generating plants. It also excludes recurrent (running) costs of services like water and electricity.

Careful targeting is essential to ensure that basic needs are met in a way which the country can afford. The strict appraisal criteria applied by government structures at all levels and by parastatals are therefore necessary. South Africa - and this means South Africans - simply cannot afford irresponsible decisions. Two realities need to be confronted: first, people **need** services and, second, service provision has to be expanded in an **affordable** manner.

## RESIDENTIAL URBAN INFRASTRUCTURE CAPITAL COST OF 10 YEAR PROGRAMME

(R' million)			
	BASIC	INTER-MEDIATE	FULL
Internal Services	19 757	33 254	50 222
Bulk & Connector Services	5 150	8 737	16 695
Asset Replacement & Rehabilitation	10 738	11 686	13 068
Land (for new developments)	9 024	9 024	9 024
<b>TOTAL CAPITAL INVESTMENT</b>	<b>44 669</b>	<b>62 701</b>	<b>89 007</b>
(Urban Infrastructure Investment planning team, 1995)			

Source: *Municipal Infrastructure Investment Framework, Ministry in the Office of the President and Department of Housing, 1995.*

The investment strategy outlined below maps the GNU's views on how this can be achieved within a realistic macro-economic mindset and well-designed institutional framework.

- **Economic and social impact of infrastructure investment**  
Investment in infrastructure is crucial to the efficiency and habitability of our urban areas. In this regard, the following points should be made:

## URBAN SERVICE BACKLOGS

- +/- 4 million people (15% of urban population) only have access to water which is untreated and not reticulated
- +/- 8 million people (30% of urban population) only have access to minimal sanitation (i.e. either shared toilet facilities and/or unimproved pit latrines)
- +/- 8.5 million people (32% of the urban population) do not have access to electricity
- +/- 8 million people have no immediate formal access to their residence, nor any form of stormwater runoff control

Source: *Municipal Infrastructure Investment Framework, Ministry in the Office of the President and Department of Housing, 1995.*

## WHERE TO INVEST

When supplying infrastructure, government and the private sector can

either

**Reinforce apartheid patterns by supplying infrastructure where:**

- People currently live due to past restriction and so reinforce apartheid, and
- Supply infrastructure and housing on distant greenfield sites where land is cheap

or

**seek to integrate cities and towns by ensuring that infrastructure and housing are suitably located. (Development Facilitation Act legislates for this option)**

- World Bank research indicates that investment in infrastructure stock has a significant impact on GDP growth;
- If managed developmentally, the direct employment and entrepreneurial impact of infrastructure development could prove significant. The government has already developed some instruments to ensure that these benefits are actively pursued as part of the investment programme. These instruments include: the funding and project criteria applied by government departments and agencies as well as key parastatals; the National Public Works Programme; and ongoing priorities identified and formulated through development planning at all levels;
- Focused infrastructure development will have a major effect on spatial efficiency. The MIIF will, for example, release vacant land for development, ensuring better transport and fostering an economic base in historically disadvantaged areas. It will therefore increase the mobility and widen the locational choices of households and businesses;
- Infrastructure will raise general levels of welfare and health. Better housing and infrastructure will reduce air and water pollution and enhance the supply of adequate water, the provision of proper sanitation and drainage, and the proper management of solid and industrial waste<sup>22</sup>.

### • Policy framework for the urban investment programme:

The government believes that a ten year programme costing R60-R70 billion in capital expenditure and

R7-10 billion in land costs is feasible from a macro-economic point of view. The policy framework to ensure this entails:

- **Fiscal, monetary and functional policies** aimed at an economic growth rate of at least 3 percent;
- **Levels of services have to be differentiated according to needs and affordability.** The choice of service levels is a local decision, subject to local affordability within the context of national and provincial guidelines. Responsibility for project selection and capital investment is inextricably linked to responsibility for recurrent costs. An average national distribution of 55:25:20 between full, intermediate and basic levels of services in municipal areas is considered a realistic target for the infrastructure investment strategy over the next 10 years. To comprehend the choices which face decision-makers in this regard, a definition of the types of services under each category and an indication of the target groups of each is necessary:

**"Basic services"** mean communal standpipes (water), on site sanitation, graded roads with gravel and open stormwater drains and streetlights (electricity). These services will be targeted at households with an income of less than R800 per month and charged for at between R35 and R50 per month.

**"Intermediate services"** entail water provision through yard taps on site, simple water-borne sanitation, narrow paved roads with no kerbs and open drains and

## 10 YEAR SERVICE TARGETS

	% of municipal population	Current ave. monthly cost of service targets
Full services	55	R180 - R350
Intermediate services	25	R100 - R130
Basic services	20	R35 - R50

The mix of service levels is based on projections of income distribution arising from an average of 3.5% average annual economic growth rate over 10 years

Source: Municipal Infrastructure Investment Framework, Ministry in the Office of the President and Department of Housing, 1995.



30 amps electricity with prepaid meters for households. These should be affordable to households which earn between R800 and R1700 per month and will cost them between R100 and R130 per month.

"Full services" mean house connected water supplies, full water-borne sanitation, paved roads with kerbs and piped drains and 60 amps electricity provision. It is anticipated that households in the R1700-R3500 monthly income class could afford "low consumption" costing them between R180 and R220 per month. Households with monthly incomes of above R3500 will be assumed able to pay for "full services at high consumption" at charges between R270 and R350 per month;

- **Capital costs will be borne in the following manner:** half at local service provider level, through redirection of existing capital budgets, borrowing and equity from private sector investment in service delivery companies (some R35-40 billion); one-tenth (R7-9 billion) by

high-income households paying full costs for internal services and connection fees; and the remaining 40 percent (some R30-35 billion) through capital grants from the national government including part of the housing capital subsidy. In order to avoid duplication of subsidies, specific steps are taken to develop an effective central database;

- **Recurrent (operating) funding will be increasingly generated at local level.** This requires, first, that all consumers at least pay at appropriate levels. Existing tariffs and taxes will also have to rise by 2-3 percent per annum during the duration of the programme. Systematic steps will have to be taken to ensure a redistribution from richer to poorer households. Two problems should be confronted in this regard. First, the government is fully aware that many poor households will continue to experience difficulties paying for services in full. Second, there is relatively limited scope for extensive redistribution through local taxes and charges. It is therefore inevitable that transfers to local authorities (which currently amount to some R700 million) will need to continue for some time.

### How to Approach Service Delivery

- **All South Africans should have access to a basic level of services**
- **Review investment in context of regional economic strategy**
- **Weigh the allocation of funds to projects which promote economic growth and employment creation (e.g. electricity and transport)**
- **Ensure that proposed projects:**
  - Locate residential, industrial and commercial areas within easy reach of one another
  - Minimise demands for bulk infrastructure
- **Reorganise service delivery, drawing the private sector into managing and investing in service delivery companies**
- **Private sector should be a major source of investment funds and should share risk and management responsibilities**
- **Donors should assist local authorities with the preparation of innovative pilot projects**

Relative to the needs, the level of resources available from the Government is not sufficient to provide the necessary basic infrastructure in municipal areas



- 1 **Urban residents must pay for services**
- 2 **Increased efficiency in service delivery**
- 3 **Access to capital markets at favourable terms**
- 4 **Private sector involvement in extending service delivery**

- There is, therefore, a great need to develop a more systematic system of intergovernmental grant financing which would also support municipal infrastructure development. In this regard, the various grant

## INDICATIVE DEFINITION OF SERVICE STANDARDS

SERVICE	BASIC	INTERMEDIATE	FULL
WATER	Communal standpipe	Yard tap or tank	House connection
SANITATION	On site, e.g. VIP	Simple water-borne	Full water-borne
ROADS & STORMWATER	Graded with gravel, open drains	Narrow paved, no kerbs, open drain	Paved, with kerbs & piped drains
ELECTRICITY	Streetlights, perhaps 5 amps	30 amps, prepaid meter	60 amps

Waste disposal is an additional service but does not require major capital investments

Source: M.I.I.F (Note: These are not absolute standards and should be seen as indicative rather than fixed).

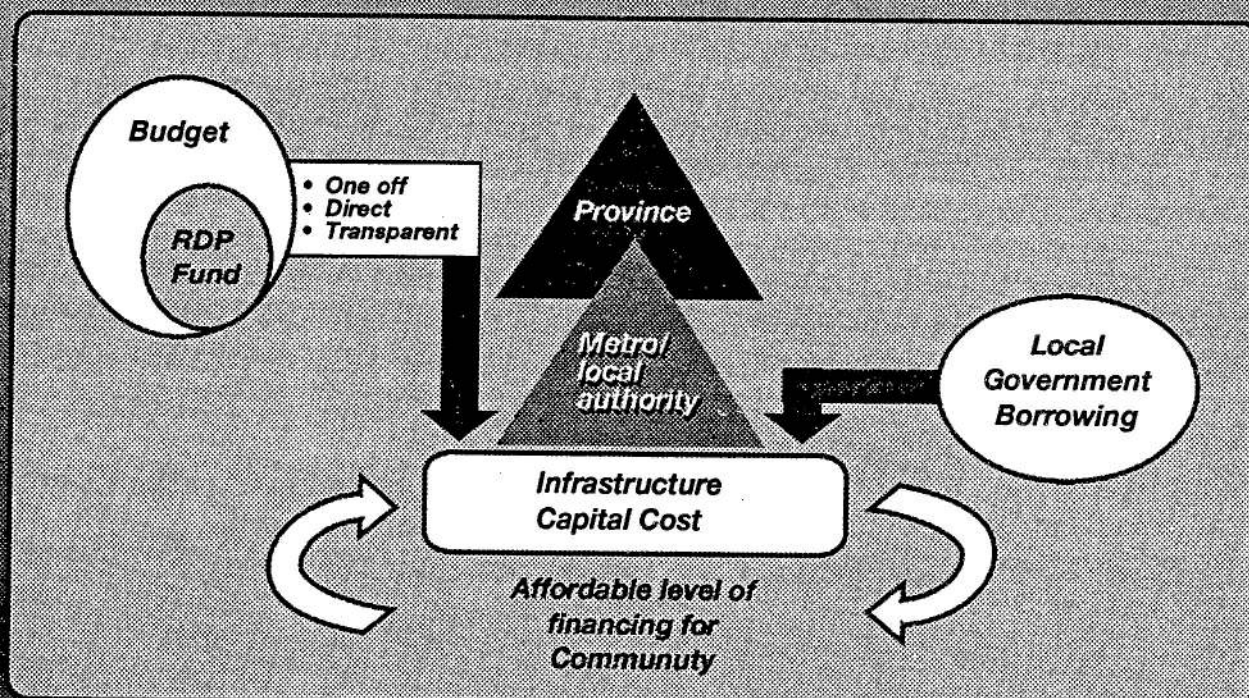
mechanisms, like the housing subsidy, the municipal infrastructure extension programme and other subsidies channelled through line departments like Water Affairs, Transport and Public Works will be reviewed and co-ordinated. The grant system should not only be systematic, but it should be transparent and simple.

- The institutional and financial aspects of the Urban Strategy will prove critical to successful infrastructure

investment. This is being discussed elsewhere in this document, but principles like partnerships, the need for legislative reform, the role of public sector intermediaries and expanding delivery choices through alternative mechanisms should be highlighted.

- Effective information systems will receive priority attention. Only with good information and statistics available can appropriate decisions be taken on the

## Rationalise Central Grant Mechanisms to Undo Current Fragmentation





allocation of resources and institutional actions. Most of these needs can be achieved through the normal line activities of government departments in collaboration with other roleplayers like NGOs and private companies.

Developing information bases will thus not require extensive additional resources. But it will be important to reshape the basis for indicators and to select the very essential and most critical ones which will ensure more effective planning and monitoring.

#### • **Special transitional and urgent interventions**

The sub-sections on infrastructure have thus far emphasised the importance of a long term and systematic investment framework. However, the needs of many South Africans are urgent and require priority attention. This is why the GNU has already embarked upon short and medium term programmes to kick-start reconstruction and development. These interventions will not only be utilised as starting points for GNU strategies. They will also serve as learning experiences, aiding the ongoing formulation and implementation of the Urban Strategy.

Three such programmes are particularly relevant to urban development and form part of the evolving Urban Strategy. They are the Extension of Municipal Services Programme, Special Integrated Projects (SIPS) and the Masakhane Campaign.

- **The Rehabilitation and Extension of Municipal Services Programme:** The importance of urban reconstruction and development as part of national transition has motivated the design and implementation of the Extension of Municipal Services Programme. R800 million has been approved for this RDP programme for the 1994/95 and 1995/96 fiscal years. The rehabilitation and extension programme must underpin the local government transition by facilitating the speedy and visible improvement of municipal services. This will address some critical needs and also lay the basis for the sustained payment of rents and services.

The extension programme seeks to achieve its objectives through two sub-programmes:

- Rehabilitation of infrastructure systems and facilities that have collapsed to ensure the provision of basic municipal services;
- Extension of infrastructure systems and facilities to provide basic municipal services to new areas.

Such rehabilitation and extension of municipal infrastructure are dedicated local authority functions. Projects thus cover: water, electricity, public transport, roads and storm water, refuse removal, sewerage, land development (industrial, commercial, residential), community facilities (libraries, open space development, sports facilities, community halls), health care, cemeteries, fire protection, arts and culture, environmental protection and traffic control.

Business plans for the overall programme have been developed for each of the provinces. City and local authorities have been provided with standardised forms in order to apply for funding directed at needs that fall within the programme's ambit. The Department of Constitutional Development coordinates the Programme.

#### - **The Special Integrated Projects on Urban Renewal**

The package of Special Integrated Projects or "SIPS" is one of the 22 lead projects announced by the president shortly after the GNU came to power. These Urban Renewal projects are intended to kickstart development in selected highly visible areas. They focus on violence torn and crisis ridden communities. In line with the RDP, they aim at the integrated provision of infrastructure, housing and community facilities, job creation and capacity building.

The SIPS are therefore fast-track, one-off projects aimed at immediate delivery. They are intended to set precedents for integrating delivery mechanisms, the structuring of integrated development finance packages and for promoting community participation. As projects of a "pilot" nature they will reveal existing blockages in the urban development delivery system. This will provide valuable information to support the establishment of monitoring and evaluation systems for the consolidation of the Urban Strategy.

Areas chosen for SIPS include Katorus on the East Rand, Cato Manor in Durban, Ibhayi in Port Elizabeth, Duncan Village in East London, and the Serviced Land Project on the Cape Flats. Latest allocations have ensured that there are now SIPS in every province.

- **The Masakhane Campaign:** The Masakhane ("Let us build each other") Campaign was launched in January 1995 to address problems related to community development, service delivery and financing. It is a joint initiative of the Government of National Unity, the

major political parties and local government stakeholders.

The campaign is part of government's drive to normalise governance and the provision of basic services at the local level. It aims to persuade people across South Africa to contribute to this process through participation in developing housing and services. This follows a widespread acknowledgement that if payment levels do not rise, the RDP will be severely hampered.

Masakhane is incorrectly perceived as being merely concerned with getting people to pay for rent, services and loans. Important as the principle of payment for services is, the campaign has a distinctly wider developmental purpose. Mobilising state, private sector and community resources, a major concern is to accelerate the delivery of basic services and housing. But it approaches this challenge in a fundamental way by addressing institutional, financial and other practical issues as part of a strategic work programme. Grounded in the quest for the democratisation of local government, the campaign seeks to create conditions for investments in housing and infrastructure services. It also encourages local economic development (LED) - one sub-committee focuses specifically on developing LED methodologies. The aim is therefore to enhance the capacity of transitional local, metropolitan and district councils to deliver and administer services more effectively. This has to occur amidst community participation and a civic culture where citizens hold their rights dear as well as fulfilling their responsibilities.

Specific initiatives to be noted are:

- A local government training fund to train councillors, electoral staff, and local authority personnel;
- Funding for local government demarcation boards to mark out boundaries;
- Funding for provincial committees for local government to perform their duties to organise the elections;
- Financing associated projects initiated by NGOs.
- A coordinated and ongoing communications strategy at national, provincial and local levels: This aims, generally, to inform South Africans about progress made. But it also attempts to persuade residents to meet their obligations to service providers and to take responsibility for the economic development of their own communities.
- Active steps to improve the metering and billing for services (the Local Government Finance Working Group has set up a task team to deal with this matter).

The campaign should thus be seen in the wider context of an integrated RDP. This makes it an integral part of institutional development processes as well as implementation of key investment programmes. Given its local government focus, it has a direct link with the Extension of Municipal Services Programme.

### 6.2.3 The National Housing Programme

Housing entails the creation of habitable, stable and sustainable public and private residential environments. This combines infrastructure, shelter and economic development.

Targets and policy approaches are therefore equally important in this housing approach. As far as targets are concerned, the government's aim is to increase housing's share of the budget to 5 percent and housing delivery to a sustained 350 000 units per annum within five years.

Ultimately, however, the government's housing approach is directed towards creating an enabling environment for partnerships involving the various tiers of government, the private sector, labour and communities. This is being guided by the Department of Housing, but based upon effective interdepartmental coordination and cooperation. This will be pursued through seven key strategies:

- **Stabilising the housing environment:** Apart from the Masakhane Campaign, engagement of the private sector in housing finance and delivery is receiving high priority.

## THE MASAKHANE CAMPAIGN

- **Vehicle for implementation of a people-driven RDP at the local level**
- **Focuses on:**
  - accelerating service delivery
  - local economic development compacts to use public and private sector investments to build the local economy
  - community responsibility to pay for services
  - community and local authority to maintain investments
  - community policing to promote peace & stability

Housing credit will be the main focus, although private investment will be sought across the full spectrum of urban development activities.

- **Ensuring institutional, technical and logistical support to enable communities to improve their housing circumstances on a continuous basis:** Interventions include engaging the Indian government's HUDCO agency and the UNCHS in the establishment of housing support centres. However, systematic initiatives will aim at sustainable support mechanisms, managed and directed by local stakeholders.
- **The mobilisation of individual and collective private savings and housing credit at scale, on a sustainable basis, while ensuring adequate protection for consumers:** This will be done through:
  - **Discouraging redlining and discrimination:** An agreed code of conduct for mortgage lending will require banks to apply credit criteria on a non-discriminatory basis;
  - **Mortgage Indemnity Scheme (MIS):** Government is to indemnify financial institutions for losses within certain limits. This will apply where normal contractual rights to access and attached securities provided for mortgage loans cannot be exercised due to a breakdown in the due process of law;
  - **Existing Properties in Possession (PIPS):** Where no payments are being made by occupants, and financiers are unable to obtain relief in accordance with court orders and contractual rights, actions taken will have to be consistent with those of the MIS.
  - **Rightsizing:** A service organisation, SERVCON, has been established which will help borrowers to down-size/rightsize their accommodation to suit their affordability level.
  - **Home Builder Warranty Fund:** This will protect consumers against poor workmanship.
  - **The formation of a National Housing Finance Corporation (NHFC):** Its aim will be to unlock housing finance on a sustainable basis. This will facilitate long-term mobilisation of appropriate credit to the lower end of the housing market. The nature and functions of the NHFC are currently being finalised. It is envisaged that it will act as an agency of government and the National Housing Board, operating as a parastatal business corporation.
- **Providing subsidy assistance to disadvantaged individuals to gain access to housing:** Targeted provision of end user subsidies will be a cornerstone of the

## The National Housing Programme

- *Stabilise the housing environment*
- *Support to communities to improve housing conditions*
- *Mobilise savings and housing credit*
- *Subsidy assistance to disadvantaged individuals*
- *Rationalise institutions*
- *Facilitate speedy land release*
- *Coordinate the public sector*

government's approach to the housing challenge. Subsidy policy will be flexible in order to accommodate a wide range of tenure and delivery options. The intention is to enable a variable application of subsidies at the delivery level. This will ensure maximum gearing with private investment, savings and sweat equity.

Several subsidy policies have already been introduced or are currently under consideration. These focus on individual and collective ownership, social housing, rental housing and redressing the anomalies created by previous policies.

From this, it should be clear that the GNU does not believe in a single, uniform housing solution. The goal is to secure shelter and tenure for all South Africans, but it is fully acknowledged that the form this takes could vary sharply. Informal settlements, for example, have become part and parcel of the urban landscape and offer many people the most feasible option. Others attach greater value to formal structures and environments. Others do not wish to own property and would rather rent. The government does not wish to prescribe and will continue to develop a range of options.

Apart from accommodating different preferences in this manner, this also opens greater fiscal possibilities. The housing backlog will simply be beyond reach if fully serviced formal housing is the norm. There needs to be space for incremental approaches to realistically relate what people get to what they are willing to pay. The experience



in many South African urban areas shows that viable communities can develop in informal settlements. This opens the door to creative and varied approaches. It is not necessary to confine housing strategies to conventional approaches and technologies.

- **Rationalising institutional capacities in the housing sector within a sustainable long term institutional framework:** Government's strategy on institutional reform will focus, first, on finalising the restructuring of statutory and advisory structures. It will also be refocusing, rationalising, consolidating and repositioning parastatal housing bodies at national and provincial level. The establishment of appropriate links and relationships between national and provincial/local governmental, statutory, parastatal and corporate institutions will receive specific attention. It will also be necessary to rationalise the assets and liabilities of various statutory housing funds.
- **Facilitating the speedy release and servicing of land:** The Development Facilitation Act, described above, has been drafted for this purpose. Reform of the planning system will also eliminate red-tape while ensuring proper technical and participatory planning.
- **Coordinating and integrating public sector investment and intervention on a multi-functional basis:** In this manner, integrated approaches, focusing on shelter and basic infrastructure, will be promoted.

### 6.3 Building Habitable and Safe Communities

Well-directed human settlement policies cannot be based solely on economic and physical development plans. This has been recognised worldwide. The GNU subscribes to this view and has thus placed both social development and strategies to address the safety and security of citizens firmly on the national urban agenda.

#### Towards Habitable Communities

- **Community-based social development and infrastructure**
- **Social security safety nets**
- **Safety and Security**

#### 6.3.1 Social development

Social development is central to a sustainable Urban Strategy. Key social development policies which form part of the Urban Strategy will ensure that development is really community-based; the necessary social infrastructure is built into urban development plans; and that adequate social safety nets consisting of community-based social services are developed.

These aspects of social development in urban areas will now be discussed more specifically:

- **Making development community-based:** South Africa's urban areas cannot be made habitable merely by providing physical infrastructure. Important as better housing and infrastructure are, the manner in which they are established is crucial to development.

The GNU has recently adopted the Copenhagen Declaration and Programme of Action, which emphasises the link between economic and social development. As that document points out, the most productive policies and investments are those that empower people to maximise their capacities, resources and opportunities. People are at the centre of any sustainable development. Two processes are critical in this regard: the participation of people in efforts aimed at improving their conditions; and the provision of technical support and other services which would encourage initiative, self-help and mutual help.

- **Initiating key social programmes (including providing social infrastructure):** Decent living conditions require proper health, educational and recreational facilities. These are concrete expressions of the rights and values which underpin the constitution and the RDP.

The implementation of urban social development begins with the provision of public community facilities. This encompasses tackling the great backlog by providing new facilities and upgrading and repairing existing ones. The RDP has given priority to social programmes by funding certain Presidential Lead Projects, such as:

- the clinic building programme;
- the primary school nutrition programme;
- the free health care programme (aimed at maternal and child health);
- the extension of municipal services programme;
- the culture of learning and national adult basic education and training programmes;
- the special integrated urban renewal projects, which support the provision of social facilities.



The following new policies will impact on the provision of social facilities:

First, in its quest for a new non-discriminatory educational system, the **National Department of Education and Training** will provide facilities in terms of an approach which:

- is co-operative (with departments which share common interest);
- acknowledges demands on resources brought about by the need for redress and rehabilitation, for extending new services and for coping with urbanisation;
- ensures that resources are used wisely through such measures as planning for the multiple use of facilities;
- pursues new funding partnership's involving business, community-based and non-governmental organisations;
- will be equitable.

Secondly, the **Department of Sport and Recreation's** policy for the provision of facilities:

- prioritises underprivileged areas;
- promotes a co-operative approach whereby communities, experts, the private sector and sports bodies all consult;
- supports the provision of basic, multi-purpose indoor and outdoor facilities which are affordable;
- promotes alliances with the private sector for the upgrading and provision of facilities (for example, the establishment of the Sports Trust is a joint partnership between government, business and sport where the funds will go largely to addressing current backlogs). This source will not fund capital works only: half of the budgeted amount will go towards human resource development;
- notes that schools should provide sports facilities, even through investigating complementary arrangements of sharing facilities;
- wants provision of land for facilities and the construction of facilities to be integral to new housing developments.

While the RDP as a whole is expected to improve the state of health, the national **Department of Health's** strategy aims specifically to:

- provide universal access to primary health care (PHC) for all South Africans;
- build on the existing public sector PHC system;
- provide comprehensive primary health care;
- optimise public-private mix in health care provision

In order to ensure equity, existing institutions will initially provide these services. With time, certain private providers may become accredited to do likewise. There is a distinctly inadequate supply and inequitable distribution of physical facilities and much of the existing stock is in a poor condition. To address this backlog the Clinic Building Programme needs to be continued and expanded. Additionally, interim arrangements can be made to borrow or share alternative facilities. Ways to encourage private sector provision must also be sought. Measures are also introduced to ensure the adequate geographical distribution of professional staff in underserved areas.

For all of the above community social facilities, the government is attempting to strive for greater democracy, equity and co-operation. At present, government resources are stretched, requiring solutions which achieve mutual benefits for users, providers and maintainers. Government is committed to providing certain basic facilities, however, in order to make considerable inroads into the backlogs. In doing so, partnership arrangements with the private sector are essential.

### 6.3.2 Social Security

Urban poverty and the social problems associated with it will not merely be resolved through the "trickle-down" effects of economic development. Conscious effort needs to be made to develop basic social services such as social grants, child and family services and deliberate job creation initiatives.

Urban poverty needs to be confronted head-on. It renders people vulnerable to ill-health, disability, child-rearing, death and old age. Poverty and social disintegration - within cities and towns, communities and families - often go hand in hand. Adequate social protection has to be provided to individuals, households and communities trapped by such negative forces. Furthermore, innovative strategies around employment creation, skills development and access to credit will form a critical part of addressing these dire social needs. Such actions will also not merely be rehabilitative and protective: a balance will be pursued between such corrective interventions and preventive and developmental strategies and actions. Welfare policies - as the GNU understands them - are part and parcel of the constructive objectives and approaches espoused in the RDP.

The government notes the racial, gender and geographic determinants of many cases of deprivation and will take these into account when programmes are targeted.

## SAFETY AND SECURITY

**A drastic reduction in crime is essential to:**

- **increase quality of life**
- **stabilise communities**
- **create conditions for domestic and international investment**

**RDP is working with SAPS to:**

- **extend policing to under-served areas**
- **train police officers in human rights & in treatment of abused women and children**

**The community policing initiative will have a major impact on safety & security of communities**

### 6.3.3 Maintaining safety and security

South Africa's cities and towns cannot be made more habitable and productive without an alleviation of the crime and violence which afflicts them. A secure environment and the rule of law are necessary for a climate for investment.<sup>23</sup> This requires more than a war on crime or "getting tough" on crime through improving law enforcement and police efficiency.

Urban violence needs to be treated as a public health epidemic. Efforts to prevent and control violence must be embedded in neighbourhoods and community life. Social and economic regeneration of neighbourhoods - based on improving services, education, and employment conditions - is crucial.

Solid research is needed on specific problems (eg. the role of alcohol abuse or of the drug trade in violence). It is also necessary to immediately strengthen existing conflict-resolving mechanisms and institutions and to devise new ones. This is particularly important where there is competition over access to urban resources.<sup>24</sup> The breaking of the cycle of poverty with education and training programmes, especially for teenagers and younger adults, is another imperative.

The Department of Safety and Security's initiatives to develop policing programmes that include the community in the provision of safety services marks a start in this regard. The National Commissioner's Community Policing Pilot Project has therefore been initiated as an RDP project. This project strives to create working examples of community

policing by focusing change management efforts at 40 police stations nationwide. The project will concentrate on:

- retraining station personnel to analyse and solve problems concerning safety in local areas;
- refocusing resources to deliver quality service which directly meets the needs of communities;
- changing the style of management at station level in order to allow for participation, empowerment and development of members.

Ongoing monitoring will be essential and the GNU will continue to seek the support of urban residents in their efforts to manage these strategies. Success will be possible only if there is such a cooperative approach to this very severe problem.

## 6.4 Promoting Urban Economic Development

South Africa's economic performance will largely be determined in metropolitan areas, cities and towns. The policies and programmes that operationalise the other key priority areas of the Urban Strategy all play their part in this regard. Together, they should enhance the capacity of the urban sector to generate greater economic activity and opportunities.

### 6.4.1 Urban Investment and Economic Development

The provision of housing and infrastructure services, the easing of spatial mismatch and other inefficiencies, and the reduction of environmental hazards will help to make households more productive. In so doing, the capacity of our urban areas to create more economic opportunities - to achieve growth and competitiveness, as well as to address the problem of urban poverty - will be improved.

As urban development programmes are implemented, they will also provide many direct employment opportunities.

## URBAN ECONOMIC DEVELOPMENT

- **Employment opportunities**
- **SMME's and other entrepreneurial activities**
- **Economies of scale**

All tiers of government must take appropriate steps to ensure that these programmes maximise economic benefits. This means greater job creation, multiplied secondary economic activities and more small and medium scale enterprises. The National Public Works Programme, which aims at maximising the job creation potential of all capital projects, will support these efforts.

Inadequate infrastructure services affect people's health to the detriment of their productivity. In similar fashion, urban infrastructural deficiencies, or the inefficient composition of infrastructure, negatively impact on a city's economic performance. Continuous attention thus needs to be paid to infrastructure which would improve a city or town's economic ability. This means that transportation systems, telecommunications and power supplies must all be properly maintained and expanded where necessary.

Investment in human capital also cannot be neglected. Improved education, training, health, nutrition, better managed environments and the provision of family planning form a social infrastructure that is crucial to urban economic development and poverty alleviation.

#### 6.4.2 Local Economic Development

Better functioning local government will in and of itself contribute to the heightened productivity of cities and towns. Practices like more efficient regulation are crucial in this regard, but the government hopes to encourage and develop an innovative culture which would unlock the potential of people and businesses within cities and towns. This is a precondition for South Africa's global competitiveness and will receive high priority. Ultimately, however, local stakeholders will have to take responsibility and initiative themselves: the central and provincial authorities can at most help to create conditions for economic development; they cannot drive it.

Far more purposefully than in the past, local governments must seek to mobilise private and public sector investment and resources in support of economic progress. This will necessitate assertive Local Economic Development (LED) strategies: the practices employed to retain, expand, or attract economic activity. Stakeholders in cities and towns must be made aware of the LED techniques available, and be empowered to utilise them creatively and effectively.

The immediate need for urban economic growth and employment creation, then, requires the design of a multifaceted strategy for urban economic development. It will have to involve a wide range of roleplayers. As a matter of urgency,

government is resolved to:

- establish a policy framework for LED;
- promote the concept of LED at national, provincial and, most importantly, at local government level;
- establish fiscal and regulatory mechanisms to support LED;
- assist relevant stakeholders in urban and rural areas to initiate LED ventures - effectively as pilot projects - and thereby gain experience in the utilisation of LED techniques.

To make an immediate start on the promotion of urban economic development, the policy formulation and programme design process is currently housed within the LED Workgroup of the Masakhane Campaign. This provides a base for immediate cooperation between several government departments. Following the completion of the Masakhane Campaign, it is envisaged that the LED Workgroup will evolve into a more permanent structure. The role of the Department of Trade and Industry (DTI) in LED policy potentially holds particular significance in the longer run.

The specific objectives of the LED Workgroup are:

- to emphasise the role of local authorities in facilitating LED;
- to encourage local partnerships and development compacts around specific economic activities;
- to promote small, medium and micro-enterprises (SMMEs) in alignment with the DTI's White Paper on the sector;
- to ensure that LED contributes to job creation on RDP and capital works projects in direct association with the implementation of the R250 million RDP-funded National Public Works Programme.

The LED Workgroup is currently completing a Position Paper on LED. The paper is intended, firstly, to act as a promotional device to elicit support for LED. It will therefore be extensively workshopped with stakeholders at national, provincial, and local levels. This will allow local-level participants to take the lead in initiating LED through further research and/or workshops. These procedures will emphasise the identification of pilot projects that can be implemented as rapidly as possible.

Government will also continue to investigate appropriate fiscal mechanisms and other incentives to promote local partnerships for growth and development. This will be linked to the review and restructuring of the current Regional Industrial Development Programme (RIDP).



## 6.5 Creating Institutions for Delivery

The Urban Strategy - like the entire RDP - requires considerable change in the way South Africans have gone about their business. In the public sector it means more goal-orientated and better monitored management and development-focused priority setting. Interdepartmental and intergovernmental coordination will have to be improved. It also requires a partnership approach between the public and private sectors and communities. In short, the institutional implications - and requirements - of this strategy are far-reaching and challenging. Significant transformation and change are required.

This section looks at these aspects, notably with regard to the transformation of local government within a wider context of public sector transformation, refocused and reshaped fiscal and financial arrangements and public-private sector partnerships. Finally, the roles of the key roleplayers within and outside of government will be broadly indicated. In this regard, arrangements to enhance coordination and cooperation within the public sector and between government and other roleplayers will receive some specific attention.

### Community Involvement

#### WILL ENSURE...

- **Greater accountability and integrity of Local Government**
- **Appropriate types and affordable levels of service**
- **Payment for services**
- **Competitive pressure on service suppliers**

#### 6.5.1 Transforming and Strengthening Local Government

Local government is the key delivery and coordinating agent for the implementation of the Urban Strategy, in close partnership with the private sector and community interests. In particular, integrating our urban areas and investing in our cities and towns, especially lower-income areas, will depend on continued local government transformation and integration.

Current local authority problems of fragmentation, inefficiency and lack of citizen participation should not be allowed to

### Strengthening Local Government

#### LOCAL GOODS SHOULD BE FINANCED AND DELIVERED AT LOCAL LEVEL

- **Fiscal responsibility promotes local accountability, democracy and integrated approach to service delivery ...**
- **National subsidies or transfers to promote equity through redistribution**

continue. New local governments must strive to improve administrative, planning and implementation functions through the more efficient utilisation of resources. Local government should therefore be consolidated and strengthened as the crucial tier of government responsible for urban development. The provincial and national tiers should facilitate this consolidation process.

This requires a reorientation of staff towards a more facilitative and implementation-orientated approach. Given the new configurations of local government and the resultant pressures to deliver a range of services, particularly infrastructure services, ways must be sought to deliver efficient and cost-effective services. A range of public/private sector partnership options must be explored which could range from creating independent business units within a local authority, to leasing and concessionary arrangements, through to the privatisation of certain services.

Local authorities will also need to become more responsive to the needs of all the communities they serve. To do this effectively, they need to establish user-friendly communication channels. In the past few years a fairly robust tradition of citizen participation has developed with civic associations, ratepayers and non-governmental organisations (NGO's) being the key role players. A healthy and co-operative style of participation needs to be developed where citizens can easily make their needs known, participate in planning and implementation and voice their concerns about service delivery. Local governments in turn will have to create clear channels of communication and respond to citizens in an efficient, open and transparent way.

Such reinforcement procedures should encourage citizens and local government to begin to take co-responsibility for governing and managing cities and towns.<sup>25</sup> In this regard, citizens will have to accept their responsibility to pay for rents



and services. But they will also be equipped to participate more effectively in local processes. Capacity-building initiatives at the local level will therefore be focused on the citizenry as well.

Government is wholly committed to the creation of a culture of local governance. The value of local government must come to be better appreciated. This requires an educative process to strengthen public awareness of the importance of local government in a democracy, as well as support to enable local government to deliver in such a way that its credibility is strengthened. A successful local government transition process, transforming local governments into effective and representative institutions which can properly serve all the citizens of integrated cities and towns, is thus vital.

This process of transition is now well underway. Following the provisions of the 1993 Local Government Transition Act, by the end of January 1995 some 700 transitional metropolitan, local and rural councils had been established throughout South Africa. The formation of these councils marks the end of racially-structured local government. Fully democratic, non-racial town and city governments will emerge from the forthcoming nationwide local government elections. In the meantime, the transitional structures are tasked to maintain services, collect revenues and begin the process of the amalgamation of the up to now divided structures and functions of municipal government.

### 6.5.2 Fiscal Issues

The establishment of the Fiscal and Financial Commission (FFC) signals the importance of reshaped and reformed inter-governmental fiscal relations between the different levels of government. From an urban development perspective, such clarification of the fiscal relations between local government

and the provincial and national levels is a matter of great urgency. It is also imperative to streamline the flow of funds and rationalise the wide range of funding channels.

Key areas of concern here are housing funding, infrastructural funding (including transportation), passenger transport subsidies and support for regional economic development. As a matter of urgency, government will investigate and make recommendations regarding the long-term financing of local government. This will include the potential devolution of additional tax power to local government. Such institutional and fiscal restructuring - including predictability regarding central to local transfers - will greatly enhance the ability of local authorities to attract private sector investment in urban development.

### Multiplicity of financing channels

- *Intergovernmental grants*
- *Central Government guarantees*
- *Deficit - writing loans eg. LA Loans fund*
- *Loans through parastatals*
- *DBSA soft loan window*
- *Capital development funds*
- *Market access*



- *Central fiscal pressures*
- *Inefficient use of central revenues*
- *Distortionary local taxes*  
*eg. Turnover Tax*
- *Inhibition and distortion of municipal finance markets*

### Municipal Access to Financial Markets

#### ISSUES OF CONCERN:

- *Legal status of TMC's / TLC's*
- *Access to tax base*
- *Payment levels*
- *Predictable source of IGG's*
- *Collateral: can revenue sources be pledged*
- *Who will inherit current debt?*
- *Financial planning & disclosure system*



**Fiscal & institutional change in order to access markets & commercialisation of service provision with pledging of revenues to capital markets**

In this regard, government is also paying priority attention to the development finance system. The financing of local government comes from a number of sources. Where local authorities have a strong rates base, all efforts should be made to leverage finance from the capital markets for development initiatives. Even certain medium sized towns will have some attractiveness to capital markets if ways are sought to reduce risk for investors. Mechanisms are being explored to do this, eg. the use of public intermediaries and debt pooling. Direct grants from government will be necessary for some medium and smaller towns but the principle of leverage will still apply to ensure that local governments make a contribution towards their local development. Moves towards greater financial accountability and reliance on capital markets will also impact on local government restructuring. It is recognised, however, that local authorities may face some constraints in this regard. Hence institutional initiatives, like the restructuring and reorientation of the Development Bank of Southern Africa and the Local Authorities Loan Fund, are critical.

### 6.5.3 The Public and Private Sectors in Partnership

The Private Sector has an important role to play in managing service delivery, investing in service delivery companies and in financing infrastructure investments. The GNU believes that the possibilities offered through innovative arrangements which could bring the private sector into these functions, should be explored.

The government is firmly committed to a partnership approach to development. Public-private sector partnerships represent an important union for more effective service delivery. These partnerships may take many forms and should not be confined to the private sector simply being represented on fora, committees and commissions or tendering for certain contracts. In terms of service delivery, a range of creative partnerships can be established to the mutual benefit of both parties and the consumer. Partnerships can be formed to manage and administer certain services on behalf of the Local Authority, to invest in service delivery companies (often jointly with overseas investors) or to finance infrastructure investments. Such arrangements could vary between corporatisation of local government departments into independent business units, service contracts, lease arrangements, "build-operate-transfer (BOT)", "build-operate-own (BOO)" arrangements through to full-scale privatisation. Not all these options will be viable everywhere - at least not in the short-term and possibly not even in the long-term. Care must therefore be taken to ensure that the choice of delivery mechanisms does not effectively curb the ability to deliver. The choice of a particular option requires careful consideration by a local authority

### Approach to Financing Services

- *Fund basic level of services (subsidies where necessary)*
- *Higher service levels where users can pay (structure user charges accordingly)*
- *Phase out hidden grants through the rationalisation of intergovernmental transfers to local authorities via a transparent funding flow system*
- *Limit public lending only to financially weaker local authorities*
- *Trading services should be organised as business units*
- *Tariffs should be based on cost recovery (this does not preclude targeted welfare and cross subsidisation between different areas and/ or consumers)*
- *Capital costs should be spread over the lifespan of infrastructure*
- *Facilitatory role with private sector that promises:*
  - Direct private investment in and / or management of service delivery companies
  - Indirect private financing of infrastructure investment
- *Donors should assist local authorities and utility companies to leverage private resources and so extend and hasten their delivery of services*
- *Market relations between local authorities and private sector should result in the development of financial instruments that facilitate lending*



### Criteria for Public/Private Delivery Options

- *Efficiency*
- *Equity*
- *Cost-effectiveness*
- *Leverage of private investment*
- *Growth multiplier*
- *Job creation*
- *Opportunities for entrepreneurs (esp. SMME's)*

as a number of factors and influences need to be weighed up.

The GNU does therefore not believe that it should adopt a rigid position either in favour of or in opposition to privatisation. The aim is rather a pragmatic and realistic approach to allow for innovative delivery - in the belief that the government should never be seen as the sole provider of services. The public sector should seek practical ways to make this possible.

### Providing Delivery Choices

- *Local Government as regulator and co-ordinator of service delivery*
- *Options for service delivery include:*
  - Ring fencing
  - Corporatisation
  - Service contracts
  - Lease
  - Delegated management
  - Full privatisation

In this way, the notion of partnership will assume real meaning. If the public and private sectors mutually seek creative ways to work together and to bring their respective strengths to the delivery and development processes, efficient allocation of resources and maximum benefit to specific urban communities will become more achievable. It will

furthermore be essential to build such partnerships around effective community and labour participation as well. This will facilitate greater consensus on local priorities as well as greater satisfaction. Through joint effort, planning and monitoring mechanisms will be developed which will enhance the prospects of having satisfied consumers and consumer-orientated deliverers.

There can be no uniform model for such partnerships; local roleplayers will have to develop their own means to secure a partnership culture of local development which would be sustainable in their communities. The GNU believes that this is essential and commits itself to developing a broader institutional context conducive to partnerships involving government, the private sector, labour and communities. Meanwhile, public and private sector institutions at the national and provincial levels will have to seek areas for effective cooperation to strengthen such an environment.

### 6.5.4 Roles and Responsibilities of Government Tiers

It is important to reflect on the roles of the different levels of government in the planning and implementation of the Urban Strategy.

- **Local government:** The primary responsibility of local authorities is to ensure the delivery of services at community level within an agreed planning framework. In support of this, local authorities will be responsible for development and physical planning as well as the preparation of 5-year infrastructure investment programmes. Based on this, local authorities and communities will select, prepare, and implement infrastructure projects within an integrated framework and to promote local economic development. The choice of service levels is a local decision, subject to local affordability and national and provincial guidelines. In this regard, it is important that the responsibilities of local authorities in project selection, capital investment and recurrent costs are not separated from each other.
- **Provincial Government:** Provinces have key functions relating to urban development. Foremost among these are the moulding of province-specific policies, regulating the local development planning process and building local government capacity. At this level, the evaluation and prioritisation of infrastructure programmes that require public funding will be undertaken. This will also require monitoring of projects within a programme context. In particular, provinces will be expected to ensure that funding criteria are being followed.

- **Central Government:** The central government will largely govern the availability of public funds within the national framework which it sets for infrastructure investment. It will thus have to consider broad strategic planning and policy formulation. Its role is most certainly not to intervene in operational day-to-day management of urban programmes and projects. It will not become the main planner, manager or implementer of such development. Through ongoing consultation with provincial and local governments as well as other stakeholders, the government will seek to create a climate friendly to investors, reconciliatory between government, business, labour and communities and supportive of innovation in urban areas.

### How Government can Regulate Access to Financial Markets

- **The aim is explicitly to NOT bail out bankrupt municipalities**
- **Regulation is to entail, instead:**
  - Prohibiting current account deficits
  - Monitor debt to revenue ratio
  - Ministry of Finance authorisation for borrowing beyond ratio
  - Regulate and monitor pledging of revenues and transfers

- **All levels of Government** will have to apply legislation which hastens the release of well-located land (eg. Development Facilitation Act). They will also have to manage - in close collaboration with each other - the **regulatory framework** that facilitates private participation. It has become a matter of urgent concern that better co-ordination be achieved around engineering and social services within the branches and levels of government.

Clarity about these roles will, however, not be achieved merely through constitutional or legislative means. The way in which the different levels of government approach the joint challenge of reconstruction and development will be critical both to outputs and to the institutional framework. From the central government's point of view, the most important issue for local governments is to be systematic and to refrain from

## ROLES AND RESPONSIBILITIES

### LOCAL GOVERNMENT

- *Province-specific policies*
- *Primary responsibility of local authorities in ensuring the delivery of services*
- *Local authorities are responsible for preparation of 5-year infrastructure investment programmes*
- *Local authorities and communities select, prepare, and implement infrastructure projects*
- *Choice of service levels is local decision, subject to local affordability and national and provincial guidelines*
- *Local authority responsibility for project selection, capital investment and recurrent costs must not be separated*

### PROVINCIAL GOVERNMENT

- *The evaluation and prioritisation of infrastructure programmes*
- *Monitoring projects and ensuring that funding criteria are being followed*

### CENTRAL GOVERNMENT

- *Governing the availability of public funds*
- *National framework for infrastructure investment*

### ALL GOVERNMENT LEVELS

- *Legislation which hastens the release of well-located land (e.g. Development Bill)*
- *Regulatory framework that facilitates private participation*
- *Co-ordination of engineering and social services between branches and levels of Government*

### PRIVATE SECTOR

- *Central role of private sector in managing service delivery, investing in service delivery companies, and in financing infrastructure investments*



ad hoc interventions. It respects the constitutional rights of the other tiers of government - and believes in the political and developmental worth of them having distinct powers. It is also recognised that the quality of sub-national government will be a telling factor - the weaker it is, the greater will be the need for intervention from higher tiers. This is why capacity-building is such a priority. This is, however, not merely the responsibility of the central government. All levels of government have to work together to develop capacities within each level and in the management of the relationships between the central, provincial and local levels.

### 6.5.5 Ensuring Coordination

The GNU does not wish to control every single aspect of the Urban Strategy. In fact, it firmly believes that implementation can only succeed if a diversity of roleplayers is enabled to freely contribute their share. However, the government is equally determined to avoid duplication and wastage. Conscious effort will thus be made to streamline and coordinate public sector departments and agencies in the interests of a focused and concerted urban development strategy.

The implementation of an integrated Urban Strategy will thus require a fundamental reorganisation of the way government works. Greater emphasis will be placed on interdepartmental coordination, and on cooperation between these national line departments and their counterparts through the different tiers of government. A clear structure of authority and accountability in the process of implementation will be created.

At national level, the following government departments will perform key - although not exclusive - roles in policy formulation, setting norms and standards and the design and implementation of programmes: National Housing; the Reconstruction and Development Ministry; Constitutional Development and Local Government; Regional and Land Affairs; Transport; Water Affairs and Forestry; Environmental Affairs and Tourism; Trade and Industry; Education; Health; Finance; Sport and Recreation; Mineral and Energy Affairs; Welfare and Population Development; and Public Works.

To design, coordinate, and drive the strategy, the existing Urban Development Task Team will be repositioned as a standing intergovernmental committee. This will include line departments, provincial departments and local authorities.

Technical support for this UDTT will be mobilised from the appropriate departments. It should be noted, however, that specific steps have been taken in the Department of Housing to enable it to perform its leadership role in the UDTT more effectively. A Subdirector: Urban Settlement in the Chief

Directorate: Human Settlement will specifically focus on the ongoing development of urban development and reconstruction strategies and their implementation. In this way, the Department of Housing is in the process of equipping itself properly to support the promotion, monitoring and evaluation of the urban development strategy. This does not mean that this department will be solely responsible for the strategy, but that it is well placed to play a pivotal role in the unfolding strategy through the UDTT.

Collaboration between the tiers of government will, in turn, hinge on the alliances that are formed between government and neighbourhood and community interests at the local level. To implement the Urban Strategy successfully, it is essential to tap local initiative and to create local-level partnerships between public, private and community sectors. These partnerships will be actively supported by government.

## 7. The Future: Our Cities, Towns and Neighbourhoods After 2000

The world is undergoing an era of unparalleled urban transition, as urban populations grow by 3,8 per cent a year. Cities and towns are expanding by a million people a week. This growth is particularly visible in developing countries. Urban areas will hold more than half the world's entire population within a decade. By 2020, 25 years ahead, approximately 3,6 billion people will live in urban areas compared to 3 billion in rural areas<sup>26</sup>. By that time in South Africa, over 20 million additional people may have to be supported in our cities and towns.

The Urban Strategy set forward in this document will prepare South Africa for urban growth on this scale. This future begins now. The investment made in the cities and towns over the next five years will crucially affect their structure and functioning as well as their capacity to accommodate and manage what is inevitable future growth.

This document should be regarded as the first step in the formulation and implementation of South Africa's Urban Strategy. The strategy must be refined and further developed in a mutual learning process between government and citizens of the cities and towns. Monitoring and evaluating the efficacy of the strategy in the terms of its stated goals will therefore be crucial. Key performance indicators will be developed and utilised to this end. Information systems will be rapidly upgraded to permit truly integrated development planning and budgeting. In these ways, the ability to adjust both policies and programmes in the light of experience will be greatly enhanced.

Moreover, policy makers at all levels, drawing on the experience of implementation, have the responsibility of communicating both their intentions and the lessons of experience to the citizens of cities and towns. The urban challenge is simply too vast and too important to be left to the "experts" alone. The changes wrenching the urban areas and the steps being taken by the Government of National Unity to remake cities and towns must be understood as widely as possible so as to facilitate true and widespread participation in the urban reconstruction and development process.

In this way, starting today, together we will create the just and productive cities of tomorrow.

### THE FUTURE

- *More compact cities and towns*
- *Some apartheid settlements will be phased out*
- *But some will over time be integrated into regional economies*
- *Greater equity in terms of service delivery and access to employment, commerce and services*
- *Sustainable urban development*
- *More efficient cities and faster economic growth*
- *Diminishing urban poverty*

## End Notes

1. Urbanisation is the process by which an increasing proportion of a country's population is concentrated in its urban areas through both natural increase and in-migration. South Africa's current urbanisation rate is estimated at anywhere between three per cent and five per cent per annum, making for an urban population of between 36 and 42 million by 2010.
2. South Africa's cities are more than ever strategic sites in a transnationalised production system.
3. Roy Adams, "Urban Visions, Urban Realities," in *Town and Country Planning Summer School Proceedings*, 1994.
4. The aim must be urban sustainability. In short, and to use a broad definition, such sustainability requires that urban development including the billions of rands of investment shortly upcoming in South Africa's cities, must meet the needs of the present without compromising the ability of future generations to meet their own needs.
5. The classification adopted here is used by the United Nations in the developing world. The existence of other categories in the South African situation must be noted: **Denser settlements** like Bushbuckridge are typically areas of population resettlement under apartheid that now effectively function as urban areas – but are lacking in the corresponding urban facilities. The urban settlement pattern is also marked by the presence of one **extended metropolitan region**: the province of Gauteng. This area, formerly the Pretoria-Witwatersrand-Vaal Region often incorrectly characterised as a single metropolitan area, concentrates a fifth of the country's population and about 40% of its economic activity.

At present, several different classifications are used for South Africa's urban sector by analysts and planners, creating uncertainty and confusion. This is compounded by new demarcations for provincial and local or metropolitan area boundaries. To promote definitional consistency for information and planning systems, government is resolved to provide a uniform classification system for the country's metropolitan areas, cities, and towns. As a matter of urgency, an intergovernmental task team will be appointed under the auspices of the Urban Development Task team to investigate urban classification systems in the light of South African realities and to make recommendations for South Africa's urban sector.

6. Vanessa Watson, for example, advises that maximum choice be provided in terms of housing arrangements and tenure, given the existence of circular migration. See "A Framework For An Urban Management Policy for South Africa," Submission to Habitat II Process, 1994.

Recent research in Bekkersdal, on the western fringes of the Witwatersrand, indicates that a high proportion of informal settlement and backyard shack dwellers (47 and 21 per cent respectively) continue to maintain rural households. See "Some Social Dynamics Concerning Urbanisation and Homelessness in Bokkental (Westonaria) Owan Crankshaw submission by Human Sciences Research Council and Centre for Policy Studies to Habitat II Process, 1994.

7. See *Outside the Metropolis: The Future of South Africa's Secondary Cities*. Urban Foundation Research Series 9, August 1994.

8. David Dewar writes:

Paradoxically, and most importantly in South Africa, the relative economic decline of many small towns has not been accompanied by a population decline. On the contrary, political uncertainties and, more particularly, a loss of jobs on the farms has led to a rapid growth of population in these towns, supplemented by people who cannot stay on the land, but who wish to or must remain in the local region. Inevitably, this growth has been accompanied by increasing levels of poverty, unemployment and inequality. The situation demands an active policy response.

"Reconstructing the South African countryside: The small towns," *Development Southern Africa*, 11,3, 1994, p.354.

Such problems cannot, of course, be seen in isolation. As a recent report puts it,

Poverty, land dispossession, overcrowded conditions on allocated land, low agricultural productivity and drought have all forced people from the rural areas to the cities, in hope of a better life.

*Environment, Reconstruction and Development in the New South Africa*, The International Development Research Centre, Johannesburg, 1994, p.58.

9. The Urban Foundation estimate of 7 million shack dwellers made in the early 1990s is still widely accepted. More recent statistics demonstrate that in KwaZulu/Natal alone, 2 420 000 people, a quarter of the overall population and close to half of the urban population, live in informal settlements. See *Here to Stay: Informal Settlements in*



*KwaZulu-Natal. Doug Hindson and Jeff McCarthy, eds., Indicator Press, Dalbridge, 1994, p.3.*

10. Industrial estates built adjacent to townships during the postwar boom in manufacturing, like Wadeville and Alrode on the East Rand, are a sometime exception.
11. Briefly, apartheid planning superimposed racial divisions over the idealised land use categories of the model, and enforced and administered the segregations so created.
12. All of these forces are often seen as acting primarily (or even exclusively) in the developed world. But see Cohen, "Cities and the Prospects of Nations" Michael Cohen, Address to Cities and the New Global Economy Conference, Melbourne, 1994. *op cit*, and Alan Gilbert, "Third World Cities: The Changing National Settlement System, *Urban Studies* 30, 4/5, 1993, amongst many other accounts. As Gilbert writes: suburbanisation and spatial deconcentration have begun to create a more polycentric form of metropolitan development. This shift began a number of years ago, but is now occurring on much larger scale. Such deconcentrated patterns of industrial and residential development have emerged extensively around major cities such as Buenos Aires, Mexico City, Sao Paulo, Seoul and Kuala Lumpur (p. 721).
13. In responding to these changes, it is appropriate to take the advice of one analyst of the contemporary city:  
What the planner cannot do is cut across the direction of events. The only plausible strategy is to harness the dynamics of development to move things in the direction that you want. For the planner or the architect to ignore the currents that are shaping the city is clearly futile. *The 100 Mile City*, Deyan Sudjic Andre Deutsch Limited, London, 1992, p. 338.
14. The Gauteng extended metropolitan region, for example, is rapidly approaching the size of the developing world's megacities, which are characterised by populations of ten million and above.
15. The researchers describe "a complex process of movement between rural and urban areas and within urban areas" and, accordingly, "the development of household networks across space as families seek to secure survival by combining a range of opportunities offered by different locales." Hindson and McCarthy, *op cit*, p.14,p.15.
16. *Proposals for the Content of A Spatial Development Framework for the Cape Metropolitan Area*, Town Planning Branch, City Planner's Department, Cape Town City Council, September 1994.
17. Sprawl is notoriously difficult to define. One attempt, synthesised from the planning literature is:  
Unplanned, uncontrolled, and uncoordinated, single-use development that does not provide for an attractive or functional mix of uses and/or is not functionally related to surrounding land uses, and which variously appears as low-density, ribbon or strip, scattered, leap-frog, or isolated development.  
Arthur C. Nelson, letter to Planning, September 1994, p.33.  
  
Sprawl in this definition does not equate necessarily to all low-density development and/or dispersal.  
As another planner argues,  
in certain situations – and with true planning – dispersed settlement can actually have beneficial consequences. Sprawl is like cholesterol. There is bad sprawl and good sprawl. Its effects depend on the designers, planners, developers and public officials involved. As with cholesterol, moderation is the key.  
  
The issue is not whether settlement should be dispersed or not – but whether it is ecologically sound. Both high- and low-density settlements are possible, and probably desirable, if done with quality, equity, and environmental sensitivity. "Sprawl Can Be Good," Frederick Steiner, *Planning*, July 1994, -. 14, p.17.
18. As Andrew Steer, director of the World Bank's environmental department, put it recently, "We're at sort of a crossroads. We could be overwhelmed." Others admit that "attempting to redirect growth patterns at the regional scale is fraught with difficulties and complexities," as one analyst concluded for the Seattle area's King County, a planning innovator. See "No Easy Answers In King County, Washington", Douglas R. Porter, *Urban Land*, July 1994, p.35.
19. The phrase "interwoven destinies" is used by United States Secretary of Housing and Urban Development, Henry Cisneros. In the words of a recent German Marshall Fund of the United States report, successful urban areas will be those "that position themselves based on their strengths to compete economically in the global economy and find ways to bring city and suburb together in a regional alliance."
20. The purpose of the Development and Planning Commission is to investigate and report on the more thorough and longer-term reforms needed in the planning field, including topics such as land tenure, planning instruments and land use controls, survey methods, and land assembly and release. Provision is also made for provincial commissions.

- Provincial tribunals will be responsible for government approvals for land development under the proposed Act, and will permit faster decision-making, the resolving of conflicts between stakeholders, and greater community involvement in land development. The bodies will be staffed from the public service and outside land development experts. RDP funding for their operation, which should be used to leverage further funding, is envisaged for the 1995/96 financial year.
21. In the words of two planners, infrastructure should be seen as "the systematic framework which underpins a community's ability to fulfill its mission of providing a base for its citizens to be productive and to nurture social equity." William Morris and Catherine Brown, quoted in Mary McNeil, "The Changing Nature of Infrastructure," *The Urban Age* 1.3, Spring 1993, p.4.
22. Cohen, op cit. See particularly "Wealth, Health and the Urban Household: Weighing Environmental Burdens in Jakarta, Accra and Sao Paulo," *Environment*, 36, 4, July/August 1994. To use just one South African example of environmental hazard, recent press reports state that the bacterial count in the Jukkei River flowing through Alexandra is 12 million per 100ml of water. The normal count for water for recreational purposes should be 200 (*The Star*, February 1, 1995, p.3).
23. South Africa's rates of violent crime - murder, rape, assault, and so on - are particularly appalling. The murder rate, for example, at 60 per 100 000 of the population (in 1992) is six times the rate of the United States. Our large metropolitan areas rival those of Brazil as the most violent in the world. See "Crime: Cold comfort," *Financial Mail*, December 2 1994, p.47.
24. As Cohen argues, "social cohesion breaks down the face of competition for jobs, housing, education, and other prerequisites for social welfare" (op cit, p.7). Certainly in recent years our urban areas have seen immense and debilitating violence as residents contend with one another for scarce urban resources.
25. As Swilling and Boya argue, "The global shift from government (as verb) is related to the universal recognition that formations within civil society need to be empowered to share responsibility for governance and to this end the institutions of government need a new citizen-orientated management approach. Local Transition and the Challenge of Sustainable Urban Development: The Greater Johannesburg Case," Mark Swilling and Lawrence Boya, mimeo, 1994.
26. The 1990 figures are 1.4 billion and 2.7 billion people respectively.



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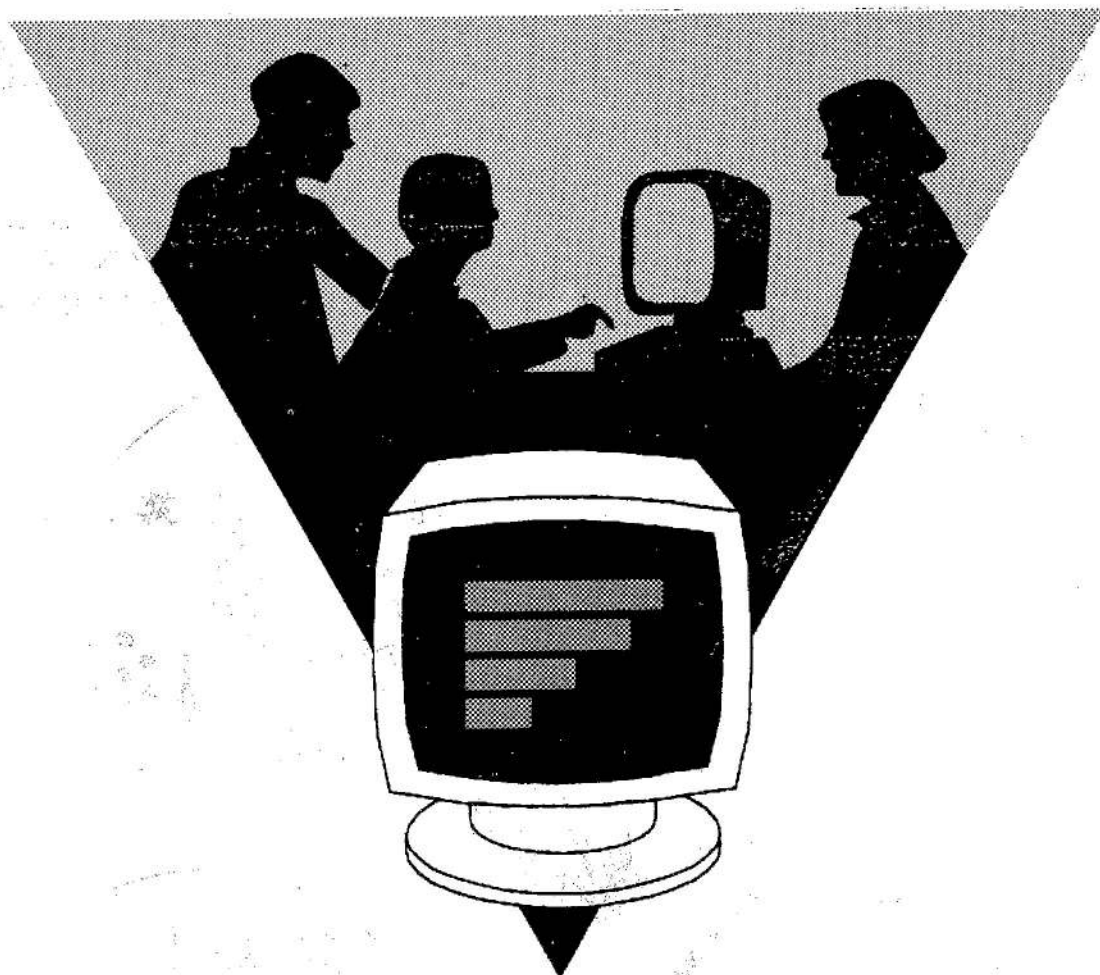
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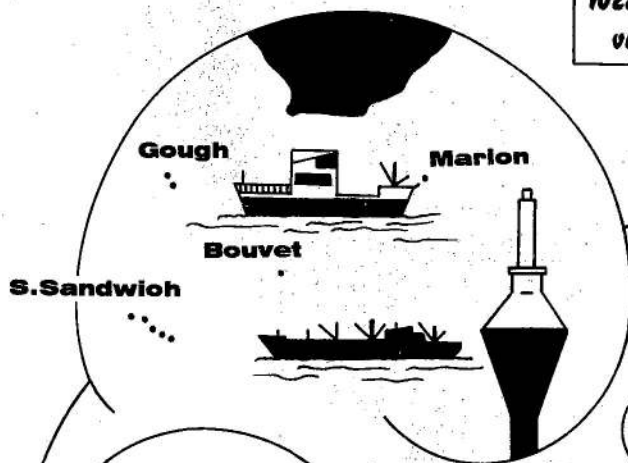


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**CONTENTS***No.**Page  
No.*      *Gazette  
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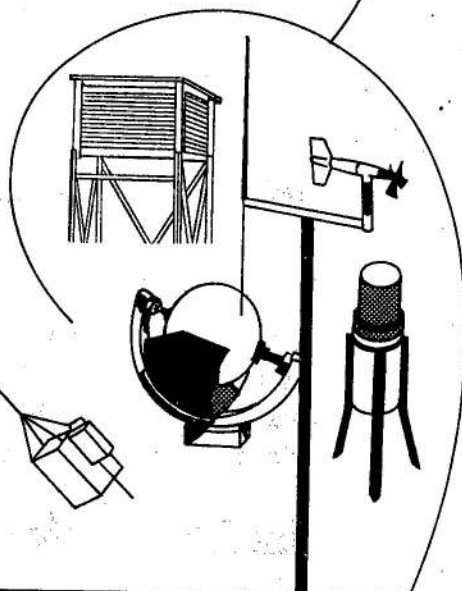
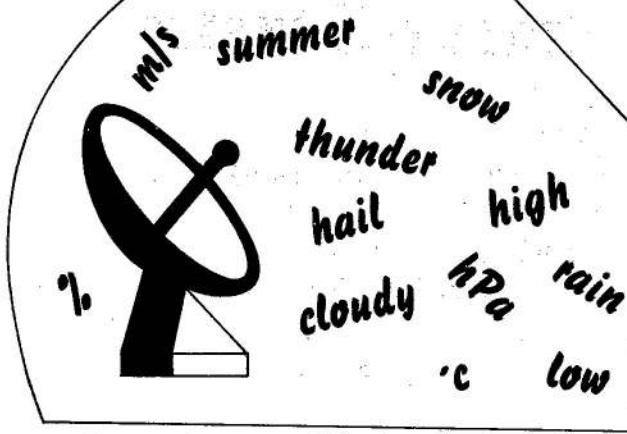
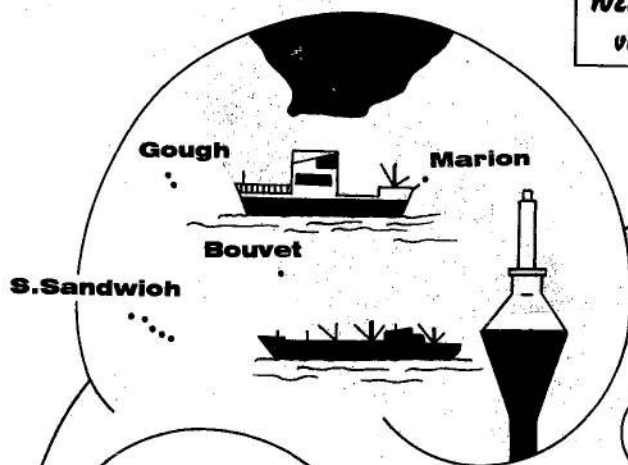
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**CONTENTS**

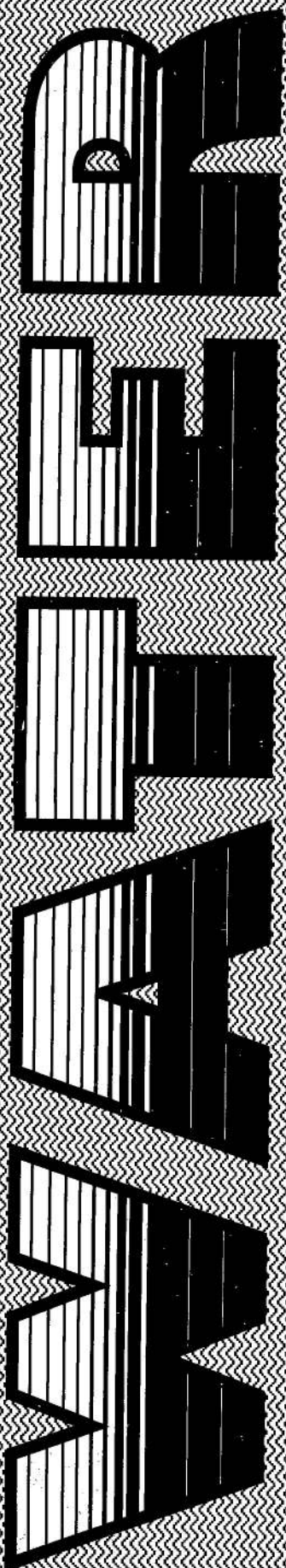
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Page  
No.      Gazette  
No.**GENERAL NOTICE****Office of the President***General Notice*

1153	Rural Development Strategy of the Government of National Unity .....	1	16679
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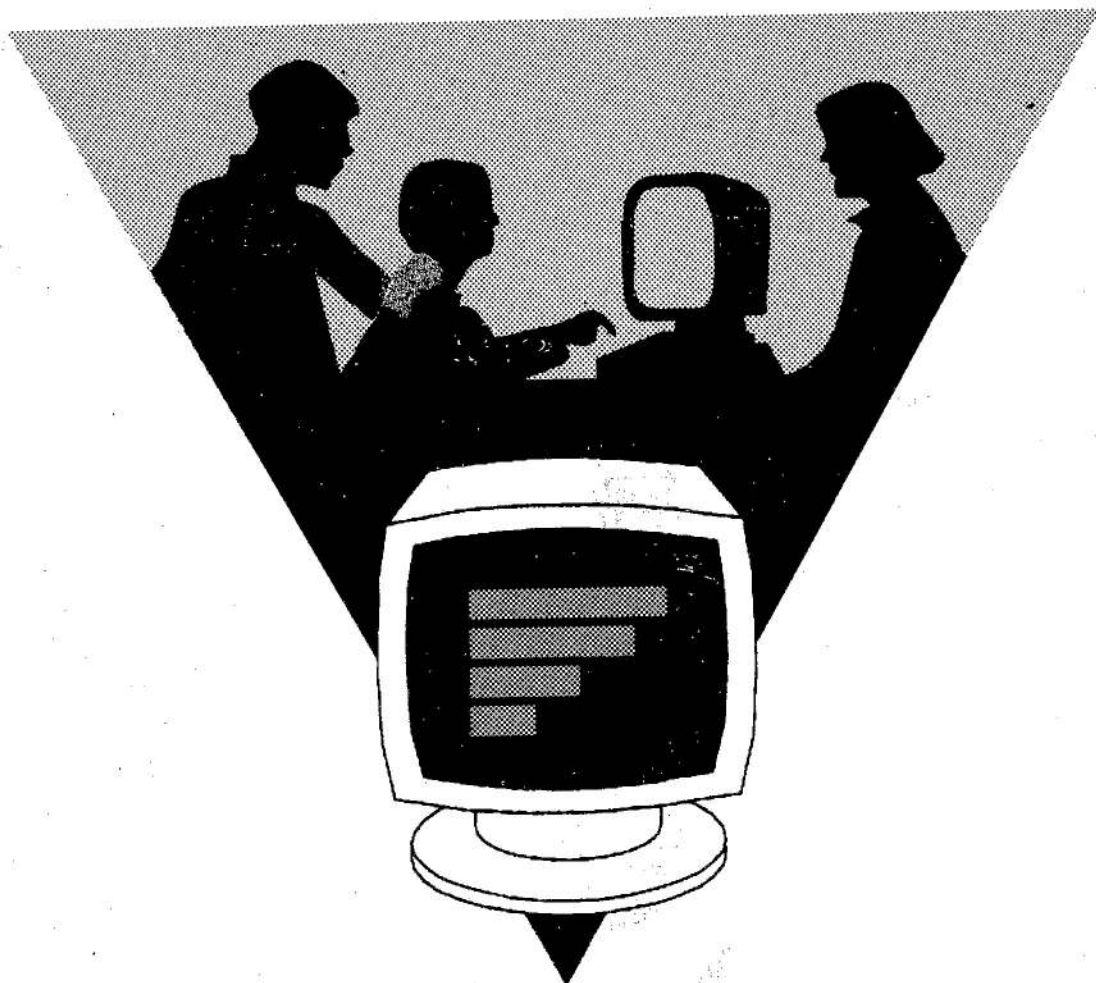


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