

SECTION 4: GROWTH MANAGEMENT STRATEGY

A clear vision for growth addressing the questions of urban form and “hot-spots” has emerged as the SDF process has developed. However, understanding the development trends and the dynamics relating to infrastructure provision in order to more comprehensively address the full suite of questions listed earlier has necessitated a further component of the SDF.

In addition to the “traditional” components of the SDF (i.e. Status Quo, Development Strategies and Capital Investment Framework - CIF), during 2007/08, a Growth Management Strategy was been developed to compliment the SDF development strategies and CIF. This section considers the Growth Management Strategy; the need for a more narrowly defined approach to growth; the introduction of defined Growth Management areas; limitations of development within non-priority areas; and Inclusionary Housing Provisions.

4.1 The Need for a Growth Management Strategy

In 2008, the City of Johannesburg faced a series of direct and in-direct developmental challenges. These include but are not limited to:

- State’s desire to see the City facilitate accelerated economic growth (above current and projected National Gross Domestic Product figures);
- A disjuncture between infrastructure provision and development growth patterns;
- A National shortage of energy
- The on-going challenge to restructure the spatial economy of apartheid settlement, and
- The need to detail where the City is prepared to invest in infrastructure, in terms of priority, medium and long-term.

In response to these challenges, the City was compelled to consider bold approaches to future development by both the public and private sectors. During 2007/08, the City determined a Growth Management Strategy (GMS) to prescribe where, and under what conditions, growth can be accommodated. This future growth must ensure that population and economic growth is supported by complimentary services and infrastructure whilst also meeting spatial and socio-economic objectives.

The GMS is complimentary to and represents a new dimension to the City’s Spatial Development Framework (SDF). It is premised on the six development paradigms of the Growth and Development Strategy (GDS) adopted in 2006, namely:

- The pro-active absorption of the poor;
- Balanced and shared growth;
- Facilitated social mobility;
- Settlement restructuring;
- Sustainability and environmental justice; and
- Innovative governance solutions.

Explicit statements in the GDS that influence a GMS for the City include:

“The (future) urban form...will be anchored on an efficient public transport system, and a world-class network of transport infrastructure”

“The city form must be changed to bring jobs closer to people and people closer to jobs”

“Anchored on the Gautrain and a complete refurbishment of current infrastructure, rail will be a mode of choice for many people...”

“City functioning must improve to accelerate the pace of delivery of appropriate housing in good locations and to reduce the high cost of having to deliver services on the urban edge.”

“...ensure that movement systems in the city directly link with, and are supported by, strong high-intensity, mixed-use nodes and higher residential densities.”

4.2 Strategic Objectives of the Growth Management Strategy

The City is faced with two development scenarios; “Business as Usual” or a targeted approach to development based on a Growth Management Strategy.

Should the former scenario prevail, the following outcomes are probable:

- Increased intensity and frequency of infrastructure problems (not just energy based, but water and sanitation, congestion etc.);
- Growing public discontent as development is not supported by base infrastructure (inclusive of social amenities such as schools and clinics);
- City growth targets are not attained as infrastructure bottlenecks constrain development and resources are spread randomly and on an ad-hoc manner; and
- Investment in new and augmented public transportation systems proves not to be viable as the requisite densification along and around these public transportation corridors cannot be facilitated.

If an approach, premised on a GMS approach is followed the following outcomes can be expected:

- Prioritisation and clear targeting and programming of capital expenditure;
- A strong link between public transport and residential and business development;
- A departure in the way development applications are dealt with a range of new mechanisms to influence patterns and pace of development within the City;
- A strong emphasis on the reduction of demand in respect of services; and
- Land assimilation for the public good and the location of new housing aligned to these spatial priorities.

The City has resolved that the GMS approach is the most appropriate and responsible response and has defined an approach that has, at its core, the following strategic objectives:

- Determine priority areas for short-medium term investment and allocation of future development rights;
- Re-direct the respective capital investment programmes of the City's service providers to address the short-term hotspots and strategic priority areas;
- Limit future development rights and reconsider lapsed Township Establishment rights in infrastructure hotspots within the City until backlogs have been addressed;
- Identify priority investment areas for public and private sectors, specifically in respect of municipal infrastructure;
- Introduce development conditions that are congruent with global best-practice standards relating to resource efficiency (energy, water, fuel);
- Introduce development obligations relating to the full spectrum of Inclusionary Housing (i.e. subsidized housing, bonded, rental / social housing) in identified priority areas;
- Apply a package of incentives to promote and facilitate development that subscribes to the socio-economic and spatial imperatives of the City; and
- Establish monitoring and evaluation mechanisms to review the status of the infrastructure hotspots and the limitations placed on these areas.

4.3 Determination of Priority Areas

Five functional Growth Management Areas have been designated. They cover the full extent of the City and indicate the priority the City has prescribed in terms of short, medium and longer term public investment per area.

High Priority (i.e. 2008-2011 Capital Investment and immediate Service Upgrading)

1. Public Transport Priority Areas:

The locations noted below represent the backbone of a revitalised and integrated public transportation system. The multi-billion rand investments of Gautrain and the Bus Rapid Transit System (BRT) represents the City and State's commitment to realising a world-class public transportation system that facilitates movement within and beyond the City's borders and is efficient and accessible to all communities. The expanded system being developed represents a significant and complimentary advancement of the current bus and taxi services rendered within the City.

The locations below also represent latent opportunities to restructure the current fragmented City form and to provide more inclusive environments for the City's communities. Issues relating to appropriate and effective densities, mixed-uses and infrastructure provision are foremost in the City's designation of these areas as priority areas from an infrastructure perspective.

City budgets relating to infrastructure will be co-ordinated to ensure that these imperatives are met. Additionally, aspects relating to Inclusionary Housing to facilitate affordable and "gap-market" housing and incentives to facilitate socially geared developments in these locations are critical.¹⁷ In this regard the City has approved a density bonus incentive along the northern section of the BRT (Parktown to Sunninghill route) and is considering additional incentives such as the fast-tracking of applications.

- Gautrain station precincts (Midrand, Marlboro, Sandton, Rosebank, Inner City)
- BRT (first phase of implementation Lenasia – Parktown – Sunninghill: Alexandra – Randburg: Inner City Distribution Network: Inner City – Bruma)
- SARCC¹⁸ rail stations

¹⁷ For details relating to Inclusionary Housing please refer to Section 5.6

¹⁸ South African Rail Commuter Corporation

2. Marginalised Areas

The continued City commitment to the upgrading and economic upliftment of the following locations places them within the highest priority category of the five Growth Management Areas and reinforces the commitment to service upgrading (e.g. gravel roads upgrading, eradication of informal settlements etc.).

The transformation of these locations from their previous dormitory township status to vibrant, integrated communities are central to the principles of the Growth and Development Strategy such as “facilitated social mobility” and “settlement restructuring”

Developments that foster increased economic development and labour-intensive industries will be supported by the City via a series of incentives and targeted infrastructure provision. A full suite of incentives is still being developed but they could include Fast-Tracking of applications, Application Fee and Bulk Contributions exemptions and in relation to industrial and commercial development, rates holidays.

- Orange Farm
- Greater Ivory Park (including Rabie Ridge and Kanana Gardens)
- Greater Soweto
- Diepsloot
- Zandspruit
- Alexandra
- Informal settlement upgrading priority areas (e.g. Kya Sands / Lion Park)

Medium Priority (i.e. immediate remedial infrastructure upgrading. New Capital Investment 2011-2015)

3. Consolidation Areas

The greatest impact of the Growth Management Strategy will undoubtedly be felt in the Consolidation Areas. There are two sub-categories within the Consolidation Areas, namely:

- Infrastructure encumbered areas
- Non-encumbered infrastructure areas

In the case of the non-encumbered infrastructure areas the prevailing provisions of the Regional Spatial Development Framework Sub-Area Management Tables will apply.

The areas are not within the public transportation “footprint” described earlier in the section and have been determined in relation to the capacity of City Power’s sub-stations (where 90% or more of the design-capacity has been exceeded during Winter 2007 load-readings). The status of these localities will be re-evaluated on an annual basis in consultation with the respective Municipal Owned Entities including City Power.

The primary objective of the Consolidation Areas is to prevent the compounding of the infrastructure constraints, most notably relating to energy and traffic but also noting the significant impact of large-scale and incremental developments on water and sanitation, stormwater management and social amenities.

It is within these localities that the City will actively limit further developments until current deficiencies are addressed (noting that they do not enjoy short-term priority status in terms of service upgrading). This limitation will apply to incremental and large-scale developments and will affect individual property owners and the development community alike.

It is acknowledged that a number of the spatial policies relating to densification will be affected by these limitations (e.g. densification along the City’s mobility routes). The City remains committed to these principles and long-term objectives. However, it cannot commit to the provision of the requisite infrastructure short-term.

In-principle support from the City for development proposals and lapsed township applications will be based on the provisions as spelt out in the summary tables at the end of this chapter.

4. Expansion Areas

To the north and south of the City, potential land resources presently beyond the Urban Development Boundary (UDB) have been identified and the proposal to include them within the UDB are included in this draft SDF.

The north has been subjected to an extensive planning and a participation process that has proposed:

- The economic and spatial growth of an industrial and mixed use component around the Lanseria airport*;
- A proposed Metropolitan node to the north of the N14*;
- Limited expansion to the west of Midrand premised on a future BRT route and infrastructure;
- Residential and nodal components to the east of the R511 (William Nichol) that integrate Diepsloot into the urban system and provide a range of residential and supporting land uses for Diepsloot and surrounds*;
- A significant subsidised housing initiative at the southern intersection of the Malibongwe and N14 to address the significant pockets of informal settlements in the locality.

Infrastructure in these areas is limited and the future market-led developments will be determined by the ability of the prospective developments at-scale to be self-sufficient in the upgrading of bulk infrastructure (and utilising resource efficient techniques as an integral component of the development).

Minimum Inclusionary Housing requirements will apply in those localities marked with * with a minimum prescription of 20% of units required for a mix of affordable housing categories (i.e. subsidised i.e. less than R150k, bonded / "Charter" i.e. R150k-300k, gap-market i.e. 300k-500k).

Where developments relate to the upgrading of informal settlements and/or subsidised housing initiatives, they will enjoy the High Priority status afforded to the Marginalised / Public Transport Management Areas.

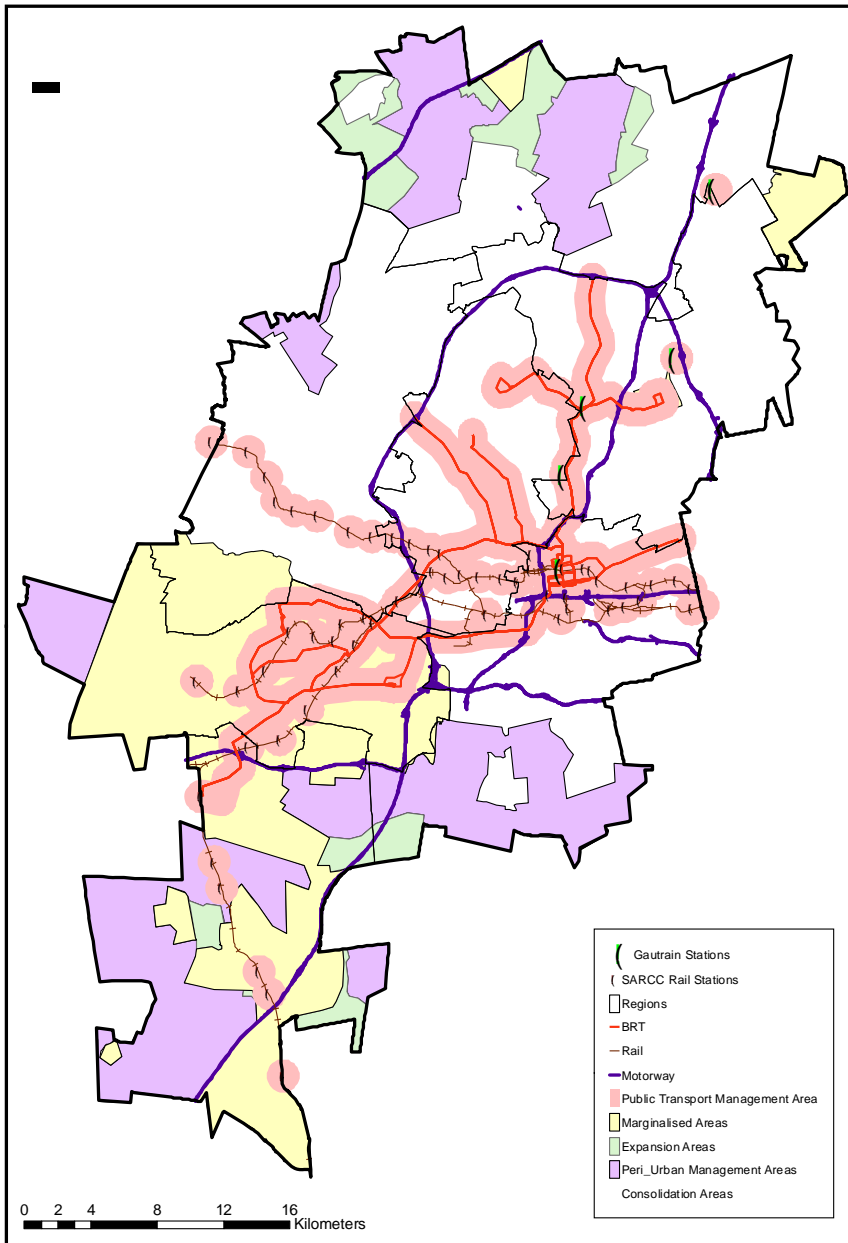
The potential expansion areas in the south are still being investigated. They would not be limited to residential developments and would actively encourage industrial and commercial uses to stimulate the local economy of the Orange Farm, Drieziek and other low-income communities resident in the south. The incentives envisaged in the Marginalised Management Areas would be applicable in these locations and infrastructure dependent developments would similarly enjoy the High-Priority status of this Management Area.

Low Priority (i.e. no infrastructure upgrading / provision before 2020)

5. Peri Urban Areas

Localities beyond the extent of the Urban Development Boundary comprise the Peri-Urban Management Areas. Land uses in these areas are limited to those prescribed guidelines in the UDB chapter (Land Uses beyond the Urban Development Boundary). There are no short or medium term obligations or plans to service these areas.

Map 20 illustrates an initial spatial depiction of these Management areas.



Map 20 Growth Management Areas

Table 4.1: Development Conditions in Priority Areas

	"In-principle" Planning Support Contingent on ...
Township Establishment / Rezoning/ Subdivision AND lapsed Township Establishment Applications	<ul style="list-style-type: none"> • Current Planning Policy and Guidelines (e.g. Density / intensity associated with mobility routes / nodes etc.). • Transit Orientated Development Principles and design being applied within design. • Elements of Inclusionary Housing / Economy (larger-scale developments) being included within the proposal. • Availability of services – where capacity is limited, applications to be processed favourably noting that service delivery (e.g. power) may not be immediately available.
Noting	<ul style="list-style-type: none"> • The City will continue to explore Incentives other than Density Bonus* in these priority areas to support Inclusionary development. • City's capital budget to be realigned into these areas short-medium term. • Minimum densities may be applicable.
	* Currently employed on Northern leg of BRT route (Parktown Sunninghill)

Table 4.2: Development Conditions in Infrastructure Encumbered Consolidation Areas (i.e. current Power Sub-Station Capacity 90%+)

	"In-principle" Planning Support Contingent on ...
Township Establishment / Rezoning/ Subdivision AND lapsed Township Establishment Applications	<ul style="list-style-type: none"> • Current Planning Policy and Guidelines (e.g. Density / intensity and land use associated with mobility routes / nodes etc.). • The proposal necessitating no additional power demands – additional immediate energy demands to be negotiated with City Power via alternative energy methods. • Developers undertaking to develop bulk where current infrastructure currently hinders the ability of City to support the proposal (water, sewer, power, roads etc.). • Transit Orientated Development Principles and design being applied within design.
Noting	* Where the reserve capacity for each City Power depot is reached (i.e. 100% of Firm capacity) NO further Township Establishment approvals or Rezoning to be approved until new reserves are made available unless provision is at developer's cost.

Table 4.3: Development Conditions in Infrastructure Encumbered Consolidation Areas (i.e. current Power Sub-Station Capacity 75-90%)

	"In-principle" Planning Support Contingent on ...
Township Establishment / Rezoning/ Subdivision AND lapsed Township Establishment Applications	<ul style="list-style-type: none"> • Current Planning Policy and Guidelines (e.g. Density / intensity associated with mobility routes / nodes etc.). • The proposal necessitating minimal additional power demands (no greater than 20%) – additional immediate energy demands to be negotiated with City Power via alternative energy methods. • Element of Inclusionary Housing / Economy (larger-scale developments) being included within the proposal. • Transit Orientated Development Principles and design being applied within design. • The proposal has the implicit support of JRA/Transportation / JHB Water / City Power Network Planners (i.e. Head Office).
Noting	* Where the reserve capacity for each City Power depot is reached (i.e. 100% of Firm capacity) NO further Township Establishment approvals or Rezoning to be approved until new reserves are made available unless provision is at developer's cost

Table 4.4: Development conditions in Expansion Areas

	"In-principle" Planning Support Contingent on ...
Township Establishment / Rezoning/ Subdivision AND lapsed Township Establishment Applications	<ul style="list-style-type: none"> • Current Planning Policy and Guidelines (e.g. applicable Development Frameworks, Density / intensity associated with mobility routes / nodes etc.). • An undertaking to develop bulk where current infrastructure currently hinders the ability of City to support the proposal (water, sewer, power, roads etc.). • An undertaking to set-aside land for social amenity / open space as an integral component of the proposal. • Transit Orientated Development Principles and design being applied within design. • Elements of Inclusionary Housing / Economy (larger-scale developments) being included within the proposal.
Noting	<ul style="list-style-type: none"> • <i>The City will continue to explore the implementation of Incentives in expansion areas where developments contribute directly to industrial / commercial development in marginalised areas (e.g. Orange Farm).</i> • <i>City will assist re: infrastructure where upgrading / social housing initiatives are endorsed by the City.</i> • <i>Minimum densities may be applicable.</i>