



A discussion document on the long-term development plan for the Gauteng City-Region

Gauteng 2055: A discussion document on the long-term development plan for the Gauteng City-Region

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Gauteng City-Region**





Nomvula Mokonyane

Gauteng Premier

A MESSAGE FROM THE PREMIER

The future is everyone's priority.

In 1955, the Freedom Charter was signed into being. It framed the hopes and dreams of our people, with ideas and insights collected through a public participation process that took place across the length and breadth of our country. Those who came together on the 26th of June 1955 at the 'Congress of the People' in Kliptown represented a truly diverse gathering – a gathering of people from different race groups, genders, backgrounds, abilities, beliefs, educational levels, economic standing and experience. Together, they built a view of what could be, in a free and fair South Africa.

Nearly 57 years later, we view ourselves as blessed with many of the freedoms crafted into the words of the Freedom Charter. We have an internationally recognised Constitution, supported by an independent judiciary. All citizens over the age of 18 can vote. Our people can move freely, regardless of the colour of their skin. In Gauteng, we have grown the economy, rolled out infrastructure projects that rival those of our global counterparts, and addressed a significant portion of the backlogs in basic goods and services that we inherited in 1994.

However, in looking to the future, there are still many dreams that remain unfulfilled. This discussion document serves as the foundation for a stakeholder engagement process initiated by the Gauteng Planning Commission (GPC), as it sets its sights on the establishment of a long-term plan for the Gauteng City-Region ('the GCR'). The Gauteng City-Region Observatory (GCRO) defines the GCR as "an integrated cluster of cities, towns and urban nodes that together make up the economic heartland of South Africa" (2011a). It stretches across various jurisdictions beyond the borders of our province, and represents a space with significant potential. If we hope to harness this potential so that the GCR can contribute to South Africa what the most successful global city-regions and economies of the world have contributed to their respective nations, we need a common vision and strategy, clear leadership, and ongoing collaboration and co-operation. As we plan for our future, we will ensure alignment with the National Planning Commission's long-term National Development Plan, 'Vision 2030'. Simultaneously, we will focus on the development of a plan rooted in our local reality.

We have done much work in building the platform needed to realise our potential. 'Vision 2055' established a set of scenario plans for the GCR, identifying possible challenges and outcomes we may face in 2055, 100 years after the adoption of the Freedom Charter. The discussion document that follows draws from this work and various other research outcomes to date, with the intention of stimulating a conversation about the type of GCR we could collectively aspire to build, for the benefit of current and future generations. We invite all to participate and contribute

their ideas, hopes and aspirations for the GCR, and the different paths through which we may enable it to grow. Through engaging on and gathering these inputs, we hope to create a story that makes sense to us all – a story that will form the foundation of our long-term plan for the GCR – ‘Gauteng 2055’.

Included within this discussion document is an analytical framework – the ‘Gauteng 2055 conceptual framework’ – which aims to support analysis and the prioritisation of possible initiatives for our long-term roadmap. The document also presents input on the path we have travelled to date and the current state of the GCR, with analysis provided in the context of the four key ideals included in the conceptual framework: equitable growth, social inclusivity and cohesion, sustainable development and infrastructure, and the objective of good governance. The role of the democratic developmental state, civil society and individual citizens in driving these ideals, and ultimately, supporting the establishment of a liveable, equitable, prosperous and united GCR, is core to the delivery process.

In starting the discussion, we present a set of proposed vision statements in relation to each of the four objectives, alongside key issues for consideration – with the latter framed as questions. These serve as the basis for more refined facilitation notes and questions that will be used in debates, discussions and forward planning with all those who live, reside in and care for the GCR.

I invite you to join us on this journey. We thank you in advance for your full engagement in the public participation process that lies ahead, and the insights we may collectively build as we plan, together, for a GCR that represents the future we hope to leave to our children, and our children’s children.

Nomvula Mokonyane
Gauteng Premier

24 May 2012

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CHAPTER 1

Introducing the 'Gauteng 2055 discussion document'

Chapter 1:

Introducing the ‘Gauteng 2055 discussion document’

1.1 Rationale for the development of a ‘discussion document’

We all dream of a prosperous, sustainable future. To build this future, we need a shared vision – and the focused efforts of all. The discussion document that follows provides the foundation for growing this vision, within the context of the Gauteng City-Region (GCR), an “integrated cluster of cities, towns and urban nodes that together make up the economic heartland of South Africa” (GCRO, 2011a). While the Gauteng province is located at its core, the GCR spans a larger functional area defined by concentrations, linkages and movements of transport, people, economic activity, natural resources and other variables. By recognising the true flow of the GCR’s economy beyond boundaries that are purely administrative and political in nature, the full potential of this region can be realised. Planning for our collective future requires the input of all, as full participants in this journey. For this reason, this discussion document serves as a platform for a ‘people’s vision’ – rather than a vision of the Gauteng Provincial Government (GPG) alone.

The ideas and questions posed within this document aim to stimulate further debate and dialogue through a stakeholder engagement and public participation campaign that the GPG plans to conduct over the coming months. All stakeholders will be engaged. These include, amongst others: citizens; residents; workers; business; community based organisations (CBOs); non-governmental organisations (NGOs); civic organisations; organised labour; professional bodies; technical specialists; academics, researchers and students; the media; other spheres of government; civil servants (including GPG employees); political representatives; military veterans; the aged and special interest groups – including women, children, the youth, and People living with Disabilities (PWDs).

Rather than pre-empting the content of a long-term plan for the city-region, the GPG has chosen to lead a discussion process with stakeholders through highlighting key principles, issues and areas for debate. The intention is to initiate a conversation in which all across the city-region can participate – contributing towards a collective set of ideas for our shared future. The Gauteng Planning Commission (GPC) will collate, review and consider all information, insights and perspectives arising from the public engagement process. A refined set of ideas for the vision of our future, and how we will collectively realise it, will then be incorporated into a long-term plan for the GCR – namely ‘Gauteng 2055’.

1.2 Why plan for the long-term, when we face pressing needs today?

With widespread inequality and poverty, why expend effort on long-term planning? Why, in the context of scarce resources, should we focus beyond addressing the needs faced by our people, now? Linked to this, why should long-term planning be everyone’s business? While it is possible to address some challenges in the short to medium-term, creating the levels of change needed to eliminate the hardships experienced by many within our city-region will only be possible in the long term. This requires a shared dream, careful planning, and focused implementation of this plan. Long-term planning and delivery by government is however not enough. The truth is that the sustained happiness of each individual who lives or works in the GCR depends on the collective involvement of all. Each member of our city-region must play a part, together with the state and civil society, in contributing to this dream. Likewise, the prosperity of some at the expense of others is not sustainable – with collective prosperity a necessary condition for a healthy GCR.

Countries and regions that have focused on long-term plans and their rigorous implementation have seen the benefits. While many aspects of the future are unpredictable, long-term planning helps establish a greater degree of adaptability and resilience to change. These characteristics have seen city-regions such as Hong Kong and London successfully transform from trading ports with monoculture societies, to financial hubs strengthened by diversity (Clark, 2012). China, Malaysia and India, all credited for their long-term planning efforts, have

experienced radical shifts in key indicators of growth and development. All three countries have made use of integrated, targeted long-term planning initiatives to address deep societal issues that threaten their success – using each planning cycle to fine-tune the long-term vision. While short and medium-term benefits have been evident, these have led to compounded improvements across various indicators in the long-term. In China, for example, the rate for life expectancy at birth shifted from 62.9 in 1970 to 73.3 in 2010. Over the same period, India's life expectancy rate changed from 49.1 to 65.1, and Malaysia's shifted from 63.9 to 74 (World Bank, 2012). Malaysia's average infant mortality rate per 1000 live births moved from 39.4 in 1970, to 13.5 in 1990 (Malaysian Economic Planning Unit, 2004). Literacy rates provide further indications of the impact of focused effort through long-term plans and their delivery. According to the United Nations Development Programme (UNDP), for the period 2005-2010, adult literacy rates¹ for Malaysia and China were 92.5% and 95.9% respectively (2011) – representing a 22.98% improvement on 1980 literacy levels in Malaysia, and an 18.12% improvement on China's 1990 literacy levels (World Bank, 2012). In all cases, economic growth has supported development, with China's Gross Domestic Product (GDP), for example, growing at a consistently significant rate annually – 19.4% in 1970; 7.8% in 1980; 8.4% in 2000; 10.4% in 2010 (World Bank, 2012). In Malaysia, targeted efforts saw employment grow at an average rate of 3.4% per annum between 1971 and 1990, shifting to 3.3% for the latter period of 1990 to 2000 (Malaysian Economic Planning Unit, 2004).

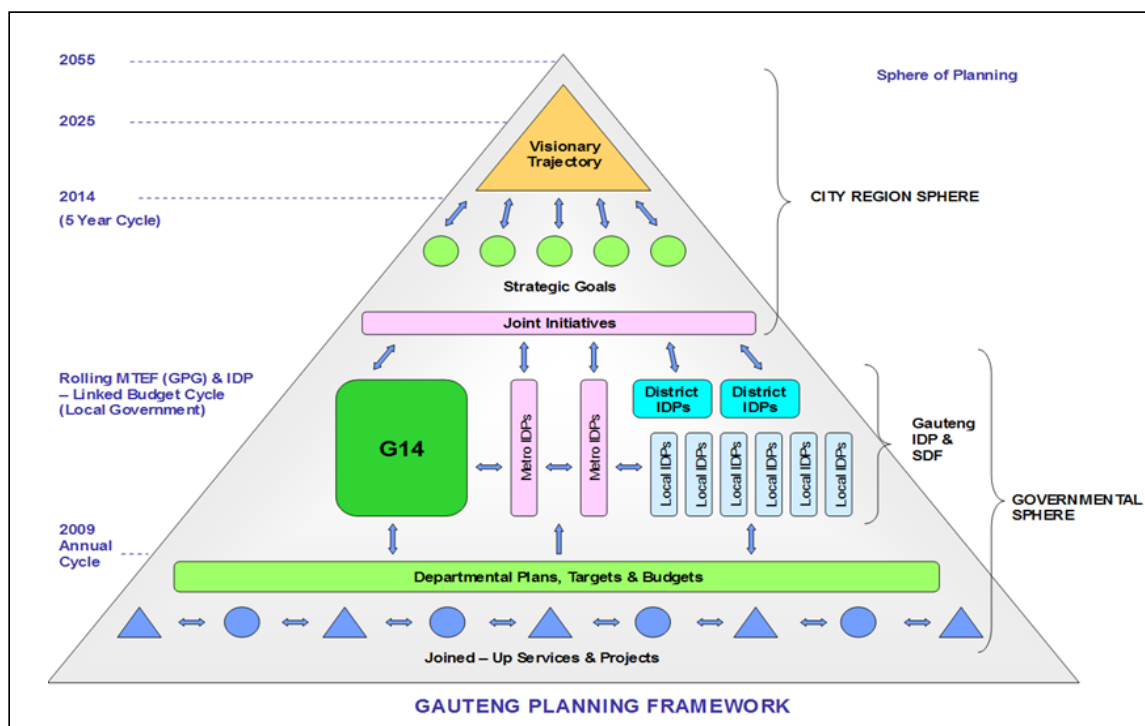
These examples represent what is possible with concerted effort, a future vision and the collective will to create change. Without a shared long-term vision, our efforts now may achieve short-term success only, at the cost of future sustainability. Addressing the immediate needs held by many is important. However, parallel long-term planning is also essential, as it provides us with the opportunity to plan for future generations, building a world where our children and grandchildren may benefit from multiple freedoms and an optimal quality of life. To address concerns relating to long-term planning versus short-term delivery, we envisage the development of a long-term plan for the GCR that includes staggered deliverables and outcomes across the timeframe leading to 2055, allowing for a clear sense of what is possible in the near future, versus those outcomes that will require longer-term intervention.

1.3 Why is long-term regional planning important?

The National Planning Commission's (NPC's) National Development Plan (NDP) sets out a vision for South Africa in 2030, providing an overarching framework for further planning and delivery by actors from every segment of our society. While it serves as a valuable platform for driving future growth and development decisions, long-term planning at the sub-national level is also critical. The concept of sub-national planning is entirely consistent with the NDP. In the context of numerous regional specificities, cascading the national vision down into a more localised perspective is a necessary step for regional potential to be fully realised, and with it, improved levels of nation-wide prosperity.

The GCR itself is spatially, socially and economically unique – with many of its specific characteristics detailed further in Chapter 3. As the 'economic heartland' of the nation, economic performance within the GCR affects the lives of many, including those who live within and beyond South Africa's borders. In the 2012 State of the Province Address, the Premier argued for the prioritisation of a GCR-level long-term planning process, given the recognition held of the city-region as "the most populous and economically significant region in the country" (GPG, 2012a). We are obligated to maximise the city-region's potential and its value as a key economic driver for the country, through careful long-term planning aligned with the national vision and other strategic perspectives. Long-term sub-national planning is also essential for the establishment of a resilient and sustainable GCR – a GCR that is able to meet the needs of all who reside within it, now and far into the future.

Provincial long-term planning does not take place in a vacuum. There are multiple planning mechanisms at play, with a combination of bottom-up and top-down planning allowing for alignment between national, provincial and local priorities and across various timeframes – as depicted in the figure below (GPG, 2009, pp.18-19). The city-region sphere, as represented at the apex of the triangle, goes beyond the 'governmental sphere' of planning – with planning emphasis at this level placed on building a 'visionary trajectory' that all actors across both public and private sectors can collectively own and implement. It takes the short to medium-term municipal and provincial Integrated Development Plans (IDPs) and budgets into account, alongside various joined-up intergovernmental services and projects, and the work of other players such as citizens and residents, business, professional bodies, civic organisations, CBOs and NGOs.

Figure 1.1: Locating long-term planning in the context of Gauteng's planning framework (Source: GPG, 2009, p.18)

1.4 Why target development initiatives within one geographical region?

Evidence has shown that many rapidly growing countries with significant development needs (e.g. Brazil, Sri Lanka or Singapore), have benefited from the presence of at least one global city-region around which growth has centred, for the wider benefit of the nation and its sub-regions. For South Africa to succeed in making the most of opportunities presented by the global economy, it needs at least one such place that is able to grow the attractiveness of the country and the wider Southern African Development Community (SADC) region, through performing a number of roles. These may include serving as: a hub for international companies; a magnet for international investment and talent; a source of high tax levels due to significant productivity; a meeting place for leaders; and a place that helps build greater levels of familiarity with the region as a whole, amongst people across the globe.

With at least one place like this, South Africa will be able to take advantage of opportunities as they arise – instead of seeing them pass by to the benefit of other more competitive or rapidly growing cities across the developing world. The GCR represents a useful place in this respect. Building on the assets that Gauteng (and the wider GCR) already has at its disposal (e.g. the existing infrastructure, services, skills, logistics arrangements and economy) will allow the nation and its various provinces to gain maximum benefit at relatively low cost. Delivering on the full potential of the GCR could result in a range of benefits for our country, including an enhanced reputation internationally, and even greater levels of talent attraction, economic growth, decent work opportunities, tourism and Foreign Direct Investment (FDI). If we fail in this, there will be less growth and FDI, fewer jobs and reduced opportunities for the nation as a whole. This is not about pitting one province against the other, but building on what all can offer, for the benefit of everyone – finding ways to enhance the strengths of each geographical area². The benefits that may emerge for all if Gauteng and the wider GCR are to play such a role will not be realised without the assistance and support of the rest of the nation. As such, in working towards the establishment of a plan, Gauteng will seek the support of various role-players, ensuring that the groundwork is prepared for an enabled GCR. We need a universal plan for the future, understood by all within and beyond the GCR's borders. If the GCR is to support national and regional growth in an optimal way, we must emphasise those characteristics exhibited by many successful global city-regions of the world. The following commonalities are often evident: affordable medium to high-density housing, supported by effective land use management that promotes quality of life; a good freight and logistics platform, with affordable transport systems; quality schools and universities; inter-firm connectivity; an emphasis on safety, and reducing crime and corruption; and optimal use of innovation and technology. Many global city-regions have also tied their growth to sustainability imperatives. These factors will require careful thought and planning as we move forward.

1.5 Long-term planning for the GCR: The journey to date

Planning for the GCR of 2055 is not a new initiative. In 2005, the Premier announced the plan to build “an integrated, globally competitive” city-region – calling for the establishment of a shared vision and strategy, enhanced co-operation and coordination amongst all regional stakeholders, improved governance practices, better urban management and a focus on acting together in the global arena. The need for ‘regional thinking’ by delivery partners was noted, with joint identification of “which parts ... should constitute growth nodes and development corridors”, and the reduction of possible areas of duplication between the different spheres of government (GPG, 2005b).

Since this early announcement, the GCR has received much attention. In 2006, the GPG published the ‘Gauteng Global City Region Perspective’, a document that outlined the key elements of a globally competitive city-region – and the steps deemed necessary for its full realisation. The ‘GCR Road Map’ followed in 2008, detailing 11 strategic pathways for the establishment of the GCR, including an emphasis on long-term planning. This led to the initiation of a process by the GPG that ultimately resulted in ‘Gauteng Vision 2055: The Future Starts Here’, a working paper that used scenario planning techniques to encourage strategic debate on the long-term future of the city-region. It outlined a vision of the best-attainable long-term scenario and a set of strategic choices, identified through the analysis of driving forces or trends, possible unpredictable events and appropriate benchmarks. Focus groups that included more than 250 decision-makers and technical specialists aided in the assessment of findings and insights (GPG, 2009). The end deliverable depicted possible scenarios for the future GCR of 2014, 2024 and 2055.

In 2009, the GPG’s Executive Council and the mayors of Gauteng approved Gauteng Vision 2055 as the base document for further consultation, to support development of a long-term plan. Significant changes have however taken place in the global, regional and local context since the finalisation of Gauteng Vision 2055. The document itself identified the need for regular iterative reviews of the long-term vision and any associated plans, to ensure relevance in a rapidly changing environment. To address this need – and to drive the Gauteng 2055 process further – a number of steps have unfolded:

- The Premier capacitated the GPC and established a Gauteng Advisory Council (GAC) and four Working Groups in July 2011, to provide technical input, strategic advice and guidance. The GAC’s members include a range of thought leaders, academics and practitioners recognised as experts in their respective fields, who serve as independent advisors, bringing greater rigour and depth to the Gauteng 2055 process.
- Insights developed through the Gauteng Vision 2055 process are being updated through the review of a range of more recent sources of information – including, amongst others:
 - The NPC’s Diagnostic Report and NDP;
 - The Organisation for Economic Co-operation and Development’s (OECD’s) 2011 Territorial Review of the GCR;
 - Ongoing research carried out by the Gauteng City-Region Observatory (GCRO) – a research body established to advance the GCR’s potential through data collection, analysis and the provision of critical intelligence, evaluation and insight;
 - The City of Johannesburg’s (CoJ’s) long-term Growth and Development Strategy (GDS), the ‘Joburg 2040 GDS’.
 - Various academic and practice papers by technical specialists;
 - Inputs from the GAC and the members of its Working Groups; and
 - Policies and strategies adopted by national and provincial government.

Long-term planning is also presently underway within both the City of Ekurhuleni and the City of Tshwane. Additional insights emerging through the ‘Ekurhuleni 2055 GDS’ and the ‘Tshwane Growth Employment and Development Plan 2055’ will also be considered in the context of Vision 2055.

The above serve to bolster Vision 2055’s contribution to a long-term plan for the GCR, with this discussion document presenting a synthesis of inputs and articulating a set of key questions, to be used – in a refined form – as the basis for stimulating debate on the content of a formal long-term plan for the GCR of 2055.

1.6 Why focus on 2055?

Plans recently established across the three spheres of government have set their sights on different timeframes. The New Growth Path focuses on 2020; the NDP emphasises 2030; the CoJ's GDS targets 2040. We propose a long-term planning horizon of 2055 – with the rationale outlined below.

Prioritising the ideals reflected within the Freedom Charter

In 1955, a pamphlet entitled 'Call to the Congress of the People' was issued by the National Action Council of the Congress of the People, appealing to "the people of South Africa Black and White...(to) speak together of freedom", with ideas to be integrated in a "Great Charter of Freedom" (African National Congress (ANC), 2011a). An extensive public participation process followed, during which people from across the nation shared their ideas and dreams for a non-racial, free South Africa. On the 26th of June 1955, a mass gathering in Kliptown reviewed a set of statements reflecting these aspirations, with a public commitment by all present to each statement finally included within the resulting Freedom Charter. Many of the words hold equal value today as they did when first placed on paper in 1955 – with some of the key tenets of the Freedom Charter included below:

Box 1.1: The Freedom Charter (Source: ANC, 2011b)

- The People Shall Govern!
- All National Groups Shall have Equal Rights!
- The People Shall Share in the Country's Wealth!
- The Land Shall be Shared Among Those Who Work It!
- All Shall be Equal Before the Law!
- All Shall Enjoy Equal Human Rights!
- There Shall be Work and Security!
- The Doors of Learning and Culture Shall be Opened!
- There Shall be Houses, Security and Comfort!
- There Shall be Peace and Friendship!

The year 2055 marks the 100-year anniversary of the penning of the Freedom Charter – the centenary of a dream partly realised. Locating 2055 as the focal point for a long-term plan sets our imagination free to reflect on the ideals and the democratic changes envisioned in the Freedom Charter itself – and to measure our progress against these. We acknowledge that many steps along the path to 2055 will be unpredictable, with significant unknowns ahead of us. The GPG recognises that it is not possible to map and target all future objectives defined in the Freedom Charter. While the members of the city-region may plan for some in precise terms, others will need to be reflected as aspirations and principles in our long-term strategy. These will serve as a valuable compass by which to navigate – providing direction, but with less precision.

In 1955, those who gave input into the words of the Freedom Charter had a vision. Today, collectively, we can build on this vision with the experience gained through democratic change – strengthening our planning with the inputs and involvement of all who operate within the GCR.

Planning for 2055 – the opportunity to build generational change!

The domain of 'the future' may at times seem overwhelming, with so much viewed as unknown. It is however our current reality that is so prone to rapid change and in some cases, extreme unexpected challenges over which we seem to have limited control. This is evident in a range of events and emerging circumstances, including the recent global financial crisis, radical climate change witnessed across the continent and the globe, areas of political instability, and significant levels of unemployment, poverty and inequality.

Planning for 2055 provides a unique chance to change everything fundamentally. It is the opportunity of a lifetime – to shape the future, and ultimately create generational change. Imagine what we could collectively achieve across four generations. We could:

- Change the urban landscape, and remove social barriers (e.g. through changing our region's spatial form and the housing form within it);
- Migrate fully to renewable energy – and eradicate waste;
- Build a refined education system, and generations of skilled, employable South Africans;

- Eliminate poverty and reduce inequality; and
- Establish a unique approach to the management of the growth of the city-region, founded on economic, social and environmental sustainability.

This is the potential of 2055.

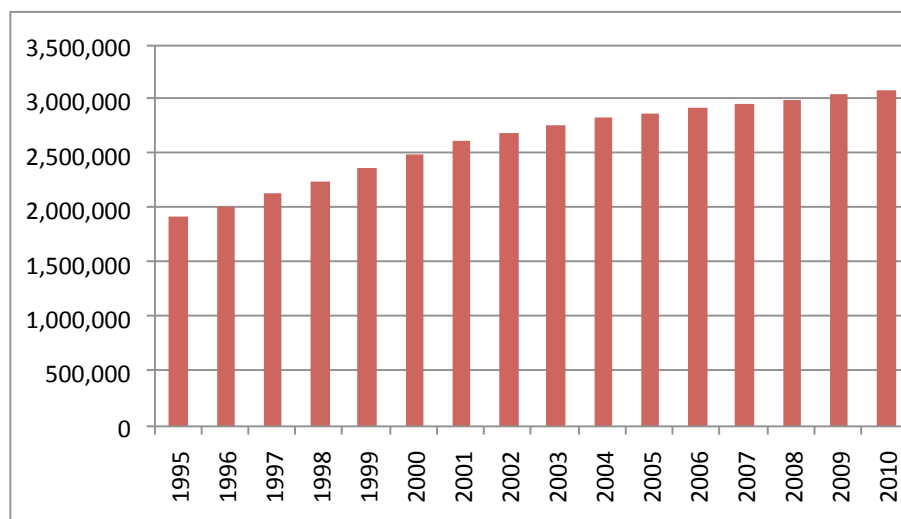
2055 is far enough into the future to allow for managed, focused change – change that can be carefully engineered over the long-term. Focusing far into the future allows all those who live or work within the GCR to build a collective vision, focusing on their individual roles as civic leaders in the long term – beyond the domain of political party, election term, race, gender, class, educational level, space or language. It encourages an emphasis on building a society that is able to adapt and change – given the rapidly shifting environment within which we live.

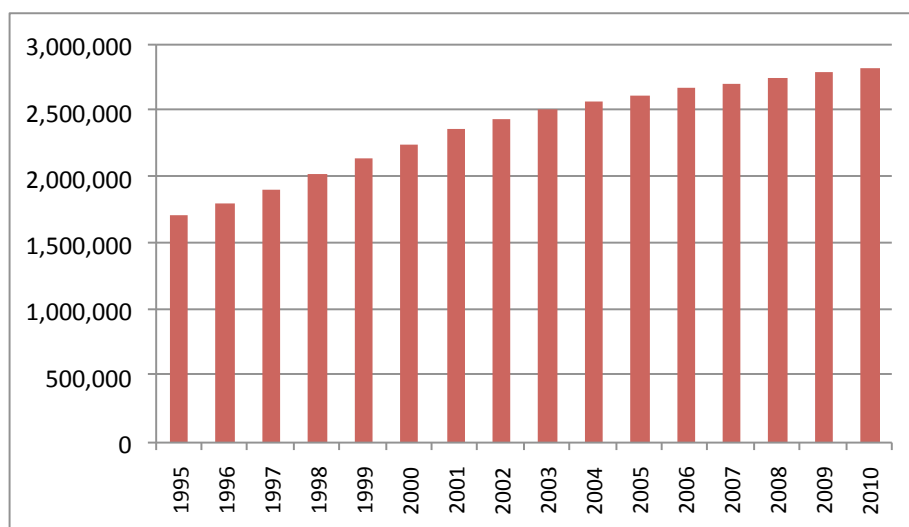
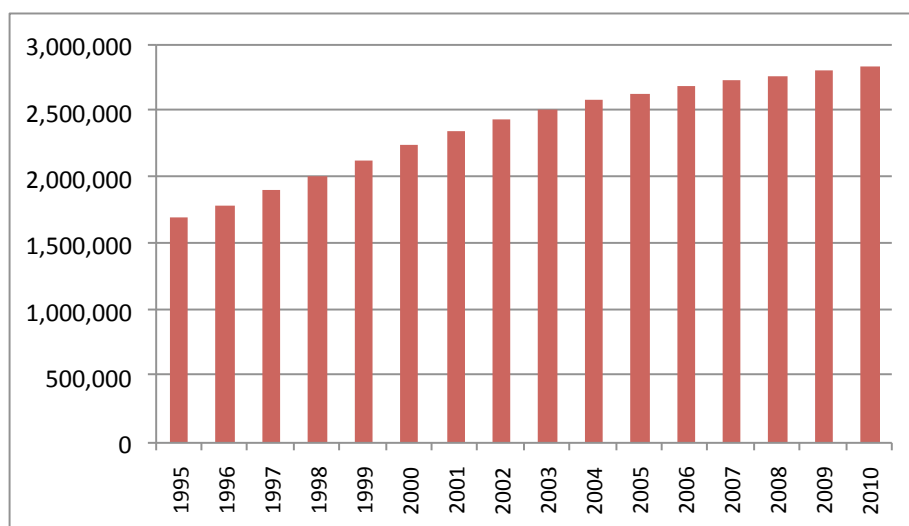
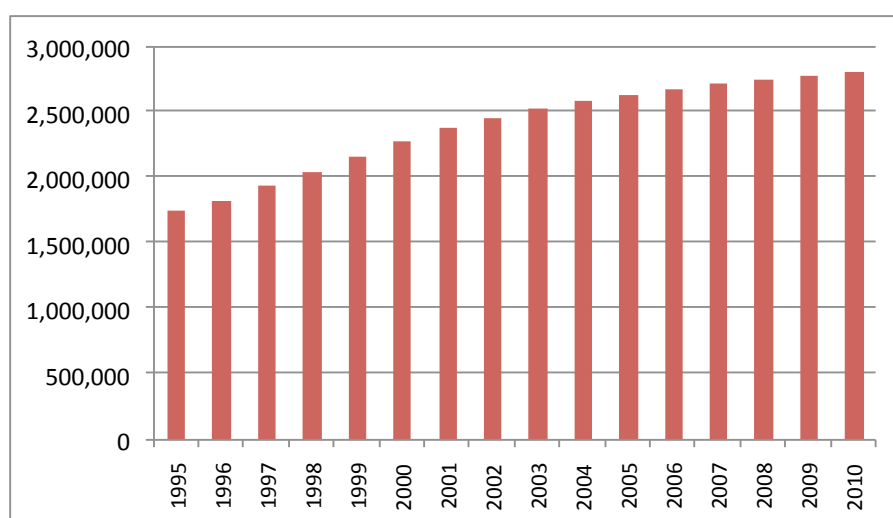
1.7 Dreaming of the future is great, but what have we achieved to date?

Plans are only as good as their implementation. The long-term Gauteng 2055 plan builds on an existing foundation of complex change, transformation and delivery. Gauteng has already traversed a long and complex road – with its journey involving a highly constructed history (Mabin, 2012) based on an immense reconfiguration of territorial space, as part of the transition from apartheid South Africa to a post-apartheid non-racial dispensation. The area we now know as Gauteng was carved out through an arduous process of geopolitical transition, which saw different parts of the former Transvaal province divided amongst other provinces such as the Northern Province (now Limpopo), Mpumalanga and the North West. While initially named the Pretoria-Witwatersrand-Vereeniging region (PWV), the province was renamed ‘Gauteng’ (meaning ‘place of gold’ in Sesotho) in 1994, in reference to the gold mining industry on which much of its historical wealth was founded. The reconfiguration of Gauteng’s political geography was one of the first milestones on the road to transformation.

As the smallest, most densely populated and yet most economically significant of all of South Africa’s nine provinces, post-apartheid Gauteng faced an integrated set of pressures to ameliorate poverty, facilitate economic growth and compete globally – while simultaneously meeting the demands of its newly-enfranchised citizenry for equity, redress and the redistribution of resources. Massive backlogs and racially-based inequities from the apartheid era presented multiple dilemmas and predicaments for Gauteng, as it attempted to roll out effective and accessible services to citizens and residents (McLennan & Munslow, 2009). Accordingly, one of the most important milestones along the road of transformation relates to the province’s history of service delivery in the context of political, economic and social development needs. While further input is included in Chapter 3, it is useful to reflect on some of these changes here. Data from 1995 to 2010 indicates increased progress toward the provision of basic services for Gauteng residents. Gauteng shows steady progress toward the achievement of basic services such as access to water, electricity, refuse removal and sanitation, as evidenced in the figures below.

Graph 1.1: Gauteng household access to water, 1995-2010 (Source: Quantec data³)



Graph 1.2: Gauteng household access to electricity, 1995-2010 (Source: Quantec data)**Graph 1.3: Gauteng household access to refuse removal, 1995-2010** (Source: Quantec data)**Graph 1.4: Gauteng household access to toilet facilities, 1995 – 2010** (Source: Quantec data)

Statistics on delivery do not, however, represent the full picture of key milestones in Gauteng's and the broader GCR's post-1994 story – or the achievements (and areas of failure) emerging from long-term planning and its implementation. They also do not represent clearly the broader challenges faced by the GCR, many of which extend beyond the delivery of services and resources. Significant work remains, if we are to build the type of society we hope to leave to future generations. Deeply embedded structural inequalities relegate the majority of the population to the economic periphery and continue to frustrate the best-intentioned policy interventions. Many 'Gautengers' remain locked into poverty traps, with extreme disparities in income, wealth and opportunity. A well-developed system of social protection, supported by an expanded social grant safety net, has played an important role in poverty alleviation. However, the provision of social grants is only one measure through which to free residents and citizens from poverty traps, with sustainability concerns raised by many.

Furthermore, by presenting statistics of delivery alone, we run the risk of conveying a message that 'delivery' is the sole responsibility of government. While the statistics here reflect – in many cases – government-driven priorities, imagine what we could achieve with the combined abilities, commitment and efforts of all within the GCR. In tandem with government, a number of sectors (including the business sector and a robust civil society) have played a role in supporting integrated growth and development (Barolsky, 2007). However, if we are to realise our true potential in the context of numerous challenges and a range of very real opportunities, all members of the GCR need to engage collectively in coherent planning – and vision-driven delivery.

1.8 Overview of the Gauteng 2055 discussion document

As noted, this discussion document provides the foundation for an engagement and collective planning process that will roll out in the months ahead. It will be used to shape and facilitate conversation and dialogue with various stakeholders, thereby aiding the establishment of a fully informed plan for 2055, behind which all can rally. It frames areas for further research and stakeholder engagement, while ensuring 'space' is left for inputs to be readily taken on board in the final plan. In support of this objective, this discussion document addresses the following areas of focus:

- **Chapter 2** details a 'Gauteng 2055 conceptual framework' – an organising framework that depicts the key drivers of change, and the primary ideals we aim to achieve in working towards the GCR of 2055, namely: equitable growth; social inclusivity and cohesion; sustainable development and infrastructure; and good governance. At the core are a set of underlying principles, many of which arise from the Freedom Charter itself. This conceptual framework serves as a sense-making tool, highlighting areas of significance, supporting analysis and enabling prioritisation in the context of competing needs. The four primary ideals and the underlying principles then form the basis for subsequent chapters, and ultimately, the identification of priorities for the period leading to 2055.
- **Chapter 3** presents input on the concept of global city-regions, and those characteristics that enable them to excel in the global space economy. A summarised account of the GCR's current reality is provided, with progress on outcomes achieved to date categorised within the context of the four ideals defined within the conceptual framework. A more detailed status quo analysis of the GCR is to be included in the final plan itself.
- **Chapter 4** builds on the overview of the GCR's current reality, providing a set of vision elements in respect of each of the ideals included in the conceptual framework. Key questions that reflect on the deep issues that demand attention in preparation for development of the Gauteng 2055 Plan are included, in respect of each ideal.
- **Chapter 5** concludes with an overview of the way forward. A call is made for all GCR stakeholders to participate as full members of the planning team, providing inputs, insights and ideas given each party's unique perspective. As noted by the Premier in the 2012 State of the Province Address: "We want to mobilise all the residents, communities and stakeholders of the Gauteng City-Region to build a common vision and plan. Determining the future of the province is everybody's business" (GPG, 2012a). Contributions made through the stakeholder engagement process will be used in formulating a Gauteng 2055 plan of relevance for all within the GCR.



CHAPTER 2

The Gauteng 2055 conceptual framework

Chapter 2:

The Gauteng 2055 conceptual framework

Few development decisions occur without trade-offs. With the achievement of one ideal, others may be negatively impacted. Long-term planning necessitates the establishment of the right balance between priorities that may at times be in conflict with one another. To support decision-making relating to our future path, this chapter includes a proposed organising framework – the ‘Gauteng 2055 conceptual framework’. The framework highlights the vision for 2055, key drivers of the vision, and the primary ideals we hope to attain. Each of these elements is addressed below, alongside with the rationale for their selection.

2.1 Why establish a conceptual framework?

The conceptual map or framework included below serves as a lens through which to view potential areas for action for the period leading to 2055. It provides a platform for:

- Further debate and engagement on the key drivers, ideals, the central vision itself, and the underlying principles – allowing for the ultimate establishment of a truly shared view of what we hope to achieve by 2055;
- A common language amongst all role-players within the city-region, for use when analysing and prioritising competing needs;
- Enhanced transparency in decision making;
- Joint action on plans identified as critical for the achievement of the long-term vision of the city-region; and
- Analysis of project or programme success, measured in the context of the vision and the supporting ideals.

This discussion document therefore serves as the initial call for input on the conceptual framework itself (in addition to the range of more substantive questions identified for consideration), given that the framework provides a useful base for further engagement.

2.2 Foundations underpinning the Gauteng 2055 conceptual framework

Before elaborating on the framework itself, key sources that have informed the framework are noted. While many of the concepts included in the conceptual framework arise from a range of inputs, such as prior research, policies, philosophical arguments, practice and programmes, the section that follows does not attempt to detail all source documents. Instead, an overview is included here of certain critical strategies and perspectives that have guided the content.

The Freedom Charter

While many of the concepts included in the framework may be universal in nature, they are located within the uniquely South African context of the Freedom Charter. It is particularly the underlying principles and dreams within the Freedom Charter that are included in the vision for 2055, as represented at the core of the conceptual framework: ‘A liveable, equitable, prosperous and united GCR’. A liveable environment is one that is “fit to live in” (Oxford, 2011) – an environment that contributes to and optimises the social, mental, emotional and physical well-being of its inhabitants, facilitating growth and allowing those within it to thrive.

The ideals included within the conceptual framework, and the concept of collaborative involvement by all parties in realising these ideals, arise from the Charter and the process that led to its development. While experience may tell us that not every element in the Charter is attainable, all serve as a useful basis for reflection, inspiration and planning.

Our Constitution

In serving as the ‘supreme law’ of the nation, our Constitution guides the powers and functions of all spheres of government. It defines those rights we strive to achieve for all, in our journey of democracy. It is a deliberately open-ended vision of the kind of society we want to create, providing the space for an evolving South Africa. The Bill of Rights “...enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom” (RSA, 1996, p.1245). Ideals, freedoms and values outlined reflect on all aspects of the human experience – in relation to the individual, the family, our communities, the workplace, the environment that surrounds us, and future generations. Many of the rights and freedoms reflected build on those articulated in the Freedom Charter itself. The state’s obligation to “...respect, protect, promote and fulfil the rights in the Bill of Rights” requires long-term thinking, responsible leadership, and a balanced focus on all rights set out within the Constitution.

The recently launched ‘Bill of Responsibilities’, developed by civil society (in the form of Lead SA) and the Department of Basic Education (DBE), complements the Bill of Rights. It acknowledges that “...the rights enshrined in the Constitution ...are inseparable from my duties and responsibilities to others” (DBE & Lead SA, 2011, p.1). This serves to balance the role of the state with every member of society, in working towards a just and prosperous South Africa for all.

The Constitution’s emphasis on the principles of sound intergovernmental relations and co-operative government is also important in the context of the GCR. The city-region crosses provincial boundaries and includes within its geography numerous role-players, across the three spheres of government (local, provincial and national). These issues have been noted and woven into the Gauteng 2055 conceptual framework set out below, and the vision statements that follow.

The Millennium Development Goals

While the vision, rights and freedoms reflected in our Constitution, and before that, in the Freedom Charter, are key in formulating a relevant conceptual framework, it is also critical to reflect on the goals articulated in the United Nations Millennium Declaration. The Millennium Development Goals (MDGs) emphasise the following objectives: eradicating extreme poverty and hunger; promoting gender equality and empowering women; reducing child mortality; improving maternal health; combatting HIV/AIDS, malaria and other diseases; achieving universal primary education; ensuring environmental sustainability; and developing a Global Partnership for Development (UNDP, 2012). While South Africans have seen improvements in a range of these areas, the MDGs still serve as a critical measure of development needs. Both the MDGs and the values that underpin them – equality, freedom, tolerance, respect for nature, solidarity and shared responsibility (UN, 2000) – are reflected within the conceptual framework.

The NDP and long-term local government strategies

Long-term planning perspectives across our various spheres of government have also informed the framework defined below. The GPG is responsible for ensuring the roll out of key principles and policies defined by national government. In this respect, the NDP serves as a valuable guide. It focuses on driving an equitable, inclusive and sustainable future through building the capabilities, opportunities and conditions that will allow all to thrive and reach their full potential. The box below depicts the key areas of focus identified as necessary, for this dream to be realised.

Box 2.1: The NDP’s priorities in writing our future story (Source: NPC, 2011a, pp.5-6)

- “Creating jobs and livelihoods
- Expanding infrastructure
- Transitioning to a low carbon economy
- Transforming urban and rural spaces
- Improving education and training
- Providing quality health care
- Building a capable state
- Fighting corruption and enhancing accountability
- Transforming society and uniting the nation”

The NDP drives the message of the state as a facilitator of a different type of society – a society that “includes the socially and economically excluded, where people are active champions in their own development”. It focuses on the creation of a “virtuous cycle of expanding opportunities, building capabilities, reducing poverty, involving communities in their own development, all leading to rising living standards” (NPC, 2011a, pp.1-2).

Local government actors within the Gauteng province have also made meaningful contributions through their efforts in long-term planning, with the recently published Joburg 2040 GDS providing useful insights. The Joburg 2040 GDS argues for a long-term focus on resilience, sustainability and liveability. It identifies four critical inputs or drivers for these objectives to be realised: economic growth, good governance, human and social development, and optimal management of the environment and services. While the City of Tshwane and the City of Ekurhuleni are both currently focusing on the development of their long-term strategies, we will review the GCR conceptual framework in the context of emerging insights arising from these planning initiatives.

Various analyses of the GCR

As noted in Chapter 1, an array of work already undertaken in respect of the GCR has supported formulation of the conceptual framework. Amongst others, key documents include the 2006 ‘GCR Perspective’, the 2008 ‘GCR Roadmap’, the 2009 ‘Gauteng Vision 2055’ and the OECD’s 2011 Territorial Review.

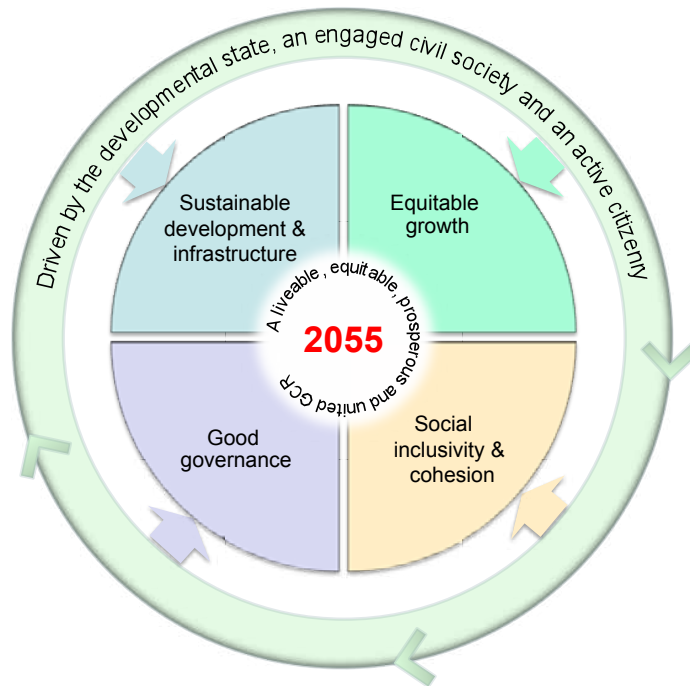
The GCR Perspective reflects on various global city-regions, detailing the characteristics that are common amongst those that are most successful. These include the presence of a clear vision and an aligned strategy, focused leadership, sound institutional relationships, social partnerships, powerful economic clusters and the establishment of new growth sectors. Balanced development that “actively incorporates and seeks to spread benefit to the poor” is emphasised (GPG, 2006a, p.19). The GCR Roadmap builds on the GCR Perspective, highlighting some of the key characteristics of city-regions such as geographic connectivity, mobility of goods and people, and new forms of knowledge – as may originate from tertiary institutions and research bodies (GPG, 2008). It raises the need to advance a sustainable and economically active city-region, supported by enhanced co-ordination, resource sharing and collective decision-making across intergovernmental partners.

‘Gauteng Vision 2055’ presents a further sense-making framework – with analysis and trends categorised according to the themes of ‘social capital’, ‘infrastructure’, ‘natural capital’ (the environment and natural resources), ‘the economy’ and ‘governance’ (GPG, 2009). In benchmarking the GCR with other city-regions, a set of performance indicators are also included. These indicator clusters (‘economic’; ‘people’; ‘quality of life’; and ‘sustainability’) provide further input on areas of critical importance for the development of city-regions. Finally, the OECD’s review of the GCR contributes further insights through the themes reflected. These include the need to redress multiple levels of inequality – and the importance of growing economic opportunities for all. Priorities highlighted relate to the need for streamlined intergovernmental relationships, strengthened participatory governance, appropriate financial tools through which to expand infrastructure and the economy, and coordinated policy and practice approaches in respect of particular delivery areas.

2.3 Bringing it together: The Gauteng 2055 conceptual framework

The figure below depicts the proposed Gauteng 2055 conceptual framework, established through the review of all items above, amongst others, and inputs received to date via the GAC and various representatives of GPG's departments.

Figure 2.1: The Gauteng 2055 conceptual framework



In terms of the conceptual framework:

- The outer-most ring presents the drivers viewed as necessary to create momentum for and support achievement of the four defined ideals and ultimately, the vision for the GCR of 2055.
- The intermediate circle represents the ideals we strive for, with delivery envisaged as staggered across the short, medium and long-term. These ideals are intricately inter-related, with causality viewed as complex and situation-specific, rather than being linear in nature.
- The central ring reflects our vision for 2055 – the creation of a 'liveable, equitable, prosperous and united GCR'.

The section that follows provides further detail on each of these elements, working from the outside of the framework inwards, towards the vision.

“Driven by the developmental state, an engaged civil society and an active citizenry”

The conceptual framework is represented as a model in motion – with the outer-most element viewed as the 'driver' of the ideals and vision articulated, turning the wheel of change. Why emphasise the developmental state, engaged civil society and an active citizenry? Each is an essential ingredient viewed as necessary to complete the interlocking 'puzzle' of equitable growth, social inclusivity and cohesion, good governance and sustainable development and infrastructure.

The first of these drivers is the developmental state. Instead of leaving the pace and nature of development to market forces, the developmental state actively seeks to influence “the direction, pace and goals of development” (Johnson, 1982, cited in Gumede, 2009, p.4). South Africa's ongoing commitment to the establishment of a post-1994 democratic developmental state, as articulated in the Reconstruction and Development Programme (RDP) and policy documents that followed, is founded on the recognition of the Freedom Charter's assertion that “our country will never be prosperous or free until all our people live in brotherhood, enjoying equal rights and opportunities”. Inclusive prosperity and growth is a pre-condition for national stability. Edigheji notes that the 21st century democratic developmental state should focus not only on equitable economic growth, but on social well-

being and the “promotion of human-centred development” (2010, p.10). Through fostering improved human conditions and the growth of human capabilities, the platform for social inclusion and with this, sustainable economic growth, is established. This is therefore not just about driving a welfare goal.

Core to the success of developmental states is a capable state, supported by robust institutional arrangements, sound governance mechanisms and strong relationships with non-state role-players. Evans (2010, p.43) notes the centrality of democracy in the developmental state – recognising that “development strategies and policy cannot be formulated by technocrats, but must be derived from democratically organised public deliberation”. While emphasised as a driver in its own right in the conceptual framework, the developmental state includes an assumption of the role of other actors such as civic organisations and citizens (both as individuals and within the context of various forms of organisation), for the achievement of development objectives. Lastly, for success, Evans argues that a 21st century developmental state must be built on a high-growth strategy that is able to “link high growth with broadly shared returns”, while carrying a light ecological footprint – thereby preventing “environmental degradation and...ecological collapse” – a risk that often accompanies growth strategies (2010, p.52).

The role of active citizens and an engaged civil society is highlighted through related concepts such as that of ‘joined-up’ government – a concept that recognises the role of integrated delivery within and across spheres of government, across processes and sectors, and between private and public role-players (Di Maio, 2004). Social partnerships between a diverse spread of stakeholders such as citizens, communities, CBOs, NGOs, workers, business, organised labour, public entities, civil servants, the youth and the unemployed, are acknowledged as important in driving positive, equitable and inclusive growth and societal development. This is emphasised further within the NDP itself – where a call is made for a “new development paradigm”, where all role-players external to the state work “in partnership with each other, and with a more capable state” (2011, p.27).

Four key ideals for establishment of the 2055 vision

The four ideals highlighted in the conceptual framework – equitable growth, social inclusivity and cohesion, sustainable development and infrastructure, and good governance – are as relevant today as they will be in 2055. Through targeted actions in respect of each of these priorities, achievements will be possible in both the medium and long-term. Information on the focus and relevance of each area is included below – with Chapter 3 presenting an overview of our current reality, framed by these ideals.

Equitable growth

“The People Shall Share in the Country’s Wealth!”

“All people shall have equal rights to trade where they choose, to manufacture and to enter all trades, crafts and professions.”

(Source: The Freedom Charter)

The desire for equitable growth is a global one – based on the understanding that without this, the sustainability of any achievement gained may be at risk. Building on the ideals reflected in the Freedom Charter, equitable growth may be defined as “a high rate of economic growth combined with equitable distribution of income and wealth, with egalitarianism meaning that all segments of society are able to share in the benefits of growth” (Edigheji, 2010, p.13). The NDP (2011) highlights the need, nationally, for a faster growing economy that is more inclusive in nature – widening access to opportunities for all to earn a reasonable livelihood through decent work.

While the concept of equitable growth is applicable to the economy, it is also a critical priority in the face of spatial inequalities. Large numbers of people still live in areas shaped and disadvantaged by the apartheid spatial framework – with this reality exacerbated by the inflow of migrants from within and beyond South Africa’s borders who enter the GCR in the hopes of finding a meaningful livelihood. Challenges emerging from the lack of equitable growth are evident in different forms – including high levels of unemployment, the perpetuation of differentials in educational outcomes, and the significant backlogs in housing and transport infrastructure. In the context of widespread poverty and significant inequality, the establishment of inclusive and equitable growth is a priority. If economic growth is to be sustainable, it requires the contribution of all within the GCR – regardless of their background, context or any individual forms of ‘difference’. For equitable growth, focus is needed on, amongst other things, Gauteng’s economic form, levels of employment, sectors that drive growth and employment, resource realities, and the necessary factors for long-term resilience and sustainability

Social inclusivity and cohesion

All National Groups Shall have Equal Rights!
All Shall be Equal Before the Law!
There Shall be Work and Security!
The Doors of Learning and Culture Shall be Opened!
There Shall be Houses, Security and Comfort!
"Peace and friendship amongst all our people shall be secured by upholding the equal rights, opportunities and status of all"
(Source: The Freedom Charter)

The establishment of an inclusive, cohesive society is inseparable from the vision expressed within the Freedom Charter: a society in which all are equal participants in the creation of a shared future, regardless of race, class, gender, disability, country of origin, age, belief, or any other distinguishing factor. This emphasises the importance of participatory governance – and the establishment of a GCR in 2055 that reflects its members, within an environment that promotes equal opportunities for all.

The ideal of social inclusivity and cohesion therefore relates to the experience of 'quality of life'. This includes issues of integration, transformation, the establishment of social capital (i.e. the value attributed to social relationships and connections in closely-knit communities or groups, which very often serves as a source of strength), and the creation of opportunities for all to access their human rights, to have their needs met, and to assume their responsibilities. The concept of 'quality of life' demands the removal of the experience of exclusion and the multiple deprivations many face. Different definitions of 'quality of life' abound, although this is ultimately about the well-being of our society and its constituent members. Core aspects viewed as relevant to quality of life include:

- **At the level of the community:**
 - A peaceful environment and the establishment of "non-violent solutions to conflicts"
- **At an individual and interpersonal level:**
 - "Equity in the exercise of rights" – and a focus on non-discrimination
 - Dignity, recognition of and respect for each individual, and their unique forms of expression
 - Autonomy, and the presence of enabling conditions for development at a personal, family and occupational level – thereby supporting equal opportunity
 - Participation and civic commitment (Council of Europe, 2005, p. 49)

In the context of a society characterised by deep inequality, multiple deprivations and significant barriers to inclusion, achieving the ideal of social inclusivity and social cohesion requires a multi-layered approach. In alignment with the elements defined above, three levels of analysis are included:

- **Foundational rights, needs and responsibilities:** This includes many of the rights and needs of individuals reflected within the Constitution – with key areas of focus including access to: housing; education; employment opportunities; healthcare; a clean, safe and healthy environment; food, water and energy security; basic goods and services; the opportunity to overcome intergenerational poverty. With the rights enshrined in the Constitution's Bill of Rights come the responsibilities reflected in the Bill of Responsibilities – encouraging us to assume personal responsibility in building the kind of society of which all can be proud.
- **The rights, needs and responsibilities of individuals and families:** These relate to the sense of well-being, satisfaction and happiness experienced by individuals and families. They may consist of personal rights, freedoms and obligations – including the need to overcome social exclusion and avoid excluding others, and the opportunity and responsibility to pursue personal development and self-realisation. Family cohesion and opportunities for self-realisation are included here. According to a study on social cohesion conducted by the United Nations' Economic Commission for Latin America and the Caribbean (UN ECLAC) and the European Commission, in the context of Latin American, "the family and...other primary relationships" serve as the "glue" of social cohesion (2010, p.20).
- **Civic engagement and the establishment of a sense of community:** This includes the responsibility held by all of us, as members of society, to grow, participate in and have our needs and rights met through, for example, effective civic action and participatory decision-making, rituals and routines that enhance our

sense of 'belonging', and celebrations of our diverse cultural heritage. Key is the establishment of a social compact, with all role-players in society taking up the duty to grow a diverse and tolerant society. This is also about the creation of an environment in which all are accepted as full members of society – regardless of race, gender, age, class, education levels, disability, health status, nationality, belief system or any other indicator of difference. With the above, improved social capital may emerge – strengthening and building community cohesion and resilience.

The concept of 'social cohesion and inclusivity' is closely aligned with the ideal of equitable growth. If growth is to be optimal, all members of the GCR must have and seize the opportunity to participate actively in growing the city-region.

Sustainable development and infrastructure

"The state shall help the peasants with implements, seed, tractors and dams to save the soil and assist the tillers"

"All people shall have the right to live where they choose, be decently housed, and to bring up their families in comfort and security"

"Slums shall be demolished, and new suburbs built where all have transport, roads, lighting, playing fields, crèches and social centres"

(Source: The Freedom Charter)

This ideal addresses all forms of infrastructure and the supporting environment (natural and built). Therefore, the focus must fall on the long-term impact of today's priorities, actions and outcomes for development and sustainability. The International Institute for Sustainable Development (IISD) refers to the often-quoted Brundtland Report in defining 'sustainable development', with the latter viewed as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". It includes two key concepts: that of 'needs' (with particular emphasis on the basic needs of the poor), and the concept of 'limitations' of the environment to meet current and future needs (1987, cited in IISD, 2012). As such, it requires a consciousness of the impact of development decisions, for the current population – and for future generations to come.

The elements that make up the natural and built environment include the following, with quality and accessibility as important as quantity:

- **The natural environment:** Our natural resources and assets, many of which are impacted on by the combined effects of climate change, human behaviour and associated environmental degradation, and an ever-increasing demand on an already scarce set of resources. The natural environment includes:
 - Water;
 - Air quality and Green House Gas (GHG) emissions
 - Land, soil and mineral resources; and
 - Biodiversity (fauna and flora) located within the GCR.
- **The built environment:** The network of connecting infrastructure and assets relating to:
 - Transport – including, in the context of the GCR, a distinction between infrastructure supporting road, rail, air, and pipeline, and public and private transport services;
 - Energy – presently largely derived from coal, with limited use of alternative energy sources, such as renewable energy and biomass (NPC, 2011a);
 - Information and Communication Technology (ICT) – including information technology (e.g. computers), audio-visual processing and transmission systems (e.g. for media broadcasting), telecommunication systems (telephone lines, wireless signals, networks and associated systems), and associated software and hardware;
 - Basic services – including services relating to water, electricity, sanitation and waste removal; and
 - Integrated, sustainable human settlements – where sustainable human settlements are viewed as "well-managed entities in which economic growth and social development are in balance with the carrying capacity of the natural systems on which they depend for their existence, and result in sustainable development, wealth creation, poverty alleviation and equity" (Gauteng Department of Local Government and Housing (DLGH), 2012, p.15). Further input on varying perspectives of integrated sustainable human settlements, in the context of the vision of a 'liveable' GCR, are provided below.

For all the above, long-term sustainability requires a focus on reducing the wasteful use of resources, rolling-out regenerative activities and ensuring the careful prioritisation of the outcomes to which resources are put to use. Efficient, effective and responsible leadership is essential here to manage constraints that may arise – while still ensuring that developmental priorities are met.

Good governance

"...South Africa belongs to all who live in it, black and white,...no government can justly claim authority unless it is based on the will of all the people"

The People Shall Govern!

"Every man and woman shall have the right to vote for and to stand as a candidate for all bodies which make laws;

All people shall be entitled to take part in the administration of the country;"

"The courts shall be representative of all the people"

"South Africa shall be a fully independent state which respects the rights and sovereignty of all nations"

(Source: The Freedom Charter)

The Freedom Charter holds at its core a set of concepts related to governance – as articulated in the excerpts above. While there are numerous definitions of governance and good governance, we highlight a few here, all of which signify the importance of good governance for the GCR's long-term success and sustainability. The United Nations Committee of Experts on Public Administration (UNPAN) notes the following definitions of governance:

"...the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences" (UNDP, 1997, cited in UNPAN, 2006, p.1).

"...the process whereby societies or organizations make important decisions, determine whom they involve and how they render account" (Canada's Institute of Directors, 2002, cited in UNPAN, 2006, p.5).

While the former definition reflects on governance and its importance for various stakeholders in the context of 'government', the latter is more generic in nature. In the context of the GCR, the ideal of 'good governance' is viewed as critical, with the following definitions offered:

"...good governance is epitomized by predictable, open and enlightened policy-making, a bureaucracy imbued with a professional ethos acting in furtherance of the public good, the rule of law, transparent processes, and a strong civil society participating in public affairs. Poor governance (on the other hand) is characterized by arbitrary policy making, unaccountable bureaucracies, unenforced or unjust legal systems, the abuse of executive power, a civil society unengaged in public life, and widespread corruption" (World Bank, 1994, cited in Trócaire, 2005, p.5).

"It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society." (UNESCAP, 2012).

The above represent a state-specific, and then a more generic definition of governance. The close interface of good governance with issues of social transformation is evident, with common themes presented across both definitions. While perspectives vary, we propose here that 'good governance' is not about 'government' alone, but refers to issues of accountability, transparency, accessibility and responsiveness in all domains – across all sectors of society.

Good governance hinges on the actions and values of a variety of role-players. In the context of the GCR – as in any other environment – the state needs to be predictable, transparent, capable and responsive. The establishment of constructive co-operation and a continued focus on seamless intergovernmental relations (IGR) is critical, given the multitude of players from all three spheres of government who are responsible for delivery. Yet the GCR is bigger than the sum of its provincial and local government role-players, and those who participate in the intergovernmental arena. Joined-up government calls for all members of the GCR – from the public, private, NGO and community sectors – to commit to a social partnership. Effective and efficient institutions are critical. Through collective ownership of and the participation of all in growing a shared future, the GCR's potential may be realised. This aligns with the NDP's emphasis on the importance of accountable leadership in supporting a capable state (2011). Leadership accountability is however not just about the state. For corruption

to be eradicated, informal and formal leaders from all sectors of society need to hold themselves and be held answerable for effecting change. Citizens, residents and other members of society will need to play their role in holding leaders to account, given their place as the ultimate recipients of the GCR vision.

The vision for 2055: A liveable, equitable, prosperous and united GCR

The elements defined within the central vision arise from the underlying principles reflected within both the Freedom Charter, and the Call to the Congress of the People. In the context of a province and a wider city-region constituted of people from significantly varied backgrounds, belief systems, cultures and identifies, the establishment of an equitable and united GCR is key to sustainability. Prosperity and growth are both necessary ingredients for the establishment of a more inclusive society and economy, within which all can play their part. By 2055, we aim for a GCR in which all feel welcome and are able to contribute, as full members of society. The dream of a non-racial, non-sexist society will be realised.

In 2055, the GCR will be viewed as the ideal of 'liveable'. Liveability is noted as a context-specific term – with the notion of what constitutes a 'liveable' environment potentially differing between members of various nations, societies or even communities. While many definitions for liveability exist, liveable environments reflect a set of guiding principles: accessibility (to resources, services, decision-making processes, and opportunities); affordability; conviviality; dignity; equity; and empowerment. The experience people have of liveability is closely associated with "their ability to access key infrastructure [and services] ..., food, clean air, affordable housing, meaningful employment, and green parks and spaces" (CoJ, 2011, p.24).

While a northern hemisphere perspective of liveability dictates closely situated places of work and rest located within dense urban environments, the GCR's spatial reality may necessitate different solutions. Working towards a 2055 that meets the needs of all within the GCR requires the establishment of a clear articulation of 'liveability' within our unique context – and targeted delivery of this dream. If the vision of the Freedom Charter is to be honoured, a liveable environment must be the daily experience of all who live and work in the GCR of 2055. 'Liveability' is also closely aligned with the ideal of sustainable, integrated human settlements – with this alignment highlighting the importance of considering the carrying capacity of the environment in all development decisions. Recognising that the current system of human production and consumption is both inequitable and unsustainable, Swilling (2011) offers an additional view of liveability in the context of urban infrastructure – "liveable urbanism". With 97% of Gauteng classified as urbanised (DLGH, 2012), this perspective is highly relevant. It emphasises 'sufficiency' and the configuration of networked infrastructures to aid in the restoration of our ecosystems, rather than simply "minimising damage". This focus, and the parallel investment in innovation and social cohesion, are both viewed as critical for the creation of a socially integrated, thriving, networked region (Swilling, 2011, p.91).

2.4 Accessing the value of the proposed Gauteng 2055 conceptual framework

The ultimate test of the Gauteng 2055 conceptual framework will be its success in guiding and supporting debate, solution identification and prioritisation in relation to the GCR's developmental challenges. Input gathered from stakeholders during the upcoming public participation campaign will support refinement of the framework itself, thereby ensuring the establishment of a robust and shared platform for additional planning-related activities ahead. The conceptual framework will serve as a foundation for meaningful discussion, debate and decision-making. It will also provide a mechanism through which to assess the alignment of proposals with the ideals and vision reflected.



CHAPTER 3

Current realities within the GCR

Chapter 3: Current realities within the GCR

As discussed in Chapter 1, global experience provides evidence that investments made in one or more of a nation's global city-regions result in benefits for the wider nation and its sub-regions. If the GCR is confirmed as one of the global city-regions deemed suitable to play this role within the South African landscape, a shared plan is needed, founded on a commonly held vision.

Building a plan for this type of role can only take place if there is a clear understanding of where we currently are. The following chapter presents a view of the present reality, focusing on the key drivers, ideals and vision reflected within the Gauteng 2055 conceptual framework. Information on the GCR's specifics, such as its location, spatial form and the demographics of its people, is also included. The intention is not to present an exhaustive analysis, but rather to provide an overarching perspective of our 'status quo', and the types of issues we will need to confront as we work to achieve the GCR's true potential. This is preceded by input on the key characteristics that define global city-regions, and how the GCR fares in relation to some of its global counterparts.

3.1 Exploring the concept of the 'global city-region'

The GCR is classified as a global city-region (GPG, 2006a). But what precisely is a global city-region? Global cities are viewed as "...the decisive physical nodes of the global economy, of environment, information systems, infrastructure and of leisure and culture" (Clark & Moonen, 2011, p.1). This definition is elaborated on in the context of the city-region space, with the global city-region noted as:

"...a strategic and political level of administration and policy-making, extending beyond the administrative boundaries of single urban local government authorities to include urban and/ or semi-urban hinterlands" (Tewdr-Jones & McNeill, 2000, cited in Tosics, 2007, p.779).

"... dense polarised mass...of capital, labour, and social life...bound up in intricate ways in intensifying and far-flung extra-national relationships. As such, [city-regions] represent an outgrowth of large metropolitan areas – or contiguous sets of metropolitan areas – together with surrounding hinterlands of variable extent which may themselves be sites of scattered urban settlements" (Scott, 2001, cited in Tosics, 2007, p.780).

City-regions, according to the OECD, are best classified through the initial identification of a core area on the basis of small "building blocks" of population density – and secondly, the identification of a "grouping of contiguous small building blocks that capture the area with significant commuting to the core" (OECD, 2009, p.37).

Based on the above and the earlier definition included within Chapter 1, certain characteristics emerge. Global city-regions tend to:

- Be defined independently of formal administrative boundaries;
- Be constituted of a concentrated urban population, with significant size and agglomeration effects that attract greater volumes of people through in-migration;
- Be spread across a vast, geographical area that is contiguous in nature;
- Include at least one large metropolitan area; and
- Incorporate a functional economy within the geography, which is able to compete in the global market, while contributing significantly to the national output. When successful, they focus on "promot[ing] complementarity rather than competition within their system of cities and towns" (GPG, 2006a, p.10).

The GPG's 2009 Vision 2055 offers the following as an overarching statement of the global city-region:

"Anchored by an urban core, city-regions span larger functional areas, whose geographic borders are drawn by a number of concentrations, flows and linkages. These typically include large populations and dense labour markets, commuting flows from places of residence to places of work, transport logistics corridors that move goods and services, firm networks, spatial agglomeration economies, and even water catchments and other biophysical variables, such as rainfall and biosphere reserves" (2009, p.25).

The GCR Perspective provides input on the various types of city-region, defined according to the number of concentrated urban centres within them. A "primate" city-region holds only one significant urban centre at its core; a bi-polar city-region includes two urban centres; a polycentric city-region includes more than two centres (GPG, 2006a). With its three centres corresponding with the metropolitan municipalities (metros) of Johannesburg, Ekurhuleni and Tshwane, the GCR fits into the latter category. The section below provides further detail on the GCR's categorisation as a global city-region.

3.2 Where is the GCR? How does it compare with other global city-regions?

The GCR includes a cluster of cities, towns and urban nodes. It incorporates the Gauteng province in its entirety, with its three large metropolitan municipalities (metros) and a range of "smaller urban centres ...that spread out across the province [and beyond the Provincial borders] to create an almost continuous urban agglomeration." (Wray, 2010, p.39). While it has no official border, and does not benefit from the support of dedicated administrative or political agents, it represents a coherent economic and geographic space (GCRO, 2011b) within which regional competitiveness may be harnessed (OECD, 2011). The GCR Perspective notes that on both a spatial and functional level, "urban Gauteng is transforming from a loose network of fairly independent built-up centres and municipalities to an integrated and multi-centred urban network, confirming our assessment [of it] as a polycentric city-region. Within the GCR there is increasing economic inter-dependence, simultaneous competitive and complementary actions between municipalities, and major population movements." (GPG, 2006a, p.10). The geography of any city-region is open to change. Places may demonstrate increasing interdependence over time, with a phased evolution of cross-border partnerships and geographic collaboration very often emerging naturally, without intervention.

While we may fall within the category of 'global city-region', how do we ensure success? And how is the GCR placed in relation to other global city-regions? The table below provides a snapshot of key comparative data, in the context of the OECD's metro-region database:

Table 3.1: Comparing the GCR to city-regions in the OECD's metro-region database (Source: OECD, 2011, p.16)

Comparative data: ranking in OECD Metropolitan Database	
Average annual population growth rate (1997-2007)	2.8 times higher than OECD metro-region average
Population size (2007)	2.1 times larger than OECD metro average
Population density (2007)	15.1% below OECD metro-region average
Unemployment rate (2007)	4.3 times larger than OECD metro-region average
Per capita GDP (in PPP) (2007)	92.4% lower than OECD metro-region average
Metropolitan GDP as share of national economy (2007)	7.9 times larger than OECD metro-region average
Elderly dependency rate (2005)	70.3% lower than OECD metro-region average
Patents per million inhabitants (2004)	29.5% lower than OECD metro-region average

While the GCR's population size and average annual population growth rate is more than two times that of the OECD 'metro-region' average, the population density is significantly lower – a reflection on the spatial spread of the GCR (addressed further below). The GCR's GDP as a share of the national economy is noted as being nearly 8 times larger than the OECD metro-region average – contrasted by poor comparative performance in relation to per capita GDP. The latter two aspects are partly explained by the above-average increase in population within the GCR through in-migration, alongside high levels of unemployment and concerns relating to productivity levels.

The GCR falls clearly within the ‘global city-region’ domain, yet there are particular aspects that require attention if we are to grow the city-region’s potential in relation to other city-regions of the world. When viewed through a comparative lens, such as that provided above, it is evident that areas such as productivity and innovation require focused effort. Development is happening at an unprecedented pace in many other regions on both the African continent and the globe, with a number of significant examples of city-regions from both Africa and other developing nations in South America and Asia excluded from the OECD city-regions database.

Innovative approaches to development and inclusive growth have resulted in the emergence of new leaders in the city-region space and different types of cities, with city-wide partnerships often used to drive these initiatives. Examples such as Bogota, Seoul and the Chinese city of Rizhao are notable for innovation in green-led inclusive growth (Swilling, 2011). In terms of the latter, all developments within the city are driven by a commonly held vision of the centrality of the sustainable development and ecological environment sectors, alongside urban growth. With most centrally-located households and 60,000 greenhouses fitted with solar energy systems, cost reductions and environmental improvements have resulted in global recognition of the city as one of the “most habitable cities in the world” (Centre for Liveable Cities, 2011).

In contrast with the continued spatial dispersion and resultant socio-economic exclusion evident within the GCR, other global city-regions, such as São Paulo and Hong Kong, have significantly shifted their spatial form and with it, infrastructure investment and urban regeneration. Innovative financial instruments have supported increased sustainable housing opportunities, while city-level labour market interventions encouraging partnerships between welfare-based organisations and large corporates have radically changed the employment landscape (OECD, 2011).

The above serve as examples of what is possible with a focused – and different – approach to development, and the establishment of a shared vision. As we shift into the next phase of the planning process for the GCR of 2055, these provide reminders of the need to think differently, with inputs from all providing new options for increased competitiveness, prosperity and liveability.

3.3 GCR specificities – spatial and demographic factors

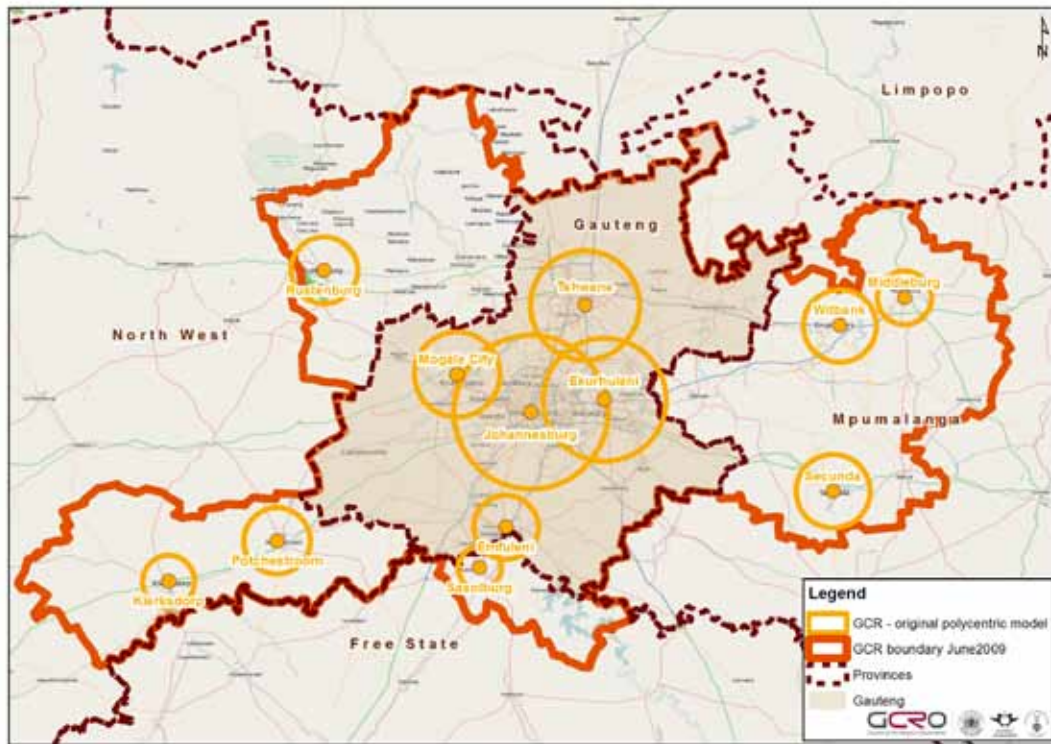
The section that follows provides a general overview of the GCR, with particular focus placed on the GCR’s spatial form and the demographics that shape it. This is followed by input on our current reality, in the context of the four ideals defined within the conceptual framework.

Spatial factors (geography and form)

Despite its economic prominence on a national level, the GCR accounts for only 1.5% of national land area. It is located inland, far from the coastal city-regions once anticipated to demonstrate the greatest levels of growth (NPC, 2011a). The GCR Perspective suggests that it is possible to “imagine the economic ‘footprint’ of the GCR..., with its core urban region of the three metros and secondary cities. We can also safely assume that there are economic linkages between the GCR and the nearby cities of Rustenburg, Sasolburg, the region around Potchefstroom and Klerksdorp, and the Witbank-Middleburg-Secunda region...” (GPG, 2006a, p.16).

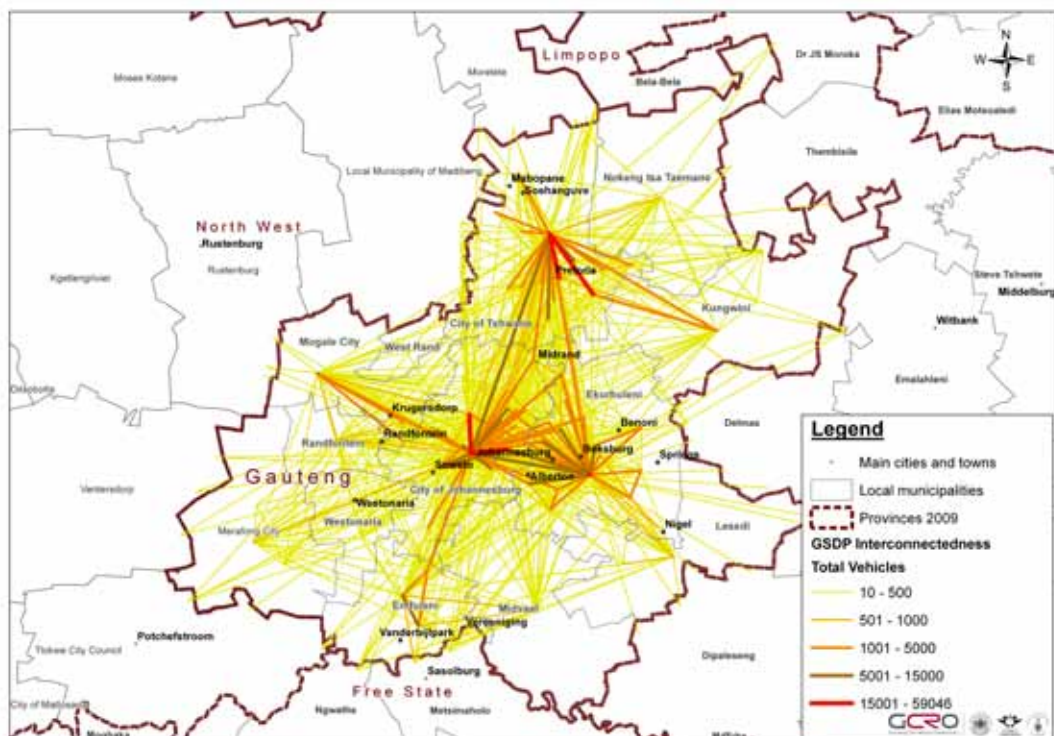
This footprint relates directly to the extent of economic collaboration and connectivity across the geography – with the above description reflected in the map below. The circles represent the original polycentric model conceptualised in 2006, while the dotted lines depict the provincial boundaries. The bright orange line frames the GCR in the context of the provincial boundaries that emerged after the 2009 elections. Gauteng makes up the bulk of the GCR, although the functional boundary of the GCR extends into the provinces of the North West, Mpumalanga and the Free State.

Map 3.1: “Schematic ‘Footprint’” of the GCR (Source: GCRO, 2011c, adapted from GPG, 2006a, p.16)



The GCR is also a highly inter-connected geographical area, as reflected through the flow of goods, services and people across its landscape. This is represented in the map below, which provides a depiction of the total number of vehicles recorded moving between different locations across the provincial space, as part of the daily ‘home to work’ commute. The movement of vehicles also provides clear evidence of the polycentric characteristics of the province.

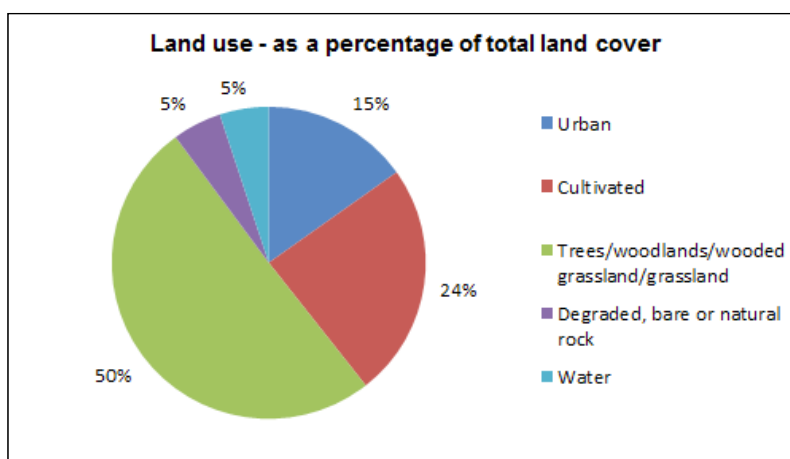
Map 3.2: A Gauteng Spatial Development Perspective (2007) of interconnectedness, represented through home to work commuting (Source: GCRO, 2012a)



Connectivity is not only evident within the province or the city-region, but across the national, sub-regional and continental landscape. The GCR is located strategically within the context of South Africa and the broader SADC region, supporting continental and global trade through, for example, its role as ‘the logistics hub of the SADC region’. Many argue that South Africa, and more specifically, Gauteng, is ‘the gateway to Africa’, with the GCR noted as the largest urban economy on the continent when measured on a purchasing power parity basis (GCRO, 2011b). These reflections are however only useful as a reminder of our potential, given that fundamental shifts are taking place rapidly across the continent’s space economy, and within other developing countries. China is financing the rehabilitation and in other cases, construction, of significant lengths of railway in the Sub-Saharan region – enabling further continental growth. An estimated 70% of Chinese investments focus on Nigeria, Ethiopia, Angola and Sudan (Pieterse, 2010). South Africa features in a minor way, when considered relative to its continental counterparts.

Understanding land use and land coverage is also important in terms of the GCR’s potential. The graph below provides an overview of this, reflecting on the extent of land coverage in terms of trees, woodlands, wooded grasslands and grasslands, in contrast with urban and cultivated areas. Water accounts for 5% of land cover, while 5% of the land area is categorised as “degraded, bare or natural rock”. The large volume of land covered by natural vegetation reflects a characteristic that may be used to support or encourage sustainable development.

Graph 3.1: Land use across the GCR (Source: Land cover imagery from GeoTerralImage, 2009, cited in OECD, 2011)



Demographics

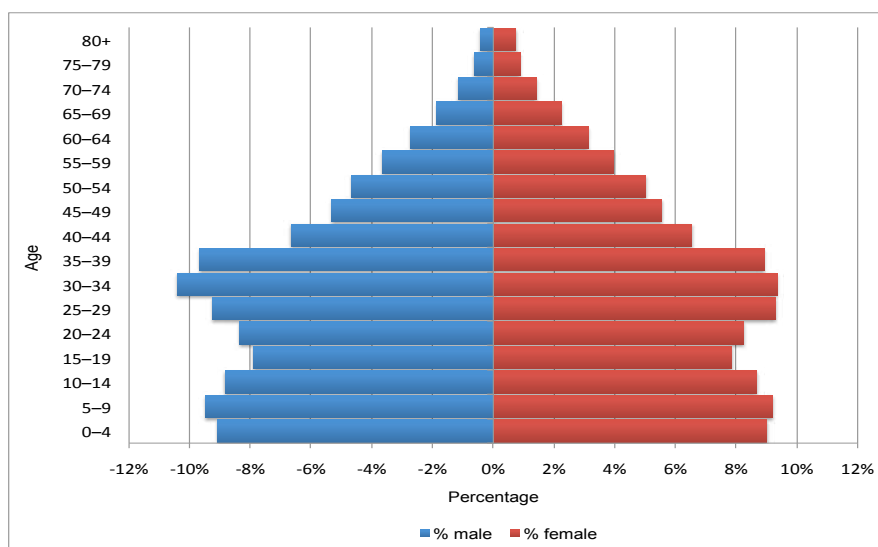
Despite occupying such a small footprint on the national map, the GCR is home to significant numbers of diverse people from South African and beyond. The most recent mid-year population estimates provided by Statistics South Africa (Stats SA) note that the smaller area represented by the Gauteng province’s administrative boundaries includes approximately 11.3 million inhabitants, accounting for about 22.4% of South Africa’s total population (2011). Of these, approximately 41.9% were born outside the province (GCRO, 2011b), contributing towards the diversity it characterises Gauteng and the wider GCR.

Gauteng’s population is shaped significantly by in-migration – from other areas within South Africa and beyond. With in- and out-migration, Gauteng had a net gain of approximately 3 million people between 2001 and 2007 (NPC, 2011b). International migrants account for about 2.7% of South Africa’s population (although this figure can never be estimated with certainty) – with it anticipated that immigration will add about 0.1% to 0.2% to the annual population growth. Compared to this, Gauteng is recognised as the “international migrant gateway to South Africa” – with international migrants making up an estimated 13% of the population (NPC, 2011a, p.82). Taking this into account, which people qualify to be classified as ‘Gautengers’? How do we define this group of people? Evidence indicates that many of the people migrating into the province (whether for work, studies or for other sources of opportunity) remain, contributing their skills, efforts, investments and energies while building their families and communities. Recognising this fact is key to working with what we have, in a collaborative way. While this diverse population contributes to the richness of what is on offer, it heightens the need for social cohesion and understanding.

Nationally, the rate of population growth has declined – influenced by dropping fertility rates and the quadruple burden of disease (HIV/AIDS; injuries; infectious diseases; lifestyle diseases) – although HIV infections specifically have stabilised at 10%, with fewer deaths due to improved treatments. Between 1995 and 2009, the national population growth rate was 0.6%. In contrast, Gauteng’s annual population growth rate over the same period was 2.6% – with significant in-migration influencing growth, enhancing diversity, and bringing with greater levels of FDI – while also influencing measures of unemployment, per capita growth, and public service delivery (OECD, 2011).

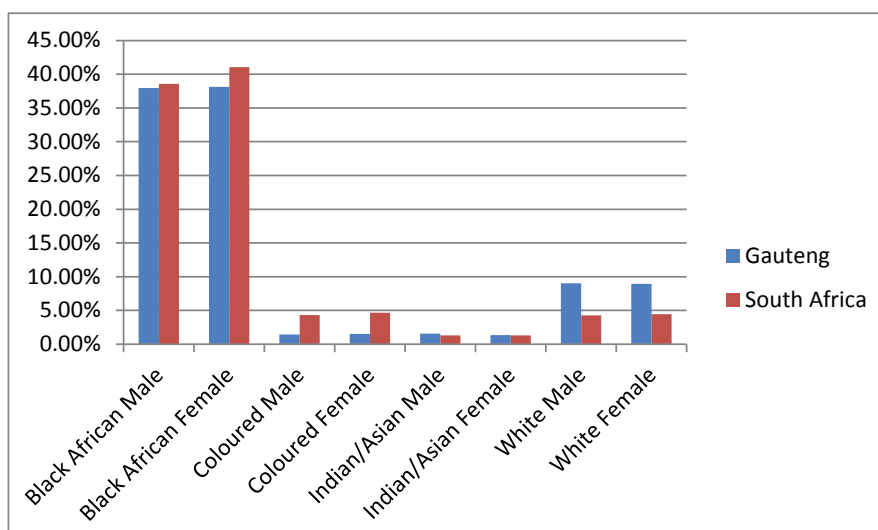
South Africa’s population is “urbanising and youthful” (NPC, 2011a, p.75), with about 60% of the national population residing in urban areas. Approximately 31.3% of the population is estimated to be younger than 15 years of age, while 7.7% of the population is 60 years or older. It is estimated that approximately 19.4% (3.07 million) of those who are younger than 15 years of age live in Gauteng (Stats SA, 2011a). The figure below provides a representation of Gauteng’s demographics, by age and sex – with a youth bulge evident, closely aligned with the national distribution. This presents an opportunity in terms of a large potential work force – and a risk, if this working-age population is not able or encouraged to work.

Graph 3.2: 2011 age-sex structure for Gauteng (Source: Analysis based on Stats SA’s 2011 mid-year population estimates)



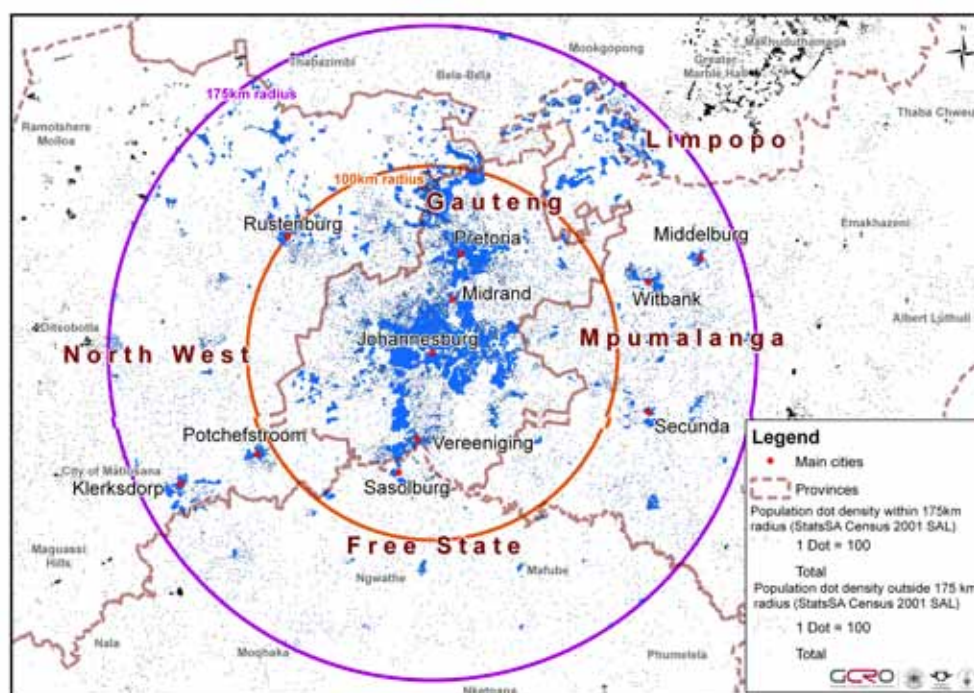
The figure below provides a representation of the province’s demographics, categorised by population group and sex. While the Stats SA 2011 mid-year population estimates indicate that females constitute 51.5% of the national population, this is reversed in Gauteng – with females making up approximately 49.97% of the provincial population.

Graph 3.3: Gauteng demographics – by population group and sex (Source: Analysis based on Stats SA’s 2011 mid-year population estimates)



Household numbers in Gauteng have increased progressively over time, with the 2002 estimate of 2,683,000 households shifting to an estimated 3,826,000 households in 2011. This sizeable increase is attributed to a combination of factors, including shrinking household size and increasing population numbers (Stats SA, 2012a). Where do all these people live? The map below provides a representation of the population distribution across the GCR, as at the point of the last official Census for which results are available (i.e. the 2001 Census). One blue dot represents 1000 people. In 2001, there were already 10 million people located within 100 km of the centre of Johannesburg. Approximately 13 million people were located within 175 km of this central point – a reflection of an extended GCR (GCRO, 2012a).

Map 3.3: Population within 100, and 175 km radius of the centre of Johannesburg (Source: GCRO, 2012a, p.8, based on Stats SA's Census 2001 data)



The above map reflects on the GCR's status as 'spatially challenged' – with sprawling settlements that include areas of focused density surrounded by large areas of low density (OECD, 2011). In contrast with other world cities, our population density is relatively low. Analysis does however indicate a shift in Gauteng's population density per square kilometre (with population density changing from 593 p/km² in 2008, to 623 p/km² in 2011 – in contrast with the 2008 OECD average of 672 p/km²). There are many metropolitan regions that are more dense than ours (e.g. Tokyo, Istanbul and Madrid), but also many that are less dense (e.g. Boston and Sydney).

Density alone is however not the issue. Overlaying our realities in terms of low density are a range of other challenges, such as the persistence of racially-aligned spatial inequalities, and the presence of a transport system that is currently unable to connect all locations into an integrated and affordable network of infrastructure and services. Further input on this is included below, within the context of two ideals: 'equitable growth' and 'sustainable development and infrastructure'.

It is estimated that the world's total population will grow from 6.1 billion in 2000, to 8.9 billion in 2050. Over the same period, analysts envisage that the urban population will increase from 3 billion to 6.4 billion. It is argued that the fastest growing region will be sub-Saharan Africa (United Nations (UN), 2004). How many people will live in the GCR, by 2055? Understanding population dynamics is critical for meaningful future planning and the anticipation of possible needs. Taking current trends at a national and local level into account, forecasting work is underway, to identify possible changes in the GCR's population for the period of 2001 through to 2050. The model is at this stage a 'work in progress' – with assumptions and criteria to be fine-tuned, and the improved analysis to be used as a basis for reviewing future plans for the city-region.

The sections that follow provide detail in terms of the GCR's status quo, reflecting on both areas of strength

and needed, so that we are able to maximise the benefits frequently associated with global city-regions. Input is included in the context of the four ideals within the conceptual framework: equitable growth; social inclusivity and cohesion; sustainable development and infrastructure; and good governance.

3.4 Our current reality: Reflecting on the ideal of 'equitable growth'

While many city-regions and countries may experience economic growth, it is seldom that there is a parallel significant reduction in inequality – as measured through indicators such as the Gini coefficient. How do we create the right conditions for equitable growth – conditions that will allow for improved prospects of decent work for the many who migrate to the GCR in search of opportunity, while also driving increased economic prosperity levels needed to further support improvements? The extent to which we have realised the ideal of 'equitable growth' is explored here, alongside other related aspects that contribute to our reality.

Contributing to the nation and the wider SADC region

In the context of South Africa, the three Gauteng metros account for almost one-third (32%) of national output. Significant efforts have been made at a national, provincial and local level – across all sectors of society – in growing the regional economy, and thereby, national prosperity. Gauteng is often referred to as the nation's 'engine of growth' – evidenced through the fact that between 1995 and 2008, it registered an average growth rate of 3.6%, contributing 33.9% of national GDP (OECD, 2011). The GCR's contribution to the national economy was even more significant – with a total contribution of approximately 43%. The city-region also holds a weighty role in respect of national trade, with a 62.7% contribution registered in 2009 (GCRO, 2011b). Taking a more global view, when compared with the relative contribution to the national GDP of the 90 largest metro-regions included within the OECD database, the GCR ranks as the 14th largest contributor. Its relative contribution to South Africa's national GDP is more significant than that of the Paris metro-region (when compared with France's GDP), or that of Barcelona (relative to Spain's GDP) (OECD, 2011).

This analysis of the GCR's (and more narrowly, Gauteng's) relative contribution through economic performance does not reflect the wider impact of the regional economy. With a population that is estimated to represent approximately 45% of South Africa's internal migrant workers – many of whom partake in 'circular migration' from areas designated as 'home', to places of work – the ripple effects of economic activity across the nation become evident. In 2002, Gauteng contributed an estimated 47.3% of goods and money provided to 'sending households' located beyond Gauteng's geography (Oosthuizen *et al.*, 2012). This figure does not reflect on the contribution to the SADC region, and, more broadly, to other communities across the continent.

Locating Gauteng within strategic economic blocs and geographies

Gauteng's trade has grown on a constant basis, with the nation's recent inclusion in the BRICS group (the group of Brazil, Russia, India, China and South Africa) and its ongoing engagement within the SADC region and the African Union (AU) bolstering its economic performance. The NPC calls for a future focus on the principle of deepening co-operation with the other members of the BRICS, while also "promoting regional and global integration" (2011a, p.217). It suggests that this should take place at three levels: regionally – in relation to sub-Saharan Africa; continentally – as further movement takes place towards possible areas of economic and/or political union or collaboration; and globally – through ensuring we remain an important player in value chains and wider global production. In line with this suggestion, the Premier's 2012 State of the Province Address included a call for the province to focus on positioning itself as the gateway to investment and trade opportunities across Africa (GPG, 2012a).

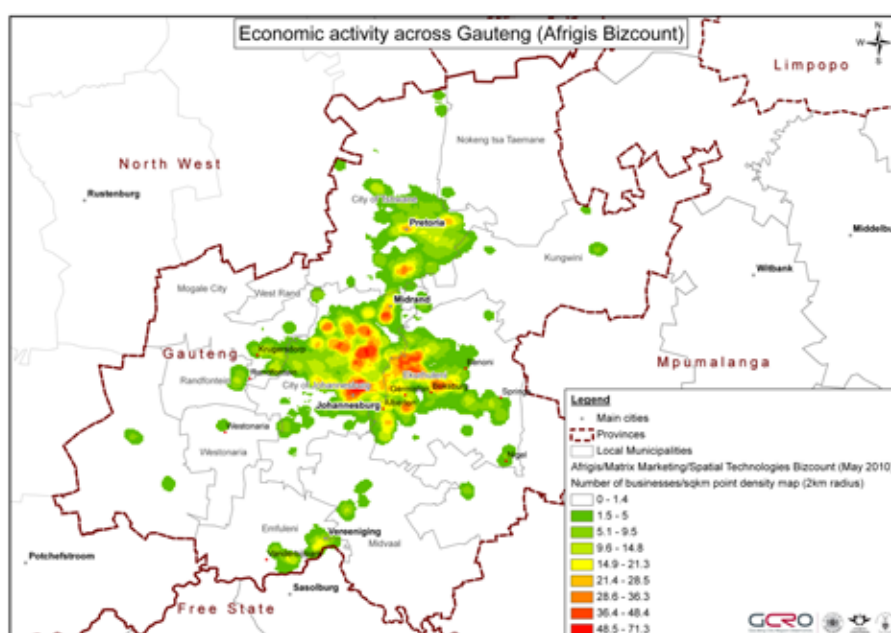
In 2007, the largest national contributions to FDI within Gauteng came from China (26%), the United Kingdom (16%) and Germany (16%). Import and export data reflect the rise in dominance of Asia, with China representing the province's main trading partner in 2009. Exports sent to China accounted for 11.2% of all provincial exports – while provincial imports from China in 2009 amounted to 14.3% (GDF, 2012).

What role could the GCR occupy in the global economy, given its location within the African continent? African inter-regional trade constitutes a negligible 9% of overall African trade – the lowest intra-regional trade across the world (Davies, 2010). Reflecting on the GCR's future prospects requires a focus on its place in the context of the sub-Saharan region and the continent, given the potential this represents.

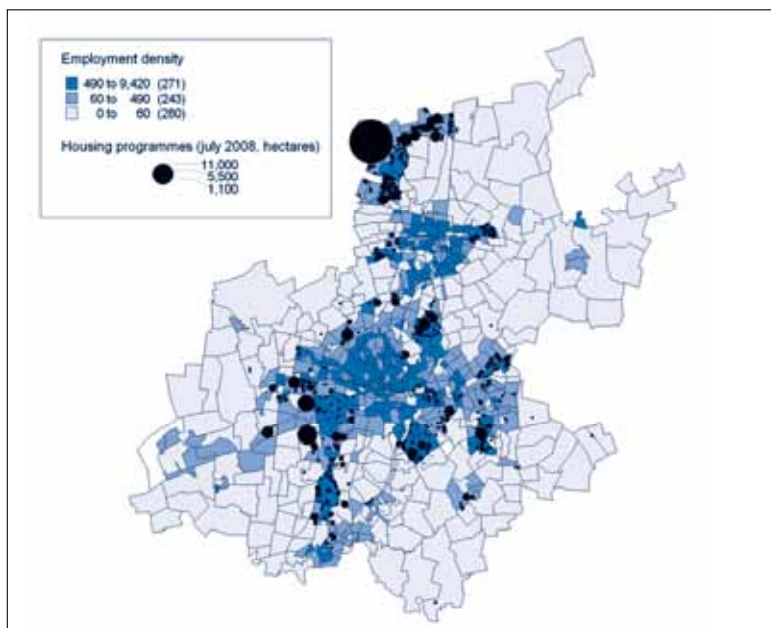
Our twin challenge: a spatial and skills mismatch

Despite the various indicators of potential success included above, the GCR is faced with two key challenges in relation to its spatial economy: a spatial mismatch between places of work and the areas in which people live, and a skills mismatch between skills held by those within the city-region, and available employment opportunities. In terms of the former, a spatial view of the distribution of economic activity across the GCR highlights the significant concentration of business at the centre of the province (with marked concentrations aligned to Gauteng's polycentric form). Spatial distortions in the spread of economic opportunity result in unequal economic access. The map below depicts this pictorially, presenting a 'hot-spot analysis' of the total volume of firms per square kilometre – in the context of Gauteng. There is clear evidence of the concentration of business at the centre, with clusters of activity in key nodes – and less economy in the far north, the south and the city-region's outlying areas (GCRO, 2011d).

Map 3.4: Economic activity across Gauteng⁴ (Source: GCRO, 2011d)

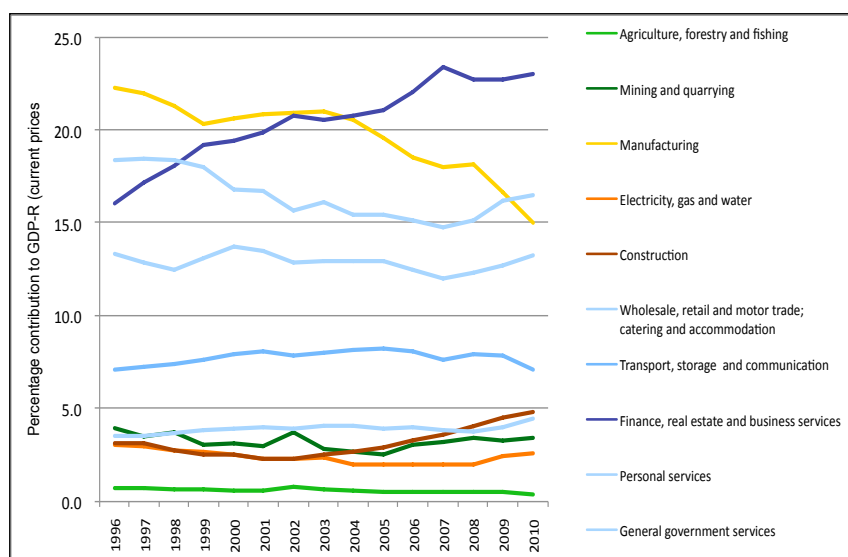


This scenario is exacerbated by the location of housing projects that seek to address housing backlogs for those facing economic forms of deprivation. An overlay of housing and affordable public transport provisions in the context of the above provides evidence of the challenge faced: economic exclusion due to spatial location. The map below reflects specifically on housing developments in the context of economic activity.

Map 3.5: Housing programme location in relation to employment density (Source: OECD, 2011)

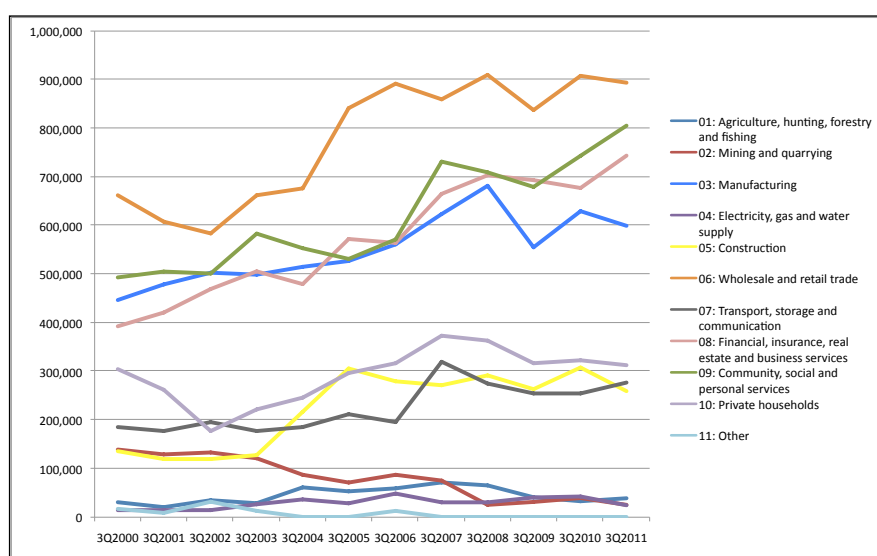
As is evident, although well-intentioned, housing projects frequently direct the poor to settlements on the periphery of Gauteng, creating frustrated labour markets and exacerbating the divide between the 'haves' and the 'have nots'. Further comment on the need for more integrated human settlement development is included within the section on 'sustainable development and infrastructure', located below.

In terms of the nature of economic activity across the various sectors – and the alignment of economic sectors with prospects for decent work – it should be noted that (as with many of the other areas of analysis reflected here) the information below is drawn largely from provincial-level rather than GCR-level data. Nonetheless, the former still provides a good indication of the wider GCR's status quo. Data from Stats SA indicates that, for the years 1995 to 2010, the tertiary sectors (e.g. transport, communication, and finance and business services) experienced the greatest growth in terms of contribution to the regional GDP (GDP-R). The secondary sectors (e.g. construction and manufacturing) followed in terms of contribution, although a stark drop was also evident in the contribution of manufacturing to GDP-R, over the same period. The primary sector (mining and agriculture, forestry and fishing activities) also declined (GCRO, 2011b). The graph below reflects this shift over time, with the various sub-sectors within the secondary sector depicted in shades of yellow-orange, while the lines in varying shades of blue depict the sub-sectors within the tertiary sector. The contributions made by sub-sectors within the primary sector are reflected via the two green lines included below.

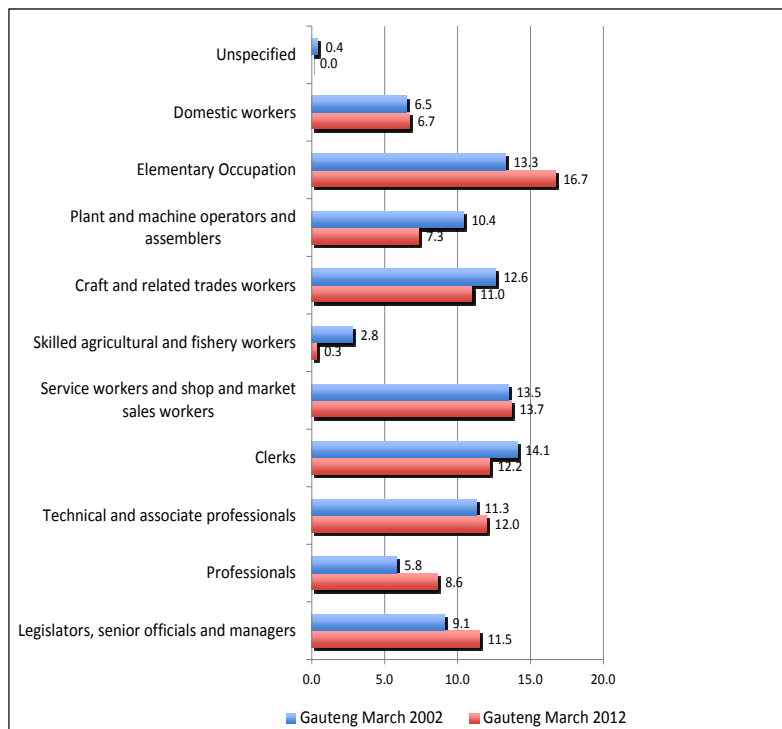
Graph 3.4: Percentage GDP-Regional (GDP-R) contribution per sector, for Gauteng 1995 to 2010 (Source: Based on data from Stats SA, 2011)

While the tertiary sector, and more specifically, the finance, real estate and business services sub-sector, contributed most significantly to provincial development and economic growth, this does not imply an automatic correlation with the number of jobs created per sub-sector across the same period. Data from the Labour Force Survey, as compiled by Quantec (2012) presents the wholesale and retail trade, and the 'community, social and personal services' sub-sectors (where the latter also includes general government services) as the areas in which the highest employment figures were generated in 2011. The contribution of the financial, insurance, real estate and business services sub-sector follows, in terms of volume of people employed, with employment figures within the manufacturing sub-sector still reflected as significant (with an increase from some 450,000 jobs within the manufacturing sector in the third quarter of 2000, to over 600,000 jobs in the third quarter of 2010). The growth in our tertiary sector is constrained by a lack of skills, while many workers within the GCR hold skill-sets that are more closely suited to those economic sectors in decline (Cachalia, 2010). While the tertiary sector dominates in terms of economic contribution to the province, with the secondary sector following, there is a critical gap between the workforce's current skills and the needs of the economy.

Graph 3.5: Employment by main industry sector – 3Q2000 – 3Q2011 (Source: StatsSA Labour Force Survey data, compiled into one time series by Quantec)

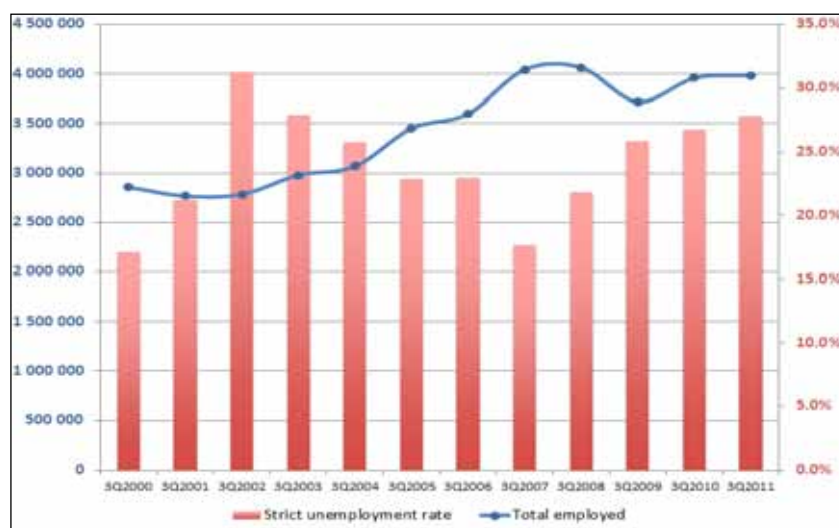


Completing the picture is an overview of employment by occupation. The GDF's 2010 'Gauteng Socio-Economic Review and Outlook' (SERO) notes that 'employment by occupation' is classified in terms of the different skills "which are influenced by education, training, the general competencies and levels of skills required within a particular occupation..." (GDF, 2010b, p.39). The shift in employment in relation to occupation is represented below, as per data drawn from Stats SA's Labour Force Survey of March 2002 and March 2012 (i.e. the first quarter of both surveys) – representing a ten-year view. Much 'employment by occupation' falls within the primary sector (e.g. 'elementary occupations'). However, this sector's contribution to GDP-R is receding, while others requiring greater levels of skill and knowledge grow. This represents the skills mismatch, with the workforce dominated by semi-skilled labour, while knowledge-intensive sectors perform most strongly, but are unable to occupy a greater slice of the employment pie.

Graph 3.6: Employment by occupation – 1Q2002 – 1Q2012 (Source: Labour Force Survey 2012 and Labour Force Survey, 2002)

Reflecting on our levels of unemployment

The two-axis graph below presents a view of the shifts between 2000 and 2011 in the unemployment rate within Gauteng (measured as a percentage of the total population of Gauteng, in terms of the definition of 'strict unemployment'). This is juxtaposed with the shift in the number of people employed within the province, over the same period of time. While employment figures have risen, despite a dip that is clearly aligned with the period of the financial crisis, the strict unemployment rate has also risen.

Graph 3.7: Total employed, versus the rate of strict unemployment for 3Q2000 – 3Q2011 (Source: Stats SA Labour Force Survey data, compiled into a single time-series by Quantec)

Gauteng holds the largest share of national employment (30.84%). Yet, as per the national reality, its levels of unemployment are significant – with provincial statistics for the first quarter of 2012 placing unemployment at 26% (Stats SA, 2012b). However, when looking at the statistics in terms of the annual average percentage increase in employment, Gauteng has done well when compared with other metro-regions on the OECD database. While the annual average increase in employment across other OECD-linked metro-regions was noted as 0.7% between 2001 to 2009, Gauteng saw a 3.8% increase over the same timeframe, and a 3.7% increase between 2001 and 2011 – due in large to the impact of the global financial crisis (GCRO, 2012a, p.19).

Unemployment amongst the youth is a particular concern at both provincial and national level, with the national level estimated at 50.5% for those between 18 and 24. Joblessness is argued to “mirror... age and race fault lines” (NPC, 2011b, p.85). Similarly, unemployment within Gauteng is distributed unevenly across race, gender and space (OECD, 2011).

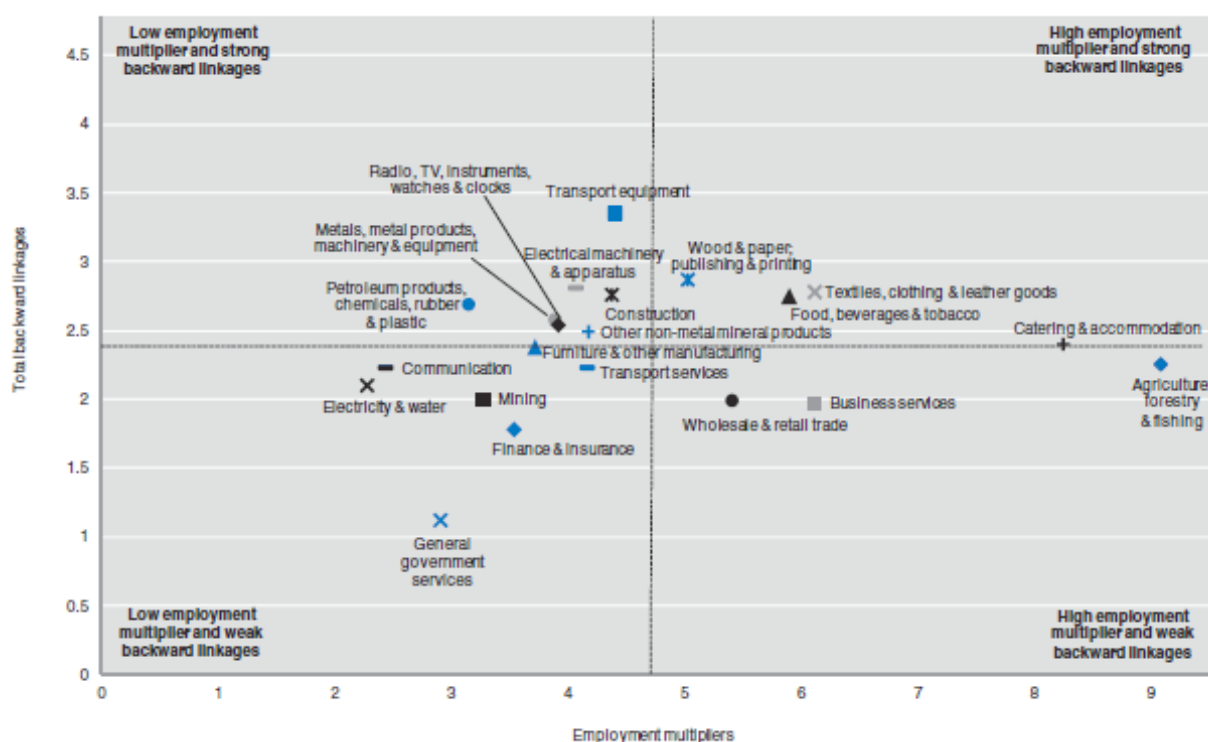
The argument made by many is that the concept of ‘decent work’ is in conflict with the ideal of increased work opportunities for all. Yet key to the freedoms reflected within our Constitution is the freedom from repressive workplace practices, and alignment with the principle of sound labour rights. As noted by the Member of the Executive Council (MEC) for the Gauteng Department of Economic Development at the launch of the Gauteng Employment, Growth and Development Strategy (GEGDS):

“As with other socio-economic rights entrenched in our Constitution, the bundle of rights encapsulated in the notion of decent work... are not immediately realizable and claimable where there are such high levels of structural unemployment. This does not mean that the goal should be deferred to some undetermined future date. On the contrary, it is a normative imperative that we believe the social partners should systematically strive for through specific measures and concrete action” (Cachalia, 2010, p.11).

This requires a focus on progressive realisation, with emphasis placed on both employment opportunities, and increasing realisation of decent work alongside other socioeconomic benefits, such as improved education and living conditions.

How do we shift unemployment patterns, while simultaneously driving economic growth? The figure below provides an overview of backward linkages noted within the Gauteng economy, with the image depicting these sectors that hold the greatest potential for larger multiplier effects. Based on analysis performed, the manufacturing sector was identified as the most connected to suppliers, given its upstream placement in the value chain – with direct implications for increased and equitable growth. A 1% rise in the manufacturing sector’s final demand for inputs stimulated the tertiary sector’s intermediate output by 16.46%, with a further correlation noted of a 35.86% increase in the intermediate output of the sector itself – according this sector the title of “the centre of growth generation within the Gauteng economy” (CSID, 2010, cited in OECD, 2011, p.59).

Graph 3.8: Backward linkages and employment multipliers in the Gauteng City-Region, 2007 (Source: CSID, 2010, cited in OECD, 2011)



Reflecting on the NDP's analysis of the best sectors for growth and jobs

The dilemmas reflected above are not unique to Gauteng, or the wider GCR. The question of how to create inclusive economic growth is one that is hotly debated in various quarters across South Africa and beyond. In reflecting on the sectors viewed as most suitable in the context of these ideals, the NDP offers the following organising framework:

Figure 3.1: Factors contributing to growth and jobs (Source: NPC, 2011a, p.13)



The NDP proposes that the top right quadrant is optimal for both growth and jobs – particularly in the context of South Africa's skills mix (2011a). It is however noted that it is rare for cities to grow equitably at all stages of their development paths – with many demonstrating periods of equitable growth, interspersed with periods that are either positive for economic growth, or positive for improved employment prospects. Countries witnessing clear phases of equitable growth include Sri Lanka, Brazil or Ethiopia – with, in all cases, these periods of growth aligned with mass participation in the economy. Clark (2012) argues that many developing city-regions of the world have in fact focused on three of the four segments simultaneously (excluding the bottom right segment). When combined, these areas promote greater revenue from taxes due to heightened productivity and trade (via the top right and top left segments), and a wider set of options for a more equitable spread of jobs across economic sectors, thereby building economic resilience (i.e. via the top right and bottom left segments).

The NPC (2011a) notes that, in ensuring the growth of both jobs and the economy, greater focus is needed on:

- The roles of and collaboration between various stakeholders (including public and private sectors);
- The global shift to a low carbon economy – with this emerging as a critical basis for both competitiveness and sustainability;
- Optimisation of innovation, Research and Development (R&D) and the drive to grow entrepreneurship;
- Building on our location and its potential; and
- The necessity of greater economic participation – intricately tied to more widespread education attainment and infrastructure realities.

Aligned with the above, the negative impact of our concentrated economic ownership (where wealth is still held in the hands of the connected few) is noted as limiting broader access to opportunities and the potential for reductions in multiple deprivations across the city-region. This is a national reality.

In the context of inclusive growth, it is noted that while entrepreneurial activities and the work of small, medium and micro-enterprises (SMMEs) frequently provide a mechanism to facilitate mobility out of poverty, limited support mechanisms are operating successfully within the GCR space. When assessed as part of the Global Entrepreneurship Monitor (GEM) in 2009, South Africa scored an 'early-stage activity rate' of 5.9%. This means that 5.9% of all South Africans between 18 and 64 years old own and successfully manage a business for at

least 3.5 years (i.e. a start-up). This compares poorly with other developing countries (Brazil: 15.3%; Uganda: 33.3%; China: 18.8%) (GEM, 2009, cited in OECD, 2011, p.71). A further related area of interest in this regard is the informal economy. A 2008 review identified that this economy accounted for approximately 12% of total provincial employment – a figure that is significantly lower than the ratio in many other developing countries (OECD, 2011).

Gauteng holds the reputation of “continental leader in innovation”. A total of 52.2% of national R&D expenditure took place in the province in 2008-2009, while a review of patents in 2004 revealed that 57% of all national patents originated from within Gauteng (OECD, 2011, pp.17-18). How should we best take advantage of the sizeable opportunity this presents? The distribution of total R&D spend by different sectors within the province is depicted in the table below (OECD, 2011). The data provides clear evidence of the need for collaboration amongst possible contributors, in driving provincial and GCR-wide solutions and improvements.

Table 3.2: Distribution of R&D by sectors: Gauteng (2009) and OECD regional average (2007) (Source: OECD, 2011)

	Business enterprise	Government and science councils	Higher education	Not-for-profit
Gauteng	64.9%	20.5%	13.4%	1.1%
OECD regional average	59.4%	14.4%	24.8%	1.3%

Building on the understanding of R&D expenditure within the province, the table below presents a view of R&D expenditure and the number of Full Time Equivalent (FTE) researchers, across Gauteng-based Higher Education Institutions (HEIs), between 2007 and 2009. Rumbelow *et al.* note that the Universities of Pretoria and Witwatersrand are leaders in R&D expenditure, with consistent increases in investments made. Researcher numbers are however not keeping pace – with data reflected below also serving as evidence of a further area impacted by the financial crisis.

Table 3.3 Total R&D expenditure and researcher FTEs at Gauteng-based HEIs (Source: Rumbelow *et al.*, 2010)

Universities	Total R&D Expenditure			Researcher FTE only		
	2009	2008	2007	2009	2008	2007
University of Pretoria	551,344,000	415,735,000	333,265,000	360.1	360.6	540.0
University of the Witwatersrand	616,702,000	561,564,000	534,984,000	263.8	245.0	248.0
University of Johannesburg	128,455,000	149,209,000	148,781,000	147.3	153	150.2
University of South Africa	146,730,000	125,854,000	131,405,000	235.2	273.4	259.1
Tshwane University of Technology	55,076,000	70,003,000	74,439,000	70.5	82.4	91.5
Vaal University of Technology	19,113,000	18,741,000	16,128,000	29.0	26.8	22.0
Monash University (Private University)	13,358,000	9,611,000	9,210,000	21.2	18.8	20.4
TOTAL	1,530,778,000	1,350,717,000	1,248,212,000	1,127.1	1,160.0	1151.6

Applying these talents to the province’s housing and employment difficulties – with a parallel focus on sustainability – may enable us to optimise the possible gains from decoupling and delimitation, with positive outcomes for liveability. These are all areas for further work, to advance the potential of the GCR.

The impact of globalisation and technology on the GCR and its economy

Globalisation (supported by technological advances) has a significant impact on our daily reality. While both globalisation and technology may result in increased uncertainty and an environment characterised by significant complexity and greater exposure to the unknown, their promise is also significant. Have we taken advantage of the potential that globalisation and technology may bring?

In terms of globalisation:

- The GCR’s engagement in the arena of international trade is evidence of the potential of globalisation. While focus is currently placed on using our capabilities to grow this potential in the context of SADC, the

AU and the wider international market, further opportunities exist for exploration. With limited levels of intra-regional African trade and South Africa's recent inclusion as a member of the BRICS, the question arises of how best the GCR should take advantage of its location and potential.

- Included in the above is the question of which markets and types of services or goods the GCR should focus on, to build on the benefits of globalisation – and the potential of greater FDI. Choices need to be made with the understanding that many competing city-regions across the developing world are considered to be more competitive.
- In a similar vein, the GCR faces risk as a consequence of globalisation and our efforts to spread our reach – with global exposure and the uncertainty of open markets requiring careful management and a long-term vision.

Technology is recognised as a key element in the ever-increasing impact of globalisation – bringing countries closer together through a world of innovation and connectivity. In the context of rising infrastructure costs, limited resources and ever-increasing concerns in respect of climate change, technology is also recognised as holding the promise of reduced costs, minimised impact on our natural resource base (e.g. through alternative energy sources), and the potential of resource replenishment. With rising fuel prices, technology is also increasingly supporting the global knowledge economy, while limiting the environmental impact of global travel and logistics. It holds the promise of driving local improvements, while serving as a basis for enhanced competitiveness. Recognition of its potential in enabling improved participation in the global economy is evident in the Gauteng Economic Development Agency's (GEDA's) conceptualisation of the Trans Africa Telecommunications Link, which aims to link Gauteng with other landlocked African countries through a telecommunications link that builds on the success of the SEACOM undersea cable implementation (GPG, 2012b).

More detailed input on our current technology spread and usage is included within the section on 'sustainable development and infrastructure' below.

3.5 Our current reality: Reflecting on the ideal of 'social inclusivity and cohesion'

The Freedom Charter notes that, in a future free and just South Africa:

"The rights of the people shall be the same, regardless of race, colour or sex...
Education shall be free, compulsory, universal and equal for all children...
All people shall have the right to live where they choose, be decently housed, and to bring up their families in comfort and security...
The police force and army shall... be the helpers and protectors of the people" (ANC, 2011)

In visioning the GCR of 2055, the definition of an improved 'quality of life' must include reference to the experience of equal access, a reduction in poverty and inequality, and the promotion of equal opportunities – regardless of race, gender, disability, class, creed, or any other distinguishing factor. With South Africa's status as one of the most unequal societies in the world, those with access to resources continue to benefit from the advantages these bring. Despite the significant volume of work carried out to address inequalities in South Africa, a large majority of South Africans lack the skills, education, information, networks, services and social capital to benefit from the improved access to economic markets that has followed democracy (GDF, 2011). In this context, the concept of 'quality of life' finds expression in a number of areas, including:

- Access to employment opportunities;
- Access to education;
- Access to housing;
- Access to healthcare;
- Access to infrastructure, services and amenities;
- Safety and security;
- Food, water and energy security; and
- Sense of well-being: family cohesiveness; sense of community; extent of civic participation; opportunities for self-realisation.

Each of these is addressed below.

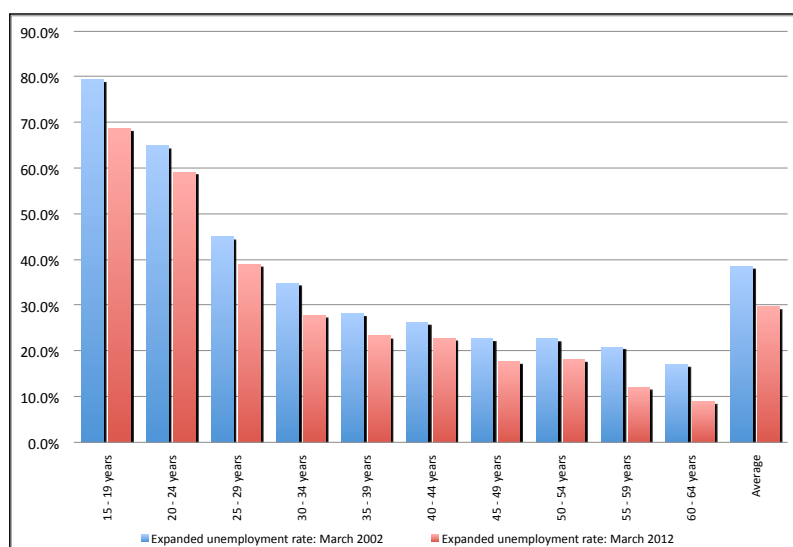
Access to employment opportunities

How unequal are we really? According to the OECD Territorial Review, the Gini coefficient for South Africa and the GCR, in particular, portrays “a deeply polarised economy...” (OECD, 2011, p.90) Using UN-Habitat data, the OECD asserts that cities in South Africa show enormous inequality, based on per capita GDP – with the city of Johannesburg viewed as the most unequal. While income inequality has increased in both urban and rural regions across countries such as China and Japan, it has increased predominantly in the urban areas in South Africa (OECD, 2011). Within the GCR, inequality is closely related to the spatial form – with places of work very often located far from homes. This results in the experience of vastly different opportunities amongst those who live within the city-region.

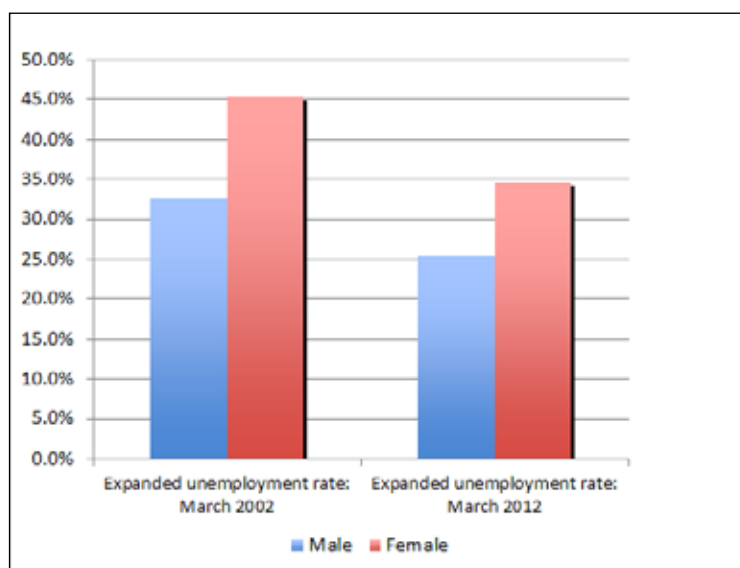
South Africa’s post-1994 efforts at transforming the labour market in order to grow employment access and potential have focused on strategies through which to improve general working conditions for all, eliminate labour inequalities, and minimise the unemployment rate. Research shows that factors such as globalisation, new forms of work and technology strongly influence the labour market, with it acknowledged that the labour market is a critical success factor in relation to the goals detailed in the 2009-2014 GEGDS. Creating an “innovating economy” is seen as central for improved resource use and ultimately, greater employment, economic growth and development (GDF, 2011, p.14).

Despite these ambitions, statistics on the expanded unemployment rate (i.e. the unemployment rate that is inclusive of those who fall into the category of ‘discouraged job seeker’) reflect a story of a labour market that is still under strain. The graphs below provide a view of unemployment amongst Gauteng residents, for the first quarters of 2002 and 2012, represented in the context of both age and gender.

Graph 3.9: Gauteng’s expanded unemployment rate by age group – Labour Force Survey, 1Q2002 and 1Q2012 (Source: Based on data from Stats SA, 2012b)



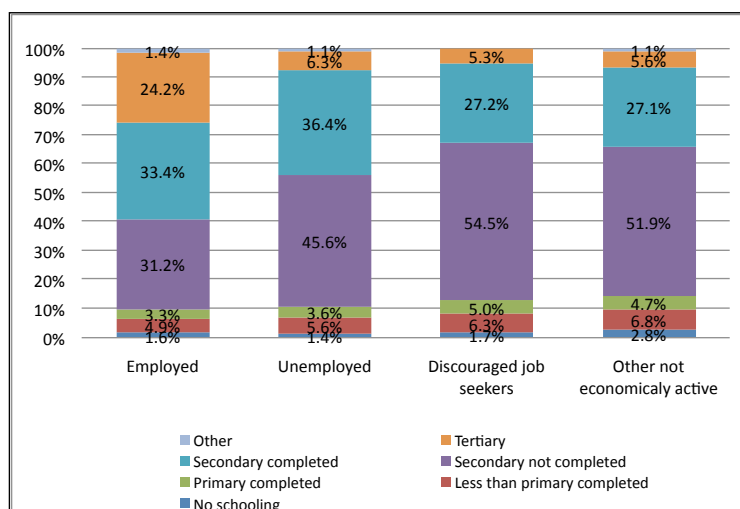
In reflecting on the graph above, while there appears to be an over-arching decline in the expanded unemployment rate between March 2002 and March 2012, the differentials between age categories is striking. Unemployment rates drop significantly in the higher age groups. Given that this reflects on the expanded unemployment rate, a significant challenge lies ahead, particularly in a context of a population that is predominantly youthful. The story is not just that younger people are still hoping for a job, whereas older unemployed workers have given up looking for work. How do we shift opportunities, attitudes and skills, to open the door for a greater number of people within our communities to contribute to and benefit from the GCR’s potential?

Graph 3.10: Gauteng's expanded unemployment rate by gender – Labour Force Survey, 1Q2002 and 1Q2012 (Source: Based on data from Stats SA, 2012b)

Reflecting on the expanded unemployment rate by gender, while there has again been a significant decline in unemployment between 2002 and 2012, across both periods, many more females were noted as 'unemployed' compared to males. Stats SA (2012b) reflects on the fact that, historically, women have been more likely than men to be unemployed, although the difference has narrowed slightly over time. This differential is also interesting in the context of an increasing number of female-headed households within Gauteng – and the impact of these gender differentials on efforts to reduce various forms of deprivation, many of which significantly affect female-headed households.

Access to education

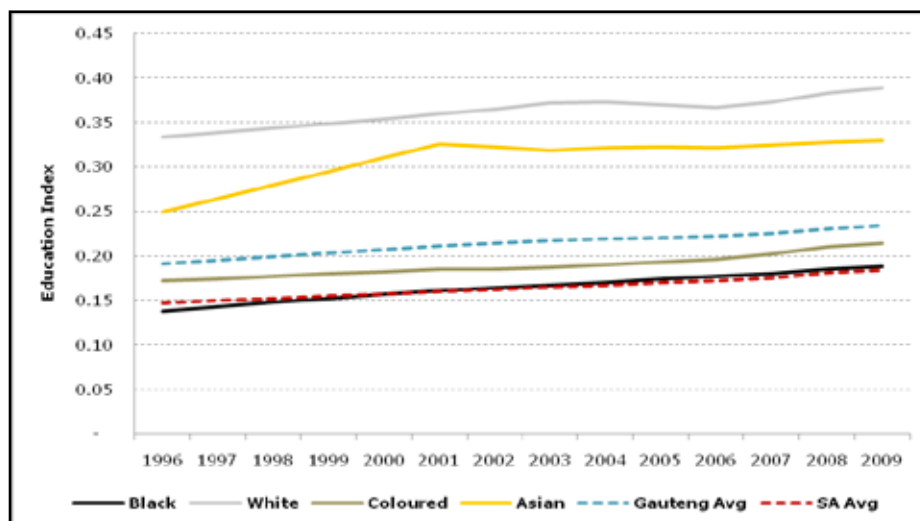
The province has made significant improvements in ensuring access to schooling – achieving a gross enrolment ratio of 83% in secondary schools and 84% in primary schools by 2010. The percentage of learners completing school to matric level has also shifted from 57% in 2008 to a total of 75%. Improvements in access to early childhood development have led to more than 88% of public primary schools introducing at least one Grade R class – with the target date for universal access to Grade R set as 2014. Pass rates have also improved, with the matric pass rate shifting from 71.8% in 2009, to 81% in 2011 (GPG, 2012b). Despite these achievements, significant concerns remain in terms of the quality of education. Secondary qualifications, for example, are not necessarily a determinant of future prospects. However, employment prospects are noted as directly associated with the attainment of a tertiary education qualification. The figure below provides a clear representation of this reality, reflecting on employment status alongside level of educational qualification.

Graph 3.11: Educational attainment by labour status (Source: Quantec Research, 2011, cited in GDF, 2011, p.53)

While there appears to be a close correlation between tertiary degree attainment and employment, it is also worth noting that high numbers of our population who hold a secondary education qualification fall within the 'unemployed', 'discouraged job seeker' and 'other not economically active' categories. This depicts the recognised fact that our education system is not aligned with the needs of the labour market – and has a way to go in delivering on the promise of equal education for all.

The figure below reflects on issues of education experience further, depicting educational attainment by population group between 1996 and 2009. The 'education index' represents a combination of qualifications or skills attained, and the impact on income. Education outcomes that are more 'productive' in terms of income receive a greater weighting, with the overall chart therefore depicting potential benefits, in income, of educational attainments across race groups within Gauteng. While education levels depicted demonstrate a consistent improvement from 1996 to 2009, with the Gauteng average noted as significantly higher than the national average, there are still clear differentials in educational outcome across the different race groups. Levels of 'education attainment' are consistently higher for the White population, followed by the Asian population. In contrast, levels of 'education attainment' by those within the Coloured and Black population groups fall below the Gauteng average, across the entire period of review (GDF, 2011).

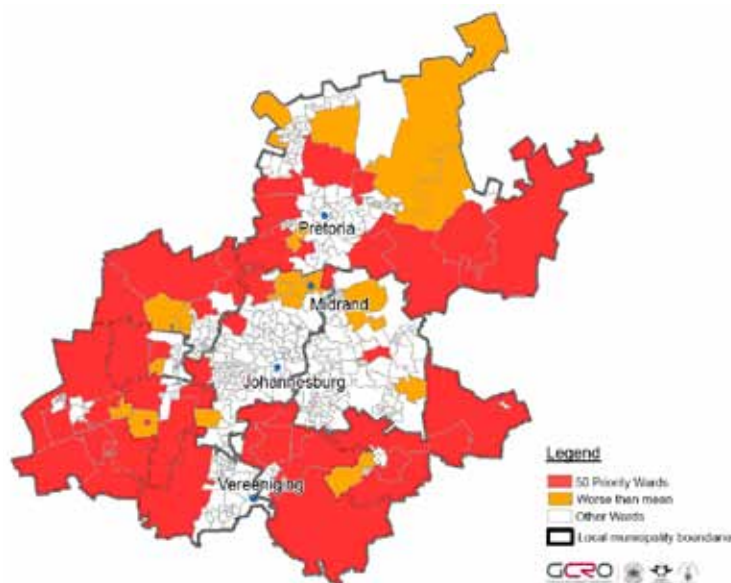
Graph 3.12: Education Attainment Index by Population Group, 1996-2009 (Source: Stats SA Income/Expenditure Survey (2006) & IHS Global Insight, 2010, cited in GDF, 2011, p.24)



When considering the solutions needed for a different GCR in 2055, the differentials reflected above, and their underlying story of ongoing inequalities between race groups, in terms of the experience of what education is able to offer, demands greater focus. This needs to be reviewed in the context of economic sectors that support growth, versus those offering employment opportunities to members of the community with fewer skills.

The above is also a further reflection of poverty levels associated with spatial placement, with multiple sources of deprivation (e.g. access to land, housing, infrastructure, basic services) impacting on the ability of affected individuals and communities to exit deprivation, or attain a sound educational foundation for a sustainable future. The truth is that sound educational facilities, supported by motivated and well-qualified staff, remain less accessible to those already located within poverty-stricken areas. The map below presents a view of Gauteng's 50 priority wards, as identified in the context of access to education facilities (assessed in terms of the percentage of the population aged 0-18 that is further than 3 km from any public school). The wards reflected in yellow are 'worse than the mean', recorded as 11.47%. In the 50th ward (i.e. the ward that is most impacted in terms of this indicator), 18.4% of the population aged between 0 and 18 were recorded as being located more than 3 km from any public school (GCRO, 2012c).

Map 3.6: 50 priority wards – measured by percentage of the population aged 0-18 that is further than 3 km from any public school (Source: GCRO, 2012c)

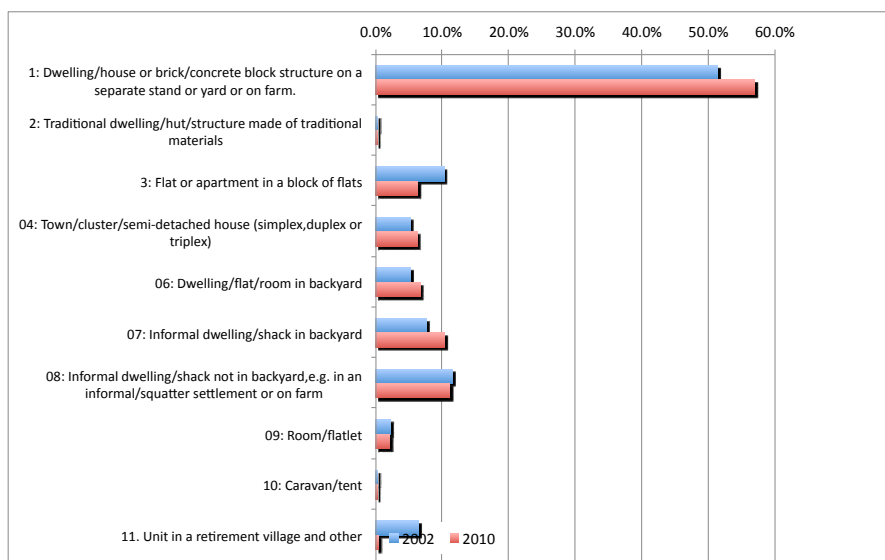


Access to housing

The graph below provides an overview of the percentage of households by dwelling type, across Gauteng – measured at two intervals: 2002 and 2010. Data is drawn from Quantec, using source data based on Stats SA's General Household Survey (GHS) for the same periods. Changes made to the categories reflected in surveys across the two time periods result in some peculiarities, such as the large drop in the percentage of households falling within the category of 'retirement unit and other'. Nonetheless, certain trends are evident.

Changes evident over the timeframe depicted include an increase in the percentage of households living in a 'dwelling/house or brick/ concrete block structure on a separate stand or yard or on farm' – with a shift from approximately 51.3% of households in 2002, to an estimated 56.9% of households in 2010. The GDF suggests that increases witnessed in this category may be attributed to state-provided low cost housing, given that the criteria associated with the category align closely with state housing provisions. Reflecting on the data, the increase in informal housing in backyards is also notable, alongside the decline in the number of households living in flats or apartments in a block of flats. These changes may reflect economic decisions made by households. More interesting is the impact these shifts bring with in terms of access to opportunity, with many poorer areas across the GCR less connected to a host of socio-economic services, such as good quality schools, hospitals, clinics and places for recreation.

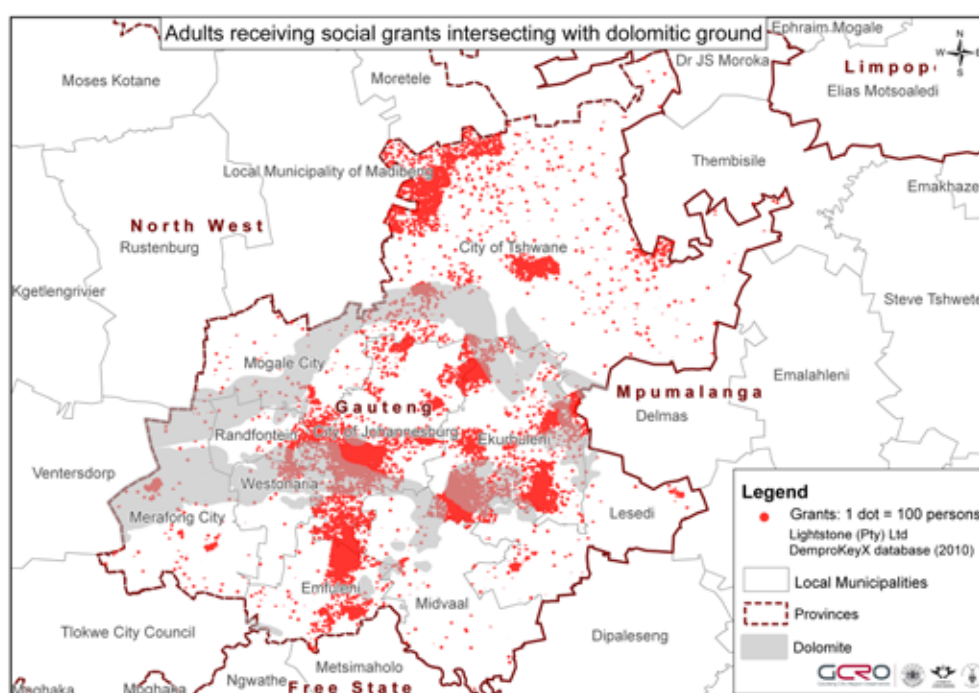
Graph 3.13: Percentage of households in Gauteng by dwelling type – 2002 and 2010 (Source: Stats SA GHS 2002 and 2010, drawn from Quantec)



While the figure above reflects some of the changes in terms of the nature of dwellings occupied by households across Gauteng, it does not provide detail on the quality of the environment within which these are located.

The map below reflects the number of adults within Gauteng who receive social grants, in relation to the geographical areas in which their dwellings are located⁵. Many poorer households are located on potentially hazardous dolomitic ground or flood plains – exposing them to additional risks above those already associated with multiple deprivations suffered (GCRO, 2011e).

Map 3.7: Dolomite intersection with adult population receiving social grants (Source: GCRO, 2011e)



Access to healthcare

In terms of the healthcare system, achievements have included a decline in maternal mortality, from 168 deaths per 100,000 mothers in 2009, to 144 deaths per 100,000 mothers in 2010. Significant vaccine programmes within the public healthcare system have also reduced infant mortality, while deaths related to AIDS were recorded as declining from 38.5% to 35%, between 2009 and 2011 – an indication of the impact of the province's efforts through over 300 facilities. Efforts have been made to expand medical facilities and staff to address the significant growth in the use of public health care (GPG, 2012a). Despite many positive changes, the challenges are still significant, with the province impacted by nation-wide complexities: a quadruple burden of disease; a loss of core skills; and recognised administrative and managerial skill gaps (NPC, 2011a) – alongside operational and financial management weaknesses (GPG, 2012a).

In the light of limited resources, it is of interest to review the number of people, across race groups, with access to private health care coverage. This, once again, is a reflection of levels of inequality still prevalent within our communities, and the volume of people served by the public health care system in the province.

Table 3.4: Medical aid coverage by population group, Gauteng (Source: Stats SA, Health Systems Trust, DHB & GDF's own calculations, 2012, cited in GDF, 2012, p.68)

Population Group	Population Numbers ('000)	Number of People with Medical Aid Coverage ('000)	Share of People Covered
Black	8,321	1,082	13%
Coloured	2,188	875	40%
Asian	380	251	66%
White	302	211	70%
Total	11,191	2,419	22%

Access to services

The responsibility for the provision of basic services, including water electricity, sanitation and refuse removal, is located largely with local government. The extent to which communities are able to access basic services is directly aligned to issues of poverty alleviation and the reduction in various forms of deprivation. With access to services, so much more is possible – with water and electricity, for example, directly impacting on the health of communities, the amount of time individuals experience as 'available' to undertake or search for work, and with this, an increased ability for the poor to participate in the mainstream economy. In 1996, approximately 80.6% of the provincial population in Gauteng had access to services, with this shifting to 81% in 2009 – despite the sizeable increase witnessed in population (GDF, 2011).

The shift in basic services provided across the province is further detailed in the table below – which presents the increase in service delivery, in the context of significant backlogs inherited in 1994 (OECD, 2011). While clearly reflecting wins in the extent of backlog eradication, when these percentages are translated into numbers of 'people without', there is still much work to be done. A more detailed representation of the shift in service delivery since 1994 is reflected in the section on 'sustainable development and infrastructure' below.

Table 3.5: Municipal service delivery in Gauteng – 2001 and 2007 (Stats SA, 2001 and 2007, cited in OECD, 2011, p.105)

	2001	2007
Total piped water	97.1%	97.9%
Piped water inside dwelling	46.4%	66.2%
Waste removal	84.6%	86.2%
Toilet access	96.4%	98.4%
Use of electricity for cooking	72.4%	81.3%
Use of electricity for lighting	80.4%	83.3%
Use of electricity for heating	69.8%	76.7%

In recognising that improved access to basic services contributes to enhanced quality of life for individuals and communities, but also facilitates mobility out of poverty, it is clear that access must be fully realised for all communities. The manner in which this takes place, in the context of resource scarcities and the responsibilities of individuals themselves, is a consideration for our future plan.

Safety and security

Statistical analysis indicates that violent crime predominates in South Africa's metropolitan areas, three of which are located within the Gauteng province. In considering the possible solutions to crime, it is recognised that a combination of approaches are needed – within and external to the criminal justice system. Preventative measures may include, amongst other areas of focus, attention to ensuring an increase in: early interventions; positive adult involvement; community cohesion; mechanisms that challenge the social norms that contribute to violence; income equality; social welfare and criminal justice (NPC, 2011b).

In focusing on combatting crime, the province has rolled out an array of strategies, with collaborative exercises carried out with partners such as the South African Police Service and the various metro police departments, in respect of almost all priority crimes. It is noted that police statistics indicate a decline since 2007 of 16%, in terms of murders committed in the province. Between 2010 and 2011, robberies carried out in residential and non-residential areas have declined by 12.5% and 12.9%, respectively. The same period saw a decline of 20.5% and 30% respectively in car and truck hijackings (GPG, 2012a). Yet these statistics do not necessarily represent the experience of people who live or work in the GCR. Crime-related statistics are renowned for not reflecting the full picture, with many crimes going unreported. Violent crimes like rape and murder dominate our headlines, with an increasing regularity of rape cases involving perpetrators and victims who are minors, raising questions about the very fabric of our society. Despite sizeable efforts, crime remained the most significant problem identified by those residents participating in the GCRO's 2009 Quality of Life (QoL) survey, when reporting on factors with the most significant negative impact for their communities. Findings are presented below – with the graph depicting the percentage of respondents identifying crime, unemployment and HIV/AIDS as the factors with the greatest negative impact on their communities (2011b).

Graph 3.14: Percentage of residents per municipality identifying crime, unemployment and HIV/AIDS as the most critical issues faced (Source: GCRO, 2009, cited in GCRO, 2011b, p.58)



Food and water security

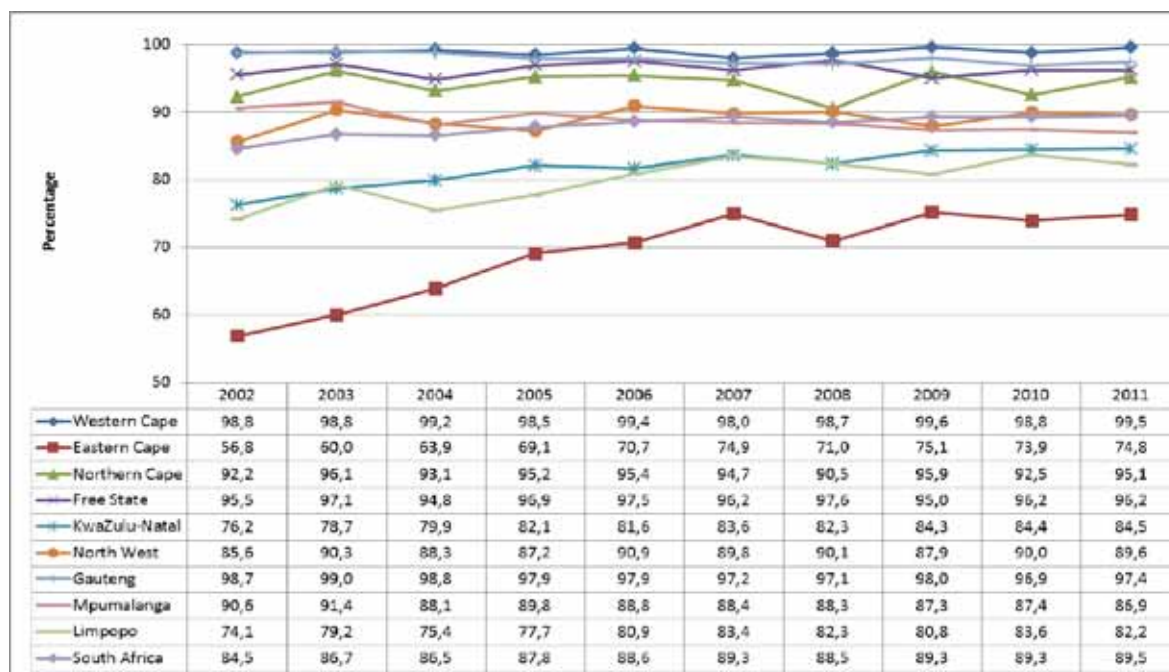
Gauteng households demonstrate a heavy reliance on external food sources. While Gauteng produces 618,000 tons of food per annum, a total of 5,193,260 tons are consumed (GCRO, 2011b). This reflects a food system that could face serious shocks, in the light of resource prices and constraints. Reflecting on food security at a national level, Stats SA's 2011 GHS notes that the percentage of households reporting that they experienced hunger because there was not enough food in the household decreased from 23.8% in 2002, to 11.5% in 2011. The GCRO's 2009 QoL survey reflected that in Gauteng, of those respondents with children, 13% were classified as 'food-insecure', having experienced occasions during the previous year when they were unable to feed their children due to limited finances. In reflecting on a more localised view, the GCRO also notes that within the CoJ, approximately 42% of all households were recently classified as food-insecure (2011b).

Additional analysis carried out by Stats SA provides a view on 'food adequacy' within Gauteng, relative to other provinces. Household access to food was assessed through considering whether households made modifications to their diet or eating patterns during the previous month as a result of "limited sources to obtain food", and whether households decreased the variety of foods consumed (Stats SA, 2012, p.40). The percentage of households in Gauteng experiencing adequate food access is higher than that experienced by households in many other provinces. 81.5% of all households in Gauteng experienced adequate food access, in contrast with the historical average of 78.8%. While only 5.9% of households in Gauteng experienced severely inadequate food access, this

translates into a total of 225,734 households facing this predicament – with further efforts required to address this status quo.

Reflecting on water security, the graph below provides a representation of access to water across all provinces within South Africa, as recorded during the most recent 2011 GHS.

Graph 3.15: Percentage of households with access to piped or tap water in the dwelling, off-site or on-site by province, 2002–2011 (Source: Data drawn from Stats SA, 2012a)



Gauteng's attainment of a 97.4% access rate to water is positive, in the context of an ever-increasing urban sprawl, and an increase in the number of households. This does not, however, reflect fully on the concept of water security – with issues of both quality and quantity commented on in more detail in the section on 'sustainable development and infrastructure', below.

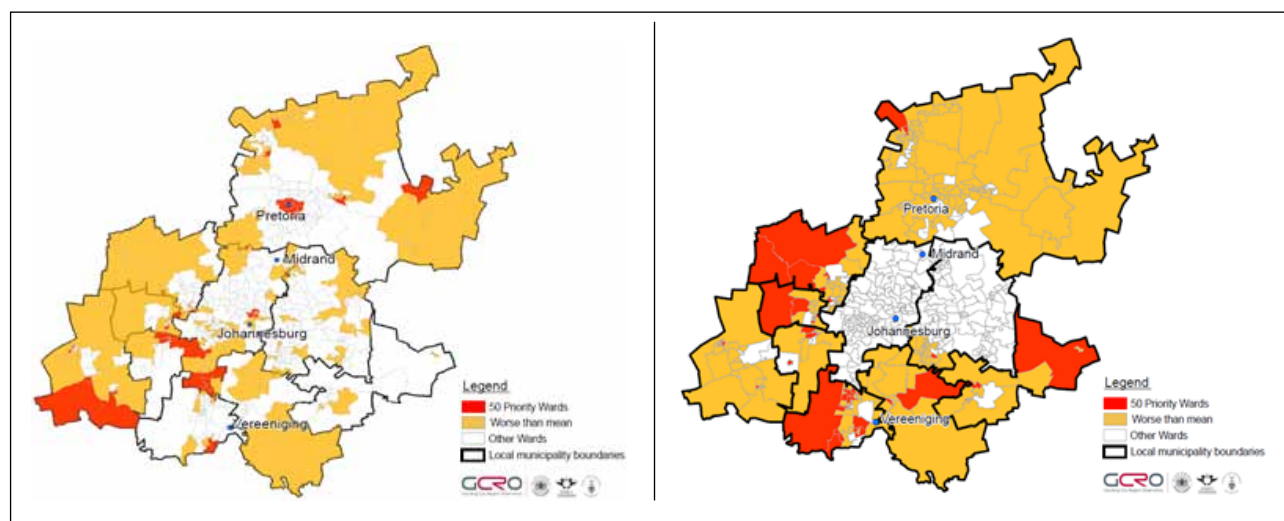
Family cohesiveness, sense of community, extent of civic participation

There is much to be built on in growing the subjective sense of well-being for all – with a unique richness and diversity of life evident, but often noted as not fully optimised within the GCR. Arts, culture, sports and various others forms of recreation aid in building a sense of well-being, providing food for the soul. Yet the potential of these aspects as a source of income, an expression of humanity, and a means through which to generate a greater degree of unity and social cohesion, is not fully tapped. This calls for thinking beyond monuments and museums. While the GCR has done well in both respects, drawing on, for example, its location as the 'birthplace of humanity' and as the home of the Constitutional Court – how do we grow community and social cohesion in a way that involves and engages all?

It is useful to reflect on the location of those members of our society who are more vulnerable. Are they able to benefit from the promise of the GCR? The maps below reflect on the 50 top priority wards in the GCR, identified firstly in relation to the largest percentage of child-headed households⁶, and secondly, in terms of the largest percentage of persons with one or more disabilities. The mean for the top 50 priority wards in terms of the percentage of child-headed households was 1%, with 2% of all households in the 50th priority ward noted as child-headed. The mean for the 'percentage of persons [in the ward] with one or more disability' was 2.16%, with 5.1% of all individuals in the 50th priority ward affected by one or more disabilities. Those wards that are highlighted in orange are faced with circumstances that are worse than the mean.

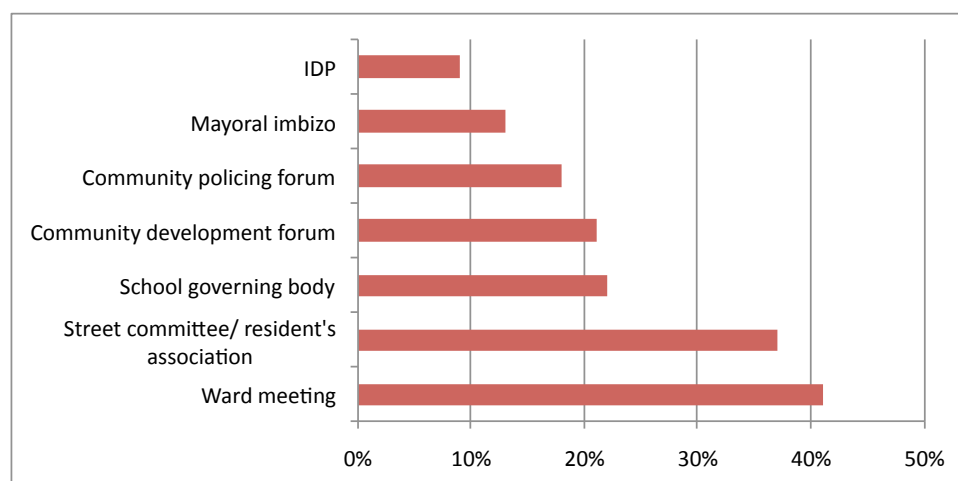
Again, the spatial distribution of deprivation is evident.

Map 3.8 and 3.9: 50 priority wards – measured by percentage of child-headed households, and percentage of persons with one or more disabilities (Source: GCRO, 2012c)



Inclusivity is also about the extent of civil society participation in building a shared society – with the creation of a social pact often noted as critical for social cohesion and the sense of ‘community’. GCRO’s QoL survey reflected on civic engagement – identifying varied perspectives of engagement. While levels of engagement in fora such as ward meetings, residents’ associations and school governing bodies was high, other mechanisms for engagement – such as those associated with direct involvement in the matters of local government planning (e.g. IDP processes) – were noted as receiving less interest. While this matter is addressed further under governance, it reflects on the type of society we hope to build, and the extent to which members of the GCR view themselves as active shapers and collaborators in driving social cohesion and inclusivity.

Graph 3.16: Percentage of people involved in various fora (Source: GCRO, 2009, cited in GCRO, 2011b, p.32)



Understanding the integration between experiences of social cohesion and inclusivity – and issues of sustainable development

Whilst we continue to view the analysis of the status quo of services – including access to employment opportunities, education and basic services – under separate headings, this separation is in fact artificial. The benefits of coordinated planning and service delivery can only be realised within the context of integrated service delivery, such as that reflected through the concept of integrated human settlements.

The GDF’s Socio Economic Review and Outlook report notes that while an array of improvements are evident in aspects that relate to people’s standard of development and quality of life, inefficiencies and imbalances in planning, co-ordination and implementation continue to hamper equal access to opportunities for all South Africans (GDF, 2011, p.27). Issues of integration are addressed below.

3.6 Our current reality: Reflecting on the ideal of ‘sustainable development and infrastructure’

A review of the GCR’s natural environment – the water, air, land, minerals, soil and biodiversity that all life depends on – reflects both an asset and a source of current and future risk. It is not possible to understand the current state of our natural environment, or the progress to date across a range of intended outcomes, without simultaneously appreciating our infrastructure realities. Investments in innovation and social cohesion also form part of this picture, if one views sustainable development as encompassing economic, environmental, and social well-being for the present and the future (IISD, 2012). The section that follows includes an overview of our current realities in terms of ‘sustainable development and infrastructure’.

The natural environment

With its origins in mining, there are many signs across the city-region of the impact of development and infrastructure decisions taken for short-term gain, without an understanding of long-term consequence. Our landscape is scattered with indicators of degradation and risk, including mine-dumps and surrounding tracts of land that remain toxic after years of chemical exposure, significant air pollution levels and increasing water contamination – worsened by acid mine drainage (AMD) (OECD, 2011). An improved awareness of the limited carrying capacity of our environment and the importance of sound environmental management and use has however resulted in areas of improved ecological management. Efforts such as waste recycling, greening, localised production and enhanced public transport systems hold value, although traction depends on the intensity and widespread adoption of such measures. The current state of our natural environment is discussed below, alongside a range of outcomes to date.

Air quality and GHG emissions

With increased urbanisation and South Africa’s carbon-dependency comes the challenge of poor air quality and growing GHG emissions. In Gauteng this is particularly the case, with particulate matter⁷ (PM) concentrations posing a significant threat to the health of residents, and ultimately, to the attractiveness of the region for individuals, organisations and investors (OECD, 2011). The Department of Environmental Affairs (DEA) notes that, while the aggregate quality of our ambient (outdoor) air at a national level is relatively good, a haze layer that spreads across the southern African region (a consequence of the combined impact of regional bush fires and pollution from energy-producing industries on the Gauteng and Mpumalanga Highveld) often mars our horizons. Localised pockets of poor quality air arise within the GCR – with air quality in the Vaal triangle and Sasolburg affected by industrial, mining and agricultural activities, while domestic fuel-burning activities and windblown dust from mine tailings affect Soweto and other large townships on the Witwatersrand (DEA, 2011). The World Health Organisation (WHO) recommends a maximum concentration of PM particles of 10 micrometres or less (PM₁₀) of 20 µ/m³, with progressive realisation of this target recommended. Johannesburg’s PM₁₀ concentrations are noted as frequently being in excess of the national quality standards of 50 µ/m³, with significantly higher recordings of over 400 µ/m³ noted (CoJ, 2008a and GPG, 2009d; cited in OECD 2011). Indoor air quality is also cause for concern – particularly in informal settlements where coal, wood or paraffin are used for energy (NPC, 2011b).

In terms of GHG emissions (including carbon dioxide or CO₂, and methane), South Africa’s contribution of CO₂ per person per year is nearly twice the global average of 4 metric tons (NPC, 2011b). This is particularly the case with the GCR, where increased energy and transportation needs translate into higher GHG emissions and associated costs (OECD, 2011). GPG’s draft Midterm Review for the period 2009 to 2014 notes efforts made to address air quality, including the development of an Air Quality Management Plan and improved data collection on air quality, following the repair of five out of seven air quality stations (2012b). The quality of our air depends on collective action, with real outcomes demanding a different path (NPC, 2011b).

Water

As with other resources, water management is about supply, demand and quality. In terms of supply, water for the province of Gauteng has mostly originated from the Vaal and the Crocodile rivers, but ever-increasing demand in Gauteng has necessitated regional arrangements – with water now originating from the Orange (Lesotho), Vaal and Thukela. Other sources such as rainfall and groundwater aid agriculture and localised environments, but are less important in terms of water quantity (Spencer *et al.*, 2010).

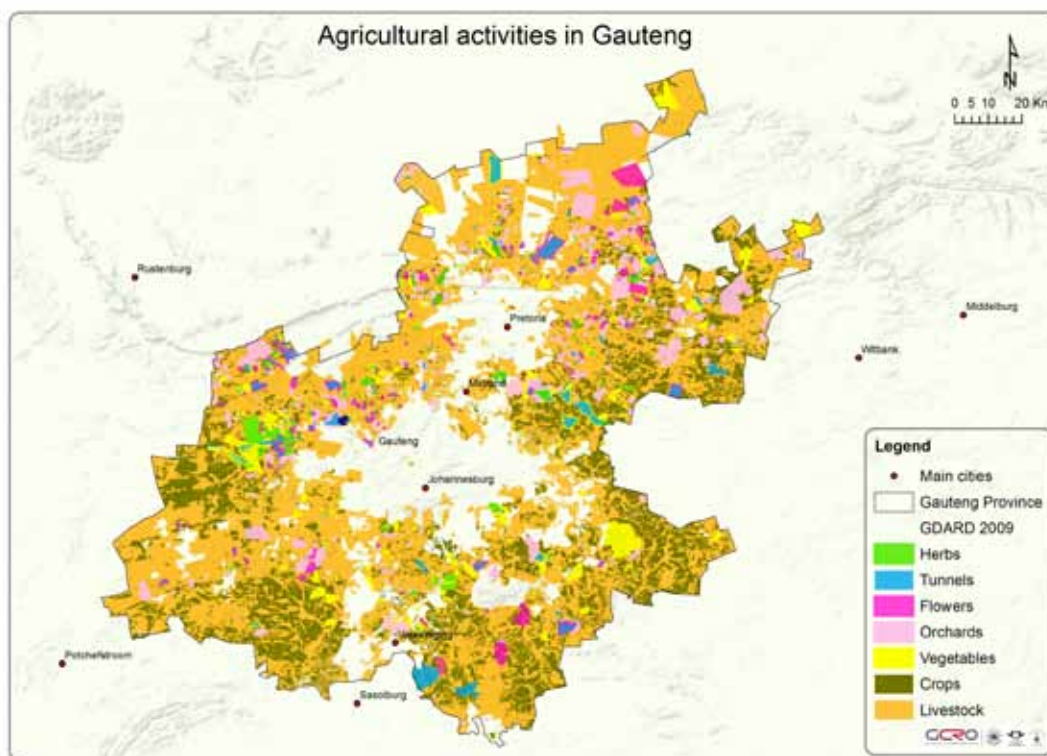
The OECD Territorial Review (2011) notes that access to affordable water and sanitation services within the GCR is impacted by regular contamination of potable water, frequent unlawful abstraction and a struggling network infrastructure – with the latter addressed further below in terms of the built environment. As with other forms of pollution, the impact of water contamination on human health is significant – with significant levels of bacterial contamination found in many watercourses. Four key factors affect water quality (and therefore, the cost of necessary treatment): Insufficient capabilities or capacity at many municipal wastewater treatment plants; the contamination of storm water with wastewater/ raw sewerage – e.g. during storms; illegal waste disposal into sewers, further contaminating water supplies; and contaminated water, in the form of AMD, overflowing from closed mines, jeopardising clean water sources.

A range of efforts have been made in addressing water resources – including Working for Water projects that have resulted in the clearing of 28,779 hectares of invasive alien vegetation across regions in Gauteng. One wetland in Johannesburg has been rehabilitated – with efforts currently focused on data collection and mapping (GPG, 2012b). In terms of AMD, while inter-ministerial processes are underway, this remains an area in which definitive outcomes are urgently required. An estimated 36 million m³ of AMD is seeping into Gauteng's water systems on a daily basis (DEA, 2012). The call recently made by the Minister of Water Affairs for all sectors of society to provide inputs is indicative of the realisation that collective solutions are the best route. This is an area where our effectiveness in planning needs to be met with equal effectiveness in delivery, for the long-term sustainability of the GCR.

Land, soil and mineral resources

Understanding the nature of the GCR's land, soil and mineral sources is key to optimised and sustainable development. Given food security concerns, alongside the pressures on our water resources, decisions relating to land use require careful management. While the region is viewed as predominantly urban, the map below reflects land-use allocated to an array of agricultural activities – with widespread livestock farming and crop cultivation evident, alongside activities relating to vegetable, fruit, herb and flower cultivation⁸. Some specific choices relating to the agricultural space-economy are clearly visible, such as the location of herb and flower farming close to the province's centre – reflecting the time-sensitive nature of production, transport and sale of these crops for financial viability (GCRO, 2012d).

Map 3.10: Agricultural activities across Gauteng (Source: GCRO, 2012d⁹)



What is not evident from the above is the extent of output, although the 2006 South Africa Environment Outlook produced by the former Department of Environmental Affairs and Tourism (DEAT) notes that areas of land with moderate to high arable potential are mostly located in Gauteng and Mpumalanga. The same areas are also most prone to soil degradation arising from acidification and pollution due to coal-burning and mining.

In addition, much of the mine waste that covers over 200,000 ha in South Africa is concentrated in five provinces, three of which fall within the GCR: Gauteng, Mpumalanga, and the North West – with this waste leading to a further loss in soil productivity, given reduced soil fertility and AMD contamination (DEAT, 2006). GPG notes that initial work is underway in engaging expertise for the reclamation of contaminated land (2012b). In addition, other forms of daily waste represent one of the most significant challenges faced – with the estimated per capita waste generation in Gauteng higher than that for South Africa as a whole. Waste stored in landfills contributes to GHG emissions and climate change, while occupying otherwise valuable land (OECD, 2011). DEA (2012) notes that in Gauteng, almost all hazardous waste is disposed of in landfills. There are however promising opportunities to be explored further in terms of waste-to-energy and recycling initiatives, in line with the vision provided by the ‘Strategy for a developmental green economy for Gauteng’. An example is reflected in the PET (polyethelene terephthalate) Plastic Recycling (PETCO) initiative, which has succeeded in meeting two needs: recycling approximately 22% of PET beverage bottle sold between 2000 and 2007, and supporting approximately 10,000 informal jobs (Gauteng Department of Agriculture, Conservation, Environment and Land Affairs, 2008, cited in OECD, 2011). Institutionalising better waste management is essential, for outcomes such as this to be realised in a more wide-spread manner.

In reflecting on our mineral resources, it is useful to note that Gauteng’s exports are still heavily related to our natural resources – a reflection of our natural asset base. In particular, economic activities are still strong in respect of gold and platinum mining, and the production of steel, iron and energy (OECD, 2011). While beneficial economically, this sector contributes significantly to environmental degradation.

Biodiversity

The challenges identified above pose an inherent risk to the GCR’s biodiversity. Efforts made to address risks to biodiversity include a range of projects aimed at the rehabilitation and restoration of degraded ecosystems. Amongst those addressed more recently by the province are six community-based natural resource management land care projects, completed in Devon, Soshanguve, Sebokeng, and Thokoza – and ‘Junior Land Care’ projects rolled out with schoolchildren from 20 priority townships (GPG, 2012b). The CoJ has twinned its efforts with a private sector firm, using an owl breeding programme in Alexandra to manage the rodent problem (CoJ, 2012). All these approaches represent the multiple benefits that can be gained through sound biodiversity management. Holistic programmes that focus on shifting the mindset held amongst communities to issues relating to the environment (through both education and exposure), while also addressing community and social needs, can have significant impact.

Linking biodiversity initiatives with other priorities such as food production, other aspects of the agro-processing value chain, or activities such as ecotourism and eco-system services, is a valuable way to drive biodiversity improvements. Local food economies, for example, enhance biodiversity through investments made in crop diversity, which often result in improved ecosystem integrity. Other benefits often include watershed protection and improved wildlife habitats (Francis *et al.*, 2008, cited in Spencer *et al.*, 2010).

Do we need a different approach to the management of our resources?

There is much to build on within GCR in respect of our natural environment and its assets. Johannesburg’s reputation as the largest man-made forest in the world is an example of what we have – with a different approach to the environment that goes beyond damage minimisation necessary for optimal outcomes. The overview provided above serves as an indication of why we need to move beyond the ‘green urbanism’ approach of ‘damage reduction’ – instead shifting to a focus on measures for resource renewal and the circular metabolism of ‘sociometabolic flows, as defined below’.

Swilling (2011) describes these flows as movements of people, goods, vehicles, energy, water, food, data, and other elements across the urban and ecological space – enabled through fixed networked infrastructures (technical and physical) such as roads, rail, pipes, cables and satellites. Circular metabolism involves re-use and renewal of outputs as they re-enter the system as ‘new inputs’ – in contrast with the linear use of new materials. A green urbanism approach focuses on minimising the extent to which cities depend on inputs that

are not locally sourced¹⁰, while also reducing the environmental impact of development (e.g. pollution, poor water and air quality, and GHG emissions). It places emphasis on issues such as resource security, inclusive urbanism (recognising the role of state support in the drive for universal access), modernisation of the urban ecology (e.g. via greening and efficiencies), and the implementation of premium infrastructures (very often through urban service commodification, privately managed ICTs and a 'user pays' approach). While a green urbanism approach has supported significant development efforts in countries like China, Brazil, India and South Korea, it has not addressed the renewal or restoration of natural assets. Its emphasis on sustainability within specific green enclaves (very often only benefitting the wealthy) rather than across widespread geographies has also diminished the prospect of social justice. While there are many benefits to be gained from its focus on sustainable sociometabolic flows (very often through the use of green technology such as waste-to-energy and 'smart' grids for the management of energy), we view a 'liveable urbanism' approach as necessary. The latter is focused on moving "from design for sterility to design for fertility", encouraging urban environments to "restore life" (Birkeland, 2008, cited in Swilling, 2011, p.90). This is addressed further below in the context of sustainable human settlements – the platform within which development initiatives are most often experienced.

The built environment

As noted above, the 'built environment' includes the infrastructure networks of transport, energy, ICT and bulk services, many of which shape our spatial economy and support economic delivery – and those elements that constitute our human settlements. The latter include infrastructure that supports healthy and cohesive societies (e.g. clinics, schools, green spaces, recreation centres, libraries and places of worship) – and the inter-connections with other forms of infrastructure such as ICT and transport. The nature of the 'built environment' and its associated infrastructure is integrally linked with prospects for inclusive economic growth, individual development, social engagement and cohesion, and long-term sustainability. The imperative to change is reflected in the statement made by Trevor Manuel in 2008, in his capacity then as Finance Minister:

"We have an opportunity over the decade ahead to shift the structure of our economy towards greater energy efficiency, and more responsible use of our natural resources and relevant resource-based knowledge and expertise. Our economic growth over the next decade and beyond cannot be built on the same principles and technologies, the same energy systems and the same transport modes, that we are familiar with today" (cited in Spencer *et al.*, 2010, p.11).

Holistic integrated planning is recognised as a core foundation for the establishment of a 'liveable' GCR, supported by sustainable human settlements and accessible, affordable infrastructure. Delivery on this dream is however constrained by numerous factors. Issues relating to institutional delivery, capacity and capability are addressed in the governance section that follows. However, it is worth noting here that the establishment of a shared vision for the GCR in terms of its infrastructure needs (e.g. transport, environmental management, waste services) is hampered by poor IGR between service delivery partners within the province and beyond, and concurrent mandates across the various spheres of government that often result in role confusion (OECD, 2011). Recognising this, there are a range of initiatives underway to address integration, with the GPG, for example, acknowledging the need to accelerate the Integrated Transport Plan and Integrated Infrastructure Plan (GPG, 2012b). An overview of the current state of various forms of infrastructure within the built environment is addressed below.

Transport

The GCR's transport systems include both the physical infrastructure (roads, rail, airports, pipelines) and the associated public and private users (including service providers). Radical change has taken place since 1994, with an entire network of roads, rail and air and logistics systems serving an ever-increasing population, spread across a significantly larger geography. Despite these efforts, when assessing transport affordability¹¹, Gauteng recently ranked as the least affordable region in relation to other African cities – with residents typically spending approximately 21% of their monthly income on transport (a rate that is significantly higher than that recorded in cities like Lagos, Dar es Salaam and Nairobi). The spatial form of the city-region impacts significantly on transport costs – with homes often located far from places of work, and the commuting burden falling on those located in public housing developments, largely on the urban periphery (OECD, 2011). Financing of transport infrastructure is a significant problem, with alternative approaches currently under review.

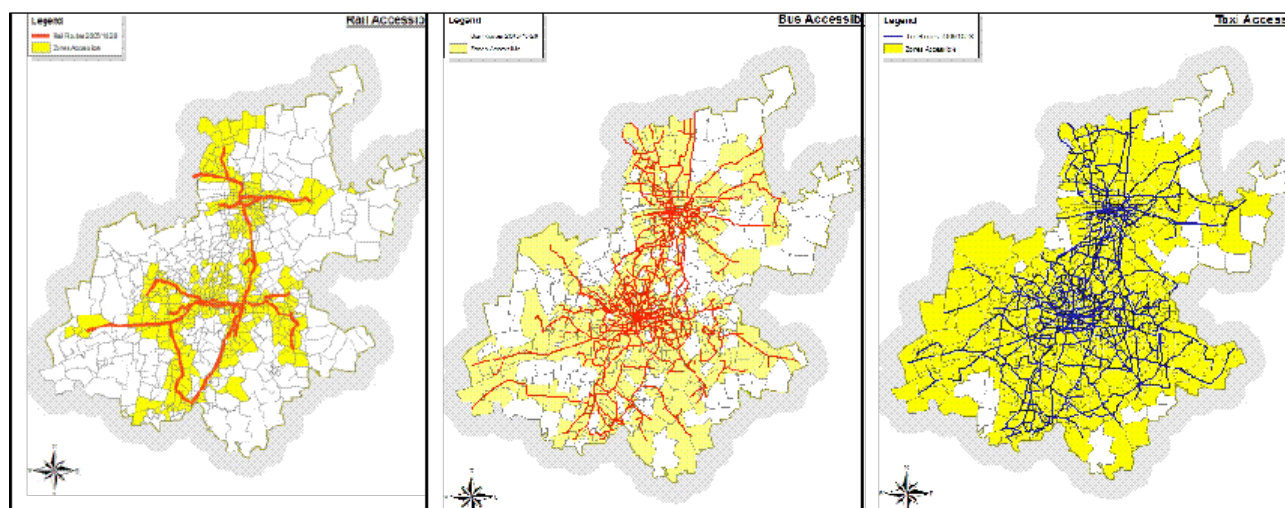
While closely associated with the need for wider cross-sectoral planning, the absence of an integrated metropolitan transport system that recognises our polycentric spatial form has also had an impact. The significant volume

of infrastructure programmes across the GCR in recent years testifies to government's realisation of the limits this has placed on transport affordability and accessibility, and more broadly, on development associated with agglomeration economies, intra-regional trade and inter-firm linkages (OECD, 2011). Major improvements have been carried out on the province's road infrastructure, and the parallel roll out of the high-speed Gautrain and the Bus Rapid Transit (BRT) systems. BRT corridors within Tshwane and Ekurhuleni will soon complement Johannesburg's BRT system. Plans to establish four freight and logistics hubs in support of the Ethekekwini-Gauteng Corridor announced in the 2012 State of the Nation Address reflect further on the need to integrate various modes of transport. Intermodal public transport facilities in Germiston, Roodepoort and Vereeniging are also planned (GPG, 2012a).

In terms of roads, 70% of the provincial road network has reached the end of its lifespan. Limitations in capacity and a recognised need for change have seen an increase in the number of initiatives between public and private sector role-players that are focused on addressing the real issues faced on a daily basis, with two such initiatives, for example, resulting in a total of 22,737 potholes being repaired since late 2010 (GPG, 2012b). Public transport systems aim to reduce private and logistics-related road travel – a particularly important objective in a context where 42.2% of South Africa's private vehicles are located in the GCR (OECD, 2011), and where 88.7% of national freight is transported by road (NPC, 2011b). However, despite efforts at improving public transport, 54.2% of residents in Gauteng live beyond walking distance of a train station, while 43.7% live beyond walking distance of a bus station. Only 9.5% use rail for their daily work commute. Although efforts have been made to address non-motorised transport (e.g. through the provision of bicycles), there have been limited inroads in this regards.

The distribution of our public transport system is reflected in the first two maps below (with these maps representing rail and road accessibility, in turn). The third map relates to the spread of minibus taxis. The reliance on minibus taxis is noted by many as relating to 'ease of access', with only 6.4% of residents living beyond taxi access points (in stark contrast with other modes of transport). While the BRT system and the Gautrain have gone some way to addressing these issues, accessibility remains a real concern for many.

Map 3.11: Transport access across Gauteng (Source: GPG, 2006)



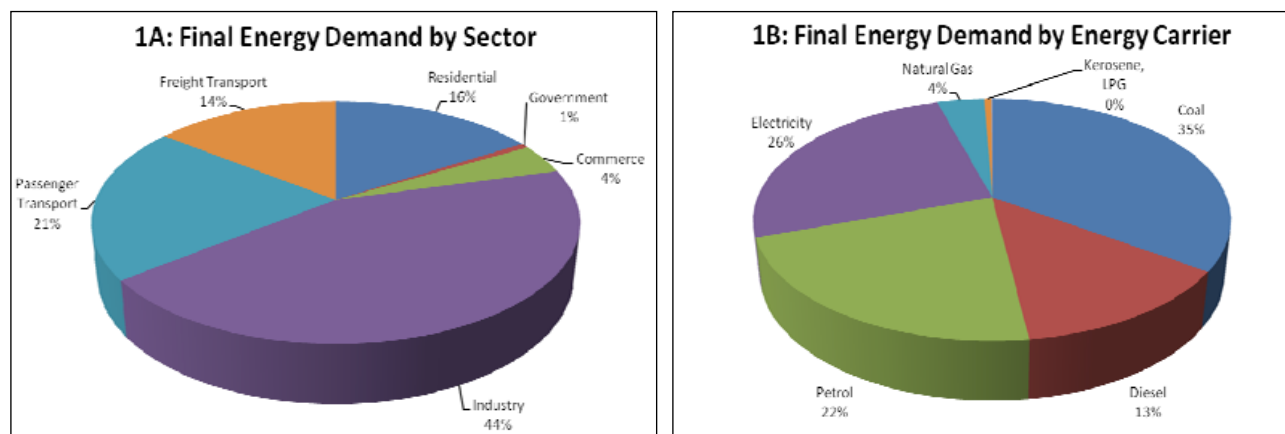
It should be noted that despite challenges (and the impact of urbanisation), travel times have improved significantly for those in low and middle-income areas (OECD, 2011). The smooth and successful transportation of thousands of passengers during the 2010 FIFA World Cup also serves as evidence of what is possible with dedicated effort and public engagement. The success of our transport systems depends as much on issues of mindset and behaviour change, as on the hard infrastructure and services themselves.

Importantly, efforts to address the spatial challenges we face should not focus only on transport and the movement of people. In commenting on issues relating to integrated and sustainable human settlements, we note below the importance of more widely-spread development opportunities – and the need for investment and localised growth in areas on the periphery.

Energy

The Integrated Resource Plan 2 (IRP2) proposes that by 2030, the national energy mix for South Africa should take a different form, with significantly less reliance on coal. The proposed energy mix is as follows: 40% from coal; 14% from nuclear power; 9% from open cycle gas turbine; 6% from peaking pump storage; 5% from mid-merit gas and 2% from imported hydroelectricity. The NPC also notes a range of renewable options, such as power from wind, solar energy, and energy from waste and bio-mass (2011a). In contrast with these proposals, our current energy infrastructure within Gauteng is dominated by coal-generated sources. The dominant sector-based users and sources of energy are reflected below.

Graph 3.17: Energy demand by sector and energy carrier (Source: DLGH, 2010)



Spencer *et al.* (2010) note that Gauteng is responsible for approximately one third of South Africa's energy consumption, with significant consumption of electricity largely originating from Eskom's Mpumalanga-based coal-fired power stations. Within Gauteng itself, three coal-based power stations are in operation, with the age of infrastructure reflected below:

Table 3.6: Power plants in Gauteng: age, capacity and status

Power plant	Year commissioned	Installed capacity (MW)	Status
Drieboek power station	1898	2	Decommissioned (1911)
Kelvin power station	1957	600	Operational
Orlando power station	1942	300	Decommissioned (1998)
Pretoria west power station	1952	180	Operational
Rooiwal power station	1963	300	Operational
Total operational plants		1080	

Many industries generate their own energy, with low-grade coal often used as the primary energy source. Gauteng Vision 2055 reflected on Peak Oil and the associated rise in fuel price, highlighting that this would potentially result in climate change mitigation efforts being undermined, with many choosing to shift to less environmentally friendly alternative energy sources such as bio-fuel and coal, in an effort to manage costs (GPG, 2009). The combination of oil scarcity associated with Peak Oil, alongside electricity supply and delivery issues and significant carbon emissions, impacts energy security within Gauteng, necessitating alternative approaches (Spencer *et al.*, 2010).

In addition to issues of supply, Gauteng is plagued by distribution concerns, with municipalities facing the demands and costs associated with constant maintenance and upgrading of the ageing energy infrastructure. These significant challenges have increased due to illegal connections, vandalism and cable theft (COJ, 2011). These challenges are however not unique to this province.

ICT

Evidence of the significant impact of ICT investments on national economies and levels of socioeconomic development highlights the importance of this area of infrastructure (and its associated services). Kim *et al.*

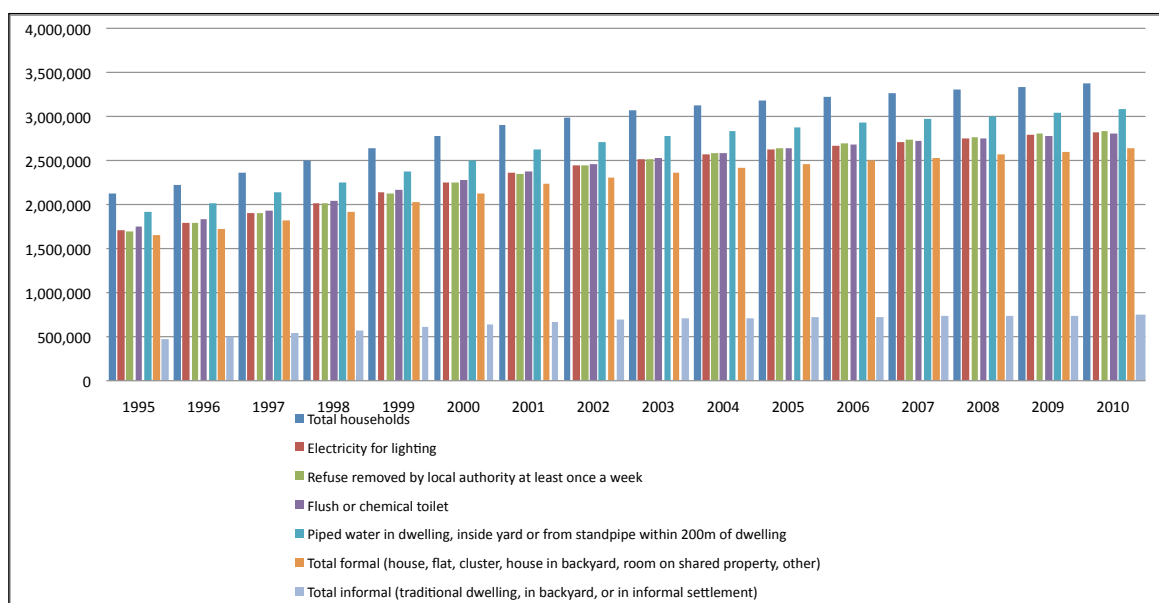
(2010) report on the World Bank's finding that in low and middle-income economies, a 10% increase in broadband penetration accelerated economic growth by 1.38% (cited in NPC, 2011b). In Latin America, a 10 % expansion of broadband was associated with a 0.07% decline in unemployment in Brazil, and a 0.033% decline in unemployment in Columbia – with social benefits including greater access to information, and improved economic inclusivity, accountability, social cohesion and public service delivery (Katz, 2010, cited in NPC, 2011b). Nationally, our ICT sector is growing faster than GDP, but its average contribution to GDP of 5% is significantly below that evident in well-performing African and Asian countries (including, for example, Senegal and Korea). Where South Africa was once leading the continent in voice and internet connectivity, other countries have surpassed it (NPC, 2011a). In contrast with fixed telephony access, the 2011 GHS indicates that only an estimated 9.1% of households across South Africa have no access to either a cell phone or a landline, while approximately 90.2% of all households have access to a cell phone (Stats SA, 2012a). Mobile phones allow for affordable contact through SMS, and the availability of second-hand handsets and pre-paid call packages (at lower rates than that available for landlines) significantly bridges the digital communications divide (Link, 2008). In Gauteng, access to functional landlines or cell phones amongst households was recorded as follows: 6.1% of households reported no access of any form; 0.6% of households reported access to a functional landline only; 73.7% of households reported access to a cell phone only; and 19.6% reported access to a cell phone and landline (Stats SA, 2012a). Approximately 93.3% of households therefore had access to cell phones.

In terms of internet access, just under a third of households in South Africa (32.9%) have at least one member who uses the internet (at home, work, place of study or internet café). The figure for the Gauteng metros is 47%, while the Western Cape has the highest access rate (52.1%) (Stats SA, 2012a). Home connectivity to the internet remains very low nationally, with broadband connectivity at about 5%, supported through mobile telephone access (NPC, 2011b). Efforts to address these issues include the GPG's flagship project, G-Link, which aims to stimulate growth and development through driving the knowledge economy – targeting a 95% broadband coverage across the province by 2014 and thereby further addressing the digital divide, while enabling the roll out of e-government services (GPG, 2012a). The CoJ has also commissioned Ericsson to build, operate and maintain a city-wide broadband network (OECD, 2011).

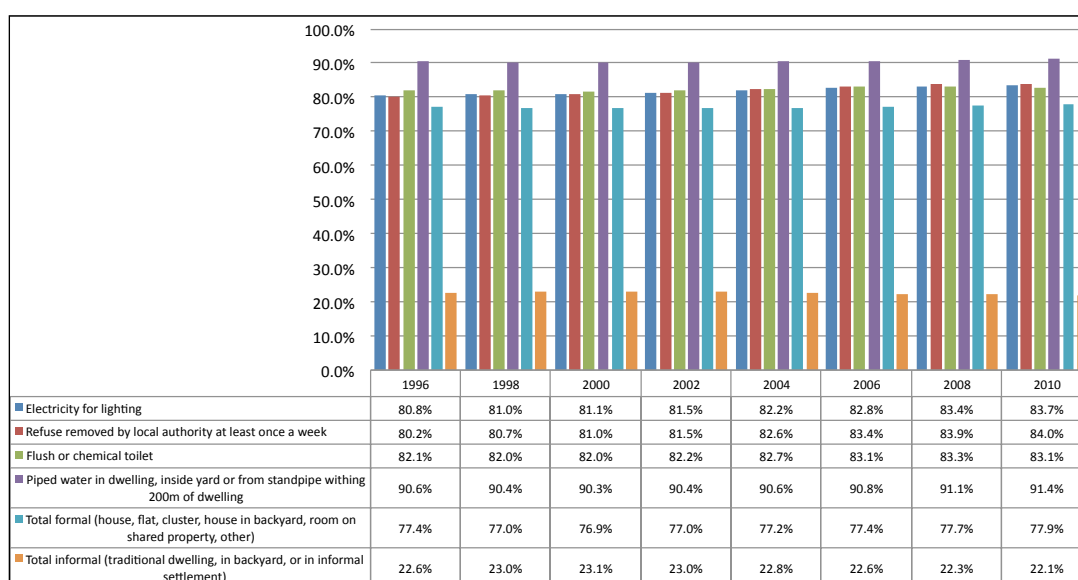
The GEGDS acknowledges the importance of ICT in supporting economic development and a greening, innovating economy (GPG, 2010). Efforts focused on integrating ICT developments with other forms of innovation include, amongst others, Gauteng's plans for the establishment of a Smart City at Nasrec, in partnership with the national Department of Communication (GPG, 2012a). However, the lack of integrated planning and delivery between various state delivery partners, and between these role-players and leaders in the private sector, significantly hamper ICT delivery. Bringing other role-players beyond the state on board could strengthen ICT initiatives – shifting the perception held of the state as provider, to a different future, where the state is predominantly 'facilitator'. It is useful to note that, in an environment where there is a limited degree of broadband access available to members of the public, Gauteng is dominated by the highly ICT intensive financial and business service sectors. In its 2040 GDS, the CoJ notes the significant gains for regional innovation in ICT that could emerge through the establishment of partnerships between public sector delivery agents such as municipalities, and the larger software development and ICT industry that supports the Gauteng economy (2011).

Infrastructure for basic services provision

The extent of bulk service provision provides a clear view of infrastructure arrangements across Gauteng. In reflecting on municipal service delivery across Gauteng for the period of 1995 to 2010, positive trends are clear for all basic services, including electricity, water, waste removal and sanitation. The graph below reflects these trends, in the context of increasing growth in the number of formal and informal households. Gauteng's challenge in terms of the ever-increasing number of households requiring services is also evident.

Graph 3.18: Service delivery across Gauteng over time – reflected in terms of ‘number of households’ (Source: Quantec data, 1995 to 2010)

Despite the improvements reflected above, the percentage of households with access to certain services (e.g. sanitation) declined between 2008 and 2010. This is reflected in the graph below, in the context of changes in the percentage of households with access to a range of basic services – depicted across two-year intervals between 1996 and 2010. The primary explanation for this relates to the growth in total household numbers, the geographical spread of settlement patterns across the province, and the increasing number of households located in informal settlements, which are difficult to service. Also detailed below is the change in the percentage of households located in formal versus informal dwellings. While there seems to be a fairly minor increase in the percentage of households located in formal dwellings, this is best understood in the context of household numbers depicted in the preceding graph.

Graph 3.19: Service delivery across Gauteng over time – reflected in terms of ‘percentage of households’ (Source: Quantec data, 1995 to 2010)

Issues relating to affordability of access are addressed in all Gauteng municipalities through, for example, the provision of the free basic water arrangement, operating alongside indigency systems (Spencer *et al.*, 2010). Even in this context, volumes of delivery are hampered by financial constraints for many municipal delivery agents, in part due to high levels of non-payment. The extent of non-payment is reflected in the 132.8% increase between 2009 and 2010 in the number of households in Gauteng that did not pay their water bills due to financial difficulties (GPG, 2012b). The cost of infrastructure for basic services is further impacted by factors such as contamination, unlawful water abstractions and various forms of unaccounted for water (e.g. leakages).

Rand Water, one of Gauteng's two regional water service organisations¹², has acknowledged the need to invest in upgrades of post-purification bulk-supply networks to address these risks (OECD, 2011). Service delivery challenges are evident in the rise of protests witnessed across the province, although views differ as to the underlying reasons for these protests.

Integrated and sustainable human settlements

How have we fared in delivering on Freedom Charter's dream of the demolition of slums, and the establishment of "new suburbs ...where all have transport, roads, lighting, playing fields, crèches and social centres..."? Gauteng has the largest percentage of households living in informal/ traditional dwellings (22.1% in 2010). While a percentage-based view of the number of households in the province living in formal dwellings reflects an increase of only 0.2% between 1995 and 2010, it is important to note that this is misleading, due to significant increases in Gauteng's population figures, and a sizeable reduction in the average household size. Quantec data reflects that between 1995 and 2010, the number of households in formal dwellings grew by approximately 1,165,929 dwellings, with an approximate increase of 273,555 informal dwellings over the same period.

Public housing delivery in Gauteng has been significant, with 797,000 RDP houses constructed over the 15-year period from 1994 to 2009 (27% of national housing delivery). Yet the housing backlog in Gauteng is persistent, growing annually by approximately 50,000 units (OECD, 2011). The cost and availability of land for the development of human settlements is noted as a significant barrier to housing delivery (GPG, 2012b), alongside a limited volume of affordable housing options which further exacerbates the situation. Where many cities on the OECD database offer subsidies for low-income residents to rent accommodation in moderate-income neighbourhoods, this option is not available in the local context. The result is the establishment of 'ghettos' of limited opportunity, unable to attract any significant investment, trapping residents within sub-optimal employment circuits while increasing economic segregation. Subsidised housing is largely located within job-poor zones on the periphery, further impacting those already affected by limited resources. In this context, informal settlements have continued to grow – with a large number of smaller informal settlements emerging, making the task of formalisation more difficult (OECD, 2011).

The GPG reports on significant delivery efforts in respect of improved housing opportunities during the first part of the 2009 to 2014 term, with a total of a further 5,345 stands and 94,450 housing units delivered. A range of options have been implemented, including, for example: alternative tenure arrangements; informal settlement formalisation, mixed housing developments that are located more closely to areas of economic opportunity; and various urban regeneration initiatives (2012b). Despite all efforts, the high cost of land and the need to deliver has resulted in a perpetuation of the apartheid spatial geography (OECD, 2011).

The GCR is one of the most spatially unequal city-regions in the world. As noted elsewhere, these spatial disparities are exacerbated by a public transport system that still reflects differing degrees of interconnectivity, high costs, and long average work commutes. Embedding the GCR concept within co-ordinated planning across metropolitan areas (e.g. in relation to transport and environmental management) may enable improved spatial linkages that make real sense to those who live here, rather than reflecting administrative domains alone. Greater IGR coordination between sectors may also address, at least in part, the mismatch between our social infrastructure (including the available amenities and services offered in respect of health, education, recreation, libraries and other services) and the location of human settlements. These factors have collectively contributed to lower levels of 'liveability' for many, with the experience of "residential areas and communities with closer access to work and social amenities, including sports and recreational facilities" (Department of Human Settlements, 2009, cited in DLGH, 2012, p.33) remaining an elusive dream for the majority within the GCR. Recognising the difficulties associated with ensuring access to all, regardless of location, different measures have been introduced in respect of some services. The GPG (2012b) reports on the use of alternative structures, including mobile homes and buses, for the provision of library services. Similar approaches may be suitable in the context of certain aspects of health care.

Efforts at driving a different spatial form are hampered further by the actions of developers and municipal approvals of plans for low-density housing developments. This exacerbates the GCR's sprawl, while placing the natural environment and the already stretched infrastructure networks at risk. While the importance of considering sustainability issues when undertaking land development and land use management is acknowledged and reflected in many planning tools, strategies and in municipal by-laws, enforcement of the encompassed principles is often poor, resulting in the degradation of assets and suboptimal delivery on opportunities. State efforts alone are insufficient to change the GCR's spatial landscape. As a result, the OECD Territorial Review argues for the

inclusion of different policy mechanisms through which to drive public sector and financial institution involvement in the establishment of more inclusive and sustainable housing arrangements (2011).

How have other city-regions targeted development, to ensure optimal outcomes? Clark (2012) notes three factors as being critical in serving as catalysts for further development and the reduction of other forms of deprivation – drawn from Hong Kong’s experience of shifting from a sprawling and developing city-region, to a significant global force:

- Addressing housing (ensuring densification and the accessibility of affordable housing options);
- Aligned to the above, ensuring the provision of a sound transport infrastructure – and other forms of aligned infrastructure networks;
- Addressing crime and corruption – and in this way engaging further with foundational values of society, and fostering positive change.

3.7 Our current reality: Reflecting on the ideal of ‘good governance’

Chapter 2 provides various perspectives of good governance. King III notes further that “[g]ood...governance is essentially about effective, responsible leadership. Responsible leadership is characterised by the ethical values of responsibility, accountability, fairness and transparency” (Institute of Directors (IoD), 2009, p.20) In reflecting on King III, the South African Institute of Chartered Accountants (SAICA, 2009) highlights the importance of the following when pursuing the ideal of good governance:

- Accountable leadership, where leaders are held to account for their actions by the stakeholders they serve;
- Responsible leadership and management, evidenced through these role-players providing direction, ensuring resources are optimally used, and maintaining alignment between actions and the defined strategy;
- Fairness, with the needs of all considered when prioritising and making decisions; and
- Transparency, where all matters are disclosed in a full and comprehensible manner.

Good governance is the responsibility of everyone within the GCR. Here it is reflected on in relation to issues of institutions and governance within the context of ‘government’, IGR, the role of stakeholders beyond government – including the role of citizens and other actors within civil society, and issues of corruption.

The NDP notes that since 1994, significant progress has been made on a national scale in building the governance structures of a democratic state. The composition of the public service and local government has shifted to reflect the entire population. Significant progress is evident in respect of the provision of basic services to all. A strong judiciary is in place, supported by a world-renowned Constitution and Constitutional Court. All the above achievements provide the basis of a democratic state accountable to its citizens, and lay the foundation for a capable developmental state. At the same time, the uneven nature of state capacity is highlighted, with this leading to uneven performance across national, provincial and local government spheres. This is viewed as the consequence of a complex set of factors, including “tensions in the political-administrative interface, instability of the administrative leadership, skills deficits, the erosion of accountability and authority, poor organisational design, inappropriate staffing and low staff morale” (NPC, 2011a, p.364).

So, how do these challenges manifest? The NPC (2011a) notes the following as concerns:

- **Political-administrative interface:** The view is held that there is too much political interference in the recruitment and appointment of senior management in the public service, with the NDP noting that at a national level, the concept of ‘political deployment’ or ‘cadre deployment’ must be reconsidered in favour of building a professional public service free from political patronage. There must therefore be a clear separation of roles between the political and administrative heads within government departments and municipalities.
- **Instability of administrative leadership:** A trend has emerged that, with each change in political leadership, be it at the level of a mayor, MEC or minister, comes a change in administrative leadership. This had led to instability and a loss of morale in the public service. It had also meant a reduction in traction or continuity, thus affecting the overall performance of each related organ of state.

- **Skills deficit and lack of professionalism within the public service:** Concern is noted that the state does not appear to have a clear vision of where the next crop of public servants will come from, and how specialist skills will be produced. One mechanism through which this may be addressed is via the use of career paths for public servants at senior and junior management levels. The NPC notes the need to establish the public service as a career of choice for young graduates who are keen to make a positive contribution to the development of the country.
- **Intergovernmental and joined up government:** Sub-optimal relations between the three spheres of government, and complications associated with areas of concurrent responsibility, impact delivery. This is detailed further below, in the context of Gauteng.

The NPC notes that there have been many attempts to address some of the challenges highlighted above, but these attempts have often taken the form of quick fixes rather than long-term sustained programmes that may be capable of tackling the fundamental problems.

Intergovernmental relations and co-operative governance

In Gauteng, all three spheres of government play a role in driving delivery: national departments and agencies; the GPG; the three metros, two district municipalities and seven local municipalities. The wider GCR is even more complex, given that it crosses four provincial boundaries and includes more municipalities, with varied characteristics, budgets and interests. 'Co-operative governance' sits at the heart of cross-sphere delivery. An example is the limited extent of horizontal collaboration between municipalities within the GCR. This has impeded the effectiveness of climate change mitigation and adaptation efforts because many of the economic interchanges, flows of energy and material, transport and carbon-relevant functions overlap jurisdictions (OECD, 2011). Successful examples of cooperative governance and sound IGR at work do however exist within the context of Gauteng, reflected, for example, in the construction for the Gautrain, and the development of Constitution Hill (GPG, 2012b).

However, co-operative governance is sometimes not enough. It is noted that "...the changing circumstances and increasing economic importance of urban Gauteng requires that we change the scale of our focus. Government's predilection for administrative geography, based on provincial and local government boundaries and jurisdictional demarcations, does not easily relate to how urban Gauteng actually functions in the national and international space economy" (GPG, 2006a, p.5). Does this necessitate a shift in formal structures? There have been various efforts made to drive and consolidate the GCR concept – with institutional examples reflected in the establishment of the GCRO and the GCR Academy. An increasing array of mechanisms are also used to improve provincial and local government interaction within the Gauteng province. The Premier's Coordinating Forum and MEC-MMC¹³ fora represent a few of these, allowing for regular interaction amongst provincial government and local government leaders (GPG, 2012b). Despite these improvements, intergovernmental coordination remains a challenge. For example:

- Disparate policies between sectors sometimes result in conflicting outcomes – e.g. public transport initiatives undertaken by the Department of Roads and Public Transport (DRPT), versus various housing schemes initiated by role-players such as the DLGH, where the latter may move beneficiaries beyond the public transport grid;
- Concurrent mandates between different spheres of government are sometimes hampered by different visions for the same region or sector;
- Functions and powers are at times sub-optimal, allocated centrally, rather than being differentiated based on local or capacity-related specifics, or unique regional characteristics; and
- Funding and funding mechanisms still bedevil Gauteng and the GCR. Gauteng draws less than its 'equitable' share, given that calculations are dependent on population size (with census data not fully accounting for in-migration) and address of residence, rather than place of work. Funding is also insufficient for newly delegated mandates like public transport. This requires fresh thinking on revenue sources.

An active citizenry and an engaged civil society

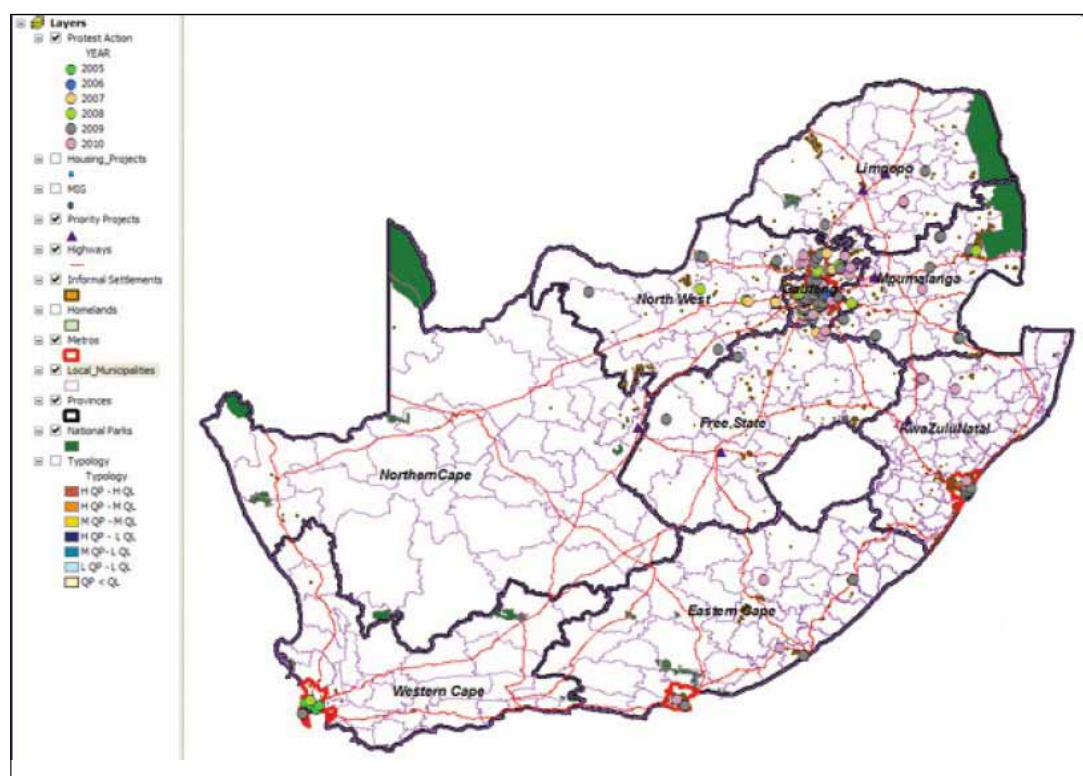
The White Paper on Local Government defines developmental local government as "... local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives" (Department of Constitutional Development, 1998). This ideal could be applied equally to the other spheres of government. It talks to the concepts of

accountable and predictable government – and a state that is responsive. It also reflects on the importance of citizen involvement, and the engagement of all members of civil society. When citizens are involved in processes relating to decision-making in government, they know what to expect, and are able to assist in the creation of more optimal outcomes. Involvement in such processes also carries the potential of minimising dissatisfaction.

Are expressions of dissatisfaction only a cause for concern? It is argued that service delivery protests reflect citizens finding an avenue to voice their discontent. While not necessarily favoured by all, such events provide an opportunity for communities and individuals to make their views and needs heard – a key requirement for a sound democracy (GCRO, 2011). They also reflect a hard reality: many within the GCR do not have the means, tools or know-how to provide feedback to delivery agents within government, or to access the state by means of formal channels.

The map below provides a reflection of the number of service delivery protests in South Africa over a five-year period, as reflected in the Department of Human Settlements's 'Spatial Viewer on Protest Actions'. It lends weight to the argument that the GCR is the "hub of housing and service delivery protests" (GCRO, 2011b, p.98). It is noted that many of these protests have been driven by factors such as perceptions of local government nepotism or corruption, inefficiencies, incomplete housing projects, a lack of information about how to engage in decision-making, and unrealistically raised expectations that have not been met.

Map 3.12: Service delivery protests across South Africa (Source: Department of Housing Settlements, cited in GCRO, 2011, p.99)



Service delivery protests represent one form of citizen engagement. An active citizenship and engaged civil society is also key in addressing the significant capacity issues faced by the state. The OECD notes that "[p]eople-centred governance helps build citizenship and foster a layer of social capacity that is essential for addressing the tough nexus of development demands associated with unemployment, long-term poverty and structural exclusion from opportunity" (2011, p.244).

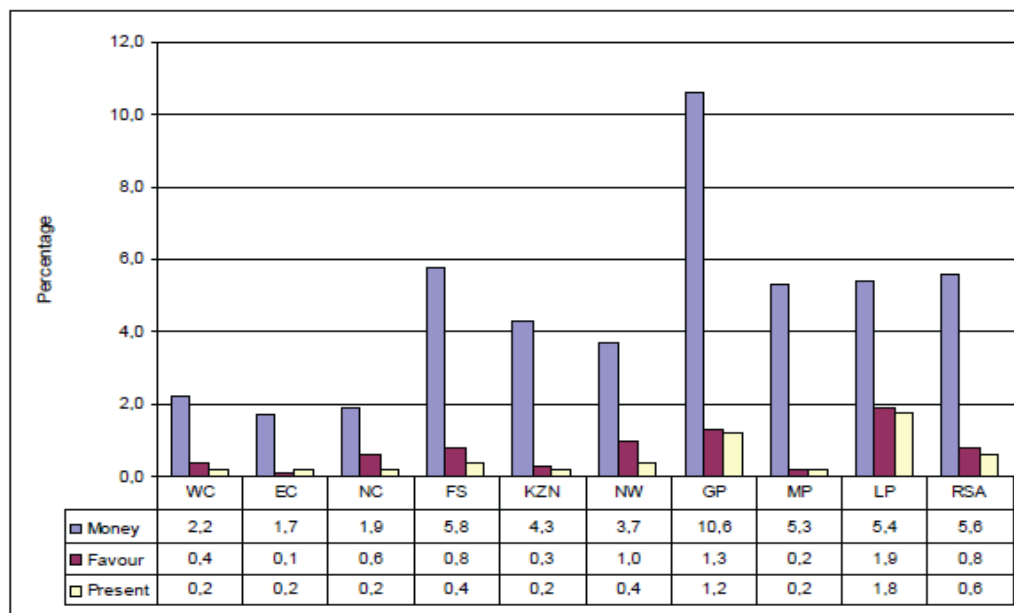
In addition, increasing the involvement of citizens in holding the state to account is critical in the fight against corruption, with the need for greater awareness of the mechanisms and platforms required to make this work noted. Issues of corruption within the GCR are addressed below.

Corruption

Corruption is a real threat to any society. It undermines delivery by the state or the private sector, while eroding confidence. There is thus a significant need for emphasis on the accountability of individuals in the state, and on the role of citizens as active drivers and communicators of 'clean' delivery – within their places of work, within their homes and communities, and in relation to state delivery. This is twinned with a recognition of the importance of mechanisms and channels of communication, to aid the above. The province's anti-corruption strategy and implementation plan has been implemented in part, with the critical role of civil society stakeholder support reflected in the recent anti-corruption summit (GPG, 2012b). It is however only through the evidence of real outcomes that we will know if these efforts are reaping success. Initiatives such as Crime Line and Lead SA are also focused on driving awareness, further supported by the Bill of Responsibilities. Corruption Watch's recent report on bribe-taking within the province argues that one out of two metro policemen in Johannesburg is soliciting bribes – despite the City's efforts at driving anti-corruption initiatives. It is important to note that there are frequently two parties in corruption, with those paying bribes negating the efforts and intentions of other city-region stakeholders.

The 2011 "Victims of crime survey" produced by Stats SA reflects further on corruption, highlighting the government sectors most likely to be targeted for corruption (with the most significant areas including transport – in the context of traffic fines – and policing). Survey findings also highlight the percentage of households who were asked by a government or public official to pay a bribe (in the form of money, a favour or a gift). The results are reflected below, in the context of provincial differences.

Graph 3.20: Percentage of households across each province, who were asked by a public or government official to pay a bribe – and bribe type (Stats SA, 2011b)



With Gauteng topping the ratings in terms of the percentage of households asked to pay a money-based bribe to a public official, there is clearly much work to be done. This area requires the collective effort of all within the GCR, for meaningful changes to emerge.

3.8 Concluding comments in respect of our current reality

This chapter has focused on providing an overview of the GCR's current reality. Elements included here will be elaborated on and investigated more fully as the envisaged public participation process unfolds, allowing for the establishment of an end plan that represents an integration of the insights, knowledge, understanding and dreams held by the GCR's stakeholders. As is evident from certain statistics, some information is not clearly accessible at the level of the city-region, although data on the province provides valuable insights and perspectives.

This serves as the foundation for our thoughts about the path ahead – with the questions framed in Chapter 4 intended to support a more targeted set of questions and inputs for public engagement, as we move to build a vision for the GCR, and a plan to support its achievement. The following chapter builds on the status quo provided here – in furthering the basis for discussion, engagement and the joint creation of a long-term plan for 2055.



CHAPTER 4

**2055 imagined: Laying a foundation
for future generations**

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2055 imagined: Laying a foundation for future generations

Building a GCR aligned to the hopes and aspirations reflected in the Freedom Charter will require focused effort, and the support of all who live and work in the city-region. If we are to realise our dreams for 2055, the starting point must be an honest reflection on our current reality and the challenges we face in the short, medium and long-term. Recognising this, the chapter that follows builds on the analysis of the GCR's status quo, as outlined in Chapter 3. It provides 'vision elements' on the desired end-state for 2055, in the context of each of the Gauteng 2055 conceptual framework's key themes. Also included is an overview of key questions that demand attention, if the end goals defined in relation to each theme are to be realised. These are included here for review and confirmation in terms of completeness, where they serve as:

- A check-point:
 - If we answer these questions, will we have addressed the critical areas we need to attend to, in planning for 2055?
 - Will the answers provide a sound basis for our plan?
 - Are there any critical questions missing?
- The basis for development of more targeted questions that are to be used in support of the various presentations and facilitated discussions that will form part of the stakeholder engagement process.

While thinking of a plan for the future, it is important to note that various role-players, including delivery agents across all three spheres of government, are already focusing on rolling out short and medium-term programmes of action. As a result, forward alignment is a key objective for the period ahead, following the formulation of the plan.

As noted, the section that follows provides theme-based input in respect of the following:

- Equitable growth;
- Social inclusivity and cohesion;
- Sustainable development and infrastructure; and
- Good governance.

4.1 Equitable growth

Overcoming the structural challenges that have deepened poverty and unemployment within South Africa is essential if we are to move towards a state of more equitable and inclusive growth. In targeting this objective, key priorities include driving a focus on ensuring more equitable ownership patterns across the economy – enabling more people within South Africa to share in the benefits and duties of economic leadership, while also promoting economic activities that support the creation of decent work for all. It is also essential that responsible business practices are encouraged, in support of environmental sustainability – while also addressing the significant development tasks ahead – and ensuring a holistic focus on the needs of all within the city-region.

Despite the significant contribution made by the GCR to South Africa's economic performance – reflected in a 42% contribution to the national economy in 2009 (GCRO, 2011b), and a 62.7% contribution to national trade in the same year (OECD, 2011), the benefits derived from this economic performance are not equitably shared by all. Long-term sustainability is hampered by a focus on maximised profit and short-term social and political imperatives, at times to the detriment of the environment. Aligning growth imperatives with the principles of inclusivity and environmental sustainability will require decisive and ethical leadership. The contribution of social partners will also be key in both identifying and realising new economic opportunities that are able to meet the desired objectives of inclusive employment, optimal resource management and growth.

Regardless of the approach taken, the GCR's strengths as an economic player in the regional and global economy must be harnessed to expand the pool of opportunities and widen the levels of active economic participation, thereby improving economic resilience in a context plagued by uncertainty. The objectives articulated in the pillars above necessitate the establishment of the GCR as a vibrant value-adding economic centre that draws and grows talent, resources and opportunities in which all can participate – while remaining environmentally sustainable. In a similar vein, the NDP calls for the achievement of decent work, sustainable livelihoods and full employment – recognising that this requires an expanded economy, and the reprioritisation and implementation of some hard choices.

Envisaging 2055: Sustainable shared growth, through participation by all

By 2055, the GCR is renowned as a thriving economic centre for the region, and the gateway to continental trade and improved regional supply chain integration. Equitable growth is a reality, generated through sustainable, value-adding economic activities across a diverse spread of sectors and geographical locations. This is realised through the support of a capable and motivated workforce, an efficient network of infrastructure and services, regional partnerships that optimise collective strengths and opportunity, and the implementation of innovative solutions that blend the ideals of the green knowledge economy and the potential of innovations and technology, with the vision of sustainable livelihoods and employment for all.

Facing our truths: Issues for exploration in relation to 'equitable growth'

Shifting to a form of growth that is more equitable in nature is not simply about the implementation of a new policy. There are a set of key issues that necessitate critical reflection – and in some cases, the implementation of hard choices. These are framed below as questions, to be used in various forms for further targeted stakeholder engagement and consideration, in the context of possible programmes of action.

Sectoral strategies and choices

The first key issue relates to the sectors we choose to invest in. Our mineral endowments form a resource base that is both a blessing and a curse. While benefiting from the trade in commodities, our nation has suffered the consequence faced by many mineral-exporting economies: slow diversification and sub-optimal gains given the limited focus on value-added goods and services, high levels of inequality, and high levels of risk and uncertainty in the face of cycles of commodity price booms and busts. The energy-intensive nature of the sector is also at odds with South Africa's commitments to a less carbon intensive economy (NPC, 2011a).

While much of the GCR's modern economy originated in the mines, which sectors should the city-region prioritise, given the simultaneous need to grow the economy and the number of decent jobs – while ensuring long-term sustainability?

In a similar vein, the GCR's comparative strengths in the business and financial services domain come with a challenge. While it is certainly a draw-card for FDI, the sector makes a lower relative contribution to jobs than others, when a comparison is made on the basis of percentage additional employment for each unit of GDP added (NPC, 2011a). Given the knowledge-intensive nature of the sector, it also holds limited scope for absorbing those who are less skilled.

How do we optimise our strengths in this sector in a way that spreads the gains and opportunities to other sectors, and to those who are less skilled?

Addressing the spatial economy

With the unequal distribution of economic activity across the city-region comes a difficult truth: employment opportunities are spatially located. As some sectors grow and others decline, the impact is felt geographically. This exacerbates a legacy of spatial disadvantage inherited from apartheid – that of unequal access to work opportunities. International evidence also indicates that economic ruptures, such as that seen in the 2008 global financial and economic crisis, often have the most catastrophic consequences in those areas developed for housing purposes only (i.e. areas where there is no local economy). While this may suggest that a strategy to spread economic activity is self-evident, South African and international experience with government-led

programmes aimed at promoting economic de-concentration has seldom been positive.

Should ailing economies be left to decline, with support directed instead to geographical areas with real growth potential – or should area-specific interventions be considered to bolster economies in need, and ensure a spatial spread of employment prospects?

Building economic resilience

Prior to the 2008 economic crisis, a consensus was beginning to emerge that the tools of macro-economic management had become so sophisticated that the business cycle itself could be beaten, and that the world was seeing the end of a history of eras of boom and bust. We now know that the prospect of linear, incremental and uninterrupted growth is not realistic, and that growth will be cyclical. It is more important than ever to have instruments to anticipate and manage inevitable downturns, and ensure that we can manage excessive consumption during periods of growth. In recognising the volatility of the world economy, the interrelated nature of global markets, and the simultaneous desire to grow South Africa's global economic presence, a set of questions arises.

How can the GCR grow its resilience to economic change and the potential threat of ongoing or repeated economic crises at a global level? What are the appropriate tools to give effect to counter-cyclical economic policies, especially at a sub-national level, where government has more limited fiscal and monetary powers?

Secondly, recognising that inclusive and equitable growth depends on skilled, economically active citizens, how should the GCR support identification and development of appropriate skill sets that support the needs of a future, undefined world of work?

Lastly, what role should the GCR play in driving particular economic sectors, given future uncertainty about competition from other emerging economies?

This issue, and these questions, are all the more relevant because the global economic crisis has unsettled taken-for-granted economic truths and certainties in ways that we could never have anticipated. The onset of the crisis seemed to confirm the long-held belief by Keynesian economists and left-leaning policy-makers that an expanded role for the state, and expansionary fiscal policies, were essential. Only massive debt-financed government buy-outs and injections seemed able to stabilise the world economy. But it has all too soon become clear that unmanageable sovereign debt, especially in Europe, with its history of generous subsidies and welfare safety nets, is equally a threat to economic stability. Against the grain of the new 'certainty' that an expansionary state is the condition for a resilient economy, governments are now being forced to drastically cut back spending in all areas. This raises the question:

Given all that has happened in the global economy over the last five years, and how the crisis continues to unfold (particularly in Europe), how should we design a new growth path built on new economic paradigms that do not trap us in the narrow ideological divides of the past - instead opening up space for more innovative government policies, and in turn, greater economic stability and resilience?

Competitiveness and the costs of equitable development

Unwinding the legacy of the apartheid state requires investment in previously neglected areas, services, amenities, and public transport systems needed to connect distantly placed settlements with economic centres. With ongoing efforts to improve living standards and address spatial and race-related inequities across the GCR being non-negotiable, the city-region faces a dilemma. As reflected in the NDP and plans before it, focus is placed on the establishment of a more competitive business environment. Yet, in general terms, because amenities and infrastructures must always be paid for by someone, the costs of development ripple across societies and economies, to be experienced by households as an increase in living costs, and by businesses as an increase in tax obligations and wage demands.

How can all members of the GCR play a part, together, in growing our long-term economic potential of the region, while promoting equitable development?

What forms of joint action can be used to grow economic competitiveness, while simultaneously building the type of society in which all can partake and feel proud?

Where the ANC's discussion paper calls for: "[d]emocratizing ownership and control of the economy by empowering the historically oppressed, Africans and the working class in particular, to play a leading role in decision-making" (2012, p.3), it must be asked if our current economic approach will lead to this envisaged future.

What long-term strategies will shift the concentration of business from the hands of the few, to ensure greater equity, in a context where economic ownership is mostly concentrated in networks that benefit those who are connected?

Embedding sustainability through the economy

There is currently a lot of emphasis on the ideal of a green economy. All across the world, the explosion of concern over environmental challenges is giving birth to new kinds of industry. There is a sense of clear economic potential and gains to be made in supporting firms that are spearheading innovation (e.g. in areas ranging from renewable energy systems to more efficient manufacturing processes). But a green economy does not only mean growing selected businesses that have been identified as producing green goods and services. Green growth means becoming acutely conscious of the fact that much of our economic growth is dependent on activities that create long-term environmental costs and risks that we are simply failing to manage. The current concern with AMD is only one example of this challenge. It has been said that if the full costs of mining, including the long-term marginal costs associated with properly mitigating the effects of land and water pollution, were included on the balance sheet, no mine would be profitable at current commodity prices. We have historically made this sector profitable by externalizing its costs to future generations. Unfortunately, that generation is us. However, what goes for mining goes for the economy as a whole. We have never been fastidious about factoring into the costs of production any of the long-term environmental damages and risks caused by productive activities, with those decisions coming back to haunt us as real economic costs. Of course, this is a world-wide problem. But it is a particular curse of resource-based economies like ours.

If our economy is to grow over the long term, we need to become more sustainable. What types of changes will be required in every business, and in the way that the economy as a whole deals with externalities, for a 'greener economy' to be more than just a slogan?

Progressive realisation of decent work, as a key socioeconomic right

A key policy priority is the goal of 'decent work'. An integral part of the struggle for liberation in South Africa was the struggle for the emancipation of labour from regressive and repressive workplace practices. However, the fundamental right to decent work is like other rights in South Africa's socio-economic rights jurisprudence, where the overriding principle is one of progressive realization. Decent work may not be an immediately claimable and realizable right, given our current circumstances of high structural unemployment, where millions are unable to find work – many of whom have never worked before, or have given up on the search for work, in extreme discouragement.

In this difficult situation, how do we define and develop clear policies to sustain an approach to decent work that, as with other socio-economic rights embedded in the Constitution, pursues its progressive realisation over time?

Optimising the potential contributions of all

The GCR is a victim of its own success – attracting an ever-increasing pool of economic migrants who contribute in various ways to economic growth, while simultaneously depending on an already limited natural resource base, and swelling the numbers of those in informal settlements and those external to the formal economy. The Freedom Charter dreamt of a society where all "...shall have equal rights to trade where they choose, to manufacture and to enter all trades, crafts and professions" (1955b). Recognising that in-migration is both a challenge and an opportunity, the following must be asked:

How best can we ensure that the skills held by these members of our society are optimised? How do we build an understanding of the benefits their contributions and efforts could make, for all living within the GCR?

In which ways should we support the informal economy, entrepreneurs and SMMEs, in the light of both the vision reflected in the Freedom Charter – and their potential for supporting employment, greater resilience and ongoing equitable growth?

4.2 Social inclusivity and cohesion

What would the GCR of 2055 look like if it was socially inclusive? In addressing this question, consideration needs to be given to our status quo – as outlined in Chapter 3 – recognising that:

- There are still deep fractures and divisions in our society, with many communities spatially divided along racial lines – with these divisions aligned to those engineered by the apartheid state;
- The opportunity to live in a safe, clean, healthy and secure environment is directly related to each person's income level and social capital;
- Many families suffer the consequences of intergenerational poverty, social exclusion and the cumulative stress of multiple deprivations – exacerbated by the lack of access to critical resources, meaningful social capital and learnt coping mechanisms;
- There are, in many areas, low levels of civic engagement, where the latter is critical in aiding transformation and in creating a sense of shared ownership and pride; and
- It is incumbent on all within the city-region to make a change, for others and themselves, to ensure well-being for everyone.

Envisaging 2055: An inclusive GCR – a fertile ground for collective potential

In 2055, we are a society of individuals, households and communities, filled with a sense of 'belonging', and unburdened by apartheid's divisions. A society in which there is equitable and affordable access to foundational needs such as quality health care, education, housing, a safe, healthy environment and reasonable opportunities for employment – allowing for the progressive realisation of socioeconomic rights for all. A city-region in which the diversity of arts, culture and heritage is fully celebrated – and where social cohesion is allowed to flourish amongst all, regardless of race, age, gender, class, disability, language, religion, sexual orientation, educational level, geographic location, or country of origin. A society in which stories of intergenerational poverty and social exclusion exist in historical accounts alone; where all individuals, families and sectors of society can grow, exercise choice and partake in the development of a thriving GCR – thereby realising their full potential.

Facing our truths: Issues for exploration in relation to 'social inclusivity and cohesion'

As with the area of 'equitable growth', the achievement of objectives defined in relation to the ideal of 'social inclusivity and cohesion' requires critical reflection amongst all stakeholders. Key questions noted as aiding the identification of areas for reflection within the public participation campaign that the GPG intends to roll out are addressed below.

Optimising the potential contributions of all

If we truly aspire to be a society without divisions, where barriers are broken down and greater integration emerges between groups previously separated by 'difference' (whether language, race, class, gender or some other distinguishing factor), two critical issues require focus. The first relates to the truth that racism is a deeply intractable and stubborn feature of the South African landscape. Despite the official end of legislated racial discrimination, racism continues to persist as an indicator of life chances and access to opportunities amongst 'Gautengers', and indeed, amongst all South Africans. Ideas of racial difference and separation are still strong. For example, controversial debates about the fate of racial minorities continue to sow divisions amongst all South Africans. The second issue relates to the fact that apartheid's legacy continues through extreme spatial dislocation amongst those within the GCR, and the broader South Africa. Some live in gated communities in wealthier suburbs, while others live in the apartheid-allocated housing, or shacks and informal settlements, with these representing the only real options open to the poor. Some choose to remain within the communities designated to them by apartheid, amongst those communities with which they are familiar. Social integration is not possible in the face of such rigid and inequitable spatial patterns.

How do we reverse this? And how do we encourage integration and mixing, even as we respect the right of all to freedom of association?

What actions should we take as we move towards 2055, if we hope to establish a GCR in which all will feel fully and equally welcome, appreciated and supported – a society that has moved past a focus on ‘difference’ of all forms?

Sustainable growth of human potential

Our sustainability depends on the opportunities available for all within the GCR to reach their potential, thereby allowing for the achievement of the virtuous cycle reflected on within the NDP. Our view of an optimal future includes economic growth, a sustainable and liveable environment, a solid base of skills, and through this, employment opportunities for all. Community members fortunate enough to live within functioning, well-established communities gain strength through access to collective resources, experience, relationships and opportunities – e.g. the chance to access a decent education, work opportunities that encourage personal growth and financial sustainability; or community partnerships and activities that encourage confidence and self-understanding. Yet it takes a certain level of development for any community to establish a meaningful resource base.

For those communities without socio-economic, emotional or physical resources, and therefore without resilience, how can these forms of collective access be grown, so that cumulative benefits can be realised?

How do we balance the desire to ensure all are able to reach their full potential through the achievement of those freedoms and priorities defined in the Freedom Charter, with the reality of limited resources and a growing population?

Human development is fundamentally tied to each individual’s drive for self-improvement – and the collective understanding that Ubuntu depends on the concept of ‘community’. How is self-reliance and collective responsibility best ‘grown’?

Promoting understanding, tolerance and collective strength

Xenophobia and other forms of tension between different stakeholder groupings within the GCR threatens development objectives, socioeconomic growth and investment, through destroying rather than building social capital and trust. Many vulnerable groups in society continue to be marginalised and hence suffer discrimination, the risk of their needs being unmet and potential exclusion from mainstream society. Women, children, the disabled, illegal and legal immigrants, gays, lesbians, transgendered and intersex persons, the homeless and those with mental health problems represent just some examples of those pushed to the fringes of society. It is essential for the long-term peace, security and harmony of our future that we ensure that the needs of such vulnerable groups are addressed.

How do we ensure we are building a society where certain groups of people are not relegated to the outermost edge, on the basis of their difference?

How do we encourage social cohesion and understanding? How do we address the structural issues in society that produce xenophobia, discrimination and hate crimes?

Addressing access and safety

Children and youth from disadvantaged backgrounds face an uncertain and an increasingly precarious future in the GCR. They are increasingly the target of violence, rape, sexual crimes, and other forms of abuse or neglect. Gender differences continue to prevail in the experiences of safety and access to opportunity. Likewise, despite an impressive tranche of legislation, practice guidelines and efforts in respect of people living with disabilities, infrastructure development and many areas of social engagement are not planned for with consideration of accessibility to this community.

How do we ensure that such children and youth receive opportunities and access to services and resources that will allow their full promise to be realised?

What kinds of policy interventions are appropriate responses to the increasing marginalisation of children and youth?

How do we make our public spaces safer and more accessible for women, youth, children and the disabled?

4.3 Sustainable development and infrastructure

South Africans have faced the unenviable task of dismantling a system that, at its core, focused on entrenching inequality. While 18 years have passed since the start of democratic reforms, the magnitude of 'separate-ness' is still evident in our built environment – across human settlements, social and economic infrastructure – and in the access to and state of our natural resources.

As outlined in Chapter 3, the GCR faces many spatial inequities, represented in a sprawling urban form across which opportunities vary significantly. It faces an equally complex challenge: the volume of resources needed to address existing imbalances, and the ever-increasing demand for goods and services arising from a growing economy and an ever-increasing population. The achievement of sustainable development is viewed as dependent on the establishment of products, services and solutions that are less resource-intensive, and ultimately, resource-replenishing. In addition, it is premised on the assumption that all economically active members of the workforce will participate fully in this economy, thereby growing the resources for development. The latter calls for networks of affordable infrastructure and services, with a parallel focus on localised economic activities – thereby enabling easy, inexpensive access to employment opportunities.

Envisaging 2055: A secure natural environment, harnessed through a seamless, resource-replenishing network of accessible infrastructure and opportunities

In 2055, the GCR finds its place amongst global city-regions as a liveable, well-designed and connected territory, powered by alternative energy sources and supported by a seamless network of accessible, affordable infrastructure, designed to promote human development and wellbeing, economic activity and the growth and maintenance of integrated human settlements. Developments support the aspirations of all who visit, work or reside within the boundaries of the GCR. Sustainable practices, the prioritisation of environmental management, recovery, replenishment and resource-wise decisions, a focus on inclusivity, and the ongoing management of the spatial form all serve to grow the long-term future of our society and the economy that powers it. Our people live in healthy, safe spaces – supported by the nutrients for human growth, prosperity and dignity: affordable, accessible and equitable green spaces; recreational facilities, schools; clinics; shops; places of celebration and worship; places to gather; opportunities for work; networks for transit, ICT and economic infrastructure; heritage sites; and spaces in which collective creativities and dreams can be harnessed.

Facing our truths: Issues for exploration in relation to 'sustainable development and infrastructure'

Recognising that the area of 'sustainable development and infrastructure' requires a holistic focus by all role-players within the GCR on issues of the natural and built environment – and the potential it holds for our future – a set of considerations emerge.

Sustainable development in the context of immediate priorities

A long path of infrastructure development lies ahead if we are to address the significant backlog in infrastructure development that still disadvantages many black communities hoping to build a different future for themselves and their families. But ongoing development must be considered in the context of environmental conservation and resource scarcity: the pressures placed on water supply and quality, air quality, the stability of our ecosystems, and the carbon-intensive nature of our technology and practices. South Africa's socio-economic and political context and existing levels of deprivation reinforce the drive for visible infrastructure development based on quick delivery and rapid success. Yet this is further impacted by the fact that so many infrastructure decisions are long-term in nature, requiring the support and effort of administrators and politicians across electoral terms. Policy changes, short-term budget considerations and the desire to grow voter numbers have the potential to side-track long-term development needs and the continued focus on sustainability. It is also noted that certain infrastructure and environmental challenges demand immediate resolution and action, to avert long-term crises and negative

outcomes that may necessitate more costly solutions. Yet the threats presented by environmental hazards may not be fully visible to all, even as they threaten the long-term sustainability of our region (a reality that faces us in the context of AMD).

How do we promote sustainable development, within the context of immediate infrastructure needs, extensive backlogs, and the sense of urgency experienced by those 'without'?

And how do we ensure timeous action and the appropriate dedication of resources to urgent environmental and infrastructure issues impacting our long-term survival – where this may delay the delivery of other goods and services to those in need?

Addressing the GCR's spatial and infrastructure form, and the role of innovation

Dreams of liveable, vibrant human settlements for all, supported by ideal amenities, goods, services, infrastructure networks and opportunity are hampered by our current reality. The GCR is a polycentric region, with dispersed communities and economic centres separated by sizeable distances. There is a need to ensure appropriate development that supports the vision of a sustainable future – with a reflection of this need in both the spatial form of the GCR and its supporting networks of infrastructure.

Do we physically reshape our spatial reality when it is so at odds with the ideal of integrated, compact human settlements – or do we accept and work with our current spatial form?

What tools and incentives can be used to take people to jobs, at the same time as taking jobs to people?

What mechanisms and experience should we apply from other global cities, given increasing applications of innovation and the growth in smart, environmentally sustainable, resource-renewing infrastructure networks, with long-term relevance?

Sustainable, liveable settlements for all

There are increasing dangers associated with placing infrastructure in unsuitable locations such as areas affected by AMD, poor air and water quality, climate change and its impact on the environment, and, in the face of limited options for affordable housing, the location of poor settlements on dolomitic land, flood plains and polluted ground. These realities increase the vulnerability of already-disadvantaged communities to future disaster. They further serve in increasing environmental degradation, with quick fixes frequently leading to further long-term deprivation of ecological systems.

How should we address the unmet needs of all communities, including those residing in informal settlements, to ensure all are able to experience the benefit of liveable environments?

What infrastructure choices should we be making, when resource renewal is a clear priority?

Financial mechanisms and tools for delivery

Our future is tied to the financial state of municipalities, which in turn require sufficient funds to carry out those activities that support and enable economic growth, including – amongst others: the development and maintenance of a sound road infrastructure; the provision of water, electricity and waste management services; land zoning; environmental management and the enforcement of by-laws.

With local government's dependency on unsustainable forms of financing, and in many cases, resource-intensive infrastructure and technologies, what existing and new approaches can be used to ensure greater sustainability?

What lessons can we draw from incentives used by other developing cities in their efforts to drive sustainable development and equitable growth?

Do we need a different type of citizen?

A sustainable environment and the longevity of our infrastructural investments depends on us all. If we are to

ensure ongoing access to our natural inheritance for future generations, behavioural change is essential. It is only through our combined efforts that the long-term value of infrastructural investments will be optimised and resources conserved. But for those who live from day to day, thinking of the future and the impact of their choices on our collective survival is an understandably low priority.

What type of GCR do we want to leave to our children?

How can we build and all play a role in delivering on a shared vision of a sustainable future, in a way that impacts on the daily behaviour of each of us, within our homes, places of work and public spaces?

What policy and incentive options are required to improve resource use efficiency?

Regional solutions

The GCR is located within a region and a continent with varied resources, strengths, capabilities and challenges. In the context of climate change, and increasing resource constraints, ours is the only continent that is witnessing an increasing rate of population growth in the future:

What problems and development needs will best be addressed regionally?

How do we drive behaviour that prevents a continental 'tragedy of the commons' – instead optimising a collective vision, particularly in the context of infrastructure investment projects across the continent that threaten to deplete resources?

4.4 Good governance

We have grown a democracy in which all should feel pride. The Freedom Charter's call for a democratic state, in which "every man and woman shall have the right to vote for and to stand as a candidate for all bodies which make laws" is a reality. Yet good governance is about so much more.

All members in the GCR – including citizens, civil society, the state and those who serve within it, are key in driving governance and keeping formal and informal leaders honest. As outlined in Chapter 3, there are however various challenges to good governance, including:

- In the context of 'government', varied experiences of success in relation to public participation programmes – and in many cases, a limited understanding amongst citizens of how, exactly, to hold the state to account;
- Varying capability levels across those in government tasked with delivery;
- The lack of a common governance arrangement, structure or process through which to identify and address priorities at the level of the GCR, while ensuring ongoing focus on integrated and coordinated regional delivery;
- The proliferation of various role-players across the GCR performing leadership and delivery roles that frequently result in areas of regional conflicts, contradictions and diminished returns – in the context of disparate visions and priorities; and
- The damaging effects of corruption across all sectors and societies within the GCR – undermining legitimacy and delivery, while reducing the trust that social partnerships depend on; and
- In some cases, for those excluded as a consequence of discrimination linked to age, race, gender, disability, country of origin, class or other factors, the mechanisms through which leaders would traditionally be held to account are hampered. This may be due to various triggers: feelings of vulnerability; being silenced; feeling unwelcome to participate as full members of society; being unable to voice dreams for a possible future within the GCR.

Envisaging 2055: A well-governed GCR, grown through active citizens, an engaged and empowered civil society and accountable, dedicated leaders

In 2055, the concept of the GCR is a reality. The collective dream of a truly global, vibrant, liveable city-region has been realised through the commitment of an accountable, capable developmental state, an empowered civil society and involved citizens – excited by a shared vision for the GCR. All people within the region are consulted, involved and heard – taking their rightful place as full members of the GCR community. Governance arrangements allow for unambiguous, efficient, effective and transparent actions by all within the GCR – leaving room only for honesty and the responsible execution of duties.

Facing our truths: Issues for exploration in relation to 'good governance'

The institutional arrangements, relationships, forms of leadership and governance mechanisms across all role-players within society will require careful thought, for delivery in the closely linked ideals of equitable growth, social inclusivity and cohesion, and sustainable development and infrastructure. Key issues for honest debate are reflected on below.

A people's vision

As noted in relation to the challenges of long-term infrastructure development, elective democracy comes with an inherent conflict: the desire to make a long-term difference, and the drive to deliver in the short-term, in the interests of an additional term of office. Many developmental objectives will only be realised through the establishment of a shared long-term vision, and steadfast, focused delivery – beyond the timeframes associated with political terms. In the context of a corruption scourge, we acknowledge that a lack of action will also prevent the realisation of the type of society many who enter the GCR hope for – with the risk of ever diminishing resources and declining equitable and inclusive growth.

Addressing the above requires true citizen and civil society engagement. Meaningful public participation hinges on the active involvement of all citizens and members of civil society in building a shared vision and achieving a collaborative solution. This is seldom seen at present: public participation is frequently not meaningful and the solutions often do not arise from a collaboration of stakeholders, but are instead driven by other agendas. While citizens may voice their dissatisfaction with poor delivery through their mark on the ballot paper, many experience a lack of fundamental resources, tools and know-how required to hold leaders accountable, in cases of non-delivery. Civil servants frequently feel unable to play their own part in driving accountability or countering corruption. In our efforts to ensure sound reporting and oversight across all spheres of government, we have created public participation and governance mechanisms that are frequently bureaucratic in nature – with the attendant risk that these processes are informed by compliance requirements, and result in limited changes to draft plans and programmes of action. The notion exists of accountability as an ideal delivered through public forums, where people come forward to participate and engage with government employees and leaders. Instead, accountability may be more evident when a ready, accessible state makes itself available for the people it serves, regardless of where they may be – and engages people on what matters to them, acting on input rather than presenting confirmed areas of delivery. Accountability also depends, critically, on each of us.

What conditions and environment do we need to create together – to grow an active involved citizenry?

What is the role of the state in growing an ideal GCR? What is the role of citizens and all other role-players within civil society? And what type of civil servant do we need?

What processes of public engagement and participation are best suited to meeting the responsibilities of demand-based development – ensuring true accountability and responsiveness to the needs of those within the borders of the GCR?

What processes, systems and educational activities should be rolled out to support and enable us all in holding each other accountable?

How do we achieve 0% corruption by 2055?

Addressing regional governance: structures, processes, forums, behaviour – for all?

The risk exists that, without a more formalised governance arrangement, all role-players (be they state, community, private sector or citizen) will define long-term priorities and visions independently of any regional perspective. The collective strength of all parties will not be used to address and build regional areas of competitiveness. Roles may be confused, resources may be sub-optimally used, and the true potential of the GCR will remain unrealised. 2055 is also far away. Do we really know what our needs and the needs of our communities will be in respect of 'good governance'?

What governance structures, processes or forums should be put in place to establish a common set of guiding principles for the GCR – and to support the realisation of its potential?

What forms will these take, if the goal of aligned and coordinated regional development is to be met, alongside the need for areas of cooperative differentiation (where unique areas of differentiation are recognised and accepted)?

Should GCR integration and co-operation take a soft form – or a more defined form (i.e. a set regional structure)?

How do we ensure our governance systems and capabilities adapt to meet the needs of a changing GCR and shifting constituents?

Growing involvement and participation by all – regardless of place of origin or other forms of difference

The right of all to participate fully in the future vision of the city-region, regardless of their background, home language, gender, race or any other differentiating factor, is embedded within the Freedom Charter, and our Constitutional democracy. In the context of significant levels of inequality and unemployment, and a population constituted of diverse people from varied backgrounds, countries and belief systems, the scourge of xenophobia and violence has emerged. This limits any opportunities this diversity may bring – and prevents all who live within the city-region from being fully-fledged participants in growing the future vision.

How do we engage with xenophobia? And how do we shift all forms of discrimination based on difference, to build a shared ownership of the region's future?

How do we best empower all to participate in building the GCR, regardless of whether they call another location 'home' (be it within a former 'homeland' or a neighbouring state)?

Growing different types of partnership

With a delivery agenda driven by backlogs, inequalities, and a parallel desire to grow the economy, build the skills, develop people and ensure the creation of a sustainable, liveable environment, how do we deal with the challenges of state capacity?

What innovative mechanisms, partnerships and processes would best bolster delivery capacity, so that the concept of a thriving GCR reaches its full potential?

How do we change perceptions held of the state's role - from the view that the state should deliver as 'sole delivery agent', to a more nuanced view of the state as 'facilitator'?

4.5 Concluding comments

Included within the Gauteng 2055 discussion document is an overview of the GCR, our current reality – and the critical considerations we need to debate, together, as we move towards the 2055 of our dreams. These considerations or questions have been framed within the context of a proposed Gauteng 2055 conceptual framework – a sense-making tool that presents the overarching vision we aim to realise for the GCR of 2055, together with the underlying ideals viewed as critical for the realisation of this vision. Each of the areas addressed in this chapter represent part of an integrated puzzle – an overview of steps to be taken, if we are to build a liveable, inclusive GCR. In taking the process forward, the ideas and issues flagged here will serve as preparation for the discussions and debates the GPC aims to facilitate with all stakeholder groups – as part of an intensive public participation process. Ideas and insights emerging from this process will be woven into a vision of, and plan for the GCR of 2055 – articulated through the combined wisdoms of all participants. The growth path to 2055 will be formulated with due consideration of the collective objectives of all within the GCR in relation to the ideals of equitable growth, social inclusivity and cohesion, sustainable development and infrastructure needs, and the promotion of good governance.

In the words of the Premier during the 2012 State of the Province Address: “Determining the future ... is everybody’s business” (GPG, 2012a). It is only through the collective action and engagement of all that a vision for the GCR of 2055 will emerge, in which we can all believe, and behind which we can all rally. We look forward to the contributions of all the GCR’s stakeholders, and call on each of you to engage, debate, provide input and ideas, and to be part of this future city-region, as we plan for and create generational change, for our children and our children’s children.

ENDNOTES

Chapter 1

- ¹ Percentage literacy for those of 15 years and older
- ² For example, growing the GCR's offerings as a critical freight and logistics hub will enable Durban to perform its role as our nation's critical international seaport, more optimally.
- ³ Available at <http://www.quantec.co.za>

Chapter 3

- ⁴ Based on the AfriGIS/Matrix Marketing's BizCount 2010 database of companies (GCRO, 2011d)
- ⁵ One dot equates to 100 people receiving grants.
- ⁶ Measured by "% of households that are child headed"
- ⁷ Also known as particle pollution, with finer and more concentrated volumes of particles per cubic micrometres directly associated with increased health risks.
- ⁸ Blue polygons indicate cultivation in agricultural tunnels – with the outline colours indicating the relevant type of agriculture applicable (GCRO, 2012d).
- ⁹ Data here has been drawn from the Gauteng Department of Agriculture and Rural Development's (GDARD's) Agricultural Census of 2009, which made use of geo-referenced, field-level data of high-value livestock and crops in the province, wherever access was possible.
- ¹⁰ With many of these inputs also viewed as increasingly expensive and unpredictable.
- ¹¹ Defined as "the proportion of household budget spent on transport" (OECD, 2011, p.22).
- ¹² The other regional water service organisation is East Rand Water Care Company (ERWAT).
- ¹³ These are constituted of MECs from the province, and Members of the Mayoral Committee (MMC) from each of the province's respective municipalities.

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ACRONYMS AND ABBREVIATIONS

AMD	acid mine drainage
ANC	African National Congress
AU	African Union
BRICS	Brazil, Russia, India, China and South Africa
BRT	Bus Rapid Transit
CBO	Community based organisation
CoJ	City of Johannesburg
DBE	Department of Basic Education
DEA	Department of Environmental Affairs
DEAT	Department of Environmental Affairs and Tourism
DED	Gauteng Department of Economic Development
DLGH	Gauteng Department of Local Government and Housing
DRPT	Gauteng Department of Roads and Public Transport
EDD	Economic Development Department
EMM	Ekurhuleni Metropolitan Municipality
ERWAT	East Rand Water Care Company
FDI	Foreign Direct Investment
FTE	Full Time Equivalent
GAC	Gauteng Advisory Council
GCR	Gauteng City-Region
GCRO	Gauteng City-Region Observatory
GDARD	Gauteng Department of Agriculture and Rural Development
GDF	Gauteng Department of Finance
GDP	Gross Domestic Product
GDP-R	GDP-Regional
GDS	Growth and Development Strategy
GEDA	Gauteng Economic Development Agency
GEGDS	Gauteng Employment, Growth and Development Strategy
GEM	Global Entrepreneurship Monitor
GHG	Green House Gas
GHS	General Household Survey
GPC	Gauteng Planning Commission
GPG	Gauteng Provincial Government
GTI	GeoTerralimage
HEI	Higher Education Institution
ICT	Information and Communication Technology
IDP	Integrated Development Plan
IISD	International Institute for Sustainable Development
IGR	Intergovernmental Relations
IoD	Institute of Directors
IRP2	Integrated Resource Plan 2
MEC	Member of the Executive Council
Metro	Metropolitan municipality

MMC	Member of the Mayoral Committee
NDP	National Development Plan
NGO	Non-governmental organisation
NGP	New Growth Path
NPC	National Planning Commission
OECD	Organisation for Economic Co-operation and Development
PERO	Provincial Economic Review and Outlook
PET	Polythelene Terephthalate
PETCO	Polythelene Terephthalate Plastic Recycling
PM	Particulate matter
PWD	People with disabilities
QoL	Quality of Life
R&D	Research and Development
RDP	Reconstruction and Development Programme
SADC	Southern African Development Community
SAICA	South African Institute of Chartered Accountants
SERO	Socio-Economic Review and Outlook
SMME	Small Medium and Micro Enterprise
Stats SA	Statistics South Africa
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNPAN	United Nations Committee of Experts on Public Administration
WHO	World Health Organisation

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