

A promising  
**future**



Chapter

1

Introduction and overview

The Joburg 2040 GDS is an aspirational strategy that defines the type of society the city aspires to achieve, by 2040.

#### 1.1 GDS 2040 in context

The City of Johannesburg developed its first Growth and Development Strategy (GDS) in 2006, as a long-term strategy – an articulation of Johannesburg’s future development path. At the time, there were numerous strategies, including, amongst others: ‘Joburg 2030’, the Human Development Strategy (HDS), the Integrated Transport Plan and the City Safety Strategy. Each addressed a different angle of the city’s development. The GDS provided the opportunity to consolidate all of these into a single cross-City strategy. It also served as the conceptual foundation for the five-year Integrated Development Plan (IDP).

The 2006-2011 term of office represented the first time that the City developed its long-term GDS in conjunction with its medium-term IDP, through a single process. South African municipalities are legally obligated to develop medium-term IDPs<sup>1</sup> and aligned annual business plans and budgets<sup>2</sup>. The IDP serves as a tool for incremental five-year planning (supported by annual revisions), thereby facilitating achievement of long-term goals through medium-term delivery, while individual departmental business plans support detailed operational planning for the financial year ahead, through the expression of deliverables per department. Establishing either of these without a long-term perspective, such as that expressed within the GDS, could jeopardise delivery against far-reaching developmental goals. The GDS therefore frames the IDP, charting long-term ambitions, strategies and overarching decisions relating to prioritised areas of focus.

<sup>1</sup> As stipulated by the Municipal Systems Act (MSA).

<sup>2</sup> As stipulated by the Municipal Finance Management Act (MFMA).





The 2006 GDS specified the need for a five-yearly review of the long-term strategy, allowing for evaluation of progress against goals – and reframing of objectives and priorities as necessary – in the context of new challenges and opportunities. The period between 2006 and 2011 has seen significant socio-economic and political changes, both locally and in the global arena. Examples include the 2008 financial downturn, South Africa's incorporation into the BRICS bloc of developing economies, the introduction of the New Growth Path, the establishment of the National Planning Commission (NPC), the formulation of the Gauteng Employment, Growth and Development Strategy (GEGDS) 2009-2014, and the creation of a new Department of Human Settlements (DHS). A review of the 2006 GDS was therefore initiated with the new 2011-2016 term of office, resulting in a refined 'Joburg 2040 GDS' that sets its sights on a desired Johannesburg of the future – a Johannesburg in which all will aspire to live and work.

In undertaking the review, the City of Johannesburg committed itself to an intensive process of engagement with a variety of stakeholders, including, importantly, the citizens who live and work here. This document represents the outcome of the review process. It aims to provide a viable and inspiring future strategy in which all can believe, and in which all must play a part, if we are to fulfil the hopes and dreams contained here-in.

## 1.2 City strategies in the context of a rapidly changing reality

Successful global cities such as Beijing have been carrying out long-term planning for centuries, with modern planning reflected within defined city strategies. These serve to define a chosen development path, providing a foundation for:

- Pragmatically confronting complex challenges and defining long-term strategic choices;
- Framing medium-term operational plans;
- Allowing for the timeous conceptualisation and initiation of projects that require extensive lead times and long-term development;
- Linking long-term citywide outcomes with operational outputs; and
- Stimulating public interest in and action towards agreed and commonly held future outcomes.

Worldwide, cities are confronted by an ever-increasing complexity of challenges. With the future of cities becoming more unpredictable and uncertain, the development paradigm in relation to cities has changed. In this context, city strategies must navigate the uncomfortable tension between defining a chosen development growth path, and accommodating uncertainty. The current context reinforces the notion that city development is not a linear process – and that change itself is never linear. As such, it is important to develop an open ended and holistic city strategy that provides a 'rough consensus' of strategic choices, to guide future development. Strategies of this nature can then meaningfully inform a range of long-term strategic plans and programmes. As an illustration of the changing paradigm in cities, some of the contributors to uncertainty include:

- *Increasing migration – a shifting population:* While a global phenomenon, South Africa – and Johannesburg in particular – continues to attract migrants seeking economic opportunity, access to services, political asylum and refuge. The pace and scale of migration between and within provinces, rural areas, towns and cities is complex, with significant movement between secondary towns and primary cities, between homes in rural areas and places of work in the city, and between the urban core and its peripheries. Migration brings cultural, political and social plurality, creating opportunities and challenges as migrants articulate diverse ways of being in the city, with more people attempting to access an already-stretched resource pool. As Johannesburg becomes even more multi-cultural, building social cohesion and creating spaces that allow for multiple expressions of this rich diversity is an ongoing priority for urban governance role players.
- *Globalisation:* There are benefits and risks associated with an interconnected world. Cities serve as engine rooms of regional and national economies, while also operating as connective nodes through which global capital circulates. This interconnectedness simultaneously promotes growth and opportunity, while making cities vulnerable to global change. The global financial system connects through multiple and complex credit systems that do not adhere to national and regional boundaries. Financial risk and contagions spread quickly through this interconnected system.



Building an environment for sustained and sustainable economic growth requires resilience, to weather unexpected storms in a global setting that is prone to the rapid onset of recession.

- *Climate change:* Climate change is driving widespread temperature increases across the globe, with shifts in the global weather system creating conditions for high temperature variability and unpredictability. As a direct consequence, extreme weather events have been increasing in scale, frequency and intensity. Globally, weather related disasters claimed 15 000 lives in 2009 and led to economic losses of close to USD 62 billion. Between 1980 and 2004, the global insurance industry paid out roughly USD 374 billion in insured property losses related to natural disasters. Insured weather related losses increased 17-fold between the 1960s and 1990s, outstripping increases in Gross Domestic Product (GDP), population or premiums (Timm 2010). The impact of climate change will challenge the adaptive capacity and resilience of cities especially with respect to city infrastructure systems.
- *Natural resource scarcity:* Increased resource exploitation, pollution and waste production have resulted in multi-dimensional social, political, economic and environmental difficulties. A consequence of this has been amongst others the recent escalation in global food prices. The food price is the clearest indicator of the current natural resource scarcity. Food prices escalated to record high levels in June 2008, prompting massive riots and even death in Haiti and Egypt (BBC 2011). These changes do not bode well for cities whose populations are dependent on a globalised food supply system that is under threat as a direct result of resource exploitation. Furthermore, these food and resource price increments are likely to represent a permanent structural shift upwards in global inflation, serving to further erode incomes worldwide (du Toit 2011). Pollution of the environment has dire consequences for health and new strains of diseases that enter into the food system.
- *Technological innovation:* Technological innovation is driving fast, unexpected and unpredictable changes in society, the economy, politics and nature. Knowledge and information are at the centre

of this change, as new modes of production and consumption transform the old way of doing business. Cities are driving this new revolution in information, communication and technologies, and therefore hold a responsibility to ensure effective technology transfer to the rest of the economy.

- *Inequality*: Inequality often manifests itself within cities. Growing inequality represents a major challenge to the social and economic sustainability of cities. Continued inequalities have led to the establishment of the Millennium Development Goals (MDGs), which focus on a number of objectives: eradicating extreme poverty and hunger; achieving universal primary education; promoting gender equality and empowering women; reducing child mortality; improving maternal health: combatting HIV/AIDS, malaria and other diseases; ensuring environmental sustainability; developing a Global Partnership for Development (UNDP 2011). Despite significant focus, achievement of these MDGs is still out of reach for many cities. The continued global financial downturn will have significant repercussions on the levels of progress made in achieving the MDGs. Inequality in cities tends to be exacerbated further by spatial disparities, whereby individuals residing in less affluent areas have to travel great distances to get to centres of economic activity.

Migration, globalisation, climate change, natural resource scarcity, technological innovation and inequality are just some of the major drivers of uncertainty. These drivers of uncertainty are hard to plan for and equally hard to predict. To add to this uncertainty, ‘Black Swan’ events (Taleb 2007) – large, unexpected events that are difficult to anticipate – and that hold significant impact (e.g. 11 September 2001; the rise of the Internet) – increasingly affect cities worldwide. The changing paradigm means that the City of Johannesburg has no choice but to embrace uncertainty. To cope with these drivers of change, the City must build its adaptive capacity, ensuring it is more resilient to change and more adept at seizing opportunities as they arise.

Amidst the growing future uncertainty, the City must continue to focus on the important 2006 GDS principles that seek to transform the unjust Apartheid City of the past into a just, equitable, multi-cultural, multi-racial city of the future. The City cannot allow current challenges to derail the tremendous progress made in tackling poverty and overcoming the legacy of Apartheid.

### 1.3 What is the Joburg 2040 GDS?

The Joburg 2040 GDS is an aspirational strategy that defines the type of society the city aspires to achieve, by 2040. The strategy restates the City’s resolve in confronting the past injustices created during Apartheid, working towards a democratic, non-racial, non-sexist and just City while simultaneously confronting present and future challenges as they emerge. Therefore, it contains:

- A vision and mission – which serves as a mental picture of Joburg, the city, by 2040;
- Principles – the values held by the City, as first articulated in the 2006 GDS;
- Outcomes – what the City seeks to achieve by 2040;
- Long-term outputs – the deliverables through which the City plans to achieve the desired outcomes; and
- Indicators – the measures through which the City plans to assess progress against its desired outcomes.

The Joburg 2040 GDS is not a spatial vision or statutory plan. This is an important distinction, as it distinguishes this document from other long-range city plans. Instead, the Joburg 2040 GDS is a prerequisite for medium-term, strategic, spatially-oriented plans for the infrastructure, housing and transportation sectors. Furthermore, this strategy does not describe institutional powers, functions and operational activities. On the contrary, it provides a set of defined strategic directions that frame the five-year IDP and other medium-term plans. In support of long-term delivery, the IDP will contain specific five-year operational activities, targets and financial budgets.

The City has produced a number of important strategies over the past decade, following continuous reflection. Each strategy has built on the last, adjusting to issues of the day and serving as a living document, able to change as necessary. Each has framed both challenges and approaches. These include amongst others the ‘Joburg 2030’ that was developed to gear the city for economic growth and competitiveness, while the HDS aimed to counterbalance economic growth imperatives with a focus on pro-poor interventions, to reduce poverty. The 2006 GDS responded to the need to

consolidate various strategies. However, the objective of integrating all strategies resulted in a single strategy that included too many long-term goals and strategic interventions (62 long-term goals and 181 long-term strategic interventions). While it presented an integrated strategic direction, it lacked overall coherence. The analysis in 2006 did however, provide a valuable high-level view of city trends and dynamics. In using the original GDS as a sound base for the formulation of the Joburg 2040 GDS, the City has gone to greater lengths to analyse Johannesburg-specific data, trends and dynamics that may affect the city in the future.

This revised Joburg 2040 GDS offers a clear vision, mission and framing paradigm and principles, alongside outcomes, outputs and indicators. Four major outcomes define the Joburg 2040 GDS. Each outcome is linked to a corresponding set of outputs (detailed in Chapter Four) and one or more indicators of success. The outcomes originate from the 2040 GDS paradigm, as contained in Chapter Two, and the analysis in Chapter Three. In addition, the outcomes align with the MDGs. They are cross-cutting in nature, demonstrating a move away from the narrow sectoral approach adopted in the past. The proposed outcomes are as follows<sup>3</sup>:

#### **Outcome 1: Improved quality of life and development-driven resilience for all**

*The City envisages a future that presents significantly improved human and social development realities, through targeted focus on poverty reduction, food security, development initiatives that enable self-sustainability, improved health and life expectancy, and real social inclusivity. By 2040, the City aims to achieve substantially enhanced quality of life for all, with this outcome supported by the establishment of development-driven resilience.*

#### **Outcome 2: Provide a resilient, liveable, sustainable urban environment – underpinned by infrastructure supportive of a low-carbon economy**

*The City plans to lead in the establishment of sustainable and eco-efficient infrastructure solutions (e.g. housing, eco-mobility, energy, water, waste, sanitation and information and communications technology), to create a landscape that is liveable, environmentally resilient, sustainable, and supportive of low-carbon economy initiatives.*

#### **Outcome 3: An inclusive, job-intensive, resilient and competitive economy that harnesses the potential of citizens**

The City of Johannesburg will focus on supporting the creation an even more competitive, ‘smart’ and resilient city economy, when measured in relation to national, continent and global performance. The City will promote economic growth and sustainability through the meaningful mobilisation of all who work and live here, and through collaborating with others to build job-intensive long-term growth and prosperity, from which all can benefit.

#### **Outcome 4: A high performing metropolitan government that pro-actively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region**

*The City envisages a future where it will focus on driving a caring, responsive, efficient and progressive service delivery and developmental approach within the GCR and within its own metropolitan space, to enable both to reach their full potential as integrated and vibrant spaces.*

The shifts reflected in this document, including the development of long-term outcomes, outputs and indicators, are representative of changes nationally and globally, where strategies have shifted to being more outcomes-based in nature. The outcomes-based approach strikes the balance between defining, with relative certainty, a ‘future development path’ – while still accommodating for change. This is particularly relevant in the current paradigm of uncertainty and volatility, within which target-setting is particularly difficult, given the range of unknown variables.

<sup>3</sup> Descriptors of the outcomes are included in italics, with further detail on the outputs included in Chapter Four.



### 1.4 Developing the 2040 GDS: Actions to a consolidated strategy

Another shift in the approach to city strategies relates to the focus placed on developing strategies through a process of public outreach. While a number of technical processes have informed this document, the extensive GDS public outreach process undertaken defines a new era in strategy making for the City of Johannesburg. This outreach process complemented a technical research process, which included numerous in-depth discussions with City line departments, consultation and dialogue with experts across various fields, and further in-depth desktop analysis. Emerging data and research findings from the above were analysed and captured, and together with refinements made to the concepts included within the 2006 GDS, formed the basis for the Joburg 2040 GDS.

The GDS outreach process, a nine-week process of engagement launched on 2 August 2011, provided an opportunity through which to test the ideas included in a draft of the 2040 GDS. The process included a number of elements: weekly thematic discussions with stakeholders – including the community; ward-level engagement and participation; a conference with leading global, regional and local experts; a City Lekgotla; and a final GDS Stakeholders' Summit. It aimed to include all stakeholders, using a wide-ranging stakeholder and community consultation process to drive the development of an inspiring, visionary and implementable local government strategy. The Joburg 2040 GDS therefore serves as a strategy through which all can be galvanised in a shared sense of ownership. It forms a foundation document for the period ahead, against which the City's stakeholders can hold the City to account. Further details of the GDS outreach process are included in Chapter Five.

Through the above process of developing, engaging in and refining the City's original long-term strategy (as articulated in the 2006 GDS), the City aimed to:

- *Build*: On the important work undertaken in 2006, and the strong foundation created during the previous term of office. The 2006 GDS provided not only a vision for a sustainable future Johannesburg, but also defined the City's values in clear terms, through the GDS principles. The 2040 GDS therefore aims to build on this legacy of:
  - Eradicating poverty;
  - Building a diversified and inclusive economy;
  - Building liveable communities;
  - Ensuring resource security and environmental sustainability;
  - Achieving social inclusion;
  - Building social cohesion; and
  - Promoting good governance.
- *Inspire*: With the GDS outreach process serving as a channel through which to benefit and learn from the diversity of views amongst the City's stakeholders, while also providing a platform through which to inspire citizens and grow social cohesion and commitment to a future all can own.
- *Display positive activism*: With the City focusing on serving its citizens as active local government, demonstrating pro-actively its belief in the importance of engagement, the removal of our Apartheid legacy and the divisions that are still strongly evident today, and the need for a revival of our commitment to the poor.
- *Demonstrate boldness*: Displaying no fear in dealing with tough challenges and hard strategic choices – while applying the same boldness in transforming its own institution, building a strong, competent cadre of urban managers able to deliver on the Joburg 2040 GDS vision.
- *Be realistic*: Giving implementation force to the 2006 GDS through ensuring the development of clear, achievable and realistic outcomes.
- *Ensure accessibility*: Acknowledging the importance of an accessible review process and final Joburg 2040 GDS, supported by buy-in from the public – and collective ownership established through stakeholder engagement, widespread consultation and an honest and clear end outcome.

### 1.5 An outline of Johannesburg's GDS 2040

The structure of this document is as follows:

- *Chapter Two* provides an overview of the paradigm, principles and vision underpinning Johannesburg's Growth and Development Strategy, as the city moves towards 2040.

- *Chapter Three* addresses the status quo and current challenges faced by the city – framed within the context of nine themes: liveable communities, resource sustainability, health and poverty, governance, transportation, community safety, the environment, economic growth, and the 'smart city'.
- *Chapter Four* translates the status quo analysis into key outcomes for 2040, identified as priorities for the GDS vision to be realised. These outcomes link to outputs, that are further aligned with defined indicators – to support data gathering, monitoring and evaluation activities in the period ahead. The ideas reflected in these outcomes and outputs will be translated into action through the IDP development process, to ensure the rollout of appropriate activities to support delivery against the vision.
- Chapter Five outlines the GDS outreach process itself – providing an account of the GDS outreach process objectives, its importance, activities undertaken, tools used to elicit input, and the process through which input was reviewed, analysed and assimilated into the final 'Joburg 2040 GDS'. Insights gained through the programme itself are also included.
- *Chapter Six* presents final comments and conclusions in respect of the Joburg 2040 GDS. It invites all stakeholders – be they temporary or permanent visitors or citizens of this city – to join the City of Johannesburg as it forges forward to the future vision represented here-in.

### 1.6 Conclusion

The Joburg 2040 GDS responds to the multiple challenges and uncertain futures faced by the city. To cope with change, the City of Johannesburg aims to strengthen the adaptive capacity of the City and its citizens, so that it may become more resilient to potential and unpredictable futures. Rather than develop a blueprint plan for the future, the Joburg 2040 GDS lays the foundation for multi-level, multi-scalar and integrated responses to the challenges the city faces.

It is hoped that a systemic shift towards a 'business unusual' approach and culture will emanate from the Joburg 2040 GDS – thereby increasing the resilience, liveability and sustainability of the city. This can, however, only be achieved if three conditions are in place. Uncertainties must be addressed as opportunities, through which innovative technological and developmental solutions can be developed and implemented, in support of a more social, equitable, economically just and environmentally sustainable city. All arms of the City – whether responsible for planning, delivery or governance – must play a part in the development of a cross-sectoral strategic response, through which co-ordinated decisions and actions can be facilitated. Ongoing involvement of stakeholders and decision-makers across all sectors within the City (including business, civil society and government) is also necessary, if the process is to lead to truly effective outcomes, while also encouraging personal reflection behaviour change oriented towards 'sustainability', in all. The Joburg 2040 GDS is a step in this direction.