A promising future

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Chapter 2

The GDS paradigm, principles and vision

"Johannesburg – a World Class African City of the Future – a vibrant, equitable African city, strengthened through its diversity; a city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society."

2.1 Introduction

This chapter outlines the emerging development paradigm – as informed by changes taking place at a global, national and local scale. It is worth describing some of the most powerful forces shaping the development paradigm and the City's 2040 GDS paradigm, included herein, as the latter serves to frame the City's approach to development. The Joburg 2040 GDS paradigm guides the City's thinking in respect of the long-term outcomes and aligned outputs.

The initial GDS drafted in 2006 gathered input from a range of strategies and perspectives. Documents taken into consideration included, amongst others: the National Spatial Development Perspective (NSDP), National Government's Medium-Term Strategic Framework (MTSF), the Accelerated and Shared Growth Initiative of South Africa (ASGISA) and the Gauteng Provincial Government's Growth and Development Strategy. This practice continues here, in respect of new strategies. However, each important strategy and policy document is not discussed individually, but has been considered in the context of major events, policies and theories shaping the Joburg 2040 GDS paradigm.

In discussing the changing development paradigm in this chapter, global, national and local changes and realities are considered. There are various elements shaping any paradigm – with these including, amongst others:

- Political imperatives;
- Government policies and priorities;
- Theories and concepts; and
- Analysis of major trends and dynamics.

In this chapter, comment is provided on the major events, trends and government policies that have emerged at a global, national and local scale, since the drafting of the 2006 GDS – together with a view of the impact these hold for Johannesburg. The key theories and concepts that are included in the City's overall development approach as it moves towards 2040 are explored. Finally, the vision, mission and GDS principles are restated. These principles reflect the City's commitment to overcoming the current and future development challenges facing the city.

2.2 A perspective on the global context

The world's population reached the 7 billion mark in 2011 – and continues to grow at 200 000 people a day. United Nations (UN) projections argue that a total 9.2 billion of people will live on this planet by the middle of this century. It is not possible for this rapid growth to continue without considerable consequences for future economic growth, ecological sustainability and human well-being (UN 2008). Global changes taking place on a daily basis are significant and rapid – with some of these captured below. The need to create a more equal global economic system still remains, but achievement of this objective is compounded by significant challenges. This overview provides a mirror, reflecting the challenges that countries and cities worldwide face today.

Key contributors to the shifting global context include:

- Global financial downturn;
- Shifting geo-politics;
- Climate change;
- Global population growth and natural resource protection; and
- The global network revolution – and the impact of social movements.

Each contributing factor is addressed below.

Global financial downturn

The financial downturn of 2008 and the current threat of a double-dip recession is further indication that the economic difficulties have not ended – and that structural reforms to the global economy need to be made. While some recovery is visible, it is fragile (Gauteng City Region Observatory (GCRO) 2009). The bigger question is whether the financial downturn will result in a restructured global economy that effectively addresses the issues of fairness and equality. Evidence suggests that globally, the focus has been on reform through monetary policy and inflation targeting, but locally, cities are focusing on strategies to build economic resilience in response to financial downturns.

Shifting geo-politics

A great dynamic for the 21st century is the rapid shift of world economic power to emerging economies. As European countries now look to China and India for a financial bail-out, there is clear evidence that global geo-politics is shifting. African economies are growing rapidly off low bases, partly due to increased Foreign Direct Investment (FDI) – and partly due to demographic surges creating growing internal markets. Many African and emerging-market economies are currently growing and will continue to grow their economies at rates of above five percent for much of the next decade: most of their economies will double their current size by the early 2020s (IMF 2011). Global economic power is shifting, but there is as yet no guarantee that this shift will necessarily create more equal and shared growth.

Climate change

11 of the last 12 years (1995 – 2006) rank among the 12 warmest years in the instrumental record of global surface temperature (since 1850), providing new undisputed scientific evidence that climate change is an inevitable part of our present history. The fifth UN Inter-governmental Panel on Climate Change (UNIPCC) Assessment Report is now underway. The focus this time is on understanding risks, vulnerability and adaptation options for regions across the world. Of particular importance is how climate change responses need to reflect a wider transition to sustainable development and the growth of resilience at a national level, for countries around the globe, with this work already initiated as part of the fourth assessment report produced in 2007 (UNIPCC 2011).

At a global scale, conflicts over carbon emission targets and reductions are likely to intensify. The impasse will continue unless resource use is decoupled from economic growth, which in itself is likely to present political and institutional trade-offs. Cities are the economic engines of national economies, and while global compacts around emission targets are being debated, the responsibility for climate change mitigation and adaptation rests here. Du Toit (2011) suggests that a 'bottom-up' approach, i.e. starting at a local level and filtering up to national strategies, is likely to be the most effective means of formalising a culture of 'eco-awareness'.

Global population growth and natural resource protection

Recently, the International Resource Panel (IRP) was mandated to deepen information and knowledge sharing relating to the issue of decoupling – where this focuses on separating economic growth and human well-being from resource use (UNEP 2011). The work of the IRP comes at an important period – despite the slowdown in the global economy, the global footprint continues to grow.

The industrialised, globalised economy is founded on vast reserves of fossil fuels, minerals, metals, ores that are finite and coming to an end (National Geographic 2009). The recent commodity price surge is a stark reminder of the ever-increasing dwindling supply of finite natural resource inputs. Finite fossil fuels are driving up the cost of other commodities – with the commoditisation of food, in itself, an indication of the problems facing the global economy (Roberts 2008). Food price increases reflect scarcity in export supply, with global competition for foodstuffs. Cities are dependent on national and international energy and commodity supply systems – with cities increasingly vulnerable to commodity price shocks and resource scarcities.

The global network revolution – and the impact of social movements
As the world economy shifts to being increasingly driven by trade and communications, the power of networks is increasing. These networks include the 'hard' infrastructural networks that enable the efficient movement of goods, people and ideas, the networks of people and organisations that support trade and communications, and the 'soft' infrastructure of the internet – such as social media sites – with these growing in influence with the rise of social networking and mass collaboration. While connectivity is unequally spread across the globe, cell phones are narrowing the digital divide – but hard infrastructure is still underdeveloped (ITU 2011). Through the bridging of the technology divide via the development of hard and soft infrastructure, tremendous opportunities are arising not only for economic activity, government-to-people-communication, and certain kinds of social mobility and connection – but also for social action and social protest. The radical change in Tunisia and Egypt would simply not have happened without social media.

In summary
The global reality experienced today is shaped by major events – with action to ensure the preservation of the human species and the planet seemingly more urgent than ever before. Regions, countries and cities are inter-related, with a challenge in one region of the world spreading quickly to others. Multiple challenges face the world, as a result of climate change, the financial fallout and other drivers discussed within this chapter. It is difficult to predict the outcomes – and often it is even difficult to define, in clear terms, the reality in itself. Nor can predictions be made in respect of the eventual outcome of these challenges and changes on the structure of the global economy. Cities must balance what they know now, in order to build resilience in preparation for future uncertainties.

2.3 A perspective on the national context
The legacy of Apartheid continues to dominate the national context and conversation – both in terms of daily experience and in terms of the views, fears, hopes and dreams held by South Africans, regardless of background or colour. The inequality and divisions based on race and class continue to affect all sectors of South Africa society. The NPC notes that the work to create an economically just, prosperous, non-racial and democratic society continues (The Presidency 2011a). Some stubborn problems persist – including dismally low levels of education, extreme income inequality, chronic poverty and crippling unemployment, which continue to plague post-Apartheid South Africa. There is evidence that these conditions have not improved substantially over the last decade. To compound matters, the global financial downturn, climate change and energy insecurity are driving multiple hardships worldwide, impacting on South African growth prospects. The dual challenge is to overcome the legacy of Apartheid and tackle global and new national challenges simultaneously. However, amidst global uncertainty, national and provincial policies are profoundly shaping the future development paradigm of South Africa. This section focuses on both the events and the policy responses that shape the national perspective. A number of important institutions and organisations have recently been established (for example, the National Planning Commission), to develop national policy responses to some of the country's most urgent challenges. While not all these institutions are mentioned here, it is acknowledged that they are contributing to a new wave of policy development and thinking. The following contributing factors to the national reality are outlined below – given their

relevance for realities at a city level. While not representing an exhaustive list, these issues are key in terms of their impact on the national perspective:
• Global-local financial downturn;
• The New Growth Path strategy;
• The 'youth question' and the difficulties faced in respect of youth unemployment;
• Addressing the future of energy;
• Integrating policy imperatives – the Presidency Outcomes;
• Integrating policy imperatives – the work of the NPC;
• Political imperatives; and
• The MDGs.

Global-local financial downturn
South Africa was already experiencing a cyclical downturn before the global financial downturn. High interest rates that constrained the property boom and private consumption contributed to the cyclical downturn. The sectors that were hardest hit included manufacturing and mining, with sudden drops in export demand. The country experienced a sharp decline in private investment, employment fell sharply, and the economy contracted from five percent in 2007 to two percent in 2009 (Organisation for Economic Co-operation and Development (OECD) 2010). South Africa's exposure to the financial fallout, however, was not that significant at the time, when compared to the experiences of other OECD member countries and emerging economies. The construction sector held up well, as a result of the 2010 FIFA World Cup, with sizeable public sector investment in stadia, infrastructure and transport. South Africa experienced no bank failures, with this attributable to the strong profitability of banks, the stringent requirements of the National Credit Act which protected both borrowers and lenders from default, loan levels of non-performing loans and the lack of direct exposure by banks to problem assets on Wall Street and in the rest of Europe. South Africa's real experience of the financial fallout was delayed to 2009, when real GDP began falling and output declined by 1,8 percent, with the country experiencing its first negative annual growth since post-Apartheid South Africa. The change in growth rate of real GDP between 2008 and 2009 represented the largest single-year slowdown on record. Output decline was led by manufacturing and mining, with service sectors such as wholesale and retail trade experiencing large output and employment declines (OECD 2010). A unique feature of the global financial downturn is that different countries experienced varying degrees of exposure, recovered differently and responded in unique ways to the downturn. Korea, Brazil and Chile experienced much deeper downturns, but recovered and rebounded faster than South Africa (OECD 2010).

The current context is one in which future economic growth is uncertain and unpredictable – but is also one in which opportunities arise from the presenting difficulties. The fallout exposed the structural weaknesses in the South African economy. As employment fell sharply, attention was drawn to the existing difficulties associated with jobless growth and the urgent project of transforming the national economy.

Moving beyond the challenges, to a new sustainable economic growth – The New Growth Path
The New Growth Path (NGP) was released in November 2010 by the Department of Economic Development (DED), in response to the structural problems in the economy. It focuses on creating growth for jobs – placing emphasis on the importance of ensuring that the South African economy is more 'green'. This represents a significant shift in economic policy, with growth (of both jobs and the economy) linked to the transition of South Africa into a low-carbon economy.

The stated objective is to create 5 million jobs in South Africa, within the next decade. The plan notes the structural barriers that exist in the economy and recognises important trade-offs that need to be made between various macro-economic objectives. Amongst other arguments, it proposes that government must prioritise its own efforts and resources more rigorously to support employment

creation and equity, business must take on the challenge of investing in new areas, and business and labour together must work with government to address inefficiencies and constraints across the economy, collaborating to create new opportunities for decent work (DED 2010).

Some key trade-offs identified in the plan include those between:
- Present consumption and future growth, requiring higher investment and savings in the short term;
- The needs of different industries in respect of infrastructure, skills and other interventions;
- Policies that promise high returns but also entail substantial risks – and policies that are less transformative and dynamic – but are also less likely to have unintended consequences;
- A competitive currency that supports growth in production, employment and the export market – and a stronger Rand, that makes the import of capital and consumer goods more affordable; and
- Present costs and future benefits of a green economy.

The 'youth question' and the difficulties faced in respect of youth unemployment
Unemployment cannot be addressed without focusing on the issue of youth unemployment. The picture of youth unemployment nationally is dismal, with the Labour Force Survey 2009 reporting a 2008 unemployment rate of youth aged between 15 and 24 years as close to 45 percent. Young people, more broadly defined (i.e. those within the range of 15 to 34 years of age), make up 75 percent of the 4 184 000 unemployed people in South Africa (Statistics South Africa 2009). The 2007 Labour Force Survey noted that 72 percent (1 961 000) of the unemployed between the ages of 15 and 30 had never worked before, and 68 percent of the unemployed who had given up looking for a job (discouraged work-seekers) were under 35 years of age (Statistics South Africa 2007). Youth unemployment is linked to 'jobless growth', low skills development and poor foundational learning. Current thinking is shaped by these hard realities, as well as recent reports such as those commenting on continued low levels of school literacy and numeracy. South Africa's spend on education, when compared to other countries, is large – but educational outcomes remain poor (The Presidency 2011a). Youth unemployment related to poor education is likely to continue into the future.

Addressing the future of energy
South Africa is one of largest CO_2 emitters in the world (The Presidency 2011b). National debates around energy and the need to diversify South Africa's energy sources in light of increasing global energy costs have continued – and have given rise to a number of national policy responses. While South Africa is recognised globally as a slow starter in developing strategies for greening its economy, a number of policies are facilitating South Africa's transition into a low-carbon economy. The revised Industrial Policy Action Plan, the Green Paper (South Africa's national response to climate change), the National Framework for Sustainable Development (NFSD) and global thinking all attempt to link economic growth, human and social development with energy security and sustainability. Thinking at a national level has already begun to filter down to provincial governments[4]. The move nationally is to diversify South Africa's future energy mix. Technologies are available, but legislation and regulation is not sufficiently enabling. The market for uptake of renewable energies can only be developed if the necessary legislation and finance is in place. Larger debates concern the decentralisation of energy production – and a shift in role of players such as Eskom. It is likely that these debates will continue as South Africa begins the difficult, yet necessary transition towards a low-carbon economy.

Integrating policy imperatives – the Presidency Outcomes
The process of linking various economic and social development imperatives with environmental and resource sustainability has been further enhanced by the creation of the Presidency's twelve key outcomes, based on the Cabinet Lekgotla held from 20 to 22 January 2010. The outcomes-based approach is important for two main reasons: firstly, a clear delivery agenda is defined, against which

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[4] The GCRO published the 'Gauteng Developmental Green Economy Strategy' in 2010, following the request made by the province for the GCRO to assist in developing a 'green economy' strategy, as part of a broader Gauteng Growth, Employment and Development Strategy. Global economic thinking is currently undergoing a paradigm shift – from the current capital-focused resource-intensive development approach, towards a green economy model. In line with this, the Gauteng Developmental Green Economy Strategy sets important 'green economy targets' and also defines the institutional arrangements required to achieve these targets.

clear targets can be measured; secondly, the outcomes are supported by a fiscal system of inter-governmental transfers. The outcomes defined by the Presidency (2010a) are as follows:
- Improved quality of basic education;
- A long and healthy life for all South Africans;
- All people in South Africa are and feel safe;
- Decent employment through inclusive economic growth;
- A skilled and capable workforce to support an inclusive growth path;
- An efficient, competitive and responsive economic infrastructure network;
- Vibrant, equitable and sustainable rural communities with food security for all;
- Sustainable human settlements and improved quality of household life;
- A responsive, accountable, effective and efficient local government system;
- Environmental assets and natural resources that are well protected and continually enhanced;
- The creation of a better South Africa and contribution to a better and safer Africa and World; and
- An efficient, effective and development-oriented public service and an empowered, fair and inclusive citizenship.

These twelve outcomes are further expressed in the performance agreements signed between the President and all Cabinet Ministers at the end of April 2010, with Ministers responsible for the establishment of an Implementation Forum for each outcome. Ministers and all other parties responsible for delivering on each outcome (e.g. all departments, agencies and spheres of government) were required to support this process through developing delivery agreements. It is also important to note that these outcomes address the challenges identified in the NPC's Diagnostic Overview. The basis for effective implementation rests on the delivery agreement and the necessary allocation of budgets.

Integrating policy imperatives – the work of the NPC
The work of the NPC is further evidence of the integration of various imperatives – driven through a strong focus on a vision for a sustainable, inclusive and equitable future. While the NPC's Diagnostic Overview presents a useful and frank analysis of South Africa's current challenges and areas of opportunity, the key planning priorities related to these challenges are to be articulated in a national plan – to be published on 11 November 2011. The NPC was established by the President to "take a broad, cross-cutting, independent and critical view" of South Africa's reality. It was tasked to develop a vision a future South Africa in 2030 – and a plan of how to get there (The Presidency 2011a: 5). While the NPC serves as an advisory body, its role is to support integrated planning and the appropriate prioritisation of actions (and related fiscal expenditure), in the context of many conflicting national perspective and a reality of scarce resources. The Diagnostic Report notes the following key challenges as emerging for prioritised action, from all stakeholders across society and all spheres of government:
- High unemployment – with too few South Africans employed;
- Educational outcomes are poor;
- Infrastructure is poorly located and inadequate – limiting social inclusion and faster economic growth;
- South Africa's resource intensive and carbon dependent economy is unsustainable – necessitating change;
- Spatial challenges continue to marginalise the poor – requiring a holistic response;
- The public health system is ailing – and faces a significant burden of disease;
- Uneven performance in the public service, resulting from factors such as policy instability, organisational volatility, difficulties associated with the administrative-political interface, uneven capacity and eroded governance arrangements;
- High levels of corruption, that undermine service delivery and State legitimacy; and
- The perpetuation of divisions across society, in post-Apartheid South Africa.

Political imperatives
Various political imperatives and responsibilities inform the national context. These have been articulated in a variety of documents, and include the ideas communicated in sources such as, amongst others: the African National Congress' (ANC's) 2005 discussion document on "Building Developmental Local Government in Johannesburg"; the ANC's Polokwane Resolutions following its 52nd national

conference; the ruling party's 2009 election manifesto and its 2011 local government election manifesto. Emphasis emerging from these imperatives includes the need to transform our city into a non-racial, equitable and just society, with better opportunities for all who live and work here.

The MDGs

Much of South Africa's planning has been influenced by the goals articulated within the MDGs, agreed to when 189 nations signed the United Nations Millennium Declaration in 2000 (UN 2000). These goals focus on addressing the extreme poverty and multiple deprivations that exist across the globe, with actions oriented around a range of objectives, further supported by clear indicators to allow for continued monitoring and evaluation. These include: 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). They are underpinned by a clear set of values: freedom, equality, solidarity, tolerance, respect for nature and shared responsibility (UN 2000). Addressing the values and priorities included within the MDGs remains a priority for the City, as it focuses on moving towards a more equal and deprivation free society.

In summary

The national context has changed significantly since 2006, with considerable changes to the national economic position with the introduction of strategies such as the NGP, policies on energy and climate and the establishment of the National Planning Commission (NPC) and Department of Human Settlements (DHS). Most evident is the introduction of important key national policies, incentives, projects, regulations and standards to reduce greenhouse gas emissions. The green economy is on the national agenda, which goes hand in hand with strategies to reduce unemployment, grow the economy and ensure human and social development. This convergence of thinking is clearly evident. However, the challenge remains at an implementation level – with continued work required to translate important national policy imperatives into action – while also ensuring appropriate translation at a local level.

2.4 The local context – a different reality

The input outlined above reflects some of the factors influencing the global and national reality – with a clear demonstration of a world in flux. The changes, challenges and opportunities and the shifts in realities at a range of levels (e.g. social, community, institutional, policy, legislation) require a concerted local government response. South African cities, with their role in operating on the ground, are at the forefront of accelerated and unpredictable change. Cities will have to assess quickly how to plan for change – and how to keep pace with the massive transformation emerging in their locales and regions. National and provincial policy imperatives are in place, but require effective implementation at a local level, supported by necessary resources – and a demonstration, by local government, of a commitment to improved management of finances, human and technical resources.

The local context is shaped by the South African local government policy and legislative reality, new forms of regional governance, and localised socio-economic and political transformations. This does not exclude other forces that shape the local reality – including factors reflected in respect of the global and national context, insights emerging from international and national organisations that aid in shaping the City's agenda, and new theories and conceptual insights related to the domain of local government.

Key elements highlighted in respect of local realities include:
- Policy and legislative imperatives;
- New forms of governance;
- Satisfying local demand – within the context of resource scarcities; and
- The realities of a multi-cultural Johannesburg – and a very different future constituency.

Policy and legislative imperatives

Legislative requirements from national and provincial governments shape the form, function and mandate of local government in South Africa. The primary mandate for local government is derived from The White Paper on Local Government – which notes that "the central responsibility of

municipalities is to work together with local communities to find sustainable ways to meet their needs and improve the quality of their lives" (1998: 23). Developmental local government in South Africa is understood to include a focus on:
- Maximising social development and economic growth;
- Integrating and co-ordinating;
- Democratising development; and
- Leading and learning.

Local government's mandate is significant; with it essential that implementation is supported by legislation that enables appropriate and timely delivery, of the requisite quality. Where obstacles arise due to legislation, these need to be clearly identified, so that the necessary amendments can be made to fast track service delivery.

New forms of regional and global governance

The emergence of the Gauteng Global City-region (GCR) is but one example of shifting forms of regional governance taking place globally. Internationally, complex flows of people, goods and services define city-regions, with interesting new institutional arrangements developing. City-regions are also connected to a global web of cities. With global geo-politics, a re-alignment of city governments may emerge between cities across the BRICS and G20 countries. These re-aligned alliances are likely to be based on new areas of investment identified as aiding city economic growth, alongside knowledge exchanges, city partnerships to reduce the impact of climate change and social partnerships – as these cities continue to share large numbers of each other's migrant population. The rise of large city-regions in Africa is worth watching – with the potential for Johannesburg, as part of the

GCR, to look to the continent when forging new partnerships as well as threatening Gauteng's status. It must be noted that progress with implementation of the GCR strategy has been slow, as many institutional arrangements are as yet unresolved, but in the future, this is likely to a remain a significant governance arrangement, in relation to the continent. Despite institutional issues remaining unresolved, the regional integration and development continues – with a life of its own, however regional integration will be greatly enhanced through improved institutional co-ordination across various spheres of government within the GCR.

Satisfying local demand – within the context of resource scarcities
Cities as called upon by residents to satisfy immediate local demands for goods and services even when they are not part of the City's mandate. In South Africa, metropolitan city government's increasingly have to respond to an expanded mandate beyond that of service delivery only. Yet, in the context of increased resource scarcity, South African metropolitan cities have to use demand side management as well as other mechanisms to address the scarcity challenge – considering different business models and new approaches to address demand. The Joburg 2040 GDS expresses this new focus, but is also part of local government debates that are beginning to define a new role for South African cities. This brings resource sustainability and service delivery closer together, as cities look to create 'green infrastructure systems' that reduce overall demand and deal with some of the difficult supply-side constraints.

Multi-cultural Johannesburg – a very different future constituency
Johannesburg remains the largest metropolitan centre, and continues to attract migrants (both national and cross-border). Notwithstanding the difficulties associated with accurately predicting the number of foreign migrants in the city, Johannesburg has become increasingly diverse and cosmopolitan. Evidence suggests that the total foreign population in Johannesburg is 14,5 percent (CDE 2008). Migrants are making Johannesburg their home, adding to the already culturally diverse and plural city. The metropolitan constituency will continue to change over the decades to come. The changes in demographics cannot remain as a challenge only highlighted by the xenophobic attacks that have taken place. There is already evidence of social integration across organisations and different economic activities, while distinct ethnic neighbourhoods have also emerged in the city. So too is there evidence of increasing self-segregation as gated communities continue to develop. A policy response both at national and local level is not evident. The local development paradigm is profoundly shaped by migration, yet policy responses lag behind these transformations. Migrants – both from within South Africa and beyond – are testing the efficacy of local democratic participatory processes, with intervention into the creation of a different mindset necessary, if Johannesburg is to fully benefit from what the unique blend of its people. This is likely to remain an important dynamic well into the future.

In summary
Both local dynamics and transformation at the national and global level shape the local reality. While faced with a range of challenges, the realities experienced at national, global and local level present Johannesburg with unique opportunities. Johannesburg's response to these realities will be a critical determinant of whether the City can realise the vision and mission articulated within this long-term GDS. The City's approach to its future is represented at a conceptual level in the Joburg 2040 GDS paradigm, as detailed below.

2.5 The Joburg 2040 GDS paradigm
The assessment of various concepts and theories relating to cities, changes in national and provincial priorities, and political imperatives – together with the review of research and analysis undertaken – has resulted in the City's response to the emerging realities, as defined in the GDS paradigm. This then serves as a lens through which the City aims to view, conceptualise and enhance its approach to development issues. Based on an the review undertaken, and the realities noted above, including the challenges faced due to migration and urbanisation, globalisation and climate change, a number of key priorities have emerged to frame all actions. These include the concepts of resilience, sustainability and liveability. They are not new concepts – but are embedded in various policy and strategy documents

that have come before. These concepts represent the intended end-state for 2040, rather than the actions through which to get there.

The central challenge for Johannesburg and other cities, worldwide, is to develop the knowledge and skills to adapt and plan for change, in this inter-connected, unpredictable and globalised world. Developing a framework under these conditions is difficult, with planning in the face of uncertainty acknowledged as a paradox itself. To address this paradox, the City has defined four inter-related drivers – in respect of social, environmental, economic and institutional/political change – namely: Human and social development; Inclusive and productive economic growth; Environment and services (including the related infrastructure); and Governance.

The section that follows focuses on the inter-relatedness between all these concepts and the manner in which the drivers reflected above may support achievement of resilience, sustainability and liveability. Figure 2.1 provides a diagrammatical representation of this perspective.

Figure 2.1: The Joburg 2040 GDS paradigm
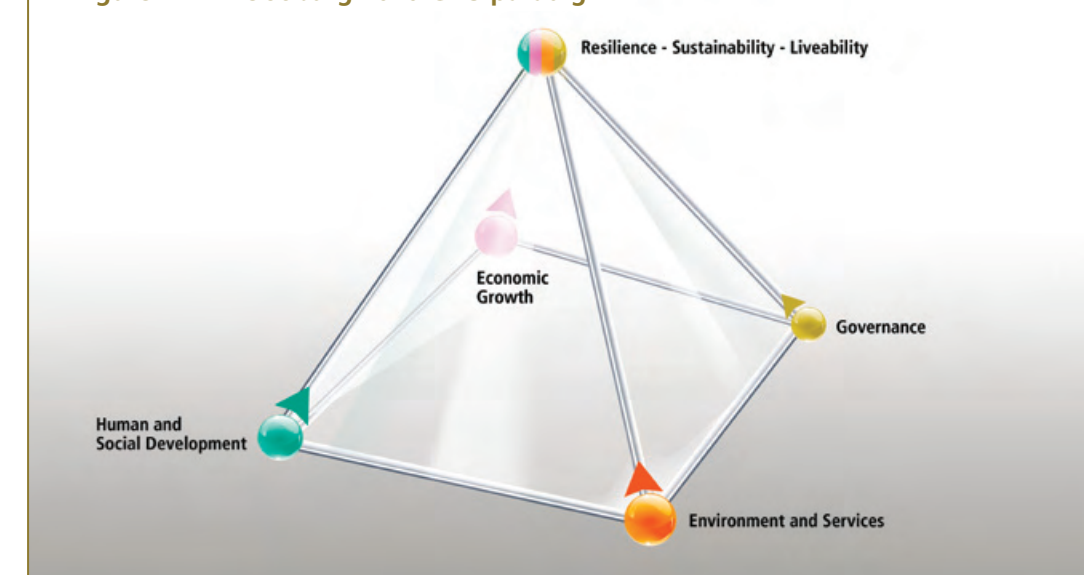
There are tensions between the four main drivers identified above, but these tensions simultaneously provide opportunities for change, innovation, and the introduction of new ways of managing complexity and uncertainty. Where cities of the past planned for efficiency, standardisation, predictability and social control – characteristics that came to typify city government bureaucracies – theories of liveability, resilience and sustainability have created a paradigm shift. To support and realise these objectives, city governments such as the City of Johannesburg will need to develop a new set of strategic capacities and capabilities. In response, resilience, sustainability and liveability are defined within the Johannesburg context, providing a framework through which to engage various institutions, organisations and stakeholders. These are recognised as the characteristics we would like to see in a future city. It is only through strengthening the capacity of Johannesburg's people to manage change that we can build resilience in communities, and effectively pursue sustainable development. This requires a new way of managing the City – and opens up a platform for further engagement.

2.5.1 The importance of resilience, sustainability and liveability for this city
Resilience is the capacity of a system to continually change and adapt, yet remain within critical thresholds – even when confronted with the unexpected. Building resilience is critical, as without it; valuable economic, cultural, knowledge, institutional and ecological networks and systems may be

lost or damaged – necessitating different configurations. The concept of resilience provides a lens for understanding and addressing complex systems.

The relationship between relative stasis and rapid change within a city context is important. In terms of urban history, change is frequently a gradual moving forward in roughly continuous and predictable ways (Vale and Campanella 2005). At times, though, changes to cities have been sudden, turbulent and disruptive. This is certainly the case in terms of Johannesburg – with the city witnessing considerable change – global and local – since the 2006 GDS. For example, 71 percent of the xenophobic attacks since 1994 took place in Johannesburg. The city has also been most prone to service delivery protests. With the financial downturn, Johannesburg lost 90 000 jobs in 2009, contracting the labour supply by six percent and contracting the economy by one percent of GDP (GCRO 2009). Evidence presented in the analysis section that follows (i.e. Chapter Three) points to a future that may be characterised by increasingly abrupt and unprecedented change (both in frequency and magnitude) – given shifts such as climate change, globalisation and the uptake of new information technologies. This will challenge the adaptive capacity of the city – demanding the creation and growth of new strengths, to withstand any shocks that may arise.

Sustainability – the second of the three end states defined – represents an ideal, where human and economic development will not destroy the natural ecological carrying capacity of the cities, regions, nations and interconnected global environment within which it occurs, and will not destroy the wider capacity of all to endure. It represents a future where actions relating to the dimensions of economic growth, social and human development, governance and the environment will not undermine the long-term maintenance of well-being. The relationship between resilience and sustainability is also important – indeed, the city must be resilient to give effect to sustainable development. As Johannesburg seeks to ensure prolonged sustainable development, unexpected shocks must also not deter or derail the city from moving along this pathway. The city must be guarded against negative changes that threaten it – regardless of whether these are political, social, environmental or economic in nature.

The third concept – *liveability* – refers to an array of different issues, underpinned by a common set of guiding principles that give substance to liveability: accessibility; equity; dignity; conviviality; participation and empowerment. The quality of life that citizens experience when living in a city is tied to their ability to access key infrastructure (e.g. transportation, water, sanitation and means of communication), food, clean air, affordable housing, meaningful employment, and green parks and spaces. The experience of differentiated access to infrastructure and amenities by assorted groups of people who live in a city highlights questions of current equity. The liveability of a city is also determined by the access that its residents have to decision-making processes focused on addressing their needs.

Liveability can therefore refer to an urban system that contributes to the physical, social and mental well-being and personal development of all its inhabitants. While different definitions of liveability abound, it is acknowledged to be a mixture of things – including the presence of desirable spaces that offer and reflect cultural and sacred enrichment. Linked to this is the concept of 'liveable urbanism', which adapts and defines the broad concept of liveability in relation to the unique realities of the urbanism experienced in many developing countries – and specifically, cities of the global south undergoing rapid urbanisation processes (Swilling and Annecke 2011). Resilience and sustainability are concerned with citywide outcomes, viewed from the macro citywide perspective. Instead, liveable urbanism refocuses our attention on the experience of those who live and work within the city – reflecting the view that urban development should always be about people, and the complex political, social, cultural and institutional interactions that underpin people-centric urban growth and development. Johannesburg has always been a complex city – yet there is an incomplete understanding of the multi-faceted interactions between its diverse citizenry. Liveable urbanism provides a theoretical basis from which to build a Johannesburg that is a true expression of its diverse identities.

2.5.2 Resilience, sustainability and liveability in the context of the four drivers
Further comment on the links between the City's 2040 goals of resilience, sustainability and liveability – and each of the drivers identified as necessary in contributing to these ideals – is provided below:

i. Resilience, sustainability and liveability: Implications for economic growth
Economic growth is essential for city resilience and sustainability. But this requires focus on a triple challenge: building capacity to respond to and recover quickly from financial downturns; shielding poor households from the adverse effects of unexpected commodity price hikes; working towards an economy that is competitive and innovative – but that is simultaneously able to create job-intensive growth. This idea of job-intensive competitiveness is what underpins the City of Johannesburg's approach to sustainable economic growth. In terms of this approach to economic resilience and sustainability, it argued that:

- Resilience and sustainability is represented in the ability of a city to recover quickly from financial downturns, using financial downturn, in turn, to learn from existing structural weaknesses in the economy – and to restructure local economies to withstand future shocks.
- Cities that constantly work to understand supply chains within respective economic sectors, identifying where to intervene, where appropriate, to support greater shared growth.
- Cities that have diversified economies. While a diversified economy is not a guarantee of resilience, an over-dependence on one sector for growth may impede sustainability, in the event of economic shocks[5]. Sustainability for all, within the South African context, also requires a focus on diversification that promotes the growth of job-intensive sectors.
- The growth of a competitive city economy supports resilience, although there is a parallel need for competitiveness to be supported by a continuous drive for innovation. Resilient and sustainable city economies are able to create new opportunities for growth, with this ability strengthened through innovativeness within their respective sectors.
- A robust informal sector is essential in supporting economic resilience and sustainability, allowing for a wider range of people to play an active part in the city's performance, and thereby improving prospects for improved livelihoods. While this sector's role is often unrecognised, it is an essential contributor, serving often as a base for innovation, creativity, new approaches to delivery, personal ownership, and in times of financial difficulty, serving as a shock absorber for job losses in the formal sector. Regulation and policy that manages informality, without destroying informal economic activities and the opportunities they present, serves as an additional support, growing resilience further within these economies.
- Small businesses are important for growth, with sustained entrepreneurial growth critical for a resilient, sustainable and inclusive economy.
- City economies are more sustainable where the various arms of government work together with other stakeholders to change unfair and unjust modes of production that constrain job growth. This also requires concerted efforts to assist poor communities in building economic assets and wealth over time.

Some of the above perspectives may seem contradictory, at first glance. The inherent tensions evident are resolvable, however, through the establishment of economic resilience and sustainability itself.

ii. Resilience, sustainability and liveability: Implications for environment and services
As Johannesburg continues to develop, it faces the challenge of ensuring growth does not negatively affect the carrying capacity of the natural environment. The concepts of sustainability, resilience and liveable urbanism find greater synergy here. Ideas relating to the environment and services, in the context of sustainability and resilience, are fundamentally about Johannesburg's ability to manage its resource scarcity, ensuring that decisions and actions hold the least harm for the environment, while delivering on a realistic set of service responsibilities – with the support of appropriate infrastructure networks.

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[5] *Resilience is also strengthened in economies that are not dependant on only a few sectors to generate growth and competition. Over-concentration in certain sectors exposes city economies to risk, as a collapse or downturn in these sectors will jeopardise overall economic growth.*

In the context of the environment, the green economy also provides opportunities for job growth, poverty alleviation and economic growth. The promise of the green economy serves as an important driver of change, but there is also the need to balance this with priorities such as energy security at a citywide and household level. While a critical end-goal in terms of environment and services – particularly in relation to sustainability – is energy efficiency and a reduction in carbon emissions, the processes undertaken to achieve this goal need to also take cognisance of other important objectives, such as ensuring that the most vulnerable segments of Johannesburg's population are protected against commodity price shocks.

Sub-themes relating to the linkages between the concepts of environment and services – and those of resilience, sustainability and liveable urbanism – are as follows:

Quality, a compact built form and incremental development builds resilience

An urban form that is compact and improves liveability is also one with greater resilience and sustainability. To achieve sustainability and resilience, focus is needed on upgrading informal settlements, while also addressing tenure security, job creation and resource security.

At a basic level, the City must improve the lives of those who reside within its area of responsibility, by ensuring access to basic infrastructure and education, health, housing and social services. Unfortunately, upgrading often stops here. In contrast, resilience is about building economically vibrant neighbourhoods that are diverse and distinct in urban form, structure, density and cultural identity. It requires a re-orientation of the concepts related to service delivery. The current approach focuses on the establishment and growth of sustainable human settlements. Sustainability, however, is not the only outcome viewed as important. A resilient housing market may incorporate many different approaches. In the context of Johannesburg, however, it must confront the uncomfortable reality of informality. To do this, the city must develop a new housing delivery model that changes the typology of the RDP house. The quality of housing and the design of neighbourhoods are critical. A resilient city values the quality of housing and built form stock over efficient and cheap delivery. The City will only succeed in ensuring the establishment of sustainable and resilient human settlements if the criteria used in decision-making in respect of new neighbourhood development include issues of access, location, mobility, quality and liveability.

Managing resource scarcity as an essential ingredient for resilience

Focus must be placed on resource sustainability (e.g. in terms of resources such as land, water, energy and waste) for ongoing resilience. Water needs to be conserved and recycled; energy generation must become 'greener'; a mix of cleaner forms of energy must be adopted; waste must be minimised and optimised. Critical to resource sustainability and resilience is the need to decouple economic growth and human well-being from resource use. Decoupling means that the City will need to encourage the development of its 'green economy' in line with the New Growth Path strategy – innovating and leading in adopting new technologies, systems and municipal regulations for generating, distributing and consuming energy. To build further resilience, the City will also need to define a future energy mix that is diverse, rather than being predominantly dependant on coal.

In the context of resource scarcity, infrastructure and institutions also serve to strengthen resilience, when designed to cope with environmental change, threats and disasters (including, for example, global warming, flood hazards and water scarcity). By carefully balancing the demand for and cost of infrastructure development with the need for ensuring access and quality, issues of resource scarcity can be addressed further.

Infrastructure as a building block for resilience and sustainability

The vehicle for achieving success in generating participative, productive and income-earning employment towards accelerated and sustainable growth, development and poverty alleviation is an enabling, empowering and supportive environment. The key to this success is infrastructure investment in economic infrastructure, socio-economic infrastructure and technological innovation (du Toit 2011). This infrastructure plays a fundamental role in safeguarding urban citizens. The ability to develop new

infrastructure and extend services to new growth areas is an important aspect of building resilience to increased infrastructure pressures resulting from urbanisation. Infrastructure systems that are resilient have the engineering capacity to withstand large shocks from natural and man-made disasters, and to anticipate risks such as those associated with the climate-related disasters (for example, flooding, heat waves and drought). Infrastructure and urban services that are orientated to ensure resilience, manage demand in multiple ways:

- New infrastructure development includes a focus on reduced carbon emissions.
- Use is made of integrated planning to manage the demand for infrastructure emerging from new economic growth and increases in population.
- In terms of future growth and investment in infrastructure, focus is placed on critical growth pressures and ensuring a phased approach to public infrastructure spends – thereby supporting financial sustainability.

Smart infrastructure is also important in aiding effective management of scarce resources. A city that invests and makes effective use of technology to monitor and integrate its critical infrastructure[6] is able to optimise its resources, plan for preventive maintenance activities and build resilience. Given that the responsibility for management and monitoring of some components of infrastructure placed within a local government 'space' rests with other role-players, the role of local government in collaborating and co-operating (through, for example, ensuring improved communication between role-players) for optimal shared outcomes becomes critical. Through advanced monitoring systems and built-in

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[6] This may include connecting transport infrastructure (e.g. roads, bridges, tunnels, rail/subways, airports and seaports), ICT infrastructure, social infrastructure (e.g. health and education related) and economic infrastructure (e.g. that related to water, power and waste management).

smart sensors, cities are able to collect and evaluate data in real-time, enhancing decision-making, management and use of resources. Armed with this intelligence, resources can be committed prior to infrastructure failures, while cities can reduce their use of inspectors – with the efficiency of inspections increasing due to greater awareness of the condition of all structures.

Mass public transport – a true 'silver bullet'

Mass public transport really is one of the few 'silver bullets' through which to deliver resilience and sustainable development. An efficient mass public transportation system creates significant carbon emission savings, while resulting in a city that is less dependent on private vehicles for mobility, and is less exposed to the risk of fuel price shocks. A car-dominated city such as Johannesburg is unprotected from the ever-increasing risks associated with rising fuel prices, especially where these are increasing at a faster rate than incomes. Scaling up and investing in mass public transport is one of the surest ways in which to also address and manage the legacy of Johannesburg's Apartheid spatial form, by connecting people and places, and giving those who still remain in disadvantaged township communities access to new opportunities. The gains in terms of liveability, resilience and sustainability outweigh the initial capital costs and ongoing maintenance demands.

Change the behaviour; change the foundation

Johannesburg's environmental and resource resilience – when considered in relation to services and the daily experience of each and every person who works and lives in this city – is fundamentally dependant on the City's ability to lead and drive institutional, organisational, business and citizen change, towards a more environmentally sustainable, resilient and liveable city. The following components are critical in driving behaviour change at a city level – and thereby shifting the foundation:

Behavioural change

As noted above, for cities to transition to a more sustainable, resilient and liveable state, they have to change the way in which they produce and consume energy. However, while infrastructure changes are important, they are only sustainable if there is a fundamental change in behaviour. For Johannesburg to grow into a sustainable and resilient centre, the City will need to promote and emphasise the reality that joint responsibility amongst citizens, government, large business consumers and other stakeholders is important, to ensure conservation of energy and collective management of scarce natural resources. Johannesburg's citizens will have to take responsibility for changing their behaviour in positive ways, with regards patterns of energy and water consumption and management/handling of scarce resources and waste.

Corporate Environmental Responsibility

There are massive saving opportunities in the long-term for organisations that reduce waste and energy usage, even in the face of seemingly high up-front capital costs in the short term. A number of organisations have already started to change operations, achieving large annual savings. Based on shifts already taking place, this may become standard practice. Sustainability must be a corporate priority for companies operating in the city. This requires a shift in thinking about industrial processes, and the role of business in relation to society and the environment – with organisations encouraged to adopt a view of their own Corporate Environmental Responsibility (CER) in respect of daily operations, not as a grudge-purchase, but as a necessity for sustainability. City governments such as Johannesburg must fulfil multiple roles, supporting and partnering with companies and other organisations that operate within their boundaries to make sustainable choices – while also implementing this approach internally.

Working to promote different investment cultures

To build true resilience, behaviour change is necessary at all levels – including the manner in which investments are made. Resilient cities of the future will not only serve as "home" to a large share of commercial and financial service organisations, but will also actively encourage these entities to establish in-company environmental management policies, and to shift their investment portfolios to

companies that are committed to environmentally sustainable business practices. In the future, resilient cities will have stock exchanges that promote 'greener' practices, supporting companies with large shares and stocks invested in 'green business'. It is critical that the City works with key investment partners, to create a more 'responsible and accountable' investment culture that drives the importance of 'green practices'.

Smart infrastructure, co-production and energy resilience

For greater resilience and sustainability, there is a need for bureaucratic and state control over energy production to shift, with greater shared control and responsibility instead resting with citizens, community organisations and businesses. Cities that grow energy resilience focus on co-production of energy, while also adopting and managing smart infrastructure systems and technology solutions, through a different architecture of institutional arrangements.

Food security

Resilient cities have decentralised regional food production systems, with urban agriculture forming an important part of food security provisions. Resilient cities focus on a multi-pronged approach, where they:

* Designate land that for the sole purpose of food production;
* Actively support and provide incentives for small-scale growers to provide steady supplies of fresh produce for the urban food system;
* Work with large food retailers, distributors and manufacturers to create localised systems through which to ensure food security; and
* Work alongside national governments to minimise the negative impact of food cartels and retail oligopolies – and to develop and provide protected food markets and productive supply chains.

Disaster planning and management

Resilient cities respond and recover quickly from environmental shocks, but they also develop institutional capacity to anticipate shocks. Emergency management services are frontline departments when it comes to disaster management – and are therefore central in strengthening environmental resilience. Disaster management and mitigation must be elevated – alongside the profile and capabilities of those departments responsible for these functions within a city government context, as part of the process of strengthening resilience. Resilient cities ensure this focus finds practical implementation through the allocations of suitable budget and human and technical capacity necessary to address potential disasters, and deliver appropriate responses. Anticipating shocks, measuring environmental risks, and developing the necessary research and technical capacity to do so, is also important. Cities that are equipped to address risks do so through sound analysis, supported by the necessary capacity to model risks in respect of environmental realities, juxtaposing this modelling against calculations of potential economic loss, and insurance coverage needed, for sustainability and resilience.

Small things make a difference

Minimising waste is about building a social culture that prioritises protecting the urban environment. This involves ownership and collective responsibility – with all parties working together to jointly protect the urban environment and thereby promote greater standards of public health and safety. Cities can work to change littering, illegal dumping and other activities that negatively affect the urban environment, to develop more positive, pro-city attitudes that protect the natural and built environment. Small changes in behaviour have gone a long way in driving sustainability and resilience, in leading cities around the world.

iii. Resilience, sustainability and liveability: Implications for human and social development

A society that is cohesive and inclusive can withstand change and extreme shocks – with the societal response to Japan's recent tsunami and earthquakes providing a clear example of the tremendous power of social cohesion and inclusion, in the face of life-threatening disaster. Such events are perhaps the greatest test of social unity, and its role in driving resilience and sustainability. Human and social development is multi-dimensional – and therefore requires a varied set of interventions for resilience

at this level is to be improved. To strengthen either form of development, both 'hard' and 'soft' inputs are necessary. 'Hard' inputs may include access to infrastructure, social services and various amenities – with delivery that is efficient and that promotes the health and well-being of citizens seen as critical. In contrast, 'soft' inputs into human and social development may include social interactions, encouraged through the availability of suitable spaces and the creation of opportunities for community interaction. Cities play a crucial role in delivering on all of these areas. Real resilience within society emerges through targeted actions that encourage holistic development at the level of the individual (expressed through individual freedom, capacity and capability) – and at the level of society (Sen 1999). Such actions may include the following outlined below.

Valuing diversity

A city such as Johannesburg holds strength and resilience in its diversity. But this diversity is also a source of conflict – as witnessed in the recent xenophobic attacks. Johannesburg has its own unique brand of African cosmopolitanism. In many ways, paradoxically, Apartheid planning divided and separated communities according to race and class, while also creating conditions for communities to develop their own distinct cultures and identity of place. Unique cultures and communities have emerged in townships – despite the drab, indistinct and barren landscape created through Apartheid. No township identity and culture is the same – and even within townships today, a myriad of new cultural identities are constantly being shaped and formed.

New waves of migrants from the rest of Africa are adding further to the already diverse and cosmopolitan city of Johannesburg. It is important to consider these dynamics, as they lay the basis for forging an approach to human and social sustainability, resilience and liveability that takes account of Johannesburg's uniqueness. In this context, a built environment that offers a good quality of life for all, irrespective of race, ethnicity, place of origin, gender or class – while also building on the cultural character of neighbourhoods, is central to inclusion and cohesion. For diverse cities such as Johannesburg, clear priorities exist: using the built form to create greater social cohesion and inclusion, by creating shared spaces for interaction amongst diverse members of the nation; working actively to build bridges across diverse communities, while focusing on inclusion and well-being for all. These actions are critical, for diversity to serve as a source of resilience rather than conflict. Diverse cities such as Johannesburg have grown internal resilience, sustainability and liveable urbanism through promoting human and social development – with focus placed on:
- Growing the confidence citizens hold in respect of their own traditions and ways of being – while, at the same time, constructing frameworks that allow people to appreciate and respect the different perspectives and ways of living of others;
- Supporting various means of communication and sharing – across and within diverse communities, and by various actors; and
- Creating mechanisms for addressing and managing conflict – where it emerges – in a way that supports the resilience of the city, as a whole.

Citizens and the city – working together to reduce crime

A city where citizens and business are active participants in community safety and crime prevention is a resilient city. Personal, community and social safety aids optimal social and human development. Social cohesion and collective actions to reduce crime also serve as important ingredients in building resilient and safe cities. Cities that have succeeded in building resilience through safety often decentralise police services, with police working with communities to reduce crime. Lastly, a city's design and its built environment can also reduce or induce crime. A resilient city is one that incorporates enhanced safety in its design – resulting in citizens feeling safe to use public and street space, with spaces designed to reduce opportunistic crimes.

Building resilience in public health: focusing on prevention first

A healthy city is a resilient and sustainable city. The concept of resilience is critical in the domain of urban public health, with systems thinking and theory arguing that the health system is a social determinant of health. A variety of inter-related factors influences the health and well-being of individuals and the communities in which they live. While some factors are genetic, there are a range of areas in which cities actively intervene, to positively influence health and the prevention of illness at the individual, community and national level. Pro-active interventions at a city-level can be made in a number of domains, to promote health and thereby resilience. These interventions may focus on: individual lifestyle choices (such as smoking, diet, exercise, sexual behaviour); community factors such as crime and unemployment; social conditions such as social inclusion and cohesion; environmental factors such as living and working conditions; and welfare policies that impact on income, food security and education. All these influence both quality of life as well as longevity. Cities such as Johannesburg can build resilience and sustainability through the arena of health, by:
- Improving the condition s of daily life – and the circumstances in which people live;
- Reducing health inequities, by tackling the unequal distribution of power and resources;
- Strengthening the ability to monitor population health: increasing the understanding and measurement of health indicators; evaluating actions; expanding the knowledge base; develop a workforce that is trained in the social determinants of health; raising public awareness about active approaches to health; and
- Improving air quality through reducing private car use and promoting public transport.

It should also be noted that, as health outcomes are the result of a number of complex and inter-related factors, many of which lie outside the domain of the health sector, cross-sectoral collaboration is a prerequisite for success. Such an approach is a non-negotiable, if a city is to increase resilience in relation to health. As such, it is critical that cities focused on resilience and health play a role in defining cross-sectoral policy focus areas. It is the duty of health departments to take on a stewardship role in this respect, shifting from a primary focus of service provision to ensuring policy coherence across sectors and thereby mitigating the negative effects associated with fragmented sectoral planning[7].

Promoting a culture of lifelong learning

Cities that are resilient and sustainable embed the concept of ongoing learning into the life philosophy held by their citizens. In Johannesburg's case, historical legacies continue to erode improved quality of life, with poor education acknowledged as one of these legacies. Education is a key determinant of social and human development. A learning city is a resilient and sustainable city. Cities that recognise this play a broader role in learning – and thereby in the growth of resilience – through:
- Identifying their own role in driving lifelong learning – and broadening the scope of this role;
- Identifying informal and formal learning resources and institutions;
- Linking learning opportunities for individuals across different ages by, for example, encouraging and enabling different generations to learn together and to learn from each other;
- Developing diverse citywide coalitions that are able to motivate reflection and dialogue among people and key thinkers within all sectors of society (e.g. public, private, formal, informal, urban and rural);
- Interacting with citizens from diverse contexts – in terms of culture, religion, language and tradition – to build a trusting environment that allows for mutual learning and sharing; and
- Ensuring local media participates in driving education – both as a tool for creative learning, and as a platform for raising awareness of learning opportunities.

iv. Resilience, sustainability and liveability: Implications for sound governance

The concepts of resilience, sustainability and liveability, when considered in the context of governance, highlight the importance of city governments dealing with uncertainty and risk, working more closely with stakeholders through active participation, ensuring integrated planning, promoting organisational learning and innovation, and driving inter-governmental learning and partnerships. Some of the mechanisms through which cities drive improved forms of governance that enhance resilience, sustainability and liveability are as follows:

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[7] Informed by sector bi-lateral in December 2010 with the City of Johannesburg's Department of Health

Getting closer to communities – acknowledging the importance of participation and deliberation

Sustained, regular and non-partisan participation in city development – by all types of city stakeholders – is important for building resilient governance, both within city governments, and within the regions that city boundaries frame. Participation builds trust, while deliberation contributes to the shared sense of understanding needed to mobilise and aid self-organisation across ward boundaries. Participation encourages the identification and sharing of diverse views, issues and interests, while deliberation allows for the exploration of different solutions, perceptions and explanations – without forcing consensus. Johannesburg's current systems of participation are insufficiently participative or deliberative. There is a need to make this form participatory governance work more effectively, across all regions in the City, to build long-term sustainability and governance.

Governance is not only relevant within the context of local government. Delivery of services, infrastructure and goods takes place through the actions of players across all three spheres of government, and within the private sector and community organisations. Governance that focuses across these role-players is therefore also critical.

The GCR and the importance of polycentric regional governance

Johannesburg is not an island. Instead, it is part of a complex city-region governance arrangement. As a major city within the GCR, there is an opportunity to deepen and drive existing governance arrangements – to ensure co-ordinated planning and public investment. The GCR has emerged with little co-ordination between what are presently relatively independent and autonomous working metropolitan cities. As the GCR economy continues to grow, with complex social and political interactions continually changing, greater co-ordination will be necessary to drive co-ordinated growth and development across the region. Regional governance is critical in ensuring a sustainable and resilient region – with this equally important as multi-level institutional arrangements are forged. Ensuring all role-players work towards an urban environment that promotes urban liveability.

Accountable, trustworthy and responsive governance

Pursuing just distributions of benefits, to improve the adaptive and resilient capacities of vulnerable groups and the citizenry of Johannesburg as a whole, is central to resilience – and to sustainability. The City is obliged to become better at communicating, explaining and informing stakeholders and customers. It must also be willing to accept sanction for poor performance. Accountability, trustworthiness and responsiveness are all essential pillars of governance – in terms of how it relates to delivery.

The pursuit of social justice by the City necessitates effective translation of strategy into implementation. Active protection of the rights and interests of socially vulnerable groups – alongside the pursuit of mechanisms to empower them – is essential for resilience and sustainable governance. There is however, also a tension between urban management, enforcement and the protection of rights. Transparent and open accounting, communication, and a clear governance framework should serve to mediate this tension – with citizens and the City both acknowledging joint accountability for the city in which they live and work.

2.6 The GDS principles

The 2040 GDS paradigm provides a base for analysis, interpretation and action. The City's statement of six clear guiding principles, originally articulated in the 2006 GDS, support this framework further. Despite the time that has passed since the definition of these principles in the 2006, they are still relevant. They provide a view of the City's approach to development, clarifying the path for mediating some of the tensions outlined above. While the essence is largely the same, insights gained through the GDS review have been used to strengthen the original principles, ensuring greater alignment with the changing context and the Joburg 2040 GDS paradigm.

2.6.1 Principle 1: Eradicating poverty

The City of Johannesburg will continually assist the poor to build capacity, thereby supporting them in accessing the city and stepping onto the ladder of prosperity. The City chooses a pro-active approach – helping new households, internal and circular migrants, those in hostels, informal settlements and historical ghettoes, the unemployed youth, refugees and others who are vulnerable to access urban services. The aspirations of the poor may present considerable delivery challenges. Despite this, the City remains committed, as developmental local government, to working with the most marginalised communities, to promote social, economic and spatial inclusion.

Defined in the 2006 GDS, this principle revitalises our understanding of our Constitutional duty to look after the 'basic needs' of the community. Over the last few years, the interpretation of this duty has frequently seen it reduced to mean the provision of free basic services. This principle, when defined more tangibly, refers to the City's role in:

- Enabling the poor to access basic livelihoods, inter-alia by helping them to secure social grants, facilitating skills development and basic employment opportunities, and supporting 'self-help' projects, start-up micro-enterprises and community-based co-operatives;
- Ensuring the affordability of municipal services, public transport and social facilities, through progressive tariff structures, creative cross-subsidisation and targeted social packages;
- Accommodating the poor, by working to ensure that they can find and retain decent lowest-cost rental housing opportunities – without needing to resort to a life lived in informal settlements and Inner City slums. A key priority is the assimilation of the poor, ensuring they are not relegated to the margins of the city, but can instead find residency in mixed-income residential spaces;

- Empowering the poor politically through meaningful participatory governance; and enabling them to feel part of the city, through the use of a range of measures – including sports, recreation, arts and culture – to minimise the experience of social exclusion; and
- Making allowances for the poor in terms of the regulation and management of the built environment and the use of public space – e.g. through developing more innovative, supportive regulatory approaches for the management of informal trading, spaza shops and backyard dwellings.

2.6.2 Principle 2: Building and growing an inclusive economy

The City of Johannesburg will continue to support economic growth that is both competitive and job-intensive – thereby ensuring the sharing of economic opportunities. The 2006 GDS recognises that the Apartheid legacy is still reflected in a highly unequal economy that excludes the majority of Johannesburg's residents – an economy that has created labour market distortions that continue to benefit racial minorities. Facilitating shared growth – and involving more citizens in economically productive activities – will serve to benefit all.

2.6.3 Principle 3: Building sustainable human settlements

The City is committed to building sustainable human settlements – with this commitment aligned to national imperatives. This commitment cannot, however, be addressed without honestly considering how sustainable human settlements can best be established in a city still divided across race and class lines. In building sustainable human environments, the City must therefore address a triple challenge: breaking through the Apartheid City; creating more liveable environments; and confronting the post-Apartheid reality of urban exclusion.

2.6.4 Principle 4: Ensuring resource security and environmental sustainability

The City of Johannesburg is committed to transitioning to a low-carbon economy in pursuit of a healthy urban environment and environmental sustainability – where this is considered a critical step in ensuring the well-being of all Johannesburg's residents, and those who work and play in the city. In the context of high energy costs, a plan that does not include this transition will result in an energy base and aligned costs that place excessive burdens on the economy, negatively affecting the potential of all economic sectors. Increasing energy costs will also further disadvantage the poor, exacerbating conditions of energy poverty in the city. This City is committed to addressing energy poverty by building an urban form that is energy efficient, and by ensuring that the urban poor are energy-secure. However, the management of all scare resources is the collective responsibility of every one of the city's stakeholders. For success, this principle requires the development of compacts between the City, business, individual citizens and communities, with joint action representing the only option for adequately addressing resource security requirements.

2.6.5 Principle 5: Achieving social inclusion through support – and enablement

The City will ensure the promotion of social inclusion at all levels of society, through addressing key obstacles, including those that relate to access to service infrastructure and social safety nets. In addition, the City recognises the reality that social inclusion will only be achieved if all play their part. The City will work to build an enabling environment, through which citizens can support themselves and each other, creating change and greater inclusivity through the direct actions of individuals, communities, organisations, alongside the City. The City will continue to work with marginalised groups such as women, children, people with disabilities, migrants and refugees, while also establishing further partnerships through which to drive social inclusion across civil society and business. Importantly, the City will work closely with communities to minimise urban conflict arising from intolerance, prejudice and discrimination – as evidenced in recent xenophobic attacks and crimes such as 'corrective rape'. The City will deepen its relationships with marginalised groups and strive to understand new forms of social exclusion that are emerging. Building bridges across diverse communities is an important element in driving inclusivity, and ensuring the restoration of trust within and between communities. The City will assist communities to express their culture through

the character of the built environment, while allowing neighbourhoods to develop their own unique character and cultural identities.

2.6.6 Principle 6: Promoting good governance

Good governance is central to all of the principles outlined above – serving as the foundation upon which all other principles can be realised. The City commits to ensuring financial sustainability – and deepening participation. Financial sustainability is critical if the City is to meet the long-term demands for capital infrastructure. In addition, the City will focus on building more innovative mechanisms through which citizens and communities can participate more effectively and meaningfully. Recognising that communication is critical for deepening participation, the City will transform the manner in which communicates with citizens and stakeholders.

2.7 The Joburg 2040 GDS Vision and Mission

Vision:

"Johannesburg – a World Class African City of the Future – a vibrant, equitable African city, strengthened through its diversity; a city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society."

Joburg. My City – Our Future!

Mission:

The City of Johannesburg commits itself to pro-active delivery and the creation of a city environment in 2040 that is resilient, sustainable and liveable. It aims to achieve this through long-term 2040 plans, targeted programmes, services and enabling support that drives economic growth, optimal management of natural resources and the environment, the development of society and the individuals within it, and the practice and encouragement of sound governance, in all the City does.

2.8 Concluding remarks

The City has a principled commitment to deepening local democracy through effective participation. While the democratic process – together with active communication – supports more effective, targeted delivery of services to citizens, it also grows a more active, engaged citizenry, alongside a more responsive and pro-active city government. The City will lead in delivery against the principles outlined above, forging and deepening co-operative governance with partners in other spheres of government, finding innovative ways of working in partnerships, managing and overcoming conflict, and engaging honestly with citizens.

The Joburg 2040 GDS is driven by the goal of capable and capacitated communities and individuals. With this realised, the City of Johannesburg will be able to transition to a more sustainable, inclusive future, in which communities and the individuals who live in them hold the potential and the means[8] to imagine and grow their neighbourhoods, their communities and themselves. A balanced focus on the environment management and services, good governance, economic growth and human and social development will assist in achieving a resilient and sustainable city – and a city in which all aspire to live.

Lastly, to give force to the concept of developmental local government, the City strives to be more pro-active in its approach to partnering with citizens and business. It is only through partnerships that large-scale change will occur, thereby enabling the city to change its development trajectory. Encouraging citizens to become co-producers and co-managers will aid in the establishment of a more just, sustainable and equitable Johannesburg.

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[8] These 'means' may include individual incomes, access to social packages, free basic services or a combination of social services that allow citizens to build capabilities over time.