

The Mabopane-Centurion Development Corridor: A historical analysis of successes and constraints and proposals for improvement

CHAPTER FIVE

RECOMMENDATIONS FOR IMPROVEMENT

SECTION A: INTRODUCTION

In this chapter solutions are proposed for the limitations and difficulties experienced by the MCDC-project (as discussed in Chapter Four). This is done by making use of lessons learnt from the international development corridor discussions and the produced theoretical framework formulated in Chapter Two.

As a main structuring device, the Curitiba Development Corridor model is used whereby more than one problem/difficulty is addressed through a single solution.

~~~~~

#### **SECTION B: POTENTIAL APPLICATION FOR THE INTERNATIONAL DEVELOPMENT CORRIDOR DISCUSSIONS**

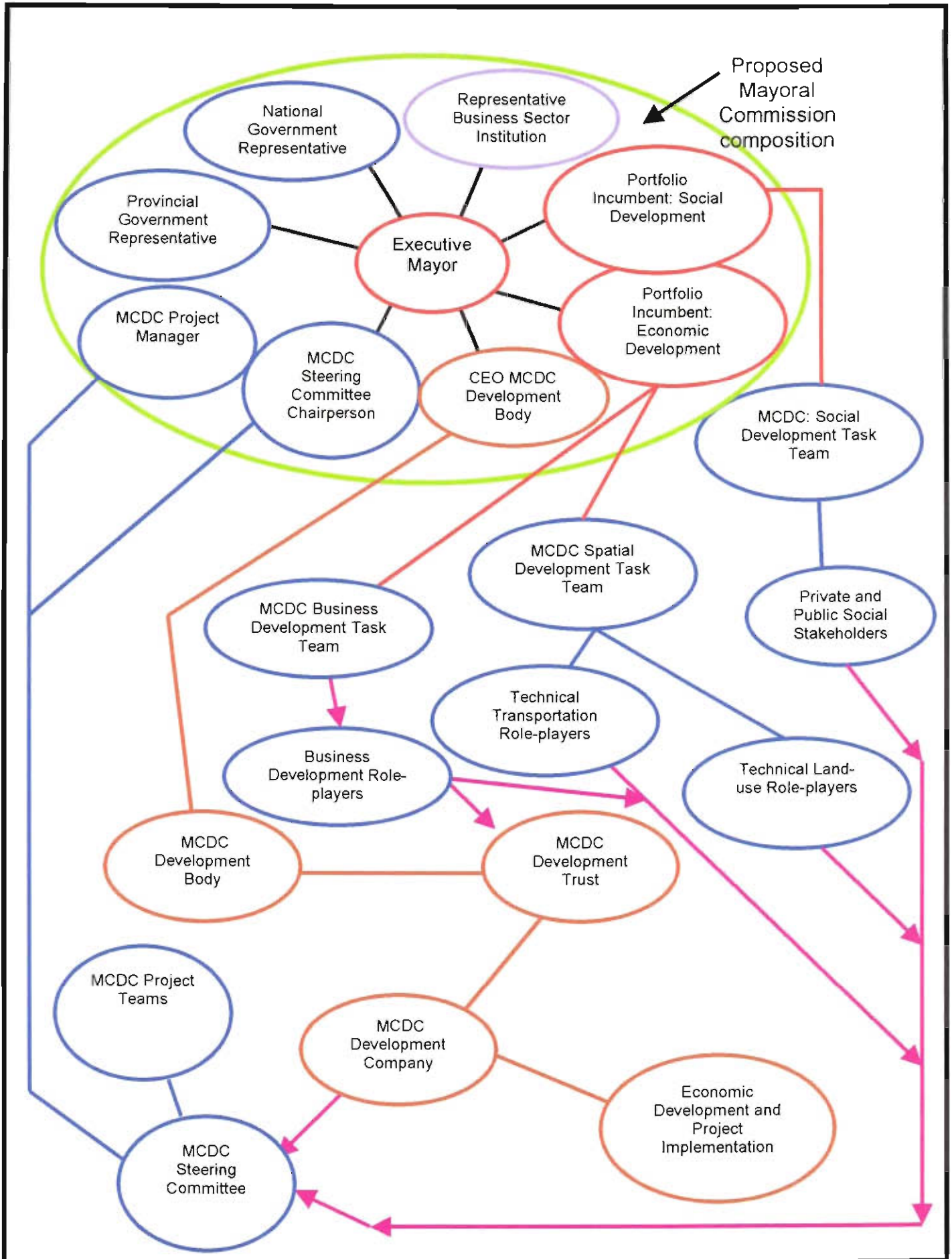
This section attempts to determine how certain approaches and concepts used for the development of other development corridors could be applied on the MCDC area to address its own difficulties.

##### **1. A proposed MCDC Mayoral Commission**

It is proposed that a proper institutional framework for the MCDC-project be established. The motivation for the latter is based on the creation of a platform focused on the promotion of co-operative support between all involved stakeholders and to find solutions for the difficulties experienced, such as a lack of political commitment, commitment from officials and other stakeholders and the lack of overall financial support. It also especially focuses on involving the business sector in the MCDC's decision-making processes.

To overcome the limitations and difficulties mentioned above, it is suggested that a mayoral commission (see Diagram 11 below for a schematic illustration) be established in the office of the Executive Mayor of the City of Tshwane Metropolitan Municipality. A similar approach was followed with the W-Growth Corridor in the Philippines, although at a national level. In this way, it could possibly ensure that the MCDC-project be dealt with at the highest possible political level at local government, easing the political and technical management and control

**Diagram 11: Proposed structure of the proposed MCDC Mayoral Commission and linkages with other MCDC institutions**



of the MCDC-project. It can also ease the influence of and discussions with executive representatives of other institutions, organisations and entrepreneurs, locally, nationally and globally.

As discussed in Section D of Chapter Two, A Theoretical Framework for development Corridors, a principle of inclusivity is proposed. This can be reached by incorporating representatives from all applicable role-players representing all spheres of government. A similar approach has been proposed for the Tembisa-Kempton Park Development Corridor. The motivation, therefore, is to establish proper communication linkages with other key decision-makers, as well as to initiate a process whereby the role-players representing the different spheres of government would be more directly pushed into action.

It is also suggested that the existing institutional project framework of the MCDC-project (which include the MCDC Steering Committee, the MCDC Project Manager, the MCDC Business Development Task Team, the MCDC Spatial Development Task Team and the MCDC Social Development Task Team) be incorporated into the newly proposed institutional project framework.

Given the above, the proposed MCDC Mayoral Commission should comprise of the following:

- ◆ A political champion: A political champion in the person of the Executive Mayor of the City of Tshwane Metropolitan Municipality, to head the MCDC Mayoral Commission;
- ◆ A portfolio councillor responsible for social development: The Portfolio Incumbent: Community Development of the City of Tshwane Metropolitan Municipality, to chair the MCDC Social Development Task Team (Task Team members should comprise top management officials representing all applicable institutions and all aspects related to the social sectors);
- ◆ A portfolio councillor responsible for business and spatial development: The Portfolio Incumbent: Economic Development of the City of Tshwane Metropolitan Municipality, to chair both the MCDC Business Development Task Team and the MCDC Spatial Development Task Team, as both fall in the ambit of his/her responsibilities (Task Team members should comprise top management officials representing all applicable and related disciplines);
- ◆ National government representatives: The appropriate Deputy Director-Generals of both the Department of Trade and Industry and the Department of Transport, dealing with corridor development and SDI's, should be included as members of the proposed Mayoral Commission. The purpose would be to assist with national policy inputs, to ease access for funding through other government programmes and to build networks with international markets and investors;
- ◆ Provincial government representatives: The appropriate Heads of the Department of Development Planning and Local Government, the Department of Economic Affairs and Finance and the Department of Transport and Public Works of the Gauteng Provincial Government. The purpose: to get mutual acceptance of development needs and priorities, to promote the co-ordination of overall project priorities and budget allocations, as well as to continuously share information on progress and influences;
- ◆ The MCDC Development Company: The CEO of the proposed MCDC Development Company, representing the "agent" responsible for project implementation, investment attraction and initiation of business development projects. The purpose would be to

initiate, facilitate, manage and co-ordinate the implementation and development of activities/projects decided upon by the proposed structure (especially as far as economic development projects/initiatives are concerned), as well as to give feedback on progress made with implementation;

- ◆ Organised business: A representative of an organised business institution (such as the Pretoria Business Chamber), should be incorporated, to give strategic private sector business input into the MCDC-project decision-making processes;
- ◆ The MCDC Steering Committee: The Chairperson of the MCDC Steering Committee, established as a precondition by the former office of the Reconstruction and Development Programme, should be incorporated so as to ensure ongoing integration and involvement; and
- ◆ The MCDC Project Manager: The appointed MCDC Project Manager should be incorporated to ensure at an official level that the MCDC is administratively, financially and technically well managed, co-ordinated and promoted.

It should be noted that this is just a proposal and the practical implementation obviously still has to be determined and tested.

## **2. The expansion of the IGDIS report into a fully-fledged corridor management plan for the MCDC-project**

The MCDC Integrated Growth and Development Implementation Strategy, compiled to initiate the development of the MCDC, can be regarded as an initial step when compared to some of the lessons learned from the Curitiba and other development corridors.

The one prominent lesson from the Curitiba model is to ensure that the development corridor concept, in all its dimensions, is totally integrated into the overall city plan. This approach is also applied in Cape Town, where the Wetton-Landsdowne Development Corridor is incorporated into the Cape Metropolitan Spatial Development Framework. Although the MCDC-project proposals have thus far also been incorporated into the respective Integrated Development Plans compiled in the area of the Greater Pretoria Metropolitan Council, it has never been incorporated or assessed from a long-term strategic planning point of view. In other words, it has never been evaluated in terms of its contribution towards the implementation of the entire city's long-term strategic development goals and objectives.

To enable the latter, it is proposed that a corridor management plan be compiled which incorporates a number of possible actions (also see Diagram 12 below for a schematic illustration of the proposals discussed hereunder):

- ◆ Analysing the progress made with the implementation of the IGDIS: A clinical analysis of the results and progress made with the implementation of the contents of the August 1997 IGDIS-report, should be conducted;
- ◆ Compilation of an environmental management plan: The Strategic Environmental Assessment and the Interim Open Space Policy for the MCDC area (see detail in Chapter 3 paragraph 4.5.5 on page 135), should be used as a basis to compile a comprehensive environmental management plan. The purpose would be to guide all future development in the MCDC area from an environmentally sustainable point of view. It would also assist to help potential investors and developers to identify potential obstacles much quicker in

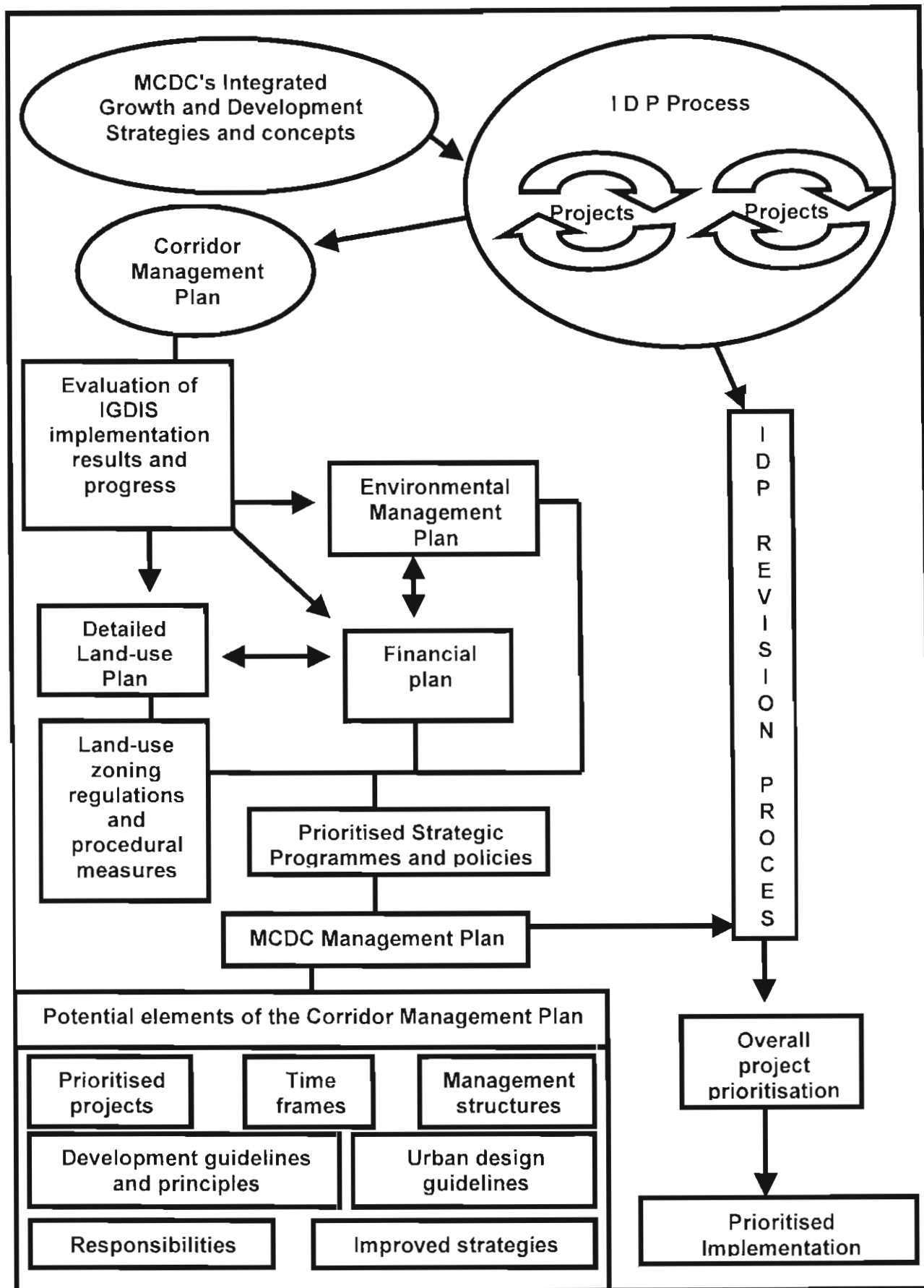
their developmental and decision-making processes;

- ◆ Compilation of a detailed land-use plan: A detailed land-use plan, which consists of land-use planning, economic development proposals and opportunities, urban design criteria and guidelines, access management, phasing and projects, should be compiled. The purpose being: to guide private sector investment towards preferred locations, to guide public sector processes in terms of infrastructure provision and to keep the wider community informed regarding the expected development opportunities;
- ◆ Special land-use zonings and procedural measures: More appropriate zonings should be investigated and applied, promoting mixed land-use development. Higher densities and the intensification of development along the corridor should also be made possible through new zonings. The latter should benefit quicker decision-making, increasing threshold values for public and private sector investments, as well as benefit the overall development in the MCDC area;
- ◆ Compilation of a financial plan: A financial plan consisting of projects, priorities, phases and funding methods and institutions, should be compiled by using the results of the actions listed above as input; and
- ◆ Formulating a set of prioritised strategic development programmes and policies: A set of prioritised development programmes and policies for the implementation of the existing, as well as newly proposed strategic projects, should be compiled. The purpose: to give special attention to critical development issues and to enhance a situation of speedy delivery and implementation.

The final Corridor Management Plan should, therefore, incorporate time frames, prioritised projects, budget needs, development guidelines, principles and strategies, financing strategies, urban design criteria and guidelines, allocated responsibilities and proposed management mechanisms and structures. Furthermore, it should serve as the guiding tool for the MCDC-Mayoral Commission to guide decision-making and enhance the development of the MCDC area. It should also serve as a guide to influence the budgets of all other stakeholders involved in the MCDC-project.

The results of the MCDC Corridor Management Plan should then be incorporated as input into the overall Integrated Development Plan revision process. This should be done at the time when a strategic development framework is being negotiated for the entire area of the City of Tshwane Metropolitan Municipality. With an improved project prioritisation process, linked to the implementation of strategic development goals and objectives, the MCDC budget needs will be more appropriately evaluated against all other multi-faceted projects. The end result: prioritised implementation of priority projects optimally benefiting the entire population of the City of Tshwane Metropolitan Municipality and thereby also the residents in the MCDC area.

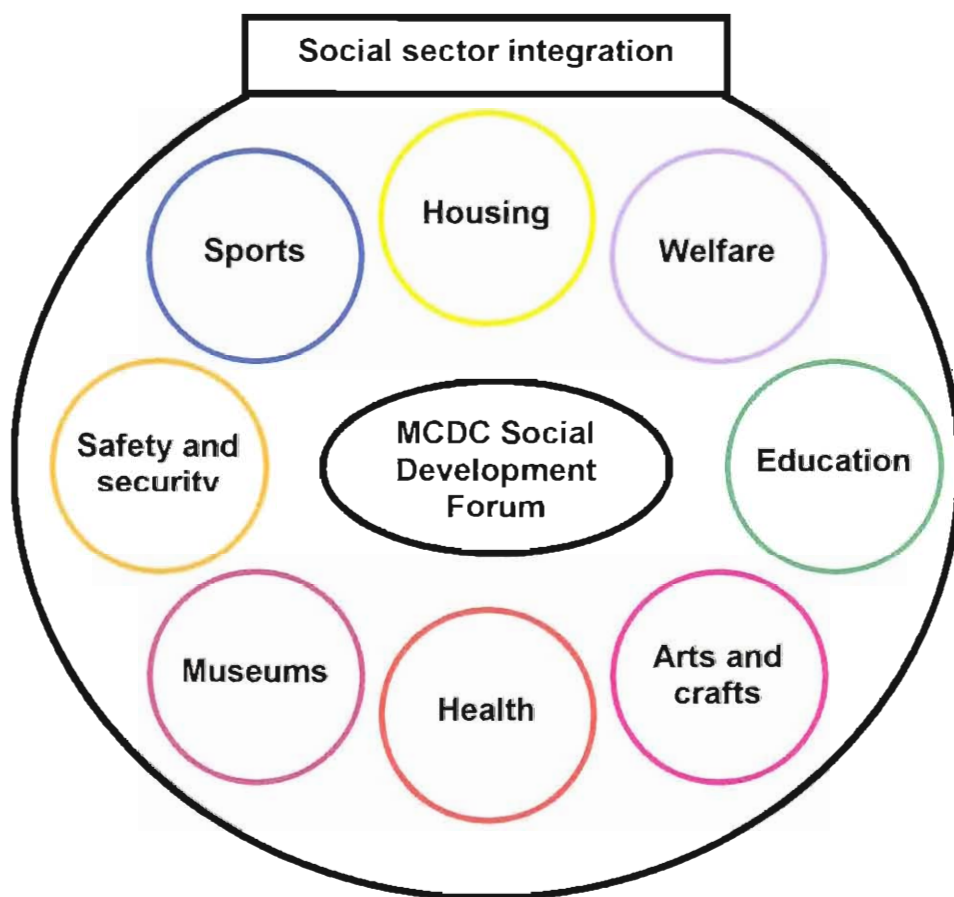
Diagram 12: Proposed Corridor Management Plan and process for the MCDC



### 3. Social sector integration

It was proposed in the MCDC IGDIS-report that a representative forum be established where social issues could be discussed (Urban-Econ Development Economists, 1997b). Related thereto, it is proposed that the matter be discussed with the newly appointed Executive Mayor of the City of Tshwane Metropolitan Municipality, with a view to assisting with the removal of the political obstacles preventing the establishment of a proposed representative MCDC social development forum (see Diagram 13 below for a schematic illustration). The purpose being: to enhance the integration of the social sectors with the spatial and transport sectors and to address social concerns in an integrated and supportive manner. Altogether, it should enhance social upliftment of the disadvantaged communities in the MCDC area.

**Diagram 13: Proposed social sector integration**



### 4. Business development centres for the MCDC area

The discussion about the Arizona Development Corridor (see paragraph 6.2 on page 75 for detail), revealed that a system has been put in place where business development centres are established to promote local economic development. In this regard, it is proposed that the City of Tshwane Metropolitan Municipality adopt a similar approach for the MCDC area.

The proposed business development centres (see Diagram 14 below for a schematic illustration), should be joint ventures between the local authority, education and training institutions, organised business institutions, non-governmental organisations and financial institutions. The aim should be to provide any kind of business-related information or service at these centres.

A process could also be adopted whereby business opportunities are identified, the feasibility thereof tested and a comprehensive business plan compiled. These packaged opportunities could then be either marketed or a local entrepreneur could be trained so as to implement the opportunity and to promote job creation.

Close relations should also be maintained with the “*Tabisa*” project, implemented as an entrepreneurial training centre at the Technikon Northern Gauteng, to train entrepreneurs among disadvantaged communities.

The proposed business centres should be located adjacent to the proposed MCDC activity spine or established at inter-modal transfer nodes. This way, the centres can become highly accessible to the public as they are directly linked to the public transport system. This, in turn, should also support the use of the public transport system.

This system could be expanded through the establishment of community development forums, which over a period of time, could be transformed to community development corporations, as proposed for the Wetton-Landsdowne Development Corridor (refer to paragraph 2.4.5 on page 27 for detail). The community development forums could initially be serviced by the proposed business development centres, until they are transformed into development corporations.

These proposed business development centres should of course be further investigated in depth in terms of operations, cost implications and management, before negotiations for implementation are initiated.

## 5. Integrated land-use and public transport systems

The Gauteng Spatial Development Framework is based on the Development Facilitation Act<sup>81</sup> and identifies a definite fragmented urban form as one of the major development issues present in all cities/towns in the Province of Gauteng. The latter is according to the Gauteng Spatial Development Framework caused by the spatial distribution of economic activities and racial segregation. One of the largest development concerns caused by the latter, is the fact that the higher density developments are found in the apartheid townships, which developed at the periphery of a city/town (instead of at the centre). It is further causing a situation where a lack of employment is prevalent in these higher density areas, as well as the need to more often than not travel uneconomical distances to the central areas where the largest percentage of jobs are normally located.

With regard to transport, the Gauteng Spatial Development Framework also recognised the fact that road transportation is a form-giving element in the spatial form of our cities in Gauteng. This also applies to the Greater Pretoria Metropolitan Area, where the MCDC (western parts of the former Greater Pretoria Metropolitan Area) experiences a slow to zero economic growth scenario and a lack of regional mobility and access roads. For this purpose, the Gauteng Spatial Development Framework identified five critical factors as principles to promote development in the Province of Gauteng. These, as listed below, are closely related to corridor development and should be used as a guide in the development of concepts for urban development:

---

81 The Development Facilitation Act (Act 67 of 1995) is specifically focused at implementing the Reconstruction and Development Programme. In general terms, the Act facilitates an increment in development and housing delivery processes, as well as to rectify the imbalanced urban forms caused by the apartheid era (APS Plan Africa, 1999).



- ◆ Resource-based economic development: Resource-based economic development is focused at promoting economic development through a thrust-based approach focusing on an improved manufacturing sector, information technology, telecommunications equipment, research and development, bio-medical industries and the services sector;
- ◆ Containing urban growth: To prevent unlimited urban sprawl;
- ◆ Redirect urban growth: Redirection of urban growth through integrating residential areas with areas of employment opportunities so as to create a functional urban form. Important issues in this regard are densification and achieving growth on vacant land;
- ◆ Development beyond the urban edge: Rural development beyond the urban edge to achieve a balance between rural and urban development as well as to “protect” rural land against urbanisation. The last is a specific planning principle prescribed in the Development Facilitation Act, Act 67 of 1995, stating that one land-use is not subordinate to another; and
- ◆ Mobility<sup>82</sup> and accessibility: The mobility and accessibility functions are the base for the implementation of all the afore-mentioned principal-factors. (APS Plan Africa, 1999).

Within the framework provided by the five critical factors discussed above and the theoretical framework formulated in Chapter Two, it is proposed that a development concept be adopted by the MCDC-project, which is further refined to correlate more directly with the concept applied in Curitiba. The purpose is to promote the integration of land-use and public transport systems in such a manner that the one totally complements the other.

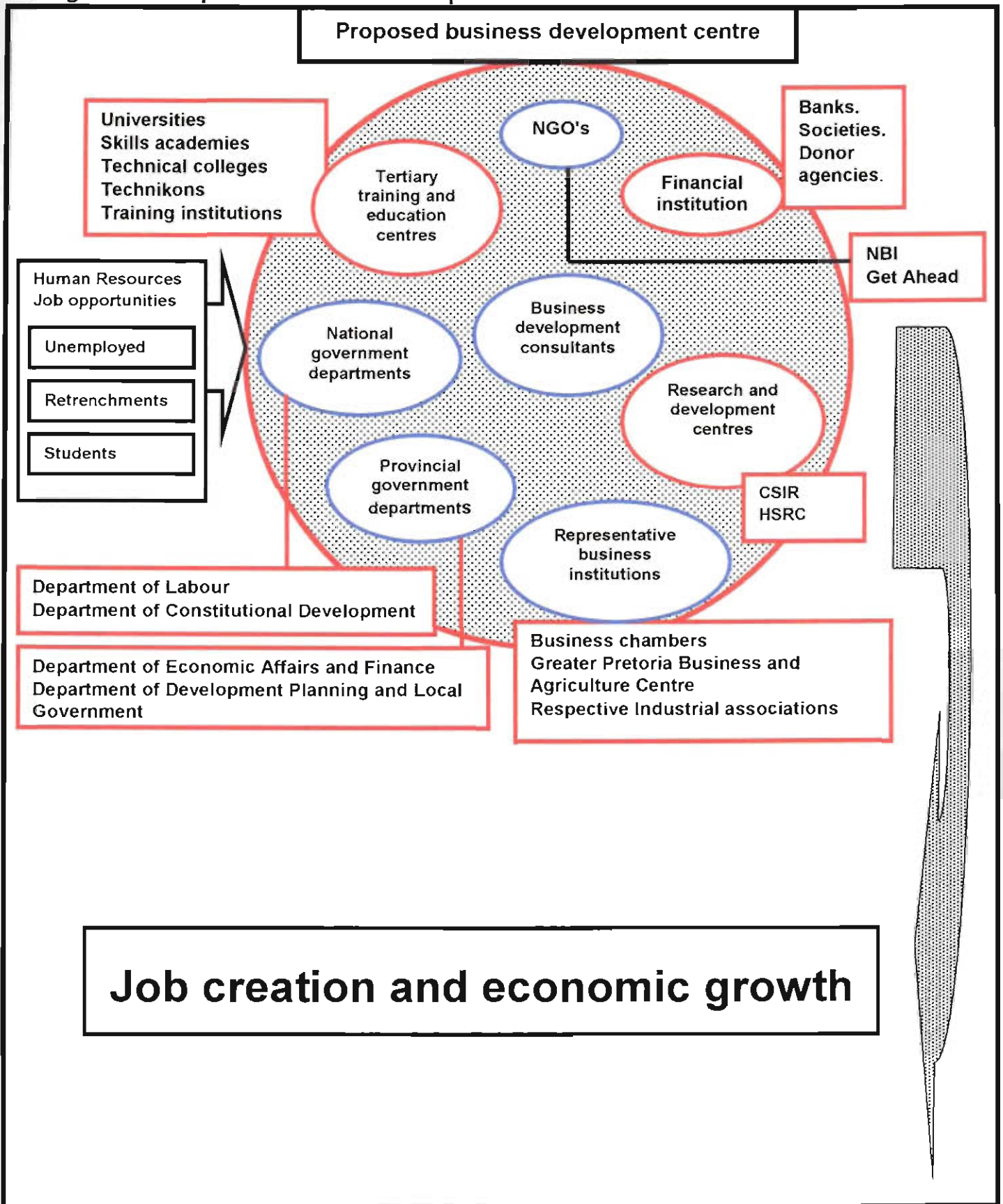
As discussed in Chapter Three, the MCDC area consists of a number of different unique homogeneous areas. As a result, it is expected that the development concept will differ in terms of context, intensity, contents and nature from area to area (TRC Africa, 1998). It is therefore not the purpose of this dissertation to prepare detailed proposals for the development concept, but rather to prepare a general concept, which could be altered or refined according to the influences, found in the different MCDC areas. The concept, which could be applied in the Klip- and Kruisfontein area between Soshanguve and the Rosslyn industrial area, is further illustrated schematically in Diagram 15 below. The concept includes the following:

- ◆ using the PWV-9 as the high-speed mobility route to accommodate through-movement of people not having a destination in the development corridor;
- ◆ using the Mabopane-Rosslyn rail line as the main public transport mode, with a hierarchy of stations developed along the length of the rail line to serve local and regional commuters. The higher order stations should be aimed at accommodating regional commuters and, therefore, be considered for higher order inter-modal transfer nodes (accommodating pedestrians, trains, buses and minibus taxis). Lower order stations should focus at providing a service for the local population residing within walking distance and the neighbourhood. Lower order inter-modal transfer facilities should be developed at these stations (accommodating trains, the pedestrians and probably also minibus taxis serving the neighbourhood). The public transport function of the rail line is regarded as a medium-distance service provider (i.e. from Mabopane to Rosslyn) and a longer distance service provider (i.e. from Mabopane to Pretoria central business district);

---

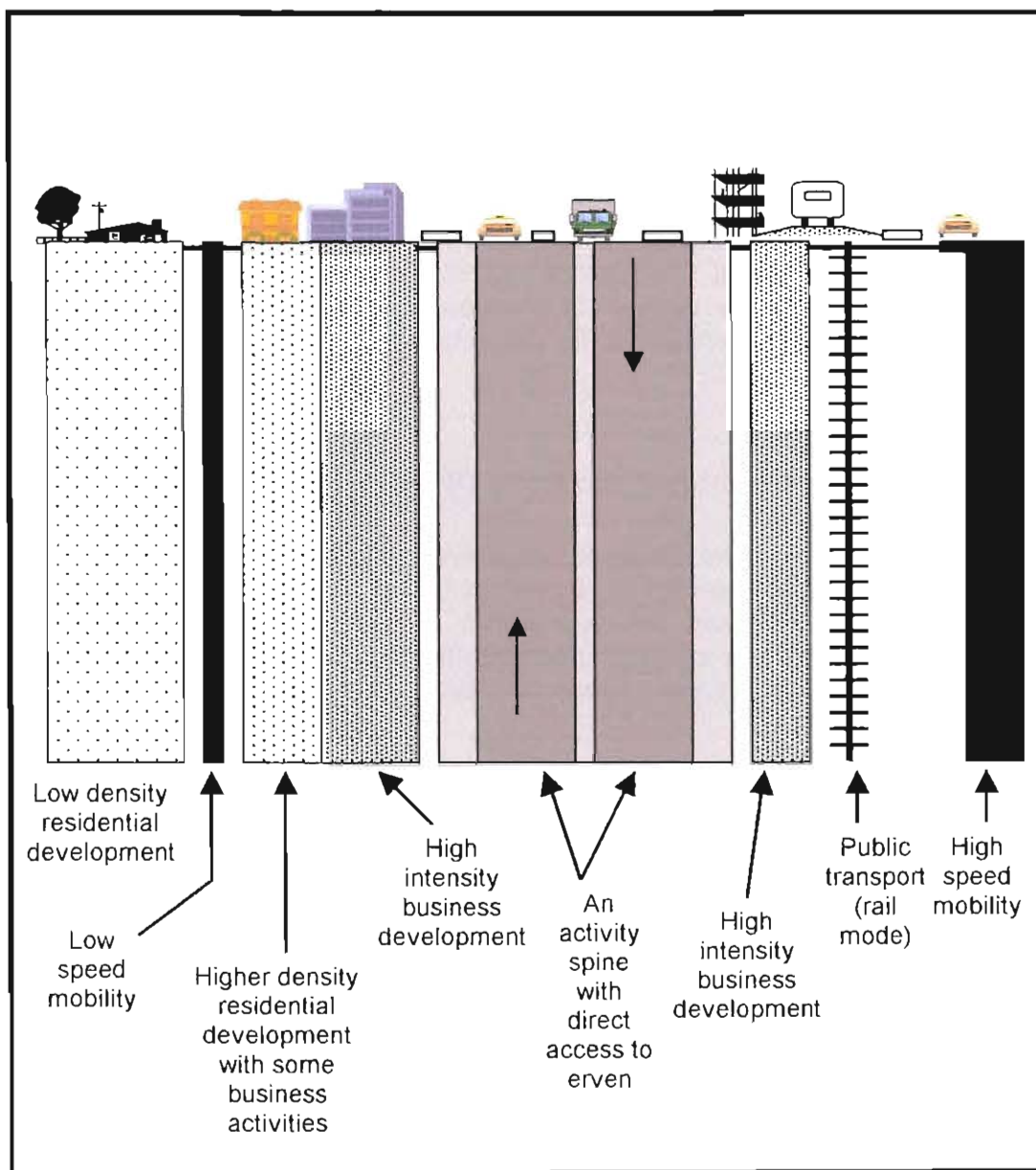
82 The Gauteng Spatial Development Framework, in terms of mobility and transport, identified two critical development paths, the one being to improve access to townships and employment opportunities and the other to provide improved infrastructure within the “core economic focus areas”. The last mentioned necessitates increased construction of road and rail facilities (APS Plan Africa, 1999)

Diagram 14: Proposed business development centre



- ◆ an activity spine should be developed next to the rail line. Zonings between the rail line and the activity spine should preferably be oriented towards business and even light industrial development (representing job creation). The first row of erven on the opposite side, should also accommodate businesses, but higher density residential developments integrated with businesses could also be allowed. The row of erven behind the first row should be used for higher order residential developments. Minor business activities should also be allowed;
- ◆ a lower order mobility route could be provided to enable short to medium distance movement as well as to link neighbourhoods with each other (refer to Diagram 15 below for a schematic illustration); and
- ◆ lower density residential developments should be made possible beyond the lower order mobility route (refer to Diagram 15 below for a schematic illustration).

**Diagram 15: Proposed Integrated Land-use and Public Transport model**



To enable the establishment of the possible concept proposed above, the City of Tshwane Metropolitan Municipality will have to formulate a number of policies and programmes to enable the development of such a concept. The policies and programmes should be focused at:

- ◆ enabling budgeting for infrastructure provision, such as the construction of roads and the inter-modal transfer facilities;
- ◆ pre-determined and approved zonings, automatically allocated land-use rights<sup>83</sup> at either sides of the activity spine;
- ◆ promoting an efficient and affordable public transport system;
- ◆ the establishment of public and community facilities adjacent to the activity spine, or, inter-modal transfer facilities;
- ◆ enabling expropriation to initiate development programmes for higher-density residential developments;
- ◆ incentives to promote the required development. Disincentives, such as higher property taxes, higher parking requirements, limited land-use rights and so forth should be investigated and be formulated to prohibit undesired development; and
- ◆ promoting inward growth to the area adjacent to the activity spine and controlling outward growth towards the urban edges.

These proposed policies and programmes are supported by Krynauw (Chief Planner: Metropolitan Transport Systems Planning; former Greater Pretoria Metropolitan Council) stating that the increased "... *use of controls and incentives...*", integrated with "...*the provision of public transport investment to support corridor densification...*", is actually enabling the development of a much more efficient transportation system for an entire city as well (Krynauw, 2000).

## 6. Decision criteria for MCDC projects and investments

In the Arizona Trade Corridor an evaluation approach towards testing the "*feasibility*" of each project/investment (whether public or private) is incorporated. This was done according to specific decision criteria used to create and test feasibility. This approach represents a challenge to find those projects with the best multiplier effects, attracting quicker investment and, therefore, promoting job creation, economic growth and the implementation of set goals and objectives.

Using the identified development corridor perspectives and the theoretical development corridor framework discussed in Chapter Two, a list of potential decision criteria is identified for further investigation. The most prominent development corridor principles applied in the Curitiba Development Corridor approach and the most common principles found among the respective international development corridors, were identified to form the basis of the proposed decision criteria.

The MCDC-project approaches, strategies and projects (see detail in Chapter Three), were also kept in mind during the decision criteria identification process, so as to ensure that the proposed decision criteria are compatible with the implementation of the development concept of the MCDC-project.

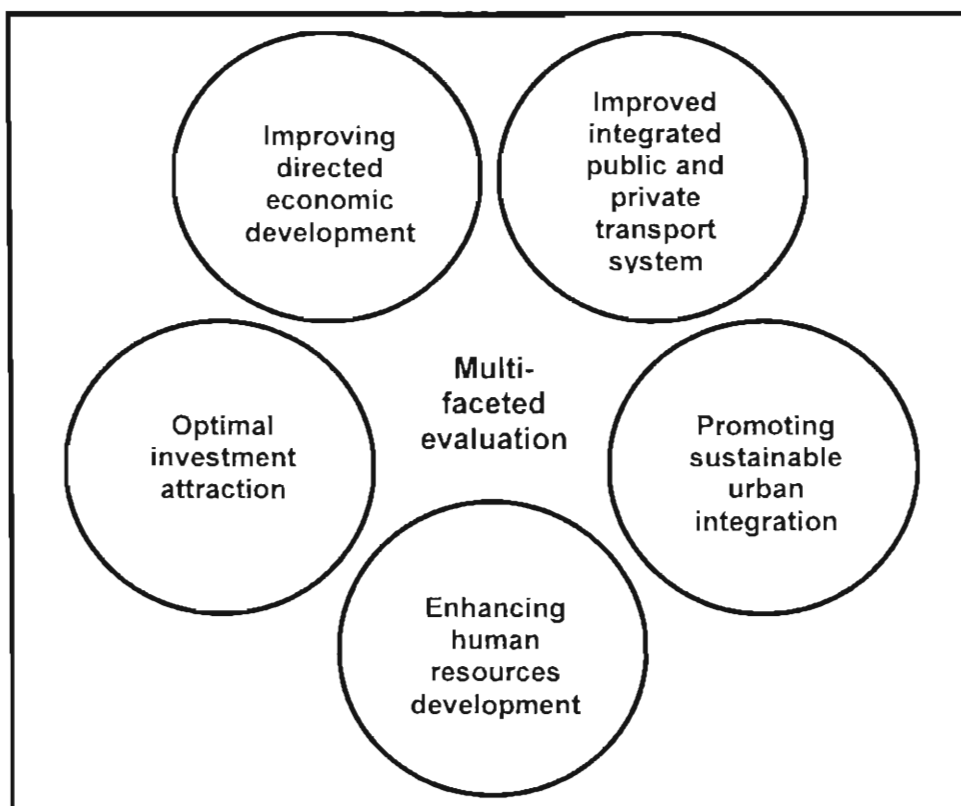
---

83 The constitutional rights of property owners will have to be tested before this proposal is implemented.

As a result, five multi-faceted components were identified as part of which detailed decision/evaluation criteria should be formulated to evaluate any investment from a holistic point of view. These multi-faceted components are illustrated on Diagram 16 and briefly discussed below:

- ◆ Improving directed economic development: Decision criteria should focus on an assessment of the sectoral economic sectors and the stimulation of those identified sectors which support the determined development vision and the implementation of the economic development targets set for the development of the MCDC area. Decision criteria compiled as part of this component could also have a spatial connotation, as it could differentiate between the development of different economic sectors at preferred locations in the corridor area, as depicted by the comparative advantages found in that respective area;
- ◆ Improving the development of an integrated public and private transport system: Decision criteria to be incorporated as part of this component should focus on the increased use of an integrated public transport system and the decrease of the use of the private vehicle. Special attention should be given to those investments which will enhance modal integration, as well as those which are creating additional economic development opportunities (job creation) at places where inter-modal transfer facilities are developed;

**Diagram 16: The proposed five multi-faceted components to form the basis of detailed decision criteria needed to evaluate public and private investments in a development corridor**



- ◆ Optimal investment attraction: This component should incorporate a number of possible decision criteria focuses, such as: will the investment contribute towards filling gaps in the

local production systems and/or the markets, will it stimulate the development of an activity spine, will it support the development of priority economic nodes, will it stimulate SMME-related developments, will it be located at areas which are close to public transport systems and will it be located close to public facilities or will it create the comparative advantages for public facilities to locate closer to the proposed investment? A number of these focuses could be incorporated, but it is imperative that it is directly related to the implementation of concepts and strategies guiding the development of the MCDC;

- ◆ Promoting sustainable urban integration: The anticipated decision criteria forming part of this component should incorporate strong elements of spatial issues (such as preventing urban sprawl and promoting densification), economic issues (such as increasing threshold values for economic development opportunities, the public transport system, as well as public facilities and amenities) and environmental issues (such as enhancing sustainable environmental development, conserving sensitive open spaces, beautification and preventing pollution); and
- ◆ Enhancing human resources development: The decision criteria incorporated into this component should focus on specific criteria to measure the ability of the investment to promote social upliftment (it can include socio-economic measures such as the ability to pay for services used, transport costs, as well as the ability to reduce unemployment). It could also focus on aspects such as the contribution of the investment towards formalising the informal trade sectors, the development of additional skills, or the use of available local skills in the corridor area. Time used for sports and recreation, especially by the economically active population, could also be incorporated in the evaluation process.

The challenge will be to link a financial value/calculation to each identified decision criterion or group of criteria, which can be used to calculate the expected value-adding and multiplier effects of the project and/or investment.

It should, however, be noted that a comprehensive investigation will have to be executed by the City of Tshwane Metropolitan Municipality to identify the appropriate decision criteria, which also comply to the goals, objectives and development strategies compiled for the development of the MCDC.

Once the decision criteria are ready for use, an additional element should be added to the concept to attract investment to the MCDC area. This includes the provision of economic development incentives to those investments, which through the assessment process, have shown the highest benefit values. These incentives could include possibilities such as reduced rates and taxes, the subsidisation of expected bulk service contributions and “free” or “cheaper” tickets for its employees to use the public transport system. The format of these incentives should be investigated in depth.

The exact applicability of these decision criteria needs to be tested. It should also form part of a Corridor Management Plan, as proposed in paragraph 2 above. Together, the composition of a Corridor Management Plan and the formulation of decision criteria to evaluate projects resulting from the plan formulation process, could be further analysed and investigated as a possible topic for a Doctoral Thesis.

~~~~~

SECTION C: RECOMMENDATIONS

Change, or the adoption of new strategies, or even learning from other experiences, should not be feared by "*project drivers*" of projects such as the MCDC-project. Therefore, to improve the MCDC-project and its implementation processes, it is important that a dynamic project process be implemented whereby existing strategies could be strengthened, scrapped and/or new ones added. Given this perspective, the following recommendations are therefore made for further consideration by the City of Tshwane Metropolitan Municipality to enhance the development of the MCDC area at this point in time:

- ◆ that a new institutional body in the form of a Mayoral Commission, be established;
- ◆ that the proposed MCDC Development Body be established. The proposed MCDC Development Body could act as a development agent to attract and create investment to focused areas in the MCDC area and thereby provide additional support for the establishment of the development corridor concept;
- ◆ that a comprehensive Corridor Management Plan, as proposed and deliberated in this chapter, be compiled;
- ◆ that the obstacles experienced with the integration of the social sectors of the MCDC-project, be addressed through political intervention;
- ◆ that a system of business development centres be established to assist the proposed MCDC Development Company with the enhancement of economic growth in the MCDC area;
- ◆ that the proposals for the implementation of an integrated land-use and public transport system for the different MCDC areas be implemented through a set of formulated development policies and programmes;
- ◆ that a list of decision criteria be formulated for application in the MCDC area to enable project assessment. The results of these assessments should ensure that those projects/investments with the highest multiplier effects be promoted/implemented first. Through this approach, the maximum contribution to the implementation of development corridor principles should be obtained, so as to speed up the establishment of the MCDC; and
- ◆ that project priorities be assessed in metropolitan context.

