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EVOLUTION OF PLANNING AND CONTEMPORARY SA PRINCIPLES

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Evolution of Planning

- Planning is not a 'modern' invention: many pre-industrial and non-industrial civilisations planned settlements and cities in ways that reflected social life, local economies, important symbols and sources of power, and in ways that were often in harmony with nature
- But 'modern' town planning as formal systems arose out of reaction to the industrial city: the 'city awful' – its rapid growth, pollution, crowding, exploitation, and lack of services
- Planners as social reformers put forward new visions of the city which reacted to the 'city awful': characterised by low densities, land use separation, plentiful open space, and a series of inward looking garden cities/neighbourhoods/new towns

Evolution of Planning

- These visions became influential in terms of the
 - physical/design orientation of planning;
 - the ideas that informed such planning
- The period from the late 19th century saw a massive growth of cities in developed countries, and these ideas influenced how cities were planned and managed:
 - Introduction of regulatory forms of planning and planning standards
 - Approaches to the design of new areas
- In the post-World War II era, planning became part of the welfare state, and planning was used to deliver housing and services at scale.

Evolution of Planning

- Planning was transported to developing countries in very much these terms
- So in SA, planning at this stage was about the design and physical organisation of human settlements and planning principles followed the new city visions of low density, land use separation, plentiful open space etc.
- The regulation of land use – which dominated planning in practice – was based on provincial ordinances, which drew from British legislation of the 1930s and 40s, so we have the focus on ‘amenity’, ‘need and desirability’ in our own Ordinance, which is still in force.
- Planning was also implicated in the design of the apartheid city, and in the production of townships. Watered down versions of new city visions were used, and more limited forms of land use regulation.

Evolution of Planning

- From the 1960s and 1970s, planning internationally began to move beyond a focus on the physical design of areas, to embrace a wider set of social and economic concerns. Participatory approaches and community based approaches to planning became important.
- Strategic planning – as opposed to old style master planning became significant as changes swept cities—often in unpredictable ways. Planning of this sort was concerned with the overall development of cities – not only spatially.
- In developing countries, planning as control/regulation came under attack as irrelevant as informal settlements and informal economic activities grew under pressure of urbanisation with limited job growth. Instead planners sought to 'facilitate' development in the interests of the poor.

Evolution of Planning

- Internationally, what was now the dominant approach to design – low density, land use separation etc – came under attack, as planners argued for the benefits of more integrated areas (class, land use) and compact cities particularly from the perspective of the poor.
- From the 80s, sustainability became an increasingly important concern for planners internationally, and the new emphasis on more integrated and compact cities was justified in these terms.
- Planning of the late 19th/early 20th century did in fact have an emphasis on environment in the links made between natural resources, human activity and settlements. However, this seems to have been lost in the post-WWII era, and from the 1960s, there were various initiatives to alter this, to look at the place of environment within planning.

Evolution of Planning

- Internationally, planning has broadened, and currently includes the following major dimensions, many of which are present in SA:
 - Long-term strategic planning of cities and regions, particularly through mechanisms like City Development Strategies, which give guidance to the overall development, management and governance of cities. Integrated Development Plans are SA's version of this
 - Planning as broadly based, considering economic, social, environmental and institutional dimensions, rather than being purely physical or design oriented
 - Planning as a collaborative, participatory approach, involving various stakeholders
 - Operating at various scales as necessary
 - More traditional areas of long range spatial planning, land use management, upgrading of informal areas etc are still important, but they are informed by a broader set of considerations, including agendas around sustainability, inclusivity, livability etc.

Evolution of Planning

- Planning in SA shares many of these dimensions, but there has been a greater emphasis on redressing the apartheid city due to our particular history. Apartheid led to divided and sprawling cities with long distances between home and work for black people, and significant dependence on motorised transport. Thus, post-apartheid urban planning has wanted to emphasise the creation of more compact and integrated cities
- Main elements of SA planning are:
 - Integrated development plans
 - Spatial development frameworks as parts of these plans
 - Various forms of integrated area based development planning, like the urban renewal nodes
 - Land use management
 - Layout planning
 - Upgrading of informal settlements

SA Planning Principles

- Since 1994, there have been various initiatives to redefine planning, most importantly:
 - The Development Facilitation Act of 1995, which defined a set of principles to guide all forms of planning
 - The Development and Planning Commission, which produced a Green Paper on Planning (1999), and also produced various resource books to elaborate on the meaning of the DFA principles, particularly after establishing that the DFA principles were being ignored in practice
 - The White Paper of Spatial Planning and Land Use Management (2000), which followed on from comments on the Green Paper. This was followed by the production of a Land Use Management Bill in 2001, which proved to be controversial, was revised several times, and is still in abeyance. Thus land use management legally remains largely unreformed, although the DFA and White Paper principles are in force.
 - Planning Professions Act 2002, which defines planning as the 'initiation and management of change in the built and natural environment...in order to further human development and environmental sustainability'.
 - White Paper on Local Government, 1997, which defined and required Integrated Development Plans, and the 2000 Municipal Systems Act and its regulations which gave it effect. Here the emphasis is economic and social development, and service delivery.
 - 1997 Urban Development framework, which described the main orientations for urban development

SA Planning Principles

- DFA Principles: set in place a normative approach to decisions:
 - Policies, practice and laws should provide for urban and rural development and facilitate the development of formal and informal, existing and new settlements
 - Policy, practice and laws should discourage illegal occupation of land, with due recognition of informal land development processes
 - Policy, practice and laws should promote efficient and integrated land development in that they:
 - Promote the integration of social, economic, institutional and physical aspects of land development
 - Promote integrated land development in rural and urban areas in support of each other
 - Promote the availability of residential and employment opportunities in close proximity to or integrated with one another
 - Optimise the use of existing resources including those related to agriculture, land, minerals, bulk infrastructure, roads, transport and social facilities
 - Promote a diverse combination of land uses, also at site level
 - Discourage urban sprawl in urban areas and contribute to the development of more compact towns and cities
 - Contribute to the correction of historically distorted spatial patterns of settlement, and to the optimum use of existing infrastructure in excess of current needs
 - Encourage environmentally sustainable land development practices and processes

SA Planning Principles

- DFA principles (cont)
- Members of communities affected by land development should actively participate in the process of land development
- Policy, practice and law should promote sustainable land development
 - Within the fiscal, institutional and administrative means of the republic
 - Promote the establishment of viable communities
 - Promote sustained protection of the environment
 - Meet the basic needs of all citizens in an affordable way
 - Ensure the safe utilisation of land by taking into consideration factors such as geological formations and hazardous undermined areas
- Policy, practice and law should promote speedy land development
- Each proposed land development should be judged on its merits, without any particular land use being seen as less important or desirable than others
- Land development should result in security of tenure, provide for a wide range of tenure alternatives, and upgrading should preserve or provide alternatives to occupiers of land
- A competent authority should co-ordinate the interests of various sectors to minimise conflicting demands on scarce resources
- Policy, practice and laws should stimulate the effective functioning of a land development market based on open competition between suppliers of goods and services

SA Planning Principles

- DFA was seen as an interim measure
- DFA principles refined and streamlined in the White Paper on Spatial Planning and Land Use Management (2000), which continues with a normatively based approach to plan making and decision-making.
- Principles are meant to be reflected in plans and decisions on land use management.
- Five overarching principles:
 - Sustainability.
 - Land must be developed according to law
 - Decisions driven by recorded policy
 - Integrate disaster management
 - Planning must protect natural, environmental and cultural resources
 - Agricultural land must only be converted where there is real need, and prime agricultural land should remain in production

SA Planning Principles

- **Equality.**
 - Public involvement in decision-making must include all affected
 - Benefits from land development must be felt by previously disadvantaged communities
 - Appropriateness of land use decisions must be determined by its impact on society as a whole, not just the applicants or immediate neighbours
- **Efficiency**
 - Promote compact human settlements, combat low intensity urban sprawl;
 - The areas in which people live and work should be close to each other;
 - Plans of contiguous municipalities and regions should relate positively to each other.
- **Integration**
 - Take account of and relate to the sectoral policies of other spheres and departments of government.
 - promote efficient, functional and integrated settlements;
 - Consider availability of appropriate services and infrastructure, including transportation infrastructure;
 - Promote racial integration;
 - Promote mixed use development.

SA Planning Principles

- Fair and good governance
 - Affected parties have a right to access information pertinent to land use and development plans that are being considered by land use regulators;
 - Capacities of affected communities should be enhanced to enable them to comprehend and participate meaningfully in development and planning processes affecting them;
 - Decisions must be made in the public domain
 - The names and contact details of officials with whom the public should communicate in relation to spatial planning, land use management and land development matters must be publicised;
 - Land use and development decisions must be taken within statutorily specified time frames;
 - Accessible participatory structures should be created to allow interested and affected parties to express their concerns or support for any land use or land development decision at sufficiently early stage in the decision-making process.