# Human Settlements Development Summit 2017

| Session Title | Commission 2:<br>Spatial targeting, Inter-governmental planning alignment and land use governance |
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| Date | 21 & 22 September 2017 |
| Chairperson | Mr Speedy Mashilo, MEC Mpumalanga |
| Panelists | Sue Bennister (National Planning Commission)<br>Ms Rashnee Atkinson<br>Professor Richard Ballard (Gauteng City Region Observatory)<br>Mr Thabo Mokoena (Leago Group)<br>Professor Alison Todes (School of Architecture and Planning at University of the Witwatersrand) |
| Scribes | Mr Aubrey Matshego & Karishma Busquit |

| Presentations |
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| 1. Sue Bennister, National Planning Commission: National perspective on spatial priorities for integration and transformation |
| 2. Ms Rashnee Atkinson, Human Settlements Master Spatial Plan – focus on spatial investment choices and governance |
| 3. CASE STUDIES:<br>   o Gauteng City Region Observatory, Professor Richard Ballard<br>   o Strategic Infrastructure Programme Human Settlements, Public Transport & Economic Infrastructure (SIP 7), Mr Thabo Mokoena, Leago Group<br>   o Professor Alison Todes - School of Architecture and Planning at University of the Witwatersrand. |

| Topic:<br>National perspective on spatial priorities for integration and transformation | |
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| Notes | Key issues |
| NDP – talks about bringing people closer together, creating integrated human settlements, creating choices and flexibility in addressing sprawl and densification | Housing and transport for the poor take up about 50% of household costs therefore people should be brought closer to job opportunities. E.g only 17% of residents from Mpumalanga area in eThekwini work near their place of residence. |
| The HS MSP makes reference to Differentiation as a principle additional to Spatial Development Principles outlined in the NDP and SPLUMA. This is very good | It's important to respond to spatial planning principles + spatial differentiation – in many different ways, e.g housing needs, housing types, scale (big & small), other needs (such as students, rural dwellers, renters, etc.) |

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| **There a need to understand what is changing and what is not, e.g. household size changes; becoming smaller. Backyard dwellers are increasing in a number of wards and number of informal settlements concentrated in a few wards.** | There is need for a targeted approach to deal with informal settlement dwellers and backyard dwellers |
| | Spatial targeting can be an important way of dealing with the past and the future. NB: something must still be done in areas that are not targeted because everyone needs access to services |
| We have IGR structures **but few focused multi sector for a that are working very well** | There is need for a better mechanism for each sphere and sector to articulate and share their short and long term needs and be held accountable for their roles |
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| NSDF | Need to bring together the different spatial plans into some logical cohesion, develop a set of processes for trade-offs |
| Summary | Spatial targeting should be incorporated into the NSDF |
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| Comments from the Chairperson | As we discuss spatial planning and targeting we need to consider the question of Ownership of land<br><br>Is the IDP working? IDPs won't work if we don't plan at that level. Municipalities are planning alone.<br><br>Do all provinces have planning commissions – how does the NDP consolidate all the plans |
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| Topic: Human Settlements Master Spatial Plan – focus on spatial investment choices and governance | |
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| Notes | Key issues |

| | The emphasis of the MSP is on contracting with partners around spatially targeted areas |
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| There are other spatial plans that impact and link with MSP | |
| | MSP focuses on two critical levers – spatial targeting and intergovernmental coordination and contracting |
| Purpose & objectives | Identify areas for HS investments, direct resources, align mandates, promote IGR, assembling capacity |
| Impact | Harmonise, integrate, align resources |
| | Establishing accountability mechanisms |
| | Dependency on what other sectors are doing |
| | Finding ways of ensuring that funding from different sector departments are sequenced, coordinated |
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| CASE STUDIES: | |
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| Gauteng City Region Observatory | |
| Notes | Key issues |
| Ideas on spatial targeting | It can uplift deprived areas / people and or achieve economies of scale |
| Critisms | Spatial targeting does not necessarily resolve systemic issues, e.g unemployment and inequality. There is a need to find other ways of dealing with these issues. |
| | There is also a need to provide services to other areas that are not targeted<br><br>There should also be non-spatial ways of targeting people/social problems. |
| Spatial targeting can take many different forms, e.g. **Brownfields, Greenfields attached to existing urban, Greenfields not attached to existing urban centres** | |
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| | The focus is on leveraging opportunity costs however big projects take a long time to prepare |
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| Observations in the context of Catalytic Projects | Balance / integration is not only achieved through greenfield projects but could also be achieved through incomes to existing urban areas<br>There is a need for greater alignment between provincial and national objectives / priorities – what do we make of two separate approaches to mega and catalytic projects respectively<br><br>We need to ensure that we do not build settlements that are disconnected from jobs. |
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| Questions | Responses |
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| CASE STUDIES:<br>Strategic Infrastructure Programme Human Settlements, Public Transport & Economic Infrastructure (SIP 7) | |
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| Notes | Key issues |
| Focused on the 12 biggest cities in the country ito public transport, human settlements, economic and social infrastructure | Existence of institutional arrangement to achieve coordinated delivery of these projects through SIP7 |
| SIP7 seeks to use infrastructure to support urban development, overcome spatial apartheid, build integrated and sustainable communities (economic, residential and social), reduce commuting costs and time and promote green urban development | |
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| Questions | Responses |
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| CASE STUDIES: School of Architecture and Planning at University of the Witwatersrand. | |
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| **Notes** | **Key issues** |
| Master Planning has evolved over time | The current approach place emphasis on strategic, short term plans, with constant reviews that takes into account the changing context. |
| Reflections on the HS MSP | Emphasis on how intergovernmental planning works is very important as this has been a key problem area |
| | There is a need for more clarity on what the HS MSP pillars / categories mean, e.g areas of investment potential, etc. |
| Cornubia in eThekwini is a good example of low income settlement that followed areas of economic / employment growth. Integration of income levels not solved though | Good that the plan supports the idea of well-located housing / settlements as this is long overdue in practice. However, funding models should support this idea too. |
| | : people are there but may not necessarily be areas of growth – the challenge is how much and what sort of investment should go in these areas |
| Programmatic Government Intervention areas | Take care of understanding what exactly are the needs in these areas – there may not necessarily be a need for housing / human settlements in some of these areas |
| | Overall this is still quite a state driven vision / approach – how are property developers and private sector brought in? |
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| **Questions & Comments to all speakers** | **Responses** |
| SA Women in Dialogue – In terms of synchronisation – do all departments have the data that is synchronised | |
| Fort Hare University - in the early 2000 when discussion about Economic Zones were started they did not give much thought to skills fit – I would have preferred that the presenter to talk about social services benefits of spatial targeting. | |

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| Spatial targeting offered as a silver bullets but there have not been benefits in some deprived areas | |
| Wits - can't we capture the moment of SPLUMA and the new land use schemes such as those developed by CoJ that may be used to influence spatial transformation | |
| Bonteheuwel Community in Cape Town – the spatial plans presented are at intellectual levels (using words that we do not understand); there is no involvement of local people who have practical experience in the development of the plans - we want to collaborate and not be consulted | |
| Concerns about mega projects – the more isolated they are from existing communities; the more they become poverty traps, e.g. Atlantis in Cape Town – conditions for provision of services and other amenities must be attached to these projects

The role of the private sector to partner with human settlements is not discussed – there is a need to include condition on Inclusive housing in the proposed plans and developments | |
| Dept of Transport – The intervention that we make for people poor are not achieving good social impact; there must be consideration of the people needs
All spatial investments should also be approved based on the Social Impact Assessments, e.g. we are providing infrastructure of poor quality especially sidewalks and other infrastructure for people with disability.
The cost of transporting people from the periphery has gone up but income levels are low and there are fewer jobs in the urban centres. So there are fewer people who can afford available public transport to the city centres where job opportunities are, thus creating tension in the public transport sector, e.g. taxi industry | |

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| Gauteng Dept of Human Settlements – SIP 7 is only confined to a few programmes excluding other services such as education and health which contributes to sustainable settlements | |
| Department of Transport – SIP 7 presentation showed many diagrams about institutional arrangements – the plans have been done a long time ago and only now we are talking about collaboration. We need to address problems relating to the planning process.<br><br>We will never be able to provide affordable public transport without high densities. We need to figure out how to improve densities through spatial targeting to support public transport | |
| Private construction company – there are a lot of bodies and platforms on spatial planning, there are overlaps, we need to re-align all the plans so that they begin to make sense to ordinary plans – we need one planning blue print.<br><br>Bulk infrastructure problem are not resolved leading to delays in delivery and as consequently stifling employment opportunities in the construction industry<br><br>Spatial plans must have time lines so that they can be monitored and people held accountable | |
| COGTA National – we paralyse ourselves with too much planning – the Intergovernmental and Multi-Sectoral Planning and Budgeting Forum is not going to achieve much because the structure does not have authority. Different sectors do their own planning and determine funding allocation for their plans. What should we we do differently? – We need to introduce a new discipline / control in planning; we need to: consolidate grants for spatial development, we need a central planning authority to inform coherent and integrated planning. | |

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| NMBM University (Student) – There is a need for the National Planning Commission to review its mandate and role<br><br>We should use GIS to identify investment areas and all juxtapose our (sector) plans on that footprint to determine alignment.<br><br>We complain about lack of capacity in municipalities - Why not transfer capacity from other spheres of government to the local government | |
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| Look at the question of cities - | |
| Deeds office – The issues of title deeds is not covered in any of the presentations – the Deeds office should also be part of the planning – the office is under-utilised by human settlements, in terms of land ownership, proclamations, etc. | |
| SAHRC – the buzz word is planning but planning should not be in silos. The SAHRC is also empowered through its ACT to provide advice on planning matters.  Government must be proactive in engaging with SAHRC so as not to react to protest and complains by communities | |

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| NDHS – The school of thought and ideology underpinning the spatial targeting strategy of human settlement is neo=classical; liberal<br><br>There is a need multi sector and intergovernmental consensus.<br><br>Spatial targeting should take into account the spatial realities of SA – there are rural areas, etc. not just urban areas.<br><br>We need to take into account various sectors of the economy and skills sets associated to these economies when considering areas of investment potential and growth.<br><br>The presentations do not provide clarity about what should be done in areas without strong growth potential. | |
| Cogta KZN - There are limitations to town planners in small municipalities – no budget, no water, etc., and there are varied influences of politicians and traditional leaders. There is no enforcement of authority / regulations / by-laws – people are building all over.<br><br>– involve municipalities in the development of the MSP | |
| Ekurhuleni Municipality – Why are we targeting some areas - the understanding is that the mandate of the human settlements is to transform all areas.<br><br>There is work done by UJ and Ekurhuleni on the concept of well-located land | |
| Lack of involvement of private sector in human settlement development to provide middle and high income housing result in monotonous RDP type settlements - that is why the projects are the same, (same typology)<br><br>The proposed HS MSP should consider use of Socio-economic impact tool for spatial targeting. | |

| Recommendations from the Commission should be taken to Provincial Coordinating Committees – we need to make sure that the recommendations obtain authority<br><br>DPME did study on coordination mechanisms – let's look at their recommendations<br><br>If we acknowledge that were are not planning together – what are we measuring? We need to address the issue of M&E of spatial performance / transformation | |
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| | **Concluding Responses** |
| Sue Bannister | The Planning system does need overhaul; IDP must have strong spatial dimension and be strategic |
| Rashnee Atkinson | The discussion confirms a need to bring all the systems together. There is agreement that IDPs are important.<br>Need to clarify the issue of authority – its more about coordination and collaboration which the HS MSP seeks to address<br>**Addressing funding regime is key** |
| Richard Ballard (GCRO) | There is a need to look at spatial plans to accommodate small enterprises |
| Alison Todes (Wits) | Rural areas are important in the planning system but there is a need to determine what sort of investments should go into such areas |
| Thabo Mokoena | We must address spatial targeting and skills alignment – my observation is that spatially targeted economic developments influence / direct what skills sets communities in targeted areas should have (there is no diversity of skills) - people do not have influence on what skills they want to be developed in such areas. |

**Additional Notes – Day 2 of Commission 2**

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| **Important spatial influencers:**<br>  – Traditional Leaders and communal land ownership – influence spatial targeting<br>  – Poverty, cultural diversity – influence spatial differentiation – African Cities – How will the NPC include this diversity other than sectoral focus/priorities |
| Reinforce/strengthen M&E/oversight<br>  – Ministryfor M&E – what is the Department of Planning, M&E doing? What is their mandate, role and responsibilities?<br>  – We must promote transparency and accountability to communities |
| Mechanisms to achieve spatial targeting<br>  – PHDAs – Regulations namely IGR contracting – it's the manner in which we manage these contracts<br>  – Accreditation<br>  – IGR Act (Ips) |
| MSP<br>  – Areas of needs – direct resources to local areas – respond to areas of prioritisating and not imposing on municipalities<br>  – BUT Legal status (SPLUMA) of Municipal planning and municipal functions – municipalities decide where housing projects are located - |
| How do we address homelessness<br>  – What instruments are available? People choose to stay on the streets because its safer<br>  – how does HS work with Social Development |
| Case studies<br>– Premiers Office (GP) – the Provincial Planning Commission adopts a bottom up approach in terms of SPLUMA BUT implement as a collective targeting common areas |
| Utilise local skills in development<br>  – reinvest in local economies |
| What is the real problem that municipalities are not in the driving seat of development?<br>– Lack of a single planning authority to pursue spatial objectives<br>– Lack of IGR planning system (vertically)<br>– Sector mandates and sector pressures /deadlines<br>  Hence a need for a single spatial analysis |
| We need to address the role of traditional leaders/rural areas in SPLUMA |
| Apartheid spatial legacy still exists/reinforced<br>– Inclusion of everyone is important<br>– Recognise ALL of municipal constitutional responsibilities not just in housing but also transport, social development<br>– Review M&E indicators (quality of life and NOT just access, choice equates to opportunities, etc.)<br>– People are further displace/forced to move to the periphery -away from the cities because of our plans etc.; foreign nationals move into the city therefore – where/what is our rationale for investments/planning etc. |

| Transport |
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| – The Process of planning is more important than planning itself<br>– How does transport respond to HS and to provide affordable transport?<br>– Fund/promote densification to ensure affordable transport |
| We need to look at the impact of Gated communities on spatial transformation<br>– E.g., de-densification of areas in north of JHB = driving development in surrounding  areas |
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| Commission Recommendations |
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| Summary by Chairperson – Day 1: Commission discussed and unpacked the areas of contradictions |
| There is duplicate in our work; the institutional location of planning instruments such as SPLUMA needs to be resolved, should these be located in DHS, DRDLR, COGTA or DPME? |
| The IDP as central tool of planning is recognised BUT is it working? |
| The authority of structures created should be reviewed |
| Otherwise, without proper interventions, the communities are settling themselves, e.g. in Emalahleni, MP we are experiencing the ("unmanaged") growth of settlements |
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