



human settlements

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National Human Settlements Spatial Plan

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Acknowledgements

1. Introduction

“Apartheid planning consigned the majority of South Africans to places far away from work, where services could not be sustained, and where it was difficult to access the benefits of society and participate in the economy.” (NDP 2030 Chapter 8 Transforming human settlement and the national space economy)

This document represents a high-level summary of the key principles and approach for consideration in the development of a Master Spatial Plan for Human Settlement.

A Spatial Plan always works hand –in- hand with financial, institutional and regulatory environment as it is the physical expression of those combined.

2. Principles of Spatial Development

The transformation of human settlements in South Africa are described in the National Development Plan 2030 (Chapter 8) and are quoted as:

- “Responding **systematically, and over time**, to entrenched spatial patterns across all geographic scales that exacerbate social inequality and economic inefficiency;
- Implement **strategically chosen catalytic interventions** to achieve spatial transformation in a manner that supports locally driven spatial governance;
- Achieve a **creative balance** between spatial equity, economic competitiveness and environmental sustainability;
- Expand personal freedoms by providing the residents of South Africa with **greater choice** of where to live;
- Support individuals, communities and the private sector in **engaging with the state on the future of spaces and settlements** in which they work while streamlining processes to enable local governments to implement strategic spatial interventions.”

Additional to the above:

- Create a spatial framework to guide investment by all state departments and state owned companies and specifically the Human Settlements Sector
- Provide guidance to the implementation of all MTSF targets in alignment with a spatial plan and approval of projects
- Support the process and guide spatial planning for local and provincial authorities

“For this to happen the country must:

- Clarify and relentlessly pursue a national vision for spatial development;
- Sharpen the instruments for achieving this vision;
- Build the required capabilities in the state and among citizens.”

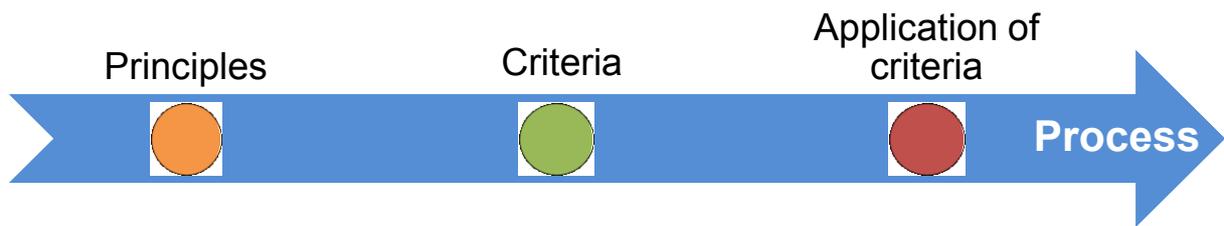
The National department of Human Settlements has prepared a draft 2014 – 2019 MTSF that focusses on policy and funding reforms to achieve the following:

- 1.4 million new housing opportunities
- Better spatial planning to better target resource allocation,
- Ensuring that poor households have adequate housing in better living environments,
- Supporting the development of a functional and equitable residential property market

The National Minister of Human Settlements has tasked the HDA to develop a National Master Spatial Plan (MSP) which addresses these targets and facilitates their achievement.

Figure 1: Towards a Master Spatial Plan

21/09/2015



3. Spatial principles

A number of issues are well described and highlighted in strategic and legislative documents including the Spatial Planning and Land Use Management Act 2013 and National Development Plan (in particular Chapter 8 ***“Transforming Human Settlement & National Space Economy”***)

A review of the legislative framework has resulted in a number of common spatial principles, against which all spatial development should conform and can be summarised in the following normative principles that should explicitly indicate how they would meet the requirements of these **spatial principles**:

- **Justice:** *The human right to access and use land* recognises that people must have access to land for the purpose of their livelihood..
- **Sustainability:** The core principle of sustainability **emphasises environmental and social responsibility, integration and affordability.**
- **Resilience:** “A Resilient City is one that has **developed capacities to help absorb future shocks and stresses** to its social, economic, and technical systems and infrastructures so as to still be able to maintain essentially the same functions, structures, systems, and identity”¹ and the following design principles are applied: diversity, redundancy, modularity and Independence of System Components, feedback sensitivity capacity for adaptation, environmental responsiveness and integration
- **Quality:** **Human settlements on well-located land** where suitable locations that are responsive to a localised development context and subject to particular developmental objectives.
- **Efficiency:** **Asset management that results in value creation** is important for the future vibrancy of land markets.
- **Good administration :****Enhanced governance and participation process (SPLUMA, 2013)**

4. Spatial Targeting principles

The NDP 2030 calls for optimal efficiency in our strategic approaches and prioritisation which is largely premised on the strategic application of limited resources to optimise impact.

Furthermore the NDP 2030 calls for a strategy to address the apartheid geography and create the conditions for more humane – and environmentally sustainable – living and working environments and defines a spatially targeted approach.

The scarcity of land i.e. that an estimated tenth of the countries land is suitable for human settlements, the remainder is subject to limitations of natural or agricultural potential is a major challenge demanding a consider approach to land use and development patterns (refer to Annexure 3).

¹ www.resilientcity.org updated February 4, 2012
21/09/2015

Notwithstanding this challenge, South African settlements typically have very low average densities (number of dwelling units per hectare).

Spatial targeting is proposed as an approach to the Master Spatial Plan and can be expressed in two components - the definition of geographical area and the definition of expected outcomes supported by fiscal programme. Spatial targeting occurs at different scales – national, provincial, regional, municipal, local simultaneously, with different programmes to address different outcomes. The government has supported a range of such spatial targeting initiatives ranging from national corridors, including but not limited to presidential projects (SIPS); jurisdiction (provincial and local SDF); economic (SEZ); social rental housing (SHRC); integration (IZ); rapid urbanisation (URP); rural sustainability (ISRDP); to nodes/hubs and most recently to transport oriented development.

To respond to the call from the NDP 2030 for efficiency, the human settlements department is called to therefore direct investment in places that optimise existing capacity of our settlements (introvert) before engaging in fiscally onerous (expansive) settlement approaches, by acknowledge existing localised spatial targeted areas for investment. The diagram below describes the change from the expansive and silo delivery approach of settlements; to a consolidation of existing capacity defined spatially.

The Sustainable Development Goals as described by UN-Habitat as “compact, connected and integrated” human settlements, are achieved through application of components broadly categorised into the legislative (political /policy/regulations); spatial (to address the inefficient spatial patterns); and financial simultaneously.

Compact settlements demonstrate:

- Definition of extent of intervention
- Increased density in urban areas = viable public transport settlements
- Increased land values

Connected settlements demonstrate:

- Deliberately restructured settlement patterns = spatially transformed settlements
- Pedestrian and non-motorised prioritised environments = energy efficient settlements
- Transit orientated development

Integrated settlements demonstrate:

- Appropriate settlements typology in rural areas
- Mixed use environments = whole neighbourhood or villages
- Diversity and choice in housing options = freedom of movement
- Natural environment constraints and opportunities (climate, topographic features, conservation)
- Political objectives

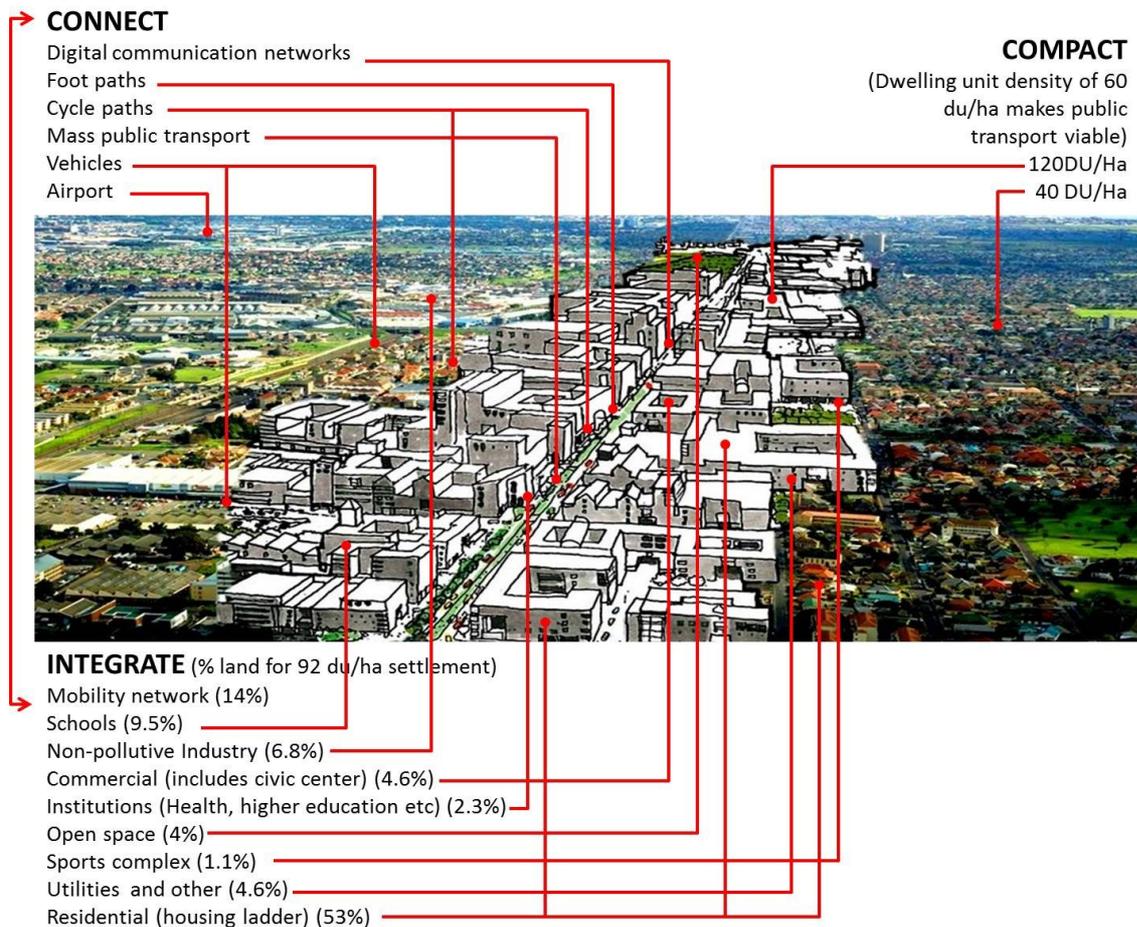
Figure 2: Spatial targeting



The Minister of Human Settlement Budget Vote Speech (refer to Annexure 4) above targets focus on the delivery of human settlements in mining towns, suggests a split of budget related to different housing programmes, supporting development of mixed and integrated settlements (as described below); it describes principles of good administration supported by accurate and accessible information amongst others, It aims to brings a range of partners from academic, professional bodies,

communities to private sector to partner with the State to deliver the targeted quantity of houses not compromising quality of life opportunities presented in meeting targets.

Figure 3: Artists impression of the desired outcome



5. Criteria for prioritisation within the Human Settlement sector

The drivers of contemporary urbanisation in South African are driven by access to work opportunities (service, mining, manufacturing sectors particularly) and services delivery capacity. The formal sectors (both State and private) have not met the demand for adequate accommodation for people particularly in areas where there has been significant growth of the opportunities and capacity.

The limitation on resources demands that the State prioritises its development initiatives and identifies catalytic projects that stimulate development in an incremental way.

In order to prioritise, the following aspects are taken into consideration and balanced according to the strategic objective:

- Type of contribution of the settlement to SA economy
- Political objectives to be met (voting profile)
- Growth (increasing or declining) – economic and population (respond to urbanisation, thwart decline)
- Demographic profile and quantity
- Extent of the difference between supply and demand for adequate housing (housing need)
- Settlement type (municipal category)
- Housing challenge to be addressed as per local area
- Locality (related to mobility networks at various scales)
- Existing capacity (infrastructural and social amenities other)

- Level of deprivation
- Critical mass for impact

The weighting of criteria to be developed or each of the above will be flexible to accommodate the dynamic objectives, notwithstanding that any investment in built environment has long term impacts.

The figure below demonstrates a spatial interpretation of the balance between interventions areas of highest human settlement investment potential, the most deprived settlements, addressing needs of mining towns and the location informal settlements (the latter congruent with areas of highest growth).

Once the spatial configuration is established the proportionate fiscal support can be determined, where the yield of units determines the budget allocation. The ratios of investment in these areas should be benchmarked against urbanisation trends, as such it is projected that 70% of the South Africa's population located in urban areas by 2030. The investment of 50 percent of units in rural subsidy programme is considered as an attempt to thwarting influx to urban environments.

Figure 4: Spatial configuration using investment, deprivation, economic drivers for human settlements

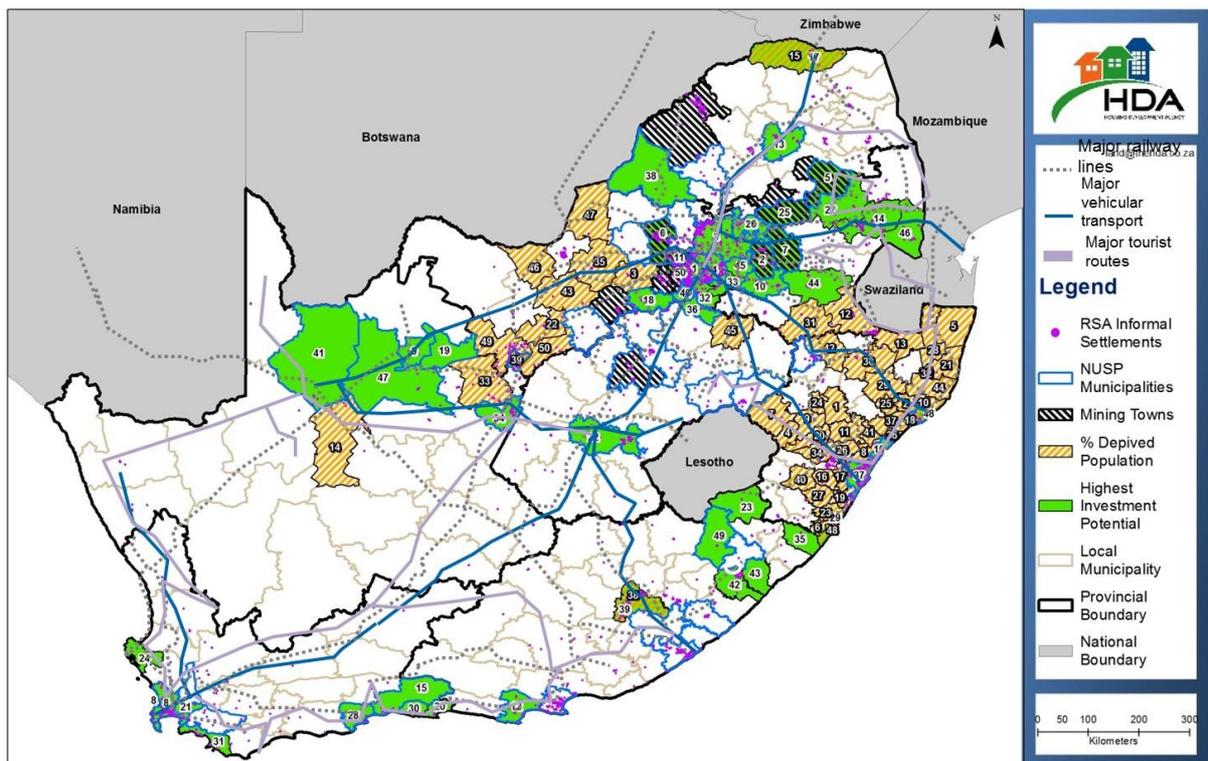
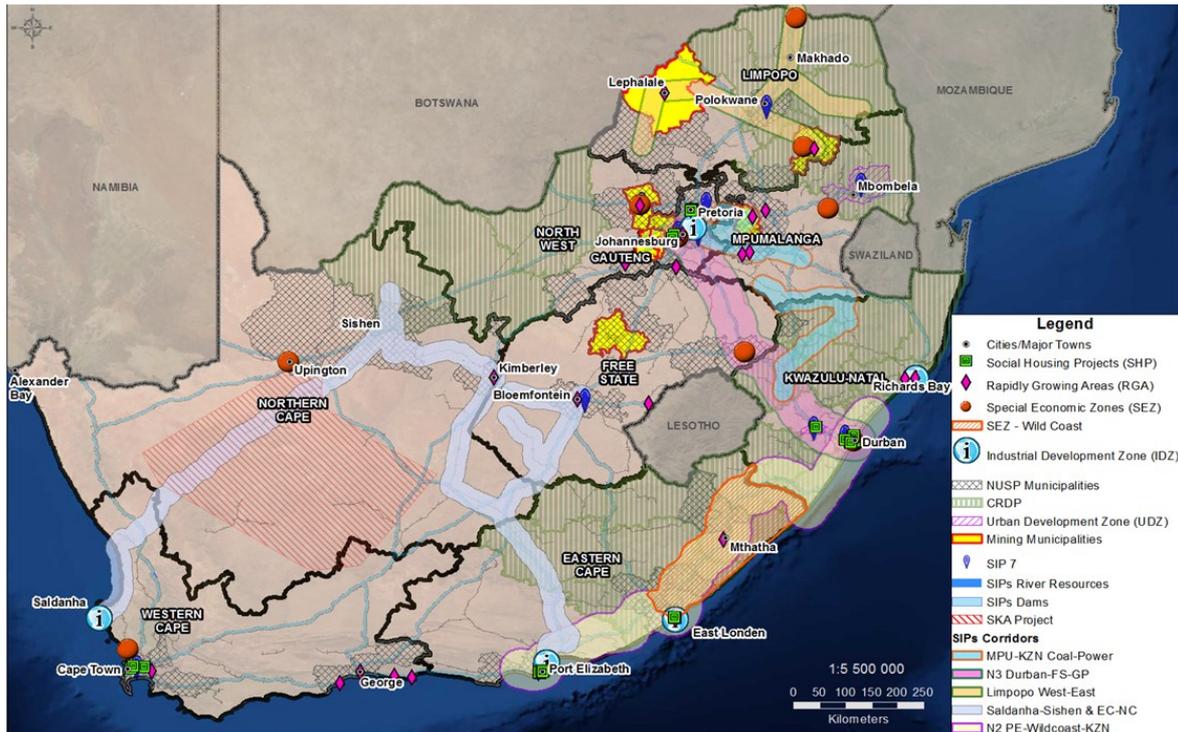


Figure 5: Alignment in National Spatial Initiatives functioning towards collaborative investment



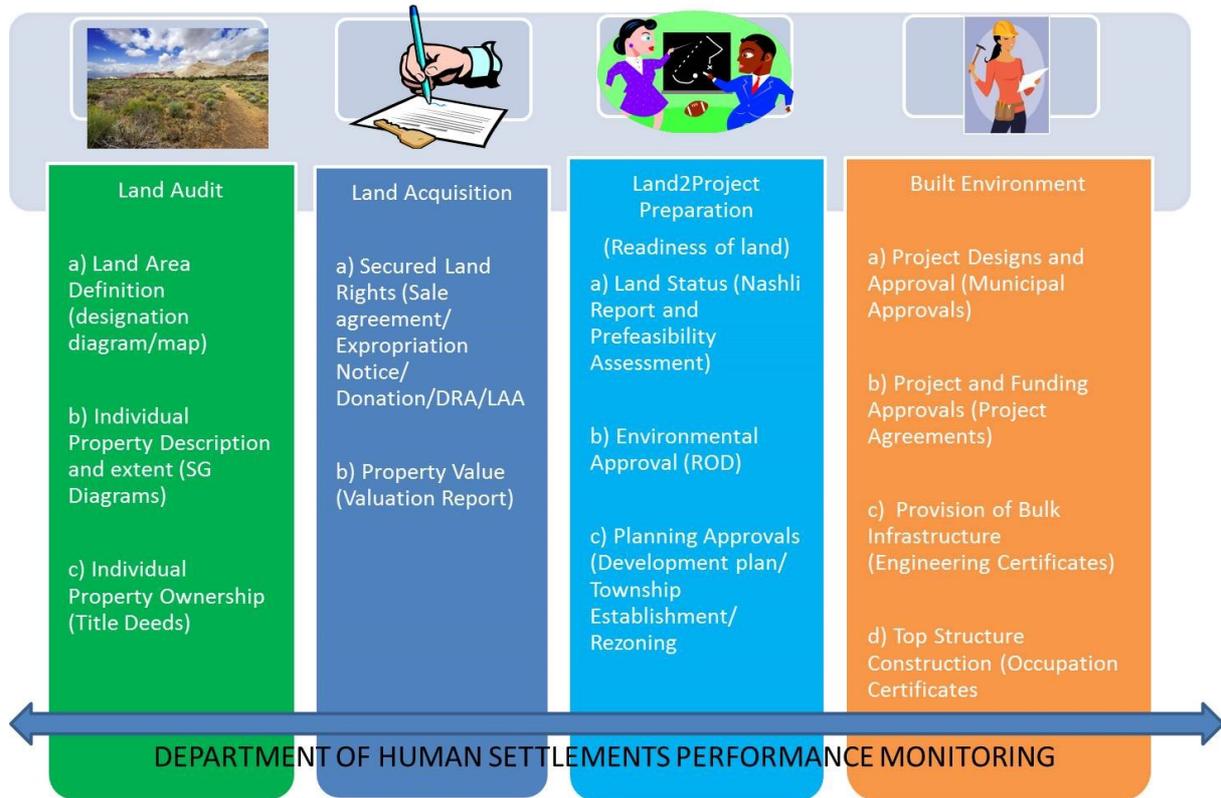
The criteria for prioritising are established to address the broad spectrum of diverse settlements in South Africa, where investment in areas of growth (due to work opportunity and service delivery capacity) is a necessity to meet urbanisation demands, investment in areas of decline is limited (and aimed at slowing the pace of migration to growth areas if at all possible), areas where people are most deprived for various reasons and do not have access to critical services including areas which have developed informally.

Annexure 1,2,3 describes a list of municipalities, investment areas and mining towns represented spatially in figures above and demonstrates that catalytic projects are identified in metros, intermediate cities, towns of high economic contribution (mining, energy, manufacturing, port), in most deprived rural communities. The list identifies municipalities but after interrogation of various strategic planning documents (as described in table above) the exact location, quantity and qualitative outcomes will be expressed.

6. Monitoring and Evaluation

The success of the Master Spatial Plan would ultimately depend on continuous monitoring and evaluation of the implementation against the stated principles and objectives. A M&E framework should be proposed that considers inputs, activities, outputs, outcomes and impact of the plan; in other words the resources that we would use to do the work of land identification, land assembly, the development processes and action we follow to achieve specific outputs, the logical consequence of our outputs, and our ultimate contribution towards achievement in the long term.

Figure 6: Monitoring and Evaluation indicators



7. Constitutional Responsibilities and legislative environment

Implementation of a Spatial Master Plan should be considered by all spheres of government to achieve collaborative investment and would include the following, amongst others:

Human Rights legislation	Mandate legislation	Supportive legislation
<ul style="list-style-type: none"> • Constitution • NDP2030 • BNG Policy 	<ul style="list-style-type: none"> • Housing Act • SPLUMA • Municipal System Act 	<ul style="list-style-type: none"> • HDA Act including PHDA • Social Housing Act • Expropriation Bill • Land restitution Act • GIAMA • PFMA • FMFA

International legislation of relevance are as follows:

- Agenda 21 (1992) and Local Agenda 21²
- Millennium Development Goals (UN Habitat, 2000)³ superseded by Sustainable Development Goals (UN Habitat, 2013)

² <http://www.icleiusa.org/about-iclei/faqs/faq-iclei-the-united-nations-and-agenda-21#what-is-agenda-21>

³ <http://www.unmillenniumproject.org/documents/overviewEngi-1LowRes.pdf>
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8. Alignment of national initiatives leading to catalytic projects

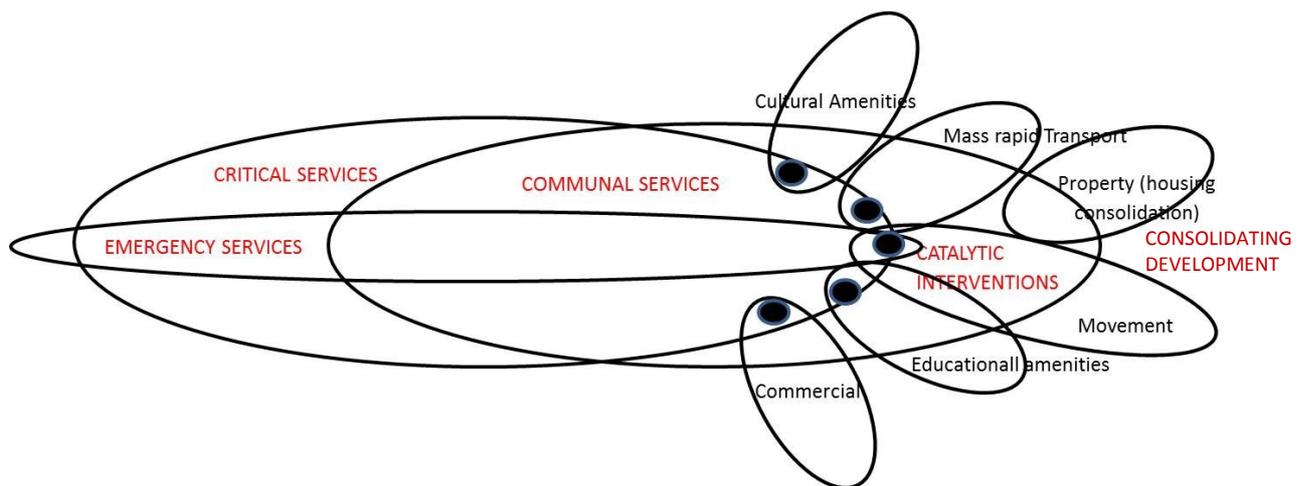
The use of catalytic projects in the process of human settlements delivery speaks to a broader incremental approach. Incremental approach is defined by phased pipeline which identify specific projects for delivery. Typical project management processes are applied as a mechanism to affect delivery.

Catalytic projects will be identified for implementation according to the prioritised spatially targeted municipalities, and therefore provinces.

The progressive development of various planning instruments will be consolidated to form one body of information. This will serve to identify overlaps, competing interests, and missed opportunities from various documents:

- Built Environment Performance Plans (defining integration zones and urban network strategies within metropolitan municipalities)
- IDP and SDF (Local)
- Human settlement strategies (Provincial and Local)
- Social Housing strategies (Provincial and Local)
- Informal settlement upgrading strategies

Figure 7: Diagram illustrating components of incremental development and catalytic projects



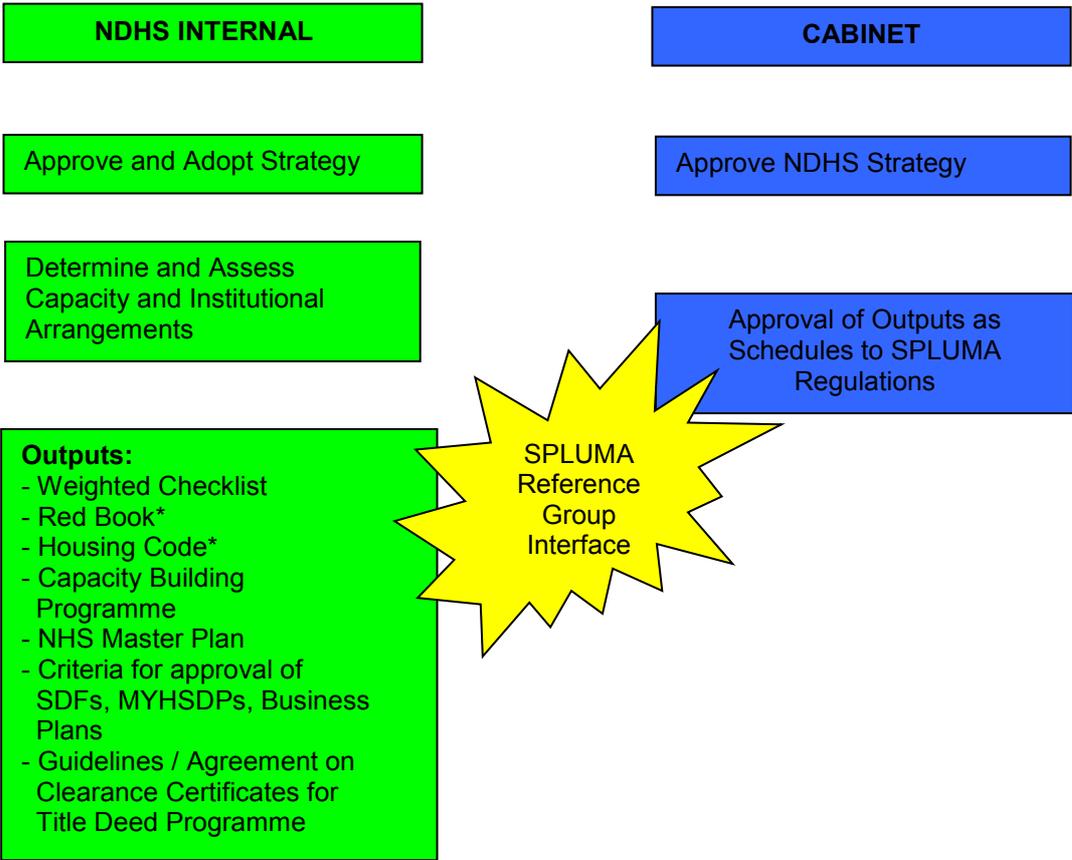
Catalytic projects can range from mega scale inclusionary neighbourhoods to seemingly small but high impact interventions. The underlying principle of all of these is that they are all spatially targeted interventions whose main objective is to intervene to deliberately restructure settlement patterns. This implies that catalytic projects do not necessarily occur in the same place the supply is lacking, but is located in places of best opportunity for access to work, live, play and pray within a one hour commute of various modes of transport related to the beneficiary's own circumstance of priority.

9. Institutional Arrangements

The spatial transformation of South Africa will call on the broad range of stakeholders largely tabulated in the figure titled "Levels of spatial planning in South Africa" anchored in the National Department of Human Settlements and supported by Housing Development Agency, Council for Scientific Research, StatsSA amongst others.

The proposed process for execution of this intervention strategy involves specific internal arrangements and obtaining Cabinet Approval thereof and is illustrated in below:

Figure 12: Process for execution (adapted from NDHS, 2014; RSA, 2010)



10. Conclusion

This document articulates the principles and approaches for the formulation of a Master Spatial Plan. Spatial targeting as advocated as practical tool that could drive the desired spatial transformation and efficient utilisation of land in a rapidly urbanising country. It proposes a short, medium and long term strategic phases in the delivery of human settlements. It is premised on the creation of a spatial plan for human settlements investment, where state intervention in the residential property market is seen as one of the catalyst of transformation.

The aim is to reverse the apartheid spatial segregation through a strategic spatial targeted approach to land identification and assembly for inclusive, integrated and sustainable human settlements. The strategy proposes the alignment of political, legislative, institutional and financial elements as critical components to the realization of spatial transformation. The incremental approach proposed above should enable provinces and municipalities to integrate spaces and transform places as a national developmental priority. These would be achieved by creating ‘compact, connected and integrated’ settlements.

The Master Spatial Plan will guide the spatial development frameworks with respect to human settlement and focus on strategic priorities. Land will be identified, assessed, assembled and developed with adequately detailed development plans inclusive of design provision for integrated human settlements. The collaboration across the three spheres of government, private sector and the local communities should encourage the provision of a range of housing finance options and typologies that foster inclusive development and spatial integration.

11. Recommendations

- Using the Spatial Principles and supporting criteria, as outlined in the body of the report and as presented to determine where and how the National Department of Human Settlements should prioritise its investment;
- Initiate high level processes to ensure participation of all relevant stakeholders to support the MSP;
- Proceed with the required institutional arrangements to refine the MSP; and
- Identify proposed Catalytic projects to be presented to MinMec by October 13th

Annexure 1: List of prioritised municipalities with catalytic projects (to be interrogated in more detail in due course)

No.	Municipality	Municipal Category	Province	Top 50 HIP	Most deprived	Mining	port / industry	NUSP	significant growth	limited growth	limited decline	population	housing need	2 nd city	catalytic projects	A (metro)	B1	B2	B3	B4	C
Top 50 Municipalities with the Highest Investment Potential																					
1	City of Johannesburg	A	G	1				1	1						3	3					
2	Emalahleni	B1	MP	1		1		1	1					1	1		1				
3	City of Tshwane	A	G	1				1	1						1	1					
4	Ekurhuleni	A	G	1				1	1						3	3					
5	Greater Tugela	B4	L	1		1		1		1					1					1	
6	Rustenburg	B1	NW	1		1		1	1					1	2		1				
7	Steve Tshwete	B1	Mp	1		1		1		1				1	1		1				
8	City of Cape Town	A	WC	1				1		1					1	1					
9	Gamagara	B3	NC	1				1							1				1		
10	Govan Mbeki	B1	MP	1		1		1	1					1	1		1				
11	Mogale City	B1	G	1		1		1	1					1	1		1				
12	Kouga	B3	EC	1				1			1				1				1		
13	Polokwane	B1	L	1				1						1							
14	Mbombela	B1	MP	1						?				1							
15	George	B1	WC	1				1						1	1		1				
16	KwaDukuza	B2	KZN	1				1							1			1			
17	Musina	B3	L	1											1				1		
18	Tlokwe City Council	B1	NW	1				1						1							
19	Ga-Segonyana	B3	NC	1		1		1		1											
20	Bitou	B3	WC	1											1				1		
21	Stellenbosch	B1	WC	1					1					1	1		1				
22	Mangaung	A	FS	1				1			1				1	1					
23	Matatiele	B3	EC	1							1										
24	Saldanha Bay	B2	WC	1			1			1					1			1			
25	Elias Motsoaledi	B4	L	1		1		1													
26	Thembisile	B4	MP	1				1													
27	Thaba Chweu	B3	MP	1		1									1				1		
28	Mossel Bay	B2	WC	1			1	1		1					1			1			
29	Hibiscus Coast	B2	KZN	1																	
30	Knysna	B2	WC	1																	
31	Overstrand	B2	WC	1																	
32	Midvaal	B2	G	1					1						1			1			
33	Lesedi	B3	G	1					1												
34	Sol Plaatjie	B1	NC	1				1						1							

Annexure 2: Table illustrating the HDA assessment of “Housing Investment Potential” of local municipalities

Municipality	National Prog.	Housing Need	Growth in Employment	Population Growth	2011 Total GVA	In-migration	GVA Growth (1995-2011)	Average Rank	Overall rank
City of Johannesburg	2	1	40	16	1	11	69	20.00	1
Emalahleni	7	14	21	8	11	18	111	27.14	2
City of Tshwane	5	4	41	18	3	9	113	27.57	3
Ekurhuleni	7	3	62	35	4	21	98	32.86	4
Greater Tubatse	2	27	3	47	26	115	11	33.00	5
Rustenburg	7	7	59	9	9	6	135	33.14	6
Steve Tshwete	12	32	7	4	23	16	165	37.00	7
City of Cape Town	12	2	91	32	2	37	100	39.43	8
Gamagara	22	141	2	1	77	15	37	42.14	9
Govan Mbeki	12	16	30	23	16	30	193	45.71	10
Mogale City	22	12	101	55	15	24	94	46.14	11
Kouga	50	64	55	14	79	47	19	46.86	12
Polokwane	7	18	26	52	14	86	127	47.14	13
Mbombela	22	34	48	53	13	66	97	47.57	14
George	50	49	54	29	41	35	82	48.57	15
KwaDukuza	22	29	46	15	46	58	139	50.71	16
Musina	22	119	38	2	87	2	86	50.86	17
Tlokwe City Council	22	35	85	39	39	26	120	52.29	18
Ga-Segonyana	22	115	9	22	108	88	30	56.29	19
Bitou	122	98	35	3	130	5	3	56.57	20

Annexure 3: List of Mining Towns

PROVINCE	MUNICIPALITY/ TOWN
FREESTATE	1. Matjabeng 2. Moqhaka
GAUTENG	3. Merafong 4. Randfontein 5. Westonaria
LIMPOPO	6. Thabazimbi 7. Greater Tubatse 8. Elias Motsoaledi 9. Lephalale 10. Fetakgomo
MPUMALANGA	11. Emalahleni 12. Steve Tshwete 13. Thaba Chweu
NORTHERN CAPE	14. Tsantsabane 15. Ga-Sekgonyana 16. Gamagara
NORTH WEST	17. Kgetleng Rivier 18. Madibeng 19. Moses Kotane 20. Rustenburg

Annexure 4: High level National level spatial planning considerations

Spatial planning is both an acknowledgement of the contemporary situation balanced against assumptions for the future. The long term nature of built environment investment demands this dichotomy.

In principle the understanding of the current situation is understood through demographic profiling, status quo reports of the natural, economic and political, and the physical dimensions as well as social dynamics. The future assumptions are drawn from projections for growth and /or decline in all of the same dimensions.

Overarching criteria to consider at a National scale are:

- The natural limitations for the location of settlements (climatic zone / vegetation as an indicator of access to water, mineral resources, natural features and conservation areas) – refer to Figure 1
- Areas of significant and limited growth and/or limited decline – refer to Figure 2
- The nature of mobility routes to, from and through the settlement including rail (passenger and freight), vehicular (tourism and trucking routes), ports (shipping and air) – refer to Figure 3
- The location of existing settlements and its relevance to the economy – refer to Figure 4
- Political objectives – refer to Figure 5
- Demographic profile – refer to Figure 4
- The actual distortion of the spatial economy due to continuation of past practises and the more recent post-apartheid grant programmes.

Figure 1: Natural limitations and opportunities for human settlements

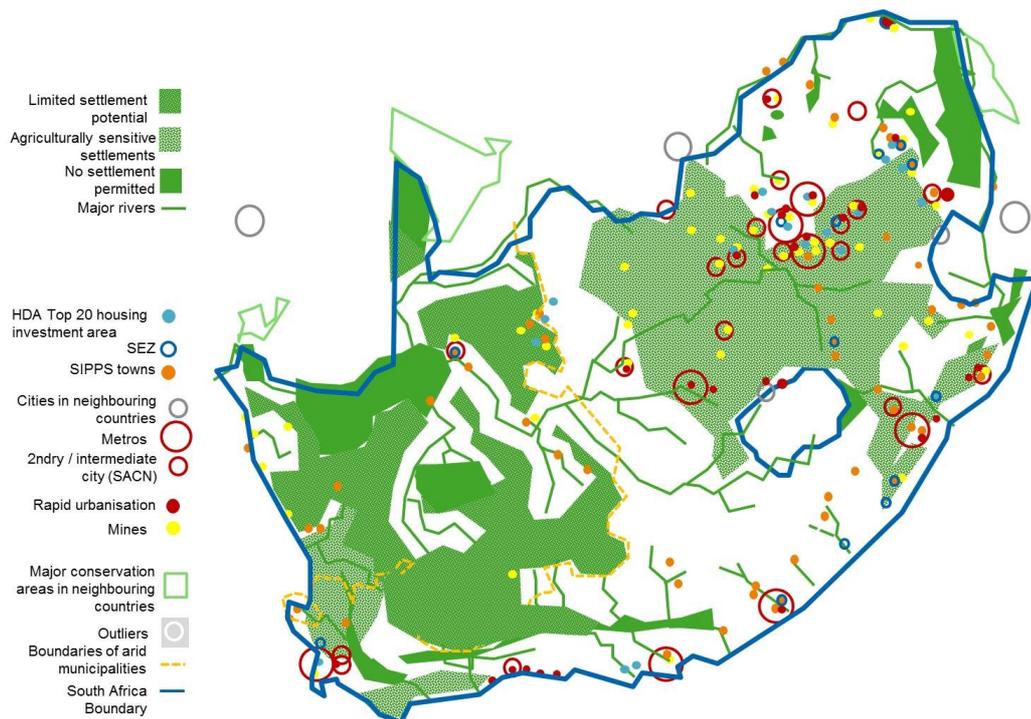


Figure 2: Areas of growth and decline 2002 -2013 (adapted from NDP2030)

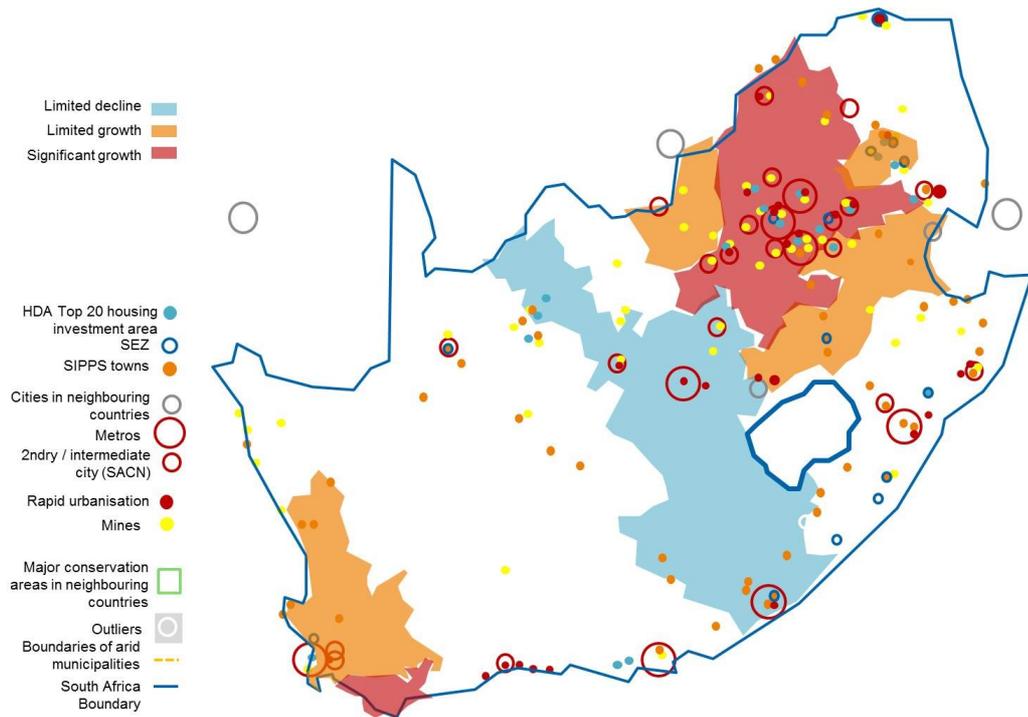


Figure 3: Major mobility routes

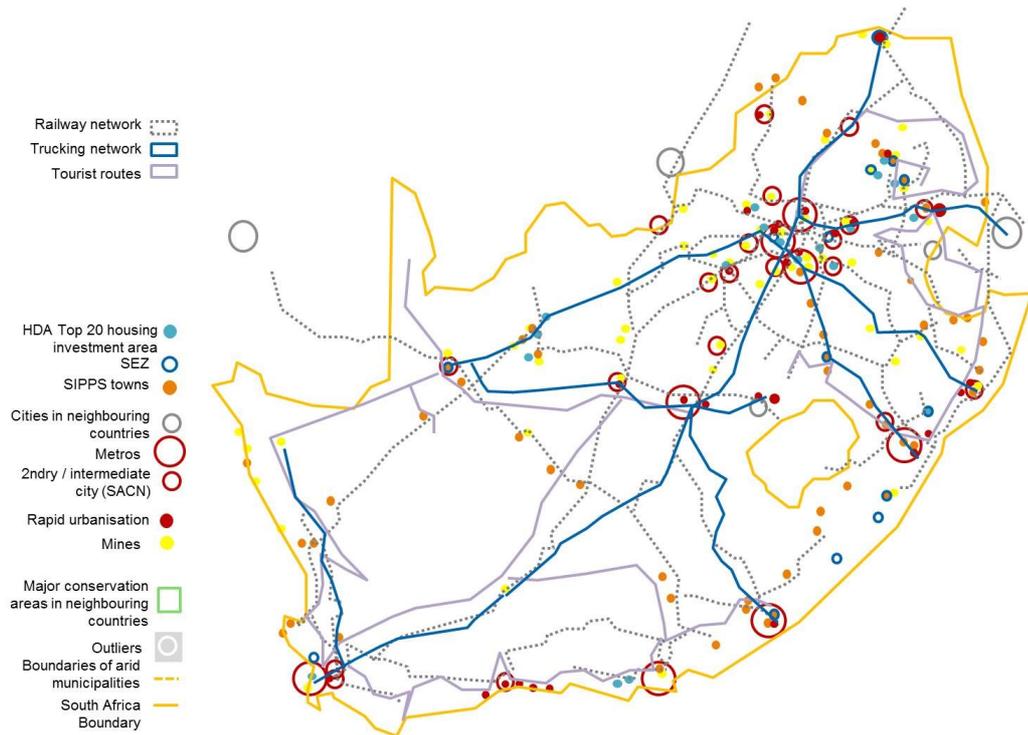


Figure 4: Location of existing settlements, their character and contribution to the economy

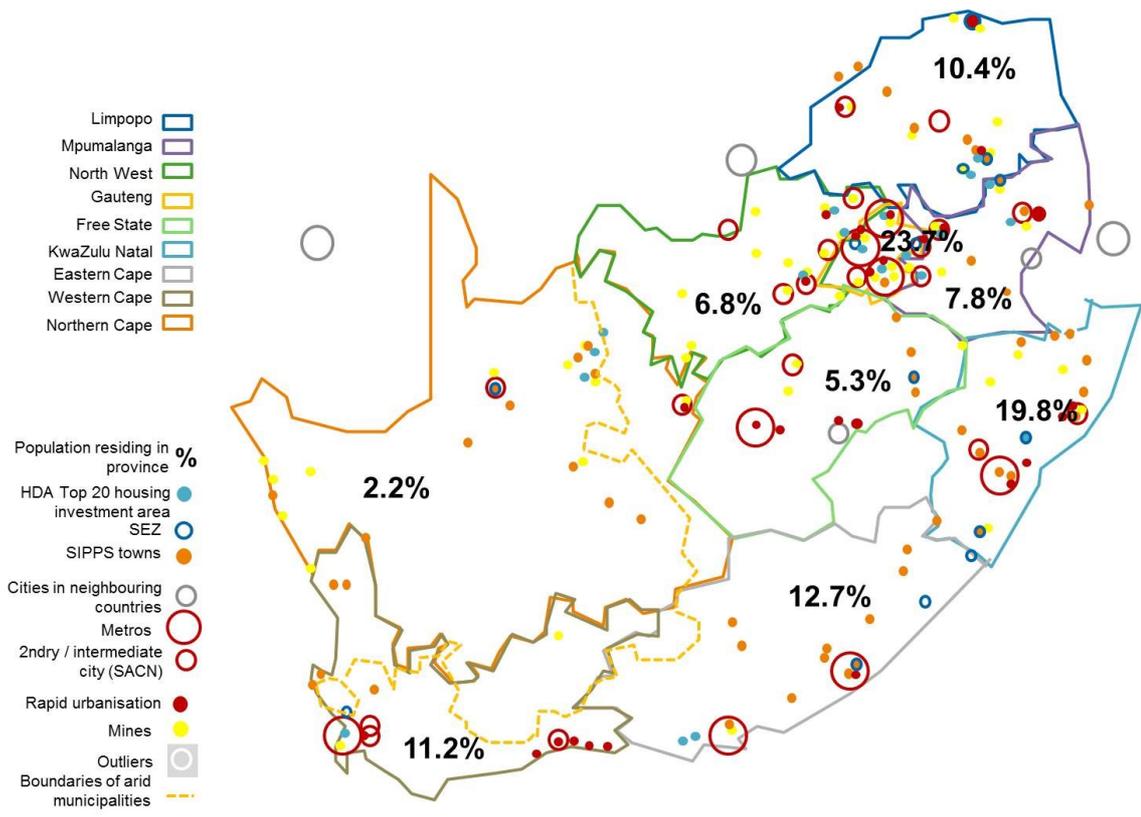


Figure 5: 2014 National Election results in relation to housing investment areas

