Reflecting on implications for planning system review from a study on “Spatial Alignment”

Spatial Strategies Alignment Study
August - October 2015
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On behalf of the DCOG, CSIR, SACN teams
ACKNOWLEDGEMENTS

DCOG & SACN

Participating Cities & LMs

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Overview of presentation

1. Study Purpose & Background
2. Underlying assumptions re ‘spatial alignment’
3. What the project entailed
4. Value of the study & focus
5. Important aspects to consider in endeavours for spatial alignment
6. Findings and implications to consider in planning system reform discussions
7. Summary observations
1. STUDY PURPOSE & BACKGROUND

- The CSIR Built Environment was commissioned by the SACN and CoGTA, to support the upcoming Urbanisation Review.
- Purpose of the study was to find evidence of spatial (mis)alignment through a place based approach.
- Question:
  - Evidence of spatial alignment between the spatial strategy and spatial “logic” and the range of planning, resource allocation, implementation and M&E instruments of intergovernmental role players in a specific city as shared area of jurisdiction?
2a. UNDERLYING ASSUMPTIONS

Assumptions - explicit & implicit re. ‘alignment idea’

Spatial alignment of investment will lead to higher efficiencies AND increased impact

Government’s plans should / could be expected to have spatial dimension

Spatial dimension of governments plans should be & can be aligned

Investment logic informing this spatial dimension
Assumptions re the study and research method

We can find it/see it/explore the level of spatial alignment in government’s plans and instrument

We know what spatial alignment is & entails

We can recognise it’s “presence”/”lack of presence” through a review of government’s plans & instruments
3. WHAT THE PROJECT ENTAILED
3a. What the project entailed

• Purpose of the study was to find **evidence** of spatial (mis)alignment in three cities under pressure for development and where coordinated and strategic investment is critical
  - Developed a “working definition” of spatial alignment (hypothesis – what would one expect?)
  - Used a place based approach, Identified case study areas & relevant planning instruments

• Case Study Areas
  – **Ekurhuleni** in Gauteng as a complex and fragmented metropolitan area
  – **Rustenburg** in North West as a fast growing, regional centre
  – **Lephalale** in Limpopo as a fast growing small to medium sized town
METHOD

Identified & reviewed (desktop analyses and review) most relevant national, provincial and local spatial and integrated development plans, as well as spatial elements within other sector and financial planning instruments

- Established contextual understanding
- Established place specific relevance
- For every local area all spatial explicit objectives, plans, proposals, projects from all relevant planning instruments (even if these instruments did not contain maps/plans) where identified, documented and mapped where possible
3c. National Overview

Visions, policy, Spatial development & investment principles

Guiding spatial Investment, Spatial Targeting, frameworks

Sector Plans, SOE’s Investment Plans
3d. National Overview

Visions, policy, Spatial development & investment principles

Guiding spatial Investment, Spatial Targeting, frameworks

Sector Plans, SOE’s Investment Plans

Spatial planning and investment: Guiding instruments

National
- NDP
- IUDF
- SPLUMA
- NGP

Provincial
- ITMP
- MTSF
- NSDF
- NIP

Regional

Local

Precinct

MAP 6: Overview of the 18 Strategic Infrastructure Projects (SIPs)

1. Catalytic
   - Northern Mineral Belt
   - Durban-Free State-Gauteng Development Region
   - South-Eastern Node and Corridor
   - Saldanha-Northern Cape Corridor

2. Enabling socio-economic development
   - Greening the South African Economy
   - Electricity Generation, Electricity Transmission and Distribution, Water and Sanitation
   - Municipal, Agro-logistics and Rural Infrastructure, Urban Spatial
   - Re-organisation and Regional Integration
   - Unlocking the economic opportunities in North West Province

3. Cross-cutting
   - Information and Communication Technologies, National school build and Higher Education, Revitalisation of public hospitals

NEW CENTRES OF ECONOMIC GROWTH IDENTIFIED ABOVE

Sector...etc.
PFMA
DORA
SPLUMA
MSA
IGRFA
Leguminous frame
3e. National Overview

- National
  - NDP
  - IUDF
  - SPLUMA
  - NGP

- Provincial
  - ITMP
  - MTSF
  - NSDF
  - NIP

- Regional
  - Master spatial plan

- Local
  - National Transport Plan

Visions, policy, Spatial development & investment principles
Guiding spatial Investment, Spatial Targeting, frameworks
Sector Plans, SOE’s Investment Plans

An overview of Spatial Prioritising in Human Settlements Development
3f. Case study overview – Rustenburg/Lephalale/Ekhuruleni
3g. Rustenburg Case Study

Example to illustrate the
(1) Type and range of plans reviewed
(2) The type of mapping done to
spatialise proposals, projects,
investment priorities from the plans
reviewed
### 3h. Example of Type and Range of Plans Reviewed: Rustenburg

<table>
<thead>
<tr>
<th>PLANS THAT WERE LOOKED AT: NATIONAL &amp; REGIONAL</th>
<th>YEAR &amp; TERM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bonjanala Platinum District Integrated Development Plan</td>
<td>2012 - 2017</td>
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<tr>
<td>Department of Human Settlements Master Spatial Plan Discussion Document</td>
<td>2014</td>
</tr>
<tr>
<td>Draft Integrated Urban Development Framework</td>
<td>2014</td>
</tr>
<tr>
<td>Medium Term Strategic Framework</td>
<td>2014 - 2019</td>
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<tr>
<td>National Development Plan: Vision 2030</td>
<td>2012, 2030</td>
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<tr>
<td>National Infrastructure Plan</td>
<td>2012</td>
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<tr>
<td>New Growth Path</td>
<td>2011</td>
</tr>
<tr>
<td>National Transport Master Plan (NATMAP)</td>
<td>2015, 2050</td>
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<tr>
<td>Neighbourhood Development Programme/ Urban Network Strategy</td>
<td>n.d</td>
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<tr>
<td>Provincial Development Plan</td>
<td>2013, 2030</td>
</tr>
<tr>
<td>Provincial Growth and Development Strategy</td>
<td>2004 – 2014 (outdated)</td>
</tr>
<tr>
<td>Provincial Spatial Development Framework</td>
<td>2008</td>
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<th>PLANS THAT WERE LOOKED AT: LOCAL</th>
<th>YEAR &amp; TERM</th>
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</thead>
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<tr>
<td>City Development Strategy</td>
<td>2006, 2025</td>
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<tr>
<td>Housing Sector Plan</td>
<td>2012</td>
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<tr>
<td>Integrated Development Plan</td>
<td>2015/16 Review 2012 – 2017</td>
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<tr>
<td>Integrated Master Plan: Land Use and Zoning Plan Report</td>
<td>2014, 2040</td>
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<td>Integrated Master Plan: Regional Structure Plan</td>
<td>2014, 2040</td>
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<tr>
<td>Integrated Master Plan: Visioning and Programme</td>
<td>2014, 2040</td>
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<tr>
<td>Royal Bafokeng Nation Master Plan</td>
<td>2006, 30 year, 2035</td>
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<td>Service Delivery and Budget Implementation Plan</td>
<td>2014-2015</td>
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<td>Capital Investment Framework (as part of the SDF)</td>
<td>2010</td>
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<td>Spatial Tourism Plan for Rustenburg</td>
<td>2006, 2006 -2010</td>
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<tr>
<td>Mixed Land Use Precinct Plan for Waterval Node and N4</td>
<td>2013</td>
</tr>
<tr>
<td>Integrated Master Plan: Land Use and Zoning Plan Report</td>
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3i-l. Example Rustenburg: Type and Range of Regional Plans Reviewed and spatial implications
NDP 2030
Trans-national development corridor (N4)
Resource critical area (platinum belt)
**Master Spatial Plan**

LM – 6/50 investment potential area
High investment + intervention area

**HOWEVER** – own criteria via land acquisition point development in certain areas (E.g Marikana)

**NDP 2030**
Trans-national development corridor (N4)
Resource critical area (platinum belt)
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Trans-national development corridor (N4)
Resource critical area (platinum belt)

**Master Spatial Plan**
LM – 6/50 investment potential area
High investment + intervention area
HOWEVER – own criteria via land acquisition point development in certain areas (E.g Marikana)

**NIP**
SIPs 4&7
- Electrification & upgrade
- ICT connections
- Integrated transport system
**IPAP 2013-2016**
SEZ: Platinum valley hub

**NIP**
SIPs 4&7
- Electrification & upgrade
- ICT connections
- Integrated transport system

**NDP 2030**
Trans-national development corridor (N4)
Resource critical area (platinum belt)

**Master Spatial Plan**
LM – 6/50 investment potential area
High investment + intervention area

**HOWEVER** – own criteria via land acquisition point development in...
3m-q. Example Rustenburg: Type and Range of Local Plans Reviewed and spatial implications
SDF
1st node: Rustenburg core + Tlhabane
2nd node: Boitkong, Phokeng
3rd node: Robega, Luka, Tlaseng, Thekwane, Hartbeesfontein
4th & 5th node: Marikana (1 of many)
N4 Corridor, Rustenburg – Kanana corridor, pokeng-robega corridor
SDF
1st node: Rustenburg core + Tlhabane
2nd node: Boitekong, Phokeng
3rd node: Robega, Luka, Tlaseng, Thekwane, Hartbeesfontein
4th & 5th node: Marikana (1 of many)
N4 Corridor, Rustenburg – Kanana corridor, pokeng-robega corridor

ITP
Phase 1, Phase 2, Phase 3,
Phase 4 (remaining network)
**SDF**

1st node: Rustenburg core + Tlhabane

2nd node: Boitekong, Phokeng

3rd node: Robega, Luka, Tlaseng, Thekwane, Hartbeesfontein

4th & 5th node: Marikana (1 of many)

N4 Corridor, Rustenburg – Kanana corridor, pokeng-robega corridor

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**ITP**

Phase 1, Phase 2, Phase 3, Phase 4 (remaining network)

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**Integrated master plan: 2040**

City & Region centre: Rustenburg, Phokeng, Boitekong, Waterkloof

New Towns: Marikana, Bethanie, Tsitsing, Chaneng

Mining Town: Thekwane, Kanana West, Luka
**SDF**

1st node: Rustenburg core + Tlhabane

2nd node: Boitekong, Phokeng

3rd node: Robega, Luka, Tlaseng, Thekwane, Hartbeesfontein

4th & 5th node: Marikana (1 of many)

N4 Corridor, Rustenburg – Kanana corridor, Phokeng-Robega corridor

**ITP**

Phase 1, Phase 2, Phase 3, Phase 4 (remaining network)

**NDP (NT)**

HUB: Rustenburg CBD

2nd order node: Boitekong, Marikana, Phokeng, Tlhabane

Secondary transport routes

**Integrated master plan: 2040**

City & Region centre: Rustenburg, Phokeng, Boitekong, Waterkloof

New Towns: Marikana, Bethanie, Tsitsing, Chaneng

Mining Town: Thekwane, Kanana West, Luka
3r. Example: Rustenburg Type of Funding and Monitoring Mechanisms Reviewed

Spatial planning and investment: Guiding instruments

Visions, policy, Spatial development & investment principles

Guiding spatial Investment, Spatial Targeting, frameworks

Sector Plans, SOE’s Investment Plans

National
- NDP
- IUDF
- SPLUMA
- NGP

Provincial
- PGDS
- ITMP
- MTSF
- NSDF
- NIP

Regional
- RSDF
- CDS
- IDP
- CIF
- MSDF
- CEF

Local
- MIIF
- Housing sector plan
- Transport sector plan
- Environmental plans

Precinct
- Land-use management
- Precinct Plan
- Integrated zones
- Local plans

Master spatial plan
- National Transport Plan
- Human Settlement
- Integrated transport plans
- Housing sector plan
- Transport sector plan
- Environmental plans

Sector...etc.

PFMA
DORA
SPLUMA
MSA
IGRFA
Development frame
4. VALUE FOR DISCUSSION RE PLANNING SYSTEM REFORM

• NOT aimed at recommendations per se, nor testing of such recommendations

✓ Enable reflection on what is “meant” by words & terms such as ‘spatial alignment’

✓ Enabling a better understanding of what are the current strengths & challenges

• NOT a focus on planning systems & processes but rather the CONTENT & FOCUS of these plans & regulatory instruments
5. IMPORTANT ASPECTS TO CONSIDER IN ENDEAVOURS FOR SPATIAL ALIGNMENT

a. Definition: What is meant with spatial alignment?
b. Some of the gaps in planning instruments
c. Important dimensions of spatial alignment highlighted by the study
d. The relevance of spatial alignment in the various components/steps in the planning process and system
5a Definition: What is meant with spatial alignment?

Given that spatial alignment is an intention and an activity with institutional, functional, spatial and time dimensions, the study considered not only the alignment of spatial outcomes and spatial elements within spatial and the most significant sector plans of different spheres of government in the respective areas, it also considered alignment of spatial elements in visions, long term plans, medium term strategies, as well as in investment frameworks aimed to support project implementation and budgeting, often in defined geographical areas. Spatial alignment within the study was as such not regarded as project alignment, or alignment to achieve service delivery targets only, but also as alignment to lead to towards spatial transformation over the longer term.
5b Some of the gaps in planning instruments

The range of government plans & instruments included as basis for the review

- “Gaps” – where plans do not exist/outdated
- Many plans do not have spatial elements
- Plans are often too conceptual
- A plan being spatially explicit is more than just having maps, i.e. a map of ‘decided’ projects and a plan to guide future investment not “the same”
5c Important dimensions of spatial alignment highlighted by the study

Vertical dimension

Visions, policy, Spatial development & investment principles
- NDP
- IUDF
- SPLUMA
- NGP

Guiding spatial Investment, Spatial Targeting, frameworks
- ITMP
- MTSF
- NSDF
- NIP

Sector Plans
- Master spatial plan
- Human Settlement
- Integrated transport plans

National
- PGDS

Provincial
- PSDF
- PLTF

Regional
- RSDF
- IDZ
- SEZ

Local
- IDP
- CIF
- MSDF
- CEF
- MIIF
- IDZ
- SEZ

Precinct
- Precinct Plan
- Integrated zones
- Local plans

Sector...etc.
- PFMA
- DORA
- SPLUMA
- MSA
- IGRFA
- Legislation frame
Important dimensions of spatial alignment highlighted by the study
5c Important dimensions of spatial alignment highlighted by the study
5c Important dimensions of spatial alignment highlighted by the study
5d. The relevance of spatial alignment in the various components/steps in the planning process and system

Integrated Objectives Strategies

Long Term Vision -

Spatial Trends Projections Scenarios
Spatial Priorities & "Logic"

Modelling Investment Alternatives Outcomes

Spatial Guidelines Spatial Priorities Differentiated investment

Locality and time co-ordinated project implementation

Budgets Investment Frameworks Funding Streams

Sector Based Programmes & Projects

Strategic programmes & projects

PLACE SPECIFIC

Spatial Outcomes & Principles

Monitoring Targets & Spatial Outcomes

Implementation
6a. Review & Findings:
To NOTE in regulatory review process

• Success in coordinating the spatial extent of investment and budget spending through various initiatives over time within broadly defined ‘areas of priority focus for government’.
6b. Review & Findings: To NOTE in regulatory review process

However, case study analyses illustrated that ‘spatial alignment’ between the three spheres of government seems to be more in the form of an increased number of projects implemented in the same space, with little evidence of how this is necessarily utilising the expected incremental benefits of spatially targeted investment or critical linkages.

- Whilst plans often make reference to areas targeted for specific purposes such as an ‘international port’, in Ekhurhuleni, or the mining areas in crisis in Rustenburg area, or energy hubs in Lephalale, there seems to be little evidence of pro-active coordination between different spheres of government on these priority investment areas.
6c. Review & Findings:

To NOTE in regulatory review process

- The analyses actually highlighted tensions in spatial outcomes of project driven investment aimed at addressing service delivery crises and priorities, and that of investment aimed at addressing city-wide challenges, supporting economic development and contributing towards sustainable urban form.
- Spatial outcomes and principles are often mentioned in the respective planning policy and legislation instruments, however, the implications and application thereof seems to be open for interpretation.
6d. Review & Findings:
To NOTE in regulatory review process

• Many longer term visions, and even spatial outcomes and spatial development principles in the respective areas are quite generic and provide little guidance in terms of place specific strategies, programmes, projects and investment.

• Lack of spatial trend analyses, future projections, or exploring of spatial implications of future development scenarios is a stark reality in the range of spatial and sector plans and instruments that were analysed.
6e. Review & Findings:
To NOTE in regulatory review process

• Evidence of vertical alignment was mostly found within the domain of specific functional sectors, i.e. human settlements, where development priorities and targets are supported with strong institutional and financial instruments to enable implementation and addressing of key sector based priorities at local level.

• Spatial priorities are driven by well-defined sector targets and catalytic projects each with their own spatial investment logic
  – Limited integrated spatial strategy
  – Effective top down vertical alignment between national, provincial and local sector/line department plans and strategies.
  – Effectuated through supporting investment frameworks, as well as funding and monitoring mechanisms.
6f. Review & Findings: To NOTE in regulatory review process

Little evidence of alignment was found in terms of strategic spatial direction, regional level spatial co-ordination between national and provincial departments and government agencies, and spatial specific phased or integrated investment strategies aimed at addressing national or regional priorities. A major need exists for spatial strategies and plans, and alignment between strategic spatial plans of different spheres of government.
6g. Review & Findings:
To NOTE in regulatory review process

- The **lack of joint regional and national level discourses and clarity regarding the critical regional resource and investment constraints and opportunities impacting local development planning and future development in cities and regions** is **evident** - especially related to the resource economies of the Rustenburg and Lephalale areas, and increased demands on water and energy resources in these fast growing areas. The current lack of spatial guidance and spatial strategy could potentially be addressed with completion of the National Spatial Development Framework.
6h. Review & Findings:
To NOTE in regulatory review process

• Plans and instruments reviewed reflect no
  – regional level “place based” interpretations of long term visions and projected growth scenarios;
  – the evaluation of the potential impact of interventions by different functional sectors or neighbouring municipalities to achieve co-ordinated and incremental impact;
  – or any reference to medium and longer term inter-governmental or public-private sector service level agreements to achieve outcomes within specific areas.
6i. Review & Findings:
To NOTE in regulatory review process

- Evidence from the three case studies suggest that even though project implementation by national and provincial spheres requires projects to be prioritised within municipal IDPs, SDFs and investment frameworks, **SDFs seem to remain focussed on managing expected private sector driven land use change with little evidence of co-ordinating intergovernmental investment, spatial prioritisation, integrated spatial development strategies or being able to influence spatial investment logic of different sector strategies/line departments.**
6j. Review & Findings:
To NOTE in regulatory review process

• The business sector and other government agencies could be expected to play a significant role in the area, there are no indications in any of the plans of private sector, other government agencies or civil society investment.

• Most of the plans and instruments analysed have a strong focus on service delivery but limited evidence of galvanising explicit place based civil society and private sector collaboration.
7. SUMMARY OBSERVATIONS
7a. Summary observations re spatial alignment

- Development Principles and Spatial Outcomes
  - Place based: Visions, scenarios & integrated development plans (LT)
  - Place based: Spatial Development Strategy and Framework (medium term)
  - Sector based: Targets, Spatial Investment Strategies, Funding
  - Place based co-ordination of Investment Policies, Frameworks, Spatial Budgeting
7b. Summary observations re spatial alignment

Development Principles and Spatial Outcomes

Place based: Visions, scenarios, projections & strategic plans – Future

Place based: Spatial Development Strategy and Framework (medium term)

Sector based: Targets, Spatial Investment Strategies, Funding

Place based co-ordination of Investment Policies, Frameworks, Spatial Budgeting
7c. Summary observations re spatial alignment

- Development Principles and Spatial Outcomes
- Place based: Visions, scenarios & integrated development plans (LT)
- Place based: Spatial Development Strategies, SDF, Spatial plans
- Sector based: Targets, Spatial Investment Strategies, Funding
- Place based co-ordination of Investment Policies, Frameworks, Spatial Budgeting
7d. Summary observations re spatial alignment

- Development Principles and Spatial Outcomes
  - Place based: Visions, scenarios & integrated development plans (LT)
  - Place based: Spatial Development Strategy and Framework (medium term)
  - Sector based: Targets, Spatial Investment Strategies, Funding, Project
  - Place based co-ordination of Investment Frameworks, Budgets, Projects
7f. Summary observations re spatial alignment

- Development Principles and Spatial Outcomes
  - Place based: Visions, scenarios & integrated development plans (LT)
  - Place based: Spatial Development Strategy and Framework (medium term)
  - Sector based: Targets, Spatial Investment Strategies, Funding
  - Place based: Co-ordination of Investment Frameworks, Budgets, Projects (IDP, BEPP)

- Policies, Legislation, Outcomes, Principles

- Integrated & Spatial Development Strategies/ Frameworks
  - Investment Frameworks

- Functional Sector
  - SOE’s Policies, Plans, Investment Plans

- Sector...etc.
  - PFMA
  - DORA
  - SPLUMA
  - MSA
  - IGRFA

frame
7g. Summary observations re spatial alignment

- Spatial budgeting – efficiency and impact through projects in shared focus areas
- Co-ordination of Impact, Delivery of Government Investment
- Focus on place based climate for private sector and civil society investment
- Address critical place based priorities, through place specific interventions
- Spatial alignment to harnessing benefits of location multipliers
- Cumulative and programmatic focus, strategic intervention - Long term future focus & sustainability
7h. Summary Observations

1. Spatial principles and policy objectives, to be evident in language and reality

2. Spatial co-ordination to move from a focus on service delivery projects to spatial impact of government investment

3. Local implementation priorities, must be driven by place based spatial strategies

4. Co-ordinating spatial impact, requires a focus on short term delivery and longer term transformation

5. Strategic spatial planning requires a framework for co-ordination – NSDF critical at national level, regional and strategic city wide IDPs & SDFs critical

6. Transformation and sustainability requires long term dedication