



INTERVENTIONS TO REVERSE UNDESIRABLE SETTLEMENT GROWTH PATTERNS

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1. Introduction

The following report has been prepared for the Parliamentary portfolio committee in support of a presentation recently undertaken to the committee by the Department of land Affairs (DLA). The committee required further detail on the departments initiative to develop '**interventions to reverse undesirable settlement growth patterns**'. The initiative is being driven by the branch Land Planning and Information (LPI) through one of its Chief Directorate namely Spatial Planning and Information (CD:SPI).

2. Purpose of Report

The purpose of the following report is to:

- Give a overview of Spatial trends (Settlement Patterns) in South Africa
- Highlight steps undertaken towards reversing undesirable settlement growth patterns
- Give a broad overview of proposed interventions of the DLA

3. Background

The section below gives an overview of spatial trends (settlement patterns) in South Africa and the historical development of these trends including causes and what has been done by the government to date towards addressing this.

3.1 Pre 1994

South Africa is characterized by spatial patterns which have been inherited from the apartheid era. Our cities have been historically divided along racial lines, with the poorer communities situated away from job and economic opportunities and are excluded from the social fabric of our cities. Our rural areas are characterized by dispersed settlement patterns, without access to basic infrastructure, including water, electricity and sanitation. The early apartheid city which used the Group Areas act as one of its key instruments had the following characteristics:

- A dominant White CBD
- Industrial areas that functioned as buffer areas between segregated residential areas
- Strongly segregated residential areas for different race groups separated by buffer strips
- Concentration of non – whites on the peripheries of urban development.

This era was followed by Grand Apartheid which was characterized by the development of "Homelands" which were fragmented areas located on some of the least productive land in South Africa and isolated from growth centres.

In summary the apartheid era was characterised mainly by:

- Institutional Fragmentation and
- Technocratic and control orientated planning

These had the following consequences on urban form:

- Distorted Settlement patterns, with poorest communities having to travel the longest distances
- Difficulty in the provision of efficient and viable public transport because of dispersed settlement patterns and low densities
- High infrastructure provision costs
- Inefficient use of large tracts of land including Agricultural land

These are just some of the spatial inefficiencies inherited from the apartheid era.

3.2 Post 1994

The change in government has resulted in an overhaul of the urban planning system both procedurally and substantively. The government which came into power in 1994 has strived towards addressing some of the spatial inefficiencies mentioned above, by developing legislation and policy towards integrating our cities and towards correcting these inherited apartheid spatial patterns. The following were key pieces of policy and legislation developed which were aimed at addressing the fragmented planning legislative framework:

- The Development Facilitation Act (Act 67 of 1995)
- The Municipal Systems Act (Act 32, of 2000)
- The White Paper on Spatial Planning and Land Use Management

The above mentioned pieces of policy and legislation had been developed to

- Assure efficient planning processes (The Municipal Systems Act)
- Introduce normative based planning and the setting out of land development principles (the Development Facilitation Act and the White Paper on Spatial Planning and Land Use Management)

The principles entrenched in the above have strived towards:

- Restructuring the apartheid city
 - Efficient and Integrated land development
- Racial and Socio – Economic Integration
 - Integration between rural and urban areas
 - Integration between elements of spatial structure (between movement modes, between public transport and social amenities)
 - Integration of Old and New areas
 - Integration of different classes
- Compact cities, mixed land uses and higher densities

- Residential and work opportunities should be located in close proximity to each other
- Promote diverse combination of land uses
- Discourage urban sprawl
- Integrated development Planning (The MSA)
 - Integrated Development plans aimed at intersectoral coordination with a Spatial component driven by a Spatial Development Framework

It is clear that governmental policy has been influenced by the need for sustainable cities, which means compaction and reduction of sprawl, densification of existing residential areas, mixed land uses and the restructuring of the city to enhance the use of public transport.

4. Steps Taken To Address the Problem

Despite the existence of this legislative framework, our cities are still characterised by inefficient spatial patterns. The President in his State of the Nation Address 2004 reiterated this and made the following statement: 'From this financial year we will also address... as well as the broader question of spatial settlement patterns and the implications of this in our efforts to build a non – racial society.'

The Department of Land Affairs (DLA) in response to the statement commissioned a study called the "The Settlement Growth Patterns Project: Post 1994" (SGP). South and Southern Africa has one of the world's highest rate of urbanization with approximately 70% of the total population expected to live and work in urban areas by 2030 (Naude & Krugell:2003). This trend poses one of the greatest challenges for planners and development decision makers in post apartheid South Africa.

The SGP project served to illustrate the nature, form and extent of urban growth patterns of selected South African urban settlements over the period 1994 – 2002 on a bi annual basis. Through the use of a GIS mapping platform, results were critically analysed in terms of the post – 1994 national legislative framework objectives guiding urban growth and development, with special reference to:

- The Development Facilitation Act (67 of 1995)
- The Municipal Systems Act (32 of 2000)
- The White paper on Spatial Planning and Land Use Management

The study focussed on the following cities:

- | | |
|----------------------------|----------------|
| • The City of Johannesburg | GAUTENG |
| • The City of Tshwane | GAUTENG |
| • The City of Cape Town | WESTERN CAPE |
| • The City of Ethekwini | KWA ZULU NATAL |
| • The City of Bloemfontein | FREE STATE |

- | | |
|---------------------------|---------------|
| • The City of East London | EASTERN CAPE |
| • The City of Kimberley | NORTHERN CAPE |
| • The City of Nelspruit | MPUMALANGA |
| • The city of Polokwane | LIMPOPO |
| • The City of Rustenburg | NORTH WEST |

Key Results of the study in summary showed the following:

- Urban growth still occurs mainly on the peripheries of urban areas, thereby perpetuating Urban Sprawl
 - Low Cost housing projects are directed onto cheaper pieces of land on the urban periphery.
 - Growth of informal settlements are closely related to the provision of low cost housing mainly on public land
- Decentralisation and the growth of suburban nodes on the urban periphery
 - Consensus that current development patterns are reinforcing older apartheid patterns
 - Patterns of sprawl and the development of poly-nucleated urban form in previously disadvantaged areas linked with a phenomenon of disinvestment in Central Business areas
- There is a clear lack of coordination between spheres of government and departments leading to poor planning decision making, linked to a fragmented legislative framework which leads to:
 - “Confused” planning systems
 - An increasing cumbersome system involving significant delays
 - Conflicting policies

These were some of the key findings of the SGP project, in order to illustrate this practically a Case study from the SGP has been extracted below to illustrate what has been alluded to above.

4.1 Case Study: City of Tshwane

The diagrams below illustrate growth in the Tshwane Municipality during the period 1994 – 2002 on a biannual basis.

Urban Coverage Tshwane – 1994

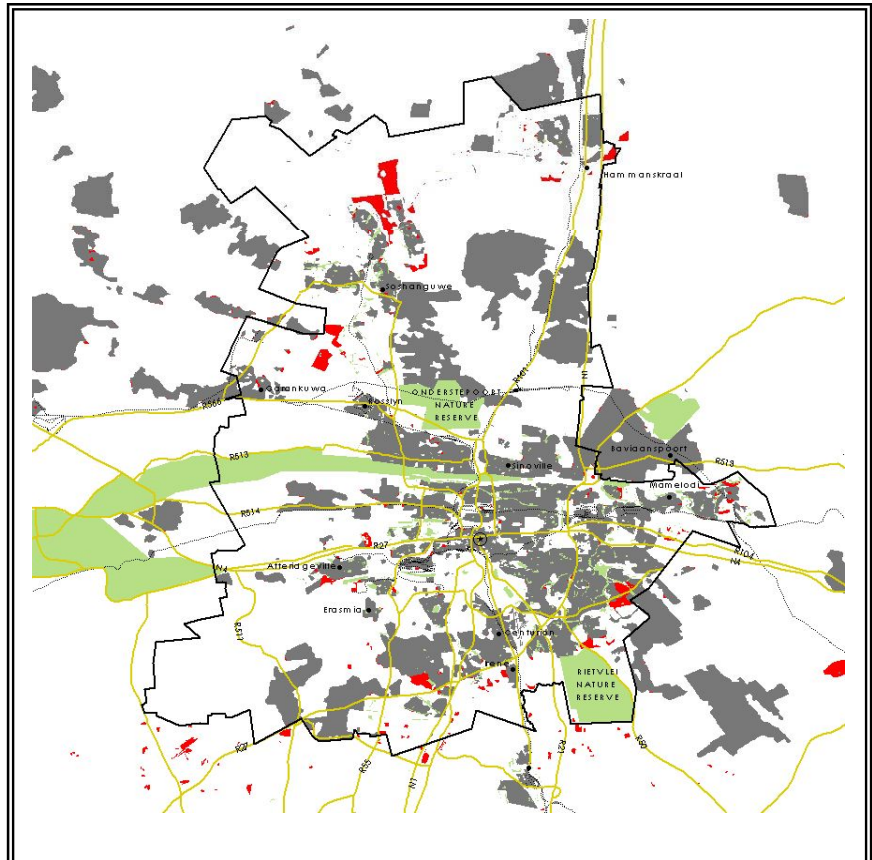
The map on the left shows the urban footprint of the City of Tshwane in 1994.

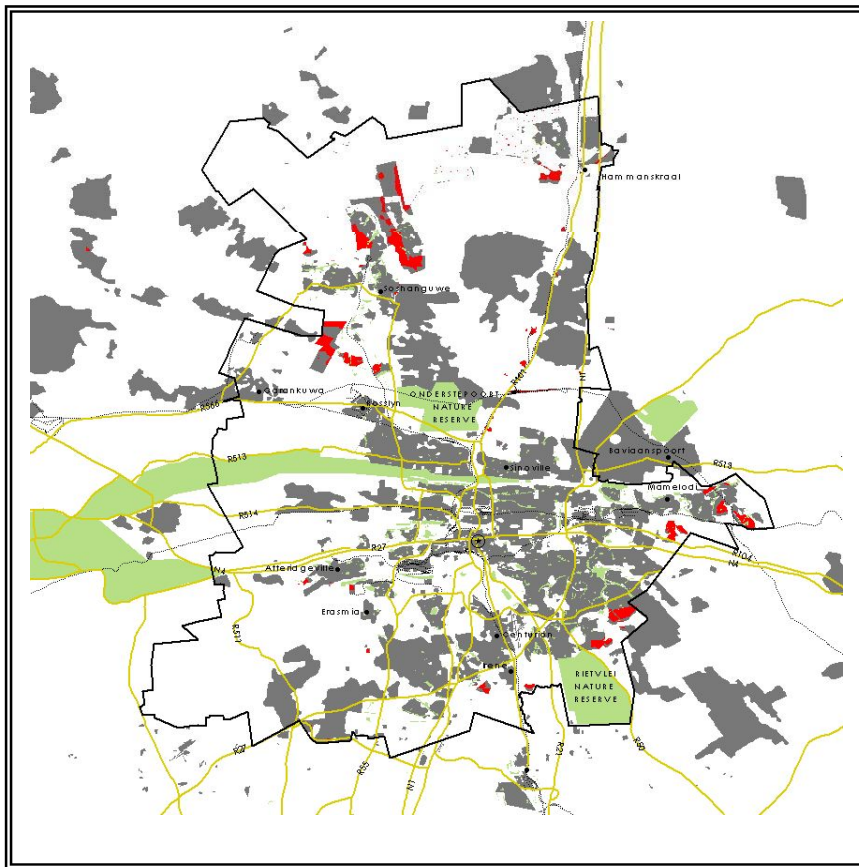
The Urban footprint includes all land uses including residential, commercial and industrial land uses.

Urban Coverage Tshwane – 1994 - 1996

The map on the right reflects Urban Growth in Tshwane over the period 1994 – 1996.

Growth points reflected in red are mainly concentrated on the peripheries across the municipality.





Urban Coverage Tshwane – 1996 -1998

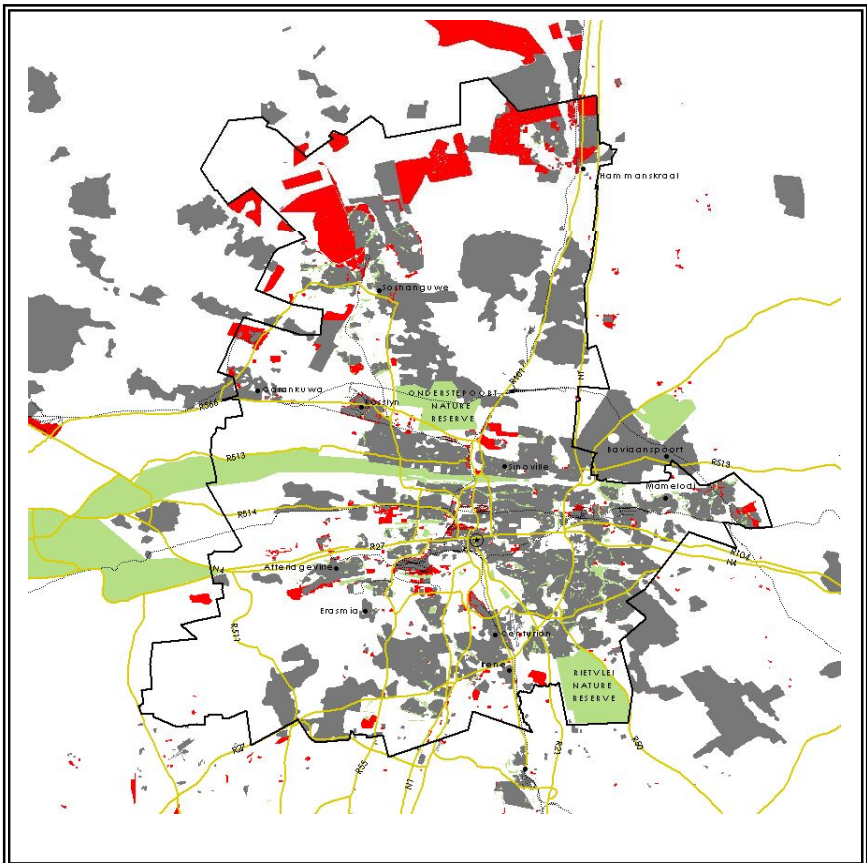
The map on the left reflects Urban Growth in Tshwane over the period 1996 – 1998.

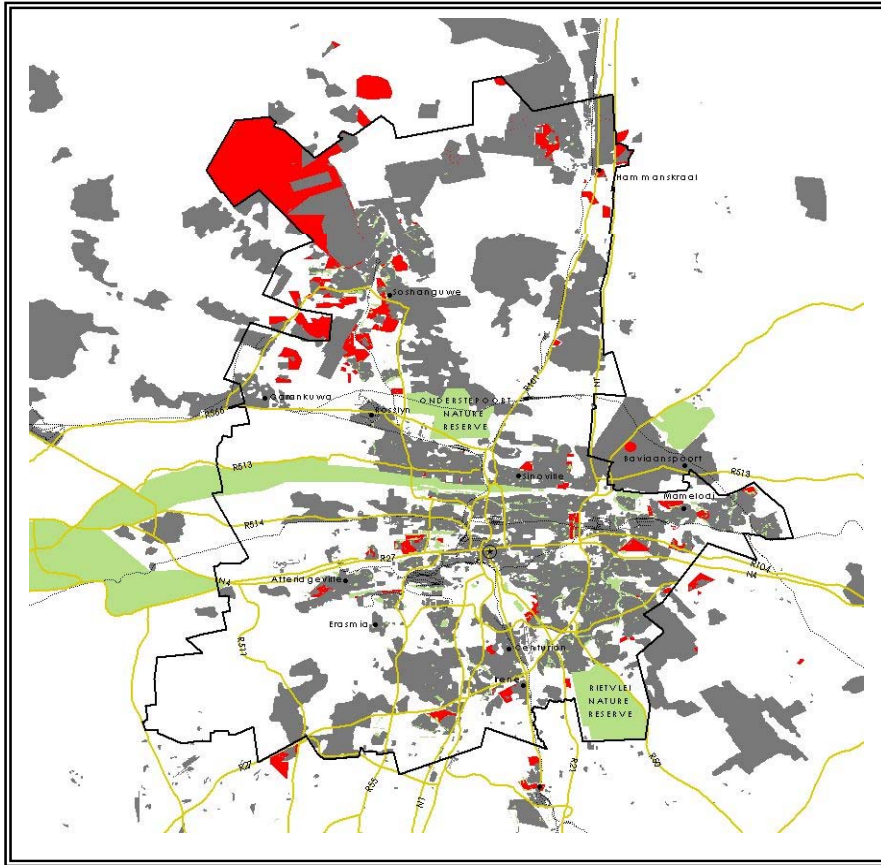
Growth is mainly concentrated on the peripheries across the municipality adjacent to growth points from the previous period.

Urban Coverage Tshwane – 1998 - 2000

The map on the right reflects Urban Growth in Tshwane over the period 1998 – 2000.

Once again Growth is mainly concentrated on the peripheries across the municipality. A huge increase is noticeable in the northern areas. The northern areas are the township areas in Tshwane.





Urban Coverage Tshwane – 2000 - 2002

The map on the left reflects Urban Growth in Tshwane over the period 2000 – 2002.

During this period it is also clearly visible that growth is mainly concentrated on the peripheries of existing urban areas across the municipality.

It is clear from the above illustration that growth in the Tshwane area has occurred mainly on the peripheries of existing township areas including, Mamelodi, Atteridgeville, Garankuwa, Soshanguve, Winterveld and Mabopane. This growth is attributed to various causes which have been detailed in the study. The implication of this is that growth is sprawling with associated social, economic, and environmental costs. All of these clearly in contradiction to post apartheid planning policy and legislation.

5. Proposed Interventions

It is clear that a lot still has to be done to reverse these undesirable settlement growth patterns. Some proposed broad interventions proposed by the DLA include:

- Development of a single Land Use Management legislation which would address the current fragmented legislative framework for planning.
- There is a need to establish institutions that are guided by clear principles, norms & standards
- Hold land use regulators including development tribunals, township boards, municipalities etc, accountable for their decisions.
- There is a need to develop an effective Monitoring & Evaluating framework to actively monitor land use patterns
- Giving the Minister of DLA clear powers and functions to intervene, where problems exist.