

# Towards a Spatial Vision for South Africa



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# A new opportunity for national spatial visioning



- **The NPC is tasked with preparing a National Vision and National Development Plan**
- **Help government departments overcome silos, through coordinated planning and implementation**
- **The Vision and the Plan have a spatial dimension that cuts across sector-specific concerns - this is to be distilled in a National Spatial Vision.**
- **The preparation of the National Spatial Vision provides an opportunity to confront and address current impediments in the spatial planning system in South Africa.**

# The rationale for a National Spatial Vision



- **It will clarify the spatial elements of the National Vision and National Development Plan**
- **It will promote greater policy coherence by synchronizing the spatial elements of sectoral policies (e.g. ports, rail, water, energy, housing, social investment, ICT, human settlements).**
- **It will respond to mega processes that are reshaping space (e.g. human migration, climate change, macro-economic policy)**

# The rationale for a National Spatial Vision



- **It will mediate competing spatial demands and interests (e.g. mining rights & water resources)**
- **It will provide an indicative framework for major infrastructural investment.**

# A definition of a national spatial vision



**A Spatial Vision was defined by Wong (2002) as ‘a strategic, overarching spatial framework to guide major development activities and to cope with the pervasive force of the changing spatial structure’**

# Prior South African experience



- **The Regional Industrial Development Programme (RIDP), National Physical Development Plan (NPDP) and ‘Good Hope Plan’ under apartheid**
- **The Spatial Development Initiatives (SDIs) including the development corridors from the 1990s**
- **Various failed attempts in the 1990s to produce a countrywide spatial framework**
- **The 2003 and 2006 iterations of the National Spatial Development Perspective (NSDP)**

# Key lessons from history



- **The RIDP** diverted some growth to homeland areas but generally failed to produce self-sustaining momentum
- **The SDIs** remained a sectoral concern and did not evolve into an integrated development strategy
- **Initiatives in the 1990s** failed largely because of institutional complexities and jealousies between and within spheres of government
- **The NSDP** was approved by cabinet but did not gain sufficiently widespread political buy-in across all spheres - due to perceptions that some areas (esp. rural) would be disadvantaged by its implementation.

# The big questions for future spatial visioning



- **How do we mediate competing spatial interests? (i.e. how do we address the current rural-urban binary in policy?)**
- **How do we deal with the intergovernmental dimensions of spatial planning within the framework of co-operative governance?**
- **How do we reconcile the divergent spatial outcomes of different sectoral policies?**

# The big questions for future spatial visioning...



- How do we produce **spatial policy that responds to competing national objectives** such as national competitiveness, regional equity and sustainability?
- How do we produce a **spatial vision that provides a clear direction but also secures sufficient political and societal support to be enduring?**

# Lessons and guidance from international experience



## **Two broad traditions in terms of national spatial visioning**

- 1. The European tradition of stand-alone spatial planning most strongly represented in The Netherlands and in the 1999 European Spatial Development Perspective (ESDP)**
- 2. The mainly East/South East Asian tradition of development planning in which spatial planning is an addendum to the Five Year (mainly economic) Development Plans**

# European scale planning



- **The ESDP balanced competing territorial interests (between the core & periphery) and divergent development objectives (competitiveness, cohesion & sustainability) in a 5yr long consensus building process.**
- **The spatial schematic followed agreement on spatial norms and principles**
- **Spatial concepts such as polycentric urban development supported both competitiveness and greater regional balance**
- **The plan was supported with Structural Funds and so had real teeth**

GDP by PPS Per Capita 1995  
Index: EUR 15 = 100

NUTS 2



Source: Eurostat



Açores (P)



Madeira (P)



Canarias (E)



Guadeloupe (F)



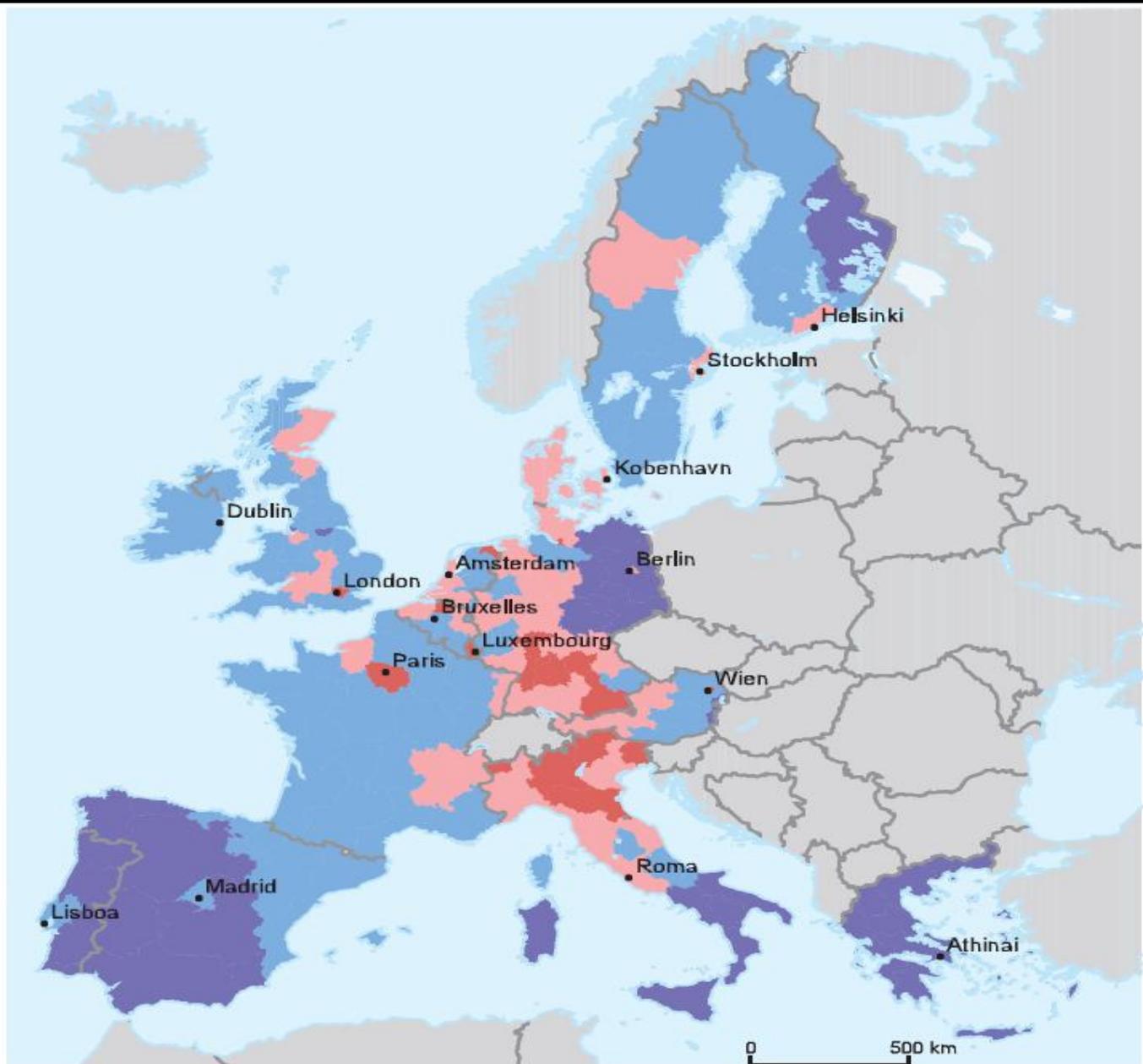
Martinique (F)



La Réunion (F)



Guyane (F)



# Countries in Europe



- **The Netherlands** has the strongest national spatial tradition with a focus on *spatial quality* and *polycentric urban development* (i.e. the Randstad)
- **Scotland and Wales** use national spatial visions as a way to represent their territorial distinctiveness and to coordinate sectoral development

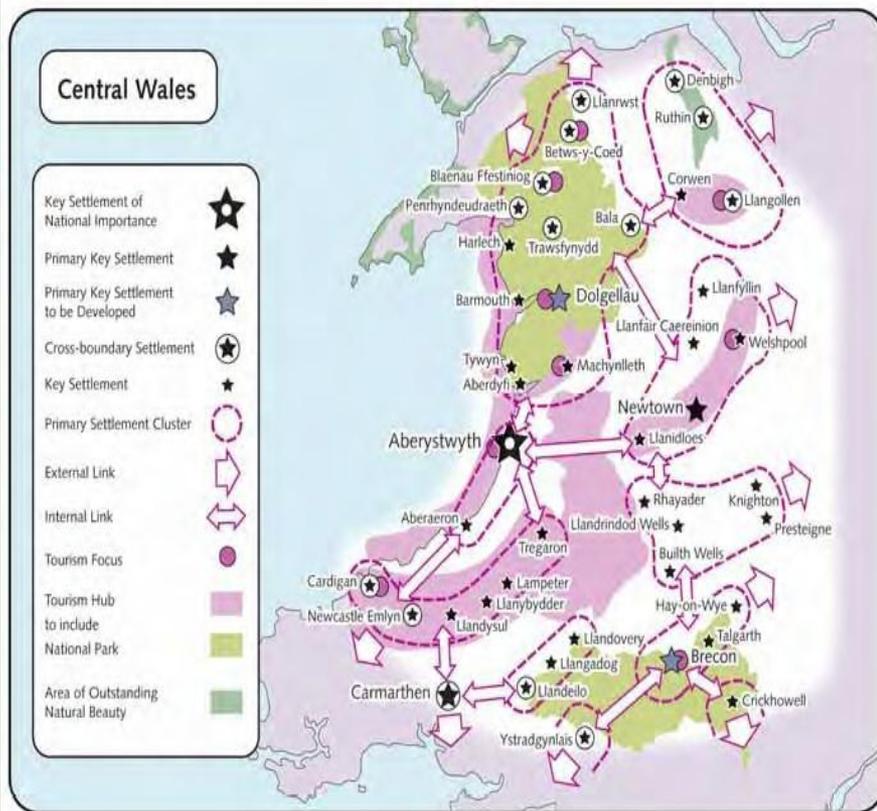
# Countries in Europe



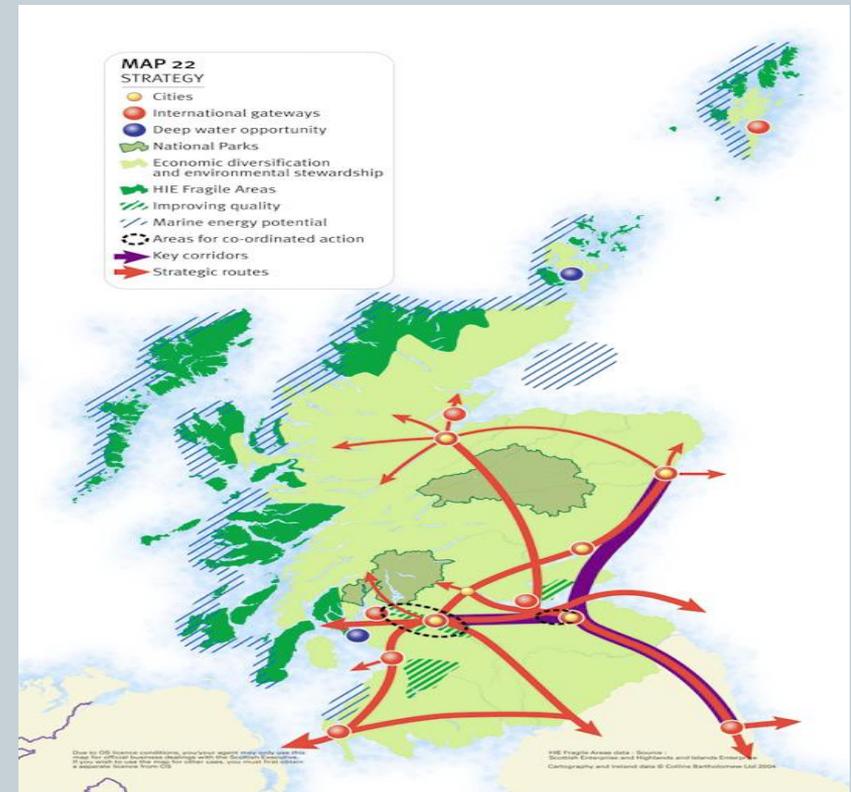
- **Ireland's National Spatial Strategy** aims at “developing the full potential of each area to contribute to the optimal performance of the State as a whole” and thus avoids the accusations of regional preference. Dublin will be more efficient but regional gateways and hubs spread benefits
- **Hungary** focuses on unique paths of different regions to avoid sub-ordination

# Wales and Scotland

## Area clusters in Wales



## A schematic for development in Scotland



# The French exception



**France focuses on institutional processes of spatial coordination rather than on the spatial plan**

**Competitiveness and equity are balanced with the focus on 17 'winning metropolises' and 'conurbation clusters' rather than only on the Paris region**

**The Inter-ministerial Agency for Spatial Planning and Competitiveness (DIACT) ensures ongoing spatial coordination**

# The French exception



**There is a strong focus on collaboration across municipal boundaries with institutional mechanisms established for this purpose**

**Intergovernmental issues are dealt with through ‘planning contracts’ which deal with the strategies and strategic priorities for each region – renegotiated every five years.**

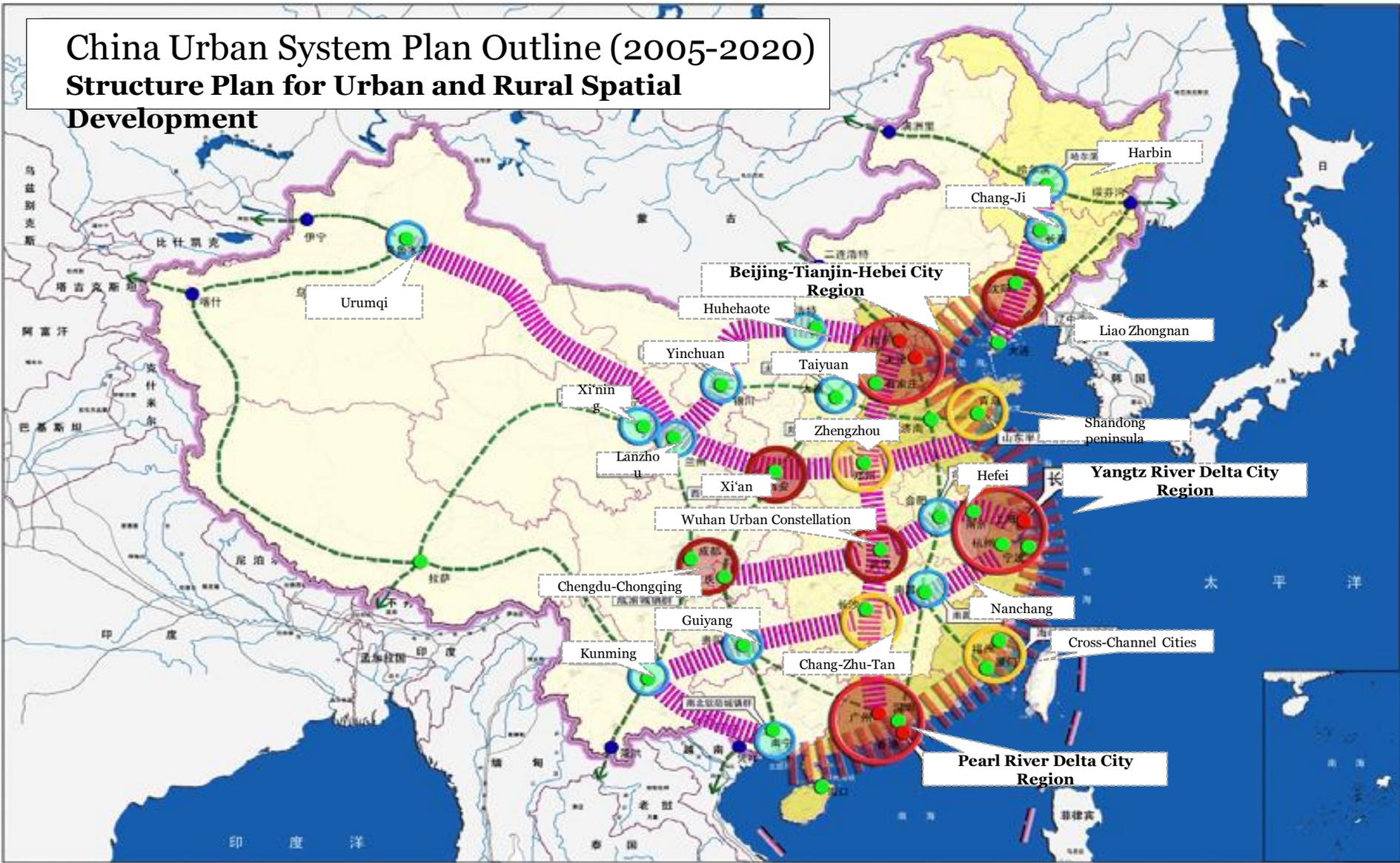
# Lessons from the East: China



- **China's 11<sup>th</sup> Five Year Plan – 'The Green Leap Forward'**
- **The spatial dimension responds to growing inequalities between East and West which threaten national cohesion**
- **Development investment is distributed across 28 Regional Urban Systems (RUS) and through a network of large, medium and small-sized settlements**
- **A new focus on domestic demand should spread development more evenly as export orientation prioritized cities on the east coast**

# China Urban System Plan Outline (2005-2020)

## Structure Plan for Urban and Rural Spatial Development



# Lessons from the East: India, Malaysia & Japan



- **In India** where there is a great concern with national coherence public investment is targeted towards lagging regions.  
Urbanization is embraced but support is given to small cities.
- **Malaysia** balances competitiveness with cohesion by focusing developing in corridors that link the core to more peripheral areas
- **Japan** has responded to massive congestion around Tokyo with four national development axes, each with an orientation to a different part of the world

# International lessons in summary



- The overriding lesson is that **spatial visioning must respond to the complexity of the modern world** in which development imperatives and objectives, and also spatial interests, must be balanced against each other.
- **The three key objectives** that inform most spatial visions are economic competitiveness, territorial cohesion/ equity, and sustainability
- **The transnational dimension** is emphasised
- **Consensus-building and process** is important

# International lessons continued



- **Spatial instruments** such as development axes, urban gateways and polycentric urban systems have been used to balance these interests
- Almost all countries have **avoided the rural-urban binary**, emphasising instead the connectivity between the rural and the urban, and the potentials that need to be unlocked in *all* regions
- The **spatial consequences of sectoral policies** should be synchronized

# International lessons continued



- **Urbanization** is acknowledged as a primary driver of growth but the focus is generally on urban systems with cities of various sizes, rather than on the primate cities.
- **Intergovernmental dimensions** must be properly addressed
- **Infrastructural investment** is key to framing spatial strategy

# A possible approach to spatial visioning in South Africa



- **Develop a common understanding around the space economy and settlement patterning**
- **Clarify the spatial dimensions of the development challenges facing South Africa**
- **Assess the likely spatial outcomes of proposed policies in all sectors**
- **Anticipate the likely spatial outcome of macro trends in economy, society & environment**
- **Understand the spatial policies of the provinces and metropolitan cities/ districts**
- **Develop consensus around a series of spatial norms and principles**

# A possible approach to spatial visioning in South Africa



- **Develop a set of spatial performance indicators related to the norms**
- **Develop a spatial schematic as an indicative framework for major investments**



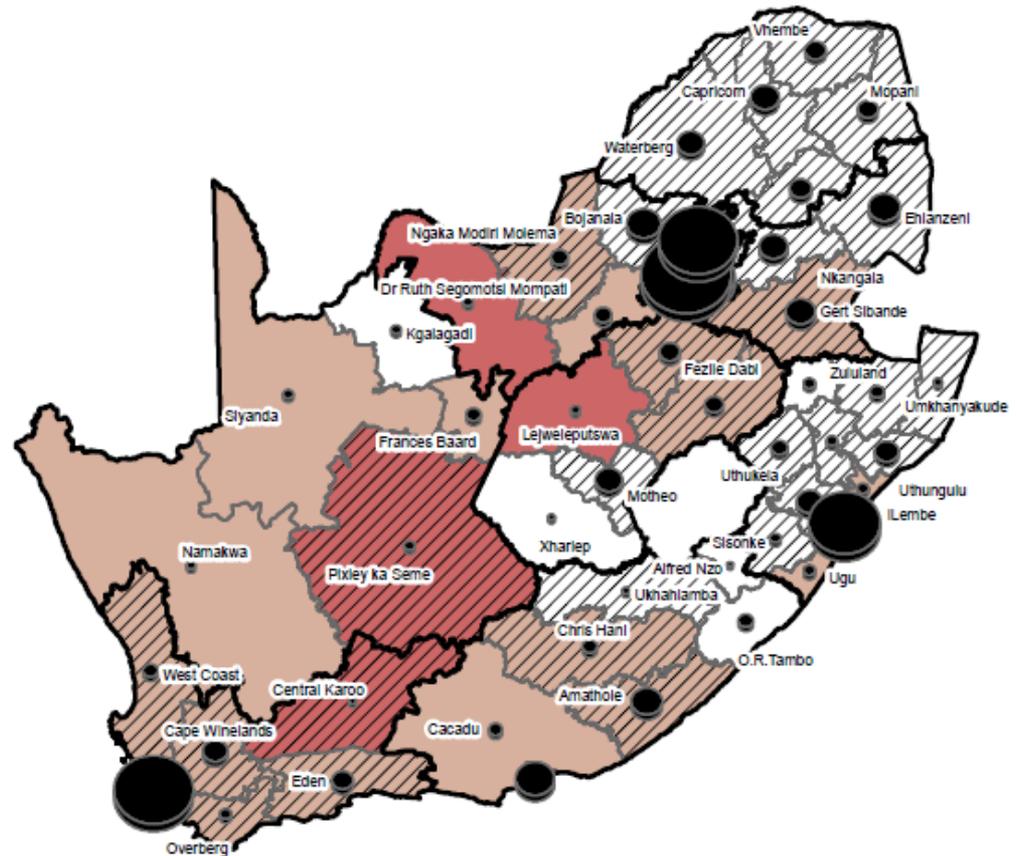
## The Space Economy

35% of national economy linked to Gauteng which is growing faster than average

Employment growth in north of the country, parts of KZN and some secondary cities

Jobless growth in Western and parts of Eastern Cape

Employment decline over much of the central interior (NW, FS, NC and parts of EC)





## Demographic shifts

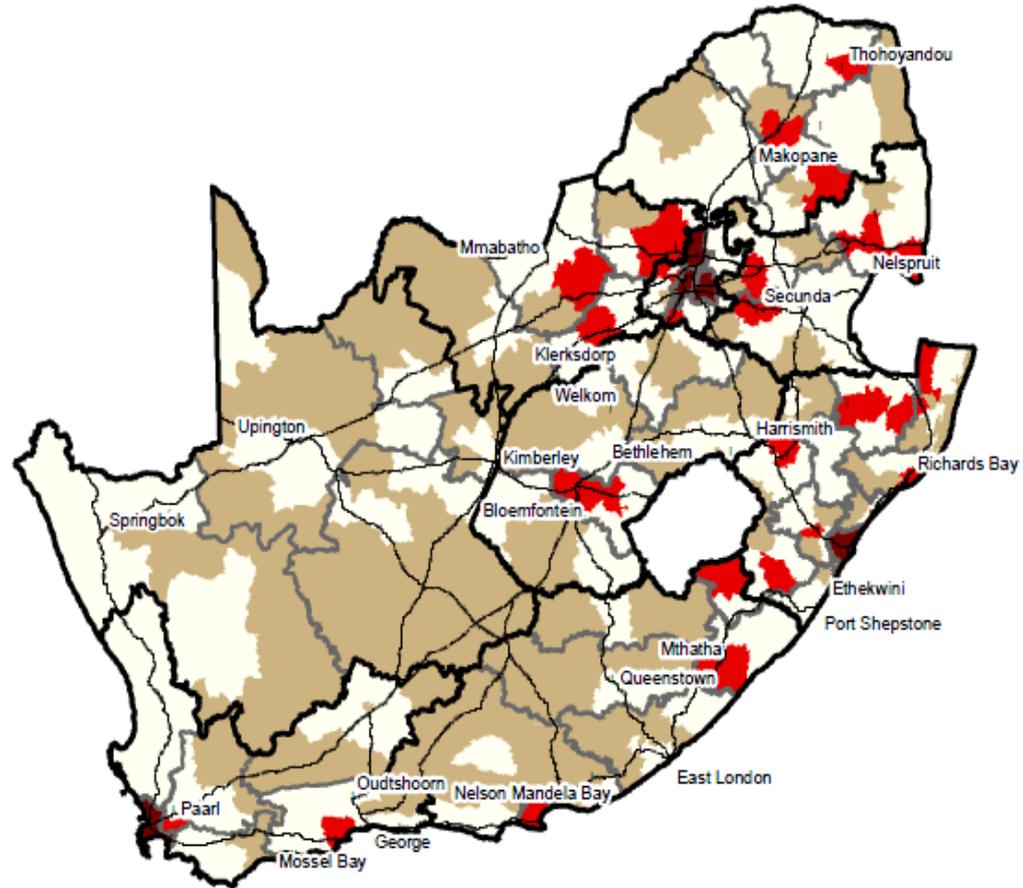
Growth of metros and secondary cities

Drift to the coast

Hollowing out of the countryside

More complex patterns in previous homelands – outmigration but natural population increase so still growth

Significant demographic shifts - dramatic increase in youth population in cities and decline in homelands





## Environmental Pressures

Water supply challenges in Western Cape, Vaal Basin, southern KwaZulu-Natal, Mpumalanga

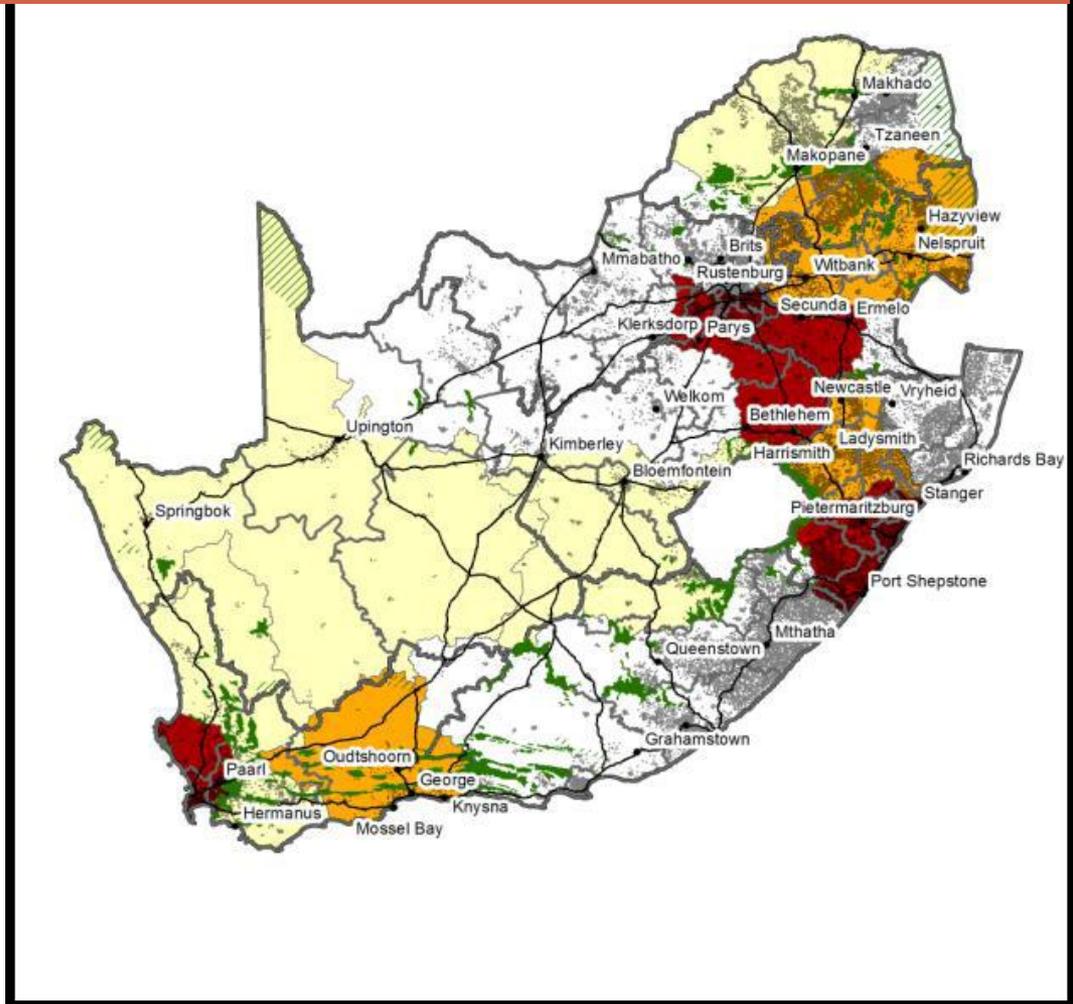
Sea level rise up to 2.74mm p.a

Warming of the interior regions by 3-4°C by 2050

Increase in rainfall intensity and also the duration of dry spells in the east with declines in the west.

Impacts on agricultural production, food prices, biodiversity, marine life, disaster threats, loss of life & infrastructure, and health and disease

•The growing carbon constraints also poses an imminent threat.



# Spatial Outcomes of Development Policies

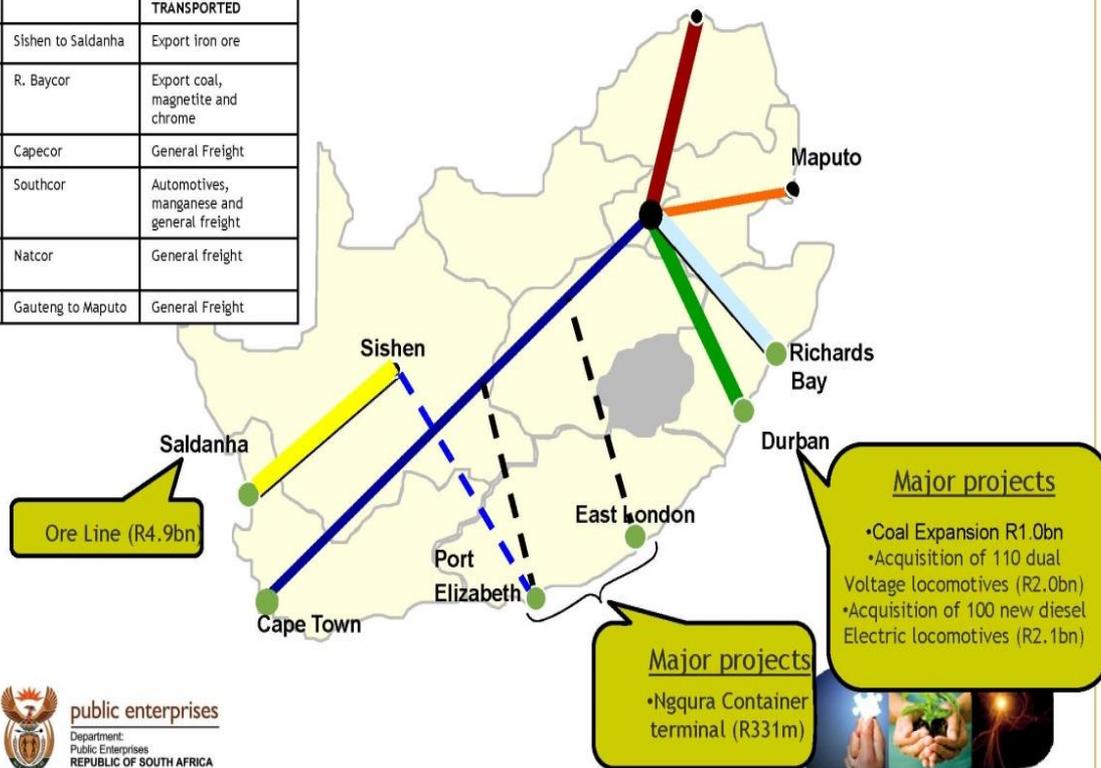
Key sectors with spatial implications include energy, water, housing, environment, transport & logistics, telecommunications, economic development, trade & industry

In transport & logistics, for example, key issues may include the development of Durban as a mega-port, the Coega development, rapid rail between Jhb and Dbn, expansion of RB, CT and Saldanha, inter-city freight hubs, future of the rail network.

## TRANSNET'S 5 YEAR EXPENDITURE PLANS (RAIL)

Transnet's five year expenditure of R93.4 billion is part of the long-term integrated Port and Rail Development Plan, aligned to a corridor focused growth strategy

CORRIDOR	PRIMARY COMMODITIES TRANSPORTED
Sishen to Saldanha	Export iron ore
R. Baycor	Export coal, magnetite and chrome
Capecor	General Freight
Southcor	Automotives, manganese and general freight
Natcor	General freight
Gauteng to Maputo	General Freight

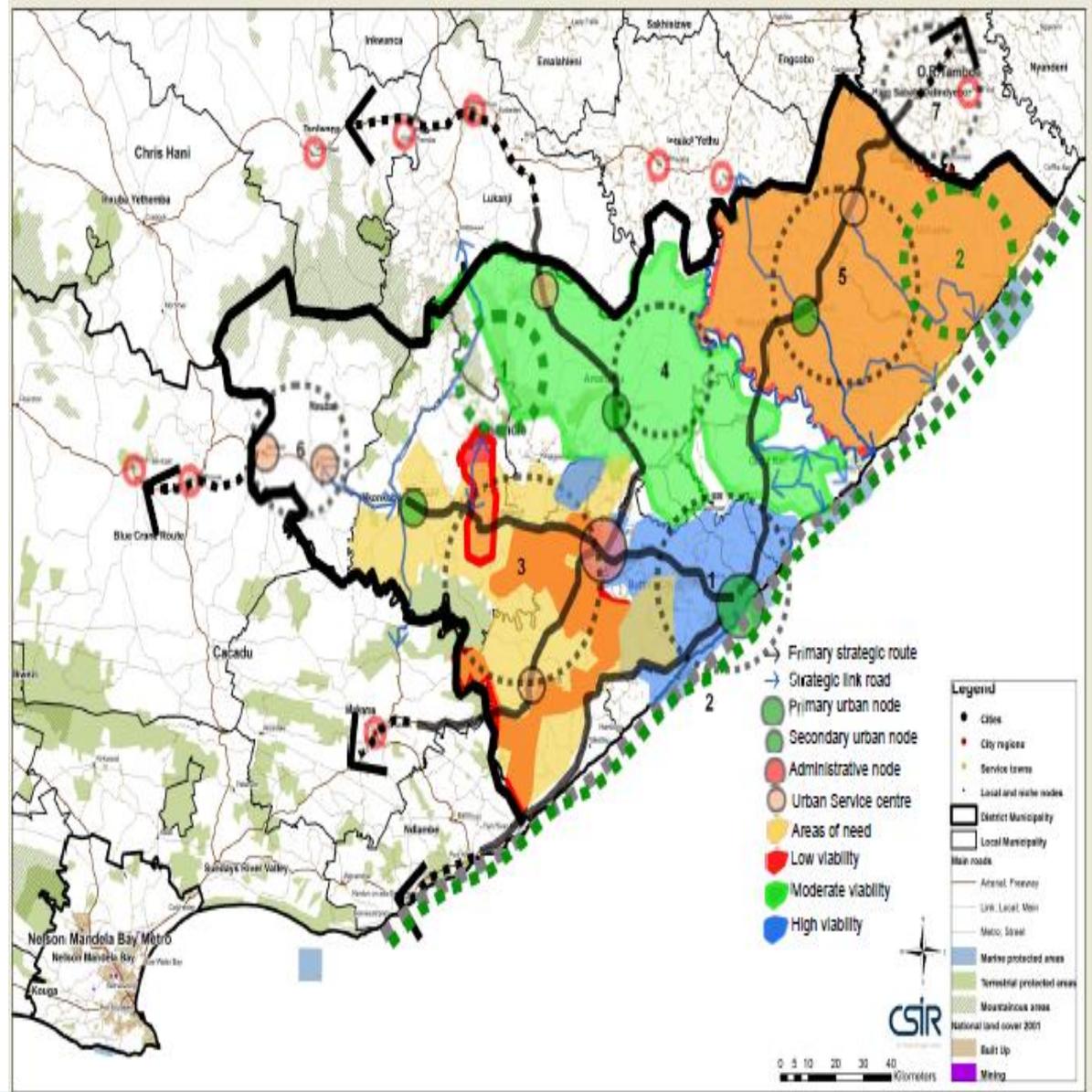


# The Spatial Policies of Provinces, Districts and City Regions

There is currently a huge variation between provinces/ districts/ city regions in terms of the approach to spatial policy

An iterative process is required in which a national spatial framework is prepared that responds to provincial and local frameworks but is not simply a compilation of these framework

The national framework must give real guidance to provincial and local spatial policy but must be informed by these policies



# Five Concepts (to be elaborated into a set of spatial norms)



It was agreed at the NPC Spatial Seminar that a Spatial Vision should be rooted in a normative framework with five key elements:

- **Spatial Justice**
- **Spatial Sustainability**
- **Spatial Resilience**
- **Spatial Quality**
- **Spatial Efficiency**

# Some (emergent, to-be-debated) spatial principles



## Broad guiding principles

- **The full potential of each region to be developed to contribute to the optimal performance of the State as a whole**
- **The critical role of urbanization in national development be acknowledged but the focus be directed towards *urban systems* with special attention by national government to be given to secondary cities.**

## Broad guiding principles

- **Large cities to become far more efficient in terms of internal structure and resource usage and to operate as city regions**
- **Nationally significant natural resource systems to be protected and proclaimed**

# Some (emergent, to-be-debated) spatial principles continued



## Broad guiding principles

- **The role and potential of rural economies (including agriculture) to be fully acknowledged and rural revitalization to be given special attention**

## Broad guiding principles

- **Investment to be focused on producing integrated, inclusive, self-sustaining growth – viability to be a key criteria in all investment decisions**

# Some (emergent, to-be-debated) spatial principles cont...



## Special development areas

- **Previous homeland areas** to be designated as a special development category requiring a systematic and integrated response
- **New areas of rapid growth** (e.g. the Waterberg) to be identified and subjected to careful integrated planning

## Corridors and gateways

- **Regions and axes critical to national competitiveness** to be delineated (e.g. Gauteng-Durban)
- **Development axes with potential to spread benefits** and unlock new potentials to be delineated (e.g. Gauteng-Mussina)

# Some (emergent, to-be-debated) spatial principles cont...



## Special development areas

- **Areas that can support the development of a green economy** or are critical to other sustainability objectives be given special assistance (e.g. sources of renewable energy)
- **Areas of severe spatial conflict** (e.g. water – mining rights) and/ or of **economic restructuring** be identified and provided with supportive policy

## Corridors and gateways

- **Gateway towns**, with distinctive characters, be identified in each region
- **Transnational development zones** be identified for development support (orientation to Africa, Asia and Latin America)

# Some (emergent, to-be-debated) spatial principles cont...



## Infrastructural investment

- **Mobility networks to be prioritised** in relation to the identified axes
- **Major required investments** in water, energy, rail, roads, ICT and ports be identified
- **Spatial co-ordination of sectoral policies** to be made explicit

# Additional work in support of a national spatial vision



- **Spatial performance indicators** to be developed collaboratively in terms of the spatial norms and a monitoring system to be proposed
- **An institutional mechanism for ongoing spatial co-ordination** within and between spheres of government to be developed (e.g. the French example)
- **A national spatial data infrastructure** to be proposed and developed
- **Spatial principles be elaborated for each province and city-region** (together with the provincial and city authorities)
- **Collaborative work on a spatial vision for southern Africa** to be proposed
- **Urgent work to resolve regulatory bottlenecks** in the spatial planning system esp. LUM Act

# Action towards the spatial vision



- **Working sessions on norms, principles and spatial indicators**
- **Assessment of provincial and city/district SDFs, and of spatial outcomes of sectoral policy**
- **A draft spatial schematic**
- **Initial proposed national spatial vision for discussion with key groups**
- **Revision of draft in line with draft National Development Plan**
- **Incorporation of spatial visioning chapter within the draft NDP**
- **Further elaboration of a National Spatial Vision with a Southern African dimension**

The End