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Cooperative Governance and Traditional Affairs
PROVINCE OF KWAZULU-NATAL



NORMS & STANDARDS

ON SPATIAL EQUITY

Access to Rural Sustainable Human Settlements and Services

AMANDA ZUNGU

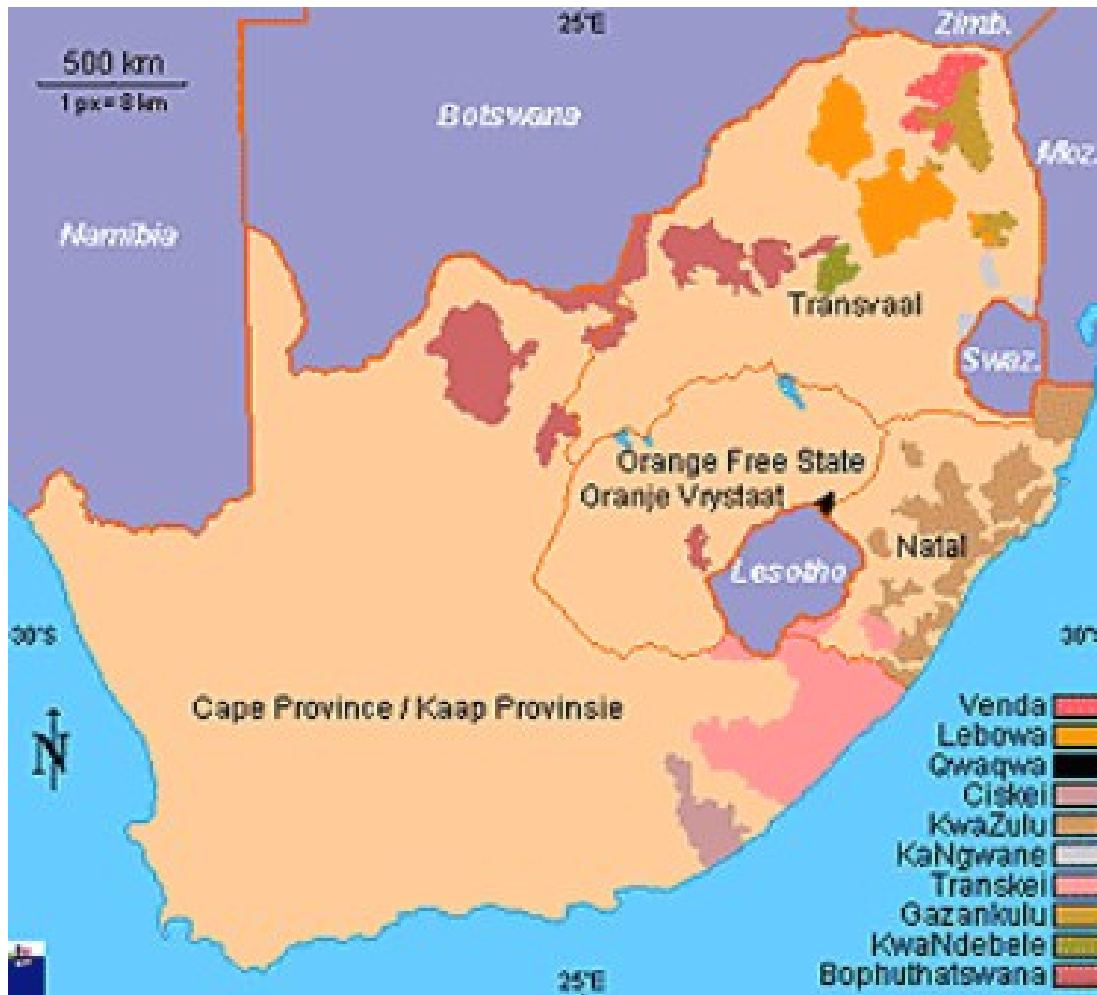
NOVEMBER 2017

OVERVIEW OF THE PRESENTATION

- **INEQUITABLE DEVELOPMENT**
 - **THE HISTORIC LEGACY OF DEVELOPMENT IN SOUTH AFRICA**
- **THE HIERARCHY OF PLANS**
 - **PROVINCIAL MODEL ALIGNED TO SPLUMA**
- **SPATIAL EQUITY: PROVINCIAL PLANNING**
- **NORMS & STANDARDS ON SPATIAL EQUITY**
- **CONCLUSIONS**

INEQUITABLE DEVELOPMENT

THE HISTORIC LEGACY OF DEVELOPMENT IN SOUTH AFRICA



The Bantustans or homelands, established by the Apartheid Government, were areas to which the majority of the Blacks population was moved to prevent them from living in the urban areas of South Africa. The Bantustans were a major administrative mechanism for the removal of Blacks from the South African political system under the many laws and policies created by Apartheid.

(Source: <http://www.sahistory.org.za>)



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20+ YEARS AFTER APARTHEID WE STILL LIVE IN A VERY INEQUITABLE SOCIETY

POOR SERVICING



LONG COMMUTES



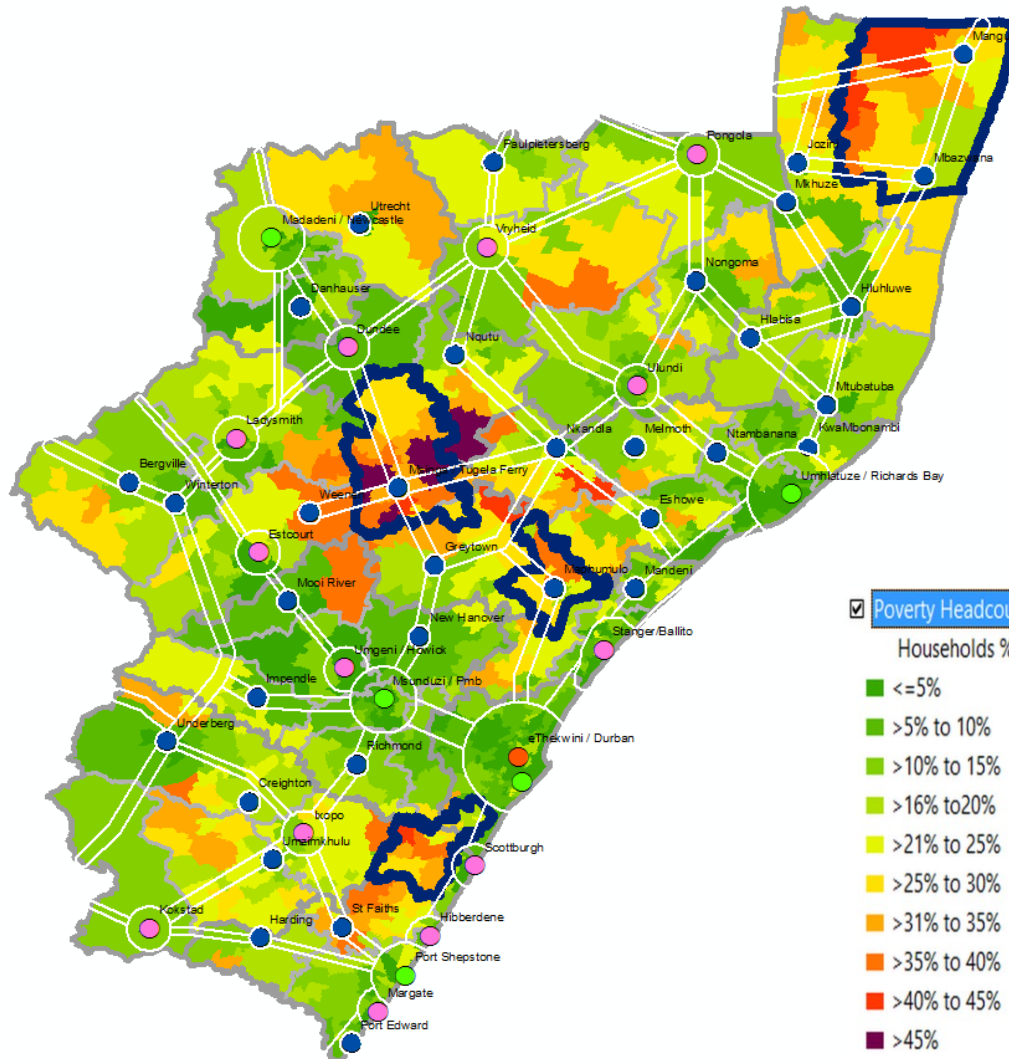
HAVES AND HAVE- NOTS

BACK TO BASICS: SERVING OUR COMMUNITIES BETTER



INEQUITABLE DEVELOPMENT

THE HISTORIC LEGACY OF DEVELOPMENT IN SOUTH AFRICA

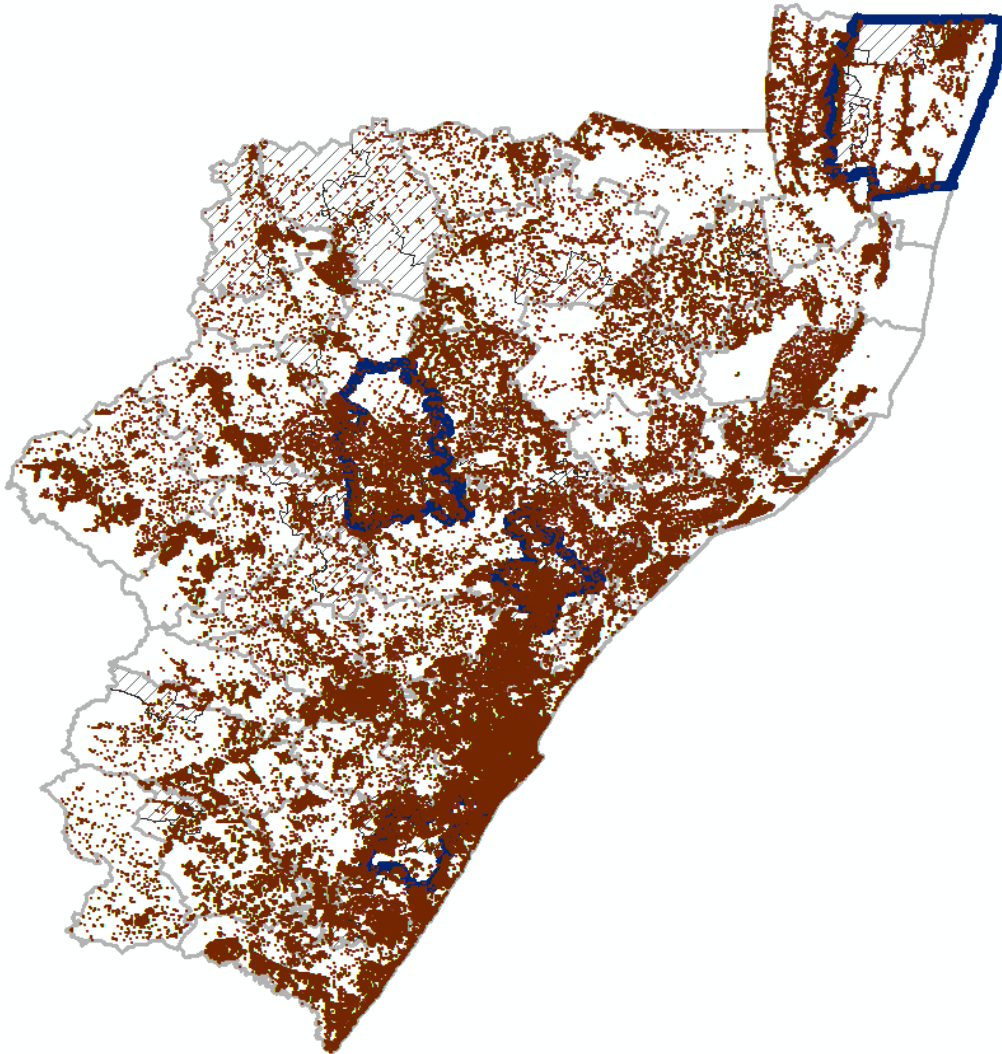


POVERTY HEADCOUNT PER WARD

- Household concentrations in the province show the **dominance of the Apartheid Settlement Structure** despite the 20+ years since its removal.
- **Areas of highest poverty** correspond with previous homeland areas.

INEQUITABLE DEVELOPMENT

THE HISTORIC LEGACY OF DEVELOPMENT IN SOUTH AFRICA



POPULATION CONCENTRATIONS IN THE PROVINCE

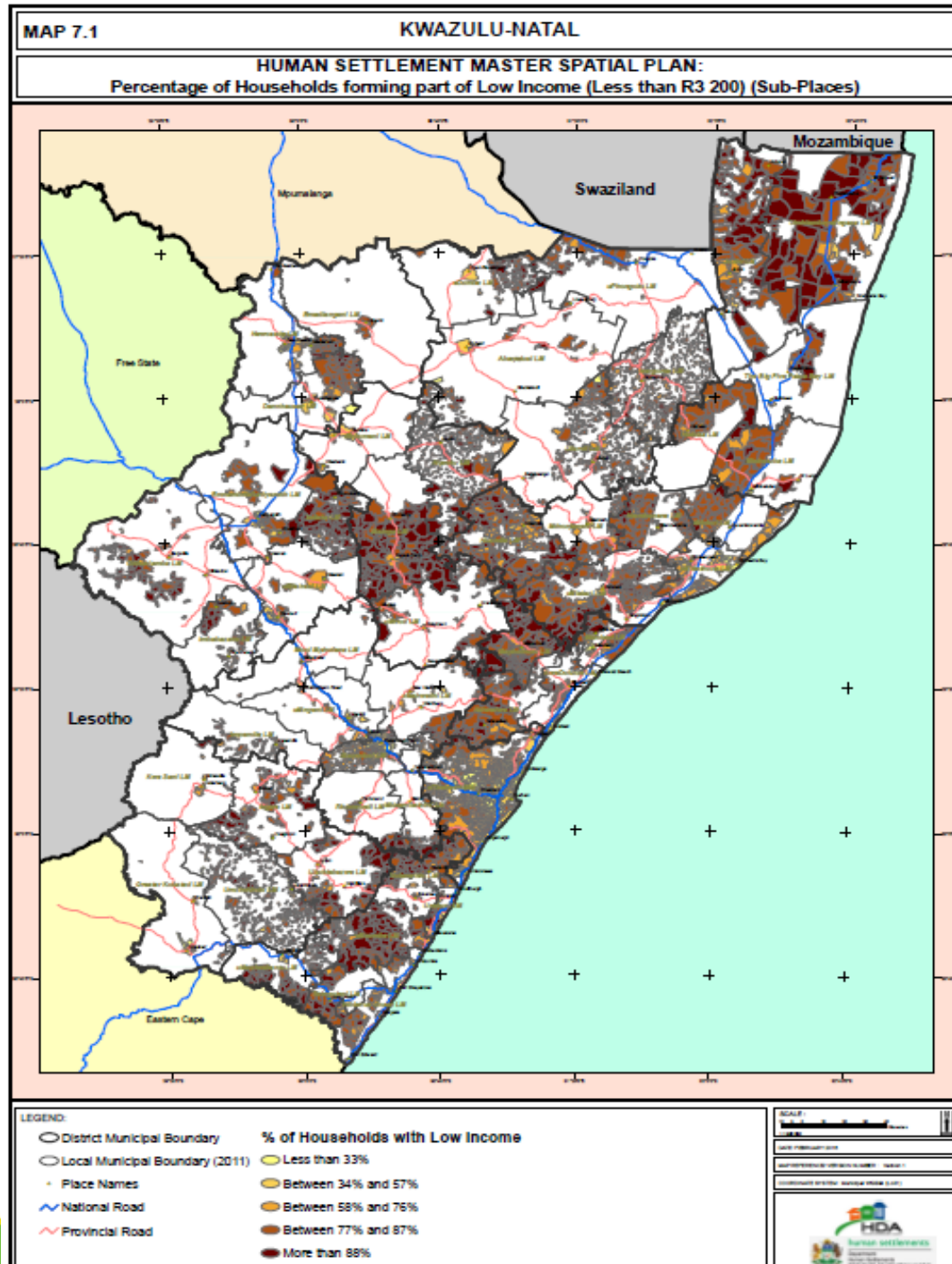
- Household concentrations in the province show the dominance of the Apartheid Settlement Structure despite the 20+ years since its removal.
- Municipalities with highest poverty levels are highlighted.



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- Low Income Household Concentration.

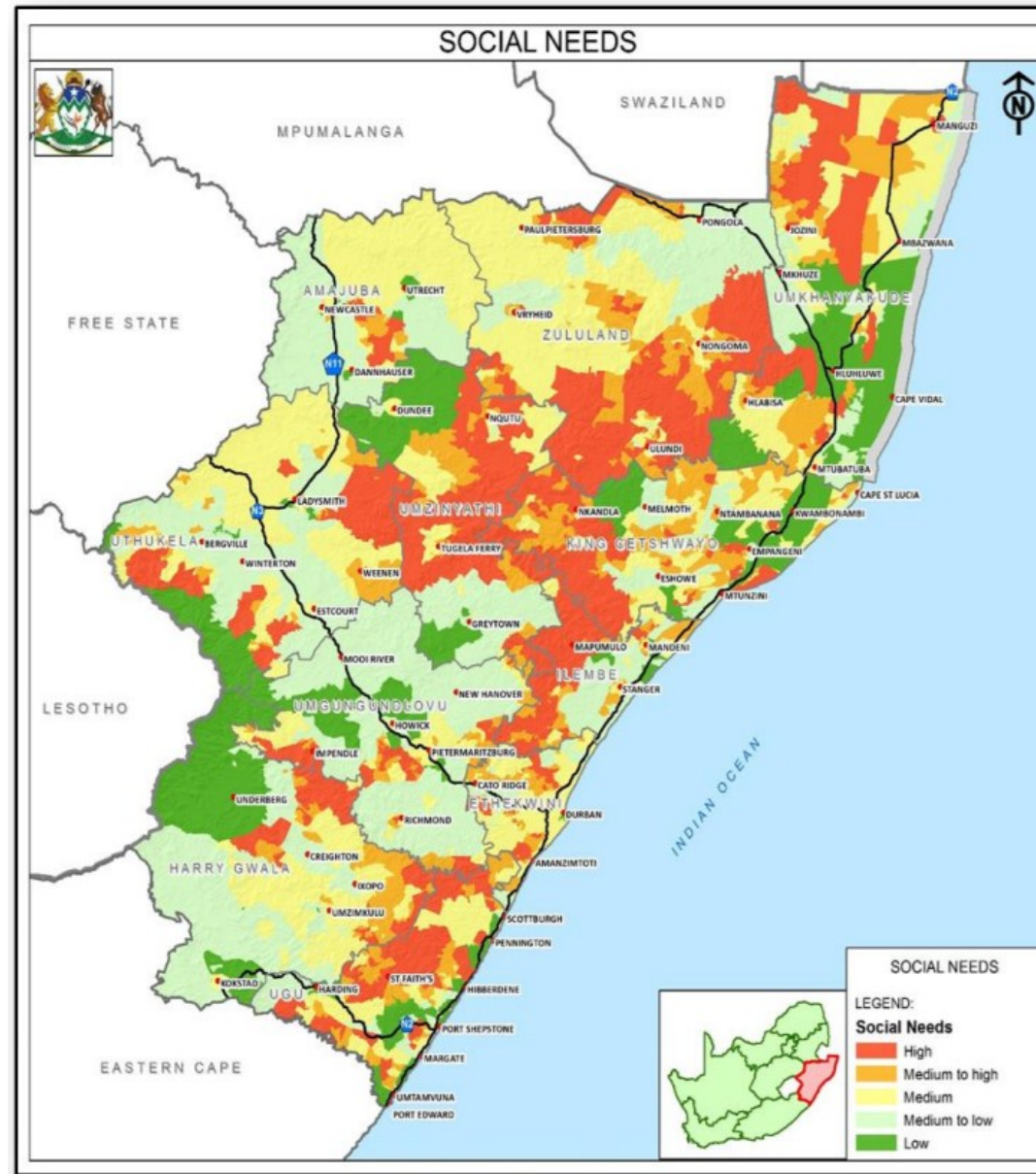




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- PGDP identifies the areas of **highest social need** as a red band largely corresponding with the traditional areas in the province.



BACK TO BASICS: SERVING OUR COMMUNITIES BETTER

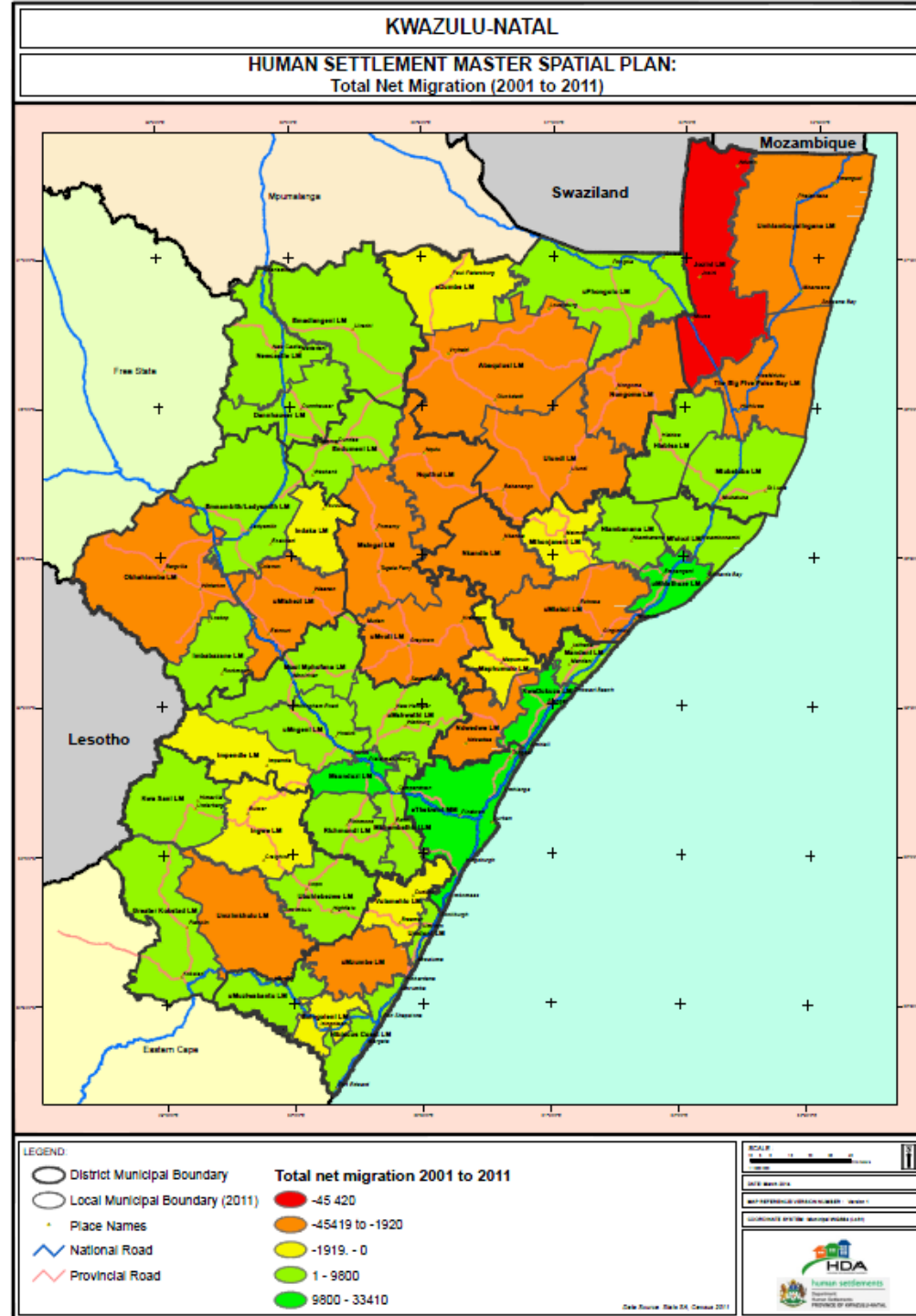


MIGRATION TRENDS

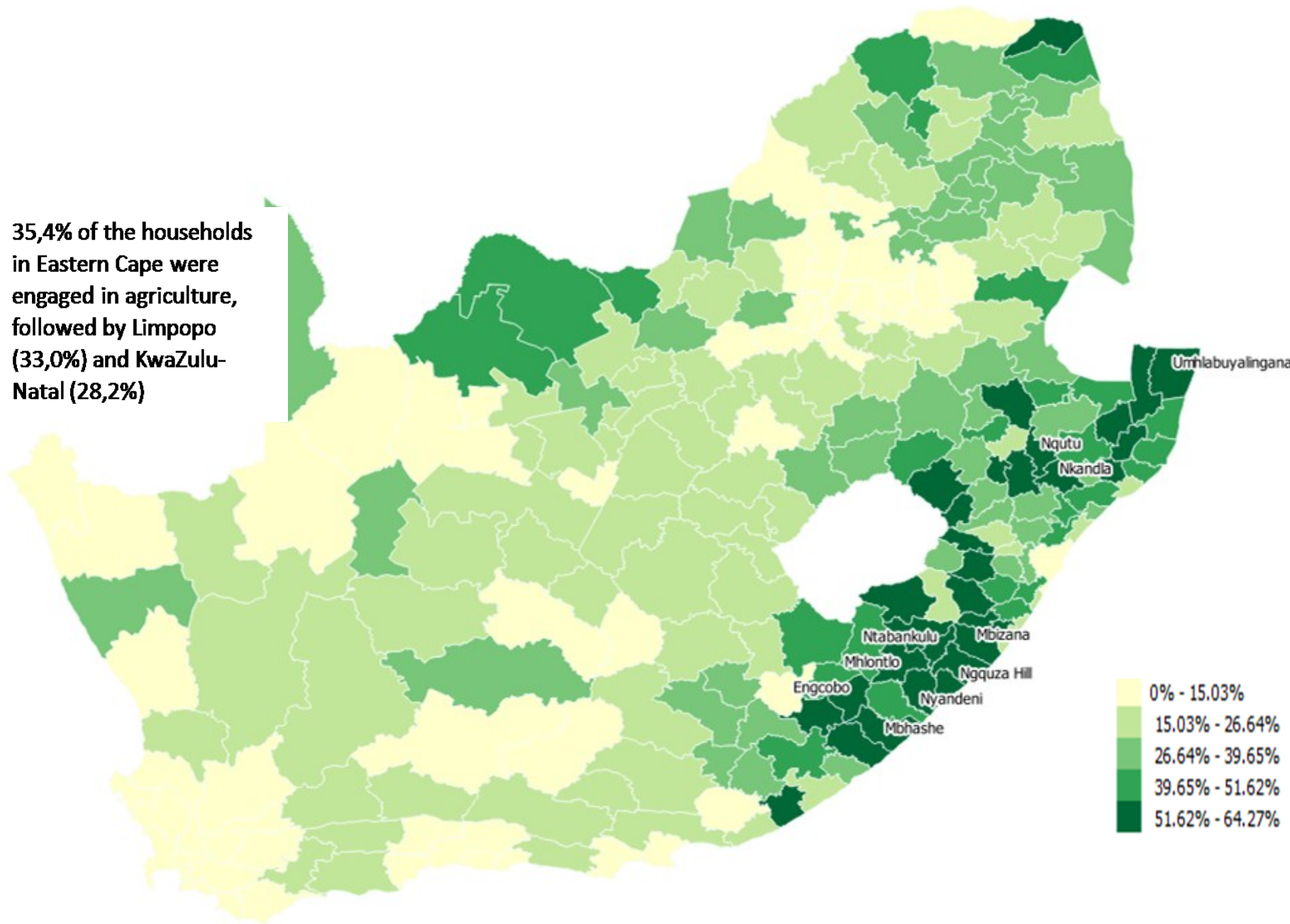
HUMAN SETTLEMENT MASTER PLAN

The resulting net migration is illustrated on the adjacent map, which highlights the following important trends:

- ❑ The **largest total positive net migration** at municipal level took place in the **eThekweni city** region and the two provincial intermediate sized cities of **Msunduzi and uMhlatuze**.
- ❑ Moderate levels of positive net migration in municipalities located in the southern parts of the province, the north-western part, and the areas immediately north of uMhlatuze.
- ❑ The majority of municipalities stretching in a broad band from the extreme northern parts of the province, throughout the central parts up to the Okhahlamba LM in the extreme west experienced negative net migration rates between 2001 and 2011.
- ❑ The Jozini LM in extreme northern parts of the province represents the area with the highest single negative net migration rate.

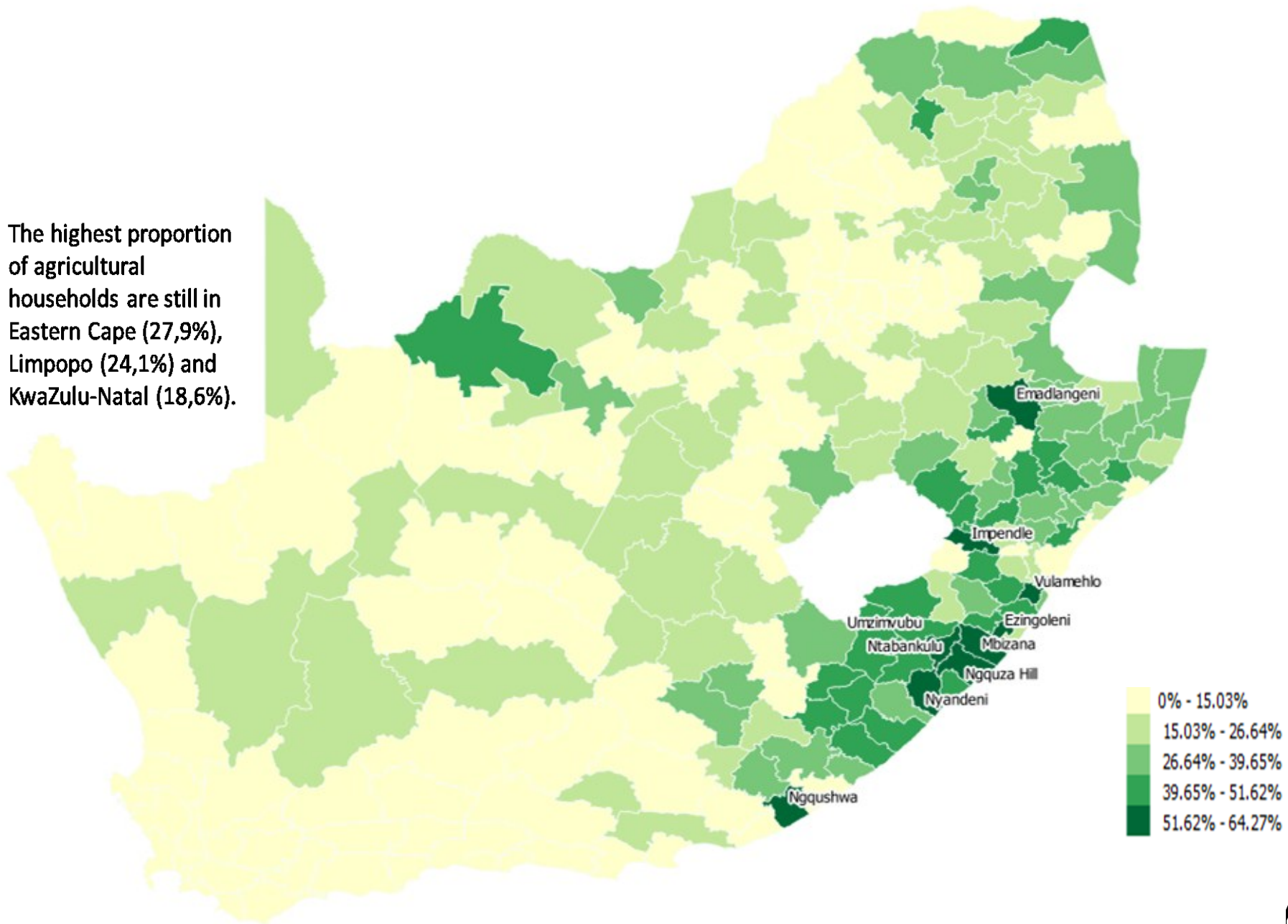


35,4% of the households in Eastern Cape were engaged in agriculture, followed by Limpopo (33,0%) and KwaZulu-Natal (28,2%)



BASED ON CENSUS 2011 DATA

The highest proportion of agricultural households are still in Eastern Cape (27,9%), Limpopo (24,1%) and KwaZulu-Natal (18,6%).



BASED ON 2016 COMMUNITY SURVEY

THE HIERACHY OF PLANS
PROVINCIAL MODEL ALIGNED TO SPLUMA

THE HIERACHY OF PLANS

PROVINCIAL MODEL ALIGNED TO SPLUMA

Three spheres of government

LOCAL GOVERNMENT

focus is on growing local economies, providing infrastructure and service, and making and administering by-laws

PROVINCIAL GOVERNMENT

jurisdiction over various functional areas, both exclusively and concurrently with national government, and support to local government

NATIONAL GOVERNMENT

overarching policy and growth frameworks, regulation and supervision of the other two spheres

Provincial and municipal powers are restricted to within their jurisdictional boundaries, and then limited to the functions listed in Schedules 4 and 5 of the Constitution

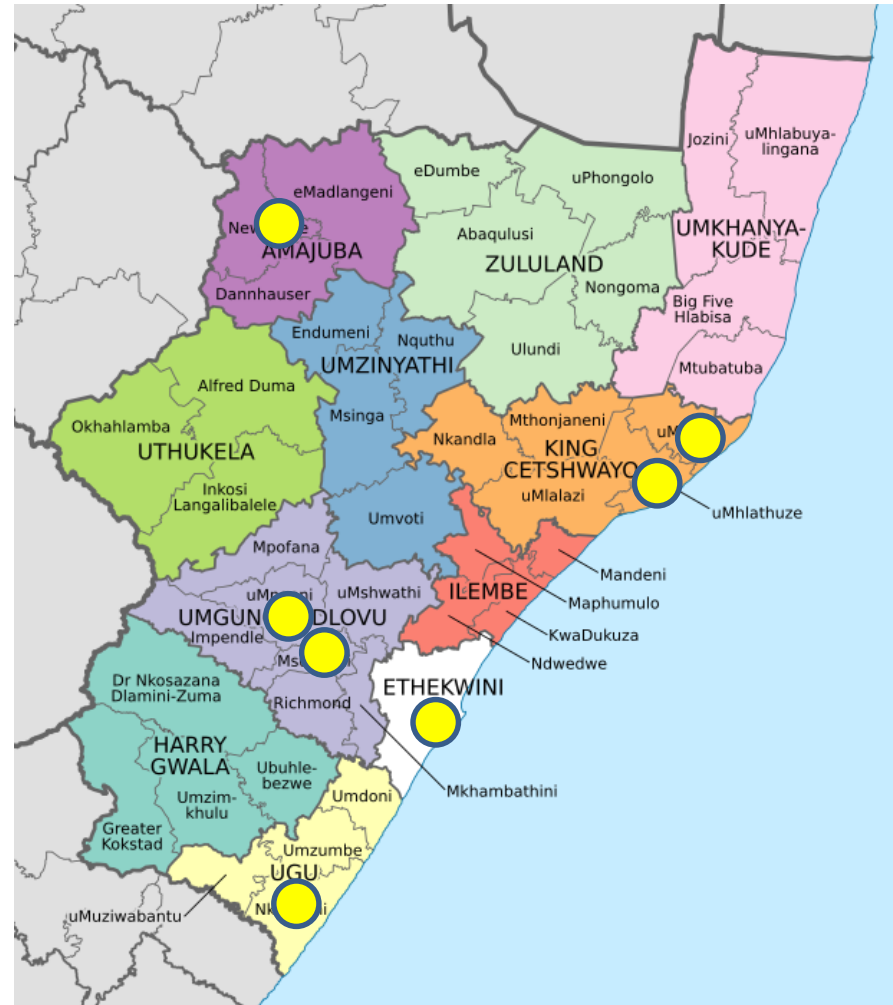
National government has sole authority to pass and implement legislation on any matter not listed in Schedules 4 and 5, including exclusive control over the major taxing powers.



THE HIERACHY OF PLANS

PROVINCIAL MODEL ALIGNED TO SPLUMA

- Over the past two financial years COGTA: Spatial Planning has been working with 7 municipalities to understand the plans that they have been developing as part of their Package of Plans/ Suite of Plans and the extend the plans address spatial equity. These included: **eThekwini, Msunduzi, uMngeni, uMhlatuze, Ray Nkonyeni, Newcastle and Mfolozi.**
- Over the two years, COGTA analysed the municipal plans, the way they are structured, and identified trends and commonalities.
- A two day learning exchange, Co-facilitated by COGTA, MILE and eThekwini, was held to further discuss spatial equity and provide a ‘think- tank’ for ways to address spatial equity and structure detailed plans.



THE HIERACHY OF PLANS

PROVINCIAL MODEL ALIGNED TO SPLUMA

GENERAL OBSERVATIONS

- Issues of **Spatial Equity** were not the original focus of the municipal-prepared plans.
- Plans were largely **funded by other government departments** and as such the content responded to the needs of the funder and not necessarily to ensuring spatial equity.
- Apart from eThekweni, **few municipalities have a formal structure** for preparing plans.
- Projects identified by these plans are **largely grant dependant** with limited internal funding or human resources to implement them.

THE HIERACHY OF PLANS

PROVINCIAL MODEL ALIGNED TO SPLUMA

GENERAL OBSERVATIONS (Cont..)

- There is **limited coordination between provincial and national departments** when support is given resulting in confusing and inconsistent terminology.
- Very **few municipalities have specialist staff** who solely handle the development and implementation of a suite of plans.
- **Record keeping/ office filing of these plans is poor** resulting in officials knowing of the existence of plans but not being able to access these plans in their day to day functions.

THE HIERACHY OF PLANS

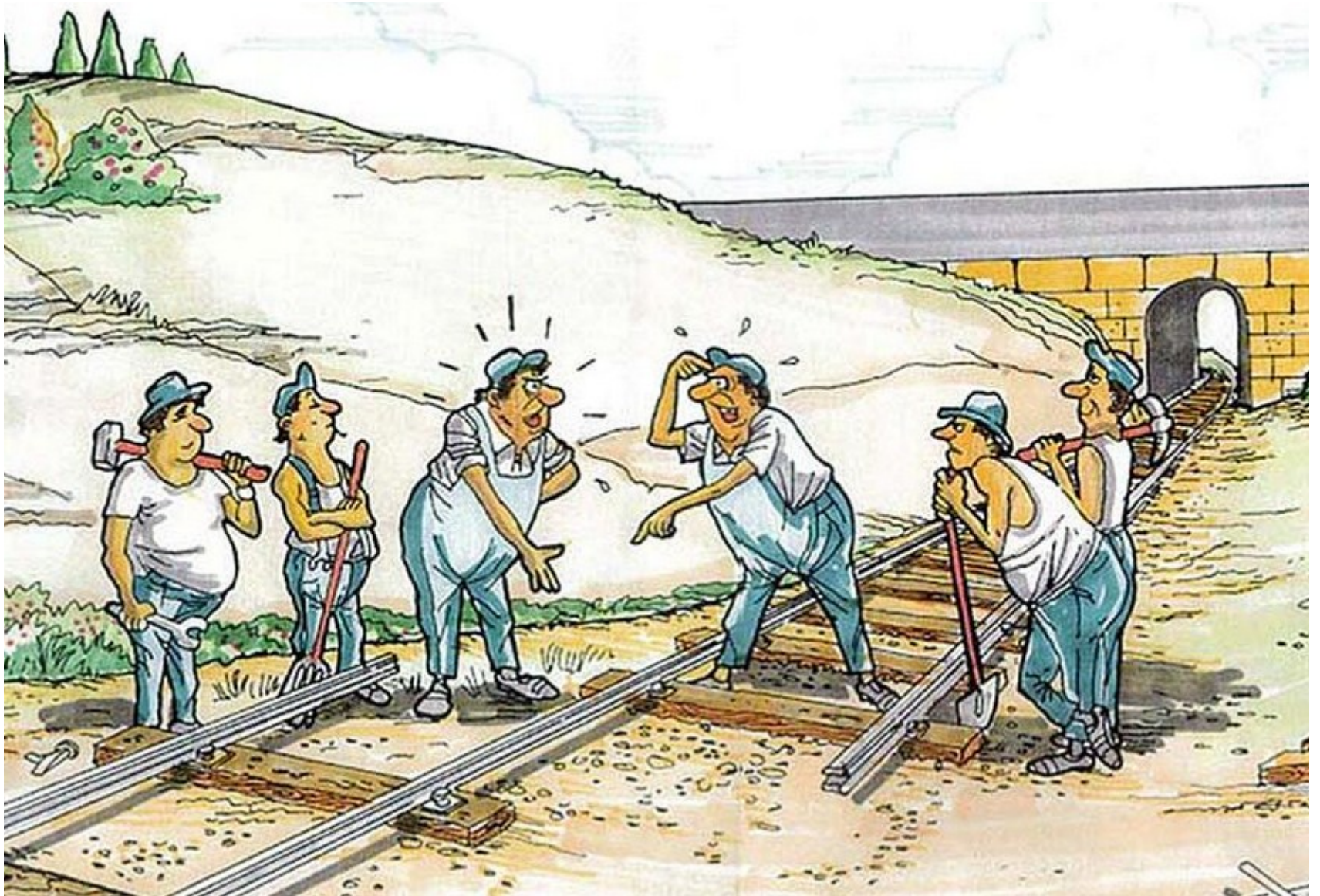
PROVINCIAL MODEL ALIGNED TO SPLUMA

THE RESULTS.....

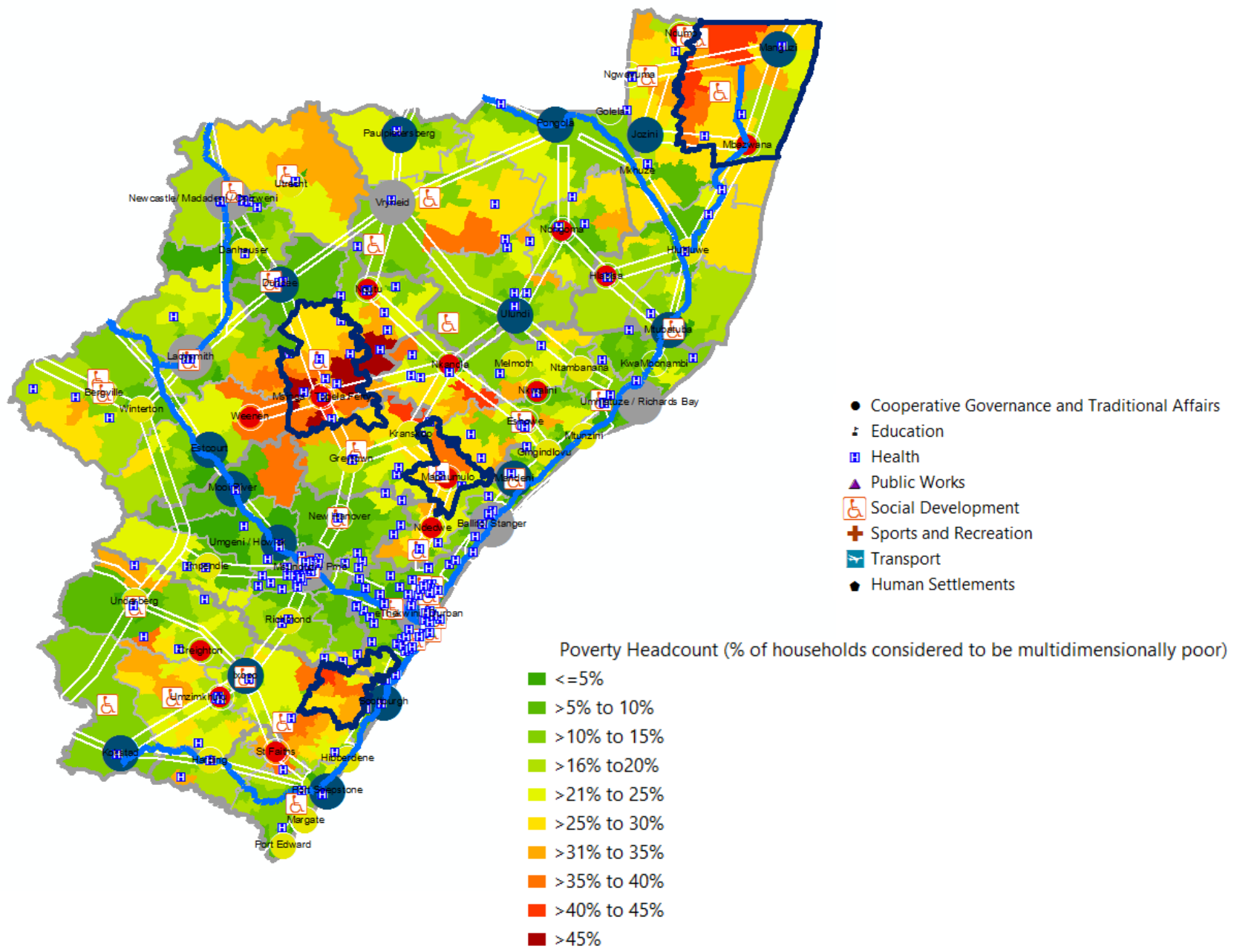


Misalignment of planning processes
of the 3 levels of government

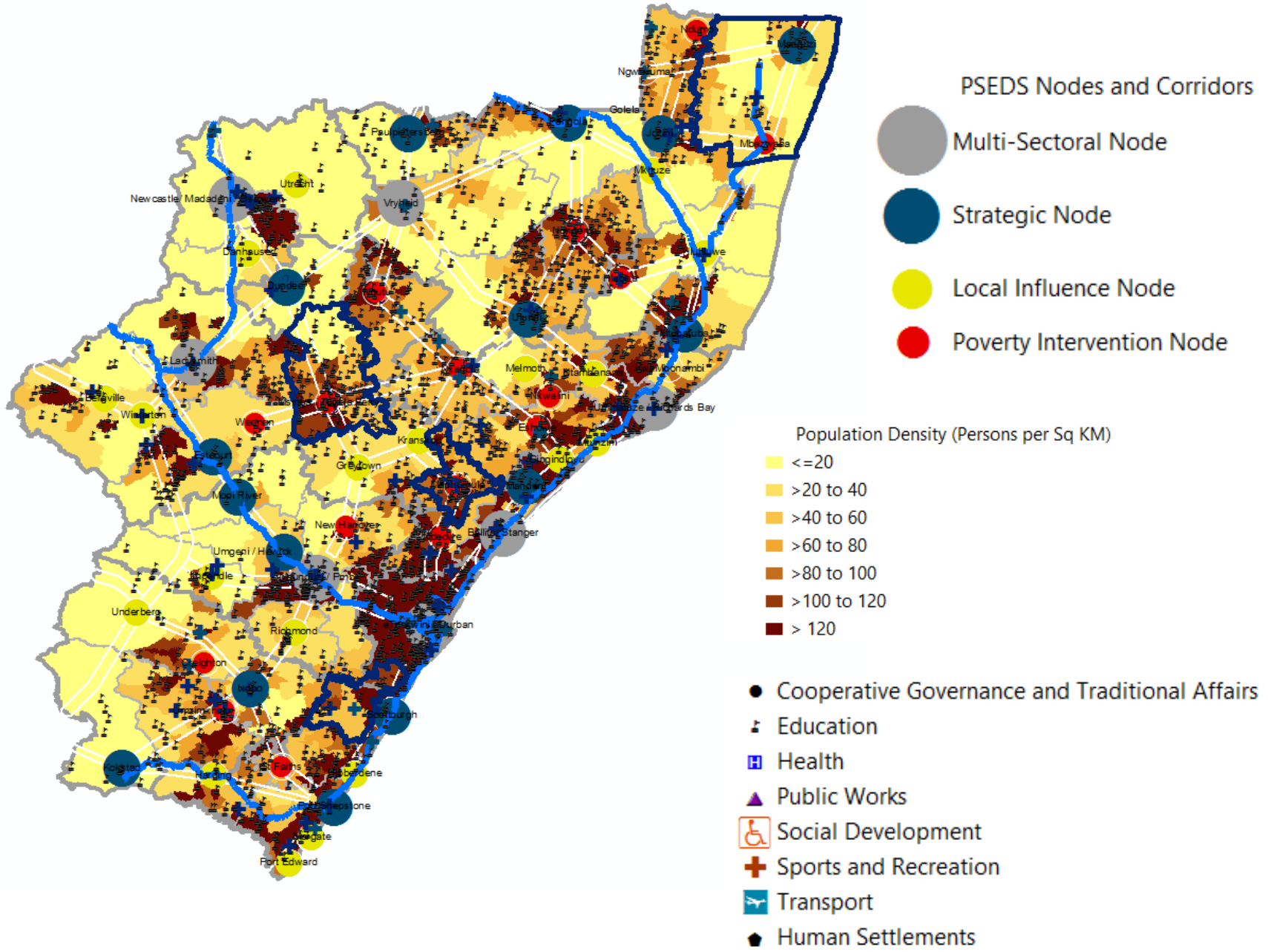
Municipalities do detailed plans but
lack the funds to implement.



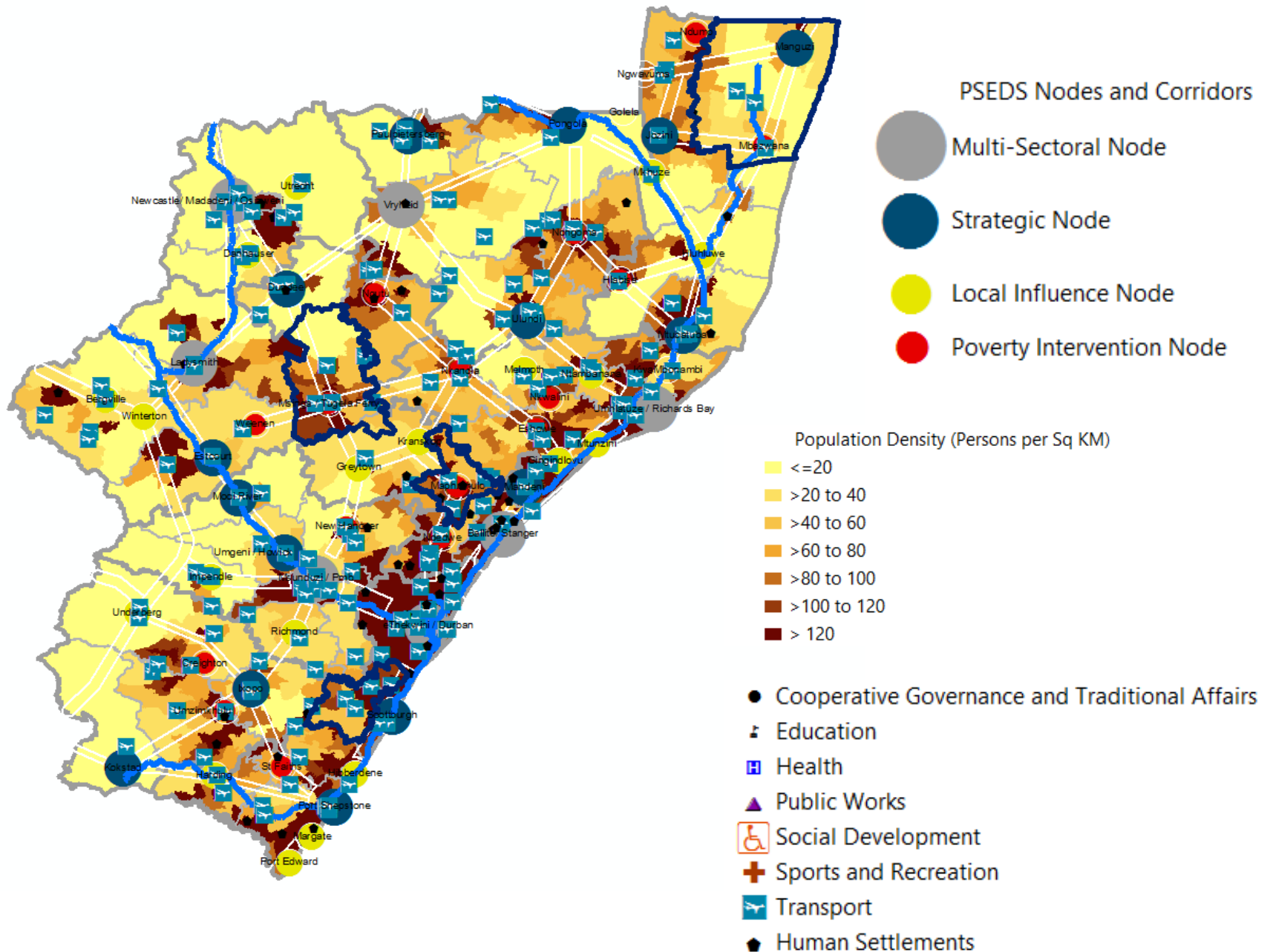
Treasury Projects by Sector: Departments of Health & Social Development Projects



Treasury Projects by Sector: Departments of Education and Sports & Recreation Projects



Treasury Projects by Sector: Departments of Transport and Human Settlement Projects





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NATIONAL

- NATIONAL DEVELOPMENT PLAN (NDP)
- NATIONAL SPATIAL DEVELOPMENT FRAMEWORK (NSDF)
- INTEGRATED URBAN DEVELOPMENT FRAMEWORK (IUUF)
- REGIONAL PLANS

PROVINCIAL

- LONG- TERM PLANS/STATEGIES FOR THE PROVINCE:
- PROVINCIAL GROWTH AND DEVELOPMENT STRATEGY (PGDS)/VISION
 - PROVINCIAL GROWTH & DEV PLAN (PGDP)
 - PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK (PSDF)
 - REGIONAL PLANS

DISTRICT

- DISTRICT GROWTH & DEV PLANS (DGDP)
- DISTRICT SPATIAL DEV FRAMEWORK (DSDF)
- DISTRICT MUNICIPAL INTEGRATED DEVELOPMENT PLAN (IDP)
- DISTRICT LAND USE SCHEME

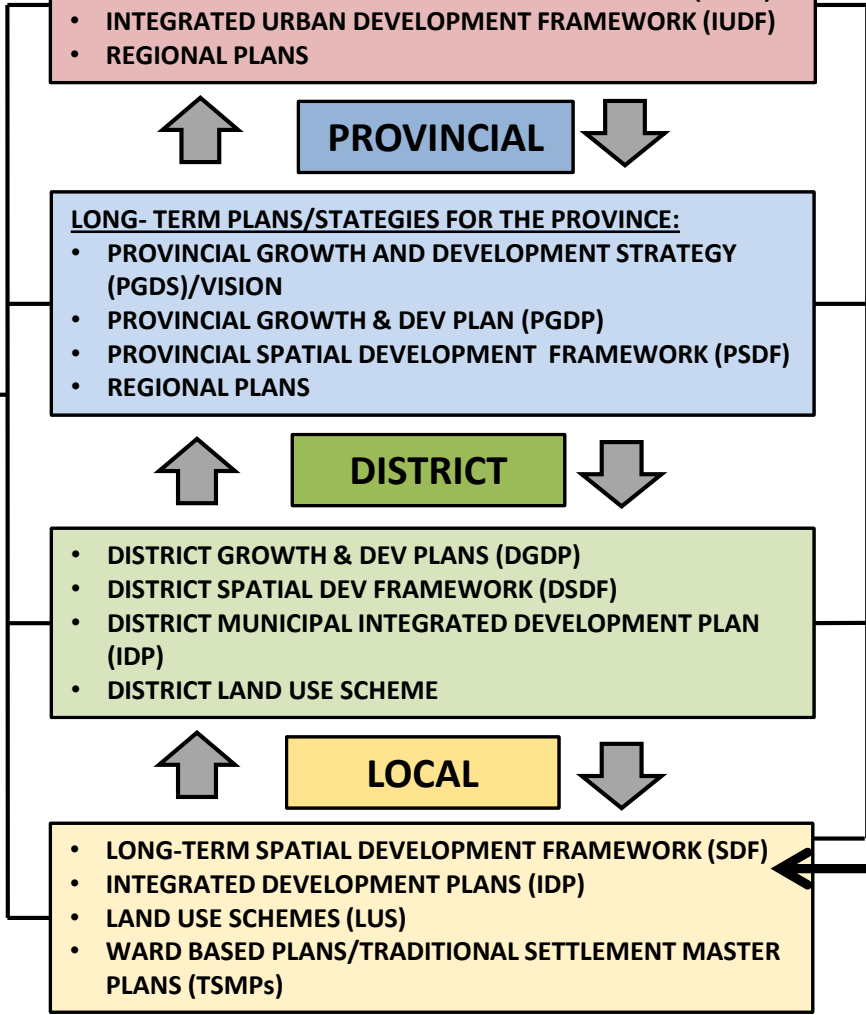
LOCAL

- LONG-TERM SPATIAL DEVELOPMENT FRAMEWORK (SDF)
- INTEGRATED DEVELOPMENT PLANS (IDP)
- LAND USE SCHEMES (LUS)
- WARD BASED PLANS/TRADITIONAL SETTLEMENT MASTER PLANS (TSMPs)

- LEGISLATION**
- The Constitution of the Republic of South Africa (1996)
 - Spatial Planning & Land Use Management Act (2013)
 - Municipal Systems Act
 - Municipal Structures Act
 - National Environmental Management Act
 - Disaster Management Act

- TOOLS/ STRATEGIES**
- Densification Strategy
 - Capital Investment Framework
 - Capital Expenditure Framework
 - Growth and Development Management Strategy
 - Strategic Environmental Assessment/ Plan
 - Infrastructure Master Plan

- CITY/MUNICIPAL DEVELOPMENT STRATEGY**
- CAPITAL INVESTMENT FRAMEWORK (CIF)
 - CAPITAL EXPENDITURE FRAMEWORK
 - BUILT ENVIRONMENT PERFORMANCE PLAN (BEPP)
 - LOCAL AREA PLANS (LAPs)
 - NODAL PLANS
 - PRECINCT PLANS





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NATIONAL

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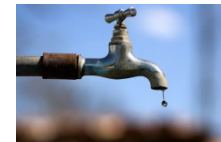
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SPATIAL EQUITY
PROVINCIAL PLANNING

SPATIAL EQUITY PROVINCIAL PLANNING



SPATIAL EQUITY
PROVINCIAL PLANNING

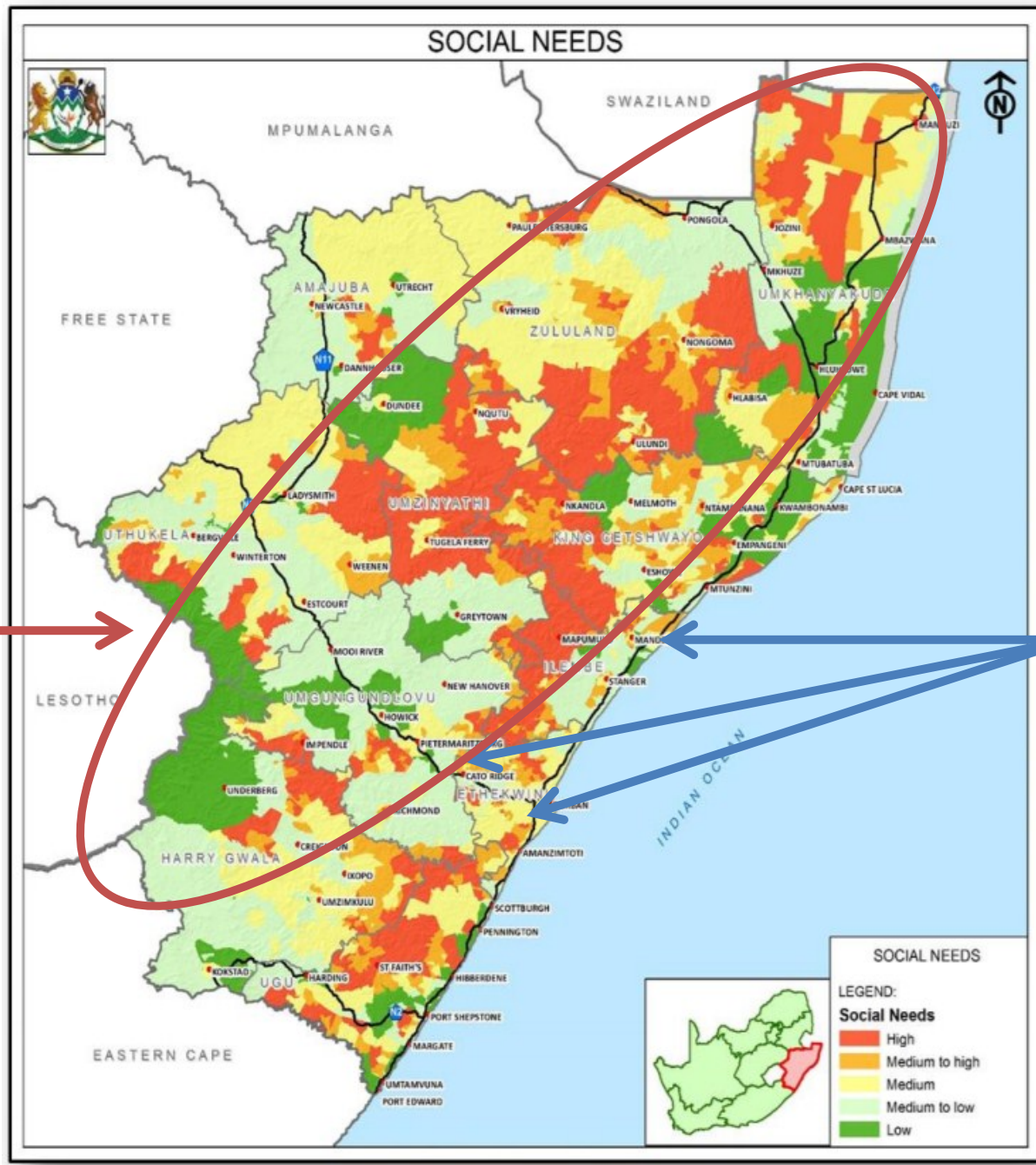
SPATIAL EQUITY
IS A COMPLEX IDEA THAT NEEDS
FURTHER ANALYSIS TO ENSURE THAT
WE ALL RESPOND SIMILARLY THROUGH
OUR SPATIAL PLANNING

SPATIAL EQUITY

PROVINCIAL PLANNING

WHAT IS SPATIAL EQUITY?





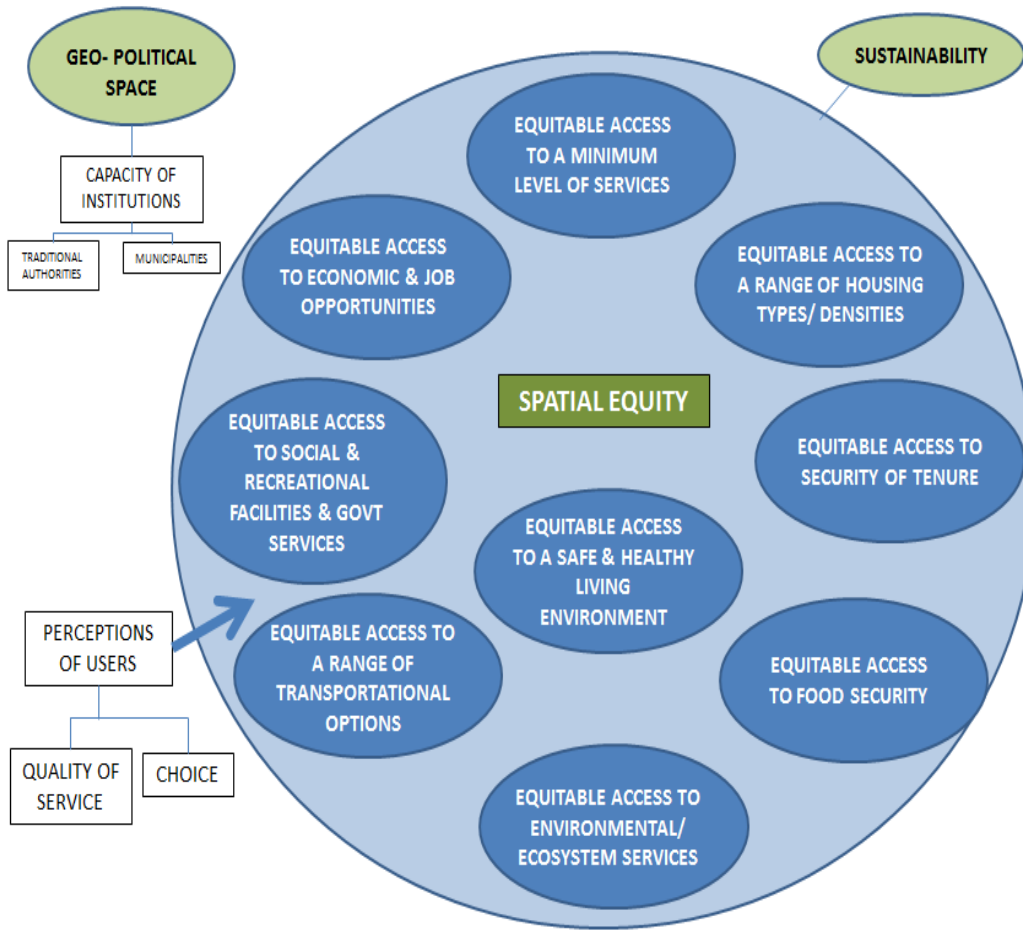
Focus on providing access to services in the areas of highest social need.

Focus on growing the areas of highest growth potential and leverage private sector investment.



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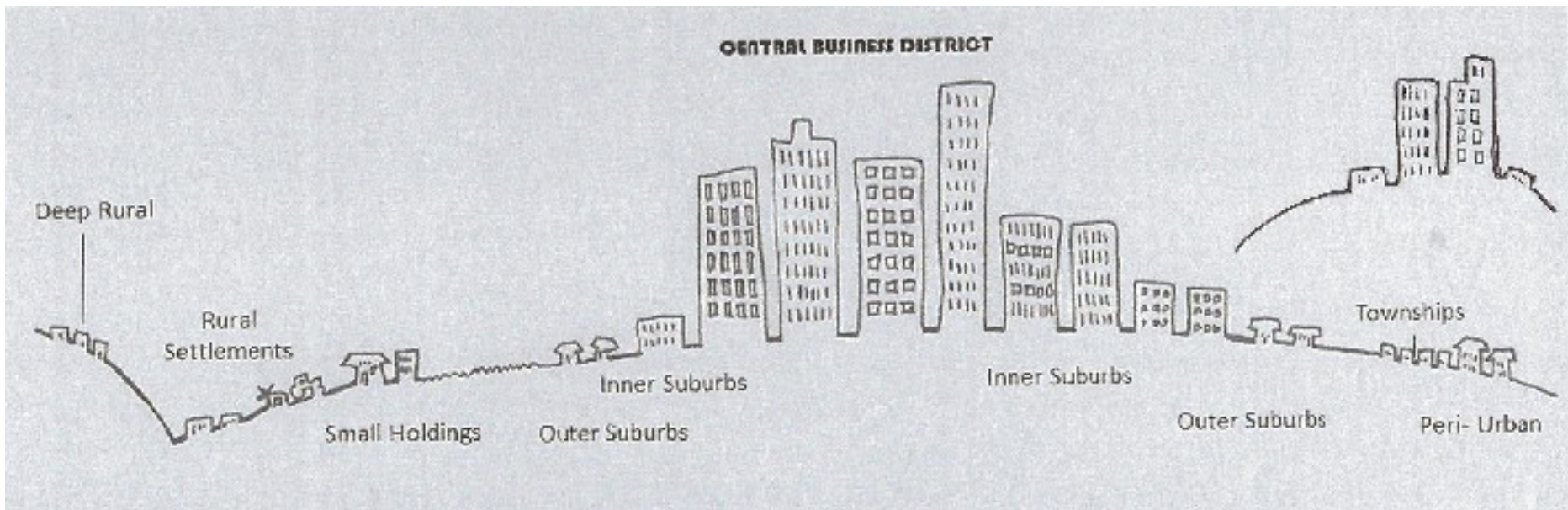


- **9 key areas** affecting spatial equity have been identified as per the diagram.
- The **use and utilisation of services/ facilities is impacted upon by the perceptions** of the users/ community on the quality of the services they are receiving, and **choices** available to them.
- All 9 elements of spatial equity **happen in a geopolitical space**, both municipalities and traditional authorities.
- All of the above happen, impact and are dependent on the **natural environment**.

NORMS AND STANDARDS

SPATIAL EQUITY

CATEGORISATION OF SPACE



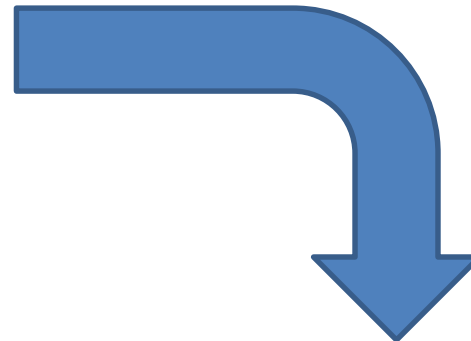
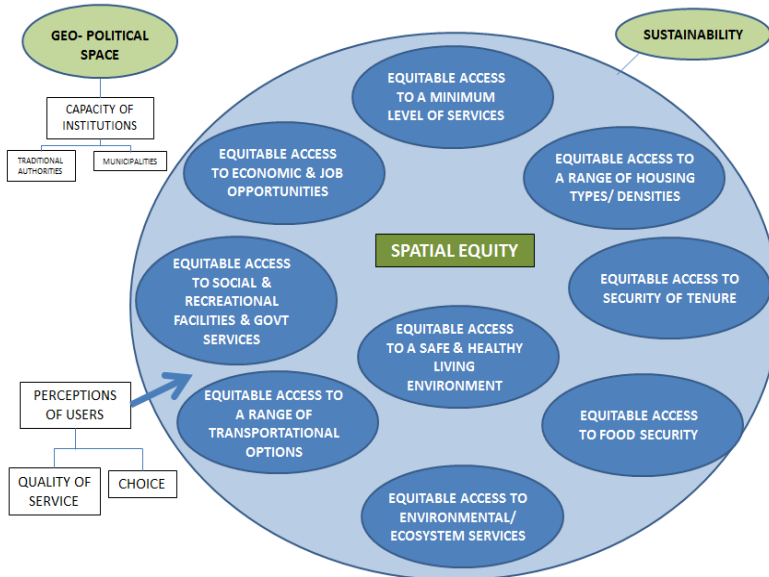
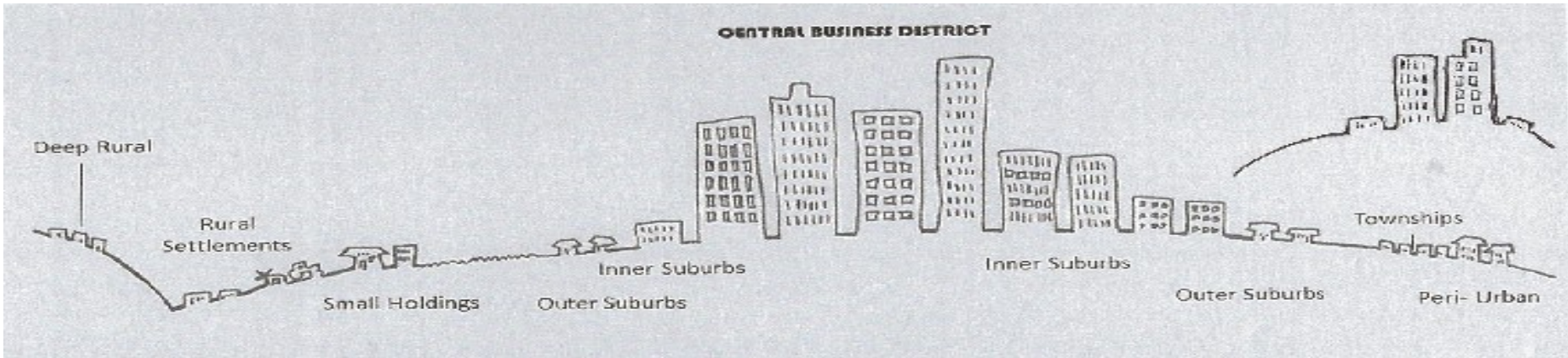
CATEGORY	DEFINITION	PROBLEM STATEMENT
CENTRAL BUSINESS DISTRICT (CBD)	<ul style="list-style-type: none"> • The CBD is often the focal point/ core of a municipality. • There is a hierarchy of CBDs depending of the size of the catchment area, in both an urban and rural area. • Depending on the catchment areas, CBDs can fulfil different functions for their communities. • They are characterised by higher level of accessibility where transport systems converge. • Residents identify this area as the point travelled to for services. • Higher densities of residential and commercial facilities occur. • Higher level of private sector and state services are available. • These areas have a mix of land uses. 	<ul style="list-style-type: none"> • The CBD has high levels of private ownership of buildings, but ownership is highly monopolised by income or racial groups, in many cases. As such it becomes difficult for other groups to penetrate the market. • The CBDs often do not function efficiently due to the organic nature of its development over time and poor forward planning. • CBDs are often in decay due to poor management and enforcement of by-laws, as well as the influx of poorer immigrants and poor maintenance of buildings by owners. Crime and blight, and congestion, due to traditional grid patterns, diminish the demand for expansion of the CBD. • Government facilities, like libraries, city halls, museums, etc. are often still well maintained. • Public transportational facilities are provided for and are still utilised. Areas of informality grow around these areas and are often poorly managed.
INNER-SUBURBS	<ul style="list-style-type: none"> • These areas are located on the fringe of the CBD and as such often do not have the high level of services available in the CBD. • There is good access to public transport in these areas. • These areas are more of a transient area than the outer suburbs. • These areas are often characterised by medium to higher densities of uses. • There is a prevalence of building conversions to commercial and other uses. • Crime levels are comparably high in these areas and they are often characterised by urban blight. • Property values in the inner suburbs are often lower compared to other areas. • The inner suburbs are more open to other income groups in terms of affordability. • These areas often offer employment opportunities for lower- skilled/ informal- sectors. 	<ul style="list-style-type: none"> • Most buildings and facilities are dilapidated and there is limited investment in public infrastructure. • The maintenance priority in these areas is low. Streetscapes and verges are not adequately maintained. • These areas have a large number of illegal uses happening. • There are limited retail opportunities within these areas.

	DEFINITION	PROBLEM STATEMENT
<p>OUTER SUBURBS</p>	<ul style="list-style-type: none"> • These areas are located on the outskirts of the core areas and tend to be leafy suburbs. • The densities of these areas are much lower than what you would find in the inner suburbs. • Outer suburbs often have limitations regarding sewerage provision by the municipality. • Land uses tend to be largely residential in nature, although commercial offices are creeping in to the area. • Commercial and government services are largely provided in small nodes or in the centre of these settlements. • Public transportation in these areas is limited regarding frequency and routes. • Gated estates and simplexes are common in these areas. 	<ul style="list-style-type: none"> • These areas are largely as a result of urban sprawl. • These areas are characterised by high land and building prices making it hard for other classes to gain access to accommodation. • These areas often have service infrastructure constraints in terms of bulk infrastructure. • Social infrastructure/ services in these areas are limited. This includes school provision. • There is often an over- provision/ over- supply of office and commercial space in the commercial clusters.
<p>TOWNSHIPS</p>	<ul style="list-style-type: none"> • Townships were predominantly dormitory residential areas created for non- white communities created by the Apartheid regime. • Levels of services and facilities varied depending on the racial groups housed in these areas. • Service levels in townships were lower than those provided in the CBDs to ensure use of the commercial facilities at the core. • These areas have largely remained specific to the racial groups originally housed there. 	<ul style="list-style-type: none"> • These areas are the areas of highest population density within the urban space. • They are characterised by poor levels of services and infrastructure and their maintenance by residents and the state. • Poverty and low levels of income levels of residents affects the affordability of services. • Townships are largely located on the periphery due to the Apartheid planning making commuting costs high. Recent housing developments have often clustered around these townships further reinforcing the Apartheid landscape. • There are varying levels of access to secure tenure. An informal property market often exists with the transfer of properties within families and the selling of properties occurring without title deeds. • There is frequently poor enforcement of by-laws and building controls. • There is often a poor environment and quality of life due to the design and layout of the townships. • There are often lower levels of services as compared to other residential suburbs. • There is a lack of facilities for skills development in these areas. • Employment and job opportunities are limited. • There is a proliferation of back- yard shacks as a source of income, leading to higher densities, and often operating outside of health and safety requirements.

	DEFINITION	PROBLEM STATEMENT
PERI-URBAN AREAS	<ul style="list-style-type: none"> • These areas are characterised by compact settlement, inclusive of informal settlements, within or nearby established residential areas, and high density clustered settlements on traditional authority land. • These areas can occur on farmlands or in traditional areas. • These areas are often located between the outer-suburbs and Townships, or between the suburbs and outer-lying rural areas. • These areas are characterised by limited infrastructure and services located in these areas, with residents often making use of nearby/ adjacent suburban facilities. • These areas often occur organically, with people building their own structures. Subdivisions are done informally. • Informality is predominant in these areas. 	<ul style="list-style-type: none"> • Perceptions are being created for residents of these areas that services will be provided by the state if you occupy sites. • Administration of these areas is poor. • Residents of these areas are benefitting from services but are generally not paying for them or contributing to municipal rates. Many of the residents can afford the rates and services provided but are not paying. • These areas are predominantly residential and social facilities are very limited. • Residents are often militant, and as such, government is often reluctant to intervene. • These areas are often characterised by poor security of tenure. • These areas offer opportunities for racial and class integration, although perceptions limit this. As such these areas largely remain black areas.
SMALL-HOLDINGS	<ul style="list-style-type: none"> • These areas accommodate larger extent residential properties, which may be used for agricultural purposes. These stands are usually up to 2 ha in extent. • These areas were previously used as an interface between the urban areas and the rural largely agricultural periphery. • These properties are largely of a lifestyle choice. • High service costs for these areas by the municipality largely places the burden of service provision on the land owner/ property developer. • Small- holdings largely respond to the characteristics/ niche offered by the area. • Labourers may, in some cases, be living in poor living conditions with limited security of tenure. 	<ul style="list-style-type: none"> • In desirable areas along corridors or around niche areas, this form of settlement is for an exclusive type of living. • There are low levels of government service provision with residents largely providing their own services, particularly relating to sanitation. • Residents make use of facilities in the urban areas. • The high land values make it difficult for the different classes to get access to these areas.

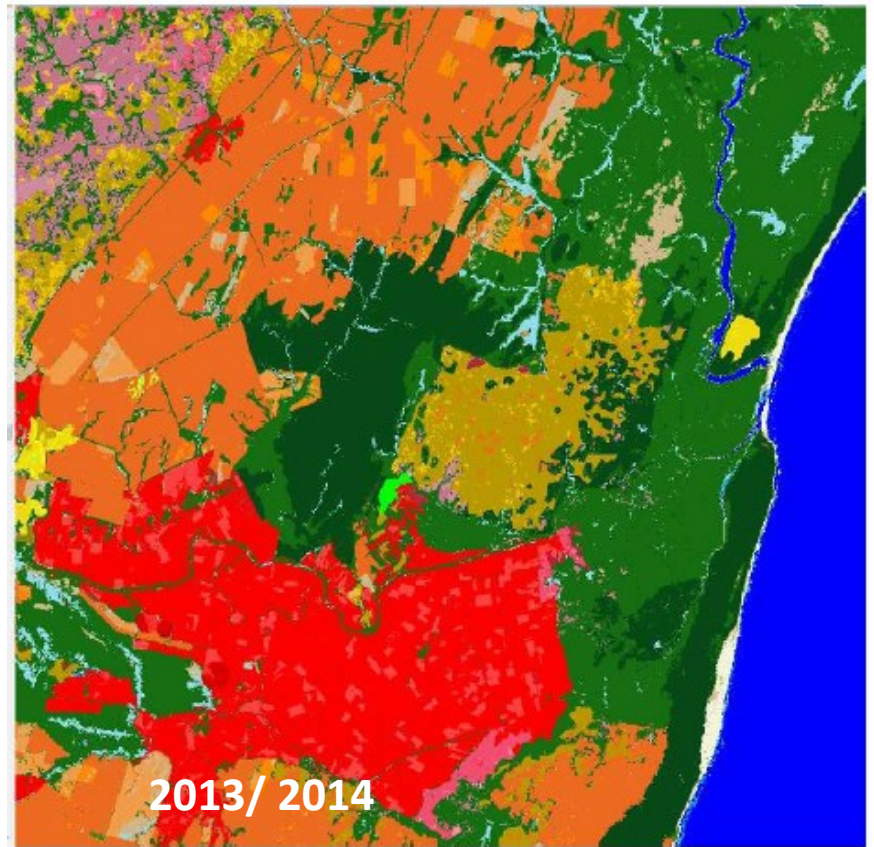
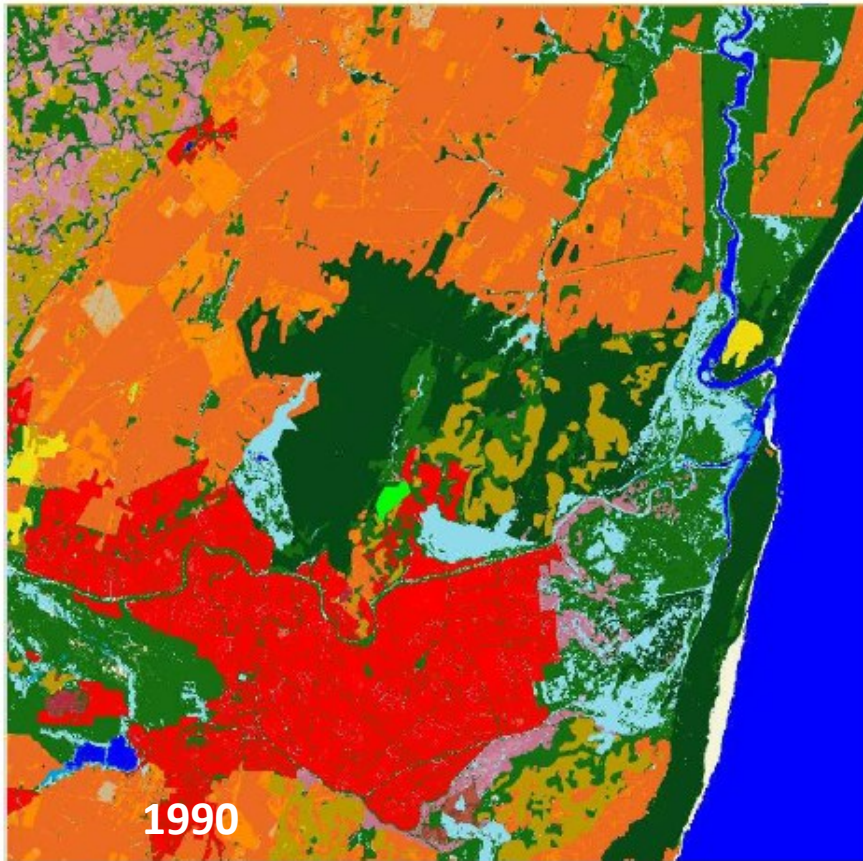
NORMS AND STANDARDS

SPATIAL EQUITY



STATUS QUO/ CHARACTERISTICS	POSSIBLE UNDERLYING CAUSE	WHAT IS THE DESIRED OUTCOME	STRATEGIES	NORMS AND STANDARDS	KEY STAKEHOLDERS	KEY ACTIONS
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LAND COVER ANALYSIS



- Note the **reduction of plantations** (orange) on the eastern shores of St Lucia in 2013/14 and the significant **settlement expansion** (yellow) and **loss of indigenous forest** (dark green) in Dukuduku Forest in 2013/14, in the southern central section.
- The **wetter conditions** in 1990 have resulted in more observable wetlands (light blue) compared to 2013/14.

Table 1. Reclassification of the Nat Land Cover 2013_14

Class Name	Original Code	Reclassification	Reclassification Description
Water (1)	1,2	1	Natural
Wetland (2)	3	1	Natural
Indigenous Forest (3)	4	1	Natural
Dense Bush, Thicket & Tall Dense Shrubs (4)	5	1	Natural
Woodland and Open Bushland (5)	6	1	Natural
Grassland	7	1	Natural
Low Shrubland: Fynbos	8	1	Natural
Low Shrubland: Other	9	1	Natural
Commercial Annuals (rainfed)	10,11,12	2	Deep Rural
Commercial Pivot	13,14,15	2	Deep Rural
Commercial Permanent (Orchards / Vines)	16,17,18,19,20,21,22	2	Deep Rural
Subsistence	23,24,25	2	Deep Rural
Sugarcane pivot	26,27	2	Deep Rural
Sugarcane non-pivot	28,29	2	Deep Rural
Emerging Sugarcane non-pivot	30,31	2	Deep Rural
Forest Plantations	32,33,34	2	Deep Rural
Mine Bare	35,36	8	Mine
Mine Water	37,38	8	Mine
Mine Buildings	39	8	Mine
Erosion dongas and gullies	40	1	Natural
Bare (Non Vegetated)	41	1	Natural
Commercial	42	7	CBD, Inner Suburbs, Outer Suburbs
Industrial	43	7	CBD, Inner Suburbs, Outer Suburbs
Informal	44,45,46,47	5	Peri- Urban
Residential	48,49,50,51	7	CBD, Inner Suburbs, Outer Suburbs
Schools & Sports Grounds	52	7	CBD, Inner Suburbs, Outer Suburbs
Smallholding	53,54,55,56	4	Small Holdings
Sports & Golf	57,58,59,60	7	CBD, Inner Suburbs, Outer Suburbs
Township	61,62,63,64	6	Townships
Village	65,66,67,68	3	Rural settlement
Built-up	69,70,71,72	7	CBD, Inner Suburbs, Outer Suburbs

CONCLUSIONS AND WAY FORWARD

- We are working towards having a framework on Spatial Equity in place by February 2018.
- The Provincial Spatial Development Framework is under review and will incorporate strategies to address Spatial Equity.
- Guidelines will be provided on service provision requirements per landscape category.

CONCLUSIONS AND WAY FORWARD

- We've got the plans.
- Departments need to align the activities and budgets to the plans to implement.
- We need to work closely with the private sector to leverage further investment.