

# PROPOSED PLANNING PROCEDURE FOR SOWETO

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## 1. PREAMBLE

The significance and importance of Soweto in the national context is such that it is necessary for early and detailed consideration to be given to the most appropriate procedure to be adopted for the planning of the area. Such consideration must take place prior to the commencement of planning work, since the adopted procedure will serve to determine the scope and depth of the study. With reference to Soweto, it should be stressed that partial or superficial procedures will be inadequate and that a comprehensive approach will be necessary. This approach is demanding in terms of resources and is time consuming, but is considered essential in order to ensure that an appropriate framework is provided for on-going decision making and development.

The intention of this document is to examine briefly and assess the planning procedure to be adopted for Soweto. Current planning practice in South Africa is essentially centred in the development of "Master Plans", which are considered to be inappropriate for planning in Soweto. This report, therefore, examines both the Master Planning and Comprehensive Planning Procedure in outline and the application of the latter to Soweto.

## 2. MASTER PLANNING PROCEDURE

The master planning procedure is *physical* in scope and is directed towards controlling development by land use and zoning mechanisms (Figure 1). This has resulted in the performance of the procedure being assessed solely by its ability to conform to the controls. The process can be summarized as follows:

**Thesis = Analysis = Diagnosis = Synthesis = Proposal =**

### Execution

*Action* is always viewed as being preceded by *Planning Control*, resulting in a tendency to inhibit innovation.

In addition, some of the practical problems are the ad-hoc and crises orientated decisions which result from the necessity to deal with *short-term* objectives. The process is also exclusive of such elements as:

- (i) Environmental responsiveness
- (ii) Human Behavioural responsiveness
- (iii) Urban Design considerations
- (v) Flexibility and Change
- (v) Action Priorities

The recognition of these limitations in many of the industrialized countries experiencing rapid change, has led to a reassessment of the planning procedure. A methodology of dealing with these limitations, both in theory and practice, is the "Comprehensive Planning Approach".

## 2. COMPREHENSIVE PLANNING PROCEDURE

This planning procedure is characterised by its *inclusive* nature rather than being purely physical. It is *robust*, i.e. flexible and capable of dealing with change, and has applications in both industrialized and Third World situations. The process is characterised by its *cyclical* nature, which essentially comprises seven inter-related components:

- (a) Formulation of *objectives* related to general goals
- (b) Outlining of *alternative strategies*
- (c) *Elaboration* and *testing* of alternatives
- (d) *Evaluation* and *selection* of preferred alternative/s
- (e) *Decision-making*
- (f) *Implementation*
- (g) *Assessment*

The interaction of the above components is dynamic and continuous. Sophisticated techniques and methods are associated with

this process as well as *management* and *decision-making* activities (Figure 2).

In addition some of the major attributes of this process are:

- (i) Its flexibility with regard to time i.e. some decisions and elements are not dependent on the completion of the entire process.
- (b) It permits on-going and priority actions and development to occur during the planning process.
- (c) Due to its robust and cyclical nature, it allows projects which were previously initiated to be included in the process.
- (d) It considers a range of alternative solutions, of a short, medium and long-term nature.
- (e) It allows for impacts and consequences of various actions/options to be rigorously tested, and evaluated as to their ability to achieve the desired ends.
- (f) It facilitates participation of the decision-makers as well as the public at large.
- (g) It relies on decision-making during the process and not only at the end.
- (h) It is responsive and relies on continuous monitoring, project evaluation and feedback of new data.

## 3. RATIONALE FOR SELECTED PLANNING APPROACH

It is submitted that in terms of the application to Soweto, the Comprehensive Planning Approach is far superior to the Master Planning Approach. This is well illustrated by the matrix of comparison in Figure 3.

The Master Plan is considered to be inappropriate as it deals only with a limited range of components necessary for planning during times of rapid change and development.

## 4. PLANNING PROCEDURE FOR SOWETO

### 5.1 The Planning Context

For the purpose of this exercise, the terms chosen are in accordance with current planning terminology in the comprehensive mode.

Ideally the planning of Soweto should occur in a four-tiered hierarchy of scales. These are as follows:

- (i) A *Strategic Plan* and the PWV scale (Regional)
- (ii) A *Structure Plan* at the metropolitan scale (Central Witwatersrand)
- (iii) A *Local Plan* for Soweto (Local Authority Area)
- (iv) *Action Area Plans* within Soweto (Project Areas)

5.2. The *Strategic Plan* is composed of a series of structure plans for the entire Region, which may or may not be concurrently undertaken.

5.3 The *Structure Plan* concept is that the region should be divided into areas which, by virtue of their geography and cohesion in terms of socio-economic structure and patterns of communication, form natural structure plan units. The meaning of *Structure* is understood as including the social, economic and physical systems of an area, insofar as they are subject to planning control and influence.

The Structure Plan is expressed as a written report indicating *policy* as well as a plan of the existing and proposed spatial distribution of major land use components and the communication/transport systems. The components would include: Population, Employment, Resources, Housing, Industry and Commerce, Transportation, Shopping, Education, Social and Community services, Recreation and leisure, Conservation, Townscape and landscape, Utility services, Others.

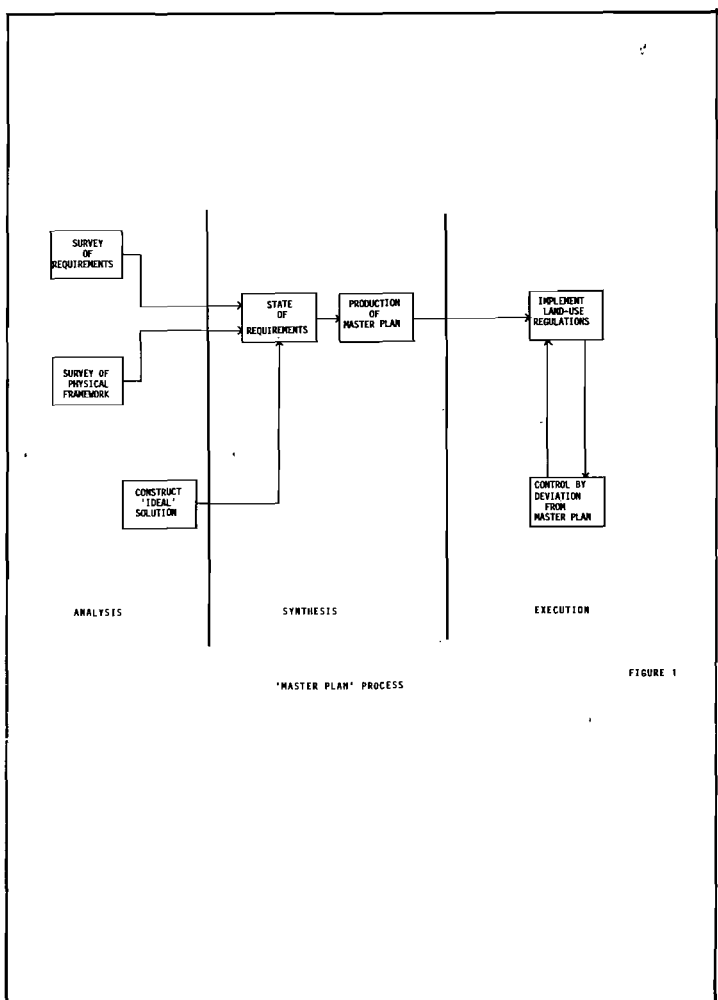


FIGURE 1

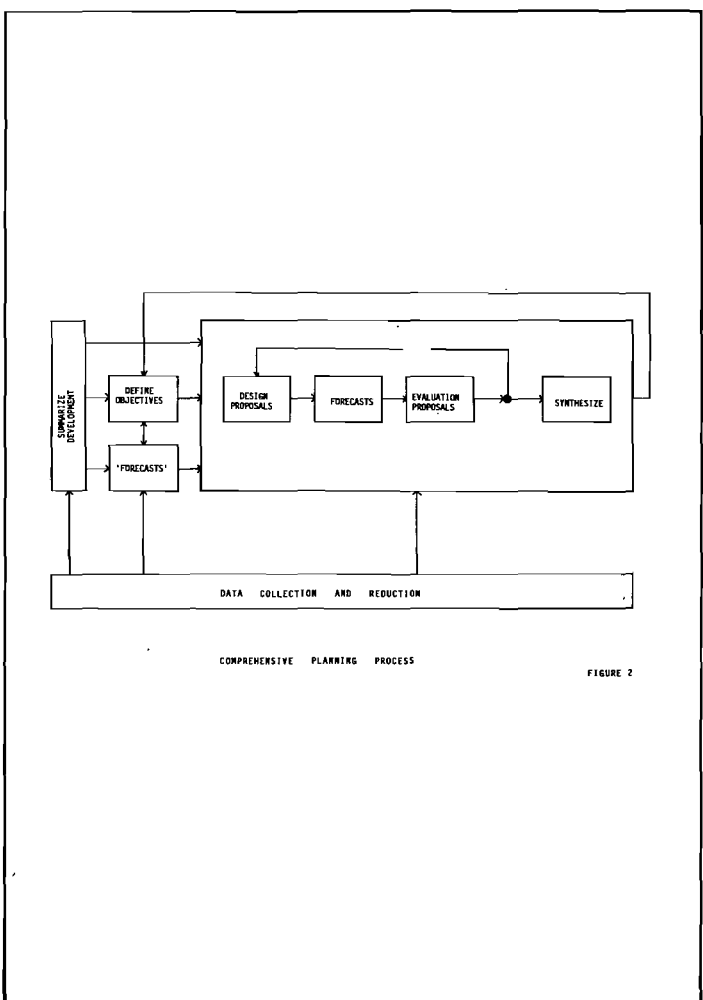


FIGURE 2

APPROACH	ELEMENTS	Physical Environment	Human Behaviour	Build Form	Flexibility (Change)	Response (Growth & Change)	Ability to deal with changing demand	Cyclical	Linear	Generation of alternative	Testing	Designing self-completing	Monitoring	Inclusive	Exclusive	Zoning	Formatives	Public Participation	Priorities	System Responsiveness
M.P.		●	●			●			●	●		●			●	●				
C.P.		●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●

● POSITIVE  
○ PARTLY  
○ NEGATIVE

COMPARISON BETWEEN MASTER PLANNING AND COMPREHENSIVE PLANNING  
FIGURE 3

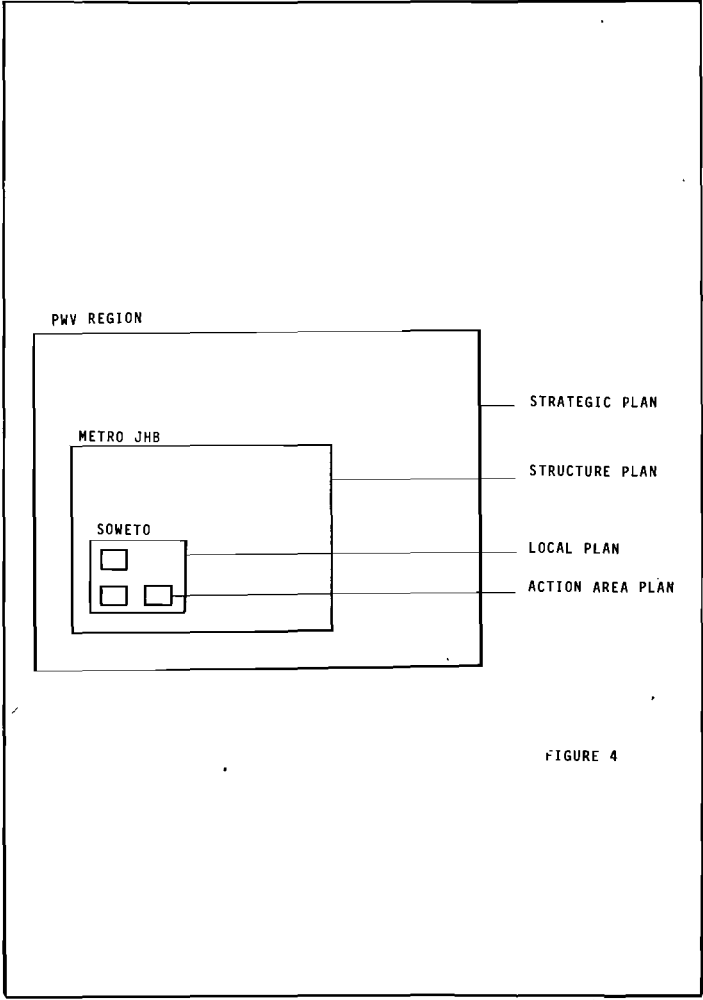


FIGURE 4

5.4 The functions of the *Local Plan* are comparable to those of the Structure Plan but will differ in the consequences of its spatial base and statutory nature. These functions can be summarised as:

- (i) Applying the Policy of the Structure Plan
- (ii) Detailing Local Policies to embrace the local expression
- (iii) Illuminating the consequences of policy for consumers, operators and developers, thereby providing a firmer base for participation and objection.

5.5 *Action Areas* are intended to serve as comprehensive policy statements for areas of intensive environmental attention. These relate to the short and medium term only where some considerable certainty exist and are consequently appropriate for a more deterministic treatment of time. Action Area Plans would deal with essential issues concerning changes in infrastructure development and the environmental quality of the area. Included in these plans could be the following:

- (i) Precise quantities of space and qualitative standards relating to safety, convenience, efficiency and cost, as well as provision of utilities in the area.
- (ii) The external environment of the development, such as the convenience of the layout for pedestrian and vehicular movement and the minimisation of adverse environmental effects.
- (iii) The precise means of development, redevelopment or improvement which are to be provided.

It is important to note that as a rule Action Area projects are not precluded from proceeding prior to the completion of the overall planning process.

## 6. DESCRIPTION OF PLANNING PROCEDURE

The procedure is divided up into the following stages (Figure 5):

- (a) Preliminary work
- (b) Data collecting and analysis
- (c) Problem definition
- (d) Generation, evaluation and impact assessment of solutions
- (e) (i) Implementation
- (ii) Operation
- (f) Performance assessment.

In the interest of this study the full co-operation of national, provincial and local authorities is considered to be necessary since Soweto is regarded as an integral part of the PWV and metropolitan systems.

The following sections outline the work that is proposed for the purpose of setting up this process.

### 6.1 Preliminary Work

- (a) Establish planning objectives
- (b) Survey policy at national, provincial and metropolitan levels
- (c) Establish work method
- (d) Tooling up in terms of manpower, funding, data assess, etc.
- (e) A detailed review of WRAB Policy
- (f) Definition of clients
- (g) Establish preliminary goals and objectives

### 6.2 Data Collection and Analysis (structure plan scale)

- (a) Detail work programme (internal)
- (b) Execute basic studies (Metropolitan)
- (c) Prepare public participation programme
- (d) Prepare preliminary analysis and problem statement
- (e) Extract preliminary forecasts.

At this stage a policy review is considered necessary with the identified decision-makers and client groups (operators, consumers and developers).

### 6.3 Problem Definition — Local Area Scale (Soweto specific)

- (a) Synthesis of areas of concern from 6.2 above
- (b) Execute detailed basic studies for Soweto (see 5.3)
- (c) Write up statement of short-term and long-term need (programmes and resources) for Soweto.
- (d) Prepare detailed problem statement

- (e) Incorporate public participation inputs
- (f) Prepare detailed statement of goals, objectives and criteria
- (g) Identify detailed priority programmes
- (h) Identify priority action areas
- (i) Policy review

### 6.4 Generation, Evaluation and Impact Assessment of Solutions

- (a) Generate alternative sets of strategies (minimum of three)
- (b) Detail forecasts of components as listed in 5.3
- (c) Test alternative strategies i.e. cost-benefit analysis, goals achievement, impact assessment etc.
- (d) Generate selected plan alternatives
- (e) Organise public review.
- (f) Select preferred policy and plan
- (g) Review and possible recycle and regenerate alternative plan/s
- (h) Prepare detail plan or portions thereof (detail local area (Soweto) plan and/or action areas plans)
- (i) Evaluate plans/details
- (j) Policy review
- (k) Modified and/or accepted plan selection

### 6.5 Implementation

(a) Set up administrative and construction agencies for implementation. The following components would be included:

- (i) Policy decision-making framework — Department of Community Development, WRAB, Soweto Council etc.
- (ii) Policy for private investment
- (iii) Development strategy
- (iv) Metropolitan/regional framework
- (v) Project development
- (vi) Information data bank
- (vii) Promotional and public relations system
- (ix) Co-ordination of action area planning, design and development.

(b) Operation

To include the following:

- (i) Administrative controls — WRAB/Soweto Council
- (ii) Monitoring and administration via goals, objectives, controls and standards
- (iii) Private/public investment in development
- (iv) Leasing and sales
- (v) Project design teams (private and/or public)
- (vi) Data and analysis unit

### 6.6 Performance and Assessment

It is of critical importance that all projects and development be subjected to rigorous assessment, to ensure that the underlying goals, objectives and criteria are being fulfilled. This implies an assessment of the following:

- (i) National/provincial/metropolitan and Soweto goals and objectives
- (ii) Land use/activity criteria
- (iii) Communications criteria
- (iv) Financial criteria
- (v) Public participation
- (vi) Supply and demand criteria; and others

The assessment and interaction between these components could result in a redefinition of goals and objectives. Should this be the case then the difference between the intended state of the plan and actual achievement in implementation may warrant major redesign. If *yes* to redesign then the *planning* cycle is repeated. If *no* then the *control* cycle is repeated. The results achieved by the above iterations will be of the same format as the original process.

## 7. SUMMARY AND CONCLUSIONS

(a) The Comprehensive Planning Approach is superior to the Master Planning Procedure and is appropriate for use in the Soweto context.

(b) The outlined planning process for Soweto (Figure 5) does not

preclude on-going or anticipated Action Area programmes and development, and may in fact be used to encourage this necessary type of action.

- (c) The process explores a range of alternative strategies and plans and assesses their impact on future social, economic and physical development.
- (d) Citizen participation is a necessary and integral part of the planning process.
- (e) The decision-making process is open to public scrutiny, requiring accountability on the part of the decision-makers, and a degree of responsibility on the part of the participating citizens.
- (f) The process is continuous and cyclical in nature to ensure that the most appropriate solution is achieved at any one time in the development cycle. The process does not terminate with commencement of implementation.

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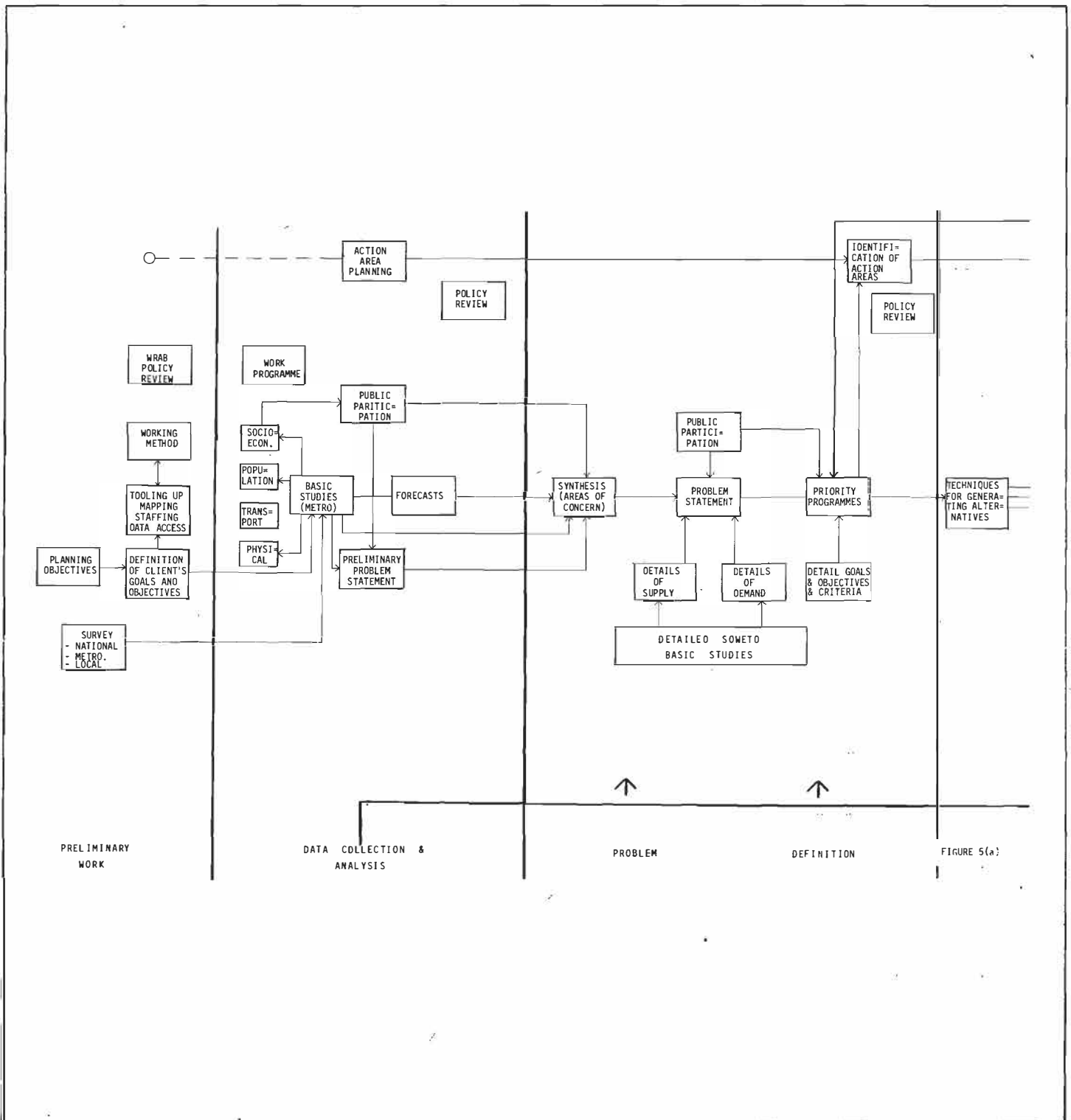
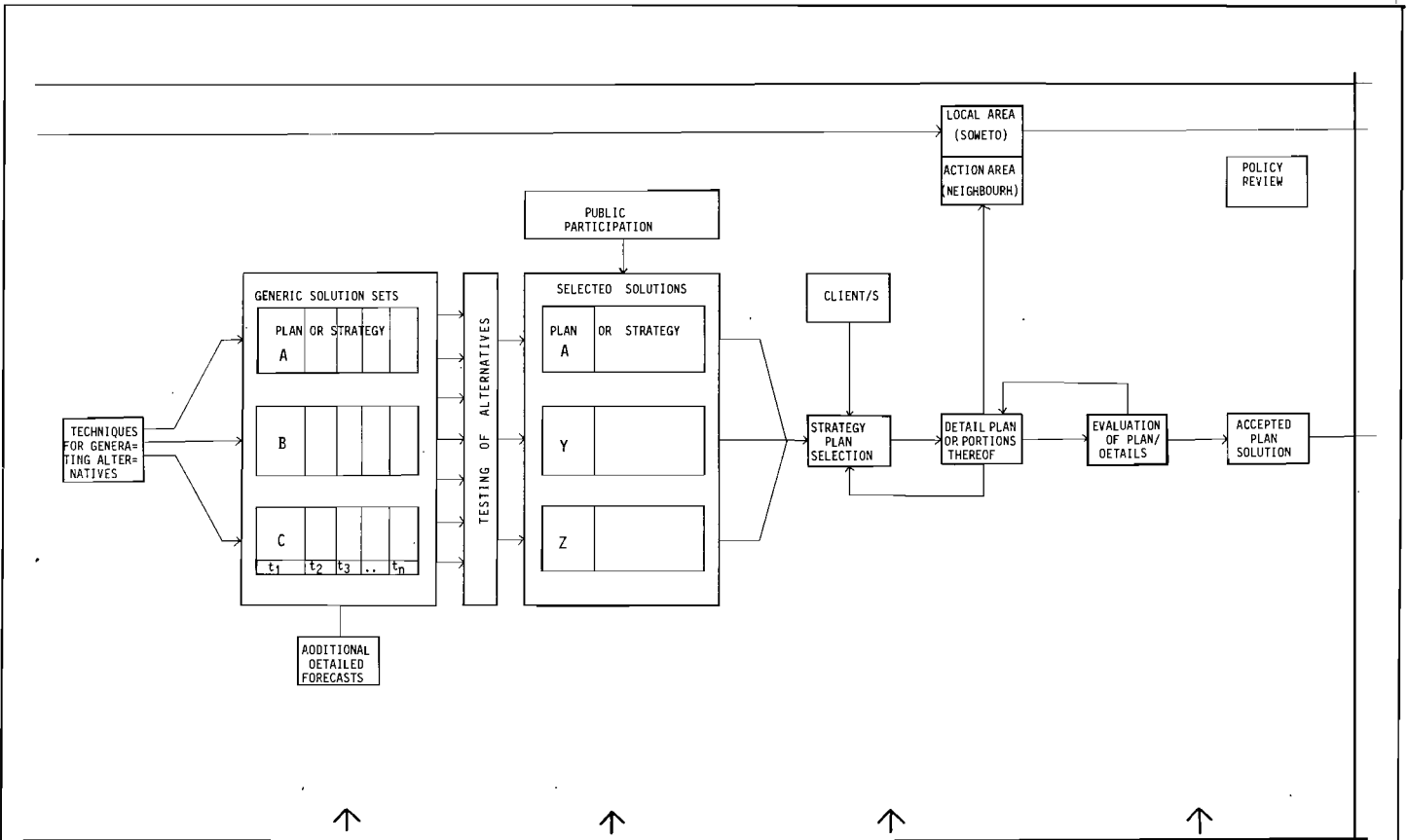


FIGURE 5(a)



GENERATION OF SOLUTIONS

FIGURE 5(b)

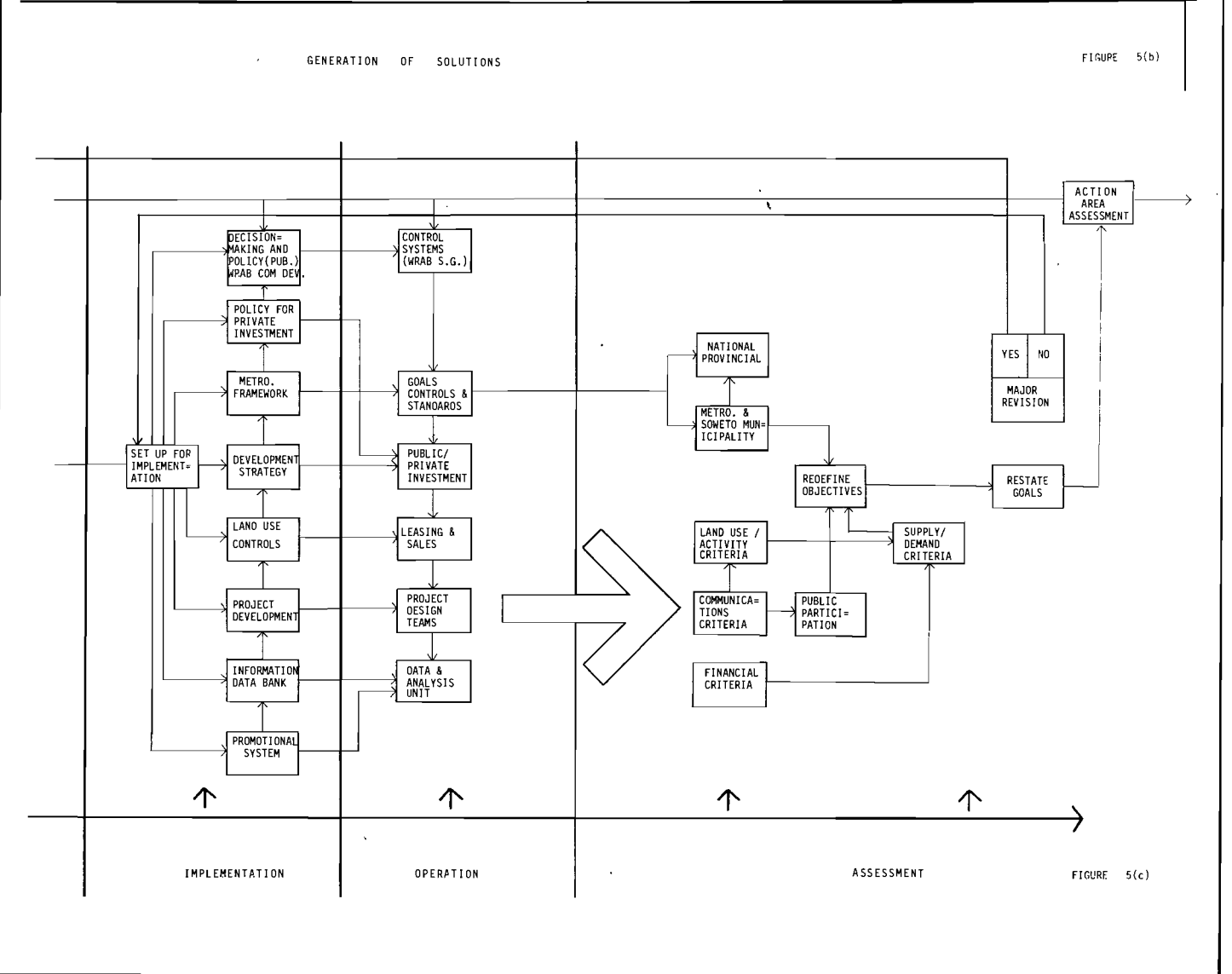


FIGURE 5(c)