

# Development Planning Law Reform

## De-complexifying SPLUMA principles

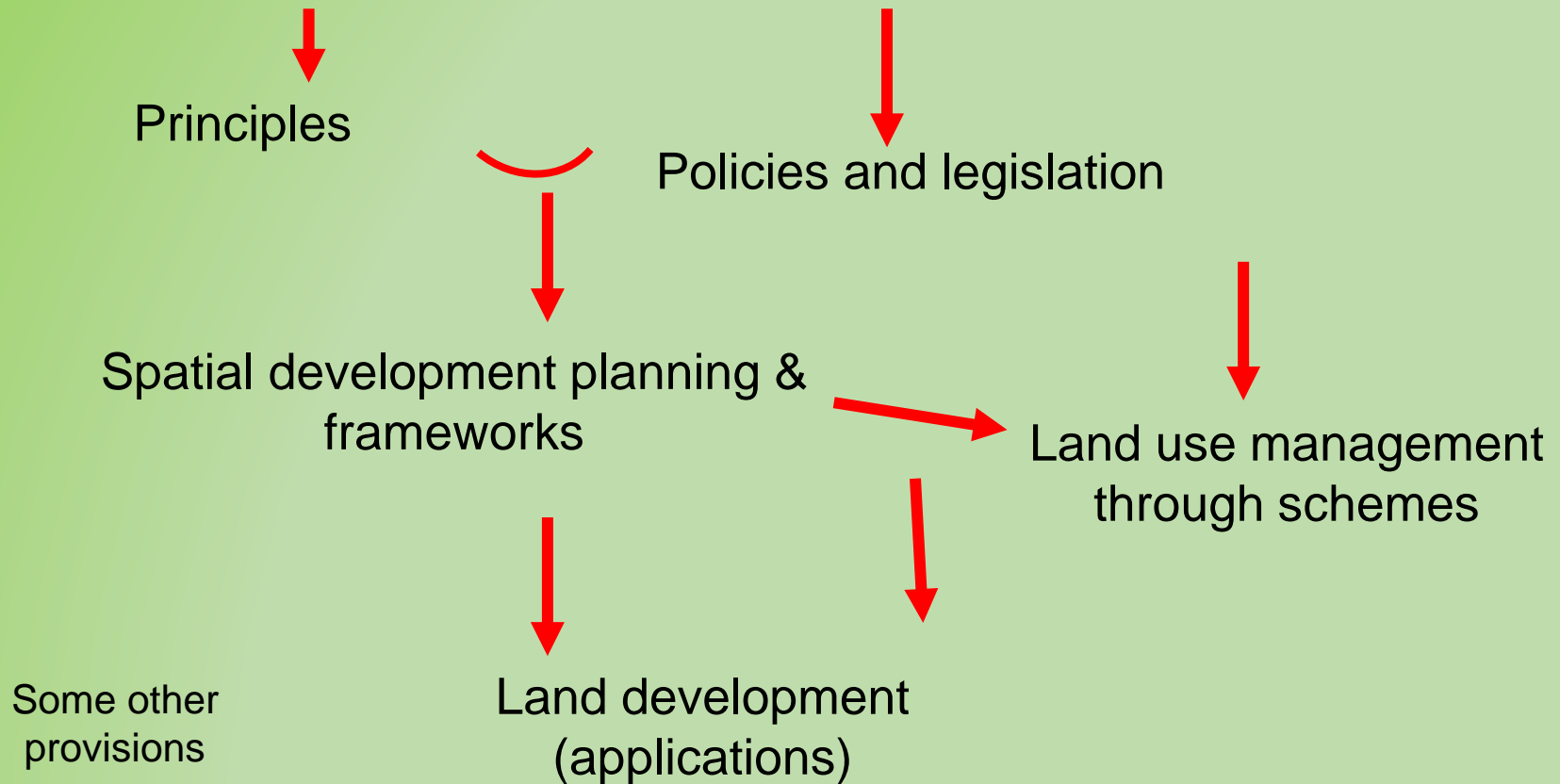
Prof Verna Nel | Tony Barnes

Dr E Barclay | Helena Jacobs | Chantel Hauptfleisch  
Sumaya Orie | Nathaneal Jacobs

# What is SPLUMA about?

**80 +  
years**

A single Spatial Planning System for the country



# What is SPLUMA about?

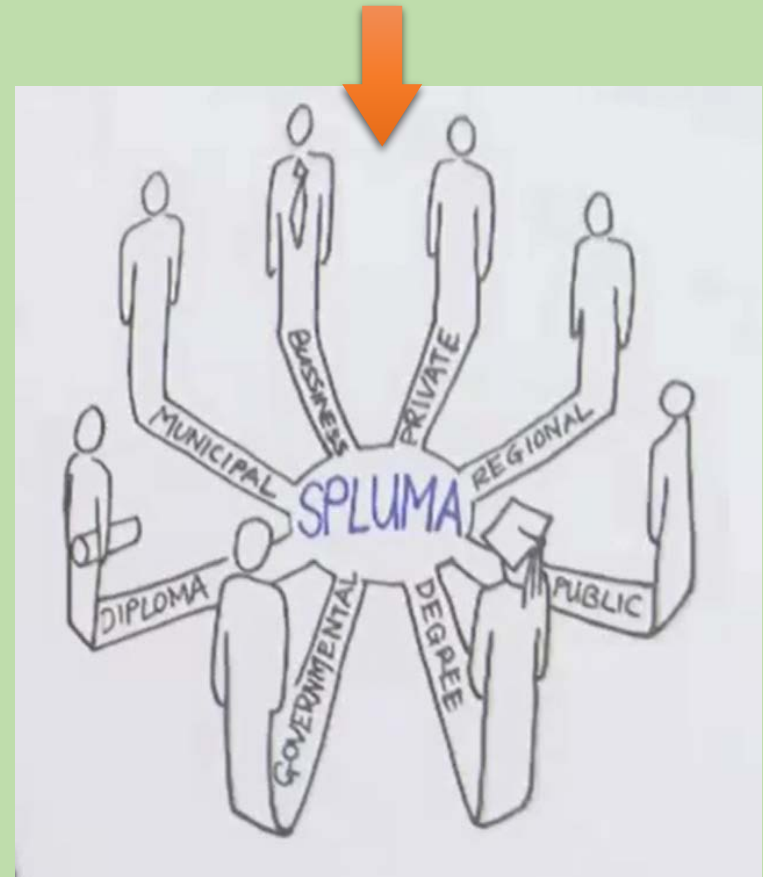
≠ Procedural compliance  
(the case historically).

✓ Substantive compliance

A normative approach to  
spatial planning and land use  
management

Achieved through “giving  
effect to” the SPLUMA  
principles

Depends → Relationships



# SUSTAINABILITY – slippery concept !!

"Development that meets the needs of the present without compromising the ability of future generations to meet their own needs (BRUNDLAND, WCED 1987)

...a process to meet aspirations and needs of people in a manner that does not detrimentally impact on **present and future generations..** (BRANDON & LOMBARDI, 2011)

Integrity of environment

“...equitable, ethical and efficient use of social and natural resources”

- Equitable = **intra-generational** equity and **inter-generational** equity
- Ethical = present and future values
- Efficient = decisions and solutions that utilise the least resources necessary

(NORBERG & CUMMING 2008)

Includes

- **Geographical equity & trans-frontier responsibilities**
- **Inter-species equity**
- **Procedural equity.**

HAUGHTON (1999)

Community involvement

# SUSTAINABLE DEVELOPMENT

**“Sustainable development, then, is about recognizing and accepting our responsibilities not just for where we live, but more widely for the environment at a global scale. In order to do this we need to look beyond the environment itself, to the broader economic, social, and political systems within which human decisions are made. Fundamentally, sustainable development requires not just altering behaviour patterns in relation to the environment, but about changing the broader systems that shape human behaviour.”**

Haughton 1999: 234



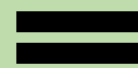
Built Env

Integration

≠

silos

Eco-System



**SOCIAL –  
ECOLOGICAL  
SYSTEM (SES)**



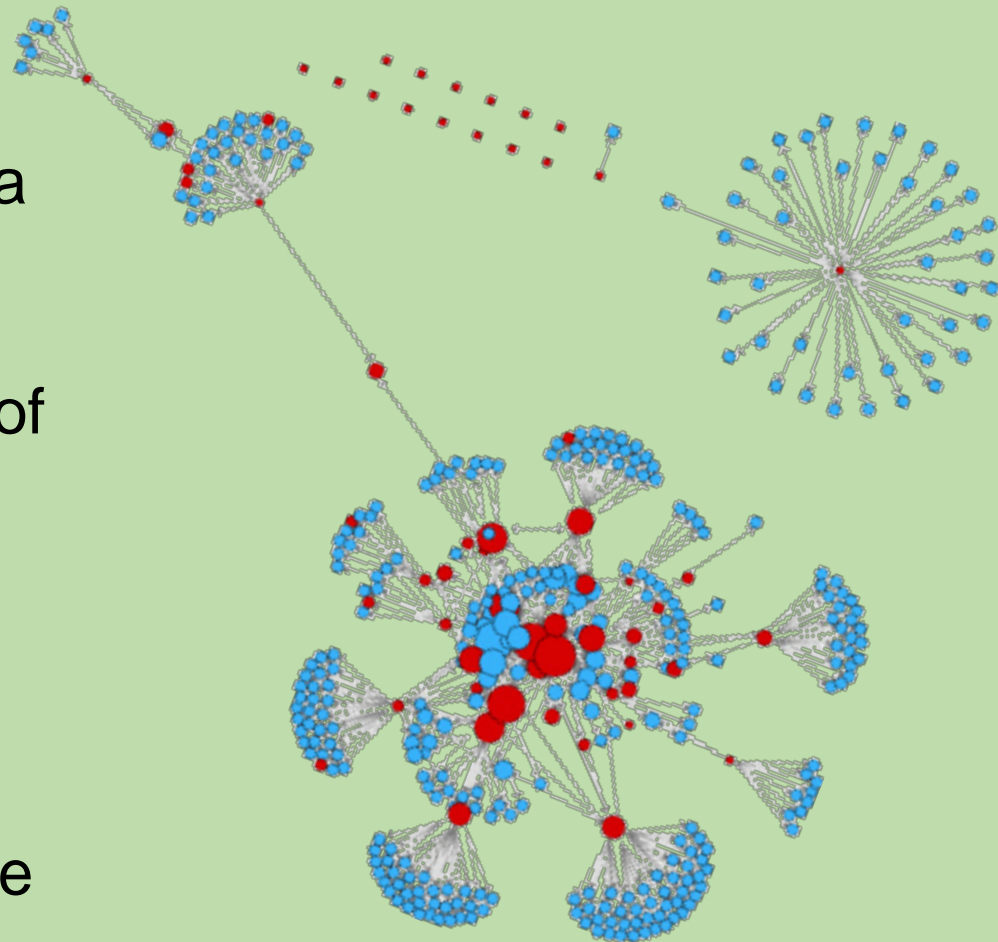
**HUMAN**

Integrated system of ecosystems and human society

→ reciprocal feedback and interdependence

# SOCIAL ECOLOGICAL SYSTEMS are COMPLEX ADAPTIVE SYSTEMS

- Complex systems
- Need to be understood as a whole
- Feedback loops → effects of change
- Change many spatial and temporal scales
- Capacity to adapt to change and stress



# COMPLEX ADAPTIVE SYSTEMS

Energy

Information

Information

Energy

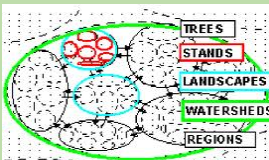
Dynamic

Time Lags = delays & surprises

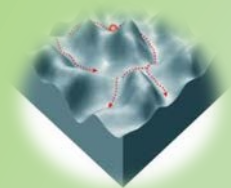
Feedback loops: amplifying

Hierarchies & nested systems

Open & dissipative



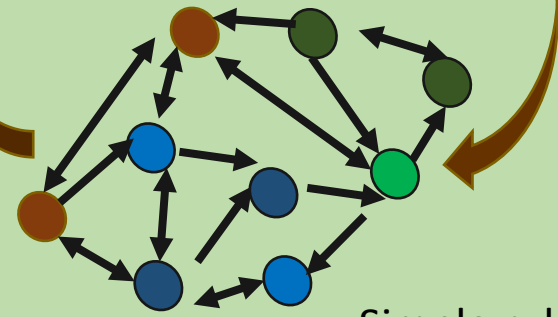
Attractors



Self organisation

Adaptation

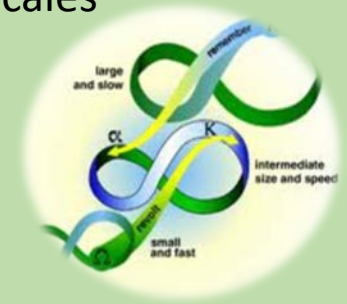
Emergence



Agents & interactions

Simple rules → complex behaviour  
Cannot know all the detail

Different time & geographic scales



Feedback loops: dampening

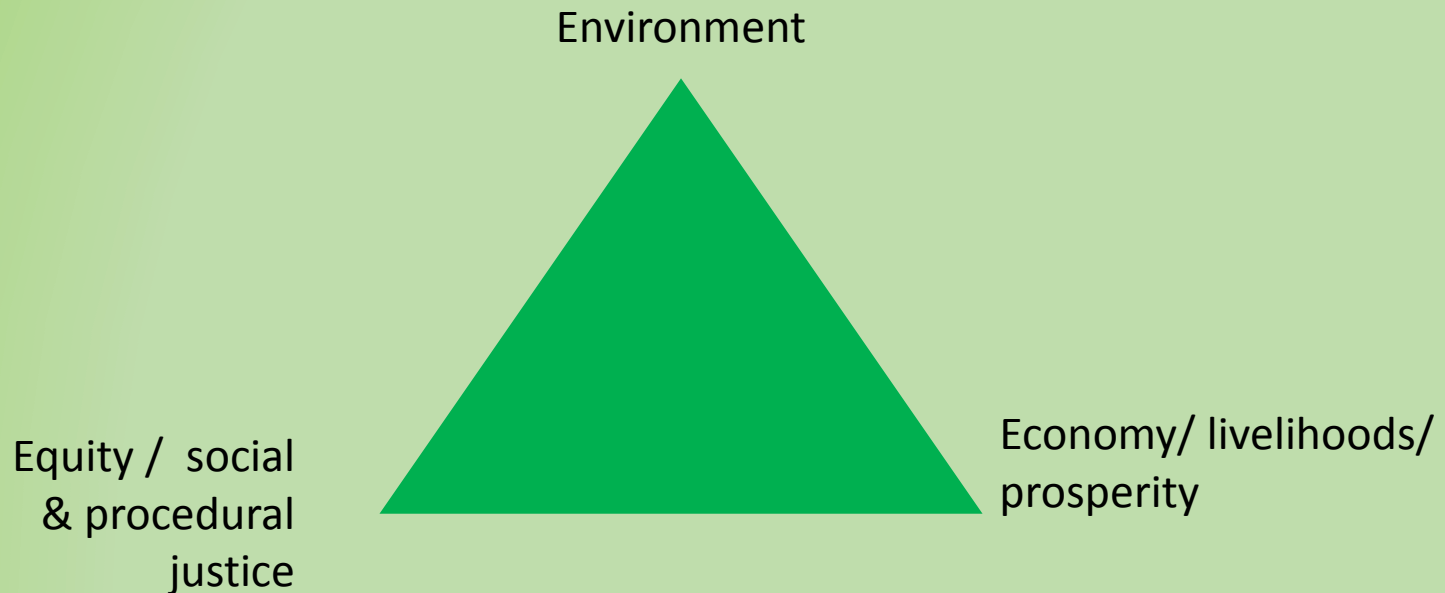
- Non-linearity
- Input ≠ output
  - Surprises



# SES, CAS & SUSTAINABLE DEVELOPMENT

- Sustainable development: normative (what we *ought* to do to achieve *desired* outcomes)

Sustainable development



# SPLUMA PRINCIPLES

- The principle of spatial justice
- The principle of spatial sustainability
- The principle of efficiency
- The principle of spatial resilience
- The principle of good administration

[Encapsulates the entire system of government]

# SPLUMA principles

- The principle of spatial justice
- The principle of spatial sustainability
- The principle of efficiency
- The principle of spatial resilience
- The principle of good administration

Redress

Inclusion

Flexibility for all types  
of settlements

Tenure and informality  
settlement upgrading

Responsive

# SPLUMA principles

- The principle of spatial justice
- The principle of spatial sustainability
- The principle of efficiency
- The principle of spatial resilience
- The principle of good administration

Capacity of state  
Food security  
Environmental  
Land markets  
Costs of  
infrastructure  
Sustainable  
settlements  
Innovation  
Context specific

# SPLUMA principles

- The principle of spatial justice
- The principle of spatial sustainability
- **The principle of efficiency**
- The principle of spatial resilience
- The principle of good administration

## **[Good Governance]**

Optimises use of existing resources  
Processes to limit negative impact  
Streamlined processes  
Innovation  
Spatial Performance Management

**Development Planning Tools**



**Institutionalise for Efficiency**

# SPLUMA principles

- The principle of spatial justice
- The principle of spatial sustainability
- The principle of efficiency
- The principle of spatial resilience
- The principle of good administration

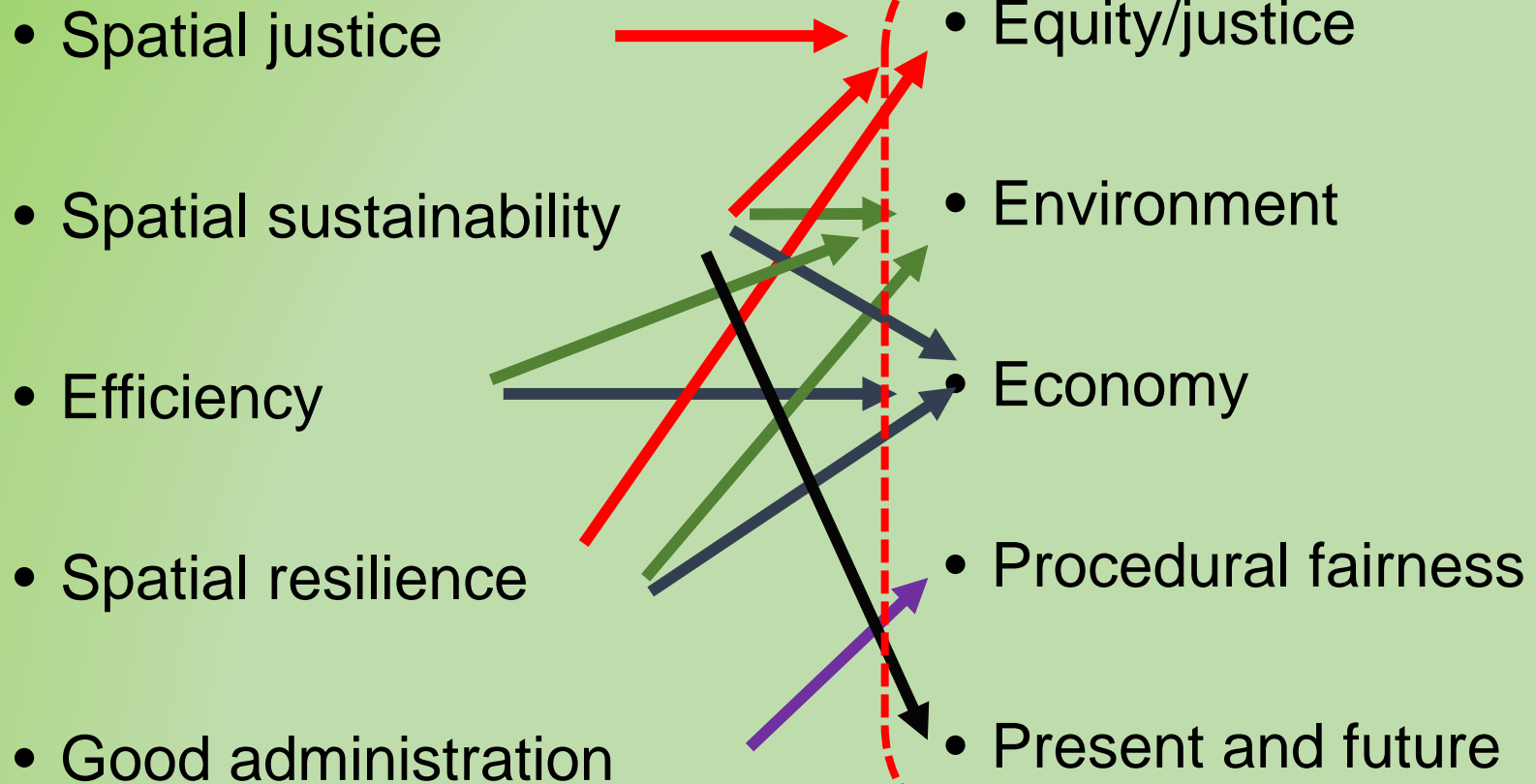
Sustainable  
livelihoods  
Resilience against  
shocks [avoid +  
bounce back ability]  
Innovation  
Context specific  
Flexibility

# SPLUMA principles

- The principle of spatial justice
- The principle of spatial sustainability
- The principle of efficiency
- The principle of spatial resilience
- The principle of good administration

**[Premised on White Paper on LG]**  
Planning Decision-making tools  
IGR and integrated approach  
Meet time frames  
Transparency  
Community empowerment  
Spatial Performance Management  
Values

# SPLUMA PRINCIPLES & SUSTAINABILITY







**Break-through / Breaking through**

# APPLICATION OF SPLUMA PRINCIPLES

- Support sustainable development
- Must be read in context of entire Act (**purpose of the Act**)
- Must be applied in an integrated holistic fashion
  - Within organisations/ agencies
  - Between organisations/agencies
  - Because settlements / towns / cities / regions / provinces as SES and CAS they must be dealt with as a whole.

# APPLICATION OF SPLUMA PRINCIPLES

- Spatial Planning, Land Management & Development (e.g. Municipal SDF and IDPs) must be grounded in principles.
- Municipal SDF and IDP is not owned by Municipality alone – they are the instruments for all of governments delivery and achievement of sectoral goals and objectives. (**Compact between Government as a whole and society**)
- Hence the emphasis on Integration / Whole of society approach.
- **Innovation / Doing-Learning from Doing-Doing Again – emphasis on Spatial Performance Management.**
- **Not about the Plan – Planning is a means to an End – Planning for Implementation.**
- Needs a different approach to governance and management – called for by the Constitution – but hardly ever implemented in South Africa = **ADAPTIVE GOVERNANCE and ADAPTIVE MANAGEMENT** approach.