REPORT ON THE SAITRP INTERNATIONAL CONFERENCE
"GROWTH MANAGEMENT FOR CITIES IN CRISIS"
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SESSION 1: TWO CITIES

Prof Eugenie Ladner Birch
Planning in a World City: New York and its Communities
Mr D Daniels
Growth Management in Post Apartheid Cape Town from Fragmentation to Integration

As international speaker, Prof Birch explained the context of New York as an international city, highlighting its economic, geographic and planning situation. She touched on the framework for New York city planning and illustrated the Uniform Land Use Review Process (ULURP) with case studies. The absolute necessity of ordered public participation and co-operation between the community board, the city planning commissions and the president were stressed. She concluded that planning in and for a world city, like New York and its communities, is the product of many people who collectively consider local needs as well as promote world city efforts.

Mr Daniels acknowledged the need for effective management of the City of Cape Town and its metropolitan area to deal with the following: problems brought about by the application of the Group Areas Act and other discriminatory legislation, planning notions designed for different contexts abroad, major demographic shifts, particularly rapid population growth, unemployment, the housing shortage and the collapse in services. He identified the priority tasks as twofold: firstly, facilitating economic growth in order to raise living standards and alleviate poverty and secondly, improving the delivery of land, infrastructure and services so as to avoid permanent damage to environmental resources: in

other words, to ensure a sustainable future. He explained that growth management recognised that unmanaged growth has two destructive manifestations. The first is using the wrong land (for development) and the second, using land the wrong way. He proposed an holistic view of development which would integrate the sectoral, spatial and organisational elements which, in the case of Cape Town, are the RDP, MDF and Vision 2000. He stressed the role of both local government and civil society.

SESSION 2A: PLANNING SYSTEMS IN THE NEW SOUTH AFRICA

Dr P E Claassen
The Planning, Development and Environmental Conservation Systems of South Africa: Shortcomings and Possibilities
Mr G McLachlan
Local Government and Development: Aspects of an Important New Role for Local Government in a Democratic South Africa
Mr I Kadungure
Some Implications of Sociological Phenomena on Planning Issues and Their Impact on Growth and its Management

Dr Claassen's paper focused on the way forward. In this paper he examined the Interim Constitution together with selected acts and ordinances to determine their potential in providing viable systems for planning, development and environmental conservation within the framework of the RDP. He suggested a wide range of changes in legislation to ensure that planning issues be addressed pro-actively, to ensure sustainable development. He proposed that an interdisciplinary team

review the whole system in order to achieve a synergistical relationship between the systems of separate government departments.

Mr McLachlan's comments on the role of local government were based on his own "hands-on" experience which he briefly discussed and illustrated by various case studies. Useful practical suggestions were made as how to ensure that the role of local government would be responsive in a pro-active sense to the needs of poor communities. He stressed that this would entail local governments assuming a new role - that of a community development agency.

The last paper of this session was presented by Mr Kadungure. It dealt mainly with the past Apartheid philosophy and its implications and proffered some solutions. He stressed the importance of the RDP in terms of two basic issues, namely meeting basic needs and protecting the environment, and that public participation should be seen as subservient to these two.

SESSION 2B: METROPOLITAN CHALLENGES

Prof A Mabin
Urban Crisis, Growth Management and the History of Metropolitan Planning in South Africa
Ms P Ramarumo
Some Challenges facing Planners in a Post Apartheid South Africa
Mr B C Gildenhuys
Urban Reconstruction and Development: The Petrification of the Apartheid City

Prof Mabin het met 'n insiggewende geskiedkundige oorsig van Metropolitaanse Beplanning (MB) in SA, bewys

dat MB ten spyte van die groot invloed daarvan op die fisiese groeirigtings van die metropole, 'n minimale invloed gehad het op die lewenskwaliteit en doeltreffendheid van die gebiede. Hy het die ontwikkelingsfases van MB in die PWV, Kaapstad en PE bespreek, die relatiewe ooreenkomste in die evolusiegang van beplanningstrukture en hulle funksies en resultate uitgelig. Ofskoon MB deur die eeue op verskeie maniere die individue wou bevoordeel, toon die proses tot op hede nie 'n oplossing te bied nie. In sy slotrede het hy, ten spyte van die kritiek teen 'n deelnemersbestuursbenadering, beklemtoon dat SA nie oplossings by Noord-Amerikaanse Metropolitaanse Beplanningsmodelle moet soek nie, maar sy eie uitdagings met interafhanklikheid en ongelykheid deur allosentriese inisiatiewe vanaf die breë deelnemenersgroep moet kan aanspreek.

Me Ramarumo het duidelike kritiek uitgespreek teen die geskiedkundige ondeursigtige beplanningsprofessie waarin beplanners merendeels reaktief in 'n geïsoleerde proses opgetree het, in 'n wanpoging om 'n gemeenskap se ontwikkelings- en sosiale probleme deur fisiese beplanning te probeer oplos. Volgens haar lê die uitdagings vir die professie in 'n nuwe benadering waarby beplanners tegnokratiese, advokatiewe, en politiese rolle moet vertolk, met beklemtoning van hul adviserende en leidengewende funksie teenoor die owerheidsrolspelers, om ontwikkeling te bewerkstellig. Sy beklemtoon verder dat die herdefinisie van die aard en rol van die professie by beplanningskole, wat verteenwoordigend is van die gemeenkappe waarvoor beplan word, moet begin, dat beplanners self hulle posisie moet heroorweeg en dat eenvoudige duidelike kommunikasie die basis daarvan moet uitmaak.

Mnr Gildenhuys het, deur 'n bespreking van die historiese ruimtelike stedelike ontwikkelingspatrone en die ooreenkoms tussen plattelandse en stedelike kerne, getoon dat die oplossing vir die stedelike en plattelandse krisisse definitief nie in die blote produksie van huise en opgradering van infrastruktuur in bestaande agtergeblewe areas deur bestaande institusionele instellings lê nie. Dit is as 't ware 'n herbevestiging van die be-

staande Apartheidstad. Groeibestuur behoort 'n aaneenlopende proses te wees waarin gemeenskappe deur 'n toepaslike beleidsraamwerk deelneem aan geïntegreerde stedelike ontwikkeling waarin die produk van ontwikkeling nie volgens die kort termyn politieke druk en vraag voorsien word nie, maar volgens langtermyn beoordeelde gemeenskapsbehoeftes. Hy het dit duidelik gestel dat stedelike probleme grotendeels die gevolg is van inkonsekwente landelike en streekbeplanning en dat veel groter ontwikkelingsprobleme in die landelike gebiede 'n definitiewe invloed op die stedelike krisis het. Hy beklemtoon die siening dat die behandeling van stedelike simptome nie blywende oplossings kan bied nie. Die oorsake van die krisisse moet eers aangespreek word.

SESSION 3A: ECONOMICS AND CITY MANAGEMENT

Mr P Harrison
Global Transformation: Challenges for the Management of South African Cities
Mr K Naicker
Partnerships in City Management
Prof M Landre and Ms V Nel
City Marketing: A Theoretical Framework, and Practical Experience in Verwoerdburg

Inleidend tot die debat oor wêreld ekonomiese verandering en die invloed daarvan op stedelike ruimtelike ontwikkeling, het mnr Harrison die opvallendste wêreldveranderinge verduidelik. As oplossing vir hierdie stedelike krisisse word die vraag gevra na die noodsaaklikheid van 'n beleid waarvolgens stede bestuur moet word om internasionale ekonomiese veranderinge te kan akkommodeer. Vanaf die 1980's blyk die oplossing in die "Aandeelhouersdeelname benadering" te lê. Harrison beveel aan dat die positiewe elemente van die verskillende opinies oor plaaslike ekonomiese ontwikkeling gekombineer moet word binne selektiewe owerheidsdeelname wat pragmaties verweef is in 'n stedelike ekonomiese ontwikkelingsproses, inaggenome internasionale tendense, om 'n unieke stedelike bestuursproses handhaaf. Proffs Smit en Robinson het later verwys na die plaaslike probleme in die stedelike bestuursproses waartydens die verskillende opinies oor

plaaslike ekonomiese ontwikkeling gekombineer moet word.

Plaaslike ekonomiese, sosiale en fisiese welsyn van gemeenskappe was as sulks deel van die stedelike bestuursprosesse. Mnr Naicker motiveer, aan die hand van die beplanningsbenadering van die Kemptonpark Stadsraad, dat pro-aktiewe strategiese bestuur vir ekonomiese ontwikkeling en verstedeliking ingesluit moet wees in elke bestuursplan. Mnr Naicker benadruk dat beplanning nie vir mense gedoen moet word nie, maar dat deelnemende eienaarskap 'n oplossing is binne situasies waarin die hele beplanningsproses negatief beïnvloed word deur suspisie en 'n tekort aan kennis en vermoë. Stadsrade benodig 'n paradigma verskuiwing, sonder die opneem van die politieke stryd, waartydens die implementering van aksieplanne, by wyse van kriteria vir suksesmeting, eerder as 'n lys van beleidsriglyne en goeie doelwitte, kan geskied.

Prof Landre en me Nel het stedelike bemarking as 'n oplossing vir bestuur van stedelike krisisse voorgestel. Die nuwe kombinasie tussen bemarking en stedelike ontwikkeling wat plaaslike ekonomiese ontwikkeling ten doel het, is gebaseer op metodes waarmee nuwe industrieë, investering, kleinhandel, toeriste en belastingbetalers na 'n stedelike gebied getrek word. Volgens hulle vestig stedelike bemarking ook die aandag op 'n alternatiewe vorm van stadsbeplanning waarin kompeterende teikengroepe buite die gebied in ag geneem mag word eerder as om net interne belangegroepe te koördineer. Landre en Nel het na Verwoerdburg Stadsraad as gevallestudie, waarin stedelike bemarking toegepas is, verwys en die noodsaaklikheid dat hoë bemarkingsplanne in noue verwantskap moet staan met strategieë wat die legitimiteit en noodsaaklikheid van plaaslike owerhede beklemtoon. Geen ooreenkoms word aangedui met stedelike toerismeplanne wat in die Wes-Kaap eweneens poog om soortgelyke doelwitte te bereik nie.

SESSION 3B: RESOURCES AND DECISION SUPPORT

Mr J Visagie
High Resolution Satellite Imagery - An Invaluable Tool in Modern City Management

Mr T B Wulfsohn
What Type of Geographic Information Systems do Urban Planners Need to Facilitate the Growth Management of South African Cities
Ms M Coetzee
A Decision Support System for Land Delivery

In his presentation, Visagie blamed the lack of up-to-date planning information for the difficulty in defining the problems of our cities i.e. problems with housing, infrastructure and city traffic. He illustrated how the use of high resolution satellite imagery could offer a possible solution and cited a number of studies that Erma (a business unit of Houwteq) had undertaken to underline the value of this method.

Wulfsohn on the other hand criticised the growth of GIS for being technology driven. He maintained that this had prevented the development of GIS from achieving a broader, critical and contextual perspective of the larger project. In order to overcome this problem, he suggested that an information management strategy for planning, that is not dominated by the GIS profession, be developed.

In her paper, Ms Coetzee dealt with the role of information technology in the decision-making process. She defined the need for the development of the Decision Support System for Land Delivery (DSSLD) in terms of the RDP and explained the development of an East Rand DSSLD as a negotiated interdisciplinary urban growth management process in contrast with the past blueprint approach. Her paper concentrated on the specific experience of the East Rand Regional Services Council's approach rather than on placing the process in a wider context and thereby providing general guidelines for wider application.

SESSION 4

Prof F D W van Zyl
Re-assessing the Role of the Institute

Prof Van Zyl's paper gave rise to a lengthy debate which followed. In this paper he suggested that the present period of reconstruction in South Africa be utilised by the Institute as a time for self-examination particularly

with respect to aspects such as values, ethics, membership and education. After dealing broadly with the philosophy of planning, he focused on some practical issues pertaining to the profession and highlighted factors such as the lack of goals, shortage of time and people, "private wealth and public poverty" which are all part of the environment context within which the planner must operate. In consequence he stressed that planning is therefore not only concerned with the creation of beautiful plans, but with the enrichment of human behaviour and the creation of future choice through sensitive policy and action.

SESSION 5: CONTRASTING DEVELOPMENT CHALLENGES

Prof M Vidor
Current Challenges for Development Strategies in Major Cities
Mr F Kalabamu
Urban Challenges and Development Policies: Lessons from Botswana

Prof Vidor's paper dealt with ten essential dichotomies connected with problems of cities in crisis all over the world, inter alia, generalistic holistic attitudes vs partial, specialized and analytic approaches; democracy vs autocracy; public vs private interest; prescripted condificated planning procedures vs flexible feedback processes; cooperation vs competition; and local vs region/nation/global boundaries and last of short range strategies to long range ones stressing the challenges these hold for both planners and politicians. Views expressed by Van Deventer and Gildenhuys during Session 7A and 2B underline the practical implications of these conflicts in the current South African housing and urban development context.

Mr Kalabamu's paper (which won the award for the best paper at the conference) dealt with the various initiatives and policies, as developed in Southern Africa, within the particular context of Botswana. These policies which were aimed at dealing with the growing urbanization and rural-urban migration placed local government and planners under enormous stress in providing jobs, services, housing and other essentials midst an often constrained conventional planning framework

which inevitably gave rise to reconstruction with the emphasis on crisis planning techniques. He presented an overview of environmental conditions pertaining in Third World cities in Southern Africa, on the basis of which he presented a range of challenges that are likely to confront SA. He concluded with a few suggestions on possible courses of action which could be followed to bring about peace, reconstruction and prosperity on a sustainable basis in the new SA. He stressed the importance of establishing a partnership between government and planners in dealing with the urban crisis which resembles that of other developing and Southern African countries.

The imposition of technocratic ideas, control or regulations on communities does not pay dividends and the most workable alternative is to empower communities, and at assisting them to "do what they can do better": a point also stressed by Van Deventer in her paper (Session 7A).

SESSION 6A: INTEGRATED URBAN DEVELOPMENT and HOUSING CASE STUDIES

Mr K Sturgeon
Metropolitan Development Framework: The Way Forward. Inner Metropolitan Development Framework
Prof P Robinson and Prof D Smit
Some Early Lessons from Cato Manor Development
Mr A Rendall
In-Situ Upgrading and Infill Development: International Experiences and Some Implications

Mnr Sturgeon het verduidelik hoe die Metropolitaanse Ontwikkelingsraamwerk vir die Kaapstad metropool se stedelike sisteem uit drie boustene bestaan, naamlik die residensiële komponent, publieke oop ruimte en vervoernetwerke. Deur grafiese voorstellings is die ruimtelike implikasies van die toepassing van verskeie stedelike ontwikkelingsmodelle op die Kaapstad metropool geïllustreer. Die aanvaarding van 'n eksakte LA, Sao Paulo of Curitiba blyk nie 'n oplossing te wees nie en noodsaak die integrering van die positiewe aspekte van die verskillende modelle tot 'n toepaslike oplossing vir die hantering van stede-

like groei binne die metropool, sonder die oorskryding van die stedelike randsone.

Wat hiermee verband gehou het, is die visuele uitbeelding van 'n verskeidenheid van stedelike ontwikkelingsmodelle op die Kaapstad metropool, soos aangebied deur die wenplakkaat van nagraadse studente aan die Universiteit van Stellenbosch.

Proffs Smit en Robinson het die situasie rondom die Cato Manor Ontwikkelingsprojek onder die leiding van die *Cato Manor Development Association* (CMDA) verduidelik. Hierdie lê klem op 'n model van stedelike herkonstruksieprojekte waar bekostigbare behuising, werkskepping en minimalisering van pendel as uitgangspunt dien. Verskeie probleme soos streeksbehuisingsrade en implikasies van grondbesit as voorvereiste vir verkryging van subsidie, noodsaak 'n oorbruggingssubsidieskema vir hantering van projekte in areas onder uitsonderlike druk. Terselfdertyd veroorsaak produksiedruk 'n vraag na alternatiewe dorpstigting en uitleg prosedures, terwyl die geskiktheid van hoë standaard van behuisingsprojekte bevraagteken word weens die vraag na inkrementele behuisingsopsies. Gebalanseerde metropolitaanse belange teenoor die behoeftes van projekbetrokkenes veroorsaak dat die beplanningsproses kan skipbreuk lei weens onvoldoende ondersteuning, gevestigde belange en uiteenlopende opinies en persepsies. Hierdie universele ontwikkelingsprobleme dien as basis vir die blootstelling aan debatteerbare besprekingsonderwerpe wat bydraend sal wees tot nasionale behuisingsbeleid wat toekomstige projekte gaan beïnvloed.

Mnr Rendall het die gesentreerde fokus op behuising en stedelike ontwikkeling gekritiseer en het voorgestel dat 'n tweeledige oplossing nodig is vir hantering van behuisingsprobleme naas die bestaande periferale voorstedelike "site and service" behuisingstrategieë. Hy beveel 'n unieke toegepaste benadering van "in situ" opgradering en invulontwikkelings aan, wat gebaseer is op internasionale lesse. Deur die ontleding van vyf internasionale gevallestudies word invulontwikkelingstrategieë beklemtoon as beter kort- en langtermyn oplossings vir die behuisingsagterstand en stedelike

probleme as "in-situ"-opgradering. Rendall het verder die noodsaaklikheid van 'n beleid wat voorsiening maak vir hierdie oplossing van die stedelike krisis, wat reeds deur die gemeenskap aangebied is sonder dat enige beplanners of owerheid betrokke was met die formule, beklemtoon. Hy het afgesluit deur beplanners aan te moedig om deel te neem aan hierdie stedelike bestuursproses deur eerder op die geleenthede van kombinasie tussen fisiese beplanning, werkskepping, vervoer, rekreasie en opvoeding te fokus as op die pogings om alternatiewe oplossings te soek.

SESSION 6B: DESIGN and MANAGEMENT CASE STUDIES

Ms A Segal
Newtown Cultural Precinct: An Urban Design Strategy for Sustainable Growth
Mrs G Hill and Mr C Fuller
Transport and Trade as an Opportunity for Carving a Niche in the Urban Fabric
Ms L Sorrel and Mr M Parker
Chaning Urban Environments: The Need for Appropriate Zoning Controls

In her paper Ms Segal stressed the need to adopt an holistic approach which recognises the complexity of urban development, to contextualize the elements of a city. Her paper illustrated this approach (with urban design as a strategy for sustainable growth) in the case study of the Newtown Cultural Precinct Project undertaken by the Urban Strategies Division of the Johannesburg City Planning Directorate.

The paper of Mrs Hill and Mr Fuller introduced and explained the Mansel Road Development, Durban, which was used to illustrate a concept which is a composite solution to an apparent transport problem. This project which includes the development of a long distance bus facility presented a unique opportunity for the city to enhance the importance of transport in an informal economy and to make use of the opportunities presented by the concentration of transportation in terms of informal activities and job creation. Their paper illustrated clearly the specific approach and process which could set an example for similar

projects elsewhere.

The last paper of this session was that of Ms Sorrel and Mr Parker. The case study of Green Point and Sea Point was used to illustrate that the attainment of the desired built form depends on an understanding of the underlying values of the town planning regulations. Urban Management is identified as one of the most important challenges. It was also emphasized that our low density and fragmented urban areas should be restructured through programmes such as the RDP. In conclusion it was noted that zoning is only a tool which needs to be used in conjunction with other incentives or restrictive means, and that zoning regulations need to respond to the needs of the city and its people.

SESSION 7A: AFFORDABLE HOUSING POLICY

Ms K van Deventer
Affordable Housing: Strategies to Beat the Backlog
Mr D Gardner
Managing New Interfaces in South Africa's Urban Areas

In haar kort maar bondige aanbieding het me van Deventer behuisingstrategieë en die subsidie beginsels gekritiseer aangesien dit nie voorsiening maak vir die armstes nie. Sy het 'n strategie voorgestel wat berus op die uitskakeling van struikelblokke wat behuisingsubsidies veroorsaak, en waar administratiewe en finansiële strukture en gemeenskapsdeelname geïdentifiseer word. Sy het beklemtoon dat daar daadwerklik gebou moet word op basiese verstedelikingstrategieë wat voorsiening maak (deur die inagneming van bestaande huisvesting opsies soos onderverhuising en plakkery) vir stedelinge wat minder as R1 000 per maand ontvang. Behuisingstrategieë, wat betekenisvolle publieke deelname insluit en voorsiening maak vir konflikhantering deur multidissiplinêre projekspanne, word benodig ten einde mense te help om wat hulle doen beter te doen, eerder as om bloot met hulle te konsulteer en vir hulle te produseer. Tegnokratiese produkbenadering tot behuisingskrisisse word nie as oplossing aanbeveel nie, maar eerder die voortdurende bevraagtekening van aannames wat

o.a. as basis dien inaggenome finansiële kwessies terwyl duidelike optrede nodig is.

Volgens mnr Gardner lê die grootste uitdagings vir stedelike beplanners in die voorsiening van voldoende en geskikte grond, dienste en behuising ten einde armes in stedelike gebiede te huisves. Toekomstige verantwoordelikheid berus by die plaaslike owerheid om die behuisingskrisis aan te spreek deur suksesvolle veranderde ekonomiese-, konstitusionele-, politieke-, beleids- en geografiese benaderingswyses. Hy het die standpunte van mnr Gildenhuys onderskraag in die sin dat indringende aandag gegee moet word aan die bestuur van ruimtelike fisiese stedelike patrone en konflikterende grondgebruike ten einde 'n herkonstruksie eerder as duplisering van die ruimtelike struktuur te bewerkstellig. Plaaslike owerhede word voor die uitdaging geplaas om, binne die HOP-doelwitte, daadwerklike aandag te gee aan goeie krisisbestuur as daar enigsins gepoog wil word om te verseker dat die bestaande krisisse nie oor die volgende paar jaar vererger nie.

SESSION 7B: POINTERS TO THE FUTURE

Mr S Nicks
Curitiba: Some Lessons for Planning in South Africa
Mr S Berrisford
The Interim Constitution and its Implications for Growth Management

Mr Nicks' paper gave a thorough account of Curitiba as well as important lessons and policy implications for South African planning in the future, with specific reference to the Cape Metropolitan area and also presented some useful suggestions as a contribution towards the search for a new role for town and regional planners.

Mr Berrisford explained the role of the Interim Constitution and then examined the implications of Chapter Three (the Bill of Rights) of the Interim Constitution in relation to the management of growth in South African cities. This paper highlighted particular areas which would require careful attention from the authorities concerned. He also looked at the new framework within which all levels of

government decisions will have to be made and the effect of the property clause on the power of authorities to manage growth effectively.

SESSION 8: CHANGING APPROACHES TO STRATEGIC URBAN MANAGEMENT

Mr T D Wilson
The New Emphasis on Community Among Planners in the United States and South Africa
Dr K Wall
A Strategic Urban Management and Development Policy for South African Cities: Agenda Issues suggested by a Review of International Aid Agency and United States City Experience

Mr Wilson stated from his experience as an American planner, that the primary focus on community building in South Africa corresponds with the growing international interest in creating methods to handle physical planning and social problems which result from rapid urbanisation. His presentation was based in part on his experiences acquired when dealing with a forum that coordinated physical, economic, social and environmental planning in devastated areas of Miami after Hurricane Andrew. He explained the physical design, economic development and social support principles for community planning and concluded with a slide presentation of three examples of community planning done by development corporations.

In his presentation Dr Wall stressed the fact that whilst the United States normally deals with the aspect of how to manage change, the issue in developing countries is rather that of how to control the major levels of change. He indicated how such an approach would relate to South Africa's Reconstruction and Development Programme (RDP). Important issues that need to be placed on an agenda for a strategic urban management portion of the RDP were explained by citing US and International Aid Agency experience. Amongst the most critical issues to be addressed were: ensuring an holistic strategy, a response to the environment, the improvement of urban productivity, the availability of basic services to all and the reduction of spatial segmentation of residential

areas. He concluded his presentation with the remark that the professions must step outside their traditional roles.