



Cities to be tamed? Standards and alternatives
in the transformation of the urban South
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The City of Tshwane, South Africa – Some New Planning Games Aimed at (Re)Shaping and Nurturing Spaces, Places and Faces. A ‘Blue-Sky Thinking Approach’ in Fighting Back ‘The Dark Side of (Apartheid) Planning’

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The South African legal framework established by the former apartheid regime, together with ineffective planning measures, resulted in a distorted settlement pattern. Successive post-apartheid South African governments are faced with a dilemma to address these developmental challenges in transforming the urban landscape. Following on the government transformation in 1994, a plethora of new acts and policies were developed but spatial change is not happening as expected. In short, urban planning in South Africa is still stifled by the apartheid legacy. This paper, explores how South African cities are shaped by ideological visions, the impact of stereotypical visions on the spatial configuration of South African cities, how spaces are shaped through the struggle between rational thinking and power, and how vernacular rules of transformation can hamper planning. This paper presents a new planning game aimed at (re)shaping spaces, places and faces...

Keywords: Transformation of planning in South Africa, Power and politics in Planning, Vernacular rules in the planning arena, Planning legislation and policies in South Africa, Stereotypical visions in planning

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Introduction

A City can be compared to a human body where the interaction between all the body's parts, perfectly function as one effective system. The City of Tshwane, South Africa, represents a dismembered body - stifled by the 'apartheid' regime that crippled the planning system. The scarred urban fabric is distinctively characterised by low density urban sprawl, fragmented communities and spaces and scattered impoverished informal settlements established in remote areas - removed from the 'basket' of economic opportunities, services and amenities. In short, South African cities have been described as 'some of the most inefficient and unsustainable in the world due to policies of separate development and the apartheid government' (Watson cited in Schoonraad 2000: 1). The City of Tshwane echoes this trend and is in effect the epitome of what Alain Bertaud refers to as 'unintended result of unforeseen consequences of policies and regulations that were designed without any particular spatial concerns' (Bertaud 2004: 5).

Urban planning in South Africa is still trapped by the apartheid legacy - unable to excel - forever focussing on the clichéd solutions.... The bare reality is that, despite fruitless efforts, in the City of Tshwane, the apartheid city form is being 'perpetuated and reinforced' (RSA 1999: 18). Experts argue that South Africans have an inherent 'anti-urban' mindset (Schoonraad 2000: 5). Whatever the reason might be - planning in South African is hauled in by a spiral of misconception. The current (new) South African planning and construction fraternity continues to create unsustainable settlements, whilst blaming the apartheid system. Urban planning has become a perilous game - an enforcement of stereotypical visions and personal agendas, both in the private sector and government.

In this context, this paper explores how the spatial configuration of the City of Tshwane was/and still is being influenced by: (1) ideological and political visions, (2) legislation and policies, (3) the struggle between rational thinking and power relations, and (4) lastly vernacular rules and language games.

South Africa - Some reflections and reflexes on the transformation attempts

The South African political scenario is marked by two prominent government regimes namely pre (pre 1994)³ and post- apartheid (post 1994)⁴.

The pre -apartheid planning regime

South Africa is well renowned for its history of apartheid, its discriminatory apartheid planning policies and physical segregation of spaces and races.(also refer to Giliomee and Mbenga 2007:174). The apartheid system was typically characterised by strict legislative control measures, forced removals and subsequent relocations (usually on the periphery of urban regions) in order to ensure the homogenous distribution of races. In the process, the urban landscape was unshaped and reshaped, remapped and various neighbourhood areas reconfigured (Lanegrans 2000:269). The spatial formation of the typical apartheid city was one of racially-based residential segregation divided by either landscape features or deliberately constructed elements such as industrial zones or highways.

Prior to the 1990s, planning in South Africa was largely dominated by the typical 'modernist urban planning system'. This blueprint planning system (dating from the early 1940s), which developed in tandem with the apartheid ideology in South Africa, was largely characterised by a rigidly structured planning and land use control system.

³ The first formal separation legislation were promulgated in 1913, known as the "Black Land Act 27 of 1913", which attempted to divide the Union in separate racially-fragmented residential areas.

⁴ 1994 marks the first democratic elections in South Africa. President Nelson Mandela was sworn in as the first democratically elected president of South Africa.



This autocratic system was the supporting foundation that assisted the apartheid government to achieve its (skewed) development prerogatives and is therefore partly to blame for the fragmented and unsustainable urban form⁵. These planning, political and institutional arenas, framed by strong legislation and policies, also spawned a particular (vice) culture and mindset, as well as a powerful negative and discriminatory planning language - with associated words such as: homelands, land use control, segregation, black removal, relocation, informal settlements, just to mention a few.

In short, the legal and policy framework implemented by the former apartheid regime, together with archaic spatial planning processes, (un)shaped the urban landscapes into what is commonly referred to as a 'grossly distorted spatial pattern' (refer to Green Paper on Development and Planning 1999 (RSA 1999)). The typical South African rural landscape has an even gloomier outlook. Impoverished rural communities were established in remote areas, far from employment opportunities, services and amenities - proverbially divorced from the urban economies. This spatially, fragmented and disjointed settlement pattern has largely hampered development and growth in both urban and rural areas by restraining communities from accessing economic and/or development opportunities.

The post-apartheid planning regime – an era of (attempted) transformation

During the late 1980s, the cracks in the planning system started to show and progressive planners and Non-Governmental Organizations (NGOs)⁶ in South Africa increasingly experienced the flaws and limitations of the apartheid planning system. Various planners emphasised 'the need for a fundamental restructuring of fragmented, unequal and unsustainable forms created by the decades of colonial and apartheid rule' (Oranje 2012: 174), and reiterated the need for new legal and policy frameworks (ANC 1992; and 1994; and Harrison 2002: 172). In the aftermath of apartheid (during the first part of the 1990's), the ruling party (African National Congress (ANC)) campaigned for the restructuring and transformation of South African cities and subsequently commissioned the development of hands-on 'state-of-the-art' legislation to 'make change happen' and to leverage this 'spatial (re)engineering and change' (Oranje 2012: 173).

During the mid to late 1990s, significant strides were made by the South African government, planning institutions and planners to develop a new more 'appropriate' *viz.* integrated, developmental, democratic, strategic and sustainable development planning system. This system was (is) rooted in international planning principles and founded in the emerging democratic and developmental focus of the new South African government. The new planning system, is therefore, supported by an array of new, post-transformation Acts and policies (ANC 1994; Republic of South Africa 1995; 1996; 1998; 1999; and 2000). Towards the turn of the millennium, it seemed as if this transforming planning system had the potential: (1) to replace the inappropriate and discriminatory urban planning and urban management systems that existed prior to the 1990s; and (2) to provide a new context and impetus for the further transformation, reconstruction and development of the neglected and fragmented South African urban and rural spaces.

In view of the preceding sections, the ultimate question should hence be raised- 'did this transformative post-apartheid planning system 'make change happen', as promised' - or alternatively did this system succeed in steer heading South African cities to a sustainable, integrated, racially inclusive (*et al*) desirable development path?

⁵ See also Oranje *et al* (2000); Mabin and Smit (1997); Republic of South Africa (1998); Younge (1998); Republic of South Africa (1999); and Republic of South Africa (2001).

⁶ These NGOs included amongst others Planact, the Development Action Group, and the Built Environment Support Group, see also Harrison (2001: 183).

The contrary is true...the post-1994 spatial form of many South African cities remains distorted and current development patterns even perpetuates the apartheid form. Some scholars and practitioners in South Africa even argue that this new 'refined planning system' that was primarily 'inherited' from European, British and American planning systems, is too sophisticated and complicated and perhaps not appropriate for a country with so many diverse first, second and third world development needs.

The City of Tshwane – shaping the (un)shaped, a status quo

The City of Tshwane, which is the third largest metropolitan municipality in the world, (in terms of land size), after New York (USA) and Tokyo (Japan), did not escape the (trans)formation of apartheid. On the contrary, this city presents a painstaking example of the spatial distortions, transformations and struggles referred to in the previous sections. The spatial development pattern of this city also presents a good example how this landscape was (un)shaped by a prejudiced ideological, politically driven vision (and related inappropriate planning systems and language games), see also Coetzee (2005); Homann (2005); and Serfontein (2006). The City of Tshwane, followed the typical apartheid process of segregation, forced removal and relocation. After almost two decades of democracy, the fragmented skeleton of the apartheid system remains - a cruel reminder of the past. Alarming, the distorted spatial form of the City of Tshwane has not changed significantly within this 110 year timeframe.

The abandonment of the apartheid system has furthermore opened the door for the rural-urban migration of rural dwellers desperately seeking employment opportunities in the city. These rural migrants erect informal structures on the 'urban fringes of the older African communities and, thus, have reinforced the apartheid landscape' (Lanegrans 2000:269).

Considering the current built-footprint, spatial change in the City of Tshwane is not happening as expected, or was envisaged in 1994. Oranje (2012: 174-175) also attests that many promises were made (1994) but that these expectations were not reached. Oranje (2012: 175) refers to the 'gap between the post-apartheid urban restructuring intentions and outcomes on a more broad-based, conceptual level'.

As a result of bad planning, and in contrast with all urban design, resilience and sustainability principles, the City remains segregated, dysfunctional and disconnected. Development still takes place in a scattered and seemingly *ad hoc* manner and is primarily still focused around the periphery, away from the city centre. The City of Tshwane (as municipal authority) is partly to blame, since the municipality continues to approve undesired land development applications, which perpetuate the pre-1994 spatial form, see also Lanegrans (2000:269).

Impediments to change

There are possibly a myriad of reasons why the spatial development in the City of Tshwane (and for that matter, other areas in South Africa) (post 1994) did not realise the way it was expected, *viz*: transformation pressures, poor and overcumbersome planning systems, dysfunctional government systems, lack of leadership and capacity, and inappropriate planning policies, see also COGTA (2009 a and b).

This section, however focuses attention on four particular and important forces or constructs, which in the opinion of the authors have played/ are playing a major role in (un)shaping the spatial landscape in many South African regions, namely: (a) the confusing and inappropriate legislative system - and the (dis)belief that legislation is the magic cure for all that went wrong; (b) the inevitable struggle between rational thinking and power relations (power games); (c) the stereotypical outlooks, ideological visions and political visionaries; and (d) the so-called obstructive vernacular rules or language games.



Confusing and inappropriate legislative system – the (dis)belief that legislation is the magic cure for all that went wrong

Despite the dawning of democracy, which introduced new legislation and policy frameworks, the South African planning system today, almost two decades after transformation, is still struggling to implement these new policy principles. Planning (and planners) in South Africa is/are still struggling to come to terms with its new role and identity. The planning system in South Africa developed into a complicated and somewhat isolated system, which in spite of its good democratic, strategic and (sustainable) developmental characteristics, is failing to achieve the required results and development targets.

In view of the above, it is clear that despite numerous new planning attempts, transformation efforts, and new planning legislation, very little progress was made to actually undo the geography of apartheid. These artificially created apartheid spaces and places remain intact. Town planning got trapped in the web of power, agendas and promises. At present, experts are even concerned that 'the barriers between communities do not appear to be eroding' (Lanegran 2000: 270). In short, the planning system has failed to deliver on its mandate of transformation and restructuring. Too often, learned scholars (in the particular field of spatial planning), lay the blame of the current development situation (and planning dilemma) at the door of the rigid apartheid system and related planning policy. The planning scenario in South Africa has, however, reached a stage where this answer is simply 'not good enough'.

New urban development patterns are in effect the perpetuation and reinforcement of the apartheid city. Numerous planning and legislative measures have been promulgated under the new government dispensation. It seems that the planning system has been 'overloaded' with visions, acts, documents, green papers and white papers, so much so that the system cannot 'overhaul' (refer to Figure 1). The over-abundant legislative system, which is supported by a plethora of planning policies, strategies and plans, resulted in a random planning system that is starting to lose its flair and effectiveness - and a system that is too often misused for personal gain.

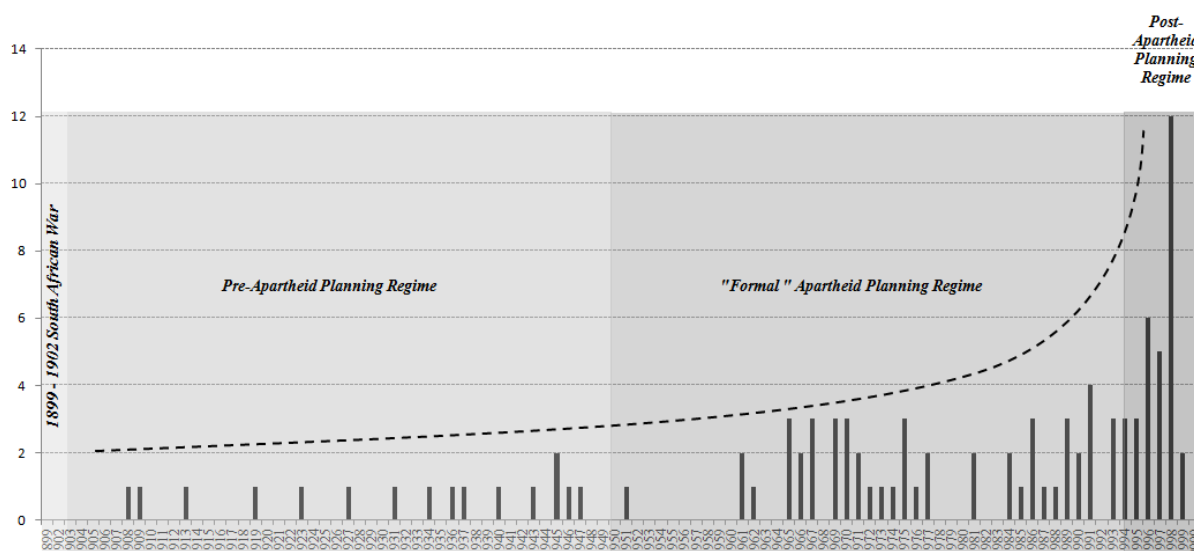


Figure 1: Number of legislative documents promulgated (1900 – 2000). Graph compiled by authors based on information derived from van Wyk (1999)

At present, Government leaders, the business sector, communities, and even development professionals are steering towards a ‘reverse psychology’ by arguing that planning legislation is the power tool that will chisel *vis. a viz.* (re)shape and (re)structure the spatial development pattern towards the ‘desired state’. They base their argument on the evidently (un)successful impact that the former legislative and policy structure played in shaping the apartheid city.

It is recognised that the South African government during the past 16 years has made significant progress to transform local government and municipal development planning. Various new development-related policies and acts were drafted and many efforts were made to improve the developmental performance of local government. It is however argued that, ‘...although much progress was made on policy level, not enough was done in practice to actually improve the developmental performance of the urban regions’ (Coetzee 2010: 22).

The inevitable struggle between rational thinking and power relations (power games)

Although the new generation urban planners are trying ‘to make change happen’ through rational thinking and sound principles, city leaders and politicians are continuing to play all sorts of power games. What makes these games more challenging is the fact that these games are played in an arena of social conflicts, a plethora of confusing legislation and policies, stereotypical visions, dysfunctional institutional structures, corrupt practices... and promises.

A study that was done on the transformation of planning in the City of Tshwane (1992 -2002) provided valuable evidence on the way in which power relations, between and within the management and political spheres have influenced (and hampered) transformation, planning and also the spatial development (and form) of the city (Coetzee 2005). Based on the work of Foucault (1994a; 1994b), this study indicated the omnipresence of power(s), the illusive nature of power as well as the different types of good and bad power (and related power relations). The study further indicated how the City of Tshwane, similar to many other regions in the world has suffered the consequences of power struggles and power games (Coetzee 2005 and 2006; see also Forester 1982; Mc Cloughlin 1992; Mc Clendon & Quay 1992; Hoch 1984; Flyvbjerg, 1996; 1998a; 1998b; Watson, 2002; Allmendinger, 2001; and Lapintie, 2002). In addition, it is argued that planners and planning systems in the City of Tshwane, (specifically during the period of transformation) was largely dominated and frustrated by the so-called ‘aggressive’ Machiavellian powers of ‘The Prince’ (Machiavelli 1961) and the dominatory political powers (*vis. a viz.* the rational planning powers) as described by Flyvbjerg (1998a), see also Coetzee (2005 and 2006). The negative ‘force of politics’ in the planning process was also emphasised by case study research that was done by amongst others Hoch (1984: 342); Flyvbjerg (1998) (Aalborg, Denmark), Watson (2001:130 - 131)(Cape Town, South Africa); Coetzee (2005) (Tshwane, South Africa) and Allmendinger (2001: 201 - 202) (Mendip District Council), see also Coetzee (2006: 7).

In spite of the dark side of power and the effect of dirty power games, power, if it is applied correctly can be a major tool and supporting mechanism in spatial planning and municipal management. The Tshwane study provided evidence of how power games and power relations can be balanced and directed through e.g. social powers and communicative action (Healey 1997: 29); ‘*the force of the better argument*’ (Habermas 1983; 1984; 1987); speech, narratives, professional profiles, consensus building and negotiation (Yiftachel & Huxley, 2000); social alignments (Thomas Wartenburg in Foucault, 1994a); and ‘*discourse-coalition building*’ (Watson 2002). The above highlights the need for planners, development professionals and managers to improve their understanding of power relations and to develop ‘*power tools*’ to assist and support them in their endeavours to plan effectively and to make the change happen that is required from them.

These power tools could include: strategies aimed at: balancing power relations, exploiting good powers and remediating bad powers; supporting planners to work with and within power webs, and to exploit communicative action, negotiation, speech act and the force of the better argument to promote rational thinking and to balance/manage political powers.

Stereotypical outlooks, ideological visions and political visionaries

Watson (2002: 149) refers to South Africa as ‘a poor nation at the tip of a continent which has largely been bypassed by global flows of resources’. It is further stated that the life for South African urban dwellers is a ‘desperate daily struggle for survival, and where poverty, crime and AIDS threaten every development effort’ (Watson 2002: 150). In this context, the ability of the South African government to deliver on its mandate in terms of strategic intervention, implementation of projects and management of development processes are being questioned (Watson 2002: 150).

For the ANC (the ruling party), change and transformation has been more of a ‘put your money where your mouth is’ sentiment - a political power play, an opportunistic manifesto that *inter alia* states that ‘the challenge of transforming our towns, villages and cities has been especially great’ and ‘we have to meaningfully de-racialise communities and overcome apartheid-era spatial development so that all residents can feel at home together and equally enjoy the benefits of development’⁷. The Democratic Alliance (the opposition party) then again, envisages ‘a society in which even a child born into the most desperate poverty can become a brain surgeon, a concert pianist or a sports hero’ and promising the South African dream ‘of one nation, with one future, living together under the constitution in peace, security and prosperity, with opportunity and recognition for all the rainbow people’⁸. It is clear that each political party promises an utopian vision, a ‘lifestyle’, a prerogative - be it a celebration of political victory or being in the business of selling dreams, promising a better future against all odds. It appears that the planning system has merely changed attire, shifted from one controlling authority to another, and the legacy of ‘bad planning’ remains. In the face of the apparent lack of coherent vision between the various interested and affected parties, the present scenario presents the ‘anarchic complexity’ which presents a cumbersome challenge to manage sustainable urban planning and development practices.

Vernacular rules of transformation

In his book *Philosophical Investigations (1953)*, Ludwig Wittgenstein refers to the concept of a ‘*language game*’ and explains how language works/can work to prompt a specific message or response. Gethin (1996: 69) however raised the concern that people act on the basis of a name and not the real meaning of the concept.

A particular language or set of vocabulary has formed a strong basis for language games to be played in different arenas. In the planning arena, in view of its diverse political and social nature, as well as the spatial or graphic nature of planning, these planning games can have a positive and facilitative influence. In other words, an appropriate language game can result in positive spatial development outcomes. Similarly bad planning games which comprise of negative and destructing words/concepts that are communicated wrongly can easily hamper development or result in skewed development patterns - the apartheid planning and landscape in South Africa is a good example of this, see also Oranje (1997).

⁷ Details of the 2011 Local Government Manifesto can be viewed at website http://www.anc.org.za/docs/manifesto/2011/lge_manifeston.pdf.

⁸ Further details on the vision and mission statement of the Democratic Alliance can be viewed at website <http://www.da.org.za/about.htm?action=view-page&category=386>.



Serfontein and Oranje (2008: 3) based on a study of the City of Tshwane (1984 - 2004), argued a case for 'a far more vivid, fluid, responsive and innovative planning vocabulary, and discourse'. They also emphasise the limiting effect of old outdated vocabulary and the effect that new words/ideas, or a lack thereof had on the planning of Tshwane. They further argue that planners are 'equally stubbornly persistent in their use of outdated and inappropriate language to make sense of and respond to the world in which they live/function'.

Serfontein (2006: 6-8) argues that Tshwane's urban landscape was largely shaped and distorted by outdated language and a particular language game - and the persistent use of wrong and outdated vocabulary. He states (p8) that 'Most of the offerings were delivered from a point of resistance (i.e. believing and stating/repeating) and not from a position of awareness (i.e. seeing and expressing)'.

Serfontein and Oranje (2008: 12) stress the need to abandon the archaic language games and to develop texts and vocabulary that can begin to 'appropriately connect with the emerging spatialities and their new logic'. This also emphasises the need for a more post-modern turn in planning language and thinking, which in its turn is dependent on a new different mindset. While it is important to develop a new spatial logic, a spatial mindset and a more graphic planning language, it is also important to caution against the creation of more new buzz words that do nothing for planning or even do more harm than good.

Planners in South Africa should move away from outdated concepts, buzzwords and philosophies that are not contributing to the developmental course of planning. In the same token, planners (and politicians) should be cautious not to abuse all sorts of fancy jargon and terminology just to impress certain audiences. In recent years it was remarkable and somewhat ironic to note how planners and politicians have abused/used words such as sustainable development and resilience, in planning reports, public speeches, and at community meetings - very often without understanding the meaning of these words. It is further argued in this paper that a new language can only be cultivated through a new culture and a new mind set - hence the need for a new positive and developmental mindset that can facilitate appropriate development.

A call for a new Planning Game, a new Game Plan for planning and a novel 'Bluesky-thinking' approach

As stated in previous sections, the planning processes and ultimate spatial landscapes in the City of Tshwane (and many other parts of South Africa) were largely influenced and unshaped by a number of influences, powers and sometimes nasty games, namely: *power games, political games, language games...and stereotypical visions and promises*. These powers did not only influence the pre 1994 footprint, but are still actively influencing and shaping the development patterns today - often in a destructive, manner.

It view of the foregoing, it seems that planning has literally become a 'game of monopoly' played in the political arena- selling promises and lifestyles by throwing the dice, racing to see whoever gets there first. It even seems that the post-1994 planning system is (un)shaped by similar forces and games that affected the pre-apartheid system (although the planning game is played in another arena- one of perceived democracy).

Conceptualising an appropriate [Southern] African Planning system

South Africa, and its unique urban form, represents a combination of elements from the first, second and third world. South African cities comprise of a first world capitalistic core with second world central planning. In terms of its third world characteristics South African urban areas are known for its dualism and rigid segregation (RSA 1999).



In this context, it is questionable whether the roots of our prevailing planning system (in European, British and American planning systems) is implementable or even applicable in our first, second and third world developmental contexts.

South Africa is generally referred to as 'the rainbow nation' - a combination of races, cultures and languages. The cultural differences and various mindsets and stances along various racial groups in South African, makes it an extremely taxing exercise to develop a coherent planning system that is acceptable to all. In a sense, the American dream (or likewise the American Way of Life) has become embedded in our mindsets (and planning system), especially amongst white South Africans. On the other hand, the prevailing indigenous tribal authorities and informal nature of our townships are not necessarily reconcilable with a rigidly controlled planning system. Is the constant search 'to keep up' and 'be the same' (in line with first world principles and level of development) blurring our minds in realising that being different is exactly what we should be? Should the planning fraternity not be searching closer to home - seeking for a proverbial 'custom made' [Southern] African Planning system?

The one-size-fits-all (worlds and cultures) system in South Africa (as functional in the last two decades of democracy) has proven to be incapable of addressing the diverse needs of the idealistic developmental state, nor the current developed/developing/undeveloped states of our cities.

This calls for a new appropriate [Southern] African planning system, a new planning game that seeks that delicate balance that nurtures places, spaces and faces. This doesn't necessarily mean that the planning fraternity should start from scratch, but that the aim should be to build on the current system, constantly taking cognisance of our heritage, cultural practices and differences. In the South African context, urban planning requires a delicate and balanced interplay between legislative systems, governance (and government), the general public and business sectors and/or entities. Even more so, urban planning should be sensitive to cultural indifferences and embrace differences.

Developing a new more suitable arena/environment that could support and facilitate the new planning system

While it is argued in the foregoing section of this paper that a new appropriate planning system and thinking is needed to (re)shape the landscapes and to guide appropriate sustainable development, such a planning system/game can only be performed well if it is located and played within a proper supporting arena/environment - without the interference of these many powers and conflicting games. Coetzee (2010: 22) argues that "Planning systems can be 'as good as it gets' but if these systems are not protected and supported by appropriate organisational structures and processes, it will be difficult for planning systems and planners to effectively facilitate developmental planning".

Such a planning system should firstly be rooted in a strong leadership structure that drives spatial change in line with rational principles and not political visions. This process should be driven within an environment that fosters a developmental mindset. The institutional arena should furthermore seek to introduce a new development course and thinking to ensure that it advances the objectives of transformation and development. All of this, in turn, requires councillors and officials with the right skills set, capacity and developmental attitudes. This also implies that the type of skills and knowledge of planners 'have to be broadened' (Watson 2002: 151) and that an integrated planning approach should be embarked upon, where 'spatial and economic planners' pool their resources and knowledge in order to ensure a collective understanding of the urban space-economy.

While this paper argues for a new [Southern] African planning system, it further stresses the need to reshape and correct the (1) planning (2) institutional (3) developmental (4) political arenas or playing fields, which are so distorted by the forces discussed in preceding sections.



These efforts amongst others include: the need for planners to adapt to political systems and powers, to work with these powers; the need for planners to develop a new appropriate developmental planning language; for planners (and specifically politicians) to move on/away from the stereotypical visions and promises that do more harm than good. Apart from the above the time has arrived for ‘everybody’ to stop blaming apartheid for the current planning and developmental problems and to realise that these problems will not be cured by more policies and legislation.

Concluding remarks

It seems that Urban Planning in South Africa is constantly tipping the scale by extremist and radical ideas and interventions - on the one hand, the over controlling apartheid system, and on the other, the intense battle to transform and restructure. The gap between our macro structures also occurs to be widening, which implies that urban planning decisions are largely influenced and directed by large business entities and private sector stakeholders that misuse the system for personal gain.

If government and planners in South Africa want to move on and/or proactively restructure these distorted landscapes associated with the relentless past, which harmed so many people in this country, they (it) will have to stop blaming the apartheid system and previous regime’s planners for the current failures.

It should also be recognised that the enforcement of (new) strict legislative control measures only, is not a quick fix to changing the spatial form and structure of our cities. Legislation i.e. policy plans, acts and strategies should be an integrated basket of documents that works as coherent system that informs and cross-informs each other - not randomly (and individually) shooting from the hip at an unknown target, as is presently the case.

It is argued in this paper that South Africa now needs a more appropriate planning system that could address the development needs of the rainbow nation - and hence a New Planning Game, a new Game Plan for planning...and a novel ‘Bluesky-thinking’ approach.

It can therefore be concluded, that for this planning system (game) to stand up to the strong forces (in the arena) that are influencing the game and the performance of the players/planners it will have to be strengthened, respected and reinforced in order to ‘fight back the dark side of apartheid planning’... and to (re)shape and nurture the spaces, places and faces.

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