

## Patterns and Practices of Spatial Transformation: a Historical Review of Approaches

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### 1 ABSTRACT

Over the past few decades, particularly after the democratic dispensation in South Africa, the state of spatial transformation has not been documented extensively and adequately in the country's cities. To deliver and promote sustainable development; economically, socially and environmentally; spatial planning is critical in creating more stable and predictable conditions for investment and development. Responsive spatial planning is critical for securing community transformation benefits and promoting the prudent use of land and natural resources for sustainable urban development. The paper aims to assess the strategies, procedures, and elements that inform spatial transformation in developing cities. A bibliometric literature analysis was adopted and applied to the study to examine spatial planning trends in developing cities. The results reveal the right to the city has been used as a tool for developing frameworks to guide spatial planning. These frameworks have been used in the production of space in cities while also allowing planners to understand spatial transformation as a socio-spatial (multidimensional) process. Evidently, spatial planning is an essential tool for promoting sustainable development and improving the quality of life. Overall, the paper recommends the need to develop strategic spatial planning processes as tools for economic bridging plans that can retrofit existing neighbourhoods to improve liveability in cities.

Key words: right to the city, spatial transformation, production of space, socio-spatial, Johannesburg

### 2 INTRODUCTION

Over the past few decades, particularly after the democratic dispensation in South Africa, the state of spatial transformation has not been documented extensively and adequately in the country's cities. To deliver and promote sustainable development; economically, socially and environmentally; spatial planning is critical in creating more stable and predictable conditions for investment and development. Responsive spatial planning is critical for securing community transformation benefits and promoting the prudent use of land and natural resources for sustainable urban development. South Africa has implemented many spatial planning policies, with all the policies having a clear mandate, which was to build inclusive, productive, sustainable and well-governed cities. There has been mixed progress made towards addressing the socio-economic inequality and spatial injustice. However, the majority of black people continue to live far from jobs, shops, institutions of higher learning and other urban opportunities. Apartheid geographies are more difficult to change in cities, where the majority of South Africans live, than they were in 1994. Clearly, business as usual will not work, and new approaches will be necessary to reshape the apartheid-designed city spatially. The paper aims to assess the strategies, procedures, and elements that inform spatial transformation in developing cities.

### 3 RELATED WORK

There has been a noticeable gap in the literature that discusses spatial transformation in South African cities. According to Oranje (2014), spatial change in South Africa is primarily concerned with initiatives to address the physical manifestations of Apartheid planning. The trends in literature also follow this trend of spatial transformation as one of the initiatives to address the physical manifestation of the apartheid system of planning. In 2014, Johannesburg hosted a conference on the "Spatial Transformation of Cities." It looked into a variety of major themes in order to better grasp what it takes to transform urban landscape in practice (SACN, 2014). It was used to review the performance of other cities, obtain information and insight at the city level, and increase understanding and learning about constraints and options for spatial change (Maritz et al., 2014).

The event reaffirmed that in order to gauge if actions to transform are manifesting actual change, evidence needs to be tracked. Thus, creating a new trend in the spatial transformation literature, which was tracking the progress of spatial transformation of South African cities. This can also be seen on the South African City Network Reports which focus mainly on tracking the progress made. There is a clear gap in literature that focuses on the strategies, procedures, and elements that would inform spatial transformation in South Africa and the literature that focuses on the conditions that need to be established for the current spatial planning policies to be able to stand a chance to be implemented properly and have fruitful outcomes. Other literature focuses on the theoretical framework that informs the spatial transformation concept in South Africa. This theoretical discussion will focus on the right to the city concept in order to lay the groundwork for interpreting different right to the city claims that are crucial in the transformation of cities in South Africa.

Henri Lefebvre, a radical French Marxist sociologist and philosopher, invented the term "right to the city" in 1968 to describe the rights of all urban people, regardless of citizenship, ethnicity, ability, gender, or other factors, to participate in shaping the city (Brown, 2009). 'It is about the rights of the excluded and marginalised to participate in the production of the city, for their wants and ambitions to be addressed in the process, rather than solely those of capitalists, as is the case in most urban development' (Lamarca, 2009). As a result, the right to the city profoundly challenges current power relations as well as the deep roots of the capitalist system that drive urban development and the production of urban space, including economic, social and political ties (Lamarca, 2009).

There is no definite definition that has been provided for the theory, however many scholars have come up with different perceptions of what the theory seeks to address. Lefebvre summarises the idea as a "demand...[for] a transformed and renewed access to urban life". The Right to the City is defined by David Harvey as: "far more than the individual liberty to access urban resources: it is a right to change ourselves by changing the city. It is, moreover, a common rather than an individual right since this transformation inevitably depends upon the exercise of a collective power to reshape the processes of urbanisation. The freedom to make and remake our cities and ourselves is, I want to argue, one of the most precious yet most neglected of our human rights."

The 'Right to the City,' as Harvey (2008) points out, has gained popularity in the light of spatially inequitable and exclusionary development projects in and across urban regions. Lefebvre envisioned the city as an ongoing work, or oeuvre. He saw the Right to the City as a demand by residents to participate fully in urban life and to negotiate its possibilities, providing them full access to the city and everything it has to offer (Coggin and Pieterse, 2011). The right to habitation, appropriation, and participation is enshrined in the right, which is perceived as grounded in both current, everyday realities and visions and contestations of a better urban future for all.

The Right to the City advocates for a more inclusive, equitable, and creative interpretation of rights (Purcell, 2002). Various social movements have appropriated the term to highlight a variety of urban concerns, including livelihoods, access to opportunities, political and social expression, and basic dignity. Many of South African cities aim at achieving spatial transformation in such a way that many of them have the need to address socio-economic inequalities, racially divided cities and the transformation of the urban spaces on their political and planning agenda since (Oranje, 2000). In all the spatial planning policies that these municipalities adopted, the right to the city is at the centre of all these policies aiming at improving inclusivity.

There has been critiques to the concept of right to the city. The critiques resulted in that the growing popularity of the concept has nonetheless raised some criticism and concerns on how the original vision of Henri Lefebvre could be reduced to a "citizenship vision", focused on the mere implementation of social and economic rights in the city leaving aside its transforming nature and the concept of social conflict behind the original concept. In "Which right to which city? in defence of political-strategic clarity" Marcelo Lopes de Souza has for instance argued that as the right to the city has become "fashionable these days", "the price of this has often been the trivialisation and corruption of Lefebvre's concept" and called for fidelity to the original radical meaning of the idea (Lopes de Souza, 2010).

The only way to connect physical and social space, according to Lefebvre (1991), is to focus on the production of space. This is exemplified by what he refers to as the three moments of social space: mental,

physical, and social. The first is spatial practice, which relates to the organisation and use of space. Spatial practice promotes consistency and cohesion, since it 'embodies a close relation, within perceived space, between daily reality (daily routine) and urban reality (routes and networks that connect together spaces set aside for work, "private life," and leisure).'

The second phase focuses on spatial representations, which emphasise sensations, signals, and significations, allowing material objects to be spoken out (Lefebvre 1991:38- 40). It refers to the imagined environment inhabited by scientists, planners, and engineers who connect what is lived and perceived with what is conceived. This is the main space in any society that is moving "towards a system of verbal (and thus intellectually developed) signs."

The third moment concerns representational space, which is defined as "space as directly experienced through its associated pictures and symbols," and thus the space of inhabitants and users, as well as a space comprehended in nonverbal terms. Representational space is a passively perceived dominated place that overlaps physical space and makes symbolic use of its object (Lefebvre 1991:38-40).

Lefebvre argues for the interconnectivity of various moments (as in the case of western towns from the Renaissance to the nineteenth century), where each is unique from, but integral to, a unitary approach to space and its evolution. To reflect this contradiction and distinguish it from abstract space, he introduces the concept of differential space: space that emphasises and accommodates differences and incorporates physical, social, and mental space. Abstract space is concerned with undefined or unbounded space; it is detached from reality and human experience, and is solely linked to abstract concepts or constructs. The city's historical space, according to Lefebvre, has been taken over by an abstract space, "the space of bourgeoisie and capitalism" (Lefebvre 1991: 57). This necessitates a greater understanding of space production, including how it is done, what is involved, and who is engaged, or a socio-spatial approach to spatial transformation.

As a result of the preceding arguments, the spatial analysis of urban transformation cannot be limited to physical space and form. It must also take into account social and mental space. To comprehend physical form, its transformation, and meaning, spatial research must embrace the concept of differential space and employ a socio-spatial method. As a result, an emphasis on the process, including the dimension of time and the aspect of place, is required. As part of the process of spatial transformation in cities, it also necessitates an examination of what physical and social space comprises.

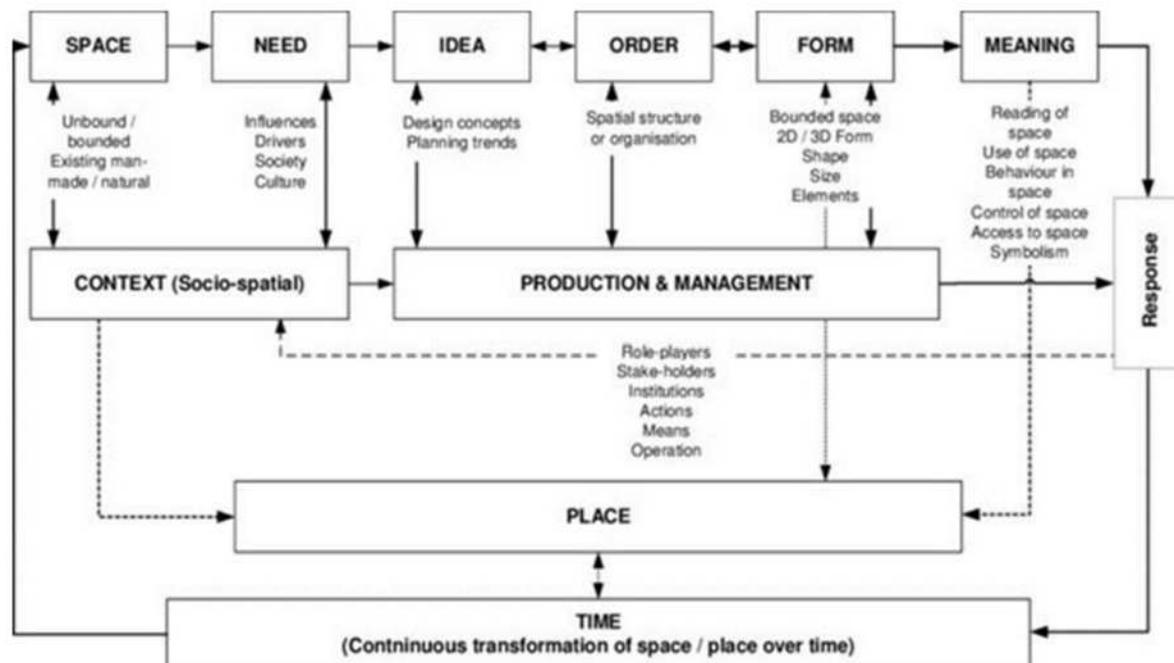


Figure 1: A conceptual framework to explain the making and changing of urban space (Source: Landman, 2014)

To comprehend the transformation of urban space, one must first comprehend urban space and the factors that influence its evolution. Focusing on development agencies, the structures they interact with in the form

of resources, laws, and ideas, and the social and geographical environments in which they work is the best method to comprehend the urban development process (Madanipour 1996a:154). This emphasises the strong connection between space and society: social factors influence spatial change, which leads to distinctive social interpretation and response, as mentioned. The process as summarised by Landman (2014), can be seen in the diagram.

This framework provides a way to conceptualise spatial transformation as a multifaceted socio-spatial process. This occurs as a result of a process including space, need, idea, order, shape, and meaning, as well as the creation and control of spatial interventions in a given environment (Landman, 2006). The term "space" refers to unbounded natural or man-made space. This does not occur at random. It is frequently influenced by special requirements at a specific period (related to the context). As a result of the need/demand, an idea for how to meet it emerges. This is the start of order, of structural organisation to guide shape and order the notion. The physical expression of a desire or notion is called form, and it takes on a specific shape, texture, and size that can be measured. It reflects the intangible nature of an area and contributes to the construction of a certain place, which can then be transformed throughout time.

Space and location are not chosen at random. They are full of meaning. As a result, spaces or locations can be 'read' and 'experienced,' appealing to people's moods or emotions, such as feeling at ease in a place, feeling safe, or feeling at home (Landman, 2006). It can also influence how people use space and thus their behaviour patterns in this way. As a result, it's not surprising that people react differently to diverse situations and situations. Their reaction could be influenced by a variety of factors, including predispositions, current sentiments, and past experiences. Places can provoke a variety of responses, which, if thought appropriate by a sufficient number of people, might contribute to the transformation of specific spaces. This starts the cycle all over again, with a need to modify existing man-made space. This process is influenced by a variety of individuals involved in the production and management of space, all of whom affect the need/demand, idea, form, order, and meaning in settlements on a continuous basis. The framework is used to demonstrate a method for conceptualising space and location in the urban planning process, as well as to provide insight into the urban transformation process.

#### **4 METHODOLOGY**

This paper used document analysis to collect information. A systematic technique for reviewing or evaluating documents, both printed and electronic (computer-based and Internet-transmitted) material, is known as document analysis. Document analysis, like other qualitative research methodologies, necessitates the examination and interpretation of data in order to extract meaning, gain insight, and develop empirical knowledge (Corbin & Strauss, 2008). The study reviewed relevant and related literature on spatial planning and transformation of cities across the country. The literature review was undertaken at a national level and a local level. At national level the literature review focused on books, peer-reviewed articles, reports on the current state of spatial transformation of South African cities, reports on urban planning and spatial planning. The search engines that were used included Elsevier eLibrary, JSTOR, Google Scholar, Scopus, SAGE Journals online and the Google Search.

The local level literature review examined development plans and legislations obtained from national and decentralised institutions such the City of Johannesburg Municipal planning documents, policies and legislative framework. The documents that were reviewed included the SPLUMA, SDF, GDS, IDP and Precinct Based Plans. The review of these documents was important to establish the spatial transformation policies and legislative framework potential in improving or constraining urban development in South Africa.

Additionally, some structural plans within the city of Johannesburg's jurisdiction were also analysed to provide insight into the effectiveness of spatial plans in guiding urban transformation and management. The structure plan was used because it remains the main spatial development framework for guiding the development of many areas in Johannesburg. Due to time constraints and Covid-19 restrictions, structural plans selected were limited to Johannesburg jurisdiction, these were also selected to provide a situation specific reflection of the state of spatial transformation. It also enabled to track the development trends in Johannesburg.

## 5 RESULTS AND DISCUSSION

Any well-functioning metropolis relies heavily on spatial transformation. To remain competitive in a global environment, the ability to alter and improve space, existing infrastructure, possibilities, and facilities is critical. It is also vital to adjust to the changing needs of city dwellers. This section will focus on dynamics around spatial planning systems in South Africa. Furthermore, it will then draw on the policies adopted for addressing spatial planning challenges in South Africa as a country and using Johannesburg as a case study.

In order to understand the spatial planning field better, in addition to the process that makes up the planning activity, the term planning must be defined. As per Glasson (1978:17), humanity has had an almost instinctive need to plan since the dawn of civilisation, which does not necessarily stem from our biological make-up, but has been learned over many years and acts as one of society's basic social drivers. Over the last century, this need for planning has increased drastically, particularly in terms of spatial planning, and may well be the result of society not accepting situations arising from a lack of planning (Glasson, 1978:17). The income disparities between various groups and regions are one area where the absence of planning can be measured (Glasson, 1978:18). The need for spatial planning has become more important since the industrial revolution, as rapid urbanisation and technological improvements have seen masses of people sharing the same space in a more complex way (Glasson, 1978:18).

### 5.1 Planning

The concept of planning is difficult to define, according to Hall (1975:3), but he continues by stating that “planning is concerned with deliberately achieving some objective, and it proceeds by assembling actions into some orderly sequence”. Planning may or may not require physical plans or blueprints showing the different elements of the 'plan' from the above-mentioned regard (Hall, 1975:6). Planning is an ongoing process used to regulate specific effects. In addition, spatial planning could be seen as a sub-section of the wider planning process (Hall, 1975:269). Town planning also refers to a spatial or geographical component according to which the spatial structure is better organised prior to planning, which implies a physical component (Hall, 1975:7).

Planning action can presumably be used to improve a community's current status in a wide variety of areas that affect the lives of people. One of the general planning characteristics is that it consists of a sequential chain of actions aimed at solving future economic and social problems (Glasson, 1978:19). As per Friedman (1964:61) ‘planning is primarily a way of thinking about social and economic problems, planning is orientated predominantly towards the future, is deeply concerned with the relation of goals to collective decisions and strives for comprehensiveness in policy and programme. Wherever these modes of thought are applied, there is a presumption that planning is being done.’

In addition, planning can be broken down into four categories (Glasson, 1978:19): The first category is the difference between 'economic' planning and 'physical' planning. A source of concern is most often the differentiation of these two categories. Physical planning is concerned with an area's physical structures, such as infrastructure and utilities, and has its origins in the need to regulate urban development (Glasson, 1978:19). Physical planning also relies heavily on direct controls such as land use, while economic planning is concerned about the financial structures of the area and its level of prosperity, and thus relies on market forces (Glasson, 1978:19-20).

A second distinction can be made in regional planning between 'allocative' and 'innovative' planning (Friedman, 1967:12). The above types of planning differ from one another in terms of their area of concern. Allocative planning is primarily concerned with coordination and efficiency (Glasson, 1978:20). In economic production processes, this type of planning can be observed, whereby inputs are coordinated to produce a higher level of output in a certain way. Innovative planning is not only concerned with the efficient functioning of existing systems, as in the case of allocative planning, but aims at improving the system as a whole and is sometimes referred to as development planning (Glasson, 1978:20).

A third distinction is between the objective planning of 'multi' and 'single' (Glasson, 1978:20). There could be several variations in planning, but there are always goals and goals that the planning process aims to achieve (Glasson, 1978:20). According to Young (1966:76) “a goal is an ideal and should be expressed in abstract terms, an objective is capable of both attainment and measurement, its inherent purpose is explicit rather than implicit”.

A fourth distinction can be made between 'indicative' and 'imperative' planning (Glasson, 1987:20). This distinction relates heavily to the plan's method of implementation. Indicative planning merely lays down general rules, whereas it is more specific to imperative planning.

Planning students in the United Kingdom (UK) were taught during the early parts of the 20th century that three phases were followed by the sequential planning method; survey, analysis and plan (Hall, 1975:12). The very first phase consisted of the collection of data relevant to the subject, the second phase was to analyse the data by the planner and try to project the future state of the variables collected, and the third phase was to develop a plan to realise the future projected in the second step (Hall, 1975:12). This planning process is more simplistic in nature than the later planning process, which aimed to integrate more elements.

The correct sequential planning process begins with the identification of a set of 'goals' and 'goals' for the development of an area, according to Hall (1975:274-293) and should be redefined during the planning process in addition. After that, in order to project the future state of the region, the planner should create a model. This model should be sufficiently flexible to accommodate alternative future states that can be assessed against the original set of objectives and objectives, and the plan should ultimately be put into effect.

## 5.2 Spatial Planning

At the 6<sup>th</sup> European Conference of Ministers responsible for Regional Planning (CEMAT) in 1983, spatial planning originated for the first time. In 1983, two points defined the concept of spatial planning, which were, to be precise, points 8 and 9. The definition of the idea was as follows: 8. "Regional/spatial planning gives geographical expression to the economic, social, cultural and ecological policies of society; 9. It is at the same time a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach directed towards balanced regional development and the physical organisation of space according to an overall strategy". The regional/spatial planning characteristics defined at the conference were democratic, comprehensive, functional and long-term-oriented. (Prospects of development and of spatial planning in maritime regions, 1983).

In almost 30 years, the interpretation of spatial planning has revolved almost at the same characteristics: participation or inclusion (democratic), coordination (comprehensive), common interests or cultures, etc. (functional), sustainable (long-term oriented). In recent decades, new additions and changes have been made to Spatial Planning approaches to maintain the characteristics initiated at the 1983 conference.

In order to address various kinds of situations such as radical changes in politics, economy, transformation etc., an ideal spatial planning system always reinvents itself (Friedmann, 2005). Innovation is important to continually allowing spatial planning practices to adapt as per the conditions in institutional spatial planning settings (Reimer, 2014). Spatial planning innovation can be derived from advances in technological instruments (Blaschke, 2010), the joint effort of formal and informal institutions with a common objective, and the ability of formal and informal institutions to adapt to project-based development. "The task of the planning enterprise is to critically interrogate the governance practices that currently exist and to help governance communities concerned with place qualities to develop different approaches where these are seen to be failing. This involves attention to both policy and practices; to what already exists, what is emerging and what might possibly emerge in a specific context" (Healey, 2003).

## 5.3 Spatial Transformation

Transformation can be seen as 'a spatially defined, socially embedded process; [...] an interrelated series of materially driven practices, whereby the form, substance and overall dimensions of urban space are purposefully changed to reflect the principles of a more equitable social order' (Williams, 2000: 169). Transformation, as Williams defined it more than a decade ago, is a "programmatically, plan-oriented, project-directed effort to change unequal access to and occupation/ownership of socio-politically differentiated space in South Africa... [It is] a multi-dimensional open-ended, fluid process of change, organically linked to the past, present, and future..." (Williams, 2000: 169).

It is becoming increasingly clear that 'spatial transformation' is essential to redress historical injustices. However, it is a concept with a lot of ambiguous interpretations. The word has been broadly defined in public policy, academic research, and popular writing to describe to "significant urban change or reorganisation" (Turok, 2014: 74). Instead of attempting fundamental change, spatial transformation is also

used interchangeably with the idea of urban restructuring, which can refer to efforts that restructure while keeping the underlying power structures in order to minimise disruption and turbulence (Oranje, 2014).

The public's perception of the government's involvement in shaping and developing cities and towns in South Africa has shifted in the last two years. Institutional reforms, capacity building, and the reconfiguration of power and influence are all integrally tied to the transformation of space (Williams, 2000).

Fundamentally, the experience of urban residents can be related to the transformation of space. Residents of an inclusive, productive, sustainable, and well-governed city enjoy a high quality of life, benefiting from what the city has to offer while also contributing to its creation and moulding. It is critical to recognise that certain pathologies emerge in the city when people are unable to determine, influence, and ultimately access opportunities (Max-Neef, 1992).

#### **5.4 Principles of spatial transformation**

Scholars have noted that South African cities have different histories, configurations and challenges (SACN, 2016). Therefore, the vision of a spatially transformed city needs to allow for different variations. Therefore, in a South African cities' perspective, there cannot not be a descriptive or a specific intervention, but rather an emphasis on a set of principles that can inform the decisions made to ensure that they are in line with the spatial transformation goals and objectives. At a fundamental level, Williams (2000) proposed that meaningful transformation requires:

- a change in power imbalances;
- the restructuring of space to achieve increased efficiency, spatial justice and equity;
- institutional transformation;
- developing organisational and managerial capacity; and
- a focused vision and plan to achieve a transformative goal.

The NDP (NPC, 2012) refers to certain principles that are critical for achieving spatial transformation. These principles are meant to inform and guide interventions in the built environment, the economy and the development of spaces in South Africa. More specifically, the NDP calls for a spatial vision to be developed which:

- tackles the inherited apartheid spatial legacy of exclusion, distorted growth patterns and inefficiencies;
- unlocks developmental potential through targeted investment in economic and social infrastructure;
- guides and informs investments in infrastructure that supports long-term inclusive growth;
- manages economic and demographic shifts to achieve productivity through agglomeration; and
- facilitates coordination between government and various actors which shapes and informs spatial development.

#### **5.5 Local Government as Best Placed to Achieve Spatial Transformation**

According to the Constitution and the White Paper on Local Government, local government's developmental duty is to "work with residents and groups within communities to identify sustainable solutions to address their social, economic, and material needs and to improve the quality of their lives" (Powell, 2012:15). The expectation of local government is to be the most redistributive and transformative realm of government closest to the people (Powell, 2012).

However, the local government faces difficulties in carrying out its development mandate since it is expected to achieve more with less financial and personnel resources while also developing and maintaining the capacity and skills necessary for transformative delivery (Powell, 2012). According to Powell (2012), the 'idea that local government is best placed to serve inhabitants and drive transformation is not challenged.' However, it is crucial to emphasise that local government's ability to achieve national policy objectives is a source of concern due to various problems. Institutional reform, corruption, political involvement, inadequate financial management, and a lack of capacity development are among the problems (Powell,

2012). Due to these obstacles, the local government is unable to build the necessary competence and capability to carry out these functions efficiently.

The role of local government in transformative development is to act as a navigator and facilitator. Its mandate, scope, and control allow it to build more integrated delivery based on sufficient planning. This entails creating a vision, strategic goals, and execution frameworks that will lead to desired cities. Local government, according to Powell (2012), is also intended to 'regulate and incentivise improved cooperation among urban stakeholders and actors, and build more meaningful relationships with business sector agencies, communities, and civil society organisations.'

### 5.6 Spatial planning in South Africa

The National Spatial Development Perspective (NSDP, 2006), Provincial Growth and Development Strategies (PGDS), Spatial Development Frameworks (SDF), the Constitution of the Republic of South Africa (Act 108 of 1996), and the Municipal Systems Act (Act 32 of 2000) are among the policies and legislation that govern the spatial planning system in South Africa.

The South African spatial planning system generally took the form of master or comprehensive planning during the apartheid era (Dewar & Uytendogaardt, 1991:114). Master or comprehensive planning, according to Njoh (2008:20), includes a number of key assumptions that may not always translate well into practice. One such assumption is that there is only one 'best method' to solve any given problem, and that planners are capable of determining what that 'best method' is. Another assumption made by master planning is that there is a single identified public interest, which cannot be assumed in a varied country like South Africa.

An abstract design approach centred on the usage of nodes and corridors became the key focus point in the post-apartheid era (Todes 2008:1). This method appeared to be in line with arguments for urban restructuring and was centred on guiding future spatial development. This type of planning can also be viewed as a reaction to earlier planning styles, both locally and globally (Todes, 2008:1).

### 5.7 Spatial Transformation Patterns and Practices: A case study of Johannesburg

One of the main functions of spatial planning in the post-apartheid South Africa is to "attempt to promote more compact and integrated cities, and to redress patterns of inequality of the past" (Todes, 2012). Towards the end of the Apartheid era, the occupation of Johannesburg was still mainly reserved for the white, coloured and Indian people in the white suburban area whereas the Townships were reserved for occupation by Africans. "With almost no economic base and predominantly low incomes, these 'townships' inevitably suffered from low levels of infrastructure and services" (Todes, 2012). In the early 1990s due to the struggles for the 'one city approach' by political and civic organisations, the Central Witwatersrand Metropolitan Chamber was formed.

The 'one city approach' was an approach that would allow resources as well as finance to be shared across the city (Todes, 2012). The Metropolitan Chamber's spatial planning did respond to the one city's approach and it also "reflected the ideas of restructuring the city towards greater integration and compaction" (Harrison, Todes, & Watson, 2008). The ideas of restructuring the city then became a basis for the post-apartheid planning legislation which are the "1995 Development Facilitation Act and the 2000 White Paper on Spatial Planning and Land Use Management" (Todes, 2006). During this time, spatial planning reacted to the racially divided cities that were enforced by the apartheid regime as well as the urban sprawl as a result of urbanisation. "Strategic spatial planning focused on the development of corridors centred on public transport routes which existed or could be encouraged, and which would attract higher density residential and other development" (Todes, 2012).

Such planning attempted to shift from a master planning approach to a greater focus on broad guidelines aimed at informing the investments of all departments within a municipality, how private sector planning applications were considered, and which projects were conducted. The focus of such planning was shifted towards a 'facilitative approach' that paid more attention to the previously disadvantaged areas and specific projects (Todes, 2012). Johannesburg since 2000, increasingly became "shaped by the spatial framework and now by the growth management strategy", and thus making almost all planning applications that involve land use change to be evaluated against these policies (Zanty, 2010).

Since then, the level of service delivery has improved substantially, even with a rapid population growth that the city is faced with. With this change, the position of planners and the role that strategic spatial planning policy plays has been strengthened (Todes, 2016). There has been a series of plans that were introduced since 2000 with the aim of these plans to direct the work of the municipality and these includes:

- The 2006 Growth and Development Strategy (GDS) lays out a long-term strategy for the city's development. This strategy superseded the previous Joburg 2030 plan, shifting the emphasis from a 'world class city' to a 'world class city for all,' with a stronger emphasis on redistribution (Gotz, 2010).
- The Integrated Development Plan (IDP) is statutory by law and is reviewed and changed every five years. IDPs outline the municipality's overarching priorities and development goals, the foundation for sector plans and budgets, as well as the major programmes and capital projects for the following five years.
- SDFs (Spatial Development Frameworks) are also mandatory by law. The SDFs describe the city's spatial vision and how it will be implemented. The initial SDF was released in 2003, and it was updated every two years after that. Eight Regional Spatial Development Frameworks (RSDFs) were created from these plans, offering more specific planning guidelines. Local areas in need of attention, such as the Sandton CBD, have evolved more particular Urban Development Frameworks. These plans are used to evaluate individual development applications and to direct capital investment. Land use regulation is based on an inherited system of town planning schemes, which have not been substantially revised (other than amendments to bring them into a common scheme), but developers' proposals for changes in land use are assessed in terms of spatial frameworks and the growth management strategy. Recently, a policy has been developed to formalise and control informal settlements through limited land use management systems that focus on critical issues such as environmental preservation, risk reduction, health, and safety.
- Area-based plans, programmes, and projects, such as the Alexandra Urban Renewal Project and the comprehensive inner-city regeneration plans respond to specific issue areas. These are usually multi-sectoral initiatives that include a variety of activities.

With the emergence of new suburban nodes and edge cities, the development of gated communities in sprawling settlements, the growth of publicly provided housing and informal settlements generally on the periphery, and racial change and densification in the inner city, Johannesburg's spatial change has been rapid since then. Despite the fact that new growth patterns have been generally at greater densities than in the past, the city has continued to sprawl. While there has been some de-racialisation in middle-class regions in the north (Selzer & Heller, 2010), there are still significant geographic differences along class lines.

## 6 CONCLUSION

The paper aimed at assessing the patterns and practice of spatial transformation in developing countries, South Africa was used with a focus on the trends in city of Johannesburg. It looked at the concepts of planning, spatial planning and spatial transformation and the trends in South Africa and revealed that the trend in literature is spatial transformation being used as process to address the country's physical manifestation of the apartheid planning. The results reveal that the right to the city has been used as a tool for developing frameworks to guide spatial planning. These frameworks have been used in the production of space in cities while also allowing planners to understand spatial transformation as a socio-spatial (multidimensional) process. Evidently, spatial planning is an essential tool for promoting sustainable development and improving the quality of life. Overall, the paper recommends the need to develop strategic spatial planning processes as tools for economic bridging plans that can retrofit existing neighbourhoods to improve liveability in cities.

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