

SYTHESIS OF KEY ISSUES
CENTRAL AREA AND CBD EXTENSION NODE
Local Area Plan

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This report represents the draft report of the

Synthesis of Issues & Vision

Prepared as part of the Central Area and CBD Extension Node Local Area Plan
Contract No SCM 65 of 11/12 for the:



The Msunduzi Municipality

by a multi-disciplinary team of professional consultants consisting of:



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1 INTRODUCTION

1.1 BACKGROUND AND PURPOSE

The Msunduzi Municipality (TMM) has appointed Royal HaskoningDHV (Pty) Ltd, under Contract No. SCM 65 of 11/12, to assist the municipality with the preparation of a Local Area Plan (LAP) for the Central Area and CBD Extension Node.

The purpose of this document is to provide input into the LAP preparation process for the Central Area and CBD Extension Node (CACEN) Study Area and should be read in conjunction with the Short Technical Notes attached as Annexure to this report.

The document provides a synthesis of the issues raised against a number of key urban performance dimensions and provides a number of strategic objectives that this project must respond to in order to facilitate the regeneration in the CACEN area.

1.2 METHODOLOGY

This phase of the project has been based primarily on a desktop study that reflects the synthesis of information relevant to the understanding of, and planning for, the CACEN study area. Where necessary, the information contained in existing reports has been augmented by information derived from interviews with key municipal and private stakeholders.

Key data sources include:

- Existing planning policy documents, including national, provincial, district and local policy, such as the Msunduzi Integrated Development Plan (IDP) and Spatial Development Framework (SDF).
- Development application registers located at the Municipal Offices.
- GIS data related to land use and ownership from Msunduzi Municipality.
- Workshop and interviews with key municipal officials responsible for planning, development, management and service delivery.
- Interviews with private business stakeholders
- Input from Public Open Days
- Census 2011 data.

The issues raised in the various Technical Notes have been assessed using a “**Lynchian Approach**” to the performance of CACEN and a number of “**strategic objectives**”¹ identified to which the renewal of the Central Area and CBD Extension Node must respond.

The “**Lynchian Assessment**” and “**Strategic Objectives**” presented in this document were generated through a workshop consisting of the consultant Project Team and Municipal Project Working Group members using the information gathered for each sector (as contained in the Technical Notes).

1.3 STUDY AREA

The study area is approximately 16km² in extent and incorporates the whole of the Pietermaritzburg Central Business District (CBD) and area immediately adjacent. The northern boundary extends around most of Town Hill Hospital and Greys Hospital, through a portion of Northern Park and includes the residential suburb of Chasedene, Liberty Midlands Mall and what is referred to as the CBD Extension Node. The eastern boundary extends along the N3 and incorporates the suburb of Manor, but excludes the Scottsville Race Course. To the south the boundary incorporates the recreational precinct area of Alexandria Park and the Harry Gwala Stadium, and the suburb of Napierville. To the west the boundary extends towards the suburb of Prestbury terminating just beyond the Rail Yard off Mayors Walk and then generally follows the Dorpspruit Stream towards the Royal Showgrounds.

Wards 25, 26, 27, 32 and 33 are impacted by the project and the area falls within the Northern and CBD, Ashburton and Eastern Areas ABM boundaries.



Figure 1: Study Area

¹ A strategic objective is a broad statement of intended strategic actions.

2 INTEGRATED STRATEGIC ASSESSMENT

2.1 REGENERATION AND PERFORMANCE DIMENSIONS

Regeneration can be defined as being a set of development interventions directly related to the **performance** of the study area as a “platform” or “stage” that would effectively accommodate and enable the day to day activities of the residents and visitors to CACEN and that would continue to provide a “platform” or “stage” for the town’s continued/sustainable performance as a business destination and service node for the greater Msunduzi region.

In other words regeneration revolves around ensuring that the physical, social, economic and institutional environment within CACEN adequately provides the means for residents and visitors to meet their daily needs and provide them with the opportunity to enjoy the amenities of the study area.

The work of urban theorist and urban planner Kevin Lynch in his book “Good City Form” provides a sound basis for the strategic assessment and evaluation of the performance of the project study area. Lynch’s work revolved around the identification and definition of a set of urban form dimensions that can be used to measure or evaluate the **performance** of a City or part thereof in terms of the usefulness and meaning for its inhabitants and users and in terms of how it responds to and accommodates human needs.

Lynch’s work recognises that Cities and their neighbourhoods are unique and that they perform different roles and functions over time as they change and grow. As such the dimensions provide a tool that can be used to evaluate an urban area in any specific context.

The performance dimensions, described below in **Error! Reference source not found.** were used to structure an integrated workshop session with a cross section of the TMM Project Working Group in order to assess how the study area was performing and to provide a basis for future planning and development initiatives and investment. They were used to structure debate so that cross cutting and related issues are grouped together and to break away from the usual sectoral assessments.

The issues were grouped or arranged using the performance dimensions articulated by Lynch. These are described in Section 2.2.

Table 1: Urban Performance Dimensions

ACCESS

- The ability to reach other persons, places, resources, services and information i.e. adequacy of the movement networks to link people and opportunity, the availability of, and “reachability” of, resources and services in terms of time and cost.

VITALITY

- The degree to which the form of the area supports the vital functions and biological requirements of human beings i.e. this would relate to aspects such as availability of water, clean air, energy, waste removal and food. It also relates to safety of person from hazards, disease and environmental pollution and to the maintenance of the balance between urban living and access to sustainable natural areas.

SENSE

- The degree to which the area can be clearly perceived and to which it connects to the values of its residents i.e. the landmarks, features and character of the places and built form that provide identity, orientation and meaning for its inhabitants.

FIT

- The degree to which the form and capacity of the area matches the pattern and quantity of activity of the residents i.e. the manner in which the spaces, places, buildings and infrastructure that make up the living environment accommodate the activities of the community with respect to their work, play and home life.

CONTROL

- The degree to which the use of, creation of and management of spaces can be controlled by those who use them i.e. this refers to the community and institutional capacities and processes and the manner in which they permit and enable individuals and communities to contribute to the shaping of their living environments.

2.2 SWOT ANALYSIS

As part of the process of integrating the Strategic Review Technical Notes, the Project Team together with the Msunduzi Municipal Project Working Group identified the strengths, weaknesses, opportunities and threats (SWOT) to development in the study area and through a workshop process collectively identified what it considered would be the key issues facing the Central Area and CBD Extension Node.

These issues were grouped/arranged using the performance dimensions articulated by Lynch.

2.2.1 ACCESS

the ability to reach other persons, places, resources, services and information i.e. capacity and quality of spatial structure and networks

STRENGTHS	• Compact urban form (walkable/easy gradients) • Well developed network (functionality) • Central location of municipal offices on major public transport routes • Sub-regional connectivity to hinterland is good • Well serviced in terms of social facilities
WEAKNESSES	• Weak directional signage (infrastructure; street address) • Limited commuter rail services (long-distance focus) • Access to into the study area is limited to a few gateway points • North-south linkage is limited • Lack of integrated public transport terminal • Poor pedestrian links within the central area • Poor pedestrian infrastructure (pavements in poor condition or over run with traders) throughout network
OPPORTUNITIES	• Restructuring of public transport with introduction of the BRT • Increase in pedestrian and public transport users • Restructure pedestrian networks to link to BRT • New Station Precinct and potential passenger rail services (long distance) • Centrally located vacant and municipal owned land for public facilities • Capital city status means access to growth and possible development grants
THREATS	• Increasing congestion reduces efficiency • Lack of integrated transport alternatives to private motor car • Culture that prioritizes the vehicle and not the pedestrian. • Management of trucks (delivery/freight management) • Possible regional by-pass to the study area • Pedestrian safety (from unsafe crossings and speeding vehicles) • Access to finance to maintain infrastructure • Increased property values as a result of regeneration could lead to the displacement of the poor and marginalised

2.2.2 VITALITY

the degree to which the form of the area supports the vital functions and biological requirements of human beings i.e. the condition of water, air, soil etc.

STRENGTHS	• Functioning River System on periphery • Existing infrastructure for basic needs • Tree-lined streets on the periphery
WEAKNESSES	• Vulnerable groups who don't have access to shelter • Limited footprint to act as a sink • Polluted water • Inadequate waste removal • Invasion of industrial users compromise residential amenity • Management of parks – "cage" metaphor linked to fencing • Loss of natural assets – lack of Greenfield sites • Limited opportunity for passive and active recreation • Severe microclimate for pedestrians - insufficient cover/ tree planting • Insufficient green public open space offering a break in built environment - limited scope for recreation, especially active recreation necessary to maintain/ improve health • Insufficient urban open space to facilitate community/ civic events
OPPORTUNITIES	• Multiple use of flood plain area for catchment management and open space system edge • Potential to develop continuous network of open space to support recreation (passive and active) • Make MM more resilient to shocks – adaptive planning • Rehabilitate water courses • Carbon reduction strategies • Recycling
THREATS	• Climate change will result in changes to micro-climates temperatures, increased potential for fire potential – leads to more pollution, more disease • Risk of flooding – high intensity of storm events • Increase in surface runoff and water pollution • Inappropriate and/or uncoordinated off-site catchment management • Waste management • Increased air pollution from traffic and industry • Inadequate operation/performance of off site sewage treatment works • Aging infrastructure Blue

2.2.3 SENSE

the degree to which the area can be clearly perceived and to which it connects to the values of its residents i.e. quality of spatial structure and of urban form

STRENGTHS	- Spatial clusters of activity and identity - Well established urban form in parts and potential for enhancement/connection - Rich historical and architectural references and cultural diversity - Provincial and regional government role linked to Capital City status - Sports capital e.g. Comrades Marathon Amashova, Dusi etc - Events e.g. cars in the Park, art in the Park, Royal Show - Intact streetscapes in most parts of city - Place of choice – with conscious choice/action
WEAKNESSES	- River edges largely ignored - Nodes within town are not linked together - Lack of maintenance of buildings and poor service delivery - perception of decay - Low levels of safety and security - Limited public space for community activity/events - Large block sizes and isolated land parcels - Limited tree planting - Poor legibility - Lack of cohesive of signage especially to public spaces - Vehicle dominated
OPPORTUNITIES	- Opportunity to consolidate vibrant inner-city residential area - Recognition of heritage assets and formalising means to protect them - Bring architectural elements into a new identity and new brand - Change and challenge stereotypes (unique Victorian architecture/education) - Celebrate the river - Utilisation of vacant municipal land to restructure urban spaces in central area - Co-ordinated landscape elements: paving, street furniture, signage, art and tree planting to improve quality of spaces and establish identity - A return to the basics will improve the quality of experience in CACEN - Improving physical appearance of environment & buildings - Urban development zone tax incentive; urban development zone funding - Choices are needed to be the city of choice.
THREATS	- Traffic congestion impacts on the quality of a visitors/residents experience - Change on the edges destroying fine grain urban form - Unauthorised and illegal use of buildings land uses - Urban decay and overcrowding in parts - Loss of natural assets - No urban character vision and supporting guidelines - Inadequate management of urban spaces and built form - Lack of management of public space - Inappropriate building and land use control

2.2.4 FIT

the degree to which the form and capacity of the area matches the pattern and quantity of activity of the residents i.e. the capacity and quality of Infrastructure, buildings and space

STRENGTHS	- Active economy - Central Area is the seat of the government for the Capital City - Compactness of urban form, yet diverse - Educational facilities - Established water supply and reticulation systems - Established sanitation treatment and reticulation systems - Established electricity supply and reticulation systems
WEAKNESSES	- Gateways to CBD are constrained and lack legibility - Underutilised land/building assets – low-rise development - Limited housing variety for diverse demands - Pedestrian infrastructure is limited and/or crumbling - AMAFA requirements can hamper/slow development - Limited public open space network – strong on the periphery - Underdeveloped local public space infrastructure - Limited internal and poorly maintained green space
OPPORTUNITIES	- Opportunity for public investment to trigger confidence in property market - Increasing the mix and intensity of land use could lead to a 24/7 city centre - Demand for trading spaces (informal and formal) - Proposed Integrated Rapid Public Transport Network and System to restructure city - Developed appropriate non-motorised transport network - Provide for higher density housing - Long-term reintroduction of passenger rail services - Maximise available “skyspace” i.e. introduce taller buildings - Demand for inner-city housing - National housing department increasingly pushing for “inclusionary” housing & social/spatial restructuring - Protection of ‘heritage assets’
THREATS	- Loss of residential stock to business uses - Illegal connections and overcrowding increase risk associated with fire - Emerging shift of office and retail to suburban locations/edge of town - Decentralization of government sector to a peripheral office location - N3 Bypass - Lack of maintenance of infrastructure - Loss of natural assets - Striking an “acceptable’ balance between parking supply and the use of public transport (policy issue)

2.2.5 CONTROL

the degree to which the use of, creation of and management of spaces can be influenced by those who use them i.e. Capacity and Quality of Institutional Arrangements

STRENGTHS	- Recognised willingness to intervene from both private and public sector - Chamber of Business is strong - Active Public Participation - Strong and willing Municipal Planning Team - Legal systems are in place to manage - Private sector & NGO energy & initiatives
WEAKNESSES	- Enforcement of regulation and law is weak - Management processes not integrated - Municipal budgets are under pressure to deliver in competing areas - Difficult to make intervention due to high level of private property ownership - Limited public-owned land in Central are for redevelopment opportunity - Reliance on private sector to redevelop
OPPORTUNITIES	- To start an urban management process to address more than crime & grime - Legislation is in place to manage the town e.g. bylaws and the town planning scheme - Utilisation of publicly owned land for public facilities - Introduction of UIP's and UDZ's to manage high impact areas - Potential positive influence of planning policy and development control - Foster local pride in Msunduzi Central Area - Identification of a Champion
THREATS	- Increasing informality "Shack-farming" and overcrowding - Lack of communication between stakeholder groups - Dominant interest groups - Lack of urban management and by-law enforcement - Politically influenced decision making - Non-compliance with legislation - Perceived increase in anti-social behaviour - A "do-nothing" and "wait and see" approach from the private and/or public sector - Slow decision making e.g. plan approval processes

2.3 DRIVERS OF CHANGE

Whilst it is important to understand how CACEN is performing in terms of Lynch's urban performance dimensions, it is also important to identify the primary change forces (i.e. events) that exist or are emerging and that will need to be accommodated in the planning horizon of the project i.e. what issues are likely to result in changed behaviours, changed circumstances for the residents of Msunduzi.

- Social
 - Population Growth including (in-migration/natural/migration)
 - Changing demographic profile (poor, young, uneducated, low skilled)
 - Social Justice/Social expectations/Basic needs provision/Survival tactics of poor/
 - Lifestyle choices that drive the way we do things and how we live, the way business and government responds wrt Security and Social cohesion
 - Low skills base Human resources development (lack of education)
- Economic
 - Energy cost/Oil Price (peak oil)
 - Logistics linked to N3 Corridor
 - Declining agricultural hinterland
 - Global and local economic climate fluctuations
- Environment
 - Smarter resource utilisation/water scarcity
 - Climate change/vulnerability
 - Increase environmental awareness (social movement)
 - City marketing/branding City character and identity – think global, act local
- Institutional
 - Public Sector Institutional capacity/systems/bureaucracy constraints
 - Private sector influence - market power
 - Non-delivery/delivery of government
- Political
 - Increasing social development focus/social equity/Social engineering to redress the past/Redistributive policy – address backlogs/equity/Public Transport
 - Political systems stability and social responsibility
- Financial
 - Capital availability over time for both Public and Private Sector

2.4 SUMMARY OF STRATEGIC OBJECTIVES

The “strategic objectives” presented in this document were generated through a workshop consisting of the consultant Project Team and Municipal Project Working Group members using the information gathered for each sector.

These strategic objectives respond to the SWOT as well as the identification of key change drivers and provide the basis from which to design the strategy to regenerate the Central and CBD Extension Area.

2.4.1 IMPROVING ACCESSIBILITY, CONNECTIVITY AND EFFICIENCY (ACCESS)



- Establish improved Regional Access and Integration
 - Improve regional vehicular access to the CBD Core
 - Increase/improve vehicular and pedestrian linkage and connectivity between the study area and immediately adjacent areas
 - Encourage Transit Oriented Development
- Improve Urban Connectivity
 - Improve internal circulation and access to local level nodes, services and facilities
 - Consolidate Public Transport routes and facilities
 - Increase and improve pedestrian linkage networks and infrastructure within study area and to immediately adjacent areas of social and economic opportunity
- Improve Accessibility to services and facilities
 - Establish an increased level of mixed land uses in appropriate high accessibility locations
 - Upgrade and increase provision of/access to social facilities
 - Increase capacity and rationalise the parking systems serving the Core
- Reduce the dominance of the car
 - Rationalise public transport routing
 - Improve pedestrian environment
 - Improve Traffic Management Systems

2.4.2 IMPROVE AND ENHANCE ENVIRONMENTAL QUALITY, SAFETY AND SECURITY (VITALITY)



- Protect, rehabilitate and Enhance Environmental Assets
 - Rehabilitate the Msunduzi River and Dorpspruit Stream as ecological corridor
 - Protect and integrate environmental assets and enhance their ability to contribute to eco services delivery
 - Increase the capacity of the green assets of the area to improve air quality
- Maintain and Improve Basic Services
 - Improve refuse management in the CBD and Rivers
 - Improve the capacity and efficiency of infrastructure

2.4.3 ESTABLISHING A SENSE OF OWNERSHIP, TERRITORIALITY, PRIDE AND DIGNITY (SENSE)



- Review and strengthen the spatial structure of the study area
 - Promote the establishment of land uses and activities which contribute to, and compliment the vision and roles of the node and its districts, precincts and neighbourhoods
 - Establish, Consolidate and / or reinforce a diversity of local level activity nodes throughout the area
- Establish and enhance Imageability and Legibility
 - Upgrade and enhance the quality public space in nodes, corridors and neighbourhoods
 - Protect and celebrate natural and man made (cultural) Landmarks
- Establish and Protect Territoriality and Identity
 - Promote and create neighbourhood identity throughout the study area
 - Encourage built form that contributes to street and neighbourhood identity and territoriality
- Establish a more responsive urban form

2.4.4 MAKING SPACE FOR LIFESTYLE NEEDS AND GROWTH (Fit)



- Increase supply of functional Public Space
 - *Establish and or enhance public space in Nodes and Corridors*
 - *Enhance visual and functional quality of streets and public spaces and establish new public spaces*
- Increase and improve Economic Spaces
 - *Promote a balanced mix of complimentary use and activities i.e. balanced community*
 - *Create Districts, Precincts and Neighbourhoods of discernable character*
 - *Minimise the potential adverse impacts of incompatible land uses and activities on one another*
- Increase and enhance Housing Choice
 - *Provide for a range of housing types and costs*
 - *Promote higher density residential development*
- Increase social facilities
 - *Provide more local level open space and recreation*
- Utilise more responsive Building Typologies

2.4.5 PEOPLE DEVELOPMENT AND INVOLVEMENT (CONTROL)



- Enhance the capacity and responsiveness of local government to manage the urban environment
 - *Coordinate and enhance urban management and maintenance initiatives*
 - *Build on existing safe city initiatives*
 - *Extend the focus area of City Beautiful projects (PURP)*
 - *Improve and enhance enforcement of legal infringements*
- Enhance Coordination and Cooperation between Stakeholder Groups
 - *Coordinate existing stakeholder initiatives and energies.*
 - *Involve stakeholder groups in the current planning process*
- Build Management Capacity within the stakeholder community
 - *Promote the establishment of Interest based groups e.g. UIP's*
 - *Link communities and businesses to surrounding and metropolitan business*

3 TOWARDS A VISION FOR THE CENTRAL AREA AND CBD EXTENSION NODE

3.1 BUILDING A VISION

A vision is a statement of a desired future and it can be expressed or articulated in many ways. The vision presented here is a draft vision which will need to be tested and agreed to by the relevant communities and stakeholders of the study area.

The following broad guidelines have been used to formulate the beginnings of a vision:

- A vision should be for the **people and communities who will be using the area, either on a day to day basis and / or on a more irregular or infrequent basis**, to express their views about what the environment should look like, how it should support their, and other peoples, lifestyles and activities and how it will be managed. This will include the views of residents, business people, visitors and people who work in the area. This vision should then be used to guide the TMM in its role as manager of the area on behalf of the inhabitants.
- Residents and communities from within an area are usually very knowledgeable about their area and understand the issues that they need to deal with during times of change and growth. However, they are not always aware of **wider and higher level issues which are outside of their control, but which have a direct bearing on their daily lives**. Invariably local communities will be concerned with issues such safety, service levels, mobility, environmental quality, property rates and values and issues of noise, privacy and cleanliness and so on.
- Municipal government is also directly concerned with all of these issues as the primary service provider, but it is also concerned with the wider and higher level issues related to the **change of the area and its sustainability in terms of the City's overall economic and population growth**. As such it is also concerned with the roles the area can play in the City in accommodating such growth and change as well as the broader principles upon which development should be based in order to be efficient and equitable.

The sections that follow present the initial thoughts with respect to what the Central Area and CBD Extension Node could be.

3.2 ROLES FOR THE STUDY AREA

Central areas and metropolitan nodes all play a variety of roles from time to time and during their life cycles. These roles are related to their hinterlands and the changes and trends in the economy and society that influence them.

The following table indicates the roles that were identified during a workshop session with the TMM Project Working Group. The table also tries to identify what the future role of the study area could be.

ROLE	ENVIRONMENT	SOCIAL	ECONOMIC
NATIONAL <i>(What role does the area play with respect to the growth and development of South Africa)</i>	Catchment Management	Capital City	National Sports Hub
PROVINCIAL / REGIONAL <i>(What role does the area play for the Provincial, Metropolitan and surrounding communities and business)</i>	Catchment Management Biodiversity Linkage	Transportation Hub Regional Social Services Node Sport and Recreation	Regional Services Node Regional Retail Node Tourism and Events
LOCAL <i>(What role does the area play for local people and communities)</i>	Biodiversity Landscape Quality Flood Management	Transportation Node Regional Civic Node Local Sport Hub Recreation and leisure Mixed Residential District Religious Hub Social Facilities	Business Centre Services Centre Employment Node Residential Node

3.3 DEVELOPMENT PRINCIPLES

The following development principles are proposed and provide a framework for future planning.

ACCESS	VITALITY	SENSE	FIT	CONTROL
Pedestrian Prioritization Restructure Public Transport System Promote More Balanced Modal Split Ensure Regional Accessibility Promote Densification Promote Transit Orientated Development Infrastructure Optimization Promote Choice of Transport Mode	Promote Green Technology And Infrastructure Rehabilitate/ Enhance/ Protect Biodiversity and Ecology Contribute To The Management of Water Resources of The Catchment Resource Efficiency Resilient To Climatic Hazards – Floods	Protect Heritage And Legibility Promote Identity/ Character/ Sense of Place Promote More Responsive Urban Form Use BRT as Strong Integrative Element Strengthen Diversity	Mixed Land Use And Activity Mixed Use Buildings Subscribe To Existing SANS Codes Develop Pubic Spaces and the Public Realm Promote Multiple Use of Flood Plain	Promote ICT Systems Promote UIP's Urban Management Inclusive Planning
				

4 NEXT STEPS

The Strategic Objectives identified in this synthesis document represent the proposed key focus areas for intervention in the study area. The next steps in the project require the translation of these into a Development Concept, confirm key priority areas for further detailed urban design planning and prepare an Implementation and Management Strategy.

5 REFERENCES

See Technical Notes in Annexure