

## ANNEXURE "C"

### TERMS OF REFERENCE

# Msunduzi Municipality

## Preparation of Local Area Plans and Allied Planning Work For Central Area and CBD Extension Node

### Format of Terms of Reference

The Terms of Reference comprises two components viz:

**Part A:** The lead in submission records the general planning framework, intent and municipal overview towards the preparation of the Local Area Plans.

**Part B:** The scope of work for the specific Local Area Plan, to be read and prepared in conjunction with Part A.

In this case, it is noted that as part of the Consolidated Planning Work Programme, the municipality requires the preparation of two Local Area Plans. Other than, the change in Title description to accommodate the respective studies as per the Contract details, the lead in submission [ie. Part A] remains the same for both Contracts.

## PART A

### 1. Request for Consultants to Submit Proposals

The Msunduzi Municipality seeks to enlist the services of experienced and competent professional service providers to undertake the preparation of Local Area Plans [LAPs] and associated planning work for the following priority areas within the Msunduzi Municipality:

- **Central Area and CBD Extension Node**

[The outer figure of the study area and a description thereof is contained in the document herein]

The purpose of the Local Area Plans is to provide a defined planning, development and implementation framework for the management of development and land use in the area. In so saying, it is noted that the Local Area Plans are required:

- To inform and advance the orderly and desirable spatial development of identified priority areas by, inter alia, preparing development strategies and guidelines incorporating the preparation of a Development and Implementation Framework;
- To direct and manage investment within the identified priority areas;
- Provide specific direction to guide decision-making on an ongoing basis, aimed at the creation of integrated, sustainable and habitable regions in the city.
- To consolidate and reinforce the character and role of the City as the economic and institutional hub of region and promote the role of locality within multiple, complex networks that may extend into the global arena;
- To advance the function and order of the City within the provincial space economy and as part of a web of national and provincial corridors and nodes [ie. directed and fixed channels of investment as per policy prescripts];

- To create a climate conducive to private sector investment and provide a clear spatial logic that would facilitate such decisions on investments and accordingly to encourage investment decisions, not only in pursuance of optimal returns, but also in support of a shared spatial vision for the City;
- To deliver economic growth that does not continue to generate environmental loss, a natural environment threatened by poor resource management, resource intensive economic growth and a carbon dependent energy base;
- To adhere to the Environmental Management Framework [adopted by Council] and encourage environmentally sustainable land development practices and processes including the emergence of a green economy;
- To respond to the spatial marginalisation of the economy as well as a range of market and sector demands, promoting the optimal participation in the economic affairs and activities of the City;
- To articulate and advance the spatial restructuring of the post apartheid city and identify strategic areas for intervention to promote the integration of social, economic, institutional, environmental and physical aspects of land development; and in so doing
- Secure and promote the sustainable and developmental trajectory of the City.

All cities aim to create a more sustainable and resilient urban system. To achieve this, cities have to mediate the tensions that exist between economic growth, human and social development, and the impact of these on the environment and natural resources. Moreover, climate change, global competitiveness, instability and commodity constraints represent a snapshot of the complex changes affecting cities on a global scale. Improving the well-being of citizens, managing scarce natural resources and ensuring economic growth must continue amidst uncertainty and rapid change.

To do this, a finer understanding of such tensions is needed. In so saying, aspects of uncertainty, change, predictability and continuity exist side by side and an understanding of the trade-offs, the consequences of decisions, and necessary balancing required, is critical in any robust strategy process and the study at hand. The Local Area Plans and a set of spatial priorities introduces consistency and rationality in planning and provides a focal point and a strategic basis for focusing municipal action, weighing up trade-offs, and linking the strategies and plans of the three spheres and agencies of government.

Within a planning context, it is presented that Local Area Plans are part of a suite of plans which form an inter-related hierarchy or continuum of plans. In this regard, the Municipal SDF is prepared at a broad strategic level and represents the spatial vision and component of the Integrated Development Plan. The Local Area Plans, which follow, are intended to translate the broad development intentions of the Municipal Spatial Development Framework into:

- geographically specific, physical development and land use proposals;
- focus on land use, transport, environmental and infrastructure implications;
- direct level, form and location of investment in the city and
- guide the preparation of the land use management system.

**The Terms of Reference comprises a principle and lead in submission which contains the general scope of work, intent and requirements of the Municipality. The specific terms of reference for the respective priority areas completes the document.**

**The scope of work inclusive of project deliverables are accordingly defined and described herein and in response thereto, qualified and experienced consultants are hereby invited to submit a project and tender proposal.**

**The professional service providers are required to tender for the production of each Local Area Plan.**

## **2. Project Background**

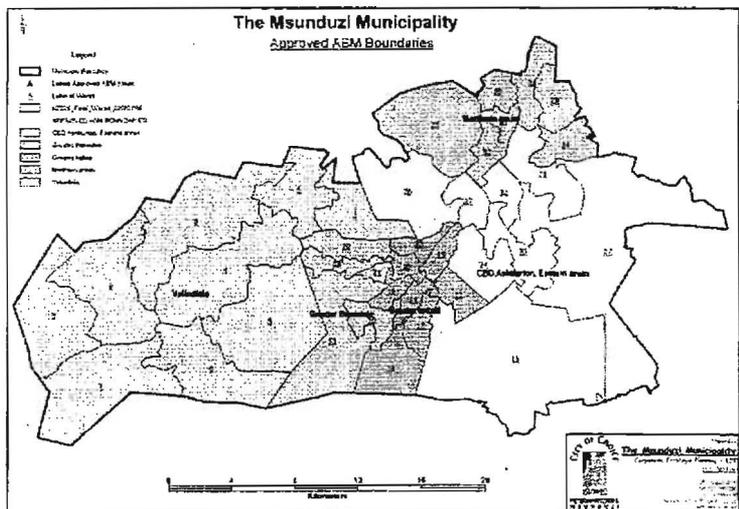
The Constitution of South Africa envisages a robust local government system, which can provide democratic and accountable government for local communities; ensure the provision of services to communities in a sustainable manner;

promote social and economic development; promote a safe and healthy living environment; and encourage the involvement of communities and community organizations in the matters of local government.

The Municipal Systems Act 32 of 2000 aims to empower local government to fulfil its Constitutional objectives and in terms of Section 25 [1], each Municipal Council must within a prescribed period adopt a single, inclusive and strategic plan, known as the Integrated Development Plan [IDP], of which the SDF is a core component [Section 26 e]. Further to the current IDP, the Msunduzi Municipality identified a need to refine its SDF to incorporate area-specific issues, identify localised development opportunities, refocus its development programs and inform the preparation and introduction of a coherent Land Use Management System (LUMS).

In 2007 consultants were appointed to undertake the review of the Msunduzi SDF and accordingly, the spatial organisation and development of the city, is encapsulated by the SDF. In the context of the Land Use Management System and towards the refinement and review of the SDF, Council has sought to adopt a continuum of plans which constitutes the spatial and physical planning component of the system. In essence, the planning practice and approach effectively endorses a 'package of plans' with varying degrees of detail and application.

Moreover, the revision of the SDF has been pursued on an Area Based Management (ABM) approach and included the preparation of a Consolidated SDF report. Accordingly, Spatial Development Frameworks for the individual ABM areas were prepared to address unique development trends while also providing for wall-to-wall spatial integration and transformation.



The ABM's include the following areas:

- Vulindlela;
- Greater Edendale & Imbali;
- Northern Areas and
- Ashburton, CBD and Eastern Areas.

The Consolidated SDF was adopted by Council on the 30 September 2009 and on adoption thereof, Council resolved that Local Area Plans be developed for the first set of areas identified in the SDF which are as follows:-

- Ashburton/Lynfield Area;
- Mason's Mill also known as Ekhrosini;
- CBD Extension Node;
- Taylor's Halt Node;
- Northdale CBD;
- Scottsville/New England Road Complex;
- Central Area Plan;
- Msunduzi River Corridor; and
- "Ambleton City".

The Executive Committee was approached to prioritise the preparation of the above Local Area Plans and planning work programme, it being noted that:

- The above work production and output relates in essence to a 3-5 year programme,

- There is escalating pressure for development in targeted areas and the absence of a detail planning framework impedes decision making and incurs time delays and loss of revenue,
- There is a compelling need to articulate and advance the spatial restructuring of the post apartheid city and identify strategic areas for intervention,
- There is an inherent requirement to consolidate and reinforce the character and role of the City as the economic and institutional hub of the region
- The translation of National and Provincial development Imperatives into local development priorities;
- To qualify and quantify the existing SDF proposals [nature and extent of development] and
- The preparation of the Local Area Plans forms an integral component of the SDF review programme towards the formulation of a practical and implementable SDF, with measurable targets.

Accordingly, the Executive Committee resolved that Local Area Plans be produced for the following priority areas, hence the preparation of the Terms of Reference and call for proposals:

- South Eastern District [SEDIs];
  - Produce a Development Vision for the area with an associated appropriate policy framework in which future development can take place in a sustainable manner;
  - Produce a Planning, Development and Implementation Framework to inform investment decisions regarding the development and use of land, provision and phasing of bulk infrastructure and a basis for the assessment of the impact of development on land; and
  - Articulate and advance the planning and development concept of a “City within a City” towards the restructuring, reconstruction and development of the post apartheid city [Ambleton City].
- Central Area and CBD Extension Node and
  - Produce an Inner City Development and Regeneration Strategy which reinforces and consolidates its character and role as the economic and administrative hub of both the City and Region, including its function as an urban centre ie. a place of exchange (a market place); a place of concentration of power (financial, economic and political); an investment location; a rates revenue generator; and a place for housing, social interaction and integration; and
  - Produce a Planning, Development and Implementation Framework in support of the above regeneration strategy, ultimately informing the revision of the Town Planning Scheme.

Moreover, according to the National Guidelines for the Formulation of Spatial Development Frameworks by the Department of Rural Development and Land Reform, it is presented that the SDF vision and proposals present a long term vision for the development of the municipality. Thus, even though it forms part of IDP, the complete SDF should not be reviewed on a yearly basis, unless circumstances dictate this.

However it is suggested that the Implementation Plan should be revised yearly, based on the outcomes of the monitoring and evaluation of the SDF. Specific aspects that may require revision include:

- The identification of priority areas for intervention [as interventions address the issues in those areas]; and
- Capital Investment Projects. Such revisions should be guided by the vision, principles and spatial development proposals put forward by the SDF.

With the foregoing in mind it is recognized that the Council’s decision to prepare local area plans is in accordance with the above planning perspective and National Guidelines. In so saying, while the review of the SDF will be dealt with internally, there is a need to simultaneously advance the level of planning in specific regions of the city to a further level of detail. As such and within the context of a hierarchy of plans, the production of the Local Area Plans are presented as an integral component of the SDF Review program 2012/2013.

The Local Area Plans [the study] calls for different perspectives of what is needed to advance towards a future city all can aspire to live in ie. a coherent story of Msunduzi future development path. It is submitted that successful cities have what is called a “future orientation” and in this regard, a number of theoretical insights demand attention.

This then serves as a lens through which the City may aim to view, conceptualise and refine its approach to development issues. In so saying, there are various theories that inform long-term city strategies both locally and globally – with some of the key concepts recorded as follows:

Cities serve as the dynamos of national economies, contributing disproportionately to global economic competitiveness. Those cities that succeed in attracting and retaining highly skilled, talented citizens – alongside successful local companies and globally competitive firms – hold a greater hope of continued competitiveness. This view has given rise to further theories on mechanisms for driving competitiveness – resulting in concepts such as the:

- Global City-Region;
- Collaborative/ Creative City; and
- The Smart City.

The concept of the *Global City-Region (GCR)* contributes to our understanding of the geography of competitiveness. GCRs consist of regional economies with one or more metropolitan areas – and surrounding hinterlands. Their economies are characterised by intricate networks of specialised but complementary activities, bolstered by large multifaceted local labour markets, with this combination resulting in a strong economy augmented by agglomeration effects.

City strategies that emphasize competitiveness focus on driving support for particular high-growth economic sectors, securing foreign direct investment, ensuring strong skills development and building a conducive environment for business. The primary critique of competitive cities, however, is that they do not necessarily ensure shared economic growth, or the promotion of job growth.

In contrast with GCRs, the related concept of the *Collaborative/ Creative City* posits that human intelligence, motivation, imagination and creativity are replacing other urban resources, such as location, natural resources and market access. The concept of creativity has recently been introduced in economic and urban policies as a key resource viewed as necessary for ensuring competitiveness in the global knowledge economy. Many innovative city strategies have focused on providing spaces – physical and social environments – to stimulate the production of creative output and innovative communities, while promoting the establishment of value-added economic activities and the regeneration of degraded urban areas.

Of relevance to the theme of competitive cities is the *Smart City* – an idea that is gaining prominence as an important feature of many city strategies. Smart cities are able to use Information and Communication Technologies (ICT) to enhance economic efficiencies and overall competitiveness. One of the main thrusts of the Smart City concept is the use of technology, or 'smart systems', to transform energy grids, to manage water more effectively, to reduce grid-lock on congested roads, and to improve the overall efficiency and functionality of services, processes and systems within the urban environment. There is a direct, positive link between competitiveness and resource use and optimisation. A city that monitors conditions and integrates information relating to its critical infrastructure is better able to optimise its resources, plan for preventive maintenance and monitor safety and security parameters, while maximizing service provision to its citizens. Smart cities carry a vision of the future technological city – with a view of municipal requirements, and the potential of real city-wide connectivity, data-rich information, and informed decision-making.

A new theory of 'liveable urbanism' has also emerged recently in South Africa. The value of this theory lies in the definition it provides of cities, not as fixed physical artefacts or historical subjects, or simply spaces within which other things happen – but as, pre-eminently, emergent outcomes of complex interactions between overlapping socio-political, cultural, institutional and technical networks. These networks are in turn recognised as being in constant flux, as vast socio-metabolic flows of material resources, bodies, energy, cultural practices and information work their way through urban systems in ways that are simultaneously routinized, crisis-ridden and transformative.

At its core is an understanding of cities as spaces through which socioeconomic metabolic flows happen. Liveable urbanism is also about the restoration of life, not just as an expression of identity associated with living in a particular space, but as an expression of a mode of production that will emerge, and has already started to emerge, in a post-growth, post-peak oil, low-carbon, and resource productive world.

Liveable urbanism is related to but also substantively different from green urbanism. It shares with green urbanism the assumption that the cities of the future will need to be low-carbon, more resource efficient and less negative in their impact on the environment. A hazard associated with green urbanism, however, is the fact that it is fast becoming a techno-fix for greening the elite residential enclaves and commercial parks – without facing the inescapable need to reverse over-consumption and address urban poverty, by bringing back the 'universal access' ethos of inclusive urbanism. Liveable urbanism can find common ground with slum urbanism, which empowers the urban poor to build, from below local economies. To this extent, liveable urbanism is closer to the ethos of inclusive urbanism.

The concept of *sustainability* is represented in an end state where economic development, human and social development, and environment realities are balanced – a state where human and economic development imperatives do not erode the ecological carrying-capacity of cities. The concept has been further developed through the theory of 'decoupling', which entails separating economic production from natural resource use. The green economy typifies the sustainability concept, emerging in the context of new innovations in renewable energy, and global efforts to create systemic change in the way in which we produce and consume energy. A green economy is one in which business processes are reconfigured from an infrastructure perspective, "to deliver better returns on natural, human and economic capital investments, while at the same time reducing greenhouse gas emissions, extracting and using fewer natural resources, creating less waste and reducing social disparities. A green economy therefore "grows by reducing rather than increasing resource consumption. These economies have also been termed low-carbon economies. Linked to the objective of sustainable cities is the concept of *resilience* – with increasing focus on building city resilience in the light of climate change.

In this context, resilience focuses on transitions in ecological systems, from relative stability to increasing volatility. It provides a new basis for understanding cities as complex social, ecological, human and economic systems that operate as interlinked ecosystems, requiring balance and adaptation for survival. With rapid transformations taking place daily within any one of the global cities of the world, resilience is a requirement for continued growth and prosperity. However, as a concept relevant for inclusion in policy-making, deliberation relating to resiliency is still in its infancy.

In policy terms, it is suggested that it is about maintaining a development pathway, in the face of potential unexpected challenges that could derail a city from its overall vision. An alternative view is that resilience is predominantly about working with the high potential for change and the unpredictable in the city context, instead of a focus on sustainability – where the target includes optimal balance. Instead, resilience is about the capacity to absorb unexpected 'shocks'.

As is evident from the above, various city concepts and theories hold value for, and have informed, an array of South African city strategies. The strategies present an economic outlook and define the making of a city and its inherent characteristics and attributes. They disclose a particular city image and adopt an identity by design. As such, the strategies reveal a place of value and a legible text towards a positive performing urban system. The strategies which need not be mutually exclusive essentially gear the city for economic growth by expanding a robust, entrepreneurial and innovative economy. The interdependence between growth, poverty reduction and sustainable development are accordingly recognised and presented as core elements of the strategy.

The strategies, as previously indicated, serves as a lens through which the City aims to view, conceptualise and refine its approach to development issues. The concepts presented herein are accordingly a step in the process of charting a new path for the city [ie the evolution of a city towards a Place Utopia, grandeur and bizarrely unique and incredible]. The strategy brings into focus the ability of a city to deliver on its mandate [ie. a developmental local government tasked with attacking the blight of poverty, exclusion and deprivation].

In this assignment, a strategy and a plan are only credible as its delivery mechanism is viable and in so saying a capable state/city is an essential precondition for South African Development. It is submitted that if cities are to balance the need for economic growth with social and human development, it requires the linking of long-term city-wide strategies with operational outputs and stimulating interest in and action towards agreed future outcomes, as alluded to in some of above city concepts and theories. By decree a City of Choice is espoused and advocated, where a life lived by choice is a life of conscious action and a life lived by chance is a life of unconscious reaction.

The national development plan proposes to invigorate and expand economic opportunity through investment in infrastructure, more innovation, private investment and entrepreneurialism. The plan presents a development trajectory and road to inclusion, cohesion and shared prosperity. There is a well off need to accept that the old model of consumption is unsustainable and greater inclusivity is required to develop a prosperous and viable economy. This requires shifting from a paradigm of entitlement to a development paradigm that promotes the development of capabilities, the creation of opportunities and participation of all citizens.

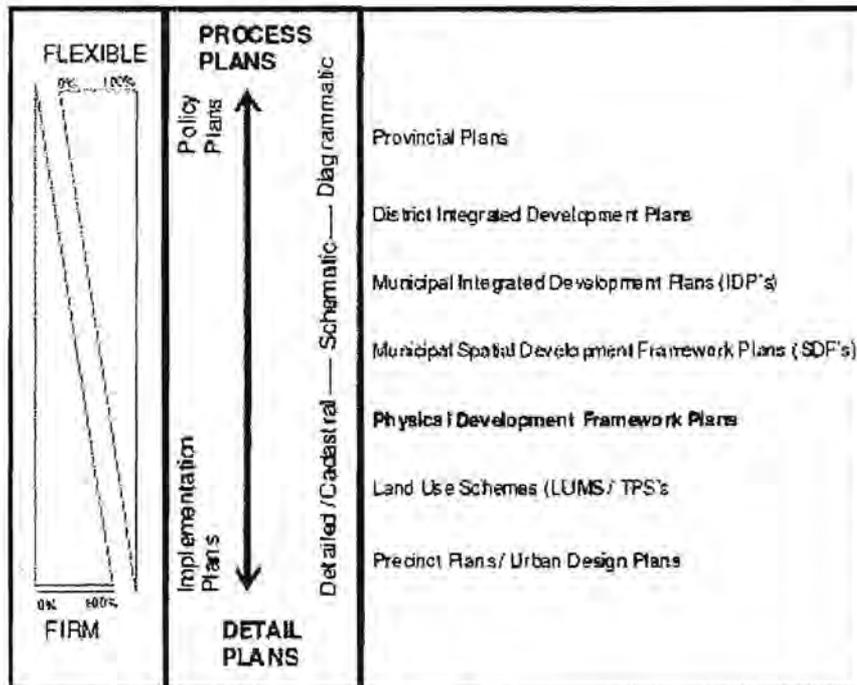
The Msunduzi Municipality is now challenged to grow the Pietermaritzburg economy and integrate all sectors into the mainstream economy. The spatial marginalisation from economic opportunities continues to be a significant feature of the space economy and must be addressed in order to reduce poverty and inequality and to ensure shared growth.

Failure to address these challenges is likely to result in economic decline, falling living standards, rising competition for resources and social tension. Persistently high levels of poverty will prompt social instability, leading to a rise in populist politics and demands for short-term measures that lead to further tension and decline. Msunduzi must avoid such a destructive cycle. Difficulties abound, but alignment around a common vision, with a determination not to be put off by short-term challenges will produce results beyond most people's expectations.

### 3. Overview: Local Area Plans

As indicated, Local Area Plans are part of a suite of plans which forms an inter-related hierarchy or continuum of plans. The suite of plans comprises of both documents and prescriptive maps. The Diagram below indicates that the suite of plans show increasing levels of detail along the continuum as they move from "Process Plans" through to more detailed plans.

Essentially, the higher order Process Plans are substantially more policy orientated; fairly flexible; and have maps that are largely diagrammatic. At the other end of the continuum, "implementation" plans are less policy orientated, with firmer



levels of detail and with maps that indicate detail at either cadastral or site levels. The nature of the maps of the various plans between these extremes tend to be schematic, and the documents indicate a mixture of policy statements and degrees of detail.

In this case, the Local Area Plans lie between the policy nature of an SDF and the fairly detailed nature of a cadastral-defined Land Use Scheme. In this sense, the LAPs lays the foundation for translation into a Land Use Scheme.

The SDF identifies the spatial nature of various land uses and

the extent of physical development and only tends to exhibit higher order and larger facilities including land uses.

The SDF Plan does not indicate local level roads or local level facilities. The location and sizes of nodes, roads, and extent of land uses are estimated as the map is essentially schematic.

In so saying, LAPs forms part of the Municipality's package of plans and as such, it is informed by the Municipality's IDP and SDF and seeks to translate the intentions of these higher order plans into a greater level of detail and thereby inform the preparation of the LUMS for the area. Some key aspects of the plan include:

- Promotion of a balanced, integrated and sustainable mix of land uses and activities
- Promotion of a range of residential lifestyle options.
- Enabling a hierarchy of commercial, economic opportunity areas and service nodes.
- Promotion of a mix of residential densities.
- Ensuring an appropriate range of facilities.
- Promotion of identifiable neighbourhoods and settlements.

A Local Area Plan, in response, indicates amongst others, the following elements:

- The major elements of the transport system are shown, i.e. the different road and railway networks, and includes formal access roads as well as major informal roads for upgrading;
- The higher level nodes of the SDF are translated into their spatial extent and more precise location. Low level local convenience shopping facilities will also be shown;
- Provision of bulk infrastructure and services;
- Most of the social facilities will be shown in terms of size and location, i.e.:
  - Schools: Primary, Secondary, tertiary;
  - Health: Hospitals and Clinics;
  - Crèches;
  - Places of Worship;
  - Community Facilities; and
  - Residential areas and their prescriptive treatment will be shown, i.e. forms of development, planning interventions, and if appropriate, density;
- Industrial and economic opportunity areas; and
- Various forms of Open Space, i.e.:
  - Active Open space;
  - Passive open space;
  - Environmental Management Service areas; and
  - Formal conservancies, etc.

Further, the content of the Local Area Plans should include, inter alia:

- The identification of the location and extent of key development opportunity zones and the associated physical, institutional and financial requirements to enable development within them;
- The preparation of conceptual design solutions for each development opportunity;
- The identification of critical actions required for each of the above to be implemented including the assembly of land, detailed design actions required, establishment and or refinement of land use and environment management mechanisms, assessment of infrastructure requirements such as access, sewerage disposal etc.;
- The evaluation and preparation of recommendations regarding existing outstanding development applications and/ or proposed projects within the identified areas;
- The preparation of the order of magnitude costs and budgets for the establishment of public infrastructure/identification of projects necessary for facilitating development; and
- The prioritization of the phasing of development projects within the identified area as a whole and within each development opportunity zone.

Except for plans at the "implementation" end of the continuum, these plans are essentially decision making tools that are used to direct the nature of decisions about development. The plan is used to induce or manage developments that will be implemented by both the various public sector actors and the private sector actors. In this sense, plans such as IDP's, SDF's, and LAPs are management tools to direct decision making.

## 4. Planning Approach and Context

The following elements make for a credible plan and duly constitute the planning framework, approach and context informing the preparation of the Local Area Plans:

- is based on an agreed vision and planning principles promoting equity and sustainability;
- is aligned with relevant national and provincial policy;
- reflects a clear understanding of the reality of the municipal spatial environmental, social and economic systems, particularly with regard to urban structuring, infrastructure needs and capacity;
- provides sufficient detail to inform Council decisions that have a spatial dimension;
- includes an implementation plan, with measurable targets;
- is realistic in terms of growth prospects and the financial and institutional capacity of the municipality to implement the proposals;
- is aligned with the municipal Environmental Management Framework (EMF);
- provides guidance for sector plans and development initiatives from all government agencies, e.g. land reform programmes and projects to contribute towards the vision for that municipality;
- enjoys a high level of buy-in from all stakeholders (i.e. the process of formulation is as important as the product);
- is clear, succinct and accessible to a wide audience.

To inform and guide the preparation of the Local Area Plans, the planning framework, approach and context is explored and defined further herein.

### 4.1 Legislation and Policy Directives

The contextual analysis locates the study within the national development imperatives, and the translation of these into provincial and local development priorities. This requires identification and a thorough review of national, provincial and local policies as well as other external factors that have a direct influence on planning and development within the respective study areas. The proposed Local Area Plan is, amongst others, informed by the following:

- The Spatial Planning and Land Use Management Bill. [SPLUMB] [To provide a framework for spatial planning and land use management in the Republic; to specify the relationship between the spatial planning and the land use management system and other kinds of planning; to provide for the inclusive, developmental, equitable and efficient spatial planning at the different spheres of government; to provide a framework for the monitoring, coordination and review of the spatial planning and land use management system; to provide a framework for policies, principles, norms and standards for spatial development planning and land use management; to address past spatial and regulatory imbalances; to promote greater consistency and uniformity in the application procedures and decision-making by authorities responsible for land use decisions and development applications; to provide for the establishment, functions and operations of Municipal Planning Tribunals; to provide for the facilitation and enforcement of land use and development measures; and to provide for matters connected therewith.]
- New Growth Path and The National Spatial Development Perspective. [NSDP] [these include: Rapid economic growth, Government spending on fixed investment, Investment in poverty alleviation and basic services programmes and addressing past and present social imbalances].

The New Growth Path is a broad framework that sets out a vision and identifies key areas where jobs can be created. Initiatives are now underway on the completion of a series of implementation plans. The new growth path is intended to address unemployment, inequality and poverty in a strategy that is principally reliant on creating a significant increase in the number of new jobs in the economy, mainly in the private sector.

A profound and fundamental change has taken place in the economic structure of a number of countries worldwide. South Africa is a member of Brics: Brazil, Russia, India and China being the other countries. Brics are

currently recognised as the strongest emerging- market countries who have embraced the *developmental state* model. The ANC Policy Discussion document (2007) titled "Economic Transformation for a National Democratic Society" argues for a strong role to be played by the South African state in shaping the structure and output of the economy.

The New Growth Path sets a target of creating five million jobs in the next ten years. This target is projected to reduce unemployment from 25% to 15%. Critically, this employment target can only be achieved if the social partners and government work together to address key structural challenges in the economy. The present government has decided to embark on a developmental approach by massive investment in the infrastructure of the country. This strategy has been announced and supported by the President in his state of the National Address on 9<sup>th</sup> February 2012. The New Growth Path mirrors the Chinese experience by drawing on the Keynesian economic model. China has enjoyed three decades of healthy economic growth and has transformed from a poor country into a world super power, vastly improving the lives of the majority of its 1,3 billion people and becoming increasingly influential in global politics.

In South Africa there is a strong obligation on the part of the state to effect a redistribution of income, wealth and economic power as well as meet basic needs and to do this requires a set of institutions and skills that are capable of accomplishing this task. This has led many in the democratic movement to call for the creation of a 'developmental state', which would take the lead in meeting basic needs and create institutional mechanisms of support to achieve its redistributive goals. A developmental state is differentiated from a state in the advanced industrial economies by the priority it gives to investment in those areas of the economy that are not immediately and directly profitable but which are nevertheless crucial to human development and hence, to long term sustainability of economic growth. In the interests of growth *and* development the state has to strike a balance in the policies it pursues.

The New Growth Path seeks to place the economy on a production-led trajectory with growth targeted in ten 'jobs drivers'. As a first step, government will focus on unlocking the employment potential in the following six key sectors and activities:

- o Infrastructure, through the massive expansion of transport, energy, water, communications capacity and housing, underpinned by a strong focus on domestic industry to supply the components for the build-programmes
- o the agricultural value chain, with a focus on expanding farm-output and employment and increasing the agro-processing sector
- o the mining value chain, with a particular emphasis on mineral beneficiation as well as on increasing the rate of minerals extraction
- o the green economy, with programmes in green energy, component manufacture and services
- o manufacturing sectors in Industrial Policy Action Plan 2 [IPAP2] and
- o tourism and certain high-level services.

In each of these areas clear targets of the employment potential have been developed and state agencies have now been directed to work on implementation plans. In the green economy for example, the new growth path projects a jobs potential of 300 000 additional direct jobs by 2020.

Worldwide, cities are associated with large numbers of people, resources, services and infrastructure, and are therefore the drivers or gateways of national and international economies. Cities are accordingly part of, and affected by, the cyclical performance of global, regional and national economies, and have to take such economic influences into account when planning for sustained growth and resilience.

For developing countries such as South Africa, the emphasis is now firmly placed on competing in a global marketplace, with the pressures and demands associated with a developing economy. For the post-apartheid cities of South Africa, globalization has meant increased competition with other cities and changes in the nature of production and work. Managing global economic flows, retaining and competing for fixed investment, human

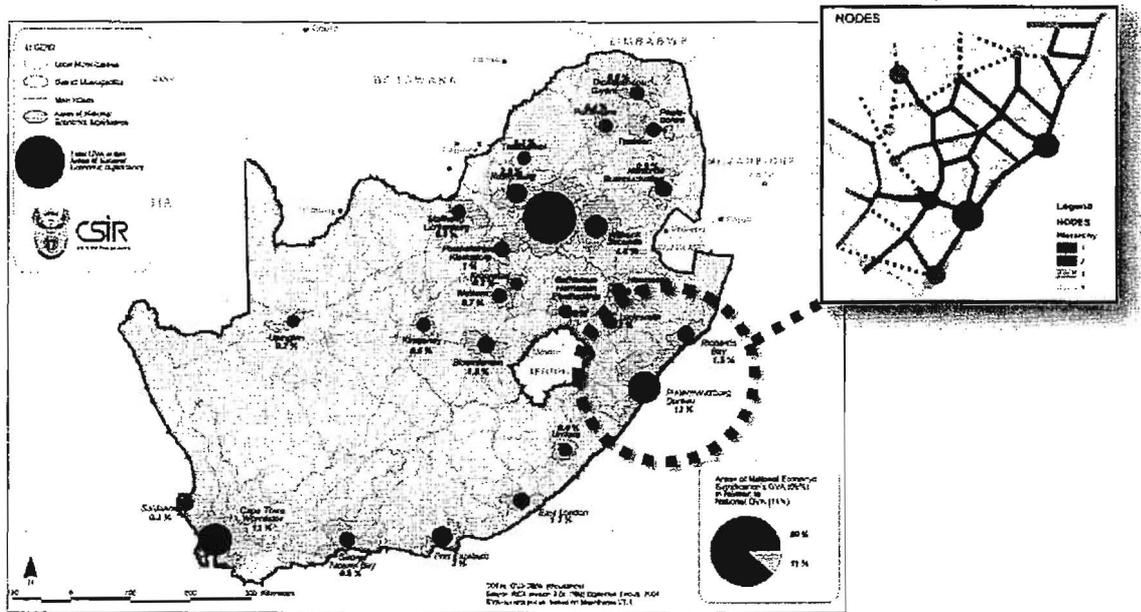
capital development and sustained resource management lies at the heart of a city's economic role and function. Moreover, whilst South Africa's per capita income places the country among middle-income countries, its income disparities are among the most extreme in the world. Reducing inequality and poverty, and tackling unemployment and underemployment, are the key challenges faced by the South African cities.

The idea of a New South African City first emerged in formal policy discourse in the Reconstruction and Development Programme in 1994, and was further developed in the Development Facilitation Act, [Act No. 67 of 1995]. The latter introduced a set of procedural and normative principles as well as desirable directions for land development in South Africa and advocated for spatially and socially integrated spatial systems. In 1995, the government of national unity released the Urban Development Strategy as guide for the future development of urban areas. In line with the DFA, it presented an urban development vision which includes the creation of globally competitive cities, and outlined seven strategies for the attainment of this vision. Despite its good intentions, and the serious issues it addressed, this document was not finalised. As a result, it was not entrenched as official government policy.

The vision for a new South African City as encapsulated in the UDF and in a myriad of policies has failed to materialise. It is observed that if sustainable and economically productive and inclusive cities were built with policy documents and vision statements alone, South African cities would have been model cities. It is however common knowledge that South African cities are some of the most inefficient and unsustainable in the world. Despite this, the fundamental goal of urban restructuring as first articulated in the early 1990s remains intact in government policy albeit a shift in the form of local government in South Africa. Boraine, et al, (February 2006:260), maintains that there has been a change from a particularistic emphasis of overcoming apartheid to a more generalised aspiration for urban innovation led by a developmental state. It is noted that the concept of a developmental state, is rooted in the Millennium Development Goals [MDGs] and adopted by the United Nations.

Ultimately, all government programmes and activities find expression in space. The spatial dispensation and the nature of the space economy of a country/region have important implications for meeting the social, economic and environmental objectives of a government. Dismantling the spatial distortions of apartheid and constructing new spatial forms and arrangements that are more conducive to the objectives of nation-building and social and economic inclusion, is a pressing preoccupation of policy.

The main policy directives at a national level, which informs provincial and local development planning in South Africa, are contained in the principles of the National Spatial Development Perspective [NSDP]. The NSDP provides a description of the spatial manifestations of the main social, economic and environmental trends that should form the basis for a shared understanding of the national space economy. It represents a key instrument in the State's drive towards ensuring greater economic growth, buoyant and sustained job creation and the eradication of poverty.



The principles are based on growth corridors linked to key economic nodes and regions in the country. It recognises the important role of cities in the national economy, and identifies them as focus areas for government investment. Focus on nodal areas gives credence to a vision for a post-apartheid South African City. These areas have clear economic comparative and competitive advantages, which, to a large degree, are based on the strength of the dominant economic activity and industrial concentration of nodes within them. As such, the NSDP directs economic fixed capital formation into areas that yield the highest impact in terms of economic output, employment creation and poverty reduction.

Pietermaritzburg is identified in the NSDP as one of the 26 urban centres in South Africa, and accounts for 0,72% of the total national population. This recognises the critical role the area plays as an engine of growth, connecting its region to the global village and contributing to both rural and urban development generally. The NSDP also identifies the N3 as a national development corridor, which serves to connect urban centres. In this context, corridors are presented as channels of investment and emphasises functional linkages and connections between lagging areas and core regions as a means to address spatial disparities.

- The Provincial Growth and Development Strategy. [PGDS] [these include: Good Governance, Competitive Investment, Local Economic Development, and Sustainable Communities];
- The Provincial Spatial Economic Development Strategy. [PSEDS] [these include: Sustainability, Correcting historical spatial imbalances, Curbing urban sprawl, Differentiated levels of infrastructure provision, Identification of priority development areas, Strengthening of major movement corridors, Identification of areas of high biodiversity and conservation significance, Alignment of national/ provincial/ municipal spatial visions, Aligning government budgets to priorities, and Private sector investment to support shared vision for the Province].
- Breaking New Ground. The focus of this policy is to change the delivery of housing at scale, to ensuring that housing delivery results in the creation of sustainable human settlements. The objectives of this policy are:
  - Accelerating the delivery of housing as a key strategy for poverty alleviation
  - Utilising provision of housing as a major job creation strategy
  - Ensuring property can be accessed by all as an asset for wealth creation and empowerment
  - Leveraging growth in the economy
  - Combating crime, promoting social cohesion and improving quality of life for the poor

- Supporting the functioning of the entire single residential property market to reduce duality within the sector by breaking the barriers between the first economy residential property boom and the second economy slump.
- Utilizing housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring
- **Environmental Management Framework.** At a national level, the National Environmental Management Act [NEMA] 27 of 1998 was drawn up to provide for co-operative, environmental governance by establishing principles for decision making on matters affecting the environment, institutions that will promote cooperative governance and procedures for coordinating environmental functions exercised by organs of State; and to provide for matters contained therewith.

As one of the implementation tools identified by NEMA, the Environmental Management Framework [EMF] is a framework of spatially represented information connected to parameters, such as ecology, hydrology, infrastructure and services. The main purpose of an EMF is to pro-actively identify areas of potential conflict between development proposals and critical/sensitive environments.

In addition, to the SDF, Msunduzi municipality has finalised an Environmental Management Framework [EMF], which was adopted by Council on June 2010. The EMF will inform decision-making and provide a framework against which plans, programs and policies will be assessed. As part of the EMF, A Strategic Environmental Assessment [SEA] was conducted in order to strategically determine the opportunities and constraints that the environment poses to future development.

The SEA enables planners to identify areas where development would be sustainable, and therefore the requirements for impact mitigation, and areas where development should be limited. It identifies issues, conflicts and proposed/potential alternatives; define the required level of environmental quality; explore environmental opportunities and constraints; and provide a framework to assess the sustainability of existing and / or future plans and programs.

The following environmental policies and plans were formally approved and adopted by the Municipality:

- Status Quo Analysis:
  - Flood Line Assessment;
  - Geotechnical Assessment;
  - Surface Water Resources;
  - Wetland Mapping;
  - Agricultural Resources;
  - Biodiversity Assessment;
  - Air Quality Assessment;
  - Service Capacity Assessment;
  - Socio-economic Analysis and Planning Policy Review;
  - Cultural Heritage Assessment; and
  - Institutional Framework Assessment.
- A Strategic Environmental Assessment [SEA];
- An Environmental Management Framework [EMF];
- A Strategic Environmental Management Plan [SEMP]: Provides an operational framework for the Msunduzi Integrated Environmental Management Policy by identifying specific Action Plans which will be made operational through the IDP. The SEMP also provides a monitoring and evaluation strategy that will enable the Msunduzi Municipality to measure progress towards meeting environmental objectives identified in the SEA; and
- An Environmental Services Plan [ESP]: Identifies areas to be set aside for the maintenance of ecosystem goods and services in a system that maximizes the ecological viability of ecosystems within Msunduzi area to ensure the persistence of biodiversity and also includes an identification of Social Criteria.

## 4.2 Planning Concepts and Principles

The Msunduzi Municipality SDF is currently undergoing a comprehensive review to take into account changes in development trends [nationally, provincially and locally], align with development priorities as outlined in the IDP and reflect the emerging vision for an integrated, sustainable and efficient spatial system. The Msunduzi SDF advocates a compact and integrated city and serves as a guide for investment and a tool for spatial transformation. Design guidelines used to inform the future growth and development patterns of the city are:

- Integration;
- Redressing imbalances;
- Compaction;
- Sustainability;
- Urban densification; and
- Quality Urban Environment.

Principles to guide future spatial transformations within the city, and which have been included in the SDF and accordingly would underpin the development of the Local Area Plans, may be summarised as follows:

| PRINCIPLES  | CHARACTERISTICS  |
|---|--|
| <b>Equity</b><br>Promote an equitable city by:          | <ul style="list-style-type: none"> <li>• reducing infrastructure and service disparities</li> <li>• redressing imbalances in the location of employment opportunities</li> <li>• providing adequate, accessible and affordable housing opportunities</li> <li>• promoting integration by linking and reducing distances between people, places and activities</li> <li>• making the city work better for the disadvantaged (the poor, the disabled and women)</li> </ul>   |
| <b>Efficiency</b><br>Promote an efficient city by:      | <ul style="list-style-type: none"> <li>• promoting more compact development by encouraging higher densities where appropriate</li> <li>• reducing the separation between places where people live and work</li> <li>• optimising development in areas of greatest opportunity</li> <li>• encouraging effective use of infrastructure and facilities</li> <li>• promoting cost effective movement systems</li> <li>• promote accessibility through improving relationships between people, places and activities</li> <li>• promoting a well-managed spatial form</li> </ul>                              |
| <b>Sustainability</b><br>Promote a sustainable city by: | <ul style="list-style-type: none"> <li>• promoting optimal use of remaining land opportunities</li> <li>• promoting the inherent value of the natural and built environment and introducing environmentally sensitive management of development</li> <li>• alleviating environmental health hazards</li> <li>• promoting total living environments</li> <li>• retaining and enhancing positive qualities and productive assets of the Msunduzi Municipality</li> </ul>   |
| <b>Urban Densification</b>                              | <ul style="list-style-type: none"> <li>• urban densification refers to a process of carefully and meaningfully increasing densities in developed areas to ensure the most effective and efficient use of scarce resources.</li> <li>• the process of densification needs to be carefully managed and applied in appropriate areas, as it cannot simply be applied across the city.</li> <li>• urban densification can be regarded as a broader strategy of improving the urban environment whereby an area of work, live, and play is created.</li> </ul>  |
| <b>Compaction</b>                                       | <ul style="list-style-type: none"> <li>• compaction refers to the process of managing urban sprawl by limiting expansion of urban developments.</li> <li>• the objectives of managing sprawl include; the need to protect agricultural, natural, and recreational areas from destructive urban developments.</li> <li>• compaction promotes <i>Urban Densification</i>, and seeks to efficiently use resources whilst reducing the costs of providing services.</li> </ul>   |
| <b>Urban Integration</b>                                | <ul style="list-style-type: none"> <li>• the ideas of Urban Integration are similar to <i>Urban Densification</i> in that they promote the creation of an urban environment that integrates areas of work, live, and play.</li> <li>• urban Integration also refers to the linking of poorly connected areas by improving the existing road network and public transport system.</li> <li>• the objectives of Urban Integration include; ensuring that social and economic opportunities are equally accessible to all people of the city, and ensuring that there is a mixture of compatible</li> </ul> |

|                                  |   |
|----------------------------------|---|
|                                  | land uses.  |
| <b>Redressing Imbalances</b>     | <ul style="list-style-type: none"> <li>redressing imbalances refers to the process of levelling the playing fields, with particular focus on previously disadvantaged areas. This means that future planning should seek to direct a large portion of public sector investments into areas that were previously marginalized.</li> </ul>  |
| <b>Quality Urban Environment</b> | <ul style="list-style-type: none"> <li>planning and development work should seek to create quality urban environments which provide opportunities and pre-conditions positive personal, social, and economic development.</li> </ul>  |
| <b>Restructuring of the City</b> | <ul style="list-style-type: none"> <li>Creating a Polycentric City with a series of improved, upgraded and new nodes together with new economic opportunity areas which will create new opportunities and alternatives throughout the city.</li> <li>Limited mixed-use activity spines between focus points.</li> <li>Redressing imbalances with improved infrastructure and new economic opportunities.</li> <li>Creating a road system matrix.</li> </ul> |

It is worth noting that the Spatial Planning Land Use Bill 2012 (SPLUMB) also sets out principles that apply to spatial planning, land use management and land development. The principles are as follows:

- [a] The principle of spatial justice, whereby:
- past spatial and other development imbalances must be redressed through improved access to and use of land;
  - spatial development frameworks and policies at all spheres of government must address the inclusion of persons and areas that were previously excluded, with an emphasis on informal settlements, former homeland areas and areas characterised by widespread poverty and deprivation;
  - spatial planning mechanisms, including land use schemes, must incorporate provisions that enable redress in access to land by disadvantaged communities and persons;
  - land use management systems must include of all areas of a municipality and specifically include provisions that are flexible and appropriate for the management of disadvantaged areas, informal settlements and former homeland areas;
  - land development procedures must include provisions that accommodate access to secure tenure and the incremental upgrading of informal areas; and
  - a Municipal Planning Tribunal considering an application before it, may not be impeded or restricted in the exercise of its discretion on the ground that the value of land or property is affected by the outcome of the application;
- [b] The principle of spatial sustainability, whereby spatial planning and land use management systems must:
- promote land development that is within the fiscal, institutional and administrative means of the Republic;
  - ensure that special consideration is given to the protection of prime and unique agricultural land;
  - uphold consistency of land use measures in accordance with environmental management instruments;
  - promote and stimulate the effective and equitable functioning of land markets;
  - consider all current and future costs to all parties for the provision of infrastructure and social services in land developments;
  - promote land development in locations that are sustainable and limit urban sprawl; and
  - result in communities that are viable;
- [c] The principle of efficiency whereby:
- land development optimises the use of existing resources and infrastructure;
  - decision-making procedures are designed to minimise negative financial, social, economic or environmental impacts;
  - development application procedures are efficient and streamlined and time-frames are adhered to by all parties;

[d] The principle of spatial resilience whereby flexibility in spatial plans, policies and land use management systems are accommodated to ensure sustainable livelihoods in communities most likely to suffer the impacts of economic and environmental shocks; and

[e] The principle of good administration whereby:

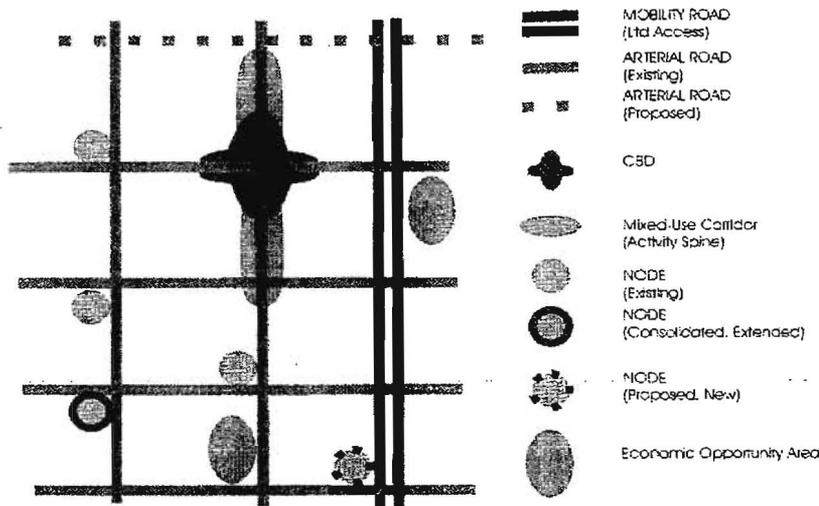
- all spheres of government ensure an integrated approach to land use and land development that is guided by the spatial planning and land use management systems as embodied in this Act;
- all government departments must provide their sector inputs and comply with any other prescribed requirements during the preparation or amendment of spatial development frameworks;
- the requirements of any law relating to land development and land use are met timeously;
- the preparation and amendment of spatial plans, policies, land use schemes as well as procedures for development applications, include transparent processes of public participation that afford all parties the opportunity to provide inputs on matters affecting them; and
- policies, legislation and procedures must be clearly set in order to inform and empower members of the public.

The development concepts for the Msunduzi SDF is built on the principles set out in the spatial planning legislation, which are used as the defining elements for the future development trends in the city. The location of structuring elements of urban growth, such as nodes and corridors are recommended and discussed as follows:

• Application of the Concept to Msunduzi [Basic Terms]

In order to avoid misunderstanding of such concepts, the application of these concepts will use the terminology as set out below, and the arrangement of the various elements that comprise these concepts are illustrated in the

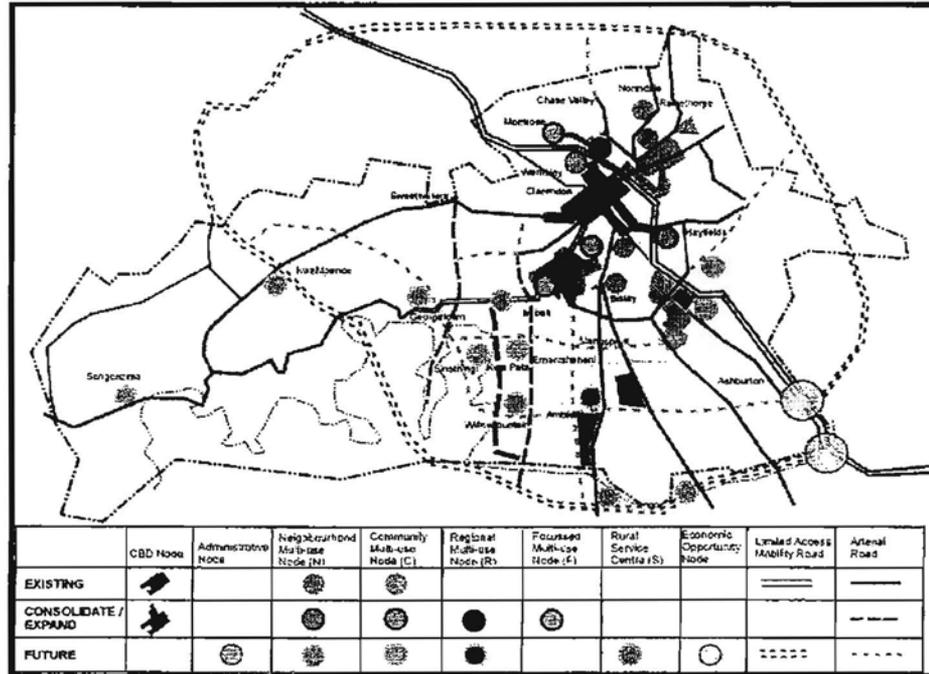
following Concept diagram.



- Mobility Roads will be called just that, and not be termed "corridors". As Limited Access Roads, these routes will only be able to have Nodes or any other form of development located at or near appropriate major intersections.
- Arterial Roads will also have Nodes appropriately located at or near major intersections. It will however be possible to locate other major facilities located along these "spines" such as major playing fields, stadia, hospitals, high schools etc, without necessarily being part of the Nodes. Future arterial/link roads aimed at improved accessibility and the reduction of congestion are indicated on the SDF Map.
- Nodes will be distinguished in terms of the retail hierarchy when commercially orientated; or when developed as specific administration or related types of uses. These nodes will be located in terms of their requisite thresholds of support, so that not every intersection is a Node. On the same basis, nodes are identified in Vulindlela, the tribal component of the Municipality.

- **"Activity Spines"** will only occur in particular circumstances, ie where arterial roads extend from the CBD or between two or more closely related nodes.

- Translation of SDF concepts into spatial strategies



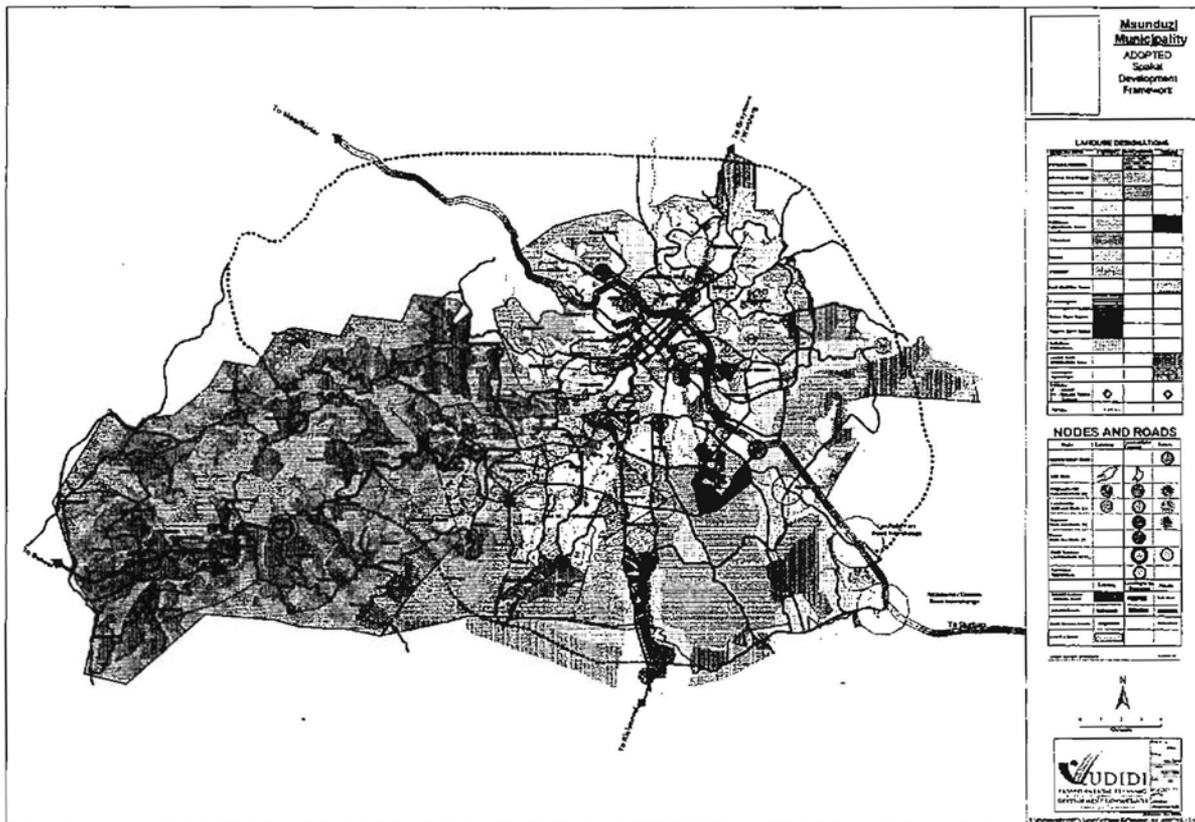
5.

**Msunduzi Spatial Development Framework**

The primary aim of a Spatial Development Framework [SDF] is to:-

- Serve as **strategic, indicative and flexible forward planning tool**, to guide public and private sector decisions on land development and investment;
- Present a set of policies and principles, and an approach to the management of spatial development within the municipal area, to guide decision-makers in dealing with land development applications;
- Provide a clear and logical framework for spatial development by providing an indication of where the municipality would support certain forms of development;
- Provide a clear spatial logic that would facilitate private sector decisions on investment in the built-environment;
- Promote social, economic and environmental sustainability of the area; and
- Provide a framework for dealing with key issues such as natural resource management, land reform, sub-division of rural land and the conservation of prime and unique agricultural land.

As indicated, Municipal Consolidated SDF was adopted by Council in September 2009 and the key elements of the Plan are recorded as follows:



## Nodes

A hierarchical system of nodes is proposed, based on existing levels and patterns of development, and the distribution of future development and transport linkages, to ensure optimum accessibility to goods and services through equitable distribution. The various nodes are distinguished in terms of whether they are:

- Existing and to be maintained at that level
  - Existing at a lower level and to be extended and consolidated into a higher level node
  - New nodes to be introduced and phased in over time and as thresholds occur, but shown at the level which is ultimately intended.
- **The CBD Node**  
 This is the heart of the City, and consists of the core and the frame surrounding it. The core contains the full range of uses associated with a CBD, while the frame accommodates transitional uses at a lesser density. The so-called CBD extension node, which includes the recently developed Motor World, the Bird Sanctuary Site, the Midlands Mall and the RAS is incorporated into the CBD Node.
- **Regional Multi-Use Nodes**  
 This level of node includes a retail component between 75 000 m<sup>2</sup> and 120 000 m<sup>2</sup>, and serves a regional function. In addition to retail, it can include a wide range of compatible uses. There is one existing Regional Multi-Use Node (Liberty Mall and the surrounding area). There is a new proposed Multi-Use Node that will be introduced at Shenstone, in the Edendale area.
- **Community Multi-Use Nodes**  
 These serve a community function, and would have a retail component ranging from 25 000 m<sup>2</sup> - 40 000 m<sup>2</sup>. These nodes also accommodate a wide range of compatible uses, and the SDF distinguishes between existing community nodes to be maintained at existing levels, those with the potential for expansion and future nodes. Essentially a new Multi-Use Community Node will be developed on the Edendale Road.

- **Neighbourhood Multi-Use Nodes**  
These operate at a neighbourhood level, and have retail components of between 5 000 m<sup>2</sup> and 12 000 m<sup>2</sup>. These types of nodes occur in two forms, viz as mono use nodes that are pure retailing, and those that are multi-use. Again, the SDF identifies existing nodes to be maintained or expanded, and future nodes.
- **Focussed Multi-Use Nodes**  
This node includes light industrial, warehousing and "big-box" retailing and other uses not normally found in the other nodes, and is located at Camps Drift.
- **Administration Node**  
This node is on the edge of the CBD Node and includes Greys Hospital, Carter High School and the Town Hill Hospital Grounds, to which the Provincial Parliament is likely to relocate.
- **Rural Service Centers:**  
Rural Service Centers (RSC's) are identified focal points from which a conglomeration of services would occur to serve the generally poor rural communities. These are main distribution centres or higher order points (nodes) where services are concentrated. The RSC's are based on the Rural Service System model which seeks to spatially distribute economic activities (includes effective service delivery) at an identified concentration point (node) along movement networks. The concentration of economic activities is based on mutual benefit i.e. shared infrastructure, shared market, and one activity producing an input for another activity. The range of services at a concentration point is determined by the threshold which it serves and therefore, the larger the threshold, the greater the range of activities. Most of these nodal points are located in the Vulindela area.
- **Large scale Mixed-use Nodes (Corridor Opportunity Areas)**  
Large scale Mixed-use Nodes are identified along the N3. These offer opportunities for integrated and coordinated mixed use developments that include activities such as industry, offices and commercial land uses. In terms of Provincial policy, development is to be encouraged along the Provincial Priority Corridor (N3) at appropriate locations. In the case of Msunduzi, this would be around the intersections where development potential still exists i.e. the Lynfield Park/Lion Park and Richmond/Umlaas Road intersections. Local Area Development Plans would be required.

#### **Road System**

- **Provincial Priority Corridor/Limited Access Mobility Road**  
This is the N3 which has been identified as a priority development corridor by the Provincial Cabinet. Its prime function is to serve as a long-distance movement corridor, and although the agglomeration benefits of the corridor should be optimised, this should not interfere with its primary function. Consequently, development will be located at or near some intersections.
- **Activity Spines**  
Generally referred to as development corridors, these occur along major arterials leading into or from the CBD Node. A mix of complementary land uses including retail, office, entertainment and residential; about half a street block in width fronting onto the arterials are to be encouraged, but only in specific areas.
- **Arterial Roads and Bypasses**  
These existing; improved; and proposed roads are aimed at improving accessibility, alleviating congestion in and around the core, and opening up areas previously excluded from the local economy. In the case of future roads, the alignment shown is merely diagrammatic. The proposed road "matrix" comprises both major and minor arterial connections. A number of such roads are proposed in the Edendale, Imbali, Ashburton area in order to improve connectivity to all parts of the city, especially new employment areas.

## **6. Locality and Study Areas in relation to the SDF**

The Msunduzi Municipality commonly known as Pietermaritzburg or the "City of Choice" is located along the N3 at a junction of an industrial corridor 80km inland from Durban on the major road route between the busiest harbour in Africa, and the national economic power houses of Johannesburg and Pretoria. The Msunduzi municipality covers an area of 635 km<sup>2</sup> with an estimated population of 617,000 people. The city of Pietermaritzburg is located within the Msunduzi local municipal area, is the second largest city within KwaZulu-Natal and the Capital City of the Province. The confirmation of the capital status has entrenched its role and position as the administrative and political hub of the Province and in this case, the capital status and its associated seat of power has produced a distinctive spatiality.

Pietermaritzburg combines both style and vitality and is a vibrant city set in the breathtakingly beautiful KwaZulu-Natal Midlands region. Seeped in history, the City is a cultural treasure-trove brimming with diversity and colour and has a profound and perplexing urban metamorphosis.

Few cities epitomize the vibrancy of a contemporary African city better than Pietermaritzburg. Offering a full spectrum of opportunities, it comes as no surprise that it lays claim to being the 'City of Choice'. Its outlook portrays and seeks to create a memorable and highly imagable city which engenders a strong sense of ownership and pride and reflects the history, culture and achievements of the people of City.

Its strategic location within the Province's space economy provides a foundation for sustain economic growth and a conducive environment for investment to thrive. KwaZulu-Natal, one of nine provinces, has historically been a key component of the South African economy. According to latest figures, KwaZulu-Natal is the second highest contributor to the Gross Domestic Product (GDP). The contribution to the country's GDP was at a steady average of 16.4 percent in the period between 1995 and 2009. After Gauteng Province, KwaZulu-Natal's diversified manufacturing sector is the second largest in the country. Currently the manufacturing sector has remained robust, contributing close to 20 percent of GDP. The manufacturing sector is geared for export, with nearly a third of South Africa's manufactured exports being produced within this region.

Over time the province has grown into a vibrant region, supported by abundant resources, effective infrastructure, sound logistics, good communication and a thriving economy. The region has presented itself as a business-friendly environment with an informed financial system.

By way of its location, the city serves as a gateway to the inland economic heartland which offers uncapped economic opportunity and investment return potential. Its location has a strong influence on regional channels of investment, movement and structuring of the provincial spatial framework for growth and development. It is a primary economic hub within uMgungundlovu District Municipality and its strategic location has favoured and helped the city establish and develop a strong and commanding industrial base. In this regard, the city portrays a high degree of functional integration across a larger geographic area. By way of its location it is indented to capitalise and promote the city as a destination of choice and a place to do business with a complex and diversified economy.

'Urban space economy' refers to the distribution of economic activity in space, considering at the same time the question of how space is structured by the dynamic changes in economic activity that occurs within it, and, inversely, how economic activity is in turn structured by spatial form and fabric. Traditional economic theory assumes a space-less framework in which households, firms and governments choose one and only one location. However, space is not only an input in production it is also an important element in cities for locational planning for economic agents and an appropriate source for local authorities to finance city development.

In so saying, the very existence of cities depends on the existence of agglomeration economies that can be subdivided into economies of scale, scope and complexity. Location is a key element in this respect from the point of view of achieving



agglomeration economies, which refers to 'the productivity advantages stemming from the spatial concentration of production. Space figures centrally in urban economic and social theory because proximity facilitates the gathering and exchange of information, lessens the cost of transport, and makes possible the exercise of some beneficial social controls' (National Academies of Sciences 2004: 20).

As a primary node within the District, Msunduzi is viewed as a regional urban centre with good existing economic development and the potential for growth. It services the regional economy and is the dominant economy and accounts for between 75% and 80% of the district economy. It is essentially a service economy and the fact that it is the administrative centre for KZN [the provincial capital] as well as the major link between the coast and the hinterland, affects its economy in a number of ways and generates specific opportunities. Therefore, the Msunduzi Municipality plays a significant role in the provincial space economy and as part of a web of national and provincial corridors and nodes.

The City's vision forecasts the emergence of a metropolitan complex which gives to space a form, a function and wherein the structures of spatial relations are emphasized towards a unified political spatial economy. . As set out in Section 2 of the Local government: Municipal Structures Act, 117 of 1998, a category "A" Metropolitan Municipality requires to be:

- (a) A con-urbanation, featuring -
  - areas of high population density
  - An intense movement of people, goods and services
  - Extensive development, and
  - Multiple business districts and industrial areas.
- (b) A centre of economic activity with a complex and diverse economy
- (c) A single area for which integrated development planning is desirable; and
- (d) Have strong interdependent social and economic linkages between its constituent units.

Metropolitan areas are seen as the engine of a country's economic growth. Proponents point to the overwhelming contribution made by metros to national GDP. Much is also made of the fact that most of the world is urbanising rapidly, with major cities now housing the vast majority of a country's population and, concomitantly, the bulk of its labour force. South African metropolitan spaces are evolving fairly rapidly into sophisticated economies. Municipal areas are becoming densely populated spaces with significant volumes of international trade. Moreover, internationally, many national governments now look to metropolitan areas as critical sites of creativity and innovation. Moreover, it is imperative we must keep sight of the fact that the world is changing rapidly. Knowledge is the new commodity that defines economic success, and large cities are typically where knowledge is created and nurtured. South Africa's future development trajectory cannot afford to ignore that reality.

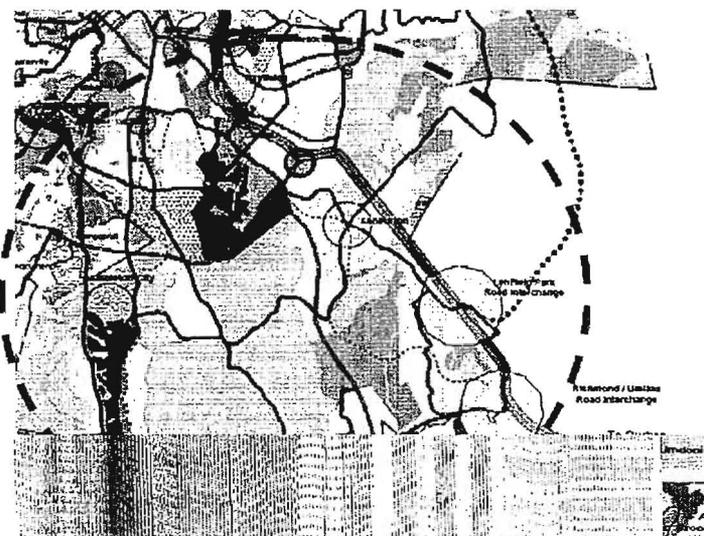
With the City's locality context being framed above, to elevate Msunduzi Municipality's economic activity whilst striking a balance with environmental and social needs, the Study Area's strategic locations are discussed in relation to the SDF and include some brief remarks and comments:

**South Eastern District [SEDis]:**

SEDis is located along the southern edge of the Municipal boundary and includes the farmlands in and between Shenstone/Ambledon and Ashburton/Lynnfield areas.

The area is traversed by the N3 which is presented as a development corridor.

Shenstone/Ambledon is identified in the SDF as a "City within a City" while Ashburton/Lynnfield areas supports: two defined Economic Opportunity areas along the N3; Future



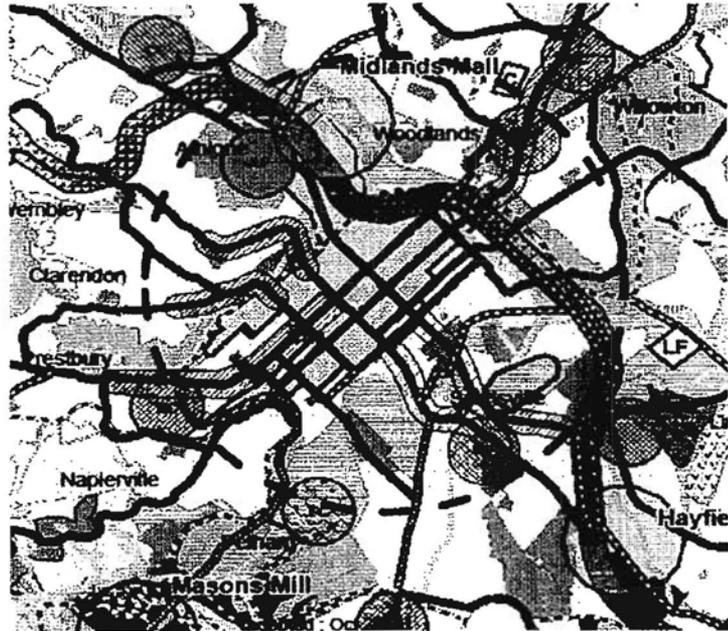
Residential; Longer Term Development; and including a Restricted Use Area.

The study borders onto Mkhambathini and Richmond Municipalities.

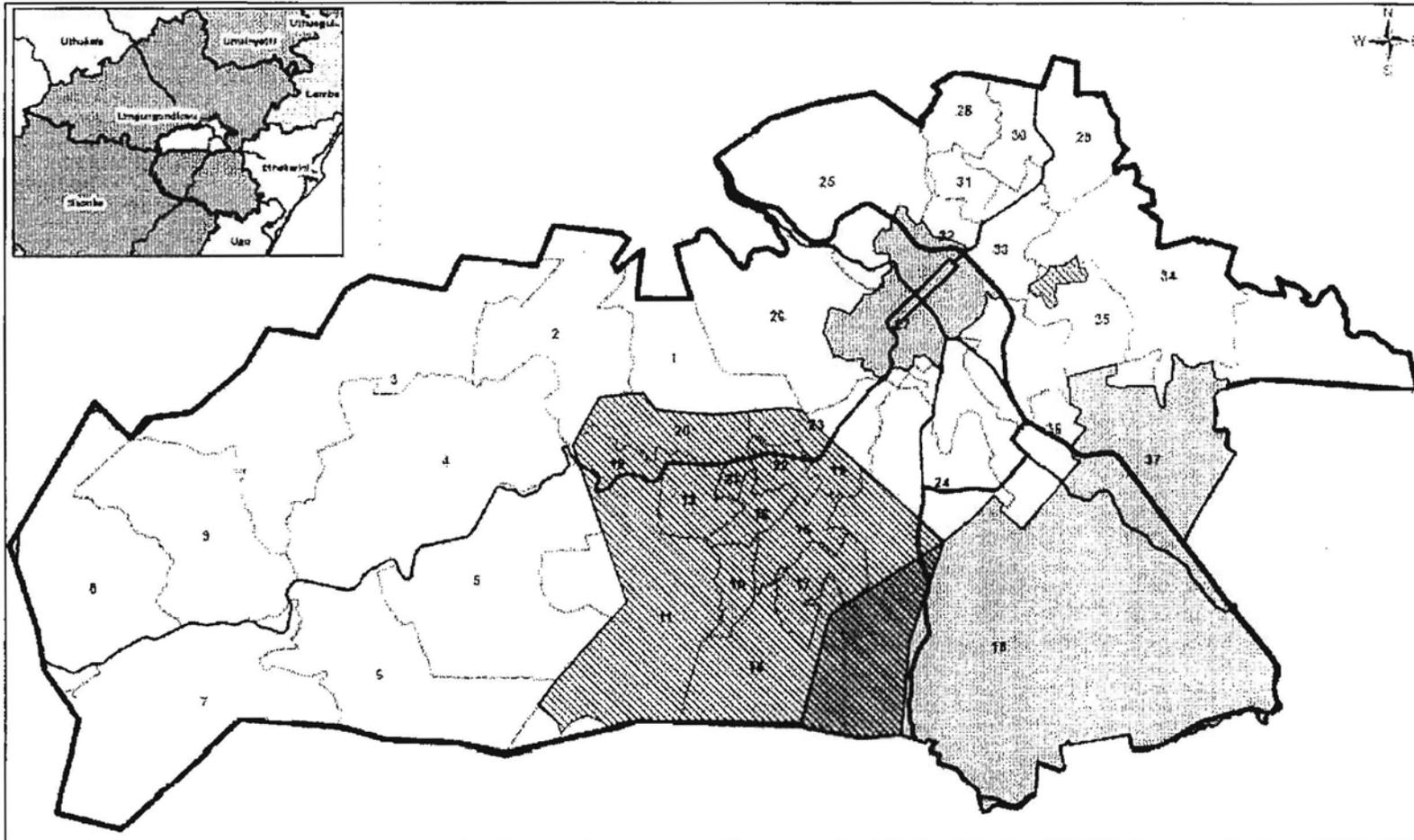
**Central Area and CBD Extension Node:**

This Study area is bounded by the N3, Pine Street, the Msunduzi River and the Railway Line. The CBD Extension Node Situated north-west of the CBD includes a cluster of developed land parcels namely, Motor World; The Bird Sanctuary; Midlands Liberty Mall; and The Royal Agricultural Showground.

In an attempt to proactively create opportunities and encourage new development in the City, certain areas situated on the edge of the existing CBD Node have now been incorporated into the Central Area and CBD Extension Node study area namely, Midlands Mall Extension area [up to Connor Road]; New Administration Node [including Grey's Hospital, Carter High School and Town Hill Hospital]; Voortrekker High School; Signal Hill/Foundry Park; and Alexandra Park.



As per the SDF, it defined as the CBD Node and is supported by: Administrative; Neighbourhood; Regional; and Focussed Multi-Use Nodes.

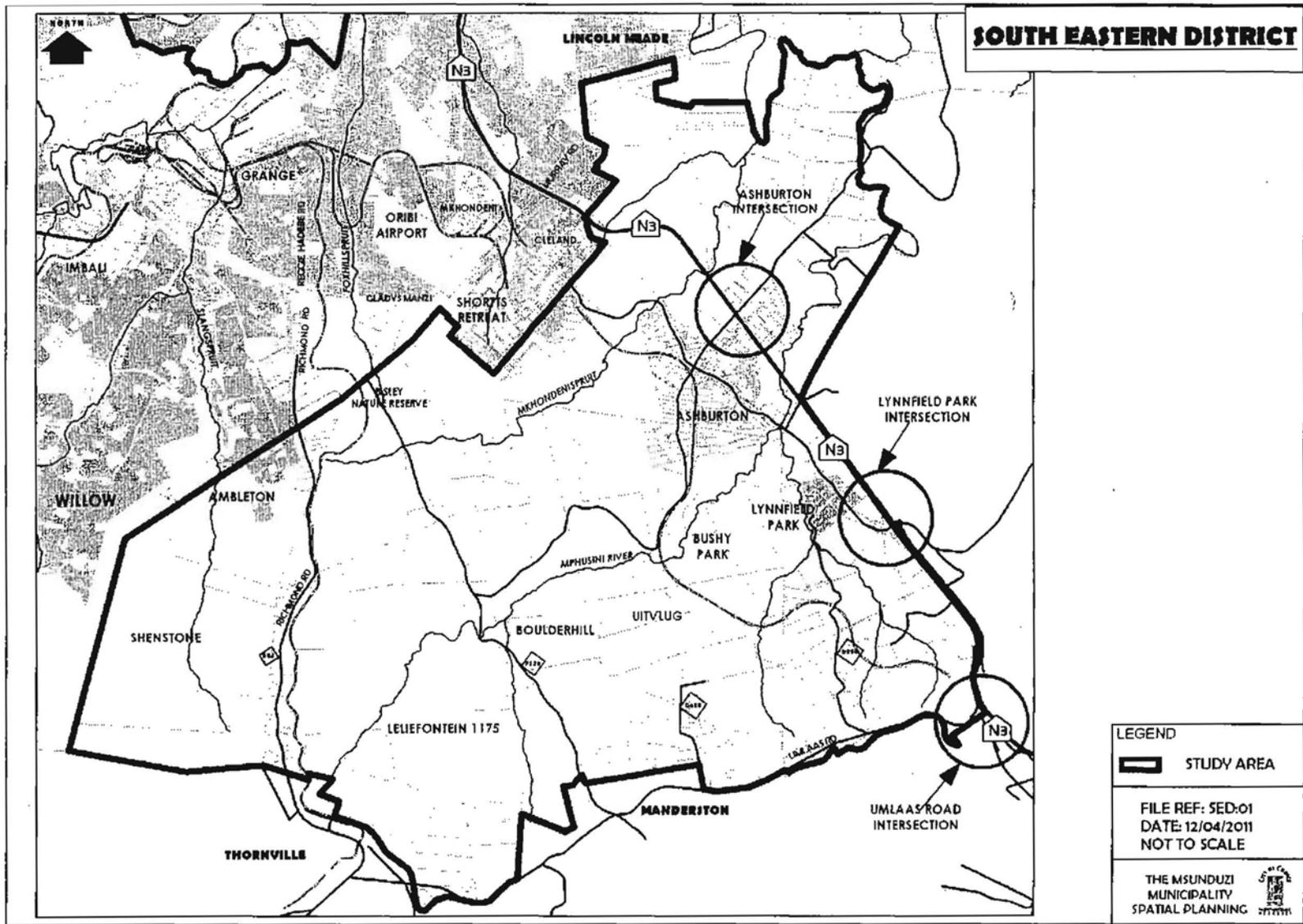


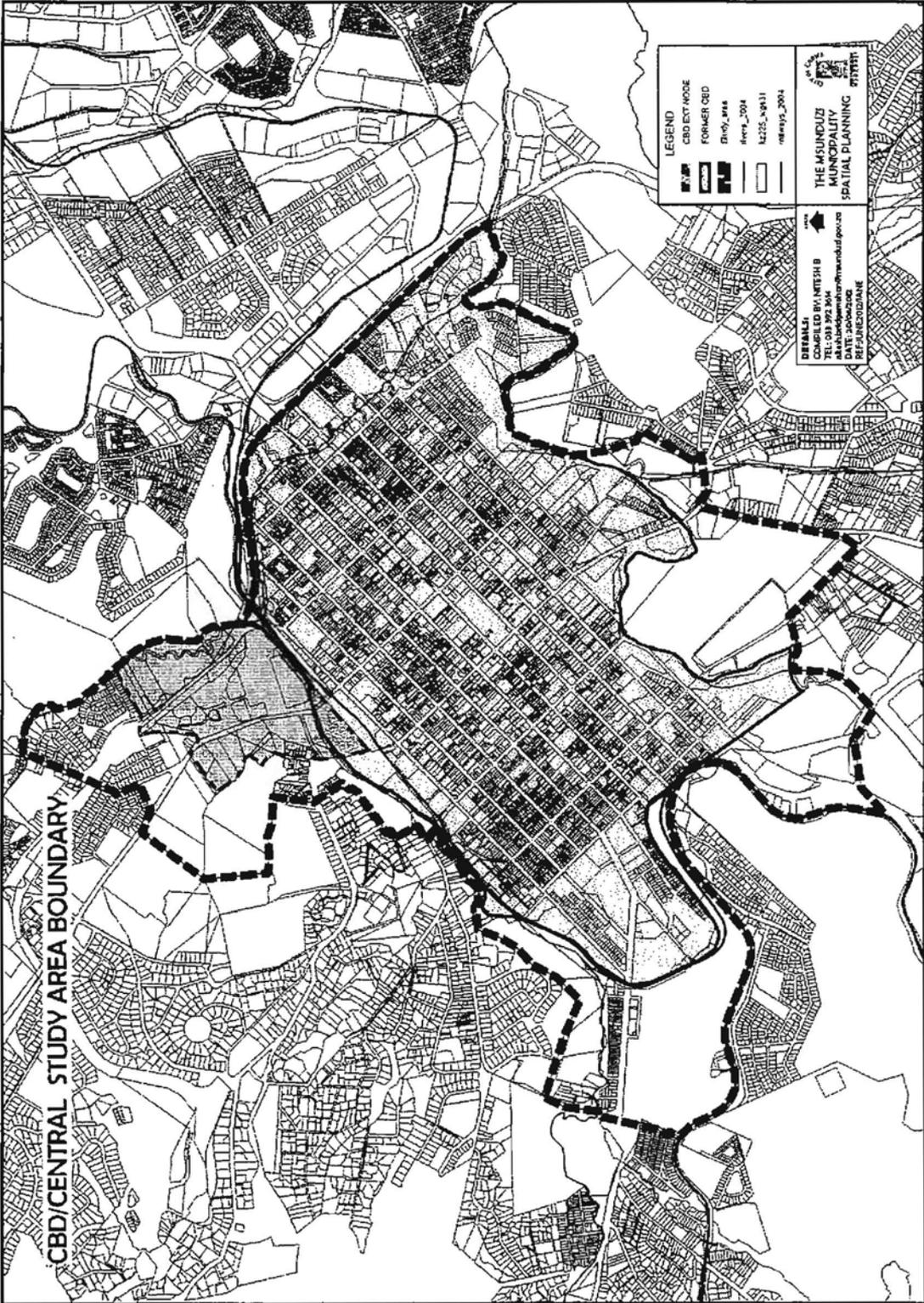
| Legend |                           |
|--------|---------------------------|
|        | Edendale TPS Outer Figure |
|        | Sobantu TPS Outer Figure  |
|        | CBD LAP Outer Figure      |
|        | SEDis LAP Outer Figure    |
|        | Municipal Wards           |
|        | Municipal Boundary        |
|        | Class 1 Roads             |
|        | Class 2 Roads             |

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| <b>BUSINESS UNIT:</b> | Development Services |
| <b>SECTION:</b>       | Town Planning        |
| <b>MAP NUMBER:</b>    | IDP 5                |
| <b>DATE:</b>          | 4 June 2012          |
| <b>SCALE:</b>         | Not to Scale         |

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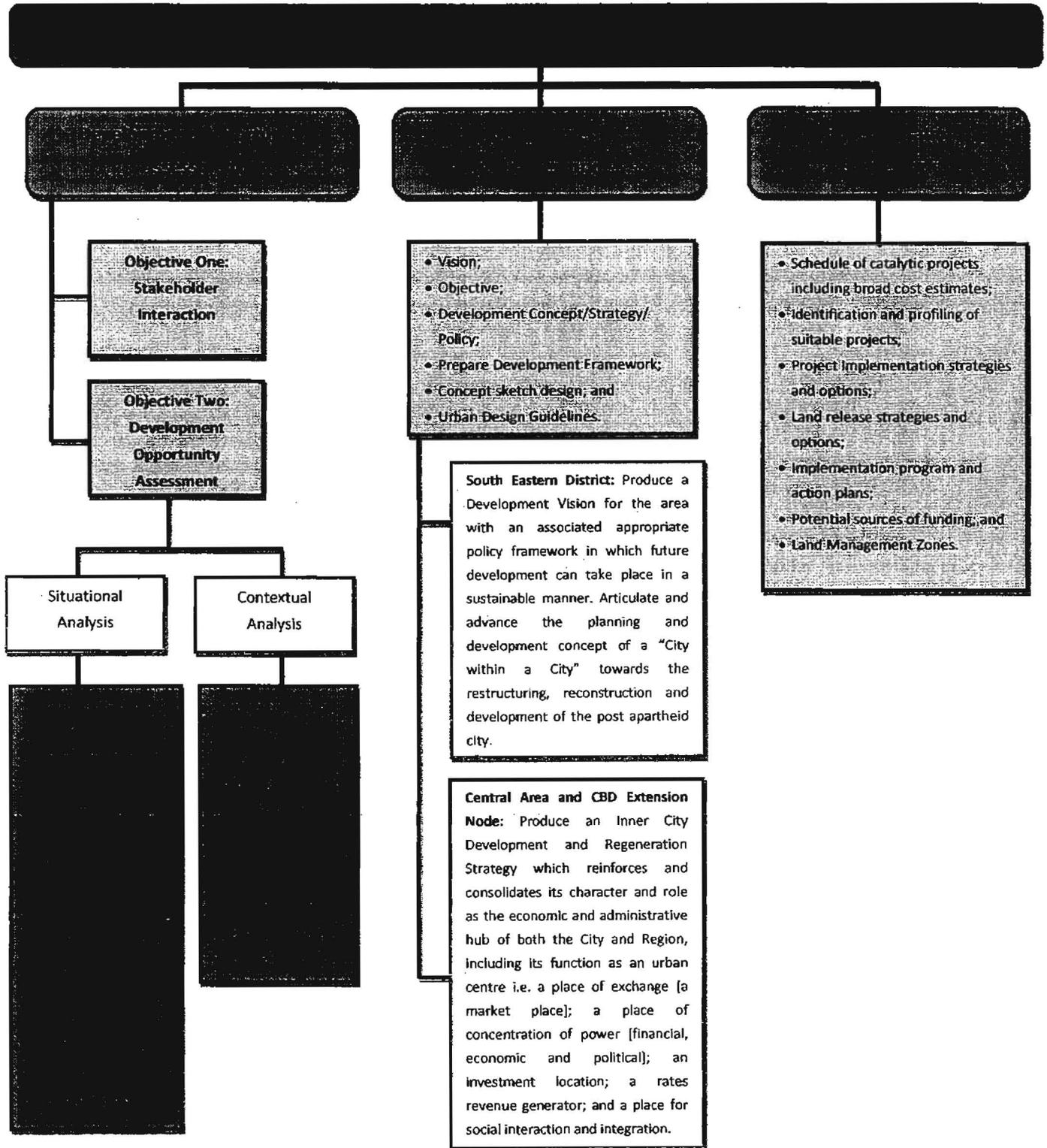
## 7. Objectives

The following provisions of the Municipal Systems Act (2000) and the Municipal Planning and Performance Management Regulations (2001) shall be complied with:

- (a) Development of a Spatial vision and objective of the IDP for the whole municipality;
- (b) Development of a conceptual scenario for envisaged spatial form;
- (c) Development of a Micro-spatial Plan for the core areas which identifies the extent for future expansion of existing and proposed land uses and zones;
- (d) Setting out of objectives which reflect the desired spatial form of the municipality;
- (e) Contain strategies, policies and plans which must:
  - (i) analyse the opportunities and constraints within the municipality concerning the heritage, economy, agriculture, environment, infrastructure, tourism and social development;
  - (ii) delineate the agricultural land which has high potential;
  - (iii) indicate desired patterns of land use within the municipality;
  - (iv) identify existing and future land reform projects;
  - (v) address the spatial reconstruction of the location and nature of development within the municipality including desired settlement patterns; and
  - (vi) provide strategic guidance in respect of the location and nature of development within the municipality.
- (f) Set out a basic framework for the development of a land use management system in the municipality;
- (g) Set out a capital investment framework for the municipality's development programmes;
- (h) Analyze and clarify how sector plans will implement and give expression to this strategy;
- (i) Contain a strategic assessment of the environmental impact of the implementation of this strategy;
- (j) Identify programs, interventions and projects for the development of land within the municipality;
- (k) Be aligned with the SDFs of neighbouring municipalities; and
- (l) Provide a visual representation of the desired spatial form of the municipality, which shall:
  - (i) indicate where public and private land development and infrastructure investment should take place;
  - (ii) indicate all cross boarder issues, challenges and alignment of programmes shared with neighbouring municipalities, provinces and countries;
  - (iii) indicate desired or undesired utilisation of space in a particular area;
  - (iv) delineate the urban edge (in terms of NEMA);
  - (v) identify areas where strategic intervention is required;
  - (vi) indicate areas where priority spending is required; and
  - (vii) identify existing and proposed nodal areas where infrastructure and/ or social services should be developed.

## 8. Proposed Methodology

The methodology for the development of the Local Area Plans may be advanced as follows:



## 9.1 Development Opportunity Assessment

### a. Objective One: Targeted Stakeholder Interaction

This approach is geared toward identifying public and private "drivers" of development and ensuring that they are brought into the process as well as ensure that the needs of the disadvantaged beneficiary groups within the local areas are adequately responded to. The methodology entails the service providers working with the Municipality to identify key role-players who will be engaged in order to ascertain key issues and opportunities.

Public stakeholder groupings will be identified with the Municipality and will include the normal service providers at local and higher spheres of government. They will furthermore be engaged in order to identify their key concerns including their capacity to facilitate or support development initiatives that will arise out of the project.

### b. Objective Two: Development Opportunity Assessment

This task will make strategic assessments of development needs and opportunities that were identified through interactions with key stakeholders. It will investigate each in terms of land ownership issues, land suitability and infrastructure capacity as well as environmental imperatives and so on.

As such, the initial phase will comprise a review of existing information relating to development needs and pressure within the local area. These include basic social needs, infrastructure needs and potential economic demands, environmental issues, etc. Economic demands include proposed/planned investment within the study area or such potential to yield economic benefit for the local community. Furthermore, an assessment is required to be made of the functionality and aesthetics of the public environment within the local area.

Several spatial and related studies of the whole or of parts of the municipal area have been conducted over the past ten years and these documents must be taken into account during the preparation of the Local Area Plans. The evolving and emerging national and provincial contexts must also be taken into consideration during the preparation of the Local Area Plans to ensure that it conforms to such Legal and Policy Frameworks. As such, all spatial and related studies conducted by the Municipality over the last ten years should be reviewed to fully inform the current study and to avoid replicating past expenditure of time and costs etc.

## 9.2 Development Framework

The second stage will entail the preparation of a Conceptual/Strategic/Policy Framework Plan for the identified Local Area. The Plans will show the translation of broader land use planning at the scale of the study area and will reflect:-

- Critical structuring and operational elements of the identified area i.e. movement routes, intersections and access, nodes etc.;
- Locality and nature of Development Opportunity Nodes in terms of their role, function and type and intensity of development; and
- Priority development facilitation interventions/projects i.e. what needs to be done urgently to unlock development and / or resolve problems.

The plan will also include conceptual urban design layouts and quantification of development potential for each identified opportunity within the Local area at a level of detail that will show its future layout, land use distribution and operation and indicate the nature and type of projects and/or actions necessary for development to occur in accordance with needs as well as environmental and urban performance standards and objectives e.g. land availability, infrastructure requirements, rezoning, public space and image ability, access requirements etc. They will also indicate the planning and environmental guidelines necessary to manage development within the Local Area.

As such, this stage will produce a physical planning and design framework which will integrate, inform and support future detailed planning and development initiatives and decisions in the priority area. This includes generating a vision for the study area with respect to land uses and settlement densities to integrate with transportation and infrastructure planning for the future

### 9.3 Implementation Framework

Once the Plan has been prepared, each of the development opportunities will be packaged in terms of the following:-

- Nature and magnitude of development opportunity;
- Order of magnitude costing of development;
- Sources of funding;
- Lead agent responsible for the project; and
- Priority relative to stakeholder need and/or importance for catalyzing other projects or development.

### 9.4 Milestones

The following critical milestones/ phases, shall be achieved in preparing this Local Area Plan

- **Phase 1:** Inception Report and Communication Plan
- **Phase 2:** Credible *Status Quo* Report [Situational Analysis and Contextual Report]
- **Phase 3:** Synthesis of Issues and Vision Development [Conceptual Report]
- **Phase 4:** The Draft Planning and Development Framework
- **Phase 5:** Achieving Support for the Draft Planning and Development Framework
- **Phase 6:** Finalization and Approval
- **Phase 7:** Implementation, Monitoring and Evaluation Process Plans
- **Phase 8:** Close-out

## 10. Communication Plan

A Communication Strategy and Plan is required to be prepared as part of the project in an attempt to deal with the issues of participatory governance as set out in the Constitution and the MSA. It is the intention of this plan to maximize participatory governance whilst being mindful of the limited financial and human resources and the very tight project timeframes.

If fair and improved decision-making is the goal we all strive towards, then decision quality must be a central aspect to the design of the public participation process (Ren et al, 1995). Consider then, the following definition of public participation (Manyaka Greyling Meiring (Pty) Ltd, 2002):

*"Public participation is a process leading to a joint effort by stakeholders, technical specialist, the authorities and the proponent who work together to produce better decisions than if they had acted independently."*

### 10.1 Legal Requirements

**Section 152 (1) (e) of the Constitution** states - One of the primary objectives of local government is to encourage the involvement of communities and community organizations, in local government. Chapter 4 of the MSA 2000, states that the municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. The MSA also refers to the need for local government to be guided by the "Batho Pele" principles, which include;

- Consultation;
- Service standards;

- Access to Services;
- Courtesy;
- Information;
- Openness and transparency;
- Redress; and
- Value for money

## 10.2 Principles of Participatory Democracy

The MSA, 2000; Section 16 sets out two important principles for community participation:

- (1) Participatory governance should not permit interference with a municipal council's right to govern and exercise the executive and legislative authority of the municipality. The municipal council, which is the product of representative democracy, not only has the sole legal mandate to govern, but also, and more importantly, the political legitimacy to do so.
- (2) Given the pre-eminence of formal representative structures, participatory democracy is there to "complement" the politically legitimate and legally responsible structures. This means that any community participatory structure may merely add to the formal structures of government, and not replace or substitute it.

## 10.3 Core Values of International Association for Public Participation (IAPP)

IAPP was established in 1990 as a non-profit corporation to advance the practice of public participation. Over a two year period, and with input from various international sources, the IAPP developed a set of core values. The purpose of these principles is to better decision-making, which reflects the interests and concerns of potentially affected people and entities.

These core values include;

- The public should have a say in decisions about actions that affect their lives.
- Public participation includes the promise that the public's contribution will influence the decision.
- The public participation process communicates the interests and meets the process needs of participants.
- The public participation process seeks out and facilitates the involvement of those potential affected.
- The public participation process involves participants in defining how they participate.
- The public participation process provides participants with the information they need to participate in a meaningful way.
- The public participation process communicates to participants how their input affected the decision.

## 10.4 Stakeholders Roles and Responsibilities

### 10.4.1 Who are the stakeholders

*Stakeholders* refers to all parties who need to be **advised** about the project and/ or **participate** in its preparation etc., and will include:

- Members of the general public (interested and affected parties);
- Issue based interest groups (e.g. women, youth, disabled, HIV/ AIDS, education, crime, biophysical environment, agriculture, tourism, cultural, history, sport and recreation, business and industry, etc);
- CSOs (Civil Society Organizations, including NGO's and CBO's);
- Social Responsibility units of Corporate Organizations;
- Area based interest groups e.g. ward committees, CBO's, conservancies, historical/ cultural groups (possibly an issue-based CBO);
- Provincial and National sector departments;
- District Municipality;
- Municipal service business units / sub-units;
- Ward Councillors;

- Funding agents.
- The project's reporting structures and members:
  - Council's EXCO
  - Responsible Council's Portfolio Committee [Economic Development];
  - Council's Management Committee [MANCO]
  - Project Steering Committee [see diagram below];
  - Project Working Group [see diagram below];
  - Municipal Project Management Team [Spatial Planning Unit]
  - Consultants' Project Team

#### 10.4.2 Stakeholders Roles

Source: The Guide to Public Participation in South Africa; Manyaka Greyling Meiring; May 2002, [pg12]

The roles of stakeholders are to:

- Participate in deliberating common goals.
- Assist in identifying a diverse range of issues of concern and local problems, as well as suggestions for enhanced benefits and alternatives.
- Prioritise issues to be addressed and assist in identifying criteria for evaluation of trade-offs and in some cases sites.
- Contribute their different needs and expectations.
- Contribute local and traditional knowledge.
- Verify that their issues have been considered.
- Comment on the findings of studies.

#### 10.4.3 Stakeholders Responsibilities

Stakeholders have not only rights, but also responsibilities, such as:

- To become involved from the outset and not wait until the end of the process before contributing issues.
- At an early stage alert the public participation office of other stakeholders who should be consulted.
- At an early stage comment on the process to be followed, the methods to be used and the time periods for public comment, and then to honour the agreed upon process.
- To not waste time revisiting options/alternatives that have been discarded or agreed upon previously.
- To actively seek to understand the concepts involved, and to read and familiarize themselves with informative materials made available during the process, or to make efforts to obtain their own materials.
- To read and familiarize themselves with documentation.
- To timeously respond to correspondence.
- To prepare themselves for public workshops and/or meetings, and to attend/participate in them.
- To submit contributions and comments by the agreed dates.
- To rise above personal agendas, and to understand and appreciate that there will always be trade-offs.
- To understand that it is the sum total of all inputs from all participants that will add value to decision making, and that the process can recognize, but cannot be governed by, individual or vociferous view points.
- To appreciate the cultural diversity and language ability of all participants.
- To be courteous at all times, focusing on the issue and not the person.
- To refrain from making subjective, unfounded or ill-informed statements to the media.
- To report back to their organizations and to actively seek out the views of their organizations.
- To subscribe to a process that is efficient in terms of time and cost, for example, not insisting that meetings already held be repeated, not insisting that documents be translated just for the point of making a point about language, not insisting that comment periods be unduly extended [these are all matters that will need to be deliberated at local level upfront].

## 10.5 Vehicle for Participation

10.5.1 The MSA 2000, Section 17[4] states that participation must take place through the established structures [Ward Committees]. It must also take place through mechanisms, processes and procedures that exist in terms of the MSA itself or that have been established by the Council. The MSA mentions the ward committees as a vehicle for participation. The special needs of women, illiterate people, physically challenged people, and other disadvantaged groups must be taken into account

## 10.6 Convening of Public Meetings

10.6.1 Public meetings will be convened at strategic venues and the times to be agreed upon with the ABM Management. The ABM Management will assist with the booking of venues, placing of notices for meetings, and translation.

10.6.2 The Project Teams will be responsible for the facilitation of meetings and record keeping, this will include:

- Attendance Registers;
- Notes of key decisions and comments made at meetings;
- Visual records (photographs and video [for selected meeting/s])

## 10.7 Institutional Arrangements

The proposed plan firstly looks at the existing internal structures which include;

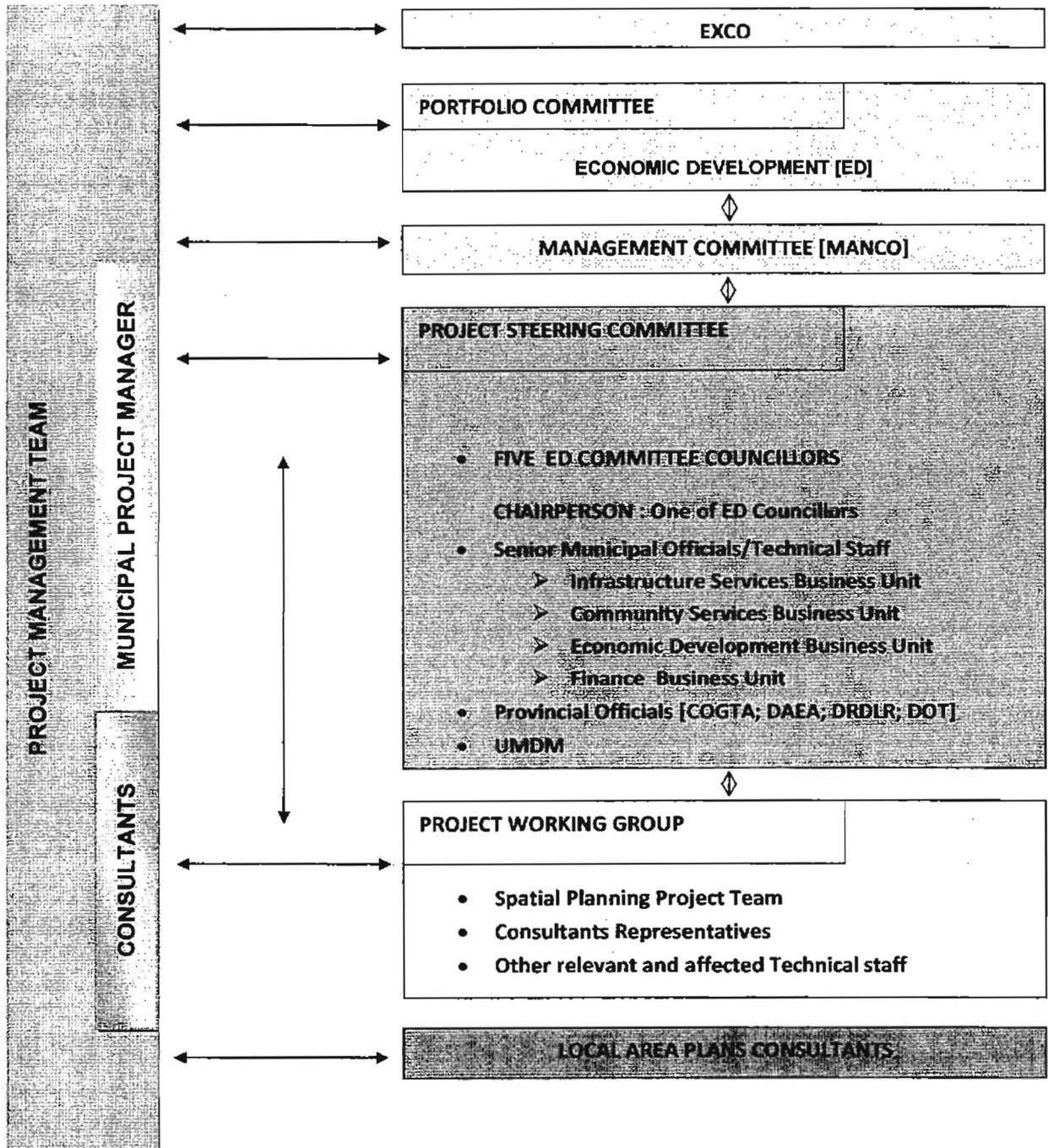
- Project Working Group comprising council officials who will deal with day to day technical aspects of the project, reporting to:
- Project Steering Committee that will comprise of councillors from the relevant municipal portfolio committee and will be chaired by the committee chairman.
- Management Committee [MANCO], comprising of Deputy Municipal Managers [DMMs] which will be chaired by the Municipal Manager [MM], to whom progress reports on the project will be submitted to.
- The relevant Portfolio Committee [Economic Development] is the primary council committee to which the Steering Committee will report on the project and that committee will report to: -
- Executive Committee [EXCO], which takes the final decisions for municipal activities and financial commitments

This is presented in the diagram below as the **Local Area Plans [LAPs] Project Communication Structure**.

10.7.1 Further, the plan looks at external stakeholders [which includes; traditional authority, the general public, civil societies, business, ward committees, CBO's, NGO's, and other organized groups] and proposes that they be involved in this process.

10.7.2 This plan will be presented to the Project Working Group for their input and comments thereafter it will be presented to the Project Steering Committee at its first meeting.

**LAPs PROJECT COMMUNICATION STRUCTURE**



## 11. Duties of the Appointed Consultants

The Consortium of Consultants would be responsible for, inter alia, the following functions:

- The preparation of Local Area plan and associated planning work;
- Outline the methodology and prepare a programme for the entire project resulting in the preparation of a Project Charter and a Project Communication Plan;
- Assemble and collate the available information for the various components that are to be reviewed as well as ensure that the information is in a format that is readily accessible and available to Municipal officials after the project is complete;
- Establish procedures for communicating with all parties, for project reporting and financial control;
- Monitor, control and coordinate the activities and inputs of service providers as well as other affected parties to ensure relevance, validity and synchronization of all activities;
- Undertake all administrative activities associated with the project including convening meetings and taking minutes;
- Provide the Msunduzi Municipality with regular progress reports as and when required;
- Prepare a report synthesizing the findings of the tasks;
- The project should be completed within eighteen months from the date of the appointment;
- The tender amount must include all disbursements and VAT.

Key skills include:

- Development Project Management;
- Town and Regional Planning;
- GIS skills;
- Financial skills;
- Knowledge of Intergovernmental Relations;
- Interpersonal skills;
- Managing inter-disciplinary teams; and
- Experience in local government.

## 12. Important Source Documents

The following important source documents may amongst others be required to prepare the above documents:

- Consolidated Spatial Development Framework;
- Msunduzi Municipality Integrated Development Plan;
- Msunduzi Municipality Local Economic Development Strategy;
- Msunduzi Municipality Municipal Infrastructure Plan
- Provincial Growth and Development Strategy;
- Provincial and Local Transportation Plans;
- Development Facilitation Act;
- Spatial Planning and Land Use Management Bill;
- Guidelines for the Development of Spatial Development Frameworks (DRDLR, 2011);
- Immovable Property Disposal Policy Framework;
- Planning and Development Act;
- Pietermaritzburg Town Planning Scheme;
- Ashburton Town Planning Scheme;
- Draft uMgungundlovu Climate Change Response Strategy
- Municipal Infrastructure Plans (Housing, Electricity, Water and Transportation Sector Plans);
- Edendale / Msunduzi GIS Database
- Integrated Rapid Public Transport Network

### 13. Professional Team

The *professional team* may include the following professionals [who should be registered within their relevant professional bodies]:

- Project Coordinator;
- Town Planner;
- Environmental Specialist;
- GIS Specialist;
- Civil and Transportation Engineer;
- Urban Economist/Financial Modeling Specialist;
- Urban Designer/Architect; and
- Quantity Surveyor.

### 14. Deliverable

A Local Area Plans and associated planning work for the following priority area:

- Central Area and CBD Extension Node

Submissions shall be in the form of both hard and electronic versions of the Local Area. All spatial information collected shall be submitted in GIS file format (preferably shape-files) for use in a GIS environment. The shape-files must have clear attribute information which differentiates each Strategy construct and its purpose (for example a service node shape-file should have an attribute called "description" with the value "service node"). Metadata indicating, amongst others, source, date and accuracy of data, shall be provided.

### 15. Project Management

The project shall be managed in accordance with the Gantt chart, required in terms of this memorandum of agreement, to be compiled by the Service Provider. The Gantt chart shall specify milestones and associated reports/ products in terms of which, and upon satisfactory performance of which, payment is to be made. It, or a schedule attached to it, shall provide that at least 20% of the overall project professional fee shall be provided for in Phases 6, 7 and 8.

### 16. Timeframes

It is envisaged that the project should be completed within a timeframe of **EIGHTEEN (18)** months from the date of appointment.

## PART B

### 1. Central Area and CBD Extension Node

The appointed consultant is required to:

- **Produce an Inner City Development and Regeneration Strategy:** which reinforces and consolidates its character and role as the economic and administrative hub of both the City and Region, including its function as an urban centre ie. a place of exchange (a market place); a place of concentration of power (financial, economic and political); an investment location; a rates revenue generator; and a place for social interaction and integration; and
- **Produce a Planning, Development and Implementation Framework:** in support of the above regeneration strategy, ultimately informing the revision of the Town Planning Scheme and guidelines for the Land Use Management System

The study area, details and scope of work are described herein.

#### 1.1 Background

Worldwide, cities are associated with large numbers of people, resources, services and infrastructure, and are therefore the drivers or gateways of national and international economies. Cities are accordingly part of, and affected by, the cyclical performance of global, regional and national economies, and have to take such economic influences into account when planning for sustained growth and resilience.

City transformation is an international phenomenon caused by a range of factors including urbanisation, migration trends, globalisation and poverty. Internationally, the process of change does not affect all cities equally or in the same manner but the overall trend is towards greater polarisation and lack of balance between concentrations of wealth and poverty within and between cities. The ability of government to respond to this process is impacted upon by broader debates on the role of government in general and the relationship between local government, the private sector and civil society in particular.

For developing countries such as South Africa, the emphasis is now firmly placed on competing in a global marketplace, with the pressures and demands associated with a developing economy. For the post-apartheid cities of South Africa, globalization has meant increased competition with other cities and changes in the nature of production and work. Managing global economic flows, retaining and competing for fixed investment, human capital development and sustained resource management lies at the heart of a city's economic role and function. Moreover, whilst South Africa's per capita income places the country among middle-income countries, its income disparities are among the most extreme in the world. Reducing inequality and poverty, and tackling unemployment and underemployment, are the key challenges faced by the South African cities.

The process of city transformation has been complicated by local factors including the legacy of apartheid, legislation and settlement planning, private sector investment decisions, political, social and economic transition and inter-governmental relationships, government capacity and financial constraints. The victory over the apartheid state in 1994 set policy makers in all spheres of public life the mammoth task of overhauling the social, political, economic, and cultural institutions of South Africa to bring them in line with the imperatives of a new democratic order. Because South African cities and towns entered the 1990s with an apartheid urban planning and development legacy, the urban planners, managers and politicians responsible for urban development were faced with the task of reconstructing the impression of a spatially segregated, highly fragmented and dispersed urban society.

Restructuring; transforming; reconstructing; and integrating separate and divided cities pose pertinent spatial planning challenges. Where apartheid policies had meshed perfectly with modernist urban planning philosophies of *"the idea of progress and a belief in the power of rationality to overcome spatial chaos and disorder; the notion that, in order to bring into being a better world, control should be exercised by the state and its agents at virtually every level of society; the*

*suppression of cultural and gender differences; and a belief in a homogenous public in whose interest the planner is empowered to act*“; new policies had to be formulated to move explicitly away from general urban planning to development planning principles.

The last decade has seen a considerable interest in urban sustainability and a debate has ensued about the impact of urban form. There is growing literature on the issues, with sustainability seen as depending on three constructs – environmental [including transport], social and economic dimensions. The physical dimensions of urban form represents an amalgam of land use patterns, the transportation system and urban design features. The Brundtland Report [World Commission on Economic Development] was the first global attempt to address the sustainability problem that stems primarily from the idea that there are a finite number of resources in the world but an infinite number of human wants. Therefore, in order to achieve sustainable development it is necessary to meet current needs, whilst ensuring the needs of future generations are also catered for. The report warned that significant changes need to be made in order to ensure a sustainable global future. An emphasis on the role of cities in achieving sustainability was made in the Green Paper on the Urban Environment [Commission of European Communities [CEC], 1990].

Some go further and argue that the economic development/environment relationship at the local level is fundamental to whether or not sustainable development is achievable [Gibbs et al, 1996]. Given that cities are primary spatial economic units and contribute significantly to environmental impacts, they play a key role in the path to sustainable development. It is widely suggested that in order to address the issue of sustainable development, achieving sustainability at the urban level is crucial. Since cities are widely acknowledged to be the main sources of pollution and environmental degradation it seems appropriate to also address the sustainability issue from this level. Many commentators extend these arguments to specify desirable urban forms.

Lynch [1981] considers five basic dimensions and two meta-criteria for the performance dimensions of the spatial form of a city. These are;

- how settlement form affects vitality,
- how settlement form affects human sense,
- the degree to which the settlement form fits the requirements of people,
- how able people are to access activities, services etc, and
- how much control people have over services/ activities/ spaces etc.

The two meta-criteria are:

- efficiency [costs etc] and
- justice [equity etc].

Arguments in favour of a compact, centralised city claim that this type of urban form provides environmental, social and economic benefits. The environmental benefits of a compact urban form are:

- reduced energy usage and greenhouse gas emissions following a lesser demand for polluting modes of travel,
- reduced pressure on greenfield sites and greater use of more efficient technologies.

The promulgated social benefits of a compact urban form are:

- greater availability of housing that meets peoples' needs in a sustainable way,
- increased access to services and facilities leading to better quality urban environments.

From an economic perspective there are a range of economic arguments in favour of the compact city. A compact city with high density mixed-use areas could contribute towards profitability and economic growth, lower energy consumption, and greater allocative and distributive efficiency. Economically, it is argued that a compact urban form can lead to new business formation and innovation, which also attracts new residents. Compact city advocates that mixed land use is the most sustainable type of urban use, in that it increases the viability of services and transport provision supported by high residential density. Mixed land use in this context refers to the intermingling of land uses to ease access and reduce travel. It is the use of these services and facilities that makes them viable, not their mere existence. Mixed use is linked closely to ideas of ease of access and the provision of a greater choice. A further argument is that by having many types of land use

in one development area there is a "critical mass and level of activity (created) which is greater than the sum of individual users, thereby making a critical contribution to location and character" (ODPM 2002a).

Richard Rogers maintains that a sustainable urban form is based on a series of interlinked compact nodes or neighbourhoods. These neighbourhoods grow around centres of social and commercial activity located at public transport nodes. Together they make up the compact city, which can then be defined as network of these neighbourhoods, each with its own parks and public spaces and accommodating a diversity of overlapping private and public activities (Rogers 1999:38).

However, one has to deal with more than just a physical urban form - a sustainable city is – "a series of interacting systems". This is true in South African cities. A recent study aimed at assessing the sustainability of human settlements in South Africa, emphasized the need to look at sustainability in South African cities from a systemic point of view. It identified three main overarching systems with a wide variety of indicators falling under each broad category. These indicators do not only highlight the complexities of urban sustainability but also provide benchmarks for future development. The three categories were:

- the quality of life (needs of the people),
- environmental sustainability (impact on the natural environment) and
- institutional sustainability (governance of the city).

This points out that one cannot look at any one of these in isolation, i.e. the needs of the people, environmental impact or urban governance. The sustainability of urban cities will therefore also depend on these major issues. While it may offer an increased quality of life to those living within these cities, it may at the same time have a detrimental impact on the natural environment (through for example increased pollution due to increased use of vehicles) and urban governance (through negation of citizenship and increased micro-urban governance).

While global and national forces remain one of the main city structuring elements, the implementation of past apartheid policies has had a profound impact on the structure and functionality of the South African cities. It fragmented communities, marginalised their economic activities and undermined their participation in the economy. It located people in areas with poor access to urban services and facilities, and effectively entrenched the philosophy of unequal development. The structure of the Pietermaritzburg conurbation is essentially radial and has resulted from the combined effect of topography and the policy of racial residential zoning as well as regional influences. Corridors composed of predominantly residential land use activities are structured along transportation routes which radiate outwardly from Pietermaritzburg's Central Area, along the relatively flat land contained within river and stream valleys. This radial structure, which is reinforced by both topographical and land use factors leads to the present situation whereby the city centre acts as a major node connecting the various corridors. The result of this spatial arrangement is that the entire metropolitan population is very dependant on the CBD. In order to reach a condition whereby activities and facilities are closer to where people live it is important to move away from the present radial form. Msunduzi must have a movement system that provides all citizens with convenient and affordable access to the city's resources and amenities. The movement system must be structured to create a public transport-orientated, equitable pattern of access, so that all people can reach a broadly similar range of opportunities and facilities in the city. The spatial organisation must shift away from the existing radial movement pattern towards a hierarchical, multidirectional, legible, open-ended accessibility system, which facilitates convenient access and multidirectional movement on a citywide basis, between districts, and locally between suburbs.

It is therefore argued that a combination of the compact city and dispersed urban form [ie. radial city structure] should be adopted for the city. This compromise is referred to as a polycentric urban structure. A useful and succinct discussion of this approach is called 'decentralised concentration'. A polycentric structure may become more attractive where agglomeration benefits can still be gained in each of the subcentres while avoiding the risk of negative agglomeration effects associated with large urban structures.

Polycentricity is a concept that has been adopted in European policy, which is claimed to promote economic growth and equality across Europe (Commission of European Union, 1999). A polycentric structure is also asserted to promote links between industrial clusters and encourage innovation and thus economic growth; although there are some doubts expressed as to whether or not this occurs in reality. Within a polycentric urban structure competitiveness and cohesion is

encouraged through developing connectivity between the various centres within a city by good transport links. However, the basis for the economic arguments of the polycentric urban region has been queried.

Planning for the future begins with an understanding of the way things are right now: the place, the people and the social, economic and environmental forces underlying the trends that are shaping the city. City change and growth are inevitable, and development pressures are a given. Nevertheless, a City with foresight and insight can guide and manage public and private development to ensure the best possible outcome for its inhabitants. It therefore stands to reason that the proposed local area plans must be flexible and adaptive, as economic, environmental, and social forces are unpredictable, and it is impossible accurately to determine how fast the city will grow.

### **1.1.1 Definition of a Central Business District [CBD]**

In ancient times, the Greeks developed their cities around a focal area that became a place of enlightenment; recreation and trade. These areas were known as *agoras* or market places which is regarded as the predecessor to the present day Central Business Districts [CBDs].

Today, Central Business Districts [CBDs] have evolved into multi-functional nodes, with strong transportation hubs, incorporating commercial, retail, cultural and residential components. They provide employment for a large percentage of the population and link suburban and township populations through their transportation hubs. They provide a strong image role and are a significant source of regional economic growth; make substantial contributions to the Gross National Domestic Product [GNDP] and are an important source of revenue for local government.

The concept of a CBD is used as a tool for planning and can be subdivided into 3 components: the Core; the Periphery; and the Frame. The Core area is predominated by an intensive level of shopping and office uses whilst the Periphery, which serves as an ancillary to the Core, is made up of supporting uses such as: hotels and entertainment; public buildings; and the innermost public transit terminal. The remainder of the CBD is regarded as the Frame and is characterized by uses such as: motor towns; light industry; warehousing; and parking garages. This triple concept is useful because it emphasizes the relationship of land value, accessibility and convenience.

### **1.1.2 Development Context**

The world is becoming an increasingly urban place with irrevocable population shifts from rural to urban areas. Internationally, more than 38% of all people were living in urban areas by 1995. This percentage is projected to rise to 57% by 2020, with three quarters of all population growth occurring in developing countries [UN Habitat, 2000]. Cities within developing countries are faced with unprecedented rates of urbanisation. This places enormous pressure on the environment and financial sustainability of cities as they attempt to provide goods and services to new entrants to the city.

Decline in city centres are typically manifested in economic terms through: a reduction in both public and private investment, as well as in the diversity and value of business activity [particularly retail and commercial activity]; industrial regression; deterioration in the quality of public open space; and poor city management.

Historically, Pietermaritzburg had a more centralized physical form. Radial transport routes fed high volumes of people and goods into the dominant CBD and adjacent areas which accommodated the largest concentration of economic activity and employment. The economic geography of the city is currently changing to a more dispersed and decentralized structure. A shift in office and retail occurring from the city core to suburban centers and to new office and retail parks along the main arterial routes and N3 freeway. Multi-purpose projects are being developed in decentralized locations. They threaten the CBD because a combination of office, retail, residential and leisure uses are located in a high amenity environment whilst the CBD is geared more towards lower income customers. The decentralization of industrial and commercial has done nothing to alter the stark contrasts between rich and poor areas. These expanding employment centers are also less well served by commuter networks. The outcome is a more fragmented pattern of low density car-oriented development in and

around affluent areas that are also expanding locations for middle to high income housing. Meanwhile, low income housing projects and public investment in basic services are focused where the price of land is lowest.

There are also environmental factors that have pushed business out of the CBD centers. These include deteriorating security, difficulties with parking, traffic congestion and litter. Most buildings in the CBD are older than those in decentralized areas and less able to meet the requirements of modern ICT and work processes as businesses seek to boost their corporate image. The city centre property owners have been encouraged to refurbish their older buildings through the UDZ tax incentive as it has become a less and less attractive location. This tax incentive is generally directed to stimulate capital investment in buildings, especially those in a declining or stagnating state, with the objective of boosting urban regeneration and business district revitalization, which in turn stimulates economic development and creates opportunities for the urban poor. Decentralized centers have also benefitted from active management, modern design, and infrastructure and access arrangements.

It has become obvious over the years that the structure of many cities departed from the mono-centric model and that trip-generating activities were spread in clusters over a wide area outside the traditional CBD. As they grow in size, the original monocentric structure tends with time to dissolve progressively into a polycentric structure. The CBD loses its primacy and clusters of trip-generating activities spread within the city. Cities are not born polycentric but may evolve in this direction. Monocentric and polycentric cities are from the same species observed at a different time during their evolutionary process. Some cities are dominantly monocentric, others are dominantly polycentric and many are in-between.

In South Africa, most city centres are experiencing severe stress as a result of a combination of global trends and unique local forces. Whilst some argue that urban decline and environmental deterioration is a cyclical process with its roots in global investment cycles, it remains true that decline may be sparked by non-cyclical factors and may be exacerbated through public leadership.

The decline of city centres substantially *predates* political transition in South Africa. For example:

- In Johannesburg, the conditions for decline were established during the 1960s as a result of planning decisions that restricted parking within CBDs thereby greatly increasing congestion. These practices were often accompanied by both tacit and explicit support for the establishment of new secondary city centres such as Randburg and Sandton, which attracted investment away from existing city centres. These factors combined to spark an exodus of retail and commercial business, often to large shopping malls and office parks;
- Economic trends towards smaller scale business activities promoted the formation of home offices. In the case of the Nelson Mandela Municipality, this led to the transformation of residential properties in close proximity to the city centre to small-scale commercial use; and
- The demolition of the vibrant inner city residential neighbourhoods of District Six and Marabastad during the 1960s and 1970s under the Group Areas Act not only robbed city centres areas of their vibrancy, but also scarred the landscape and psyche of South African cities and damaged their underlying economies.

The strain on city centers was not limited to the above but also included:

- The establishment of new secondary nodes, shopping malls and commercial parks caused a shift in consumer patterns. Well-heeled consumers with access to private transport now abandoned urban centres whilst lower income consumers, dependent upon public transport, were less able to access secondary nodes, and increasingly focused their expenditure on accessible city centres;
- A demographic shift occurred as largely white consumers/residents with access to credit and higher levels of disposable income were replaced by black consumers/residents with limited access to credit and lower levels of disposable income. As these changing patterns of consumption were noted by the retail sector, up-market chain stores downscaled their activities within city centres, with an ever increasing number of low-grade, small scale and homogenized retailers taking their places;
- Commercial stock within city centres were increasingly unable to attract new tenants due to the systematic loss of agglomerations. The ageing built form of these properties also inhibited their ability to accommodate new technologies. Both individual and institutional property-owners believed that their investments were under threat

as a result of the changing demographic structure of city centres. As a result, maintenance activities were postponed or shelved. The perception and fear of declining property values thus deepened actual decline;

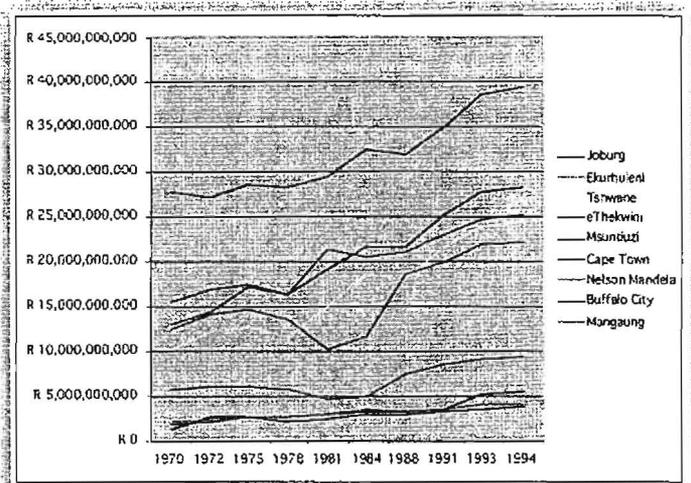
- Economic decline and neo-conservatism during the 1980s gave rise to policies reducing state control over informal sector activities. This led to the deregulation of the taxi industry, and a boom in street trading. This deregulation, which was not introduced in consultation with cities, severely compromised urban management activities and led, in some instances, to the virtual abandonment of regulatory enforcement in relation to these sectors; and
- The absence of well-located housing for low-income households created fertile new markets for the owners of declining inner city housing stock and vacant commercial buildings. High rentals, low affordability levels, poor management practices and the use of commercial buildings for residential purposes coalesced to create overcrowded and degraded residential environments. In many instances, absentee landlords simply abandoned buildings and stopped payments for rates and taxes and service charges.

With the fall of apartheid, the development and planning of local areas began to take on a newly integrated direction. However, during the initial four-year period, transitional local government experienced a crisis of legitimacy and uncertainty. The process of political transition led to the following:

- Decision-making paralysis within local government. This created an environment in which decision-making was unpopular and difficult issues were often avoided;
- Newly elected local governments faced the daunting task of responding to historical backlogs in governance mechanisms;
- Delivery activities during this period tended to focus on the roll-out of services to disadvantaged areas, with city centres being considered a low policy priority;
- The enforcement of municipal by-laws within city centres was considered an unpopular and politically embarrassing activity; and
- Weak political commitment to by-law enforcement was exacerbated by financial crisis.

The introduction of austerity measures in many cities led to a decline in the quality of city management. This situation was compounded by the following issues:

- The poor management of publicly-owned buildings and land, which were often neglected or illegally occupied;
- The ostensible abandonment of public buildings which further undermined private-sector confidence in the viability of urban centres;
- The failure of local government to enforce municipal by-laws, coupled with the physical decline of public open space, created a sense of urban lawlessness and heightened crime and perceptions of crime; and
- The institutional vacuum that was created was filled by criminal syndicates, which took over buildings and created 'no-go' areas for policing and by-law enforcement.



National Municipal Budgets 1970 - 1994

The new South African government was by no means ignorant of the above challenges and thus began a campaign to change the urban landscape through the development of various supporting planning legislation and policies.

## 1.2 Policy and Legislative Context

Whilst South Africa's per capita income places our country among middle-income countries, our income disparities are among the most extreme in the world. Reducing inequality and poverty, and tackling unemployment and

underemployment, are the key challenges faced by the South African government. The two major challenges, namely poverty and unemployment, are a world phenomenon. Against this background, it is important to view the development challenges confronting the Province of KwaZulu-Natal in both an international and national context.

The concept of a developmental state, which applies both to the country and the province, is rooted in the Millennium Development Goals [MDGs] that were adopted by the United Nations. Indeed both the national and provincial government's development strategies and interventions should be viewed in the context of, and measured against, these international development goals which apply to all countries across the globe.

The National Spatial Development Perspective [NSDP] is one of the key strategies that guides government in implementing its programs in order to achieve the objectives of ASGISA by providing a guide to meet the government's aims of economic growth, poverty alleviation, employment creation, improved service delivery and eradicating historical inequalities such as spatial distortions. It recognizes the important role of cities in the national economy, and identifies them as focus areas for government investment. As highlighted by the NSDP, inequalities exist in our economy and there is a legacy of inequitable spatial development which has had a negative impact on public sector investment. This is evident in the lopsided economic and social costs for poor communities in locations far from employment and other opportunities.

The New Growth Path [NGP] is a broad framework that sets out a vision and identifies key areas where jobs can be created. Initiatives are now underway on the completion of a series of implementation plans. The NGP is intended to address unemployment, inequality and poverty in a strategy that is principally reliant on creating a significant increase in the number of new jobs in the economy, mainly in the private sector.

A profound and fundamental change has taken place in the economic structure of a number of countries worldwide. South Africa is a member of Brics: Brazil, Russia, India and China being the other countries. Brics are currently recognised as the strongest emerging- market countries who have embraced the *developmental state* model. The ANC Policy Discussion document (2007) titled "Economic Transformation for a National Democratic Society" argues for a strong role to be played by the South African state in shaping the structure and output of the economy.

The new growth path sets a target of creating five million jobs in the next ten years. This target is projected to reduce unemployment from 25% to 15%. Critically, this employment target can only be achieved if the social partners and government work together to address key structural challenges in the economy. The present government has decided to embark on a developmental approach by massive investment in the infrastructure of the country. This strategy has been announced and supported by the President in his state of the National Address on 9<sup>th</sup> February 2012. The New Growth Path mirrors the Chinese experience by drawing on the Keynesian economic model. China has enjoyed three decades of healthy economic growth and has transformed from a poor country into a world super power, vastly improving the lives of the majority of its 1,3 billion people and becoming increasingly influential in global politics.

In response to this situation, another key strategy was developed known as the Provincial Growth and Development Strategy [PGDS] which was approved by the Provincial Cabinet in July 1996 and adopted by Kwa-Zulu Natal in 2004.

The PGDS provides a framework for public and private sector investment, indicating areas of opportunities and development priorities. It addresses key issues of implementation blockages whilst providing strategic direction. The PGDS implies a developmental approach to government. This implies a pro-active and facilitative approach to development and not one based on formulating and applying regulations and restrictions.

The Provincial Spatial Economic Development Strategy [PSEDS] has been developed within the context of both the NSDP and the PGDS. The PSEDS sets out to:-

- Focus where government directs its investment to ensure sustainable and maximum impact;
- Capitalise on complementarities and facilitate consistent and focussed decision making; and
- Act as a tool to help government to move beyond mere focussing on integration and coordination procedures to establishing processes and mechanisms to bring about strategic coordination, interaction and alignment.

It is in the context of the above, strategies must move to guide and inform the:-

- Spatial principles that will direct growth and development in the Province, such as Inter-alia, principles of sustainability, the need to address historic spatial imbalances, curbing urban sprawl and differentiated levels of infrastructure provision;
- Identification of priority development areas, focussing on areas in which specific types of development should be encouraged or discouraged;
- Strengthening or development of major movement routes or corridors;
- Identification of areas that have to be protected for biodiversity and conservation purposes;
- Preparation of Municipal Spatial Development Frameworks, to ensure full alignment of national, provincial and municipal spatial visions;
- Budgeting processes of all spheres of government to ensure that government creates an environment conducive for development in the prioritised areas; and
- Investment decisions of private sector, not only in pursuance of optimal returns, but also in support of a shared spatial vision for the Province.

As with the NSDP, PSEDS recognizes that social and economic development is not evenly distributed, in part due to disparities in the spatial distribution of natural resources, but also as a result of the unfortunate pre-democratic politico-economic regimes. In South African cities, disparities have been aggravated by apartheid spatial planning, and have resulted in a disjuncture between where the majority of the people live and where social and economic opportunities are concentrated. This spatial marginalization from economic opportunities of the majority of the population needs to be addressed in order to reduce poverty and inequality and ensure shared growth. It concludes that future economic development opportunities should be channeled into activity corridors and nodes that are adjacent to or link the main growth centers.

Chapter one of the DFA sets out a number of principles that are interpreted as a set of interrelated intentions to guide land planning and development and entrench a more equitable and developmental planning system for the municipality. Adopting a strong commitment to social justice and through this commitment specifically improve the living conditions of the poorest and historically most disadvantaged communities. Flowing from this commitment and overarching interpretation of the principles, the role of spatial planning in relation to land development is ultimately to serve the people who live within Msunduzi and the future generations. To this end spatial land development planning is concerned with:

- Promoting equity;
- Promoting efficiency;
- Protecting the public good;
- Ensuring the effective use of scarce resources, and
- Protecting the environment.

Msunduzi has adopted two normative planning approaches to give effect to the principles. These are:

- a people-centred approach with its main purpose being to pay particular attention to achieving social justice, through assisting the poorest members of society to meet their basic needs and requirements; and;
- an awareness and respect for the environment which recognise its constraints and the opportunities it provides, in a sustainable way

The intentions of the principles are to create a better planning system which is proactive and developmental, using laws and controls where appropriate, and one which positively accommodates the needs of all its people, where rural and urban areas are integrated, reinforcing an efficient system in which all people have access to the opportunities which arise.

The central concern underpinning the DFA Chapter One principles is the need to create a new spatial form and structure for the settlements to improve their performance. These principles reject the low density, sprawling, fragmented and largely mono-functional settlement forms that resulted under the apartheid and which imposed considerable hardship on people. These principles call for the emergence of settlement patterns which create benefits accessible to the people. For this to be achieved all settlements should strive to achieve the following qualities:

- to generate a wide range of economic opportunities;





|                 |      |      |       |       |       |       |      |
|-----------------|------|------|-------|-------|-------|-------|------|
| 2011q1          | 3.36 | 3.82 | 3.92  | 4.04  | 2.93  | 3.96  | 3.65 |
| 2011q2          | 3.26 | 3.20 | 3.29  | 2.93  | 3.36  | 2.77  | 3.36 |
| 2011q3          | 2.99 | 3.48 | 3.47  | 3.35  | 4.00  | 3.00  | 3.16 |
| 2011q4          | 2.90 | 3.26 | 2.81  | 4.96  | 2.89  | 4.21  | 3.41 |
| 2012q1          | 2.11 | 2.44 | 1.85  | 2.04  | 0.65  | 3.91  | 2.01 |
| <b>Average</b>  | 2.03 | 2.27 | 2.23  | 2.65  | 2.53  | 2.47  | 2.22 |
| <b>Median</b>   | 2.99 | 3.20 | 3.47  | 3.30  | 3.36  | 3.00  | 3.16 |
| <b>St. Dev.</b> | 2.21 | 2.46 | 4.26  | 3.97  | 10.30 | 4.41  | 2.86 |
| <b>Range</b>    | 7.74 | 8.64 | 14.64 | 17.00 | 36.42 | 13.67 | 9.59 |

The dominant sector, in terms of employment, was the Personal and General Government Services sector. This thus confirms the role of Msunduzi as the provincial administrative centre and a service centre for the midlands region. The relocation of government departments to the city can be one of the reasons for the above. As stated previously that the Agricultural and Manufacturing sectors experienced a decrease from 2008 to 2010, while the construction and the financial sectors maintained their levels from 2008 to 2010. A large percentage of jobs can be created in domestic-orientated activities and in the service sector. Procurement by both private and public sectors will enable improved access for small and medium enterprises to opportunities. Human settlements and services will need to be conducive to small and medium enterprise expansion.

| <b>EMPLOYMENT PER INDUSTRY</b>                                | <b>1996<br/>[%]</b> | <b>1999<br/>[%]</b> | <b>2003<br/>[%]</b> | <b>2006<br/>[%]</b> | <b>2008<br/>[%]</b> | <b>2010<br/>[%]</b> |
|---|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| <b>Agriculture, forestry and fishing</b>                      | 5.02                | 4.75                | 4.94                | 4.23                | 4.56                | 4.42                |
| <b>Mining and quarrying</b>                                   | 0.94                | 0.58                | 0.39                | 0.31                | 0.27                | 0.29                |
| <b>Manufacturing</b>  | 15.87               | 15.33               | 14.17               | 14.00               | 13.49               | 12.14               |
| <b>Electricity, gas and water</b>                             | 3.59                | 3.35                | 2.97                | 2.95                | 2.60                | 2.57                |
| <b>Construction</b>   | 2.75                | 2.30                | 2.18                | 2.45                | 2.73                | 2.78                |
| <b>Wholesale &amp; retail trade; hotels &amp; restaurants</b> | 11.86               | 12.33               | 12.60               | 12.72               | 12.02               | 11.83               |
| <b>Transport, storage and communication</b>                   | 10.28               | 11.39               | 12.53               | 12.27               | 12.21               | 12.44               |
| <b>Finance, real estate and business services</b>             | 18.71               | 20.21               | 20.65               | 22.67               | 23.05               | 23.62               |
| <b>Personal and General Government Services</b>               | 30.98               | 29.75               | 29.57               | 28.41               | 29.07               | 29.90               |

The table below illustrates the economic structure from 2000-2010. The structure of the Msunduzi Municipality comprises various economic activities. However, the sector that is largest contributor to the economy in terms of employment is general government services which contribute some 29% in 2010, finance and business services contributes some 23%. The higher figure can be attributed to the fact that Msunduzi is the capital of KwaZulu Natal, hence the larger number of government structures that exist.

| Economic Structure                             | 2000  | 2001  | 2002  | 2003  | 2004  | 2005  | 2006  | 2007  | 2008  | 2009  | 2010  |
|--|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Agriculture, forestry and fishing              | 5.03  | 4.9   | 4.9   | 4.94  | 4.8   | 4.38  | 4.23  | 4.2   | 4.56  | 4.48  | 4.42  |
| Mining and quarrying                           | 0.49  | 0.58  | 0.43  | 0.39  | 0.37  | 0.33  | 0.31  | 0.31  | 0.27  | 0.29  | 0.29  |
| Manufacturing                                  | 15.14 | 14.79 | 14.75 | 14.17 | 14.25 | 14.16 | 14    | 13.76 | 13.49 | 12.04 | 12.14 |
| Electricity, gas and water                     | 3.4   | 3.27  | 3.48  | 2.97  | 3.04  | 3.04  | 2.95  | 2.9   | 2.6   | 2.61  | 2.57  |
| Construction                                   | 2.2   | 2.81  | 2.16  | 2.18  | 2.29  | 2.44  | 2.45  | 2.61  | 2.73  | 2.82  | 2.78  |
| Wholesale & retail trade; hotels & restaurants | 12.27 | 12.62 | 12.59 | 12.6  | 12.77 | 12.77 | 12.72 | 12.54 | 12.02 | 11.84 | 11.83 |
| Transport, storage and communication           | 11.22 | 11.28 | 12.15 | 12.53 | 12.49 | 12.44 | 12.27 | 12.28 | 12.21 | 12.37 | 12.44 |
| Finance, real estate and business services     | 19.55 | 19.55 | 19.8  | 20.65 | 21.13 | 21.5  | 22.67 | 22.73 | 23.05 | 23.77 | 23.62 |
| Personal and General Government Services       | 30.71 | 30.2  | 29.74 | 29.57 | 28.86 | 28.94 | 28.41 | 28.66 | 29.07 | 29.78 | 29.9  |

As referred to above, Msunduzi Municipality is the greatest contributor within the district which in turn feeds into the provincial Gross Domestic Product (GDP). Its strategic location within the Province space economy provides a foundation for sustained economic growth and a conducive environment for investment to thrive. The major contributor to Msunduzi Municipality's GDP is the service sector (government).

#### 1.4 Central Area and CBD Extension Node

The Pietermaritzburg CBD is a significant contributor to the Msunduzi Municipal economy and to the municipality's rates base. It also contains substantial sunk investment including a high level of infrastructure and services that already exists within the Central Area. As such, its success is crucial to the viability and sustainability of the municipality.

##### 1.4.1 Historical Background

For an unknown period before 1820, the areas of Pietermaritzburg were occupied by a cluster of Wushe Chiefdoms. Around 1820, the area was occupied by a section of the Nqondo under a woman chief named Machibisa kaMlithwa. In the earlier part of the 19<sup>th</sup> century there was a struggle for Zulu supremacy among larger states in the Northern Regions, however Natal remained undisturbed until the late 1810s. In 1819 the victory of King Shaka sent refugees into northern and central Natal thus breaking up the Chiefdoms which they encountered.

During the period of 1837 – 1839, parties of Voortrekkers came down the Drakensberg into Natal and proceeded to setup the Republic of Natalia with the Capital located in the upper Mngeni – Mkhomazi region, were small African communities had for some years been trying to revive something of the life they had known before the upheavals of the 1820s.

Pietermaritzburg was laid out by the Voortrekkers in 1838 on a spur with a north easterly aspect that was bounded by the Dorpsruit and Umsindusi Rivers. The dividing up of the city into erven was the principle factor that led to the emergence of

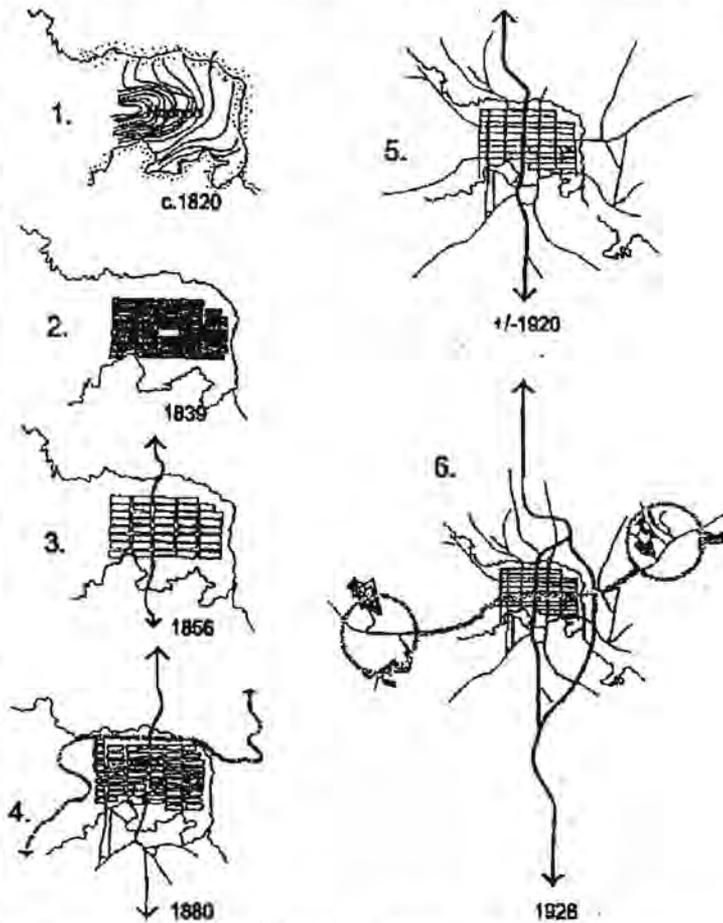
a grid street layout and in 1839, the first town planning regulations were published that stipulated that all houses were to be built in a single line at the street's edge. In 1856 the city became the Capital of the Colony of Natal and not much later the city took on a second identity, that of the British.

With the development of better modes of transportation, including trams and motor cars, the city saw expansion outward from the CBD thus establishing a number of residential suburbs.

Around 1927, a north east, south west axis was created that subsequently reinforced the Group Areas Act which since then was the decided urban morphology that led to the various parts of the city being developed in isolation.

**1.4.2 Current City Form and Status**

The present city form is developed around a regular and square sub-divisional grid structure that is interspersed with a variety of public squares and spaces that provide foci for different central area precincts/districts. The grid is located on a flat tract of land that is framed by the two rivers [Dorpspruit and Msunduzi] that provides both a defining edge to the central area as well as a common interface with the surrounding suburbs. The grid constitutes various parts i.e. city blocks and varying subdivisions, that collectively contribute to a clearly structured and flexible settlement framework. It has quite distinctive clusters of land use and activity that define a number of precincts and/or districts that can be accessed and experienced independently.



The core of the city contains the full range of uses associated with any CBD, whilst the frame accommodates transitional uses at a lesser density. The generally flat topography is accentuated in places by steeper sections of land related to the surrounding rivers and by mature vegetation. In addition, the city's sense of place is heightened by its low elevation in relation to surrounding hills which reinforce the centre connection with its hinterland.

The Pietermaritzburg CBD comprises of two areas, namely:

- The CBD area which measures ± 64ha in extent [bounded by Boshoff, Burger; Peter Kerchoff and Hoosen Haffejee Streets]; and
- The Central area which measures ± 743 ha in extent [bounded by the N3, Pine Street, the Msunduzi River and the Railway Line].

Given the increased development pressure on the CBD in recent years, developers began restructuring their operations and seeking new and emerging business opportunities and markets. The result was that many new developers found it best to locate their companies on the fringes of the CBD - out of the chaos of the city and yet close enough to retain a symbiotic business relationship. This area is known as the CBD Extension Node.

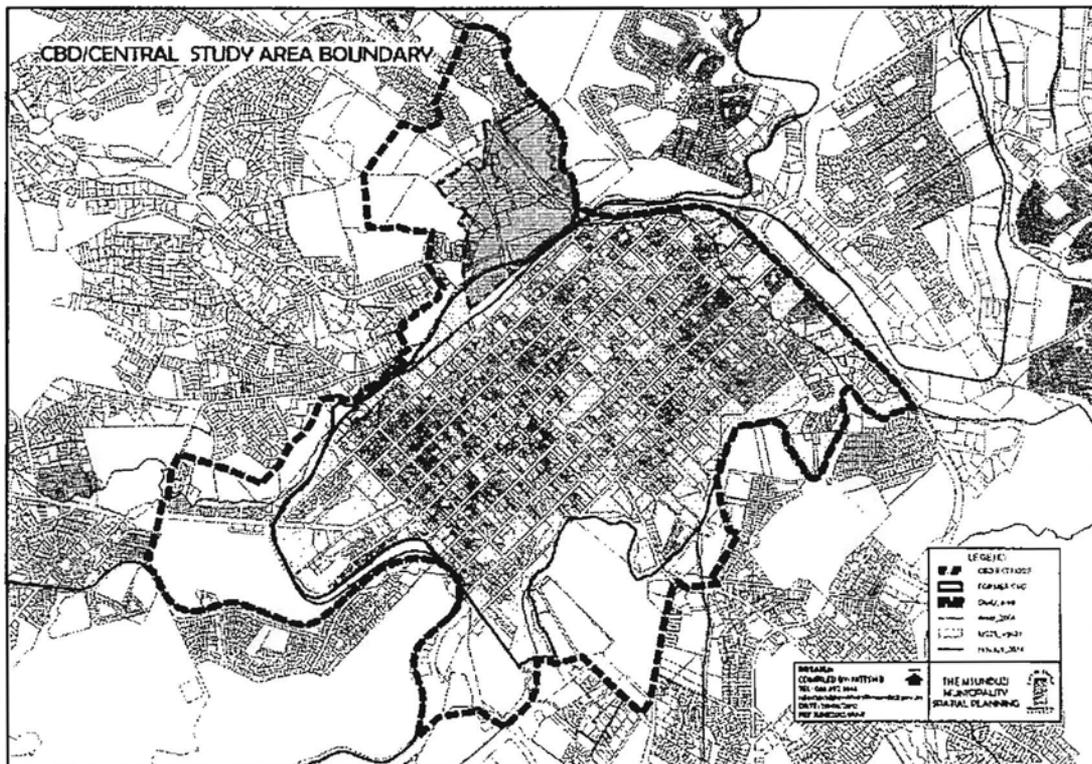
Situated north-west of the CBD, the CBD Extension Node is receiving particular attention of late due to its excellent location relative to the City and the wider Midlands region and the substantial parcels of publicly/privately owned vacant/underutilized land that is contained within it. It also serves as the gateway city to the surrounding tourist destinations, it in itself being a tourist destination.

The CBD Extension Node includes a cluster of developed land parcels; namely:

- Motor World;
- The Bird Sanctuary;
- Midlands Liberty Mall; and
- The Royal Agricultural Showground.

In an attempt to proactively create opportunities and encourage new development in the City, certain areas situated on the edge of the existing CBD Node have now been incorporated into the Central Area and CBD Extension Node study area, namely:

- Midlands Mall Extension area [up to Connor Road];
- New Administration Node [including Grey's Hospital, Carter High School and Town Hill Hospital];
- Voortrekker High School;
- Signal Hill/Foundry Park; and
- Alexandra Park.



## 1.5 Development Issues

As mentioned previously, Pietermaritzburg, like all other South African cities, is a typical apartheid town facing substantial challenges as a result of urban dynamics generated by political and economic transformation in the country. Development plans prepared between 1996 and 1999 identified the following as the main spatial patterns that characterise the city:

- Low density sprawl;
- Cellular development pattern;
- Separation of land uses, urban elements, races and income groups;
- The city's structure promotes the development of employment, social and commercial areas towards high speed movement routes and the affluent suburbs; and
- Decline of the CBD.

The consequences of these spatial patterns created islands of spatial affluence and distorted, fragmented, incoherent and inefficient settlement pattern. It also gave rise to spatial, social and economic exclusion of certain race groups to the benefit of others, and created a poorly functioning land and housing market.

The nature and conditions that reflect the current state of the CBD and the Central Area is not limited to but includes the following:

- Small emerging and retail businesses that have replaced the corporate sector;
- Physical decay of buildings as a result of a lack of maintenance, high vacancy rate and lack of investor confidence;
- Overcrowding of residential facilities and the subsequent demand for residential accommodation;
- Increasing number of informal traders;
- Environmental degradation [litter/pollution etc.];
- Traffic congestion and concurrent lack of parking facilities; and
- Increased levels in crime due to unemployment and poverty have resulted in the general devaluation of property thus reinforcing the unwillingness of property owners to renovate their buildings and maintain standards.

## 1.6 Development Initiatives/Studies

In understanding the above challenges, the Msunduzi Municipality has commissioned several studies on both the CBD and CBD Extension Node to help direct economic investment and to promote proper planning and urban reform. While it is noted that several studies have been referenced herein, some are historical and have been cross referenced from other documents. Regrettably, not all documents are available.

### 1.6.1 Pietermaritzburg [1973]

This report suggested the pedestrianisation of Church Street and of certain mid block areas between Church and Longmarket Streets.

### 1.6.2 Pietermaritzburg 2000 Town Planning Report [1984]

This study was aimed at formulating a Central Area Master Plan which identified key issues such as: the retention of a residential component; and retention of environmental quality, etc. The report highlights the dynamic nature of the Central Area and the need for investment and intervention in order to sustain the area.

### 1.6.3 Buildings of Architectural and Historical Merit [1986]

This report catalogued all the buildings in the Central Area and classified them in terms of their architectural and historical merit.

#### **1.6.4 Lower Boom Street Appraisal [1992]**

This report focused on a portion of Boom Street and identified problems and development opportunities in the local area as well as considering alternative intervention strategies.

#### **1.6.5 Pietermaritzburg Central Area Study [1992]**

This substantial study was intended to provide a comprehensive set of policies and to identify both projects and actions to be undertaken by the Municipality. The study however, was not completed mainly because of the inadequate involvement of previously disadvantaged groups and their representatives.

The study however, did produce two overall metropolitan scenarios for the future up to 2005, namely: the Urban Insider's Perspective; and the Urban Outsider's Perspective.

#### **1.6.6 PMBMET Transportation Study [1992]**

This report dealt with the overall transportation system that was required for the metropolitan area and included major road needs and forms that were specific to proposals relating to the Central Area.

#### **1.6.7 Metropolitan Pietermaritzburg Retail Study [1993]**

The report outlined various retail specific policy proposals for the Central Area and recommended:

- Widening opportunities for commercial, office, service industrial and business uses to be established in the Central Area;
- Increasing permissible residential densities;
- A "city building" approach be adopted towards developing a retail system; and
- Council adopts a pro-active approach towards managing the existing retail system.

#### **1.6.8 Central Boom Street Study [1994]**

This report was commissioned as a response to pressure to approve rezoning applications along Boom Street from Special Residential to Office.

#### **1.6.9 Integrated Development Framework [1996]**

This report was produced as part of the RDP work undertaken by the TLC. Although it was not completed or adopted by the TLC it did identify overall principles that would guide urban development and a number of development corridors and precincts including the "Central Area Frame".

#### **1.6.10 Towards a Post Apartheid City [1996]**

This report provided the basis for a request made by the TLC for RDP funding for a variety of specific projects including: major development corridors; and the Central Area Frame.

#### **1.6.11 TLC Strategic Planning Exercise [1997]**

This exercise highlighted the importance of: building the local economy; as well as meeting housing, infrastructure and community facility needs in a financially sustainable way. Further, the exercise recommended the need for a new Town Planning Scheme and development approach.

#### **1.6.12 Integrated Development Plan [1998]**

This Plan provided an integrated set of policies in a variety of fields and provided the basis on which the Land Development Objectives [LDOs] and the TLC's Annual Budget could be created.

### **1.6.13 Pietermaritzburg-Msunduzi Area [1998]**

This report was based on the evaluation of rezoning applications in terms of the Town Planning Scheme and the consequent recommendations regarding the preparation of an Integrated Planning and Development Framework for the Central Area.

### **1.6.14 Local Development Plan for Pietermaritzburg Msunduzi TLC [1999]**

The aim of this plan was to investigate issues that would enhance the functioning of the city and make recommendations/develop strategies for successful spatial integration and development. Most notably, the plan also focused on readdressing the Town Planning Scheme.

The list indicated below is not all encompassing but highlights some of the strategies identified that have spatial implications:

- The identification of city improvement districts [CID's] and facilitation for activating the CID's;
- Promote incentives for urban conservation;
- To develop harmonious environments where modern and historic buildings are integrated;
- The need to carry out an audit of man-made and natural elements worthy of preservation;
- Balance between conservation and development;
- Promote the city's corridors to the benefit of the central area;
- To support and promote development that revitalises and grows the central area;
- The marking of pavement areas for informal stalls and the provision of appropriate street furniture;
- The promotion of housing in the central area;
- Traditional mixed use areas in the city to be revitalised;
- Promote densification of land for housing;
- The development of a riverside trail around the city;
- The identification of strategic environmental precincts and developing these by preparing and implementing detailed plans;
- The development of Business Improvement Districts [BID's] and City Improvement Districts [CID's];
- The development of a Metropolitan Open Space System [MOSS] linking hiking trails, water courses, conservation areas, parks and cultural heritage resources as an integrated open space system;
- The development of catalytic urban spaces that will trigger a range of secondary projects including urban renewal;
- The definition of an interlinked hierarchy of public spaces, precincts, squares, markets, streets, parks and promenades;
- The development of the Msunduzi river as a multi-functional open space which is integrated with the city fabric;
- The development of a hierarchy of primary, secondary and tertiary road networks;
- Taking advantage of the close proximity of the N3 to the central area and the establishment of key linkages giving direct access into the central area;
- The promotion of road networks that link the city to its corridors;
- The promotion of parking garages at strategic locations;
- Undertaking commuter rail viability studies for the eastern and western areas;
- Retail and commercial core to be expanded and focussed along the main central activity spine of the central area; and
- Consolidate existing retail and other major land uses.

### **1.6.15 CBD Extension Node Development Framework [2000]**

This report was commissioned in response to the substantial challenges Council was facing as a result of new urban dynamics generated by political and economic transformation in the country. A primary thrust of the development pressure was exerted by developers and businesses to establish and relocate new development on the fringes of the CBD. Council sought to proactively create opportunities to encourage new development that would impact on the future of the CBD by formulating a policy and framework to inform their decision making with regard to the future development of this Node.

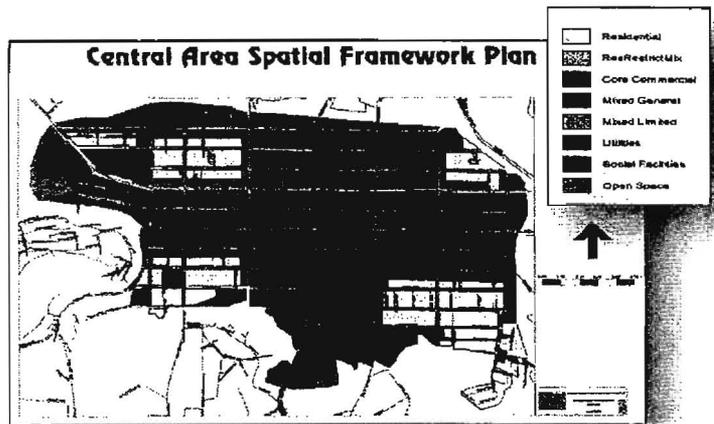
**1.6.16 Managing Change in the Pietermaritzburg CBD [2002]**

The aim of the project was to assist Council with the preparation of a central business district revitalization strategy for inclusion in the Municipality's Local Government Restructuring Grant application to National Treasury.

The study identified a number of key issues with strategies, including: Facilitating the provision of social welfare facilities and services for street children, the homeless and other vulnerable groups; Developing/enhancing corridors linking the CBD with major nodes in surrounding areas; Formalizing and supporting the informal trading sector; Retaining existing residential areas and develop a range of quality, inner city housing opportunities; and Promoting a range of strategic economic sectors.

**1.6.17 Central Area Spatial Framework Plan [2002]**

As a result of pressures from the Province and many property owners to address a range of issues and problems which had beset the Central Area, a Spatial Framework Plan was drafted to review and revise land-use zonings and town planning scheme clauses for the Central Area.



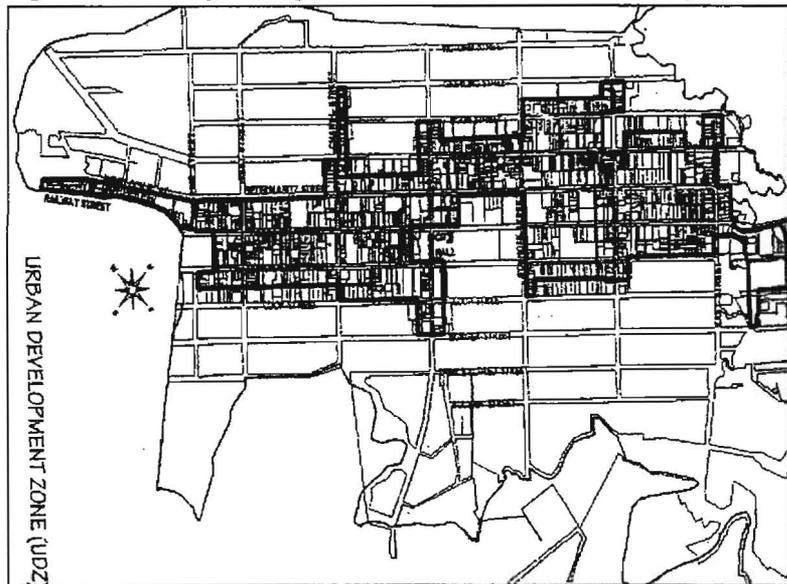
**1.6.18 Urban Development Zones [UDZ] [2003]**

At the end of 2003, a tax incentive in respect of the erection, extension, addition or improvement of buildings demarcated within the Urban Development Zones [UDZs] in selected cities of South Africa, including Pietermaritzburg was signed into law. The Income Tax Act [No.58 of 1962] permitted owners/developer to write off costs of refurbishment and/or new development in demarcated UDZ areas.

The UDZ tax incentive is directed at the stimulation of the regeneration of declining urban areas, in targeted inner city areas across South Africa, and the encouragement of economic development.

The UDZ area for Msunduzi published in the Gazette and approved by the Minister of Finance on 6 June 2005 included:

The area bounded by Havelock - Railway Street - Pietermaritz/Greyling - Loop Street; Pine-East Streets.



**1.6.19 Church Street Urban Renewal [2004]**

This report focused on establishing a framework for urban structure along Church Street by: establishing an urban growth



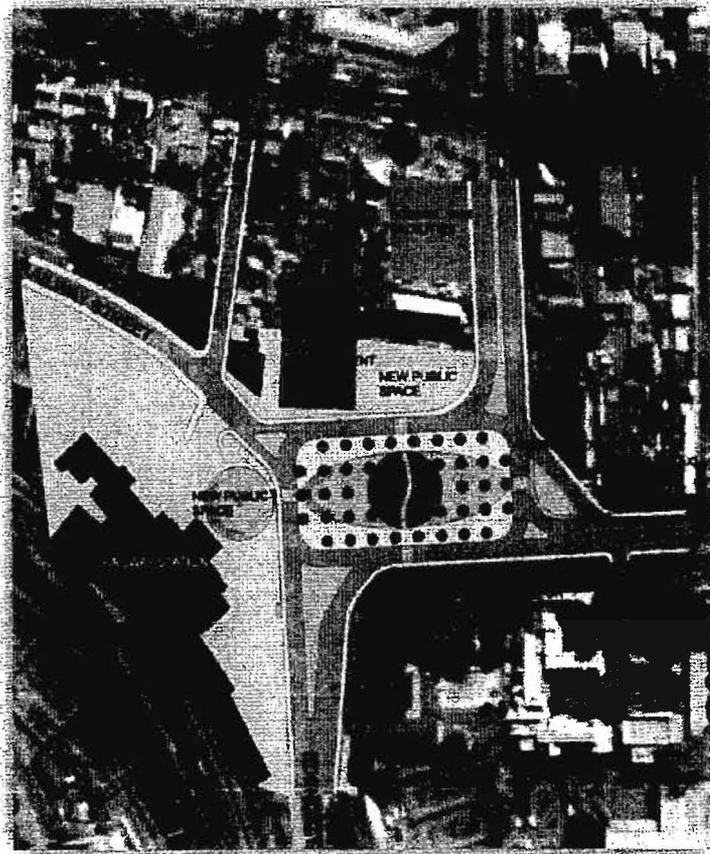
boundary; reviewing land use management; and developing high level urban designs and costing.

**1.6.20 Railway Station Upgrade [2004]**

The study area incorporated the upper Church Street area [Church Street between West and Railway Station and the area surrounding the station being Railway Street, Baverstock Street and Havelock Road] - the station being the most important landmark in the study area.

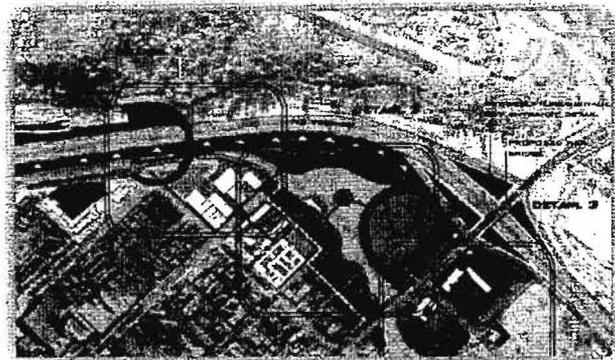
The purpose of this study was to formulate a development plan/urban design framework for the revitalization of the Pietermaritzburg Station Area. This implied that infrastructural, social and institutional issues that presented opportunities or constraints to the economic development of the Railway Station Area were considered to fall within the ambit of this investigation.

The report identified sectoral programs that could be used as a basis for proactive economic development initiatives and the preservation and conservation of historic buildings with ethnic and cultural heritage.



**1.6.21 Pietermaritzburg’s Lanes and Malls [2004]**

The report provided an in-depth analysis on the state of the Central Areas lanes and malls; problems; opportunities; proposed solutions and the reasons for upgrading were included. The study area included the Fraser/Carlyle Arcade; Chancery Lane; Change Lane; Theatre Lane; Scott’s Theatre Building; Timber Street- Harwins Arcade and Church Street. An implementation plan with detailed cost estimates for its implementation was proposed.



**1.6.22 Dorpspruit Waterway and Waterfront Development [2004]**

This study focused on the creation and development of the waterfront along the Dorpspruit River from Liberty Midlands Mall to the Woodhouse Road area in Scottsville. In addition to the urban design component, the study also looked at the economic viability and analyzed the feasibility of the project.

**1.6.23 Inner City Residential Strategy [2004]**

This strategy was developed in response to the recommendations made in the “Managing Change in the Pietermaritzburg CBD” study, with the primary aim to:

- Develop viable residential models that would be utilized to attract potential investors;
- Analyze funding sources available for the Inner City Residential development and the identification of mechanisms for accessing such funding; and

- Provide an Inner City Residential Strategy together with a prioritized Implementation Program to achieve such strategies.

The study identified several key issues which included:

- Deteriorating, Derelict & Dangerous buildings;
- Inner City Neighbourhoods;
- Historic Heritage;
- Vacant and Underutilized Buildings;
- Vacant Land And Underutilized Space; and
- Ashe Road Informal Settlement.

#### 1.6.24 Tourism Development Plan [2004]

The vision of this plan is to develop, manage and market the Greater Pietermaritzburg area for tourism to the extent that it becomes one of South Africa's principle heritage-orientated destinations and in so doing, enhances the socio-economic well being of all its citizens and sustains its tourism assets, activities and environments.

Tourism KwaZulu Natal has identified the Durban/Pietermaritzburg/Midlands Tourism Corridor-with its linkage to the Southern Drakensburg and the proposed Lesotho Loop. The area is aimed at acting as a "linkage tourism corridor" connecting the tourism gateway of Durban with the heritage of Msunduzi and its surrounds; the well established Midlands Meander; the Drakensburg Mountains; and the Battlefields areas of northern KwaZulu Natal. The area straddles the N3 Freeway between Cato Ridge and Mooi River, which is probably the highest tourist capacity carrying road in South Africa, with an estimated approximate number of over 4 million tourists per year.



#### 1.6.25 Camps Drift Waterfront Park [2004 – 2011]

This study identified Camps Drift as an underutilized asset within the city. The canal portion of the drift has developed into a canoeing Mecca with the potential of becoming a major tourist attraction and thus enhancing the local economy by attracting investment into the area.

The key urban design concepts of the project are:

- To establish a series of canals and water basins, forming extension to the present river system as a means to increase water frontage thus extending the quality and ambience of a waterfront setting, especially for the proposed residential component, including a boutique hotel and offices; and
- The development of a man-made Olympic standard canoe and kayak slalom water course to be used as a training venue and recreational facility.

The project began in 2004 but due to financial issues was stalled. In early 2011 the project was revisited with presentations being made to the Economic Growth and Development unit of the Municipality.

#### 1.6.26 Informal Trade Development Management Plan in [2005]

The study provides a status quo and summary of availability of the informal sites. The plan has been broken down into three phases that is: phase one which is the review of existing sites which is focusing on the inner CBD, phase two is the identification of new sites and phase three is the identification of new sites.

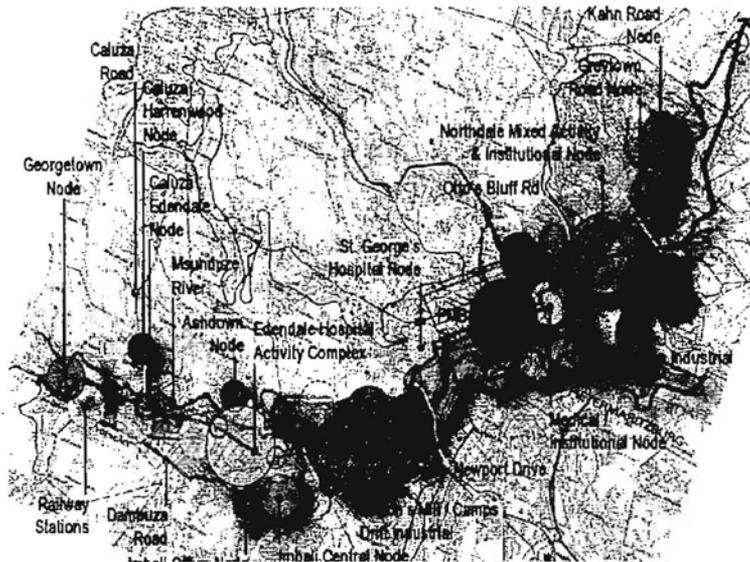
#### 1.6.27 The Edendale/Northdale Corridor Study [2008]

The project is based on the development of an improved transportation corridor extending from Georgetown in Edendale through CBD to Northdale over a length of about 17km. It is envisaged that the project will promote public transport and non-motorized transport along the Edendale Northdale Corridor by improving infrastructure and services through integrated transport and land use developments.

The project entails developing improved and enhanced transportation services along the corridor in support of and strengthened by more intense and appropriate land use development.

The main elements of the project comprise:-

- Improved, higher frequency public transport services along the corridor;
- Urban renewal and activity node development along the corridor;
- Enhancement of non motorized transportation facilities;
- Provision and improvement of pedestrian facilities;
- Development of public transport facilities in the urban core including the Freedom Square Precinct;
- Improved public transport facilities to serve public transport along the corridor.



### 1.6.28 Comprehensive Integrated Transport Plan [2009 - 2011]

In 2009, government approved the National Land Transport Act. The main feature of the Act is its requirement for municipal, provincial and national level of transport planning to be the basis on which all future public transport operating licenses are awarded to operators, thus striking a balance between demand and supply of public transport services. Transport plans are therefore the foundation on which the transformation of public transport will be achieved. The Act also seeks to prioritize public transport over private transport and also transform the public transport industry to better cater for the needs of all its customer and potential customer segments.

As required by the Act, the Msunduzi Municipality started a process of developing its first Comprehensive Integrated Transport Plan [CITP]. The ITP will be an overarching transport plan catering for short, medium and long term transportation interventions [infrastructure, facilities and operations across all modes] to support the city's vision to become "a globally competitive city of choice". The short term strategies includes: status quo analysis, feasibility studies, action plans, project prioritization, financial planning and budgeting for the projects identified in the action plan. The medium to long term strategies will include plans and interventions to create a sustainable transport system. The development of the comprehensive ITP will contribute towards achieving the national objective of proactive transport planning and the realization of an integrated, safe and sustainable transport system.

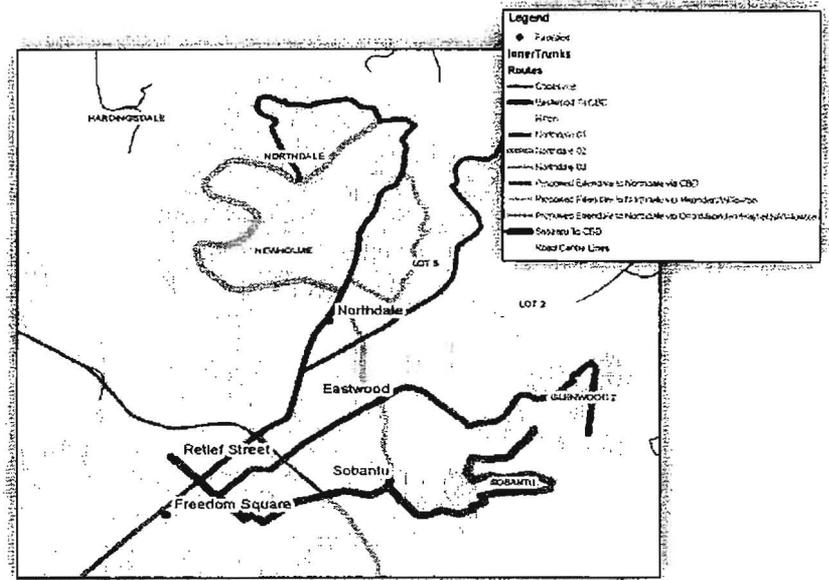
The development of the Integrated Transport Plan will make valuable contribution to assist the city towards making well informed decisions especially on transportation infrastructure investments.

This process was yet to be completed.

### 1.6.29 Integrated Public Transport Services Network [2009]

The Provincial Department of Transport [DoT] commissioned the development of an Integrated Public Transport Services Network for the UMDM to help regulate public transportation within the district. As part of this exercise, the Msunduzi area [being a primary node] was analyzed, with the following recommendations being made:

- The availability of commuter services to promote traffic decongestion within the urban core;
- Development of future routes including: inner and outer trunks; and complimentary and feeder routes;
- The establishment of 5 Intermodal and Interchange Facilities to promote seamless movement between modes of transport [taxi and buses]. These facilities are located in:
  - Edendale;
  - Retief Street [upgrade];
  - Freedom Square [upgrade];
  - Northdale; and
  - Eastwood and Sobantu.
- Relocation of inter-city and long distance stops to the above facilities.

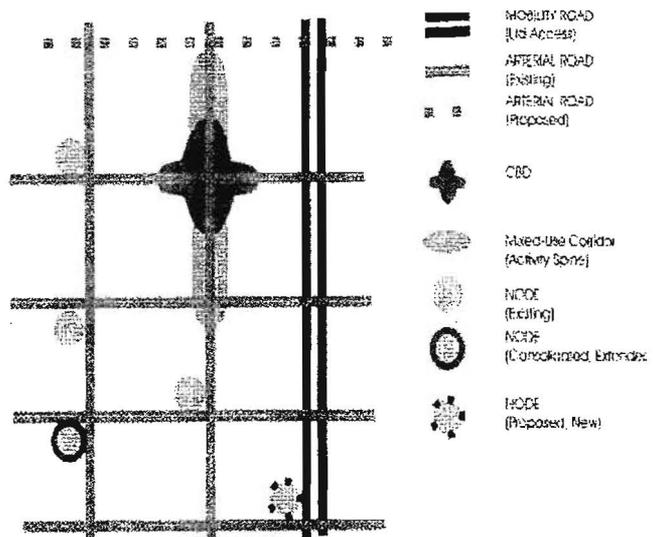


**1.6.30 Spatial Development Framework [2009]**

As mentioned extensively in previous sections, the SDF seeks to guide the overall spatial distribution of current and desirable land uses within a Municipality in order to give effect to the vision, goals and objectives of the Municipal IDP.

The SDF identifies the following tools and concepts that would be required to address spatial issues faced by the Municipality:

- Nodes;
- Corridors;
- Infill and densification;
- Containment/Urban Edges;
- Protection/Conservation; and
- Growth Areas.



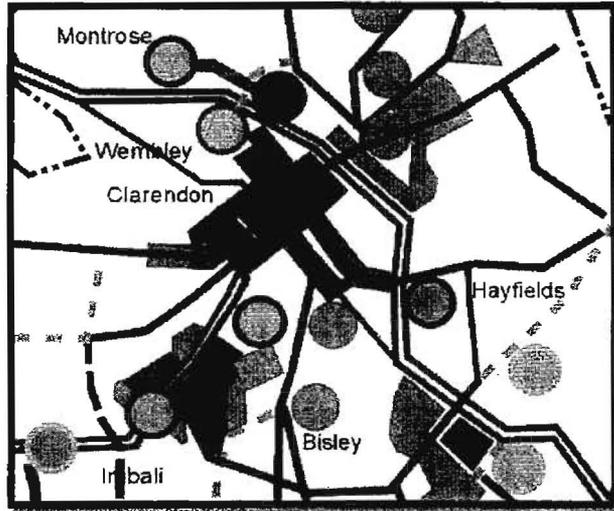
In support of the above, the SDF is aimed at restructuring the existing radial form of the city through:

- The introduction of additional Mobility and Arterial roads to create a more functional road lattice to facilitate movement with alternative options. It also attempts to improve access to areas previously marginalised from the local economy;
- The establishment of a series of nodes in both the urban and rural components of the city, distributed in such a way that communities are within reasonable travelling distance of the services offered at these nodes;
- Mixed use activity spines that extend a limited distance from the CBD, and in focussed areas along some of the major routes, without undermining the primary mobility function; and

- The location of new residential developments in relatively few areas within an Urban Growth Boundary, to create a compact and efficient.

Given its economic contribution to the UMDM and its status as the Capital, the CBD area [including the CBD Extension Node] has been identified as a principal node in the SDF. By definition, nodes are areas where a higher intensity of land uses and activities will be supported and promoted. Nodal development improves overall efficiency as it provides easy access and creates thresholds for a variety of uses and public transport services.

The SDF proposes a hierarchical system of nodes based on existing levels and patterns of development, and the distribution of future development and transport linkages, to ensure optimum accessibility to goods and services through equitable distribution. The various nodes include:



- **The CBD Node**  
This is the heart of the City, and consists of the core and the frame surrounding it. The core contains the full range of uses associated with a CBD, while the frame accommodates transitional uses at a lesser density. The so-called CBD extension node, which includes the recently developed Motor World, the Bird Sanctuary Site, the Midlands Mall and the RAS is incorporated into the CBD Node.
- **Regional Multi-Use Nodes**  
This level of node includes a retail component between 75 000 m<sup>2</sup> and 120 000 m<sup>2</sup>, and serves a regional function. In addition to retail, it can include a wide range of compatible uses. There is one existing Regional Multi-Use Node [Liberty Mall and the surrounding area], and one proposed [in the Edendale area].
- **Community Multi-Use Nodes**  
These serve a community function, and would have a retail component ranging from 25 000 m<sup>2</sup> - 40 000 m<sup>2</sup>. These nodes also accommodate a wide range of compatible uses, and the SDF distinguishes between existing community nodes to be maintained at existing levels, those with the potential for expansion and future nodes. Essentially, the Edendale Node will be consolidated at this level, and a new node of this type will be introduced at Shensstone.
- **Neighbourhood Multi-Use Nodes**  
These operate at a neighbourhood level, and have retail components of between 5 000 m<sup>2</sup> and 12 000 m<sup>2</sup>. These types of nodes occur in two forms, viz as mono use nodes that are pure retailing, and those that are multi-use. Again, the SDF identifies existing nodes to be maintained or expanded, and future nodes.
- **Focussed Multi-Use Nodes**  
This node includes light industrial, warehousing and "big-box" retailing and other uses not normally found in the other nodes, and is located at Camps Drift.
- **Administration Node**  
This node is on the edge of the CBD Node and includes Greys Hospital, Carter High School and the Town Hill Hospital Grounds, to which the Provincial Parliament is likely to relocate.

### **1.6.31 Policy and Implementation Framework on the Informal Trade Economy [2011]**

As an inclusive component of the development agenda of the City and the Integrated Development Plan, the Municipality commissioned the development of a Policy and Implementation Framework in support of the Informal Trade Economy. The Framework [still to be prepared] will include a Land Identification and Technical Appraisal report but will be on a whole, focused on the following issues:

- Zoning and Rentals;
- Registration, Permits and Licensing;
- Enforcement and Management;
- Allocation of Sites;

- Safety and Welfare;
- Human Resource Development and Capacity Building;
- Improved Access to Markets and Finance;
- Private Sector and Business Relationships; and
- Institutional Arrangements.

## 1.7 Scope of Work

As illustrated above, many studies have been commissioned and completed for the Central/CBD area. However, only a few of the recommendations made have been implemented.

An opportunity has presented itself to consolidate all of the above work into a single document that will direct and promote investment within the Central/CBD area to create a city that is both efficient and diverse.

As such, the appointed consultant is required to:

- **Produce an Inner City Development and Regeneration Strategy:** which reinforces and consolidates its character and role as the economic and administrative hub of both the City and Region, including its function as an urban centre i.e. a place of exchange (a market place); a place of concentration of power (financial, economic and political); an investment location; a rates revenue generator; and a place for social interaction and integration; and
- **Produce a Planning, Development and Implementation Framework:** in support of the above regeneration strategy, ultimately informing the revision of the Town Planning Scheme and guidelines for the Land Use Management System

The consultant is required to address and respond to the following key issues in the preparation of the above planning work and products:

- Review and analyse various relevant National, Provincial and District Policies/Strategies and Programs that informs the structure and organisation of the city and in particular the central area;
- Evaluate previous planning studies and incorporate its findings where relevant and applicable;
- Record and analyse existing management tools and practice applicable to the Central Area [Town Planning Scheme provisions, Bylaws, UDZ, Safe City, etc];
- Analysis of the city structure and form, and nature of the built environment taking into account spatial structuring elements, land usage, historic evolution of the city, transportation networks, mode of transport, market dynamic trends, settlement pattern and distribution [inner city housing] etc;
- Analyse economic and other factors contributing to the decline/decay of the central area including the loss of revenue;
- Undertake land use survey including the spatial identification of current and committed projects;
- Analyse the nature, extent and relationship of the formal and informal economy within the central area including current employment profile, economic sectors analysis and trends in employment creation, etc;
- Analyse supply and demand for office, retail and commercial, residential, service industry and other such spaces within the central area;
- Assess current capacity of bulk infrastructure and services i.e.
  - Electricity;
  - Water and Sanitation;
  - Roads and Drainage; and
  - Refuse and Waste Disposal.
- Analyse and evaluate the following:
  - The existing road network system;
  - Vehicle traffic flow/circulation;
  - Traffic control/law enforcement, parking tariffs;
  - Existing public transport services/ facilities;
  - Provision of more affordable, secure and convenient parking facilities;
  - Pedestrian friendly Central Area;

- Facilities for disabled;
  - Public amenities;
  - Signage and
  - Street Lighting.
- Evaluation of the existing open space system within the context of leisure, conservation and aesthetic requirements and existing zoning;
  - Identification of spatial opportunities and constraints;
  - Produce SWOT Analysis and state of the general environment report.
- Formulate and develop a spatial development vision for the Central Area and CBD Extension Node and ultimately produce a inner city development and regeneration strategy;
  - Describe the goals and objectives in support of the development vision;
  - Reinforce the strengths and address the weakness, opportunity and threats identified;
  - Present and articulate the planning principles and concepts adopted in the making of the central area;
  - Describe the emergence and identification of the different precincts and their character, theme and opportunities for development;
  - Define, describe and translate the development potential of SDF proposals at a local level;
  - Define and describe the new city form and structure and its inherent city image and value;
  - Present the potential environmental impact(s) of the desired future spatial structure of the central area
  - In elaboration thereof consideration should be given to the following:
    - Urban structure – How a place is put together and how its parts relate to each other
    - Urban typology, density and sustainability – spatial types and morphologies related to intensity of use, consumption of resources and production and maintenance of viable communities
    - Accessibility – Providing for ease, safety and choice when moving to and through places
    - Legibility – Helping people to find their way around and understand how a place works
    - Animation – Designing places to stimulate public activity
    - Function and fit – Shaping places to support their varied intended uses
    - Complementary mixed uses – Locating activities to allow constructive interaction between them
    - Character and meaning – Recognizing and valuing the differences between one place and another
    - Continuity and change – Locating people in time and place, including respect for heritage and support for contemporary culture
    - Civil society – Making places where people are free to encounter each other as civic equals, an important component in building social capital
  - Define, describe and recommend interventions in response to the following:
    - Decline and regeneration of central area
    - Promotion of central area as an economic and administrative hub of the District
    - Economic opportunities areas [and business retention and expansion]
    - Informal economy, provision of sites and trading areas
    - Expansion of the rates revenue base
    - Tourism
    - Transportation and public facilities [inc. Integrated Rapid Public Transport Network System]
    - Taxi routes, holding areas, ranks, etc.
    - Traffic control measures and signalization
    - Law enforcement measures
    - Road network system
    - Provision of parking [off street, on-street and parking garages]
    - Inner city housing, densification and infill [including the provision of a range of housing options]
    - Safety and security
    - Public open space
    - Historical Buildings and conservation
    - Infrastructure and services

- Pedestrian friendly central area
  - Disable friendly central area
  - Signage
  - Street lighting
  - Promotion of waste minimization through recycling;
- Identify and define areas for special interventions and describe the nature of interventions and present urban design solutions
- Consider and respond to the impacts of climate change and the promotion of the green economy
- Identify and make recommendations where there is a need to upgrade, maintain as well as develop new, convenient public community facilities such as:
  - Ablution facilities;
  - Waste removal;
  - Storage facilities;
  - Sports and recreation
  - Health/Clinics;
  - Educational facilities;
  - Cultural activities and resources; and
  - Religious facilities.
- Provide and recommend development options for the newly incorporated inter-phase areas and prepare a framework that will respond to:
  - The defined role of the new incorporated inter-phase areas in terms of the development vision of the city;
  - The type, extent and mix of development that will be appropriate and positively reinforce the CBD;
  - Environmental quality and character of the new areas;
  - Appropriate infrastructure requirements for the new areas; and
  - Implementation Framework that will guide planning and development of infrastructure in support of the new areas.
  - Identify and spatially depict areas for special planning treatment and describe the nature of intervention and design conceptual solutions.
  - Formulate guidelines for the Land Use management system for the central area and present proposals towards the revision of the town planning scheme.
  - Develop an inner city regeneration strategy incorporating the above interventions, expressed spatially
- Formulate and include an implementation plan (incl. budgets / resources required) towards the desired spatial structure of the municipality.
- The prioritization of the phasing of development projects within the identified area as a whole and within each development opportunity zone;
- The preparation of the order of magnitude costs and budgets for the establishment of public infrastructure/ identification of projects necessary for facilitating development;
- Ensure that public and private investment areas are more clearly described and depicted;
- To promote the formulation of appropriate land use environmental controls in support of the revision of Town Planning Scheme;
- Formulate and illustrate a five year phased approach towards development within the Local Area Plans;
- Describe process and strategies for alignment between the Local Area Plans and the Capital Budget of the municipality.
- Indication on implementation agents; their roles and responsibilities;
- Recommendations for the revision of existing policies or strategies, where necessary;
- Proposals on how the Local Area Plans can be used for the implementation of projects by sector departments; and

- Proposals on how the Local Area Plans should be marketed to attract investment and implementation of projects by sector departments.

### **Milestones**

The following critical milestones/ phases, shall be achieved in preparing this Local Area Plan

- **Phase 1:** Inception Report and Communication Plan
- **Phase 2:** Credible *Status Quo* Report [Situational Analysis and Contextual Report]
- **Phase 3:** Synthesis of Issues and Vision Development [Conceptual Report]
- **Phase 4:** The Draft Planning and Development Framework
- **Phase 5:** Achieving Support for the Draft Planning and Development Framework
- **Phase 6:** Finalization and Approval
- **Phase 7:** Implementation, Monitoring and Evaluation Process Plans
- **Phase 8:** Close-out

### **Acting Manager**

#### **Development Management and Forward Planning**