

## TERMS OF REFERENCE

# Msunduzi Municipality

### Preparation of Local Area Plans and Allied Planning Work For South Eastern District

#### 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:

- **South Eastern District**

[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.

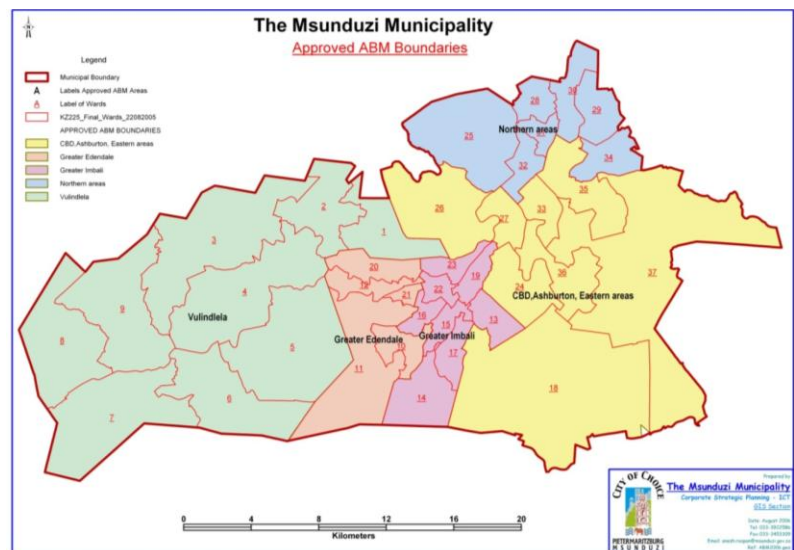
The Municipal Systems Act 32 of 2000 aims to empower local government to fulfil its Constitutional objectives and in terms of Section 25 [1], each Municipal Council must within a prescribed period adopt a single, inclusive and strategic plan, known as the Integrated Development Plan [IDP], of which the 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 Ekxhrosini;
- 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.

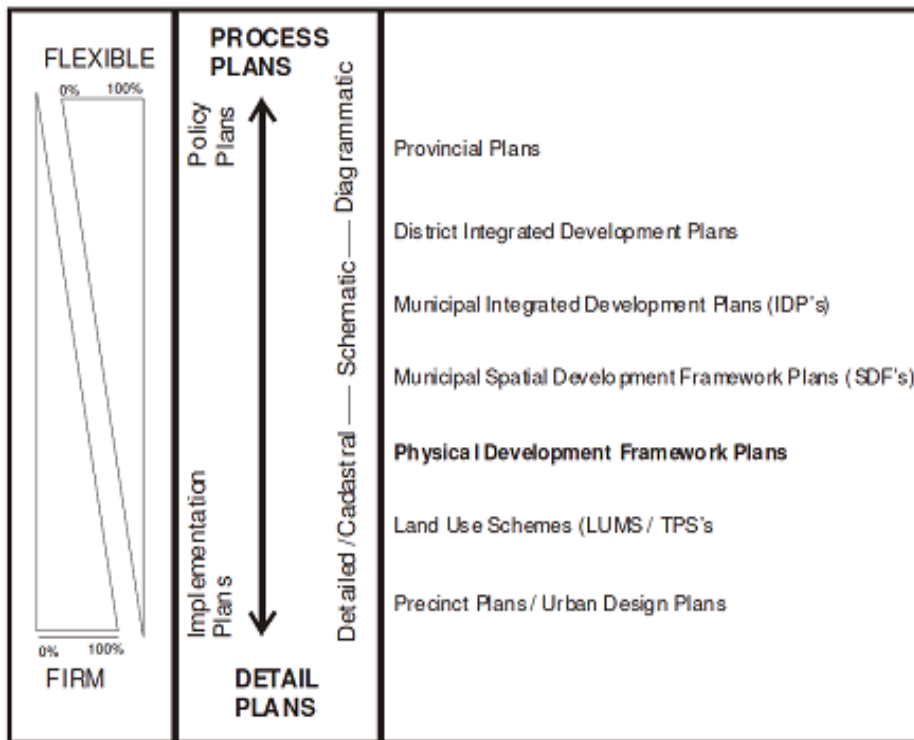
The Msunduzi Municipality is now challenged to grow the Pietermaritzburg economy and integrate all sectors into the mainstream economy. The spatial marginalisation from economic opportunities continues to be a significant feature of the space economy and must be addressed in order to reduce poverty and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

- 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
- the agricultural value chain, with a focus on expanding farm-output and employment and increasing the agro-processing sector
- the mining value chain, with a particular emphasis on mineral beneficiation as well as on increasing the rate of minerals extraction
- the green economy, with programmes in green energy, component manufacture and services
- manufacturing sectors in Industrial Policy Action Plan 2 [IPAP2] and
- 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.

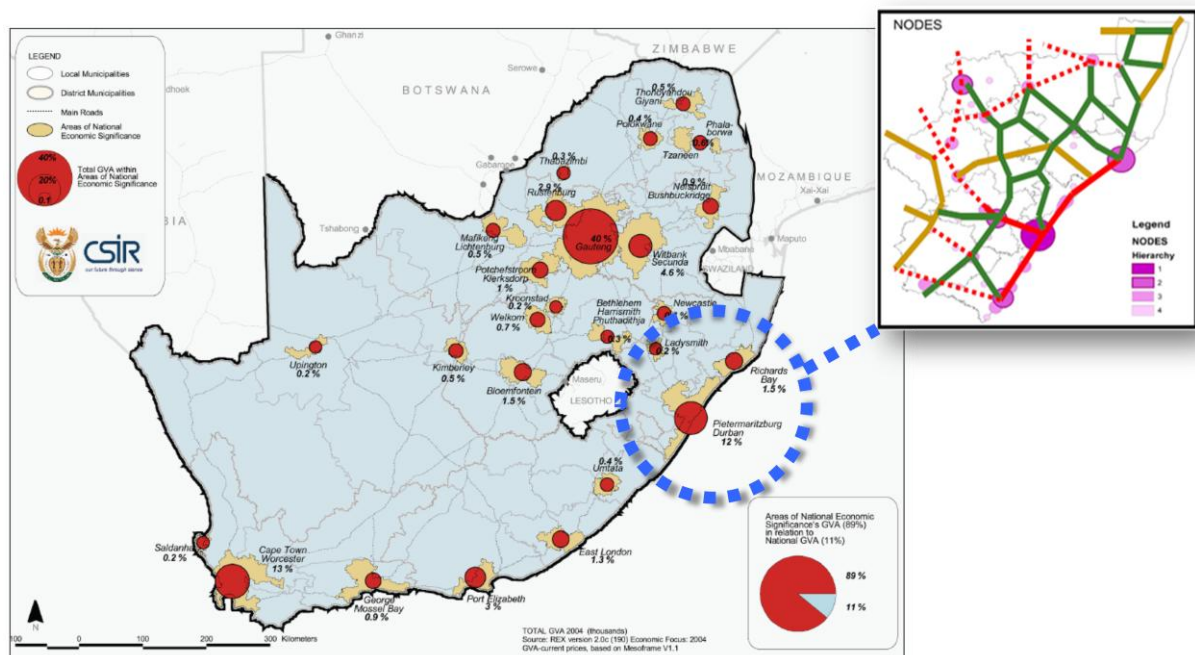
The idea of a New South African City first emerged in formal policy discourse in the Reconstruction and Development Programme in 1994, and was further developed in the Development Facilitation Act, [Act No. 67 of 1995]. The latter introduced a set of procedural and normative principles as well as desirable 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> <b>Promote an equitable city by:</b>	<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> <b>Promote an efficient city by:</b>	<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> <b>Promote a sustainable city by:</b>	<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 land uses.</li> </ul>
<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:

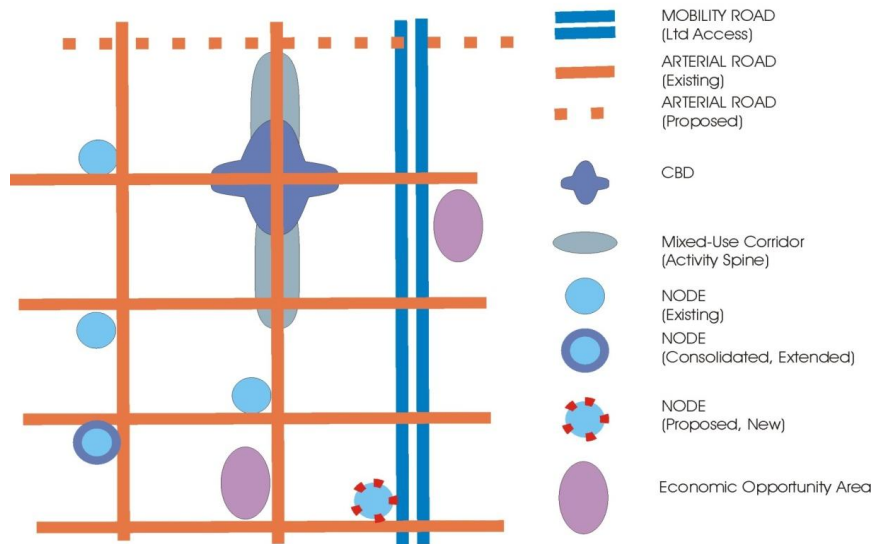
- all spheres of government ensure an integrated approach to land use and land development that is guided by the spatial planning and land use management systems as embodied in this Act;
- all government departments must provide their sector inputs and comply with any other prescribed requirements during 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:

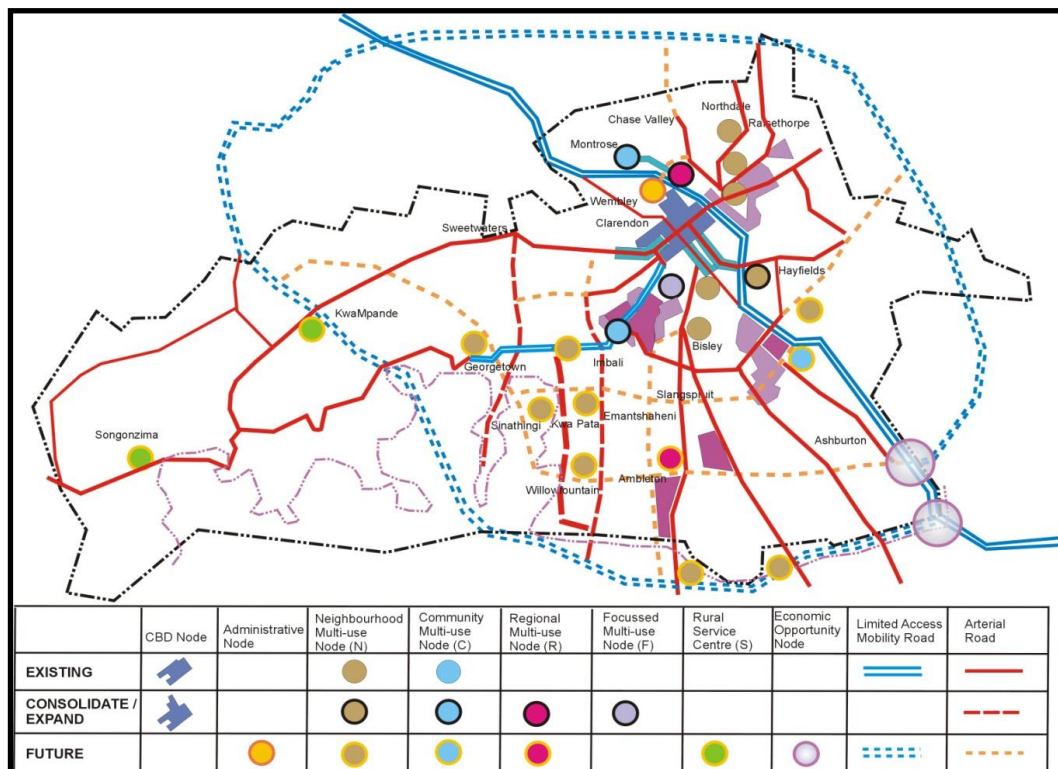
- Application of the Concept to Msunduzi [Basic Terms]

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



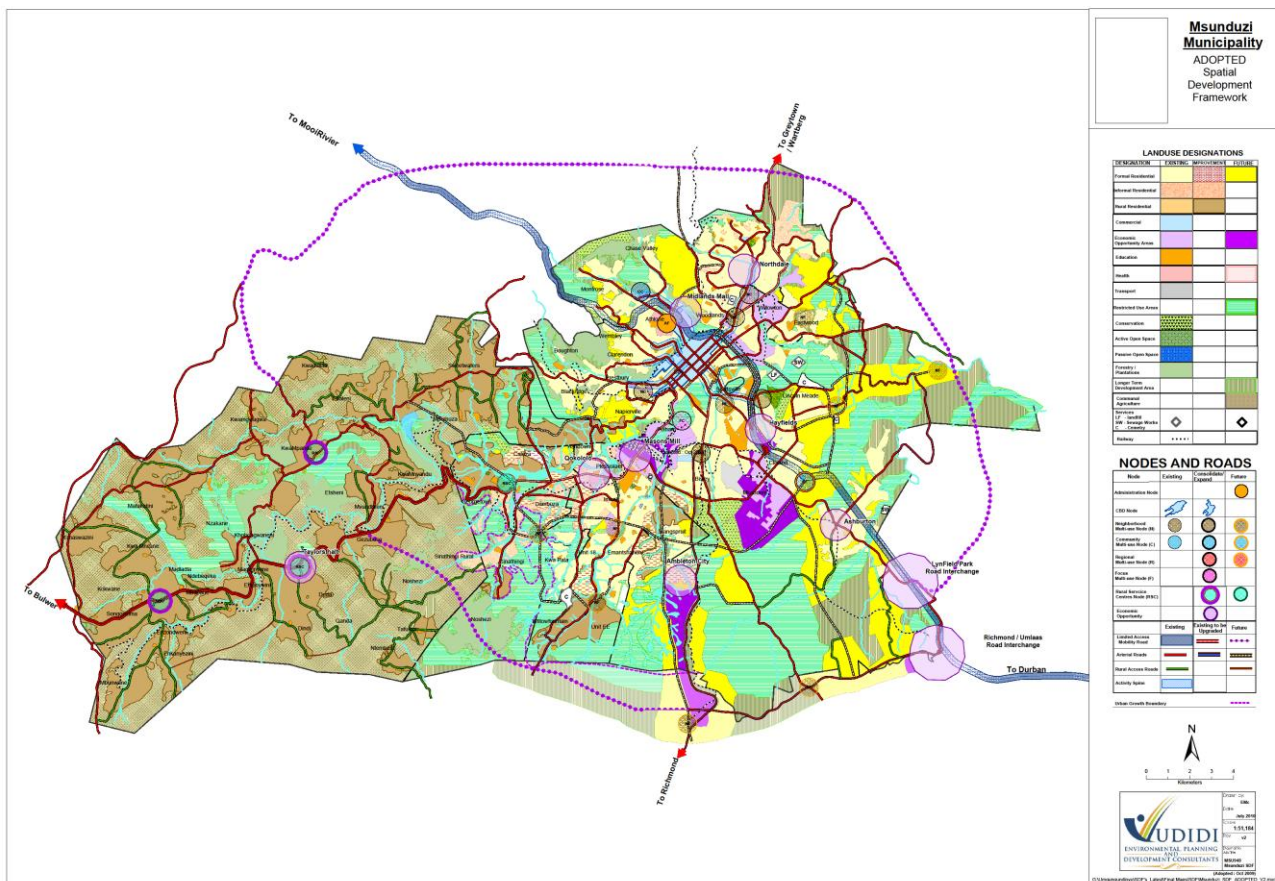


## 5. Msunduzi Spatial Development Framework

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:



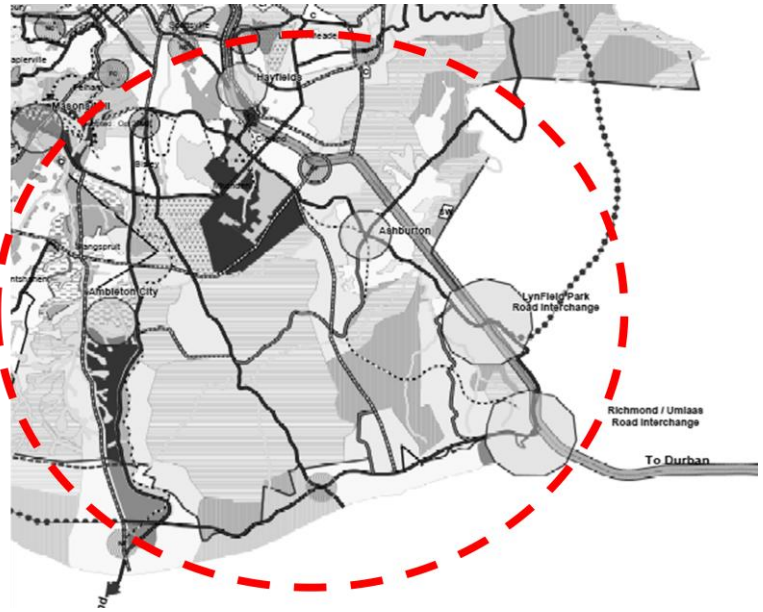
### South Eastern District [SEDis]:

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.

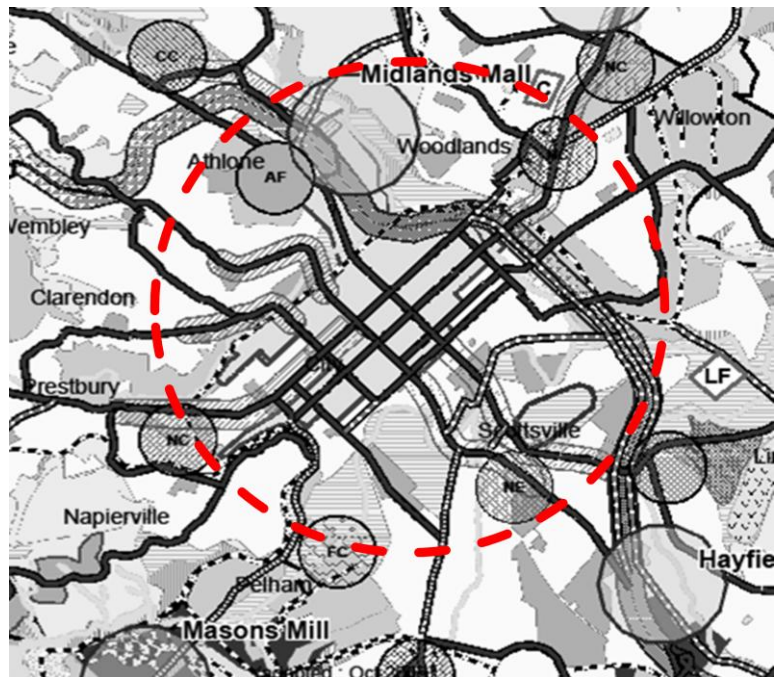
The study borders onto Mkhambathini and Richmond Municipalities.



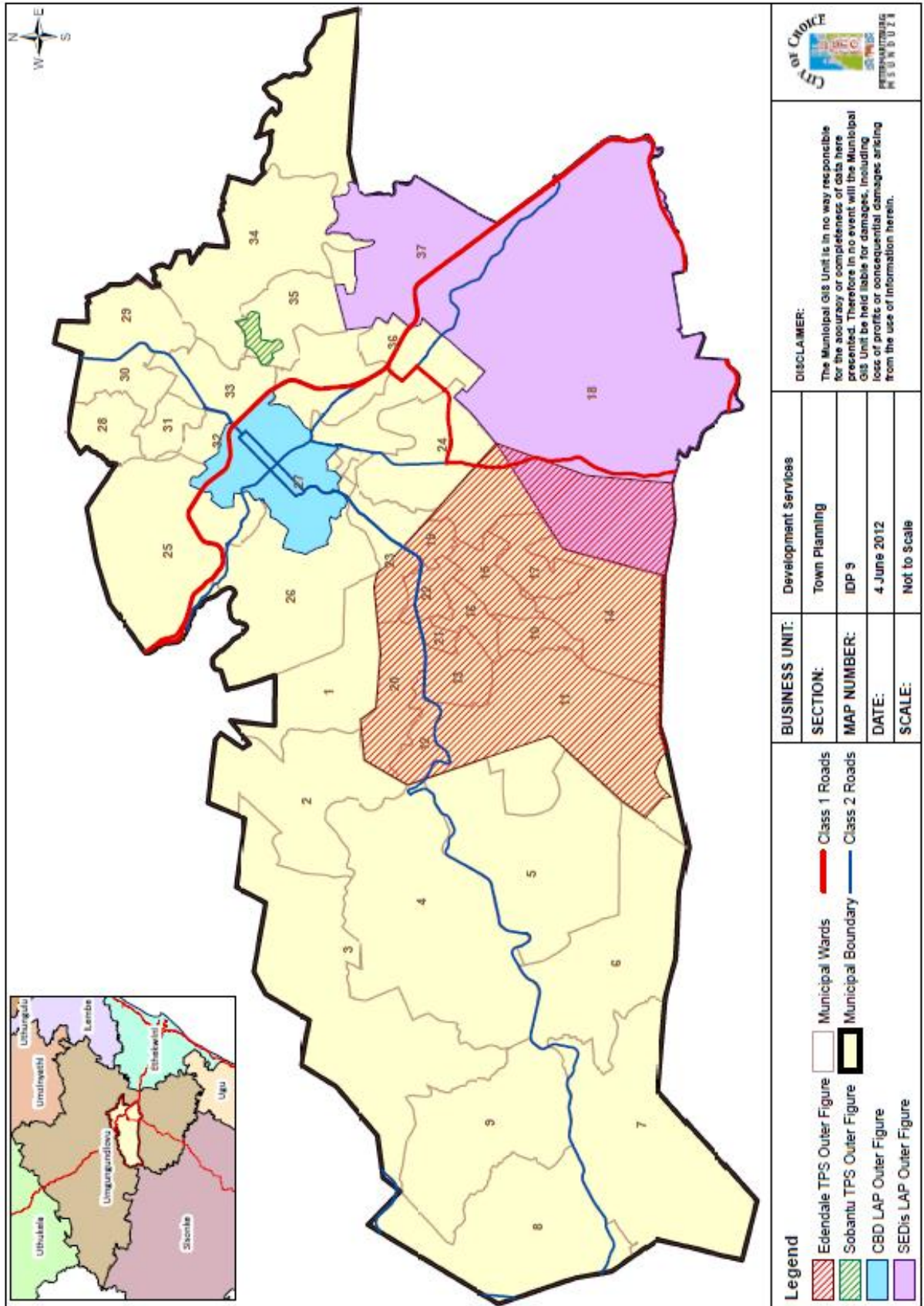
### Central Area and CBD Extension Node:

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.

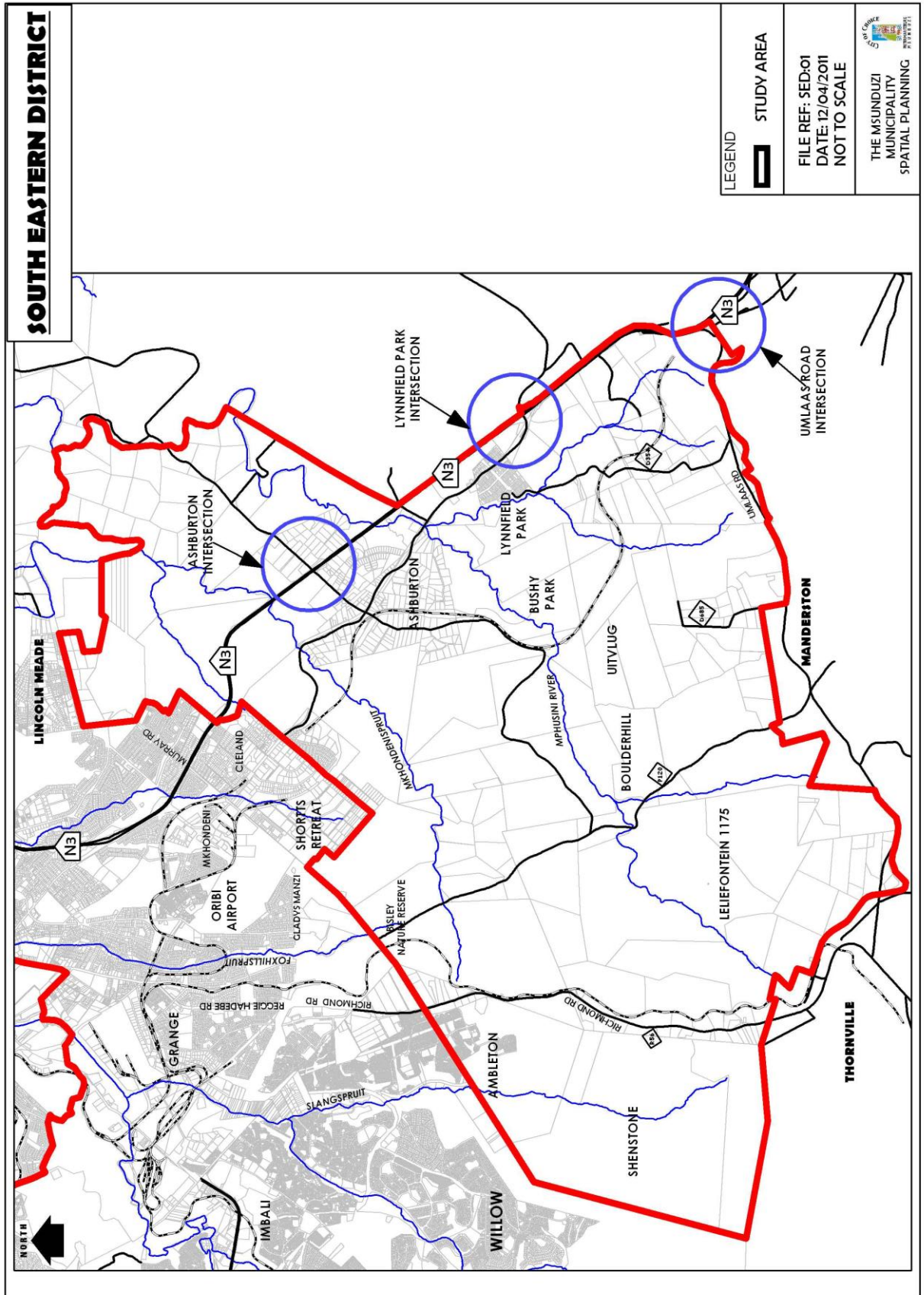
In an attempt to proactively create opportunities and encourage new development in the City, certain areas situated on the edge of the existing CBD Node have now been incorporated into the Central Area and CBD Extension Node study area namely, Midlands Mall Extension area [up to Connor Road]; New Administration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



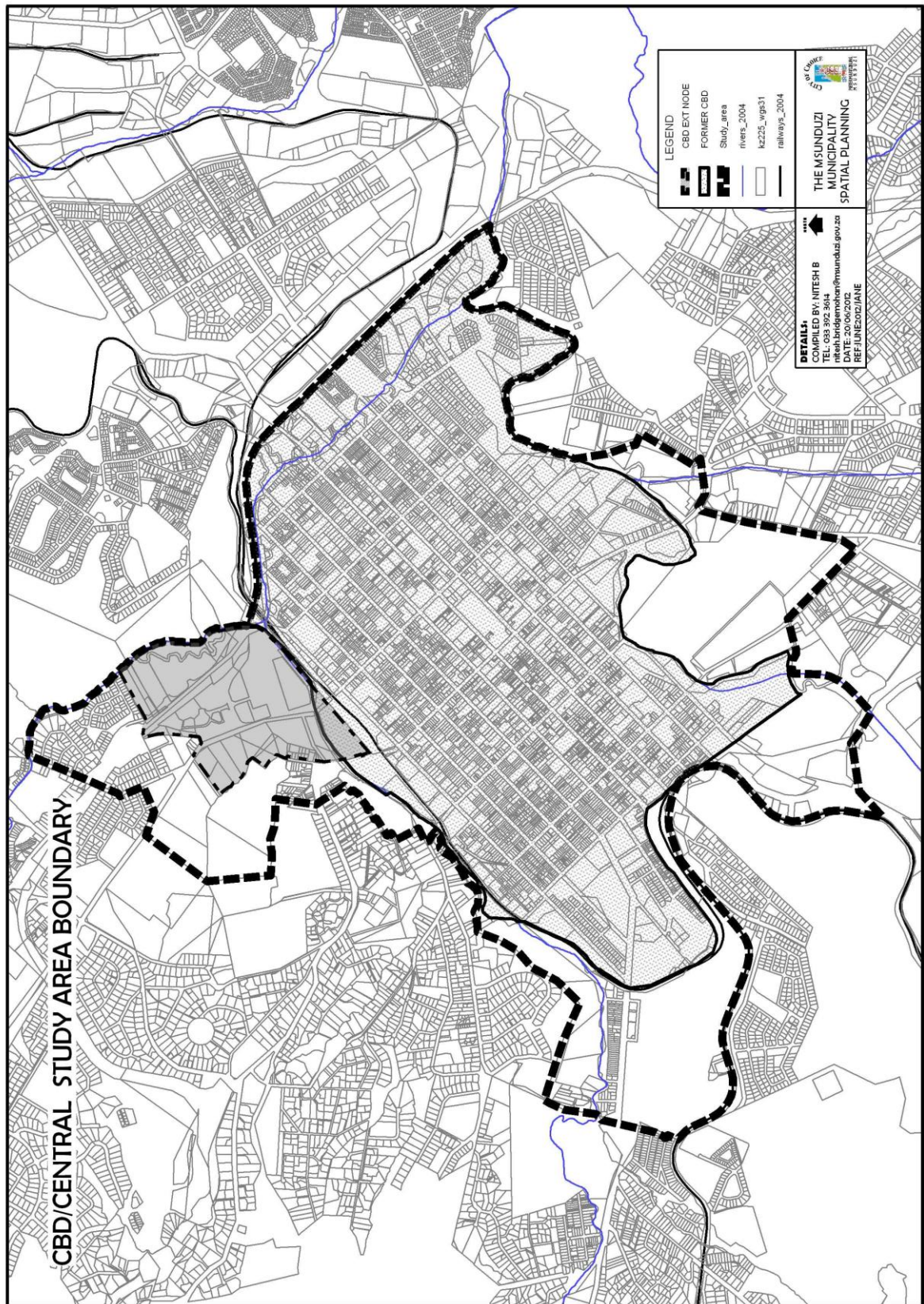
As per the SDF, it defined as the CBD Node and is supported by: Administrative; Neighbourhood; Regional; and Focussed Multi-Use Nodes.













## 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 confirms 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

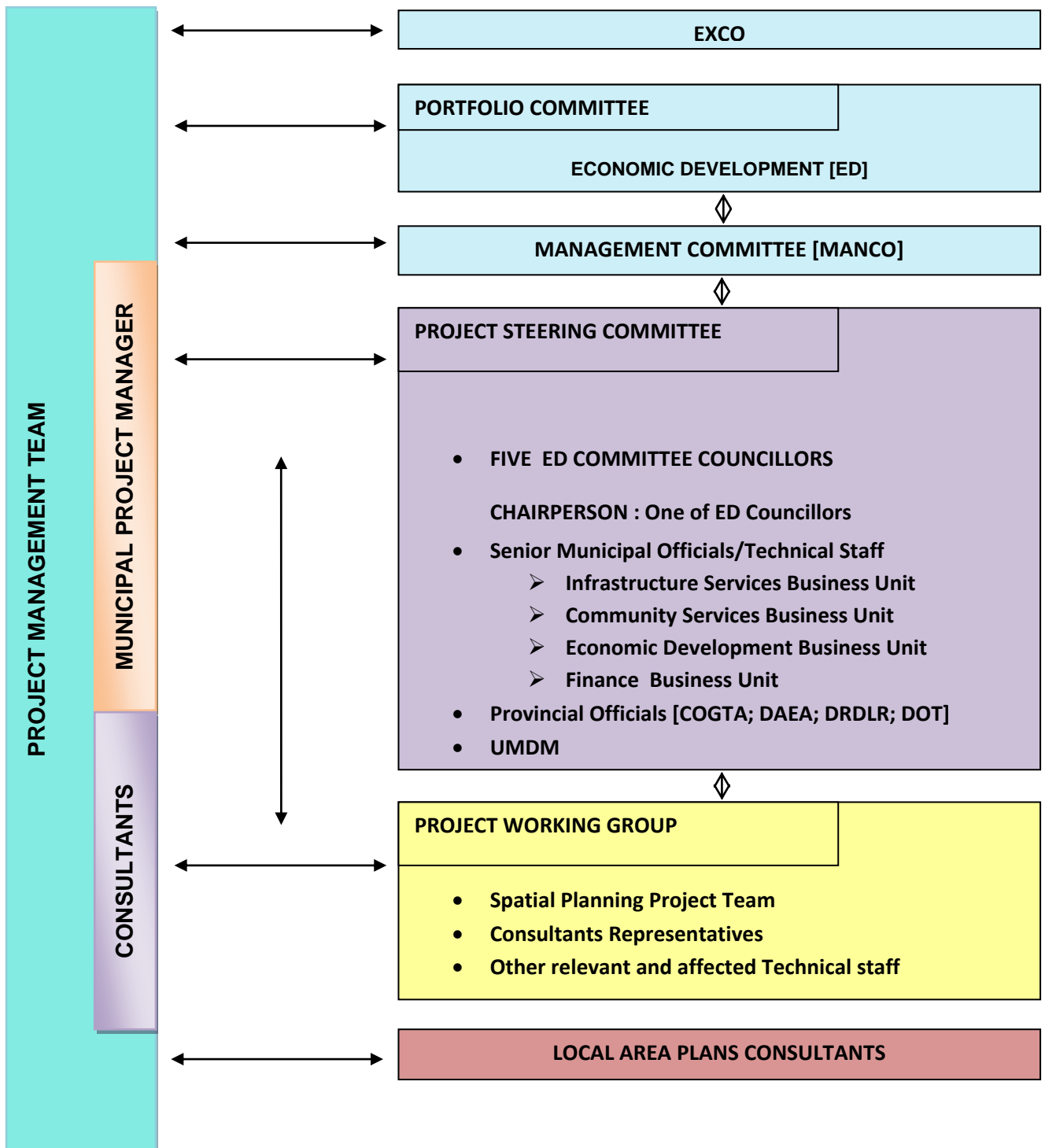
The proposed plan firstly looks at the existing internal structures which include;

- 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:

- South Eastern District [SEDis]

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. The South East District [SEDis: *pronounced see-dis*]

The appointed consultant is required to:

- **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.
- **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].

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

#### 1.1 Introduction

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.

#### 1.2 Policy and Legislation in the Context of Msunduzi

After 1990, South Africa went through a transition period during which the groundwork for policy-making was laid. The main challenges confronting cities that influenced policy thinking at the time included overcoming the spatial and social segregation of apartheid; poverty alleviation; increasing economic growth and job creation; and building a democratic political culture and inclusive democracy.

There were numerous debates and proposals as to the appropriate strategies for dealing with these urban challenges. Many of the urban development ideas current during the transition period were very influential within the relatively inclusive policy-making processes of the time, and were incorporated into the urban development policies of the first democratic government after 1994.

The first comprehensive post-apartheid policy statement on urban development was the Urban Development Strategy [1995], which re-surfaced in 1997 under the name of the Urban Development Framework [UDF]. The main urban development discourses of the transition period, are reflected in the four key programmes of the UDF which can be divided into three broad categories:

- Spatial Restructuring;
- Social and Economic Development; and

- Institutional Restructuring.

As mentioned above, restructuring of the apartheid city, through the spatial integration of segregated areas, is a key urban development goal for a variety of reasons:

*"The spatial integration of our settlements... will enhance economic efficiency, facilitate the provision of affordable services, reduce the costs that households incur through commuting, and enable social development. Spatial integration is also central to nation building, to addressing the locational disadvantages which apartheid imposed on the black population, and to building an integrated society and nation."*[RSA, 1998: 24]

These ideals were a direct result of the planning theories put forward by the likes of Dewar and Uytendogaardt [1991] who emphasised the benefits of a compact city and spatial integration, through the promotion of planning concepts such as higher density activity spines and pedestrian-friendly planning layouts. Consequently, Chapter One Principles of the Development Facilitation Act [DFA] of 1995 and the Guidelines for the Planning and Design of Human Settlements [2000] incorporate many of the concepts that they promoted.

The DFA was the first policy document to explicitly address the spatial restructuring of apartheid cities through development principles that aimed to:

- Discourage urban sprawl and contribute to the development of more compact towns and cities;
- Contribute to the correction of historically distorted spatial patterns of settlement;
- Optimise the use of existing resources, including bulk infrastructure, transportation and social facilities; and
- Promote the availability of residential and employment opportunities in close proximity to or integrated with each other.

Concurrently, the housing program of the new government [largely based on the deliberations of the National Housing Forum in the early 1990's] was generally seen as the key tool for restructuring South African cities. As a result, the Housing White Paper was published in December 1994 and set out Government's broad housing policy and strategy. On the basis of 7 key strategies, housing policy since 1994 has evolved and implementation has proceeded. These 7 key strategies are as follows:-

- Stabilizing the housing environment;
- Mobilizing housing credit;
- Providing subsidy assistance;
- Supporting the peoples housing process;
- Rationalizing institutional capacities;
- Facilitating the speedy release and servicing of land; and
- Coordinating government investment in development.

### **1.2.1 Economic Development**

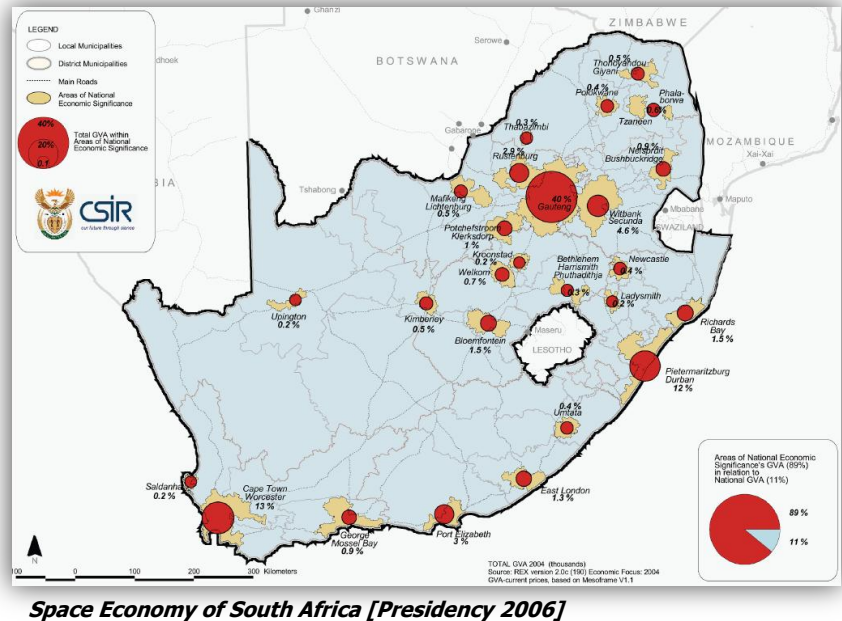
Coupled with the issues surrounding the post-apartheid city, are questions of global competitiveness. The growth of information technology and rapid advances in communications has led to a closer integration of the world's economy and a globalisation of trade. For developing countries such as South Africa, the emphasis is now firmly placed on competing in this global marketplace, with the pressures and demands associated with a developing economy. For the post-apartheid cities of South Africa, globalisation 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 lies at the heart of a city's economic role/function. In coming to terms with this role, cities will also uncover the means to address their developmental challenges"*

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 its policy 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.



In response to this situation, another key strategy was developed promoting the objectives of ASGI-SA, albeit at a provincial level, 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 provincial priorities and the NSDP principles of sustainable development, provincial strategies must 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;
- The 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
- The 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.

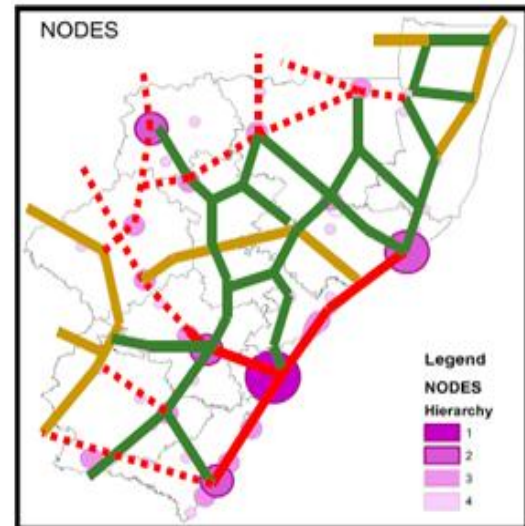
The targets outlined in policy emphasize the importance of local government in economic development and poverty alleviation initiatives. Contemporary ideas in the study of local economies and the practice of Local Economic Development [LED] include:-

- The role of the locality within multiple, complex networks that may extend right up to the global scale;
- The role of institutions in supporting economic development and the importance of strengthening these institution;
- Both the 'hard infrastructure' provided by new technologies and the 'soft infrastructure' of social networks and interaction;
- The mix between co-operation and competition that is required to support development; and
- The importance of knowledge transfer and innovation; and, the need for sustainable and inclusive patterns of growth.

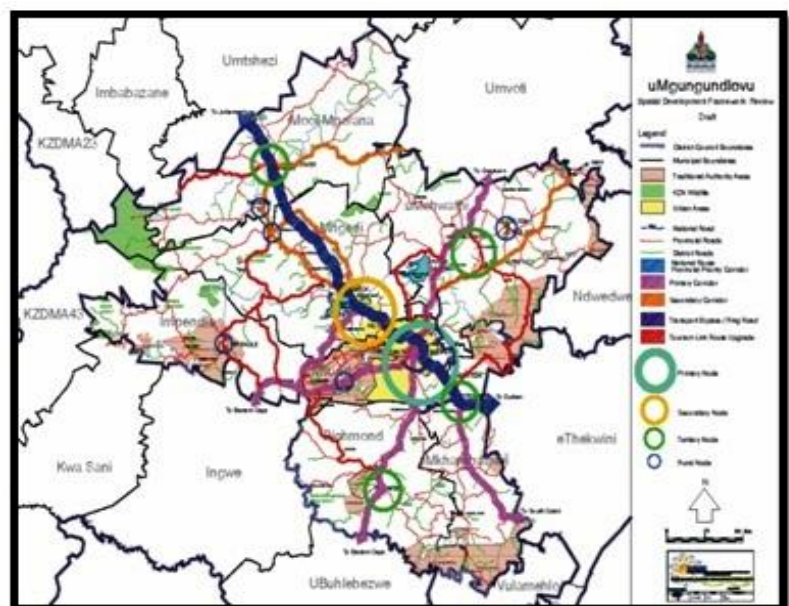
Local economic development [LED] needs to build up the economic capacity of a local area, to improve its economic future, and the quality of life for all. Better conditions for economic growth and employment generation can thus be created through a process by which public, business and non-governmental sector partners work together.

An integrated district wide LED strategic plan for the uMgungundlovu [UMDM] District Municipality was compiled in 2007.

#### **UMDM SDF: Proposed Hierarchy of Development Centres and Development Corridors**



Source: PSEDs



The strategy indicated that economic activity in the UMDM is increasing at a significant rate.

As part of this process, the UMDM has identified the Msunduzi Area as the only primary node within its area of jurisdiction and a focal point for investment and development. This decision coincides with the PSEDs [developed as a component of a new PGDS for Kwa-Zulu Natal] recognition of the strategic location and potential of The Msunduzi.

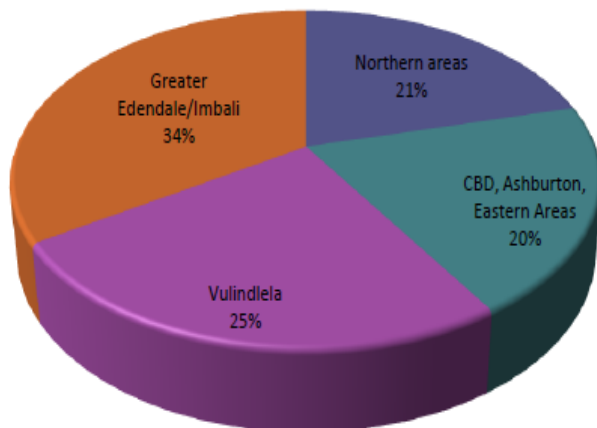
As a primary node, Msunduzi is viewed as a regional urban centre with good existing economic development and the potential for growth. It services the regional economy and is the dominant economy and accounts for between 75% and 80% of the district economy. It is essentially a service economy and the 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.

Consequently, the District SDF has identified the N3 [Camperdown/Msunduzi/Mooi River] as a *provincial priority corridor* and the R56 and R33 [Eastern Cape/Richmond/Msunduzi/Greytown] and the P7-2 [Msunduzi/Boston/Underberg] as primary corridors. This hierarchy of nodes connected by development corridors is the district's interpretation of the principles of the NSDP and PSEDs on a district level. Not only does the Msunduzi, as the primary node within the district, reflect the economic development potential, but also the emerging metropolitan status of the municipality.

### 1.3 Socio-Economic Study

Msunduzi is the largest urban centre within the uMgungundlovu District Municipality, with an estimated population of 553 224, based on census data of 2001. It accounts for almost 60% of uMgungundlovu District Municipality population. The projected population figure for the Msunduzi area in 2004 was estimated at 578 205, according to a UKZN study.

**Population distribution by ABM**



It is estimated that the overall population growth rate for the Msunduzi area is 2.5% per annum. The growth rate is higher than the estimated overall population growth rate for South Africa of 1.0% per annum over the period 2000 to 2010. The community survey of 2007, indicated a population of 616 730, a population growth of about 63 506.

Msunduzi is only 80km inland from Durban along the N3 between the coastal harbor and the high-end cities of Johannesburg and Pretoria. This has helped the city establish a strong industrial base with clothing and footwear manufacturing as well as food and aluminum production as some of the biggest industries in the city.

As mentioned in the previous section, the Msunduzi Municipality has the second largest urban centre within the province of KwaZulu-Natal and the main economic hub within uMgungundlovu District Municipality. Its proximity to port, rail, and road infrastructure has a strong influence on regional channels of investment, movement and structuring of the provincial spatial framework for growth and development. In the past five years the City has enjoyed being a destination of choice for many local and foreign investors, some of whom have moved their operations to the city not only due to its business initiatives, but also because they appreciate the mixture of business and the overall quality of life throughout the city.

The economic growth patterns of the province of KwaZulu-Natal and several municipalities shown in the table below (as at May 2012), indicates the growth patterns of Msunduzi Municipality in comparison to other towns and cities; and KwaZulu-



Natal as a whole. Msunduzi has been growing moderately with an positive average growth of 2.65% and there has been an increase throughout the province of KwaZulu-Natal. At the end of the first quarter in 2012, Port Shepstone has indicated the highest growth percentage in that quarter with 3.91% and Msunduzi Municipality also having a positive increase at 2.04% while eThekweni is at 1.85%.

<b>Comparative Growth Rates</b>							
	SA	KZN	Durban	Pietermaritzburg	Richards Bay	Port Shepstone	Newcastle
2010q1	2.21	2.52	4.14	3.30	10.14	-1.97	4.18
2010q2	3.21	3.81	5.65	-0.35	14.49	-1.35	0.14
2010q3	3.11	3.21	4.79	0.18	9.94	-1.25	2.96
2010q4	3.00	3.02	4.06	-4.96	6.53	3.89	5.07
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
Average	2.03	2.27	2.23	2.65	2.53	2.47	2.22
Median	2.99	3.20	3.47	3.30	3.36	3.00	3.16
St Dev	2.21	2.46	4.26	3.97	10.30	4.41	2.86
Range	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 [%]</b>	<b>1999 [%]</b>	<b>2003 [%]</b>	<b>2006 [%]</b>	<b>2008 [%]</b>	<b>2010 [%]</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 indicates the economic structure from 2000-2010. The structure of the Msunduzi Municipality comprises of 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	2065	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 sustain 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 Human Settlements

In his opening address to parliament in 2001, the President announced the Government's commitment towards the regeneration of inner cities in the country, the development of well located land and the intention to broaden the current housing assistance programmes to accommodate higher density development and to address the increasing demand for rental housing in urban areas.

Furthermore, in the State of the Nation address in May 2004, the President referred to *"a comprehensive [housing] programme dealing with human settlement and social infrastructure, including rental-housing stock for the poor"*. He also referred to the need to address *"the broader question of spatial settlement patterns and implications of this in our efforts to build a non-racial society"*. Subsequently, in September 2004 the National Department of Housing released its Comprehensive Plan for the Development of Sustainable Human Settlements. Entitled *'Breaking New Ground'*, this

document *"reinforces the vision of the Department of Housing to promote the achievement of a non-racial, integrated society through the development of sustainable human settlements and quality housing".*

While the 2004 plan notes the continued relevance of the state housing programme introduced in 1994, it flags the need to redirect and enhance various aspects of policy, and commits the Department of Housing to meeting a range of specific objectives. Amongst others, these objectives include:-

- Utilizing housing as an instrument for the development of sustainable human settlements, in support of spatial restructuring;
- Combating crime, promoting social cohesion and improving quality of life for the poor;
- Leveraging growth in the economy; and
- Utilizing the provision of housing as a major job creation strategy.

The plan notes the shift in emphasis from the provision of housing to the creation of sustainable human settlements. This includes the promotion of more efficient cities, towns and regions. In support of spatial restructuring, the plan highlights the need to *"integrate previously excluded groups into the city and the benefits it offers"*. The plan flags the need to promote densification, including "housing products which provide adequate shelter to households whilst simultaneously enhancing flexibility and mobility".

In striving to achieve this housing vision one must bear in mind the overall shared principles of sustainability, viability, integration, equality, re-construction, holistic development and good governance. South Africa's housing policy and strategy must ultimately make a positive contribution to a non-racial, non-sexist, democratic integrated society. The goal is to improve the quality of living of all South Africans with an emphasis on the poor and those who cannot independently realize the achievement of satisfying their basic housing needs.

Another key document is the National Social Housing Policy which combines the objectives of housing provision with spatial restructuring. As a component of the national housing programme, social housing equally seeks to contribute to the attainment of the national housing vision. This should occur within the context set by the IDP at a local government level and the Provincial Growth and Development Strategy at a provincial level. The Social Housing Policy is targeting cities and large towns, and is a key component in implementing the BNG strategy and the NSDP, and a mechanism for the creation of economically, socially and spatially integrated cities. It is a rental housing option delivered mainly by the Social Housing Institutions [SHIs], and is aimed at beneficiaries falling within a R1500 to R7500 per month income band. While people earning up to R3500 are catered in terms of a range of subsidy options, and those earning in excess of R7500 per month are assumed to have access to private sector housing, there is not enough provision for the social housing target market.

Social housing must adhere to the general principles laid down in the Housing Act, 1997 [Act 107 of 1997] Part 1 Section 2, as well as in relevant sections of subsequent legislation such as the Rental Act, 1999 [Act 50 of 1999]. In addition, the policy must be read in conjunction with the White Paper on Housing [1994], the Urban Development Framework [1997] and with the National Housing Code. It is important to note that the Department of *Housing's Comprehensive Plan for the Development of Sustainable Human Settlement* [2004] [commonly known as Breaking New Ground] provides direction in matters of principle.

The National Housing Code [March 2000] sets out clearly the National Housing Policy of South Africa. It identifies the primary role of the municipality as taking all reasonable and necessary steps, within the framework of national and provincial legislation and policy, to ensure that the inhabitants within its area of jurisdiction have access to adequate housing on a progressive basis. This entails the following:

- Initiating, planning, facilitating and coordinating housing development;
- Preparing a housing delivery strategy and setting up housing development goals;
- Setting aside, planning and managing land for housing;
- Creating a financially and socially viable environment for housing delivery;
- Facilitating the resolution of conflicts arising from housing delivery initiatives;
- Facilitating the provision of bulk services;

- Administering national housing programmes; and
- Expropriating land for housing development.

The aim of this policy is to assist the municipality in fulfilling the abovementioned role assigned to it in terms of the National Housing Code. Housing is now to be utilized for the development of sustainable human settlements in support of spatial restructuring. In line with the Vancouver Declaration, the primary aim is to move beyond the provision of basic shelter towards achieving the broader vision of sustainable human settlements and more efficient towns, cities and regions. The following are fundamental tenets and underlying principles of this new approach:

- Progressive Informal Settlement Eradication: Settlements must be integrated into the broader urban setup so as to overcome spatial, social and economic exclusion. This should be achieved through in-situ upgrading in appropriate and suitable locations;
- Promoting Densification and Integration: The aim is to integrate previously excluded groups into the city so as to enable them to enjoy the benefits and create integrated, functional and environmentally sustainable human settlements, towns and cities;
- Enhancing the Location of New Housing Projects: Spatial restructuring aims to achieve a more decisive intervention in land markets;
- Supporting Urban Renewal and Inner City Regeneration: Urban renewal and inner city regeneration is supported through social housing or community residential units (CRUs);
- Developing Social and Economic Infrastructure: The need to move away from a housing-only approach towards a more holistic development of human settlements which includes the provision of social and economic infrastructure is emphasized; and
- Enhancing the Housing Product: The aim is to develop more appropriate settlement layouts and housing products and to ensure appropriate housing quality.

In keeping with the above, the MEC for Human Settlements and Public Works announced the 2008/9 priorities of the Department are as follows:-

- Eradication of all slums;
- Ensuring job creation by housing programs;
- Accelerate development of houses in rural areas;
- Facilitate capacity building; and
- To promote home ownership.

To focus these priorities at a local level, the Msunduzi Municipality's Department of Housing introduced the Housing Sector Plan which is a means to provide a housing focus to Municipal IDP's.

#### **1.4.1 Msunduzi Housing Sector Plan**

Burgeoning informal settlements is one of the key human settlements development challenges facing Msunduzi Municipality. These settlements occur in different forms and magnitude depending on location and genesis. Most informal settlements arise from two main factors, that is land invasion and shack farming. These settlements appear across the city but are most common in the Northern and Edendale areas and range in size and structure from small settlements of about 5 households, to large ones with more than 1800 households. These settlements accommodate more than 7800 households.

Although there are many cases of land invasion in the Greater Edendale, the majority of informal settlements occurs on privately owned land and owe their existences to shack farming. The net effect of this was the transformation, over time, of the area from being an African middle class suburb or small emerging farmer settlement, into one of the well-known 'urban slums'. Private land ownership, coupled with uncontrolled settlement has resulted in unresolved tenure issues, involving landowners, tenants and sub-tenants. The majority of tenants have beneficial occupation rights and cannot be removed without the provision of alternative accommodation.

The Municipality has for the past few years been trying to address the land issues, but there seems to be major challenges in this regard. Given the situation, the need for an urgent intervention in terms of Human Settlements was found in the inception of the Housing Sector Plan.

The Housing Sector Plan constitutes an integral part of municipal planning and the efforts of Msunduzi Local Municipality and housing institutions' response to its mandate to create and sustain viable human settlements within its area of jurisdiction. It sets out housing delivery goals and targets for the municipality and provides an approach to housing delivery and spatial transformation. Housing delivery is a crucial element in the spatial transformation of cities as it is the biggest spatial structuring element.

Contained in the Msunduzi Housing Sector Plan will be a coherent slums clearance strategy that responds to a need to eradicate existing informal settlements and prevent further establishment of such settlements. Consequently, the slums clearance strategy will provide a comprehensive audit and spatial reference of all informal settlements in the Municipality. It will also provide strategies for addressing housing needs as experienced through these settlements which include:

- Rental Housing:

Social/rental housing is a rental housing option that is targeting low-middle income group earning between R1 500-R7 500 per month with the aim to provide affordable medium to high density housing options.

There are currently two institutions involved in rental/ social housing in Msunduzi, namely the Msunduzi Housing Association [MHA] and the Msunduzi Municipality. MHA operate independently from the municipality and is a Section 21 non-profit company established by Council for the provision of social housing within the jurisdiction of the Msunduzi Council. Msunduzi Housing Association (MHA) was formed in March 1999 and strives to meet the social housing needs of the city of Pietermaritzburg by providing well designed, high quality community housing to the lower middle-income sector.

- Gap Housing:

"Gap housing" is a term used to describe the shortfall, in the housing market between residential units supplied by the state [which cost R100 000 and less] and houses delivered by the private sector [which are not less than R250 000]. The gap housing market comprises people who typically earn between R3 500 and R10 000 per month, which is too little to enable them to participate in the private property market, yet too much to qualify for state assistance.

## 1.5 South Eastern District [SEDIs]

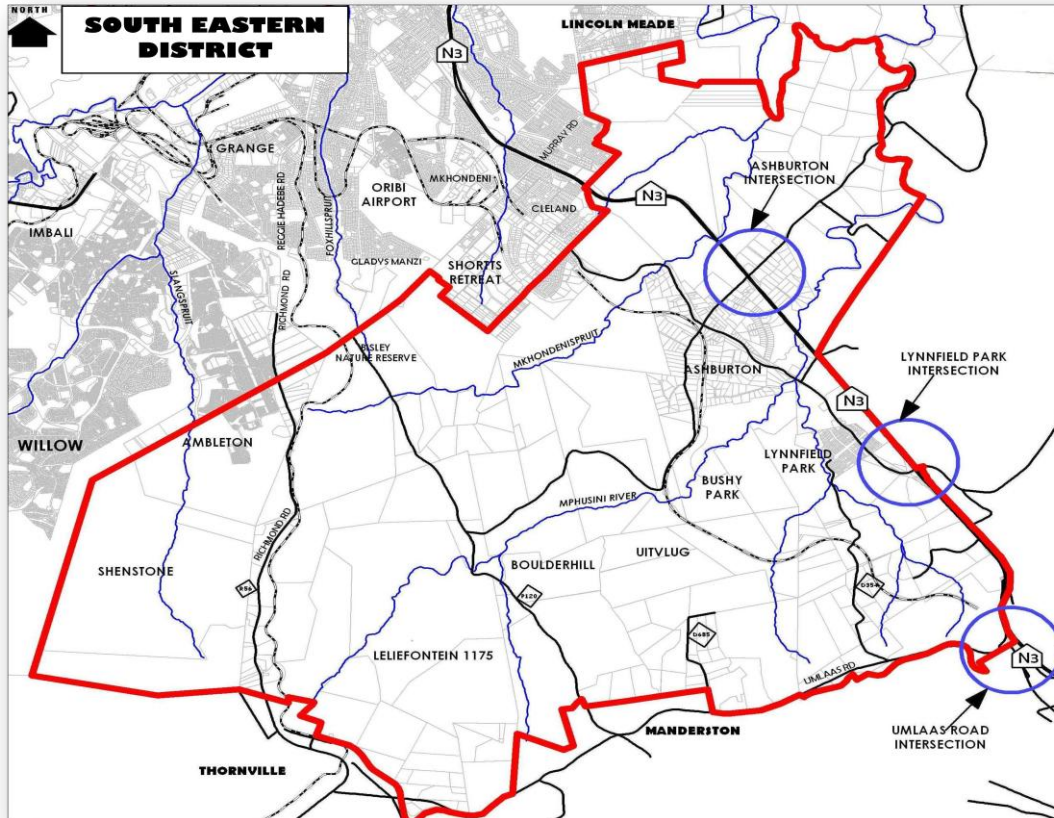
The Msunduzi Municipality is a voluntary member of what is known as The South African Cities Network, which is an established network of South African cities and partners that encourages the exchange of information, experience and best practices on urban development and city management. The urban development vision of Msunduzi has also been influenced by the network and the vision for South African cities. The vision of SA Cities is encapsulated within the four following concepts:

- The **productive city** refers to activities focused on the economy. Strategies are needed that would enhance local business competitiveness; improve local business environment; enhance capacity for new market entrants and initiate local economic development initiatives;
- The **sustainable city** refers to environmental issues and how to deal with the impact of growing cities on the environment; strategies that would shape the location of new developments;
- The **inclusive city** describes actions focused on social issues and integration of communities; poverty reduction and equitable service delivery; and
- The **well-governed city** that refers to processes of governance and administration and developing adequate structures and institutions to manage cities properly.

It is clear that the new emerging city should focus on each of these aspects in order to realize the vision of new SA Cities. Communities should have the opportunities and capacities to share equitably in the social benefits of the city and the local economy must be able to provide communities with the means to earn a living, thus enhancing economic competitiveness.

Sustainability will only be achieved if social and economic development responds to the natural environment in an appropriate manner. The achievement of this vision will be realized if municipalities can facilitate inclusive and pro-active decision-making.

As part of the SDF Review process 2012/13, the Msunduzi Municipality has identified the development of the South Eastern District [SEDis: *pronounced see-dis*] as a priority for development, integration and regeneration, as shown in the figure hereunder.



SEDis is located along the southern edge of the Municipal boundary and includes areas in and between Shenstone/Ambledon and Ashburton/Lynnfield areas and measures approximately 11,283.215 ha in extent.

**The predominant geographic areas within the SEDis study area are described herein:**

### 1.5.1 Ashburton/Lynnfield

In 1968 a Health Committee was established to manage the development of a settlement known as Ashburton. In 1992 Lynnfield Park, which was formerly administered as a Development Area since 1974, was incorporated into the Ashburton area thus giving rise to the Ashburton TLC Association [ATLCA]. Subsequently, in 1993, the Local Government Transition Act saw the combined areas being incorporated into the Msunduzi Municipal area.

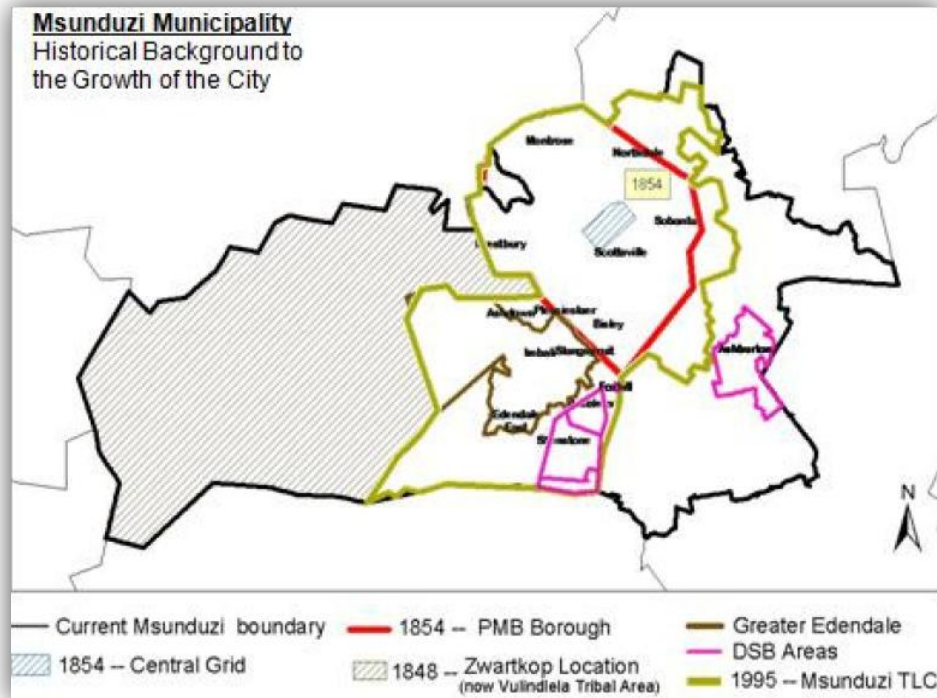
Ashburton/Lynnfield is located in the south eastern portion of the Msunduzi Municipal Area about 4 km from the N3/Lion Park Road interchange and covers an area of about 1120 ha. The area is bounded by: Mkhambathini Municipality in the east and south; Richmond Municipality in the west; Shortts Retreat/Mkhondeni industrial estate in the north; and includes the suburbs of Cleland and Lincoln Meade which form the urban fringe of Pietermaritzburg.

According to the ATLCA, the vision for the local area is *"that Ashburton becomes an important tourist gateway into the Mkhambathini Tourist development Corridor and a major equestrian centre for the Natal Midlands...residential environment will be characterised by a visually dominant green landscape that offers residents a high quality of life and which functions in an environmentally sensitive and sustainable manner."*

### 1.5.1.1 Development Context

Ashburton/Lynnfield has emerged as an area for development and investment within the Msunduzi boundary that would contribute directly to the economic growth and business development of both the Municipality as well as the surrounding communities.

The area is predominantly agricultural/rural/residential in character and is populated by many smallholdings. As such, it forms an interface between the intensely urban landscape of the Pietermaritzburg area and the rural landscape of the Mkhambathini Municipality.



Given the current local environment, the following is noted:

- **Residential:** Residential uses within the local area constitute the main land use activity. Historically, property owners have undertaken the subdivision of land into separate relatively large erven. However, in recent years there has been as a significant increase in the number of applications for the development of cluster housing;
- **Ancillary Land Uses:** The number and variety of supporting land uses within the area are limited and are located mostly in certain "nodes" of activities. Whilst commercial activity is restrained to small – medium scaled superettes, most of the retail facilities and even offices within the area are related to farming and agriculture. Equestrian related activities, which range from the stabling of a single horse for personal recreational use to stud farms and riding training centers, are currently undertaken on forty residential properties within the study area. Social/community facilities are confined to a low level library, a community hall and a clinic whilst formal sport and recreational facilities comprise a soccer field and a passive park;
- **Bulk Services:** Ashburton/Lynnfield is serviced with bulk electricity as supplied by ESKOM and the Msunduzi Municipality whilst bulk water is sourced from Umgeni Water. Lynnfield Park area is the only portion of the local area which is served by as fully water-borne sewage disposal system which drains into a small treatment works situated adjacent to the Malkopspruit.
- **Rail:** The main rail line from Durban to Johannesburg runs through the western portion of the study area;
- **Topography:** The following local natural features are of import:

- Two low level spurs run into the Msunduzi River Valley and forms part of watersheds for two tributaries of the Msunduzi River, namely: the Mkhondeni; and Mpushini/Malkopspruit Rivers;
  - The Mkhondeni and Mpushini River Catchments are significant environmental elements;
  - The area is also traversed by the Little Mpushini River; and
  - The varied topography provides for a diversity of views and vistas over the surrounding bushveld environment.
- Conservation: Conservation is an important component of the Ashburton Town Planning Scheme. The landscape, vegetation and wildlife are seen as important visual elements which give the area a rural residential character and a 'sense of place'; and
  - Agriculture: Whilst most of the farming and livestock activities are undertaken by established organizations, additional smaller scale agricultural enterprises are prevalent on various residential properties and are mainly concerned with cultivation of vegetables under irrigation which includes tunnel farming.
  - Tourism: Tourism KZN has identified the Durban/Pietermaritzburg/Midlands Corridor as a significant route especially given 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, including: the well established Midlands Meander; the Drakensburg Mountains; and the Battlefields areas of northern KZN. 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 tourists per year of over 4 million.
  - Economic Opportunities: The economic sectors have shown that there is ample opportunity for the expansion of the local economy. These opportunities include:
    - The N3 as the major link between Durban and Johannesburg, and opportunities posed by the proposed eThekweni-uMngeni Development Corridor and its proposed development nodes;
    - The biodiversity and variable topography and river system presents opportunities for recreation and conservation e.g.; the Bisley Valley Nature Reserve may be extended to a formal greenbelt to include Mkhondeni Catchment and Mpushini Catchment to link up with Table Mountain and the Valley of a 1000 Hills, the developments on Campsdrift and Dorpspruit;
    - Potential for future developments on the Mkhondeni Catchment and Mpushini Catchment towards Camperdown; and
    - The development of the polo-cross site.

The road network in and around the Ashburton/Lynnfield area is critical to the development of the study area and surrounds and therefore warrants a certain level of detail in the description of the area. The target area is integrated with the greater Pietermaritzburg area by the following two major provincial roads:

- National Route 3: A prominent feature in the road network is the N3 Freeway linking Gauteng to Durban [National Route 3/2] which is accessed from the Ashburton area by two grade separated interchanges. The N3 freeway provides residents with a high speed and convenient route to most of the higher order facilities and amenities which are situated within the Greater Pietermaritzburg area and Durban Metropolitan Region; and
- Old Main Road: The major arterial, Old Main Road [R103] provides an alternative link to the greater Pietermaritzburg area and Durban Metropolitan Region and provides good access to the former's eastern suburbs which includes employment opportunities located in the Shortts Retreat/Mkhondeni industrial estate and neighborhood level retail facilities at the Polly Shortts Centre.

Additional linkages to the surrounding farmlands are provided by four other provincial roads which intersect with the Old Main Road [R103]. These are:

- Pope Ellis Drive [D478]: Provides access to the Mpushini and Bishopstowe area to the north east of the target area. This road has been proposed as being part of a primary circular tourist route which links up with the Albert Falls and the Howick area;
- Wally Hayward Drive [D352]: Provides access to the Bushy Park area situated to the west and south of the study area and connects with the Richmond Road [MR5] and eco-tourist activities forming part of the Sakabula Circuit;
- Marshall Avenue [D685]: Provides access to the farms situated to the south of the study area and links the local area with the existing Sakabula Circuit and potential eco-tourist facilities on surrounding farms; and
- The District Road [D506]: Provides an additional link between the study area and farms situated in the Mpushini Valley via an underpass on the N3 Freeway.

### 1.5.1.2 Development Issues

It would seem that originally the Ashburton/Lynnfield area was “settled” by farmers with the intent of agriculture and livestock rearing whilst keeping close ties to the various services offered by a major city. This can be understood as a reaction to changing times and development pressures in that Pietermaritzburg, which was originally developed with large plots to support urban agriculture, had begun the process of densification. As such, Ashburton/Lynnfield was developed to support the needs of the farmers and their close knit agricultural community. Over the past few decades however, this has changed dramatically.

The Pietermaritzburg City and its immediate surrounds are almost completely developed, with most land usage being allocated for commercial, office and residential purposes. In this congested environment, many companies are looking to develop on the periphery thus the push for the proper planning of the CBD Extension Node and the like. Whilst commercial and office uses can fit almost seamlessly into the urban fabric, industrial uses however are complicated by their need for large tracts of almost flat land and their incompatibility with most uses. This placement is further complicated by their proximity needs to main transportation routes and supporting services.

Given the lack of an extensive Town Planning Scheme for the local area and the inherent amount of space, the number of industrial developments is increasing in the Ashburton/Lynnfield area with more ‘inappropriate’ uses being attracted in a short space of time. Economically this has meant that more jobs are created and that there is an increase in capital turn-over within the immediate area however, this has not automatically translated to the development of the built environment.

Because the existing infrastructure was not originally designed for the purposes of industry there has been a major decline in their quality. Roads have been severely damaged as a result of now constant traffic of heavy duty vehicles and the local level of services [water, sanitation etc.] has become extremely strained in having to deal with the rapid excess in demand. Furthermore, the local natural environment has had to deal with increased levels of storm water and pollution as a result of the “harsh” industry by products.

As mentioned above, the benefits of the economic development of Ashburton/Lynnfield have yet to reach the local community. Existing retail facilities are few and far between; local activity areas are in desperate need of regeneration; recreational facilities are limited; educational facilities are lacking; there is an increase in the number of informal settlements; public transportation is infrequent; and there is no cemetery within the immediate area. There has also been concern by the community with regards to the apparent lack of support by Council to assist in the establishment of emerging businesses [SMMEs] given its support for large scale/main stream initiatives.

Furthermore, there is an increased debate in Council with regards to the ad hoc planning of the area and the consequent limited infrastructure capacity in that services will have to be installed to support such booming development yet the question of maintenance still hangs in the balance.



### **1.5.1.3 Development Initiatives**

In understanding the above challenges, the Msunduzi Municipality has commissioned several studies on the Ashburton/Lynnfield area to strategically direct economic investment and to promote proper planning. 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.

#### **1.5.1.3.1 Ashburton Town Planning Scheme [1992]**

The Ashburton Town Planning Scheme was a planning document for the former Ashburton Transitional Local Council Area [ATLCA]. In accordance with the provisions of section 44 of the Town Planning Ordinance [No. 27 of 1949] the former Ashburton Health Committee decided to prepare a full "Package of Plans" in 1992 which consisted of a Structure Plan; Development Plan; and Town Planning Scheme. The Ashburton Structure Plan and Development Plan were formally approved by the Kwa-Zulu Natal Cabinet in August 1994 in terms of section 44 [5] and [6] of the Town Planning Ordinance.

The Structure Plan was formally amended as part of an established monitoring and review process in order to integrate the areas which were subsequently incorporated in terms of the demarcation procedure and to revise some of the policy proposals. This amendment was approved by the Town and Regional Planning Commission on 5<sup>th</sup> May 1997 and was followed by the revision of the Ashburton and Lynnfield Park Draft Town Planning Scheme Maps and Clauses. In a subsequent revision of the Scheme Maps and Clauses these components were combined into an integrated Scheme which was known as the Ashburton Draft Town Planning Scheme.

#### **1.5.1.3.2 Metropolitan PMB Retail Study [1993]**

This study was prepared to:

- Create a framework for understanding the changing nature of retail systems;
- Present proposals for a retail policy for the Pietermaritzburg Metropolitan Area; and
- To suggest appropriate parking standards for large multi-use complexes such as neighbourhood, community or regional shopping centres.

The study area included municipal Pietermaritzburg; Edendale; Edendale East; Vulindlela; Foxhill; Shenstone/ Ambleton, Hilton; Mount Michael; and Ashburton.

#### **1.5.1.3.3 Planning the Durban-Pietermaritzburg Corridor [1996]**

The corridor study was commissioned by the provincial authorities of that time and recognized that the corridor between eThekweni and uMsunduzi as a major resource and tackled the concept of urban sprawl along the corridor whilst developing a guide to the strategic locations of development along the proposed corridor.

#### **1.5.1.3.4 North Eastern Districts Rural Zoning Scheme [1999]**

This document outlines land uses and guides orderly development in the North Eastern Districts.

#### **1.5.1.3.5 North Eastern Districts [NED]: Umgeni Valley to Bishopstowe, Phase Two [1999]**

This study was commissioned by the former Local Government and Housing as a follow up from the above initiative. The aims of the project are as follows:

- To define a vision for the area with an associated appropriate policy framework in which future development can take place in a sustainable manner;
- To prepare the policy framework in an integrated manner with, inter alia the following objectives;
- To inform investment decisions regarding the development and use of land;
- To provide guidelines for the efficient evaluation of development applications;

- To provide a basis for the assessment of the impact of development on land within the NED; and
- To provide development principles and guidelines which can also be used as a rationale for motivating development applications.

#### **1.5.1.3.6 Ashburton: Integrated and Local Development Plan [1999]**

This document was prepared as part of an extensive community based planning, development and review process which commenced with the preparation of the "Structure Plan". The focus of this report was making the plan more integrated; developmental in nature; orientated toward implementation; and linked to budgets.

#### **1.5.1.3.7 The Strategic Environmental Assessment [SEA] of the Mkhondeni River Catchment [2006]**

In response to the increase in Environmental Impact Assessment [EIA] applications in the Ashburton/Cleland/Mkhondeni River catchment, the Department of Agriculture and Environmental Affairs [DAEA] commissioned the drafting of a report that would not look at applications in isolation but in a manner that would support the principles of sustainable developments and integrated environmental management, thus creating a holistic plan to address the associated service provision; infrastructure development; retention of public open space systems; and the protection of ecologically sensitive areas. The DAEA therefore proposed that a Strategic Environmental Assessment [SEA] be undertaken in order to establish a broad environmental and sustainable development framework for the area.

#### **1.5.1.3.8 uMgungundlovu District Municipality SDF [2008/2009]**

In response to the Municipal Systems Act [MSA] the uMgungundlovu District Municipality commissioned the preparation of an SDF which identified the N3 between the eThekweni and uMngeni as a Provincial Corridor [PC2] where the full range of urban land uses will be located. The District SDF aligns with the Provincial Spatial Economic Strategy to identify the N3 as a primary corridor where industrial, residential, and tourism uses will be developed in and around identified points. It is proposed that these intersections will be the focus of development pressures for especially manufacturing/industry and commercial/services use.

As such, the Department of Local Government and Traditional Affairs [DLGTA now COGTA] was mandated to co-ordinate the implementation of a Corridor Development programme as a priority intervention aimed at promoting growth and development in KwaZulu-Natal.

#### **1.5.1.4 Developmental Projects**

As discussed, numerous development applications have been approved and are being continuously received from speculators and developers that include: light industrial; high density residential; business parks; lifestyle centres; hotels; and a shopping mall. This has had the effect of increasing the pressure to develop a comprehensive guide for development in the Ashburton area.

These projects include, amongst others:

<b>Name of Development</b>	<b>Location</b>	<b>Description</b>
<b>Ibhubhesi Industrial Park</b>	Ashburton	Light Industry – 94 sites.
<b>Lynnfield Park Sewerage Plant</b>	Lynnfield Park	Upgrade.
<b>River Bridge Upgrade</b>	Mkhondeni	Replacement of the bridge deck over the Mkhondeni River.
<b>Rita Light Industrial Park</b>	Ashburton	Light and General Industrial Development including Public Open Spaces.
<b>Sand and Stone Facility</b>	Polly Shortts	Storage space capacity of 2000– 3000 m <sup>3</sup> ; warehousing capacity of 1000 m <sup>3</sup> ; and accommodation for employees.
<b>Light Industrial Township</b>	Along Umlaas Road	14.05 ha mix of warehousing and light industry.
<b>Name of Development</b>	<b>Location</b>	<b>Description</b>

<b>Sewer Outfall</b>	Shenstone/Ambledon	Upgrade.
<b>Power Line</b>	Ashburton	Venus Sigma-Hector Aridane Power line.
<b>Life Style Centre</b>	Ashburton	Shopping Centre.
<b>Mpushini Business Park</b>	Ashburton	60ha mixed use development including: medium density housing; offices; and conservation.
<b>Hillcove Hills</b>	Ashburton	477,60ha mixed use development including: game reserve; offices; schools; retail; and residential.
<b>Cherry Moss Industrial Park</b>	Lynnfield Park	Light Industry and Office Park.
<b>Boulder Hill</b>	Ashburton	Agricultural cultivation and grazing of large farms.
<b>Kingthorpe Estate</b>	Ashburton	A 2 000 unit residential estate with retail and tourist components in the form of two lodges.
<b>Phoenix Light Industrial Park</b>	Ashburton	Light industry.
<b>Mkhonto Office Park</b>	Ashburton	1200 m <sup>2</sup> Office Park.
<b>Burton Heights</b>	Shortts Retreat	95ha mixed use development including: industry; retail; school; private hospital; offices; hotel; and residential.
<b>Aloes</b>	Ashburton	800 unit residential development.
<b>Almond Bank</b>	Bisley	Private residential estate including: stable complex and 25ha grazing pasture.
<b>Uitflug</b>	Ashburton	8.99ha middle to high income residential development.
<b>Hlatshana Retirement Village</b>	Ashburton	15.7 development including: 300 life right retirement units; and a frail care centre.
<b>Balhambra Industrial Park</b>	Mkhondeni	Industrial development including conservation corridor along Mkhondeni River.
<b>Health Care Risk Waste and Treatment Facility</b>	Mkhondeni	Development of a static unit for hazardous medical waste disposal.
<b>N3 Upgrade</b>		Road Upgrade.
<b>Lion Park Light Industrial Development</b>	Ashburton	25.2ha development that includes: warehousing; offices; storage; factory shops; and showrooms.
<b>Valley Vista</b>	Ashburton	To be confirmed.

## 1.5.2 Shenstone/Ambledon

### 1.5.2.1 Historical context of Ambledon within the Greater Edendale Area

The Greater Edendale area has a unique place in the settlement history of South Africa and its humble beginnings are captured in a publication [A New Portrait of an African City, South Africa by Laband and Haswell ed] as follows:-

*"In 1851, 100 Christian families of Griqua, Pondo, Sotho, Tleokwa, Hlubi and Swazi origin, settled on the farm Welverdiend, renamed Edendale. They purchased the farm on a share basis with, and under the guidance of, their missionary James Allison. There, they laid out a village in Voortrekker grid pattern and built their houses in European style - each in important respects pursuing an economic existence, but all united by an affiliation to the mission, church, school and the community.*

*Georgetown became a self sufficient mission community with profitable gardening lots, a nearby tannery and a mill and wicker works, prolific in its days, selling its wares as far away as Cape Town. Trading with other areas was a viable source of income.*

*In 1888, Georgetown community formed the Funa-malungelo [the society of those who seek rights] and sought unsuccessfully to obtain municipal status. Throughout, its history Edendale would suffer for want of Borough recognition... "*

***Extract by S Meintjies***

By 1948, Edendale comprised the village of Georgetown but most of the surrounding land had been settled by rural to urban migrants who rented land from the landowners. In addition, the failure to accord municipal status and to pursue a developmental agenda contributed to the ad hoc development of the area, erosion of the economic base and the subsequent subdivision and selling of land. Edendale at this stage had sustained a vibrant, active and self-sufficient community of Indian and African people. The enactment and the implementation of the Group Areas Act in 1950 led to the removal of the Indian community.

The Edendale Complex comprised the former Farm Edendale No 775, the Farm Politique No 861, the Farm Wilgefontein No 869, the Farm Slangspruit No 1448 and the area referred to as Plessislear. The subject area became part of the Released Area defined in terms of the Development Trust and Land Act [Act No 18 of 1936].

The Greater Edendale area was first administered by the Province of Natal, then the Local Health Commission, followed by the Department of Development Aid [DDA] who established Edendale as a Section 30 Town, as per the Black Administration Act 38 of 1927. With the abolition of the DDA, the area was administered by the Department of Land Affairs, which in turn made the Edendale area available to the Community Services Branch of the former Natal Provincial Administration in terms of General Power of Attorney No. 487/1993. The said Power of Attorney was withdrawn and replaced by GPoA 540/1997 in the name of the Department of Local Government and Housing.

With the establishment of Transitional Local Councils [TLC] in terms of the Local Government Transition Act No 209 of 1993, the area was administered by the Pietermaritzburg/Msunduzi TLC [in terms of Proclamation No LG73/1995]. In 1998, the Msunduzi IDP identified an urban edge around the Pietermaritzburg TLC to apparently contain the city so that efficient use would be made of existing infrastructure. Whilst certain portions of Edendale were included within this edge, other areas were excluded.

One of the exceptional cases of this exercise was where the urban edge cut across Shenstone/Ambledon, including only areas that were developed. Due to the expansion of informal settlements and the inherent pressure for development in the Slangspruit valley, Shenstone/Ambledon was subsequently included. This decision was supported by the Municipal Structures Act No 113 of 1998 which later incorporated the remainder of the Edendale area into the present Msunduzi Municipality.

The establishment of the Msunduzi Municipality has now brought together areas which are functionally interdependent, under the jurisdiction of a single Council. Under this jurisdiction, the Greater Edendale Area comprises a number of Wards and the political mandate of the Ward Councillors and the Executive Committee are to ensure that the municipality fulfils its obligation in terms of Section 152 of the Constitution.

### **1.5.2.2 Locality**

The Greater Edendale area is situated some 10km south-west of the City Centre. The two areas are linked by a dual carriage way which is more popularly known as the Edendale Corridor. This route serves not only as a path for economic growth but also as connection between various outlying rural areas in the west, including Vulindlela, to the City.

In its entirety, Edendale is divided into two areas, the first of which is categorized as the traditional area of Edendale proper, where virtually all land is privately owned by local landowners. The second area however, is regarded as the more contemporary area of Edendale and it is here that land which was previously vested within the ownership of the State has been transferred to the Municipality.

### 1.5.2.3 Development Context of Shenstone/Ambleton within the Greater Edendale Area

Greater Edendale comprises the majority of the area previously designated, under apartheid, as an area for accommodating the lowest income black population. Because of past development practices the area reflects all the elements of apartheid planning, viz. an area separated and segregated from the central part of the current municipality; an area lacking in many infrastructural services; an area deficient in nearby employment opportunities; and an area lacking in many social services, particularly of higher order types.

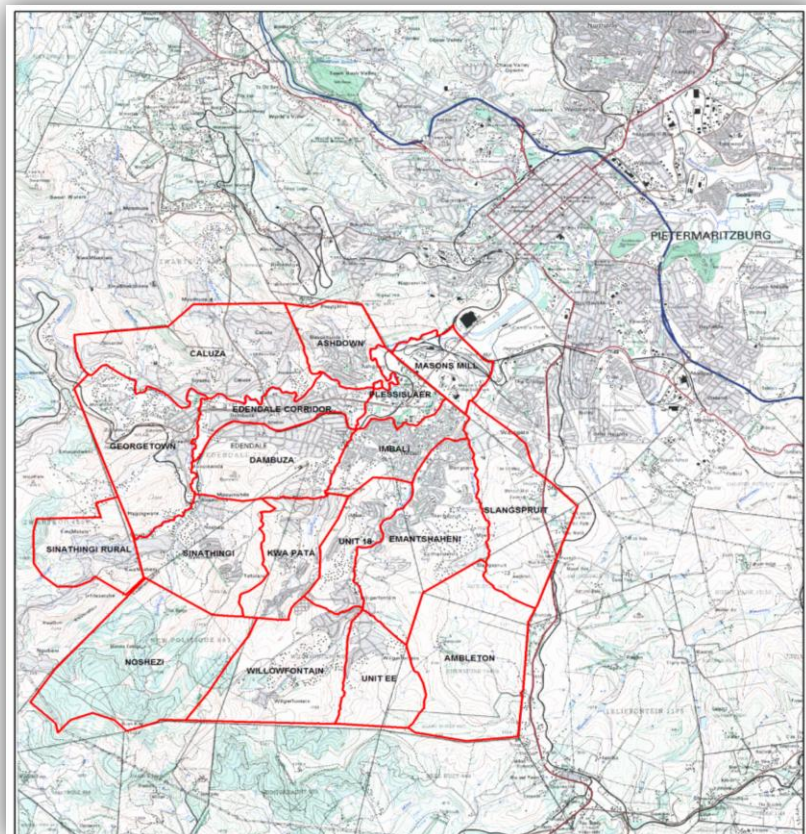
The topography of the area is moderately steep rolling hills with relatively wide river plains in the many of the valleys. Development has taken place on the flatter areas nearest to the main access roads. This implies that a lot of development has occurred in the valley bottoms and up the valley slopes, with very little development having taken place on the ridge lines. As a result of the Department of Development Aid's [DDA] superficial planning, the development pattern has resulted in the encroachment of development onto river floodplains, destabilization of these areas, and consequent stream bank erosion and flooding. The open spaces that do exist throughout the area are placed under pressure for grazing and natural resource harvesting.

There are four main tributaries flowing into the uMsunduzi river from the southern side in the Greater Edendale Area: the Slangspruit, Willow fountain, KwaPata and Sinathing Rivers. A number of smaller tributaries drain the northern and southern lands adjacent to the uMsunduzi.

Much of the Greater Edendale Area is densely developed with both formal and informal housing, supported in some areas by ancillary land uses and facilities. Most of the large privately owned blocks of land, located in the older part of Edendale, are occupied by informal dwellings. In these areas, the tenants reside in slum conditions with limited access to basic services and infrastructure. Moreover, invasion of previously state owned land is presently occurring at a rapid rate, which compounds the existing situation.

The Greater Edendale Area has also been the subject of a number of low income housing projects assisted by the subsidy scheme administered by the Department of Housing. This has led to the delivery of thousands of housing units on state owned land and in terms of prevailing policy, has resulted in the construction of a 30 m<sup>2</sup> top-structure on a minimum lot size of 200 m<sup>2</sup>.

The Greater Edendale Area is supported by a limited number of commercial



**Locality Plan**

outlets and business enterprises and the consequential development and expansion of these sectors are fundamental to the sustainability of the area. These activities are largely concentrated along the Edendale Corridor with the development of two malls, the Edendale Crossing Mall [developed in 2010] and the Edendale Garden City Mall [construction underway].

In addition, informal business, informal trading of livestock and other goods occurs throughout Edendale and in this regard, the informal sector plays an important role in the economy of the area. The built environment supports higher level regional land uses such as the Edendale Hospital, two FET colleges and the Durban University of Technology campus.

The Edendale area is serviced by two police stations, a home for the aged and a number of clinics. While there are a number of schools in Edendale, it is evident that the operation and maintenance of these schools are affected by a lack of funds. Finally, there are a number of "drop in centers" located in Edendale in support of HIV/AIDS patients.

#### **1.5.2.4 Development Issues and Challenges**

Given the long years of neglect that has to be reversed in the Edendale area and by extension Shenstone/Ambleton, the transformation challenges that face Greater Edendale are formidable. It is recognised that these challenges need to be addressed within an environment that is bound by the constraints of:

- High levels of poverty and unemployment;
- Rapid population growth;
- The AIDS pandemic;
- Land legal complexities,;
- Inadequate services and infrastructure provision; and
- The rapid advancing rate of informal settlement development.

#### **14.6.4.1 Land Legal Complexities**

As mentioned above, Edendale itself is divided into the traditional area of Edendale proper, where virtually all land is privately owned by local landowners and the more contemporary Edendale area where all land was previously owned by the State but now vests with the Municipality.

By the late 1990s the landowners in Edendale proper were experiencing problems with land invasions, while political upheavals in the area made tenants reluctant to pay site rentals. The situation was uncontrollable and in consequence, Edendale landowners approached the Municipality, requesting its intervention.

Discussions between the Municipality and the Province followed and in this regard the MEC for Housing provided funding for land purchases in the area. As such, a Memorandum of Agreement [MoA] was entered into between the Kwa-Zulu Natal Department of Housing [DoH] and the Msunduzi Municipality on the 20<sup>th</sup> March 1998 for an amount of R20 million towards the purchase of privately owned land for low cost housing development. This project became known as the Edendale Land Development Initiative.

To ensure that the above partnership is maintained, and the attention of all levels of government are focused on Edendale; as well as to co-ordinate and facilitate integrated planning, development and fundraising for the area, the Msunduzi Municipality decided in December 2004 to set up the Greater Edendale Development Initiative [GEDI].

In support of the Housing initiative, extensive negotiations were undertaken between the Department of Land Affairs [DLA] and GEDI. As such, an agreement in principle was approved by the DLA to provide an amount of R20 million over two years in order to facilitate private and State land purchase for Municipal requirements, as well as a further R15 million over two years to resolve all outstanding land-legal and land tenure matters.

To assist with the complexities of the program consultants were appointed to assist with the following objectives:-

- Acquisition of Private Owned Land:

To facilitate the development of the Greater Edendale Area and unlock the development of privately owned land, the Executive Committee resolved that the Program for the Acquisition of Private Land be resumed on an urgent basis and that it should focus initially on obtaining land for housing and road projects.



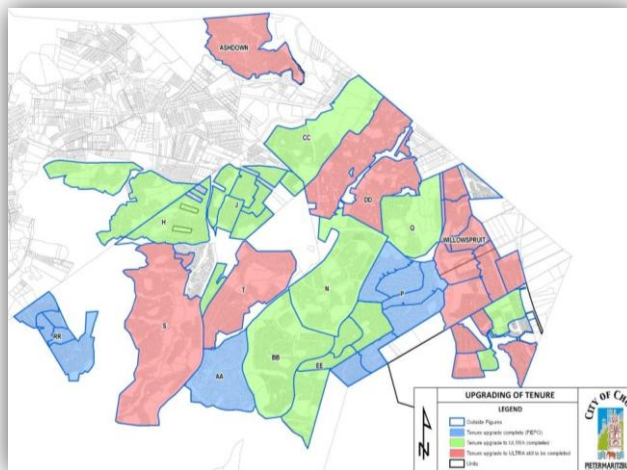
With the resumption of the above mentioned program, a new Benchmark Report was drafted and approved by Council that detailed the valuation process and rates [including 10 percent solatium]. In conjunction with the new report, Council has employed the services of both a panel of Valuers as well as a panel of negotiators. This program is fundamental towards the development of the Greater Edendale Area as it supports the development of various Housing Projects across Edendale.

*Both the revision of past sale agreements as well as the drafting of new agreements, are currently underway.*

- Upgrading of Land Tenure Rights:

The Upgrading of Land and Tenure Rights in the Republic of South Africa in general, and Edendale in particular, is in keeping with the National Government's Policy on Land Reform. This process, inter alia, envisages the lodgement of historical General Plans with the Deeds Office and is further provided for in terms of the Upgrading of Land Tenure Rights Act [Act 112 of 1991] [ULTRA].

The responsibility for the administration of such historical township passed to the Pietermaritzburg Transitional Local Council in terms of Proclamation No LG73 of 1995. Under the circumstance, the Municipality is obliged to upgrade historical township and land tenure rights.

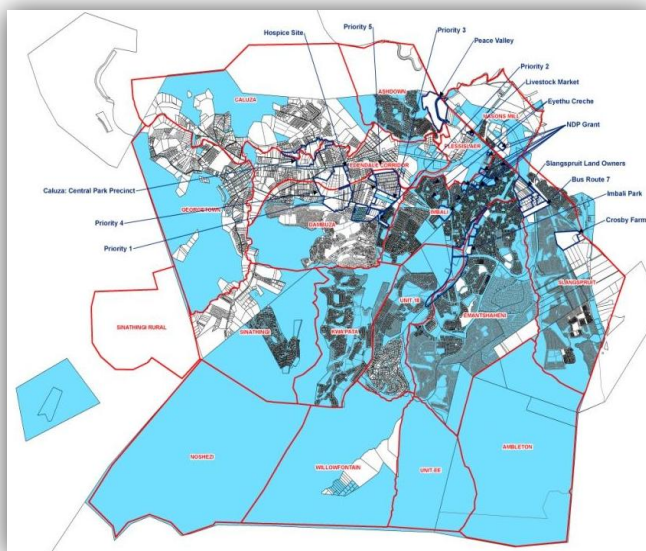


*To date, over 5000 properties have been upgraded in terms of above mentioned Act with more properties in Units A and T in the process of being upgraded. Upon completion of the re-pegging within Unit DD, approximately 3500 more sites will be able to be upgraded on the opening of the Township Register.*

- **Transfer of State Land:**

With the exception of Shenstone/Ambleton that was transferred to the Municipality in 1990 to give effect to housing projects, the transfer of State land within Edendale to the Municipality is necessitated by the provisions of certain clauses in the Memorandum of Agreement [MoA] entered into between the Municipality and the Department of Housing on the 28 February 2002. Furthermore, Proclamation No LG 73 of 1995, which established the Msunduzi Municipality requires the transfer of assets from the Provincial Government, and for this reason Proclamation No 84 of 1996 was adopted.

It is noted that the negotiations contemplated in Proclamation LG 73 of 1995, read with Proclamation 84 of 1996, have been concluded and the Municipality is therefore legally bound to accept these transfers. The Municipal Manager has signed the MoA which provides for the transfer of State land to the Municipality.



*To date, 51 State owned properties have been transferred by vesting to the Municipality, with a collective extent of 2 699 hectares.*

The land initiative is divided into two committees that deal with land matters in Edendale namely, the Land Legal Committee [LLC]; and the Land Acquisition Committee [LAC]. These committees are serviced by the appointed consultants and comprise of the various stakeholders from both local and provincial Departments.

#### **1.5.2.4.2 Environmental Constraints**

The implications of the EMF on the future planning and development of the Shenstone/Ambledon area are extensive in that:

- The majority of Shenstone/Ambledon has been identified as high bio-diversity areas – although in consultation with the Environmental unit, this can be investigated on a site by site basis;
- The local area is bisected by the Slangspruit river which now requires a minimum 32 meter buffer;
- Also, wetlands identified within the low lying areas have been classified as water courses and also require a minimum 32 meter buffer although again, it can be reviewed on a site by site basis;
- In response to climate change, 1:100 year floodplains are restricted; and
- Development on steep slopes between 1:3 and 1:4 are to an extent, prohibited.

#### **1.5.2.4.3 Bulk Infrastructure Services**

Currently, there is a limited amount of existing bulk infrastructure within the Shenstone/Ambledon area. Most of these services, including electricity, water and sanitation, are located in and around the various local housing projects.

To give effect to: the proposals of the SDF [2010]; the proposed housing projects [Ambledon Phase 3]; and housing projects in progress [see above Low Income Housing Programme] - there has been a drive to add capacity to the local area.

As per the Water and Sanitation work program, a new reservoir is in the process of development within the Slangspruit valley with additional services already constructed along the proposed Bus Route 7 servitude.

Further, with the identification of Richmond Road as a primary access corridor, the proposed East-West link across Edendale will bisect Shenstone/Ambledon bringing both service reticulation and vehicular access.

There is a need in the future however, to analyse the existing Railway network in that as the railway lines run with the topography, stations are not well connected to any of the major roads or to any existing or potential foci.

#### **1.5.2.5 Development Initiatives**

To date, the development of Shenstone/Ambledon has been limited to primarily housing and supported services. With the proposed development of Ambledon Phase 3, there is now a definite shift in planning principles with regards to human settlement.

As discussed extensively above, housing projects no longer exist within the silo of infrastructure delivery but also include the elements of sustainable human practices involving environmental accountability; social development and economic promotion. Housing is no longer about provided roofs over people's heads but about creating a built environment that supports future generations and encourages a sense of place and pride through the availability of: housing options; varied land uses; open space systems; proper basic services; and accessibility.

As per the Housing Sector Plan and in conjunction with the Edendale/Imbali ABM SDF, a total of **46 areas** including Shenstone/Ambledon, have been identified within the Greater Edendale area as informal settlements for immediate upgrade.

### 1.5.2.5.1 Edendale/Imbali ABM SDF

As discussed previously, the Msunduzi SDF [2010] was broken down into four ABM areas which included the Edendale/Imbali ABM. These areas were identified for a "lower" level SDFs that would later be consolidated to inform the overall SDF document.

The Edendale/Imbali SDF focuses on redressing the imbalances inherited from the apartheid legacy with the following concepts:

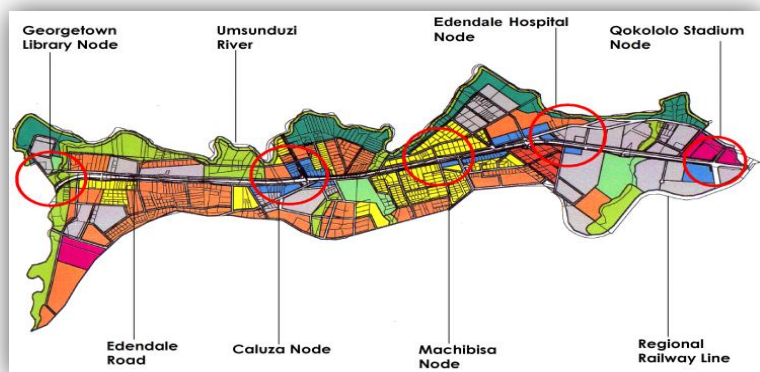
- Restructuring the City by:
  - Integrating components of the City;
  - Creating a Polycentric City;
  - Establishing an Integrated Road Matrix;
  - Developing Activity Spines; and
  - Promoting Provincial Corridors.
- Creating a Sustainable City and improving its viability through:
  - Sustainability;
  - Compaction;
  - Integration;
  - Urban Densification;
  - Creations of Quality Environments;
  - Meeting Land Use needs; and
  - Identifying areas of Economic Potential.

These concepts are not just another set of standalone ideals but find their way one step closer to implementation through the development of Local Area/Physical Development Framework [PDF] Plans for the Edendale area.

### 1.5.2.5.2 Edendale Local Area/PDFs Plans and Housing Projects

The planning and development of the Greater Edendale Area is being undertaken in terms of the preparation of Framework Plans for 18 functional areas. As part of the way forward from the Edendale/Imbali ABM SDF, five Local Area/PDF Plans have been completed for the following areas:-

- Dambuza;
- Caluza;
- Georgetown;
- Plessislaer; and
- The Edendale Corridor.



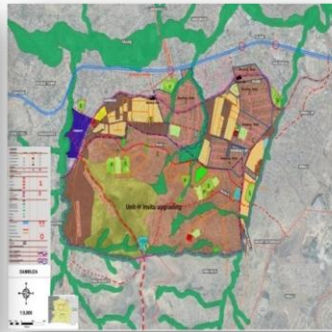
The *primary focus* will be on facilitating delivery of economic opportunities, housing, social facilities and supporting infrastructure. Since Strategic Planning as well as the detailed Land Use Planning and Management Systems for the Greater Edendale Area have already been initiated and a broad based planning and development Framework is being established, there is a need for establishing certainty and development confidence in the Functional Areas through action oriented development proposals.

This level and type of planning to be undertaken will be such that it will prepare the Functional Areas for public and private investment by identifying:

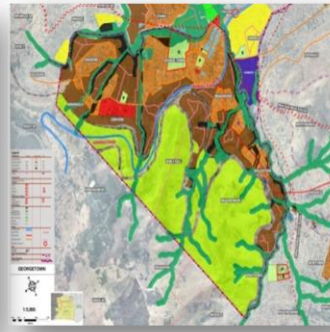
- Prime economic opportunity zones;
- Locations with the most accessible social infrastructure; and
- Areas that is most accessible in terms of future housing needs.



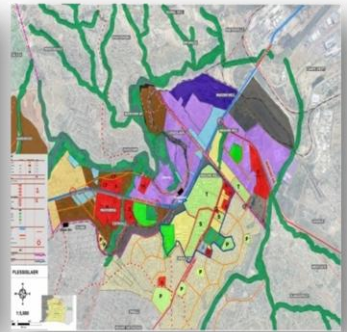
Caluza PDF



Dambuza PDF



Georgetown PDF



Plessislaer PDF

Parallel to this process, twelve housing projects were identified in Edendale by the various ward Councillors for in-situ upgrade. After much analysis and consultation, five of the twelve areas were identified as priority projects in the Dambuza area. The housing projects were subsequently approved by the Executive Committee, it being also noted that these projects are listed as priority projects in the IDP and are reflected in the SDF.

Accordingly, the Executive Committee resolved that:

- *"the five projects are approved for packaging to be submitted to the Department of Housing for Conditional Approval; and*
- *the Council agrees to become the developer and approves that the projects meet the housing requirements of the municipality in terms of the IDP"*

Whilst preliminary detailed designs were completed in house, upon completion of the layout exercise, two issues became evident. The first issue being that the design process would have to be extended to areas outside of the housing projects as blatant gaps was apparent in the built environment landscape. The second issue however, related to the State land that had recently been transferred to the Municipality which now required planning and integration into the local area. Further, there is a need to provide planning and design for the 46 informal settlement areas identified in the Housing Sector Plan including the Shenstone/Ambledon area.

This exercise provides the Municipality with an opportunity to complete an integrated cadastral of the Greater Edendale area which will give effect to future, properly planned development and investment in the local area.

### 1.5.3 Ambledon City

The conceptual recommendations of the Edendale/Imbali ABM SDF are based on the following broad characteristics:

- The essence of the concept is to create a new focus of "greenfields" developments, together with the adjacent Ashburton /Lynnfield ABM, in the undeveloped land in the east of the ABM and the private land holdings in the Ashburton area, that will serve to:
  - Create an integrated development that breaks away from the apartheid past;
  - Acts as a catalyst to induce new development, in that will also enhance the N3 corridor; and
  - Creates housing opportunities for upper-lower-income and middle-income housing.
- A clear, coherent, north-south and east-west road system lattice of major mobility/ arterial roads at approximately 2 km spacing that will ensure maximum choice of routing and linking to the entire south-eastern area of the municipality;
- A hierarchy of differentiated nodes [to be phased in over time] will be identified in good interceptory locations relative to the road hierarchy;
- Densification will be encouraged around all major nodes, especially around the proposed Shenstone Node;



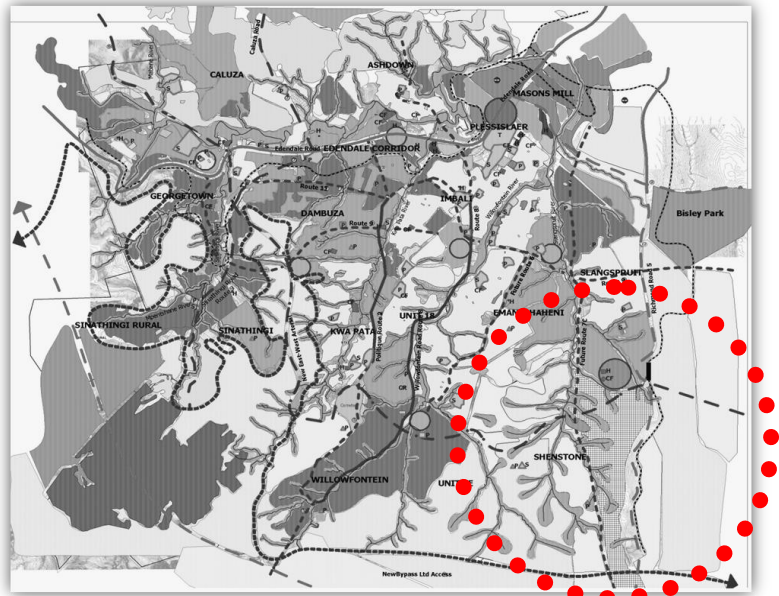
- Less emphasis will be placed on the Edendale Corridor compared to past plans;
- An open space system will be created in relation to the river system and linked to existing commitments such as Bisley Park; and
- An Urban Growth Boundary will be defined along the edge of the steep land, the forest, and linked through to the N3 Corridor; such that development related infrastructure can be managed, directed and/or deflected in order to phase and contain growth; but without creating land monopolies that will raise land prices.

In so doing, the above characteristics creates the foundation for the proposed Ambleton City – a City within a City. This concept is largely based on the elements of the Breaking New Ground approach which promotes the ideals of an inclusive and creative human settlement.

Given the “greenfields” nature of Shenstone/Ambleton; its location to key access corridors; and its identification in the Msunduzi SDF [2010] as a Multi-Use Community Level Node, the creation of Ambleton City is heralded as an innovative approach towards integrating the post apartheid city into Pietermaritzburg.

Situated on the southern edge of Pietermaritzburg City, Shenstone/Ambleton lies adjacent to Foxhill and Thornville in the east, Ematsheni and Willowfontein in the west, Baynesfield in the south and lower parts of Slangspruit valley in the north.

Measuring almost 1600ha in extent, Shenstone/Ambleton is predominately undeveloped apart from housing projects located to the north of the site. Subsequently, the level of bulk infrastructure is restricted to areas of development although provisions have been made for future reticulation along Bus Route 7. The area is situated along Richmond Road to the east and is characterized by steep slopes, wetlands, river courses [Slangspruit River] and areas of high biodiversity [Msunduzi EMF].

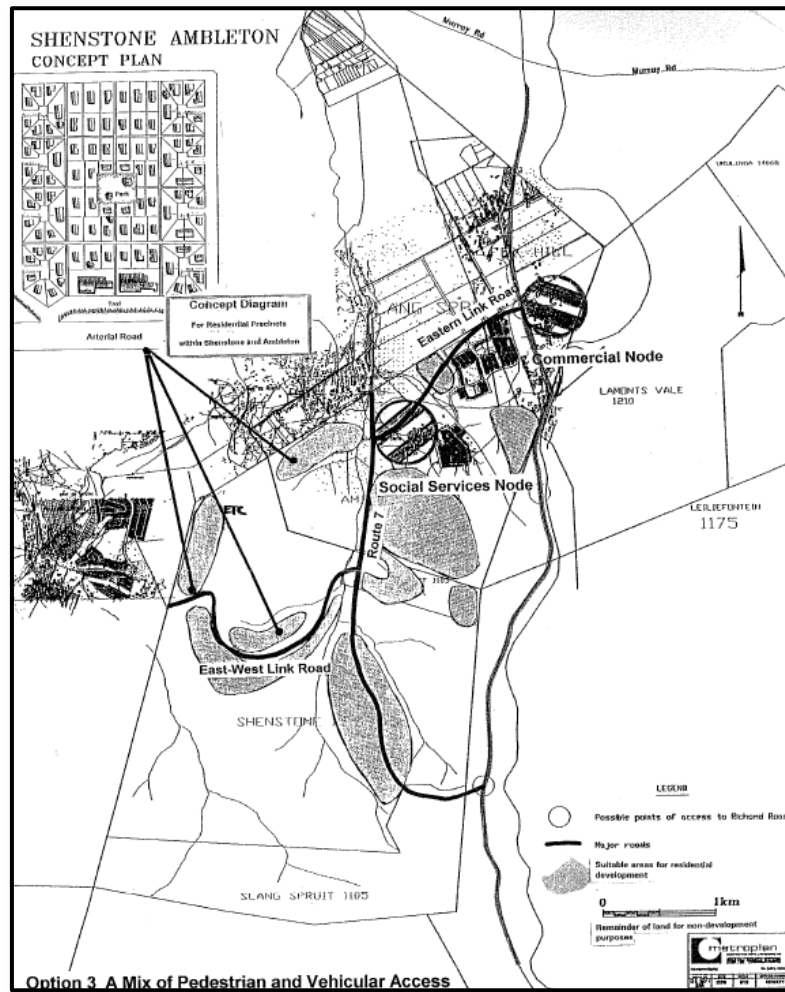


**Edendale/Imbali ABM SDF Plan**

Subsequently, the level of bulk infrastructure is restricted to areas of development although provisions have been made for future reticulation along Bus Route 7. The area is situated along Richmond Road to the east and is characterized by steep slopes, wetlands, river courses [Slangspruit River] and areas of high biodiversity [Msunduzi EMF].

In 1990, the then Housing Provincial Administration approved the establishment of a low income residential development on both the farms Shenstone and Ambleton. As the project’s underlying land was privately owned, it was thus acquired by the Province of Kwa-Zulu Natal and consultants were appointed to prepare a layout for Phase 1 which was declared a less formal township in terms of the Less Formal Townships Establishment Act of 1991 [LFTEA].

In June 1998, the former City Council approved the Concept Plan for Ambleton and Shenstone. The Concept Plan gives underlying explanations for the land use proposals and infrastructure.



Between 2002 and 2003, development proposals and layouts for the various Phases 2A [2] to 2E were approved by Council and services and houses were built in terms of these phases.

In November 2007, Council's Executive Committee gave approval for the preparation of a Proposal Call for the development of Ambleton City, in terms of the National Department of Housing's Comprehensive Plan [Breaking New Ground]. The area has also been investigated in terms of the Department of Housing's Social Housing Strategy for consideration of rental accommodation. As such, Ambleton and Shenstone were identified as a Restructuring Zones [RZ] in 2008 by Council towards unlocking funds for social housing development.

In support of the above initiatives, the following documentation was prepared for the Shenstone/Ambleton area:

- Geo-Technical Study by Davies Lynn and Partners [1991];
- Concept Plan by MetroPlan [1998];
- Rapid Scan of Agricultural Potential by the Institute of Natural Resources [INR][1998];
- Environmental Scoping Report by Uddi [2002];
- Road and Bulk Analysis by Bradford and Conning [2002];
- Hydrological Study by SiVest [2003]; and
- Environmental Management Plan [EMP] by Terratest [2006].

To date, the extent of development in Shenstone/Ambleton has been limited to infrastructure and housing stock. As mentioned extensively in the previous section, there is now a need to move away from a "silo" based attempt at development.

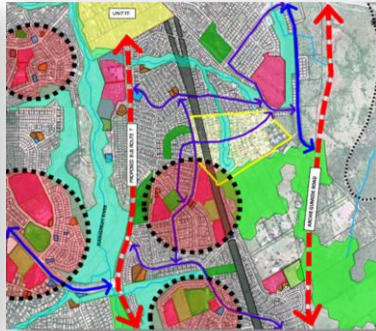
The Municipal Housing unit has had funds made available from the Provincial Department of Human Settlements to commence with further phases in the Ambleton area. Consequently, planning at GEDI has progressed with preliminary



layout designs being completed for the Shenstone/Ambleton area that not only includes areas of high density residential but also a balanced mixture of uses that promote economic development and environmental sustainability that is in line with principles set out in the Guidelines for Human Settlement and Planning Design [CSIR, 2005].



Example: Draft Land Use Framework



Example: Concept



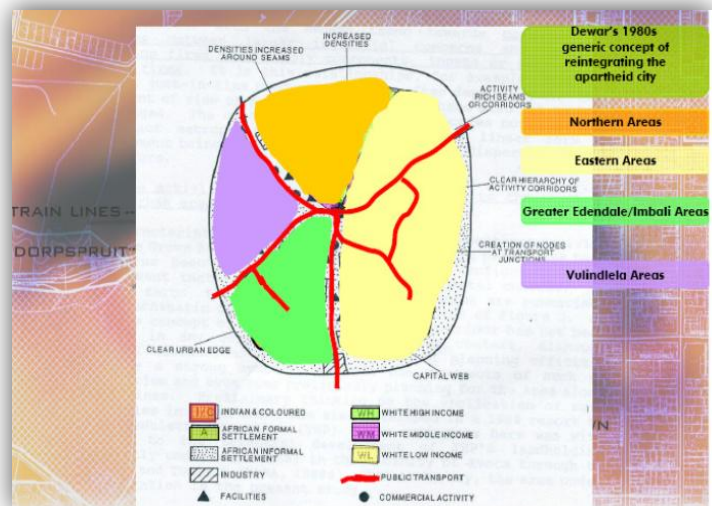
Example: Preliminary Layout

It is noted however, that the above process whilst extensive and commendable, is almost entirely a spatial one and that before development can take place, further supporting studies will have to be undertaken to build the foundation of a "City within a City".

## 1.6 Project Brief

The spatial goals of the Msunduzi SDF are as follows:

- Stitching together all parts of the city;
- Creating an area with diverse economic activities;
- Optimizing the land uses to meet the demand for housing, services, facilities and economic opportunities;
- Developing a movement system which links areas and ensures accessibility to facilities and enables community interaction; and
- Developing sustainable environments.



**David Dewar's generic concept of integrating the Apartheid city, illustrated in the context of Msunduzi Municipality**

All of the above is epitomized in the recommendations that:

*"Shenstone and Ashburton are developed and link the Low Income areas of Edendale and Imbali into city, together with additional employment opportunity areas."*

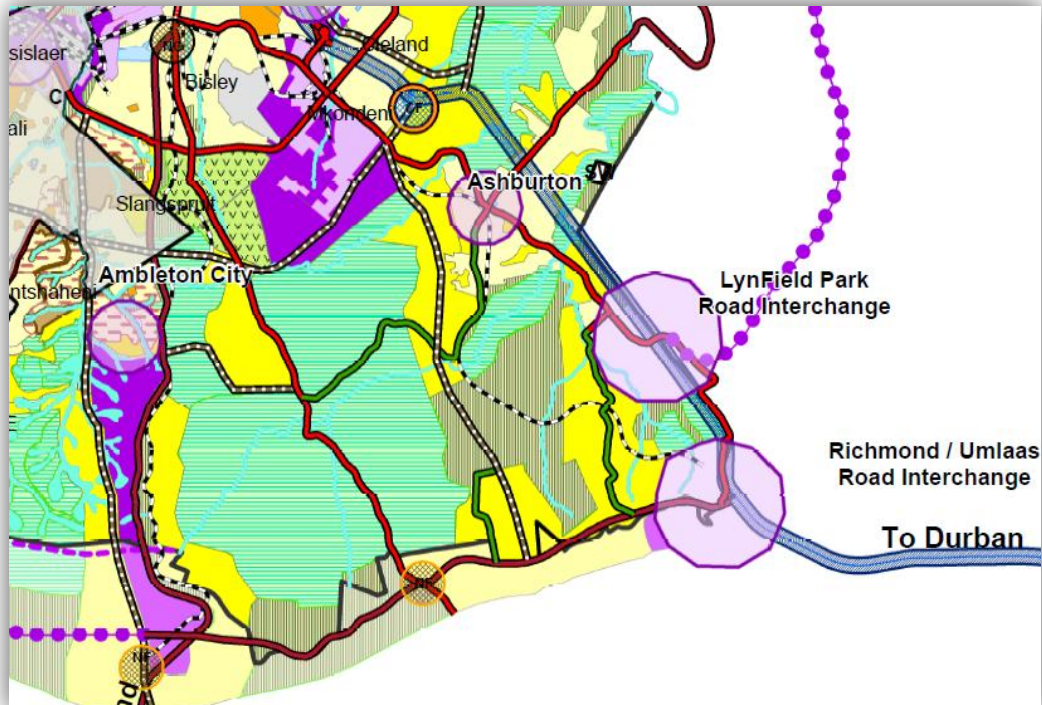
*"This major Node will comprise shops, offices, institutional and administrative and community uses; as well as higher density housing. The Node also abuts a proposed industrial area and adjacent residential area. It will connect to a major arterial and to a proposed rail station. In order to avoid ad hoc decisions being made an appropriate guiding framework must be produced."*

*"The Ashburton area has been identified as:*

- *An area for an open space system;*
- *An area for Restricted Use; NS*

- *An area for long term development.*

*...given the need for increased certainty, it is necessary to ensure that more detailed guidance is created to guide development in both the short, medium, and long term. Consequently, it is recommended that such a Plan be commissioned."*



**Extract from the Msunduzi SDF (2009)**

As per the above recommendations supported by Council, there is now a marked need to appoint consultants to respond to the development of these areas through proper planning and by using an inclusive approach.

## 1.7 Scope of Work

The appointed consultant is required to produce:

- 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.
- 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];

However, given the extent of the study area it is suggested that the appointment consultants "break up" the area into manageable precinct areas that will each have their own character and opportunities for development that will need to be planned and managed accordingly.

The planning and management of these precincts should be aimed at turning the identified functional precincts into local activity systems that will provide a range of facilities, opportunities and services required. Further, roles need to be identified for each Precinct based on their inherent qualities and characteristics to either protect and/or enhance the environment, and/or to support and accommodate human settlement and activity. These roles must relate to the function that each will play in the municipality and the description of their contribution to the overall planning and development objectives of the Municipality as described in the Municipal IDP.

The appointed consultants will be required to undertake, inter alia, the following:

- Apply National and Provincial Spatial Development imperatives to the local context;
  - Review of various National Development Policies and Programs, dealing with land development and land reform matters. These include Planning and Development Legislation, Spatial Development Initiatives, protection of natural resources and high potential unique agricultural land, etc;
  - Review of the Provincial Development Policies, with particular focus being paid to the Provincial Growth and Development Strategy [PGDS], White Paper on Rural Development, Provincial Tourism Development Policies etc;
  - Identification of spatial implications of various Districts and local municipalities' sector plans. These include the Public Transport Plan, Land and Housing Sector Plan, Cemetery Development Plan, etc;
  - Review of the policy framework for land use management in various land use zones;
  - Assess current population structure and undertake projections to 2015 , 2025 and 2030;
  - Undertake a social-economic survey and analysis;
  - Assessment of the capacity of existing bulk utility services: - water, electricity, sewage and refuse disposal and spatial identification of areas currently operating at maximum capacity, areas that have capacity and areas where upgrading is currently required;
  - Assessment of the capacity of existing road system and analysis of movement pattern for both goods and people and spatial identification of areas currently operating at maximum capacity, areas that have capacity and areas where upgrading is currently required. The analysis should take into account the nature of development occurring along certain roads;
  - Evaluation of the existing open space system within the context of leisure, conservation and aesthetic requirements and existing zoning;
  - Spatial identification of areas required to form part of the open space system that are currently not identified or protected;
  - Spatial identification of natural resources and environmentally sensitive, heritage and conservation areas and catchments that require special restrictions to be placed on development;
  - The identification of the eco-tourism potential of the area located between the eThekweni Metropolitan Region and The Msunduzi Municipal Area incorporating the Mkhambathini Integrated Ecotourism Corridor and the integration of the proposed 'Big Five' Game Reserve and Meander Zones;
  - To promote all equestrian activities within the study area and facilitate the development of an equestrian centre with clubhouse and arena facilities;
  - To promote and facilitate the development of tourist related facilities and amenities;
  - Analysis of the agricultural potential of the area, taking into account the bio-resource information, previous studies, current agricultural activities and local knowledge. Particular attention should be paid to urban agriculture opportunities;
  - Analysis of the settlement pattern taking into account population distribution, settlement densities and opportunities for densification, trends, access to services and facilities, movement pattern etc;
  - Strategic land use survey including the spatial identification of current and committed projects;
  - Identification of spatial opportunities and constraints;
  - Quantify and identify spatially, the current lack of strategically located social facilities;
  - A review and analysis of the impact of recent trends within the context of the scenario that is now emerging in which priorities are now being given to the economic dimension of the corridor development resulting in the promotion of ribbon commercial and industrial development. This has to be considered against a backdrop of the policies contained in the Integrated Development Plans [IDPs] of the municipalities that straddle the corridor; An analysis of the conflicts in respect of socio/economic development proposals from speculators and developers within the study area and having regard to the agricultural/rural residential character of the area;
  - Produce a SWOT analysis and general state of the environment report.
- 
- Formulate and develop a spatial development vision for the Study area;
  - 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 Local Area Plan;

- 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;
- 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 promote the development concept of a City within a City, within the study area;
- Present the potential environmental impact(s) of the desired future spatial structure of the study area;
- Consider and respond to the impacts of climate change and the promotion of the green economy;
- Particular attention be given to reviewing the corridors, nodes and "opportunity areas" as structuring elements in order to: -
  - Establish a clear understanding of what is meant by a corridor, *i.e.* whether ribbon development will be permitted on existing subdivisions or whether development will still be required to be structured in larger clearly defined and planned nodes in accordance with widely accepted town planning principles;
  - Translation of development nodes, corridors into strategic areas for investment and development. This includes agricultural, tourism, manufacturing, industrial, commercial, and other Economic Development sectors;
  - Spatial identification of areas having the highest potential for new or infill development/densification within the context of biophysical suitability, minimum environmental impact, availability of services, economical extension of services and proximity to compatible land uses;
  - Formulate urban design criteria to guide and manage development within existing and any future nodes. In this regard the proposed establishment of a development node around the N3/Lion Park Road interchange be evaluated in the context of applications for industrial, commercial and residential development in the area. The content of a Socio Economic Report, that was prepared by Dr J McCarthy during November 2006 as a component of the Strategic Environmental Assessment [SEA] of the Mkhondeni River Catchment is relevant; and
  - Accommodate existing residential uses located along or in a designated corridor or nodes;
  - Manage the interface between designated corridors and nodes and surrounding residential activities, particularly special residential uses, in a manner which protects the amenity of such uses;
- In the context of the N3/Lion Park Road and N3/R604 [uMbumbulu-Eston Road]:
  - Establish a clear understanding of what is meant by an "opportunity area" and "opportunity point " in the development of the study area; and
  - Establish a clear understanding of what is meant by mixed use development and where this element would be appropriate.
- Determine and plan for land and facilities including amongst others, residential, business, industry, leisure, community, agriculture and environmental;
- Determine the potential future requirements for utility services;
- To promote waste minimization through recycling;
- Sectoral land-use capacity analysis relating to development scenarios that may derive from the project;
- Prepare an overall Bulk Services master Plan to support development of the study area;
- Integration of local sector plans and a clear indication of the manner in which the spatial impact of different sectors would be coordinated;
- Promote the provision of a coordinated public transport system and address issues concerning traffic management, road safety and circulation [public, private and light and heavy duty vehicles];
- Spatial identification of housing opportunities for different income categories;
- Prepare a Planning and Development Framework in support of the above;
- 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 controls in support of the revision of Town Planning Scheme and present guidelines for the Land Use Management System;
- Formulate and illustrate a five year phased approach towards development within the Local Area Plan;
- Describe process and strategies for alignment between the Local Area Plan, SDF 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 Plan can be used for the implementation of projects by sector departments; and
- Proposals on how the Local Area Plan 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