



NEIGHBOURHOOD DEVELOPMENT PARTNERSHIP GRANT

Towards the identification of urban hubs in
the Greater Edendal and Northern areas

URBAN NETWORK STRATEGY



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NEIGHBOURHOOD DEVELOPMENT PARTNERSHIP GRANT

URBAN NETWORKS STRATEGY

TOWARDS THE IDENTIFICATION OF AN URBAN HUB IN THE GREATER EDENDALE AREA

PURPOSE OF SUBMISSION

The purpose of this **Submission** and attached supporting documentation is twofold:

- [a] To record, the process and due application of the NDP Urban Design Toolkit towards the identification of an Urban Hub in the Greater Edendale Area, and
- [b] To present a Concept Note and Business Case outlook in elaboration of the above technical process in compliance with the prescripts defined by the Neighbourhood Development Partnership Grant.

In so saying, the **Submission** served as a basis for engagement and dialogue with NDP, to achieve consensus on the technical aspect of the exercise [ie. the identification of the Urban Hub]. To this end, the **Submission** would inform the re prioritisation of the Grant Funding allocated to the Municipality.

With the foregoing in mind, the **Submission** would prompt the preconditions of such expenditure on the Technical Assistance Grant informing the preparation of **Urban Network Strategy**.

1 NEIGHBOURHOOD DEVELOPMENT PARTNERSHIP GRANT

1.1 Background

- 1.1.1 The Neighbourhood Development Partnership Grant (NDPG) was announced by the Minister of Finance in his budget speech on 15 February 2006. **The primary focus of the grant is to stimulate and accelerate investment in poor, underserved areas by providing technical assistance and capital grant financing for municipal projects that have either a distinct private sector element or an intention to achieve this.**
- 1.1.2 The NDPG is structured in the form of a conditional grant and its purpose is to support and facilitate the planning and development of neighbourhood development programmes and projects that provide catalytic infrastructure to leverage 3rd party public and private sector development towards improving the quality of life of residents in targeted underserved neighbourhoods (townships generally). Division of Revenue Bill, 2013 (Bill No. 02 of 2013)
- 1.1.3 The NDPG is driven by the notion that public investment and funding can be used creatively to attract private and community investment to unlock the social and economic potential within target areas, namely:
 - Townships that were originally created as separate areas for black people (or Coloured or Indian), generally located on the periphery of towns and cities
 - Low-income housing estates, which are generally not fully functional neighbourhoods
 - Informal settlements

- 1.1.4 This in turn will contribute to South Africa's macro-economic performance and improve quality of life among its citizens. The key principles forming the foundation of the NDPG are:
- Economic growth is a fundamental prerequisite for achieving other policy objectives including poverty alleviation and improving quality of life.
 - Consequently, government spending on fixed investment should be focused on areas where growth opportunities and economic potential has been identified.
 - This government investment ought to be aimed at attracting private sector investment, stimulating economic activities and creating long term employment opportunities.
 - Government's efforts to address social inequalities should focus on people, not places. Where localities or areas have little development potential, government spending over and above the provision of basic services, ought to focus on providing social transfers, human resource development and labour market intelligence, thereby enabling those who wish to migrate to localities that are more likely to offer economic opportunities and sustainable employment.
 - Future settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent or linked to main growth centres. As such, infrastructure investment and development spending should primarily support localities that are earmarked to become major growth nodes.
- 1.1.5 Through redressing imbalances in the provision of community facilities and quality places, the NDPG aims to address economic underdevelopment that will contribute directly to the economic prospects of the country as a whole and thus aiming to:
- Leverage private and community investment into NDPG target areas;
 - Enhance the collateral value of properties in NDPG target areas;
 - Create the conditions for the business development;
 - Achieve efficiency in the movement of goods and people by restructuring the spatial form of neighborhoods by introducing mixed land uses and supporting the introduction of activity nodes and movement corridors;
 - Create vibrant public and economic spaces; and
 - Build institutional and developmental capacity that will contribute to social and economic cohesion.
- 1.1.6 In an assessment of the programme, a need was however identified for a more focussed approach to ensure that optimum long-term impact is achieved. This approach entails the consolidation of the current interventions located throughout the townships into strategic locations that are easily accessible and offer a diverse land use, services and activities. The primary purpose is to achieve spatial transformation in order to optimise access to socio-economic opportunities of township residents whilst creating an enabling environment of private and other public sector investment.
- 1.1.7 There are two categories of funding available under the NDPG – namely, funding for Technical Assistance, and Capital Grant funding. This report relates to the technical assistance fund.
- 1.1.8 **Technical Assistance** funding will play a critical role in assisting municipalities in three ways:
- In the preparation of township development strategies and plans, and the identification of projects to support township regeneration within the context of an overall plan.
 - In the development of a business case for identified projects (including preparation of feasibility studies and business plans, etc.) for release of the capital grant funding in line with the aims and strategic intent of the NDPG.

- By providing funding for training, capacity building, facilitation, project management and knowledge management in the context of supporting capital investment (i.e. in combination with capital grant funding).

1.1.9 Aspects to be covered by **Capital Grant**:

- Capital funding to construct, purchase, refurbish and re-utilise any public facilities or places.
- Funding associated with implementing any of the above (e.g. marketing and information campaign associated with a new development initiative as a central component of its successful implementation – like attracting additional investors
- Medium-term (less than one year) operational and maintenance expenditure associated with the implementation of new or innovative approaches (this may be funded through the TA fund).

1.2 Urban Networks Strategy

1.2.1 In the absence of an integrated and co-ordinated city-wide urban regeneration strategy has very low impact hence the NDP has introduced the **Urban Networks Strategy** to reshape the urban spatial form. The proposed new strategic direction for the NDPG is based on a spatial development approach that builds on an urban network model, which is “a transit-orientated precinct investment planning, development and management approach aimed at strategic spatial transformation”.

1.2.2 The elements of this model are firstly the primary network stretching across an entire urban, consisting of primary nodes (including the typical CBD, established primary nodes and Urban Hubs to be supported / established in township areas) and the main movement lines / public transport linkages connecting the nodes. It also includes the secondary network that consists of lower order nodes connected to the primary nodes / Urban Hubs via secondary public transport linkages.

1.2.3 The main point of intervention of the NDPG will be to support the establishment and/or improvement of the Urban Hub and in this way support the establishment and formalisation of anchor points in the primary urban structure in township areas where this is still lacking. The Urban Hub is envisaged to function as a town centre for a surrounding residential area (township of cluster of townships), and in addition provide access to the rest of the primary urban network. The Hubs should be **located as such that they can act as gateway precincts**, linking the secondary urban network within the townships with the established primary network of the rest of the urban area.

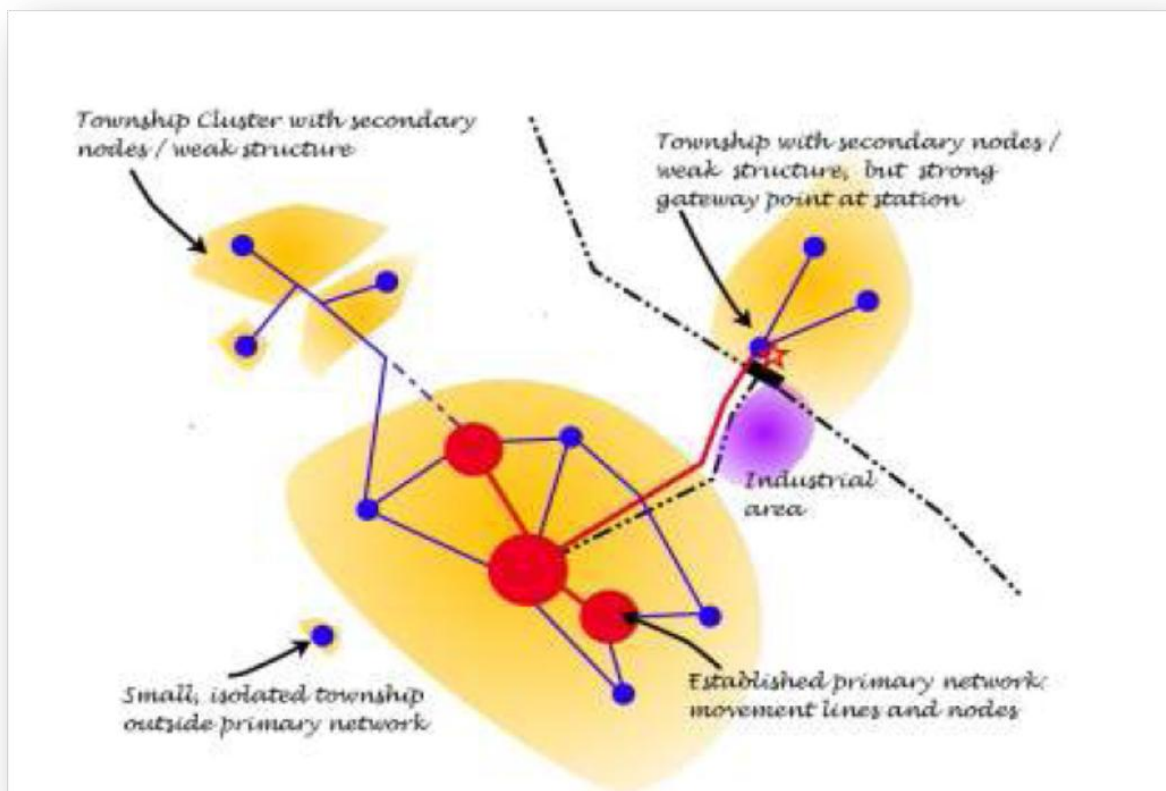
1.2.4 The following guidance has been provided by the Neighbourhood Development Programme Unit in terms of the envisaged location, role and composition of Urban Hubs:

“A Neighbourhood (Urban) Hub will function as the “town centre” for the surrounding township of cluster of townships and provide access to the rest of the wider urban area. It will be planned and developed as a high density, mixed use precinct that contains a variety of land uses, services and activities.

*At the core of the Neighbourhood (Urban) Hub will be an efficient intermodal public transport facility and a system of public spaces and walkways where people can experience a diverse range of activities. Land uses such as retail, recreation, offices, banking, community facilities and government services, hospitality / tourism, leisure and high density housing will be located around the core within an urban design framework that **promotes a vibrant sense of place in which to live, work and play**. A variety of tenant types and sizes and high levels of both public and private sector investment will define the Neighbourhood (Urban) Hub as a place of convergence and high connectivity.*

The location should be determined by criteria such as accessibility, proximity, connectivity, cost and/or effort to get to and from the Hub. It is premised on the notion that some places are of greater importance than other because they are more central. The key objective in this regard is to optimise public transport convergence.”

- 1.2.4 In order for the NDPG investment to be optimised in terms of long term impact, clear direction is required on identifying (1) the ideal composition and design of the Urban Hub and (2) the most suitable location / location criteria for these Hubs.
- 1.2.5 There is a strong focus on spatial urban form and spatial targeting using the Urban Networks Strategy to accelerate catalytic interventions in the municipalities. This is due to the severe inequality that is clearly represented in the spatial form of all our cities:
- Exclusionary (spatial patterns of access to services and opportunity)
 - Inefficient (growing fiscal and economic costs in supporting the current spatial form and design)
 - Unsustainable (severe environmental and social risks)
- 1.2.6 Public policy unwittingly reinforced these divides, and set them in concrete:
- A lack of adequate forward planning to deal with continuing pulling power of cities & environmental factors affecting cities
 - A renewed focus on the quality of urban and economic growth is required
- 1.2.7 Two spatial principles underpin the Urban Networks Strategy namely the **primary and secondary networks**:
- The **primary network** is at city-wide scale and consists of anchor nodes, i.e. the CBD and a number of Urban Hubs, as well as Activity Corridors between these anchor nodes.
 - **Secondary Nodes** are smaller nodes within township areas connected to the Urban Hub and serving as “neighbourhood” or lower order nodes.



1.3 Hub Identification

- 1.3.1 The methodology to spatially identify Urban Hubs is approached in the following manner. Firstly, the strategic location factors emerging from the specific policy direction and urban design criteria. Secondly, the concept upon which the technical methodology will be based will be described and verified. As a last step in methodology development the technical aspects, such as process and indicators.
- 1.3.2 The approach for the identification of has been designed in line with the notion that at different scales, different location criteria are relevant:
- **National Scale (level 1):** Identify strategic urban areas to ensure maximum impact both in terms of number of people benefitting and potentially high return on investment to attract private sector investment.
 - **City Regional Scale (Level 2):** Identify the current primary network, and the townships or clusters of township that will have to be demarcated as the “catchment areas” for Urban Hubs. In township cluster identifications, factors to consider include the location of the townships in relation to the primary network, population/ household numbers to ensure adequate thresholds to ensure viability of investment in Hubs, and physical and topographical barriers separating areas.. *(see measures and indicators table & diagram)*
 - **Local Scale (Level 3):** Identify The most suitable location for an Urban Hub per township / township cluster will be identified, based on location criteria such as existing municipal planning and on-going initiatives, existing concentrations of activity, accessibility via public transport, linkages to primary and secondary urban network, etc. *(see measures and indicators table & diagram).*
- 1.3.3 The most critical spatial location factors are based on centrality and the urban network concept:
- The Hub should form a link between the existing primary network of the urban region and the secondary network of the township within which it is located, i.e. performing a **gateway function** between the township, the established urban network and areas of opportunity.
 - Certain elements in the Hub should **serve the local population** in the township / township cluster, but other elements could / should also **draw people and activities in** from the wider region, and the Hub should serve as an **outward distribution point for people and services** to the rest of the region.
 - The Hub should be located at a **central point with high accessibility**, addressing requirements such as connectivity to the surrounding area and primary network, and low cost and/or effort to get to and from the Hub.
 - The Hub should be located at a point of **public transport convergence**, which will form the foundation of its accessibility and connectivity.
- 1.3.4 In addition to purely spatial location factors, critical socio-economic aspects also have to be considered:
- The Hub should facilitate not only spatial, but also social and economic integration. Here the potential link with longer term restructuring zones becomes a key consideration. Socio-economic integration also implies movement of people, goods and services between the Hub and other areas of the region, i.e. the presence or establishment of certain key regional services and amenities.
 - The Hub should be attractive to private sector investment, i.e. the potential economic viability of the location in terms of target markets, economic clustering, visual exposure, access requirements, safety, etc. should be considered.

- Has been acknowledged by the municipal authority as having the potential to be a significant secondary Hub after the CBD;
- Has been tested in terms of its capacity to be connected to a Primary Hub via the Urban Networks Programme principles described;
- Handles a large number of people moving through it on a daily basis;
- Has a major transport facility (rail if not BRT) or the potential to accommodate a viable one;
- Has the potential to function as a town centre / economic Hub offering employment and larger scale retail possibilities;
- Has the potential to accommodate public facilities if it doesn't have them already;
- Has the potential to accommodate higher density housing options;
- Has sufficient capacity within the infrastructure networks to accommodate future development;
- Has sufficient vacant land to offer viable development options; and
- Is free of geotechnical, heritage, legal and or environmental constraints that would significantly restrict future development.

1.4 Design of Urban Hub

1.4.1 The proposals need to do the following as a minimum:

- Create a sense of place by responding to the topography, climate, human needs, function and culture.
- Cater for those on foot (not at the exclusion of the car but always prioritised above the car)
- Be structured around a safe, convenient, secure, comfortable public space network supported by a mix of land uses and activities. A public network of spaces and links should be the most important focus of intervention within these hubs.

1.4.2 **Composition** of Hub and required **size of catchment area / population**: The type and level of land uses, and as a result the population thresholds and optimum size of catchment area, are important not only for Hub location but also to identify the relevant townships / township clusters which will be the catchment areas.

1.4.3 Design criteria considerations would include e.g. which uses to be located in centre vs on edge of Hub, desirable street pattern, relation to public and private transport entry points, linear vs. concentric development, etc.

TOOLKIT	AIMS
Toolkit Part 1: Identifying the key spatial informants and defining the Hub Precinct	<ul style="list-style-type: none"> • To understand the key spatial opportunities, constraints and challenges. (Template to be used which is a list of the key areas of investigation required to identify the main opportunities and constraints /challenges) • To define the extent of the Precinct
Toolkit Part 2: Identifying the structural typology and main structuring elements	<ul style="list-style-type: none"> • To identify the structural typology which best reflects the Hub Precinct's future transport scenario. (in Msunduzi Municipality will be Typology 3) • To define what the main structural intervention should be given the size of the Hub Precinct and the levels of

	<p>continuity/discontinuity within the proposed Access Network and the surrounding networks.</p> <ul style="list-style-type: none"> To clarify what the future transport related infrastructural elements should be, what their approximate size / capacity will be and how they relate to each other functionally. This will require PT service networks to be provisionally aligned and facilities identified and located.
Toolkit Part 3: Conceptualising the Land Use components	<ul style="list-style-type: none"> To identify the main land uses and facilities that would locate within the Hub Precinct and provisionally fix their location in relation to the proposed Access Network. To provisionally identify the housing typologies required to achieve the required densities. To prepare a Spatial Concept for the Hub Precinct.
Toolkit Part 4: Conceptualising the form of Development	<ul style="list-style-type: none"> To prepare Sub-Precinct Plans. Sub-Precinct Plans should identify how the urban blocks will be laid out at a conceptual level indicating proposed bulk / GLA where appropriate, land use and how the parking is to be addressed.
Toolkit Part 5: Making the Public Realm	<ul style="list-style-type: none"> To prepare a set of detailed design guidelines for the Precinct Hub with furniture specifications if required, followed by more detailed urban design frameworks for each of the respective sub-precincts.
Toolkit Part 6: Considering an appropriate Phasing Strategy	<ul style="list-style-type: none"> To consider a planning and implementation phasing strategy. (The most important issue to bear in mind is that the NDP will focus investment only on the public infrastructure (roads, civils, transport) and public facilities.)

1.5 Methodology and Timeframes

- 1.5.1 The method stipulated below follows a path which is strategic point in the beginning, traversing towards physical implementation accessing funds from both the Technical Assistance and Capital Grant of the NDPG.



1.5.2 In simpler terms, several stages need to occur in order as the project proceeds, which are as follows:

Stage 1

- Engagement Two (Technical Meeting – 18th July)

Stage 2

- Council resolution approving participation in the NDPG
- Institutional / Governance arrangements
- Confirmed NDPG conditions (Memorandum of Agreement)
- Urban Network Identification
- Service Provider procurement & capacity support requirements

Stage 3

- Urban Network Plan completed

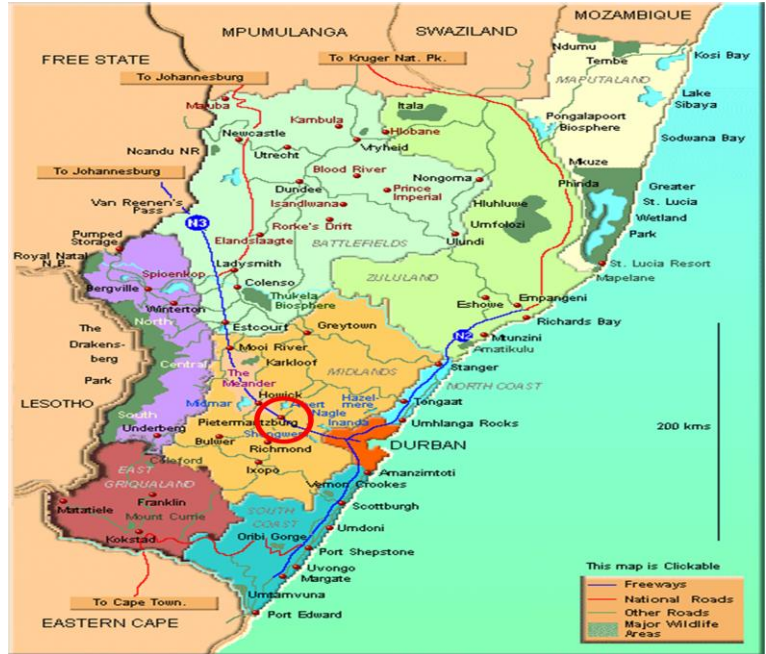
Stage 4

- Precinct Plan completed
- Catalytic NDPG projects identified with timeframes

2 MUNICIPAL DEVELOPMENT CONTEXT

2.1 Msunduzi: Locality and Overview

- 2.1.1 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 km² 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.



- 2.1.2 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.
- 2.1.3 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.
- 2.1.4 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.

- 2.1.5 '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.
- 2.1.6 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).
- 2.1.7 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.
- 2.1.8 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.
- 2.1.9 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.

2.2 Msunduzi and Space Economy

2.2.1 City Influence and Overview

- [a] A city is not isolated from external realities and risks, and nor is it immune to its own set of changes, challenges and opportunities. In this regard, city making is typically presented as the shape or pattern of settlement in the landscape in two dimensional terms. In three dimensions and at a strategic level, it refers to the outcome of structure, function and process, which needs to be clearly articulated if meaningful city making and urban forms are to be achieved. As such, a strategic framework which considers the configuration of spatial relations and structures and tackles head-on the dualistic and polarised nature of the city's space economy is required.
- [b] Moreover, 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. In addition, 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. City strategies support continuity amidst uncertainty. To achieve sustainability, cities must mediate multiple tensions. 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.
- [c] The Strategy 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. It also provides a perspective that is linked to a continuous process of spatial transformation [restructuring of the city landscape] wherein substantial room for creativity is allowed both in development, planning and decision making. In this context, the strategic framework should provide a renewed focus on decisive interventions to ensure accelerated and shared economic growth, poverty alleviation, improved service delivery and eradicating historical inequalities such as spatial distortions, inefficient and unproductive cities and so on; and finally fitting the municipal's actions into a coherent spatial term of reference.
- [d] Metropolitan areas are large urban settlements with high population densities, complex and diversified economies, and a high degree of functional integration across a larger geographic area. Unlike many cities of a similar stature and status, Msunduzi which is an aspirant metro, lacks a clearly articulated Corporate Strategic Development Agenda in response to the development of its area of jurisdiction. Accordingly, the urgent need for the preparation of a Plan as a growth path directive and scenario planning instrument which realises a developmental and sustainable Msunduzi Metropolitan complex, and a globally competitive city, is called for.
- [e] 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.
- [f] 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.

- [g] 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.

- [h] 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.

- [i] 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.

2.2.2 National Spatial Perspective

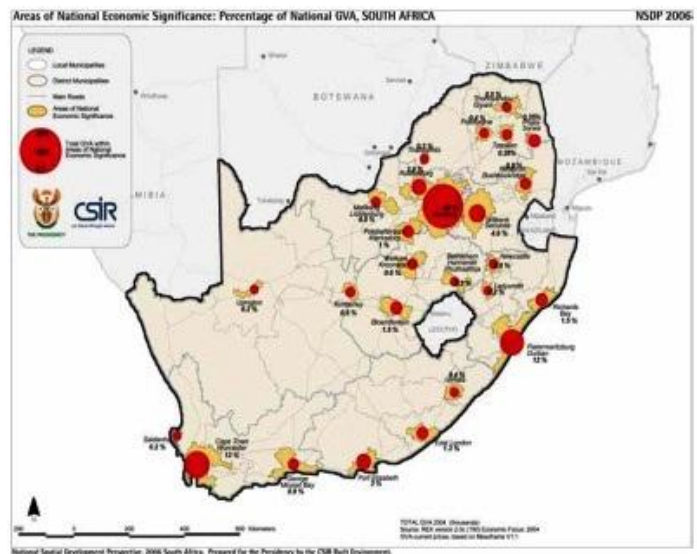
- [a] The main policy directives at a national level, which informs provincial and local development planning in South Africa, are contained in the principles of the National Spatial Development Perspective [NSDP]. The NSDP provides a description of the spatial manifestations of the main social, economic 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.

- [b] 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.

- [c] 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.

- [d] 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. In this case, nodes and corridors [designed as “arteries”], were identified based on the following factors:



- Inherent economic potential;
- Configuration of investments to ensure infrastructure viability through sustainable revenues streams;
- Crowding-in investments;
- Public-Private-partnerships [PPPs] and Community-Public-Private-partnerships [CPPPs];
- Political commitment; and
- Rapid planning and delivery.

- [e] The targets outlined in national imperatives 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.

- [f] The second decade of democracy has to underwrite the political gains of the recent past with the formation of a working economic democracy. This requires a new set of policies and programmes that address the legacy of spatially inefficient and unproductive cities. In this case, the NSDP outlines a framework to meet the government’s aims of economic growth, poverty alleviation, employment creation, improved service delivery and eradicating historical inequalities such as spatial distortions

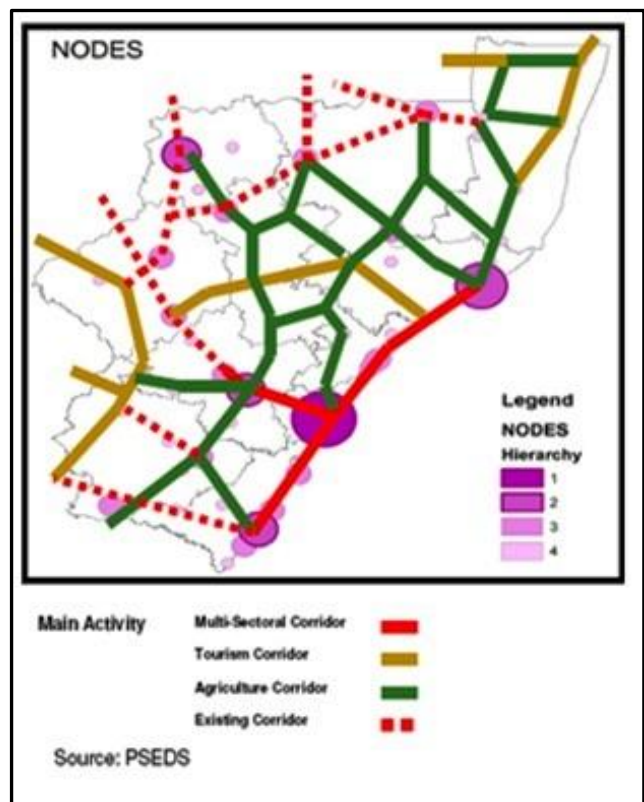
- [g] Integrated Development Plans (IDPs) will need to provide more rigorous assessments of potential by combining the NSDP's initial interpretation with local knowledge and research. Through a process of interaction and dialogue, these provincial and municipal planning instruments will then define each locality's development potential. Henceforth, the municipality and its IDP should act as a tool to help government to move beyond mere focusing on integration & coordination procedures to establishing processes & mechanisms to bring about strategic coordination, interaction and alignment.

2.2.3 Provincial and District Policy and Planning Context

- [a] At a provincial level, the Provincial Spatial and Economic Development Strategy (PSEDS) has been developed as a provincial translation of the NSDP and an input into the Provincial Growth and Development Strategy (PGDS) for KwaZulu-Natal

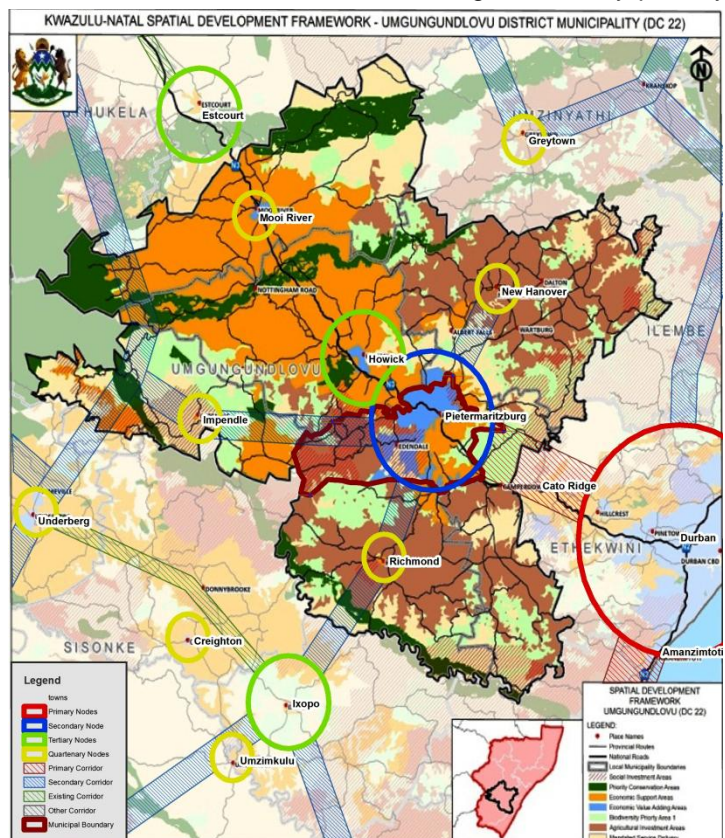
- [b] The PGDS provides a framework for public and private sector investment, indicating areas of opportunities and development priorities. It addresses key issues of implementation blockages whilst providing strategic direction. The PGDS implies a developmental approach to government. This implies a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



- [c] 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. PSEDS echoes the sentiments expressed in the NSDP and recognises the strategic location and development potential of Msunduzi, particularly Pietermaritzburg. The areas potential for tourism, commerce and industry is also recognised. It is identified as a secondary node and in line with the NSDP, a focal point for investment and development

- [d] As a secondary node, The Msunduzi is viewed as a regional urban centre with good existing economic development and the potential for growth. It services the regional economy and plays an important role in the web of national and provincial corridors and nodes. As a result of all of the above, the PSEDs has identified two “provincial priority corridors” for mixed economic investment, and these are mapped in relation to service sector nodes. The provincial priority corridors are code-named PC1 [eThekweni / Umhlatuze] shown in red in the figure above, and PC2 [eThekweni / Msunduzi / uMngeni] shown in brown. Clearly the latter is of signal importance for Msunduzi.
- [e] Finally it might be observed here that the PSEDs diagrams themselves are obviously illustrative of economic development concepts, and should not be not misinterpreted as spatially rigid; rather, the key analytical point is that there are challenges of **comparative economic advantage** that Provincial government seeks to harness through the strategy: “The PSEDs emphasises the need to invest the province’s strengths in order to address poverty and create employment”.
- [f] At a district level, the Umgungundlovu District has identified Pietermaritzburg as the only primary node within its area of jurisdiction, reflecting the economic development potential of the city, and the emerging metropolitan status of the area. It is the second largest city in KwaZulu Natal and the capital of the province. Being the dominant economy (accounting for between 75% and 80% of the district economy) within the district and an important link between the coast and the hinterland, affects its economy in a number of ways and generates specific opportunities. The Msunduzi Municipality was further identified as an area with tourism and manufacturing potential, as well as services, especially in health, education, ICT and logistics.
- [g] The spatial planning perspective of the District Municipality in relation to its area has been evolving over time, as is evidenced by the current SDF review. In addition to this review, most recently it has also become evident that the District Municipality sees N3 freeway intersection points as key economic drivers. The Umgungundlovu District Municipality infers that these intersections will be the focus of development pressures for especially manufacturing/industry and commercial/services use. Given both national and provincial policy as outlined above, as well as international experience, it would be wise for the District to accommodate as much of this pressure as is possible, given environmental constraints and the need to protect the approaches to the two major provincial tourism assets located within its boundaries.
- [h] 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.

[i] However, as the current outputs of the Umgungundlovu SDF review process indicates, and as some of the preceding material in this report also indicates, the issue of corridors cannot and should not be restricted to the N3 corridor alone. A number of general points are made in this regard in relation the main current output of the SDF review:

- First, it is clear that a hierarchy of nodes and corridors is required, with the N3 National and Provincial priority corridor at the apex of that hierarchy in terms of its ability to generate growth and employment, which is at the same time accessible to people in some of the fastest growing yet poorest population areas of the District.
- Second, it is clear that Msunduzi is, and will remain, the primary node, and that almost all District corridors will be inevitably be arranged to either traverse it, or provide cross-links between each other on its periphery;
- Third, agriculture is an important employment bedrock for all of the inter-nodal zones, especially to the south and west of the District, and the viability of tertiary and rural nodes are closely linked to this sector's health; and
- Fourth, and probably most importantly, most economic growth and new jobs – probably 90% of such – will derive in this district from the non-agricultural and non-primary sectors, most particularly:
 - Services;
 - Manufacturing;
 - Construction; and
 - Tourism.

[j] And, probably 90% of that will be aligned either along the provincial priority corridor, or along the District Primary corridors. These are mostly both intra-metropolitan corridors within Msunduzi and inter-urban corridors within the District, as such should be jointly planned and facilitated, partly in terms of the intra-metropolitan corridor concepts referred to at the outset, and partly in terms of the inter-urban concepts also referred to with locally sensitive emphases upon the core principles of Comparative advantage, Efficiency and Integration.

2.2.4 Msunduzi: Comparative and Competitive Advantages

[a] One growing understanding in economic development is the promotion of regional clusters and a thriving metropolitan economy. In today's global landscape, location is vitally important and becomes a key in competitive advantage. The cluster of similar industries, specialties, skilled labour force, and technologies help lower transaction costs and foster a growing environment of commerce, entrepreneurship, exports, and other market productive activities.

[b] There have been several major phases of development theory since 1945. From the 1940s to the 1960s the state played a large role in promoting industrialization in developing countries, following the idea of modernization theory. This period was followed by a brief period of basic needs development focusing on human capital development and redistribution in the 1970s. Neo-liberalism emerged in the 1980s pushing an agenda of free trade and Import Substitution Industrialization (ISI), emphasizing comparative advantage. More recently Post development theory has emerged to challenge the ideas of western-based development by arguing against reductionism, universalism, and euro centricity. Post-Development Theory is rooted in the experiences of Latin America, Africa, and India.

- [c] Over time KwaZulu-Natal 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. Moreover access to two deep water ports provide a key competitive advantage and effectively position the region to increase its share of the global market.
- [d] The economic Gross Domestic Product for the province of KwaZulu-Natal and several municipalities shown in the table below (C. Coetzee, May 2013), indicates the growth patterns of Msunduzi Municipality in comparison to other towns and cities; and KwaZulu-Natal as a whole. Msunduzi has demonstrated moderate growth with an average growth rate of 3.96%, marginally above the provincial average of 3.38% for KwaZulu-Natal.

Gross Domestic Product						
Real Y-o-Y Growth Rates	KZN	EThekwini	Msunduzi	Mthlatuze	Hibiscus	Newcastle
2003	2.74	2.74	2.74	6.33	6.33	6.33
2004	4.5	4.5	4.5	4.5	4.5	4.5
2005	5.76	5.76	5.76	5.76	5.76	5.76
2006	5.53	5.53	5.53	5.53	5.53	5.53
2007	5.89	5.87	5.87	5.87	5.87	5.87
2008	3.97	5.14	2.46	9.93	0.91	3.67
2009	-1.78	-4.17	5.05	-13.1	5.05	-1.21
2010	3.76	4.98	-0.36	10.53	0.15	3.37
2011	3.69	3.62	4.1	3.56	3.75	3.65
2012	2.95	2.49	3.99	0.83	4.03	3.01
	KZN	EThekwini	Msunduzi	Mthlatuze	Hibiscus	Newcastle
Average	3.38	3.65	3.96	3.98	4.19	4.05

- [e] The municipality possesses a number of economic advantages including:
- Locational Advantages: the centrality of the municipality and the fact that the municipality is bisected by the N3 corridor which is the primary logistics corridor linking Gauteng with the Durban Harbour;
 - Natural/ Geographic Advantages: Highly fertile land;
 - Human Capital Advantages: Good schools and tertiary institutions; and
 - Institutional Advantages: The Msunduzi enjoying 'Capital City' status.
- [f] Agglomeration economies refer to the positive externalities of industries co-locating in the same place. Put simply the idea is that when economic activities cluster together spatially there are advantages to all the actors in the cluster in the form of lower input prices, more efficient labour markets, and, in particular, the spillover and intense exchange of ideas in a way that

spontaneously increases innovation and productivity. Land use decisions introduce strong non-convexity in consumers' preferences and production technologies. The essence of cities is the agglomeration of many people and firms in close quarters. Face-to-face communication is one of the major reasons why people and firms co-locate in a city. This introduces an element of non-price competition, which complicates the operation of market forces. Further, high density, traffic congestion, pollution, over-exploitation of resources, environmental degradation and public services involve externalities.

- [g] Thus, unlike traditional economics, externalities are a common feature in the study of city problems. Also, the existence of distance among locations implies that the producers of local goods (both public and private) can enjoy a monopolistic situation. Monopolistic and oligopolistic competitions are common features of urban markets. Lastly, many spatial phenomena such as migration, concentration of population, urban sprawl, decay and renewal are inherently dynamic and cannot be studied meaningfully by the application of static economic analysis. The existence of durable buildings and other infrastructure amenities introduce indivisibilities and fixed costs. Urban land use theory and capital theory need to be combined to analyze many urban issues (Fujita, 1989).
- [h] Some of the lessons from urban economic analysis, which have relevance to metropolitan land use and development planning, are:
- Space, which introduces fixities and non-convexities in the choice sets, matters significantly in locational decisions;
 - History of settlements and the development patterns already attained exert inertia into decision-making on location;
 - Spatial external economies of agglomeration and congestion create divergences in private and social benefits and costs;
 - Agglomeration externalities, including those emanating from land use planning contain hidden sources of financing city development, including transportation;
 - Zero congestion is sub-optimal from the social point of view;
 - Users pay, beneficiaries pay and polluters or congestors pay are appropriate principles for financing city development and services;
 - Infrastructure development capitalises into land values and immobile land is a First Best instrument of financing city development – Henry George Theorem.
- [i] These lessons have a great deal of significance for city development planning and policy. This study deals with the most distinctive feature of urban economies, i.e. agglomeration externalities and draws implications for land use and transportation planning in the Msunduzi metropolitan region. Both poverty and opportunity are assuming an urban character since cities are the places where diverse social and economic benefits present themselves.
- [j] Proximity to concentrations or agglomerations of production (land, capital, financial resources, technology, transport, people, communications systems and energy) can generate substantial economic opportunity, innovation and income growth, especially for the poor. Against this background, it seems more prudent and appropriate to locate the poor closer to existing agglomerations of urban opportunities, in a more appropriate and sustainable urban form.

2.3 Msunduzi and City Perspective

2.3.1 Background

- [a] Msunduzi Municipality is striving to address high levels of poverty and unemployment [twin evil] within the context of widespread and deeply entrenched imbalances, as a result of decades of apartheid planning within its area of jurisdiction. Given the long years of neglect that have to be reversed, the transformation challenges that face the City are formidable. Apartheid has fundamentally damaged the spatial, social and economic environments in which people live, work, raise families, and seek to fulfill their aspirations. Local government has a critical role to play in rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and truly non-racial society. The Constitution of the Republic of South Africa mandates local government to:
- 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 environment.
 - Encourage the involvement of communities and community organizations in the matters of local government.
- [b] Local government must also promote the Bill of Rights, which reflects the nation's values about human dignity, equality and freedom, and uphold the principles enshrined in the Constitution. Within the framework of the Constitution, the basis for a new developmental local government system is presented, which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way.
- [c] It presents four characteristics of developmental local government, namely exercising municipal powers and functions in a manner which maximises their impact on social development and economic growth; playing an integrating and co-ordinating role to ensure alignment between public (including all spheres of government) and private investment within the municipal area; democratising development; and building social capital through providing community leadership and vision, and seeking to empower marginalized and excluded groups within the community.
- [d] It urges local government to focus on realising developmental outcomes, such as the provision of household infrastructure and services; the creation of liveable, integrated cities, towns and rural areas; and the promotion of local economic development and community empowerment and redistribution.
- [e] It also provides three approaches which can assist municipalities to become more developmental, namely integrated development planning and budgeting; performance management; and working together with local citizens and partners. It emphasizes the potential of integrated development planning as a mechanism to enable prioritization and integration in municipal planning processes, and strengthen links between the development and institutional planning processes.
- [f] It proposes a process for the development of a performance management system for local government; and suggests ways in which municipalities can engage citizens and community groups in the affairs of the municipality in their capacities as voters, citizens affected by municipal policy, consumers and end-users of municipal services, and partners in resource mobilisation for the development of the municipal area.

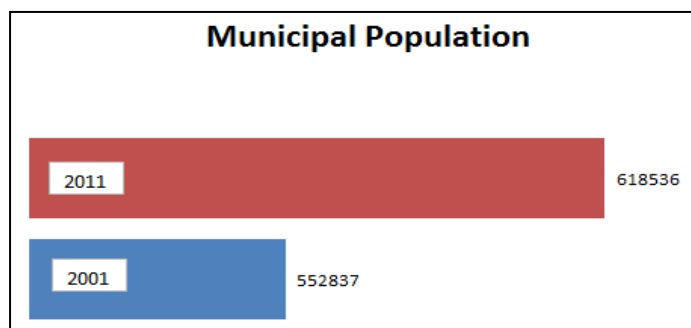
- [g] The Municipality is required to execute its mandate having regard to the following profile of the city: The Msunduzi Municipality is the second largest in KwaZulu Natal and is proudly the Capital of the Province. The confirmation of the capital status of Msunduzi has entrenched its role and position as the administrative and political hub of the KwaZulu Natal. The Municipality is moving in the direction of achieving Metropolitan status, and, as such new and more strategic approaches to reviewing the Integrated Development Plan (IDP) have been adopted.

The Municipality at a Glance	
Total Population	618 536
Average Household size	163 993
Population growth rate [2001 – 2011]	1.12%
Unemployment	33%

2.3.2 Socio-Economic Profile

[a] Population

The recent Census (2011) indicates that the population for the Msunduzi municipality has risen from a total of 552 837 people in 2001, to 618 536 people in 2011 which represents an average annual growth rate of 1.12 percent per annum. The Census also indicates that the number of households has risen from 130 292 in 2001, to 163 993 in 2011 although the average household size has decreased from 4.0 people per household in 2001, to 3.6 in 2011. Wards with the highest populations include wards 13, 16, 17, 18, 28, 30 and 34 each with more than 20,000 people per ward.



[b] Population Structure

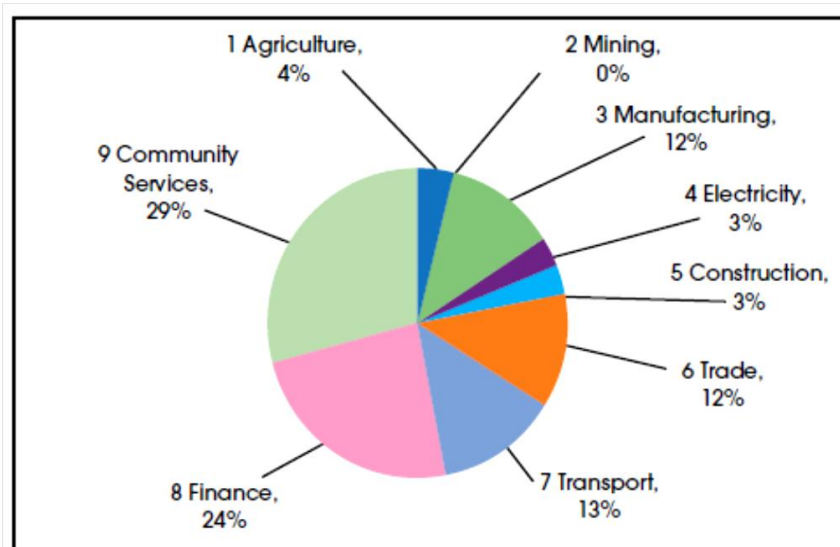
The Census figures also indicate that there are more females (54.55%) than males (45.45%) in the Municipality, a trend that has strengthened since 2001. The number of women-headed households has also increased since 2001 from 44.5% to 45.2% of all households in 2011. The Census (2011) also indicates that the majority (68.4%) of the population fall within the economically active age cohorts (15 to 64 years) with 26.6% being under 15 years of age, and 5% being 65 years and older. A further positive trend is that the dependency ratio of people within the 15 to 64 age cohort has decreased from 51.5% to 46.2%, although this figure still remains high.

[c] Education Levels

In terms of education levels, the Census (2011) indicates that the percentage of adults over 20 years with no schooling has decreased from 10.9% in 2001, to 5.5% in 2011. The percentage of adult with a matric qualification has also increased from 24.5% in 2001 to 33.7% in 2011. Residents with qualifications higher than a matric have also improved from 9.2% in 2001 to 13.1% in 2011.

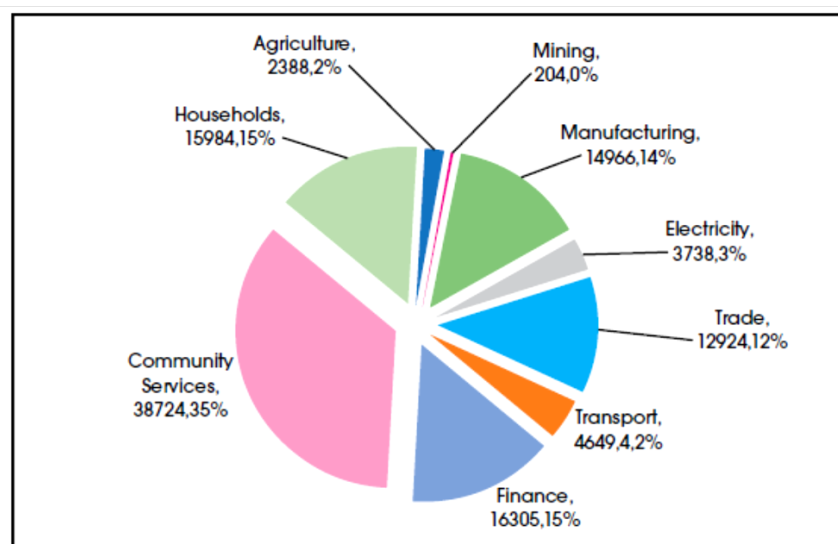
[d] The Economy

In terms of key economic sectors driving the Msunduzi Municipality, Treasury statistics for 2012 indicate that the dominant sectors in terms of GDP are Community Services (29%), Finance (24%), Transport (13%), Trade (12%), and Manufacturing (12%). These are summarised in the figure below. The economy for the Msunduzi municipality is experiencing a period of positive growth after a period of negative growth in 2010. The recorded GDP growth rate for 2010 was 3.85%.



[e] Employment

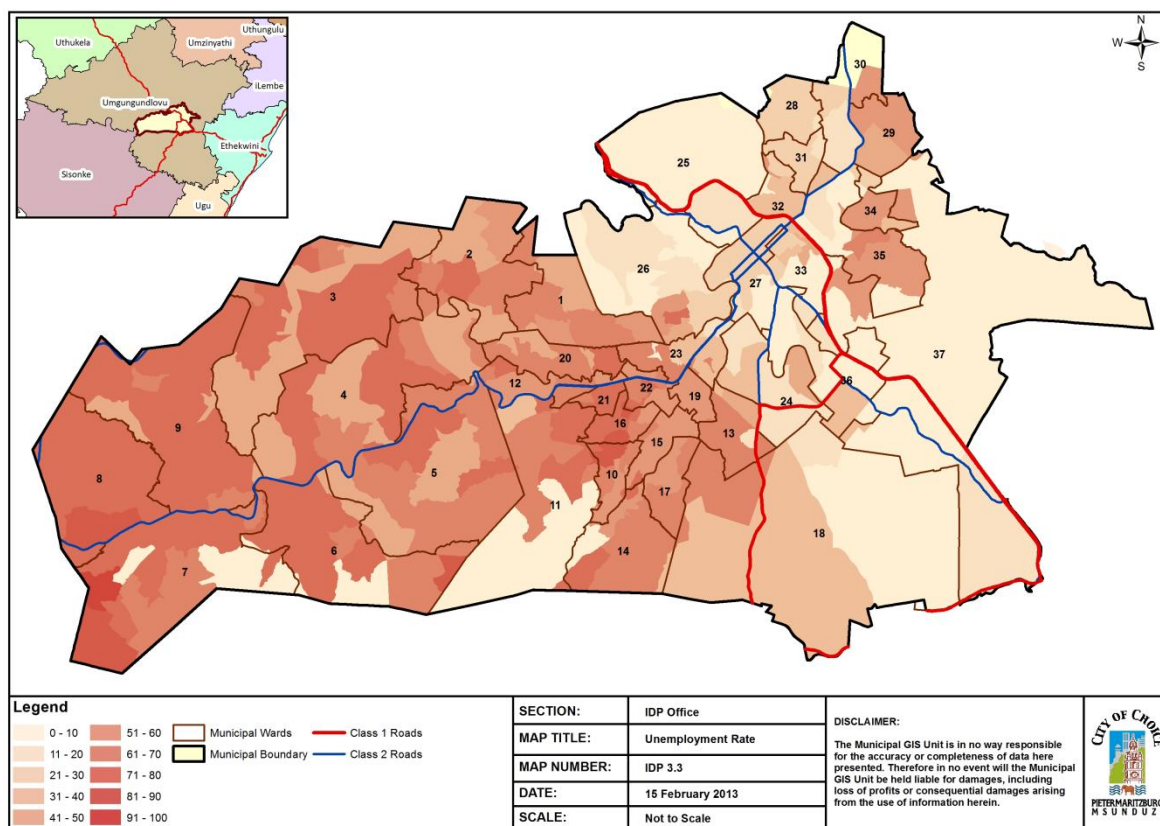
The HIS Global Insight data indicates that in 2011, 111 014 people were formally employed in the Municipality with the majority, approximately 35% or 38 724 people, being employed in Community Services, followed by 15% in Finance and a further 15% being employed in households. The data indicates that employment in Msunduzi in 2011 accounted for 68.48% of the formal employment in the uMgungundlovu DM, a figure that is up from the 64.5% in 2001. The figure below indicates the number of Formally Employed People per Sector (HIS Global Insight, 2011)



[f] Unemployment

Census (2011) indicates that levels of unemployment have declined from the high figures of 48.2% of the economically active population in 2001, to a figure of 33% in 2011. COGTA (2012) estimated the unemployment levels for the Msunduzi Municipality at 45%, which is above the

provincial average. A further positive trend is the decline in the youth (15 – 34 years) unemployment rate, which stood at 58.2% in 2001 and declined to 43.1% in 2011. At a municipal level the expanded public works programme play a vital role towards reducing unemployment in the city.



[g] Poverty, Inequality and Food Security

The Human Development Index (HDI) is a statistic created from data on life expectancy, education, and percapita GDP, as an indicator of standard of living. This table indicates an increase in the percentage of people in poverty between 1996 and 2001, followed by a decrease of the percentage of people in poverty between 2001 and 2007.

Human Development Index (HDI)			Percentage of People in Poverty			Unemployment rate, official definition (%)		
1996	2001	2007	1996	2001	2007	1996	2001	2007
0.60	0.62	0.63	35%	45%	41%	20%	31%	28%

Source: Urbanisation Paper, Clive Coetzee, 2009 [Social Development and People Living in Poverty]

In a recent study by the African Food Security Urban Network (AFSUN) (2012) on gender and food insecurity in Southern African Cities, it was found that a high proportion of the total household expenditure in the Msunduzi Municipality (52%) goes on food. The study notes that this is widely recognised as an indicator of poverty and food insecurity.

As a result, the immediate need to buy food outweighs other long-term needs, such as investment in education, business, and housing. This leaves little leeway in household budgets when they are subjected to income or price shocks. The study also indicated that female-headed households in the Municipality spend a higher share of their income on food than do nuclear households. The study also found that an average of 60% of Msunduzi households, and 64% of female-headed

households, are severely food insecure. Only 7% of households in the Municipality are food secure, as compared to the 44% in Johannesburg, 15% in Cape Town, and 18% in Windhoek.

The Gini coefficient measures the levels of inequality in a society, with the figure of '0' reflecting absolute equality, and '1' representing absolute inequality. For the Msunduzi Municipality, a figure of 0.64 was measured in 2010, which is up from the 0.57 in 1996. This indicates that society in the Municipality is becoming more unequal in nature. It is, however, below the district figure of 0.65 and the provincial average of 0.66.

[i] Mortality and Morbidity Rates

In order to determine Mortality and Morbidity rates for the municipality, the Department of Health's Annual Report (2011- 2012) has been utilised which unfortunately aggregates the information to a District level. This aside, the top four causes of years of life lost in the uMgungundlovu DM are TB (22.4%), Lower Respiratory Infection (LRI) (10.1%), Diarrhoeal Disease (9.2%) and HIV/ Aids (8.6%). In terms of maternal mortality rates, the District average is 193.5 maternal deaths per 1 000 births which is classified as "much poorer than expected".

In 2010 the uMgungundlovu DM had the highest prevalence of HIV/ Aids in the province as well as in the country according to the annual Department of Health anti- natal survey undertaken at state hospitals.

This is of concern and strategies must be developed to address this. The Msunduzi developed an HIV/ Aids Strategic Plan (2012 – 2016) which is included as an Annexure to the IDP. This plan includes the establishment of a local Aids Council.

3. SPATIAL TRANSFORMATION AND STRATEGIC AGENDA

3.1 City Planning Strategies and Theories

- 3.1.1 The City development strategies and theories 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:
- 3.1.2 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.
- 3.1.3 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.
- 3.1.4 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
- 3.1.5 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.
- 3.1.6 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.

- 3.1.7 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.
- 3.1.8 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.
- 3.1.9 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.
- 3.1.10 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.
- 3.1.11 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.
- 3.1.12 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'.

- 3.1.13 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.
- 3.1.14 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].
- 3.1.15 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.
- 3.1.16 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.
- 3.1.17 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. A clearly articulated set of spatial priorities and criteria is one of the mechanisms by which to guide the municipality's choices about investment and development spending.
- 3.1.18 Municipalities stand at the cutting edge of Local Economic Development in the country. The Msunduzi Municipality is no exception, in that as a local government institution it is placed at the cold interface. It is directly exposed to the economic development opportunities and is well positioned to address and respond to the local economic development challenges. It is a key change agent with one of its responsibilities being to give direction and guidance to the development of the local economy. This includes creating a climate conducive to economic development by removing blockages and obstacles, identifying economic development

opportunities and providing support to the small and emerging enterprises including the informal trade economy and so on.

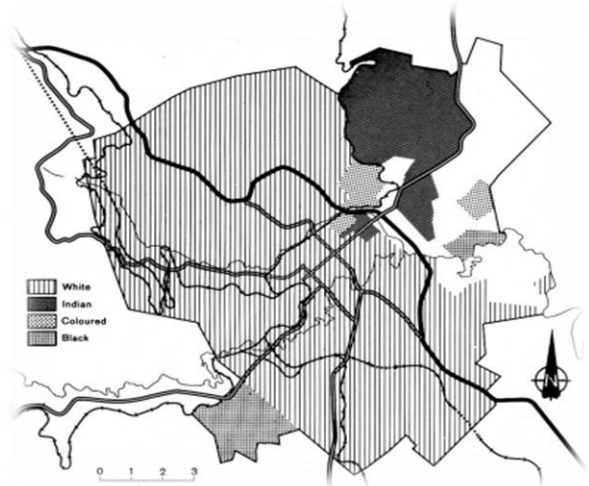
- 3.1.19 Failure to address these challenges is likely to result in economic decline, falling living standards, rising competition for resources and social tension. Persistently high levels of poverty will prompt social instability, leading to a rise in populist politics and demands for short-term measures 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.

3.2 Polycentric City

- 3.2.1 As has been mentioned in earlier, Apartheid has left South Africa with an extraordinary spatial divergence between the economic centres of the country, linked to the city areas, and the densely settled rural areas of the former Homelands, which have very limited economic resources and investments. Within cities there are vast disparities and spatial challenges, with townships located far from most employment opportunities.

- 3.2.2 Apartheid produced a multitude of distortions in the form of income distribution, spatial inequality, living conditions, fragmented markets, unequal educational systems, and disarticulated political structures. There is an urgent need for South Africa to reduce, and eventually eliminate, the poverty and extreme inequalities in income and opportunities and access to resources that are characteristic of the country's economic and social landscape.

- 3.2.3 Msunduzi is a typical apartheid town in the sense that it embodies most if not all the attributes of an apartheid town. The structure of Pietermaritzburg is essentially radial influenced by topography, the policy of racial residential zoning as well as regional influences. In this case, the spatial pattern and corridors composed of predominantly residential land use activities are structured along transportation routes which radiate outwardly from Pietermaritzburg's Central Area, along the relatively flat land contained within river and stream valleys.



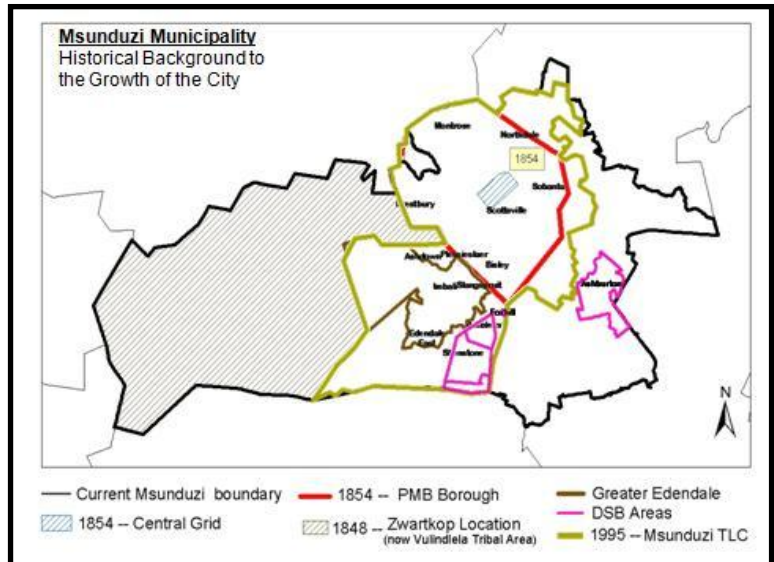
- 3.2.4 In order to understand the challenges associated with the current form of the city and the planning and development interventions that will be required to address these challenges, we must remind ourselves how the current municipal boundaries came about. As illustrated in herein, the Msunduzi Municipality Area consists of three district areas, each of which is home to approximately 200'000 people i.e.

- The former borough of Pietermaritzburg
- Greater Edendale and
- The Vulindlela Tribal area

- 3.2.5 During the 1850's, development was concentrated mainly in the central grid which by and large coincides with the existing CBD. Together with the surrounding townlands it made up the borough of Pietermaritzburg. In 1848, the Zwartkop location to the west of the borough was declared. The boundaries of this area remained unchanged, and subsequently became the Vulindlela Tribal Area. During the 1970's, the Edendale area was established as a separate administrative entity as

part of the Government's apartheid policy. At the same time, in an effort to force people out of townships which formed enclaves in so-called white areas, investment was curtailed into infrastructure and maintenance in areas like Sobantu, leading to a deterioration of residential amenities.

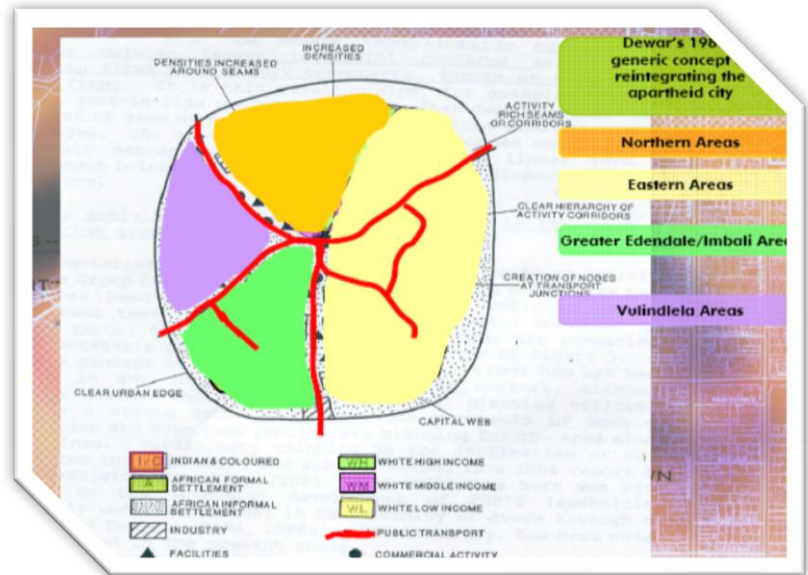
- 3.2.6 At this stage the city as we know it was administered by four different authorities i.e. the Pietermaritzburg Municipality, the KwaZulu Government (Vulindlela), the Department of Co-Operation and Development (Greater Edendale) and the Development and Services Board (Ashburton and Fox Hill). As astonishing as it might seem, these areas were planned and developed in isolation of each other, despite their obvious functional and economic interdependence. In 1995, the Pietermaritzburg TLC was established with the Greater Edendale area and other areas to the east being incorporated into the city. This was followed in 2000 by the creation of the present municipal area, which brought Vulindlela and additional areas to the east and southeast into the city.



- 3.2.7 Although these interdependent areas now form one administrative entity, the outlying area generally still function as dormitory areas to Pietermaritzburg where most of the economic activity is concentrated. One of the primary objectives of the CDS is therefore to reduce the racial separation, spatial segregation and development inequality produced by colonial and apartheid planning.
- 3.2.8 In the promotion of Pietermaritzburg as a national node and given the complex and varied nature of challenges in city's development landscape, various broad interventions have been identified and are recorded as follows:
- Integrate the cities to negate apartheid-induced segregation, fragmentation and inequality. The focus is on upgrading informal settlements, reforming planning systems, and improving transportation and environmental management.
 - Improve housing and infrastructure by encouraging investment, increasing access to finance, maintaining safety and security, and alleviating environmental hazards.
 - Promote urban economic development to enhance the capacity of urban areas to alleviate poverty, increase economic and employment opportunities, and maximise the multiplier effect from implementing development programmes.
 - Create institutions for delivery, which will require transformation and capacity-building at all levels of government, and clarity on roles and responsibilities.
- 3.2.9 Township regeneration and renewal also needs to be seen in the light of government's overarching mandate to reduce poverty and accelerate broad-based economic growth. The application of the NSDP principles is mirrored in the conceptual distinction between the targeting of 'for place' and 'for people' outcomes. The conditions in any given township need to be carefully assessed for maximum developmental impact. Given that many townships are very large and internally differentiated in terms of economic opportunities, township renewal and the City Development Strategy may need to apply different mixes of 'for place' and 'for people' interventions.

3.2.10 The city's radial structure is clearly focused on the CBD as a major node with low levels of connectivity between the peripheral areas. The result is that, the functioning of the city is primarily structured around the CBD.

Therefore, in order to reach a condition where the uneven geography of the city is address and balanced, it is important that this spatial organisation shifts away from the existing radial form towards a hierarchical, multidirectional, legible, open-ended accessibility system, which facilitates convenient access and multidirectional movement on a citywide basis, between districts, and locally between suburbs. The central concern underpinning



contemporary planning is the need to create a new spatial form and structure for the settlements to improve their performance. This position rejects the low density, sprawling, fragmented and largely mono-functional settlement forms that resulted under the apartheid system and which imposed considerable hardship on people. It calls for the emergence of settlement patterns which create benefits accessible to the people. For this to be achieved all settlements should strive to achieve the following qualities:

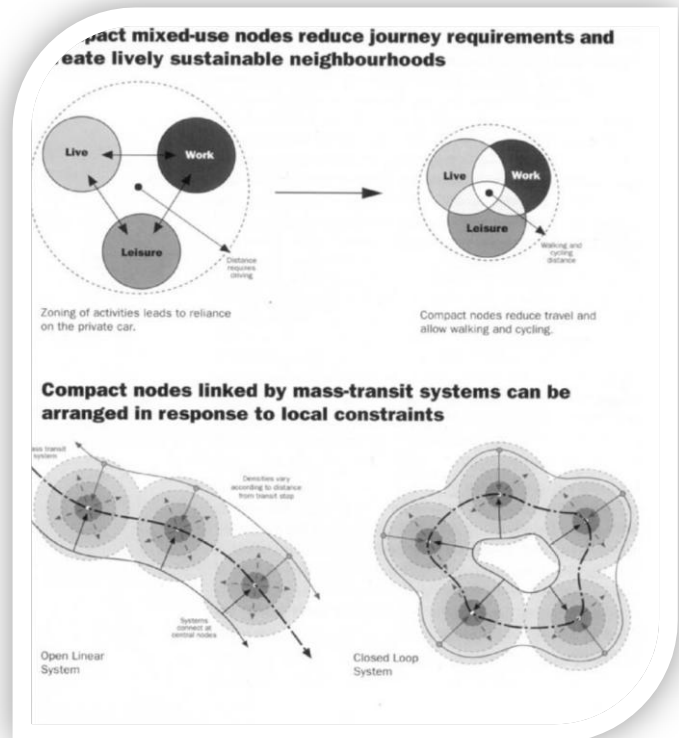
- to generate a wide range of economic opportunities;
- to be convenient to inhabitants to conduct their daily activities, easily and as inexpensive as possible;
- to offer a choice of living conditions to all;
- to be equitable in the sense that all inhabitants have reasonable access to the opportunities and facilities which support living in settlements;
- to promote the efficient use of resources; and
- to give dignity to people through the quality of the public spatial environment.

3.2.11 The compact city hypothesis is introduced as an alternative to urban sprawl which focuses on limiting the peripheral expansion of urban areas, and instead looks to direct development in the form of intensification, increasing the densities of existing urban areas and redeveloping underused or abandoned sites. The compact city is designed to make more efficient use of existing land resources and infrastructure, as well as reducing automobile usage as public transportation becomes more viable at higher urban densities, creating limits to urban growth, encouraging mixed-use development and placing a greater focus on the role of public transportation and quality urban design.

3.2.12 During the early 1990s, compact city policies were enthusiastically implemented by many planning authorities, particularly in the United Kingdom and throughout Europe, as they were linked to the goal of 'sustainable development', popularized by the 1987 Brundtland Report. However, at this stage there was limited critical analysis of whether the compact city could fulfil its promises in delivering sustainability. As a result, a heated debate regarding the compact city has dominated the urban planning literature since the mid 1990s, with many concluding: '...it appears that intensification policies are fraught with contradictions and difficulties' (Williams, 1999: 175). This leads into a critique of the compact city model, based around Breheny's (1997) questioning of its

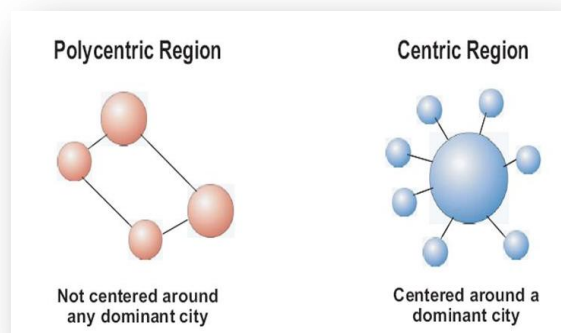
veracity, feasibility and acceptability. These critiques of the compact city model have not generally advocated strongly for a return (or continuation) of urban sprawl, but rather question whether intensification can deliver on its promises of a more sustainable urban future, and also whether urban compaction is acceptable to the general public, and can be feasibly implemented (Breheny, 1997).

- 3.2.13 The need to develop a Polycentric urban city structure has now been emphasised. Polycentricity is a concept which is claimed to promote economic growth and equality across a city/region. A polycentric structure is also asserted to promote links between industrial clusters and encourage innovation and thus economic growth. Within a polycentric urban structure competitiveness and cohesion is encouraged through developing connectivity between the various centres within a city by good transport links. Polycentricism is the principle of organization of a city/region around several political, social or financial centres.



- 3.2.14 A polycentric city structure coupled with a city scale activity system underpinned by public transport, are important drivers for change toward establishing an more 'equitable' and 'high performance' city. The "nuclei" of the polycentric city, it is argued, comprises a series of metropolitan scale foci. These include smaller centres located outside of a centralised core that exhibit higher levels of diversity and complexity. These centres usually in metropolitan planning terms occur within a 15 to 20km radius from the core, and from each other, allowing for sufficient spatial independence to in other words "hold their own" containing then a wide spectrum of urban land uses.

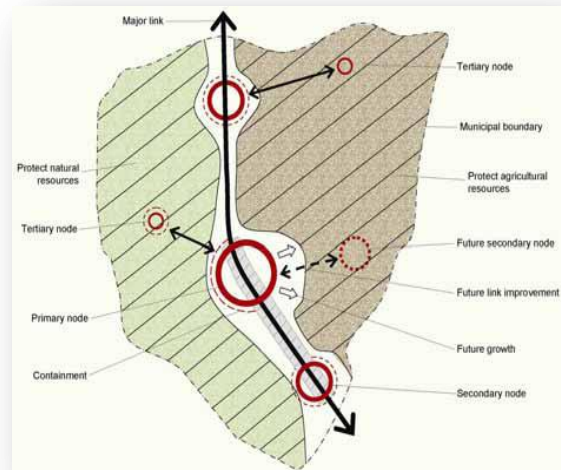
- 3.2.15 These centres each unique in character owe their existence to a range of historical factors including, centres that have their origins in agricultural production, to those created under apartheid, to a few naturally occurring centres that have diversified over time. It is also argued that the Polycentric city also includes various single purpose points of metropolitan foci that have a particular background originating as either regional shopping centres or industrial parks and which have over time grown in size and land use composition. The significance of the Polycentric Model is the ability of the system to generate opportunity for those settlements, currently socially and economically bound to the periphery. The model offers an approach to dealing with the peculiarities of the South African Edge City – the need to reintegrate a real and established disenfranchised urban periphery or edge, which has more purpose and is just, unlike the new frontiers of the North American "Edge City".



3.2.16 A sustainable urban form is based on this series of interlinked compact nodes or neighbourhoods. These neighbourhoods grow around centres of social and commercial activity located at public transport nodes. Together they make up the polycentric city, which can then be defined as network of these neighbourhoods, each with its own parks and public spaces and accommodating a diversity of overlapping private and public activities broad band of mixed use activity around one or more continuous transportation routes, carrying high volumes of public transportation that operate on a stop-start rhythm.

3.2.17 In the making of the polycentric city, the **Urban Network Strategy** should elaborate the following:

- Urban structure – How a place is put together and how its parts relate to each other
- Urban typology, density and sustainability – spatial types and morphologies related to intensity of use, consumption of resources and production and maintenance of viable communities
- Accessibility – Providing for ease, safety and choice when moving to and through places
- Legibility – Helping people to find their way around and understand how a place works
- Animation – Designing places to stimulate public activity
- Function and fit – Shaping places to support their varied intended uses
- Complementary mixed uses – Locating activities to allow constructive interaction between them
- Character and meaning – Recognizing and valuing the differences between one place and another
- Continuity and change – Locating people in time and place, including respect for heritage and support for contemporary culture
- Civil society – Making places where people are free to encounter each other as civic equals, an important component in building social capital.



4 MUNICIPAL SPATIAL PLANNING INITIATIVE

4.1 Land Use Management System

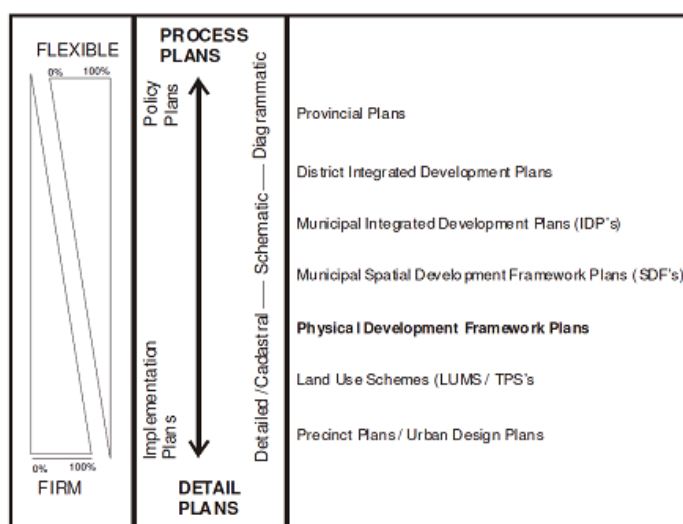
4.1.1 The advent of democracy in South Africa in 1994 ushered in a period of numerous policy and legislative changes, which has had a profound impact on planning practice. This necessitated a new approach to planning and land use management, where a Land Use Management System refers to all the actions required by a municipality to manage land.

4.1.2 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]. A key component of an IDP is a Spatial Development Framework (SDF), which should include basic guidelines for a Land Use Management System (LUMS) that apply to the whole municipality. In addition, the Planning and Development Act, Act No. 6 of 2008 requires the preparation of Wall-to-Wall Schemes as part of an overall LUMS for each municipality.

4.1.3 The Land Use Management System 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 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] - where applicable;
- Provides guidance for sector plans and development initiatives from all government agencies, e.g. land reform programs 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

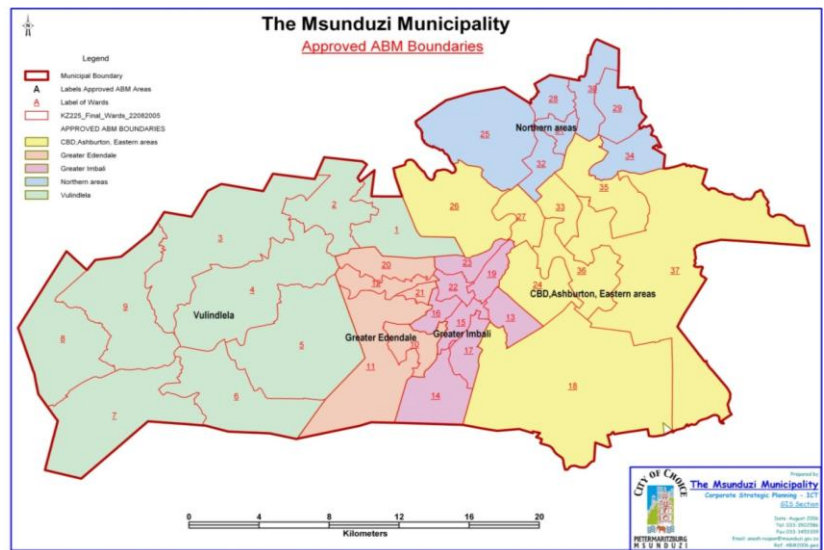
4.1.4 In the context of the Land Use Management System and towards the refinement and review of the SDF, Council has sought to adopt a continuum of plans which constitutes the spatial and physical planning component of the system. In essence, the planning practice and approach effectively endorses a 'package of plans' with varying degrees of detail and application. Local Area and Precinct Plans are part of a suite of plans which forms an inter-related hierarchy or continuum of plans. The suite of plans comprises 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.



- 4.1.5 Moreover, the preparation 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:

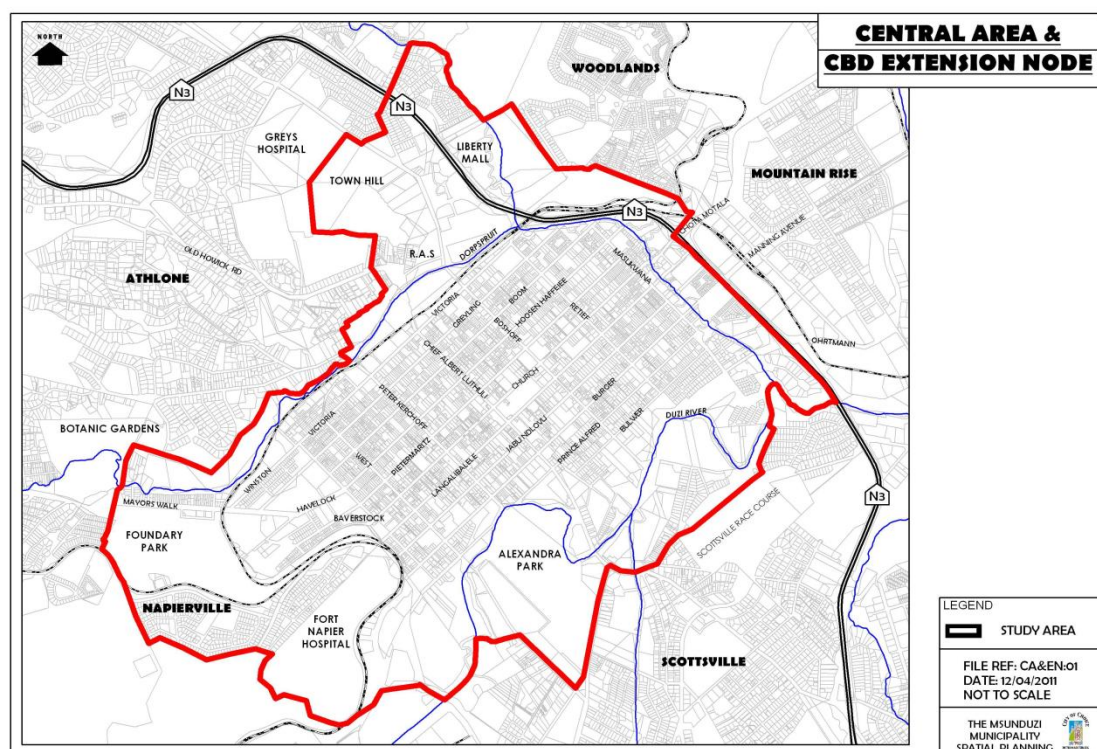
- Vulindlela;
- Greater Edendale & Imbali;
- Northern Areas and
- Ashburton, CBD and Eastern Areas.



- 4.1.6 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:

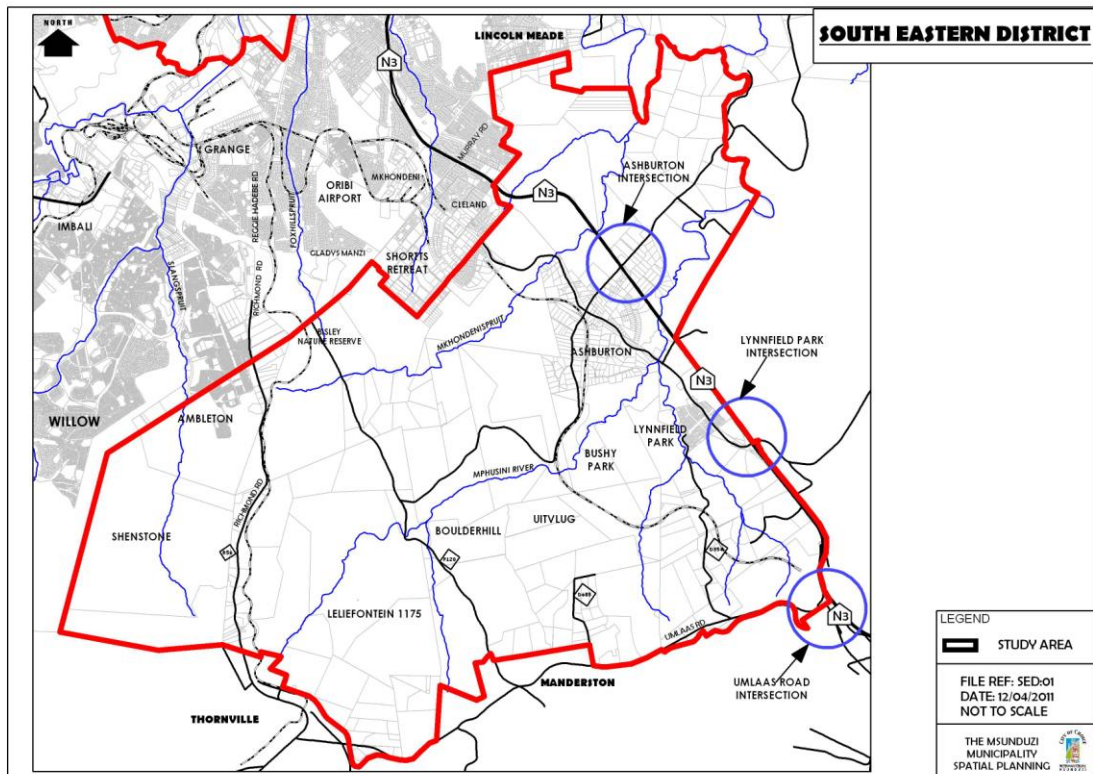
[a] **Central Area and CBD Extension Node:**

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



[b] **South Eastern District [SEDIS-incorporating Ashburton/Lynnfield, Ambleton/Shenstone]:**

- 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].



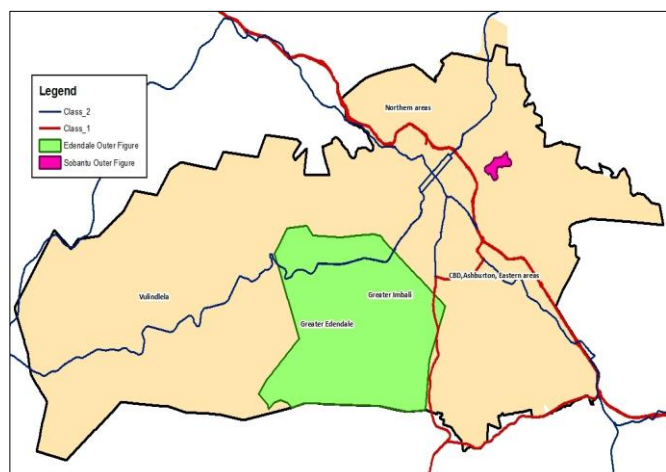
4.1.7 The Local Area Plans, which follow, are intended to translate the broad development intentions of the Municipal Spatial Development Framework into:

- 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.

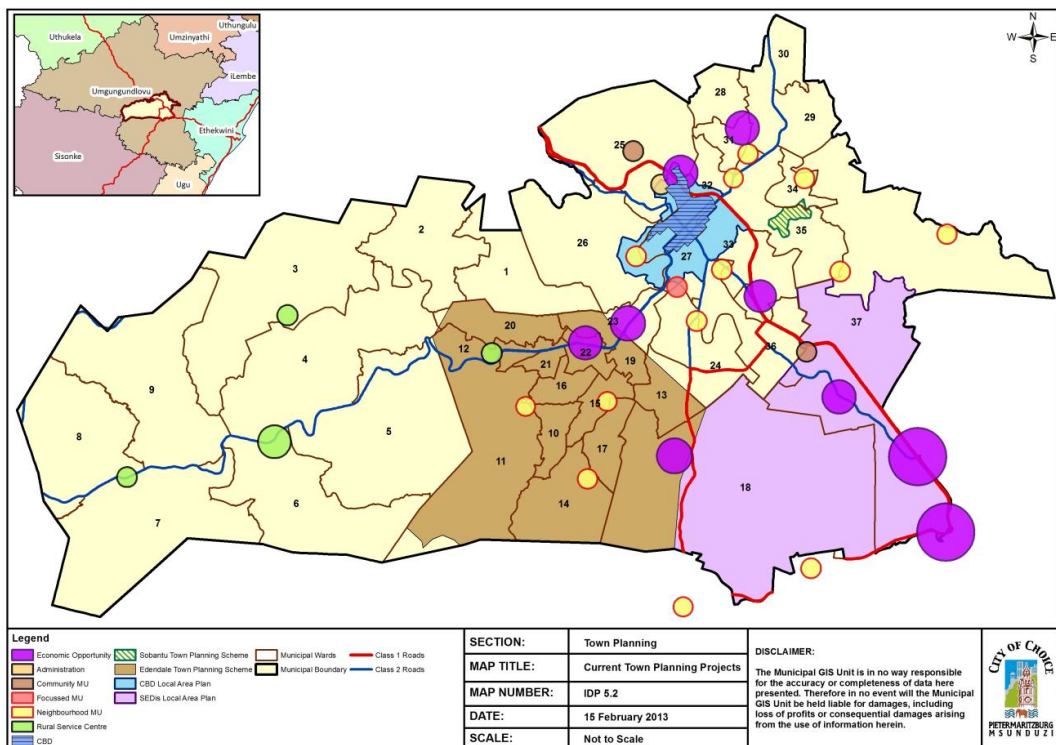
4.1.8 As per the KZN Planning and Development Act, the municipality is required to produce a wall-to-wall land use scheme within five years from the implementation date of the legislation.

As per the approved Municipal Planning Programme, Town Planning Schemes are being prepared for:

- Sobantu
- the Greater Edendale Area [which includes the suburb of Imbali, Pleassislaer and Foxhill].



4.1.9 At a spatial glance, the municipal planning programme is reflected hereunder and by way of its systematic application, it would serve to inform the revision of the Spatial Development Framework:



4.2 Adopted: Spatial Development Framework

4.2.1 The SDF is neither a comprehensive plan, nor a development master plan. It is a flexible framework that serves as the basis on which detailed area and even site specific master plans may be prepared. It is conceptual in nature and seeks to contextualise the national and provincial development imperatives, while also presenting a spatial overtone of the development strategies outlined in the IDP.

4.2.2 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.

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

- Community Multi-Use Nodes

These serve a community function, and would have a retail component ranging from 25 000 m² - 40 000 m². 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 m² and 12 000 m². 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.

[b] **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.

4.2.4 **Summary of SDF [1]**

- ☐ Compaction
 - ☐ New and Infill development focused to create coherent system, mainly in SE quadrant
- ☐ Integration
 - ☐ Shenstone and Ashburton as area to integrate Low Income into city
 - ☐ New economic opportunities in growth area and adjacent to major roads
 - ☐ New E-W and N-S roads links to major parts of city
- ☐ Urban Densification
 - ☐ In periphery of CBD
 - ☐ Adjacent to major nodes
- ☐ Restructuring of the City:
 - ☐ Creating a Polycentric City with new nodes and new economic opportunity areas
 - ☐ Limited mixed use activity spines between focus points
 - ☐ Redressing imbalances with improved infrastructure and new economic opportunities
 - ☐ Creating road system matrix

4.2.5 **Summary of SDF [2]**

- ☐ Meeting Land Use Needs and Identification of areas of economic development potentials
 - ☐ New Residential areas
 - ☐ New economic opportunity areas
 - ☐ New nodal points
 - ☐ Restructure CBD
- ☐ Sustainability
 - ☐ Protecting environmentally sensitive areas
 - ☐ Coherent and reinforcing infrastructure
 - ☐ Protecting agriculture potential areas
 - ☐ Upgrade residential areas with appropriate infrastructure
 - ☐ In situ upgrading of Informal settlements
- ☐ Creating a quality urban environment
 - ☐ Create a polycentric city
 - ☐ Create a mix of housing types in different areas
 - ☐ Reinforce public transport system

4.3 SDF: Spatial Concepts and Principles

4.3.1 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.

4.3.2 The application of the above principles to guide the future spatial transformations within the city may be summarised as follows:

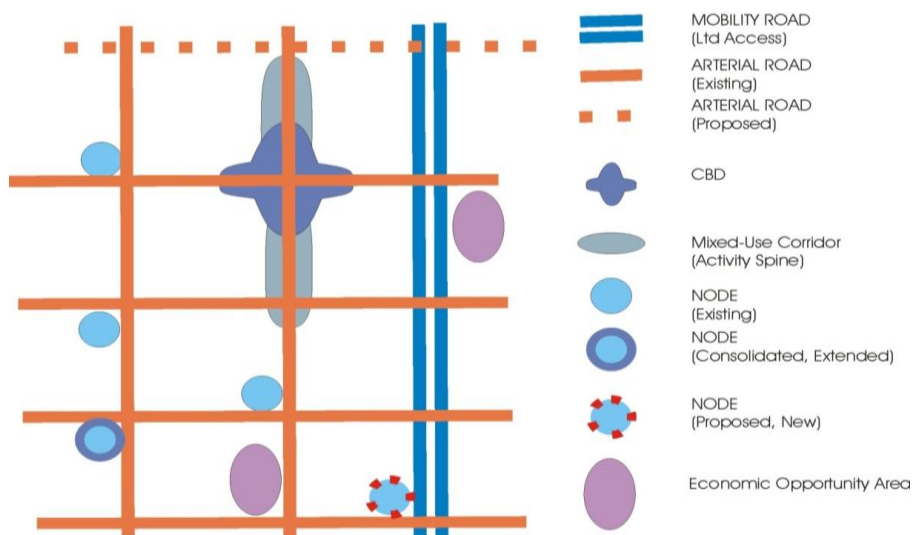
PRINCIPLES	CHARACTERISTICS
Equity Promote an equitable city by:	<ul style="list-style-type: none"> • reducing infrastructure and service disparities • redressing imbalances in the location of employment opportunities • providing adequate, accessible and affordable housing opportunities • promoting integration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

	<ul style="list-style-type: none"> urban Integration also refers to the linking of poorly connected areas by improving the existing road network and public transport system. 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.
Redressing Imbalances	<ul style="list-style-type: none"> 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.
Quality Urban Environment	<ul style="list-style-type: none"> planning and development work should seek to create quality urban environments which provide opportunities and pre-conditions positive personal, social, and economic development.
Restructuring of the City	<ul style="list-style-type: none"> 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. Limited mixed-use activity spines between focus points. Redressing imbalances with improved infrastructure and new economic opportunities. Creating a road system matrix.

4.3.3 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:

[a] **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.

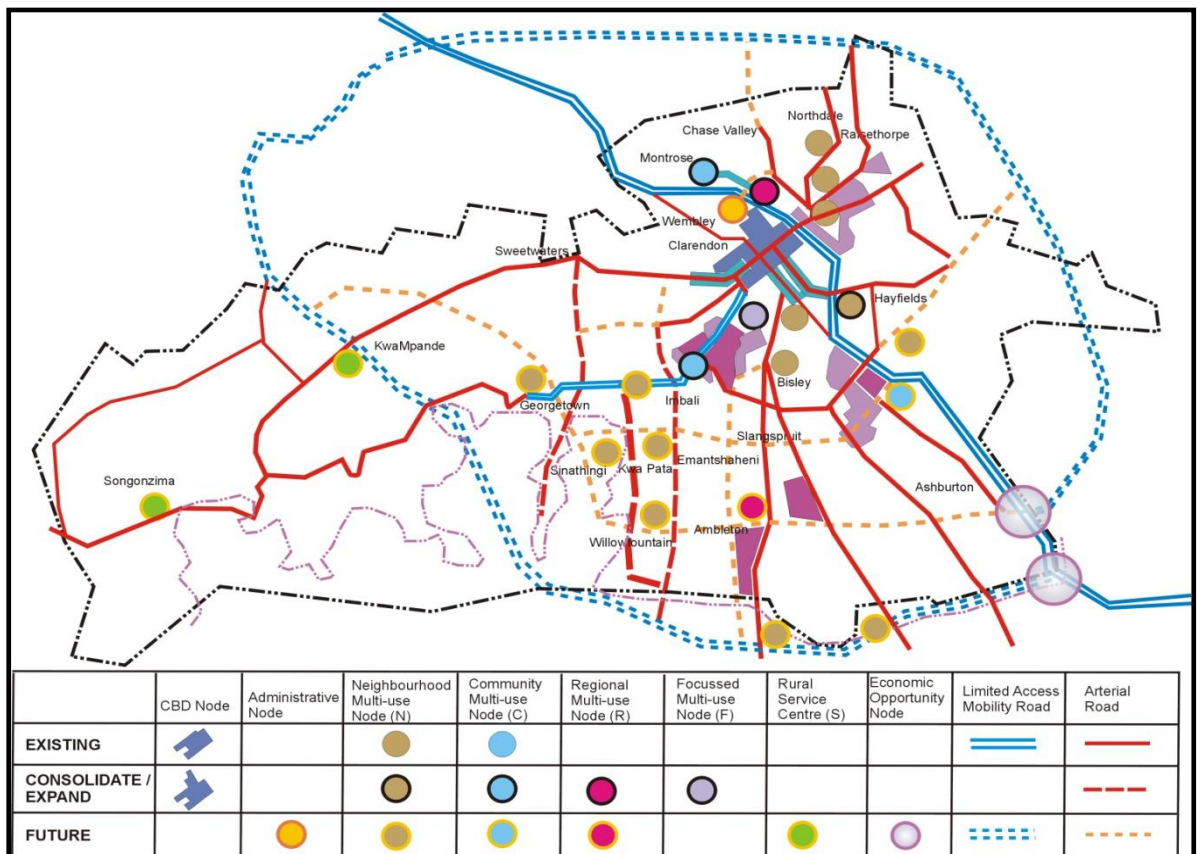
- Nodes will be distinguished in terms of the retail hierarchy when commercially orientated; or when developed as specific administration or related types of uses. These nodes will be located in terms of their requisite thresholds of support, so that not every intersection is a Node. On the same basis, 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.

[b] **Translation of SDF Concepts into Spatial Strategies**

The application of the Guiding Principles and the Planning Principles to Msunduzi results in a new structure for the city. This structure is that of creating a polycentric city - a city with several foci. These foci are connected with a road lattice that facilitates clear, convenient, easy to use, and alternate routes so that everyone can gain access to employment, shopping and recreation areas. These new foci include:

- A range of existing and new industrial areas;
- A series of existing, upgraded and new multi-use based shopping, office, and other use nodes are created so that all residents are within 2 kilometres of some major Node. In particular, two large multi-use Regional level Nodes are identified, viz. the Midlands Mall, and a new focus at Shenstone which will serve to integrate the city's previous apartheid level separation.
- Two, large-scale, Mixed-Use Economic Opportunity Nodes are identified for development at significant intersections on the N3 that serve to support and reinforce the Provincial Corridors initiatives.

The structure creates an integrated and compact city system, whereby the road/public transport /land-Use arrangement is mutually reinforcing. Essentially a major road lattice is created that creates alternatives routes to dissipate traffic, as well as creating clear routes to existing and proposed employment areas. This road system, by means of new and realigned major arterials links and integrates the city as a whole; especially in the Edendale and Ashburton areas. New and realigned link roads improve the situation in the north-east of the city.



In summary and having regard to the above conceptual diagram, the SDF reinforces the following:

- **Restructuring the City**
The SDF redresses the imbalances inherited from the apartheid legacy with improved infrastructure and new economic opportunities. This is done by:
- **Integrating the components of the City**
Shenstone and Ashburton areas are developed and will link the Low Income areas of Edendale and Imbali into the city, together with additional employment opportunity areas.
- **Creating a Polycentric City**
A series of improved, upgraded and new nodes, together with new economic opportunity areas creates new opportunities and alternatives throughout the city. This also helps to spread the traffic flow.
- **An Integrated Road matrix**
A series of major and minor arterial routes provides alternative routes to a series of additional employment areas and focus points.
- **Activity Spines**
A number of Limited Mixed-use Activity Spines are created along some roads extending development along corridors emerging from the CBD.
- **Provincial Corridors**
Emphasis is given to reinforcing the Provincial Corridor system by consolidating and extending opportunities along the southern part of the N3 Corridor.

5 TRANSPORT PLANNING TRANSIT MODEL

5.1 Integrated Rapid Public Transport Network

5.1.1 The Msunduzi Municipality was selected as one of the cities to receive national support and funding for the restructuring of their public transport system in terms of an Integrated Rapid Public Transport Network (IRPTN). The Msunduzi IRTN planning and preliminary design commenced in August 2011, and is well underway due to the grant received from the National Department of Transport.

5.1.2 An IRPTN is about the integration of various forms of public transport to realise a more efficient and reliable transport network. In general terms, it is an integrated system of high demand public transport corridors, referred to as trunk routes, fed by a comprehensive system of feeder routes. As a system, this provides effective coverage and frequent service for all users of the network. The objectives and goals of the Msunduzi IRTN are as follows:

- Create a Transformed City with a high level of mobility for accessibility to employment, education, hospitals, etc.
- Modernised/Vibrant Transport System with a high quality priority network, a modern reliable fleet, architecturally pleasing infrastructure, and convenience, safety and efficiency.
- Increased Environmental Responsibility.
- Economic spin-offs such as job creation, investment, and business opportunities.
- Visual awareness of the City's commitment to the poor and marginalised.
- Increased in-house technical skills and capacity.
- State-of-the-art transport modelling tools.

5.1.3 The first phase of the network considers the following types of routes:

- Trunk - the core route with the highest demand using a segregated right of way. One such route has been identified for the initial phase running from Edendale in the west through to Raisethorpe in the east distance of some 17km.
- Complementary - other strategic bus routes branded as "Quality Bus" routes.
- Feeder - these routes serve more isolated areas, and where the road network may comprise gravel roads. These services link with trunk and complementary routes, and services would typically be provided by 14-seater minibuses.

5.2 Non- Motorised Transport

5.2.1 The Non-motorised Transport Plan for the Msunduzi Municipality (2009) identifies a number of pedestrian problems, as follows:

- A lack of sidewalks in residential areas;
- Intersections where informal trading is taking place;
- A lack of sidewalk maintenance;
- Speed of vehicles approaching pedestrian

6 ENVIRONMENTAL MANAGEMENT FRAMEWORK

- 6.1 Pietermaritzburg [the main economic hub in Msunduzi] is situated within the basin of the uMsunduzi River and its' tributaries. An escarpment rises approximately 400m above the city to the West and North West. Altitude within the municipality ranges from 495 to 1795 metres above sea level and the municipality generally slopes from west to east. Hills around the city bowl create a natural distinction between the urban and rural parts of the municipality. While this has provided opportunities to manage the urban/ rural interface, it has limited the city's expansion potential resulting in the formation of a number of small urban hubs outside the city. Approximately 30% of the regions consists of topography having a gradient steeper than 1 metre in 4 metres[1: 4]. More than half of this steep topography is located in the south western quadrant of the region particularly within the boundaries of the Greater Edendale-Imbali ABM and the Vulindlela ABM.
- 6.2 Msunduzi Municipality, in partnership with the National Department of Environmental Affairs (DEA) and the KwaZulu-Natal Department of Agriculture, Environmental Affairs and Rural Development (DAEA&RD) developed, and in July 2010 approved, the environmental policy and strategic level plans listed below:
- An Environmental Status Quo Analysis (State of Environment) consisting of:
 - 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
 - Institutional Framework Assessment
 - A Strategic Environmental Assessment (SEA)
 - An Environmental Management Framework (EMF)
 - A Strategic Environmental Management Plan (SEMP)
 - An Environmental Services Plan (ESP)
- 6.3 The Msunduzi SEA takes the form of a sustainability framework which provides a set of criteria against which the Municipality can assess any policy, program, or plan, and is aimed at informing development planning and promoting and supporting sustainable development.
- 6.4 The EMF provides the following tools:
- Areas deemed suitable or unsuitable for development;
 - Key environmental information to assist decision making on development applications;
 - Environmentally sensitive areas requiring protection to ensure ecosystem service delivery; and
 - Environmental goals and mechanisms to achieve the above
- 6.5 The SEMP provides an operational framework for the Msunduzi Integrated Environmental Management Policy by identifying specific Action Plans which will be operationalised through the IDP. The SEMP also provides a monitoring and evaluation strategy that will enable Msunduzi to measure progress towards meeting the environmental objectives identified in the SEA.
- 6.6 The Draft ESP identifies areas to be set aside for the maintenance of ecosystem goods and services, so as to maximise the ecological viability of ecosystems within Msunduzi and ensure the persistence of biodiversity. Methodology to evaluate Social Criteria are included.

7 NDP: ENGAGEMENT WITH MUNICIPALITY

- 7.1 An engagement with the Municipality was held on 25 June 2013, where Mr D Cohen advised that the purpose of the meeting was to present the new developments in respect of the Neighbourhood Development Partnership Grant (NDPG).
- 7.2 Mr SA Mamba presented the history behind the NDPG and the relationship with Msunduzi Municipality and the reason the NDP has introduced the **Urban Networks Strategy** to reshape the urban spatial form. He briefly addressed the progress to date in respect of the NDP and advised that National Treasury had set aside **R800 000 for strategic spatial planning by the Municipality**.
- 7.3 Mr Cohen presented the new strategy, identifying
- lessons learnt in Township regeneration,
 - the objectives and desired outcomes of the Urban Networks Strategy,
 - the creation of Urban Hubs,
 - the targeted investment programme for 18 municipalities identified,
 - the effects of Urban Growth
 - the need for a strategic approach to leverage real change
 - the need for a strategy that requires Consensus on concepts, A programmatic approach and Strong partnerships
 - the reason for urban spatial form
 - the need for coordinated action
 - a new approach to enable growth and development
 - the plan to identify urban network hubs, strengthen links and connect to secondary networks
 - Identification & planning which will unlock a pipeline of prioritised catalytic projects
 - The concepts of linking primary and secondary networks
 - The move from strategy to action
 - Success in Mitchells Plain
 - Vibrant Urban Hubs being key entry points
 - An individual urban hub strategy
 - The need for Precinct Management
 - The Urban Design Toolkit produced by the NDP
 - The reality that the convergence of people in hubs will attract private sector investment
- 7.4 Mr Mamba presented the timeframes for the engagement, the key actions envisaged and the timelines in which to achieve this. He mentioned that at some point a Council resolution accepting participation in the new Urban Networks Strategy of the NDPG would be required.
- 7.5 The Chief Financial Officer welcomed the new strategy and any assistance which would enable the Municipality to deliver better and more integrated services. The Deputy Municipal Manager: Economic Development welcomed the new approach and emphasised the municipality's willingness to participate. He advised of the number of processes which were already underway in terms of urban and spatial planning, the division of the city into economic nodes, the development of local area plans etc. He emphasised that the gist of the engagement with the NDP would be the coordination of efforts.
- 7.6 The Deputy Municipal Manager: Community Services (Acting) queried what type of projects the NDP would consider and was advised that the grant was experimental and would cover anything except bulk infrastructure. The Deputy Municipal Manager: Infrastructure Services (Acting Chairperson) advised of the current situation and the tender which had been advertised but could not be awarded due to the lack of cashflow. He queried whether it would possible to utilise the existing business plan/project plan for the Urban Renewal Strategy or whether it was necessary to start from scratch. Mr Cohen advised that cognisance should be taken of the fact that the DORA and the Urban Networks Strategy grant were two

different entities and subject to specific financial timeframes. He advised that the timeframes in the presentation were generic and could be adjusted according to the circumstances. He emphasised that the Urban Network Plan was required because it was linked to other grants, but stated that they could investigate the existing plan for its suitability in terms of the requirements for the Urban Network Strategy. He undertook to forward the Toolkit to the managers to assist them in preparation for the next engagement.

- 7.7 Mr Mamba advised that he had already held discussions with the Process Manager: Local Economic Development and that dates for the next engagement had been agreed. He undertook to communicate those dates to management.
- 7.8 Mr Cohen suggested that during the engagement various sites should be visited to assist in assessment of the most suitable urban hub. He also suggested that one of the Deputy Municipal Managers should take over the governance and champion the NDPG to ensure that it stayed on track.
- 7.9 The Deputy Municipal Manager: Economic Development and Deputy Municipal Manager: Infrastructure Services assured the National Treasury representatives that the NDPG was a standing item on several of the Council committees and would remain so. The Deputy Municipal Manager: Infrastructure Services advised that the newly appointed Deputy Municipal Manager: Economic Development would be the project champion.

It was

AGREED

- (a) That the Deputy Municipal Manager: Economic Development, in consultation with the Process Manager: Local Economic Development and Mr Mamba, would coordinate the next engagement with the NDP and ensure that the relevant roleplayers were included in the engagement.
- (b) That Mr Cohen would forward the Toolkit to the Manager: Office of the Municipal Manager for onward transmission to all Deputy Municipal Managers.

8 CITY REGION ANALYSIS [CATCHMENT AREA]

8.1 Urban Settlement and Place Making

8.1.1 A whole history remains to be written of spaces – which would at the same time be the history of powers [both of these in the plural] from the great strategies of geopolitics to the little tactics of the habitat. This synchronic configuration is the spatialization of history, the making of history entwined with the social production of space, the structuring of a historical geography. The production of spatiality in conjunction with the making of history can thus be described as the presupposition and embodiment, of social actions and relationships of society itself, were social and spatial structures are dialectically intertwined in social life. It presents the realization that social life is materially constituted in its historical geography, that spatial structures and relations are the concrete manifestations of social structures and relations evolving over time, whatever the mode of production.

8.1.2 While global and national forces remain one of the main city structuring elements, past apartheid policies has had a profound impact on the structure and functionality of South African cities. It has fragmented communities, marginalised their economic activities and undermined their participation in the economy. It located people in areas with poor access to urban services and facilities, and effectively entrenched the philosophy of unequal development.

8.1.3 In so far as the city urban landscape is also concerned, it is submitted that urban areas and settlements which perform well, are multifaceted places. They offer a diversity, and thus choice, of places, lifestyles, activities and interaction opportunities. Quality of place is attained by embracing uniqueness as opposed to standardization. Likewise the treatment of traditional residential areas as sacrosanct needs to be reviewed in the context of the development agenda of the City. In this regard, a strategy should set out to create the preconditions for a positively performing settlement and urban place making.

8.1.4 In any system of metropolitan government, it is envisaged that the Municipality will fulfill the following key roles:

[a] City-wide spatial integration and socially inclusive development

The concentration of the commercial and industrial tax base combined with the extreme spatial and social segregation along class and race divides within our metropolitan areas demand that particular attention is given to promoting spatial integration and socially inclusive forms of development. Metropolitan governments should utilise their land-use planning and regulation functions to promote integrated spatial and socio-economic development. Land-use planning and regulation is not simply a technical instrument for ordering physical space. If combined with other functions such as transport planning and bulk-infrastructure planning, land-use planning may facilitate the development of a particular kind of urban living environment.

[b] The promotion of equity, social justice and economic prosperity

The economic and social viability of our metropolitan areas is closely linked to addressing existing inequities and creating a stable environment for the attraction of capital investment. The former requires redistribution across the metropolitan area; the latter requires a clear, transparent and predictable framework in which redistribution can occur. To effectively promote equity and facilitate redistribution between developed and underdeveloped parts of the city, Metropolitan Councils require strong fiscal powers.

[c] The promotion of local democracy

The promotion of local democracy should be seen as a central role for any municipal government - it is given particular attention here because the scale and complexity of metropolitan areas require specific mechanisms to promote local participation and democracy. The local sphere is an arena where citizens can participate in decision-making to shape their own living environments, and

exercise and extend their democratic (social, economic and political) rights. It is often seen as critical for enhancing participative democracy because citizens may have greater incentives to participate at the local level and fewer disincentives.

[d] The provision of affordable and efficient services

Efficient delivery mechanisms require the decentralisation of certain functions, and the vertical integration of others. Not only is flexibility required with respect to the degree to which specific functions are decentralised within any metropolitan government -flexibility is also required between metropolitan governments. Factors such as the location of existing centres of municipal administrative capacity and infrastructure, population distribution patterns, and the existence of public utilities in some metropolitan areas, implies that effective delivery systems will require different degrees of administrative centralisation and decentralisation between metropolitan areas.

8.1.5 Sound governance forms the basis for mediating tensions that exist between human well-being, economic growth and the potential for over-consumption of natural resources. Effective, accountable and transparent governance is critical to sustainability and management of these tensions. The following principles below set out to assist in confronting the tensions mentioned above.

[a] Principle 1: Eradicating poverty

The aspirations of the poor may present considerable delivery challenges but as a developmental local government, Msunduzi Municipality should strive to working with the most marginalised communities, to promote social, economic and spatial inclusion. This principle means:

- Enabling the poor to access basic livelihoods, inter alia by helping them to secure social grants, facilitating skills development and basic employment opportunities, and supporting 'self-help' projects, start-up microenterprises and community-based co-operatives;
- Ensuring the affordability of municipal services, public transport, and social facilities, through progressive tariff structures, creative cross-subsidisation and targeted social packages;
- Accommodating the poor, by working to ensure that they can find and retain decent low-cost rental housing opportunities, without needing to resort to living in informal settlements and inner city slums. A key priority is the assimilation of the poor, ensuring they are not relegated to the margins of the city, but can instead find residency in mixed-income residential spaces;
- Empowering the poor politically through meaningful participatory governance; and enabling them to feel part of the city, through the use of a range of measures – including sports, recreation, arts and culture – to minimise the experience of social exclusion; and
- Making allowances for the poor in terms of how the built environment – and the use of public space – is regulated and managed – e.g. through developing more innovative, supportive regulatory approaches for the management of informal trading, spaza shops and backyard dwellings.

[b] Principle 2: Building and growing an inclusive economy

The apartheid legacy has resulted in a highly unequal economy that excludes the majority of residents. This has also created labour market distortions that continue to benefit racial minorities. Facilitating shared growth, and engaging more citizens in economically productive activity, will serve to benefit all.

[c] Principle 3: Building sustainable human settlements

Building sustainable human environments must be aligned to national imperatives and therefore address the triple challenge of: 'breaking through the Apartheid City', creating more liveable environments and confronting post- Apartheid urban exclusion.

[d] Principle 4: Ensuring resource security and environmental sustainability

A healthy urban environment is critical for the well-being of all residents, and those who work and play in the city which is committed to transitioning to a low-carbon economy. Increasing energy costs will also further disadvantage the poor, exacerbating conditions of energy poverty in the city. The management of scarce resources is the collective responsibility of all who live and work in the city. For success, this principle requires the development of compacts between the City, business, individual citizens and communities, with joint action representing the only option for adequately addressing resource security.

[e] Principle 5: Achieving social inclusion

Social inclusion should be promoted at all levels of society through addressing key obstacles, including issues relating to access to service infrastructure and social safety nets. Msunduzi Municipality should continue to work with marginalized groups such as women, children, people with disabilities, migrants and refugees – developing specific programmes of support. The establishment of partnerships for social inclusion across civil society and business would be ideal in addressing this principle. Early Childhood Development remains an important national programme to be developed and applied rigorously.

Building bridges across diverse communities is an important feature of social inclusion, and ensuring that trust is restored within and between communities. Communities should be encouraged to express their culture through the character of the built environment, while allowing neighbourhoods to develop their own unique character and cultural identities.

[f] Principle 6: Promoting good governance

Good governance is central to all of the principles outlined above. It is the basis on which all other principles will be realised. Msunduzi Municipality should ensure financial sustainability – and deepening participation. Financial sustainability is critical to meet the long-term demands for capital infrastructure. In addition, building more innovative mechanisms through which citizens and communities can be empowered to participate more effectively and meaningfully should be promoted. Recognising that communication is critical for deepening participation, Msunduzi Municipality should transform the manner in which it communicates with citizens and stakeholders.

8.1.6 With an estimated 70-75% of South Africa's population expected to be living in urban areas within the space of a generation, and between 70-80% of gross domestic product (GDP) already being generated in the cities, the economic viability and sustainability of cities is critical for national economic performance.

8.1.7 In line with worldwide trends, South Africa's population is rapidly urbanising. While the urban transition presents challenges of poverty, homelessness and marginalisation, it also presents opportunities for economic growth and social development.

8.1.8 In response to the above agenda, developmental local government [as a strategy and approach] is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

8.1.9 It must play a central role in representing communities, protecting human rights and meeting basic needs. It must focus its efforts and resources on improving the quality of life of communities, especially those members and groups that are most often marginalised or excluded, such as women, disabled people and very poor people.

8.2 Level 2: Spatial and Technical Analysis

8.2.1 Once the focus municipalities / regions have been identified in the first level of analysis, the aim of the second level of analysis is to identify the primary urban network and the townships or clusters of townships that would each form the “catchment area” of an Urban Hub. The main issues to be examined for this level include:

- Identifying the existing primary network, and areas served / unserved by this network, with a focus on the unserved township clusters.
- Ensuring that the selected areas have sufficient population numbers / density to ensure that community services and other facilities comprising the Hub would be viable. At the same time, some “single” townships may be so large that more than one Hub is required.
- Ensuring that the physical extent of the selected area is appropriate to support a Hub (e.g. maximum distance or travel time measures).
- Ensuring that the chosen area (single township or cluster of townships) forms a single, functional area (e.g. not divided by physical barriers, served by same primary movement network, linked to the same existing primary nodes, etc.). The suggested measures and indicators to identify / demarcate townships and township clusters are summarised in the NDPG documents.

8.2.2 The purpose of the quantitative measures is to determine if each broad township cluster is (1) viable as a catchment area for a hub and / or (2) is spatially too large or have a population that is too large to be served by a single hub. The desired result is to identify those township clusters that should not have a hub (that can be adequately served by a smaller local convenience node), and to subdivide large township clusters into sub-clusters that will each serve as a catchment area for a hub.

8.2.3 To achieve the sub-clustering, indicative population size and physical service radius, as well as local features such as urban structure and geographical features will be considered. A minimum population size to be served per hub has been estimated by using the following indicative thresholds as input. This is based on the assumption that the hub will ideally be a regional / sub-regional node located at a modal transfer point on the primary network, connected to smaller local nodes within the township area. For this reason, higher order facilities thresholds have been used, as opposed to local service facilities. A mix of uses (e.g. retail, community services) is assumed.

8.2.4 By way of the above exercise, one Catchment Area have been identified viz:

- **Greater Edendale**

[A case in support of the identification of the one Catchment Area is presented in Section 8.3 of this submission]

8.2.5 At the outset and as required by NDP, the following spatial and technical analysis is provided by way of a series of mapping which include the following attributes and technical information:

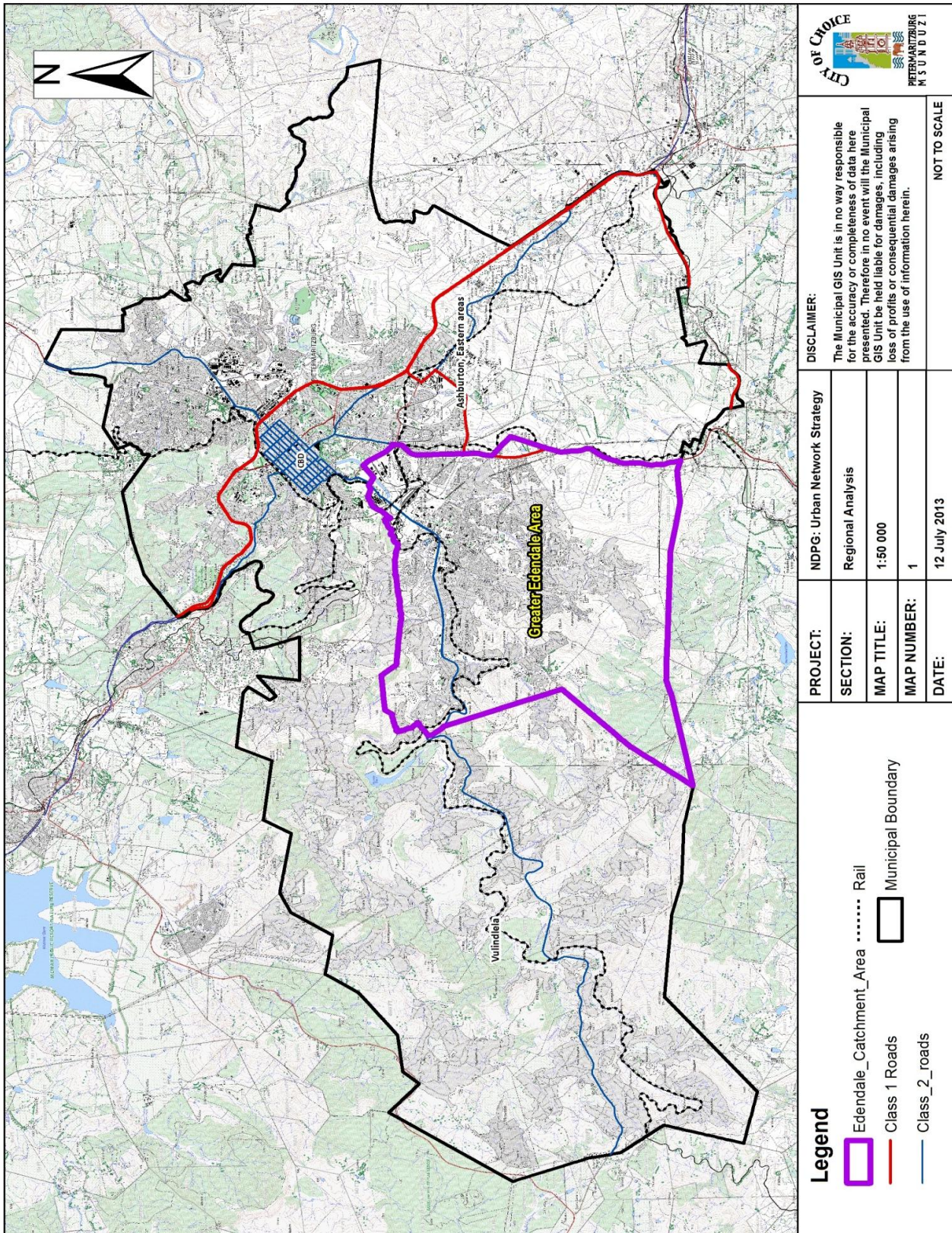
Spatial and Technical Analysis	
Map 1	1: 50 000 [City and Surrounds] – Potential Catchment Area
Map2	Aerial [with primary road network including rivers]
Map3	Consolidate SDF and Catchment Area
Map4	Nodes and Corridors
Map5	SDF: Opportunities and Constraints

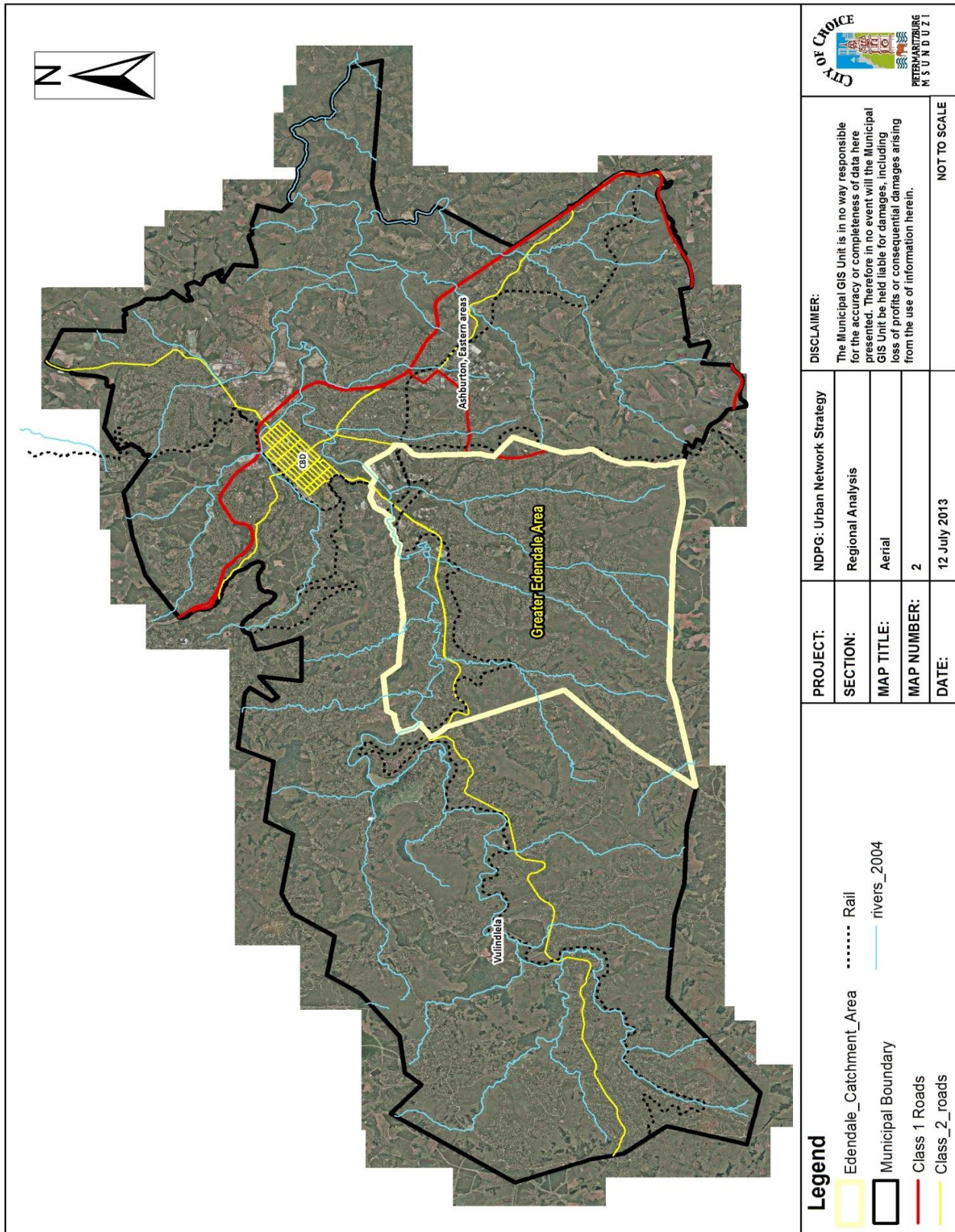
Map6	Environmental Constraints
Map7	Major Transport Modes and Settlement Pattern
Map8	Provision of Community Facilities
Map9	Provision of Health Facilities
Map10	Housing and Human Settlement
Map11	Economic Development
Map 12	Catalytic Projects
Map 13	Engineering Infrastructure and Services

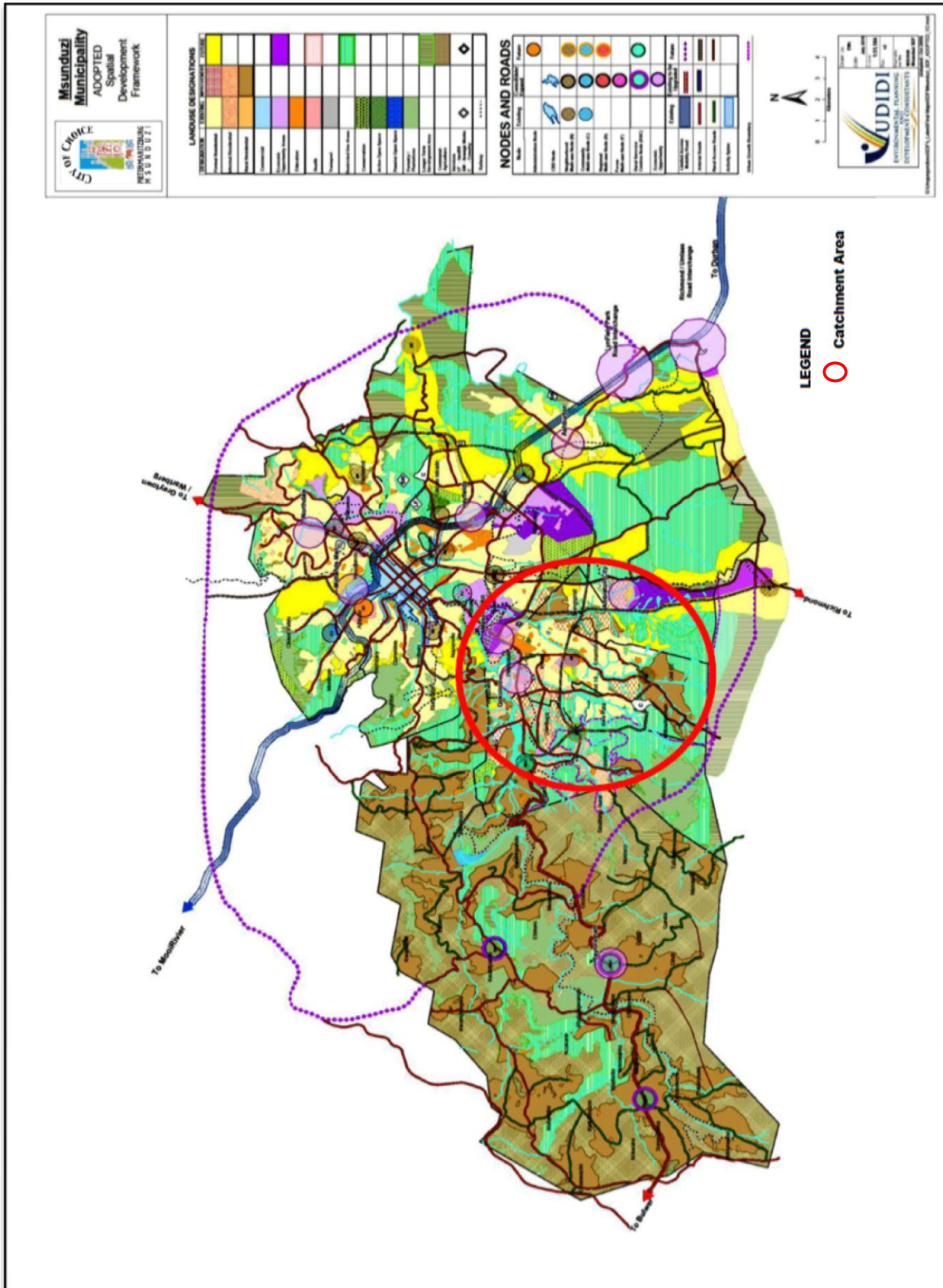
DISCUSSION WITH NDP

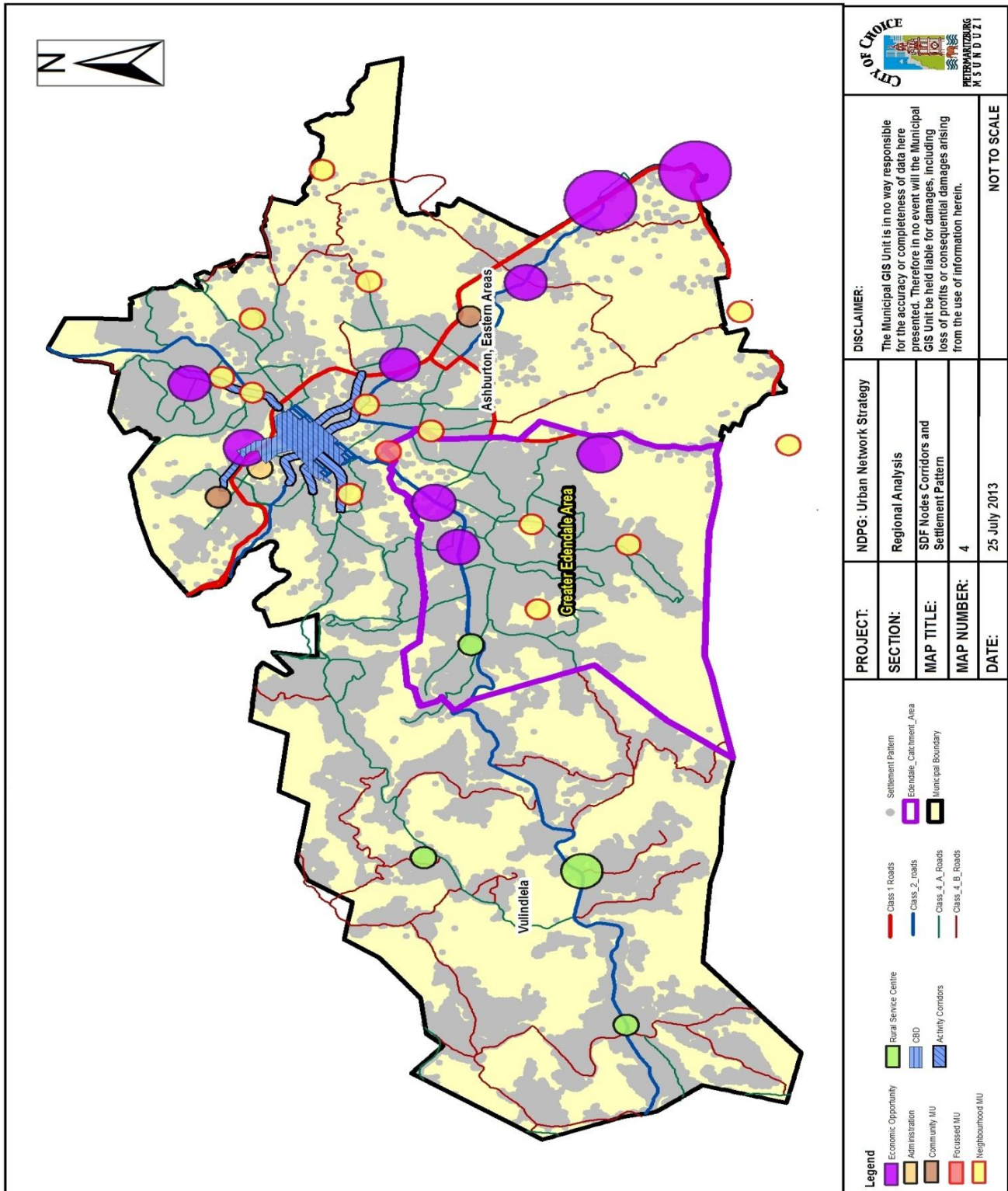
8.2.6 Engagement and Presentation to NDP [Reach Consensus on Catchment Area]

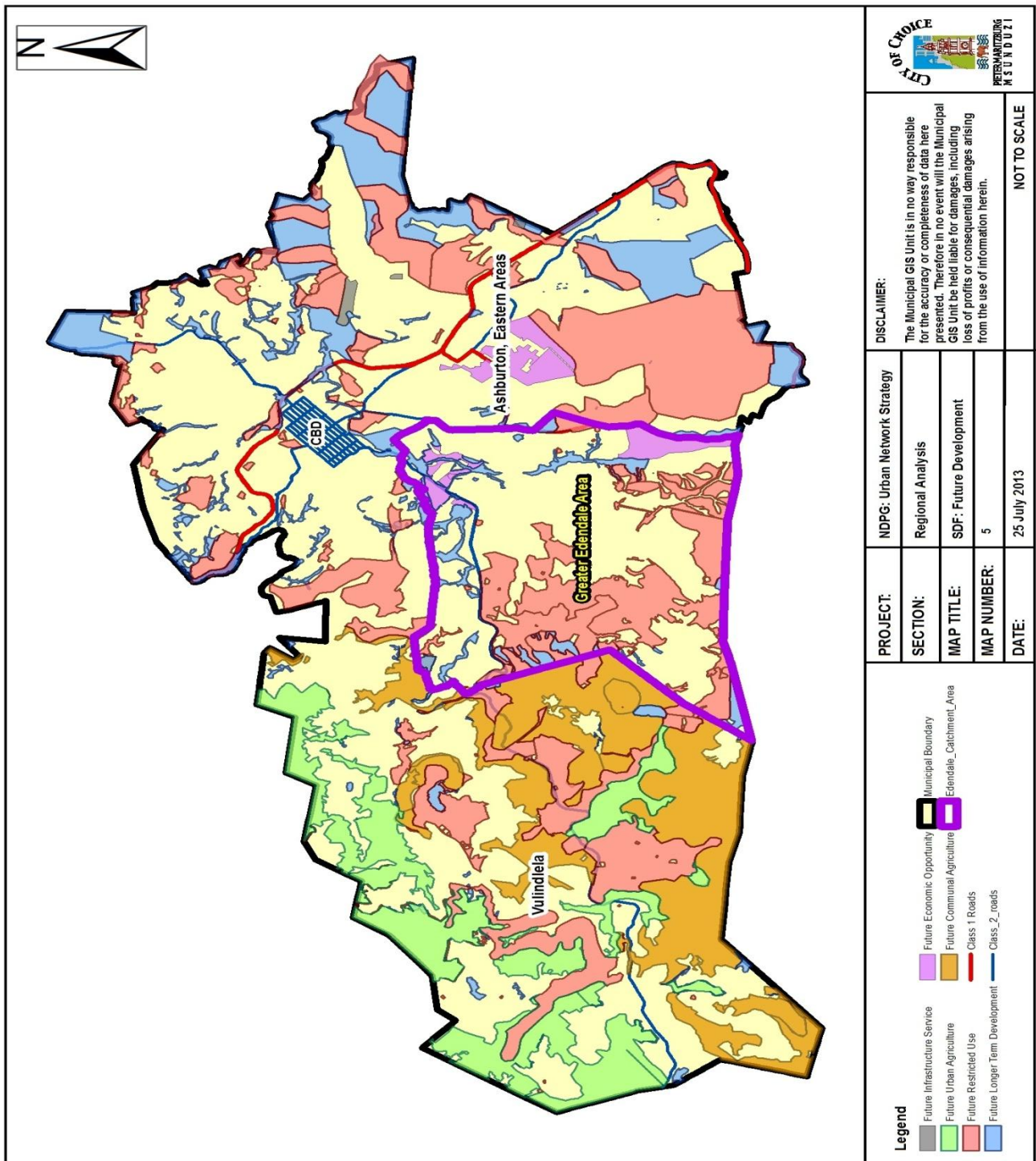
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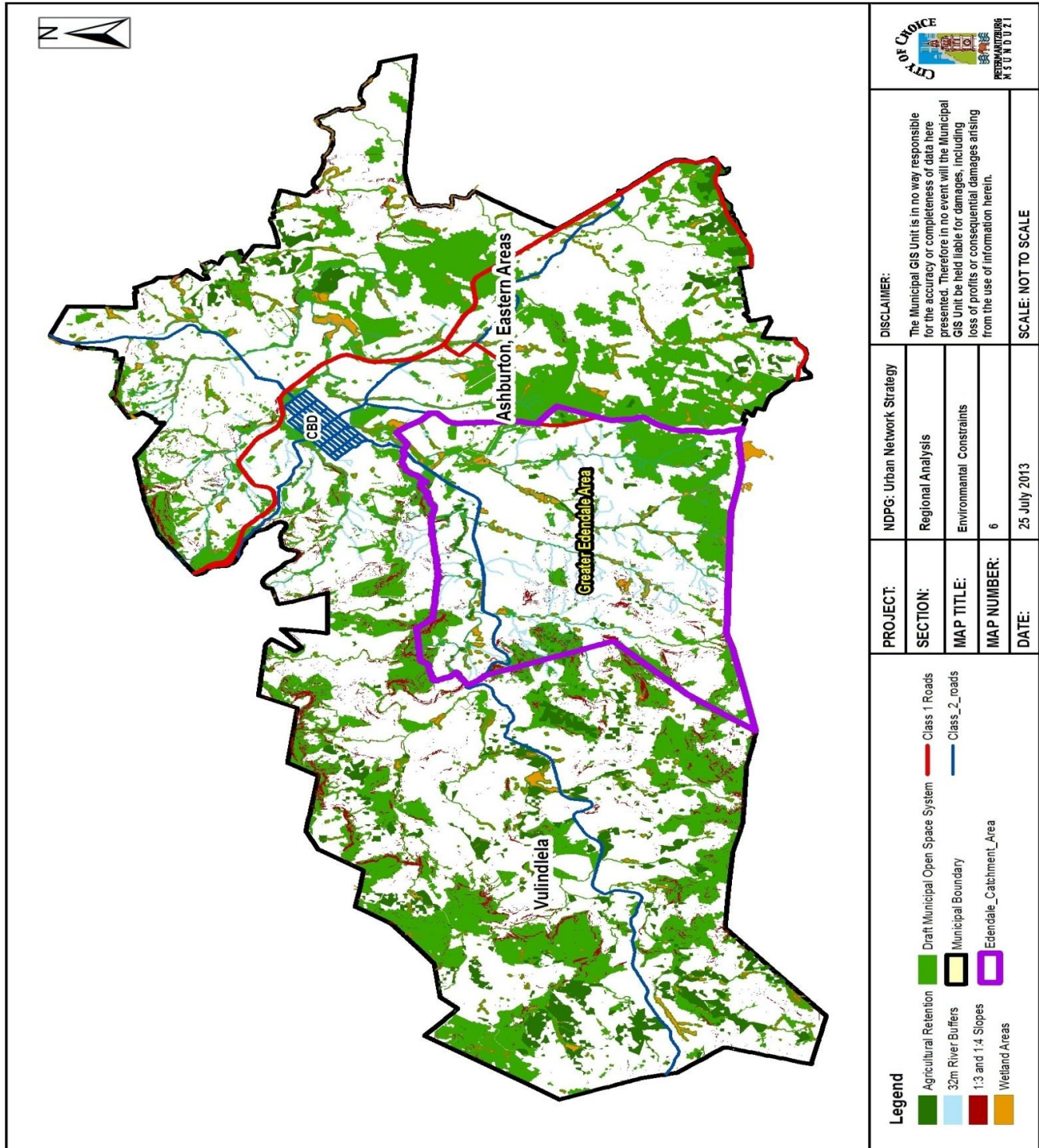


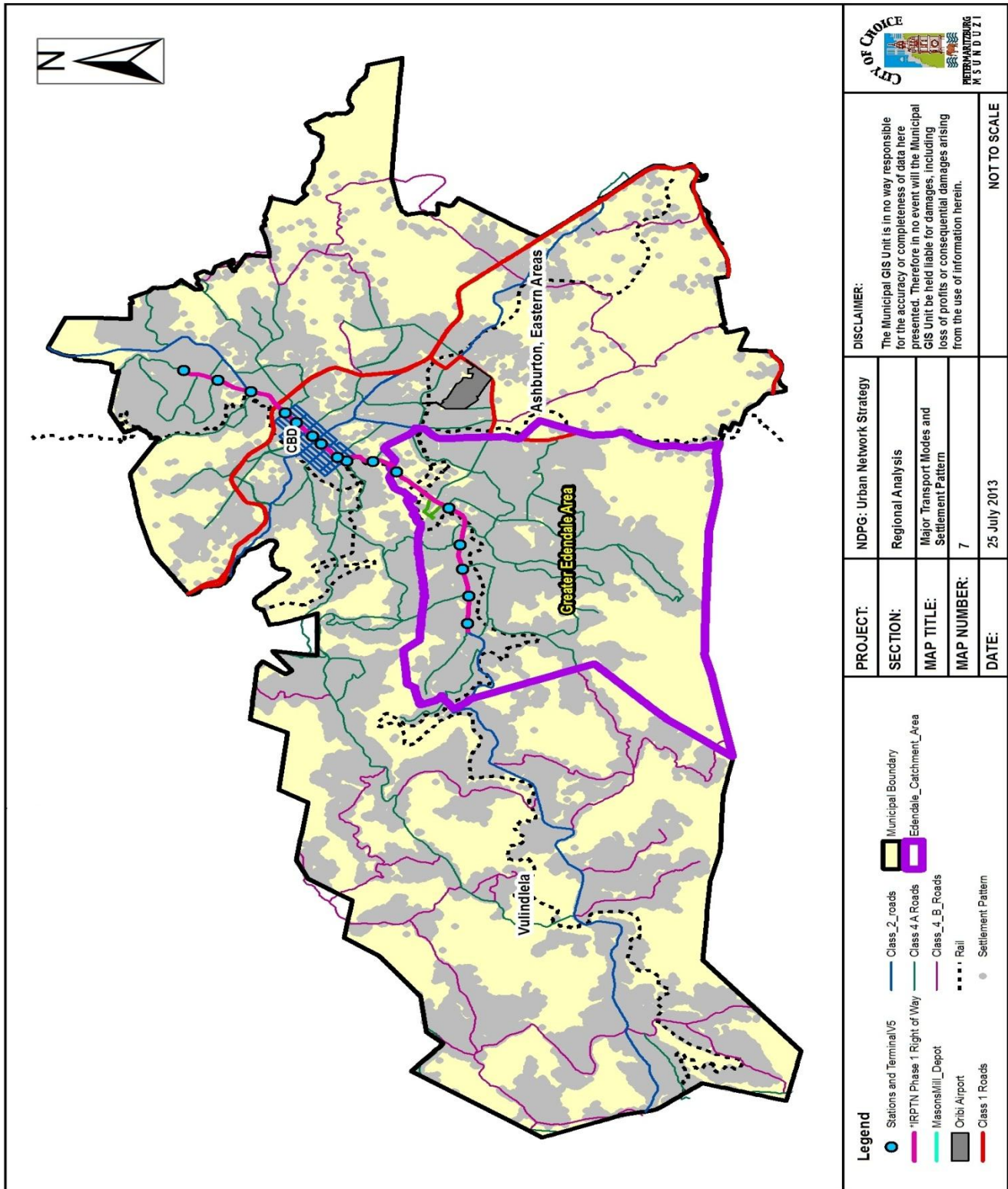


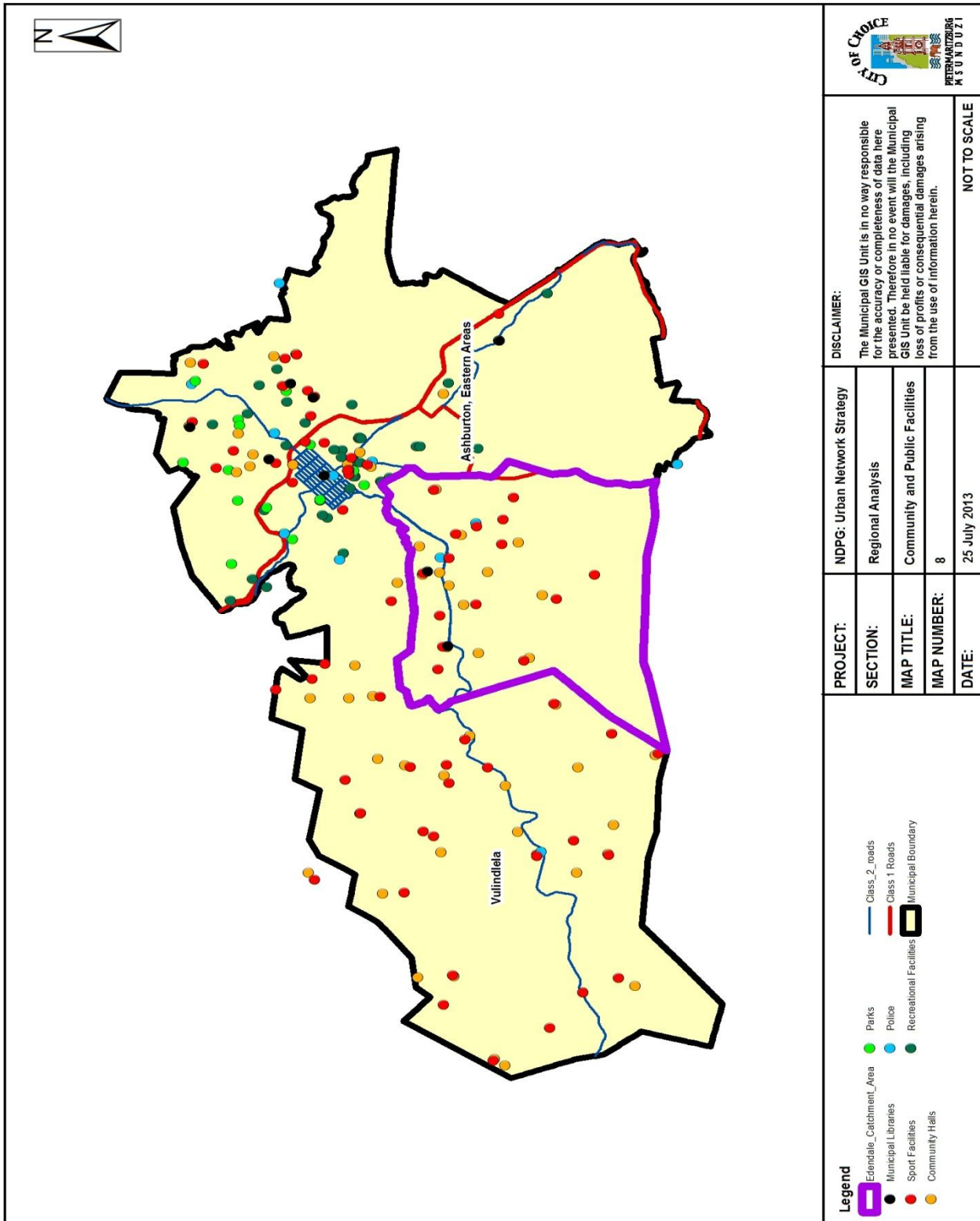


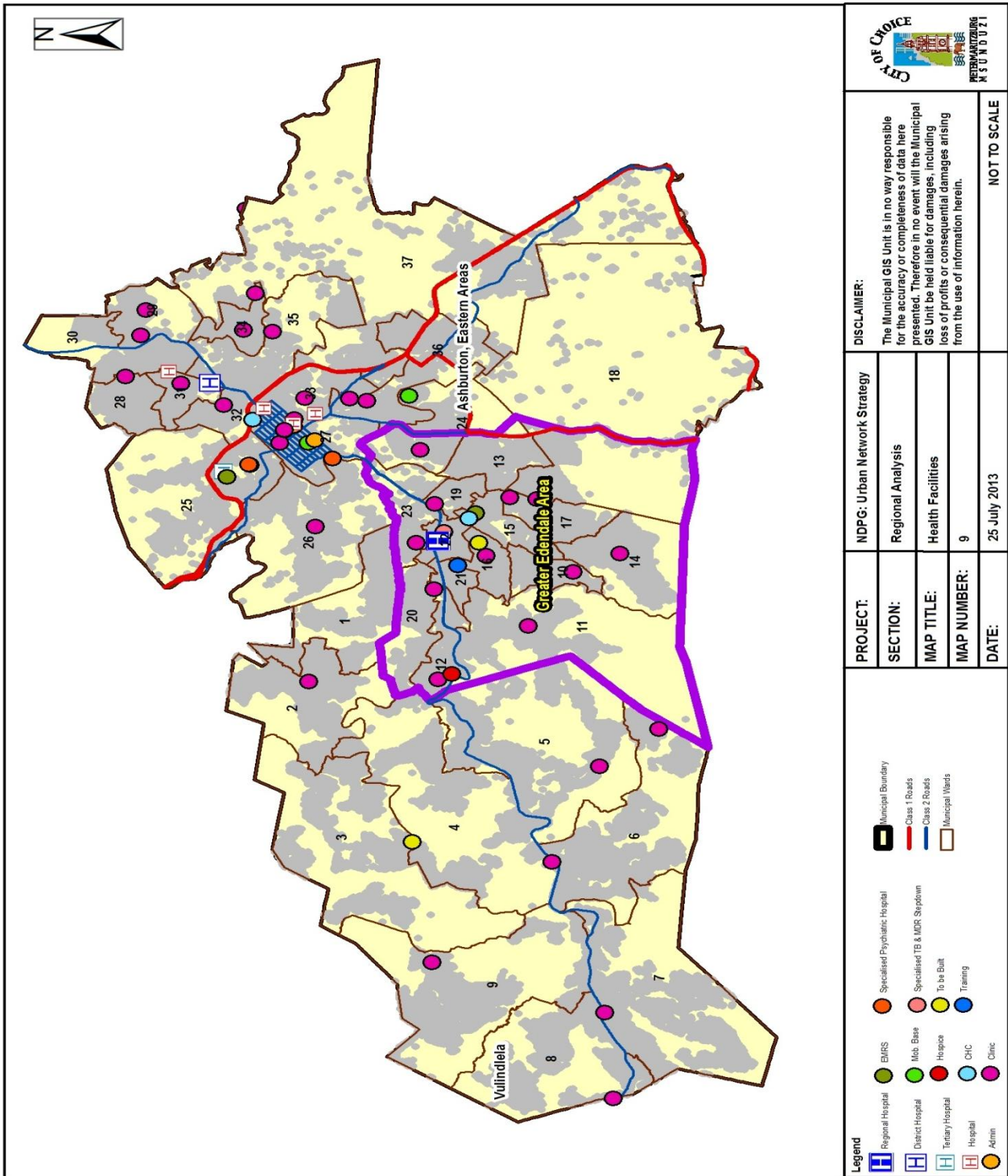


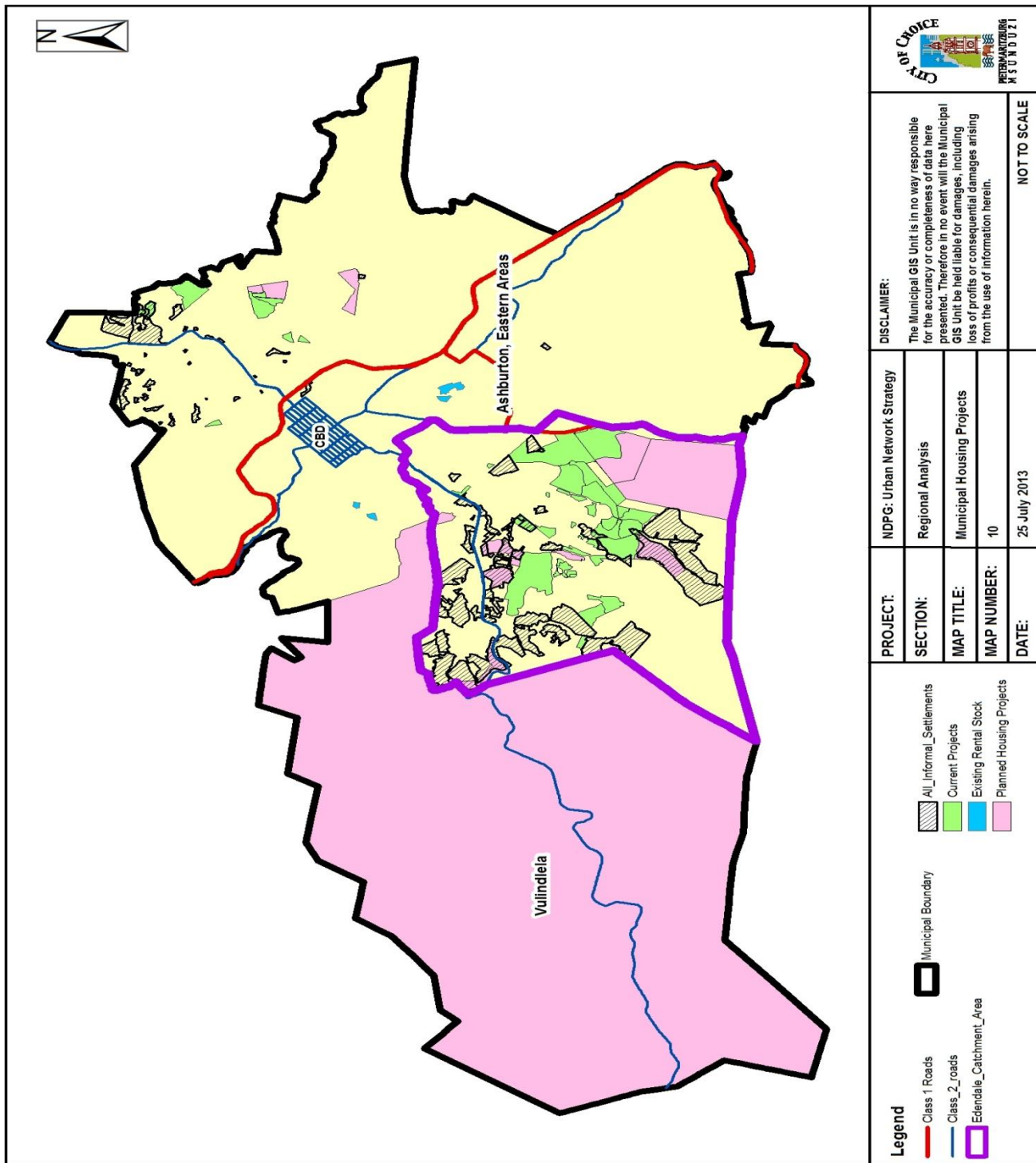


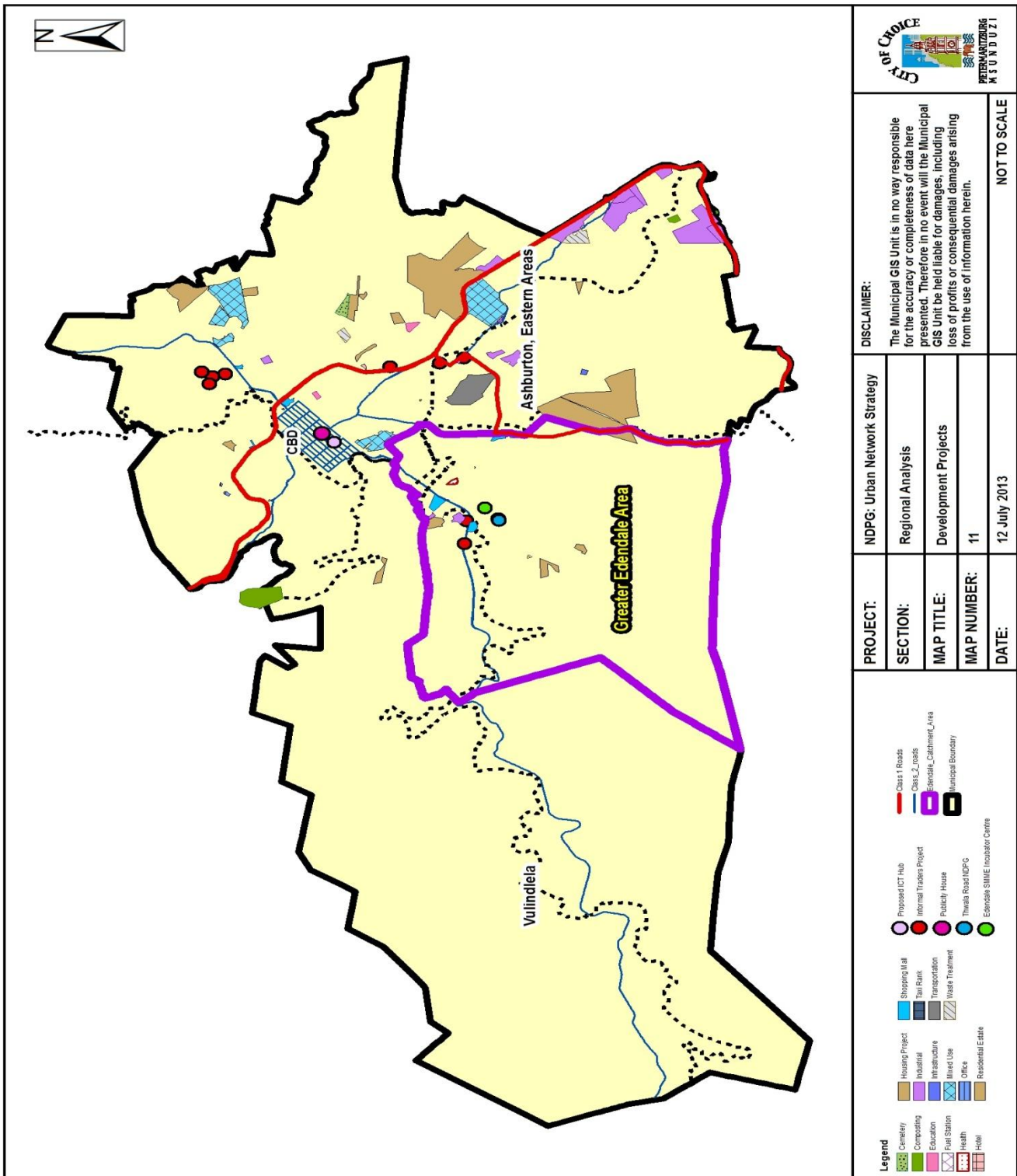


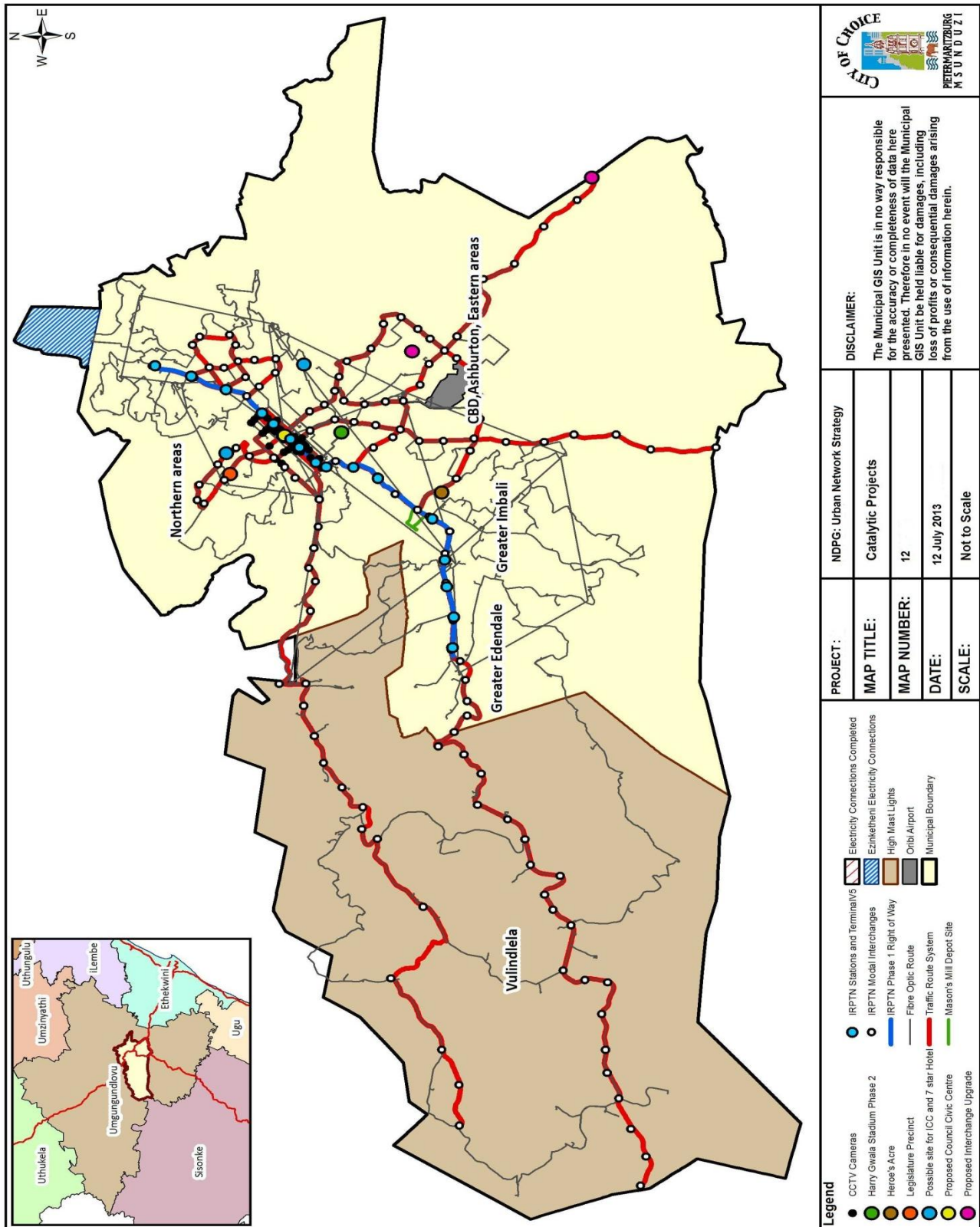


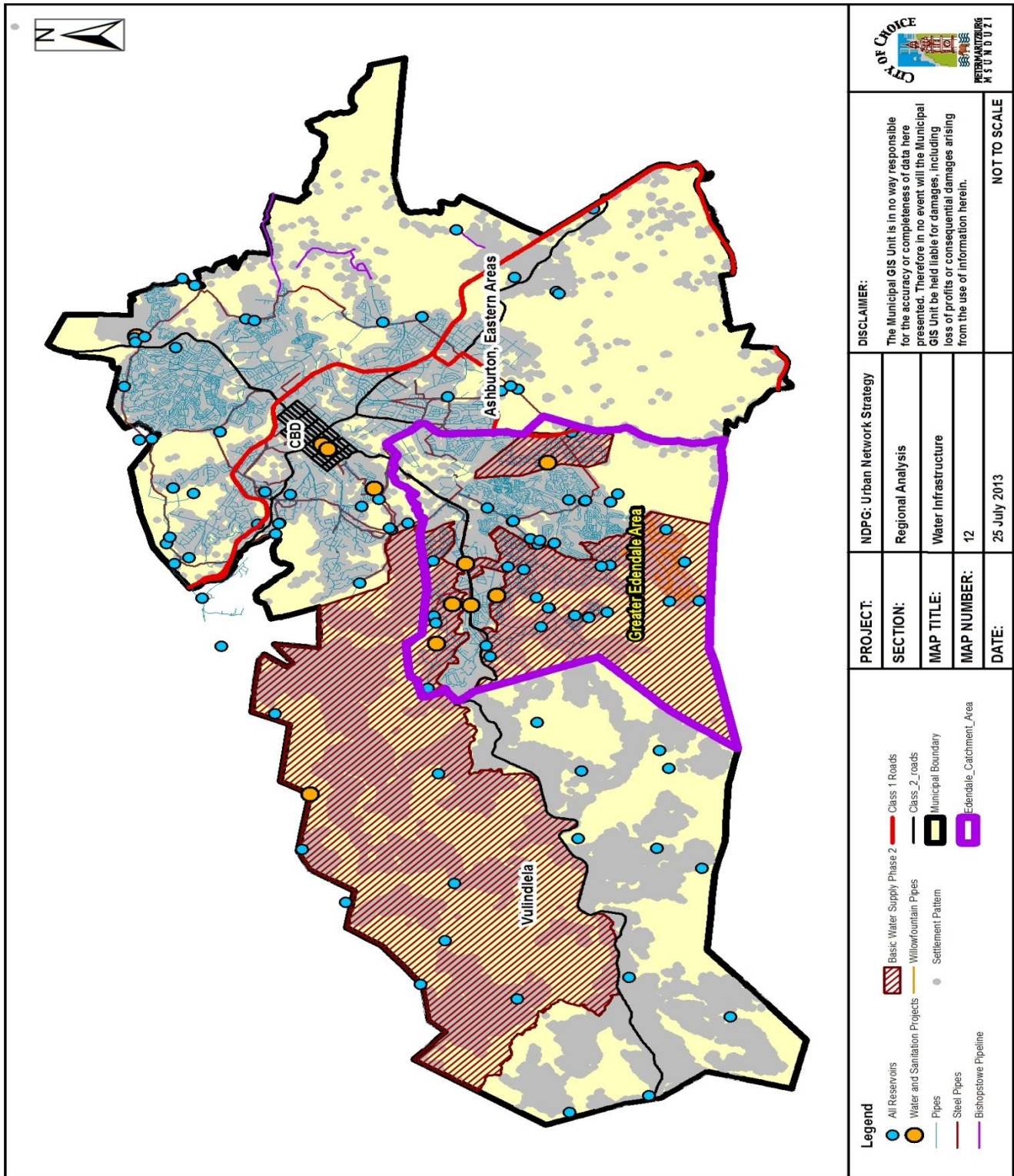


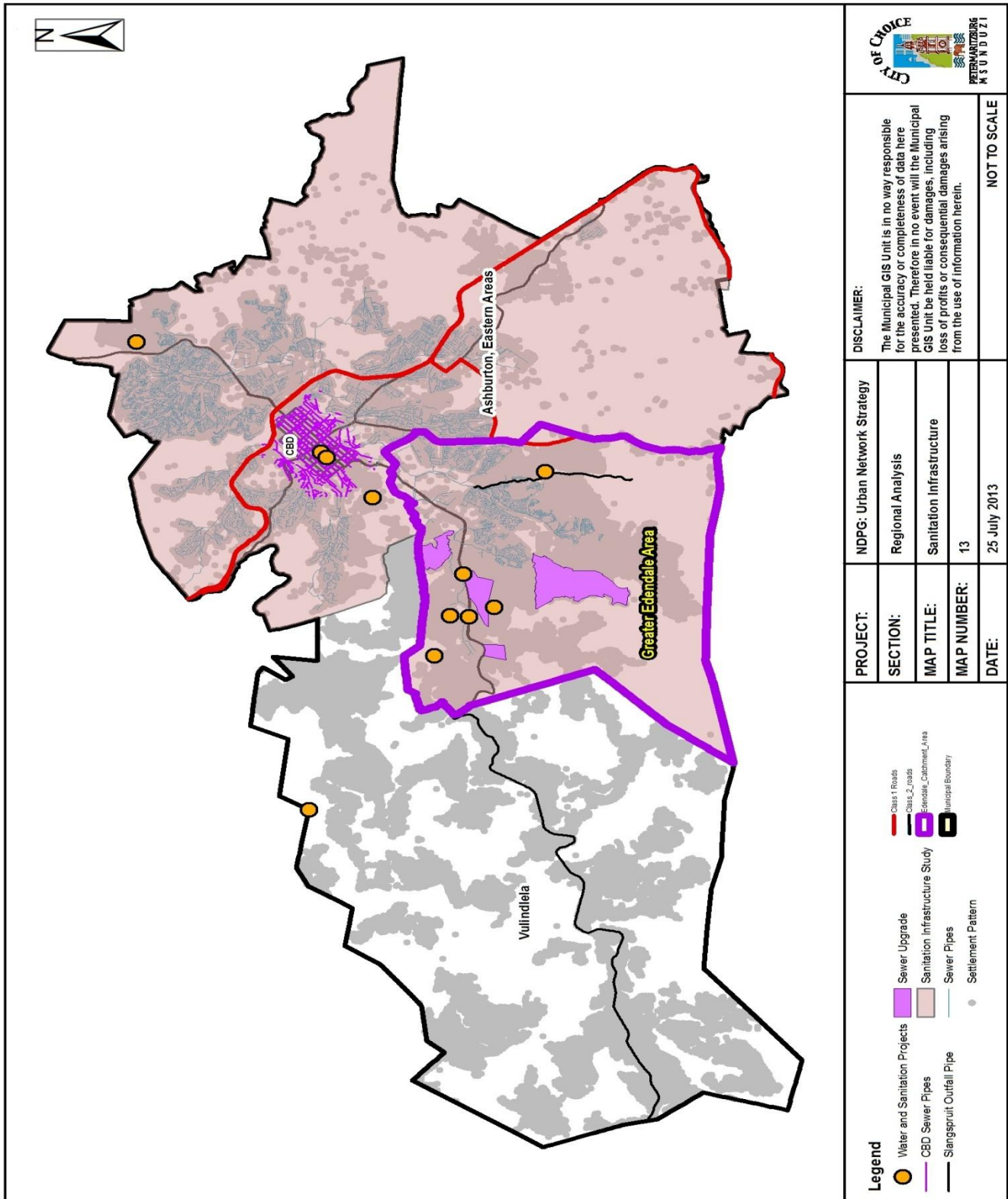












8.3 Greater Edendale Area

8.3.1 History/Background

- [a] There are two aspects to the history of the Greater Edendale area. Firstly, there is the chronological history of actual planning and settlement; then there is the history of the planning, administration and management of the area. Edendale 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

- [b] 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.
- [c] The political related violence that engulfed most rural parts of Kwa-Zulu Natal led most refugees to Edendale. It should be noted that Edendale was also a political related violence battlefield. The most significant battle fought within Edendale is the so-called Seven Day war fought in 1990 between the supporters of the Inkatha Freedom Party and African National Congress.
- [d] 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]. Greater Edendale was established as a Section 30 Town, as per the Black Administration Act 38 of 1927, by the former Department of Development Aid.
- [e] The area was first administered by the Province of Natal, then the Local Health Commission, followed by the Department of Development Aid [DDA]. 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.

- [f] With the establishment of Transitional Local Councils 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]. The area now forms part of the present Msunduzi Municipality [as per the Municipal Structures Act No 113 of 1998]. 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 Councilors and the Executive Committee are to ensure that the municipality fulfills its obligation in terms of Section 152 of the Constitution.

8.3.2 Location and Nature of Development

- [a] 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 all land vests within the ownership of either the state or the provincial government.
- [c] The Greater Edendale area 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.
- [d] 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.
- [f] 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 without access to basic services and infrastructure. Moreover, invasion of 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 Human Settlement. 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 m² top-structure on a minimum lot size of 200 m².
- [g] The Edendale Area is supported by a limited number of commercial outlets and business enterprises and the development and expansion of these sectors are fundamental to the sustainability of the area. These activities are largely concentrated along the Edendale Corridor. Recently, the Edendale Mall measuring some 30 000 m² has been constructed along the Corridor.

- [h] 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 moreover 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.

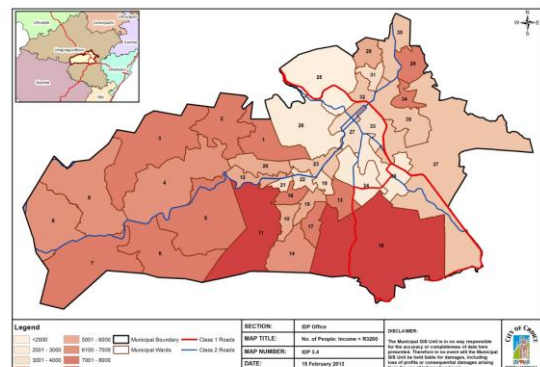
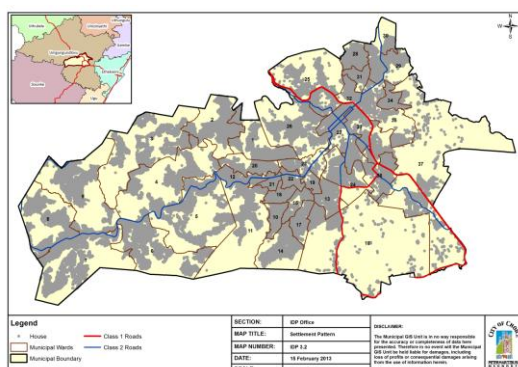
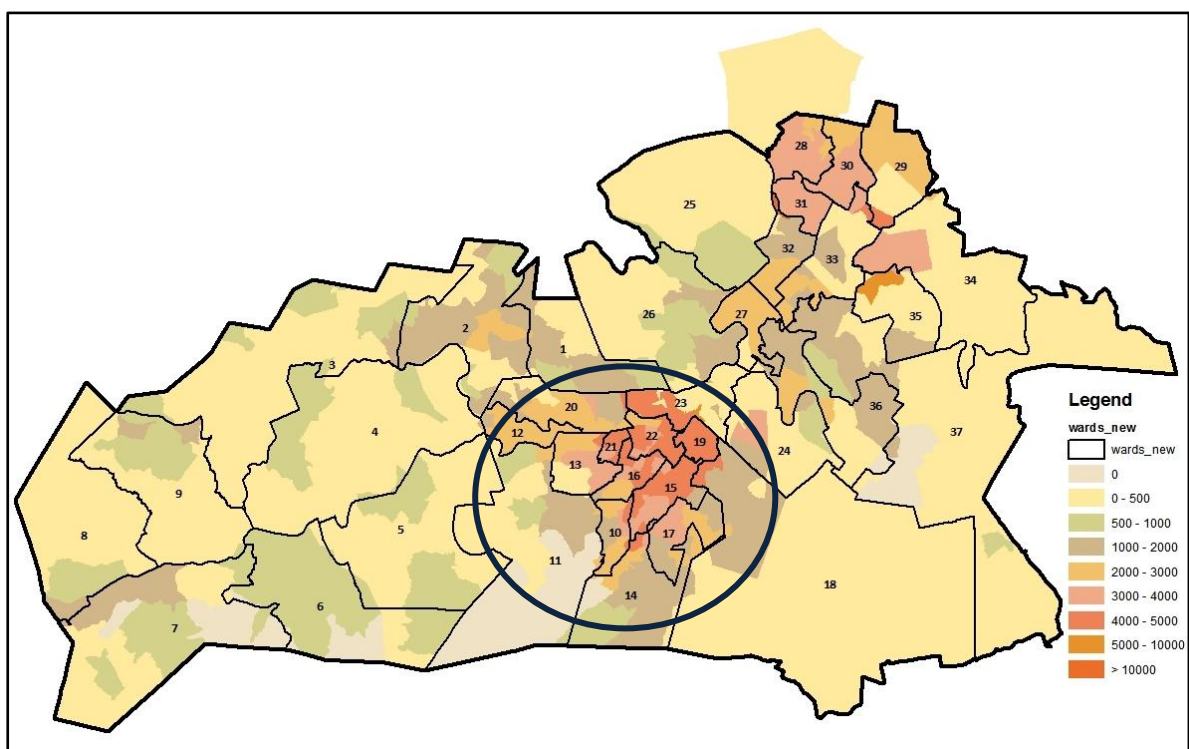
8.3.3 Socio-Economic Profile

- [a] The table below indicates the population in the Greater Edendale Area. It should be noted that four of the six wards with the highest populations [wards 13, 16, 17, 18, 28, 30, and 34, each with more than 20,000 people per ward] are situated within the Greater Edendale Area.

Suburb	Area	Population	% of Population
Greater Edendale	App. 100 sq km	234289	38%

- [b] Density, settlement pattern and income are shown as follows:

The population density map (compiled from the Demarcation Board website), indicated that the highest densities are found in wards 28 and 31, which forms part of the Northern ABM, as well as wards 15, 16, 21, and 22, which forms part of Edendale/Imbali ABM.



8.3.4 Development Opportunities and Constraints

Given the size of Edendale and the long years of neglect that have to be reversed, 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. **The study area has both opportunities and constraints, which are listed below as follows:**

[a] **Opportunities**

- There is relatively flat developable land in both the south and west of Edendale
- The Council owns and has acquired large tracts of land for development purposes; especially at the interface with the adjacent Ashburton area.
- There are opportunities to take advantage of the close connection to the existing N3
- Existing and proposed roads open up opportunities offered by the proposed eThekweni-uMngeni Development Corridor and its proposed development nodes;
- The biodiversity and variable topography and river system presents opportunities for an open space system for both recreation and conservation purposes.
- The developable land at the western edge of Edendale and similar opportunities in the Ashburton area offer opportunities to integrate this residual apartheid section of the metropolitan area with new growth and development initiatives.
- There are several existing employment areas at the periphery of the Greater Edendale Area, whilst there is the potential to create additional employment opportunities.
- Potential for catalytic projects to unlock and stimulate the local economy,
- Potential for the development of three tourism sectors namely: cultural heritage and history; culture and experience; and natural environment,
- The lack of any higher order “nodes”, of any kind, induces the need and opportunity to create several new well located foci.
- The opportunity exists to create a few nodes in good interceptory locations. These “new” nodes will serve to integrate the existing area into and with new development areas; as well as to act as a catalyst for that growth.

[b] **Constraints**

- The older sections of Edendale, along Edendale road, comprise several areas of informal development that require different types of upgrading.
- The majority of the area is inadequately served with basic infrastructural services, or completely lacking such services.
- There are limits to easy or convenient extension of the area to the east and south east because of steep slopes and forestry areas.
- No large scale private sector development;
- Limited small and medium private sector developmental initiatives,
- Very little business and work opportunities for the local communities,

- The area does not possess a well developed free flowing road hierarchy that offers alternative access to different parts of the entire metropolitan area.
- The legacy of apartheid planning results in a dispersed spread of facilities such as schools, community facilities, clinics, etc. Moreover these facilities are deeply embedded within residential areas and away from major roads such that there are no clear opportunities to develop any of them into higher order multi-use nodes.

All told, there is a need to create a sustainable human settlement wherein community participation, capacity building and empowerment are the cornerstone of the above reconstruction and development initiative.

8.3.5 **Greater Edendale: Making of the SDF**

[a] The plan for the SDF needs to:

- Be visionary and bold, in addressing the current problems within the ABM.
- Guide investment for future growth to locations offering the best and most appropriate opportunities within its boundaries and not resort to ad hoc development that deviates from the vision.
- Improve the clarity and role of the road hierarchy to improve both the existing situation, and plan for a new integrated structure for Umsunduzi as a whole.
- Develop an appropriate hierarchical structure of nodes for the area as a whole.
- Take advantage of the potential of the eastern edge of Edendale, and the adjacent Ashburton ABM, and create the potential to integrate the fragmented apartheid past with a focus on new residential development together with new “shared” nodes that will induce new areas of interaction.
- Promote residential densification, particularly around the nodes.
- Ensure that overall densities create sufficient thresholds to support facilities and public transport.
- Maintain and enhance an open space system.
- Define an Urban Growth Boundary in order to direct and deflect growth.

[b] Broad characteristics/overview of the Concept for Greater Edendale

- The essence of the concept is to create, together with the adjacent Ashburton ABM, a new focus of “greenfields” developments 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.
- 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.
- 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 and 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.

[c] The details of the Concept Plan are recorded as follows:

Open Space System [Figure 1]

- The Umsunduzi River system and Flood area are identified as an open space system.
- The North-south river system will consolidate the open space system and will identify a 30 meter buffer on either side of the river system and main tributaries.
- The existing Bisley Park open space system will be linked into the system.

Existing Residential Areas [Figure 2]

- The formal residential areas are identified for maintenance and improvement, as is appropriate.
- The Informal Residential areas are identified for formalisation and upgrading.
- The two rural settlement areas at the northern and southern edges are identified for formalisation and densification. Some areas will incorporate urban agriculture.

Road System [Figure 3, 4 and 5]

- A series of improved, redeveloped, realigned and new road networks is created, viz
 - Primary Roads:-
 - Edendale Road
 - Richmond Road
 - Newport Road
 - Outer ring Road through to Georgetown
 - Secondary Roads:-
 - Enhanced and realigned existing north-south roads
 - New east-west roads
- The proposed restructuring will allow the Edendale ABM to have a more permeable grid to facilitate choice and ease of movement. It will also facilitate in bringing about new economic development to those areas which have not been accessible in the past.

Hierarchy of Nodes [Figure 6 and 7]

- A series of differentiated nodes that consolidate existing foci are identified as well as a series of new nodes at good interceptory locations, viz:-
- Secondary Nodes.
 - Edendale Hospital / Plessislaer mixed-use Institutional N'hood level Node
 - "Shenstone" Multi- and mixed-use "Community level" Node
- Tertiary Nodes – Mostly single focussed Neighbourhood level shopping nodes
 - Georgetown
 - Dambuza
 - Imbali
 - Slangspruit
 - Unit EE
- The Pietermaritzburg CBD is the Primary Node of the municipality. All local level Convenience shopping clusters occur as single focused quaternary nodes

New Development [Figure 8]

- "Greenfields" opportunity areas for residential, commercial and other employment activities are identified at the eastern edge of the ABM and will be integrated and consolidated with the Ashburton area.
- There will be a number of small scale infill possibilities.

Urban Growth Boundary [Figure 9]

- An Urban Growth Boundary is indicated along the edge of the developable land and along the edge of the Msunduzi boundary of the ABM. This demarcation is used to direct, manage and deflect growth in the area.

[d] A summary of the SDF proposals are recorded as follows

Roads

The creation of a major mobility road north-south and east-west lattice that induces greater permeability and a number of alternative routes in and out of the area. At the same time this road system integrates the Edendale-Imbali area into the metropolitan system, and especially into the new development in the Ashburton area. The creation of a series of major arterial routes that support, parallel and interface with major mobility road system. Many of these roads are realignments and improvements of existing roads.

Nodes

Two Multi-Use Community level Nodes are proposed. The first of these is a consolidation of existing development at a good interceptory location on Edendale Road. A new Multi-use Community level Node is created as a focus to initiate, induce and integrate development in the Shenstone/Ashburton area. A series of Multi-use Neighbourhood level Nodes are created approximately 2 km apart to perform the role of focus points and alternative opportunities at interceptory locations on the lattice. These nodes will have to be phased in over time. Local convenience shopping clusters will be retained in existing situations and at railway stations.

Residential Areas

Formal residential areas possessing adequate infrastructure and those well in good condition will be maintained. Formally laid out residential areas, but without full or adequate infrastructure will be upgraded. Informal residential settlements will be subject to formalisation and in situ upgrading. Small available areas will be developed as new infill areas. Those in appropriate locations will be developed at relatively higher densities. Large areas, with potential, will be developed as large scale “greenfields” developments. Densification will be encouraged around all major nodes, especially around the proposed Shenstone Node.

Social Facilities

The situational analysis indicated that most people are within reasonable access to most social facilities. The SDF only identifies new social facilities in areas not well served in an indicative manner. More detailed planning at the level of the Physical Development Framework will need to be undertaken for more accurate provision.

Industry

Industrial development is consolidated in the Masons Mill and Plessislaer areas. A new employment corridor is proposed along the Richmond Road south of the proposed Shenstone Node.

Open Space

A major open space system (Environmental Management areas) is created in relation to the river system. Steep land not suitable for development and subject to soil erosion will comprise Restricted Use Areas. Existing and new passive and active open space areas will be planned.

Urban Growth Boundary

An Urban Growth Boundary is introduced as a mechanism to direct, deflect and manage the amount and extent of development in order to achieve a sustainable plan.

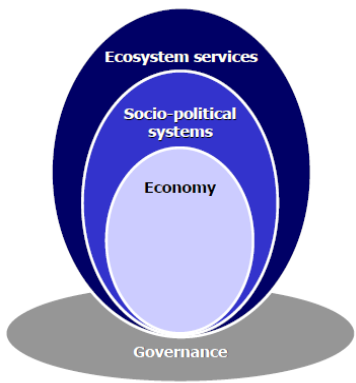
9 IDENTIFICATION OF PRECINCT AND URBAN HUBS

9.1 Expressed as a Deliverable

9.1.1 Msunduzi Municipality is striving to address high levels of poverty, unemployment and inequality within the context of widespread and deeply entrenched imbalances, as a result of decades of apartheid planning within its area of jurisdiction. Given the long years of neglect that have to be reversed, the transformation challenges that face the City are formidable. Local government has a critical role to play in rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and truly non-racial society. 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.

9.1.2 The DBSA model [reflected hereunder] has merit and may well be applied in support of the above framework informing the preparation of the urban network strategy:

<p>Sense of justice:</p> <ul style="list-style-type: none"> • meeting fundamental human needs & rights-based democratic governance and participation 	
<p>Sense of limits:</p> <ul style="list-style-type: none"> • transition to renewable energy alternatives and energy efficiency • zero waste via re-use of waste outputs as productive inputs • connectivity via sustainable transport, with a major focus on public transport • home building, sustainable construction materials and building methods • sustainable water and re-use of treated sewerage 	
<p>Sense of place:</p> <ul style="list-style-type: none"> • health, well-being and soulfulness • safe places within integrated communities (with special reference to children and women) 	
<p>Sense of history:</p> <ul style="list-style-type: none"> • valuing cultural diversity, sense of community, participatory culture, healing and memory 	
<p>Sense of craft:</p> <ul style="list-style-type: none"> • growing the local economy, greater equity and fair trade • local and sustainable food supplies, markets, & agricultural value chains • human skills, knowledge development and continuous learning 	
<p>Sense of nature:</p> <ul style="list-style-type: none"> • reverence for life, enhancing biodiversity and the preservation of natural habitats • working with rather than against eco-systems 	

9.1.3 Citizens and communities are concerned about the areas where they live: they are concerned about access to services and economic opportunities, mobility, safety, absence of pollution and congestion, proximity to social and recreational facilities and so on. Local government can impact on all of these facets of our lives. The outcomes which developmental local government seeks to achieve may differ over time. However, in current circumstances the key outcomes are as follows

- Provision of household infrastructure and services.
- Creation of liveable, integrated cities, towns and rural areas.
- Local economic development.
- Community empowerment and redistribution.

9.1.4 To achieve developmental outcomes will require significant changes in the way local government works. The three interrelated approaches are put forward, which can assist municipalities to become more developmental:

- Integrated development planning and budgeting.
- Performance management.
- Working together with local citizens and partners.

9.1.5 Moreover, at a local level, 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 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
- [f] 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.

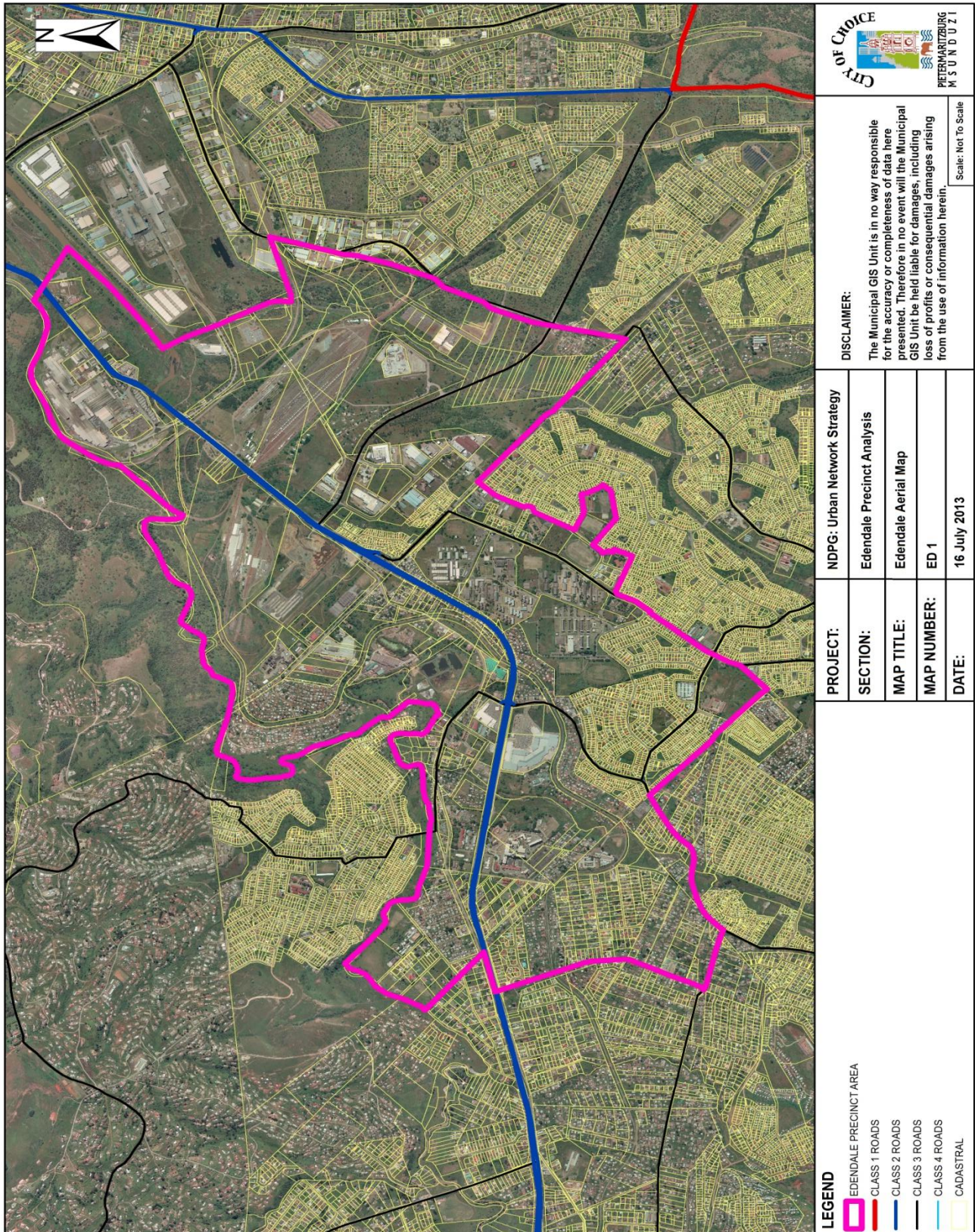
9.2 Level Three: Spatial and Technical Analysis

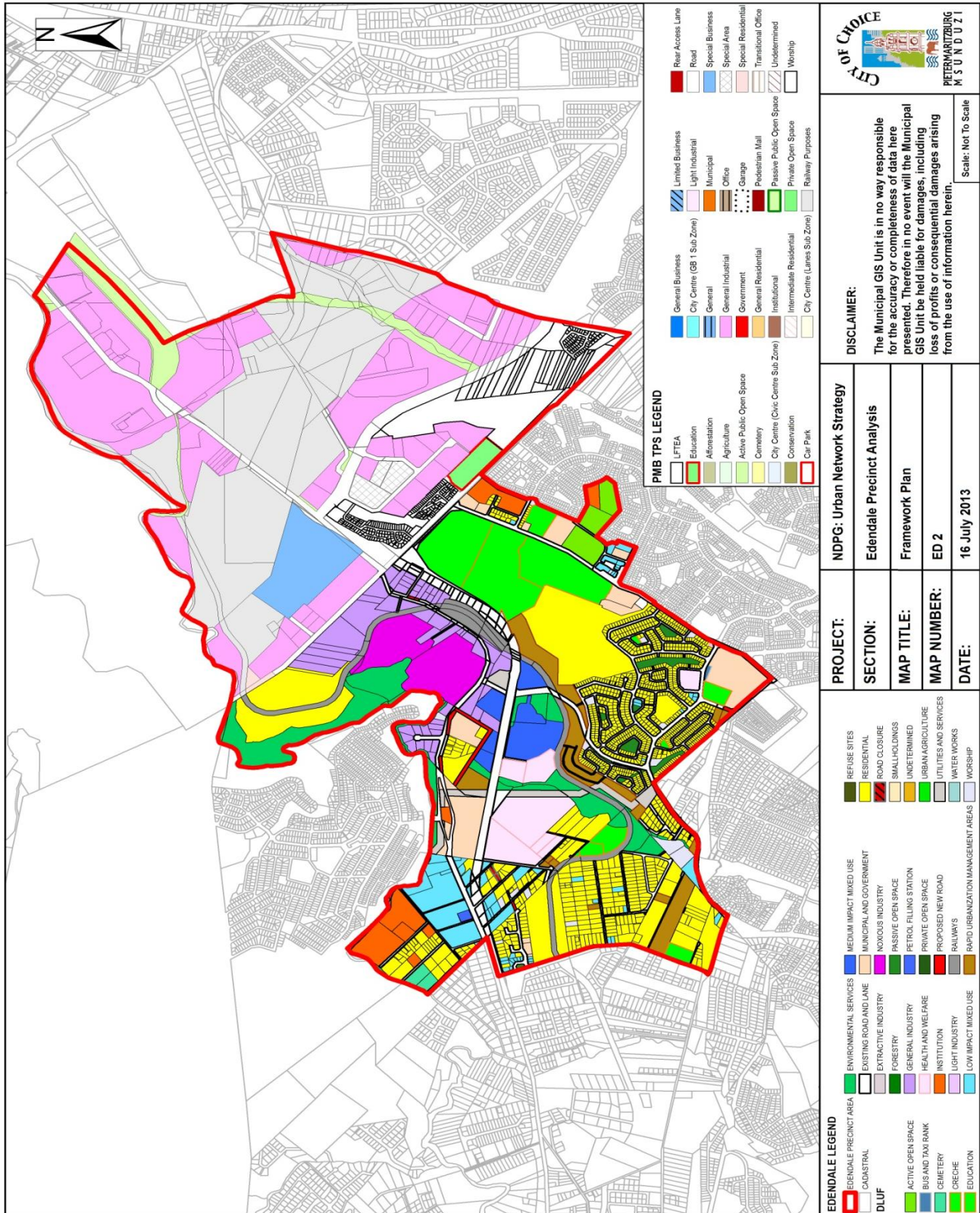
- 9.2.1 The third level of analysis will zoom into each specific township / cluster of townships identified in the previous level. Here, the focus will be on specific local factors and dynamics in order to identify a location for each Urban hub. Although the focus is on the township itself, the findings of the previous level of analysis (specifically the primary network) are included in the indicators of this phase. The indicators will be divided into locational indicators and suitability indicators.
- 9.2.2 The location indicators will be used to identify potentially suitable points for the location of Hubs, and the suitability indicators will be used as an additional tool to make a choice between suitable locations if necessary. The suitability indicators will also be used to indicate the benefits and potential challenges inherent to each proposed site. Important to note is that this analysis does not take place in isolation, but uses as input the results of the Level 2 (regional) analysis.
- 9.2.3 In terms of the Level 3 analysis, the following spatial and technical information is provided by way of a series of mapping, which is expanded on under Section 9.3 of this submission:

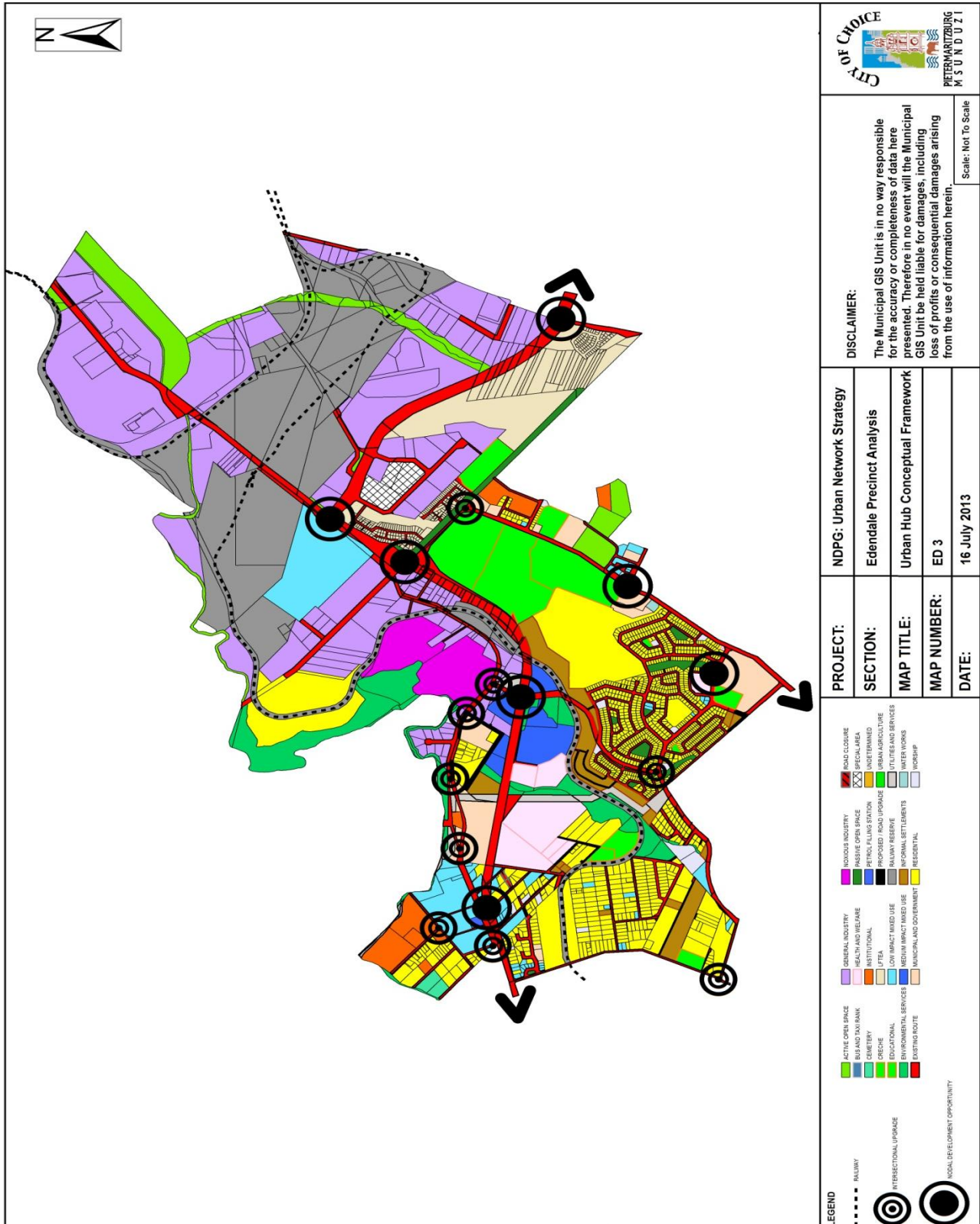
Spatial and Technical Analysis [Precinct Area]	
Map 1	SDF and Precinct Area [Greater Edendale Area]
Map2	Town Planning Scheme Map
Map3	Conceptual Framework

9.2.4 Engagement and Presentation to NDP [Reach Consensus on Precinct/Hub Area]

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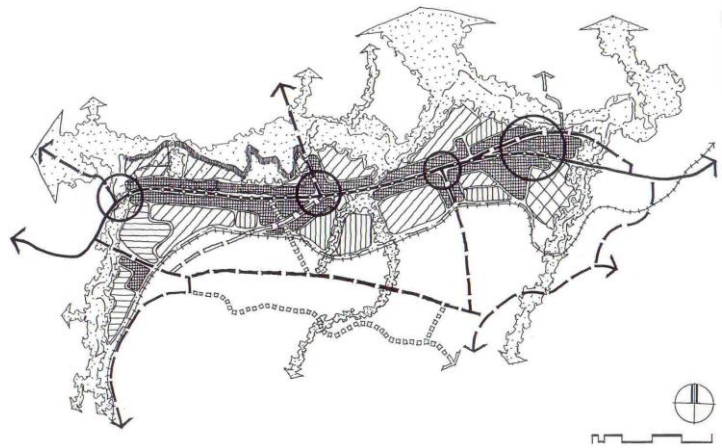


9.3 Greater Edendale

9.3.1 Edendale Planning [Overview]

[a] The Greater Edendale area as an element of a cohesive urban system has been the subject of a number of recent planning studies. To advance the development of the Greater Edendale Area in an integrated and co-ordinated manner and to lead the land acquisition and housing delivery programme, it is recorded that:-

- The Greater Edendale Area has been the subject of a macro planning analysis and has been divided into 18 Functional Areas. Broad brush plans have been prepared for each of the functional areas detailing the role, character, spatial features and key development interventions that are required in order for the functional areas to reach basic performance levels.
- The Edendale Corridor Functional Area was identified, by the Executive Committee, as a priority project towards the development of the Greater Edendale Area. In this regard, Council recognised that the Edendale Corridor is the Civic Centre and heart of the Greater Edendale Area and will contain a wide range of social services and community facilities, shopping and industrial activity.
- In this case, the provision of basic needs and security of tenure locked within an urban renewal strategy were recognised as the principal elements of the project. This urban regeneration strategy was further debated within a broader planning context where, the need to prepare a 'physical framework plan' at an urban landscape level promoting the revitalisation of the area was recognised and deemed imperative.
- This plan promotes the establishment of a hierarchy of mixed use Service Nodes at key intersections along the corridor to accommodate commercial, community and public transportation facilities.



[b] By the same token, the Transportation Corridor Study seeks to promote public transport and non-motorized transport along the Edendale - Northdale Corridor by improving infrastructure and services through integrated transport and land use developments. The intersection upgrades, public transport stops, public transport hubs, pedestrian safety crossing, etc have been considered and planned as part of this initiative.

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

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

- Improved, higher frequency public transport services along the corridor;
- Urban renewal and activity node development along the corridor;

- Enhancement of non motorized transportation facilities;
- Provision and improvement of pedestrian facilities;
- Development of public transport facilities in the urban core including the Freedom Square Precinct;
- Improved public transport facilities to serve public transport along the corridor.

[c] At a strategic and conceptual level the Edendale SDF elaborates on the functioning of the urban system and provides for the restructuring of the post apartheid city and the consequential integration of social, economic, institutional and physical aspects of land development. The spatial vision for Greater Edendale is established under this study. The SDF reinforces the earlier work done as per the above studies.

[d] With grant funding made available by the DBSA, the municipality proceeded with the planning of the following four Function areas:

- Caluza, Dambuza, Georgetown and Plessislaer.

The primary focus of the project was to facilitate the 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 was to prepare the Functional Areas for public and private investment (it is the Greater Edendale Area's prime economic opportunity zone, most accessible social infrastructure location and most accessible housing zone). Thus the proposed Development Framework will address the following:-

- Establish a detailed physical Development Framework suitable to direct and manage investment within the Functional Areas
- Identify the location and extent of key development opportunity zones and the associated physical, institutional and financial requirements to enable development within them.
- Preparation of conceptual design solutions for each development opportunity
- 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 environmental management mechanisms, assessment of infrastructure requirements such as access, sewage disposal etc.
- Evaluation of and preparation of recommendations regarding existing outstanding development applications and / or enquiries within the Corridor.
- Prepare order of magnitude costs and budgets for the establishment of public infrastructure necessary for facilitating development
- Priorities and development phasing of development with the Corridor as a whole and within each development opportunity zone.

[e] With the foregoing in mind, it is evident that the Urban Network Strategy would be informed and entrenched within a broader development strategy for the area and the implementation of the said plans would manifest the development goals and vision for the area.

9.3.2 Edendale: Land Legal Matters

[a] Overview

The Edendale Land Initiative which is run through an intergovernmental Committee known as the Msunduzi Municipality/ Department of Human Settlements Land Legal Committee (or LLC for short) has been in operation since 2002 resolving land tenure problems in Greater Edendale and funding administrative costs in acquiring land for housing purposes. Funding to the value of R24 million was allocated to this project back in 2002 and spending on this amount has been ongoing for some time but is now close to becoming exhausted.

[b] Upgrading of Land Tenure Rights

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, a total of 3934 properties have been upgraded in terms of above mentioned Act with approximately 4000 more properties in Units A, CC and H in the process of upgrading. 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. The project is ongoing

[b] Transfer of State Land

The transfer of State land within the Greater Edendale Area 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 now 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 project is ongoing.

[c] 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. The project is ongoing.

9.3.3 Urban Design/Regeneration Plans

- [a] Towards the revitalization of the economy and built environment and the consequentially creation of a sense of place and eradication of poverty, the Mayor endorsed the implementation of five urban improvement projects at strategic intersections along Selby Msimang/Moses Mabhida Road and within the immediate vicinity of Wadley Stadium in Georgetown [i.e. all nodes situated along Edendale Corridor].
- [b] On acceptance and approval of the project by the Executive Committee, service providers were subsequently appointed by the municipality to:
 - Produce Urban Design/Regeneration Plans for the five Priority Project Areas and
 - Provide high level costing towards the implementation of the plans.
- [c] The preparation and implementation of the above Urban Design/Regeneration Plans are presented as part of an overall strategy to redress years of neglect and decay. The project is so driven by the notion that public investment and funding can be used creatively to attract private and community investment to unlock the social and economic potential within neglected townships and neighbourhoods, which in turn will improve the quality of life among its citizens. In this regard, the project seeks to transform both the physical and geographical landscape of Greater Edendale from a dormitory township into a dynamic and vibrant urban place of high quality.
- [d] The five Priority Project Areas having regard to its high level of visibility, accessibility and exposure, are recorded as follows:
 - Masons Mill intersection [Moses Mabhida/Archie Gumede]
 - Imbali intersection [Selby Msimang/Sutherland/Herschensohn]
 - Bakery intersection [Selby Msimang/Mount Partridge]
 - Caluza intersection [Selby Msimang/Caluza Road] and
 - The area within the immediate vicinity of Wadley Stadium in Georgetown
- [e] The latent development potential of these gateway sites as a collection of interconnected neighbourhoods is recognized. The development thereof would also lend itself to the creation and establishment of landmarks, vista, focal points and economic opportunity zones. These areas also encourage built form and massing that creates a human scale urban environment and sense of place and identity.
- [f] It is recognized that urban design concerns the arrangement, appearance and functionality of cities and in particular the shaping and use of urban public space [i.e. the way public spaces are experienced and used]. The Urban Design/Regeneration Plans also seek to enhance the city's living environment by:-
 - Creating 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 Edendale;
 - Creating a city which is highly legible and comprehensive to its users to enable more effective use of its facilities and a fuller appreciation of its visual and other environmental qualities;
 - Creating an environment which is functional and livable, safe, aesthetically pleasing and user friendly, offering a high level of climatic comfort and sense of well being;
 - Creating a city that is highly accessible for all its occupants and users, in particular one that is pedestrian and handicapped friendly and
 - Creating an environment which is rich in its diversity of both built and natural forms and spaces.

9.3.4 NDPG Grant Funding: Greater Edendale

- [a] The **Ekhorsini Livestock Market** was awarded R2 million for technical assistance and R25 million for capital grant.
- [b] The **Imbali Mixed Use Investment Precinct** was selected by the Neighbourhood Development Partnership Grant as a project and the NDPG Unit has subsequently entered into a strategic partnership with the Msunduzi Municipality.
- [c] The Msunduzi Municipality is the beneficiary of a technical assistance grant fund of R700 000 and a capital grant fund of R10 million. The funding was invested in line with the objectives of the NDPG and was utilized to fund:-
 - The preparation of a Retail Sector Study for the Imbali Area towards the development of a possible Retail Facility in the Imbali Mixed Use Investment Precinct; and
 - In addition, the technical assistance grant fund was applied to build an urban design framework including a business case and ultimately identify and scope other detailed projects to regenerate and upgrade the Imbali Mixed Use Investment Precinct with specific focus on F.J. Sithole Road.
- [d] The Imbali Mixed Use Investment Precinct is driven by the notion that public investment and funding can be used creatively to attract private and community investment to unlock the social and economic potential within the Imbali Area and that this in turn will contribute to Edendale's economic performance and improve quality of life among its citizens.
- [e] Through redressing imbalances in the provision of community facilities and quality places, the Imbali project aims to address economic underdevelopment that will contribute directly to the economic prospects of the Edendale as a whole. The aim is thus to:-
 - Leverage private and community investment into Imbali;
 - Enhance the collateral value of properties in Imbali;
 - Create the conditions for the broadening of Black capital formation and business development;
 - Achieve efficiency in the movement of goods and people by restructuring the spatial form of the local area by introducing mixed land uses and supporting the introduction of activity nodes and movement corridors;
 - Create vibrant public and economic spaces; and
 - Build institutional and developmental capacity that will contribute to social and economic cohesion.
- [f] The **Ekhorsini Livestock Market** and **Imbali Mixed Use Investment Precinct** projects were combined on the 18 December 2009.
- [g] As per NDPG, a **Township Regeneration Strategy [TRS]** was required before close-out on the initial phase. The purpose of the TRS was to create a framework which guides the upgrading of the Imbali ABM area over a 20 year period through investment in order to overcome the spatial and developmental inequalities. Consultants have been appointed to undertake this exercise including the revision of the project's Business Case.

10 IDP: PROJECT PRIORITISATION

EDENDALE AREA – IDP PROJECT PRIORITISATION (5YEAR)			
DEVELOPMENT SERVICES: HUMAN SETTLEMENTS			
IDP NO	OBJECTIVE	BUDGET	WARDS
HS 01	The preparation of feasibility studies for identified Housing Projects	R131.7m	10, 12, 14, 15, 16, 18, 21,22, 26, 35, 37
HS 02	The preparation of Planning & Design for identified Housing Projects.	R53,2m [DOHS]	10, 23, 29, 37
HS 03	To construct services (Water, Sanitation and Roads) for Housing Projects.	R263,2m [DOHS]	10, 15
HS 04	To construct top structures for Housing Projects (Excl Vulindlela Rural Project – further 25 000 houses).	R1,1 bil [DOHS]	10, 11, 13, 14, 17
HS 05	To transfer residential sites in Housing Projects to communities	R14,4mil [DOHS]	10, 15
HS 06	To ensure Informal Settlement Upgrading Programme – Rapid Assessment and Planning	R500 000 [DOHS]	All
HS 07	To ensure Informal Settlement Upgrading Programme – Provision of Basic Services and secure Tenure.	[DOHS]	All
INFRASTRUCTURE SERVICES: ROAD AND TRANSPORTATION			
R & T 01	Protection of banks along streams	R500 000	20, 23, 32, 33
R & T 03	Construct 3 pedestrian and 4 vehicle bridges	R2,6mil	11, 20, 22, 35
R & T 07	Upgrading of 11,4km if 67 major routes	R21 mil	17, 22, 25, 27, 35, 36,
R & T 08	Design & commencement with construction of 18km of main corridor for the integrated rapid transportation network	R 108 mil	All
R & T 10	Constructed/ upgraded halls and sports facilities	R 2,5 mil	3, 6, 11, 20, 21
R & T 13	Installation of 6 cremators	R 1,4 mil	32
INFRASTRUCTURE SERVICES: WATER + SANITATION			
W & S 01	To provide 6396 households with access to a potable water supply by 2017/2018.	R 26 Mil	1-9, 11, 14
W & S 02	To provide 3500 households with Water Borne Sanitation by 2017/2018.	R 32 200 000	10, 16, 20, 21
W & S 04	To provide 4901 with Basic Sanitation(VIPs) by 2017/2018	R 37 200 000	1, 9, 14

W & S 06	To replace 50.28 km of water infrastructure and upgrade 4 Reservoirs in order to reduce service interruptions by 10% per annum(1516 burst mains).	R 95 Mil	1-37, 20, 21, 23,26, 29
W & S 07	To replace 33.3 km of sewer pipe and to upgrade 8 sewer pump stations to reduce sewer interruptions by 10% to 2200 per annum.	R 119 Mil	15, 16, 19, 25, 26, 29, 30, 31, 32, 35
COMMUNITY SERVICES : ENVIRONMENTAL HEALTH			
EH 01	Safeguarding the environment for the optimal health of the Community [Air pollution monitoring stations]	R 845 000	12, 22, 23, 24, 26, 29, 33, 35
EH 02	Safeguarding the environment for the optimal health of the Community [Air Pollution facilities]		
COMMUNITY SERVICES : PARKS			
PKS 02	To create an enabling environment by providing opportunities for Sport Development and Recreation	R 40 mil	12, 15, 17,20, 24, 29, 35
PKS 05	Development of four new swimming pools in the Greater Edendale Area and Vulindlela	R 2 Mil	2 Greater Edendale, 2 Vulindlela
COMMUNITY SERVICES : WASTE MANAGEMENT			
WM 02	Reduce garden refuse dumped illegally		10 - 37
WM 03	100% of businesses are rendered a waste collection and disposal service at	R 750 000	10 – 37
WM 04	Implementation of Recycling Projects - Reduction in disposal		All

11 CONCLUDING REMARKS

Urban transformation is an international phenomenon, caused by a range of factors including urbanization, migration trends, globalization and poverty. In the South African context, the process of urban transformation has been complicated by local factors including the legacy of apartheid, legislation and settlement planning, private sector investment decisions, political, social and economic transition and inter-governmental relationships, government capacity and financial constraints. In so saying, it is recognized that the practice of urban regeneration sits at the interface of dialogues about the role of cities both in the global economy, as well as in meeting the basic needs of their citizens, distributing wealth and making access to opportunity more equal.

In South African, the concept of urban regeneration has its genesis in two distinct policy trajectories. These are the RDP, which emphasizes social transformation and basic needs, and economic development policy documents emphasizing the need for economic growth and transformation. This reflects the policy complexities arising out of the South African concern for maintaining a balance between the mutually reinforcing processes of growth and development.

Internationally, the renewal of urban areas typically forms part of a broader strategy to promote city economic development. Based upon this understanding, the dominant objective of the regeneration of urban areas is to restore the confidence of the private sector, to create a sustainable property market and to restructure and diversify the local economy.

Historical legacies and impacts of the processes of transformation and change are not distributed uniformly throughout cities, but are increasingly manifested as growth or decline within specific geographic neighbourhoods. This process generates increased polarization and fragmentation within cities, undermining their economic base and productivity, and ultimately leading to political and social instability. Whilst cities provide the basis for economic growth and development, the urbanization of poverty is becoming increasingly apparent. Particularly within the South African context, economic growth within cities has not been able to keep up with the rate and scale of city growth. This has resulted in wide-spread and deepening urban poverty.

South African cities have inherited a dysfunctional urban environment with skewed settlement patterns that are functionally inefficient and costly, and huge service infrastructure backlog in historically underdeveloped area. Historically, the growth of South African cities was truncated by mechanisms to inhibit black urbanization. Whilst this process ultimately collapsed under the weight of the pressure to urbanize, cities were slow to respond to the new challenge. In most cases, demands for housing were addressed through the creation of peripheral settlement.

The social and economic exclusions of residents in these areas heightened the impact of political disenfranchisement. As the poor remain located at a substantial distance from economic opportunities, the dysfunctional city structure has increased transportation costs. Further peripheral settlement should be counter-acted. This has impacted negatively on both the productivity and costs of labor.

On the other hand, the increasing spatial fragmentation of cities into wealthy and poor enclaves undermines the equitable distribution of public goods and services. This trend creates serious problems of exclusions, with escalating social tensions, which is often exacerbated by the marginalization of neighborhoods. In South African context, unique forms of exclusion have arisen. Thus, township areas “excluded by design” have been created as a direct and deliberate consequence of apartheid policy.

The regeneration of urban township areas is understood as a necessary precondition for local economic growth. Regeneration projects accordingly seek to rebuild the economic base of declining areas by creating a functioning property market and attract sustained private investment.

**Power in cities resided in the hands of those who
have the authority to ‘impose a vision on space’ [Zukin, 1997]**

Urban Regeneration is thus not an exercise in neutrality. Rather, it constitutes a fundamental intervention in the physical, economic, social and institutional space of cities to achieve particular policy objectives.